Executive summary

This Supplementary Planning Document (SPD) for Southall Gateway has been prepared to establish clear design objectives for those bringing forward proposals for the site. The document sets out the known constraints and context of the site and establishes design principles that the Council considers should underpin the future development and are considered to be central to ensuring its full potential is realised.

The Gateway comprises two main parts, a northern part including the Gurdwara, and a southern part largely occupied by the Arches business centre. The Gateway’s western approaches along South Road are also included to emphasise the importance of this key route to environmental improvements and links to broader Southall. The Council requires a comprehensive proposal for the redevelopment of the northern part of the site which reprovides the Gurdwara, and has put together this document to clarify the key design principles for any new schemes coming forward and to inform and guide the planning process.

This SPD also follows on from work undertaken by the Council, the Greater London Authority and Transport for London on the Southall Opportunity Area Planning Framework, which was adopted on 15 July 2014 and holds the status of an SPD within Ealing’s Local Plan. The site is also allocated as part of sites ‘SOU4 Southall Crossrail Station’ and ‘SOU6 Southall East’ in the Development Sites DPD and is allocated for ‘Comprehensive redevelopment with mixed uses appropriate to the town centre around the Crossrail Station’ and ‘commercial uses with residential above’ respectively.

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

- Comprehensive redevelopment of the northern Gateway site in order to maximise benefits of Crossrail
- Reprovision of the Gurdwara Sri Guru Singh Sabha with a new landmark building within the northern Gateway site
- High quality residential, retail and town centre uses compatible with the emerging significance of this site not just to Southall but also to the broader London context
- Improvements to the environment, public realm, and transport interchange in and around the site particularly in relation to the five surrounding character areas.
The SPD sets out seven design principles for the site that should be addressed in future development proposals.

These are intended to ensure that the context of the site is appropriately considered, and that the scale of development and arrangement of the uses is appropriate.

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

**Design principles:**

**Movement**

**Principle 1:** Create a network of pedestrian and cycle routes through the site facilitating access to the rail hub

**Principle 2:** Improve circulation around the site including provision necessary for public transport interchange

**Principle 3:** Create high quality new public spaces

**Built form**

**Principle 4:** Create a new gateway to Southall

**Principle 5:** Relocate the Gurdwara appropriately and without interruption to its services

**Principle 6:** Encompass a mix of uses and activities on the Gateway site

**Principle 7:** Integrate with the urban ‘edges’ of the Gateway site
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1.1 Southall Gateway is one of the key redevelopment opportunities within Southall. It occupies a prominent connecting location at Southall Station, connecting this key transport node to both Southall Green and Southall Broadway, and forming the functional and geographical centre of the area as well as comprising its main public transport hub. The Gateway is also the key site connecting the other five character areas identified in the OAPF consisting of; East Southall, Havelock, West Southall, Southall Broadway and South Road, and the Green.

1.2 The Gateway is identified in the Sites DPD as part of SOU 4 and SOU 6 and is currently underutilised by a series of low rise premises with extensive hard surfacing that take little advantage of the prominence of the site within Southall and the opportunities afforded by Crossrail connectivity.

1.4 Southall Gateway was identified in Southall OAPF, again as the location key to unlocking development in Southall as a whole and overcoming the profound physical severance that is created by the railway line and road infrastructure.

1.5 This SPD has been prepared to secure delivery of this site in a comprehensive and coherent way that secures all of the objectives set out in adopted policy. It constitutes an update and refinement of the detailed section on the Gateway set out in Southall OAPF.
Development sites

SOU1 Southall Market
SOU2 Iceland, Quality Foods
SOU3 Beaconsfield Road
SOU4 Southall Crossrail station
SOU5 Southall West
SOU6 Southall East
SOU7 Havelock Estate
SOU8 The Green
SOU9 St John’s Church Hall
    [St John’s Old Church]
SOU10 Johnson Street

Fig 1 Southall Opportunity Area and Southall Gateway
2 Policy context

2.1 The Southall Gateway SPD has been informed by policy and guidance from national to local level.
2.2 The National Planning Policy Framework (NPPF) was published in March 2012, revoking and replacing Planning Policy Statements, and selected Planning Policy Guidance and Circulars. The NPPF sets out the Government’s planning policies for England and how they should be applied; the NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

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

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

2.5 Town centres are a key spatial priority in the Further Alterations to the London Plan 2015 (Policy 2.15). Southall is designated as a Major Centre having medium levels of future demand for retail, leisure, and moderate office demand. Major centres are defined as containing over 50,000 sqm of retail, leisure and service floorspace with a relatively high proportion of comparison goods relative to convenience goods, and may also have significant employment, leisure, service and civic functions.
Ealing’s Local Plan

