

HOUSING

This chapter sets out policies for residential areas and development. It deals with both the quantity and quality of housing in the borough. The plan seeks to contribute to the creation of sustainable residential communities across the borough over the first fifteen years of the twenty-first century. *5-Int1*

The plan recognises the importance of promoting development on urban sites that have been developed previously and are in need of renewal. These are called 'previously developed sites', as opposed to 'green-field' sites where green space should be protected. *5-Int2*

Following from this, it is also recognised that residential densities can be increased, provided that this is done in conjunction with a design approach that provides attractive and environmentally friendly housing. Relatively high density development also needs to be on sites that are centrally placed for public transport. Clearly, development at very low density squanders land, but this does not mean that people should be crammed together. It means that development should be at reasonable densities, that protect open spaces and respect the need for privacy. *5-Int3*

The most recent study on residential capacity (London Planning Advisory Committee 1999) indicates that 9,750 more homes can be added to Ealing's housing stock in the period 2002 – 2017. This study is supported by the Government Office for London and forms the basis for the work on housing in the Mayor of London's 'Spatial Development Strategy' (The London Plan). Future capacity studies may cause the housing target to be revised upward. *5-Int4*

The Ealing total implies that an annual average of 650 units can be expected over the plan period (see 'The London Plan', Table 3A.1). This figure will be regarded as a minimum target for residential development. It increases the Council's previously approved figure of 540 units per annum. *5-Int5*

The target for development will be met from sites identified in the plan (there are approximately 60 sites for housing and mixed uses listed in Chapter 10) and 'windfall' sites which have not been previously identified. It will include both large and small sites, new development and conversions, self contained and non self-contained accommodation. It will also include vacant and underused property brought back into use. *5-Int6*

'Affordable' housing (i.e. homes available to people who cannot afford to buy in the open housing market) is a key issue all over London. The government and the regional and London-wide authorities all indicate that development on significant sites should include an appropriate mix of 'market' and affordable housing. This theme is followed through in the Ealing Plan. The London Planning Advisory Committee's 1999 Housing Capacity Study suggests that one third of residential development in the plan period is likely to be defined as affordable. The policies in the new plan aim to increase this to 50% of additional residential units, including 'key worker' accommodation, i.e. for people recruited to work in essential services, and who otherwise would not be able to afford to come and live in the borough. *5-Int7*

The plan deals with the different types of development, from rear extensions to new residential estates. In addition, it covers hostels and institutional accommodation, flats over shops and starter homes for key workers. It proposes that housing should be accessible for people with disabilities and establishes wide-ranging criteria to secure a good residential environment. *5-Int8*

Indeed the Plan establishes a good neighbour approach, promoting decent accommodation for those with no homes or in the worst environments, and considering all aspects of residential areas, including the need for children's play space and local services. It is intended to ensure a

proper balance between homes, jobs, services, and the infrastructure needed within defined residential communities. 5-Int9

The strategic Policy 1.5 (as set out in Chapter One) is -

To increase the quantity of housing in accordance with the agreed strategic minimum target of 9,750 new dwelling units by 2017, ensure its satisfactory quality, and improve choice to meet the needs of all residents. Priority will be given to re-using empty property, converting existing buildings, and making best use of previously developed land.*

There are nine policies for Housing, and these, together with their justifications are set out below. 5-Int10

<p>5.1 Housing Supply 5.2 Affordable Housing 5.3 Lifetime Homes and Wheelchair Housing</p>	<p>5.4 Range of Dwelling Sizes and Types 5.5 Residential Design 5.6 Small Dwellings and Flats</p>	<p>5.7 Special Housing 5.8 Accommodation for Travellers 5.9 Extensions and Alterations to private houses and gardens</p>
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Policies for Housing

5.1 Housing Supply*

1. **The Council will encourage the development of additional dwellings:**
 - (i) **In residential areas;**
 - (ii) **On suitable sites in shopping centres; and**
 - (iii) **In mixed schemes elsewhere outside the defined residential areas, subject to other policy priorities.**
2. **Development that would result in the net loss of residential units, or of non self-contained residential accommodation, to non-residential uses, will not be permitted, unless this provides accommodation for a community facility needed by residents in the immediate locality.**
3. **High density residential development may be acceptable in areas with good local services, with good public transport and capacity, and subject to a high standard of urban design. Low density residential proposals of less than 30 units per hectare will not normally be permitted.**

2004 Plan
See Sites and Areas Schedule 10.21, Map Sheet 1 and 15, Table 5A

Govt Documents
PPG 3 Housing, paras 22-45

The London Plan
Policies 3A.1 and 2 and 4B.3

Other Documents
Ealing Community Strategy, Chapter 2

* DCLG Direction 2007: this policy not saved. See Appendix

4. In addition, the Council will encourage:

- (i) Conversion schemes in under-occupied dwellings;**
- (ii) Applications for interim use of dwellings earmarked for re-development;**
- (iii) Rehabilitation of vacant residential accommodation above shops;**
- (iv) Use of suitable non-residential property for housing.**

London's economic success means that there is strong demand for housing from people who want to live and work in the capital. Supply cannot match demand and hence house prices have been driven up. This causes particular hardship for those with modest incomes. The government's theme of 'urban renaissance' is intended to promote a positive approach to housing supply, so that social inclusion is tackled and sustainable residential communities are created. 5.1-J1

