



# Central Ealing Neighbourhood Plan





# Central Ealing Neighbourhood Plan

## Referendum Version

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# Preface

This Neighbourhood Plan has been produced by the Central Ealing Neighbourhood Forum (CENF) in consultation with local residents, businesses and organisations in the community. It follows an extensive period of discussions which have involved a wide range of local people, and if approved will help guide the development of the town centre for the period to the end of 2026.

The process started with the provision in the Localism Act to allow communities to plan their own neighbourhoods. Ealing Council supported a joint approach from local residents and businesses to establish local plans. It was successful with an application to the government to support two 'front runner' areas (Central Ealing and West Ealing Centre), and Forums were designated to create plans for their localities.

From the outset we agreed that the future prosperity of Central Ealing depended on sensitive development to meet the external challenges it faces. The area has to respond to growing retail competition from outside, to increased centrally imposed housing targets and to the coming of Crossrail. These and other pressures led to the fear that Ealing would lose its character as a unique local town, and become just another clone suburb and a dormitory for weekday commuters to Central London.

Our early consultation showed clearly that for large parts of the community the Vision was for Ealing to be once again the Queen of the Suburbs. It would retain and protect its heritage of green spaces, trees and human scale, and re-establish itself as the West London regional centre for arts and culture with a strong independent retail and business base. The policies and recommendations in this Plan have been drawn up to achieve these aspirations and objectives.

We tested our Plan policies in a six-week consultation to check if we had captured what people in Ealing want. Changes have been made to reflect comments received from both residents and businesses, and this version is now the one that is being submitted for final checking before the referendum and approval for implementation. A printable version is on our web site, [www.centralealingforum.com](http://www.centralealingforum.com), where any other comments can still be registered.

## Section 1: Introduction

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- 1.1 Neighbourhood planning was introduced by the Localism Act 2011 to allow local communities to create their own plans for development, regeneration and conservation. These plans have to be consistent with strategic policies already set for the area (national, regional or local), but they can affect the way those strategies are implemented.
- 1.2 In summer 2011, local community organisations under the umbrella of Save Ealing's Centre, together with the Ealing Broadway Business Improvement District Company (Ealing Broadway BID, now renamed Make it Ealing Ltd), approached the London Borough of Ealing (LBE, or Ealing Council) with a proposal for a Neighbourhood Plan for Central Ealing. This led to Ealing being designated as a 'front runner' local authority by the government and in October 2012 Ealing Council designated Central Ealing and West Ealing Centre as two separate Neighbourhood Areas.
- 1.3 The Central Ealing Neighbourhood Forum (CENF, or the Forum) was formally constituted in December 2012 as a partnership representing local residents, businesses and community organisations. It was recognised by Ealing Council in May 2013 as a 'qualifying body' for preparing a Plan for the newly recognised Central Ealing Neighbourhood Area. Following a wide range of local discussions, initial ideas on the topics to be covered were submitted to local people in a consultation that ran for more than six weeks in summer 2014. A further consultation on the detailed policies that emerged took place in March and April 2016.
- 1.4 The Plan that follows is based on the input from those extensive discussions, to ensure it clearly reflects the wishes of the community and has broad support. An important outcome of the process of consultation and review is the recognition that, as part of a Metropolitan Centre with very good public transport accessibility which is set to improve even more with the advent of Crossrail, Central Ealing as a 'sustainable location' should benefit from development and the changes it brings. It must respond to the needs of the future whilst preserving and enhancing its historic character.

### The strategic context

- 1.5 The Plan has been drawn up to be compliant with national policies contained in the government's National Planning Policy Framework (NPPF), the Mayor's London Plan (LP), and Ealing Council's adopted strategic planning policies (the Ealing Plan)<sup>1</sup>. A key policy requirement is that it should be sustainable, and it has been prepared with a presumption that it should be in favour of sustainable development.
- 1.6 The Plan has also taken account of the revised version of the London Plan 2015. As a London Borough, Ealing is faced with a significant increase in population over the next few years. Development already approved or projected in the Area will add nearly 2,000 dwellings, housing over three times the present number of inhabitants. The house building target for the Borough as a whole has been increased by the Mayor from 890 a year to 1,297 – a rise of 45%, of which about 300 will be expected to come in the central Uxbridge Road corridor, many of them in the central Area.<sup>2</sup>
- 1.7 This dramatic rise will have a significant impact on the demand for facilities. In order for development to be sustainable, space will have to be allocated to meet this demand. Other issues facing Central Ealing include the impact of Crossrail, competition from developments such as Westfield and the growth in on-line shopping, and the potential threat to the local economy and the Ealing Plan through loss of office space.

### The Period

- 1.8 The initial work of the Forum was to establish a vision of how it wanted Central Ealing to develop by 2026. That year was chosen as it marks the end of the period covered by Ealing's Development Strategy,

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<sup>1</sup> For more details, see Glossary

<sup>2</sup> Draft Interim Housing Supplementary Planning Guidance (SPG), Mayor of London, May 2015

which is the most important strategic planning document relative to the Neighbourhood Plan. The London Plan 2015 takes the year 2036 as its formal end date, though it will be revised before then.

- 1.9 The Vision sets out a number of aims to enable it to be achieved, as broad statements of intent for land use in the Area. These are set out in Section 3.

## Policies and Recommended Actions

- 1.10 Section 4 sets out the detailed context of the policies contained in the Plan. It also describes the characteristics of each of the sub-areas, as they helped determine how the policies were developed.
- 1.11 Section 5 details the specific policies (highlighted in blue boxes) for the development of Central Ealing between 2016 and 2026. It also sets out a number of Recommended Actions (in green boxes), which describe non-statutory complementary action which will help achieve the Vision, and which are in support of the Plan's policies. In order to produce a Plan that is clear, accountable and has wide support, these recommendations or projects are included next to policies to which they refer. For the avoidance of doubt, it is emphasised that these are aspirations, not planning policies, and do not constitute or suggest agreement with Ealing Council or other relevant bodies to fund or act on them.
- 1.12 Within this section, the text sets out the justification for each policy and makes references to the evidence on which it was based. While the policy takes precedence, the text explains how it was developed and provides further detail on how it should be interpreted and implemented.
- 1.13 The mechanism for the achievement of both the policies and the recommendations in this Plan is set out in the Delivery Plan (Section 6). All eligible development is subject to the payment of the Community Infrastructure Levy (CIL) set down in the Charging Schedule adopted by LBE. Some developments may also need to make financial contributions to the costs of any specific site requirements that are necessary to make the development acceptable in planning terms; that are directly related to the development; and which are fairly and reasonably related in scale and kind to the development. Such payments are regulated by means of a Section 106 Agreement between the applicant for planning permission and the local planning authority.
- 1.14 The Plan emphasises that development should contribute towards the positive development of the Area. These contributions can take different forms, for example through CIL and S106 financial contributions and/or appropriate design measures and 'in kind' improvements. Once this Plan is approved, at least 25% of CIL is reserved as the 'Neighbourhood Portion'. After consultation by Ealing Council with the local community, this can be spent on a wide range of items provided that they meet the requirement to support development of the Area.
- 1.15 Planning applications that accord with the policies in this Plan as well as the NPPF, London Plan and the Ealing Plan will be subject to approval by Ealing Council as the Local Planning Authority after appropriate public consultation and consideration. Planning applications will be determined in accordance with the policies in this Plan, unless material considerations indicate otherwise.
- 1.16 While it is recognised that development decisions mean weighing up a number of factors in determining whether to develop sites or buildings, the Neighbourhood Plan requires the application of relevant aspects of its Vision and Policies in all schemes in the Area.

## Section 2: The Area

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- 2.1 Central Ealing was designated by Ealing Council in March 2013 as a Neighbourhood Area for the purposes of neighbourhood planning. This followed an application from the interim CENF and a period of public consultation.

### How it was decided

- 2.2 Government guidance<sup>3</sup> is that when deciding the boundaries of a Neighbourhood Area consideration should be given to natural, environmental or other physical features and existing boundaries for infrastructure and development planning. There are several such factors defining Central Ealing (also known as the Broadway area).
- 2.3 The Area is the administrative and retail centre of the London Borough of Ealing. Although it is part of the London Metropolitan Town Centre (MTC), which includes West Ealing, the two core parts of the MTC are separated by the commercial Office Quarter and have their own histories and different characteristics. Ealing Broadway also has a separate Business Improvement District company (now called Make it Ealing), which is a founder member of CENF and covers the eastern end of the MTC. (The West Ealing BID Company was not formed until 2014.) The boundary of the BID follows that of the eastern end of the MTC, and is virtually identical with that which was considered by the Forum as appropriate for a Neighbourhood Area. The two parts of the MTC and their position within the borough as a whole are shown in Map 2.
- 2.4 Other physical elements of Central Ealing are:
- 2.4.1 there are no significant distinguishing topographical features, the land being mainly flat while sloping gently from the north down towards the Thames;
- 2.4.2 the Great Western railway provides a clear physical barrier between the main part of the town and later residential development to the north, except where Ealing Broadway and Springbridge Road straddle the line and provide links to the common land of Haven Green;
- 2.4.3 to the east and west, 19<sup>th</sup> century and later development is strung along the Uxbridge Road between Ealing Common and West Ealing, while to the south the area of the original village sits either side of the road south to Brentford, making a rough T-shape.
- 2.5 More details of the physical character of the Area are contained in Section 4.

### A Business Area

- 2.6 The differences noted in paragraph 2.3 above led to both the Central Ealing and West Ealing forums proposing that for neighbourhood planning they should be treated separately. This was accepted by Ealing Council, which designated both parts as individual 'business areas'. This means not only that the Area is predominantly commercial, but also that the Neighbourhood Plan has been created by businesses and residents together. It also means that the Plan has to be approved by a majority of both groups in separate referendums.

### Population

- 2.7 Central Ealing has until recently had only a low resident population. A predominantly commercial zone with few residential streets, its well-established housing has been largely concentrated to the west along Mattock Lane and Craven Avenue, and to the south on either side of Ealing Green.
- 2.8 Accurate data are difficult to obtain, as the Area does not cover exact polling districts or even the Lower Level Super Output Areas used for statistical purposes, but takes in parts of the electoral wards of Ealing

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<sup>3</sup> <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/designating-a-neighbourhood-area/>

Broadway, Ealing Common and Walpole. Extracts from the electoral register show that in May 2012 the Neighbourhood Area contained some 800 properties with 1,432 adult voters, equating to a total population of 1,840 people<sup>4</sup>. Census data for the three wards together show an 8.5% increase between 2001 and 2011, and GLA forecasts<sup>5</sup> project this will have risen by a further 5.45% by 2016, mainly in Ealing Broadway ward. This would produce a total of about 2,100 people.

- 2.9 However, since 2012 new housing built, approved or submitted for approval within the Area totals about 1,900 units (equal to 4,350+ people), with a further additional 1,100 units (2,500 people) projected for the rest of the Plan period. This means that by 2026 the Area could be housing 3.5 times its 2011/12 population. The challenge this represents is assessed in Section 3.
- 2.10 Central Ealing does serve a far larger populace. There are 18,000 people living within 1.5km, for many of whom it represents their local shopping centre. As a Metropolitan Town Centre well linked to its hinterland by public transport, it has 368,000 people within a 15 minute drive time catchment, and over 2.6m within a 30 minute drive<sup>6</sup> (*see map 1*).

## History

- 2.11 Ealing is recorded as a settlement with the name 'Yealing' as long ago as the twelfth century, though the earliest surviving English census for Ealing is from 1599. It was then a large village surrounded by country houses and smaller hamlets dotted along the Uxbridge Road, which survived until well into the 19th century. Before that, it was predominantly rural and until well into the 18th century only the High Street and The Grove had rows of shops. The section of the Uxbridge Road now called The Mall and The Broadway was almost empty except for inns like The Bell and The Feathers, which served the carriage trade.
- 2.12 The situation changed significantly when transport links began to be developed. Ealing became a staging post for stage coaches travelling between London, Oxford and Bristol. In 1838 the Great Western Railway Company built the first station outside London at Haven Green (now Ealing Broadway) on the line which extended to Maidenhead.
- 2.13 It rapidly developed into a new town then within easy reach of the City for prosperous inhabitants who wished to escape from the less attractive aspects of Victorian London. It earned the description 'Queen of the Suburbs' due to its finely proportioned buildings, tree lined streets and green spaces which sprung up round the station. Central Ealing's special architectural character has been recognised by architectural historians such as Nikolaus Pevsner<sup>7</sup>, and by the fact that 88% of the Neighbourhood Area is within one of three Conservation Areas (*see map 4*).

## Sub-Areas

- 2.14 As part of the growth of London in the 20th century, Ealing significantly expanded and increased in population, becoming a municipal borough in 1901 and a London borough in 1965. It now has elements

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<sup>4</sup> Based on a rate of 1.75 registered (adult) voters per household, compared to the total number of 2.3 residents typical of the area

<sup>5</sup> <http://data.london.gov.uk/dataset/2015-round-population-projections/resource/8a93be9e-8da9-461b-b649-0e46066c8088>

<sup>6</sup> Data from The Audience Agency, Ealing Performance Arts Centre Development Review & Feasibility Study, Artservice 2015

<sup>7</sup> Pevsner, Nikolaus Middlesex (The Buildings of England), Penguin, 1951 [there is a more modern version of this publication: London 3: North West, 1991]



of both suburban and inner-city developments, with a significant commercial and retail centre and a developed night time economy.

- 2.15 Within the Area there are some sub-areas or segments with their own functions and characteristics, which help define the town centre. These are shown in map 3, and are more fully described in Section 4. However, other than the Office Corridor<sup>8</sup> and despite changes over the years, the Area has largely maintained the consistent and cohesive nature which it has enjoyed since Victorian time.
- 2.16 The impact on this character of new pressures such as those created by the coming of Crossrail are dealt with in Section 4.

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<sup>8</sup> For definition, see Glossary.

## Section 3: Vision

### Creating the Ideas

- 3.1 From its inception, work on the Neighbourhood Plan was guided by the recognition of the need to engage as widely as possible with the different communities served by the town centre. Particular attention was made to ensure the Forum represented a full range of local business interests, in recognition of the designation of the Neighbourhood as a 'business area'. The original stakeholders who came together to constitute the Forum were drawn from as wide a range as possible, with a balance between residents, visitors and businesses.
- 3.2 Special efforts were made to reach those people who are often more difficult to involve in formal contacts. Apart from the statutory requirements for public consultation at various stages, measures to draw in a wider range of contributions covered workshops, surveys and street stalls, and included a competition for the best new ideas from young people. These are more fully set out in the Consultation Statement submitted with this Plan and available on the CENF web site.
- 3.3 Ideas drawn from these initial sources led to an assessment of what people valued about the town centre and what its shortcomings were, together with a 'wish list' for the future. This list of 'likes, dislikes and wants' identified a significant level of agreement on priorities and helped the formulation of a vision and set of broad objectives, which are set out below. Similarly, responses to the subsequent detailed wide survey based on the possible ways of achieving those objectives helped refine the specific policies and associated recommendations which follow in Section 5.

### Vision statement

- 3.4 The Plan sets out an aspiration of how Central Ealing should change in the period to 2026, to reflect how local residents and businesses want it to develop within the broad strategies set by the London and Ealing plans. This Vision is set out in the statement below.

#### VISION

Our vision is that by 2026 Central Ealing will be a distinctive and welcoming place attracting people from a wide catchment area to visit, work, study, shop and stay. It will once again be a sought after destination and a natural focus for both the Borough and the West London sub-region.

Development will enable it to meet the challenges of a rapidly increasing residential population and improved accessibility, whilst preserving its special and historic character.

### Aims

- 3.5 To realise this Vision, we have also set a number of aims for the Area, built round four main subjects:
  - Ealing's Economy
  - Transport & the Public Realm
  - Heritage & Built Environment
  - Culture & Community
- 3.6 These aims are designed to ensure that development contributes to the realisation of the Vision, through the application of the policies which underpin them. They provide a framework for how planning decisions will be made in the Area, and how they are to be followed and applied. The aims are that Central Ealing will:

**Ealing's Economy:** regain its competitive edge with a renewed shopping experience and a vibrant mix of retail and complementary uses/facilities, support a sustainable local economy and be a good place to start and build a business, be a desirable location for visitors to London to stay, with new hotel and visitor attractions, and deliver a safe and welcoming evening economy.

**Transport & the Public Realm:** have a network of attractive streets and public spaces which encourage pedestrian use and cycling and which move the balance away from the dominance of cars.

**Heritage & Built Environment:** protect and enhance the quality of the Ealing's architectural heritage, and have preserved its historic character and heritage of green space, trees and human scale.

**Culture & Community:** be a regional centre of excellence for culture and education, provide new leisure and recreational facilities, and be an integrated and balanced community, catering for diverse and changing needs across all age and social groups.

- 3.7 Each of the policies which are set out in this Plan has been devised to help achieve specific objectives which will serve to help deliver one or other of the elements of the Vision above. These objectives are listed with their accompanying policies in Section 6, Table 1.

## Section 4: Policies – the Context

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- 4.1 The policies that follow have been developed to help achieve the Vision set out in Section 3, based on factual information about the Area collected as part of the development of the Plan. They are presented within the four topic areas set out in the previous section, with supporting text explaining the intention behind each policy, as a guide when assessing their relevance when planning applications are being determined.
- 4.2 This section sets out the broad context of that evidence base, with particular reference to the different segments of the centre and their characteristics.

### Sustainability

- 4.3 The impending arrival of Crossrail at Ealing Broadway station unites several important elements of plan-making for Central Ealing. Already a very 'sustainable' location, as it is very easily accessible by a combination of overground and underground railways and buses, Central Ealing will become ever more so when Crossrail opens.
- 4.4 This accessibility is one of the features which led to Central Ealing becoming one of London's ten Metropolitan Centres. This designation also recognised the scale and quality of shopping, leisure and employment facilities within Ealing Broadway, which add to its sustainability.
- 4.5 The Annual Population Survey of Great Britain 2011<sup>9</sup> shows that in total for Ealing there were 125,156 inward commuters recorded, as against 152,488 outward commuters. At the same time, employment within the borough fell, both in absolute terms and in relation to London as a whole: The ONS Annual Population Survey 2010-2011 / 2012-2013 shows Ealing as having the biggest fall in employment rates over the 3 year period, with a 3.4% decrease compared with a 1.4% increase in London and 1.0% increase nationally.
- 4.6 While there are no data for central Ealing separately, changes in job opportunities in the Neighbourhood Area can be assessed by looking at the changes in employment in the recent past, and at where new and projected development will further alter the balance. This change in employment opportunities, coupled with a dramatic rise in housing in the centre, poses a threat to the balance of its economy and demonstrates the need for positive action to reverse the trend.
- 4.7 Ealing's Core Strategy 2026 (the Ealing Plan) aims to harness opportunities for growth and development and promote improvement in appropriate locations. One of these is the Uxbridge Road corridor, part of which is within the Neighbourhood Plan Area. Crossrail will provide a major impetus for growth and development.

