

**Ealing Council  
LOCAL DEVELOPMENT FRAMEWORK**

**DELIVERING  
LOCAL  
DEVELOPMENT  
2005/6**

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

**Published December 2006**



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## Performance Key

### Core Output Indicators (Department for Communities & Local Government)

These DCLG indicators are in section 3 of the AMR, 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 target dates for Ealing Council in 2005/6 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 has an up-to-date UDP, adopted in October 2004. The government has now introduced a new development plan system, based on the Planning and Compulsory Purchase Act 2004. The Council is required to prepare new development plan documents (and other documents) in a '**Local Development Framework**' over a period of three years. Initially, the UDP and supplementary planning guidance will be incorporated in the emerging local development framework, but ultimately, the UDP will be superseded by development plan documents produced on the basis of the new legislation.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. The second document to be finalised was the first Annual Monitoring Report (AMR), published in June 2005. These provide the building blocks for the Council's local development framework., and further work has also been achieved, as will be seen in this second Annual Monitoring Report for 2005/6.

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 2005/06). 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 – on UDP Policies, the Housing Trajectory, Town Centre Health Checks, and on S106 Legal Agreements.

This second AMR covers the period from 1<sup>st</sup> April 2005 until 31<sup>st</sup> March 2006. The Regulations specify that it must be submitted to the Secretary of State no later than the end of December 2005. The process is to be repeated annually. In Ealing, the target date for publication is June, but this year, on advice from the Government Office for London, the Council has decided to revert to the national target date. This is in order that Ealing officers could take account of guidance from the Department of Communities and Local Government on what indicators should be prioritised in the document.

Where appropriate, this report compares information with that published in the first AMR. As far as possible it continues with the style of the earlier AMR to facilitate comparison. However, it also contains some new approaches to data monitoring, based on advice in the government's good practice guide on Local Development Framework Monitoring<sup>1</sup>, the LDF Core Output Indicators Update in October 2005<sup>2</sup>, and the need to consider whether UDP policies need to be retained beyond the 'saved period' (ie in Ealing's case, 12<sup>th</sup> October 2007).

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

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

## 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 and its environs. The “Western Wedge” 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)<sup>3</sup>. 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

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<sup>3</sup> 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 2005, is 301,800.

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 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.



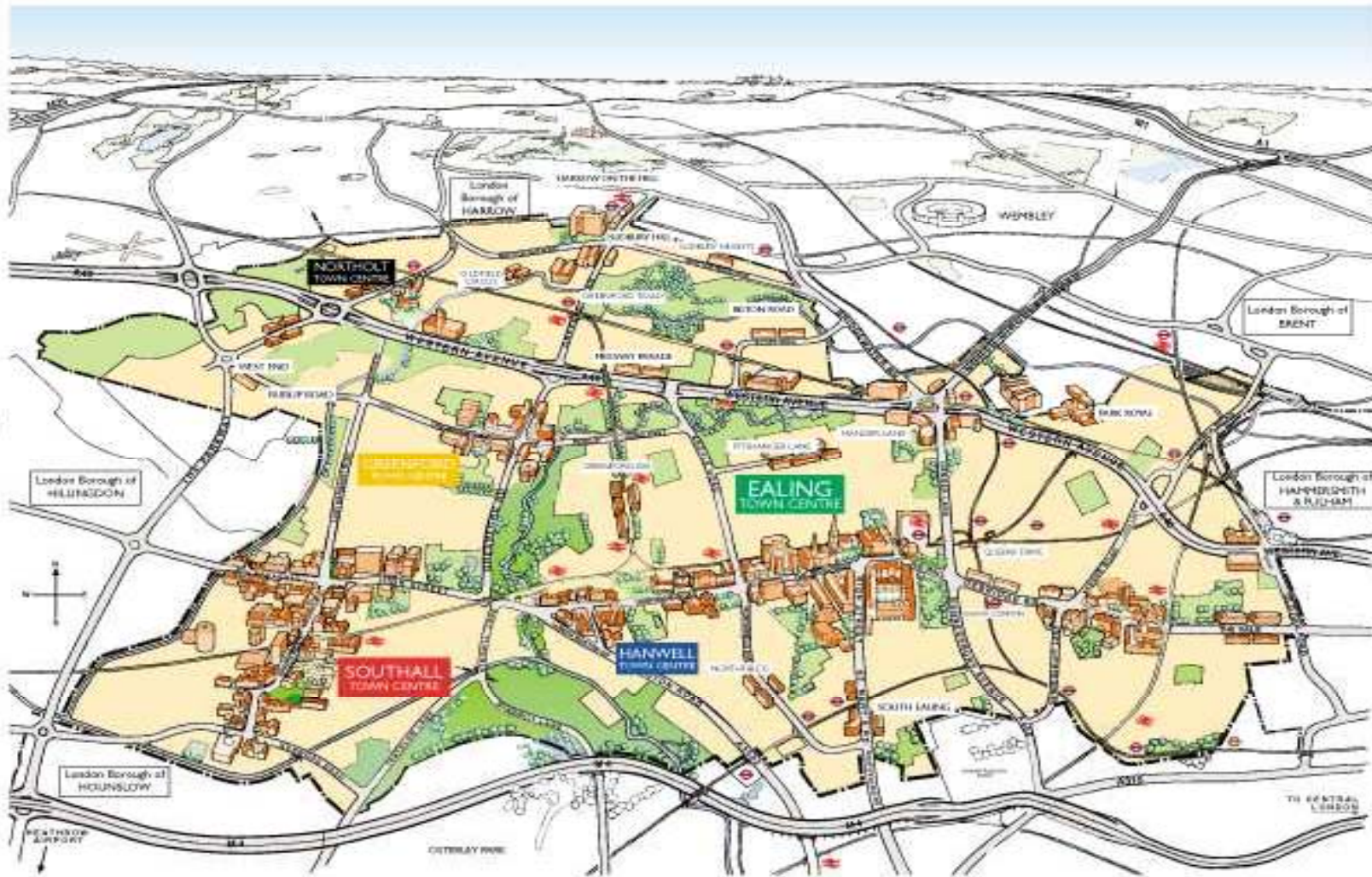


Figure 1 –Ealing in its setting

## Looking Ahead

The latest population projections from the GLA suggest that the rate of population growth will continue at an additional 1,100 p.a, with the population of Ealing increasing to 330,000 by 2021 (Table 1). This is lower than the projections reported in last year's AMR owing to ONS estimates of a short term down-turn in international net migration to London in 2002-03.

Projected numbers of households in the Borough increase by 15,000 between 2001 and 2021, a rate of 740 p.a. The GLA's projections now use the 2004 London Housing Capacity Study to distribute growth in households between the London Boroughs.

**Table 1**

<b>Population Projections 2001-2021</b>							
Ealing	2001	2006	2011	2016	2021	Change 2001-21	% Change
Population	307,276	312,316	317,401	326,675	330,048	22,772	7.4%
Households	118,262	121,818	125,477	130,724	133,046	14,784	12.5%
Source: GLA 2005 Round Demographic Projections							
Note: These projections ('Scenario 8.07') take into account results from the 2004 London Housing Capacity Study.							

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

## 3. Delivering Local Development 2005/6

### Introduction

This chapter looks at information about planning policies and development in Ealing from 1<sup>st</sup> April 2005 until 31<sup>st</sup> March 2006. 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. Last year, the report looked at the published standard conditions and reasons for refusal, and the number of times these were used as the basis for decisions, by undertaking a sample survey of decisions. This year, the data is taken from the full list of applications considered at Planning Committee, as distinct from delegated decisions. This means that the most significant cases have been considered. The data is taken from the list of policies quoted in the officer report, rather than those used in conditions and reasons for refusal. This provides a truer picture of the policies used.

In addition, the policies used at appeal are examined. The methodology is the same as last year. The report identifies the number of times that different policies are used in planning appeals, where the inspector has agreed with the local authority. These can be regarded as successful policies. The report also considers the use of policies in appeal decisions, where the inspector agreed with the appellant. The inspectors' letters were examined to see if inherent problems could be identified with any of the policies. Decisions on planning applications classified as 'departures' from the development plan were also considered, though there are very few of these.

The policies in the UDP were adopted on 12<sup>th</sup> October 2004 (shortly after the introduction of the new LDF system). The Planning and Compulsory Purchase Act 2004 indicates that these policies should be replaced by new LDF policies, but that the UDP policies are 'saved' for three years from the date of UDP adoption. If it is felt that some of the policies should be saved beyond this period, the local planning authority must get the agreement of the Secretary of State. The topic sections of the AMR include consideration of this

matter, having regard to government advice<sup>4</sup>. The local planning authority will make a recommendation to the Secretary of State by Friday 13<sup>th</sup> April 2007, so that, if the recommendation is agreed, the Secretary of State can issue a direction to save particular policies by Friday 12<sup>th</sup> October 2007.

### **Development and Performance Indicators**

This section contains information on the amounts and types of development approved and completed in each topic in 2005/06. 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 are included in topics 2 to 9 - 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.

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<sup>4</sup> 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.

### 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

The Government published proposals for improving Local Strategic Partnerships (for consultation - Dec 2005). These focus on challenges now facing LSPs, including the need to develop Local Area Agreements and to reshape community strategies into Sustainable Community Strategies. LSPs must be capable of balancing and integrating economic, social and environmental goals to deliver genuinely sustainable communities. Clearly, this work is crucial for the production of the LDF core strategy.

#### Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.21 Development Sites

In March 2006, ODPM published its Sustainable Development Action Plan, following on from the government's UK Strategy for Sustainable Development.

#### Relevant London Plan Policies: All

#### Relevant Supplementary Planning Guidance

- SPG1 Sustainability Checklist
- SPG on Development Sites

In London, the Mayor's office consulted on a draft Sub-regional development framework for West London in June. Also published were first alterations to the adopted London Plan (October 2005). These covered housing provision and waste planning.

#### Relevant Local Strategies

- Community Strategy
- Neighbourhood Renewal Strategy

Locally, the Council responded to the above strategic publications, and undertook work indicated in the local development scheme, ie Statement of Community Involvement, sustainability appraisals, a range of supplementary planning documents, background documents, and issues and options for spatial planning.

### Context 2005-2006

Following on from the the Planning and Compulsory Purchase Act (which came into force in 2004/05), Planning Policy Statements on Biodiversity and Geological Conservation (PPS9, Aug 05) and on Planning for Sustainable Waste Management (PPS10, July 05) were published. Guidance on Sustainability Appraisal was finalised in November 2005, and a companion guide to PPS9 in March 2006.

### Contextual Indicators

#### Deprivation

Ealing ranks 107<sup>th</sup> out of 354 English authorities, and 16<sup>th</sup> out of the 33 London Boroughs.  
*(as indicated in AMR 2004/5).*



### **Community Cohesion**

73% of Ealing residents think that their local area is a place where people from different backgrounds can live together harmoniously.

*(2% up on the residents' survey response in AMR 04/5)*

### **Community Involvement**

54% of Ealing residents think that they can influence decisions in their area by working together. *(10% down on the residents' response in AMR 04/5)*

### **UDP Policy Indicators**

All UDP Strategy policies are quoted in decisions on planning applications or appeals in 2005/06, except for 1.3. Policies 1.4 and 1.9 are mentioned most – with 10 references each. The Strategy policies give overall direction to each of the UDP topic chapters that follow, and are referred to less frequently than the more detailed policies in the topic chapters.

It is possible to examine the number of times that policies in each of the UDP topic chapters 2 - 9 are used in planning decisions, as an indication of how the UDP strategy is working.

An analysis of the UDP policies listed shows that urban design and housing policies are used most in planning decisions. This makes sense in that there are many applications relating to residential property, and the detailed design will be likely to be referred to in the decision. On aggregate, there is a reasonable usage of other topic policies too. The lowest usage is for policies on Business (23) and Shopping and Town Centres (20).

A similar pattern emerges from a survey of appeal decisions. Urban Design and Housing, followed by 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.

The UDP Strategy and Sites & Areas policies referred to here relate well to the community strategy, government policy and development priorities. The production of LDF strategy and sites documents mean that these policies are to be replaced by new preferred options before 12<sup>th</sup> October 2007. Hence their shelf life may not need to be extended. The exception is 1.10 on Legal Agreements, and this needs to be saved until production of the generic development plan document. It is debatable whether the development sites schedule should be saved beyond Oct 2007. This forms the basis for a whole range of adopted supplementary planning guidance, which would have reduced status if their basis in the UDP were removed.