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

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

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

2.9 Southall Gateway is allocated as part of both SOU 4 and SOU 6 both of which are large, mixed allocations reflecting the growth and enhancement of residential and town centre uses in this area, and the importance of retaining the Gurdwara within the northern part of the Gateway.
The unique opportunity presented by the arrival of Crossrail at Southall is reflected by the joint preparation of Southall OAPF by LB Ealing, the Greater London Authority and Transport for London. This document has been formally adopted on 15 July 2014 as Supplementary Planning Guidance to the London Plan and as a SPD to Ealing’s Local Plan giving it material weight in the preparation of planning documents and the assessment of applications.

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

Policy 4.2 identifies Southall Gateway as one of six broader Character Areas and sets three priorities for development within this site;

Land uses:
Improve the Gurdwara to better integrate with the emerging environment

- Built environment:
Create a continuous high street with a primary retail frontage on South Road to connect Southall Gateway with Southall Broadway and the Green.

- Movement:
Stitching Southall together with an arrival/interchange facility at Southall Station which allows space for high footfall and accommodates direct desire lines to the north and south, with capacity for interchange with buses and cycles and facilities for the mobility impaired.

The OAPF, and this SPD are underpinned by technical and feasibility studies, in particular, the Crossrail Urban Integration Study for Southall (John McAslan and Partners for London Borough of Ealing, Crossrail, TfL and the GLA, 2012) and the Masterplan for Southall Gateway (Landholt and Brown and JMP for the London borough of Ealing, 2013).

However, while it reflects the principles of these studies and the need for a comprehensive redevelopment to the north of the station, this SPD does not prescribe any particular built form or layout for the new development.
3 Site context

Southall OAPF

3.1 The Gateway site was first identified as such in the Southall OAPF which recognises the functional and geographical centrality of the area surrounding the station to the spatial strategy for Southall. This section updates the character area guidance on pages 76-81 of Southall OAPF in view of refined plans for delivery.

Character

3.2 Southall station sits on the cusp of the South Road bridge with a panoramic view of the opportunity area. The severance caused by the railway line and road infrastructure at this important arrival point to the opportunity area is exacerbated by the low density of development, traffic bottleneck and weak public realm.

3.3 Immediately to the north of the station, almost hidden due to the substantial level change is the Gurdwara Sri Guru Singh Sabha. It is a key cultural and community asset, housed in a nondescript former industrial shed. Despite the poor quality of the existing building, the Gurdwara occupies a pivotal location in the townscape and together with the station results in high levels of activity in the area.

3.4 To the south and west of the station, road infrastructure dominates. Pedestrian access to The Green is difficult, with the pedestrian underpass blocked and inconvenient surface level crossings.

3.5 Current land ownership of the northern Gateway site is set out in Fig 3.
Land interests within the northern Gateway site

1 Gurdwara c. 0.60ha
2 Greylands Holdings Ltd c. 0.20ha
3 Thames Materials. 0.220ha
4 Network Rail c. 0.71ha

Fig 3 Southall Gateway: Existing
Vision

4.1 The vision for Southall Gateway is based on the OAPF aspiration for an entry point to Southall that befits its importance to Ealing Borough and the enhanced connectivity that will result from Crossrail. The following overarching objectives are essential to the delivery of the OAPF vision for Southall Gateway;

- Comprehensive redevelopment to the north of the station in order to achieve the maximum benefits from the most accessible location in Southall, and to secure necessary infrastructure and public realm improvements. The Council will use statutory powers including compulsory purchase powers where necessary to assemble development sites within the Gateway.
- Facilitate the relocation of the Gurdwara Sri Guru Singh Sabha within the Gateway so that this important civic use continues to benefit central Southall.
- Deliver high quality new homes and retail uses which will make good use of sustainable modes of travel and the prime location near to Southall Crossrail Station to contribute to the objective of an appropriate new gateway to Southall.
- Improve the urban environment and movement around Southall Station including facilitating the development of an intermodal hub and a new civic focus at Southall Gateway. This includes the delivery of high quality buildings on the gateway site itself, and public realm and interchange measures designed to improve access and the pedestrian realm from all parts of Southall especially the established centres of Southall Green and Broadway, and the new development at Southall East and the Gasworks.

