

# **Great homes, better lives: Our housing strategy for Ealing**

2024 – 2029

Consultation draft

April 2024



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## Foreword

Our new strategy reiterates our commitment to providing genuinely affordable homes for our residents and communities in Ealing, as well as ensuring that we continue to deliver on our three key missions: creating good jobs, tackling the climate crisis, and fighting inequality.

At the last election, we committed to delivering thousands more genuinely affordable homes by 2026 - one of the most ambitious home building programmes in the country. We have already been working hard to not only provide those new genuinely affordable homes for our residents, but also to ensure that homes in the borough are safe, secure places to live. With over 1,300 genuinely affordable homes started on site since the beginning of 2022/23, as well as the successful launch of our private rental sector licensing scheme at the start of 2023, we're already taking real action to improve our residents' lives.

Our main vision when launching our housing strategy is to build on our achievements by ensuring we continue to increase the supply of genuinely affordable homes for our residents. It is through this strategy, that the council can continue to ensure that affordable housing is available for residents across our seven towns. We know that the homes that we build in the borough must meet our residents' needs. Ensuring that the homes themselves are of the quality that our residents deserve, the neighbourhoods that they form are safe places to live, and that they meet our sustainability criteria as we continue to fight the climate crisis, are all of paramount importance.

We are striving to support our residents to create, nurture, and engage with new communities on their estates, encouraging everyone in Ealing to live in communities filled with pride and identity. Having somewhere safe and secure to call home is essential for creating and improving opportunities for our residents. Good quality homes are known to improve physical and mental health outcomes for residents, as well as being a key determinant in educational outcomes for children and young people. Housing is crucial in fighting the inequalities we know are present in our society.

We know that many of our residents are finding their household budgets at breaking point, with difficult economic conditions and the current housing crisis. Whether its rising rents for private tenants, increased interest rates for mortgage holders, councils across London are continuing to face up against a housing affordability crisis. That's why this strategy is so important, helping to navigate the challenges ahead of us, and to provide a robust framework to help us weather economic hardship or political change.

This strategy is not just about delivering new homes but creating new communities and improving the lives of our residents. We know that there are big challenges ahead of us, but we are committed to delivering on our promises and ensuring that our residents, from all our seven towns, can continue to afford to call Ealing their home.

Councillor Peter Mason  
Leader of Ealing Council

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## Strategy on a page

Our mission is to take proactive action to meet our residents diverse housing needs and aspirations, improving health and wellbeing through the provision of a range of good quality, well managed, genuinely affordable<sup>1</sup> homes across Ealing's seven towns. We want to change the way Ealing's services are delivered to support people to achieve their full potential and ensure nobody is left behind. This means integrating services around people, places, and their needs, focusing on preventing and addressing housing crisis and supporting residents to live settled lives.

We have four interconnected **strategic priorities** for housing in Ealing for the next five years, which will support us to deliver on our mission. These are:

- Increasing the supply of genuinely affordable homes
- Quality housing - homes that are safe, secure, and sustainable
- Supporting people to live well in the community
- Promoting resilience, inclusion and fighting inequality

The actions we take to achieve these priorities will contribute to delivering on our three council-wide strategic objectives of creating good jobs, tackling the climate crisis, and fighting inequality.

Our approach to delivering this strategy will be underpinned by **four commitments** about the way we will work. These are:

- Empowering communities
- Being bold and innovative
- Delivering through partnership
- A polycentric approach – Ealing's seven towns

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<sup>1</sup> By 'genuinely affordable' we mean a home which costs no more than a third of gross household income.

# 1. Introduction

## A new housing strategy for Ealing

- 1.1 Ealing is a dynamic and vibrant place with a unique blend of characteristics including diverse communities, high-performing schools, a wide variety of employment opportunities, abundant parks and green spaces and outstanding connectivity to other parts of the capital. These characteristics, as well as the strong identity of each of our seven towns, make Ealing an attractive place where people want to live, put down roots, and bring up a family.
- 1.2 Good quality, genuinely affordable housing plays a fundamental role in the lives of our residents and communities. This is why we have worked hard to increase housing supply locally. We are proud to have one of the strongest track records in London of delivering new homes. But we know we need to do more.
- 1.3 This Housing Strategy sets out our plans to shape housing provision across Ealing's seven towns over the next five years. It is purposefully ambitious and broad in scope. The strategy is designed to help us deliver on our wider corporate objectives by integrating our work on housing with that in other areas including community engagement, economic development, addressing the climate emergency, and providing essential support to our most vulnerable residents.
- 1.4 As a council, we have a range of legal responsibilities for housing. These include:
  - managing and maintaining our council homes
  - assisting people at risk of homelessness or rough sleeping
  - ensuring suitable accommodation for those with care needs
  - enforcing minimum standards of rental homes in the private sector
  - delivering measures to help people to live independently; and
  - planning for future housing needs across the borough
- 1.5 In addition to these responsibilities, the council has an important role to play in bringing together the wide range of organisations that we will rely on to deliver the mission and priorities set out in this strategy.
- 1.6 We do not own or have direct control many of the homes in our borough but can influence and use our powers to help ensure homes

are of good quality and are well managed. A theme of this strategy is how we will work with others to deliver on our mission and priorities. We want to work with our partners and residents to find creative solutions, empowering others to take leading roles where they are best placed to do so.

- 1.7 We know that achieving the ambitions set out in this strategy will be challenging, particularly within the financial and legal constraints we face. This is why, as we deliver this strategy, we will be working hard to find ways to finance our activities that will be sustainable over the long term. We are an ambitious and compassionate council, and we recognise that we, our residents, and our communities cannot afford a lack of ambition in housing. The costs of not being ambitious would be more profound still.

## **Our mission, objectives, and commitments**

- 1.8 **Our mission** is to take proactive action to meet our residents diverse housing needs and aspirations, supporting health and wellbeing, through the provision of a range of good quality, well managed, genuinely affordable<sup>2</sup> homes across Ealing's seven towns. We want to change the way Ealing's services are delivered to support people to achieve their full potential and ensure nobody is left behind. This means integrating services around people, places, and their needs, focusing on preventing and addressing housing crisis and supporting residents to live settled lives.
- 1.9 We have four interconnected strategic priorities for housing in Ealing for the next five years, which will support us to deliver on our mission.

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<sup>2</sup> By 'genuinely affordable' we mean a home which costs no more than a third of gross household income.

**Priority 1:** Increasing the supply of genuinely affordable homes

We will place residents at the centre of our work with partners to ensure that Ealing's seven towns have a sufficient number and mix of new homes to meet population growth and existing housing needs.

**Priority 2:** Quality housing: homes that are healthy, safe, and sustainable

We will work to improve the quality of housing in Ealing, so that homes in our borough benefit the health and wellbeing of our residents and communities.

**Priority 3:** Supporting people to live well in the community

We will work in partnership to prevent homelessness and rough sleeping and provide a range of housing options and support for Ealing's ageing population and those with support needs, enabling people to live independently.

**Priority 4:** Promoting resilience, inclusion and fighting inequality

We will seek to identify and address housing inequalities within our communities through targeted initiatives, increasing community resilience, improving resident engagement, and ensuring the accessibility of our services for all.

1.10 The actions we take to achieve these priorities will contribute to delivering on our three council-wide strategic objectives and the housing targets in our 2022 – 2026 Council Plan, set out below.



1.11 These housing targets are to:

- deliver 4,000 new genuinely affordable homes across the borough
- invest £20 million in 100 new safe and secure places for people to stay



- invest £400 million in the council's social housing
- increase the proportion of affordable homes delivered in the borough to well over 40%
- work to end the need for homeless families to stay in temporary accommodation

## Our commitments

- 1.12 To achieve our mission and deliver on our priorities requires a way of working that builds on the council's corporate pledge to deliver a new culture of public service where we engage and work in partnership with our communities. Our approach to delivering this strategy will be underpinned by four commitments about the way we will work.
- 1.13 **Commitment 1: Empowering communities.** We commit to fostering collaboration with the individuals and organisations deeply familiar with their respective communities and empowering them to work alongside us to deliver our mission and priorities. This will help ensure we live up to our commitment to inclusion and making Ealing a fairer place to live and work. While the council will not have solutions to every housing challenge, we will guide our residents towards the resources and experts who can provide the necessary support.
- 1.14 **Commitment 2: Boldness and innovation.** We commit to embracing innovation and trying new approaches that can enhance housing opportunities and residents' quality of life. This strategy introduces fresh perspectives, such as expanding partnerships, including potential collaboration with institutional investors, and considering out-of-borough development at scale to broaden housing choices for Ealing's residents.
- 1.15 **Commitment 3: Delivering through partnership.** We cannot deliver this strategy on our own. We will work in partnership with our residents, communities, and partners like Broadway Living, to deliver on our priorities. These partnerships will be instrumental in attracting additional investment into Ealing, expanding the availability of genuinely affordable housing, and strengthening our ability to face future challenges.
- 1.16 **Commitment 4: A polycentric approach.** As a large borough comprising different areas and several town centres, we recognise that one size does not fit all when it comes to housing. That is why, in addition to the three commitments set out above, we will work

over the course of this strategy to tailor our approach to respond to the different housing needs in each of Ealing's seven towns.<sup>3</sup>

- 1.17 Sections 3 to 6 set out our four priorities, and under each priority we have outlined how we will deliver in line with our first three commitments. Section 7 explains how we will deliver on commitment 4, setting out our seven towns approach to implementing the housing strategy.

## Developing this Strategy: our approach

- 1.18 This strategy has been developed through a multi-stage approach building on research, consultation, and engagement.



- 1.19 In the development of the strategy, we reviewed over 70 documents and carried out over 50 interviews across key council services, housing partners, and community organisations. It has also been informed by an accompanying update to our Local Housing Needs Assessment, which now includes analysis of housing need across each of Ealing's seven towns based on the latest available information.
- 1.20 It builds on the objectives and priorities of Ealing's Council Plan 2022 to 2026 as well as many other council strategies and plans, such as the emerging Local Plan, Health & Wellbeing Strategy, Climate & Ecological Strategy, as well as regional strategies and plans such as the London Plan and Mayor of London's Housing Strategy. An outline of the links to key council documents is included in Appendix 1.