### **Development Indicators**

The planning permissions adding to the development pipeline in 2004/05, 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 2005/6, there were permissions on sites 6, 17, 27, 30, 39, 81 (2 phases), and completions on sites 47 (2 projects), 56, 77, 81 (4 phases), 94.

### **Observations and Conclusions**

This report covers the second year since the Ealing UDP was adopted, and the first 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 policies referred to in this section do not need to be saved beyond October 2007, as by then, they may be superseded by preferred options in emerging development plan documents.

## 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 Planning Guidance

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

#### Relevant Local Strategies

- Community Strategy
- Ealing's Air Quality Strategy and Management Plan
- Ealing Contaminated Land Strategy
- Ealing Waste Strategy

#### Context 2005/6

The ODPM issued Planning Policy Statement 10 'Planning for Sustainable Waste Management' (published July 05). A consultation draft of PPS 25 'Development and Flood Risk' was also published. These update existing guidance on waste (PPG 10) and Flooding (PPG 25) respectively.

The GLA issued Draft Alterations to the London Plan on waste. This sets out capacity figures and targets for the individual sub regions. It also sets a target for land-won aggregates.

In September 2005, Westwaste finalised the West London municipal waste management strategy. In addition, West London Alliance received a reports on Evidence Base for Waste DPD in November 2005.

## 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 air quality has improved in Ealing over the last 4 years (02/03 – 05/06). Between 03/04 and 05/06 Ealing has also performed above DEFRA's urban average for this same indicator (22 days for 2005).

Source: Pollution Control/DEFRA

### Waste Recycling

1. Amount of municipal waste arising, and managed by management type, and the % each management type represents of the waste managed<sup>5</sup>

Total municipal waste arisings are 144,504.27 tonnes for the 05/06 period. In terms of how this waste is managed, 15.32% (22,138.05 tonnes) is recycled, 3.91% (5,650.11 tonnes) is composted, and the remaining 80.76% (115,993.57 tonnes) is landfilled.

Municipal waste effectively comprises household waste with a small amount of commercial waste managed by the authority. The previous AMR presented data for household waste only. Therefore figures for the 05/06 period for household waste are also provided below, so that a comparison

<sup>5</sup> DCLG Core Output Indicator 6b

can be made between the figures reported last year.

Ealing has achieved a steady increase in recycling levels for household waste, and has exceeded its BVPI target for the 05/06 period.

The amount of household waste collected has also declined, with a decline of approximately 7.57% from the previous financial year.

The percentage (3.9%) of household waste sent to composting has also increased significantly for the 05/06 period from the previous financial year (04/05 – 2.77%), although this is still below the 05/06 target (5%).

2. Percentage of Ealing residents that think that the borough's recycling facilities are excellent/good: 40%

Source: 2005/06 Ealing Residents Survey

### Aggregates:

1. Production of primary land won aggregates<sup>6</sup>

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

2. Production of secondary/recycled aggregates<sup>7</sup>

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.

## UDP Policy Indicators

Analysing the use of policies in planning decisions, appeals and departures is a useful method of

<sup>6</sup> DCLG Core Output Indicator 5a

<sup>7</sup> DCLG Core Output Indicator 5b



monitoring the effectiveness of policies in chapter 2.

When compared with other UDP chapters, the number of occasions when chapter 2 policies were quoted in planning committee decisions (28) was generally 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 do not deal with all areas. Policies such as 2.1 'Environment and Other Sustainability Impacts' and 2.9 'Energy' have a wider application, explaining their more frequent use.

There were no incidences where chapter 2 policies were referenced as the reason for a departure.

The policies in chapter two are consistent with the community strategy and the London Plan, and they are necessary in that they do not merely repeat national or London policy. In particular, they promote sustainable waste management, renewable energy and use of water resources, and they relate well to climate change issues.

Most of the policies contain development control criteria, and will not be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the policies need to be saved beyond that date.

There is one exception – policy 2.2 on special opportunity sites will be superseded by new preferred options in the core strategy and sites allocations document before October 2007. This also applies to the Strategic sites and areas in volume 2 of the UDP. It may be that an extension to the life of these policies will not be required.

## Development Indicators

In considering the completions and permissions data for chapter 2, change in floorspace for waste and mineral facilities have been monitored. 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 type<sup>8</sup>.**

In respect of both completions and permissions there were no records of change for either new or existing waste management facilities. The capacity of 'new' waste management facilities by type is zero.

No changes were recorded in respect of mineral facilities.

Data for S106 contributions were analysed to identify the amount of money secured under the heading of Environmental Resources and Waste. The types of projects which have been funded have included for example air quality monitoring. In terms of sealed agreements, as a proportion of all contributions secured, 2.7% was secured for works under the heading of 'Environmental Resources and Waste'. The amount secured was an increase over that secured for the previous financial year (£0).

## 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. In 2004/5, the checklist was completed for 19 developments. In 2005/6, 10 checklists were received from applicants and Planning Policy officers completed 22 checklists as a means of assessing applications. In cases

<sup>8</sup> DCLG Core Output Indicator 6a

where a checklist was completed by both the applicant and an officer, the score awarded by the officer has been lower, and in some cases significantly lower. One of the reasons for the discrepancy has been lack of information from the applicant, so that officers have had to assume that a proposal would score low against certain criteria. The 10 checklists completed by the applicants scored an average of 53.2. The 22 checklists completed by the policy team the overall average was 29.8. The checklist states that a score of 50 or above indicates that the scheme is broadly sustainable.

An analysis of the results has been useful in identifying how developments have performed against the 9 different criteria in the checklist. Developments have tended to score well in relative terms against the criteria headed Pollution, Built Environment and Human Activity. Last year, best results were achieved in relation to Pollution, Human Activity and Transport.

As was the case with last year's analysis, developments have tended to perform less well against the criteria for waste and community development. This seems to bear out a tentative conclusion drawn last year, that there may be some uncertainty in measuring how the proposal scores against these criteria. The suggestion of a non-material change to the SPG, explaining how the criteria could be satisfied, is expected to be in place before the end of 2006/7. Further emphasis will also be placed on fulfilling these criteria through negotiations with the applicants.

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

This indicator specifically monitors Policy 2.2 'Regeneration of Special Opportunity Sites'. There are six Special Opportunity Sites identified in the UDP.

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

- Southall Gasworks – application lodged with the Council in June 2005 for 4,500 homes, employment and, retail space. This application is still subject to negotiation.
- Atlas Road – No applications have been submitted or worked up for the redevelopment of this site.
- Glade Lane – No applications have been submitted for the redevelopment of this site.
- Grand Union Village – presently under construction.
- Southern Gateway/Gypsy Corner –redevelopment in progress (Carphone Warehouse, industrial / office units, hotels, retail and new roads and two 15-storey residential blocks).
- Greenford Station – planning application for housing on the southern edge of the site on land south of Rockware Avenue.

### **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.<sup>9</sup>**

During the period 01/04/05 to 31/03/06 the Environment Agency were notified of 30 applications, of which 10 where flooding may have been a constraint given the location of a site in a flood risk area (zones 2 and 3, or Fluvial/Tidal Flood Plain. 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

<sup>9</sup> DCLG Core Output Indicator 7

applications with potential flood risk issues is 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.<sup>10</sup>**

The renewable energy capacity installed by type for this period is zero.

This indicator monitors part 2 of Policy 2.9 'Energy'. Some applications, which have made provision for renewables, have been approved during the year. None have yet been completed and so the equipment is yet to be installed.

This figure should increase over the next year however as these developments are completed. For example, Acton High School development (reported in the last AMR) is being completed and photovoltaics are to be installed.

In 2005/6 several major applications (e.g. *South Acton Estate, Grange Primary School, Moorlands Care Home*) were approved subject to the following condition or similar:

*Details of energy efficient design and consideration of on-site equipment for renewable power generation for the buildings shall be submitted to and approved in writing by the Local Planning Authority, and the details approved shall be so implemented prior to first occupation of any of the buildings or accommodation in the development and maintained thereafter for the life of the development.*

*Reason: To ensure that the buildings are acceptable in terms of the Local Planning Authority's energy policies, in accordance with adopted Policy 2.9.*

## **Observations and Conclusions**

Ealing performs well in respect of environmental issues such as air quality, water quality and the recycling of waste. However, there is scope for further improvements. Consideration is needed on how various indicators can be monitored better – eg. data in terms of the production of secondary / recycled aggregates.

As a comparison with other UDP topic areas, environmental resources and waste policies are used infrequently in planning decisions (including appeals and departures). Nevertheless, they are important policies and need to be retained beyond the 2007 saved period.

The monitoring of completions data indicates that there were no waste or mineral facilities completed during the year. The installation of renewable energy secured as part of the planning process has been limited, although this capacity should increase as existing approvals reach completion, and as new applications come through with renewable energy facilities.

In respect of S106 contributions, as a comparison with other topic areas, the proportion secured under the heading of environmental resources and waste was relatively low, though the amount secured was an increase over the previous financial year.

<sup>10</sup> 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 Planning Guidance

- SPG1 Sustainability Checklist
- SPG9 Trees and Development Guidelines
- SPG22 A40 Acton: Green Corridor Strategy
- SPD 6 Twyford Avenue Community Open Space
- SPG on Development Sites

#### New Supplementary Planning Documents

- SPD6 Twyford Avenue Community Open Space

#### Relevant Local Strategies

- Community Strategy
- Parks and Open Space Strategy
- Ealing Allotment Strategy
- Ealing Biodiversity Action Plan

#### Context 2005-2006

In terms of national policy, 'Biodiversity & Geological Conservation' (PPS9) was published during the year, with a companion guide. It replaced PPG9 'Nature Conservation'.

GLA – review of nature conservation in Ealing, February 2006.

#### Contextual Indicators

**1. Percentage of residents satisfied ('very' or 'quite' satisfied) with the borough's provision of parks and open space: 77%. (10% up on the residents' survey response in AMR 04/5)**

Source: 2005/6 Ealing Residents Survey

## 2. Quality of Green Space in the borough (Green Flag Awards)<sup>11</sup>:

The Council retained its Green Flag awards for 2 parks totalling 21.8ha (Southall Park and Acton Park). No other parks were submitted for the award, and so the area comprises 100% of eligible open space.

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 second Green Flag Award for Southall and the third 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 Walpole/Lammas Park should also be submitted.

### UDP Policy Indicators

Chapter 3 policies were quoted 32 times in decisions on planning applications (at Committee). This was a relatively low number when compared with the highest scoring UDP chapters - Urban Design (284) and Housing (169). Policies which are relevant to site designations covering significant areas of the borough, such as MOL/Green Belt, Nature Conservation Sites were quoted more frequently (7 & 8x respectively). These references indicate 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 and 3.2 were both quoted in appeals that were dismissed. On the other hand, there were 4 appeals upheld in which policies 3.1, 3.2, 3.4 and 3.8 were quoted. In

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, two were contrary to open space policies. Duplicate applications were submitted for Twyford Abbey. The proposals involved considerable built development on Metropolitan Open Land, contrary to policy 3.1. Appeals were lodged against non-determination and refusal. Both appeals have since been withdrawn.

Chapter three policies are consistent with the community strategy & London Plan, and they do not merely repeat national or London policy. In particular, they promote green belt & biodiversity policies, along with regional and local open space priorities.

All of the policies in chapter three contain development control criteria, and cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the policies need to be saved beyond that date.

On the other hand, policies 10.1 – 10.7 give spatial expression to green space designations across the borough, and these will be taken forward in the preferred options for a core strategy and sites allocations document. Arguably, as these will be published before the 12<sup>th</sup> October 2007, it will not be necessary to extend the life of these policies.

### UDP Development Indicators

One application was **completed** during the year which resulted in a loss of open space. This was the development of 74 dwellings on part of the Liverpool Victoria Sports Ground, resulted in a loss of 10,040 sqm of former Community Open Space.

<sup>11</sup> DCLG Core Output Indicator 4c



Whilst this is a significant loss of open space, both an appeal inspector and the inspector at the UDP inquiry had agreed it. The approved project became a development site in the UDP, and hence by the time of completion, the land was no longer designated as community open space.

Both Inspectors stated that the benefits arising from the development (enabling provision of high quality sports/recreation on the site, and access to these facilities for the community) outweighed the loss of part of this site to housing.