In other words, the aspiration is an optimum supply of housing, where residential accommodation is matched by the provision of sufficient social and community facilities (leisure, education, social care etc), and easy access to employment opportunities. 5.1-J2

On this basis, the Council will review the capacity of the borough to accommodate additional residential development, in the context of the housing provision figure indicated by the Greater London Authority in the Mayor's Spatial Development Strategy ('The London Plan', Table 3A.1). In Ealing, urban land uses are well established across the whole borough, and remaining green space is a valuable asset for recreation and amenity. On this basis, increases in housing supply will necessarily be achieved on previously developed land. 5.1-J3

Given the level of need, it is important to retain existing housing wherever possible. This includes houses, flats, and non self-contained accommodation. The only exceptions would be when replacing existing housing with a greater or equivalent amount of residential accommodation, or when the local planning authority recognises that there is a particular need for a community facility (e.g. nursery or health care) for residents in the immediate locality. 5.1-J4

Additional dwellings can be accommodated in residential areas through in-filling, redevelopment and conversion, particularly in areas with an overall low density. There is potential for better use of existing dwellings – including those which are under-used or vacant. Unwanted space in family homes or above shops can be adapted for subletting, and for conversion into self-contained units. Dwellings that have been vacated because they are earmarked for redevelopment can be made available for short-term use, pending demolition. In addition, there is the possibility of changing suitable non-residential premises to residential use, where appropriate standards of amenity can be provided. Similar considerations apply to the provision of residential development outside established residential areas. 5.1-J5

The density of residential development is an important consideration in planning for housing supply. As a guide, the local planning authority will expect densities as set out in Table 5A. 5.1-J6

Table 5A
Guidance on Residential Density

High density sites

<i>Predominant Type</i>	<i>HR/Ha</i>	<i>U/Ha</i>
Non-family units		
1. Flats	250 - 350	80 – 120
2. Terraced/flats	200 - 300	50 – 110

Other sites (except backland – see Table 5F)

<i>Predominant Type</i>	<i>HR/Ha</i>	<i>U/Ha</i>
Non-family units	200 - 250	50 - 80
Family housing	170 - 200	30 – 65

The identification of high density sites will be specified in supplementary guidance relating to the sites in Schedule 10.21 and other sites to be identified through the plan period. Provided that it is consistent with the policies in the plan, the local planning authority may indicate densities of up to 700 hr/ha on certain sites (see 'The London Plan', Table 4B.1)

The appropriate density for development containing a mix of both housing types will be assessed in relation to the proportion of the development in each category. The applicant will be required to submit sufficient detail on all outline applications over 185 hrh (75 hra). In any case, approval of development will not be dependent on the guidance in Table 5A, but on compliance with the policies in the plan. 5.1-J7

In certain locations in the Borough, the density may be restricted by site constraints, or by the character of the area. Such locations include Conservation Areas, small infill sites, and particularly backland sites (see Policy 5.5), where development is unlikely to be acceptable if it exceeds two storeys or 150 habitable rooms per hectare. However, development below this density anywhere in the borough is unlikely to be acceptable, as it does not make optimum use of the site. 5.1-J8

There may be greater scope for higher residential densities outside residential areas. These might be associated with the development of a mix of uses in the same building. Office blocks, which are no longer required in their original use, may have potential for conversion into residential blocks. Property in and near the main shopping centres and stations can be considered for higher density residential accommodation. 5.1-J9

In appraising schemes for high density development (i.e. over 210 hrh or higher than surrounding development), the local planning authority will require enough detail in relation to both existing and proposed development, to demonstrate that it complies with all relevant policies. Whatever the density, the scope for additional residential development is linked to the quality of public transport, schools, open space etc. It is also related to the desirability of protecting and enhancing the amenity of residents and the character of the area.* 5.1-J10

* Policies and supporting text shaded grey are no longer saved. See Appendix on DCLG Direction 2007

5.2 Affordable Housing

1. **For development projects which can accommodate 15* or more residential units, or on sites of 0.5 ha or more, the Council will seek 50% of the units on site as affordable housing.**
2. **The benefits of affordable housing are to be extended to successive as well as initial occupiers. Where the agency is not a Registered Social Landlord, agreement will be reached between the Council and the developer, and secured by legal agreement or conditions.**

SPG/SPD

SPD1 Affordable Housing; and SPG on 'Development Sites'

Govt Documents

PPS 3 Housing

The London Plan 2008

Policy 3A.8-3A.11. Also Mayor's SPG - Housing

Other Documents

Ealing Housing Strategy, West London Housing Strategy, Ealing Sustainable Community Strategy

The high demand for housing in the South East of England, and in West London in particular, means high prices and a lack of affordable housing. This means ever increasing housing need, affecting many of the vulnerable groups who are traditionally catered for by social housing. It also affects other people who are not regarded as being in priority need, but who cannot afford to pay Ealing prices for accommodation. Accommodation for these groups is defined as intermediate, as opposed to social, affordable housing (see definition in Glossary). Increased provision of affordable housing is essential in combating social exclusion and for the economic welfare of West London. The ratio of social to intermediate housing should be determined having regard to the circumstances of the area and the Mayor of London's assessment of a 70/30 balance (The London Plan, Policy 3A.7). 5.2-J1

