

**Ealing Council
LOCAL DEVELOPMENT FRAMEWORK**

**DELIVERING
LOCAL
DEVELOPMENT
2006/7**

**EALING COUNCIL'S
THIRD
ANNUAL MONITORING REPORT**

Published December 2007

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Performance Key

Core Output Indicators (Department for Communities & Local Government)

See figure 1. The indicators are also in section 3, in topics 2 to 9. Relevant paragraphs are in a green text box, with a footnote stating the particular indicator.

Local Development Scheme Targets

The LDS is referred to in section 4 of the AMR. The plan making projects with March 2005 target dates for Ealing Council are indicated in yellow. Their performance is highlighted in green, amber and red, based on achievement on target, within six months of target, or more than six months of target, respectively.

1. Introduction

Local authorities like Ealing, in London and elsewhere, have been required to have Unitary Development Plans (UDPs), which contain policies and proposals for the development and use of land. Ealing Council's UDP was adopted in October 2004. Around the time that this plan was finalised, the Planning and Compulsory Purchase Act 2004 introduced a development plan system. The Council is now required to prepare new development plan documents (and other documents) in a '**Local Development Framework**'. Initially, the UDP and supplementary planning guidance have been incorporated in the local development framework (LDF), but ultimately, the UDP will be superseded by development plan documents produced on the basis of the 2004 legislation.

The first document approved by Ealing Council in the context of the Planning and Compulsory Purchase Act was a project plan for preparing its Local Development Framework. The document, called a Local Development Scheme, was approved on target in March 2005. Between April 2005 and the end of March 2007, there have been further LDF documents, including an updated Local development Scheme, a statement of community involvement, eight adopted supplementary planning documents, successive 'issues and options' reports for the LDF strategy and sites allocation documents, a series of background documents, and LDF annual monitoring reports. This is the third annual monitoring report (AMR).

The Town and Country Planning (Local Development) (England) Regulations 2004 include, at regulation 48, the requirement for an Annual Monitoring Report. The AMR and the role of monitoring are highlighted in government policy on 'Delivering Sustainable Development' (PPS1 para 10), as follows -

Under the Planning and Compulsory Purchase Act 2004, every local planning authority now has a responsibility for reporting, on an annual basis, the extent to which policies set out in local development plans are being achieved. Their role, therefore, is not restricted to plan making and development control, but involves facilitating and promoting the implementation of good quality development. They should therefore aim to provide a good quality service for managing the development of their area: making plans, dealing with development consents and assisting implementation, striving for continuous improvement with regard to matters such as openness, customer service and stakeholder satisfaction.

The AMR must indicate whether planning policies and related targets have been met, and there is a specific requirement to show net additional dwellings (regulation 49). The government's policy statement on Development Plans (PPS12) indicates that authorities should produce housing trajectories that demonstrate how policies will deliver housing provision in their area.

The Ealing AMR 'Delivering Local Development' is consistent with the statutory requirements. Following this introduction, the AMR contains a brief description

of the borough and future prospects ('This is Ealing'). Then there are profiles of the various development topics, examining the performance of UDP policies and the development approved and completed over the year ('Delivering Local Development 2006/07'). This is followed by a list of the tasks identified in the LDS, and the Council's performance in achieving the LDS targets (Creating the Framework for Future Development). There is a concluding chapter on 'Issues and Actions for Future Planning'. There are also Annexes to the AMR. Annex One sets out the detailed conclusions on whether UDP policies should be saved beyond 2007. Annex Two provides the Housing Trajectory, indicating the Council's supply of housing over the next five years and for the plan period.

This third AMR covers the period from 1st April 2006 until 31st March 2007. The Regulations specify that it must be submitted to the Secretary of State no later than the end of December 2007. Where appropriate, this report compares information with that published in earlier AMRs. As far as possible it continues with the style of the earlier AMRs to facilitate comparison. It contains data as indicated in the government's good practice guide on Local Development Framework Monitoring¹, and the LDF Core Output Indicators Update (October 2005²). In addition, there is information on UDP policies which are to be saved beyond the originally envisaged shelf life of the UDP (ie in Ealing's case, 12th October 2007).

The period covered by this third AMR is also the first year of a new administration in Ealing, following local elections in May 2006. The report refers to the priorities introduced as a result of the democratic process in Ealing. The administration's new priorities had significant impacts on the plan-making process in 2006/7.

Ealing's monitoring reports have been subject to scrutiny alongside the reports prepared by other authorities. The review took place at seminars organised by London Councils during the year. While there were aspects of the Ealing AMR which were commended, it was felt that an early indication of the overall performance of the borough would be helpful, and (in common with other documents) a shorter document would be preferable. In this year's Ealing AMR, a performance summary is provided in the first section of chapter three, and the number of statistical annexes to the document has been reduced from five to two.

¹ Local Development Framework Monitoring: A Good Practice Guide, Office of the Deputy Prime Minister, London, March 2005.

² Local Development Framework Core Output Indicators, Office of the Deputy Prime Minister, London, October 2005.

Figure 1
Ealing 2006/7: Summary of Core Output Indicators (COI)

This summary gives a quick indication of the borough's performance against the national COI. They are listed in the order they appear in AMR chapter 4, where they are set out in more detail.

Environmental Resources & Waste

Municipal Waste/Recycling³
Waste stream (total) **up** on last year
Recycling (%) **down** from last yr
Composted (%) **up**
Landfill (%) **down**

Extraction of Aggregates⁴
Zero – as last year.

Production of recycled aggregates⁵
Not known – no data collected

New Waste Management Facilities⁶.
Zero – as last year.

Water⁷
No planning consents given against Environment Agency advice - as last year.

Renewable energy installed⁸
None last year, but small increase in capacity 2006/7.

Green Space & Nature Conservation

Quality of Green Space (Green Flag Awards)⁹:
Retained awards for 2 parks, but bids for 2 more parks failed.

Nature Conservation¹⁰
No loss of habitat or species, and no loss of designated area – as last year.

Housing

Housing Trajectory¹¹
Housing supply on target – as last year.

Dwellings built on Previously Developed Land¹²
Last year 89.6%, now up to 100%.

Housing Densities¹³
Dwellings built at a density of -
i) >30 units per hectare: **down** to 1.3%
ii) 30 – 50 units per ha: **down** to 4.1%
iii) < 50 units per hectare: **up** to 94.6%

Shopping and Town Centres

Retail, Office, Leisure completions¹⁴
Total floorspace **up**
Floorspace in town centres (%) **up**
Retail in town centres (%) **down**
Office in town centres (%) **up**
Leisure in town centres (%) **up**

Transport

Parking provision for completed non-residential development (Class A, B, D)¹⁵
Total floorspace with parking provision as per local policy: **up**
Percentage of floorspace with parking as per local policy **100%**

Public Transport Access to Residential Development¹⁶
All of the 782 units completed in major projects were within 30 minutes of schools, health facilities, town centres and places of employment. Data was not collected for minor projects/ other housing provision. (NB 2006/7 target - 650 units).

Red: no data collected or poor results
Amber: mixed or inconclusive results.
Green: on target / better than last year.

³ DCLG Core Output Indicator 6b
⁴ DCLG Core Output Indicator 5a
⁵ DCLG Core Output Indicator 5b
⁶ DCLG Core Output Indicator 6a
⁷ DCLG Core Output Indicator 7
⁸ DCLG Core Output Indicator 9
⁹ DCLG Core Output Indicator 4c
¹⁰ DCLG Core Output Indicator 8

¹¹ DCLG Core Output Indicator 2a.
¹² DCLG Core Output Indicator 2b.
¹³ DCLG Core Output Indicators 2c & 2d.
¹⁴ DCLG Core Output indicators 4a, 4b
¹⁵ DCLG Core Output Indicator 3a.
¹⁶ DCLG Core Output Indicator 3b

2. This is Ealing

Regional Context

Ealing is at the centre of the West London sub-region, within the London conurbation. The sub-region has a strong East/West axis and is well positioned in relation to Central London to the east and the Thames Valley to the west. The West London sub-region comprises the six boroughs of Ealing, Hammersmith & Fulham, Brent, Harrow, Hillingdon and Hounslow.

The strategic importance of West London is strongly influenced by its existence within the “Western Wedge”, the London part of which stretches from Paddington through Park Royal and Wembley to Heathrow. This area has been one of the most dynamic growth areas in the country.

Growth will continue. The London Plan has identified that West London could accommodate 40,000 additional homes in West London by 2016 (4,000 p.a) and 140,000 extra jobs by 2026 (7,000 pa)¹⁷. The West London sub-region also contains the “gateway” to the international world through Heathrow Airport. Heathrow exerts a significant influence on surrounding local economies throughout the “Western Wedge” and outside London. It is expected that West London will continue to derive benefit from the enormous business potential around Heathrow airport, while experiencing the environmental impacts.

The achievement of West London’s aspirations will require a co-ordinated approach between agencies and stakeholders at both the sub-regional and regional levels. The “Heathrow City” project is a good example. “Heathrow City”, led by the Southall Regeneration Partnership in conjunction with the London Development Agency, aims to encourage growth and entrepreneurship around Heathrow.

The West London Alliance is another example of a key partnership. This coordinates the activities of the six local authorities, and takes a collaborative approach to improving the economic, environmental and social well being of its communities. West London Alliance is linked to a broader West London Partnership, involving the local authorities, business, community organisations, health providers, and learning and skills agencies.

The People

The population of Ealing increased between the 1991 Census and 2001 Census from 283,782 to 301,553, an increase of 17,771 residents. This

¹⁷ These figures are from the Draft Further Alterations to the London Plan (5.154). They now include Kensington and Chelsea and are therefore not comparable with figures for West London in the adopted London Plan.

increase of 6.3% was higher than the London average increase of 5.3%. There was growth in the population of working age people, (25-59), and school age (5-15), but the population aged over 65 declined, as did the very young, (0-4), and young adults (16-24). The latest official mid-year estimate of population in the Borough, for 2006, is 306,400.

Ealing's diversity has increased since 1991. 41.3% of residents are from an ethnic minority, compared to 9.1% nationally, and 28.8% across London. In 1991, 32.3% of residents were from an ethnic minority. Ealing is the 4th most diverse borough in London and nationally. There are 45,401 people in Ealing who live with a long term illness, health problem or disability, which limits their daily activities or the work they can do. This represents 15.1% of Ealing residents. Demands for an inclusive and accessible environment are key issues for the borough.

Unemployment was lower in Ealing than for London at the 2001 Census but was higher than for the country as a whole. 3.9% of residents were unemployed at the time of the 2001 Census, compared to 3.4% for England, 4.4% for London and 3.6% for Outer London. 143,766 Ealing residents aged 16 to 74 are in employment. The two largest employment sectors within which Ealing residents work are business services (20.4%) and retail (15.9%).

The Place

The London Borough of Ealing covers an area of around 55 sq.km in West London, and shares borders with Brent, Harrow, Hillingdon, Hounslow, and Hammersmith & Fulham. Ealing has five town centres, comprising a metropolitan centre, a major centre and three district town centres. It is well served by 3 underground lines and mainline train services. There are 109 parks and other open spaces in the borough, covering 863 hectares, which is about 16% of the borough. There are 93 designated nature conservation sites, located in the borough's parks, along rivers, canals and railway lines.

The name Ealing comes from the Saxon place-name Gillingas, and a settlement is recorded here in the twelfth century. As London developed, the area of Middlesex that makes up modern-day Ealing became predominantly market gardens, but in the 1850s (with the Great Western Railway making travel much faster) villages started to grow into towns, and now the towns are part of the metropolitan conurbation. Today, Ealing, and in particular Ealing town centre, is a 'transport hub' for West London and has good access to central and East London. Below is a map of the borough showing the main centres.

The borough comprises seven distinct areas - Acton, Ealing, Greenford, Hanwell, Perivale, Northolt, and Southall. Each of these areas have diverse populations, but Southall is acknowledged as a centre of Asian goods, services and culture from the Indian sub-continent, with a regional and perhaps national catchment.

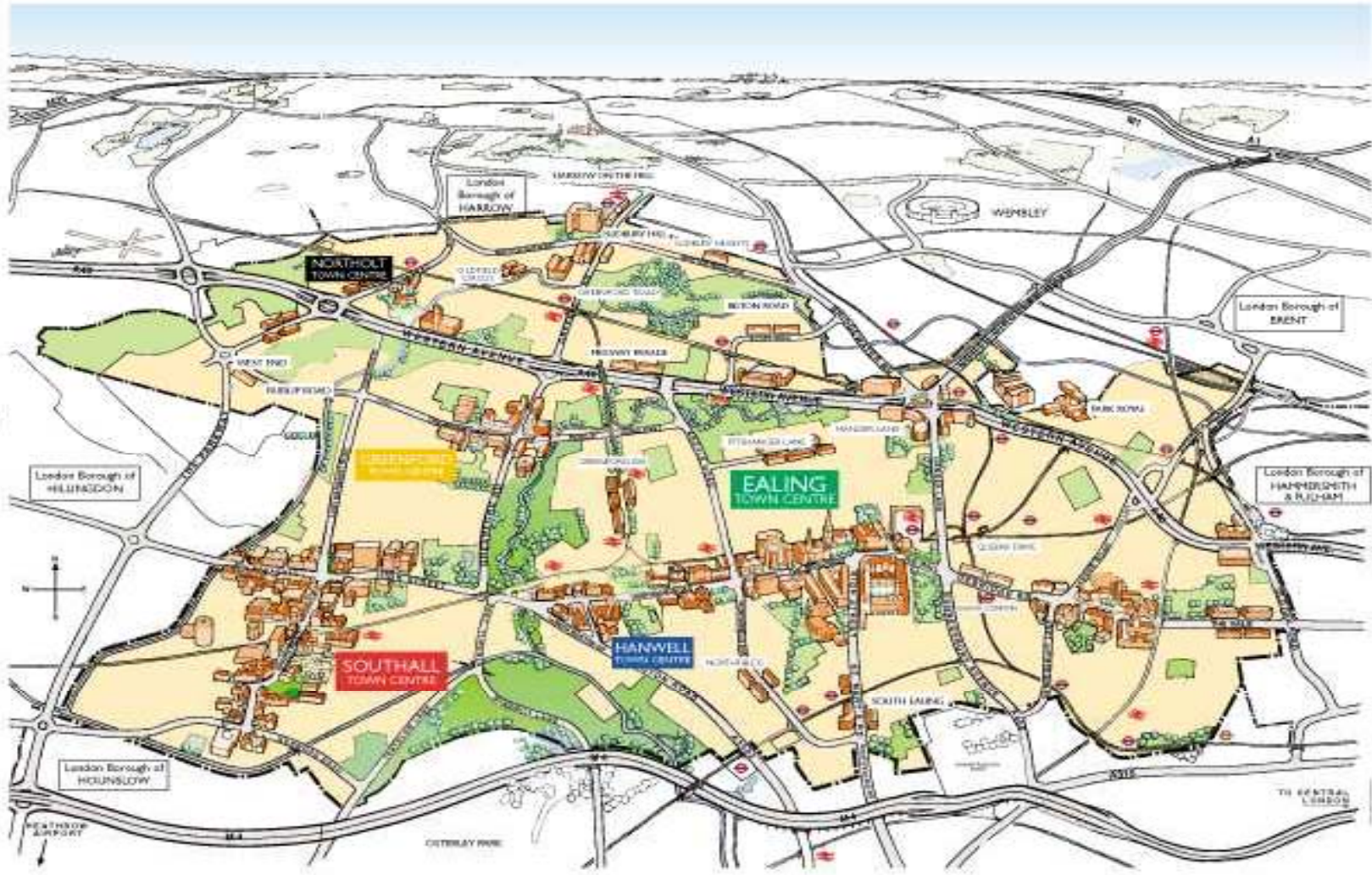


Figure 2 –Ealing in its setting

Looking Ahead

The latest population projections from the GLA suggest that the rate of population growth will continue at an additional 1,175 p.a, with the population of Ealing increasing from 308,000 to 332,000 by 2021 (Table 1). This is slightly higher than the projections reported in last year's AMR, incorporating adjustments to Mid-Year Estimates, and taking into account growth in homes.

Projected numbers of households in the Borough increase by 17,000 between 2001 and 2021, a rate of 857 p.a. The GLA's projections use the DCLG 2004-based household projections, and the most recent development data, updating the 2004 London Housing Capacity Study.

Table 1

Population Projections 2006-2021						
Ealing	2006	2011	2016	2021	Change 2006-21	% Change
Population	308,834	320,441	327,211	331,903	23,069	7.5%
Households	120,668	126,722	131,320	135,251	14,583	12.1%
Source: GLA 2007 Round Demographic Projections						
Notes: a) These projections ('PLP Low') take into account results from the 2004 London Housing Capacity Study; b) they should not be compared directly with mid-year estimates.						

A number of sites have been identified for future development to meet the needs of the projected population and housing requirements. Over the period of the Plan for the Environment (2002-2017), these sites aim to provide for an additional 8,500 households and 19,500 jobs. The housing development sites, many of which are indicated in the Plan for the Environment, are set out in the Housing Trajectory, updated in 2007, at Annex 2.

3. Delivering Local Development 2006/7

Introduction

This chapter looks at information about planning policies and development in Ealing from 1st April 2006 until 31st March 2007. It takes each of the development topics in turn. They are ordered as set out in the UDP, i.e. Strategy, Environmental Resources & Waste, Green Space & Natural Environment, Urban Design, Housing, Business, Shopping & Town Centres, Community Facilities, Transport, Legal Agreements, and Monitoring. These 'topic profiles' identify the relevant policies and guidance, note any changes in the context of these policies at national and regional levels, specify any other contextual information, and provide key contextual indicators.

Policies

The topic profiles then go on to consider how the policies have 'performed' in the development control process. The data is taken from all applications considered at Planning Committee (ie excluding delegated cases). This means that the most significant cases have been considered. The data is taken from the list of policies quoted in the officer report.

In addition, the policies used at appeal are examined. As in previous AMRs, the report identifies the number of times that different policies are used in planning appeals. If the inspector has agreed with the local authority, the policies are regarded as successful. The report also identifies the policies referred to in appeals upheld by the inspector. In these cases, the inspectors' letters were examined to see if inherent problems could be identified with any of the policies. Finally, the very few decisions on planning applications classified as 'departures' from the development plan are considered.

The policies in the UDP were adopted on 12th October 2004. The Planning and Compulsory Purchase Act 2004 indicates that these policies should be replaced by new LDF policies, and that the UDP policies are 'saved' for three years from the date of UDP adoption. The local planning authority must get the Secretary of State's agreement to any decisions to save or dispense with policies beyond that date. In last year's AMR, the topic sections included consideration of this matter, having regard to government advice¹⁸. In March 2007, this monitoring data was used by the local planning authority in making a recommendation to the Secretary of State about which policies should be retained, and which should be allowed to lapse. The authority's recommendation, and for completeness, the Secretary of State's direction¹⁹ are referred to in each topic section below.

