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BACKGROUND AND CONTEXT

Appendix - Background and Context

BACKGROUND TO OPDC

A1.1. The Mayor of London established Old Oak and Park Royal Development Corporation (OPDC) on 1 April 2015 as a 'Mayoral Development Corporation' under powers of the Localism Act (2011). OPDC is the second of its kind in London, the first being the London Legacy Development Corporation (LLDC).

A1.2. The OPDC has a number of key aims, including:

a) transforming one of London's most inaccessible areas into a well-connected, world-class transport interchange;
b) enabling delivery of new housing and commercial development, surrounded by sustainable and thriving neighbourhoods and valued open space;
c) protecting, intensifying and strengthening Park Royal; and
d) protecting and improving Wormwood Scrubs.

A1.3. OPDC is the local planning authority for the area and as such is responsible for plan-making including the production of a Local Plan. The OPDC Local Plan sets out OPDC's strategy for the sustainable development of its area as a whole, including the general amount, type and location of new development it considers could take place and the policies to which applications for planning permission should conform.

A1.4. Its planning powers, including preparing and implementing the Local Plan, represent one part of the OPDC's role as a Development Corporation. Working with its partners, including the host Boroughs of Brent, Ealing and Hammersmith & Fulham and the local community, OPDC will help implement projects and bring about change that will help meet the Corporation's key aims.

STATUS OF THE LOCAL PLAN

Legal Status

A1.5. This document is a Development Plan Document (DPD) and is part of the Government's planning policy system introduced by the Planning and Compulsory Purchase Act 2004.

A1.6. Part 6 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the procedure for the production of Local Plans. This version of the Local Plan constitutes the consultation required under Regulation 19 and is the second Regulation 19 consultation.

Policy Status

A1.7. Alongside the National Planning Policy Framework (NPPF), London Plan, Old Oak and Park Royal Opportunity Area Planning Framework, West London Waste Plan DPD, any 'made' Neighbourhood Plans and any adopted Supplementary Planning Documents (SPDs), OPDC's Local Plan, once adopted, will be a key planning policy document against which planning applications within the OPDC area will be assessed (see figure A1.1).

A1.8. The policies in this Local Plan are consistent with the National Planning Policy Framework (NPPF) and in general conformity with the London Plan. Further, the Old Oak and Park Royal Opportunity Area Planning Framework (OAPF) adopted by the Mayor in November 2015 as Supplementary Planning Guidance (SPG) to the London Plan has helped to inform the policy themes and policies in this Local Plan.

A1.9. In order to keep the OPDC Local Plan spatial and succinct, the Plan does not seek to repeat policies already contained in the NPPF and London Plan save for where such policies are particular to the area or type of development proposed or it is of particular importance to reflect them. This Local Plan should therefore be read in conjunction with the NPPF, the associated National Planning Practice Guidance (NPPG) and the London Plan. The policies contained within this plan are considered to comply with the NPPF and take a positive approach reflecting the overall presumption in favour of sustainable development.

Relation to Local Authority Planning Documents

A1.10. Until OPDC adopts its own Local Plan for the OPDC area, the development plan documents (DPDs) from the London Boroughs of Brent, Ealing and Hammersmith and Fulham, that applied to the OPDC area and that that were either adopted, or in production, at the time of OPDC's establishment (1st April 2015), will continue to form part of OPDC's Development Plan.

A1.11. As OPDC progresses its Local Plan, the weight of these Local Authority DPDs covering parts of the OPDC area will diminish as they are superseded by the growing material weight of 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 DPD.

Relationship with the Old Oak and Park Royal Opportunity Area Planning Framework

A1.12. The Old Oak and Park Royal Opportunity Area Planning Framework (OAPF) was adopted by the Mayor in November 2015 as Supplementary Planning Guidance (SPG) to the Mayor's London Plan. As SPG to the London Plan, the document is a significant material consideration in the determination of planning applications in the OPDC area. This existing OAPF has helped to inform the policy themes and policies in this Local Plan. The OAPF should be read in conjunction with the Local Plan, but as this draft Local Plan progresses through its various regulatory stages, its policies accrue greater weight than the guidance and principles in the OAPF.

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Relationship with the High Speed Rail (London-West Midlands) Act (2017)

A1.13. High Speed 2 (HS2) is the Government's proposal for a new, high speed north-south railway. Phase One of the scheme will connect London to the West Midlands and will run through the OPDC area. Part of the project involves delivery of the new station at Old Oak Common where there will be a connection to the Elizabeth Line and the national rail services.

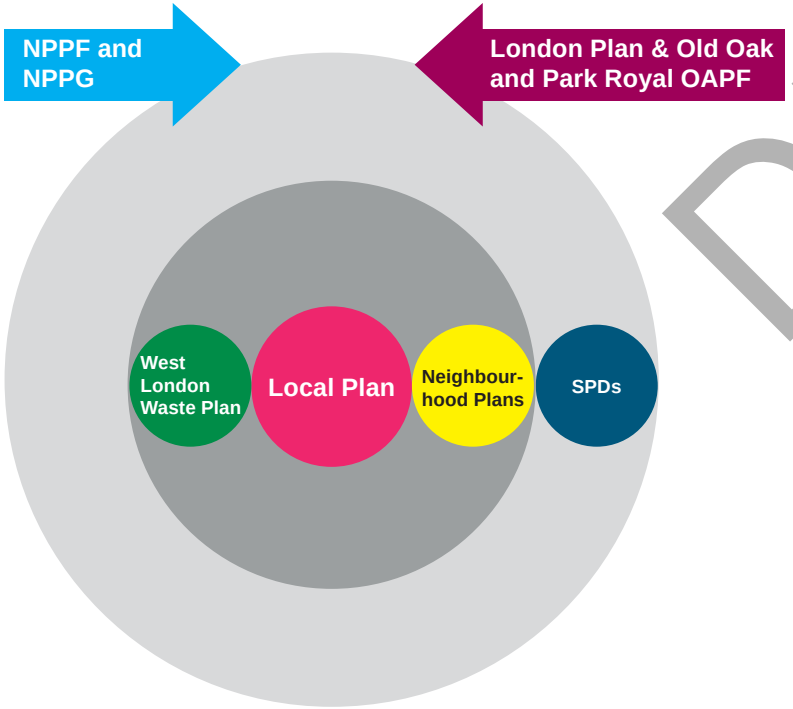
A1.14. The High Speed Rail (London- West Midlands) Act (2017) grants deemed planning permission for phase 1 of the HS2 project. Matters such as the principle for the railway works, their limits, and matters of principle relating to mitigation are determined through the Parliamentary Act, rather than the normal Town and Country Planning Act process. The level of detailed design necessary to enable the development to be constructed has yet to be carried out, so the deemed planning permission is subject to a series of items that require the approval of local planning authorities on the route, known as Schedule 17 approvals. OPDC as the planning authority for the Old Oak and Park Royal area will be responsible for such approvals. The considerations of any approvals for works to be carried out in relation to Phase One of HS2 are limited to those set out in Schedule 17.

