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1 Introduction and Background

1.1 This Commission and the brief

Southall is one of Ealing’s key town centres, providing services, facilities, jobs and homes to one of London’s most diverse populations. It is also the location for some of Ealing’s largest development opportunities through the Southall Gasworks development sites, and the opportunities and potential offered by the forthcoming Crossrail connection. Through these and other regeneration objectives Southall will be a focus for development in the coming years. Much of the context for this change was set in the Southall Framework (2008), which informed the policies and proposals in the subsequent Development Strategy 2026.

The Southall Framework set the context for change across a number of themes including retail, transport, housing, employment and community services. The Framework also identified six areas in Southall which as key locations for development. These are:

1. Southall Gas Works site
2. Southall West
3. Glade Lane
4. South Road
5. Railway Station Central
6. The Broadway.

This project, the Southall Development Study, sought to build on the baseline research, themes and opportunities set out in the framework, and investigate in more detail the potential for and type of development that may be progressed on some of these sites, to meet both the objectives of the Framework and meeting the vision for Southall as determined through the LDF process.

1.2 Aims and Objectives

The key aims and objective for the Development Study are therefore:

1. To inform the production of the forthcoming LDF documents which will provide the new policy context for Southall.
2. To investigate the potential for development across the key sites in Southall.
3. To ensure there is a coordinated planning and design response to potential of Crossrail and design proposals for land use and development potential for each of the sites.
5. To engage with key landowners and developers on the proposals within the study area.

There are a number of key issues which needed to be considered as part of the Study. These include:

- The potential for introducing a mix of uses across key development sites, whilst considering the current and future economic role of employment sites in the area.
- The ongoing development proposals for the Southall Gasworks site, particularly its eastern access, and the integration of this with the development proposals arising from the Study.
- The potential for the regeneration and redevelopment of the Havelock housing estate, and consider this as part of the proposals for the wider area.

The sites on which the Development Study would focus were agreed as the following:

1. Southall Station
2a. Gurdwara
2b. Quality Foods / Iceland
3. 3PLS / Sutervalla site
4a. Merrick Road sites
4b. Middlesex Business Centre (includes Clifton Brothers)
4c. Southall Business Centre
4d. Havelock Estate

1.3 The Process and approach

1.1.1 Approach

The study followed an approach which sought to combine the knowledge and research from the previous study, together with the outcomes of an engagement stage with key stakeholders, to identify a range of development concepts for the key sites. These development concepts were then developed, in consultation with partners, into an overall land use scenario for the wider study area, together with a set of specific planning and design proposals for land use and development potential for each of the sites.

The study followed a process which engaged with public and private stakeholders at key points in the study. This included Ealing Officers (planning policy, transport, regeneration, economic development, housing), Crossrail and Network Rail, the GLA, and landowners and developers.

1.1.2 Process

Stage 1: Baseline

In terms of baseline research, as the study followed on directly from the Southall Framework, the Framework was used as the source for background information including planning policy, socio-economic context, and for issues such as the economy, quality of place, retail and transport.

This information was added to and updated through the stakeholder engagement which provided more detail in relation to the specific sites, the activities upon them, and aspirations for future use by landowners and developers.

Stage 2: Initial Concepts

Stage 1 provided the detail regarding the issues and opportunities associated with each development site which led to the production of a series of concept options for each of the development sites. The concepts addressed key design issues such as land use, accessibility and the relationship with adjoining land uses and development sites.

These concepts were then shared with the project Steering Group and key stakeholders to get feedback prior to developing them in more detail.

Stage 3: Final Draft

Following the initial concept stage a set of more detailed proposals have been developed which are contained in this report. The structure and contents of this report is provided below. These draft final proposals will then be presented through the Steering Group for one more round of consultation prior to sign-off.

The land use proposals will then inform the consultation on the Initial Proposals stage of the Development Strategy 2026 and the subsequent site-specific proposals stage of the LDF.

Stage 4: Final Report

Following the submission of the Draft Final, the report and its findings were presented to key stakeholders and their feedback and comments were sought. This Final Report is a further iteration of the Draft Final including any amendments arising in light of the consultation done at Stage 3.

1.4 Structure of this document

This document contains the following sections:

- **Context:** setting the context for the study and its proposals, in relation to planning policy, the Southall Framework, and in relation to the current market and development proposals.
- **Issues and opportunities:** presenting the key issues and opportunities associated with each development site as defined through consultation and scoping stages.
- **Proposals for Change:** this section contains an outline land use plan for the wider study area, as well as a series of more detailed indicative designs for the individual development sites.
- **Next Steps:** this section includes suggestions regarding the phasing of developments, integration into policy, and recommendations regarding the next steps towards implementing the proposals.
Figure 2 - Initial Illustrative drawing
In terms of baseline research, the Southall Framework is still relevant. It being from 2008, and so it was unnecessary to perform another comprehensive baseline assessment. However, some issues needed researching in more detail or updating, such as the progressing LDF Documents and the changing development context for key areas and sites.

### 2.1 Policy Context

#### 2.1.1 Southall Framework

The Southall Framework was produced in 2008 and many of the issues it addressed are still relevant for this Development Study, and therefore form the context for many of the proposals in this report. The Framework outlined a set of objectives for Southall Town Centre, as well as a set of proposals and some site specific development guidance.

The report included a comprehensive baseline identifying the key issues for a range of themes, namely retail and the town centre; transport; housing, public realm and community safety; employment and the local economy; and community services. This themed analysis was formed from a review of relevant evidence base documents, plans and strategies, as well as the outputs from a series of workshops, one for each of the above themes, that included relevant public sector stakeholders as well as community groups.

In addition the Southall Framework established the key land uses and accompanying policy proposals for the key areas in and around the town centre. The Framework also included site specific development guidance for a number of sites, which is where this Study picks up and adds detail and further thinking. The Southall Framework can be found at: [http://www.ealing.gov.uk/services/regeneration/town_centre_and_area/southall.html](http://www.ealing.gov.uk/services/regeneration/town_centre_and_area/southall.html)

#### 2.1.2 The London Plan

The London Plan Consultation Draft replacement plan (October 2009) contains specific references to Southall under a number of policies, regarding town centres, opportunity areas, and Strategic Industrial Locations. We include below a brief summary of these policies which are relevant to the aims, objectives and proposals of this study.

Southall is classified as a Major town centre in the London Plan hierarchy. In terms of policy direction, this means the centre has moderate levels of demand for retail, leisure or office development and the physical and public transport capacity to support this. Southall also has an supplementary classification which allows existing capacity to be utilised to achieve regeneration objectives.

**Opportunity Areas (Policy 2.13)**

The London Plan identifies Southall as an Opportunity Area. Indicative capacities are provided for both residential (4,000 new homes) and for employment (2,000 jobs). The strategic policy for Southall suggests that:

- Proposals should enhance the local environment and complement current strengths such as its ethnic identity and links with Asia.
- That the area could support a more diverse retail offer and an uplift in housing.
- That proposals should integrate Southall into the wider area (including LB Hillingdon).
- Policy 2.13 (Opportunity Areas) states that development proposals in Opportunity Areas should:
  - Seek to optimise residential and non-residential densities, and provide the necessary infrastructure required, and, where appropriate, contain a mix of uses.
  - Should contribute towards the minimum guidelines for housing and employment capacities.
  - Should realise the scope for intensification associated with existing or proposed improvements to public transport and propose access by pedestrian and walking.
  - Support wider regeneration and integrate development proposals into surrounding areas.

