CHAPTER 8: ECONOMY

INTRODUCTION

8.1 The Local Plan has an important role to play in enabling the creation of new employment and economic development opportunities and also helping to retain existing sources of employment. At the same time, however, it must also safeguard against the problems which can arise from an excessively buoyant and fast growing local economy, such as increased in-commuting, skill shortages and increased pressures for the release of land for business and housing development. This chapter contains policies to facilitate new employment and economic development to meet a variety of needs as well as to protect existing employment areas. Policies also deal with the protection and improvement of the environment both within and adjacent to employment areas. Account is taken of the Borough Council's Economic Development Strategy which has been produced to guide the Borough Council's own economic development activity and to provide a framework within which the economic activities of local organisations may be set.

MAIN CHARACTERISTICS

8.2 Crawley is the main employment centre of West Sussex. Despite the current recession, it has a relatively strong economy. A major factor in the area's economic success has been its excellent communications. It is adjacent to the M23 motorway and midway between London and the South coast channel ports. Gatwick Airport is within the borough and there are fast rail links to London and beyond. Another important feature which contributes to the local economy is its good quality environment and its pleasant countryside setting.

8.3 Whilst the 1970s and the early 1980s were characterised by full employment and a relatively strong economic base, major changes have occurred since that time. Manufacturing employment has continued to decline whilst there have been large increases in those employed in such sectors as hotels, distribution and catering, transport and communications, and business services. Despite the effects of the recession on the airline and airport industry, Gatwick Airport is now, by some margin, the main generator of local employment. Moreover, Crawley's economy remains very dependent upon a small number of other major employers.

8.4 Whilst the current recession has led to an increase in unemployment, the local rate compared with many areas, is still not exceptionally high. Given the attractiveness of the area for business and the scope which already exists for new employment generating development, there is the possibility that past problems such as insufficient labour and skill shortages and excessive pressure for development land could easily recur.

PLANNING CONTEXT

Government Regional Guidance

8.5 A key objective of the guidance is to maintain and develop the South East's economic performance and to take up opportunities offered by the Single European Market and the opening of the Channel Tunnel. However, protecting the environment of the region is also a high priority. Generally, growth is to be deflected from areas which have been under the greatest pressure for development in the recent past to areas where development would be more welcome, particularly in the East Thames corridor.

In the western sector of the region which includes Crawley, a reducing rate of development is appropriate to enable infrastructure and services to catch up with the rapid growth of the recent past. In the Crawley/Gatwick area, there are specific constraints which make any regionally significant expansion undesirable. Such development would have major environmental implications for an area which has already seen major rapid growth over recent years.

Other Government Guidance

8.6 Planning Policy Guidance Note 4 emphasises that development plans need to balance industry and commercial development requirements with the need to maintain and improve environmental quality. There is a need to ensure that sufficient land, well served by infrastructure, is available for a variety of employment activities. Development plans should, through the allocation of sites for employment, aim to contribute towards the protection of the environment and sustainability objectives. Locating jobs close to homes or where there is good public transport, can reduce the need to travel by private car. It is also suggested that some commercial uses which do not adversely affect the amenity of their surroundings, may be appropriate for housing areas.

West Sussex Structure Plan 1993

8.7 The 1993 Structure Plan provides the overall policy framework for employment development in the Local Plan. Within the context of caring for the environment, provision is to be made for sufficient business development to satisfy the resident workforce's need for jobs and the local economy's need to grow. In Central Sussex, the approach to employment growth is a cautious one. Firm policies will be needed in this area to prevent an excessive increase in jobs and overheating of the economy when the recession ends. If there is no restraint, past problems relating to skill shortages and accommodating increased housing demands could recur. The aim should be to locate as much employment development within the built-up area so as to minimise the consumption of resources, including countryside and energy resources.

STRATEGY, ISSUES AND OBJECTIVES

8.8 Notwithstanding Crawley's general economic success and advantages, it has a number of employment problems. Manufacturing has continued to decline, and although the service sector is dominant, there have been job losses in this area also. The local economy and job market is now dominated by the two key sectors of transport and communications, of which Gatwick Airport related employment is a major part as well as electronics. Any adverse changes in the fortunes of these sectors in particular, could have a major impact upon the local economy. To minimise the problems which could arise from such a situation, it is desirable to ensure that there is scope for other sectors to prosper and to play their role in sustaining the local economy. Traditionally, Crawley also has a low rate of business start-up and self-employment with very few firms being locally owned.