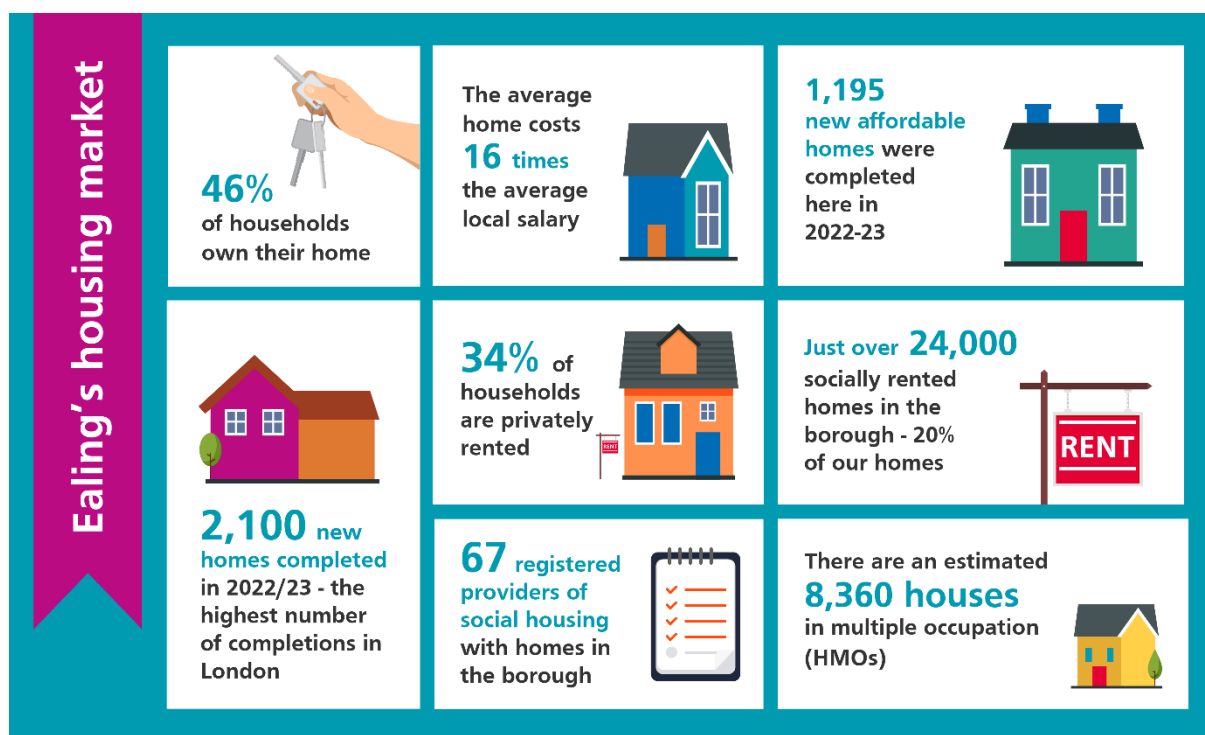
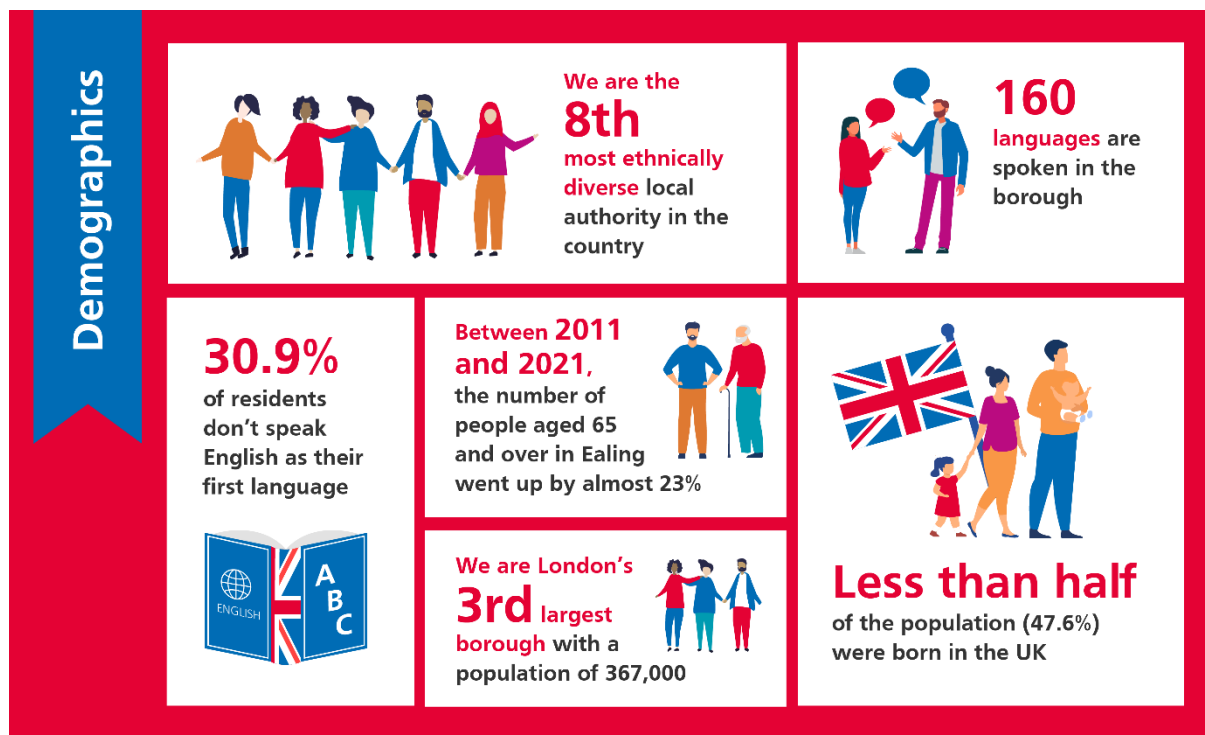
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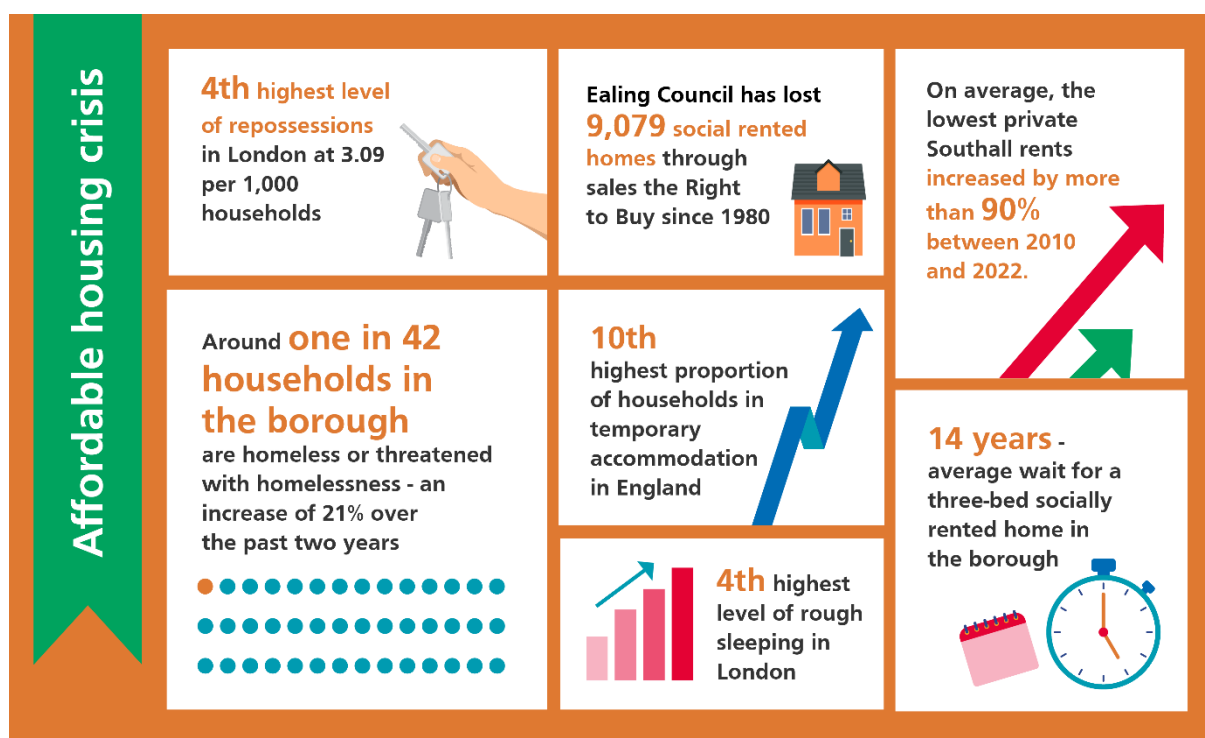
<sup>3</sup> These are Acton, Ealing, Greenford, Hanwell, Northolt, Perivale, and Southall.

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- 1.21 This document has been prepared for the purposes of public consultation, following initial approval by Ealing Council's cabinet. Residents, stakeholders, community representatives and other interested parties will be invited to comment and share views on the strategy, which will be reviewed to produce a final version.
- 1.22 We are producing this strategy at a time of great uncertainty in the wider political and economic environment. This strategy seeks to respond to today's challenges while also providing a firm foundation and clear direction for our borough over the next five years. It strives to be both ambitious and deliverable, identifying the roles of our residents, communities, and partners in shaping the future of Ealing's housing.

## 2. Housing in Ealing: understanding the issues

2.1 Ealing is a dynamic and diverse area with a growing population and abundant local amenities. It also faces a number of challenges in sustainably meeting local housing needs.





## Housing affordability and tenure

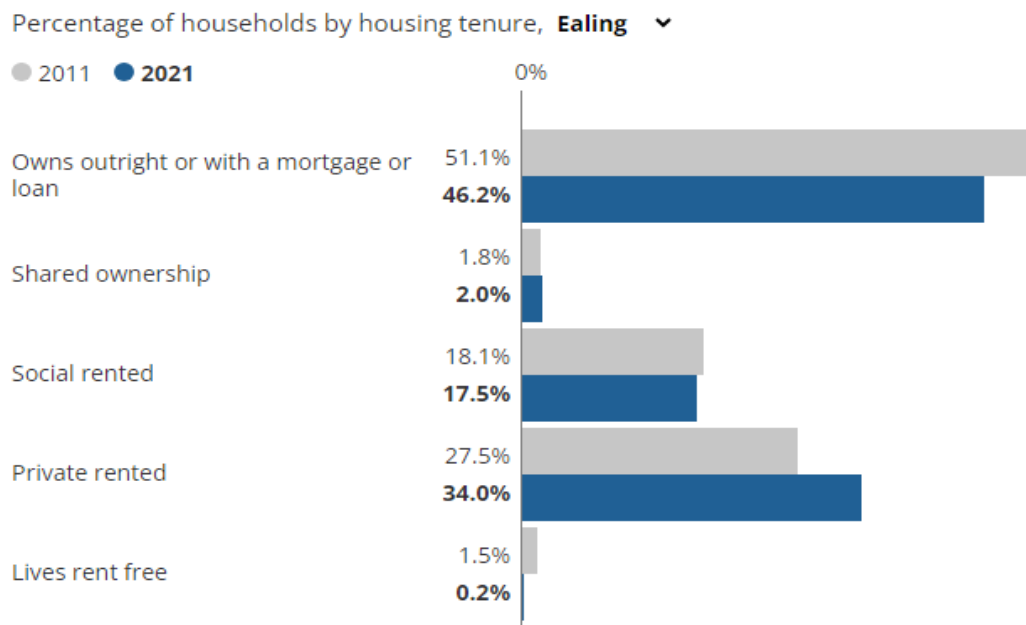
- 2.2 Ealing's growth and diversity are reflected in the scale of local housing need. Housing costs are high throughout the borough. The median price of a house in Ealing is £550,000 (slightly above the London average of £535,000)<sup>4</sup>. Property prices have increased by over 100% since 2007. However, average incomes remain relatively low with median gross annual earnings in Ealing just over £36,000, which is lower than in all but three other London boroughs.<sup>5</sup> This results in significant affordability challenges for aspiring homeowners.
- 2.3 Most people in Ealing still own their own home (46% of households), but this has been in decline over the past decade, from 51% at the previous census in 2011. Affordable housing accounts for fewer than one in five households (19.5%) across Ealing, which is below the London average (23.1%), and the proportion of households living in affordable housing varies significantly by area, from 29.1% in

<sup>4</sup> ONS, Median house prices for administrative geographies (September 2023) – 12 months to March 2023.

