

# CHAPTER 3: GENERAL DEVELOPMENT AND DESIGN

## INTRODUCTION

- 3.1 This chapter is concerned with environmental and design policies which can apply to many different types of development. It deals with the quality of new development and its effect on the environment together with the protection and enhancement of the existing environment. Policies aim to create and maintain an environment for Crawley which is attractive, accessible, sustainable, safe and clean.

## MAIN CHARACTERISTICS

- 3.2 Crawley's environment and setting have particular features which contribute to its special character and make it an attractive place in which to live and work. Much of the New Town development, both the built environment and its open spaces, is of a good standard which it is important to protect and enhance. Many of the residential neighbourhoods have particular features and identities which contribute to residents' quality of life, such as attractive open spaces, convenient pedestrian links and many trees. However development pressures and the need to make use of land efficiently can threaten standards unless careful consideration is given to the design and environmental impact of all proposals.

## PLANNING CONTEXT

### Government Guidance

- 3.3 Planning Policy Guidance Note 1 - General Policy and Principles - states that the appearance of proposed development and its relationship to its surroundings are material considerations in the determination of planning applications. The treatment of spaces between and around buildings, and access to them is also of great importance. Good design is to be encouraged through providing advice on broad matters of scale, density, height, massing, layout, and landscaping as well as promoting mixed uses and sustainable access. Local planning authorities have a role to play in crime prevention, the prevention of pollution and hazards, access, environmental assessment and design. Planning Policy Guidance Note 12- Development Plans and Regional Guidance - highlights the importance of improving the physical environment as well as making sure development is sustainable and conserves energy resources.
- 3.4 Planning Policy Guidance Note 8- Telecommunications- states that the growth of new and existing systems should be facilitated whilst taking into account wider environmental concerns. Planning Policy Guidance Note 19- Outdoor Advertisement Control- aims to ensure that all advertisements make a positive contribution to the appearance of the environment. Planning Policy Guidance Note 22-Renewable Energy- encourages the development of renewable energy sources whilst ensuring that proposals are weighed carefully against proposals for protecting the environment. Planning Policy Guidance Note 23-Planning and Pollution Control- states how the planning system complements the pollution control system by regulating the location of development and the control of operations in order to control or minimise adverse effects on the use of the land and on the environment. Planning Policy Guidance Note 24- Planning and Noise- states that wherever practicable, noise sensitive developments are separated from major sources of noise and noisy activities, should if possible, be sited away from noise sensitive land uses.

## **West Sussex Structure Plan 1993**

- 3.5 A primary objective of the Structure Plan is to protect and improve the urban and rural environment of West Sussex and the quality of life within it. Development is not to be permitted if it causes unacceptable nuisance, visual damage or danger. It requires development to meet high standards of design, to be energy efficient and to relate sympathetically to its surroundings. The quality of open spaces and landscaping are also important to the town's environment. Of concern is the need to avoid town cramming (i.e. development at unacceptably high densities within urban areas) and a deterioration of environmental quality, given the pressures which exist to use urban land efficiently.

## **STRATEGY, ISSUES AND OBJECTIVES**

- 3.6 Ensuring that all new development is of a good standard of design and does not harm amenity and environmental quality is a major aim of this Local Plan. The appearance, quality and impact of development has an important influence on the quality of life for both residents and workers. An attractive, safe, accessible and clean environment is important to the image of the town, particularly for visitors and potential employers, thereby enhancing local economic prospects. Development must help to achieve sustainability objectives, particularly in terms of conserving energy and other resources and preventing pollution.

### **Objectives for General Development and Design**

#### **Objective 1**

**To ensure all new development respects the distinctive quality of Crawley's built and natural environment**

- 3.7 Many of Crawley's distinctive and valued characteristics are associated with its New Town origins. The layout of the residential neighbourhoods, the distribution of land uses, the provision of open spaces and the quality of the built environment are generally of a good standard. Other features which add to its character include its historic buildings and areas as well as trees, woodland, surrounding countryside, lakes and streams, all of which provide, in their contrast with New Town development, variety to Crawley's environment.

#### **Objective 2**

**To secure a high standard of design in both existing and new developments and their setting**

- 3.8 All new development should be of a high standard of design with an appropriate layout, height, scale and use of materials. Account must always be taken of the wider setting of new development with regard to the adjacent buildings and open spaces. Furthermore, all new development should aim to be safe, secure and of a human scale.

#### **Objective 3**

**To promote, where necessary, the improvement of the environment**

- 3.9 Certain aspects of Crawley's environment need improvement. Additional landscaping is needed in certain areas, particularly along major roads. Some parts of the town centre require a variety of improvements such as redesigned and modernised open spaces and new shop fronts. Some areas would benefit from more visual interest and variety.

#### **Objective 4**

##### **To protect the overall quality of and standards in Crawley's environment**

- 3.10 The layout of the New Town, its space standards and separation of incompatible land uses, has done much to ensure it has a pleasant environment. However, increasing development pressures, car usage and land use activities such as Gatwick Airport, place considerable demands on the environment in terms of noise, pollution, flood risk, visual intrusion and loss of open space. The Local Plan aims to minimise the damaging effects of accommodating necessary new development, through the control and promotion of certain developments and the commitment to liaise with utility companies and other parties affecting development in Crawley.

#### **Objective 5**

##### **To secure more sustainable forms of development**

- 3.11 A fundamental objective of the Plan is to help to conserve land, resources and energy and to minimise the use of non-renewable resources. This benefits the local and global environments. The location, design and methods of development can contribute to this, particularly if it minimises car travel. The Plan recognises, however, that progress towards a more sustainable environment will take a long time and that changes are also required in social and economic practices and legislation not related to planning.

#### **Objective 6**

##### **To improve physical access throughout the environment particularly for those with restricted personal mobility**

- 3.12 Securing good access to buildings and spaces by all members of the community, including pedestrians and those with mobility problems, is an important objective of the Local Plan. It ensures that opportunities offered by new developments are available to all and it promotes greater participation in social and economic activities.

#### **Objective 7**

##### **To ensure that the design of buildings and spaces in the environment takes full account of the need for personal safety and the prevention of anti-social behaviour**

- 3.13 The location, layout and design of buildings and open spaces can play a significant part in creating a safe environment and reducing the vandalism, crime and threats to personal safety. Ensuring that new development is safe to use and takes every opportunity to reduce crime, will contribute to the quality of life.

