



## Planning Committee

11 September 2014

### Report from the Operational Director, Planning & Regeneration

Wards affected:  
Wembley Central, Tokyngton, Barnhill,  
Preston, Stonebridge

## Wembley Area Action Plan

### 1.0 Summary

- 1.1 This report explains that the Council has received an Inspector's report into the Examination of the Wembley Area Action Plan Development Plan Document and that the Inspector finds the document sound subject to recommended changes being made. It asks Planning Committee to recommend to Cabinet and Full Council that the Area Action Plan be adopted with the changes incorporated.

### 2.0 Recommendations

- 2.1 That the Planning Committee recommends that Cabinet and Full Council adopt, with the recommended changes, the Wembley Area Action Plan Development Plan Document.

### 3.0 Detail

#### Examination of the Wembley Area Action Plan

- 3.1 The reasons for producing the Wembley Area Action Plan (AAP) derive from the need to bring UDP policy, particularly the Wembley Regeneration Area chapter, first drafted in 2000 and adopted in 2004, up-to-date. It is a logical step in drawing up the folder of Development Plan Documents (DPDs) that will make up the borough's development plan and ultimately supersede the UDP. The AAP also consolidates detailed policy and guidance currently contained in a number of documents, including the Wembley Masterplan 2009, the Wembley link SPD 2011 and the Wembley West End SPD 2008.
- 3.2 The AAP was subject to examination by an independent Inspector, who held hearing sessions to consider oral evidence in March 2014. A number of changes to the document were proposed both before and during the hearing sessions and these were made available during public consultation for a six week period commencing 15 May 2014. All comments were passed on to the Inspector who then considered these alongside the representations made prior to submission. The Council has now received the Inspector's report.

## Inspector's Report

3.3 As indicated above, the Inspector has found the AAP sound subject to a number of recommended changes. This means that the Council can adopt the document with the changes incorporated. Planning Committee is asked to recommend to Cabinet and Full Council that the AAP be adopted with the changes included. The recommended changes included in the Inspector's report are attached as Appendix 1.

3.4 The Non-technical summary of the Inspector's report is repeated below:

*This report concludes that the Wembley Area Action Plan Development Plan Document 2013 is sound, providing the Main Modifications, all of which have been requested by the Council. I have recommended their inclusion after considering the representations from other parties on these issues.*

*The changes required to meet legal and statutory requirements relate to a limited number of topics. The Main Modifications can be summarised as follows:*

- *The Town Centres of Wembley and Wembley Park will have separate, though contiguous, boundaries;*
- *There is potential for the development of a food store north of Wembley High Road but south of the Chiltern Line Cutting rather than to the south at the Copland School Brent House site;*
- *Remove 'indicative' from all the housing capacities of the Proposal Sites;*
- *Changes to the housing capacities of several proposed housing sites to reflect planning permissions or to optimise the housing potential of the area;*
- *Clarification that all affordable housing subsidies released by the disposal of dwellings in intermediate housing tenures will be re-used for alternative affordable housing projects;*
- *Car parking standards will be applied other than in exceptional circumstances where the need for a higher level of provision can be demonstrated;*
- *Local transport corridor improvements will support non-car modes and local vehicular access including stadium events to assist event day transport;*
- *A transport assessment would be required if a proposal to remove the pedestrian ramp is considered as part of future development in the area;*
- *The Wembley Retail Park is to be a site which is 'Appropriate for Tall Buildings' to correct an error;*
- *Urban greening is to be sought rather than required in new developments;*
- *Major new developments are to be designed to connect to a decentralised energy heat network rather than energy centre;*
- *Flood risk assessments are to be required for sites of 1ha or more on land in Flood Risk Zone 1;*
- *Viability is to be taken into account in assessing the requirement for foot/cycle paths and contributions on sites requiring biodiversity improvements and flood risk adaptation in the Eastern Lands.*

*None of the above changes alters the thrust of the Council's overall strategy for the regeneration of the Wembley area.*

3.5 When the AAP is adopted, it will supersede the Wembley Regeneration Area chapter of the UDP, and the Wembley Growth Area chapter of the Site Specific Allocations DPD.