Duty to Cooperate

A1.15. The Duty to Cooperate is a legal requirement set out in the Localism Act. It requires local planning authorities and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. The duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.

A1.16. The bodies covered by the Duty to Cooperate are prescribed in National Planning Practice Guidance and in the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). In accordance with the Duty to Cooperate, OPDC has been working closely with such authorities and bodies in the production of this Local Plan and in the preparation of other planning policy and development management and infrastructure delivery matters. Details on OPDC's engagement with such bodies are set out in OPDC's Duty to Cooperate Statement, which can be found as a supporting study to the Local Plan on OPDC's website.

Figure A1.1: Policy Status and Relationship



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A1.17. Figure A1.2 identifies how the Local Plan is structured and the broad interrelationships between the different elements of the Local Plan.

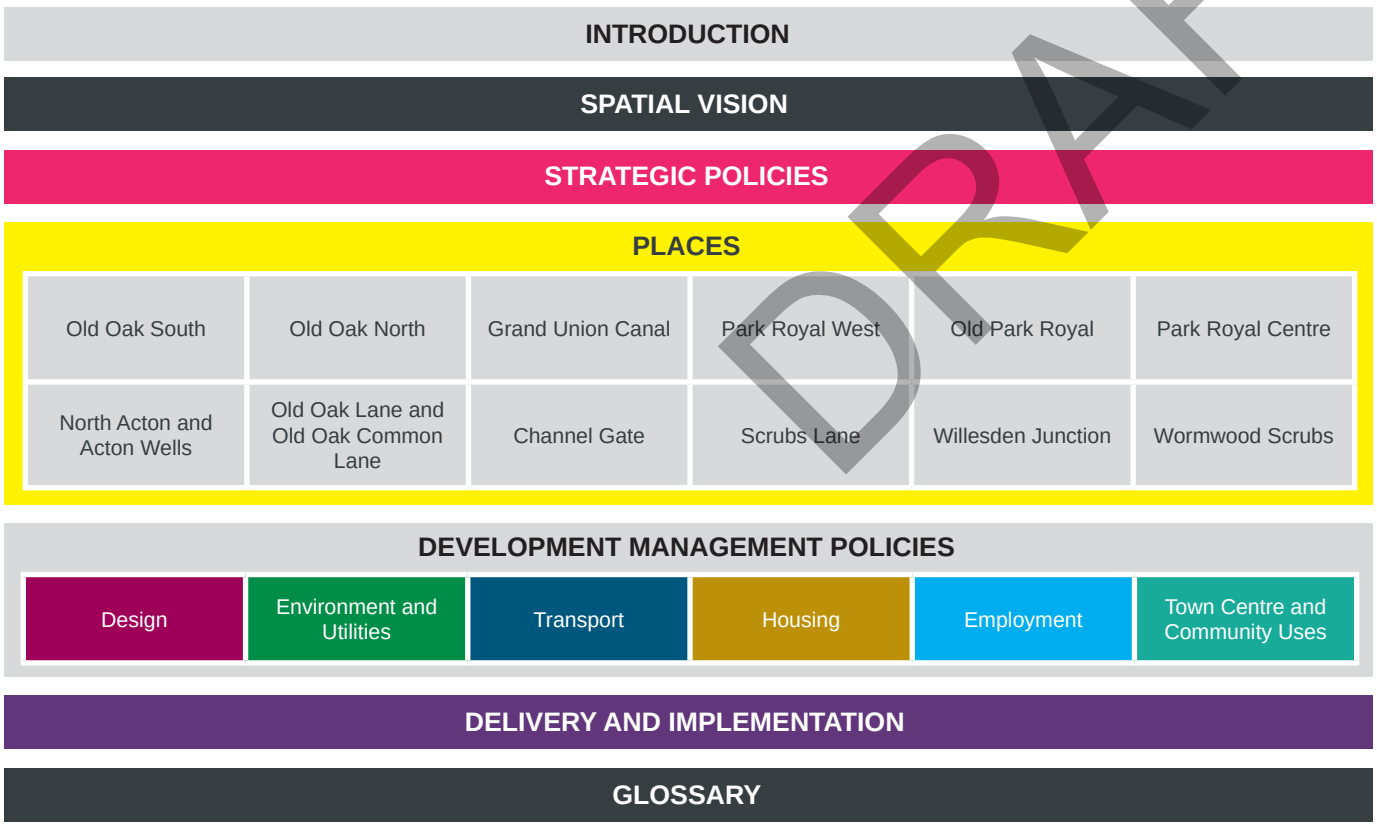
Spatial Vision

A1.18. The Spatial Vision is OPDC's vision for what the different places of Old Oak, Park Royal and Wormwood Scrubs will be like in twenty years at the end of the 'plan period'. It both leads and is informed by the policy content of the Local Plan to set out how the OPDC area is intended to benefit local people, the local economy and the built and natural environment. It also complements the wider OPDC Vision and Mission.

