

**LOCATION:** [AMBULANCE STATION, IFIELD AVENUE, WEST GREEN, CRAWLEY](#)  
**WARD:** Northgate & West Green  
**PROPOSAL:** DEMOLITION OF EXISTING AMBULANCE CENTRE AND ERECTION OF 39 FLATS WITH ASSOCIATED PARKING AND AMENITY SPACE

**TARGET DECISION DATE:** 29 September 2020

**CASE OFFICER:** Mr H. Walke

**APPLICANT'S NAME:** TKEI (Crawley) Ltd  
**AGENT'S NAME:** Fluid Architecture Ltd

**PLANS & DRAWINGS CONSIDERED:**

Drawing Number	Revision	Drawing Title
FD19-1686-53		Existing Site Section
FD19-1686-125	A	Green Wall Detail
FD19-1686-127	A	Brick Details
FD19-1686-129	A	Balcony Detail
S18/6996/01		Topographical Survey
19097-BT2		Tree Schedule Plan
19097-4		Tree Protection Plan
J32-4440-003		Swept Path Analysis - Refuse Vehicle
5172-OOB-ZZ-00-DR-L-0002	P1	Site Plan
5172-OOB-ZZ-00-DR-L-0020	P04	Circulation Strategy
5172-OOB-ZZ-ZZ-DR-L-0005	P05	Roof Terraces
5172-OOB-ZZ-ZZ-DR-L-0010	P05	Existing and Proposed Levels with Existing Trees
5172-OOB-ZZ-ZZ-DR-L-0030	P06	Planting Strategy
FD19 - 1686 - 103	A	Third Floor Plan
FD19 - 1686 - 104	A	Fourth Floor Plan
FD19 - 1686 - 105	A	Fifth Floor Plan
FD19 - 1686 - 106	A	Roof Amenity Plan
FD19 - 1686 - 107	A	Roof Plan
FD19 - 1686 - 200	A	Proposed Site Plan
FD19 - 1686 - 201		Front and Rear Elevations
FD19 - 1686 - 202		Right and Left Flank Elevations
FD19 - 1686 - 203		Sections A-A and B-B
FD19 - 1686 - 204		Section C-C
5172-OOB-ZZ-ZZ-DR-L-0040	P05	Site Sections
5172-OOB-ZZ-ZZ-DR-L-0045	P04	Roof terrace sections
FD19 - 1686 - 100	A	Ground Floor Plan
FD19 - 1686 - 101	A	First Floor Plan
FD19 - 1686 - 102	A	Second Floor Plan

## **CONSULTEE NOTIFICATIONS & RESPONSES:-**

### **Statutory consultees**

- |   |   |
|---|---|
| 1. GAL Aerodrome Safeguarding           | No objection subject to condition                       |
| 2. WSCC Highways                        | No objection subject to conditions and TRO contribution |
| 3. National Air Traffic Services (NATS) | No safeguarding objection                               |
| 4. WSCC Lead Local Flood Authority      | No objection  |

### **Other consultees**

- |   |  |
|---|--|
| 5. Thames Water                               | No objection subject to informative  |
| 6. Sussex Building Control Partnership        | No response received   |
| 7. Sussex Police                              | Comments provided  |
| 8. CBC Drainage Officer                       | Further comments awaited   |
| 9. CBC Housing Enabling & Development Manager | No objection   |
| 10. CBC Planning Arboricultural Officer       | No objection to original proposal subject to conditions. No response received on the revised scheme. |
| 11. CBC Environment Team                      | No response received   |
| 12. CBC Environmental Health                  | No objection subject to conditions   |
| 13. Crawley Cycle & Walking Forum             | Comments provided  |
| 14. CBC Refuse & Recycling Team               | Comments provided  |
| 15. Southern Water Ltd                        | No objection   |
| 16. CBC Energy Efficiency & Sustainability    | No response received   |
| 17. CBC Urban Design                          | No response received   |
| 18. Ecology Officer                           | Comments awaited   |
| 19. CBC Forward Planning - Housing            | No response received   |
| 20. CBC Env Health (AQMA)                     | No objection subject to mitigation and conditions  |
| 21. WSCC Fire & Rescue                        | No objection   |

## **NEIGHBOUR NOTIFICATIONS:-**

Neighbour consultation letters were sent to the following addresses:

7 Wainwrights;  
Ewhurst Wood Sports and Social Club;  
79, 81, 83, 100, 102 and 104 Ewhurst Road;  
Crawley Labour Supporters Club; and  
Crawley Horticultural Society.

The letters had a consultation expiry date of 27 July 2020. Reconsultation letters were sent to the same addresses with an expiry date of 7 April 2021. Site notices were also displayed with an expiry date of 27 July 2020.

## **RESPONSES RECEIVED:-**

Seven responses were received to the original consultations, from five nearby residential properties and from Crawley Horticultural Society raising the following matters:

Ifield Avenue is busy, with queues at peak times on Ifield Avenue, Ewhurst Road and the A23 roundabout. Previously ambulances had difficulty turning right out of the site. Concern is expressed that future residents will experience the same problem turning right. Ewhurst Road residents sometimes have difficulties getting in/out of their properties. Increased traffic would worsen this. A mini roundabout is suggested at the junction of Ifield Avenue and Ewhurst Road to assist turning right out of Ewhurst Road and slow traffic down outside the site to assist access/egress. There have been many accidents on the corner of Ewhurst Road and the proposal would increase these.

Inadequate parking provision proposed on site. Query how the parking spaces will serve the flats and where additional parking would take place. Proposal is likely to increase pressure on the West Green playing field's public car park, which is already used by commuters going to work. This would reduce

availability for people using the playing fields and the four club premises. There are also no parking controls on Ewhurst Road, so overflow parking would take place there.

Development is too large and not well laid out. Studies quoted use flats closer to the town centre, which may have a different demographic.

Proposal would cause more congestion, air pollution, noise and traffic on an already busy road. Overlooking and loss of privacy would result to houses/gardens south of Ifield Avenue due to the five storey height proposed and the roof terraces. Anti-social behaviour is occurring in West Green Park and the car park, which could be increased. CCTV cameras in the car park and around the new flats could address this. Noise should be addressed through sound proofing and controls on use of roof terraces to avoid disturbance to existing residents.

Ewhurst Road has two storey properties. The proposal is more suitable to the town centre and would be the only development of flats in the area. It would change the character of the neighbourhood. A low rise development no higher than the trees would be more appropriate.

The loss of trees would harm air quality and wildlife habitats whilst increasing local flood risk. The number of trees to be removed should be reconsidered and flora/fauna protected. The Horticultural Society query what the boundary treatment between the two sites would be and suggest a boundary fence. The Society also raises concerns about the protected oak tree (T13), which it feels could be compromised by building works affecting groundwater, stability and possibly causing damage to the flats and the Society's building.

Two respondents raised concerns about the consultation process, having heard about the scheme through social media. *(Officer response - Their submitted comments overlapped with consultation letters being sent out in the post. Both properties were formally consulted on the application).* The developer has also not consulted with local residents.

One response suggests possible mitigation measures if the development proceeds. The measures proposed are tree planting on the south side of Ifield Avenue to screen gardens, traffic management measures and parking controls in the area, installation of CCTV cameras and noise controls on residents.

In response to reconsultations, three further responses were received from local residents who had commented previously. One response welcomed the revised plans, but concern was expressed by two respondents about only 22 parking spaces being proposed for 39 flats. They expressed concern that overspill parking would take place in the adjoining car park and in surrounding streets. The traffic report is unsatisfactory as it was carried out during lockdown. One reply states that the proposal would cause a loss of privacy in Ewhurst Road and that the roof terraces would cause disturbance. People living on the site in the abandoned buildings makes it feel unsafe. Lower level buildings or houses would be preferable. The final response withdrew the original comments made on traffic flows.

### **REASON FOR REPORTING TO COMMITTEE:-**

The proposal is for major development.

