

Southall Green SPD

Rough Edit version

EALING COUNCIL

Executive summary

This Supplementary Planning Document (SPD) represents an update and partial revision to Chapter 4.7 of the Southall OAPF designed, in part, to address the delivery of Development Site SOU8. Guidance for the rest of the Southall Green character area is retained in this SPD in order to maintain the coherence of the OAPF and as essential context for the delivery of the specific allocation within the area. The guidance should therefore be read in light of the OAPF and all of its supporting evidence.

The document sets out the known constraints and context of SOU8 and establishes design principles that are central to realising its full potential.

SOU8 is a sub area of the wider character area of 'the Green'. The Council requires development of this sub-area to be subject to coherent masterplanning even though its delivery is likely to be staggered in phases. This is necessary both to create a permeable and high quality urban environment and to optimise land use.

This SPD also follows on from work undertaken by the Council, the Greater London Authority and Transport for London on the Southall Opportunity Area Planning Framework, which was adopted on 15 July 2014 and holds the status of an SPD within Ealing's Local Plan.

This SPD establishes a design concept and vision for SOU8 that includes:

- Long term, coherent planning of this sub-area in order to achieve optimum use of land and the greatest design quality
- Retention and enhancement of St Anselm's Church and the Dominion Centre
- High quality residential, retail and town centre uses that contribute to the regeneration of Southall as a whole

The SPD sets out six design principles for SOU8 that should be addressed in future development proposals.

Development will be expected to be of the highest design quality and to meet all relevant good practice guidance related to urban design and housing design standards.

Design principles:

Built form

Principle 1: Create a coherent and legible street network

Principle 2: Optimise land use

Principle 3: Integrate with surrounding areas

Land use

Principle 4: Retain and enhance St Anselm's Church and the Dominion Centre

Principle 5: Incorporate supporting uses

Principle 6: Facilitate the consolidation of employment uses

Introduction

SOU8 is one of the key redevelopment opportunities within Southall. Located southwest of Southall Gateway and the new Crossrail Station, and within the central area of Southall, SOU8 offers significant potential for long term growth, and the opportunity to contribute to the regeneration of one of Southall's most attractive and distinctive areas.

This SPD has been prepared to secure delivery of SOU8 in a comprehensive and coherent way that secures all of the objectives set out in adopted policy. It constitutes an update and refinement of chapter 4.7 of the Southall OAPF. Guidance for the rest of the Southall Green character area is retained in this SPD in order to maintain the coherence of the OAPF and as essential context for the delivery of the site allocation, however, its principal provisions relate to the delivery of SOU8.

The Green as a whole is a key character area within central Southall. It consists of the area shown in Fig 1 and is located south west of the Station, constituting the main service centre south of the railway lines and a key shopping frontage subsidiary to Southall Broadway. Southall Green is an important neighbourhood centre within the broader OAPF area, manifesting a distinctive character and incorporating important civic and architectural assets such as St Anselm's Church, the Dominion Centre, Havelock Road Gurdwara, and the Grade II* listed Manor.

The Green comprises two main parts, the bulk of the centre which is fine grained and well integrated with its surroundings, and a relatively large north western block, including the Dominion Centre and St Anselm's, which currently suffers from incoherent street layout and a fragmented urban form. This block is allocated within the Development Sites document as SOU8.

