

# Crawley<sub>2030</sub>

**Crawley Borough Local Plan 2015 – 2030**  
December 2015





<b>CONTENTS:</b>		<b>PAGE NUMBER:</b>
<b>Foreword</b>		<b>4</b>
<b>1. Crawley's Local Plan</b>		<b>5</b>
o Sustainability Appraisal		8
o Infrastructure Plan		8
o Local Plan Map		9
o Duty to Cooperate		9
o Monitoring and Review		10
o Supporting Guidance Documents		11
o Key Diagram		12
<b>Crawley 2030: A Vision</b>		<b>13</b>
<b>2. Crawley 2030</b>		<b>14</b>
o Spatial Context		14
o Planning Policy Context		20
<b>3. Sustainable Development</b>		<b>23</b>
SD1 Presumption in Favour of Sustainable Development		23
<b>4. Character</b>		<b>25</b>
CH1 Neighbourhood Principle		27
CH2 Principles of Good Urban Design		28
CH3 Normal Requirements of All New Development		29
CH4 Comprehensive Development and Efficient Use of Land		31
CH5 Standards for All New Dwellings (including conversions)		31
CH6 Tree Planting and Replacement Standards		33
CH7 Structural Landscaping		34
CH8 Important Views		35
CH9 Development Outside the Built-Up Area		38
CH10 High Weald Area of Outstanding Natural Beauty		40
CH11 Rights of Way and Access to the Countryside		41
CH12 Heritage Assets		41
CH13 Conservation Areas		44
CH14 Areas of Special Local Character		45
CH15 Listed Buildings and Structures		46
CH16 Locally Listed Buildings		47
CH17 Historic Parks and Gardens		48
<b>5. Economic Growth</b>		<b>49</b>
EC1 Sustainable Economic Growth		50
EC2 Economic Growth in Main Employment Areas		54
EC3 Manor Royal		57
EC4 Employment Development and Residential Amenity		59
EC5 Primary Shopping Area		60
EC6 Development Sites within the Town Centre Boundary		62
EC7 Retail and Leisure Development outside the Primary Shopping Area		64
EC8 Neighbourhood Centres		65
EC9 Rural Economy		67
<b>6. Housing</b>		<b>68</b>
H1 Housing Provision		74
H2 Key Housing Sites		76
H3 Future Housing Mix		81
H4 Affordable and Low Cost Housing		83

<b>CONTENTS:</b>		<b>PAGE NUMBER:</b>
H5	Gypsy, Traveller and Travelling Showpeople Sites	85
H6	Houses in Multiple Occupation	87
<b>7.</b>	<b>Environment</b>	<b>89</b>
ENV1	Green Infrastructure	91
ENV2	Biodiversity	93
ENV3	Local Green Space	95
ENV4	Open Space, Sport and Recreation	96
ENV5	Provision of Open Space and Recreational Facilities	98
ENV6	Sustainable Design and Construction	98
ENV7	District Energy Networks	101
ENV8	Development and Flood Risk	103
ENV9	Tackling Water Stress	106
ENV10	Pollution Management and Land Contamination	108
ENV11	Development and Noise	109
ENV12	Air Quality	111
<b>8.</b>	<b>Infrastructure</b>	<b>113</b>
IN1	Infrastructure Provision	114
IN2	Strategic Delivery of Telecommunications Infrastructure	115
IN3	Development and Requirements for Sustainable Transport	115
IN4	Car and Cycle Parking Standards	117
IN5	The Location and Provision of New Infrastructure	118
IN6	Improving Rail Stations	118
IN7	Crossovers	119
<b>9.</b>	<b>Gatwick Airport</b>	<b>121</b>
GAT1	Development of the Airport with a Single Runway	122
GAT2	Safeguarded Land	123
GAT3	Gatwick Airport Related Parking	124
GAT4	Employment Uses at Gatwick	125
	<b>Appendix A: Sustainability Objectives</b>	<b>127</b>
	<b>Appendix B: Local Plan Objectives &amp; Planning Policy Context</b>	<b>129</b>
	<b>Appendix C: Supporting Guidance Documents</b>	<b>131</b>
	<b>Background Studies and Evidence Base Documents</b>	<b>133</b>
	<b>Glossary</b>	<b>138</b>
	Definitions	138
	Abbreviations	151
	<b>Noise Annex</b>	<b>153</b>
	<b>Housing Trajectory 1 April 2015</b>	<b>165</b>

## Foreword

Crawley 2030, our Local Plan, is an important document which sets the way forward for planning the future of our town – where we live, work and visit – for the next 15 years. The document will provide the basis for future planning decisions in Crawley.

The Crawley Borough Local Plan 2015 – 2030 follows feedback from residents, businesses and other stakeholders to the various stages of consultation and engagement throughout its production.

The Local Plan provides a clear indication of the council's approach to the development of the town, including character, economic growth, housing, environment, infrastructure and Gatwick Airport. It provides the strategic planning policies for the borough.

Councillor Peter Smith  
Cabinet Member for Planning and Economic Development  
Crawley Borough Council

## Crawley's Local Plan

- 1.1 Planning affects us all. The homes we live in, the places we work, the open spaces where we relax and the roads we travel on are all a result of planning decisions that have been made. Crawley Borough Council has now developed a new Local Plan that will help to guide development in Crawley over the 15 years from 2015 – 2030.
- 1.2 This document forms the Crawley Borough Local Plan (referred to as the “Crawley 2030”), and comprises a ‘sound’, and legally compliant, Plan<sup>1</sup>. It contains the strategic planning policies and principles to help shape the future of the town.
- 1.3 This Local Plan replaces the Core Strategy (2008) and the saved Local Plan policies (2000). It sets out the strategic priorities for Crawley and the strategic policies to deliver:
  - Homes and jobs
  - Provision of retail, leisure and other commercial development
  - Provision of infrastructure for transport, telecommunications, water supply, wastewater, flood risk management, and energy
  - Provision of health, security, community and cultural infrastructure and other local facilities
  - Climate change mitigation and adaptation
  - Conservation and enhancement of the natural and historic environment, including landscape<sup>2</sup>
  - Control of Gatwick Airport.

### Preparation of Evidence Base & Previous Stages of Consultation

- 1.4 The Crawley Borough Local Plan is based on the results of technical studies and the views of residents, businesses, statutory consultees and other interested parties gathered through previous consultation.

#### Evidence Base

- 1.5 It is essential that, to meet the requirements set by national guidance, the Local Plan is underpinned by an adequate, up-to-date and relevant evidence base<sup>3</sup> about the economic, social and environmental characteristics, needs and prospects of the area. In light of this, extensive studies have been carried out to ensure Crawley's Local Plan will reflect the locally distinctive issues, challenges, and opportunities, unique to the town. These include the following:
  - **Deliverability of the Local Plan:** Viability Assessment; Sustainability Appraisal; Infrastructure Plan.
  - **Housing Needs:** Housing Implementation Plan; Strategic Housing Market Assessment (SHMA); Locally Generated Housing Needs Assessment and Objective Assessment of Crawley's Housing and Employment Needs; Strategic Housing Land Availability Assessment (SHLAA) and Housing Trajectory; Urban Capacity Study; At Crawley Study.

---

<sup>1</sup> A ‘sound’ Plan is: Positively Prepared; Justified; Effective; and Consistent with National Policy; National Planning Policy Framework, paragraph 182 (2012) DCLG

<sup>2</sup> National Planning Policy Framework, paragraph 156 (2012) DCLG

<sup>3</sup> National Planning Policy Framework, paragraph 158 (2012) DCLG

- **Employment Land Requirements:** Economic Growth Assessment (EGA); Employment Land Review (ELR) and Employment Land Trajectory (ELT); Retail Capacity Study; Town Centre Retail Update.
  - **Constraints and Assets:** Strategic Flood Risk Assessment (SFRA); Baseline Character Assessment; ASEQs and Locally Listed Buildings Heritage Assessment; Noise; Safeguarding; Built-Up Area Boundary; Landscape Character Assessment; Historic Parks & Gardens Review; Open Space Study and Review; Green Infrastructure Plan; Transport Modelling.
- 1.6 More detail regarding the technical studies is included within the topic chapters, where appropriate, supporting the context and justification for the policies and a full list can be found at the end of this document. The evidence base studies are available alongside the Local Plan to support the implementation of the policies.

### Consultation

- 1.7 Six stages of public consultation informed the preparation of Crawley's Local Plan. Each of these sought to consider the wide range of issues and opportunities associated with the future development and potential growth of Crawley over the next 15 years. Four separate stages of consultation took place as part of the 'early engagement' to inform plan preparation, with a statutory stage of formal consultation taking place prior to the submission of the Plan for independent examination. A final, focused, stage of consultation was undertaken during the Examination to allow scrutiny of the council's proposed modifications.

### *Issues & Options:*

- 1.8 The council began the first stage of consultation for the Core Strategy Review ('Issues and Options') in May 2009. The consultation invited feedback on 13 topic papers that summarised key issues facing Crawley over the coming years. As part of the consultation, a Stakeholder Workshop was held in May 2009.
- 1.9 To reflect changes that occurred since 2009 a further six-week period of public consultation was carried out in January and February 2012. This involved events across the borough including holding an exhibition in every neighbourhood, the town centre, the main town leisure centre (K2 Crawley) and in a supermarket (Tesco), during which local residents, employees and visitors were offered the opportunity to feedback their views on a series of themed questionnaires. In addition to this, the use of social media and the local press, and the council's own website offering internet-based questionnaires, evidence base, background documents and the reissue of updated technical topic papers provided further opportunities for responses. Meetings with the business community, local interest groups and hard to reach groups were also undertaken.
- 1.10 More information regarding this stage of consultation and the feedback received is provided in the Crawley 2029 Issues and Options consultation summary document and associated Appendices.

### *Preferred Strategy:*

- 1.11 The information gathered during the two earliest stages of consultation fed into the drafting of the council's preferred strategy document, which was published for a six-week formal consultation period between October – December 2012.
- 1.12 Information relating to this stage of consultation and representations received in relation to the draft Local Plan is provided in the preferred strategy consultation summary document and associated Appendices.

*Preferred Strategy Additional Sites Consultation:*

- 1.13 An additional stage of consultation was carried out between June – July 2013, for a four-week period, that focused on new site designations and allocations which had been identified through additional evidence base studies. These were preferred strategy sites not previously subject to consultation.
- 1.14 Opportunity was also provided at this stage for new sites to be promoted by landowners and other interested parties. Sites discounted by the council were also identified for the purposes of consideration through this consultation, along with other sites for which outstanding work was required before a decision could be reached.
- 1.15 The representations received from this stage of consultation can be seen in the additional sites consultation summary document and associated Appendices.

*Publication Consultation:*

- 1.16 A six-week public consultation carried out following the Full Council decision made on the draft submission Local Plan formed the statutory, formal ‘publication’ consultation stage. This ran from September through to mid-October 2014.
- 1.17 Respondents were invited to consider whether they believed the document was legally compliant and met the tests of soundness; either for the document as a whole, or in relation to a specific topic area, policy or paragraph.

*Modifications Consultation:*

- 1.18 Following receipt of the Inspector’s Preliminary Findings (26 May 2015 and 23 June 2015) the council proposed a number of modifications to the Local Plan. A six-week formal public consultation period was held to provide interested parties the opportunity to comment on the council’s proposed modifications to the Submission Crawley Borough Local Plan (September 2014). This Modifications Consultation stage ran from the beginning of July until mid-August 2015.
- 1.19 The consultation focused solely on the new modifications proposed and did not open up comments on the Local Plan as a whole.

*Consultation Statement:*

- 1.20 Full details of the previous consultations and how these have influenced the final submission Local Plan can be seen in the Local Plan Consultation Statement. This document sets out the representations received at each of the previous early engagement consultation stages and the council’s response to these. A summary of the approach to the consultation carried out, and representations received, at the Publication and Modifications stages is provided within this document and the full details of all representations made during these final public consultation periods, and sent through to the Planning Inspector, are set out in its appendices.
- 1.21 The following timetable sets out details of the previous consultations and critical stages for the Local Plan’s preparation.

<b>Stage</b>	<b>Date</b>
Core Strategy Review Issues and Options	May 2009



Stage	Date
Issues and Options consultation	19 Jan – 1 Mar 2012
Preferred Strategy consultation	22 Oct – 3 Dec 2012
Additional Site Allocation consultation	4 June – 1 July 2013
Publication (Submission) consultation	1 September – 13 October 2014
Submission	26 November 2014
Examination in Public	March - May 2015
Modifications Consultation	1 July – 12 August 2015

### Sustainability Appraisal

- 1.22 All Local Development Documents must be prepared with a view to contributing to the achievement of sustainable development<sup>4</sup>. The requirement for a Strategic Environmental Assessment (SEA) is originally set out in European legislation<sup>5</sup> which was adopted into UK law as the “Environmental Assessment of Plans and Programmes Regulations 2004”. An SEA ensures that the environmental effects of certain plans and programmes, including land-use plans, are taken into account.
- 1.23 The aim of the Sustainability Appraisal (SA) is to ensure that the Local Plan is as sustainable as possible. The process involves examining the likely effects of the Plan and considers how they contribute to environmental, social and economic wellbeing.
- 1.24 As the SA and SEA processes are so similar they have been undertaken together and for ease of reference, both processes are referred to as the Sustainability Appraisal.
- 1.25 A final Sustainability Report to support the Local Plan has been produced. The Sustainability Objectives are set out in Appendix A of this document, along with a matrix table providing the sustainability overview of the Local Plan policies.

### Infrastructure Plan

- 1.26 Local planning authorities are expected to work with other authorities and providers to assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk management, and its ability to meet forecast demands.

<sup>4</sup> Section 39 of the Planning and Compulsory Purchase Act 2004

<sup>5</sup> European Directive 2001/42/EC

- 1.27 Crawley Borough Council has produced an Infrastructure Plan which is supported by jointly agreed position statements with the key infrastructure and service providers within Crawley to confirm capacity to meet the needs of the growth of the town anticipated through the Local Plan and highlight any mitigation required.

### Local Plan Map

- 1.28 Development allocations and protection designations related to the policies and proposals within this Local Plan and in the West Sussex Minerals and Waste Plans are illustrated on the Local Plan Map. Any changes to the allocations and designations for sites within Crawley in policies established through future examination of these Plans will result in correlating updates being carried out to the Local Plan Map.

### Duty to Cooperate

- 1.29 The Duty to Cooperate was introduced through the Localism Act<sup>6</sup>, acknowledging a need to plan for cross-boundary strategic issues, and places a requirement on planning authorities to work together on such issues.
- 1.30 The Duty applies to all local planning authorities, national park authorities and county councils in England, and to a number of other public bodies. The Duty:
- relates to development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council;
  - requires that councils set out planning policies to address such issues;
  - requires that councils and public bodies ‘engage constructively, actively and on an ongoing basis’ to develop strategic policies;
  - requires councils to consider joint approaches to plan making.
- 1.31 The NPPF provides further guidance on meeting the Duty to Co-operate in plan-making. It reaffirms the principle that local planning authorities should work collaboratively to ensure that strategic priorities across local authority boundaries are properly coordinated and clearly reflected in individual Local Plans, and indicates that joint working should enable local authorities to work together to meet development requirements which cannot be wholly met within their own areas<sup>7</sup>.
- 1.32 The strategic issues relating to the future development of Crawley over the Local Plan period have been identified as including:
- Meeting housing needs
  - Economic growth and retail offer
  - Gatwick Airport
  - Gypsy, Travellers and Travelling Showpeople
  - Key transport routes
  - Broadband
  - Low carbon economy
  - Flooding and flood risk.
- 1.33 These strategic issues are currently discussed beyond the borough’s administration in the following forms:
- Individual discussions on a one-to-one basis with neighbouring authorities: Mid Sussex District Council, Horsham District Council, Reigate and

<sup>6</sup> Section 110 of the Localism Act provides the legislative basis for the Duty by transposing it into a new Section 33a of the Planning & Compulsory Purchase Act 2004.

<sup>7</sup> National Planning Policy Framework, paragraph 179 (2012) DCLG

Banstead District Council, at an officer and member level. This has included the preparations for the adopted Joint Area Action Plan for the West of Bewbush neighbourhood adjoining Crawley boundaries, within Horsham District administrative areas.

- Meetings at a Northern West Sussex Authorities level, with Mid Sussex District Council and Horsham District Council, at officer and member level; and commissioning joint evidence base such as the Strategic Housing Market Assessment, the Employment Land Review and the Economic Growth Assessment, and developing the Joint Position Statement for Strategic Issues.
  - Participating at a Gatwick Diamond level, with the Gatwick Diamond Authorities (crossing the County authority areas of West Sussex and Surrey) and Business representatives, at an officer and member level. Jointly preparing and signing up to the Gatwick Diamond Memorandum of Understanding, Local Strategic Statement, Local Strategic Statement Delivery Plan, and Sustainability Appraisal/Strategic Environmental Assessment Statement, and links into the Coast to Capital Local Enterprise Partnership.
  - Considering County-wide issues, through meeting with West Sussex Authorities (and beyond – including meetings with Brighton and Hove and Lewes to the south) at officer and member levels.
  - Involvement on a river basin management level as part of the Upper Mole flood group, alongside similarly affected authorities and the Environment Agency.
  - Meeting as Gatwick Airport Joint Local Authorities to share the current and future implications of Gatwick Airport operations.
- 1.34 Effective cooperation with neighbouring authorities is critical for Crawley because of its primary economic role in the sub-region and the wider economic and environmental implications relating to Gatwick Airport. Equally, cooperation is essential as, due to its compact size, tight borough boundary around the urban area, significant physical constraints such as flooding and Area of Outstanding Natural Beauty, and restrictions due to airport noise and safeguarding, Crawley cannot meet the housing and employment needs of its growing population within its own boundaries in full.
- 1.35 More detail on the Duty to Cooperate, the outcomes of joint working, and its influence on the Crawley Local Plan is set out in the Duty to Cooperate Statement which supports the Local Plan.

### Monitoring & Review

- 1.36 The Local Plan period covers 15 years between the adoption year of 2015 and 2030. It is considered to be flexible and appropriate for ensuring delivery of sustainable development and economic growth throughout a range of economic and social cycles. However, the Local Plan will be subject to continual monitoring to ensure the policies remain relevant and effective. The Crawley Borough Local Plan Monitoring and Implementation Framework sets out in detail how the objectives and policies of the Local Plan will be monitored and the actions that will be taken if monitoring indicates that they are not being implemented.
- 1.37 This Local Plan has been prepared on the basis of supporting the growth of Gatwick Airport to a throughput of 45 million passengers per annum within its current configuration of a single runway and two terminals. Land to the south of the airport, which may be required for airport development in the future is also safeguarded against incompatible development until the government has

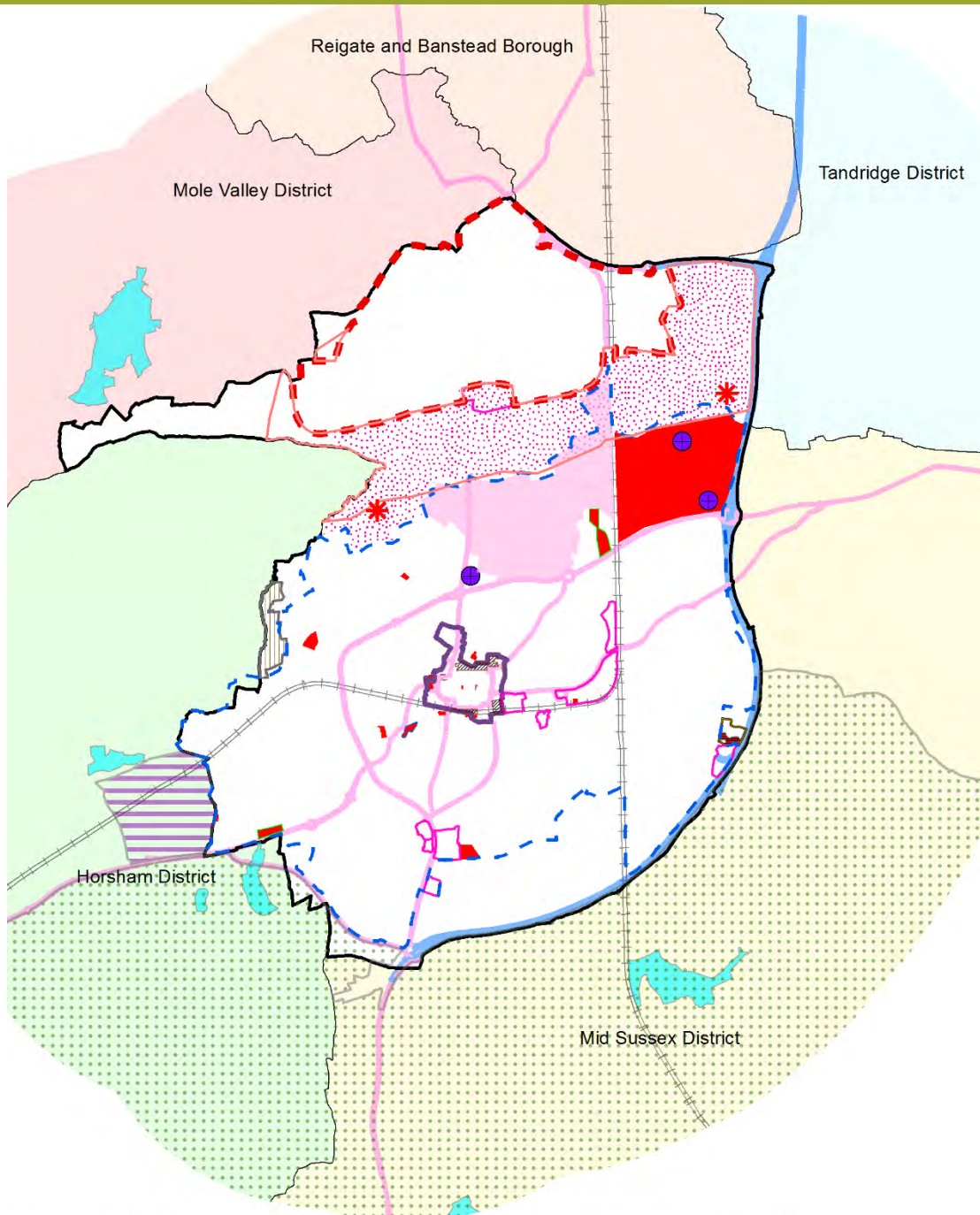
established any relevant policies and proposals in relation to additional airport capacity in the UK.

- 1.38 A government decision on the location of new runway capacity will have a significant impact on planning for the future of Crawley, wherever in the country the new runway capacity is to be located. It is anticipated that the decision will result in one of the following scenarios for Gatwick Airport:
- a second runway to be provided at Gatwick, with clarity on the new airport boundary and potential lifting of safeguarding for any remaining land outside the expanded airport;
  - no second runway at Gatwick and safeguarding is lifted; or
  - no second runway but continuation of the requirement for safeguarding.
- 1.39 For each of these anticipated runway scenarios there are implications on the amount of land available to meet all the development needs arising within the borough over the Plan period. Therefore, in all of these instances, some review and assessment of the Crawley Local Plan will be necessary.
- 1.40 The opportunities for releasing further development land are greatest with the scenario for no second runway and lifting of safeguarding. In particular there could be opportunities for employment land and some further extensions to the northern residential areas of the town, whilst remaining outside of unacceptable noise contours associated with a single runway. These are identified as areas of search on the Key Diagram.
- 1.41 Further opportunities for employment development may be considered even with a second runway, once the full extent of its layout and infrastructure and supporting development needs are known. However, further residential development to the north would be restricted due to unacceptable noise impacts.
- 1.42 Should a second runway at this stage be ruled out, but safeguarding of land retained for any further consideration of airport expansion at some point in the longer term, some land just outside the safeguarded area could be released for minor expansions to the town to the north. However, as it is preferable to bring these forward in a more comprehensive manner should safeguarding be lifted, these sites have not been allocated at this time.

### Supporting Guidance Documents

- 1.43 Policies within the Local Plan refer to guidance relating to a range of topics that sit outside of the Plan. This guidance includes standards, benchmarking tools, principles or local and national policies. These have been listed in Appendix C to this Local Plan.
- 1.44 Over the Plan period it is anticipated that some of this guidance will be revised, replaced or deleted. When guidance:
- has been revised, the new version of the guidance should be used;
  - is replaced or new standards introduced, the new guidance or standard that is most similar to or, where justified by local circumstances, exceeds the existing requirements should be used;
  - is deleted and not replaced, the requirements of the deleted guidance should still be utilised unless it is seen by the council as no longer being relevant.
- 1.45 The council will provide up to date information on its website ([www.crawley.gov.uk](http://www.crawley.gov.uk)) to inform applicants of any changes to the policy requirements and which guidance should be used.

## Key Diagram



- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>— Crawley Borough Boundary</li> <li>□ Local Authority Administrative Boundary</li> <li>■ Key Housing Sites (Policy H2)</li> <li>■ Housing and Open Space (Policy H2)</li> <li>■ Indicative Key Housing Site (Policy H2)</li> <li>■ Biodiversity and Heritage Enhancements (Policy H2)</li> <li>■ Housing for Older People (Policy H2)</li> <li>— A Road</li> <li>— Motorway</li> <li>— Railway</li> <li>■ Sites of Special Scientific Interest</li> <li>■ Local Green Space (Policy ENV3)</li> <li>■ Built-Up Area Boundary (Policy CH9 &amp; EC9)</li> </ul> | <ul style="list-style-type: none"> <li>■ High Weald Area of Outstanding Natural Beauty (Policy CH10)</li> <li>■ Main Employment Area (Policy EC2)</li> <li>■ Manor Royal (Policy EC2, EC3)</li> <li>■ Town Centre Boundary (Policy EC2, EC5, EC6, EC7, H2)</li> <li>■ Gatwick Airport Boundary (Policy EC2, GAT1, GAT3, &amp; GAT4)</li> <li>■ Gatwick Safeguarded Land (Policy GAT2)</li> <li>■ Area of Search for Future Employment Land (Policy EC1)</li> <li>■ Area of Search - Future Housing (H1)</li> <li>● Broad Housing Locations (Policy H2)</li> <li>■ Development Sites within the Town Centre Boundary (Policy EC6)</li> <li>■ Key Opportunity Sites within Town Centre Boundary (Policy EC6, H2)</li> <li>■ Kilnwood Vale (Joint Area Action Plan)</li> </ul> |
|--|---|

## Crawley 2030: A Vision

Crawley will be a modern, vibrant town that stands proud of its achievements and uses its strengths to reach its potential. Its strong and diverse communities, neighbourhood structure, sustainable economic growth and excellent connections within and beyond the region will make it a place that people enjoy and want to live, work and visit.

### ***Crawley the place:***

As a progressive town, Crawley will strive to be distinctive from other towns in West Sussex. It will be the premier town between London and the South Coast providing jobs, learning and development opportunities and a leisure and cultural offer that draws visitors from across the South East. As a town within a countryside setting that is very much valued by local people it will be safe and well cared for. The rich heritage which has shaped what the town is today will be respected, protected and enhanced. All people who live here will be proud, confident and self-reliant, working together and with others for the good of the town.

### ***Living in Crawley:***

By 2030, about 5,000 new homes will have been built to support the needs of the growing population. A mix of new homes will be designed for residents in all stages of life. These will be built in locations which respect the town's unique development and design principles and preserve the most valued of the town's environmental features.

Local communities will be directly involved in planning how the town grows and develops in order to achieve the best outcome for all concerned; particularly where difficult choices have to be made.

Neighbourhoods will continue to feature in the development of the town, recognising the important role they play in helping shape and develop communities.

### ***Working in Crawley:***

Crawley will continue to be an economic leader meeting the needs of significant employers who are important to the overall prosperity of the region. A business environment that supports and encourages new and established businesses to grow and flourish will be developed.

Redeveloping and revitalising the Town Centre and further regeneration of the Manor Royal Business District will make Crawley the place to do business in the South East. Gatwick Airport will continue to support the economic growth of the town.

Additional jobs will have been created for people living in and around the Crawley area across a diverse range of sectors. Access to jobs will be supported by learning and development opportunities giving people a real choice about the work they can and want to do.

### ***Experiencing Crawley:***

By 2030, Crawley will be a place that people want to visit, to have fun and spend their leisure time. Crawley's parklands and open spaces, its sporting, and leisure facilities along with its cultural offer will be enhanced, for the benefit of local people and visitors.

The revitalised Town Centre will be the heart of the town, providing a central point for local people and others from across the region to enjoy social activities, shopping, culture and entertainment both during the day and at night. It will have a welcoming and attractive family friendly environment.

Neighbourhoods will continue to offer local facilities alongside amenities that can be easily accessed along with informal green spaces for all to enjoy. The spirit and pride of individual communities will continue to be harnessed to make neighbourhoods the focus of local celebration.

### ***Growing Crawley:***

Growth will be sustainable and supported by an infrastructure plan that complements development enabling people to live a long and happy life.

#### ***Enabling people***

Crawley will continue to improve the quality of life for its residents throughout every stage in their life. Excellent early years' provision will support children's development, which will be further assisted by the provision of good primary, secondary, further and higher education. Education, for both young and old, should unlock potential, giving people a real choice about what they do in their working life. People will be encouraged to stay physically and mentally fit and active, high standards of health care will be delivered locally and people will be able to age with confidence as they grow older.

#### ***Growing the town***

By 2030 significant progress will have been made towards Crawley becoming a carbon neutral town. A strong road network will be complemented by a good public transport system, giving people choice about how they travel. Allowances for parking spaces will be fully considered in any new development. As a modern town, the technological and communication infrastructure will be in place to ensure residents and businesses have the support needed to develop and grow. Conserving natural resources to support future growth will be vital to the longevity of the town.

## Crawley 2030

*Crawley will be a modern, vibrant town that stands proud of its achievements and uses its strengths to reach its potential. Its strong and diverse communities, neighbourhood structure, sustainable economic growth and excellent connections within and beyond the region will make it a place that people enjoy and want to live, work and visit.*

- 2.1 Crawley stands unique alongside other towns in the sub-region. Located between London and the south coast, it is a progressive and modern New Town that benefits from a historic past. It is an urban town which benefits from a countryside setting and network of green spaces. This mix of the old and new, built and natural has blended over the years to shape Crawley's distinct sense of place, and created a desirable offer for residents and businesses.

### Spatial Context

- 2.2 Crawley is situated in the north eastern part of the county of West Sussex. Horsham district abuts the town on the western side, Mid Sussex district is to the south and east whilst the county of Surrey lies to the north of the borough beyond Gatwick Airport.
- 2.3 Crawley borough covers 4,497 hectares. Its administrative boundaries are drawn tightly around the town itself, with very little land falling outside of the built up area. This is particularly the case to the west of the urban area, although this location offers some of Crawley's greatest connections, visual and physical, with the open countryside beyond. The M23 motorway forms the borough boundary to the east. To the south, beyond the dual carriageway, lies an Area of Outstanding Natural Beauty. Gatwick Airport is located within the borough to the north of the town – the land between the town and the airport is heavily constrained by noise and safeguarded for, potentially, the future development of the airport.
- 2.4 Migration patterns for Crawley show a strong relationship with neighbouring areas of Mid Sussex, Horsham and Reigate and Banstead, as well as areas further south such as Arun, Worthing, and Brighton and Hove<sup>8</sup>. Similarly, commuting patterns<sup>9</sup> provide some indication of the role Crawley plays across this wider area in providing employment for significant numbers of people; including those from Brighton and Hove, Chichester and Eastbourne to the south, and from residents located within the Surrey authorities to the north – in particular, Reigate and Banstead and Croydon.

#### **Gatwick Diamond**

- 2.5 Reflecting Crawley's inter-relationship with its neighbours, links have been formed, both at a local authority and a business level, across an identified functional sub-region known as the Gatwick Diamond. Crawley is one of 7 Local Authority areas forming the Gatwick Diamond (along with Epsom and Ewell, Horsham, Mid Sussex, Mole Valley, Reigate & Banstead and Tandridge), which crosses the Surrey and West Sussex County boundary. Whilst this is an area that does not have any official boundaries, the Diamond extends over a range

<sup>8</sup> ONS Migration Statistics Unit 2009/NLP analysis: Locally Generated Housing Needs Assessment, page 15 (2011) NLP

<sup>9</sup> 2001 Census/NLP analysis: Locally Generated Housing Needs Assessment, page 24 (2011) NLP

of towns and villages, set in attractive countryside, stretching from the southern edge of London to the northern boundaries of Brighton and Hove, and forming the central element of the Coast to Capital Local Enterprise Partnership (LEP) area. The LEP's Strategic Economic Plan identifies the "Heart of the Gatwick Diamond", including Crawley, Manor Royal and the north of Horsham allocations, as one of its spatial priorities for growth.

## Coast to Capital Area Local Partnerships

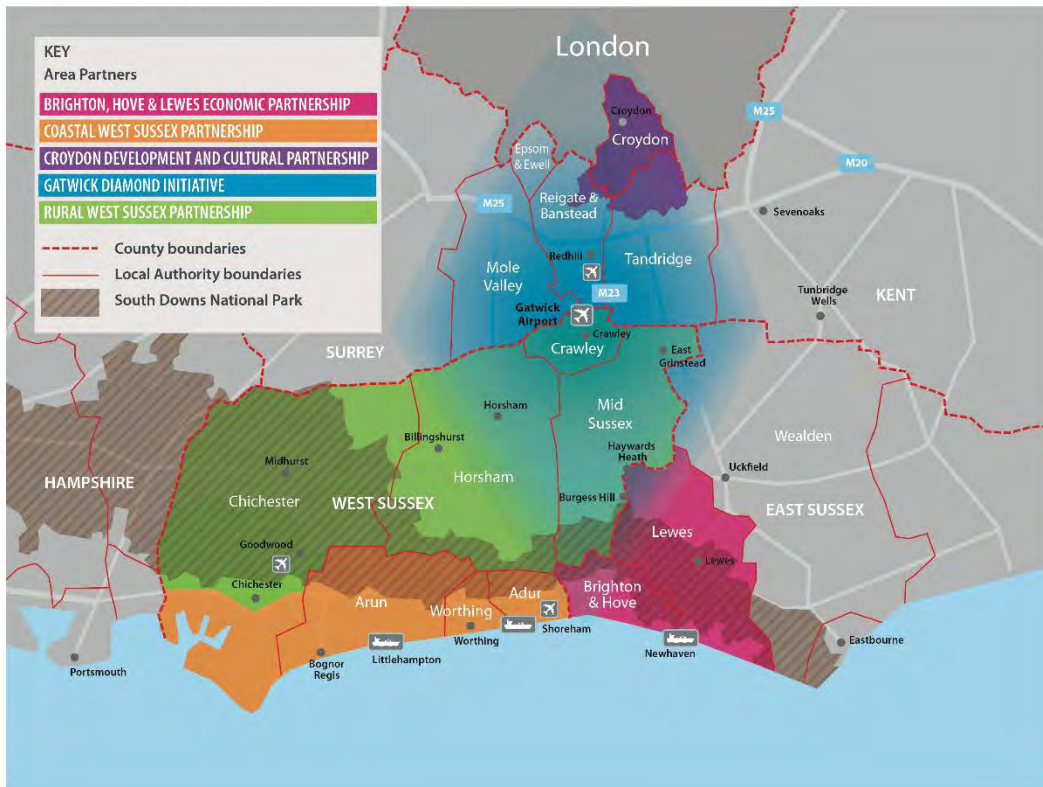


Fig 1: Crawley in the Context of the Gatwick Diamond Sub-Regional Functional Area & Coast to Capital Local Enterprise Partnership Area<sup>10</sup>

- 2.6 Much of Crawley's development opportunities and pressures are determined by its role within the Diamond and the wider economic sub-region. With Gatwick Airport as the economic core, the borough offers the focus for large businesses, travel and retail provision. It is supported in this role by the neighbouring districts within the wider area; each of which provide complementary offers in terms of housing, employment and leisure.
- 2.7 This wider sub-regional role for Crawley offers both opportunities and challenges, and the Local Plan ensures that Crawley's strategic responsibilities will be supported, whilst recognising the physical constraints that mean the town's anticipated housing and employment needs cannot solely be met within its own administrative boundaries, particularly given the current safeguarding parameters and the uncertainty over growth at the airport.

### ***A New Town in a countryside setting***

- 2.8 Crawley was designated a New Town in 1947 and incorporated the settlements of Crawley, Ifield and Three Bridges. As a planned New Town, each neighbourhood was laid out according to twentieth century quality of life and sustainable development principles. Crawley has subsequently grown beyond

<sup>10</sup> Coast to Capital Strategic Economic Plan (2014) Coast to Capital Local Enterprise Partnership



the original masterplan and many elements of the original New Town now form an important part of the town's history.

- 2.9 The management of change is necessary so as not to unduly restrict growth whilst retaining the valued features of the town. This will be achieved through the assessment of the character of the borough, the protection and enhancement of important and positive assets, improvements to areas with significant negative features and the delivery of high quality development that takes full account of its context.
- 2.10 The masterplan phased the development of the town through the addition of complete neighbourhoods, each with good access to its own centre offering a mix of uses to serve local needs. The relatively small size of each neighbourhood was intended to help build up the new communities, achieve closer integration and provide greater accessibility to the neighbourhood centres. In 2030, the principle of the neighbourhoods will remain a characteristic of the town, and neighbourhood centres will continue to play an important role as a focal point for community facilities and local shopping.
- 2.11 The Local Plan also ensures the protection of other valued features of the natural and built environment, both within and around the town. New development will provide high quality environments and will be of a high standard of design and sustainable construction. The character of the countryside surrounding the town will be protected through the Local Plan by policies which set out the considerations for the land beyond the built-up area boundary.

### **A working town**

- 2.12 Crawley is the largest economic centre in the northern West Sussex sub-region<sup>11</sup>, and also the largest economic area of the Gatwick Diamond representing a significant proportion of its total commercial floorspace and employment. Employment levels are high in Crawley with total employment in the town being around 94,000<sup>12</sup>, of which approximately 30,000<sup>13</sup> are net in-commuters. 70% of working age people who live in Crawley, also work in Crawley. While Crawley boasts average salaries that are among the highest of the Gatwick Diamond, many residents are employed in low skilled industries; only 11% of working age residents in Crawley work in managerial and professional occupations; and on average people who travel into Crawley for work earn more than local people<sup>14</sup>. Around 25% of the working residents have no qualifications, and many firms are concerned about skill shortages. Unemployment in Crawley has been historically low ranging from 1.4% rising to highs of around 3.5% during the 2009-2010 recessionary phase of the economic cycle. However, this is higher than surrounding areas, and low levels of available staff (as indicated by low levels of unemployment in Crawley and surrounding areas) can create tight labour market conditions.
- 2.13 Manor Royal is one of the largest business parks in the south east covering a total of 240 hectares and is home to more than 500 businesses and 30,000 jobs – which accounts for 40% of Crawley's total employment. It provides 77% of Crawley's employment land; 19% of employment land in West Sussex; and

---

<sup>11</sup> i.e. that covering Crawley Borough, Horsham and Mid Sussex Districts

<sup>12</sup> number of workforce jobs in the borough in 2013, Crawley Baseline Economic Context, Northern West Sussex Economic Growth Assessment, paragraph 3.4 (2013) NLP

<sup>13</sup> net inflow of labour from residents outside of the borough, Crawley Baseline Economic Context, Northern West Sussex Economic Growth Assessment, paragraph 3.3 (2013) NLP

<sup>14</sup> Crawley Baseline Economic Context, Northern West Sussex Economic Growth Assessment, paragraph 3.10 (2013) NLP

22% of employment land in the Gatwick Diamond. Since its official naming in 1950, Manor Royal has evolved and diversified its employment offer from its traditional manufacturing base of 60 years ago. Its notable size, scale and varied business base combined with a number of available development sites represent opportunities for intensifying the use of existing land in support of Crawley's economic development.

- 2.14 The Town Centre is a key component of Crawley's economic role in the sub-region, and therefore plays a critical part in the Local Plan's development strategy. It is the most sustainable location for major retail, office and leisure related developments consistent with typical town centre uses attracting large numbers of people, and for a mix of uses including housing. New retail, leisure, commercial and residential developments within the wider town centre will ensure that its viability and vitality is enhanced, to improve the town centre's range and quality of services and strengthen its local and sub-regional role, particularly as it comes under increasing pressure from competing centres (including out of centre retailing), which are continually improving and changing.
- 2.15 The economy of Crawley is buoyed by the presence of Gatwick Airport. 75% of Crawley's employment (by employment numbers) is in distribution, hotels, transport, communications, banking and finance of which Gatwick Airport accounts for approximately 25,000 jobs directly. Crawley is the main place of residence for airport employees with 26.9% of the workforce living in Crawley.
- 2.16 Reflecting this critical role for both Crawley and beyond, the Local Plan seeks to ensure economic growth is achieved through the consolidation and enhancement of the existing employment areas.

#### ***Meeting housing needs***

- 2.17 Crawley's development as a New Town, in addition to the influence of Gatwick Airport, has significant implications for the future of the town in terms of population growth; and the need to accommodate development remains a key challenge for Crawley. By 2030, to meet the needs of its growing population, the town would need a further 10,125<sup>15</sup> new homes. Accommodating even some of this need involves difficult decisions and invariably places pressure on some of the key features that define Crawley's character.
- 2.18 Crawley's population profile is very different to most neighbouring areas and this places its own special demands upon the local economy and local services. The population reached 106,600 in 2011 (an increase of about 22% since 1991). Crawley has a greater proportion of younger people (between the ages of 25 and 34) and a lower percentage of elderly, compared with the rest of the South East; with about two-thirds of Crawley's population less than 45 years of age. The fact that Crawley has such a high number of working age population means there is no need for the population to grow further to enable economic growth. However, future demographic change particularly as the younger population have families will intensify demands upon the need for housing, along with social, community, leisure, educational and retail facilities. This is in clear contrast with the demographic challenges faced by many neighbouring districts.
- 2.19 In line with national guidance, sufficient market and affordable housing should be provided to meet the needs of existing and future households across the housing market area as well as to provide an appropriate amount to sustain the local economy. However, this must be reconciled with the other priorities in the

---

<sup>15</sup> 675 dwellings per annum x 15years (Objective Assessment of Crawley's Housing and Economic Needs (Chilmark Consulting, 2015) multiplied over the 15 year Plan period)

Local Plan, particularly those with regards to protection and enhancement of the built and natural environment, and meeting the objectives for future economic growth. The confined boundaries of the borough and the scarcity of land without physical and policy constraints makes the need to balance and plan for any growth particularly challenging.

- 2.20 Crawley's identified land supply allows for approximately 50% of its objectively assessed housing needs to be met through new housing developments within the borough boundaries. Half of this is to be delivered through a new neighbourhood on the north eastern edge of the borough (Forge Wood) whilst the remainder will come forward on a number of smaller sites within existing neighbourhoods and the town centre.
- 2.21 The identification of housing sites has required consideration of all competing land use needs including open space and employment to ensure an appropriate balance has been struck in delivering sustainable development. As a new town with a large stock of modern and generally well maintained housing, precedence for maintaining this standard has been set. All new housing and surroundings should be suitable in terms of size, design and facilities for the requirements of its occupants and should not lead to environmental and amenity problems.
- 2.22 The scale of unmet need of approximately 5,000 dwellings over the Plan period is fully acknowledged and has been discussed with neighbouring authorities in a constructive and effective manner, including across the Gatwick Diamond and Coastal West Sussex.
- 2.23 Crawley's housing market functions within a wider geographic area – identified as the Northern West Sussex Housing Market Area, which is predominantly within the local authority administrative areas of Crawley Borough, Horsham and Mid Sussex Districts; extending northwards into the administrative area of Reigate and Banstead Borough to a lesser degree. Taken as a whole, the towns within the Northern West Sussex Housing Market Area provide a complementary role, offering housing opportunities for the local population and workforce for each stage and socio-economic position within lifecycles, and providing housing for employees working at Gatwick Airport and Manor Royal. This highlights a critical inter-dependence and reliance between areas with regard to housing and economic growth.
- 2.24 It is recognised by the authorities across the Northern West Sussex Housing Market Area that Crawley has sought to fully maximise its capacity for housing development within the borough boundaries in order to meet its own housing needs<sup>16</sup>. Similarly, each authority within the area considers it is doing the maximum reasonable to meet the objectively assessed housing needs of the area as a whole, taking into account local constraints, local aspirations and the need for sustainable development<sup>17</sup>. Further acknowledgement is provided within the emerging Development Plans for Horsham, Mid Sussex and Reigate and Banstead: with recognition that their housing provision figures will contribute to meeting the wider needs of the Northern West Sussex Housing

---

<sup>16</sup> Northern West Sussex Authorities Position Statement, paragraph 6.13 (September 2013), Crawley Borough Council, Horsham District Council and Mid Sussex District Council

<sup>17</sup> Northern West Sussex Authorities Position Statement, paragraph 6.21 (February 2015), Crawley Borough Council, Horsham District Council and Mid Sussex District Council

Market Area<sup>18</sup> and supporting the delivery of economic growth within the Gatwick Diamond<sup>19</sup>.

- 2.25 Delivery of homes in new neighbourhoods in close proximity to Crawley is an appropriate way to meet the needs of the emerging households from within the existing population, and joint working has been long established in recognition of this. This has included the Joint Area Action Plan prepared and adopted by Crawley Borough and Horsham District Councils in 2009 for West of Bewbush which is seeing the current delivery of the new Kilnwood Vale neighbourhood, immediately adjacent to Crawley's boundary whilst being located wholly within Horsham District. The identification of a Strategic Development Location to the West and North West of Crawley for 2,500 homes was set out in the West Sussex Structure Plan. Kilnwood Vale was subsequently determined as the most appropriate location to take forward following detailed assessments of the opportunities and constraints for providing a new neighbourhood and development potential around all of Crawley's boundaries<sup>20</sup>.
- 2.26 In addition to Kilnwood Vale, the new neighbourhood within Crawley's administrative boundaries (Forge Wood) and the new neighbourhood level extensions to Horley (within Reigate and Banstead administrative boundaries) are being progressed. Other potential urban extensions to Crawley may include extensions to the east and/or west of the borough boundary. All opportunities are being explored to understand whether these would constitute the most sustainable housing development locations in the context of the wider housing market area and travel to work area and whether the existing infrastructure, and environmental constraints can be resolved.

### ***Environmental sustainability***

- 2.27 Crawley borough has some unique characteristics and opportunities that enable the delivery of a clear approach to mitigation against, and adapting for a changing climate, whilst positively embracing the town's ambitious target of being carbon neutral by 2050. This uniqueness arises from the density of the urban area, the level of anticipated development and the clearly identifiable opportunity areas such as the Manor Royal business district, the town centre redevelopment areas and Gatwick Airport. Furthermore, the borough is identified as an area of high radiant energy and subject to serious water stress.
- 2.28 As a result of this, there are several areas where the planning system can build upon nationally described standards to ensure that the borough's potential to adapt and mitigate against the effects of climate change is maximised. These are fundamental to the priority objectives for Crawley to 2030 and to the most significant elements of the town's locally distinctive context.
- 2.29 The priority areas are:
1. Ensuring new and existing buildings are low carbon
  2. Bringing forward district energy networks
  3. Combating serious water stress

### ***Accessible transportation links***

- 2.30 Crawley has excellent communications, lying adjacent to the M23, close to the M25 and is on the main railway line linking London to the south coast. Gatwick Airport is located within the borough. The town itself is served by a rapid guided bus service: Fastway, and a network of green corridors, providing attractive

---

<sup>18</sup> Reigate and Banstead Core Strategy, paragraph 7.4.1 – 7.4.4 (2013) Reigate and Banstead Borough Council

<sup>19</sup> Horsham District Planning Framework, paragraph 6.3 (2015) Horsham District Council

<sup>20</sup> At Crawley Study (2009) GL Hearn

pedestrian and cycle routes through the neighbourhoods and into the town centre and out into the countryside. The National Cycle Route 21, from Greenwich to Eastbourne and forming part of the “Avenue Verte” Greenway, linking London to Paris, also runs through the borough.

- 2.31 All new development will be planned to maximise links in the transport network and opportunities for sustainable transport.

## Planning Policy Context

### **National Planning Policy Framework**

2.32 The National Planning Policy Framework (NPPF) sets the planning policies for England and confirms that the purpose of the planning system is to contribute to the achievement of sustainable development.

2.33 Twelve core planning principles are identified in the NPPF to underpin both plan-making and decision-taking; confirming that planning should:

- be genuinely plan-led;
- creatively find ways to enhance and improve places;
- proactively drive and support sustainable economic development;
- always seek high quality design;
- take account of different roles and character of different areas;
- support the transition to a low carbon future in a changing climate;
- conserve and enhance the natural environment;
- encourage the effective use of brownfield land;
- promote mixed use development and the multiple benefits of uses of land;
- conserve heritage assets in a manner appropriate to their significance;
- focus significant development in locations which are or can be made sustainable;
- take account of and support local strategies to improve health, social and cultural well being for all.

### **Gatwick Diamond Local Strategic Statement**

2.34 The Gatwick Diamond Local Strategic Statement (LSS) has been prepared and endorsed by 5 of the Districts, and both of the County Councils, building on the joint working over recent years. The LSS looks to help define the way in which the area should develop over the next 15 to 20 years. It does not seek to impose top-down targets or pre-empt detailed decisions on the location or scale of new development. Rather it looks to build on an understanding of local needs and aspirations, enhancing cross-boundary co-operation, providing a framework which assists local communities in their decision making on planning and economic issues and supporting emerging plans and local development frameworks.

2.35 The Statement is structured around eight central themes:

- *A flourishing and competitive knowledge based economy with high levels of entrepreneurship, providing sustainable employment and operating in an environment which enables the diamond to be recognised, nationally and internationally, as one of the top locations for businesses*
- *Strong, growing and aspirational communities with the skills to access the job opportunities available in the Diamond*
- *Towns and villages which retain their individual character whilst responding to the demographic and economic needs for new housing and providing a sustainable environment for local communities to live and work in*
- *Regeneration of areas which need change and improvement to meet modern expectations*

- *A sustainable transport system which gives good access to Gatwick Airport, the main centres of employment and the larger town centres*
- *Access to superfast broadband throughout the Diamond*
- *An attractive rural environment which complements the towns and villages and which is readily accessible to those who live and work in the larger towns*
- *An overarching determination that development is sustainable and that the carbon footprint of the Diamond is reduced.*

### **Corporate Plan**

2.36 Crawley's current Corporate Plan, sets the five-year priorities for the council over the period 2010 – 2015. The Plan identifies four themes, within which are 10 priorities for the council:

#### *Prosperity*

1. To encourage sustainable local economic growth and employment with a focus on enhancing the potential of our principle business centres – Gatwick Airport, Manor Royal and the town centre. We will also seek out opportunities for drawing new elements into our economy to broaden the contribution to, and potential for, Crawley's future prosperity. These actions will be supported by efforts to raise the aspirations and skills of local people and nurture an enterprise culture.
2. To identify additional financial resources and to improve the delivery of our capital investment in Crawley. This will include reducing the likelihood of flooding; completing the 'decent homes' works to improve the quality of the council's own housing and delivering a new museum that celebrates our heritage.