Affordable Housing – i.e. housing available to households that cannot afford to buy in the housing market in Ealing (see Glossary extract overleaf) – should be provided wherever possible. Indeed, this is a requirement of government policy (in Circular 6/98 and PPG3) and has been taken up as planning policy at both regional and London-wide levels. Affordable housing will be sought from all possible sources and not just proposals subject to legal agreements. 5.2-J2

The London Plan has a strategic target that 50% of all additional housing should be affordable (The London Plan, Policy 3A.7). This includes affordable housing from all sources and not just that secured through planning obligations. It comprises all types and tenures of housing, and includes 100% affordable schemes by registered social landlords, intermediate housing and non-self contained accommodation, gains from conversions and bringing vacant properties into use, as well as new housing. The achievement of affordable housing will be closely monitored against the total output of additional housing towards the London Plan target of 30,000 homes per year (The London Plan, Policy 3A.1). This overall target of 50% of all additional housing is an appropriate basis for planning in Ealing. 5.2-J3

Ealing's specific policy for affordable housing is based on a borough wide housing needs survey, undertaken in support of the Council's Housing Strategy. This indicates a requirement for affordable housing on sites of 15 units or more (gross). This is a lower threshold than indicated in Circular 6/98, and it is because of the particular problems experienced in Ealing (not unlike other West London boroughs). The policy relates to projects where market housing is proposed. 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 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. There will also be sites which are brought forward solely for affordable housing. These latter sites are not constrained by Policy 5.2. 5.2-J4

* London Plan policy 3A.11 indicates a threshold of 10 units, and this overrides UDP policy 5.2

Affordable housing will also be sought on other sites, if these are artificially below the development threshold because of a high proportion of large units, or the phasing of the development. 5.2-J5

Where a developer controls a number of development sites in the borough which are above the size threshold for affordable housing, the 50% target relates to the total number of units, with the actual number per site to be agreed with the Council. 5.2-J6

It should be noted that the Council will seek affordable housing where sites are developed in stages, which, when developed as a whole, would provide 15 or more dwellings. The same approach will be taken in cases where consecutive proposals for housing on the same site cumulatively take the total development over the threshold. 5.2-J7

Consideration of housing need in Ealing also indicates that 50% of the units on all eligible sites should be affordable housing. This is consistent with research findings published by the Three Dragons and Nottingham/Trent University on behalf of the Greater London Authority, and used in the preparation of the London Plan. It is expected that the 50% target will be forthcoming in all cases, provided that this does not prejudice the viability of the development project as a whole. 5.2-J8

If a site is large enough to be affected by the policy, payment to provide for an equivalent amount of housing elsewhere in the borough may be acceptable in exceptional circumstances. Such circumstances may occur if the project is mainly for the rehabilitation and conversion of existing property and the viability of the project would be undermined by meeting the affordable housing target on site. If more than 50% of the residential units in the immediate neighbourhood of a development site comprise social housing, the Council is likely to accept a higher proportion of intermediate housing on site, in the interests of achieving a more balanced community. Finally, it would not be expected that higher education institutions should provide other forms of affordable housing when developing purpose built student accommodation. 5.2-J9

Definition of Affordable Housing:

Housing accessible to people whose incomes are insufficient to enable them to afford adequate housing locally on the housing market. It is comprised of two elements. Firstly it includes social-rented or shared ownership housing provided by housing associations or local authorities, and low cost homes for sale. Secondly, it includes 'intermediate housing' which is sub market housing, substantially above Housing Corporation target rents, but substantially below open market levels. This category includes low-cost home ownership schemes and key worker housing. It also includes purpose built student residential accommodation. 5.2-J10

5.3 Lifetime Homes and Wheelchair Housing

1. **All new residential units created through new development or conversion, should be consistent with the Lifetime Homes standards.**

2004 Plan
See Table 5B

SPG/SPD
SPG 7 Accessible Ealing
2. **In addition, the developer should include a proportion of dwellings (particularly ground floor flats but also those with lifts), to wheelchair standards.**

Govt Documents
The Building Regulations:
Part M 2004

The London Plan 2008
Policy 3A.5. Also Mayor's SPG
– Accessible London:
Achieving an Inclusive
Environment, and Planning for
Equality and Diversity in
London
3. **On sites of 10 units or more, it is expected that 10% of the units should be to wheelchair standards. On smaller sites, one or more units may be negotiated, depending on local demand.**

The Council wishes to increase the proportion of dwellings accessible to people with disabilities, in line with the boroughs needs. This is estimated to be 10% of residents having some form of disability, thereby affecting 33% of households. The policy extends to new residential buildings and conversion schemes. 5.3-J1

The Lifetime Homes Standards has been developed by the Joseph Rowntree Foundation, as a basis for ensuring that private residential development is as accessible as possible. In the social housing sector, the Egan Standards provide the equivalent level of accessibility. Wheelchair standards are somewhat more onerous, and are therefore expected in only one in ten of the residential units provided. On the basis of Policy 5.3, applications for development will be considered in relation to the requirements set out in Table 5B, and in the supplementary guidance 'Accessible Ealing'. Greater flexibility will be permissible in conversions as opposed to new development. 5.3-J2

