

3

# OVERARCHING SPATIAL POLICIES



# Overarching Spatial Policies

3.1 This chapter contains policies addressing the following policy themes:

- OSP 1: Optimising growth
- OSP 2: Land use
- OSP 3: Connections and open spaces
- OSP 4: Densities and building heights
- OSP 5: Places

3.2 These policies provide the key overarching policy statements for the OPDC area. They set the policy basis for the proceeding places (see chapter 4) and thematic policies (see chapters 5-12).

## Questions:

**QOSP<sub>a</sub>:** Are there any other overarching spatial policy themes you think OPDC's Local Plan should be addressing?

**QOSP<sub>b</sub>:** Do you agree with the chapter's preferred policy options? If not, what might you change?

**QOSP<sub>c</sub>:** Are there any other policy alternatives that could replace the chapter's preferred policies?

You can provide comments directly through:

[opdc.commonplace.is](https://opdc.commonplace.is)

## EVIDENCE BASE

Table 1: Overarching Spatial Policies Evidence base

Supporting study	Description	Status
<b>OPDC Development Capacity Study</b>	A study looking at the capacity of the OPDC area to accommodate new homes and jobs.	Draft completed
<b>OPDC Cultural Principles</b>	A document showing how OPDC can contribute to London's position as the world's cultural capital and how embedding culture in development can assist placemaking	Draft completed
<b>OPDC Retail and Leisure Needs Study (RLNS)</b>	A study looking at the need for retail and leisure space in the OPDC area, which includes examples of meanwhile/interim uses across London.	Draft completed
<b>OPDC Walking, cycling, streets and public realm strategy</b>	A strategy setting out recommendations for the public realm, public open space and walking and cycling infrastructure for the OPDC area.	To be developed
<b>OPDC Green Infrastructure Strategy</b>	A strategy reviewing existing GI assets, future GI requirements, and identifying opportunities for improving function, connectivity and integration with other infrastructure.	To be developed

# OSP1: Optimising Growth

## KEY ISSUES

1. London's population and economy is growing at an incredibly fast rate and there is a need for development to keep abreast of this growing need to deliver over 1 million new homes over the next ten years.
2. Brownfield land plays a critical role in meeting this need and it is important to optimise this opportunity where presented.
3. The OPDC area represents London's and the UK's largest regeneration area and can make a significant contribution towards meeting London's growth.
4. The scale of regeneration planned at Old Oak and Park Royal, if planned correctly and coordinated with growth in surrounding Opportunity Areas can help to shape west London and support London's role as a global city.

## POLICY CONTEXT

### National

3.3 The National Planning Policy Framework (NPPF) requires planning to be a tool to promote growth and meet the need to house people and continue the expansion of the UK's economy and the prosperity of its residents.

### Regional

3.4 The London Plan identifies London's need to meet its projected population and economic growth. The London Plan recognises that Opportunity areas are the capital's major reservoir of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility.

## PREFERRED POLICY OPTION

OPDC will work with stakeholders and partners to ensure that development:

- a) Optimises growth to deliver new homes and jobs and support the regeneration of the area; and
- b) Enables the creation of a new destination that will shape west London and supports London's role as a global city.

## JUSTIFICATION

3.5 The OPDC area can play a critical role in meeting London's need for homes and jobs. In 10 years, this area will have unparalleled connectivity

with a once in a lifetime opportunity to optimise regeneration and development in the surrounding area.

3.6 Growth in the OPDC area will have benefits both locally and across the wider area. During the 20 years of this Local Plan, the level of development envisaged, along with the planned strategic infrastructure, will fundamentally change the geography of west London. It is important that the new development in the OPDC area drives forward the economic prosperity of its local and west London residents and businesses and also that opportunities are taken to deliver development that supports and strengthens London's role as a competitive global city. This is explored in further detail in the Places (chapter 4) and Town Centre Uses (chapter 9) Chapters.

