

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: The Economy, Arts, Sports and Public Realm Policy and Accountability Committee (EASPPAC)

Date: 29/04/2025

Subject: Place-shaping through affordable housing development and community infrastructure

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SUMMARY

Effective place-shaping is a foundational pillar of the council's approach to inclusive economic growth. *Upstream London*, the second phase of the council's Industrial Strategy, articulates this vision; it focuses on the conditions for innovation-led growth and shared prosperity.

Prosperous places are built on diverse communities and comprehensive social infrastructure. It is for this reason that the provision of a range of affordable housing options and modern community facilities is crucial to successful place-shaping and the continued growth of the local economy in line with the principles of *Upstream London*.

This report builds on the paper presented to this committee in April 2024 which covered the council's housing development programme and its role in place-shaping across the borough. Using that item as a background paper, this report will recap the history to and core principles of the programme and note significant updates within the last year.

Principally, it will focus on the different models of affordable housing and modes of social infrastructure delivered within the programme and highlight to the committee its ongoing and future role in driving quality place-shaping across the borough.

This item is supplemented by a presentation to the committee which serves to develop the foremost themes, to prompt further discussion during the meeting, and to provide visual examples of many of the concepts and schemes referenced in the paper.

RECOMMENDATIONS

1. That the committee note the report and the contents of the accompanying presentation

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Corporate Plan and the H&F Values
Building shared prosperity	Affordable housing and modern social infrastructure sit at the heart of the mission to build shared prosperity. Fair and equal access to secure housing and good services is vital to ensuring that the borough's economic growth is shared across residents of all backgrounds.
Creating a compassionate and inclusive council	The development programme aims to ensure that residents from the borough's most deprived and disadvantaged communities have fair and equal access to secure homes and good services.
Doing things with local residents, not to them	According to the principles of the <i>Defend Council Homes Policy</i> , each development proposal is subject to a comprehensive process of resident engagement and co-production in order that schemes truly reflect the priorities and needs of local communities.
Being ruthlessly financially efficient	One of the founding principles of the development programme is that all schemes must be able to self-finance on an ongoing basis in order to be deemed viable.
Taking pride in H&F	Through comprehensive procurement processes, the council ensures that the consultant teams involved in the design of new homes and community assets are of the highest standard in order to protect the quality of the built environment in Hammersmith and Fulham.
Rising to the challenge of the climate and ecological emergency	As evidenced by a number of schemes currently on site, the council is committed to – wherever possible – designing and building homes and community assets to the highest possible sustainability standards.

Background Papers Used in Preparing This Report

The committee may wish to note background information within the item considered at this same PAC in April 2024.

Available at:

<https://democracy.lbhf.gov.uk/documents/s127759/22%20April%202024%20-%20Placemaking%20and%20Development%20Programme%20Update.pdf>

Background

1. The council has recently published *Upstream London*, a whitepaper document that serves as the second phase of its Industrial Strategy, first launched in 2017. *Upstream London* seeks to guide both the council and its partners in the pursuit of continued innovation-led, inclusive economic growth.
2. A full summary of the whitepaper falls beyond the scope of this paper though, in short, it establishes a mission-led strategy encompassing entrepreneurial governance, place-shaping, housing, pathways and partnerships as a route to achieve sustained, inclusive economic growth.
3. The development programme precedes the publication of *Upstream London*, though its aims align closely to the missions underscored in the document. The development programme, established through Cabinet's decision to endorse the *Building Homes and Communities Strategy* in 2019, is a self-financing programme to build and to co-produce new, sustainable, affordable housing and modern social infrastructure tailored to the needs of local communities.
4. The programme, which consists of a combination of council-led projects and partnership schemes, is on track to deliver approximately 1,800 homes and additional community assets within the next five years. A number of schemes, delivering 123 homes, have already been completed, with the remainder on-site or in the planning process.
5. The council is committed to fostering diverse, mixed communities and therefore must supply new homes of all different tenures with a strong geographic spread across the borough. To this end, the programme has been recently supplemented by a number of opportunities to purchase, rather than build, new affordable homes.
6. This approach has the effect of enabling the council to deliver quickly, spread risk, and provide a true range of affordable housing tenures including *Council Shared Equity*, a low-cost homeownership tenure, the importance of which is emphasised in *Upstream London* in respect of its contribution to promoting inclusive growth in Hammersmith and Fulham. The council continues to actively work – in response to *Upstream London* – to explore opportunities for employment-linked housing with major employers in STEM³ sectors.¹
7. A third strand of housing supply activity consists of the council's active response to the disposal strategies recently pursued by a range of supported housing providers across the borough. The council has directly intervened to acquire and protect the support provision at 6 supported housing blocks across the borough, safeguarding over 50 bedspaces. The provision ranges from rough sleepers and

¹ Science, Technology, Engineering, Maths, Medicine and Media

care leavers to victims of domestic abuse, and is vital to promoting social and economic inclusion, which sit at the foundation of healthy places.

