

An architectural rendering of a modern urban street scene. The street is paved with light-colored rectangular tiles. On the left, there are modern buildings with large glass windows and balconies. A silver car is parked on the left side of the street. A white silhouette of a person is walking in the foreground. On the right, there are fruit stalls with various fruits like oranges, tomatoes, and cabbages. A white silhouette of a person is standing near the stalls. In the background, there is a red brick building with a clock tower. The sky is blue with some clouds. The overall scene is bright and sunny.

West Southall Masterplan

Regeneration Strategy October 2008

On behalf of:
National Grid Property Limited

**PROPOSED MIXED USE DEVELOPMENT AT FORMER SOUTHALL
GAS WORKS, SOUTHALL**

REGENERATION STRATEGY

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CONTENTS

	<u>Page No</u>
SECTION 1: INTRODUCTION	1
SECTION 2: PLANNING POLICY BACKGROUND	3
SECTION 3: REGENERATION OBJECTIVES	12
SECTION 4: SOCIO-ECONOMIC BASELINE AND CHALLENGES	
FACING THE REGENERATION OF SOUTHALL	15
SECTION 5: REGENERATION VISION AND STRATEGY	17
SECTION 6: ECONOMIC EFFECTS	22
SECTION 7: COMMUNITY EFFECTS	26

FOREWORD

a) Planning Submission

1. This Report is one of a series of documents that have been prepared on behalf of National Grid Property Limited (NGPL), to support an outline planning application with details of all proposed accesses submitted in full, for the comprehensive redevelopment of 44.7 hectares of land known as the Southall Gas Works site ('the Application Site'). This Report should be read in conjunction with the drawings and other documents submitted as part of this application, as follows:

- Environmental Statement, including a Non-Technical Summary
- Design and Access Statement (including Landscape and Accessibility Strategy)
- Development Specification
- Planning Statement
- Transport Assessment
- Framework Travel Plan
- Retail Assessment
- Sustainability Strategy
- Energy Strategy including Renewables
- Housing Strategy
- Health Impact Assessment
- Remediation Strategy
- PADHI Report
- General Management Strategy
- Statement of Community Involvement

b) Local Planning Authority

2. The application is submitted to both the London Borough of Ealing (LBE) and the London Borough of Hillingdon (LBH) as the Application Site straddles the borough boundaries.
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c) Application Proposals

3. The proposals are for a high quality residential-led mixed use development comprising the following:

An outline Application for the demolition of the following properties: 16-32 (even) The Crescent; 1-11 (odd) Randolph Road; 137-143 (odd), 249 and 283 Beaconsfield Road; 30 The Grange; the remediation of the land and the redevelopment of the site to deliver a mixed use development for up to: 320,000sqm of residential, up to 14,200sqm for non-food retail, up to 5,850sqm of food retail, up to 1,750sqm of Class A3-A5 uses, up to 9,650sqm of hotel, up to 3,000 sqm of conference and banqueting, up to 4,700sqm of leisure forming a cinema, up to 2,550sqm of health care facilities, up to 3,450sqm of education facilities, up to 3,500sqm of office/studio units, up to 390sqm of sports pavilion, up to 600sqm of energy centre, up to 24,450sqm of multi-storey car park and associated car and cycle parking, landscaping, public realm, open space and children's playspace; and

Details are submitted for full approval (layout, scale, appearance and landscaping) of the following accesses:

- Pump Lane Link Road – New access road from the Hayes bypass to the Application Site for vehicle, cycle and pedestrian access, including drainage and a flood relief pond.
- Eastern Access – New access road from Southall centre to the site, including land currently occupied by properties on The Crescent.
- Minet Country Park Footbridge – Central pedestrian and cycle access to the Minet Country Park, bridging over the Canal and Yeading Brook.
- Springfield Road Footbridge – Northern pedestrian and cycle access to Minet County Park and Springfield Road.
- Widening of South Road across the railway line - Widening of south road over the railway line for the creation of a bus lane.
- Accesses (3no.) onto Beaconsfield Road.

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4. The development shall be carried out in accordance with the Development Specification and the Parameter Plans appended to that document. An illustrative Masterplan (Drawing Ref. 0317_P1017Rev 00) has been devised to demonstrate how the application proposals could be delivered. Further details of the Application Site and proposed development are set out in the Design and Access Statement and Planning Statement accompanying the outline planning application.

d) Application Site

5. The Application Site lies to the north of the Wales and Great Western Mainline Railway (with commercial uses beyond), to the south east of the Grand Union Canal (with Minet Country Park beyond) and to the south of residential developments in Southall, extending off Beaconsfield Road. A Grade II listed water tower is now in residential use, located adjacent to the south eastern corner of the Application Site. A retained operational gas works compound is located approximately mid-way along the southern boundary of the site. This comprises one working gasholders that creates the principal landmark within the Application Site. Please refer to the Design and Access Statement for further details.
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SECTION 1: INTRODUCTION

- 1.1 This Regeneration Strategy has been prepared in support of the Outline Planning Application for the redevelopment of the former Southall Gas Works site (known as the 'Site') for a major mixed-use development. It draws from information derived from the Socio-Economic chapter of the Environmental Statement, the Design and Access Statement, Housing Strategy, Retail Assessment and Remediation Strategy submitted in support of the Outline Planning Application.
- 1.2 The regeneration of brownfield land is a key aim in the Government's planning agenda. This Strategy sets out how the application proposals will ensure the effective regeneration of the Site and the surrounding area, including Southall Town Centre.
- 1.3 This Strategy addresses the context of the Site as the largest development opportunity within the Heathrow (including Hayes, West Drayton, Southall, Feltham, Bedfont Lakes and Hounslow) Opportunity Area, identified in the adopted London Plan (2008), to deliver a substantial number of homes and jobs. This is addressed in detail in Section 2 of this Strategy. The application proposals for the Site (prepared by the GLA and Ealing Council) states:

“The site’s location within Southall presents an exciting opportunity as well as a substantial challenge. Southall is a vibrant multi-cultural community, close to Heathrow Airport, but suffering significant physical, social and economic deprivation”.

