

01

Introduction

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1.1 The White City Opportunity Area covers approximately 110 hectares (272 acres) on the eastern edge of the London Borough of Hammersmith & Fulham (LBHF), along the boundary with the Royal Borough of Kensington & Chelsea (RBKC). The area is roughly bounded to the east by the West Cross Route (A3220), the West London Line and the Holland Park roundabout, Sulgrave Road to the south, Shepherd's Bush Market, Wood Lane and Bloemfontein Road to the west; and the A40/Westway and Shinfield Street to the north.

1.2 The Greater London Authority (GLA) and the London Borough of Hammersmith and Fulham (LBHF) have jointly prepared this Planning Framework for the White City Opportunity Area (WCOAPF) in partnership with Transport for London (TfL). This guidance supplements and applies the Mayor's London Plan and the Borough's Core Strategy Policies and focuses on the environmental, social, economic and design objectives that apply to development within the Opportunity Area (OA). This Framework (OAPF) sets out guidance on the preferred approach and presents an indicative masterplan illustrating how the area could achieve a provision of 10,000 jobs and 5,000 homes in the area.

1.3 Delivering the 20 year vision requires a comprehensive approach to planning and regeneration that harnesses all significant development opportunities in the OA for the social, economic, environmental and physical benefit of the whole area. This is vital to assist in reducing concentrations of deprivation, reduce social and economic polarisation and encourage social mobility. It is increasingly important to look at further ways that London can achieve its homes target and encourage investment to capture the potential of the area and create a vibrant, exciting, high quality place to live and work. The OA provides valuable development capacity to support some of London's rapidly expanding population and cater for a range of commercial uses with a global reach, including creative industries; bio-technology; retail; and entertainment which help London maintain its role as a global city.

1.4 The OAPF provides guidance on the approach to future development in the eastern part of the OA (White City East). It considers how, in line with policy, development in White City East could bring social, physical and economic benefits to the western part of the OA (White City West), which largely comprises the local council estates by increasing housing choice in the area as a whole and providing further jobs and local facilities. It also considers how development of land in White City East can transform a former industrial area which has been cut off from the rest of London by railway cuttings, viaducts and large road infrastructure.

1.5 The WCOAPF has been through two rounds of public consultation. An early draft of the WCOAPF underwent a comprehensive public consultation exercise from 8 April to 10 June 2011. A total of 291 responses were received which informed the second draft of the WCOAPF. The statutory consultation on the second draft of WCOAPF took place over 6 weeks commencing on 21 June and ending on 2 August 2013. A total of 56 written responses were received from a wide range of respondents including local amenity groups, local residents and businesses, resident groups, landowners, developers, statutory organisations and a range of special interest groups. A series of schedules (Consultation Response Schedules) setting out the consultee comments received during the 21 June – 2 August statutory consultation and officers responses to these comments is available on LBHF's website. The WCOAPF has been prepared in accordance with Part 5 Regulation 12 (a) of the Town and Country Planning (Local Planning) (England) Regulations 2012. This document is supported by a Sustainability Appraisal (included in the Integrated Impact Assessment), Statement of SPD Matters and an Equality Impact Assessment (included in the Integrated Impact Assessment), which were available for comment during the statutory consultation period and can be viewed on LBHF's website.

Wider Context

1.6 White City is one of an arc of west London Opportunity Areas that include Vauxhall Nine Elms, Earls Court and Park Royal which together have the capacity to provide up to 50,000 homes and 150,000 jobs.

1.7 The WCOA is positioned halfway between Heathrow Airport and Central London and boasts some of the largest remaining development opportunities within 2km (1.5 miles) from London’s Central Activities Zone.

1.8 The Opportunity Area will capitalise on this highly accessible location to central London, with its many transport links and proximity to the A40 that links directly to Heathrow Airport. To the north and south are two key gateways to Central London, the A40 flyover and Holland Park roundabout. The area benefits from four underground stations connecting to three lines, an Overground station and two bus stations.

1.9 A Crossrail and High Speed 2 (HS2) interchange at Old Oak Common in Park Royal, if delivered as proposed would bring even greater benefits of connectivity to the area.