8. In view of the fact that the background paper covers the programme and some key schemes in detail, what follows describes significant updates on schemes from the previous 12 months. The report then concentrates on a number of projects of particular interest and relevance in respect of their contribution to the place-shaping mission in *Upstream London*. A programme overview that captures the most current data in terms of each scheme is included at appendix one.

Programme updates – 2024/2025

9. This section of the paper highlights a number of programme updates since the programme was last subject to scrutiny by this committee. In simple terms, schemes within the programme need to respond to four questions to consider their effectiveness in terms of place-shaping:
 - a) does the scheme respond to the housing need of local residents and promote the sustainability and growth of diverse, mixed communities in line with the draft family housing strategy?
 - b) does the scheme contribute towards the council's ambition to become net-zero by 2030?
 - c) does the scheme involve local residents and foster opportunities for meaningful co-production and engagement?
 - d) does the scheme, where possible, maximise opportunities to (re)provide social infrastructure?

Hartopp and Lannoy

10. Hartopp and Lannoy is the council's most advanced scheme in the direct delivery programme. The scheme has progressed well on site for the duration of this year and is expected to be handed over in Spring 2026. The project presents a vast range of place-shaping benefits.
11. The scheme provides 134 homes, all of which are affordable following recent work to lever section 106 funding to convert the scheme's 22 market sale homes to Council Shared Equity.
12. The development therefore offers a mix of social rent, shared ownership, and Council Shared Equity in order that it can both alleviate pressure on the council's housing register, which currently contains just under 3,000 households, and offer low-cost homeownership options to the just shy of 9,000 households on the council's homebuy register.
13. The scheme, in line with the council's *H&F 2030 Climate and Ecology Strategy*, performs exceptionally well from a sustainability perspective; it continues to be built to Passivhaus standard – the highest energy efficiency standard for new build homes in the United Kingdom.

14. Moreover, the scheme has continued to embed the principles of co-production and resident engagement outlined in the council's *Defend Council Homes Policy*. In Winter 2024, the council hosted an event at a local primary school to celebrate the social value delivered through the main construction contract, which included refurbished playground equipment and new planting.
15. Resident Advisory Panels have continued throughout the construction period. Significantly, local residents have been involved in determining the names for the new blocks and the landscape design process. Through this process the council hopes to improve the sense of identity and place, and to help the new homes to embed seamlessly into the local community.

Farm Lane

16. Farm Lane is a development of 31 new homes, 50% of which are affordable. Throughout the past 12 months the council has completed a competitive procurement process to select a main contractor. The contractor has now started on site and expect to complete the new homes in Summer 2026.
17. The homes will be built to Passivhaus classic standard, which translates into an expected 60% reduction in future residents' energy bills relative to homes designed and constructed to normal regulatory standards.
18. In the last year, a number of resident engagement events have taken place such as a meet the contractor event to enable residents to convey their priorities and concerns to the contractor in the interest of a smooth build period.

Four Sites

19. The Four Sites programme consists of smaller in-fill developments. The schemes are Barclay Close, Becklow Gardens, Pearscroft Road and The Grange. Collectively the four projects deliver 69 new homes of which 67% are affordable.
20. The schemes are all in the final stages of the pre-planning process and will, if successful in gaining planning consent, start on site in early 2026.
21. Each individual project has been scrutinised by an inclusive design review panel and through three phases of co-production within the last 12 months. This process has, among other initiatives, consisted of 11 public exhibitions and 8 co-production workshops. This process is important to fulfilling the objectives of both the *Defend Council Homes Policy* and the *Disabled People's Housing Strategy*.

Mund Street

22. Similarly to the Four Sites programme, Mund Street is in the last stages of pre-planning design work. It provides 107 homes, 50% of which are affordable. A planning submission is due to be made in Summer 2025, though as the site currently serves as a decant site for Avonmore Primary School, it will only be able to begin construction once that project is completed.

Quayside Lodge

23. The council has agreed to purchase 37 new homes in the Quayside Lodge development in Sands End of which 21 homes are affordable rent and 16 homes are Council Shared Equity. Offering affordable rent and homeownership options within new private developments are vital to the council's ambition to foster good place-shaping through promoting mixed communities and opportunities for key workers in particular to access affordable housing in the borough.

