

# 1. INTRODUCTION

# DOCUMENT STATUS

## Legal Status

1.1 This Opportunity Area Planning Framework (OAPF) provides supplementary detail to the planning policies contained within Mayor of London's London Plan (2015) in the form of Supplementary Planning Guidance (hereafter referred to as SPG). This OAPF should be read in conjunction with the Mayor's London Plan and does not seek to replicate all policies in the London Plan.

1.2 This OAPF has been prepared in accordance with the Greater London Authority Acts 1999 and 2008, the National Planning Policy Framework and National Planning Guidance.

## Relationships with other documents

### Relationship with the London Plan (2015)

1.3 The London Plan forms part of the Development Plan and all policies in the Development Plan must be considered as part of any development proposals. London Plan policy will continue to apply across Old Oak and Park Royal. This OAPF provides supplementary guidance to those existing policies in the London Plan.

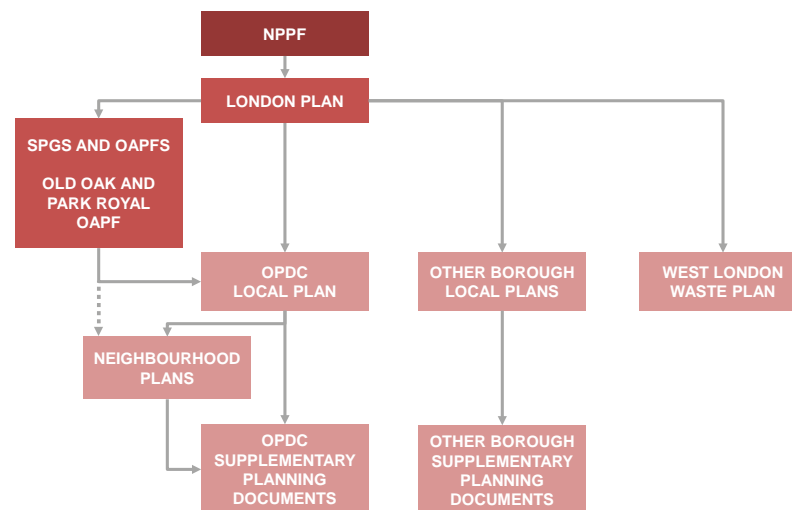


Figure 4: Legal status and relationship with planning policy documents

### Relationship with the Vision for Old Oak, 2013

1.4 In 2013, the GLA, in collaboration with Transport for London (TfL) and the London Boroughs of Brent, Ealing and Hammersmith and Fulham consulted on 'Old Oak – A Vision for the Future', which demonstrated how land around the planned High Speed 2 Old Oak Common station could be redeveloped to deliver 19,000 home and 90,000 jobs. Over 600 consultation responses were received.

1.5 This document was not a planning policy document but it did set out an early shared

vision as to how this area could develop as a result of significant new transport infrastructure. Work from the Vision and associated public consultation responses have been used to inform the more detailed work included in this OAPF.



## Relationship with the Park Royal Opportunity Area Planning Framework, 2011

1.6 In 2011, the GLA adopted the Park Royal Opportunity Area Planning Framework. The purpose of that planning framework was to highlight the important function the Park Royal industrial estate performs and to ensure its continued protection.

1.7 By adopting the Old Oak and Park Royal OAPF, the existing Park Royal OAPF is superseded and no longer has material planning weight for the Old Oak and Park Royal area.



## Relationship with a future Old Oak and Park Royal Mayoral Development Corporation (OPDC) Local Plan

1.8 On 1st April 2015 OPDC came into existence. On this date, OPDC became the local planning authority for the area, taking on planning functions normally available to a London borough, including plan making powers and determination of planning applications.

1.9 The programme for OPDC's Local Plan is set out below and is contained within OPDC's Local Development Scheme, which was published in August 2015.