#### *Community*

3. To create a confident and self-reliant community capable of championing neighbourhood issues that embrace pride of place. To build trust and respect throughout our increasingly diverse community, and to develop a clearer sense of local identity.
4. To reduce crime, disorder and anti-social behaviour and to build greater public confidence in our ability to deliver this reduction with our partners.
5. To work with partners to improve the health and well-being of our community in a way that focuses on reducing health inequalities and recognises the needs of the increasingly elderly population.
6. To maintain the high quality leisure, cultural and sport facilities and activities that enhance residents' quality of life.

#### *Environment*

7. To enhance the quality of the built and natural environment and meet Crawley's housing needs and aspirations.
8. To protect and enhance our environment by reducing the council's and the town's carbon footprint. Key actions will include minimising waste and improving recycling rates and keeping the streets, parks and other public open spaces clean and attractive.

#### *Value for money*

9. To deliver high quality services at the lowest possible cost to our residents.
10. To deliver a budget strategy that directs financial resources to priorities, balances the revenue budget with no reliance on reserves, frees up investment income for capital investment and minimises the burden on the council taxpayer.

### **Crawley Economic Plan**

2.37 Crawley's Economic Plan (2011-16): "In Support of Prosperity" has been adopted by the council, setting out the council's vision, role and purpose to support the local economy. It is intended to be a short-term plan, focused on the next few years, with a range of priority areas and activities which the council has a role in delivering.

2.38 The Economic Plan confirms the pro-business, pro-activity and pro-jobs approach of the council, and sets the following priorities:

1. Maximise the performance of the town's existing core commercial areas:
  - (a) Revitalise the town centre
  - (b) Enhance Manor Royal Business District
  - (c) Support the development of a sustainable Gatwick
2. Encourage new business and local supply chain opportunities.
3. Contribute to the development of skilled and enterprising people and businesses
4. Support housing supply and sustainable transport improvements
5. Develop an economy noted for its environmental excellence.

### **Neighbourhood Plans**

2.39 Currently there are no neighbourhood plans within the borough, but the council is working closely with neighbourhood forums and other groups, and is offering support if any wish to bring forward a neighbourhood plan.

### **Carbon Neutral Commitment**

2.40 The Crawley Carbon and Waste Reduction Strategy (adopted 2012) aims to make Crawley carbon neutral and zero waste by 2050, by focusing on the council:

- being a role model for sustainability within its own buildings and in its service delivery; and
- working in partnership to help residents and other organisations to limit their own carbon emissions and waste.

2.41 The key strategic objectives and aims which are related to the planning system and the priorities and policies in the Local Plan are as follows:

- Low carbon, decentralised energy network for the town:
  - work in partnership with energy service companies, property owners and other partners with the aim of delivering combined heat and power schemes where possible.
- Promote sustainable housing and transport within Crawley:
  - Investigate opportunities, in partnership with West Sussex County Council;
  - Set an example with our own social housing stock;
  - Significantly increase the number of residents cycling.

## Sustainable Development

### Presumption in Favour of Sustainable Development

3.1 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development<sup>21</sup>, and sets out the planning system's role in supporting the three dimensions of sustainable development:

- **An economic role:** contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- **A social role:** supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- **An environmental role:** contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

#### Policy SD1: Presumption in Favour of Sustainable Development

In line with the planned approach to Crawley as a new town, and the spatial patterns relating to the neighbourhood principles, when considering development proposals the council will take a positive approach to approving development which is sustainable.

The council will work proactively in partnership with applicants, stakeholders and other partners to jointly find solutions which mean that development can be approved wherever possible, whilst securing development that improves the economic, social and environmental conditions of Crawley and the wider Gatwick Diamond sub region.

Development will be supported where it meets the following strategic objectives:

1. Progress towards Crawley's commitment to being carbon neutral by 2050 and adapts to climate change;
2. Complements Crawley's character as a compact town within a countryside setting, developed on a neighbourhood principle and maximises the use of sustainable travel;
3. Respects the heritage of the borough;
4. Protects, enhances and creates opportunities for Crawley's unique Green Infrastructure;
5. Provides a safe and secure environment for its residents and visitors;
6. Provides for the social and economic needs of Crawley's current and future population; and

<sup>21</sup> National Planning Policy Framework, paragraph 6 (2012) DCLG



7. Accords with the policies and objectives set out in this Plan unless material considerations indicate otherwise.

**Reasoned Justification:**

- 3.2 *Taken as a whole, the principles and policies set out in this Local Plan for Crawley will deliver the sustainable development of the town and will guide development proposals to meet the long-term vision as well as maximising short-term benefits. All plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that guide how the presumption should be applied locally.*
- 3.3 *This must be achieved having regard to the limited availability of developable land in Crawley, which is a result of the borough's tight administrative borough boundary and the requirement to safeguard a significant amount of land within the north of the borough for a possible second runway. This means that the Local Plan must strike a considered balance between conflicting demands to meet Crawley's significant housing, employment, and open space needs in a sustainable manner. To ensure this is the case, Policy SD1 provides the overarching principles on meeting the presumption in favour of sustainable development.*
- 3.4 *In accordance with the NPPF, the presumption in favour of sustainable development applies unless specific policies indicate development should be restricted. Those sites with strongest weight against development will include land designated as Local Green Space, Area of Outstanding Natural Beauty, designated heritage assets (including Listed Buildings, Conservation Areas and Scheduled Ancient Monuments), locations at risk of flooding<sup>22</sup> and areas of Ancient Woodland<sup>23</sup>. Other constraints which have been locally assessed within Crawley include areas subject to unacceptable levels of noise, particularly from aircraft; historic parks and gardens; Sites of Nature Conservation Importance; and open space which has not been identified as surplus to open space requirements. Development within these locations will be considered carefully against the reasons for their designation and will only be approved if mitigation measures can adequately reduce the negative impacts of development.*
- 3.5 *To ensure development is truly sustainable and supports the needs of economic growth within such a constrained and tightly drawn urban borough, it is essential for Crawley to be considered in its wider geographical context, including its housing market and travel to work areas, rather than restricted to its administrative boundaries, and for continued cooperative working to ensure the most appropriate balance is struck. As part of this commitment, the review of the Gatwick Diamond Local Strategic Statement to understand the emerging future needs of London and the Coastal Sussex areas, will ensure development within Crawley contributes to the wider priorities of the area and helps to deliver the necessary sustainable economic growth.*

---

<sup>22</sup> National Planning Policy Framework, paragraph 14 and footnote 9 (2012) DCLG

<sup>23</sup> National Planning Policy Framework, paragraph 118, bullet point 6 (2012) DCLG

## Character

*As a progressive town, Crawley will strive to be distinctive from other towns in West Sussex. It will be the premier town between London and the South Coast providing jobs, learning and development opportunities and a leisure and cultural offer that draws visitors from across the South East. As a town within a countryside setting that is very much valued by local people it will be safe and well cared for. The rich heritage which has shaped what the town is today will be respected, protected and enhanced. All people who live here will be proud, confident and self-reliant, working together and with others for the good of the town.*

*Neighbourhoods will continue to feature in the development of the town, recognising the important role they play in helping shape and develop communities.*

- 4.1 Crawley is known chiefly as a New Town, but has in fact, existed as a settlement for centuries, growing up around the original villages of Crawley, Ifield, and Three Bridges. Being awarded New Town status in 1947 accelerated the town's expansion; and the town has subsequently been planned and developed on a neighbourhood-by-neighbourhood basis, supported by economic growth at Manor Royal, Gatwick Airport and in the town centre. The New Towns Act provided that when a new town was judged to be substantially complete, its development corporation would be wound up. In Crawley, this stage was reached in 1962 although four additional neighbourhoods have been added since then and two more are under construction.
- 4.2 The neighbourhoods are a key feature of Crawley's character; with each of the town's 13 neighbourhoods having been designed to ensure sufficient facilities and services are in place to support the day-to-day needs of residents. The neighbourhood principle is still relevant today, and two new neighbourhoods have planning permission and are being built at Kilnwood Vale to the west of Crawley, and in the area known as Forge Wood (North East Sector).
- 4.3 The green landscaping in and around the built environment is also a key part of Crawley's New Town character; as is the setting of the town, with a clear distinction between the urban area and countryside providing a sense of place for residents and visitors and ensuring accessible countryside remains within easy reach by foot.
- 4.4 Many historic elements of the original built environment have been retained as the town has grown, leading it to be included in the joint English Heritage, West and East Sussex County Councils' Extensive Urban Survey project (EUS). These elements blend with the original New Town architecture and more modern design to contribute to Crawley's unique character.

### Chapter Content

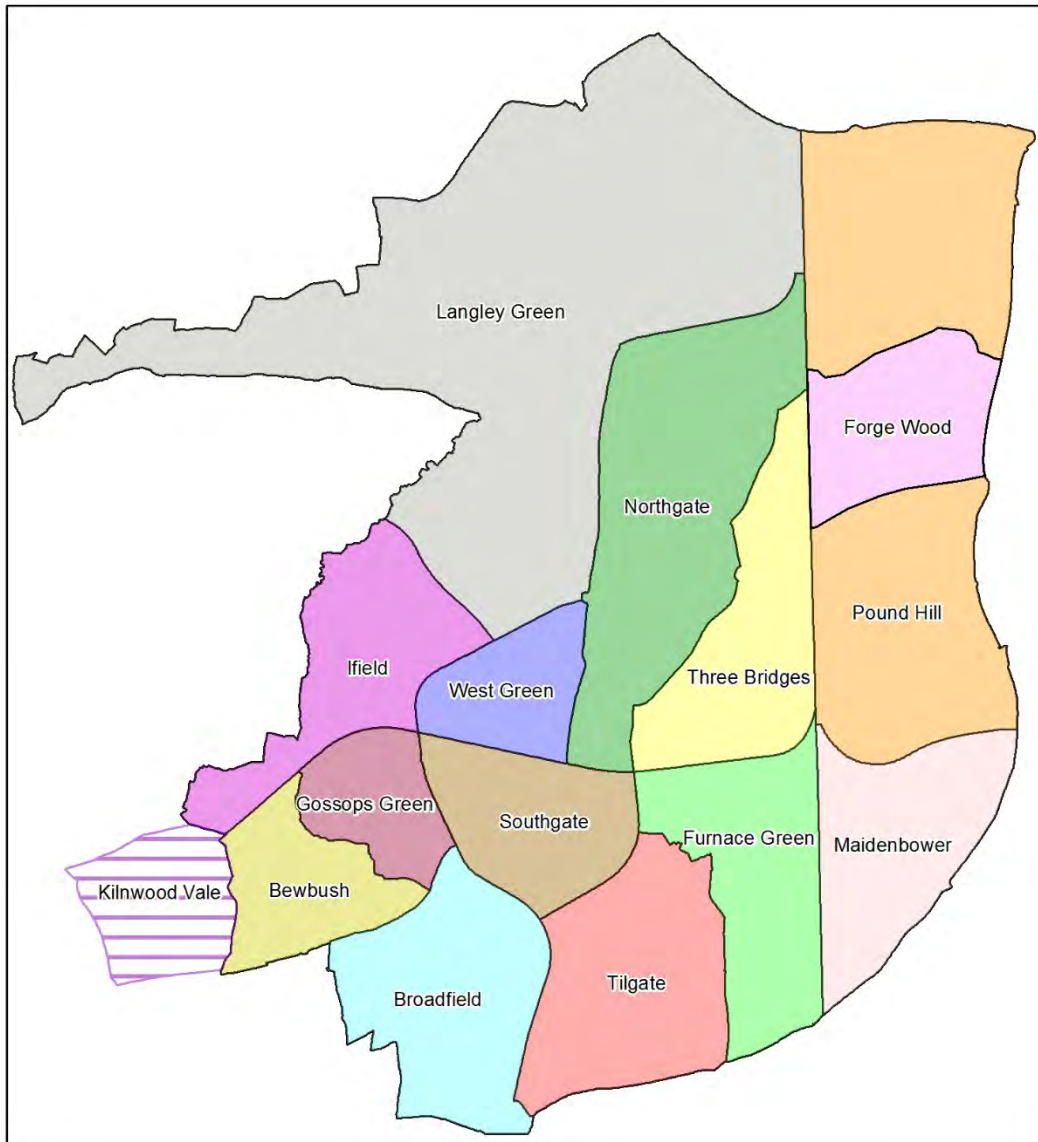
- 4.5 This chapter sets out policies to guide the relationship between development proposals and key elements of Crawley's character.
- 4.6 It covers design criteria expected for all new development, general planning policy considerations for development outside the built up area boundary and heritage policies.

## The Key Issues

- 4.7 Crawley is a growing town set within a tight administrative boundary, and this presents challenges, not least in terms of finding appropriate sites for the new development and infrastructure that is needed to support the town in the future. With significant development needed over the next 15 years, it is essential that the locally distinctive features that contribute so much to the town's sense of place are recognised, protected and, where possible, enhanced as appropriate. The policies in this chapter consider the following issues:

### Neighbourhoods

- 4.8 The neighbourhoods are a key feature of the planning and development of Crawley and represent a sustainable form of development. The principles contained in the original Crawley masterplan which underpinned the layout of each successive neighbourhood continue to reflect government guidance, particularly with regard to meeting local needs by focusing shops, schools and other community services and facilities in locations accessible by sustainable transport in the heart of each neighbourhood.



**Fig 2: Crawley's Neighbourhoods**

## Design

4.9 Design continues to be an important consideration. The government, through the NPPF, has said that confidence in development has been eroded by the too frequent experience of mediocrity and that standards of design can be so much higher. One of the core NPPF planning principles is that the planning system should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important therefore to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Consideration should also be given to the key role of structural landscaping and strategic views in order to maintain or improve the character of Crawley.

## Countryside

4.10 Crawley's countryside is an extremely valuable leisure, amenity and environmental asset for the community, which should be conserved and enhanced in a positive way. This must be integrated with the need to achieve the Plan's wider vision and objectives to support sustainable development within the countryside.

## Heritage

4.11 As a New Town, much of Crawley's built environment has been constructed over the last 60 years, and many residents particularly value those heritage assets that predate this period. This is reflected in the areas and buildings that are currently afforded protection as Conservation Areas or Listed Buildings. There is, however, increasing recognition of the value of some of the "New Town" buildings that have been built since 1947. Many of these assets are locally distinctive and, therefore, it is of importance to have a clear approach for enhancing and protecting them.

## Local Plan Policies

### **Neighbourhood Principle**

4.12 Crawley was designated a New Town in 1947 and incorporated the settlements of Crawley, Ifield and Three Bridges. Minoprio's masterplan phased the development of the town through the addition of complete neighbourhoods, each with good access to its own centre offering local shops, services and community facilities. The relatively small size of each neighbourhood was intended to help build the new communities, achieve closer integration and provide greater accessibility to the neighbourhood centres.

### **Policy CH1: Neighbourhood Principle**

The neighbourhood principle will be protected and enhanced by:

- a) maintaining the neighbourhood structure of the town with a clear pattern of land uses and arrangement of open spaces and landscape features. Development within the neighbourhoods should mainly be residential, in-keeping with the existing neighbourhood. Mixed use and higher density development may be compatible with the existing structure of the neighbourhood, particularly if it is situated in sustainable locations such as their neighbourhood centres; and

- b) ensuring the neighbourhood centres remain the focal point for the local community, providing facilities that meet their day-to-day needs within walking distance; and
- c) encouraging development unless it would result in local facilities and services which help meet the day-to-day needs of residents being lost.

### **Reasoned Justification**

4.13 *The NPPF places a particular onus on the promotion of healthy and inclusive communities. Attention is drawn to the role that planning can play in bringing people together, promoting sustainable development, and taking an integrated approach to the location of housing, economic uses, and community services and facilities. The neighbourhood principle continues to represent the most sustainable approach to meeting these objectives.*

4.14 *Therefore, the role of the neighbourhood centres will be protected and enhanced. Uses which meet the day-to-day needs of residents and generate local trips, including shops, community uses, small employment premises and schools, will continue to be focused in locations which are most accessible by foot, cycling and/or public transport. The proximity and mix of uses and the ease of accessibility also contributes to the character of the centres by creating a focus of activity.*

### **Urban Design Principles**

4.15 Successful places share a number of characteristics based upon key urban design principles. The borough council will use these principles as part of its consideration of a wide range of development proposals whether the schemes are strategic, creating new streets and spaces, or smaller but affecting an existing place, for example by providing natural surveillance over an unsupervised path. New development can influence whether successful places are created, retained or enhanced.

## **Policy CH2: Principles of Good Urban Design**

To assist in the creation, retention or enhancement of successful places in Crawley, development proposals will be required to:

- a) respond to and reinforce locally distinctive patterns of development and landscape character and protect and/or enhance heritage assets;
- b) create continuous frontages onto streets and spaces enclosed by development which clearly defines private and public areas;
- c) create public spaces and routes that are attractive, safe, uncluttered and which work effectively for all in society, including disabled and elderly people;
- d) make places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport networks;
- e) provide recognisable routes, intersections and landmarks to help people find their way around;
- f) consider flexible development forms that can respond to changing social, technological and economic conditions; and
- g) provide diversity and choice through a mix of compatible developments and uses that work together to create viable places that respond to local needs.

Applications must include information that demonstrates that these principles would be achieved, or not compromised, through the proposed development.

### **Reasoned Justification**

- 4.16 *High quality design is a key contributor to the delivery of sustainable development. In 2010, the borough council completed a broad character assessment of the town to help define its sense of place and this should be considered to inform the design of development proposals.*
- 4.17 *The assessment identified broad character areas and positive features that should be protected and enhanced, including the green setting of the town and the quality of particular buildings and views. The assessment used key urban design principles to assess the quality of areas drawn from the DETR publication “By Design – Urban Design and the Planning System”. One of the objectives of “By Design” is to remind all those involved in the development process about what is required to create successful places.*

### **The Normal Requirements of All New Development**

- 4.18 An attractive and well-planned environment can contribute to well-being and attract inward investment to the borough. New developments should therefore be of a high quality to protect and enhance the distinctive character of the town and create successful new streets and spaces. In determining whether a development proposal is of a high standard of design, there should be careful consideration of how the scheme would look, how it would work in practice and whether it is built to last, for example in terms of the choice of materials.

#### **Policy CH3: Normal Requirements of All New Development**

All proposals for development in Crawley will be required to:

- a) Be based on a thorough understanding of the significance and distinctiveness of the site and its immediate and wider context and demonstrate how attractive or important features which make a positive contribution to the area would be integrated, protected and enhanced. These features include: views, landmarks, footpaths, rights of way, trees, green spaces, hedges, other historic landscape features or nature conservation assets, walls and buildings;
- b) Be of high quality in terms of their urban, landscape and architectural design and relate sympathetically to their surroundings in terms of scale, density, height, massing, orientation, views, landscape, layout, details and materials. Proposals must be supported by a future management and maintenance plan for all shared hard and soft landscaping, semi public or semi private areas to ensure these areas become well-established. Contributions towards streetscene improvements, public art and CCTV will be sought in accordance with council guidance;
- c) Provide or retain a good standard of amenity for all existing and future occupants of land and buildings, including compliance with internal standards for new dwellings as set out in Policy CH5, and not cause unreasonable harm to the amenity of the surrounding area by way of overlooking, dominance or overshadowing, traffic generation and general activity, for example noise, smells and/or vibration;
- d) Retain existing individual or groups of trees that contribute positively to the area and allow sufficient space for trees to reach maturity. Sufficient space should also be provided in private gardens that would not be overshadowed by tree canopies; and proposals should ensure that rooms within buildings would receive adequate daylight. Where a development is proposed or where trees would be lost to development, tree planting should accord with the standards set out in Policy CH6;

- e) Demonstrate how “Secure by Design” principles and guidance set out in “Secured by Design” design guide (as amended) have been incorporated into development proposals to reduce crime, the fear of crime, anti-social behaviour and disorder. For all development, the potential impact on community safety must be carefully considered at the earliest opportunity to ensure that measures are integrated into proposals without compromising other objectives;
- f) Meet the requirements necessary for their safe and proper use, in particular with regard to access, circulation and manoeuvring, vehicle and cycle parking, loading and unloading, and the storage and collection of waste/recycling; and
- g) In respect of residential schemes, demonstrate how the Building for Life 12 criteria (as amended) for the evaluation of the design quality of residential proposals have been taken into account and would be delivered through the scheme.

Development proposals should comply with any relevant supplementary planning guidance produced by the council including residential extensions, Conservation Area Appraisals, the Manor Royal SPD, and advice on signs and advertisements. Further information on specific requirements for development can be found in the Local List of Planning Requirements.

### **Reasoned Justification**

- 4.19 *The council places particular importance on the need for all developments, whether on sites with designated features or not, to be of high quality and to protect and enhance the distinctive character and important cultural heritage of the town. Existing assets and their settings should be preserved and where possible enhanced.*
- 4.20 *Many of the decisions that influence design quality are taken at early feasibility stage. ‘Building for Life 12’ (2012) has been developed by CABE at the Design Council, Design for Homes and the Home Builders Federation as a tool to evaluate housing proposals. Building for Life uses 12 criteria, grouped into three categories – ‘Integrating into the neighbourhood’, ‘Creating a place’ and ‘Street and home’, to assist in the design process by highlighting where good practice can be applied. To raise standards, the council will also encourage the use of design reviews, where appropriate, undertaken by The South East Regional Design Panel or another suitable body. The council will continue to prepare supplementary planning documents and encourage pre-application discussions.*
- 4.21 *Community safety is an important issue in the borough and in determining whether a place is an attractive location in which to live, work or to visit. The fear or perception of crime and anti-social behaviour is also socially damaging and detrimental to the local economy. The design, location, use or change of use and operation of a wide range of proposals can make a significant contribution to community safety. The application of Secured by Design has been proven to achieve a significant reduction of crime risk by combining minimum standards of physical security and well-tested principles of natural surveillance and defensible space.*
- 4.22 *The Policy also seeks to ensure that development schemes identify and take account of existing landscape assets that are a positive element for the character of the town, and that landscape proposals are not dealt with as an afterthought but are progressed as an integral part of the design of the scheme. All new proposals should be mindful of the long-term future management and maintenance requirements for the development scheme and address*

*responsibilities for this as part of any planning application. To ensure high quality public realm across the borough, irrespective of the intended management responsibility, all sites should meet standards set by the Local Authority for the purposes of their adoption as part of its amenity maintenance role. Local Authority standards will be provided to support development schemes and the preparation of management and maintenance plans.*

- 4.23 *This Policy will also ensure that retained trees that make a contribution to the streetscene are not at risk of being removed because they significantly reduce the usability of new gardens for residents or because new buildings are placed in close proximity. Tree losses through development that are accepted by the local planning authority should be mitigated by new planting.*
- 4.24 *Public art can highlight what is special or locally distinctive about an area and create cultural assets that help in the creation of interesting streets and spaces. These can add to the enjoyment of an area or help people to navigate the locality. Attractive streets and spaces can encourage other forms of investment and patronage by customers.*
- 4.25 *New development will be used in particular centres to achieve environmental and regeneration objectives. All development, including new or altered shop fronts and advertisements, should be of a high quality design standard and reinforce the impact of improvement initiatives.*
- 4.26 *Crawley Borough Council's Local List of Planning Requirements is available from the council's Development Control team, and on the council's website: [www.crawley.gov.uk](http://www.crawley.gov.uk). It sets out the local validation requirements for planning applications and gives specific guidance for each application type.*

### **Comprehensive Development**

- 4.27 It is important that land that is suitable for development is used efficiently, particularly given the limited extent of the borough and the constraints on development which affect many areas of the town.

#### **Policy CH4: Comprehensive Development and Efficient Use of Land**

Development proposals must use land efficiently and not unduly restrict the development potential of adjoining land, nor prejudice the proper planning and phasing of development over a wider area.

#### **Reasoned Justification**

- 4.28 *A comprehensive approach can be more efficient and reduce the impact of development, ensuring that land that has a reasonable prospect of being developed is not prejudiced or restricted.*

#### **Standards for New Housing Development**

- 4.29 Crawley has a reputation for providing good quality housing. This contributes to residents' quality of life and also to the character and identity of the town. Inadequate dwellings make it difficult for residents to undertake their day-to-day living activities or adapt their homes to address changes in circumstance and can cause problems for neighbours through disturbance or a lack of privacy.
- 4.30 Internal and external space standards have been successfully applied to new housing developments in the borough over the last twenty years. Nationally Described Space Standards were introduced in October 2015 and these are set out in the Policy.



## Policy CH5: Standards for All New Dwellings (including conversions)

All new dwellings must create a safe, comfortable and sustainable living environment, capable of adapting to the changing needs of residents through the application of Building Regulations Part M Category 2 – accessible and adaptable dwellings.

The minimum size for each dwelling should be based on the Nationally Described Space Standards, as specified below (October 2015 or as subsequently updated).

**Table 1: Minimum floorspace standards for all new dwellings (GIA sqm)**

Number of Bedrooms	Occupancy	1 Storey	2 Storey	3 Storey	Built-in Storage
<b>Studio (a)</b>	1 person	37			1.0
<b>Studio (b)</b>	1 person	39			1.0
<b>1 bedroom</b>	2 person	50	58		1.5
<b>2 bedroom</b>	3 person	61	70		2.0
<b>2 bedroom</b>	4 person	70	79		2.0
<b>3 bedroom</b>	4 person	74	84	90	2.5
<b>3 bedroom</b>	5 person	86	93	99	2.5
<b>4 bedroom</b>	5 person	90	97	103	3.0
<b>3 bedroom</b>	6 person	95	102	108	2.5
<b>4 bedroom</b>	6 person	99	106	112	3.0
<b>5 bedroom</b>	6 person	103	110	116	3.5
<b>4 bedroom</b>	7 person	108	115	121	3.0
<b>5 bedroom</b>	7 person	112	119	125	3.5
<b>6 bedroom</b>	7 person	116	123	129	4.0
<b>4 bedroom</b>	8 person	117	124	130	3.0
<b>5 bedroom</b>	8 person	121	128	134	3.5
<b>6 bedroom</b>	8 person	125	132	138	4.0

1 person (a): with shower room

1 person (b): with bathroom

Notes:

- The dwelling provides at least the gross internal floor area and built-in storage area set out in Table 1 above.
- A dwelling with two or more bedspaces has at least one double (or twin) bedroom.
- In order to provide one bedspace, a single bedroom has a floor area of at least 7.5sqm. and is at least 2.15m wide.
- In order to provide two bedspaces, a double (or twin bedroom) has a floor area of at least 11.5sqm.
- One double (or twin bedroom) is at least 2.75m wide and every other double (or twin) bedroom is at least 2.55m wide.
- Any area with a headroom of less than 1.5m is not counted within the Gross Internal Area unless used solely for storage (if the area under the stairs is to be used for storage, assume a general floor area of 1sqm. within the Gross Internal Area).

New dwellings should have a minimum floor to ceiling height of the main living space of 2.3m for at least 75% of the Gross Internal Area. In exceptional circumstances, this may not be appropriate given the local design context.

Residential developments should be designed to include amenity space standards adequate to meet basic privacy, amenity and usability requirements; suitable for the likely level of occupancy. SPG4 (to be superseded by the forthcoming Urban Design SPD) provides further advice on provision of appropriate external space.

### **Reasoned Justification**

- 4.31 *Individuals need sufficient private space to undertake the normal functions of living together including recreational activities. The internal space standards are based on the designed level of occupancy as the number of occupants will fluctuate over the life of the dwelling. The starting point for the space standards is the need for rooms to be able to accommodate a basic set of furniture,*

*fittings, activity and circulation space appropriate to the function of each room. The intention is to impede the development of and cumulative effects of unsuitable homes. Designers will be able to respond to market demands in terms of how the space is used or whether higher standards are required for commercial reasons, for example to accommodate en-suite bathrooms.*

- 4.32 *The minimum size for each dwelling is net space including the area enclosed by unfinished faces of walls of dwellings including space taken by stairs, general storage space, partitions, chimney breasts, flues etc. but excluding garages, dustbin, fuel and bicycle stores, balconies, porches and lobbies open to the air, areas within any room with ceilings less than 1.5 metres high and any area intended to function as an access way.*
- 4.33 *Minimum ceiling heights are important to ensure sufficient space and light in new dwellings, as incorporated in the emerging space standards. However, there may be exceptional sites where this may not be appropriate in design terms, for example in Conservation Areas characterised by smaller building heights or adjacent to a Listed Building.*
- 4.34 *Sufficient external space is also required to protect the amenities of neighbours and to enable private gardens to contribute positively to the character and appearance of the area. Further guidance is provided by SPG4, which will be superseded by the forthcoming Urban Design Supplementary Planning Document.*

**Tree Planting and Replacement Standards**

- 4.35 Trees make an important contribution to the character and appearance of the borough and are beneficial in other ways including supporting biodiversity. Development should retain individual specimens or groups of trees that make a positive contribution to visual amenity. Additional tree planting will also be required to mitigate the visual impact of the intensification of buildings, hard surfacing parking and boundary treatments.

**Policy CH6: Tree Planting and Replacement Standards**

Landscape proposals for residential development should contribute to the character and appearance of the town by including at least one new tree for each new dwelling, of an appropriate species and planted in an appropriate location.

Where development proposals would result in the loss of trees, applicants must identify which trees are to be removed and replaced in order to mitigate for the visual impact resulting from the loss of the tree canopies. Proposals must demonstrate that the number of replacements accords with the following requirements:

Trunk diameter of each tree (measured in cms at 1.5m above ground level) to be removed:	No. of replacement trees required:
Less than 19.9	1
20 – 29.9	2
30 – 39.9	3
40 – 49.9	4
50 – 59.9	5
60 – 69.9	6
70 – 79.9	7
80+	8

The girth of replacement trees will vary depending on species and location but should balance the need to reduce the likelihood of new tree stock failing to survive whilst providing visual amenity from the outset.

The additional and replacement tree planting requirements would normally be expected to be met within the development site. Where the local planning authority agrees that this is not feasible or desirable, commuted sums will be sought in lieu on a per tree basis, taking account of constraints to planting. The approach would enable the green character and appearance of the borough to be maintained through tree planting on appropriate and available land.

The Manor Royal Design Guide SPD sets out tree planting requirements for sites in Manor Royal.

### **Reasoned Justification**

- 4.36 *Trees make urban areas pleasant places in which to live and work and improve quality of life. The government is looking to highlight the main barriers and drivers to both planting new trees and retaining existing ones in urban areas. Trees are an important part of the character and infrastructure of the borough and the Local Plan seeks to secure more trees of better quality and longevity, particularly within the urban area. All of the tree cover within the borough is considered an urban forest, irrespective of the use of the land on which the trees are growing.*
- 4.37 *When planting a tree, the existing sewerage and water supply infrastructure should be taken into account, as well as the choice of appropriate tree species for the ground conditions and environment.*
- 4.38 *A significant loss is incurred even when a new tree is planted to replace an older one that has been felled. Depending on the species, it takes between 15 and 40 years for a tree to grow a sufficiently large canopy to deliver meaningful aesthetic, air pollution removal, rainwater management and other benefits. In terms of biodiversity, the older the tree the richer the wildlife that it supports. To ensure that adequate compensation is delivered the diameter measurement is used as a basis for the number of replacement trees that would achieve a similar canopy cover. The policy ensures that the green character and appearance of the borough is maintained.*
- 4.39 *The cost of off-site planting by the borough council, in lieu of provision on-site, will be based on the cost of a sixteen to eighteen centimetre girth tree measured at 1.5m off the ground, planting, sundries and watering over a five year period to ensure that the tree becomes established. Where tree planting will occur within a hard paved area, the additional cost of construction for a tree pit must be funded.*

### **Structural Landscaping**

- 4.40 *Crawley's green appearance is derived from historic landscape features combined with more recent additions attributable to the New Town masterplan and subsequent development. These features include large parks, open spaces, woods and woodland corridors, the cumulative impact of individual trees, wide verges, lakes and water courses, remnant moats, and former estate gardens that provide a distinctive and characterful quality to the town. Structural landscaping can be attractive in its own right or form a backcloth. Areas of soft landscape can also form part of the structure of the borough or act as a visual buffer, perhaps shielding unattractive areas from view or softening the impact of*

major roads. Development proposals should identify and protect existing assets and exploit opportunities that will enhance the landscape quality of the area.

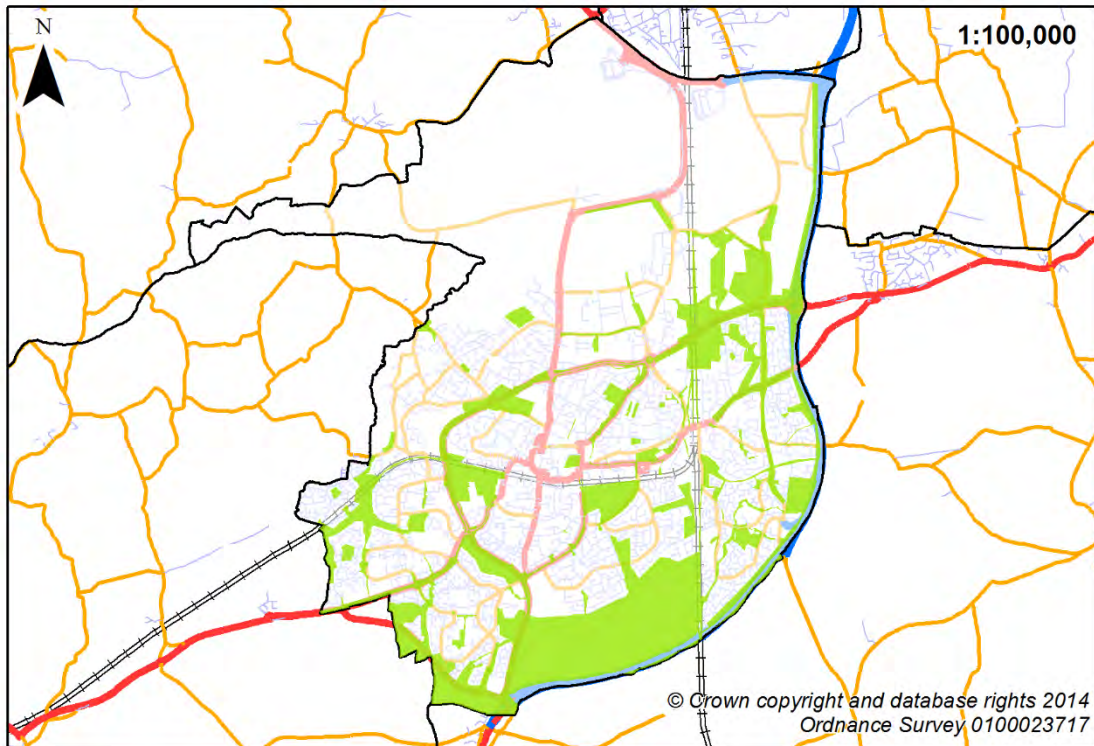
### Policy CH7: Structural Landscaping

Areas of soft landscape that make an important contribution to the town and its neighbourhoods, in terms of character and appearance, structure, screening or softening, have been identified on the Local Plan Map. Development proposals that affect this role should demonstrate the visual impact of the proposals and should protect and/or enhance structural landscaping, where appropriate.

Where limited or weak structural landscaping can be identified as a negative factor in the attractiveness of an area, opportunities will be sought to deliver enhancements as part of development proposals.

#### **Reasoned Justification**

4.41 *This Policy seeks to ensure that development schemes identify and take account of existing structural landscape assets which are a positive element of the character of the town. The Policy also seeks to ensure that impacts on structural landscaping assets are not dealt with as an afterthought, but progressed as an integral part of the design of the scheme, including opportunities for improvements.*



Structural Landscaping (Policy CH7)

#### **Important Views**

4.42 The borough of Crawley straddles the Low Weald and the High Weald National Landscape Character Areas, as defined by Natural England. A key characteristic of the High Weald is a well-wooded landscape rising above the Low Weald. The changes in levels, which can be as much as 75 metres, allow there to be views from lower lying areas to higher, wooded land along the southern edge of the borough and views from higher land across the borough.

Studies, including the Crawley Baseline Character Assessment (2009), have identified the key views in the borough.

### Policy CH8: Important Views

The Important Views identified on the Local Plan Map should be protected and/or enhanced and development proposals should not result in a direct adverse impact or lead to the erosion of these views.

#### Linear contained views

The robust tree planting that contains the views is essential to their quality and must be protected and/or enhanced. All new buildings, structures, signs and advertisements, parked vehicles and hard surfaced areas must therefore be well-screened by trees and other soft landscaping. Development proposals at the end of the view corridor must demonstrate that the view would be protected and/or enhanced.

The Boulevard view lies between the Morrisons supermarket and the Central Sussex College Tower. Any proposals in the area will be required to retain, or enhance, the vista or to replace it with public realm of equal, or greater, townscape value.

#### Long distance views

The points from which the view can be enjoyed must remain unobstructed by development in the foreground. Where the view is to an identified feature, development is required to protect and/or enhance this feature.

The visual impact of proposals affecting Important Views must be clearly and accurately demonstrated as part of the planning application submission, for example through the use of verified view montages and cross sections.

### **Reasoned Justification**

4.43 *The borough council has identified a number of important views which can be enjoyed from a publicly accessible viewpoint. These enable the viewer to appreciate an attractive or interesting view of areas of the borough that may include landscape features or built landmarks.*

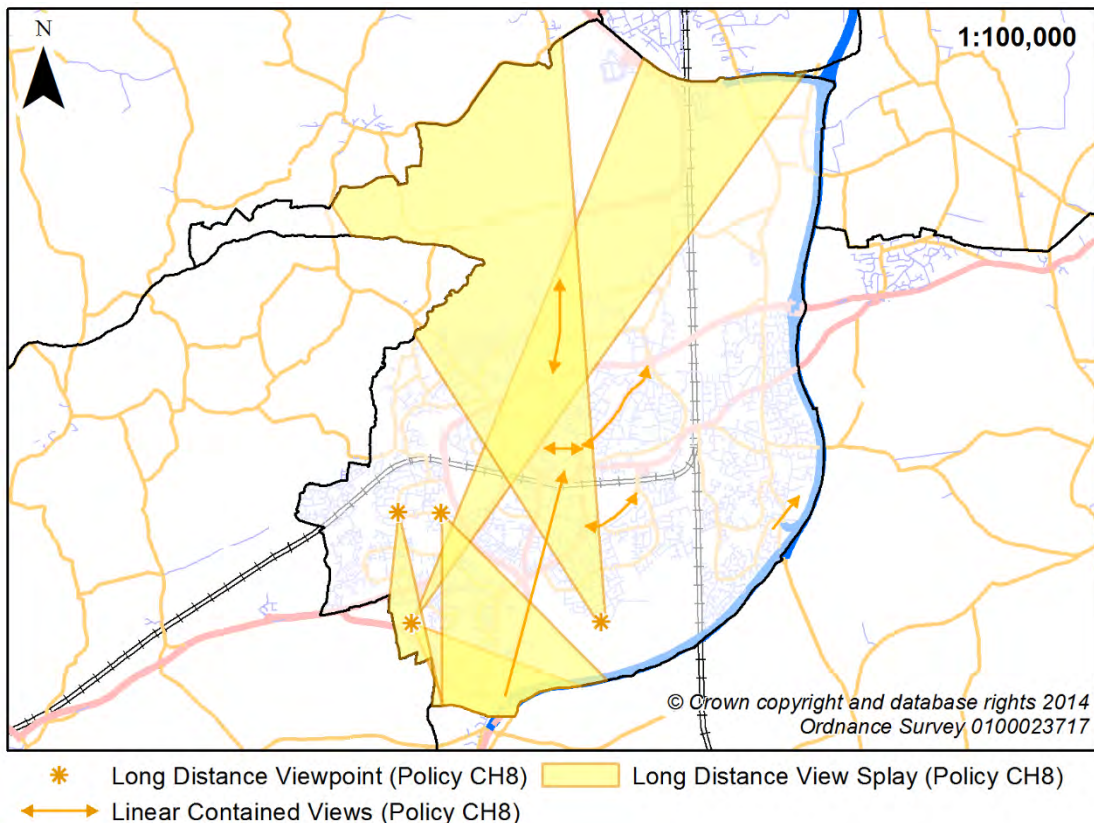
4.44 *The location of viewpoints and the general direction of the view are identified on the Local Plan Map.*

#### Linear Contained Views

- **Balcombe Road:** View from Grayrigg Road and Balcombe Road towards the Grade I Listed Building, St. Nicholas' Church.
- **The Boulevard:** View between the western side of High Street to the Central Sussex College tower on the eastern side of College Road, enclosed by trees and buildings.
- **Brighton Road:** View from A23/A264 junction, northwards along Brighton Road, to the town centre. The view is contained by trees between the A23/A264 junction and the football stadium/K2 Crawley leisure centre.
- **Hawth Avenue:** View in two directions, enclosed by trees. Any redevelopment proposals on Russell Way have the potential to terminate the view from the north eastern end of Hawth Avenue, at the junction with Weald Drive.
- **London Road:** View between Tushmore Roundabout and Martyrs Avenue enclosed by trees and then up to County Oak Roundabout.
- **Northgate Avenue:** View in both directions between Northgate Roundabout and Central Sussex College, enclosed by trees.

Long Distance Views

- **Buckswood Drive:** Panoramic views, from vicinity of the northern junction with Kingscote Hill, to the south-east across trees associated with Broadfield Brook and adjacent open space to wooded areas east of Brighton Road and within Tilgate Park.
- **Gossops Drive:** Long distance view southwards from Gossops Drive, between Cobnor Close and Eden Road, to the part of Target Hill that lies within the borough boundary.
- **Target Hill:** Views from south-eastern side of the hill, from the vicinity of the junction of Hobbs Road and Edrich Road, to the north-east over the Broadfield Mosque, across the borough to distant hills, and to the south east over the wooded areas associated with Creasy's Brook, the Eddington Hill area and the portion of Pease Pottage Forest and the AONB that lie within the district.
- **Tilgate Park:** Long distance views, northwards from the country park car park and the adjacent area of open space to the north, across Tilgate, Southgate and the town centre and beyond to Leith Hill, Box Hill and Colley Hill.



4.45 The designation would not duplicate protection afforded to Listed Buildings or Conservation Areas. Important but more localised views and landmarks, i.e. less than approximately 200m, will be identified, protected and enhanced through Conservation Area, Area of Special Local Character or Locally Listed Building assessments. A number of the important landmarks in the borough are Listed Buildings and some are located within Conservation Areas, including St. Margaret's Church, Ifield; St. Nicholas Church, Pound Hill; and the Church of St. John the Baptist near High Street, Northgate. These buildings are subject to national regulatory and policy controls which include requirements to protect their settings.

4.46 *The views identified within Manor Royal will be protected and/or enhanced via development undertaken in accordance with guidance contained in the Manor Royal Design Guide SPD and through any works undertaken in accordance with the Manor Royal Public Realm Strategy.*

### **Development Outside the Built-Up Area**

4.47 It is important that a vibrant multifunctional landscape around Crawley is encouraged, maximising its contribution to people's quality of life, the natural environment and the economy. The Crawley Borough Council Landscape Character Assessment has been used to set the criteria based policies which encourage proposals that respect the character and role of different areas. Policy EC9 of the Local Plan encourages small-scale economic development beyond the Built-Up Area Boundary.

#### **Policy CH9: Development Outside the Built-Up Area**

To ensure that Crawley's compact nature and attractive setting is maintained, development should:

- i. Be grouped where possible with existing buildings to minimise impact on visual amenity;
- ii. Be located to avoid the loss of important on-site views and off-site views towards important landscape features;
- iii. Reflect local character and distinctiveness in terms of form, height, scale, plot shape and size, elevations, roofline and pitch, overall colour, texture and boundary treatment (walls, hedges, fences and gates);
- iv. Minimise the impact of lighting to avoid blurring the distinction between urban and rural areas and in areas which are intrinsically dark to avoid light pollution to the night sky;
- v. Ensure the building and any outdoor storage and parking areas are not visually prominent in the landscape;
- vi. Does not generate an unacceptable level and/or frequency of noise in areas relatively undisturbed by noise and valued for their recreational or amenity value;
- vii. Does not generate traffic of a type or amount inappropriate to the rural roads; and
- viii. Does not introduce a use which by virtue of its operation is not compatible with the countryside.

Where harm to the landscape character cannot be avoided appropriate mitigation and, as a last resort, compensation, will be required as part of a planning application. Applicants are advised to consider the enhancement opportunities identified in the Crawley Borough Council Landscape Character Assessment.

In addition to the above, all proposals must recognise the individual character and distinctiveness, and the role of the landscape character area or edge in which it is proposed as shown on the Local Plan Map, established by the Crawley Borough Council Landscape Character Assessment and set out below:

#### **North East Crawley High Woodland Fringes**

Proposals which do not create or are able to adequately mitigate visual/noise intrusion are generally supported. This area has an important role in maintaining the separation of the distinct identities of Gatwick Airport, Crawley and Horley.

#### Upper Mole Farmlands Rural Fringe

Proposals which do not create or are able to adequately mitigate visual/noise intrusion are generally supported. This area has an important role in maintaining the separation of the distinct identity of Gatwick Airport from Crawley and the valuable recreational links from the northern neighbourhoods of Crawley into the countryside.

B Use Class development may be suitable within this area where it constitutes a comprehensively planned extension abutting Manor Royal (Policy EC3) and meets criteria i-vii of this policy in its relationship with the surrounding countryside.

#### West of Ifield Rural Fringe

Proposals which respect this area of locally special rural fringe, its nature conservation and recreation value, its positive relationship with the urban edge and links to the wider countryside will be encouraged.

#### West of Gossops Green/Bewbush Rural Fringe

The green infrastructure along Bewbush Brook and Spruce Hill Brook is of high value and should be protected and linked to green infrastructure in the new neighbourhood, Kilnwood Vale and where other opportunities arise.

#### South of Broadfield into Buchan Hill Forest and Fringes

The green fingers and local nature reserve will be conserved as they provide existing green infrastructure links with potential for improvement to accessing the countryside and wildlife corridors. The area is valued for its quiet recreational opportunities which should be maintained. Proposals should not conflict with the High Weald AONB Management Plan objectives.

#### Tilgate/Worth Forest and Fringes

Proposals within Tilgate Country Park and Worth Conservation Area/Worth Way SNCI should conserve their high landscape value and potential for improved green infrastructure links to other areas.

Certain types of development may alter one or more important elements that make up a Character Area or Edge. This is acceptable if its overall character and role is not compromised and measures are taken to limit impacts through mitigation and enhancement where possible. This may be the strengthening of other elements of the area's character or general enhancement through increased biodiversity, green links and other mitigation measures as detailed in the Landscape Character Assessment.

Proposals which alter the overall character of the area must demonstrate that the need for the development clearly outweighs the impact on landscape character and is in accordance with national and local policy. Mitigation and/or compensation will be sought in such cases where this can be proven.

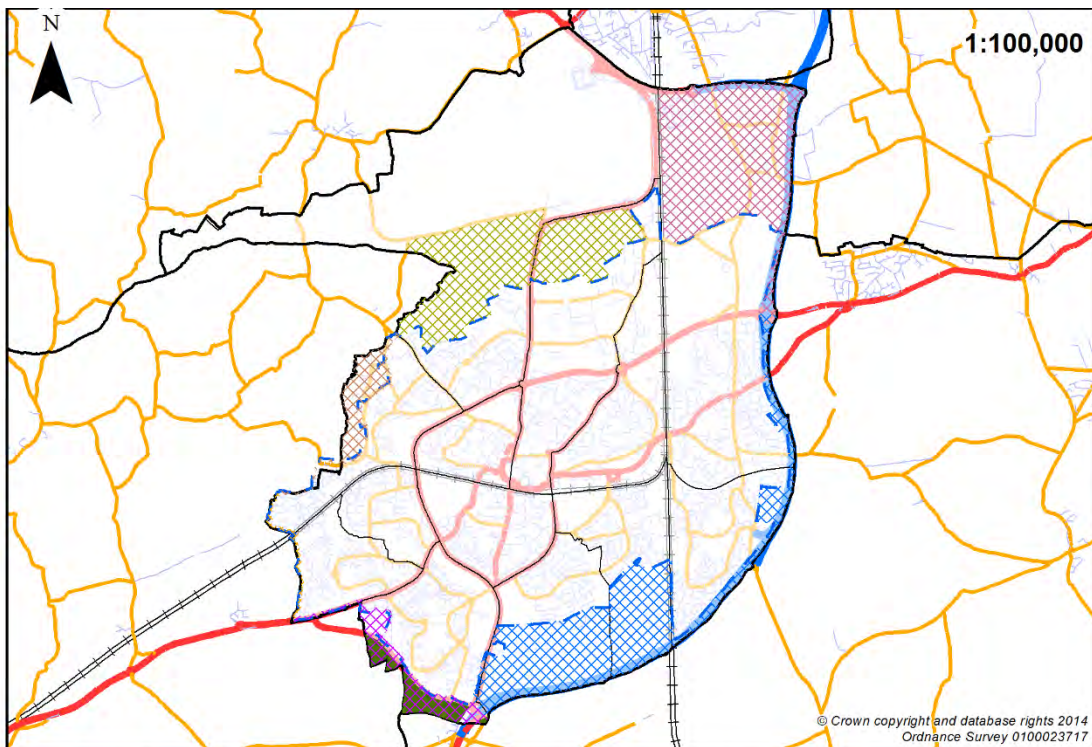
### ***Reasoned Justification***

- 4.48 *The NPPF requires planning authorities to set criteria based policies against which proposals for any development within or affecting landscape areas will be judged.*
- 4.49 *Beyond the Built-Up Area Boundary lays the urban/rural fringe which forms an important setting for the town. Rural fringe areas require a policy approach which respects their unique character and role whilst also encouraging sustainable development. To achieve this, a well-designed approach to the urban/rural fringe is required, which relates development at the periphery to its rural setting, maintaining the character of Crawley as a compact town with good access to the countryside. With the exception of properly planned urban*



*extensions, the rural fringe becoming incrementally more suburban in nature would conflict with the overarching principles on meeting the presumption in favour of sustainable development (Policy SD1: Presumption in Favour of Sustainable Development) and will be resisted.*

4.50 Sites immediately adjacent to Manor Royal, which fall outside of the area subject to safeguarding through Policy GAT2, will be considered favourably for minor extensions to the Main Employment Area. Appropriate development in this location must continue to be respectful of the adjoining countryside setting and ensure adequate landscaping, screening and design of buildings to minimise intrusion of the urbanised area on the rural fringe boundary. Where planning permission is implemented, the Built-Up Area Boundary will be reviewed.