¹⁸ Department of Communities and Local Government: Protocol for handling proposals to save adopted Local Plan, Unitary Development Plan and Structure Plan policies beyond the 3 year saved period, DCLG, London, August 2006.

¹⁹ This direction was received after the end of period covered by this report, in October 2007.

Development and Performance Indicators

This section contains information on the amounts and types of development approved and completed in each topic in 2006/07. This information is particularly important in relation to Housing, where there are formal performance targets. Each topic profile also has other specific indicators of development performance. The government's Core Output Indicators (set out in summary form in chapter one above) are included in topics 2 to 9. The relevant paragraphs are in a green text box, with a footnote stating the particular indicator.

Finally, each topic profile has observations and conclusions on the information provided. These comments are brought together in a concluding section of the chapter.

OVERALL OBJECTIVE

1.1 To secure a good environment for all, through sustainable development, meeting the needs of the different sections of the community, the different areas of the borough, and the borough's role in wider planning issues, now and in the future.

UDP Strategy Policies (UDP Part 1)

- 1.1 Overall Objective
- 1.2 Environmental Resources & Waste
- 1.3 Green Space & Natural Environment
- 1.4 Urban Design
- 1.5 Housing
- 1.6 Business
- 1.7 Shopping and Town Centres
- 1.8 Community Facilities
- 1.9 Transport
- 1.10 Legal Agreements
- 1.11 Monitoring

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.21 Development Sites

Relevant Supplementary Planning Guidance

- SPG1 Sustainability Checklist
- SPG on Development Sites

Relevant London Plan Policies:

- All policies
- Early Alterations on Housing Targets, Waste and Minerals adopted (published) Dec 2006
- Further Alterations issued for consultation September 2006.

Local Strategies & Priorities

- Sustainable Community Strategy;
- New Priorities for the LDF (Cabinet July and October 2006).

power to improve their lives. It pointed to a strengthening of the role of development planning, and of local authorities working in strategic partnerships in their areas. It also signaled closer integration between the planning process and the Sustainable Community Strategies prepared for local areas.

Government produced Planning Policy Statements on Housing (PPS3, November 2006), and on Development and Flood Risk (PPS25, December 2006). There was also circular 04/06 and a practice guide on flood risk. In addition, Minerals Policy Statement 1 – Planning and Minerals was published in November 2006 along with a companion guide on the subject. A good practice guide on Planning for Tourism came out in May 2006. Finally, guidance on appropriate assessment for the protection of European Sites was published in August 2006.

In London, the Mayor's office completed a sub-regional development framework for West London (July 2006). Also, the first alterations to the adopted London Plan were finalised (October 2006). These covered housing provision and waste planning.

In Ealing a new Council was elected May 2006, and the manifesto included a review of local planning priorities.

Context 2006-2007

The context set by government was taken forward in the form of a white paper on local government – 'Strong and prosperous communities'. Its aim is to give local people and local communities more influence and

A new Sustainable Community Strategy for Ealing was published in June 2006. Work continued on the local development framework, including adoption of the Statement of Community Involvement in June 2006.

The administration's new priorities led to a review of the LDF local development scheme. On advice from the Government Office, the Council agreed to publish 'new issues and options' (rather than to proceed to 'preferred options') for LDF strategy and sites documents. These link to the new Sustainable Community Strategy. A wide range of new work was initiated on planning and regeneration.

Contextual Indicators

Deprivation

Ealing occupies a middle position in terms of average deprivation ranking in London, ranking 17th of the 33 boroughs. In national terms, Ealing is more deprived on the 2007 indices of deprivation than the 2004 indices, now ranking 75th of the 354 local authorities in England where 1st is the most deprived. In 2004, the borough ranked 94th. (*Source: Rank of Average Rank, Indices of Deprivation, Communities and Local Government, 2004 and 2007*).

Community Cohesion

75% of Ealing residents are satisfied with their neighbourhood as a place to live. Residents are most likely to meet and talk to different ethnic groups in the shops (64%), in the neighbourhood (43%) and on the bus or train (46%) (*'Ealing Temperature Check', LBE, March 2007.*)

Personal Concerns

1. Crime (41%), 2. Council Tax (40%), 3. Litter (30%), 4. Traffic (30%), 5. Health Services (26%). (*'Ealing Temperature Check', LBE, March 2007.*)

UDP Policy Indicators

Almost all UDP Strategy policies are quoted in decisions on planning applications or appeals in 2006/07. As in 2005/06, policies 1.4 and 1.9 are mentioned most – with 44 and 41

references respectively. The Strategy policies give overall direction to each of the UDP topic chapters that follow. The strategic and development sites policies (10.1 and 10.21) are rarely invoked in decisions (7 cases).

An analysis of the policies in each of the UDP topic chapters 2 - 9 shows that urban design and transport policies are used most in planning decisions. This makes sense in that all applications have design and transport implications. Housing was a close third (last year it was second above Transport), and the other topic policies have a reasonable usage too.

A similar pattern emerges from a survey of appeal decisions. Urban Design, Housing and Transport, provide the highest totals of policies used in both dismissed and allowed appeals. More detail on the effectiveness of individual policies is indicated in the following topic profiles.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State about which policies could be dispensed with, and which should be retained. In relation to the UDP Strategy policies, it was recommended that all except policy 1.10 on Legal Agreements could be dispensed with. It was felt that the Development Sites schedule (10.21) should be retained²⁰.

Development Indicators

The planning permissions adding to the development pipeline in 2005/06,

²⁰ The Secretary of State responded to the Council's recommendations in September 2007, and agreed that policies 1.1 – 1.9 and 1.11 should not be saved, but that the other policies referred to here should be saved until superseded by new adopted LDF policies.

and the actual development completed on sites in Ealing, are considered in each of the following topic profiles.

Overall progress is indicated by the implementation of the 92 development sites listed in Table 10.21 of the plan.

In 2006/7, there were permissions on sites 13, 16, 17, 20, 27, 49, 55, 89, and 96, and completions on sites 9, 17, 27, 30, 31, 46, 53.

Observations and Conclusions

This report covers the third year since the Ealing UDP was adopted, and the second full year of the new planning system. The broad indications are that the UDP policies provided a comprehensive basis for planning decisions, and there was sufficient interest expressed in the UDP development sites, for their designation to be regarded as successful. However, most of the strategic policies referred to in this section do not need to be saved beyond October 2007, as by then, they will need renewal to take account of the changes in the Sustainable Community Strategy, and the Council's new direction since the election of May 2006.

Topic Two Environmental Resources and Waste

OVERALL OBJECTIVE

- 1.2 To secure a pattern and form of land use consistent with the efficient use of land, water and energy which safeguards air quality, minimises waste and forms the basis for sustainable local communities in Ealing.**

UDP Environmental Resources and Waste Policies

- 2.1 Environmental & Other Sustainability Impacts
- 2.2 Regeneration of Special Opportunity Sites
- 2.3 Land - Mineral development
- 2.4 Land - Mineral Aggregates Distribution
- 2.5 Water - Drainage, Flood Prevention and Environment
- 2.6 Air Pollution and Quality
- 2.7 Contaminated Land
- 2.8 Hazardous Substances
- 2.9 Energy
- 2.10 Waste Minimisation and Management
- 2.11 Waste Environmental Impacts

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas

Relevant London Plan Policies

- 2A.1 Sustainability Criteria
- 4A.4 Better use of aggregates
- 4A.5 Spatial policies to support the better use of aggregates
- 4C.6 Flood Plains
- 4C.7 Flood defences
- 4A.11 Water Supplies
- 4A.12 Water Quality
- 4A.16 Bringing contaminated land into beneficial use
- 4A.17 Dealing with hazardous substances
- 4A.7 Energy efficiency and renewable energy
- 4A.8 Energy assessment
- 4A.9 Providing for renewable energy
- 4A.10 Supporting the provision of renewable energy
- 4A.1 Waste strategic policy and targets
- 4A.2 Spatial policies for waste management

- 4A.3 Criteria for the selection of sites for waste management and disposal

Relevant Supplementary Guidance

- SPG1 Sustainability Checklist
- SPG2 Water, Drainage, Flood Risk and Development
- SPG3 Air Quality & Pollution
- SPG4 Refuse and Recycling Facilities
- SPG12 Greening Your Home

Local Strategies & Priorities

- Sustainable Community Strategy
- Ealing's Air Quality Strategy and Management Plan
- Ealing Contaminated Land Strategy
- Ealing Waste Strategy
- Proposed Joint West London Waste Development Plan Document
- New Priorities* – improved recycling provision, fresh approach to Southall Gas site.

Context 2006/2007

The DCLG published - Minerals Policy Statement 1 'Planning and Minerals' and a Planning and Minerals Practice Guide (Nov 06); 'Planning and Climate Change' (a draft supplement to Planning Policy Statement 1); 'The Code for Sustainable Homes'; 'Building a Greener Future: Towards Zero Carbon Development'; Planning Policy Statement 25 'Development and Flood Risk'; and DCLG Circular 04/06 'The Town and Country Planning' (Flooding) (England) Direction 2007 (Dec 06); a draft companion guide to PPS 25 (February 07).

The GLA published the final version of Early Alterations to the London Plan, including new policies on Waste, in

December 2006. In the same month, updated borough waste apportionment figures were published. Further Alterations to the London Plan were prepared in September 06, promoting a stronger response to climate change. The GLA also published supplementary planning guidance on Sustainable Design & Construction (May 06), and best practice guidance on 'control of dust and emissions from construction and demolition (Nov 06).

In West London, Ealing (along with Brent, Harrow, Hillingdon, Hounslow and Richmond) approved the Memorandum of Understanding for the West London joint development plan document on Planning for Waste. Cabinet agreed this in February 2007, and full Council subsequently endorsed the principle of joint work.

Contextual Indicators

Water Quality

As part of the Environment Agency's General Quality Assessment, 100% of Ealing's rivers and canals are rated as good or fair quality.

(as indicated in AMR 2004/5 - Source: Environment Agency).

Air Quality

There are various indicators available for air quality. The most useful measures 'the number of days when air pollution is moderate or high'. Data collected from the Acton Town Hall site indicates that from this monitoring site at least air quality has worsened in this financial year (20 days) from the previous year (9 days), this is despite an overall improvement each year between the years 02/03 and 05/06. Despite the worsening situation for this year, Ealing has still performed above DEFRA's urban average for the same indicator (41 days for 2006). Similarly DEFRA's urban average has also worsened markedly from the previous year (2005 – 22 days).

Source: Pollution Control/DEFRA

Waste Recycling

Total municipal waste arisings are 148,490 tonnes for the 06/07 period. In terms of how this waste is managed, 14.76% (21,902.27) tonnes) is recycled, 5.41% (8,037 tonnes) is composted, and the remaining 79.83% (118,550.73 tonnes) is landfilled.²¹

Municipal waste effectively comprises household waste with a small amount of commercial waste managed by the authority. The earlier AMRs presented data for household waste only. Therefore figures for the 06/07 period for household waste are also provided below, so that a comparison can be made between the figures reported over the years.

Ealing has achieved a steady increase in recycling levels for household waste (18.27%), and has exceeded its BVPI target (18%) for the 06/07 period.

The amount of household waste collected has also declined, with a decline of approximately 3.37% from the previous financial year.

The percentage (6.7%) of household waste sent to composting has also increased significantly for the 06/07 period from the previous financial year (05/06 – 3.92%), although this is still below the 06/07 target (9%).

Satisfaction with the borough's recycling facilities has been monitored in Ealing's Residents' Survey (05/06). This indicates that 40% of residents think the borough's recycling facilities are excellent/good.

As part of its manifesto commitment, the new administration is engaged in improving waste collection services. By the end of 06/07, plans were in place for new recycling collection arrangements for the borough.

²¹ DCLG Core Output Indicator 6b

Aggregates

Production of primary land won aggregates²²

The production of primary land won aggregates is zero. There are no current workings within the borough.

Production of secondary/recycled aggregates²³

Data on secondary/recycled aggregates is unavailable at present. There are currently 3 aggregate distribution sites within the borough, but it is unclear whether these operations include the refinement of secondary/recycled aggregates. It is noted that approximately 90% of construction and demolition waste in London is already reused/recycled.

UDP Policy Indicators

When compared with other UDP chapters, the number of occasions where chapter 2 policies were quoted in planning committee decisions (49 cases) was relatively small. This could be explained by the fact that some chapter 2 policies are only relevant to certain types of applications - eg 2.3 and 2.4 on mineral development. Those policies referenced more frequently, were often those which dealt with site constraints such as contaminated land (2.7) and flooding (2.5), although even these do not deal with all areas. Policies such as 2.1 'Environment and Other Sustainability Impacts', 2.9 'Energy' and 2.10 'Waste Minimisation and Management' have a wider application, explaining their more frequent use.

No chapter 2 policies were referred to in any appeal cases, and nor were any quoted in departures from the UDP.

²² DCLG Core Output Indicator 5a

²³ DCLG Core Output Indicator 5b

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with. It was recommended that all of the Environmental Resources and Waste policies should be retained.²⁴

Development Indicators

In considering the completions and permissions data for chapter 2, change in floorspace for waste and mineral facilities have been monitored. An analysis of all B2, B8 & Sui Generis completions have been undertaken to identify where such changes have occurred.

The capacity of new waste management facilities by type²⁵. Provision in 2006/7 - Zero.

The installation of a new organic waste recycling facility and enclosure (attached to an existing paper recycling enclosure) was completed at Greenford Depot (P/2005/2560). This installation was small (198 sq. m.), and did not increase the throughput of the existing waste collection facility.

No changes were recorded in respect of mineral facilities.

Data for S106 contributions were analysed to identify the amount of money secured for different purposes in 2006/7. No funding was secured for 'Environmental Resources and Waste'. Work on a new SPD on legal agreements is underway, and this should ensure appropriate contributions in future years.

²⁴ The Secretary of State replied, in September 2007, agreeing with the Council's recommendations.

²⁵ DCLG Core Output Indicator 6a

Other Performance Indicators

1. Review of Sustainable Development Checklist

Policy 2.1 'Environmental and Other Sustainability Impacts' encourages applicants of major developments to complete the Sustainability Checklist. It is clear that in 2006/7, developers routinely submitted checklists for major projects. Unfortunately, it has not been possible to analyse the performance of development against the checklist during this period. Further work will be undertaken in due course and reported in the AMR for 2007/8.

2. Progress in respect of the development of the borough's six special opportunity sites.

This indicator monitors the six sites referred to in policy 2.2 'Regeneration of Special Opportunity Sites'.

The planning status of each of these sites is set out below:

- Southall Gasworks – The initial application lodged with the Council in June 2005 for 4,500 homes, employment, and retail space, is now withdrawn. During the year the developer reconsidered scheme in light of the new administrations priorities. A revised application for 3,750 homes, employment and retail space is expected in Spring 08. In the meantime, the Council appointed consultants Llewelyn Davies Yeang to advise on the site, and its relationship with the rest of Southall.
- Atlas Road – An application was received for the redevelopment of the northern end of the site to provide a single storey building comprising 28 units for B1, B2 and B8 uses. This is now subject of appeal.
- Glade Lane – The future use of this site is currently being

considered as part of Llewelyn Davies Yeang's Framework for Southall.

- Grand Union Village – presently under construction – nearing completion.
- Southern Gateway/Gypsy Corner – redevelopment in progress. The role of the Southern Gateway site and its development potential are being considered further as part of the preparation of a Park Royal Opportunity Area Planning Framework. This is being prepared jointly by the boroughs, Park Royal Partnership, Greater London Authority, Transport for London and the London Development Agency.
- Greenford Station & Land to north – No applications have been submitted for the redevelopment of this site during the year. The previous application for housing development on land south of Rockware Avenue was withdrawn.

3. The number of planning applications granted which are contrary to the advice of the Environment Agency on either flood defence grounds or water quality.²⁶

During the period 01/04/06 to 31/03/07 the Environment Agency were notified of 48 applications, of which 14 where flooding may potentially have been a constraint given the location of a site in a flood risk area (zones 2 and 3). There is no evidence of any decisions contrary to Environment Agency advice.

Analysing this data has been complicated by the introduction in Autumn 2004 of Flood Risk Standing Advice. This allows the planning authority to respond directly to flood risk issues on less sensitive/lower risk cases, without the need to notify the Environment Agency directly. Accordingly a significant proportion of

²⁶ DCLG Core Output Indicator 7

applications with potential flood risk issues are now not referred directly to the Environment Agency.

Consideration is being given to new data collection methods for this indicator in future years.

4. Renewable energy capacity installed by type.²⁷

The renewable energy capacity installed by type for this period is 1,600 kw/per annum

This indicator monitors progress against part 2 of policy 2.9 'Energy'. A number of the applications considered during the year have made provision for renewables, or have agreed to conditions, with further details to follow. However, Policy team records indicate that only one project has been completed during the year. This is at Cavendish School (P/2005/0211). The capacity of this installation is estimated at 1,600 kw/per annum. It is anticipated that renewables will be installed and completed on further sites over the forthcoming year, including Moorlands Care Home, Westel House and Acton High School.

In order to aid monitoring against this indicator, the monitoring form for planning decisions has been updated to include the capacity of renewable energy installations.

Council's Monitoring Form to aid monitoring of renewable energy installations.

As a comparison with other UDP topic areas, environmental resources and waste policies are used infrequently in planning decisions (including appeals and departures).

The monitoring of completions data indicates that there were no new mineral facilities completed during the year, and only one small waste installation at Greenford depot. Monitoring the installation of renewable energy secured as part of the planning process has been difficult, although it is acknowledged that this is likely to improve given the new monitoring procedures which are being put in place. Moreover it is recognised that capacity is likely to increase as existing approvals reach completion, and as new applications come through with renewable energy facilities.

In respect of S106 contributions, no funding was secured during the year for environmental resources and waste, but the introduction of a supplementary planning document on legal agreements and planning obligations will assist performance in future years.