Earls Court published 2012



Park Royal published 2011



Vauxhall Nine Elms Published 2012



Old Oak consulted 2013

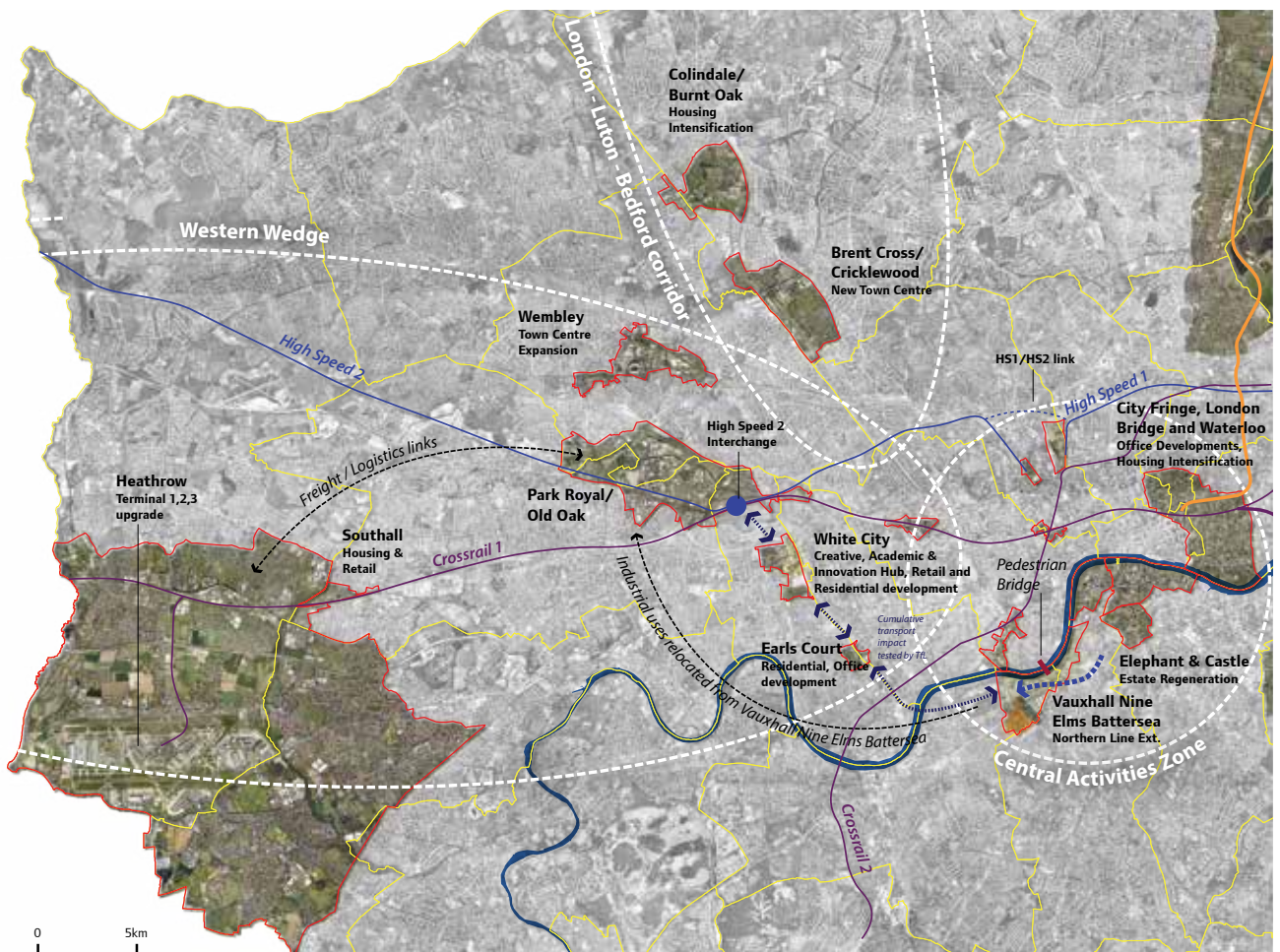


Figure 1.1: London Context

Local Context

1.10 In 2011, an estimated 10,334 people lived in the area in 4,300 households and approximately 24,500 people worked in the OA.

1.11 The Opportunity Area comprises three sub-areas, as defined in the LBHF Core Strategy:

- White City East: including sites east of Wood Lane, BBC TV Centre and Media Village. Comprises of large underutilised industrial sites.
- Shepherd's Bush town centre: including Shepherd's Bush Common, Westfield London and Shepherds Bush Market;
- White City West: including the White City Estate, Loftus Road Stadium, Hammersmith Park, the TA Centre and Wood Lane and Batman Close Estates.

White City East

1.12 The land east of Wood Lane is currently occupied by London Underground stations and a railway cutting, surface car parks, modest office buildings, industrial estates, warehouses and sheds used for light industry, logistics and storage. Marks & Spencer operate a 'mock shop' facility in this area out of a large warehouse shed. St James has recently acquired this site from Marks and Spencer and are proposing a scheme for residential led mixed use development. Imperial College London is constructing a new campus to the north of the Westway, to incorporate student accommodation, teaching, research, and administration facilities as well as general residential, office and hotel uses. In addition, Imperial College London has acquired land on the southern side of the Westway for further academic and related activities, along with residential and other uses.

