



Executive
15 June 2009

**Report from the Director of
Environment and Culture**

Wards Affected:
Wembley Central / Tokyngton

**Wembley Masterplan: Adoption as a Supplementary
Planning Document**

Forward Plan Ref. E&C-08/09-032

1.0 Summary

- 1.1 This report outlines the results of the targeted consultation of the revised Wembley Masterplan consultation exercise authorised by Executive on the 15th December 2008 - It describes the respondents' comments and concerns, and seeks agreement to the responses and subsequent proposed amendments. It recommends the Executive to adopt the Wembley Masterplan as a Supplementary Planning Document (SPD) to Brent's Unitary Development Plan.

2.0 Recommendations

The Executive:

- 2.1 Agrees the proposed responses to the consultation representations and amendments to the draft Masterplan as outlined in Section 3.7 and detailed in Appendix Two of this report.
- 2.2 Adopts the attached Wembley Masterplan (Appendix 3) as a Supplementary Planning Document to the Unitary Development Plan replacing the Wembley Masterplan 2004 and Destination Wembley – A Framework for Development, Supplementary Planning Guidance 2003.
- 2.3 Agrees to delegate any minor changes to the final publication draft to the Director of Environment and Culture.

3.0 Detail

- 3.1 The new Wembley Masterplan updates the 2004 Masterplan. It covers the land around the Stadium but particularly looks at the area outside of the land on which

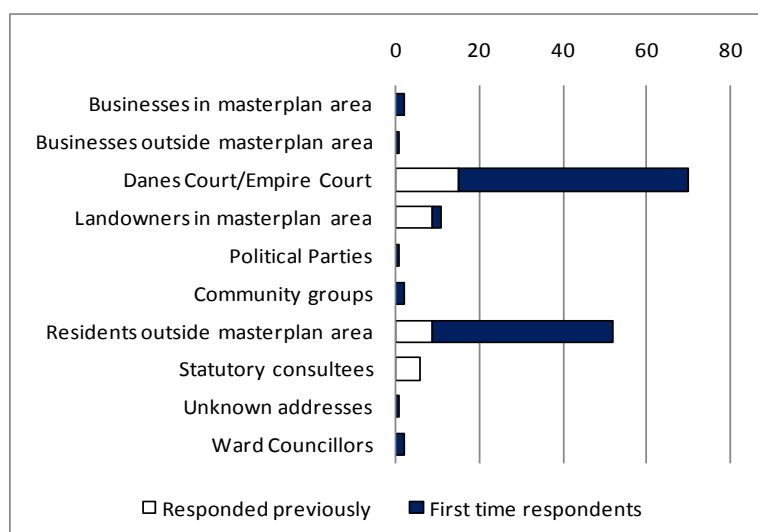
Quintain Estates have permission for their Stage 1 development. It embraces the aspirations set out in "Wembley – From Vision To Reality". It proposes:

- One of biggest regeneration projects in Europe covering over 69 hectares of land.
- Development that will take 20 or even 30 years to complete
- A new retail street running north of the Phase 1 outlet shops with a high street shop profile
- Brings the number of new homes planned in Wembley to over 10,000
- Provides in all about 10,000 new jobs
- Makes Wembley the economic engine for the Borough
- Puts the Civic Centre at the heart of the new development
- New large scale visitor attractions
- Supports development of hotels, conferencing facilities, cafes, bars & new offices
- Provides new social infrastructure-parks, open spaces, schools and health facilities
- Seeks a new public swimming pool and associated leisure facilities
- Requires high standards of design and energy/water efficiency
- Proposes a three car park strategy at edges of area
- Allows for changes in Coach Parking eastwards
- Better retail connections to the existing High Road before the new retail street comes on stream
- Buses being routed through the whole scheme-some up Olympic Way-to keep pedestrian retail street
- Further improvements to Wembley Stadium and Central Stations
- Seeks new creative industries and space for Wembley Live
- Proposes improvements to junctions and the re-opening of North End Road
- Proposes new bus routeing for the area

