OPDC
OLD OAK AND
PARK ROYAL
DEVELOPMENT
CORPORATION

# Scrubs Lane Development Framework Principles

## LOCAL PLAN SUPPORTING STUDY

2017

MAYOR OF LONDON

## 38. Scrubs Lane Development Framework Principles

| | |
|---|---|
| Document Title | Scrubs Lane Development Framework Principles |
| Lead Author | East Architects |
| Purpose of the Study | To provide a local vision and detailed guidance specific to the Scrubs Lane place. |
| Key outputs | Identifies a series of principles and site specific guidance for:<br>• Land uses<br>• Public realm and connections<br>• Publicly accessible open spaces and green infrastructure<br>• Local character and heritage<br>• Development capacity<br>• Indicative building heights and massing |
| Key recommendations | • Deliver mixed-use development across the area to support the local economy and deliver housing. This should generally comprise employment floorspace on ground floors fronting onto Scrubs Lane and railways with housing above.<br>• Focusing active retail, social infrastructure, community and leisure uses in clusters around each of the four new and improved east-west routes into Old Oak North.<br>• Support north-south movement along the street through improvements to walking and cycling routes and the carriageway.<br>• Deliver new and improved east to west routes to Old Oak North and potentially St. Mary's Cemetery<br>• Deliver a well-defined street with generous footpaths, a segregated cycle lane on the western side and positive and active frontages along its length<br>• Deliver multifunctional green infrastructure comprising of new publicly accessible open spaces in each cluster and street greening along the length of Scrubs Lane.<br>• Conserve and enhance the local character, specifically St. Mary's Cemetery, Cumberland Park Factory and the Grand Union Canal conservation areas as well as Kensal Green Cemetery Grade 1 Listed Registered Park/Garden.<br>• Deliver a high quality built environment that responds to the surrounding sensitive locations and supports local legibility by delivering a range of building heights to provide:<br>- north of the Grand Union Canal, generally 6-8 storey heights onto Scrubs Lane;<br>- south of the Grand Union Canal, generally 8-10 storey heights onto Scrubs Lane with lower heights adjacent to Little Wormwood Scrubs;<br>- generally lower heights opposite the Cumberland Park Factory;<br>- generally 6 to 8 storey heights fronting onto the Grand Union Canal;<br>- increased heights of 8-10 storeys adjacent to the railway;<br>- a single tall building in each cluster; and visual permeability between taller buildings. |

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| Relations to other studies | Outputs cross-relate to Public Realm, Walking and Cycling Strategy, Heritage Strategy, Character Study, Environmental Standards Study, Integrated Water Management Strategy, Future Employment Growth Sectors Strategy and Infrastructure Delivery Plan. |
| Relevant Local Plan Policies and Chapters | • Policy P10 Scrubs Lane |

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# Draft Scrubs Lane Development Framework Principles

April 2017

MAYOR OF LONDON

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# Contents

Purpose of this document

page 4

Context

page 7

Vision

page 16

Principles

page 19

# 1. Purpose of this document

1.1 This document sets out the Development Framework Principles of the emerging Scrubs Lane Development Framework. It was previously published as the Scrubs Lane Development Framework Direction of Travel Document. The Development Framework Principles form part of the evidence base to support OPDC's Regulation 19 version of the Local Plan. The principles will be supplemented with further detailed information and recommendations during the development of the Scrubs Lane Supplementary Planning Document (SPD) due for consultation in late 2017 / early 2018.

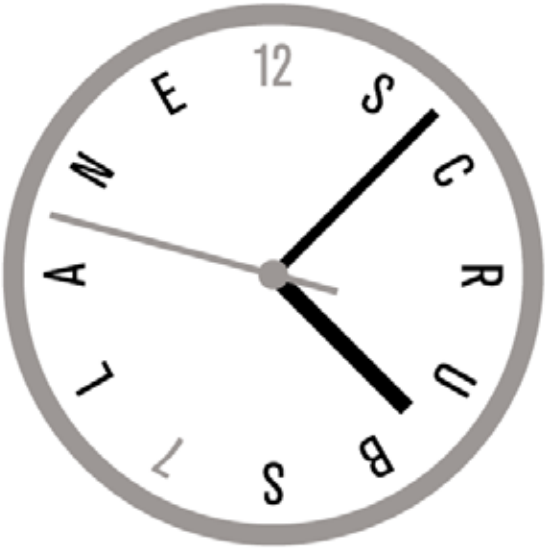
1.2 The Development Framework Principles document provides the vision and principles for Scrubs Lane and directly informs Policy P10: Scrubs Lane within the Regulation 19 version of the Local Plan.

1.3 This document comprises the following sections:

| | |
|---|---|
| **Context** | An overview of the existing area and background information relating to Scrubs Lane's role in the wider area, the existing character of the street, local transport network, land uses, heritage and open spaces. |
| **Vision** | A draft vision for Scrubs Lane and is illustrated by a vision map. |
| **Principles** | 9 draft key principles that may be used to shape development along Scrubs Lane:<br><br>1. A key connector<br>2. Connecting east to west<br>3. A well-defined street<br>4. Clustering active uses<br>5. Delivering green infrastructure<br>6. Mixing homes and workspace<br>7. Responding to character<br>8. Supporting thriving communities<br>9. Managing heights and massing |

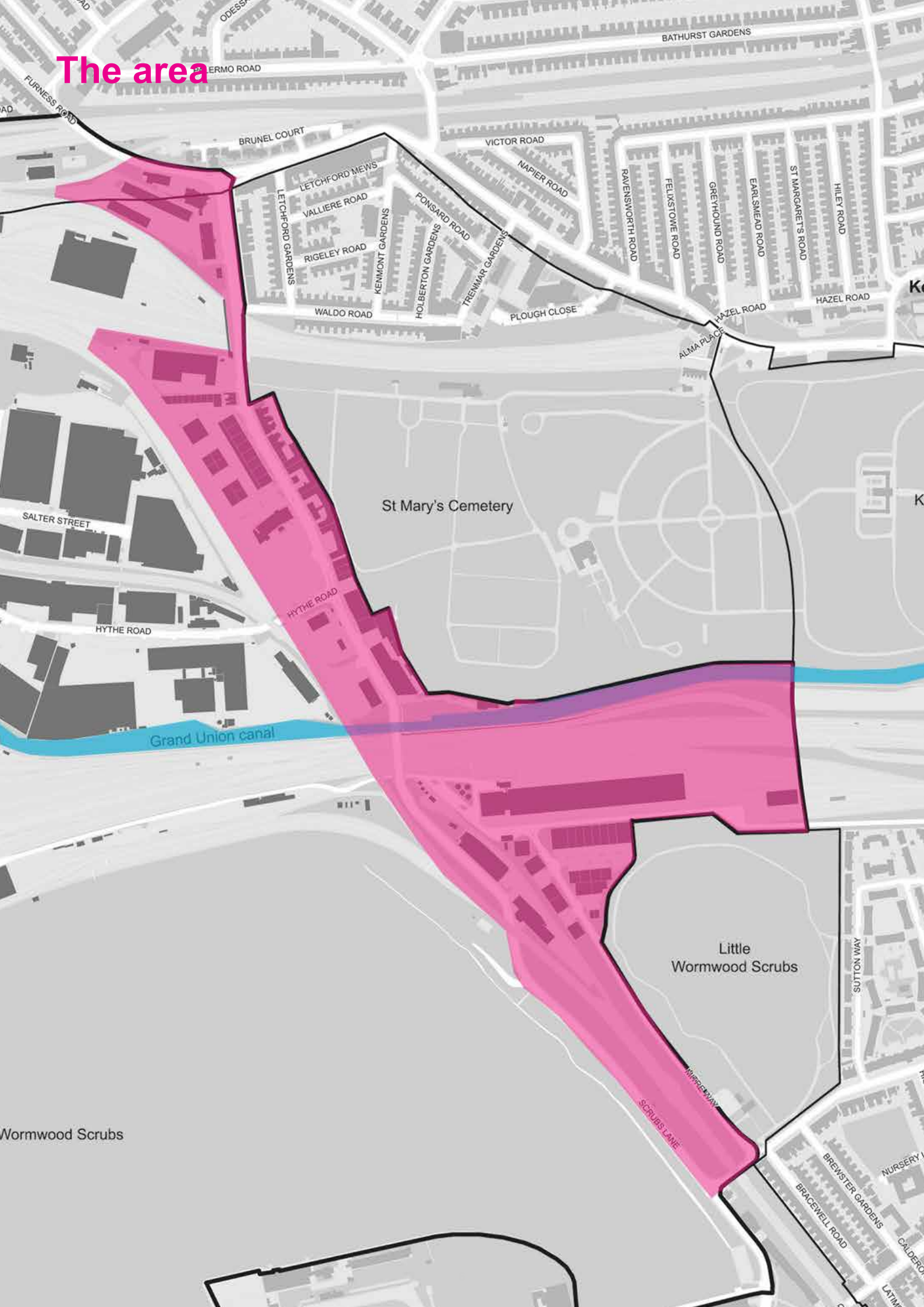
1.4 In preparing the Scrubs Lane Development Framework, two local workshops were undertaken with local residential and business communities. Further formal public consultation will take place for the Scrubs Lane SPD outlined above. At this stage, comments are being sought on this document alongside the draft Local Plan other evidence base documents.

1.5 This document has been developed by OPDC with support from East  and ABA.




Ghost signage on Laundry Lane

# The area


BATHURST GARDENS
PALERMO ROAD
FURNESS ROAD
BRUNEL COURT
VICTOR ROAD
NAPIER ROAD
LETCHFORD MEWS
VALLIERE ROAD
LETCHFORD GARDENS
RIGELEY ROAD
KENMONT GARDENS
PONSARD ROAD
HOLBERTON GARDENS
TRENMAR GARDENS
WALDO ROAD
PLOUGH CLOSE
RAVENSWORTH ROAD
FELIXSTOWE ROAD
GREYHOUND ROAD
EARLSMEAD ROAD
ST MARGARET'S ROAD
HILEY ROAD
HAZEL ROAD
ALMA PLACE
St Mary's Cemetery
SALTER STREET
HYTHE ROAD
Grand Union canal
Little
Wormwood Scrubs
SUTTON WAY
SCRUBS LANE
Wormwood Scrubs
BREWSTER GARDENS
BRACEWELL ROAD

# 2. Context

# Setting the scene

2.1 Scrubs Lane is located along the eastern boundary of the OPDC area within the London Borough of Hammersmith and Fulham.

2.2 It is defined as a 'place' within the OPDC draft Local Plan, reflecting its local character and development potential. The Scrubs Lane Place is directly next to the places of Old Oak North, Willesden Junction and Wormwood Scrubs with the place of the Grand Union Canal running through its centre. It sits within a network of places for which the Local Plan will provide detailed spatial policies.

2.3 Scrubs Lane is a key north south road corridor following the medieval track known as Turvens Lane which used to cross a landscape of fields and woodland. The landscape character of the area has been transformed since then, as the canal and rail infrastructure laid down in the 19th century gave way to, and supported, the expansion of a variety of industries and surrounding residential areas.

2.4 Today Scrubs Lane is a busy road which connects White City in the south and Harlesden Town Centre in the north. Currently it is a place to pass through, rather than a place in itself. It has a meandering character as it winds its way under and over the rail and canal infrastructure as the topography gently rises to the north. Willesden Junction is the main station and provides good public transport connections into central London on the Bakerloo Line and London Overground. The railways play an important part in shaping the form of Scrubs Lane with raised rail lines running along its western boundary and a large number of lines, including the Great Western Main Line and West Coast Main Line, running east to west. The area also includes the Grand Union Canal running east to west through the middle.

2.5 Key spaces within and adjacent to Scrubs Lane are the Grand Union Canal, St Mary's RC Cemetery with links to Kensal Green Cemetery, Little Wormwood Scrubs (located in the Royal Borough of Kensington and Chelsea) and Wormwood Scrubs, a metropolitan open space.

2.6 The arrival of the UK's largest station, for hundred years, at Old Oak Common in 2026 will provide access to the HS2, Crossrail and Great Western Main Lines. It will help to transform Old Oak into a new high density mixed use part of London. In Old Oak alone, 24,000 new homes and space for 55,000 new jobs will be provided. Scrubs Lane will be a key part of creating a place that can support the early delivery of homes and jobs. It is incredibly important that, as the ning Authority, OPDC proactively plans for coordinated development along Scrubs Lane to deliver a high quality place with new and enhanced connections into Old Oak and beyond.