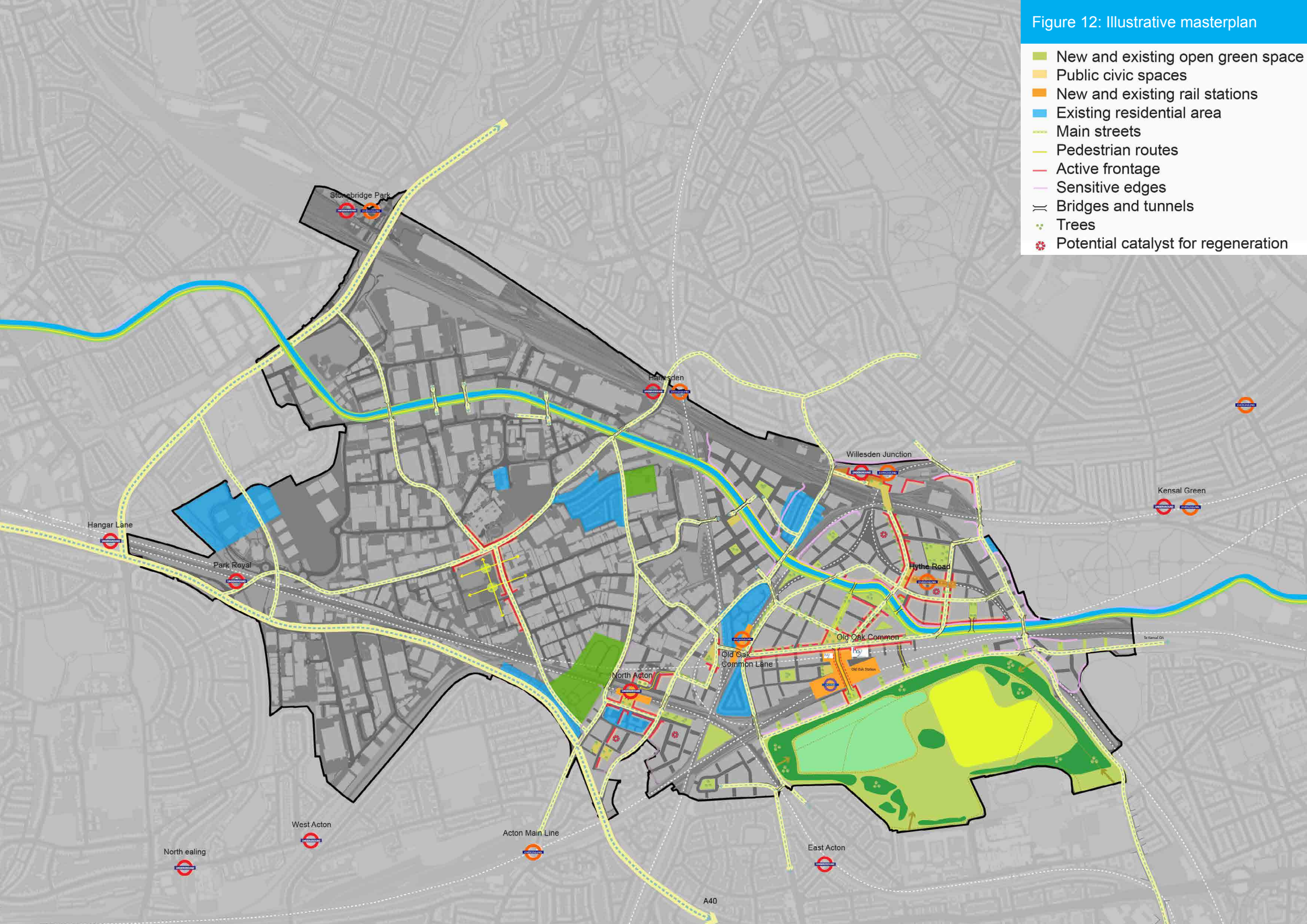
## ALTERNATIVE POLICY OPTION

3.7 No reasonable alternative policy options have been identified as an alternative would not be consistent with the NPPF or in general conformity with the London Plan.



Figure 12: Illustrative masterplan

- New and existing open green space
- Public civic spaces
- New and existing rail stations
- Existing residential area
- Main streets
- Pedestrian routes
- Active frontage
- Sensitive edges
- Bridges and tunnels
- Trees
- Potential catalyst for regeneration



# OSP2: Land use

## KEY ISSUES

1. OPDC's Local Plan must be in general conformity with the London Plan, which sets a clear homes and jobs target for both the Old Oak (24,000 homes and 55,000 jobs) and Park Royal (1,500 homes and 10,000 jobs) Opportunity Areas.
2. This scale of regeneration presents opportunities to provide facilities for local, sub-regional and London-wide needs.
3. It will be important to create vibrancy by encouraging a mix of uses and this should include a mix of small to large scale catalyst uses.

## POLICY CONTEXT

### National

3.8 The NPPF requires that planning policies aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities, as well as delivering a wide choice of high quality homes.

### Regional

3.9 Annex A of the London Plan sets housing and jobs targets for the Old Oak Common and Park Royal Opportunity Areas. The housing targets are minimum targets whilst the jobs targets are indicative.

## PREFERRED POLICY OPTION

OPDC will support proposals that contribute to the creation of a new part of London by:

- a) Delivering a new thriving centre at Old Oak that seeks to accommodate 24,000 homes and 55,000 jobs;
- b) Protecting and regenerating the Park Royal industrial estate as a powerhouse of the London economy accommodating 10,000 new jobs and 1,500 new homes; and
- c) Delivering a full mix of town centre, cultural and catalyst uses and associated infrastructure within a new town centre hierarchy.

## JUSTIFICATION

3.10 The OPDC area covers both Old Oak and Park Royal Opportunity Areas, two of London's most exciting opportunity areas. Together these form London and the UK's largest regeneration project.

3.11 The OPDC area can make a

significant contribution to London's growing housing need. The London Plan sets a requirement for the Old Oak and Park Royal Opportunity Areas to deliver a combined minimum of 25,500 homes. OPDC has undertaken a Development Capacity Study (DCS), which demonstrates how the OPDC area is capable of achieving this target. OPDC will support proposals that help to deliver this target. Further details on the way this target can be achieved are contained in the Housing and Places Chapters and specifically Policy H2.

