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**RECEIVED:** 4 June, 2010

**WARD:** Tokyngton

**PLANNING AREA:** Wembley Consultative Forum

**LOCATION:** Multi Storey Car Park, Royal Route, Wembley

**PROPOSAL:** Approval of reserved matters for provision of interim car park with access from South Way, new pedestrian link and service access road between South Way and Royal Route, pursuant to condition 2(i), (ii), (iii), (iv) and (v) of **Outline planning application 03/3200**, relating to plot W10.

Planning application reference 03/3200, granted on 29/09/2004, for:  
Works for the re-orientation of Wembley Arena  
Class A1 (retail) comprising up to 14,200m<sup>2</sup> designer retail outlet,  
11,800m<sup>2</sup> sports retailing  
Class A1/A2 shops/financial and professional services up to 8,000m<sup>2</sup>  
(including up to 2,000m<sup>2</sup> supermarket)  
Class A1 (retail) comprising up to 400m<sup>2</sup> of hotel boutique retail  
Class A3 (food and drink), up to 12,700m<sup>2</sup>  
Class B1 (a) (b) and (c) Business, up to 63,000m<sup>2</sup>  
Class C1 (hotel), up to 25,400m<sup>2</sup>  
Class C1/Sui Generis (hotel apartments), up to 26,700m<sup>2</sup>  
Class C2 (residential institutions) up to 5,000m<sup>2</sup>  
Class C3 (dwellings) up to 277,000m<sup>2</sup>, (up to 3,727 dwellings)  
Student accommodation (Sui Generis), up to 16,600m<sup>2</sup>  
Class D1 (non-residential institutions), up to 8,200m<sup>2</sup>  
Class D2 (assembly and leisure), up to 28,500m<sup>2</sup> (including the existing  
Arena of 13,700m<sup>2</sup>)  
together with associated open space, public market area (Class A1),  
hard and soft landscaping, highway and engineering works, electricity  
substation, other utility requirements, other parking and servicing, and  
improvements to Olympic Way;  
AND;  
Reserved matters relating to siting, design, external appearance and  
means of access for the 3-storey structure to provide car and coach  
parking

**APPLICANT:** Quintain Estates and Development Plc

**CONTACT:** Signet Planning Ltd

**PLAN NO'S:**  
Please see condition 1.

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**RECOMMENDATION**

Grant planning permission subject to the completion of a satisfactory Section 106 or other legal agreement and delegate authority to the Director of Environmental and Culture to agree the exact

terms thereof on advice from the Borough Solicitor

## **SECTION 106 DETAILS**

The outline planning consent, reference 03/3200, was accompanied by a Section 106 agreement this agreement which is subsequently applicable to all of the Reserved Matters Applications. This application differs from the previous Reserved Matters approvals in that the proposed car park will only be in place for a maximum of 10 years starting from the date of this consent. The rationale for the temporary consent is discussed within the Remarks section of this report.

In order to provide a sufficient level of reassurance regarding the temporary nature of the car park, it is considered appropriate by your officers and by Quintain to restrict the period of the consent through a Section 106 agreement rather than condition.

The application requires a Section 106 Agreement, in order to secure the following benefits:-

- Payment of the Council's legal and other professional costs in (a) preparing and completing the agreement and (b) monitoring and enforcing its performance
- That the multi-storey car park hereby approved shall be removed in full, the site shall be made safe and the land left in a tidy manor by the following date:
  - 10 years from the date of this consent; or
  - 7 years from first occupation of the Use Class A1-A5 units or the cinema within plots W03, W05, W06, W07 or W08;
- The submission and approval in writing of an assessment at least 6 months prior to a Material Start regarding the use of Royal Route to serve the car park on event and non-event event days including the provision of car park entrances and exits directly onto Royal Route from the Multi-Storey car park that are used during the opening hours of the car park, and the measures or works that would be required in association with that access. The implementation of the approved details for the life of the development.

And to authorise the Director of Environment and Culture, or other duly authorised person, to refuse planning permission by the end of the 13-week application process or by another date if agreed in writing with the Local Planning Authority, if the applicant has failed to demonstrate the ability to provide for the above terms and meet the policies of the Unitary Development Plan and Section 106 Planning Obligations Supplementary Planning Document by concluding an appropriate agreement.

And, if the application is refused for the reason above, or withdrawn, to delegate authority to the Director of Environment and Culture, or other duly authorised person to grant permission in respect of a further application which is either identical to the current one, or in his opinion is not materially different, provided that a satisfactory Section 106 has been entered into.

## **EXISTING**

Plot W10, adjoining South Way, is situated at the southern extent of the application area of the original Quintain outline consent (reference 03/3200), known as the Quintain Stage 1 consent. It adjoins and is to the south-west of Wembley Stadium, with the car park site separated from the Stadium Concourse by the Pedestrian Ramp which leads down from South Way to Perimeter Way.