Consultation

- 3.2 On the 4th August 2008, the Executive approved a public consultation on the emerging Masterplan 2008. The Consultation commenced on 11 August and closed on 17 October 2008, a total period of 9 weeks. The Council received 229 representations which were duly considered and the responses and proposed changes were reported to the Executive on 15 December 2008. In the light of the amendments and the Infrastructure and Investment Framework for the Wembley Area, Executive approved a further targeted public consultation on the updated Masterplan (Please see map in Appendix One which defines the area). The public consultation was carried out in line with the Council's statutory obligations set out in the Planning and Compulsory Purchase Act 2004. This Act seeks to ensure greater public participation and transparency in the planning process. The Council has followed the general consultation process for SPD set out in the Statement of Community Involvement (SCI).
- 3.3 The further consultation exercise allowed other local resident and amenity groups within Wembley to make their representations. It also allowed existing consultees who had made representations in August/September a further opportunity to comment, noting the Council's responses to the August/September representations and the changes made as a result. The Consultation commenced on 22 December and closed on 13 February 2009, a total period of 8 weeks. The period was extended to ensure residents had the opportunity to comment after the request made at the Wembley Area Consultative Forum.

- 3.4 The updated Masterplan was put on the Council's website, a letter was sent to more than 760 addresses including all properties at Danes Court and Empire Court, known Wembley Forum attendees, Statutory consultees, local residents associations, ward councillors, local MP, landowners of the properties within Masterplan area, attendees of the first round of public consultation meetings and the respondents who made representations to the original consultation.
- 3.5 A public meeting was held on 13 January 2009, as well as presentations to the Wembley ACF on 28 January 2009. Separate meetings had been held with key landowners in the area, representatives of Danes/Empire Courts and representatives of Wembley Community Association. Articles were put in the Brent Magazine (January 2009), December 08 issue of Wembley Way (delivered to Wembley 41,000 residential and commercial addresses in 7 wards). Public notices (8 January 2009) and articles also appeared in the Wembley Observer and other local newspapers. Copies of the Wembley Masterplan Transport Strategy Review, updated version of the Masterplan, the draft Infrastructure and Investment Framework and a document detailing submitted comments with corresponding responses from Brent Council were available to view at Brent House and Town Hall One Stop Shops and local libraries. An exhibition that presented elements of the revised Wembley Masterplan was available to view in the Foyer of Brent Town Hall, outside the Council Chamber.
- 3.6 Written representations from 148 respondents have been duly considered and the responses and proposed changes have been formulated which are described in detail in Appendix Two. 85 objections were signed copies of the same letter or variants of them. They were received by your officers after 15 March that was a month after the consultation ended.



	Total	%
Businesses in masterplan area	2	1.4
Businesses outside masterplan area	1	0.7
Danes Court/Empire Court	70	47.3
Landowners in masterplan area	11	7.4
Political parties	1	0.7
Community groups	2	1.4
Residents outside masterplan area	52	35.1
Statutory consultees	6	4.1
Unknown addresses	1	0.7
Ward Councillors	2	1.4
Total	148	100.0

- 3.7 The principal comments and concerns are summarised as follows:

Poor consultation

- 3.7.1 Some residents have complained that they had not had the chance to adequately understand the plan and the exhibition about the Masterplan and the relevant documents had not been available at the advertised venues: Proposed response - The Council considers that the consultation exercise was indeed comprehensive as described in 3.3 to 3.5 and carried out twice. It allowed a number of opportunities for discussion and representations to be made on the proposed Masterplan.

Lack of flexibility in the Masterplan

- 3.7.2 There is some concern that the Masterplan is too prescriptive, particularly regarding block layout, building height, orientation, quantum of development, disposition of openspaces and the dimensions of the pocket parks. Flexibility is needed on matters such as affordable housing, land use, building heights and Section 106 to generate sufficient land values to deliver the key objectives of the Masterplan.

Response - A Masterplan must be flexible by definition, particularly if it is to be responsive and evolve over 20 years. However, if the plan is to guide the future of Wembley it must be clear about what the Council expects from a long term sustainable and successful community. It is made clear that the maps and diagrams are for illustrative purposes only and that future applications will not be held up against them to get an exact match. The purpose of the illustrations is to give a feel of what development may look like in years to come.