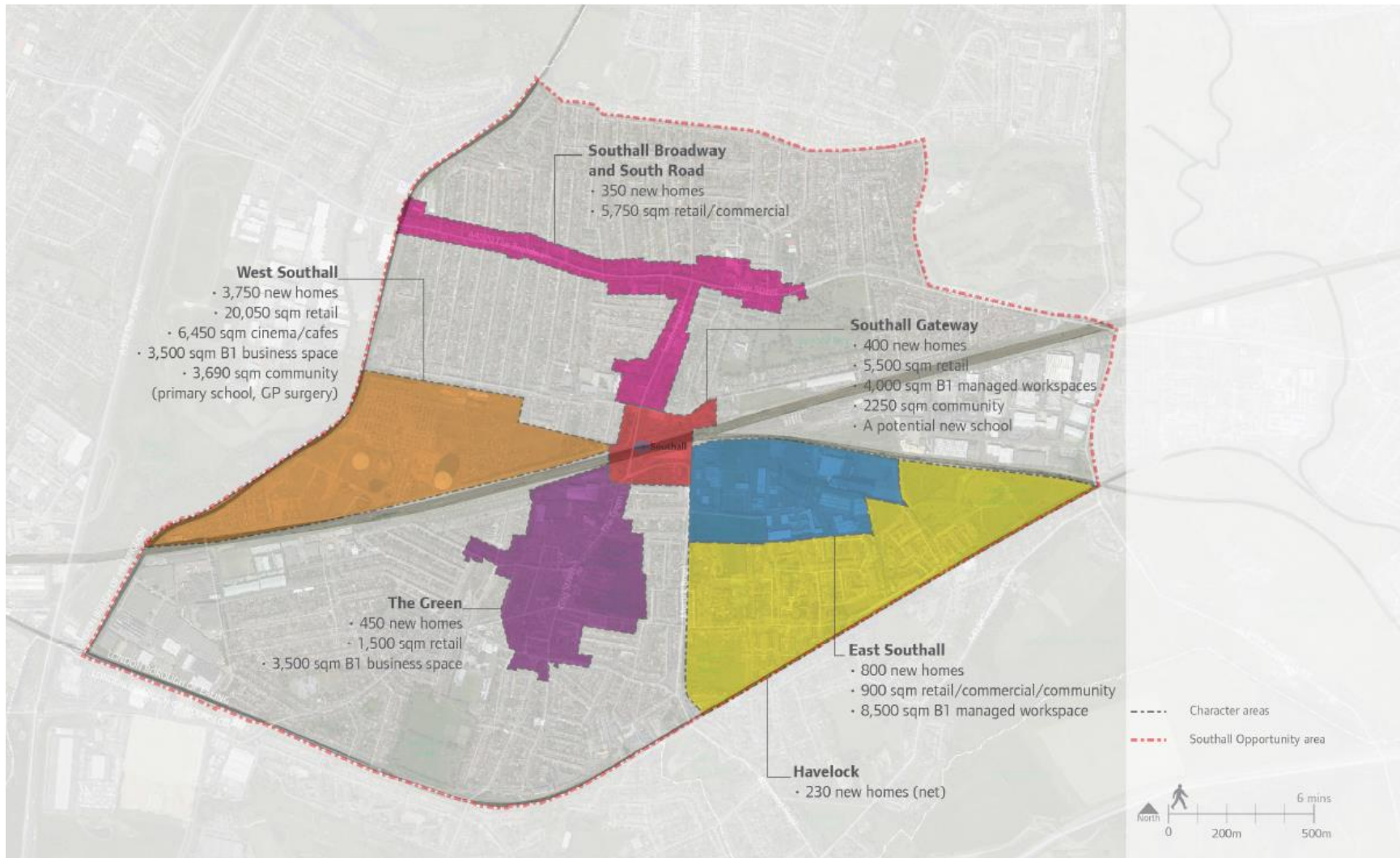


Fig 1 Southall Opportunity Area and Southall Green

Policy context

The Southall Green SPD has been informed by policy and guidance from national to local level.

National Planning Policy

The National Planning Policy Framework (NPPF) was published in March 2012, revoking and replacing Planning Policy Statements, and selected Planning Policy Guidance and Circulars. The NPPF sets out the Government's planning policies for England and how they should be applied; the NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

The NPPF considers that good design is a key aspect of sustainable development, indivisible from good planning. It therefore directs that Local Plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.

These policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Design policies should avoid unnecessary prescription or detail, and concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.

Ealing's Local Plan

The Development Strategy DPD (adopted April 2012) sets the overarching vision for the borough to 2026.