The site is currently occupied by the existing 1200 space multi-storey car park, a concrete 4-storey parking structure with parking on the roof (thus providing 5 levels of parking). At-grade parking is also provided on part of the site.

## **PROPOSAL**

This application seeks the approval of the Reserved Matters for plot W10 to provide an interim multi-storey car park which is proposed to be in place for a maximum of 10 years. After this time, the permanent building is to be constructed on site. This building will incorporate the multi-storey car park together with other uses as permitted by the Stage 1 consent.

The details are submitted pursuant to condition 2 of outline planning application 03/3200.

A total of 700 car parking spaces would be provided on site, of which 42 (6 %) would be DDA compliant and 14 (2 %) would be parent and child spaces. The 56 accessible spaces (DDA and Parent and Child) are proposed on the ground floor in close proximity to the designer outlet retail offer that is to be located in plots W05, W07 and York House.

The majority of the car park footprint is 2-storey in height, with a higher element that reaches 5-storeys (including the roof-top parking) situated toward the eastern end of the site. Two cores are situated within the taller element of the car park. Two lifts are provided within the northern core whilst the southern core provides stair access only. Stairs lead from the western side of the two-storey element of the car park down to the "pedestrian link". The first floor car parking is level with Royal Route due to differences in ground level within the site.

One vehicular access to the car park is provided from South Way at the eastern end of the site and two are proposed from Royal Route onto the first floor parking area. A new road is also proposed along the eastern side of the site, leading from Royal Route to South Way. The supporting documents specify that this road is sized to permit the diversion of WNSL traffic from the stadium when Royal Route is realigned in accordance with the Stage 1 consent.

The proposed car park is to serve the commercial uses approved through the Stage 1 consent, and Wembley Stadium on event days.

## **HISTORY**

The Quintain Stage 1 outline planning consent, reference 03/3200, was granted in September 2004 allowing:

*Works for the re-orientation of Wembley Arena*

*Class A1 (Retail) comprising up to 14,200m<sup>2</sup> designer retail outlet, 11,800m<sup>2</sup> sports retailing*

*Class A1/A2 shops/financial and professional services up to 8,000m<sup>2</sup> (including up to 2,000m<sup>2</sup> supermarket)*

*Class A1 (Retail) comprising up to 400 square metres of hotel boutique retail*

*Class A3 (Food and Drink), up to 12,700m<sup>2</sup>*

*Class B1 (a) (b) and (c) Business, up to 63,000m<sup>2</sup>*

*Class C1 (Hotel), up to 25,400m<sup>2</sup>*

*Class C1/Sui Generis (Hotel apartments), up to 26,700m<sup>2</sup>*

*Class C2 (Residential institutions) up to 5,000m<sup>2</sup>*

*Class C3 (dwellings) up to 277,000m<sup>2</sup>, (up to 3,727 dwellings)*

*Student accommodation (Sui Generis), up to 16,600m<sup>2</sup>*

*Class D1 (Non-residential institutions), up to 8,200m<sup>2</sup>*

*Class D2 (Assembly and Leisure), up to 28,500m<sup>2</sup> (including the existing Arena of 13,700m<sup>2</sup>)  
3-storey structure to provide car and coach parking*

*together with associated open space, public market area (Class A1), hard and soft landscaping, highway and engineering works, electricity sub-station, other utility requirements, other parking and servicing, and improvements to Olympic Way;*

Minor non-material amendments to this proposal were approved by the Council in 2006, resulting in revisions to a number of the parameter plans.

Elements of this outline planning consent that have delivered to date includes:

- Works to the re-orient and renovate Wembley Arena
- The construction of Arena Square
- Forum House (Plot W01): 8-storey building arranged around a central courtyard with basement comprising of 286 residential units, 8 composite residential/business units, a retail unit, an employment agency and a crèche
- Quadrant Court (Plot W04): 8-storey building arranged around a central courtyard with basement comprising of 232 residential units, 618m<sup>2</sup> of local-needs floorspace, 2800m<sup>2</sup> of designer-outlet retail floorspace, 1469m<sup>2</sup> of D1 community floorspace in the form of a Primary Care Health Centre (PCHC)

Reserved Matters consent for plots W05, W07 and W10 has also been approved. However, works have not commenced on plots W07 and W10 and an application for minor amendments to Plot W05 has been received and is currently being considered.