- 1.4 This Strategy is set in the context of the adopted London Plan (2008), the Mayor's Economic Development Strategy (July 2005), the London Development Agency's Corporate Plan (2007-2010) and the West London Sub-Regional Development Framework (2006). Arising from the analysis of these policy aims and those set out in the adopted Ealing UDP (2004), a number of key objectives have been derived to formulate the basis for this Strategy which accompanies the Outline Planning Application.

1.5 The policy objectives are then considered in the context of the baseline characteristics of the area to tailor the Vision and Strategy for the Site.

1.6 A comprehensive socio-economic assessment has been undertaken as part of the Environmental Impact Assessment for the Site. This Regeneration Strategy draws on those findings to identify the potential beneficial effects that could arise as a result of the proposed development.

a) Structure of the Report

1.7 The following sections will deal with the planning policy background and findings of the Socio-Economic Assessment before proposing a Regeneration Strategy for the Site.

b) Summary

1.8 The regeneration benefits of redeveloping the Site can be summarised as follows:

- the development would create a high quality, attractive environment;
- the development would deliver the maximum number of homes and jobs that can be sustained on the Site;
- the development would contribute to the affordable housing targets for the borough;
- the development would maximise opportunities for local people;
- the development would enhance the accessibility and sustainability of the Site and provide improved transport and pedestrian linkages;
- the development would maximise social inclusion and a sense of community wellbeing through the provision of key services and facilities; and
- the development would maximise benefits to the wider area.

1.9 The proposed development would wholly accord with national, regional and local policy objectives.

SECTION 2: PLANNING POLICY BACKGROUND

a) National Planning Policy

- 2.1 The Government's planning policy approach is directed towards the provision of mixed uses and bringing back into use previously developed land as a way to regenerating areas. Planning Policy 1 (PPS1): Delivery Sustainable Development (1997), states that Local Authorities should seek to:

“Promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.”

- 2.2 Paragraph 1.3 of PPS1 states:

“Sustainable communities need sufficient, quality housing to meet the needs of the community, a flourishing local economy supported by adequate infrastructure, a high quality, safe and healthy local environment and the amenities and sense of space and place to support a diverse and vibrant local culture. Good planning is critical to delivering these objectives.”

2.3 The Government's commitment towards the delivery of sustainable communities was cemented in the White Paper entitled 'Planning for a Sustainable Future' (May 2007). This document states that there will be a continuing priority to use previously developed land for development and amendments to policy to ensure that benefits can flow from properly planned developments and promote a strong, stable and productive economy. This White Paper sets out a key Vision for vibrant, healthy sustainable communities and infrastructure vital to achieving quality of life, which is integrated with the delivery of other sustainable development objectives. The White Paper states that the Government propose to publish a new Planning Policy Statement, entitled 'Planning for Economic Development', to reinforce the principals in PPS1 for a strong, stable and productive economy with access for all to jobs, regeneration and employment prospects. This has recently been issued for consultation. This guidance seeks such developments to incorporate:

- strong regional, sub regional and local economies with access to jobs for all;
- regeneration in urban areas which supports sustainable communities;
- a range of economic development opportunities in the most suitable locations;
- a positive approach to planning for economic development;
- a flexible and responsive supply of land – which takes into account the market;
- information and a range of opportunities for large and small businesses;
- high quality development and inclusive design for all forms of development;
- planning better for mixed-use developments to allow greater flexibility of land-uses; and
- reduced impact on the environment.

b) **Regional Planning Policy**

The adopted London Plan (2008)

- 2.4 The Regional Spatial Strategy which forms part of the statutory development plan for the Site is the adopted London Plan (2008) (the 'adopted London Plan'). There are numerous crosscutting policies within the document in respect of achieving sustainable development, social inclusion and regeneration. These themes are central to the strategic priorities and themes of the adopted London Plan.
- 2.5 The most relevant policies within the adopted London Plan in terms of regeneration, are related to the location of the site within Heathrow (including Hayes, West Drayton, Southall, Feltham, Bedfont Lakes and Hounslow) Opportunity Area. The adopted London Plan identifies Opportunity Areas within West London earmarked to deliver additional homes and jobs. Paragraph 2.13 of the adopted London Plan identifies the reasons for choosing the Opportunity Areas, stating:

“Opportunity Areas have been identified on the basis that they are capable of accommodating substantial new homes or jobs and their potential should be maximised. Typically, each can accommodate at least 5,000 jobs or 2,500 homes or a mix of the two, together with appropriate provision of other uses such as local shops, leisure facilities and schools health and social care facilities and services. These areas generally include major brownfield sites with capacity for new development and places with potential for significant increases in density.”

- 2.6 The adopted London Plan states that developments within these areas, taking into account other policies, will be expected to maximise residential and non-residential densities and to contain a mix of uses.

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- 2.7 Policy 5F.1 of the adopted London Plan sets the strategic priorities of the West London sub-region, which include optimising the development of the Opportunity Areas identified; ensuring that the expansion of population expected in West London is accommodated in sustainable communities, taking into account their needs for social and community infrastructure and capacity building, and capturing significant benefits from the economic generators within the sub-region for residents.
- 2.8 Table 5F.1: Opportunity Areas in West London of the adopted London Plan identifies the minimum number of homes between the period of 2001-2026 for the Heathrow Opportunity Area (including Hayes, West Drayton, Southall, Feltham, Bedfont Lakes and Hounslow) to be 10,750; and an indicative employment capacity in the same period of 11,000 (in a site areas of 821 hectares).
- 2.9 Paragraph 5.155 of the adopted London Plan states West London should derive greater benefit from the enormous growth potential around Heathrow airport and through its generally good access to the Central Activities Zone. There is a relatively limited amount of brownfield development land and therefore, much of the planned growth should be realised through higher density development, exploiting locations with good existing or potential access by public transport.
- 2.10 Paragraph 5.157 identifies there is a need throughout the sub-region to sustain the strongly defined communities that exist in the region (such as in Southall) and, in particular, to meet affordable housing targets.
- 2.11 Paragraph 5.168 states that West London is expected to experience significant growth in consumer expenditure, which could generate demand for 145,000 to 227,000 sq m of extra comparison goods floorspace up to 2016. Therefore, strategically designated town centres in the sub-region identified within Map 5F.1, which includes Southall, should be considered opportunities for more intensive development. Consequently, Boroughs should consider how their roles can be enhanced to meet retail and other consumer needs and to also increase capacity for mixed-use developments including housing.
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Success through Diversity: The Mayor's Economic Development Strategy (LDA, July 2001)

