

Subject: Consideration of the proposed amendment to the Old Oak Neighbourhood Area

Meeting date: 11 November 2021

Report to: Planning Committee

Report of: Director of Planning

FOR RECOMMENDATION

This report will be considered in public

1 Summary

- 1.1 On 12 September 2017, OPDC designated the current Old Oak Neighbourhood Area and on 9 February 2018, OPDC designated the Old Oak Neighbourhood Forum as the forum for the Old Oak Neighbourhood Area. The Old Oak Neighbourhood Forum has submitted an application to amend the Old Oak Neighbourhood Area to include portions of OPDC's draft Local Plan Channel Gate site allocation. Officers are recommending to amend the boundary of the Old Oak Neighbourhood Area. The recommended amendment differs from the proposal submitted by the Old Oak Neighbourhood Forum. Following an extensive local consultation exercise, it is recommended that the application be not approved, for the reasons set out in detail below, but that minor amendments be made to the existing Neighbourhood Area boundary. The Planning Committee is asked to make its recommendation to the OPDC Board which will make the final decision at its meeting on November 30th.

2 Recommendations

The Planning Committee is invited to:

- 2.1 **Note** the application from the Old Oak Neighbourhood Forum to extend the existing Old Oak Neighbourhood Area by including the draft Local Plan's Channel Gate site allocation.

- 2.2 **Note** that OPDC has undertaken an extensive public consultation exercise to seek local views on this application, details of which are set out below in section 6.
- 2.3 **Recommend** that the Board does not approve the amendment to the boundary of the Old Oak Neighbourhood Area as requested by the Old Oak Neighbourhood Forum for the reasons set out in section 7, but that minor amendments to the existing boundary, as shown edged in blue in Figure 9 of this report are approved.

3 Background

Neighbourhood Planning overview

- 3.1 Neighbourhood planning is a community led process intended to shape and promote development at the neighbourhood (i.e. local) level.
- 3.2 It was introduced through the Localism Act (2011) to enable communities to define Neighbourhood Areas and establish Neighbourhood Forums to draw up a Neighbourhood Plan and/or Neighbourhood Development Orders. It is guided by a range of legislation and national guidance. Local Planning Authorities (LPAs) are required by law to support the neighbourhood planning process.

Neighbourhood Area amendment application and consultation

- 3.3 A Neighbourhood Forum is a community-led group which seeks to help shape growth and development within its Neighbourhood Area.
- 3.4 Neighbourhood Forums apply to their relevant LPA for a Neighbourhood Area to be designated in accordance with regulation 5 of the Neighbourhood Planning (General) Regulations 2012 (as amended).
- 3.5 A Neighbourhood Forum can apply to their relevant LPA to amend the boundary of an existing designated Neighbourhood Area. This is facilitated by Section 5 of the Neighbourhood Planning Act 2017 (which amends the Town and Country Planning Act 1990 and the Planning and Compulsory Purchase Act 2004). The application for an amendment is the same as for an initial designation and must accord with the requirements of regulation 5 of the Neighbourhood Planning (General) Regulations 2012 (as amended). These requirements are that an application must include:
- a map which identifies the amended Neighbourhood Area to which the application relates;
 - a statement explaining why this area is considered appropriate to be designated as a Neighbourhood Area; and
 - a statement that the Neighbourhood Forum making the area application is a relevant body for the purposes of section 61G of the 1990 Town and Country Planning Act.
- 3.6 The Regulations also require that once the application material is submitted, the LPA must as soon as possible publish on their website and in other manners considered appropriate the following:
- a copy of the area application;

- details of how to make representations; and
- the date by which those representations must be received, being not less than 6 weeks from the date on which the area application is first publicised.

3.7 In accordance with OPDC's Statement of Community Involvement, upon receipt of an application, as soon as possible, OPDC publishes on its website a copy of the application made by the forum and details about how to comment. It also notifies and seeks comments from the community.

Timeframe for determining an application for amending an existing Neighbourhood Area

3.8 Once the application material is published for consultation, a local planning authority must determine the application within 13-weeks from the date of publication in accordance with Neighbourhood Planning (General) (Amendment) Regulations 2015.

Neighbourhood Plans

3.9 Following the designation of a Neighbourhood Forum and Area, the forum can commence preparation of a Neighbourhood Plan and/or Neighbourhood Development Order(s). A Neighbourhood Plan must undergo a public consultation and independent public examination, before it is sent to a referendum carried out by the relevant borough(s). If the plan receives the support of 50% or more of those who vote in the referendum it to then be 'made' by the LPA.

3.10 Neighbourhood Plans provide planning policies for land within the Neighbourhood Area. A Neighbourhood Development Order is an order which grants planning permission for development specified in the order or for development of any class specified in the order. Both Neighbourhood Plans and Neighbourhood Development Orders need to be in general conformity with the strategic policies of the development plan. OPDC's development plan includes the Local Plan (once adopted), London Plan and West London Waste Plan. They also need to be consistent with national policy. Once adopted, a Neighbourhood Plan forms part of the statutory development plan for the area within which it is situated.

3.11 The preparation of Neighbourhood Plans and Neighbourhood Development Orders are led by the relevant neighbourhood forum with support from LPA.

4 Overview of Old Oak Neighbourhood Forum, Area and draft Plan

4.1 On 12 September 2017, OPDC Board designated the current Old Oak Neighbourhood Area after refusing to designate a previous Neighbourhood Area applied for. The reasons for this refusal are published within the [Old Oak Neighbourhood Area Decision Document](#). The [previous Neighbourhood Area](#) application did not include the area in the proposed extension. It comprised Old Oak South, parts of Old Oak North, Scrubs Lane, Wormwood Scrubs and areas within the London Borough of Hammersmith and Fulham comprising College Park, Little Wormwood Scrubs, Linford Christie Stadium, Latymer Playing Fields and the Old Oak Estate.

- 4.2 The designated Old Oak Neighbourhood Area includes the Island Triangle, Wesley Estate, Shaftesbury Gardens, Midland Terrace and Well House Road residential areas. The designated area is shown in figure 1:

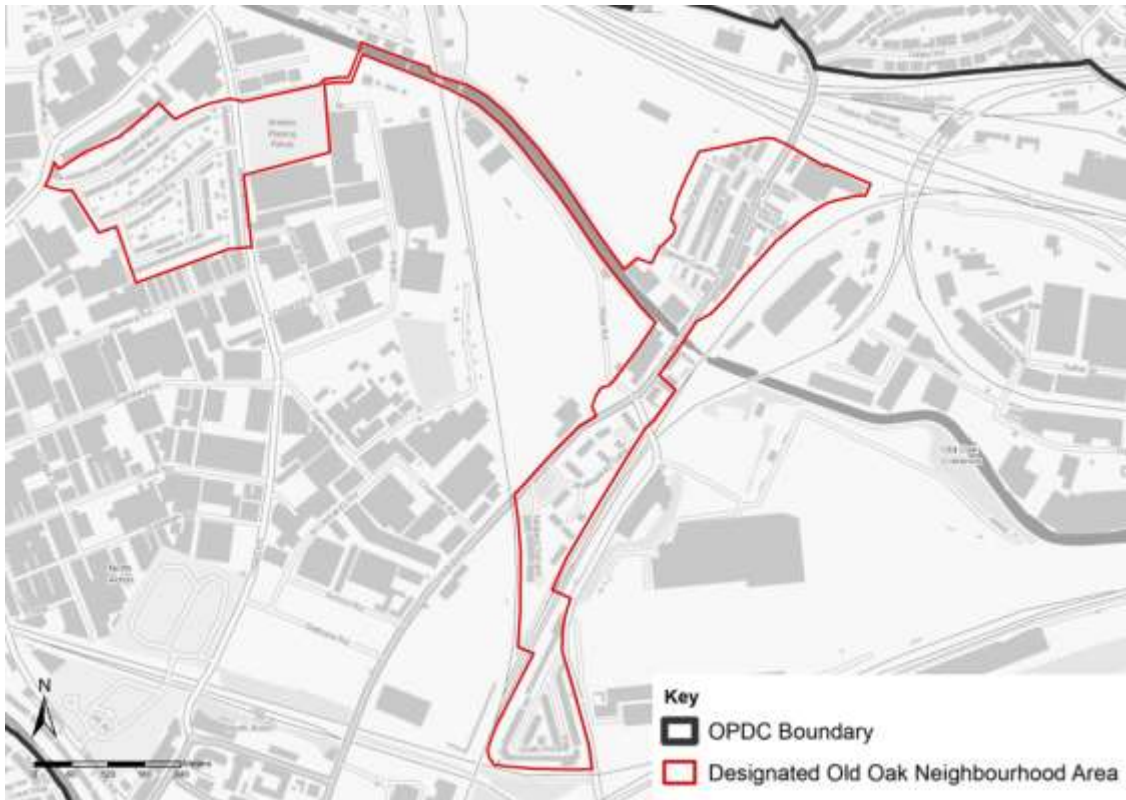


Figure 1: Designated Old Oak Neighbourhood Area

- 4.3 Due to the changes made to the Neighbourhood Area boundary as part of the designation process, the original forum did not meet the minimum membership requirement for the designated Old Oak Neighbourhood Area and the application for designation was therefore refused by OPDC Board on 12 September 2017. This is confirmed in the [Old Oak Neighbourhood Forum Refusal Statement](#).
- 4.4 Subsequently, on 9 February 2018, OPDC designated the Old Oak Neighbourhood Forum as the forum for the Old Oak Neighbourhood Area. The designation is detailed in the [OPDC Chief Executive Officer Decision Report](#) and confirmed in the [Old Oak Neighbourhood Forum Decision Document](#).
- 4.5 After 5-years, the Town and Country Planning Act 1990 (as amended) section 61F(8) identifies that a designated Forum ceases to have effect. Therefore, the Old Oak Neighbourhood Forum must apply to OPDC to meet the deadline of February 2023 for re-designation following the same process as for their application for initial designation.
- 4.6 At the point of designation, the [Old Oak Neighbourhood Forum](#) had 65 members who live or work in the current Neighbourhood Area and 67 affiliate members who live outside of the current Neighbourhood Area.

5 Overview of Old Oak Neighbourhood Area amendment application

- 5.1 The Old Oak Neighbourhood Forum has submitted an application which proposes to amend the Old Oak Neighbourhood Area boundary. The submitted application material can be found in Appendix A. The proposed amendment to the Old Oak Neighbourhood Area is shown below in blue in figure 2 and proposes to extend the area to include a large portion of OPDC’s draft Local Plan site allocation 26 – Channel Gate.

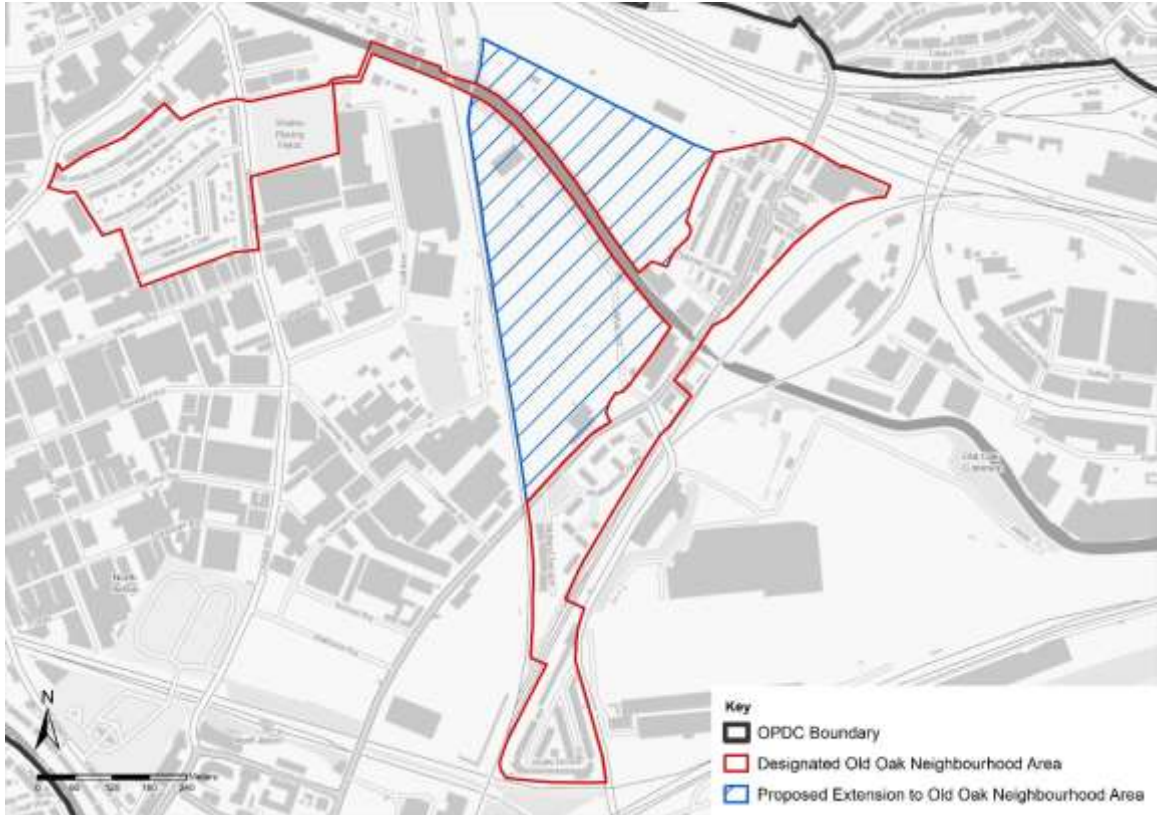


Figure 2: Proposed amendment to the Old Oak Neighbourhood Area.

- 5.2 The application specifies that future Neighbourhood Plan guidance for the proposed amendment would be developed as a “Plan B” to OPDC’s draft Local Plan proposals. This guidance would be developed in the event of a change in the planning context for the area with consent from OPDC.
- 5.3 The application states three potential events for developing guidance for Plan B while noting other potential events are possible. The stated events comprise:
- HS2 being suspended or no longer progressed.
 - OPDC’s draft Local Plan not proceeding to adoption.
 - OPDC not securing significant infrastructure funding from Government resulting in the draft Local Plan’s proposals no longer being viable.
- 5.4 The application notes that the Forum’s Plan B guidance would comprise site allocations and policies and would be different from OPDC’s draft Local Plan proposals. The extension area comprises a large portion of OPDC’s draft Local Plan site allocation 26 – Channel Gate. This site allocation is identified to deliver a minimum of 3,100 new homes, 10,700 square metres of economic floorspace, a new 2 hectare Local Park and

social infrastructure. The application states that new development on the sites in the area extension would be more likely to be consistent with the scale and style of surrounding buildings than would be the case under OPDC's draft Local Plan.

6 Overview of consultation and responses

- 6.1 In accordance with the Neighbourhood Planning (General) Regulations, OPDC published the application for a six week public consultation from 13 September to midnight 25 October 2021.
- 6.2 We were keen to ensure that everyone, including those from seldom heard groups, had the opportunity to understand the changes proposed, ask questions, provide comments and have their views heard. The consultation activities comprised:
- A 6-week consultation period using a hybrid approach to enable people to respond both online and offline in accordance with the Government's Covid-19 related guidance at the time of consultation.
 - Publishing a Consultation Plan setting out the consultation process to ensure transparency.
 - Publishing public notices in hardcopy and online publications of the Brent and Kilburn Times and Get West London.
 - Providing updates on social media via Facebook, Instagram, Twitter and LinkedIn.
 - Writing to 1,576 properties in the designated Old Oak Neighbourhood Area and proposed extension area.
 - Putting up notices at key locations across the OPDC area.
 - Issuing e-newsletters to all of OPDC's subscribers.
 - Providing briefings to key community and business groups.
 - Using OPDC's online consultation platform that held all materials, including application material, presentation slides providing an overview of the consultation, details of how to respond and an option to submit comments online.
 - Updating OPDC's webpages which sits on the Mayor of London's website, london.gov.uk.
 - Providing paper copies of consultation materials at two local locations (Brent Hub Community Enterprise Centre and The Collective).
 - Offering all consultation material to be available in hardcopy, to be translated and to be available in Braille or audio format.
 - A dedicated phonenumber, email address and postal service open during office hours for community members to speak directly to OPDC's planning policy team and have queries answered.
 - Enabling consultation responses to be provided via a range of ways comprising by email, online submission, phone, letter and via feedback boxes at the above two locations.