W03 Approved Reserved Matters, ref: 06/3631

*The erection of a part 11-storey and part 14-storey building with two-level basement, comprising 336 residential units (45 x studio flats, 115 x one-bedroom flats, 162 x two-bedroom flats, 14 x three-bedroom flats), all of which are for private accommodation. In addition, the application proposes 2101sqm of D2 leisure, 3682sqm of retail floorspace, basement parking for 272 cars (10% of which are disabled bays), 336 cycle-parking spaces, 10 electrical car-charging spaces, 10 motorcycle-parking spaces, 15 visitor car-parking spaces, 29 visitor cycle bays, and associated communal landscaping, located on the corner of Wembley Park Boulevard, Engineers Way and Olympic Way forming part of the Quintain Stage 1 permission (ref: 03/3200)*

W05 Approved Reserved Matters, ref: 07/1583

*The erection of a part 8-/part 10-storey hotel building comprising 441 rooms and a 9-storey student accommodation block comprising 656 rooms. In addition, the building is proposed to contain 5579m<sup>2</sup> of Class A1 designer outlet retail, 1556m<sup>2</sup> of Class A1 sports retail, Class A1/A2 local needs, 396m<sup>2</sup> of Class A3/A4/A5 food and drink, 5 residential units, each with 3 bedrooms, parking over the ground, first and second floors for 225 cars with access from Lakeside Way (200 hotel spaces, 23 student accommodation spaces, 1 residential unit space and 1 adapted bay in the hotel drop-off area), 398 cycle-parking spaces, and landscaping works, on the corner of Lakeside Way, Wembley Park Boulevard and the future Stadium Way (site of the former Elvin House) forming part of the Quintain Stage 1 permission (ref: 03/3200).*

W07 Approval of Reserved Matters, Ref: 08/0826

*The erection of a part 9-/part 11-storey building comprising 251 residential units (15 x studio flats, 74 x one-bedroom flats, 153 x two-bedroom flats, 9 x three-bedroom flats). Of these residential units, 15 x studio, 40 x one-bedroom and 97 x two-bedroom flats are for private accommodation; 24 x one-bedroom and 26 x two-bedroom flats are for intermediate accommodation; and 10 x one-bedroom, 30 x two-bedroom and 9 x three-bedroom flats are for social rented accommodation.. In addition, the building is proposed to contain 7441m<sup>2</sup> of Class A1 designer outlet retail, 6774m<sup>2</sup> of Class D2 leisure floorspace in the form of a 10-screen cinema, 408m<sup>2</sup> of*

*Class A3/A4/A5 food and drink, basement parking for 115 cars, 251 cycle-parking spaces, and landscaping works, on the land bounded by Stadium Way, Royal Route and Wembley Park Boulevard (site of the former Exhibition Halls) forming part of the Quintain Stage 1 permission (ref: 03/3200).*

The Quintain Stage 1 consent envisaged the provision of two multi-storey car parks associated with the Stadium and Commercial uses, one to the East of the stadium and the other to the West. Plot W10 (the subject site) was envisaged as the location of the western car park. The outline consent also allowed floorspace within Use Classes C2, C3, Sui Generis, A1 (sports), A1, A2, B1 and D1.

## **POLICY CONSIDERATIONS**

This section of the report sets out the planning policies and guidance documents that are relevant to the proposed car park.

The outline planning consent established the principles for the majority of parameters that apply to the car park, such as the need and size of the car park, the siting of the car park and the location of accesses. Therefore, whilst the below list of policies and guidance are applicable, the consideration will focus on the issues of detail rather than the over-arching principles of the car park.

### **NATIONAL**

Planning Policy Statement 1 – Creating Sustainable Communities

Planning Policy Statement 4 – Planning for Sustainable Economic Growth

Planning Policy Statement 12 – Local Spatial Planning

Planning Policy Guidance 13 – Transport

Planning Policy Statement 22 – Renewable Energy

Planning Policy Guidance 24 – Planning and Noise

Planning Policy Statement 25 – Planning and Flood Risk

### **REGIONAL**

The London Plan

The London Plan, which was adopted in February 2004 and revised in 2006 and 2008, sets out an integrated social, economic and environmental framework for the future development of London.

The vision of the Plan is to ensure that London becomes a prosperous city, a city for people, an accessible city, a fair city and a green city. The plan identifies six objectives to ensure that the vision is realised:

Objective 1: To accommodate London's growth within its boundaries without encroaching on open spaces

Objective 2: To make London a healthier and better city for people to live in;

Objective 3: To make London a more prosperous city with strong, and diverse long term economic growth

Objective 4: To promote social inclusion and tackle deprivation and discrimination;

Objective 5: To improve London's accessibility;

Objective 6: To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well-designed and green city.

The Plan recognises Wembley as an Opportunity Area for leisure related development and the provision of new homes and employment opportunities. It identifies an additional employment capacity of 5,500 jobs and the provision of minimum of 5000 new homes between 2001 and 2026, and specifies the “realization of the potential of Wembley as a nationally and internationally significant sports, leisure and business location, co-ordinated with town centre regeneration and new housing”. The plan specifies that the Mayor will work with strategic partners to implement his Tourism Vision and to achieve 40,000 net additional hotel bedrooms by 2026.