### Densities

- 4.8 Central Ealing is a place where it is appropriate to locate a significant amount of development, be that in the form of homes, employment, shops, or leisure facilities. This means that appropriate opportunities should be taken to increase densities, but that this should be with full regard to other planning considerations. Development should respect the character and appearance of the Area, the relationship with other development adjacent and nearby, the potential implications for the amenities of those living, working or studying in adjacent and nearby buildings, and their ease of vehicular and pedestrian access to the site itself.
- 4.9 Central Ealing has a long and proud history, with its own character of relatively low-rise buildings dating mainly from the last one and a half centuries. This is expanded on below. The Neighbourhood Plan recognises the tension that exists between trying to preserve and enhance this traditional character and appearance with accepting that development pressures should as far as possible be accommodated, and

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<sup>9</sup> Quoted in Ealing's Strategic Housing Market Assessment

it aims to do so in ways that make the optimum contribution to the streetscape and the needs of the locality. Crossrail will accentuate these development tensions. It is important that Central Ealing seizes the full range of opportunities associated with its ease of access. It is not only new homes that will need to be accommodated; we must grasp the opportunity for new jobs, shopping and other facilities. Central Ealing must not become just another dormitory in Greater London, but continue to be a thriving place in its own right.

- 4.10 The Neighbourhood Plan aims to realise full benefits from Ealing's accessibility and seeks to improve the ratio of jobs and other economic activity to homes. Changing the balance of outward and inward commuter trips so that there is more inward movement will bring more expenditure available to support local shops and services, with obvious beneficial effects for them and the prosperity of the Area. The alternative would be a decline in its competitiveness and sustainability.

## Building heights

- 4.11 During the initial consultation for the Neighbourhood Plan, it became apparent that there is a significant number of local people who are concerned that Central Ealing should not become a place of badly-planned high rise buildings scattered around. However, it is also recognised that it is rarely appropriate to specify a maximum height for any individual new building. Rather, it will be important that developers and others involved in the planning and development process in Central Ealing make full assessments of the impact of development on neighbouring buildings and the local area generally with respect for example to the heights, bulk, scale and massing of proposals. Planning applications must show that all such matters have been taken into account in the preparation of proposals, and detailed assessments of the impact on local character will need to be submitted in support.
- 4.12 What is important for Central Ealing is the impact on established street frontages. An assessment of these frontages has been carried out, and is illustrated in Map 13. This shows the heights in each part of the Plan area. With a few recent exceptions it is noticeable that, other than in the Office Quarter, there is a consistent pattern of up to three storeys on the older and/or secondary retail frontages, and of 4/6 5 storeys on the more central streets of primary retail. With the exception of new development in Dickens Yard, there is no street frontage higher than 5/6 storeys anywhere within its Conservation Areas.

## Area characteristics

- 4.14 Section 2 referred to certain sub-areas or segments of the town centre (map 2) which are defined by their function and features. They were identified in the spatial analysis which formed the basis of Ealing's core strategy. The built form of these areas of land use has distinct characteristics, and largely coincides with one or other of three Conservation Areas which encompass the centre. Character assessments for Conservation Areas are already incorporated into Ealing's planning policy through the Area Assessments and Management Plans for each one, but are summarised below.
- 4.15 The three defining elements of the Area as a whole are the main thoroughfares, the rail tracks and the open green areas of Haven Green, Ealing Green and Walpole Park. Other than in the Office Corridor, buildings are chiefly retail outlets and residential properties, many of them dating from the Victorian and Edwardian periods, together with a few churches such as Christ the Saviour, St John's, Haven Green Baptist, and St Mary's Ealing. As shown in map 14, a large proportion of the Neighbourhood Area is covered by one of three Conservation Areas, with a significant number of buildings noted as of heritage value.

### Town Centre Conservation Area

- 4.16 The core retail segment (also known as the Ealing Broadway area) and the secondary retail area of the Eastern Gateway fall largely within Ealing Town Centre Conservation Area, and have the following characteristics:
- 4.16.1 The Mall and The Broadway form a shallow east-west curve, densely built up on both sides and leading into New Broadway, which is straighter, wider and more open in aspect. Formerly a tightly packed street of shops, the (originally Victorian) Broadway is now interrupted by larger, later mall-type

developments such as the Broadway Centre and the former Arcadia Centre (now called 1 – 8 The Broadway); the 1970s Broadway Centre in particular has vast backland service areas that reduce cohesion and connectivity with residential areas.

- 4.16.2 The tight and compact rhythm of the Broadway facades is disrupted in places by later interventions that do not reflect the modulation and proportions of earlier buildings. This gives rise to a disjointed roofscape punctuated by the prominent gables of the late Victorian/Edwardian red-brick buildings.
- 4.16.3 New Broadway is less tightly packed, with wider pavements and independent buildings which are higher and have a far larger footprint.
- 4.16.4 Bond Street, which runs south from New Broadway and is partly in the Ealing Green CA, on the eastern side has a very tight grain with a row of mainly Edwardian buildings placed right along the edge of the street with very narrow forecourts. The main activity is retail arranged in terraces, though on the west this is broken at the south end by a modern hotel development and a 1980s office block due for redevelopment.

#### Haven Green Conservation Area

- 4.17 This CA centres on the long-established area of common land known as Haven Green. Within the CA only one of three areas of distinctive character - Haven Green itself - falls within the Neighbourhood Area. Its main features are:
  - 4.17.1 While the heart of the Green maintains its peaceful character, the encircling road system is noisy, busy and polluted.
  - 4.17.2 The diagonal road, though part of the Green's historic layout, is heavily used by buses and other vehicles, severely compromising the tranquillity of the area and detracting from the community's enjoyment and recreational use of the open space.
  - 4.17.3 Whereas the majority of the buildings to the west, including the locally listed 1877 Stables building, are Victorian or Edwardian and of substantial size, the Green is also flanked by a 1930s art deco mansion block (Haven Green Court) and two streets of narrow terraced 19th-century cottages on small plots (Haven Lane, Mountfield Road) and an out-of-character 9 storey 1960s block of flats (Greenlaw Court).
  - 4.17.4 More details of the special characteristics of Haven Green common land are set out in Appendix 2.

#### Ealing Green Conservation Area

- 4.18 This CA largely comprises the southern part of the Neighbourhood Area. Its main characteristics are:
  - 4.18.1 Defined by the important open spaces of Walpole Park and Ealing Green, its geographical core, this CA also comprises the residential area along Mattock Lane up to St John's church at its western end just outside the Neighbourhood Area; the Ealing Green thoroughfare (a parade of shops and restaurants to the east, substantial buildings in large plots, including a school and film studios, to the west); and St Mary's Road, with mixed residential development, some shops and a university, leading down to St Mary's church.
  - 4.18.2 Mattock Lane, on the northern border of Walpole Park, is characterised by very large mid/late Victorian residential buildings, detached or semidetached, three or four storeys high and of a similar architectural style, set in spacious plots; the lane adjoins a small, less cohesive residential enclave to the south.
  - 4.18.3 Walpole Park and the grounds of Pitzhanger Manor occupy a substantial area to the west of the CA, creating a tranquil landscape within the bustling, traffic-constricted environment of the nearby shopping streets. Properties in Mattock Lane enjoy unobstructed views of the parkland, which forms, with Lammas Park and Ealing Green, a chain of well-used open spaces.

## Craven Avenue W5

- 4.19 This small residential street runs east-west close to and parallel with Uxbridge Road and the railway line. It is mostly residential, with predominantly Edwardian semidetached houses with a purpose-built 1970s block of flats and garages at the western end. Parking is mostly on-street or in front gardens. Its characteristics are:
- 4.19.1 The approaches to the avenue are in mixed commercial, residential, social and community use, including a bowling green. Commercial and residential traffic often uses the avenue as a shortcut to avoid the congested major roads.
- 4.19.2 The street layout is linear, with regular spacing along a consistent building line, similar plot widths and short front gardens. The avenue is at present a two-way vehicular route with footways each side; the eastern end is a cul-de-sac. It is a CPZ.
- 4.19.3 While infilling of gaps and development of roof space (typically mansard construction to the rear) has disturbed the architectural consistency of the houses when viewed from the back, the front elevations generally retain their original form and appearance. Mature trees and new planting combine to create a tree-lined avenue that contributes substantially to the area's character.
- 4.19.4 Both highway and pavements have been much repaired over the years and neither is level, nor are the concrete paving slabs of consistent size and type.
- 4.19.5 Recently constructed buildings nearby intrude visually into the area and detract from its character and appearance (e.g. The Apex, Dickens Yard, and the Premier Inn, which has a high-level illuminated sign that is particularly noticeable in the evening). Further such buildings are planned.
- 4.19.6 During a 2007 review of CAs by Ealing Council in conjunction with Ealing Civic Society it was recommended that Craven Avenue be considered for CA status at the next review.
- 4.19.7 Craven Avenue suffers from the same problems as those previously experienced within the nearby 'home zone' to the west of St Leonard's Road (Hastings, Hartington, Broughton and Arden Roads), where traffic neither originating from nor destined for the area has been discouraged. The roads in question have greatly benefited from their home zone designation, together with the measures taken to achieve this: raised gateways at key entry points; build-outs; tree planting; raised tables; shared surfaces; consistent use of quality materials for highway/pavement surfacing; clear signage and demarcated residents' parking bays. Creating a home zone for Craven Avenue would vastly improve the environment.

## Section 5: Detailed policies

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### 5.1: Ealing's Economy

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- 5.1.1 Ealing sits at a key position in one of the most prosperous areas in the country. Near the apex of the triangle formed by the West/North West London sub-region (see map 11), it is potentially the centre for a population of 2m people, who in 2013 contributed some £50bn to the UK economy - £25,000 for every man, woman and child<sup>10</sup>. Gross disposable income per head in the same area was £20,353 compared to the national average of £16,791<sup>11</sup>.
- 5.1.2 Yet Ealing wins less than its fair share of the retail spending from the disposable income of its own residents. In 2009 the Borough retained 43.7% of its inhabitants' comparison expenditure and 60.8% of their convenience spending. Though this was similar to the position three years earlier, it was significantly less than its neighbours in the boroughs of Hammersmith & Fulham and Hounslow, which improved their rates of capture of the local spending power.<sup>12</sup> Moreover, Ealing Metropolitan Town Centre, in which the Broadway area is the predominant shopping area, suffered a decline in turnover following the opening of the Westfield centre in Hammersmith (Shepherds Bush), only five miles away. Since then Westfield has gained planning permission for new leisure facilities and shops totalling 205,000 sq m retail space including a new department store. Brent has approved a masterplan to regenerate Brent Cross, which includes 7,500 homes, 372,000 sq m of offices, four new parks and a 56,000 sq m extension to the existing Shopping Centre.
- 5.1.3 The Ealing Plan (Policy 2.5) seeks to help counter this by providing in the Metropolitan Town Centre up to 50,000 sq m of new retail floor space and up to 90,000 sq m increased office space with up to 6,500 potential office jobs. This compares with the actual 2012 totals of 128,760 sq m of retail and 173,000 sq m of offices.<sup>13</sup> The majority of the increase is expected to be in the Central Ealing Area, where in the three years since 2012 new or planned retail provision has totalled nearly 14,000 sq m, but net planned office space has fallen by up to 27,000 sq m.<sup>14</sup> (Map 6)
- 5.1.4 The Neighbourhood Plan policies that follow are designed to help redress this, to allow the Area to take advantage of the coming of Crossrail and to improve its economic position in the face of increasing competition, by exploiting its own special character.

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<sup>10</sup> Output of goods and services measured at current basic prices Office for National Statistics (ONS), Regional-gross value added income approach, December-2013

<sup>11</sup> ONS Annual estimates of regional Gross Disposable Household Income (GDHI).

<sup>12</sup> West London Joint Retail Needs Study Update, Roger Tym & Partners 2010, Table 4.27 & para 4.27. See Glossary for a definition of terms.

<sup>13</sup> Town Centre Health Check, GLA 2013, Tables 3.3 and 3.8

<sup>14</sup> Appendix Table 1



#### **Policy E1 New retail frontages**

Within the town centre, all new and proposed retail frontages will be designated as 'primary' or 'secondary'. The introduction of non-retail units may be permitted within those new shopping frontages designated as secondary, provided that

- a. an active street level frontage is maintained and the uses are complementary to the functioning of the retail area by providing a direct service to the public and meeting community needs;
- b. it will not create an unbroken run of three or more non-shop units;
- c. it will not result in an over-concentration of such uses in the frontage.

#### **5.1.5 Objective 1: To ensure viable and varied active frontages in the town centre.**

5.1.6 At present, within the town centre existing retail frontages are regulated under Ealing Local Policy 4B and designated as 'primary' or 'secondary' (see Map 7 and Glossary) according to historic use. Future demand is likely to change, with the growth in on-line shopping including 'click and collect'. To remain competitive with this and with out-of-centre shopping areas, the town centre will need to allow more flexibility in the provision of complementary uses in accordance with London Plan Policy 2.15 Dc1. While protecting the quality of its offering, Ealing must avoid losing attractiveness in a market where demographic change in an increasingly diverse population will also have an effect. New retail areas will therefore need to introduce complementary uses, so as to retain and improve the attraction of both primary and secondary frontages. Primary frontages should continue to concentrate on retail uses.

5.1.7 Complementary uses meeting community needs are defined as dentists, clinics or health centres, veterinary surgeries, gyms, fitness studios, facilities which would enable the public better access to police services or other community use directly serving the public (often D1 uses), or are financial or professional services, cafés or restaurants (A2-A3 uses). An over-concentration of a particular use occurs when the numbers and size of that type of use begin to dominate a street or area and/or the consequential effects of their operations, including the numbers of people attracted, begins to have a detrimental effect on the local environment and residential amenity.

#### **5.1.8 Objective 2: To encourage a high quality of retail offering and to protect local amenity**

#### **Policy E2. Diversity of retail provision**

In considering applications for change of use in central Ealing, particular attention will be paid to the need for a diverse retail offer which reflects the individual character of the town centre. Changes will not be allowed where there are existing over-concentrations of certain uses or where the proposed use, including the need for control of opening hours and types of premises, may erode local amenity. Decisions will take into account the need to avoid over-concentration of licensed uses such as gambling and sale of alcohol. Applications for new *sui generis* class uses for pay day loan shops, amusement arcades and casinos will be refused.

5.1.9 An over-concentration of uses is as defined in paragraph 5.1.7 above. The term 'pay day loan shops' includes pawnbrokers and other 'easy credit' establishments, but excludes traditional financial institutions in Use Class A2.

5.1.10 The balance of the retail provision within the Ealing Metropolitan Town Centre is that West Ealing has a significantly greater proportion of convenience goods, while Ealing Broadway has a larger share of high-order comparison goods. However, in the five years to 2013 the combined amount devoted to comparison retail fell to the lowest in all London MTCs, with a corresponding increase in convenience

shopping. Total leisure space fell by 12%. This suggests a shift in the type of appeal of Ealing as a centre and a potential fall in its vitality and viability, particularly for the evening economy, and that the Broadway offer needs to be modified if it is to continue playing its role as one of the 10 most important town centres in Greater London outside the West End and Knightsbridge.

- 5.1.11 Ealing Broadway has many advantages and the opportunities created by Crossrail ought to be capitalised so that continuing improvements to the town centre, in the wake of those carried out or in development in the Broadway Centre and Dickens Yard, can be maximised. Successful towns will include a broader mix of commercial and employment uses, community services, leisure and residential. In order to reposition and reinvigorate central Ealing, an increase in the amount, quality and diversity of the existing retail and leisure offer will be needed as well as attractions to a wider range of age groups. Uses which are likely to fuel antisocial behaviour should be strictly controlled.

#### **Policy E3 Mixed use development**

Major or Strategic development should incorporate a mix of uses consistent with supporting the local distinctiveness, vitality, function and character of Ealing town centre. Such development should provide for appropriate supporting infrastructure and for the retention or re-provision of floor space suitable for a range of social, cultural and community uses to meet the demonstrated needs of the increasing population. Mixed use should also include provision for a range of employment opportunities.

#### **5.1.12 Objective 3: to ensure there is a sufficient range of services available for an expanding population**

- 5.1.13 Major or Strategic development in Ealing is as defined in the Glossary.

- 5.1.14 The town centre needs to be rebalanced to provide a broader range of town centre uses including employment, commercial, leisure, community, residential, healthcare and education. Independent research<sup>15</sup> demonstrates that where jobs are located can affect how well a city's economy performs. It suggests that local authorities and public sector agencies have a key role to play in ensuring towns and cities do not lose public and private sector jobs to out-of-town locations, leaving a decaying core.

#### **5.1.15 Objective 4: To maintain a balanced work economy with adequate provision for affordable space within a full range of business activities.**

#### **Policy E4 Encouraging new business**

Proposals that support or facilitate the provision of space for new or small businesses will be encouraged. In particular

- i. 'affordable' office/workshop space, including space suitable for social enterprises, will be supported and additional provision will be sought in suitable locations as part of the mix of uses required by policy E3, subject to other planning policies in particular those that seek to protect residential amenity;
- ii proposals for the development of flexible spaces designed for start-up and incubator businesses will be supported, provided that
  - there is no adverse impact on the amenity of surrounding areas;
  - access by public transport, cycle and on foot is maintained or enhanced.