1.10 This OAPF will inform the production of this future Local Plan. The Local Plan will be pre-

Document	OPDC Local Plan
Role and Content	Sets out the vision, objectives and core policies for the area
Coverage	Entire OPDC Area
Preparation	July-December 2015
Consultation (Regulation 18)	January – February 2016
Consultation (Regulation 19)	Summer 2016
Submission	Autumn 2016
Adoption	Spring 2017

OPDC's Local Plan production programme

Category	Title	Description
General	Smart Strategy	Defines how contemporary and potential future technology and digital systems can help to shape Old Oak and Park Royal.
	Cultural Vision	Supports the Local Plan to identify opportunities for place-making through setting out a cultural vision for the area
	Public Realm and Walking/Cycling Strategy	A Strategy making suggestions for how the public realm and amenity space in Old Oak and Park Royal is enhanced, created and connected.
Housing	Strategic Housing Market Assessment (SHMA)	Establishes the housing need, by tenure and house type for the area

OPDC's Local Plan supporting evidence

pared in line with all relevant planning policy requirements. The Local Plan will provide greater detail, evidence and policies than are contained within this OAPF and it will have greater material weight in the determination of planning applications. OPDC's future Local Plan would also progress the official de-designation of Strategic Industrial Location (SIL) within Old Oak.

1.11 The table below sets out the various pieces of evidence that are likely to be prepared by OPDC to support its Local Plan policies. As part of the Local Plan evidence base, these studies will be made available to review and comment on as part of the Local Plan statutory consultation process. These are also joined by a Sustainability Appraisal, Equalities Impact Assessment and Habitats Regulation Assessment.

	Strategic Housing Land Availability Assessment (SHLAA)	Assesses the housing capacity and ability of the area to meet housing targets
	Gypsy and Traveller Study	Supports the Local Plan policy on gypsies and travellers by identifying housing needs for these groups
	Housing Viability Study	Supports the Development Infrastructure Funding Study and assesses the viability of delivering affordable housing in the area
Design	Heritage and Views Study	Assesses the impact of potential development on heritage assets and key views
	Character Areas Study	Identifies key character areas within and around the OPDC area and identifies how development should respond to these character areas
Town Centre Uses	Employment Land Review	A review of the employment uses in Old Oak and Park Royal. This would be used to justify any release of land as a Strategic Industrial Location (SIL) in Old Oak.
	Future Employment Sectors Study	An assessment of future employment sectors that might be suited to locating in Old Oak and Park Royal.
	Retail and Leisure Needs Study	A study looking at the quantum, phasing and spatial distribution of retail and leisure uses in the area.
Environment	Waste Strategy	A paper setting out how OPDC will deal with waste apportionment for the London Boroughs of Brent, Ealing and Hammersmith and Fulham
	Air Quality Study	A study to identify and mitigate the impact on air quality during the demolition, construction and operational phases of development and overcome existing air quality problems while making recommendations for low emission zones.

	Energy Strategy	A high level strategy for the delivery of a district energy and heating network in Old Oak.
	Energy Masterplan	A more detailed strategy for the delivery of a district energy and heating network in Old Oak.
	Integrated Water Management Strategy	A strategy that recommends how OPDC can minimise surface water run-off.
	Decontamination Strategy	A strategy to define the process for addressing contamination in Old Oak and Park Royal.
	Green Infrastructure & Open Space Strategy	A strategy for the adaptation and mitigation of climate change, improve biodiversity and define the approach to delivering and improving public amenity space.
Transport	Park Royal Transport Strategy	A strategy specific to Park Royal that will identify short, medium and long term measures to improve the transport infrastructure in Park Royal.
	Construction Logistics Strategy	A strategy for managing construction traffic and construction waste.
Delivery	Development Infrastructure Funding Study	A study that looks at the infrastructure required to unlock development, its cost and the availability of different funding sources.
	Community Infrastructure Levy (CIL) Viability Study	A study to justify what rate OPDC will charge for its CIL
	Integrated Utilities Strategy	A study looking at the delivery of utilities infrastructure in the area.
	Whole Plan Viability Study	Assesses the Viability and deliverability of the Local Plan policies.