Six applications were **approved**, which if implemented would result in a change in open space. Three of these applications would result in a total loss of 37,399 sq. m. of open space (where 'loss' figures are given these are based on the external floor area of the development). Development at Maytrees Rest Gardens would result in the loss of 37,300 sq. m. of public open space for two years, while an access road for construction traffic to Grange Primary School development site is needed. After the 2 year period the area will be reinstated as Public Open Space. A loss of 80.1 sq. m. of open space was also approved at Ridging Lane Public Open Space for the siting of 3 temporary portacabins to enable work at the nearby railway line embankment. Similarly this site will also be reinstated following the completion of these works. The third decision resulted in a loss of 19.6 sqm. In this instance the open space was not protected by an open space designation in the UDP. There was therefore no permanent loss of designated open space as a result of permissions granted during the year, reflecting the strength and robustness of the open space policies.

On the other hand, two planning decisions at Grand Union Village resulted in a gain of 1,279sqm. of open space. These applications included the provision of additional

open space/play space as part of residential developments. These gains in open space have been achieved as a result of the proactive policies in the UDP, particularly 3.5, on securing adequate play space in development.

Section 106 contributions have been made for Green Space and Nature Conservation projects in 2005/6. These have included environmental improvements such as tree planting, landscaping, canal towpath improvements, improvements to local parks and outdoor play facilities. In terms of sealed agreements, as a proportion of all contributions secured, 24.7% was secured for green space and nature conservation works. This is the 3<sup>rd</sup> largest share of monies of the 8 topic headings. However, when compared with the other topic areas, the number of cases when money was secured for green space works was much higher but the amount received in each instance was generally smaller, reflecting the nature of works which fall under this heading.

## Other Performance Indicators

### 1. Loss of Designated Open Space

As shown in the 'Development' section above, there has been no loss of designated open space through the **completion** of development, and no permanent loss through development **approvals** in 2005/6. Indeed, there has been a gain of 1,279sqm of green space from planning approvals.

**2. Loss of Nature Conservation Sites: 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.<sup>12</sup> See overleaf...**

<sup>12</sup> DCLG Core Output Indicator 8

Priority Species and Habitats are listed in the Council's Biodiversity Action Plan. Any changes will be 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 (February 06). The review recommends changes to some site boundaries (mostly to increase site area). New sites have also been identified. These changes still need to be taken forward through the LDF process in 2006/7.

### 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: work underway on the borough's major green space project.

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): on a backland site off Clitherow Avenue in Hanwell - the project is nearing completion with landscaping works well underway;

Community Open Space (Twyford Avenue Sports Ground): the preparation and adoption of a supplementary planning document.

## 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 not used frequently, but they are essential in protecting open space in Ealing. The fact that these policies have been used at all highlights the pressure to develop open space in the borough. The chapter three policies are needed for development control, and should be saved beyond the current 'saved period' of October 2007. This may not be necessary for the relevant sites and areas policies, which are to be taken forward in the LDF core strategy and sites allocation document. This will include a review of nature conservation sites.

There has been no permanent loss of designated open space in the borough, and indeed there has been a small net gain in open space associated with residential development. In respect of S106 contributions, significant funding has been secured for green space. Finally, significant 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.5 Creating an inclusive environment
- 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.

#### Relevant Local Strategies

- Sustainable Community Strategy
- 2005/06 Draft Urban Design Action Plan
- Neighbourhood Renewal Strategy
- Uxbridge Road Public Realm Strategy
- Streetscape Design Guides for 7 town centres

#### Context 2005/6

Urban design is in the spotlight this year, in terms of helping to deliver the government's agenda on sustainable communities, and housing. The government's advisor on architecture, urban design and public space (CABE) published practical advice 'Making design policy work: How to deliver good design through your local development framework' (July 05). The GLA contributed by publishing supplementary planning guidance on the London View Management Framework (April 05) and Sustainable Design and Construction. Through the Mayor's 100 Open Spaces Programme (aimed at improving 100 spaces in London), progress was



made in Ealing on improvements to Acton Town Square and the Ealing Broadway Interchange sites. Ealing's draft Urban Design Action Plan monitored progress on a number of key tasks: briefs were prepared for Dickens Yard and Southall and Acton Property Improvement Strategy sites, including Phoenix House, Acton Town Hall and Acton Oaks. The final versions of the Town Centre Streetscape Design and Liveability Guides were published. Work progressed with consultants on an urban design master plan for the South Action Neighbourhood, a key regeneration estate in the borough. Preliminary urban design work was also initiated on other regeneration projects, including the Green Man Lane Estate. The Council's Urban Design function was transferred from Regeneration into Planning in March, strengthening urban design advice in pre-application and planning process.

## Contextual Indicators

### Accessibility of Local Authority buildings

In 2005/06, 3.01% of the Council's buildings open to the public were suitable for and accessible to disabled people. The target was 20% (*The target for 2004/05 was 10%, and 1.5% was achieved*). Source: BVPI 156 Report 2005/06.

This shortfall has been addressed in the current year, with Council likely to report 49.25% accessibility for 06/07, due to substantial work on 26 sites across the borough.

## UDP Policy Indicators

As was the case in 2004/5, the UDP urban design policies are quoted the most frequently of all the policies in decisions on planning applications or appeals. This is to be expected because of the ubiquity of design issues in development control. Moreover, 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, 76 times (26.8%) in a total of 284 decisions. This is to be expected given its broad design remit. Policy 4.6, 4.7 and 4.10 are also used frequently.

A survey of appeal decisions showed that Policy 4.1 stands up relatively well in appeals, it was referred to 52 times (62.6%) in a total of 83 dismissed appeals. This is similar to last year, where Policy 4.1 was referred to 65 times (66.3%) in a total of 98 dismissed appeals. However it also features frequently in allowed appeals, 41 times (58.6%) in a total of 70 allowed. Last year the policy was quoted 20 times (69%) in a total of 29 allowed appeals, so performance is better in this respect, this year.

In an analysis of inspector's letters, of the 44 allowed appeals that referred to urban design policies, there were no identifiable instances in which the Inspectors indicated that the urban design policies were inherently 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 case officer.

The policies in chapter four are consistent with the community strategy and the London Plan, and they are necessary in that they do not merely repeat national or London policy. In particular, they promote good design in housing and regeneration projects, and sustainable design.

All of the policies in chapter four contain development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the

policies need to be saved beyond that date. The single exception is 4.8.4, which has references to conservation area designation, which will be superseded by new preferred options in the core strategy and sites allocations document before October 2007. This also applies to sites and areas 10.8 to 10.13. It may be that an extension to the life of these policies will not be required.

## Development Indicators

In an analysis of sealed s106 agreements for the year, one agreement was sealed which identified monies for urban design. This was a residential application for the South Acton Estate, and a sum of £20,000 was contributed for public art. This makes up only 0.6% of the total s106 contributions for this year.

Local concern at inappropriate roof extensions on bungalows in Greenford, and other design concerns (see below), prompted the preparation of a supplementary planning document, and submission of an article 4 direction to remove permitted development rights in the Ravenor Park area of Greenford. In spite of local support, this was not upheld, and the matter is under review.

## Other Performance Indicators

### 1. Safer Ealing

The Crime Prevention Design Advisor for the Metropolitan Police provides weekly advice on 'designing out crime' to development control planners. In 2005/06 the Advisor was consulted on 245 applications (this is less than last years figure of 301). Major residential (22.5%) (c.f 17.3% for 04/05) and minor residential (30.2%) (c.f. 17.6% for 04/05) developments made up just over half of the applications, although major business (13.1%) and minor business (22.5%) developments were also regularly consulted on, making up just over one third of the applications.

Two developments achieved a 'Secured by Design Award'. There are sixteen other applications for this award that are either virtually finished or awaiting planning permission. The Crime Prevention Advisor now regularly attends the weekly 'Development Team Approach' ie meetings providing pre-application advice on major applications.

### 2. Accessible Ealing

Over the 2005/2006 year the Development Control Service received advice on 315 planning applications from the Access Officer. This is comparable to last years figure of 308.

- 14 cases were approved, 5 deemed approval, and 5 approved subject to legal agreements – and access issues were dealt with adequately in most of these cases
- 75 cases were approved with conditions that included an access condition (i.e. to ensure compliance with access requirements)
- 70 were refused, 32 withdrawn and 2 had no further action – in many of these, the Access Officer's comments pointed out that there was poor access
- 112 were still pending at the end of March 2006.

The cases related to all types of development, though the majority were housing projects. 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. These included advice on design of the new customer service centre at Perceval House, promotion of accessible shopfronts and work on promoting a shopmobility scheme for Ealing town centre.

### 3. Conservation and Design Advice

The Conservation Officers were consulted on a total of 52 applications

during 2005/2006. The breakdown of these applications are presented in the table overleaf.

It is noted that of the 30 applications for Listed Building consent, only 3 were refused. This suggests a high level of success in implementing the listed buildings policy. As mentioned in the Context section, a Conservation and Urban Design Team was established in the Planning Service. In 2005/6 the team provided advice and support to the development control process on conservation and design issues and urban design advice; and in particular, on major strategic projects. Since the dedicated urban design advice function has been in place, urban design guidance has been sought on 82 planning applications (principally major applications).

**Table 2 – Conservation & Design Advice 2005/6 – Conservation Officer Input**

Type of Application	Decision Type	Frequency
Listed Building Consents	Approved	2
	Conditionally approved	25
	Refused	2
	Refused and enforced	1
Demolition of Listed Buildings	Approved	1
	Conditionally approved	2
	Refused	4
Conservation Area Consents	Approved	2
	Conditionally approved	8
	Refused	5

An Uxbridge Road Public Realm Strategy was also developed by the team. This project aims to translate the principles of the Ealing Streetscape design guidance into practical site-specific urban design solutions. The work identifies spaces and links with poor urban design quality and will enable Ealing Council to negotiate with developers and bid for external funding to address these issues. Work

also took place on reviewing Conservation Area appraisals and a draft Supplementary Planning Document on Conservation and Listed Buildings.

#### **4. Local Satisfaction with Design**

In order to gauge local satisfaction with urban design in the borough a short survey was prepared and circulated to members of the Development Control User Group. This group consists of 19 community representatives from Conservation Area Advisory Panels, Residents Associations, Ealing Family Housing Association, Ealing Civic Society and others.

Five responses were received, each representing the views of different resident groups or conservation panels. This amounted to a 26% response rate. The comments indicate an almost unanimous view that Ealing Council has achieved a very good standard of urban design in new development. In terms of developments in Conservation Areas, the majority of the respondents thought Ealing Council had achieved an 'average' standard of urban design. Streetscape Design and Appearance was considered to have the lowest standard, with a majority of the respondents voting 'poor' or 'very poor' for this question. The design guidance produced by Ealing Council is highly rated by the respondents, although greater clarity about what is and is not permitted in conservation areas was requested. This is an issue which will be addressed through a new conservation SPD.

#### **5. Civic Society recommendations**

A survey was also undertaken of written objections to planning applications in the borough by the Ealing Civic Society. The main issues raised by the Civic Society in their objections to individual planning applications included the following: the

design does not match the local character of the local area, risk of overdevelopment, lack of local outside space/amenities, the effect on the local environment would be too

detrimental or there was a height intrusion caused by the building.

## 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 2005/06.

The UDP policies for urban design are essential in achieving high quality development in Ealing. They are needed for development control and should be saved beyond the current 'saved period' of October 2007. This may not be needed in respect of sites and areas that are to be brought forward in the LDF preferred options for a new core strategy and sites allocations document.

As in 2004/2005, 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.

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. While this is a resource intensive process, it has already shown 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 (Draft) and Urban Design Panels (none of which have taken place this year) are carried forward. The new Urban Design Officer in Planning Services is currently reviewing the best way forward.

Systems are also being established to monitor the impact that this advice has, in terms of contributing to physical changes to development proposals.

## Topic Five Housing

### 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

#### Relevant UDP Sites & Areas

- 10.1 Strategic Sites and Areas
- 10.21 Development Sites

#### 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

#### 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
- 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

#### Relevant strategies for Housing

Ealing Community Strategy  
Ealing Housing Strategy 2004/09

#### Context 2005-2006

Draft 'PPS3: Housing' was published for consultation in December 2005, focusing on housing supply, reviews of non-residential land for new housing, densities, affordable housing, mix.