<sup>15</sup> Beyond the High Street: Why our city centres really matter Paul Swinney & Dmitry Sivaev, Centre for Cities, September 2013

- 5.1.16 A balanced work economy requires a sufficiently large base to ensure the retention of core business support activities, as well as the provision of local amenity and good communications. It also requires the conditions for the generation of new enterprises, particularly where this can be related to existing successful business and other local activity such as education and research.
- 5.1.17 Crossrail and the 24-hour weekend tube service to Ealing Broadway will consolidate Ealing's position as a natural staging post between Heathrow and Central London. This will present opportunities in activities such as hotels and tourism. Support should be given to these activities to optimise the spin-off benefits to other parts of the local economy.
- 5.1.18 A 2014 report for the GLA<sup>16</sup> into the provision of incubator, accelerator and co-working space (IACs) recommended action by the GLA and London Boroughs to take positive action to help provide affordable, flexible workspace for small and start-up businesses. Provision of suitable space particularly within vacant properties or retail units will therefore be encouraged.
- 5.1.19 Affordability and flexibility are linked features in that flexibility (i.e. in terms of finance) can be an important part of what makes space affordable. Such flexibility can include a menu of options including use for a small number of days per month, unlimited access, a dedicated desk or a dedicated team area/room. Payments can be made monthly with immediate termination possible. Some centres even offer space on an hourly rate. This is a real financial benefit.<sup>17</sup>

#### 5.1.20 Associated Recommended Actions

##### **Recommended Action 1**

##### **Visitor Centre**

*Establish a Visitor Centre in or near Ealing Broadway station, possibly including space for a police counter, to:*

- i. publicise local attractions and events;*
- ii. offer a central booking service to hotels, restaurants and other services; and*
- iii. provide travel advice and ticket sales in conjunction with Network Rail/TfL.*

##### **Recommended Action 2:**

##### **Start up and small business hub**

*Extend the work of the West Ealing Hub Working Group to examine the feasibility of establishing a hub or co-working space in central Ealing, in particular*

- i. to work with UWL, Ealing Studios and providers such as the new BoomZone to identify potential opportunities for start-up and incubator space in business areas where Ealing has particular strengths, eg film, media and research activities;*
- ii. to examine where "pop-up" spaces could be used in empty shops or other premises with business rates and other concessions.*

<sup>16</sup> Supporting Places of Work: Incubators, Accelerators and Co-working Spaces, URC/London Enterprise Panel

<sup>17</sup> Op cit, p27

## 5.2 Heritage and the Built Environment

- 5.2.1 National planning policy attaches great weight to the conservation of designated heritage assets, including their settings, and great importance to the design of the built environment<sup>18</sup>. As noted in the introduction to the Area in Section 2, the Central Ealing Neighbourhood is distinguished by the fact that 88% of it falls into one of three Conservation Areas. Its significant character, as described in detail in Section 4, derives from both the scale and design of its many Victorian and Edwardian buildings and its tree-lined streets and open spaces.
- 5.2.2 The policies in the Neighbourhood Plan are designed to enable sustainable change to take place in response to the needs of modern living, whilst recognising the area's special character and how it can contribute to successful development.

### **Policy HBE1 Quality of design**

Development should

- i. enhance the special character and design interest of the area's historic architecture and achieve the highest standard of sustainable urban design and construction;
- ii. in Conservation Areas, be of a scale and design quality which preserves or enhances the character and appearance of the Area and is in accordance with the relevant Conservation Area management plan.

### **5.2.3 Objective 5: To protect the quality of Ealing's architectural heritage and enhance its setting.**

- 5.2.4 The NPPF<sup>19</sup> emphasises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. In planning positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider-area development schemes, local plans and decisions on planning applications are required to show an understanding and evaluation of an area's defining characteristics
- 5.2.5 Whilst planning policies and decisions should not attempt to impose architectural styles or particular tastes, it is proper to seek to promote or reinforce local distinctiveness.<sup>20</sup> The special architectural and design interest of Central Ealing as identified in the Conservation Area Character Assessments will therefore be of key importance in considering development applications. Recommendations of the CA Advisory Panels will also be given full weight.

### **5.2.6 Associated Recommended Actions**

#### **Recommended Action 3**

#### **Design Review Panel**

***A Design Review Panel should be re-constituted to advise the LBE Planning Committee on those planning applications which are***

- ***"major" or "strategic" applications as defined in para 5.1.13***
- ***significant infrastructure or public realm proposals***
- ***schemes affecting Conservation Areas or listed buildings***
- ***in its own judgement, publicly controversial.***

#### **Recommended Action 4**

#### **Shop Front Design**

***In consultation with residents and the local business community, the Council's guidance on shop front design (including signage) should be updated and formally adopted.***

<sup>18</sup> NPPF para 56, 132

<sup>19</sup> NPPF paras 56 - 58

<sup>20</sup> NPPF para 60

### 5.2.7 Objective 6: To preserve Ealing's historic character, heritage assets and streetscapes.

#### Policy HBE2 Protecting the townscape

Development should:

- i. complement the historic grain, character and scale of existing green spaces and streetscapes;
- ii. demonstrate that special regard has been paid to opportunities for preserving or enhancing attributes of local landmarks, including measures to improve their context and surroundings;
- iii. preserve or enhance the setting of heritage assets, having regard to the degree of importance of the setting to any affected asset, the impact of development on that asset, and how best to minimise harm or maximise enhancement;
- iv where it is within, directly abutting or fronting Conservation Areas (except for the Office Corridor), be of a height and scale sympathetic to those opposite or adjacent to the site;
- v consider impacts on the 'Zone of Visual Influence'.

Redevelopment involving changes to the height or bulk of buildings within the Office Corridor will be expected to contribute to and improve the overall composition of the corridor, maintain or create a boulevard of hard and soft landscaping and cause no harm to the character and amenity of occupiers and users of properties in the vicinity of development sites by reason of overshadowing, sense of confinement, loss of privacy and outlook or harmful impact upon microclimate.

Development visible from Walpole Park should observe the need to enhance or preserve the park's character.

5.2.8 Outside the Office Corridor (*see Glossary*), the character of Ealing's historic centre is marked by its largely consistent building heights and scale, particularly within the retail core (Map 7). This character is reinforced further through the legacy of many Victorian and Edwardian buildings and which, although not displaying a specific style, imbue Central Ealing with a more 'traditional' townscape than is evident in some of the other important London town centres. This rich history and its architectural heritage mean it has many special places and buildings, ie 'heritage assets', which this Plan aims to conserve and enhance.

5.2.9 Significant heritage assets and landmarks within the Neighbourhood Area are shown in Map 5. Local landmarks comprise

- Church of Christ the Saviour
- Ealing Town Hall
- Pitzhanger Manor
- Polish Church.

5.2.10 Within Central Ealing, heritage assets include:

- Conservation Areas;
- Individual buildings of merit, with different levels of significance as follows:
  - statutorily listed buildings
  - locally listed buildings and structures
  - buildings of group or facade value
  - buildings that make a positive contribution to Conservation Areas.

These are shown on Map 4. Details of each asset can be seen in the supporting on line mapping.<sup>21</sup>

<sup>21</sup> <http://maps.ealing.gov.uk/neighbour.html>

- 5.2.11 Throughout the entire area covered by Conservation Areas, building heights on street frontages range between four and six storeys in the centre, with outer streets typically two or three storeys (Map 9). Coupled with a street layout which allows developing views of its principal buildings from street level, there are key vistas from the open spaces outside the centre of a varied skyline of historic listed buildings, which are identified in the Conservation Area character appraisals.
- 5.2.12 In Conservation Areas, taller buildings may be acceptable, but it will be essential for proposals for all such developments to preserve or enhance the prevailing character and appearance. Applicants will be required to produce verified-view computer generated images (CGIs) from agreed short, medium and long distance views in support of planning applications. These CGIs should establish that, notwithstanding claims of high architectural quality, proposed schemes are of height, bulk, materials and design which avoids insensitive contrasts with nearby buildings, and are not over-dominant and obtrusive when viewed from within and beyond the town centre.
- 5.2.13 Development proposals also need to be considered in the light of their potential impact on an area wider than their immediately adjacent neighbours. A 'Zone of Visual Influence' defines the areas from which a development may potentially be totally or partially visible by reference to surrounding topography. The analysis does not take into account any landscape artefacts such as trees, woodland, or buildings, and for this reason is increasingly referred to as a 'Zone of Theoretical Visibility'.<sup>22</sup>
- 5.2.14 Single blocks which replace a series of individual buildings, each with its own identity on the street, can erode and sometimes destroy the human scale, becoming more dominant, and imposing a single monolithic appearance by destroying the 'grain' of existing frontages.<sup>23</sup> Sensitive design in terms of scale, form, bulk and materials can avoid this whilst still meeting the changing needs of Central Ealing.
- 5.2.15 The small residential area of Craven Road and Craven Avenue is not situated within a Conservation Area. This area might be worthy of Conservation Area designation and it is a recommended action of the Neighbourhood Plan that this be assessed. Craven Road and Craven Avenue are close to the Town Centre Conservation Area. Developments visible from these predominantly residential streets should cause no harm to visual amenity, for example by reason of excessive or obtrusive height, scale, mass or poor design.<sup>24</sup>
- 5.2.16 Walpole Park, which is a Grade II Asset on the Register of Parks and Gardens of Special Historic Interest in England, requires special protection. Any development visible from the park should respect its character and avoid serious harm to it.
- 5.2.17 **Associated Recommended Action**

***Recommended Action 5***

***Craven Road and Craven Avenue***

*Evaluate the character and appearance of Craven Road and Craven Avenue with a view to this area being conferred conservation area status, either as a new and separate conservation area, or through incorporation within the Town Centre CA as designated currently.*

<sup>22</sup> *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning 3*. Historic England July 2015 para 14

<sup>23</sup> *Understanding Architecture: An Introduction to Architecture and Architectural History* Hazel Conway & Rowan Roenisch, Routledge, Mar 2006 -

<sup>24</sup> Ealing Town Centre Conservation Area Character Appraisal, LBE 2002. Section 6, page 39.

**5.2.18 Objective 7: To ensure careful siting of tall buildings so as to protect Ealing's heritage of human scale**

**Policy HBE3. Building heights**

Tall buildings (ie those substantially taller than their immediate surroundings and/or which significantly change the skyline) will only be permitted if they are of the highest architectural and sustainable urban design and do not have an adverse impact on Conservation Areas and their setting or on other designated heritage assets.

5.2.19 The challenge in Central Ealing is to recognise its distinctive characteristics and to understand that its historic environment and heritage assets are inseparable from these special qualities. Any redevelopment, particularly which incorporates buildings taller than their immediate surroundings, must respect those qualities.

5.2.20 The London Borough of Ealing has identified specific locations as suitable for taller buildings but it will nevertheless seek to ensure that such development does not cause harm to existing heritage assets or their setting. Parts of the Office Corridor are undergoing redevelopment and the opportunity is being taken to provide larger building footprints and increased floorspace. The position of the corridor between two low-rise residential areas means that care must be taken to respect those areas in terms of both physical and visual impact, in accordance with London Plan Policy 7.7 and the guidance on tall buildings from Historic England.<sup>25</sup> This would include the heritage assets in Mattock Lane (part of the Ealing Green Conservation Area), and the areas of Craven Road and Craven Avenue referred to in Recommended Action 5 above.

**5.2.21 Objective 8: To ensure valuable open space is properly designated and fully protected.**

**Policy HBE4 Green and Open Spaces**

**Inappropriate development which encroaches on green and open space will not be supported. In particular, Haven Green common land is designated as Local Green Space, and will be managed according to Green Belt principles.**

5.2.22 Green and open spaces within Central Ealing are diverse, and fall into several different official designations under the London Plan. There are areas of Metropolitan Open Land, Public Open Space, Sites of Importance for Nature Conservation and Heritage Land. Some green and open space falls under two or more of these categories.<sup>26</sup> The boundary of the Haven Green Local Green Space is set out on Map 5.

5.2.23 The green and open spaces in Central Ealing (see Map 10) are important for many reasons. They help define it as a place, providing important recognisable landmarks as valuable as particular buildings; they provide opportunities for sport and recreation<sup>27</sup>; and they have a crucial part to play in ensuring good health and a high quality of life as well as helping to address the challenges of climate change.<sup>28</sup>

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<sup>25</sup> Tall buildings: Historic England Advice Note 4, December 2015.

<sup>26</sup> See Ealing Plan: Development Management DPD, Appendix One and Two, December 2013

<sup>27</sup> NPPF para 73

<sup>28</sup> London Plan para 1.41

- 5.2.24 In addition to the Ealing Plan designations, some Central Ealing open space is registered as Common Land or as Town or Village Green. This important and separate designation applies to two areas (Haven Green and Ealing Green) which were transferred in 1878 to the then Ealing Local Board for formal recreational spaces for residents and visitors and for cultural and social activities, and are now registered as Common Land with LBE. The southern end of Ealing Green is also registered as a Town or Village Green.
- 5.2.25 Common land is not recognised as a separate land use category under planning law, although development on Common Land is strictly controlled under other legislation. This provides that all such land should be open and accessible to the public, and restricts the kind of works that can be carried out. All restricted work requires prior approval from the Secretary of State for Environment, Food and Rural Affairs (DEFRA) after an independent Inquiry by the Planning Inspectorate.
- 5.2.26 Restricted works include fencing, buildings, structures, ditches, trenches, embankments and other works, where the effect of those works is to prevent or impede access. They also include, in every case, new solid surfaces, such as for a new car park or access road. No individual or authority, including the London Borough of Ealing, can carry out restricted works without first obtaining consent. This means that common land cannot be designated for general development.
- 5.2.27 The Ealing Plan provides protection for all open and green spaces,<sup>29</sup> but it does not recognise the specific constraints applying to common land. In this context, a key area is Haven Green which, apart from acting as an effective buffer between the town centre and the Victorian residential areas to its north, is a pleasant visual break. Like other green and open spaces, it is important ecologically and as a place for rest and relaxation. Nevertheless, and despite its status as common land, in recent years it has come under threat from the increasing pressure of its proximity to Ealing Broadway station transport interchange, which will increase with Crossrail. This includes parking of buses and provision of cycle stands.
- 5.2.28 The designation of Haven Green as ‘Local Green Space’ (LGS) accords with the NPPF provisions.<sup>30</sup> It is
- in close proximity to the community it serves;
  - demonstrably special to the local as well as the wider community and holds a particular local significance because of its historic position, recreational value and relative tranquillity; and
  - is local in character and is not an extensive tract of land.
- 5.2.29 The particular features of the green make it appropriate for special protection. Identification of Haven Green as LGS aims to give it more explicit protection and means that it will be treated in a manner consistent with Green Belt policy. The NPPF provides<sup>31</sup> that inappropriate development harmful to the Green Belt should not be approved except in very special circumstances. In considering any planning application, substantial weight will be given to any harm done to the Local Green Space, and ‘very special circumstances’ will not exist unless the potential harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Its status as LGS would include making unauthorised development liable to enforcement measures under revised government policy guidance issued in 2015.<sup>32</sup>

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<sup>29</sup> Ealing Development Management DPD December 2013, Policy 2.18 Ealing Local Variation

<sup>30</sup> NPPF paras 76 – 78.

<sup>31</sup> NPPF paras 87 – 88.

<sup>32</sup> Planning Policy Statement *Green Belt protection and intentional unauthorised development*, DCLG 31 August 2015



### 5.2.30 Associated Recommended Actions

#### ***Recommended Action 6***

#### ***Protecting green spaces***

*(a) Protect and enhance green spaces in the Central Ealing by establishing a specially planned programme for enhancement of open spaces to:*

- i. encourage biodiversity by improving opportunities for wildlife;*
- ii. replace trees under stress or affected by disease.*

*(b) (In conjunction with Recommended Action 7.) Protect and enhance Haven Green Local Green Space by transferring all cycle parking off the common land/public open space.*

## 5.3 Transport and the public realm

- 5.3.1 Central Ealing is a busy and successful place. This owes much to the fact that it has for many years been the hub of transport links to the rest of the Borough and to central London. It has the highest public transport accessibility levels possible because Ealing Broadway station is the terminus of both the District and Central Lines (now served 24 hours a day at weekends). Its overground railway connections serve Heathrow Airport and Paddington, some of the western suburbs of London and stations further out in the Home Counties, enabling rapid access to Reading and Oxford and to further destinations such as Bath, Bristol and South Wales. The station is also a main focus in Central Ealing for the 15 day-time bus routes and four night buses that serve the Plan area.
- 5.3.2 Central Ealing's accessibility will be improved further by the opening of Ealing Broadway in 2019 of Crossrail, by which time the station will have been extensively refurbished. Crossrail will mean increased transport capacity and faster journey times to London and to Heathrow Airport. As noted elsewhere in the Plan, this will make Central Ealing an even more attractive place to live, work, shop, study and enjoy leisure time.
- 5.3.3 Whilst the Plan recognises the needs of those who travel by car, its principal transport objective is to improve the local environment by encouraging sustainable modes of movement - walking, cycling and public transport. This encouragement includes support for improvements to conditions for users of public transport. All of this helps to reduce congestion and levels of pollution, improving air quality in turn, making Central Ealing an even better place.
- 5.3.4 The ability of people to walk easily through and around Central Ealing is particularly important, not least to ensure the economic health and viability of the town centre, and the Neighbourhood Plan welcomes improvements that improve pedestrian access, whether they form part of a development or not and do not compromise other objectives.
- 5.3.5 The Ealing Town Centre Spatial Development Framework 2010<sup>33</sup> identified various problems and issues relating to transport and the public realm common to large and busy town centres and which the policies and provisions of the Neighbourhood Plan aim to remedy. Chief amongst these are the need to improve safety for all classes of users of roads and other public space; balance the provision of a reasonable level of visitor parking with the need to reduce the volume of traffic entering and crossing the Plan area; and the implications of servicing – essential to the well-being of shops and other businesses – for the environment, people and the operational efficiency of the area's roads.
- 5.3.6 ***Objective 9: To improve the local environment by encouraging sustainable modes of transport and reducing levels of pollution.***

### Policy T1 Sustainable Transport

All development should include proposals appropriate to its scale and location which enhance the attractiveness of walking, cycling and public transport within the town centre. Particular attention should be paid to the need to reduce generation of road traffic and help reduce both air and noise pollution.