- 2.12 'Sustaining Success – the Mayor's Economic Development Strategy' (EDS) was published by the London Development Agency (LDA) on behalf of the Mayor of London in January 2005.
- 2.13 The Strategy focuses on the four core principles of economic growth; knowledge and learning; diversity and inclusion; and renewal and sustainable development. The central element of the EDS is to plan for London's economic growth. However, it states that in placing economic growth at the heart of the Strategy, the LDA should not take a narrow view of the economy and that social, cultural and environmental values are also important.
- 2.14 Annex F of the EDS sets out key issues for the sub-regions. The key opportunity for the "Western Wedge" (which includes the Site) is the presence of some strategic brownfield opportunities. Community needs are identified as poor local linkages, acute local deprivation and limited access for more distant major deprived areas. The Strategy seeks to build on London's strengths, whilst identifying opportunities, addressing existing weaknesses and looming threats. It identifies areas for investment including infrastructure and places, people, knowledge and enterprise, and marketing and promotion. Three key objectives are identified:
- to support the delivery of the London Plan, to promote sustainable growth and economic development;
 - to deliver an improved and effective infrastructure for London's future growth and development; and
 - to deliver healthy, sustainable, high quality communities and urban environment.
- 2.15 The EDS sets out broad strategies for the sub-regions, including the West London Sub-Region. The Strategy identifies West London as having a strong, dynamic economic base, but also with significant areas of deprivation. The main priorities for the area include improving transport linkages; ensuring the availability of high quality commercial and residential property; improving public services and the natural environment; supporting the provision of a skilled workforce; and linking areas of deprivation with employment opportunities.

London Development Agency's Corporate Plan (2007-2010)

2.16 The LDA's Corporate Plan sets out key objectives for the period of 2007 – 2010, as set by the Mayor. Those of relevance to this Strategy are:

- increasing support to address challenges posed by climate change;
- addressing London's employment and enterprise challenges;
- ensuring Londoners have the necessary skills to maintain / improve London's economic comprehensiveness;
- responding to the growing pressures associated with globalisation; and
- ensuring large-scale physical regeneration projects support the objectives of the adopted London Plan and the EDS.

2.17 The Heathrow Opportunity Area is identified as an area based regeneration scheme in the Corporate Plan. The Site was identified as a priority to improve local competitiveness, sustainability, community safety, health and inclusion. The approach taken to achieving this is location specific, to respond directly to the area.

West London Sub-Regional Development Framework (SRDF) (2006)

2.18 The purpose of the West London SRDF is to provide guidance on the implementation of policies in the adopted London Plan (2004) in order to help deliver a sustainable and prosperous future for the sub-region. Whilst the adopted London Plan (2004) referred to within the West London SRDF has now been superseded by the adopted London Plan (2008), the overarching objectives for the West London sub-region remain the same.

National Strategy For Neighbourhood Renewal

2.19 The National Strategy for Neighbourhood Renewal, produced by the Government's Social Exclusion Unit, identifies clear targets for addressing deprivation at the local level. The strategy focuses on closing the gap between the most deprived neighbourhoods and the national average on 5 themes:

- employment and economies;
- crime;
- education and skills;
- health; and

- housing and the physical environment.

2.20 The Government recently introduced Public Service Agreements containing explicit targets to close these gaps. These targets include increasing GDP and employment rates in deprived areas and improving educational performance and basic skills. Recent Government legislation has given Local Authorities new powers and responsibilities for delivering neighbourhood renewal at the local level. This includes a new duty to promote ‘the environmental, economic and social well being of the area’.

2.21 The socio-economic assessment identifies that the study area assessed for the purpose of the assessment displays pockets of significant deprivation. Those areas closest to the Site rank particularly low in terms of indicators of deprivation. These locations contain strong concentrations of unemployment, poor health, poor educational attainment, poor housing conditions and child poverty.

c) Local Planning Policy

2.22 The Site is allocated as a ‘Special Opportunity Site’ within the adopted Ealing Unitary Development Plan (UDP). Policy 2.2 of the adopted UDP is relevant, stating:

“1. The Council has identified special opportunity sites, (large and prominent sites with development constraints but also key to achievement of borough wide regeneration objectives), in which a suitable range or mix of uses will be permitted where the proposal is consistent with sustainable development principles. Schemes should deal fully with the site and community infrastructure provision and any potential contaminated land issues by site investigation and remediation where this is acceptable. Development should be properly integrated with the adjoining neighbourhood, both functionally and visually.

2. The application of these principles includes ensuring that the ultimate occupiers of the site in question are provided with a basic infrastructure in terms of their range, capacity and sustainable management.”

- 2.23 In identifying the Site as a ‘Special Opportunity Site’, the Council has recognised the opportunity of the site to contribute substantially to the regeneration needs of the borough. This policy has been saved by the London Borough of Ealing (LBE), thereby demonstrating their commitment to this priority going forward.

Ealing’s Economic Regeneration Strategy (2006)

- 2.24 This Strategy identifies the Site, referred to as ‘Southall Gateway Project’, with the aim of creating economic success. The strategy identifies that the Site is capable of making enormous local benefits, with the aim of making it a key market driver for the West London Sub-Region.
- 2.25 It has the aspiration of creating dramatic benefits through development opportunities. It is envisaged that these would underpin the local economy and contribute towards improvements to the physical environment and quality of life of people in Ealing.
- 2.26 As part of the Strategy, a theme/action/priority is to integrate the former Southall Gasworks site into the town centre; and seek inward investment actively focussing on this site.

d) Implications of Policy Background to Regeneration Objectives

- 2.27 The proposed redevelopment of the Site represents a prime opportunity to realise some of the objectives of the national, regional and local policies. The Site not only represents an opportunity to deliver the Vision set out in the policy, but also provides an opportunity to improve the prosperity of Southall as a whole.
- 2.28 In terms of the major changes, the development is providing:
- a significant increase in jobs for the local and wider area;
 - a reduction in crime rates through the increase in activity on and around the Site;
 - the introduction of public transport access to the Site;
 - affordable housing, health, education and community services for the future population and surrounding area; and
 - redevelopment of a formally vacant brownfield land to provide an environment with a high quality of urban design.