View of Scrubs Lane looking south

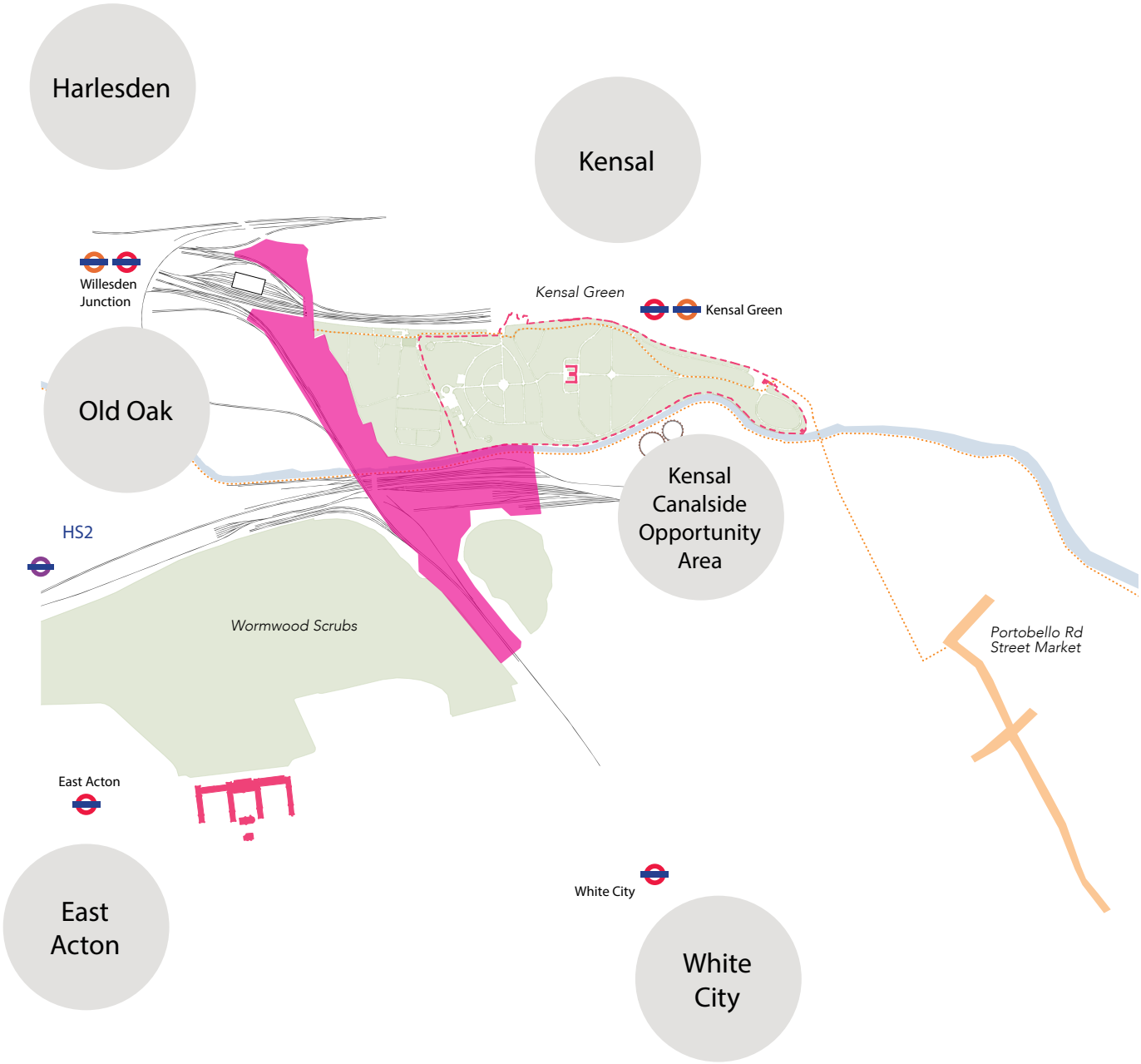
# Wider context

2.7 Scrubs Lane sits on the eastern edge of Old Oak and plays a role as part of a wider route network facilitating north-south movement between Brent, Shepherd's Bush, Hammersmith and further afield to Barnes and Roehampton.

2.8 It is easily accessible to Portobello Road Market via a 25 minute walk through Kensal Cemetery and will continue to be a key route in the future wider movement network following the development of Old Oak.

2.9 Scrubs Lane sits between the regeneration area of Old Oak in the west and the quieter areas of St. Marys Cemetery and Kensal Cemetery to the east.

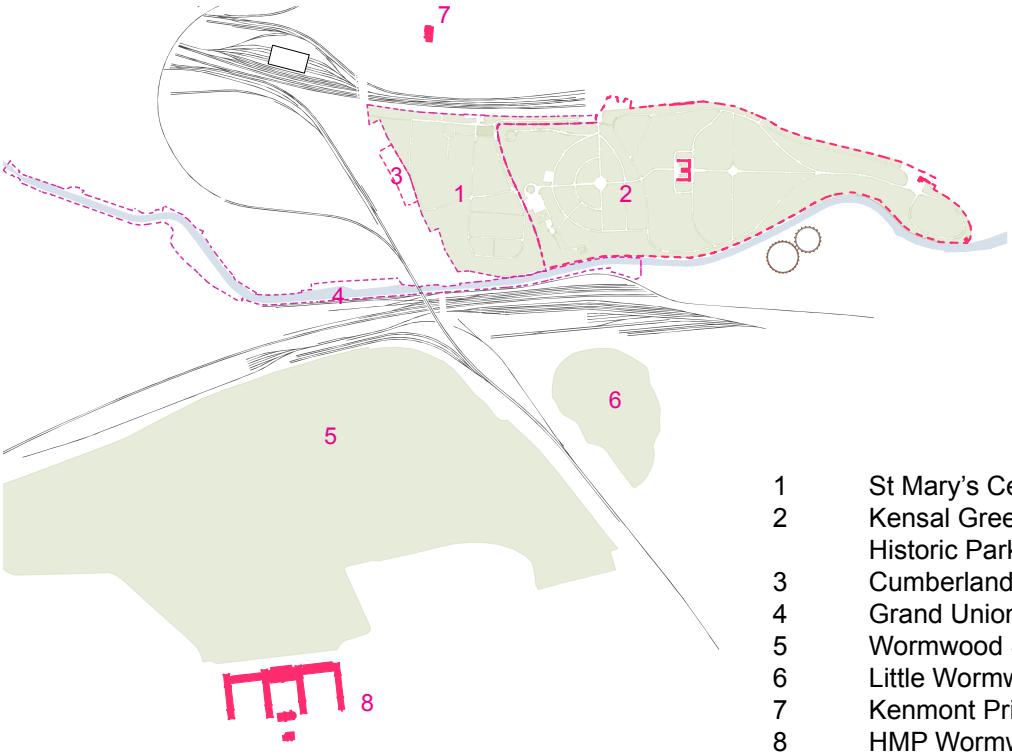
The wider area



# Heritage context

2.10 The historic assets within Scrubs Lane tell the story of the expansion of London which was accelerated by the coming of the railway. These railway cuttings, embankments and bridges, still define the character of the area and shape of Scrubs Lane as a key north south connector.

- 1189 'The Scrubs' Became known as Wormholtwode in the 15th century meaning 'a snake infested wood.'
- 1801 Grand Union Canal built connecting London to Birmingham
- 1833 Kensal Green Cemetery established
- 1838 Great Western Railway arrives
- 1844 Little Wormwood Scrubs opens
- 1845 Kensal Green Gasholders
- 1858 St Mary's Roman Catholic Cemetery established
- 1874 Wormwood Scrubs Prison opens
- 1890s Hythe Road laid down
- 1900s Harlesden and North Kensington established as residential areas alongside the Cumberland Park Factory and other industrial areas




1 St Mary's Cemetery Conservation Area
2 Kensal Green Cemetery Grade 1 Listed Historic Park / Garden
3 Cumberland Park Factory Conservation Area
4 Grand Union Canal Conservation Area
5 Wormwood Scrubs
6 Little Wormwood Scrubs
7 Kenmont Primary School Grade II Listed
8 HMP Wormwood Scrubs Grade II Listed

# Existing character

2.11 Scrubs Lane is a busy road corridor with busy north and south movement. It provides the main road access into the Old Oak industrial area and is home to the existing industries of CarGiant, waste facilities and a mix of small businesses. This industry does create a busy and productive character area. However, the type of existing industry and movement patterns does have a negative impact on the quality of place. Today it is busy and noisy with a large number of HGV movements. However, there are many positive elements and heritage assets as set out on the previous pages which contribute to a unique identity.

2.12 The changing geometry and topography of the street creates a meandering road with changing views and characters as it winds below and over the railways. The bowstring truss bridge that carries Scrubs Lane over the Great Western main line is a local landmark and marks the transition between the two main characters of Scrubs Lane north and south of the canal. This elevated position is also defined by long and wide east west views across the canal and rail-lands with iconic landmarks of Trellick Tower, BT Tower and The Shard defining the city skyline to the east.

2.13 Scrubs Lane is assymmetrical in character and this becomes more pronounced north of the canal with the finer grain of the older buildings on the eastside and large plots with sheds along the west. Workspace buildings with east west yard spaces is a prevalent building typology. The architectural expression of the buildings tends not to reveal the abundance of industrious activity. The historic Cumberland Park Factory has been designated as a conservation area. This has a distinct typology of yard spaces where the buildings create the quiet boundary to the cemetery. These buildings with gabled frontages create a strong street frontage along the east of Scrubs Lane.

2.14 The southern section of Scrubs Lane to the south of the canal has mature plane trees with dense undergrowth defining the edge of Wormwood Scrubs providing a semi-rural character A series of large billboards along the railway embankment extending beyond the underbridge, north of Wormwood Scrubs define the roadspace as a busy traffic corridor with some existing industrial and railway lane around the Mitre Industrial Estate.

Elements of local character

# Existing movement network

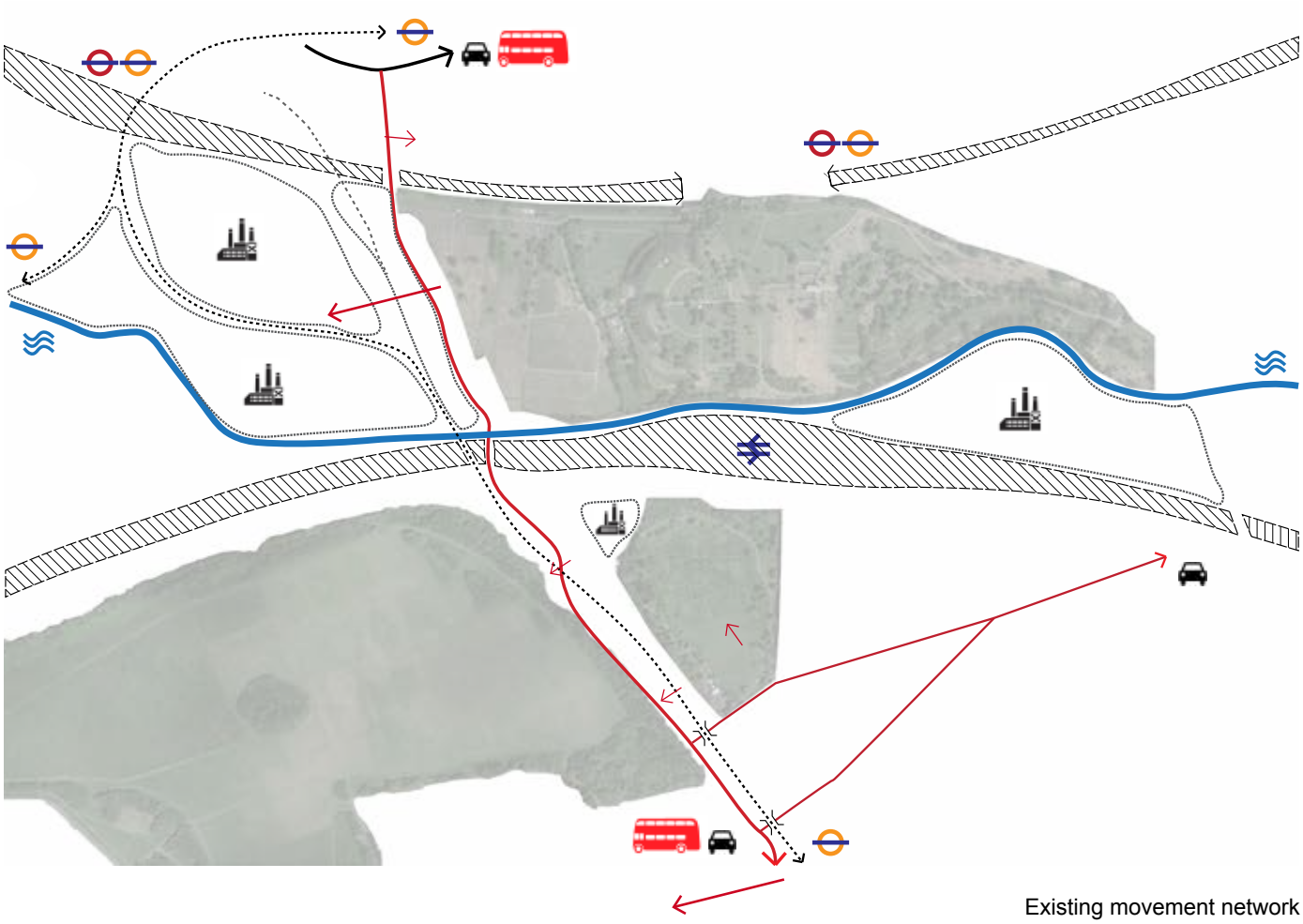
2.15 Scrubs Lane is a key connector route as defined by Transport for London's (TfL) Urban Road Task Force guidance reflecting its role as a busy north south road for vehicular traffic for freight and people.

2.16 South of Harrow Road and north of the A40, it has poor east-west connectivity with only the Grand Union Canal towpath providing a continuous east to west route. This is accompanied by only one vehicular route into Old Oak from Hythe Road, one access for pedestrians into St. Mary's Cemetery and poor access into Wormwood Scrubs and Little Wormwood Scrubs restricted by railways and vegetation with some east to west vehicular connections to the south of Wormwood Scrubs and Little Wormwood Scrubs.

2.17 The high levels of vehicular traffic create a poor walking environment and a poor quality public realm. The traffic also impacts on the current cycle lane which does not provide a continuous route and is further restricted by on-street parking. Currently there is only a single bus route, the 220, that serves Scrubs Lane connecting Willesden Junction with Wandsworth running via Shepherd's Bush.

2.18 The existing carriageway of Scrubs Lane to the south of the Grand Union Canal is a consistent 10m in width which includes northbound on road cycle lane a southbound bus lane alongside general traffic lanes. To the north, the street has a hatched central median representing 'spare' space between general traffic lanes which are bounded by cycle lanes in each direction.There are a number of pinch points along the road at bridges where the width of the carriage way is restricted.

2.19 There is some existing on-street parking on the east side of Scrubs Lane in the area of the Cumberland Park Factory, as well as the residential properties and north of the junction with Waldo Road.



Existing movement network

# Existing open spaces

2.20 Existing open spaces along Scrubs Lane include the Grand Union Canal and its adjacent spaces, Mary Seacole Memorial Garden, Wormwood Scrubs, Little Wormwood Scrubs, St Mary's Cemetery and the railway verges which although inaccessible are important wildlife corridors.

