

REFERENCE NO: CR/2018/0267/RG3

LOCATION: [K2 CRAWLEY, BRIGHTON ROAD, TILGATE, CRAWLEY](#)
WARD: Tilgate
PROPOSAL: CREATION OF 64 ADDITIONAL CAR PARKING SPACES THROUGH A REVISED LAYOUT AND REMOVING SMALL AREAS OF HARD AND SOFT LANDSCAPED KERBED ISLANDS (AMENDED PLANS/LANDSCAPING RECEIVED)

TARGET DECISION DATE: 12 June 2018

CASE OFFICER: Miss D. Angelopoulou

APPLICANTS NAME: Crawley Borough Council, Partnership Services

AGENTS NAME: Mr Rhys Hutchings

PLANS & DRAWINGS CONSIDERED:

1000004040-3-000-01 RevB Location Plan
1000004040-3-010-01 RevC Site Plan
1000004040-3-050-01 RevA SW Drainage Strategy

CONSULTEE NOTIFICATIONS & RESPONSES:-

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| 1. Environment Agency | No further comments; application has a low environmental risk. |
| 2. WSCC - Highways | No highway objection. |
| 3. CBC - Drainage Officer | No objection. |
| 4. CBC - Property Division | No objection. |
| 5. CBC - Planning Arboricultural Officer | No objection provided that the works will be implemented with the submitted AMS. |

NEIGHBOUR NOTIFICATIONS:-

The application has been advertised by several site notices displayed within the application site on 1st May 2018.

RESPONSES RECEIVED:-

No responses have been received.

REASON FOR REPORTING TO COMMITTEE:-

Crawley Borough Council is the applicant.

THE APPLICATION SITE:-

- 1.1 The application site relates to the K2 Crawley Leisure Centre car park. The site is located on the eastern side of Brighton Road on the southern edge of Crawley. It is accessed via a junction with the Brighton Road, situated towards the south-western corner of the site. The application site lies in an area designated as Flood Zone 3. On the western frontage there are some protected lime trees under TPO ref: 16.11.3. K2 Crawley is identified as Main Employment Area as set out in Policy EC2.

It is also within the Long Distance View Splay from Buckswood Drive as identified by the Local Policy CH8.

- 1.2 To the north and east of the site are school buildings and associated playing fields. To the south of the site is Tilgate Drive, which leads to Tilgate Park and Tilgate Forest Recreation Centre. Further to the west is Broadfield Park Business Park and the Broadfield Stadium further to the north-west.

THE PROPOSED DEVELOPMENT:-

- 2.1 Planning permission is sought to provide additional car parking across 3 main areas, providing an additional 64 car parking spaces. This would be done through revising the parking bay layout and by removing small areas of hard and soft landscaped kerbed islands within these three main areas.
- 2.2 During the course of the application a revised site plan has been received showing the provision of replacement trees within the revised site layout to mitigate for those being removed. The following documents have been submitted in support of the application:
 - Design and Access Statement.
 - Transport Statement.
 - Drainage Strategy Plan.
 - Tree Survey.
 - Arboricultural Impact Assessment
 - Arboricultural Method Statement.
 - Construction Management Plan.

PLANNING HISTORY:-

The relevant planning history is as following:

- 3.1 CR/2010/0310/RG3 – Removal of existing flag pole & installation of two cycle shelters with associated cycle stands – Permitted.
- 3.2 CR/2009/0153/RG3 – Construction of 68 additional car parking, pick up / drop of layby and footways with associated landscaping amendments – Permitted.
- 3.3 CR/2006/0533/RG3 – Construction of 50 additional car parking spaces within existing leisure centre car park – Permitted.
- 3.4 CR/2003/0552/RG3 – Approval of reserved matters for erection of a new leisure centre, running track and car parking and associated works – Permitted.
- 3.5 CR/2002/0782/RG3 – Outline application for 1) erection of new leisure centre, running track, artificial pitch, car parking and associated work, 2) provision of new pitch, terracing, floodlighting, erection of new pavilion and associated works – Permitted.