TABLE 5B Lifetime Homes and Wheelchair Standards

Lifetime Homes

- i) The approach to all entrances should be level or gently sloping (not more than 1:20).
- ii) All entrances should be illuminated and have level access over the threshold, the main entrance should be covered, and any lifts should be wheelchair accessible.
Inside the home, there should be:
 - Adequate dimensions for doorways and hallways, kitchens, dining areas and sitting rooms and circulation space;
 - Sitting room (or family room) at entrance level;
 - In houses of two or more storeys, space on the ground floor that can be used as a convenient bed space;
 - Wheelchair-accessible toilet at entrance level, capable of adaptation for a shower.
- iii) The structure of the building should be capable of taking adaptations such as:
 - Handrails and hoists in appropriate rooms;
 - A staircase suitable for provision for stair-lift;
 - Space for installation of a through-the-floor lift.
- iv) The bathroom layout should be designated to incorporate ease of access, including from a side approach, to the bath and WC.
- v) Habitable rooms with a good outlook and windows low enough for people who are seated to see out.
- vi) Fixtures and fittings, which facilitate access for people with disabilities.
- vii) Car parking adjacent to the home should be at least 3.3m, and preferably 3.6m wide.
- viii) The distance from the car parking space to the home should be kept to a minimum and should be level or gently sloping.

Wheelchair Standards

Development should be constructed as Lifetime Homes but with the following essential additional requirements:

- i) Access to communal and private gardens via level or ramped paths with handrails;
- ii) A garage at least wide enough to allow the car door to open fully, and long enough to accommodate those who enter and leave the car from the rear. An integral garage with direct access to the house is preferable, although if the garage is detached, a side door opposite the door of the vehicle may provide suitable access/egress. If a garage is not provided, a car port is the next best alternative;
- iii) There should be space for a wheelchair to manoeuvre in all principal rooms, with bathrooms and toilets large enough to permit lateral transfer from wheelchair to WC and bath.

The detailed dimensions of doorways (wider for wheelchair housing), rooms and garages, and of the positioning of switches, sockets and handles should be as set out in supplementary Planning Guidance SPG 7 'Accessible Ealing'.

5.4 Range of Dwelling Sizes and Types

The range of housing sizes and types in a development should reflect local housing need and promote the achievement of a balanced residential community.

SPG/SPD
SPD1 Affordable Housing

Govt Documents
PPS 3 Housing

The London Plan 2008
Policy 3A.3

Ultimately, the range of dwelling types will depend on any constraints imposed by site characteristics, and the potential to achieve a viable residential project. However, it is not expected that this will normally require more than marginal adjustments to the desired range. Effectively, the advice of the Council's Housing Group will be sought in respect of the priorities arising from the local housing needs profile. The Council's latest advice on the range of housing types needed in relation to local needs is set out in the Supplementary Guidance on Affordable Housing.

5.4-J1

The range negotiated on a site will be sensitive to population change – e.g. increases in smaller households indicate a need for more smaller units, large (perhaps extended) families pointing to a requirement for a particular proportion of large units. It will generally be expected that both conversions and new development in the private sector will place greater emphasis on small units than registered social landlords are able to do. Conversely, large units that contribute to housing need are more likely to be provided by the social housing sector. In general terms, and in the interests of sustainable residential communities, the Council will resist the over-concentration of particular dwelling sizes in different parts of the borough. This will be beneficial in encouraging more vitality in areas and maintaining the viability of community facilities such as health centres and schools.

5.4-J2

The Council recognises the needs of a variety of groups; particular consideration will be given to family accommodation, the needs of women, elderly people, minority groups, people with disabilities and students.

5.4-J3

Planning policy is complemented by corporate Council action to facilitate accommodation for large families, where the needs of the area suggest it is appropriate, by:

- (i) Promoting the construction of extensions to overcrowded dwellings, where this would comply with safety, environmental and building standards;
- (ii) Approaches to residents and owners, including information on financial aid and guidance on acceptable schemes;
- (iii) Providing for this type of dwelling in the Council's own programme of development and acquisition, and encouraging Housing Associations to do the same;
- (iv) Negotiating the provision of larger dwellings by the private sector, bearing in mind the need to ensure such housing meets local needs.

5.4-J4

5.5 Residential Design

Residential development should provide good living conditions for residents and good architectural quality; it should relate well to its setting, and incorporate sustainability principles. In particular, residential development proposals should:

2004 Plan
See Table 5C, Table 5D,
Table 3F, Table 5E, Table 5F

SPG/SPD
SPG 4 Refuse and Recycling
Facilities; SPG 8 Safer Ealing;
SPG 12 Greening Your Home;
SPG 13 Garden Space;
SPG 14 Indoor Living Space
SPD 4 Residential Extensions
SPD 2 Community Facilities

Good Living Conditions for Residents

- (i) Provide an attractive outlook and a sense of privacy for new residents and their neighbours;**
- (ii) Provide adequate indoor living space, and garden space well related to the accommodation;**
- (iii) Ensure adequate sunlight and daylight;**
- (iv) Provide adequate play space for children;**

Good Architectural Quality

- (v) Ensure high quality design and materials in development (i.e. buildings, townscape and green spaces) to create places where people would choose to live;**

Good relationship to its setting

- (vi) Respect the best of the character of the area;**
- (vii) Contribute to environmental improvement so that poorer residential communities are brought up to the standard of the best;**
- (viii) Demonstrate particular sensitivity on backland sites, ensuring proper access and servicing, and to accord with all aspects of this policy;**

Sustainability Principles

- (ix) Incorporate green principles in the design, in accordance with the policies of the plan;**
- (x) Where appropriate, contribute to educational and other community provision, and/or access to employment for local residents.**

The Council will facilitate development which is intended to improve the design quality and sustainability of defined residential areas, and will seek to bring poorer residential communities up to the standard of the best.