In July 2005 the GLA published the results of the 2004 Housing Capacity Study. A revised target of 915 p.a. for Ealing was included in the Draft Alterations to the London Plan, published in October 2005. The GLA also produced London Plan Supplementary Guidance on Housing in November 2005, referring particularly to densities, affordable housing, and provision of larger units.

#### Contextual Indicators

##### Affordable Housing Ratio (house price/earnings affordability ratio)

In 2004 this ratio was 10.4 (*a decrease 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 (Nov 2005). The need for affordable housing was 7 times the level of estimated new dwellings in the Borough.

## UDP Housing Indicators

The UDP Housing policies are the most frequently quoted policies in decisions on planning applications or appeals, alongside the urban design policies.

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 2005/06, accounting for 70% of all housing policy references (177 and 109 respectively).

A survey of appeal decisions revealed that housing policies were quoted in 73% of appeals that were allowed, and in 81% that were dismissed. Policies 5.5 and 5.9 were by far the most frequently quoted housing policies in appeals – 179 and 139 references respectively. There was some comment by Inspectors on density and overcrowding, one dismissal (Mount Park Road) finding an application materially in excess of the upper limit sought in UDP policy; whereas high density was allowed on appeal at Lea Road, Southall, with little acknowledgement of location. The Inspector stated: 'Quite properly the Plan explains that the acceptability of schemes will depend not on such guidance [i.e Table 5A ] but on compliance with the policies set out in

the UDP'. Criticism in another case of insufficient evidence of local demand for small units has been remedied in the Housing Needs Study.

The policies in chapter five are consistent with the community strategy and the London Plan, and they are necessary in that they do not merely repeat national or London policy. In particular, they promote housing delivery, including affordable housing, and good design in housing.

All of the policies contain development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the policies need to be saved beyond that date.

Policy 5.8 includes development control criteria, but the issue of travellers sites will be updated by new preferred options in the core strategy and sites allocations document before October 2007. It may be that an extension to the life of this part of the policy will not be required. This could also apply to 10.21, which lists development sites and areas. A consideration in this decision will be the effect on the status of the SPGs prepared for these sites.

## Development Indicators

**Table 3: Housing Completions and Permissions 2005-2006**

	Residential Units Completed (Net)	Residential Units Completed (Gross)			Affordable Units	
		New Build	Conversion/ Change of Use	Total	No.	%
Completions	637	549	152	701	187	29.4%
Permissions	2,124	682	1,927	2,609	877	33.6%

Source: Ealing Development Monitoring Database



The current target for housing completions is 650 new units p.a. This target was almost achieved in 2005/06 with 637 units recorded as completed. Large schemes completed or under construction include Grand Union Village, Southall; the conversion of offices at Bromyard House, Acton; development at Gypsy Corner; and mixed use developments in Ealing at former Marks & Spencer W13, Daniels, Waitrose, 46-50 Uxbridge Rd.

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 511 in 2004/05 to 526 in 2005/06 (Source: BV64 ).

Housing approvals totalled over 2,000 units, although one third of these superseded earlier permissions and do not represent new sites. New or revised permissions include the next phase of redevelopment of the South Acton Estate, Grand Union Village, Gypsy Corner, Cowley Road, Sinclair House in West Ealing, and Lea Road, Southall, the latter granted on appeal.

Signed s106 Agreements involved affordable housing in five instances.

## Other Performance Indicators

### 1. Ealing Housing Trajectory<sup>13</sup>

The housing trajectory (see table 4 overleaf & Annex 2) charts progress towards the housing supply target.

It is shown as 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. Identified sites include those currently under construction, those with planning permission or with permission subject

<sup>13</sup>DCLG Core Output Indicator 2a.

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). Unlike the previous Housing Capacity Study (2000), no allowance has been made for major windfall sites.

The large amount of development currently under construction accounts for the high number of completions estimated for 2006/07, with five entries exceeding 100 units (see Appendix One). Additional units p.a even out as completion rates become more notional, remaining however above the target rates 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. This is projected to decline each year until a surplus is reached – notwithstanding policy to exceed targets where possible.

### 2. Dwellings on Previously Developed Land<sup>14</sup>

The number of houses built on previously developed land ('brownfield sites') is reported as a national Best Value Performance Indicator (BV106) each quarter. Usually this is 100% for Ealing but in 2005/6, 73 units were completed on the former Liverpool-Victoria Sports Ground in Acton (See Green Space section above). Thus, the percentage for 2005/6 is 89.6%.

### 3. Housing Densities<sup>15</sup>

In 2005/06, 701 residential units were completed. 19 units (3%) were completed at less than 30 units/ha, 112 units (16%) at between 30 and 50 units/ha. The remaining 570 units (81%) were built at higher densities.

### 4. Affordable Housing<sup>15</sup>

Some 187 affordable homes were completed in Ealing in 2005/06.

<sup>14</sup> DCLG Core Output Indicator 2b.

<sup>15</sup> DCLG Core Output Indicators 2c & 2d.

This represents 29% of the total homes completed, below the target of 50%. The number of affordable homes however has been increasing:

2001	71 affordable homes completed
2002	30
2003	162
2004	134
2005	157

23 of the units in the past year were developed in one 100% affordable scheme; and 164 units as part of mixed tenure schemes. 72% were

rented and 28% intermediate sale. 125 units were 2 bedroom or over. The proportion of units with three or more bedrooms, at 4% of total units, was considerably below the SPG target of 36%.

Permission has been granted for an additional 551 affordable units at five new sites. On mixed tenure sites where 15 or more units were proposed and granted permission this year, affordable housing ranged from 37% to 75% (UDP target is 50%).

## 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 used consistently in planning decisions. However, development targets not met this year - 89% housing built on previously developed land and net increase of 637 residential units completed (targets 100% and 650 respectively).

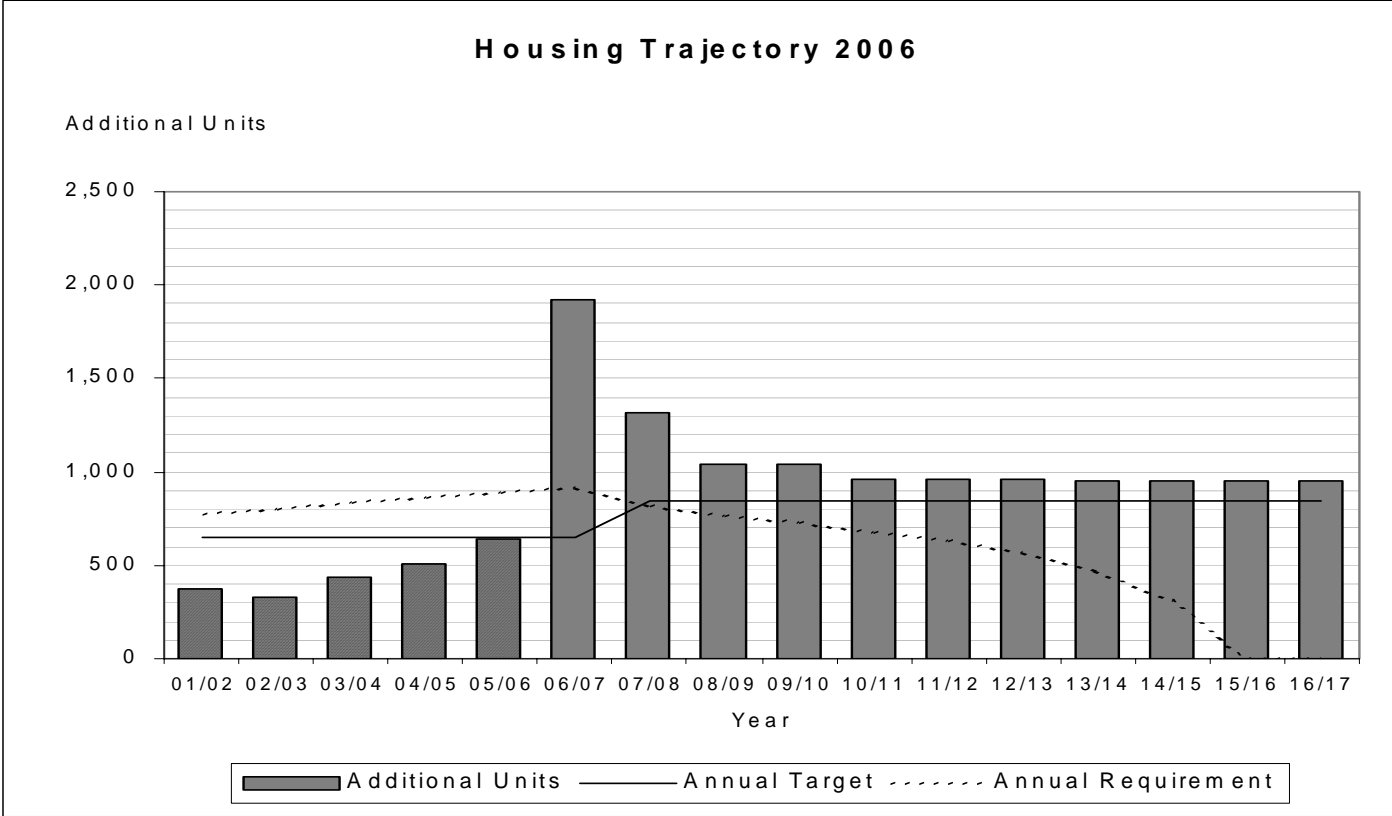
Housing pipeline is healthy - net gain of 2,609 units granted planning permission. The average proportion of affordable housing on sites above the threshold where affordable housing is required as a matter of policy was 53%, higher than the policy level of 50% and an improvement on last year's figure of 44%. The housing trajectory indicates more than is required in terms of the annual housing provision target over the plan period.

Only 19 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 - 187 completed. However, at 29% of the total, affordable housing is lagging behind the 50% target. The split between social rented and intermediate tenures approximates to 70:30 policy guidance.

These comprise good results in some areas, in overall provision, densities, and proportion of affordable achieved on individual sites - but there is still a need to improve total volume of affordable housing and numbers of larger dwellings.



**Graph and Table 4**  
**Housing Trajectory**



Housing Trajectory (DCLG Core output indicator 2a)	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	437	509	637	1,918	1,320	1,043	1,043	957	957	957	953	953	952	953	14,299
Annual Target	650	650	650	650	650	650	848	848	848	848	848	848	848	848	848	848	12,380
Cumulative completions	378	711	1,148	1,657	2,294	4,212	5,533	6,575	7,618	8,575	9,532	10,489	11,441	12,394	13,346	14,299	
Requirement	774	800	834	864	894	917	817	761	726	680	634	570	473	313	-50	-1,064	
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

**Relevant Local Strategies**

- Community Strategy
- Neighbourhood Renewal Strategy
- Draft Economic Development Strategy

**Context 2005/6**

Consultation on a draft Sub Regional Development Framework for West London was carried out by the GLA, identifying boundaries of Strategic Employment Locations; and work started on an Opportunity Area Framework for Park Royal. 'Managing the Release of Employment Land in West London for Non-Employment Uses' was reported to WLA in March 2006 and suggested that the sub-regional target had already been exceeded.

An LDF background report 'Industrial and Office Development' incorporating Ealing's Employment Land Review, was published in January 2006. The strategic policy limiting release of employment land was endorsed.

Consultations on a draft Ealing Economic Strategy were carried out.

**Contextual Indicators****1. Employment Structure**

The employment structure in Ealing is changing. The largest sector, business and financial services, comprising about one-fifth of total jobs, 25,800 out of 113,700, had declined between 2002 and 2004. Employment in the distribution sector increased. Manufacturing remained stable over those two years and accounted for one in ten jobs in the borough.

Source: Nomis

## 2. Unemployment

Figures for unemployment in March 2006 (numbers of claimants) put the unemployment rate in Ealing at 4.1%, an increase since March 2005 (3.9%). Over 6,000 people were unemployed. The percentage of young people (16-24) unemployed had increased from 8.8% to 11.2%. 13% of all unemployed had been unemployed for over one year, compared with 15% in the previous year.

Higher rates of unemployment were recorded in the borough's Community Regeneration Areas. Southall Broadway ward experienced the highest rate at 7.3%. In Northolt West End the unemployment rate was 6.6%, and South Acton also had a high rate at 6.2%.

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 2005/06 revealed that business policies were used in 12 out of 75 decisions. Policy 6.1 on retaining employment land was most frequently used, with 10 references, and policies 6.2, 6.4, and 6.5 received 3-4 references each. One refusal referred to Policy 6.7 on hotel development.