Supplementary Planning Guidance

- Sustainable Design and Construction – Supplementary Planning Guidance (2006)
- Accessible London: achieving an inclusive environment – The London Plan Supplementary Planning Guidance (2004)

## LOCAL

Brent Unitary Development Plan 2004

Strategy

The overall strategy of the UDP has 11 key objectives which are as follows:

1. Prioritising locations and land-uses to achieve sustainable development;
2. Reducing the need to travel;
3. Protecting and enhancing the environment;
4. Meeting housing needs;
5. Meeting employment needs and regenerating industry and business;
6. Regenerating areas important to London as a whole;
7. Supporting town and local centres;
8. Promoting tourism and the arts;
9. Protecting open space and promoting sport;
10. Meeting community needs; and,
11. Treating waste as a resource.

The relevant policies in this respect include Policies STR3-4 (prioritising locations and land-uses to achieve sustainable development), STR5 and 9 (reducing the need to travel) and STR12-15 (protecting and enhancing the environment)

Policies

BE2 Local Context

BE3 Urban Structure: Space & Movement

BE4 Access for disabled people

BE5 Urban clarity and safety

BE6 Landscape design

BE7 Streetscene

BE8 Lighting and light pollution

BE9 Architectural Quality

BE12 Sustainable design principles

BE34 Views and Landmarks

EP2 Noise and Vibration

EP3 Local air quality management

EP6 Contaminated land

EP12 Flood protection

EP15 Infrastructure

TRN1 Transport assessment

TRN2 Public transport integration

TRN3 Environmental Impact of Traffic

TRN4 Measures to make transport impact acceptable  
TRN6 Intensive Development at Selected Transport Interchangees  
TRN9 Bus Priority  
TRN10 Walkable environments  
TRN11 The London Cycle Network  
TRN12 Road safety and traffic management  
TRN13 Traffic calming  
TRN14 Highway design  
TRN15 Forming an access to a road  
TRN16 The London Road Network  
TRN17 Restrictions on New Roads  
TRN22 Parking Standards – non-residential developments  
TRN25 Parking in Town Centres  
TRN28 Restrictions on Off-Street Public Parking and Contract Parking  
TRN31 Design and Land Take of Car Parks  
TRN34 Servicing in new developments  
TRN35 Transport access for disabled people & others with mobility difficulties  
WEM2 Pedestrian Route/Promenade  
WEM7 Access to development – the National Stadium Policy Area  
WEM9 Comprehensive Development – The National Stadium Policy Area  
WEM12 Short stay car parking in the Wembley Regeneration Area  
WEM16 Urban design quality – Wembley Regeneration Area  
WEM17 The public realm – Wembley Regeneration Area  
WEM19 Views of the Stadium

#### **Brent Local Development Framework Core Strategy 2010**

CP1 Spatial Development Strategy  
CP5 Placemaking  
CP7 Wembley Growth Area  
CP15 Infrastructure to Support Development

#### **Brent Council Supplementary Planning Guidance and Documents**

SPG3 Forming an access to a road  
SPG12 Access for disabled people  
SPG13 Layout standards for access roads  
SPG17 Design Guide for New Development  
SPG19 Sustainable design, construction and pollution control

#### **Other Council Publications**

Destination Wembley – A framework for development (2003) Supplementary Planning Guidance  
Wembley Masterplan 2009  
Wembley Vision (2002)  
Wembley From Vision to Reality (2007)

#### **SUSTAINABILITY ASSESSMENT**

The applicant has submitted a TP6 Sustainability Checklist to accompany this application. The applicant has scored the TP6 at 62 % (“Very Positive”) after excluding sections of the checklist that they do not consider are applicable to this development. This is an approach that is used by your officers. However, it is considered that some fields that have been excluded are in fact applicable

and your officers have also scored some aspects differently from that detailed by the applicants and the TP6 has been scored at 53 %. This is above the minimum level of 50 % and is accordingly considered acceptable.

## **CONSULTATION**

### **Statutory (application) consultation process**

Consultation letters sent: 17 June 2010

Site notices erected: 29 June 2010

Advertised in local press: 29 June 2010

3<sup>rd</sup> party comments:

77 letters were sent to adjoining and nearby properties

A letter of objection was received from Wembley National Stadium Limited (WNSL) raising the following issues:

- It is unclear whether vehicles accessing the car park on event days from Royal Route will be able to use the entirety of the car park.
- South Way is closed to vehicular traffic from one hour before to one hour after a stadium event. It is not clear whether the proposal envisages this closure, and if not, what measures are in place to address the conflict with pedestrians.
- The existing car park provides 120 disabled spaces whilst the proposed car park provides 46. Given the proximity to the stadium, the number of disabled spaces should be increased.
- It is not clear whether the service road along the eastern edge of the application site will be available to Stadium Visitors on event days and whether there is a potential conflict with pedestrian safety.
- In order to ensure that the parking arrangements are satisfactory on event days, the number of spaces should available to shoppers should be limited.