North End Road Reconnection

- 3.7.3 The reconnection of North End Road is of concern to a number of respondents. They consider that the re-connection of North End Road will increase traffic flow and congestion and have a detrimental impact on the residents of North End Road. The Masterplan, therefore, should not be adopted prior to the resolution of a feasibility study of North End Road reconnection. Response - The reconnection will prevent the existing and future residents and businesses of the Masterplan being trapped in the North West District on stadium event days. More importantly, it is also required to maintain a fair spread of traffic on the junctions into and out of the Masterplan area, ensuring that new development does not worsen traffic conditions. The proposed rerouteing of bus PR2 running on North End Road will maintain east west public transport movements on event days. A feasibility study has been carried out by independent consultants to examine the costs, deliverability and buildability on different junction and ramp designs. The consultants' conclusions are that the reconnection is both physically and technically deliverable. It is also affordable and costs considerably less than the Council's original budgets. Moreover the analysis of the junctions shows that the reconnection is essential to ensure that none of the junctions is overloaded by the development coming forward. A leaflet (Appendix 5) explaining the proposed design and junction of the reconnection was distributed to properties on North End Road and Albion Way after 64 signed copies of the same objection letter from Danes Court and Empire Court had been received. The objection letter often states that through traffic would be able to flow from Bridge Road into North End Road and into Wembley Industrial Estate. In fact, the stretch of North End Road at Empire Court (245 residential properties) will remain as cul-de-sac. Vehicular access from Empire Court to Stadium Business Centre will continue to be blocked.

- 3.7.4 Local people have expressed their concerns that the re-opening of North End Road will significantly lead to substantially more traffic using the route as short cut or a rat route to the North Circular Road and will present significant accidents and safety issues. Response - The Council will, at more detailed planning stages, need to undertake a safety audit of such works, and any works themselves would be subject to a planning application, at which time, local people could raise particular concerns. The initial intention is to open up the road to all traffic so that buses can use it to circulate better in the Stadium area. However if the road is used for more than just local access, the Council can bring forward a number of measures that could reduce its impact on local people, such as width restrictions for heavy good vehicles (excluding buses), traffic calming measures such as speed humps and configuration of junctions to reduce its value as a through –route. Temporary traffic management on event days will be reviewed to reduce through traffic into North End Road. Changes are proposed in the Masterplan to clarify that traffic calming and other measures will be introduced either during or post construction where needed to

provide acceptable local traffic impact. It should be noted that it is unlikely that the new connection would be completed before 2012 as the College of North West London are unlikely to vacate their existing building before then and construction of the new junction will be considerably easier when the building is not occupied to the extent it is currently.

- 3.7.5 The Council's Planning Service met with residents of Empire Court and Danes Court recently (21st May) to further explain how the re-connection would work. Officers explained the benefits of the Masterplan, how residents and others would be able to travel westwards on event days and how junction changes would calm the road and showing the addition of junction build-outs that would make it clearer to lorry drivers that they should not go down North End Road past the junction as they do at present. The 10 local residents at the meeting were particularly concerned about the loss of parking on the stretch of North End Road. Officers agreed at the meeting that we would recommend the addition of text in the masterplan that would seek the re-provision of as much as on-street resident parking as possible on the remaining stretches of North End Road when the reconnection scheme is proposed on the ground. In summary, your Officers are clear that the reconnection is critical to the proper functioning of the Masterplan area. The proposed scheme will rely on the College of the North West London vacating Arena House into their new building in Crescent House. Funding uncertainties mean that the road reconnection may not be implementable in the short-term (because the college cannot relocate their Arena House site and allow the re-connection works to start) but should remain as a key proposal in the Masterplan area.

