

Old Oak and Park Royal Development Corporation

Summary: The Old Oak and Park Royal Development Corporation (OPDC) is a Mayoral Development Corporation, established by the Mayor of London in 2015. Its main purpose is to facilitate and coordinate the regeneration of the Old Oak and Park Royal Opportunity Area, an area in West London largely covered by industrial land. This area is of strategic importance as it will be home to the new Old Oak Common station, connecting the Elizabeth Line and planned High Speed 2 railway line (HS2). This paper sets out key information about the OPDC, including its governance, funding and strategic priorities.



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About the Research Unit

The London Assembly Research Unit provides an impartial research and information service. We undertake research and analysis on key issues in London to inform the Assembly's work. Our publications are made available for all Londoners.

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Contents

1	Mayoral Development Corporations	4
2	Establishment of Old Oak and Park Royal Development Corporation.....	5
2.1	Location of the OPDC area.....	5
2.2	Mayor's proposal and Assembly response	6
2.3	Aims.....	7
3	Governance	8
3.1	The Mayor and the OPDC	8
3.2	OPDC Board and Committees.....	8
3.3	Assembly's role.....	9
	Budget & Performance Committee 2021 report	10
4	Planning.....	10
5	Strategic approaches to regeneration	11
5.1	Old Oak North and Housing Infrastructure Fund bid.....	11
5.2	Shift towards Old Oak West regeneration.....	12
6	Funding.....	14
6.1	Funding governance	14
6.2	Capital expenditure	14
6.3	Revenue expenditure.....	15
7	Key issues and priorities	16
7.1	Housing delivery	16
7.2	Strategic Industrial Land	17
7.3	Community engagement.....	18
7.4	Commercial development and business support	19
7.5	Heritage	19
7.6	High Speed 2	20
	Other formats and languages	21

1 Mayoral Development Corporations

Mayoral Development Corporations (MDCs) are statutory bodies that aim to regenerate a defined area.

Under the Localism Act 2011, the Mayor of London has powers to designate Mayoral development areas in Greater London. Previously, development corporations were generally established by central government. This expansion of the Mayor of London's powers was part of the localism and devolution agenda of the Coalition Government at that time.

The Mayor may designate any area of land an MDC, provided the Mayor considers it necessary to meet one of the Greater London Authority's (GLA's) principal purposes, and has adhered to consultation requirements.¹ When a designation is made by the Mayor for a new development area, the Secretary of State must establish the MDC.² Before the Mayor designates an area, they must consult:

- the London Assembly
- London Assembly constituency members within the area
- Members of Parliament whose parliamentary constituency is within the area
- London borough councils within the area
- if relevant to the area: the Common Council of the City of London, the Inner/Middle Temple
- any other person the Mayor considers it appropriate to consult.³

The Mayor can decide for the MDC to be the local planning authority, for the whole or any part of the area. MDCs are able to acquire land in the area or elsewhere, to develop a Local Plan and to provide infrastructure or facilitate the provision of infrastructure.⁴

The Localism Act 2011 states that the primary aim of any MDC is the regeneration of a given area and permits MDCs to take any action appropriate to fulfilling its aim.⁵ In particular, the law permits the MDC to directly provide or work with partners to deliver a wide range of infrastructure, including water and electricity, transport, health and education.⁶

The two MDCs that have been established in London are the London Legacy Development Corporation (LLDC) and the Old Oak and Park Royal Development Corporation (OPDC). These are functional bodies of the GLA.

¹ Localism Act 2011, [section 197](#)

² Localism Act 2011, [section 198](#)

³ The Mayor must lay proposals to designate a Mayoral development area before the London Assembly. The Assembly has the power to veto the Mayor's decision to designate by a two thirds majority.

⁴ MDCs can only carry out compulsory purchases of new land if the Mayor and the Government authorise it to do so. Localism Act 2011, [section 207](#)

⁵ Localism Act 2011, [section 211](#)

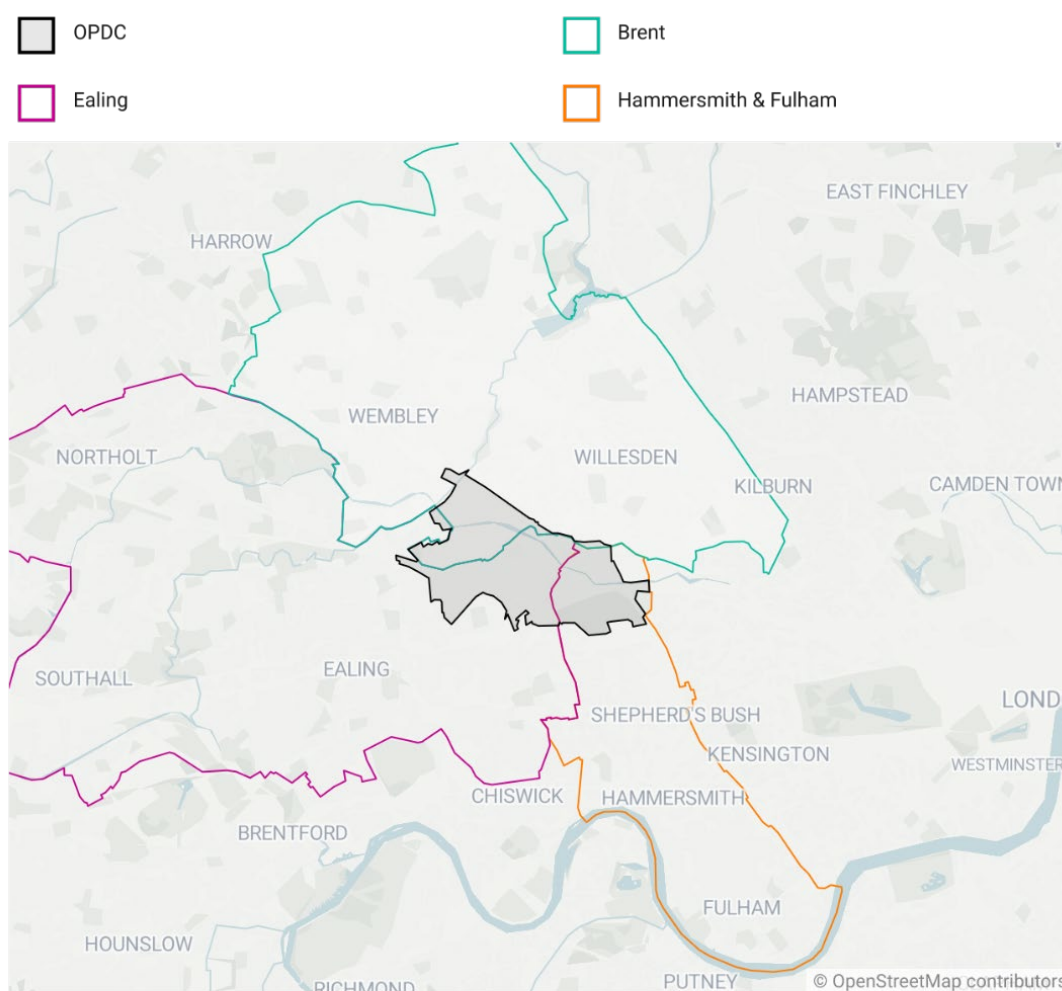
⁶ Localism Act 2011, [section 205](#)

