

# TOWN CENTRE SUPPLEMENTARY PLANNING DOCUMENT

Supporting the Crawley Borough Local Plan 2015-2030

**October 2016**

Including:

- Economic Growth in the Town Centre Main Employment Area
- Primary Shopping Area
- Development Sites within the Town Centre Boundary
- Retail and Leisure Development outside the Primary Shopping Area
- Skills Development
- Engagement





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# 1. Introduction

- 1.1 Crawley is one of the leading commercial destinations in the south east of England<sup>1</sup>. It is located at the Heart of the Gatwick Diamond economic area, and is home to a thriving business community and an extensive retail and leisure offer. There are over 4.3 million passenger journeys through the bus station and 2 million passengers pass through Crawley railway station each year, and with more than 4,300 car parking spaces and a 24-hour guided bus system, the town centre has great accessibility and connectivity. This places Crawley at the heart of a wide catchment area that includes Burgess Hill, Haywards Heath, Horsham, Horley, and Redhill, and the town centre attracts around 200,000 visitors on a weekly basis.
- 1.2 Crawley Borough Council is strongly committed to revitalising the town centre, and there is significant potential to build upon Crawley's many positive attributes to enhance the role of the town centre as a great place to live, work and visit.
- 1.3 The town centre is a priority focus for regeneration, and the council has embarked on an exciting programme of public realm improvements, particularly at Queens Square that will revitalise the heart of the town centre as a place to visit, relax and enjoy. A number of key regeneration sites now have planning permission, such as Station Gateway (including Crawley railway station), which will transform this key entrance to the town centre, enhancing pedestrian access to the town and reinforcing its role as a public transport interchange.
- 1.4 The town centre is an ideal location in which people can work and live. There is significant potential to deliver new commercial premises to support sustainable economic growth and new homes that help to meet Crawley's housing needs. Well planned development provides an opportunity to reduce the visual dominance and severance effect of the major roads which surround the town centre, enhancing its environment and improving pedestrian and cycle links. Alongside further transport and public realm improvements, there is significant potential to unlock investment and revitalise Crawley's role as one of the leading town centre destinations in the south east.

## Purpose of this Document

- 1.5 The Town Centre Supplementary Planning Document (SPD) is in place to support sustainable regeneration and development in the town centre. Its key objective is to ensure that development contributes positively to Crawley's role as a competitive retail and leisure destination, achieving a balance between delivering the commercial space that is needed to support sustainable economic growth and supporting the delivery of well designed new homes that enhance the role of the town centre as a vibrant neighbourhood. The guidance set out in this document will help ensure that all proposals contribute positively to Crawley's role as a great place to live, work and visit.
- 1.6 This SPD should be read in conjunction with the Local Plan, which sets out the vision and planning policies guiding development in the borough up to 2030. It does not establish new policy, but rather builds on the town centre focused policies already established in the Local Plan. It provides guidance and advice to assist developers, businesses and residents in understanding and responding to the requirements of

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<sup>1</sup> Crawley ranks 23<sup>rd</sup> in the PropertyWeek.com/CACI 'Hot 100 UK retail locations' and 3<sup>rd</sup> in its 'Top 10 premium opportunity locations' (CACI, 2015)

Local Plan policies, identifying where specific information is required to accompany planning applications, and the type of detail that is needed to demonstrate that the relevant Local Plan policies are satisfied.

- 1.7 This document was adopted by Crawley Borough Council's Cabinet on 5 October 2016, following public consultation that was carried out in June – July 2016. The Town Centre SPD replaces the Town Centre Wide SPD (adopted in May 2009) and also the Town Centre North SPD (adopted February 2011).
- 1.8 It is one of a suite of SPDs produced by the council, with the others focusing on: Manor Royal, Green Infrastructure, Planning and Climate Change, and Urban Design. The Town Centre SPD should also be read in conjunction with the Crawley Town Centre Regeneration Programme.

## **National and Local Planning Policy Context**

- 1.9 The National Planning Policy Framework (NPPF)<sup>2</sup> places significant focus on planning for competitive town centres that function as the heart of their communities. Achieving a diverse retail offer and a range of customer choice is crucial in supporting the continued vitality and viability of town centres, and this is reflected in the Crawley Borough Local Plan (2015-2030) which establishes a vision and policy framework for the town centre as a sustainable location to live, work, visit and enjoy.

## **How to use this Document**

- 1.10 This document provides guidance and advice that builds on the Local Plan policies which relate to the town centre. The intention of the SPD is to guide development in the town centre to ensure that it contributes positively to its overall vitality and viability. The SPD therefore seeks to assist developers, businesses and residents who may be interacting with the planning process, providing additional information to assist in understanding and responding to the requirements of the Local Plan town centre related policies.
- 1.11 To achieve this, the SPD focuses specifically on:
  - Providing supplementary information to assist in the interpretation of town centre focussed Local Plan policies, clarifying how these will be used to assess planning applications;
  - Setting out the situations where additional information is required to support planning applications, and explaining the type of information that is needed to meet the policy requirements;
  - Explaining design principles for key town centre sites, and providing practical advice to assist in bringing forward smaller town centre proposals.
- 1.12 The Town Centre SPD should be read in conjunction with the Local Plan as well other relevant guidance including its companion SPDs and any evidence base documents which are referred to in the text. Where other policy documents and background studies are relevant to the design of proposals and/or the submission of planning application(s), these are signposted within the SPD. The document also provides advice for developers wishing to sign up to the *Crawley Education and Skills Plan (2016-2021)* and explains how the council can support this to help promote local job opportunities and skills development.
- 1.13 The Town Centre SPD is structured into sections that expand upon, in turn, Local Plan Policies EC2, EC5, EC6 and EC7. For each, the SPD establishes relevant planning guidance and design principles, detailing circumstances where supporting

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

information will be required, and clarifying the nature and type of information needed to demonstrate compliance with the Local Plan.

- 1.14 Applicants are encouraged to refer to the guidance detailed in this SPD at an early stage in the design and planning process. Early and meaningful consideration of the approaches and requirements presented in this document will help identify and avoid potential problems at an early stage in the planning process, helping to avoid any disruption and delay that might arise from attempts to achieve policy compliance later on.
- 1.15 Some forms of development do not require planning permission, and may come forward as prior approval or permitted development. Developers are encouraged to refer to the Town Centre SPD even where planning permission is not required, as the guidance it provides will help achieve well planned development that interacts positively with the town centre. Through good design, it will be possible to better manage the relationship between potentially conflicting uses such as residential and commercial, reducing the scope for conflict in amenity terms. This promotes a good quality of life for future occupiers, helps to avoid constraining existing commercial operations, and in turn enhances the desirability and marketability of development. By responding to the principles established in this SPD, all forms of development will be better placed to contribute positively to the town centre.

## 2. Policy EC2: Economic Growth in Main Employment Areas

**Policy EC2 identifies each of Crawley’s main employment areas, including the Town Centre. It takes a positive approach to support sustainable economic growth in these locations, whilst recognising that some existing floorspace might no longer be suitable for commercial use and may be better utilised for alternative uses that can deliver wider social, environmental or economic benefits to the town.**

### **Crawley Context**

- 2.1 Crawley town centre is a key Main Employment Area, and its mix of shops, restaurants, cafés, bars, offices, leisure and community uses provide a range of full-time and part-time employment. Retail and recreation uses are key employment sectors, situated largely within the Primary Shopping Area and at edge-of-centre locations including Crawley Leisure Park. The town centre is home to 14% of Crawley’s office space<sup>3</sup>, including a number of purpose-built and refurbished premises, as well as older stock, which does not meet the needs of modern business, and has increasingly come forward for residential conversion.
- 2.2 This section of the SPD provides additional information to help in responding to the requirements of Policy EC2 within a town centre context. It clarifies how its policy criteria should be taken into account by applicants in preparing and submitting development proposals within the town centre boundary, and details how the policy will be applied in the determination of applications by Development Management.

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

- 2.3 Local Plan Policy EC2 takes a positive approach to support sustainable economic growth in the borough. There are two key objectives of the Policy:
  1. Strengthen the role and function of the designated Main Employment Areas by supporting proposals for economic development and intensification where these contribute to the established character of each area.
  2. Protect the economic function of the Main Employment Areas by resisting proposals that would result in a loss of employment floorspace unless it can be demonstrated that specific policy criteria are met.

#### **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

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<sup>3</sup> Northern West Sussex Economic Growth Assessment (2014) NLP

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 benefits 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.

## Applying Policy EC2 in Crawley Town Centre

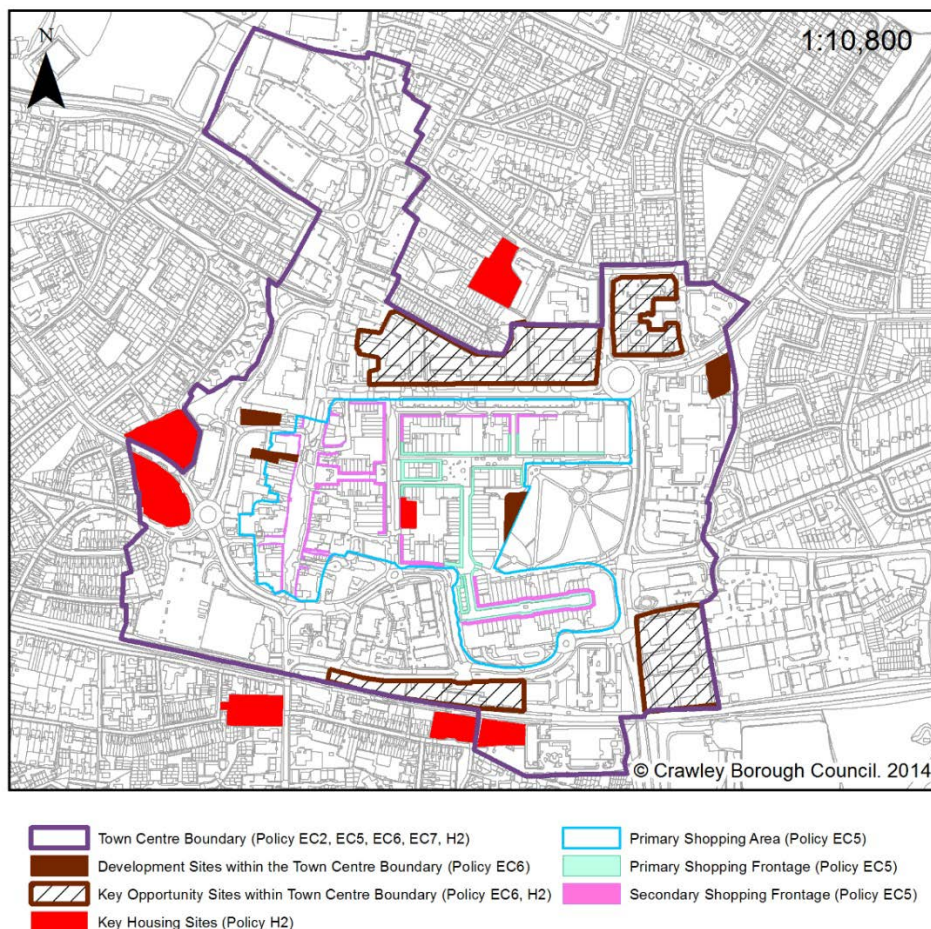
### **SUPPORTING ECONOMIC GROWTH IN THE TOWN CENTRE**

2.4 The town centre is a main employment area and represents a focus for sustainable economic growth. The extent of the town centre main employment area corresponds with the town centre boundary identified on the Local Plan Map. Within the town centre boundary, the Local Plan also designates the Primary Shopping Area, which forms the retail heart of the town centre (Figure 1).

2.5 Policy EC2 supports development that contributes to the specific characteristics of the town centre and support the overall economic function of the town. The town centre is a highly sustainable location for economic growth, and proposals that will enhance its commercial offer and create jobs are actively encouraged. This is reflected in the supporting policy text to EC2, which explains the key characteristics of the town centre as being:

*‘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...’ (Crawley Borough Local Plan paragraph 5.30)*





**Figure 1: Local Plan Town Centre Inset Map**

- 2.6 The NPPF identifies a range of uses that are directed to town centre locations, which it defines as *Main Town Centre uses*. These uses are encouraged in Crawley town centre, and are defined by the NPPF as:

*‘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)’.*

- 2.7 Other forms of economic development, for example public and community uses or commercial activities that fall within the Sui Generis uses class, can also contribute positively to the characteristics of the town centre. Where economic development is proposed in the town centre which does not fall within the NPPF definition of Main Town Centre uses, an economic statement should be submitted as part of the planning application to demonstrate how the proposed use contributes to the economic character of the town centre. It may be that the proposal delivers benefits through creating jobs, generating footfall, bringing a vacant unit into beneficial use or adding to a balanced mix of uses in the town centre, but the key requirement will be to show how the proposal will make a positive contribution to the economic character of the town centre.

## **Meeting the Requirements of Local Plan Policy EC2: Supporting Sustainable Economic Growth in the Town Centre**

**Development proposals that fall within the NPPF definition of main town centre uses are consistent with the economic character of the town centre as a main employment area and will be supported.**

**Other forms of economic development, which are not defined as main town centre uses, can also contribute positively to the town centre. Where this is the case, applications should be accompanied by an economic statement explain how the proposal will help contribute to the economic character of the town centre. This should consider the role of the proposals in terms of:**

- **Job creation** (number of jobs anticipated to be provided)
- **Generating footfall** (anticipated number of customers and customer base to be provided)
- **Contributing to a balanced range of uses in the town centre** (does the proposal help to address a market that is currently under-represented in the town centre?)
- **Reducing vacancies and promoting active frontages** (is the property currently in active use? Does the proposal help to make use of a unit that is long-term vacant? Does the proposal ensure the retention of a retail-style active frontages?)

### **CONTROLLING THE LOSS OF EMPLOYMENT FOORSPACE IN THE TOWN CENTRE**

- 2.8 Policy EC2 seeks to protect the integrity of the Main Employment Areas by resisting proposals that would result in a loss of employment floorspace unless specific policy criteria are met. As a main employment area, economic and commercial proposals are encouraged in the town centre, and a range of main town centre uses are supported by the Local Plan. However, Crawley town centre is distinct from other main employment areas in that its function is not solely an economic one, as it is also identified as an appropriate location for residential use.
- 2.9 As a highly sustainable location, there is significant potential to accommodate a growing residential population in the town centre. The Local Plan identifies that a minimum of 1,063 residential dwellings will be delivered within or adjacent to the town centre through allocated sites and planning permissions. Residential uses also continue to come forward in the town centre through the Prior Approval process, which enables the change of use of offices (Use Class B1a) to residential use without the requirement to obtain planning permission.
- 2.10 The dual focus placed on the town centre as a location for residential as well as economic uses means that Local Plan Policy EC2 can be applied more flexibly where residential development is proposed in the town centre. Local Plan paragraph 5.27 states: *‘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 Policy H2, or locations situated within the town centre boundary’.*
- 2.11 This approach supports the dual-function of the town centre as a location for commercial and residential uses. Upper floor residential use is supported within the town centre, providing an important opportunity to make for an efficient and sustainable use of under-utilised space. The Local Plan also allocates specific sites inside the town centre boundary for residential and residential-led mixed use development. In these cases, any loss of employment floorspace has been assessed through the Local Plan Sustainability Appraisal process and found to represent the

most sustainable approach. Given that residential use is supported in these locations, the requirement to justify loss of employment floor space is removed in order to facilitate delivery of high quality town centre homes through the planning process.

- 2.12 It is not the intention of the policy to support residential development at the expense of the town centre as a main employment area, and whilst residential is supported in policy terms, it is vital that a balance is struck to ensure that the commercial role of the town centre is not undermined. Residential will not be acceptable in locations where this would impact negatively on the vitality and viability of the town centre, and residential proposals that would undermine the function of the town centre as a main employment area will be refused. The Primary Shopping Area should retain a retail-led economic focus, particularly through promoting active frontages and an engaging street scene, as required by Policy EC5 (see Part 3), and residential use is therefore unlikely to be acceptable at ground floor level in the Primary Shopping Area.

***Meeting the Requirements of Local Plan Policy EC2: Controlling the Loss of Employment Floorspace in the Town Centre***

***The Town Centre is identified as a location for both economic and residential development.***

***Where residential development is proposed on upper floors or at locations allocated in Local Plan for residential use, applicants will not be required to provide information justifying loss of employment floorspace. All other proposals that would result in a net loss of employment floorspace will be required to comply with the criteria of Local Plan Policy EC2.***

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

**Policy EC5 seeks to enhance the role of Crawley as a competitive town centre and a great place to live, work and visit. Within the Primary Shopping Area, it promotes a retail-led mix of main town centre uses that support the day-time and evening economy and encourages the sustainable use of upper floors for commercial and residential development, to pro-actively support the vitality and viability of Crawley town centre.**

#### **Crawley Context**

- 3.1 The Primary Shopping Area is the very heart of Crawley town centre, representing the focus of its retail offer and the location in which footfall is greatest. It is home to over 300 commercial units and many leading retailers and brands. It is also a priority focus for regeneration, with £3.2 million of public realm improvements programmed to take place at Queens Square that will transform the area into a distinctive and vibrant public space.
- 3.2 There is potential for significant economic growth in Crawley, with around 15,000 new jobs forecast to come forward in the borough by 2030, and an opportunity to support sustainable economic growth through development that enhances the town centre as a place for people to work. The number of people living in the town centre is also growing, and it is evolving into a place to live as well as a place to work and visit. Sites identified in the Local Plan and through planning permissions or prior approval applications will deliver around 1,500 new homes in the town centre over the next 15 years.
- 3.3 However, like many town centres, Crawley is also facing challenges. The economic downturn resulted in the loss of many nationally prominent town centre retailers, and competition from internet sales and out-of-centre retailers has invariably impacted upon the health of town centres. The number of vacant units in the Primary Shopping Area has steadily increased, peaking at 15% vacancy in February 2012, though as the economy recovers there has been greater vibrancy around the town centre and the vacancies have fallen to 9.2% as of January 2016. Whilst these are encouraging signs, the figure continues to exceed the average vacancy rate for town centres in the South East (7.4%) and remains greater than the average UK vacancy rate of 8.7%<sup>4</sup>, showing that work still needs to be done.
- 3.4 This means focusing on ground floor units to support development that interacts positively with the street scene and encourages footfall. It is about strengthening the performance of the established retail heart, and introducing uses that bring new life to more peripheral parts of the town centre. It is also about making efficient use of upper floors, encouraging the sustainable use of under-utilised space to create new places for people to live and work.