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- 2.29 The proposed redevelopment also represents a prime opportunity to deliver a significant proportion of the 10,750 new homes and 11,000 new jobs identified within the adopted London Plan to be delivered in Heathrow Opportunity Area by 2026. The Site is the only major brownfield development site within the Opportunity Area. It, therefore, follows that it should provide a substantial proportion of the homes and jobs identified for delivery in the area.
- 2.30 The LDA's EDS identifies the 'Western Wedge' as having strategic brownfield opportunities. The Site represents an opportunity to improve those problems currently facing the 'Western Wedge' in terms of poor local linkages, acute local deprivation and limited access. It also provides an opportunity to provide for London's economic growth, which is at the heart of the EDS, whilst also addressing the social, cultural and environmental issues that may arise through the introduction of a new living and working population.
- 2.31 The proposed redevelopment of the Site would assist in achieving all of the main priorities for West London as set out in the EDS, in particular linking areas of deprivation to local employment. The employment impact assessment detailed within Chapter 7 of the Environment Statement identifies that approximately 820 (FTE) construction jobs during the construction phase and circa 1,320 upon completion of the development will be created. The majority of the jobs on site post completion will be in retail, which are particularly important for local employment.
- 2.32 The LDA's Corporate Plan and West London SRDF both envisage economic growth within the area, focusing on the development of cultural and creative industries. The application proposals incorporate a range of employment floorspace, which could help meet the needs of these sectors.
- 2.33 The adopted Ealing UDP designates the Site as a 'Special Opportunity Site', which has the potential to contribute substantially to the regeneration needs of the borough.
- 2.34 The following section establishes key objectives for the Regeneration Strategy based on the achievement of these underlying principles. The Regeneration Strategy sets out a framework for the achievement of these key objectives in Section 5, entitled 'Regeneration Vision and Strategy'.
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SECTION 3: REGENERATION OBJECTIVES

3.1 Arising from the analysis of the policy aims, the following key objectives have been prepared to formulate the Regeneration Strategy for the Site.

3.2 This is considered in relation to six main areas. These are then considered in the context of the baseline characteristics of the area to formulate the Strategy.

a) Maximise Local Employment

3.3 In order for the regenerative benefits of this development to be achieved fully throughout the local area, it is important to seek to maximise the on-site employment opportunities that will be available to local people.

3.4 The socio-economic assessment, discussed below, identified a substantial 'skills gap', particularly within the area immediately surrounding the Site. Here there is a mismatch between the jobs available within West London and the skills of people living within the local area. There will be a need to put measures in place to maximise local employment opportunities and take up.

b) Spreading the Economic Benefits

3.5 The application proposals comprise a mix of uses, which should result in the creation of a variety of jobs for people living in the surrounding area and beyond. The proposals include employment floorspace for a variety of needs, including the provision of small business units and offices.

3.6 The development has also been designed to encourage links with Southall Town Centre. There is a need to ensure that the economic and regenerative benefits are achieved throughout Southall, and not just on the Site alone.

c) Social Inclusion and Community Facilities

3.7 A variety of community facilities are proposed throughout the development. These include open space, sports pitches, a community centre, a nursery and primary school and a health centre.

- 3.8 The facilities provided on Site would be available for the existing population surrounding the Site as well as the future population. The new population on the Site should be encouraged to also use facilities within Southall Town Centre which would enhance the vitality and viability of the centre.

d) Improving Linkages

- 3.9 The proposed link roads and footbridge accesses will open up this brownfield site which currently acts as a physical and mental divide between the north and south of Southall.
- 3.10 The Minet footbridge will improve linkages to open spaces, encouraging pedestrian linkages between Southall and the Country Park.

e) Providing a Balanced Community

- 3.11 The Housing Strategy, submitted in support of the Outline Planning Application, sets out the approach to housing development on the Site. The Strategy sets out the following 6 key objectives:
- to create a sustainable and viable new community integrated with the surrounding hinterland;
 - to support the economic regeneration of Southall;
 - to create a socially sustainable community;
 - to make sustainable and efficient use of land;
 - to make an important contribution towards meeting the needs for affordable housing in Ealing and adjacent boroughs, having regard to site constraints; and
 - to provide sufficient value to support associated physical and community infrastructure costs.
- 3.12 In particular, the Housing Strategy identifies the need to achieve balanced communities. The housing mix for the development will have regard to the housing needs identified for the area and the market for private housing.

- 3.13 The development proposes a mix of 1-, 2-, 3-, 4- and 5-bed homes across the tenures of private, intermediate and social rented housing. The development will seek to achieve the maximum percentage of affordable housing that can be delivered taking into account the significant costs related to the development of this previously developed and contaminated site. Discussions are on going between the parties relating to the level of affordable housing, and tenure split of the affordable provision, which can be achieved on the site.

f) Providing a High Quality Urban Environment

- 3.14 A guiding principle of urban regeneration is the creation of attractive environments that are pleasant to live and work in. Part of the Vision for the Site, as set out in the Design and Access Statement accompanying the outline planning application, is to create a high quality urban environment. This will be a key feature in the ability of proposals to enhance the positive visual perception of Southall.
- 3.15 The design quality of the proposed development is key to the ability of the Site to achieve the high densities that the Government is seeking on appropriate brownfield sites.
- 3.16 The following sections will assess the challenges facing the regeneration of Southall, before setting out a Regeneration Strategy for the proposed development.

