

An architectural rendering of a modern urban street scene. The street is paved with light-colored rectangular tiles. On the left, there are modern multi-story 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 left. On the right, there are fruit stalls with various fruits like oranges, tomatoes, and leafy greens. A white silhouette of a person is standing near the stalls. In the background, a red brick building with a clock tower is visible. The sky is blue with some clouds. The overall scene is bright and sunny.

West Southall Masterplan

Housing Strategy October 2008

On behalf of:
National Grid Property Limited

**PROPOSED MIXED USE DEVELOPMENT AT THE FORMER
SOUTHALL GAS WORKS, SOUTHALL (WEST SOUTHALL)**

HOUSING STRATEGY

ON BEHALF OF NATIONAL GRID PROPERTY LIMITED (NGPL)

RPS
1st Floor
Cottons Centre
Cottons Lane
London SE1 2QG

Telephone: 020 7939 8000 Facsimile: 020 7939 8098/99

RPS Ref: JLD0211

Date: 8 October 2008

COPYRIGHT

The contents of this document must not be copied or reproduced in whole or in part without the written consent of **RPS**

CONTENTS

	<u>Page No</u>
FOREWORD	1
SECTION 1: INTRODUCTION	4
SECTION 2: POLICY BACKGROUND	5
SECTION 3: OBJECTIVES FOR HOUSING AT WEST SOUTHALL	17
SECTION 4: HOUSING TENUE	19
SECTION 5: DWELLING MIX	21
SECTION 6: DESIGN CONCEPTS	24
SECTION 7: ACCESSIBLE HOUSING	25
SECTION 8: PHASING AND IMPLEMENTATION	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
- Regeneration 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.

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.

-
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_P1017 Rev 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.

SECTION 1: INTRODUCTION

- 1.1 The development proposals for the Site is a residential-led new mixed-use development. The proposed development includes provision for 320,000sqm of residential floorspace, capable of accommodating between circa. 3,400 and 3,750 dwellings. In devising a Housing Strategy for this scale of development it is important not only to ensure that these dwellings are well designed, to provide an attractive environment for the future occupiers, but also to have regard to market demand, the viability of the overall scheme and the particular objectives of the Local Planning Authority (LPA). The overall objective is to provide a mixed and inclusive community with an element of affordable housing in the form of both social rented and intermediate housing for key workers.
- 1.2 A proposed development of this scale is, naturally, at this stage only in outline form. However, the Applicant recognises that there is a need to set out a formal structure to ensure the provision, phasing and implementation of both the private and affordable housing throughout the Site. Therefore, this Housing Strategy has been prepared to consider the objectives and requirements for housing on the Site and to provide a broad structure for the provision of that housing in terms of mix, tenure and design.
- 1.3 The 'Vision' for the Site is explained in detail in the Design and Access Statement submitted in support of the outline planning application. The design concepts of the Housing Strategy draw from this overall vision.
- 1.4 Details of the application proposals are set out in the Planning Statement which accompanies the outline planning application.
- 1.5 This Housing Strategy highlights the main policy background of relevance in Section 2. Section 3 sets out the objectives for housing at the Site, while Section 4 establishes the tenure mix proposed. The dwelling mix is set out in Section 5, with the general design concepts set out in Section 6. Sections 7 and 8 detail the proposed arrangements for accessible housing and phasing and implementation respectively.

SECTION 2: POLICY BACKGROUND

a) National Policy Context

- 2.1 In February 2003, the Deputy Prime Minister issued the Sustainable Communities Plan (SCP), which recognised that housing production and output, particularly in the high-pressure areas of London and the South-East, has lagged significantly behind the levels needed to sustain the economic base of the region. In the foreword to the SCP it is stated that a steep change is essential to tackle the challenges of a rapidly changing population, the needs of the economy and the serious housing shortages in London and the South-East.
- 2.2 The provision of housing, the increase of densities, the efficient uses of previously developed land and affordability have all become major issues for the Government to address. This is particularly true in London and the South-East. This is reiterated in the Housing and Regeneration Bill produced by the Department for Communities and Local Government in November 2007. The Bill establishes the new 'Homes and Communities Agency' that will focus on delivering more new and affordable homes across all tenures and will drive and invest in regeneration. It is intended that the new Agency will support regeneration and provide decent places as well as decent homes, through grant funding social housing and investing in infrastructure.
- 2.3 The Bill implements the changes proposed in the Housing Green Paper, giving Councils more freedom and incentives to build new homes; and makes rating against the Code for Sustainable Homes mandatory for new homes.
- 2.4 Turning to planning policy documents, Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005) sets out the strategic planning aims of the Government. Paragraph 5 of PPS 1 recognises that planning should facilitate and promote sustainable development by:
- making suitable land available for development;
 - contributing to sustainable economic development;
 - ensuring high quality development through good and inclusive design and the efficient use of resources; and

- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities, with good access to jobs and key services.