1.13 White City is a major centre for the BBC, acting as an anchor and attraction for a range of other creative, research and development and media businesses in the area. Despite recent moves to consolidate and rationalise its local land holdings, including disposal of Woodlands and Television Centre, the BBC intends to maintain a key presence on their sites at the Media Village and to occupy a significant part of the refurbished/redeveloped TV Centre.

Shepherds Bush Town Centre

1.14 Shepherds Bush town centre is an important entertainment/leisure and cultural centre with the Shepherds Bush Empire, Bush Theatre, numerous pubs, restaurants and bars. Retail is the dominant use in the town centre, with the West 12 Centre and Shepherds Bush Market as the original anchors, bolstered in 2008 by the arrival of Westfield shopping centre. Westfield's development has provided approximately 8,000 jobs, improved public transport, provided a new library on Wood Lane and funding for a refurbished common, resulting in a significant increase in visitors to the area. It has changed the town centre's role to that of metropolitan centre in the London Plan's retail hierarchy. There is also housing in Shepherd's Bush town centre, ranging from private Victorian terrace houses, mansion blocks, flats above shops to local authority flats. Over a quarter of the housing in the town centre is provided in the four tower blocks of the Charecroft estate.

1.15 Shepherd's Bush Market has suffered from a lack of investment and reduced footfall in recent years, which has led to the Council adopting a policy in the Core Strategy aimed at guiding future development of adjacent land in a way that will also regenerate the market.

White City West

1.16 The White City estate, LBHF's largest local authority estate, is located in the western part of the OA, along with the Wood Lane Estate.

1.17 QPR football club is located south of the White City Estate on Loftus Road.

Surrounding Area

1.18 Outside the OA to the immediate west and north are the Old Oak and Wormholt estates, and to the south are areas of Victorian terraced housing. Across the borough boundary within the Royal Borough of Kensington and Chelsea, nearby neighbourhoods are generally characterised by mansion blocks and town houses, mixed with higher rise Council housing.

1.19 The western part of the OA is well served by primary schools, although most operate at capacity. Secondary schools in the area, Phoenix