The redevelopment opportunity

4.2 Proposals north of the railway lines must be based on a masterplan for that site as a whole that addresses the development principles set out in guidance and which will achieve the full potential of the site. Piecemeal development, for example based on land ownership, will not be acceptable at this key site for the regeneration of Southall as a whole.

4.3 The Council wants development on this site to exemplify the objectives of the broader Southall OAPF.
Fig 4 Southall Gateway: Indicative key principles
5 Design principles

Movement

5.1 A properly planned and realised scheme for pedestrian circulation and transport interchange is key to the success of development at Southall Gateway and one of the overarching aims of this supplementary planning guidance. At present, access to the site is limited to its periphery and entry to the station is confined to its western edge at South Road. The arrival of Crossrail will make the station an even more important focus than it is currently and focus both attention and increased pressure of use on the Gateway site.

5.2 The following circulation principles will help to enhance the public realm of Southall, allow the proper functioning of this part of the Crossrail investment, and facilitate the development of the opportunity sites surrounding the station.

Principle 1: Create a network of pedestrian and cycle routes through the Gateway facilitating access to the rail hub

5.3 A high quality, easy to use, safe and active pedestrian network is essential to realising the benefits of the emerging public transport hub at Southall. Development of the gateway sites should open up access within and through the Gateway as a whole and substantially improve the environmental quality of the area to encourage pedestrian use. Passive provision for an eastern entrance for the station and reopening an improved pedestrian bridge over the railway tracks are essential to these objectives.

Principle 2: Improve circulation around the Gateway including provision necessary for public transport interchange

5.4 Interchange between different modes of transport at Southall Station is currently haphazard and the OAPF is clear about the need to improve circulation around this dominant point. South Road and the main western entrance will continue to be the primary access to the station and will therefore form the core of modal interchange. Public realm improvements around the site will be very closely integrated with road enhancements, including the South Road Bridge widening scheme associated with Southall Gasworks, and these must work in tandem to improve both transport capacity and environmental quality. Public realm enhancements will be required to support the integration of the new public foot and cycle bridge across the railway tracks immediately west of Southall station.
Principle 3:  
Create high quality new public spaces

5.5 Both the transport and civic uses at Southall Gateway will require the creation of high quality public space reflecting their importance to the local area and allowing proper use to be made of these facilities. Space serving the station will be concentrated at the western edge of the gateway site, around the main entrance, and will need to reflect the interchange functions of the station itself, and reflect the significance of the Gateway both as a point of arrival in Southall and a link to the rest of London. Space serving the Gurdwara will need to directly adjoin the new buildings and augment its diverse range of functions and broader civic status.
**Built form**

5.6 Despite its location at the geographical and communications centre of Southall, the station site and broader Gateway have not traditionally enjoyed the prominence and quality of building that they merit. The following principles describe the changes to land use, layout and design that will deliver a new Gateway to Southall town centre and which are necessary to contribute to the OAPF objectives for broader regeneration.

**Principle 4:**
Create a new gateway to Southall

5.7 Southall Station has always stood in isolation from its surroundings and the main centres of activity in the area, but its importance has grown steadily due to its role as a point of access and interchange. The arrival of Crossrail requires a step change in the urban development of the sites surrounding the station, to realise the significantly increased development potential of the site, to properly mark this point of entry to Southall, and to facilitate movement to and within the gateway site. Development of the gateway sites should be realised as a complementary whole both in terms of uses and built fabric, and should form an appropriate marker of entry to a regenerated Southall.

**Principle 5:**
Relocate the Gurdwara appropriately and without interruption to its services

5.8 After railway uses, the Gurdwara is the largest landholder in Southall Gateway and a key civic use in this area of Southall. Due to its proximity to the station entrance and the South Road route up to Southall Broadway the existing Gurdwara site is probably the most prominent opportunity site in the Gateway and is associated with a continuous strip of similarly underutilised land along the south side of Park Avenue. It is not considered realistic for the Gurdwara to redevelop on its own site due to the disruptive nature of building works on its existing uses, and for similar reasons it is essential that any relocation within the Gateway is properly phased and implemented to allow a smooth transition. It is important that the relocated Gurdwara occupies a site inside the broader Gateway that reflects its civic importance and allows sufficient space for its activities.
Principle 6:  
Encompass a mix of uses and activities on the Gateway site

5.9 Southall Gateway is an urban space and it is important not just in housing delivery terms but also for urban design reasons that the site provides an integrated mix of housing, service and civic uses that constitute an attractive destination for travellers as well as a point of transit and interchange. The South Road frontage and the western portion of Park Avenue constitute an extension of the existing main shopping street and should incorporate active ground floor uses with a particular emphasis on retail and other town centre uses. In addition to the housing that will likely drive the majority of development on the remainder of the Gateway, favourable consideration will also be given to any uses that animate the area and that contribute to the successful mix of uses overall.