**Strategic Industrial Locations (Policy 2.17)**

The Great Western Site (part) is identified as a Strategic Industrial Location (SIL) in the new London Plan. The Plan indicates that Borough’s should seek to promote, manage, and protect SIL. Development proposals should be refused unless:

- They fall within the broad industrial type activities specified in the Plan.
- They are part of a coordinated process of SIL consolidation through an OPF or DPD.

2.1.3 Ealing LDF

LB Ealing is currently producing its Local Development Framework which will set the context for the development of the Borough up to 2026. In September 2009 the ‘Development Strategy – Initial Proposals’ report was produced. This document sets out the spatial vision and key development proposals regarding housing and population growth, employment growth, green space and heritage, community facilities, services and transport.

Following a period of consultation the Publication Version of the Development Strategy will be produced in 2010. The preparation of the Development Management DPD and the Site Allocations DPD will also be progressed in 2010.

Proposals 2.8 and 2.9 relate to Southall Town Centre and the Havelock Area respectively. The policies recognise that the Gasworks site and the Crossrail station can be the catalysts for the regeneration and development of the town centre. The proposal establishes the principle for the development of the gasworks site to deliver homes, business floorspace and jobs, as well as retail floorspace to complement the current Asian offer.

It also proposes the regeneration of the Southall station through the creation of an interchange, with a bridge widening scheme, high quality public realm, and that high density development may be appropriate on adjacent sites (subject to infrastructure improvements).

The proposals for the Havelock area set the context for the redevelopment of the housing estate at a higher density, the potential for the re-organisation of the Glade Lane open space, as well as for the regeneration of the Middlesex Business Centre and environs, possibly with a higher density, more varied mix of uses than currently exist.

This new policy context suggests a number of objectives to which this study should respond, these include:

- To suggest how a new interchange at Southall station would be designed and operate, taking into account the potential for bridge widening, a higher quality pedestrian environment, and its relationship with adjacent development such as the Gasworks site.
- To consider the potential for high density development within the vicinity of the station.
- To consider how the Glade Lane open space can improve its relationship with the rest of Southall, to improve the quality and security of the space.
- To facilitate access routes from the Havelock Estate to improve walking and cycling connectivity between the estate and Southall station.
- To consider the future role, function and land use designsations of some of the employment land in the Southall area.

The proposals set out in this Development Study will then in turn inform the forthcoming site specific allocations LDF document.

### 2.2 Development Context

There are a number of specific development opportunities in the Southall area which this study need to respond, each of which need to be planned and designed for carefully in order to integrate them into the town centre successfully and ensure that they are aligned to achieve the vision for the town centre as set out in the Southall Framework and in the Development Strategy. These principle development opportunities are Crossrail, the regeneration of the Havelock Estate, the potential for development of employment sites, and the Gasworks. We briefly address what this development potential might mean for Southall, and how the study can contribute to achieving it.

**Crossrail**

The Crossrail project will transform West-East connectivity across the capital. Southall’s connectivity to the West End, the City and Canary Wharf will be dramatically improved by this investment. The current rail service only goes as far as Paddington, whereas the Crossrail service will extend both the frequency and connectivity of rail services from Southall to central London and beyond. This presents opportunities for Southall as both a location for business and a location for residential development. The Development Study can help achieve this potential, through identifying suitable sites for development as well as suggesting what appropriate uses and design guidelines should be set out in the site allocation LDF document.

Crossrail also presents the opportunity to improve the interchange at the station between rail and bus services, and to create a better quality environment to encourage walking and cycling, and to create an environment appropriate for the increase in passenger numbers travelling to and from the area following the opening of Crossrail.
Employment land & the viability of current uses

There are a number of employment sites within the town centre hinterland, some of which are designated as being Strategic Industrial Land, and some of which are designated as Major Employment Locations. These areas have historically played an important role in Southall’s economy by providing jobs and sites for the location of local businesses, as well as being strategically improtant through their location close to transport corridors such as the M4 and Heathrow Airport. However, as the nature of London’s economy moves away from the sectors and businesses which traditionally use these sites, and as the nature of the Town Centre changes through opportunities such as Crossrail, the future of such employment sites needs to be considered, balancing their current contribution to the local economy with their potential role creators of employment and investment.

The Southall Framework asked these questions, in relation to how many jobs they provided, their value and popularity, against a potential future profile as providing homes and a different employment offer. However, due to the Study’s wide ranging nature, these questions were not able to be answered in any great detail.

This study offers the opportunity to discuss the current role of these sites with their occupiers and owners in order to help inform the case for retention or re-designation of employment sites in the LDF process, and suggest how their redevelopment could be planned as designed. We recognise that this approach needs to be considered alongside other parts of the Evidence Base such as the Employment Land review in making this decision.

Havelock regeneration

The Havelock estate has been identified as being suitable for comprehensive redevelopment due to the current quality and unsuitability of much of the current stock. Its regeneration will be programmed through the Ealing housing estate regeneration programme, which will be done in consultation with the local community and funded and managed in partnership with a developer (yet to be appointed).

The current issues with the estate are not limited to the boundary of the estate however, and extend to the lack of connectivity with the rest of Southall and particularly the difficulty and distance in accessing the Station as a public transport interchange. This study can help facilitate these improvements as it considers urban design issues across the whole area, not just the estate itself. However, there is a delicate balance to be struck between suggesting interventions in the wider area which can benefit the redevelopment programme, whilst not introducing too many interdependencies which will limit the deliverability of this programme e should these complimentary interventions not be implemented.

The study will also consider sites adjacent to the estate such as the Canal edge, the glade Lane Open space, and the relationship between the estate and the current employment sites.

Southall Gas Works (SGW)

The Gasworks is a strategically important development opportunity and will contribute a significant number homes, jobs and services to the area. The site will also create a large number of car, pedestrian and public transport journeys. One of the proposed access routes from the development sites will emerge onto South road close to the sites included in this study. Proposals relating to the public realm and the movement of people and traffic in and around the station therefore need to consider how they will work with the Gaswork entrance, which may involve commenting on its design and function, accepting that proposals for this are under discussion and subject to change as the developments planning process advances.
In this section we identify the key issues and opportunities for each development site. This includes those issues and opportunities identified by the Southall Framework, together with the key messages from consultation with the relevant landowners or tenants of the various development sites in the study. This included representatives from Ealing Council, Crossrail, Network Rail, TKS Foods, the Middlesex Business Centre, Quality Foods, Noon Foods, Workspace Group and Maypole Dock. Key themes in these discussions were the current use of the site, the nature of this use and the number of jobs, and what future investment or plans were envisaged for the sites.

### 3.1 Station and surrounds
- The Crossrail service (currently scheduled for 2017) will bring significant accessibility benefits for Southall residents, businesses, and offers the opportunity for intensive development and densities, and could bring significant investment interest for the town centre.
- This also presents the opportunity to bring a better interchange in parallel with the Crossrail investment.
- There is the potential for a bridge-widening as part of the Gasworks development, which is proposed through the Development Strategy. This would help alleviate congestion across the Bridge and contribute to a better organised transport interchange together with public realm interventions.
- Any public realm interventions must be integrated with the current Crossrail plans for the area which include a new station building to the north of the current ticket hall, and the Limits of Deviation specified in the Crossrail Bill, although these are relatively constrained around the station frontage, and include the Network Rail land at trackside level.
- The overall aim and preferred solution would be to produce a sensible organisation of movement and arrival at the new station building together with bridge extension, Gasworks entrance and any new development.