- Bewbush Rural Fringe (Policy CH9)
- North East Crawley Rural Fringe (Policy CH9)
- South of Broadfield Rural Fringe (Policy CH9)
- Tilgate/Worth Forest Rural Fringe (Policy CH9)
- Upper Mole Farmlands Rural Fringe (Policy CH9)
- West of Ifield Rural Fringe (Policy CH9)
- High Weald Area of Outstanding Natural Beauty (Policy CH10)
- Built-Up Area Boundary (Policy CH9)

### High Weald Area of Outstanding Natural Beauty

4.51 The High Weald Area of Outstanding Natural Beauty is a nationally important landscape where great weight should be given to conserving the landscape and scenic beauty of the designation. A small area of the AONB lies within the southern boundary of the borough.

#### Policy CH10: High Weald Area of Outstanding Natural Beauty

The council will conserve and enhance the natural beauty and setting of the High Weald AONB by having particular regard to the High Weald AONB Management Plan in determining development proposals affecting the AONB.

### **Reasoned Justification**

- 4.52 *The borough council has a statutory duty to conserve and enhance the natural beauty of the High Weald AONB.*
- 4.53 *A small area to the south of the borough forms part of the AONB; proposals for which will be judged against the guidelines and advice of the High Weald AONB Management Plan. The plan provides a transparent and accessible means by which the council can ensure that it is exercising its duty to have regard to the purposes of designation<sup>24</sup> and providing a guide for everyone involved with the actions they can take to care for the area.*

### **Rights of Way and Access to the Countryside**

- 4.54 In order to ensure that public access to the countryside and the urban network of rights of way is maintained and enhanced, the borough council as a local planning authority will protect public rights of way including footpaths, bridleways, byways and unclassified country roads.

#### **Policy CH11: Rights of Way and Access to the Countryside**

Unless it can be clearly shown that a Public Right of Way is unnecessary or not needed, proposals which result in the loss of a public right of way must ensure re-provision of equal or better value.

Proposals which detract from the character of a right of way or other type of recreational route must adequately mitigate the impacts or provide a new resource of equal or better value if this is not possible.

This may include:

- i) the provision of safe and convenient links to nearby rights of way/recreational routes; and/or
- ii) new or upgraded existing rights of way to multi-functional routes to create benefits for a range of users.

### **Reasoned Justification**

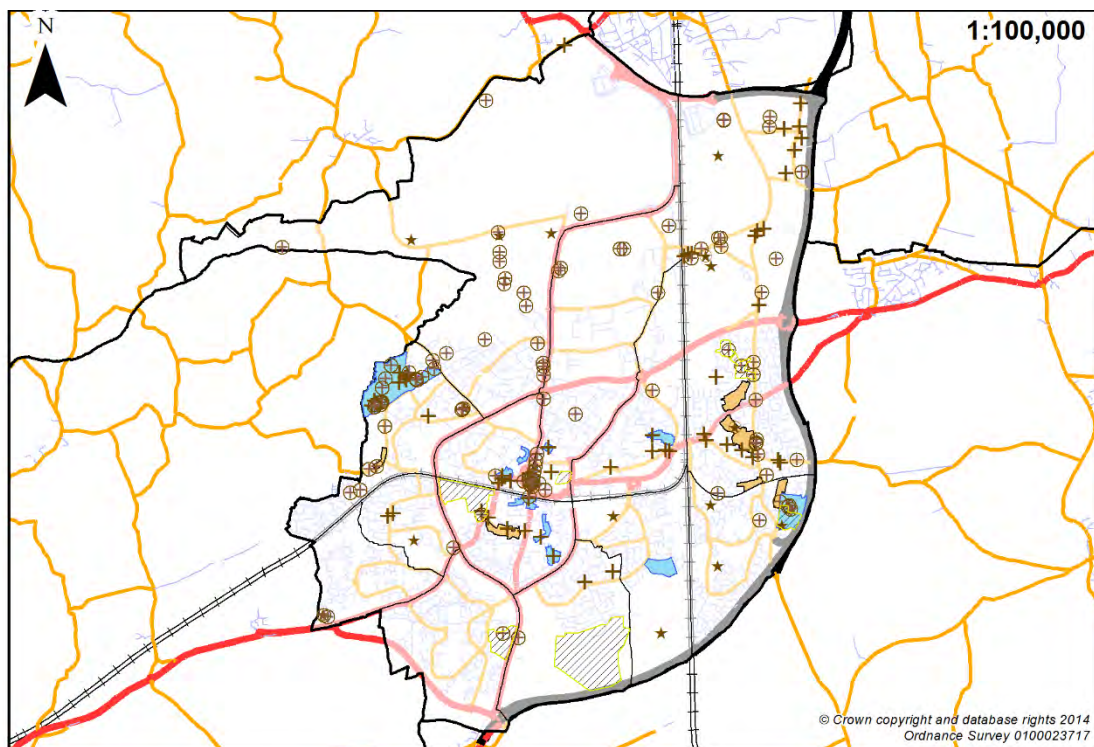
- 4.55 *The NPPF requires local planning authorities to protect and enhance public rights of way and seek opportunities to provide better facilities for users.*
- 4.56 *The footpath, cycle and bridleway links within and between neighbourhoods and from the town into the wider countryside form an important recreational role for the borough's residents and visitors. The importance of access to the countryside and the need to improve it is emphasised in the West Sussex Rights of Way Improvement Plan and accompanying Project List. Although predominantly used for leisure activities, the public rights of way network can also provide valuable intra-urban movements and schemes should also take full account of any existing public rights of way within the borough.*








### **Crawley's Heritage Assets**

- 4.57 Crawley's history can be traced as far back as the Stone (Neolithic) Age, with flint tools and burial mounds and later a Bronze Age sword found in the area. Iron Age forts were established to extract ore in the areas now covered by Broadfield, Bewbush and Southgate and an Iron Age camp was once on the site of Goffs Park.

<sup>24</sup> Section 85, Countryside and Rights of Way Act 2000

- 4.58 The town itself is a mixture of three parishes, including Ifield and part of Worth, both of which are mentioned in the Domesday Book of 1086. Crawley's oldest building, Worth Church, originates from Saxon times. The first mention of Crawley comes from 1203, when a licence to hold a weekly market was granted.
- 4.59 In 1946, the New Towns Act was passed; Crawley was one of eight New Towns selected to provide work and homes away from the overcrowded capital. Crawley New Town was built around the three original settlements of Three Bridges, Crawley and Ifield, based on the Minoprio masterplan. This has resulted in a borough with a rich and diverse array of heritage assets from Grade I listed structures hundreds of years old to excellent examples of New Town architecture and planning.
- 4.60 Heritage makes a positive contribution to the local character of an area and helps define what makes Crawley distinctive. It is, therefore, a priority for development to ensure that it respects all aspects of the town's built and natural heritage. The policies set out below relate to a number of separate but interrelated designations to protect and enhance the borough's historic assets.



-  Historic Parks & Gardens (Policy CH12 & CH17)
-  Conservation Areas (Policy CH12 & CH13)
-  Listed Buildings (Policy CH12 & CH15)
-  Areas of Special Local Character (Policy CH12 & CH14)
-  Locally Listed Buildings (Policy CH12 & CH16)
-  Archaeologically Sensitive Areas (Policy CH12)
-  Scheduled Ancient Monuments (Policy CH12)

- 4.61 The council adopted a Heritage Strategy in 2008 and considerable work has been undertaken since to identify and protect the locally distinctive built and natural heritage assets in the borough that may not be designated nationally. The Heritage Strategy highlighted the importance of Crawley's social heritage, linking residents' experiences of living and working in the town with the built and natural environment.

## Policy CH12: Heritage Assets

All development should ensure that Crawley's designated and non-designated heritage assets are treated as a finite resource, and that their key features or significance are not lost as a result of development.

Where a development affects a heritage asset or the setting of a heritage asset, a Heritage Impact Assessment will be required. This should describe the significance of any heritage assets affected and the contribution made by their setting, the impact of the development, and any measures adopted to ensure the heritage asset is respected, preserved or enhanced or, for exceptionally significant development, relocated.

If, in exceptional circumstances, a heritage asset is considered to be suitable for loss or replacement, and it has been demonstrated its site is essential to the development's success, proposals will need to demonstrate how they have recorded the heritage asset:

- i. in line with a written scheme of investigation submitted to, and approved by, Crawley Borough Council; or
- ii. in the case of standing structures, to a minimum of Historic England recording Level 2, or higher if specified by the council.

Applicants are also required to notify any relevant parties including Historic England and submit their recording to the Historic Environment Record (HER).

Applicants should demonstrate that the benefits of the entire scheme outweigh the loss of the asset and that any replacement scheme is of equal quality in terms of its design.

### **Reasoned Justification**

- 4.62 *To help inform the council's heritage policy approach, the Crawley Areas of Special Environmental Quality and Locally Listed Buildings Heritage Assessment (April 2010) undertakes a comprehensive assessment of the town's heritage assets to review the status of current Conservation Areas, Areas of Special Environmental Quality (ASEQ's) now known as ASLC's, Listed Building and Locally Listed Building designations. Its findings form a key aspect of the Local Plan evidence base and its findings, in addition to other relevant policy documentation, should be considered in the application of heritage policies.*
- 4.63 *Recording any heritage assets to a minimum of Historic England Level 2<sup>25</sup> will ensure that a descriptive record of all heritage assets are maintained in the HER. This will in turn inform future proposals affecting heritage assets in line with the NPPF. With regard to the setting of any heritage assets, consideration should be had to Historic Environment Good Practice Advice in Planning Note 3: the Setting of Heritage Assets<sup>26</sup>.*
- 4.64 *As heritage assets within the borough are a limited and finite resource, development proposals must show through a Heritage Impact Assessment (HIA) how they preserve and enhance the asset. In the case of exceptionally significant development, the asset should be relocated as part of the development proposals. In exceptional circumstances when the asset is to be*

<sup>25</sup> "Understanding Historic Buildings. A guide to good recording practice" (2006) English Heritage

<sup>26</sup> Historic Environment Good Practice Advice in Planning Note 3: the Setting of Heritage Assets (March 2015)

*lost, it must be appropriately recorded and replaced with high quality development.*

## **Conservation Areas**

- 4.65 In a Conservation Area, every building matters as well as the streets, public spaces and gardens between them – with each feature contributing to the unique character of the area. By understanding what gives each Conservation Area its special architectural or historic interest, it can be ensured that the special character and appearance of the area is preserved and enhanced. This is done with the use of additional controls over what can be done to buildings, trees and the overall appearance of the area.
- 4.66 The special character of these areas does not come from the quality of their buildings alone, but also from the historic layout of roads, paths and boundaries; characteristic building and paving materials; a particular ‘mix’ of building uses; public and private spaces – such as gardens, parks and greens; and trees and street furniture. Conservation Areas give wider protection to the area and setting, rather than focusing solely on individual buildings – all of the features within the area should be recognised as part of its character.

### **Policy CH13: Conservation Areas**

All development within a Conservation Area should individually or cumulatively result in the preservation or enhancement of the character and appearance of the area.

All development within a Conservation Area should demonstrate, as part of the Heritage Impact Assessment, how the proposal conforms to the relevant Conservation Area Statement and Appraisal, and that consideration has been given to all of the following criteria:

- i) respect the protected area and recognise the identifiable, and distinctive, character(s);
- ii) respect any historic landscape features which affect the character of the place;
- iii) maintain and enhance the area’s landscape value with regards to mature trees, hedges and public green spaces such as grass verges;
- iv) respect and enhance the character of lower density developments with spacious landscaped settings. This includes where the landscape dominates the buildings, the significant gaps between the buildings, the set back from the street, as well as any large gardens, mature trees, hedges and green verges; and
- v) preserve the area’s architectural quality and scale.

There may be structures within a Conservation Area which are not heritage assets and do not positively contribute to its character or appearance. Therefore, proposals for demolition of these structures will be considered on a case-by-case basis and may not be required to submit a recording to the Historic Environment Record. For such developments early pre-application discussions are encouraged.

### **Reasoned Justification**

- 4.67 *Under the Planning (Listed Buildings and Conservation Areas) Act 1990, the council have a duty to determine which parts of their area are of a character or appearance of which it is desirable to preserve or enhance. They must then designate those areas as Conservation Areas. The approach to Crawley’s heritage has been developed by using the Planning Policy Statement 5 Good Practice Guide.*

4.68 *In 2012, after a review of the borough's heritage, three new areas were designated and two existing areas were extended. There are currently eleven Conservation Areas in the borough, each very different in character and appearance, protecting New Town areas and much older parts of Crawley. The Conservation Areas are:*

- Brighton Road
- Dyers Almshouses
- Forestfields and Shrublands
- Hazelwick Road
- High Street
- Ifield Village
- Malthouse Road
- St Peter's and St John's
- Southgate Neighbourhood Centre
- Sunnymead Flats
- Worth.

4.69 *It is important to protect, maintain and enhance these areas for future generations to enjoy. The main objectives of Conservation Areas are to protect and enhance the area's architectural and historic interest, its distinctive layout and appearance, and the built and natural environment. It is, therefore, important to ensure that any alterations or development are consistent with, and respectful of, the special character or appearance of the area.*

4.70 *The NPPF encourages the local planning authority to consider the designation of Conservation Areas and to ensure that these areas justify such status because of their special architectural or historic interest. The council has carried out a detailed assessment of the borough's heritage in the preparation of this Local Plan and believes that the existing and newly designated Conservation Areas are worthy of the status. In line with the significance and quality of these areas, the Policy sets appropriate requirements to ensure that development would result in their preservation or enhancement.*

### **Areas of Special Local Character**

4.71 *Crawley has a unique history. The area developed organically up until the birth of the New Town which was planned and constructed around the existing settlement and the villages of Three Bridges, Worth and Ifield. Since the completion of the New Town, based on the Minoprio masterplan, the town has maintained the neighbourhood principle throughout its subsequent extensions. As a result of this there are some low density residential areas of special character. These areas are heritage assets and should be afforded protection to prevent them being lost, incrementally or at once.*

#### **Policy CH14: Areas of Special Local Character**

All development within an Area of Special Local Character (ASLC) should respect or preserve the character of the area and have been designed with regard to the areas existing character and appearance. Proposals should be of an appropriate scale, design and massing, and should not result in significant adverse impact on the locality, its surrounds and vistas.

All development within an ASLC should demonstrate, as part of the Heritage Impact Assessment, how the proposals have regard to the reasons for the area's designation and the character and appearance of the area.

### **Reasoned Justification**

4.72 *The "Crawley ASEQ's and Locally Listed Buildings Heritage Assessment 2010" reviewed the previous Area of Special Environmental Quality designation and concluded that some should be designated, whilst others de-designated or made a Conservation Area. The report stated that to be designated as an Area*

*of Special Local Character the area should be characterised by one or more of the following qualities:*

- i. Homogenous areas recognisable as possessing an identifiable, distinctive and cohesive character.*
- ii. Areas where historic landscape features are evident and affect the character of the place, such as banks created by drover's roads.*
- iii. Areas of landscape value with mature trees, hedges and a high proportion of non-equipped public green space, e.g. grass verges.*
- iv. Mature lower density developments of substantial houses with spacious landscaped settings where the landscaping dominates the buildings. They are characterised by large detached houses with significant gaps between the buildings, set back from the street, with large gardens, mature trees, hedges and green verges.*
- v. Areas of architectural quality.*

*4.73 With this criterion in mind, the purpose of the ASLC designation is to:*

- a) Protect features of the historic and natural landscape such as mature trees, hedges, green verges, historic banks.*
- b) Protect the low density character of the area and control the size of building extensions and infill development.*
- c) Protect the variety of different types of residential development in the borough.*
- d) Control the demolition of buildings and the character of development in areas of architectural quality.*

*4.74 ASLC's are designated at the following locations, and illustrated on the Local Plan Map:*

- Blackwater Lane, Pound Hill*
- Church Road, Pound Hill*
- Goffs Park Road, Southgate*
- Mount Close and Barnwood, Pound Hill*
- Milton Mount Avenue, Pound Hill*
- Rusper Road, Ifield.*

*4.75 The NPPF asks local authorities to set out a positive strategy for the conservation and enjoyment of the historic environment; this Policy achieves this by designating special local heritage assets that should be preserved or enhanced and setting out the criteria required to achieve this.*

## **Listed Buildings and Structures**

**4.76** All Listed Buildings have unique character and importance to the town and the nation. Their protection from inappropriate development is therefore important.

### **Policy CH15: Listed Buildings and Structures**

To recognise the value of Listed Buildings (including Listed Structures) within Crawley, the council will ensure that any proposed works to them are consistent with the character, appearance and heritage value of any statutory Listed Building/Structure, in line with national legislation, policy and guidance.

Any changes must preserve or enhance the design and character of the Listed Building and have regard to its historic significance. A Heritage Impact Assessment is required to be submitted demonstrating how proposals will protect the value of the listed building, its setting, and its key features.

Listed Buildings should be retained and, therefore, the demolition, or part thereof, of a Listed Building will only be acceptable in exceptional circumstances, where:

- i. there are clearly defined reasons why the building cannot be retained in its original or a reasonably modified form; and
- ii. a significant benefit that cannot have facilitated the retention of the building can be demonstrated.

If demolition is seen to be acceptable, the council will require the building to have been recorded to Historic England Level 4 and submitted to the Historic Environment Record. Any development on the site of a demolished Listed Building must have regard to the original building.

### **Reasoned Justification**

4.77 *There are 3 Grade I; 12 Grade II\*; and 85 Grade II Listed Buildings in Crawley. The oldest dating from the 10<sup>th</sup> Century: Saxon St. Nicholas' Church, Worth, Pound Hill, to the 20<sup>th</sup> Century: including The Beehive (1934-6) and St. Friary Church of St. Francis and St. Anthony (1958-9).*

### **Locally Listed Buildings**

4.78 There are many buildings within Crawley that are of particular local architectural or historical interest. These buildings are not considered to be of national significance but are local heritage assets that are irreplaceable. These buildings should be retained wherever possible, as they make an important contribution to the borough's heritage and character. Such buildings are included on the council's Local Building List.

### **Policy CH16: Locally Listed Buildings**

All development will seek to secure the retention of buildings included on the Crawley Borough Local Building List. Development should also maintain features of interest, and respect or preserve the character or setting of the building.

Development proposals affecting Locally Listed Buildings must demonstrate in the Heritage Impact Assessment that proposals take account of the following criteria:

- i) The Historic interest of the building.
- ii) The Architectural interest of the building.
- iii) The Townscape value of the building.
- iv) The Communal value of the building and its surroundings.

Proposals seeking the demolition or partial demolition of a Locally Listed Building may be acceptable in exceptional circumstances if the development proposals:

- a) reflect or retain the key features of the original building; and
- b) significantly outweigh the merit of retaining of the original building with regard to social, economic and environmental benefit to the wider area; and
- c) records the building up to Historic England Level 4, unless previously agreed with the Local Planning Authority, and submits that record to the Historic Environment Record in consultation with the Local Authority.

The council will also assess the merit of designating new locally listed buildings in consultation with local residents and will define the characteristics of the buildings that warrant this level of protection.

### **Reasoned Justification**

4.79 *National planning guidance states that while the best examples of local vernacular building types will normally be listed, there are many other buildings which are valued for their contribution to the local scene or for their local*



historical association. It suggests that local planning authorities draw up lists of locally important buildings and formulate policies for their protection. In 2010, Crawley Borough Council revised its list which contained 59 buildings of local interest. The adopted local list of buildings can be found on the council's website at [www.crawley.gov.uk](http://www.crawley.gov.uk).

## Historic Parks and Gardens

4.80 Crawley currently has six areas locally designated as a Historic Park or Garden. These sites are worthy of protection for their historic interest. Some are of particular interest as they were important features of the area before the development of the New Town, and some are intrinsically linked with the development of the New Town. These areas are now attractive landscaped areas which are locally valued, adding to the local character of Crawley.

### Policy CH17: Historic Parks and Gardens

The following sites are designated and shown on the Local Plan Map as Historic Parks and Gardens:

- Worth Park
- Land South of St Nicholas' Church
- Broadfield Park
- Tilgate Park
- Goffs Park
- Memorial Gardens.

The council will support development, unless it will have a negative impact upon the historic setting and character of the designated Historic Park or Garden.

All development proposals within the boundaries of the Historic Parks and Gardens as identified on the Local Plan Map will be required to demonstrate, through a Heritage Impact Assessment, that the proposals have regard to the designation, its character, key features and the setting of the area and that proposals respect or enhance the area.

### Reasoned Justification

4.81 *Whilst Crawley does not have any Parks and Gardens of Special Historic Interest that are designated as nationally important by Historic England, there are locally important areas that are worthy of protection in the Crawley context. This does not mean that development is always unsuitable in these areas but that the historic setting and character of that area must be respected or enhanced.*

4.82 *The council will ensure that the concept of historic parks and gardens is not devalued by only designating those areas of special interest identified through a robust assessment of their historic interest. The council assessment and the requirement for a Heritage Impact Assessment will serve to avoid or minimise conflict between the conservation of the area and any aspect of a planning proposal. This will ensure a balanced judgement is made having regard to the scale of any harm or loss and the significance of the heritage asset.*

## Economic Growth

*Crawley will continue to be an economic leader meeting the needs of significant employers who are important to the overall prosperity of the region. A business environment that supports and encourages new and established businesses to grow and flourish will be developed.*

*Redeveloping and revitalising the Town Centre and further regeneration of the Manor Royal Business District will make Crawley the place to do business in the South East. Gatwick Airport will continue to support the economic growth of the town.*

*Additional jobs will have been created for people living in and around the Crawley area across a diverse range of sectors. Access to jobs will be supported by learning and development opportunities giving people a real choice about the work they can and want to do.*

*The revitalised Town Centre will be the heart of the town, providing a central point for local people and others from across the region to enjoy social activities, shopping, culture and entertainment both during the day and at night. It will have a welcoming and attractive family friendly environment.*

*Neighbourhoods will continue to offer local facilities alongside amenities that can be easily accessed.*

- 5.1 Crawley is firmly established as one of the key economic drivers in the South East of England. The borough is situated at the heart of the Gatwick Diamond and is a central economic focus for the Coast to Capital Local Enterprise Partnership. It is home to a major international airport. At Manor Royal, the borough contains one of the region's premier business destinations, employing over 30,000 people across an area of 240 hectares. Development of key mixed use sites within the town centre will revitalise the town centre, whilst through its excellent transport links, Crawley continues to be well connected internally, nationally and internationally.
- 5.2 To promote the continued prosperity of the Gatwick Diamond and plan for its future growth, a Gatwick Diamond Local Strategic Statement has been prepared on a joint basis and endorsed by the two county councils and five local authorities covered by the area. The Statement sets out a commitment among local authorities to work together to promote the economic function of the Gatwick Diamond, recognising the strength of Crawley/Gatwick as a business location.
- 5.3 The NPPF is clear that local authorities should work to proactively promote growth through establishing and delivering upon a strong economic vision. The economic policies set out in this Local Plan respond to the objectives of the NPPF and Gatwick Diamond Local Strategic Statement, and, drawing upon evidence, including the Economic Growth Assessment and Retail Capacity and Impact Study, seek to build on the foundations of Crawley's strengths. Through working closely alongside the Gatwick Diamond local authorities, businesses, developers and other stakeholders, the policy approaches set out in this chapter plan positively to promote the economic growth of Crawley and the wider Gatwick Diamond.

## Chapter Content

- 5.4 This chapter sets out strategic and spatial policies that respond to identified economic growth requirements for Crawley over the Plan period, identifying the hierarchy and role of Crawley's economic areas to make clear how sustainable economic growth will be promoted and accommodated. The chapter establishes planning approaches for Manor Royal, the town centre and the other Main Employment Areas within the town and, having regard to their individual form and character, sets out policies to guide economic development over the Plan period. Through this approach, the Local Plan will plan positively for sustainable economic growth, promoting and enhancing the economic role of the town, and guiding its role within the Gatwick Diamond.

## The Key Issues

- 5.5 The Local Plan will help to deliver sustainable economic development by establishing a clear policy framework that facilitates growth and helps to meet quantitative and qualitative demand for all types of economic activity over the Plan period to 2030.
- 5.6 To inform the Local Plan the council has undertaken an Economic Growth Assessment (EGA) with Mid Sussex District Council and Horsham District Council under the Duty to Cooperate. The EGA takes account of the travel to work area and inter-related housing market area to provide a fuller analysis of employment generating uses in Crawley.
- 5.7 The EGA, and separate Retail Capacity and Impact studies, have informed the policy context in this chapter and provide the robust evidence base in regard to sectors or locations when employment uses are to be promoted or protected in a Crawley-specific context. The EGA has identified significant demand for economic growth, and in particular B Class employment floorspace over the Local Plan period. Recognising its key role at the heart of the Gatwick Diamond, the EGA outlines that Manor Royal should continue to represent the primary focus for B Class employment uses, with other employment areas in the borough accommodating wider economic growth demands. The EGA and retail studies justify the retention of the town centre first approach to retail. Feedback from Local Plan consultation has also identified strong support for promoting the economy and job creation over the Plan period.

## Local Plan Policies

### Economic Growth

- 5.8 The Local Plan sets a clear vision that promotes a strong and competitive economy. Fundamental to this vision is recognition within the Local Enterprise Partnership Strategic Economic Plan (LEP SEP), and from Gatwick Diamond local authorities and the wider business community, that Crawley is the key economic driver in the sub-region, and should continue in its role as the leading employment destination in the Gatwick Diamond. This chapter, therefore, sets in place the policy framework to promote the continued economic growth of the town whilst ensuring that it prospers in its role as an employment destination both locally and as part of the wider Gatwick Diamond.
- 5.9 The EGA forecasts that Crawley's economy will grow significantly during the Local Plan period and Crawley should remain the economic focus for the sub-region.
- 5.10 The EGA identifies a future need for business floorspace equating to approximately 77ha, even at the baseline level, to be provided at Crawley, with

the 2015 EGA update revising this for the Plan period 2015-2030 to 57.9 hectares. This requirement significantly outstrips the available supply of employment land in Crawley, which is restricted by the compact, built-up nature of the borough, and areas of land constrained by airport safeguarding. Land supply is, therefore, a fundamental issue for Crawley, and represents a key constraint that the Local Plan must work within whilst planning positively for economic growth. The limited available land supply within Crawley presents difficulties in accommodating all of the town's needs, specifically in relation to housing, business and wider employment needs. The council must, therefore, through this Local Plan, ensure that a considered balance is struck to best accommodate all competing demands and land requirements.

- 5.11 The EGA and the 2015 EGA update recognise that despite a positive approach by the council to maximise the utilisation and intensification of existing sites within Crawley, only 23 hectares of business land can be delivered through the existing available land supply. This could leave a shortfall in business land provision of approximately 35 hectares.
- 5.12 For this reason, the EGA recommends that Crawley should consolidate its existing hierarchy of Main Employment Areas, protecting these sites for economic development purposes. However, the significant 35 hectare shortfall in land supply results in an unmet demand for business floorspace. Given the scale of unmet business floorspace need, the council will need to assess the suitability for, and implications of, new business locations within, and, if necessary, beyond, the borough boundary during the Plan period to 2030.
- 5.13 Sufficient land (23 hectares) is identified within the borough to meet B Class employment needs during the early part of the Plan period. The economic land supply trajectory reflects the limited availability of land for future strategic employment provision. As recognised by the EGA, there is a risk that strategic growth of the wider Gatwick Diamond could be constrained if additional land cannot be identified at the Heart of the Gatwick Diamond.
- 5.14 Therefore, the Local Plan is clear that a thorough assessment of employment site options will be undertaken once a final decision has been made by the government on UK airport expansion and safeguarding. It is recognised that the significant demand for business land should in the first instance be directed to Crawley, building upon its key role as the economic focus at the Heart of the Gatwick Diamond and excellent connectivity with Gatwick Airport. Recognising the land supply constraints facing the borough a sequential approach will be followed to identify appropriate locations for new business-led employment growth, focusing respectively on delivering sites on:
- i. Land within Crawley, in the north of the borough;
  - ii. Land at Crawley/Gatwick, in the areas immediately adjoining the borough;
  - iii. Land near Crawley/Gatwick.
- 5.15 The approach will require continued joint working with the Gatwick Diamond local authorities to accommodate identified unmet business needs. This approach has been endorsed and agreed by the three partner authorities involved with the northern West Sussex EGA, and joint working with these and other neighbouring authorities will remain on-going.

### **Policy EC1: Sustainable Economic Growth**

Crawley's role as the key economic driver for the Gatwick Diamond will be protected and enhanced. The council will ensure that all suitable opportunities

within the borough are fully explored to enable existing and new businesses to grow and prosper.

To ensure that Crawley's recognised economic role and function is maintained and enhanced the council will:

- i) Build upon and protect the established role of Manor Royal as the key business location (B Use Classes<sup>27</sup>) for Crawley at the heart of the Gatwick Diamond; and
- ii) Ensure that the town's Main Employment Areas are the focus for sustainable economic growth.

Opportunities for approximately 23ha of employment land are identified within the borough, meeting short-term economic growth needs for the town over the early part of the Plan period. As a minimum, an additional 35ha of land for business uses is required in order to secure future economic growth at Crawley.

To achieve this, minor extensions in proximity to Manor Royal may be appropriate, but it is recognised that the majority of land required will necessitate the identification of new strategic employment location(s) within the Plan period. Any strategic employment location(s) will be of a scale and function that helps meet identified quantitative and qualitative needs for business development and will complement the established role of Manor Royal as a strong and competitive business district.

The preferred location for strategic employment is within the borough, to the north of Manor Royal and south or east of Gatwick Airport, identified as the Area of Search on the Key Diagram. However, given current safeguarding of this land for a possible second runway at Gatwick, work required to identify an appropriate site, or sites, for further business development will take place after the government has issued a final decision on additional runway capacity in the UK, and has determined whether the area should still remain safeguarded.

### **Reasoned Justification**

5.16 *Policy EC1 recognises the key sub-regional employment function which Crawley provides within the Gatwick Diamond. It encourages sustainable economic growth by supporting the retention of employment uses in the existing main employment areas. The Economic Growth Assessment has played a key role in understanding qualitative and quantitative economic growth needs within Crawley and the Gatwick Diamond. The work recognises that Crawley is well placed to recover from the recession, and that the town should continue to operate as the leading location for new employment.*

5.17 *The EGA focuses on future job creation and land take requirements within the sectors of B1 business (office, research and development, light industry), B2 (general industrial) and B8 storage or distribution (wholesale warehouses, distribution centres). Other employment uses beyond B Classes vary more significantly in terms of range, employment density and operational requirements. As such, the EGA has not factored job creation within the wider category of economic development into a formal land take, which is captured through other work including the Retail Capacity and Impact Study. Therefore, with Manor Royal identified as the focus for business-led development, non B-class economic development will be directed to other Main Employment Areas in Crawley, including the town centre.*

---

<sup>27</sup> B1 (Business), B2 (General Industry), B8 (Storage or Distribution) as identified by the Town and Country Planning (Use Classes) Order 1987 (as amended)

- 5.18 *The 2014 EGA outlines that there is a baseline demand for growth in employment by a further 16,500 jobs up until 2031, including a requirement for a minimum of 77.2 hectares of additional land to accommodate Business use demands (B Class Uses) during the period 2011-2031. This reflects the approach of the NPPF<sup>28</sup> in pro-actively planning to meet the development needs of business, whilst delivering the identified baseline land requirement and represents a positive and sustainable approach in planning for economic growth. The 2015 EGA update, based on refreshed Experian forecasts, outlines that, for the Plan period 2015-2030, 57.9 hectares is required for B use class development.*
- 5.19 *It is, however, recognised that Crawley's limited available land supply presents challenges in delivering the required level of business floorspace. For this reason, a supply-led approach is taken by the Local Plan in planning for business-focused employment need<sup>29</sup>. There is an available land supply of 23ha (as set out in the Crawley Employment Land Trajectory, February 2015) comprising existing development commitments and land intensification opportunities. It is forecast this will meet business growth needs for the short term. However, the demand for land to accommodate business uses in the longer term is significantly higher than the amount of land which is or could be made available from within the existing employment areas. In recognition of this, and in light of Manor Royal's key role as a business location within Crawley and the Gatwick Diamond, Policy EC1 seeks to protect land and premises within Manor Royal for business uses. Other forms of economic development will be permitted where they are specifically designed to support and enhance the overarching business role of Manor Royal. Wider employment growth outside of the B Use Classes is also directed to and encouraged within the other Main Employment Areas.*
- 5.20 *It is estimated that, even allowing for the intensification and retention of land and buildings for employment uses within the Main Employment Areas, there will remain an outstanding need for at least a further 35 hectares of land just to meet the baseline demand of 57.9 hectares of land for business class uses. The council considers that, in order to respond to this demand and to the potential for growth beyond this level, some minor extensions abutting the Manor Royal boundary may be appropriate on those sites that are currently outside safeguarding. Should proposals come forward for these areas, regard must be had to the countryside setting of the site, its surrounds and context, given its location within the Upper Mole Rural Fringe (Policy CH9). Should any extensions be considered appropriate, development will need to demonstrate how it delivers additional B Use Class floorspace in line with Policy EC3. Following implementation, the site would form part of the Manor Royal Main Employment Area, and Policies EC2 and EC3 will apply.*
- 5.21 *Further strategic employment development will be needed in the medium to long term. It is recognised that the need for business land and the available supply of land developable for business-led economic growth will evolve during the Plan period. To maintain an up-to-date understanding of business land requirements and available land supply over the Plan period, the council will publish an annual update of its Employment Land Trajectory alongside the Authority's Monitoring Report.*

---

<sup>28</sup> National Planning Policy Framework, paragraph 20 (2012) DCLG

<sup>29</sup> As required by Planning Practice Guidance (2014) the council has prepared an employment land trajectory, which will be updated annually and published alongside the Authority's Monitoring Report.

- 5.22 *In order to retain Crawley's role as the key economic driver in the sub-region, it is vital that the Local Plan fully explores opportunities to accommodate sustainable economic growth in Crawley. Therefore, an Area of Search is identified on the Key Diagram. This area reflects evidence that the preferred location for any additional employment land, given the scale and quality required, would most likely be in the form of a Strategic Employment Location or Locations to the north of Manor Royal and south east of Gatwick Airport, particularly because this area is sustainably located adjacent to Manor Royal, Gatwick Airport and existing transport links. The location(s) would complement Manor Royal and build upon its existing scale and function, and represent a sustainable use of land. It is also recognised that housing is unlikely to be appropriate in this area as a result of aircraft noise. However, this area is currently constrained by safeguarding for a possible new runway at Gatwick, so Policy EC1 sets out a commitment to assess opportunities in this area once the government has determined its approach towards future runway capacity in the UK.*
- 5.23 *If, following a decision on the location of additional runway capacity in the UK, the current area of safeguarded land is retained and employment needs cannot be accommodated within Crawley, then the council will continue to work alongside the Gatwick Diamond Local Authorities and other stakeholders to investigate the scope and implications of additional employment land coming forward during the Plan period in the areas adjoining Crawley/Gatwick in a manner that supports and complements its role as the key economic focus for the wider sub-region. If needs cannot be met on land within Crawley, or at the periphery of Crawley/Gatwick, the council will work with the Gatwick Diamond local authorities to investigate the most appropriate locations near Crawley/Gatwick to accommodate any outstanding employment needs near Crawley, complementing the role and function of the town within the sub-region.*

### **Main Employment Areas**

- 5.24 Crawley's economy is characterised by its range of employment areas, each of which has an established character and function, and performs an identified role. Given the scarcity of available employment land within the borough, the council's evidence base makes clear that sustainable economic growth should be focused within the existing Main Employment Areas. Policy EC2, therefore, seeks to protect and improve the existing economic areas, maximising the potential to utilise existing employment sites before other sites are considered.
- 5.25 Manor Royal, Gatwick Airport and Crawley Town Centre represent key economic locations, and are identified as Main Employment Areas. Given the fundamental role performed by each in driving the Crawley and Gatwick Diamond economy, individual location-specific policies for each are established through Local Plan Policies EC3, EC5-7, GAT1-4 respectively. In addition to these, Policy EC2 applies to the spatial locations of Manor Royal, Gatwick Airport and Crawley Town Centre.
- 5.26 Crawley's remaining Main Employment Areas identified within Policy EC2 are: Three Bridges Corridor (including Hazelwick Avenue), Maidenbower Business Park, Tilgate Forest Business Centre, Broadfield Business Park, Lowfield Heath, Broadfield Stadium and K2 Crawley, and The Hawth. The role and function of these Main Employment Areas for economic development use will be protected, and further intensification of employment uses within these sustainable locations will be supported.
- 5.27 The approach dovetails with the objectives of other policies and the wider Local Plan Vision which directs other employment generating uses to the most

sustainable and appropriate existing locations. Given the need to balance use of the available land supply for economic and housing needs, the policy criteria of Policy EC2 will not apply where residential development is proposed at housing sites identified under Local Plan Policy H2, or locations situated within the town centre boundary.

### **Policy EC2: Economic Growth in Main Employment Areas**

As a key economic driver in the sub-region, Crawley's main employment areas make a significant contribution to the economy of the town and the wider area. Therefore, Main Employment Areas are identified as a focus for sustainable economic growth, each of which has a different character and function.

Whilst identified as Main Employment Areas, Manor Royal, Gatwick Airport and the Town Centre perform a specific employment role which is recognised in individual location-specific Policies EC3, EC5 – 7, and GAT1 – 4.

The other Main Employment Areas are:

- Three Bridges Corridor (including Denvale Trade Park, Spindle Way, Stephenson Way and Hazelwick Avenue)
- Maidenbower Business Park
- Tilgate Forest Business Centre
- Broadfield Business Park
- Lowfield Heath
- Broadfield Stadium and K2 Crawley
- The Hawth.

Proposals for employment generating development at the seven locations above will be supported where they contribute to the specific characteristics of the main employment area, and overall economic function of the town, through providing a mix of employment generating uses.

Proposals that would involve a net loss of employment floorspace in any Main Employment Area, including Manor Royal, Gatwick Airport and Crawley Town Centre, will only be permitted where they are able to demonstrate that:

- i. the site is no longer suitable, viable or appropriate for employment purposes; and
- ii. the loss of any floorspace will result in a wider social, environmental or economic benefit to the town; and
- iii. there is no adverse impact on the economic role or function of the Main Employment Area, and wider economic function of Crawley.

#### ***Reasoned Justification***

5.28 *The approach set out in this Policy supports the roles defined for all Main Employment Areas, including Manor Royal, Town Centre and Gatwick Airport. Other key employment areas within the borough play a smaller but important complementary role, supporting a range of employment uses including small businesses, higher value offices, and high quality leisure facilities, as outlined below. The Policy ensures the role and function of each area is strengthened to enhance economic growth and prevents their economic function being diluted and potentially compromised.*

#### **Main Employment Areas with Location-Specific Local Plan Policies**

##### **Manor Royal: A premier location for business (Policy EC3)**

5.29 *Manor Royal is the Gatwick Diamond's leading business district, benefiting from sustainable transport links providing excellent access to London, Brighton and*



*Gatwick Airport. It is a key location for business and the Local Plan responds to identified business floorspace need and feedback from business groups in identifying Manor Royal as the preferred location for B Use Classes in order to sustain its established economic role in the wider sub region. The detailed policy approach for Manor Royal is set out in Policy EC3.*

**Crawley Town Centre: A sub-regional shopping and leisure destination (Policy EC5-EC7)**

5.30 *Crawley Town Centre is the main shopping area in the borough, and is a key shopping destination for people living in the wider sub-region. It contains a good range of shops, restaurants, cafes and bars, as well as entertainment uses at Crawley Leisure Park, all of which contribute to the overall attractiveness of the town centre as an enjoyable place to visit. As a centrally located and highly sustainable location, the town centre is regionally significant, and is the most sequentially preferable location for any retail and leisure developments. The detailed policy approach for the Town Centre is covered in detail under Policies EC5 to EC7.*

**Gatwick Airport: An international airport (Policy GAT1-4)**

5.31 *As an international airport, the airport is forecast to grow to 45million passengers per annum, within the current two terminal, single runway operation. As a hub for employees and visitors, and a key economic driver through direct or indirect employment, the airport is central to the function of the wider economic area. The airport provides a significant number of jobs, but, due to its unique strategic role, the policies for Gatwick and employment uses at the airport are established in a separate chapter in this Local Plan, dealing with the main planning policy matters for the Airport. The approach is set out in further detail under Policies GAT1 to GAT4.*

**Main Employment Areas Covered by Local Plan Policy EC2**

**Three Bridges Employment Corridor: A local small business location**

5.32 *The Three Bridges Employment Corridor is situated in a highly sustainable location between Three Bridges railway station and Crawley Town Centre. It offers a selection of older and smaller units at a location close to the town centre, and includes Denvale Trade Park, Spindle Way, Stephenson Way and Hazelwick Avenue. It supports a diverse range of economic uses including light storage, distribution, trade, car showroom and automotive uses. Residential uses surround and split the Main Employment Area.*

**Maidenbower Business Park, Tilgate Forest Business Centre and Broadfield Business Park: High value business locations**

5.33 *These small scale business parks provide edge of the urban area, higher value commercial floorspace in a green setting, complementing the business roles of Manor Royal and the town centre. These locations are situated adjacent to main road interchanges, and support a mix of employment uses, with a predominance of B1 office space.*

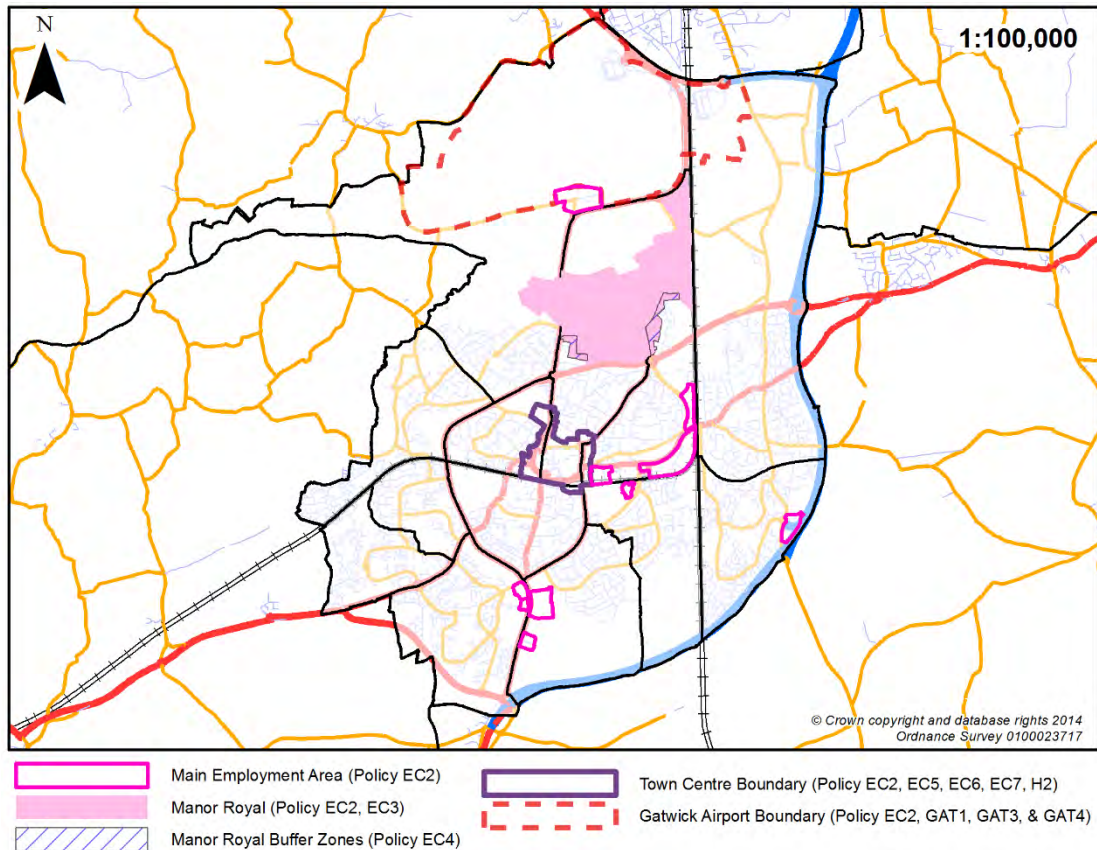
**Lowfield Heath: Mixed-use employment location**

5.34 *As a more traditional estate, accommodating a wide range of light industrial and some non-B Class uses, the area is located adjacent to the southern perimeter of Gatwick Airport. There is a range of building stock, with regard to size and use, and the site forms a good secondary role close to Manor Royal.*

**Broadfield Stadium and K2 Crawley**

5.35 *Recognising the contribution that these out of centre leisure locations provide to the vibrancy and offer of the local economy, the council aims to support their continued presence within the borough. Their continued evolution will be*

supported where their growth does not conflict with the wider objectives for the town centre and Manor Royal.



## Manor Royal

5.36 Manor Royal is a Main Employment Area which includes Manor Royal Business District, City Place and County Oak Retail Park. Manor Royal is critical to the economic function of Crawley and the wider sub region. At approximately 240 hectares and with 500 businesses, it is one of the largest mixed use business areas in the South East, offering diversity, connectivity and scale at the heart of the economic areas of the Gatwick Diamond and Coast-to-Capital Local Enterprise Partnership. Excellent transport links provide access to a wide catchment of suppliers, customers and staff, and being situated just 30 minutes from both Brighton and London, it is a focal location for employment at the Heart of the Gatwick Diamond.

5.37 The ambition for Manor Royal relies on evolution and not revolution, through systematic enhancement of its existing strengths of scale, diversity, connectivity and location. The Local Plan will, therefore, positively promote Manor Royal as the premier business destination at the Heart of the Gatwick Diamond, actively promoting economic development within the B Classes, and other uses where these support the overall function of Manor Royal as a business destination. The Manor Royal Design Guide Supplementary Planning Document will play a key role in achieving this vision, guiding the delivery of qualitative improvements to the environment through the implementation of high design standards at key gateway sites and frontages.

5.38 By using positive planning to facilitate development in the area, and improve the quality of the environment, the council, in partnership with stakeholders and local businesses, will:

- provide an environment that supports and encourages business growth;

- build on the unique business and physical attributes afforded by its location and history; and
- achieve an attractive and desirable working environment.

### Policy EC3: Manor Royal

Manor Royal is the principal business location for Crawley, and instrumental to the success of the wider Gatwick Diamond.

Development that is compatible with the area's economic function and role in the wider sub-region will be permitted where it falls within the B Use Class and would result in the reuse, intensification, or change of use of the land or buildings.

Proposals that are not for B Use Class development will be permitted at Manor Royal if it can be demonstrated that they are of a scale and function that enhances the established role and business function of Manor Royal and would not undermine the business district.

All development at Manor Royal should contribute positively to the overall setting and environment of the Main Employment Area as a business district through high quality design and landscaping that is in accordance with the Manor Royal Design Guide Supplementary Planning Document.

#### **Reasoned Justification**

- 5.39 *The Economic Growth Assessment identifies significant demand for Business floorspace over the Plan period. The required amount of business land take outweighs the available employment land supply, and for this reason the EGA recommends that business (B Class) employment floorspace at Manor Royal should in the first instance be protected, enabling the Business District to operate as the leading business destination for Crawley and in the wider context of the Gatwick Diamond.*
- 5.40 *Proposals for new B Use Class floorspace within Manor Royal will be encouraged, and B1 proposals will be exempt from the requirements of the sequential test. This approach is considered to be justified, as offices play a critical role in the functioning of Manor Royal as a business location, whilst a recognised lack of available town centre land restricts the scope to deliver high quality office development more centrally.*
- 5.41 *It is also recognised that Crawley's economy is a diverse one, and there is market demand for a range of uses beyond the traditional B Use Classes. Therefore, the loss of business (B Use Class) floorspace to other economic development uses may be acceptable where proposals would support the needs of business and would enhance the overall economic role and function of Manor Royal as a 21<sup>st</sup> Century Business District. Through the Manor Royal Design Guide SPD, the Policy approach supports ambitions for an improvement in the look and feel of the Main Employment Area as a business district, striking a balance between the appearance of buildings and their settings whilst allowing flexibility for standard model buildings, thus not impacting unnecessarily on viability.*
- 5.42 *Manor Royal also includes the area at County Oak, which has an established retail warehouse function. County Oak (together with London Road Retail Park) should remain the focus for any out-of-town retail proposals subject to compliance with the sequential assessment and impact testing as required in Policy EC7.*

5.43 *Crawley Goods Yard and railhead is located within Manor Royal and provides an important function in the processing and bulk transportation of minerals and aggregates. As required by the NPPF, the existing railhead and associated storage and handling facilities are safeguarded from other forms of development through Policy 37 of the West Sussex Minerals Local Plan (2003). This is reflected on the Local Plan Map, and West Sussex County Council (WSSCC) should be contacted in relation to any planning proposals at this location. WSSCC is reviewing its Minerals Local Plan and is proposing to identify Minerals Consultation Areas (MCAs) as its preferred approach to implementing effective mineral resource safeguarding in West Sussex. If MCAs in Crawley are included in the revision of the WSSCC Minerals Local Plan when adopted, these will be shown on the Local Plan Map.*

### **Employment Development and Residential Amenity**

5.44 Because of the way that Crawley has developed over time, some residential areas are located close to Main Employment Areas. Some employment uses may be incompatible with the surrounding uses, and in these circumstances impacts on the amenity of the residential area must be taken into consideration to ensure that the relationship between employment and residential use is positively managed.

#### **Policy EC4: Employment Development and Residential Amenity**

Where residential development is proposed within or adjacent to Main Employment Areas, the principal concern will be to ensure that the economic function of the area is not constrained.

Proposals for the development, redevelopment or change of use of sites for employment use adjacent to residential areas will be permitted where there is no adverse harm to local amenity or function of the surrounding area.

Particular care should be taken within the Manor Royal Buffer Zones, where business and business-supporting uses will be permitted provided that proposals do not adversely impact upon the amenity, function and setting of nearby residential uses.