SECTION 4: SOCIO-ECONOMIC BASELINE AND CHALLENGES FACING THE REGENERATION OF SOUTHALL

- 4.1 The socio-economic assessment within the Environmental Statement assesses the existing social and economic profile of Southall in detail.
- 4.2 The assessment was carried out in relation to two key study areas; the 'Inner Impact Zone' (formed of the wards closest to the Site) and is mainly derived from the Heathrow Opportunity Area defined in the adopted London Plan (2008) and the 'Wider Impact Zone' (formed of the boroughs of Ealing, Hillingdon and Hounslow). The justification for this approach is set out in socio-economics chapter of the Environmental Statement.
- 4.3 The following provides a summary of the baseline conditions within the study area:
- The demographic profile of the study area is generally similar to the overall London profile, subject to some distinct characteristics, notably that there is a strong ethnic diversity with greater than 40% of the population in the Inner Impact Zone falling within the Asian ethnic groups.
 - The economic profile of the study area is one of diversity, with the Inner Impact zone showing little signs of economic growth, compared with West London as a whole. However, there is a significant amount of available employment floorspace within both the Inner and Wider Impact Zones. There is prevalence within the Inner Impact Zone for small firms and this has been identified as a growth area within the Heathrow City Growth Study.
 - The study area displays pockets of significant deprivation. The claimant count and level of economic inactivity are both higher in the Inner Impact Zone compared with the Wider Impact Zone, London and England averages. Educational attainment is also lower in the Inner Impact Zone compared to other areas, although this cannot be quantified. There are huge variations in the level of deprivation experienced throughout the Inner Impact Zone, with the areas closest to the Application Site ranking particularly low in terms of indicators of deprivation.
 - Much of the housing stock in the area is in poor condition and in need of repair. The Inner Impact Zone in particular is characterised by a high percentage of larger units, with an identified need for affordable smaller units. The proportion of household overcrowding in the Inner Impact Zone is higher than that of the Wider Impact Zone, London and England.
 - There is a significant "skills gap" within the Inner Impact Zone; this means that people living within this area often lack the required skills and qualifications to take advantage of the employment opportunities within the study area and West London.

- There is an existing deficit in provision of GP provision and in particular dedicated health centres within the study area. However, this will, in part, be improved by current proposals in the pipeline, identified within the Ealing PCT's Estates Strategy.
- The study area is generally well provided for in terms of community, cultural and leisure facilities. It is also considered that people will generally travel further to use a specific facility.
- Southall Town Centre has few major attractions when compared with other major centres. It primarily serves the need of its immediate catchment and lacks larger multiple retailers.
- There is existing surplus capacity within the study area for both primary and secondary schools. There are also a number of dedicated nursery schools within a reasonable distance of the Site.

4.4 From assessing this existing position, the challenges facing the regeneration of Southall can be identified as follows:

- to seek to address the 'skills gap' between existing jobs and the skills profile of local people;
- to address the inadequate provision of services in parts of the study area;
- to compensate for the lack of recent investment within the area immediately surrounding the Site;
- to address the physical separation between the north and south of Southall, by making efficient use of this large vacant site; and
- to provide sufficient community, health and education facilities to serve the needs of the future population.

4.5 These challenges have been used to formulate a Regeneration Strategy for the Site. This is considered in Section 5 of this Strategy. The following two chapters assess the implications of the proposed development, particularly in terms of economic and social impacts.

SECTION 5: REGENERATION VISION AND STRATEGY

- 5.1 The Vision for the Site is to create a new high quality urban environment that would transform the current area and complement the role and function of Southall.
- 5.2 A range of uses are proposed in order to deliver a new social and economic driver for West London and a sustainable mixed-use development that would integrate with the surrounding area. The Vision is also to create a balanced community with a vibrant environment.
- 5.3 The Regeneration Strategy for the Site and surrounding area is based on the following:
- development of a vacant brownfield site;
 - creation of a high quality environment;
 - remediation of a contaminated site;
 - provision of a substantial number of homes to contribute towards the 10,750 homes envisaged for the Opportunity Area (including affordable housing provision) as set out in the adopted London Plan ;
 - provision of a substantial number of jobs, many of which will be available to local people;
 - provision of community facilities;
 - employment and training initiatives;
 - sustainable development/renewable energy strategy; and
 - improved transport linkages.
- 5.4 This Strategy aims to put in place a number of measures based on the objectives identified in this Section in order to achieve regeneration of the Site and surrounding area.
- a) **Providing a High Quality Urban Environment**
- 5.5 A key part of the overall Vision for the Site is to provide a high quality, modern urban environment based on the principles of good urban planning. Details of how this would be achieved are provided in the Design and Access Statement which accompanies the outline planning application.

5.6 The Vision for the Site is the creation of a high density, mixed-use quarter. The proposed development is seeking to create a positive urban environment which will be visually attractive and enhance social inclusion.

5.7 The design principles for the proposed development are set out in the accompanying Design and Access Statement. The proposed development would:

- Create a high-density, mixed-use focus for West London with a broad range of housing and employment uses.
- Build upon excellent public transport links by bus and rail to make the development an ideal base for people and activities, with links to Central London, Heathrow Airport and other parts of West London.
- Create a series of new neighbourhoods with distinctive identities which also feel part of Southall and build upon the multicultural appeal of the district.
- Maximise linkages by road, foot and cycle to integrate the development into surrounding neighbourhoods. In this respect, the proposed scheme will be designed to accommodate through traffic to relieve pressure on other parts of Southall and to generate activity within the scheme and in the surrounding area.
- Establish a strong urban structure and promote design excellence.

5.8 This Vision will be controlled through the Parameter Plans, Development Specification, and the Design and Access Statement which accompany the outline planning application. The Applicant is committed to realising this comprehensive Vision. Within the development proposals all of the elements will assist in meeting the main regeneration objectives.

b) Maximising Local Employment and Training

5.9 Approximately 820 FTE jobs during the construction phase and circa 1,320 upon completion of the development are expected to be created. The majority of these jobs on site post construction will be in retail. Retail jobs are particularly important for local employment. The aim is to ensure that as many jobs as possible are retained within the local area, which could include the following initiatives:

- a consortium approach between local partners including Local Authorities, the developer, job centres and education and training providers;
- an on-site construction and training centre to provide local people with necessary construction skills;

- commitments from main construction contractors and firms locating on the site to use specified recruitment measures to increase local employment;
- outreach programmes in local schools;
- working with various multicultural groups and organisations to encourage links with the Asian demographic.