### 3.2 The Gurdwara
- The Gurdwara sits on a highly accessible, town centre site, adjacent to the Station.
- Crossrail provides the opportunity to offer a more intensive, higher value use of a key site.
- The site could also be used to create a visual landmark/signter for Crossrail, which it will not be doing through the ‘generic’ station building currently planned.
- However there are rather complex design and planning issues which would need to be addressed as a result of the change in levels. The incline to the road bridge and issues in relation to the parking requirements of the Gurdwara. Also, the proximity of the site to the Station building requires careful handling in terms of design.
- The occupiers own the majority of the site, together with leasing some land from Network Rail.
- The Gurdwara occupies two sites, the South Road site use for general social and community functions and the Havelock Road site mainly sued for ceremonies and more formal uses.
- The occupiers require more land, and more parking. They provide parking for their own events and also informal free parking for local people. The location is considered as an advantage, with a good catchment, and accessible by bus and train.
- There are no current plans to re-locate, though any potential for redevelopment which provides the opportunity to expand, provide a better service on the current site, or provides a viable alternative location would be considered.

### 3.3 Iceland / Quality Foods site
- The Quality Foods market is a valuable community resource and assets, and offers a lively street frontage to South road.
- However the site and attached parking has the potential to use the site more efficiently, re-order its form into a better building, whilst retaining its current use and meet the objectives of the Southall Framework.
- It may also present the opportunity to improve the streetscape and public realm in this part of south road, which is currently of a poor quality.
- The current landowner also has aspirations for the site in terms of redevelopment, and so there is the appetite to redevelop.

### 3.4 Havelock and Environors
- This study provides the opportunity to set the context for the redevelopment of the Havelock estate and to stitch the area back into the rest of Southall through improved connections and more ‘urban’ uses and activity between the two nodes than at present.
- However there is an issue over the co-dependence between the regeneration of Havelock and the wider regeneration proposals in this study. Although the additional development sites provide ‘elbow room’ by providing sites for provision of housing and helping the decant issues on the Havelock scheme, this degree of inter-dependency between the two projects may affect the viability and deliverability of the Havelock regeneration project.
- Combining sites across the Havelock area, or coordinating their delivery, may assist in the financial viability of the wider Havelock regeneration by providing the opportunity to provide a balanced range of high and medium density housing across the area, and a balanced tenure mix across the area, which may not be possible should the development sites be delivered separately.
- Although the opportunity exists to provide additional housing, the density of this development must relate to the level of accessibility of the site, which is currently relatively low, though will rise significantly with Crossrail.
- There is also an opportunity to unlock the potential of the Canal in the area through development and improve the quality and use of Glade Lane open space by investigating land swaps. To this end the study will seek to integrate complementary proposals such as those for the Canal stub.
- Although the opportunity to create a better organised supply of open space for the area exists, the special designations of parts of Glade Lane, and the green corridor along the canal, must be respected as part of any suggested re-designations.
- The strategic role of the Glade Lane Canalside Open Space could be improved through making it function as part of the wider strategic open space that runs from north of Southall south to Osterley Park. This could be a change in its character from a rather lost and functionless area of public, semi-formal local open space to more wooded parkland similar to that of Osterley Park. It would function as part of a wider network of open spaces, having increased ecological and habitat value, and reflecting its status as Metropolitan Open Land (MOL.)

### 3.5 Employment Sites
- There are various employment sites across the study area, providing the location for a variety of uses and businesses, operating at varying levels of capacity and viability. As part of the study we investigated the potential and opportunity of these sites to contribute to the regeneration of the wider area.
- The Middlesex Business Centre currently provides approximately 80 jobs across 6 hectares of B1/B2/B8 space. Demand is reported to be limited due primarily to access difficulties and parking arrangements. There is some demand for these sites from local firms but operations needing a wider catchment are put off by access problems to the wider road network, which require sites adjacent to the M4 and M40. Much of these difficulties are long-standing at not a reflection of the current recession. The current owners of the site are keen to redevelop the site and widen the mix of uses across the sites. The owners are actively involved in this study and are supportive of its aims and objectives.
- Adjacent to the Middlesex business Centre is a site owned and occupied by the Clifton Brothers. The occupiers employ less than 20 people, and report a decline in industrial activity in the area. Again the occupiers are keen to diversify the uses on-site and are supportive of the study.
- HM Foods occupy a large site to the north of the Havelock area, which includes a 5 storey building with a large footprint. Although activities on the site have been declining, the site still provides 130 jobs. The occupiers own the freehold of the site and are not intending to relocate in the short to medium term. However, in the longer term this position may be revised should a viable relocation package be available.
- There is a proposal for development around the Canal stub to the south of the Glade Lane. This would comprise of additional mooring facilities to the east of the stub, and a new residential/nursing home adjacent to it.
- Greggs bakers own a currently redundant site adjacent to the HM Foods site. There are no current proposals for either the development nor sale of the site.
Figure 3 - Land Ownership based on best information
In summary, despite the site's constraints, the owners and occupiers are committed to the site in the short and medium term, and are more likely to be looking to invest in the sites rather than withdraw from them, and given the number of jobs on site any form of redevelopment in the short or medium term is not required, nor appropriate. However, in the longer-term given the constraints on vehicle access and the uplift in accessibility as a result of Crossrail, residential and mixed use development may eventually be appropriate.

### 3.6 Suterwalla / TKS Foods Site

The TKS site, to the south west of the Station, is a mixed employment area hosting a number of uses including a food packaging company, a cash and carry, an aerospace engineers, plus a number of uses fronting South Road including Phoenix House, a Housing Association residential development, plus a Bank of India building.

- The site provides approximately 170 jobs in total.
- The majority of the sites are part of the same freehold, except the Housing Association development and the site owned by Attewell (an engineering company).
- The site is very constrained, and occupiers are short of space, and traffic and accessibility are a problem. Despite plans to expand, this is not possible on site due to these problems. However other sites in the area also suffer from these problems and sites further west tend to generate a ‘Heathrow’ premium on the rent due to their proximity to the airport.
- Phoenix House has previously been proposed as being refurbished or rebuilt as a mixed use building with a new library on the ground floor.
- In summary, despite the site’s constraints, the owners and occupiers are committed to the site in the short and medium terms, and are more likely to be looking to invest in the sites rather than withdraw from them, and given the number of jobs on site any form of redevelopment in the short or medium term is not required, nor appropriate. However, in the longer-term given the constraints on vehicle access and the uplift in accessibility as a result of Crossrail, residential and mixed use development may eventually be appropriate.

### 3.7 Noon Foods

- Noon Foods is a successful Asian food business operating from a large plant on Windmill Lane. Noon employs 1400 people across 3 sites in Southall, with labour coming from a mainly local catchment.
- As well as the site on Bridge Road, Noon also rents space on Bridge Road Industrial Estate, 2 of the arches owned by Workspace on Merrick Road, and a site in Alperton.
- The site suffers from access problems, especially along Windmill Lane and bottleneck problems at Three Bridges. The site itself is modern and has been invested in heavily, but access to the M4 is key and currently the main constraint.

### 3.8 Summary

The main site-specific issues and opportunities for the development and regeneration of the study area are:

- The opportunity provided by Crossrail, in terms of the uplift in accessibility to central London and beyond for Southall’s residents and businesses. This also could have a significant affect on the development potential of sites within the catchment of the Station, especially sites such as the Gurdwara, which is adjacent to the station, and its current use does not take full advantage of its public transport accessibility.
- There are a number of employment sites within the environs of the station. The value of these sites in economic and employment terms is mixed. Some are viable sites providing jobs and a location for local businesses, such as the Noon foods sites and the TKS sites.
- Other sites, mainly due to vehicular access constraints and congestion on the local network, are struggling to compete as a location for business. These sites may provide a more useful, efficient role for the area as the location for other, more mixed uses, especially in the context of a station served by Crossrail.
- This development could help the wider regeneration of the area in conjunction with the redevelopment of the Havelock Estate, by creating a new, well connected, more urban in character area to the south east of the station.
- The area includes a sizeable quantum of open space, of which there should be no net loss, whilst providing opportunities to improve its quality and character where appropriate.
- However, there are a number of design and planning issues including providing development at appropriate densities, the difficulty of fragmented land ownerships on some sites.
4 Proposals for Change

This section presents the proposals for change that collectively forms the development plan for the Southall area. This is done through presenting the overall concept for change followed by a more detailed treatment of each of the constituent parts. This is done through presenting a series of objectives distilled from the visioning, analysis and engagement stages, followed by a written and graphical communication of the key proposals.