- 5.3.7 One particular concern is the environment of Ealing Broadway station, the bus interchange serving it and the combined impact on the Public Open Space of Haven Green (see Policy HBE4). TfL data for passengers entering and leaving the station shows that peak period entries and exits grew by around 30% in the period 2003 – 2012. Projections are for a further similar growth in the years after the start of Crossrail services, meaning a cumulative increase of over two-thirds in passenger numbers during the period of the

<sup>33</sup> Spatial Development Framework Review Ealing Metropolitan Centre, Tibbalds Planning and Urban Design, 24 September 2010

Neighbourhood Plan, rising to over 13,000 in the peak morning period. Of these, 37% presently arrive by bus.<sup>34</sup>

5.3.8 Origin and destination studies show that in 2010 half the 7,700 bus passengers arriving at the station in the am peak transferred to the underground or network rail services. This means a significant number have other destinations, and locations of bus stops and service termination points need to take this into account. At present all the bus stops, and stands for buses whose routes end at the station, are accommodated on the east side of Haven Green and on the diagonal road across the area of common land. This causes considerable congestion at busy times, as well as significant damage to the environment of the green open space.

5.3.9 Although not a monitored site for air pollution, the Ealing Broadway/Haven Green area has been identified as one of five key sources for NOx concentrations in Ealing, the highest of the five.<sup>35</sup> Of this, 52% comes from buses. Studies show that the greatest burden of air pollution usually falls on the most vulnerable in the population, in particular the young and elderly. These are the same groups who are most likely to use Haven Green for rest and recreation, particularly in the summer months. Within half a mile, the monitoring station at Ealing Town Hall is also a location where air pollution limit values have been exceeded. Action is needed to reduce these damaging levels of pollution.

5.3.10 An additional point of frequent traffic congestion, resulting in reduction of amenity for shoppers and adding to pollution caused by stationary or slow-moving traffic, is the controlled signalling system at the junction of Ealing Green/The Grove where the service road leads to the Ealing Broadway Centre car park. In busy times south bound vehicles frequently back up the whole length of the High Street, with northbound queues also regularly experienced. This is an issue which needs some urgent attention.

5.3.11 A further measure to contribute to a reduction of air pollution from traffic would be more encouragement to electric vehicles. Central Ealing has no publicly accessible charging points, and action should be taken to make such provision in the area, in line with the council's commitment to reducing harmful air pollution from vehicles.

#### 5.3.12 **Associated Recommended Actions**

##### ***Recommended Action 7:***

##### ***Ealing Broadway station interchange***

*In conjunction with Recommendation 6, improve the transport interchange facilities serving Ealing Broadway station by*

- i. seeking further ways of moving bus terminal points away from the Haven Green area;*
- ii. transferring cycle parking from Haven Green Local Green Space to the Springbridge Road multi-storey car park and/or the BBC car park, with access to the latter at both ends so as to serve town centre visitors as well as station passengers.*

<sup>34</sup> Quoted in Ealing Broadway Interchange Study, Steer Davies Gleave, August 2012

<sup>35</sup> Air Quality Information for Public Health Professionals – London Borough of Ealing. GLA 2012, S. 4.2

**Recommended Action 8:****Traffic signalling**

*Implement improvements in road layout and signalling arrangements to:*

- i improve traffic flow and in particular reduce tailbacks into High Street at the Ealing Green/The Grove road junction;*
- ii upgrade all light controlled pedestrian crossings to incorporate countdown timers.*

**Recommended Action 9:****Electric car charging points**

*Ensure there are more electric car charging points in the centre, through*

- i. providing facilities into the Springbridge Road MCP, at a ratio of two charging points per 100 car spaces;*
- ii. negotiating for privately run public parking spaces with more than 50 spaces to provide a minimum number of points at the same ratio.*

**5.3.13 Objective 10: To balance the need for a reasonable level of visitor parking in the centre with the need to reduce the volume of traffic entering and crossing the town.**

**Policy T2. Parking**

Development should aim to provide a balanced amount of off-street secure public parking for both cars and cycles which will allow

- i. sufficient space for local businesses and for people with reduced mobility;*
- ii. where appropriate, easy access from the edge of the Town Centre, to reduce the volume of traffic entering and crossing the centre.*

Any change of use must take into account its impact on parking.

**5.3.14 Associated Recommended Actions**

**Recommended Action 10****Car parking**

*Improve car parking facilities for shoppers by*

- i providing a limited number of 'stop and shop' parking bays;*
- ii introducing a 'pay on exit' scheme at Springbridge Road Multistorey Car Park;*
- iii providing signage to car parks at entrances to the town centre, showing the number of available spaces.*

**5.3.15 Objective 11: To allow adequate access to business properties whilst improving safety.**

**Policy T3. Servicing**

Major or Strategic development should aim to provide rear or basement servicing, with particular care to avoid potentially dangerous access points. Where on-street loading cannot be avoided, plans should where practical include provision for strictly controlled pavement insets with limited hours of operation.

5.3.16 The Ealing Town Centre Spatial Development Framework 2010<sup>36</sup> (p31) noted that conflicts between the need for loading/unloading and keeping traffic moving, especially the impact on journey time reliability of buses during loading hours in the bus lane, were considered a threat to the viability of Ealing town centre. The provision of loading bays is limited to four bays on the north side of The Mall and two at the top of High Street and Bond Street. This lack of dedicated facilities, in addition to the presence of guard rails in The Broadway sections of the A4020 Uxbridge Road, restricts kerb side loading and needs to be remedied.

5.3.17 **Associated Recommended Action**

**Recommended Action 11:**

**Street improvement works**

*Ensure there is a regular programme of street improvement works which meet the needs of both pedestrians and businesses, with adequate provision for loading bays and off-street parking.*

5.3.18 **Objective 12: To improve safety for all classes of users of roads and other public space.**

Policy T4. Cycle paths

Development should assist in the provision of dedicated and segregated cycle paths into and through the town, with special care being taken to avoid conflicts at bus stops and pedestrian crossings. Except where shared facilities are specified and signposted, priorities should be applied to give preference first to pedestrians, then cyclists and then motor vehicles, with appropriate surface treatments to indicate where priorities exist.

Where new cycle paths are proposed adjacent to residential properties, measures to protect amenity and safety of residents and pedestrians must first be implemented.

5.3.19 The design of new cycle paths should give proper consideration to potentially competing needs of other road users, particularly at busy points such as Ealing Broadway station. Routes should be created in accordance with the London Cycle Design Standards, wide enough to cope with higher volumes of cyclists and designed to reduce conflict between pedestrians and bikes.<sup>37</sup> Confusing shared pavements should be avoided.

5.3.20 **Objective 13: To improve conditions for users of public transport particularly in the vicinity of Ealing Broadway station.**

Policy T5 Public transport

Development will be supported which enhances the areas around bus stops and the approaches to Ealing Broadway station, such as improved shelters, surfacing, accessibility for disabled people and the protection of public open space.

5.3.21 It is recognised that responsibility for provision of public transport services in London lies largely with the Mayor through TfL, and the improvements to be delivered at Ealing Broadway station as part of Crossrail are acknowledged. However, individual development can help in creating opportunities for improving the environment for users of public transport. In conjunction with Policy PR1, development will be encouraged which recognises these opportunities and contributes to the improvement of travelling conditions, whether through design of areas adjacent to bus stops and the Ealing Broadway station area or through other agreed measures through acceptance of planning obligations.

5.3.22 **Objective 14: To secure improvements to public realm throughout the Plan area.**

Policy PR1 Improving public realm

Development will be supported which seeks to secure improvements to public realm, including

- i. widening and improvements to the surfaces of pedestrian routes and footways;
- ii. enhancements to the setting and appearance of all heritage assets; and
- iii. provision of new areas of public realm where appropriate.

- 5.3.23 The London Plan<sup>38</sup> recognises that achieving all its environmental, economic and social objectives relies upon modernisation and improvement of the capital's stock of buildings and public realm, and this.
- 5.3.24 in turn means encouraging private investment and development. Development which recognises the special character and needs of Central Ealing, its heritage and its Conservation Areas will be encouraged to make provision for improvements as part of development applications, with particular regard to London Plan Policy 2.15 Cg.

5.3.25 **Associated Recommended Action**

**Recommended Action 12:**

**Public realm improvements**

*Ensure there is a regular programme of public realm improvements which meet the needs of all town centre users, with adequate provision for facilities such as seating in public areas, safe areas for children, and toilets available for public use.*

5.3.26 **Objective 15: To improve and ensure the sustainability of quality green space in the public realm.**

Policy PR2 Landscaping

Development which introduces significant and durable landscaping which contributes to greening of public space will be supported if it makes appropriate provision for maintenance.

- 5.3.27 In meeting requirements for improved public realm through the provision of green landscaping, development will need to ensure its permanence and durability through provision for maintenance as well as good design. Green landscaping should be interpreted in the context of London Plan Policy 2.18 and para 2.88 on green infrastructure where parks, street trees, green roofs etc. as seen as a network of green spaces and green features, which together can deliver benefits that are greater than the sum of their parts. Of particular importance for Ealing is the recognition and support for a sense of place and opportunities for greater appreciation of the landscape and cultural heritage.

5.3.28 **Objective 16: To make it easier to move across the town centre through traffic-free areas.**

Policy PR3 Improving permeability

Development should maximise the opportunities for pedestrian permeability of the town centre, and in particular to

- i. provide traffic-free through routes
- ii. avoid unnecessary signage and clutter in public areas
- iii. contribute to the extension of a consistent standard of public signposting such as Legible London
- iv improve connectivity and accessibility in and around the Town Centre, with information services and similar facilities including directions to places such as museums, galleries and other places of cultural and other interest.

- 5.3.29 The aim of good permeability of the town centre is a key element in helping frame the concept of lifetime neighbourhoods as places where, in accordance with London Plan para 7.4A, people at all stages of their lives can get around in a neighbourhood which is well-connected and walkable. Central Ealing should therefore be a place in which not only can visitors find their way easily, wherever possible through routes free of traffic, but residents can move freely and securely at all times of day.

- 5.3.30 Development should not therefore create closed communities with restricted access, but aim for quality and diversity of town centre uses including retail, leisure, arts and cultural, other consumer

<sup>38</sup> London Plan Para 1.48

services and public services, in conformity with LP Policy 2.15. Where development creates opportunities to improve pedestrian access to facilities or public areas such as Walpole Park, these should be negotiated and provided no later than at the point of occupation.

## 5.4 Culture and community

- 5.4.1 Local plans are required to ensure the vitality of town centres by allocating suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed. The NPPF stresses that it is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability.<sup>39</sup>
- 5.4.2 The policies that follow are designed to help implement the objectives of the Plan which meet those requirements as regards cultural and community facilities, in particular to recognise Ealing's role as a Metropolitan Town Centre.
- 5.4.3 **Objective 17: To be an integrated and balanced community, catering for diverse and changing needs across all age and social groups.**

### Policy CC1 Social infrastructure

As provided in Policy E3, major or strategic development will be expected to allow space for social infrastructure, according to demonstrated need. Mixed use development will be supported which provides for infrastructure to provide additional healthcare, education and leisure services.

- 5.4.4 The Ealing Plan (Policy 2.5 (g)) aims to provide "a comprehensive range of cultural, heritage, social, sport and leisure facilities" in the MTC. The scale of demand for such facilities can be assessed by the plan target of 2,580 new homes, which can be estimated as an increase in population of more than 6,000 (up 250%) in the neighbourhood area. The London Plan 2015 changes mean that this will have to increase further to help meet the 45% growth in Ealing's total housing provision targets. To provide for a suitable level of social infrastructure, civic and community services, the London Mayor encourages boroughs and town centre partners to "identify locations, sites or buildings and financial contributions, including as part of mixed use development with housing".<sup>40</sup>
- 5.4.5 Historically, Central Ealing has had a good spread of cultural and leisure facilities to serve its local residents, some provided in municipal buildings such as swimming baths, library and the Town Hall. Apart from churches and their halls, the early to mid-20<sup>th</sup> century town also boasted a 2,000 seat theatre, later a cinema with several function rooms, plus the Broadway Cinema and the 1,600 seat Walpole Cinema. By the late 1950s all three as well as the swimming baths had been demolished.
- 5.4.6 Until recently Ealing still had the 1934 Forum cinema and the St George's Halls (YMCA), but the former Ealonian Hall has been lost to public use, absorbed into the FE College. A replacement cinema is now planned, but it will be at the cost of the demolition of the YMCA building. Meanwhile community provision within the Town Hall is expected to be reduced through its planned conversion to hotel and residential use. Over the Plan period the total floor space lost is likely to exceed 2,000 sq m. This decline needs to be reversed urgently, if Ealing's cultural strategy<sup>41</sup> is to be realised.
- 5.4.7 Current provision of other social infrastructure is illustrated in map 11. Education plans are dealt with in the Planning for Schools DPD. Planning for primary health care through Health & Wellbeing Centres is being developed by the Ealing Clinical Commissioning Group, though the CCG has not identified a suitable site in the Plan Area for a new HWC, and present GP practices in the area are short of space to expand or provide necessary improvements in the quality of their premises.<sup>42</sup>

<sup>39</sup> NPPF Para 23

<sup>40</sup> Town Centres Supplementary Planning Guidance, GLA July 2014: SPG Implementation 1.5 Social Infrastructure, Civic and Community Services

<sup>41</sup> Ealing Arts and Cultural Strategy 2013 - 2018

<sup>42</sup> Ealing Clinical Commissioning Group *Out of Hospital Strategic Service Delivery Plan* March 2014 Draft v9.1



- 5.4.8 Ealing's Sports and Physical Activity Strategy statement says: "there are currently 53 badminton courts located within 12 community accessible individual sports hall sites in the borough [but] demand for sports halls in Ealing exceeds supply....There is excellent accessibility to sports halls based on a 20 minute drive time catchment, however accessibility based on a 20 minute/1 mile walk is not as good with 12% of Ealing's population living outside the catchment area of any sports hall."<sup>43</sup>
- 5.4.9 Ealing's target is for the equivalent of a four court badminton hall for a population of 16,500<sup>44</sup>. Presently, there is no hall within more than a mile of the centre, an area which in total is projected to have in excess of 20,000 people within the plan period. Other than school grounds, there are no other sports facilities easily accessible to Central Ealing, an area where new housing is planned to be largely car-free and with minimal private amenity space. New provision is therefore badly needed.

#### 5.4.10 Associated Recommended Action

<p><b>Recommended Action 13:</b></p> <p><i>Include in the Ealing Infrastructure Delivery Schedule provision for space for community related needs, including</i></p> <ul style="list-style-type: none"> <li><i>i. a primary healthcare Health &amp; Wellbeing centre in a central site with good public transport access, in conjunction with the CCG;</i></li> <li><i>ii. other space for community based activities and organisations such as youth and educational groups, and older vulnerable or other disadvantaged members of the local population.</i></li> </ul>	<p><b>Community infrastructure</b></p>
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#### 5.4.11 Objective 18: To provide new leisure and recreational facilities

<p>Policy CC2 Community and Cultural Facilities</p> <p>Provision of new facilities for community and related uses will be supported, particularly in relation to the following priorities:</p> <ul style="list-style-type: none"> <li>i. an arts and community leisure facility providing a multi-purpose venue sufficient to accommodate a 250+ seat auditorium/sports hall with a minimum of two indoor sports courts, gym and dance facilities, changing rooms, storage, meeting rooms and associated administration and disabled parking facilities;</li> <li>ii. a community building suitable for use for primary health care, with associated disabled parking spaces;</li> <li>iii. community space with associated storage and parking spaces suitable for use by organised youth and educational groups and/or older, vulnerable or other disadvantaged members of the local community.</li> </ul> <p>Loss of space used or allocated for community or cultural purposes should be avoided except where replacement or alternative provision is made.</p>
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- 5.4.12 The NPPF requires<sup>45</sup> that there should be positive local plans and actions for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.
- 5.4.13 Demand for an arts centre in central Ealing has been well established for some time. A report in 2000 by EDAW for Ealing Arts + Leisure, part funded by the Council, found widespread unsatisfied demand. More recently the Campaign for an Ealing Arts Centre (CEPAC) has commissioned two studies which confirmed, first<sup>46</sup> that there was considerable demand for such a facility in the wider catchment around Ealing (see

<sup>43</sup> Ealing Sport and Physical Activity Strategy 2013 to 18 (2013) p51

<sup>44</sup> Ealing Council Sports Facility Strategy, 2012 to 2021 (2012)

<sup>45</sup> NPPF para 70

<sup>46</sup> Ealing Arts Centre Demand Survey, Purple Market Research Ltd, September 2013

map 1), and second<sup>47</sup> that support from potential users among local arts and other organisations potentially provided a sufficient base for a viable operation to be set up and run independent of any Council subsidy. Private support would however be needed.

5.4.14 Other evidence for the level of public support for performance arts comes from the continuing attraction of the Ealing summer and spring festivals. The wide geographical appeal found by the survey has been reinforced by the success of the 'roof-top' film shows sponsored by the Ealing Broadway BID, where visitors came from a wide area. The BID has also won support from its business members for further activity to back cultural and artistic events in the town centre to serve both local residents and attract visitors from a wider area.

5.4.15 The establishment of a Museum of Film in Ealing would be an appropriate recognition of the long relationship between the industry and the town centre. Equally importantly, it would serve to enhance the attraction of Ealing as a place to visit and as a place in which to operate a related business. It would also offer the opportunity of a learning resource for UWL and the Ealing campus of the EH&WL College, both within easy walking distance of the Studios. The National Media Museum in Bradford attracts over 600,000 visitors a year, of whom more than 10% are from schools and universities.

#### 5.4.16 Associated Recommended Actions

##### **Recommended Action 14:**

##### **Performance arts**

*Promote central Ealing as a regional centre of arts and culture to attract regular audiences throughout the year, as well as to seasonal activities such as the Ealing Festivals, and in particular*

- i. provide support through inclusion in the Ealing Infrastructure Delivery Schedule and the provision of S106 funds for the provision of a multi-purpose arts-related auditorium within the Cultural Quarter;*
- ii. actively support other developments that bring arts and music facilities to the town centre.*

##### **Recommended Action 15:**

##### **Film museum**

*Work with Ealing Studios and the London School of Film, Media and Design to realise the objective of establishing a Museum of Film to*

- i. maintain an archive of the local contribution to the film industry;*
- ii. celebrate the history, achievements and present activity of Ealing;*
- iii. provide a resource centre for the study of film and the digital media.*

#### 5.4.17 Objective 19: Be a regional centre of excellence for culture and education.

##### **Policy CC3 Cultural Quarter**

Development within the Cultural Quarter should have regard to Policy E3 (Mixed Use Development) and preserve and enhance its special character and objectives. In particular, it should:

- i. enhance the quarter as a key centre for the arts serving Ealing and the wider West London sub-region; and*
- ii. complement existing provision in the Town Centre to ensure a balanced offering across the whole range of cultural and arts activities.*

Other uses within the Quarter including A4, A5 and amusement arcades should enhance its cultural character and focus and avoid excessive concentration of uses such as takeaway food restaurants which would damage amenity.