2.5 Paragraph 23 of PPS1 acknowledges the need to promote a strong, stable and proactive economy, achieved in part through ensuring:

“the provision of sufficient, good quality, new homes (including an appropriate mix of housing and adequate levels of affordable housing) in suitable locations, whether through new development or through the conversion of existing buildings”.

2.6 The application proposals specifically meet this criteria.

2.7 Planning Policy Statement 3: Housing (PPS3) (2006), confirms the Government’s approach for housing policy and stresses that Government policy is to improve the affordability and supply of housing in all communities. It should also *‘ensure that everyone has the opportunity of living in a decent home, which they can afford in a community where they want to live.’*

2.8 The specific outcomes that the Government expects the planning system to be able to deliver are set out in paragraph 10 of PPS3 as follows:

“high quality housing that is well-designed and built to a high standard;

a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural;

a sufficient quantity of housing taking into account need and demand and seeking to improve choice;

housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure; and

a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate”.

- 2.9 It is evident that the overall proposals for the Site, together with the vision for the masterplan, fully accord with the objectives of the Government's housing policies. The proposed housing seeks to go towards the delivery of housing need by the regional and local authorities, on an allocated brownfield site. In line with PPS3, the proposals will provide new jobs, leisure, retail, education and health uses within the Site; increase linkages through to Southall station; and provide local bus services through the Site, enabling residents to travel to jobs and other facilities by sustainable modes of transport.
- 2.10 In terms of mix and affordability, the application proposals incorporate a variety of housing, particularly in terms of tenure, price and a mix, to foster balanced communities, whilst responding to the identified housing need, widening the range of housing opportunity in Southall. This accords with the principles established in PPS3. This is addressed in further detail in Section 5 of this Strategy, entitled *'Dwelling Mix'*.
- 2.11 Paragraph 11 of PPS3 sets out policies designed to achieve these outcomes, based upon the following concepts and principles (outlined in bold) and our response to how each of these concepts and principles has been addressed:
- **Sustainable Development** – The application proposals are supported by a Sustainability Strategy identifying how the proposals will deliver sustainable development objectives.
 - **Visionary and Strategic Approach** – A Vision Statement is provided in the accompanying Design and Access Statement. This is prepared in accordance with the GLA and LBE's planning guidance.
 - **Market Responsiveness** – The tenure mix responds to the viability assessment undertaken in connection with proposals.
 - **Collaborative Working** – The development proposals have been developed by the team through engagement with local communities, stakeholders and infrastructure providers.
 - **Evidence-Based Policy Approach** – The proceeding chapters set out the strategic and local housing demands, which the development proposals seek to respond to.
 - **Outcome and Delivery Focus** – The development proposals have been established in accordance with the criteria set out in paragraph 10 of PPS3.
- 2.12 Circular 05/05: Planning Obligations, makes clear that site viability must be considered, so that affordable housing provision is negotiated in a way that ensures:

“a level of contribution that can be demonstrated as reasonable to be made whilst allowing development to take place” (Paragraph B10).”

2.13 This is addressed further in Section 5 of this Strategy, entitled ‘*Dwelling Mix*’.

b) Regional Planning Guidance

London Plan (2008)

2.14 The statutory development plan is comprised, in part, of the adopted London Plan (February 2008). There are numerous cross-cutting policies within this document. The achievement of sustainable development, social inclusion and regeneration are themes that are at the core of the adopted London Plan.

2.15 Policy 3A.1: Increasing London’s Supply of Housing of the adopted London Plan, establishes a minimum target for housing provision of 30,500 additional homes per year within the London region. For the borough of Ealing the target is 915 units per annum between 2007-2017. This figure is reiterated in Table 3A.1 of the adopted London Plan.