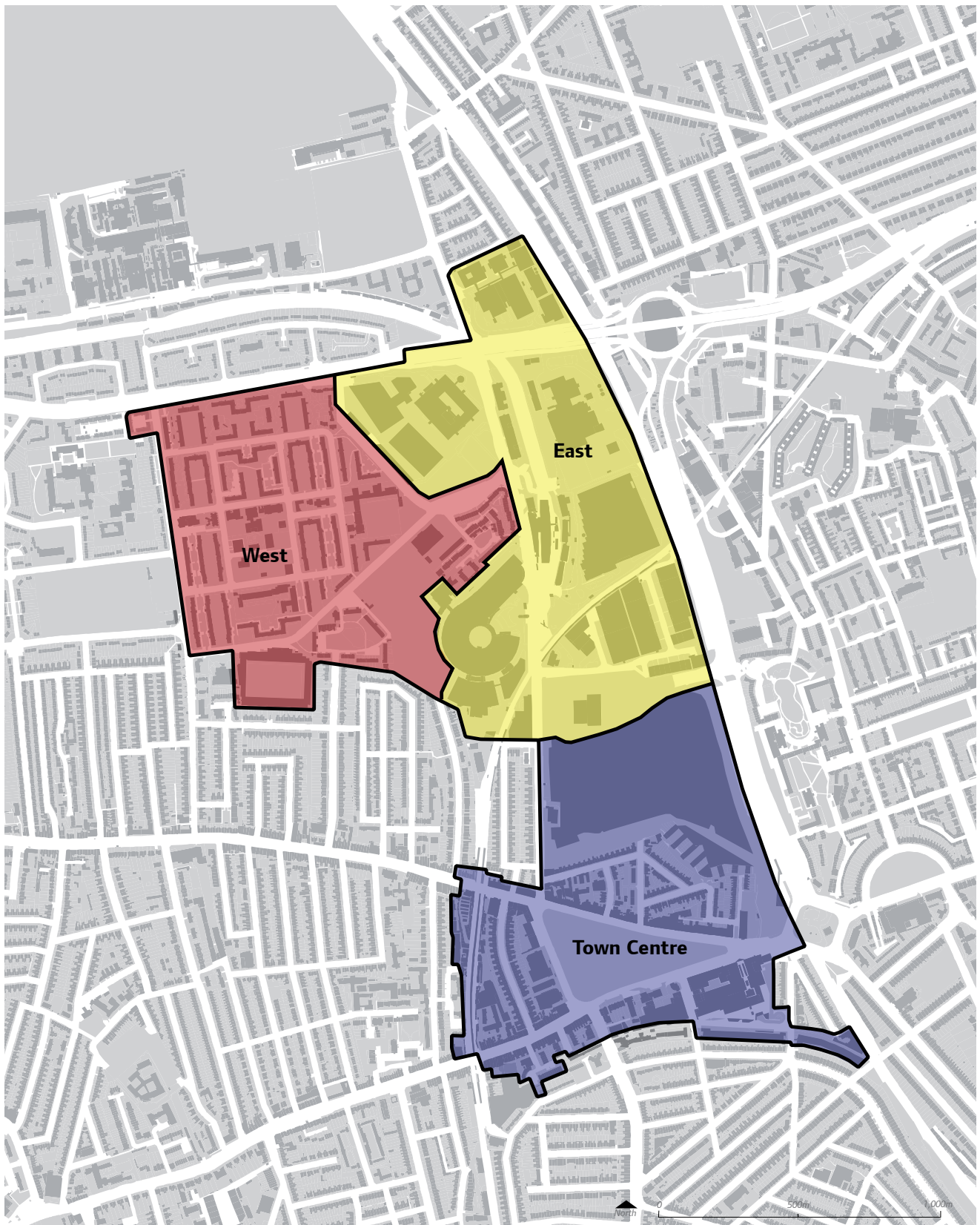


Figure 1.2: Key areas in the White City OA

High School and Burlington Danes Academy, are outside the boundaries of the OA and are at or nearing capacity. There are a number of health facilities located within the White City Estate, including the White City Health Centre and GP surgeries. A Collaborative Care Centre on Bloemfontein Road is near completion, and the Hammersmith and Queen Charlotte’s & Chelsea hospitals are located north of the OA.

1.20 Sports facilities in the area include the Janet Adegoke swimming pool, the Phoenix leisure centre in the grounds of Phoenix High School, and the football pitches at Hammersmith Park. To the north of the OA are Wormwood Scrubs and Linford Christie stadium, whilst the Westway Sports Centre and Stables are located immediately east of the OA, but they are not directly accessible from the OA due to the barrier formed by the West London Line and the A3220.

Purpose of the OAPF and Material Weight

1.21 This document does not create policy but provides guidance that supplements and applies the Mayor’s London Plan and the borough’s Core Strategy policies for White City. The purpose of the OAPF is to elaborate on the development plan policies and provide guidance on how the Mayor and borough wish to see the policy implemented and provide developers with greater certainty in the planning process.

1.22 In accordance with the Town & Country Planning (Local Planning) (England) Regulations 2012, the OAPF only contains statements regarding environmental, social, design and economic objectives which are relevant to the attainment of the development and use of land in the OA which the Council wishes to encourage, as set out in the policies of the Core Strategy.

1.23 The OAPF sits under the broad strategic guidance of the London Plan and the more detailed guidance of the Core Strategy and