#### **Reasoned Justification**

5.45 *Most existing employment areas are suitable for a range of employment generating uses, subject to the policies set out in the Character and Economic Growth chapters and other policies in this Local Plan. However, there may be uses that can give rise to problems for adjacent housing areas. In these locations, it will be necessary for any development proposal to ensure such sensitive areas and the amenity of local residents has been fully addressed and that the development accords with other Local Plan policies, particularly Policy CH3: Normal Requirements for All Development.*

5.46 *This is most notably the case at the south-east and south-west of Manor Royal, where there is little separation between nearby residential development and the Main Employment Area. Recognising the scope for conflict in these areas, Manor Royal Buffer Zones at Tinsley Lane and Tushmore Lane are identified on the Local Plan Map. Within these areas, particular care should be taken to ensure that economic development proposals do not adversely impact upon the amenity and setting of nearby residential uses.*

5.47 *Equally, it is recognised that the Main Employment Areas represent the key focus for economic development in Crawley, and the economic function of*

*these areas should not be constrained by inappropriate residential development. The amended Prior Approval process, which enables change of use from office to residential without the need for planning permission, has led to an increase in the amount of residential development coming forward within and adjacent to Main Employment Areas. Although the Local Plan is unable to manage the Prior Approval process, it is able to guide development where planning applications for residential development are put forward that would affect or be affected by Main Employment Areas. To promote the continued functionality of Main Employment Areas, where residential development is proposed within or adjacent to Main Employment Areas, regard will be had to the potential impact on the operation of existing economic uses as well as the amenity of future residents, as required by Local Plan Policies CH3, EC2 and EC3.*

## **Crawley Town Centre**

### Primary Shopping Area

- 5.48 Much of Crawley town centre is healthy, vibrant and competitive, offering a good mix of shops, services and facilities and providing a pleasant environment for residents and visitors. The primary shopping frontages, including Queens Square, County Mall and The Martletts, provide a retail-led mix of uses, attracting a significant footfall of customers. The secondary frontages, including The Broadway, The Boulevard, Broad Walk and High Street, offer a more diverse range of main town centre uses, including restaurants, drinking establishments, takeaways and offices.
- 5.49 However, the recent recession and trend towards internet shopping has presented economic challenges and resulted in an increase in vacant units in the town, particularly in Queens Square and the more peripheral parts of the town centre where there is less footfall. Likewise, while many areas of the town centre are busy, thriving, people-friendly environments during the day, the same areas can experience less activity during the evening. Through positive planning for a range of main town centre uses that promote the day-time and evening economy, the Local Plan will ensure that Crawley is able to build upon its established role as a competitive sub-regional town centre destination.

### **Policy EC5: Primary Shopping Area**

Crawley Town Centre is a main employment area, and a key retail destination that is of sub-regional significance. Development that promotes Crawley's vitality and viability as a sub-regional retail centre will be encouraged in town centre locations.

Located within the Town Centre Boundary, the Primary Shopping Area comprises the Primary and Secondary shopping frontages as identified on the Local Plan Map.

Within Primary Shopping Frontages, ground floor proposals for A1 (retail), A2 (financial and professional services) or A3 (restaurant) will normally be permitted.

Within Secondary Shopping Frontages, ground floor proposals for A1 (retail), A2 (financial and professional services), A3 (restaurant), A4 (vertical drinking establishment) and A5 (hot food take-away) will normally be permitted.

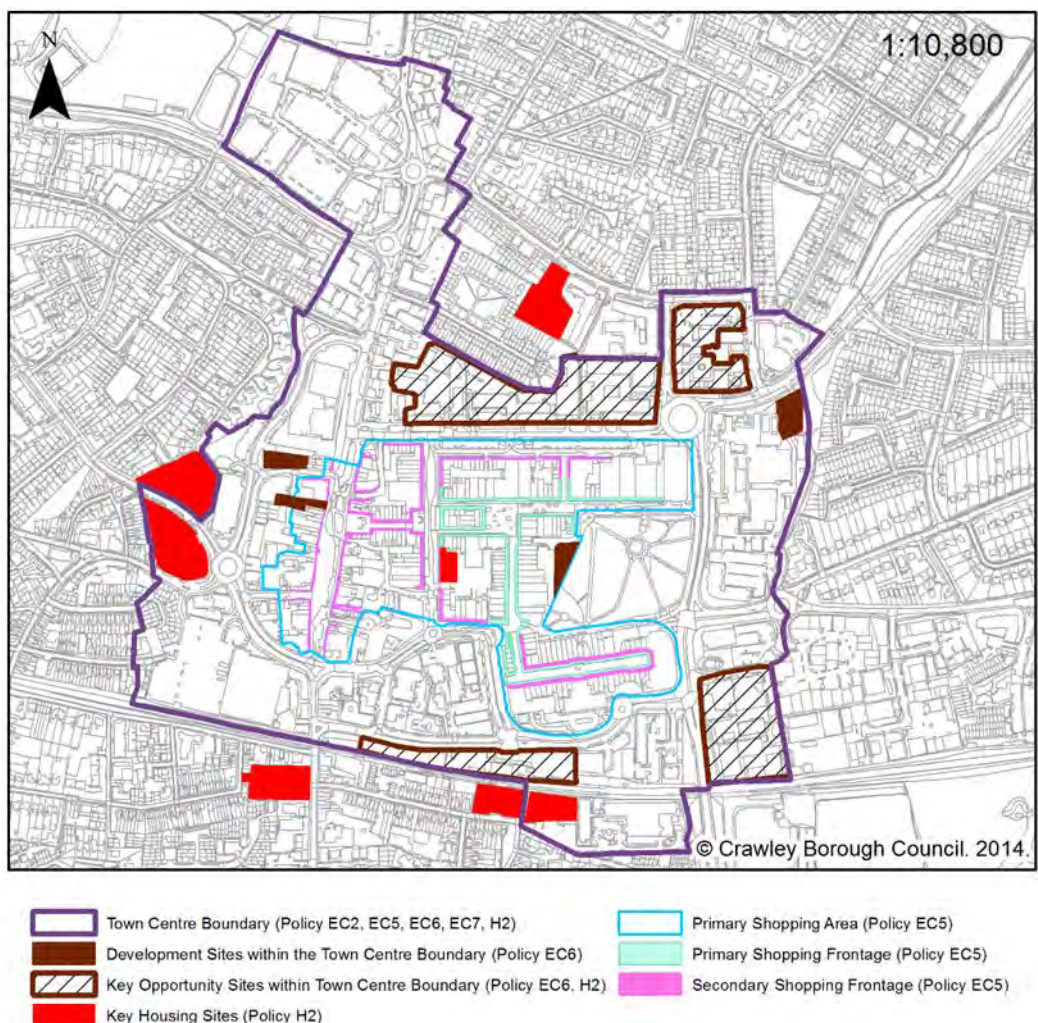
Proposals for other Main Town Centre Uses in the Primary Shopping Area will be permitted, provided it can be demonstrated that the proposed use would support the vitality and viability of the town centre.

In all cases, consideration will be given to the impact of proposed non-retail uses in terms of prominence and dominance within any given frontage, with account taken of individual unit frontage, overall frontage length, and number of existing/extant non-retail uses. Issues of amenity and disturbance will be a material consideration in determining applications for change of use.

The effective and efficient use of upper floors within the Primary Shopping Area for appropriate Main Town Centre Uses, particularly retail and residential, is encouraged.

**Reasoned Justification**

5.50 *It is important that Local Plan policy is sufficiently robust to protect the town centre’s key core retail function, whilst providing sufficient flexibility, where appropriate, to encourage a suitable provision of other town centre uses in order to help revitalise the town centre. Feedback from the Local Plan consultations made clear that residents value Crawley Town Centre and wish to see it enhanced. Policy EC5 therefore reflects the town centre objectives of the NPPF by encouraging a greater diversity of uses in the town centre, particularly regarding the promotion of the evening and night-time economy, whilst continuing to emphasise the importance of maintaining and enhancing a strong retail heart.*



5.51 *The Local Plan seeks to retain the retail core of the town centre in the primary frontage areas, whilst affording flexibility for other appropriate town centre uses along these frontages if it can be demonstrated that the proposed use would support the overall vitality and viability of the town centre. This flexibility should help ensure the reuse of vacant units.*

5.52 *The policies for secondary frontages and upper floors are more flexible to encourage a full and diverse range of main town centre uses that will contribute to the viability and vitality of Crawley's town centre.*

### **Development Sites within the Town Centre Boundary**

5.53 Crawley performs an important role as a sub-regional town centre destination and main employment area, and the Local Plan seeks to build on its established function to promote regeneration and deliver a vibrant and competitive town centre. The Plan also recognises the role of the town centre as a location for main town centre uses, and as a sustainable location for living.

5.54 There are a number of sites within the Town Centre Boundary which are currently under-utilised and which present significant development opportunities to accommodate identified needs in sustainable and accessible locations. The Local Plan, therefore, seeks to secure the regeneration and improvement of identified brownfield sites through mixed-use development proposals that will support and diversify Crawley's role as a sub-regional centre, enhance the vitality of the town centre, provide facilities for new and existing residents, improve links between different areas of the town centre, and create a good living and working environment. Recognising identified need for both economic development and housing land, development proposals should seek to deliver mixed-use development that comprises main town centre uses and maximises opportunities to deliver residential development.

### **Policy EC6: Development Sites within the Town Centre Boundary**

Sites within the Town Centre Boundary provide an important opportunity to promote town centre vitality and viability in a sustainable location through mixed-use development that meets the economic and housing needs of the borough.

Mixed-use schemes which include a proportion of residential development and/or main town centre uses will be encouraged within the Town Centre Boundary.

The following sites are currently identified for mixed-use schemes comprising main town centre uses and/or residential development:

- Parkside Car Park
- Traders Market, High Street
- Central Sussex College (East of Tower)
- Brittingham House, Orchard Street.

The following Key Opportunity Sites within the Town Centre Boundary are identified in Policy H2 for a minimum cumulative delivery of 499 net residential units:

- County Buildings
- Telford Place
- Crawley Station and Car Parks
- Land North of The Boulevard.

Given that they are located within the Town Centre boundary and that their scale and scope provides significant development opportunity, it is recognised that

development for main town centre uses and/or residential at these locations is appropriate, subject to demonstrating that they:

- i) positively contribute to the competitiveness of Crawley Town Centre and sustainable economic growth in the borough; and
- ii) support the delivery of a minimum of 5,100 net residential dwellings in the borough; and
- iii) support the delivery of a minimum of 499 net dwellings cumulatively across the sites.

Where retail or leisure uses are proposed outside the Primary Shopping Area, a sequential and impact assessment will be required to demonstrate how proposals will promote and enhance the vitality and viability of Crawley Town Centre.

Sites within the Town Centre Boundary allocated solely for housing are listed in Policy H2.

### **Reasoned Justification**

- 5.55 *The council wishes to encourage the regeneration and efficient use of under-utilised town centre and edge-of-centre sites, particularly where this will maximise the potential of outworn buildings and underused land. Proposals should support and diversify Crawley's role as a primary sub-regional centre, enhance the vitality of the town centre, and employment growth opportunities within the town. They should provide facilities for new residents, improve the links between different areas of the town centre and create a good living and working environment.*
- 5.56 *As identified within the Crawley Retail Capacity and Impact Study (2013), there is capacity to deliver up to 26,650 square metres of comparison (non-food) retail development up to 2030. This represents a modest increase in floorspace, and is significantly less than levels previously envisaged in the Core Strategy (2008) at Town Centre North, which is no longer being progressed. Any retail growth up to this level is not of a scale that would change the market shares of expenditure attracted from the wider catchment area, and is, therefore, unlikely to have any significant negative retail impact on other town centres.*
- 5.57 *Developments within the town centre boundary could accommodate a mix of town centre uses, but given the town centre location, the opportunity to provide sustainable residential development in line with Policy SD1 whilst ensuring a balance between economic and housing need for the borough must be satisfied. As well as residential and mixed town centre uses, B1 office uses would also meet an identified need, and leisure uses would also support the regeneration of the town centre.*
- 5.58 *The town centre is a highly sustainable location for residential development and, given Crawley's high levels of housing need and constrained housing land supply, it is critical that town centre sites identified for residential use are prioritised for that purpose and every opportunity taken to maximise the delivery of housing on them. For this reason, Policy EC6 prioritises delivery of sustainable development and consideration of residential and economic development either wholly or as part of mixed-use proposals. It is, however, recognised that some proposals, which would be of significant benefit to the vitality of the town centre and help to meet other needs within the borough, may not be able to accommodate residential into schemes for operational or viability reasons. In these cases, information will be required to demonstrate how the proposals will deliver wider social and economic benefits and that the*



*development as proposed would not impact unacceptably on the ability of the council to meet objectively assessed housing need.*

- 5.59 *Whilst the Policy identifies a number of suitable locations for such development, it is not a comprehensive list and other sites may emerge. These will be identified in the Employment and Housing Trajectories which underpin the Local Plan.*

### **Non-Central Retail and Leisure Development**

- 5.60 The Local Plan vision recognises the vital role of Crawley town centre in providing a social, cultural, entertainment and retail focus for people and communities within Crawley and the wider area and supports its evolution as a healthy and competitive centre. The Local Plan responds to national objectives by setting out requirements for the NPPF sequential and impact tests within a local context.

#### **Policy EC7: Retail and Leisure Development outside the Primary Shopping Area**

Retail and leisure proposals in Crawley will follow the NPPF 'Town Centre first' principle with development directed to the most sequentially preferable and sustainable locations, firstly within the Primary Shopping Area.

Proposals for edge-of-centre or out-of-centre development, will be permitted where it can be demonstrated that:

- a) the proposed development cannot be met on more central sites, having applied the sequential test; and
- b) the impact of the development will not undermine the vitality and viability of the town centre, as existing and planned, or neighbourhood centres.

In assessing the impact of out-of-centre retail development proposals under part b), a retail impact assessment will be required to support proposals for 2,500sqm gross floorspace or greater.

The existing out of town centre retail locations at County Oak and London Road Retail Parks have an established retail warehouse function and should remain the focus for any out-of-centre retail proposals subject to satisfying the sequential assessment and impact testing.

### **Reasoned Justification**

- 5.61 *For the purposes of policy interpretation, town centre sites are defined as those locations falling within the Primary Shopping Area as identified on the Local Plan Map. Sites falling outside of the Primary Shopping Area, though within the Town Centre Boundary, are defined as edge-of-centre sites and these would be the next most sequentially preferable sites. All locations beyond the Town Centre Boundary are, in retail terms, considered to represent out-of-centre locations.*

- 5.62 *As recognised through Policy EC3, office proposals at Manor Royal will be exempt from the sequential test, reflecting the established role of Manor Royal as a sub-regional business district. However, it is recognised that both retail and leisure uses represent a key focus of the Crawley town centre offer, and inappropriate edge-of-centre and out-of-centre proposals have the potential to impact upon the vitality and viability of the town centre. Therefore, non-central development proposals for retail and leisure use will be subject to sequential and, if necessary, impact testing.*

- 5.63 *This Policy reflects the NPPF ‘town centre first’ approach, which recognises town centres as a focus for communities and seeks to maintain their vitality and viability by requiring that development proposals for retail, leisure and office use are directed to town centre locations before other, less central, locations are considered. As per the NPPF sequential approach, if development proposals cannot be located within the town centre, edge-of-centre locations should be investigated and only if suitable sites are not available should out-of-centre sites be considered. The NPPF is clear in outlining that proposals for main town centre uses should in the first instance be directed to town centres, so as to promote their continued vitality, viability, and competitiveness. This was also reflected during consultation on the Local Plan, where residents made it clear that the town centre should remain the focus for retail in Crawley.*
- 5.64 *Within a Crawley context, the evidence base of the Crawley Retail Capacity and Impact Study (2010) and the Crawley Retail Capacity Update (2013) is relevant. These studies recognise that available retail expenditure of up to 26,650sqm over the Plan period is finite, and that available retail capacity should therefore be directed to the town centre in order to help facilitate mixed-use development of town centre sites and protect the continued competitiveness of Crawley town centre.*
- 5.65 *Where out-of-centre retail development is proposed, impact on the vitality and viability of the town centre, and on planned town centre development, will represent a material planning consideration. It is recognised that the impact of out-of-centre retail will be determined by a number of factors, including (but not limited to) forecast trade draw and the extent to which the type of retail proposed is considered to compete with or complement existing and planned town centre uses. As such, non-central retail proposals will be required to demonstrate that the development will not result in a significant adverse impact on the town centre or deliverability of planned development, particularly of the development sites identified in Policy EC6. Where the retail impact threshold set out in Policy EC7 is triggered, applications should be accompanied by a retail impact assessment to demonstrate that the proposal is acceptable in impact terms, making clear how the proposed out-of-centre retail offer would complement, rather than compete with, the current/future town centre and neighbourhood centre offer.*

### **Neighbourhood Centres**

- 5.66 As a New Town, Crawley has been built on the neighbourhood principle, with each neighbourhood providing its own local shops, facilities and services to support the day-to-day needs of residents. Although shopping habits have changed over time, feedback from the Local Plan consultations have shown that the neighbourhood parades remain an important part of Crawley’s make-up; representing a key aspect of Crawley’s character, serving as sustainable locations for local retail and employment and acting as hubs for day-to-day community life.

#### **Policy EC8: Neighbourhood Centres**

In neighbourhood parades, proposals for ground floor change of use, including from Class A1 (Retail), to other uses will be supported provided that proposals:

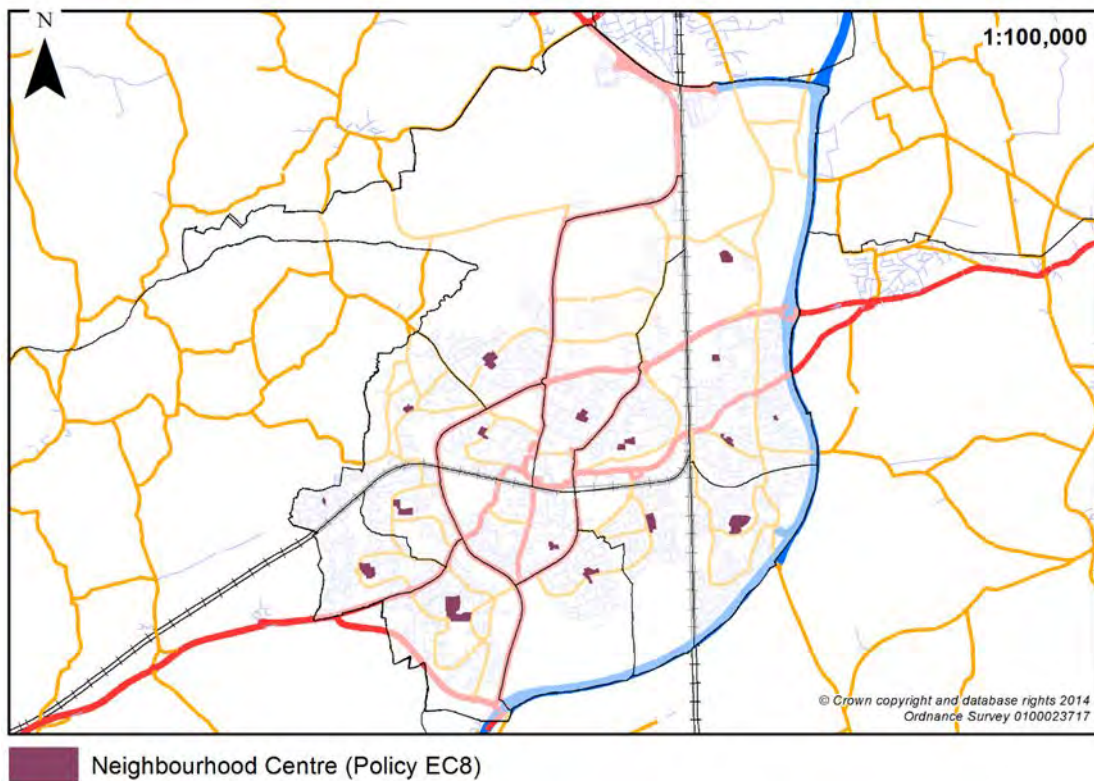
- i) are appropriate to the established role of the neighbourhood centre in terms of scale and function; and
- ii) will not adversely affect the ability of the parade to cater for the day-to-day needs of local residents; and

- iii) will not result in an adverse impact upon the amenity and environment of the locality; and
- iv) will maintain and where possible enhance the vitality and viability of the parade.

In addition to the parades, most neighbourhood centres provide floorspace that contributes to the town's wider employment function. These areas continue to be recognised as sustainable locations for smaller-scale employment use, and economic development proposals will be supported where they meet the policy requirements of Local Plan Policies CH3, EC1 and EC4.

**Reasoned Justification**

5.67 *The neighbourhood principles contained within the original Crawley masterplan continue to reflect Government guidance, particularly in meeting local needs and reducing the need to travel by focusing shops, schools, small-scale employment uses and community services and facilities in accessible locations. Throughout Local Plan consultations, residents have been clear to highlight the important role of the neighbourhood parades and a desire to see their retail-led function maintained for future years. The role of neighbourhood centres in each neighbourhood will, therefore, be protected to ensure this important function is maintained.*



5.68 *The function of the parades has gradually changed over time, and in addition to shops that perform a local shopping function, many parades are now home to more specialist retailers (for example, bridal wear or musical instruments) supported by a range of non-retail uses including takeaways and betting shops. Whilst non-retail uses can provide an important local function, there is risk that the presence of too many can undermine the ability of the parade to meet local shopping needs and all are still anchored by at least one convenience retailer. It is vital, therefore, that each neighbourhood parade continues to offer a good balance of shops and services to support residents' day-to-day needs, whilst providing flexibility to allow for other appropriate uses.*

## **Rural Economy**

- 5.69 Supporting new small-scale economic development and tourism creates jobs and prosperity by encouraging the appropriate economic growth of rural areas beyond the Built-Up Area Boundary.
- 5.70 The borough contains some agricultural, commercial and recreational enterprises in the countryside. It is inevitable that these will have development needs. Whilst positively promoting the rural economy, it is vital that these needs are balanced against the overall strategy to limit the urbanising effect of development on the countryside, and the need for such activities to be in accessible locations. As recognised within the NPPF, the sequential test will not be required for small-scale rural offices or other small-scale rural development.

### **Policy EC9: Rural Economy**

The following development is supported beyond the built-up area boundary:

- a) New small-scale economic development, including tourism-related development;
- b) The reuse of existing buildings or land for business or tourism;
- c) The extension or replacement of buildings, when well-designed.

Development and diversification of agricultural and other land-based rural businesses will be permitted, provided the business is ancillary to the operation of the holding and situated on, or adjacent to, the holding.

Development proposals which would cause the permanent loss of the best and most versatile agricultural land (Grades 1, 2 and 3a in the DEFRA Agricultural Land Classification system) will not be permitted unless it can be demonstrated to the satisfaction of the borough council that there are no appropriate alternatives and there are over-riding sustainability benefits.

Any proposal must also meet the requirements of Policy CH9: Development Outside the Built-Up Area.

### **Reasoned Justification**

- 5.71 *The council recognises the need to support the economic needs of the main urban area and rural communities beyond by responding positively to opportunities for growth.*
- 5.72 *This Policy supports economic growth in Crawley's rural areas in order to create jobs and prosperity. A positive approach is taken to sustainable new development that respects the character of Crawley's urban rural fringe and countryside beyond.*

## Housing

*By 2030, about 5,000 new homes will have been built to support the needs of the growing population. A mix of new homes will be designed for residents in all stages of life. These will be built in locations which respect the town's unique development and design principles and preserve the most valued of the town's environmental features.*

*Local communities will be directly involved in planning how the town grows and develops in order to achieve the best outcome for all concerned; particularly where difficult choices have to be made.*

*Neighbourhoods will continue to feature in the development of the town, recognising the important role they play in helping shape and develop communities.*

- 6.1 The population of Crawley has been rising significantly over the past three decades, increasing by about 22% from 88,750 in 1991 to 106,600 in 2011. In terms of population structure, Crawley has a greater proportion of younger people (between the ages of 25 and 34) and a lower percentage of elderly people, compared with the rest of the South East. In fact, about two-thirds of Crawley's population are younger than 45 years of age with 24% of residents aged between 30 and 44. Inward migration has traditionally been greater than out-migration, which has contributed towards continued population growth.
- 6.2 Crawley provides a critical role in the Northern West Sussex Housing Market Area (comprising Crawley Borough, Horsham and Mid Sussex Districts and a small part of Reigate and Banstead Borough) offering a substantial stock of affordable, well-designed, family accommodation. In comparison to the other districts within the Housing Market Area, Crawley has a housing mix skewed towards smaller and cheaper housing, but with a high proportion of three-bedroom terrace properties built as a key component of the New Town housing stock. It also has higher levels of social tenure accommodating those unable to access private housing (rental or purchase), in contrast to other parts of the housing market.
- 6.3 The 'Crawley-Gatwick' sub-region, as defined by wider research carried out across the south-east<sup>30</sup>, overlaps strongly with the Crawley Travel to Work Area and is characterised by a high level of self-containment. It overlaps with the Brighton and Sussex Coast to the south, South London and areas adjacent to the north of the North Downs, and the Guildford/Woking sub-region to the West. In particular for Crawley, it is recognised that there is some overlap between the Crawley-Gatwick Housing Market and the housing markets of Mole Valley, Reigate and Banstead, and Tandridge<sup>31</sup>.
- 6.4 Crawley is a compact borough, with developable land further constrained by the airport in the north of the borough. The town's recent history as a twentieth century new town means the area was comprehensively planned and built out on a neighbourhood basis. A further neighbourhood was added in the 1990s (Maidenbower), and the most recent neighbourhood, Forge Wood, located to the North East of the built-up area, has outline planning permission with the first phase reserved matters applications approved and construction started to

<sup>30</sup> Identifying the Local Housing Markets of South East England (2004) DTZ Piedad Consulting on behalf of South East Regional Assembly and Homes and Communities Agency

<sup>31</sup> Northern West Sussex Strategic Housing Market Assessment (2009) GVA Grimley

provide around 1,900 dwellings supported by neighbourhood community facilities. In addition to these neighbourhood developments and limited intensification of the small areas of unconstrained land within the built-up area, a further new neighbourhood beyond the borough boundary to the west (Kilnwood Vale) in Horsham District is now under construction.

## Chapter Content

- 6.5 This chapter identifies policies that support appropriate residential development within the borough in line with the vision and priorities of this Local Plan. It sets the housing provision target for the Plan period and identifies key sites and policies to support the delivery of housing within the borough.

## The Key Issues

### Existing Housing:

- 6.6 There are approximately 43,000 dwellings in Crawley. 60% of the town's housing is owner-occupied with 25% being affordable properties (social or affordable rent or part ownership). The number of people living in privately rented accommodation has increased significantly in the last 10 years, and accounts for almost 15% of households (in 2011) compared with 6% in 2001. Almost 97% of the affordable housing stock is rented, with the remainder being part-owned (shared-ownership). Terraced housing makes up the largest share of the stock (42%), with the rest comprising flats (23%), semi-detached (21%) and detached housing (14%).
- 6.7 Overall, the housing stock appears well suited to younger working people (single households and those with young families) seeking to enter the housing market, but the supply of larger housing and high-end market housing is more limited.

### Past House Building:

- 6.8 The number of dwellings built each year has varied considerably in the last ten years. House building peaked in 2007/8 at nearly 700 units largely due to the development of the Apple Tree Farm site in Ifield. Since then, despite a considerable number of planning permissions, there has been a significant reduction in completions, largely due to the economic downturn. 202 dwellings were built in the year 2011/12, mostly through redevelopment of the former Leisure Centre ('Pembroke Park'), whilst only 78 dwellings were completed in 2012/13 and 157 in 2013/14. This downturn, along with an increasing number of permissions having lapsed and completion of some of the larger development opportunities in the town, will have significant implications for housing supply in the immediate future.
- 6.9 Higher completion rates of around 600 dwellings per annum were achieved in the early to mid 1990s with the majority of dwellings built at Maidenbower, the most recent of the 13 neighbourhoods to be built. Since then, dwellings have been built throughout the town, with Three Bridges having delivered the most (due to the delivery of 'Pembroke Park'). Significant numbers have also come forward in Ifield and Pound Hill. Some neighbourhoods, including Tilgate and Gossops Green, have experienced little house building activity. The total number of dwellings built in Crawley each year has averaged around 320 dwellings in the last 10 years, whilst the rate over the past 20 years has averaged 400 dwellings per annum which includes the construction of Maidenbower in the early 1990s. 28% of new build housing over the past 20 years has been affordable with a significantly greater proportion (37%) secured in the last decade.

## **Housing Need:**

6.10 The NPPF requires local authorities to demonstrate that they are meeting the full, objectively assessed needs for market and affordable housing in the Housing Market Area providing that this is consistent with the policies of the Framework. Key sites which are critical to housing delivery should be identified alongside an annual supply of 'deliverable' sites to provide a five-year supply of housing measured against the local authority's housing requirement. Local authorities are also required to ensure choice and competition in the housing market. A supply of specific, 'developable' housing sites or broad locations for growth, for years 6-10, should also be identified and, where possible, for years 11-15<sup>32</sup>.

## Objectively Assessed Housing Needs

6.11 The Crawley Locally Generated Housing Needs Assessment 2011 (LGHNA 2011) provides a key piece of evidence for the Local Plan. This assessment considered a wide range of scenarios about the level of housing that would be required depending upon differing assumptions on migration, economic growth, commuting patterns and affordable housing needs. The assessment confirmed that high levels of natural change, with births projected to exceed deaths, will be the key driver in growth in the number of households and in the labour force. Unlike many locations in the South East, where the ageing structure of the population means the number of economically active people is projected to fall, in Crawley, the younger structure of the population means natural growth is set to drive increases in the indigenous labour force.

6.12 The demographic baseline scenario, which has been calculated to ensure it meets household and population projections and takes account of migration and demographic change, is considered to be the key determinant of the housing needs of the borough. The LGHNA 2011 identified a requirement for 542 dwellings per annum over the Plan period under a demographic baseline scenario equalling a total of approximately 8,100 dwellings over the period to 2030.

6.13 Additional work was undertaken in early 2014 to determine the demographic housing needs of the borough over the Plan period using the latest population and household projections (2011 Population Projections and 2012 Household Estimates) and 2011 Census data<sup>33</sup>. This update (2014 Second Model Run) identified an annual requirement for 535 dwellings per annum, incorporating refinements to migration in the latter part of the Plan period, from 2025/26 onwards. The Objective Assessment of Crawley's Housing and Economic Needs in early 2015<sup>34</sup> brought together the full range of influences on the level of housing need arising in the borough, including natural growth, economic growth, migration, suppressed demand from previous years, vacancy rates and affordable and market housing signals. On the basis of this evidence, as qualified by the conclusions of the Local Plan examination Inspector<sup>35</sup>, the Objectively Assessed Housing Need requirement for the borough is 675 dwellings per annum.

---

<sup>32</sup> A housing trajectory for the period to 2030 should identify all residential permissions and sites accompanied by a Housing Implementation Strategy. Local authorities may make allowance for windfall sites in their 5-year land supply if they have 'compelling' evidence these sites have consistently become available and will continue to provide a reliable source of supply. Any windfall allowance should not include capacity from the development of residential gardens.

<sup>33</sup> See Topic Paper 2: Housing Need (November 2014) Crawley Borough Council

<sup>34</sup> Objective Assessment of Crawley's Housing and Economic Needs (March 2015) Chilmark Consulting Ltd.

<sup>35</sup> Report on the Examination into Crawley Borough Local Plan 2015-2030, paragraphs 20-30 (2 November 2015) Inspector Martin Pike BA MA MRTPI, The Planning Inspectorate

## Northern West Sussex Strategic Housing Market Assessment

- 6.14 The 2009 Northern West Sussex Strategic Housing Market Assessment (SHMA) was commissioned for Crawley, Horsham and Mid-Sussex<sup>36</sup>. It was revisited in October 2012<sup>37</sup> to provide an update on the current and future housing market and affordable housing needs in Northern West Sussex. A further (PPG compliant) update was undertaken in 2014<sup>38</sup> (subsequently referred to as “2014 SHMA” or the “Affordable Housing Needs Model Update, 2014”) with Horsham District Council and Mid Sussex District Council to provide a more up-to-date picture of affordable housing needs given that the housing market has changed considerably since 2012.
- 6.15 The 2014 SHMA reaffirms the importance of Northern West Sussex as a single Housing Market Area centred on Crawley and Horsham and extending towards Haywards Heath and Burgess Hill to the south and Horley to the north. The Assessment concludes that the housing market is beginning to recover from the economic recession with increased demand, house price recovery and consumer confidence. However, the underlying challenge of unaffordability of market housing (particularly entry-level) remains with the lower quartile house price to income ratio averaging 7:1.
- 6.16 Identifying the needs for affordable housing (scale, mix and tenure) is a key objective of the SHMA, ensuring that the quantity of housing required by households who are unable to access suitable accommodation without financial assistance is assessed. The term “affordable” is taken to mean housing for rent through a registered provider (social rented or affordable rental) as well as intermediate housing (shared ownership and shared equity properties). The identification of need should take into account migration and demographic change over the Plan period.
- 6.17 The SHMA provides a high and low estimate of need. The low estimate is derived from those on a local authority’s waiting list classified as being in greatest housing need (‘reasonable preference’), whilst the high estimate includes all those on the waiting list (excluding transfers). In 2014, the ‘reasonable preference’ group within Crawley comprised 55% of the council’s entire waiting list. It is recognised that this priority group has predominant influence over the required housing mix within the borough, particularly during times of low delivery and high backlog in the provision of affordable housing. The mix of house types is recommended to be made up of 25% one-bedroom units, 50% two-bedroom units and 20% three-bedroom units. This proposed mix should be considered within the context of any particular scheme, and it should not be regarded that affordable housing may be provided in only flatted accommodation by virtue of the requirement for smaller house types.
- 6.18 Maximising the amount of affordable housing is a key objective of the Local Plan. However, this needs to be measured against other objectives to achieve a good balance of housing and provide choice for a range of housing sizes, types and tenures. Equally, the approach to developing affordable housing policy must be tested against viability considerations to ensure the maximum proportion can be achieved without rendering development unviable.

### **Housing Land Supply:**

- 6.19 Local authorities are encouraged to deliver a wide range of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and

---

<sup>36</sup> Northern West Sussex Strategic Housing Market Assessment (2009) GVA

<sup>37</sup> Northern West Sussex – Crawley Strategic Housing Market Assessment Update (2012) GVA Grimley

<sup>38</sup> Northern West Sussex Housing Market Area ‘Affordable Housing Needs Model Update’ (2014) Chilmark Consulting Ltd.



mixed communities. In doing so, planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (i.e. families, elderly, people with disabilities).

- 6.20 In adopting a flexible approach, empty housing and buildings should be brought back into residential use and where appropriate, powers of compulsory purchase used more widely. Planning policies should avoid the long term protection of sites and land allocations should be regularly reviewed. Proposals for residential development should generally be approved where there is an identified need for additional housing provided there are no reasons why development would be inappropriate.
- 6.21 Crawley's development as a series of comprehensive neighbourhoods, many of which have also accommodated a significant amount of infill housing in the last decade, means that the capacity of the built up area to accommodate further housing is limited. The planned areas of open space (both formal and informal) within the neighbourhoods are clearly highly valued by local residents for their amenity and recreational value. The tight relationship between the Built-Up Area Boundary and the borough's administrative boundary further limits capacity. The need to safeguard land for a potential second runway at Gatwick Airport, together with the noise contours associated with both a single and potential two runway scenario, further limits the potential for additional housing in the northern parts of the borough. However, if any of this land is released from safeguarding and/or threat of future aircraft noise following a decision on the location of new runway capacity, then opportunities for housing in this area will be explored. Areas on the periphery of Crawley, both within and outside the borough boundary, will continue to be assessed in partnership with the adjoining authorities.

#### Crawley's Strategic Housing Land Availability Assessment

- 6.22 To determine a realistic assumption for the quantum of housing land supply within the borough, a Strategic Housing Land Availability Assessment (SHLAA) has been undertaken, and forms part of the evidence base for the Local Plan. The primary role of the SHLAA is:
- The identification of sites potentially suitable for housing development;
  - An assessment of the housing potential and the capacity of these sites;
  - An assessment of their suitability, availability and achievability; and
  - An assessment of the likely timeframe for development of these sites.
- 6.23 The SHLAA does not determine whether a site should be progressed through the Local Plan process as a housing allocation, nor does it automatically mean that planning permission is certain. It merely carries out an assessment of sites that could be suitable for housing development, and whether and when such sites could be developed.
- 6.24 An economic viability assessment of SHLAA sites that form the supply-led housing figure over the Plan period has also been undertaken. This has assisted in identifying a supply of specific deliverable sites sufficient to provide five years land supply measured against Crawley's housing requirement (including 5% buffer) and a supply of specific, developable sites or broad locations for growth, for years 6-10 and 11-15. This economic viability has applied the likely costs of new housing developments, such as requirements for affordable housing, space standards, environmental policies, infrastructure contributions (Section 106 and/or CIL) and has factored in the normal development costs and mitigation.

- 6.25 Taking into account the suitability, availability, achievability and deliverability of housing sites within the borough, the SHLAA has identified a housing land supply which provides a total of 5,425 net dwellings including windfalls<sup>39</sup>; 5,123 of which are anticipated to be delivered over the Plan period (i.e. excluding those built during the financial years 2013/14 and 2014/15).

#### Crawley's Windfall Allowance

- 6.26 The NPPF states that local planning authorities can make an allowance for windfall sites in the housing land supply, if compelling evidence is put forward that such sites have and will consistently become available. This allowance should be realistic, having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates, and expected trends. It should not include residential gardens.
- 6.27 It is anticipated that a total of 825 dwellings (at a rate of 55 dwellings per annum) will come forward through windfall sites in the Plan period as detailed in the council's Housing Trajectory and Housing Implementation Strategy.

#### **Housing for Older People:**

- 6.28 Although Crawley has a greater proportion of younger people than the rest of the south east, with two-thirds of its population under 45 years of age, the need to provide housing for older people is an increasingly important issue for Crawley, with 13% of the population aged over 65<sup>40</sup>. The population in Crawley has increased in all age cohorts over the age of 30 and reduced in all those younger than 30, with the largest growth in proportion in the retirement population which increased by 2.8% over the 20 year period to 2009.
- 6.29 Housing elderly people, and meeting their needs through either support or care, is a complex matter. Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. New dwellings, as set out in Policy CH5, should be designed to accessibility standards which allow for future adaptation as the circumstances of the occupiers change, allowing for longer supported independent living.
- 6.30 Providing suitable and alternative housing for older people to move to, can free up houses that are under occupied. New housing built to more modern standards of sustainability is also attractive to older people as this offers lower maintenance and running costs. While housing for older people may require special consideration with regards to design, proximity and security, it is usually considered to be the least intrusive form of new housing development, with a lower impact on traffic, often resulting in a reduced parking requirement, and is thereby more readily accepted by existing local communities. For this reason, provided the densities of any proposals ensure the capacity of the site is maximised, any site considered appropriate for housing development would be positively considered for older people's accommodation through the decision-making process.
- 6.31 As Care Home stock forms a very specific part of the housing needs market, it is considered this falls within the definition set out in the CBLP for 'Infrastructure' which confirms that: "infrastructure includes a wide range of services and facilities such as"... "affordable housing"... "health, social infrastructure, community facilities"... Policy IN1: Infrastructure Provision,

---

<sup>39</sup> Figure is based on the period as shown within the full Housing Trajectory (1 April 2015) to the end of the Plan period: 2030.

<sup>40</sup> Population Mid-Year Estimates 2013 (June 2014) ONS

therefore, applies in relation to the protection of existing Care Home facilities. Under this Policy the loss of such provision through the redevelopment of sites for alternative uses would be prevented unless an equivalent replacement or improvement is provided, or there is sufficient alternative offer in the area.

**Gypsy, Traveller and Travelling Showpeople:**

- 6.32 The Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (2013) identified a need to find a reserve site suitable for accommodating ten Gypsy and Traveller pitches to meet potential accommodation needs arising from the existing community currently living within Crawley over the whole Plan period.
- 6.33 The assessment identified approximately 30 Gypsy, Traveller and Travelling Showpeople households living within Crawley; with 77 individuals identifying themselves as a 'White Gypsy or Irish Traveller' within the 2011 Census.
- 6.34 The completed questionnaires identified a demand for pitches, particularly through:
- the aspiration for Gypsy and Traveller children to live on a pitch;
  - desire to move out of their current bricks and mortar accommodation owing to preference; and
  - the anticipation of new family formations expected to arise from the existing households within Crawley.
- 6.35 It is considered that none of the participants in bricks and mortar accommodation demonstrated an immediate 'need' in terms of having a proven psychological aversion to bricks and mortar accommodation. However, a growth rate of 3% has been applied to the number of households currently living within Crawley for the purposes of estimating the potential future need which may arise from the current population over the Plan period (beyond the first five years). This resulted in a Local Plan need for a reserve site suitable for accommodating up to ten Gypsy and Traveller pitches.
- 6.36 None of the surveyed Gypsy and Travellers indicated that they owned land which they wished to be considered for a Gypsy and Traveller site.
- 6.37 The borough is heavily constrained by its administrative boundaries, which in most parts of the borough do not extend significantly beyond the Built-Up Area. The presence of Gatwick Airport also renders a significant amount of land in the north of the borough unsuitable for residential development (particularly Gypsy and Traveller accommodation) due to noise constraints; and other areas of land are constrained by flood risk. These factors limit the opportunities for providing a suitable site for permanent caravan accommodation but a possible location for a reserve site has been identified.

## Local Plan Policies

### Housing Provision

- 6.38 The Local Plan provides a supply of housing sites to support delivery towards meeting the needs of present and future generations, whilst reflecting the physical constraints of the borough and the other policy objectives within this Plan.
- 6.39 These constraints include Local Green Space, designated heritage assets (Listed Buildings, Conservation Areas and Scheduled Ancient Monuments), sites of nature conservation importance, ancient woodland, structural landscaping, airport safeguarding/aircraft noise, and open space and floodplains. These constraints, together with the tight relationship between the Built-Up Area Boundary and the borough's administrative boundary,

significantly limit capacity. The exception to this are the potential opportunities which may be found for higher density schemes within a greater mixed use town centre.

- 6.40 It is, therefore, recognised that continued cross-boundary working to understand the nature of the wider housing market area is essential to ensure that housing needs are being met in an appropriate and functional manner. There is already a long-established means of working, initially through the West Sussex Structure Plan, and more recently through numerous joint evidence base documents (including the joint Strategic Housing Market Area Assessment with Mid Sussex and Horsham District Councils), a joint Development Plan Document for the West of Bewbush neighbourhood (with Horsham District Council), and the Gatwick Diamond Local Strategic Statement and Memorandum of Understanding.

### Policy H1: Housing Provision

The council will positively consider proposals for the provision of housing to meet local housing needs, taking a pro-active approach to identifying suitable sites for housing development and working to overcome constraints wherever possible, whilst ensuring against detrimental town-cramming or unacceptable impacts on the planned character of the existing neighbourhoods or on residential amenity.

All reasonable opportunities will be considered including: brownfield sites; surplus green space; town centre living; and opportunities on the edge of Crawley, where these are consistent with the other policies and proposals in this Local Plan and the principle of sustainable development.

The Local Plan makes provision for the development of a minimum of 5,100 net dwellings in the borough in the period 2015 to 2030<sup>41</sup>.

There will be a remaining unmet housing need, of approximately 5,000 dwellings, arising from Crawley over the Plan period. The council will continue to work closely with its neighbouring authorities, particularly those which form the Northern West Sussex Housing Market Area, in exploring opportunities and resolving infrastructure and environmental constraints in order to meet this need in sustainable locations. This will include continued assessment of potential urban extensions to Crawley.

### **Reasoned Justification**

- 6.41 *The housing figure identified in Policy H1 represents a 'supply-led' requirement, and reflects the compact nature of the borough, its limited land availability and significant environmental, airport noise and safeguarding constraints.*
- 6.42 *The majority of housing delivery (against the borough's housing requirement) will take place in the Years 1–12 of the Plan period, beyond which capacity, and therefore identified delivery, is expected to be significantly lower (as illustrated in the Housing Trajectory and Housing Implementation Plan). This is primarily due to the development of Crawley's new neighbourhood of at least 1,900 dwellings, Forge Wood, which forms a major part of housing delivery in the first ten years of the Plan period and is the last remaining large area of relatively unconstrained land in the borough. The varied nature of housing land supply (and associated housing delivery) over the Plan period makes it difficult to*

---

<sup>41</sup> This includes the additional 5% buffer within Years 1-5 as required by paragraph 47 of the National Planning Policy Framework as detailed in the council's Housing Trajectory, 1 April 2015

*identify an annual housing delivery target within Policy H1. However, an annualised average delivery of 340 dwellings per annum is anticipated.*

- 6.43 *The council has endeavoured to ensure that every opportunity for residential development within the borough has been fully considered through the Local Plan process during the Issues and Options, Preferred Strategy and Additional Sites consultation stages. The council has also undertaken specific evidence base studies (such as the Open Space, Sport and Recreation Study, Transport Modelling and Viability Assessment) and, in particular, the Urban Capacity Study to identify and assess sites for housing. Any additional sites from this work have been identified within the council's Strategic Housing Land Availability Assessment as being suitable for development and either 'deliverable' in Years 1–5 or 'developable' in Years 6–10 or 11–15. The SHLAA also identifies a number of sites which are considered suitable for residential development but unlikely to come forward due to factors such as ownership and viability, and these sites cannot reasonably be expected to count towards housing land supply. However, the council will continue to work proactively with landowners to address the key barriers to bringing these sites forward. The supply figure should therefore be considered as a minimum.*
- 6.44 *The constrained nature of Crawley's land supply means that approximately 50% of the borough's predicted demographic housing need over the next 15 years can be met within the borough boundaries. The remaining unmet housing need from Crawley, of 5,000<sup>42</sup> over the Plan period, will be delivered through the Local/District Plans covering the remainder of the Northern West Sussex and East Surrey Housing Market Areas, as far as is consistent with planning policies to do so, as agreed through the Northern West Sussex Position Statement with Horsham and Mid Sussex District Councils and the Statement of Common Ground on meeting strategic housing needs with Reigate and Banstead Borough Council.*
- 6.45 *Opportunities for urban extensions immediately adjoining Crawley's borough boundaries will continue to be explored with Crawley's neighbouring authorities. Also, if safeguarding is lifted and a decision made to locate additional runway capacity elsewhere in the country, opportunities to the north of Langley Green and Forge Wood will be fully assessed for additional housing provision.*

### **Key Housing Sites**

- 6.46 New housing is considered integral to the creation of sustainable neighbourhoods in Crawley. The council will ensure that new housing opportunities are identified according to both land availability and the characteristics of individual neighbourhoods. This approach will respect the town's unique neighbourhood development and design principles and preserve the most valued of the town's environmental features such as open space and strategic landscaping.
- 6.47 Although there is limited housing at present, the town centre represents a highly sustainable location for residential development with immediate access to facilities, services, and transport links. Residential development also adds vitality to the town centre, bringing life into the centre and supporting the evening economy. Housing development is, therefore, encouraged in the town centre, either as mixed use or wholly residential schemes or as conversions of the upper floors of existing retail premises.

---

<sup>42</sup> 10,125 dwellings objectively assessed housing need (Chilmark Consulting, 2015, 675dpa x 15 years) – 5,123 dwellings supply (CBC Housing Trajectory, April 2015) = 5,002 dwellings unmet need

## Policy H2: Key Housing Sites

The following sites are identified as key housing sites and allocated on the Local Plan Map. These are considered to be critical to the delivery of future housing in Crawley and are identified as being 'deliverable' within the first five years of the Plan (2015/16 – 2019/20) or 'developable' in years 6–10 (2020/21 – 2024/25)<sup>43</sup>. To ensure the delivery of the overall minimum housing figure set out in Policy H1, as supported by the Housing Trajectory, indicative capacity figures for each site are shown in brackets below.

### Deliverable

- Forge Wood, Pound Hill (1,900 dwellings)
- Ifield Community College, Ifield (125 dwellings)
- Southern Counties, West Green (218 dwellings, mixed use priority for residential)
- Land adjacent to Desmond Anderson, Tilgate (100 dwellings)
- Fairfield House, West Green (93 dwellings)
- 15 – 29 Broadway Upper Floors, Northgate (57 dwellings)
- Kilnmead Car Park, Northgate (40 dwellings)
- Zurich House, East Park, Southgate (59 dwellings)
- Goffs Park Depot, Southgate (30 dwellings)
- Former TSB site, Russell Way, Three Bridges (40 dwellings)
- Land adjacent to Langley Green Primary School, Langley Green (30 dwellings)
- 5 – 7 Brighton Road, Southgate (48 dwellings)

### Developable

- Longley Building, Southgate (48 dwellings)

### Town Centre Key Opportunity Sites (499 net dwellings); comprising:

- Telford Place, Three Bridges (deliverable)
- Crawley Station and Car Parks (deliverable)
- County Buildings (deliverable)
- Land North of the Boulevard (developable)

### Housing and Open Space Sites

- Tinsley Lane, Three Bridges (deliverable) 120 dwellings, mixed use recreation/residential. Development of this site must include:
  - i. the replacement of Oakwood Football Club;
  - ii. senior football pitch and facilities;
  - iii. a junior 3G football pitch;
  - iv. community use arrangements for the sports pitch facilities;
  - v. enhancement and management for public access of Summersvere Woods;
  - vi. on-site publicly accessible play space and amenity greenspace.
  - vii. Consideration should also be given to the provision of allotments.

Development must also be carefully planned, laid out and designed to minimise potential future conflicts and constraints on the important minerals function of the adjacent safeguarded minerals site.

Full details of the requirements relating to this site will be set out in a Development Brief.

<sup>43</sup> Crawley Borough Council Housing Trajectory, 1 April 2015

- Breezehurst Drive Playing Fields, Bewbush (developable) 65 dwellings, mixed use recreation/residential. Development of this site must include:
  - i. the retention of good quality pitch provision to the south of the pavilion; provision of enhanced pitch drainage off-site; and
  - ii. new or retained provision of changing facilities to be directed towards Skelmersdale Walk Playing Fields or other suitably located provision to meet future fluctuations in demand for pitch sports.
  - iii. Consideration should also be given to the provision of allotments off-site should demand from residents exist.

These requirements will be set out in full in a Development Brief.

- Henty Close, Bewbush (developable) 24 dwellings. Development of this site must:
  - i. provide a replacement play area of equivalent or better quantity and quality in a suitable location.