2 Establishment of Old Oak and Park Royal Development Corporation

2.1 Location of the OPDC area

The OPDC area corresponds to the Old Oak and Park Royal Opportunity Area in West London, located within the boundaries of the London boroughs of Brent, Ealing and Hammersmith & Fulham.⁷ This area is approximately 650 hectares in size and comprises the Park Royal area, the Old Oak development area around the planned High Speed 2 (HS2) Old Oak Common station, Old Oak North industrial area and Scrubs Lane as well as the protected land at Wormwood Scrubs.⁸ A large part of this area is currently covered by industrial estates.⁹

Figure 1: Map of west London showing OPDC area

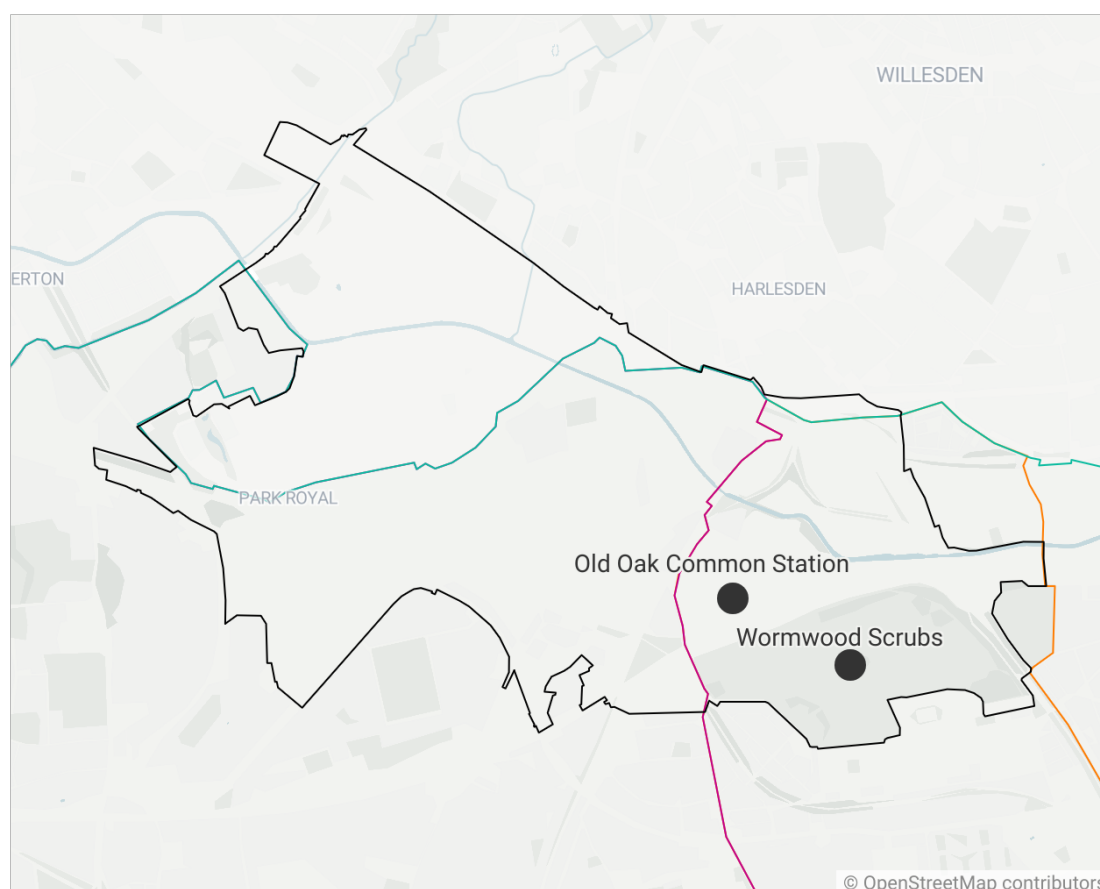


Created with Datawrapper

⁷ [Opportunity Areas](#) are identified in the [Mayor's London Plan](#) as key locations with potential for new homes, jobs and infrastructure of all types.

⁸ Mayor of London, [Introduction to the Old Oak and Park Royal Development Corporation](#), accessed May 2024

⁹ Mayor of London, [Industrial Land Review](#), February 2016

Figure 2: Map of OPDC area showing Old Oak Common station site

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2.2 Mayor's proposal and Assembly response

Mayor Boris Johnson consulted on the proposals to establish the OPDC in 2014, including with the London Assembly. The Assembly has the power to veto the Mayor's proposal to designate an MDC by a two thirds majority vote.¹⁰

The Chair of the Assembly's Planning Committee wrote to the Mayor in September 2014, responding to the proposals. The Committee offered its overall support for the establishment of an MDC but highlighted the need to protect the interests of existing businesses and residents in the area.¹¹

The Assembly held an Extraordinary Plenary meeting on 17 December 2014, considering the proposals further and voting on whether to accept them.¹² Significant opposition to the proposals was expressed, although this did not amount to the two-thirds majority required to reject the proposals. The motion agreed by the Assembly stated its support in principle for the creation of an MDC, but expressed concerns about a number of points including:

¹⁰ Localism Act 2011, [section 197](#)

¹¹ London Assembly, [Establishing a Mayoral Development Corporation at Old Oak Common](#), 2015

¹² London Assembly Plenary, [Proposal to designate a Mayoral Development Area](#), 17 December 2014

- uncertainties about the funding of infrastructure
- the inclusion of Wormwood Scrubs within the MDC area
- protections for industrial land in Park Royal
- commitments to affordable housing.