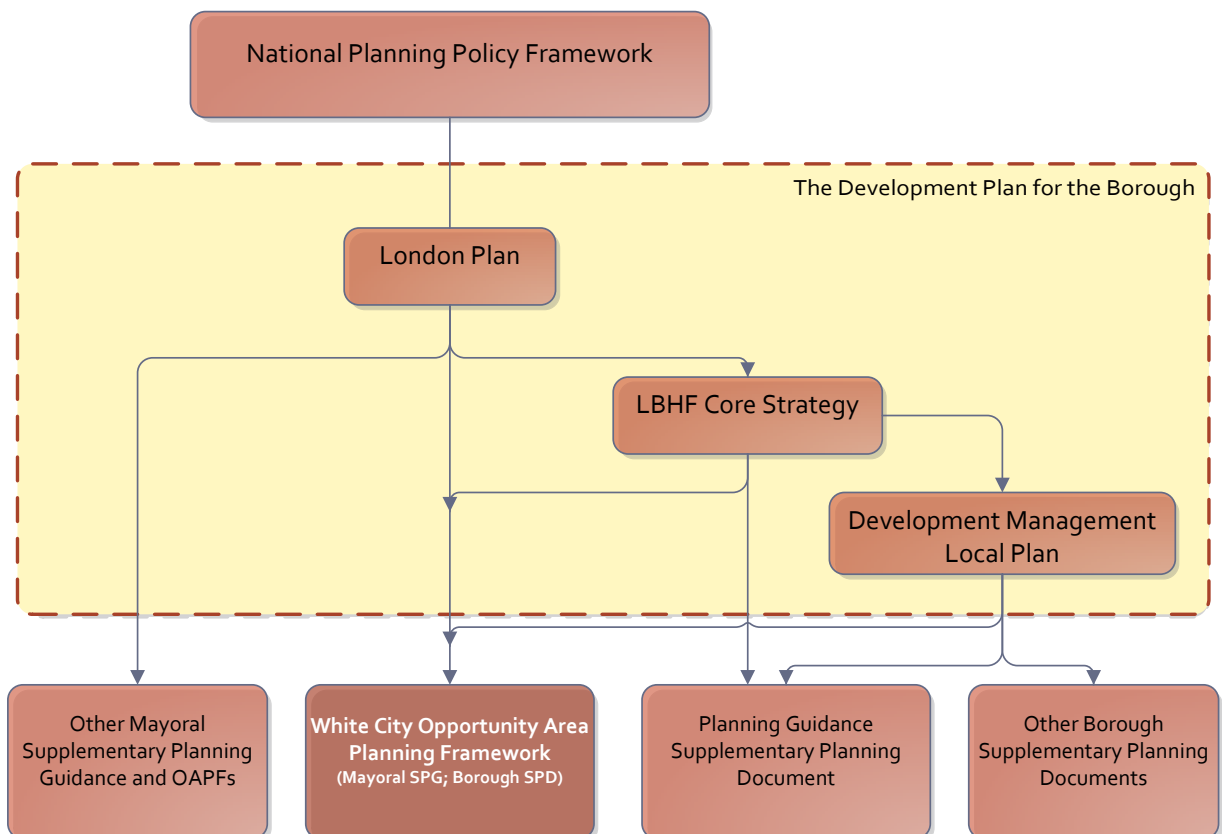


Figure 1.3: Policy Framework

the Development Management Local Plan. On publication, the OAPF will be supplementary planning guidance (SPG) to policies set out in the London Plan (LP) and it will be a supplementary planning document (SPD) to the Core Strategy. It will be considered a material planning consideration in the determination of planning applications associated with this area.

The London Plan (July 2011)

1.24 The London Plan identifies White City as one of 33 Opportunity Areas (OAs) that can contribute to the delivery of the London Plan targets by accommodating substantial numbers of new jobs and homes. There are a large number of policies which are relevant and need to be considered. Annex 1 sets out the specific growth potential for White City.

1.25 While the LP as a whole is relevant, other specific policies and objectives that are of particular note are as follows:

- Areas for regeneration: Part of the town centre is designated as an Area for Regeneration in the London Plan and therefore should be prioritised for neighbourhood-based action and investment. Where Areas for Regeneration fall within OAs, the policy states that regeneration action should be co-ordinated with development frameworks and other policies for the area concerned.
- Town Centres: In recognition of the opening of Westfield London and related growth of the town centre, the LP has elevated Shepherd's Bush from a District Centre to a Metropolitan Centre in Annex 2, Table A2.1 of the LP.
- Creative Industries, innovation and research: Table 2.1 of the LP identifies White City as a location with the potential to generate significant growth in the Media sector beyond the sub-regional level.

London plan Annex 1- Opportunity Areas

White City

Area (Ha): 110

Indicative employment capacity: 10,000

Minimum new homes: 5,000

An area undergoing substantial change within which completion of strategically significant new retail provision at Westfield has raised the status of Shepherd's Bush to a Metropolitan town centre. The BBC is consolidating its activities within the area and this will create opportunities for further development, building upon the area's strengths in creative, media and entertainment business. It is proposed to extend the Opportunity Area to include Shepherd's Bush town centre and the White City Estate. There is potential for mixed density housing and a focal point for office development at and around the tube stations at White City and Wood Lane with other commercial, leisure, open space, education and retail uses of appropriate scale to support the local community. This will be facilitated by de-designation of the historic strategic industrial location complemented by provision for waste and other industrial functions in the Park Royal Opportunity Area. The scope to improve connectivity with the wider area should be explored and development should be related to improvements in public transport capacity. Housing-led intensification should support local regeneration, enable estate renewal and seek a mixed and balanced community. There may be scope to enhance education and research capabilities in the area linked in particular to healthcare and bio-technology. Development should promote the vitality of the town centre, particularly in the Shepherd's Bush market area, and complement the viability of other west and central London centres. An Opportunity Area Planning Framework is being prepared by the GLA and the London Borough of Hammersmith & Fulham which will set out further strategic principles including the appropriate scale, location and mix of uses taking into account studies of the creative industries, development and transport capacity.

LB Hammersmith and Fulham Local Plan: Core Strategy (2011) and Development Management Local Plan (2013)

1.26 LBHF adopted its Core Strategy in October 2011 and adopted the Development Management Local Plan (DMLP) in July 2013. The Core Strategy sets out the Council's long term vision for the borough while the DMLP sets out more detailed development management policies.

1.27 Of most specific relevance to the White City OA is within chapter 7 of the CS, which sets out the strategic policy for the whole OA (Strategic Policy WCOA), along with detailed strategic policies for the three sub-areas.