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<sup>4</sup> Springboard Vacancy Survey, January 2016

## Local Plan Policy EC5: Primary Shopping Area

3.5 Policy EC5 builds on the established strengths of the Primary Shopping Area as the retail heart of Crawley town centre. It supports a retail-led mix of commercial uses to promote a thriving daytime and evening economy whilst recognising the important contribution that other uses, including residential development, can make in promoting a vibrant and competitive town centre where people want to visit, live and work. The key objectives of Local Plan Policy EC5 are:

1. Promoting a healthy and competitive town centre with a retail-led mix of main town centre uses at ground floor level.
2. Encouraging the effective and efficient use of upper floors for appropriate main town centre uses.
3. Supporting the residential use of upper floors and ensuring a positive interaction with main town centre uses.

### 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.

## Applying Policy EC5 in Crawley Town Centre:

### **PRIMARY SHOPPING AREA: GROUND FLOOR CHANGE OF USE**

3.6 The Primary Shopping Area (Figure 1) is the commercial focus of the town centre. It comprises *Primary Shopping Frontages* and *Secondary Shopping Frontages*, which are designated by the Local Plan to guide the different types of main town centre development that will be permitted at ground floor level in the Primary Shopping Area.

### **Primary Shopping Frontages:**

3.7 The Primary Shopping Frontages, including The Martlets, Queens Square and the County Mall (ground floor), represent the daytime economic focus of the town centre.

These frontages are characterised by a strong representation from national chains and a high concentration shops supported by a smaller amount of non-retail uses. The Primary Shopping Frontages generate the greatest amount of pedestrian footfall in the town centre, and contribute significantly to its overall vitality and viability.

- 3.8 Local Plan Policy EC5 seeks to retain the core retail focus of the Primary Shopping Frontages, though recognises the important contribution that complementary non-retail uses can make to the vibrancy of the town centre. The policy sets out that ground floor proposals for use classes A1 (shops), A2 (financial & professional services) and A3 (restaurants and cafes) will normally be permitted. A3 uses in particular can help to diversify the offer of the Primary Shopping Frontages during the daytime, whilst generating additional footfall and interest through enhancing the evening economy.
- 3.9 Standalone proposals for A5 take away use are not supported at ground floor level in the Primary Shopping Frontages, because the hours of operation typically associated with this type of use can result in closed or inactive frontages during daytime hours. It is however recognised that the operation of some restaurants or cafés may involve an ancillary or mixed take away element, and these types of use can provide an important function in meeting the needs of visitors whilst continuing to maintain an active streetscene.

### ***Secondary Shopping Frontages***

- 3.10 Secondary Shopping Frontages are concentrated around High Street, Broad Walk, The Broadway, The Boulevard and the upper floor of County Mall. Whilst containing some significant anchor stores, these areas are characterised by a lower proportion of retail uses and a greater presence of non-retail activities such as restaurant, bar and hot food take-away uses, comprising both smaller independent operators and larger chains. Due to the reduced retail make-up, daytime pedestrian footfall is generally lower than in more central parts of the town centre, and some units are subject to longer-term vacancy. But the presence of a strong leisure and recreation offer, particularly on the High Street, means that the Secondary Shopping Frontages contribute significantly to the evening economy.
- 3.11 The more varied mix of main town centre uses that characterise the Secondary Shopping Frontages, coupled with the need to reduce vacancies in areas where footfall is lower, means that a more flexible policy approach can be taken. Local Plan Policy EC5 therefore sets out that within the Secondary Shopping Frontages, ground floor proposals for Use Classes A1 (shops), A2 (financial & professional services) and A3 (restaurants and cafes), A4 (drinking establishments) and A5 (hot food take away) will normally be permitted, subject to amenity considerations.

### ***Other Main Town Centre Uses in the Primary Shopping Area***

- 3.12 Other main town centre uses can contribute to customer choice and the overall vibrancy of the town centre during the day-time and by enhancing the evening economy This may include (but is not limited to) tanning salons and nail bars, betting shops, leisure and entertainment facilities, offices, and cultural, hospitality or tourism uses such as museums, galleries, theatres or hotels. Though not specifically identified by the NPPF as a main town centre use, community uses can also contribute positively to promoting a healthy town centre.
- 3.13 Proposals for other main town centre uses are supported at ground floor level inside the Primary Shopping Area provided it can be demonstrated that the proposal would support the vitality and viability of the town centre. To satisfy this aspect of the Policy, applicants should provide an economic statement that explains how the proposal would contribute positively to the health of the Primary Shopping Area, particularly in

terms of generating footfall, contributing to an active and engaging streetscene, promoting a range of customer choice, and supporting economic growth.

- 3.14 In all cases, applicants are encouraged to promote active frontages at ground floor level. Blank facades should be avoided, in favour of creating active and engaging window displays which interact positively with pedestrians to create a thriving and vibrant streetscene. For more detailed information on design issues, users should refer to the *Urban Design Supplementary Planning Document*, and, where relevant, the *High Street Conservation Area Statement*.
- 3.15 Other development that enhances the retail-led function of the Primary Shopping Area is also encouraged. This could include proposals for new or replacement shop units, refurbishment of existing units, or the sub-division or extension of existing units to help accommodate commercial use.

### ***How to Meet the Requirements of Local Plan Policy EC5: Ground floor changes of use in the Primary Shopping Area***

***Local Plan Policy EC5 supports the following uses in the Primary Shopping Area:***

- ***Primary Shopping Frontages: A1/A2/A3***
- ***Secondary Shopping Frontages: A1/A2/A3/A4/A5***

***Applications for other main town centre uses in the Primary Shopping Area should be accompanied by an economic statement which explains how the proposed use will support the vitality and viability of the town centre. To demonstrate this, the statement should consider how the proposal helps to:***

- ***Generate footfall*** (how many customers are anticipated and who is the likely customer base; would the proposal help to boost the day-time or evening economy?)
- ***Create jobs*** (how many full/part time jobs are anticipated to be created, are more anticipated to be created in the future?)
- ***Contribute to an active and engaging street scene*** (how will the proposal make a positive impact on the town centre? This could be through a vibrant shop front design, removing/avoiding blank façades, refurbishing or modernising existing units, bringing vacant unit(s) into use or through the proposals hours of operation)
- ***Contribute to the range of customer choice and a balanced mix of uses in the town centre*** (does the proposed use fall within the main town centre uses based on the definition in the NPPF and Local Plan glossary? Does it provide something different or improve the range of choice? Examples outside of the Use Classes or outside traditional main town centre uses should provide a description of the way in which the use would contribute to the balanced range within the town centre)

### ***PRIMARY SHOPPING AREA: AVOIDING CONFLICT BETWEEN EXISTING RESIDENTIAL USES AND NEW COMMERCIAL OPERATIONS***

- 3.16 The principal function of the town centre is its role as a destination for a retail-led mix of main town centre uses, but it is also becoming home to an increasing residential population. Where new residential uses are proposed close to existing commercial operations, these should be carefully planned to ensure that suitable living conditions can be achieved without constraining the operation of existing businesses. Practical advice to help achieve this is set out at paragraph 3.27 onwards.
- 3.17 Where residential uses are already in place, it will be important to ensure that the amenity of existing residents is not undermined by subsequent changes in the nature of nearby commercial operations. New or intensified commercial uses have the

potential to create unwanted amenity impacts for existing or planned residential uses, and where amenity impacts are likely to be caused, the commercial operator will be required to ensure that appropriate mitigation is in place. This section provides advice to assist commercial operators to avoid conflict where existing residential use is a consideration.

- 3.18 Proposals for new commercial uses should be carefully designed and mitigated to ensure that the amenity of existing or planned residential use is not negatively impacted upon and that the potential for statutory nuisance is avoided. The council will work with applicants to consider the appropriateness of proposed schemes. A Noise Impact Assessment may be required in support of planning applications, and applicants are advised to refer to Local Plan Policy ENV11 (Development and Noise) and the Local Plan Noise Annex for further information.

***How to Meet the Requirements of Local Plan Policy EC5: Reducing and managing conflict between existing residential uses and new commercial operations***

***Proposals for new or intensified commercial uses should be carefully designed and mitigated to ensure that the amenity of existing or planned residential use is not negatively impacted upon and that the potential for statutory nuisance is avoided. Environmental Health guidelines include:***

- a.) Siting of air conditioning or refrigeration units*** should be carefully considered, particularly with regards to their proximity to the windows or amenity space of residential uses.
- b.) Deliveries or collections*** can also result in amenity impacts, and should where possible be programmed to occur during the working day, i.e. between 7am and 7pm, in order to minimise disruption for nearby residential uses. Where necessary, such activities may be controlled by condition.
- c.) A3 (restaurant and café), A4 (drinking establishments) and A5 (hot food take-away) uses*** have particular scope to impact on the amenity of nearby residential uses. Proposals for new A3/A4/A5 uses that are close to existing residential uses should consider:
- ***Kitchen extracts*** – these should terminate 1 metre above the eaves so that the odours are dispersed more effectively. This can lead to noisy ducting being very close to resident's windows with the associated noise problems, and should be carefully managed. Low level extracts are an alternative but will require a much higher specification for filtration. Please consult the NETCEN Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems.
  - ***Kitchen noise & odours*** – it is not appropriate to leave kitchen doors open for ventilation (or for food hygiene reasons) as noise & odour created in the kitchen can affect residents. Adequate ventilation will be required to ensure that kitchens are adequately cooled in the summer months.
  - ***Music*** – Music cannot cause a public or private nuisance to residents. Unless a premises has been specifically sound-proofed to control loud music it is very likely that any loud music (music at a level which will interfere with normal speech) will disturb residential units who are located within the same building and also neighbouring buildings, if they are physically adjoined.
  - ***Hours of operation*** – After 23:00 there is an increasing risk that activities will adversely affect any residential units above or adjacent to the premises. These include music breakout from opening doors, patrons smoking outside and patrons



*dispersing at the end of the night. It is therefore likely that opening times may be restricted.*

### **PERMITTED DEVELOPMENT AND PRIOR APPROVAL**

- 3.19 The Town & Country Planning (Use Classes) Order 1987 (as amended) categorises the use of land and buildings into specific use classes. It is generally the case that planning permission is required to change from one use class to another, though there are exceptions where change of use is allowed without the need to obtain planning permission (permitted development) or subject to Local Planning Authority approval in relation to specified elements of the proposal (prior approval).
- 3.20 Where changes of use are allowed through Prior Approval without the need to obtain planning permission, Local Plan policy requirements cannot be applied as the change of use operates independently of the planning system. However, developers are encouraged to refer to the guidance set out in this SPD, as this will help to achieve carefully planned development that interacts sympathetically with nearby uses. Users are advised to refer to the Planning Portal for the most up-to-date use class order information, and should contact the Development Management team for advice on the appropriate application to make

### **OUTDOOR SEATING AREAS**

- 3.21 Outdoor seating areas associated with town centre café, bars and restaurants can make an important contribution to the vibrancy and vitality of town centres, adding interest and activity to the street scene during the day-time and evenings. But if not carefully managed, they can create clutter and obstruction, detracting from the setting of the town centre.
- 3.22 Any outdoor seating area which is proposed on public highway, including tables, chairs or barrier screens, will require planning permission as it represents a change of use. Applications should clearly outline the extent of the area that is proposed to be utilised as a seating area and provide detail setting out the number of tables and chairs proposed, details of any barrier screens (which may also require advertising consent) and information on hours of operation including whether the seating area will be removed each day at closing time.
- 3.23 As well as applying to the council for planning permission, applicants are also required to apply to West Sussex County Council for a Tables and Chairs License. Further detail is provided at [www.westsussex.gov.uk](http://www.westsussex.gov.uk)

### **UPPER FLOOR CHANGE OF USE IN THE PRIMARY SHOPPING AREA TO MAIN TOWN CENTRE USES OR COMMUNITY USES**

- 3.24 The Primary Shopping Area townscape is characterised by a number of mid-20<sup>th</sup> century buildings that range between three and five storeys in height. These broadly take the form of commercial floorspace at ground floor level, with upper-floor uses typically comprising retail and storage uses or taking the form of older office accommodation and lower-intensity commercial activities. Much of this stock is under-utilised or vacant, having proven unattractive to the commercial market.
- 3.25 There is a significant opportunity to enhance the aesthetic environment and function of the town centre through redeveloping upper floors to bring these locations into beneficial use. The efficient use of upper floor space for main town centre uses is encouraged, and several upper floor locations in the Primary Shopping Area are already utilised as commercial uses including retail, offices, healthcare, fitness centres and restaurants. Some community uses also operate from upper floor locations in the town centre, and given the proximity of public transport and supporting facilities, the use of upper floors for community use is broadly supported.

- 3.26 Not all main town centre uses will be suitable for upper floor locations, and there may be instances where a proposal is inappropriate for reasons of amenity or impact on surrounding uses. This is a key planning consideration, particularly as the town centre residential population grows. Where noise, fumes or disturbance to nearby properties are likely to be an issue, applicants are advised to contact the council's Environmental Health team by telephone on 01293 438207 or via email at [environmentalservices@ Crawley.gov.uk](mailto:environmentalservices@ Crawley.gov.uk)

**Local Plan Policy EC5: Upper Floor Change of Use in the Primary Shopping Area to Main Town Centre Uses or Community Uses**

***The effective and efficient use of upper floors within the Primary Shopping Area is encouraged. Proposals will be supported where they bring about the beneficial use of under-utilised upper floor space for main town centre uses or community use.***

***In considering whether proposals for upper floor main town centre uses or community use are appropriate to the proposed location, regard will be given to the nature of the proposed use, hours of operation and intensity of use, and impact on nearby uses.***

***All forms of upper floor development should maximise opportunities to positively address the townscape of the Primary Shopping Area through enhancement of the external appearance of buildings.***

**UPPER FLOOR CHANGE OF USE IN THE PRIMARY SHOPPING AREA TO RESIDENTIAL USES**

- 3.27 Crawley's significant housing need and limited land supply places particular importance on maximising the available brownfield land for residential use. Buildings in the town centre offer potential to help deliver new homes through the upgrade of existing upper floors, and Local Plan Policy EC5 supports the conversion of under-utilised upper floors within the Primary Shopping Area for residential use. Small-scale residential conversions have already taken place at upper floor locations around the town including The Boulevard, Broadway and Queensway/The Pavement. To ensure that a high quality of development is achieved, developers are should have regard to the following guidance in working up proposals.

***Achieving well designed development***

- 3.28 The Local Plan places strong focus on achieving good design, requiring well-planned development that creates a safe and comfortable living standard for residents and contributes positively to achieving successful places.
- 3.29 Crawley has a reputation for providing good quality housing, and Local Plan Policy CH5 sets out the minimum size requirements for dwellings, based on the Nationally Described Space Standards. All planning applications for residential development will be required to comply with these requirements. Where residential development is proposed through Prior Approval, developers are strongly encouraged to meet the minimum standards set out in Policy CH5, as this will promote a good quality of life for future occupiers.
- 3.30 Some of the older upper floor building exteriors can be visually poor, detracting from the overall appearance of the town centre environment. Residential conversions provide an opportunity to enhance the appearance of the townscape, particularly at upper floor level, through works to the exterior of buildings. In working up proposals, particular regard should be had to the requirements of Local Plan Policies CH2 and CH3, and also the accompanying guidance of the Urban Design SPD.

### ***Mitigating Noise, Fumes and Disturbance***

- 3.31 The town centre is a highly sustainable location for residential use, but it is important to remember that its principal function is its role as a destination for a retail-led mix of main town centre uses. Commercial activities typically generate footfall, noise, smells or vehicular movements that can impact upon the amenity of residential uses and the quality of life experienced by residents. Introducing a residential population into a location where there have previously been no residents can be problematic for business, and the relationship between new residential proposals and existing main town centre uses must be carefully managed to minimise the scope for conflict.
- 3.32 Local Plan Policy EC4 manages the amenity relationship between residential and commercial uses, seeking to ensure that residential development proposed within or adjacent to main employment areas does not constrain or undermine the economic function of that area. The NPPF is clear that businesses should not risk being subject to enforcement action or risk being unable to expand because of the introduction of new residents into the area. Therefore, where new residential premises are proposed near existing main town centre uses, the nature of those surrounding uses will be very important.
- 3.33 When assessing applications for residential use in the town centre, a key concern will be to consider whether the presence of existing main town centre uses could become a 'nuisance' were residential to be permitted. Types of existing use which are likely to result in 'nuisance' were residential to be inappropriately introduced could include:
- Existing late night entertainment premises, especially those which are poorly sound insulated; physically attached to the proposed accommodation; or have external smoking areas near to the proposed residents.
  - Restaurants with noisy or smelly kitchen extracts or hot food take-away use with a Late Night Refreshment Licence.
  - Uses with delivery yards that are in late night or 24 hour use.
- 3.34 It may be possible for residential proposals to come forward close to existing main town centre uses where careful consideration is given to design and layout and provided that adequate and appropriate noise mitigation, including additional mechanical ventilation, is included in proposals. Proposals will be required to comply with Local Plan Policy ENV11 (Development and Noise), and developers are strongly encouraged to liaise with the council at an early stage in the design process.
- 3.35 The right to convert offices to residential use through the prior approval process was made permanent by the government on 6 April 2016. Since this date, noise from commercial sources has been included in the process as a reason for refusal. In respect of these elements it is possible to impose conditions to provide mitigation of the effects. It may also be possible to explore residential options further through the planning process, so that appropriate mitigation can be secured by condition. To avoid any unnecessary delays, it is recommended that applicants contact the council prior to submission.