#### Housing, Biodiversity and Heritage Site

- Land east of Balcombe Road/Street Hill, Pound Hill (developable) 15 dwellings. The design and layout of the development of this site must:
  - i. respect its setting outside the built up area and the rural character of the Worth Conservation Area;
  - ii. concentrate the residential element and associated infrastructure towards the least sensitive areas, where possible, and to be located within the southern section of the housing, biodiversity and heritage site;
  - iii. reflect, enhance and ensure no significant harm to the locally designated historic parkland;
  - iv. allow a suitable unbuilt margin around the archaeologically sensitive Moat;
  - v. limit harm to the species-rich meadow grassland which contributes to the Site of Nature Conservation Importance;
  - vi. maintain the woodland vegetation barrier between the development and the church, to retain the historic significance of the context of Worth Church; and
  - vii. be accompanied by a long-term commitment to the ecological enhancement and proper management of the remainder of the SNCI (excluding the ponds and woodland in the centre and north-east in separate ownership) for the benefit of biodiversity.

Detailed ecological and archaeological assessments must be carried out and adequate mitigation and compensation measures provided to offset any harm caused to the site's important assets.

These requirements will be set out in full in a Development Brief.

#### Housing for Older People

- Oakhurst Grange, Southgate (deliverable) 55 dwellings as residential Class C3 use or up to 120 residential rooms as Class C2 (Residential Home) use. Development of this site should specifically meet the needs of older people, either as a care facility in the form of Extra-Care or Residential Care or to provide general housing designed to meet particular needs of older people, including being wheelchair adapted dwellings meeting Building Regulations Part M, category 3 accessibility standards.

#### Broad Locations

The remainder of the land within the Town Centre Boundary outside the identified Town Centre Key Opportunity Sites (above), residual land at Forge Wood, Pound Hill and Land East of London Road, Northgate are identified as broad locations for

housing development in years 6–10 and 11–15 with the capacity to deliver a minimum of 156, 150 and 171 net dwellings respectively.

### **Reasoned Justification**

- 6.48 *This Policy demonstrates how the Local Plan makes provision for the delivery of a minimum of 5,100 net additional dwellings in the borough between 2015 and 2030. This includes the 5% additional buffer required within the first five years of the Plan to ensure greater competition and choice in the supply of housing land. The council has undertaken a Strategic Housing Land Availability Assessment (SHLAA) which identifies land that has the potential for residential development in the borough. The results of the SHLAA are used to demonstrate an annual five-year housing land supply and to identify sites that are likely to come forward for residential development over the lifetime of the Local Plan.*
- 6.49 *Through the SHLAA process, the council has been able to identify a number of deliverable and developable sites to meet the housing target for the Local Plan period. In this regard, the council can demonstrate that it can satisfy the government's requirement to identify specific 'deliverable' sites to meet the first five years housing supply and specific 'developable' sites or broad locations for years 6–10 and 11-15. It is considered that the additional 5% buffer requirement (17 dwellings per annum in the first five years) is capable of being delivered in the period 2015/16 – 2019/20.*
- 6.50 *A number of sites within the Town Centre boundary have been identified as Key Opportunity Sites in Policy H2. These sites have the capacity to deliver a minimum of 499 net dwellings cumulatively through residential or mixed-use development. Proposals for mixed-use (including non-residential) development on these sites will be considered favourably providing they can demonstrate the delivery of wider vitality and viability benefits to the Town Centre, and that their development would not undermine the delivery of a minimum of 499 net dwellings in the period 2015/16 to 2024/25 (Years 1-10 of the Plan) and 5,100 net dwellings in the borough in the period 2015-2030 (as defined in Policy EC6). The council's delivery against these targets will be subject to ongoing monitoring and identified in the Authority's Monitoring Report.*
- 6.51 *In determining how far Crawley can meet its own housing needs, detailed assessments have been carried out to ensure the town balances competing land uses in a sustainable manner. This includes landscape character assessments, open space and economic growth assessments alongside the Urban Capacity Study and Strategic Housing Land Availability Assessments. Two sites have been identified and allocated on the Local Plan Map for 'Housing and Open Space'. These are Tinsley Lane, Three Bridges (Deliverable) and Breezehurst Drive, Bewbush (Developable). The layout of these sites has been considered in more detail to ensure they can deliver the quantum of housing within the constraints identified by the open space study for meeting recreational open space needs<sup>44</sup>. A development brief will be prepared for each of these sites to ensure their development adheres to the requirements of the Open Space, Sport and Recreation Study and Playing Pitch Study; critical elements of these are set out in the Policy. For Tinsley Lane this will involve consideration into the needs of the existing football club; whilst for Breezehurst Drive sports pitch improvements will be required both on-site and off-site. The balance between housing and on-site open space will be determined through the design and layout of a detailed scheme.*

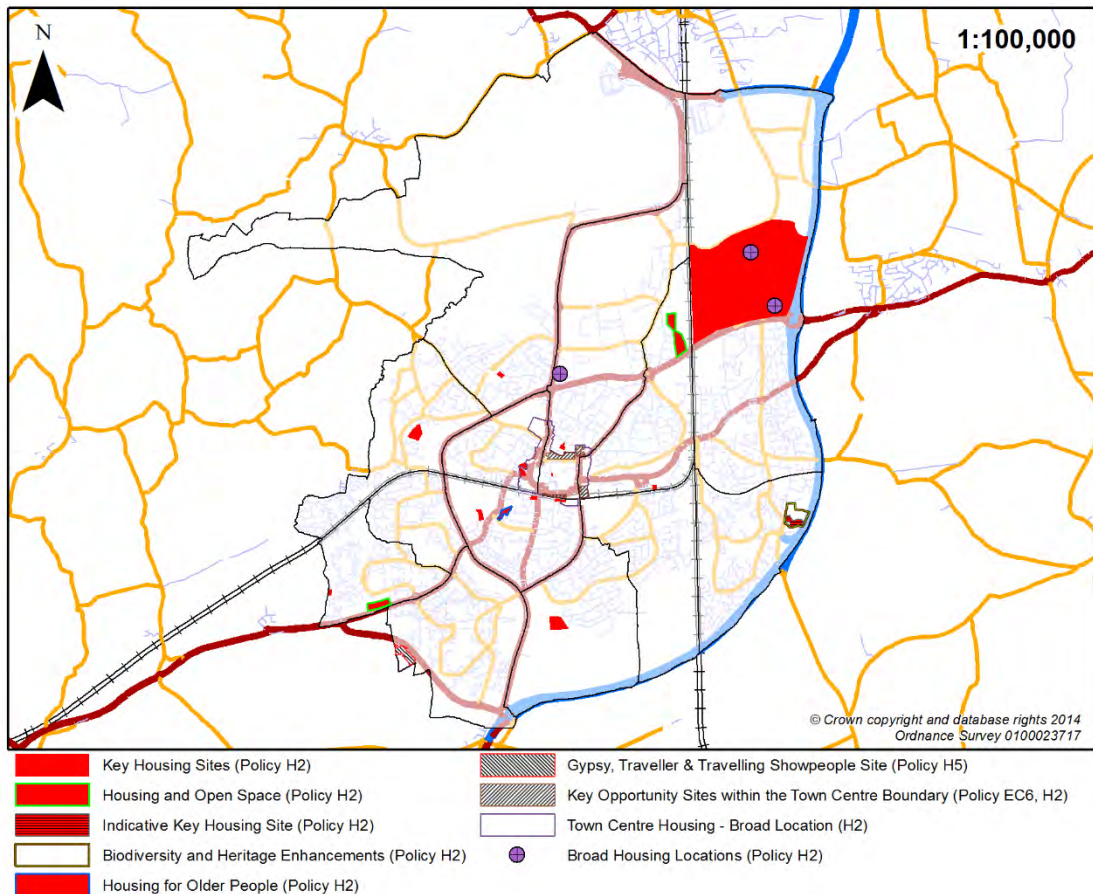
<sup>44</sup> In accordance with paragraphs 73 and 74 of National Planning Policy Framework (2012) DCLG



- 6.52 *A third open space site (Bewbush West Playing Fields) has also been identified as having some potential for delivering a degree of housing. However, further analysis has indicated this should be in the form of a small housing site to the south of the playing fields (west of Henty Close) to enable improved linkages and enhanced urban design and principles of designing out crime, into the new Kilnwood Vale neighbourhood at the point of the proposed bus, pedestrian and cycle connection. This would result in the need to replace the loss of a small play area, but would include the retention of the two sports pitches and a pavilion associated with the playing fields.*
- 6.53 *Tinsley Lane is located in close proximity to Crawley Goods Yard which is a safeguarded minerals site. Development must be carefully planned, laid out and designed to minimise potential future conflicts and constraints on its important minerals function.*
- 6.54 *Land east of Balcombe Road/Street Hill has a number of heritage and environmental constraints which must be carefully considered and addressed through the design and layout of a development scheme. These include:*
- i. Forming part of the historic countryside setting of the Grade I listed Church;*
  - ii. Its allocation within the Worth Conservation Area;*
  - iii. Its Site of Nature Conservation Importance designation (with species-rich meadow grassland as its important ecological attribute);*
  - iv. Containing an archaeological sensitive asset: the Moat;*
  - v. Forming part of an Historic Park and Garden;*
  - vi. Being located outside the Built-Up Area Boundary of the town.*
- To ensure an appropriate balance between the need for housing and the important heritage and environmental assets and characteristics of the site, a maximum capacity of 15 dwellings is considered likely to be appropriate. Harm to the character of the Worth Conservation Area must be minimised by a scale and design of development which respects the rural nature of the Conservation Area, as a loose-knit low density layout clearly distinct from the suburban character of Maidenbower. The potential impact of the development and long-term degradation of the valuable habitat on the site and the harm to the Moat can be mitigated against through the appropriate high quality enhancement of the remainder of the site. Therefore, an unbuilt margin around the archaeological asset and its appropriate management must be retained and an appropriate scheme for its future management, and that of the two-thirds of the SNCI not affected by development and controlled by the landowner, will be required as part of the development. To protect the valuable nature of the site, measures must be incorporated within the development, and management proposals, to control the pressures created from the development on the remaining ecological assets, including informal recreation, dog walking and fly tipping. Due to the complex character and assets associated with this site, it is shown on the Local Plan Map as a housing, biodiversity and heritage site, with the area most likely to be suitable for housing indicated within the southern part of the site.*
- 6.55 *Oakhurst Grange is an existing residential care facility, which is currently vacant. As a secluded and discrete site, the particular characteristics of the site and its location in close proximity to Crawley Hospital support its continued contribution towards meeting the local housing needs of older people. Appropriate development of this site could be as an Extra-Care or Residential Care facility; or as a bespoke development which may incorporate mixed units designed to meet the needs of older people; or for housing designed to provide more general accommodation for older people, and to contribute to the*

overarching principle of places to live that assist older people to retain their independence for as long as possible. This may include: accessible mainstream housing such as bungalows and step-free apartments designed and built to wheelchair adaptable access standards; sheltered or extra care housing; and/or retirement housing.

6.56 Given that the council is required to identify 15 years housing supply, it is considered that there is additional housing potential in the Town Centre, Land East of London Road and at Forge Wood (North East Sector Residual Land), that will arise in the mid to latter part of the Plan period. These could contribute to housing land supply from Year 6 onwards (i.e. from 2020/21 to 2029/30) and are identified as broad locations for medium to long-term residential development. This is in accordance with the overall spatial approach as set out in the Local Plan Vision to 2030, by helping to minimise the impact on important biodiversity and landscape features and offers the greatest scope to reduce the need to travel by private vehicle because of the proximity to existing services, jobs and public transport.



### Future Housing Mix

6.57 Different households require different types and sizes of housing. It is important that an appropriate choice and mix of housing is provided across the borough in order to create balanced and sustainable communities. Widening housing choice broadens the appeal of an area and assists in meeting the needs of existing residents as well as attracting new residents to the borough. The council's Strategic Housing Market Assessment and its updates, identifies that Crawley has the highest proportional requirements for smaller properties.

### Policy H3: Future Housing Mix

All housing development should provide a mix of dwelling types and sizes to address the nature of local housing needs and market demand. The appropriate mix of house types and sizes for each site will depend upon the size and characteristics of the site and the viability of the scheme. However, consideration should be given to the evidence established in the Strategic Housing Market Assessment and its updates for market housing needs and demand in Crawley.

#### Affordable Housing

In delivering the affordable housing element of residential schemes, in line with Policy H4, the need for one, two and three bedroom affordable dwellings in Crawley, as identified in the council's Strategic Housing Market Assessment and its updates, should be addressed in meeting the housing needs of those considered to be in greatest need.

#### **Reasoned Justification**

- 6.58 *Ensuring that new housing takes account of local need to create neighbourhoods where there is genuine choice of the right housing in terms of size, type and tenure, both at neighbourhood and borough wide level, is essential. The council will therefore encourage a mix of housing that will be appropriate to the needs of the community taking account of the information within the SHMA and its updates, to provide a range of types, sizes and tenures including housing for the elderly, lifetime homes and other specialist housing needs.*
- 6.59 *The council will expect new residential schemes to reflect the latest evidence of need, subject to density and character considerations. Town Centre mixed use developments will be expected to be built at higher densities, however, this may not necessarily be suitable for all sites. Policy CH5 identifies the required internal space standards for all new dwellings including Building Regulations Part M Category 2 requirements. Further guidance, including for external space, will be provided in the Urban Design SPD.*

#### Affordable Housing

- 6.60 *The council will particularly seek to achieve a mix of dwelling sizes to meet local housing need. The Affordable Housing Needs Model (2014 SHMA Update) has found that the demand for new homes for those in local housing need falls predominantly towards the smaller one-bedroom and two-bedroom units, with the recommended mix across all priority bandings and affordable tenures being:*
- 25% 1 bedroom
  - 50% 2 bedroom
  - 20% 3 bedroom
  - 5% 4+ bedroom

#### **Affordable and Low Cost Housing**

- 6.61 All Local Plans are required by the NPPF to make provision for meeting affordable housing needs in their area. Failure to address affordable housing needs would have detrimental implications on the economic and social health of the town. Therefore, it is important to secure an appropriate mix of housing types and tenures within developments that come forward over the Plan period.

## Policy H4: Affordable and Low Cost Housing

### Affordable Housing

40% affordable housing will be required from all residential developments.

The council will expect a minimum of 70% of the affordable housing to be Affordable Rent, or Social Rent where other forms of subsidy exist, and up to 30% Intermediate tenure.

For sites of 5 dwellings or less, or less than 0.2ha in size, a commuted sum towards off-site affordable housing provision will be sought.

### Low Cost Housing

In addition to the provision of 40% affordable housing, approximately 10% low cost housing will be sought on developments proposing 15 dwellings or more, offering up to 10% discount to first-time buyers.

### Exceptions

These targets will apply to all residential developments unless evidence can be provided to show that the site cannot support these requirements from a viability perspective and that the development clearly meets a demonstrable need.

Where viability is a concern, the council's order of cascading priority will be to firstly lower the expectations for low cost housing; then, through a more comprehensive viability assessment, to consider adjusting the tenure mix of affordable housing to assist the viability; and, finally, to consider adjusting the percentage of affordable housing to a negotiated level that the scheme can support.

Except for sites of 5 dwellings or less, payments in lieu will only be accepted in exceptional circumstances where it can be demonstrated that there are robust planning reasons for doing so and provided that the contribution is of equivalent financial value.

### **Reasoned Justification**

- 6.62 *Since 2001, house prices have grown significantly despite marked reductions in 2008 and 2009, increasing by over 7% in the period to March 2013. At the same time, average household earnings in the borough are relatively low when compared with those in the adjoining districts of Mid Sussex and Horsham. The Strategic Housing Market Assessment (2014 SHMA update) concluded that about 56% of emerging households are now unable to afford Affordable Rent at 80% of market rent values without further assistance, and that 31% of households would require assistance to be in a position to afford rentals set at Social Rent levels, which is based on the differential of local rent relative to local incomes and 62% of households are unable to purchase, based on the differential of local prices and rent levels relative to local incomes.*
- 6.63 *Affordable housing refers to that which is offered for rent or part-ownership by local authorities or registered providers to eligible households whose needs are not met by the housing open market. The council may consider the rental definition to include housing for rent which is offered below market rent levels but which does not exceed Local Housing Allowance rent levels or its equivalent, again to eligible households and provided that there are provisions in place for those homes to remain affordable for future eligible households.*
- 6.64 *There have been significant changes in the way in which affordable housing is funded. Currently, grant funding is no longer available for affordable housing secured through s106 Planning Agreements and an "affordable rent" model, at*

80% of the market rental values, has been introduced, which is expected to be the norm for most new affordable housing being secured in association with market developments.

- 6.65 *The council favours Social Rent at target rent levels as being more affordable to those in housing need, but accepts that this form of tenure requires significant levels of subsidy that cannot be borne by the developer and/or land vendor alone. In the absence of any additional forms of subsidy, Affordable Rent tenure will be acceptable and will be the minimum expectation in the first instance.*
- 6.66 *However, where other forms of subsidy are evident, in the form of capital grant or discounted land, the council will expect Social Rent at target rent levels to be considered in the first instance. Details of target rent levels will be set out in the forthcoming Affordable Housing Supplementary Planning Document.*
- 6.67 *The intermediate housing market is identified as an emerging housing market; providing opportunities both for purchase and rental for households with incomes which do not qualify for Social Rent or Affordable Rent but are insufficient to buy a home on the open market. Intermediate housing includes Shared Ownership, Shared Equity, Discounted Market Rent, Rent to Buy and First Buy products.*
- 6.68 *As well as having a significant requirement for affordable rented accommodation, Crawley also has a large need for “intermediate” affordable housing, such as Shared Ownership/Shared Equity schemes and Discount Market Rent. Crawley is identified in the Strategic Housing Market Assessment (2014) as having a relatively high demand for intermediate housing, with 64% of those interested already living within the borough and 53% of those interested presently working within the borough. The SHMA also identifies that at least 20% and up to 30% of affordable housing across the housing market area should be provided as intermediate housing.*
- 6.69 *Reflecting the diversity of needs, the council will expect up to 30% of the affordable housing element to be an “intermediate” tenure. The council recognises that for the smaller sites, this tenure split may sometimes be impractical in management terms. In such cases the composition of affordable housing will be agreed having regard to site specific circumstances and the particular needs of the locality, with rental accommodation remaining the first choice of tenure. The split between affordable housing for rent and other intermediate affordable housing will be kept under review through Supplementary Planning Documents, as appropriate, reflecting changes in local needs and development viability.*
- 6.70 *The introduction of Low Cost Home Ownership seeks to create an additional tier of assistance to people entering the housing market for the first time, and would be expected to form part of the developer’s marketing strategy. Low Cost Home Ownership means new market housing that is made available to first time home buyers intended as their primary place of residence and offered at an agreed percentage below open market value as a one-off discount. It falls within the private housing quota, but tends to offer entry-level discounts of about 10%. All Low Cost Home Ownership properties will be provided to the same standard as the equivalent private market units on the site. Detailed mechanisms for the implementation of this policy will be set out in the forthcoming Affordable Housing Supplementary Planning Document.*
- 6.71 *Private Market Rent falls outside of the definition of affordable housing. However, this form of tenure is emerging through the Build to Rent programme. Together with other forms of rental housing, this tenure may play a part in*

*meeting housing need and could meet an intermediate affordable housing requirement as Discounted Market Rent if rent levels are contained within Local Housing Allowance rates. This can help to meet local housing need as it is aimed at people otherwise unable to rent on the open market.*

6.72 *Section 106 Planning Agreements will be required to secure delivery of the affordable housing. Normally, the council will expect affordable housing to be provided at a value equivalent to land at nil cost, whereby the Registered Provider receives transfer of the built-out units or under special circumstances receives free transfer of the land.*

### **Gypsy, Traveller and Travelling Showpeople**

6.73 The Housing Act 2004 requires all local authorities to assess the accommodation needs of Gypsies, Travellers and Travelling Showpeople, take account of their needs in accommodation assessments, and outline how identified needs will be met. Furthermore, the National Planning Policy for Traveller Sites requires that local planning authorities make an assessment of their accommodation needs for the purposes of planning and to develop fair and effective strategies to meet this need through the identification of land for sites.

#### **Policy H5: Gypsy, Traveller and Travelling Showpeople Sites**

##### Site Provision

The following site is allocated on the Local Plan Map as a reserve Gypsy and Traveller site for up to ten pitches to meet the future needs of the existing population within Crawley. This site is considered to be critical to the delivery of future Gypsy and Traveller pitches in Crawley and is identified as being 'developable' in years 6-10 or 11-15 (2020/2021 – 2029/2030) of the Plan, dependent on when the 'need' arises.

- Broadfield Kennels, southwest of the A264

Acceptable development of this site will include adequate highway and pedestrian and cycle access being achieved, along with appropriate design, layout and landscaping to ensure the requirements of the AONB Management Plan are satisfied and the impacts of development adjacent to the country park are mitigated. Both the landscape character and ecological value of the Broadfield Kennels site will be assessed, and any harmful impacts will be adequately mitigated if required.

Ongoing monitoring of Gypsy, Traveller and Travelling Showpeople accommodation needs within Crawley will ensure that any identified 'need' for a Gypsy and Traveller pitch is accommodated on the reserve site.

##### Criteria for Assessing other Proposals

Proposals for a new permanent or transit Gypsy, Traveller and Travelling Showpeople site will only be considered suitable if the proposed site:

- a) is not subject to existing or predicted air, road and/or rail noise in excess of 57 decibels for permanent sites, 60 decibels for long term temporary sites of up to one month, and 66 decibels for temporary sites;
- b) does not create a design and amenity impact that is incompatible with the surrounding area, particularly when located within residential areas or on land beyond the Built-up Area Boundary;
- c) is not located in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans;

- d) is in a sustainable location that reduces the need for long distance travelling, and to reflect traditional lifestyles, whereby some travellers live and work in the same location;
- e) avoids placing undue pressure on infrastructure and community services; and
- f) meets an identified local need for Gypsy, Traveller and Travelling Showpeople accommodation.

Where proposals are located in areas predicted to be noise affected at some point in the future, temporary planning permission may be appropriate.

### **Reasoned Justification**

- 6.74 *Crawley is a constrained urban environment and is in a position where difficult prioritisation of new development is required as the last undeveloped or underdeveloped sites are allocated for future uses. This situation results in high land values and limited opportunities for Gypsies, Travellers and Travelling Showpeople to bring forward site provision themselves. There are currently two authorised Gypsy and Traveller sites in Crawley, for four pitches in total, and one authorised site for Travelling Showpeople with three plots, but there is a more substantial local population living within bricks and mortar accommodation.*
- 6.75 *The current Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (2014) for Crawley indicates a potential future need of up to ten pitches for Gypsies and Travellers arising from the existing population within Crawley. Whilst the survey work completed for those in bricks and mortar accommodation has not identified any immediate need for additional sites, it is inherently improbable that within the next 15 year period there will be no new households formed requiring additional site provision.*
- 6.76 *This need will be met by the provision of a site at the former Broadfield Kennels, southwest of the A264. This site is located within the High Weald AONB and outside the current Built-Up Area Boundary (BUAB). Therefore, the site will need to be well planned and soft landscaped to ensure that the visual impact on the AONB is negligible and that the natural landscape is, where possible, positively enhanced. Mitigation measures for the potential impact on the natural environment will be sought where appropriate. The council will continue to search for and analyse the potential for alternative sites as factors change over the Local Plan period, most critically in relation to the future expansion of Gatwick Airport. The council will continue to work cooperatively with its neighbouring authorities to maintain constructive joint working across the Gatwick Diamond.*
- 6.77 *In addition, this Policy also outlines the criteria upon which any other Gypsy, Traveller and Travelling Showpeople proposals will be assessed to ensure site provision occurs in locations that offer a suitable living environment for future inhabitants and protects existing neighbours from inappropriate development.*
- 6.78 *To deal with sites brought forward privately on unallocated land, land ordinarily considered suitable for housing development will be considered suitable for traveller accommodation subject to the proposal being compatible in design and amenity terms with the surrounding area, especially where proposals include employment based activities within their proposals. However, caravans offer a much lower level of acoustic attenuation than bricks and mortar accommodation and the long term exposure to noise would affect the residents' health. Exposure to noise in excess of 57 decibels on a permanent basis, 60 decibels for long term temporary sites of up to one month and of 66 decibels for temporary sites would not be in the long term interest of future inhabitants.*

*Because Crawley has uncertainty surrounding the potential expansion of Gatwick Airport to a two runway operation, areas of the borough currently falling inside acceptable limits may become unsuitable in the future as noise contours migrate south into the built up area. For these areas, temporary permission may be an appropriate decision until certainty is achieved.*

### **Houses in Multiple Occupation**

6.79 A house in multiple occupation (HMO) is a property that is occupied by a number of individuals who share facilities, or do not have exclusive occupation of the whole property. HMO's generally comprise accommodation where two or more individuals share basic amenities (bath/shower, WC or kitchen). HMO's can commonly be occupied by a group of individuals (e.g. students, young professionals, etc.) sharing a house or flat, individuals living in sub-divided bed-sit accommodation, and some properties converted into several flats. Bed and breakfast and hostel accommodation occupied by individuals as their permanent address are also considered to be HMO's.

#### **Policy H6: Houses in Multiple Occupation**

Proposals for the development and change of use of an existing property to a House in Multiple Occupation will normally be permitted provided that:

- i) The location, design and layout of the development is appropriate for the proposed occupiers;
- ii) The proposal, by virtue of its intensity of occupation and activity or due to its cumulative impact in the area, would have no adverse impact upon the character of the area and the amenity and privacy of neighbouring properties;
- iii) Development can meet its operational needs (e.g. parking, servicing) including Crawley Borough Council's adopted HMO Standards.

#### **Reasoned Justification**

- 6.80 *Houses in Multiple Occupation provide a much-needed source of housing supply in Crawley, particularly for people employed in the service sector. However, a large number of HMOs in one area can change the physical character of that area and this can lead to conflict with the existing community. Tenants equally can suffer from poor conditions and mismanagement of the properties by landlords.*
- 6.81 *There continues to be a need for this type of accommodation in Crawley since it provides affordable and convenient accommodation for a wide range of groups, including young single people and those requiring care in the community. Whilst shared accommodation is normally appropriate within residential areas close to shops and services, it can also cause problems due to the intensity of occupation and activity. Accordingly, regard must be had to the standard of this accommodation, traffic, and parking implications together with its impact upon the amenity and privacy of neighbouring properties and the general character of the area. Appropriate measures may be required to minimise the transmission of noise and generally to avoid causing a nuisance to neighbouring properties.*
- 6.82 *Policy H3 (Future Housing Mix) recognises that the planning system can assist in achieving a mix of households within the town's neighbourhoods by meeting different housing needs whilst protecting the interests of other residents, landlords and businesses. This can best be delivered by preventing the development of excessive concentrations of HMOs and encouraging a more even distribution across the town. Some neighbourhoods, including Furnace*



*Green, Southgate, West Green and Langley Green have significant concentrations of HMOs, particularly in areas with larger semi-detached and detached dwellings.*

- 6.83 *The main concern with HMOs is that a large number of individuals can occupy one property, all living independently and creating more disruption to surrounding areas than a group of people living together, in terms of noise, parking and general disturbance associated with daily routines.*
- 6.84 *Inadequate parking leading to unauthorised parking is a significant issue in many neighbourhoods in Crawley, with the early New Town neighbourhoods planned with one car parking space per nine houses, and it is therefore important to have policies which can control issues such as this. It is also important to ensure that permission is only granted for those properties that have adequately sized rooms and suitable communal facilities for its occupants as well as being in appropriate locations, in terms of proximity to public transport routes.*
- 6.85 *Given that councils no longer have control over the loss of dwellinghouses to small HMOs, there is a high risk of concentrations of HMOs. It is therefore considered that, where possible, new HMOs should be monitored by location and concentration. Consideration may need to be given to the need to introduce Article 4 Directions in certain locations removing Permitted Development Rights for the conversion of dwellings to small HMOs.*

## Environment

*By 2030, Crawley will be a place that people want to visit, to have fun and spend their leisure time. Crawley's parklands and open spaces, its sporting, and leisure facilities along with its cultural offer will be enhanced, for the benefit of local people and visitors.*

*Neighbourhoods will continue to offer local facilities alongside amenities that can be easily accessed along with informal green spaces for all to enjoy. The spirit and pride of individual communities will continue to be harnessed to make neighbourhoods the focus of local celebration.*

*By 2030 significant progress will have been made in Crawley becoming a carbon neutral town... Conserving natural resources to support future growth will be vital to the longevity of the town.*

- 7.1 Crawley's natural environment is of great importance to the health and wellbeing of the people who live, work and visit Crawley. Its role includes a setting for recreation, relaxation, wildlife conservation and adapting to and mitigating the effects of climate change.
- 7.2 Throughout the urban area and on the fringes of the town there are many sites that are important for nature conservation and recreation from the wooded and open areas of grass in between houses to large local nature reserves and public parks. These areas make up a network of green space that support natural processes and are integral to the health and quality of life of the population. Most of Crawley's waterways flow underneath the urban area but also have an important leisure, visual and economic role in places such as Ifield Mill Pond and Tilgate Lake.
- 7.3 Crawley is committed to supporting our legally binding national carbon reduction targets and being carbon neutral by 2050; this is to be achieved by aligning with the national zero carbon agenda in planning policies and by engaging with local businesses and communities.
- 7.4 Crawley is unique in comparison to other towns in the region. It is mainly urban in character, is well linked to the motorway network, contains a major international airport at Gatwick, and is home to one of the largest employment areas in the south east at Manor Royal and County Oak. These aspects have combined to make Crawley a leading economic driver in the sub-region, but can also result in pollution impacts and energy demands which need to be mitigated and managed.

### Chapter Content

- 7.5 This chapter sets out policies to guide the relationship between development proposals and local, national and global environmental protection and enhancement of the borough's green infrastructure.

### The Key Issues

- 7.6 With an increasing population and the consequent need for development, the impact on the natural environment is a key issue. The planning policies in this chapter will ensure that Crawley's environment is enhanced as Crawley grows and changes over the next 15 years. A number of challenges to address the sustainable future of the borough exist.

- a) **Green Infrastructure:** As a New Town, Crawley was originally designed with many green spaces and landscaping integrated within the developed area. These serve to separate and give identity to the neighbourhoods. Increasing levels of development present a potential threat to the amenity value of green infrastructure in Crawley. There is a risk that this becomes further fragmented and that the quantity and quality of green space is reduced.
- b) **Biodiversity:** The Natural Environment White Paper (DEFRA, 2011) has highlighted that nature in England is highly fragmented and unable to respond effectively to pressures such as climate and demographic change. Crawley has an extensive network of green spaces, many of which have or are capable of increased biodiversity value to help the town adapt to climate change and create an overall net gain in biodiversity. It is important that the Local Plan ensures that development does not compromise the ability of the town to achieve the above aims and where possible that enhancement is encouraged.
- c) **Open and Green Spaces:** The number and quality of open space sites has come under increasing pressure from both new development and maintenance budgetary constraints. With the need for new housing, Crawley's economic role within the Gatwick Diamond, and a limited supply of development land it may be that some of these sites are considered as a potential supply of land. It is important that a balance is struck between meeting these development needs whilst continuing to ensure a sufficient supply of high quality open space and sports provision to meet the needs of existing and future residents.
- d) **A Compact Urban Borough:** The town was developed as a new town in the 1950s, and all development followed the neighbourhood principle which provides a sustainable pattern. This ethos is still central to the way the town is planned today and provides an increased opportunity for local energy production on a network basis. However the compact nature of the borough and changing climate patterns are expected to increase the frequency and severity of heatwave events. Such events are likely to be of increased severity in Crawley due to the relatively high levels of radiant energy the area receives, combined with the urban heat island effect typical of compact urban areas.
- e) **Flood Risk Management:** The borough's water environment provides an important leisure and visual role in a predominantly urban area, but several high profile flood events have highlighted the need to manage flood risk. For these reasons it is important that development is planned with flood risk in mind, both in terms of protecting Crawley residents, and through ensuring that flood risk is not increased elsewhere. Crawley falls entirely within the upper reaches of the River Mole catchment, which is situated on clay and so responds very rapidly to rainfall. Gatwick Airport and many properties are at significant risk of flooding from the River Mole in Crawley. In addition, heavy localised rainfall is known to cause localised surface water flooding and sewer failure, which is not reflected in the flood extent maps. There are several boroughs on the River Mole downstream of Crawley. Development within Crawley, if not carefully managed, could influence flood risk downstream.
- f) **Water Stress:** The South East, including Crawley, is an area of extreme water stress. It is among the worst areas in the UK. Therefore, more stringent water efficiency measures should be required from housing and commercial property development.

- g) **Gatwick Diamond:** Crawley and its surrounds have been identified as an area of significant change and growth. Given its geographical location at the heart of the Gatwick Diamond and the significant amount of both commercial and residential growth expected throughout the life of the Local Plan, there is a need to consider the impact on the local environment and to plan for sustainable growth. This is exacerbated by the resultant in-commuting to the area and regional focus of growth that would otherwise be experienced across a number of authorities. This is also supported by the fact that the main commercial area, Manor Royal is currently responsible for 28% of the town's carbon emissions. This will increase if growth for the Gatwick Diamond area is focused there.
- h) **Gatwick Airport:** Given the proximity of the international airport, there are a number of local impacts that would affect how climate change is dealt with. From the increase in traffic movements in the local area, to the restrictions in terms of building heights and safeguarding, the operation of the airport requires the Local Authority to act differently than it would otherwise. For example, Crawley has a reduced opportunity of using wind turbines in the countryside adjacent to the airport and other renewable technologies must be considered. Gatwick Airport's published Scope 1 and 2 emissions contribute 24% of the business and commercial emissions in Crawley borough and 13% of total emissions (excluding aircraft movement, as these are considered on a national level).
- i) **Noise:** The relationship between noise sources and noise sensitive development is a key issue in the town, in particular due to the location of Gatwick Airport, the M23 motorway and large industrial areas.

## Local Plan Policies

### Green Infrastructure

- 7.7 Green infrastructure is the network of multi-functional green space and waterways both new and existing, and both rural and urban which supports the natural and ecological processes and is integral to the health and quality of life of the population.
- 7.8 It consists of useable spaces for both people and wildlife and ranges from large-scale areas of public open space and recreational space, including accessible countryside to smaller scale provision in the form of street trees, private gardens and allotments. The term 'multi-functional' refers to the various functions for example, local character, functional linkages, recreation, meeting community needs, visual amenity, biodiversity and/or local food or energy crop production.

### Policy ENV1: Green Infrastructure

Crawley's multi-functional green infrastructure network will be conserved and enhanced through the following measures:

- i. Development which protects and enhances green infrastructure will be supported;
- ii. Development proposals should take a positive approach to designing green infrastructure, utilising the council's supplementary planning documents to integrate and enhance the green infrastructure network;
- iii. Proposals which reduce, block or harm the functions of green infrastructure will be required to be adequately justified, and mitigate against any loss or

- impact or as a last resort compensate to ensure the integrity of the green infrastructure network is maintained;
- iv. The strategic green infrastructure network is afforded the highest protection due to its high value from existing or identified potential multiple functions, for example as recreation, routeways, access to the countryside, wildlife and climate mitigation;
  - v. Proposals should maximise the opportunity to maintain and extend green infrastructure links to form a multi-functional network of open space, providing opportunities for walking and cycling, and connecting to the urban/rural fringe and the wider countryside beyond;
  - vi. Large proposals will be required to provide new and/or create links to green infrastructure where possible.

### **Reasoned Justification**

- 7.9 *Proposals for development will increase pressures on the borough's landscapes and green spaces, presenting opportunities for enhancing and extending Crawley's green infrastructure. For the town to develop and grow in a sustainable manner, it is important to ensure that green infrastructure is embedded in the planning process at the earliest stage.*
- 7.10 *Green infrastructure should not just be considered as an adjunct to new development. Connected networks of green spaces around new development should be treated as integral to the planning and design process conscious of its place within wider green infrastructure networks. This is assisted by an integrated review of existing green infrastructure functions (biodiversity, flood management, rights of way, open space, etc.). The Green Infrastructure Study identifies deficiencies and need in relation to future growth and the desires of the town's residents to determine where improvement should be focused.*
- 7.11 *The NPPF requires local authorities to plan strategic development considering the impacts on existing infrastructure and the need for new infrastructure to service that development and also to contribute to and enhance the natural and local environment. The Local Plan evidence base, including consultation responses, provides a clear message that Crawley's green infrastructure is fundamental to residents' quality of life and the wider environment. The green infrastructure policy and supporting development management policies seek to reflect that importance.*
- 7.12 *Through a range of Local Plan policies, the borough council will also seek to achieve the provision, retention and/or enhancement of the specific functions of green infrastructure:*
- a. *Publicly accessible open space including formal sports facilities and informal amenity space;*
  - b. *The High Weald Area of Outstanding Natural Beauty;*
  - c. *Beyond the built up area where landscape character areas have been defined;*
  - d. *Value of existing soft landscaping – character and appearance, structure, screening or softening;*
  - e. *Requirements of development – amenity spaces including private gardens, landscape schemes, street trees, green roofs and walls and links to and between areas of public open space and accessible countryside;*
  - f. *Areas of biodiversity value such as Sites of Nature Conservation Interest, Local Nature Reserves, adjacent SSSIs, Biodiversity Opportunity Areas and Ancient Woodland;*
  - g. *Heritage Assets;*

- h. Opportunities to meet open space, sport and recreation needs;*
- i. Green spaces for flood storage, conveyance, and SUDS.*

7.13 *The council will produce a Green Infrastructure SPD and Planning and Climate Change SPD to help applicants make successful applications and to aid the delivery of green infrastructure where required.*

## **Biodiversity**

7.14 Crawley Borough Council is committed to halting the overall decline in biodiversity by ensuring that development minimises impacts on biodiversity and provides net gains where possible including establishing coherent ecological networks that are more resilient to current and future pressures.

### **Policy ENV2: Biodiversity**

All development proposals will be expected to incorporate features to encourage biodiversity where appropriate, and where possible enhance existing features of nature conservation value within and around the development.

Habitat and species surveys and associated reports will be required to accompany planning applications which may affect the areas listed below or sites showing likely ecological value based on past ecological surveys.

#### Hierarchy of Biodiversity Sites

To ensure a net gain in biodiversity, the following areas will be conserved and enhanced where possible and the council will support their designation and management:

#### 1. Nationally designated sites:

- Sites of Special Scientific Interest (SSSI)

SSSI will receive the highest level of protection for habitat conservation value in line with national legislation, policy and guidance.

#### 2. National Planning Policy Framework Sites

- Ancient Woodland, and aged or veteran trees

Planning permission will not be granted for development that results in the loss or deterioration of ancient woodland and aged or veteran trees unless the need for, and benefits of, the development in that location clearly outweigh the loss. A buffer zone between development and ancient woodland will be required in line with Natural England Standing Advice.

#### 3. Locally designated sites, and habitats and species outside designated sites:

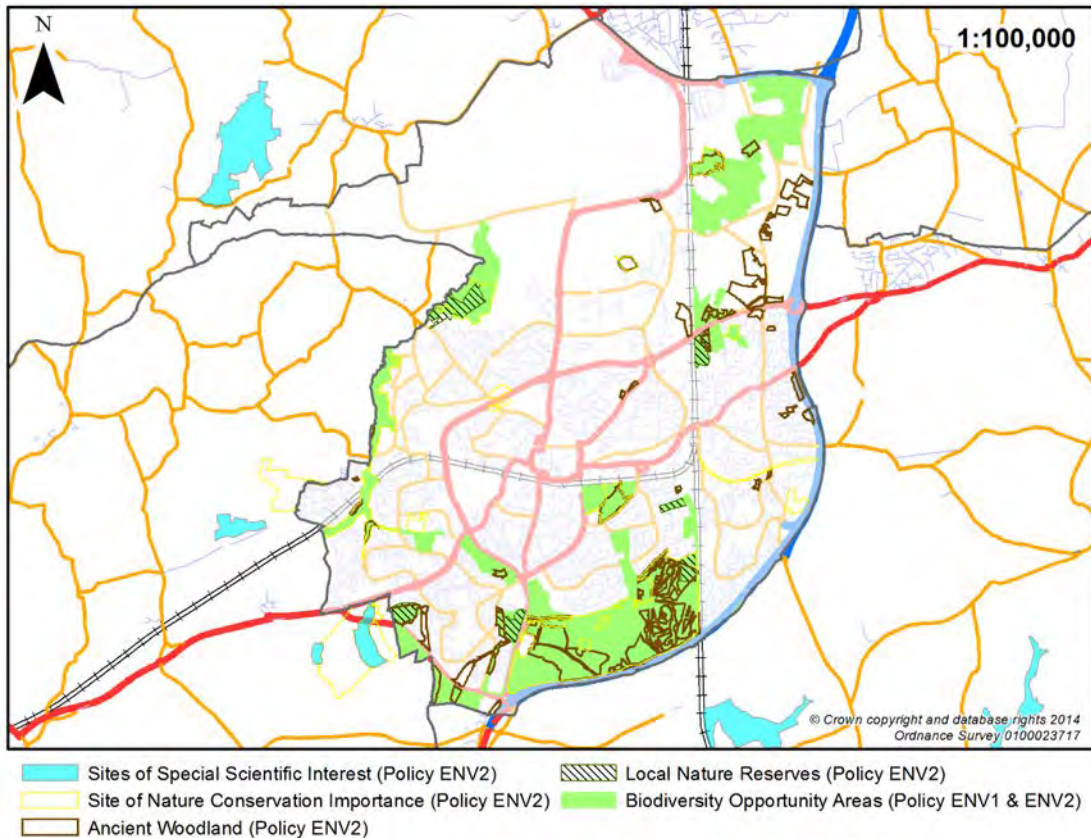
- Local Nature Reserves
- Sites of Nature Conservation Importance
- Nature Improvement Areas
- Habitats of Principle Importance identified in S41 of the Natural Environment and Rural Communities Act 2006 or Biodiversity Action Plans
- Biodiversity Opportunity Areas
- Where Protected Species are present
- Where Species of Principal Importance are present, as identified in S41 of the Natural Environment and Rural Communities Act 2006.

Proposals which would result in significant harm to biodiversity will be refused unless:

- i. this can be avoided by locating on an alternative site with less harmful impact; or
- ii. the harm can be adequately mitigated, or, as a last resort, compensated for.

### **Reasoned Justification**

- 7.15 *As a public body, Crawley Borough Council has a duty to have regard to the conservation of biodiversity through the proper exercising of all its functions. This is a statutory function set out in Section 40 of the Natural Environment and Rural Communities Act, 2006.*
- 7.16 *This means that the consideration of biodiversity must be embedded in planning policy which should be making a contribution to the commitments set out in Biodiversity 2020: A Strategy for England's Wildlife and Ecosystems Services. The ambition is to halt overall loss of England's biodiversity by 2020 and in the longer term, move from a position of net biodiversity loss to net gain.*
- 7.17 *To support this ambition the Local Plan Map identifies the components of Crawley's ecological network. This ensures that biodiversity is considered, from protection of habitats and species to identifying opportunities to enhance biodiversity.*
- 7.18 *The council will continue to work collaboratively with partners including Local Nature Partnerships to protect and improve the natural environment based on locally identified priorities and evidence. The Sussex Biodiversity Partnership works together towards achieving biodiversity targets. Biodiversity Opportunity Areas have been identified throughout the south east and are the regional priority areas of opportunity for restoration and creation of Biodiversity Action Plan (BAP) habitats. Within the borough, this includes the Urban Habitat Action Plan (HAP) which highlights the rich biodiversity in Sussex's urban areas as well as the Deciduous Woodland, Lowland Heathland, and Lowland Meadows HAPs.*
- 7.19 *Much biodiversity is outside designated areas. It is important that planning decisions take into account biodiversity by ensuring that decisions are based on sufficient information. The Sussex Biodiversity Record Centre data will be used to determine whether habitats or species of principal importance may be present, for which an Ecological Survey will be required. Where planning applications are considered to have an impact on wildlife, advice will be sought from relevant national and local organisations.*
- 7.20 *Ancient Woodlands are valuable as a biodiversity resource for its diversity of species and longevity as woodland. Areas of ancient woodland are identified on the Local Plan Map and protected by national policy.*



## Local Green Space

7.21 The NPPF empowers local communities to promote the designation of green areas of particular importance for special protection as a Local Green Space.

### Policy ENV3: Local Green Space

The following area is designated as Local Green Space:

#### Ifield Brook Meadows and Rusper Road Playing Fields

This area is designated due to its value to the local community and local significance in its function as an area for enjoyment of recreation, tranquillity, wildlife, heritage, and highly accessible countryside close to the urban area.

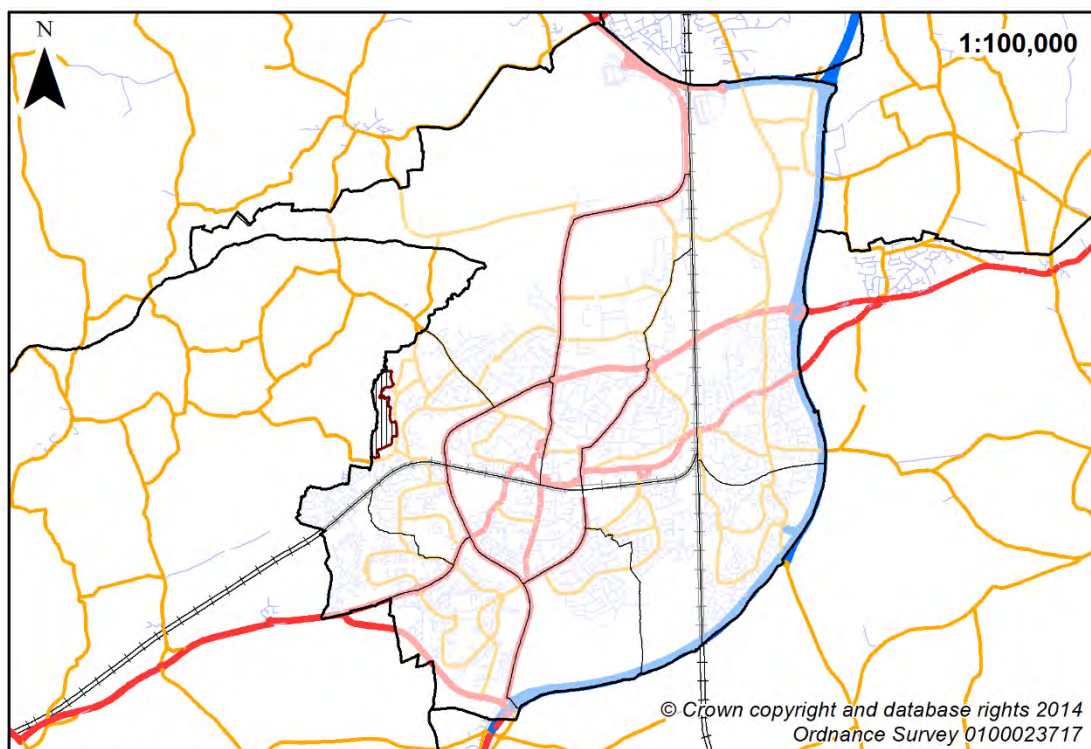
The above area will be safeguarded from development other than in very special circumstances or where the development is to enhance Local Green Space functions for example through improvements to access, recreation and wildlife.


#### **Reasoned Justification**

7.22 *Public consultations have consistently shown that Ifield Brook Meadows and Rusper Road Playing Fields should be protected because of their special value to the local community. The Meadows are an important site of nature conservation with distinctive vegetation and wildlife. The northern part of the Meadows is of historic importance, forming part of the Ifield Village Conservation Area, contributing to the setting of the village and church. These elements make this area unique and local in character.*

7.23 *The presumption in favour of sustainable development does not apply to Local Green Spaces. Proposals affecting the designated Local Green Space should be consistent with national Green Belt Policy.*





 Local Green Space (Policy ENV3)

### **Sport, Recreation and Open Space**

7.24 This policy sets out the criteria the council will use to determine proposals that affect open space, sport and recreation provision.

7.25 Crawley’s open spaces, sports facilities and recreational areas are important to the health and wellbeing of the community. These spaces make up most of the green infrastructure network of the town, providing environmental benefits as well as enhancing its character, making Crawley a pleasant place to live, work or visit.

7.26 It is important to ensure that there is an adequate supply of open space to serve the needs of both the existing and the future population of the borough. The Open Space, Sport and Recreation Study and Playing Pitch Study has defined new standards for sport and recreation provision in the borough based on an assessment of the adequacy of existing provision, and the need for future sport and recreation development defined through consultation.

#### **Policy ENV4: Open Space, Sport and Recreation**

Proposals that remove or affect the continued use of existing open space, sport and recreational spaces will not be permitted unless:

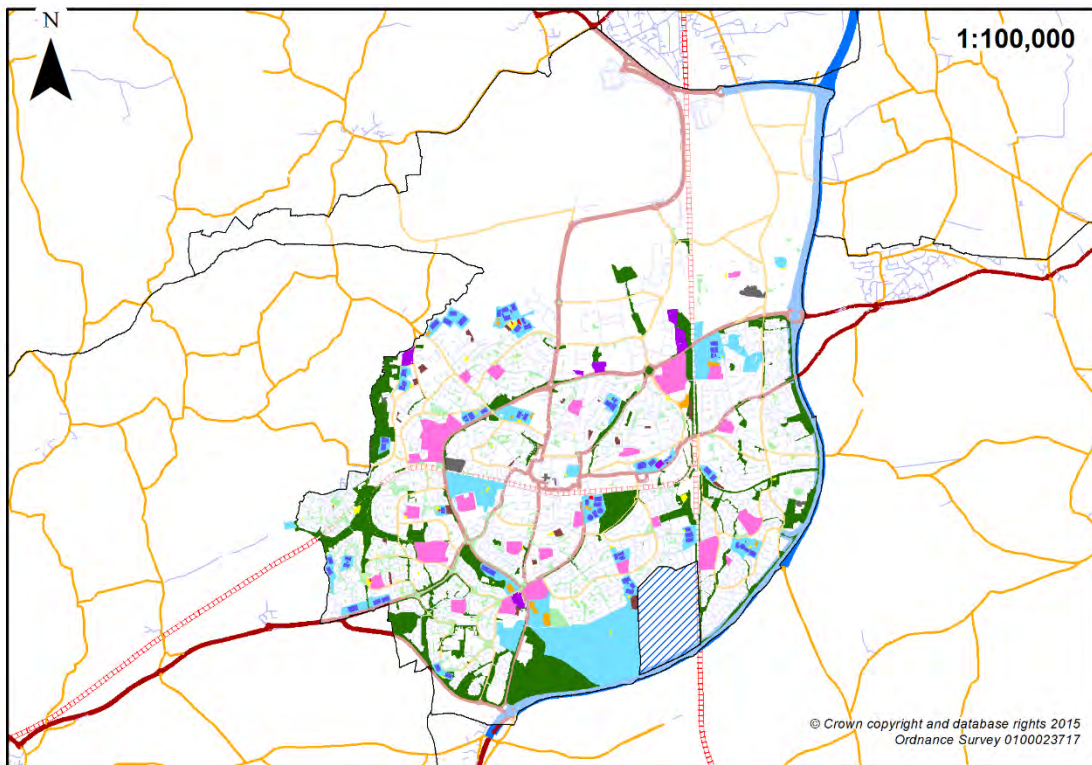
- a) An assessment of the needs for open space, sport and recreation clearly show the site to be surplus to requirements; or
- b) The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

Whilst a site may be surplus to requirements as open space it may still be of environmental or cultural value; or the site's development may have unacceptable visual or amenity impact, or adversely affect its wider green infrastructure functions, including for climate change mitigation. Therefore, applicants should also carefully consider the character and other environmental policies in the Plan.