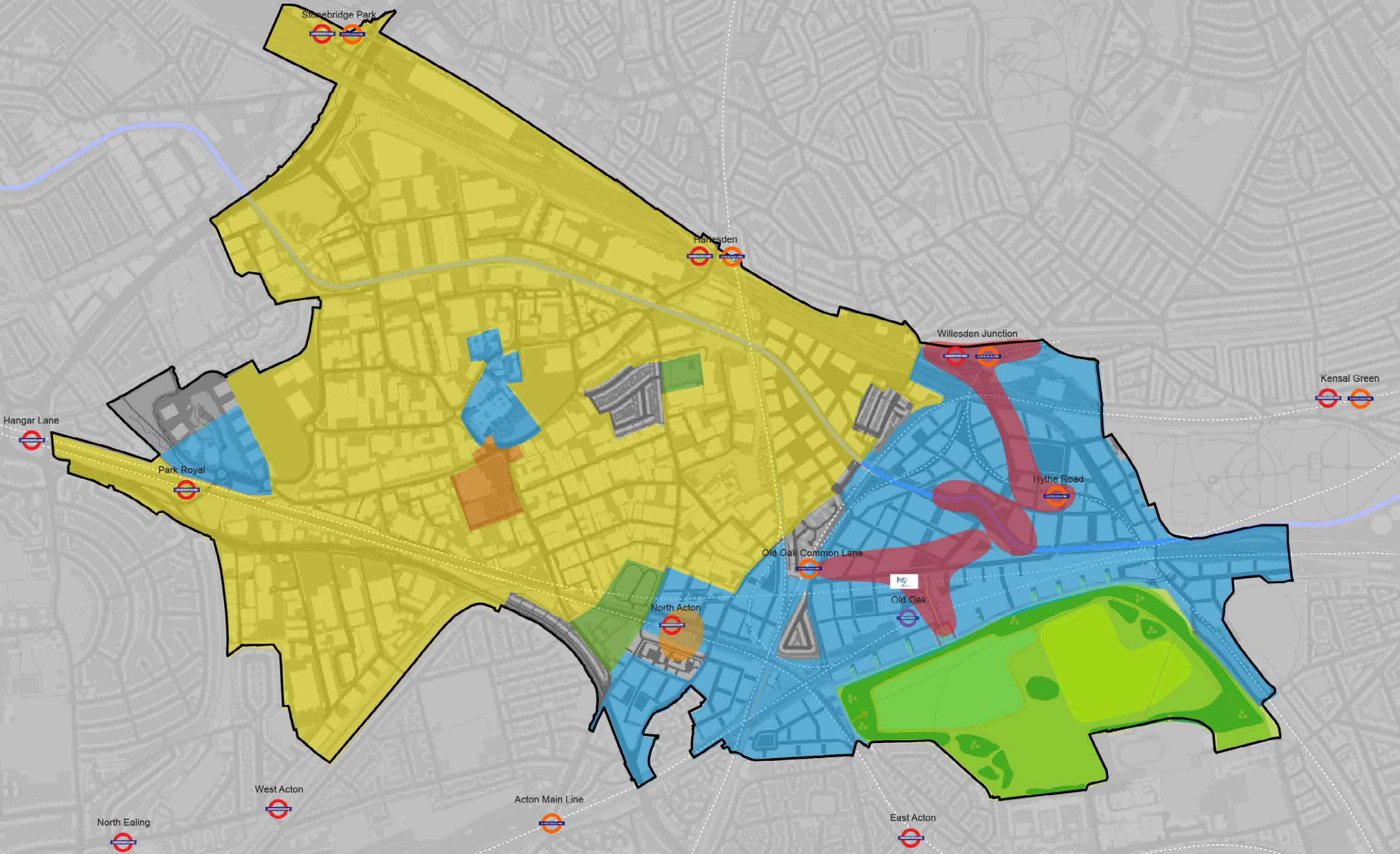
3.12 The scale of development planned in Old Oak could make a significant contribution to housing need and have a profound impact on both the London and UK economy, with early work showing how comprehensive regeneration at Old Oak could generate £7.1 billion per annum of gross value added (GVA) for the UK economy.

3.13 Park Royal is the UK's largest industrial estate, currently employing over 36,000 people across over 1,500 businesses. Protecting the estate is vital to the London economy and



Figure 13: Land use

- Industrial uses
- Mix of uses
- Old Oak High Street major centre
- Park Royal Centre & North Acton neighbourhood centres
- Existing public open space



opportunities should also be taken to intensify its use where feasible, including the provision of new homes on sites not designated as Strategic Industrial Location (SIL) (see policy E3).

3.14 The new population will need to be supported by a range of ancillary services. This will take the form of new shops, culture, sports and leisure and social infrastructure such as new schools, health centres and community space. In the first instance, these should serve the new population living in the area. These facilities should also be of benefit for communities surrounding OPDC and culture, sports and leisure uses could make a valued contribution to London (see chapter 9).

#### **ALTERNATIVE POLICY OPTION**

3.15 No reasonable alternative policy options have been identified. This Local Plan must be in general conformity with the London Plan and this sets clear homes and jobs targets for the OPDC area.

Figure 14: Local business in Park Royal





Figure 15: Local business in Park Royal





# OSP3: Connections and open spaces

## KEY ISSUES

1. The existing built environment creates significant severance and lacks integration with surrounding areas. This should be addressed through a series of new and improved connections and movement options.
2. Sufficient amounts of high quality open space should be provided to meet the needs of local communities and at the same time, contribute to mitigating the impacts of climate change.

## POLICY CONTEXT

### National

3.16 The NPPF identifies that:

- development should establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- development should deliver places which promote clear and legible pedestrian routes that encourage the active use of public areas; and
- access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

### Regional

3.17 The London Plan provides guidance for

connections, public realm and open spaces including:

- delivery of secure, accessible, inclusive, connected, legible, uncluttered public realm that relates to the local context, including heritage;
- incorporating the highest quality design, landscaping, planting, street furniture and surfaces; and
- delivery of new public open space to address areas of deficiency.