Consultation feedback summary

- 6.3 Consultation responses and information are provided in Appendix B: Statement of Consultation. The consultation activities resulted in:

- Nearly 188 visitors to the online engagement platform who downloaded over 78 documents.
- 106 respondents submitted comments. Respondents comprise:

| Respondent type | Quantity |
|-------------------------|-----------------|
| Residents | 77 |
| Unknown | 14 |
| Community Group | 5 |
| Landowner | 3 |
| Employee | 3 |
| Local Authority | 1 |
| Business | 1 |
| Politician | 1 |
| Place of worship | 1 |

Table 1: respondents breakdown

- Responses are grouped as follows:

| Category | Quantity | % |
|---|-----------------|--------------|
| Supportive These comprised the majority of residents, unknown respondent types, community groups, employees, business, politician and place of worship. | 101 | 95.3% |
| Not supportive These comprised the London Borough of Ealing, Park Score Ltd a land owner within the proposed extension area and a resident. | 3 | 2.8% |
| Neutral These comprised responses from Department for Transport (made also on behalf of High Speed 2 and Network Rail) and Pocket Living. These stakeholders own sites or have a development interest within the proposed extension area. | 2 | 1.9% |

Table 2: comments breakdown

6.4 Table 3 and figure 3 identify the location of respondents. These show the highest concentration of respondents from within the Island Triangle area which sits to the east of the proposed extension area. This is followed by respondents from North Kensington located outside of the Old Oak Neighbourhood Area, respondents of unknown locations and, those within residential areas of the designated Old Oak Neighbourhood alongside East Acton which falls outside of the Old Oak Neighbourhood Area.

6.5 How responses relate to whether respondents live, work or carry on business in the designated Old Oak Neighbourhood Area and proposed extension area has also been identified. The results comprise:

- 48 (45%) responses from within the designated Old Oak Neighbourhood Area and proposed extension area.
- 43 (41%) responses from outside of the designated Old Oak Neighbourhood Area and proposed extension area.
- 15 (14%) from unknown locations.

6.6 When comparing this to the estimated resident and business population of 4,435 people (based on 2.56 people per property ([East Acton Ward average household size in 2020](#)) with 1,576 properties and 400 employees in the Old Oak Neighbourhood Area and proposed extension area) this equates to an approximate 1.1% response rate from the population within the Old Oak Neighbourhood Area and proposed extension area. When considering the 45 supportive respondents this equates to an approximate 1.0% response rate. These figures do not reflect respondents from unknown locations.

| Respondent locations | Quantity | Within designated Old Oak Neighbourhood Area or proposed extension? |
|----------------------------------|-----------------|--|
| Island Triangle | 24 | Yes |
| North Kensington | 19 | No |
| Unknown | 16 | Unknown |
| Wells House Road | 12 | Yes |
| Midland Terrace | 6 | Yes |
| East Acton | 6 | No |
| Channel Gate | 3 | Yes |
| Old Oak North | 3 | No |
| Stonebridge | 3 | No |
| Shaftesbury Gardens | 2 | Yes |
| Hammersmith | 2 | No |
| London Borough of Ealing | 2 | No |
| Harlesden | 1 | No |
| West Ealing | 1 | No |
| Scrubs Lane | 1 | No |
| Central Acton | 1 | No |
| Kensal Green | 1 | No |
| Holland Park | 1 | No |
| Former Kensington Borough | 1 | No |
| North Acton | 1 | No |

Table 3: Respondent locations

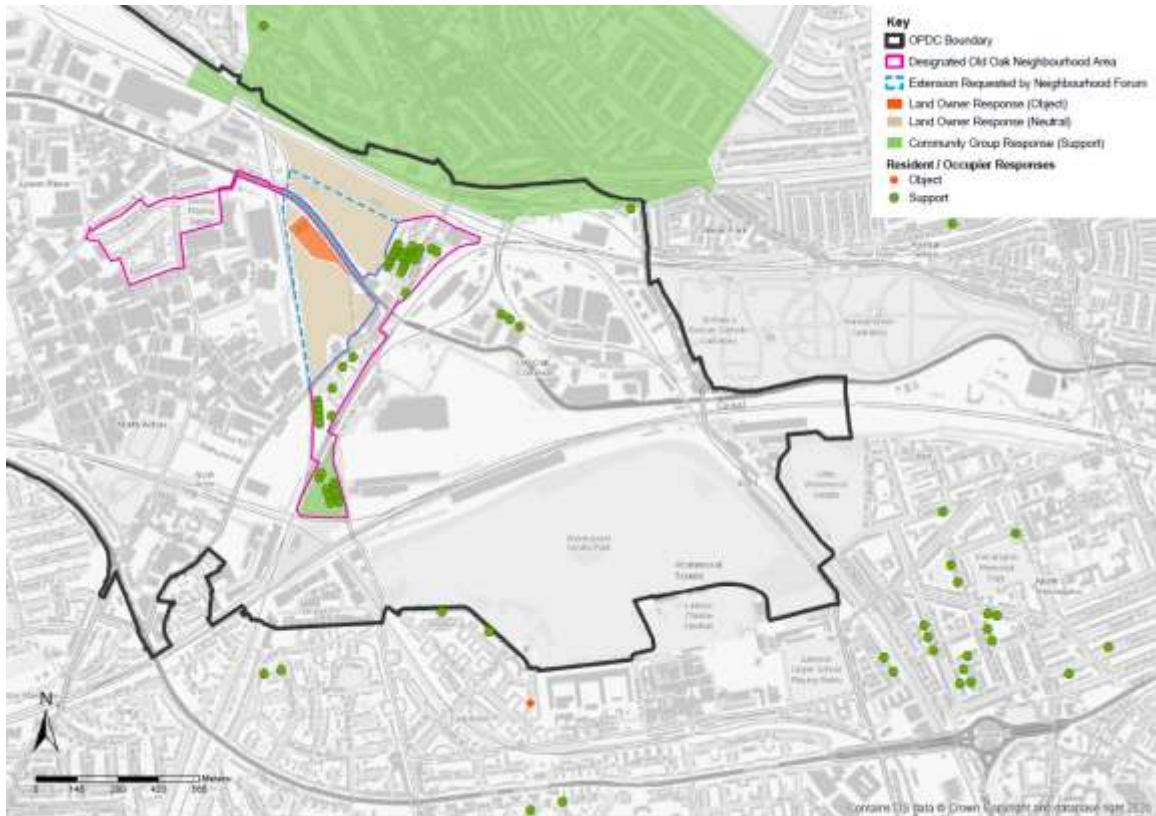


Figure 3: location of local respondents and identification of supportive, not supportive or neutral views

6.7 Locations outside of the local area are provided below and set out in the Statement of Consultation. These locations comprise:

- Central Acton (1 supportive)
- Former Kensington Borough (1 supportive)
- Hammersmith (2 supportive)
- Holland Park (1 supportive)
- London Borough of Ealing (1 supportive and 1 not supportive)
- West Ealing (1 supportive)

Supportive comments summary

6.8 The supportive comments can be summarised as:

- Support for the proposed extension to enable local communities to shape proposals within the extension area.
- Concerns regarding the potential delivery of tall buildings within the extension area and seeking the delivery of lower densities and heights.
- Concerns regarding the delivery of sufficient open space and social infrastructure within the extension area.
- Concerns regarding impacts of tall buildings on Wormwood Scrubs.

- Noting the designated Old Oak Neighbourhood Area is smaller than the original proposed neighbourhood area.
- Using the neighbourhood planning process as a tool to deliver greater flexibility in shaping proposals and conserve and enhance the Old Oak Lane Conservation Area.

Non supportive comments summary

6.9 The non-supportive comments can be summarised as:

- The proposed extension area is within the London Borough of Ealing (LBE). LBE confirm their support for the role of the Old Oak Neighbourhood Forum but do not support the proposed expansion. Concerns relate to:
 - The role of the extension area as a back-up plan if OPDC's Local Plan was not adopted.
 - Complexity of the extension area and the resources available to neighbourhood planners in developing planning policy for the area.
 - The extension area does not form part of the existing adjacent neighbourhoods.
- Park Score Ltd own the RATP Park Royal Bus Depot which is located within the proposed extension area. Park Score Ltd raise the following concerns which they consider to be contrary to the National Planning Practice Guidance. These concerns are summarised as:
 - The character of the proposed extension area being vastly different to that of the existing Old Oak Neighbourhood Area.
 - The proposed extension area forms part of its own business area set apart from the nearby residential properties

Neutral comments summary

6.10 The non-supportive comments can be summarised as:

- The Department for Transport's comments (made also on behalf of High Speed 2 and Network Rail) note:
 - Their support for the Channel Gate site allocation, located within the proposed extension, to fall within a tall building location within OPDC's Local Plan.
 - The proposed extension would not impact on the current High Speed 2 and Network Rail activities.
 - Their commitment to maximising the potential of their sites in the medium and longer term to bring forward much needed new homes and jobs for London.
 - A discussion with the Old Oak Neighbourhood Forum to understand their vision and objectives for the area and to share theirs through an iterative engagement strategy.
- Pocket Living have a development interest in the existing Channel Gate south car parking site, known as Atlas Wharf. Their comments note:
 - Their emerging proposals accord with OPDC's Local Plan policies for Channel Gate including the delivery of affordable homes, commercial uses, improved public realm and tall buildings.