Policy 2.8 (a) of the Development Strategy DPD sets out clear proposals to regenerate Southall Town Centre complemented by the proposal to (b) 'modify Southall station to cater for Crossrail services to provide increased capacity, improved facilities, enhanced station integration and interchange, to widen the South Road bridge to facilitate bus movement and a high quality pedestrian environment and to permit high densities appropriate for development in the vicinity subject to improvement of physical infrastructure in the station area'.

It is complemented by the Development Sites DPD (adopted December 2013) which allocates land for a particular use or type of development to deliver specific objectives within the Development Strategy, and the Development Management DPD (adopted December 2013), which guides decisions on planning applications in the borough.

Southall Green includes SOU 8 which is a large mixed allocation reflecting the growth and enhancement of residential and town centre uses in this area, and SOU 9 which responds to the special circumstances of St John's Church Hall.

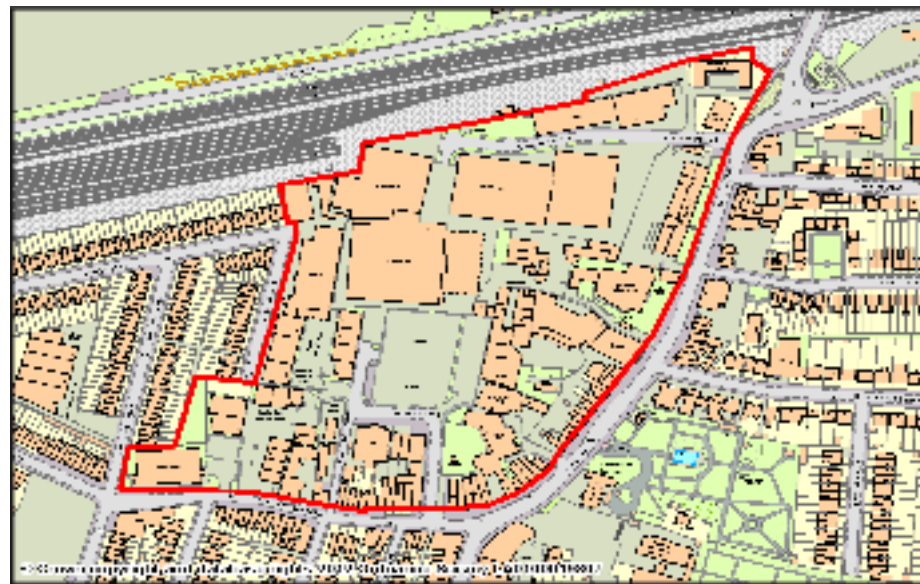


Fig 2 Development Site SOU8

Southall OAPF

The unique opportunity presented by the arrival of Crossrail at Southall is reflected by the joint preparation of Southall OAPF by LB Ealing, the Greater London Authority and Transport for London. This document has been formally adopted on 15 July 2014 as Supplementary Planning Guidance to the London Plan and as a SPD to Ealing's Local Plan giving it material weight in the preparation of planning documents and the assessment of applications.

The Site Context and Site Issues sections of this SPD form a specific update to the content of the Southall Green section of the OAPF.

Policy 4.7 identifies Southall Green as one of six broader Character Areas and sets three priorities for development within this site;

Land uses:

Promote the Dominion Centre, Manor House and the King's Centre as multi-functional facilities. Upgrade business provisions to create affordable places to do business on/near the high street. Introduce housing to the town centre with small-scale infills and intensifications.

Built environment:

To protect and enhance the Green's heritage assets, character and key institutions.

Movement:

The Southall Great Streets programme has improved key connections and public spaces on the high street.

Site Context

Southall OAPF

The Green character area was first identified as such in the Southall OAPF which recognises its distinctive role in supporting the strategy for Southall. This section updates the character area guidance on pages 106-111 of Southall OAPF in view of refined plans for delivery.

Character

4.115 The Green is an attractive neighbourhood centre containing many of Southall's cultural and faith assets. This includes the Manor House, the Dominion Arts Centre, Southall Library and the Gurdwara Sri Guru Singh Sabha Southall - the largest Sikh temple outside of India.