3.18 The Mayor's Old Oak and Park Royal OAPF principles D1, D2, OO2 and OO3 provide guidance for delivering new and improve connections, public realm and open space within Old Oak and Park Royal.

## PREFERRED POLICY OPTION

OPDC will support proposals that deliver:

- a) improvements to the existing street network, as well as a new street network that connects stations, key destinations, neighbourhoods and surrounding areas;
- b) the highest standards of design for the public realm that can positively accommodate change and

innovation over time;

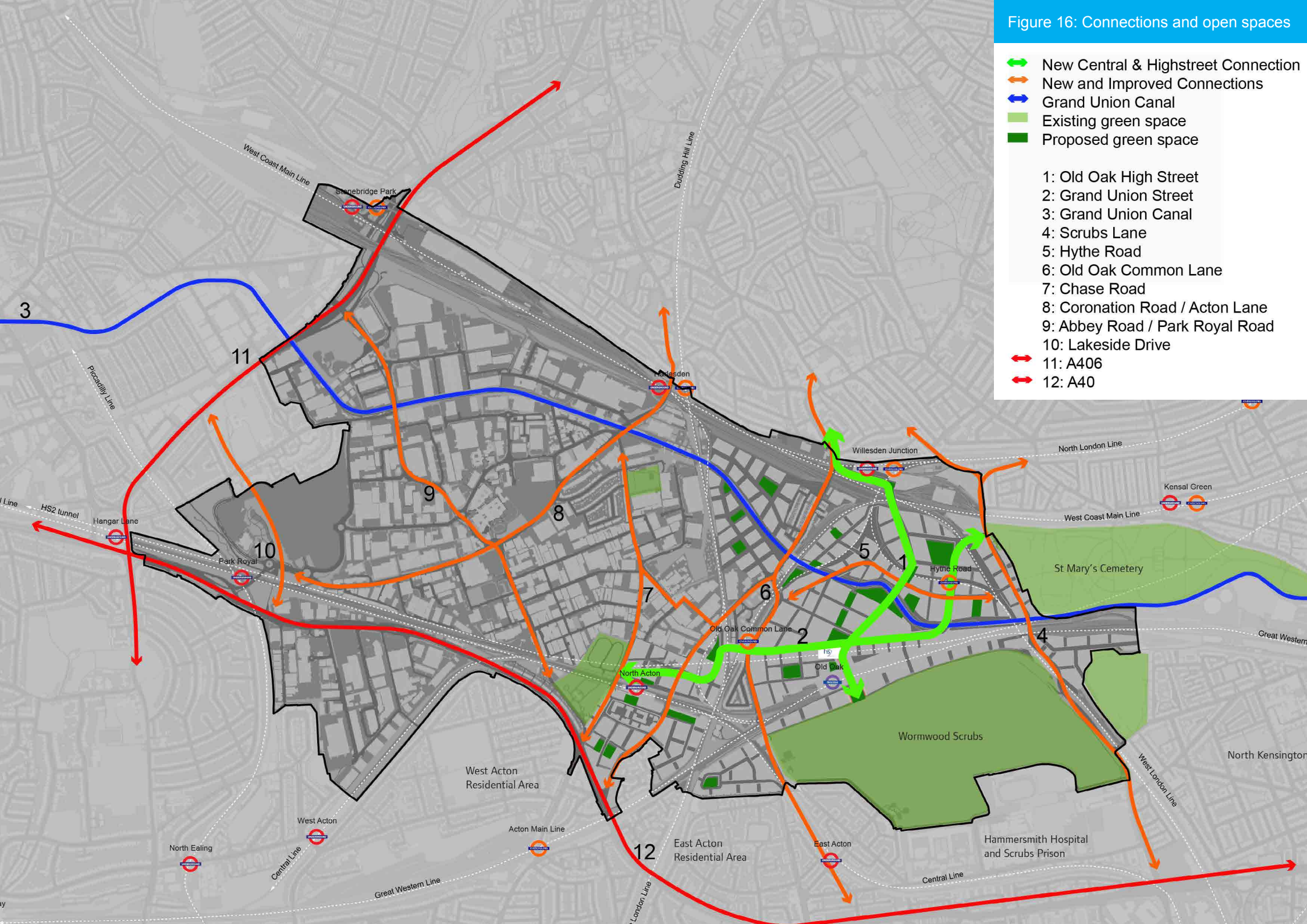
c) a well-connected and legible network of high quality and varied public, communal and private open spaces to meet all needs; and

d) development that celebrates the existing open spaces of Wormwood Scrubs, the Grand Union Canal, the canalside nature reserve, St. Mary's Cemetery, Wesley Playing Fields and Acton Cemetery.

## JUSTIFICATION

3.19 Connecting Old Oak and Park Royal into London, west London and its local context will be fundamental to the successful regeneration of this area. The key routes shown in Figure 16 will be key in achieving this. High quality public realm not only supports movement but plays a key role in facilitating social interaction. Along these routes, there will be locations where routes intersect that can become the focal point for new communities, such as Grand Union Square. At these focal points, uses and activities that encourage vibrancy will be supported. New connections will enable local

Figure 16: Connections and open spaces





communities to access services in and around Old Oak and Park Royal. The public realm should be accessible to all people and respond to changing needs.