- **Strategic Policy WCOA** sets out an indicative potential for 5,000 new homes and 10,000 new jobs across the OA (based largely on establishing a creative industries hub), to mainly be located in White City East. It states, inter alia, that "The Council will work with the GLA, other strategic partners, the local community and landowners to secure the comprehensive regeneration of the White City Opportunity Area (WCOA); and, to create a vibrant and creative place with a stimulating and high quality environment where people will want to live, work, shop and spend their leisure time. The existing estates community must be able to benefit from regeneration of the area through access to jobs, better local facilities, better and more suitable housing, and improved environmental conditions." Individual developments within WCOA will only be considered acceptable if they contribute to the regeneration of the whole OA.
- **WCOA1 Strategic Site (White City East):** Development is to be focused within White City East (WCOA1) which will contribute to regeneration of the whole of the OA. The policy allocates the strategic site primarily for a mix of housing (including student accommodation), employment and community uses, with a local centre that could provide for supporting services. This area is identified as the focus for establishing a creative industries hub with scope for major educational, cultural and health facilities to be incorporated in the overall mix of uses.

- **WCOA2 Strategic Site and Housing Estate Regeneration Area (White City West):**

The approach for the White City Estates is to work with estate residents to examine the opportunity for phased regeneration of the area over the plan period, to provide the existing residents with better accommodation, maximise opportunities for residents to obtain jobs and provide a more mixed and sustainable community. It is noted that if QPR FC was to approach the Council with any plans to replace the football ground, it would be assessed on the basis of how it could benefit existing residents. The two strategic sites are the Loftus Road football stadium and the Territorial Army Centre for which there are currently no specific proposals.

- **WCOA3 Strategic Site (Shepherds Bush Market and adjacent land):** The strategic approach for the Shepherds Bush Market is to provide regeneration of the Market and adjacent land to create a vibrant mixed town centre development which continues to provide an independent offer within the market stalls and new shops, whilst accommodating existing market traders.

1.28 The Core Strategy also provides for a potential increase in retail, based on the need identified in the Joint West London Retail Study 2010. It says that if major retail cannot be located within the town centre it may be appropriate north of the Westfield centre on the edge of the existing town centre boundary. Therefore, there is potential to consider a northwards extension of the town centre. This has been recognised in the planning permission that has been granted for Westfield to extend the Town Centre retail and leisure offer to the north of Westfield towards the Hammersmith and City London Underground line (H&C LUL) viaduct. This will consolidate the Town Centre's metropolitan status.

Land ownership and development activity within White City East

1.29 Regeneration of the Shepherd's Bush and White City areas has been a key objective for the Council since the late 1980s. Since 2000, it has been recognised that some form of

1: Imperial College London
2: White City Estate
3: BBC Media Village
4: Former Dairy Crest Site / Imperial College London

5: QPR Loftus Road Stadium
6: Batman Close
7: Hammersmith Park
8: TA Centre
9: Wood Lane Estate

10: Former M&S site / St James
11: Stanhope / BBC TV Centre
12: Ariel Way Industrial Estate
13: DIMCO Building
14: Westfield Shopping Centre

15: Shepherd's Bush Market
16: Shepherd's Bush Common
17: W12 Shopping Centre



Figure 1.4: Key sites within the White City Opportunity Area

comprehensive approach to development in White City East would achieve greater benefits than if individual developments came forward completely separately. Consequently, the Council and GLA sought to produce guidance for land owners and developers which would encourage them to act in a coordinated way together to work up proposals. The key sites within the White City Opportunity Area are shown on Figure 1.4.

1.30 The current White City East area, with the addition of the site that now contains the existing Westfield Shopping Centre, was identified as an Opportunity Area in the 2004 London Plan which led to the development of the White City Opportunity Area- A Framework for Development, adopted in 2004 by the Council and endorsed by the Mayor of London. It sets out a framework of delivering a key employment zone in the area, which was in line with the UDP Policy at the time. Subsequently, a number of landowners collaborated and commissioned designers OMA to work on a masterplan for the area which was focussed more on presenting a mixed-use urban quarter. Many of the principles and aspirations put forward in the OMA masterplan were positive but it was not taken forward. The Council and GLA then put forward a mixed use approach in the London Plan and Core Strategy in the context of a wider opportunity area which provides the context for this OAPF.

1.31 Since consultation on the first draft White City OAPF in April 2011, a number of sites have progressed with submitted applications and planning approvals in advance of the White City OAPF progressing to its formal consultation. These schemes have generally aligned with the first draft's design guidance and the principles of its indicative masterplan so it can be seen to have been instrumental in broadly shaping the footprint, scale and height of the applications that have come forward. Consequently, the indicative masterplan in this document has had regard to these emerging proposals. At the time of writing, four major applications have been submitted and three fully approved within White City East.

Woodlands Phase 1, Imperial College London (ICL)

1.32 ICL were first to progress with their plans

within White City East, having their application for 606 post-graduate student housing blocks with 9 key worker homes approved in November 2010, which was in advance of the consultation on the OAPF. It was however, shaped in consultation with the Council and GLA who were at the time developing the masterplan for the site.