4.116 The urban grain is characterised as a series of routes radiating from the high street that lead to the principal crossing point of the railway.

4.117 The area has relatively green streets and benefits from the high quality Manor House Gardens. However the town centre feels worn with a declining quality evident in local shops and significant problems with back alleys/dead ends and anti-social behaviour.

4.118 The industrial uses between Southbridge Way and Gladstone Road create a large impenetrable block between the railway and the residential area to the west.

Vision

The vision for Southall Green builds on the OAPF aspiration for the introduction of residential and mixed-use intensification related to the high street, and the emerging hub around the new Crossrail Station. The following overarching objectives should guide redevelopment at SOU8;

- Development must result in a coherent whole which reintegrates this area within central Southall and optimises the use of land for residential and other compatible town centre uses
- Development must deliver a legible and permeable street network that reintegrates this site within central Southall as a whole
- The site must incorporate strategic green space and a two-form entry school
- Existing civic and heritage assets at St Anselm's Church and the Dominion Centre are to be retained or enhanced, and successfully integrated into the new development
- Existing industrial uses will be consolidated

The redevelopment opportunity

Proposals for SOU8 must be based on a coherent masterplan for that site or in the absence of such a masterplan proposals must address the design principles set out in SOU8, the design principles and overarching objectives set out in this SPD, and must exemplify the objectives of the broader Southall OAPF in order to enable the area to achieve its full potential.

It is anticipated that delivery will be phased. However, piecemeal development, for example based on land ownership alone, will not be acceptable as it will not achieve necessary environmental quality and optimal use of land. Similarly, development which precludes the development of the remainder of the area in accordance with the relevant design principles and objectives will not be acceptable.