3.20 Open space plays a key role in supporting the health and well-being of local communities and is critical in delivering the green infrastructure network (see policy EU8). New development should enable delivery of new and improved open spaces that support the needs of a new community living and working across Old Oak and Park Royal. During the development of Old Oak, there will also be a need for temporary open spaces to activate the area and provide amenity for the early phases of development.

3.21 Bringing public, communal, private and temporary open space together provides an opportunity to deliver a varied and well-used green grid across the life of the development. OPDC is commissioning a Walking, Cycling, Streets and Public Realm Strategy, which will provide a framework for delivering an exemplar sustainable, accessible urban environment for Old Oak and Park Royal. The strategy will be made available as a supporting study to the next draft of the Local Plan.

## **ALTERNATIVE POLICY OPTION**

3.22 No reasonable alternative policy options have been identified. The creation of connected places served by open spaces that meet need is underpinned by national and regional policy.



Figure 17: Grand Union Canal in Park Royal





# OSP4: Densities and building heights

## KEY ISSUES

1. Delivery of high density development will capitalise on the area's excellent public transport accessibility. This approach will optimise OPDC's contribution towards meeting London's housing shortage and its economic growth and competitiveness.
2. Intensification of Park Royal could support the industrial area's continued growth and role in the London economy.
3. Well-designed high density and tall building development can play a positive role in creating vibrancy and a sense of place. To be successful, such buildings should be exemplar and ensure the creation of a liveable place and avoid poor quality environments.
4. Changes to public transport accessibility identified in this draft Local Plan may require changes to the spatial distribution of density set out in figure 18.

## POLICY CONTEXT

### National

3.23 NPPF identifies that decisions should aim to ensure that development optimises the potential of sites to accommodate development.

### Regional

3.24 The London Plan provides guidance for tall buildings and residential densities. Tall buildings are promoted in Opportunity Areas and high densities are also promoted in areas of good public transport accessibility.

3.25 The Mayor's Old Oak and Park Royal OAPF principles D3 and OO4 provide guidance for building heights and densities within Old Oak and Park Royal.

## PREFERRED POLICY OPTION

- a) OPDC will support proposals that deliver predominantly:
  - i. the highest density development around Old Oak Common Station;
  - ii. high density development around other rail stations and at key destinations responding to the surrounding context;
  - iii. medium densities at residential-led areas; and
  - iv. lower densities at sensitive edges.
- b) OPDC will support proposals that focus taller buildings at stations, key destinations and where they contribute to placemaking.

## JUSTIFICATION

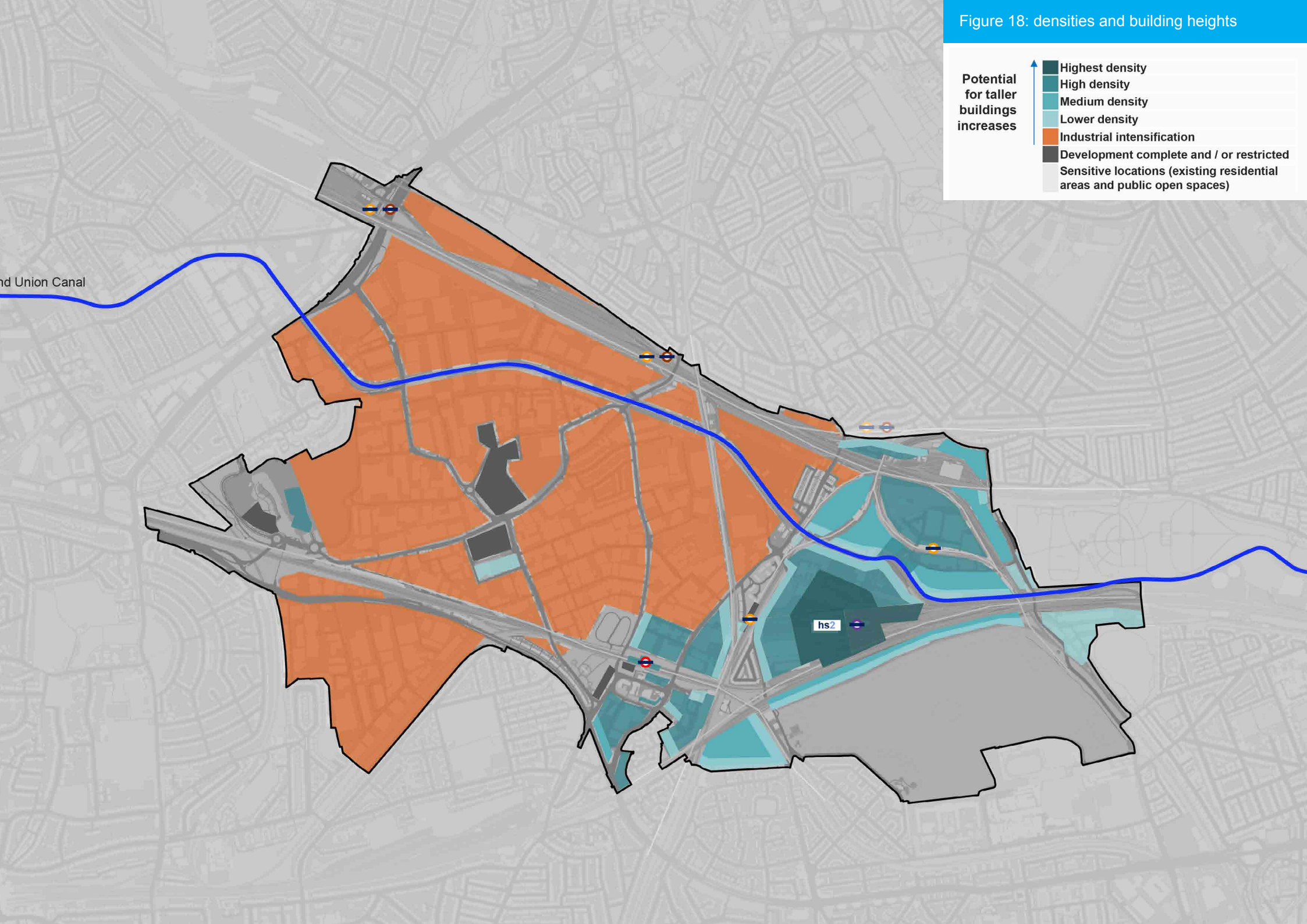
3.26 High density housing, retail, employment space and social infrastructure is required to help optimise the use of land in this area and to deliver both a new urban area and a high performing industrial area.