CGI Imperial College

Ariel Way, Westfield

1.33 Westfield was next to progress with plans for 1,522 residential units, with up to 16% affordable housing, after the first draft of WCOAPF went out for consultation in 2011. The development involved provision for 50,000sqm new retail, restaurant and café uses. Leisure use, community use and a small area of offices is also included in their plans. Its design reflects the principle of having an outdoor focused shopping mall, with north-south pedestrian linkages. It includes public open space south of the Hammersmith and City Line viaduct, as shown in the draft OAPF masterplan and resembles a very similar footprint and block plan as suggested in the first OAPF consultation draft. The application was approved in March 2012.



CGI Ariel Way south of viaduct

Imperial college - Woodlands Phase 1

- 606 post graduate units
- 9 key worker homes

Imperial college - Woodlands Phase 2

- Academic Building 23,077m²
- Office & research 22,528m²
- 192 flats
- 200 room hotel

Former Dairy Crest site - now owned by Imperial College

- Residential - 1150 homes

Westfield

- Residential - 1522 homes
- Retail - 50,855m²

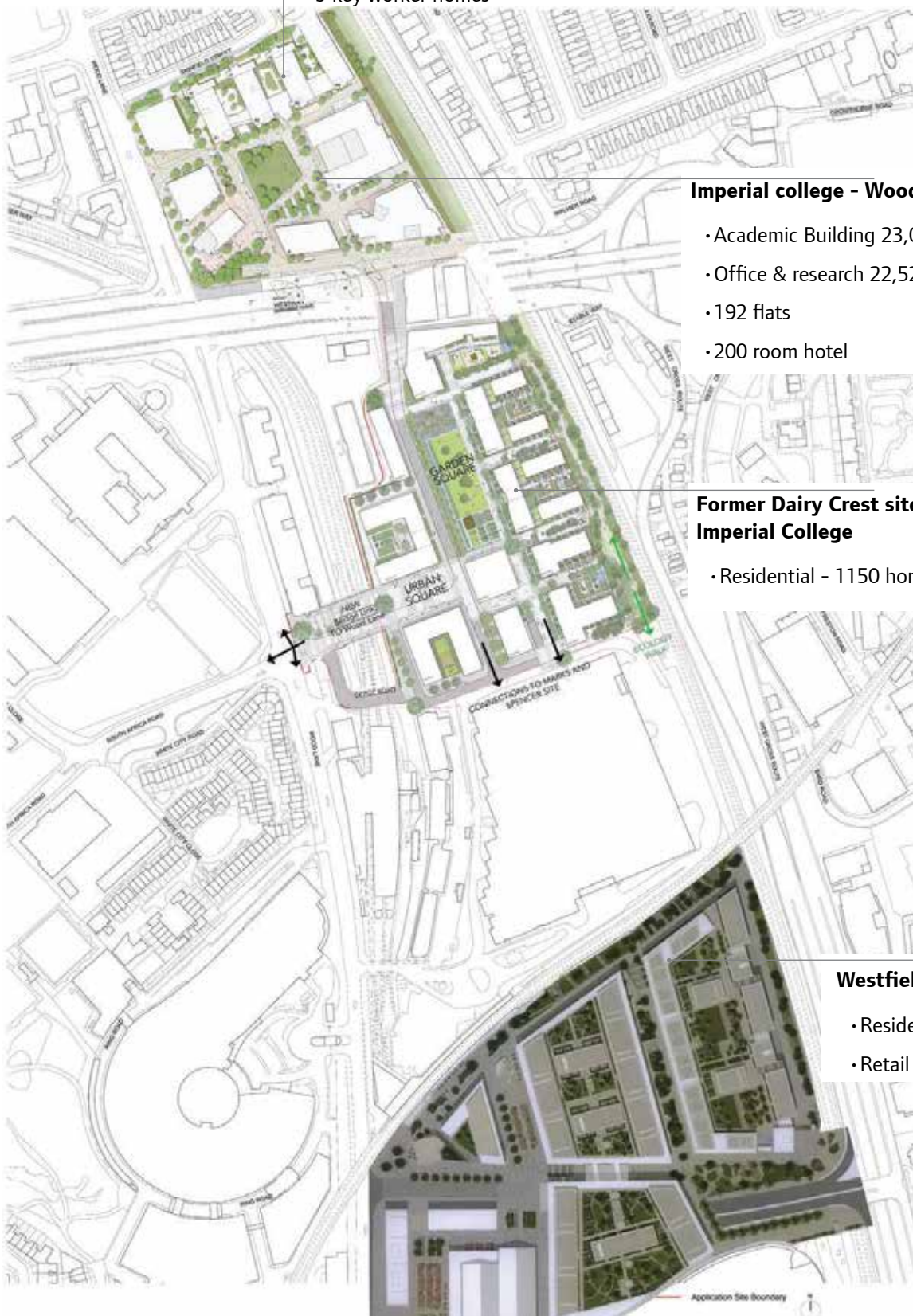


Figure 1.5: Sites with planning permissions and applications

Woodlands Phase 2, Imperial College London

1.34 ICL then progressed the second phase of their development which was centred on a School of Public Health within a 9-storey building including a new health centre, day nursery and café. The part outline/ part detailed application includes high-tech offices which include incubator spaces and business accelerator units; University and academic offices, a hotel and gym and 34 storey building comprising 192 residential units including ground floor restaurants and cafes. The development will include a major new public central square and provide a new road link running north/south through the site. A pedestrian link connecting RBKC to LBHF under the West London Line was also proposed. The application is quite similar in design to what was shown in the draft masterplan, having designed one tall building with a series of buildings surrounding a central square. The pedestrian link was also a key east-west link suggested in the OAPF. The application was approved in December 2012.

The former Dairycrest site, Imperial College

1.35 The previous owners of the former Dairy Crest site submitted a part outline, part detailed application that proposed a residential-led mixed use development comprising 11 buildings with heights ranging from 8-32 storeys. It includes a tall building which is in line with the OAPF. The scheme included 1,150 homes with offices, small scale retail, health, and community and leisure facilities. The scheme which has a resolution to grant planning permission also sought to provide for a new bridge link over the Central Line cutting, as suggested in the WCOAPF master plan. It also followed a similar road and building layout to that suggested in the draft OAPF. The land has since been purchased by Imperial College London who wish to extend its aspirations for an educational campus as part of a mixed use development.



CGI Former Dairy Crest site

Development Capacity