## **Relationship with Local Authority Planning Documents**

1.12 As indicated in Figure 4, this OAPF has been produced as SPG to the Mayor's London Plan (2015). Separately, the London Boroughs of Brent, Ealing and Hammersmith and Fulham have adopted and are preparing Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) that cover the Old Oak and Park Royal area. Upon the establishment of OPDC on 1 April 2015, these Local Authority DPDs have material weight contingent with the stage that the document had reached in its adoption process upon OPDC's establishment. I.e. if the document had been adopted prior to the establishment of OPDC, it would have greater weight than a document that had been consulted on but not adopted. New or emerging Local Authority DPDs progressed after the establishment of OPDC do not have any new or additional material weight in the MDC area. As OPDC develops its Local Plan, the weight of Local Authority DPDs and SPDs will diminish as they are superseded by the growing material weight of the OPDC's Local Plan. The exception to this rule is the West London Waste Plan, which was adopted by OPDC Board in July 2015 as a Development Plan Document (see Environment chapter).

## **Relationship with the HS2 Hybrid Bill**

1.13 Planning permission for HS2 and associated works is being sought through a Hybrid Bill. Permission would be granted by Parliament under the HS2 hybrid Bill, when it is enacted. Therefore matters such as the principle for the railway works, their limits, and matters of principle relating to mitigation will be determined through the Parliamentary process rather than the normal Town and Country Planning Act process. However, OPDC as the approving authority under Schedule 16 to the Bill would be responsible for subsequently giving approvals to plans and arrangements in respect of certain details of the scheme under certain conditions that the Bill will impose on the deemed planning permission.

## **Relationship with Neighbourhood Plans**

1.14 Neighbourhood planning plays an important role in enabling local communities to shape their areas at a detailed level. Neighbourhood Plans are developed by Neighbourhood Forums for locations within their Neighbourhood Area to shape development and use of land. A Neighbourhood Plan must be in general conformity with the policies of the Development Plan. Once a Neighbourhood Plan has been

agreed at a local referendum and is brought into legal force by a local planning authority it becomes part of the authority's development plan alongside the London Plan. At this point, the Neighbourhood Plan carries greater weight than the OAPF however both documents would be expected to work together to delivery mutual aspirations for the Old Oak and Park Royal Area.

# DOCUMENT PURPOSE

## What is an OAPF?

1.15 Opportunity Areas are identified in the London Plan as areas with the opportunity to support regeneration and new development. Opportunity Area Planning Frameworks (OAPFs) are prepared for Opportunity Areas to provide planning, regeneration and design guidance for these major growth areas. The London Plan (2015) identifies 38 Opportunity Areas in London, one of which is the Park Royal Opportunity Area and one of which is the Old Oak Common Opportunity Area.

1.16 The Old Oak and Park Royal Opportunity Areas are adjoining and together, they cover 650 hectares of land in West London, bordered by Harlesden and Stonebridge Park to the north, Kensal and North Kensington to the east, White City and Acton to the south and Alperton to the west. Park Royal forms one of the largest industrial estates in Europe whilst Old Oak is an area of industrial and railway land and is the planned location for a new railway station connecting High Speed 2 (HS2) to Crossrail and the Great Western Main Line.

## Why is an OAPF necessary here?

1.17 The London Plan (2015) identifies that the Old Oak Common Opportunity Area has the capacity to deliver a minimum of an

additional 24,000 homes and 55,000 jobs and that the Park Royal Opportunity Area could deliver a minimum of an additional 1,500 homes and 10,000 jobs. Combined this level of development would make a major contribution to London's growth over the next few decades. This OAPF suggests how:

- Old Oak could evolve and change over the coming decades to create a new sustainable, healthy and successful part of London; and
- Park Royal could be regenerated to become one of the UK's most successful industrial locations, while at the same time facilitating the relocation of businesses from Old Oak, so that both Opportunity Areas can realise their development potential.