<sup>5</sup> These boroughs are Sutton, Newham, and Barking & Dagenham.

Northolt to 9.6% in Perivale. The majority of affordable housing in Ealing is rented social housing.

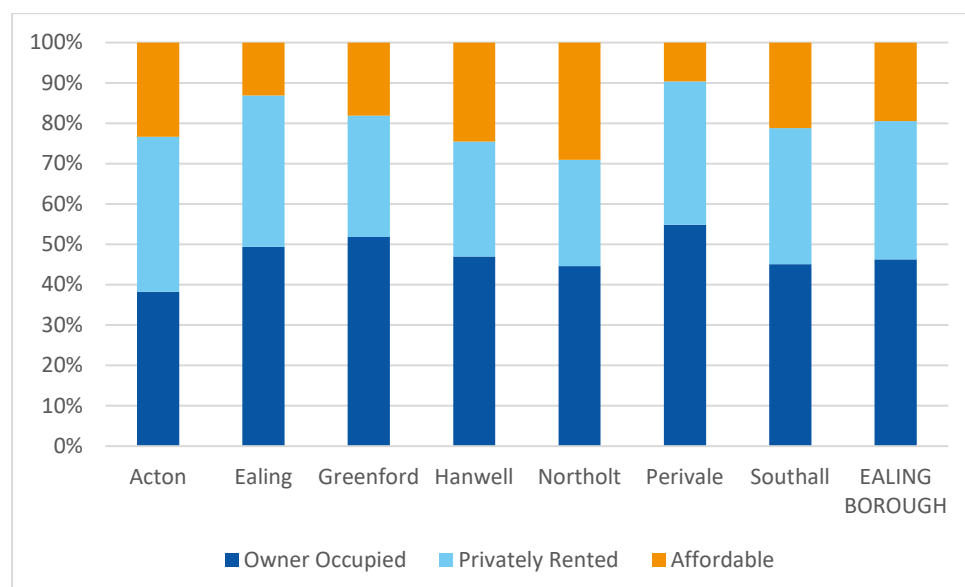
*Figure 1 Housing in tenure in Ealing, Census 2011 and 2021*



Source: Office for National Statistics – 2011 Census and Census 2021

2.4 Ealing Council owns 9% of the overall housing stock in Ealing which is social rented levels and other registered providers of social housing manage a further 8.5%. Shared ownership homes form a further 2% of the housing stock, a higher proportion than both London (1.5%) and England (1%).

*Figure 2 – Housing Tenure by Town in Ealing (Census 2021)*



- 2.5 Many residents are not only priced out of home ownership but are increasingly priced out of the private rented sector (PRS) too. Recent analysis shows that the average PRS property is unaffordable to those on average incomes for all but studio flats in a small number of areas across the borough. The only three genuinely affordable tenures housing for the majority of households on average incomes are Social Rent, London Affordable Rent, and London Living Rent.

### **Affordable housing tenures funded by the Greater London Authority**

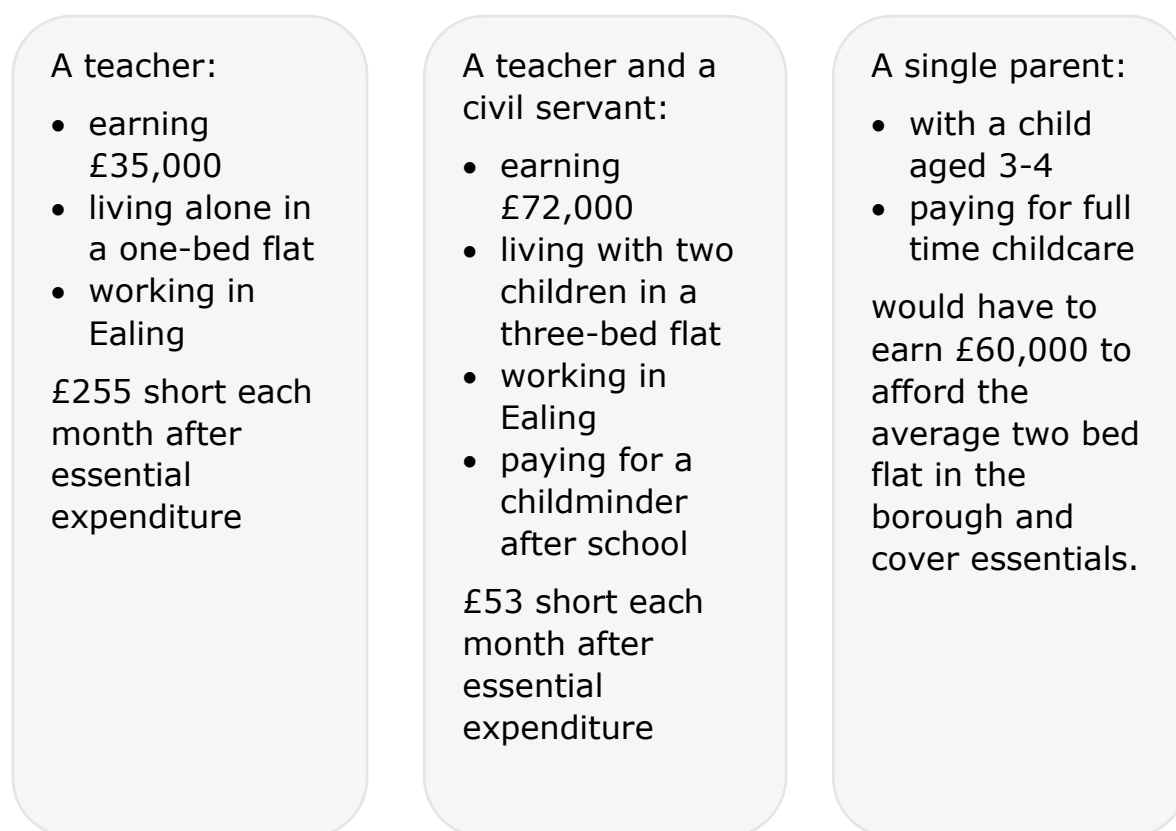
**Social Rent** is a low-cost rental tenure which uses a capped rent formula and is intended for households who qualify for social housing through the local housing register.

**London Affordable Rent** is a low-cost rental tenure which uses rent levels set by the Greater London Authority (GLA) and is intended for households who qualify for social housing through the local housing register. This is no longer funded by the GLA and is being phased out in favour of social rented homes.

**London Living Rent** is an intermediate tenure with an option to buy, which uses rent levels linked to local incomes at no greater than 80% of market rents and is intended for middle income households.

- 2.6 The challenges faced by low- and middle-income households in Ealing finding genuinely affordable housing in the private market is reflected in the findings of our most recent local housing needs assessment. This explored housing needs across a range of circumstances for Ealing's population, identifying the need for an additional 27,734 affordable homes over a fifteen-year period, 70% of which would need to be for social or affordable rent. Over 45% of the need will be for larger homes of 3 bedrooms or more. This evidence justifies the need for an increase in the number of genuinely affordable homes in Ealing.

*Figure 3: Housing affordability case studies: impact on three different households, using average rent data from the ONS.*



- 2.7 Ealing already has a strong track record of delivering new homes, performing the seventh best across London and the third best for completion of affordable homes in the previous five years. While Ealing's local plan has allocated substantial amounts of land for housing, there are constraints on the supply of available land for development in the borough. A large share of Ealing's land is green belt, metropolitan open land, or strategic industrial land, which is subject to stronger planning protection.
- 2.8 Our residents are generally supportive of the need for more genuinely affordable homes in their area. In recent resident surveys, only 10% of residents agreed with the statement 'there is a good range of affordable homes to rent or buy'. This was consistent across different areas with younger respondents and people with disabilities particularly likely to disagree.<sup>6</sup> Affordable housing was

<sup>6</sup> The Shaping Ealing survey was carried out between November 2021 and May 2022 with 10,661 respondents.

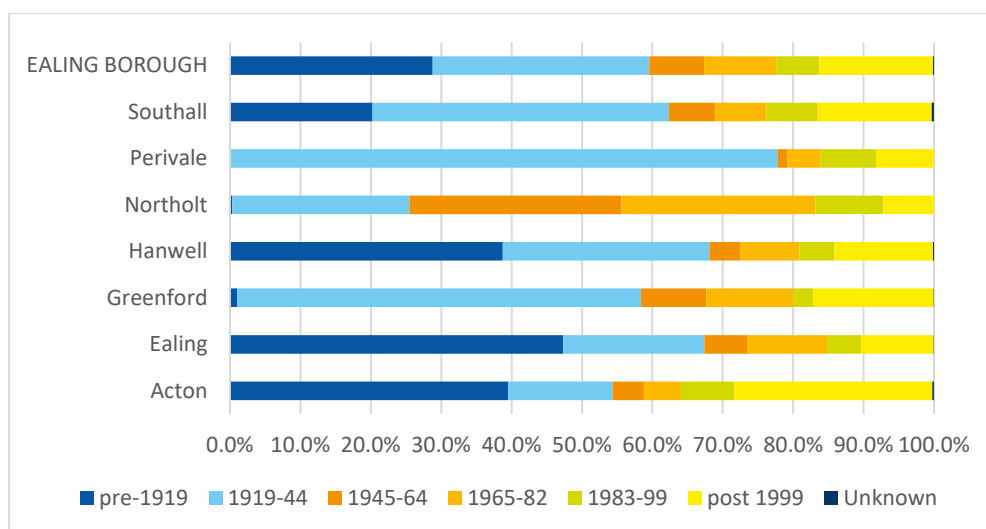


third on the list of things that residents consider make their local area a good place to live.<sup>7</sup>

## Housing quality in Ealing

- 2.9 There are considerable challenges associated with improving the quality of Ealing's homes, ensuring they remain safe, secure, and sustainable. Ealing is home to a significant number of older properties, with almost 60% of homes being built pre-1945. Whilst the age of a property is not necessarily a direct reflection of its quality, there is a strong relationship between the age of a property and poorer energy efficiency.

*Figure 4 – Ealing's housing by built age (Valuation Office Agency, 2023)*



- 2.10 Ealing Council has set itself the objective of becoming net zero by 2030. Currently housing is the single biggest contributor to local carbon emissions.<sup>8</sup> 13% of Ealing's residents are living in fuel poverty, over half (54%) of Ealing's homes are EPC D or lower, and over three-quarters (75.5%) of Ealing's homes depend on gas as their main heating source.<sup>9</sup> The extent of fuel poverty and poor energy performance is greater for private homes and suggests the

<sup>7</sup> According to the most recent resident survey from 2022 (based on 1,250 interviews).

<sup>8</sup> Housing accounts for 42% of local emissions – higher than both transport (32%) or industry/commercial (26%) according to the Council's Climate & Ecological Strategy.

<sup>9</sup> EPC refers to a properties Energy Performance Certificate which is ranked from A (highest performing) to G (lowest performing).

need for a widescale retrofit programme to reduce carbon emissions and tackle fuel poverty.

- 2.11 Across Ealing, more than a third (34%) of households are now living in the private rented sector. Recent analysis showed that 22% of homes in the private rented sector are predicted to have at least one category 1 hazard, significantly higher than the national average of 12%. These are serious hazards which pose a risk to the health and safety of the occupants and for which the local authority should take enforcement action, which will be better enabled through the roll-out of licensing schemes.