### ***Bin Stores, Waste and Cycle Storage***

- 3.36 To avoid street clutter, supporting infrastructure such as bin stores and cycle storage should be integrated with or adjacent to the building, with care taken to avoid conflict with servicing arrangements for commercial uses. This is relevant not just to residential proposals, but also for commercial operations.
- 3.37 Disposal of household waste can be a concern where new flats are developed through the Prior Approval process without adequate storage facilities for waste. If household waste is placed on the pavement prior to the morning of collection then it risks attracting pests like foxes, gulls and rats, and residents leaving rubbish bags

outside too early may be liable to fines for 'littering' or 'fly-tipping'. For this reason, where residential development comes forward through the prior approval process, developers are strongly encouraged to ensure that appropriate refuse storage provision is considered and provided as part of the conversion.

### **Access to Residential Units**

- 3.38 It is vital that new residential development is integrated effectively into the town centre. Residential units should be accessed from active and well-used street frontages rather than via more isolated service yards to the rear of shop units. This helps to promote greater natural surveillance, assisting in the designing out of crime and contributing to improved safety for occupiers. Where access to flats can only be achieved via rear service areas, proposals must be carefully planned to ensure that residential units can be accessed safely. To achieve this, development should incorporate measures to enhance safety and improve legibility, such as lighting, and clearly delineate between residential routes and commercial access to minimise conflict.
- 3.39 In some cases, it may be necessary to adapt a small area of ground floor commercial floorspace to facilitate separate access to upper floor residential. Small-scale alterations to ground floor units, including minor reduction of commercial floorspace that would enable the use of upper floors, will normally be acceptable provided this can be achieved in a manner that retains the integrity and viability of the unit(s) for ground floor commercial use. Proposals will not be supported where they would result in a proliferation of residential accesses that detracts from the principal function of the area as a retail-led commercial destination.
- 3.40 Where residential development comes forward through the prior approval process, developers are encouraged to take account of the guidance set out in this SPD to help achieve well planned development that interacts positively with the town centre. Good design enables the relationship between residential and commercial uses to be better managed, reducing the scope for conflict in amenity terms. By responding to the principles established in this SPD, all forms of development will be better placed to contribute positively to the town centre.

### **Local Plan Policy EC5: Upper Floor Change of Use in the Primary Shopping Area to Residential Uses**

**Residential development on upper floors should be carefully designed to achieve a good quality of life for residents and enhance the town centre. Proposals should:**

- a. achieve well-designed development** that creates a safe and comfortable living standard, and which positively addresses the townscape through good design that enhances the external appearance of buildings.
- b. take account of existing ground floor uses** and mitigate accordingly to minimise the scope for conflict with existing commercial operations and ensure that future residents have a good quality of life in amenity terms and that existing commercial operations are not unduly constrained;
- c. so far as possible, avoid residential access via rear service yards** in order to enhance natural surveillance and assist legibility. Where this is unavoidable, measures to enhance legibility such as lighting should be incorporated into design, and clear distinction should be made to delineate between residential access routes and areas required for commercial activity;
- d. minimise street clutter** by directing supporting infrastructure such as bin stores and cycle facilities away from active frontages. Where located in service yards,

*these should be clearly delineated to minimise the scope for conflict with commercial operations;*

***Small-scale loss of ground floor commercial floorspace to facilitate access to upper floor residential will be supported where:***

- i.) this can be achieved without undermining the integrity and viability of the existing unit(s); and***
- ii.) provided it will not result in a proliferation of residential accesses that would undermine the vitality and viability of an individual shopping frontage.***

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

**Policy EC6 seeks to secure the regeneration and reuse of under-utilised brownfield town centre sites, recognising the positive contribution that sustainable redevelopment can make in enhancing their role and function as destinations for main town centre uses and accessible and attractive places to live.**

### **Crawley Context**

- 4.1 Crawley's town centre covers an area of some 64 hectares, stretching from its southern extent at Station Way up to its northernmost limb at Crawley Leisure Park. The Primary Shopping Area is the focal point of the town centre, being the principal location for a range of retail-led commercial uses, and acting as the area in which pedestrian activity is most concentrated. However the town centre offer is not limited solely to the Primary Shopping Area, and a range of other important destinations fall within its boundary, including Crawley railway and bus stations, the library, Central Sussex College campus, Crawley Town Hall, two major supermarkets, business and leisure uses, as well as the locally designated Memorial Gardens.
- 4.2 The Town Centre Regeneration Programme presents a clear aspiration for the town centre to become a dynamic business hub as well as a vibrant neighbourhood for town centre living. Several brownfield sites inside the town centre boundary are currently vacant or under-utilised and present a significant opportunity to attract investment and deliver regeneration. These are sustainably located with good access to transport links, facilities and services, and are well placed to deliver mixed use development to meet economic and housing needs. Local Plan Policy EC6 identifies a number of key sites within the town centre boundary which are recognised as being appropriate for development during the Plan period.

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

- 4.3 Policy EC6 supports the redevelopment and improvement of under-utilised brownfield sites inside the town centre boundary, maximising their potential and helping to deliver wider regeneration benefits to the town centre as a whole.
- 4.4 The town centre is a highly sustainable location. Redevelopment of the sites identified through Policy EC6 represent a significant opportunity to enhance the role and function of the town centre as a main employment area and as a vibrant place to live. There is strong economic potential in Crawley, and town centre sites present a significant opportunity to deliver new commercial premises to enable growth across a range of economic sectors including business, retail and leisure. There is also a significant opportunity to deliver residential development, and given Crawley's high levels of housing need and constrained housing land supply, it is critical that opportunities are taken to maximise the delivery of housing.

## 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.

## Applying Policy EC6 inside the Town Centre Boundary

4.5 This section of the Town Centre SPD provides guidance to support the delivery of town centre sites, setting out general development principles that are relevant to all town centre developments, as well as more detailed guidance to assist in the delivery of sites identified in Local Plan Policy EC6. Guidance is also provided in relation to Cross Keys/Church Walk/The Broadway, which is identified in the Local Plan as a broad housing location for that is anticipated to come forward in Years 6-10 of the Plan period.

### **General Principles**

4.6 The supporting text of Local Plan Policy EC6 (paragraph 5.55) establishes overarching development principles to maximise the potential of town centre sites. Central to this is the delivery of sustainable development that brings about the improvement of individual locations whilst contributing positively to the overall function of the town centre as a vibrant place to work, visit and live. In all cases,

developers should respond to the general principles below in working up development proposals.

- 4.7 Developers should also refer to the Character chapter of the Local Plan, and Policies CH2 and CH3 in particular, as well as the Urban Design SPD, which provide further detail relating to the design requirements for development.
- 4.8 In all cases, development should be planned and delivered in a manner that has regard to its individual design and operation, its interaction within the context and character of its immediate surrounds, and its wider contribution to the town centre as a whole. This SPD sets out additional detail relating to the wider townscape and context associated with each site.

#### **General Development Principles for Town Centre Sites**

**Development proposals within the Town Centre Boundary should, where feasible and appropriate, maximise opportunities to:**

- **support and diversify Crawley's role as a sub-regional centre**
- **create jobs to support the local economy**
- **enhance the vitality of the town centre**
- **provide facilities for new and existing residents**
- **create a good living and working environment**
- **improve links for walking, cycling and public transport throughout the town centre, and enhance connectivity for sustainable transport modes beyond the town centre.**

#### **Gatwick Airport Aerodrome Safeguarding**

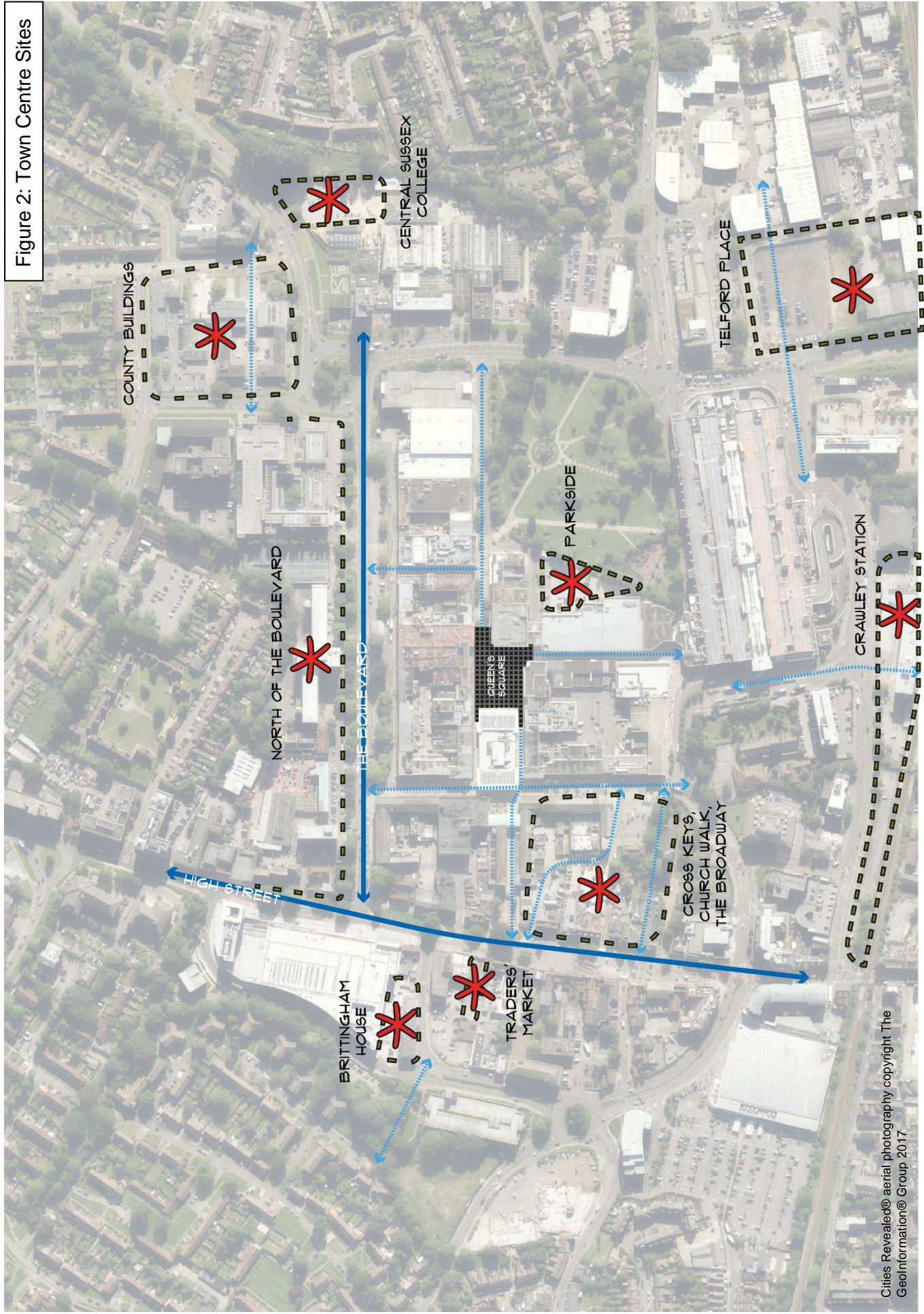
- 4.9 Much of Crawley is subject to Gatwick Airport Aerodrome Safeguarding which is in place to ensure that development does not impact upon the operational integrity and safety of the airport. This can place restrictions on the type of development that is able to come forward. Particular consideration should be given to the heights of buildings and structures, as well as landscaping, lighting and renewable energy schemes. Developers are strongly encouraged to consult with Gatwick Airport Limited (Aerodrome Safeguarding) at an early stage, who can be contacted via [gal.safeguarding@gatwickairport.com](mailto:gal.safeguarding@gatwickairport.com)

#### **Site Specific Design Guidance and Development Principles**

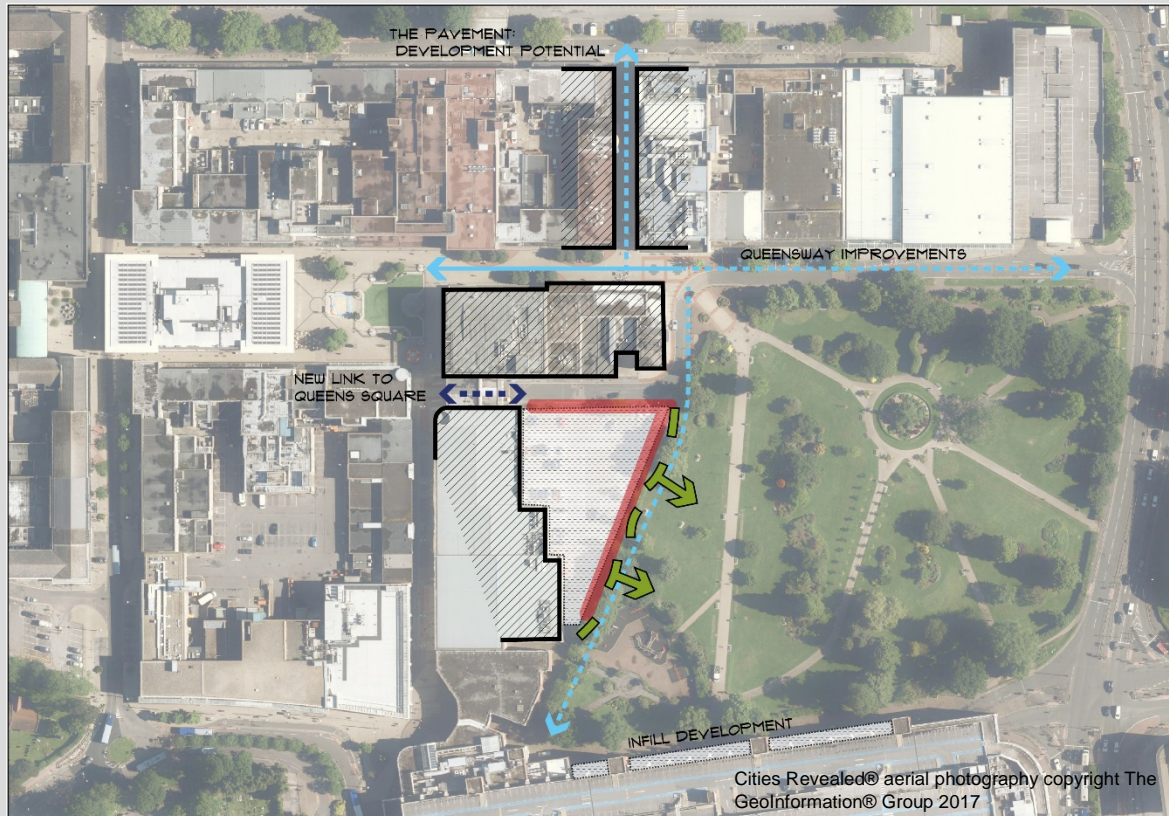
- 4.10 This section sets out design principles that will help support the delivery of well-planned and carefully designed development at the town centre sites identified by Local Plan Policy EC6. Developers are encouraged to work proactively with the council to prepare bids for Local Growth Fund funding that will help enhance the public realm and connectivity of Town Centre developments. Figure 2, below, sets out an overview of the sites within the context of the town centre, detailing key relationships and linkages between them.
- 4.11 The site specific guidance is not intended to be prescriptive. Rather, it seeks to demonstrate how development proposals *could* satisfy the policy requirements set out in the Local Plan, particularly CH2 and CH3 relating to principles of good design, and serves to highlight, in plan form, the council's vision for each site.



Figure 2: Town Centre Sites



## Parkside Car Park



**Area:** 0.12 Hectares

**Description:** The site is used as a surface car park and is situated to the immediate rear of the commercial units which front onto Queens Square, The Martlets and Queensway. Parkside Car Park provides service access for retail premises along its western flank. The site bounds the western side of Memorial Gardens and is accessed directly by “Parkway” a paved no-through road. A narrow gated passage allows pedestrian movement from the site through a partially covered footpath and out into the southern edge of the Martlets. The blank northern flanks of County Mall face onto Memorial Gardens, a short distance away.

**Townscape Context:** Despite its central location, the site is tucked away at the back of shops, slotted awkwardly between them and the western edge of Memorial Gardens. All adjacent businesses to the west, the south and the north have little to no interaction with the site and accordingly, there is no real public realm treatment and no feeling of natural surveillance. Low quality landscaping along the eastern edge of the site prevents the creation of an interface with Memorial Gardens.

The appearance of the rear of the commercial buildings lining the site is generally not uniform and is somewhat dated. The commercial premises range between two and three storeys in height and tend to have small floorplates, each with their own rear service entrance facing onto the site.