## POLICIES

### The Normal Requirements of All Development

#### **Policy GD1**

**Planning permission will not be granted for development unless it is of satisfactory standard of design and layout which:**

- (i) is appropriate to the location, site and premises in terms of scale, form, density, height, massing, orientation, views, character, appearance, materials and spaces around and between buildings;**
- (ii) does not cause unreasonable harm to the amenities and environment of its surroundings by reason of: overlooking, dominance or overshadowing; traffic generation and general activity; creation of pollution, hazards or nuisance; or any other adverse environmental impact;**
- (iii) safeguards any attractive or important natural or built features of the site which make a positive contribution to the character of the locality including existing trees, hedges, walls, fences and buildings;**
- (iv) provides a satisfactory environment for those who will occupy, use or visit the development;**
- (v) has regard to any design, planning or development guidance approved and published by the local planning authority.**

- 3.14. Crawley has generally been carefully planned and developed to produce a distinctive and pleasant living and working environment. It has been particularly successful in ensuring that a use does not have an adverse impact upon its neighbours or amenity, and has produced some innovative designs. New development should build upon this success and be of the highest quality possible. These principles apply to a variety of proposals including extensions, alterations, the redevelopment or intensification of sites and changes of use. They apply to temporary as well as permanent buildings. Where appropriate, the Borough Council will require the reinstatement of the site of temporary buildings upon the expiration of the consent or removal of the buildings. The principles of Policy GD1 should also apply to the siting and design of equipment of service providers whether or not it requires specific planning consent. Where they do not require specific planning consent the Borough Council will encourage the service providers to take all reasonable steps to minimise any visual impact and obtrusiveness and to avoid causing problems and hazards for others.

*Implementation: CBC development control process, using published design, planning and development guidance. All developers.*

### Development and its Setting

**Policy GD2**

**Planning permission will not be granted for a development if it does not relate sympathetically to its surroundings and does not respect the particular character, quality and special features of its setting including:**

- (i) townscape features such as street patterns, frontage lines and landmark buildings and trees;**
- (ii) the roofscape of the locality and the town as a whole;**
- (iii) public views and vistas.**

3.15 The care which has been taken with Crawley's development has not only produced a good quality environment but has given the town a special and valued identity. For instance, high rise buildings are mainly confined to the town centre. Most development is low-rise and, when viewed from afar, largely hidden in a green landscape. In many areas, development has been co-ordinated by master planning such that the designs of buildings have been carefully integrated into the overall townscape and not just related to adjacent sites. New development, including extensions and temporary buildings, should respect the character of its surroundings so as to preserve the town's special identity. This does not mean that development should necessarily copy that which exists or be devoid of individual character and interest. Rather it means that development should complement and add to the attributes of an area.

*Implementation: CBC development control process, using published design, planning and development guidance. All developers.*

**Operational Requirements for a Site****Policy GD3**

**All development will be required to meet the requirements necessary for the safe and proper use of a site or building, in particular those for:**

- (i) access to and from the development and, where appropriate, circulation and manoeuvring on site;**
- (ii) car, lorry and cycle parking;**
- (iii) loading and unloading delivery vehicles;**
- (iv) recycling, storing and collecting refuse and waste materials;**
- (v) ensuring adequate access for the emergency services.**

- 3.16 Most development has a range of operational requirements to allow it to be properly used. If not satisfactorily provided, these requirements can have an adverse impact upon the surrounding area, for instance by creating hazards on local roads or by becoming unsightly features in the street scene. The highway authority produces guidance on appropriate site access and circulation. Standards for car parking are included in Annex 3. Where appropriate, the local planning authority will consult with the emergency services to ensure that a proposal meets their standards. Wherever possible, facilities necessary to meet a site's operational requirements should be provided in a co-ordinated manner so that they do not hinder each other. This principle also applies to the provision of ducts and trenches etc. and their impact upon landscaping.
- 3.17 As far as possible, all operational requirements should be accommodated on site unless they can be satisfactorily located elsewhere or provided for any another means, e.g. by the use of commuted payments for off-site parking or alternative forms of transport in lieu of full on-site parking provision.

*Implementation: CBC development control process, using published guidance on operational standards and requirements. All developers.*

## The Comprehensive Development of Sites

### **Policy GD4**

**Planning permission will not be granted for development which unduly restricts the development potential of adjoining land or which prejudices the proper planning and phasing of development over a wider area.**

- 3.18 It is important that the best use is made of available land, especially within the built-up area, given the limited extent of the Borough and the strong environmental constraints upon development which affect many areas. It is particularly important to safeguard the few opportunities that exist to accommodate major development needs. The Local Plan identifies several areas in multiple ownership and use which are suitable for comprehensive development. Proposals not anticipated by the plan may identify other areas. Not only will a comprehensive approach to development of many areas normally ensure the efficient use of land but it can also reduce a development's impact if operational requirements, e.g. for access and parking space, are combined. The Borough Council recognises that in some situations it may be unreasonable to require a comprehensive approach to development. In such cases, development may be permitted if it does not prejudice or prevent the acceptable proposals for the remainder of the site. Even on small sites a development can restrict the potential for development on adjoining land e.g. by inhibiting the layout of the remainder of the site. Such situations should be avoided whenever possible, where there is a reasonable prospect of development on the adjoining land. This is in the interest of fairness between landowners and to ensure that the best use is made of land in the Borough.

*Implementation: CBC development control process, using published planning and development guidance. All developers.*

## Landscaping and Development

### **Policy GD5**

**Development, will be required to incorporate as part of its overall design and layout , appropriate landscaping. Landscaping proposals should:**

- (i) respect the character of the surrounding area, especially any adjacent landscape areas;**
- (ii) retain as many existing trees, habitats and features as possible;**
- (iii) provide two broadleaf native trees for each one lost;**
- (iv) provide a landscaped buffer zone where a development is at the edge of the built-up area or adjacent to a sensitive development or use.**

3.19 Crawley New Town was developed in the tradition of the Garden City Movement and is generally very well landscaped. This is an important element of the town's character and identity. Landscaping can screen a development or help it blend into its surroundings. Generous landscaping, particularly with native broadleaf trees, can contribute to environmental, sustainability and nature conservation objectives. Requiring two trees to be planted for each one lost is because many newly planted trees fail to establish and grow to maturity and they are also normally smaller and a less active replenisher of oxygen than those lost. Where it is not possible to judge in advance the extent of tree loss to a development, the Borough Council will seek an agreement with the developers in accordance with the interests of the policy. In cases where all the landscaping and replacement trees cannot be provided on site, the Borough Council will consider accepting commuted payments for the provision of landscaping and trees elsewhere.