4.1 The Overall Concept

The overall concept links directly back to the objectives set out at the start of the study, specifically those spatial objectives relating to providing a coordinated planning and development response to build upon the proposals and concept made by the Southall Framework; to suggest how specific development sites could make best use of the potential offered by Crossrail; and to provide a framework for these proposals aligned with other development activity in the area.

Therefore we present a concept for Southall which introduces new forms of development and land uses relative to its town centre location and level of accessibility, planned in a coordinated and integrated way through increasing accessibility between the town centre and its hinterland by improved and new connections. The existing character and economic function of the area is maintained through retaining viable employment land, and making better use of existing assets such as the canal, and increasing the overall quantum of green space suitable for existing and new residents. Such proposals are designed to enhance and facilitate, not prejudice or conflict, with parallel key development proposals including the regeneration of the Havelock Estate, the Southall Gasworks, and the proposals suggested for the Canal spur.

In general the sites fall into three categories, which affect the way they have been planned and designed, and the way in which their development can be phased. The first area is that in the immediate envelope of the station where the main function is to integrate the Crossrail station into the townscape and to create a new interchange between rail, bus, cycle, taxi, pedestrians and cars. These proposals are made in section 4.2. The next group of sites, those in the North West, North East and South West quadrants (including the Iceland Quality Foods site, the TRS/Suterwalla site, the Gurdwara site and the Station itself) are those in which the development is largely self-contained, and the regeneration of which can be progressed independently without prejudicing redevelopment elsewhere. The approach and proposals for this set of sites is included in section 4.3 below.

The third set of sites, those within the South East quadrant, have a higher degree of inter-dependence on each other, and the redevelopment of which needs to be thought about in the whole rather than separately, and phased accordingly. Done correctly this will enhance the viability of regeneration occurring, rather than prejudice these opportunities. This area is covered by section 4.4.

4.1.1 Broad assessments

We have based our proposals on the following broad assessments about each of the areas forming the constituent foci for change:

1 – Station
The location of the new Crossrail station building is essentially fixed, as is its freestanding nature. The on-street, set back proposal is one that could be worked into a robust urban design scheme. The key issue is in fact the resolution of road alignments around the proposed station in order to permit a high quality public realm and bus interchange. For this reason the SGPW access and adjacent site need to be included in proposals for the area.

2a - Gurdwara site and 2b - QualityFoods/Iceland
These are self-contained sites generally in single ownership with few apparent major obstacles to being redeveloped as mixed use with a substantial residential component. They would be suitable for higher densities with less reliance on car ownership.

2c – Medium density residential
This is a well located site for medium density residential redevelopment with public open space and some mixed use along “high street” edges. However the site is currently in active commercial use and proposals for changing that therefore remain long term only.

3 – TRS Foods site
This is a well located site for medium density residential redevelopment with public open space and some mixed use along “high street” edges. However the site is currently in active commercial use and proposals for changing that therefore remain long term only.

4 – South East quadrant;
4a – Top stretch of Merrick Road.
This forms a strategic route from the station through the south east of the study area leading to the Havelock Estate site. It is therefore vital to achieve a quality route through them. The western cluster of units would be preferred to redevelop as a residential link (despite multiple freeholds) as this would leave the optimum land use pattern in the final picture.

4c – Small industrial units. These appear to be viable operations, which would need assistance to relocate. They currently seal off the Havelock Estate from the north and it is therefore vital to achieve a quality route through them. The western cluster of units would be preferred to redevelop as a residential link (despite multiple freeholds) as this would leave the optimum land use pattern in the final picture.

4d – Havelock Estate. There is strong pressure to redevelop this poor quality and isolated estate but the site is not suitable for the residential but must be structured around a through route towards the Havelock Estate in order to facilitate the latter’s regeneration. Charles House (owned by Workspace) needs to become available for redevelopment in order to create this route. Some portions of the MBC site have been sold or leased and these would need to be assembled in order to produce the optimum redevelopment. Development on the MBC site would benefit from the Merrick Road sites being in place in order to improve the perception of the location.

In summary we propose that the various sites in the project are considered within one concept whose aim is to facilitate a high quality environment for the new station with strong links out to neighbourhoods whose density and character appropriately matches their location. We also propose that the delivery of these sites is interlinked, so that the potential profitability in such sites, for instance, as Merrick Road and the MBC could cross subsidise the redevelopment of the small industrial site and the Havelock Estate.
4.1.2 The Southall Housing Market

There are a number of issues and factors which need to be considered when planning residential development in Southall. These relate to both issues of demand; some of which are very Southall-specific, and relating to this issues of supply; regarding both the quantity and type of development being planned for Southall.

The demographics and social make-up of Southall are such that any developments of the scale being proposed in this study (and in developments such as that of the Gasworks) need to consider the “special case” of the housing market in Southall.

In terms of the demographics, there are marked differences in the make-up of households in the Southall area in comparison to Ealing Borough as a whole. We have taken the patterns shown in the 2001 Census as indicative, whilst recognising that the information is now almost a decade old. In the two central Southall wards (Southall Broadway and Southall Green) demographic differences include:

- The percentage of one-person households is 9.4% in Southall compared to 30.5% in Ealing.
- The percentage of households comprising of married couples with children is 35.4% in Southall compared to 17.5% in Ealing.
- The percentage of married or co-habiting couples with no children is 6.1% in Southall compared to 19.6% in Ealing.

This points to a clear need for family housing, rather than a demographically based need for smaller units, and has an effect on the type of housing that should be provided in order to meet the specific needs of the Borough. There is a continuing need for family-size housing (3 bedrooms+) in Ealing, and in Southall in particular. There is a danger that schemes such as the Havelock and SGW (even taking into account phasing) will create an over-supply of small units, for which there may only be a limited local market in Southall itself. Although to a certain extent such developments may create such a market, by appealing to newly-forming households attracted by good transport links and access to jobs, they may not have enough of the right “product” to retain established households in the area when they look for family housing.

The quantity of proposed housing in the area (upwards of 2,000 units) also needs to be carefully programmed and phased to ensure that the market isn’t “swamped” by units which may be left empty, and that public services and transport providers can respond to the needs of new households.

This may require analysis of the housing market across the Southall area, and the impact that these developments would have. This may need to “feed back” into the development proposals in order for a balanced supply of housing to be provided across the Southall area.

4.1.3 Overall Concept

The overall concept is based on new, residentially driven, development arranged in rings of density spreading out from the station. The closest, densest ring comprises apartment development (typically 4 to 6 storeys with occasional higher points) with a mix of uses at ground level, including some free-standing non-residential functions. The second ring envisages a mixture of apartments and houses and the third is envisaged as almost entirely houses.

The layout is supported by robust new spine routes from South Bridge into the TRS site and right into the heart of the Havelock Estate site. These routes should support mixed use components of the development.