**The Vision:** Regenerate the under-utilised Parkside car park site through a high-quality mixed use development that realises the potential of site and maximises opportunities to strengthen links with the town centre and Memorial Gardens.

### Key Planning and Design Principles:

#### a.) Design and Layout

- Replace the car park with a mixed-use development of up to three-storeys fronting onto Memorial Gardens and Parkside, with potential for an additional storey if stepped-back from view.
- Encourage activity and footfall at ground floor level through active frontages that promote a vibrant streetscape. This could include small scale, non-residential ground floor uses that complement the park-side and off-centre location and reinforce pedestrian routes.

- *Maintain small floorplate pattern in existing bounding buildings and replicate in any new development.*
- *Address the currently poor interaction with Memorial Gardens through sympathetic design and landscaping. Particular care should be taken to avoid overshadowing*
- *Achieve a positive interaction between residential and commercial uses, ensuring that service access for business is retained, whilst creating clearly delineated pedestrian access along Queensway and Parkside.*
- *Explore opportunities to achieve positive interaction between the site and County Mall to the south.*

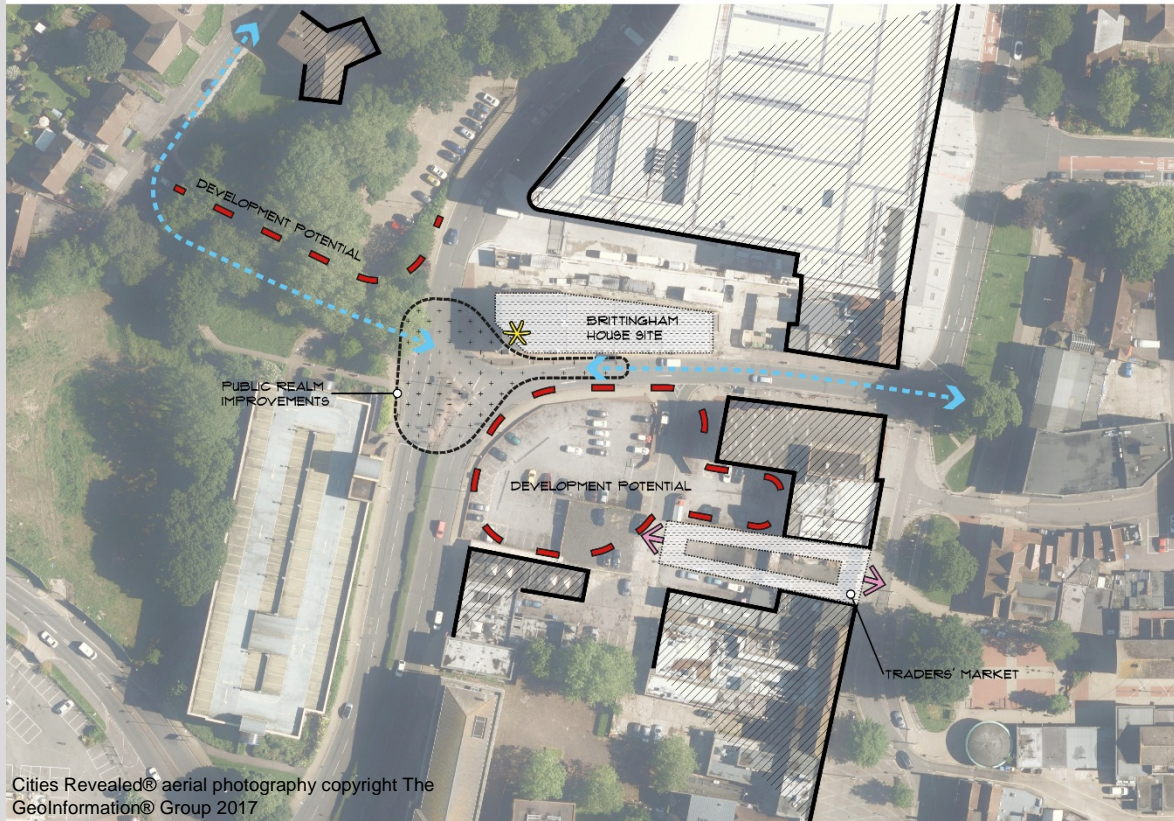
*b.) Public Realm*

- *Scope opportunities to create new pedestrian links between Queens Square/The Martlets and Memorial Gardens by extending Parkside through the built form.*
- *Investigate opportunities to improve and strengthen the quality of the public realm, encourage landscaping that integrates with the informal public square at the junction of Parkside and Queensway and relocate the electricity substation where possible.*
- *Promote continuation of ground floor non-residential uses along the park edge.*
- *Encourage night time uses, especially along the interface with Memorial Gardens, whilst maintaining respect for that the commemorative function of the gardens and complying with the Gardens' restrictive covenant for activities and uses in the Gardens.*

*c.) Site Context and Linkages*

- *Address the current road layout and design along Queensway. Initiatives should consider parking reconfigurations, implementation of traffic calming and promotion of pedestrian priority.*
- *Developments on the Parkside site could explore opportunities or set a precedent for improvements to nearby The Pavement. Similar proposals along the flanks of The Pavement will be encouraged.*
- *Consider the scope for 'infill'-like development along the northern elevation of County Mall on the existing small landscaped plots running along the southern pathway/cycle track outside Memorial Gardens. Development should be single storey and follow a uniform building line, and could consider the scope for small restaurant or café uses.*

## **Traders Market and Brittingham House**



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### **Traders Market, High Street**

**Area:** 0.09 Hectares

**Description:** The Traders Market site comprises the lock-up market stalls of the former Crawley Traders Market, which are located in a single storey building and open onto Crawley's historic High Street.

**Townscape Context:** The site is located within the High Street Conservation Area and sits at the terminus of a linear visual axis established by The Broad Walk, affording the site a key location within the Town Centre. It fronts onto the western side of the High Street, situated between the inter-war Grand Parade (2 storeys with a mansard roof) and the Barclay's Bank building (2 storeys with a stepped flat roof rising to 3 storeys). The contrast in height between buildings makes for an incongruous street-scene appearance when viewed from The Broad Walk, while the poor quality appearance of the Traders Market building does little to enhance the overall setting of the Conservation Area. In-fill redevelopment of the site has the potential to deliver significant improvements.

**The Vision:** Complement the High Street Conservation Area with sympathetic in-fill development comprising retail, restaurant, entertainment or social use on the ground floor with a prominent High Street frontage, and residential or office use above.

#### **Key Planning and Design Principles:**

##### **a.) Design and Layout**

- Encourage east-west dual aspect development.
- Maintain the 2-3 storey High Street elevation and facilitate an increase in storeys in a setback manner.
- The elevation facing the High Street, including ground floor shop fronts should be designed as a landmark feature. Building design should respect the surrounding buildings and historic character of the area in general and the Conservation Area in particular. Materials that contrast with those of the existing building will be encouraged while design should reflect the dominant vertical emphasis of adjacent frontages.

- Ground floor shopfronts should be designed carefully and in a manner that contributes to the overall integrity of the Conservation Area but will not need to replicate historical architecture. The small plot size of ground floor non-residential units fronting High Street should be maintained.
  - Provide an active edge to the rear of the site through a vibrant and engaging frontage. This may include uses capable of generating activity and footfall. However, careful consideration is required for how rear facing uses will integrate with and not detract from activity along the High Street.
- b.) *Public Realm*
- Improve public realm through introduction of active frontages, activity and natural surveillance.
  - Consider removal of the pedestrian access through the Traders Market given the close proximity of an alternative route (at Orchard Street); should the access be maintained, ensure that it features active frontages and is suitably overlooked throughout all hours of the day.
  - Where possible, encourage the provision of an internal courtyard on the site.
- c.) *Site Context and Linkages*
- Explore the scope to combine the rear service area with that to the south, or opportunities to link to the development of land to the west.
  - Consider future expansion of the site to include adjacent undeveloped sites including car parks and nearby Brittingham House.

### **Brittingham House, Orchard Street**

**Area:** 0.13 hectares

**Description:** Brittingham House is located on the northern corner of Orchard Street and Pegler Way. The site is occupied by a two storey commercial building with a low appearance. The rear of the building backs onto the Morrisons supermarket site with its curved rear facade and metal cladding that faces onto the Brittingham House. Fencing, service and parking bays separate the two buildings from one another. On the other side of Pegler Way is a surface car park set amongst vegetation and below the roadway level, behind which is the Sunnymead Conservation Area.

**Townscape Context:** The building features a setback mansard roof and a low overhanging first floor, which acts as a canopy – giving the building a stunted appearance. The building also features a series of detailing elements that unsuccessfully try to provide an increased appearance of height.

The building is situated off the High Street and is tucked into the back of the town centre. It is also located opposite a surface car park on Orchard Street belonging to Barclays Bank. Accordingly, the public realm around the site is severely fragmented and under-patronised.

**The Vision:** Mixed use development of high quality design to improve to strengthen the north western edge of the town centre and provide an interesting High Street fringe.

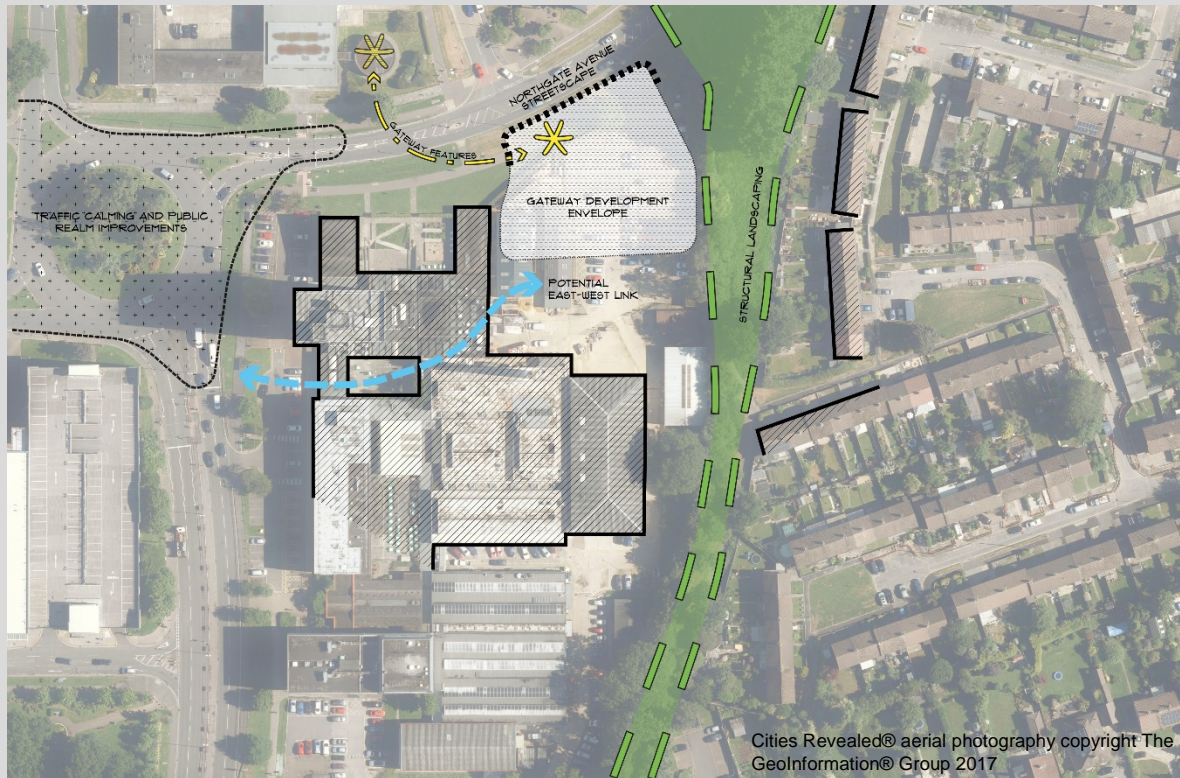
#### **Key Planning and Design Principles:**

- a.) *Design and Layout*
- Promote a mixed used development of high quality design, with stepped increases in height towards Pegler Way, culminating in a significant floor height at the corner of Pegler Way and Orchard Street.
  - The Pegler Way corner should serve as a landmark point and the built form should employ a splayed corner to ease visual transition around the corner.
  - If a canopy design is required it should be raised higher than the present height.
  - Relegate car parking to the interior of the site, in a similar location to the present on site car park.
  - Promote active frontages onto Orchard Street and Pegler Way.
- b.) *Public Realm*
- Create a sense of place through the creation of a positive public realm along the two frontages of the building.
  - Strengthen visual cues to High Street.
  - Remove superfluous signs, posts, railing and other street furniture to reduce clutter in the streetscape.

*c.) Site Context and Linkages*

- *Consider ways to facilitate pedestrian movement across the Pegler Way/Orchard Street junction.*
- *Explore opportunities to integrate development on this site with that of the Traders Market site by way of the surface car park site at the back of Barclays Bank.*
- *Explore opportunities to establish a connection to Sunnymead Conservation Area behind the Orchard Street Surface Car Park. This could include exploring small scale interventions for the surface car park, for example through enhanced pedestrian links to Sunnymead, temporary activities or small scale retail.*

## Central Sussex College (East of Tower)



**Area:** 0.2 hectares

**Description:** The site is used as a surface car park for Central Sussex College. The site is bounded in the north by Northgate Avenue, Central Sussex College campus buildings in the south and west and a corridor of open space separating it from nearby residential development in the east. A corridor of semi-natural open space runs to the east of the site, which is a good link in the cycle network.

**Townscape Context:** The site is set back from the roadway via a wide grass verge and the car park is set below the road level. A wire fence separates the car park from the college campus and the front of the site opening onto Northgate Avenue is not uniform – a low brick fence demarcates the site's interface with the public right of way and a high bush fence marks the adjacent site belonging to the campus. As such, the car park reads as detached and isolated from the campus. The deep building set backs on sites across Northgate Avenue, as well as wide grass verges lining the street create a poor public realm which exacerbates the detached character of the site. A series of low industrial looking buildings separate the car park site from the main buildings of the College and prevent the creation of a visual connection between the site and the iconic College Tower.

**The Vision:** Mixed use development comprising a ground floor with active edges and residential uses above.

### **Key Planning and Design Principles:**

#### a.) Design and Layout

- Create a gateway development which will frame the entrance to the town centre.
- Maintain a medium rise, dense development that will visually complement the iconic College Tower.
- Establish a stronger Northgate Avenue frontage for the site which will in turn create a clear and legible streetscape.
- Respect the context of adjacent residential development to the east and north of the site
- Any surface car parking should be located to the rear of the site and appropriately screened by development.

*b.) Public Realm*

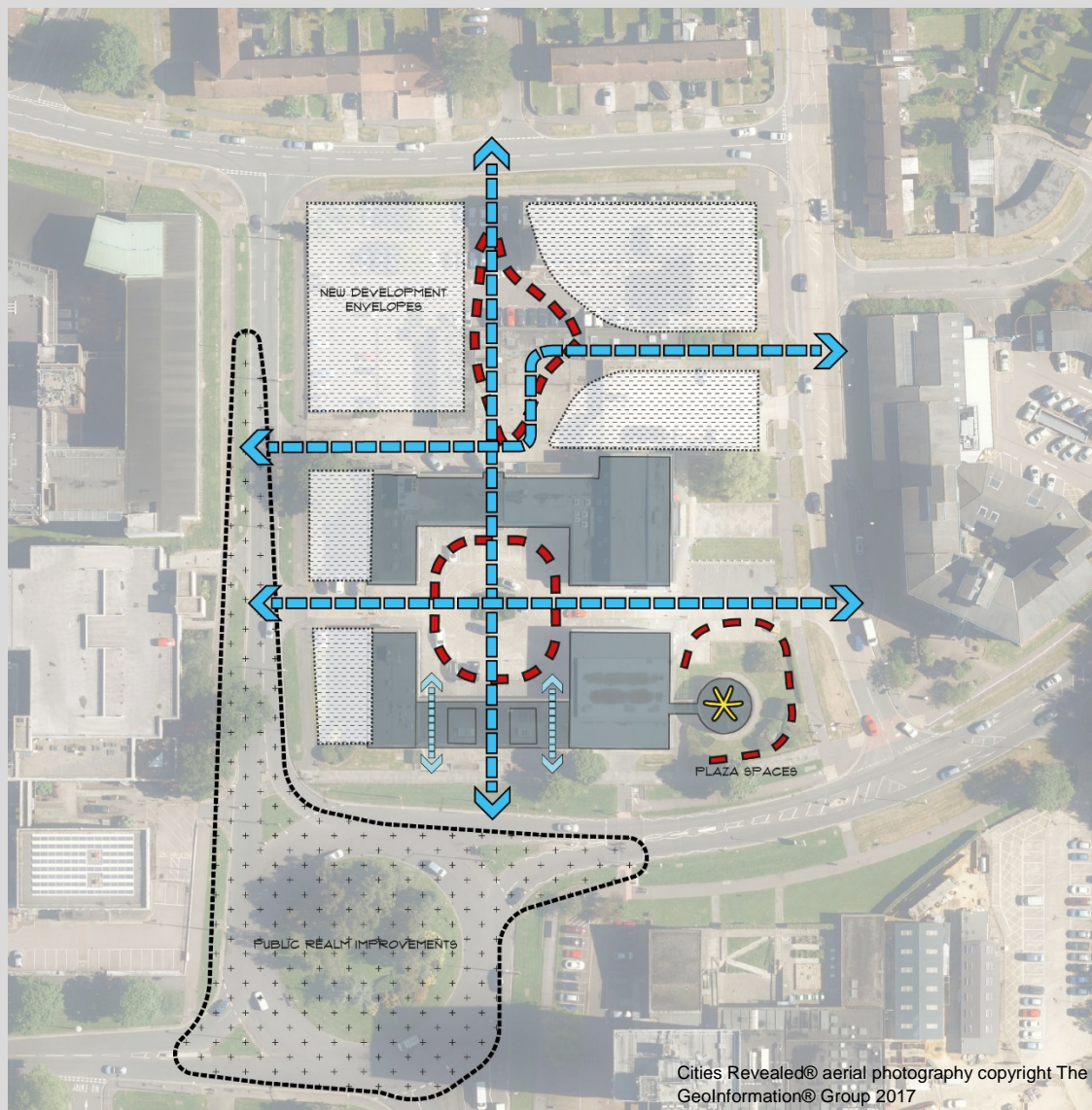
- *Improve the public realm to establish a more human scale and shift focus from car dominance (amount of land given over to vehicular movement and parking).*
- *Protect and incorporate structural landscaping.*

*c.) Site Context and Linkages*

- *Encourage public realm improvements that emphasise the Eastern Gateway to the Town Centre by improving connectivity between the North of the Boulevard site, the County Buildings site and the College site.*
- *Consider how development on the site can relate to future redevelopment of the County Buildings site opposite.*
- *Identify with Central Sussex College opportunities to establish an east-west connection from the site to the College Road.*
- *Investigate opportunities for traffic calming at approach to the roundabout, cycle path continuity with Northgate cycle track and improved town centre access, in collaboration with developments on the County Buildings site.*



## County Buildings



**Area:** 1.05 hectares

**Description:** The County Buildings Site is located in the north east of the town centre. The buildings sit in a regular shaped block bounded by Kilnmead, Exchange Road, Woodfield Road and the roundabout at the junction of Northgate Avenue, The Boulevard and Exchange Road. The site is adjacent to Crawley Borough Town Hall and opposite Sussex Central College. The southern half of the site is occupied by two 'U' shaped mid 20<sup>th</sup> Century low rise office-administrative buildings with an internal courtyard and an adjoining rotunda on the eastern flank. The northern half of the site primarily features surface car parking while a low rise office block with a mansard roof occupies the north east corner of the site. Single storey temporary office units following an irregular layout pattern are also scattered through the centre of the northern half of the site and lack direct street frontages. At the centre of the site's eastern frontage along Woodfield Road is the County Magistrates Court which is not included in the site allocation.