**Reasoned Justification**

7.27 *Determining what open space, sport and recreation provision is required as well as the qualitative and quantitative deficits or surpluses is a requirement set out in the NPPF.*

7.28 *The council's Open Space, Sport and Recreation Study has identified the location, quantity and quality of open space, sport and recreation provision. This assessment identifies the specific needs and quantitative or qualitative deficits or surpluses or open space, sports and recreational facilities in the local area. This can be used to determine the impact of proposals on open space.*



 Allotments	 Parks and Recreation Grounds
 Amenity Green Space	 Outdoor Sports Space (Pitches)
 Churchyards & Cemeteries	 Outdoor Sports Space (Fixed)
 Education	 Outdoor Sports Space (Limited Access)
 Golf Course	 Play Space (Children)
 Natural Green Space	 Play Space (Youth)

7.29 *The study has identified that overall Crawley is provided for relatively well with open space areas. However, distribution can be uneven which means that in some locations residents have further to travel to enjoy particular types of open space. The study, therefore, highlights the areas of deficiency in quantity, access and quality and also where opportunities for enhancement exist. The standards in this study determine a minimum level of quality and quantity of*

*green space provision and the maximum distance people should have to travel to access different types of green space.*

7.30 *For the purposes of this policy, open space, sport and recreation facilities broadly fall into the following typologies:*

- *Indoor sports facilities*
- *Parks and gardens*
- *Natural and semi-natural open spaces*
- *Amenity green space*
- *Provision for children*
- *Provision for young people*
- *Outdoor sports facilities*
- *Allotments*
- *Cemeteries and churchyards*
- *Civic spaces*
- *Green corridors.*

### **Provision of Open Space and Recreational Facilities with New Development**

7.31 As Crawley grows, the population will increase putting pressure on existing open space and creating a demand for new open space and recreational facilities. It is important that as the town grows, so does the green infrastructure to support it.

#### **Policy ENV5: Provision of Open Space and Recreational Facilities**

The impact of the increased population from residential development on open space and recreational facilities across the borough will be mitigated by the use of the Community Infrastructure Levy which will be used to enhance existing areas of open space.

However, where development is on existing open space which is not identified as surplus and is therefore required to be replaced through Policy ENV4, a S106 agreement will also be sought to secure the replacement open space.

Depending on the characteristics and location of larger housing sites, on site provision of open space may also be appropriate and required as an integral part of the development.

There is a significant supply of semi-natural green space across the borough. Opportunities are encouraged to provide multi-use open space provision in these areas, e.g. natural play areas, BMX tracks and signed routeways where there is an existing undersupply of these facilities and the impact on biodiversity is acceptable.

#### **Reasoned Justification**

7.32 *In meeting the housing needs of the borough it is important to provide the infrastructure needed to support the increase in population and mitigate the impacts on existing facilities. This may be new provision on-site for larger developments or new provision or enhancements off-site to ensure that the overall supply, accessibility and quality of Crawley's open space does not diminish as the town grows. The general principle underlying the policy is that all new housing should mitigate its impact on Crawley's open spaces, sports and recreation facilities.*

### **Sustainable Design and Construction**

7.33 The government has pursued progressive improvements to the environmental sustainability and energy efficiency of dwellings through changes to the building regulations and the development of nationally described standards. The council has a long term aspiration to be carbon neutral by 2050 and, therefore, supports the introduction of national standards through building regulations. In

line with the March 2015 Ministerial Statement, the council recognises Crawley as having the spatial characteristics in place that warrant the stipulation of specific policies in regard to energy and water efficiency and, in regard to water targets, to be able to trigger the use of the tighter operational standards<sup>45</sup>. The need to address climate change at a local level has also been supported throughout consultations for the Local Plan and in its evidence base.

- 7.34 Crawley's compact urban nature combined with the significant levels of development expected over the coming years present an opportunity for Crawley to minimise its carbon emissions in an efficient manner. Currently energy use in buildings makes up a significant portion of the carbon emissions generated within Crawley. Domestic buildings accounted for 27.8% of overall emissions in 2011, industrial and commercial buildings for 50.4%, with road transport only accounting for 21.8%<sup>46</sup>. In addition to the emissions, the resultant energy that is generated is often done so in an inefficient manner resulting in much of it being wasted. However, due to the borough's characteristics this wasted energy can be captured for the benefit of others, and this will result in Crawley's overall emissions being reduced.
- 7.35 Crawley was mainly constructed between 1950 and 1960, at a time when sustainable development was not a priority, and many of the town's buildings subsequently perform poorly in terms of their energy efficiency. Added to this the number of fuel poor households has increased from around 4.0% of households in Crawley in 2006 to around 9.2% in 2009<sup>47</sup>. This is a result of increasing fuel costs combined with relatively stagnant household incomes, and the improvement of existing buildings to ensure everyone has access to affordable warmth is, therefore, a high priority.
- 7.36 Actions to reduce emissions from energy use in buildings are most cost effective when undertaken during construction or renovation works. As such, development projects present the most appropriate and effective opportunity to mitigate the climate change impact of the borough. Therefore, the following hierarchy should be adopted by all development within the borough:
- Be Lean – *use less energy*
  - Be Clean – *use low carbon energy sources*
  - Be Green – *use renewable energy*
- 7.37 A number of objectives have been established that all developments are expected to achieve to ensure the borough remains a sustainable place in the coming years.

### Policy ENV6: Sustainable Design and Construction

In order to maximise carbon efficiency, all homes will be required to meet the strengthened on-site energy performance standards of Building Regulations, and any subsequent increased requirements.

Proposals for new non-domestic buildings should achieve BREEAM Excellent (for water and energy credits) where technically and financially viable.

<sup>45</sup> Housing Standards Review Technical Consultation (September 2014) DCLG

<sup>46</sup> Data from 'Emissions within the scope of influence of Local Authorities for 2005-11' from DECC: This data set excludes items deemed outside of LA control, such as: Land Use Change, Diesel train transport and Motorway road transport emissions.

<sup>47</sup> Data from DECC: "Fuel poverty 2009: sub-regional data" and "Local Authority fuel poverty levels, 2006"; see [http://www.decc.gov.uk/en/content/cms/statistics/fuelpov\\_stats/archive/archive.aspx](http://www.decc.gov.uk/en/content/cms/statistics/fuelpov_stats/archive/archive.aspx)

All development, including the alteration and extension of existing buildings, should consider how it may achieve the following sustainability objectives:

In relation to carbon:

- i. Take an active approach to reducing its need to consume energy;
- ii. Utilise renewable and low carbon energy technologies where appropriate;
- iii. Look at ways to improve the existing building when adding improvements or extensions;
- iv. Minimise the amount of carbon emitted throughout the implementation and construction process and ensure any existing embedded carbon onsite is retained;
- v. Consider the establishment of district energy networks within heat priority areas or near potential sources of waste energy and consider connection or futureproofing developments for connection (see Policy ENV7);

For other locally-specific climate change issues relating to Crawley, all development should consider how it will:

- vi. Tackle the serious water stress in the borough (see Policy ENV9);
- vii. Cope with future temperature extremes, and ensure it does not unduly increase the impact of heatwave events.

All development involving the creation of a new dwelling or the creation, change of use, or refurbishment of over 100sqm of internal floorspace should submit a Sustainability Statement demonstrating how the sustainability objectives above have been addressed during the design and construction processes. Further details on how these objectives can be addressed can be found in the Planning and Climate Change SPD.

### **Reasoned Justification**

7.38 *The NPPF states that planning policy should play a key role in: shaping places to secure radical reductions in greenhouse gas emissions, planning for new developments in locations and ways that reduce greenhouse gas emissions, and supporting the delivery of renewable and low carbon energy and associated infrastructure. It also requires local planning authorities to actively support energy efficiency improvements to existing buildings, and to identify when there are opportunities for development to draw energy supply from decentralised renewable or low carbon energy supply systems.*

7.39 *Further to this, local planning authorities should have a positive strategy to promote energy from renewable and low carbon sources and policies should maximise renewable and low carbon energy development, while ensuring adverse impacts (including cumulative landscape and visual impacts) are satisfactorily addressed.*

7.40 *The NPPF<sup>48</sup> also seeks to ensure that there are net gains across the economic, social and environmental dimensions of sustainable development. This Policy will make a substantial contribution towards both the social and environmental dimensions of this goal. It will also positively contribute towards the economic dimension as the energy savings alone can exceed any cost associated with the design and construction of a green building<sup>49</sup>. The World Green Building Council report also goes on to show that over time buildings with better*

---

<sup>48</sup> National Planning Policy Framework, paragraph 152 (2012) DCLG

<sup>49</sup> The Business Case for Green Building: A Review of the Costs and Benefits for Developers, Investors and Occupants (2013) World Green Building Council

*sustainability credentials enjoy increased marketability and are more easily able to attract tenants and to command higher rents and sale prices.*

- 7.41 *A number of borough-wide issues and opportunities have been identified in the evidence base and these form the objectives that all development is expected to address in this Policy.*
- 7.42 *Development should take an active approach to reducing a development's need to consume energy. This is paramount to tackling climate change and intrinsically linked with the NPPF.*
- 7.43 *The borough is identified as falling within an area of serious water stress and as such development is expected to address this issue by achieving a better than standard level<sup>50</sup>.*
- 7.44 *Due to Crawley's compact urban nature, the use of district energy networks can ensure a low carbon future for the borough as required by the NPPF. Ensuring development utilises these networks is of particular importance to ensure they are a success.*
- 7.45 *Crawley Borough Council has assessed<sup>51</sup> the likely opportunities and constraints of a number of technologies across the borough. High radiant energy, a plentiful supply of a biomass fuel, and district energy networks have been identified as the most suitable renewable energy resources available. It is therefore appropriate to utilise renewable and low carbon energy technologies where appropriate.*
- 7.46 *Existing buildings contain embedded carbon; this is carbon that was emitted to construct it. It is vital that this already emitted carbon is not wasted through the needless demolition of structures so applications will be required to demonstrate how onsite embedded carbon has been retained.*
- 7.47 *Crawley is expected to experience increased frequency and severity of heatwave events. Therefore, ensuring that new buildings will be fit for purpose under greater temperature extremes and minimising the contribution that new developments have towards the urban heat island effect will help manage this impact.*
- 7.48 *Existing buildings within the borough are responsible for a large proportion of our carbon emissions so improvements to all of these buildings are essential to curb our emissions over the Plan period. Therefore, this Policy relates to all development including alterations and extensions to existing buildings, as well as new developments. This will also help to tackle the high level of local fuel poverty by ensuring affordable warmth within the borough.*

### **District Energy Supply**

- 7.49 *Energy is currently supplied from the National Grid as a centralised system. Power stations generate and distribute this energy across long distances to homes and businesses. Over half of the energy from gas and around two-thirds from nuclear and coal is lost in waste heat. On top of this, even more energy is lost in transporting and distributing the energy across the network. This is an inefficient and carbon intensive process. Nearly half of the energy used in the UK is for heating and the use of waste heat from electricity production can help shift energy supply to more affordable lower carbon sustainable sources.*
- 7.50 *District Energy Networks are designed to distribute energy, such as heating, cooling and electricity across a local area. Networks typically consist of*

---

<sup>50</sup> Water Stressed Areas – Final Classification (July 2013) Environment Agency

<sup>51</sup> Decentralised Energy Study (2011) HurleyPalmerFlatt

underground pipes and/or cables connecting local energy sources to buildings. Energy sources can include plant that generates electricity and uses the waste heat from this process to supply the network. This is known as Combined Heat and Power (CHP) and is a form of efficient “decentralised” energy production. District Energy Networks can be supplied with many fuel sources, including renewables or waste heat. Energy supplies to District Energy Networks can, therefore, be flexible in regard to using different sources and different technologies both now and in the future.

- 7.51 Crawley, due to its relatively dense and compact urban character, its neighbourhood-based layout, and the quantity of new development expected over the coming years has a significant opportunity to develop District Energy Networks. Such networks could provide affordable warmth to residential and commercial buildings, tackling fuel poverty and improving our energy security. Studies commissioned by Crawley Borough Council have identified a number of Priority Areas within the borough where District Energy Networks are likely to be most viable in the short term.

### Policy ENV7: District Energy Networks

The development of district energy networks and associated infrastructure is encouraged and should be approved unless it results in significant adverse impacts on the environs.

Priority areas for the delivery of District Energy Networks are identified on the Local Plan Map.

Any major development within the borough, and all development proposals within a priority area for District Energy Networks that would involve the creation of a new dwelling or the creation of over 1000sqm of internal floorspace, should demonstrate how they have considered the following hierarchy:

- i. where a network is in place in the immediate area: connect to an existing District Energy Network; or
- ii. where a network is not yet in place, development should:
  - a) consider developing its own system for supplying energy to any surrounding existing or planned buildings. Any system installed should be compatible with a wider district energy network and developments should ensure that connection to a wider network is facilitated in the future through good design and site layout; or
  - b) consider how it may include site-wide communal energy systems; or
  - c) be “network ready”, optimally designed to connect to a District Energy Network on construction or at some point after construction.

An alternative approach to securing decentralised low carbon energy may be justified, on a case-by-case basis, where developments demonstrate that the objectives of Policy ENV7 cannot be achieved in line with the criteria above, due to technical or financial viability, or due to site or development specifics.

All development subject to the requirements of Policy ENV7 must be supported through the submission of a Sustainability Statement in compliance with the Planning and Climate Change SPD.

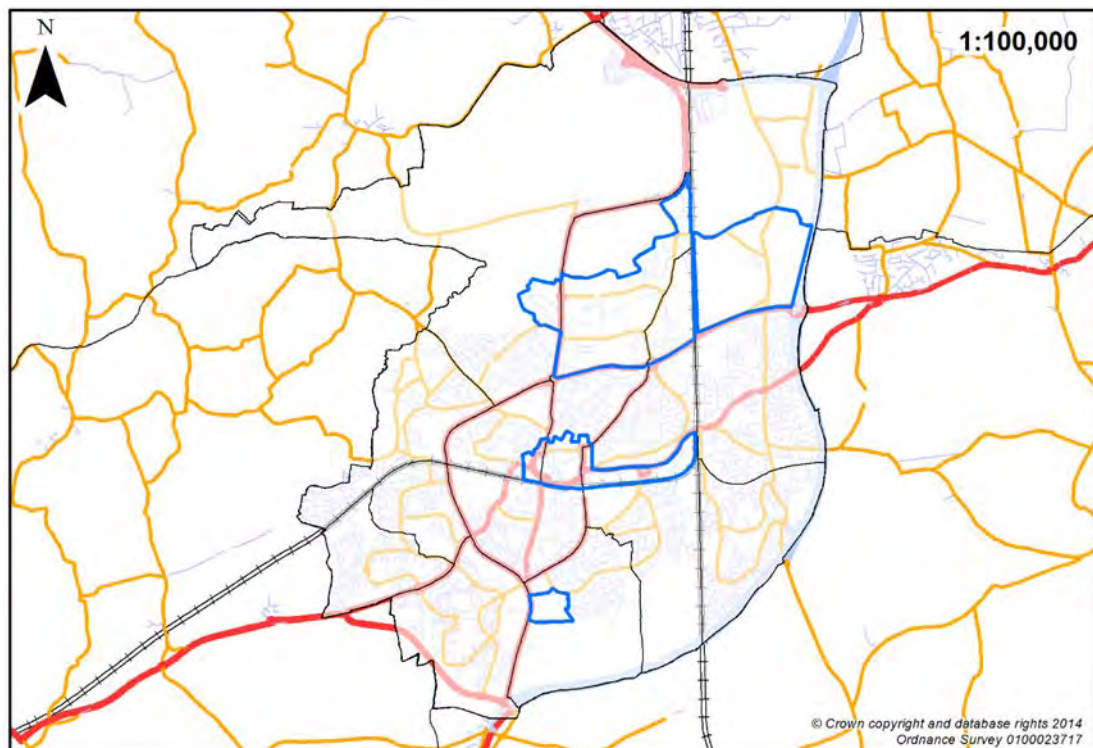
### **Reasoned Justification**


- 7.52 *Crawley Borough Council has conducted a thorough assessment of the potential use of decentralised energy networks across the borough. This has*

included work by West Sussex County Council, the Energy Centre for Sustainable Communities, and HurleyPalmerFlatt consultancy.

7.53 When considering the opportunities for reducing CO2 emissions through the supply of low carbon heat, District Heating (DH) was identified as an alternative method of supplying heat to buildings, using a network of super insulated pipes to deliver heat to multiple buildings from a central heat source, such as a Combined Heat and Power (CHP) plant. A CHP plant is essentially a local, smaller version of a traditional power station but by being combined with heat extract, the overall efficiency is much higher (typically 80% - 85%). Whilst the electrical efficiency of smaller CHP systems is lower than large scale power generation, the overall efficiencies with heat use are much higher resulting in significant CO2 reductions.

7.54 A 'heat map' for Crawley has been created that identifies density of heat demand across the borough, the assessment identified a number of areas where the development of district heating schemes should be actively encouraged. These are identified as Priority Areas on the Local Plan Map. However, District Energy Networks are encouraged throughout the borough, including outside of the identified areas.



 Priority Areas for District Energy Networks (Policy ENV7)

7.55 The NPPF states that local planning authorities are expected to identify opportunities for co-locating potential heat customers and suppliers, and that new developments are expected to comply with local plan policies on requirements for decentralised energy supply, unless the applicant can demonstrate that this is not feasible or viable given the type of development involved and its design. Given the complexity of decentralised energy, the council encourages early pre-application discussions.

### Development and Flooding

7.56 Crawley's water environment has long been an important planning consideration, particularly from a perspective of managing flood risk, and will



continue to remain so in planning for Crawley's future. The borough falls entirely within the upper reaches of the River Mole catchment, and the town's close proximity to the catchment has meant that several areas are identified by the Environment Agency as being at risk of river flooding. The northward flow of the Upper Mole towards the Thames also has flood implications for Gatwick Airport and neighbouring authorities, in particular Reigate and Banstead. River flooding is not the only source of flooding; Crawley is at the highest risk of surface water flooding in West Sussex. Sewer and groundwater flooding are also important planning considerations.

- 7.57 It is, therefore, vital that development is planned sustainably with flood risk from all sources in mind, particularly in terms of protecting current and future users of development, and ensuring that proposals do not increase flood risk elsewhere. The NPPF and supporting PPG: Flood Risk and Coastal Change categorises different development types according to their susceptibility to flood risk. Through applying the sequential test, the most vulnerable development types should be directed to the areas of lowest flood risk.

### Policy ENV8: Development and Flood Risk

Development proposals must avoid areas which are exposed to an unacceptable risk from flooding, and must not increase the risk of flooding elsewhere. To achieve this, development will:

- i. be directed to areas of lowest flood risk, having regard to its compatibility with the proposed location in flood risk terms, and demonstrating (where required) that the sequential and exceptions tests are satisfied;
- ii. refer to the Environment Agency Flood Map for Planning and Crawley Strategic Flood Risk Assessment to identify whether the development location is situated in an area identified as being at risk of flooding;
- iii. where identified in the SFRA, demonstrate through a Flood Risk Assessment how appropriate mitigation measures will be implemented as part of the development to ensure risk is made acceptable on site, and is not increased elsewhere as a result of the development;
- iv. ensure that proposals on all sites of 1 hectare or greater are accompanied by a Flood Risk Assessment, to include detail of mitigation demonstrating how surface water drainage from the site will be addressed;
- v. reduce peak surface water run-off rates and annual volumes of run-off for development through the effective implementation, use and maintenance of SuDS, unless it can be demonstrated that these are not technically feasible or financially viable. Further guidance on how to achieve these objectives will be provided in the Planning and Climate Change SPD.

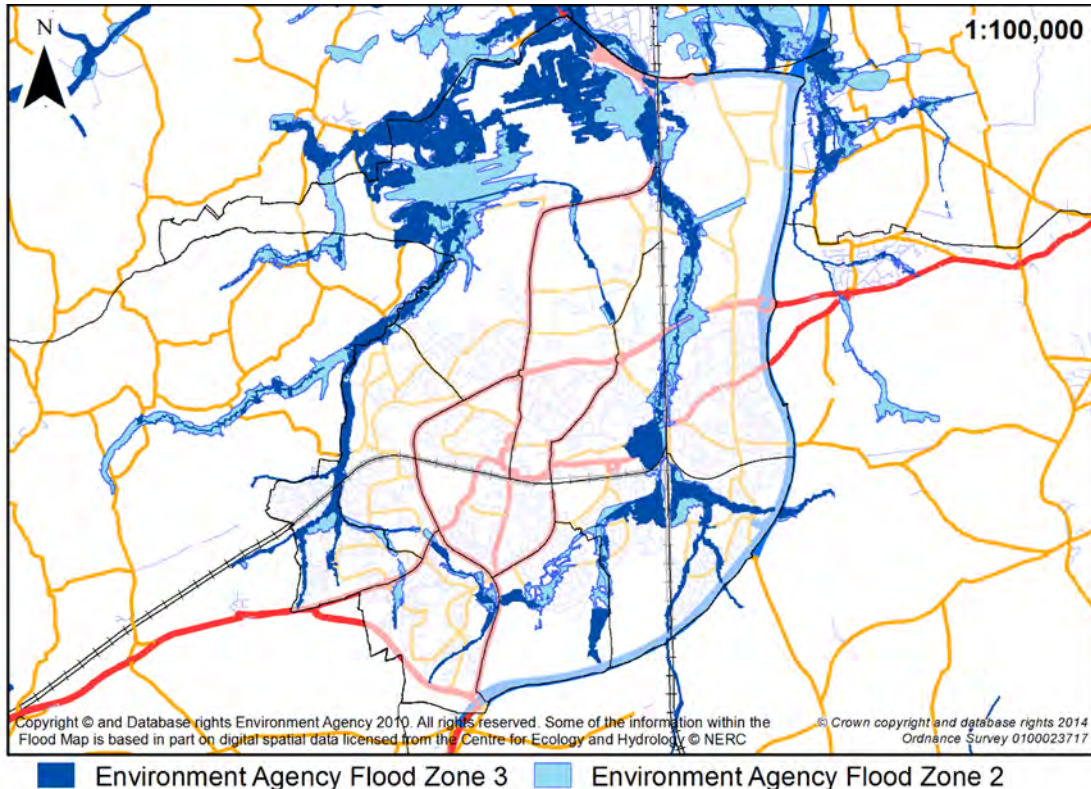
### **Reasoned Justification**

- 7.58 *Flooding is a natural process that can happen at any time in a wide variety of locations, posing a risk to life, property and livelihoods. The risk of flooding posed to properties within Crawley arises from a number of sources including river flooding, localised runoff and sewer flooding.*
- 7.59 *Development in Crawley has the potential to increase the likelihood of flood risk if it is not carefully managed. Development on floodplains can play a significant role in increasing flood risk, particularly through placing people and properties in areas that are at a heightened risk of flooding. Climate change impacts are also expected to increase the risk of flooding over the coming decades, with an increase in the frequency of wet, mild winters anticipated. Therefore, it is*

*essential that planning decisions are informed by, and take due consideration of, the flood risk posed to (and by) future development.*

- 7.60 *The NPPF requires local planning authorities to take a pro-active approach to managing impacts associated with climate change, including flood risk. To minimise risks to property, inappropriate development should be avoided in areas which are at greatest risk of flooding, and directed to sequentially preferable areas of lowest risk. Where development is necessary in areas of flood risk, care should be taken to ensure it can be made safe without increasing flood risk elsewhere.*
- 7.61 *To guide the location of development, the NPPF requires that local planning authorities undertake a Strategic Flood Risk Assessment (SFRA). The Crawley Strategic Flood Risk Assessment is a key tool, drawing upon the Environment Agency Flood Map for Development to identify areas in the borough where the risk of flooding is greatest. As required by the National Planning Policy Framework, the SFRA provides a local evidence base through which the sequential and exceptions tests will be assessed, and will, therefore, play a key role in guiding the most vulnerable forms of development away from areas where flood risk is greatest.*
- 7.62 *The NPPF recognises residential development as a 'more vulnerable' use which should be directed to Flood Zone 1 or Flood Zone 2, subject to demonstrating compliance with the sequential test and the acceptability of development through a Flood Risk Assessment. Residential development on land falling within Flood Zone 3a will only be acceptable where it can be demonstrated that the NPPF exceptions test is satisfied.*
- 7.63 *All housing sites identified in Local Plan Policy H2 are considered to be appropriate locations in terms of flood risk. This assessment follows early engagement on the Local Plan with the Environment Agency and West Sussex County Council (WSCC) which provided information on flood risk levels across the Crawley area from rivers, surface water and groundwater. Of the sites allocated by the Local Plan for residential development, four sites are situated in areas partially affected by Flood Zone 2 and/or Flood Zone 3a; these being: Breezehurst Drive, Bewbush; Bewbush West Playing Fields (Henty Close), Bewbush; WSCC Professional Centre, Tilgate; and Land adjacent Desmond Anderson, Tilgate. The principle of development at each of these sites has been agreed by the Environment Agency, subject to applicants demonstrating, through a Flood Risk Assessment, that proposals are acceptable in terms of flood risk. Further site-specific guidance has been agreed with the Environment Agency and WSCC and is set out in the Crawley SFRA.*
- 7.64 *Flash flooding from surface water run-off and/or sewer overload has also been an issue across the borough following heavy localised rainfall events. Surface water flooding is a specific issue across Crawley as the underlying clay soil and density of urban development reduces permeability and increases the levels and speed of surface water run-off. This can result in localised surfaces flooding, and can lead to rivers exceeding their storage capacity more quickly, often resulting in 'flash flooding'. To help identify locations where surface water flooding is likely to be a consideration, applicants should refer to the SFRA and Environment Agency Flood Map for Surface Water to assess the potential risk of flooding from surface water sources, and effectively respond to identified risk through appropriate drainage design.*
- 7.65 *The Gatwick Water Cycle Study recognises surface water flooding as a material planning consideration, and recommends that sustainable drainage techniques should be implemented to control flood risk. As required by the Flood and*

Water Management Act (2010) the Department of Environment, Food and Rural Affairs (Defra) is drafting national standards for SuDS design that will apply across England and Wales, making SuDS a formal requirement of development. The SuDS Approving Body will be responsible for determining, adopting and maintenance of SuDS once the national SuDS guidance is adopted. Further guidance on masterplanning SuDS into development is set out in 'Water, People, Places' prepared by the Lead Local Flood Authorities in the South East.



Please note that this flood map is for indicative purposes only. Users should refer to the most recent Environment Agency Flood Map for Planning (Rivers and the Sea) in interpreting Local Plan Policy ENV8

### Tackling Water Stress

- 7.66 The South East, including Crawley, is an area of serious water stress<sup>52</sup>. It is, therefore, important that more stringent water conservation measures need to be required from housing and commercial property development in Crawley.
- 7.67 In addition, changing climate conditions are expected to further aggravate water stress in Crawley. Drought is expected in increased frequency and severity and will put additional strain on reservoir and groundwater levels. Extreme rainfall events are also expected to become more frequent and to be more severe. Although seemingly counter-intuitive: increased risk of extreme rainfall can actually further aggravate water stress as most of this water does not soak through to recharge groundwater reserves but instead becomes surface water run-off – increasing the risk of flooding.
- 7.68 One method of helping to manage flood risk is to reduce stock levels in reservoirs (at the cost of increasing water stress). This is so that there is spare capacity that can be used to store excess surface water, during extreme rainfall

<sup>52</sup> Water Stressed Areas – Final Classification (July 2013) Environment Agency

events, that would otherwise cause flooding. Water efficiency is, therefore, a key consideration for development in Crawley.

### Policy ENV9: Tackling Water Stress

Crawley is situated within an area of serious water stress, and development should, therefore, plan positively to minimise its impact on water resources and promote water efficiency.

New dwellings should where viable and technically feasible, meet the Building Regulations optional requirement for tighter water efficiency.

For non-residential development, where technically feasible and viable, development should meet BREEAM Excellent including addressing maximum water efficiencies under the mandatory water credits.

Should BREEAM be replaced, or any national standards increased, then this requirement will also be replaced by any tighter standard appropriate to an area of serious water stress.

Applicants must demonstrate how they have achieved the requirements of this Policy within their Sustainability Statement as required by Policy ENV6.

#### **Reasoned Justification**

- 7.69 *The NPPF requires local planning authorities to take a pro-active approach to managing impacts associated with climate change, including water stress. Ensuring that new development is highly water efficient and that, where appropriate, it makes use of rainwater harvesting and/or grey water recycling for uses which do not require water to be potable (such as WC flushing), will help to minimise the impact of development on water stress in the region.*
- 7.70 *Crawley's planning policy on water efficiency requires all new dwellings, including the subdivision of existing buildings into multiple dwellings, to achieve the most stringent water efficiency requirements given that it is identified as an area of serious water stress. The current optional requirement set out in Building Regulations<sup>53</sup> is 110 l/p/d (105 l/p/d with an additional 5 l/p/d for external use). Given the robust nature of evidence supporting the Crawley Borough Local Plan, including the Gatwick Water Cycle Study, and support from the Environment Agency, this tighter water efficiency standard, and any subsequent standard, is considered the necessary level for Crawley.*
- 7.71 *For non-domestic development there is currently no nationally applied standard for water efficiency of buildings (only minimum performance requirements for individual water using fixtures). However, BREEAM sets out standards for minimum water performance of such buildings. This is done using the BREEAM water calculation method to assess the percentage reduction in internal potable water usage of the proposed building performance as compared to that of a notional building, using standardised assumptions for occupant behaviour.*
- 7.72 *Given the findings of the council's Water Cycle Studies and the work undertaken in partnership with the Environment Agency as an area of serious water stress, non-domestic developments are required to install water meters and to meet the highest water efficiency requirements. The Policy requires non-residential development to equal or exceed BREEAM Excellent requirements, which require that there is a 25% reduction in potable water use.*

<sup>53</sup> Building Regulations Approved Document G (Sanitation, Hot Water Safety and Water Efficient)

7.73 *The EU Water Framework Directive<sup>54</sup> establishes a framework for the protection of inland surface waters (rivers and lakes), transitional waters (estuaries), coastal waters and groundwater. It will ensure that all aquatic ecosystems and, with regard to their water needs, terrestrial ecosystems and wetlands meet 'good status' by 2015. The council supports this work through the proper and sensible management of water in all new development.*

7.74 *The council will continue to work alongside developers, key stakeholders and the Environment Agency with regard to water supply and demand considerations, as well as any infrastructure requirements, and will assist in ensuring that the highest standards for water efficiency are considered for all development within the borough. Further information will be provided in the Planning and Climate Change SPD.*

### **Managing Pollution**

7.75 Although Crawley is fortunate in having few areas that are subject to serious pollution, managing the impacts of environmental pollution remains an important objective. Although the principal mechanisms for achieving this are through the regulatory functions of Environmental Health, taking steps to facilitate a reduction of pollution and ensure that proposals are safe for future site users is still a legitimate matter for planning control.

#### **Policy ENV10: Pollution Management and Land Contamination**

To prevent unacceptable risks from environmental pollution and land contamination, development, including extensions and intensification of existing uses, will be permitted where the proposed use:

- a) would not lead to a significant increase (including cumulative increase) in levels of pollution or hazards, or where impacts can be appropriately mitigated to ensure impacts are controlled, and as far as possible reduced; and
- b) is appropriate to its location in that it would not result in unacceptable disturbance or nuisance to the amenity of adjacent land uses and occupiers.

Where a site is known or suspected to be at risk from contaminants or materials that present a hazard to health, information must be provided detailing the methodology through which risks will be addressed, and ensuring the treatment and/or removal of all such contaminants and materials prior to the commencement of development.

### **Reasoned Justification**

7.76 *Conservation and enhancement of the natural environment and the reduction of pollution is one of 17 key planning principles set out in the NPPF. The government requires the planning system to prevent new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution, or land instability. The NPPF also requires that Local Plans aim to minimise pollution and other adverse effects on the natural environment and should encourage re-use of despoiled, degraded, or contaminated brownfield land, where appropriate, through remediation and mitigation.*

7.77 *The NPPF recognises that to prevent unacceptable risks from pollution and land instability, planning policies should ensure that new development is appropriate for its location, taking into account the effects (including cumulative*

---

<sup>54</sup> The Water Framework Directive, European Union (Directive 2000/60/EC of the European Parliament and of the European Council of 23 October 2000)

effects) of pollution from development, or that arising as a result of development.

## Development and Noise

7.78 Due to the urban nature of Crawley noise levels vary from relatively quiet areas within Crawley's large parks to much noisier areas close to the M23 and Gatwick Airport. Unacceptable levels of noise can be a cause of health and stress related problems, amenity issues, and can result in negative impacts on productivity and learning. For these reasons it is fundamental that the relationship between noise sources and noise sensitive development is effectively and appropriately managed through the Local Plan. Key to this approach will be a methodology for separating noise sensitive developments from noise generating sources.

### Policy ENV11: Development and Noise

People's quality of life will be protected from unacceptable noise impacts by managing the relationship between noise sensitive development and noise sources. To achieve this, Policy ENV11 should be read in conjunction with the Local Plan Noise Annex.

#### A. Noise Sensitive Development

Residential and other noise sensitive development will be permitted where it can be demonstrated that users of the development will not be exposed to unacceptable noise disturbance from existing or future uses.

Noise sensitive uses proposed in areas that are exposed to significant noise from existing or future industrial, commercial or transport (air, road, rail and mixed) sources will be permitted where it can be demonstrated that appropriate mitigation, through careful planning, layout and design, will be undertaken to ensure that the noise impact for future users will be made acceptable. Proposals that would expose future users of the development to unacceptable noise levels will not be permitted. For transport sources, the Unacceptable Adverse Effect is considered to occur where noise exposure is above 66dB  $L_{Aeq,16hr}$  (57dB  $L_{Aeq,8hr}$  at night).

#### B. Noise Generating Development

Noise generating development will only be permitted where it can be demonstrated that nearby noise sensitive uses (as existing or planned) will not be exposed to noise impact that will adversely affect the amenity of existing and future users. Proposals will adhere to standards identified in the Local Plan Noise Annex to establish if the proposal is acceptable in noise impact terms, and will be required to appropriately mitigate noise impacts through careful planning, layout and design. Development that would expose users of noise sensitive uses to unacceptable noise levels will not be permitted.

#### C. Noise Impact Assessment

A Noise Impact Assessment will be required to support applications where noise sensitive uses are likely to be exposed to significant or unacceptable noise exposure. The Noise Impact Assessment will:

- i. assess the impact of the proposal as a noise receptor or generator as appropriate; and
- ii. demonstrate in full how the development will be designed, located, and controlled to mitigate the impact of noise on health and quality of life, neighbouring properties, and the surrounding area.

In preparing a Noise Impact Assessment, applicants will adhere to Planning Noise Advice Document: Sussex (2013) for further guidance.

#### D. Mitigating Noise Impact

Where proposals are identified as being subject to significant or unacceptable noise impact, either through noise exposure or generation, the best practical means must be employed to mitigate noise impact to an acceptable level.

#### **Reasoned Justification**

- 7.79 *To assist in the interpretation of Local Plan Policy, guidance is set out in the Local Plan Noise Annex to inform the use of Policy ENV11 in planning applications and decisions. Reference should also be made to the Local Plan Noise Annex, which delineates the estimated noise contours associated with a possible second wide-spaced runway at Gatwick Airport. The noise contours shown in the Local Plan Noise Annex reflect the latest published by the Civil Aviation Authority (CAA).*
- 7.80 *Crawley is one of 65 large urban areas in England to which the Environmental Noise Directive applies, and the Local Plan approach to managing noise has regard to Noise Action Plans produced by DEFRA to promote good health and good quality of life. Given Crawley's unique noise environment, it is considered that locally-specific guidance is needed to ensure that national objectives are met, whilst ensuring that an approach that is consistent with adjoining local planning authorities is progressed.*
- 7.81 *The NPPF requires that Local Plan policies and development management decisions aim to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new development, ensuring that, where conflict does arise, impacts are, as far as possible, mitigated against and reduced to a minimum. To ensure that the Local Plan appropriately manages and mitigates against issues of noise on a consistent basis, the policy approach draws on evidence base work.*
- 7.82 *Although Planning Practice Guidance: Noise provides broad policy guidelines, it is recognised that the revoking of PPG24 (Planning and Noise) has resulted in an absence of technical guidance relating to noise. Whilst PPG24 provided guidance in relation to situations in which the onset of noise impact becomes significant, Noise Planning Policy Statement for England (2010) – identified under the noise policy of the NPPF – outlines that the Significant Observed Adverse Effect Level (SOAEL), the noise level above which significant adverse effects on health and quality of life occur, will vary depending on the situation and source of noise. For this reason, there is currently not a recognised value for SOAEL. However, given the diverse range of noise sources in Crawley (including the airport, motorway, and Manor Royal) it is considered that detailed technical guidance will be required to facilitate the interpretation of Local Plan Policy ENV11.*
- 7.83 *Detailed technical guidance is required to fill the policy gap left by the revocation of PPG24 to provide locally specific clarity in interpreting an appropriate noise response according to source. The recently published Planning Practice Guidance: Noise<sup>55</sup> recommends that local planning authorities may produce locally specific noise guidance.*
- 7.84 *Technical guidance on noise impact is set out in the Local Plan Noise Annex. This draws upon evidence and the PPG24 Noise Exposure Categories as a*

---

<sup>55</sup> Planning Practice Guidance: Noise (2014) DCLG

*technical starting point, to provide guidance in assessing the acceptability of development proposals in noise terms. As part of the Local Plan, the Noise Annex will form a material planning consideration until such a time as its content is superseded by updated technical guidance from the government.*

- 7.85 *Where a Noise Impact Assessment is required, consideration should be given to Planning Noise Advice Document, Sussex (2013) which has been produced on a joint basis by East and West Sussex local authorities. This has been produced to provide clear and consistent guidance as to the level of information that should be submitted with planning applications for noise generating developments or noise sensitive developments, including guidance on when it is appropriate to submit a noise report and the required contents of such a report.*

## **Air Quality**

- 7.86 Crawley is a clean, urban borough, and is fortunate in having no seriously polluted areas. However, air quality across the town can be affected by pollution from different sources including local and major road traffic, airport related activities, and industry.
- 7.87 To ensure that quality of life is protected for the people who live in and visit the town, European Legislation requires the council to monitor and assess air quality within its administrative area. Where monitoring shows that statutory air quality objectives are not being met an Air Quality Management Area (AQMA) will be declared and an Air Quality Action Plan prepared.
- 7.88 In 2013, Crawley identified its first AQMA along the A2011, Crawley Avenue, and surrounding areas. An Air Quality Management Plan is required to help address the pollution issues that have been identified. It is possible that other AQMAs may be identified over the Local Plan period, and it is important that the Local Plan is pro-active in promoting good air quality. Therefore, the Local Plan seeks to ensure that so far as possible the need to designate new AQMAs is avoided, and that development does not worsen, and where possible improves, air quality.
- 7.89 To help achieve this, the Local Plan draws upon 'Air Quality & Emissions Mitigation for Sussex Authorities' (2013), produced by Sussex Air Quality Partnership and signed up to by East and West Sussex local authorities. The document seeks to improve air quality across Sussex by providing cross-authority guidance to identify situations in which planning applications should be supported by an Air Quality Assessment to ensure any air quality impacts are appropriately mitigated.

### **Policy ENV12: Air Quality**

Development proposals that do not result in a material negative impact on air quality will normally be permitted. In determining whether or not a development will have a material negative air quality impact, the local planning authority will refer to the criteria set out in *Air Quality and Emissions Mitigation Guidance for Sussex*.

To ensure that development is appropriate in air quality terms:

- a) Where identified in Air Quality and Emissions Mitigation Guidance for Sussex, development will be required to be supported by evidence detailing the air quality impact of the proposed development, and outlining an appropriate mitigation strategy that will be implemented to ensure that air quality is not materially worsened, and is where possible improved. This may be in the form



of an Emissions Statement, Mitigation Statement, and/or Air Quality Statement, as appropriate.

- b) Development proposals within a declared Air Quality Management Area, will demonstrate how mitigation measures will be incorporated that help address objectives identified in the relevant Air Quality Action Plan.
- c) Development that may reasonably be considered to impact upon air quality beyond the borough boundary, will be expected to contribute towards achieving a reduction in levels of air pollution, and should demonstrate how this will be achieved through an Air Quality Assessment.

In all relevant cases, development that cannot demonstrate how material negative air quality impacts will be mitigated may be refused.

### **Reasoned Justification**

- 7.90 *Air quality in Crawley is generally good, with most of the borough meeting air quality objectives. However, some areas are close to exceeding recommended European Union limits, and it is possible that additional AQMAs may need to be designated over the plan period. The council has responsibility to ensure that air quality does not negatively affect the residents' health or the environment, both within and beyond the borough boundary, and for this reason it is important that the Local Plan is able to contribute to the improvement of air quality.*
- 7.91 *Emerging government proposals will make local authorities directly accountable for air quality breaches if it cannot be demonstrated that steps are being taken to prevent or reduce exceedence. Therefore, the Local Plan must take into account both the presence of AQMAs and cumulative impact from individual sites when planning for development. Reflecting the NPPF emphasis on early engagement, the identification of AQMAs by the council, and requiring an Air Quality Assessment where necessary in a planning application will ensure that issues are looked into at an early stage.*
- 7.92 *Policy ENV12 will prevent unacceptable risks by allowing development where it is appropriate for its location, and ensure the effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, are taken into account. By taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas, the Local Plan will ensure that any development in Air Quality Management Areas is consistent with the local Air Quality Action Plan.*

## Infrastructure

*Growth will be sustainable and supported by an infrastructure plan that complements development enabling people to live a long and happy life.*

### Enabling people

*Crawley will continue to improve the quality of life for its residents throughout every stage in their life. Excellent early years' provision will support children's development, which will be further assisted by the provision of good primary, secondary and tertiary education. Education, for both young and old, should unlock potential, giving people a real choice about what they do in their working life. People will be encouraged to stay physically and mentally fit and active, high standards of health care will be delivered locally and people will be able to age with confidence as they grow older.*

### Growing the town

*By 2030 significant progress will have been made towards Crawley becoming a carbon neutral town. A strong road network will be complemented by a good public transport system, giving people choice about how they travel. Allowances for parking spaces will be fully considered in any new development. As a modern town, the technological and communication infrastructure will be in place to ensure residents and businesses have the support needed to develop and grow. Conserving natural resources to support future growth will be vital to the longevity of the town.*

- 8.1 The retention of existing essential infrastructure and the provision of additional facilities and services to support new development is a key objective of the planning system. It is important to retain, and where possible enhance, existing essential infrastructure in the borough taking into account new innovations and the need to respond to climate change.
- 8.2 A complete picture of the provision of infrastructure in Crawley is contained in the Infrastructure Plan which supports the Local Plan. This demonstrates that the overall level of growth proposed by the Plan can be supported by both existing and proposed infrastructure.
- 8.3 As significant parts of the town's infrastructure are not actually provided by the borough council, it is important that the council continues to work closely with West Sussex County Council and utility and service providers (such as water providers, communication companies etc.) to ensure that the necessary infrastructure is in place for the lifetime of the Plan.

## Chapter Content

- 8.4 This chapter sets out the Local Plan policies and approach to ensure sufficient infrastructure to meet the needs of the existing and future population. It covers all types of infrastructure provision, except green infrastructure which is covered in the Environment Chapter.

## The Key Issues

- 8.5 Crawley's population is still growing, two new neighbourhoods are soon to be added to the town, and additional housing sites are proposed in this Local Plan. Growth in employment numbers and at Gatwick Airport is also anticipated and, therefore, it is important to ensure that the key transport, utility, service and community infrastructure facilities are improved and if necessary expanded to

meet the needs of the town. Some facilities can grow incrementally as additional funding is provided through taxes, rates and investment plans, but other infrastructure facilities will soon reach a critical point beyond which a major new facility is likely to be needed, including the cemetery and possibly the sewage treatment works. Given the constrained nature of the borough, some new infrastructure facilities which require larger sites may have to be provided outside the borough boundary.

## Local Plan Policies

### Infrastructure Provision

- 8.6 People that live and work in the town need to be supported by a wide range of infrastructure facilities and services to enable the town to function and to provide a high quality of life. This can be achieved by protecting existing infrastructure and ensuring that development can make provision for any additional infrastructure it requires.

#### Policy IN1: Infrastructure Provision

Development will be permitted where it is supported by the necessary infrastructure both on and off site and if mitigation can be provided to avoid any significant cumulative effects on the existing infrastructure services.

Existing infrastructure services and facilities will be protected where they contribute to the neighbourhood or town overall, unless an equivalent replacement or improvement to services is provided or there is sufficient alternative provision in the area.

The council will seek to implement a Community Infrastructure Levy (CIL) through the relevant processes. The rate will be set following the adoption of the Charging Schedule.

Where appropriate and in line with the CIL regulations, Section 106 agreements will address site specific issues.

#### Reasoned Justification

- 8.7 *Infrastructure covers a wide range of services and facilities such as transport, affordable housing, education, health, social infrastructure, community facilities, cultural facilities, sport centres, open space, parks and play space, waste management and disposal, libraries, cemeteries, emergency services, places of worship, utility services, waste water treatment, telecommunications infrastructure and flood defences.*
- 8.8 *It is important that the necessary infrastructure and community services are made available for the whole community, for everyone to enjoy a high quality of life. The NPPF highlights the role that infrastructure can play in contributing to sustainable development and the role Local Plans can play to ensure that the appropriate infrastructure is delivered. The Infrastructure Plan sets out in more detail an assessment of infrastructure provision in Crawley. These facilities which make a contribution to the provision of infrastructure provision in the town will be protected unless alternative provisions are made.*
- 8.9 *It is a fact that development will place additional demands on infrastructure provision and that developers will be expected to contribute to meeting the need for additional infrastructure generated by their development and ensuring cumulative effects are effectively mitigated. Development will be permitted where overall capacity limits, advised by infrastructure providers, are not*

*breached. Following the adoption of this Local Plan the borough council will charge developers the Community Infrastructure Levy (CIL) on appropriate development. The details of the charge will be set out in a separate CIL Charging Schedule. Section 106 agreements will address relevant site specific issues to mitigate impacts on infrastructure that are not covered by CIL. A revised Supplementary Planning Document will be prepared to provide additional guidance on the use of S106 agreements following the introduction of CIL.*

## **Telecommunications and Broadband Provision**

8.10 The government's objective for the planning system is to facilitate the growth of new and existing telecommunication systems. Advanced, high quality communications infrastructure is essential for economic growth. The development of high speed broadband technology and other communications networks also play a vital role in enhancing the provision of local community facilities and services.

### **Policy IN2: Strategic Delivery of Telecommunications Infrastructure**

All proposals for residential, employment and commercial development of one unit or more must be designed to be connected to high quality communications infrastructure to ensure that fibre optic or other cabling does not need to be retrofitted.

### **Reasoned Justification**

8.11 *The provision of high speed broadband can help attract businesses and foster economic growth. Exclusion from access to broadband can also reduce access to public services and employment opportunities, cause social isolation and mean that people may not be able to benefit from discounts for online billing or payments.*

8.12 *'Superfast' connections are available via cable in Crawley with broadband connections starting from 30 Mbps. Crawley also has access to superfast broadband via the Next Generation Access (NGA) network. A West Sussex County Council project – West Sussex Better Connected is aiming to ensure that recent funding from the government will mean that 90% of West Sussex will have access to superfast broadband by April 2015. Work is on-going to ensure that the market can provide connections to a superfast broadband service. Where it is not already provided, WSCC has secured government funds to help finance improvements where these are not being met by the market. The funding can contribute towards the installation of new cabinets across the district to ensure that existing households and businesses can connect to the network. The installation of cabinets introduces the potential for cables to be directly connected up to individual households and businesses.*

8.13 *Retrofitting superfast broadband into existing development is a costly and disruptive process, therefore measures to incorporate the fibre optic cables directly into development, as part of the construction process, should be encouraged.*

### **Sustainable Transport**

8.14 Developments normally generate additional traffic and create new access requirements. The location of development and the intensity of the usage are the two crucial variables that will ultimately determine whether developments are sustainable in terms of the local or regional transport network. Therefore,

developments, if positioned in sustainable locations, can provide tangible opportunities to improve the wider transport network.

- 8.15 Furthermore, the NPPF states that plans should endeavour to minimise the need to travel and maximise the use of sustainable transport modes. In Crawley, the public transport system is accessible and extensive, and moreover, the distances needed to travel are relatively short, owing to the compact nature of the town. This provides an opportunity for cycling and walking to be an attractive form of transport.

### Policy IN3: Development and Requirements for Sustainable Transport

Development should be concentrated in locations where sustainable travel patterns can be achieved through the use of the existing transport network, including public transport routes and the cycling and walking network.

Developments should meet the access needs they generate and not cause an unacceptable impact in terms of increased traffic congestion or highway safety. Developments will be permitted unless the cumulative impact on the transport network is severe and cannot be satisfactorily mitigated.

In order to consider such impacts, developments that generate significant amount of movements (thresholds as outlined in the Local List) should be supported by a:

- a) Transport Statement, which assesses the impact of a development with relatively small transport implications; or a
- b) Transport Assessment, which assesses the impact of a development when there are significant transport implications, and a Travel Plan, which identifies how the development will maximise the usage of sustainable modes of transport as opposed to the private motor vehicle.

The applicant should view the Local List of Planning Requirements (or any subsequent document) to ensure that they submit an appropriate Transport Statement or Transport Assessment with their planning application.