5.10 One of the key areas of concern identified within the local area was the inability of local people to take advantage of the types of jobs available within the area surrounding Heathrow.

5.11 The application proposals offers an opportunity to provide employment generating floorspace, as identified by the West London SRDF, with more jobs available to local people.

c) Spreading the Economic Benefits

5.12 The creation of employment floorspace within the Site will, in itself, produce economic benefits for the surrounding area.

5.13 In addition to these wider economic benefits, the development should maximise the ability of on-site employment to meet identified local needs and contribute towards job creation.

5.14 Clearly, it is difficult to predict what the future demand for employment space will be on the Site, given that development is not expected to commence until 2010 and will be carried out over a 15 year period. However, whilst the exact types of employment space cannot be defined at this time, measures can be put in place to attract certain types of businesses. These could include:

- outreach programmes with local firms and organisations, to identify those that are having difficulties in finding premises;
- working with various multi-cultural groups and organisations (including the Southall Regeneration Partnership) to encourage links with the Asian sub continent and cultural industries; and
- marketing of the site and premises throughout the local area.

5.15 In addition, various measures can be put in place to facilitate the spread of investment across the wider area. These initiatives include:

- designing the development to ensure that it is seen as part of Southall, rather than a separate entity;
- improving links between the Site and the rest of Southall and beyond; and
- providing a range of uses that will enhance the offer of Southall, rather than detracting from it.

d) Social Inclusion and Community Facilities

- 5.16 The development proposes a variety of community facilities, including open space, sports pitches, a community centre, a nursery and primary school and health centre.
- 5.17 It is important that these facilities are provided to ensure social inclusion and access to services for the future population. It is also important that they are provided in the right place and at the right time to ensure that they are accessible to the future community. For example, the primary school needs to be developed as and when the demand arises from the proposed population.
- 5.18 In order for the above benefits to be realised, the provision and location of these facilities will be set through the Parameter Plans, which will be the approved drawings with which the reserved matters details must accord.
- 5.19 The proposed development has been designed to improve linkages throughout the site and surrounding area. The Site currently forms a mental and physical divide between the north and south of Southall. The proposals have been prepared to maximise the potential for linkages throughout Southall. The layout of vehicular and pedestrian routes are set by the Parameter Plans, which will be the approved drawings with which reserved matters details must accord.
- 5.20 The proposed development includes proposals for a new footbridge to the Minet Country Park. This would improve the accessibility of the district park to future residents of the site and the rest of Southall. All of the proposed accesses incorporate excellent access for pedestrians, cyclists and disabled users, as detailed in the accompanying Design and Access Statement.

e) Providing a Balanced Community

- 5.21 The Housing Strategy puts in place the structure required to achieve a balanced community on the Site. However, the Applicant recognises that a balance needs to be made between the level of affordable housing, community facilities and education facilities offered and the cost of developing this important Site.
- 5.22 The agreed housing mix will have regard to the needs identified for the area within the Housing Needs Studies and also the market for private housing, as identified by the Applicant's agents. The mix and tenure of housing provided will be controlled through a legal agreement.
- 5.23 The Regeneration Strategy seeks to ensure that the potential significant regenerative benefits arising from the new development, from the various land uses.

f) Summary

- 5.24 The regeneration of this major brownfield site will have significant benefits for the future residents at West Southall, as well as those residents in the surrounding area.
- 5.25 Such benefits include the development of a high quality urban environment, building on and enhancing the attraction of Southall as a whole; the provision of a range of facilities for the existing and future population; the provision of a wide range of employment floorspace to meet local and wider needs; and an increase in disposable income available to Southall Town Centre and beyond.
- 5.26 This Strategy has identified how these benefits can be achieved and seeks to suggest ways in which they can be maximised.
- 5.27 Set out in the remainder of this Strategy is a summary of the economic and social effects likely to arise from redevelopment of the Site, through the implementation of the proposals and this Strategy.

SECTION 6: ECONOMIC EFFECTS

a) Employment

- 6.1 A central component of the Vision for the Site is for a high quality urban environment that would transform the current area and compliment the role and function of Southall, incorporating a range of uses to produce a new economic driver for West London, a sustainable mixed-use development and community that would be integrated with the surrounding area. The development proposals described in Section 1 of this report contain circa 50,000 square metres of commercial floorspace, comprising employment, retail, leisure, hotel, community, health and education uses.
- 6.2 The first economic effect from the development of the Site would arise from construction related employment. The economic impact assessment carried out in relation to the EIA, submitted with the application, concludes that the proposals could generate the equivalent of 8,200 construction years of employment, equal to 820 full time equivalent construction jobs, of which circa 410 would be provided on-site.
- 6.3 Once completed the development would also provide substantial employment opportunities, through the commercial and employment floorspace provided on the development. The total direct employment created by the proposed development is estimated to be up to the equivalent of 1,320 full time equivalent jobs.
- 6.4 English Partnerships estimate that the local level multiplier for an average scheme, with average supply chains equates to 1:1.1. That is, for every 100 jobs created on-site, another ten will be created in the local neighbourhood as a result of increased purchases by businesses and by employees (e.g. on sandwiches at lunchtime). Therefore, assumingly that circa 1,320 jobs would be created, a further 130 jobs would be stimulated off-site. At a wider level, multiplier effects can be much higher and EP estimates that regional multipliers for an average development with average supply chain links are around 1.5. That is, for every 100 jobs created on-site, 50 will be created off-site around the region. As such, for the Development, the 1,320 new jobs on-site could stimulate another 660 in the wider area.

b) Wider, Non-Quantifiable Economic Impacts

- 6.5 The application proposals would also have wider, non-quantifiable, employment impacts in terms of the type and volume of employment proposed.
- 6.6 As there are few major development opportunity sites within the Heathrow Opportunity Area, the Site has the opportunity to deliver some key employment opportunities to the area. The proposals have significant benefits both in terms of direct employment on site and 'multiplier' benefits to the surrounding area. This has been demonstrated by the employment impact analysis carried out within the socio-economic assessment detailed in the Environmental Statement.
- 6.7 An area of concern, highlighted by the baseline assessment, is the ability of local residents to secure jobs in existing firms within both the Wider and Inner Impact Zones. The proposed development would include a package of training initiatives to encourage the provision of jobs for local people, through a specific Employment and Training Strategy, working with local agencies.