Eight appeal decisions received in 2005-06, out of a total of 83, made reference to Business Policies in the UDP. Six of these appeals were allowed, only two were dismissed. The policies most often referred to were 6.1 on land supply, 6.2 on office development, and 6.4 on Major Employment Locations. In most cases initial refusal was on grounds of access or amenity, but one decision notice referred to 'employment site'

designation as inappropriate (Adelaide Road), and another that loss of B1 in Park Royal (temporary) was justified by lack of loading space, decline in demand for industrial land, and provision of alternative employment (D1 use).

One departure from the policies was notified over the year, at 57-61 Lea Road, Southall. This involved demolition of a derelict factory building on the designated Adelaide Road Employment Site and replacement by 65 flats and six live/work units. The application had been allowed on appeal.

The pressure on sites designated as Employment Sites and Major Employment Locations has continued, with a number of pre-applications relating to residential developments on employment land. Applications to build housing on employment land have been refused at Cambridge Yard W7, Nash House NW10, Manor Works W13, Trumpers Way W7, and Lea Road, Southall (see note on departures above)

Almost all of the policy content in chapter six comprises development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the policies need to be saved beyond that date.

Policies 6.1 and 6.2 also include material on land supply for business and office development, which will be updated by new preferred options in the core strategy and sites allocations document before October 2007. It may be that an extension to the life of this part of the policy content will not be required. This could also apply to sites and areas, including 10.21 on development sites and areas. A consideration in this decision will be the effect on the status of the SPGs prepared for these sites.

## Development Indicators

### Floorspace developed for Employment\*

<b>Table 5 – Amount of Business floorspace by type and area 2005-06</b>						
	B1(a)	B1(b)	B1(c)	B2	B8	Total
Total	5,237	0	958	1,672	11,949	19,816
Employment site	5,004	0	958	1,662	11,949	19,573
Regeneration Area	970	0	0	971	4,603	6,544
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.

\* DCLG Core Output Indicator 1a, 1b, 1c.

<b>Table 6: Indicative Changes in Employment</b>			
Use	B1	B2	B8
m <sup>2</sup> /worker*	17.9	31.8	40.1
Additional Floorspace (m <sup>2</sup> )	15,635	5,451	1,454
No. of Jobs	873	171	36

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

**Employment Land<sup>16</sup>**  
 491 ha. of land in the Borough were designated as Major Employment Locations or Employment Sites in the UDP, 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 0.05 ha.

Nearly 20,000 sq.m of employment floorspace were completed in 2005-06 (Table 1); 60% of this was for warehousing use, and 26% office use. All of this development took place on previously developed land, 99% on sites designated for employment use in the UDP, but only one third in Ealing's regeneration areas.

2.4 ha. of land were lost from employment use (B1/B2/B8), including replacement by a care home in Greenford, and temporary bus parking

in Park Royal. Only 14% (0.3 ha) of this was lost from designated employment sites. 29% (0.7 ha) went to housing, creating an additional 54 residential units. Regeneration areas lost 0.8 ha of employment land (33% of total lost), including 0.4 ha from employment use to housing.<sup>17</sup>

Planning permissions granted during the year would create a net addition of 22,500 sq.m of employment floorspace, 69% for office/light industry, 24% general industry, and 6% storage and distribution. This could generate 1,080 jobs (Table 2). Major office permissions were renewed, or reserved matters approved, at Bollo Lane and West Gate; and B1 units as part of mixed use schemes were approved at Cowley Road W3 and Sinclair House W13. There was one instance of s106 Agreement providing B2 units at peppercorn rent.

<sup>16</sup> DCLG Core Output Indicator 1d

<sup>17</sup> DCLG Core Output Indicator 1e, 1f.

## Vacant Premises and Land

The latest survey (March-May 2005) of Major Employment Locations and Employment Sites indicated that there were 175,108 m<sup>2</sup> 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 m<sup>2</sup> vacant) the amount is not considered excessive.

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

Figures from West London Business (May 2005) indicated that 29,229 m<sup>2</sup> 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. Three quarters of appeals making use of employment policies were allowed, but mostly on other grounds. A departure from policy which was allowed on appeal, involved redevelopment of a factory site, in an area of poor access in Southall, for housing. Ealing Council has published an employment land review which will add to its evidence base, but further analysis of Inspectors' appeal decisions will need to be undertaken.

It is important to retain the policies for development control purposes, while working on new spatial policies. This means requesting an extension of the shelf life of UDP employment policies beyond the 'saved period' which ends on the 12<sup>th</sup> October 2007.

Ealing Council has been preparing an Economic Regeneration 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.

An increase of 20,000 m<sup>2</sup> industrial floorspace was completed, involving new floorspace in all sectors, particularly warehousing and offices.

Planning permissions were granted for a net increase of 22,500 m<sup>2</sup>, largely for B1 use but also for general industry. This could generate an additional 1,000 jobs.

2.4 ha. were lost from employment use, one third 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 Report

Shopping and Town Centres

### Context 2005/6

In March 2005, the ODPM published Planning Policy Statement 6 (PPS6) which sets out the Government's policy on town centres. The key objective is to promote the vitality and viability of town centres by planning for the growth and development of existing centres; and promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

The ODPM has also updated the Use Classes Order, adding additional categories of uses to reflect changes in town centre uses and the importance of the night-time economy<sup>18</sup>.

The GLA have produced two retail studies, 'Comparison Goods Floorspace Need in London' (Sept 2004) and 'Convenience Goods Floorspace Need in London' (May 2005). These studies present a comprehensive picture of current and future retail floorspace needs throughout London.

The GLA subsequently produced the draft Sub-Regional Development Framework for West London (2005), to provide guidance on implementation of the London Plan policies at a sub-

<sup>18</sup> 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.

regional level. In relation to town centres and retailing, it recommended that boroughs undertake local retail needs assessments, to determine both quantitative and qualitative needs.

The draft SRDF and findings of the GLA retail studies have informed the Council's own Shopping and Town Centres LDF background report, which was published in Sept 2005. It assesses both qualitative and quantitative need for additional development in the borough. Demand for retail and leisure floorspace is considered and estimates for meeting this demand are provided according to various scenarios. The report highlights that further research is required to accurately determine demand and capacity at a centre level. This information will help in identifying sites where such growth could be accommodated, taking into account the strengthening and regeneration of existing centres and addressing deficiencies in the town centre network.

In the light of the above, the Council has commissioned a Retail Needs Study in the current year (2006) to look at capacity for new retail floorspace in the borough's main town centres. The study will include an assessment of and need for leisure provision and updated town centre Health Checks. The findings of the study will inform the Council's 'preferred options' for development in the borough.

Town Centre Strategies adopted as SPG in October 2004 for the five main town centres in Ealing were prepared by Council officers with key town centre partners, and set out a 10-year plan for improvements to the town centre. Specific aims for each town centre were described, with goals, actions and indicators. Whilst these documents are still currently valid, they are each intended to be updated as SPDs as part of the LDF process during 2007.

The Annual Town Centre Health Checks were carried out in 2005. This comprises a regular survey required by the GLA that looks at the health of town centres in each London Borough. A survey was undertaken of all retail units in each town centre, and statistics provided about floorspace, offices, education, health and community facilities, markets and shopping trends, town centre capacity, shopping yields and rents, parking facilities, shopmobility, pedestrian flows, as well as town centre management, accidents and crime.

A comparative analysis study 'Ealing Town Centres Update Report, 2000-2004 Health Check Comparison and Strategy Progress Update' was published in Sept 2005. It examines the performance of the seven main town centres in the borough over this period and summarises key achievements. These include: a general improvement in performance; an increase in the number of retail units in all centres (except Greenford); reductions in vacancy rates; identification of 65 development opportunity sites in town centres; introduction of shopfront improvement schemes and design guidelines; investment in CCTV and measures to improve accessibility and continued partnership working.

The report also sets out broad actions for each of the town centres for 2006-2009, taking into account the challenges of a growing night-time economy and legislation that has enabled the establishment of Business Improvement Districts (BIDs.)

The 2005 Health Checks were subsequently undertaken and the results are attached at Annex Three.



## Contextual Indicators

### 1. Satisfaction with Town Centres

A residents survey was undertaken in early 2006<sup>19</sup>, which included questions on satisfaction with the range of different types of shops, of various services, and attractiveness of the town centre most visited. The results show that the town centres visited most often were: Ealing Broadway/West Ealing (52%), then Greenford (10%), Acton/Southall (8%), Hanwell (2%) and Northolt (1%) (Question 7).

The most frequent mode of travel to the town centre visited was by car/van (33%), then bus (25%). 22% of respondents walked to the town centre and underground or overland trains were each only used by 2% of the respondents (Question 8).

Satisfaction with services in the town centre most visited are summarised below:

Range of High Street shops	74%
Range of Food Shops	77%
Range of non-food shops	73%
Provision of libraries	76%
Provision of banks and building societies	90%
Provision of services eg solicitors	68%
Facilities for pedestrians eg benches	77%
Attractiveness of town centre	67%
General upkeep and cleanliness of town centre	66%
Provision of parks and open spaces	77%

Source:  
Question 10. Ealing Residents Panel  
Topline Survey 2006

This highlights that within the town centre most visited, the range of shops and provision of parks/open spaces is generally considered satisfactory.

<sup>19</sup> The recent Topline survey results reflect responses given by 1022 Ealing residents, interviewed in Feb/March 2006.

However, there is the need to make improvements to the appearance of the town centres in order to maintain/improve their attractiveness to shoppers and visitors.

### 2. Vitality and Viability – Town Centre Health Checks 2005

For most of Ealing's town centres, the town centre health checks show that vitality and viability are good (based on a range of indicators, see Annex 3 for the Town Centre Health Check data). In Hanwell and Northolt, there is a need for action to increase the vitality and viability if these centres are to continue to serve their local communities. Careful management of all town centres is required, focusing on improving levels of customer satisfaction, particularly in relation to the appearance of centres with lower ratings.

## 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. Policy 7.6 was used most frequently, reflecting the continued demand for growth in A3 uses within town centres. Policy 7.3 was also regularly cited, reflecting the need to resist loss of retail floorspace in designated frontages.

Planning applications are often granted subject to a number of conditions that ensure the proposed development proceeds in accordance with the policies. There are 4 standard conditions that are frequently used in respect of the policies in this section, relating to hours of operation, restricting music or amplified sound, restricting the use of the premises and maintaining shop displays. 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.



Appeals are often made when the Council refuses planning applications. There were a total of 15 appeals relating to shopping and town centres in the monitoring period, of which 8 were allowed and 7 were dismissed. Whilst the number of appeals has almost doubled since 2004-5, the proportion allowed/dismissed has remained the same.

Nine appeal decisions referred to Policy 7.3 (Designated Shopping Frontages), which seeks to resist the loss of retail (A1) floorspace and six decisions made reference to Policy 7.6 (Eating Drinking and Entertainment) which highlights the criteria to be taken into account when assessing applications for such uses.

In the 8 cases where appeals were allowed, the inspector did not criticise the policy itself, but rather disagreed with the application of the policy, and the anticipated outcome of the proposed development. However, in one decision the inspector highlighted that in relation to Policy 7.3, there is no guidance on how the balance is to be struck between the provision of shops and other services. He also commented on the absence in the UDP of a policy which sets out number or percentage limits on non-retail uses within continuous frontages<sup>20</sup>.

This would have assisted the Council to defend its position in relation to arguments regarding vitality/viability.

In the 7 appeals relating to loss of retail units which were dismissed, the inspector's decisions have generally supported policies seeking to protect vitality and viability. The Council was noted to have a clear statutorily adopted policy to protect local shopping and where appropriate to encourage vitality and retail activity in existing local parades.

<sup>20</sup> Appeal at 49 The Broadway, ref P/2004/0145, change of use from A1 to amusement centre.

In 2004-5: 75% of the appeals related to applications for changes of use from A1 (shops) to A2 (financial and professional services) and A3 (food and drink) uses. In 2005-6 6 out of the 15 appeals were for change of use from A1 to other class A uses, i.e. 40%.

Almost all of the policy content in chapter seven comprises development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. Hence, the policies need to be saved beyond that date. The only exception is in 7.1, which is about the spatial distribution of shopping centres. This will be taken forward in new preferred options for a core strategy and sites allocations document before October 2007. It may be that an extension to this policy content will not be required. This could also apply to sites and areas policies, including 10.21 on development sites. A consideration in this decision will be the effect on the status of the SPGs prepared for sites.