## 4.0 Financial Implications

- 4.1 The preparation and ultimate adoption of an AAP will provide a more up to date statutory Plan which carries greater weight in making planning decisions, which leads to fewer appeals and reduced costs associated with this. It also provides greater certainty for developers who are more likely to bring forward sites for development in the knowledge that schemes which comply with the requirements of the Plan have a good chance of receiving planning consent.
- 4.2 The cost of preparing the AAP has been met mainly from Planning & Development budget. To date the total cost of studies has been estimated at about £100,000 and consultation at an estimated £20,000. The Examination was funded by the Departmental Projects budget.
- 4.3 The costs of examining the AAP are estimated at about £60,000. The Council has yet to be invoiced by the Inspectorate for the costs of examination. If the AAP was not adopted and resubmitted a similar cost would be required.
- 4.4 There will also be costs associated with road widening and junction improvements proposed in the Plan.

## **5.0 Legal Implications**

- 5.1 The preparation of the Local Plan, including the AAP, is governed by a statutory process set out in the Planning and Compulsory Purchase Act 2004 and associated Government planning guidance and regulations. Once adopted the AAP will have substantial weight in determining planning applications and will supersede part of the UDP and Site Specific Allocations DPD.

## **6.0 Diversity Implications**

- 6.1 Full statutory public consultation has been carried out in preparing the AAP and an Impact Needs / Requirement Assessment (INRA), which assessed the process of producing the Local Plan, was prepared and updated as required during the process.

## **7.0 Staffing/Accommodation Implications**

- 7.1 There are no staffing or accommodation implications arising directly from this report.

## **8.0 Environmental Implications**

- 8.1 The AAP deals with the development of the Borough's main regeneration area and thus will have a significant effect on controlling impacts on the environment including requiring measures to mitigate climate change. Sustainability appraisal was undertaken at all stages of preparing the AAP.

## **9.0 Background Papers**

Brent Site Specific Allocations Development Plan Document, 2011

Wembley Masterplan, 2009

Wembley Link SPD, 2011

Wembley AAP, Submission DPD, March 2013

Report to the Council of the London Borough of Brent, The Planning Inspectorate, 20 August 2014

## **Contact Officers**

Any person wishing to inspect the above papers should contact Claire Jones, Policy & Projects, 020 8937 5301

**Aktar Choudhury**  
**Operational Director, Planning & Regeneration**

## Appendix 1 – Inspector’s Recommendations

The modifications below are expressed either in the conventional form of strikethrough for deletions and underlining for additions of text, or by specifying the modification in words in italics. The page numbers and paragraph numbering below refer to the submission DPD (March 2013), and do not take account of the deletion or addition of text.

| Ref | Page | Policy/<br>Paragraph | Main Modification   |
|-----|------|----------------------|---|
| MM1 | 13   | Para 2.8             | Amend text as shown: <u>Most new</u> retail floorspace will be located in an extended Wembley town centre which will <u>adjoin</u> <del>connect the existing centres of Wembley and Wembley Park</del> <u>town centre</u> . The new designer outlet centre, next to the Hilton Hotel, includes around 85 shops, restaurants and cafés, and a nine screen cinema. A new pedestrian and cycle priority boulevard will create a link through the heart of the growth area to a new shopping street north of Engineer’s Way.  |
| MM2 | 40   | Map 4.4              | <i>The area covered by Site Proposal W18 is to be shown as a Site Appropriate for Tall Buildings rather than a Site Sensitive to Tall Buildings.</i>  |
| MM3 | 58   | Para 6.25            | Insert the following text after the final sentence of the paragraph: <u>There may be exceptional circumstances where it can be demonstrated, for example for reasons of maintaining town centre vitality and viability, that there is a need for parking provision above that normally allowed by the maximum standards, subject to the usual transport assessment.</u>   |
| MM4 | 59   | Policy WEM15         | Amend the policy as shown: <u>The council will apply car parking standards in Wembley as set out in the tables above unless, in exceptional circumstances, it can be demonstrated that there is an overriding need for a higher level of provision.</u>   |
| MM5 | 67   | Map 6.3              | Amend the legend of Map 6.3 where it shows ‘Corridor improvements to support non-car modes and local vehicular access’ by adding: <u>and local vehicular access including for stadium events.</u>   |
| MM6 | 70   | Policy WEM 18        | Amend the policy as shown: The housing mix guidance provided in table 7.1 will be applied <del>in the relevant parts of Wembley</del> <u>to the Districts as defined by the map on page 132 of the Wembley Masterplan</u> . Additionally, new Affordable Rent that <del>meets</del> <u>addresses</u> the needs of households eligible for social housing, with eligibility determined with regard to local incomes and local house prices, will be <del>accepted</del> <u>encouraged</u> as part of the tenure mix.<br><br>The council will encourage intermediate affordable housing tenures, such as discounted market sale products, where the council <u>or other registered providers</u> can secure future equity payments that can be recycled into new affordable |