Commercial viability and current economic downturn

- 3.7.6 Representations challenged the commercial viability of the Council's aspirations for infrastructure, suggesting that the Masterplan was unrealistic about its expectations of developers as it is dependent largely on land owners coming forward and redeveloping their sites. No mention has been made to the effect of the current economic climate. Response - The Council considers that the majority of its infrastructure expectations are minimum requirements for the Masterplan to deliver a long term successful and sustainable community. The text of the Masterplan has been revised to include greater clarity on financial coordination and viability. The Masterplan is designed to be a document for the long term regeneration of Wembley. Although the current short term economic climate is somewhat pessimistic, development is likely to gather pace in years to come. If the Council was to base the aspirations of this document on the current economic climate, it is unlikely that key infrastructure and many of the future benefits sought would be delivered in a co-ordinated way.

Community facilities and deliverability

- 3.7.7 Some respondents suggested that further community facilities should be provided including a leisure centre with gym, an affordable community centre, a swimming pool, sports hall, an ice rink, an indoor sports complex, a community hall, a large health centre with a minor accident unit and a community infant school for workers. Your officers' response is that the infrastructure facilities are fully justified by the analysis of need generated by the new population. Concern was also expressed that the Masterplan's aspirations could only be delivered through the application of significant financial support provided by Brent Council tax payers. Response - The Masterplan is clear about funding sources in Section 5.0 "Implementation", citing: Section 106 Planning obligations, Central Government funding, Growth Area Funding, the GLA, TFL and other agencies including Council funding. The Infrastructure and Investment Framework also indicates the possible sources of funding and timescale. The summary table attached as Appendix 4 shows that the

gap between requirements and funds only appears at the end of the development period post 2017 and is relatively modest in relation to the scale of development. This does allow the Council to seek other sources of funding given that any Council commitments will of necessity be within its own affordability criteria. Members have also expressed a need to retain flexibility in terms of locations for secondary schools and the idea of the Masterplan being a possible location for a secondary school should not be dismissed at this stage (possibly in the longer term). Officers consider that notwithstanding the construction of the Wembley Park Academy there could potentially still be a need for a secondary school particularly since this could serve a wider catchment area than just the Wembley Masterplan area. This would need to be reviewed in due course in the light of demand for school places in the future. Currently, the infrastructure and land costs of a new secondary school are not included in the Masterplan nor in the Infrastructure and Investment Framework. If a new secondary school does need to be provided, significant re-adjustments in the Masterplan will need to be accommodated. Given the uncertainty over the need for it, your Officers consider that is sufficient and reasonable to flag up the possibility of a new secondary school at this stage. Therefore the flexibility is contained within the Masterplan.

Family Housing

- 3.7.8 Local residents would like more family houses to be built instead of apartment blocks while landowners believed the market should decide the locations suitable for family market housing. Response - The Masterplan proposes a range of residential accommodation, including a significant amount of family housing with associated facilities and children's play space. It will not be commercially viable to build only houses in the Masterplan area, which for the most part will be mixed in use and with ground floor commercial uses to meet employment and other objectives.

Hotels

- 3.7.9 Concern was expressed about the number of hotel bed spaces proposed in the plan; it was considered that there is no demand for more hotel accommodation. On the contrary, landowners supported the encouragement of new hotels. Response - The Masterplan has considered the GLA's advice that there is demand for 44,000 more hotel rooms within London. In addition, the Council is currently experiencing considerable planning interest in new hotels in the Wembley area indicating that the private sector considers this type of development to be attractive in Wembley.

Office Accommodation

- 3.7.10 Representations were made about the amount of office space proposed in the Masterplan as enough vacant floorspace currently exist. Response – One of the primary aims of the Masterplan is to provide a significant increase in the broader employment potential in Wembley. To this end the office space proposed will be tailored to provide accommodation for high end company headquarters, existing local businesses and also affordable space for creative industries and new evolving companies. We should not close off the idea of a new office market emerging over the longer term as new retail, café and other facilities emerge to attract new occupiers.