### **THE APPLICATION SITE:-**

- 1.1 The site is located on the north-eastern side of Ifield Avenue, within the neighbourhood of West Green. The application site was formerly used as an ambulance station. That use ceased around 2016 and the site has since been vacant. The site contains two linked single storey brick buildings. There is an existing (currently blocked) vehicular access onto Ifield Avenue and a parking/manoeuvring area to the west and north of the building. There is a Tree Preservation Order covering some trees within the application site.
- 1.2 Ewhurst Wood lies to the north and west of the application site, as well as continuing to the south across Ifield Avenue. West Green Park, the Crawley Horticultural Society and Labour Party Supporters clubhouses and the Ram Sports and Social Club are to the east. Ifield Avenue and residential properties in Ewhurst Road lie to the south.

- 1.3 In terms of planning designations, the site falls within the town's defined Structural Landscaping, which includes West Green Park, Ewhurst Woods and adjoining land running along Crawley Avenue. Ewhurst Wood, up to the site's north-west and north-east boundaries, is a Site of Nature Conservation Importance. The site lies within the Long Distance View Splays from Tilgate Park and Target Hill. The Town Centre boundary defined in the Local Plan lies approximately 400 metres to the east along Ifield Avenue.
- 1.4 With the exception of the application site itself, the land to the north of Ifield Avenue including Ewhurst Wood, West Green Park, the bowling green and various club buildings are all owned by Crawley Borough Council. Ifield Avenue is adopted public highway and a narrow strip of land immediately to the south of the application site appears to be owned by the County Council.

### **THE PROPOSED DEVELOPMENT:-**

- 2.1 The proposal would involve the demolition of the existing disused ambulance station and its replacement by a 'C' shaped block containing a total of 39 flats (two x one bed and 37 x two bed flats). The building would be built around a central courtyard, which would form private amenity space for residents. The block would vary from three storeys (south east corner), up to four storeys for much of the Ifield Avenue frontage, five storeys along the western boundary and stepping up to six storeys in height on the northern side.
- 2.2 Three communal roof terraces would be provided above the fourth and fifth floors on the western and northern parts of the building. Two areas of PV solar panels are proposed on the parts of the flat roof.
- 2.3 The existing vehicular access would be retained and a total of 22 car parking spaces, including 2 for visitors, are proposed within the site. Six spaces would form EV charging points. A total of 36 internal cycle parking spaces are proposed within two stores, along with four Sheffield stands (eight spaces) for visitors. Two bin stores are also proposed at ground floor level.
- 2.4 The applicant submitted the following documents in support of the planning application:
- Design and Access Statement
  - Planning Statement
  - Affordable Housing Statement
  - Transport Statement
  - Framework Travel Plan
  - Road Safety Audit
  - Noise Report
  - Air Quality Assessment
  - Sustainability and Energy Statement
  - Environmental Assessment Report
  - Ecological Survey/Bird Hazard Management Plan
  - Arboricultural Assessment and Method Statement
  - Landscape Design Report
  - Drainage Statement
  - Utility Assessment
- 2.5 This application has been very significantly revised in terms of design and layout as a result of negotiations with the applicant. The total number of flats has also been reduced from 44 to 39. These changes were primarily driven by the traffic noise issues affecting the site and the need to mitigate these. As well as a full set of revised plans, the applicant has also submitted a new Acoustic Planning Report, an updated Road Safety Audit, updated ecology, landscaping and arboricultural information, a Design and Access Statement Addendum and revisions to address refuse/recycling collection.

### **PLANNING HISTORY:-**

- 3.1 There is no recent planning history on the application site.

- 3.2 Planning permission for the former ambulance station appears to have been granted by West Sussex County Council around 1970, but further details are not available.

## **PLANNING POLICY:-**

### **National Planning Policy Framework (NPPF)**

- 4.1 The updated National Planning Policy Framework (NPPF) published in 2019 states that the purpose of the planning system is to contribute to the achievement of sustainable development.
- Section 2 – Achieving sustainable development. This section states that achieving sustainable development means that the planning system has three overarching objectives: an economic objective – to help build a strong, responsive and competitive economy, a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations, and an environmental objective to contribute to protecting and enhancing our natural, built and historic environment. This includes making effective use of land and helping to improve biodiversity.
  - Section 5 – ‘Delivering a sufficient supply of homes’ emphasises the need for the planning system to deliver a sufficient supply of homes including affordable housing and the need for LPA’s to maintain and monitor the supply of housing against its housing requirement.
  - Section 8 – ‘Promoting healthy and safe communities’ seeks to ensure planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible so that crime and disorder and fear of crime do not undermine quality of life and enable and support healthy lifestyles. Planning policies and decisions should promote public safety and take into account wider security (and defence) requirements.
  - Section 9 – ‘Promoting sustainable transport’ sets out transport considerations for new development including potential impacts on the existing transport network/s, opportunities for sustainable modes of transport and the need to focus development in sustainable locations. Paragraph 110 states that applications for development should give priority first to pedestrian, cycle and public transport movements, address the need of people with disabilities in relation to all transport, create safe, secure and attractive places avoiding conflict between different transport users, allow for efficient delivery of goods, and access by service and emergency vehicles and be designed to enable charging of plug-in vehicles.
  - Section 11 – ‘Making effective use of land’ states in paragraph 117 that ‘*Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions*’. The redevelopment of underutilised land and buildings is encouraged, and LPA’s should take a positive approach to alternative uses of currently developed land which is not allocated for a specific purpose to meet identified development needs. Paragraphs 122 and 123 seek to ensure efficient use though achieving appropriate densities on each site.
  - Section 12 - ‘Well designed places’ states that good design is a key aspect of sustainable development and that the planning and development process should achieve the creation of high quality buildings and places. Paragraph 127 states:
    - “*Planning policies and decisions should ensure that developments:*
    - a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
    - b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
    - c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
    - d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
    - e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

*f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

- Section 15 – Conserving and Enhancing the Natural Environment. Paragraph 170 recognises the wider benefits from natural capital and ecosystem services, including the economic and other benefits of trees and woodland. It also seeks to minimise impacts on and to provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. Paragraph 180 states that planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life.

#### Crawley Borough Local Plan 2015-2030

4.2 The following policies from the Crawley Borough Local Plan (adopted December 2015) are most relevant to the proposal.

- Policy SD1 (Presumption in favour of Sustainable Development) in line with the planned approach to Crawley as a new town, and the spatial patterns relating to the neighbourhood principles, when considering development proposals the Council will take a positive approach to approving development which is sustainable.
- Policy CH1 (Neighbourhood Principles) states that the neighbourhood principle would be enhanced by maintaining the neighbourhood structure of the town with a clear pattern land uses and arrangement of open spaces and landscape features.
- Policy CH2 (Principles of Good Urban Design) states that in order to assist in the creation, retention or enhancement of successful places. Development proposals will be required to:  
*“(a) respond to and reinforce locally distinctive patterns of development and landscape character and to protect and/or enhance heritage assets,  
(b) create continuous frontages onto streets and spaces enclosed by development which clearly defines private and public areas,  
(c) create public spaces and routes that are attractive, safe, uncluttered and which work effectively for all in society including disabled and elderly people,  
(d) make places that connect with each other and are easy to move through,  
(e) provide recognisable routes, intersections and landmarks to help people find their way around,  
(f) consider flexible development forms that can respond to changing social, technological and economic conditions,  
(g) provide diversity and choice through a mix of compatible development and uses that work together to create viable places that respond to local needs”.*
- Policy CH3 (Normal Requirements of All New Development) states all proposals for development in Crawley will be required to make a positive contribution to the area; be of a high quality design, provide and retain a good standard of amenity for all nearby and future occupants of land and buildings and be able to meet its own operational requirements necessary for the safe and proper use of the site.
- Policy CH4 (Comprehensive Development and Efficient Use of Land) requires development proposals to use land efficiently and not unduly restrict the development potential of adjoining land, nor prejudice the proper planning and phasing of development over a wider area.
- Policy CH5 (Standards for All New Dwellings) states that all new dwellings must create a safe, comfortable and sustainable living environment, capable of adapting to the changing needs of residents. New dwellings should, as a minimum, meet the nationally described space standards in accordance with Building Regulations Part M Category 2 – accessible and adaptable dwellings. Residential developments should be designed to include amenity space standards adequate to meet basic privacy, amenity and usability requirements.
- Policy CH6 (Tree Planting and Replacement Standards) requires landscape proposals for residential development to contribute to the character and appearance of the town by including

at least one new tree for each new dwelling. In addition, any trees lost as a result of the development must be replaced or mitigated. Where possible the trees are expected to be provided on site although, where this is not feasible, commuted sums will be sought in lieu.