5.5-J1

Good Living Conditions for Residents

Clearly, a major priority is the living conditions of residents – those in new development and their neighbours in existing residential accommodation. Residential schemes should design for privacy, normally without the need for obscure glazing in any habitable rooms. In calculating the effects of a particular outlook, the natural features of the site, including slope, will need to be taken into account, together with the effects of existing and potential extensions. Outlook and privacy will be evaluated by reference to Table 5C.

5.5-J2

Govt Documents

Urban White Paper (2000)
 'Our Towns and Cities: the Future. Delivering an urban renaissance';
 PPS 3 Housing

The London Plan 2008

Policies 4B.1, 4A. 3, 3A.6-3A.7. Also Mayor's SPG – Providing for Children and Young People's Play and Informal Recreation.

Other Documents

Borough Tree Survey. Site Layout Planning for Daylight and Sunlight, A Guide to Good Practice, BRE (1995)
 Better Places to Live: By Design, DTLR and CABE (2001)
 The Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008
 The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2008

TABLE 5C
Outlook and Privacy

1. Residential schemes should allow a distance of at least 21m (70ft) between the windows of habitable rooms which directly face those of another habitable room, or windows of any other premises where these give light and outlook to rooms normally occupied during the greater part of the day or night.
2. New windows within 21m of another facing window including halls, stairways and non-habitable rooms, shall be non-opening and of obscure glazing, or with a lower sill not below 1.7m above floor level.
3. Roof terraces and balconies will not be permitted where they overlook neighbouring habitable rooms or garden space.

The adequacy of indoor living space is also important, and the local planning authority will have regard to Supplementary Guidance to evaluate proposed development. In addition, all residential development will be assessed in relation to its ability to provide adequate garden space, well related to the residential accommodation. Residential garden space must be space which is usable as amenity space. It does not include forecourts or front gardens which are primarily for access, or areas which are in continuous shade. The normal requirements in this respect are as set out in Table 5D. 5.5-J3

TABLE 5D
Residential Garden Space

The normal requirements are set out below.

1. No less than 50 sq metres for a house with under 5 habitable rooms.
2. At least 75 sq m for a larger house or group of up to 5 flats.
3. The space should be in a form that is adequate to accommodate children's play without loss of amenity to other residents.
4. Landscaping should provide space for roots and branches of trees to mature without damage to buildings.
5. In areas with a public open space deficiency, more than the minimum standard of garden/amenity space should be provided where possible.

The authority is concerned to achieve a satisfactory layout of buildings and spaces in respect of aspect, daylight and sunlight. This should prevent overlooking or overshadowing. 5.5-J4

Adequate space for children to play is required in all residential development. The authority will normally expect developers to provide separate play space for any development with 10 or more child bed-spaces, to at least a standard of 3 square metres of fully equipped play-space per child bed-space. Further information on these requirements is provided in Table 3F in Chapter Three. 5.5-J5

Good Architectural Quality

Housing accounts for the vast majority of new development. Government guidance indicates that it should be designed around the needs of people, and make architectural reference to the locality. Developers are invited to think imaginatively about design and layout. 5.5-J6

Good architectural quality is a requirement of residential development and all other development in Ealing. The policy framework for this is included in the Urban Design chapter. It includes satisfactory landscaping, sufficient protection from environmental noise, and access for all. Development should ensure a secure environment both day and night - this will require particular consideration being given to the layout and lighting of footways, footpaths, streets and semi private areas, and the siting of car parking areas. 5.5-J7

Good relationship to its setting

The Urban Design chapter also refers to the importance of reflecting the best of the character of the area. In encouraging the enhancement of areas that need improvement, the authority espouses a partnership approach with local residents, housing agencies and developers. The policies in the Plan complement this corporate partnership approach, which encompasses a range of other actions, as indicated in Table 5E, and consistent with a strategy for neighbourhood renewal. 5.5-J8

TABLE 5E
Improving Residential Neighbourhoods:
The Council's Partnership Approach

1. Comprehensive estate regeneration - where there are problems of poor design and environment, high incidence of crime, social exclusion and a lack of employment opportunities; any proposals for these areas will be derived in partnership with the community;
2. Special attention to environmental health matters in order to identify and alleviate overcrowding and the existence of unfit dwellings, in particular where they are adjacent to the estates referred to in (1) above;
3. Encouraging Registered Social Landlords in the acquisition of older housing for renovation or redevelopment, with a view to future allocation for rent or resale;
4. Considering further other positive measures to promote the general improvement of existing housing stock, including energy and water efficiency, waste management etc;
5. Development of services designed to combat the disadvantage and discrimination experienced by certain households (e.g. elderly people, people with disabilities, ethnic minority households, and households headed by women);
6. In any of the improvement projects, steps will be taken to promote employment and training opportunities for local people.