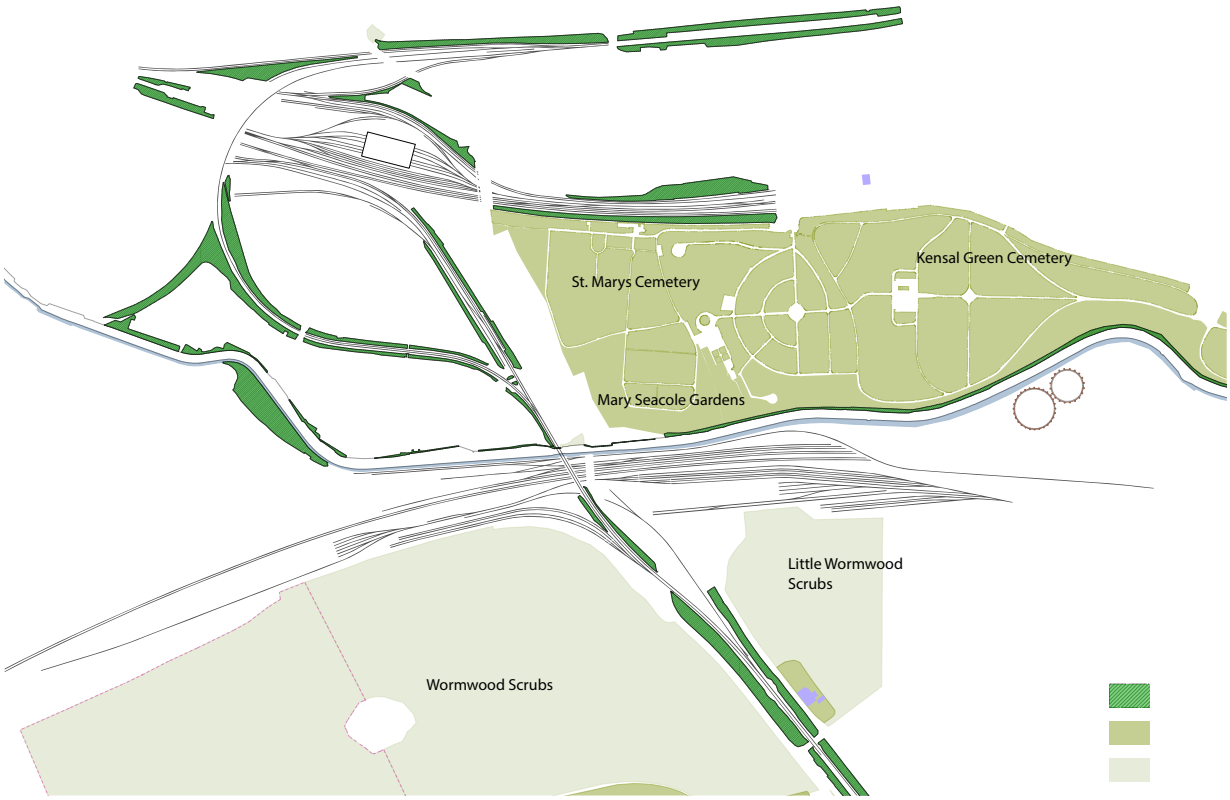
2.21 Although there are significant open spaces along and close to Scrubs Lane there are few play spaces for younger children in the area and access to these are along busy roads. The adventure playground and One o'Clock Club at Little Wormwood Scrubs provides play opportunities across age groups. However accessibility and connections from the area north of the canal to this space are poor.

2.22 Key sites of metropolitan importance within the study area include Wormwood Scrubs, which is protected through the The Wormwood Scrubs Act passed in 1879 by Parliament, which aims to create a "metropolitan exercising ground" for the military and to provide the Scrubs for "the perpetual use by the inhabitants of the metropolis for exercise and recreation".

2.23 The All London Green Grid identifies opportunities within the Scrubs Lane area. This includes links into Kensal Green Cemetery. The cemetery was the first of the 'Magnificent Seven' Victorian cemeteries to be built. The London Green Grid also seeks to promote and enhance the cultural offer and environmental quality of these Victorian cemeteries.

2.24 The Grand Union Canal is a key part of a strategic east west connection which links to the Regent's Canal, the Thames in the east and up to Birmingham in the Midlands.

2.25 Mary Seacole Memorial Garden on the northern embankment of the Grand Union Canal is located between road and rail bridges. It provides a small public green space at the canal edge with seating and access to the private moorings on the north side of the canal.




Existing open space network

# Existing land uses

2.26 The area along Scrubs Lane is currently predominantly designated as a Strategic Industrial Location. The OPDC draft Local Plan proposed to remove this designation and deliver a mix of uses along the street.

2.27 The majority of existing land uses are workspaces for SME and micro businesses, with waste management facilities and CarGiant also having a significant presence. As set out in the map, these are also joined by a number of community uses including the City Mission Church and associated nursery. Outside of the study area there is a rich mix of community and recreational facilities in the surrounding area but connections and access to these from Scrubs Lane is poor.

2.28 Housing is located in College Place and across Harrow Road in the north of Scrubs Lane, in the collection of terraces adjacent to St. Marys Cemetery and adjacent to the Scrubs Lane in the south in North Kensington.

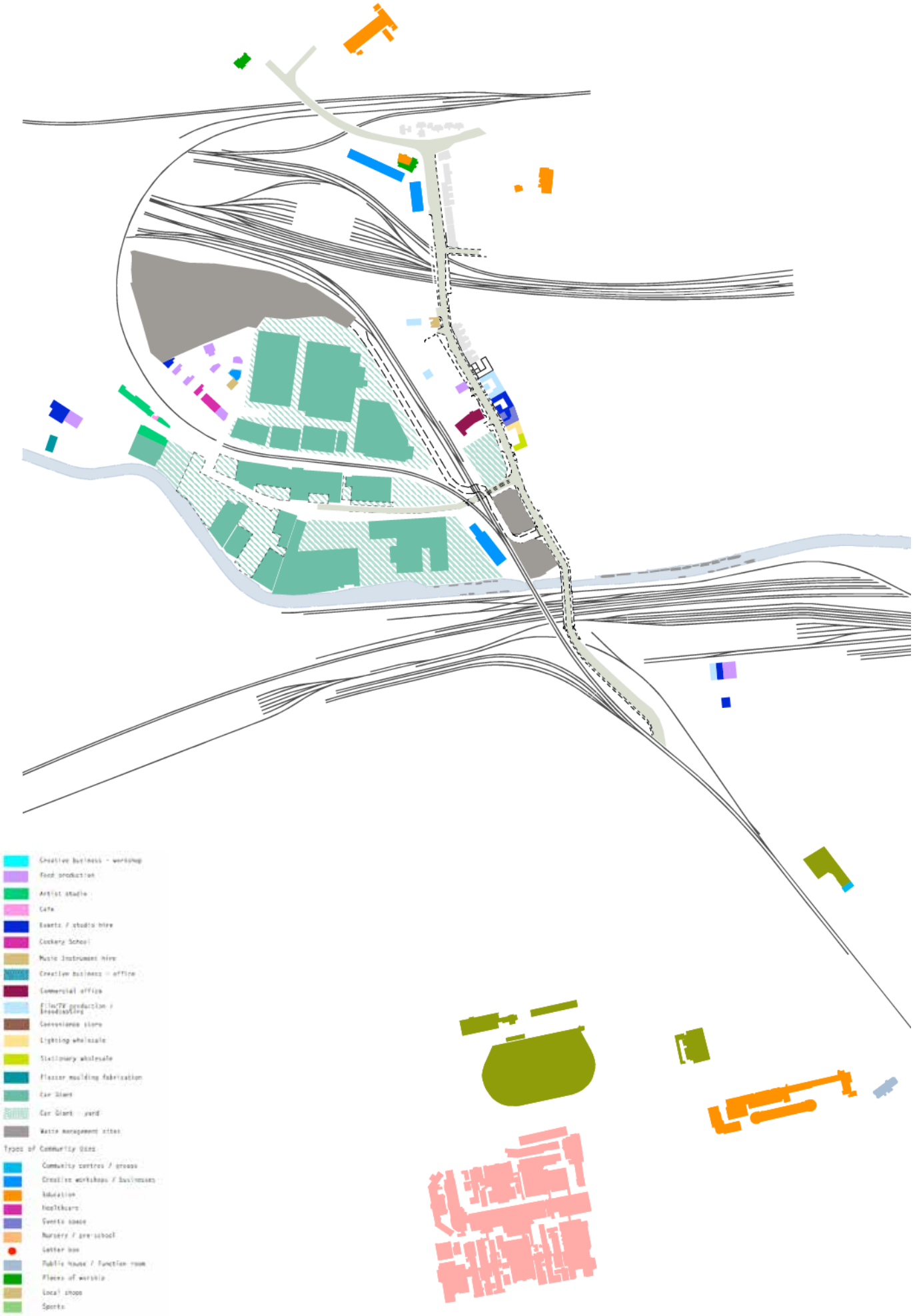
2.29 The existing workspaces are home to a vibrant business community whose activities are not immediately obvious to the passerby. Along Scrubs Lane there are five economic sectors with a strong presence:

- artists and makers
- food production
- film / media production
- waste facilities
- CarGiant

2.30 Further work will continue to be undertaken to get a complete understanding of existing businesses and land uses operating in the area.

Examples of existing employment uses along Scrubs Lane

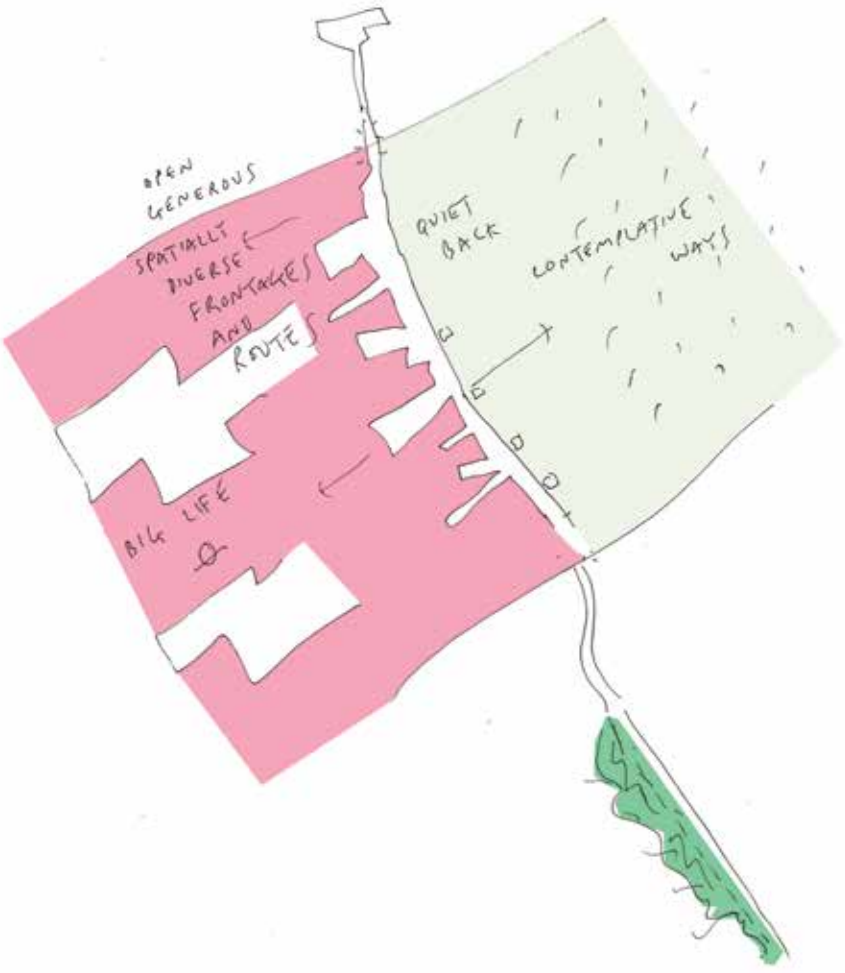
# Existing land uses



# 3. Vision

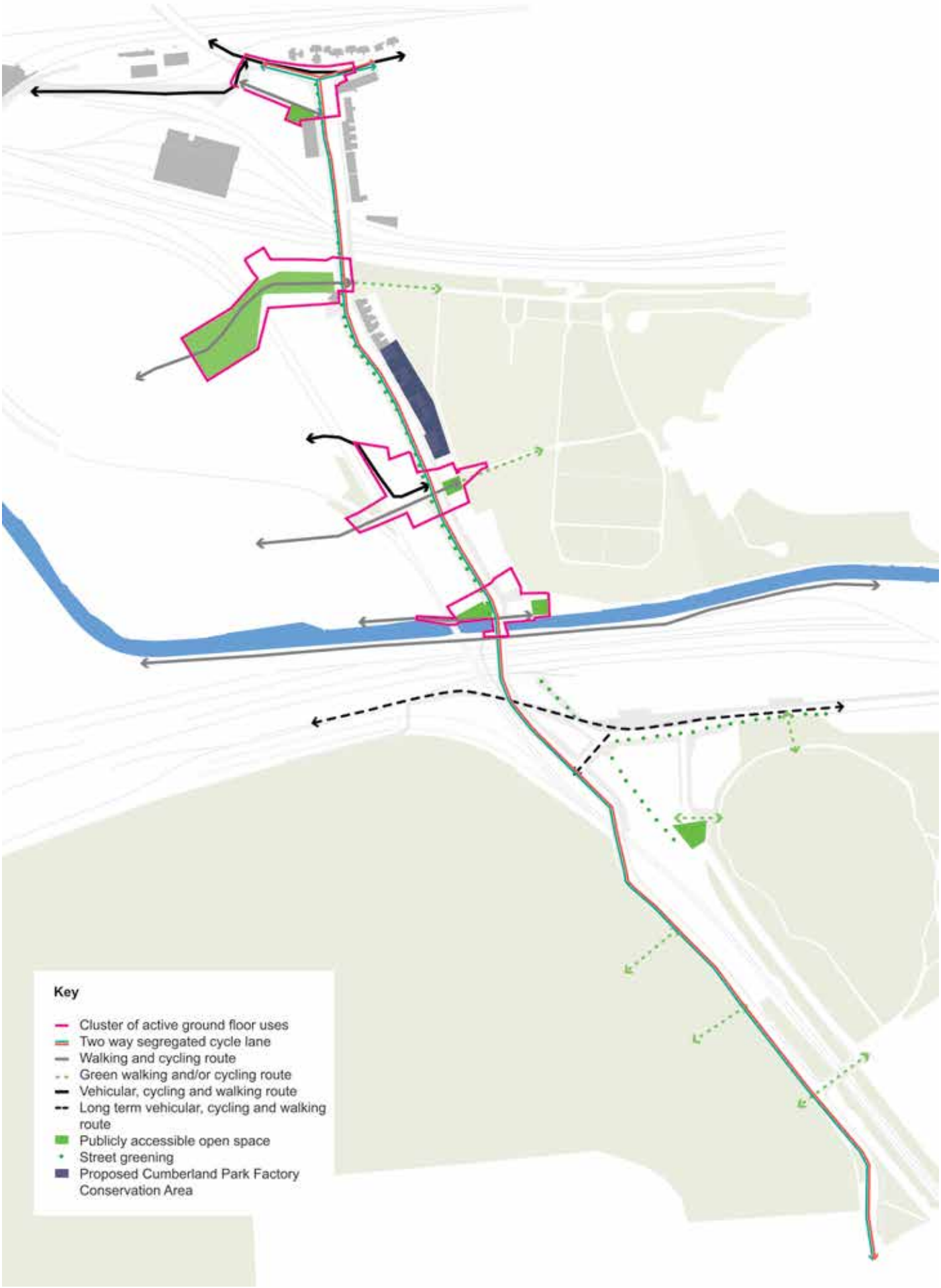
# Vision

**Scrubs Lane will be a characterful and well connected street, sitting as a hinge between east and west. Development will continue its employment heritage and will integrate space for living, creating and working.**




Vision illustration

# Vision map


Key
Cluster of active ground floor uses
Two way segregated cycle lane
Walking and cycling route
Green walking and/or cycling route
Vehicular, cycling and walking route
Long term vehicular, cycling and walking route
Publicly accessible open space
Street greening
Proposed Cumberland Park Factory Conservation Area

# 4. Principles

# Principle 1 – A key connector

**1. Strengthening Scrubs Lane as a busy north south connector route for road and rail transport.**

4.1 Scrubs Lane will continue to be a busy connector route for traffic. Following the redevelopment of Old Oak North, current levels of HGV freight traffic on the street are likely to fall. This traffic will likely be replaced with new bus routes serving the increased population and new vehicular and servicing access requirements. The railways will also continue to be busy connections.