*Implementation: CBC development control process, using planning agreements and published landscaping guidance. All developers.*

### **Policy GD6**

**The design and layout of all new development, including the positioning of underground services and any hard surface areas such as roads and car parks, and the design and layout of all landscaping schemes will normally be required to allow adequate scope for the natural growth to maturity of any trees and vegetation which are to be retained or to be planted.**

3.20 Trees contribute most to landscaping and environmental objectives for replenishing the atmosphere when they have space to grow to full maturity. Sometimes insufficient space has been left for trees, impeding their growth and occasionally causing them to become unbalanced and dangerous. It has also led to problems for buildings such as root disturbance for services or excessive over-shadowing. Utility services will be encouraged not to disturb or destroy trees or their roots when digging underground trenches and ducts.

*Implementation: CBC development control process using published landscaping guidance. All developers.*

#### **Policy GD7**

**Development, including extensions to buildings and parking and service areas will not normally be permitted on landscape areas or retained open spaces within developments unless:**

- (i) it improves the amenity of the site and its surrounding area; or**
- (ii) any detrimental impact upon the overall design and layout of the development and its landscaping is minimal or can be ameliorated by additional landscaping work; and**
- (iii) the new development and its landscaping does not result in the appearance of a cramped development or impede the continued growth of trees and vegetation to maturity.**

3.21. Landscaping schemes are designed to improve the overall character and appearance of a site. If not well designed, subsequent developments, including extensions to buildings, which encroach on landscaped areas and open spaces, can have an adverse impact on the overall design and amenity of an area.

*Implementation: CBC development control process, using published design and landscape guidance. All developers.*

#### **Services for Development**

3.22 The Borough Council as a local planning authority has agreed procedures to consult statutory undertakers when considering certain forms of development. Nothing in the agreed procedures removes the need for developers to satisfy themselves that their proposed development can be provided adequately with services. The Borough Council will liaise closely with service providers to ensure that major developments can be provided with necessary mains services for water supply, sewerage, gas, electricity and telecommunications and are accessible to the emergency services without serious disruption or inconvenience to neighbouring uses or the amenity of the locality. The Borough Council will encourage service providers to take all reasonable steps in the siting and design of equipment to minimise visual impact and obtrusiveness and to avoid causing problems and hazards for others.

3.23 The Borough Council considers that all new development should have main services, although it cannot make this a planning requirement except when alternative arrangements for servicing a development would give rise to a serious planning problem. In general, whether mains services are provided is a matter of negotiation between the developers and service providers. However, when considering proposals for developments which may place major demands upon the supply of services and which may require major works to ensure adequate provision can be made, the Borough Council will liaise closely with the service providers. This applies to the provision of emergency services as well as new infrastructure. It is important that, when permitting developments, consideration is given to the possibility of serious disruption to neighbours and amenity in providing services to the development.

*Implementation: CBC forward planning and development control processes, including liaison with service providers. Relevant developers.*



## Safety and Security

### **Policy GD8**

**All development will be required to be designed and laid-out to provide environments which prevent or deter crime, vandalism and anti-social behaviour.**

- 3.24 A safe and secure environment is an essential ingredient of a good quality of life. The design and layout of development can go a considerable way towards reducing crime, vandalism and anti-social behaviour. Planning Policy Guidance Note 1 advises local planning authorities to liaise with Police Architectural Liaison Officers. The police forces of the South East have produced "Secure by Design" Guidelines for residential and commercial development, the principles of which are often applicable to other forms of development. The Borough Council encourages these to be adopted in so far as they do not compromise operational or environmental objectives. The location and mix of development can also assist in providing a safe and secure environment, for instance locating homes and other uses near to shops can increase the opportunities for the surveillance of property and areas.

*Implementation: CBC forward planning and development control processes, including close liaison with the police. All developers.*

### **Policy GD9**

**The Borough Council will normally require all the public or communal outdoor areas of any development which are to be regularly used by the public during the hours of darkness to be provided with appropriate lighting. Such lighting should, however, avoid causing light nuisance or pollution to neighbouring areas and uses.**

- 3.25 The safety of public areas, car parks and entrances to buildings used by the public can often be enhanced by lighting, although lighting in some areas may not be necessary or appropriate e.g. public open space or in open countryside. Lighting of any open area, be it public or private, can be quite intrusive and care should be taken to minimise light pollution such as "sky glow" or nuisance from light spillage and glare onto roads and into houses.

*Implementation: CBC development control process. All developers.*

## **The Needs of the People with Disabilities and Mobility Problems**

### **Policy GD10**

**Exceptionally, where provision cannot be secured under the building regulations, the Borough Council will, when granting planning permission for developments regularly visited or used by the public, attach a condition to secure the provision of suitable access for people with disabilities or restricted personal mobility. Such developments may include:**

- (i) community, sport and entertainment facilities and other places of assembly; including provision for both participants and spectators;**
- (ii) educational establishments including associated residential accommodation;**
- (iii) institutional uses including nursing and rest homes;**
- (iv) hotels and motels;**
- (v) Shops, shop fronts, shopping precincts and parades;**
- (vi) the public reception areas of all business premises and generally all areas of any employment generating development with more than 20 staff on site;**
- (vii) public car parks, service stations, bus and railway stations;**
- (viii) public conveniences.**

**In all development, including extensions, alterations and improvements to buildings and areas, the Borough Council will seek to secure it to be designed and laid out with the needs and limited abilities of people with disabilities in mind and to avoid creating hazards for them.**

- 3.26 Although the main instrument for enforcing the requirements for meeting the needs of people with disabilities etc. remains the Building Regulations 1991, it is also a matter of planning concern. "The Chronically Sick and Disabled Persons Act, 1970 (amended 1976)", "The Disabled Persons Act, 1981", "The Town and Country Planning Act 1990", "D.o.E. Circular 10/82" and "Development Control Policy Note 16" oblige planning authorities and developers to take account of the needs of people with disabilities for access and gives authorities the power to place such requirements upon developments through the use of planning conditions. The policy does not apply to internal design as this is covered by the Building Regulations. However, it does apply to access to a building from the edge of a site or car parks and their layout. The definition of disability should not only include people with an impaired ability to walk but also those with impaired hearing or sight. Achieving good access for all to homes, jobs and facilities is a key objective for up to 15% of adults will

experience personal mobility problems at some point in their life. The gradual ageing of Crawley's population and "care in the community" programmes make it even more important to ensure that all development provides good access for all abilities. It is also important to avoid creating hazards for them, For instance the position of street furniture or jutting out building features on buildings could present problems for the blind and partially sighted. Loose surfaces, although level, may still be innegotiable by people with limited mobility.