8.9 Although unemployment is now gradually decreasing, of particular concern is unemployment for young people under the age of 30 and for older people over the age of 50. There is a mis-match between the skills demanded by employers and those on offer by the unemployed. In-commuting is high as particular skills are imported into the borough and this has led to traffic problems. Firms unable to recruit locally, recruit from outside the area which has led to in-migration and put pressure on the supply of houses.

8.10 The Local Plan aims to facilitate a range of good quality employment opportunities as well as a prosperous local economy. This accords with the Council's Economic Development Strategy. However, the Plan also needs to ensure that any stimulus to employment and the local economy does not lead to problems of 'overheating' with a consequent impact on the environment. The environment needs to be protected since a prosperous local economy itself depends on a good quality environment.

8.11 The following objectives set the framework for the policies of the chapter:

Objectives for Economy

Objective 1
To provide sufficient land to meet the various employment needs of the borough and the local economy.

8.12 In accordance with the requirements of the Structure Plan, the Local Plan must make sufficient provision for development to meet the employment needs of the existing and future residents of Crawley and the wider Central Sussex economy. Providing sufficient jobs is an essential element of maintaining and enhancing the quality of life in the area.

Objective 2
To promote a healthy and economically and environmentally sustainable local economy.

8.13 Promoting the growth and development of the local economy will enhance employment and business opportunities. The Plan also allows for opportunities arising from the European market and from developments in the arts, sports and leisure sectors as long as these benefit the local community and do not threaten the over-riding objective of protecting the environment. It is important that enhanced economic activity does not result in harm to the environment or disturb local amenity. The use of non-renewable resources and energy must be minimised. It is also important to encourage the re-use of existing buildings in order to conserve resources.

Objective 3
To encourage the provision of a wide variety of employment types within the local economy.

8.14 A more diversified local economy will help to reduce Crawley's dependency on a few major business sectors and will enhance employment opportunities. To secure a variety of economic activities, a range of sizes and types of employment sites needs to be provided. The re-use of suitable buildings for economic activities may also be appropriate in certain circumstances.

Objective 4
To secure the provision of employment opportunities for all local people irrespective of their age, gender, abilities and skills.

8.15 It is important that employment opportunities are available to the whole community including those who are disadvantaged in the labour market. This will contribute to a better quality of life and release skills to benefit the local economy. The location of new development can also help to achieve a more sustainable environment and the Local Plan aims to locate development close to public transport and with easy access to residential areas in order to minimise car usage.

Objective 5
To ensure high standards of design and environmental quality in new employment development.

8.16 The encouragement of good quality design in all new development and its surrounding environment will provide a better environment for existing firms and workers. It will also enhance Crawley's image and its attraction to firms wishing to locate within the borough.

Objective 6
To achieve community and environmental benefits as part of new economic development.

8.17 The commercial success of economic enterprises depends in part on the quality of the local environment, on the availability of local services and infrastructure and on the availability of a trained and flexible workforce. In turn, economic and employment development can help to contribute to the provision and enhancement of these benefits e.g. through adopting recycling measures, improving landscaping and the provision of training and childcare facilities.

POLICIES

General Criteria

Policy E1
The Borough Council will encourage employment generating development and the enhancement of the local economy in so far as it is compatible with the environmental capacity and economic needs of the area. In particular, it will encourage development which:

(i) re-uses existing employment land and premises;

(ii) improves the conservation of non-renewable resources and the quality of life of the borough's population;

(iii) diversifies Crawley's economic base and provides new employment opportunities;

(iv) is appropriately located to be accessible by the whole community and in particular minimises the need for car usage;

(v) meets particular local employment needs;

(vi) contributes to the provision of training opportunities in the borough;

8.18 It is important to ensure that new employment development benefits the local community, enhances residents' quality of life and contributes to the economic prosperity of the area. The commercial success of firms depends in part on the

provision of a good quality environment, a trained and available workforce and adequate infrastructure. Therefore, development which provides good quality jobs and measures (e.g. workplace nurseries) to facilitate access to this employment will be particularly encouraged. Commercial development can generate significant car usage and contribute to road congestion and environmental problems. Proposals for new development will be given favourable consideration if they demonstrate the capacity to be served by public transport or are located to minimise the need to travel by car. The re-use or redevelopment of existing employment land and premises will reduce the pressures for the development of green field sites. This accords with the sustainability objectives of the Plan.