**Townscape Context:** The County Buildings site is a fragmented site, but also presents a number of existing assets. The architecture of the southern two buildings is a sound example of New Town civic vernacular architecture. The building layout with the internal courtyard and massing, in particular along Northgate Avenue, with visual breaks in the massing, create strong visual and functional connections on a north-south and east-west axes through the site, linking with Northgate Avenue and Exchange Road and Woodfield Road. While the little rotunda adjoining the buildings on the south

eastern corner is lower in height than its neighbours, its unique round shape offers it a landmark quality, especially when viewed from Northgate Avenue.

The northern half of the site lacks definition and clarity as most of the built form is set deep into the site and does not follow any uniform layout or pattern, leaving most of the site that fronts the roadways to surface car parking and not establishing any sense of enclosure along the roadway. Together with uncertainty around the type of uses on the site, this imbues the site with a significant sense of uncertainty not befitting a site in the town centre.

All buildings on the site are setback from the roadway by extremely wide grass verges and sit as islands within car parking or landscaping. A throw back from the time the site was originally designed, the landscaping significantly diminishes the quality of the public realm in and around the site.

**The Vision:** Redevelopment of the County Building Site should strive towards creating a vibrant and exciting, yet independent and recognisable, self-contained town centre quarter, promoting a mixed use development which includes a mix of commercial and residential uses.

### **Key Planning and Design Principles:**

#### **a.) Design and Layout**

- The retention of the existing southern buildings is an ideal design solution. If possible, these buildings could be refurbished and extended on the western elevations to establish a strong edge along Exchange Road and extra floors may be added to a height that complies with GAL's maximum height limits. A detailed assessment of the height to public realm ratio will be required and this may also limit the overall height.
- Consider refurbishment of rotunda building to bring it into active use, remove the surrounding landscaping to create a plaza around the rotunda which will allow its use to spill out, to establish the rotunda as a landmark. When read together with the College Car Park Site, these buildings have potential to create very clear eastern gateways to the Town Centre.
- Development could strengthen and extend the existing north-south axis through the site by establishing active uses in the hard massing along the southern elevation, establishing a new break in the ground floor massing of the northern side of the courtyard and establishing a hard edge along the continuation of this axis up to Kilnmead. Any new development replacing existing buildings should maintain this north south axis.
- Encourage new development along the northern side of the site, with a hard edge along the retained east west axis to the north of the courtyard. Development should be stepped up towards the north culminating in a maximum height that complies with GAL's limitations. A detailed assessment of the height to public realm ratio will be required and this may also limit the overall height so that new development appropriately addresses surrounding public spaces.
- New development on the northern side of the site should explore opportunities for a new public space in the interior, at the intersection of important axes.
- Encourage the establishment of active frontages along all ground floor external perimeter edges, and the ground floor edges of the courtyard, the new public space and along all axes. Cafes and food related businesses may be particularly encouraged to occupy the site.
- Encourage office/commercial uses on upper floors, but residential uses may be permitted as long as they do not prejudice ground floor activity.

#### **b.) Public Realm**

- Retain existing east-west axis through the existing southern buildings and courtyard to maintain permeability of the site and draw people in. Any new development should also maintain this axis and the associated courtyard.
- Retain the existing ingress into the site north of the courtyard as an east-west axis
- Create a central public space at the junction of the north-south axis and the east-west axis north of the courtyard.
- Encourage public realm improvements that emphasise the Eastern Gateway to the Town Centre by improving connectivity between the North of the Boulevard site, the County Buildings site and the College site.

#### **c.) Site Context and Linkages**

- Consider how development on the site can relate to future redevelopment of the College site opposite.
- Respect adjacent residential development.

- Investigate opportunities for traffic calming at approach to the roundabout, in collaboration with developments on the College site.

***In the event that existing buildings cannot be retained and a full redevelopment of the site is proposed the following principles will need to apply:***

*Any full redevelopment of the site without retaining existing buildings will need to be fully justified and will need to demonstrate the reason/s why existing buildings on the southern half of the site cannot be retained in full or in part.*

*a.) Design and Layout*

- *Provide high quality, well designed buildings with active frontages and of a height that complies with GAL height limits and addresses the height to public space ratio.*
- *Create strong street frontages along all sides of the site.*
- *Encourage the siting of a landmark feature on either the south-western or south-eastern corner of the site.*
- *Promote mixed use development, encouraging interest and activity on the ground floor.*

*b.) Public Realm*

- *Encourage a highly permeable redevelopment of the site that promotes north-south and east-west movement through the site and to locations beyond.*
- *Encourage the creation of intimate public spaces in the interior of the site along key movement routes, with active frontages and a mix of uses.*
- *Encourage public realm improvements that emphasise the Eastern Gateway to the Town Centre by improving connectivity between the North of the Boulevard site, the County Buildings site and the College site.*

*c.) Site Context and Linkages*

- *Encourage the retention of the existing courtyard pattern of development found on the southern half of the site.*
- *Encourage development that reflects the architectural integrity of the existing buildings by retaining or replicating features or elements.*
- *Encourage the reuse, where possible, of the fabric of existing buildings as part of any new development.*
- *Consider how development on the site can relate to future redevelopment of the College site opposite.*
- *Respect adjacent residential development.*
- *Investigate opportunities for traffic calming at approach to the roundabout, in collaboration with developments on the College site.*

## **Telford Place**

**Area:** 1.74 hectares

**Description:** The Telford Place site is located at the south eastern corner of the town centre. Occupied largely by a surface car park on former commercial land, the site is bounded by Denvale Trade Park on the east, which contains light industrial business in operation. The site is bound on the south by the railway line and the east by Southgate Avenue. To the north of the site is Crawley Library and its accompanying hard and soft landscaped public space.

The site is centrally located and serves as a gateway into Crawley town centre. Currently the site is underutilised and it has the potential to become a landmark development.

**Townscape Context:** The Telford Place site enjoys a prominent location within the Town Centre, adjacent to one of key arterial road gateway points into the town centre. The current state of the site contributes significant blight to the town centre and detracts from opportunities to strengthen the town centre's south eastern corner. Furthermore, the opposing side of Southgate Avenue is dominated by a poor streetscape with the inactive high perimeter walls of County Mall and buildings along Brunel Place that are set back behind wide grass verges and turn their backs on Southgate Avenue. Development on the Telford Place site poses an opportunity to build on the positive contributions made to the area by the Crawley Library project.

**The Vision:** Create a residential-led, mixed-use development on the site that will contribute to establishing a gateway landmark at the town centre's south eastern entrance.

### **Key Planning and Design Principles:**

#### **a.) Public Realm**

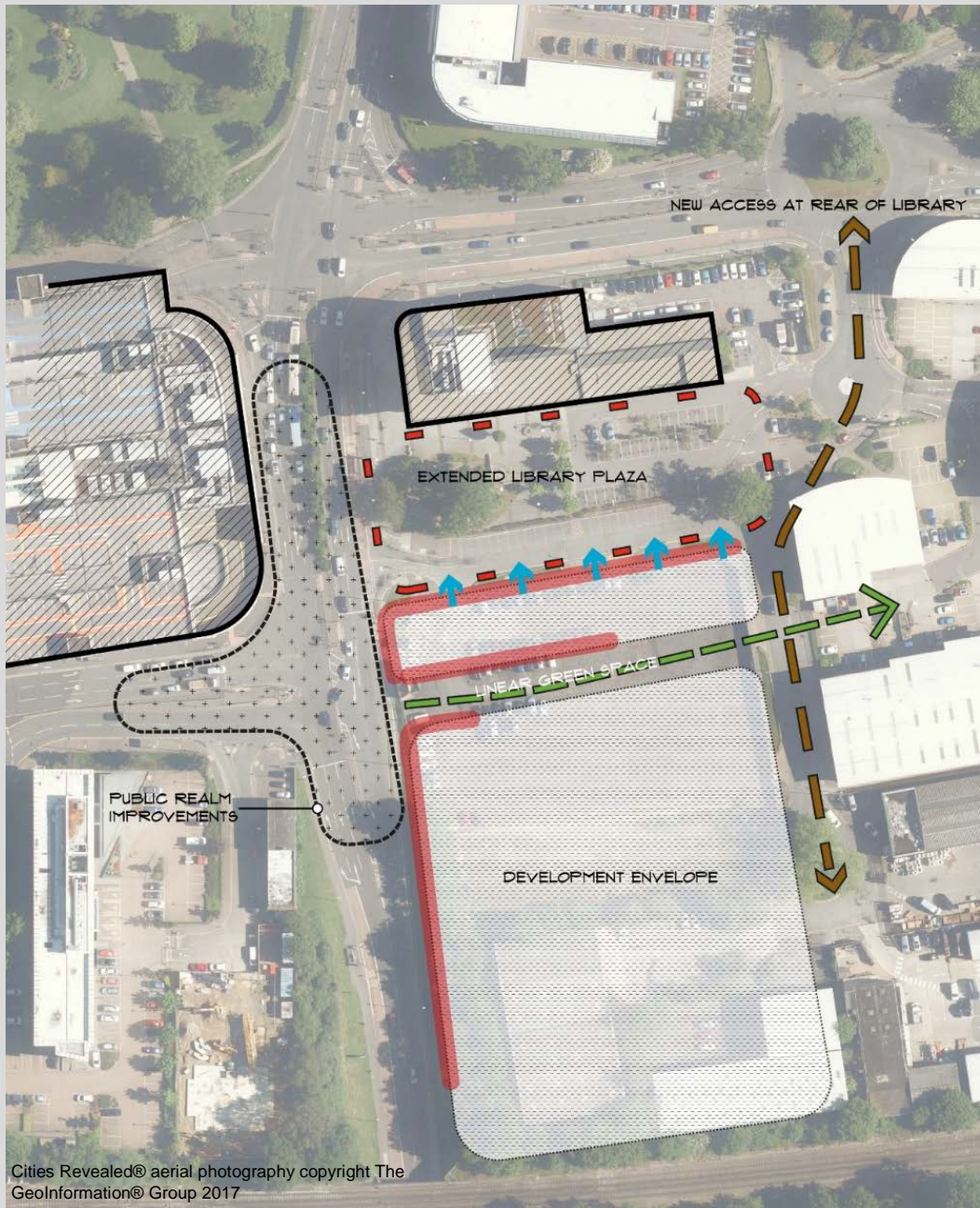
- Particular emphasis should be placed on ensuring that the new building opens directly onto the Library Plaza and responds to Southgate Avenue and links through the site. To help achieve this, Town Centre commercial uses which provide active frontages could wrap around the north, west and south sides of the ground floor of this building.

#### **b.) Site Context and Linkages**

- Any development will need to promote permeability and non-motorised movement through the site by building on existing visual and physical routes and axes found in the local context.
- Improve the public realm and roads surrounding the site to create a safe and welcome environment to all users, including the quality of the current crossing over Southgate Avenue, remove railing and fencing, introduce a raised table crossing if possible and promote less street clutter.
- Find a suitable solution to the gradient change along Southgate Avenue to ensure that the development remains permeable and accessible from the public realm surrounding the site
- Encourage façade improvements to the south eastern corner of County Mall to establish a more interesting and vibrant façade.

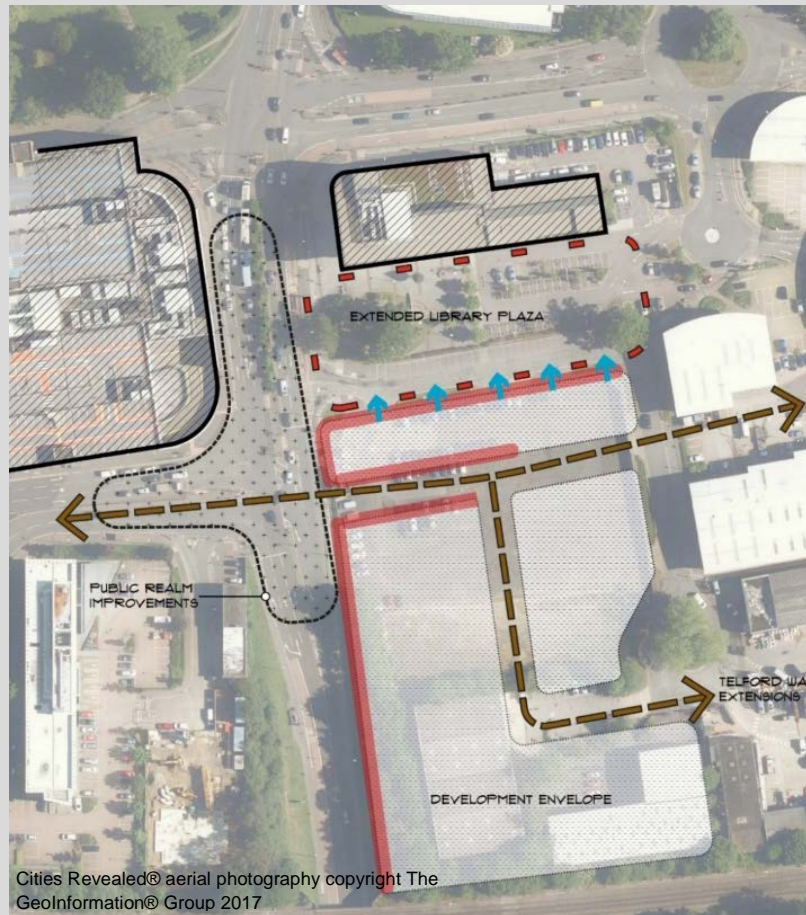
#### **c.) Design and Layout**

- Stop up the existing east-west alignment of Telford Place and replace it with an extension to the Library Plaza.
- Provide access to the site at the rear of the Library connecting the remaining part of Telford Place (north-south alignment) with Haslett Avenue East.
- Explore opportunities for a linear green space as an axial link between Station Way and Denvale Trade Park.
- Develop a three storey, linear block of dual aspect, mixed use with ground floor retail and commercial uses between the green axis and the Library Plaza. This should respond to the scale, height and massing of the Library to promote a sense of enclosure and should feature active frontages facing onto the Library Plaza.
- The remainder of the site should feature high density residential development. Emphasis should be placed on active residential frontages onto Southgate Avenue and the Green Axis.