3.27 OPDC has developed a draft Development Capacity Study (DCS) for review and comment alongside this draft Local Plan. This sets out OPDC's draft housing trajectory and shows how the area could accommodate the targets set out in the London Plan. The capacity analysis in the DCS identifies areas that could accommodate different densities. Suggested density levels that may be appropriate in different locations (see Figure 18) are:

- **Highest** - Old Oak Common Station and surrounds: in the region of 600 units per hectare;
- **High** - Stations and key destinations: in the region of 550 units per hectare;
- **Medium** - Residential led areas: in the region of 405 units per hectare; and
- **Lower** - Sensitive edges: in the region of 300 units per hectare.



Figure 18: densities and building heights



3.28 The density ranges set out in this draft of the Local Plan are not predetermined densities and are specific to Old Oak and Park Royal. These ranges will be used to guide development proposals and demonstrate how the total quantum of development as required by London Plan targets could be arranged on site. It is recognised that development on particular sites may be carried out in a number of different ways and alternative proposals could be considered appropriate if they accord with relevant planning guidance.

3.29 High density development is appropriate around stations. However, to the north of Willesden Junction Station, around the proposed Old Oak Common Lane Station and to the south of proposed Old Oak Common Station there are sensitive locations. In these locations, development will need to strike a careful balance between optimising development and responding positively to the surrounding existing context while achieving the highest standards of design.

3.30 The high and highest densities identified are likely to exceed the London Plan's density matrix. However, the London Plan does note that it is not appropriate to apply the density matrix

mechanistically and that other factors should be taken into account such as local context, design and transport capacity.

3.31 This draft Local Plan supports small to large scale catalyst uses where they contribute to creating a sense of place and deliver vibrancy. The scale of catalyst uses may have an impact on the distribution and range of densities. Small or medium sized catalyst uses are assumed to be integrated as part of new mixed use development. However, large scale catalyst uses may require a significant land take and be of a form which cannot be easily integrated with housing and other commercial uses. As such, to accommodate large scale catalyst uses, the distribution of development densities may need to be adjusted and increased in locations to meet the homes and jobs targets set out in Annex A of the London Plan. Please refer to OSP5 for further information and relevant consultation questions.

3.22 High density development does not directly equate to the delivery of tall buildings and can be delivered across a range of building heights. High density development can include tall buildings. Tall buildings must achieve the highest standards of design, be mindful of their surrounding context and accord with

the requirements set out in national guidance, the London Plan and the draft preferred policy options of this Local Plan. Taller buildings should be focused in the highest and high density areas identified above but there may be opportunities for taller elements elsewhere where they contribute to coordinated place making and create a moment of interest.

#### **ALTERNATIVE POLICY OPTION**

3.23 No reasonable alternative policy options have been identified. Optimising densities in Opportunity Areas and in areas of good public transport is underpinned by national and regional policy.

#### **Questions:**

**QOSP4a:** Do you agree with the areas identified as sensitive edges/locations in Figure 18?

**QOSP4b:** Are there any sensitive edges that could accommodate higher densities?

You can provide comments directly through:

[opdc.commonplace.is](https://opdc.commonplace.is)





Figures: (examples of housing development)

- 19: Barking town centre
- 20: High Point Village, Hayes
- 21: Aylesbury Estate regeneration
- 22: Adelaide Wharf, Hackney





# OSP5: Places

## KEY ISSUES

1. National and regional guidance both recognise the importance of creating places in which people want live, work, play and visit.
2. The scale of development proposed across Old Oak and Park Royal will significantly alter the character of the area and will also have an impact on the character of surrounding places.
3. There is an opportunity to create a series of new lifetime neighbourhoods and connected areas that can help to overcome the areas' current severance.
4. These places can start to develop their own character and each should celebrate existing features.

## POLICY CONTEXT

### National

3.24 The National Planning Policy Framework (NPPF) requires that planning authorities develop policies based on an understanding and evaluation of its defining characteristics and provide guidance for establishing a strong sense of place that responds to local character and history, while not preventing or discouraging innovation.