Two new parks are proposed to serve the new residential neighbourhoods, providing a destination at each end of the spine routes and setting up further linkages either to neighbouring residential areas (on the TRS site) or to the canal and open space network (on the Havelock Estate site.)

4.1.4 Assumed Density Distribution

The assumed density distribution has been tested against the guidance given in the London Plan, which suggests ranges of residential density based on PTAL rating, urban character and unit size. Existing PTAL ratings are shown mapped below, with the relevant sites superimposed, and the schedule shown later in this report shows how this information has been translated into recommended densities. Note that the effect on PTAL ratings of upgrading the station to Crossrail status has not been calculated, but the assumption has been made that the overall pattern is unlikely to change, even if individual ratings rise slightly.

4.1.5 Assumed Parking Standards

An assumed parking ratio of 1:1 has been used for the new residential neighbourhoods. Provision for houses will largely be unallocated on street parking and for flats a mixture of on street and decked/courtyard parking to the rear of properties. Areas within 400m or 5 minutes walk of the station are assumed to have a lower parking ratio, specifically the Gudawara site where provision for the flats is off street basement parking.

4.1.6 Illustrative Masterplan

The Illustrative masterplan gives a vision of how the concept could be realised, and each area is described in more detail in the following sections.

4.1.7 Land Use Diagram

The Land Use Diagram gives an indication of the designations that may be appropriate in order to facilitate development such as that shown in the Illustrative masterplan.
Quality Foods and Iceland site redeveloped

Gurdwara site redeveloped

New spine route through mixed use neighbourhood on MBC and adjacent sites

Extension of Maypole Dock

New residential neighbourhood on site of Havelock Estate

New station building to accommodate Crossrail

New access to TRS site with associated development

New access to Maypole Dock

New residential neighbourhood on TRS site

New access to TRS site
1. Residential development at approx 100 units/ha or over
2. Residential development at 45-100 units/ha
3. Residential development at up to 45 units/ha

Glade Lane Countryside Park - natural character to be enhanced
Leisure use relating to canal
Reconfigured employment area
Mixed use area (denoted by mauve border)
New park required, area to match total open space within Havelock and on recreation field adjacent allotments
New park required

Figure 8 - Land Use Diagram
4.2 The Station

Objectives

• To facilitate the integration of Crossrail into the area immediately around the station.
• To provide a design which produces ease of access and a good quality environment integrating a range of transport modes including rail, bus, taxi, cycle and pedestrian.
• To provide an improvement to the public realm of the town centre to compliment the wider objective to improve the townscape of Southall.

For the design to be flexible for a range of circumstances such as uncertainties regarding Crossrail, the Southall Gasworks development and highway works such as the bridge widening.

Proposals

Scenario 1: With Crossrail and without bridge widening

• Proposals include the Crossrail station as it is defined in the current proposals, though with no other adjacent development and without the bridge widening scheme.
• The public realm works in front of the Station provide a generous pedestrian crossing and a seamless link into public realm outside the station.
• Public realm provides direct access to substantial bus stops either side of the road, on the bridge to the south.
• This proposal provides an opportunity to re-use the old station building.
• The station set-back allows generous cycle parking in front of the station.
• There is a need to create ‘edges’ of some form around the public realm.

Scenario 2: With Crossrail and with bridge widening

• This scenario includes the current proposals for the Eastern access from SGW as defined in the application.
• It also includes road widening proposal.
• It includes the same public realm treatment outside the station as in Scenario 1.
• The road crossing is deflected north to allow for the road engineering requirements of the Eastern access.
• The bus stops are moved to the south to prevent congestion back from the junction.
• The scenario creates a void space opposite the station.

Figure 9a  - Station Proposals Scenario 1
Figure 9b  - Station Proposals Scenario 2
Figure 9c  - Station Proposals Scenario 3
Scenario 3: With Crossrail and bridge widening, alternative SGW entrance.

- This scenario includes a proposal for a re-aligned Eastern access from SGW, including the bridge widening proposal.
- This creates a development site opposite the station.
- It allows the bus stops to be placed in front of the station, as the bridge widening allows 4 lanes of traffic, so stopping buses does not add to congestion.
- Provides wide pavements, which can be fronted by development.
- Other inter-changes (taxi, drop-off) can be placed to the south of the bus stops.

Figure 10 - Public Realm to Scenario 3

Figure 11 - Sketch view of Scenario 3
4.3 Station Environs

Objectives – NE Quadrant

- For the Gurdwara site, to provide a mix of uses including residential and consideration for the reprovision of community uses, capitalising on a site with high public transport accessibility.

- This would provide a visual signifier for the station, which is not currently achieved through the planned Crossrail design.

- For the Iceland/Quality Foods site, to provide a better configuration of buildings and parking, which provides a better interface with the street frontage than current, retaining the Quality Foods market whilst providing other development opportunities such as residential.

Proposals

Gurdwara

- The entrance to the new development would be at grade along Park Avenue (below the level of the station).

- The replacement Gurdwara would be at the North West corner of the site, with parking to the south. This maintains the current parking levels, with some allowance for the new residential.

- Above the ground floor would be south facing courtyard apartment blocks, with generous amenity space in the form of decking over the parking.

- These sites are likely to be affected by rail noise, though this can be mitigated at detailed design stage.

- Heights start at 4 storey on the blocks facing Park Avenue, raising to 4-8 storey up South road, to an opportunity for a tower (12 storeys) at the South West corner, though these heights are flexible.

- Development would line South Road leading up the bridge, with the potential for retail/commercial/non-residential uses.

- The frontage of the building peels back to align with the public realm in front of the station.

- The development includes the Gurdwara site and the adjacent builders yard, though it could progress with just the Gurdwara site.

Quality Foods / Iceland

- The proposal re-aligns the Quality Food building to occupy the whole frontage of the block onto the street.

- It provides generous space in front of the building to display foods onto the street.

- Parking is provided behind, for the retail and residential uses.

- Residential over the retail is limited in height by the heights in the area and housing behind. 2-3 storeys would be acceptable.
• Development would require double aspect units to allow for noise at the South Road aspect.
• Amenity space could be provided as decking over the parking to the rear of the block.

Objectives – NW Quadrant

• To provide an eastern entrance to the Gasworks development which creates an integrated link between the Gasworks development and South Road, through providing an urban street, allowing traffic movement and development facing onto it.
• This route will complement the town centre activities on the Gasworks and South Road, suitable to the area's town centre designation as proposed through the Development Strategy 2026.

Proposals

• Re-align The Crescent to join the Bridge at its Eastern end.
• To allow for DDA compliancy the overall distance of the slope would need to be approximately 100m in length.
• This allows the slope to join Randolph Road at grade at the Western side.
• This frees up a development site currently made up of The Crescent, a workshop, and some poorly located open space (which can be re-provided elsewhere on another development site).
• This development site could have non-residential active uses along the bridge edge, with residential development behind. Heights are limited by the housing behind - 4 storeys would be suitable, with more at the South Eastern corner.
• Parking would be at-grade, with the opportunity to provide amenity space as decking above.
Objectives – SW Quadrant

• In the short/medium term (10-15 years) to preserve the employment uses on the site, a local business providing employment and economic activity for the area.

• To promote the redevelopment of Phoenix House to provide a mix of uses, including community uses, which will provide activity to the South of the bridge and contribute to the townscapes of the north and south of the Bridge.

• In the longer term, subject to the sites viability as an employment location, to provide the planning and design conditions to encourage a wider mix of uses including residential and other uses, capitalising on the sites town centre location and proximity to the Station.

• As part of these proposals, to provide a street network and land use pattern which connects into the surrounding street pattern, to improve permeability and accessibility in the local area.