#### **Reasoned Justification**

- 8.16 *In line with the current NPPF, this Policy reflects the approach that developments which generate a significant amount of movement should be situated in sustainable locations. Sustainable locations are defined as sites which minimise the need to travel, such as the town centre, and also takes advantage of the opportunities to utilise public transport and both the cycling and walking network. As a consequence, it is considered appropriate that large retail, commercial, employment or leisure developments should be concentrated in locations where an existing transport infrastructure can sustain such developments for the long-term. It is envisaged that such a policy will encourage modal change, particularly to public transport, cycling and walking which will subsequently reduce greenhouse gas emissions and the use of private motor vehicles.*
- 8.17 *Importantly, developers play a key role as part of this overall approach since developments should meet the access needs of the developments. This should either be through the direct improvement of transport infrastructure associated with it, or through wider transport infrastructure enhancements and/or improvements to public transport, cycling and walking facilities. Indeed, it is for the developer to meet such needs either through a Section 106 Agreement (to mitigate specific site matters relating to the development in question) and/or, in the future, through CIL as set out in Policy IN1. This can include improvements*

*to the public transport, cycling and the walking networks. In meeting the transport need that the development generates reference should be made to any existing strategies and priorities that have been identified, e.g. cycle schemes.*

## **Parking**

- 8.18 Parking standards are essential in terms of ensuring that developments have a satisfactory provision of car parking spaces and cycle parking spaces, but also to ensure that other more sustainable uses of transport are still utilised.
- 8.19 In addition, the older residential neighbourhoods, where modern parking needs of residents were not foreseen when the neighbourhoods were first developed, have limited on-street car parking spaces available. However, owing to the limitations of the highway network and the ever increasing need to retain environmental assets and open space, it is believed that policies contained within the Local Plan should still concentrate on more sustainable modes of transport in order for the town to accommodate a growing travel demand.

### **Policy IN4: Car and Cycle Parking Standards**

Development will be permitted where the proposals provide the appropriate amount of car and cycle parking to meet its needs when it is assessed against the borough council's car and cycle parking standards. These standards are contained within the Planning Obligations and s106 Agreements Supplementary Planning Document (SPD) or any subsequent similar document.

Car parking standards for residential development are based on the accessibility of the area, the levels of car ownership, and the size of any new dwellings.

Parking standards for other types of developments will be based on the particular usage of the premises, which will take account of the intensity and requirements of each employment usage and the accessibility of an area by public transport and other sustainable modes.

### **Reasoned Justification**

- 8.20 *In accordance with the NPPF, it is contended that the Local Authority should seek to enhance the quality of parking, particularly in the Town Centre, to ensure that it is convenient, safe and secure. This Policy will seek to improve parking throughout the town via the assessment of parking standards for developments (or existing developments that increase floor space and/or intensify the permitted usage), which ensures that the appropriate level of cycle and car parking will accompany all planning applications that are permitted.*
- 8.21 *Parking standards for both residential and non-residential development are currently established in the Planning Obligations and s106 Agreements Supplementary Planning Document (SPD) adopted in 2008. It is anticipated these will be subject to review, for inclusion in the new Urban Design SPD. In line with the NPPF, the parking standards take into account the accessibility of the extended or development through the use of zones and reflect the ability of certain areas to accommodate further parking spaces. In addition, the particular type, mix and usage of the site will have a bearing on the number of parking spaces that any planning application will require. With these parking standards, an appropriate number of both cycle and car parking spaces will be provided, alleviating congestion.*

## New Infrastructure Provision

8.22 The Infrastructure Plan provides an assessment of infrastructure in Crawley and whether new or additional facilities will need to be provided to support the town and its growth.

### Policy IN5: The Location and Provision of New Infrastructure

The council will support the provision of new or improved Infrastructure in appropriate locations where the facilities are required to support development or where they add to the range and quality of facilities in the town.

Major facilities which serve the whole town or wider area should be located in the most sustainable locations accessible by a variety of means of transport.

Local community facilities should be located close to neighbourhood centres.

### Reasoned Justification

8.23 *The NPPF highlights the need to plan for the provision of infrastructure to support residents and businesses. As has been identified earlier infrastructure covers a wide range of services and facilities. Where new facilities and services are provided, consideration needs to be given to their location depending on the number of trips generated and the use of the facility. The proposals will also need to be assessed against general development management policies.*

8.24 *Infrastructure facilities which generate a significant number of trips should be located in the most sustainable location where they can benefit from good public transport access and other suitable forms of transport.*

8.25 *Infrastructure which serves a neighbourhood catchment should be located close to neighbourhood centres. This will help maximise the accessibility of the site by foot and cycle as well as by public transport.*

8.26 *Other forms of infrastructure facilities which provide services but do not generate significant number of trips should be located in the most appropriate location, taking into account their impact on adjoining uses.*

## Rail Stations

8.27 The main rail stations provide highly sustainable opportunities for major development and are fundamental to ensuring that sustainable modes of transport are utilised. However, it is important that such development opportunities should reflect the function and operation of the particular stations concerned. The key stakeholder operating the rail stations, Network Rail, is also committed to improving all four rail stations over the Plan period, with major improvements already underway at Three Bridges rail station.

### Policy IN6: Improving Rail Stations

Any improvements or developments at or within the vicinity of railway stations will be expected to enhance the specific roles of the individual stations, the sustainable access to individual stations, and:

- a) at Gatwick Station, support its function as an airport-related interchange and provide opportunities for broadening the function of the station as an interchange for surface travellers using rail, coach, Fastway and other buses;
- b) at Three Bridges Station, support its role as a potential parkway station and as a major interchange between the rail, bus and highway network;

- c) at Crawley Station, support its role as a major gateway to the Town Centre and improve its integration with the main shopping area and bus station;
- d) at Ifield Station, strengthen its role as a local suburban station meeting the needs of residents in the west of the town.

### **Reasoned Justification**

8.28 *This policy endeavours to ensure that the specific function of each rail station within the borough is enhanced:*

- *Gatwick rail station is in a highly strategic location for transport, not only within the borough, but for the wider South East region. It is important to seize opportunities for any possible improvements for broadening the function of the station to include further surface travellers, particularly those who use sustainable modes of transport, such as rail or buses.*
- *Three Bridges rail station is a major rail junction for both the Brighton main line and the Bognor Regis/Southampton rail line. As a major transport interchange for commuters, it is envisaged that the station can better serve those using buses, cycles and the highway network.*
- *Crawley rail station acts as a major gateway into the Town Centre, and thus, it is important to support the station's integration into the main shopping area through environmental improvements and high-quality urban design.*
- *At Ifield rail station, the development of the Kilnwood Vale neighbourhood (in Horsham district) to the west of the town means it is important to strengthen the role of this suburban rail station in order to meet the needs of any increases in rail patronage.*

8.29 *The NPPF states that it is important to support strategies that are necessary for the sustainable growth of airports, and subsequently, it is considered that improvements to Gatwick rail station's concourse and access will help ensure the sustainable growth of the airport in the future. In addition, the NPPF states that Local Plans should allow authorities to identify priority areas for infrastructure provision and/or environmental enhancements to build sustainable economic growth. It is integral for both Crawley and Three Bridges rail stations to have improvements or developments within the locality, in order to ensure that opportunities are exploited for the use of sustainable transport, which coincides with Policy IN3.*

### **Crossovers**

8.30 Crossovers are created where a vehicle driveway is required to cross a pavement or verge to access a parking area within the curtilage of a residential property. In certain circumstances these crossovers require planning permission.

### **Policy IN7: Crossovers**

Proposals for crossovers to access hardstandings in front gardens will only be permitted where highway safety and the amenity of the street scene are not adversely affected; and the proposal will not result in the unacceptable loss of public on-street parking spaces.

### **Reasoned Justification**

8.31 *As a result of its development as a new town in the 1950s and 1960s a significant number of properties in the town were not built with drives or*



*garages within the curtilage of their property, and there are limited on-street parking opportunities. Some residents therefore seek to provide hardstanding within their front garden to provide a parking space. Whilst the change of use of the garden to a hardstanding does not always require planning permission itself, the crossing of a pavement or verge to access the space, if the property is on a classified road or the land crossed is not designated as highway, does require planning permission. The creation of a crossover can lead to the loss of on-street parking spaces so it is important that the level of this impact is assessed. Any proposal will also need to be considered with regards to highway safety. Hardstandings can also have a detrimental impact on the amenity of the street scene.*

## Gatwick Airport

*Crawley will continue to be an economic leader meeting the needs of significant employers who are important to the overall prosperity of the region. A business environment that supports and encourages new and established businesses to grow and flourish will be developed.*

*Gatwick Airport will continue to support the economic growth of the town.*

- 9.1 Gatwick Airport lies within the borough of Crawley and is the busiest single runway airport in the world. In 2014/15, usage was around 39 million passengers per annum (mppa) which is expected to rise to 40 mppa before 2020 and potentially up to 45 mppa by 2030.
- 9.2 Gatwick Airport generates a significant number of economic benefits both directly through its own employment requirements but also, indirectly, through the wider benefits to the regional and local economy which make Crawley and the wider Gatwick Diamond area attractive to employers and businesses. On the other hand, it is also important that the environmental impacts of the airport are considered.
- 9.3 The borough council is consulted on any developments which the airport operator proposes to undertake under its permitted development rights. The council as the Local Planning Authority also determines any planning applications for more significant developments which are not classified as permitted development.
- 9.4 The council's planning policies support the growth of the airport to a throughput of 45 mppa with a single runway and two terminals. This policy has been supported by legal agreements, which contain measures to help ensure that the environmental impact of this level of growth is mitigated. The latest agreement signed in 2008, based upon a throughput of 40 mppa, is currently being updated and the borough council will work with the airport to fully review the agreement at the appropriate time to mitigate the impact of a throughput of 45 mppa.
- 9.5 A key issue in relation to future planning policies regarding Gatwick Airport is the nature of national policy in relation to aviation and runway capacity. The government is currently in the process of determining national aviation policy following the recommendations of the independent Airports Commission chaired by Sir Howard Davies. The Commission's final report, July 2015, unanimously concluded that the proposal for a new Northwest runway at Heathrow Airport presents the strongest case for expansion because it delivers more substantial economic and strategic benefits than Gatwick Airport or the other Heathrow proposal, although these were both considered to be credible options. Until there is a new national policy on airport development issued by the government, the National Aviation Policy Framework published in March 2013 makes it clear that land outside existing airports which may be required for airport development in the future needs to be protected against development which would be incompatible with the potential development of future runways.
- 9.6 The 1979 legal agreement between West Sussex County Council and Gatwick Airport Limited (GAL) prevents the building of a second runway at Gatwick before 2019.

## Chapter Content

- 9.7 This chapter combines the planning policy considerations which are specifically relevant to the future development of Gatwick Airport.

## The Key Issues

- 9.8 The presence and operation of an international airport within the borough generates specific planning issues which need to be addressed by local planning policies. As well as the consultation responses there are also number of key evidence based documents which will also need to be taken into account including the national policy background in terms of airport growth and runway issues.
- 9.9 The main evidence based documents are:
- Aviation Policy Framework (DfT, March 2013)
  - 2008 Legal Agreement between CBC, WSCC and the airport operator
  - 2008 Gatwick Airport SPD
  - 2012 Gatwick Master Plan
  - Airports Commission Guidance Documents and Reports
- 9.10 More details on these documents are included in the Reasoned Justifications for the policies.

## Local Plan Policies

### Development of the Airport

- 9.11 The Local Plan will need to continue to reflect the development required to support the agreed development of the airport up to 40 mppa which is anticipated will be reached in 2020. The Gatwick Master Plan 2012 produced by the airport operator and covering the period to 2020 sets out how the airport will meet the needs of a passenger throughput of this level. However, the latest passenger forecasts predict that demand for growth will continue after 2020, to approximately 45 mppa by 2030. This is considered an appropriate level of growth to maximise the capacity of the airport with a single runway.

### Policy GAT1: Development of the Airport with a Single Runway

Within the airport boundary as set out on the Local Plan Map, the council will support the development of facilities which contribute to the safe and efficient operation of the airport as a single runway, two terminal airport up to 45 million passengers per annum provided that:

- i. The proposed use is appropriate within the airport boundary and contributes to the safe and efficient operation of the airport; and
- ii. Satisfactory safeguards are in place to mitigate the impact of the operation of the airport on the environment including noise, air quality, flooding, surface access, visual impact and climate change; and
- iii. The proposed use would not be incompatible with the potential expansion of the airport to accommodate the construction of an additional wide spaced runway.

### Reasoned Justification

- 9.12 *A Section 106 agreement was signed in 2008 which contains a wide range of legal obligations which help ensure that the environmental impact of the growth of the airport to 40 mppa is mitigated. This agreement covers the period until 2015 and is being updated on an interim basis pending full review taking into*

account the implications of the work of the Airports Commission and any subsequent government decisions.

- 9.13 *The way in which the Local Plan deals with the potential for growth beyond 40 mppa level also needs consideration, as Gatwick as a two terminal, one runway airport would cater for up to 45 mppa. The latest passenger forecasts predict that the throughput would reach 40 mppa before 2020 and grow beyond this level to 45 mppa by 2030. The principle of the growth of the airport to this higher level of throughput is accepted subject to there being appropriate measures in place to mitigate the environmental impact of this growth, which would need to be addressed by a new legal agreement.*
- 9.14 *Proposals that contribute to the safe and efficient operation of the airport are considered to include a range of uses which used to be contained in Annex B of PPG13 (now revoked). Such uses can be operational (e.g. terminals, runway facilities, aircraft maintenance, freight handling facilities); directly related development including transport interchanges, admin offices and parking; as well as less directly related development (e.g. hotels, conference and leisure facilities, offices and retail) where the relationship to the airport is explicitly justified and is of an appropriate scale relative to airport activities.*

### **Future Runway Development and Need for Safeguarding**

- 9.15 The Aviation Policy Framework (March 2013) outlines that land outside existing airports that may be required for airport development in the future needs to be protected against incompatible development until the government has established any relevant policies and proposals in response to the findings of the Airport Commission.

#### **Policy GAT2: Safeguarded Land**

##### Safeguarding for a second runway

The Local Plan Map identifies land which will be safeguarded from development which would be incompatible with expansion of the airport to accommodate the construction of an additional wide spaced runway (if required by national policy) together with a commensurate increase in facilities that contribute to the safe and efficient operation of the expanded airport.

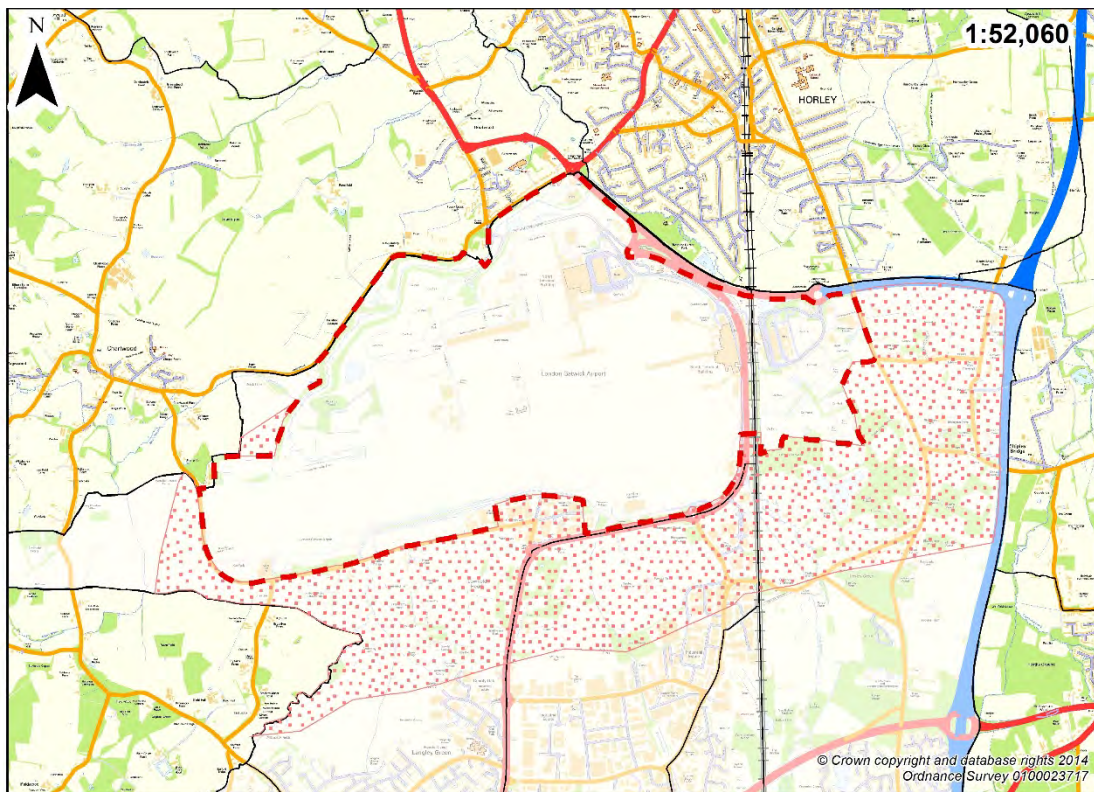
Minor development within this area, such as changes of use and small scale building works, such as residential extensions, will normally be acceptable. Where appropriate, planning permission may be granted on a temporary basis. The airport operator will be consulted on all planning applications within the safeguarded area.



#### **Reasoned Justification**

- 9.16 *The original requirement to safeguard land for a second runway at Gatwick was contained in the 2003 Aviation White Paper. The Aviation Policy Framework (March 2013) clarified the position in paragraph 5.9 with regards to safeguarding in that land surrounding existing airports should be protected against incompatible development which may be required to meet future airport needs. The land shown as safeguarded for a second runway on the Local Plan Map reflects that shown in the 2012 Gatwick Airport Master Plan, which is based on the need to cater for a wide spaced parallel runway as required by the 2003 Aviation White Paper.*
- 9.17 *The Airports Commission's final report recommending expansion of Heathrow Airport made no specific reference to the future of safeguarding at Gatwick*

*Airport, and a Government decision following the Commission’s report is still awaited. The Local Plan can, therefore, only reflect the latest national policy position at the time of writing. Depending on the government’s response to the recommendations of the Airports Commission, policies in the Local Plan may need to be reviewed to reflect the latest national aviation policy. This may need to include, if relevant, the future use of currently safeguarded land if it is concluded at a national level that there is no requirement to safeguard it for additional runways. It should also be remembered that other policies such as countryside policies often also apply to proposals in the safeguarded area. Other policies such as noise and employment may also be subject to review.*

- 9.18 *Incompatible development within safeguarded land is regarded as development which would add constraints or increase the costs or complexity of the development or operation of an additional runway. The airport operator will be consulted on all applications within the safeguarded area for a second runway.*
- 9.19 *The issue of runway safeguarding should be distinguished from that of aerodrome safeguarding which considers the impact of proposals on the operation of aircraft. For the purposes of clarity it is noted here that, in accordance with Circular 01/2003, the airport operator is also consulted on applications which fall within areas shown on the aerodrome safeguarding map which ensures that the height, design and landscaping of buildings does not interfere with the operational integrity and safety of the airport.*



-  Gatwick Airport Boundary (Policy EC2, GAT1, GAT3, & GAT4)
-  Gatwick Safeguarded Land (Policy GAT2)

**Long Term Gatwick Related Car Parking**

- 9.20 Passengers that fly in and out of Gatwick need to be able to travel to and from the airport by a variety of means of surface transport. The airport operator is required to prepare a surface access strategy to help address the surface

access need of aircraft passengers and staff. Controlling the extent of airport related parking helps encourage the use of alternatives whilst ensuring sufficient parking is available to passengers who have no other option.

### **Policy GAT3: Gatwick Airport Related Parking**

The provision of additional or replacement airport parking will only be permitted within the airport boundary.

All new proposals must be justified by a demonstrable need in the context of proposals for achieving a sustainable approach to surface transport access to the airport.

#### **Reasoned Justification**

- 9.21 *In the context of the current legal agreement, whilst Gatwick's operator has a target of 40% of passengers at a throughput of 40 mppa travelling to the airport by public transport, this still requires the provision of significant parking facilities for those who chose to drive to the airport by private car. The Airport operator has updated its parking strategy to demonstrate the amount of car parking that needs to be provided as passenger throughput grows to 40 mppa but is still commensurate with a target of 40% of passengers travelling to the airport arriving by public transport. This percentage figure is expected to be carried forward in the new legal agreement supporting growth to 45 mppa.*
- 9.22 *A significant number of these spaces are provided within the airport boundary and there are also a number of well established businesses with the appropriate planning consents which provide long-stay Gatwick related parking in off-airport locations.*
- 9.23 *However, there are also a number of businesses which offer car parking services to airport passengers which use sites that do not have planning permission for airport related car parking. These could be both sites in the countryside or previously developed sites which have been used for employment or other purposes which are currently vacant. Such sites are not in the most sustainable locations, may not be appropriate for parking and would lead to the loss of the site for employment or the other uses.*
- 9.24 *It is considered that sites within the airport boundary provide the most sustainable location for the additional long stay parking which needs to be provided as passenger throughput grows whilst still supporting the public transport target. Sites within the airport boundary are close to the terminals and can help reduce the number and length of trips. The Airport operator is responsible for meeting the modal split target for passengers and the level of provision of car parking spaces makes an important contribution to meeting this target. It is therefore important that the provision of car parking spaces is appropriately managed in the most sustainable way.*

#### **Employment Uses at Gatwick**

- 9.25 A number of office developments at the airport had conditions placed on them when they were permitted to restrict them to airport-related uses. These are uses which contribute to the safe and efficient operation of the airport such as airlines, handling agents and the airport operator, who are involved in the direct provision of services relating to the operation of the airport.

## Policy GAT4: Employment Uses at Gatwick

Permission for the loss of airport-related office floorspace within the airport boundary will only be permitted if it can be demonstrated that it will not have a detrimental effect on the long term ability of the airport to meet the floorspace need necessary to meet the operational needs of the airport as it expands.

Permission for the creation of any non-airport related commercial floorspace within the airport boundary will only be permitted if it can be demonstrated that it will not have a detrimental effect on the long term ability of the airport to meet the floorspace need necessary to meet the needs of the airport as it expands and will not have an unacceptable impact on the roles and function of Crawley Town Centre or Manor Royal.

### **Reasoned Justification**

- 9.26 *Recent years have seen an increasing level of vacant office property at the airport, due in part to the changing needs of airlines and airport businesses which require less office space than previously. The borough council has recently allowed the temporary relaxation of conditions for a period of three years on some office developments at the airport. Whilst recognising the changing nature of airport operations and the economic growth needs of the borough, it is important that the airport continues to be able to cater for operational needs without requiring, in the future, the development of additional land to meet its operational needs as it expands.*
- 9.27 *In addition to existing office floorspace, there may also be scope for other buildings and sites within the airport boundary which, with on-going changes in airport operational trends and efficiencies, could be used for other purposes. It is important though that non-airport uses do not prejudice the current and future operational requirements of the airport as its passenger throughput increases. It is also important that the impact of non-airport related commercial development at the airport does not have a detrimental impact on the policy objectives for Crawley Town Centre and Manor Royal. Any proposals would also be tested against all other relevant policies in the Plan for development of this nature.*

## Appendix A: Sustainability Objectives

1. To minimise climate change, by taking actions to reduce the concentration of greenhouse gasses in the atmosphere.
2. To adapt to the effects of climate change, by reducing the negative consequences of changes in the climate on people and the environment, or by achieving a positive outcome from the effects of climate change.
3. To protect and enhance the valued built environment and character within the borough through high quality new design and the protection of culturally valuable areas and buildings.
4. To ensure that everyone has the opportunity to live in a decent and affordable home.
5. To maintain, support and promote a diverse employment base that can serve the local and sub-regional and regional economy.
6. To conserve and enhance the biodiversity habitats, key landscape features, fauna and flora within the borough.
7. To reduce car journeys and promote sustainable and alternative methods of transport, whilst ensuring sufficient transport infrastructure is delivered to meet the requirements of the borough.
8. To ensure the provision of sufficient infrastructure to meet the requirements of the borough.
9. To promote healthy, active, cohesive and socially sustainable communities.
10. To ensure everyone has the opportunity to participate in sport and to encourage active lifestyles.

Sustainability Appraisal summary tables are provided in a separate document for each of the Local Plan policies to highlight the options considered as part of the preparation of the document – the results of this assessment are laid out in the table below.

Local Plan Policy	SA Objective									
	1	2	3	4	5	6	7	8	9	10
SD1	++	++	++	+	+	++	++	++	++	++
CH1	++	+	++	++	+	+	++	++	++	++
CH2	+	+	++	+	+	+	+	+	+	+
CH3	++	++	++	+	+	+	++	+	+	+
CH4	+	+	+	++	++	+	+	+	+	/
CH5	+	+	+	+	0	+	0	0	+	+
CH6	++	++	++	/	/	++	+	/	+	+
CH7	+	+	+	+	+	++	+	+	+	+
CH8	+	+	++	?	?	++	+	+	+	+
CH9	+	?	+	?	/	+	+	?	+	+
CH10	?	?	+	?	?	++	0	+	+	+
CH11	0	0	+	0	0	+	++	+	+	++
CH12	/	/	++	0	0	0	0	0	0	0
CH13	/	/	++	0	0	0	0	0	0	0
CH14	/	/	++	?	0	0	0	0	0	0
CH15	/	/	++	?	0	0	0	0	0	0
CH16	/	/	++	?	0	0	0	0	0	0
CH17	0	0	+	-?	0	+	0	0	0	+
EC1	?	?	0	+	++	?	++	+	+	0



Local Plan Policy	SA Objective									
	1	2	3	4	5	6	7	8	9	10
EC2	+	+	0	+	++	0	+	+	0	+
EC3	+?	+?	++	0	++	0	+	+	+	+
EC4	0	0	++	++	++	?	++	+	++	++
EC5	0	0	+?	+	++	0	++	+	++	+
EC6	+	+	+	++	++	0	++	+	++	+
EC7	++	+	++	0	++	0	++	+	+	0
EC8	+	+	+	?	+	0	+	+	+	0
EC9	+	0	+	0	++	0	-	0	+	0
H1	0	+	+	+?	+	+	+	0	+	0
H2	0	+	+	+	0	+	+	+	++	0
H3	0	0	0	+	0	0	0	0	+	0
H4	0	0	0	++	0	0	0	0	++	0
H5	0	0	?	+	0	-	0	0	?	0
H6	0	0	0	+	0	0	0	0	+	0
ENV1	+	+	+	0	0	+	0	+	+	++
ENV2	+	+	+	/	/	++	0	+	+	+
ENV3	+	+?	0	0	0	++	0	++	++	++
ENV4	?	?	?	+?	0	+?	+?	+?	+	+
ENV5	+	+	+	-?	+	+	0	++	++	++
ENV6	++	++	+	+	0	0	0	0	+?	0
ENV7	++	+	+?	+?	0	0	0	++	+?	0
ENV8	0	++	++	?	?	++	0	+	+	0
ENV9	++	++	+	+	0	+	0	+	0	0
ENV10	++	++	++	+	0	+	0	0	++	0
ENV11	0	0	0	0	0	0	0	0	+	0
ENV12	++	++	0	0	0	++	0	0	++	0
IN1	+?	/	/	/	/	0	+	++	++	+
IN2	+	+	0	0	+	0	+	++	0	0
IN3	+	+	+?	?	?	0	++	+	+?	+
IN4	+	+?	?	?	?	-	+	+	0	0
IN5	++	0	0	0	+	0	++	+	+	+
IN6	+	+?	+	0	+?	0	++	+	+?	0
IN7	?	-	?	0	0	+	-	0	0	0
GAT1	-	-	0	0	++	/	-	+	0	0
GAT2	?	?	?	0	?	/	?	?	-	0
GAT3	-	-	0	0	/	0	--	/	0	0
GAT4	0	0	0	0	+	0	+	0	0	0

## Appendix B: Local Plan Objectives & Planning Policy Context

The table below highlights the interaction of the Local Plan objectives with the wider planning policy context.

Local Plan Objective	Crawley Carbon Reduction Strategy	Crawley Economic Strategy Priorities	Crawley Borough Council Corporate Plan Priorities	Gatwick Diamond Local Strategic Statement	Duty to Co-operate: identified Strategic Issues	NPPF: Twelve Core Planning Principles	Crawley Local Plan Sustainability Appraisal Objectives
<b>Crawley's Vision: Crawley the Place</b>	✓	✓	✓	✓	✓	✓	✓
1. To make Crawley an attractive town where people will want to live, work and spend their leisure time supported by well-designed neighbourhoods, strengthened employment areas and a vibrant and attractive town centre and neighbourhood centres.		1-5	3	✓		✓	
2. To reinforce Crawley's role as a competitive regional shopping destination by delivering a significant expansion in the range and quality of retail and other town centre priorities through encouraging step-change retail offer in the town centre core.		1	1	✓		5	
3. To reduce crime and fear of crime in Crawley through protecting and improving community safety in the borough.			2		✓	3	
4. To protect and enhance the valued built environment and character within the borough through high quality new design and the protection of culturally valuable areas and buildings.			7			3	✓
<b>Crawley's Vision: Living in Crawley</b>	✓	✓	✓	✓	✓	✓	✓
5. To meet as much of the agreed housing need as possible within the borough boundary, in light of constraints; by supporting the delivery of 340no. homes (net) each year from 2015 to 2030.		4	7			4	
6. To provide a good choice of well-designed housing in terms of tenure, type, size and location.		4	7		✓	4	✓
7. To ensure that 40% of new housing development is affordable.		4	7		✓	4	
<b>Crawley's Vision: Working in Crawley</b>	✓	✓	✓	✓	✓	✓	✓
8. To improve the business offer and to maintain, support and promote a diverse employment base that can serve the local and sub-regional and regional economy.		1-5	1	✓		5	
9. To support Gatwick Airport to maximise its potential as a 1-runway, 2-terminal airport; increasing passenger throughput up to 45 million passengers per annum subject to satisfactory legal agreements.		1	1	✓	✓	5	
<b>Crawley's Vision: Experiencing Crawley</b>	✓	✓	✓	✓	✓	✓	✓
10. To ensure the protection and enhancement of valued open spaces.			6			8	
11. To facilitate and support the provision of new leisure facilities.			6			8	
12. To facilitate and support the provision of new cultural facilities.			2			8	

Local Plan Objective	Crawley Local Plan Sustainability Appraisal Objectives	NPPF: Twelve Core Planning Principles	Duty to Co-operate: Identified Strategic Issues	Strategic Statement	Crawley Borough Council Corporate Plan Priorities	Crawley Economic Strategy Priorities	Crawley Carbon Reduction Strategy
<b>Crawley's Vision: Growing Crawley</b>	✓	✓	✓	✓	✓	✓	✓
13. To ensure the provision of sufficient infrastructure to meet the requirements of the borough.		✓	✓	✓	9	4	
<b>Crawley's Vision: Enabling People</b>	✓	✓	✓	✓	✓	✓	
14. To support the provision of quality education – including supporting and facilitating, where appropriate, improving skills levels.	8	✓		✓	1	3	
15. To promote healthy, active, cohesive and socially sustainable communities.	9	✓		✓	5	3	
<b>Crawley's Vision: Growing the town</b>	✓	✓	✓	✓	✓	✓	✓
16. To work towards ensuring Crawley is a Carbon Neutral town by 2050.	1	✓		✓	8	5	✓
17. To ensure new development will be of high quality and sustainable design and construction in line with national standards; with new buildings being built to a high energy efficiency standard to ensure warmth continues to be affordable to all residents and meet the challenges to work towards becoming Carbon Neutral.	1	✓	✓		8	5	✓
18. To ensure all businesses have good access to good quality technological connections.	5	✓	✓	✓	1	1	
19. To reduce car journeys and promote sustainable and alternative methods of transport, whilst ensuring sufficient transport infrastructure is delivered to meet the requirements of the borough	7	✓	✓		8	4	✓
20. To conserve and enhance the biodiversity habitats, key landscape features, fauna and flora within the borough.	6	✓	✓		7		
21. To adapt to the effects of climate change through the reduction of the risk of flooding and the amount of waste water; sustainable design of developments and effective management of water resources.	2	✓	✓		2	5	✓

## Appendix C: Supporting Guidance Documents

### Crawley Borough Council Guidance Documents

- Brighton Road Conservation Area Statement, 2009**
- Dyers Almshouses Conservation Area Statement, 1998**
- Forestfields and Shrublands Conservation Area Statement, 1998**
- Hazelwick Road Conservation Area Statement, *to be prepared***
- High Street Conservation Area Statement, 1998**
- Ifield Village Conservation Area Statement, 1999**
- Malthouse Road Conservation Area Statement, *to be prepared***
- St Peter's Conservation Area Statement, 2005**
- Southgate Neighbourhood Centre Conservation Area Statement, *to be prepared***
- Sunnymead Flats Conservation Area Statement, 2004**
- Worth Conservation Area Statement, 2003**
- Air Quality Management Plan, *to be prepared***
- HMO Space Standards, 2013**
- Employment Land Trajectory 2015-2030, February 2015 and subsequent updates.**
- Housing Trajectory, 1 April 2015 and subsequent updates.**
- Town Centre Wide Supplementary Planning Document, 2009**
- Manor Royal Design Guide Supplementary Planning Document, 2013**
- Manor Royal Public Realm Strategy, 2013**
- Planning Obligations and s106 Agreements Supplementary Planning Document, 2008**
- Strategic Flood Risk Assessment, (adapted from Jacobs) 2014**
- Local Plan Noise Annex, 2015**
- Local Plan Monitoring and Implementation Framework, 2015**

### Other Professional Guidance Documents

- National Planning Policy Framework DCLG, 2012**
- Planning Practice Guidance DCLG, 2014 and subsequent updates.**
- Housing Standards Review Technical Consultation DCLG, September 2014**
- Planning Policy for Traveller Sites DCLG, 2015**
- By Design – Urban Design and the Planning System DETR**
- Secured By Design**
- Building for Life Criteria CABE at the Design Council, Design for Homes and Home Builders Federation, 2012**

**Understanding Historic Buildings: A guide to good recording practice** English Heritage, 2006

**BREEAM New Construction: Non-Domestic Buildings Technical Manual** BRE Global Ltd, 2014

**LEED 2009 for New Construction and Major Renovations Rating Systems** U.S. Green Building Council, 2009

**Environment Agency Flood Maps** Environment Agency, updated quarterly

**Planning Noise Advice Document: Sussex** East and West Sussex Authorities, 2013

**Air Quality and Emissions Mitigation Guidance for Sussex** Sussex Air, 2013

**West Sussex Energy Study** AECOM Limited, 2013

## Background Studies & Evidence Base Documents

### Development Strategy

European Directive 2001/42/EC

Localism Act 2011

Planning and Compulsory Purchase Act 2004

Town and Country Planning Act 1990

The Town and Country Planning (Local Planning) (England) Regulations 2012

Environmental Assessment of Plans and Programmes Regulations 2004

National Planning Policy Framework (2012) Department for Communities and Local Government

Gatwick Diamond Local Strategic Statement (2011) Surrey County Council, West Sussex County Council, Crawley Borough Council, Horsham District Council, Mid Sussex District Council, Mole Valley District Council, Reigate and Banstead District Council.

Gatwick Diamond Local Strategic Statement Memorandum of Understanding (2011) Surrey County Council, West Sussex County Council, Crawley Borough Council, Horsham District Council, Mid Sussex District Council, Mole Valley District Council, Reigate and Banstead District Council, Tandridge District Council.

Gatwick Diamond Local Strategic Statement Sustainability Appraisal/Strategic Environmental Assessment Statement (2011) Surrey County Council, West Sussex County Council, Crawley Borough Council, Horsham District Council, Mid Sussex District Council, Mole Valley District Council, Reigate and Banstead District Council, Tandridge District Council.

Duty to Cooperate Statement (2014) Crawley Borough Council

Infrastructure Plan (2014) Crawley Borough Council

Crawley Local Plan Sustainability Appraisal (2015) Crawley Borough Council

Crawley Submission Local Plan Habitat Regulations Screening Report (2013)

Crawley Borough Council

Sustainability Appraisal of the Local Plan Preferred Strategy Additional Sites Consultation Document (2013) Crawley Borough Council

The Crawley Borough Council Local Plan 2014 – 2029 Preferred Strategy Consultation Draft (2012) Crawley Borough Council

Crawley Borough Council Sustainability Appraisal/Strategic Environmental Assessment: Draft Sustainability Report for Consultation with Local Plan Preferred Strategy (2012) Crawley Borough Council

Sustainability Assessment Scoping Report (2011) Crawley Borough Council

Local Plan Consultation Statement & Appendices 1 – 8 (2015) Crawley Borough Council

Local Plan (Crawley “2029”) Consultation Summary & List of Appendices (2012) Crawley Borough Council

Local Plan (Crawley “2029”) Preferred Strategy Consultation Summary & List of Appendices (2012) Crawley Borough Council

Local Plan (Crawley “2029”) Additional Sites Consultation Summary & List of Appendices (2012) Crawley Borough Council

Crawley Borough Council’s Local Plan Local Development Scheme 2014 – 2016 (2014) Crawley Borough Council

Creating a Successful Future for Crawley: Corporate Plan 2010-2015 (2010) Crawley Borough Council

Getting Involved... Crawley's Statement of Community Involvement (2011) Crawley Borough Council

Getting Involved... in planning: An appendix to Crawley's Statement of Community Involvement (2011) Crawley Borough Council

Crawley Borough Council Whole Plan & Community Infrastructure Levy Viability Assessment (April 2015) Nationwide CIL Service

Community Infrastructure Levy, SHLAA and Affordable Housing Viability Assessment (2013) Nationwide CIL Service

### Character

Building for Life – Evaluating Housing Proposal Step by Step

Crawley Baseline Character Assessment (2009)

Crawley ASEQs and Locally Listed Buildings Heritage Assessment (2010) Alan Baxter

Historic Parks and Gardens Review (2013) Sussex Gardens Trust

Crawley Extensive Urban Survey (2008) English Heritage, West and East Sussex By Design – Urban Design and the Planning System, DETR

Secure by Design

PPS5 Good Practice Guide

Trees in the Townscape: A Guide for Decision Makers (2012) Trees and Design Action Group

Crawley Built-Up Area Boundary Review (2015) Crawley Borough Council

Crawley Landscape Character Assessment (2012) Crawley Borough Council

Urban Rural Fringe Study for Crawley (2006)

A Strategy for West Sussex Landscape (2005) West Sussex County Council

West Sussex Landscape Character Assessment (Land Management Guidelines for Northern Vales, High Weald Forests and adjacent High Weald) (2003) West Sussex County Council

West Sussex Rights of Way Improvement Plan 2007 – 2017 (2008)

High Weald Area of Outstanding Natural Beauty Management Plan 2014 – 2019 (2014) AONB Unit

### Economic Growth

Crawley Economic Growth Assessment Update (2015) NLP

Economic Growth Assessment (2014) NLP

Economic Growth Assessment: Crawley Emerging Findings Paper (2013) NLP

Employment Land Review Part 1 (2009) GL Hearn

Employment Land Review Part 2 (2010) GL Hearn

Employment Land Trajectory 2015-2030 (2015) Crawley Borough Council

Retail Capacity Update (2013) DTZ

Crawley Retail Capacity and Impact Study (2010) DTZ

Crawley Town Centre Strategy (2008) Crawley Borough Council

Town Centre Wide Supplementary Planning Document (2009) Crawley Borough Council

Manor Royal Supplementary Planning Document and Public Realm Strategy (2013) Crawley Borough Council

Manor Royal Masterplan (2010) GVA  
Crawley Manor Royal: Final Report (2008) Regeneris  
Crawley's Economic Plan (2011-2016): In Support of Prosperity Crawley Borough Council  
Crawley's Economic Plan (2011-2016): Measuring Prosperity Crawley Borough Council

## Housing

Planning Policy for Traveller Sites (2012) Department for Communities and Local Government  
Planning Policy for Traveller Sites (2015) Department for Communities and Local Government  
Identifying the Local Housing Markets of South East England (2004), DTZ Peida Consulting on behalf of South East Regional Assembly and Homes and Communities Agency  
Northern West Sussex Strategic Housing Market Assessment (2009) GVA Grimley  
North West Sussex – Crawley: Strategic Housing Market Update (2012) GVA  
Northern West Sussex Housing Market Area 'Affordable Housing Needs Model Update' (2014) Chilmark Consulting Ltd.  
Objective Assessment of Crawley's Housing and Employment Needs – Updated Report (March 2015) Chilmark Consulting Ltd.  
Crawley Borough Council Locally Generated Housing Needs Assessment (2011) Nathaniel Lichfield & Partners  
Crawley Strategic Housing Land Availability Study (2013) Crawley Borough Council  
Crawley Housing Trajectory, 1 April 2015 (2015) Crawley Borough Council  
Housing Implementation Strategy (2013) Crawley Borough Council  
Household Interim Projections (2011 to 2021) in England (9 April 2013) Department for Communities and Local Government  
Interim 2011-based Subnational Population Projections for England (28 September 2012) Office for National Statistics  
Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (2014) Crawley Borough Council  
New Market Town Study (2010)  
West Sussex Bio City (2010) Bio City Development Company  
At Crawley Study (2009) GL Hearn  
The Housing Strategy 2009-2013 (2009) Crawley Borough Council  
Crawley Borough Council Urban Capacity Study (2013) Crawley Borough Council  
Crawley Borough Council Urban Housing Potential Study (2004) Baker Associates  
Crawley Borough Council Whole Plan & Community Infrastructure Levy Viability Assessment (April 2015) Nationwide CIL Service  
Crawley Borough Council Community Infrastructure Levy, SHLAA and Affordable Housing Viability Assessment (2013) NCS Nationwide CIL Service

## Environment

Planning & Energy Act 2008  
Housing Standards Review Consultation (2013) Department for Communities and Local Government



Housing Standards Review Technical Consultation (2014) Department for Communities and Local Government

The Business Case for Green Building (2013) World Green Building Council

Technical Guidance to the National Planning Policy Framework (2012) Department for Communities and Local Government

Zero Carbon Homes – Impact Assessment (2011) Department for Communities and Local Government

Building Regulations Part L

BREEAM New Construction: Non-Domestic Buildings Technical Manual (2014) BRE Global Ltd

Decentralised Energy Study for Crawley (2011) Hurley Palmer Flatt

Planning and climate change in Crawley (2007) Energy Centre for Sustainable Communities

Policy Review Document (2009) Energy Centre for Sustainable Communities

Crawley Carbon and Waste Reduction Strategy (2012) Crawley Borough Council

Crawley Borough Council Corporate Climate Change Strategy (2008) Crawley Borough Council

EU Water Framework Directive

Environment Agency Flood Maps (2013) Environment Agency

Water Stressed Areas – Final Classification (Environment Agency, July 2013)

Crawley Borough Council Strategic Flood Risk Assessment (SFRA) (2012) Crawley Borough Council

Gatwick Sub-Region Water Cycle Study Crawley update (2013) Entec UK Limited

Gatwick Sub-Region Water Cycle Study (2011) Entec UK Limited

Gatwick Sub Region Joint Water Cycle Study Scoping Study (2010) Crawley Borough Council, Horsham District Council, Mid Sussex District Council, and Reigate and Banstead Borough Council

Delivering Sustainable Drainage Systems (2014) DEFRA

The Environmental Noise Directive (2002/49/EC)

Environmental Noise (England) Regulations 2006, as amended

DEFRA Noise Action Plan: Agglomerations (2014)

Environmental Noise and Health in the UK (2010) Ad hoc Expert Group on Noise and Health, Health Protection Agency, Dept. of Health and DEFRA

Report to Secretary of State for Communities and Local Government: Land North East Sector (2009) Inspector Martin Pike

Annex 1 PPG24: Planning and Noise

Planning Noise Advice Document: Sussex (2013) East and West Sussex Authorities

Air Quality and Emissions Mitigation Guidance for Sussex (2013) Sussex Air

Crawley Borough Local Air Quality Management Progress Report (2012)

Crawley Borough Local Air Quality Management Detailed Assessment of Air Quality (2007)

Green Infrastructure Discussion Document (2012) Crawley Borough Council

South East Green Infrastructure Framework (2009)

Natural England Standing Advice

Natural Environment and Rural Communities Act 2006

Biodiversity 2020

Review of CBC's Sites of Nature Conservation Importance Management Plans (2010) Crawley Borough Council

Biodiversity Action Plans – Woodland, Urban (Sussex Wildlife Trust)

Crawley PPG17 Open Space, Sport and Recreation Assessment (2008) PMP

Crawley Borough Play Strategy and Development Plan 2007-2010 Crawley Borough Council

Crawley Borough Playing Pitch Strategy for Outdoor Sports (2005) Crawley Borough Council

Crawley Open Space Study (2013) JPC Strategic Planning and Leisure Limited

Crawley Playing Pitch Assessment (2013) JPC Strategic Planning and Leisure Limited

West Sussex Energy Study (2013)

### Infrastructure

Infrastructure Plan (2013) Crawley Borough Council

Transport Modelling Part 1 (2012) Amey Consulting

Transport Modelling Part 2 (2014) Amey Consulting

West Sussex County Council draft Transport Strategy

Gatwick Sub-Region Water Cycle Study Crawley update (2013) Entec UK Limited

Gatwick Sub-Region Water Cycle Study (2011) Entec UK Limited

Gatwick Sub Region Joint Water Cycle Study Scoping Study (2010) Crawley Borough Council, Horsham District Council, Mid Sussex District Council, and Reigate and Banstead Borough Council

Crawley Borough Council Whole Plan & Community Infrastructure Levy Viability Assessment (April 2015) Nationwide CIL Service

Community Infrastructure Levy, SHLAA and Affordable Housing Viability Assessment (2013) Nationwide CIL Service

### Gatwick Airport

2003 Aviation White Paper

Aviation Policy Framework (DfT, March 2013)

2008 Legal Agreement between CBC, WSCC and the airport operator

2008 Gatwick Airport SPD

2012 Gatwick Master Plan

2003 Published Noise Contours for Second Runway Circular 01/2003 Aerodrome Safeguarding

Discussion Paper 05: Aviation Noise (2013) Airports Commission

Access Gatwick: Gatwick's Surface Access Strategy 2012-2030 (2012) Gatwick Airport Limited

# Glossary

## Definitions

Affordable Housing	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>See also: Affordable Rented Housing; Intermediate Housing; and Social Rented Housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
Affordable Rented Housing	<p>Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p>
Air Quality Management Area	<p>An area designated by the council because it is likely not to achieve national air quality objectives by the relevant deadlines.</p>
Ancient Woodland	<p>An area that has been wooded continuously since at least 1600AD.</p>
Areas of Special Local Character	<p>Designated areas that are considered to be of distinctive character or quality and therefore worthy of protection through rigorous control of new development, yet do not quite comply with the criteria for designation as Conservation Areas.</p>
Article 4 Direction	<p>A direction which withdraws automatic planning permission granted by the General Permitted Development Order.</p>
B Use Classes/ Business floorspace/ Business Uses	<p>Business: B1a, B1b, B1c; General Industry: B2; and Storage or Distribution: B8, as defined in the Town and Country Planning (Use Classes) Order 1987 (as amended).</p>
BRE Environmental Assessment Method (BREEAM)	<p>A BREEAM assessment uses recognised measures of performance, which are set against established benchmarks, to evaluate a building’s specification, design, construction and use. The measures used represent a broad range of categories and criteria from</p>

	energy to ecology. They include aspects related to energy and water use, the internal environment (health and well-being), pollution, transport, materials, waste, ecology and management processes.
Building Regulations	National Standards, separate to the planning system designed to uphold standards of public safety, health, and construction.
Built-Up Area Boundary	This is the boundary around the area defined in the Local Plan as being built up, distinguishing it from the countryside.
Carbon Neutral	The term given to achieving net zero carbon emissions by balancing the amount of carbon released with an equivalent amount sequestered or offset.
Climate change adaptation	Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunity.
Climate change mitigation	Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.
Commission for Architecture and the Built Environment (CABE)	The organisation was the government's advisor on architecture, urban design and public space in England. Its function was to influence and inspire those making decisions about the built environment. It championed well-designed buildings, spaces and places; ran public campaigns; and provided expert, practical advice. In April 2011 the Design Council and CABE came together as one organisation.
Community Infrastructure Levy	A levy allowing local authorities to raise money from owners or developers of land undertaking new building projects in their area in order to fund improvements to local infrastructure.
Conservation (for heritage policy)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Conservation Area	Areas of special architectural or historical interest, the character or appearance of which it is important to preserve or enhance.
Core Strategy	The central planning document in the Local Development Framework. This system of planning policy was replaced when the NPPF was published.
Countryside	The area outside of the built up area boundary.
Council	Where the "council" or the "borough council" is used it generally relates to Crawley Borough Council, unless it is specified otherwise.

Crawley	Where "Crawley" is used, it generally relates to the area that is within Crawley Borough Council's administrative boundary.
Crossovers	A vehicular access from the highway over a pavement or verge to the curtilage of a property.
Decentralised/District Energy Networks	Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
Development	For the purposes of policy interpretation, all reference to "Development" that is made within the Crawley Local Plan, including reference to "Development Proposals", "Development Schemes", "Proposals" or "Schemes", is as per the statutory definition of development set out in Section 55 of the Town and County Planning Act 1990.
District Heating Priority Areas	Designated areas within Crawley that have particular potential for the establishment of decentralised energy networks.
Edge of centre	For retail policy purposes, edge-of-centre sites are locally defined as those sites falling outside of the Primary Shopping Area, though within the Town Centre Boundary, as identified on the Local Plan Map. For all other Main Town Centre Uses, the NPPF definition of edge of centre applies.
Exceptionally significant development	Development which is of national importance.
Embedded carbon/greenhouse gasses	The carbon emissions generated in the supply chain for that item/product, in order to both create it and move it to where it will be used or sold. It includes the emissions created in extracting and transporting the raw materials required to make the product, the emissions from the manufacturing process, and sometimes also the emissions generated in transporting the final product to the point of sale or use.
Employment Uses	Uses as defined within the Use Classes Order that generate employment such as leisure, retail and all B use class development. This does not include any residential uses.
Exception Test	The Exception Test should be applied if, following application of the Sequential Test (Flood Risk), it is not possible for the development to be located in zones with a lower probability of flooding. For the Exception Test to be passed it must be demonstrated that: <ol style="list-style-type: none"> <li>1. The development provides wider sustainability benefits to the community that outweigh flood risk; and</li> <li>2. That the development will be safe for its lifetime taking account of the vulnerability of its users, without</li> </ol>

increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

Frontages	These have been identified locally to help maintain the balance between retail and non-retail uses in the town centre.
Fuel Poverty	A fuel poor household is one that cannot afford to keep adequately warm at reasonable cost. This is generally defined as households that need to spend 10% or more of their annual income on energy to keep their home adequately warm.
Functional Floodplain	Undeveloped land and open space that falls within Zone 3 of the Environment Agency Flood Map. Any areas of the borough that are identified as Functional Floodplain are at the greatest risk of flooding, and fairly regular inundation should be expected.
Gatwick Airport Boundary	The boundary of operational land within the airport.
Green Infrastructure	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
Greenhouse Gas	Gases that act to trap heat within the earth's atmosphere, they are produced by burning fossil fuels but do also occur naturally.
Gypsy, Traveller and Travelling Showpeople	<p>Gypsies and Travellers are persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.</p> <p>Travelling Showpeople are members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.</p>
Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment	The Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTAA) is a technical study that forms part of the evidence base for the Local Plan. As required by the Housing Act (2004) this document assesses the accommodation needs of Gypsies, Travellers and Travelling Showpeople and outlines how their needs will be met.