2.16 In terms of housing mix, Policy 3A.5 of the adopted London Plan requires the delivery of a wide choice in housing provision, in terms of size and tenure. This policy also requires all units to be designed to ‘Lifetime Homes’ standards, with 10% designed to be wheelchair accessible.

2.17 It is made clear in Policy 3A.10: Negotiating affordable housing in individual private residential and mixed-use schemes, that whilst boroughs should seek the maximum reasonable amount of affordable housing, when negotiating on individual private and mixed use schemes:

“targets should be applied flexibly, taken account of individual site costs, the availability of public subsidy and other requirements.”

-
- 2.18 Under Policy 3A.9, there is a strategic target of 50% of housing provision to be affordable. There is also a London-wide objective that the affordable housing should be split between 70% social rented and 30% intermediate. The GLA has prepared two separate Supplementary Planning Guidance Notes on 'Affordable Housing' and 'Housing Provision', which are considered below.
- 2.19 In line with Policy 3A.10, Section 5 relates to details on the provision of affordable housing on the site. Ongoing discussions are being held between the parties in respect of the affordable housing provision and relevant delivery mechanisms.
- 2.20 Policy 3A.3: Maximising the Potential of Sites, seeks to ensure that development proposals achieve the highest possible intensity of use compatible with the local context. The appropriateness of the density is addressed specifically in the accompanying Transport Statement and the Design and Access Statement.
- 2.21 The GLA's Supplementary Planning Guidance: Housing Provision (2005), recognises the need to meet London's rapid population growth and that much of the new housing will have to be built in London at high densities, which should be considered in terms of habitable rooms per hectare (as well as the number of dwellings per hectare). Higher density housing is most suitably located in urban areas close to public transport, particularly within mixed-use developments. This is acknowledged in detail in the Planning Statement accompanying the outline planning application.
- 2.22 The SPG also sets out unmet demand and projected household growth for London, identifying a general need for larger sized social rented units and smaller private and intermediate units. The guidance states that these provisions should not be applied crudely at the local level. The rationale for the mix proposed is set out in detail in Section 4 entitled 'Housing Tenure' of this Strategy.

- 2.23 The GLA's SPG: Housing (November 2005), reiterates the strategic target that 50% of all additional housing should be affordable, with a split of 70/30 social rented to intermediate housing. In terms of new developments of 1,000 homes or more, the SPG states that such sites '*should be sufficiently large to achieve the norm social: intermediate balance irrespective of the existing tenure/affordability mix in neighbouring areas*' (Paragraph 18.9). Again, the level of affordable housing which could be provided on the Site, and the necessary delivery mechanism are subject to an ongoing discussion between the relevant parties.
- 2.24 Paragraph 11.3 of the GLA's Housing SPG, provides guidance on the London-wide net housing requirement over the next 15 years to meet both current unmet demand and projected household growth, incorporating assumptions about the extent of voluntary sharing by single person households, as follows:

Overall Housing Mix	1 bedroom h/hold 2/3 bedroom h/hold 4 bedroom + h/hold	32% 38% 30%
Social Housing Mix	1 bedroom h/hold 2/3 bedroom h/hold 4 bedroom + h/hold	19% 39% 42%
Market Housing Mix	1 bedroom h/hold 2/3 bedroom h/hold 4 bedroom + h/hold	25% 75% -
Intermediate Housing Mix	1 bedroom h/hold 2/3 bedroom h/hold 4 bedroom + h/hold	66% - 34%

- 2.25 This is addressed specifically in Section 5 entitled 'Dwelling Mix', which seeks to reconcile the GLA's guidelines with those of the LBE, taking into account the local Housing Needs Survey in proposing a market and affordable housing mix.

c) Local Planning Guidance

Ealing UDP

- 2.26 The Ealing UDP was adopted in October 2004. The majority of the policies contained within the UDP have been saved by a Direction issued by the Secretary of State, dated 27th September 2007. These will remain adopted development policies until the adoption of the new policies in the Local Development Framework. For clarification the key policy of relevance to the application proposals that has not been

saved is Policy 5.1: Housing Supply (which also referred to densities). This policy was not saved and therefore, the London Plan Policy 3A.1 takes precedence.