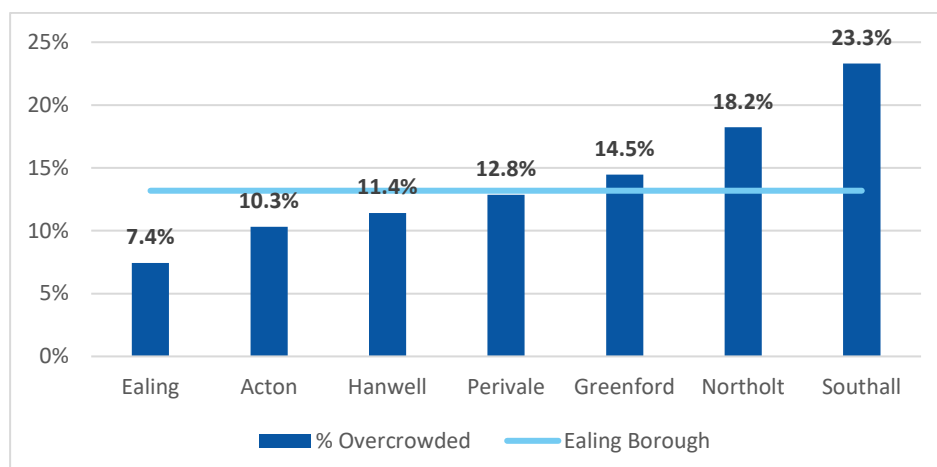
## **Supporting people**

- 2.12 The high costs and lack of housing security, low wages, and benefit shortfalls, leads more people to approach the council at risk of homelessness. According to the latest report from Shelter (2023), Ealing ranks as the 10th highest council in the UK in terms of homelessness rates. The number of households assessed as homeless increased by almost 13% between 2021/22 and 2022/23, the most common cause of which was the end of a private rented sector tenancy.
- 2.13 Overcrowding is a major issue in parts of the borough, particularly in Southall where 23% of households are overcrowded by one bedroom or more.<sup>10</sup>

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<sup>10</sup> This is based on the 2021 Census definition of overcrowding which is calculated by comparing the number of bedrooms the household requires to the number of available bedrooms. Further information about bedroom requirements by occupants is available [here](#).

*Figure 5 – Overcrowding in Ealing (Census 2021)*



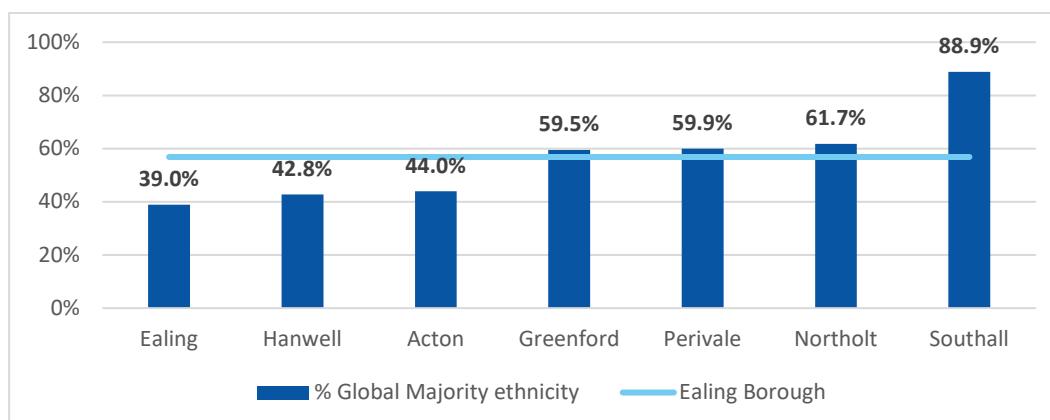
2.14 Ealing has an ageing population, with 21% of our residents projected to be 65 or over by 2041. The London Plan target is for each borough to provide an additional 200 homes per year specifically for older people. We currently do not have enough housing options for this group. For example, there are only two extra care schemes currently operating in the borough. Between 2023 and 2024 the population of residents aged under 40 is projected to fall by almost 14,000. This also suggests the need for more family-sized accommodation to be provided locally.

## Addressing inequality

2.15 Ealing is home to considerable deprivation, and we face profound challenges with housing that affect our diverse residents and communities in different and unequal ways. We do not shy away from these challenges - we remain determined to confront and address them by working with people affected to provide them with more choices in finding solutions.

2.16 Ealing is the third largest London borough with a population of over 367,000, of which 54% are from ethnic minorities, over half were born outside of the UK and only 24% identify as 'white British' – the third most diverse borough nationally, with 160 languages spoken.

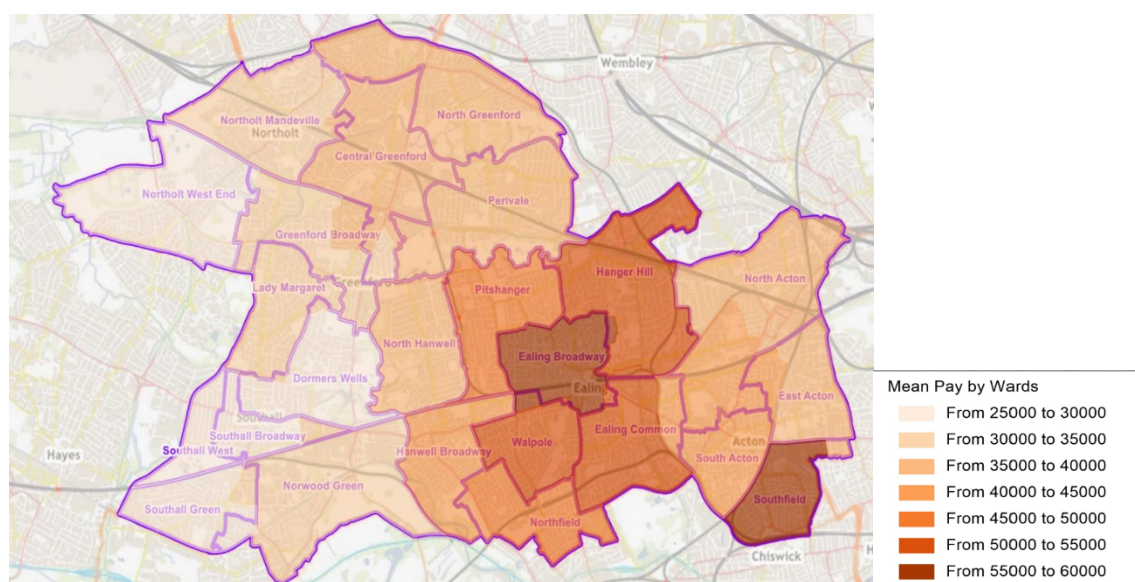
**Figure 6 – Ethnicity of Ealing’s population (2021 Census)**



2.17 The diversity of the borough is one of its key strengths but can also present challenges for our residents where English is not their first language. We know that there are considerable disparities in the living standards across different ethnic groups in Ealing, as well as significant challenges in providing housing support for those with no recourse to public funds due to their immigration status.

2.18 The borough features a wide range of household incomes, comprising those on both high and low incomes often living in close proximity to one another. This is particularly prominent in the towns of Acton and Ealing, which include both large volumes of affordable housing alongside relatively expensive private housing.

**Figure 7: Mean Household Income (CACI, Paycheck – 2022)**



### **3. Increasing the supply of genuinely affordable homes**

#### **Key outcomes**

- More residents are able to access a genuinely affordable home
- Better quality of life for residents
- Increased investment in Ealing's homes and communities

Links to council priorities on Genuinely Affordable Homes and Good Growth

#### **Context**

- 3.1 Too many of our residents face great difficulty in finding good quality affordable housing. In recognition of this, Ealing Council have set an ambitious target of delivering 4,000 genuinely affordable homes by 2026, following successful achievement of our previous target of 2,500 such homes built between 2017 and 2022.
- 3.2 Facilitating the delivery of genuinely affordable homes will help provide a better quality of life for our residents by enabling them to meet their other daily needs and live a fulfilling life, whilst also reducing the costs we as a council spend on homelessness and temporary accommodation, housing benefit, social care, public health, and other services.
- 3.3 We have a proud track record of securing grant funding from central government to support new affordable housing, but this is not sufficient to meet the full costs of development. We will explore other forms of investment and partnerships to cover the full costs of delivering new genuinely affordable homes.
- 3.4 By 'genuinely affordable' we mean homes where housing costs do not exceed broadly one-third of a household's gross household income, or 40% including service charges. Practically, this means that we will focus on delivering Social Rent, London Affordable Rent and London Living Rent homes. We will also support Discounted Market Rent in locations where rent levels meet our definition of genuinely affordable. We recognise the potential value that other tenures, such as shared ownership, can bring to housing markets but this does not meet our definition of 'genuinely affordable' across most of the borough.

## **Priority activities for increasing the supply of Genuinely Affordable Homes**

- Attract investment in new housing through “Good for Ealing” and explore alternative funding and partners such as For-Profit Registered Providers and institutional investors to help deliver genuinely affordable homes as well as a range of tenures including intermediate housing, build to rent and temporary accommodation
- Explore options to partner with other areas to deliver a new town or housing communities outside of Ealing’s boundaries to meet housing needs
- Improve the commissioning of supply to address a diversity of needs, including through the potential redevelopment of underused and poor-quality sheltered housing schemes which could better meet a wider range of housing needs
- Explore how Broadway Living could be used as a vehicle for providing more supported and specialist housing options (subject to viability)
- Prioritise the delivery of London Living Rented homes over Shared Ownership homes both on the council’s own development pipeline and all developments coming through planning
- Explore opportunities for property acquisition using external funds
- Explore opportunities to collaborate with housing associations to increase supply on their existing estates, especially if they are adjacent to council owned estates

## **Increasing the supply of genuinely affordable homes**

- 3.5 We are exploring a range of housing delivery models. This includes direct delivery through the council, our wholly owned housing company Broadway Living and its subsidiary Broadway Living RP where financially viable. Other alternatives we are considering are joint ventures and partnerships, with private developers and housing associations, including for profit registered providers.
- 3.6 Our existing development partners recognise the strength of Ealing’s commitment to increasing the delivery of new genuinely affordable homes, regarding the council as a willing partner and seeing Ealing as an attractive place to deliver new homes owing to its connectivity, strong communities, and abundance of local amenities.

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During 2022/23 overall housing completions in Ealing were the highest in London (2,100)<sup>11</sup>.

## **Broadway Living**

Broadway Living is the Council's wholly owned local housing company, along with its subsidiary, Broadway Living RP, it plays a crucial role in advancing the Council's housing ambitions and objectives. The companies have historically been instrumental in developing and managing homes.

We will explore together broadening their scope. This strategic shift is aimed at better addressing the diverse housing needs within the borough and providing homes that are most urgently required.

### **3.7 We will:**

- Focus on delivering genuinely affordable homes at Social Rent and London Living Rent. We will support Discounted Market Rent in locations where rent levels meet our definition of genuinely affordable.
- Look to deliver as many genuinely affordable homes as possible through the planning system. Our priority is for new affordable homes to be delivered on site with an appropriate mix of property sizes and for any affordable homes to remain so in perpetuity.
- Identify opportunities to acquire homes that can be converted into genuinely affordable housing.
- For Build to Rent schemes, we will be seeking a minimum 40% genuinely affordable homes in line with our Local Plan policies. These genuinely homes will have rent levels set no higher than London Living Rent levels, secured in perpetuity.
- Support innovative approaches that can effectively scale-up the delivery of good quality, genuinely affordable homes. This could include the use of modular and modern methods of construction, urban densification (where appropriate, in line with Ealing's Local Plan policies) and build to rent, which includes an affordable component.