Observations and Conclusions

Ealing performs relatively well in respect of environmental issues such as air quality, water quality and the recycling of waste. However, there is scope for improvement. Consideration is underway on how various indicators can be monitored better – particularly on the production of secondary / recycled aggregates, and on flood risk and water quality. Proposals are already in place to update the

²⁷ DCLG Core Output Indicator 9

Topic Three Green Space and Natural Environment

OVERALL OBJECTIVE

- 1.3 To maintain the system of Major Open Areas linked by Green Corridors, to protect green space in Ealing, to preserve and enhance biodiversity and nature conservation, to provide new outdoor recreation opportunities in areas of need and to improve open space wherever possible.**

UDP Green Space and Natural Environment Policies

- 3.1 Major Open Areas (MOAs) - Metropolitan Open Land and Green Belt
- 3.2 Green Corridors and the Waterway Network
- 3.3 Heritage Land
- 3.4 Public and Community Open Space
- 3.5 Land for Sports, Children's Play and Informal Recreation
- 3.6 Allotments
- 3.7 Burial Land
- 3.8 Biodiversity and Nature Conservation
- 3.9 Wildlife Protection

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.2 Green Belt and Metropolitan Open Land
- 10.3 Green Corridors
- 10.4 Heritage Land
- 10.5 Public Open Space
- 10.6 Community Open Space
- 10.7 Nature Conservation Sites and Management Areas
- 10.21 Development Sites

Relevant London Plan Policies

- 3D.8 Green Belt
- 3D.9 Metropolitan Open Land
- 4A.12 Water quality
- 3D.7 Realising the value of open space
- 3D.10 Open space provision in UDPs
- 3D.15 Burial Space
- 3D.12 Biodiversity and nature conservation

Relevant Supplementary Guidance

- SPG1 Sustainability Checklist
- SPG9 Trees and Development

SPG22 A40 Acton: Green Corridor
SPG on Development Sites

New Supplementary Planning Documents

SPD6 Twyford Avenue Community Open Space

Local Strategies and Priorities

Sustainable Community Strategy
Parks and Open Space Strategy
Ealing Allotment Strategy
Ealing Biodiversity Action Plan
New priorities – maximise community involvement in parks, improve access to green space for areas deficient in parkland, promote nature conservation

Context 2006-2007

The government department for Communities and Local Government (DCLG) published 'Planning for the protection of European Sites: Appropriate Assessment – Guidance for Regional Spatial Strategies and Local Development Documents' (Aug 2006).

The Greater London Authority published draft supplementary planning guidance on 'Providing for Children and Young People's Play and Informal Recreation' (October 06).

Contextual Indicators

1. Percentage of residents satisfied ('very' or 'quite' satisfied) with the borough's provision of parks and open space: 77%

(Source: Ealing Residents Survey - as indicated in AMR 2005/06).

2. Quality of Green Space in the borough (Green Flag Awards)²⁸:

The Council retained its Green Flag awards for 2 parks totalling 21.8ha (Southall Park and Acton Park). Green Flag status was also sought for two further parks (Walpole & Woodlands), although these were unsuccessful this year.

The independent Green Flag Award is presented annually to parks that have reached this national standard. To win, a park has to be well managed, have good environmental practices and be well used and thought of by the public.

This is the third Green Flag Award for Southall and the fourth year in a row that Acton has been successfully awarded. The Council has set a target of retaining the award for the existing successful parks and achieving this standard for one additional park each year. Next year it is proposed that Brent Lodge, Northala Fields, Ravenor and Walpole Parks should also be submitted.

UDP Policy Indicators

Chapter 3 policies were quoted 56 times (26 separate cases) in decisions on planning applications (at Committee). This was a relatively low number when compared with the highest scoring UDP chapters - Urban Design (565) and Housing (261). Policies which are relevant to site designations covering significant areas of the borough, such as MOL/Green Belt, Nature Conservation Sites were quoted most frequently. These references reflect the pressure for development on green spaces.

If policies have been quoted in appeals which have been dismissed, these can be taken as indicating success. During this period policies 3.1, 3.2 & 3.8 were quoted in appeals that were dismissed. On the other hand, there were 4 appeals

²⁸ DCLG Core Output Indicator 4c

upheld in which policies 3.2, 3.4, 3.8 & 3.9 were quoted. In each of these cases, the Inspector disagreed with the authority's interpretation of the policies on the particular sites, but identified no inherent flaws with them.

Of the applications advertised as departures from the development plan during the year, an application (P/1999/3785) at the Park Club, Acton was contrary to open space policies, as this involved built development on Metropolitan Open Land. It is noted however that this application had previously been determined in 2002, but was subject to the finalisation of a legal agreement. The permission in March 2007 confirmed the resolution to grant permission with some amendments to the original 2002 scheme. There was therefore no additional loss of open space. The proposal involved the demolition of the existing pavilion and the construction of a new two-storey sports pavilion, children's sports activity centre and two outdoor swimming pools. The swimming pools and activity facilities were ancillary to the open space use of the site.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with. It was recommended that all of the Green Space policies should be retained.²⁹

UDP Development Indicators

Four applications were **completed** during the year, which resulted in either a loss or gain in open space. Of

²⁹ The Secretary of State replied, in September 2007, agreeing with the Council's recommendations.

these applications, three resulted in a loss, and one resulted in a gain.

New residential development was built at the Golf Links Estate (P/2003/2861) on a former grassed area of 750sqm. This open space was not subject to any UDP open space designations. The other two applications involving loss of open space were relatively minor. At Ridding Lane, temporary portacabins were installed on public open space to enable work on a nearby railway embankment (P/2005/4755). The site will be reinstated as POS when is complete. At the corner of King Street and Market Place in Acton, a kiosk and market stall store has been installed on non-designated open space (P/2005/0792).

Additional open space was gained from the provision of POS as part of phase 9 of the Grand Union Village development (2005/1457). This gain (819 sq. m.) was not sufficient to outweigh the combined loss of the other three cases, which when taken together resulted in an overall net loss of open space of 30.7 sq. m. Nonetheless, given the nature of the sites affected and the temporary nature of one of the permissions, no permanent net loss of designated open space has occurred. In fact a gain in designated open space has arisen. Such gains in open space have been achieved as a result of the proactive policies in the UDP, particularly 3.4 & 3.5, on securing adequate play space in development.

Apart from the Departure referred to above at the Park Club in Acton, one application was **approved** during the year, which if implemented would result in a change in open space. This was at South Acton Allotment Gardens (P/2006/4998). It involved a net gain in open space of approximately 230 sq. m. This proposal involved the demolition of an existing depot building and garages, and the reuse of the cleared site as allotments.

Section 106 contributions have been secured for Green Space and Nature Conservation projects in 2006/7. These have included environmental improvements such as tree planting/landscaping, and improvements to local parks and outdoor play facilities. In terms of sealed agreements, as a proportion of all contributions secured, 25% (£110,700) was secured for green space and nature conservation works. The actual amount secured was less than for the previous year (£817,100). However, as a proportion of all monies secured, the contributions to Green Space have increased slightly. Green space received the second largest share of monies of the eight topic headings. Work on the new SPD on legal agreements is also underway, and the document is due to be published next year. The SPD will help to clarify the process for developers and will help in securing further contributions in future years.

Other Performance Indicators

1. Loss of Designated Open Space

As shown in the 'Development' section above, there has been no permanent loss of designated open space through the **completion** of development, in 2006/7. Indeed there was a gain of 819 sq. m of open space. In the case of **approvals** (which excludes the Park Club development, for reasons outlined above) there was a gain in designated open space of 230 sq. m. It is noted that the boundary of this Community Open Space site would need to be formally extended through the LDF process.

2. Loss of Nature Conservation Sites: ³⁰ **No Change**

³⁰ DCLG Core Output Indicator 8

This indicator considers change in areas & populations of biodiversity importance, including:

- i) Change in priority habitats and species (by type); and
- ii) Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

Priority Species and Habitats are listed in the Council's Biodiversity Action Plan. Changes are monitored as part of a review of the action plan. The Council is not aware of any changes at present. There has been no change to areas designated for their nature conservation value.

However, a review of nature conservation sites has been undertaken jointly with the GLA. The review recommends changes to the boundaries of approximately 44 sites (mostly to increase site area). A considerable number of new sites (33) have also been identified. These changes are to be taken forward through the LDF process in 2007/8.

3. Progress on Open Space Projects

Chapter 3 of the UDP identifies a wide range of open space projects and proposals on the schedules and map sheets in volume 2 of the UDP. Progress has been made on the following:

Greenford – Northolt Countryside Park: this major green space project is nearing completion. Northala Fields expected to be open in Autumn 07.

District Park status for Acton Park: this is currently a Local Park, and upgrading it would address the District Park deficiency in this part of the borough, consistent with policy 3.4. It is proposed to achieve this by establishing direct links with the Park Club to the east, through the planning process. Limited progress has been made to date.

New bridges at Spikes Bridge and King George's Playing Field, to create links with adjoining open space in Hillingdon: S106 monies (50k) have been secured from the Grand Union Village development to fund the works.

Community Open Space (Wildberry Nature Reserve): preparation has been made for the use of the derelict building within this open space for Hanwell Boxing Club, in a way which is both compatible with the neighbouring uses and with its Community Open Space designation.

Community Open Space (Twyford Avenue Sports Ground): access arrangements to this site for the community have improved markedly. In particular, the license arrangements for Twyford High School have been extended

Observations and Conclusions

Two parks (Acton and Southall) have Green Flag status, and local people value the quality of Ealing's parks and open spaces.

The UDP policies for green space are essential in protecting open space in Ealing. The fact that these policies have been used highlights the pressure to develop open space in the borough. There has been no permanent net loss of designated open space in the borough, and indeed there has been a net gain in open space associated with residential development, and the extension of allotments.

In respect of S106 contributions, significant funding has been secured for green space. Finally, further progress has been made on UDP open space projects in 2005/6.

Topic Four Urban Design

OVERALL OBJECTIVE

1.4 To promote good urban design through planning, so that buildings and spaces are attractive, accessible, safe and consistent with the principles of sustainable development, and that there is proper protection of the borough, particularly areas and buildings that are of historic and architectural value.

UDP Urban Design Policies

- 4.1 Design of Development
- 4.2 Mixed Use
- 4.3 Inclusive Design - Access for All
- 4.4 Community Safety
- 4.5 Landscaping, Tree Protection and Planting
- 4.6 Statutory Listed Buildings
- 4.7 Locally Listed Buildings, Buildings with Façade Value and Incidental features
- 4.8 Conservation Areas
- 4.9 Ancient Monuments and Archaeological Interest Areas
- 4.10 Commercial Frontages and Advertising Signs
- 4.11 Noise and Vibration
- 4.12 Light Pollution
- 4.13 Mobile Telephone Masts and Apparatus
- 4.14 Television Satellite Dishes. Radio Masts and other Apparatus

Relevant UDP Sites & Areas

- 10.8 Viewpoints and Landmarks
- 10.9 Statutory Listed Buildings and Ancient Monuments
- 10.10 Locally Listed Buildings
- 10.11 Buildings of façade or group value
- 10.12 Conservation Areas
- 10.13 Archaeological Interest Areas

Relevant London Plan Policies

- 4B.1 Design principles for a compact city
- 4B.3 Maximising the potential of sites
- 4B.4 Enhancing the quality of the public realm
- 4B.5 Creating an inclusive environment
- 4B.6 Sustainable design and construction

- 4B.7 Respect local context and communities
- 4B.8 Tall buildings – location
- 4B.9 Large-scale buildings – design and impact
- 4B.10 London's built heritage
- 4B.11 Heritage Conservation
- 4B.12 Historic conservation-led regeneration
- 4B.14 Archaeology

Relevant Supplementary Planning Guidance

- SPG1 Sustainability Checklist
- SPG5 Urban Design Statements
- SPG6 Plot Ratios
- SPG7 Accessible Ealing
- SPG8 Safer Ealing
- SPG10 Noise & Vibration
- SPG on Development Sites for Acton, Ealing, Greenford / Northolt / Perivale, Hanwell, Southall

Supplementary Planning Documents

- SPD4 Residential Extensions
- Draft SPD 10 Conservation Areas and Listed Buildings

Local Strategies and Priorities

Sustainable Community Strategy
Uxbridge Road Public Realm Strategy
Streetscape Design Guides 2005
Ealing Town Centre Shopmobility project
New priorities – maximise protection of conservation areas; design to support crime prevention.

Context 2006/07

Urban design is in the spotlight this year, in terms of helping to deliver the government's agenda on sustainable communities, housing and social

inclusion. Government Circular 01/06 was published in June 2006 and included the requirement for design and access statements to accompany certain types of planning application (came into force 10 August 2006). The government's advisor on architecture, urban design and public space (CABE) also published practical advice to accompany the circular, 'Design and access statements: how to write, read and use them' (June 2006). The GLA contributed by publishing supplementary planning guidance on Sustainable Design and Construction (May 2006). Finally, the local authority's duty to promote equal opportunity for disabled people (under the Disability Discrimination Act 2005) came into force in 2006/7.

Following the transfer of the Council's Urban Design function from Regeneration into Planning in 2005/06, conservation and urban design advice in the pre-application and planning process has been strengthened. However, unfortunately, the work on the Urban Design Action Plan has temporarily been put on hold. Work has continued on the regeneration of key estates in the borough, including South Acton Neighbourhood and Green Man Lane.

Cabinet approved the Uxbridge Road Public Realm Strategy in September. The document is a material consideration in planning decisions and is used:

- for external bidding to fund public realm improvements projects along Uxbridge Road; and
- as a framework to appropriately develop sites as and when they come forward.

Contextual Indicators

Accessibility of Local Authority buildings

In 2005/6, 3% of our public buildings were defined as 'accessible to the

public'. Following a review by Corporate Board, Business Services undertook a programme of adaptations (approx. £1M) to deliver a performance of 50% under BVI156 in 2006/07.

Further works are planned in 2008/09 to improve the figure still further to 65%. There is a planned 10% year-on-year improvement in subsequent years.

UDP Policy Indicators

As was the case in 2004/05, and 2005/06, the UDP urban design policies are quoted the most frequently of all the policies in decisions on planning applications or appeals. This is because of the ubiquity of design issues in development control. The Urban Design chapter includes policies for Advertisements, Listed Building Consents, Listed Demolitions, and Conservation Area Consents. Policy 4.1 is by far the most frequently used policy, 136 times (94%) in a total of 144 Committee decisions. This is to be expected given its broad design remit. Policies 4.3, 4.8 and 4.11 are also used frequently, with 70 or more instances of each being used in Committee decisions, indicating that these design policies are being used as an effective tool in decision-making.

A survey of appeal decisions showed that Policy 4.1 was referred to 32 times (57%) in a total of 56 dismissed appeals. This is similar to last year, where the policy was referred to 52 times (63%) in a total of 83 dismissed appeals.

It also features very frequently in allowed appeals - 21 times (81%) in a total of 26 allowed this year. In an analysis of inspector's letters on allowed appeals that referred to urban design policies, there were no instances in which the Inspector indicated that the policies themselves were flawed. Generally it was the case that the inspectors did not agree with

the local planning authority's interpretation or application of the policy to a particular site, or on reflection, did not feel that the development would have as significant an impact as assessed by the authority.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with. It was recommended that all of the Urban Design policies should be retained.³¹

Development Indicators

In an analysis of sealed s106 agreements for the year, over £82,500 has been allocated for environmental improvements to improve urban design. Of this funding, £30,000 is allocated for improved signage and environmental improvements linked to residential development at Acton Central railway station and £5,000 for environmental improvements to the Community Regeneration area in which the development at 79 Church Road, Acton is located. A further £50,000, related to a mixed office/residential development at Sinclair House, West Ealing, has been allocated for environmental improvements from a total pot of £100,000, which also covers local parks/open space improvements. In total the funding for environmental improvements therefore comprises 18.7% of the s106 contributions for this year, a vast improvement on last year's figure of 0.6%.

³¹ The Secretary of State replied, in September 2007, agreeing with the Council's recommendations.

Other Performance Indicators

1. Safer Ealing

The Crime Prevention Design Advisers have continued to have a good working relationship with the Planning Service. Secured By Design advice has continued to be used by planners in the consideration of applications and to confirm that conditions have been met. During 2006/07 there were 231 referrals to the Crime Prevention Design Advisers.

The Development Team Approach meetings continue to be a valuable forum for all relevant parties (Planning Policy, Transport, Parks & Countryside, Environmental Health, Environmental Services, Development Control, Housing and Urban Design) to meet and discuss development schemes at the pre-application stage.

One development of note that has benefited from the Development Team Approach is the scheme at Norwood Yard, Southall. This was submitted for pre-application advice and the new scheme submitted was far better in creating a 'safer place', largely by improving the natural surveillance of the area to the benefit of residents and other users.

Issues of concern were schemes where the proposed entrances to flats, usually in mixed residential/retail developments, were not directly from the street but inappropriately hidden from view at the rear of buildings in service roads etc. Crime prevention problems also come with small-scale developments in the rear gardens of existing premises, where the new building suffers from a lack of natural surveillance, and that compromises security by allowing easy access to the rear of both the new and the original buildings.

Over the coming year it will be necessary to ensure that applicants' Design and Access statements

demonstrate how crime prevention measures have been considered in the design of the proposal and how the design reflects the attributes of safe, sustainable places set out in 'Safer Places'³², as stipulated in the DCLG Circular 01/06.

2. Accessible Ealing

Over the 2005/2006 year the Development Control Service received advice on 368 planning applications from the Access Officer. This figure has increased from 315 in 2005/06 and 308 in 2004/05. The most frequently raised issues were Lifetime Homes policy, disabled people's car parking requirements and communal staircases. There was a new requirement for Design and Access Statements to be submitted with planning applications, which has helped to improve applicants' awareness of design considerations and access requirements. There were 29 requests for Access Statements.

- 26 cases were approved and 1 approved subject to legal agreements – and access issues were dealt with adequately in most of these cases
- 81 cases were approved with conditions that included an access condition (i.e. to ensure compliance with access requirements)
- 81 were refused and 32 withdrawn– in many of these, the Access Officer's comments pointed out that there was poor access
- 106 were still pending at the end of March 2007.

The cases related to all types of development, though the majority were housing projects. There were 39 planning applications with 10 or more residential units, which had a requirement to provide 103 wheelchair

standard units. Ealing Access Committee, a group of local residents facilitated by the Access officer, were active in promoting accessible design, having input into a number of projects over the year. Advice given on planning applications included the design of the Lido Centre (a new facility for community groups), promotion of accessible shopfronts and further work on promoting a Shopmobility scheme for Ealing town centre.

3. Conservation and Design Advice

The Conservation Officers were consulted on a total of 93 applications during 2006/07, compared to 52 applications during 2005/06. The breakdown of these applications are presented in the table below.

Table 2
Conservation & Design Advice 2006/7

Type of Application	Decision Type	Frequency
Listed Building Consents	Approved	1
	Conditionally approved	40
	Refused	8
Demolition of Listed Buildings	Conditionally approved	7
	Refused	1
	Refused and enforced	1
Conservation Area Consents	Approved	4
	Conditionally approved	21
	Refused	10

It is of note that there have been nearly twice as many conservation applications this year as there were in 2005/06. This may indicate increased development pressure and the potential effects on the borough's heritage need to be carefully considered in future Council plans and strategies.

At the end of March 2007, 10 of the Borough's Conservation Areas had up-

³² Safer Places - the Planning System and Crime Prevention (ODPM/Home Office, 2003)

to date character appraisals and 8 Conservation Areas also had up-to-date management plans. Brentham Conservation Area Article 4(2) Directions were proposed for amendment in 2006. The Conservation & Urban Design Team has also been working on the preparation of a *Shopfronts Design Guide for Greenford Town Centre*, which is due to be published later in 2007.

Work also continued on a draft Supplementary Planning Document on Conservation and Listed Buildings.

4. Local Satisfaction with Design

Members of the Development Control User Group (DCUG) were consulted on their satisfaction with developments in urban design in the borough over the past year. This group consists of 19 community representatives from Conservation Area Advisory Panels, Residents Associations, Ealing Family

Housing Association, Ealing Civic Society and others.