A1.19. The Spatial Vision is comprised of the overarching Vision Statement and the Vision Narratives. The Vision Statement provides an overarching view of the future considering strategic elements. The Vision narratives seek to provide further detail by expanding the Vision Statement to define outcomes of development and regeneration at both the national and regional scale by 'thinking big', and to set out how local people will benefit from change and how neighbourhoods will improve by 'going local'.

A1.20. These three elements provide the structure and the key themes for the policies of the Local Plan. The objectives for how the Spatial Vision will be delivered are embedded in the Strategic Policies and Place Policies that, alongside the Development Management Policies will drive and guide future development and Supplementary Planning Documents.

Figure A1.2: Local Plan Structure



Strategic Policies, Places and Delivery and Implementation Policies

A1.21. The strategic policies, place policies and delivery and implementation policies (chapters 3, 4 and 11) form OPDC's strategic policies for the area and establish the framework for fulfilling the spatial vision for the future of the OPDC area. The strategic policies dovetail with the OPDC's corporate priorities and outline how the OPDC area will be transformed over the plan period.

A1.22. Chapters 3, 4 and 11 will be treated as OPDC's strategic policies when considering the general conformity of neighbourhood planning policies.

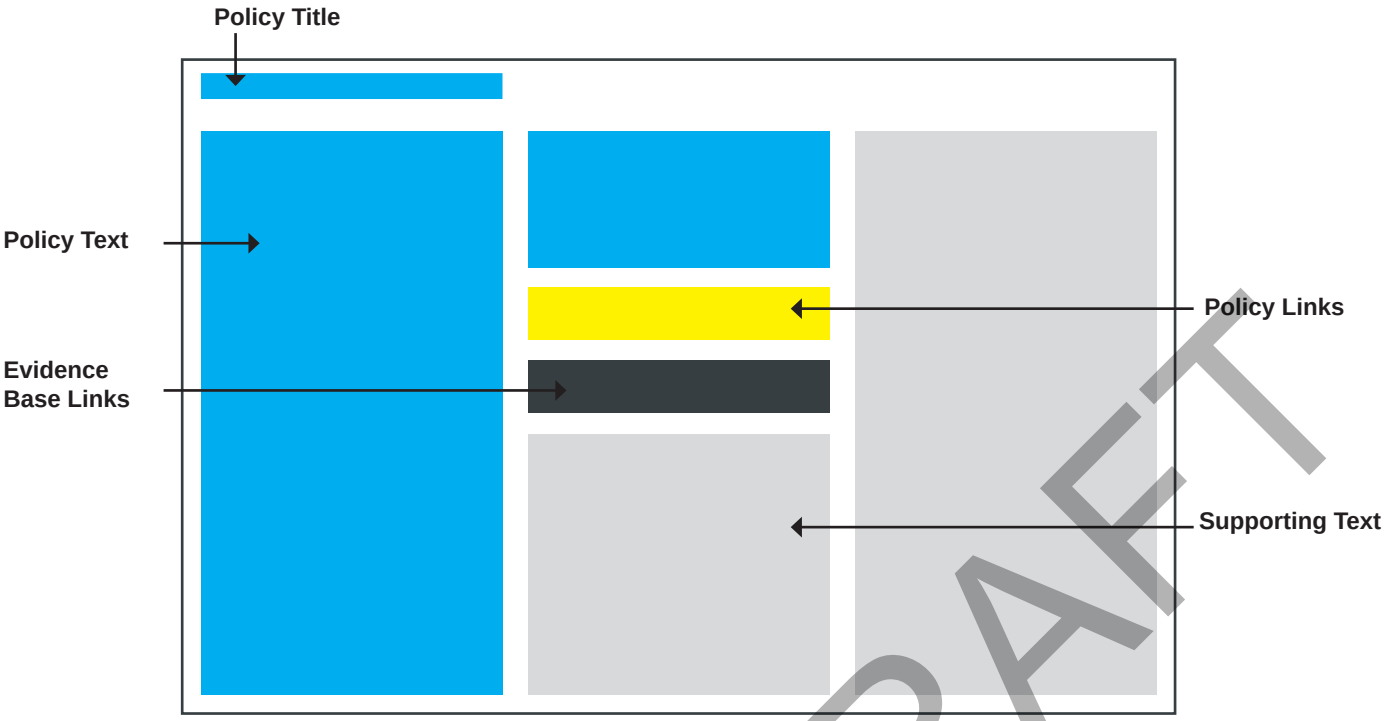
Development Management Policies

A1.23. The strategic aims of the Local Plan will be promoted through the development management policies, which plan positively to ensure development within OPDC accords with the Spatial Vision and strategic objectives. The more detailed development management policies, which are contained in chapters 5-10, are effectively subsets of the strategic policies and should not be read in isolation of the strategic policies.

A1.24. The development management policies set out detailed planning policies against which the OPDC will assess planning applications within its area. When considering development proposals, the OPDC will take a positive approach that reflects the overall presumption in favour of sustainable development contained in the NPPF and will work with applicants to secure development that improves the environmental social and economic well-being of its area. Planning applications that accord with the policies in the Local Plan will be approved unless material considerations indicate otherwise.

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Figure A1.3: Policy Structure



Policy Structure
A1.25. Figure A1.3 outlines the Local Plan's policy structure. The policy itself is contained in a coloured box. This is followed by two boxes that highlight the policies' interdependencies with other Local Plan policies, as well as key supporting studies, which should be read alongside the policy. This is followed by supporting text, which provides further elaboration to the policies and justification for the approach being taken in the policy. The supporting text follows the ordering of the criteria in the policy.