- 3.27 Design guidance on access for people with disabilities is available from various sources including the "Access Committee for England". The Borough Council has also produced a Supplementary Planning Guidance Note on the subject. The Borough Council's Access Officer is able to advise on the design needs of the disabled. The Housing Chapter indicates specific requirements for mobility and wheelchair housing.

*Implementation: CBC development control process, including liaison with groups representing the disabled and the use of published design and planning guidance. All developers.*

## Creative Design

### **Policy GD11**

**The Borough Council will encourage development to be designed to create visually interesting, attractive and distinctive environments.**

- 3.28 The New Town development generally produced good accommodation, although in a somewhat repetitive design. There is also a pleasant environment within the neighbourhoods. However, there has been a trend throughout the country towards the use of standard designs and to reduce detailing which produces visual variety and interest. In the light of this, there is a growing appreciation that innovative design can contribute to the quality of life, sense of place and civic pride in a town and can also create greater interest in the environment. This can be achieved not simply through good architecture but also through the incorporation of artistic elements into the design and good detailing. Consequently, while a development should be appropriate to its surroundings, the Borough Council will encourage designs which provide an interesting and possibly individual, identity.

*Implementation: CBC forward planning and development control processes. All developers.*

### **Policy GD12**

**The Borough Council will promote the "Percent for Art" campaign by encouraging developers to allocate a percentage of the capital costs of any major new building, improvement or extension scheme to be used to commission works of art to be integral to the development.**

- 3.29 The Arts Council suggests that one percent of capital costs should be devoted to specific art projects in new developments. The Borough Council will encourage developers of major new development which has a significant visual impact on the town to allocate this level of resources to arts projects. It will not normally apply to individual, small scale, private developments.

*Implementation: CBC forward planning and development control processes, through published design guidance.*

## Specific Sustainability Measures

### **Policy GD13**

**The Borough Council will support proposals which explicitly aim to:**

- (i) minimise, including by location and choice of site, the consumption of non-renewable resources in both construction and use;**
- (ii) maximise the use of recycled materials and the recycling of waste products in both construction and use;**
- (iii) minimise the loss of greenery and CO<sub>2</sub> fixing vegetation;**
- (iv) maintain and improve the level of biodiversity and environmental assets within the borough;**
- (v) maintain and improve climatic conditions both on the site and on neighbouring sites.**

3.30 At international, national and regional levels, there is an increased commitment to the principle of sustainable development. Whilst all development will involve the consumption of natural resources and create some emissions, opportunities exist to reduce this and in certain areas, improve the environment. For example, the Borough Council has produced supplementary planning guidance on how buildings can be designed and located to maximise solar gain and daylight. Similarly, ill-conceived building design can have a detrimental impact upon the local climate, through wind tunnelling. Proposals which cannot demonstrate that they will have a positive environmental impact will be discouraged.

*Implementation: CBC forward planning and development control processes, W.S.C.C. as waste disposal authority. All developers.*

### **Policy GD14**

**The Borough Council will encourage the utilisation and development of renewable energy resources and will permit proposals provided that:-**

- (i) the visual impact of the development is kept to a minimum and does not have an unacceptable effect upon the character and appearance of the surrounding area;**
- (ii) any nature conservation or other interests of acknowledged importance are not adversely affected;**
- (iii) the development will not lead to any risk to safety or nuisance;**

**(iv) successive proposals will not lead to an unacceptable cumulative impact in the same locality.**

- 3.31 The increased generation and use of renewable energy resources can form an important element of sustainable development. Renewable energy is generated from the continuous energy flows that occur naturally and repeatedly in the environment, i.e. wind, sun, water or energy crops. Energy can also be generated from waste products e.g. sewage, industrial wastes or from landfill gas. The benefits of generating energy from such sources are associated with the indefinite supply of resources and a reduction in the release of CO<sub>2</sub> into the atmosphere. However, there may be an impact on the environment due to the nature and siting requirements of development associated with renewable energy resources. Planning Policy guidance Note 22 "Renewable Energy" encourages the development of renewable sources of energy by balancing its benefits with any potential detrimental effects especially on landscape designations and wildlife habitats. Many forms of renewable energy are generated at source but resources can also be brought to a central processing plant e.g. farm waste. Potential sources of renewable energy within Crawley will mainly be limited to solar power and or single wind turbines for farm or community uses, but there could also be the potential for a scheme involving short rotation coppice. A Renewable Energy Resource Report for West Sussex was published in 1996 and identified a number of forms of renewable energy for which a processing plant could be located within West Sussex.

*Implementation : CBC forward planning and development control processes, through agreement with developers.*

**Policy GD15**

**The Borough Council will seek to ensure that all major new developments likely to be regularly used or visited by the general public provide scope for the establishment of facilities for the collection and storage of commonly recycled waste materials.**

- 3.32 The Government has set targets for recycling everyday rubbish. One of the problems in achieving targets is the practicality and economy of collecting recyclable materials generated over a wide area, i.e. in individual homes, offices and factories. The Borough Council has established a network of collection points from which it is economically feasible to gather materials. As a result Crawley Borough is already recycling a high proportion of household rubbish. To continue with current success, it is desirable that the network of collection points be extended so that they are convenient to everyone and every business in the borough. To facilitate this, the developers or designers of major new development likely to be regularly used or visited by the public, be it housing or business premises, may be asked to allow space in the layout for a new collection point.