| Ref  | Page  | Policy/<br>Paragraph | Main Modification   |
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|      |       |                      | housing.<br><br><u>The maximum amount of affordable housing, subject to viability and the achievement of other planning objectives, will be sought.</u>   |
| MM7  | 76    | Para 8.5             | Amend text as shown: There are <del>no</del> <u>few</u> development opportunities identified within the centre itself - currently approved applications lie outside the town centre boundaries. <u>A small extension (shown on Map 8.1) is proposed for the town centre which will include Site W23 which is designated for ground floor retail uses. South of the centre, construction has started on a new Wembley designer outlet centre and cinema and food and drink complex alongside the new Wembley pedestrian boulevard. Also, in 2011 planning consent was granted for a new retail street which will link the Boulevard with Wembley Park centre. This will be a further extension of Wembley town centre as the new boulevard will extend from close to Wembley Stadium station eastwards to Engineers Way.</u> |
| MM8  | 76    | Para 8.6             | Insert additional text at the end of the paragraph: <u>New development which will expand the centre includes the Wembley designer outlet centre, cinema and food and drink complex alongside the new Wembley pedestrian boulevard. In 2011 planning consent was granted for a new retail street outside the existing town centres which will link the Boulevard with Wembley Park centre. The Wembley Area Action Plan will therefore extend Wembley town centre boundary northwards to reflect these permissions for new town centre development (shown on Map 8.1).</u>   |
| MM9  | 76-77 | Para 8.7             | Insert additional text at the end of the paragraph: <u>The two centres of Wembley (Major centre) and Wembley Park (District centre) will continue to be considered as two separate centres, although the boundaries will be contiguous. The extension to Wembley town centre will strengthen its role as a Major Centre. The town centre hierarchy will remain in place until such time that any change in the role of the centres can be reflected in future alterations to the London Plan town centre network.</u>   |
| MM10 | 78    | Para 8.15            | Amend paragraph heading: Expansion of Town Centres<br><br>Delete <del>across the new part of the centre extending from</del> the final sentence.  |
| MM11 | 78    | Para 8.16            | Delete the word: <del>the</del> and insert: <u>Wembley</u> between 'expand' and 'town centre' in the first sentence.  |
| MM12 | 78    | Para 8.17            | Amend as shown: The boundary of Wembley town centre defined in the Core Strategy takes account of, and includes, land where consents have been granted for retail   |