WNSL suggest that a condition is attached to the Reserved Matters approval requiring the submission and approval of a Wembley Stadium Event Day management strategy, incorporating the number of spaces available for exclusive Stadium use, number of disabled spaces, access and egress arrangements (including timing), measures to ensure pedestrian safety and details of temporary (event day) signage.

### **Internal Consultees**

Transportation:

Comments from Transportation are discussed within the Remarks section of this report.

Urban Design:

*The temporary nature of this scheme has resulted in a proposed development in which the principle consideration is clearly cost rather than design. The notion of temporary in this context is likely to be a significant number of years, during which significant development is going to be undertaken in the area to the north of this development including the Council's new Civic Centre. The role that this site plays is pivotal in that it can genuinely begin to connect the stadium area with the existing town centre. The proposed pedestrian link does allow for a physical connection, however the nature of the adjacent buildings and the relationship with Upper/Lower Royal Route means that such a route could be problematic in safety terms and as a piece of urban design it leaves a lot to be desired. Simply covering the space in CCTV is not considered to be a good solution, even if it only a temporary one.*

*The slight reorientation of this building to reflect the building line of the proposed boulevard and the*



*location of an attractive entrance point would help to clearly define and animate this space without significantly impacting on the proposals.*

#### Landscape Design:

The expanse of hard surfacing is overly wide, the soft landscaping and planting lacks interest, the 10 year length of consent justifies the need for avenue tree planting, there are no opportunities for seating, informal recreation, exercise or play, any protected trees will need to be replaced and a maintenance plan would be required.

#### **External Consultees**

##### **Transport for London:**

TfL have no comments from a Strategic Road Perspective. It is assumed that the level of parking has been set by the outline approval (reference 03/3200). It is unclear whether the car park is also to be used for coach parking. If so, the design should assumed a 15 m coach and demonstrate that there is sufficient space and access for each coach.

#### **REMARKS**

##### General principle of development and length of consent

This application differs from the previous Quintain Reserved Matters Applications (plots W01, W03, W04, W05 and W07) as the proposed car park is “temporary” and would only be in place for a maximum of 10 years. The 10 year period has been requested to facilitate the phasing of development, which would include the delivery of part of the retail offer prior to the completion of the new boulevard.

It is envisaged that the retail outlet centre (primarily designer outlet retail) will open in 2013. This would involve the completion of plots W04 (already completed), W05 (part), W07 and the approved extensions to York House. The completion of these buildings would also see the delivery of the new Hilton Hotel, Student Accommodation, the multiplex cinema and food and drink (A3/A5) uses.

The existing multi-storey car park obstructs direct access from South Way to the new boulevard and as such, the car park would need to be removed to ensure the provision of an adequate pedestrian link from the existing Town Centre and Wembley Stadium Station to the Quintain designer outlet Retail centre. As the existing car park is used for stadium event day parking, planning permission was granted for the temporary use of part of the Palace of Arts and Industry site (to the north of Engineers Way) for parking.

The outline planning consent envisaged a number of uses on the W10 plot, including a multi-storey car park. However, the final building is not likely to be delivered prior to the completion of the retail outlet centre and the parking and access solution detailed in this application has been proposed as an interim arrangement.

The number of non-residential car parking spaces is limited to a maximum of 3,380 by condition 56 of the outline consent and the proposal is in accordance with this condition. The siting of the vehicle accesses to the public highway are in accordance with the outline planning consent Parameter Plan 5 “Proposed Access and Circulation” as revised.

#### **Layout, Design, Appearance and Landscaping**

The design and appearance of the proposed multi-storey car park structure reflects the temporary nature of the consent. It is to be a largely open sided car park of lightweight modular construction

with a galvanised steel frame, concrete slabs and galvanised mesh balustrades on each level. The majority of the car park is two storeys in height (being a single storey structure with on-air parking on the roof). However, a 5-storey element (4-storeys with parking on the roof and a 5-storey pedestrian circulation cores) is proposed at the eastern end of the site. The circulation cores, which are also modular, would be finished with bricks with glazed panels. Urban Design have suggested that the visual appearance could be improved through variation in the fenestration of the car park cores. However, the cores are of modular construction and the design cannot be varied in this fashion.

The proposals maintain Royal Route in its current form, which is level with the first floor deck of the proposed multi-storey car park. The large under-croft area below Royal Route has accordingly been retained. Undercrofts are often areas of low townscape quality which suffer from poor levels of natural surveillance and are associated with anti-social behaviour. The applicants have now clarified that the area to the north of Royal Route will be kept open and clear to allow visibility from the temporary boulevard and the retail outlet centre whilst the width of the pedestrian access way should allow natural surveillance from the south. Whilst your officers consider that such areas should normally be designed out of new developments, the above measures are considered to provide a sufficient level of natural surveillance. It is also recommended that details of CCTV are required through condition.