- Seeking to understand more about the proposed scale of development that the Old Oak Neighbourhood Forum has in mind to understand whether it is deliverable given viability considerations and strategic development plan objectives for the area.

7 Officer application assessment

7.1 OPDC has discretion in determining the boundary of a Neighbourhood Area pursuant to section 61G of the Town and Country Planning Act 1990 (as amended). This discretion was confirmed by the Court of Appeal in the case of Daws Hill Neighbourhood Forum v Wycombe District Council (2014).

7.2 The judgments of the High Court and Court of Appeal in the Daws Hill litigation state that in determining an application under section 61G the local planning authority should have regard to a specific "factual and policy matrix" that applies to that area. Taking account of this, and national legislation and guidance, table 4 below sets out the specific factual and policy matrix, and its component elements, that officers have considered in developing their recommendations for this application and the rationale for including these elements.

| | Factual and policy matrix element | Rationale for selection |
|----------|--|---|
| 1 | National Planning Practice Guidance (PPG) paragraph 033 Reference ID: 41-033-20140306 | Part of the National Planning Practice Guidance. |
| 2 | Consultation responses | Consultation responses are a material consideration in determining the appropriateness of a neighbourhood area. |
| 3 | The character of the proposed Neighbourhood Area | Character is considered to be a critical component of the factual and policy matrix due to its inclusion in the following elements of guidance: <ul style="list-style-type: none"> • NPPF 2021 recognises the role of character in informing plan making and shaping the design of development. • National Model Design Code Part 2 Guidance Notes recognises that "character includes all of the elements that go to make a place, how it looks and feels, its geography and landscape, its noises and smells, activity, people and businesses". Section C.1 sets out elements to be considered in relation to character studies. • National Planning Practice Guidance paragraph 033 Reference ID: 41-033-20140306 sets out nine considerations for deciding the boundary of a neighbourhood area. Four of these relate to the physical character of an area. These are: |

| | |
|--|---|
| | <ul style="list-style-type: none"> ○ the physical appearance or characteristics of the neighbourhood, for example buildings may be of a consistent scale or style ○ whether the area forms all or part of a coherent estate either for businesses or residents ○ whether infrastructure or physical features define a natural boundary, for example a major road or railway line or waterway ○ the natural setting or features in an area ● The Mayor of London’s Character and Context Supplementary Planning Guidance identifies that character is a component in defining areas for neighbourhood plans. It provides the below definition: “Character is created by the interplay of different elements, including the physical or built elements that make up the place, the cultural, social and economic factors which have combined to create identity, and the people associated with it through memories, association and activity.” |
|--|---|

Assessment against OPDC’s Factual and Policy Matrix section 1: National Planning Practice Guidance paragraph 033 Reference ID: 41-033-20140306

7.3 The National Planning Practice Guidance sets out considerations for deciding the boundaries of a neighbourhood area. The proposed amended neighbourhood area has been assessed against these considerations. The assessment focuses on the proposed extension area. This assessment is set out in table 5 below.

| Table 5: Assessment of the proposed Neighbourhood against considerations set out in NPPG paragraph 033 Reference ID: 41-033-20140306 | | |
|---|--|--|
| | PPG consideration | Assessment |
| 1 | village or settlement boundaries, which could reflect areas of planned expansion | Although not considered to directly relate to urban areas, the proposed extension area is location within OPDC’s draft Local Plan site allocation 26 Channel Gate. This is proposed to deliver 3,100 new homes and 10,700 sqm of economic floorspace. Summary: the proposed extension area sits within an area of planned expansion. |
| 2 | the catchment area for walking to local services such as shops, primary schools, doctors’ surgery, parks or other facilities | These uses and facilities are located outside of the proposed extension area within existing neighbourhoods. These locations are shown in figure 4. |

| | | |
|---|--|---|
| | | <p>Summary: some services are outside of the walking catchment area of the proposed extension area</p> |
| 3 | the area where formal or informal networks of community based groups operate | <p>Residential community based group networks are focused around the existing residential neighbourhoods of the Wesley Estate, Island Triangle, Shaftesbury Gardens, Midland Terrace and Wells House Road. This reflects forum member addresses, responses received to the public consultation and the areas covered by existing Resident and Business associations/groups.</p> <p>Summary: community based networks are located outside of the proposed extension area.</p> |
| 4 | the physical appearance or characteristics of the neighbourhood, for example buildings may be of a consistent scale or style | <p>A Context and Character Assessment of the existing Old Oak Neighbourhood area and proposed extension is provided in Appendix C. This identifies that the:</p> <ul style="list-style-type: none"> • Character of the western corner of Atlas Junction has changed since the 2017 Character Assessment due to HS2 construction works. It is no longer consistent with the mixed-use area identified in the 2017 assessment and should be removed from the Old Oak Neighbourhood Area. • Character of the Lords Builders Merchants car parking within the proposed extension is consistent with the wider Lords Builders Merchant site that is within the designated Old Oak Neighbourhood Area and should be included in the Neighbourhood Area. • Character of the remainder of the proposed extension area is distinct from the character area types within the designated Old Oak Neighbourhood Area. <p>Summary: the character of the proposed extension area is broadly distinct from the designated Old Oak Neighbourhood Area with the exception of two locations at Lords Builders Merchants and the western corner of Atlas Junction.</p> |
| 5 | whether the area forms all or part of a coherent estate either for businesses or residents | <p>The proposed extension area does not have any residents. The majority of the Lords Builders Merchants site is within the existing area; the parking for Lords Builders Merchants is included within the proposed extension. Bringing the</p> |

| | | |
|---|---|---|
| | | <p>parking for Lords Builders Merchants into the Old Oak Neighbourhood Area would reflect Lords Builders Merchants as a coherent business estate. The remainder of the business properties proposed in extension area do not form a coherent estate within the proposed extension area or with surrounding locations.</p> <p>Summary: the area does not form a coherent estate.</p> |
| 6 | whether the area is wholly or predominantly a business area | <p>The proposed extension area is wholly non-residential which contrasts to the diversity of the character types of the existing Old Oak Neighbourhood Area.</p> <p>The proposed extension area is currently a wholly business area.</p> |
| 7 | whether infrastructure or physical features define a natural boundary, for example a major road or railway line or waterway | <p>The Context and Character Assessment identifies that the current land uses, infrastructure, physical and topographical features within the proposed area create boundaries that currently isolate the proposed extension area from adjacent areas in the north, the south/east and west and through the site. The exception of this is the Lords Builders Merchants car parking.</p> <p>Summary: infrastructure and physical features define boundaries around the proposed extension area that currently isolate it from the adjacent character area types within the existing Old Oak Neighbourhood Area.</p> |
| 8 | the natural setting or features in an area | <p>The exception of this is the Lords Builders Merchants car parking.</p> <p>Summary: infrastructure and physical features define boundaries around the proposed extension area that currently isolate it from the adjacent character area types within the existing Old Oak Neighbourhood Area.</p> |
| 9 | <p>size of the population (living and working) in the area.</p> <p>Electoral ward boundaries can be a useful starting point for discussions on the appropriate size of a Neighbourhood Area; these have an average population of about 5,500 residents.</p> | <p>There are approximately 3,310 residents and approximately 125 employees in the existing Old Oak Neighbourhood Area. The Park Royal Atlas identifies there is approximately 175 employees within the extension area (excluding HS2 construction employees). There are no residents within the extension area. This would bring the total of people living and working in the area to 3,710.</p> <p>Summary: the population within the amended area is lower than 'useful starting point' figure of about 5,500 residents.</p> |