Figures and Photos
A1.26. Figures in the Local Plan should be treated as indicative. The exact boundaries for spatially specific policies are set out in OPDC's Policies map.

A1.27. Photos in the document have been referenced to identify their location and are generally either of locations within the OPDC area or are of precedents from elsewhere in London, the UK or internationally.

Route, Infrastructrue and Place Names
A1.28. To aid with the readability of the Local Plan, routes, pieces of infrastructure such as open spaces and bridges and places, that do not yet exist, have been given names (e.g Old Oak Street). These names should be treated as indicative and OPDC will be developing a separate Naming Strategy for new routes, spaces and places which will be used to inform their official naming

Supporting Studies
A1.29. The Local Plan is supported by a number of supporting evidence documents (see figure A1.4). These supporting studies have been referenced below the relevant Local Plan policies and where relevant in the supporting text to policies or in footnotes. All the supporting studies are available to view online or hard copies can be viewed at identified locations. As part of the Regulation 19 consultation, representations can be made on these studies. Where appropriate and relevant, supporting studies may be updated. Updates to supporting studies will be provided on OPDC's website.

A1.30. The Local Plan is supported by an Integrated Impact Assessment (IIA). The IIA fulfils the statutory requirements for a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) (in a manner that incorporates the requirements of the European Union's SEA Directive (2001/42/EU) and the transposing UK Regulations, the Environmental Assessment of Plans and Programmes Regulations 2004). The approach also fulfils the requirements for Health Impact Assessment, Equalities Impact Assessment and Community Safety Impact Assessment. As per the other supporting evidence documents, the IIA can be viewed online or in hard copy at identified locations.

A1.31. Under Article 6 of the Habitats Directive, an assessment is required where a plan or project may give rise to significant effects upon any Natura 2000 sites (also known as 'European sites'). There are no European sites within the OPDC area; however, there are seven sites which form part of the Natura 2000 network that could potentially be affected by the proposals of the Local Plan. A Habitats Regulation Assessment (HRA) screening has been undertaken to support the Local Plan to meet these requirements. As per the other supporting evidence documents, the IIA can be viewed online or in hard copy at identified locations.

Glossary
A1.32. The Local Plan is accompanied by a glossary to the rear of the Local Plan, which provides a definition for terms used throughout the Local Plan.

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Figure A1.4: Supporting Studies



WIDER CONTEXT

Strategic Context

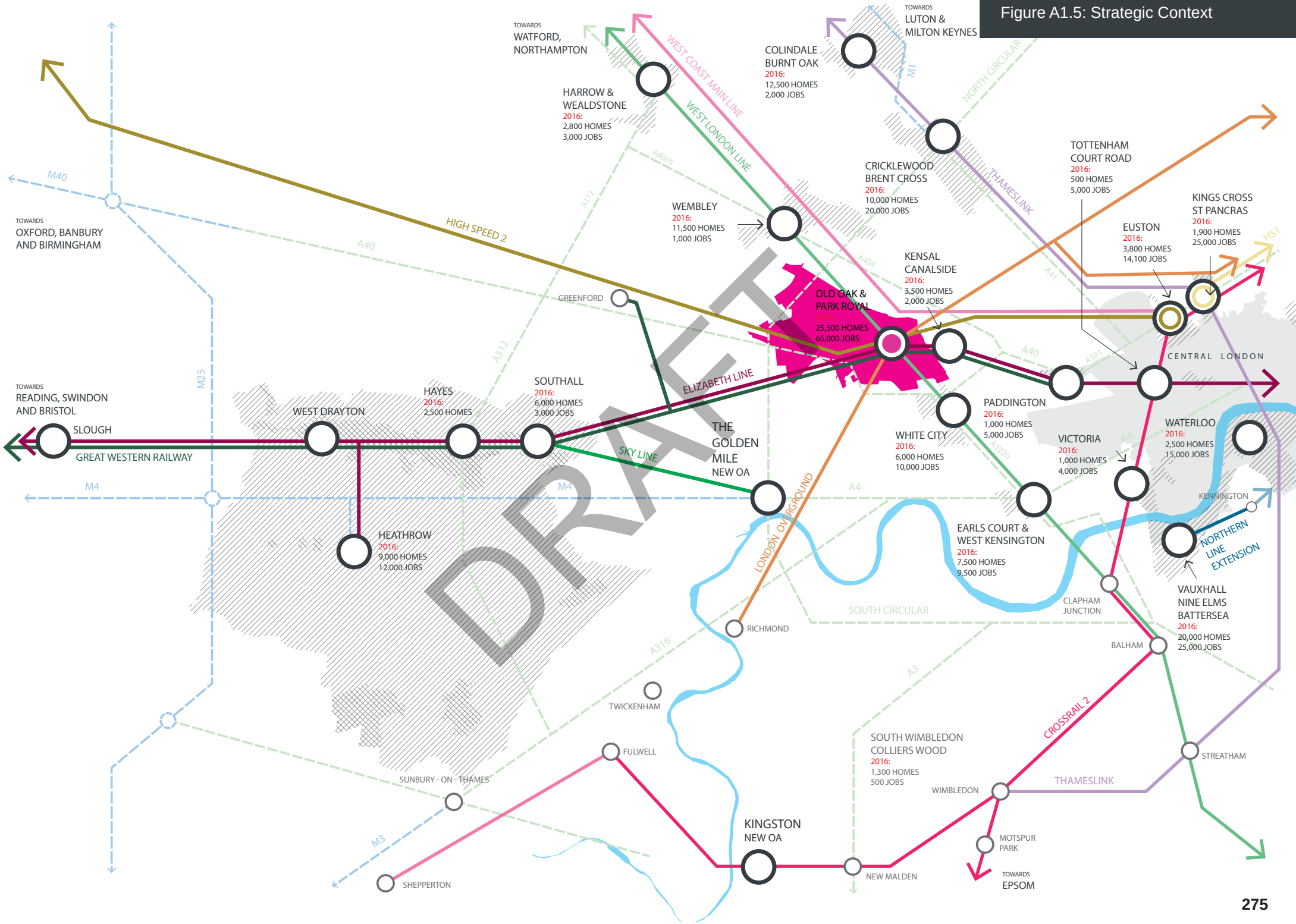
A1.32. The OPDC area and particularly Old Oak is set to be transformed with the opening of Old Oak Common Station, which will connect Elizabeth Line and National Rail services to the newly built High Speed 2 (HS2) line. The station will be nearly the size of Waterloo, accommodating approximately 250,000 passengers a day and putting Old Oak within 10 minutes journey time of London Heathrow, the City and the West End and 38 minutes of Birmingham.