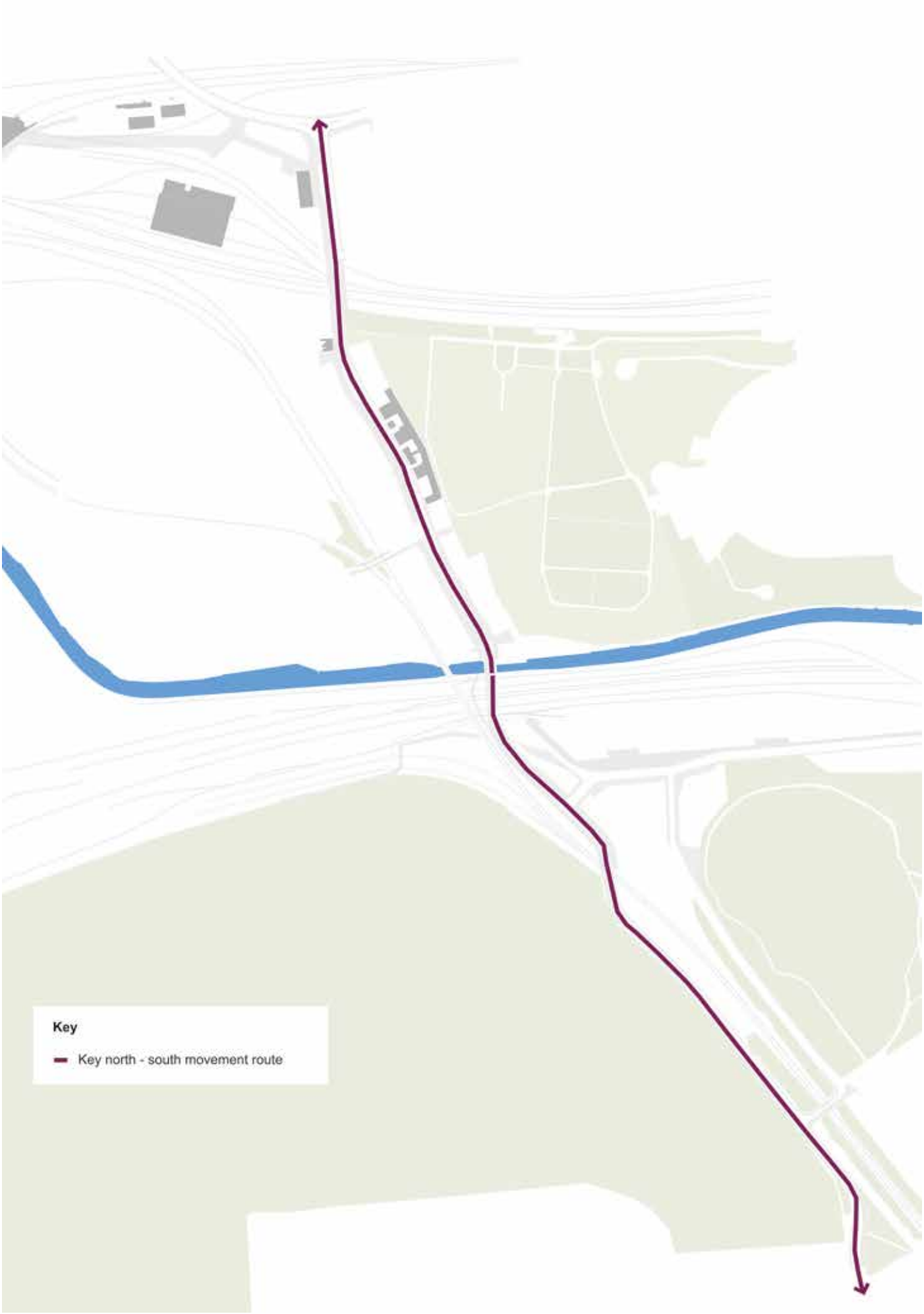
4.2 Scrubs Lane will also continue to be a key north-south route connecting Harlesden in the north to White City and Shepherd's Bush in the south.

4.3 To support this role, it is important that development along Scrubs Lane is designed in a way that responds to the fact that Scrubs Lane and the railways will always be busy routes. As such, new uses will need to be designed to mitigate these impacts and deliver new open spaces for residents and employees that is protected from this. It is unlikely that housing on the ground floor directly onto Scrubs Lane will be appropriate.

4.4 OPDC, TfL, LB Hammersmith and Fulham  and the local highways authority will need to agree to a set of transport related infrastructure and how the delivery of these will be prioritised. Development along Scrubs Lane will need to contribute towards their delivery.

Existing conditions

# Principle 1 – map



# Principle 2 – Connecting east to west

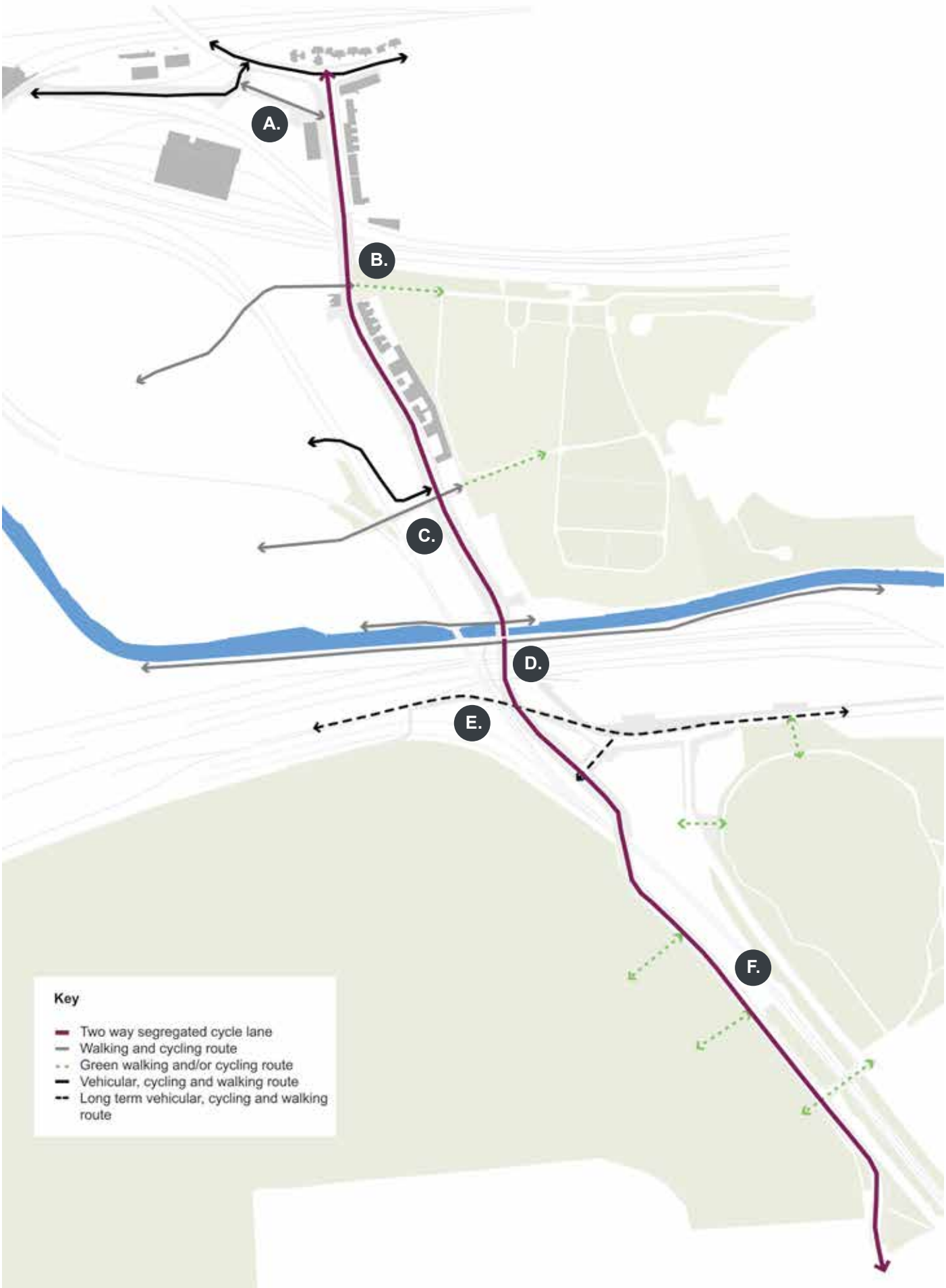
**2. Delivering new and improved east to west routes**

4.3 To support existing and new communities to reach destinations to the east and west of Scrubs Lane, new and improved connections are proposed. These connections include:

**A. Ellisland Way** - walking and cycling access to the new Old Oak High Street running south of Harrow Road to the rear of the existing Texaco petrol station and the City Mission Church.
**B. Laundry Lane** - providing walking and cycling access to Old Oak Gardens park and improved walking access into St. Mary's Cemetery and Kensal Green Cemetery.
**C. Hythe Road and Park Road** - providing vehicular, walking and cycling access to Old Oak North and walking access into St. Mary's Cemetery and Kensal Green Cemetery.
**D. Grand Union Canal** - providing walking and cycling access on the northern side to Old Oak North and under Mitre Bridge to Mitre Wharf; improving the canal towpath on the southern side as a key east to west walking and cycling route.
**E. Wormwood Scrubs Street** - in the longer term, seeking to improve the walking, cycling and vehicular east to west access, to connect Old Oak Common Station and the IEP Depot to the Mitre Industrial Estate and on to Kensal Canalside Opportunity Area. This may be delivered in multiple phases.
**F. Access to Wormwood Scrubs** - new and enhanced sensitively designed walking and cycling access to Wormwood Scrubs from Scrubs Lane. Precise locations will be defined through further detailed work.

Connections to Kensal Canalside (E)

# Principle 2 – map



# Principle 3 – A well-defined street

**3. Delivering a well-defined street framing a 2 way cycle lane and a wider footpath on the western side of the street and an improved footpath on the eastern side of the street.**

4.4 Scrubs Lane will continue to be a busy route for traffic. As such, building frontages and the public realm should respond to this to provide a pleasant street environment for pedestrians and cyclists. The potential development sites along Scrubs Lane provide the opportunity to deliver a new two-way segregated cycle lane with a generous width footpath, while supporting the flow of traffic. To the north of the Grand Union Canal, a large number of development sites are on the west of the street as well as the majority of future Old Oak destinations will be to the west. Reflecting these opportunities, the segregated cycle lane and widened footpath is proposed to be on the western side of Scrubs Lane.

4.5 Development should contribute to:

| | |
|---|---|
| **Footpath** | 5m wide footway on the western side to provide a pleasant walking environment and space for new tree planting. This will enable active uses to spill out onto the street to add vibrancy and character. An improved footpath on the eastern side with new development set back to enlarge the public realm where feasible. |
| **Cycle Lane** | 4m wide 2 way segregated cycle way (3m wide at pinch points under bridges and at bridges) delivered in accordance with the latest TfL cycle design standards on the western side of Scrubs Lane. |
| **Carriage way** | 7m wide (10.5m at junctions to accommodate turning) to enable the flow of traffic. Development and new road alignments will need to ensure the continued operation of existing uses within Old Oak. Detailed transport modelling will be required on a case by case basis. |
| **Parking and servicing** | Prioritising off street servicing for new development using a carefully managed approach to protect residential amenity. This reflects Scrubs Lane as a busy route and the potential for on-street servicing to impact on movement and access into Old Oak. |

4.6 As part of the above proposals, improved crossing points, location of bus stops, laybys, parking, service entries and side entries will be carefully designed together within the context of a substantially improved public realm made up of available footway spaces and the interface with private land ownerships.

4.7 To ensure an appropriate sense of enclosure to the street, development will need to deliver well-defined frontages with clear edges that define private, semi-public and public spaces.