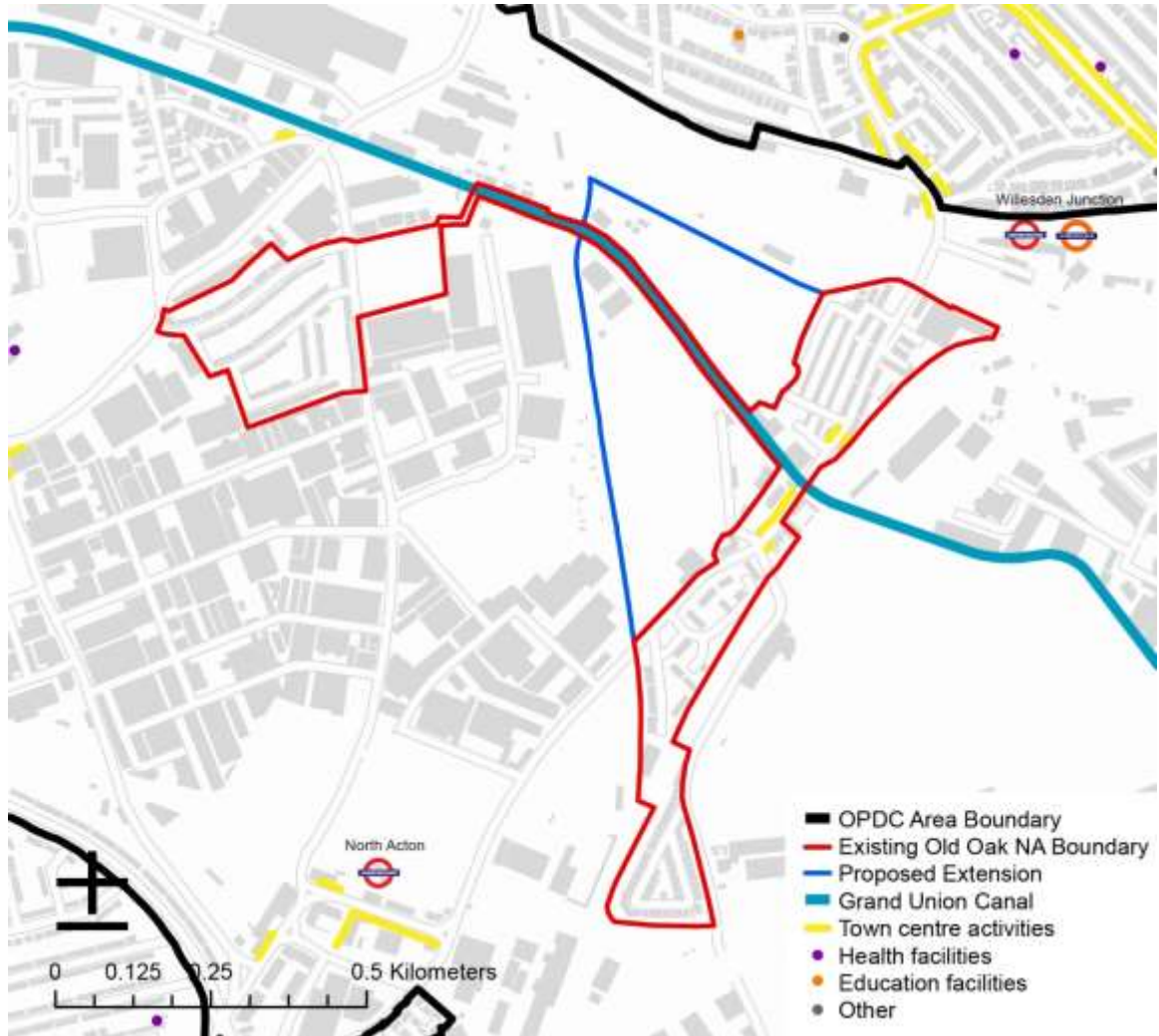


Figure 4: locations of local services including town centre activities, health facilities, education facilities and other local services

Conclusion of assessment against the NPPG

7.4 In light of the assessment set out in table 5, officers consider that the proposed amendment to the Old Oak Neighbourhood Area does not fully accord with the guidance set out in NPPG paragraph 033. This should be considered as part of the factual and policy matrix.

Assessment against OPDC’s Factual and Policy Matrix section 2: Consultation responses

7.5 An overview of the consultation responses is provided in section 6 with further information in Appendix B: Statement of Consultation.

7.6 Officers acknowledge that 95.3% of responses support the proposed extension reflecting local interest in seeking to shape development in the area.

7.7 Officers have considered if the responses are provided by those who will be most affected by the proposed extension. This comprises those who live, work or carry on business in the designated Old Oak Neighbourhood Area and proposed extension area. 45% of responses are provided from within the designated Old Oak Neighbourhood Area or proposed extension area. Using estimates for the average household size in the West Acton Ward for 2020 this equates to an approximate 1.1% of the population of both areas and 1.0% supportive of the proposed extension.

7.8 Officers also note that the London Borough of Ealing, which is the Local Authority for the Old Oak Neighbourhood Area and proposed extension, and Park Score as a landowner in the proposed extension object to the proposed extension. Alongside this, the neutral observations provided by the Department for Transport and Pocket Living as landowners within the proposed extension area are also noted.

Conclusion of assessment of consultation responses

7.9 Within the proposed extension area, supporting responses were not received. One landowner and the Local Authority did not support the extension and two other landowners within the proposed extension area provided neutral responses.

7.10 Supportive responses were received from the majority of residents, unknown respondent types, community groups, employees, business, politician and place of worship outside of the proposed extension area. This reflects the main focus of community networks and existing residential neighbourhoods inside and outside of the designated Old Oak Neighbourhood Area and proposed extension area.

7.11 This distinction between non-supportive and neutral responses from within the proposed extension area and the supportive comments from within the designated Old Oak Neighbourhood Area needs to be considered as part of the factual and policy matrix.

7.12 41% of responses were from outside of the designated Old Oak Neighbourhood Area and proposed extension area and of the 45% of responses from within both areas, this reflects 1.1% of the population living and working in the areas. Whether respondents live, work or carry-on business in the designated Old Oak Neighbourhood Area or proposed extension area, the response rate and responses from stakeholders within the proposed extension area need to be considered as part of the factual and policy matrix.

Assessment against OPDC's Factual and policy matrix section 3: Character of the proposed extension

7.13 Officers consider that the character of the Old Oak Neighbourhood Area is a critical element in determining whether the proposed amendment is appropriate for designation. This is reflected in the following national and London guidance:

- NPPF 2021 recognises the role of character in informing plan making and shaping the design of development.
- National Model Design Code Part 2 Guidance Note recognises that "character includes all of the elements that go to make a place, how it looks and feels, its

geography and landscape, its noises and smells, activity, people and businesses". Section C.1 sets out elements to be considered in relation to character studies.

- National Planning Practice Guidance (PPG) paragraph 033 Reference ID: 41-033-20140306 sets out nine considerations for deciding the boundary of a neighbourhood area. Four of these relate to the physical character of an area. These are:
 - the physical appearance or characteristics of the neighbourhood, for example buildings may be of a consistent scale or style
 - whether the area forms all or part of a coherent estate either for businesses or residents
 - whether infrastructure or physical features define a natural boundary, for example a major road or railway line or waterway
 - the natural setting or features in an area
- The Mayor of London's Character and Context Supplementary Planning Guidance identifies that character is a component in defining neighbourhood areas for neighbourhood plans. It provides the below definition:
 - "Character is created by the interplay of different elements, including the physical or built elements that make up the place, the cultural, social and economic factors which have combined to create identity, and the people associated with it through memories, association and activity."

7.14 Officers have undertaken a Context and Character Assessment of the existing character of the proposed extension and designated Old Oak Neighbourhood Area. This has been informed by the [Character Assessment of the original proposed Old Oak Neighbourhood Area](#), contents of the [National Model Design Code Part 2 Guidance Notes](#) and the [Mayor of London's Character and Context Supplementary Planning Guidance](#) to inform recommendations. It defines 'character area types' and their component 'character areas'. The Assessment is provided in Appendix C.

7.15 In developing the Context and Character Assessment, further refinement of the character areas has been undertaken enabling the assessment to be specific to the designated Old Oak Neighbourhood area and not the original 2017 proposed area.

Character of the designated Old Oak Neighbourhood Area

7.16 The 2017 Character Assessment of the originally proposed Old Oak Neighbourhood Area identified that the designated Old Oak Neighbourhood Area largely contained residential and a mixed use area with some industrial warehousing at Lords Builders Merchants (Radford Industrial Estate), New Business Centre and Savoir Beds.