- Policy CH7 (Structural Landscaping) states that these areas of soft landscaping that make an important contribution to the town and its neighbourhoods, in terms of character and appearance, structure, screening or softening, are identified on the Local Plan Map. Development proposals that affect this role should demonstrate the visual impact of the proposals and should protect and/or enhance structural landscaping where appropriate.
- Policy CH8 (Important views) requires that the important views identified on the Local Plan Proposals Map should be protected and/or enhanced and development proposals should not result in a direct adverse impact or lead to the erosion of these views. The site is within the Long Distance View Splays from Tilgate Park and Target Hill.
- Policy H1 (Housing Provision) the Council will positively consider proposals for the provision of housing to meet local housing needs, ensuring that town-cramming or an unacceptable impact on the planned character or neighbourhoods or residential amenity do not result.
- Policy H3: Future Housing Mix. All housing development should provide a mix of dwelling types and sizes to address the nature of local housing needs and market demand. The appropriate mix of house types and sizes for each site will depend upon the size and characteristics of the site and the viability of the scheme. However, consideration should be given to the evidence established in the Strategic Housing Market Assessment and its updates for market housing needs and demand in Crawley.
- Policy H4 (Affordable and Low Cost Housing) states that 40% affordable housing will be required from all residential developments. The council will expect a minimum of 70% of the affordable housing to be Affordable Rent or Social rent where other forms of subsidy exist, and up to 30% intermediate rent. In addition to the provision of 40% affordable housing, approximately 10% low cost housing will be sought on developments proposing 15 dwellings or more, offering up to 10% discount to first-time buyers. These targets apply unless evidence is provided to show that they cannot be supported from a viability perspective and where the development meets a demonstrable need.
- Policy ENV1 (Green Infrastructure) states that Crawley's multi-functional green infrastructure network will be conserved and enhanced through the following measures:
  - Development which protects and enhances green infrastructure will be supported.
  - Development proposals should take a positive approach to designing green infrastructure, utilising the council's supplementary planning documents to integrate and enhance the green infrastructure network.
  - Proposals which reduce, block or harm the functions of green infrastructure will be required to be adequately justified, and mitigate against any loss of impact or as a last resort compensate to ensure the integrity of the green infrastructure network is maintained.
  - The strategic green infrastructure network is afforded the highest protection due to its high value from existing or identified potential multiple functions, for example as recreation, routeways, access to the countryside, wildlife and climate mitigation.
  - Proposals should maximise the opportunity to maintain and extend green infrastructure links to form a multi-functional network of open space, providing opportunities for walking and cycling and connecting to the urban/rural fringe and the wider countryside.
  - Larger proposals will be required to provide new and/or create links to green infrastructure where possible.
- Policy ENV2 (Biodiversity) requires all development proposals to incorporate features to encourage biodiversity where appropriate.
- Policy ENV5 (Provision of Open Space and Recreational Facilities) states that the impact of the increased population from residential development on open space and recreational facilities across the Borough will be mitigated by the use of the Community Infrastructure Levy which will be used to enhance existing areas of open space. This Policy requires development to make provision for open space and recreational facilities.
- Policy ENV6 (Sustainable Design and Construction) requires all homes to address carbon efficiency and meet the strengthened on-site energy performance standards of Building Regulations. New homes should actively reduce the need to consume energy, seek to utilise renewable and low carbon energy technologies, minimise the amount of carbon emitted throughout the implementation and construction process and ensure any existing embedded

carbon onsite is retained and also specifically achieve BREEAM excellent for water and energy credits where viable.

- Policy ENV7 (District Energy Networks) requires that any major development proposal should demonstrate whether it can connect to an existing DEN network where available, and if not available how it may develop its own system, or how it may include site-wide communal energy systems, or be 'network ready' to connect to a DEN on construction or at some point after construction, all subject to technical or financial viability.
- Policy ENV9 (Tackling Water Stress) requires all new dwellings to achieve the new 'optional' water efficiency standard introduced into part G of the Building Regulations in 2015, subject to viability and technical feasibility.
- Policy ENV11 (Development and Noise) advises that residential and other noise sensitive development will be permitted where it can be demonstrated that users of the development will not be exposed to unacceptable noise disturbance from existing or future uses. To achieve this, this policy should be read in conjunction with the Local Plan Noise Annex.
- Policy IN1: Infrastructure Provision. Development will be permitted where it is supported by the necessary infrastructure both on and off site and if mitigation can be provided to avoid any significant cumulative effects on the existing infrastructure services. The council will seek to implement a Community Infrastructure Levy (CIL) through the relevant processes. The rate will be set following the adoption of the Charging Schedule.
- Policy IN2 (Strategic Delivery of Telecommunications Infrastructure) requires all residential, employment and commercial development to be designed and connected to high quality communications infrastructure.
- Policy IN3 (Development and Requirements for Sustainable Transport) advises that development should be concentrated in locations where sustainable travel patterns can be achieved through the use of the existing transport network, including public transport routes and the cycling and walking network. Developments should meet the access needs they generate and not cause an unacceptable impact in terms of increased traffic congestion or highway safety.
- Policy IN4 (Car and Cycle Parking Standards) states that development will be permitted where the proposals provide the appropriate amount of car and cycle parking to meet its needs when it is assessed against the borough council's car and cycle standards.

#### Draft Crawley Borough Local Plan 2021-2037

4.3 The Local Plan Review 2021-2037 was published for Regulation 19 consultation on 6 January 2021, with a consultation period running until at least 30 April 2021. Limited weight should be given to the following applicable policies:

- Policy SD1: Presumption in Favour of Sustainable Development
- Policy SD2: Enabling Healthy Lifestyles and Wellbeing
- Policy CL1: Neighbourhood Principle
- Policy CL2: Making Successful Places: Principle of Good Urban Design
- Policy CL3: Movement Patterns, Layout and Sustainable Urban Design
- Policy CL4: Compact Development - Layout, Scale and Appearance
- Policy CL6: Structural Landscaping
- Policy CL7: Important and Valued Views
- Policy DD1: Normal Requirements of All New Development
- Policy DD2: Inclusive Design
- Policy DD3: Standards for All New Dwellings (including conversions)
- Policy DD4: Tree Replacement Standards
- Policy DD6: Aerodrome Safeguarding
- Policy OS2: Provision of Open Space and Recreational Facilities
- Policy IN1: Infrastructure Provision
- Policy IN2: The Location and Provision of New Infrastructure
- Policy IN3: Supporting High Quality Communications
- Policy H1: Housing Provision

- Policy H3: Housing Typologies
- Policy H4: Future Housing Mix
- Policy H5: Affordable Housing
- Policy GI1: Green Infrastructure
- Policy GI3: Biodiversity and Net Gain
- Policy SDC1: Sustainable Design and Construction
- Policy SDC2: District Energy Networks
- Policy SDC3: Tackling Water Stress
- Policy EP4: Development and Noise
- Policy EP6: External Lighting
- Policy ST1: Development Requirements for Sustainable Transport
- Policy ST2: Car and Cycle Parking Standards

#### Supplementary Planning Guidance and Documents

4.4 The Council's following Supplementary Planning Documents and Guidance Notes are also relevant to this application:

- Planning and Climate Change (adopted October 2016) – Sets out a range of guidance seeking to reduce energy consumption, minimise carbon emissions during development, supporting District Energy Networks, using low carbon or renewable energy sources, tackling water stress, coping with future temperature extremes, dealing with flood risk and promoting sustainable transport.
- Urban Design (adopted October 2016) – With specific reference to Crawley's character, the SPD addresses in more detail the seven key principles of good urban design identified in Local Plan Policy CH2. The principles cover Character, Continuity and Enclosure, Quality of the Public Realm, Ease of Movement, Legibility, Adaptability and Diversity. The document also sets out the car and cycle parking standards for the Borough.
- Green Infrastructure (adopted October 2016) – Sets out the Council's approach to trees, open space and biodiversity. It also includes the justification and calculations for tree replacement and new tree planting under Policy CH6. A contribution of £700 per tree is sought for each new dwelling and to cover net tree loss.
- Developer Contributions Guidance Note (adopted July 2016) Following the introduction of the Community Infrastructure Levy, this guidance note sets out the Council's approach to securing contributions towards infrastructure provision.
- Affordable Housing (adopted November 2017) – This SPD includes further guidance on affordable housing policies within the Local Plan.