- 2.27 Policy 5.2: Affordable Housing of the adopted UDP, refers to a target figure of 50% of all units to be provided as affordable housing. However, the supporting text to the adopted London Plan, at paragraph 5.2 of the Ealing UDP policy states:

“The implementation of the policy will also have regard to the economics of provision. The policy will apply to all sites unless it can be demonstrated that there will be particular costs associated with the development that would mean a scheme involving affordable housing would not be viable, or would prejudice the realisation of other planning objectives that need to be given priority.”

- 2.28 This is addressed specifically in Section 5 of this Strategy, entitled *‘Dwelling Mix’*.
- 2.29 Policy 5.3: Lifetime Homes and Wheelchair Standards, refers to the requirement for all new dwellings to be compliant with Lifetime Homes standards; and for 10% of the units to be designed to wheelchair standards. This is addressed further in Section 7: Accessible Housing of this document.
- 2.30 Policy 5.4: Range of Dwellings Sizes and Types, requires the proposed mix to reflect local housing need and promote the achievement of a balanced residential community. Again, this is addressed specifically in Section 5 of this Strategy, entitled *‘Dwelling Mix’*.

Supplementary Planning Guidance

- 2.31 A statement of ‘Development Principles’ was prepared by the LBE and the Greater London Authority (including the London Development Agency and input from Transport for London), as Supplementary Planning Guidance of Development Sites (2004). This will be superseded by an updated document which addresses the needs and development potential of the whole of Southall, known as ‘Framework for Southall’. This is due to be consulted on in late 2008.

- 2.32 The draft 'Framework for Southall' acknowledges that the cost of development at the site are likely to be substantial, requiring major investment to deal with ground contamination issues and to provide new transport infrastructure to access the Site. Therefore, substantial development value is needed for the scheme to be viable. It is consequently recognised that there is a need for the development to provide for a *'substantial mixed-use development with potential for higher densities in a suitably designed scheme'*.
- 2.33 It is specified within the draft Framework document that a strategy is adopted which *'provides the correct housing mix', 'increases choice and access to affordable housing'; 'tackle social exclusion and promote sustainable communities'*. It is recognised that housing in Southall is typically overcrowded. The Council, therefore, seek family housing through a mix of house types, with affordable housing distributed throughout the development.
- 2.34 In terms of urban design and sustainability, the draft Framework document seek good design within any development. It confirms that the Site is suitable for high-density development, if it is serviced by good public transport.
- 2.35 New residential development is expected to meet Lifetime Homes standards to help ensure sustainability.
- 2.36 On the basis of the above, the development proposals comply with the overall policy objectives for the Site.

Local Development Framework

- 2.37 On the basis that the Issues and Options Paper of the emerging Core Strategy Development Plan Document is at such an early stage, no weight is afforded to any of the options presented for the following:
- Issue 4.1: Housing Quality
 - Issue 4.2: Housing Supply
 - Issue 4.3: Affordable Housing
 - Issue 4.4: Housing Mix

d) Other Material Considerations

The draft London Housing Strategy (September 2007)

- 2.38 Housing Strategy for London now comes under the remit of the Mayor of London and the London Regional Housing Board has been dissolved. The draft Mayor's Housing Strategy, on which a further draft is due to be consulted on shortly, sets out the vision for London as:
- Strong, diverse long term economic growth; in housing to produce more homes and particularly more affordable homes in successful neighborhoods.
 - Fundamental improvements in London's environment and use of resources; in housing to improve the quality of design and reduce the impact of housing on climate change.
 - Social inclusivity to give all Londoners the opportunity to share in London's future success; in housing to tackle extreme housing need, improve choice and mobility, tackle worklessness and involve residents in better management of homes and neighbourhoods.
- 2.39 The Strategy sets a target for 42% of new social rented homes; and 8% of intermediate homes in 2008/09, 12% for the following year and 16% by 2010/11, should have 3-bedrooms or more. The Strategy also states that developers will be encouraged to undertake a detailed assessment of the viable mix against a benchmark that at least 75% of new private homes should have two or more bedrooms.
- 2.40 In terms of a sustainability rating of new dwellings, the Strategy states that only schemes which comply with a minimum Code for Sustainable Homes rating will obtain funding, with those going further having prioritised funding.
- 2.41 Policy Statement 1.3: Providing Affordable Homes, states that boroughs should give priority to the provision of intermediate housing that delivers additional homes.
- 2.42 In terms of Policy Statements 2.1: Improving Design; 2.2: Tackling Climate Change; 3.1: Meeting Needs, these are addressed in the accompanying planning documentation.