2.3 Aims

The main purpose of the OPDC is to advance the regeneration of the Old Oak and Park Royal Opportunity Area.

The Old Oak and Park Royal Opportunity Area is of strategic importance as it is the only place where HS2 intersects with the Elizabeth line (known as ‘Crossrail’ during its construction phase).¹³ The OPDC defines its task as “[using] this opportunity to create a thriving new area in the city; somewhere people will aspire to live, work and play, and a destination people will return to visit time and time again”.¹⁴

The OPDC states that this will be delivered by “transforming the area into a well-connected, world-class transport interchange”, “providing new housing and commercial development, surrounded by sustainable and thriving neighbourhoods and valued amenity space” and “protecting and improving Wormwood Scrubs and the Park Royal industrial estate”.¹⁵ The OPDC’s revised local plan states the new Old Oak Common station, where HS2 and Crossrail intersect, will be the “single most important piece of infrastructure” to be delivered.¹⁶

Delivering affordable housing in this area has been deemed a priority. According to the OPDC’s revised local plan, the area has the potential to deliver 25,500 homes and 56,250 jobs. The plan further states that 19,850 of the homes and 36,350 of these jobs can be delivered over the local plan period, which runs from 2018 to 2038.¹⁷ The OPDC’s target is for half of these to be affordable.¹⁸

Since the inception of the OPDC, 7,789 homes have been approved and over 4,000 new homes have been completed.¹⁹ Overall, since the OA was designated in 2004, over 3,000 new homes have been completed. Of these, 37 per cent are affordable, compared to an average across London of 25 per cent.²⁰ (See also section 7.1)

The OPDC’s regeneration efforts have focused on specific parts of the OA. Initially, there was a focus on areas to the north and the south of the proposed Old Oak Common station. More recently, focus has moved to the area to the west of Old Oak Common. In Old Oak West, much of which is brownfield site owned by public bodies, the OPDC is aiming to

¹³ Mayor of London, [Introduction to the Old Oak and Park Royal Development Corporation](#), accessed May 2024

¹⁴ Mayor of London, [Introduction to the Old Oak and Park Royal Development Corporation](#), accessed May 2024

¹⁵ Mayor of London, [Introduction to the Old Oak and Park Royal Development Corporation](#), accessed May 2024

¹⁶ Mayor of London, [OPDC Local Plan 2018 to 2038](#), June 2022, p242

¹⁷ Mayor of London, [OPDC Local Plan 2018 to 2038](#), pp12-13

¹⁸ Mayor of London, [OPDC Local Plan 2018 to 2038](#), p23

¹⁹ Information provided by the OPDC to London Assembly, May 2024

²⁰ Mayor of London, [Old Oak/Park Royal Opportunity Area](#) (Figure 7), accessed 17 June 2024

deliver a new urban district with up to 9,000 new homes and 22,500 new jobs.²¹ OPDC has secured £140 million in capital funding for its regeneration plan (see section 6.2).

3 Governance

3.1 The Mayor and the OPDC

The Mayor controls the OPDC, with a number of key governance functions and powers. In particular:

- **Board and Committees:** the Mayor appoints the Board, including the Chair and approves the appointment of Committee Members, the Mayor can also choose to attend Board or Committee meetings²²
- **Power of direction:** the Mayor can issue the OPDC with directions as to the exerciser of its functions, with which the OPDC must comply. The Mayor can also issue guidance, to which the OPDC must have regard²³
- **Specific consents:** the OPDC must have the consent of the Mayor for certain actions, including submitting a compulsory purchase order, forming or acquiring an interest in another corporate body, or disposing of land for below a market rate²⁴
- **Budget:** in common with other GLA functional bodies, the Mayor sets the OPDC's annual budget and capital spending plan, as part of the GLA Group budget
- **Changing boundaries:** the Mayor has the power to decide the future boundaries of the OPDC (see section 6.4)
- **Planning powers:** the Mayor may remove or restrict the OPDC's planning powers²⁵
- **Transfer of property, rights and liabilities:** the Mayor may transfer property, rights and liabilities from the OPDC to a permitted recipient, such as the GLA, a functional body or London borough.^{26 27}

3.2 OPDC Board and Committees

The OPDC is led by a Chair who is directly appointed by the Mayor. Liz Peace CBE has been the chair of the OPDC since 2017.²⁸ Board members are appointed by the Mayor.²⁹ Together, the Chair and Board are responsible for governing the OPDC and overseeing the

²¹ OPDC, [Old Oak West](#), November 2023

²² Localism Act 2011, [schedule 21](#)

²³ Localism Act 2011, [section 220](#)

²⁴ Localism Act 2011, [section 209](#)

²⁵ Localism Act 2011, [section 204](#)

²⁶ Localism Act 2011, [section 200](#), [section 216](#)

²⁷ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), OPDC governance documents, Standing Orders](#)

²⁸ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), The Chair of OPDC](#)

²⁹ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), OPDC governance, board and committees](#)

actions of the executive team, headed by the Chief Executive Officer, David Lunts. According to the OPDC, the Board's responsibilities include the following:

- providing leadership, advice and support
- setting strategic direction and overall policy
- monitoring standards, performance and corporate governance
- representing the OPDC with other stakeholders.³⁰

The Board cannot have fewer than six members.³¹ The Board must also, at a minimum, include a representative from the three local councils of Brent, Ealing, and Hammersmith & Fulham.³² The Deputy Mayor for Planning, Regeneration and the Fire Service, Jules Pipe CBE, is also a Board member.³³

There are three committees which the Board is required to establish and oversee: the Planning Committee; the Audit and Risk Committee; and the Development, Investment and Sustainability Committee.³⁴ If deemed necessary, the Board can establish additional committees and sub-committees.

3.3 Assembly's role

As with any other GLA functional body, under the GLA Act 1999, the Assembly has the power to summons OPDC documents and require attendance at Assembly proceedings to give evidence. The Assembly may also amend the Mayor's draft budget for the OPDC by a two-thirds majority.

Quarterly finance and performance reports from OPDC are considered by the Assembly's Budget & Performance Committee. The Board also submits the OPDC's annual report and audit accounts to the Mayor and the Assembly.

The work of the OPDC relates to the remit of a number of Assembly Committees including the Budget and Performance Committee, Planning & Regeneration Committee and Housing Committee. OPDC officers also attend annual plenary meetings of the whole Assembly.

As set out in section 2.3, the Assembly also has a role in the formation and changes to Mayoral Development Corporations.