#### Community Infrastructure Levy

4.5 The Crawley CIL Charging Schedule has been in effect since 17 August 2016 and is relevant to this application as the proposal would create new dwellings.

#### **PLANNING CONSIDERATIONS:-**

5.1 The main issues for consideration in determining the planning application are:

- Principle of development
- Design and impact upon the character of the area
- Standard of accommodation proposed
- Impact upon neighbouring properties
- Highways, parking and servicing
- Noise
- Sustainability
- Ecology and arboricultural issues
- Aviation safety
- Infrastructure contributions and affordable housing

#### **Principle of Development**

- 5.2 The proposal relates to the redevelopment of a site, which currently contains a disused ambulance depot, to form a residential building containing a total of 39 flats. The ambulance service has vacated the site and built a new Make Ready Centre on Faraday Road. That facility is considered by SECAMBS to be better located, particularly to serve Manor Royal and Gatwick Airport, and it also incorporates a Hazardous Area Response Team Unit. SECAMBS is establishing a network of Make Ready Centres and the former ambulance station use is now considered redundant.
- 5.3 The site lies within the Built-Up Area Boundary. It is in a sustainable location for residential development, with a bus stop outside the site, neighbourhood shopping facilities a short walk away in Ewhurst Road and West Green Park also nearby. The town centre boundary is only about 400 metres away and the cinema around 500 metres away.
- 5.4 The proposal would bring the site back into a beneficial use. As the site is not allocated for residential development, it would represent a significant windfall development contributing towards meeting Crawley's housing needs. This would weigh positively in favour of the proposal, provided that the more detailed matters associated with the scheme can be satisfactorily addressed.

### **Design and impact upon the character of the area**

- 5.5 The proposal has been significantly revised in terms of layout and form since it was first submitted, although many of the original design concepts have been retained. The building is lower (three and four storey) along the lfield Avenue frontage. The revised scheme has set the building back much further from lfield Avenue, as the car parking is now located at the front of the building, rather than within the former courtyard. The west side steps up to five storeys and then the rear section adjoining the woodland is six storeys in height.
- 5.6 The building layout now wraps around three sides of a courtyard. The residential entrance to most flats would be through a lobby into the courtyard and then onward to individual residential stair cores. The two cores fronting lfield Avenue would have dedicated entrances on the frontage. The revisions to the scheme mean that each flat would have a dual aspect living room/dining room/kitchen and every flat would have its main windows facing onto the large landscaped courtyard. The window arrangements would provide an attractive outlook from every flat.
- 5.7 The main proposed material for the walls is brick, in a muted cream/buff colour. Panels of recessed contrasting black brickwork are proposed to add visual interest. The front residential entrances would be screened by perforated brickwork, which would allow views through. The interesting brickwork detailing reflects similar patterns used around Crawley and is in keeping with local characteristics. At upper levels around the roof terraces, curved brick walls would also help to soften the scheme against the woodland. The building would also incorporate sections of green walls, which helps to integrate the proposal with its woodland surroundings. The green walls feature in three full height panels along the lfield Avenue elevation. The system would provide support for growing plants and features an integral irrigation system. The green walls would add considerable visual interest to the building, as well as providing landscaping and ecological benefits. Further visual interest is added to the building by the use of textured aluminium projecting frames around the main entrance and some window groupings. Within the courtyard, further use is made of the projecting frames around windows. The flats also all have projecting or recessed balconies facing into the courtyard.
- 5.8 The site is enclosed on two sides by Ewhurst Woods and there are trees on the other boundaries too. The proposed building has been designed to reflect its natural surroundings. As well as the sections of green walls, the building would feature five areas of green sedum roof. These would cover all roof areas not forming roof terraces. The roof terraces themselves would feature landscape planting and allotment beds.
- 5.9 Overall, the proposed building is of a high quality design which draws upon the brickwork characteristics of the surrounding area and would integrate with the woodland through its green walls and roof. It would represent a significant visual improvement to the current nondescript appearance. Subject to materials details and clarification on implementation and maintenance of the green wall, the proposal would be a very positive addition to lfield Avenue.

## **Standard of accommodation proposed**

- 5.10 Policies CH3, CH5 and H3 of the Local Plan set out the Council's approach to residential amenity, internal space, private amenity space and achieving a mix of dwelling types and sizes to meet the town's needs.
- 5.11 The proposal would form a mix of one and two bedroom flats, although is heavily focussed on two bedroom units. The building would be divided into five stair cores. Cores A, B and C would contain 27 market units. Cores D and E would contain 12 affordable units (five rented and six shared ownership).
- 5.12 The proposed flats would all comply with the minimum Nationally Described Space Standards, as required by policy CH5. The two one bedroom flats, one private and one affordable, would both have a floor area of 50 sqm. The two bedroom flats would vary in size from 71-81 sqm. As described above, all flats would have a dual aspect lounge/kitchen/dining room. These rooms would benefit from good levels of natural light at differing times of day. All bedrooms would also face onto the central courtyard, as with the through lounges offering a very attractive outlook. The proposed flats are all considered to be of a high standard in terms of internal space, layout and outlook.
- 5.13 Given the nature of the courtyard with the building wrapping around it, there would be some views between the proposed flats and balconies. In most cases these would be angled and the closest direct window to window distance would be around 24 metres. Although this does not meet the policy requirement of 30 metres for a three or more storey scheme, this would affect a limited number of flats and there would be new trees within the intervening courtyard to provide screening. The communal nature of the courtyard means that there would be some views into the proposed flats from shared areas. Officers consider these minor privacy issues to be more than compensated for by the positive character of the courtyard and the benefits that it offers for outlook and safe, quiet amenity space.
- 5.14 One of the benefits of revising the layout to address noise concerns (see below), is a significant improvement to ground level amenity space. At ground level, a communal courtyard would offer around 800 sqm of communal amenity space, including play provision for children. The courtyard space would be overlooked by all the flats, free from traffic and would offer a safe and secure area for children. The courtyard would be open at its eastern end and, given its size and the lower building height on the south elevation, should gain good levels of sunlight during the day. The courtyard would be enhanced by views towards the woodland to the east and north.
- 5.15 Amenity space within the scheme would also be provided in other ways. The proposed seven ground floor flats would all have dedicated private patio areas within the central courtyard. Subject to appropriate boundary treatment, these patios would help to ensure that the ground floor flats have defensible space and an appropriate level of privacy. On the upper floors, every flat would have dedicated private amenity space through either a projecting or recessed balcony. The projecting balconies would all meet the Urban Design SPD requirement of 5 sqm. Three flats on the first, second and third floors would have recessed balconies of around 3.5 sqm. Cores A (serving twelve flats) and B (serving six flats) would have communal roof terraces over their fifth floors and Core C (serving nine flats) would have a roof terrace at fourth floor level. These roof terraces would measure around 150 sqm, 71 sqm and 70 sqm respectively. The site would have inaccessible areas to the north, east and west of the block that would serve as a buffer to the woodland whilst still offering visual amenity value. Overall, the scheme is considered to offer a high level of provision of private and communal amenity space.

## **Impact upon neighbouring properties**

- 5.16 The nearest residential properties are located on the opposite side of Ifield Avenue in Ewhurst Road. Following revisions to address noise concerns, the proposed residential block is now located further away from the Ewhurst Road houses. The nearest window of the proposed building would now be approximately 45 metres from No. 104 Ewhurst Road (west side) and approximately 60 metres from No. 83 (east side). The nearest houses in Ewhurst Road have their main entrances and two first floor windows facing Ifield Avenue, although other windows are located on their elevations

fronting Ewhurst Road and their rear gardens. The window to window distances significantly exceed the Urban Design SPD's minimum of 30 metres. The boundary wall of No. 104, intervening trees and the distance of 45 metres would also preclude overlooking to the rear garden of No. 104's rear garden. Any views would also be across a busy road. It is not considered that any significant loss of privacy or overlooking would result.