## What does the OAPF do?

1.18 The OAPF does not set planning policy, but rather provides additional guidance to those policies already adopted in the London Plan (2015). This additional guidance covers a number of areas, including:

- guidance on desired land uses, infrastructure requirements and urban design measures to support the Mayor's aspiration to develop a quality new part of the London across both Old Oak and Park Royal;

- ways to maximise the considerable investment presented by the delivery of a significant new HS2/Crossrail interchange, to facilitate large scale regeneration of this area;
- how the Old Oak Common High Speed 2 station and surrounding development could be properly integrated with surrounding neighbourhoods, communities and town centres; and
- how to help to foster new and improved partnership working between the Mayor, local Councils, transport providers, central Government, land owners, local residents and businesses and potential investors to ensure the preparation of a robust and deliverable plan.

## West London context

1.19 Across London, Opportunity Areas are expected to accommodate a substantial proportion of London's growth and will shape the character of the capital at a city scale. Within the west London sub-region, Opportunity Areas are expected to deliver 99,500 jobs and 84,000 homes. To maximise the potential benefits that could be achieved and to help drive forward London's growth it is important that the growth of these west London Opportunity Areas is coordinated and connected.



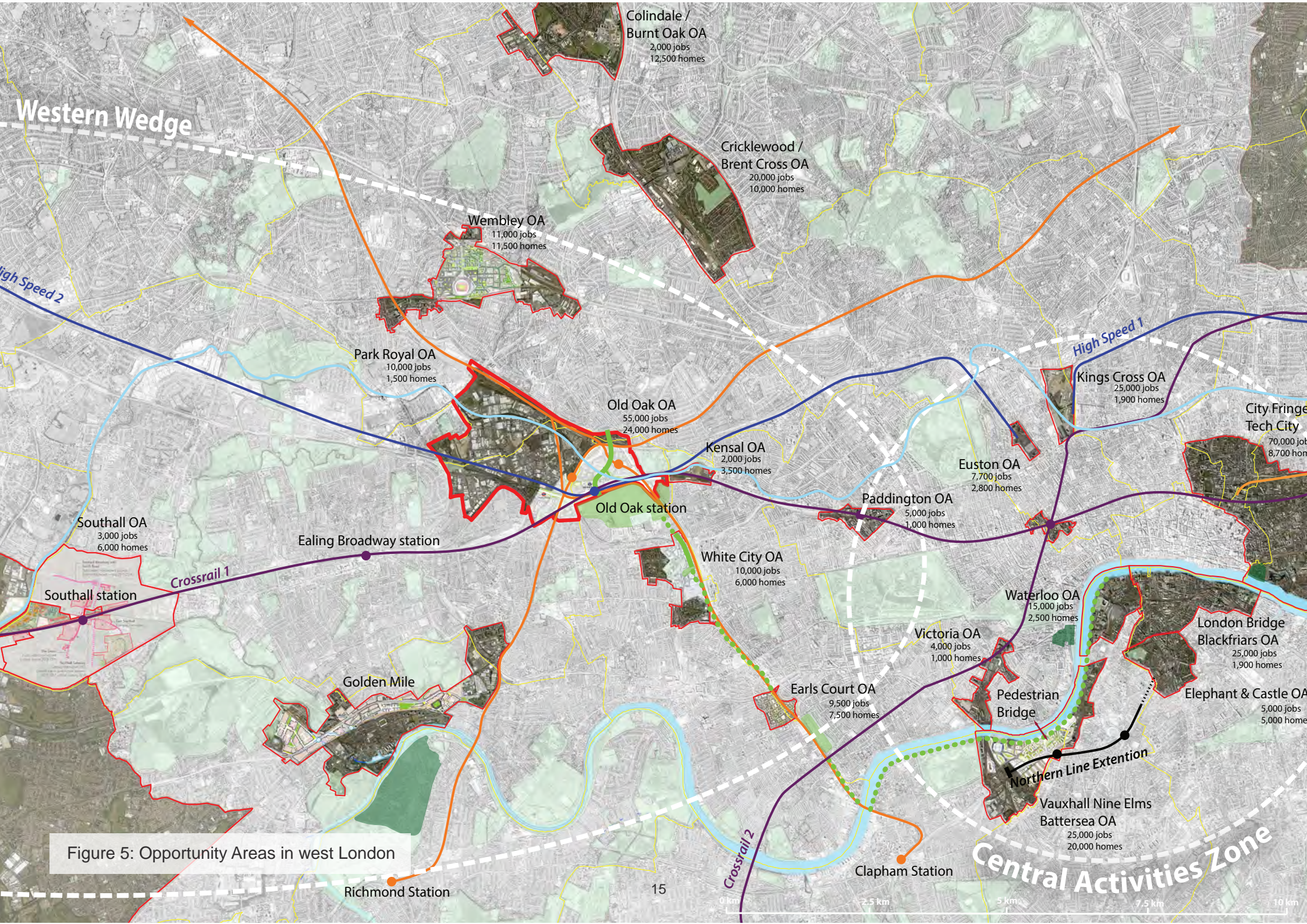


Figure 5: Opportunity Areas in west London



1.20 The Opportunity Areas close to Old Oak and Park Royal are each at various stages of development and delivery:

- **White City** is currently being transformed with the expansion of Westfield, development of Imperial College's White City Campus and designation of Strategic Industrial Locations (SIL) for new housing and employment uses. Its OAPF was adopted in 2013 and development in this area is well underway. There is a huge opportunity to link the current regeneration at White City with that of Old Oak and Park Royal. There could be opportunities for Imperial College to expand its educational and business space into Park Royal today and Old Oak in the future.
- **Kensal Canalside** is immediately east of Old Oak. Provision of sufficient new public transport, walking, cycling and road connections provides a fantastic opportunity for Old Oak and Park Royal to be fully integrated with the regeneration of Kensal Canalside. The Royal Borough of Kensington and Chelsea have an aspiration to secure the delivery of a new Crossrail station here; however the scheme is currently uncommitted.