A1.33. Catalysed by this new station, the OPDC area can play a significant role in supporting good growth in London through the delivery of a new commercial centre, a new major town centre, new high density residential neighbourhoods, protecting and enhancing the Park Royal industrial location and providing a full range of supporting ancillary uses.The scale of development envisaged currently represents one of the UK's largest regeneration projects, identified in the London Plan as being capable of delivering a minimum 25,500 homes and 65,000 jobs and with the potential for development to generate an additional £7.6 billion per annum of gross value added to the UK economy.

A1.34. Figure A1.5 shows the OPDC area in West London. Regeneration in Old Oak and Park Royal will play a key role in driving growth in West London, contributing over 12% of new homes and over 20% of new jobs for this area.

A1.35. The new station at Old Oak Common, along with other transport infrastructure improvements including two potential new London Overground stations will place the Old Oak and Park Royal as key transport hubs that will offer exceptional connectivity to many of west London's key locations for growth. Consequently, the regeneration of Old Oak and Park Royal has the potential to bring significant benefits to the west London sub-region and act as a beating heart and driving force for its economy.

Figure A1.5: Strategic Context



Local Context

A1.36. OPDC's more immediate context contains some of the most deprived areas in the country. Locations such as Harlesden and Stonebridge are ranked within the top 10% most deprived wards nationally and have issues with income deprivation and health. It is important that development at Old Oak and Park Royal brings tangible benefits for local communities and offers life improving opportunities.

A1.37. Within the more immediate area there are some significant development opportunities. The OPDC area is in close proximity to other Opportunity Areas including White City, Wembley and Kensal Canalside and other large development areas such as Acton, Ealing and Alperton.

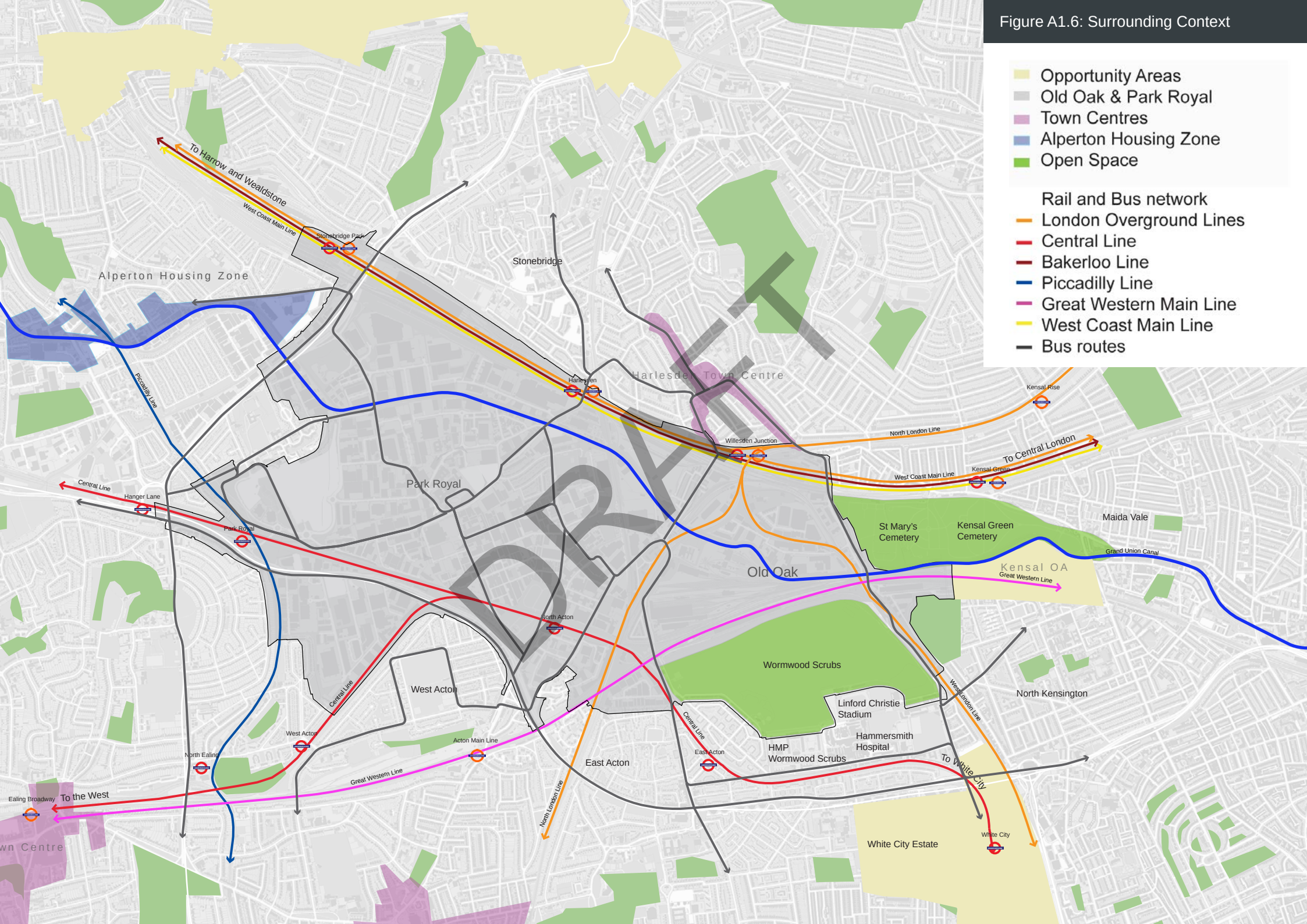
A1.38. Rail and road infrastructure within and bordering the OPDC area currently separate many of the communities bordering the OPDC area. New development has the opportunity to overcome this severance and knit together this part of west London. The scale of transformation planned in the OPDC area can further spur their regeneration and help to unlock additional development and growth.