³⁰ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), OPDC governance, board and committees](#)

³¹ Localism Act 2011, [schedule 21](#)

³² Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), FAQs: about us](#)

³³ Jules Pipe was previously Deputy Mayor for Planning, Regeneration and Skills, with the remit of this role being amended in May 2024 to encompass the duties of Deputy Mayor for Fire. The appointment is subject to the London Assembly's confirmation hearing process.

³⁴ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), OPDC governance documents, Standing Orders](#), paragraph 7.1, accessed May 2024

Budget & Performance Committee 2021 report

In January 2021, the Budget and Performance Committee published a [report](#) on the delivery of the OPDC's plans and its financial challenges.³⁵ The report found that, at the time of the report, the OPDC had made little progress toward achieving its ambitions, lacked funding to deliver them, and had no clear strategy.

The Committee's investigation raised serious concerns about a bid made by the OPDC to the Government's Housing Infrastructure Fund (HIF), and the transparency of the OPDC's conduct towards the London Assembly.

The Committee found that OPDC had set out in its HIF bid that the company Car Giant Ltd (Cargiant) – a large car dealership and substantial landowner in the OPDC area – supported the bid and would be developing over a third of the 13,000 new homes proposed.³⁶ In fact, Cargiant did not support the OPDC's bid and had no appetite to develop its land in the way set out by OPDC. Mayor Sadiq Khan formally approved the HIF bid, with the Committee concluding that the Mayor had insufficiently robust scrutiny of OPDC and its plans. The HIF bid was initially successful, with £250 million awarded to the OPDC, but was later abandoned.

The Committee found that the OPDC had not been transparent with the Assembly about the HIF bid and disagreements with Cargiant. Furthermore, OPDC had not been transparent about its change in approach after the Planning Inspector for the London Plan released interim findings that developing the Cargiant site was not viable without reducing plans for affordable housing.

4 Planning

The OPDC is the Local Planning Authority for its area and is responsible for providing pre-application advice, approving or rejecting planning applications and for planning enforcement. It has a legal duty to prepare and adopt a Local Plan for its area and to monitor its performance and over time review it.³⁷ OPDC's [Local Plan](#) was adopted in June 2022.

MDCs are able to have schemes of delegation to their host boroughs. Schemes of delegations have been agreed by OPDC with the London Boroughs of Ealing and Brent.³⁸ These schemes of delegation identify certain types of planning applications within the OPDC area that are normally delegated to the relevant borough to determine on OPDC's behalf. In summary, in Ealing, the majority of applications are retained by OPDC; in Brent, OPDC delegates smaller applications. There is no scheme of delegation with Hammersmith and Fulham and OPDC retains all applications in this area.

³⁵ London Assembly Budget and Performance Committee, [The OPDC – Undelivered plans and the financial challenges of COVID-19](#), January 2021

³⁶ Previously, Cargiant had been developing a planning application for the site. For further information see DP9 Limited, [Old Oak and Park Royal Development Corporation Local Plan: Explanatory note on behalf of Old Oak Park Limited](#), February 2019

³⁷ Planning and Compulsory Purchase Act 2004, [section 19](#)

³⁸ The delegations can be viewed at: [OPDC Planning applications](#)

OPDC's [Planning Committee](#) determines planning applications that are of strategic importance or are controversial. The Planning Committee is appointed by the Board. The Planning Committee's terms of reference stipulate that there has to be one Board member of the committee, two members each from the London Boroughs of Hammersmith and Fulham and Ealing and one member from the London Borough of Brent and 4 other non-elected external members.³⁹

The OPDC is required to monitor and demonstrate the extent to which the planning policies and targets set out in the Local Plan are being achieved. This is done by publishing an annual [Authority Monitoring Report](#) (AMR), which all local planning authorities are required to prepare to monitor the impact of their policies. The OPDC's AMR measures its progress by tracking a range of key performance indicators, such as the number of planning permissions granted, the number or percentage of affordable homes delivered and the amount of new industrial floorspace created.⁴⁰

The Mayor has powers to intervene in applications of 'potential strategic importance' submitted to local planning authorities in London, including the LLDC.⁴¹ If an application is referred to the Mayor of London, the Mayor can allow the planning authority to determine the application, or direct it to refuse it. The Mayor cannot 'call in' applications in MDCs.

5 Strategic approaches to regeneration

The OPDC's overall strategy for regenerating the area to date can be divided into two distinct approaches. The first approach, pursued from 2015 to 2019, centred primarily around developing an area referred to as Old Oak North, which is located just north of the proposed Old Oak Common Station. However, the OPDC moved away from this approach in 2019, following the Local Plan Examination in Public, due to feasibility concerns and development of land owned by Cargiant becoming unviable. OPDC shifted its focus toward regeneration of Old Oak West, located west of the proposed train station, where most of the land is publicly owned. Sections 4.1 and 4.2 below explain each strategy in more detail.

5.1 Old Oak North and Housing Infrastructure Fund bid

Shortly after its establishment in 2015, the GLA published its [Old Oak and Park Royal Opportunity Area Planning Framework](#) (OAPF) to supplement the 2015 London Plan. The London Plan identified the Old Oak and Park Royal Area as an Opportunity Area (OA) and estimated that it had the capacity to deliver 25,500 homes and 65,000 jobs.⁴² The OAPF

³⁹ Mayor of London, [OPDC Planning Committee, Planning Committee Terms of Reference](#), accessed May 2024

⁴⁰ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), Authority Monitoring Reports on OPDC](#), accessed May 2024

⁴¹ These are governed by the [Town and Country Planning \(Mayor of London\) Order 2008, section six](#) and the [Town and Country Planning \(Mayor of London\) \(Amendment\) Order 2011](#).

⁴² Mayor of London, [The London Plan](#), 2015. As stated in section 2.3 of this paper, the OPDC's Local Plan states that the area can accommodate 56,250 new jobs over the development period.

was drawn up to set out in detail how this OA should be regenerated to achieve this ambition.

The OAPF originally envisioned that the majority of the new housing would be delivered in Old Oak North, a 43-hectare area north of the proposed Old Oak Common Station and Grand Union Canal. The major land holder in this 43-hectare site is the used car dealership, Cargiant (as discussed in section 3.3 above). Old Oak South, meanwhile, the area south of the Canal and immediately surrounding the proposed station, was to be where most of the jobs and commercial space would be located. Unlike the land north of the canal, the land at Old Oak South was publicly owned. The majority of the industrial land in the Park Royal area was to be protected as Strategic Industrial Land for mostly industrial regeneration, with only 1,500 homes to be delivered in this area.⁴³

This plan would have required Cargiant to relocate their operations out of the area. The company in 2015 developed their own proposals for redeveloping the neighbourhood and to meet the Mayor's housing targets, the proceeds of which would fund the relocation of its operations.⁴⁴ Although the OPDC and Cargiant initially worked together on these redevelopment plans⁴⁵, Cargiant later withdrew its support due to viability concerns.