## Development Indicators

Table 8: Retail, Office, Leisure completions<sup>21</sup>

Type of devt	Total m2 completed internal floorspace	m2 within town centre	% within town centre
Retail (A1)	1,182m2	738m2	62.4%
Office (B1 (a) and A2)	6,481m2	235m2	3.6%
Leisure (D2)	126m2	0m2	0%
<b>Total internal Floor-space</b>	<b>7789m2</b>	<b>973m2</b>	<b>12.5%</b>

<sup>21</sup> DCLG Core Output indicators 4a, 4b

The above table shows that the majority of completed retail floorspace has been within town centres. It is intended that this % figure will increase further, by guiding future retail development to town centres in accordance with national, regional and UDP policies on retailing and promotion of sustainable communities.

<b>Table 9 2005-6 Completed Class A developments and net change in floorspace.</b>		
Class	No. of completed devts	Net gain/loss in floorspace (Sq m)
A1	14	-2,275
A2	4	-2,127
A3	9	492
A4	1	110
A5	0	-47
<b>Total</b>	<b>28</b>	<b>-3,847</b>

There were a total of 28 completed developments within the A Use Class within this monitoring period. Overall there was a net loss of 3,847 m<sup>2</sup> of floorspace. (This compares with 30 completed developments in Use Class A in 2004-2005, which represented a net loss of 401m<sup>2</sup> of floorspace.)

The potential overall loss of floorspace from completions in 2005-2006 is shown in the table below. This comprised a net loss of 2,274m<sup>2</sup> of A1 floorspace and 2,127m<sup>2</sup> of A2 floorspace, and net gains of 492m<sup>2</sup> of A3 and 110 m<sup>2</sup> of A4 floorspace. 47m<sup>2</sup> of A5 floorspace was also lost.

In terms of approvals, there were a total of 59 developments given approval in the A Use Class within the monitoring period. This would result in an estimated net gain of 11,652m<sup>2</sup> floorspace within Use Class A, should all the approved schemes be implemented. The net gain in approved floorspace is only slightly less than that reported in 2004-2005 (13,605sqm).

The following table shows that at 6,440m<sup>2</sup>, the significant majority of the 2005-2006 approved floorspace is within A1( retail) use class. The remainder of the approved floorspace comprises 1,136m<sup>2</sup> within A2 use, 3,416m<sup>2</sup> A3 floorspace, 302m<sup>2</sup> A4 floorspace and 358m<sup>2</sup> A5 floorspace.

<b>Table 10 2005-6 Approved Class A developments and net change in floorspace.</b>		
Class	No. of approved applications	Net gain/loss in floorspace (Sq m)
A1	27	6,440
A2	7	1,136
A3	14	3,416
A4	5	302
A5	6	358
<b>Total</b>	<b>59</b>	<b>11,652</b>

In contrast to 2004-5, there were no applications granted for retail development over 1,000m<sup>2</sup> in the current monitoring period. Of the five approvals granted for retail developments over 1,000m<sup>2</sup> in 2004-2005, Waitrose West Ealing has been completed within the 2005-2006 monitoring period.

#### **Section 106 - Legal Agreements**

Whilst no direct funding was allocated to fund improvements to shopping and town centres in 2005/2006, s106 funding for other improvements will have a positive impact on the appearance of Town Centres. Funding secured for urban design and green space improvements will benefit the appearance of these areas, improve the shopping experience and encourage more visitors to the town centres.

## Other Performance Indicators

### 1. Vacancies

**Table 11: Town Centre Vacancies**

Vacant Units	2000	2004	2005
Ealing	4%	5%	4%
Southall	4%	4%	2%
Acton	13%	11%	9%
Greenford	4%	4%	5%
Hanwell	18%	13%	22%

Vacancies in Ealing, Southall and Acton have all reduced since 2004 and Greenford has a slight increase. The increase in vacancies in Hanwell may be due to the refitting/redevelopment of a number of existing shop units at the time of the survey.

### 2. Town Centre Health Check 2005

A survey and report on the health of Ealing's town centres was completed in 2005, looking at retail outlets and floorspace, offices, education, health and community facilities, markets and shopping trends, town centre capacity, shopping yields and rents, parking facilities, shopmobility, pedestrian flows, as well as town centre management, accidents and crime. A summary of the findings can be found in **Annex 3**. Of note are the additional Health facilities provided in town centres since last reporting year; 4 in Ealing and 2 in Southall.

The town centre Health Checks for 2006 will be undertaken as part of the Retail Needs Study, to be commissioned in Autumn 2006.

### 3. Town Centres - Resident Survey

This survey confirmed that shopping is the main activity that draws residents into the town centres in the borough. Just over half of the residents (52%) visited a town centre for their 'main shop' in a week and the same percentage for a 'top-up shop'. The main issues that residents were concerned about across the borough

involved the amount of litter, vandalism and graffiti. It was found that for the majority of town centres (with the exception of Ealing), most residents would like to see an increased range of high street 'multiples' and improved appearance of the town centres.

Source: 'Ealing Town Centres Health Check', (RaMP) Ealing Council, Feb/March 2006

### 4. Managing the Night-Time Economy - Ealing Town Centre

This 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.

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, 67 in total in 2004-5. This has risen to 76 in 2005-6. 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 in the Central Ealing Zone from licensed premises.

A review of the Special Area Policy was undertaken and reported to Cabinet in October 2006. The outcome of this review will be reported in next year's AMR.

## Observations and Conclusions

The shopping and town centres policies have been implemented through planning decisions as well as the production and implementation of various town centre strategies.

One indication of the success of the policies is the level of satisfaction expressed by local residents. Whilst the range of shops and provision of parks/open spaces within town centres is generally considered satisfactory, results of various surveys 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. It is clear that the development control policies need to be retained beyond the 'saved period' of October 2007.

While approvals for A1 development last year showed an anticipated increase in net A1 floorspace, the actual completions for the current monitoring year show a net loss. This suggests that not all previous approvals were given effect to this year, and that in the coming years we should hopefully see a gain in the amount of A1 floorspace completed.

The majority of approvals within Use Class A were for A1 retail uses, both in terms of number and floorspace. There was a notable net gain of approved floorspace for A3 uses also. This may indicate that further strengthening is needed to the policies that seek to resist such changes. The cumulative impact of A3-5 uses must be carefully managed. In order to maintain and enhance the vitality and viability of the town centres, it is important that the majority of retail development future applications is encouraged to locate within the town centres.

Annual surveys of retail units in the town centres are proposed. This would allow specific trends and patterns of implemented uses to be observed more accurately.

The Council has commissioned a Retail Needs Study in 2006 to look at capacity for new retail floorspace in the borough's main town centres. The study will also include an assessment of and need for leisure provision in the town centres, and updated Health Checks. This study will inform the Council's preferred options for development in the borough.

## 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

#### 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

#### Relevant Strategies for Community Facilities

Community Strategy  
Ealing draft Cultural Strategy  
Draft Property Strategy, including the Southall and Acton Property Improvement Strategies.

#### Context 2005-2006

In recent years government policy has placed a much 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. At the London level, the recently established Healthy Urban Development Unit (HUDU) based in the NHS, has been very active in promoting the links between planning and public health. The Unit has developed a 'Watch out for Health' planning checklist, to consider the impact of planning decisions on the wider determinants of health, and a S106 model, to assist local planning authorities to take account of health facilities needs. The 'HUDU model' enables the appropriate level of developer contribution for health services and facilities to be calculated for any given housing proposal.

At the local level, the Council prepared a draft Property Strategy and sub-strategies, to rationalise the use/management of Council assets, including a number of community buildings. A community facilities SPD was prepared, replacing the draft SPG. 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 which are involved in the delivery of community facilities, as well as consultation with the Ealing Community Network, who

act as an umbrella organisation for a number of voluntary organisations in the borough. Work has begun on a pilot liaison process between voluntary organisations and ECN, to advise on the implications of major planning applications for local community infrastructure. Ealing's first Statement of Community Involvement was prepared in consultation with local groups and agencies. The SCI includes new procedures and standards for community involvement in planning in the borough, including in particular, involvement in S106 agreements.

### **Education**

A number of developments in land ownership have taken place in 2005/2006 as part of our second schools PFI scheme.

At Acton High School, land at Heathfield Gardens park was taken to improve entrance security to the new school, in exchange for school land to create a larger park adjacent to Heathfield Gardens. The Council have also committed funds to improving landscaping and play facilities in the new park.

The new Featherstone Primary School was completed (opening on its new site on Western Road in September 2006). It's intended that the old Featherstone Primary School site will be disposed of as part of the Southall Property Strategy.

## **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 12 public libraries, 23 neighbourhood community centres, 3 halls, 6 indoor sports centres, 4 public swimming pools and 2 outdoor sports arenas. There are also 10 youth centres/services and 84 GP surgeries, health centres and pharmacies.

Source: Ealing Property Strategy

Ealing has 10 Children's Centres, plus additional nursery units in 56 of its infant and primary schools. There are 64 primary, 12 high schools and 1 Academy. In addition there are 6 special schools that cater for pupils with learning difficulties.

### **Ealing Residents Survey**

An Ealing Residents survey was conducted in 2005/2006. This survey was not undertaken in 04/05. In terms of provision of community facilities, the areas of greatest concern for Ealing Residents in 2005/2006 show that 'quality of the health service' is the area of greatest concern for 22% of the respondents (up 6% from the 2003/2004 survey and identical to the 2002/03 survey) and overall, is the 5<sup>th</sup> most concerning issue for residents.

Standard of education is the area of greatest concern for 11% of respondents (indicating an improvement in this area - % has dropped 6% from 2003/04, while the 2002/03 figures were 15%). Lack of recreational facilities is the area of greatest concern for 9%, up 2% from 2003/04 and 1% from 2002/03. Concern about recreational facilities is therefore growing.

The residents' survey had two new questions which have particular relevance for this topic. The answers show the importance that residents place on parks, schools, health and facilities for teenagers.



*What do you think is most important in making somewhere a good place to live?*

Parks and open spaces	27%
Education provision	27%
Activities for teenagers	24%
Facilities for young children	16%
Sports and leisure facilities	14%
Cultural facilities (e.g. cinemas, museums)	8%

*What needs most improving?*

Health services	24%
Activities for teenagers	23%
Sports and leisure facilities	16%
Facilities for young children	15%
Parks and open spaces	13%
Education provision	13%
Cultural facilities (e.g. cinemas, museums)	9%

This year a young peoples survey was also conducted. When asked 'What is your opinion of the following services?' The following percentages resulted in the answer: 'Excellent – Good'.

Parks/playgrounds/open spaces	60%
Primary schools	75%
Secondary schools	70%
Sixth form college	48%
Leisure and sports facilities	49%
Libraries	71%
Local health services	56%
Activities for young people	30%
Arts and culture	29%
Social services – children/families	20%

Young people seem to be relatively happy with the standard of schools and libraries in the borough, but much less happy with leisure and sports facilities, activities for young people, social services for families and arts and culture provision.

### UDP Policy Indicators

The UDP Community Facilities policies are very 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 2005/06 indicates the comparative frequency of use of policies. Policy 8.1 (10 occurrences),

Policy 8.7 (4 occurrences) and Policy 8.8 (20 occurrences) are the most frequently used community facilities policies, but these are used much less frequently, than for example, the urban design policies (Policy 4.1 was used 76 times over the same period).

Policy 8.5 (Meeting Places and Places of Worship) and Policy 8.6 (Facilities for Young Children) have been used very infrequently (only twice each in the past year), which raises some concerns. 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 their parents or carers.

A survey of appeal decisions revealed that only one appeal in the monitoring period related to community facilities. (There had been two in 2004/5.) The appeal was against refusal of a private members club located within a major employment location. The Inspector ruled that Policy 8.4 (encouraging new large scale leisure facilities to locate in town centres) did not apply in this case, and the appeal was allowed without challenging the policy itself.

There were no **departures** advertised for applications which related to community facilities.

The policies in chapter eight are consistent with the community strategy and the London Plan, and they are necessary in that they do not merely repeat national or London policy. In particular, they promote the delivery of the infrastructure necessary to support residential development.