A1.39. OPDC will work with local authorities, landowners and communities across the area to achieve the successful integration of the OPDC area into the wider hinterland. Below is a list of the those largescale areas for regeneration in the wider region where joint working will be required to ensure that the benefits of the regeneration can be fully captured.

- **White City Opportunity Area** is currently being transformed with the expansion of Westfield, development of Imperial College's White City Campus and redevelopment of the BBC Television Centre. The White City OAPF was published in 2013 and development in this area is well underway. Coordinated public realm improvements could deliver better connectivity between the OPDC area and White City. Economic synergies will also be explored such as the potential for Imperial College to continue to grow its west London campus into the OPDC area;
- **Harlesden Town Centre** is a designated District Town Centre, providing much needed town centre facilities for people living in the area. The centre and its surroundings currently suffer from economic deprivation, falling within the top 10% most deprived wards nationally when measured against the Index of Multiple Deprivation (2015). Improved connections between it and the OPDC area provide significant opportunities for residents and businesses in Harlesden to benefit from regeneration. OPDC and Brent Council have established a Harlesden sub-group to coordinate projects and strategies for the area;
- **Kensal Canalside Opportunity Area** is immediately to the east of the OPDC area and is identified in the London Plan as having the capacity to deliver 2,000 new jobs and a minimum of 3,500 new homes. The Royal Borough of Kensington and Chelsea are lobbying the Mayor of London and TfL for a new Elizabeth Line station at Kensal, which could further increase the area's development capacity. There will be opportunities to improve connections between Kensal Canalside and the OPDC area and OPDC will work with the Royal Borough of Kensington and Chelsea to explore ways that this can be achieved;
- **Alperton** located to the west of the OPDC area in Brent has been identified as a 'Housing Zone' by the Mayor of London with additional funding for the delivery of affordable housing. The Alperton housing zone is identified as having the capacity to deliver over 3,000 homes;
- **Wembley Opportunity Area** is less than 2 miles from the OPDC area and is west London's second largest Opportunity Area after Old Oak. Wembley has the potential to deliver 11,500 homes and 11,000 jobs. In the future, Wembley could potentially be better connected to Old Oak through the provision of a spur to the West Coast Main Line, but there are also other opportunities for more short-term solutions to better connect Wembley to the OPDC area; and
- **Centres in the wider area such as Ealing, Southall, Acton, Wembley, Hammersmith and Kensington**, will be influenced by the scale of development proposed at Old Oak and Park Royal. There is a need for close collaboration with the surrounding and host local authorities to consider what these influences might be and ensure that measures are taken to capture opportunities and mitigate any potential impacts.

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Figure A1.6: Surrounding Context



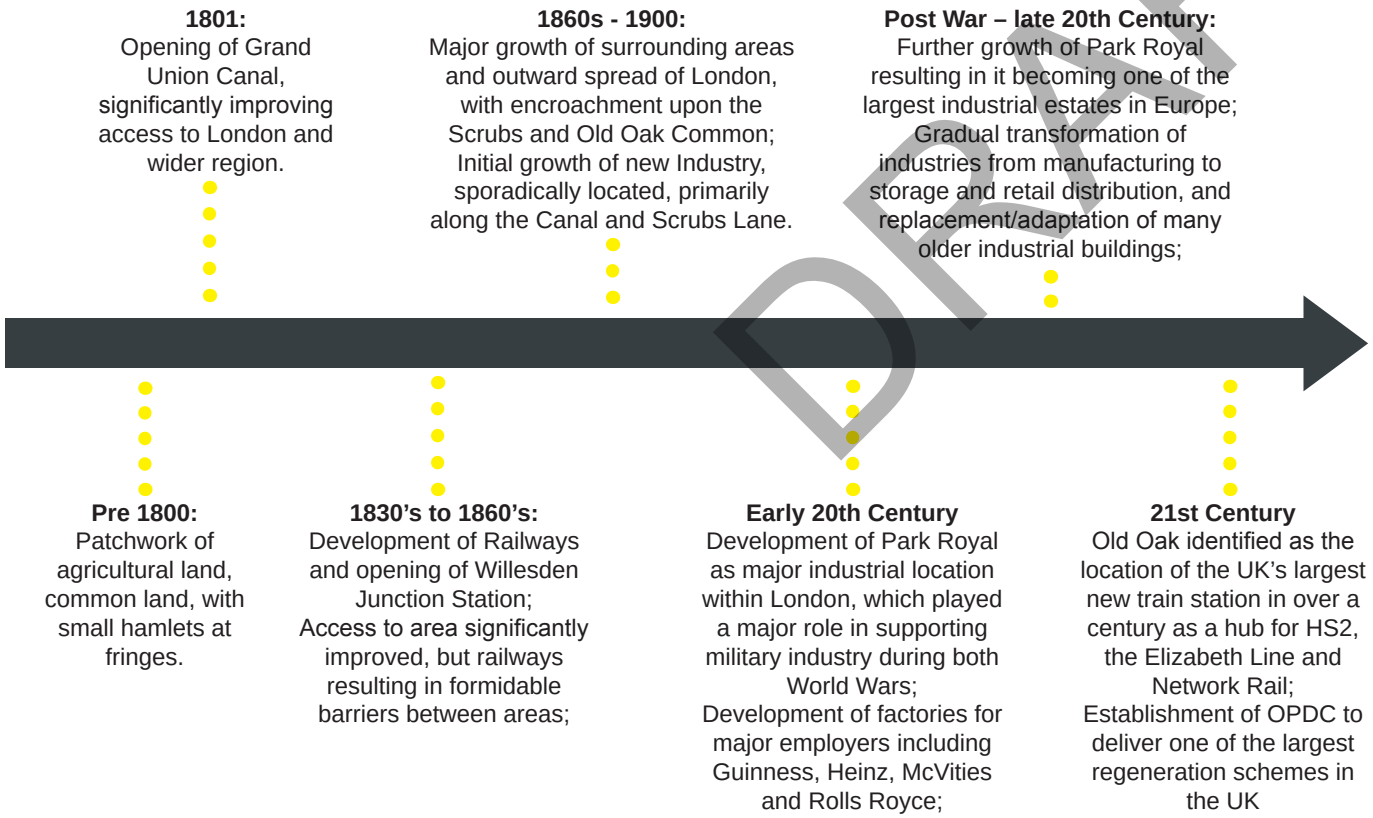
Key Neighbourhood Features and Facilities