- 2.43 In terms of mix, the Strategy confirms at paragraph 37 of 5.23 that whilst the London Plan sets strategic targets for tenure mix this may not be appropriate in all circumstances.
- 2.44 The Site is identified in the Housing Strategy as having potential to accommodate 4,000 dwellings.

The Building Communities – A Housing Strategy for West London

- 2.45 The London boroughs have been divided into 5 separate sub-regional groupings, to work together and co-ordinate housing policy and supply issues. West London boroughs (Brent, Ealing, Hammersmith & Fulham, Harrow, Hillingdon, Hounslow and Kensington & Chelsea) collaborated on producing this document 'Building Communities – a Housing Strategy for West London', published in June 2003. Whilst the principle of the right to individual boroughs to determine their own housing policies remains and is maintained throughout the document, the Strategy aims to provide a coherent framework for West London in the context of the GLA's and the London Housing Board.
- 2.46 The Site is identified in the document as being capable of accommodating 1,000 between 2002-2016. The document identifies an anticipated growth in household capacity in the borough of 9,684.
- 2.47 Paragraph 7.7 of the Housing Strategy for West London, acknowledges the role housing can play in enabling regeneration, stating that '*Ensuring the wider economic and social regeneration of communities is an essential part of the enabling role of housing.*'
- 2.48 The Housing Strategy for West London (2003) offers little detail on specific requirements.

Housing Needs Survey

- 2.49 The latest Housing Needs Study (HNS) for the London Borough of Ealing was carried out in 2004 by Fordham Research Company on behalf of the Council (published 2005). The key points of the assessment are as follows:

- An estimated shortfall of affordable housing within Ealing of around 5,310 dwellings per annum up to 2009; with an estimated demand for newbuild affordable housing of 656 units per annum (Pages 2 and 4 respectively of the Executive Summary).
- The Survey notes that the need for affordable housing is most acute for one and two bedroom properties. (Page 10 of the Executive Summary).
- Southall is identified as having the second greatest need for affordable housing, equating to 1,426 units (25% of the total for the borough) (Executive Summary page 10).
- Analysis suggests that nearly half of this need could theoretically be met by 'intermediate' housing. However, the study concludes that the majority of households able to afford 'intermediate' housing could only afford the cheapest 'intermediate' housing, with traditional options of shared ownership of little benefit.
- In terms of considering the total shortfall or surplus, using the Basic Housing Model, the total demand for the borough is as follows:

Total shortfall or (surplus)					
Size requirement					
Tenure	1-bed	2-bed	3-bed	4+ bed	Total
Owner-occupation	(254)	(128)	(510)	(207)	(1,098)
Affordable Housing	710	964	1,005	479	3,157
Private Rented	(290)	(435)	(424)	(254)	(1,403)
Total	165	401	71	19	656

- 2.50 The HNS concludes that this is a shortfall in all sized affordable units; and a surplus of all sized owner-occupied and private rented properties, in particular 3-bed units.
- 2.51 The HNS reveals that there is an equal need for social rented and intermediate housing in Ealing. Given that Southall is a relatively deprived part of the borough and to enhance the regeneration benefits of the scheme, it is important that households with earning power form a significant proportion of those households to be allocated affordable housing.
- 2.52 The eventual level and tenure mix of affordable housing to be provided will be dependent upon the economics of the scheme and, in particular, the considerable abnormal infrastructure and enabling costs of developing this challenging site, along with the amount of grant funding to be delivered for the affordable housing.

Ealing's Housing Strategy 2004-2009

2.53 The key aims and priorities of the Housing Strategy are as follows:

- To increase choice and access to affordable housing.
- To improve the quality of housing and related services across all tenures.
- To tackle social exclusion and to promote mixed and sustainable communities.

2.54 This Strategy identifies a shortfall of affordable housing of around 5,062 units per annum, particularly for two and three bedroom properties. A key target of the Strategy is to provide a minimum of 650 affordable dwellings between 2006/08.

2.55 The Strategy states that West London has the highest level of single person households in London and this is expected to grow. The GLA's research on West London indicates that both population and employment are likely to grow at a much faster rate than housing starts, thereby predicting a shortfall of 35,000 homes by 2016.