To develop the area around Old Oak North, in 2018 the OPDC submitted a bid to the Government's Housing Infrastructure Fund (HIF) to finance land assembly and the construction of essential roads and infrastructure. The OPDC was conditionally awarded £250 million in the Spring Budget of 2019 to begin development in the area.⁴⁶ However, concerns were raised by the Planning Inspectorate in relation to the financial viability of OPDC's redevelopment plans, given the withdrawal of Cargiant's support, in September 2019,⁴⁷ and in December 2019 OPDC announced it would "no longer be progressing the provisional award of £250m of funding from the government's Housing Infrastructure Fund in its current form for Old Oak North".⁴⁸

5.2 Shift towards Old Oak West regeneration

The OPDC's December 2019 announcement included the outline of a new approach, centred around developing sites to the west of the proposed Old Oak Common station, where "substantial numbers of new homes and jobs can be developed quickly."⁴⁹

This approach relies more on public sector land holdings close to the proposed train station and the existing Willesden Junction station. The OPDC's revised local plan states:

"Across the OPDC area outside of [Strategic Industrial Location] approximately 70% of the developable land is currently within public sector ownership. This public sector land has the capacity to accommodate approximately 9,800 homes and 40,400 jobs,

⁴³ Mayor of London, [Old Oak and Park Royal Opportunity Area Planning Framework](#), November 2015

⁴⁴ Architects' Journal, [Shake-up for Old Oak Common masterplan after loss of Cargiant plot](#), 16 December 2019

⁴⁵ Questions to the Mayor, [Old Oak Common – Car Giant Public Consultation](#), 15 July 2015

⁴⁶ Mayor of London, [OPDC welcomes £250m funding to bring thousands of homes and jobs](#), 2019

⁴⁷ Planning Resource, [Inspector orders Car Giant sites to be removed from Old Oak plan and warns of housing target cut](#), 17 September 2019

⁴⁸ Mayor of London, [New focus for Old Oak and Park Royal regeneration](#), 13 December 2019

⁴⁹ Mayor of London, [New focus for Old Oak and Park Royal regeneration](#), 13 December 2019

of which 6,800 homes and 21,150 jobs could be delivered within this Local Plan period (2018-38).⁵⁰

In July 2023, the OPDC submitted an outline business case to the Department for Transport (DfT) and the Department for Levelling up, Housing and Communities (DLUHC), setting out a plan for the acquisition and unification of the various publicly-owned landholdings to make early development at the site possible.⁵¹ The business case was created jointly with DfT, DLUHC, Homes England, HS2 and Network Rail and aims to set out a “comprehensive regeneration programme, creating a new mixed-use urban centre of around 9,000 homes and 2.5 million square feet of workspace”.⁵² The Government approved this business case, which effectively consolidates the various public landholdings into a single entity. At a London Assembly Plenary hearing in March 2024, OPDC Chief Executive, David Lunts, indicated that this would largely resolve the issue of land assembly.⁵³ In 2023 the OPDC was awarded £53 million (later revised upwards to £54 million) in grant funding from DLUHC’s Brownfield Infrastructure and Land (BIL) Fund, with a requirement that this will be used to support land acquisitions within the Old Oak West area.⁵⁴

The OPDC adopted a [Supplementary Planning Document \(SPD\) for the Old Oak West](#) area in February 2024.⁵⁵ The Old Oak West SPD amalgamates the relevant place policies in the Local Plan to provide clearer spatial planning guidance for Old Oak West and to support a comprehensive and coordinated approach to development, and was shaped by engagement with local communities in early 2023. The Old Oak West SPD is a material consideration in the determination of all planning applications in the Old Oak West Area.

The OPDC was also awarded £36 million from the Department for Energy Security and Net Zero’s Green Heat Network Fund to develop a heating network utilising waste from local data centres.⁵⁶ The OPDC estimate that this will provide “net-zero heating” for up to 12,000 new homes and businesses.⁵⁷

⁵⁰ Old Oak and Park Royal Development Corporation, [Local Plan 2018 to 2038, p 239](#). Note that this figure is lower than the figures in sub-section 1.3, as these latter figures refer to all developable land holdings, regardless of whether they are publicly or privately held.

⁵¹ Mayor of London, [OPDC Executive Director of Delivery Report](#), 21 September 2023

⁵² Mayor of London, [The Greater London Authority Consolidated Budget and Component Budgets 2024-25](#), p86

⁵³ London Assembly Plenary, [Transcript](#), 7 March 2024, p5

⁵⁴ Mayor of London, [MD3138 Brownfield Infrastructure and Land Fund](#), 13 September 2023

⁵⁵ Mayor of London, [Old Oak West Supplementary Planning Document](#), 28 February 2024

⁵⁶ Mayor of London, [OPDC Draft Budget 2024-25](#), p1

⁵⁷ Mayor of London, [OPDC Draft Budget 2024-25](#), p6

6 Funding

6.1 Funding governance

Similar to a local authority, the OPDC collects contributions from developers who receive permission to build in the area. The two main types being the [Section 106 contributions](#) and the [Community Infrastructure Levy \(CIL\)](#).⁵⁸ The OPDC is not responsible for administering and collecting business rates or council tax. It is also not considered in the Government's Local Government Finance Settlement. Instead, the set up and operation of the OPDC is primarily funded by the GLA.

The Corporation's capital spending plans are determined by the Mayor after consulting with the OPDC's leadership, as well as the London Assembly, as part of its role in scrutinising the Mayor's budget. The OPDC may borrow additional funds for capital expenditure purposes, with borrowing limits determined by the Mayor. The OPDC is not permitted to hold its own reserves. Instead, any money ringfenced for future expenditures are held in common in the GLA's Development Corporation Reserve and drawn on in line with budget requirements.⁵⁹ The OPDC can also submit bids for external funding.