*Implementation: CBC forward planning and development control processes, through agreement with developers etc. Relevant developers.*

## Environmental Pollution and Hazards to Health and Safety

### **Policy GD16**

**Whenever proposals are made for new development in areas which suffer from:**

- (i) environmental pollution in excess of national recognised standards;**
- (ii) serious problems of fumes, dust and smells such that they greatly reduce the amenity of, or ability to use a development;**
- (iii) serious hazards to health and public safety;**

**The Borough Council will, having regard to the latest advice, require measures to reduce or eliminate the effect of pollution or hazards on the development. If satisfactory measures cannot be taken and maintained, the proposed development may not be permitted.**

3.33 Crawley is fortunate in having no seriously polluted areas or areas affected by major hazards, although a few premises store notifiable substances. Pollution is often in the form of fumes or dust which cause annoyance to the users of neighbouring property. However, the level of certain atmospheric pollutants e.g. NO<sub>2</sub> are starting to reach levels which, if exceeded, would be unacceptable. This is mainly due to general activity and traffic levels rather than any single plant or premise. If existing problems increase significantly or new serious problems arise, there may be a need to consider requiring measures to be taken to limit, reduce or eliminate the affect of a development, or even to limit new development in some areas. The situation deserves careful monitoring. A case may arise in the future for not siting certain forms of new development such as schools within the vicinity of heavily used roads. In instances where a development is proposed within the Consultation Distance of a Notifiable Installation, the Health and Safety Executive are consulted. The Department of Transport has established Public Safety Zones for Gatwick Airport and in these areas the Civil Aviation Authority will advise against permitting development which would significantly increase the number of people living, working or congregating in the area. The Borough Council will treat such advice as a material planning consideration.

*Implementation: CBC forward planning and development control processes, using advice from pollution control and monitoring agencies. All developers.*

**Policy GD17**

**The Borough Council will have regard to the latest published and finalised guidance regarding development and noise, the latest agreed predictions of aircraft noise and the latest agreed calculations of noise from other sources and will:**

- (i) require by a condition on any planning consent an adequate or commensurate level of protection from noise where residential or other similarly noise sensitive development falls within NEC - B or NEC - C zones;**
- (ii) not normally permit residential or other similarly noise sensitive development within a NEC - D zone.**

**Notwithstanding that it may be possible to install noise insulation measures for individual buildings, major noise sensitive development will not be permitted in areas subject to aircraft noise exceeding 60 dB(A) unless there are exceptionally compelling reasons.**

3.34 The Government has published new guidance on development and noise to supersede the guidance of Circular 10/74 in Planning Policy Guidance - Planning and Noise - PPG24, September 1994. It is concerned with road, railway and mixed sources of noise as well as aircraft noise and advises on the circumstances when measures to protect development against the effect of noise should be undertaken under planning powers. The Borough Council will apply vigorously the terms of this advice. Noise from roads, railways and mixed sources is normally calculated on a case by case basis. However the Department of Environment, Transport and the Regions, the Civil Aviation Authority and Airport Authorities publish both predictions for future years of aircraft noise levels in the area around Gatwick Airport and plans of the actual noise climate for years in the recent past. After examination of the assumptions which underpin the predictions, the local planning authorities normally seek to agree to use them for development control purposes in accordance with the guidance on development and noise. Annex 1 provides the latest forecast/predicted noise contours agreed for use for planning purposes by local planning authorities in the area. Appendix 1 provides for information purposes a summary of the 1994 guidance on planning and noise, and the 1991 Actual Contours .

*Implementation: CBC forward planning and development control processes.  
Relevant developers.*

**Policy GD18**

**The Borough Council will take into account the effect of high voltage electricity lines upon the amenity of development proposals within close proximity and will have regard to the latest advice and guidance on the effects upon health of the siting of sensitive development under or near high voltage electricity lines.**

- 3.35 Overhead power lines can be a very unsightly feature and can adversely affect the amenity of some forms of development if sited nearby. Generally it is appropriate to discourage development from being sited close to, and under lines. Concern has been expressed in some quarters about the possible effects upon health, especially that of young people, of electro-magnetic fields which occur under or near high voltage electricity lines (h.v.e.l's), both overhead and underground lines. To date no satisfactory correlation has been established between such fields and health. Indeed it is generally the case that electro-magnetic fields from other sources, e.g. domestic appliances normally exceed those from h.v.e.l's. At present there is no Government guidance to suggest that h.v.e.l's. present such a hazard that planning control should be exercised to prevent development in close proximity to lines. Research into the issue is continuing in several countries and it is possible that planning guidance will be put forward in the future. For these reasons the Borough Council does not propose to place any policy constraint upon development although it will encourage developers to avoid siting potentially sensitive development near to lines.

*Implementation: CBC forward planning and development control processes. All developers.*

**Policy GD19**  
**In considering development proposals the Borough Council will, where there are known or suspected to be on site contaminants and materials which are a hazard to health, require immediate measures including, if apparent, the removal or treatment of all such contaminants and materials before the development commences.**

- 3.36 The Borough Council will place a condition on any consent for development requiring the removal or treatment of the material before the permitted development commences. However, when contamination does occur it may give rise to hazards which put users of the site or others at risk. It is therefore appropriate that, when new developments are proposed, the hazards are assessed and appropriate measure taken to reduce risk.

*Implementation: CBC development control process with the use of planning conditions where appropriate. All developers.*

## **The Prevention of Pollution and Hazards**

**Policy GD20**  
**The Borough Council will not permit proposals that lead to a significant increase in the level of pollution or hazards. Where necessary for the proper consideration of a proposal, the Borough Council will require details of the environmental implications of a development. If a proposal will have a material impact upon pollution levels and hazards which cannot be controlled or eliminated by other means, it will not be permitted.**

- 3.37 Planning Policy Guidance Note 23 "Planning and Pollution Control" recognises that while non planning powers may often be a more directly applicable means of control, avoiding potentially polluting development causing problems for neighbouring areas is still a legitimate matter for planning control. It is therefore reasonable to require details of the environmental implications of a proposal if it would give rise to pollution



or other hazards e.g. noise, atmospheric pollution, water pollution, or danger of explosion.