8.19 The Borough Council's Economic Development Strategy recognises that the expansion of local training services could make an important contribution to the regeneration of the local economy. It will assist local businesses to obtain a better supply of local labour with the right skills and reduce the need to import skills from outside the area. It will help to improve the quality of life for many residents by facilitating access to a greater choice of employment opportunities. The provision and expansion of training facilities and services is not, however, a responsibility of the Borough Council but of several other agencies such as the Sussex Training and Enterprise Council (TEC). Nevertheless, the Borough Council can, as local planning authority, assist in the process by allowing and accommodating suitable proposals for new training facilities including those provided by local firms.

Implementation: CBC forward planning, development control and economic development processes. Private developers and other agencies.

Employment provision

Policy E2
Provision is made for the development of approximately 340,000 sq.m. of floorspace for business, industrial and warehousing use between 1990 and 2006.

8.20 The Structure Plan requires the provision of 340,000 sq.m. of business (offices, industry and warehousing) floorspace between the beginning of 1990 and 2006. This should be sufficient to provide enough jobs for the workforce living in the existing and proposed housing in the area and sufficient to allow the local economy to grow and adapt. It includes sites which have planning permission for commercial development but which have not yet been implemented and an allowance for the extension or redevelopment of existing commercial premises and the development of small business sites within the built-up area. The provision includes business, industrial and warehousing development related to Gatwick Airport but not airport related development which for operational, safety or security reasons need to be located on the airport.

8.21 The Structure Plan provision figure is not prescriptive nor inflexible. It can be revised in order to maintain a balance between the supply of labour, as mainly reflected by house building rates and the supply of jobs from new business development. Of the total requirement for 340,000 sq.m. of new business floorspace, the majority has already been provided for by previous completions and allocations, and outstanding planning consents. This leaves a balance of 34,386 sq.m. (as at January 1995) to be provided on new sites to be identified in the Local Plan (see Appendix 9).

8.22 Whilst it is important to ensure that the housing/employment balance is not exacerbated by exceeding Structure Plan provision requirements, at the same time, Crawley's economic prosperity must be maintained and employment opportunities for

local residents enhanced. This can only be achieved by ensuring that a sufficient amount and variety of potential commercial development sites is made available to satisfy a wide range of business needs. In the past, local opportunities for business development have been orientated too much towards satisfying a limited range of needs and consequently the local economy and its growth prospects have been vulnerable to economic downturns in one or two sectors.

Implementation: CBC forward planning, development control and economic development processes. Private developers and other agencies.

The location of employment generating development

Policy E3A
The following sites are allocated for new employment generating development:

(1) Three areas within the town centre suitable for a mix of uses including B1 offices
(2) Kilnmead/High Street (town centre) - B1 offices
(3) Jungle Field (Maidenbower) - B1 uses
(4) As part of the new neighbourhood in the north east sector - mix of B1, B2 and B8 uses
(5) Adjacent to Astral Towers (County Oak) - B2 and B8 uses
(6) Rushetts Place (Langley Green) - small B1 workshops and offices only
(7) Dobbins Place - Hyde Drive (Ifield West) - small B1 workshops and offices only
(8) Broadwood Rise (Broadfield) - small B1 workshops and offices only

Policy E3B
The following previously identified sites will continue to be allocated for business development in the period up to 2006 :

(9) 5 - 7 Brighton Road - B1 offices
(10) Shaws Garage (Orchard Street) - B1 offices (*Completed*)
(11) 1 - 11 High Street - B1 offices (*9-11 only completed*)
(12) Town Mead - B1 offices (*Completed)*
(13) Station Way - B1 offices
(14) Haslett Avenue/Spindle Way - B1 offices
(15) Maidenbower neighbourhood centre - B1 offices (*Completed)*
(16) Fernhill House (Fernhill Road) - B1 offices
(17) The Beehive - B1 uses
(18) Three Bridges Station - B1 offices
(19) West of Astral Towers (County Oak) - B1 offices
(20) West of Whittle Way (Manor Royal) - B1, B2 and B8 uses
(21) Maidenbower - B1 uses
(22) Rowley Farm - B2 and B8 uses *(Completed*)
(23) Langley Walk - B2 and B8 uses
(24) Smithkline Beecham (Manor Royal)- B2 and B8 uses (*Completed*)