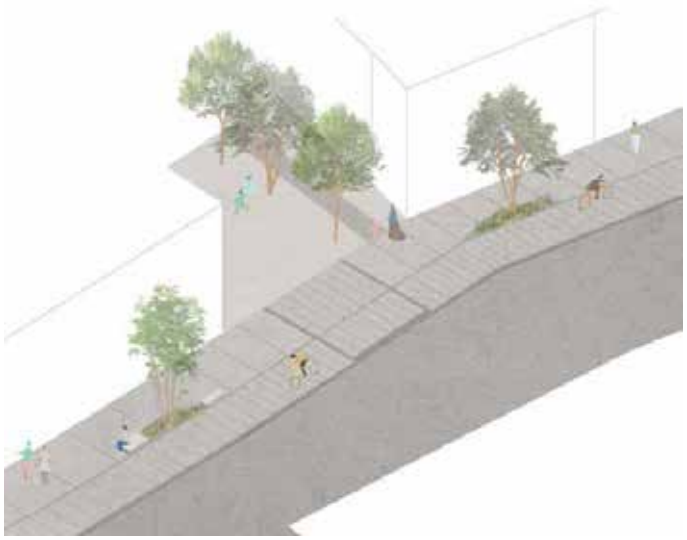
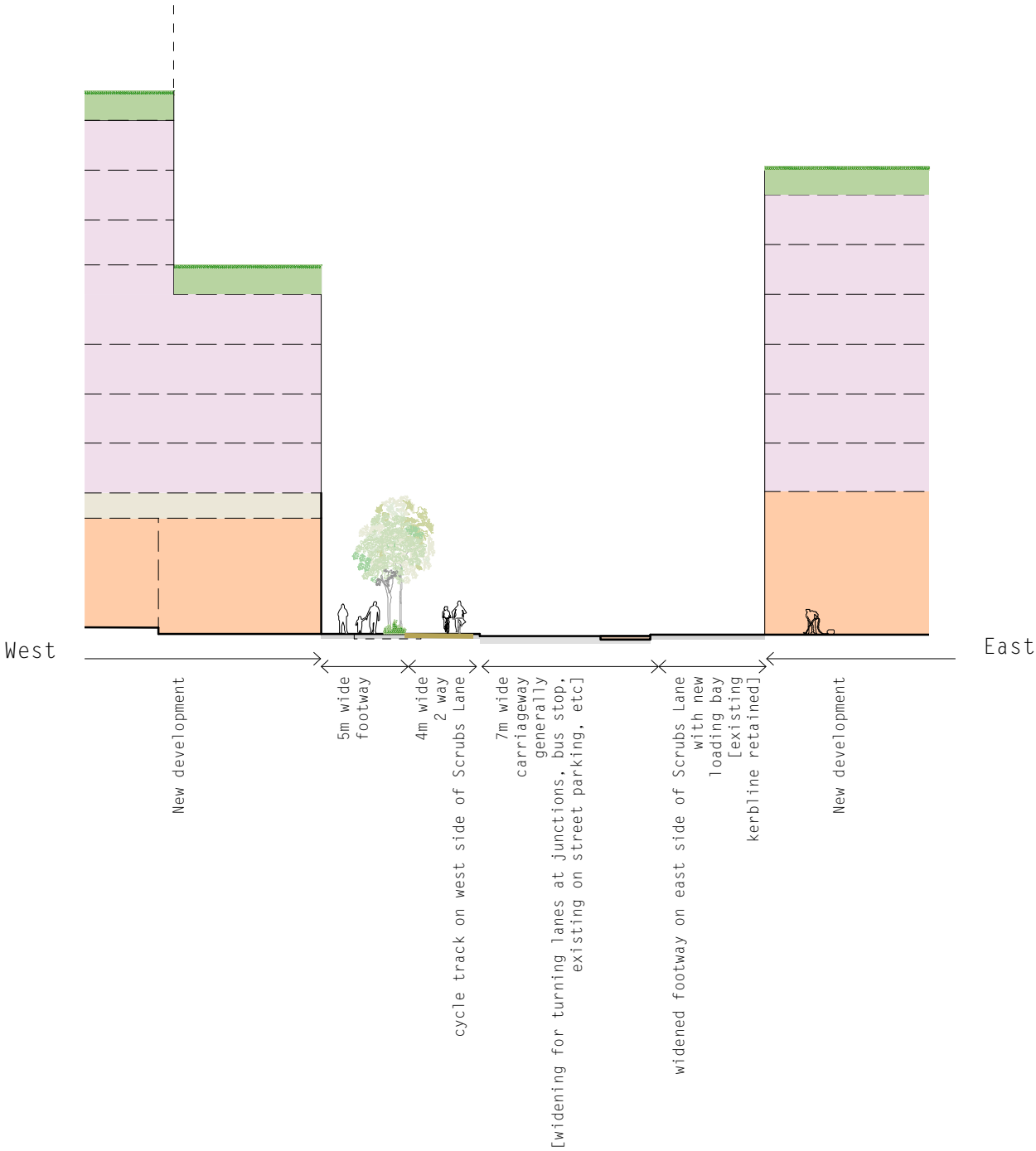


Illustration of footpath and cycle lane improvements

# Principle 3 – illustrative street section



# Principle 3 – map

# Principle 4 – Clustering active uses

**4. Clustering a range of diverse publicly accessible uses (permanent and meanwhile) at key points of east-west movement.**

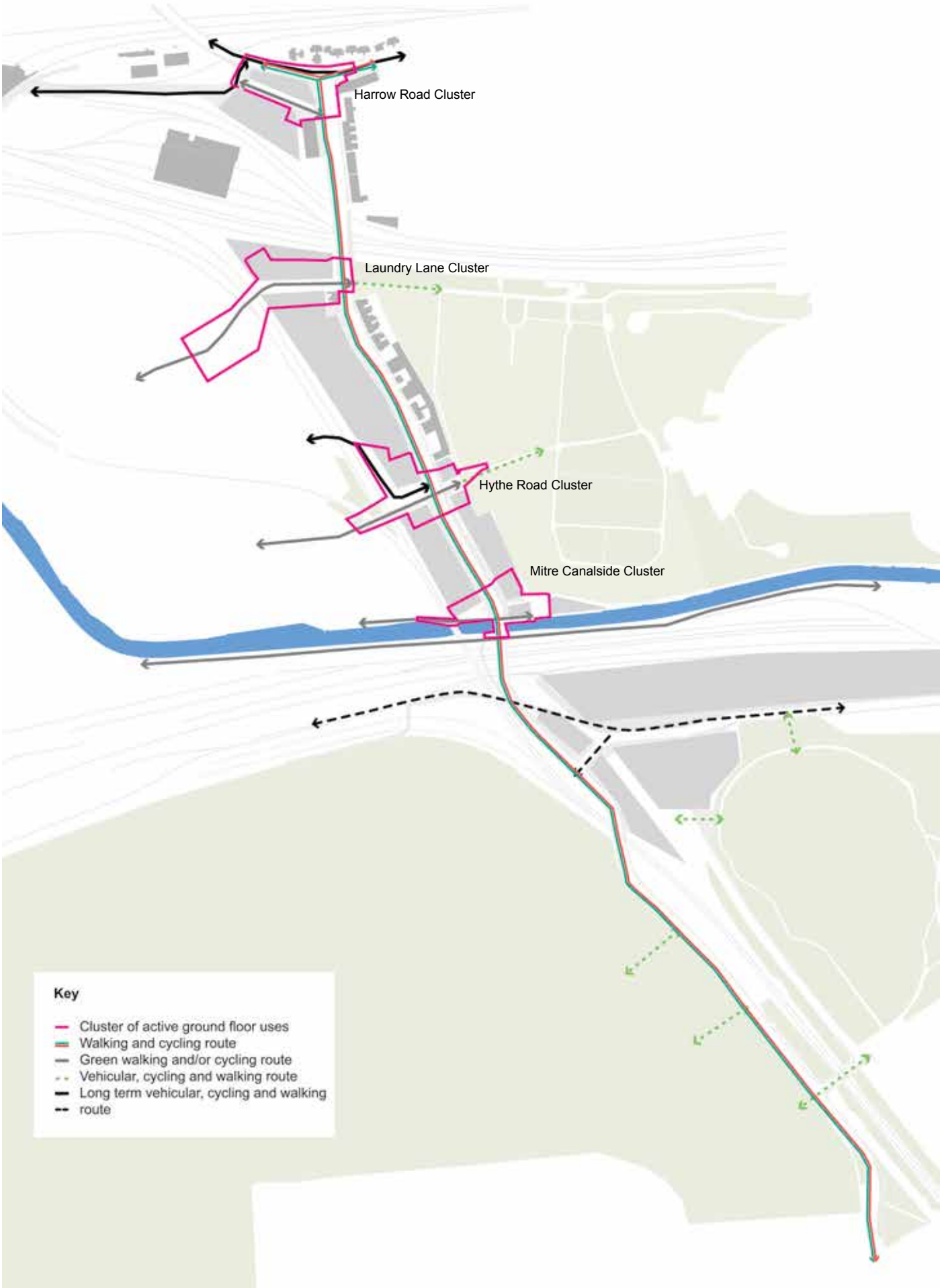
4.8 The early delivery of development along Scrubs Lane presents a number of challenges to the delivery of successful placemaking and sustainable communities. New development will need to ensure the provision of sufficient uses to serve the emerging community while the wider area of Old Oak continues to be developed. Within the specific context of Scrubs Lane, clusters have a key role in delivering a sustained presence of active uses that will support existing and new residents, add life to the street and ultimately support the delivery of 'Lifetime Neighbourhoods'. The four clusters are:

- Harrow Road
- Laundry Lane
- Hythe Road
- Mitre Canalside

4.9 Clusters are located on new and improved east-to-west connections to ensure land uses benefit from a greater intensity of movement and activity. The relatively higher amount of people moving along these routes will be critical to maintain the viability of these uses during the early development phases.

4.10 These active uses will differ across each of the identified clusters depending on each cluster's specific character. However, typically they will be expected to include a mixture of retail, leisure, community and employment uses that have a good relationship to the street. These uses could be permanent or temporary and have the potential to provide an 'activation' role in helping to draw people to the area to activate and build a sense of place and community.

# Principle 4 – map



# Harrow Road Cluster

## Vision

**A community and employment focused location framed by prominent corner of Harrow Road and Scrubs Lane and a new Old Oak High Street connecting to Willesden Junction.**

## Principles

a. Supporting the delivery of a community and employment focused cluster by:
   i. clustering active employment and community uses along Harrow Road and Ellisland Way;
   ii. delivering residential uses above the ground floor adjacent to the railway, Scrubs Lane and Harrow Road; and
   iii. reproviding the floorspace of a church use and associated community use at 2 Scrubs Lane on site including new fitted out building space at rent levels appropriate to the use.

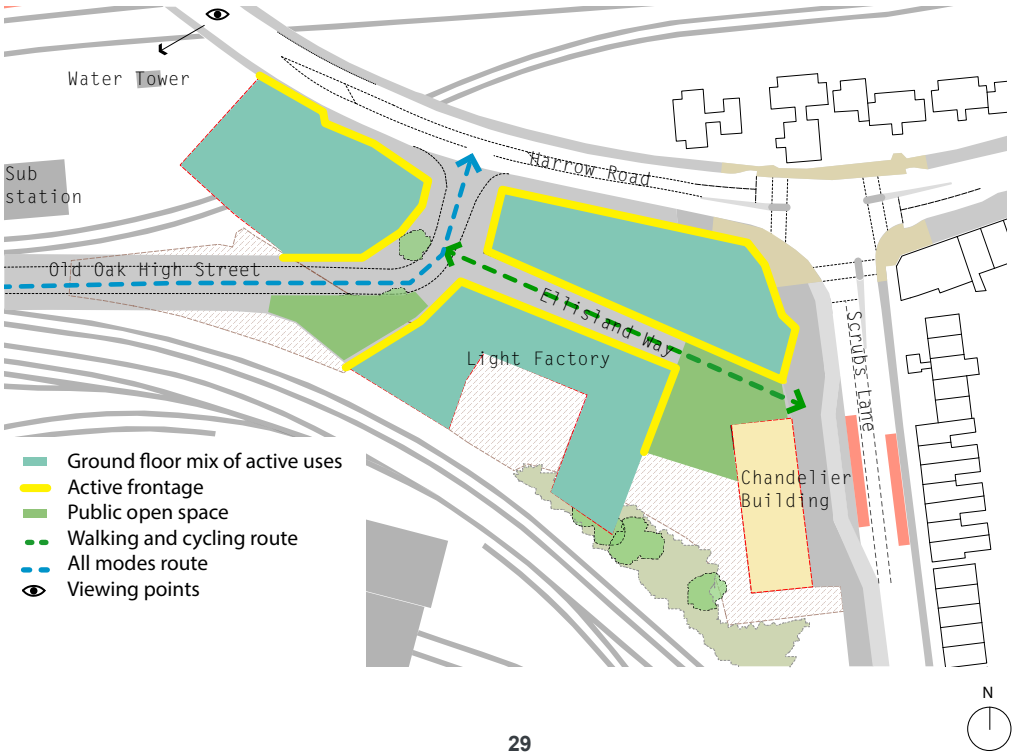
b. Supporting local connectivity by delivering Ellisland Way as a new walking and cycling connection from Willesden Junction Station and Old Oak High Street to Scrubs Lane;

c. Supporting activation of the public realm by creating a well-defined active frontage onto Scrubs Lane, Harrow Road and Ellisland Way.

d. Supporting health and well-being and resilience to climate change by providing by delivering new publicly accessible open space on Ellisland Way to the south of 2 Scrubs Lane and at the entrance to Old Oak High Street;

e. Enhancing local character by conserving and enhancing the Chandelier Building as a building of local heritage interest to continue its use as B-use class employment floorspace;

f. Contributing to a variety of building heights by:
   i. locating a single taller building at the south western corner of the Scrubs Lane and Harrow Road junction to support local legibility; and
   ii. delivering 6 to 10 storeys on to Harrow Road;
   iii. ensuring massing of development does not adversely impact on College Park and housing to the north of Harrow Road.