*Implementation: CBC development control process, with early consultation with other authorities and agencies responsible for pollution control. All developers.*

#### **Policy GD21**

**When considering proposals to extend or alter premises which are an existing source of environmental pollution or hazards to health and safety, the Borough Council will, if it is appropriate, seek to ensure that any changes to the premises at least reduce pollution to nationally recommended standards.**

- 3.38 It is in everyone's interest to eliminate environmental pollution and hazards to health. This may not be possible or financially feasible where existing sources of pollution are concerned and is, in any case, normally beyond planning control. Alterations or extensions to premises may, however, provide an opportunity to consider how a situation may be improved. The Borough Council will use its powers, and urge other authorities to use their powers, to secure improvements, or at very least, to ensure that a situation is not worsened.

*Implementation: C.B.C. development control process, including early consultation with other authorities and agencies . All developers.*

#### **Policy GD22**

**The Borough Council will follow the latest available statutory guidelines regarding the requirements for full, Environmental Impact Assessments of any development. The Borough Council may, however, request details of the environmental implications of a development if it is deemed:**

- (i) appropriate, having regard to the possible impact a development may place upon the environment or infrastructure, on site or in the surrounding area; and**
- (ii) necessary to enable full and proper consideration of the proposal and whether it should receive consent.**

- 3.39 Environmental protection is a primary responsibility of the planning system. The Town and Country Planning (Assessment of Environmental Effects) Regulations 1992 specify when a planning authority may be justified in seeking an Environmental Impact Assessment of a proposed development. At present the list of mandatory and discretionary cases is limited. However legislation expects local planning authorities to take into account, when determining a planning application, all relevant factors. It therefore permits local planning authorities to request from the proposers of a development any further information it can reasonably be expected to need to determine an application. A common requirement for additional information is the ways and means and consequences of accommodating the additional traffic demands of a development. Other increasingly common requirements are for consideration of the effect of major developments upon land drainage patterns or nature conservation interests. These requirements can sometimes take the form of an environmental appraisal of a scheme.

*Implementation: CBC development control process involving close liaison with developers at an early stage. All developers.*

## **The Water Environment**

### **Policy GD23**

**The Borough Council will not normally permit new development, the intensification of existing development, or land raising in areas at risk from flooding. Whenever development in such areas is to be permitted, appropriate flood protection and mitigation measures, including the restoration of flood plains, will be required.**

- 3.40 In addition to the risk of flooding to the proposed development itself, development in such locations may increase the risk of flooding elsewhere by reducing the storage capacity of the flood plain, and/or by impeding the flow of flood water. Land raising in the flood plain (e.g. as a result of landfill) may have a similar effect.

*Implementation: CBC forward planning and development control processes, with early consultation with the Environment Agency. All developers.*

### **Policy GD24**

**The Borough Council will not normally permit development, including changes of use, which would have a detrimental impact upon the supply of surface or ground water unless ameliorating measures can be taken to the satisfaction of the Council and its advising authorities.**

- 3.41 Unpolluted surface and groundwater can be an important local resource. The Borough Council recognises the importance of good water management practices and, therefore, will liaise with the bodies concerned such as the Environment Agency, Thames Water Utilities and local water suppliers. 'Policy and Practice for the Protection of Groundwater', published by the former N.R.A. gives advice on the measures required to protect water supplies.

*Implementation: CBC forward planning and development processes, including early consultation with authorities and agencies. All developers.*

### **Policy GD25**

**The Borough Council will only permit development which can be provided with adequate arrangements for surface water run-off without:**

- (i) giving rise to an increased potential for flooding:**
- (ii) giving rise to an increased potential for the pollution of water courses and underground water,**
- (iii) adversely affecting the environment, amenity or use of neighbouring areas.**

- 3.42 New developments may result in a substantial increase in surface water run-off as permeable surfaces are replaced by impermeable surfaces such as roofs and paving. This may result in an increased risk of flooding downstream and a reduction in infiltration to groundwater. Other consequential effects include increased pollution, silt deposition damage to watercourse habitats and river channel instability. These effects can often be at some considerable distance from the new development. New developments will only be permitted where the Council, in consultation with the Environment Agency, is satisfied that suitable mitigation measures are included as an integral part of the development.

*Implementation: CBC forward planning and development processes, including early consultation with authorities and agencies. All developers.*

## **Rubbish and Despoiled Land**

### **Policy GD26**

**The Borough Council will require all development proposals, including changes of use, which are likely to be a significant source of, or contributor to, litter, to include appropriate measures aimed at reducing the amount of litter generated.**

- 3.43 Litter is a visible form of waste, which is unsightly and sometimes a health hazard and an attraction to pests. Litter generates great concern amongst local people and local authorities are required to achieve specified street cleaning standards. Any new development can give rise to litter but uses such as fast food takeaways are known to be a particular source. Measures can be taken under various pieces of legislation to ensure that litter in public areas is kept to the minimum. They range from the provision of litter bins and the use of regular patrols around known sources of litter to planning and design measures such as ensuring that the spaces between buildings do not create “litter traps” and allow for efficient cleansing practices and that there are secure waste storage facilities in areas where the public have access.

*Implementation: CBC development control process, the use of planning and other forms of agreement. All developers.*

## **Shop Fronts, Advertisements, Signs and Hoardings**

**Policy GD27**

**The Borough Council will require all proposals for shop fronts, including those with integral shop signs, canopies, blinds and shutters to:**

- (i) be of a standard of design which relates well to the building of which it forms part and complements the surrounding townscape and street scene;**
- (ii) permit safe and convenient access for all members of the community, in particular the disabled.**

**Shop front proposals which include the provision of appropriate security measures, will be permitted if they do not significantly harm the appearance of the shop front, building or street scene or, contribute indirectly to or encourage other security and safety problems.**

3.44 Shop fronts are an important element of the street scene in both the town centre and neighbourhoods. It is important that new or altered shop fronts, including all integral or additional elements, are well designed, appropriate to their situation and use good quality materials. Sometimes corporate styles for shop fronts and signs may not be appropriate or will need to be modified. The designers of shop fronts should be particularly careful to avoid creating access problems for people with disabilities and mobility problems, including people with prams. Whilst it is sensible for shop fronts to incorporate security measures, some types of shutters may not always be appropriate. The security of a shop can be enhanced if the police can see into it at night. In turn shop security and public safety can be enhanced when shop lights shine onto pedestrian areas. The design of internal shop fronts within the boundaries of enclosed shopping centres such as County Mall do not fall within planning control. The Borough Council has produced supplementary planning guidance on Shopfronts.