8.23 Land to achieve approximately 38,000 sq.m. of new business floorspace is allocated in policy E3A on sites 1 to 8. Sites numbered 9 to 24 are previously identified sites and those which have existing planning permission. They remain allocated for business development and form part of the total provision being made by this Local Plan. The new sites have been selected after considering the following criteria:-

- to provide a variety of sites suitable for a range of employment uses;
- to minimise the loss of countryside resources and good quality open spaces;
- to encourage the provision of jobs close to homes to provide accessible employment and to minimise car journeys;
- to locate sites close to public transport termini to reduce the need to travel by car;
- to secure environmental and infrastructure improvements;
- to provide for the expansion needs of local firms vital to the local economy;
- to provide more opportunities for new start-up and small businesses;
- to contribute to the prosperity and regeneration of the town centre.

8.24 The town centre is one of the main employment areas in the borough because it is a sub-regional shopping centre and is a convenient location for office development. The Plan aims to enhance the employment role of the centre by allocating new sites for commercial development. This will help to contribute to its regeneration and vitality by increasing investment, income and trade. It will also contribute towards a more sustainable environment since employees will have the opportunity to make use of the main public transport termini in the centre, thereby reducing car usage. Three sites are identified within the town centre for mixed use development including B1 offices.

The three sites are West of the High Street, Spencers Road/Robinson Road and Station Way. The amount of B1 office floorspace proposed in total for these areas is approximately 15,000 sq.m. net floorspace. Housing for local needs, including subsidised and low cost market housing, is also to be provided as part of the mixed development on all three sites. Other appropriate uses could include recreation and community facilities. Retailing is also appropriate on the two sites of West of the High Street and Spencers Road/Robinson Road. Proposals submitted for mixed use development for the three sites will be required to ensure that mixed uses can be achieved and that these contribute to the character and environmental quality of the centre. Each of the three areas provides the opportunity for total redevelopment of the sites to achieve a mix of uses. To facilitate site assembly for mixed use development, the Council will negotiate with landowners for the release of land and premises, However, in exceptional circumstances, it may be necessary to undertake the compulsory purchase of land and premises to ensure that the sites can be properly developed for mixed uses. Proposals submitted for any single part of each site area are not precluded but will need to demonstrate justifiable reasons as to why they are not suitable for mixed use development (e.g. for environmental reasons) or that they contribute to the overall mix of uses within the area. Proposals must not jeopardise the proper planning, development and phasing of the wider site area, in line with Policy GD4. Development on each of the three sites must integrate with other parts of the town centre, enhance pedestrian links between these areas and the rest of the centre and, where appropriate, facilitate public transport interchange, e.g. by providing bus stop facilities. Proposals for development on the site West of the High Street i.e., where the bowling alley, offices and cinema are located will be considered in the light of Policy RL2 and the Borough Council may seek to enter into a planning obligation with the developer to secure the provision of satisfactory replacement facilities. The Borough Council has produced development briefs for the sites West of the High Street and Spencers Road/Robinson Road. It is intended to prepare a development brief for the site on Station Way.

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8.25 The site allocated at the junction of Kilnmead and the High Street provides a suitable location in the town centre for office use, adjacent to existing office uses along the frontage of the High Street. This site is in addition to several town centre office development sites with outstanding consent listed under policy E3B

8.26 The Jungle Field site provides an opportunity to utilise an area of land which will remain isolated once the new M23 motorway link to serve Maidenbower is in place. Given the proximity of the site to the countryside and the Worth Conservation Area, low density, B1 uses, rather than general industrial uses, are considered appropriate. A development brief will be prepared for the site.

8.27 A site adjacent to Astral Towers car park (within the County Oak employment area) is allocated to meet more general industrial and warehousing requirements in the borough.

8.28 Additional employment floorspace is provided to serve some of the local needs arising from the new neighbourhood. Three sites are also allocated within existing neighbourhoods to provide for small-scale business units (workshops and offices) suitable for new business start-ups. Planning consent will be subject to conditions to ensure that the units remain small in scale and the amenity of the surrounding area is protected. The site at Dobbins Place is also proposed for small-scale recreation and community uses.