6.2 Capital expenditure

The current capital budget of the OPDC is £140 million. This is a mixture of grant and loan funding. The majority of this, £104 million, is intended to fund land acquisition and infrastructure.⁶⁰ £50 million of this funding is provided in the form of an interest-free loan facility to the OPDC from the Mayor's Land Fund. This was approved in March 2022 in order to enable the delivery of 1,100 home by March 2029 through the funding of "land acquisitions, infrastructure and enabling works and associated due diligence costs".⁶¹ In addition to the loan facility, the OPDC was awarded £53 million (later revised upwards to £54 million) in grant funding from DLUHC's Brownfield Infrastructure and Land (BIL) Fund.⁶²

According to the OPDC's budget submission to the Mayor for 2024-25, £74.2 million of this funding was expected to be spent during the 2023-24 financial year while £28.8 million is expected to be spent by the end of the 2024-25 financial year.⁶³ The OPDC notes an additional £100m authorised borrowing limit in the budget submission for 2024-25 and 2025-26 to fund any future private land acquisitions, which will need to be agreed separately.⁶⁴

The remainder of the OPDC's current capital budget consists of £36 million, which the OPDC was awarded from the Department for Energy Security and Net Zero's Green Heat Network Fund, as discussed in section 5.2. A breakdown of the capital funding sources is provided below.

⁵⁸ Mayor of London, [Developer contributions in the OPDC area](#), accessed May 2024

⁵⁹ Mayor of London, [OPDC governance documents, Financial Regulations](#), paragraph 6

⁶⁰ Mayor of London, [The Greater London Authority Consolidated Budget and Component Budgets 2024-25](#)

⁶¹ Mayor of London, [MD2956 OPDC Land Fund loan facility](#), 4 March 2022

⁶² Mayor of London, [MD3138 Brownfield Infrastructure and Land Fund](#), 13 September 2023

⁶³ Mayor of London, [OPDC Draft Budget 2024-25](#), p8

⁶⁴ Mayor of London, [OPDC Draft Budget 2024-25](#), p8

Table 1: Sources of OPDC capital funding

Funding source	Amount	Type	Purpose	Year awarded
GLA	£50 million	Interest-free loan	Land acquisition and infrastructure	2022
Department for Energy Security and Net Zero	£36 million	Grant	Development of a heating network	2023
Department for Levelling up, Communities and Housing	£54 million	Grant	Land acquisition and infrastructure	2024

6.3 Revenue expenditure

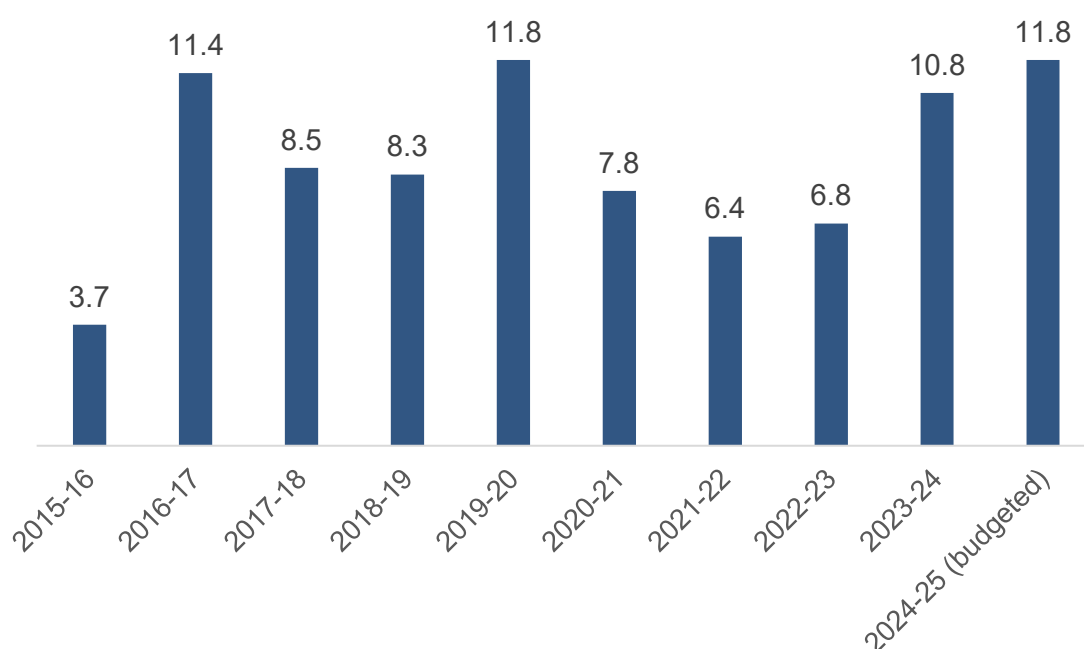
The revenue budget of the OPDC has traditionally come from two main sources: retained business rates (held by the Mayor) and transfers from the GLA's Development Corporation Reserve. This is supplemented by income directly received by OPDC from planning applications. For the financial year 2024-25, budgeted gross revenue expenditure is £14.2 million, with £11.8 million from the GLA and an expected income of £2.4 million from planning applications and property rental income. GLA funding is provided by transferring £4.6 million from the Development Corporation Reserve to the MDC, in addition to retained business rate funding of £7.2 million.⁶⁵ As shown in the chart below, Figure 1.

The overall long-term goal is to reduce the amount of GLA funding required for the OPDC to be operational. The budget notes that the OPDC has increased its operational expenditure to achieve a "fully funded target operating model".⁶⁶ The budget further states that as OPDC acquires and develops capital assets, it will seek to extract revenue from them. It is suggested that this may result in less funding being required from the Development Corporation Reserve.⁶⁷

⁶⁵ Mayor of London, [The Greater London Authority Consolidated Budget and Component Budgets 2024-25](#), p88

⁶⁶ Mayor of London, [The Greater London Authority Consolidated Budget and Component Budgets 2024-25](#), p90

⁶⁷ Mayor of London, [The Greater London Authority Consolidated Budget and Component Budgets 2024-25](#), p90

Figure 3: OPDC revenue funding from the GLA, 2015-16 to 2024-25

7 Key issues and priorities

The OPDC has in the past been subject to scrutiny by the London Assembly, and OPDC officials regularly appear at Plenary hearings. The below provides an overview of a number of key issues that have been the focus of past scrutiny efforts by Assembly Members.