Impact to the Stadium operations

- 3.7.11 Comments have been submitted with concerns about crowd management, access and safety and security issues arising from the proposals to remove the Pedway to the Stadium and the potential impact of future development in the Masterplan area on key operational requirements. Response - The Pedway is a relatively efficient means of gaining access to the stadium. However, the ramp creates a very poor environment in design terms. The proposed new access arrangements including

steps, will maintain efficient circulation and accessibility whilst at the same time providing a grand termination to Olympic Way and enabling significant and improved development facing onto Olympic Way. Wembley Stadium will be consulted on all the major planning applications in the vicinity of the National Stadium. Changes are proposed to the Masterplan that emphasis the importance of the Stadium in response to representations by the Stadium. Any new alternative access proposal will need to satisfy crowd safety requirements.

Building heights

- 3.7.12 Landowners are concerned that new high buildings are considered appropriate only in a few locations and the Indicative Building Heights plan will lead the Council to refuse applications which exceed the indicative heights regardless of the design quality. Response: The heights set out in the Masterplan give an indication of the level of development that will be appropriate based on thorough analysis conducted by the Council. Your Officers recognise that members have expressed strong concerns over building heights in the Masterplan area in order to protect the views of the Stadium, recognise the suburban context of the area, and provide comfortable living environments. The Masterplan therefore proposes only a few sites (3) where development could rise to 20 storeys, the majority of the Masterplan area has significant lower heights (6 storeys and below). The main Masterplan diagram on heights showed 15+ storeys and this has been amended to 15 – 20 storeys to reflect members concern. Note that the map of page 101 of the masterplan that members were sent read 11-12 storeys this has been corrected to read 11-14.

The Masterplan and the Infrastructure and Investment Framework

- 3.8 The Infrastructure and Investment Framework (IIF), contained in full in the LDF Core Strategy Report on the Executive's April agenda, has been carried out and progressed alongside the Masterplan consultation process. The IIF sets out the costs of Infrastructure your officers consider will be needed to support a sustainable development in the Borough. The IIF has contributed significantly to the development and revision of the Masterplan. It has concentrated part of its efforts on the Wembley regeneration and growth area. The study has helped to focus and adjust the Masterplan contributing the following requirements and considerations.
- 3.9 The IIF sets out the population generated by all of the new development and broadly what needs these would give rise to. Over 10,000 homes will accommodate around 25,000 people and, for example, produce enough children to fill a further 2 primary schools, the need for a new park, a new community swimming pool a further 5-6 GP surgery and so on. The IIF has estimated the costs of provision of facilities to cover these needs.

The MVA Key Components Study and North End Road Feasibility Study

- 3.10 The Wembley Masterplan Transport Strategy Review report issued in November 2008 presented a technical review of the transport elements of the Draft Wembley Masterplan. The report raised some questions regarding the Masterplan's deliverability in transport terms. A further study comprising a bus strategy, a travel demand management strategy and a highway corridor assessment has been completed since then. A feasibility study has been carried out by independent consultants to examine the costs, deliverability and buildability on different junction and ramp designs. All these reports will be publicly available on the internet.
- 3.11 The conclusion of the studies carried out by the Council's consultants is that the level of development is deliverable with the junction improvements itemised. It does require continued improvements to bus services and to cycling and walking routes and a series of travel demand management measures. These can reduce further the proportion of trips that are predicted to be made using public transport, cycling

and walking. It is predicted that without intervention around two-thirds of all the trips in the area will be by non-car modes. A further 10-15% of all trips could be converted from car to non-car modes by improving bus services, tying bus services in with existing stations and by demand management measures. Moreover, the package of measures, set out in the IIF, is affordable with the current levels of support that Transport of London (TfL) provide the borough.

Policy Context

- 3.12 The objectives for the future of Wembley are described in Section 14 of the Unitary Development Plan (UDP) 2004. The UDP underpins and supports the proposals contained within the Masterplan and substantiates the Council's planning requirements for future development in Wembley.
- 3.13 The Masterplan is planned to be adopted as a supplementary guidance to the Unitary Development Plan 2004, to enable it to influence development in Wembley as soon as possible. However, the Masterplan will be reviewed and updated to allow its re-adoption as a Supplementary Planning Document to the LDF once the Core Strategy has been formally adopted.
- 3.14 The new Masterplan will formally replace the 2003 SPG and the 2004 Masterplan.