- **Wembley** is identified with the capacity to deliver significant amounts of new homes and jobs alongside the National Stadium and work is underway. Should a West Coast Mainline connection be delivered in the future, this would provide an opportunity to run Crossrail trains and provide a direct rail connection from Old Oak to Wembley.
- **Cricklewood/Brent Cross** north of Old Oak is envisaged to deliver over 20,000 new jobs and 10,000 new homes with enhancements to

the public transport network.

- At **Paddington** regeneration is progressing and there has been significant delivery of new homes and office space focused around the Grand Union Canal already underway. By the time new commercial space is available at Old Oak, space at Paddington should largely be full and Old Oak could be an attractive new location.
- **Vauxhall Nine Elms Battersea** (VNEB) is seeing rapid development with significant residential development and new transport infrastructure alongside a retained power station and extended northern line.
- **Earl's Court** and West Kensington is undergoing the early phases of construction with extensive residential and commercial development planned in the area over the next 20 years.
- **Heathrow airport** is on the doorstep of Old Oak and Park Royal and today plays a big role in the current success of the area. High Speed 2 will not include a direct link to Heathrow and so passengers will interchange at Old Oak. An expansion of Heathrow would impact on Old Oak and Park Royal and is likely to further increase demand for commercial space in this area.
- **Southall** will be under 10 minutes from Old Oak and Park Royal on Crossrail and is contributing to the aspirations for increase in housing capacity and employment creation. The OAPF for Southall was adopted in 2013.
- **Euston** is progressing along a comparable timescale to that of Old Oak, with both areas due to undergo significant transformation as a result of the arrival of High Speed 2 in 2026. As with Old Oak, High Speed 2 at Euston will

spur delivery of substantial new office and residential development. Over the coming years the Mayor, working across the public sector landowners and the market, will need to build an understanding as to what sort of commercial space both new centres will offer and how both places can work together to support London's growth.