7.1 Housing delivery

The development area was first designated an [opportunity area \(OA\)](#) in the London Plan of 2004.⁶⁸ OAs are defined by the Mayor as “key locations with potential for new homes, jobs and infrastructure”.⁶⁹ The area also forms part of the Mayor’s HS2/Thameslink Growth Corridor.⁷⁰ In 2022, Mayor Sadiq Khan described the development area as “London’s single biggest opportunity for new and affordable housing and jobs”.⁷¹

The Mayor’s 2017 [Strategic Housing Land Availability Assessment](#) (SHLAA), which forms part of the London Plan’s evidence base, identified the need for an additional 66,000 homes per year.⁷² The most recent London Plan, published in 2021, sets out a combined ten-year house building target for all of London’s local planning authorities of 522,870 new dwellings

⁶⁸ Mayor of London, [London Plan 2004](#), 2004

⁶⁹ Mayor of London, [London’s Opportunity Areas](#), accessed May 2024

⁷⁰ Mayor of London, [Old Oak/Park Royal Opportunity Area](#), p67

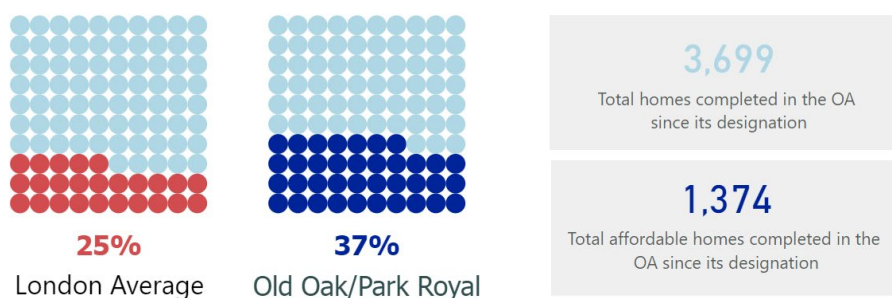
⁷¹ Housing Today, [Plan for 25,000 new homes near HS2 ‘super-hub’ gets go-ahead](#), 24 June 2022

⁷² Mayor of London, [The London Strategic Housing Land Availability Assessment 2017](#), November 2017

(equating to an annual target of approximately 52,000 new dwellings).⁷³ Of these, 13,670 are to be delivered by the OPDC.^{74 75}

Since the inception of the OPDC, 7,789 homes have been approved and over 4,000 new homes have been completed.⁷⁶ Overall, since the OA was designated in 2004, over 3,000 new homes have been completed. Of these, 37 per cent are affordable, compared to an average across London of 25 per cent.⁷⁷ The 2021 London Plan and OPDC local plan target is for 50 per cent of all new housing to be affordable.^{78 79}

Figure 4: Percentage of affordable homes created since OA designation in 2004⁸⁰



Source: GLA

7.2 Strategic Industrial Land

Whilst housing is a clear priority, the 2021 London Plan also states that the industrial estate at Park Royal is “strategically-important” for the functioning of London’s economy and should be “protected, strengthened and intensified”.⁸¹ Park Royal is the largest area of Strategic Industrial Land (SIL) in London, supporting around 1,700 businesses that employ 43,100 people.⁸²

The Mayor has stated there has been a loss of SIL across London above benchmark levels set out in the London Plan, and that this could be exacerbated by the pressure to build housing.⁸³ SILs are given “strategic protection” in the 2021 London Plan, with local planning authorities instructed to refuse development by default, unless certain criteria are met.⁸⁴

The OPDC’s Local Plan includes protection for SIL in Park Royal and Old Oak North and encourages industrial intensification. The OPDC has recently adopted an [Industrial Supplementary Planning Document](#) which sets out good practice in the provision of new Industrial floorspace in terms of design, public realm, facilities for workers and the

⁷³ Mayor of London, [The London Plan, 2021](#)

⁷⁴ Mayor of London, [The London Plan, 2021](#), p163

⁷⁵ Based on the London Plan’s 10 year targets for net housing completions from 2019/20 – 2028/29

⁷⁶ Information provided by the OPDC to London Assembly, May 2024

⁷⁷ Mayor of London, [Old Oak/Park Royal Opportunity Area](#) (Figure 7), accessed 17 June 2024

⁷⁸ Mayor of London, [The London Plan, 2021](#), p172

⁷⁹ Mayor of London, [OPDC Local Plan 2018 to 2038](#), June 2022

⁸⁰ Mayor of London, [Old Oak/Park Royal Opportunity Area](#) (Figure 7), accessed 17 June 2024

⁸¹ Mayor of London, [The London Plan, 2021](#), p54

⁸² Mayor of London, [Park Royal Industrial Area](#)

⁸³ Mayor of London, [Park Royal Industrial Area](#), accessed May 2024

⁸⁴ Mayor of London, London Plan ([Policy E5 Strategic industrial locations](#)), 2021

community and in terms of sustainability.⁸⁵ Since inception the OPDC has approved 185,844 square metres of additional industrial floorspace.⁸⁶

7.3 Community engagement

The OPDC has a Community Engagement Team which is tasked with ensuring that local residents, businesses and employees are actively involved in shaping the area's future plans. This involves setting up both statutory and informal consultation and engagement opportunities, ensuring effective communication with all community members, establishing working groups and partnerships, attending local resident association meetings, and responding to public inquiries.⁸⁷ The Corporation also has a [Community Engagement Strategy](#), which was adopted in 2021 and updated in 2024. OPDC holds [community drop-in surgeries](#) every fortnight for local people.

The Budget and Performance Committee was contacted in 2022 by local community groups based within the OPDC area, who said that the OPDC had not been transparent in how it communicates with local groups.⁸⁸ In response, the OPDC's Chief Executive highlighted that the OPDC had a successful Community Review Group, made up of local residents and local workers. He explained the OPDC had a significant engagement process for the drafting of the local plan and that there would be an extensive engagement with local residents and businesses around the OOW development.⁸⁹ OPDC carried out this programme in 2023, engaging over 200 local people across 26 events.⁹⁰

The OPDC's approach to community engagement was also considered in the London Assembly's GLA Oversight Committee [report on GLA Group consultations](#), in March 2024.

In December 2023, the OPDC announced a new round of funding for its Small Grants programme, providing £70,000 in total to support grassroots initiatives.⁹¹ Community organisations could apply for grants between £1,000 and £7,000 to kick-start projects in the OPDC area, focusing on supporting the cost of living crisis, working with young people, or helping to champion local diversity.⁹² The OPDC has stated the Small Grants programme has awarded grants to over 50 community projects and reached 45,000 beneficiaries since 2019.