Proposals

• This will provide a more attractive, interesting and higher quality environment than currently exists which will encourage pedestrian movement between the Havelock area and the Station.

• The proposals provide a good quality route through to the redeveloped Havelock estate from the Station.

• The new street is lined with 4-6 storey, mansion block style apartments with mixed uses at key locations, for example a corner shop by the Station, and occasional retail at suitable locations elsewhere.

• The apartments are served by undercroft parking, with amenity space above.

• The residential component is supplemented with significant commercial uses, for example a hotel or conference/banqueting facility.

• Provision is also made for a small supermarket at the corner of Bridge Road and the new street.

• The proposals also set up a link to join the canal stub should it be developed or opened up in the future.

• The residential development blocks on the south side provide aspect onto the cemetery.

• The proposals could be supplemented by traffic calming and environmental improvements to Merrick Road, particularly the Merrick Road / South Road roundabout. This would ideally include the removal of the underpass and the roundabout.

Objectives – SE Quadrant

• To improve accessibility between the station to the north, and the Havelock area to the south. This will be done through creating a new urban street, lined by mixed used activities, along Merrick Road from the bottom of the bridge to the Havelock area as addressed below.

Proposals

• In the longer term this site may be suitable for medium density residential development.

• This would include the provision of a park at the heart of the development. Generous park frontages are suitable for residential development (flatted or town houses), with family houses on the western edge.

• The new street network would be structured to fit with the wider street pattern of the adjacent area.

• The sites respects the current edge on The Green, retaining the street frontage. Additional frontage could be added where none currently exists, or is not functioning.

• The Church is retained.

• The site includes the community uses on Phoenix House, which could be phased earlier than the remainder of the site.

• The site is mainly in one ownership, with some other smaller freeholds within. The site could also include the rail lands to the north as part of the site assembly.

4.4 The South East Quadrant - Havelock Estate and Surrounds

As stated at the beginning of this chapter, the approach towards the redevelopment of the various sites in the Havelock estate and its surrounding area need to be approached in a more coordinated way.

The area can help integrate the Havelock Estate into the Southall Town Centre through simultaneously improving accessibility and connections through new and improved routes towards the station, whilst also providing a set of land uses and a development mix which creates a more lively, urban, pedestrian friendly environment in the South East quadrant to create a new mixed use quarter for Southall including residential, viable employment sites, commercial opportunities and new open space.

Figure 16 - Illustrative proposals for SE Quadrant
It achieves this through three main themes:

Firstly a new route from South road/Merrick Road into the Havelock Estate lined with activity.

Secondly a new green space at the centre of the Havelock Estate providing new green space for residents (and replacing any open space lost as a result of the redevelopment plan);

And thirdly a number of blocks of activity which provide additional residential development (which could aid the viability of the redevelopment proposals by providing ‘headroom’ above that which can be provided within the estate boundaries), which provide a new kind of employment space (which although is a reduction in floorspace than current, can provide a similar number of employees); including ground floor activity such as commercial or retail to animate the new streets, as well as providing employment. These blocks of activity are laid out in such a way as to improve permeability through the new quarter, allowing good accessibility between houses, the open space, the canal, and the station.

The densities and urban form at which this development occurs forms a gradient ranging from highest towards the station, going down to lower densities and more suburban forms of development furthest from the station to the south of the area. These densities are aimed to both meet policy guidelines as set out in the London Plan, as well as respecting the existing character of the area.

The objectives and proposals for this area are presented in more detail below.

Objectives

- To contribute to the regeneration of the area in conjunction with the redevelopment of the Havelock estate, and not prejudice of reduce the viability of the regeneration process.

- To aid the regeneration of the area by improving the accessibility between the station and the Havelock area.

- To suggest change of uses (such as away from employment) where the existing land use is deemed no longer viable, due to lack of employment or lack of demand; and where relevant stakeholders support such proposals.

- Where appropriate, to introduce a wider mix of uses into the area including residential, at suitable densities relative to public transport accessibility levels.

- Where there is a loss of employment land, alternative development proposals would allow no net loss of job numbers, through suggesting alternative forms of employment (such as commercial, retail, entertainment / leisure).

- To examine the suitability of improving access and encourage use of the Glade Lane open space. Any net loss would be re-provided.
• For proposals to include suitable provision of open space for additional dwellings, plus the re-provision of any net loss of existing open space.

• To seek improvements in accessibility of remaining employment sites through improving existing and providing new access routes.

• To respect existing and forthcoming planning designations relating to green corridors, sites of scientific importance, nature conservations and similar.

Proposals

• The Havelock area is focused around a significant new park which forms a destination point at the end of the new route from the Station.

• This park is large enough to include activity such as play areas, a café and small gardens, as well as larger areas of flexible green space. It also provides additional attractive routes through the area.

• The street network proposed provides a series of links down to the Canal which lines the development on two sides.

• The Park and main routes through the area are lined with low to medium rise apartment blocks.

• The remaining residential component comprises of simple streets of terraced houses, with good size back gardens, on-street parking, and proximity to both the canal and the new park.

• This creates an environment that can match established, desirable residential neighbourhoods in the private market elsewhere in Ealing.

• The area will not be perceived as an estate, but as part of a wider residential neighbourhood.

• The proposals respect existing designations of the Green Corridor.

• Ecological landscape strip - The 10m green buffer along the canal could be designed to have better local use and interaction with residents and canal users. Rather than lining the length of it with dense vegetation, the buffer could offer itself as an ecological landscape strip, accommodating local wildlife, plants and vegetation. Whilst maintaining the overall role of the buffer, small break out areas could be used to soften its presence thereby creating spaces for people to sit, relax and enjoy a view out onto the canal. These spaces would be positioned at appropriate sections along the canal at the end of a few of the main routes running north-south from the park.
5 Delivery Issues

5.1 Policy Implications

This purpose of this study is partly to inform long term planning issues which are being resolved through the LDF and the Development Strategy, the Preferred Options version of which completed its consultation stage in September 2009. The proposals contained within this study will therefore have an impact on the preparation of subsequent DPDs including the Site Specific Allocations document, being prepared for 2010. This section identifies which proposals will impact on these policy decisions, and how they will affect them.