PLANNING POLICY:-

National Planning Policy Framework (2012) (NPPF)

- 4.1 The NPPF states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. More specifically:
 - Paragraph 14 – Presumption in favour of sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.
 - Paragraph 17 – Core planning principles. Take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

- Section 4 – Promoting sustainable transport. Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:
 - the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- Section 7 – Requiring good design. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.
- Section 8 – Promoting healthy communities. Paragraphs 70 and 73: Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Crawley Borough Local Plan (2015-2030) (adopted December 2015)

4.2 The relevant policies include:

- 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 CH2: Principles of Good Urban Design. In order to assist in the creation, retention or enhancement of successful places. Development proposals will be required to create continuous frontages onto streets and spaces enclosed by development which clearly defines private and public areas; create public spaces and routes that are attractive, safe, uncluttered and which work effectively for all in society, including disabled and elderly people; make places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport networks; and to provide recognisable routes, intersections and landmarks to help people find their way around.
- Policy CH3: Normal Requirements of All New Development. All proposals for development will be required to be based on a thorough understanding of the significance and distinctiveness of the site and its immediate and wider context; be of a high quality urban design in terms of their urban, landscape and architectural design and relate sympathetically to their surroundings; not cause unreasonable harm to the amenity of the surrounding area; retain existing individual or groups of trees that contribute positively to the area and allow sufficient space for trees to reach maturity; and be able to meet its own operational requirements necessary for the safe and proper use of the site. Development proposals must adhere to any relevant supplementary planning guidance produced by the council.
- Policy CH6: Tree Planting and Replacement Standards. Where development proposals would result in the loss of trees, applicants must identify which trees are to be removed and replaced in order to mitigate for the visual impact resulting from the loss of the tree canopies.
- Policy CH8: Important Views. The Important Views identified on the Local Plan Map should be protected and/or enhanced and development proposals should not result in a direct adverse

impact or lead to the erosion of these views. The site is within the long distance views splay from Buckswood Drive.

- Policy EC2: Main Employment Area. Broadfield and K2 Crawley has been identified as Main Employment Areas. As a key economic driver in the sub-region, Crawley's main employment areas make a significant contribution to the economy of the town and the wider area. Therefore, Main Employment Areas are identified as a focus for sustainable economic growth, each of which has a different character and function.
- Policy ENV1: Green Infrastructure. Crawley's multi-functional green infrastructure network will be conserved and enhanced through various measures including: i. development that protects and enhances green infrastructure will be supported, and v. proposals should maximise the opportunity to maintain and extend green infrastructure links to form a multi-functional network of open space, providing opportunities for walking and cycling, and connecting to the urban/rural fringe and the wider countryside beyond.
- Policy ENV8: Development and Flood Risk. Development proposals must avoid areas which are exposed to an unacceptable risk from flooding, and must not increase the risk of flooding elsewhere. To achieve this, development will, where identified in the SFRA, demonstrate through a Flood Risk Assessment how appropriate mitigation measures will be implemented as part of the development to ensure risk is made acceptable on site, and is not increased elsewhere as a result of the development.
- Policy IN3: Development and Requirements for Sustainable Transport. Developments should not cause an unacceptable impact in terms of increased traffic congestion or highway safety.

Supplementary Planning Documents (adopted October 2016)

The Supplementary Planning Documents are non-statutory documents which supplement the policies of the Local Plan and are applicable to this application. In particular:

Urban Design SPD 2016:

- 4.3 The SPD contains guidelines on the standards the Council expects for the public design highlighting in particular the importance of massing and materials, public realm, street design and parking and sustainable design. It also includes new Crawley Borough Minimum Parking Standards.

Green Infrastructure SPD 2016:

- 4.4 This SPD provides clear guidance on how to meet the requirements of Local Plan Policies in relation to Crawley's Green Infrastructure assets. It provides further guidance on Policy CH6: Tree Planting and Replacement Standards. It also contains guidelines on the standards the Council expects for designing for trees and trees with Tree Preservation Orders (TPO's).

PLANNING CONSIDERATIONS:-

- 5.1 The main planning issues in the determination of this application are:

- The principle of development and whether there is an identified need for the proposed additional parking
- The impact on the visual amenity & streetscene
- The impact on highway safety
- The impact on existing trees
- Flood risk/drainage

The principle of development and whether there is an identified need for the proposed additional parking

- 5.2 K2 Crawley Leisure Centre is accessed via Tilgate Drive, which forms a junction with Brighton Road (A23). The current parking provision on site is 472 car parking spaces available for visitors and the proposal is for the provision of 64 additional car parking spaces. The applicant has submitted a Design and Access Statement and Transport Statement which includes a car parking survey and a detailed bus usage survey in support of the application. The leisure centre has an on-site bus stop and cycle parking to serve the site.