2.56 Detailed tables in the Strategy identify an estimated need for almost 2,000 additional affordable housing units per year over the 10 years of 1999 and 2009. It is estimated that there will be a deficiency in the borough of about 900 one-bedroom units, 650 two-bedroom units and 400 three or more bedroom units each year between this period, in addition to the identified existing shortfall in affordable housing, demonstrated in the HNS.

SECTION 3: OBJECTIVES FOR HOUSING AT WEST SOUTHALL

3.1 There are a number of substantial costs involved in bringing the Site forward for development and these have to be considered in tandem with the planning policy considerations. As a consequence of this the following objectives were established for the Housing Strategy:

a) To create a sustainable and viable new community integrated with the surrounding hinterland

- The Housing Strategy is a core element in the vision for West Southall. It will go some way to addressing the acute shortage of good quality housing in the immediate area. The development will provide local people with the opportunity to live and work in close proximity.
- The surrounding hinterland consists predominantly of terraced and semi detached housing, and this urban grain is carried through into the development in order to integrate the existing community and to provide a graded transition to the more dense areas along the proposed main street. This includes a range of housing densities to appeal to different target market sectors.

b) To support the economic regeneration of Southall

- There is a strong need to seek to regenerate this significant area of vacant land which will have substantial knock on benefits to the overall economic regeneration of the area. The aim is for residential development to be a catalyst for the regeneration of the wider area, insofar as it represents one of the largest development opportunities in West London.

c) To create a sustainable community

- The Sustainability Strategy demonstrates the commitment to creating a sustainable community in its fullest sense. From a housing perspective, there is a need to provide housing for a mix of income groups and people of different socio-economic characteristics. There is a need to significantly improve the quality and diversity of housing, giving people a real choice of housing in Southall.

d) To make a sustainable and efficient use of land

- This has been achieved through good urban design taking into consideration the balanced need for open spaces, community facilities, local amenities, commercial elements, as well as housing. This has been combined with improved public transport facilities to meet all the needs of the new development.

e) To make an appropriate contribution to meeting the needs for affordable housing in Ealing and adjacent boroughs having regard to site constraints

- Ealing Council's HNS was completed in 2004 and published in 2005. The HNS demonstrates a substantial need for affordable housing across the Borough (a requirement of 5,062 per annum, 25% of which is in Southall (Executive Summary page 10)). Since the HNS was completed, house prices have risen further by c.30% (upmystreet.com). The Survey is considered further in the Planning Policy Section of this Report (Section 2).
- Whilst the Applicant will seek to deliver a level, size and tenure mix of affordable housing that most closely accords with the requirements of the LBE and the GLA, this will have to be within the context of scheme viability, to ensure delivery of the regeneration project. Discussions with the authorities are on going in respect of these matters, and no details are fixed at this stage.
- As the development will deliver a substantial number of homes, there is a real opportunity to meet some of the shortfall in much needed family social rented units, including 4 and 5 bedroom houses. The scheme will also deliver units which help to provide a first rung on the housing ladder for modestly paid professional households living and/or working in Ealing and the sub-region.

f) To provide sufficient value to support associated physical and community infrastructure costs.

- The housing proposals, which could deliver in the region of 3,400-3,700 dwellings, will provide a key source of value and income in which to provide the associated physical and social infrastructure provision such as new roads, a school, a health facility, open space provision and affordable housing. The provision of market housing will go some way to meeting the substantial costs associated with these issues.

SECTION 4: HOUSING TENURE

a) Indicative Numbers

- 4.1 On a site of this size and with the scale of the development proposed, it is important for both the developer and the LPA to remain flexible and to respond to changing circumstances. In particular, the housing market, housing need and private sector demand must be considered. It is, therefore, quite likely that these variables could change throughout the construction phase, which is likely to be approximately 15 years. Consequently, all quantities of units referred to in this Strategy are given for indicative purposes.
- 4.2 The housing quantities given in this report are based on an indicative assessment of the total number of housing units that can be provided from the gross floor area of up to 320,000sqm, capable of accommodating between 3,400 and 3,750 dwellings. The exact quantum is dependent on a number of variables, such as unit sizes, quantum of affordable housing, tenure split and layouts in the eventual Masterplan delivered.