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<sup>11</sup> DLUHC, Table 253 House building: permanent dwellings started and completed, by tenure and district, 2022-23



- Review our approach to bringing empty homes back into use and publish a new Empty Homes Strategy.

## **What is co-living?**

Co-living is a modern form of communal living, which involves renting a purpose-built en-suite room or self-contained or studio apartment with significant amenity space throughout the building. It often includes co-working spaces, gyms, and cinema rooms. Tenancies typically range from 3-12 months (but can be as long as 3 years) with all-inclusive billing, so can offer flexibility in a way most other residential products don't. It tends to appeal to students, recent graduates and young professionals who want to live in vibrant urban centres, with a strong sense of community and access to amenities.

## **Delivering a range of homes to meet diverse needs**

- 3.8 Ealing's demographic profile is one of the diverse in the country, and the needs and aspirations of our residents also vary. While there is a great need for traditional housing models, such as social rented homes and low-cost affordable homes to buy, we are also looking to deliver some homes through less traditional housing models where it can be demonstrated that it meets the need of residents.
- 3.9 We are also working with residents and community groups to support more innovative forms of housing supply, such as co-living housing schemes and custom or self-build, and particularly where they include affordable provision. We are especially supportive of community-led housing models that give residents more say in the design and management of homes, such as Community Land Trusts (CLTs), not-for-profit organisations that acquire and manage land for the benefit of local communities by providing affordable housing.

## **What are self-build and custom homes?**

Self-build is when you are directly involved in organising the design and construction of your new home. Custom-build is when you work with a developer to help you construct your new home. Sometimes these methods merge such as when custom-build developers offer the option of a serviced plot where you can design and build your own home as part of a larger scheme.

The Self Build and Custom Housing Building Act 2015 requires local authorities to keep and maintain a register of individuals and groups



who are seeking to acquire serviced plots to self-build or custom-build homes.

Custom and self-build housing projects can also deliver additional genuinely affordable housing. For example:

- Serviced building plots are made available below market value and are subject to a legal agreement that restricts the resale value of the completed property to below market value.
- Homes are built as shared ownership properties – for example where a housing association or council constructs the homes to the waterproof 'shell' stage and then enables private homebuilders to enter into a special form of shared ownership lease to complete the property. Once the work is satisfactorily completed, this earns the homebuilder an equity share in the property, which means they need a smaller mortgage or a lower deposit.
- A developer or landowner could work in partnership with a recognised housing association or alternative affordable housing provider
- Where a self-builder commits (via an agreed legal document) that the resale of the dwelling shall be restricted to an eligible household for at least a 20% discount on market prices.

### 3.10 We will:

- Be open to student housing or co-living developments where they take place in suitable locations, of sufficient quality and high management standards, and provide acceptable levels of genuinely affordable housing.
- Work with Broadway Living, our housing company and its subsidiary registered provider Broadway Living RP, to explore how we can increase the provision of homes to meet local need.
- Deliver at least 100 new homes through community land trusts, working with Ealing Citizens to bring forward suitable sites for development.
- Support those interested in custom and self-build, particularly provision meets local need and is affordable provision.
- Look to establish a dedicated transit site for the Gypsy, Roma, and Traveller (GRT) community, as well as additional permanent pitches, ensuring the GRT community are able to travel through the borough safely, free from discrimination, with viable

alternatives to unauthorised encampments on private land and open spaces.

- Improve access and deliver a range of intermediate homes, including affordable home ownership and genuinely affordable rented homes, for middle income households and key workers who are unable to afford private rents or outright purchase. Affordable home ownership includes London Living Rent (rent-to-buy) and shared ownership.

## **What is community-led housing?**

Community-led housing can take several forms, including housing co-operatives, Community Land Trusts (CLTs), cohousing, and self-help housing. These approaches are not mutually exclusive, and in many cases a mixture of approaches may be employed in the setup and running of community led homes to suit specific circumstances. Community-led housing shares the following principles:

1. Meaningful community engagement and consent occurs throughout the development process. Communities do not necessarily have to initiate a scheme, or build homes themselves, though many do.
2. There is a presumption that the community group or organisation will take a long-term formal role in the ownership, stewardship, or management of the homes.
3. The benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity.
4. In terms of building or renovating the properties, there's several approaches through hired contractors, housing associations, community self-build (where groups of ordinary people learn new skills and use modern and efficient construction methods to build homes) and self-finish (where residents are handed the property to finish building skills and saving them money).

## **Types of community led housing models**

### **1. Co-housing**

Co-housing is an approach to creating a community. It is a community led model where people come together to build a neighbourhood that embodies particular values and shared vision for living. The movement emerged in Denmark during the 1970s as a

practical response to a sense of growing isolation experienced in modern cities.

While cohousing has a big focus on living communally, it is different from a commune. Residents have their own homes which surround shared spaces where people can meet, eat together, and share resources. However, residents decide when and how they want to interact. Co-housing schemes are generally quite small - between 10 and 40 households. Some are intergenerational, some focus on providing independent living for people with disabilities, and others have been created to cater for particular communities, such as older women or LGBT groups.

## **2. Housing co-operatives model**

Co-operatives are not-for-profit and democratic organisations run for and by their members. They have a rich history and have developed out of a desire to do things differently and in a way that genuinely serve communities. While they can be focused on businesses, they can also be focused on housing involving large properties and developments where people live collectively or individual homes in close proximity.

## **3. Community Land Trusts model**

Community Land Trusts (CLTs) are not-for-profit organisations made up of community members. CLT's are a way for communities to build, bring back into life or protect buildings and services that are important to them. They are a model that can be used to build, maintain, and manage homes that people need and can afford. Many groups are taking a radical approach to how they calculate rent and sale prices by taking houses out of the market and tying costs to what local people earn. This means living costs can be dramatically reduced.

## **4. Self-help housing model**

This is a model that secures existing housing for refurbishment. It often provides a range of opportunities for 'hands on' involvement by members during the refurbishment process. There are various housing charities that have been training homeless and vulnerable people to renovate abandoned properties for decades.

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## **Working in partnership to fund and deliver new homes**

- 3.11 Our vision and growth targets can only be achieved by working in creative partnership with private sector businesses, developers, and investors. We are working closely with partners such as the Old Oak and Park Royal Development Corporation (OPDC), which will oversee the delivery of 15,000 new homes, many of which will be in Ealing, as well as wider infrastructure which will have an impact locally.
- 3.12 Through our “Good for Ealing” inward investment programme we are promoting Ealing’s potential for good growth and new homes to potential new partners. By positioning ourselves as ‘being open for business’ as a positive and proactive partner of choice in these challenging times, we can ensure the continued delivery of housing and uphold our commitments on affordability and sustainability. In turn, our partners will be expected to demonstrate how they share our values, spread good practice, and support our diverse communities and residents by actively engaging with them.
- 3.13 We are keen to explore the potential for Ealing to use its skills and resources to develop a new town or community outside of the borough where some of Ealing’s housing needs could be more sustainably met. This would involve finding a suitable area to partner with who would benefit from the development of new homes and incoming residents who could fill skills gaps and vacancies in the local jobs market. With careful planning the amenities and infrastructure that is required for a thriving community such as transport, healthcare, schools, jobs, leisure, and retail facilities would be developed alongside new homes.

*Fig 8: Benefits of Mixed tenure housing<sup>12</sup>*



### 3.14 We will:

- Advertise site opportunities to potential regeneration and development industry partners via the “Good for Ealing” inward investment programme.
- Where the council does fund new homes, we will ensure the homes are of high quality, subject to a rigorous appraisal of their financial viability and that robust governance is in place.
- Explore opportunities for Ealing to establish a sustainable new community beyond the borough, in collaboration with neighbouring areas, to address housing needs.
- Continue to work with our statutory partners, the West London Alliance on One Public Estate, Old Oak, and Park Royal Development Corporation (OPDC), and Transport for London to support the delivery of new homes across the wider sub-region.
- On larger new-build developments, we will strongly advocate for mixed tenure developments to meet demand from a range of

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<sup>12</sup> Savills, How can housebuilders use Build to Rent to increase delivery rates? 15 January 2024

household types, better supporting both economic development and social cohesion.

## **Housing commissioning**

Ealing is launching a new strategic housing commissioning system, offering a comprehensive framework to meet the borough's diverse housing needs. At its core is a focus on revitalising existing housing and maximising new home creation. This marks a pivotal shift towards a commissioning-based methodology, grounded in a detailed analysis of housing requirements. By identifying and addressing these needs, the council and its partners can employ a variety of delivery methods.

More than just increasing housing numbers, this system is about strategically ensuring the right homes in the right places, tailored to meet community needs. It adopts a transformative approach that addresses housing demand, financial feasibility, and sustainability. The system emphasises collaboration, strategic planning, and community empowerment, aiming to deliver housing solutions that are effective, sustainable, and inclusive.

## **Capitalise on opportunities and work with residents to deliver regeneration and community infrastructure.**

- 3.15 The regeneration of existing estates will play an important role in achieving our ambition to increase the number of genuinely affordable homes. Estate regeneration delivers upgrades to quality, safety, space, and sustainability while also allowing us to better match the size of homes to those that our communities need.
- 3.16 Ealing Council has a strong track record of working with communities to bring forward regeneration proposals as seen in successful recent estate ballots at the Golf Links and High Lane. Ealing has provided over 3,000 new homes through regeneration schemes to date, with potential for around 5,000 homes in our development pipeline forecast to be delivered across seven regeneration projects. Over the course of this strategy, our approach to regeneration will evolve in line with the wider Seven Towns framework and the needs of local communities.
- 3.17 Regeneration schemes are complex by their very nature. They often involve many partners, are delivered in multiple phases across several years and require rehousing existing residents. The costs of delivering these schemes are typically funded through the cross-

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subsidy provided through developing a mixture of tenures of housing, including private sale.

3.18 We will:

- Seek to continue to deliver these homes over the course of this strategy, providing regular updates to those residents and communities affected, and closely scrutinising the financial viability of our schemes.
- Look to adopt an area-based approach to regeneration which closely ties in new homes with the surrounding area and the provision of a mixture of uses.
- Work collaboratively with housing associations who are planning to regenerate their own estates in order to improve the quality of their homes and surroundings and potentially to increase the supply of Genuinely Affordable Homes. Where these are adjacent to council owned homes, we would explore close working to maximise the mutual benefits.

## Case study – Acton Gardens



The former South Acton Estate will see the delivery of 3,463 new mixed-tenure homes as part of the Acton Gardens regeneration programme. Replacing 1,800 homes, 50% will be affordable.

Back in 2009, 80% of the estate's residents wanted to leave the estate, whereas now most residents wish to stay and are being rehoused in the new homes. The original estate suffered from isolation from the surrounding area, featuring a series of large blocks with poor quality public spaces and bad connectivity.

The new masterplan sought to rectify this through designing new streets which better link to the local neighbourhood and remove unnecessary boundaries. It also sought to protect mature trees, create new public gardens, and allow for homes to face onto the street to create a more open environment. Design decisions were made to use brick as a primary material, but for each phase of the estate to appear slightly different, providing more variety whilst remaining cohesive.

Successful delivery of this project has owed to a strong and effective partnership between the council, the Community Board, and its development partner Countryside Partnerships. Such collaboration has been present throughout the project to date, recognising the strengths which each partner could bring to achieving a shared vision for new high-quality genuinely affordable housing.