4.0 Financial Implications

- 4.1 The Wembley Masterplan SPD is designed to establish a framework for determining application(s) for all of the sites within the Masterplan area. The assessment of planning applications will be undertaken in the normal way within existing budgets. The Council expects that the published document will improve pre-application understanding and negotiations with developers and contribute to improved application processing times.
- 4.2 The adopted Masterplan will, in parallel with the infrastructure study, clarify the Council's expectations upon developers for their contribution to roads, schools, open space, health and community facilities etc. Although the requirements will be substantial, the clearer expectations will provide clarity and certainty for developers proposing schemes for Wembley.
- 4.3 The realisation of the Wembley Masterplan will require partnership and coordination and it is hoped that the future of Wembley can be secured through cooperation. However, the Council may need to use its powers under the Planning and Compulsory Purchase Act 2004, to acquire elements of land that are preventing the delivery of the Masterplan and community benefits. Such powers will be used where third parties meet the costs of such CPO activity.
- 4.4 The costs for printing the Masterplan have been identified and will be met through existing Wembley budgets.
- 4.5 Any funding requirements to be met by the council or identified gaps in funding arising on specific schemes will be reported to subsequent meetings of the Executive if required.

5.0 Legal Implications

- 5.1 The Planning and Compulsory Purchase Act 2004 has changed the statutory basis for drawing up development plans in England and Wales. Unitary Development Plans and Supplementary Planning Guidance will be replaced by a Local Development Framework (LDF). Supplementary Planning Documents (SPD) are intended to provide greater detail and clarify the Council's planning policies however, they cannot introduce new policies.
- 5.2 New Planning Policy Statement 12 'Local Spatial Planning' (PPS12) sets out the procedural policy and process of preparing Local Development Documents, including SPD. The guidance PPS12 requires the production and consultation of a Sustainability Appraisal which was carried out in parallel with the production of the Masterplan. No comments have been made on the content of the Sustainability Appraisal.
- 5.3 Supplementary Planning Documents (SPD) are produced as part of the Council's Local Development Framework and replace Supplementary Planning Guidance (SPG). The SPDs expand on the Council's adopted policies to provide more detailed information than can be contained in the policies themselves.
- 5.4 As the Core Strategy has not yet been adopted, the SPD will give guidance to the policies in the UDP. When the core strategy is adopted the Masterplan will be reviewed to ensure consistency with the strategy. It will then be re-adopted and form part of the local development framework.
- 5.5 Any of the Council-led infrastructure proposals will have to go through the appropriate Council procedures e.g. obtaining approvals from the Planning Committee and the Executive if required.

6.0 Diversity Implications

- 6.1 The Statement of Community Involvement identifies how the public are to be engaged in the preparation of SPD in general. An inclusive approach to the consultation was taken with an offer of translation of the Masterplan into; Urdu, Gujarati, Hindi, Farsi, Arabic, Somali and Tamil on the consultation introduction letter.
- 6.2 The Council has carried out an impact needs/requirement assessment on the Masterplan and has carried out a revised assessment on its LDF Core Strategy. This will eventually act as the 'parent' document to the Masterplan.
- 6.3 The Masterplan sets out the development framework in one of the most diverse communities in London. The regeneration of the area is set to embrace and celebrate this diversity through the securing of a range of facilities for the community such as Wembley Live to meet the needs of its diverse ethnic, cultural and religious groups. It also tries to create a broad base of employment opportunities for different sectors and supports skills and other training and job placement such as by Brentin2work, organisations adept at placing new migrants. The Masterplan also tries to create an environment such as new public parks and spaces which will be accessible to all.

7.0 Staffing/Accommodation Implications (If appropriate)

7.1 There are no additional staffing requirements arising as a result of the recommendations of this report.

8.0 Environmental Implications

8.1 A Sustainability Appraisal, which has been undertaken on the SPD, accompanied the draft SPD for public consultation purposes. The Masterplan promotes the regeneration of Wembley based on the principle a sustainable development.