⁸⁵ Mayor of London, [Industrial Supplementary Planning Document](#), 23 November 2023

⁸⁶ Information provided by OPDC to London Assembly, May 2024

⁸⁷ Mayor of London, [Old Oak and Park Royal Development Corporation \(OPDC\), Community Engagement and our work with you](#), accessed May 2024

⁸⁸ London Assembly Budget and Performance Committee, [Response to the Mayor's Draft Consultation Budget 2023-24](#), January 2023

⁸⁹ London Assembly Budget and Performance Committee, [Meeting transcript](#), 7 December 2022, p13

⁹⁰ OPDC, [Community Engagement Summary Report](#), August 2023

⁹¹ Mayor of London, [OPDC press releases, ODC announces next round of funding for Small Grants programme](#), 5 December 2023

⁹² Mayor of London, [OPDC press releases, ODC announces next round of funding for Small Grants programme](#), 5 December 2023

7.4 Commercial development and business support

The OPDC development has in the past been referred to as the “Canary Wharf of West London”.⁹³ The Corporation’s local plan sets out that in order to meet the housing target, the area is going to have a high residential and commercial density.⁹⁴ This means that there will be a focus on increasing the number of dwellings and businesses premises per hectare, which is usually achieved by taller buildings. At the London Assembly Plenary meeting in March 2024, the OPDC’s Chief Executive, David Lunts, stated that the goal was not to replicate the development approach taken for the Nine Elms/Vauxhall or Canary Wharf areas, but instead focus primarily on mid-rise buildings (between eight and 12 stories), in line with an approach referred to as “gentle density”.⁹⁵ The OPDC’s Local Plan identifies a small number of locations where tall buildings (over 15 storeys) may be permitted.⁹⁶

The OPDC’s plans for commercial development may be affected by changes to commuting patterns following the COVID-19 pandemic and the effect this may have on the allocation of commercial and residential space. At the Assembly’s Plenary Hearing in March 2024, Chief Executive David Lunts stated his view that the office space that will be created in the development area “will not necessarily be traditional offices as we know them because the workplace is changing”.⁹⁷ He pointed to recent developments like the Imperial College London campus in White City as examples the OPDC could follow.⁹⁸

In partnership with Ealing Council, the OPDC has launched a Creative Enterprise Zone, to support the development of creative industries in the area.⁹⁹ An open call for ideas was launched in 2023, with £100,000 of funding available to support innovative ideas.

Another OPDC scheme is [The Forge](#), which provides a free recruitment service for Park Royal employers as well as employers in Brent, Ealing and Hammersmith & Fulham. The scheme provide one-to-one support for job seekers, and business support for Park Royal businesses.

7.5 Heritage

As the local planning authority in the area, the OPDC also has a duty to preserve and enhance the historic environment. The OPDC’s [Heritage Strategy](#), published in 2017, identifies statutory listed buildings, existing and proposed conservation area, as well as Local Heritage Listings within the development area. This includes a Grade 1 listed cemetery and the Grand Union Canal, the majority of which is covered by conservation areas. The local plan states that any proposal “harming the significance of a designated heritage asset will require clear and convincing justification, having regard to their heritage interest, reasonable alternatives to avoid or mitigate harm and delivery of public interest.”¹⁰⁰

⁹³ The Evening Standard, [Old Oak Common: £10 billion plan for ‘Canary Wharf of West’ to be reviewed by City Hall](#), 23 June 2016

⁹⁴ Mayor of London, [OPDC Local Plan 2018 to 2038](#), June 2022

⁹⁵ London Assembly Plenary, [Meeting transcript](#), 7 March 2024, p4

⁹⁶ Mayor of London, [OPDC Local Plan 2018 to 2038](#), June 2022

⁹⁷ London Assembly Plenary, [Meeting transcript](#), 7 March 2023, p2

⁹⁸ London Assembly Plenary, [Meeting transcript](#), 7 March 2023, p2

⁹⁹ OPDC, [OPDC launches the Creative Enterprise Zone – open call for ideas](#), 2023

¹⁰⁰ Mayor of London, [OPDC Local Plan 2018 to 2038](#), June 2022, p135

7.6 High Speed 2

In October 2023, Prime Minister Rishi Sunak announced that phase 2 of the HS2 project would be cancelled, with high-speed trains no longer planned for the Manchester to Birmingham route.¹⁰¹ This followed an earlier decision cancel the Birmingham to Leeds route, in 2021.

The route from London Euston to Birmingham is still planned, including the hub station at Old Oak Common, which is central to the OPDC's plans for regenerating the area. However, the Old Oak Common to London Euston route is subject to a delay in the construction of tunnels, and the Government has indicated its intention for this route to be funded by the private sector.¹⁰² Commentators including Sir John Armitt, Chair of the National Infrastructure Commission, have expressed doubts about the viability of private funding.¹⁰³ On 17 October 2023, Mayor Sadiq Khan told the Assembly:

“While I welcome the Government’s confirmation that HS2 will reach Euston, the announcement raises more questions than it answers. I remain significantly concerned about the decision to remove all public funding from Euston and more detail is needed on how Euston will be funded to ensure Old Oak Common does not end up becoming the terminus because of a lack of private sector funding.”¹⁰⁴

The Mayor has also called for additional rolling stock to be provided for the Elizabeth line, to increase capacity for the rail link between Old Oak Common and central London, in the absence of the HS2 service to Euston.¹⁰⁵ Officers from the DfT and HS2 attended the OPDC Board on 23 November 2023, and stated that there were ongoing discussions between TfL and DfT on this issue.¹⁰⁶

¹⁰¹ BBC, [The facts have changed, says Rishi Sunak, as he scraps HS2 leg](#), 4 October 2023

¹⁰² OPDC Board, [Meeting minutes](#), 23 November 2023

¹⁰³ City A.M., [HS2: Plans for private funding of Euston tunnel likely to fail, top adviser warns](#), 26 November 2023

¹⁰⁴ Questions to the Mayor, [High Speed 2](#), 12 October 2023

¹⁰⁵ Questions to the Mayor, [High Speed 2](#), 12 October 2023

¹⁰⁶ OPDC Board, [Minutes](#), 23 November 2023

Other formats and languages

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Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Bengali

আপনি যদি এই দলিলের একটি সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লিখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

Arabic

الحصول على ملخص لهذا المستند بلغتك،
فراجع الاتصال برقم الهاتف أو الاتصال على
العنوان البريدي أو عنوان البريد
الإلكتروني أعلاه.

Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઈ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.