*Implementation: CBC development control process, using published design and planning guidance. All developers.*

**Policy GD28**

**Advertisement consent, including the alteration or replacement of integral shop signs which do not benefit from deemed consent, will be granted provided the proposal does not:**

- (i) create dangers or hazard to public safety;**
- (ii) have any detrimental impact upon the amenity of its surrounds or the building on which it is sited.**

3.45 Advertisements and signs, by their very nature, seek to attract peoples' attention. In doing so, however, they should not adversely affect the visual qualities of an area or buildings nor present safety problems such as distracting the attention of drivers. Some advertisements and signs benefit from deemed consent. In considering proposals for advertisements that do not have deemed consent, the Borough Council considers that they are normally more appropriate in town centres and other business areas, than they might be in residential areas and the countryside. In these locations advertisements and signs should be kept to the necessary minimum to indicate the

presence of a premise or use. The Borough Council has produced Supplementary Planning Guidance on Advertisements and Signs. In particular it is important to avoid glare and light spillage causing a nuisance for others. The Institute of Lighting Engineers' "Brightness of Illuminated Advertisements" provides details of appropriate luminance.

*Implementation: CBC development control process, using published design and planning guidance. All developers.*

**Policy GD29**

**In areas designated 'Areas of Special Advertisement Control', the Borough Council will apply particularly stringently the criteria of Policies GD28 and GD30, and any other criteria it is deemed appropriate to indicate for the area at the time of its designation.**

- 3.46 Where it is expedient in the interests of amenity or public safety, a local planning authority can designate "Areas of Special Advertisement Control". Areas are normally sensitive locations such as conservation areas and countryside or residential areas experiencing strong pressure for commercial development. In these areas many advertisements and signs which would normally benefit from deemed consent, require express consent. In addition local planning authorities can set special design objectives for advertisements and signs and exercise especially stringent control. Areas are designated by a special order. The Areas currently subject to control in Crawley are shown in Annex 2 to this plan. The Borough Council will monitor these areas to determine whether they need to be continued, modified or deleted, Appendix 13 indicates the proposed new boundaries for the Areas of Special Control of Advertisements.

*Implementation: CBC development control and enforcement processes. All developers.*

**Policy GD30**

**Proposals for display hoardings, pole signs and similar erections and for temporary hoardings will normally be permitted if they:**

- (i) are appropriate to the location;**
- (ii) do not adversely affect the amenity and environment of adjacent buildings and the surrounding area;**
- (iii) assist in screening a site or building it is deemed expedient to screen;**
- (iv) do not cause hazards or dangers to the public. Where expedient, proposals for display hoardings will be required to be landscaped or to be incorporated into a landscaping scheme.**

- 3.47 Some display hoardings, e.g. those around construction sites, benefit from deemed consent. Others require advertisement consent and sometimes planning permission. Some perform a useful function of screening unsightly areas. However, hoardings and pole signs may by their nature, be prominent features in the street scene and may not be appropriate for all locations. Care should be taken to ensure that

hoardings do not create new hazards and dangers, for instance, by distracting the attention of drivers or creating unsafe areas for pedestrians.

*Implementation: CBC development control process, using published design and planning guidance. All developers.*

## Illumination

### **Policy GD31**

**Proposals for the introduction or replacement of illuminated signs and advertisements and for floodlighting schemes will normally be permitted provided that:**

- (i) they are appropriate for the surrounding area and building;**
- (ii) they do not adversely affect the amenity and environment of the area either directly or indirectly;**
- (iii) they do not give rise to dangers and hazards for the public;**
- (iv) they do not give rise to light nuisance and pollution.**

3.48 The illumination of advertisements, signs, buildings and areas is an acceptable means of drawing attention to them in commercial and similar public areas. They can enliven the night environment and contribute to public safety by illuminating pedestrian areas. Their siting, scale and design can cause problems for the amenity of surrounding areas either directly or, as may be the case with some floodlighting schemes, indirectly through the interspersing of activity on a site.

*Implementation: CBC development control process, using published design and planning guidance. All developers.*

## Satellite Dishes, Antennae and Aerials

### **Policy GD32**

**Proposals for network telecommunications development, which do not benefit from deemed planning consent will be permitted provided:**

- (i) all alternative sites have been considered and the development is designed and sited to minimise the visual impact and effect upon the character and amenity of the surrounding area;**
- (ii) the number of separate dishes, antenna, aerials and masts is kept to the minimum necessary, and the sharing of facilities has been explored and is not possible due to technical or operational constraints;**

**Proposals for other forms of telecommunications development not benefiting from deemed consent will also be permitted subject to the above criteria. In addition it will be required that dishes, antenna and aerials etc, are removed as soon as practicable after their use ceases.**

3.49 Major telecommunications development is normally undertaken by network operators who are licensed under the 1984 Telecommunications Act. Telecommunications development can include a variety of forms of apparatus e.g. masts, satellite dishes, antennas and aerials. Such development is a common feature of modern society, but

as apparatus is often required to be sited in prominent locations, they can be very noticeable in a townscape and many people regard them as eyesores. Every effort should be taken to minimise their impact upon the appearance and amenity of an area by means of their siting and design. A possible reduction in their impact can be achieved by locating them on other sites, including existing buildings or structures or by companies sharing network infrastructure. Indeed, there are often a number of sites that are technically capable of accommodating telecommunications development. In other instances, companies sharing network infrastructure reduce the impact of telecommunications development. In some locations, e.g. conservation areas, it is necessary to exercise special care in siting such equipment and it may be appropriate to limit their installation. The installation of satellite dishes on dwelling houses usually falls within permitted development rights. The Borough Council has produced a Supplementary Planning Guidance Note for Satellite Dishes to provide additional advice.

*Implementation: CBC development control process, with the use of conditions and agreements and published planning guidance.*

## Storage on Site

### **Policy GD33**

**The Borough Council will permit the storage on a site of vehicles, caravans, temporary buildings and other bulky materials unconnected with the main function of the site, only if such storage does not in any respect affect or limit the operational use of the site, or give rise to any amenity problems such as intrusion into landscape areas.**

- 3.50 The use of surplus areas on some sites for various forms of storage can be a source of extra income and represent an efficient use of land assets. However the encroachment of storage into car parking and service yards can give rise to problems for the main operation and use of the premises by, for instance, displacing cars onto nearby roads. In other cases storage activities can intrude into landscaped areas affecting the amenity and appearance of sites. Consequently, before the Borough Council will permit storage activities unconnected with the main authorised use of a site, it will need to be satisfied that problems will not arise. In some cases it will seek agreements to control storage activities.