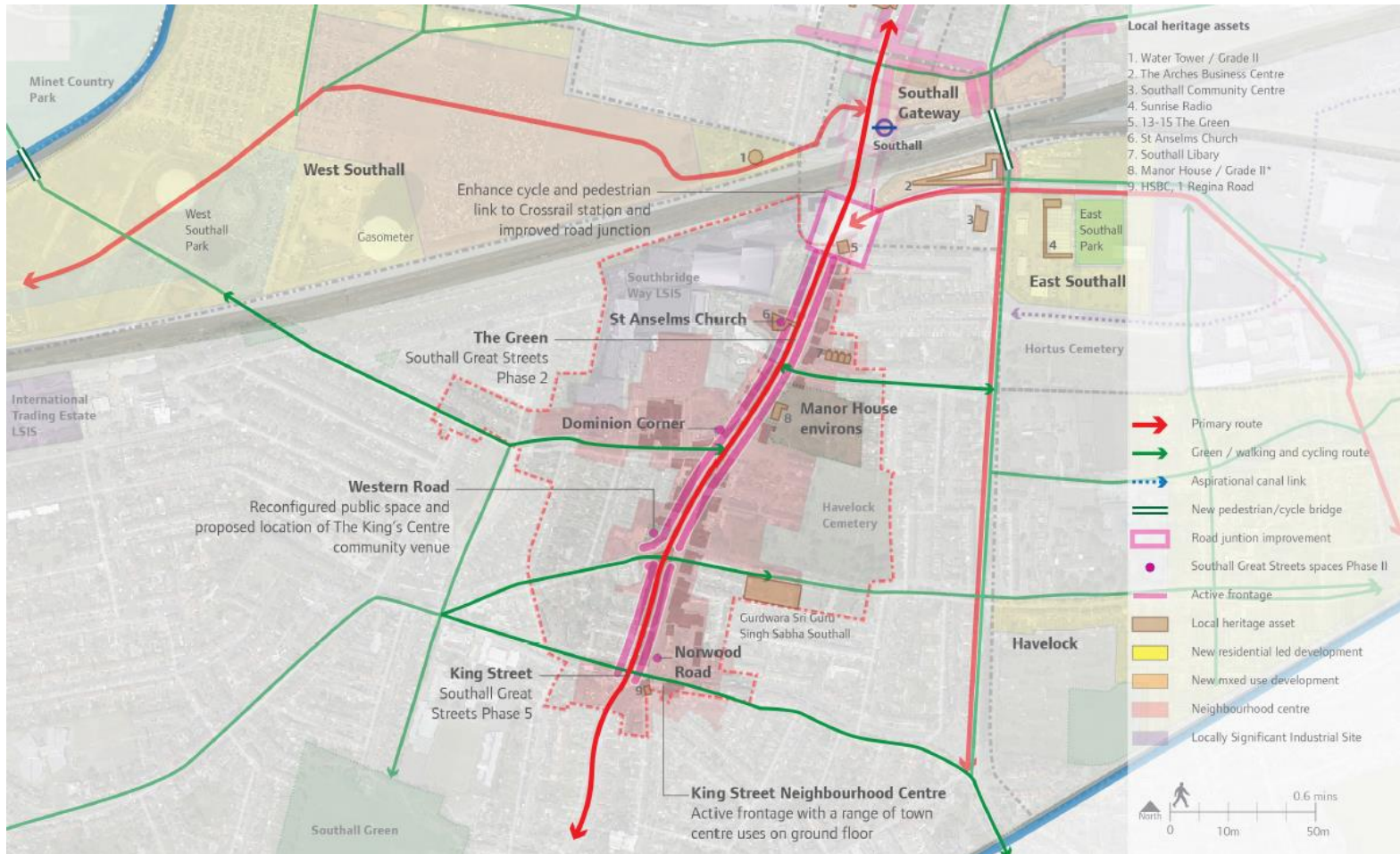


Fig 3 (4.10) The Green: Indicative key principles

(NB map to be updated to include all of SOU8 within the Green sub-area)

Design principles

Built Form

Despite its proximity to Southall Station and the tight urban grain of Southall Green, SOU8 is currently poorly integrated with its surroundings and presents a low quality of built environment. The development of an attractive and legible new street network is essential to ensuring a high quality of urban form and best use of land on this site. Development should also respond successfully to the emerging hub at Southall Crossrail Station, and the distinct character of the Green.

Principle 1: Create a coherent and legible street network

Development at SOU8 will be expected to achieve a coherent and legible layout and street network according to a masterplan whatever its delivery and phasing. This is necessary both to the reintegration of this site within the broader area, and the efficient use of land in a highly accessible location. This network will include high quality new public spaces expressing and responding to desire lines and civic landmarks.

Principle 2: Optimise land use

Initial masterplanning work shows the capacity of SOU8 to accommodate development of an average of 7 storeys. The differing character of surrounding areas will require variation of building heights above and below this average in order to optimise capacity and successfully integrate with the existing built forms. These changes must also be handled consistently within the site and development should maximise environmental quality and efficient use of land, if necessary by consolidating existing building plots.

Principle 3: Integrate with surrounding areas

As a result of its proximity to the Crossrail Station, SOU8 is close to the epicentre of change within Southall. Southall Green as a whole also represents one of the most distinct and valuable character areas within Southall. Development will be expected to integrate as fully as possible with surrounding areas, especially the rest of Southall Green, the emerging hub at the Station, and the Gasworks. This includes forming new pedestrian and cycle links with these areas wherever possible, and respecting and integrating positive elements of the existing built environment within and around the development site. Particular opportunities exist in those sites on the East side of The Green that are adjacent to but

outside of the SOU8 site, and for a new pedestrian/cycle bridge across the railway tracks. These offer the opportunity for incremental development but should integrate with their existing surroundings and the emerging context. Particularly important in this context is the Manor House, the most significant historic building in Southall and, together with its grounds, a defining element of local character. Development at the Green should respond positively to this asset, reinforcing its character and helping to realise its potential as a catalyst for local regeneration.