In a borough like Ealing, embedded in the Greater London conurbation, developers are encouraged to look for underused or vacant sites within residential areas. This is clearly a necessity if the housing requirements of the borough are to be met, but it creates special challenges for urban design. 5.5-J9

Where infill development is proposed on backland sites, proposals will be evaluated on the basis of the criteria set out in Table 5F. Enough detail must be included in applications for backland or garden development to enable the criteria to be considered. 5.5-J10

The demolition of houses along a street frontage for development of garden or backland will not necessarily result in permission for more intensive development. Only sensitively designed proposals, which result in a benefit in environmental and landscape terms, safeguarding the amenity and character, will be permitted. The Council will use available powers of demolition control where appropriate, in order to avoid the demolition of residential buildings before the details of alternative development have been approved. 5.5-J11

TABLE 5F
Infill Development on Backland Sites

Development should ensure that:

1. There is no unacceptable overlooking of houses and back gardens;
2. Access and car parking areas do not create significant noise and disturbance for existing residents in adjoining areas, or for those occupying the proposed development;
3. Trees with a high amenity value, or parts of the site with wildlife value in the context of the locality, are normally retained and good landscaping provided;
4. The design reflects the character of the area, the scale is appropriate to the size of the site and any problems of overlooking and frontage development reflects the character of the street scene; or the site is large enough to provide an alternative design in landscape setting;
5. There is adequate space between the existing and new buildings to preserve the visual amenities of the adjoining residents, so that the proposal does not appear overbearing or cause material loss of daylight or sunlight to existing buildings, and those parts of the gardens immediately adjacent to the buildings, so as to safeguard the environmental quality of the private garden space;
6. Within Conservation Areas, any published guidelines are followed;
7. Opportunities for and the desirability of a comprehensive redevelopment with adjoining land have been taken into account;
8. The proposal will not form undesirable piecemeal development;
9. The proposal does not create unsatisfactory 'tandem' development;
10. On sites under 1 hectare, density will be based on a net site area excluding any access roads and will normally not exceed 150hrh with height limited to two storey houses to reduce overlooking from living rooms;
11. Where a site of 1 hectare or over is surrounded by housing or other development, housing layouts at higher densities with a mix of dwelling types may be acceptable if the above criteria i-ix) are satisfied and the design/layout provides for a zone, immediately adjacent to the existing property, of 10m width of garden or private amenity space, rather than car parking or road area.

Sustainability Principles

Transport access, energy conservation and waste management (including provision for the collection and storage of recyclable materials and refuse) must be properly catered for in all residential developments. Policies for these aspects of development are set out in the Transport, Urban Design and Environmental Resources and Waste policies. 5.5-J12

As far as transport is concerned, there should be easy access to housing development by public or other transport such as bicycles, e.g. through the provision of bus stop facilities and turning facilities where appropriate, and safe cycle routes and secure cycle parking. There should normally be off-street parking too. Service access is of course important, including access and turning space to meet the requirements of the London Fire Service, and for door to door collection vehicles for refuse and recycling materials. 5.5-J13

Satisfactory design of buildings on 'sustainability principles' means incorporating energy and water efficiency features, and provision for the storage of waste to be recycled or collected for disposal. In addition, in the interests of the best use of previously developed land, permission will normally be withheld if the development would prejudice the development potential of adjoining land. Development outside residential areas on suitable sites will be considered, including mixed developments, subject to the provision of residential amenity, open space and the availability of educational facilities. 5.5-J14

Finally, but of great importance, is the consideration of the social and economic infrastructure serving the residential area. A sustainable residential community is one in which the population is properly provided for, not only in terms of good residential quality, but in the provision of enough school places, good local health services, shops etc and access to jobs. Additional residential development in an area will be constrained where there is a shortage of community

facilities or the existing facilities are poor quality, and where a residential development would create an additional demand for facilities which must be provided on a not-for-profit basis. In such cases, particularly if a development would provide more than twenty-five units, the developer would be expected to propose a planning obligation so that the social infrastructure can be improved. 5.5-J15

5.6 Small Dwellings and Flats

The Council supports the development of small units, where this is consistent with local housing needs, and the following considerations:

SPG/SPD
SPG 13 Garden Space;
SPG 14 Indoor Living Space

- (i) Shopping centres are particularly suitable as locations for small non-family units of accommodation;**
- (ii) The development of extendable homes for new households is encouraged;**
- (iii) Residential conversion schemes are generally encouraged, except that the sub-division of houses originally built with 5 or fewer habitable rooms or with a floor area of less than 120 sqm will not normally be permitted;**
- (iv) The creation of bed-sit units is acceptable, provided that they form part of a conversion scheme providing a satisfactory mix and range of dwellings overall.**

Existing demand and projected population change indicate a continuing need to increase the proportion of small units created through development. 5.6-J1

Residential developments incorporating small units will be promoted in the network of shopping centres across the borough, as these are good locations for public transport and for local services. However, it is likely that space for private gardens will be at a premium, so non-family accommodation will be particularly appropriate. This type of use may be ideal as part of a mixed development, with retail or similar uses on the ground floor. 5.6-J2

The creation of more small units can be achieved both through the conversion of existing property and new building. Where appropriate, proposals can include the development of small units which are extendable. This would help new households to find property which meets their current needs and that they can afford, while providing the potential for more space as the family expands. It will be expected that the eventual size and shape of the homes will be considered in the local planning authority's decision on the original development. 5.6-J3