The comments indicate concerns over the continuing absence of the urban design panel and highlight some examples of developments considered by the DCUG to be very poor in urban design terms, which have taken place in the absence of the panel. These include: Luminosity (Waitrose), the replacement for Sinclair House, Lido House and Cavalier House, all in West Ealing, and the Southern Gateway, Gypsy Corner, Acton.

The issue of design in Conservation Areas was not raised as a concern this year, suggesting that the Design and Conservation officers have responded positively to the concerns raised by the DCUG last year. The new SPD on Conservation Areas and Listed Buildings will help to further clarify this subject.

Observations and Conclusions

Urban design policies remain the most frequently quoted policies in the UDP. Policy 4.1 appears in 30 standard conditions and reasons for refusal. The urban design policies appear to stand up well in planning appeals, and have not been challenged by Inspectors in 2006/07.

As in previous years, considerable input into the design of planning applications has been made by a number of design specialists, on conservation, urban design, access, and crime prevention. There has also been a major increase in s106 contributions for environmental improvements/urban design initiatives since last year, which is a very positive indication of the importance now being placed on urban design issues.

The establishment of a 'Development Team Approach' towards the end of 2005/06 has seen design specialists brought together on a weekly basis to provide pre-application advice. Throughout 2006/07, this has continued to show real benefits in early advice to developers and terms of reaching an understanding of complex applications under consideration.

Resourcing issues still need to be resolved to ensure that important initiatives such as the Urban Design Action Plan and Urban Design Panels (none of which have taken place this year) are carried forward.

OVERALL OBJECTIVE

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

UDP Housing Policies

- 5.1 Housing Supply
- 5.2 Affordable Housing
- 5.3 Lifetime Homes and Wheelchair Housing
- 5.4 Range of Dwelling Sizes and Types
- 5.5 Residential Design
- 5.6 Small Dwellings and Flats
- 5.7 Special Housing
- 5.8 Accommodation for Travellers
- 5.9 Extensions and Alterations to Private Houses and Gardens

SPG on Development Sites for Acton, Ealing, Greenford / Northolt / Perivale, Hanwell, Southall

SPD1 Affordable Housing
 SPD4 Residential Extensions
 SPD8 Crossovers and Parking in Front Gardens

Local strategies and priorities

Sustainable Community Strategy
 Ealing Housing Strategy update 04/9
New priorities - estates regeneration; proper infrastructure for residential development; independent living.

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.21 Development Sites

Context 2006-2007

Relevant London Plan Policies

- 3A.4 Housing choice
- 3A.7 Affordable housing targets
- 3A.10 Special needs and specialist housing
- 3A.11 London's travellers and gypsies
- 4B.1 Design principles
- 4B.3 Potential of Sites
- 4B.6 Sustainable design

'PPS3: Housing' was published in November 2006, focusing on housing supply, reviews of non-residential land for new housing, densities, affordable housing, and mix.

3A.1, 3A.2, Table 3A.1, Housing Supply, replaced By Early Alterations Policies.

In December 2006 the GLA published its 'Early Alterations to the London Plan' which included new housing provision targets for London Boroughs. Draft 'Further Alterations to the London Plan' were published for consultation in September 2006, which set out a revised housing density matrix to take into account the need for more, larger, residential units. The sub-regional development framework, May 2006, reviewed issues such as affordability and need for more family accommodation.

Relevant Supplementary Planning Guidance/Documents

- SPG4 Refuse and Recycling Facilities
- SPG6 Plot Ratios
- SPG8 Safer Ealing
- SPG12 Greening your Home
- SPG13 Garden Space
- SPG14 Indoor Living Space

Ealing's 'Housing Strategy 2004-2009' was updated in September 2006.

Contextual Indicators

Affordable Housing Ratio (house price/earnings affordability ratio)

In 2005 this ratio was 10.8 (a worsening in affordability from the 2002 figure of 8.2 - Note: A higher ratio indicates homes are less affordable).

Source: NOMIS/Neighbourhood Statistics

Ealing published its Housing Needs Study in Nov 2005. The need for affordable housing was 7 times the level of estimated new dwellings in the Borough.

UDP Policy Indicators

The UDP Housing policies are amongst the most frequently quoted policies in decisions on planning applications or appeals. 55% of applications due to go to Committee made reference to UDP Housing policies, 59 of which were approved and 14 refused.

An analysis of the policies shows that Policies 5.5 'Residential Design' and 5.9 'Extensions and Alterations to Private Houses and Gardens' were the most frequently used in 2006/07, accounting for 51% of all housing policy references. No references were made to the Affordable Housing SPG/SPD, but there were 32 references to 'Indoor Living Space' and seven on 'Residential Extensions'.

A survey of appeal decisions revealed that housing policies were quoted in 41% of appeals that were allowed, and in 77% that were dismissed. Policies 5.5 and 5.9 were by far the most frequently quoted housing policies in appeals – 38 and 26 references respectively. Reasons for allowing these appeals largely centred on the Inspectors' interpretations of policy and the extent to which proposals complied.

In the Sudbury Arms appeal decision, the Inspector referred to the London Plan's requiring highest possible intensity of use compatible with local context, and that whilst internal space standards were not met, the units were 'compact and efficient' and would be occupied by "households for whom affordability presents a difficult challenge'. A case allowed in West Ealing accepted that live/work units were subject to affordable housing policy but since no mechanism was put forward for dealing with them, or no evidence of need, contribution for off-site provision could be made.

Following careful consideration of the value of the UDP policies in last year's AMR, Council recommended that since all of the housing policies (including relevant site policies) contain development control criteria, which cannot be replaced until the Council produces a development control DPD, all of the policies should be retained. Cabinet agreed to recommend this to the Secretary of State in March 2007.³³

Development Indicators

The 2006/07 target for housing completions was 650 new units p.a. This target was exceeded. 1,171 residential units (977 net) were recorded as completed. Substantial new housing was delivered at Grand Union Village, Southall; Gypsy Corner, North Acton; and in Greenford, Acton, Southall and Ealing Town Centres.

Assuming permissions were fully complied with, 818 units (70%) were built to lifetime homes standards, and 5 to wheelchair standards.

³³ The Secretary of State responded to the Council's recommendations in September 2007, and directed that policies 1.5 and 5.1 should not be saved, but that the other policies referred to here should be saved until superseded by new adopted LDF policies.

Table 3: Housing Completions and Permissions 2006-2007

	Residential Units (Net)	Residential Units (Gross)			Affordable Units	
		New Build	Conversion/ Change of Use	Total	No.	%
Completions	977	848	323	1,171	492	42.0%
Permissions	1,113	858	469	1,327	382	28.8%

Source: Ealing Development Monitoring Database

The number of long term vacant residential properties in the private sector (i.e vacant for over six months) brought back into use increased from 526 in 2005/06 to 619 in 2006/07 (*Source: BV64*).

Housing approvals totalled 1,327 units (1,113 net), although some of these supersede earlier permissions. New or revised permissions include new phases at Grand Union Village, major redevelopment of offices at Sinclair House, West Ealing, former Taylor Woodrow offices in Greenford Town Centre, and redevelopment of the Sudbury Arms in north Greenford.

During the year, permissions were given for 375 units to be built to Lifetime Homes Standard, and 20 to Wheelchair Standard.

During 2006/07, six permissions were granted subject to legal agreements requiring provision of affordable housing (245 affordable units in total).

Other Performance Indicators

1. Ealing Housing Trajectory³⁴

The housing trajectory (see Graph below, and Annex 2) charts Ealing's progress towards meeting the housing supply target in the London Plan over the plan period.

³⁴ DCLG Core Output Indicator 2a

The trajectory is a schedule of major sites (10+ units), with the proposed residential capacity and possible phasing of development, the likely contribution from small sites, and in the early part of the plan period, the actual number of residential units which have been completed. The sites include those currently under construction, those with planning permission and those subject to legal agreement, and those identified as development sites in the UDP. Identification of sites has been co-ordinated with work on the London Housing Capacity Study (2005).

The large amount of housing currently under construction accounts for the high number of completions estimated for 2007/08, with five entries exceeding 100 units (see Annex 2). Beyond this, supply remains above the target set out in the London Plan. Cumulative completions show the year on year increase in new homes; and the annual requirement shows the amount remaining each year if the target is to be reached.

2. Dwellings on Previously Developed Land³⁵

The number of houses built on previously developed land ('brownfield sites') is reported as a Best Value Performance Indicator (BV106). The target, set locally, is 100% for Ealing and this was achieved for 2006/07.

³⁵ DCLG Core Output Indicator 2b

3. Housing Densities³⁶

In 2006/07 1,171 residential units were completed in Ealing. Average density was 111 units /hectare. 1.3% of dwellings were built at less than 30 u/ha, 4.1% between 30-50 u/ha, and 94.6% at over 50 u/ha.

4. Affordable Housing³⁷

492 affordable homes were completed in Ealing in 2006/07.

This represents 42% of the total homes completed in 2006/07, below the target of 50% but an improvement on the previous year (29%). The number of affordable homes completed over the last five years is as follows:

2002/03	47
2003/04	308
2004/05	131
2005/06	161
2006/07	492

Two of the completed private schemes in the past year achieved 43% and 50% affordable provision, some 218 units in all. The remaining 274 units were developed in seven 100%-affordable schemes. Housing records, based on 544 'completions', indicated that only 16% were social rented and 84% intermediate. 33% of units were 2 bedroom or over ('family' size), the remainder, two-thirds, with one bedroom. The proportion of units with 3+ bedrooms, at 7% of total units, was considerably below the SPG target of 36%, although a slight improvement over last year (4%).

Permissions have been granted for an additional 382 affordable units at ten sites. On private developer sites where 15 or more units were granted permission this year (four sites), affordable housing ranged from 32% to 75% (UDP target is 50%), providing some 201 affordable units.

Observations and Conclusions

Market housing is becoming relatively less affordable, but there is strong pressure from house builders to increase the supply of housing. Housing policies have been used consistently in planning decisions. Development targets have been met - 100% housing built on previously developed land and a net increase of 977 residential units completed (targets 100% and 650 respectively).

The housing pipeline is healthy - net gain of 1,113 units granted planning permission. The average proportion of affordable housing on sites above the threshold where affordable housing is required as a matter of policy was 53%, the same as last year, higher than the policy level of 50%. The housing trajectory indicates more than is required to meet the annual housing provision target over the plan period.

Only 15 new houses were permitted at below 30 units per hectare, and higher housing densities were permitted on most sites. Increasing numbers of affordable housing units were completed during the year - 492 completed. At 42% of the total, affordable housing has not quite reached the 50% target, but it improves on last year (29%). With only 16% social rented however, provision is not consistent with 70:30 social rented/intermediate policy guidance. Few larger units were provided.

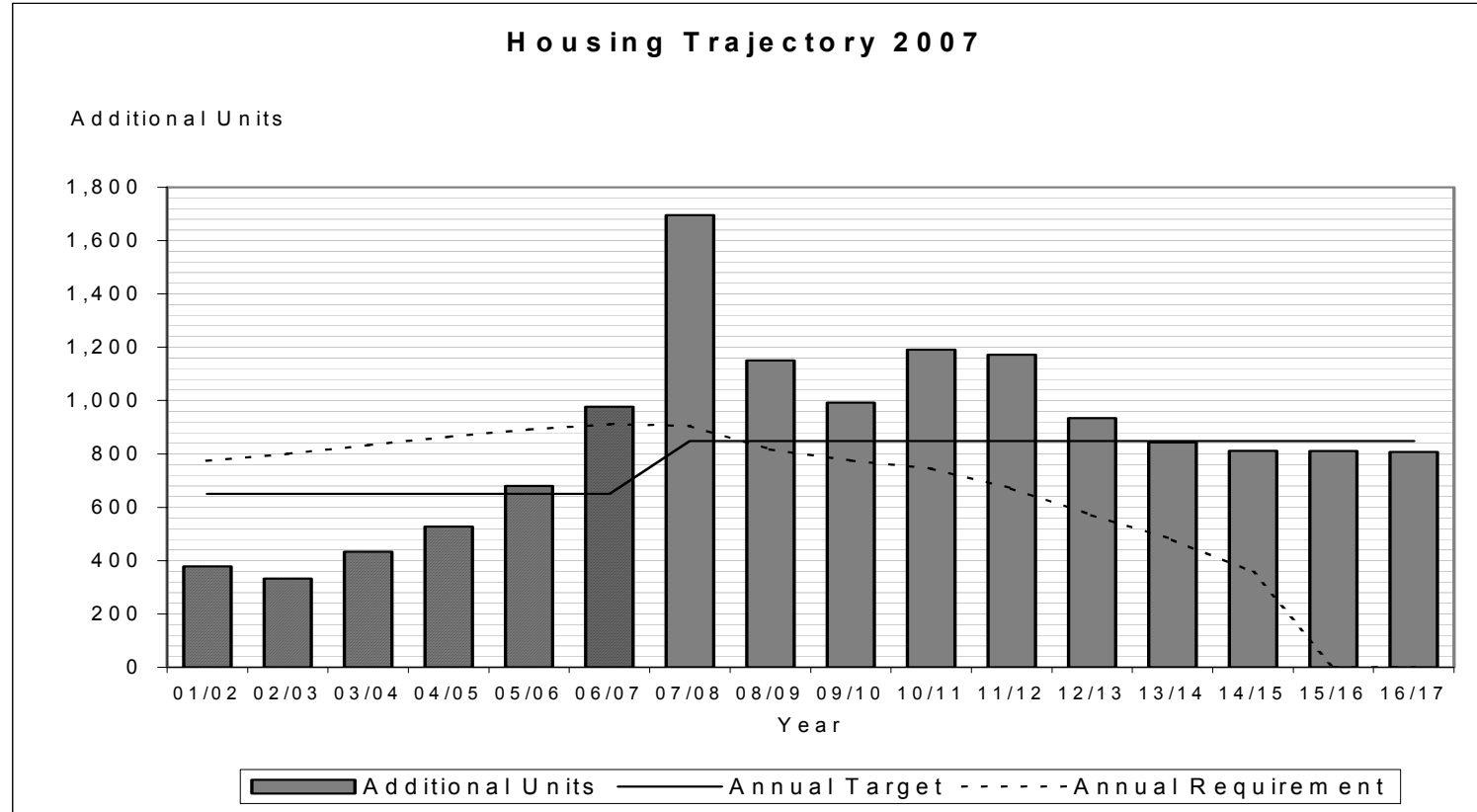
These comprise good results in some areas, in overall provision, the availability of a five year housing supply, residential densities, and proportion of affordable achieved on individual sites - but there is a need to improve volume of social rented affordable housing and numbers of larger dwellings.

³⁶ DCLG Core Output Indicator 2c & 2d.

³⁷ DCLG Core Output Indicator 2c & 2d

Graph and Table 4

Housing Trajectory



	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	Total
Additional Units	378	333	433	528	680	977	1,696	1,150	992	1,191	1,172	935	843	811	811	807	13,737
Annual Target	650	650	650	650	650	650	848	848	848	848	848	848	848	848	848	848	12,380
Cumulative completions	378	711	1,144	1,672	2,352	3,329	5,025	6,175	7,167	8,358	9,530	10,465	11,308	12,119	12,930	13,737	
Requirement	774	800	834	864	892	912	905	817	776	745	670	570	479	357	0	0	
NB Annual Target excludes Vacants (67p.a)																	

OVERALL OBJECTIVE

- 1.6 To promote balanced economic development, with an emphasis on employment serving community regeneration areas, encouraging a high quality, modern, attractive working environment and local enterprise. New development will also be expected to be consistent with the principles of continuous environmental improvement.**

UDP Business Policies

- 6.1 Supply of Land and Property for Business Use
- 6.2 Proposals for Office Development
- 6.3 Alternative Development of Office Buildings
- 6.4 Industry and Warehousing in Major Employment Locations
- 6.5 Ancillary Development in Major Employment Locations
- 6.6 Workspace for Artistic and Cultural Activities
- 6.7 Hotel Development

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.14 Major Employment Locations
- 10.15 Employment Sites
- 10.21 Development Sites

Relevant London Plan Policies

- 3B.1 Developing London's Economy
- 3B.2 Office demand and Supply
- 3B.3 Office provision
- 3B.4 Mixed use development
- 3B.5 Strategic Employment Locations
- 3B.9 Creative industries
- 3D.6 Visitors accommodation and facilities
- 5D.1 Strategic Priorities for W. London
- 5D.2 Opportunity Areas in W. London

Supplementary Planning Guidance

- SPG6 Plot Ratio
- SPG on Development Sites

Local Strategies & Priorities

Sustainable Community Strategy
Economic Regeneration Strategy
New priorities – town centre regeneration; ensure land for business reflects modern requirements, promote Southall as gateway for Asian investment.

Context 2006/07

Government published a good practice guide on tourism in May 2006.

The Sub Regional Development Framework for West London was published in May 2006 by the GLA, emphasising the economic role of West London and indicating boundaries of Strategic Employment Locations. Work continued on drafting an Opportunity Area Framework for Park Royal. Early Alterations to the London Plan were published in December 2006, with implications for industrial land arising from waste management proposals. Documents were released in connection with the London Plan Further Alterations Examination in Public, including an update of the London Office Policy Review (Aug.2006 and May 2007), observing that the suburban office market had shown a modest improvement during 2006.

The Ealing Economic Regeneration Strategy was published in May 2006, identifying opportunities for regeneration in the Heathrow-Paddington and Park Royal/A40 corridors and in Town Centres.

Contextual Indicators**1. Employment Structure**

The employment structure in Ealing is changing. Manufacturing has declined, 10,300 jobs in 2006 compared to 12,500 in 2001; distribution has continued to increase, to 35,200 jobs;

numbers employed in business and financial services have fluctuated. Total employment, at 116,000 jobs, has remained fairly stable.

Source: Nomis

2. Unemployment

Figures for unemployment in March 2007 (numbers of claimants) put the unemployment rate in Ealing at 4.0%, a slight decrease from March 2006 (4.1%). Nearly 6,000 people were unemployed. The percentage of young people (16-24) unemployed had fallen from 11.2% to 10.5%. 17% of all unemployed had been so for over one year, compared with 13% in 2005/6.

Higher rates of unemployment were recorded in the Borough's Community Regeneration Areas. Southall Green ward experienced the highest rate at 7.1%. In Northolt West End the unemployment rate was 6.3%, and South Acton also had a high rate at 5.7%.

Source: GLA

3. Labour Market Activity

The employment rate, the number of employed people as a percentage of the total workforce, was 73.5% in 2004, falling from 75.9% in 1999.

UDP Policy Indicators

A survey of planning decisions made by Committee in 2006/07 revealed that business policies were used in 26 out of 144 decisions. Policy 6.1 on retaining employment land was most frequently used, with 17 references, MEL policy 6.4 had 12 references, and Office policy 6.2 had 8 references. The two refusals given referred to policies 6.1 and 6.2.