The proposed main vehicular access road/ramps runs parallel and in close proximity to South Way. This results in a large area of hard surfacing which includes South Way and its footways and the access road. Details of the treatment of the boundary between the access road and the footway can be secured through conditions 2(vi) and 28 of the outline consent.

Whilst the visual appearance of the proposed car park, the access road and the undercroft area that is to be retained would not be considered to be of sufficient design quality or appearance to reflect the aspirations of the Wembley Masterplan or the Quintain Stage 1 Consent, regard should be given to the temporary nature of the proposal and the appearance of the existing multi-storey car park. Your officers consider that the proposal is acceptable as a time limited structure providing there is sufficient reassurance that the structure will be removed at the end of the temporary period. Such reassurance can be secured through a Section 106 legal agreement.

The proposal, together with the application for a "pedestrian link" on part of the adjoining "Red House" site, would provide direct pedestrian access from the Wembley Town Centre and Station Square through to the new temporary boulevard and the retail outlet centre. An 8 m wide pedestrian access way is proposed along the western side of the car park. Urban Design have suggested that the route be altered so that it directly aligns with the temporary boulevard. However, the applicants have specified that they do not wish to amend the proposals as it would result in an increase in the height of the car park which would have implications for its visual appearance. Landscape Design have suggested that the width of the pedestrian route be reduced to allow additional planting. However, your officers consider that the proposed width should be maintained to maximise the natural surveillance of this area from the north and south. The width of the access also allows a greater capacity for pedestrian flows. The explanatory report estimates peak demand at 15.8 persons per minute per metre width using a worst case scenario of a Saturday afternoon stadium event coinciding with peak shopping demand. It is specified that the width of the pedestrian link is adequate for such flows.

A number of pedestrian access points to the ground floor of the car park are proposed on the western and northern facades of the building. Stairs from the first floor deck are proposed at the

south-western corner of the car park whilst two cores (including one with lifts) are proposed within the multi-storey element of the car park. It is accordingly considered that the proposal provides adequate pedestrian access to the retail outlet centre and the stadium.

### Landscaping

The application proposes a simple landscaping strategy which primarily includes zones of grass and wildflowers and willow planting that is cropped to maintain sightlines between the pedestrian access way and the car park for reasons of security and safety. In response to the comments from Landscape Design, the applicants have also specified that the proposal will include the planting of three trees. They specify that the location of these trees can be secured through condition 28 of the outline consent to allow further consideration of the siting of the trees to minimise the risk of their removal when the car park site is permanently redeveloped. These trees would replace TPO trees that are to be removed as a part of the proposed works. Your officers consider that a further condition should be attached which specifies the size of tree to be planted.

Landscape Design have suggested that seating and informal recreational/play opportunities could be provided in this area. Whilst seating would be beneficial, it is to be provided within the boulevard and informal recreation and play would reduce the ability to provide soft landscaping unless the width of the pedestrian access is reduced.

### **Ecology**

The report highlights the current intrinsic value of the site from an ecological perspective and reports that the new landscaping provides biodiversity gains. Given the nature of soft landscaping proposed, your officers consider that such gains will be minimal. However, given the temporary nature of the consent, your officers consider the proposals to be acceptable.

### **Transportation**

The Explanatory Report initially set out the strategy for vehicle access on both non-event and stadium event days. It clarifies that access on non-event days would occur from South Way, with retractable bollards restricting access to the private service road. On event days, the report specifies that the bollards on the private service road would be removed and motorists would be directed to/from the new car park via Royal Route and the private service road.

The junction design onto South Way allows westbound servicing vehicles for the Stadium (including articulated lorries) to turn right into the junction and temporary service road and to exit via the junction in an easterly direction.

#### *Access to South Way*

Following discussions with Transportation, the junction design was amended to reduce the width of the pedestrian crossing from 17.5 m to 10 m. Transportation have also recommended that a speed table is introduced to increase the pedestrian priority and the applicants have agreed to submit a revised drawing prior to the planning committee meeting. Further information was also provided by the applicant to demonstrate that the proposed junction onto South Way has sufficient capacity for the likely peak turnover of vehicles and Transportation have specified that this information is acceptable.