Refugee Housing Programme

24. As part of the council's commitment to sustaining diverse communities and acting as a Borough of sanctuary for refugees, in the last 12 months it has –having secured £8.4m GLA grant – acquired 18 family-sized homes to support refugee resettlement. The council recognises the substantial housing need among refugee communities and the role of safe, secure housing in promoting successful integration. In the long-term, these homes will remain affordable in perpetuity and continue to alleviate the substantial temporary accommodation pressures faced by councils nationwide.

Strategically significant place-shaping schemes

25. This section of the report concentrates on a number of projects of notable importance in terms of place-shaping in the borough, namely Lillie Road, Avonmore Primary School, White City Central and EdCity.
26. These mixed-use projects are noteworthy for their significant contribution to providing both affordable housing and social infrastructure in the borough.

Lillie Road

27. The Lillie Road scheme provides 42 new affordable homes, 50% of which are affordable. The homes are designed to Passivhaus classic standard. In the last 12 months it has begun construction and is due to be completed in Summer 2026.
28. The project also reprovides the former tenant and resident hall for the West Kensington community. The hall is an important community asset that has been co-designed with the local community and will provide flexible spaces for community and engagement events to take place for years to come. A range of bookable meeting rooms have also been included to provide local community groups with spaces to organise, plan, and come together.
29. Outside learning and play space will also provide opportunities for local organisations and schools to adapt and improve their events and offers to young people.
30. In line with the council's ambition to act with ruthless financial efficiency, it has worked hard to secure external funding towards the reprovision of social infrastructure. The community hall is part-funded by £620,000 from the GLA's *Good Growth Fund* in recognition of its place-shaping and regeneration benefits.

Avonmore Primary School

31. Avonmore Primary School is a significant primary school redevelopment within the council's *Community Schools Programme*. It provides 91 new homes (50% affordable) and a new one-form entry primary school.
32. In the last 12 months, the proposal has successfully gained a planning consent and the council is due to complete the procurement process for a main construction contractor in Spring 2025, with start on site due shortly afterwards.
33. There are a range of place-shaping benefits associated with the scheme, not least the re-provision of a modern, sustainable primary school on the site of the rundown buildings which are in disrepair and expensive to maintain.
34. The scheme also responds directly to the theme of 'placemaking an innovation borough' that is emphasised within *Upstream London*. In addition to widespread public realm and urban greening improvements, the scheme provides 91 new homes prioritised for groups such as key workers to maintain the borough's diverse social mix and to provide as many households as possible with the opportunity to start and grow families within the borough.
35. In respect of innovation, the scheme aligns sharply to the borough's broader placemaking and economic growth ambitions. A range of specialist teaching spaces for arts, technology, and science will enable first-in-class teaching around the skills required to access training and employment in the borough's sustainable growth sectors in STEM³ industries.

White City Central

36. White City Central is the largest project within the development programme; the Planning and Development Control Committee resolved to grant planning consent to the scheme on 2 April 2025. The scheme provides 253 new homes (50% affordable) in the central area of the White City Estate, along with a new mixed-use community hub, a modern nursery, and improved playspace and public realm throughout the central area of the estate.
37. Housing need on the estate is acute; 24% of all households are defined as overcrowded. The residential element of the scheme responds – in terms of both affordability and housing typology – directly to this identified housing need.
38. Moreover, the scheme provides a significant amount of social infrastructure for estate residents. The community hub and nursery have been co-designed through a series of workshops and exhibition sessions in order that they best reflect the needs of residents and users and provide flexible, modern spaces for services to be delivered.
39. The project is a strong example of place-shaping. The central area of the estate is currently comprised of a mixture of underused assets and neglected open space. The proposals, however, seek to transform this area to address the need for more family homes, the need for modern, improved social infrastructure, and the need for enhanced, sustainable public realm and open space.
40. It is also noteworthy, though, that the council cannot facilitate good place-shaping without ensuring that proposals reflect the ideas, priorities and aspirations of

residents and local communities. During the planning process for this scheme, a total of 115 public consultation events have been held, ranging from co-produced design workshops to focused engagement sessions with various minority groups across the estate.