Principle 7:  
Integrate with the urban ‘edges’ of the Gateway site

5.10 Development of the Gateway represents a significant change for the urban structure of Southall, healing the severance that the railway has caused between Southall Broadway and Southall Green. As such, and in partial consequence of the increased densities that Crossrail will allow, the development on the Gateway site will need to carefully consider how it integrates with the existing built context on Park Avenue, and with the transition areas of South Road, Southall Gasworks and Southall East. Scale, massing and architectural treatment of the development sites should particularly reflect the importance of South Road as a shopping street and pedestrian artery, and the OAPF plans for Southall East.
6  Updated OAPF guidance

Opportunities

6.1 Redevelopment of Southall station for Crossrail will play a critical role in defining Southall, supporting the creation of a gateway focused around the transport hub to connect all elements of Southall. It will create an appropriate transition to the surrounding areas and introduce high density high quality mixed use development.

6.2 Integration of a surface crossing to The Crescent will provide a direct east-west route over South Road in close proximity to the station and acting as a long-term gateway to West Southall as Southall’s most significant development site.

6.3 Reconnection of the pedestrian-only railway crossing, with a legible and fully accessible access for pedestrians and cyclists, will open up pleasant routes from the new residential neighbourhoods at Havelock and East Southall to the town centre. This crossing is fundamental to the delivery of a new cycling ‘quietway’ from Southall to Hounslow, which is a strategic priority for the Ealing and London wide quietway networks. Widening the South Road bridge and corresponding junction improvements will support improved linkages with The Green.

- **Land Uses**: Replace and relocate the Gurdwara within the northern part of the Gateway to better integrate with the emerging environment

- **Built environment**: Create a continuous high street with a primary retail frontage on South Road to connect Southall Gateway with Southall Broadway and The Green.

- **Movement**: Stitching Southall together with an arrival/interchange facility at Southall station which allows space for high footfall and accommodates direct desire lines to the north and south, with capacity for interchange with buses and cycles and facilities for the mobility impaired.

**Indicative Capacities**
400 homes, 5500sqm retail, 4000sqm B1, 2250sqm community
The story so far

• Crossrail Urban Integration Study completed 2012
• Southall Gateway Masterplan completed 2013 (Fig 5)
• Funding secured from the Growing Places Fund in 2013 to accelerate junction improvements (South Road with Uxbridge Road, Beaconsfield Road and Merrick Road) and help assemble key sites around the Crossrail station.
• Crossrail station construction 2016-2018
• Crossrail operational December 2019
• Housing Zone status confirmed February 2015
6.4 A new Gurdwara located to the east of the existing would provide many advantages.

6.5 First it would allow the new building to be developed in the most prominent location, apart from the existing site. Development in an alternative location would allow continuity of provision of this important religious and community facility.

6.6 Secondly it would allow for the provision of a new civic space at the bridge landing and adjacent to the new Gurdwara, which would support celebrations and festivals. Such new public realm would also frame a potentially landmark new building.

6.7 Lastly, it would help to knit the eastern part of SOU4 to the wider gateway and act as a bridge to future civic or residential uses on the site currently owned by Crossrail and due to be used as a Crossrail work site until 2019.

6.8 As such, this location for the new Gurdwara is considered to deliver the most regenerative benefits to the area and is identified as the preferred alternative.
Following a technical review of the implications of extending development over the railway station, or integrating the station within a larger development block, over site development above the station is not considered to add commercial value and is not seen as a key townscape objective. Such development also raises practical difficulties in aligning with the delivery strategy for the Crossrail station.

The continuation and strengthening of active frontage along South Road from the Broadway to The Green is a primary objective, helping to connect Old Southall/The Green and The Broadway, to secure the town centre economy and to reinforce a sense of place. The primary retail/commercial frontage should be along South Road, with street-level frontages to the north of the station accommodating larger scale retail units likely to attract national retailers and cafe/restaurant activities that will capture passing trade from the station.

The Park Avenue frontage is also considered an appropriate location for retail and business use, and may suit smaller-scale operators, particularly towards the eastern end where the railway footbridge will land. Frontage activity which supports and/or relates to the Gurdwara will be supported, including community uses. In the longer term, the land further east of the footbridge, currently required as a Crossrail work site may accommodate either residential or community use as set out in site allocation SOU4.