The project has built on the strong community spirit of the original estate. A £50,000 community fund was distributed to local community groups and a community hub has been built, incorporating a youth centre, two halls, training kitchens, a doctor and dental surgery.

Acton Gardens are not only building fantastic new homes people want to live in, but strong communities people want to remain part of.



## **4 Quality housing: homes that are healthy, safe, and sustainable**

### **Key outcomes**

- Better quality housing which allows people to live healthier lives
- More sustainable housing which reduces local carbon emissions
- Ealing's residents and communities are safer

Links to corporate priorities on tackling inequality and crime; climate action; healthy lives.

### **Context**

- 4.1 We are committed to ensuring the well-being and sustainability of our residents. By prioritising quality, affordability, safety, and environmental responsibility, we aim to create thriving communities that enrich lives, while also taking significant steps towards becoming a net-zero carbon borough by 2030. Our approach encompasses not only utilizing council resources but also forging partnerships, securing funding, and empowering our communities to collectively elevate the standard of housing in Ealing.
- 4.2 The quality of housing has a substantial impact on the health and wellbeing of people and communities, how accessible places are to diverse groups. Poor quality housing often leads to increased costs and interventions across other public services such as health and social care.
- 4.3 Recent events have underscored the importance of safeguarding our homes against hazards. We will continue to identify and address potential risks, particularly in social housing. This extends to ensuring the safety of our residents from various security concerns, including anti-social behaviour and domestic abuse. With the introduction of consumer regulations under the Social Housing Regulation Act, we will proactively reinforce these standards, reaffirming our unwavering commitment to the well-being of our community.
- 4.4 Our focus on housing quality will contribute to achieving our target of becoming a net zero carbon borough by 2030, and the London Councils target of achieving average EPC B across all of London's homes by 2030. This will be a challenging task given the relatively old age of Ealing's homes, the numbers currently with poor energy

performance, and the significant shortfall in funding available to cover the full costs of retrofit measures to be installed.

- 4.5 For all these challenges we will look to use the council's powers and funding to raise standards. We will also continue to lobby for more powers and look to draw in funding from central government, private finance and households who are 'able to pay' to help improve the quality of housing. We will also explore how best to work with community partners and build resilience to address some of these issues within communities.

### **Priority activities for homes that are healthy, safe, and sustainable**

- Work with developers to implement design policy and guidance in support of high-quality homes and place shaping
- Develop a boroughwide retrofit strategy and continue to seek funding to support activity to decarbonise the borough's homes, including opportunities to attract new funding from institutional investors
- Gather and monitor data from our Selective Licensing schemes to ensure compliance and prepare a case for a boroughwide scheme in future
- Work with private renters and community partners to define the role of and establish an independent private renter's association to promote renters' rights and support
- Continuously improve our landlord services in response to feedback and ensure compliance with the new consumer standards, including introduction of an assurance framework
- Prioritise the delivery of our building safety remediation plans
- Set up a regular housing association forum to discuss non-development issues with partners operating in the borough

### **Enshrining good quality design and place shaping**

- 4.6 Ealing has a rich and diverse heritage which we will retain and celebrate through the future growth of the borough. We want to enable developments of different eras to form coherent and legible neighbourhoods which complement the local context, encourage greener buildings and greater levels of open green space and biodiversity. We also want the homes built in Ealing to make a

positive contribution to the local area and safeguard against new homes from enabling anti-social behaviour and crime.

4.7 We will:

- Seek to enshrine good quality, sound design and place shaping principles throughout new development via our updated Housing Development Guide, Design Review Panel, and expanded membership of our Community Review Panels to better reflect our seven towns
- Increase design capacity within council teams and foster a culture of celebrating good design across the council
- Promote compact and mixed-use neighbourhoods. Take an infrastructure-first approach to delivering new homes by ensuring they are supported by and integrated with community facilities, businesses and employment, schools, transport and health and other services. Residents should be able to meet their daily needs within a 20-minute walk, cycle, or public transport journey.
- Adopt a plan led approach to tall buildings as set out in our Regulation 19 Local Plan.
- Work with developers to implement design policy and guidance in support of high-quality homes and overall housing delivery. This engagement will recognise the need to take account of the overall development plan and avoid mechanistic applications of guidance.

### **Formalise and embed the partnership between housing and health**

4.8 This strategy reinforces the housing-related commitments made in our Health & Wellbeing Strategy, such as further embedding the 'social prescribing' model through which we can better support people who present at medical settings with housing issues, helping them to find appropriate support through referral to the right information, advice, or guidance.

4.9 We will:

- Look to increase understanding of how affordable homes are allocated through training for healthcare staff working with families, including how to better understand the use of supporting information (e.g., for medical, special educational needs)

- Explore how we could provide 'Making Every Contact Count' training across housing services, to enable referrals into health care services, where appropriate

## **Retrofitting and adapting homes to be more sustainable**

- 4.10 We have been delivering innovative retrofit pilot projects across the council's own homes, such as the trial of graphene and infra-red heating of homes in Greenford, 'Energiesprong' whole house retrofit in Ealing, and trial of smart airbricks in a selection of council homes across the borough. The learning from such pilots will help inform our long-term retrofit plan for our own homes, as well as spreading learning to the wider housing sector. There are major funding constraints to deliver such work at scale, both within the housing revenue account and also for private households, particularly those without the funds available to cover the full costs. This is particularly the case where the return on such technology can only be made over a longer period of time.
- 4.11 New homes have a vital role to play in reducing carbon emissions through the adoption of more sustainable design and construction techniques. We must also ensure that both new and existing homes are adaptable to a changing environment, including extreme heat, flooding, and biodiversity loss.
- 4.12 We will:
- Develop a large scale retrofit programme to be delivered across all housing tenures. This will build upon the work done to date through Healthy Homes Ealing to support low-income households to install energy efficiency measures. We will also be looking to secure additional and new sources of funding, including institutional investment.
  - Encourage housing associations to work in partnership to jointly commission at scale improvements to their own stock.
  - Continue to make the case to government for increasing funding to deliver retrofit.
  - Look to explore the introduction of measurable sustainability standards for new homes such as Passivhaus. Where carbon offset payments are incurred, we will ensure these support sustainability schemes across the borough.
  - Work to make homes in our borough more resilient by ensuring they are adequately ventilated and shaded during future

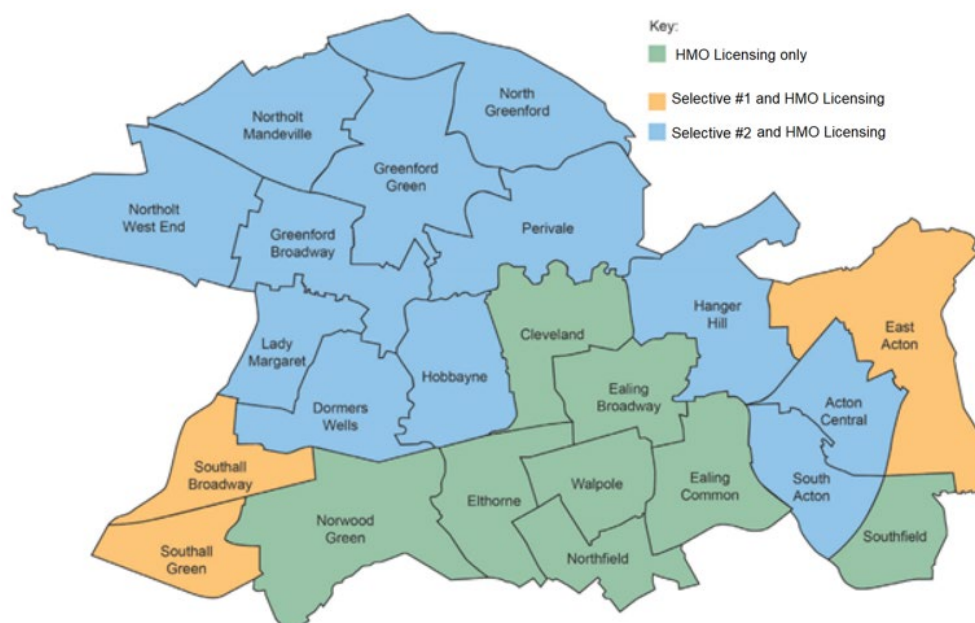
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heatwaves, prevent an increase of flood risk through sustainable urban drainage systems, and maximise opportunities for urban greening, biodiversity gains and habitat creation.

### **Working with landlords and tenants to improve the private rented sector**

- 4.13 We have successfully sought new powers to monitor and enforce property standards in the private rented sector. As a result, our selective licensing scheme is now in place across 15 of the borough's 23 wards, accounting for around 60% of private rented sector homes in the borough, whilst mandatory and additional licensing of houses in multiple occupation is in place throughout the borough (*see below*).
- 4.14 Work is underway to ensure all applicable properties are licensed under the latest selective licensing scheme, with discounts in place for those who apply early or who have properties with an EPC band C or higher. Our current selective licensing scheme runs for five years, with multi-year licenses being granted up until the end of the period.
- 4.15 Property licensing helps ensure the quality and standard of private rented sector homes in Ealing are better, as well as encouraging more effective management practice of landlords in addressing potential problems. This also enables us to better co-ordinate our response to anti-social behaviour, particularly where this occurs in houses in multiple occupation settings, and provide effective links with other council services, such as Housing Demand.

*Figure 9 – Property Licensing Schemes operating in Ealing*



#### 4.16 We will:

- Continue to scale up our resources to engage in more proactive monitoring and enforcement of standards, taking robust enforcement action against wilfully non-compliant or criminal landlords.
- Continue to monitor the effectiveness of our current licensing schemes, as well as on the condition of private rented sector homes in the other eight wards not currently subject to selective licensing.
- Make the case for borough-wide selective licensing to central government should the data support this.
- Work with our residents and communities to establish a private renters association to provide mutual support and advocacy for the 46,000 households that are renting privately within the borough.
- Deliver a series of workshops in 2024 to understand renters' views and aspirations for a renter-led private renters association so the council can support establishment of a truly independent tenant advocacy and support organisation in our borough.

- Re-establish an Ealing landlord forum and support landlords and letting agents through advice and information to raise standards in the private rented sector.

## **Transform the management of council homes and social housing delivering better services and great homes**

- 4.16 Our responsibilities as a landlord are considerable and will be subject to increased oversight from the Regulator for Social Housing from April 2024 onwards, as well as greater scrutiny from the Housing Ombudsman.
- 4.17 The challenges of effectively managing and maintaining our homes are considerable, in part owing to the low rents that we can charge, which remain significantly lower than other west London authorities and our housing association counterparts. We are planning for record levels of investment in our council homes over the course of this strategy, including meeting new standards in building safety and net zero requirements.
- 4.18 We have allocated over £20m initially over the course of the next five years to retrofit our stock and we will seek to match this with other funding sources, such as the Social Housing Decarbonisation Fund.
- 4.19 Ealing has 33 blocks over 16 metres, for which we have a funded remediation plan in place. We have recently instituted a new approach to identifying and resolving cases of damp and mould. This has involved the creation of a specialist team to assess the risk of occurrence and to commission work where required to rectify the issue.
- 4.20 In addition to the council's own homes, there are around 13,000 affordable homes owned and managed by registered providers (RPs) – the largest of which has over 5,000 homes in the borough. Under the new social housing regulations, these providers have a responsibility to demonstrate how they contribute to the local area and collaborate with the local authority.
- 4.21 We will:
- Involve our tenants closely in shaping how we deliver services, moving away from a traditional transactional landlord approach to being more relationship based. This includes continuous learning from complaints, generating insights through our data and tenant surveys, and effectively supporting formal resident

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engagement structures, whether that be local estate-based Tenant & Resident Associations, or the newly formed Residents Forum – all of which will be embedded in our new tenant engagement strategy.