8.29 The southern part (Pallingham Drive) of the previous employment allocation at Maidenbower has also been identified as being suitable for housing, in the event that the site is not required to secure employment uses on the larger site.

Implementation: CBC forward planning, development control and economic development processes. Private developers and other agencies.

Land Availability for Development

Policy E4
In order to ensure that the provision of employment floorspace accords with the Strategy policies of the Plan, the Borough Council will monitor the availability of land for employment development and the granting of planning permission for such purposes. Planning decisions and any future review or alteration of the Local Plan will be made in the light of this monitoring. Planning permission may be refused for employment development on unidentified sites if such provision is likely to result in pressure for housing greater that that acceptable under the housing policies of this Local Plan.

8.30 One of the aims of this Local Plan is to promote the growth, development and diversity of the local economy. Providing sites for a range of accommodation requirements such as those arising from high-tech industry as well as small and starter firms, will help to achieve this. However, to ensure that such growth does not result in an imbalance in housing provision and consequent pressures for further land release, it is particularly important to monitor the provision of employment floorspace. If, in the light of monitoring, the provision of land as allocated in policy E3 does not adequately meet the needs of the local economy or sites are not coming forward for development for specific reasons, it may be necessary to adjust or substitute those employment sites currently allocated or to increase the range of sites to meet such needs. If necessary, as may be revealed through monitoring, development briefs will be prepared for certain sites in order to enhance and progress their development. The avoidance of an imbalance with housing provision is also an important consideration in development control; and it may be necessary to refuse permission for employment provision on unidentified sites which may come forward, as such provision is likely to result in undue pressure for additional housing.

Implementation: CBC forward planning, development control and economic development processes.

Additional Provision in Exceptional Circumstances

Small Firms

Policy E5
Proposals for new employment development will normally be permitted within the built up area additional to that in Policy E2 provided that:

(i) the proposal is for the erection or use of two or more small units normally less than 300 square metres in size to meet the needs of small firms;

(ii) there is evidence to show an insufficient supply of such units which is unlikely to be made good as a result of allocations in policy E3 or other proposals already approved;

(iii) the location is appropriate for employment use.

8.31 There would appear to be insufficient small units in the borough suitable for small firms and business start- ups. Many new businesses seek to set up in residential properties and in other sensitive locations which can cause amenity problems. A number of the sites allocated in Policy E3 are suitable for small units. However, where it can be demonstrated that there is a local shortage of small industrial or office units, the provision of additional units within the built up area may be acceptable.

8.32 In order to retain the stock of small units, whenever permission is granted for additional provision under Policy E5, it will normally be subject to a condition preventing the amalgamation of units unless the prior consent of the local planning authority has been obtained.

Implementation: CBC development control process. Private developers and other agencies.

Local Firms

Policy E6
Proposals for new employment development may be permitted additional to that in Policy E2 to allow for the expansion needs of named local firms, including the expansion of existing premises, provided that the requirements of the firm cannot be met from existing employment premises or from the employment provisions of this Local Plan. With respect to proposals for office development, permission will normally be subject to a condition limiting the use of all but small units (less than 300 square metres) to firms from West Sussex, Surrey, Kent and East Sussex for the first five years.

8.33 The provision for business development made in Policy E2 encompasses a large range of sites suitable for a variety of businesses including the needs of many local firms. However, there may be circumstances where a local firm is unable to find suitable accommodation within the provision made by Policy E2 or from existing

commercial premises. Local firms may also need to expand their existing premises to meet their needs. Limited additional development may be permitted as an exception to meet the needs of a named local firm within the Central Sussex area. To ensure that such exceptional provision remains for the benefit of local firms, permission for office development will normally be subject to a local user condition. This is necessary to ensure that this policy is not used as a means of increasing substantially the total provision of business floorspace contrary to the objectives and requirements of the Structure Plan.

Implementation: CBC development control process. Private developers and other agencies.

Protection of Existing Employment Floorspace

Policy E7
Proposals for any development, including changes of use, that would result in a significant loss of existing office, industrial and warehousing floorspace within the main employment areas (including the town centre) as shown on the Proposals Map will not normally be permitted except where one of the following circumstances exist:

(i) the existing employment use has a serious adverse effect upon the environment and amenity in the surrounding area;

(ii) the loss of a minor proportion of the existing employment floorspace on a site would lead to the refurbishment of the remaining employment floorspace on the greater part of the site;

(iii) the loss of employment floorspace results in a significant social and/or environmental benefit for the borough or a significant diversification of employment areas.