Most of the policies contain development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. These policies need to

be saved beyond that date. The exceptions are 8.5, 8.7(iv), 8.8(i) which are to be replaced with spatial policies. Preferred options for the core strategy and sites allocations document will be produced before October 2007. This also applies to sites and areas 10.17 and 10.21. It may be that an extension to the life of these policies will not be required. However, as indicated elsewhere, the implications for SPGs relating to these policies need to be considered before a recommendation is made.

### Development Indicators

Four new build D1 developments were completed in 2006/06 year, resulting in an overall net gain of 1386m<sup>2</sup> of external floorspace. There were 11 completed changes of use or conversions to D1/D2, resulting in a net gain of 2134.02m<sup>2</sup> external floorspace (all except one of these were to D1 buildings).

Government now ask<sup>22</sup> that the net change is 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 year 04/05 figures for comparison.

**Table 12 – Completed Class D Floorspace, LBE, 2004/5 and 2005/6**

Year	D1 m <sup>2</sup>	D2 m <sup>2</sup>	Total m <sup>2</sup>
2004/05	4779	1240*	6019
2005/06	3285	126*	3411

This table shows that less community floorspace was completed this year, compared with 2004/05. In particular, the amount of completed leisure development (D2) floorspace is considerably less, only 126m<sup>2</sup> was

<sup>22</sup> Core Output Indicator 4a. (Leisure development in town centres, COI 4b, is reported in the Shopping and Town centres chapter)

completed this year. None of this was developed in town centres<sup>23</sup>.

In terms of **approvals granted**, there was an estimated net gain of 14,483m<sup>2</sup> D1 floorspace, a net gain of 11,253m<sup>2</sup> in D2 floorspace, and overall, a net gain of 25,735m<sup>2</sup> floorspace, provided all the proposals go ahead. (Note these figures have been adjusted to reflect approximate gross internal floorspace).

### Other Performance Indicators

#### 1. Mixed-use development approved

Six applications were approved for developments with a mixed-use component that included over 1000m<sup>2</sup> of community facilities (8 were approved last year). This included 3 applications with D1 floorspace: St Augustines Priory School (P/2005/3115), for replacement teaching rooms, 44-46 South Ealing Road (P/2005/3231) for a change of use from retail to community offices for the Ealing Career Centre, and P/2004/5577) South Acton Estate, for 1775m<sup>2</sup> community/leisure as part of regeneration of the estate and 3 applications with D2 floorspace: High Street Southall, P2003/2570 (3852m<sup>2</sup>) for a community centre, assembly hall, P/2005/2733 Nightclub, Kendall Avenue, W3, (2500m<sup>2</sup>) for conversion of a vacant nightclub to a health and fitness club, and Gypsy corner, Victoria Road, P2004/3977, 4000m<sup>2</sup> for assembly and leisure.

Compared to 2004/5, where 8 mixed use developments with an anticipated total net gain of 7,363 m<sup>2</sup> in external floorspace were approved, the potential floorspace gained is much higher this year.

<sup>23</sup> Core Output Indicator 4b – see also Shopping and Town Centres Chapter

## 2. Section 106 - Legal Agreements

A total of £2,058,000 has been allocated to fund community facilities, from four new developments with sealed legal agreements. Three of these applications were for residential development, and one was for a hotel. This figure makes up 62.3% of the total amount of allocated S106 funding

for 2005/6. This is much higher than the total of £799,400 that was allocated in 04/5 (32% of total s106 allocation). Interestingly, the lower figure is from 13 new developments, while this year's higher figure came from only 4. The money this year has all been allocated to fund education facilities.

## Observations and Conclusions

Emphasis on the importance of community infrastructure to support developing communities is growing, at all policy levels. The NHS Healthy Urban Development Unit have made some important contributions with respect to linking up planning and health agendas in London.

At the local level, work on the Community Facilities SPD and SCI has raised the profile of community facilities infrastructure, and how best to involve the community/voluntary sector in planning decisions relating to such infrastructure. Work on a Legal Agreements SPD over the forthcoming year should provide a further tool to progress this work.

As recommended in last years AMR, closer links have now been established with key providers of community facilities, in particular the Primary Care Trust. Discussions are taking place regarding S106 agreements in particular, and over the forthcoming year, work will commence on implementing the HUDU model on major planning applications.

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, the UDP policies are valuable in development control, and need to be retained beyond the 'saved period' which ends in October 2007.

S106 contributions to community facilities were made in 4 sealed legal agreements and amounted to £2,058, contributing to 62.3% of the total funding allocation. This increase in the proportion allocated to community facilities is positive, given the increasing focus on matching social infrastructure to residential growth. In future years, allocation will begin to reflect the wider range of needs in terms of community facilities.

**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 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

**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

**Other Relevant Strategies**

Mayor of London's Transport Strategy  
Ealing's Local Implementation Plan  
Borough Spending Plan  
LBE - Marketing Cycling

**Context 2004-2005**

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.

Two key strategic projects affecting public transport in the borough have been the West London Tram Scheme and the CrossRail project. During 2005/06 Ealing Council completed a SPD to bring together the UDP policies which need to be taken into account along the route of the Mayor's proposed tramway. The council also prepared a petition on the CrossRail Bill, which is subject to on-going negotiation with the promoters. Ealing Council is involved in these schemes to ensure that the transport and regeneration benefits for residents and businesses are fully realised.

There is also a phased programme to continue the introduction of controlled parking zones on the basis of reviews, and the agreement of a majority of local residents in the areas concerned.

### Contextual Indicators

Modes of Travel: used by Ealing residents to visit nearest town centre - 25% bus; 33% car/van; 22% on foot; 2% by tube, 2% by bike; 2% by train. *(This shows a decrease in bus and tube use and an increase in car travel since last year's AMR)*

Source: 2005/6 Residents Survey

Accidents Rates: 50 out of every 100,000 residents were in transport accidents where someone died or was seriously injured *(Reduced from 04/5 when the figure was 70).*

Source: 2005/6 Residents Survey

### 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 conditions and legal agreements during 2005/6. This shows almost no change from that of the 2004/2005 results. Transport policies were the third most frequently used after Urban Design and Housing policies.

In planning appeals, the parking policy (9.1) was quoted in 39 cases of which 16 were allowed and 23 were dismissed. The traffic management policy (9.9) was quoted in 6 cases of which 2 were allowed and 4 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 therefore see that far more appeals were dismissed than allowed.

The policies in chapter nine are consistent with the community strategy and the London Plan, and they are necessary in that they do not merely repeat national or London policy. In

particular, they promote the delivery of much needed transport infrastructure.

Most of the policies contain development control criteria, which cannot be replaced until the Council produces a development control DPD. This will not be until after the 12<sup>th</sup> October 2007. These policies need to be saved beyond that date.

There are exceptions in that 9.3 on transport projects is to be replaced with spatial policies, and transport appendix one on parking needs review (see 'Parking Provision' below). An updated approach will be available in the preferred options for the core strategy and sites allocations document will be produced before October 2007. This also applies to sites and areas 10.1, 10.3, 10.18-20. It may be that an extension to the life of these policies will not be required. However, as indicated elsewhere, the implications for SPGs relating to these policies need to be considered before a recommendation is made.

### Development Indicators

#### 1. Parking Provision<sup>24</sup>

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 34,359sqm. This comprises 1,035sqm class A, 24,539 in class B, 1,853 class D and 6,938sqm sui generis.

The only case of a **permission** where the parking standard was exceeded was the appeal decision on the development of a private sports and leisure club in east Acton. The inspector felt that the authority's parking requirements for sports uses should be reviewed.

<sup>24</sup> LDF Core Output Indicator 3a.



## 2. Public Transport Access to Residential Development<sup>25</sup>

There were 12 major residential developments completed in Ealing in 2005/6. These yielded 390 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. The relationship between the major residential development completed in 2005/6 and its relationship to jobs and services is shown in Annex Five.

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 2005/6.

### 3. Car Club parking bays provided

Sixteen on-street parking bays for car club use have been provided through transport budgets in Ealing. A further 5 bays have been provided through section 106 agreements in 2005/6. Since 2004/05, there have been 18 projects under negotiation, with a projected increase of 46 bays over the next 5 years.

### 4. S106 Agreements

There were 22 sealed legal planning agreements, raising over £3million in planning benefits in 2005/06 and transport accounted for 9.7% of this total. This was significantly lower than the figure for 2004/05, which provided 33% of a £5million total.

## Observations and Conclusions

Ealing's Transport Planning work takes place in the context of the Mayor of London's Transport Strategy. The two key projects in the borough - CrossRail and West London Tram have both been in the planning stages over the year. At the same time, residents travel to their shopping centres shows an increase in car use.

The transport policies were the third most frequently used policies in planning decisions in 2005/6. The most used of these policies was 9.1, setting the framework for development, access and travel planning. It is important that the policies for development control are retained beyond the 'saved period' which ends in October 2007. However, the standards for parking, the references to transport projects and related sites and areas are being reviewed before the end of the saved period, and may not require an extension of their shelf-life.

<sup>25</sup> LDF Core Output Indicator 3b



## Topic Ten Legal Agreements

### 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 4 Residential extensions

SPD 7 Car clubs

Statement of Community Involvement for Town Planning

#### Context 2005/6

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 throughout 2005/6.

The latest material from government has been the consultation on a planning gain supplement in December 2005.

The Government aims to create a system that is faster, more transparent

and accountable, and which gives greater clarity and certainty to all concerned. Final decisions were still awaited by the end of the monitoring period.

At London level, proposals were issued for consultation on extending the Mayor of London's powers to include involvement in planning agreements.

#### Contextual Indicators

Data on S106 agreements and funding has been collected since 1991/92. S106 inflows show severe annual differences over the past 13 years. They range between 79 £K (1992/93) and 5291.5 £K (2000/01), with no steady trend evident.

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
<b>Average</b>	<b>1881.3</b>

Under these circumstances, last year's inflows do not provide a particularly helpful indicator as they do not represent the past. A much better indication can be given by the average, which summarises the S106 inflows in previous years and is shown in the table below.

The inflow from 'Sealed' agreements for 2005/6 is £3,304,300. This is well above the average figure for the last 14 years, though it is lower than 2004/5.

## **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. Suffice to say that it was referred to in six planning committee decisions in 2005/6, and was not at issue in any appeals decided during the year.

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.

### **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.

The table at Annex Four 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.

This is best represented in the table below, which allows comparison between the distributions in 2004/5 and 2005/6. It will be seen that Community Facilities and Green Space are the most significant

beneficiaries in 2005/6. This contrasts with the high proportions allocated to Transport and town centre improvements in 2004/5.

**Table 14 Proportions of S106 funding agreed, by topic area, 2004/5 & 2005/6**

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%

### Observations and Conclusions

The inflow for 'Sealed' S106 agreements for 2005/6 is £3,304,300. A comparison of S106 funding collected over the years since 91/92 to date, does not indicate any particular trends in inflow throughout this period. The amount secured varies significantly from year to year. The proportions of the contributions agreed across the different UDP topic areas also vary from year to year. In 2005/6, major 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 planned, 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 policy can be updated during the formulation of a new core strategy, and it does not need to be retained beyond the 'saved period' for Ealing's UDP policies, ie October 2007.

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 second AMR.

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.

Government Guidance has been 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 new indicators (Core output indicators identified by DCLG) have been reported on in this year's annual monitoring report, which will be added to the 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.

In next year's AMR, there will be a more structured approach to the SA baseline data. This will be set out so that it allows us 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 in this AMR for the first time. 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 for the next edition, 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 2006

Ealing Council's initial Local Development Framework (LDF) responsibility was to produce a Local Development Scheme (LDS). The LDS for Ealing 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. Progressively, over the three-year period, additional documents will be produced. These include the Development Plan Documents and Supplementary Planning Documents, the Statement of Community Involvement, the Annual Monitoring Report, Sustainability Appraisals of each Local Development Document (LDD), and background documents which will inform the production of LDDs. Ealing's progress is set out below.

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 for preparation of these documents, the way in which the work will be done and the resources needed to do it. It effectively establishes the Council's priorities for forward planning, and includes consideration of further reviews of the documents once they have been prepared and adopted. The framework will be continuously evolving and the LDS will be revised as necessary to publicise changes to the programme.

The LDS is monitored through the council's annual monitoring report. This might signal changing target dates for the production of documents because of new circumstances identified in the monitoring report. It could also mean that evidence revealed in the monitoring report (e.g. about environmental quality or housing supply) leads to a conclusion that a new study or policy document should be initiated.