### Regional

3.25 The London Plan recognises the importance of place making. It sets out a series of comprehensive design related policies that provide comprehensive guidance for delivering Lifetime Neighbourhoods and for development to help reinforce or enhance the character, legibility, permeability, and accessibility of neighbourhoods. It also provides guidance for development to build on the positive elements of character and have regard to the form, function, structure, scale, mass and orientation of a place.

## PREFERRED POLICY OPTION

OPDC will support proposals that:

- a) Create a series of attractive and locally distinctive places (see figure 23) and lifetime neighbourhoods;
- b) Celebrate existing features of the Grand Union Canal, Wormwood Scrubs, Park Royal, designated heritage assets and existing communities;
- c) Demonstrate early engagement with existing residents and businesses to inform placemaking;
- d) Provide activation projects and

meanwhile uses to help deliver early vibrant places. Proposals over a certain size will be encouraged to submit a meanwhile strategy; and  
e) Deliver a mix of catalyst uses where they accord with the policies of this plan and which could include uses such as culture, sports and leisure uses, education and health institutions:

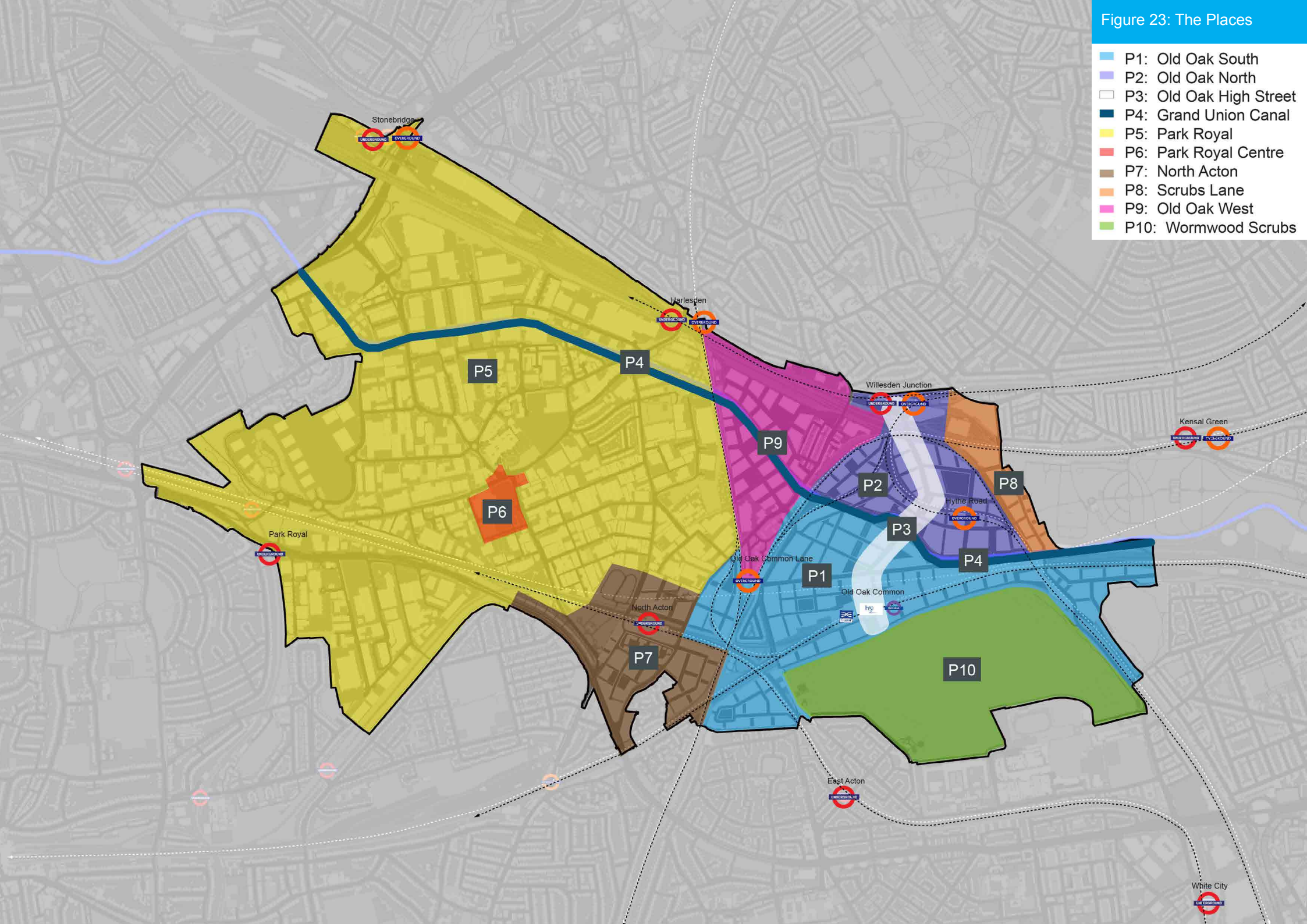
- i. Small and medium sized catalyst uses will be supported in town centre locations or areas of high activity, which are integrated as part of mixed use developments; and
- ii. Large scale catalyst uses will be supported where they generate vibrancy, and support placemaking, are compatible with surrounding development and do not compromise the delivery of homes and jobs.