Only one appeal decision received in 2006-07, out of a total of 31, made reference to Business Policies in the UDP. The appeal, on a designated Employment Site in West Ealing was allowed on the basis that it provided 24 live/work units. This would

represent an increase in employment and was not considered to be inconsistent with policy 6.1, to retain a supply of employment land.

Three departures from policy were notified over the year, at Hanwell Locks and Cambridge Yard in Hanwell, and at Sinclair House in West Ealing. All three proposals involved residential-led mixed use developments in designated employment locations.

The pressure on sites designated as Employment Sites and Major Employment Locations has continued. Mixed residential use has been approved at Bollo Lane, but an application for residential was refused in the Vale MEL, Acton. Proposals for community use were refused at the Balfour Business Centre, Southall, but approved in Dilloways Yard, Southall Town Centre, on grounds of sufficient employment generation. A condition to provide live/work units at Bromyard House has been discharged.

Following careful consideration of the value of the UDP policies in last year's AMR, Council recommended that all chapter six policies should be retained. This is because most comprise development control criteria, which cannot be replaced until the Council produces a development control DPD. Policies 6.1 and 6.2 include material on land supply for business and office development which should not be formally replaced until adoption of the core strategy and sites allocations documents.³⁸

Development Indicators

There are 491 ha. of land in the Borough designated as Major

³⁸ On 27th September 2007, the Secretary of State issued a direction which saved all the policies in the Employment chapter until they are formally replaced by adopted policies in an LDF development plan document.

Employment Locations or Employment Sites in the UDP, and available in a broad sense for industrial and commercial development (B2/B8/some B1).

Outside these locations and town centres, permissions for B1/B2/B8 use, not on land previously in employment use, and all minor, totalled 0.38 ha.³⁸

Nearly 80,000 sq.m of employment floorspace were completed in 2006-07 (Table 1); 48% of this was for warehousing use, including 21,000 sq.m at Greenford Mail Centre, and 43% B1 use, largely in North Acton. All of this development took place on previously developed land, 58% on sites designated for employment use in the UDP, 59% in Ealing's regeneration areas.

There were 1.3 ha. of land lost from employment use (B1/B2/B8), including

Floorspace developed for Employment^{38a}

a large housing scheme at Gypsy Corner, Park Royal, housing replacing workspace in Acton Town Centre, change of use from warehousing to car sales adjoining the North Circular, and depot to education use in Hanwell. Only 7% (0.1 ha) of this was lost from designated employment sites. 72% (0.9 ha) went to housing, creating an additional 513 residential units. Regeneration areas lost 0.9 ha of employment land (72% of total lost), including 0.8 ha from employment use to housing.

Planning permissions granted during the year would create a net addition of 22,914 sq.m of employment floorspace, mainly in office/light industry and general industry, with some loss in storage and distribution. This could generate 1,128 jobs (Table 2). Major B1 schemes were approved in Victoria Road and Southern Gateway in Park Royal, and at Ealing Green. Major Industrial and Warehousing permissions were given in Greenford, Perivale & Park Royal.

	B1(a)	B1(b)	B1(c)	B2	B8	Total
Total	34,660	0	1,983	4,912	38,372	79,926
Employment site	2,859	0	0	4,811	38,352	46,021
Regeneration Area	30,611	0	1,983	4,162	10,434	47,190
Previously Developed Land	100%	100%	100%	100%	100%	100%

Source: Ealing Development Monitoring Database

Notes: Floorspace figures converted to Gross Internal (0.9625)

Employment Type: B1(a) -Office; B1(b) -R&D; B1(c) -Light Industrial; B2 - General Industrial; B8 - Storage and Distribution.

'Employment site' includes Major Employment Locations and Employment Sites; these and 'Regeneration Areas' are as designated in the UDP.

Use	B1	B2	B8
m ² /worker*	17.9	31.8	40.1
Additional Floorspace (m ²)	14,933	14,702	-6,721
No. of Jobs	834	462	-168

*Source: 'The Use of Business Space', SERPLAN/Roger Tym & Ptnrs 1997

³⁸ DCLG Core Output Indicator 1d

^{38a} DCLG Core Output Indicators 1a, 1b, 1c.

There were no instances of sealed s106 Agreements providing employment benefits.

the amount is not considered excessive.

Vacant Premises and Land

The latest survey (March-May 2005) of Major Employment Locations and Employment Sites indicated that there were 175,108 m² of industrial and warehousing premises vacant. This represents 7.9% of total stock. While there has been an increase in vacant land since 2002 (165,607 m² vacant),

Only 19.1 ha of vacant land, comprising 13 sites, was available for industrial development, over half of which was subject to planning permission.

Figures from West London Business (May 2005) indicated that 29,229 m² of office space were on the market in Ealing. This represented about 5.8% of total stock.

Observations and Conclusions

One in six of the applications considered by Planning Committee referred to UDP Business Policies. Only one appeal related to employment policies and this the Inspector allowed. Three departures from policy were made involving loss of industrial land, one of which, in a Major Employment Location, was allowed on appeal.

It is important to retain the policies for development control purposes, while working on new spatial policies. A request was made to extend the shelf life of UDP employment policies beyond the 'saved period' which ended on the 12th October 2007. (these policies have now been 'saved', 9/07)

Ealing Council prepared an Economic Development Strategy during the year. The economy is based on offices, wholesale, transport, retail jobs, and a still significant manufacturing sector. Unemployment is low, except in the community regeneration areas.

High demand remains for business use of land in Ealing, and there is a low vacancy rate in the borough. Some 80,000 m² industrial floorspace were completed, involving new floorspace in all sectors, particularly warehousing and offices.

Planning permissions were granted for a net increase of 23,000 m², largely for B1 and B2 use. This could generate an additional 1,000 jobs.

1.3 ha. were lost from employment use, three quarters of which were in regeneration areas. Most of the losses were in areas not designated for employment use.

Business development is relatively buoyant, but there is pressure for higher value uses. Government and the Mayor's office have issued guidance on these matters, and in the year ahead this guidance will be applied. Clearly, it is essential to ensure an increasing supply of land capable of accommodating job opportunities commensurate with the needs of an increasing population.

Topic Seven Shopping and Town Centres

OVERALL OBJECTIVE

1.7 To encourage convenient shops and services throughout the borough, by recognising the distinctive functions of metropolitan, major, district, neighbourhood and local centres, and the importance of a good environment for the mixture of shopping, business and community activities needed to sustain these centres.

UDP Shopping and Town Centres Policies

- 7.1 Promoting and Enhancing a Network of Centres and Promoting Key Sites
- 7.2 New Shopping Development and the Sequential Approach
- 7.3 Designated Shopping Frontages
- 7.4 Non-Designated Shopping Frontages
- 7.5 Basic Shopping Needs
- 7.6 Eating, Drinking and Entertainment
- 7.7 Other Shopping Centre Uses
- 7.8 Markets and Street Trading

Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.16 Designated Shopping Frontages
- 10.21 Development Sites

Relevant London Plan Policies

- 2A.5 Town Centres
- 3D.1 Supporting town centres
- 3D.2 Town centre development
- 3D.3 Maintaining and improving retail facilities
- 3D.4 Development and promotion of arts and culture

Supplementary Planning Guidance

- SPG 18 Places for Eating, Drinking and Entertainment
- SPG on Town Centres
- SPG on Development Sites

Background Reports

- Shopping and Town Centres Revitalising the Retail Heart of Greenford (Nov 2006)
- West London Retail Needs Study – survey results.

Local Strategies and Priorities

Sustainable Community Strategy
New priorities: promotion of town centres – studies commissioned for Greenford and Ealing.

Context 2006/2007

The London Plan draft Further Alterations (Sept 2006) confirm the Mayor's endorsement of a competitive retail sector and a partnership approach to finding appropriate and sustainable development sites. These Alterations confirm the strategic network of town centres across London.

The GLA report 'Retail in London' was produced in October 2006.³⁹ It examines the growth of the retail sector, its contribution to employment, changes in retailing, the rise in internet trading and the importance of leisure in retail developments. The role of retail in regeneration is also noted.

The GLA Sub-Regional Development Framework (SRDF) for West London⁴⁰ was published in May 2006. It provides guidance on implementation of the London Plan policies at a sub-regional level. It recommends that boroughs undertake local retail needs assessments, to determine both quantitative and qualitative needs at centre level. This information will help in identifying sites where such growth could be accommodated, taking into

³⁹ http://www.london.gov.uk/mayor/economic_unit/docs/retail-in-london.pdf

⁴⁰ <http://www.london.gov.uk/mayor/planning/srdf/west.jsp>

account the strengthening and regeneration of existing centres and addressing deficiencies in the town centre network.

The Council therefore commissioned a Retail Needs Study in November 2006 to look at potential capacity for new retail floorspace in the borough's main town centres. Whilst initial survey results relating to the study were available during the monitoring period 2006-07, the final report is due beyond the current monitoring period, in Summer 2007.⁴¹ The scope of the study also includes ethnic retailing and an assessment of and the need for leisure provision.

The final study will inform the Council's LDF work, including the core strategy and sites allocation document. The findings will also feed into Master-planning work programmed for Ealing, Acton, Greenford and Southall town centres during the next monitoring period 2007-08.

A report on London-wide Health Checks⁴² was produced by the GLA in January 2007. This confirms the relationship between the town centres in the London-wide retail network and highlights the need to accommodate the forecast demand for retail and leisure requirements. The report reiterates that for Ealing Metropolitan Centre to work effectively, West Ealing and Central Ealing must function as one large centre.

⁴¹ The main outcome of the report is the need for additional retail floorspace and an effective town centre strategy in Ealing town centre, to retain its competitiveness and status as a Metropolitan centre.

⁴² GLA London-wide Town Centre Health Checks 2006 analysis (Jan 2007) http://www.london.gov.uk/mayor/planning/docs/towncentrehealthchecks2006_fullreport.pdf

Contextual Indicators

1. Satisfaction with Town Centres

Relevant statistics on attitudes and other indicators of satisfaction with town centres in this year's AMR have been collected from the town centre surveys which were completed as part of the West London Retail Needs Study⁴³ within this monitoring period.

Centre Assessments of Ealing's five town centres were part of this study. An in-centre survey of each centre was carried out - 100 people in each town centre were asked questions relating to the purpose, frequency and duration of their visit, mode of travel, type of activities and linked trips undertaken, and likes/dislikes about the centres.

The results show that the main purpose for visit of the majority of respondents in all town centres was food shopping. In Southall, 23% were visiting the town centre primarily for ethnic foods. 12.3% were visiting Greenford mainly for financial services, which were also highly rated by the survey (20.3% stated a good range of services as either a primary or secondary reason for liking the town centre).

The survey findings show the most frequent mode of travel to the town centre visited was walking (33.3%), or travel by bus (32.4%). These figures are each higher than the results of the borough-wide 2005-06 residents survey⁴⁴ which showed 22% walking and 25% travel by bus.

⁴³ http://www.ealing.gov.uk/ealing3/export/sites/ealingweb/services/environment/planning/planning_policy/research_information/researchdocs/west_london_retail_needs_survey/Volume4_In-Centre_Survey_Results.pdf

⁴⁴ The Topline survey results were based on responses given by 1022 Ealing residents, interviewed in Feb/March 2006.

In the in-centre survey, 54% of respondents in Southall noted the dirty/poor condition of the streets and 65% found it too crowded, however, 50% of respondents in Ealing found very little or nothing to dislike about the town centre. 34.3% of respondents liked the good shops in Greenford town centre.

In Southall and Greenford, 83% and 51% of respondents used the town centres for specialist ethnic food products. Most people in Greenford shop at a number of different ethnic retailers whilst visiting the town centre, whereas shoppers in Southall generally use one or two main ethnic stores.

The presence of larger retailers would encourage households to visit all of the town centres more often, particularly in Greenford, Hanwell and Southall. As in 2005-06, there is a need to make improvements to the appearance of the town centres in order to maintain/improve their attractiveness to shoppers and visitors.

In addition to the above surveys, the Council carried out an interim 'temperature check' in March 2007. This temperature check was used to gauge residents' views on key indicators that reflect the administration's priorities, including community safety. A fuller residents survey will be undertaken in autumn/winter 2007 and results will be reported in next year's AMR.

2. Vitality and Viability – Town Centre Health Checks

'Health Checks' were undertaken for Ealing's 5 main town centres as part of the wider West London Retail Needs Study based on the indicators set out in PPS6 and those required by the GLA. The Health checks will form an Appendix to the Study to be published in the next monitoring period.

Most of the centres had a high representation of independent retailers, and Ealing also had a good representation of national multiples. Shoppers wanted all the centres to have higher representation of multiples and larger stores. An increase in ethnic food retailing and other services, as well as successful regular and specialist markets was noted in all centres. Southall's significant role as a centre for Asian retailing is highlighted. A good range of community, leisure and other facilities and services is noted in Ealing and Greenford in particular. Hanwell was identified as having an absence of key services, such as banking.

Instances of poor environmental quality and community safety were noted in each centre. These problems were also indicated in 'Revitalising the Retail Heart of Greenford' (Nov 2006).

These issues played a part in prompting the studies commissioned by the Council in 2006/7. Council initiatives to address the safety and security concerns during the year include Controlled Drinking Zones, CCTV and improved street lighting.

The Retail Needs Study lists the 'Javelin 2006' rankings of the borough's town centres. It notes that Ealing has increased its rank position since 2005, but the borough's other main centres have fallen. In April 2006, the 'Focus' list of retailer demand shows that Ealing town centre has a similar level of interest from prospective retailers as Hammersmith, Fulham, Chiswick and Hounslow.

UDP Policy Indicators

An analysis of the use of policies in committee decisions on planning applications shows the frequency with which the policies were used. As in 2005-06, Policy 7.6 was used most frequently, reflecting the continued demand for growth in A3 uses within town centres. Policy 7.1 was cited

frequently. This seeks to protect the established shopping hierarchy of centres in the borough. Policy 7.3 was also used regularly, reflecting the need to resist loss of retail floorspace in designated frontages.

Planning applications relating to town centre commercial uses are often granted subject to a number of conditions that ensure the proposed development proceeds in accordance with the policies. Four conditions were used frequently, ie restricting hours of operation, the use of music or amplified sound, the range of uses allowed on the premises, and requiring that shop window displays are maintained. These conditions are used to protect the living conditions of nearby residents, to maintain the retail character of shopping facades, and to ensure that premises are compatible with the surrounding area.

There were 6 appeals relating to shopping and town centres policies in the monitoring period, of which 4 were allowed and 2 were dismissed. The proportion allowed is little changed from 2005/6, but there was less than half the number of appeals.

All the appeals related to loss of A1 retail floorspace to other class A uses. The two dismissed were to A2. Three of those allowed were changes to A3 and one was a change to A5).⁴⁵

All six decisions made reference to Policy 7.1 (shopping hierarchy). Policy 7.6 (Eating Drinking & Entertainment) was mentioned in four of them. Only one appeal related to a designated shopping frontage, and hence made reference to Policy 7.3 (which is to resist the loss of retail (A1) in designated frontages). The other

⁴⁵ The Use Classes (Amendment) Order 2005 defines uses A1 to A5 as follows: A1 shops; A2 financial and professional services; A3 restaurants and cafes; A4 drinking establishments and A5 hot food takeaways.

cases were in non-designated frontages in shopping centres, and hence referred to Policy 7.4. This seeks to resist change of use if there would be more than 3 non-retail units in a row.

In the 4 cases where appeals were allowed, the inspectors did not criticise the policies themselves, but commented on the absence of any indication of the appropriate maximum number or percentage of non-retail uses within retail frontages.

In the 2 dismissed appeals, the inspectors supported UDP policies. In both decisions, inspectors noted the absence of any evidence of active and sustained marketing of the units for A1 purposes before submitting the applications for change of use.

Inspectors noted the Council's clear statutorily adopted policy to protect and promote local shopping.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with.

It was recommended that all of the Shopping and Town Centres policies should be retained with the exception of policy 7.1.3. This policy restrains retail development in Ealing Town Centre. On the basis of the evidence arising from the Retail Needs Survey this restraint is no longer justified, and the policy is therefore contrary to the Council's priority for town centre regeneration.⁴⁶

⁴⁶ In September 2007, the Secretary of State directed that all Shopping & Town Centre policies must be retained.

Development Indicators

Devt 2006/7	Total m ² complete internal floorspce	floorspce (m ²) in town centre	floorspce % in town centre
Retail (A1)	3,987	2,192	55.0%
Office (B1 (a) and A2)	5,527	5,252	95.0%
Leisure (D2)	8,054	817	10.2%
Total internal Fl'rspce	17,568	8,261	47.0%

Table 7: Retail, Office, Leisure completions⁴⁷

Table 7 shows that the majority of completed retail floorspace has been within town centres. Although this is slightly lower than was achieved in 2005/06 this can be attributed to one large mixed-use development at Gypsy Corner. Though not in a town centre, this was in a local centre. It is regarded as being consistent with the shopping hierarchy, given the major increase in business and residential development in the vicinity.

There were a total of 67 completed developments within the A Use Class within this monitoring period.

Overall there was a net gain of 3260m² of Class A floorspace. (This compares with 28 completed developments in Use Class A in 2005-2006, which represented a net loss of 3847m² of floorspace.)

A total of 78 developments relating to Class A uses were approved in 2006-07. If implemented, these would result in an estimated net loss of 113m² floorspace within Use Class A. Only one application of over 1000sqm retail

floorspace was granted in the current monitoring period. The net loss in A4 is largely attributed to one development lost on appeal with the conversion of a public house to residential use.

Table 8: Completed Class A developments and net change in floorspace. 2006/7

Class	No. of completed devts	Net gain/loss in floorspace (Sqm)
A1	31	1275
A2	8	570
A3	15	652
A4	7	224
A5	6	539
Total	67	3,260

Table 9: 2006-7 Approved Class A developments and net change in floorspace.

Class	No. of approved applications	Net gain/loss in floorspace (Sqm)
A1	35	760
A2	14	785
A3	16	805
A4	7	-3157
A5	7	694
Total	79	-113

Of the total s106 monies received in 2006/07, £5,000 was allocated to fund environmental improvements to Acton town centre community and regeneration area. The s106 funding secured for other improvements in Ealing and Acton will have a positive impact on the appearance of those town centres.

The s106 funding secured in Ealing and Acton for urban design and green space improvements will benefit the appearance and safety of these areas, improve the shopping experience and encourage more visitors to the town centres.

⁴⁷ DCLG Core Output indicators 4a, 4b

Other Performance Indicators

1. Vacancies

Vacant Units	2004	2005	2006
Ealing	5%	4%	5%
Southall	4%	2%	5%
Acton	11%	9%	8%
Greenford	4%	5%	5%
Hanwell	13%	22%	10%

Vacancies in Acton and Hanwell have reduced since 2005 and Southall and Ealing have a slight increase. Greenford vacancy rate has stayed the same.