The LDS builds on the framework of policy and guidance already in place, and indeed significant parts of the recently adopted UDP and guidance are up to date. However, the LDS includes challenging but realistic targets for taking forward the plans for development in Ealing. The plan making projects with target dates for Ealing Council in 2005/6 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.

## EALING PLANNING DOCUMENTS 2004/07 AND BEYOND

	<b>Document</b>	<b>Stages</b>	<b>Target Dates*</b>
1.	<b>The London Plan</b> Mayor of London's Spatial Development Strategy	Published Alterations proposed Alterations published	02/04 05/05 05/08
2.	<b>Adopted Unitary Development Plan</b> 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.	<b>Adopted Supplementary Planning Guidance (Adopted SPG)</b> <ul style="list-style-type: none"> <li>• Topics</li> <li>• Town Centre Strategies</li> <li>• Sites in Acton</li> <li>• Sites in Ealing</li> <li>• Sites: Greenford/ Northolt/Perivale</li> <li>• Sites in Hanwell</li> <li>• Sites in Southall</li> </ul>	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.	<b>Approved Draft Supplementary Planning Guidance (Draft SPG)-</b> <ul style="list-style-type: none"> <li>• <b>Topics</b> Water, Drainage &amp; Flooding Air Quality Affordable Housing Greening your Home Community Facilities</li> <li>• Areas Northolt Neighbourhood Shopping Centre</li> <li>• Sites in Southall</li> </ul>	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.	<b>Approved Draft Interim Planning Guidance</b> <ul style="list-style-type: none"> <li>• Greenford Hall Area</li> </ul>	Draft Interim Guidance approved	10/04
6.	<b>Planning &amp; Compulsory Purchase Act</b> 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.	<b>Ealing's Community Strategy</b> 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.	<b>Local Development Scheme (LDS)</b> <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 PLANNING DOCUMENTS 2004/07 AND BEYOND

	<i>Performance 03/06</i>	<i>Comment</i>	<i>Organisational Lead</i>
1.	10/05	Updated London Plan by 2008. The alterations were 5 months later than anticipated. Ealing Council prepared a response to them, in liaison with other authorities in the sub-region.	Planning Policy
2.		Ealing's plan policies are 'saved' i.e. retain development plan status, in the LDF until October 2007. This arrangement holds unless an extension is approved, or unless policies are superseded by new development plan documents prior to that date.	Planning Policy
3.		When UDP policies cease to be saved in the LDF, the SPG relating to these policies can no longer be retained within the LDF.	Planning Policy
4.		Where approved drafts need no further updating, it will remain in the LDF in its present form.	Planning Policy
5.		Policy to be reconsidered as part of the Sites Development Plan Document.	Planning Policy
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).	Planning Policy
7.		Reports to the Local Strategic Partnership on the new spatial planning system, and the establishment of a Sustainability Forum to consider planning and transport policy matters and sustainability appraisal. Also, involvement in responses to government proposals for remodelled LSPs.	Planning Policy
8.	10/04 03/05 01/06	Following liaison with Government Office, Mayor's Office and other boroughs, the LDS was published in March 2005. GOL subsequently confirmed on behalf of the Secretary of State that there would be no intervention. A new draft LDS was prepared in accordance with the programme, but the finalisation has been delayed because of electoral change.	Planning Policy

## EALING PLANNING DOCUMENTS 2004/07 AND BEYOND

	<i>Document</i>	<i>Stages</i>	<i>Target Dates*</i>
9.	<b>Annual Monitoring Report</b>	2004/05 2005/06 2006/07	06/05 06/06 06/07 etc
10	<b>Statement of Community Involvement</b>	<b>Pre-production</b> - scoping <b>Production</b> Consultation and participation on draft (Analysis of) Representations on proposals Preparation & submission of SCI <b>Examination</b> (Analysis of) Reps on submitted SCI Pre-examination meeting Examination Receipt of binding report <b>Adoption</b>	04/05  06/05 08/05 10/05  10/05 11/05 01/06 02/06 03/06
11.	<b>The Mayor of London's Sub-Regional Development Framework</b>	Publication of Draft Response to Mayor's office Publication of final version	03/05 06/05 09/05
12	<b>Sustainability Appraisal and Strategic Environmental Assessment</b>	Report on approach Assembly of data	04/05 09/05
13	<b>Development Plan Documents (DPDs)</b>  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.	<b>Pre-production</b> - evidence gathering <b>Production</b> Issues & options prepared in consultation Participation on preferred options Analysis of representations on pref. options Preparation of Submission DPDs Submission of DPDs / Public participation <b>Examination</b> Analysis of) Representations on DPDs Pre-Examination Meeting Examination (completed) Receipt of binding report <b>Adoption</b> <b>Monitoring and Review</b>	09/05  12/05 03/06 06/06 12/06 02/07  06/07 07/07 11/07 04/08 06/08 ongoing
14	<b>Supplementary Planning Documents (SPDs) – tranche one</b>  <b>Topics</b> • 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 <b>Conservation (1):</b> appraisals, guides, characterisation and design guides.	<b>Pre-production</b> - evidence gathering <b>Production</b> Preparation of draft SPD in consultation Public participation on draft Analyse representations and finalise SPD <b>Adoption</b>	06/05  09/05 11/05 01/06 03/06

## EALING PLANNING DOCUMENTS 2004/07 AND BEYOND

	<i>Performance 03/06</i>	<i>Comment</i>	<i>Organisational Lead</i>
9.	06/05	Published June 2005.	Planning Policy
10.	04/05 06/05 08/05 01/06  02/06 02/06 03/06	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.	Planning Policy
11.	06/05 10/05	The draft SRDF was published late, at the end of June 05. Following consultation, the document had not been finalised by the end of this monitoring period.	Planning Policy
12.	04/05 09/05	Sustainability Appraisal was established in advance of the government's guidance being finalised..	Planning Policy
13.	09/05  12/05 03/06	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.  Informal agreement was reached during the year to proceed with a Joint West London DPD on Waste.	Planning Policy
14.	06/05 09/05 02/06 03/06 03/06	The SPDs listed will be taken forward for adoption in two tranches by March 2007.  As indicated in the first AMR, the Council (on advice from GOL) did not proceed with SPD on <b>the Submission and Validation of Planning Applications</b> and to take forward SPD <b>guidance on conservation areas</b> 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 Twyford Avenue Community Open Space within the timescales for tranche one.  The tranche one SPDs were adopted on target.	Planning Policy

## EALING PLANNING DOCUMENTS 2004/7 AND BEYOND

	<i>Document</i>	<i>Stages</i>	<i>Target Dates*</i>
15.	<p><b>Supplementary Planning Documents (SPDs) - tranche two</b></p> <p><b>Conservation (2):</b> additional appraisals, general guidelines, characterisation and design guides, local listed buildings.</p> <p>Legal Agreements and Planning</p>	<p><b>Pre-production</b> - evidence gathering</p> <p><b>Production</b> Preparation of draft SPD in consultation Public participation on draft Analyse representations and finalise SPD</p> <p><b>Adoption</b></p>	<p>06/06</p> <p>09/06</p> <p>11/06</p> <p>01/07</p> <p>03/07</p>
16	<p><b>Background Reports</b> <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 &amp; 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><b>Additional DPDs -</b> Generic Development Control Area Action Plans Site-specific allocations Alterations to Proposals Map Potential review of SCI</p> <p><b>Additional SPDs on Sites &amp; Areas</b></p> <ul style="list-style-type: none"> <li>• Acton</li> <li>• Ealing</li> <li>• Greenford, Southall, Perivale</li> <li>• Hanwell</li> <li>• Southall</li> </ul> <p><b>Additional background documents</b></p>	<p>Work scheduled for completion beyond 2007.</p>	<p>09/10</p>



## EALING PLANNING DOCUMENTS 2004/07 AND BEYOND

	<i>Performance 03/06</i>	<i>Comment</i>	<i>Organisational Lead</i>
15.		<p>As noted in relation to item 14 in the scheme, the Council will take forward guidance on conservation areas as SPD in tranche two. It is also envisaged that SPDs will be needed on</p> <ul style="list-style-type: none"> <li>• Town Centres – updates/new work on Acton, Ealing, Greenford, Southall (inc Gas site).</li> <li>• Other Centres - Park Royal and South Acton.</li> <li>• Other areas –inc Glade Lane (S'hall), Park Royal, Green Man Lane Estate Regeneration.</li> </ul>	Planning Policy
16.	01/06  01/06  01/06  09/05	<p>These and other studies are being initiated in order to broaden Ealing Council's evidence base for local development documents.</p> <p>In addition to the scheduled documents. A document on the 'Background to Issues and Options' was produced in February 2006.</p>	Planning Policy
17.		<p>As the Council's understanding of the potential of the new planning system becomes clearer, there will be further consideration of how the range of development planning tools may be used for the benefit of the borough.</p>	Planning Policy

## 5. Issues and Actions for Future Planning

This second 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** - in the first full year of the new LDF system, and with continuing adjustments to the linkages between spatial planning and local strategic partnerships, performance in Ealing has been gaining strength. Of the 92 sites identified for development in the adopted plan, there were permissions on six sites, and development was completed on five sites in 2006/7.

**Environmental Resources and Waste** - progress has been made on the development of the identified special opportunity sites, though there were no new renewable energy installations or waste management facilities completed in the year. However, there are the first signs that action is getting underway on more environmentally sustainable development, with s106 monies being contributed for the first time.

**Green Space and Natural Environment** - policies in the UDP have been successful in preventing losses to open space. Progress has also been made in advancing open space projects, and in attracting s106 contributions for green space projects.

**Urban Design** - these policies are well used in development control, and there is specialist input to decisions in respect of conservation, access for all, and crime prevention. A new Development Team Approach has been initiated, which facilitates a more efficient and coherent input to the development process, but it was not possible to resume the Council's ground breaking Urban Design Panels in 2005/6.

**Housing** - the authority just fell short of the annual average housing provision target in 2005/6 (though the housing trajectory indicates a healthy supply over the plan period). A decision to provide housing (as enabling development for sports facilities) on land which was formerly part of community open space, meant that the authority fell below its local target for the development of previously developed sites. The overall provision of affordable housing is improving, though still below the 50% overall UDP target.

**Business** - economic activity is buoyant and industrial development experienced a net increase in floorspace completed in 2005/6. There have also been increases in floorspace for offices and warehousing. Vacancy rates for business premises are low. Some 2.4 ha of employment land was released for other uses.

Shopping and Town Centres - development completed in 2004/5 showed a decrease in retail floorspace overall, but the pipeline of planning permissions indicates future gains in the town centres. There was also a gain in approved A3-5 premises (pubs, cafes etc). In general terms, town centres are demonstrating viability and vitality, and although customers consider that Ealing's town centres are generally satisfactory, surveys indicate a demand for improvements in the appearance of these centres.

Community Facilities - planning agreements yielded significant benefits to community facilities in 2005/6. There has increased collaboration on the development of health and education facilities to meet changing needs.

Transport - progress continued with the CrossRail and with planning and consultation on the West London tram projects. The programme of controlled parking zones was maintained. Development applications and decisions were characterised by car parking provision consistent with UDP policy, and the development of city car clubs in local neighbourhoods. Nevertheless, there were indications that the UDP parking policies need review, and the funds for transport secured through planning agreements were lower than in 2004/5.

Legal agreements associated with planning permissions continued to yield planning gain funds well above the average for the last 14 years. The monitoring process is increasing in sophistication, and there are proposals for more comprehensive monitoring linked to sustainability appraisal in the year ahead.

The policies in the UDP will no longer be 'saved' as statutory planning policies after October 2007, unless the Secretary of State agrees to allow them to be retained for a longer period. The topic sections in the AMR examined the policies from this perspective. The conclusion is that there may be a case for allowing most of the strategy policies and spatial policies to lapse, but the policies which contribute to the form and type of development, and have an important role in the development control process, should be retained beyond the current saved period.

Progress in establishing a Local Development Framework for Ealing has kept close to target in 2005/6. At the time of writing, however, it is clear that significant problems have arisen in relation to the targets set out in March 2005. These will be reviewed in the year ahead.

## **Action**

The above information points to a need for action to promote the policies on affordable housing and on environmental sustainability.

Finally, the experience of working on the monitoring process has also provided lessons for the future. In particular, monitoring can be more accurate in forthcoming years, and there is much scope for integration between sustainability appraisal and the annual monitoring process.

**Planning Policy & Development Advice**  
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