| Ref          | Page                       | Policy/<br>Paragraph                       | Main Modification   |
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|              |                            |  | expansion. This includes land at South Way close to Wembley Stadium station as well as the proposed outlet centre, cinema, etc., currently under construction to the west of the Stadium. However, since the Core Strategy was adopted in 2010, consent has been granted for a further 30,000 sq m of new floor space on the NW Lands to provide a new shopping street between the two centres. <del>When all schemes are implemented, there will be largely continuous active frontage from Ealing Road to Bridge Road. It is logical to define the town centre from Wembley Park to Ealing Road as shown on Map 8.1. The scale of proposed new development is in keeping with a major town centre and it is therefore logical to extend Wembley town centre to include this area (shown on Map 8.1).</del> This includes the office buildings and hotel on the east side of Olympic Way. <del>Within this,</del> The long-standing designated Primary and Secondary frontages will remain largely as currently defined for the present, although the council is committed to reviewing these once the new retail and leisure developments (Quintain stage 1 and North West Lands) are built out and open. |
| MM13         | 79<br>Also<br>Also<br>Also | Map 8.1<br>Map 2.1<br>Map 21.1<br>Map 21.2 | <i>Delete the single town centre boundary for Wembley and insert tangential boundaries of the extended Wembley Park Town Centre and the extended Wembley Major Town Centre. Apply diagonal hatching to the extension to the Wembley Park Town Centre and vertical hatching to the extension to the Wembley Major Town Centre. Make corresponding modifications to maps 2.1, 21.1 and 21.2.</i>  |
| MM14         | 87                         | Policy<br>WEM30                            | Amend the policy to delete <del>energy centre</del> and insert <u>heat network</u>  |
| MM15         | 88                         | Policy<br>WEM32                            | Amend the policy as shown: Development proposals <u>should</u> <del>must</del> incorporate urban greening measures such as green roofs, green walls, trees and soft landscaping. Wherever possible, opportunities to connect new green spaces to existing green spaces should be maximised to help create green infrastructure. Where site constraints limit the level of urban greening that can be provided on site, a financial contribution <del>will</del> <u>may</u> be required. Local food growing facilities will be supported as stated in (see policy WEM <del>38</del> <u>36</u> in the Open Space chapter).  |
| MM16         | 89                         | Policy<br>WEM33                            | Amend policy WEM 33 by inserting text as shown:<br>All proposed development in Flood Zones 2 and 3, <u>and proposed developments over 1 ha in flood zone 1,</u> will require a detailed Flood Risk Assessment (FRA), in accordance with Section 6.7 of Brent's Strategic Flood Risk Assessment.   |
| MM17<br>Also | 102<br>103                 | Site<br>Proposal                           | Delete the word <del>indicative</del> from the development capacity for each of these site proposals.   |

| Ref  | Page | Policy/<br>Paragraph         | Main Modification  |
|------|------|------------------------------|--|
| Also | 104  | W1                           |  |
| Also | 105  | W2,                          |  |
| Also | 106  | W3,                          |  |
| Also | 109  | W4,                          |  |
| Also | 110  | W5,                          |  |
| Also | 111  | W6,                          |  |
| Also | 112  | W7,                          |  |
| Also | 113  | W8,                          |  |
| Also | 114  | W9,                          |  |
| Also | 115  | W10,                         |  |
| Also | 116  | W11,                         |  |
| Also | 117  | W12,                         |  |
| Also | 118  | W13,                         |  |
| Also | 121  | W15,                         |  |
| Also | 121  | W17,                         |  |
| Also | 122  | W18,                         |  |
| Also | 122  | W20,                         |  |
| Also | 123  | W21,                         |  |
| Also | 125  | W22,                         |  |
| Also | 126  | W23,                         |  |
| Also | 127  | W24,                         |  |
| Also | 128  | W25,<br>W26,<br>W27,<br>W28. |  |
| MM18 | 102  | Chapter<br>12                | Insert new text at the beginning of the section on site proposals: <u>The residential development capacity figures for individual sites are subject to development proposals meeting design considerations, amenity standards and minimum space standards (as set out in London Plan policy 3.5) and optimising housing potential as required by London Plan policy 3.4.</u>   |
| Also | 108  | Chapter<br>13                |  |
| Also | 121  | Chapter<br>14                |  |
| Also | 125  | Chapter<br>15                |  |
| MM19 | 104  | Site W3                      | Insert additional text at the end of the first paragraph of site Proposal W3, Chiltern Line Cutting North, as shown: <u>The council will support limited development of the north cutting where it connects from the south (Site Proposal W4) and supports commercial development which benefits the town centre.</u>  |
| MM20 | 104  | Para<br>12.15                | Amend the supporting justification for Site Proposal W3 as shown: As the whole of the cutting on the north side is identified as an Area of Nature Conservation Importance as well as a Wildlife corridor, then <u>more</u> significant development would be appropriate only if there were substantial benefits in terms of the regeneration of the town centre as well as major compensatory provision for the loss of habitat. The existing residential areas to the north are predominantly two storey which limits also the |