A1.40. The OPDC area covers approximately 650 hectares in inner north-west London within Zones 2 and 3. Today, the area is predominantly industrial in nature, with large amounts of land used for transport functions as well as some small residential communities and important amenity and heritage assets.

A1.41. Figure A1.7 provides an historic timeline for the area, more details of which can be found in OPDC's Heritage Strategy. The area's industry was borne largely as a result of being on the periphery of early 20th century London and the location of rail and canal infrastructure, helping to support the area's growth. Today the OPDC area houses 1,700 businesses, employing 43,100 workers.

A1.42. Figure A1.8 provides a context map for the area. Today the area is heavily defined by the network of railways and busy arterial roads which run through and adjacent to the area. As well as defining boundaries, these features also act as social and physical barriers resulting in poor connectivity and between Old Oak, Park Royal and surrounding areas.

Figure A1.7: Historic Timeline of Old Oak and Park Royal



A1.43. In Old Oak, which is 190 ha is size and includes North Acton, the area is dominated by rail lines and the Grand Union Canal, with large industrial sites to the north and land for transport functions to the south of the canal. Wormwood Scrubs, at 68 ha, lies further to the south and is a valued ecological and amenity asset, protected by the Common Act its own Wormwood Scrubs Act and categorised as Metropolitan Open Space. The Park Royal area, at 381 ha, is overwhelmingly industrial in nature and operates as one of the largest industrial estates in London, although there are also pockets of new and old residential areas and open spaces across the area.

A1.44. The OPDC area is currently poorly served by community services. The only established town centre is in the centre of Park Royal, which includes a large ASDA superstore, Central Middlesex Hospital and some smaller retail facilities.

A1.45. The area surrounding Old Oak and Park Royal is made up of established residential neighbourhoods and town centres, including Harlesden, North Kensington, Acton, Stonebridge and Alperton. Hammersmith Hospital and Wormwood Scrubs Prison are located south of the Woodwood Scrubs, with White City to the south of the A40. The two established Town Centres at Harlesden and East Acton act as important hubs for their respective communities, providing a wide range of community services. There are a number of community facilities in close proximity to the OPDC boundary and these help to serve the needs of the existing workers and residents in the OPDC area.