# Laundry Lane Cluster

## Vision

**A community focused green landscaped route fronted by housing and community uses linking Old Oak Gardens, Scrubs Lane and St. Mary's Cemetery.**

## Principles

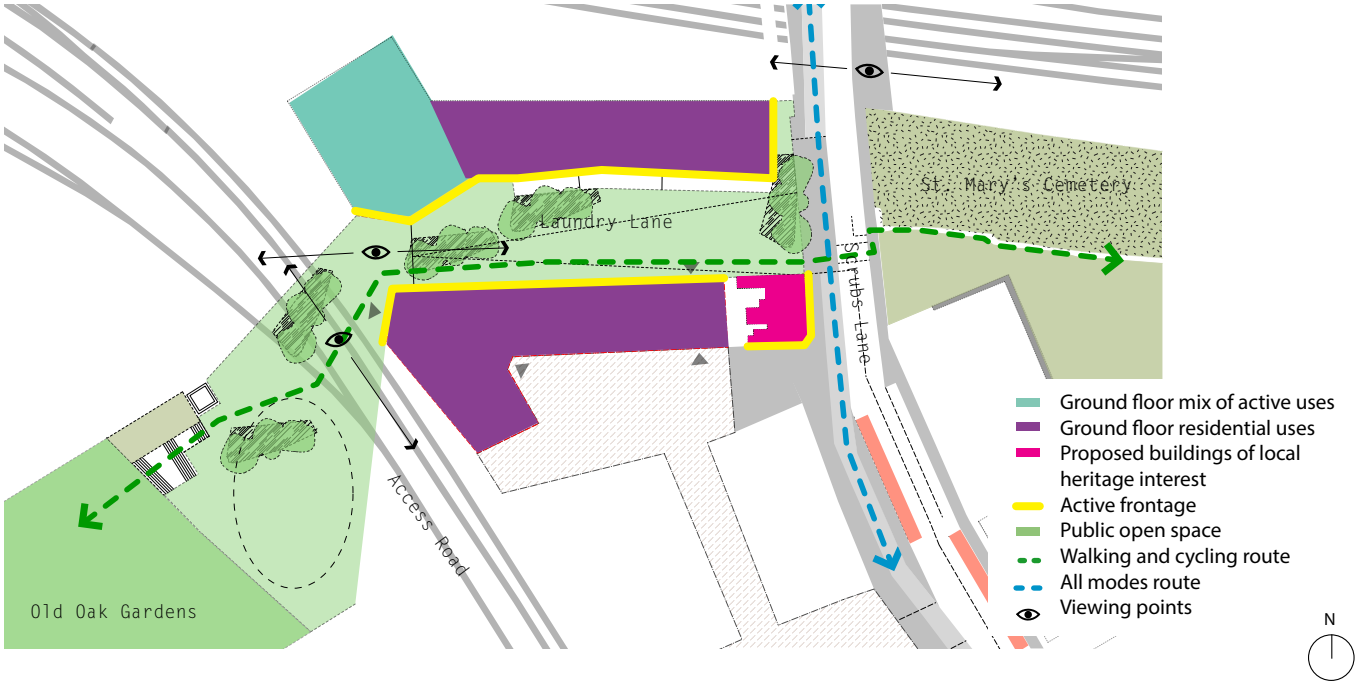
a. Supporting the delivery of a housing and community focused cluster by:
   i. clustering social infrastructure on locations fronting on to Old Oak Gardens and Laundry Lane; and
   ii. clustering residential uses with front doors onto Old Oak Gardens and Laundry Lane.

b. Supporting local connectivity by:
   i. ensuring the green bridge provides a high quality walking and cycling connection;
   ii.delivering a high quality crossing across Scrubs Lane and safeguarding land to deliver improved access into St. Mary's Cemetery; and
   iii. delivering positive frontages for residential and community uses along Laundry Lane with active frontages for employment or retail uses facing on to Scrubs Lane.

c. Supporting health and well-being and resilience to climate change by contributing towards a wide and accessible green landscaped bridge and a new publicly accessible green open space on both sides of the rail line that:
   i. includes play space;
   ii. provides an east-west walking and cycling route between Old Oak Gardens and St. Marys Cemetery;
   iii. addresses level changes in its design; and
   iv. mitigates impacts of noise generated by the Old Oak Sidings and EMR access road and rail line.

d. Enhancing local character by:
   i. delivering views along the railway from the green landscaped bridge; and
   ii. conserving and enhancing 26-30 Scrubs Lane and existing ghost signage as proposed buildings of local heritage interest.

e. Contributing to a variety of building heights including locating a single taller building adjacent to the green landscaped bridge on the northern side of Laundry Lane to support local legibility and minimising overshadowing of new open space along Laundry Lane.



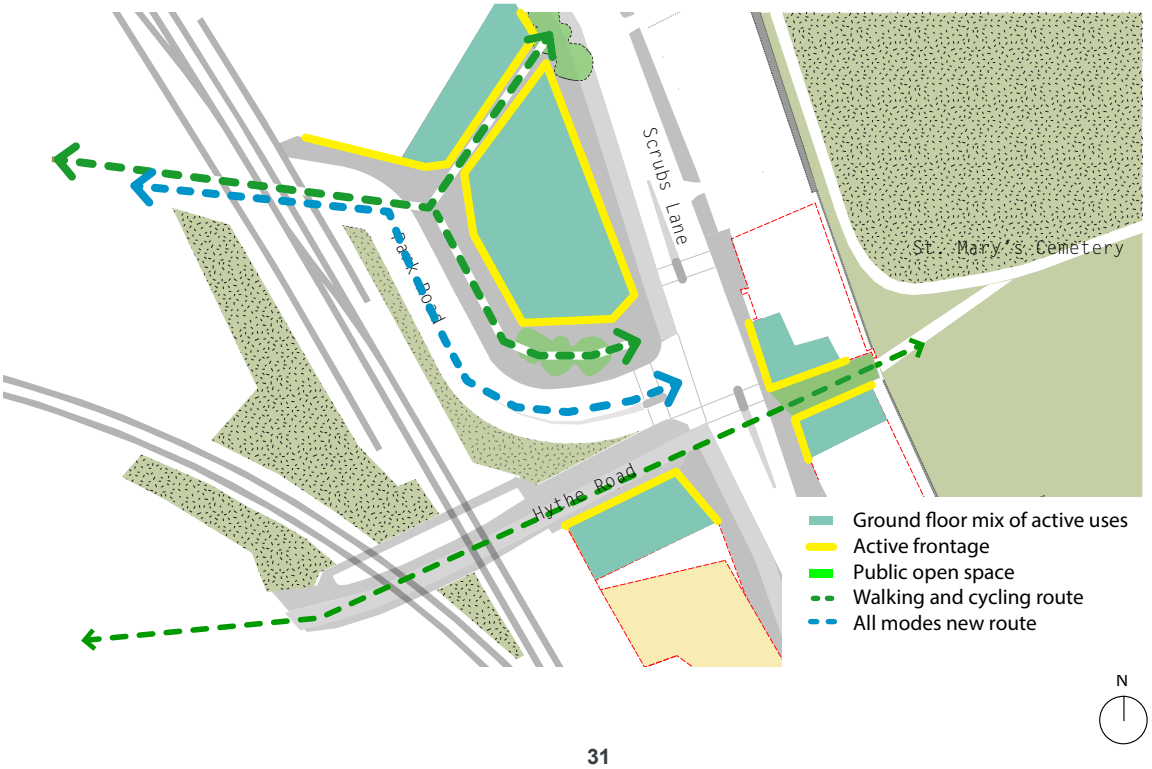
# Hythe Road Cluster

## Vision

**A retail, leisure and community focused cluster framed by railway and industrial heritage that connects Old Oak North, to Scrubs Lane and on to St. Mary's Cemetery. This cluster will provide new and improved walking, cycling and vehiculr access into Old Oak North.**

## Principles

a. Supporting the delivery of a retail, leisure, employment and community focused cluster by:
   i. clustering active uses at the junction of Hythe Road, Scrubs Lane and Park Road; and
   ii. delivering a range of active meanwhile uses that complement the activation of the Rolls Royce Building during the early phases of development.
b. Supporting local connectivity by:
   i. enhancing Hythe Road as a walking and cycling green route that is successfully integrated with the Rolls Royce Building in Old Oak North, adjacent railway structures and associated spaces;
   ii. providing a crossing across Scrubs Lane to deliver a new walking and cycling route and supporting a future access point into St. Mary's Cemetery from Hythe Road;
   iii. delivering a new vehicular connection at Park Road as the primary east - west vehicular link to Old Oak North that integrates a high quality new walking and cycling route. Its design will need to successfully address level changes to support pedestrian desire lines and surrounding development; and
   iv. in the long term, and demonstrated to be acceptable and feasible, support the integration of the vehicular access to Old Oak Sidings and EMR sites with this new route to release the existing route for open space.
c. Supporting health and well-being and resilience to climate change by delivering new publicly accessible open space at the new access point into St. Mary's Cemetery;
d. Enhancing local character by conserving and enhancing the heritage of the railway infrastructure and associated spaces; and
e. Contributing to a variety of building heights including locating a single taller building at the south western corner of the Scrubs Lane and Hythe Road junction.



# Mitre Canalside Cluster

## Vision

**A leisure, eating and drinking and community focused canalside location that celebrates the striking relationship of infrastructure and canal heritage with active canal-side spaces and uses.**

## Principles

a. Supporting the delivery of a leisure and community focused cluster by:
   i. clustering publicly accessible active community, leisure and eating/drinking uses facing on to Mary Seacole Gardens, the Grand Union Canal and at the junction between 115-129 Scrubs Lane and Mitre Wharf to improve access to the canalside space; and
   ii. contributing to and/or enabling new residential, leisure and visitor moorings and associated infrastructure.

b. Supporting local connectivity by
   i. contributing to the improvement of walking and cycling access from the Mitre Bridge to the southern canal towpath and also along the north of the canal to Old Oak;
   ii. delivering high quality public realm that integrates level changes and supports walking and cycling routes; and
   iii. delivering new public realm and access to the canal at Mitre Wharf.

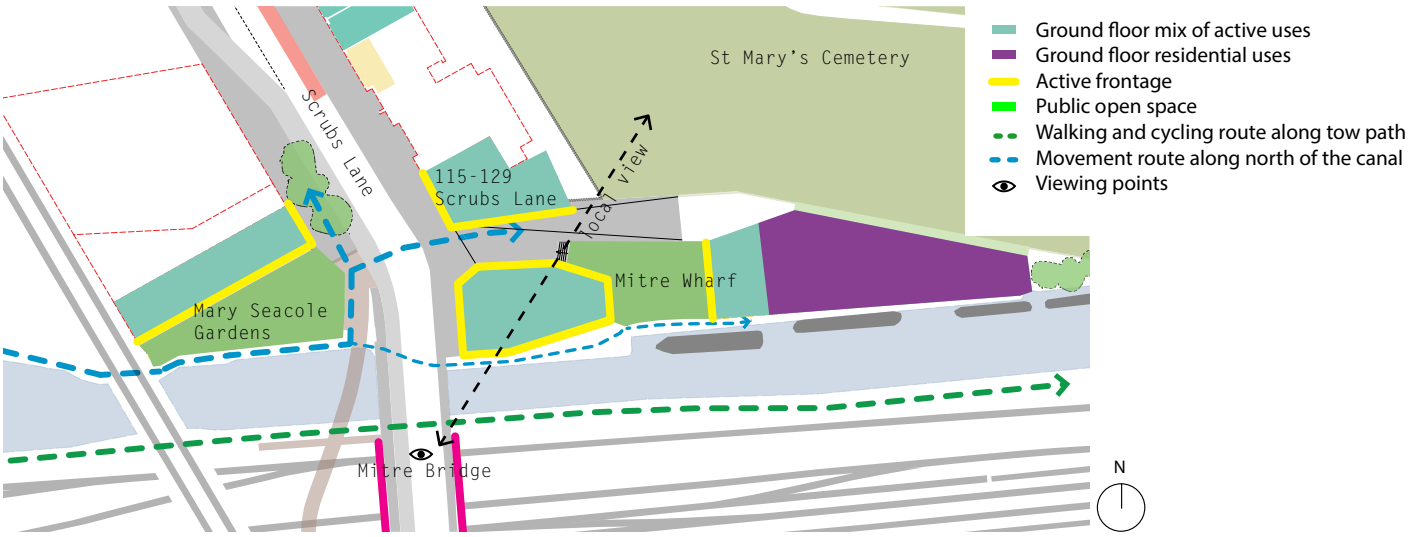
c. Increasing the size, quality and accessibility of Mary Seacole Gardens by contributing to its enhancement with landscaping improvements, building setbacks and activation;

d. Contributing to the delivery of a canalside open space on Mitre Wharf;

e. Enhancing local character by:
   i. conserving and enhancing the proposed locally listed Mitre Bridge and linked railway bridge and the Grand Union Canal Conservation Area; and
   ii. delivering views along the canal and to/from St. Mary's Cemetery from Mitre Bridge.

f. Contributing to a variety of building heights including:
   i. locating a single taller building at 115-129 Scrubs Lane;
   ii. ensuring massing and height of development at Mitre Yard supports the functions of Mary Seacole Gardens; and
   iii. ensuring massing and height of development at Mitre Wharf supports views to St. Mary's Cemetery and Mitre Bridge by stepping up away from Scrubs Lane while responding well to development at 115-129 Scrubs Lane.

g. Supporting local connectivity by contributing to the delivery of a new walking and cycling bridge alongside the Mitre Bridge and linked railway bridge if feasible.