2. Business Improvement District

Over the five years 2006-11, Ealing Broadway Business Improvement District (BID), secured in March 2006, expects to raise and invest £2.3 million in the town centre. This is through a levy on local businesses, Council funding and voluntary contributions from developers and landowners. The funding is intended to help to achieve a safer, cleaner and more accessible Ealing.

3. Managing the Evening/Night-Time Economy

A case study undertaken in 2004-5 aimed to determine, in the local context, how Ealing might measure 'cumulative impact' and determine what particular indicators of 'saturation point' or carrying capacity are meaningful, in terms of managing the negative impacts of the late-night economy.⁴⁸

⁴⁸http://www.ealing.gov.uk/ealing3/export/sites/ealingweb/services/environment/licensing/new_licensing_regime/docs/cumulative_impact_october_2005.pdf

Key findings of this report identified Ealing Broadway as a 'hotspot' in relation to a range of indicators of crime and disorder. These levels of criminal activity occur in an area that has a concentration of licensed premises. The report concluded by recommending that the research be used to inform policy and practice in managing Ealing Town Centre and that an ongoing monitoring and review system of primary and secondary indicators of cumulative impact be developed.

A direct result of this study was the inclusion of a cumulative impact and special area policy in Ealing's Licensing Policy (adopted 2005). This policy aims to limit the cumulative impact experienced from licensed premises in the Central Ealing Zone.

A review of the Special Area Policy was undertaken and considered by the Regulatory Committee in October 2006. The review covered the number of licensed premises in the Central Ealing Zone ((79 in total, an increase of 3 since the last monitoring period), the incidence of crime and disorder, public nuisance and anti-social behaviour, and responses received to a consultation exercise.

The Committee noted the beneficial effects for the local community of adopting a special area policy in the Central Ealing area, and reaffirmed its support for a continuation of a special area policy within Ealing Town Centre. A panel of Members was also set up to further review the current special area policy and to consider the evidence for a possible extension of the zone into Haven Lane.

The Committee also agreed to adopt designated public place orders in the areas surrounding Oldfield Recreation Ground, Greenford Broadway and Southall Broadway and to consider an extension of the Southall Broadway

designated area, subject to further consultation.

Existing controlled drinking zones implemented in Acton, Ealing Broadway and, most recently, Hanwell (introduced in October 2006) were reported to be helping to address problems associated with street drinking in those areas.

Further to the work on cumulative impact, Ealing have been cited in the GLA Best Practice Guidance on Managing the Night Time Economy.⁴⁹ Ealing's pro-active approach to management and partnership working is outlined as best practice to help maximise the positive benefits of a diverse night-time economy.

Ealing Council as Licensing Authority has now also finalised its [Statement of Licensing Policy for Gambling](#)⁵⁰ as required under Section 349 of the Gambling Act 2005. This statement may be reviewed from time to time as circumstances dictate, but in any case must be reviewed after three years. The statement was published on 22 December 2006 timetables.

Observations and Conclusions

The shopping and town centres policies have been implemented through planning decisions as well as the commissioning of work on a number of town centre studies. The results of studies on Ealing, Acton and Southall are programmed for 2007-08 as well as regeneration work in Greenford town centre. However, there is some indication in the results of planning appeals, that there might be some further consideration of the

protection of retail frontages in the borough's shopping centres.

One indication of the success of the policies is the level of satisfaction expressed by local residents. Results of surveys within town centres confirm that it is necessary to make improvements to the appearance of the borough's town centres in order to maintain/improve their attractiveness to shoppers and visitors. This will ensure the town centres continue to serve their local communities and maintain their relative positions within the local and regional retail hierarchies. Residents' surveys will be repeated in future years and will monitor improvement in satisfaction levels.

There was an increase in retail floorspace in 2006/7, and the Council decided, in the light of new evidence, that restrictions on retail development in Ealing Town Centre should be lifted. Vacancy rates in all centres, with the exception of Hanwell, remain low.

The authority undertook town centre management initiatives in 2006/7. Its work on the management of the evening economy was cited as good practice in the London-wide guidance.

⁴⁹ <http://www.london.gov.uk/mayor/strategies/sds/docs/bgp-nite/bpg-nighttime-economy.pdf>

⁵⁰ http://www.ealing.gov.uk/ealing3/export/sites/ealingweb/services/environment/licensing/new_licensing_regime/gambling_policy/docs/gambling_policy.pdf

Topic Eight Community Facilities

OVERALL OBJECTIVE

1.8 To encourage the provision of community facilities to meet the wide-ranging needs of people living, working, studying in and visiting the borough, and to ensure that these facilities are located where they reduce the need to travel and enhance town centres.

UDP Community Facilities Policies

- 8.1 Existing Community Facilities
- 8.2 Major Developments and Community Facilities
- 8.3 Redundant Community Facilities
- 8.4 Large Scale Community Facility Development
- 8.5 Meeting Places and Places of Worship
- 8.6 Facilities for Young Children
- 8.7 Education Facilities
- 8.8 Health Care Facilities

Ealing's health inequalities strategy 2005 – 2010
Ealing Quality of Life for older people and carers 2006/16
Ealing draft Cultural Strategy 2007/12
Ealing Council Draft Property Report October 2006 Revised
New priorities: new high school in the north of the borough; improved use of Council property assets; ensure proper social infrastructure available for major developments.

Relevant UDP Sites & Areas

- 10.17 Built Sports Facilities with Community Access
- 10.21 Development Sites

Relevant London Plan Policies

- 3A.15 Protection and enhancement of social infrastructure and community facilities
- 3A.16 The voluntary and community sector
- 3A.17 Health objectives
- 3A.18 Locations for health care
- 3A.19 Medical excellence
- 3A.21 Education facilities
- 3A.22 Higher and further education
- 3A.25 Social and economic impact assessments

Relevant Supplementary Planning Guidance

- SPG7 Accessible Ealing
- SPG17 Baby Care Facilities
- SPD2 Community Facilities

Local Strategies and Priorities

Sustainable Community Strategy
Ealing Children and Young People's Plan 2006 - 2009

Context 2006-2007

Government policy continues to place an ever stronger emphasis on the need to ensure that social infrastructure is delivered alongside planned housing growth, in order to ensure that communities have all the necessary elements to be sustainable.

The Department for Communities and Local Government (DCLG) published proposed changes to planning obligations for consultation in December. This document takes forward the idea of a planning gain supplement and seeks views on detailed aspects of the new system, including the nature of developer contributions (e.g. land, built facilities or monetary). The contributions could be for education, health and other community facilities and could have major implications for the provision of community infrastructure through the planning system.

The London Healthy Urban Development Unit's 'HUDU' model and 'Watch out for Health' planning checklist (mentioned in last year's AMR) have been adopted by the NHS

Primary Care Trust (PCT). This has in turn helped to guide planning officers in considering the impact of planning decisions on the wider determinants of health in the community, and to take account of the health facility needs that may be brought about by new development. An updated HUDU model is due to be published in the next AMR period.

At the local level, the Community Facilities SPD was finally adopted in June (incorporating late requirements of the Metropolitan Police). This SPD includes a requirement for developers to prepare a Social Impact Assessment (SIA), for submission with major planning applications. Completing an SIA will require liaison with the Council and agencies such as the PCT, as well as the Ealing Community Network, which acts as an umbrella organisation for voluntary organisations in the borough.

Ealing's first Statement of Community Involvement (SCI) was adopted and has been instrumental in improving community participation in the planning process, a key aim of recent Government planning policy and guidance.

Work is progressing on Ealing's Cultural Strategy, which sets out a vision for cultural development in the borough over the next five years (2007-2012). It places culture at the heart of Ealing, as a place in the heart of west London, where everyone has the opportunity to prosper and live fulfilling lives in communities that are safe, cohesive and engaged. An Action Plan, to be written and approved by the Arts, Sport and Culture sub-group of the Local Strategic Partnership, will take stakeholders' views into account, and reflect current and planned provision in taking the strategy forward.

A number of Education developments have taken place in 2006/07. A tutorial centre at 9 Longfield Road, W5 was

sold by the Education Service and purchased at auction by a local private school on 29th November 2006.

Following completion of the new Featherstone Primary School last year, the old school site was disposed of as part of the Southall Property Strategy on 30th March 2007. Education land at Green Man Passage, W13 was also sold on this date.

Contextual Indicators

1. Population Growth

Ealing's population increased by 6.3% between 1991 and 2001. The biggest increases were seen in the 5-15, 25-44 and 45-59 age groups. Changes in the makeup of the population mean an increased demand for community facilities, which serve the needs of these age groups.

2. Community Facilities

Ealing has 13 public libraries, 23 neighbourhood halls/community centres, 3 assembly halls, 14 daycare/skills centres and 18 sports centres/facilities. There are also 5 Young Adults centres, 1 museum and 84 GP surgeries, health centres and pharmacies (Source: Ealing Draft Property Report, Oct 2006, revised).

Ealing has 91 state-run schools and nurseries. This includes 13 Children's Centres, plus additional nursery units in 59 primary schools. There are 65 primary, 12 high schools and 1 City Academy. In addition there are 6 special schools that cater for pupils with learning difficulties.

Ealing Community Network (ECN) undertook a Community Premises Needs Audit during the last quarter of 2006. This involved sending out a questionnaire to around 400 ECN member community groups to benchmark premises needs and

identify issues and barriers concerning community premises and their use.

The research highlighted some key issues, namely the poor repair of many council owned premises, premises being difficult to book and inaccessible by public transport, and the prohibitive cost of renting many premises for community activities. Planning officers must ensure that these issues are taken into account in the production of the emerging SPD on legal agreements, and when negotiating s106 agreements for individual planning applications.

Ealing Residents Survey

An Ealing residents survey was conducted in March 2007. This survey was also undertaken in 2005/06. In terms of provision of community facilities, the areas of greatest concern for Ealing residents in 2006/07 show that 'quality of the health service' is the area of greatest concern for 26% of the respondents (up 4% from the 2003/04 survey) and overall, is the 5th most concerning issue for residents. There was a significant increase in concern from 2006 for lack of provision for the elderly (up 6%) and education and homelessness (both up 3%). Crime (41%) was the main area of concern for people in the borough.

Standard of education is the area of greatest concern for 14% of respondents. Lack of recreational facilities is the area of greatest concern for 7%, down 2% from 2005/06 but up 2% from 2003/04 and 1% from 2002/03. 2007 saw a large decrease in concern about the lack of recreation facilities from council tenants. In 2006, 18% of residents in council rented accommodation were concerned about lack of recreational facilities, compared with 7% in 2007, suggesting that marked improvements have been made in this area.

2007 was the first year that concern over provision for young people was queried. Council tenants showed most concern, 20% compared with 13% of owner-occupiers.

UDP Policy Indicators

The UDP Community Facilities policies are seldom quoted in decisions on planning applications or appeals (only once in appeals in the last year).

A survey of committee **planning decisions** made in 2006/07 indicates the comparative frequency of use of policies. Policy 8.1 - Existing Community Facilities (14 occurrences), Policy 8.7 - Education Facilities (10 occurrences) and Policy 8.3 - Redundant Community Facilities (7 occurrences) are the most frequently used policies.

Policy 8.2 and 8.8 were both used 5 times. Policy 8.5 - Meeting Places and Places of Worship, and Policy 8.6 - Facilities for Young Children, have been used very infrequently (only twice and once respectively in the past year) and Policy 8.4 was not used at all in the last year (Large Scale Community Facility Development). Policy 8.4 identifies appropriate locations for large-scale community facilities and Policy 8.5 requires the Council to improve the provision of meeting places and places of worship for different communities across the borough. Policy 8.6 requires major development schemes by the Council to incorporate a range of facilities for young children and parents/carers.

A survey of **appeal** decisions revealed that only one appeal in 2006/7 related to community facilities. (There had been one in 2005/06 and two in 2004/5). The appeal was against refusal of a flatted development comprising 30 dwelling units (all affordable). The original planning application was considered in conjunction with another proposal and this appeal was linked to three others

on the same two applications. One of the main issues in this appeal was the effect on the living conditions of future occupants having regard to the provision of amenity space and community space. The Inspector judged that the proposal fell under Policy 8.3 (although reasons for refusal stated Policy 8.1), and ruled that there was no conflict with the spirit of Policy 8.3, so no reason to dismiss the appeal on this ground alone. This indicates that the Policy 8.3 remains sound. The appeal was dismissed on other grounds.

There were no **departures** advertised for applications that cited a departure from any Chapter 8 (Community Facilities) policies. However, departure applications for development at Park Club (P/1999/3785, including 1640 sqm of D1) and Hanwell Locks (P/2006/0060, including 522 sqm of D1) and (P/2006/4177, including 515 sqm of D2) all comprised an element of community development.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with. It was recommended that all of the Community Facilities policies should be retained⁵¹.

Development Indicators

Four new build D1⁵² **completions** occurred in 2006/07, resulting in an overall net gain of 1211m² (external) floorspace. There were 36 completed

⁵¹In September 2007, the Secretary of State agreed Council recommendations and directed that all Community Facilities policies be retained.

⁵²See Core Output Indicators 4a & 4b, reported in the Shopping and Town centres chapter

redevelopments, changes of use or conversions to D1/D2. The total net gain in external floorspace for D1 and D2 is 16,873 m².

Government now requires the net change to be presented as internal floorspace (estimating that the difference between gross external area and internal gross floorspace is between 2.5 and 5%). These figures (calculated by reducing the gross figure by 3.75%) are set out in the table below, alongside the 2004/05 and 2005/06 figures for comparison.

Table 11 – Completed Class D Floorspace, LBE, 2004/5, 2005/6 and 2006/07

Year	D1 m ²	D2 m ²	Total m ²
2004/05	4779	1240	6019
2005/06	3285	126	3411
2006/07	10141	6099	16240

This table shows that a significant amount of community floorspace was completed this year, more than twice as much as in 2004/05 and more than four times that completed in 2005/06.

In terms of **approvals granted**, there was an estimated net gain of 7,946m² D1 floorspace (compared with 14,483m² in 2005/06), a net gain of 1,471m² in D2 floorspace (compared with 11,253m² in 2005/06), and overall, a net gain of 9,417m² floorspace, provided all the proposals go ahead. (Note these figures have been adjusted to reflect approximate gross internal floorspace). This is a significant reduction on the 2005/06 figures.

Major completions include the redevelopment of Compton High School, Northolt Primary School/Nursery School and John Chilton School by construction of a new West London Academy, incorporating the three schools, together with associated playing fields

and sports facilities (including community use), parking, servicing and landscaping (P/2003/2567). Other completions of note include the demolition of existing gym forming part of school buildings, and construction of new detached sports hall with changing facilities at Northolt High School (P/2003/2456) and alterations to access provision at Thames Valley University (P/2004/2323).

Approvals granted and reported in last year's AMR and completed this year include the change of use from vacant night club to allow occupation by health and fitness club (Class D2) centre at Kendal Avenue, Acton (P/2005/2733) and Gypsy corner, Victoria Road (P2004/3977), which comprised 4000m² of assembly and leisure floorspace.

Major applications of note that have been granted planning approval this year include the erection of a new sports hall/gymnasium with ancillary facilities for music, drama and general teaching at Ellen Wilkinson High

School (P/2006/2983), work on which has already begun, and the change of use from light industrial use (Use Class B1) to non - residential education and training centre (Use Class D1) at School Road, Park Royal (P/2007/0357). Both of these developments will result in a gain of over 1000m² of community facility floorspace.

Section 106 - Legal Agreements

A total of £166,433 has been allocated to fund community facilities, from five new developments with sealed legal agreements. All of the funding is allocated for education purposes. Four of these applications were for residential development, and one was for mixed office/residential use. This figure makes up 37.6% of the total amount of allocated s106 funding for 2006/07. This is a much lower amount than the total s106 funding allocated for community facilities in 2005/06 (£2,058,000), and 2004/05 (£799,400).

Observations and Conclusions

Emphasis on the importance of community infrastructure to support sustainable communities continued to grow in 2006/7, at all policy levels. DCLG consulted on a proposed Planning Gain Supplement to ensure that community facilities are provided appropriately as part of new development schemes.

At the local level, implementation of the Community Facilities SPD, alongside guidance in the Council's Statement of Community Involvement, has continued to raise the profile of community facilities infrastructure, and how best to involve the community/voluntary sector in planning decisions relating to such infrastructure.

Community facilities policies were not quoted frequently in decisions made at Planning Committee in 2005/6, and a community facility policy was only quoted once in appeals determined over the year. However, where used, the UDP policies are valuable in development control and still need to be retained beyond the 'saved period', which ends in October 2007.

Developer contributions to community facilities were made in 5 sealed legal agreements and amounted to £166,428 contributing to 37.6% of the total funding allocation.

OVERALL OBJECTIVE

1.9 To provide sustainable access from homes to jobs, shops and services, and from business to business, by integrating land use and transport planning, restraining car traffic, promoting improved public transport and facilities for pedestrians and cyclists, and making freight distribution more sustainable. In addition, the Council will have regard to the impacts of international air travel from Heathrow Airport, in respect of surface access, business and employment, environmental impacts and sustainability in general.

UDP Transport Policies

- 9.1 Development, Access and Parking
- 9.2 Stations and Public Transport Interchanges
- 9.3 Major Transport Projects
- 9.4 Buses
- 9.5 Walking and Streetscape
- 9.6 Cycling
- 9.7 Accessible Transport
- 9.8 Low Car Housing and City Car Clubs
- 9.9 Highways and Traffic Management
- 9.10 Freight
- 9.11 Public Car Parks and Private (non-residential) Parking Areas

Relevant UDP Sites and Areas

- 10.1 Strategic Sites and Areas
- 10.3 Green Corridors
- 10.18 Zones for Parking Standards
- 10.19 Transport Projects
- 10.20 Road Hierarchy plus Footpaths and Cycle Routes

Relevant Supplementary Planning Guidance / Documents

- SPG20 Transport Assessments
- SPG21 Green Travel Plans
- SPG22 A40 Acton Green Corridor
- SPD3 Low car housing in CPZs
- SPD7 Car Clubs
- SPD8 Crossovers and Parking in Front Gardens

Relevant London Plan Policies

- 3C.19 Improving conditions for buses
- 3C.20 Improving conditions for walking
- 3C.21 Improving conditions for cycling

3C.22 Parking Strategy

3.C.23 Parking in Town Centres

3C.24 Freight strategy

3C.25 Rail and intermodal facilities

The Mayor's Transport Strategy**Local Strategies and Priorities**

Ealing's Local Implementation Plan
 Borough Spending Plan (for Transport)
 LBE - Marketing Cycling
New priorities – opposition to the West London Tram; removal of limitations on car parking in development; plan for more cycle routes; promote increases in public transport capacity; ensure proper transport infrastructure available for major developments.

Context 2006-2007

The Mayor's Transport Strategy sets out a programme to improve reliability and enhance capacity to meet growing needs, and to improve transport infrastructure. Following public consultation Ealing Council submitted its Local Implementation Plan relating to the Mayor's strategy, for his consideration.