8.34 The existing stock of office, industrial and warehousing floorspace, particularly in the main employment areas of Manor Royal, County Oak, Gatwick Road and the Town Centre, is an important local resource and must be maintained to enhance local employment and business opportunities. The Borough Council will not normally permit development or a change of use that would result in a significant net loss of commercial floorspace within the main employment areas, not least because in order to achieve the employment objectives of the Structure Plan it may be necessary to replace the lost land or floorspace. Given the environmental constraints that exist in the area, it may be difficult to identify more acceptable sites for significant additional commercial floorspace. The exceptions include circumstances where there are clear environmental, employment or social advantages to be gained from such a change of use. In particular, an exception within the town centre would include a proposal to change the use of employment space, which is unlikely to be used for commercial purposes, to social and low cost housing.

Implementation: CBC development control process. Private developers and other agencies.

North of The Boulevard

Policy E8
The Borough Council will support proposals for improvements to the area and uses to the north of The Boulevard, especially proposals which assist the achievement of Policy SH6. Any proposals which would result in the loss, replacement or addition of employment floorspace on the site will be subject to the requirements of policies E1, E6 and E7.

8.35 The area north of The Boulevard is a very important part of the town centre, accommodating several major civic and public buildings and the offices of at least two leading local employers. A number of the buildings in the area are, however, rather out of date for modern purposes and/or in a relatively poor condition. Moreover, Northgate Road which comprises inter-war housing suffers from amenity and environmental problems being close to town centre uses. Although an important part of the town centre, the north side of The Boulevard is not linked well into the main public areas on the south side. The busy Boulevard carriageway, the car parks along its length and the often congested service road represent a barrier to pedestrian movement between the two sides of the road. Proposals will be supported if through design, layout and the juxtaposition of uses, they improve the amenity and environment of the existing housing. Proposals to replace the housing elsewhere on the site will also be considered as long as a satisfactory residential environment can be achieved. The Council will also support proposals which replace worn-out buildings with modern accommodation, generally improve the appearance and public access to the area and offer the opportunity to improve The Boulevard itself. Proposals for office development will be considered against Policy E1(General Criteria), E6 (Local Firms) and E7 (Protection of Existing Employment Floorspace)**.** The Borough Council is of the view that proposals for north of The Boulevard which would improve the environment of this area are to be encouraged as part of the Town Centre Regeneration Strategy provided that matters related to the provision of or loss of employment floorspace are satisfactorily addressed.

Implementation: CBC development control process. Use of Development Briefs. Public and private developers.

TYPES OF PROVISION

Warehousing

Policy E9
Proposals for new warehousing development will normally be permitted on sites allocated for B2 and B8 uses provided that:

(i) the level of traffic generation, particularly that of very large vehicles, will not cause serious problems for the surrounding area and its roads;

8.36 Crawley's location close to Gatwick Airport and its motorway links with the Channel ports and tunnel make it attractive for distribution and warehousing uses. Whilst warehousing activities can contribute to a local economy, they can also give rise to a number of problems, particularly when they are major warehouse uses distributing on a regional or national scale. Such activities are usually very low density employers, use large amounts of land and generate a lot of heavy traffic. Crawley's environmental constraints severely limit the opportunities for industrial and business development and it is undesirable that available land is used for large scale

warehousing which has few benefits for the local economy and community. Policy E9 seeks to control warehouse development to ensure that traffic and environmental effects are limited and that distinct advantages result for the local economy and community.

Implementation: CBC development control process. Private developers.

Protection of Industrial Areas

Policy E10
Proposals for office development within the main employment areas and on sites allocated in Policy E3 which would result in a loss of industrial and warehousing floorspace will not normally be permitted unless:

(i) the existing use causes significant environmental, amenity and/or safety problems; or

(ii) the number of jobs arising from the proposal is not significantly in excess of those that existed or could have existed previously on the site using average ratios for worker to industrial and warehousing floorspace; or

(iii) where proposals are likely to result in a significant increase in the number of jobs on the site, it can be demonstrated that this would not give rise to pressure for housing greater than that acceptable under the housing policies in this Local Plan. In addition, proposals for the employment areas of Manor Royal and County Oak which will lead to a significant increase in the demand for travel to work by car will be required to accommodate this by the provision of, or contribution to new or improved facilities for public transport, cycling and walking.