b) Private / Affordable Composition

- 4.3 NGPL propose that West Southall will be a genuinely sustainable mixed use scheme, including a proportion of affordable housing with an appropriate mix and tenure split to be agreed with LBE and GLA. In line with Policy requirements, the intention is that the development will provide the maximum reasonable amount of affordable housing within the development.
- 4.4 The Applicant has discussed the affordable housing proposal with the Housing Corporation, two locally active RSL (appointed as informal partners), the GLA and the LBE. These discussions have revealed:
- The GLA wishes to see 30% of the total affordable housing to be family units (3 or more bedrooms).
 - The RSLs consider that the number of family intermediate units should be limited, given issues of affordability for households on modest incomes.

- The RSLs wish to see product differentiation in intermediate housing, particularly low cost home ownership, to make them more saleable to households on a range of income levels.
- The LBE may wish to see more intermediate housing, given the concentration of social rented housing in the vicinity of the Site and the need to achieve economic development as part of the development.
- The GLA and the Housing Corporation accept the need for a cascade mechanism to ensure that if grant funding is lower than anticipated, the tenure mix can shift towards higher value uses and so ensure certainty of value for the affordable housing.
- The Housing Corporation has confirmed that West Southall will be considered a 'strategic site', with sufficient social housing grant to be provided to reflect the additionally that will be achieved in terms of delivering affordable housing.

4.5 Overall, a wider range of housing across the household income range would encourage balance in the socio-economic profile of residents of the area. This would in turn raise average household incomes, leading to greater expenditure locally resulting in multiplier benefits for local businesses and services over time.

4.6 Moreover, private homeowners have on average twice the spending capacity of affordable housing residents. Therefore, an appropriate mix between private and affordable housing will enhance further the economic development opportunities arising from the development.

SECTION 5: DWELLING MIX

5.1 The residential mix is yet to be agreed. The Applicant will seek to provide a level and mix of affordable housing as close to the GLA's and LBE's policy aspirations, within the financial and other constraints of the site. However, in doing this the final mix must reflect practicalities and the prevailing economics of the scheme, which will incur very high abnormal infrastructure, enabling other costs associated with this long-term development. The scheme will need to provide relatively high density housing to ensure it generates sufficient revenue to make it viable.

a) Affordable Housing

5.2 As part of the scheme, a large proportion of the social rented tenure will comprise much-needed family social rented homes in a mixture of flats and houses. This will include some 4-bed units and possibly some 5-bed units as well. The proposed affordable housing mix shown below in Table 5.1: Proposed Affordable Tenure Dwelling Mix has been discussed and agreed in principal by the GLA and the LBE:

Table 5.1: Proposed Affordable Tenure Dwelling Mix

Number of beds	Social rented (%)	Intermediate (%)
1 bed	10	30
2 bed	49	40
3 bed	31	20
4 bed +	10	10
Total (%)	100	100

5.3 The mix across the Application Site is still to be agreed and will reflect practicalities and the prevailing economics of the scheme, which will incur very high abnormal infrastructure, enabling and other costs associated with this long-term development.

5.4 The intermediate housing is expected to comprise high proportions of low cost home ownership alternatives, including new build homebuy, open market homebuy and low cost homes for sale (as detailed in PPS3). It will be the intention that a proportion of these units are targeted at existing social rented tenants.

- 5.5 The intermediate homes are expected to be let, sold and leased to households with incomes that are consistent with the GLA's Annual Monitoring Reports. Appendix 6 of the latest GLA's Annual Monitoring Report (February 2007) demonstrates a household income range of between £16,900 and £52,500 per annum.

b) Private Sector Housing

- 5.6 A large quantum of research has been undertaken into the existing residential market in Southall, and what elements are required to create a "new place" at West Southall. The "new place" should not only integrate with the existing community of Southall but also draw in a wide range of new occupiers, for both the residential and commercial elements.
- 5.7 The area is not, currently, one that contains any significant volume of high quality housing, hence the outflow of wealthier individuals and families from Southall seeking properties at the higher end of the market.
- 5.8 Current housing stock is generally of a poor quality. However, research has shown that most local residents want to stay in the immediate area, because of its cultural/religious appeal or because they are trying to get their first step on the property ladder. Affordability issues in Southall have made the latter point harder to achieve and resulted in a strong lettings market as a consequence of the larger percentage of rented property compared to owner occupied.
- 5.9 The research has identified potential residential demand on the assumption of a high quality development. It is concluded that:
- Apartments – There is demand for apartments from both owner-occupiers and the investor target group. Demand in the local market exists predominately for 2 bed apartments. However, there is a wider West London demand for 1-bed apartments from purchasers who are being forced out of more expensive areas such as West Ealing and Acton.
 - Family Houses (4/5 bed) – Demand for family homes will be influenced by their size and quality, as well as issues such as gardens and allocated parking being desirable. These types of property are popular with the local market as there is a distinct lack of stock of this nature and purchasers looking for larger houses are forced out to Hayes and Uxbridge.