c) Quantifiable Multiplier Effects

- 6.8 As set out above, the application proposals will have wider economic impacts. As a means of demonstrating the scale of this impact, the additional demand brought to the local area is considered under 3 main issues:
- additional demand created by residents and employees on site;
 - additional demand created by increased employment opportunities for local residents at the development site; and
 - additional demand created by visitors to the development site.
- 6.9 It is envisaged that there will be approximately 3,400 new residential units at the development site, equating to 6,500 residents. The average National household expenditure on goods and services (excluding housing costs) is approximately £300 per week. The mid range estimate for net additional dwellings in the Development would therefore be expected to generate around £55m a year in household spending, including convenience and comparison shopping. This is assessed as a beneficial and major impact at the inner impact area level.

- 6.10 The development would also help to retain spending within Southall Town Centre through the increased attraction of the centre as a result of the development. The current market share for Southall Town Centre for comparison-shopping averages at around 5.5% within location zone, which is extremely low for a major centre. Given the multiplier benefits likely to be experienced by the centre as a result of the development proposals, the additional comparison expenditure from proposed residents and the fact that a large percentage of convenience expenditure will be retained on site.
- 6.11 In addition to the spending power of new residents, there would also be spending by those working in the Proposed Development. This is difficult to quantify accurately, but recent research conducted by YouGov in 2005 found that on average, workers spend £6 per day on food alone. There will be a net increase in jobs on the Site of around 790 (not including construction jobs and excluding multiplier effects) which would suggest local spending by net additional employees could be in the order of £1 million a year.
- 6.12 It is highly likely that economic activity will be stimulated by the increase employment on the site. The increased employment would increase disposable income which would, in turn, be spent and as a consequence stimulate more economic activity. The table below shows the forecast for employment by sector, average weekly full time earnings in that sector and the total level of wages:

Sector of Employment	Total Employment (FTE)	Average Weekly Wages	Total Wage
Financial/Business/Industrial	2600	£502	£68m
Retail	540	£242	£6.8m
Leisure/Entertainment/Hospitality	376	£299	£5.8m
Public/Community/Other	50	£435	£1.1m
Total			£81.7m

Source: Annual Survey of Hours and Earnings (2004) (National Statistics)

- 6.13 This will be in addition to the money which will be generated by the leisure uses proposed, which include the cinema, hotel and banqueting facilities and the open spaces which are likely to accommodate festivals. All of these uses will result in consequential spend in the area from those visitors.

d) Summary of Economic Impacts

- 6.14 In summary assuming £300 per week in household expenditure, the development has the potential to generate £55 million per year of spending within the local area. In addition, the development has the potential to generate £1 million per year of spending by those to be employed locally, assuming a spend of £6 per day on food alone.
- 6.15 The aim of this Regeneration Strategy is to ensure that the benefits are realised across the local area.

SECTION 7: COMMUNITY EFFECTS

7.1 The proposed development is estimated to generate a final population of 6,500, which will be phased over the 15-year development period. This new population could have a positive effect in terms of increased spending, as discussed in Section 6. However, it is also important that the future population is adequately provided for in terms of community facilities and services.

7.2 This section summarises the likely housing, education and community effects arising from this Regeneration Strategy.

a) Housing

7.3 The application proposals equate to a total of 320,000sqm (GEA) of residential floorspace, which equates to approximately 3, 400 units. Further details are provided in the Housing Strategy accompanying the outline planning application.

7.4 The ES baseline assessment identified several issues relating to the current housing profile of the Inner and Wider Impact Zones, these issues include:

- Ealing has a lower proportion of rented stock compared to the London average.
- Much of the housing in the area appears to be in poor condition and need of repair.
- The Inner Impact Zone has a larger average household size than the Wider Impact Zone, London and England.
- The proportion of dwellings in the Inner Impact Zone are deemed over crowded, compared to the Wider Impact Zone, London and England.
- There are a lower proportion of flats in the Inner Impact Zone than the Wider Impact Zone.

7.5 The development of the Site has the potential to have a significant positive impact and to address some of the housing needs identified above. The proposed high quality residential development will improve the range and mix of housing within the study area, in contrast to the often poor quality housing stock within the surrounding area.

7.6 In addition, the provision of an estimated 3,400 new homes on the Site has the potential to provide a significant contribution to the minimum indicative figure of 10,7500 new homes identified to be delivered within the Opportunity Area by 2026, as set out in the adopted London Plan (2008); whilst having a positive effect in addressing the problems of the widening affordability gap faced by many households in the area.

7.6 In addition, the improved range of services and facilities on the Site and the improved access to the Minet Country Park would enhance the amenity of existing residents of the area.

b) Education

7.7 The London Boroughs of Ealing and Hillingdon have produced a joint model for calculating the child yield of the development. Using this model the following issues arise.

Nursery Schools

7.8 The Proposed Development includes the provision of nursery facilities within the primary school, which is considered to be sufficient to meet the needs of the proposed population. In addition there are three dedicated nursery schools within one mile of the Site, 16 primary schools with nursery provision, and a proposed 98 place nursery school. It is projected that there will be around 170 three to four year old children living in the Development. Statutory provision for nursery aged children is for a part-time place. Therefore, net demand is around half of the overall number of nursery aged children and provision will be made within the nursery on-site for these younger children.

7.9 The location of the primary school and its associated nursery is identified on the parameter plans, which will fix the siting for the detailed design.

Primary Schools

- 7.10 At primary level, the baseline analysis identified 617 surplus places within existing local schools, which equates to an average 7.3% surplus. The Audit Commission recommends an operating surplus of around 5% for school planning purposes and parental choice. Taking this into account, the surplus over and above 5% is 200 places. This is insufficient to accommodate the gross number of primary aged children projected to live in the Development of around 440. Therefore, the development proposals include provision for a 2-form entry primary school to accommodate all of the demand arising from the development.
- 7.11 The location of the primary school is identified on the parameter plans, which will fix the siting for the detailed design.