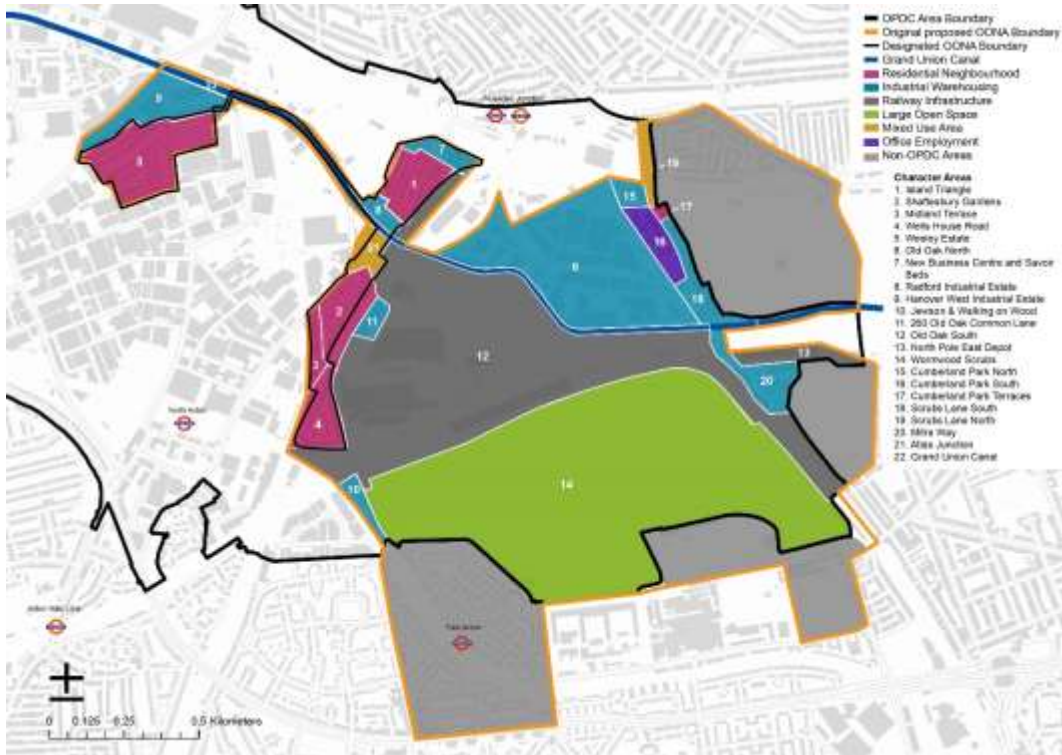


Figure 5. 2017 Character Assessment character areas

7.17 Since 2017, the character of the designated Old Oak Neighbourhood Area has changed at the:

- western corner of Atlas Junction (part of mixed use character area 21 in figure 5) due to the clearance of the site for HS2 construction purposes and is no longer consistent with the remaining mixed use area.
- 80 Goodhall Street (part of character area 7 in figure 5) due to the implementation of the residential development scheme.

7.18 The Context and Character Assessment has identified 5 character area types within the designated Old Oak Neighbourhood Area. These 5 character area types are comprised of 12 individual character areas as set out in table 6 and shown in figure 6 below.

| Table 6: Designated Old Oak Neighbourhood Area Character area types and character areas | |
|---|--|
| Character area type | Character area |
| Residential neighbourhood | 1. Island Triangle |
| | 2. 80 Goodhall Street |
| | 3. Shaftesbury Gardens |
| | 4. Midland Terrace |
| | 5. Wells House Road |
| | 6. Wesley Estate |
| Mixed use | 7. Atlas Junction (excluding western corner of Atlas Junction) |
| Retail industrial | 8. 86 Goodhall Street |

| Table 6: Designated Old Oak Neighbourhood Area Character area types and character areas | |
|---|---|
| Character area type | Character area |
| | 9. Lords Builders Merchants |
| Industrial manufacturing | 11. Savoir Beds |
| Grand Union Canal | 12. Grand Union Canal |
| Construction, transport and waste infrastructure | 13. High Speed 2 works sites (western corner of Atlas Junction) |

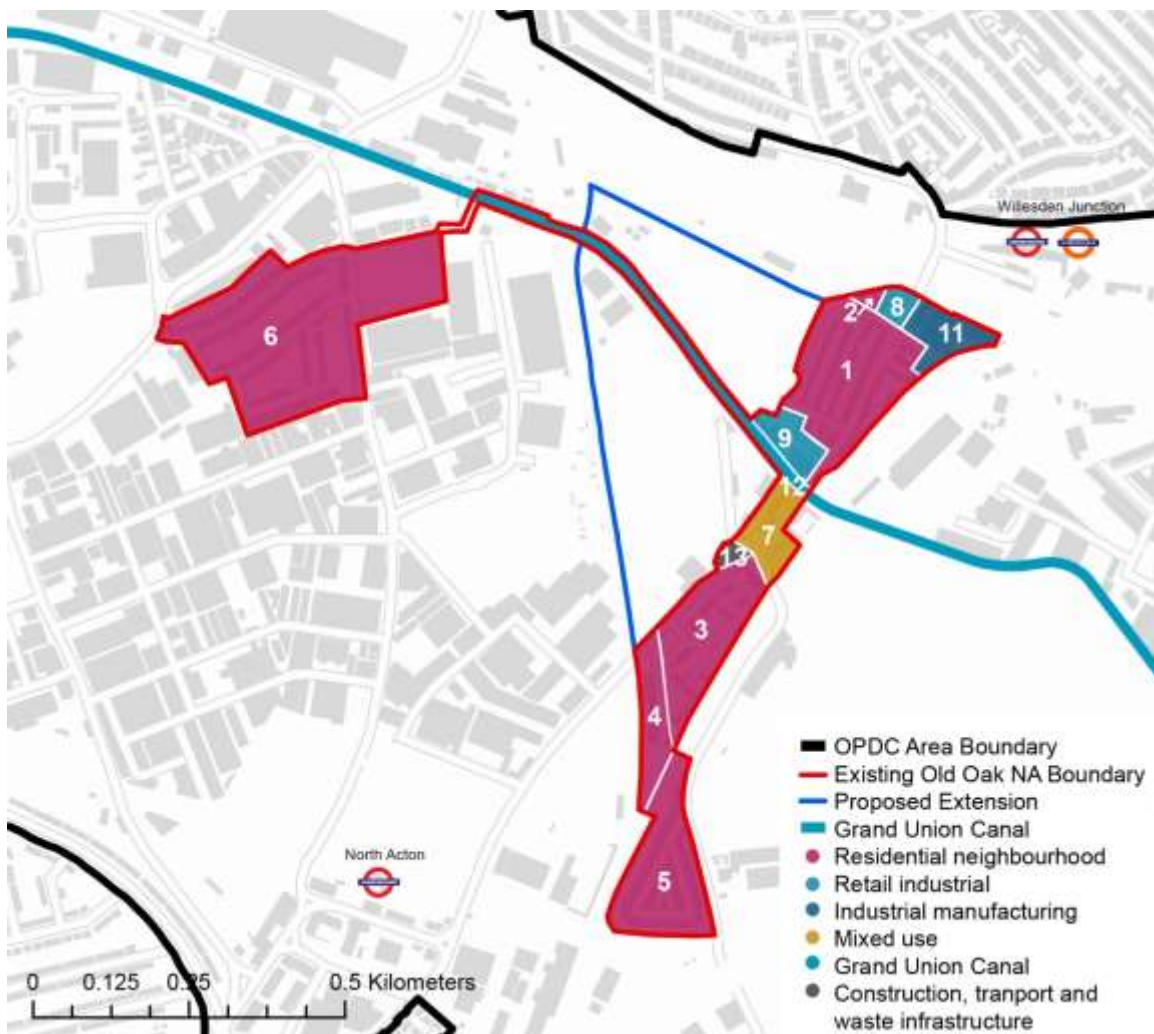


Figure 6. Designated Old Oak Neighbourhood Area character areas

7.19 The assessment demonstrates that the physical character of the designated Old Oak Neighbourhood Area is largely residential with a mix of residential and retail uses at Atlas Junction, outside of the HS2 construction site, and mixed industrial character areas at Lords Builders Merchants, 86 Goodhall Street and Savoir Beds.