Since the May 2006 election, Ealing Council and the other West London boroughs have opposed the Mayor's West London Tram Scheme. The Council has continued to support the other major strategic transport project - the CrossRail project

The Mayor published supplementary planning guidance on Land for Transport functions in October 2006.

Contextual Indicators

Modes of Travel: used by Ealing residents to visit nearest town centre – 37% bus; 23% car/van; 32% on foot; 2% by bike; 4% by train. This shows a significant increase in bus and walking use and a decrease in car travel since last year's AMR

Source: *West London Retail Needs Study 2006 – Centre Assessments*

Accidents Rates: 44 out of every 100,000 residents were in transport accidents where someone died or was seriously injured (This is a further reduction from 05/6 and 04/5, when the figures were 50 and 70 respectively).

Source: *Accsmap*

UDP Policy Indicators

Policies on Parking (9.1), Cycling (9.6), Traffic Management (9.9) and Walking and Streetscapes (9.5), were most used in planning decisions, including conditions and legal agreements during 2006/7. This shows almost no change from that of the 2005/06 results. Transport policies were in the top three most frequently used topics, with Urban Design and Housing policies.

In planning appeals, the parking policy (9.1) was quoted in 25 cases of which 7 were allowed and 18 were dismissed. The relevant figures in 2005/6 were 39, 16 and 23 respectively. The traffic management policy (9.9) was quoted in 6 cases (as it was in 2005/6). In these cases, 1 was allowed (there were two in 2005/6) and 5 were dismissed. The parking area policy (9.11) was quoted in 5 cases of which 2 were allowed and 3 were dismissed. From this we can see that far more appeals were dismissed than allowed, and that the borough's performance has improved since 2005/6. In those cases where

appeals were allowed, Inspectors did not criticise the policies in their own right.

In the 2005/6 AMR (published December 2006), there was careful consideration of the continuing value of the UDP policies. This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State as to which policies should be retained and which should be dispensed with. In the context of the new priorities of the incoming Council administration, it was recommended that the policies promoting the West London Tram (9.3, 10.1, and 10.19) and the parking standards (Transport Appendix) should be dispensed with, and that all other Transport policies should be retained⁵³.

Development Indicators

1. Parking Provision⁵⁴

There were no major development **completions** in which the parking provision exceeded the maximum provision stated in the UDP. The new internal floorspace from major non-residential development amounts to 50,976sqm. This comprises 1,954sqm class A, 14,590 in class B, 6,500 class D and 14,991 sui generis.

There was one case of a **permission** where the parking standard was exceeded. This was the decision on development at Portal Way, Gypsy Corner. The rationale for this decision was that the employee density of the project exceeded that of other employers in the area.

⁵³In September 2007, the Secretary of State directed that all Transport policies should be retained.

⁵⁴LDF Core Output Indicator 3a.

2. Public Transport Access to Residential Development⁵⁵

The major residential developments completed in Ealing in 2006/7 yielded 782 units (net). None of these were more than 30 minutes public transport time away from a GP, a hospital, a primary school, a secondary school, areas of employment and major retail centres. (Note that the housing target for 2006/7 was 650 units). The relationship between the major residential development completed in 2006/7 and the above services is shown in Figure Three overleaf.

The above statistic provides a part of the information needed in respect of the government's core output indicator. It does not include information for minor residential development completed in Ealing in 2006/7.

3. Car Club parking bays provided

Two on-street parking bays for car club use have been provided through transport budgets in Ealing. A further bay has been provided through section 106 agreement. Since 2004/05, there have been 18 projects under negotiation, with a projected increase of 46 bays by 2011.

4. S106 Agreements

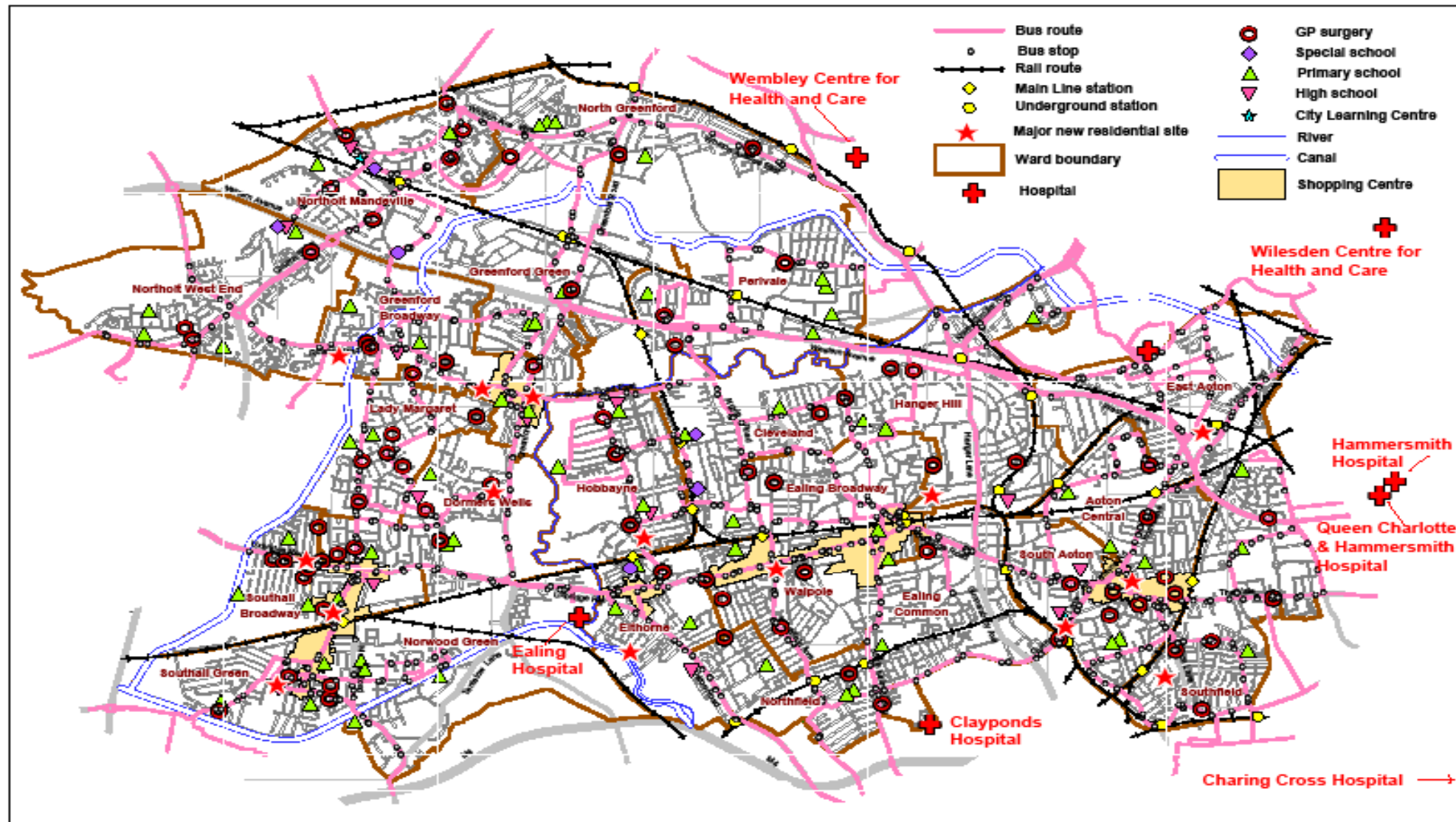
In 2006/07, there were contributions for transport in 3 of the 8 sealed legal planning agreements. This raised £80,000 for transport, accounting for 18% of total contributions gained from planning obligations. By comparison, in 2005/6, this comprised 9.7%, though it was from a much larger total.

Observations and Conclusions

Ealing's Transport Planning work takes place in the context of the Mayor of London's Transport Strategy, and the policies of the local authority. The key change has been that the incoming local authority, along with the other West London authorities, has declared its opposition to the West London Tram project. The new administration has committed to sustainable transport, but has indicated that it would allow additional car parking in development schemes where this can be justified.

The UDP transport policies were in the top three most frequently used policies in planning decisions in 2006/7. They were used successfully at appeal, and in increasing the proportion of s106 contributions made to transport, albeit from a smaller total amount.

⁵⁵ LDF Core Output Indicator 3b



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Map of Major Residential Developments with Schools, GP Surgeries, Hospitals and Shopping Centres

By: eGIS Team
 Information & Data Management
 Business Services Group
 Plot date: 2007
 AMR_Map0_Dec07

OVERALL OBJECTIVE**Legal Agreements and Partnerships**

1.10 To use legal agreements with developers to assist the best use of land and a properly planned environment as a means of ensuring that the wider planning implications of development schemes are taken into account, and where necessary to enter into partnerships with other agencies to promote appropriate development.

UDP Legal Agreements Policy

1.10 As above

Relevant London Plan Policies

6A.4 Priorities in planning obligations

6A.5 Planning obligations

Relevant Supplementary Planning Guidance / Documents

SPG 20 Sustainable transport: transport assessments

SPG 21 Sustainable transport: green travel plans

SPD 1 Affordable housing

SPD 2 Community facilities

SPD 3 Low car housing in controlled parking zones

SPD 7 Car clubs

Statement of Community Involvement for Town Planning

2005 as part of the Government's proposals for a 'Planning-gain Supplement', it seeks views on more detailed aspects of the scope of the new system. It is concerned with how planning obligations would operate if a Planning-gain Supplement was introduced.

Contextual Indicators

Data on S106 agreements and funding has been collected since 1991/92. There have been significant annual differences over the past 16 years. They range between £79k (1992/93) and £5291.5k (2000/01). This year's figure is the lowest in over 10 years.

Context 2006/7

The issue of planning gain, and the role of legal agreements under s106 of the Town and Country Planning Act 1990 (superseded by s12 of the Planning and Compulsory Purchase Act 2004) has been under review.

The Department for Communities and Local Government published 'Changes to Planning Obligations: a Planning Gain Supplement Consultation' on the 6th December 2006. This document sets out for consultation the Government's proposals for a new system of planning obligations in England. Building on the previous proposals published in December

Financial Year	Inflows in £K
1991/92	3519.1
1992/93	79.0
1993/94	949.2
1994/95	116.0
1995/96	153.7
1996/97	1021.5
1997/98	592.8
1998/99	2302.6
1999/00	587.8
2000/01	5291.5
2001/02	1228.8
2002/03	2144.7
2003/04	3165.3
2004/05	5187.3
2005/06	3304.3
2006/07	442.1
Average	1880.4

Policy and Performance Indicators

1. UDP Policy

The legal agreements policy (1.10) along with other policies in the Strategy Chapter of the UDP, is dealt with in the Strategy section of this report. It was not at issue in any appeals decided during the year. There were eight legal agreements sealed in 2006/7.

As indicated in the UDP Strategy section of the report (above), this is the sole policy in the Strategy Chapter of the UDP that needs to be retained beyond the 'saved period' for Ealing's UDP policies.

The policy maintains its robustness, notwithstanding the uncertainty around the future of planning obligations and planning gain in general. The LDS programme includes preparation of a supplementary planning document, commencing in 2006/7. This is to provide clarification in the light of government and other concerns on the matter.

The UDP policies were carefully considered in the 2005/6 AMR (published December 2006). This review was itself considered at Cabinet in March 2007, and the Council then made recommendations to the Secretary of State. Policy 1.10 was proposed for retention.⁵⁶

2. Community Involvement in Planning Agreements

There has been widespread local interest in s106 agreements and how they should operate in Ealing. This has focussed around the preparation of the Community Facilities SPD (adopted in March 2006) and the Statement of Community Involvement (prepared over the year 2005/6. The result has

been a new protocol with Ealing Community Network (an umbrella organisation for the voluntary sector in the borough) to facilitate early and continuing involvement in the deliberations around developers' contributions to the community infrastructure. The project has been recognised as an example of good practice in web-based community involvement and partnership.

3. S106 Contributions

S106 funding is allocated according to the nature of the proposed development and the impact it is anticipated to have. It is monitored in this report in relation to the UDP topics. For each development with a S106 agreement, proposed funded projects are matched against these categories. Sometimes projects cannot clearly be associated with one single category but instead relate to two or more categories (i.e. Green Space and Transport). In these cases, the funds are equally split between the categories.

A distinction is made between S106 agreements on the basis of the stage they have reached. 'Minded to Grant' (MTG) agreements are the initial stage and are usually subject to further negotiations between the Council and the investor. When this negotiation has been finalised the agreements are said to be 'sealed'. The information on s106 legal agreements in this report refers to 'sealed agreements'. These coincide with the grant of planning permission.

Table 13 below illustrates the distribution of funding across the different topic areas. An analysis of this distribution can be useful in highlighting those areas which are performing well in respect of securing monies, and those which have secured little or no contribution.

⁵⁶In September 2007, the Secretary of State agreed the recommendation and directed that policy 1.10 be retained.

Table 13 – S106 Agreements 2006-07

Legal Agreements (S106) in 2006/2007 – SEALED									
Cash Funding Expected in £000s (in total & in categories) ►									
▼ Site (Ward and Type of Development)	Total	2. Environmental Resources	3. Green Spaces & Nature Cons.	4. Urban Design	5. Housing	6. Business	7. Shopping & Town Centres	8. Community Facilities	9. Transport
1) Acton Central Railway Station, Acton (East Acton) (Residential)	30.00			30.0					
2) 226-232 Acton Lane, Chiswick, W4 5DL (Southfield) (Residential)	64.42		28.0					36.4	
3) Public House, 79 Church Road, Acton, W3 8PX (South Acton) (Residential)	5.00			2.5			2.5		
4) 17 Western Road, NW10 (East Acton) (Warehouse)	15.00								15.0
5) Sandgate House, Queens Walk, W5 (Cleveland) (Residential)	33.81							33.8	
6) Sinclair House, The Avenue, West Ealing (Ealing Broadway) (Office/Residential)	185.40		50.0	50.0				35.4	50.0
7) 217 Uxbridge Road, West Ealing, W13 (Walpole) (Residential)	39.50		19.5					5	15.0
8) Kenton House Hotel, 5 Hillcrest Road, W5 (Hanger Hill) (Residential)	69.01		13.2					55.8	
Number of cases	►	0	4	3	0	0	1	5	3
Total	£442.14	0	110.7	82.5	0	0	2.5	166.4	80.0
Percentage*	►	0.0%	25.0%	18.7%	0.0%	0.0%	0.6%	37.6%	18.1%

* = Total is 100%. Difference caused by rounding on one decimal place

The table below allows comparison between the proportions of s106 funding received in the different topic areas in 2004/5, 2005/6 and 2006/7. It will be seen that Community Facilities and Green Space have been the most significant over the last two years.

This contrasts with the high proportion allocated to Transport and to Shopping and Town Centres in 2004/5. Transport, along with Urban Design has increased in percentage terms since last year.

Table 14 Proportions of S106 funding agreed, by topic area, 2004 - 2007

Topics	2. Environmental Resources	3. Green Spaces & Nature Cons.	4. Urban Design	5. Housing	6. Business	7. Shopping & Town Centres	8. Community Facilities	9. Transport
2004/5	0.0%	13.6%	4.2%	0.0%	2.2%	17.1%	31.7%	31.3%
2005/6	2.7%	24.7%	0.6%	0.0%	0.0%	0.0%	62.3%	9.7%
2006/7	0.0%	25.0%	18.7%	0.0%	0.0%	0.6%	37.6%	18.1%

Observations and Conclusions

The inflow for 'Sealed' S106 agreements for 2006/7 is £442,100. A comparison of S106 funding collected over the years since 1991/92 to date indicates that this year's contributions are relatively small. However, the amounts secured vary significantly from year to year. The proportions of the contributions agreed across the different UDP topic areas also vary from year to year. In 2006/7, as in the previous year, the main beneficiaries are community facilities and green space.

In spite of the uncertainty surrounding the whole question of planning gain and legal agreements nationally and regionally, the UDP policy on legal agreements has remained valid. Progress has also been made locally in arrangements for community involvement in s106 agreements.

Further consideration should be given to how to ensure the most appropriate distribution of funding across the different category headings. A supplementary planning document is in preparation, which will include guidance on the types of project which should be funded, topic by topic. This will enable new initiatives in areas which have received little or no funding in the past – such as environmental resources and waste.

OVERALL OBJECTIVE

1.11 The Council will undertake and publish an annual monitoring report confirming the number of new dwellings provided in the borough, including the totals and proportions of conversions, social rented, and low cost market affordable housing, student and special needs units. It will also list the variety of type and mix of sizes of new housing, densities and car parking provided.

Context 2005/6

UDP 1.11 is the strategic policy on monitoring. The UDP strategy policies are dealt with in an earlier section of this report. At the time of producing the policy (2004), the implications of the legislation governing local development frameworks had not become clear. The relevance of the policy was reviewed in the last AMR, and Ealing Council then recommended (in March 2007) that it does not need to be retained beyond the 'saved period' for Ealing's UDP policies, ie October 2007.⁵⁷

The ODPM produced a Good Practice Guide on Local Development Framework Monitoring in March 2005. The core output indicators introduced in that document were updated in October 2005. These indicators are referred to throughout this AMR, and a summary of the borough's overall performance is included in the Introduction to the report.

Strategic Environment Assessment is the generic term used internationally to describe environmental assessment as applied to policies, plans and programmes. The European SEA Directive requires the assessment of the effects of certain plans and programmes on the environment.

⁵⁷ In September 2007, the Secretary of State agreed the recommendation and directed that policy 1.11 should not be retained.

Government Guidance was finalised in 2005/6 on a system of Sustainability Appraisal for planning, which incorporates the European Union's SEA requirements. The data made available for this process will be of vital importance in monitoring the local development framework in future years.

An Annual Monitoring Report for the London Plan aims to keep a regular and frequent check on the performance of the London Plan and its continued relevance. The report charts progress made in various policy areas of the economy, housing, transport and sustainability.

The London Development Database is designed to record the progress of planning permissions in the Greater London area as part of the process of monitoring the Spatial Development Strategy contained in London Plan.

Other Relevant Information

BVPI information - the Best Value Performance Indicators provided by local authority services to the Audit Commission.

Local Policies and Development

Sustainability Appraisal (SA)

There are particular requirements to assemble baseline data and to maintain information for the purposes of sustainability appraisal (SA) of the emerging local development documents.

The AMR is particularly useful in keeping the evidence up to date. A number of core output indicators (identified by DCLG) reported on in this annual monitoring report, which are to be the Sustainability Appraisal baseline evidence. If having collected/reviewed this baseline data new issues or problems are identified, consideration will be given to revising the SA/Plan Objectives, which were originally developed to tackle such issues/problems.

To date, Ealing's first batch of SPDs has been appraised, and these still relate to UDP policies. The focus of this AMR report has therefore been to monitor the performance of the adopted UDP.

The data collected as part of this AMR is therefore limited in judging the accuracy of the of the SA predictions for the UDP, but will be particularly relevant for forthcoming LDF development plan documents.