- 5.4.18 The London Plan (Policy 4.6) requires local plans to develop cultural quarters “to accommodate new arts, cultural and leisure activities, enabling them to contribute more effectively to regeneration; and to promote and develop existing and new cultural and visitor attractions especially in outer London and where they can contribute to regeneration and town centre renewal.” The objective of a cultural/ specialist retailing and leisure area focussed on High Street/Bond Street/Ealing Green emerged in the 2007 background study for the Ealing town centre development framework,<sup>48</sup> and was enlarged on in the full report. Ealing’s Cultural & Arts Strategy later defined the Cultural Quarter<sup>49</sup> as “anchored around key cultural organisations in central Ealing - the old Empire Cinema site, Pitzhanger Manor and the PM Gallery, Questors Theatre, Ealing Studios and the UWL.” (See map 3). For the purposes of this policy the Cultural Quarter falls roughly within an area fronted by Ealing Green, High Street, New Broadway, Barnes Pikle, Walpole Park and St Mary’s Road as far south as, but not including, Warwick Road.
- 5.4.19 The Cultural Strategy sees the Ealing Cultural Quarter as offering “a unique visitor offer in West London, comprising a historic country house set in Regency landscape, first class concert facilities at the UWL’s theatre and performance venues, facilities at Ealing Town Hall and a premier art gallery.” Unfortunately UWL’s facilities are not easily available for public use, and the Town Hall will have significantly reduced space for community use after planned redevelopment. Development of the Quarter has concentrated on refurbishment of Pitzhanger Manor and the replacement of the demolished cinema, with an emphasis on the accompanying leisure activities of food and drink provision.
- 5.4.20 An important element of Ealing’s history and special character is its strong record as a centre for the arts. Its heritage includes Sir John Soane’s Pitzhanger Manor, a Grade I listed building now housing the PM Gallery, a venue for professional contemporary art. Ealing nurtured the film industry from its earliest days in 1902, and has been the home of Ealing Studios since the 1930s. The Questors, founded in 1929, is one of the largest amateur theatres in Europe. Alumni of the Ealing School of Art, now part of the University, include Freddie Mercury, Ronnie Wood and Pete Townshend. The Ealing Club is the birthplace of British Rhythm and Blues and the Rolling Stones. Many notable artists and musicians have lived in Ealing, and it now boasts over 100 amateur and professional arts organisations.
- 5.4.21 A cultural quarter following a ‘hub and spokes’ model, whereby the core is linked to other facilities in or outside the Area, can help build a critical mass of cultural economic production in a wide range of digital media businesses, including aspects such as marketing, advertising and graphic design; broadcasting and cable services; and computer games businesses. A 2005 report<sup>50</sup> suggests that, to achieve this, business growth can also be encouraged by more targeted start-up assistance; marketing for inward investment to build on the success of existing companies; and the development of new workspace such as high specification business space for digital media companies. It also suggests the introduction of new cultural facilities, cafes, bars and restaurants, rehearsal space, and new residential accommodation.
- 5.4.22 The London Plan (Policy 7.5) proposes that opportunities provided by development for the integration of high quality public art should be considered. Public art, defined as art specifically designed for its location rather than as some piece of creative endeavour merely placed in a public space without reference to its context, can engender a sense of pride and community identity. It can reach audiences outside museums, galleries, and theatres, and add to the beauty of everyday life. It declares the worth of a place and a time in our shared culture.

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<sup>48</sup> Ealing town centre development framework study, Tibbalds, December 2007

<sup>49</sup> Ealing Arts and Cultural Strategy 2013 – 2018, LBE 2013.

<sup>50</sup> Making spaces for creativity: designating cultural quarters. John McCarthy University of Dundee 2005

#### 5.4.23 Associated Recommended Action

***Recommended Action 16:******Public art***

*Enhance the attraction of public open spaces in the town centre by promoting the provision of public art on both permanent and temporary sites, through planning obligations or other sponsorship.*

## 5.5: Policy application to specific sites

5.5.1 Within the Neighbourhood Area, there are some particular locations with their own characteristics and opportunities. While the policies of the Neighbourhood Plan apply across the whole area, some local factors may apply to these sites which need special consideration or separate mention. These are dealt with in this section.

### 5.5.2 Eastern Gateway: Site CENP1

CENP1 - Carmelita House, 21-22 The Mall, W5 2PJ

Development of this site should recognise its key position at the entrance to the town centre and associated Conservation Area from the east. Any significant change in height, bulk or massing should have regard to Policies HBE2 and HBE3, as well as to the relationship with the adjoining listed shopping frontage and with College Court, the residential block to the east, in scale and materials.

The opportunity could be taken to realign the building line with the road while maintaining the footpath widths. The mature pavement tree at the edge of the site should be protected, and rear servicing and car parking should be maintained, with the possibility of relocating the recycling bins from the pavement to the east to improve the environment.

The preferred use for the site is for it to be retained for offices for public and community services possibly including a GP's surgery.

5.5.3 The 0.17 ha site marks the entrance to the town centre from the east (called in the Ealing Local Plan the Eastern Gateway) and is presently occupied by a 5 storey block used as local government offices. A mediocre 1960s building, it is on the north side of The Mall, on a site previously occupied by a large villa built between 1870 & 1890. It abuts the end of the locally listed parade of Victorian shops to the west.

5.5.4 The building is opposite an equally undistinguished block earmarked for development in the Ealing Plan Sites Development DPD (EAL1), and if developed, the two should complement each other. The Local Plan also notes that this is an Archaeological Interest area and lies in the Ealing Town Centre Conservation Area within a short distance of Ealing Broadway station, with a PTAL of 6.

5.5.5 The site backs onto the Great Western main railway line and has a side access to rear parking. The building frontage does not follow the curve of The Mall but sits square in its original plot and is therefore angled uncomfortably to the line of the road, not relating well to the street. It is mentioned in the Conservation Area assessment as detrimental to the character of the local area.<sup>51</sup>

5.5.6 The existing building does not meet current standards for office accommodation, but contributes to the present stock and an increase in total floor space would go towards the target for new provision in Ealing Local Policy 2.5(a). Its current use for public and community services should be maintained; this could help meet demand for more primary health care space. This is in line with policies HBE2, particularly iii and CC1 in this plan.

<sup>51</sup> Ealing Town Centre Conservation Area Character Appraisal, LBE, p32

Site plan



View on entry to town from Ealing Common



CENP2 Perceval House and car park (site EAL7).

Development of this combined site should allow residential development to facilitate the retention and reprovision of space for the local authority headquarters and customer service functions, plus appropriate supporting town centre uses including community/other public space such as library and/or health centre. Car parking should be below ground and entered from Longfield Avenue.

Development should respect and enhance the setting of the adjacent Conservation Area and Listed Buildings, particularly the Town Hall, in terms of height, scale, massing, design and use of external materials and finishes. Longfield Avenue should achieve a building height to street ratio which allows an increase in density without creating an overbearing impact on the sense of space at street level.. In accordance with Policies HBE2 and HBE3, the frontage to Uxbridge Road should continue the 'boulevard concept' of the Office Corridor and be of a height and scale sympathetic to frontages opposite or adjacent to the site. Buildings abutting and close to houses in Craven Avenue should be kept to a scale in character with their 2-3 storey height.

Redevelopment elsewhere within the site should be of a height and scale that is not intrusive, dominant or overbearing when viewed from neighbouring residential buildings or from locations within and beyond the town centre.

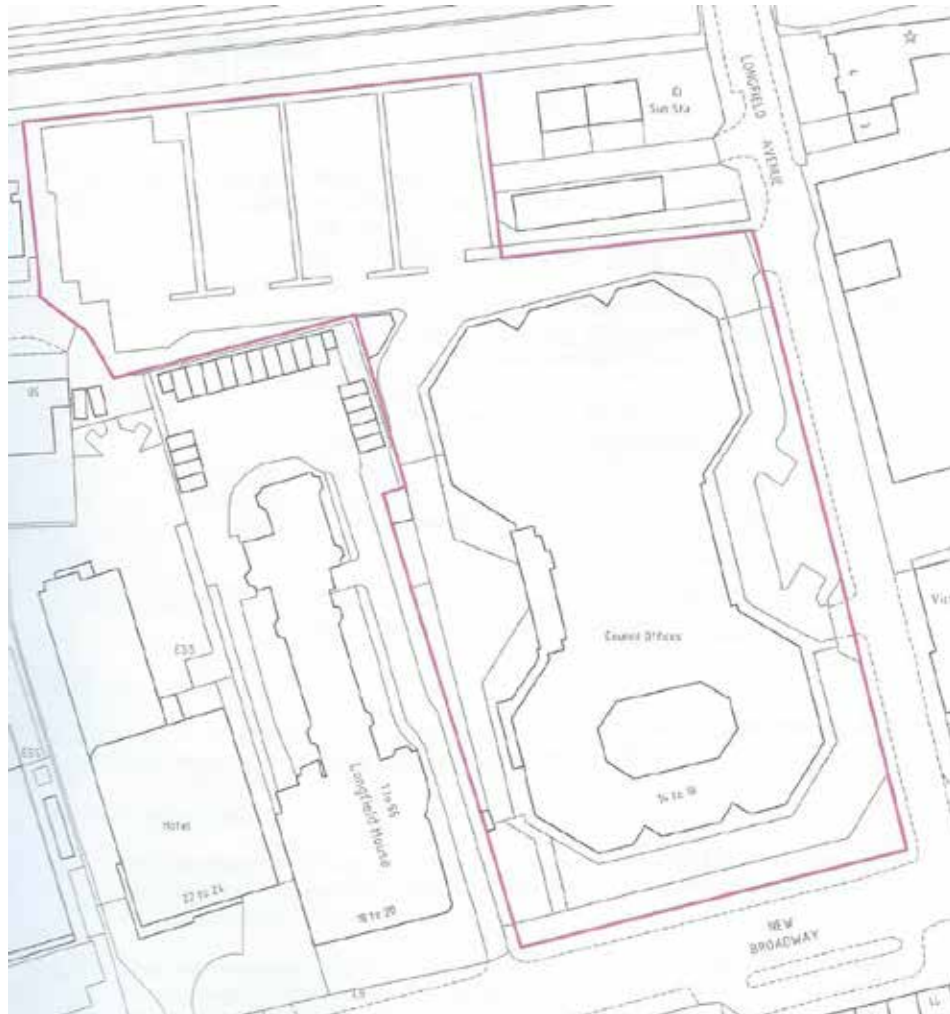
Vehicular access and servicing should be from Longfield Avenue. The eastern (cul-de-sac) end of Craven Avenue should not be utilised to gain access to the site other than in accordance with Ealing Plan site EAL7 (possible use by pedestrians and cyclists) or if necessary to provide restricted service access to a relocated electricity sub-station. Proposals should plan to minimise any adverse impact on residential amenity, particularly that due to increased cycle and pedestrian movement.

#### **5.5.7 Perceval House and car park Site CENP2**

- 5.5.15 Perceval House (14-16 Uxbridge Road, W5 & Longfield Avenue) presently houses LBE offices including the Customer Services Centre, with a car park to the rear. It covers 0.92ha which with the car park (0.37ha) and electricity sub-station (0.12ha) total 1.41ha. total 4-6 ha.
- 5.5.16 The present building relates poorly to its Uxbridge Road neighbours in bulk and design. It-sits between the Town Hall and the 'Moderne' style Longfield House (mainly residential). The car park accessed from Longfield Avenue runs alongside the main Great Western railway line and is presently allocated in Ealing's plan (site EAL7) to residential development. This is partly constrained by the electricity sub-station fronting on Longfield Avenue.
- 5.5.17 The site abuts the Town Centre Conservation Area, the Old Fire Station (locally listed) and Town Hall (Grade II listed). Other development policies affecting it are Ealing Plan Policy 2.5(a), (b) & (d), and within this Plan Policies E3, HBE2 and HBE3.
- 5.5.18 Maintenance of a significant quantum of office space on this site is highly desirable for the health of the town centre and the Office Corridor, and any scheme should seek to optimise this yield including, where appropriate, shared and managed workspace. In the light of the Ealing Plan Policy 2.5 (a) for an increase in office employment in the town centre, any net loss of such space served by good transport will be resisted.
- 5.5.19 Development of the total site should take place in a co-ordinated way, possibly in phases, which would allow common access from Longfield Avenue while recognising the restrictions originally suggested in EAL7 for the car park site.



Site plan



Present frontage





## Section 6 Delivery Plan

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- 6.1 The Neighbourhood Plan represents a series of targets adopted by both local residents and businesses to guide Ealing Council and applicants for development on the details of how to interpret the strategic objectives already agreed at local and London level. The Delivery Plan, which is part of the overall Plan, is an expression of the priorities established by local consultation on how the Plan Objectives should be achieved, who should accept responsibility for their implementation and how they could be funded.
- 6.2 Realisation of the Vision in the Neighbourhood Plan is a process which will be spread over the 10 years to 2026. Implementation of the Policies and Recommended Actions will need commitment and participation from several organisations and groups. How this can be achieved is set out in the Delivery Plan.

**Table 1** sets out projected timescales for Objectives and Policies. These are expressed in general terms as follows:

- 1: Immediate – upon approval of the Neighbourhood Plan
- 2: Short – within one year of the approval of the Plan
- 3: Medium – between one and five years of the Plan being approved
- 4: Long – between five years of the Plan being approved and the end period of the Plan
- 5: Ongoing – throughout the lifetime of the Plan.

6.3 Resources to implement the proposals will come from several sources. Some will arise as the result of development already planned or in the pipeline, while others will need positive action to create the conditions for successful introduction. This includes the list of Recommended Actions, which are set out in Table 2, also with timescales and suggested responsibility for action. Unlike Policies, they are not mandatory but are aspirations for the Plan period. For this reason, they can also be amended or added to during the life of the Plan by consultation between all those concerned, subject to funding being available.

Table 1 Objectives &amp; Policies

Reference	Objective	Action by whom	Timescale
<b>S 5.1</b>	<b>Economy</b>		
O1 E1	To ensure viable and varied active frontages in the town centre	LBE	2/3
O2 E2	To encourage a high quality of retail offering and to protect local amenity	LBE; BID Co	5
O3 E3	To ensure there is a sufficient range of services available for an expanding population	LBE; developers	4
O4 E4	To maintain a balanced work economy with adequate provision for affordable space within a full range of business activities	LBE, BID Co	3
<b>S 5.2</b>	<b>Heritage and Built Environment</b>		
O5 HBE1	To protect the quality of Ealing's architectural heritage and enhance its setting	LBE	1
O6 HBE2	To preserve Ealing's historic character, heritage assets and landscapes	LBE, developers	5
O7 HBE3	To ensure careful siting of tall buildings so as to protect Ealing's heritage of human scale	LBE, Developers	5
O8 HBE4	To ensure valuable open space is properly designated and fully protected	LBE, developers	5
<b>S 5.3</b>	<b>Transport</b>		
O9 T1	To improve the local environment by encouraging sustainable modes of transport and reducing levels of pollution	LBE, developers	5
O10 T2	To balance the need for a reasonable level of visitor parking in the centre with the need to reduce the volume of traffic entering and crossing the town	LBE, developers	4
O11 T3	To allow adequate access to business properties whilst improving safety	LBE, developers	3
O12 T4	To improve safety for all classes of users of roads and other public space	LBE, TfL	4
O13 T5	To improve conditions for users of public transport particularly in the vicinity of Ealing Broadway station	LBE, TfL	3
<b>S 5.3</b>	<b>Public Realm</b>		
O14 PR1	To secure improvements to public realm throughout the Plan area	LBE, BID Co, developers	2
O15 PR2	To improve and ensure the sustainability of quality green space in the public realm	LBE, BID Co, developers	2/3
O16 PR3	To make it easier to move across the town centre through traffic-free areas	LBE, developers	3
<b>S 5.4</b>	<b>Culture &amp; Community</b>		
O17 CC1	To ensure adequate social infrastructure is provided to support all significant development	LBE, CCG	2
O18 CC2	To provide new leisure and recreational facilities	LBE, local bodies, developers	3
O19 CC3	To be a regional centre of excellence for culture and education	LBE, BID Co, local bodies, developers	5
<b>S 5.5</b>	<b>Policy application to specific sites</b>		
CENP1	O3, 7 & 17	Landowner, CCG	2/3
CENP2	O3, 6 & 7	LBE	4

**Table 2 Recommended actions**

*All recommended actions are in support of the relevant Policy, to help fulfil and complement its aims.*

No	Plan policy refs	Action	To be taken by	References
1	E4	Visitor centre	<i>IDS / Ealing BID</i>	BID Co Business Plan
2	E4	Start-up business hub	<i>IDS / Ealing BID</i>	West Ealing Hub Feasibility Study Report, Sept 2013; BID Co Business Plan
3	HBE1	Design Review Panel	<i>LBE planning</i>	Survey of local and regional design review panels, location, type and impact (CABE 2009).
4	HBE1	Shop front design	<i>LBE planning</i>	
5	HBE2	Craven Avenue CA	<i>LBE planning</i>	Area assessment
6	HBE4/T5	Protecting green spaces	<i>LBE transport planning/legal</i>	Area assessments
7	T1	Ealing Bdy station bus interchange – stops & stands	<i>IDS / LBE Transport planning/TfL</i>	
8	T1/T5	Traffic signalling	<i>IDS / LBE Transport planning/TfL</i>	
9	T1	Electric car charging points	<i>LBE IDS</i>	OLEV (Dept of Transport) report
10	T2	Car parking	<i>LBE Transport planning</i>	BID Co Business Plan
11	T3	Street improvement works	<i>IDS / LBE Transport planning/TfL</i>	
12	PR1	Public realm improvements	<i>LBE IDS /regen/ Ealing BID</i>	BID Co Business Plan
13	CC1	Community health infrastructure	<i>LBE IDS / CCG</i>	CCG draft strategy
14	CC2	Performance arts centre	<i>LBE IDS/CEPAC/ BID Co/ developer(s)</i>	CEPAC Feasibility study /BID Co Business Plan
15	CC1/CC2	Film museum	<i>Ealing Studios /LBE</i>	
16	CC3	Supporting public art	<i>LBE/BID Co</i>	BID Co Business Plan

Note: IDS = LBE Infrastructure Delivery Schedule

- 6.4 Some of this will come from future CIL payments. As required under the NPPF<sup>52</sup>, a proportion of funds raised from CIL where development takes place will be allocated to spending agreed with the local community. Once a CIL charging regime is in force, this will amount to 15% of CIL receipt, as provided by Government Regulation<sup>53</sup>. Where a Neighbourhood Plan is in force, this increases to 25%. Initial priorities for such spending, in line with the Policies and Recommendations of the Plan, is set out in **Table 3**.