Character of the proposed extension area

7.20 The Context and Character Assessment has identified 3 character area types within the proposed extension area. These 3 character area types are comprised of 6 individual character areas as set out in table 7 and shown in figure 7 below. These character areas share related character traits such as built form, land use and accessibility.

| Table 7: Proposed extension character area types and character areas | |
|--|--------------------------------------|
| Character area type | Character area |
| Retail industrial | 10. Lords Builders Merchants parking |
| Construction, transport and waste infrastructure | 14. High Speed 2 works sites |
| | 15. Park Royal Bus Depot |
| | 16. Channel Gate South parking |
| | 17. Space Rubbish waste management |
| Telecommunications infrastructure | 18. Tudor House |

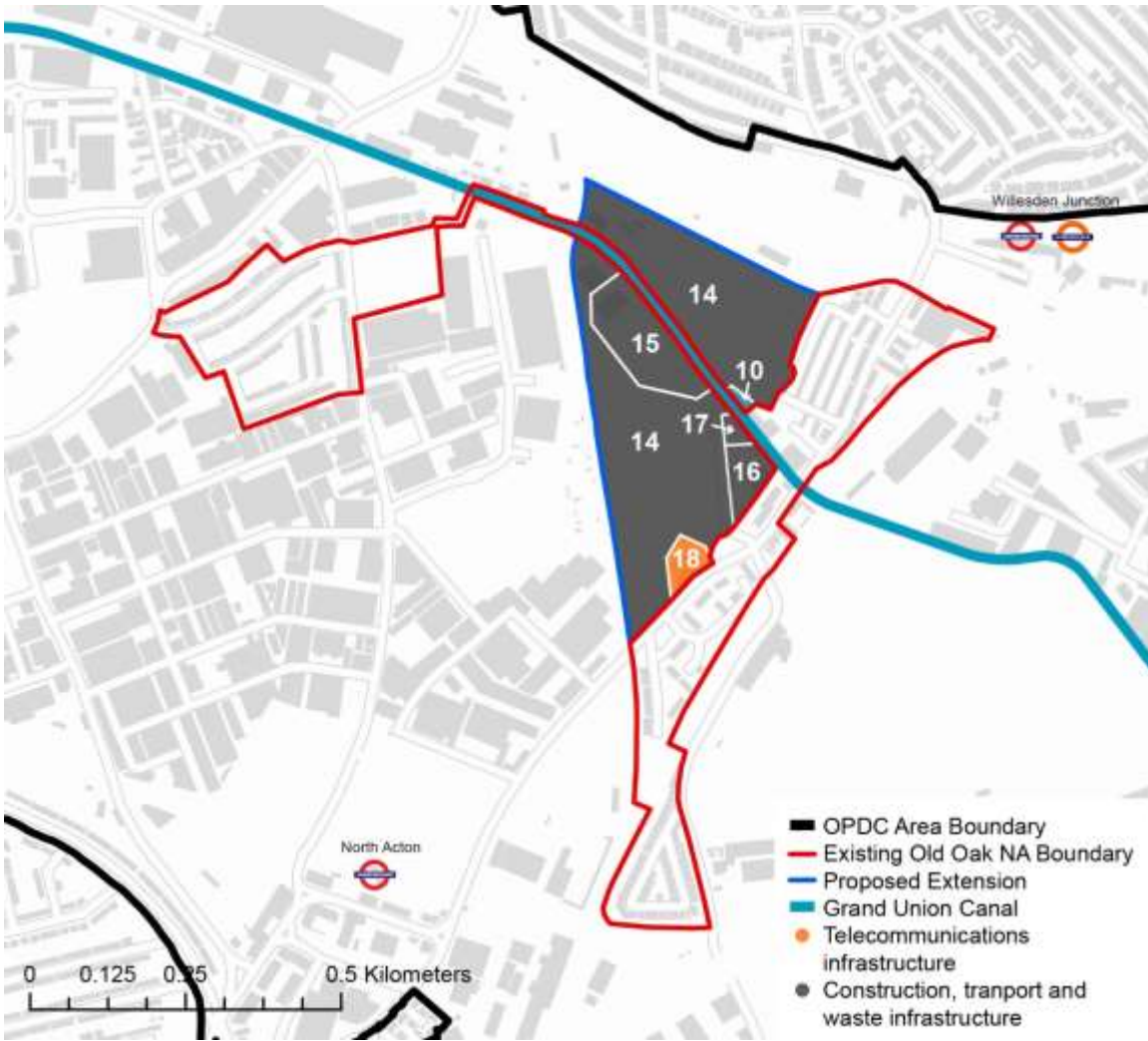


Figure 7. Proposed extension area character areas

7.21 The assessment demonstrates that the physical character of the proposed extension area is dominated by HS2 construction activities and home to publicly inaccessible transport, waste and industrial sites. It is divided by an unbridged portion of the Grand Union Canal and bounded by barriers comprising:

- to the north – rail freight terminal and railway lines
- to the south/east – HS2 and Network Rail security fencing
- to the west – railway lines and energy sub-station, partially to the east and west

Conclusion of assessment of character

7.22 The Context and Character Assessment (found in Appendix C), table 8 and figure 8 demonstrate a difference in character between OPDC’s Channel Gate site allocation and the wider study area.

| Table 8: Character area types and character areas | |
|--|--|
| Character area type | Character area |
| Residential neighbourhood | 1. Island Triangle |
| | 2. 80 Goodhall Street |
| | 3. Shaftesbury Gardens |
| | 4. Midland Terrace |
| | 5. Wells House Road |
| | 6. Wesley Estate |
| Mixed use | 7. Atlas Junction (excluding western corner of Atlas Junction) |
| Retail industrial | 8. 86 Goodhall Street |
| | 9. Lords Builders Merchants |
| | 10. Lords Builders Merchants parking |
| Industrial manufacturing | 11. Savoir Beds |
| Grand Union Canal | 12. Grand Union Canal |
| Construction, transport and waste infrastructure | 13. High Speed 2 works sites (western corner of Atlas Junction) |
| | 14. High Speed 2 works sites |
| | 15. Park Royal Bus Depot |
| | 16. Channel Gate South parking |
| | 17. Space Rubbish waste management |
| Telecommunications infrastructure | 18. Tudor House |

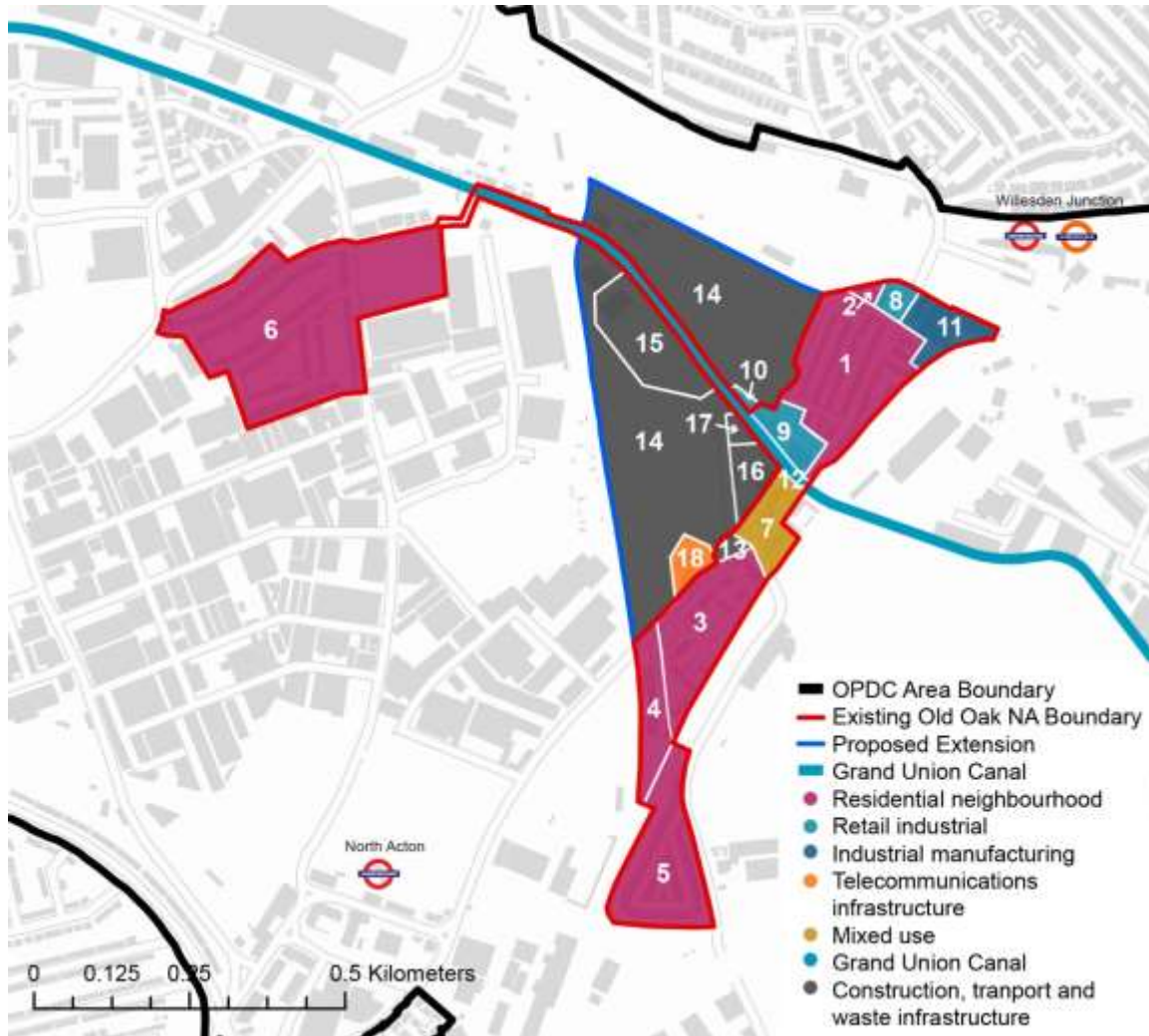


Figure 8. Context and Character Assessment character areas

7.23 Based on the Context and Character Assessment, officers consider that the difference in character between the designated Old Oak Neighbourhood Area and proposed extension areas results in the proposed extension not according with NPPG paragraph 033 Reference ID:41-033-20140306 bullet points 4, 5, 6, 7 and 8.