- Improve day-to-day repairs and effectively manage disrepairs. We will also review our investment and planned works programmes, using improved data informed by the latest stock condition surveys to inform where we prioritise our work and how to meet expected changes to the Decent Homes Standard. We are also improving our voids processes to ensure empty council social rented homes are relet more quickly.
- Adopt a proactive approach to damp and mould that is data driven and risk-based with prompt action where issues are identified.
- Implement our plans to establish a tenants' building safety group, as well as ensuring compliance across other key health and safety indicators such as gas safety.
- Ensure our housing management services are accessible to all tenants. This will involve having a clear physical presence onsite and at our Housing Hubs through which our tenants can go to find support, alongside our responsive call centre, website and roll-out of more digital options at the convenience of residents.
- Continue to provide specialist financial inclusion advice and support for those in need. We will also look to improve how we respond to those experiencing domestic abuse through gaining Domestic Abuse Housing Alliance accreditation across Housing Services.
- Work proactively and collaboratively with Registered Providers of social housing on issues such as anti-social behaviour, complaints, estate services, lettings, and tenancy sustainment. This will also provide us with the means to ensure increased collaboration on wider council agendas, such as public health and race equality.



## Case Study – Energiesprong



Ealing has declared a climate emergency with an ambition of becoming a net zero emissions borough by 2030. Homes are the single biggest current source of carbon emissions locally, and so we are keen to explore how they can be retrofitted to increase their energy efficiency whilst trialling new sources of heat and power. This includes pilot projects on our own council homes, which can help inform our future plans and encourage other property owners to engage in retrofit.

A good example of this is the Energiesprong project. This is a ground-breaking Dutch approach which guarantees a net-zero energy performance including a year-round comfortable temperature of 18-21 degrees centigrade, energy and hot water generation to meet the needs of the households, for up to 30 years.

Each of the 44 homes subject involved in the pilot will receive whole-house retrofits, including insulation and ventilation, low-carbon heating systems, and solar PV panels for on-site energy generation. Residents will have minimal disruption while the work takes place, remaining in their homes the whole time, and will be supported after to use the technology.

The benefits of this will not only include reduced energy bills but also year-round comfort, improved air quality, eradication of mould and condensation, and more attractive, refurbished housing. It is being delivered with funding secured via the government's Social Housing Decarbonisation Fund.

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## 5. Supporting people to live well in the community

### Key outcomes

- People are securely and sustainably housed
- Residents are able to live independently in the community
- Commissioning of new supply to effectively meet needs

Links to corporate priorities on genuinely affordable homes; healthy lives; and thriving communities.

### Context and aims

- 5.1 We know that Ealing needs a range of specialist housing options for older people and those with additional needs, including supported housing, accessible homes, sheltered housing, extra care, and co-living.
- 5.2 We will strive to prevent homelessness wherever possible, provide rough sleepers with appropriate support and a route off the streets, and cater for a range of housing options suitable for older people and those with specific needs relating to their physical or mental health.
- 5.3 We will focus on people's strengths and seek to enable them to remain living independently in the community wherever possible. Solutions will reflect the diversity of individuals and their needs and be situated within, and connected to, the wider community. This is in recognition of the benefits this brings to an individual's health and wellbeing compared with institutional settings.
- 5.4 The costs of providing care are placing huge pressures on local government finances, and we must ensure that Ealing continues to enjoy the financial stability needed to continue providing a wide range of services.
- 5.5 It is essential that we ensure our commissioning strategy remains fit for purpose and that we provide a suitable range of housing options. This includes delivery of our council plan ambitions of supporting 3,000 of the most vulnerable residents get the care they need in their own homes, investing at least £20m in home adaptations, and delivering 300 new state-of-the-art, units of purpose-built supported accommodation.

## **Priority activities for supporting people to live well in the community**

- Establish and implement a housing commissioning approach within the organisation to better ensure supply reflects need, and to create clear pathways to housing and support for people with eligible care needs or complex needs.
- Produce a new homelessness and rough sleeping strategy.
- Minimise the use of nightly-paid temporary accommodation and source more suitable and sustainable supply options – including working with partners such as large housing associations to provide homes via for example through leasing models.
- Review the support offered to households making out-of-borough moves, including in collaboration with the West London Alliance to work with families to relocate outside of London into more financially sustainable accommodation.
- Deliver 300 new state of the art, purpose built supported accommodation homes.

## **Preventing homelessness and supporting rough sleepers**

- 5.6 We are committed to identifying the underlying causes of homelessness and aligning our resources, support, and services in a coordinated effort to support people who are homeless, or at risk of homelessness.
- 5.7 We face substantial challenges in responding to homelessness in Ealing. Currently we do not have enough funding to meet the scale of demand. A separate Homelessness & Rough Sleeping Strategy has been commissioned.
- 5.8 In the face of limited resources, we will be honest with residents about available housing options. We recently introduced a new allocations policy which sets out who is eligible for social housing, how their needs will be assessed, and what relative priority their application will be given. The pressures on the local housing market mean that for some residents they may need to expand their search to other areas.
- 5.9 We will:
- Focus on preventing people from becoming homeless by identifying those at risk and intervening before they reach a crisis point. This includes by working with households to develop

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personalised housing plans and supporting through mediation with landlords.

- Use our existing funds – such as Discretionary Housing Payments and the Homelessness Prevention Grant – to help find more sustainable housing solutions or provide temporary support.
- Providing appropriate support for homeless people with complex needs, such as drug and alcohol dependency.
- Have open and honest conversations with our residents and communities about their housing options, allowing them to make informed choices. Where people do opt to relocate, we will look to provide wraparound support to help access schools, healthcare, and benefits to allow them to build new networks and settle into a new area.
- Explore opportunities together with our partners to provide quality temporary accommodation in appropriate locations, whilst ensuring value for money.
- Where people move out of temporary accommodation into mainstream housing, we will look to see how we can support them to cover the costs of basic household items through a potential housing benefit-eligible furniture rental scheme.
- Deliver an additional 100 supported places where rough sleepers can be helped back into homes, work, and receive the mental and physical support they need.

## Case study – rough sleeper outreach & job centres



Many of our partners may encounter people in housing difficulties and provide us with information about potential future cases to the council's homelessness prevention service. This includes the Job Centre Plus.

Each week the Job Centre Plus schedules appointments for their clients who are at risk of homelessness. This includes, but is not limited to, situations where a client is sofa surfing, has rent arrears, or has already been served with a notice to leave the property. The team's initial aim is to support an individual to resolve any issues in relation to the risk of losing the tenancy, including mediation between a client and the landlord or property owner. However, if all options are exhausted, the team supports clients to find alternative accommodation.

Thanks to the strong partnership with the Job Centre, the team has had many success stories and successfully prevented clients from rough sleeping. One such success benefited a young male. At the initial meeting at the job centre, the client shared his concerns regarding a rent increase which his landlord wanted to implement the following month. The client explained that he would need to move out as he would be unable to afford the rent due to the benefit cap. The officer contacted the landlord and managed to negotiate the rent, so it remained affordable for the client.

A significant amount of people referred to the team by the Job Centre are sofa surfing at friends and family members' houses. In this case, the rough sleeping prevention officers help clients approach the statutory services; the clients are triaged, and then they are provided with the next available appointment. While clients await their statutory housing appointments, the rough sleeping prevention officers look for a suitable accommodation for them. The team have been successful in rehousing clients in this situation and have consequently relieved the pressure on the statutory services.

## **Support vulnerable residents to live independently**

- 5.10 We want to promote the independence and well-being of people in line with best practice in social care. This recognises the higher costs involved with institutional settings, as well as the better outcomes associated with living independently in the community.
- 5.11 We will seek to ensure more effective and efficient commissioning of housing and care services to meet needs, now and in the future. Where people require some help and support, we will aim to do this either in specialist housing specifically provided for their needs or through floating support provided in mainstream housing.
- 5.12 The Supported Housing (Regulatory Oversight) Act will bring a new legal requirement for local authorities to carry out a review of the supported exempt accommodation and have a supported housing strategy. This will also provide us with new powers to monitor and enforce standards across so-called exempt accommodation, a category of poorly regulated housing for vulnerable people which has been subject to abuse in recent years. It will be essential that these new responsibilities are adequately funded by government.
- 5.13 We will:
- Develop a supported and specialist housing strategy that outlines our vision and priorities, including our expectations around the quality and standards of accommodation and the needs of residents living in supported housing.
  - Support 3,000 of the most vulnerable residents get the care they need in their own homes and invest at least £20m in home adaptations.
  - Review our housing and care services, including out-of-borough placements, gaps in supply, and whether some people currently living in care homes or supported living would be better suited to



living more independently through the provision of services such as Extra Care.

- Support people with physical disabilities to live independently in the community through the installation of aids and adaptations using our Disabled Facilities Grant which covers the cost of measures such as ramps, wet rooms, and stair lifts.
- Work with developers to ensure that new developments contribute towards the supply of accessible and adaptable properties.
- Raise awareness and improve housing and support pathways for young people and care leavers. Continue to deliver the Local Offer for Care Leavers and help advise and support them to explore their housing options, access suitable accommodation and sustain a tenancy.

## **Meeting the needs of older residents**

5.14 We want to create older people's housing which is attractive and as adaptable as possible for the individual's current and future needs. Many people as they age wish to continue living an active life with members of their community but can struggle to do this in some of the existing housing solutions. We also know that too many older people end up in care homes due to a lack of suitable accommodation that allows them to receive the care they need in the community.

5.15 We will:

- Consider the type and location of housing that best meets the needs and preferences of older people as determined by factors such as age, income, equity, health, mobility and support or care requirements.
- Consider how new older people's housing can follow HAPPI principles<sup>13</sup>.
- Explore the potential to create Extra Care schemes in Ealing, in partnership with other organisations.

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<sup>13</sup> HAPPI principles ensure that good design is featured throughout the development, such as daylight in the homes and shared spaces, positive use of circulation space, and the natural environment.

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- Work with and support partners who bring forward co-living or co-housing schemes in which people can support each other in residential settings.



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## **6. Promoting resilience, inclusion and fighting inequality**

### **Key outcomes**

- Equitable access to good quality and Genuinely Affordable Homes.
- Council services remain accessible to residents across range of channels and locations.
- A borough where everyone feels welcome.

Links to strategic priorities – tackling inequality and crime; thriving communities; decent living incomes.

### **Context**

- 6.1 Our vision for Ealing is of an area with thriving communities where people are brought together for the purpose of building strong neighbourhoods. This means empowering volunteers, encouraging more community activism, engaging with civil society, and delivering facilities and services over which people feel a genuine sense of ownership.
- 6.2 We know we cannot achieve all our housing ambitions alone but must work with our residents, communities and others who share our vision and can bring additional resources or new solutions. This will involve the co-creation of new resident engagement structures and forums to help empower our residents and communities, providing a way to shape the future growth of the borough and influence the quality of local housing.
- 6.3 The diversity of Ealing's residents is one of our greatest assets, and something which is reflected in the strength of the local voluntary and community sector. We intend to work in creative and constructive partnership with advisory services, faith groups and charities, to further the ambitions in this strategy.
- 6.4 In this strategy we have sought to illustrate the challenges which Ealing faces in terms of increasing the supply of genuinely affordable housing, improving the quality of homes, and in meeting the needs of vulnerable groups. We know these issues do not affect all our residents and communities in equal measure. Through its policies and strategies, it is important that the council works to protect and strengthen Ealing's diversity and ensure that the borough does not

become hollowed out or polarised between wealthy households and less well-off residents.