Land use

SOU8 currently includes a broad mix of town centre uses as well as strategic allocations of industrial land. Existing uses need to be carefully managed in the redevelopment of the site, and specific provision must be made for facilities and infrastructure that will be needed to support an increased population.

Principle 4: Retain and enhance St Anselm's Church and the Dominion Centre

St Anselm's Church and the Dominion Centre are important civic facilities located within SOU8. Development proposals should respect and enhance the setting of St Anselm's and facilitate the development of the Dominion Centre as a multi-functional facility for community uses.

Principle 5: Incorporate supporting uses

The increased housing and employment delivery expected from SOU8 means that development will exceed the levels planned for in the Southall OAPF. This will contribute positively to urban and economic regeneration but means that there is a strategic demand for green space and a two-form entry primary school on site. All phases of development will be expected to contribute to the provision of these facilities and to any other supporting social infrastructure needs.

Principle 6: Facilitate the consolidation of employment uses

The northern part of the Green includes strategic allocations of industrial land, and these will be managed as part of Ealing's overall industrial requirements. It is expected that development of SOU8 will require reorganisation and consolidation of these uses. Development proposals should therefore show clearly how earlier phases will facilitate the integrated development of SOU8 as a whole. LBE will co-ordinate development across all phases to best meet the strategic industrial and employment needs of the Borough.

Updated OAPF guidance

Opportunities

4.119 The Green has a village character providing a positive counterbalance to the busy high street environment of The Broadway.

4.120 The recent conversion of Phoenix House to residential use and the strengthening of the Dominion Centre as a multi-functional community hub with a new library, will contribute to the reinvigoration of the neighbourhood centre.

4.121 There are a number of smaller development sites that offer the opportunity to build on the shop front and public realm improvements funded by the Mayor's Regeneration Fund. There are also two key site allocations in the town centre. SOU8 the Green encompasses the large areas of back land between The Green and the Southbridge Way LSIS. SOU9 St John's Church Hall includes the public open space at the corner of King Street and Western Road.

Land uses: Promote the Dominion Centre, Manor House and the King's Centre as multi-functional facilities. Upgrade business provisions to create affordable places to do business on/near the high street. Introduce housing to the town centre with small-scale infill and intensification.

Built environment: New development will protect and enhance The Green's heritage assets, character and key institutions on the high street.

Movement: The Southall Great Streets programme has improved key connections and public spaces on the high street.

The Green: Land uses

Proposals should provide for a range of town centre uses at street level on the high street network.

Additional residential uses will be supported on upper floors and at ground level, where not on main roads.

Existing community facilities and business space should be retained and upgraded. Proposals for new provision will be supported.

Within the Southbridge Way LSIS, enhanced provision for existing and future SMEs is encouraged.

4.122 The high street will provide a mixture of retail, commercial and community uses as appropriate for a Neighbourhood Centre.

4.123 There is scope for more residential use in the area to take advantage of the closeness to the Crossrail station and support the continued viability of the local centre. Where possible, active frontages and improved pedestrian and cycle access from the residential areas to the high street and Crossrail station should be provided.

4.124 A number of community and faith facilities are easily accessible on The Green/King Street. Some of these are redeveloped to offer a range of business, community, education and training services.

4.125 The Dominion Centre will include Southall Library, services for people with disabilities and a community centre. It will offer more space for local groups to meet, host arts, culture and learning events or activities.

4.126 The Manor House will operate as an events and meeting space. It will include a restaurant and training centre offering apprenticeships in the catering and hospitality sector as part of the Dine in Southall scheme.

4.127 The King's Centre at St John's Old Church will offer a high quality inter-faith hub, community facility and heritage centre.

4.128 The open space adjacent the King's Centre is the only public open space in the vicinity. It is currently of a poor quality and has the potential to open up access to the old burial ground surrounding the hall. Therefore proposals in this area will need to support the delivery of a significantly upgraded public space as set out in site allocation SOU9 St John's Church Hall.