| Ref  | Page    | Policy/<br>Paragraph | Main Modification  |
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|      |         |                      | scale of development that would be appropriate. Consequently, only a limited development can be accommodated.  |
| MM21 | 104-105 | Site W4              | Amend paragraph 2 of the Site Proposal, as shown: The council's objective is to transform the Wembley Link area into a sustainable mixed use community. This would be best delivered through developing the concept for cafés, restaurants and bars and appropriate retail, <u>including potentially a food store. along the frontage.</u> , <del>potentially with Office</del> <u>Residential development should form part of any mixed use scheme. above these, and residential above this, where appropriate.</u> <u>Offices,</u> student accommodation or hotel would also be appropriate within this site. Development proposals should include active frontages. |
| MM22 | 105-106 | Site W5              | Amend Site Proposal W5, as shown: The ground floor on the High Road frontage should be commercial retail development, <del>potentially including a medium sized food store (approximately 6000m<sup>2</sup>)</del> with associated car parking. Residential development either above or adjacent to the retail should include a high proportion of family housing.   |
| MM23 | 108-109 | Site W6              | Amend the Development Capacity for the site as shown: <del>264</del> <u>400</u>  |
| MM24 | 111     | Site W9              | Amend the Development Capacity as shown: <del>60</del> <u>100</u> units  |
| MM25 | 113     | Site W12             | Amend the Development Capacity as shown: <del>815</del> <u>1300</u> units  |
| MM26 | 113-114 | Site W13             | Amend the Development Capacity as shown: <del>50</del> <u>100</u> units  |
| MM27 | 117-118 | Site W18             | Amend the Development Capacity as shown: <del>500</del> <u>700</u> units   |
| MM28 | 118     | Site W19             | Insert: Development Capacity: 1500 units   |
| MM29 | 125     | Site W25             | Insert at the end of the 3 <sup>rd</sup> paragraph of the site proposal: <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>   |
| MM30 | 126     | Site W26             | Insert after: '... will be required to contribute towards the restoration work.' <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>   |
| MM31 | 127     | Site W27             | Insert at the end of paragraph 4: <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>  |
| MM32 | 156     | Para 21.1            | Amend as shown: The following maps show the detailed changes to the <del>Proposals</del> <u>Policies</u> Map as a result of the Wembley Area Action Plan. These include <del>the</del> extensions to Wembley and Wembley Park town centre boundaries <del>y</del>  |

| Ref  | Page | Policy/<br>Paragraph | Main Modification  |
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|      |      |                      | <p><del>extension which combines Wembley and Wembley Park into one town centre</del>, release of two sites from the Strategic Industrial <u>Land Location</u> (SIL), and the SIL area proposed for change from Preferred Industrial Land to Industrial Business Park.</p>  |
| MM33 | 61   | Para 6.40            | <p>Amend as shown: The needs of spectators coming to the Stadium are also important. There are still some locations where there is potential conflict between crowds and traffic, such as along Wembley High Road and the crossing of Wembley Hill Road by the White Horse Bridge. The option to remove the pedestrian ramp over Engineers Way to the Stadium from Olympic Way and replace it with steps could be considered as part of future development. This would mean, however, that <u>a transport assessment would be required to assess the impacts, and to highlight the interventions which would be necessary to mitigate them to ensure the continued safe and efficient movement of people to and from the stadium. The assessment should include, among other options, consideration of whether an alternative east – west through-route for vehicular traffic would be needed. especially for event days.</u> The council supports the removal of the pedestrian ramp and its replacement with an improved access arrangement between Olympic Way and the Stadium providing that access to the Stadium and emergency egress are integral to the design, and that any changes help address what is currently a poor street environment.</p> |