5.7 Special Housing

1. **The Council will support the development of special housing provided that:**
 - (i) **It satisfies a local need;**
 - (ii) **It provides suitable living conditions for residents, including staff;**
 - (iii) **It does not result in an over-concentration of such housing in a residential neighbourhood;**
 - (iv) **It relates well to the local area in terms of its scale and character.**

2. **Approval for proposals to convert single family dwellings into hostel type accommodation to cater for a particular category of housing need, will normally be conditional on the premises being used exclusively to provide for that specific housing need. Where the proposal is for a change of use rather than involving major structural change, and is to deal with a short term planning problem, permission will be for a period of three years. Renewal will be permitted where the Council is satisfied that the premises is still required to meet the specific housing need.**

SPG/SPD
SPG 15 Residential Care Homes; SPG 16 Hostels

Govt Documents
PPS 3 Housing

The London Plan 2008
Policy 3A.13, 3A.16. Also, Mayor's SPG – Planning for Equality and Diversity in London

Other Documents
The Homelessness Act 2002

The Council recognises the housing demands of various vulnerable groups such as older people, households facing homelessness, and people with special needs. The policy on special housing is to facilitate provision to meet the immediate requirements of these groups. 5.7-J1

The needs of households who may or have become homeless, are best responded to by the provision of affordable housing, and indeed by the supply of land for business and employment. However, there is also a pressing need for good quality hostel type accommodation, to provide temporary shelter for people who find themselves in this situation. The policy recognises that this type of accommodation is a legitimate component of a balanced (sustainable) residential community, and it is intended to assist the Council to meet its responsibilities to homeless people. It anticipates the requirements arising from the Housing Bill, which imposes a duty on local housing authorities to formulate and publish a homelessness strategy. 5.7-J2

Standards for residential care homes for the elderly should comply with the above, though some flexibility is acceptable, provided the amenities of residents, staff or visitors and other local residents are allowed for in the scheme. Cars should not dominate the view from the resident's sitting room or be within 3 metres of any bedroom or dining room. Internal accommodation standards and garden space and other facilities described in supplementary guidance will be used to determine the suitability of the proposed home, in consultation with Social Services. 5.7-J3

Where the development is for sheltered housing and residential care homes, it would be desirable for the site to be close to local facilities, including post office, dispensing chemist, primary healthcare facilities and public transport. 5.7-J4

From a sustainability perspective, shared utilities such as washing machines, car share schemes etc would be ideal for accommodation for single people. The idea is to reduce the resources used to meet the householder's needs. This makes more economic and

environmental sense for people living alone. It also encourages co-operation and social interaction between residents. 5.7-J5

5.8 Accommodation for Travellers

1. **The Council recognises the needs of travellers and provides a caravan site at Bashley Road, Park Royal.**

Govt Documents
Circ 1/2006 (ODPM) Planning for Gypsies and Travellers Caravan Sites

2. **Any planning application for a replacement or additional site for travellers should demonstrate that there is a need for the accommodation, and should have:**

The London Plan 2008
Policy 3A.14. Also, Mayor's SPG – Planning for Equality and Diversity in London

3.

- (i) **Enough space for mixed residential, business and storage use;**
- (ii) **Facilities relating to any of three different functions, i.e. as places of settled occupation, temporary stops and transit sites;**
- (iii) **Access to local schools and other community facilities;**
- (iv) **Suitable site access, parking, turning and servicing (including drainage);**
- (v) **Suitable provision for waste storage, recycling and regular collection;**
- (vi) **Appropriate landscaping, planting and amenity space.**

This policy is based on the government's requirements for the provision of sites for travellers. Any additional provision will be based on an assessment of need for accommodation in Ealing, as required by Circular 1/94, based upon up to date information regarding population trends and patterns of movement of travellers. 5.8-J1

It is important that proposals for sites deal with the environmental consequences of the mixed uses that characterise travellers' activities. For example, motor car scrap dealing requires measures to deal with oil etc from vehicles. Clearly, the business can be described as reuse and recycling, and this should include oil and other material. 5.8-J2

In addition, the provision of a travellers' site must be compatible with the existing and planned uses in the area. This of course includes environmental amenity in residential areas and the need to protect Green Belt, Metropolitan Open Land and public open space. 5.8-J3

Finally, it is vital to facilitate access to health and education facilities. This is a key consideration, so as to help prevent social exclusion. 5.8-J4

5.9 Extensions and Alterations to Private Houses and Gardens

The Council will consider proposals to extend or alter houses and gardens, including new vehicle access to the property, taking into account:

- (i) The effect of the proposal on the living conditions of neighbouring residents;**
- (ii) The architectural quality of the proposal and its relationship with the design of the existing property;**
- (iii) The streetscape, and the character of the area;**
- (iv) Highway safety issues.**

2004 Plan
See Table 5G, Table 5H, and Map Sheet 12

SPG/SPD
SPG 12 Greening Your Home.
SPD4 Residential Extensions,
SPD8 Crossovers and Parking
in Front Gardens

Govt Documents
DEFRA – Future Water –
Government's Water Strategy
for England, 2008

Other Documents
Ealing LA21 'Keeping Your
Front Garden Alive'
The Town and Country
Planning (General Permitted
Development) (Amendment)
(No. 2) (England) Order 2008
The Town and Country
Planning (General Permitted
Development) (Amendment)
(England) Order 2008