<table>
<thead>
<tr>
<th>Site</th>
<th>Proposal</th>
<th>Conflict with 2004 UDP</th>
<th>Impact on LDF preparation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Southall Station</td>
<td>Includes a scenario to widen the Bridge to improve traffic flow.</td>
<td>none</td>
<td>Proposal included in LDF, may need further policy support through Transport plan and Infrastructure Plan. Delivery maybe dependent on SGW development.</td>
</tr>
<tr>
<td>Public realm improvements to integrate Crossrail Station</td>
<td>Existing station site has heritage value in 2004 UDP.</td>
<td>Proposal may be considered as part of any review of SGW Masterplan or Site Allocations DPD.</td>
<td></td>
</tr>
<tr>
<td>Includes alternative scenario for SGW eastern access</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Southall Station</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quality Foods/Iceland</td>
<td>Mixed use site, retaining Quality Foods and reorganising parking, improved interface with street.</td>
<td>Development Brief no. 34.</td>
<td>Proposals consistent with the Development Strategy. Proposals to be fed into the preparation of the Site Specific Allocations DPD.</td>
</tr>
<tr>
<td>Gurudwara site</td>
<td>High density residential led mixed use, retained community functions.</td>
<td>Development Brief no. 35</td>
<td>Proposals consistent with the Development Strategy. Proposals to be fed into the preparation of the Site Specific Allocations DPD.</td>
</tr>
<tr>
<td>TKS/Suterwalla site</td>
<td>Residential/mixed use, with active frontage and integration into surrounding street pattern. Phasing suggested as medium/long term. Maybe beyond 2026.</td>
<td>Designated as a Major Employment Location, includes an Employment Site, and some buildings of group and façade value. Includes Development Site no. 38.</td>
<td>Should redevelopment be pursued in the lifetime of the forthcoming LDF, then redesignation of MEL would be required. However, other sites are more suitable for redevelopment in short/medium term, so this may not be an issue in the lifetime of the LDF. Further research and analysis of the viability of employment uses on the site should be addressed by the forthcoming Employment Land Review. Proposal are however consistent with the 2004 Development Brief for site no. 38.</td>
</tr>
<tr>
<td>Merrick Road</td>
<td>Proposed for residential, with retail/commercial on ground floor.</td>
<td>Designated as Employment Site in 2004 LDF. Railway Arches and Southall Community Centre locally listed. Includes Development Site no. 36. Includes Green Corridor.</td>
<td>Would require redesignation under the new LDF from Employment Site. Further viability of the employment functions of the site could be analysed through the forthcoming Employment Land Review. Consistent with current Development Strategy to change use on appropriate sites around the station.</td>
</tr>
<tr>
<td>Middlesex Business Centre/ Great Western Industrial Estate</td>
<td>Proposed for a mix of residential / commercial / employment. Seek to retain employment numbers, though on less floorspace.</td>
<td>Preferred Industrial Location in 2004 UDP. Identified as a Development Site in 2004 UDP.</td>
<td>Would require redesignation from employment use, and requires GLA as well as Borough support. Further viability of the employment functions of the site could be analysed through the forthcoming Employment Land Review. Proposals are consistent with current Development Strategy 2026 Document.</td>
</tr>
<tr>
<td>Havelock Estate</td>
<td>Proposal for residential / open space / some retail.</td>
<td>Identified as Development Site in 2004 UDP. Also includes Green Corridor and site of Metropolitan and Local Importance for Nature Conservation. Also includes some Public Open Space in South West corner.</td>
<td>Proposals in this study respect current Green Corridor designation. Proposals include relocation of open space from South West corner to a more central location as part of the new Havelock Estate.</td>
</tr>
<tr>
<td>Glade Lane Open Space</td>
<td>No specific proposals directly affect this site, though the Study supports the proposals for redevelopment adjacent to the Canal Spur which suggests relocating the Special Opportunity Site.</td>
<td>Includes Special Opportunity Site within open space/MOL</td>
<td>The proposed canalside development would require relocating the Special Opportunity Site, which would be developed on. The existing location of the Special Opportunity Site would then be designated as Open Space/Metropolitan Open Land. This would not result in any net loss of MOL/Open Space (subject to further revisions of the developer’s existing proposal.</td>
</tr>
</tbody>
</table>
## 5.2 Residential Development Capacities

The table below shows in detail the number of residential units, densities, and floor areas provided in the South East Quadrant. The justified residential densities are based on the GLA London Plan matrix.

The headlines from this assessment include, relating to the GLA London Plan matrix.

- **Development Capacities**: The table below shows in detail the number of residential units, densities, and floor areas provided.

<table>
<thead>
<tr>
<th>Site</th>
<th>Site Area</th>
<th>Proposed POS Area</th>
<th>Net Site Area</th>
<th>PTAL Setting</th>
<th>Usage 1+2 bed Flats [avg. 2.79 m²/unit]</th>
<th>Usage 3+4 bed Houses [avg. 5.09 m²/room]</th>
<th>Target hab. rooms/unit</th>
<th>GLA Density</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Quality Foods/ Iceland</td>
<td>0.5022</td>
<td>0.5022</td>
<td>4 Urban</td>
<td>100% 0%</td>
<td>2.7 70 - 260</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>2a Gurdwara Site</td>
<td>0.735</td>
<td>0.735</td>
<td>4 Urban</td>
<td>100% 0%</td>
<td>2.7 70 - 260</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>2b Builders Yard adjacent Gurdwara</td>
<td>0.2336</td>
<td>0.2336</td>
<td>4 Urban</td>
<td>100% 0%</td>
<td>2.7 70 - 260</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>3 Crescent site</td>
<td>0.5211</td>
<td>0.5211</td>
<td>3,2 Urban</td>
<td>100% 0%</td>
<td>2.7 70 - 170</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>4a TRS site (main)</td>
<td>5.6583</td>
<td>1 4.6583 3 Urban</td>
<td>50% 50%</td>
<td>4.1 45 - 120</td>
<td>At upper end for PTAL, suggesting higher end of range, middle of range for hr/u, suggesting middle of range. Therefore illustrate upper middle range, but check buildability as limited by adjacent heights</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>4b TRS site (eastern edge)</td>
<td>1.1027</td>
<td>1.1027</td>
<td>2 Suburban</td>
<td>0% 100%</td>
<td>5.5 35 - 65</td>
<td>90%</td>
<td>32</td>
<td>40</td>
<td>60</td>
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<tr>
<td>5a Merrick Road (north)</td>
<td>0.7803</td>
<td>0.7803</td>
<td>3 Urban</td>
<td>100% 0%</td>
<td>2.7 70 - 170</td>
<td>90%</td>
<td>32</td>
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<tr>
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<tr>
<td>6a MBC (west)</td>
<td>1.9687</td>
<td>1.9687</td>
<td>3 Urban</td>
<td>90% 10%</td>
<td>2.98 70 - 170</td>
<td>90%</td>
<td>32</td>
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</tr>
<tr>
<td>6b MBC (central)</td>
<td>3.348</td>
<td>3.348</td>
<td>2 Urban</td>
<td>75% 25%</td>
<td>3.4 55 - 145</td>
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<tr>
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<td>1.0938</td>
<td>1.0938</td>
<td>1b Urban</td>
<td>100% 0% 0%</td>
<td>2.7 50 - 95</td>
<td>90%</td>
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<td>40</td>
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<tr>
<td>7 Workspace (Charles House)</td>
<td>1.2241</td>
<td>1.2241</td>
<td>1b Urban</td>
<td>100% 0% 0%</td>
<td>2.7 50 - 95</td>
<td>90%</td>
<td>32</td>
<td>40</td>
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<tr>
<td>8 Grand Union Way site</td>
<td>0.8196</td>
<td>0.8196</td>
<td>1b Urban</td>
<td>100% 0% 0%</td>
<td>2.7 50 - 95</td>
<td>90%</td>
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<td>60</td>
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<tr>
<td>9a Hanlock (east)</td>
<td>0.7755</td>
<td>0.7755</td>
<td>2 Urban</td>
<td>50% 50% 0%</td>
<td>4.3 45 - 120</td>
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<tr>
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<td>6.6765</td>
<td>1.32 6.3565 1b</td>
<td>Urban</td>
<td>50% 50% 0%</td>
<td>4.1 35 - 65</td>
<td>90%</td>
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<tr>
<td>9c Hanlock (south-east)</td>
<td>11.4325</td>
<td>1.32 10.1125 1b</td>
<td>Urban</td>
<td>80% 80% 0%</td>
<td>4.84 35 - 55</td>
<td>90%</td>
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<td>40</td>
<td>60</td>
</tr>
<tr>
<td>10 Special Opp. Site (landswap)</td>
<td>0.8482</td>
<td>0.8482</td>
<td>1b Suburban</td>
<td>0% 100% 0%</td>
<td>5.5 35 - 55</td>
<td>90%</td>
<td>32</td>
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<td>60</td>
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<table>
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<td>32 40 60</td>
</tr>
<tr>
<td>60%</td>
<td>32 40 60</td>
</tr>
<tr>
<td>40%</td>
<td>32 40 60</td>
</tr>
<tr>
<td>32%</td>
<td>32 40 60</td>
</tr>
</tbody>
</table>

The number of residential units, densities, and floor areas provided in the South East Quadrant. The justified residential densities are based on the GLA London Plan matrix.
5.3 Next Steps

5.3.1 A comprehensive approach

The Development Framework provides guidance and an assessment of potential for a large number of sites; but it is in the "South East Quadrant", from the Station and Merrick Road towards the canal, Havelock and Industrial area, that the most - and most complex and challenging - potential lies. It raises issues about leveraging the public sector asset base as effectively as possible - seeking to give teeth to the delivery approach whilst unlocking the value in public land, combining it with private sector interests, and achieving wider public policy purposes.