- **The Golden Mile** is a newly planned Opportunity Area, which could be connected to Old Oak and Park Royal by possible future extensions to the London Overground.

1.21 For the purpose of this planning framework it is necessary to emphasise the importance of connecting these places together and identifying the level and quality of new infrastructure required to unlock the potential of these areas.

1.22 Old Oak and Park Royal could deliver 65% of west London's jobs and over 30% of homes. This serves to demonstrate the hugely important role Old Oak and Park Royal could play in driving London's continued growth. This framework sets out how development at Old Oak and Park Royal could achieve this.



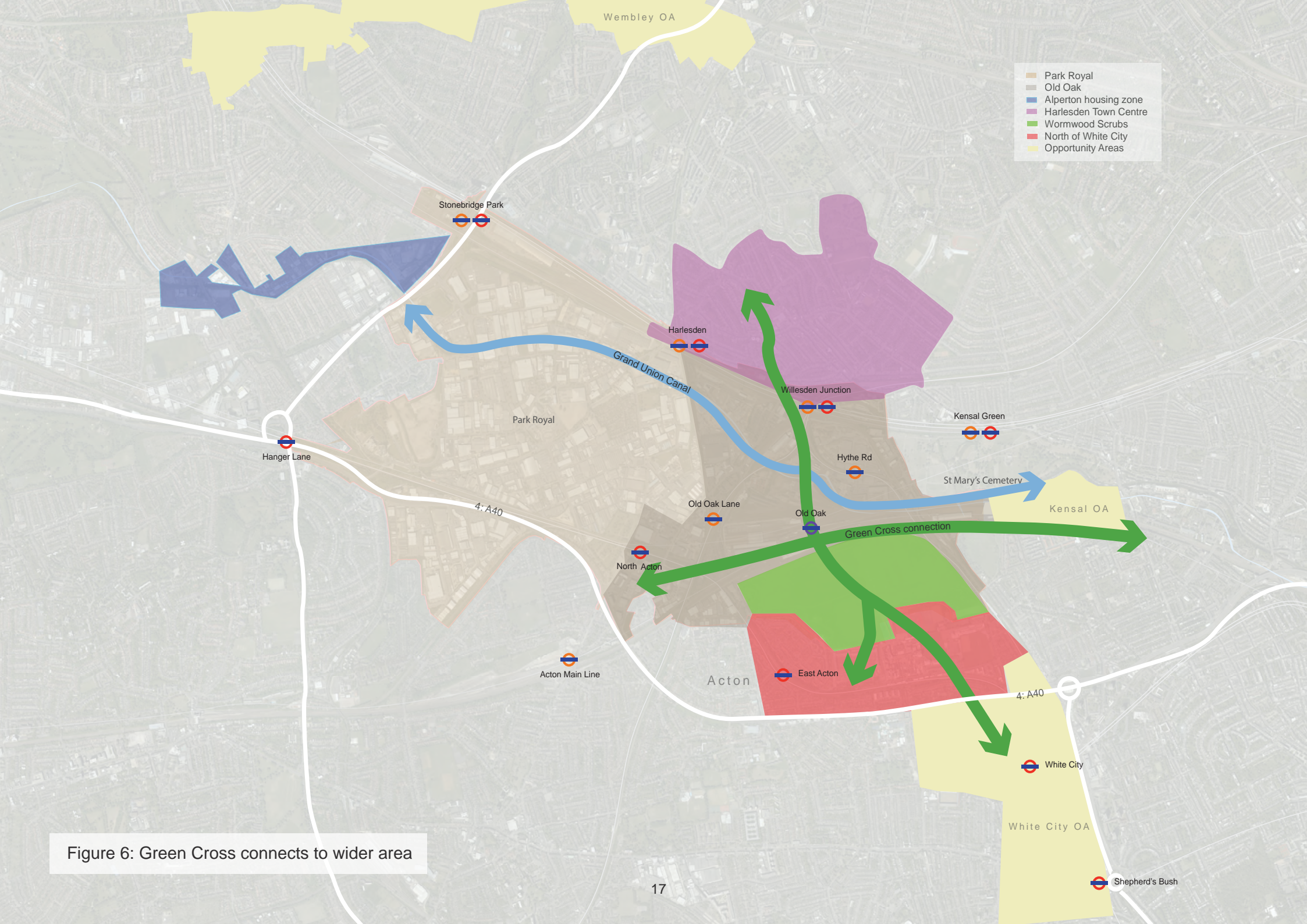


Figure 6: Green Cross connects to wider area



## Immediate context

1.23 Initial assessments undertaken by OPDC suggest that Old Oak and Park Royal combined could accommodate the delivery of 25,500 homes and 65,000 jobs. OPDC will, through its Local Plan, carry out work to further consider the deliverable quantum of development. Estimates indicate that the comprehensive regeneration Old Oak could generate £7.1 billion of Gross Value Added\* (GVA) annually to the UK economy, and huge potential funding streams from Community Infrastructure Levy (CIL) receipts.

1.24 The scale of transformation planned in this area could further spur the regeneration of surrounding areas helping to unlock additional development and growth. Synergies between Old Oak and Park Royal and the neighbouring Opportunity Areas should be maximised including improved connections and coordinated regeneration activities.

1.25 Creating strong physical and economic connections to White City will be critical in establishing both areas as a coherent place and as an exemplary sustainable quarter of London. White City is expected to deliver a minimum of 10,000 new jobs and 6,000 new homes with Imperial College's growth aspirations seeking to deliver a substantial new campus and drive associated business opportunities to establish the centre of gravity for these Opportunity Areas around the existing White City station.

\* Work undertaken by Deloitte Real estate on behalf of OPDC

1.26 Given the close proximity to Old Oak and Park Royal, there are opportunities to establish partnership working with Imperial College. There is potential for both Park Royal today and Old Oak in the future to accommodate much needed affordable scale-up workspace for businesses growing out of Imperial College, along with Old Oak delivering student and staff accommodation, will be promoted. Delivering coordinated public realm improvements, improved transport links through walking and cycling networks and public transport services will support improved connections and movement between both areas.