Families may need to extend their homes, to meet the changing requirements of children or elderly relatives, and to improve living conditions. In many cases, alterations to people's houses will be 'permitted development', which means that it will not require planning permission, except in Conservation Areas. Residents in Conservation Areas are likely to find that they require planning permission for alterations. 5.9-J1

The policy set out above deals with situations where permission is required, and indicates how the authority will safeguard the environment for the occupants, for neighbouring residents, and for the wider community. Applications for residential extensions and alterations will be considered in the light of Policy 5.9, as amplified in Table 5G. The policy indicates the importance of the architectural quality of any change to a property and of taking into account the character of the area. A neighbourhood does not have to be specially designated as a Conservation Area for "character" to be an important consideration. For example, the Ravenor Park estate in Greenford owes its character to the predominance of (mostly pre-war) bungalows. The authority is committed to protecting this unique area by refusing development which would be out of character. 5.9-J2

There is also supplementary guidance on the internal design for new residential development and conversions. Finally, applicants for planning permission will be made aware of the requirements under the Building Regulations for horizontal and vertical soundproofing between adjoining units in the same building. 5.9-J3

Vehicle access, cross-overs and front gardens

In considering alterations to the street frontages of residential property, including proposals for vehicle access, the Council will try to retain a reasonable front garden with some greenery, in order to prevent harm to the street scene. Wherever possible, the opportunity will be taken to encourage an improvement to the street scene. A planning application is usually required for a new vehicular access to flats and other property. However, it is only required for access to a single family house, where the street happens to be a trunk or classified road, or the proposal could give rise to conditions considered dangerous to highway users. Permission will also be required if the house is in a Conservation Area and is covered by an Article 4 direction. 5.9-J4

Examples of situations where danger could occur include houses that are near a pedestrian crossing, a bend in the road, or at a junction. Pedestrian safety along the pavement outside the

house could be prejudiced if there is a series of adjoining crossovers, or a scheme that requires a wide access because of the number of vehicles proposed. These are likely to be refused. 5.9-J5

Safe routes to school also need to be considered. School children in groups walking along the pavement are vulnerable highway users, as are people with disabilities. Map 12 indicates the main roads in the Borough where planning permission for a vehicle access will be required. Applicants with other addresses will be told if they need planning permission when they approach the Highway Authority for a crossover. Where planning permission is required, the local authority will use Table 5H to consider whether an application complies with policy 5.9. 5.9-J6

TABLE 5G
Residential Extensions/Alterations which need Planning Permission

1. The depth of single storey extensions should generally not exceed 3m on semi-detached or terraced houses and 4m on detached houses or exceed 4m in height on any house. These figures will not apply if the development is a sufficient distance from adjoining residential buildings.
2. There should be no day-lighting infringements to the windows of adjoining residents' property.
3. There should be no loss of space, required in relation to the minimum parking standards.
4. There should be no loss of garden space, below the amount required in accordance with the Council's garden space standards.
5. Two-storey extensions to the rear of dwelling-houses will be allowed where the Local Planning Authority is satisfied that there would be no loss of light to any habitable room of adjoining properties, or any overlooking in excess of that currently experienced from the existing rooms of the house to be extended.
6. An additional storey to existing residential buildings will not normally be permitted where it would cause a significant loss of amenity or destroy the character of the streetscape.
7. Dormer windows should not normally be located on the front elevations of the dwelling; they should be set clearly within the roof profile of the existing roof structure and not take up the whole width or height of the roof.
8. Extensions, including dormer extensions, should be built with materials to match or enhance the existing house, and generally respect the design of the property and the character of the area.
9. To avoid an inappropriate terracing effect, side extensions should normally be set back one metre from the adjoining boundary and at least one metre from the front of the building at first floor level and above.
10. The scale, bulk and massing of any extension should be subordinate to the existing house, and this may require the roof ridge line of the extension to be at least 0.5m lower than that of the existing building.
11. The roof profile of an extension must respect the character of the existing house, so that a flat roof will not normally be allowed on a two storey side extension.

TABLE 5H
Front Gardens and Vehicle Access to Dwellings

Where planning permission is required for vehicular access to residential property, the Council will seek to:

1. Retain front walls or hedges and existing trees with adequate visibility for vehicle movement;
2. Ensure that the area of hard standing is minimised by using porous surfaces and leaving adequate space for water to drain to existing trees, shrubs and hedges.
3. Permission will be normally be refused where the access would be:
 - (i) Likely to cause danger to highway users including children and people with disabilities on the pavement;
 - (ii) To a garden too small to accommodate a car space 4.8m in length between the house and gateway;
 - (iii) Too wide, thus causing a danger to pedestrians as well as having an adverse affect on the appearance of the street. The cumulative effect of adjoining wide crossovers will also be taken into account. The usual width of an access is 2.4m; and
 - (iv) On a line which would require the loss of a street tree or would cause damage to its root system.
 - (v) Conversely, hard surfaces over front gardens and the loss of front walls can create a very unattractive space on each side of the road. Where even a low hedge or wall is retained, the sense of enclosure gives some additional security to the front of the house.

It is suggested that whether or not planning permission is needed, the character of an area depends on the actions of individual householders and the builder or landscape architect. It is important to use the right materials and to put in appropriate planting. This can make a significant environmental impact on the street scene. The Local Agenda 21 Biodiversity Group leaflet on 'Keeping Your Front Garden Alive' provides useful guidance to residents.