Gypsy and Traveller "Pitch"	A 'pitch' refers to a pitch on a Gypsy and Traveller site that provides for residential uses. As a general guide and, in line with national guidance recommendations, the average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, a parking space for two vehicles and a small garden area. The amenity building must include, as a minimum, 'hot and cold water supply; electricity supply; a separate toilet and hand wash basin; a bath/shower room; a kitchen/ dining area'. Taking into account the requirements listed above, and, considering the space standards of the borough in relation to the amenity building, an approximate figure of 160 m <sup>2</sup> for each pitch has been established.
Travelling Showpeople "Plot"	A 'plot' refers to a pitch on a Travelling Showpeople site (often called a yard) and refers to a mixed-use site suitable for both employment and residential activities.
Heart of the Gatwick Diamond	Defined in the LEP's Strategic Economic Plan as including Manor Royal, Crawley and the north of Horsham allocation.
Heritage Assets	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated heritage assets either above or below ground and assets identified by the local planning authority (including local listing).
Heritage Impact Assessments	A document that is required as part of a planning application when the development affects a heritage asset, these were previously known as Heritage Statements.
Historic Parks and Gardens	Areas that encompass aesthetic, philosophical, botanic and scientific heritage and embody shared values of landscape and place.
Housing Implementation Strategy	A Housing Implementation Strategy provides a summary of the council's approach to managing the delivery of housing over the Plan period and sets out how a 5-year supply of housing will be maintained to meet the planned target.
House in Multiple Occupation	A house in multiple occupation (HMO) is a property that is occupied by a number of individuals who share facilities, or do not have exclusive occupation of the whole property. HMO's generally compromise accommodation where two or more individuals share basic amenities (bath/shower, WC or kitchen).
Housing Market Area	This is a geographical area which is relatively self-contained in terms of reflecting people's choice of location for a new home i.e. a large percentage of

	people settling in the area will have sought a house only in that area.
Important Views	Specific long or panoramic views of the town as identified through a character assessment of the Borough.
Infrastructure	Includes transport facilities; such as roads, rail stations and bus stations; affordable housing; utility services, including water supply and wastewater and its treatment; waste management and disposal; telecommunications infrastructure; social and community infrastructure such as educational facilities and health facilities, cultural facilities, sports and recreational facilities and open space, parks and play space, libraries, cemeteries, and places of worship; emergency services; and flood defences.
Infrastructure Plan	Local Planning Authorities are expected to work with other Local Authorities and infrastructure providers to assess the quality and capacity of infrastructure within the area, and its ability to meet forecast demands. The Infrastructure Plan will confirm the capacity of infrastructure required to meet the demands of growth within the town anticipated through the Local Plan, and moreover, any mitigation that may be required.
Infrastructure providers	Organisations responsible for the provision of certain types of infrastructure.
Intermediate Housing	Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definitions. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.
Listed Buildings	Buildings which appear on a national list due to their special architectural or historic importance. The buildings are protected by law.
Local Biodiversity Action Plans	Each individual Species or Habitat Action Plan has a number of objectives, and details actions to be carried out in order to conserve and enhance populations of particular animal and plant species, or to protect and enhance valuable habitats.
Local Plan	Is the term given to this document. In law this is described as a development plan document adopted under the Planning and Compulsory Purchase Act 2004. It guides development of the local area for the future and was drawn up by the local planning authority in consultation with the community.
Local Planning Authority	The public authority whose duty it is to carry out specific planning functions for a particular area. In this



	document it tends to refer to Crawley Borough Council.
Locally Listed Buildings	Buildings, or structures worthy of protection in the local context due to their historic interest, architectural interest, group and townscape value, intactness, and/or communal value.
Low Carbon Energy	A term attributed to energy generated in a way that produced very low levels of carbon per unit in relation to conventional energy generation techniques.
Low Cost Housing	Market housing that is made available to first time home buyers intended as their primary place of residence and offered as a fixed equity at an agreed percentage below open market value.
Low/Zero Carbon Development	Zero carbon developments achieve no net emissions by reducing carbon emissions through use of on-site renewable energy generation, and balancing any imports with exports to the National Grid to achieve a zero balance. Low carbon developments are similar to zero carbon developments, the only difference being that they need to achieve at least a 50% reduction in emissions (where this applies specifically to energy use in buildings).
Main Town Centre Uses	As defined by the NPPF: retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities, the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
Major Development	As defined by the Town and Country Planning (Development Management Procedure) (England) Order 2010, 'major development' means development involving one or more of the following: (a) the winning and working of materials or the use of land for mineral-working deposits; (b) waste development; (c) the provision of dwellinghouses where – (i) the number of dwellinghouses to be provided is 10 or more; or (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i); (d) the provision of a building or buildings where the floorspace to be created by the development is 1,000 square metres or more; or

	(e) development carried out on a site having an area of 1 hectare or more.
Manor Royal	Manor Royal is the Gatwick Diamond's leading business district. For the purposes of the Crawley Local Plan, reference to Manor Royal relates to the area defined as Manor Royal (Policy EC3) on the Local Plan Policies Map. As such, reference within the Local Plan to Manor Royal includes the areas known as Manor Royal Business District (as identified by the Manor Royal Business Group), County Oak (and surrounding employment land), and City Place.
Manor Royal Business District	This is the area of Manor Royal that is represented by the Manor Royal Business Group. This forms part of the wider Manor Royal Main Employment Area, alongside County Oak and City Place.
Modal change	The shift towards the utilisation of sustainable transport methods that minimise the negative impacts on the environment, such as public transport, walking or cycling, instead of the motor vehicle.
National Planning Policy Framework	Sets out the government's planning policies for England and how these are expected to be applied to produce distinctive local and neighbourhood plans that reflect the needs and priorities of their communities.
Nationally described standards	A series of standards that will be introduced at the national level for Local Authorities to adopt.
Neighbourhood	Crawley has grown up on a neighbourhood-by-neighbourhood basis known as the neighbourhood principle. Each neighbourhood is a large planned development, predominantly consisting of housing with a central shopping parade, supported by other facilities, services, and open space to meet the day-to-day needs of the people who live and work there.
Neighbourhood Centres	The area at the centre of a neighbourhood that forms a small economic and cultural core providing facilities for the residents of that neighbourhood.
Neighbourhood Plans	A plan prepared by a Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004). At present, there are not any neighbourhood plans being progressed in Crawley.
Network Ready	Network ready, in relation to Decentralised Energy Networks, means that the development is optimally designed to connect to a District Energy Network on construction or at some point after construction, and include the incorporation of site-wide communal energy systems to serve all demand.
New Town	Crawley is known as a New Town, a product of the New Towns Act 1946. The New Towns consisted of a

	<p>new community that was carefully planned from its inception and is typically constructed in previously undeveloped areas, or by merging several smaller built up areas. This contrasts with settlements that evolve over a long time period.</p>
Noise Sensitive Development	<p>Any dwelling, hotel or hostel, health building, educational establishment, place of worship or entertainment, or any other facility or area of high amenity, which may be susceptible to noise. Also referred to as: Noise Sensitive Receptor.</p>
Northern West Sussex	<p>Primarily consisting of the three administrative areas of Crawley Borough, Horsham District and Mid Sussex District.</p> <p>As a Housing Market Area a small area of the southern part of Reigate and Banstead Borough also falls within this description.</p>
Objectively Assessed Housing Need	<p>The amount of new housing required over the Plan period which meets household and population projections and takes account of migration and demographic change (births and deaths).</p>
Older People	<p>“Older people” is usually the term for people ages 65+ years</p>
Older People’s Housing	<p>Specialist housing to meet the needs of older people; including: sheltered, enhanced sheltered, extra care, registered care, as well as bungalows and general housing, including step-free apartments, adapted to meet the needs of maximising the opportunities for assisting older people to retain their independence for as long as possible, including through meeting accessibility standards set out in Part M, category 3 of the Building Regulations.</p>
Open Space Study	<p>An assessment of the needs for open space, sports and recreation facilities and opportunities for new provision.</p>
Open Spaces	<p>Open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.</p>
Out of centre	<p>Locations that are situated beyond the Town Centre Boundary, as identified on the Local Plan Proposals Map, are defined as out-of-centre.</p>
Planning Condition	<p>A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.</p>

Planning Obligations	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
Playing Field	The whole of the site that encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2010.
Pollution	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.
Previously developed sites	A site which is or was occupied by a permanent structure, including the curtilage of developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes land that has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Primary Shopping Area	A defined area where retail development is concentrated. In Crawley, this comprises the Primary Shopping Frontages, and Secondary Shopping Frontages which are adjoining and closely related to the Primary Shopping Frontage.
Public transport	The term used to refer to trains and buses and other communal forms of transport.
Radiant energy	The term is used particularly when radiation is emitted by a source into the surrounding environment. In this document it refers to the energy from the sun.
Renewable & low carbon energy	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

S106 Agreement	An agreement under Section 106 of the Town and County Planning Act which contains legally enforceable obligations to mitigate the impact of development proposals.
Safeguarded Land	Land that is required to be safeguarded by the Airports White Paper 2003 for the building of a second runway should it be required.
Safeguarded Zone	An area defined in Circular 01/03: Safeguarding of aerodromes. This enables the potential impact of development proposals on navigation systems and the safe operation of aircraft to be assessed.
Sequential Test (Flood Risk)	A national planning policy requirement that seeks to steer new development to areas with the lowest probability of flooding. In demonstrating that the requirements of the sequential test have been met, proposals should refer to the NPPF and Planning Practice Guidance, and the Environment Agency Flood Map.
Sequential Test (Main Town Centre Uses)	This applies to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. The test requires applications for main town centre uses to be located in town centres, then in edge-of-centre locations and only if suitable sites are not available should out of centre sites be considered.
Sites of Nature Conservation Importance	Locally important sites of nature conservation adopted by local authorities for planning purposes and identified in the local development plan.
Social Rented Housing	Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
Standing Structures	In the context of Heritage Assets these can be any type of built historic structure standing above ground including all types of building whether domestic, agricultural, industrial, military or transport-related and in whatever condition whether habitable, in use or ruined and only partially surviving. Such structures can also include street furniture (for example a historic lamp-post), monuments, headstones and war memorials.
Strategic Housing Land Availability Assessment	The Strategic Housing Land Availability Assessment (SHLAA) is a technical study that forms part of the Evidence Base for the Local Plan. It identifies potential housing sites and assesses whether these sites are

	developable, how many housing units could be accommodated on them and when they could be delivered.
Strategic Housing Market Assessment	The Strategic Housing Market Assessment is an evidence base document which assesses the housing needs of the area. The Strategic Housing Market Assessment identifies the scale and mix of housing and range of tenures that residents require.
Supplementary Planning Documents/Supplementary Planning Guidance Notes	Documents which expand upon identified Local Plan policies to provide more detailed guidance on how the policy should be interpreted and applied.
Sustainability Appraisal	Under the regulations of the Planning and Compulsory Purchase Act 2004, Crawley must undertake a Sustainability Appraisal (SA) of the Local Plan to satisfy independent examination to allow the Plan to be formally adopted. The SA is an ongoing process, which endeavours to identify the social, environmental and economic impacts of planning policies or allocations within a Local Plan.
Sustainable Development	Development that meets the social, economic and environmental needs of the present without compromising the needs of the future.
Sustainability Statement	A document submitted as part of a planning application that sets out how the development has or will achieve the objectives set out in Policy ENV6. The Planning & Climate Change Supplementary Planning Document provides detailed guidance on what should be included in the statement and the level of detail it contains will vary depending on the type and scale of the proposed development.
Sustainable Transport	Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.
Sustainable Drainage Systems	Designed to control surface water runoff close to where it falls and mimic natural drainage as closely as possible.
Three Bridges Corridor	An area between Three Bridges Station and Crawley Town Centre that offers a selection of older and smaller employment units.
Town Centre	In retail policy terms, the town centre is represented by the Primary Shopping Area as identified on the Local Plan Map and defined above.
Town Centre Boundary	The town centre boundary is shown on the Local Plan Map, and defines the area within which main town centre uses are focused. It encompasses the Primary Shopping Area and areas predominantly occupied by

	main town centre uses within or adjacent to the primary shopping area.
Tranquil Areas	Areas sufficiently remote from the visual or audible intrusion of development or traffic to be considered unspoilt by urban influences.
Transport Modelling	A Transport Modelling Assessment is a technical study that forms part of the evidence base for the Local Plan, which assesses the future traffic impact resulting from traffic growth and development on the operation of roads, junctions and transport systems.
Urban Capacity Study	A technical study that forms part of the evidence base for Crawley's Local Plan. The document is used to assess potential employment and housing sites within the town.
Use Class	Land uses as defined in the Town and Country Planning (Use Classes) Order 1987 (as amended).
Viability	Where the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements, when taking account of normal cost of development and mitigation, provide competitive returns to a willing landowner to enable the development to be deliverable.
Water Stress	Water stress occurs when the demand for water exceeds the available amount or when poor quality restricts its use.
Windfall Sites	Windfall sites are potential housing sites which have not been specifically identified as available in the Local Plan process. They normally comprise of sites that have unexpectedly become available for a residential use.

## Abbreviations

AONB	Area of Outstanding Natural Beauty
ASLC	Area of Special Local Character
AQMA	Air Quality Management Area
BREEAM	BRE Environmental Assessment Method
BUAB	Built-Up Area Boundary
CAA	Civil Aviation Authority
CABE	Commission for Architecture and the Built Environment
CHP	Combined Heat and Power
DCLG	Department for Communities and Local Government
DECC	Department of Energy and Climate Change
Defra	Department of Environment, Food and Rural Affairs
DPD	Development Plan Document
EA	Environment Agency
EGA	Economic Growth Assessment
EU	European Union
FRA	Flood Risk Assessment
HER	Historic Environment Record
HMO	Houses in Multiple Occupation
HMA	Housing Market Area
LDS	Local Development Scheme
LEED	Leadership in Energy and Environmental Design
LEP	Local Enterprise Partnership
mppa	Million Passengers Per Annum
NPPF	National Planning Policy Framework
NWS	Northern West Sussex
PPG	Planning Practice Guidance
s. 106	Section 106 Agreements (see “Planning Obligations” definition)
SA/SEA	Sustainability Appraisal/Strategic Environmental Assessment



SCI	Statement of Community Involvement
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage Systems
WSCC	West Sussex County Council

## CRAWLEY LOCAL PLAN NOISE ANNEX

### 1.0 **Introduction**

- 1.1 Crawley is home to Britain's largest single-runway airport, a key sub-regional employment destination at Manor Royal Business District, and a major motorway (M23). Noise, therefore, represents an important planning consideration in the town.
- 1.2 The revocation of Planning Policy Guidance 24 (Planning and Noise) has resulted in an absence of detailed technical guidance at the national level to guide the relationship between development and noise. This Annex therefore draws upon evidence to provide policy context and establish locally specific guidance through which the approach of Local Plan Policy ENV11: Development and Noise should be applied.

### 2.0 **Planning Policy Context**

#### 2.1 National Policy Objectives

- 2.1.1 The National Planning Policy Framework (NPPF) sets out the Government's key planning objectives, recognising the need to reduce pollution as one of its 12 key principles. It requires the planning system to prevent new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by, unacceptable levels of pollution (Paragraph 109). Paragraph 123 provides more detail, outlining that local plan policies and development management decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. Where conflict does arise, impacts must as far as possible be mitigated against and reduced to a minimum.
- 2.1.2 The NPPF supersedes previous national level Government planning guidance. This included Planning Policy Guidance 24: Planning and Noise, which outlined measurable numeric noise categories through which the relationship between development and noise could be assessed.
- 2.1.3 With PPG24 having been revoked, the NPPF identifies the Explanatory Note of the Noise Policy Statement for England (DEFRA, 2010) as guidance for interpreting the level at which noise is considered to give rise to significant adverse impact. However, this does not identify measurable noise values to identify the 'Significant Observed Adverse Effect Level', the noise exposure level above which significant adverse effects on health and quality of life occur.
- 2.1.4 The Government has since published *Planning Practice Guidance: Noise* (DCLG, 2013). This outlines that local authorities should take account of the acoustic environment in plan making and decision taking, and in doing so should consider:
- whether or not a significant adverse effect is occurring or likely to occur;
  - whether or not an adverse effect is occurring or likely to occur; and
  - whether or not a good standard of amenity can be achieved.
- 2.1.5 In line with the Explanatory Note of the Noise Policy Statement for England, this would include identifying whether the overall effect of noise exposure is, or would be, above or below the Significant Observed Adverse Effect Level

(SOAEL), and the Lowest Observed Adverse Effect Level for the given situation (LOAEL). The Planning Practice Guidance does not provide technical guidance to establish the levels at which SOAEL or LOAEL occur. It does, however, identify that local planning authorities may produce local plan specific noise standards to apply to various forms of proposed development and locations in their area.

## 2.2 Local Policy

2.2.1 The key objective of Local Plan Policy ENV11 is to guide the relationship between noise sensitive development and noise sources to ensure that a good quality of life is maintained for current and future residents.

2.2.2 This Local Plan Noise Annex identifies locally specific noise thresholds comprised of measurable value ranges through which noise impact from transport sources can be determined in order to support Policy ENV11. These are based on the noise exposure hierarchy set out in *Planning Practice Guidance: Noise* and are discussed in detail in Section 4.1 of this Annex.

2.2.3 This Annex also provides guidance where proposals for noise sensitive development may be affected by industrial/commercial noise sources (Section 4.2), and on Noise Generating Development (Section 4.3).

2.2.4 Local Plan Policy ENV11 also refers to the '*Planning Noise Advice Document: Sussex*' (2013), to assist in the preparation of Noise Impact Assessments. This document has been produced on a joint basis by East and West Sussex local planning authorities to provide clear and consistent guidance as to the level of information that should be submitted with planning applications for noise generating developments or noise sensitive developments, including guidance on when it is appropriate to submit a noise report and the required contents of such a report.

## 3.0 Understanding When Noise Could Become a Concern

3.1 *Planning Practice Guidance: Noise* identifies a noise exposure hierarchy which provides broad guidance on the levels at which noise exposure could become a concern.

3.2 At the lowest extreme, when noise is not noticeable, there is by definition no effect. As noise exposure increases, it crosses the **No Observed Effect Level**. This is the stage at which noise becomes noticeable, though it has no adverse effect as it does not cause any change in behaviour or attitude. If the noise is at this level, no specific measures are required to manage the acoustic environment.

3.3 As noise exposure increases it crosses the **Lowest Observed Adverse Effect Level**, and may reach the **Observed Adverse Effect Level**. At this level noise can start to cause small changes in behaviour and attitude. For example, this could cause people to turn up the volume on the television or needing to speak more loudly to be heard. The noise level starts to have an adverse effect where consideration needs to be given to mitigating and minimising those effects.

3.4 Continued increase in noise exposure will at some point cause the **Significant Observed Adverse Effect Level** to be crossed. Above this level, noise causes a material change in behaviour, for example necessitating that windows are

kept closed most of time. If noise exposure is above this level, the planning process should be used to prevent this effect from occurring, by use of appropriate mitigation, for example through design and layout.

- 3.5 At the highest extreme, the **Unacceptable Adverse Effect**, noise exposure would cause extensive and sustained changes in behaviour, without an ability to mitigate the effect of noise. At this level, the impacts on health and quality of life are such that regardless of the benefits of the activity causing the noise, the situation should be prevented from occurring.

#### **4.0 Managing Noise in Crawley: Guidance to Support Local Plan Policy ENV11**

##### 4.1 Noise sensitive development affected by noise from transport sources

- 4.1.1 Local Plan Policy ENV11 outlines that noise sensitive uses will only be permitted where users of the development will not be exposed to unacceptable noise disturbance from existing or proposed uses.
- 4.1.2 This section provides guidance to determine the threshold at which noise exposure from transport-based sources (air, road, rail, and mixed sources) is considered to become significant or unacceptable in a Crawley context.
- 4.1.3 Building on the noise exposure hierarchy identified in *Planning Practice Guidance: Noise*, and using the previous guidance in PPG24 and evidence identified in Section 6, the Annex identifies measurable local values through which to determine the acceptability of noise sensitive proposals where noise exposure from transport is a factor.
- 4.1.4 In particular, it identifies a measurable threshold for the Significant Observed Adverse Effect Level (SOAEL), i.e. the noise level at which significant adverse effects on health and quality of life occur. It also outlines a measurable threshold to identify the level at which noise exposure is considered to become unacceptable.
- 4.1.5 In determining the acceptability of noise sensitive proposals where noise exposure from a transport source is a factor, the standards set out in Table 1 (below) will be applied.

**NOISE ANNEX TABLE 1:  
Standards for noise sensitive development affected by noise from transport sources<sup>56</sup>.**

	Examples of Outcomes	Daytime (07:00 – 23:00) Threshold	Night time (23:00 – 07:00) Threshold
No Observed Adverse Effect Level (NOAEL)	<b>Noticeable but not intrusive:</b> Noise can be heard, but does not cause any change in behaviour or attitude. Can slightly affect the acoustic character of the area, but not such that there is a perceived change in the quality of life.	<45dB $L_{Aeq,16hr}$ <70dB $L_{A_{max}} (1)$	<40dB $L_{Aeq,8hr}$ <55dB $L_{A_{max}} (1)$
Lowest Observed Adverse Effect Level (LOAEL)		45dB $L_{Aeq,16hr}$ 70dB $L_{A_{max}} (1)$	40dB $L_{Aeq,8hr}$ 55dB $L_{A_{max}} (1)$
Observed Effect Level	<b>Noticeable and intrusive:</b> Noise can be heard and causes small changes in behaviour and/or attitude, e.g. turning up volume of television; speaking more loudly; closing windows some of the time because of the noise. Potential for non-awakening sleep disturbance. Affects the acoustic character of the area such that there is a perceived change in the quality of life.	Between 45dB and 55dB $L_{Aeq,16hr}$ (45 to 57dB for Air Traffic) > 70dB $L_{A_{max}} (1)$	Between 40dB and 45dB $L_{Aeq,8hr}$ (40 to 48dB for Air Traffic) > 55dB $L_{A_{max}} (1)$
Significant Observed Adverse Effect Level (SOAEL)	<b>Noticeable and disruptive:</b> Noise causes a material change in behaviour and/or attitude, e.g. having to keep windows closed most of the time, avoiding certain activities during periods of intrusion. Potential for sleep disturbance resulting in difficulty in getting to sleep, premature awakening, and difficulty getting back to sleep. Quality of life diminished due to change in acoustic character of the area.	Between 55dB and 66dB $L_{Aeq,16hr}$ . (57dB to 66dB for Air Traffic) > 70dB $L_{A_{max}} (1)$	Between 45dB and 57dB $L_{Aeq,8hr}$ . (48 to 57dB for Air Traffic) 58dB to 82dB $L_{A_{max}} (1)$
Unacceptable Adverse Effect	<b>Noticeable and very disruptive</b> Extensive and regular changes in behaviour and/or an inability to mitigate effect of noise leading to psychological stress or physiological effects, e.g. regular sleep deprivation/awakening, loss of appetite, significant medically definable harm.	greater than 66dB $L_{Aeq,16hr}$	greater than 57dB $L_{Aeq,8hr}$ > 82dB $L_{A_{max}} (1)$

4.1.6 All the above levels would include the predicted noise from any proposed or required changes in transportation noise including the potential 2<sup>nd</sup> wide spaced runway at Gatwick Airport as set out in the 2003 White Paper and any

<sup>56</sup>  $L_{A_{max}}$  applies for 2+ events per hour during the night (23:00 – 07:00). All above levels are external free-field levels.

forthcoming replacement policy document. Details of the predicted noise contours associated with a possible wide-spaced second runway at Gatwick Airport are set out in Figure 1 of this Noise Annex, which draws upon the noise contours published by the Civil Aviation Authority (CAA) in their report: ERCD report 0308. Figure 1 of the Noise Annex will be updated should these contours be superseded by subsequent noise contours published by the CAA.

- 4.1.7 In interpreting the categories for the purposes of Local Plan Policy ENV11, noise exposure is considered to be acceptable where the internal noise climate achieves standards set in BS8233 or replacement guidance.
- 4.1.8 Noise exposure is considered to be significant at the Significant Observed Effect Level (SOAEL) of between 57dB  $L_{Aeq,16hr}$  and 66dB  $L_{Aeq,16hr}$  and between 45dB and 57dB  $L_{Aeq,8hr}$  at night.
- 4.1.9 Unacceptable Adverse Effect is considered to occur where noise exposure is above 66dB  $L_{Aeq,16hr}$  (57dB  $L_{Aeq,8hr}$  at night).
- 4.1.10 For private amenity areas (private and communal gardens), Unacceptable Adverse Effect is considered to occur at 63dB  $L_{Aeq,16hr}$  for Roads, and 66dB  $L_{Aeq,16hr}$  for Aircraft and Rail noise. This is so that they can be enjoyed as intended.
- 4.1.11 The 66dB  $L_{Aeq,16hr}$  threshold for noise sensitive development, particularly residential, is identified in light of the Inspector's decision relating to development at the North East Sector (Forge Wood), where it was found that development up to the 66dB  $L_{Aeq,16hr}$  contour would not be unacceptable with mitigation. This also corresponds to the 66dB  $L_{Aeq,16hr}$  upper limit for private and communal outdoor space which is an important element of residential development. This upper limit is further justified by increasing evidence of the long term impacts of noise on health, as identified in the *Technical Appendix: Supporting Evidence in Relation to Noise from Transport Sources*.
- 4.1.12 Where noise exposure is likely to be significant, a Noise Impact Assessment will be required in support of planning applications to demonstrate how noise impact will be made acceptable. For further information on the requirements of a Noise Impact Assessment, please see Section 5 of this Annex, and *Planning Noise Advice Document: Sussex* (2013).

#### 4.2 Noise sensitive development affected by industrial or commercial noise sources

- 4.2.1 Local Plan Policy ENV11 outlines that noise sensitive uses proposed in areas that are exposed to noise from existing or planned industrial or commercial sources, will only be permitted where future users will not be exposed to an unacceptable noise impact that would result in creation of a statutory nuisance.
- 4.2.2 This is based on the recognition that to introduce new noise sensitive receptors into locations where they may be affected by noise from established businesses can create conflict between those two uses and may prejudice the existing industrial or commercial operations.
- 4.2.3 NPPF paragraph 123 (bullet point 3) expands, recognising that development will often create some noise, and outlining that existing businesses wanting to

develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.

- 4.2.4 It is also recognised that some industrial or commercial uses may be planned, in the sense that they are subject to an extant planning permission, or have been identified for economic use through the Local Plan. For this reason, the policy approach also has regard to future planned developments.
- 4.2.5 To ensure that proposed noise sensitive uses do not conflict with existing or planned industrial/commercial uses, noise sensitive development will only be considered acceptable where future users would not be exposed to noise impact that would result in a statutory nuisance.
- 4.2.6 To ensure that proposals are acceptable in noise terms, an assessment should be made using BS4142 *Method for Rating industrial noise, affecting mixed residential and industrial areas*, or any replacement guidance.
- 4.2.7 Where there is risk that noise sensitive proposals would be affected by statutory nuisance, a Noise Impact Assessment will be required in support of planning applications to demonstrate how noise impact will be made acceptable. For further information on the requirements of a Noise Impact Assessment, please see Section 5 of this Annex, and *Planning Noise Advice Document: Sussex* (2013).
- 4.2.8 If it cannot be demonstrated that appropriate mitigation will be provided to manage significant or unacceptable noise impacts to an acceptable level, the proposal will be refused.

#### 4.3 Noise generating development

- 4.3.1 Local Plan Policy ENV11 outlines that noise generating development will be permitted where it can be demonstrated that any nearby noise sensitive uses (as existing or planned), will not be exposed to noise impact that will adversely affect the amenity of users of surrounding noise sensitive premises.
- 4.3.2 To ensure that proposals are acceptable in noise terms, development should comply with BS4142 *Method for Rating industrial noise, affecting mixed residential and industrial areas*, or any replacement guidance.
- 4.3.3 Around the Town Centre, Neighbourhood Parades and mixed use commercial/residential areas, the high density of industrial plant and air-handling units (including kitchen extracts, air-condition units and refrigeration plant) has a cumulative effect of increasing the overall background noise level. To prevent this level continually increasing to the detriment of the local residential amenity in those locations there will be an expectation that all new noise sources would be expected to operate at a Rating Level (BS4142) of 10dB below the background noise level measured as a  $L_{A90}$ .
- 4.3.4 Where there is risk that development would adversely affect the amenity of users in surrounding noise sensitive premises, a Noise Impact Assessment will be required in support of planning applications, to demonstrate how noise impact will be made acceptable. For further information on the requirements of a Noise Impact Assessment, please see Section 5 of this Annex, and *Planning Noise Advice Document: Sussex* (2013).

- 4.3.5 If it cannot be demonstrated that appropriate mitigation will be provided to manage noise impact to an acceptable level, the proposal will be refused.

## **5.0 Noise Impact Assessment**

- 5.1 As identified in Part C of Local Plan Policy ENV11, a Noise Impact Assessment will be required to support applications where noise sensitive uses are likely to be exposed to significant or unacceptable noise exposure.
- 5.2 The Noise Impact Assessment will be required to assess the impact of the proposal as a noise generator or receptor, as appropriate.
- 5.3 It will also be required to demonstrate in full how the development will be designed, located, and controlled to mitigate (as appropriate) the impact of noise on health and quality of life, neighbouring properties, and the surrounding area.
- 5.4 In all cases, the best practical means of mitigation will be required to mitigate noise impact to an appropriate level, and in liaison with Crawley Borough Council Environmental Health.
- 5.5 If it cannot be demonstrated that appropriate mitigation will be provided to manage significant or unacceptable noise impacts to an acceptable level, the proposal will be refused.
- 5.6 In preparing a Noise Impact Assessment, applicants should adhere to *Planning Noise Advice Document: Sussex (2013)*, which supports Local Plan Policy ENV11 and this accompanying Annex.

## **6.0 Further Reference**

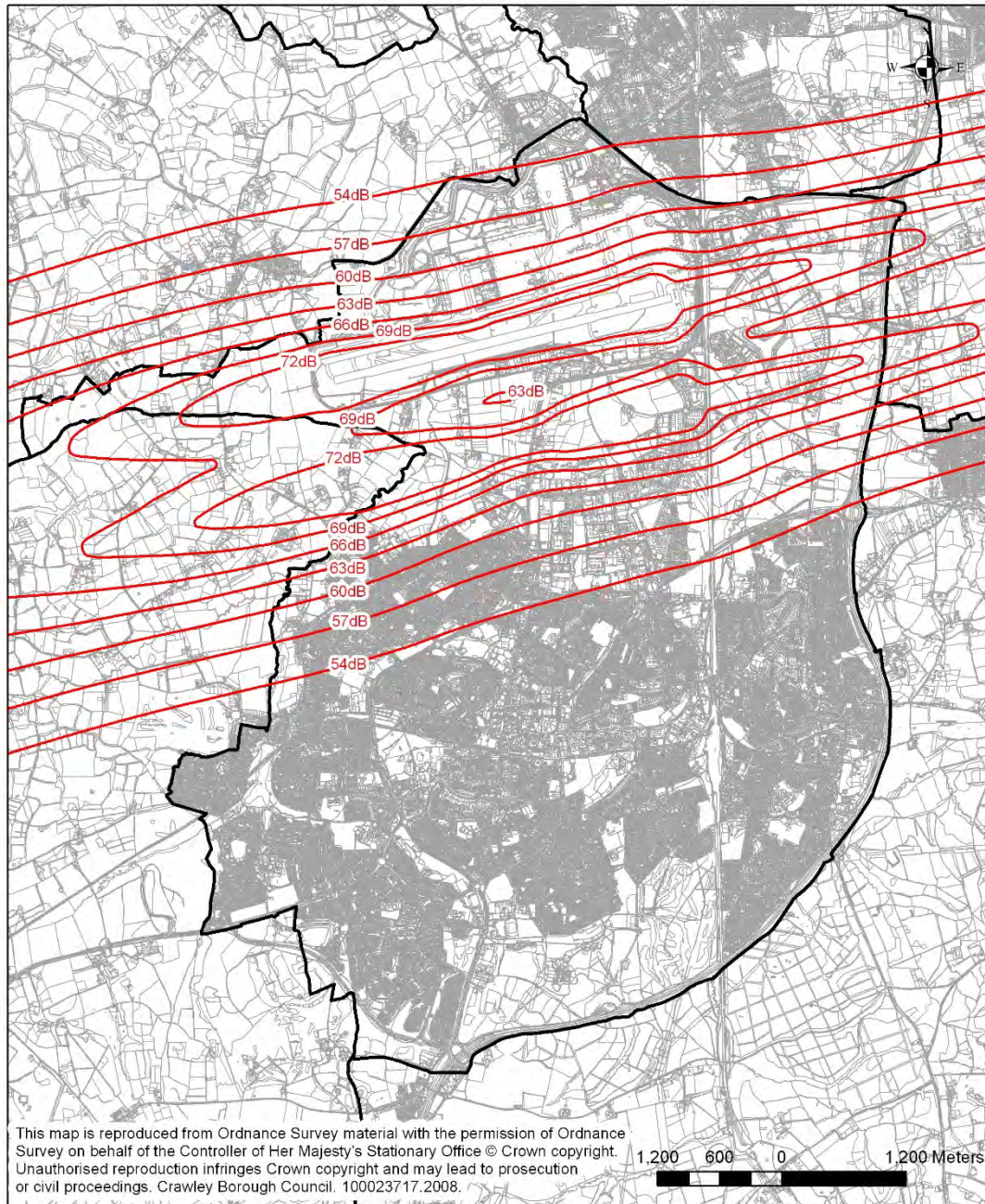
- 6.1 Where development proposals are likely to be affected by noise, either as a source or receptor, applicants are strongly encouraged to liaise with Crawley Borough Council Environmental Health prior to submitting an application.
- 6.2 To contact Environmental Health please email [environmentalservices@crawley.gov.uk](mailto:environmentalservices@crawley.gov.uk) or call (01293) 438247.



**NOISE ANNEX FIGURE 1:  
Gatwick Noise Contour 2 Runway Scenario (Policy GAT1 and ENV11)**

Gatwick Noise Contour 2 Runway Scenario  
(Policy GAT1 & ENV11)

Based upon ERCD report 0308  
published by CAA (2003)



## TECHNICAL APPENDIX: SUPPORTING EVIDENCE IN RELATION TO NOISE FROM TRANSPORT SOURCES

### 1.0 Introduction

- 1.1 There is a growing amount of research relating to the health impacts of noise, and on the dose response (reaction to increasing noise exposure) relationship between noise and health.
- 1.2 Recent studies have identified a number of causal links between noise exposure and health impacts. These themes are drawn together in key two documents; The Health Protection Agency (HPA) summary document *Environment Noise and Health in the UK* (2010); and through the work of the Government-appointed Airports Commission in *Discussion Paper 5: Aviation Noise* (2013).
- 1.3 Through these documents, it is possible to identify three specific areas in which adverse effects of noise exposure can impact on populations and individuals; Amenity/Quality of Life, Health, and Learning.

### 2.0 Effects on Amenity and Quality of Life

- 2.1 This form of noise impact may typically affect people in two ways; annoyance, and sleep disturbance.
- 2.2 Annoyance is considered to manifest itself when noise impact disturbs a person's daily life, for example, through interrupting a conversation or causing distraction whilst resting (Airports Commission, 2013). As such, annoyance will typically increase as noise exposure increases, though changes in pitch and intermittency can also increase annoyance.
- 2.3 The *Aviation White Paper* (2003) found the onset of community annoyance to occur at 57dB LAeq16hr, a figure that originates from the 1982 Aircraft Noise Index Study (ANIS).
- 2.4 Over time individual aircraft have become quieter but have increased in number and *Attitudes to Noise from Aviation Sources in England* study (ANASE), DfT, 2007) demonstrated that the number of aircraft had a greater impact on annoyance than increasing average noise levels<sup>57</sup>. This suggests that the level for the onset of community annoyance may actually occur below 57dBA, and that the impact of higher levels of noise may be greater than previously thought. This follows research published by the European Commission with the Environmental Noise Directive (END) in 2002 which showed that equivalent levels of Aircraft Noise created greater annoyance than other modes of transport.
- 2.5 Sleep disturbance is one of the most common impacts described by people living with high levels of noise exposure. It can have a significant impact on quality of life, and people can typically feel a strong resentment where it is felt that their sleep has been disturbed.
- 2.6 The Airports Commission (2013) cited a well-established evidence base which has found noise-induced awakenings to have an adverse effect. It is however

---

<sup>57</sup> Some aspects of the ANASE methodology have been questioned at peer review.

less clear as to what extent and level of noise exposure can result in a harmful loss of sleep, and whether lesser reactions to noise that do not involve awakening, can affect well-being. It does appear that even though some adaptation to night noise does occur, complete habituation does not occur, particularly for heart rate (See Physiological Health). It also appears that children are less likely to wake but their physiological reaction is greater.

### 3.0 Effects on Physical and Psychological Health

3.1 There are two significant ways in which this form of noise impact may affect people; hypertension, and mental health.

3.2 The links between noise and hypertension are fairly well established, with research finding that exposure to noise events can place the body under stress, even if there is no conscious reaction to the noise. When stressed, the body releases hormones that may to varying degrees increase heart rate and blood pressure, with the link between high blood pressure and cardiovascular diseases, strokes, chronic renal failure, and heart attack, already well-established. Acute noise exposure has also been linked to other forms of physiological activation including peripheral vasoconstriction with relative withdrawal of blood from the skin, and increased peripheral vascular resistance.

3.3 The European wide Hypertension and Exposure to Noise Near Airports study (HYENA, 2008) examined links between noise from aircraft and road traffic and Hypertension, finding there to be direct links between increased noise exposure and increased hypertension.

3.4 Other research has shown that increased noise may have an exacerbating effect on existing coronary heart disease conditions<sup>58</sup>. Dose-response relationship data has also found that risk of myocardial infarction increases above 60dBA and is significant at 70dBA, with an increased risk of coronary heart disease associated with sound levels above 65-70dBA.

3.5 Links between noise exposure annoyance and mental health have also been hypothesised, with studies identifying anxiety and depression as the most likely psychological symptoms<sup>59</sup>. However, it is acknowledged that further research is needed in this area.

### 4.0 Productivity and Learning Effects

4.1 Noise has been linked to impacts in two particular ways; cognitive impairment in children, and loss of productivity.

4.2 The most consistent observed effects of noise on children (particularly for children at primary school age) are recognised as being cognitive impairments.

4.3 Research has established a number of negative impacts in this regard, and tasks which involve central processing and language comprehension, such as

---

<sup>58</sup> Noise: Babish, 2006; Smoking: Prescott et al. (1998); and lack of exercise: Hu et al. (2005) and Li et al. (2006).

<sup>59</sup> Stansfeld, et al. (1993). Road traffic noise, noise sensitivity and psychological disorder; Hiramatsu, K., et al. (1997). A survey on health effects due to aircraft noise on residents living around Kadena airport in the Ryukyus'; Hardoy, M.C., et al. (2005). Exposure to aircraft noise and risk of psychiatric disorders.

reading, attention, problem solving and memory appear to be most affected by noise exposure. Links between chronic noise exposure and children's cognition have also been suggested, including teacher and pupil frustration, learned helplessness, impaired attention, increased arousal, indiscriminate filtering out of noise during cognitive activities resulting in loss of attention, noise annoyance, and sleep disturbance<sup>60</sup>.

- 4.4 It has been shown that there is an association between high noise exposure and poor long-term memory and reading comprehension amongst children living around airports. Research has also suggested that the source of noise may be a factor, with the European RANCH study finding road traffic to have no observed effect of children's reading or memory, whilst observing impaired reading comprehension and recognition memory in children exposed to aircraft noise.
- 4.5 The Airports Commission (2013) notes that the productivity impacts of noise are more secondary in nature, and are linked to effects previously discussed, including sleep disturbance, health impact, links between academic performance and noise, and impacts in terms of workplace distraction.

#### 5.0 Other Technical Guidance

##### *Aircraft Noise*

- 5.1 The Airports Commission (2013) observes that the metrics used to measure the long-term impact of aircraft noise has recently become a subject of some discussion. UK policy has historically identified  $57_{Aeq,16h}$  as the threshold at which daytime noise marks the onset of significant community annoyance. However, it has been argued that the  $57_{Aeq,16h}$  contour does not necessarily reflect the day-to-day experience of people living within the contour, who will tend to experience short bursts of intense sound, rather than a constant sound.
- 5.2 Further, it has been noted that significant annoyance may be experienced outside of the  $57_{Aeq,16h}$  contour, as acknowledged in the Department of Transport's 2012 Draft Aviation Policy Framework (APF), although in responding to comments on the draft APF the Government has decided against using a lower value to mark the onset of significant community annoyance (Airports Commission, 2013).
- 5.3 With all forms of transportation in the UK, there are sound insulation schemes in place to help homes affected by noise. For aircraft noise, sound insulation schemes are triggered at  $63dB L_{Aeq,16hr}$ . Gatwick Airport also operate the Gatwick Home Relocation Scheme, which is designed to allow those affected by noise levels above  $69dB L_{Aeq,16hr}$  to move home without losing money, as Gatwick Airport will cover all the costs, including the devaluation of the property price due to the increased noise.

##### *Noise from Other Transport*

- 5.4 Sound insulation grant schemes are in place in relation to other forms of transport. For Road Traffic Noise<sup>61</sup>, the grant is given when the façade level of road noise exceeds  $68dB L_{A10,18hr}$  which is the equivalent to a free-field level of  $63dB L_{Aeq,16hr}$ . For Railway noise it is  $66dB L_{Aeq,16hr}$ .

---

<sup>60</sup> Airports Commission (2013)

<sup>61</sup> Noise Insulation Regulations, 1975: SI 1975:1763

Housing Trajectory  
Base Date 1 April 2015

											Anticipated Delivery of Dwellings 2015-2030 (Local Plan)																	
											Completed (1)	Completed (2)																
											2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	
Planning Application Reference	Site Address	Neighbourhood	Issue Date	Lapses Date	Approved or Allocated (gross)	Proposed Losses	Approved or Allocated (net)	Total Completed (net)	Total Outstanding Commit (gross)		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15			
(A) Large Housing Sites (6 - 29 units) with extant Planning Permission at 30 April 2015	CR/2010/0268/FUL	100 - 104 THREE BRIDGES ROAD	Three Bridges	26/08/2010	01/10/2010	14	1	13	14	0	14																	
	CR/2011/0323/ARM	WOODHALL & LITTLE PADDOCKS	Ifield	05/09/2011	05/09/2014	27		27	27	0	1																	
	CR/2010/0703/FUL	LAND AT DORSTEN SQUARE	Bewbush	27/09/2011	27/09/2014	21		21	21	0	21																	
	CR/2011/0678/FUL	DEERSWOOD LODGE SITE, IFIELD	Ifield	11/04/2012	11/04/2015	14		14	14	0	14																	
	CR/2011/0677/FUL	CROSSWAYS, BALCOMBE ROAD	Pound Hill	30/08/2012	30/08/2015	7	1	6	7	0	7	7																
	CR/2012/0441/FUL	OAK, MAPLE & BEECH HOUSES, WATERSIDE CLOSE	Bewbush	30/01/2013	30/01/2018	14		14	14	0	14																	
	CR/2012/0557/FUL	ALPINE WORKS, OAK ROAD	Southgate	01/02/2013	01/02/2018	8		8	8	0	8																	
	CR/2012/0324/FUL	CRAWLEY COMMUNITY CHURCH, 40 SPRINGFIELD	Southgate	18/03/2013	18/03/2018	8		8	8	0	8																	
	CR/2013/0388/FUL	SCOUT GROUP AND GUIDES HALL LARK RISE	Langley Green	24/09/2013	24/09/2018	9		9	9	0	9																	
	CR/2012/0482/FUL	LANGLEY GREEN YOUTH CENTRE, LARK RISE	Langley Green	13/12/2012	13/12/2018	9		9	9	0	9																	
	CR/2012/0394/FUL	KINGSLAND COURT, THREE BRIDGES ROAD	Three Bridges	13/11/2013	13/11/2018	10		10	10	0	10																	
	CR/2013/0536/FUL	6 - 10 IFIELD ROAD	West Green	05/02/2014	05/02/2017	14		14	14	0	14																	
	CR/2013/0632/RG3	BRUNEL HALL, BRUNEL PLACE	Northgate	12/02/2014	12/02/2017	22		22	22	0	22																	
	CR/2007/0820/FUL	LAND OFF CUTHEROW GARDENS AND MALTHOUSE RD	Southgate	03/04/2007	IMPLEMENTED	8		8	8	0	8																	
	CR/2013/0578/FUL	110-112 SPENCERS ROAD	West Green	13/05/2014	13/05/2017	10		10	10	0	10																	
	CR/2013/0562/FUL	18 - 21 QUEENSWAY	Northgate	03/03/2014	03/03/2017	10		10	10	0	10																	
CR/2014/0811/FUL	Shaw House formation of additional floor (pursuant to CR/2014/0159/PA3)	West Green	05/02/2015	05/02/2018	7		7	7	0	7																		
CR/2015/0110/FUL	40 Queens square	Northgate	13/05/2015	13/05/2018	6		6	6	0	6																		
CR/2015/0137/FUL	21 Broad Walk	Northgate	02/06/2015	02/06/2018	7		7	7	0	7																		
<b>Total Large Sites with PP (6-29 units)</b>					<b>221</b>	<b>2</b>	<b>219</b>	<b>134</b>	<b>87</b>	<b>70</b>	<b>16</b>	<b>89</b>	<b>20</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		
(B) Small Housing Sites (5 units or less) with PP	100% of small sites commenced = 30 net plus 45% of commitment																											
	Small Sites deliverable spread over 5 years																											
<b>Total Small Housing Sites with PP (5 or less)</b>					<b>57</b>	<b>2</b>			<b>55</b>	<b>29</b>	<b>4</b>	<b>28</b>	<b>16</b>	<b>11</b>	<b>0</b>	<b>0</b>												
(C) Local Plan Key Housing Allocations (Policy H2) that are Deliverable	CR/2011/0189/OUT CR/2014/0317/NCC	FAIRFIELD HOUSE, WEST GREEN LANE	West Green	05/10/2011	05/10/2014	92	0	92	92	0																		
	CR/2012/0253/ARM	WSSC Professional Centre, Furnace Drive	Furnace Green	29/10/2012	29/10/2015	76	0	76	76	0	60	16																
	CR/2012/0446/ARM	5 - 7 BRIGHTON ROAD	Southgate	19/11/2012	19/11/2015	48		48	48	0	48																	
	CR/2013/0088/FUL	BREEZEHURST DRIVE	Bewbush	07/05/2013	07/05/2018	112		112	112	0	112																	
	CR/2013/0015/FUL	15 - 28 BROADWAY UPPER FLOORS	Northgate	08/08/2013	08/08/2018	57		57	57	0	57																	
	CR/2012/0223/FUL	ZURICH HOUSE, EAST PARK	Southgate	17/12/2013	17/12/2018	59		59	59	0	59																	
	CR/2013/0517/OUT	SOUTHERN COUNTRIES, (27 - 45 IFIELD ROAD)	West Green	04/03/2014	04/03/2017	218		218	218	0	218																	
	CR/2012/0357/ARM CR/2013/0661/ARM	FORGE WOOD (FORMERLY THE NORTH EAST SECTOR)	Pound Hill	14/03/2014	14/03/2017	1900		1900	1900	0	1900																	
	CR/2014/0046/FUL	Land Adj to Langley Green Primary School, Langley Drive	Langley Green	06/11/2014	06/11/2017	30		30	30	0	30																	
	Allocation	TINSLEY LANE	Three Bridges			120		120	120	0	120																	
	Allocation	IFIELD COMMUNITY COLLEGE	Ifield			125		125	125	0	125																	
	Allocation	LAND ADJ DESMOND ANDERSON	Tilgate			100		100	100	0	100																	
	Allocation	KILNMEAD CAR PARK	Northgate			40		40	40	0	40																	
	Allocation	GOFFS PARK DEPOT	Southgate			30		30	30	0	30																	
	Allocation	FORMER TSB SITE, RUSSELL WAY	Three Bridges			40		40	40	0	40																	
	Allocation	OAKHURST GRANGE	Southgate			55		55	55	0	55																	
Allocation	BREEZEHURST DRIVE PLAYING FIELDS	Bewbush			65		65	65	0	65																		
Allocation	LONGLEY BUILDING, EAST PARK	Southgate			48		48	48	0	48																		
Allocation	Henty Close, Bewbush	Bewbush			24		24	24	0	24																		
Allocation	Land East of St Hill	Pound Hill			15		15	15	0	15																		
Allocation	TELFORD PLACE / HASLETT AVENUE	Three Bridges			99		99	99	0	99																		
Allocation	Crawley Station and Car Parks	Northgate			300		300	300	0	300																		
Allocation	County Buildings	Northgate			50		50	50	0	50																		
Allocation	Land N of the Boulevard	Northgate			50		50	50	0	50																		
<b>Total Key Housing Sites</b>					<b>3753</b>	<b>0</b>	<b>3254</b>	<b>76</b>	<b>3178</b>	<b>60</b>	<b>128</b>	<b>218</b>	<b>624</b>	<b>781</b>	<b>400</b>	<b>340</b>	<b>234</b>	<b>270</b>	<b>223</b>	<b>175</b>	<b>175</b>	<b>95</b>	<b>30</b>	<b>0</b>	<b>0</b>	<b>0</b>		
(F) Broad Location (East of London Road) 6+ Units	102 - 112 London Road & 2-4 Tushmore Lane																											
	116 - 136 London Road																											
	138 - 144 London Road																											
	21, 25, 27 & 29 Tushmore Lane																											
<b>Total for Broad Location (East of London Road)</b>					<b>198</b>	<b>27</b>	<b>171</b>	<b>0</b>	<b>198</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>44</b>	<b>0</b>	<b>32</b>	<b>62</b>	<b>33</b>	<b>27</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		
(F) in Town Centre, Units	Central Sussex College (East of Tower)																											
	Fire Station, Ifield Avenue																											
	Brittingham House, Orchard St																											