7.24 In addition, the assessment confirms that the character of the western corner of Atlas Junction within the designated Old Oak Neighbourhood Area has changed since 2017 due to the clearance of the site for HS2 construction purposes. This results in the character of this location no longer being consistent with the remaining designated Old Oak Neighbourhood Area. It also confirms that the Lords Builders Merchants parking is ancillary to the wider Lords Builders Merchants site and shares the same character which is within the designated Old Oak Neighbourhood Area.

7.25 These conclusions should be considered as part of the factual and policy matrix.

8 Officer recommendations

- 8.1 In reviewing the various components of the factual and policy matrix, officers consider that on balance the proposed extension area as submitted is not appropriate to be designated as an amendment to the Old Oak Neighbourhood Area.
- 8.2 Officers consider that the proposed amendment to the Old Oak Neighbourhood Area does not fully accord with the guidance set out in NPPG paragraph 033.
- 8.3 Officers have carefully considered the range of responses from local residents, unknown responders, community groups, employees, business, politician and place of worship outside of the proposed extension area. 45% of all the responses are from within the designated Old Oak Neighbourhood Area or proposed extension, amounting only to an estimated 1.1% of the resident population within this area. It also of note that no supporting comments were provided from within the proposed extension area.
- 8.4 Officers consider that the character of the proposed extension area is distinct from the wider character of the designated Old Oak Neighbourhood Area and is isolated by existing barriers and by the functions of the land uses. Therefore, officer recommend that the proposed extension area should not be included within the Old Oak Neighbourhood Area within the exception of Lords Builders Merchants parking character area. The original designated boundary included part but not all of the Lords Builders Merchants site. Part of the car parking to the west had been omitted. Officers consider that the car parking is of similar character of the wider Lords Builders Merchants site and recommend amending the boundary to include this car parking within the Old Oak Neighbourhood Area.
- 8.5 In response to the Context and Character Assessment, officers recommend that the change in character of the western corner of Atlas Junction warrants an amendment to the boundary to remove this from the Old Oak Neighbourhood Area, as the character of this location is no longer consistent with the remaining designated Neighbourhood Area given that the site has been acquired by HS2 for construction purposes.
- 8.6 Having considered the above, officers recommend that the boundary of the Old Oak Neighbourhood Area is amended as shown by the amendments edged in blue in figure 9. This excludes the majority of the proposed extension area as applied for with the exception of Lords Builders Merchants parking site. In addition, it excludes the western corner of Atlas Junction.
- 8.7 The proposed amendment is considered to address legislative requirements and national policy guidance. It has taken account of national guidance, consultation responses and reflects local character.

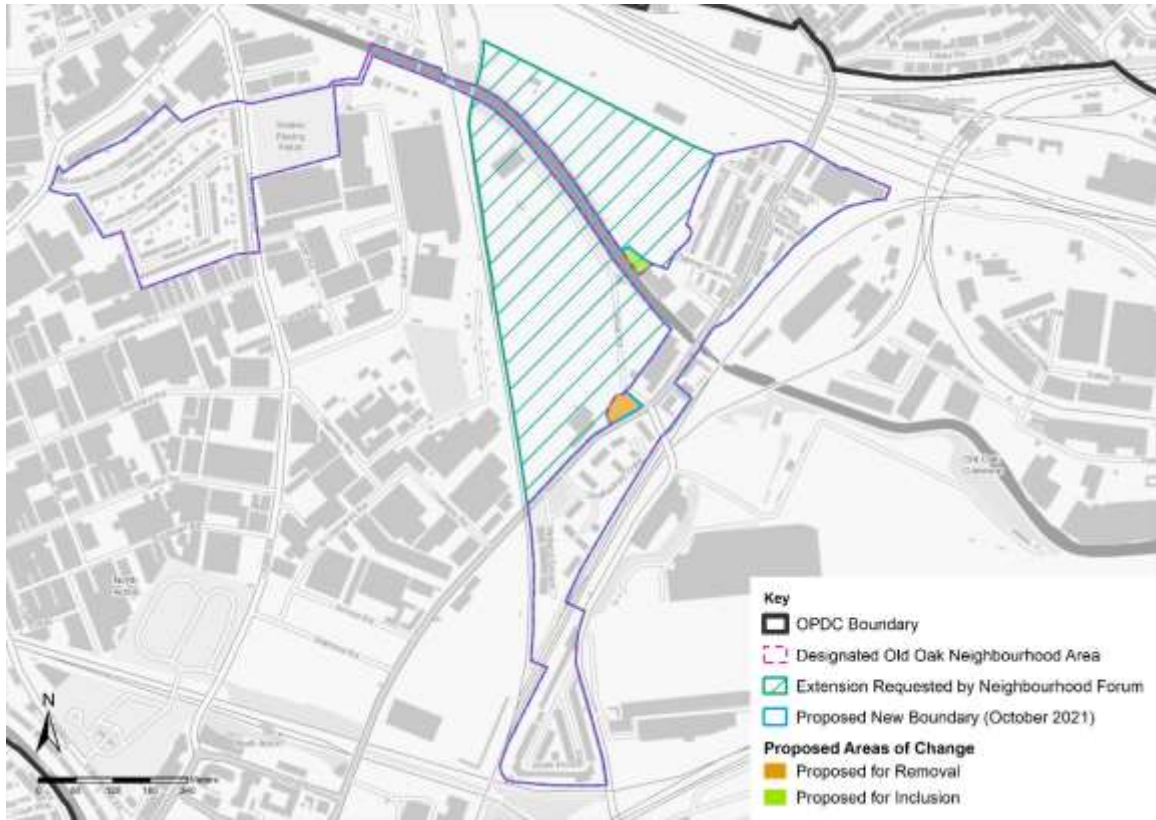


Figure 9. Map of proposed extension area and recommended amendment

9 Working with the community to shape Channel Gate

- 9.1 OPDC is very much committed to involving the community in developing the principles for the type of place we are helping to create.
- 9.2 Subject to adoption of the draft Local Plan and the submission of a Business Case to Government, we plan to hold design charettes with the local community, including focussed sessions for young people, in 2022/23 to build on the Channel Gate Development Framework Principles.
- 9.3 We will also be looking for any applicant to run additional design workshops with the community on the Channel Gate, Acton Wells and Adjacent Station Development site allocations with the draft Local Plan homes and jobs capacities as starting points. These workshops will also sit alongside consideration of any schemes by OPDC's Community Review Group.
- 9.4 To support this, officers are committed to work with the Old Oak Neighbourhood Forum, other community groups and individuals at the opportune time to address concerns raised in the consultation and secure their input to shape the development of site allocations that will also complement the development of any future Old Oak Neighbourhood Plan.

10 Next steps

- 10.1 In accordance with the Neighbourhood Planning (General) (Amendment) Regulations 2015, OPDC has 13 weeks from the start of consultation in which to determine the Neighbourhood Area application. The 13 week period for this application ends on 13 December 2021. If a decision is not made within this time period, OPDC must designate all of the extension area applied for.
- 10.2 Following consideration by OPDC Planning Committee, the officer recommendation and appendices, along with comments from the Planning Committee will be presented to OPDC Board for consideration and determination.

11 Equality Comments

- 11.1 Neighbourhood planning is a community led process intended to shape and promote development at the neighbourhood (i.e. local) level. OPDC will work with the Old Oak Neighbourhood Forum to support the delivery of planning policies that meet the needs of all Protected Characteristic groups.
- 11.2 The public consultation undertaken on the proposed extension to the Old Oak Neighbourhood Area was supported by a range of engagement activities to ensure that that everyone, including those from seldom heard groups including those with protected characteristics, had the opportunity to understand the changes proposed, ask questions, provide comments and have their views heard.

12 Financial Implications

- 12.1 Any subsequent financial implications arising from this report are subject to the Corporation's decision-making process.

13 Legal Implications

- 13.1 No legal implications arise from the report as it reflects the statutory requirements on the application to amend the neighbourhood area and it is consistent with the Corporation's legal framework.

Appendices

Appendix A: Old Oak Neighbourhood Area amendment application material

Appendix B: Statement of Consultation

Appendix C: Context and Character Assessment

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