The proposals in this Study seek to approach the South East Quadrant comprehensively, with a vision of dramatic reshaping involving land-use change, new infrastructure and integration of thinking about the whole collection of sites. And that big picture is layered on top of practical realities such as the need to decant and redevelop, the fact that we are working in a post-boom development market, and the very different questions posed by the northern part (near station, mainly industrial at present) and the southern (mainly social housing).

That raises the issue of how such a comprehensive approach can be delivered.

5.3.2 The requirement

Ideally, we are looking for an approach – possibly but not necessarily including a new delivery vehicle, which can:

- Bring public and private partners together
- Pool finance, land, planning powers and expertise
- Ensure a fair balance of risk and reward
- Allow a strategic approach to project delivery.

The public partners – mainly the Ealing Council – will be looking to retain a long-term stake in the development and retain a share of the profits and land value uplift, whilst achieving key housing and urban policy objectives. The private partners (but principally not exclusively landowners) will be seeking access to opportunities that have scale, plus the opportunity to unlock value in their own "lazy assets" and to access subsidy where needed.

5.3.3 Options: 'conventional' versus 'innovative'

The high level options in terms of alternative approaches to delivering change, which will allow other regeneration objectives to be achieved alongside delivering housing, are essentially to follow current practice, or to consider innovation. But even 'innovation' means more than just introducing new mechanisms (such as Local Asset-Backed Vehicles - LABVs) which have been suggested in recent years. This reflects the fact that market realities have changed so much that both 'conventional' and 'new' approaches are struggling to provide useful ways forward.

Much of the financial analysis underpinning investment and development appraisals (whether linked to LABVs or not) remains based on a pre-credit crunch development model. Assumptions regarding the actual mechanism of development remain broadly untouched. Key variables such as sales, land values, and the risk developers are prepared to take have altered dramatically, yet little variation is envisaged in the role of the private sector and the mechanism through which it delivers development and receives profit from it. But this means that the level of public subsidy required to make the models work and to deliver any significant scheme has significantly increased, exposing the underlying assumption that land assets could be used creatively to secure private capital investment into regeneration areas. Thus using the straightforward development model, it is clear that the level of risk associated with delivery - both by conventional development models and through LABVs - relies on significantly increased levels of public subsidy, at a time when this is also less likely rather than more.

5.3.4 Innovation in current conditions

Genuine innovation in the development model involves thinking about how property is built, how profit is calculated, how development is financed, and how risk is managed. It could also mean a heightened role for "patient capital" – i.e. that which takes a longer term view. In this context, interestingly, in the course of our two Southall studies (2008 & 2009), it has been noted that there is local interest and funding potential, and that this would be particularly in relation to investment in a stock of larger family housing to help keep prosperous local families in the town.

There is also a need for more flexibility in terms of whose land actually goes into the model - should it not also include the private sector? This also raises a fundamental question about the objectives. LABVs were effectively a response to a policy push to improve the efficiency of the use of public land. The agenda is now different: it is also about how to simply make the development model work again, including for private sector land. New development models in other areas of the country (Gatehouse's "18 sites Package" for example) bring innovation and a new approach to using public land. They start with strong and design and masterplanning, they get prices agreed and clear up front, and they de-risk the approach to affordable and open-market housing via a model based on pre-sale agreements, where the developer, rather than buying the land, instead provides a brokerage service and then a fee-based service to manage the process of construction and sale. The bank acts as an equity partner, not simply a provider of debt. Thus sales are de-risked from the outset and profit is not linked to sales values; instead there is a fixed fee for managing the process. The role of the local authority will include taking risk, using its prudential borrowing powers, and "sweating" its own assets; it may also involve HCA procurement via its Approved Partner List.

This is not a prescription; it is an illustration of the sort of approach that might be considered in the South East Quadrant. It may be argued that combining the complexity of sites, multiple ownerships and differing objectives with the additional uncertainties around development model / structure is over-ambitious: it does risk over-complication, and it might make control difficult. This is a concern for the Council in thinking about how to handle the Havelock renewal component. On the other hand, both short and medium term market prospects mean that neither a conventional nor "pre-credit crunch innovative" approach are really credible: the Havelock scheme was struggling for viability at 2007 prices, and is not in our view deliverable in any like its current form. So a more radical approach is not as much of a threat to deliverability as might be argued. And it has the potential to meet more of the Council's regeneration objectives, and to get some quick results, given the presence of possible willing partners.

5.4 Longer Term Land Use Issues

5.4.1 The strategic issue

The proposals within this report include some reorganisation and re-designation of uses which need to be considered from a Borough point of view as part of the LDF process, and also from a GLA point of view where these proposals affect strategic employment sites. The overall aim however is to maintain a sustainable and viable land use mix across the Southall area which supports both local and strategic policy objectives.

These relate not just to the supply of mixed tenure housing, but also the supply of open space, the provision of jobs for Ealing residents, and Southall's future as a location for business. The area also has a role to supply a suitable quantum of employment space of London-wide significance through its location as part of the wedge of employment locations west along the A40 corridor and accessible to Heathrow. This is recognised both by the Borough's Development Strategy 2026 and other DPDs within the LDF, and by the London Plan.

5.4.2 Strategic accessibility

However, to maintain this strategic role, accessibility is a key factor. On the public transport side, Crossrail with both inefl and respond to transformational change of the order which this Study envisages. But for the economy and employment, the nature of the businesses choosing this location now and in the future means that its accessibility through road infrastructure needs marked improvement and upgrading, if the strategic authorities wish to ensure that these locations maintain their locational advantage. Issues of poor local accessibility as a result of congestion, constrained infrastructure, and a lack of proximity to key road junctions, have all emerged as significant issues through consultation with local businesses as part of this study. Such issues will need to be addressed at GLA/TFL level, as well as by LB Ealing.

5.5 Actions

The Council's next steps should in our view be:

- Engage in discussion with all key stakeholders within the Study Area as to their interest in a comprehensive approach
- Resolve strategic issues with GLA and TFL
- Widen the consideration of delivery mode from the current Havelock model to take into account market restructuring and the considerations outlined above
- Discuss with HCA the overall strategic 'narrative' presented in the Study, and the potential for their support on the wider initiative.
This report was produced during 2009-10 by a team from Urban Studio (formerly Llewelyn-Davies, and Tribal Group):  

Project Director: Martin Crookston  
Project Manager: Jonathan Moore  
Urban Design: Charles Addison & William Ly  
Transport Adviser: Tim Pharoah  
Delivery Adviser: David Smith-Mine  

The consultancy team would like to acknowledge the guidance and close collaboration from the client side, led by:  

Lucy Taylor: Assistant Director Regeneration and Planning Policy, Ealing Council  
Zoe Sellers: Senior Economic Regeneration Manager (Interim), Ealing Council  
Carol Sam: Senior Economic Regeneration Manager, Ealing Council  

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