4.129 The Southbridge Way LSIS accommodates a wide range of light industrial and related uses, including the important local employer TRS Suterwalla. There is significant potential to consolidate the LSIS and upgrade the quality of business space. New uses can be introduced to create an appropriate transition between the high street and the LSIS, as set out in site allocation SOU8 The Green.

4.130 Rationalisation of this area should introduce an upgraded and affordable provision for business uses and SME to maximise the town centre and LSIS location as well as the proximity to the Crossrail station.

The Green: Built environment

Protect and build on the existing townscape and character of The Green, relating to existing building heights which are predominantly 2-4 storeys.

Retain and enhance local heritage assets which make a positive contribution to the area's character.

Infill developments should maintain the established rhythm and proportion of frontages and building entrances, including historic plot width.

Shop front improvements to the existing units along the high street network are supported.

4.131 Much of The Green's history can still be seen in the present day town centre which include a Grade II* listed building. The retention and enhancement of the area's heritage assets is considered critical to supporting the revitalisation of the area as the centre of choice for local residents. The site also overlaps with Southall Green Archaeological Priority

Area, and development within this area should seek early engagement with Greater London Archaeological Advisory Service (GLAAS).

4.132 Existing heritage assets that are vacant or under-used should be brought back into full use to support their function as prominent landmarks in the area. These include the Manor House, St John's Old Church and the Old Barclays Bank building on the corner of Merrick Road and South Road,

4.133 Where existing buildings in close proximity to heritage assets are reaching the end of their useful life, such as the Penny Sangham Day Hospital on Osterley Park Road, careful design will be required to ensure that new development complements and enhances the positive elements of the area.

4.134 In general, building heights should relate to the surrounding context of 2-4 storeys. There may be an opportunity for taller buildings in locations that would enhance the legibility of the area. However limited intensification that reflects the existing context is likely to be the most appropriate response in the majority of circumstances.

4.135 Where residential uses are proposed in close proximity to existing business uses, the arrangement of land uses, orientation and design of buildings must be carefully considered to ensure that an acceptable standard of amenity is achieved without detrimental impact on the continued operation of protected business uses.

The Green: Movement

Development should facilitate an improved public realm, with a high quality pedestrian environment linked to the public and green spaces along the high street network.

Opportunities to improve pedestrian and cycle routes should focus on enhancing links from the surrounding residential areas and onwards to the Crossrail station.

Access and servicing for retail and other uses along the high street should be off-street and from the rear where possible.

4.136 The Green and King Street is dominated with car traffic as common to the wider high street network and the town centre environment. The pedestrian environment is further degraded in areas by narrow pavements. Phase Two of the Southall Great Streets project has upgraded key areas along the high street network. New developments will be expected to contribute to further enhancements to the pedestrian environment in the area.

4.137 Funded projects in Phase 2 will deliver:

- . An improved setting for the Manor House which addresses access issues into the park,
- . An improved junction in front of the Dominion Centre,
- . Relocation of the Western Road public open space to the front of St John's Old Church and opening up of the burial ground as a publicly accessible memorial garden; and
- . Minor upgrades to the King Street/ Norwood Road junction which will allow for substantial restructuring of adjacent junctions, subject to funding.

4.138 Adjacent landowners are encouraged to work together to develop shared access arrangements and servicing plans to minimise the land take required for these activities and the disruption to the flow of traffic on main roads.

4.139 The area currently has an over-supply of surface public car parking facilities. The Featherstone Road car park is poorly used as it is located off the high street network and poorly overlooked. The redevelopment of this car park for alternative uses will support an improved block structure and layout between the LSIS and the town centre, improving pedestrian and cycle connections in this area.

The story so far

- Improvements to the Dominion Centre to make room for a relocated and improved Southall Library and to provide a better venue for community arts, culture and learning completed in summer 2014
- Southall Great Streets, including:
- Completed upgrading of the entrance to Manor House/Grounds
- Completed improvements to the parade of shops opposite the Manor House
- Completed improvements to the area in front of St Anselm's Church
- Pending transformation of the Western Road public open space to create a new community venue/memorial garden and public space to the front of St John's Old Church