- 5.3 A car parking survey was conducted on Monday 19 February 2018 and Saturday 24 February 2018 to investigate the car parking demand and usage. The results of this survey demonstrate parking stress at 100% for regular, parent & child bay users on every beat on Saturday and almost every beat on Monday. Demand exceeds levels of parking provision, and this has led to vehicles parking outside designated bays, with a maximum of 26 parked in unsuitable areas on the Monday survey at 19:00. However, the parking stress for disabled bays peaked at 73% and as such the existing level of provision for blue badge holders appears to be acceptable.
- 5.4 Regarding the bus user surveys, these were conducted on Monday 19 February 2018 and Saturday 24 February 2018 for the No.2 bus stop outside the K2 Crawley building's main entrance. The Number 2 bus runs every 10 minutes. The results showed on the Monday evening that there was only one passenger departing and boarding the bus between 18:00 and 20:37. The weekend use was higher with 17 arrivals and 15 departures in the morning. The surveyors noted that although buses were generally entering K2 Crawley on time, there was often a five to ten minute delay from buses entering the car park, to reaching the bus stop. This was due to the number of vehicles queuing in the car park. As a result, two occasions saw buses reach the bus stop at the same time.
- 5.5 The above surveys demonstrate that the private car is evidently the preferred mode of transport and reinforces the importance of an appropriate level of car parking provision. The Council's Urban Design SPD refers to minimum parking standards for the use D2 Places of assembly/leisure (1 space per 22sqm), or swimming pools (1 space per 10sqm of pool area), tennis courts etc (2 spaces per court). The K2 Crawley's total floor area appears to be 15,046sqm and therefore the proposal falls significantly short of the minimum parking provision needed.
- 5.6 In conclusion, the overall parking provision on site would still be below the minimum standards contained in the Urban Design SPD, and given the supporting surveys and Transport Statement, the proposal would therefore accord with the relevant Local Plan Policies and the NPPF.

The impact on the visual amenity & streetscene

- 5.7 The main works of the proposed development would include a revised parking layout through the removal of hard and soft landscaped kerbed islands. These removals and the revised parking layout would necessitate the removal of 27 trees within the parking area to facilitate the provision of the 64 additional car parking spaces.
- 5.8 Policy CH6 requires that where development proposals would result in the loss of trees, applicants must identify which trees are to be removed and replaced, based on the trunk diameter of each tree, in order to mitigate for the visual impact resulting from the loss of the tree canopies. The proposal would require 30 replacement trees and originally included 10 replacement pin oak trees on the southern frontage on the junction with Brighton Road and a soft verge to the north. Officers raised concerns regarding the impact of the removal of the trees within the parking bays in terms of visual amenity and a revised layout has been received showing the provision of 30 replacement trees in total. The species would be Pin Oak trees and Norway Maple Cultivar as existing.
- 5.9 It is considered that the proposal is now acceptable and the planting of pin oak trees on the southern frontage on the junction with Brighton Road is considered a significant improvement to the appearance of the car park. While the landscaped visual appearance of the car park would be diminished in the short term with the loss of the established trees from within the car park, the provision of the replacement trees on site would improve the visual character of the car park in the longer term and the visual impact of the development is therefore considered therefore acceptable in this regard.
- 5.10 To conclude, the proposal would therefore comply with relevant Local Plan Policies and the NPPF, however two conditions are recommended to ensure implementation of the proposed planting of the new trees and soft landscaping.

The impact on highway safety

- 5.11 The provision of more car-parking within the K2 Crawley Leisure Centre grounds itself should reduce the pressure for parking on the unmarked unsuitable spaces outside designated bays. The

Highway Authority were consulted and advised that they raise no objection to the application. They commented that: *'From the transport statement submitted with the application, it is apparent that there are existing parking issues within the site. The increase in spaces is therefore intended to accommodate these existing demands as well as allow for some future growth. In highway terms, the layout and management of the car parking area are private matters. For the advice of the Local Planning Authority though, the proposed layout appears to comply with current guidance. The increase in parking spaces has the potential to result in some additional vehicle trips to the site. Although as the car park is ancillary to the leisure centre, it would be the leisure centre rather than the car park that generates vehicle trips; irrespective of the car park extension, the vehicle trips may still occur. From the submitted details, it is understood that peak times for the K2 lie away from the network peak times. As such, the highway network would be operating with spare capacity to accommodate any additional demands.'*

- 5.12 The proposal is therefore considered acceptable from a highway perspective and would accord with the relevant Local Plan Policies.