It has not been possible to achieve better alignment between the SA and AMR requirements in this report. However, future reports will be set out so that it is possible to see if the predictions of significant sustainability effects (outlined in the SA report) are accurate, and therefore to see if the LDD is contributing to the achievement of sustainability objectives. Moreover where mitigation/enhancement measures have been proposed as part of the SA process, this monitoring exercise will allow us to identify if these are having the desirable effect.

Other aspects of the LDF evidence base

Section four of the AMR, which follows, sets out the list of background documents undertaken and planned as part of the LDF process. These will include data which needs to be monitored on a continuing basis, to keep the evidence base up to date.

Observations and Conclusions

The government's updated 'core output indicators' (related to the Good Practice Guide on Local Development Framework Monitoring) are included comprehensively, and a summary provided in this AMR. Some further work is required to capture these indicators in their entirety, and this is planned for the next edition of the AMR.

Also in prospect, is a clearer acknowledgement of the relationship between the sustainability appraisal process and the ongoing annual monitoring process.

This more sophisticated monitoring requirement will enable the production of a stronger strategic policy on monitoring for the Local Development Framework. This will be properly oriented to spatial planning and to charting progress towards achieving sustainable communities in Ealing.

4. Creating the Framework for Future Development - March 2007

In creating a Local Development Framework (LDF), Ealing Council's initial responsibility was to produce a Local Development Scheme (LDS). The Ealing LDS was adopted in March 2005. The purpose of the LDS is to show how and when Ealing Council will produce the full range of planning documents required in its LDF.

The very first ingredients in the framework are the Council's adopted unitary development plan and supplementary planning guidance, along with the March 2005 LDS. Additional documents have been produced since that time, and will continue to be produced. These include a Statement of Community Involvement, Annual Monitoring Reports, Development Plan Documents and Supplementary Planning Documents, Sustainability Appraisals of each Local Development Document (LDD), and background documents which will inform the production of LDDs.

Effectively, the LDS provides a directory of existing planning documents in Ealing (and other relevant documents), and indicates the work that is being done to produce the additional documents necessary. It shows the timescales preparation, the way in which the work will be done and the resources needed to do it. It establishes the Council's priorities for forward planning.

The March 2005 LDS set out timetables for producing Ealing's LDF documents, and included target dates for reaching key stages in the process. The performance of the Council in achieving these targets, as at the end of March 2006, was highlighted in the AMR for 2005/6. Performance was indicated in green, amber and red, based on achievement on target, within six months of target, or more than six months of target, respectively. Four plan-making projects were 'green', two were 'amber' and one was 'red'. Ironically, the 'red' was for an update of the LDS itself. This was not completed because of changes resulting from the local election. A new administration gained control of Ealing Council, and proceeded to review LDF priorities.

Even by March 2007, a revised LDS had not been adopted (though draft revisions were displayed on the Council's web site and made available to the public). This was symptomatic of the major adjustments needed because of the new local priorities introduced following the local election. The performance of the Council in relation to the 2005 targets is indicated in the table below, but this is artificial, as by March 2007, the authority was not attempting to maintain the 2005 programme.

LDF AND RELATED DOCUMENTS – PROGRAMME AS AT MARCH 2005

	<i>Document</i>	<i>Stages</i>	<i>Target Dates*</i>
1.	The London Plan Mayor of London's Spatial Development Strategy	Published Alterations proposed Alterations published	02/04 05/05 05/08
2.	Adopted Unitary Development Plan PLAN FOR THE ENVIRONMENT	UDP Adopted Expiry of the period during which the UDP policies are saved (unless SoS approves an extension to the period)	10/04 10/07
3.	Adopted Supplementary Planning Guidance (Adopted SPG) <ul style="list-style-type: none"> • Topics • Town Centre Strategies • Sites in Acton • Sites in Ealing • Sites: Greenford/ Northolt/Perivale • Sites in Hanwell • Sites in Southall 	SPG Adopted Expiry of the period during which the associated UDP policies are saved (unless SoS approves an extension to the period)	10/04 10/07
4.	Approved Draft Supplementary Planning Guidance (Draft SPG)- <ul style="list-style-type: none"> • Topics Water, Drainage & Flooding Air Quality Affordable Housing Greening your Home Community Facilities • Areas Northolt Neighbourhood Shopping Centre • Sites in Southall 	Draft SPG approved* <i>*Modifications were made in the light of deposit consultation and approved by Council. The modified SPG have not been subject to a further deposit period, and hence have not been 'adopted'.</i> Expiry of the period during which the associated UDP policies are saved (unless SoS approves an extension to the period)	10/04 10/07
5.	Approved Draft Interim Planning Guidance <ul style="list-style-type: none"> • Greenford Hall Area 	Draft Interim Guidance approved	10/04
6.	Planning & Compulsory Purchase Act Commencement of Act, regulations, orders, circulars, government policy statements and guides	Commencement of new development planning system. Reports as required. <i>(Responses to govt consultation and identifying implications of govt publications.)</i>	09/04 10/04 & on-going
7.	Ealing's Community Strategy This and other relevant strategies are important source documents for spatial planning in Ealing.	<i>Co-ordination with the Ealing LSP Community Strategy and other strategies produced by Ealing Council and major stakeholders in the borough.</i>	On-going to 09/07 and beyond
8.	Local Development Scheme (LDS) <i>The LDS will be reviewed annually or more frequently if circumstances require this.</i>	Draft LDS Adopted LDS Draft updated LDS Adopted LDS Draft updated LDS Adopted LDS	10/04 03/05 01/06 03/06 01/07 03/07 etc

EALING PERFORMANCE IN ACHIEVING TARGETS, AS AT MARCH 2007

	<i>Performance 03/06</i>	<i>Performance 03/07</i>	<i>Comment</i>
1.	10/05 (proposed alts)	12/06 (published)	Early alterations, relating to Waste and Housing provision, were finalised as part of the Plan in December 2006. Further alterations were proposed before the end of 2006/7.
2.		03/07 (recommend- ation regarding saved policies)	Ealing's plan policies are 'saved' i.e. retain development plan status, in the LDF until October 2007. Following a review in last year's AMR, Cabinet recommended which policies should be saved in March 2007. The Council submitted this request to the Secretary of State. A direction was subsequently made on the matter.
3.		Ditto	When UDP policies cease to be saved in the LDF, the SPG relating to these policies can no longer be retained within the LDF. An extension to the life of relevant UDP policies was requested within the deadline.
4.		ditto	Where approved drafts need no further updating, they will remain in the LDF in their present form. An extension to the life of the relevant UDP policies was requested within the deadline.
5.			Policy to be reconsidered as part of the Sites Development Plan Document.
6.			Team involvement in keeping abreast of new legislation, regulations and policy. This included close liaison with the Government Office, the Mayor of London's office and the West London Boroughs (through the West London Alliance).
7.		07/06	Updated Sustainable Community Strategy approved in June 2006. In this context, the Local Strategic Partnership receives reports on the new spatial planning system, through a Sustainability Forum (to consider planning and transport policy matters and sustainability appraisal).
8.	10/04 03/05 01/06	<i>(revised draft not adopted by March 2007)</i>	Following liaison with Government Office, Mayor's Office and other boroughs, the LDS was published in March 2005. GOL subsequently confirmed the LDS programme on behalf of the Secretary of State. The programme has been under review following electoral change in May 2006, with a new administration changing LDF priorities, and responding to GOL advice on how to proceed (see 13 below)

LDF AND RELATED DOCUMENTS – PROGRAMME AS AT MARCH 2005

	<i>Document</i>	<i>Stages</i>	<i>Target Dates*</i>
9.	Annual Monitoring Report	2004/05 2005/06 2006/07	06/05 06/06 06/07 etc
10	Statement of Community Involvement	Pre-production - scoping Production Consultation and participation on draft (Analysis of) Representations on proposals Preparation & submission of SCI Examination (Analysis of) Reps on submitted SCI Pre-examination meeting Examination Receipt of binding report Adoption	04/05 06/05 08/05 10/05 10/05 11/05 01/06 02/06 03/06
11.	The Mayor of London's Sub-Regional Development Framework	Publication of Draft Response to Mayor's office Publication of final version	03/05 06/05 09/05
12	Sustainability Appraisal and Strategic Environmental Assessment	Report on approach Assembly of data	04/05 09/05
13	Development Plan Documents (DPDs) Core Strategy Waste* Site Specific Allocations Proposals Map *The Waste DPD will be undertaken with the other Ealing DPDs unless the council participates in a West London joint DPD on Waste which requires a revised timetable.	Pre-production - evidence gathering Production Issues & options prepared in consultation Participation on preferred options Analysis of representations on pref. options Preparation of Submission DPDs Submission of DPDs / Public participation Examination Analysis of) Representations on DPDs Pre-Examination Meeting Examination (completed) Receipt of binding report Adoption Monitoring and Review	09/05 12/05 03/06 06/06 12/06 02/07 06/07 07/07 11/07 04/08 06/08 ongoing
14	Supplementary Planning Documents (SPDs) – tranche one Topics • Affordable Housing (revised) • Community Facilities (revised) • Sustainable Transport (City Car Clubs, Parking Permits, Transport Tariffs, Road Adoptions) • Residential Design (including bungalows) • West London Tram Route Conservation (1): appraisals, guides, characterisation and design guides.	Pre-production - evidence gathering Production Preparation of draft SPD in consultation Public participation on draft Analyse representations and finalise SPD Adoption	06/05 09/05 11/05 01/06 03/06

EALING PERFORMANCE IN ACHIEVING TARGETS, AS AT MARCH 2007

	<i>Performance 03/06</i>	<i>Performance 03/07</i>	<i>Comment</i>
9.	06/05	12/06	Published June 2005 and then, on GOL advice (re. Planning Delivery Grant criteria) in December 2006. Locally decided to publish each December.
10.	04/05 06/05 08/05 01/06 02/06 02/06 03/06	<i>Implementation of SCI.</i>	The Statement of Community Involvement sets the standards by which Ealing Council will involve the community in the preparation, alteration and continuing review of all local development documents and development control decisions. The process for producing Ealing's statement was adopted 3 months later than the target date, in June 2006.
11.	06/05 10/05	07/06	The draft SRDF was published late, at the end of June 05. Following consultation, the document was finalised by July 2006.
12.	04/05 09/05 <i>DPD scoping report 01/06</i>	SA <i>implementation 2006/7</i>	Sustainability Appraisal was established in advance of the government's guidance being finalised.
13.	09/05 12/05 03/06	<i>Review of local priorities for LDF development plan documents</i>	Work on Ealing's DPDs began in July 2005. The Core Strategy, Sites Allocation Document and Proposals Map are to being undertaken by Ealing Council. Issues and Options for Spatial Planning (encompassing all three documents) were subject to consultation in March 06, on target. However, since election in May 06, with review of local priorities, GOL advised to issue New Issues and Options when the Council's position is clear, rather than going on to Preferred Options. New local target for this to be done in September 2007. 2005 agreement to a Joint West London DPD on Waste, endorsed in 2006/7.
14.	06/05 09/05 02/06 03/06 03/06	<i>Implementation of SPDs.</i>	The SPDs listed were taken forward for adoption by March 2006. As indicated in the first AMR, the Council (on advice from GOL) did not proceed with SPD on the Submission and Validation of Planning Applications and to take forward SPD guidance on conservation areas as part of the tranche two SPDs, when character statements have been completed. On the other hand, the Council's decided to add an SPD for the Twynford Avenue Community Open Space within the timescales for tranche one. The tranche one SPDs were adopted on target.

LDF AND RELATED DOCUMENTS – PROGRAMME AS AT MARCH 2005

	<i>Document</i>	<i>Stages</i>	<i>Target Dates*</i>
15	<p>Supplementary Planning Documents (SPDs) - tranche two</p> <p>Conservation: additional appraisals, general guidelines, characterisation and design guides, local listed buildings.</p> <p>Legal Agreements and Planning</p>	<p>Pre-production - evidence gathering</p> <p>Production Preparation of draft SPD in consultation Public participation on draft Analyse representations and finalise SPD</p> <p>Adoption</p>	<p>06/06</p> <p>09/06 11/06</p> <p>01/07 03/07</p>
16	<p>Background Reports <i>(Evidence in support of Local Development Documents)</i></p> <p>Waste - <i>Existing info and additional local research, work with WLA.</i></p> <p>Housing Need and Supply - <i>using GLA housing capacity study and local needs information</i></p> <p>Industrial and Office Development - <i>using GLA industrial land survey and office policy review</i></p> <p>Retail Need & Supply - <i>using Town centre health checks; review of designated frontages, GLA studies.</i></p> <p>Community Premises - Need and Supply</p> <p>Green Space Need and Allocations</p>	<p>Report</p> <p>Report</p> <p>Report</p> <p>Report</p> <p>Report</p> <p>Report</p>	<p>09/05</p> <p>09/05</p> <p>09/05</p> <p>09/05</p> <p>09/06</p> <p>09/06</p>
17	<p>Additional DPDs - Generic Development Control Area Action Plans Site-specific allocations Alterations to Proposals Map Potential review of SCI</p> <p>Additional SPDs on Sites & Areas</p> <ul style="list-style-type: none"> • Acton • Ealing • Greenford, Southall, Perivale • Hanwell • Southall <p>Additional background documents</p>	<p>Work scheduled for completion beyond 2007.</p>	<p>09/10</p>

EALING PERFORMANCE IN ACHIEVING TARGETS, AS AT MARCH 2007

	<i>Performance 03/06</i>	<i>Performance 03/07</i>	<i>Comment</i>
15.		12/06	As noted in relation to item 14 in the scheme, the Council is taking forward guidance on conservation areas as SPD in tranche two. However, tranche two started late because of the changes in Council priorities. It is envisaged that the two SPDs will be adopted in 2008.
16.	<div style="background-color: orange; padding: 2px;">01/06</div> <div style="background-color: orange; padding: 2px;">01/06</div> <div style="background-color: orange; padding: 2px;">01/06</div> <div style="background-color: green; padding: 2px;">09/05</div> <div style="background-color: red; padding: 2px;"></div>	Use of background documents in evidence	<p>These and other studies are being initiated in order to broaden Ealing Council's evidence base for local development documents. In addition to the 2005/6 scheduled documents, the 'Background to Issues and Options' was produced in February 2006.</p> <p>Publication of the documents programmed for 2006/7 was delayed to coincide with consultation on New Issues and Options (September 2007).</p> <p>However, there was a range of other studies initiated and undertaken during 2006/7, reflecting the new Council's priorities -</p> <ul style="list-style-type: none"> ▸ West London Retail Need Survey ▸ Town Centres work on Ealing, Greenford, Southall (inc Gas site). ▸ Park Royal (for Opportunity Area Framework). ▸ Green Man Lane Estate Regeneration study. ▸ Work with Travellers Interagency Forum. ▸ Strategic Flood Risk Assessment ▸ Reviews – parking, West London Tram, Heathrow Airport issues, CrossRail, Ealing Council's property holdings.
17.			There will be further consideration of how the range of development planning tools may be used for the benefit of the borough.

5. Issues and Actions for Future Planning

This third Annual Monitoring Report for Ealing provides a broad indication of the borough's performance in the range of development topics referred to in the adopted unitary development plan. The salient points are set out below.

Strategy – strategic integration within the local authority and the local strategic partnership gained strength in 2006/7. There were new priorities introduced to development planning, and this has set a positive context for dispensing with most of the UDP part one policies, to replace them with new objectives linked to the new Sustainable Community Strategy. Development proceeded on the 92 strategic sites in Ealing - there were permissions on nine sites, and development was completed on seven sites in 2006/7.

Environmental Resources and Waste - progress has been made on the development of the identified special opportunity sites, though, in general, there was little renewable energy or waste management capacity completed in the year. Consideration is needed on how various indicators can be monitored better.

Green Space and Natural Environment - there has been no effective loss of designated open space or natural habitat in the borough, and indeed there has been a net gain in open space associated with residential development, and the extension of allotments. Significant s106 funding has been secured for green space. Finally, further progress has been made on UDP open space projects in 2005/6.

Urban Design - these policies are the most frequently quoted in the UDP and have stood up well at planning appeals in 2006/07. As in previous years, considerable input into the design of planning applications has been made by specialists on conservation, design, access, and crime prevention. There has also been a major increase in s106 contributions for urban design initiatives since last year.

Housing - this has been a broadly successful year for housing. The policies have been used consistently in planning decisions, and development targets have been met - 100% housing built on previously developed land and a net increase of 977 units completed (target 650). The housing pipeline is healthy, and the housing trajectory indicates a clear five year supply, and the borough's ability to meet housing targets over the plan period. Only 15 new houses were permitted at below 30 units per hectare, and higher housing densities were permitted on most sites. The proportion of affordable housing was 42% (29% last year) - not yet the 50% target.

Business - there remains high demand for business use of land in Ealing, and there is a low vacancy rate. Planning permissions were granted for a net increase of

23,000 m², largely for B1 and B2 use. This could generate an additional 1,000 jobs. At the same time, 1.3 ha. of land were lost from employment use, though most was not land designated for employment.

Shopping and Town Centres - a key priority of the new administration at Ealing. The Council proposes that in the light of new evidence, restrictions on retail development in Ealing Town Centre are lifted. Vacancy rates remain low in most centres, with the highest in Hanwell, now down to 10% . UDP policies have been implemented through planning decisions and the commissioning of regeneration work in Greenford town centre and studies on a number of other town centres. The results are programmed for 2007-08.

Community Facilities - the importance of social infrastructure to support sustainable communities continued to grow in 2006/7. At the local level, the new Community Facilities SPD, alongside the Council's Statement of Community Involvement, have ensured community inputs to planning decisions relating to such infrastructure.

Transport – the key change has been that the newly elected Council, along with the other new West London authorities, has declared its opposition to the West London Tram project. The new administration has committed to sustainable transport, but has indicated that it would allow additional car parking in development schemes where this can be justified. The UDP transport policies were in the top three most frequently used policies in planning decisions in 2006/7. They were used successfully at appeal and to achieve s106 funding for transport requirements.

Legal agreements associated with planning permissions yielded a much smaller total financial contribution to development in 2006/7 than in previous years. However, work started on a supplementary planning document on planning obligations, which should improve performance in future years.

The monitoring process is increasing in sophistication, and there are proposals for more comprehensive monitoring linked to sustainability appraisal in the years ahead.

Progress in achieving the 2005 Local Development Scheme targets halted in 2006/7, as the Council reviewed its priorities. Ealing had kept close to target in 2005/6, and it is expected that performance will improve against revised targets in the coming year.

Action

In spite of successes in planning for housing and the protection of green space, improved performance is needed in affordable housing, and in wider 'green' issues relating to environmental sustainability. A particular challenge will be the realignment of planning policies for transport. Strong action is planned for promoting the borough's town centres, and to secure significant contributions from developers to tackle the impacts of proposed development. By the end of the next monitoring period, the Council will have made significant progress in its new direction, shaping a new LDF core strategy and sites allocation document.

Planning Policy & Development Advice
www.ealing.gov.uk/planpol
Ealing Council