#### *Routing of traffic*

The applicants also propose the use of Perimeter Way as an alternative route to South Way. However, the submitted layout and management regime would require vehicles to enter and exit

via the ground floor southern entrance on non-event days. Given the proximity of this entrance to South Way, Transportation consider that a secondary permanent access/egress point is required onto Royal Route to ensure that the secondary route is suitably legible and direct. The submitted drawings include two x 6 m wide accesses onto Royal Route. However, changes to the layout would be required to allow the controls for access and egress. The access strategy would also need to be amended to include non-event day access directly to and from Royal Route. Your officers have accordingly recommended that further details are secured through the Section 106 agreement, to be submitted and approved at least 6 months prior to a Material Start.

#### *Car park head room*

Transportation have recommended that the head height within the car park is increased marginally to a minimum of 2.3 m, or 2.4 if cyclists are to use the car park. However, the applicants have specified that this cannot be undertaken without incurring significant expense. The 2.3 m height is only recommended rather than required through central guidance and Transportation have since commented that the failure to achieve this is not of significant concern.

#### *Other transportation issues*

Transportation have also commented regarding the need for further details to be secured through condition, including signage, car park management, CCTV and lighting. These matters are covered by conditions or Section 106 clauses of the original consent. Whilst CCTV is covered by a clause of the Section 106, your officers consider that further details should be required through condition due to the nature of the car park and the retention of the undercroft area.

#### *Summary*

Whilst the issues of access routing and the layout of access points onto Royal Route require further consideration, your officers consider that these can be adequately addressed through the submission of further details secured through the Section 106 agreement as accesses onto Royal Route are already proposed. The remaining Transportation Issues are considered to be acceptable, subject to further revisions to the junction layout to provide a speed table.

#### **Noise**

A ventilation system has not been proposed for the car park due to the open plan nature of the car park which allows passive ventilation. The applicants specify that they have looked to reduce other potential noise through:

- Design to minimise vehicle speeds;
- Incorporating a textured concrete surface to avoid tyre squeal
- Implementing car park management measures to prevent other sources of noise (e.g. loud music from cars)

There are no noise sensitive premises in close proximity to the car park, thus limiting its potential impact.

#### **Wind**

The explanatory report sets out that wind conditions around the car park will be “safe”, with higher but “tolerable”. The report sets out that the proposed development is not expected to have any significant impacts on surrounding wind conditions.

#### **Archaeology**

The report specifies that details will be submitted separately pursuant to Condition 8 of the outline consent. However, it is specified that no archaeological remains or artefacts have been found when undertaking other recent geotechnical site investigation works in the locality.

## **Drainage**

Sitewide drainage within the Masterplan Area is dealt with under a separate condition pursuant to the outline consent. The applicants confirm that the proposal will accord with the site wide system which is required to attenuate a 1:100 year storm event.

## **Contamination**

Contamination and remediation is also covered by a separate condition was submitted separately and approved.

## **Programme of works**

The explanatory report sets out that demolition works will not commence until after the 2012 Olympic Games as the car parking will be required in association with Olympic events.

## **The “Temporary” Nature of the Consent**

The temporary nature of consents is typically secured through condition. However, in this situation, it is considered appropriate by both your officers and by the applicants to restrict the period of consent through a Section 106 agreement.

Government guidance specifies that temporary consents should normally meet three tests. They should rarely be granted where the proposal is in accordance with the Development Plan, temporary consents should not be granted if they are clearly intended to be permanent and the material planning considerations also should not differ from those that would be applicable if the proposal was for a permanent planning consent. The guidance also specifies that temporary consents may be acceptable where the applicant volunteers the temporary intention or planning circumstances regarding the site will change.

Whilst the outline consent was considered to be in accordance with the Development Plan, the redevelopment of this site to only provide the multi-storey car park would represent the under-development of the site given the size of the site and its siting within the Wembley Growth Area where greater densities of development are anticipated. The proposal accordingly would be out of keeping with the Development Plan if proposed as a permanent consent.

The nature of the proposed structure is such that it is modular and removable, and whilst it is suitable for longer period of time such as that proposed, can be easily removed and relocated. The application also confirms the temporary nature of the proposals.

The principle of the car park in terms of its siting, size and access to the public highway were established within the Outline Planning Consent. In terms of design and appearance, whilst no worse than the existing multi-storey, the proposed car park would not be considered to be of sufficient design quality and appearance to reflect the area as redeveloped in accordance with the Quintain Stage 1 consent. Therefore, the design and appearance of the building is considered acceptable within a Temporary Consent, but would not be considered acceptable if the consent was not time limited. The proposed temporary layout also would not realise the layout of boulevard as set out within the Quintain Stage 1 Masterplan in terms of its alignment to the south of Royal Route. The proposal represents the introduction of a route between the existing Town Centre/Wembley Stadium Station Square and the retail outlet centre, in itself an improvement from existing. However, it would not provide a suitably direct and legible connection once the Quintain Masterplan has been built out.

Ten years represents an unusually long period to grant a temporary consent, but is considered reflective of the timeframes associated with the original outline consent. However, given the length of time proposed your officers and the applicants both consider that the temporary nature of the consent should be secured through a Section 106 legal agreement rather than by condition.