Background Papers

Details of Documents:

Brent UDP, 2004
Destination Wembley SPG 2003
Wembley Masterplan, March 2004
Wembley from Vision to Reality 2007
LDF Core Strategy and Site Specific Allocations 2008
Planning Committee Report, July 3rd 2008
Executive Report 4 August 2008 Wembley Masterplan Consultation
Executive Report 15 December 2008, Wembley Masterplan Consultation
Wembley Retail Study, GVA Grimley 2007
Roger Tym, Borough Retail Needs Assessment 2007
Strategic Flood Risk Assessment, Level 2:Wembley Masterplan Area, Jacobs, May 2009
Brent Sustainable Energy Infrastructure-Wembley Feasibility Study, Arup 2008
Wembley Urban Design and Infrastructure Study, Stanton Williams 2008
INRA Wembley Masterplan 2008
The Wembley Masterplan Transport Strategy Review report, MVA, November 2008
Optimising Capacity, Connection of North End Road with Bridge Road, February 2009
Wembley Transport Strategy Key Component Study, February 2009

Any person wishing to inspect the above papers should contact

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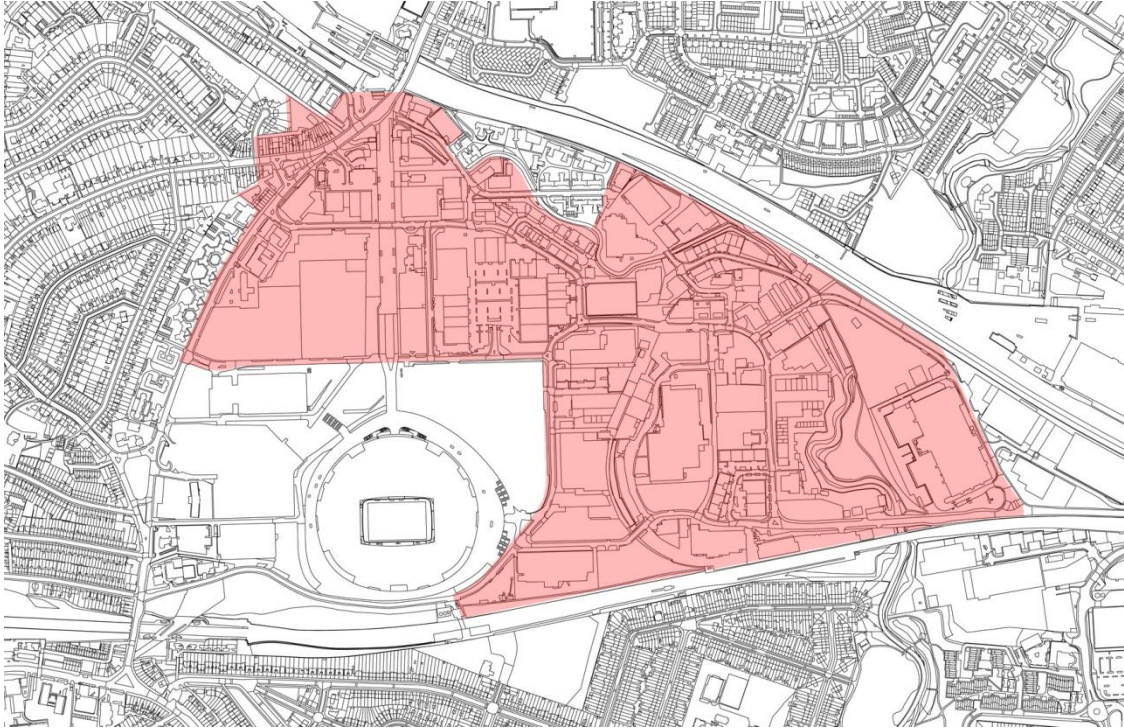
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Richard Saunders
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APPENDIX ONE

Plan of Masterplan area (69.3 hectares)



APPENDIX TWO

Proposed responses to the consultation representations and amendments to the revised Masterplan

APPENDIX THREE

Wembley Masterplan – proposed to be adopted by the Executive.

APPENDIX FOUR

Infrastructure and Investment Framework summary table

APPENDIX FIVE

Leaflet explaining the proposed design and junction of the North End Road Reconnection