- 5.17 The development, given its location to the north, distance away and three/four storey height to Ifield Avenue, would not cause any overshadowing of adjoining houses in Ewhurst Road.
- 5.18 To the east of the site are the Crawley Horticultural Society and Labour Supporters Club buildings. These are non-residential and less sensitive to issues such as overlooking. Regardless though, there are a number of substantial trees along the shared boundary. These provide considerable screening. Additional native screening is also proposed along the boundary. The nearest window in the east elevation of the proposed building would be ten metres from the boundary with the Horticultural Society. The rear windows of the same flat would be approximately 32 metres from the side wall of the Labour Supporters Club. The proposed building would lie to the west of the adjoining clubhouses. Although it would be significantly taller than the two clubhouses, the six storey element would be 36 metres from the Labour Supporters Club and the lower three storey element between 15-25 metres from the Horticultural Club. There are a number of substantial protected trees along the boundary, which cause some overshadowing to the two clubhouses. The proposed building would have no significant additional impact.
- 5.19 The application site has woodland to the north and west. No neighbours would be affected in either direction.
- 5.20 Overall, the impact upon neighbouring properties is considered to be acceptable.

### **Highways, parking and servicing**

- 5.21 The proposed development would retain the existing access from Ifield Avenue to serve a car park for 22 vehicles. Six of the spaces would be electric vehicle charging points. The Borough Council's parking standards seek a total of 57 vehicle parking spaces. Two secure bike stores are proposed at ground floor level on the front of the building. These are shown as providing covered storage for 36 bikes. A further four Sheffield stands are proposed outside to serve up to eight visitor bikes, giving a total of 44 spaces. A total of 81 cycle parking spaces (including five for visitors) are required by the standards in the Urban Design SPD. There appears to be space within the stores to accommodate additional cycles and an update on this will be provided at the committee meeting.
- 5.22 The site is in a sustainable location. There is a bus stop immediately outside the site offering regular services to the town centre and, in the other direction, to Gossops Green and Ifield. There are footpaths and a cycle path along Ifield Avenue leading towards the town centre. The town centre is a short walk away, as are the local shopping facilities in Ewhurst Road, a large park, the cinema, a gym and restaurants/bars. Consequently, it would be easy for residents to access a range of retail, employment and leisure facilities without the need to use a car.
- 5.23 The Local Highway Authority comment that a key question is whether the scheme would *"give rise to obstructive or unsafe parking on the nearby highway network. For the most part, nearby roads have existing waiting restrictions or are subject to residents parking between certain hours. As such, these measures provide an enforceable means of preventing parking from taking place. There is however a length of Ifield Avenue across the site frontage where there are no restrictions. It would also appear that the bus stops are not subject of any enforceable restrictions. In light of these locations being convenient to the site, there is the concern that overflow parking will take place. The development should therefore be required to fund a Traffic Regulation Order to extend the existing no waiting at anytime restrictions up to the start of the urban clearway in place on the A23 and to make the bus stops enforceable."*
- 5.24 Subject to the TRO amendment, it is not considered that the proposal would cause dangerous parking in the surrounding area. Parking is already restricted on Ifield Avenue and this would be extended. Some overspill parking may result in some surrounding streets to the south, but parking is not a significant problem in this area. Officers recommend that a Travel Plan is secured by condition

to set out measures to encourage residents to use sustainable travel and to help reduce use of the private car.

- 5.25 In terms of servicing, the applicant has submitted tracking diagrams showing access to the site for refuse/recycling collection vehicles. The refuse vehicles would be able to use the front car park for collections and the two bin stores are located at the front of the blocks. In terms of fire service access, vehicles would not be able to enter the courtyard area. The agent has confirmed that the proposal would instead include a wet/dry riser close to the car park (where a fire engine would park) which would serve linked risers within the individual stair cores. Further comments on this have been provided by West Sussex Fire and Rescue Service. This is largely a Building Regulations matter but, given the physical limitations on vehicular access to the courtyard, it is considered appropriate to add a condition requiring details of arrangements in case of fire to be approved.
- 5.26 WSCC Highways have no objection to the proposal, subject to the contribution of £7,418 for the amendment to the Traffic Regulation Order and subject to conditions covering car parking, cycle parking and a Construction Management Plan. Officers also recommend the Travel Plan and fire strategy conditions mentioned above. On the basis of these provisions and given the sustainable location, the proposal is considered acceptable in highways, parking and servicing terms.

## Noise

- 5.27 The originally proposed scheme incorporated two buildings, with a significant gap between them in the south-west corner of the site to allow vehicular access. Unfortunately, this gap also allowed noise from Ifield Avenue and Crawley Avenue to penetrate between and around the buildings. Environmental Health objected to the application on noise grounds due to the impact upon future residents.
- 5.28 Following detailed discussions and negotiations, this significantly revised scheme was submitted. The revisions to the layout eliminated the gap between the two original buildings, by forming a three sided courtyard building. This would create a substantial barrier to the traffic noise. The internal layout was also amended to incorporate dual aspect flats. This allows through living room/kitchen areas which can be ventilated by opening windows onto the courtyard, where noise levels are significantly lower and have sealed windows on noisier facades. Less sensitive rooms and areas, such as stair cores, bathrooms and hallways have been positioned on the noisier facades. All habitable rooms will now benefit from openable windows onto the less noisy facades.
- 5.29 The applicant's acoustic consultant has worked with Environmental Health to reassess noise levels and ensure that the building meets the Council's policy requirements. The revised scheme has reduced noise levels below 66dB  $L_{Aeq,16hr}$  during the day time on all facades facing into the courtyard and below 57dB  $L_{Aeq,8hr}$  at night.
- 5.30 Following submission of the revised scheme and the updated acoustic report, Environmental Health has withdrawn its objection to the proposal. Subject to the submission of further details of mitigation, such as glazing specification and ventilation, as addressed by the condition proposed by Environmental Health, the proposal is now considered acceptable in noise terms.

## Sustainability

- 5.31 The applicant submitted a Sustainability and Energy Statement with the application. The proposal addresses fabric insulation by proposing a reduction in emissions of 9.00% from the maximum Building Regulation emissions. A communal heating network is not considered to be justified, but 40 x 300W PV solar panels are proposed to be installed in two groups on the roof. This would save around 5,600 kg CO<sub>2</sub> per year and give a total reduction for the scheme of 20.8% on the maximum Building Regulations emissions. The statement also confirm that the development will achieve the enhanced 110 litres of water per person per day. Also of benefit in energy use terms are the revisions to address noise, which have helped to ensure that flats can be naturally ventilated by opening windows, rather than relying on mechanical ventilation. The dual aspect nature of all the flats will also assist with natural light and sunlight, potentially reducing the need for heating and artificial lighting. Subject to conditions requiring implementation of the proposed measures, the scheme is considered acceptable in sustainability terms.