## JUSTIFICATION

3.26 The regeneration of Old Oak offers a once in a lifetime opportunity to deliver a new part of London. At this early

Figure 23: The Places

- P1: Old Oak South
- P2: Old Oak North
- P3: Old Oak High Street
- P4: Grand Union Canal
- P5: Park Royal
- P6: Park Royal Centre
- P7: North Acton
- P8: Scrubs Lane
- P9: Old Oak West
- P10: Wormwood Scrubs



stage it is important that initial planning policies provide flexibility to encourage and allow for changing circumstances to shape this area. As such, this draft plan seeks to establish a number of key parameters to inform development.

3.27 Improving and creating new places within Old Oak and Park Royal is critical in fostering a fine grain character. Recognising existing positive elements of the local context and local distinctiveness will help inform current and new areas and help foster and nurture a sense of place. The Places Chapter (chapter 4) sets out detailed place specific policies across the OPDC area. These policies seek to achieve a series of unique and connected places that interrelate to one another and to surrounding areas. Within Old Oak North, Old Oak South and Old Oak West, these places, or parts of these places may be designated as strategic sites to help provide more detailed strategic guidance. These suggested places are listed below. Within these places, there may also be specific areas that could be identified as strategic sites to help provide more detailed guidance (see question QOSP5h below).

- Old Oak South
- Old Oak North
- Old Oak High Street

- Grand Union Canal
- Park Royal
- Park Royal Centre
- North Acton
- Scrubs Lane
- Old Oak West
- Wormwood Scrubs

3.28 Existing communities have a wealth of knowledge and are well placed to know what currently does and does not work. This local knowledge is important to inform placemaking. To best capture this local expertise, applicants are encouraged to engage at the earliest opportunity with local communities and businesses in line with the requirements of OPDC's Statement of Community Involvement (SCI). To supplement local knowledge, OPDC has set up a Place review group, to review and comment on emerging proposals to ensure development delivers a series of high quality, attractive and liveable places.

3.29 Meanwhile or pop-up uses can play a valuable role in creating an early sense of place, by attracting innovative businesses to an area and creating a buzz. OPDC's Socio-Economic Regeneration Strategy will set out how it will support and foster workspace and meanwhile uses to enable early employment uses and entrepreneurial activity.

3.30 OPDC's Cultural Principles provides examples of how the provision of culture and art can help attract business start-ups and innovators to an area, whilst OPDC's Retail and Leisure Needs Study (RLNS) identifies recent retail and employment- led meanwhile schemes such as Boxpark Croydon, the Artworks in Elephant and Castle and Pop Brixton. To support placemaking, OPDC will require developers providing a significant proportion of homes and/ or floorspace to submit a 'meanwhile strategy' that sets out how development will deliver vibrant interim uses and spaces to help to activate schemes within early development phases.

3.31 Small to large-scale catalyst uses could act as a focus for early development. They can also act as an attraction drawing people into an area and helping it to become a recognised and successful part of London where people want to live, work, visit and play. Such uses could include culture, sports, leisure uses, education and health institutions. The provision of Central St Martins – University of Arts at King's Cross provides a recent example of how such uses can help create an early sense of place. OPDC will work with developers and providers to explore ways in which such uses could be attracted to help accelerate



development and regeneration.

3.32 The Places Chapter identifies four broad locations in which small, medium and large-scale catalyst uses may be appropriate:

- Old Oak South (P1);
- Old Oak North (P2),
- Old Oak High Street (P3); and
- North Acton (P7).

3.33 Small and medium sized catalyst uses are an integral part of town centre uses and should be focused within the town centre hierarchy or in areas of high footfall.

3.34 Large-scale catalyst uses can play a more fundamental role in placemaking, helping to create a destination and providing uses that serve a London-wide need as well as meeting local needs. Large-scale uses may have a significant land-take, with subsequent impacts on amenity and transport networks. Large-scale catalyst uses may also result in a need for greater flexibility in development densities to continue to achieve the homes and jobs targets identified for the OPDC area in the London Plan. Different large-scale catalyst uses will have different impacts on their surroundings and for such uses to be acceptable these would need to clearly demonstrate how

they have successfully mitigated these impacts. To aid decision taking, OPDC is considering developing specific tests against which the suitability of different catalyst uses would be judged, particularly for larger scale catalyst uses which are more likely to have an impact on their surroundings (please see question QOSP5g).

#### **ALTERNATIVE POLICY OPTION**

3.35 No reasonable alternative policy options have been identified. Creating high quality places is underpinned by national and regional policy. Alternatives not promoting meanwhile uses or catalyst uses are not considered reasonable as they would stifle development in the OPDC area.

You can provide comments directly through:

[opdc.commonplace.is](https://opdc.commonplace.is)

#### **Questions:**

**QOSP5a:** Do you agree with the proposed places within Old Oak and Park Royal?

**QOSP5b:** Are there any amendments to the proposed place boundaries needed?

**QOSP5c:** Are there any additional places that could be added to better reflect existing character areas or respond to future development?

**QOSP5d:** Are the four places identified for large catalyst uses appropriate? Should other places be identified as appropriate locations for catalyst uses?

**QOSP5e:** Are there other catalyst uses not included in the list that would also support the delivery of the draft Local Plan spatial vision and objectives?

**QOSP5f:** Should OPDC support catalyst uses if they result in increased densities beyond those identified in Policy OSP4?

**QOSP5g:** What specific tests might OPDC consider applications for large-scale catalyst uses against any why?

**QOSP5h:** What areas could benefit from strategic site policies?