Secondary Schools

- 7.12 For secondary places, the baseline identified 430 surplus places and although this equates to 3% surplus (which is below the 5% recommended surplus), there are a number of schools with surplus capacity of 5% or more. The overall number of surplus places is sufficient to accommodate the demand arising from the Proposed Development. In addition, most of the pupils do not represent genuine net additional demand since they will live in the social rented units and already have a school place within the Borough or attend an existing school outside of the Borough. Modelling shows that around 70% of secondary aged children will live in social rented units. Children travel further to attend secondary schools and it is likely that many will remain in their existing school even if moving house.
- 7.13 Taking this into account, the effect upon Secondary Education provision is assessed as negligible at all levels. Existing spare capacity and low net additional school place demand will ensure that there is sufficient provision in existing schools.

Post-16

- 7.14 Post-16 Education provision is available at the Southall and West London College which is located on Beaconsfield Road, in close proximity to the Site. The college is in very close proximity to the Site, and is likely to be able to accommodate the future Post-16 Education needs of the population. In addition to the existing post – 16

education facilities, provision is to be provided at Dormers Wells High School and Villiers High School from September 2009.

c) Healthcare

GP Provision

- 7.15 To maintain the same average GP list size for the area (currently at 1,900), the development proposals would create demand for 4 new GPs. The proposed health centre could accommodate up to 8 GPs.
- 7.16 The provision of such a facility will be controlled through a legal agreement. As the planning application is in Outline, the proposal does not provide for the detailed design of the building. Initial discussions have taken place with the PCT, as detailed in the Health Impact Assessment, which accompanies the outline planning application. The Applicant will work with the PCT to ensure that their suggestions of the type of provision they would seek are taken into account at the Reserved Matters stage.
- 7.17 The PCT also advised that they would prefer a one-stop health centre, as opposed to dispersed provision around the Site. They indicated that they would prefer the provision to be in a fairly central location, to be accessible throughout the Site. In addition, it should be near to other community facilities, such as the school and retail facilities. The area indicated for the health centre is adjacent to the primary school. The location of the health centre is identified on the parameter plans, which will fix the siting for the detailed design.
- 7.18 The provision of a dedicated Primary Care Centre would also enhance the overall provision in Southall. There is the potential to provide a greater range of ancillary facilities including meeting rooms, which can be used to supplement facilities elsewhere in the area.

Provision of Other Independent Contractors

- 7.19 Ancillary facilities such as pharmacies, opticians and dentists are referred to by the PCT as “other independent contractors”. The baseline indicated the need for an additional dentist practice in the area. The proposed Primary Care Centre is likely to include ancillary health facilities (pharmacy, nursing, dentistry) as the centre will provide a one-stop health service as suggested by the PCT. There are also likely to be some facilities, such as opticians, located along the central boulevard, although this will vary depending on demand and through competition.

d) Community, Cultural and Shopping

- 7.20 The baseline study showed a good range of community and cultural facilities within the study area. However, in order to create a vibrant, sustainable community it is proposed to make some on-site provision. This will help to integrate the community through providing places to meet and socialise. Therefore, a mix of retail and leisure uses, including shops, cafes/restaurants/bars, a hotel, banqueting facilities, a sports pavilion and cinema are all proposed within the development. Such provision responds to anticipated market demands and the desire of the Applicant to deliver a vibrant and diverse mix of land uses.
- 7.21 How the impact of demand on existing facilities by new residents is mitigated will depend on future capacity at existing facilities, the willingness of the providers and operators of facilities to increase provision of any given type of facility and the funding regimes in place for such facilities (which are not all known now as public services typically have a three year time horizon for revenue funding periods).
- 7.22 The proposed retail units are concentrated along the East Street to act as a focus and help define an identity for what will be a significant new community. The shops will be in easy walking distance for new residents and workers at the site. It is, nevertheless, recognised that some residents will need to use their car, particularly for bulky food shops.

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- 7.23 Modern high quality retail floorspace in the Southall area is vital to address the issues facing Southall Town centre. Without new investment Southall will decline in relative terms. Improvements are planned for Ealing Broadway/West Ealing town centres (with a UDP allocation of 16,000m²) at Hounslow (Key Site One) and the Southall area needs to respond even to stand still. There is a danger that if new retail floorspace is not in place to complement the new homes and businesses at the former Gas Works site the new residents will regularly travel elsewhere as their shopping patterns become established.
- 7.24 The proposals will help to stem the outflow of shoppers by providing an element of retailing in modern shop units. Although it is too early to confirm specific occupiers it is anticipated that the large new community combined with the high quality environment, strong identity of the centre and densely populated areas surrounding the Site will help to attract retailers that are not currently located within the area.
- 7.25 The quantitative assessment undertaken found that the turnover of the comparison and convenience retailing proposed would be less than the expenditure generated by the new residents. In these terms, therefore, the proposals only respond to 'local' needs generated by the development. There is also the potential for significant visitor spending in the earlier construction phases and before the shops are built that would assist to boost the retail economy of Southall.
- 7.26 Important community, education and leisure facilities are located nearby to complement the draw provided by the new shops.

e) **Recreation, Leisure and Open Space Impacts**

- 7.27 The study area is well served in terms of leisure centres and gyms. There are three leisure centres in close proximity to the Site, which both have good provision in terms of facilities. The newly completed Southall Leisure Centre is also in close proximity to the Site and offers a wide range of facilities for the existing and proposed population. However, in order to create a positive living environment for the future population, the development proposal includes the provision of sports pitches and other leisure uses to supplement these facilities. The Parameter Plans set aside space for leisure uses below residential blocks and these are likely to be in the form of health clubs, although the exact uses will be determined at a later stage.
- 7.28 The development is also proposing a new footbridge to the Minet Country Park which will provide the new population of the development with access to a District Park. It would also provide the existing population of Southall with enhanced access to open space.

National Grid Property Limited

Beyond Green

Capita Lovejoy

Cyril Sweett

Hakes Associates

Hunt Dobson Stringer

Make

Marks Barfield Architects

PPS Group

RPS

Savell Bird & Axon

Savills

White Young Green