To the South of the station, the highly visible junction of Merrick Road and South Road is an ideal location for retail, helping to strengthen the continuity of the high street network on a prominent corner location. Entrances and reception/sales areas linking to the managed workspace are desirable.
Building Form

- Ground floor commercial units along the South Road frontage should have an urban scale with an approximate ceiling height of 4m.
- Buildings along Park Avenue should create an appropriate transition between the urban scale of South Road and the low rise residential properties to the east.
- Buildings at the junction of Merrick Road and South Road should create an active frontage at street level, regardless of overall height.
- The historic frontage of The Arches should be retained with commercial uses on the ground floor. There is scope for residential development in upper floors.
- Given its highly accessible town centre location, there may be scope for taller buildings around the Station where these support the overall aims of the SPD
6.13 The integration of the new Crossrail station into Southall’s urban fabric is dependent on the coordinated and complementary development of the substantial areas of under-utilised land surrounding the Crossrail station, retaining key elements which reference the industrial heritage of the area.

6.14 Successful realisation of the area’s gateway function will be supported by a renewed Gurdwara in a strong civic setting that reflects its importance to the local area, and also by the introduction of new building blocks with a mix of uses to appropriately define and enclose the streets and enhanced routes and public spaces.

6.15 The Gateway area has the potential to deliver a significant number of new homes, especially high density units suited to individuals and families in a strong urban setting. A range of typologies could deliver a suitable mix of housing types including courtyard and blocks, and taller elements around the station.

6.16 Frontages that are not in retail/commercial uses should be designed to aid passive surveillance. Residential typologies which encourage multiple front doors onto the street will be supported. Blank frontages to service and parking areas where these face the public realm or internal amenity spaces are not appropriate.

6.17 To the south of the railway, the layout should provide for a visual connection from South Road to the railway arches and Sunrise Radio beyond to improve the legibility of the area. Retention of the Arches is supported both due to its identified heritage value and also in the interests of retaining a generous public realm to Merrick Road. The creation of an improved public realm is necessary to provide the context for an increased scale of development.

6.18 There is a potential for a taller well-proportioned building at the junction of Merrick Road and South Road and other locations within the Gateway. These will be subject to a detailed townscape assessment and any tall building will need to be of particularly high design quality.
**Movement**

- The Crossrail station should be aligned with the main South Road block frontage, and offer a degree of visual prominence to afford good wayfinding.

- Widening South Road bridge will provide a primary north-south route for traffic and an enhanced pedestrian/cycle experience.

- The junctions of South Road with Beaconsfield Road/Park Road and Merrick Road will be upgraded to improve east-west traffic flows and enhanced pedestrian experience including direct crossings.

- A new pedestrian and cycle only railway crossing, following the route of the existing closed footbridge, will provide a critical connection to minimise the severance cause by road and rail infrastructure.

6.19 The new Crossrail station will be set within a robust, generous space for interchange.

6.20 To the north, high footfall retail, with building frontages following the gradient of South Road bridge and minimal steps, ramps or graded thresholds will support and enhance access to the station and provide for a co-ordinated integration of the surface crossing to West Southall.

6.21 To the south, a fully accessible drop-off point, bus stop and cycle hub will help to increase the opportunities for integrated, sustainable travel. The demolition of the old station building will allow for improved pedestrian flows to the south as will improvements at the Merrick Road/South Road junction.
6.22 The formation of a new north-south pedestrian and cycle only connection is one of the most significant benefits of redevelopment around the station. The existing pedestrian footbridge which crosses the tracks to the east of the station is currently closed due to its poor state, will be replaced with a modern pedestrian and cycle bridge.

6.23 A range of engineering, sequencing and accessibility options have been considered, to minimise land take but still provide an acceptable and pleasant landing point for the pedestrian/cycle bridge. Frontages of buildings which enclose the landing points should provide for passive surveillance to these hard landscaped public spaces.

6.24 A coordinated approach to building servicing and parking will be required to ensure that these activities do not conflict with Network Rail’s access to the railway. This should be achieved by a new service road along the north side of the railway, which would allow access from the east of the area to service and parking provision for new development as well as service access to the station itself.

6.25 Service roads should take full account of street security and be designed to discourage street crime and antisocial behaviour. Active management of these roads may be required to achieve this.

6.26 Due to the excellent accessibility of this area, new residential and retail development should have minimal car parking provision, and seek to promote sustainable modes of travel through provision of ample cycle parking and car club parking spaces.