*Implementation: CBC development control process, using planning and other agreements. All developers.*



## Construction Work

### **Policy GD34**

**All development which requires construction and demolition work will be required to include adequate measures to minimise or avoid the impact of such work on the environment and amenity of neighbouring areas and disruption to the use or business of neighbouring properties. Where necessary the Borough Council will require:**

- (i) provision on site or elsewhere off the public highway and public areas for a site compound for temporary buildings, material and waste stores, parking for workers and visitors and the loading and unloading of delivery vehicles;**
- (ii) secure fencing and possibly screening of the construction site;**
- (iii) adequate arrangements for the storage, collection and disposal of vegetation and other waste generated by the works;**
- (iv) proper protection of trees, vegetation, habitats and other important features of the site which are to be retained;**
- (v) protection of public rights of way or acceptable arrangements for their diversion;**
- (vi) construction processes which do not result in the deposit of waste materials on adjacent sites;**
- (vii) any other precautions or measures deemed reasonable and necessary in the particular circumstances.**

3.51 Virtually all construction and demolition work generates noise, dust and other disturbance which can have an adverse impact upon the environment and amenity of neighbouring areas. Likewise construction and demolition work can give rise to hazards for the general public if sensible precautions are not taken. Some temporary disturbance is an inevitable consequence of most development operations. However all operations should attempt to avoid causing problems and hazards for others. Some measures may be required under other powers, for instance environmental health, health and safety and traffic management controls. The Borough Council will endeavour to ensure that proper measures are taken to minimise such problems before operations commence by use of planning powers when appropriate and will liaise with other authorities to use their powers to ensure that development creates the least inconvenience necessary.

*Implementation: CBC development control process, including close liaison with other authorities responsible for controlling development operations. All developers.*

## Phasing, Implementation and Planning Obligations

### **Policy GD35**

**Proposals for development will not be permitted unless the infrastructure or facilities directly required to service it can be made available at the appropriate time. The Borough Council will require the infrastructure to be in place before the use commences and/or will require developments to be phased in step with necessary infrastructure provision.**

- 3.52 It is essential to ensure that development does not take place faster than the provision of infrastructure which its occupiers will need, thereby placing an undesirable additional strain on existing facilities and services. One of the main reasons why Regional Guidance proposes that the pace of development in this area should be slowed and pressure for development directed elsewhere is to allow the area's infrastructure to catch-up with the considerable growth in development which took place over the last three decades. The Local Plan aims to ensure that the linkage between development and the provision of facilities, services and infrastructure is well understood and that development proceeds in step with the provision of required infrastructure. In many instances this will require developers to pay for or provide the infrastructure and facilities which are necessary to serve their development.

*Implementation: CBC forward planning and development control processes, including close liaison with the providers of infrastructure. All developers.*

### **Policy GD36**

**Proposals for development will not be permitted unless satisfactory provision is made for infrastructure and community facilities the need for which arises as a direct result of consequence of the development. Planning obligations, may be an appropriate means of securing the provision of that necessary infrastructure and community facilities on or off the development site. Examples of other circumstances where a planning obligation may be accepted, if offered, or sought include where:**

- (i) it compensates for a planning loss, where the cost of this loss cannot be met directly on site;**
- (ii) extra commercial development enables a proposal which achieves some socially desirable objective;**
- (ii) it is specifically permitted by Government guidance or legislation.**

- 3.53 It is a long established principle of good planning that a development should provide those facilities which permit it to occur and be used without detriment to other interests. In the past this has normally been applied to immediately related infrastructure requirements such as access roads, utility services, landscaping etc. Frequently major development in particular has an impact upon the requirements for other elements of public infrastructure. On occasions the provision of new infrastructure has not kept pace with the demands placed upon it by development

resulting in a strain on existing facilities, problems for other parties and unanticipated demands for increased public expenditure.

- 3.54 Planning guidance now regards as acceptable the concept that developments of a substantial nature or impact should provide the full range of new or extended facilities and infrastructure to meet their needs. Circular 1/97 expanded upon the role of planning obligations. Land owners and developers will be required to make adequate provision for improvements to infrastructure, service, social and community facilities and amenities made necessary by their development as opposed to expecting such costs to be found by public expenditure. The provision of such facilities and infrastructure can be a material consideration in determining a planning application for the development. The form of a developers contribution should be appropriate in scale and type to the extra demand generated by the proposed development.
- 3.55 It is a long-established principle of good planning that development should aim to make a positive contribution to the social, environmental and economic well-being of the community within which it is located. Planning obligations can provide a means of reconciling the aims and interests of developers with the need to safeguard the local environment or to meet the costs imposed as a result of the development. However, unacceptable development should never be permitted because of unrelated benefits offered by the developers. Where planning obligations relate to land, roads or buildings other than those covered by the planning permission, there should be a direct and reasonable relationship between the two. Examples of (i) could be the provision of sites or buildings for new schools required for a major new housing development, expansion of the capacity of a sewerage treatment works or alterations or improvements to an off-site road junction to provide satisfactory access. A planning loss occurs where a development would cause a net loss in the capacity of a category of infrastructure e.g. road congestion or overcrowding of community facilities or where the full planning requirements of the development cannot be met on-site e.g. parking or tree planting programmes. An example of (ii) could be to permit a rural listed building to be used for offices or another small-scale commercial use in order to secure its restoration and proper maintenance. An example of (iii) could be a requirement for a housing development to include a proportion of affordable housing, as permitted by the terms of PPG3.

*Implementation: CBC development control process, through securing of planning obligation agreements and other agreements and accepting appropriate contributions. All developers*

## **MONITORING**

- 3.56 The main test of the strategy adopted in this chapter and of the effectiveness of its policies, is the extent to which the objectives set in paragraph 3.5 are met. The basic theme is the achievement throughout the borough of an attractive, safe and clean environment. Most policies require monitoring through regular review of planning decisions and the implementation of proposals. There are also a number of policies that will require monitoring by other means. Notably, these include those policies which require liaison with other agencies and those which aim to reduce pollution levels. The latter will require monitoring by means such as the periodic calculation of pollution levels.