1.36 The London Plan 2011 sets out that the whole OA (including the estates and Shepherd's Bush Town Centre) could accommodate an indicative minimum of 5,000 new homes and an indicative employment capacity of 10,000 jobs. The Core Strategy has an indicative capacity figure of 5,000 homes plus student accommodation and 10,000 jobs. The mix of land uses was investigated in more detail as a part of the Transport Study where the potential increase in population was modelled to demonstrate the amount of transport interventions required.

1.37 TfL carried out a transport study to examine the extent to which improvements or other measures would be necessary to enable development to the potential indicated by the Core Strategy and London Plan. The study tested relatively high (Scenario C), medium (Scenario B) and low (Scenario A) alternative long term growth scenarios. It concluded that a medium growth scenario was preferred. This would achieve strategic and local objectives with a reasonable package of transport interventions (improvements and restraint). However, a higher growth scenario would require mitigation measures that would be likely to be too costly and complex to be carried out within the development period. The preferred growth scenario for White City East is Scenario B in Figure 1.6.

1.38 Scenario B for White City East represents a development quantum which is able to deliver a range of building types, within a good quality environment, meeting the urban design and place

making principles set out in the urban design chapter with buildings at a scale that is appropriate to the context. This level of development would provide a good range of housing types with general or predominant densities of 700-900 (in Scenario B) with scope to increase to 1100 habitable rooms per hectare in places. These densities are also within the range set out in the London Plan density matrix.

1.39 While Scenario B was drawn up for overall transport testing purposes, it does not represent a fixed position on the mix of land uses that is appropriate. More important than simply delivering a specific number of homes or delivering a specific density of development is the need to deliver the highest quality environment to the benefit of existing and future communities. The indicative masterplan provides a clear framework showing how this can be achieved, however the quantum of development that will be delivered on each site will be dependent on the detailed design and

mix of uses of individual schemes. All proposals and schemes will be considered within the policy context and will need to demonstrate how they contribute to the delivery of the objectives set out in this OAPF. Individual schemes will also require their own transport assessment.

	A	B	C
Residential (units)	3,700	4,500	5,000
Student residential (units)	1,260	1,260	1,260
Total residential floorspace (sqm)	295,540	351,540	386,540
Non-residential floorspace (sqm)			
Office	156,000	182,000	207,000
Retail	15,000	45,000	89,000
Hotel	20,000	40,000	45,000
Education	4,000	14,000	18,000
Community (D1)	10,000	11,000	12,000
Leisure	13,000	14,000	16,000
Other	14,000	14,000	14,000
B2-B8	-	-	-
Total non-residential floorspace (sqm)	232,000	320,000	401,000
Total floorspace (sqm / GFA)	527,540	671,540	787,540

Note: The figures in Figure 1.6 are gross figures of new floorspace. To calculate the net increase in office floorspace deduct 96,000 sq.m. which was the estimated amount of office floorspace that would be replaced.

Figure 1.6: White City Area development scenarios tested for the Transport Study