<sup>52</sup> NPPF para 175.

<sup>53</sup> The Community Infrastructure Levy (Amendment) Regulations 2013, Reg 8.

Table 3 CIL Spending Priorities

Priority level	Policy/ recommendation	Item	Timescale (years)
1	CC2 R14 (part)	Performance arts centre	2/3
1	T1 R6/R7	Relocate bus stops and stands from Haven Green; remove cycle parking from LGS	2/3
1	HBE1 R3	Set up Design Review Panel	2
1	T2 R10	Implement car parking improvements	
2	E4 R2	Set up review and implement start-up business hub	1/2
2	HBE2 R5	Craven Avenue/Road area Conservation Area re- assessment	2
2	T1/T5 R8	Remodel Ealing Green/The Grove road junction; upgrade pedestrian crossing signalling	1/2
2	HBE1 R4	Implement shop front design policy	1
2	T1 R9	Install electric car charging points	1
2	CC1 R13	Community facilities – establish central Ealing Health & Wellbeing Centre	2/3
2	PR1 R12	Public realm improvements	5
2	T3 R11	Street improvement works	2/4
3	CC2 R16	Install public art	3
3	E3 R1	Establish visitor centre	3
3	CC1/CC2 R15	Set up film museum	3/4
3	CC1 R14(part)	Community facilities – set up sports hall	4

- 6.5 Other funding sources, including S106 and money from the London Mayor and TfL, will be identified during the lifetime of the Plan. Control of allocation of such funds is in the hands of LBE and is due to be regularly updated in its five-year Infrastructure Delivery Schedule within the Infrastructure Delivery Plan<sup>54</sup>. This sets out the total estimated costs, source of funds, timing and responsibility for delivery. In order to ensure that the requirement to consult with the local community is met, it is strongly recommended that regular procedures be put in place for such consultation to take place at intervals no longer than every 12 months.

<sup>54</sup> Infrastructure Delivery Plan, version two (July 2011), LBE

## Section 7 Glossary and explanation of terms

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**Affordable housing.** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market

**Appearance.** The aspects of a building or place within the development which determine the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture. (*As defined in article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015*).

**Common Land.** Land which is registered with the local authority under the Commons Act 1965, where the public has historic rights for walking and certain other leisure activities. It is recognised in this Neighbourhood Plan as Heritage Land. In London it is also protected by law against any works which prevent or impede access to or over the land, including new solid surfaces such as paths.

**Community Infrastructure Levy (CIL).** A charge made on new development to raise money for new infrastructure in the area, related in scale and kind to the development. In London, planning applications must pay a Mayor's CIL for spending by the Mayor on roads or other transport facilities (notably Crossrail). London boroughs can set a local CIL based on its own needs. Ealing has set a rate to meet the requirements of its Infrastructure Delivery Plan.

**Conservation Area.** An area "of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." (*s69(1)(a) Planning (Listed Building and Conservation Areas) Act 1990*.) It is the duty of the Local Authority to designate such areas and to use their legal powers to safeguard and enhance their special qualities.

**Design Review Panel.** A design review panels is a group of leading multidisciplinary built environment experts who provide an independent, expert assessment of significant development proposals. Well-managed Design Review panels help to achieve high quality schemes that add value to the places in which they are built (*See Design Review Principles and Practice, the Design Council 2013*)

**Ealing Plan (also Local Plan or Local Development Plan).** The set of planning policy document(s) adopted by the London Borough of Ealing covering the whole of the borough following public consultation and examination. The Central Ealing Neighbourhood Plan must be in general conformity with the adopted Local Plan.

**Heritage asset.** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. 'Heritage asset' includes designated heritage assets and assets identified by the local planning authority (including local listing). (*NPPF Annex 2, Glossary*)

**Infrastructure Delivery Plan.** The plan for investment and delivery of land and buildings to create places and provide services, in order to achieve the objectives of the Local Plan. It consists of a strategy statement and a Delivery Schedule (IDS). At the time of this Neighbourhood Plan, the latest IDS for Ealing was dated February 2014.<sup>55</sup>

**Local Green Space.** A green area of particular importance to a local community designated as such through a local development plan or neighbourhood development plan. (*NPPF paras 76 & 77.*)

**London Plan.** The London Plan 2015 is the latest version of the Mayor's overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development

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<sup>55</sup> [http://www.ealing.gov.uk/download/downloads/id/8243/infrastructure\\_delivery\\_schedule\\_feb\\_2014](http://www.ealing.gov.uk/download/downloads/id/8243/infrastructure_delivery_schedule_feb_2014)

of London over the next 20–25 years. The Central Ealing Neighbourhood Plan must be in general conformity with the London Plan.<sup>56</sup>

Major or Strategic development. In Ealing<sup>57</sup>, this is defined as follows:

A strategic development proposal is:

- more than 100 residential units
- over 10,000 sq m floorspace
- proposals for development requiring an Environmental Assessment (EA).

A major development proposal is:

- 10 to 100 residential units
- 1,000 to 10,000 sq m floorspace-
- development on a site of more than 0.5 hectare.

National Planning Policy Framework (NPPF). The national planning policy document which sets out the Government's planning policies for England and how these are expected to be applied.

Office Corridor. The properties bordering Uxbridge Road W5 from 18 to 58 (north side), and 49 to 113 (south side). Also known as the 'Business Quarter'<sup>58</sup>, and sometimes the 'Office Boulevard'.

Primary shopping area

Public Transport Accessibility (or Access) Level (PTAL). The generally used measure of connectivity to the public transport network in London. The PTAL value combines information about how close public transport services are to a site and how frequent these services are. The highest level of connectivity has a PTAL of 6b and the lowest has a PTAL of 0.

Retail frontages. These are defined as 'primary' or 'secondary' according to the established type of shops already present. Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses. (*Planning Portal.*)

Setting. The surroundings in which a heritage asset is experienced. It is likely to include a variety of views of, across, or including that asset, and views of the surroundings from or through the asset. (*Historic England - Seeing the history in the view.*)

Social rented housing. Housing owned by local authorities and private registered providers for which guideline target rents are determined through the national rent regime.

Tall and large buildings. Those that are substantially taller than their surroundings, or cause a significant change to the skyline (*London Plan para 7.25.*)

View. A sight or prospect from a particular position, typically an appealing one (Oxford English Dictionary). Views are one way in which we experience heritage assets and an area's character and sense of place. (*Historic England - Seeing the history in the view.*)

Viewing point. The Viewing Point is a specific location that is in a public space and is within reasonable proximity of a point from which a designated view is assessed. There can be a range of viewing points close to each other.

Will, shall, or should: In this document,

- 'Will' means a firm intention or obligation: eg "the Local Authority will keep records", or "development will be required to produce plans".

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<sup>56</sup> See more at: <https://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-overview-and-introduction/london#sthash.L5VEKLPw.dpuf>

<sup>57</sup> See LBE's planning pre-application guidance at

[http://www.ealing.gov.uk/info/1023/planning\\_advice\\_and\\_guidance/351/pre-application\\_guidance/4](http://www.ealing.gov.uk/info/1023/planning_advice_and_guidance/351/pre-application_guidance/4)

<sup>58</sup> Ealing Metropolitan Centre Spatial Development Framework. Tibbalds et al May 2008

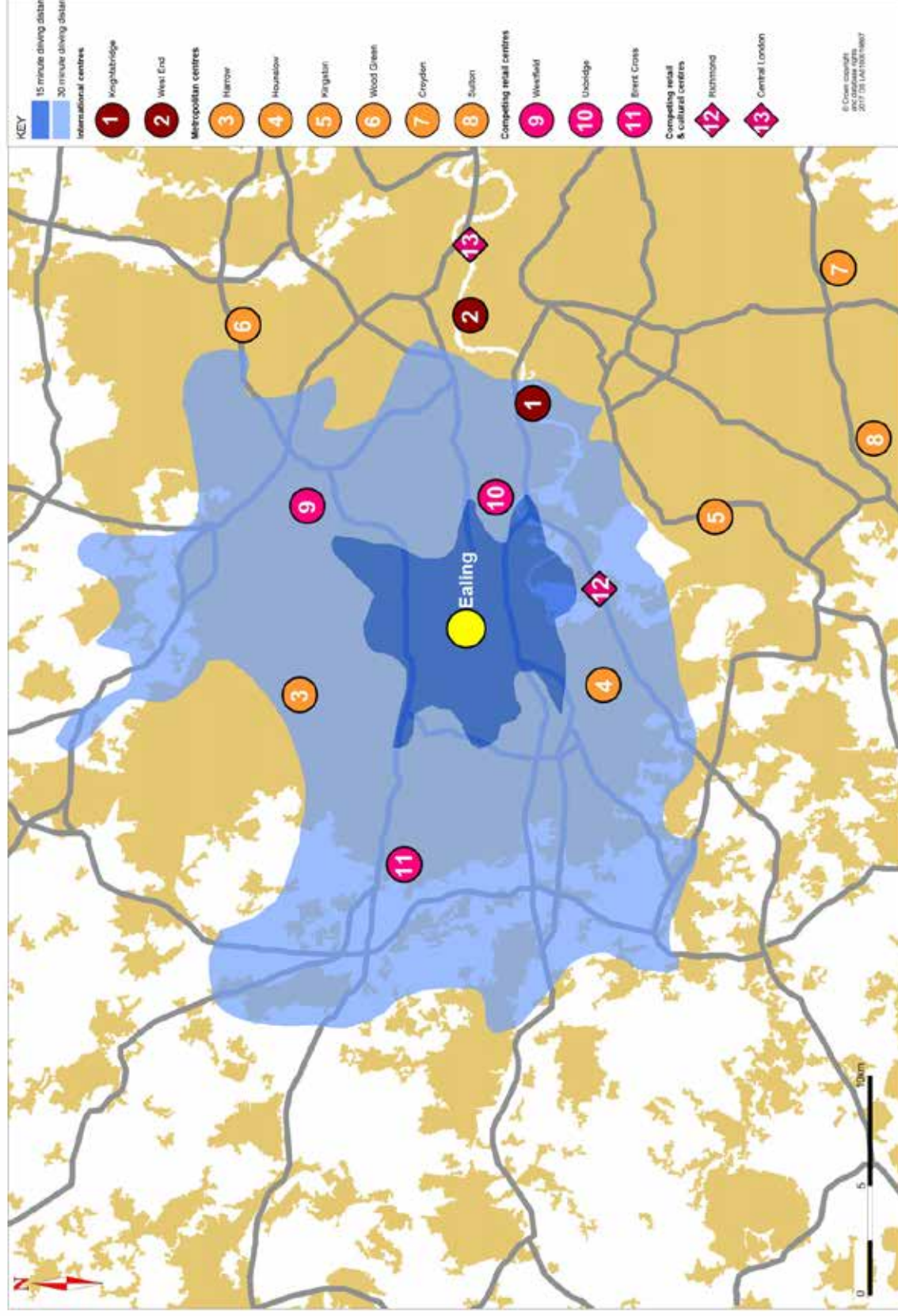
- 'Shall' (or 'must') is used to show or create an enforceable obligation or duty on another person to act (or not) in a certain way: "The applicant shall produce evidence of ownership" or "Plans must show".
- 'Should' does not carry the same total obligation, and is weaker than 'will' or 'shall'. It suggests a responsibility for or desirability of something which can be subject to judgement or modification, but when decisions are made on planning applications will still be a material consideration, eg: "Development should replace existing trees and plantings...", as in "You should not park your car near the school gates".

## Section 8 Maps

Map no	Map title
01	Strategic context
02	Boundary areas
03	Central Ealing Character Areas
04	Heritage Assets
05	Landmarks
06	Commercial space
07	Retail frontages
08	Parking and access
09	Building heights
10	Open space
11	Community facilities
12	Policies Map