- 6.5 Our efforts to address such housing challenges are set against the backdrop of prolonged austerity in the public sector which continues to have a detrimental impact on our finances. But as a council, we strive to be ambitious, looking to go beyond delivering the bare minimum of services and aiming to make a positive long-term impact on major issues such as climate change or racial inequality.

### **Priority activities for promoting resilience, inclusion and fighting inequality**

- Clarify the role of community and housing hubs including their geographical remit, the services provided, and the potential for co-location of partners such as housing associations and advice organisations.
- Create, embed, and monitor the impact of new resident engagement forums, including the Private Renters Association, Tenants Forum, and Towns Forums. Encourage residents of all backgrounds to participate in these networks.
- Continue to support the Citizens Tribunal in overseeing the four housing demands of the Race Equality Commission in relation to tenant empowerment, private sector rights, advice and support hubs, and campaigning to end NRPF rules.
- Monitor how housing outcomes differ across each of the protected characteristics, identifying any disparities which arise and devising plans to amend our policies and procedures to address this.
- Seek Borough of Sanctuary status, lobby the government for increased resource to provide support, and consider the most effective role of the council in meeting the housing needs of refugees and asylum seekers.

### **Building resilience and promoting inclusion in our communities**

- 6.6 Our ambition is to create a more equal and affordable borough, where the opportunities to access good quality housing, employment, digital connectivity, culture, and physical, social, and green infrastructure are maximised.
- 6.7 As we deliver on this strategy, we will work to promote mixed and balanced communities particularly in those areas of high levels of

multiple deprivation. We are also committed to making sure our services remain accessible for those with limited mobility, those where English is not their first language, or where they may lack the digital skills or technology to access information online.

- 6.8 When faced with tough challenges in housing we want to work with our residents and communities to build resilience to enable them to help find their own solutions. The council should be an enabler rather than a place of last resort. This is why we want to develop a new way of working across the council, in which we work with our residents and communities to shape services and growth.
- 6.9 We want to create new groups, forums and associations that are owned by people in our communities, rather than the council. We see our role as supporting and enabling the creation of these organisations, promoting their work, and encouraging residents from all backgrounds to participate in them.
- 6.10 For many residents, the best route to accessing good quality housing is through employment. One of the council's cross-cutting strategic objectives is 'creating good jobs,' which means bringing new and well-paid jobs back to Ealing. We have a target to create 10,000 new jobs by 2026. Many of these could be created in the housing sector, including construction, trades to service the retrofit of existing properties, and the management of homes and neighbourhoods.
- 6.11 We will:
- Continue our work to review how residents can access key council services including the future role of community and housing hubs.
  - Via our network of local hubs provide the opportunity for the co-location of council services with partner organisations such as local advice services and housing associations.
  - Ensure key housing information is available in accessible formats (e.g., large print, audio etc.) and support is available for those who may be digitally excluded.
  - Work with our partners to design safe, secure, and accessible urban environments, ensuring that new developments contribute to a sense of security and community cohesion and reduce opportunities for criminal behaviour.
  - Seek out opportunities to support our own tenants, as well as those of our housing association partners, into better paid employment.

- Work with the community to facilitate new and independent engagement structures, such as the co-creation of Towns Forums to shape future development in each town, the creation of a Residents Forum for council tenants and leaseholders, and a Private Renters Association to provide mutual support and a voice among households in the private rented sector.

## **Fighting racial and other forms of inequality in housing**

- 6.12 Whilst our diversity is a great strength, we know there are disparities between different groups. Certain housing issues have a disproportionate impact on particular communities, which often follow racial lines. We know for instance that non-white or 'global majority' households are overrepresented among those experiencing overcrowding and living in poor quality homes. They also make up a disproportionate amount of those experiencing homelessness or living in temporary accommodation. The causes of this are often rooted in deep historical structural factors.
- 6.13 We set up an independent Race Equality Commission in 2021 and accepted their findings a year later. These were the findings which came out of it:
- 6.14 The council should empower tenant groups and place them at the heart of both new and existing developments.
- 6.15 The council should run a campaign with tenants in the private sector to promote a greater awareness of their rights, where to go for support and advice, and how to hold bad landlords to account.
- 6.16 The council should establish hubs accessible to people in each ward where people can go to get advice and support specifically for housing queries.
- 6.17 We urge the government to change the law to allow councils to continue the work started during the pandemic to end rough sleeping.
- 6.18 A Citizens Tribunal has since been established to monitor implementation of the findings.
- 6.19 We have a proud tradition of welcoming refugees to our borough. As one of the country's most diverse and harmonious areas to live, we are confident that refugees will be able to settle successfully and to make a positive contribution to our community and the local economy. To do so we will need to join up of council services and

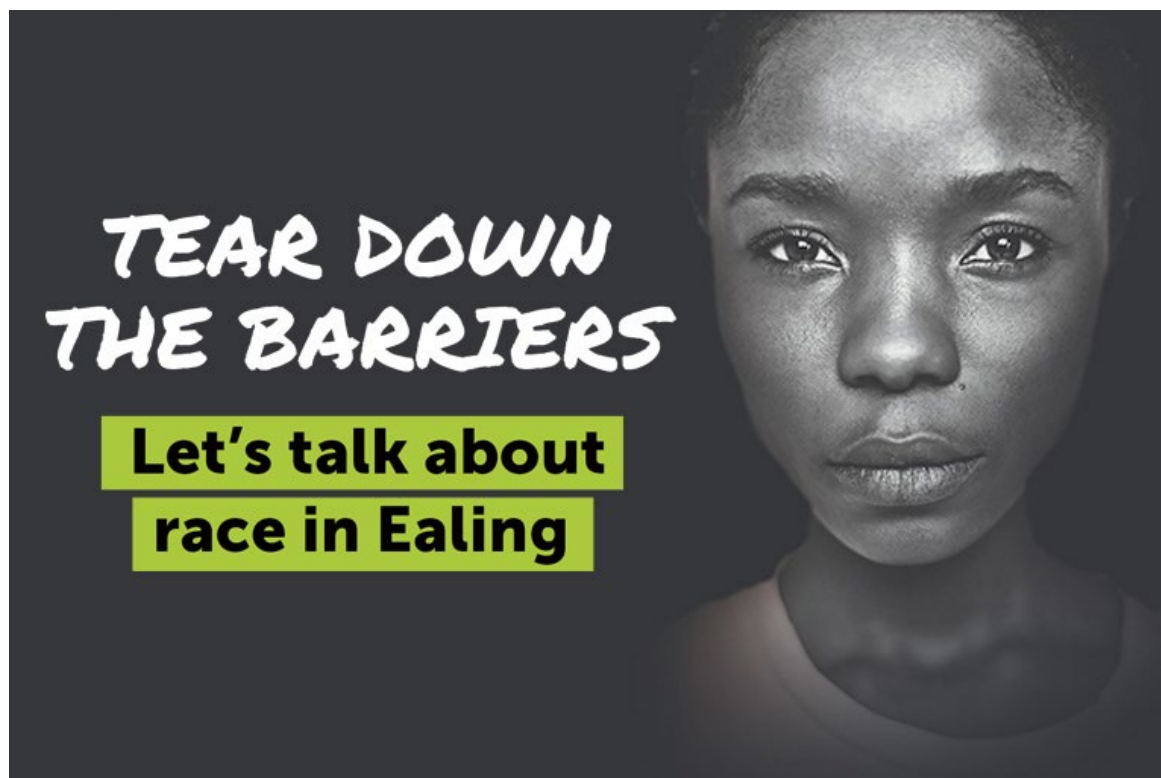
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community support, including the provision of housing advice and support.

6.20 We will:

- Continue to work towards achieving the four demands that emerged from the Race Equality Commission's findings and holding ourselves to account for these.
- Continue to monitor how housing impacts different parts of the community, examining racial disparity alongside other protected characteristics.
- Investigate how we can better support families disadvantaged by living in overcrowded and poor-quality homes, or temporary accommodation, to improve social and educational outcomes, health, and well-being.
- Seek to be accredited as a Borough of Sanctuary to ensure refugees fleeing conflict and the climate crisis find a welcome home in the borough. This will build upon our recent involvement in the Homes for Ukraine and Afghan Relocation and Assistance Policy.
- Work towards full Houseproud Pledge Pioneer accreditation, which is designed to ensure lesbian, gay, bisexual, and trans residents can enjoy their homes without fear of discrimination.

## Case study – Race Equality Commission



In late 2020, we launched a new independent Race Equality Commission, inspired by two events – the brutal murder of George Floyd by a police officer in the United States, and the disproportionate impact of the Covid pandemic on minority communities.

This featured 12 commissioners selected from a range of backgrounds and ages, to reflect the diversity of the community. They met to discuss how inequality can be addressed across the priority areas of education, health, participation and democracy, policing, income and employment, and housing.

Alongside this a call for evidence was launched, inviting members of the community to share their views and experiences of race inequality. The commissioners also carried out a number of site visits to local community organisations and statutory services in the borough.

The commissioners heard that Ealing is a borough of opportunity, a borough of rich diversity and a borough with pride in its cultural history. However, they also heard that not everyone can benefit from the same richness of opportunities because of their race.

A final report was published in 2022, compiling the findings of the commission, including a series of demands related to each priority area. These demands were accepted by the council in full and are now being actively monitored by an independent Citizens Tribunal.

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Members of the tribunal all work on a voluntary basis and were appointed on the basis of their collective expertise and lived experience. They continue to play a vital role in reporting on progress on race equality and the impact of inequality and discrimination on the different communities of Ealing

## 7. Seven towns

- 7.1 Ealing is made up of seven distinct towns, each characterised by a unique set of attributes. Housing need varies across the towns, as does their capacity to accommodate development.
- 7.2 This strategy and our new Local Plan are designed to facilitate sustained investment in each of these seven towns, ensure equitable distribution of new housing and that new development enhance each town's unique characteristics. This new area-based approach will help prevent any town from being overlooked or unduly burdened with excessive development pressures. We will continue to pay close attention to the relationships and connectivity between the seven towns which remains vitally important.
- 7.3 To deliver this new approach, we will engage with our communities to explore how our towns can expand and develop while preserving their distinctive character and heritage. We will accomplish this by crafting Town Plans and Town Forums that have the power to shape the priorities for their area.
- 7.4 Alongside this seven towns approach, we recognise the importance of other communities and identities that do not follow geographical boundaries, such as communities of culture, faith, interest, and need.





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- 7.5 This strategy is informed by a detailed analysis of population and housing market trends across each of our seven towns. This helps us to understand local housing requirements, including the types, sizes, and tenures of homes that are needed across Ealing.
- 7.6 We are using this information to better understand local housing needs and develop our tailored approach to implementing the strategy in each town. Based on our analysis we have developed a set of town profiles and localised housing priorities for each of the seven towns, which will guide our tailored approach to implementing this strategy in each town.

## Strategy Appendix 1 - Strategic Links