5.10 The research then examined the factors that were needed to attract people to Southall and help overcome its existing poor perception. These included the following:

- High quality of design, both internally and externally
- Off street and / or allocated parking
- Security
- Sports and leisure facilities
- Cafes
- Good quality of open spaces and green spaces / parks
- Schooling
- A retail offer with traditional (western) high street stores

5.11 Assuming the above could be achieved through the proposed Masterplan, the research was then able to devise the proposed target market for the site and identify who was likely to buy into the scheme, as follows:

- First time buyers forced out of more expensive areas to the east
- Young singles or couples from the local market
- Investors from the local market, the wider London market and internationally
- Down sizers / divorced people
- Young families
- Older families wishing to remain in the local area
- Commuters

5.12 Given the size and scale of the West Southall site, a sustainable mix of accommodation is required to cater for all the above target groups. This includes a number of family houses (not flats) which include gardens, allocated parking and where possible garage space. This should be combined with a mixture of smaller flats for first time buyers and larger flats for investors and down sizers. The size and types of units should be appropriate to their location on the site and proximity to local amenities, such as bars and restaurants and public open space.

SECTION 6: DESIGN CONCEPTS

- 6.1 The Design and Access Statement submitted in support of the outline planning application clearly set out the vision and concepts for development at West Southall. These documents demonstrate how a high quality residential development could be achieved at West Southall.
- 6.2 The vision is for a sufficient density of development and activity to generate its own vitality and create a lively public realm. The objective is to develop a scheme that has a strong sense of place and distinct identity but with an integrated, permeable street network that maximises links to the surrounding area. Additionally, it seeks to create a place that is socially, economically and environmentally sustainable. This includes large public open spaces so that all residents are within easy reach of a park and recreational facilities. The vision includes the provision of a new primary school and nursery and a health facility to serve the new community.
- 6.3 Residential typologies have been provided to demonstrate how different residential units will be built across the site. This takes into consideration their position on the site and the surrounding mix of uses. Each typology takes account of its relationship with any commercial elements, which may be on the lower levels, and an appropriate parking strategy to ensure that secure car parking can be maximised within the development. A lot of work has been undertaken in relation to the typologies to ensure that each receives the maximum possible level of sunlight / daylight, is provided with adequate privacy and where possible private open space. These are detailed further in the Design and Access Statement and the Development Specification. The typologies will be worked up further as the design progresses.

SECTION 7: ACCESSIBLE HOUSING

- 7.1 The design of the development has been set out to encourage cycling and walking and to ensure that access for disabled people can be achieved throughout the development.
- 7.2 Disabled parking will be provided for the residential elements, and included within the main car parks. Bus stops will be designed to provide level access, and changes in levels will be provided with appropriately graded ramps.
- 7.3 All of the units for both the private and affordable tenures will meet Lifetime Homes standards. Furthermore, 10% of all the social rent dwellings will be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. The level of the private and intermediate tenures will be subject to research on demand and agreed with the local planning authority, up to a maximum of 10% across the development. However, it should be noted that not all of wheelchair accessible or easily adaptable units will necessarily be on the ground floor. This will seek to ensure a mixed and balanced community throughout the development.

SECTION 8: PHASING AND IMPLEMENTATION

- 8.1 It is envisaged that construction of units could commence at the end of 2010, following a rolling decontamination process, with first occupation anticipated in 2011.
- 8.2 The phasing of residential sales is proposed to average 200 units per annum, although this will be dependent on market conditions.
- 8.3 Affordable housing is proposed throughout all of the development phases and will include a mix of unit sizes and types.
- 8.4 RSLs will manage the affordable tenure dwellings, as and when they are delivered.

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