1.27 These elements could play an important role in activating the area and building a strong new identity for both White City and Old Oak and Park Royal. To secure these aspirations, the GLA and OPDC will work with Imperial College and other key stakeholders and landowners in this area including Westfield, Stanhope, St James and Berkley to agree and implement proposals.

1.28 Kensal Canalside is located adjacent to Old Oak and is identified as having the capacity to deliver a minimum of 2,000 new jobs and 3,500 new homes. There will be opportunities to improve connections with Kensal Canalside and the GLA and OPDC will work with the Royal Borough of Kensington and Chelsea to explore ways that this can be achieved.

1.29 Connected to Old Oak by the London Overground is the Earls Court and West Kensington Opportunity Area which is expected to deliver a minimum of 9,500 new jobs and

7,500 new homes over the next 20 years, as well as a range of ancillary uses including a new high street.

1.30 At the local level there is also a need to plan for those areas in between the identified Opportunity Areas. Learning from the Olympics, there is an opportunity for OPDC to work with the surrounding local authorities to identify and plan for those 'fringe areas' that could see significant change over the coming years. It is important that these places are properly integrated and potential impacts are mitigated. This is specifically important for the area south of Wormwood Scrubs and north of the A40 (including HM Prison Wormwood Scrubs and Linford Christie Stadium). Planning for fringe areas will require joined up planning across the local authorities.

1.31 Figure 6 shows the Old Oak and Park Royal area along with the surrounding Opportunity Areas. The figure also identifies a series of potential fringe areas, which are located outside the OPDC boundary but which could benefit from more coherent planning through a range of mechanisms. For example there are currently proposals underway to prepare a Neighbourhood Plan for Harlesden Town Centre. OPDC will work with the existing Councils to help develop plans for these areas.





Figure 7: White City Opportunity Area





Figure 8: View of the Grand Union Canal