## Ecology and arboricultural issues

- 5.32 The site contains a number of trees and other vegetation. It also adjoins Ewhurst Woods, which forms a large area of deciduous woodland. There is a group Tree Preservation Order covering the group of trees to the front of the existing Ambulance Station. Given the sensitivity of the site, the applicant has submitted a Preliminary Ecological Appraisal and Roost Assessment, together with an Arboricultural Assessment and Method Statement. Following discussions with the Council's ecologist and the revisions made to the scheme, these documents were revised. A Development Biodiversity Impact Calculator has also been provided to assess the ecological net gain from the proposals. This is a tool that Natural England are developing on behalf of DEFRA and, although still being refined, the Council's ecologist is satisfied that it is the most appropriate method to assess net gain at present.
- 5.33 A total of sixteen trees are proposed to be removed from the site. Nine of these are located close to the Ifield Avenue frontage, some of which are covered by the group TPO. These trees have been classified as being five trees of moderate quality, three of low quality and one that is unsuitable for retention. They are clearly visible from Ifield Avenue and do offer visual amenity value. Along the northern boundary, seven trees would be removed. Three are classified as being of moderate quality and four as low quality. These trees are publicly visible, but are viewed against the wider backdrop of Ewhurst Woods.
- 5.34 Although the scheme has been significantly revised, the proposed tree removal remains the same as originally suggested. The Council's Arboricultural officer did not object to the original proposals. He felt that the trees to the rear to be removed did not have strong amenity value and that the replanting scheme along the Ifield Avenue frontage was robust and would offer a net gain in amenity. The revised scheme proposes additional tree planting along the front boundary, increasing this from seven to nine trees. In visual terms, the new tree planting along the site frontage, along with the native hedgerow planting below it, will be positive for people using Ifield Avenue and also provide screening for the proposed car park.
- 5.35 Policy CH6 of the Local Plan covers tree replacement. It seeks one tree per new dwelling created, either through on site provision or payment in lieu (£700 per tree), requiring a total of 39 trees. The policy also requires replacement or payment for any existing trees lost as a result of the development based on the girth of the trees. Taking account of the girth of the trees to be removed gives a requirement for 63 replacements.
- 5.36 By way of tree replacement, the proposed scheme includes eleven new trees to be planted between the building and Ifield Avenue, including nine along the front boundary. A further 36 trees are proposed to be planted within the courtyard. This leaves a requirement for 55 trees to be planted off site. This would trigger a payment of £38,500.
- 5.37 In terms of ecological enhancement, a range of measures are proposed. In accordance with policy ENV2 and the NPPF, the proposal aims to deliver a net gain in biodiversity. In relation to this, a Development Biodiversity Impact Calculator has been used to assess the proposals (using the DEFRA Biodiversity Metric 2.0 Calculator Tool). This concludes that a net gain of 5.14% would be achieved by the development proposals, even taking account of the habitat loss caused by the tree removal.
- 5.38 The areas around the west, north and part of the eastern boundary will be inaccessible to residents. Their retained trees and vegetation will be enhanced by additional native planting. The flat roof areas that are not proposed as roof terraces would form green roofs planted with sedum. Additional native hedgerow planting is proposed on the site boundaries. Other tree planting is proposed within the courtyard and along the site frontage, together with low level shrub planting. Finally, landscaping and allotment planters are proposed for the roof terraces.
- 5.39 The Council's Ecologist states that the:

*“revised proposals significantly reduce the amount of direct woodland loss with the majority in the northeast corner being retained, but a small amount fringing the northern corner being lost.*

*Whilst this loss of mature woodland cannot be fully compensated for, the proposals include various habitat enhancements including improvements to the remaining woodland within the northeast corner of the site, which should help to provide alternative and enriched habitats for species displaced from the removed portion. Any residual non-compensable impacts will need to be considered alongside other material considerations and weighed against any public benefits of the proposals.*

*The redesign of the scheme, following discussions last autumn, to relocate play area equipment outside of remaining woodland is good to see and will further reduce woodland impacts by avoiding direct loss of habitat and indirect trampling pressure on understorey as well as allowing the opportunity for additional planting.*

*Other habitats enhancements as illustrated on the planting strategy drawings and described in the net gain letter make a positive general contribution to the biodiversity of the site, meeting the objectives of local plan policy ENV2 and the NPPF for enhancement.”*

- 5.40 The loss of the small woodland area in the north west corner is unfortunate. However, the applicant’s ecology report states that this area appears to have been historically cleared. It is *“currently in a moderate condition due to lacking complete canopy cover, diversity in age and height of the trees, and diversity in the understory shrub layer.”* The area in the north east corner, which will be retained, enhanced and inaccessible to residents, is a *“well-established woodland ... in a ‘Fairly Good’ condition given the established canopy, variety of tree age groups and a well-established understory layer of primarily wood anemone.”*
- 5.41 As well as the retention of the area to the north east of the site, which the Council’s Ecologist welcomes, the scheme proposes a range of other ecological enhancements. These include the native tree planting (including alder, birch and oak), hedgerow planting (including hawthorn, beech and blackthorn) including along the front boundary and within the site, ecological woodland edge planting (such as hawthorn, dog rose and holly) in areas along the north, east and west boundaries and the sedum roof. These will considerably enhance the site in ecological terms and add diversity to this woodland area.
- 5.42 The ecology work has also assessed the site for protected species. Bats do use the woodland, but there is no evidence that they roost in the disused buildings or any of the trees. The site is not considered likely to support Great Crested Newts, dormice or reptiles. It may be used by badgers, but there are no setts or latrines on the site. It is likely to be used by nesting birds, so any tree works will need to be undertaken in an appropriate way. The proposals to create inaccessible areas to the north, east and west of the proposed building, along with new native planting in these areas, is likely to enhance the site’s suitability as a habitat for animals. The additional screening provided by the building will also reduce noise levels within part of the adjoining Ewhurst Woods. The Council’s Ecologist is satisfied that impact upon protected species can be avoided or mitigated using the measures set out in the ecology report.
- 5.43 In conclusion, the proposal would involve the loss of trees, some of which form an extension into the site of the adjoining woodland. However a detailed and wide ranging mitigation and enhancement scheme has been proposed.

### **Aviation safety**

- 5.44 NATS have confirmed that they have no safeguarding objection to the proposal. GAL Safeguarding also has no objection subject to the agreement and implementation of a Bird Hazard Management Plan. This has subsequently been progressed by the applicant. GAL Safeguarding has confirmed that the revised BHMP is acceptable. Its implementation can be secured by condition. The proposal is therefore considered acceptable in aviation safety terms.

### **Infrastructure contributions and affordable housing**

- 5.45 Policy H4 of the Crawley Borough Local Plan sets out the expected levels of affordable and low cost housing within new housing developments. It seeks 40% affordable housing from all new developments, with a minimum of 70% of the affordable housing being Affordable Rent, or Social

Rent where other forms of subsidy exist, and up to 30% Intermediate tenure. In addition to the provision of 40% affordable housing, approximately 10% low cost housing will be sought on developments proposing 15 dwellings or more, offering 10% discount to first-time buyers. The policy states that this will apply to all developments unless evidence demonstrates that this cannot be achieved from a viability perspective and the development meets a demonstrable need.

- 5.46 The original scheme proposed 40% affordable housing within a development of 44 flats. The revisions to address noise concerns have reduced the number of units to 39. The applicant is now offering twelve affordable housing units, which represents 30.8% of the total number. These would include five rented flats and seven shared ownership. The applicant has held detailed discussions with a Registered Provider and hopes to secure their approval later this month.
- 5.47 The scheme does not achieve the full 40% policy requirement. The applicant has submitted a viability statement to justify the reduced level. This has been reviewed by the Housing Enabling and Development Manager, who has also discussed possible alternatives with the applicant. Following these detailed discussions, the Housing Enabling and Development Manager has confirmed that he accepts the applicant's viability statement and feels that the provision of affordable housing at this level is acceptable for this scheme. He is also pleased to see specific interest from a housing association in taking on the affordable units and recommends that the offer from the applicant be accepted.
- 5.48 Policy IN1 requires developments to make provision for their on and off site infrastructure needs and confirms that the Council will seek to implement a Community Infrastructure Levy (CIL). The Crawley CIL Charging Schedule has been in effect since 17 August 2016 and is relevant to this application for new residential units. The charge for residential within the borough-wide zone is £100 per sqm subject to indexation. Should planning permission be granted, an informative can be attached to the decision notice to inform that this development constitutes Community Infrastructure Levy 'CIL' liable development which is a mandatory financial charge on development.
- 5.49 The proposal would involve the creation of 39 new residential units and may trigger off-site contributions towards children's/youth play, amenity green space and allotments, although considerable open space provision is made within the site. Final comments are awaited from the Countryside & Open Space Officer and an update will be provided at Planning Committee.
- 5.50 As set out above, the proposal also triggers a contribution towards off site tree planting. Policy CH6 of the Local Plan covers tree replacement. It seeks one tree per new dwelling created, either through on site provision or payment in lieu (£700 per tree), requiring a total of 39 trees. The policy also requires replacement or payment for any existing trees lost as a result of the development based on the girth of the trees. Taking account of the girth of the trees to be removed gives a requirement for 63 replacements.
- 5.51 The Air Quality Management Officer seeks mitigation measures to a value of £12,287. These can probably be delivered on site though features such as EV vehicle charging and solar PV panels. The TRO contribution will also need to be secured.

## **CONCLUSIONS:-**

- 6.1 The scheme would make a positive windfall contribution towards Crawley's general and affordable housing needs. The proposal is of high design quality and would significantly enhance the appearance of the site from Ifield Avenue. The building would have no significant impact upon neighbouring properties. The proposal is considered acceptable in highways and parking terms, subject to a TRO. The proposed tree loss is unfortunate, but a significant replanting and ecological enhancement scheme is proposed. The enhancements will add diversity, protect the key woodland area of the site and provide a buffer to the adjoining woods. Overall, the scheme would represent a very positive addition to the streetscene and is recommended for approval.