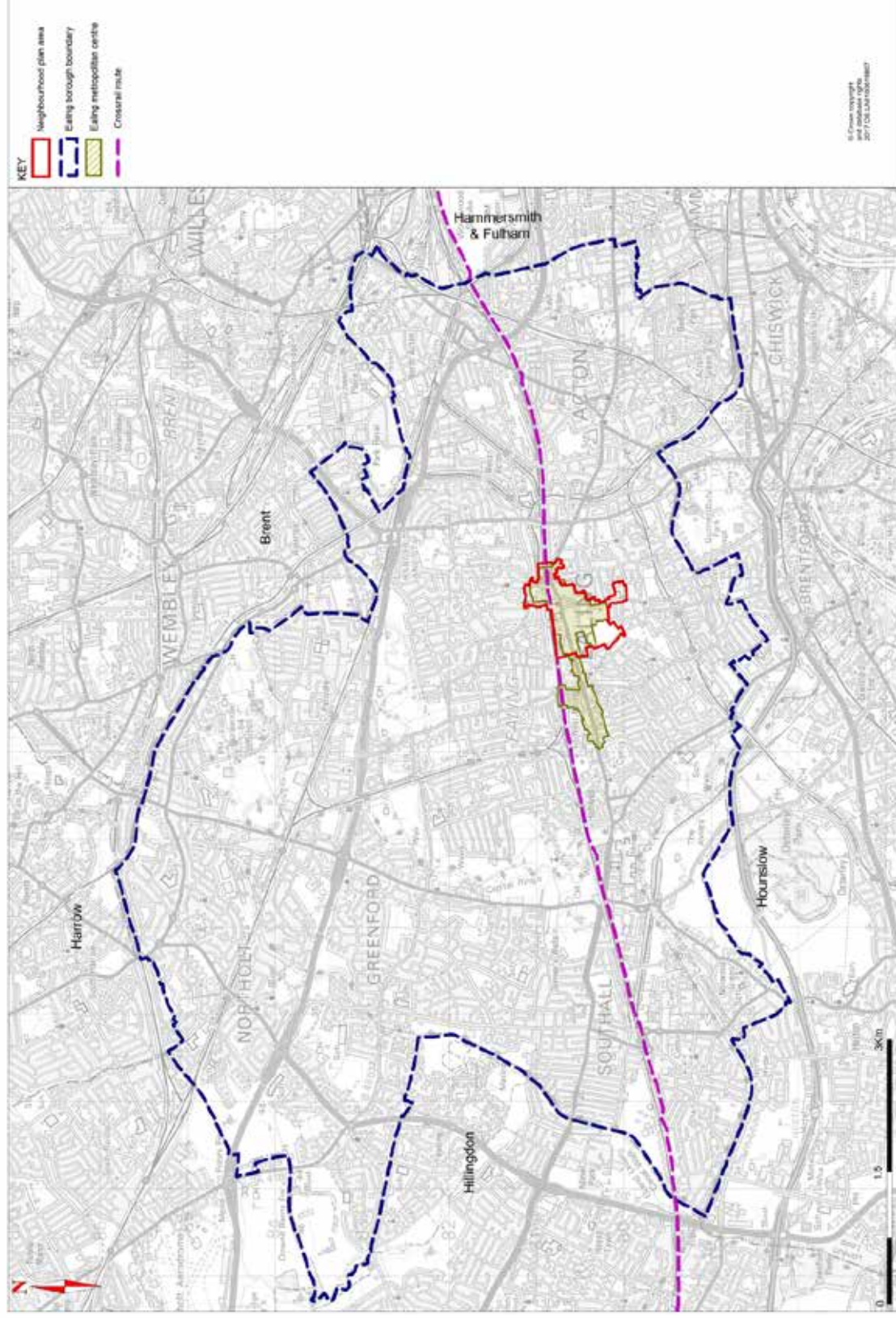


Map 1 Strategic Context





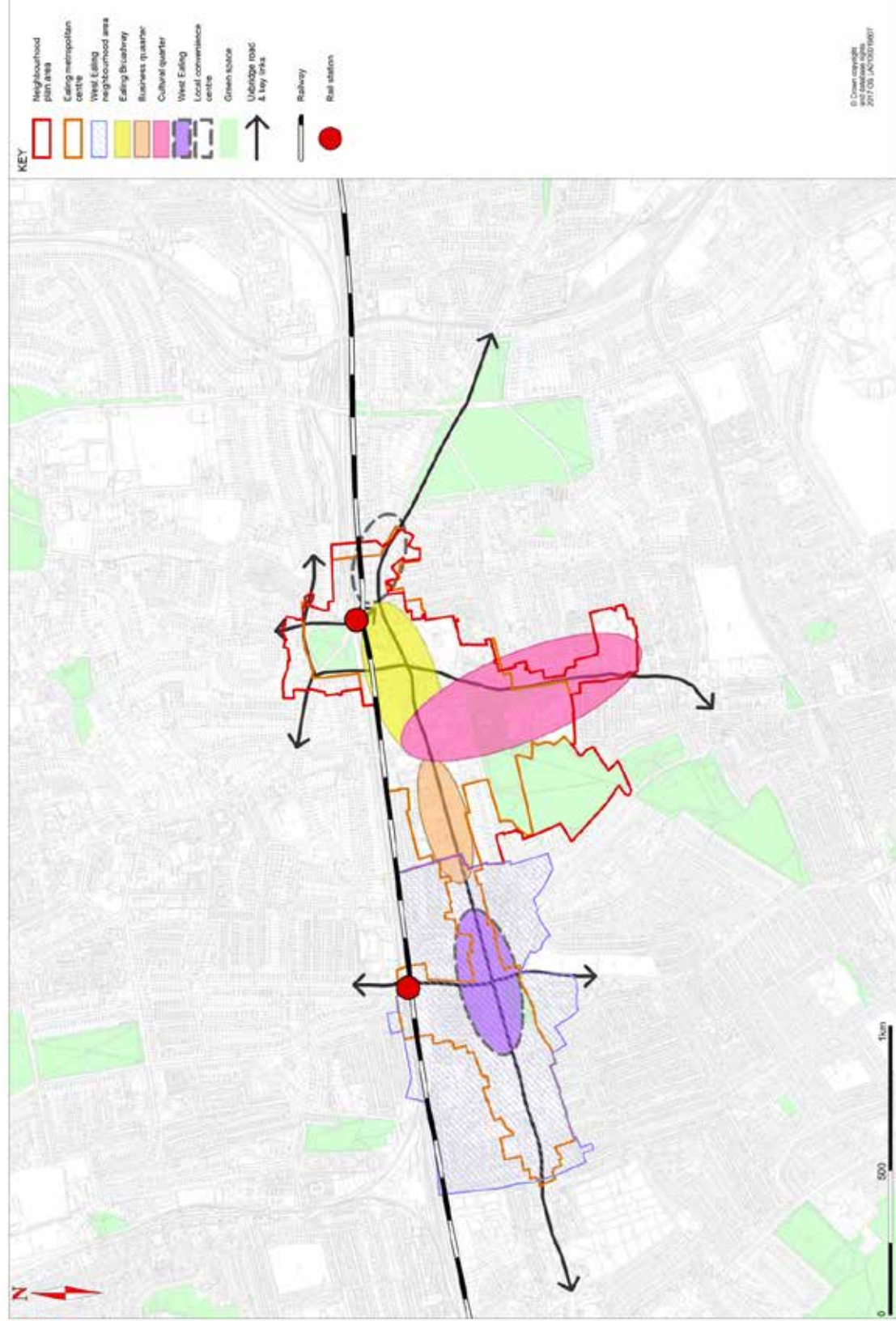
Map 2 Boundary Areas





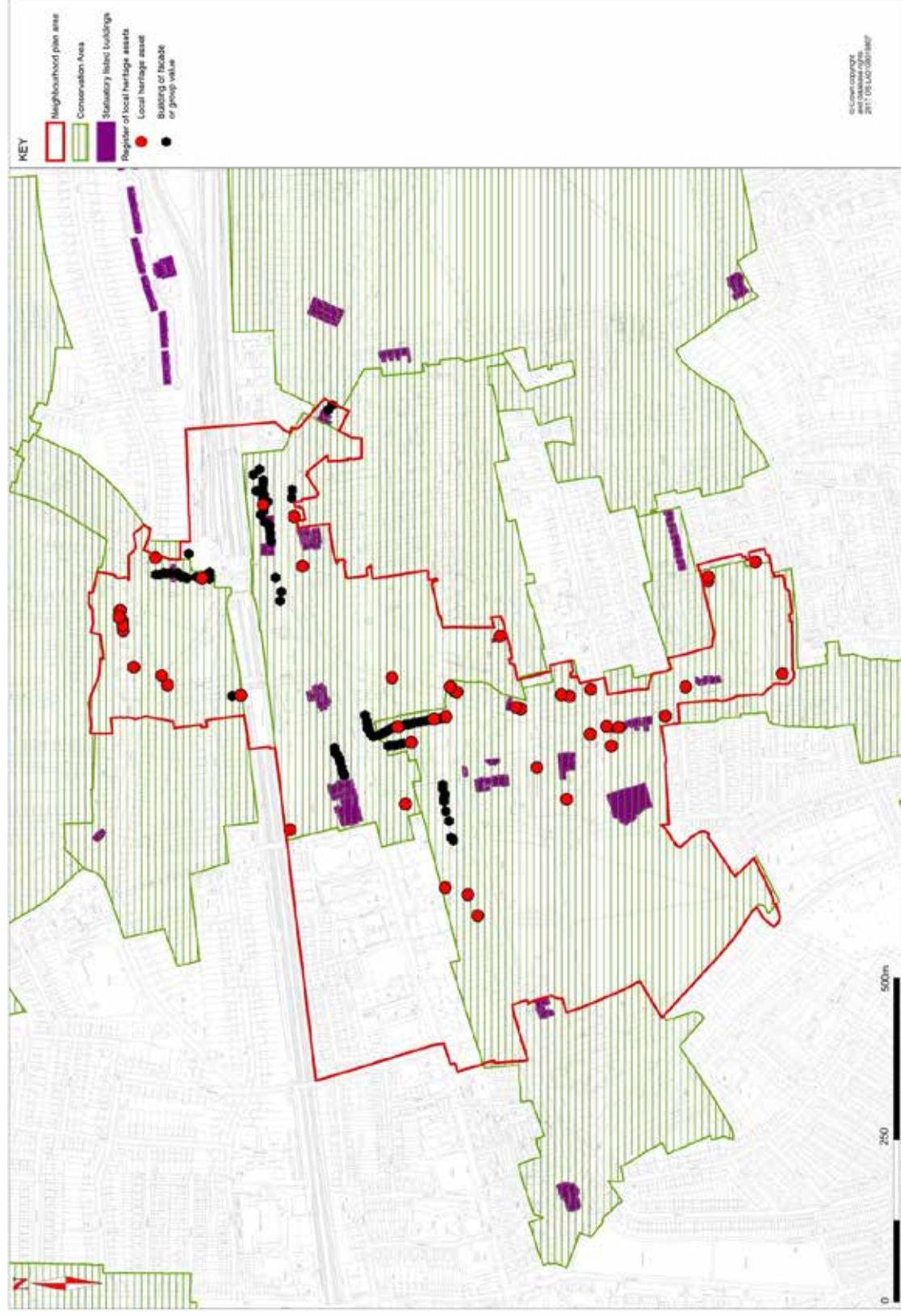


Map 3 Central Ealing Character Areas





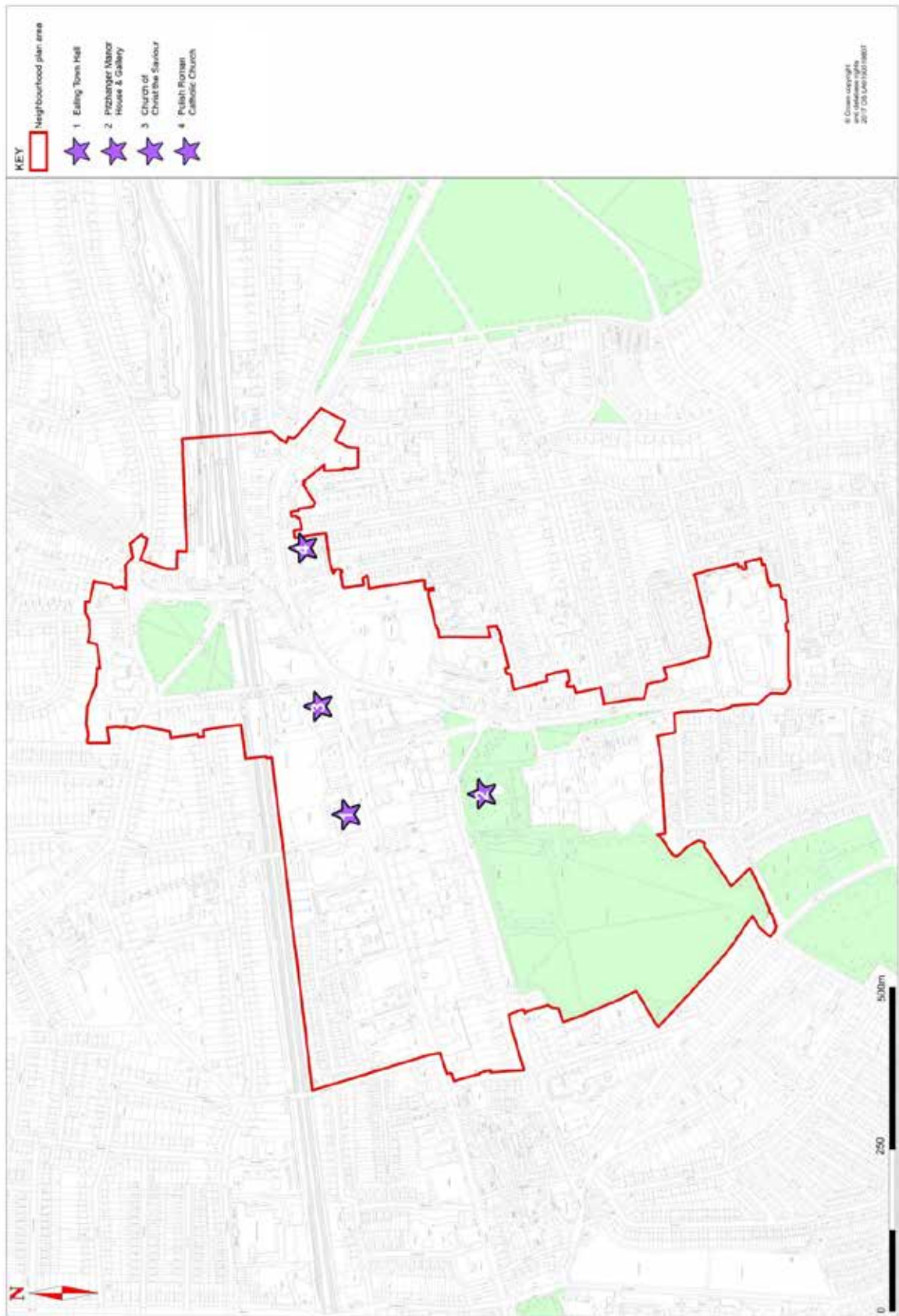
Map 4 Heritage Assets





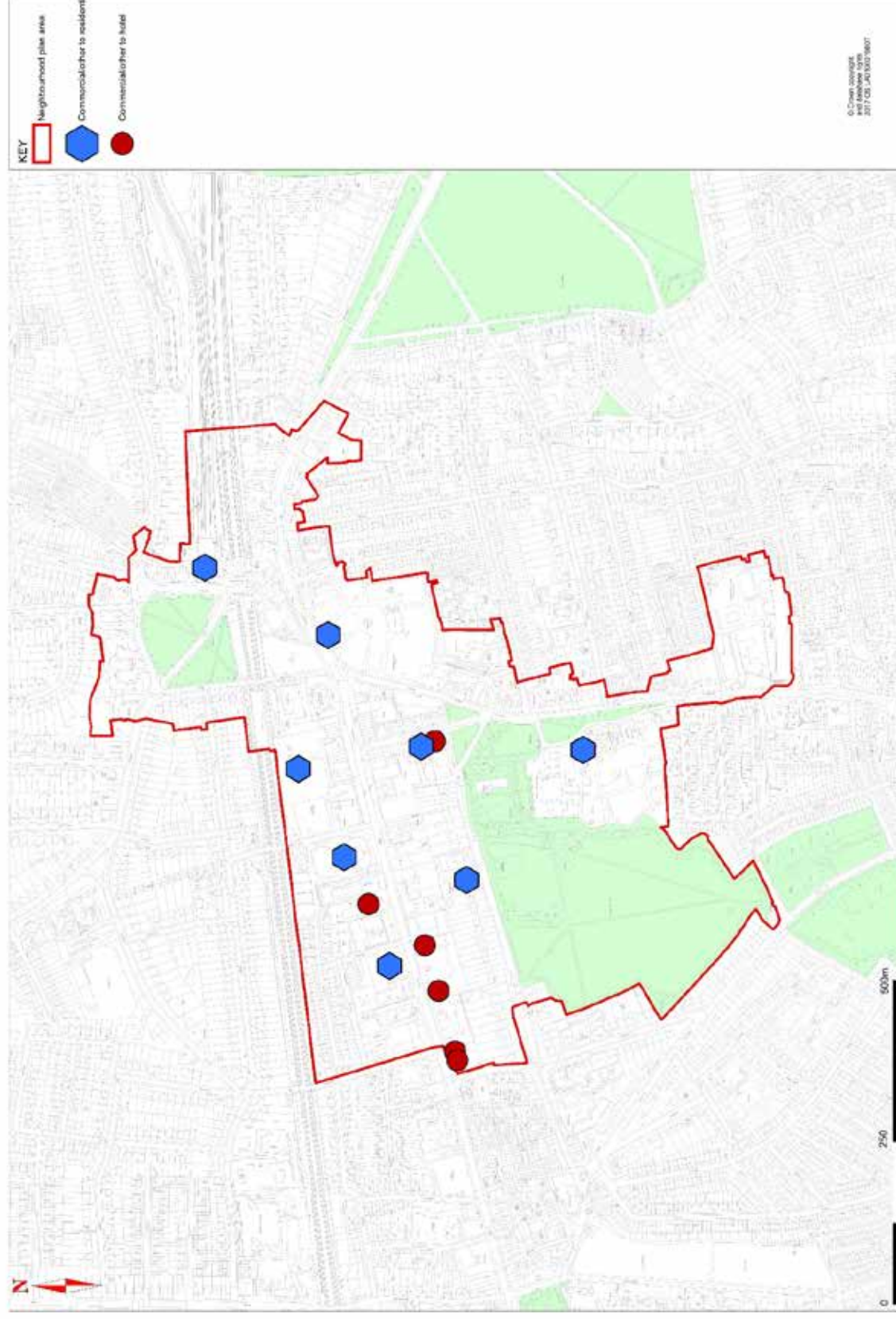


Map 5 Landmarks



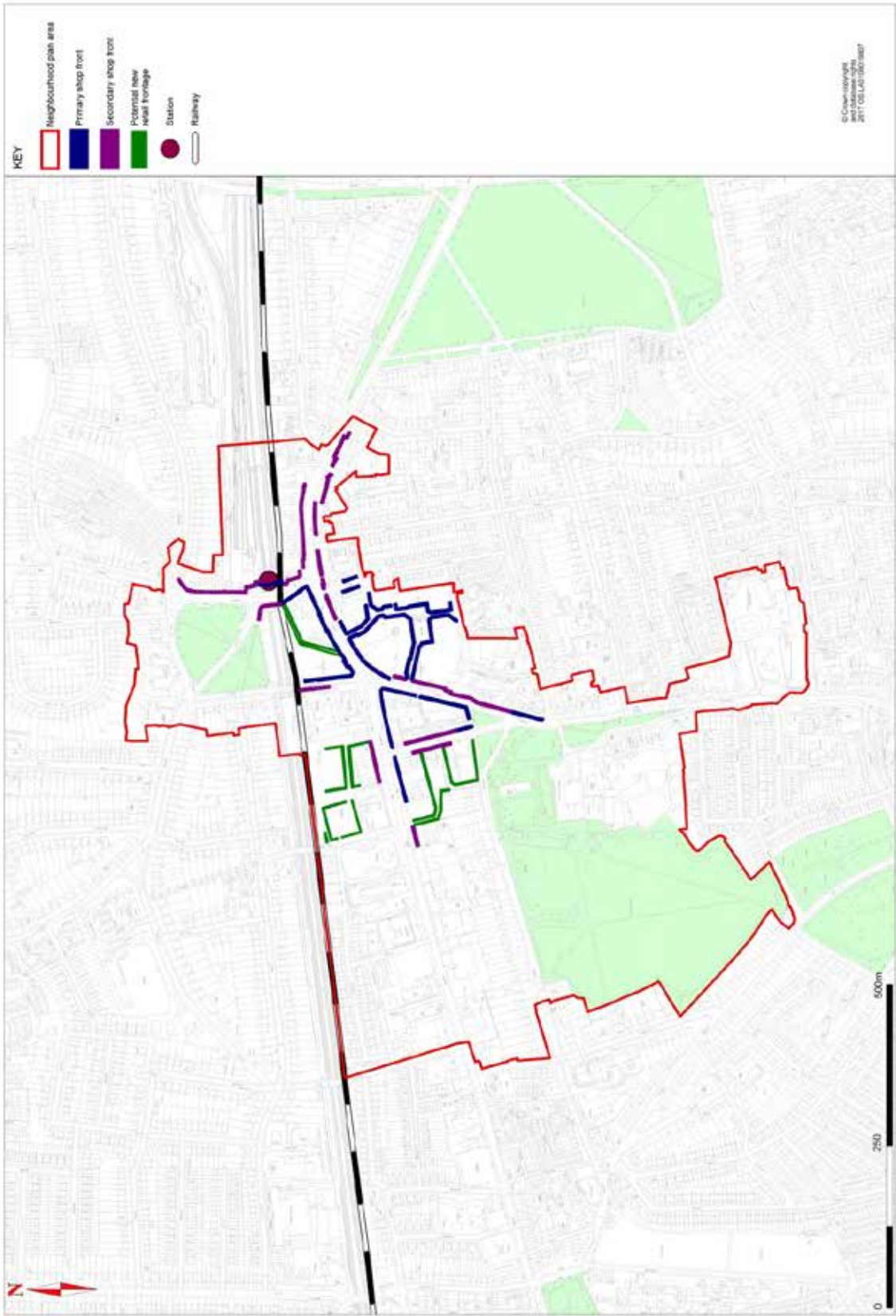


Map 6 – Actual/Planned Loss of Commercial Space





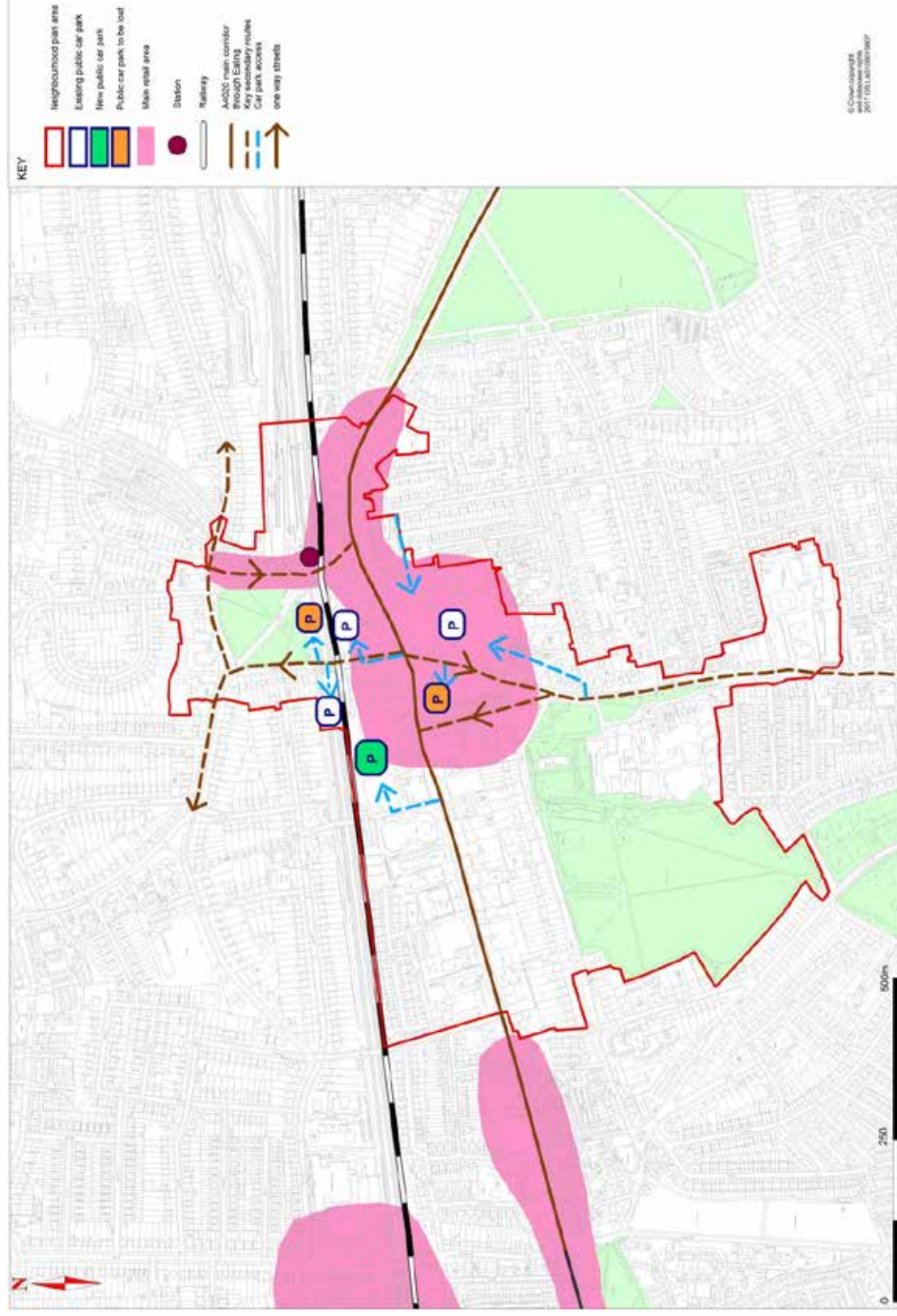
Map 7 Retail Frontages