8.37 Structure Plan Policy E3 specifically allows for control to be exercised over the redevelopment of industrial areas for offices in Crawley if this would lead to an imbalance between housing and employment. Since the 1970s Crawley has lost a significant amount of industrial space to office development. This has been facilitated by the flexibility of the Use Classes Order (1987). There is a concern that if industrial buildings and sites are redeveloped for offices with much higher employment densities, then problems relating to labour shortages and excessive pressures for housing development may recur. There is also a concern that this can lead to a significant increase in the demand for travel to work by car in the borough, particularly in those employment areas not well served by public transport such as County Oak and Manor Royal. Finally, if existing industrial premises and sites are lost and the opportunities for new industrial uses are reduced, there could be pressures to develop other sites which are not so suitable for such uses, including possibly pressures to develop in the countryside.

Implementation: CBC development control process. Private developers.

Flexible Business Space on Industrial Land

Policy E11
Proposals for the development or redevelopment of industrial land and sites allocated in Policy E3 outside the town centre and residential neighbourhoods may be permitted only if the majority of the floorspace is capable of being used for a wide range of modern business uses including manufacturing.

8.38 It is important to ensure that the provision of employment floorspace helps to secure a range of job opportunities, including industrial employment. If industrial land and that allocated for business development (outside the town centre and residential neighbourhoods) is developed with premises only suitable for use as offices, this could result in an excessive demand for labour and, in turn, increased pressure for further housing development. It is also likely to increase the dependence of the local economy on a few business sectors. To ensure that new employment development within the existing industrial areas and that which is allocated in this Plan for B1, B2 and B8 uses (outside the town centre and residential neighbourhoods) can accommodate a range of employment development needs, developments may be required to have the majority of their floorspace capable of being used by a wide range of modern business uses.

Implementation: CBC development control process. Private developers.

Small Units

Policy E12
The Borough Council will normally give permission to proposals for the development of small business units and industrial workshops on suitable sites within the built-up area.

8.39 Small business and industrial units and workshops have an important role in providing accommodation both for local residents wishing to start up a business and for established small firms. More small accommodation (less than 300 square metres) is needed within the borough to help diversify the local economy and to provide better employment opportunities. Whilst Policy E2 allows for the development of small employment units on suitable sites, there is also scope for the additional provision for small firms in certain circumstances as allowed for by Policy E5. The need to support the development of small businesses has been identified in central Government advice (Planning Policy Guidance Note 4).

Implementation: CBC development control process. Private developers and other agencies.

EMPLOYMENT NEEDS

ChildCare Facilities

Policy E13
The Borough Council will permit childcare facilities to be provided as part of new employment development particularly when such a need is generated by major employment proposals.

8.40 The provision of childcare facilities will enable better employment opportunities for those who are currently deterred from taking up employment because of childcare responsibilities. It will in the process also release valuable skills needed by employers. The provision of such facilities will also benefit employers who need to attract and retain staff. Where appropriate, major employment proposals will be encouraged to provide or contribute to adequate childcare facilities either on or off-site.

Implementation: CBC forward planning, development control and economic development processes.

Sheltered Workshops

Policy E14
The Borough Council will normally permit the provision of sheltered workshops within the built-up area to meet special needs provided that the site is accessible by public transport, bicycle and by foot. Provision additional to that in Policy E2 may be permitted if the development is small-scale and remains as a sheltered facility for local residents.

8.41 Sheltered workshops provide a supportive environment for those who find it difficult to obtain employment because they have not worked due to some mental or physical disability or for those who have been out of work for some time. Such places of employment must be easily accessible to all those who require them and, therefore, they need to be located near to public transport and easily accessed by foot and by bicycle. Certain locations within residential areas such as those near neighbourhood centres may be appropriate if the development is small in scale. For proposals which represent additional provision to that in Policy E2, the Borough Council will negotiate a planning agreement with the applicant to ensure that the sheltered development continues as a facility for those in need of this.

Implementation: CBC forward planning and development control processes. Private, public and voluntary providers and negotiation with West Sussex County Council Social Services.