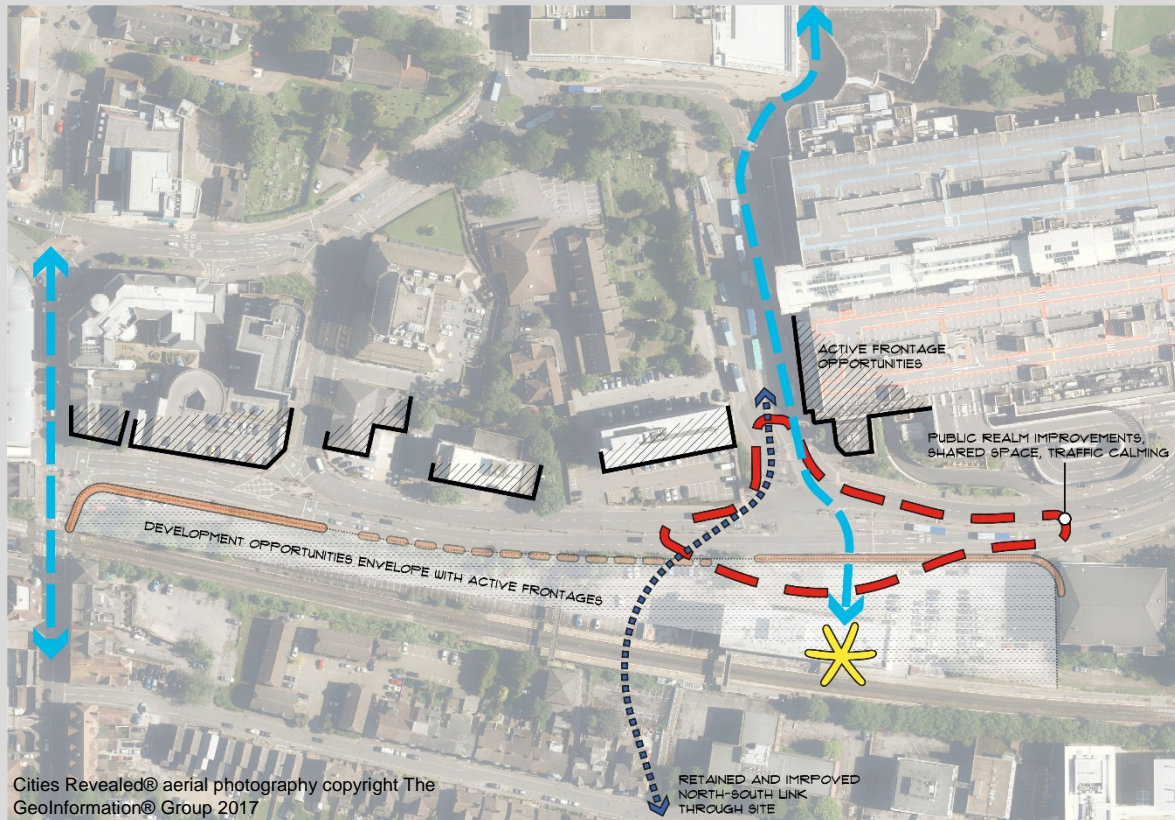


***In the case that a new access to Telford Place from the rear of the Library cannot be created, an alternative access solution could be provided, subject to coordination with the Highways Authority.***

*The existing east-west alignment of Telford Place should be realigned south so as to facilitate an extension to the Library Plaza. Further options for reconnecting through the site a realigned Telford Place with the existing cul de sac at the southern end of Telford Place could be explored. The same design principles should be adopted in terms of massing, heights, density and active frontages as recommended earlier.*



## Crawley Station and Car Parks (Station Gateway)



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**Area:** 0.9 hectares

**Description:** Crawley Station and Car Parks are located at the southern edge of the town centre, on the southern side of Station Way and directly opposite Friary Way and County Mall. The site is a long narrow site wedged between the dual carriageway of Station Way and the railway line. Crawley Station occupies the centre of the site with a five-storey office building located above. The station is set back from the roadway by a car park and taxi rank. The eastern and western flanks of the site are occupied by surface car parking. The site plays an important role as one of the central gateway points to the town centre and to Crawley as a whole.

**Townscape Context:** The public realm around the station does not provide a pleasant experience for pedestrians, particularly in light of the site's important gateway role. Furthermore, the site is detached from the town centre by means of Station Way, requiring pedestrians to traverse large expanses of tarmac and traffic, making access to the town centre and local buses convoluted and difficult. Much of the built form of the surrounding area turns its back on Friary Way and Station Way effectively turning the station site into the backdoor of Crawley. The architecture of the existing buildings on the station site are somewhat tired and of a different era.

**The Vision:** Regenerate Crawley Station and establish the site as a major gateway to the town centre with a dynamic landmark building, providing high quality contemporary apartment living, and new commercial space. Transform Station Way into a welcoming public realm that guides people to and from the Station entrance safely.

### Key Planning and Design Principles:

#### a.) Design and Layout

- Maintain and enhance the role and function of Crawley Railway Station as a public transport interchange, including improvements to the railway station, and enhanced integration between the station site into the main shopping area and bus station.
- Encourage transport oriented, mixed use development with complementary ground floor non-residential uses and active frontages along the Station Way edge of the site.
- Relate to neighbours to the south of the rail line and strengthen links to them so that the railway site will have two frontages.

- *Ensure that the Brighton Road edge of the site is designed into the scheme and activated (while respecting the Brighton Road Conservation Area) as a secondary gateway to the town centre, by providing for an improved pedestrian experience. An attractive/interesting endpoint or termination to this edge will assist in this role.*

*b.) Public Realm*

- *Facilitate north-south movement through the site by retaining the rail crossing, including consideration of the scope to realign its passage to follow desire lines.*
- *Promote pedestrian and cyclist priority by removing obstructions and railings along Station Way, introducing soft landscaping and vegetation.*
- *Consider opportunities to improve links through Friary Way and Southgate Avenue to connect to the cycle network.*

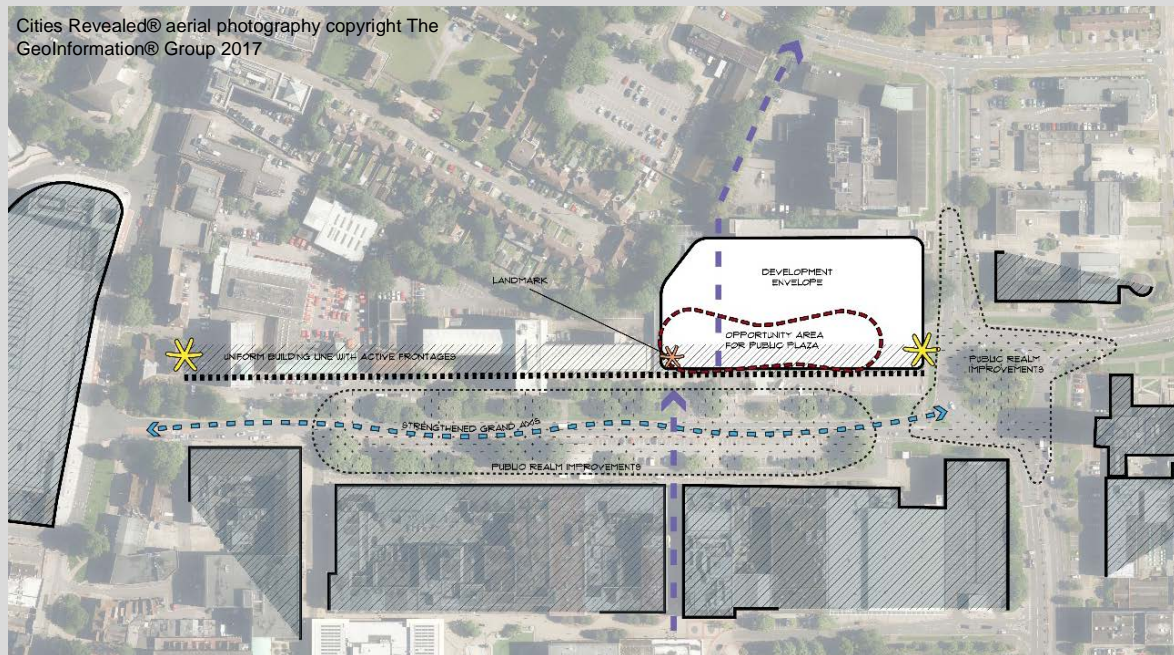
*c.) Site Context and Linkages*

- *Promote opportunities for shared space and traffic calming.*
- *Scope opportunities to establish active frontages along the northern side of Station Way, possibly including opportunities to open up County Mall onto Station Way to establish a more vibrant local area that transforms Station Way from a road to a street.*
- *Investigate options for a key attractors at ground floor level.*
- *Encourage improvements to Friary Way Bus Station.*



## Land North of The Boulevard

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**Area:** 2.9 hectares

**Description:** The Boulevard is one of the town centre's key east-west links. As the name suggests, The Boulevard is a wide tree lined road. The northern side of the road features a predominant office building typology, although not all the buildings continue to be used for commercial purposes, and recent office to residential conversions have taken place at the Crown Building and Woodall Duckham House. Crawley Town Hall, the town's administrative centre is also situated to the north of The Boulevard. Land to the north of The Boulevard, particularly the car park situated immediately east of Woodall Duckham House, is considered to represent a key redevelopment opportunity. Guidance for this part of The Boulevard is set out under part a.) below.

The south side of the street features retail outlets concentrated primarily at the western end of the south side. The eastern end of the south side is dominated by a small number of retail outlets and a number of rear or service entrances to shops that front onto Queensway. Public realm principles for this area are considered under part b.) below.

An off-road cycle track scheme along the northern side of The Boulevard, linking Exchange Road to Northgate Ave is scheduled for implementation 2017. This will include a toucan crossing at Exchange Road and will improve safety and connectivity in this part of the town centre.

**Townscape Context:** The Boulevard does not carry a significant amount of vehicular traffic and plays a limited role in the Town Centre's road network. However, the linear nature of The Boulevard establishes a strong visual axis that concludes at the eastern end at the Sussex County College tower and at the western end at the landmark Morrisons building. The roadway features a wide central median that is occupied primarily by surface car parking. The north side of the roadway features a wide grass verge and the south side features a service road with layby parking that runs parallel to the retail activity. Despite the overall width of the roadway, the scope of car parking, service bays and wide green verges significantly reduce the boulevard quality of the road. The built form along the northern side, while markedly higher than that on the south, lacks retail activity. The north side is also not well defined as a result of a number of buildings running perpendicular to the roadway with vertical rather than horizontal massing. This detracts greatly from the overall streetscape. The south side is significantly more uniform and urban due to the presence of retail activity and the lack of grass verges.

**The Vision:** The establishment of The Boulevard as Crawley's grand axis, in the true sense of the word boulevard. Public realm solutions should strengthen enclosure, encourage activity and promote/strengthen the strong visual axis.

### **Key Planning and Design Principles:**

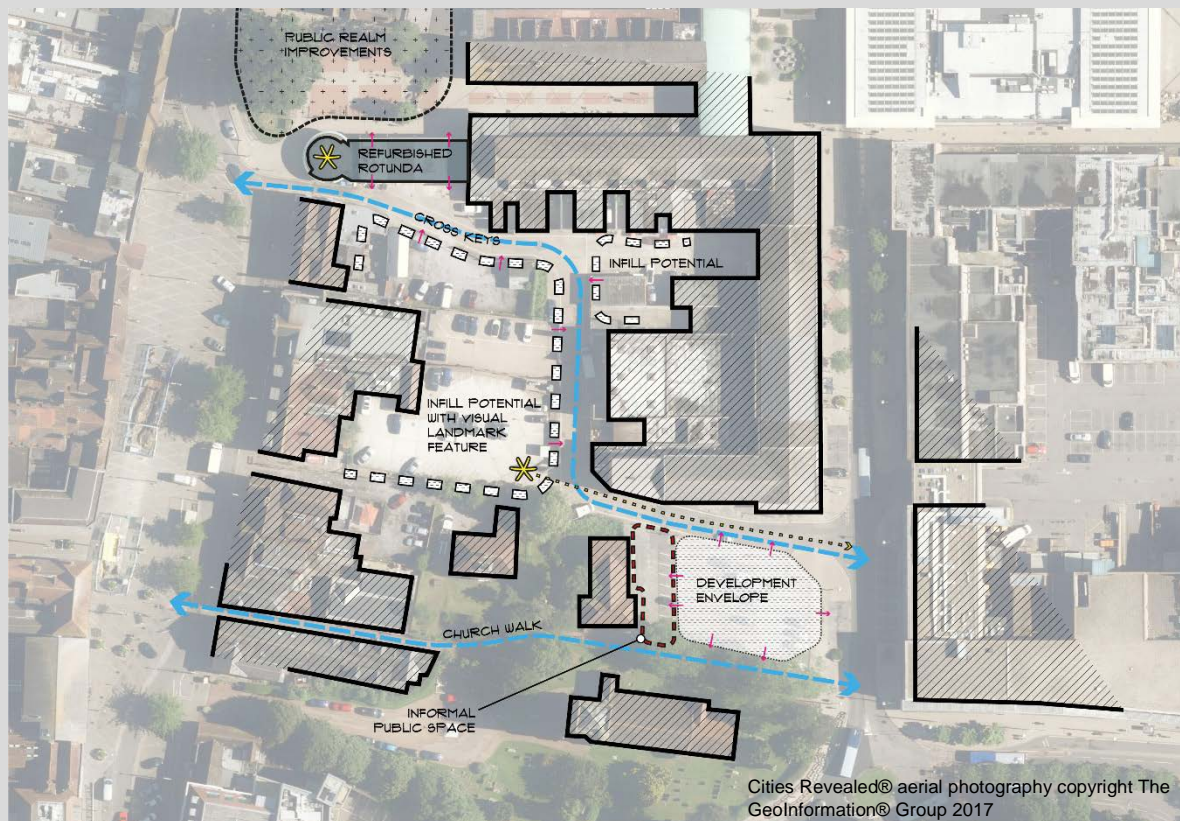
#### **a.) Land North of the Boulevard**

- *New development should adopt horizontally focussed massing and follow a uniform building line that reinforces the boulevard character of the street.*
- *Ground floor, street facing units could feature active frontages (by avoiding blank walls, by providing opportunities for increased visual interest and improving surveillance).*
- *As a general rule heights visible from the street should follow building heights. Any increases in height should be stepped back from the roadway.*
- *Development that will contribute a gateway quality to the eastern end of the Boulevard may be permitted, pursuant to the appropriateness of the design.*
- *Developments located at either end of The Boulevard may be permitted to increase in height, pursuant to the appropriateness of the design and without causing negative impacts on any properties to the rear.*
- *The north side of the Boulevard should be punctuated by landmark buildings. This can be achieved through a variety of means including height, materials, design, site layout, landscaping or location and position along the street and will act as visual anchors for the northern flank of the boulevard and the northern edge of the town centre by drawing interest to this location.*
- *Development on land between Woodall Duckham House and the College Road roundabout should consider how a landmark feature can emphasise and relate to The Pavement which is an important movement axis leading to the heart of the Town Centre. .*
- *Encourage development that creates active frontages onto the Boulevard and has a positive relationship with the public realm.*
- *Permit development that is sympathetic towards the surrounding environment and buildings.*
- *Explore options for the creation of a well-designed, public plaza that is well integrated with the Boulevard and the buildings surrounding it and features active frontages.*
- *Developments that improve the appearance and use of the building line of the southern side of the eastern end of the Boulevard, will be encouraged.*

#### **b.) Public Realm**

- *Improve connectivity and links with the Town Centre by prioritising pedestrian and cycle access to development and explore opportunities to replace central parking reservations with landscaped reservations or innovative small-scale commercial, community, leisure or cultural facilities, or at the least provide linear walking paths.*
- *Encourage public realm improvements that emphasise the Eastern Gateway to the Town Centre by improving connectivity between the North of the Boulevard site, the County Buildings site and the College site.*
- *Carry out street rightsizing, provide a bicycle lane in the right of way and introduce more traffic calming mechanisms to strengthen the sense of enclosure of the roadway and reduce car dominance (amount of land given over to vehicular movement and parking) in order to reinforce the boulevard character.*
- *The Boulevard planting is an important component to the streetscape. The design of new developments would need to consider how trees can best be accommodated.*
- *Remove all railing, including foot high garden railings and street furniture clutter.*
- *Encourage better signage and lighting schemes.*
- *Support new development that emphasises and strengthens existing and new north-south access routes such as the Pavement which improve permeability and legibility and bolster desire flows through the town centre.*
- *Investigate options to integrate service roads into carriageway.*
- *Encourage a reduction of surface car parking at the front of buildings.*

## Cross Keys, Church Walk, The Broadway



**Area:** 0.09 hectares

**Description:** The Cross Keys, Church Walk and Broadway site is comprised of an arrangement of intertwined smaller sites which traverse the block created by High Street in the west and The Broadway in the east, Pegler Way in the south and Broad Walk in the north. At present the sites are unrelated to one another and are either vacant or unused, occupied by surface car parks or provide rear service areas to retail and commercial premises fronting onto the bounding streets.

**Townscape Context:** Church Walk is a narrow semi-linear alleyway, reminiscent of Sussex's historic twittens. The alley runs between High Street and The Broadway, just skirting the north of the churchyard of St John the Baptist. The western half of Church Walk is well established with a gateway feature arch facing onto High Street and active frontages with retail line both sides of the alley creating a strong sense of enclosure and providing active edges. A small bend in the alley marks a distinct change in the built form and fabric and a diminishing of the sense of enclosure. At this point, the alley runs along the churchyard in the south and is bounded on the north by the rear fence of the Rectory House, but as it progresses east, bounding vegetation and fences dissipate and the alley dissolves into the surface car park that sits on the corner of The Broadway and Church Walk. While Church Walk is characterised by well-defined and active frontages in part, the eastern half lacks enclosure, character and activity.