## **RECOMMENDATION RE: CR/2020/0274/FUL**

**PERMIT**, subject to a S106 agreement to secure:

- A financial contribution of £7,418 for the Traffic Regulation Order
- A financial contribution of £12,287 or equivalent on site mitigation measures to address the air quality impacts
- A financial contribution of £38,500 towards off site new and replacement tree planting.
- 12 affordable housing units (5 rented and 7 shared ownership)

And subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.  
REASON: To comply with Section 91 of the Town & Country Planning Act 1990.
2. The development hereby permitted shall not be carried out other than in accordance with the approved plans as listed below save as varied by the conditions hereafter:  
(Drawing numbers to be added)  
REASON: For the avoidance of doubt and in the interests of proper planning.
3. No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters,
  - the anticipated number, frequency and types of vehicles used during construction,
  - the method of access and routing of vehicles during construction,
  - the parking of vehicles by site operatives and visitors,
  - the loading and unloading of plant, materials and waste,
  - the storage of plant and materials used in construction of the development,
  - the erection and maintenance of security hoarding,
  - the erection of fencing to protect trees,
  - the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),
  - details of public engagement both prior to and during construction works.
 REASON: In the interests of highway safety and the amenities of the area in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030.  
REASON WHY PRE-COMMENCEMENT: A Construction Management Plan is required pre-commencement because the potential impacts upon highway safety and local residents that the Plan would mitigate could occur from the beginning of on-site activity and preparatory work.
4. No development shall take place until a scheme, in the form of a site specific dust management plan, to control the emission of dust from the construction works at the site has been submitted to and approved in writing by the Planning Authority. The approved scheme shall have reference to the IAQM's Construction Dust Guidance (Guidance on the assessment of dust from demolition and construction (2014) and Guidance on Air Quality Monitoring in the Vicinity of Demolition and Construction Sites (2018) and be fully implemented throughout the duration of construction works until completion of the development.  
REASON: In the interests of the amenities of the area in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030.  
REASON WHY PRE-COMMENCEMENT: A Dust Management Plan is required pre-commencement because the potential impacts of dust upon local residents that the Plan would mitigate could occur from the beginning of on-site activity, preparatory work and demolition.
5. No above ground construction shall be carried out unless and until a schedule of materials and finishes, together with samples of such materials and finishes, to be used for external walls and roofs of the development hereby permitted have been submitted to and approved by the Local Planning Authority.  
REASON: To enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030.

6. The building hereby approved shall be constructed in strict accordance with the land levels and overall building height specified on the approved drawings and in other documents submitted with the application unless otherwise agreed in writing by the Local Planning Authority.  
REASON: To enable the Local Planning Authority to control the development in detail in the interests of visual amenity in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030.
7. No cables, wires, aerials, pipework (except rainwater downpipes as shown on the approved plans), meter boxes or flues shall be fixed to the South, West or East elevations of the development hereby approved unless details have been submitted to and approved in writing by the Local Planning Authority.  
REASON: To enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality in accordance with Policy CH3 of the Crawley Borough Local Plan 2015-2030 and the Urban Design SPD.
8. Development should not commence until finalised detailed surface water drainage designs for the site, based on sustainable drainage principles, for the development have been submitted to and approved in writing by the Local Planning Authority. The drainage designs should demonstrate that the surface water runoff generated up to and including the 100 year, plus 40% for climate change, critical storm will not exceed the run-off from the current site following the corresponding rainfall event.  
REASON: To prevent the increased risk of flooding and in accordance with policy ENV8 of the Crawley Borough Local Plan 2015-2030.  
REASON WHY PRE-COMMENCEMENT: Details regarding drainage and SUDS details are required pre-commencement because they are likely to involve below ground works that may be carried out at a very early stage in the construction process.
9. Development shall not commence until full details of the maintenance and management of the SUDS system is set out in a site-specific maintenance manual and submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented and maintained in accordance with the approved details.  
REASON: To ensure the long term maintenance of the drainage system, prevent the increased risk of flooding and in accordance with policy ENV8 of the Crawley Borough Local Plan 2015-2030.  
REASON WHY PRE-COMMENCEMENT: Details regarding drainage and SUDS details are required pre-commencement because they are likely to involve below ground works that may be carried out at a very early stage in the construction process.
10. No development, including site works of any description, shall take place on the site unless and until all the existing trees/bushes/hedges to be retained on the site have been protected by a fence to be approved by the Local Planning Authority erected around each tree or group of vegetation at a radius from the bole or boles of 5 metres or such distance as may be agreed in writing by the Local Planning Authority. Within the areas so fenced off the existing ground level shall be neither raised nor lowered and no materials, temporary buildings, plant machinery or surplus soil shall be placed or stored thereon without the prior written approval of the Local Planning Authority. If any trenches for services are required in the fenced off areas they shall be excavated and backfilled by hand and any tree roots encountered with a diameter of 25 mm or more shall be left unsevered.  
REASON: To ensure the retention and maintenance of trees and vegetation which is an important feature of the area in accordance with policy CH7 of the Crawley Borough Local Plan 2015 - 2030.  
REASON WHY PRE-COMMENCEMENT: Tree protection measures must be agreed and installed to protect important landscaping in and around the site prior to any site works taking place which could result in damage.
11. No above ground development shall take place until the following details have been submitted to, and approved by, the Local Planning Authority:
- long-term management proposals to ensure appropriate maintenance of woodland and other naturalistic habitat areas (which may be combined with more formal landscape maintenance matters in an integrated Landscape and Habitat Management Plan); and
  - a concise checklist (for use on site) of avoidance and mitigation measures to cover protected species;
- The approved details shall be implemented in full and maintained thereafter unless otherwise approved in writing by the Local Planning Authority.

REASON: To prevent loss of, and contribute to a net gain in, biodiversity and to ensure a high quality landscaping scheme in accordance with policies CH3 and ENV2 of the Crawley Borough Local Plan 2015-2030 and the relevant parts, including paragraph 175, of the National Planning Policy Framework.

12. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of five years from the completion of the development die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.  
REASON: In the interests of amenity and of the environment of the development in accordance with Policy CH3 of the Crawley Borough Local Plan 2015 - 2030.
13. The Bird Hazard Management Plan shall be implemented as approved, upon completion of the roofs and shall remain in force for the life of the buildings. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.  
REASON: It is necessary to manage the roofs in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Gatwick Airport in accordance with Policy IN1 of the Crawley Borough Local Plan 2015-2030.
14. No part of the development shall be first occupied until the covered and secure cycle parking spaces shown on the approved drawings have been fully provided and made available for use by residents.  
REASON: To encourage sustainable travel options and in accordance with policies IN3 and IN4 of the Crawley Borough Local Plan 2015 - 2030 and the parking standards set out in the Urban Design Supplementary Planning Document.
15. The building shall not be occupied until the parking spaces, manoeuvring and turning facilities shown on the submitted plans have been provided and constructed and a Parking Management Plan has been submitted to and approved in writing by the Local Planning Authority. The areas of land so provided shall not thereafter be used for any purpose other than the parking, manoeuvring and turning of vehicles and the development shall be operated in accordance with the Parking Management Plan unless otherwise agreed in writing by the Local Planning Authority.  
REASON: To ensure that adequate and satisfactory provision is made for the accommodation of vehicles clear of the highways, that the spaces are allocated and managed for the benefit of all residents and in accordance with policies CH3 and IN4 of the Crawley Borough Local Plan 2015-2030 and the Urban Design Supplementary Planning Document.
16. No part of the development shall be first occupied until a Travel Plan for the site has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan once approved shall thereafter be implemented as specified within the approved document. The Travel Plan shall be completed in accordance with the latest guidance and good practice documentation as published by the Department for Transport or as advised by the Highway Authority.  
REASON: To encourage and promote sustainable transport and in accordance with policies IN3 and IN4 of the Crawley Borough Local Plan 2015 - 2030.
17. The noise level outside any opening window to a noise sensitive habitable room shall not exceed the Unacceptable Adverse Effect Level as defined in policy ENV11 of the Crawley Borough Local Plan 2015-2030 unless otherwise agreed in writing by the Local Planning Authority. The Unacceptable Adverse Effect Level in ENV 11 is considered to occur where noise exposure from transport sources is above 66dB LAeq,16hr and 57dB LAeq,8hr at night.  
REASON: To protect the amenity of future residents against potential noise disturbance arising from traffic on Ifield Avenue and Crawley Avenue in accordance with policies CH3 and ENV11 of the Crawley Borough Local Plan 2015-2030 and the National Planning Policy Framework.
18. (1) Before any above ground development takes place, a scheme shall be submitted to and approved in writing by the Local Planning Authority to protect the site and dwellings against the noise from Crawley Avenue and Ifield Avenue. The noise mitigation scheme shall demonstrate that the development is able to achieve:

(a) A noise level within any (unoccupied) domestic living room (including kitchen/diners and open plan studio flats) or bedroom, with windows open, of no more than 35 dB LAeq,16hr (between 0700 and 2300 - day) and no more than 30dB LAeq,8hr (between 2300 and 0700 - night);

(b) A maximum noise level within any (unoccupied) domestic bedroom (or studio flats), with windows open, shall not normally exceed 45 dB(A) LAFMax between 2300 and 0700; and

(c) road traffic noise level in any external amenity areas of no more than 50dB LAeq,16hr. Where this standard cannot be achieved despite all potential mitigation being carried out, a level of no more than 55dB LAeq,16hr will be acceptable for the whole or a proportion of the private amenity area, the details of which are to be agreed with the Local Planning Authority.

(2) Where the standards in (a) and/or (b) in paragraph (1) above cannot be achieved with windows open, the scheme must show how those standards will be met with windows shut and the means by which natural and if proved necessary mechanical ventilation will be provided to adequately deal with summer overheating.

(3) After completion and prior to occupation, a survey involving the measurement of the effectiveness of the scheme, shall be undertaken. The survey shall select representative examples of dwelling types in agreement with the Local Planning Authority and identify the level of compliance to the scheme. A written report of the findings, identifying the level of compliance shall be submitted to the Local Planning Authority within one month of the survey completion. No part of the development can be occupied where compliance has not been achieved in full.

(4) Where a dwelling does not comply with the standards in paragraph (2) sections (a) and (b), the applicant shall submit a scheme of remedial works for approval by the Local Planning Authority, including a programme for the implementation of the remedial works. The approved scheme for that dwelling must be implemented in full as agreed prior to occupation of that dwelling.

(5) No dwelling hereby permitted shall be occupied until the approved scheme has been implemented in respect of that dwelling.

(6) The approved scheme must be implemented in full and maintained for the lifetime of the building. Any amendments to the scheme or alterations to the windows or ventilation must be agreed with the Local Planning Authority in advance on an application on that behalf.

REASON: To protect the amenity of future residents against potential noise disturbance arising from traffic on Ifield Avenue and Crawley Avenue in accordance with policies CH3 and ENV11 of the Crawley Borough Local Plan 2015-2030 and the National Planning Policy Framework.

19. Prior to the first occupation of the flats hereby approved, the outdoor landscaped roof terraces and the ground level outdoor amenity areas shall be fully implemented and made available for use by residents. The terraces and amenity space areas shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.

REASON: To create a high quality residential environment an adequate amenity space for future residents and in accordance with Policy CH3 of the Crawley Borough Local Plan 2015 - 2030.

20. The development shall be implemented in strict accordance with the details set out in the Sustainability and Energy Statement dated 26 March 2020 unless otherwise agreed in writing by the Local Planning Authority.

REASON: In the interests of environmental sustainability in accordance with policy ENV6 of the Crawley Borough Local Plan 2015-2030 and the Planning and Climate Change Supplementary Planning Document.

21. The residential units shall not be occupied until details have been submitted to and approved in writing by the Local Planning Authority to demonstrate that each unit shall achieve a water efficiency standard by consuming not more than 110 litres per person per day maximum water consumption.

REASON: In the interests of sustainable design and efficient use of water resources in accordance with Policy ENV9 of the Crawley Borough Local Plan 2015-2030 and the Planning and Climate Change Supplementary Planning Document.

22. The residential units shall not be occupied until the proposed solar PV panels set out within the Sustainability and Energy Statement have been installed and made operational.

REASON: In the interests of sustainability and reduced carbon emissions in accordance with Policy ENV6 of the Crawley Borough Local Plan 2015-2030 and the Planning and Climate Change Supplementary Planning Document.

## INFORMATIVES

1. The water efficiency standard required under condition 21 is the 'optional requirement' detailed in Building Regulations Part G Approved Document (AD) Building Regulations (2015) at Appendix A paragraph A1.
2. Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. Gatwick Airport requires a minimum of four weeks notice. For crane queries/applications please email [gal.safeguarding@gatwickairport.com](mailto:gal.safeguarding@gatwickairport.com). The crane process is explained further in Advice Note 4, 'Cranes and Other Construction Issues', (available from <http://www.aoa.org.uk/policy-campaigns/operations-safety/>)
3. Within the boundaries of Crawley Borough Council the Control of Pollution Act 1974 is used to control noise from construction sites. Section 60 of the Act permits Local Authorities to specify the hours the noisy works are permitted.

The permitted hours for noisy construction work in the Borough of Crawley are as follows:

0800 to 1800 Monday to Friday and

0800 to 1300 on Saturday.

With no noisy construction works taking place on Sundays, Bank Holidays, Public Holidays, Christmas Day, Boxing Day or New Years' Day.

The developer shall employ at all times the best practical means to minimise noise disturbance to nearby residents. All construction work practises shall comply with B.S. 5228 1:2009 'Code of practice for noise and vibration control on construction and open sites'.

Any exemptions to the above hours must be agreed with The Environmental Health Team in advance.

4. A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.
5. This development constitutes Community Infrastructure Levy 'CIL' liable development. CIL is a mandatory financial charge on development. For more information on CIL and associated forms visit [www.crawley.gov.uk/cil](http://www.crawley.gov.uk/cil), email [development.control@crawley.gov.uk](mailto:development.control@crawley.gov.uk) or telephone 01293 438644 or 438568. To avoid additional financial penalties the requirements of CIL must be managed before development is commenced and subsequently payment made in accordance with the requirements of the CIL Demand Notice issued. Please also note that any reliefs or exemptions from CIL are subject to the correct procedures being followed as laid down in the regulations, including the following:
  - a) Where a CIL exemption or relief has to be applied for and granted by the council, it can only be valid where the development in question has not yet commenced at the time when exemption or relief is granted by the council.
  - b) A person will cease to be eligible for any CIL relief or exemption granted by the council if a Commencement Notice is not submitted to the council before the day on which the development concerned is commenced.
  - c) Any event occurred during the 'clawback period' for a CIL relief or exemption which causes the relief or exemption to be withdrawn is known as a 'disqualifying event'. When such an event occurs the person benefiting from the relief or exemption must notify the council of the event within 14 days, or a surcharge will become applicable.
6. A formal application for connection to the water supply is required in order to service this development. For further advice, please contact Southern Water, Southern House, Yeoman Road,

Worthing, West Sussex BN13 3NX (Tel. 0330 303 0119). Website: [southernwater.co.uk](http://southernwater.co.uk) or by email at [SouthernWaterPlanning@southernwater.co.uk](mailto:SouthernWaterPlanning@southernwater.co.uk).

## 1. NPPF Statement

In determining this planning application, the Local Planning Authority assessed the proposal against all material considerations and has worked with the applicant in a positive and proactive manner based on seeking solutions where possible and required, by:

- Providing advice in a timely and manner through pre-application discussions/correspondence.
- Liaising with consultees/applicant/agent and discussing the proposal where considered appropriate and necessary in a timely manner during the course of the determination of the application.
- Seeking amended plans/additional information to address identified issues during the course of the application.

This decision has been taken in accordance with the requirement in the National Planning Policy Framework, as set out in article 35, of the Town and Country Planning (Development Management Procedure) Order 2015.



# ArcGIS Web Map



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Crawley, West Sussex,  
RH10 1UZ  
Tel: 01293 438000

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