EdCity

41. EdCity is a project that the council is delivering in partnership with Ark, the national education charity. The scheme, which is phased and due to complete in Winter 2025, provides 132 new homes (100% affordable), and new social infrastructure such as a primary school, nursery, youth zone, adult education centre, and 100,000sqft commercial space.
42. Thus far 24 social rent homes (8 of which are accessible), a new school, 100,000sqft office space and the youth zone have been completed.
43. In conjunction with White City Central, the scheme seeks to ensure that the place-shaping benefits derived from the continued growth of the White City Innovation District are not limited to the immediate vicinity and extend to the broader area, in particular the White City Estate.
44. Similarly to other schemes in the programme, the affordable homes are a combination of affordable rents and shared ownership to ensure that there are a range of pathways for local residents that encompass both genuinely affordable rents and low-cost homeownership options. In the case of EdCity, a number of homes have been earmarked for local teachers and, in any event, key workers will be prioritised for the remaining homes.
45. The community assets delivered through the scheme seek to foster good place-shaping by promoting social and economic inclusion.
46. Good-quality education and training facilities are crucial to economic inclusion. The scheme provides a new Ark White City Primary Academy which has a bespoke focus on digital learning and strategy, owing to the nature of employment opportunities within the innovation district. Similarly, the new adult learning centre will be managed by the council and expand the lifelong learning and training offer in respect of digital skills in particular.
47. Furthermore, the new youth zone facility is fundamental to the scheme's ability to nurture social inclusion within the local area. It provides modern, high-quality facilities such as a multimedia suite, climbing wall, all-weather pitch and boxing room among other features. The youth zone attracts between 500-800 weekly visits and has a membership of 3,000. It is important not only in its holistic entertainment and socialising offer to young people, but also in its capacity as a strategically located site between the estate and the innovation district where events and interactions between young people and business can take place.
48. Relatedly, it should also be noted that the public realm improvements within the scheme have halved the walking time between the estate and White City underground station, improving the physical connectivity between the innovation district and the wider area.

Summary and conclusion

49. This paper has sought to demonstrate to the committee the extent of positive place-shaping benefits derived from the development programme.
50. From affordable homes and community assets to improved public realm and comprehensive approaches of engagement, the programme continues to drive good place-shaping across Hammersmith and Fulham. It seeks to ensure that all residents, of both existing and new homes alike, can live comfortably in sustainable, safe neighbourhoods with modern, fit-for-purpose community facilities to access good-quality public services.

LIST OF APPENDICES

- Appendix One: Development Programme Overview

Appendix One: Development Programme Overview

Direct delivery programme

Direct Delivery Programme		Affordable Homes				Market Homes		Total Homes
Project	Estimated Completion Date	Genuinely Affordable	Intermediate	Total Affordable	%	Homes	%	
Springvale (Completed)	Apr 2022	10	0	10	100%	0	0%	10
Education City	Dec 2025	33	99	132	100%	0	0%	132
Hartopp and Lannoy Site	Apr 2026	67	45	112	84%	22	16%	134
Farm Lane Site	Jun 2026	10	6	16	52%	15	48%	31
Lillie Road Site	Jul 2026	12	9	21	50%	21	50%	42
White City Central	Mar 2028	76	51	127	50%	126	50%	253
Flora Gardens School	TBC	32	22	54	50%	55	50%	109
Avonmore School	Sep 2027	28	18	46	51%	45	49%	91
Mund Street Site	TBC	33	21	54	50%	53	50%	107
Barclay Close	Dec 2027	1	1	2	67%	1	33%	3
Becklow Gardens	Dec 2027	6	14	20	100%	0	0%	20
The Grange	Dec 2027	2	2	4	50%	4	50%	8
Land Near Jepson House	Dec 2027	12	7	19	50%	19	50%	38
Old Laundry Yard	TBC	24	16	40	100%	0	0%	40
Commonwealth Avenue	TBC	24	16	40	100%	0	0%	40
Hemlock Garages	TBC	2	1	3	50%	3	50%	6
Pipeline Site	TBC	11	7	18	50%	18	50%	36

Partnership programme

Partnership	Affordable Housing				Market Housing		Total Homes	Status
	Genuinely Affordable	Intermediate	Total Affordable	%	Homes	%		
Lavender court	24	21	45	100%	0	0%	45	Completed
Emlyn Gardens	14	0	14	100%	0	0%	14	Completed
Mo Mowlam house	18	12	30	100%	0	0%	30	Completed
Civic Campus	69	36	105	51%	99	49%	204	Under Construction
Watermeadow Court	83	50	133	50%	133	50%	266	Under Construction
Edith Summerskill House	105	28	133	100%	0	0%	133	In Procurement

Acquisitions programme

Acquisitions Programme		Affordable Homes		
Project		Genuinely Affordable	Intermediate	Total Affordable
Supported Housing Acquisitions		6	0	6
Refugee Housing Programme		18	0	18
Quayside Lodge		21	16	21
Total		45	16	45