Cross Keys connects High Street with The Broadway in a zig-zag fashion. The route is a narrow roadway with priority for motorised transport and lacks footpaths for pedestrian access. Cross Keys provides rear service access to commercial and retail premises lining High Street, Broad Walk and The Broadway and features a number of surface car parks along its western and southern flanks. A number of residential units above shops along Broad Walk are accessed from Cross Keys. Due to the service nature of the street and the lack of footpaths and active frontages, the public realm along Cross Keys is limited, with minimal opportunities for natural surveillance. The western end of Cross Keys meets with the High Street and is framed on the south side by the 18<sup>th</sup> Century Grade II listed White Hart Hotel. The north side of the junction is framed by a rotunda like iconic mid 20<sup>th</sup> Century building with a low copper domed roof. On the other side of the rotunda building is the Broad Walk Square – a semi-formal public space which opens out onto the High Street and is set below the footpath level. The southern edge of Cross Keys adjoins the surface car park at the

junction of Church Walk and The Broadway. The entirety of Cross Keys is an illegible and forgotten part of the town centre. The central location and meandering alignment of the road provide significant opportunities for development and renewal.

The Broadway plays a key role in the town centre as it serves as the western edge of the Queens Square complex which is the heart of Crawley's town centre. The Broadway is also an important public transport artery. The southern end of The Broadway is where it meets Cross Keys and Church Walk. While in part, the street enjoys active edges with retail frontage, this is dramatically dissipated by many vacant retail units and the presence of the car park located between Cross Keys and Church Walk. This greatly prevents the street from playing an important role in funnelling pedestrian movement from Queens Square west to Crawley train station in the south, and does little to assist pedestrian movement from Queens Square/The Martlets into the High Street.

There is an opportunity to combine the sites along Church Walk and Cross Keys so as to strengthen the public realm along the Broadway. Strengthening of the Church Walk/Cross Keys/Broadway arrangement will also help improve the vitality and attractiveness of High Street.

**The Vision:** The establishment of a vibrant part of the town centre through the activation of unused areas, increased permeability and strengthening of perimeter sites. A key component of any development of this area will be the creation of a sense of intrigue and interest.

#### **Key Planning and Design Principles – General:**

- Fully integrate the area into the town centre with a complementary mix of uses including small-scale retail provision.
- Create interest through new and regenerated public spaces and inter-linking footpaths with active frontages.
- Enhance the views and setting of the listed Church of St John and adjoining High Street Conservation Area.
- Create an improved public realm with equal consideration to all users.
- Initiate public realm improvements (lighting, signage, paving, planting, etc.)
- Encourage night time uses.

#### **Key Planning and Design Principles – Church Walk**

- Incorporate principles of safety through design.
- Investigate opportunities to improve inactive edges along Church Walk.
- Revitalise Church Walk as an important pedestrian link between the High Street Conservation Area and The Broadway/Queens Square.

#### **Key Planning and Design Principles – Car Park Site, junction of Church Walk/Cross Keys and The Broadway**

- Any development must feature active edges on all sides, with ground floor retail, food or similar Town Centre uses.
- Development should provide opportunities for an intimate, informal public space between development and the existing Church Hall.
- Ground floor uses should be encouraged to spill out into Church Walk and Cross Keys.
- Scale and massing: height should be limited to that of the eave line of the adjacent building on the other side Cross Keys but can step up away from the roadway. Development could be stepped down on the western and southern sides and splayed corners should be explored for both corners opening onto The Broadway.
- Explore opportunities for overhead interventions above alleys (lighting, shading, shelter or sculptural feature), to draw interest.
- Development could be broken into smaller plots to provide short frontages along alleys and create small scale retail provision.

#### **Key Planning and Design Principles – Cross Keys**

- A sensitively designed mixed use development with active frontages along Church Walk, The Broadway and Cross Keys.
- Encourage development that references the "rear" nature of Cross Keys with high ground floor apertures and entrances that echo loading bays and warehouses.
- Explore development opportunities on the surface car park sites along western side of Cross Keys, main town centre uses with active edges and where uses spill out into the street.
- Promote small scale ground floor main town centre uses, with small plot frontages to promote a sense of intimacy.

- *Establish a key frontage on the site north of the Church Rectory at the terminus of a key vista into the site from The Broadway, to draw activity into Cross Keys.*
- *The height of development should be respectful of the surrounding area and in-keeping with the scale and massing of existing buildings along the High Street and The Broadway. The overall height of development should be capped to remain significantly lower than the adjacent church spire.*
- *Provide significant public realm improvements including footpath and paving, lighting and signage.*
- *Explore opportunities for shared space roadway.*
- *Promote the renewal and enhancement of the rotunda building so that it provides frontage onto Cross Keys. Where opportunities arise for redevelopment, the rotunda site and adjacent building lend themselves to communal or A3 uses.*
- *Explore opportunities to establish infill development on the eastern side of Cross Keys, at the rear of premises fronting onto Broad Walk.*
- *Explore opportunities for public realm improvements to public square at the junction of Broad Walk and High Street.*
- *Deliver significant improvements to natural surveillance and legibility.*
- *Potential for refurbishment and commercial uses fronting onto The Broadway at ground floor level.*

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

The Local Plan is positive in supporting Crawley town centre as a healthy and competitive destination. To ensure that it continues to thrive, Policy EC7 follows the ‘town centre first’ approach, directing main town centre uses to the town centre, and resisting proposals that would significantly undermine its vitality and viability.

### Crawley Context

- 5.1 Crawley is a vibrant and healthy town centre. It benefits from a strong retail and leisure offer, a complementary range of commercial and community uses, and an increasing residential population. These attributes contribute significantly to its overall vitality and viability as a centre.
- 5.2 The NPPF promotes healthy and competitive town centres that serve as the heart of their communities and provide a range of customer choice. This is reflected in the ‘town centre first’ approach, which seeks to ensure that the health of town centres is not significantly undermined by the inappropriate introduction of main town centre uses outside of the town centre.
- 5.3 The NPPF sets out two key tests designed to safeguard the health of town centres and ensure that their competitiveness is considered as part of the planning process:
- The **sequential test** seeks to guide proposals for main town centre uses to sustainable town centre locations before other less central locations are considered.
  - The **impact test** seeks to ensure that where proposals for main town centre uses come forward in edge-of-centre or out-of-centre locations, these do not have a significant negative impact on the vitality and viability of the town centre.

Where an application fails to satisfy the sequential test, or having applied the impact test is likely to have significant adverse impact on the town centre, it should be refused.

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

- 5.4 Local Plan Policy EC7 applies the ‘town centre first’ approach in Crawley. It seeks to steer proposals for main town centre uses to the Main Shopping Area, which represents the most sequentially preferable location in the borough, before edge-of-centre and out-of-centre locations are considered. The policy reiterates the threshold triggering the requirement for the impact test, which is applied locally in relation to proposals for retail or leisure use, but not office use.

## 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.

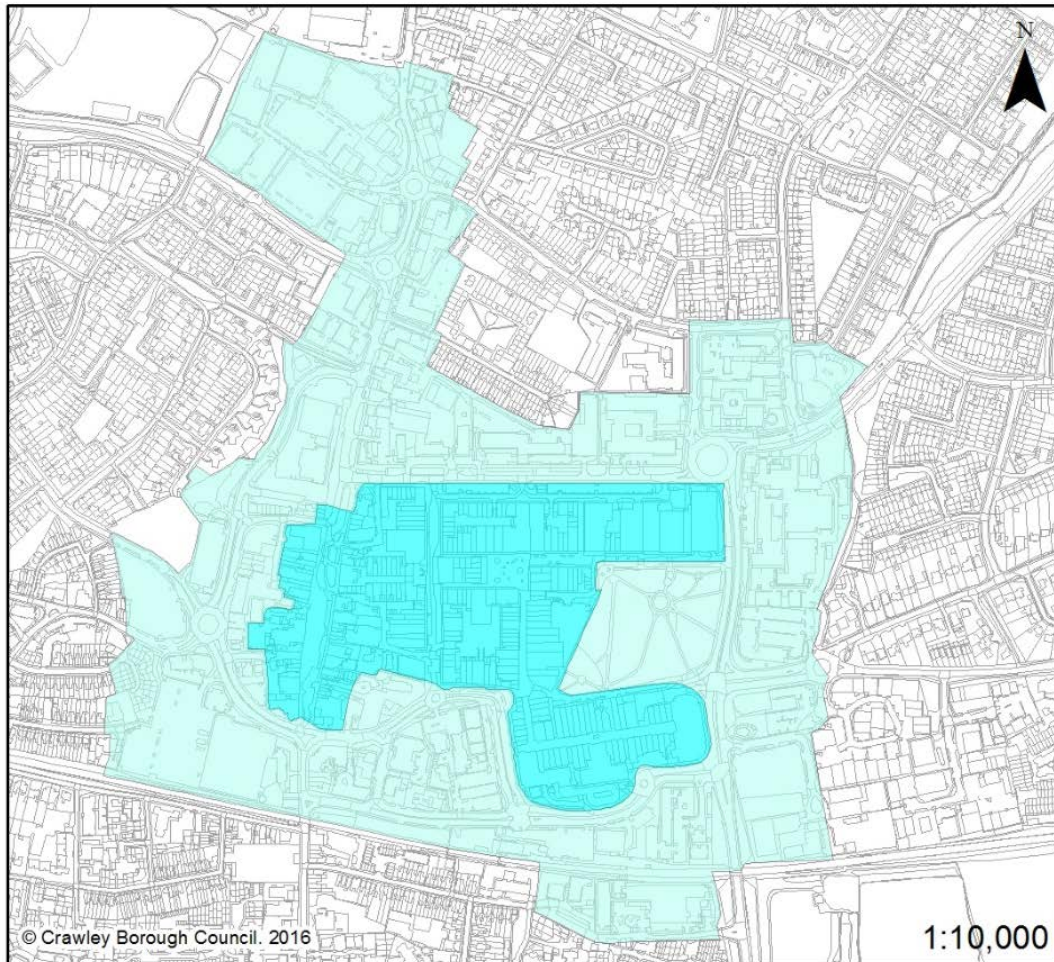
### **Applying Policy EC7: Guidance when main town centre uses are proposed outside of the Primary Shopping Area**

- 5.5 This section provides guidance to assist in the interpretation and application of Policy EC7. It details the circumstances in which sequential and impact assessment will be required, and outlines the type of information that will be needed to demonstrate that these tests have been met. Specifically, further advice is provided in relation to:
- Defining town centre, edge-of-centre and out-of-centre locations;
  - Comparison and convenience retail capacity;
  - Applying the sequential test in Crawley;
  - Applying the impact test to ensure that edge-of-centre and out-of-centre proposals do not have a significant negative impact on the vitality and viability of the town centre or neighbourhood centres.
- 5.6 Where proposals are required to satisfy the sequential and/or impact tests, evidence must be provided as part of the planning application process. Applicants may elect to submit the required information either through a specific retail impact study or as part of a wider Economic Statement in support of the application.

#### ***DEFINING TOWN CENTRE, EDGE-OF-CENTRE AND OUT-OF-CENTRE LOCATIONS***

- 5.7 Local Planning Authorities are required to identify and define a network and hierarchy of centres in their administrative area. This enables the council and applicants to take account of the 'town centre first' approach in determining planning applications.
- 5.8 Crawley town centre is the key focus for main town centre uses. As such, Crawley's hierarchy of centres is defined by the Primary Shopping Area and the Town Centre Boundary (Figure 3). The Local Plan also identifies neighbourhood centres (Local Plan Policy EC9) which provide a small-scale local centre offer to meet the day-to-day needs of residents living in Crawley's neighbourhoods.

## TOWN CENTRE AND EDGE-OF-CENTRE SITES



- Town Centre Sites (Primary Shopping Area)
- Edge-of-Centre Sites (Outside the Primary Shopping Area but within the Town Centre Boundary)

**Figure 3: Town Centre and Edge-of-Centre Sites**

- 5.9 The Primary Shopping Area is the key focus for retail-led commercial activities in Crawley. It is a sustainable and well-connected location, and represents the most sequentially preferable destination for main town centre uses, particularly retail and leisure activities. In applying the sequential test, town centre sites are defined as those locations falling within the Primary Shopping Area as defined on the Local Plan Map. Proposals for main town centre uses should be directed to the Primary Shopping Area in the first instance.
- 5.10 Although the Primary Shopping Area represents the focus for retail-led activity, the Town Centre Boundary extends wider than this immediate area. Sites falling outside of the Primary Shopping Area, though within the Town Centre Boundary, are defined as edge-of-centre sites. This area is closely linked to the Primary Shopping Area, and is characterised by a broader range of main town centre uses, as well as community and residential uses and open space. After the Primary Shopping Area, edge-of-centre sites are the next most sequentially preferable location for main town centre uses, though proposals will be expected to satisfy the sequential test, and also the impact test where required.
- 5.11 Crawley's neighbourhood centres provide an important local function, offering a range of shops and services to meet the day-to-day needs of residents. Crawley has been planned on a neighbourhood basis, and the neighbourhood centres represent a



key aspect of the town's character. Each neighbourhood centre serves a localised catchment in the region of 2,500 homes, and in NPPF terms their operation is akin to that of a Local Centre.

- 5.12 All other sites outside the Town Centre Boundary are out-of-centre locations, which represent the least sequentially preferable sites for main town centre uses. Where retail or leisure development is proposed in out-of-centre locations, applications will be required to demonstrate that the sequential test has been satisfied, and where required, that the proposal will not have a significant negative impact upon the town centre through the impact test.
- 5.13 There are two existing out-of-centre retail parks in Crawley, located at County Oak and London Road. These are not identified as centres by the Local Plan, and are treated as out-of-centre sites in policy terms. Given their established retail warehouse function, Policy EC7 recognises they should remain the focus for any out of centre retail proposals, subject to satisfying sequential and impact tests.
- 5.14 As a major international airport, there is an existing presence of retailers, restaurants and other main town centre uses situated at Gatwick Airport. Where proposals for new main town centre uses, particularly retail, come forward, these will need to comply with the sequential and impact tests where required. It is recognised that where main town centre uses are proposed airside, there is less scope for direct competition with the town centre as the principal customer base will be airport passengers and staff, and development will primarily support the function of the airport. Therefore, whilst both tests must be satisfied where main town centre uses are proposed at Gatwick Airport, proportionate supporting evidence will be required to where development proposals are located airside.
- 5.15 The Local Plan does not require the sequential and impact test to be applied where office uses are proposed at Manor Royal (Policy EC3 refers), as this area has an established office function and is a sustainable and appropriate location for business. However, retail and leisure uses represent a key focus of the Crawley town centre offer, and edge-of-centre or out-of-centre proposals must satisfy the sequential, and as appropriate the impact test, to ensure that town centre vitality and viability is not significantly undermined.

Location	Definition	Sequential and/or Impact Test
Town Centre	Sites falling within the Primary Shopping Area as defined on the Local Plan Map. It is the most sequentially preferable location for main town centre uses.	Not required.
Edge-of-centre	<p>Sites falling outside of the Primary Shopping Area, though within the Town Centre Boundary. After the Primary Shopping Area, edge-of-centre sites represent the next most sequentially preferable location for main town centre uses.</p> <p>For office development, a site will be considered edge-of-centre if it is outside of the town centre boundary but is within 500 metres of a public transport interchange.</p>	<p>Proposals for retail or leisure use will be expected to demonstrate that the sequential test has been satisfied.</p> <p>An impact test will be required to support proposals for 2,500m<sup>2</sup> gross floorspace or greater.</p>

Location	Definition	Sequential and/or Impact Test
Neighbourhood Centres	As identified on the Local Plan Map and Local Plan Policy EC8, these are Local Centres that meet the day-to-day needs of residents.	Sequential and impact test not required. However, development must be appropriate to the established role of the neighbourhood centre in terms of scale and function and should not adversely affect its ability to cater for the day-to-day needs of residents.
Out-of-centre	All sites outside of the Town Centre Boundary, excluding neighbourhood centres, are considered to represent out-of-centre locations.  Existing out-of-centre retail warehouse locations at County Oak and London Road are not designated as centres, but should remain the focus for any out-of-centre retail proposals subject to satisfying the sequential assessment and impact testing.	Proposals for retail or leisure use will be expected to demonstrate that the sequential test has been satisfied.  An impact test will be required to support proposals for 2,500m <sup>2</sup> gross floorspace or greater.  For office development proposed in Manor Royal or Main Employment Areas, there is no requirement to undertake a sequential test.

**Figure 4: Sequential and Impact Test Triggers**

### **CONVENIENCE AND COMPARISON RETAIL CAPACITY**

- 5.16 In planning for competitive town centres, it is necessary to understand the amount of retail floorspace that is anticipated to be required over the Plan period. For Crawley, this is set out through the Retail Capacity and Impact Study Update<sup>5</sup>, which draws on catchment-area analysis to identify the amount of available retail expenditure, and therefore the quantity of retail floorspace that can be accommodated in the borough.
- 5.17 There are two broad categorisations of retail floorspace, referred to as convenience and comparison. Convenience retail typically involves the sale of food, beverages, newspapers and non-durable household goods, often taking the form of supermarket or convenience store use. Comparison retail relates to any other goods, including clothing shoes, furniture, household appliances, tools, medical goods, games and toys, books and stationary, jewellery and other personal effects.
- 5.18 The Retail Capacity and Impact Study Update identifies a significant over-supply of convenience goods floorspace in Crawley, considering there to be limited capacity for additional convenience retail, other than smaller-scale localised provision, until later in the Plan period.
- 5.19 Greater scope is identified for comparison retail, with capacity identified to deliver up to 26,650m<sup>2</sup> non-food retail floorspace in Crawley over the Plan period. This figure does not include recent non-food retail consents associated with the retail extension of the County Oak Next store (3,049m<sup>2</sup>) nor the increase in net sales area (3,897m<sup>2</sup>) at the Homebase site, Crawley Avenue. Whilst these proposals take up some of the available capacity, there remains significant scope for new comparison retail over the Plan period. As per the town centre first approach, the available convenience and comparison floorspace capacity should in the first instance be directed to town centre sites using the sequential test before edge-of-centre, and if necessary, out-of-centre sites are considered.