The impact on existing trees

- 5.13 According to the Council's TPO records there are some protected lime trees along the western boundary however the proposed development does not involve any works on these trees. The proposal would be further away from these trees and as such is considered acceptable.
- 5.14 The proposal would require the removal of 27 trees, including some Norway Maple Cultivar trees, pin oak trees and a sycamore tree. The Council's Arboriculture Officer raised no objection to the proposal provided all works would be carried out in accordance with the measures set out in the Arboricultural Method Statement. He also considered that the trees classified as Category B are in reality category C and are not of a high amenity value. The submitted Method Statement which states a series of measures to ensure the protection of all retained trees within the site, including tree protective fencing, soft landscaping/boundary fencing etc is considered acceptable.
- 5.15 In conclusion, it is therefore considered that subject to conditions, the proposed development would not have a detrimental impact on the existing retained trees (protected or not) and would therefore comply with Local Plan Policy CH3.

Flood risk/drainage

- 5.16 The application site lies in an area designated as Flood Zone 3. The applicant submitted a Drainage Strategy Plan and the Council's Drainage Officer raised no objection on drainage and flooding grounds and therefore is considered to meet the requirements of the Local Plan Policy ENV8 and the NPPF.

CONCLUSIONS:-

- 6.1 The proposal would provide 64 additional car parking spaces within the car park through a revised layout and removal of trees and hard and soft landscaped islands. The applicant has demonstrated that the overall parking provision on site would still be below the minimum standards contained in the Urban Design SPD, and provided car parking and bus user surveys and Transport Statement in support of the application. The creation of these additional car parking spaces would help to alleviate the current parking issues for visitors on site and reduce overspill parking.
- 6.2 The amended layout includes 30 replacement trees within the car park and along the southern frontage on the junction with Brighton Road (with the planting of 9 pin oak trees) as part of the landscaping and mitigation. Subject to conditions to ensure implementation and establishment of new replacement trees and soft landscaping, the works would have an acceptable visual impact on the character of the area. In addition, the proposal would not have any adverse impact on highway safety, on drainage and on the existing retained trees (protected or not) on site. The proposal is therefore considered acceptable and would accord with the relevant Local Plan Policies, the Urban Design SPD, the Green Infrastructure SPD and the NPPF, and it is therefore recommended to permit this application.

RECOMMENDATION RE: CR/2018/0267/FUL

PERMIT 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. The materials to be used in the development hereby permitted shall strictly accord with those indicated on the approved details associated 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 amenity and in accordance with Policy CH3 of the Crawley Borough Local Plan 2015-2030.
4. Any excavations carried out in the root protection area of any trees shall be carried out in accordance with the provisions laid out in BS 5837: 2012 – Trees in relation to design, demolition and construction and the development shall be carried out in accordance with the submitted Tree Survey - Arboricultural Impact Assessment & Arboricultural Method Statement (ref: CC/1878 AR3554) prepared by Challice Consulting Ltd and dated 12th December 2017.
REASON: To ensure the retention and maintenance of the protected trees and vegetation which are an important feature to the visual amenity of the area in accordance with Policies CH2 and CH3 of the Crawley Borough Local Plan 2015 - 2030.
5. All planting, seeding or turfing, including the planting of 30 new trees shown on drawing 1000004040-3-010-01 RevC Site Plan comprising the approved landscaping details shall be carried out in the first planting and seeding seasons following the completion of the development 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 the accordance with Policies CH3 and CH6 of the Crawley Borough Local Plan 2015 - 2030.
6. 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 the accordance with policy CH3 of the Crawley Borough Local Plan 2015 - 2030.
7. The works of the development hereby approved shall only be undertaken in accordance with the approved Construction Management Plan Project – K2 Crawley, car park regeneration Revision 3.
REASON: In the interests of highway safety and the amenities of the area and to accord with Policy CH3 of the Crawley Borough Local Plan 2015-2030.
8. The development hereby approved shall be implemented in accordance with the approved SW Drainage Strategy drawing numbered 1000004040-3-050-01 Rev A dated 15th March 2018.
REASON: To reduce the risk of flooding in accordance with Policy ENV8 of Crawley Borough Local Plan 2015-2030.

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:

- Liaising with applicant 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 and 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.