ENVIRONMENTAL PROTECTION

B1 Development in Sensitive Locations

8.42 Use Class B1 allows a development to be used for office and light industrial activities. However, in some sensitive locations, such as in or near to a conservation area or residential area, light industrial use may be incompatible with the surrounding area. Although light industrial uses are intended to be those which can exist in close proximity to housing, there may be instances where a light industrial use generates movements of heavy commercial vehicles inappropriate for a residential area. In exceptional circumstances, limitations to changes of use permitted by the Use Classes Order may be required.

Implementation: CBC development control process. Private developers.

Employment Areas Adjacent to Residential Areas

Policy E15
Proposals for the development, redevelopment or change of use of sites and premises in those industrial areas adjacent to Tushmore Lane/London Road and Tinsley Lane will normally be permitted if they are for uses falling within Use Class Order B1.

8.43 Most existing industrial sites and new allocations for industry are suitable for a range of industrial activities including those falling within Use Classes B2 and B8. There are, however, a small number of industrial areas where general and special industrial uses might give rise to problems for adjacent housing areas. In these locations, the use of commercial development will be limited to Use Class B1.

Implementation: CBC development control process. Private developers and other agencies.

Manor Royal Estate

Policy E16
To provide for the needs of high technology and other firms on the Manor Royal Estate, the Borough Council will:

(i) require all sites to be developed or redeveloped to a high standard of design and environmental quality;

(ii) implement measures to improve and maintain the quality of the environment;

(iii) encourage the provision and implementation of support facilities for businesses on Manor Royal.

8.44 Whilst the Beehive site provides a major opportunity for a business park development in Crawley, Manor Royal will continue to meet the requirements of many high tech firms. It is important to ensure that sufficient opportunities exist on Manor Royal to facilitate a wide range of modern and growing businesses as required by the local economy. Securing a high standard of design and a good quality environment will help to provide such opportunities and help to retain existing high tech firms on Manor Royal. A design guide for Manor Royal has been produced and will be used in assessing all development proposals on the estate. In addition, the Borough Council in conjunction with private firms and relevant agencies and authorities, will continue to promote environmental improvements on the estate including landscaping, new signage and improvements to roads and footpaths. The Council will also encourage the provision of suitable small-scale facilities such as cafes, banks, child care and leisure facilities to serve businesses on Manor Royal as long as these do not result in a significant loss of employment floorspace.

Implementation: CBC development control process using the Manor Royal Design Guide. Private developers and other agencies.

The Beehive Site

Policy E17
To provide for the needs of high technology and other firms within Use Class B1 on the Beehive site, the Borough Council will:

(i) require all development to be of a high standard of design and environmental quality;

(ii) require all development and associated activities on the site to be compatible with the requirements of high technology and other firms within use Class B1;

(iii) encourage the provision of support facilities for high technology firms on the site.

8.45 The Beehive site is the main opportunity to provide a business park within the borough suitable for a range of modern and prestigious high technology and other firms within Use Class B1. It is important that the design and layout of development and the quality of the environment is of a high standard in order to attract such firms. Given the requirement for a high quality development suitable for modern and prestigious firms, the provision of support facilities on the site will be encouraged. The type of support facilities which may be appropriate include banks, financial and professional services, childcare and leisure facilities.

Implementation: CBC development control process. Private developers and other agencies.

MONITORING

8.46 The main test of the strategy adopted in this chapter and of the effectiveness of its policies, is the extent to which the objectives set out in paragraphs 8.12 to 8.17 are met. The basic aims are to reconcile the maintenance of a prosperous local economy and the provision of a range of good quality employment opportunities for local residents with the protection of the environment.

8.47 Most policies require monitoring through regular analysis of planning decisions and implementation. In addition, periodic assessment is required of :-

- the current position of development progress and land supply (E2, E3 and E4);
- current statistical data on the position with regard to unemployment levels and skill shortages (E1);
- the extent of meeting, through development carried out, requirements to :-

  secure general economic and related benefits (E1);

  provide for local firms (E6);

  minimise the loss of employment, especially industrial floorspace (E7 and E10);

  provide small units (E12);

meet satisfactory amenity, environmental and other site requirements (E15 to E17)

- the extent of assisting, through development carried out, in :-

  increasing facilities for childcare (E13);

  providing employment opportunities for specific need groups (E14);

  carrying out improvements to the Manor Royal estate and the Beehive site (E16 and E17);