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<sup>5</sup> Retail Capacity and Impact Study Update (2013) DTZ

### **TOWN CENTRE FIRST: APPLYING THE SEQUENTIAL TEST IN CRAWLEY**

- 5.20 The sequential test should be applied proportionately where planning applications for main town centre uses are not in an existing centre and are not in accordance with an up-to-date local plan. The sequential test requires that applications for main town centre uses should be located in the town centre in the first instance, and secondly at sustainable edge-of-centre locations, before out-of-centre locations are considered. The principle recognises that town centre locations may not always be suitable, but requires applicants apply flexibility in terms of store format to maximise opportunities to locate in sequentially preferable location. Where a town centre site cannot be achieved, the sequential test seeks to ensure that the rationale for locating elsewhere is evidenced and transparent.
- 5.21 To assist in the application of the sequential test, Local Plan Policy EC6 identifies a number of town centre and sustainable edge-of-centre sites which have the potential to accommodate a range of town centre uses. Sequential assessments will be expected to consider the suitability of sites identified by Policy EC6, as well as other sites which may become available during the Plan period. Regard should also be had to the suitability of town centre unit(s) which are vacant and may be reasonably modified to accommodate the proposal.
- 5.22 Policy EC6 identifies several town centre and edge-of-centre sites for mixed use development, though it is recognised that some sites are of a smaller scale, and may not be appropriate for some proposals. Equally, it is also appreciated that for business model or operational reasons, some main town centre uses may not be appropriate for specific operators. Where this is the case, clear and robust justification must be provided to explain why proposals cannot be accommodated more centrally.

#### ***Guidance for Applying the Sequential Test in Crawley:***

***Sequential Assessments should consider the scope to locate proposals at town centre, then edge-of-centre sites, including those sites identified by Local Plan Policy EC6, and should have regard to the potential of town centre unit(s) which are vacant and may be reasonably modified to accommodate the proposed development.***

***In assessing sites, regard should be had to flexibility of format. Where it is not possible to accommodate the proposed development at sequentially preferable town centre sites, robust justification will be required to explain why the proposal cannot be accommodated more centrally. This should consider:***

- ***Specific operator requirements, including detail of business model;***
- ***Store format, including information detailing display and storage requirements;***
- ***Whether the proposal is necessary to bring about qualitative improvements at an existing store;***
- ***Nature of proposed product range, particularly where this forms a significant 'bulky' retail offer;***
- ***Access arrangements, including details of any particular surface parking or servicing requirements;***
- ***Any specific customer requirements that would necessitate the proposed location.***

## **RETAINING THE VITALITY AND VIABILITY OF CENTRES: APPLYING THE IMPACT TEST IN CRAWLEY**

- 5.23 As recognised by NPPF<sup>6</sup>, when assessing applications for retail and leisure<sup>7</sup> development outside of town centres, which are not in accordance with an up-to-date Local Plan, an impact assessment will be required if the development is of 2,500m<sup>2</sup> gross floorspace or greater. The impact test should consider:
- i. the impact of the proposal on existing, committed and planned investment in the centre or centres within the catchment area of the proposal; and
  - ii. the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.
- 5.24 The impact test is an important tool in ensuring that proposals for retail or leisure development in edge-of-centre or out-of-centre locations do not have a significant negative impact on the vitality and viability of town centres, including those within the wider retail catchment. Impact testing should have regard to the quantitative impact associated with a proposal, particularly in terms of the level of expenditure and trade draw that is anticipated to be diverted from the town centre and/or other centres, and also any qualitative impacts such as any cross over in product range between the proposal and the existing or proposed town centre offer.
- 5.25 To assist in interpreting the quantitative impact of proposals, the council's evidence base<sup>8</sup> identifies that a trade draw impact of greater than 1% should potentially give rise to concern. This figure is of course a guideline, and much will depend upon the relative health or vulnerability of the town centre at the time of any application.
- 5.26 A range of factors may influence the extent to which a proposal impacts upon town centre vitality and viability. This may relate to the proposed store format, which can influence trade densities, depending on whether floorspace is proposed as a standalone retail warehouse, an extension to an existing store or the addition of a mezzanine floor.
- 5.27 The nature of the proposed product range will be relevant. 'Bulky' goods that are more typically associated with out-of-centre locations will generally trade at a lower density than comparison uses such as clothing or jewellery which are key elements of Crawley town centre's retail offer. In broad terms, where edge-of-centre or out-of-centre retail takes the form of bulky retail such as furniture or white goods, there is likely to be less direct like-for-like cross-over with the product offer of the town centre, as trade is more likely to be drawn from similar other edge-of-centre or out-of-centre retailers. Conversely, a product range that is similar to the town centre offer is likely to result in a greater like-for-like trade draw from the town centre, and is therefore more likely to result in a negative impact on town centre vitality and viability.
- 5.28 These factors are capable of influencing sales densities and trade draw, and subsequently the extent to which a proposal impacts upon town centre vitality and viability, and should be robustly explored by applicants in the process of impact testing. In all cases, the onus will be on the applicant to robustly demonstrate that town centre vitality and viability will not significantly be undermined. As recognised by

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<sup>6</sup> National Planning Policy Framework, paragraph 26 (2012) DCLG

<sup>7</sup> Given the established nature of the office market in Crawley, office developments are not required to satisfy the sequential or impact tests where these are proposed inside Main Employment Areas.

<sup>8</sup> Retail Capacity and Impact Study Update (2013) DTZ

the NPPF, in assessing impact regard should also be had to the cumulative effects of recent developments.

- 5.29 Given the local importance of the neighbourhood centres to the function and character of Crawley, where edge-of-centre or out-of-centre retail development is proposed in proximity to neighbourhood centres, impact assessments should also demonstrate that the vitality and viability of nearby neighbourhood centre(s) will not be significantly undermined.
- 5.30 Should the Local Planning Authority be minded to approve a particular application for retail or leisure use where this is proposed outside the Primary Shopping Area, it may seek to secure by way of condition the use class, product range, retail sales area or other matters relating to the permission, in order to protect the future vitality and viability of the town centre and neighbourhood centres. The council will work constructively and positively with applicants to identify conditions, and applicants are encouraged to submit suggested wording to act as a starting point in this process.
- 5.31 Where retail or leisure development is proposed in an edge-of-centre or out-of-centre location, applicants are strongly encouraged to engage in dialogue with the council at the earliest opportunity.

### ***Guidance for Applying the Impact Test in Crawley***

**In preparing impact assessments, applicants are advised to consider both the quantitative and qualitative impact of the proposed development. This should include consideration of:**

- **the level of expenditure and trade draw forecast to be diverted from the town centre, nearby neighbourhood centres, and other centres within the retail catchment;**
- **store format and forecast trade densities, including assessment of any identified variation in sales densities between stand-alone stores, store extensions or mezzanine floors;**
- **the proposed product range, including any bulky elements, having regard to the impact of the proposal on a like-for-like basis having regard to the retail offer of the town centre and nearby neighbourhood centres;**
- **any cumulative effects of the proposal alongside recent developments.**

**In all cases, the onus will be on applicants to clearly and robustly demonstrate that proposed development will not result in a significant negative impact upon the vitality and viability of Crawley town centre, nearby neighbourhood parades, or other centres within the retail catchment.**

## 6. Skills Development

**The Town Centre Skills Academy is an exciting opportunity for developers to work with the council, education providers and local people to unlock the positive outcomes arising from development, including strengthening access to skills provision and unlocking opportunities for local residents.**

### ***CRAWLEY EMPLOYMENT AND SKILLS PLAN 2016-2021 (TOWN CENTRE SKILLS ACADEMY)***

- 6.1 Crawley is a key economic driver in the South East, and is home to over 3,000 active businesses which generate more than 89,000 jobs. Although this creates a wealth of economic opportunity, many Crawley residents hold fewer qualifications than the commuting workforce, limiting their access into management roles and professional careers. Addressing the skills gap is vital in enabling local people to take advantage of the local employment opportunities that are available.
- 6.2 The council has launched the *Crawley Employment and Skills Plan 2016-2021*, which seeks to assist Crawley residents in accessing better quality job opportunities within the town. Through a range of projects, it will address skills gaps in the local workforce, benefiting local people and businesses, creating different routes to education and higher value jobs, empowering the most disadvantaged residents and promoting and enhancing Crawley's Living Wage town status.
- 6.3 The Town Centre Skills Academy is one of the flagship projects identified in the Employment and Skills Plan 2016-2021. It will be coordinated through a partnership between Crawley Borough Council, Construction Industry Trading Board (CITB), and Central Sussex College. Whilst it has many aims, its principal objective is to inspire and develop the construction industry's future local workforce, unlocking local jobs and apprenticeship opportunities for the local community.
- 6.4 The town centre is a key development location and a number of high profile regeneration opportunities are anticipated to come forward during the Local Plan period to 2030. With this in mind, the council is seeking to work in partnership with town centre developers to enhance the positive employment and skills opportunities that are created by their developments.
- 6.5 By providing training on-site around major construction projects rather than relying exclusively on classroom or college workshops, training will be enabled at all levels and delivered on a local basis. This will provide developers with an employer-led solution to deliver the right skills needed for the specific project, in the right place, at the right time. This will enable construction projects to target investment into jobs, skills and training, support local firms and people, and leave a lasting community legacy.
- 6.6 The Town Centre Skills Academy is a positive way in which developers can strengthen links with local people and organisations, helping to demonstrate how development will achieve wider community benefits that deliver both economic and social returns on investment. Town Centre Skills Academy status can also help developers to increase their community profile, demonstrate corporate social responsibility, and improve recruitment for future vacancies by mitigating against skills shortages.

- 6.7 The council would like to work with developers to bring forward employment and skills plans for town centre sites to maximise the opportunities arising from development and help to coordinate an appropriate level of skills provision. If you are a developer interested in working with the council to achieve Town Centre Skills Academy status and would like to find out more about maximising the positive impacts arising from your development, please contact Crawley Borough Council Economic Development on 01293 438744 or email [Employment&Skills@ Crawley.gov.uk](mailto:Employment&Skills@ Crawley.gov.uk)

***CBC Recommends: Where development is proposed inside the town centre Main Employment Area, developers are encouraged to work in partnership with the council to inspire and develop the construction industry's future local workforce, helping to achieve economic and wider community benefits.***

## 7. Engagement

- 7.1 Where major development is proposed in the town centre, it is strongly recommended that developers engage with local communities to seek their views before a planning application is submitted. Pre-application consultation can be beneficial as discussion between a developer and stakeholders can help identify at an early stage potential problems or improvements that could be made to proposals. This enables people to feed into the design of proposals to help ensure that development is acceptable, and can also assist developers by reducing the scope for objections at a later stage.
- 7.2 This pre-application consultation should be carried out by the developer and/or applicant with local residents, businesses and organisations prior to submitting planning applications for significant development. Developers undertaking pre-application consultation are asked to work with the commitments identified in Crawley's Statement of Community Involvement. In particular, the council ask that developers undertaking pre-application consultation:
- Set clear objectives and agree the consultation approach, including who will be consulted, with the council.
  - Let people know what the scheme is proposing, and be clear about what aspects of the proposal they can influence by making comments.
  - Use different engagement approaches, as identified in Crawley's Statement of Community Involvement, to maximise opportunities for people to influence the proposals. Local press, letter drops and public exhibitions held at accessible locations and times can help to raise awareness of proposals and encourage community participation and feedback. Particular steps should be taken to involve any seldom-heard groups that could be affected by the proposal.
  - Submit a statement alongside the final planning application outlining any community involvement work that has been undertaken. This should include a summary of any responses received at consultation, and should explain how feedback has influenced the proposals.
- 7.3 In undertaking consultation on proposed development, it is recommended that developers should seek to engage with a range of stakeholders. The following groups all have particular interest in the future planning of the town centre:
- Town centre residents, businesses and organisations;
  - Central Crawley Conservation Area Advisory Committee;
  - Crawley Cycle Forum;
  - Crawley Town Centre Partnership;
  - Gatwick Airport Limited
  - Gatwick Airport Ltd (Aerodrome Safeguarding Section)
  - National Air Traffic Services (NATS)
  - Northgate Matters (Neighbourhood Forum);
  - Southgate Conservation Area Advisory Committee;
  - Southgate Neighbourhood Forum;
  - Town Access Group;
  - West Green Neighbourhood Forum.
- 7.4 The Crawley Borough Council Regeneration Team can assist developers in reaching town centre stakeholders through the Town Centre Regeneration Programme, and will be able to help with any questions at [towncentre.crawley.gov.uk](http://towncentre.crawley.gov.uk) or by calling 01293 438773. It is recommended that developers should have also regard to the guidance set out in the council's Statement of Community Involvement, which can be viewed at: [www.crawley.gov.uk/sci](http://www.crawley.gov.uk/sci)



# Appendix A: Economic Statement Check List

For particular planning applications, additional information may be needed to demonstrate that the requirements of Local Plan Policies EC2, EC5 have been satisfied, in order to provide Development Management with sufficient detail to determine the application. This information should be provided in the form of an Economic Statement that will be submitted to the council as part of the planning application registration process.

The level of detail to be provided within an Economic Statement should be proportionate to the scale and type of development proposed. The Check List below sets out when an Economic Statement will be required in support of applications, and guides users to the relevant section of this Supplementary Planning Document. Where information is required by Local Plan Policy EC7 to demonstrate that the sequential and/or impact tests have been met, this may also be submitted as part of an Economic Statement.

Local Plan Policy	When is an Economic Statement required?	What is required?	Further Guidance
Policy EC2: Economic Growth in Main Employment Areas	If you are proposing a form of development that <u>does not</u> fall within the NPPF definition of Main Town Centre* use.	The key requirement will be to show how economic development which falls outside the NPPF definition of Main Town Centre uses would come forward in a way that is consistent with the economic character of the town centre.	Section 2 refers.
Policy EC5: Primary Shopping Area	If you are proposing ground floor development in the Primary Frontage that falls outside use classes A1/A2/A3; or ground floor development in the Secondary Frontage that falls outside use classes A1/A2/A3/A4/A5.	Where development is proposed that is outside the prescribed use classes, the key requirement will be to show how the development will contribute positively to the health of the town centre through supporting its overall vitality and viability.	Section 3 refers.
Policy EC7: Retail and Leisure Development outside the Primary Shopping Area	Please see Section 5, and Figure 4 (page 44) in particular, for detailed explanation.	The key requirements will be to demonstrate that the sequential, and where required the impact tests have been satisfied.	Section 5 refers.

**\*Main Town Centre:** *'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).'*

# Appendix B: Glossary

Definitions	
Active Frontages	Street frontages where there is an active visual engagement between those in the street and those on the ground floors of buildings. This quality is assisted where the front facade of buildings, including the main entrance, face and open towards the street. The objective of achieving active frontages can be realised through a variety of means. Overall, the desirable outcome is avoiding blank walls and increasing visual interest and activity and improving surveillance.
B Use Classes/ Business floorspace/ Business Uses	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).
Conservation Area	Areas of special architectural or historical interest, the character or appearance of which it is important to preserve or enhance.
Convenience and Comparison retail	Convenience retail typically involves the sale of food, beverages, newspapers and non-durable household goods, often taking the form of supermarket or convenience store use. Comparison retail relates to the sale of any other goods, including clothing shoes, furniture, household appliances, tools, medical goods, games and toys, books and stationary, jewellery and other personal effects.
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.
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.
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.

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.
Footfall	The number of shoppers or visitors attracted to the town centre or to a particular use. A high amount of footfall is key to achieving an active and vibrant town centre.
Frontages (Primary and Secondary)	These have been identified locally to help maintain the balance between retail and non-retail uses in the town centre.
Heart of the Gatwick Diamond	Defined in the LEP's Strategic Economic Plan as including Manor Royal, Crawley and the north of Horsham allocation.
Historic Parks and Gardens	Areas that encompass aesthetic, philosophical, botanic and scientific heritage and embody shared values of landscape and place.
Impact Test (Main Town Centre uses)	Determines whether there would be likely significant adverse impacts of locating main town centre development outside of existing town centres.
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.
Main Employment Areas	Employment locations designated by Local Plan Policy EC2 and identified on the Local Plan Map.
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).
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.
Noise Sensitive Development	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.

Out-of-centre	Locations that are situated beyond the Town Centre Boundary, as identified on the Local Plan Proposals Map, are defined as out-of-centre.
Planning Condition	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.
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.
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.
Supplementary Planning Documents	Documents which expand upon identified Local Plan policies to provide more detailed guidance on how the policy should be interpreted and applied.
Sustainable Development	Development that meets the social, economic and environmental needs of the present without compromising the needs of the future.
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 First	Seeks to promote vibrant town centres by ensuring that their health town centres is not significantly undermined by the inappropriate introduction of main town centre uses outside of the town centre.
Town Centre Skills Academy	Identified in the Employment and Skills Plan 2016-2021, its principal objective is to inspire and develop the construction industry's future local workforce, unlocking local jobs and apprenticeship opportunities for the local community.
Town Centre Regeneration Programme	The Town Centre Regeneration Programme presents a clear aspiration for the town centre to become a dynamic business hub as well as a vibrant neighbourhood for town centre living.

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.

Use Class

Land uses as defined in the Town and Country Planning (Use Classes) Order 1987 (as amended).

Vitality & Viability

These terms are used to assess the overall health of a town centre. Vitality is a measure of how busy a centre is and viability is a measure of its capacity to attract ongoing investment for maintenance, importance and adaptation to changing needs.