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Figure A1.8: Local Context

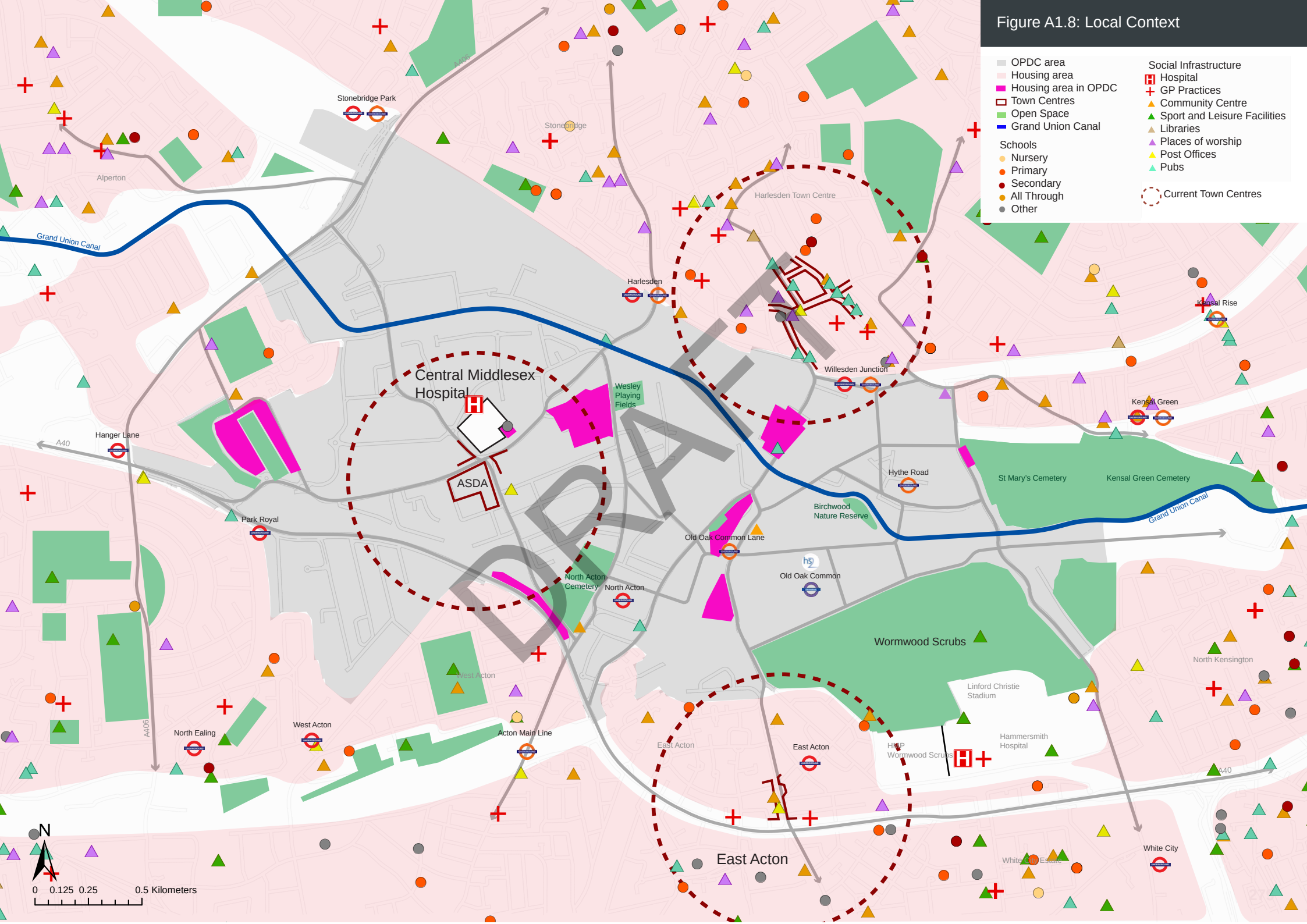


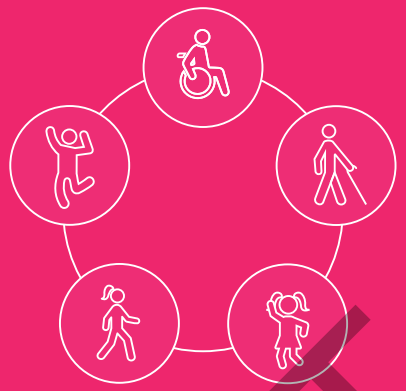
Figure A1.9: Economic, Social and Environmental Features

Economic



- The OPDC area, primarily the Strategic Industrial Location (SIL) at Park Royal, is the location of over 43,000 workers across over 1,700 enterprises, and is estimated to deliver over £2.1 billion of economic activity per annum to the UK economy[1];
- The OPDC area accounts for 30 per cent of employment in the local region and 1 per cent of all employment within London[2].
- Wholesale Trade, primarily food, is the largest industry in the OPDC area, accounting for 14.5% of private enterprise. The other main sectors include:
  - » Professional and Technical Services (11.4%);
  - » Retail (9.6%);
  - » Information and Communications (8.9%);
  - » Business Administration (8.7%);
  - » Manufacturing (8.2%);
  - » Construction (8.0%); and
  - » Motor Trades (5.6%).
- Over 80% of all enterprises in the OPDC area are micro enterprises, employing less than 10 people. This is lower than the London average of 90%, however this is offset by higher than average levels of small (16%) and medium (2.5%) size enterprises. The proportion of large enterprises at 0.5% is similar to the London average of 0.4%.
- Food production and food wholesale are a major element of Park Royal's economic activity, with over 30% of London's food produced in the area.

Social



- The local area contains a number of areas within the 10% most deprived nationally, primarily to the north and south-west. Deprivation is more pronounced in access to housing and services, levels of income and employment, and crime levels[2];
- Residents in the local area are less likely to own their own home and more likely to socially rent. 46.7% of households in the OPDC area are socially rented, compared to 23.6% of households in the three adjoining boroughs. The area also has higher than average levels of household overcrowding.
- The median household income across the three host Boroughs of Brent, Ealing and Hammersmith and Fulham is £35,671[3].
- Residents in the OPDC Area are more likely to be long term unemployed, with 2.8% of residents long term unemployment compared to the London average of 2%;
- Residents in the local area are less likely to have a degree level qualification compared to the average across London.
- The health of the community in the OPDC region is below London average levels, with high rates of disability, long-term health problems and childhood obesity, alongside lower than average life expectancy.

Environmental



- Wormwood Scrubs, covering almost 68 ha is located at the south of the OPDC area. It is a major recreational and environmental asset for west London and is protected as Metropolitan Open Land (MOL) and by its own act of parliament, the Wormwood Scrubs Act (1879);
- The Grand Union Canal runs through both Old Oak and Park Royal and is an environmental site of metropolitan importance, conservation area and a significant amenity asset.
- North Acton Cemetery is located within the OPDC area, while St Marys Cemetery, Kensal Green Cemetery and Little Wormwood Scrubs are located outside the area to the east. There are also some small public and private open spaces within the OPDC area.
- Within the OPDC area, there are 19 Sites of Importance for Nature Conservation[4] (See Figure 6.3), with one of these (Grand Union Canal) of Metropolitan Importance. The multiple railway sidings running throughout the area also act as important wildlife corridors.
- Parts of Old Oak and Park Royal suffer from high levels of air and noise pollution, arising from heavy industrial uses and the primary transport corridors running through and adjacent the area[5].

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REFERENCES

1. Future Employment Growth Sectors Study
2. Socio Economic Baseline Study
3. Housing Evidence Statement
4. SINC Statement
5. Air Quality Study


Bus stop
not in
use
NO ENTRY
Bus Stop
REQUEST
7am-7pm
No loading
7am-7pm

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