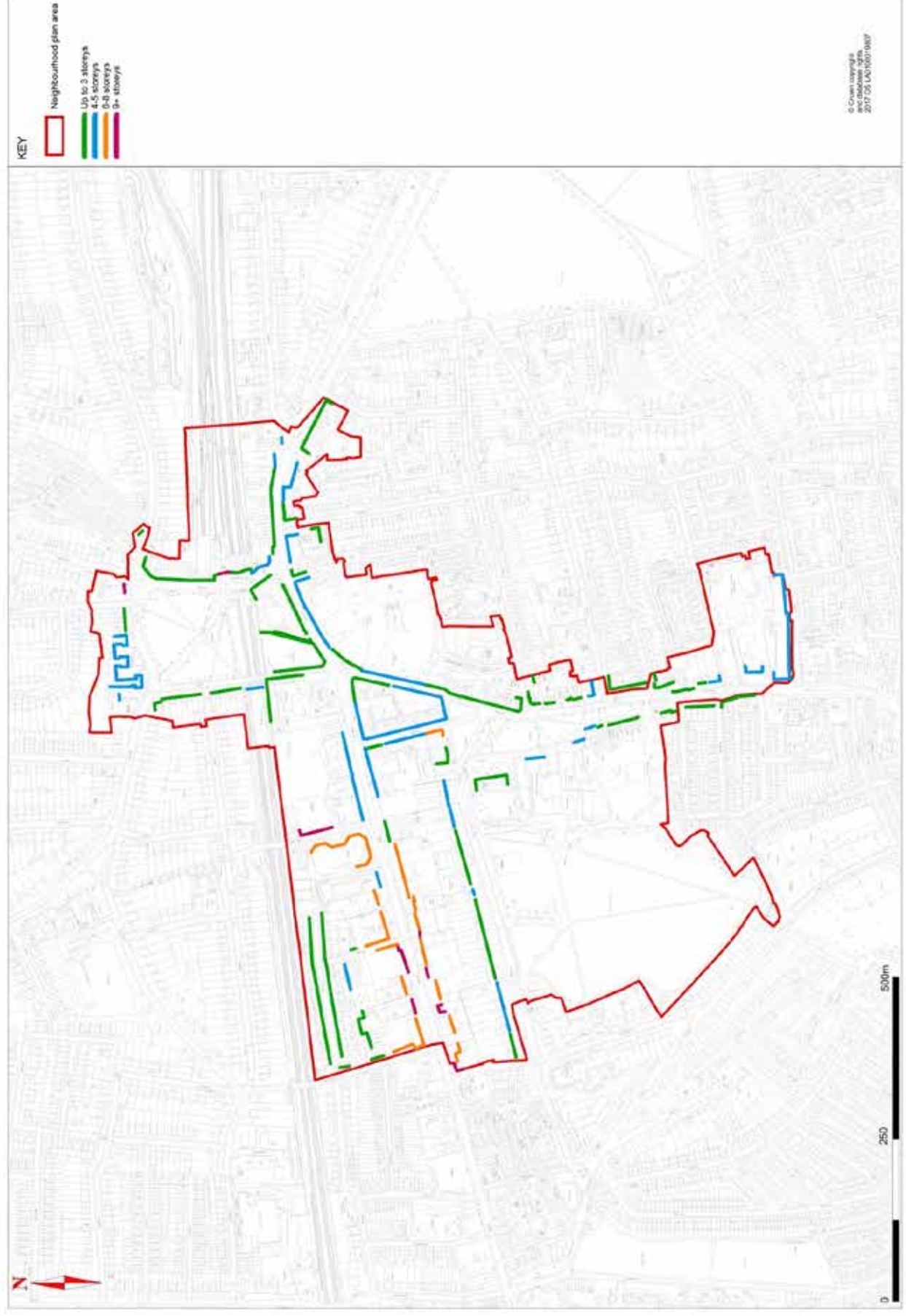
## Map 8 Parking and Access





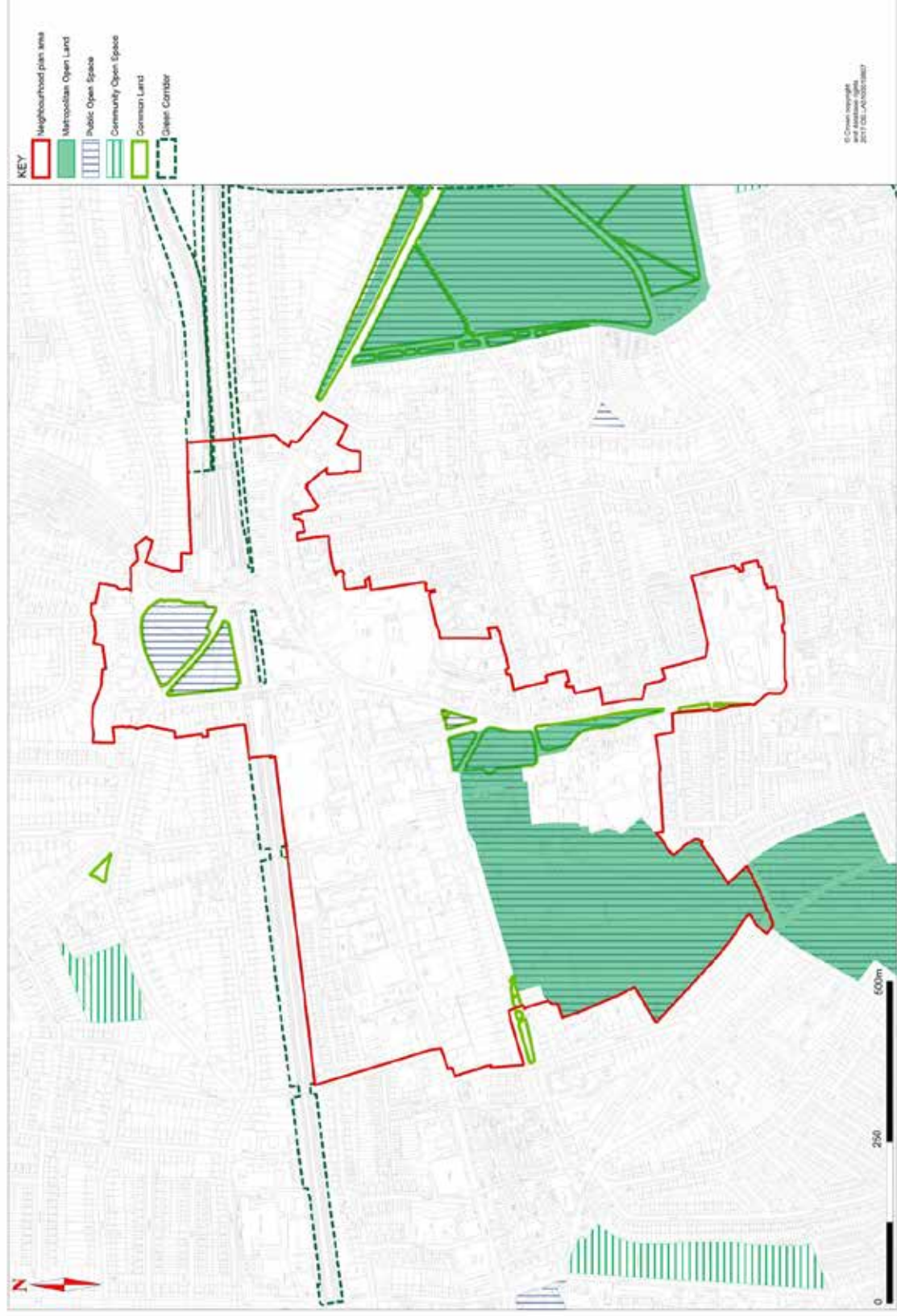


Map 9 – Street Frontage Heights





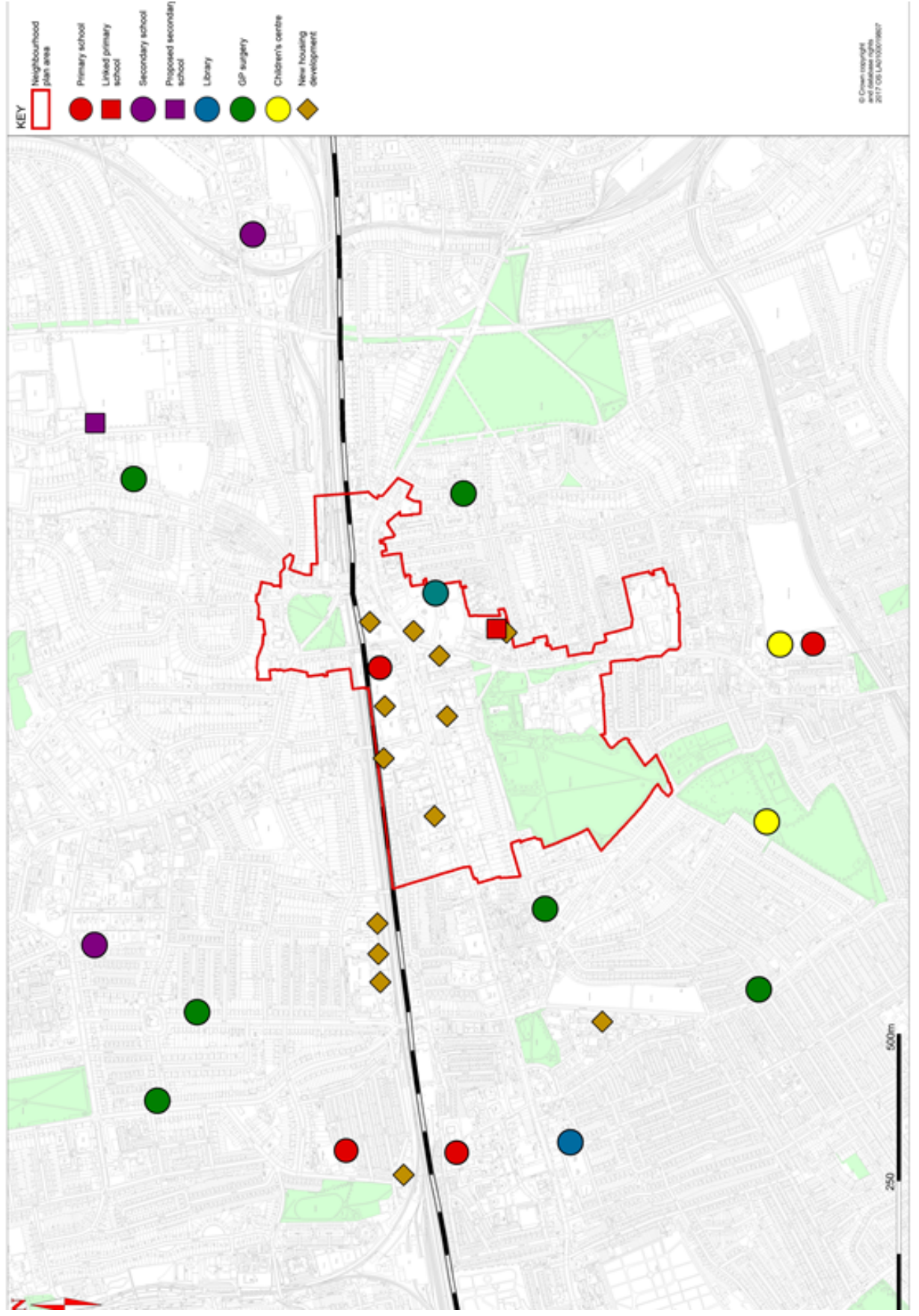
Map 10 – Open Space







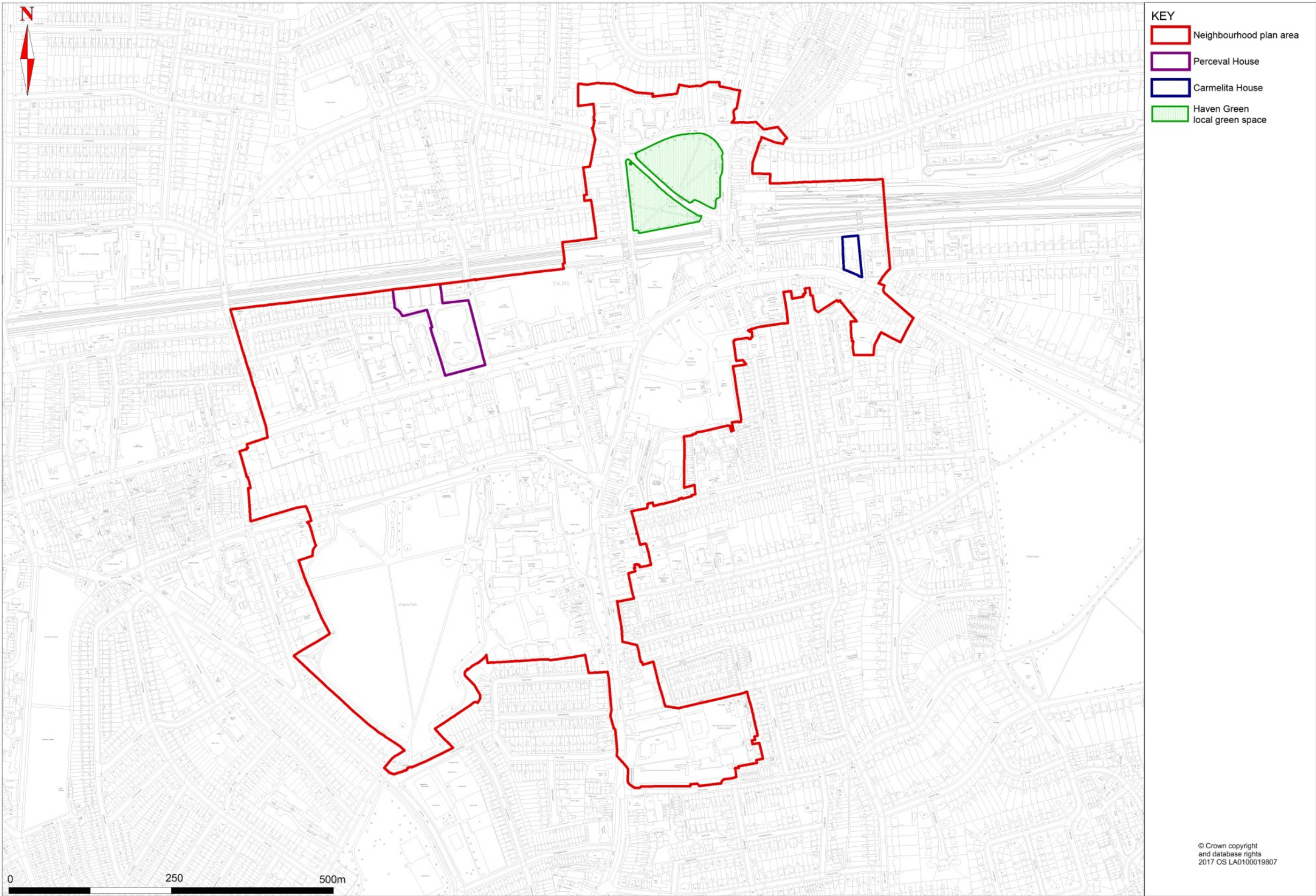
Map 11 - Community Facilities







Map 12 – Policies Map









For further copies of this document please contact:

Planning Policy  
Ealing Council  
Perceval House  
14/16 Uxbridge Road  
London W5 2HL

Tel: 020 8825 5882

**Email: [Planpol@ealing.gov.uk](mailto:Planpol@ealing.gov.uk)**