# Principle 5 – Delivering green infrastructure

**5. Delivering high quality and multifunctional green infrastructure through:**

**a. A series of new linear multifunctional open spaces perpendicular to Scrubs Lane;**
**b. A network of publicly accessible open spaces at:**

**i. an improved and enlarged Mary Seacole Gardens;**
**ii. new publicly accessible open space canalside space at Mitre Wharf;**
**iii. new publicly accessible green open space and green link at Laundry Lane;**
**iv. new publicly accessible open spaces along Ellisland Way;**
**v. new publicly accessible open space at Hythe Road; and**
**vi. new publicly accessible open space adjacent and connected to Little Wormwood Scrubs.**

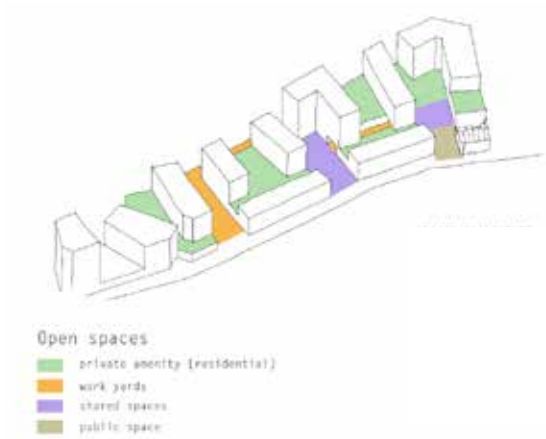
**c. Yards as open spaces to the north of the canal to support employment uses and as private or communal open spaces for housing;**
**d. A range of street and surface greening; and**
**e. Improved walking and cycling access to Wormwood Scrubs, Little Wormwood Scrubs and St. Mary's Cemetery from Scrubs Lane.**

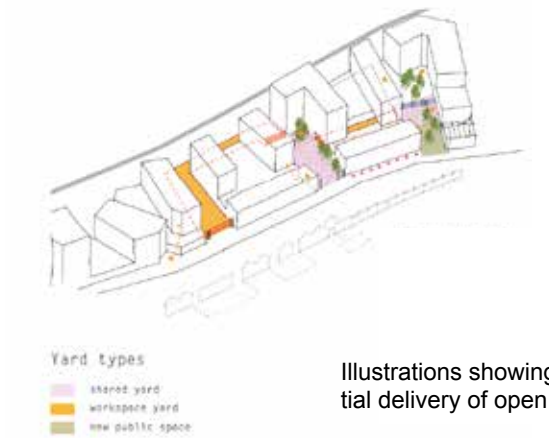
4.11 With the role of clusters focus activity at specific points along Scrubs Lane, clusters also serve as a mechanism to guide the location of new public open spaces and public realm improvements where these will benefit the most people. To support the amenity of new and existing communities, these should be delivered as soon as possible.

4.12 Along Scrubs Lane, yard spaces are a significant element of the historic industrial/ employment character of the Cumberland Park Factory Conservation Area. To support and continue this character, new development should deliver yards for servicing commercial development and as communal and/or private residential open space. Yards can be green or hard landscaped and should include sustainable drainage measures and other elements of green infrastructure.

4.13 The presence of the West London Line Railway to the west of Scrubs Lane also provides an opportunity for delivering yard spaces for employment uses to act as a buffer between the railway and residential uses and also provide space for employment activities. The use of these yards for employment activities would need to be appropriately managed to protect residential amenity and impacts on traffic movement.

4.14 In addition to this principle, OPDC is publishing its Environmental Standards. These inform the OPDC draft Local Plan by providing further detail for delivering environmental sustainability across Old Oak and Park Royal, including Scrubs Lane.




Illustrations showing potential delivery of open spaces.

# Principle 5 – map

# Principle 6 – Mixing homes and workspace

**6. Principle: Delivering a minimum of 2,800 new homes and space for 1,400 jobs by:**

**a. providing high quality and affordable SME business workspace to support the local economy;**
**b. delivering housing above the ground floor facing onto Scrubs Lane and the rail lines with opportunities for housing at the ground floor off of Scrubs Lane including facing onto new open spaces and yard spaces.**

4.15 The OPDC Development Capacity Study identifies that development sites along Scrubs Lane could deliver a minimum total of 2,800 new homes and space for 1,400 new jobs. These are the total figure for development in Scrubs Lane. Within the plan period (2018 to 2038), 2,000 new homes and space for 1,100 jobs are identified to be able to delivered. These figures have been informed by the principles set out in this document, specifically principle 9. The Scrubs Lane Supplementary Planning Document (SPD) will provide further guidance for how these uses could be delivered in terms of their mix and form.

4.16 Scrubs Lane has a history of providing a home for SME workspace, reflected in the built form and light industrial and office uses found along the street today. These include the Cumberland Park Factory, Chandelier Building, Light Factory, Cumberland Business Park and the Mitre Industrial Estate. These SME uses contribute positively to the local economy and to the unique character of Scrubs Lane. As such, OPDC is seeking to retain and increase the amount of SME employment floorspace along Scrubs Lane.

4.17 New workspace will likely be delivered with housing. As such careful consideration will need to be given to support the functioning of the workspaces, residential amenity and the transport role of Scrubs Lane. The SPD will provide further guidance as to how workspaces could be delivered, including recommendations for space and servicing requirements and for securing affordable workspaces. The success of new employment workspace on Scrubs Lane will be dependent on the design quality of workspace units, including ground to floor ceiling heights, suitable size for a range of functions, servicing and flexibility to enable modifications.

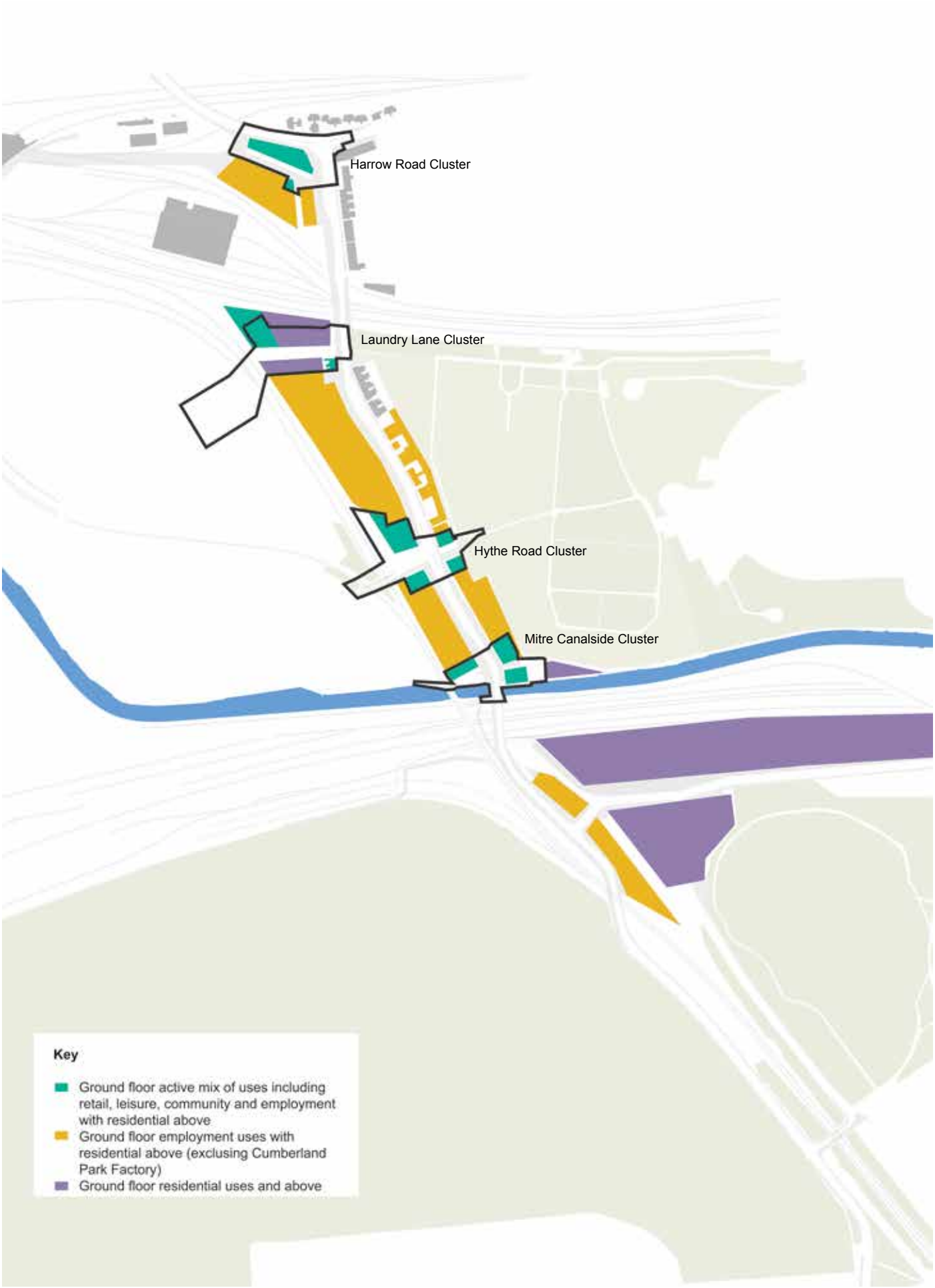
4.18 OPDC have been working closely with colleagues at the London Legacy Development Corporation in east London to understand how best to deliver these aspirations using lessons learnt from Hackney Wick.

4.19 Housing will need to respond to the impacts of the transport functions of Scrubs Lane and the railways alongside the impact of the wider development of Old Oak in the short and medium term. As such, the housing should be delivered above ground floor when facing onto Scrubs Lane and rail lines, and at ground level away from Scrubs Lane, such as along Laundry Lane.

4.20 OPDC will carry on working with stakeholders to capture the benefits of housing development to help deliver the Mayor of London's priority for delivering affordable housing alongside securing long-term affordable workspace through the use of planning conditions and other mechanisms. Any proposal will be subject to a detailed viability analysis to inform its determination and on a case by case basis a balance will need to be reached.

4.21 In addition to new homes and workspaces, Principle 8 sets out the intentions for delivering social infrastructure.

# Principle 6 – map



# Principle 7 – Responding to character

**7. Delivering a high quality place that responds to heritage assets, open spaces, the Grand Union Canal, industrial character and the railway.**

4.22 Scrubs Lane has, and is surrounded by, significant heritage assets resulting from its industrial and transportation history. This includes the railways, Grand Union Canal, Wormwood Scrubs, Little Wormwood Scrubs, Cumberland Park Factory Conservation Area and the concentration of diverse and creative SME (and micro) businesses along and behind from the street. Combined with the St. Mary's Cemetery Conservation Area and the Kensal Green Cemetery Grade 1 Listed Historic Park or Garden, Scrubs Lane has a rich historical context which development needs to recognise.

4.23 Design proposals should have regard to the requirements of all relevant policy and guidance set out in the NPPF, NPPG, London Plan and OPDC draft Local Plan including how best to conserve and enhance heritage assets. When setting out design proposals, a full and detailed discussion with OPDC, Historic England and the Greater London Authority will be required to assess how best to balance heritage priorities alongside the delivery of new and affordable homes.

4.24 To the south of the canal, Scrubs Lane runs between Wormwood Scrubs and Little Wormwood Scrubs. Access to and between these open spaces is restricted by barriers created by railway embankments, existing buildings and the street itself. To help people get to these open spaces, sensitive new connections and improvements to existing connections should be delivered.

Map showing local statutory designated heritage assets

1 St Mary's Cemetery Conservation Area
2 Kensal Green Cemetery Grade 1 Listed Historic Park or Garden
3 Cumberland Park Factory Conservation Area
4 Grand Union Canal Conservation Area
5 Wormwood Scrubs
6 Little Wormwood Scrubs
7 Kenmont Primary School Grade II Listed
8 HMP Wormwood Scrubs Grade II Listed

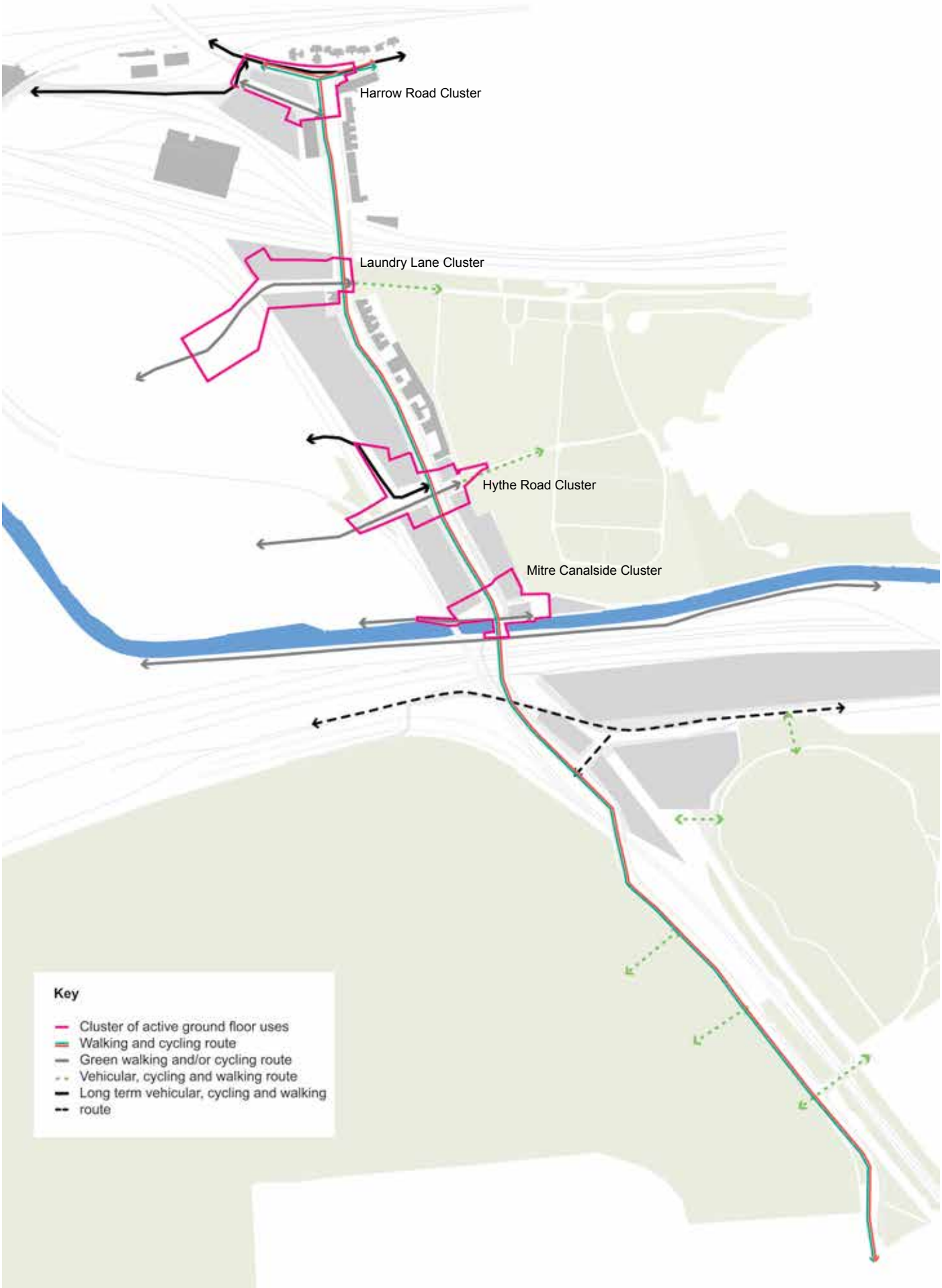
# Principle 8 – Supporting thriving communities

**8. Supporting thriving communities by delivering affordable housing and social infrastructure.**

4.25 The potential for early delivery of development along Scrubs Lane provides an opportunity to secure benefits for existing and future communities in and around the Scrubs Lane area. A critical benefit is the delivery of affordable housing and social infrastructure, such as schools, health centres and community centres.

4.26 The draft OPDC Local Plan provides policies for securing affordable housing and social infrastructure. Proposals along Scrubs Lane will be expected to deliver a range of housing tenures, including affordable housing and family accommodation, and contribute to delivering social infrastructure. It is likely that development within Scrubs Lane and Old Oak will need to work together to secure sufficient social infrastructure provision. Should social infrastructure be delivered in Scrubs Lane, locating these uses in clusters will support access by local communities and enable them to contribute to wider placemaking.

# Principle 8 – map



# Principle 9 – Managing heights and massing

**9. Delivering a range of heights and massing that responds to sensitive locations and development opportunities including:**

**a. north of the Grand Union Canal, generally 6-8 storeys onto Scrubs Lane and 6-10 storeys onto Harrow Road;**
**b. south of the Grand Union Canal, generally 6-10 storeys onto Scrubs Lane with lower heights adjacent to Little Wormwood Scrubs;**
**c. generally lower heights opposite the Cumberland Park Factory;**
**d. generally 6-8 storeys fronting onto the Grand Union Canal;**
**e. opportunities for increased heights adjacent to the railway across the area;**
**f. a single taller building in each cluster to support local legibility and secure wider benefits for the area and community; and**
**g. delivering visual permeability between buildings.**

4.27 As stated in Principle 6, Scrubs Lane has the capacity to deliver a minimum of 2,800 new homes and 1,400 jobs. Early delivery of development on Scrubs Lane and its location on the edge of the OPDC area provides Scrubs Lane with the opportunity to connect existing and new communities together and deliver positive changes in the public realm and quality of the environment.

4.28 The new development delivering these homes and workspaces needs to be delivered in a way that responds to development opportunities and the local character as set out in Principle 7. It is also important that sites considered suitable for greater amounts of development deliver significant benefits for local communities and neighbourhoods in terms of affordable housing, publicly accessible open space and high quality public realm, social infrastructure and/or physical infrastructure. As such the following heights and responses are proposed:

Massing model illustrating potential heights of development viewed from Wormwood Scrubs

| | |
|---|---|
| **north of the Grand Union Canal, generally 6-8 storeys onto Scrubs Lane and 6-10 storeys onto Harrow Road** | To provide an appropriate sense of enclosure to the street in response to the width of Scrubs Lane, Harrow Road and surrounding context. The context of each individual plot will also need to be taken into account when considering the most appropriate arrangement of heights on each site. |
| **south of the Grand Union Canal, generally 6-10 storeys onto Scrubs Lane with lower heights adjacent to Little Wormwood Scrubs** | To provide an appropriate scale of massing that reflects the existing railway infrastructure and sensitive locations of Wormwood Scrubs and Little Wormwood Scrubs. |
| **generally lower heights opposite the Cumberland Park Factory** | To conserve and enhance the Cumberland Park Factory Conservation Area. |
| **generally 6-8 storeys fronting onto the Grand Union Canal** | To conserve and enhance the canal's designation as a Site of Importance for Nature Conservation, conservation area and provide an appropriate sense of enclosure to Mary Seacole Gardens as a public open space. |
| **opportunities for increased heights adjacent to the railway across the area** | To help manage the impact of railway noise on local amenity, respond to less-sensitive locations and, to the north of the Grand Union Canal, to respond to the increased massing in Old Oak North. |
| **a single taller building in each cluster to support local legibility and secure wider benefits for the area and community** | To support legibility and secure additional benefits, through additional development capacity for the community (this could include a mix of greater affordable housing delivery, community uses, high quality public realm and public open space and new infrastructure).<br><br>Any proposal for a taller building will need to be of the highest design quality. These will be determined on a case by case basis and will be subject to the detailed assessment of its impacts in accordance with all relevant policies and guidance. Specific consideration will need to be given to impacts on views from surrounding areas, heritages assets and opens spaces and the need for the development to be of the highest design quality.<br><br>A single taller building within each cluster is considered to be approriate rather than multiple taller buildings to maintain the character of Scrubs Lane and manage impacts on the townscape and heritage assets. The following table sets out the rationale for the location each single taller building within each cluster. |
| **delivering visual permeability between buildings** | To help create a high quality townscape, provide visual amenity and support local legibility along Scrubs Lane and from surrounding areas. |

4.29 The above principle is only a component element of how a proposal's height and massing will be considered. Any proposal will be subject to rigorous assessment in accordance with OPDC draft Local Plan, London Plan and national guidance. This includes considering impacts on heritage assets, residential amenity, open spaces, microclimate and various other factors. The OPDC draft Local Plan provides further guidance on design of development with Policy SP9 and policies D4 and D5.

**Defining the location of a single taller building in each cluster**

4.30 A single taller building within each cluster is considered to be appropriate in order to support local legibility to areas with concentrated active uses located on new and improved east-west connections. These buildings will also be expected to contribute to new infrastructure and secure additional benefits for the community. These benefits could include a mix of greater affordable housing delivery, community uses, public open space and new physical and social infrastructure. Achieving the right balance between these benefits would need to be considered in line with policies in the Local Plan and on a case-by-case basis.

4.31 A single taller building is also considered to be appropriate, rather than multiple taller buildings, to maintain the character of Scrubs Lane and manage impacts on the townscape and heritage assets

4.32 Within each cluster, the location of the single taller building has also been considered in light of the below reasoning:

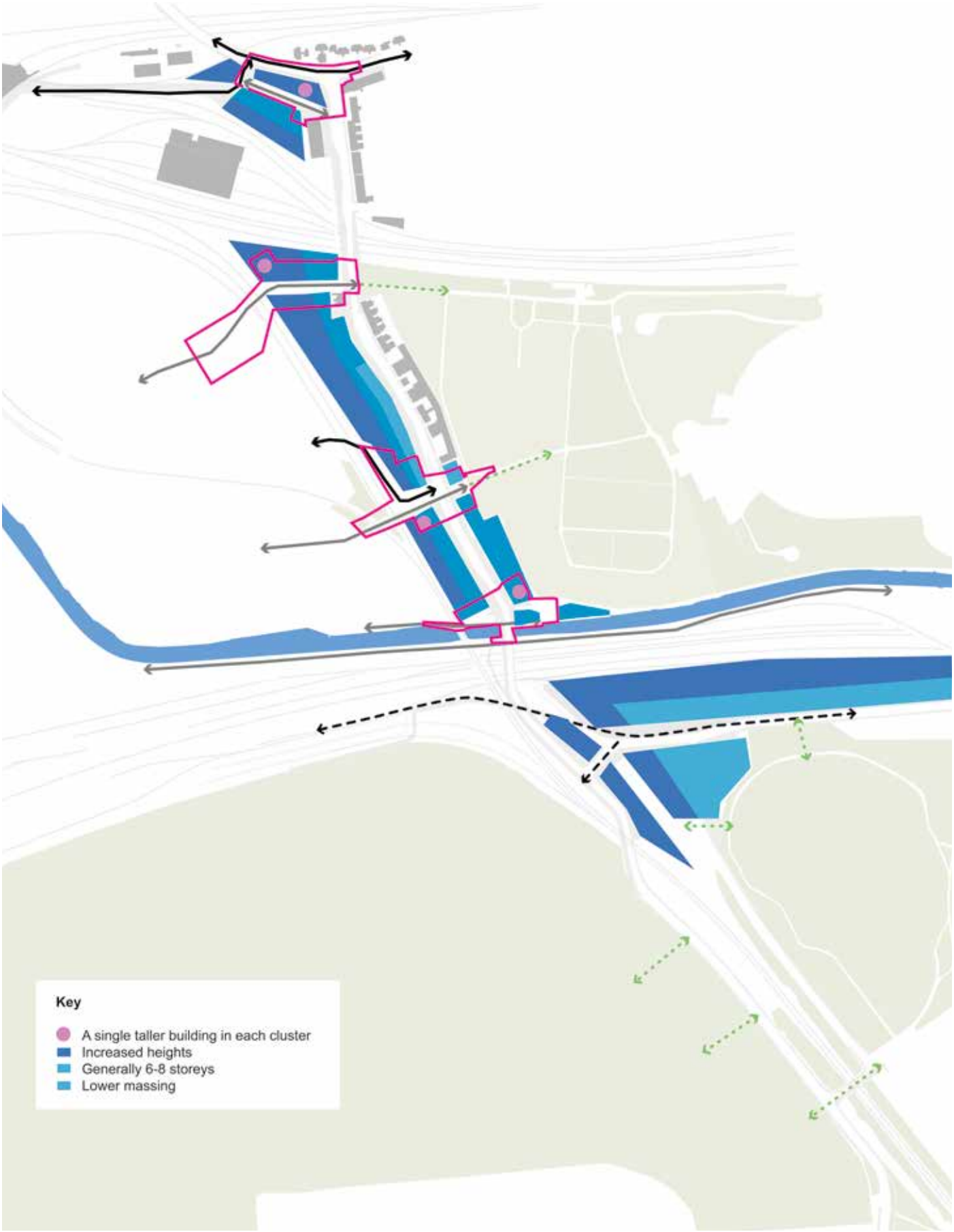
| Cluster | Location of taller building | Rationale for location of taller building within the cluster |
|---|---|---|
| Harrow Road | To the west of the junction between Harrow Road and Scrubs Lane. | • To mark the busy junction between Scrubs Lane and Harrow Road.<br>• To support local legibility by marking a location that enables people to navigate to the future Old Oak High Street, from Harrow Road and Ellisland Way, to access public transport and the new major town centre. |
| Laundry Lane | On the north west of Laundry Lane adjacent to railway lines. | • To support local legibility by marking a location that enables people to navigate to:<br>  • a future east-west green walking and cycling route into Old Oak North that provides access to Old Oak Gardens and associated social infrastructure; and<br>  • new publicly accessible open space along Laundry Lane.<br>• To minimise impact on surrounding uses and spaces by locating the taller building directly adjacent to the junction of railway lines and north of the open space along Laundry Lane. |
| Hythe Road | To the south west of the junction between Hythe Road, Park Road and Scrubs Lane. | • To support local legibility by marking a location that enables people to navigate to the junection of two routes into the core development area of Old Oak and to the east at:<br>  • the existing Hythe Road as an enhanced east-west walking and cycling route that provides an improved connection to the new active uses at the retained Rolls Royce Building and adjacent Rolls Royce Gardens;<br>  • potentially a new walking access point into St. Mary's Cemetery; and<br>  • the future Park Road as a new east-west route for all modes providing access to Grand Union Square and Hythe Road Station.<br>• To minimise impact on heritage assets and surrounding uses by locating the taller building away from the Cumberland Park Factory and St. Mary's Conservation Areas and directly adjacent to railway lines.<br>• To coordinate the location of taller buildings between the Hythe Road cluster and Mitre Canalside cluster. |

| | | |
|---|---|---|
| **Mitre Canalside** | To the east of Scrubs Lane at the point at which Mitre Bridge lands and the street changes angle to the west. | • To support local legibility by marking a location that enables people to navigate to:<br>  • the existing east-west walking and cycling route along the Grand Union Canal southern towpath;<br>  • the future east-west walking and cycling route along the northern edge of the Grand Union Canal;<br>  • new publicly accessible open space at Mitre Wharf and an enhanced Mary Seacole Gardens.<br>• To provide a balanced approach to mitigating impacts on heritage assets and publicly accessible open spaces by locating the taller building away from the Grand Union Canal Conservation Area and away from Mary Seacole Gardens.<br>• To coordinate the location of taller buildings between the Hythe Road cluster and Mitre Canalside cluster to ensure tall buildings are clearly seperated from each other when viewed from surrounding areas (in particular from heritage assets), to optimise development and mitigate impacts on the townscape of Scrubs Lane.<br>• To mark a point of arrival into Old Oak on the existing primary north-south movement route between White City and Harlesden that makes use of the change of angle of the street and the level changes generated by Mitre Bridge. |

The above approach to building heights progresses the preferred policy option set out in the Regulation 18 draft Local Plan. Preferred policy option P8(d)(e)(f) sets out guidance for densities and building heights including the need to respond to sensitive locations, opportunities for high and medium densities and opportunities for taller elements which are mindful of the surrounding context and deliver a coordinated approach to placemaking. Principle 9 refines this guidance to defining a range of building heights as specific locations along Scrubs Lane.

Massing model illustrating potential heights of development viewed south along Scrubs Lane

# Principle 9 – map



**Overview of Strategic Views Assessment**

4.33 To support the development of this principle, OPDC carried out a Strategic Views Assessment to understand the potential magnitude of impact of the proposals on the significance of local townscape and heritage assets within and surrounding Scrubs Lane. Viewing points were identified through the emerging OPDC Heritage Strategy and in discussion with OPDC Planning Committee.

4.34 The assessment has been carried out in accordance with the Guidelines for Landscape and Visual Impact Assessment (GLVIA), Third Edition (2013), An Approach to Landscape Character Assessment (2014), Landscape Institute and IEMA guidelines and policy set out in the NPPF (2012) and Historic England guidance.

4.35 This assessed two options for development massing within the study area which aligned with the above principles and considered two height options for the single taller elements:

Option 1 - 10 storey
Option 2 - 18 storey

4.36 It should be noted that these heights were used to test the impacts of development only and do not constitute guidance for heights of the single taller buildings.

4.37 A summary of the assessment, including the methodology used and its conclusions, can be found on OPDC's website.

4.38 The full assessment will accompany the Scrubs Lane SPD for consultation in late 2017 / early 2018.

4.39 Applicants will be expected to carry out detailed visual and townscape assessments in line with the latest relevant guidance.

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