### **Further discussion of 3<sup>rd</sup> party and external comments**

Response to TfL comments:

The number of parking spaces was indeed set within the Outline Consent. Coaches will not use this car park. They are to be accommodated elsewhere on land owned by Quintain in proximity to the Stadium.

WNSL Objections:

*It is unclear whether vehicles accessing the car park on event days from Royal Route will be able to use the entirety of the car park.*

The application documents clarify that access will be via Royal Route and the new private service road to the car park entrance. Access and egress is also possible directly from Royal Route. Vehicle access is possible from the open air element of the first floor deck and the taller multi-storey element of the car park. It is therefore possible to access the entire car park on stadium event days. Your officers are aware that Quintain have a contractual obligation to provide parking for the stadium which sits outside of the planning process. The proposal does not alter this contractual obligation and Quintain have specified that they will continue to meet their obligations to the WNSL.

*South Way is closed to vehicular traffic from one hour before to one hour after a stadium event. It is not clear whether the proposal envisages this closure, and if not, what measures are in place to address the conflict with pedestrians.*

The measures set out in the application supporting documents and discussed previously within this report clarify this matter.

*The existing car park provides 120 disabled spaces whilst the proposed car park provides 46. Given the proximity to the stadium, the number of disabled spaces should be increased.*

The number of disabled parking spaces that are proposed exceeds the minimum number set out within the Brent UDP 2004 and this application must be determined on this basis. Again, Quintain have confirmed that they will continue to meet their obligations to WNSL regarding the provision of parking.

*It is not clear whether the service road along the eastern edge of the application site will be available to Stadium Visitors on event days and whether there is a potential conflict with pedestrian safety.*

The use of this service road has been set out previously within this report and this road is likely to be used on event days. The layout has been designed so that pedestrian access is likely to occur along South Way and Royal Route and is unlikely to result in pedestrians using the service road.

*In order to ensure that the parking arrangements are satisfactory on event days, the number of spaces should available to shoppers should be limited.*

Again, Quintain have confirmed that they will meet their contractual obligations to the stadium. Furthermore, the maximum total number of parking spaces is set by the Outline Consent and the analysis of potential impacts associated with that level of parking was accordingly considered within that application. Such matters will also be addressed through the Parking Management

Plan, required through the Section 106 agreement.

*Condition suggested by WNSL regarding Event Day management strategy, incorporating the number of spaces for exclusive Stadium use, number of disabled spaces, access and egress arrangements (including timing), measures to ensure pedestrian safety and details of temporary (event day) signage.*

These matters have all either been discussed previously, or are addressed through conditions or Section 106 obligations within the Outline Planning Consent, such as the Parking Management Plan which addresses all types of vehicles on both event and non-event days.

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## **Conclusion**

Your officers recommend that time limited consent is granted and that the time limited nature of the consent is secured through a Section 106 agreement. The proposal will require the submission of new or revised details pursuant to conditions of the original outline consent or clauses of the Section 106 agreement, such as materials, landscaping, parking management, signage and so forth.

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## **REASONS FOR CONDITIONS**

**RECOMMENDATION:** Grant Consent subject to Legal agreement

(1) The proposed development is in general accordance with policies contained in the:-

Brent Unitary Development Plan 2004  
Brent Local Development Framework Core Strategy 2010  
Central Government Guidance  
Council's Supplementary Planning Guidance

Relevant policies in the Adopted Unitary Development Plan are those in the following chapters:-

Built Environment: in terms of the protection and enhancement of the environment  
Environmental Protection: in terms of protecting specific features of the environment and protecting the public  
Housing: in terms of protecting residential amenities and guiding new development  
Employment: in terms of maintaining and sustaining a range of employment opportunities  
Town Centres and Shopping: in terms of the range and accessibility of services and their attractiveness  
Tourism, Entertainment and the Arts: the need for and impact of new tourists and visitor facilities  
Transport: in terms of sustainability, safety and servicing needs  
Wembley Regeneration Area: to promote the opportunities and benefits within Wembley

## **CONDITIONS/REASONS:**

(1) The development hereby permitted shall be carried out in accordance with the following approved drawing(s) and/or document(s):

AP(04)6550 Rev P01  
AP(04)6551 Rev P01  
AP(04)6552 Rev P01  
AP(04)6553 Rev P01

AP(04)6554 Rev P01  
AP(05)6652 Rev P01  
AP(05)6653 Rev P01  
ITB5206-GA-012

"Design and Access Statement"

"Reserved Matters Application for Interim Car Park, Pedestrian Link and Private Service Road"

Reason: For the avoidance of doubt and in the interests of proper planning.

**INFORMATIVES:**

None Specified

**REFERENCE DOCUMENTS:**

The London Plan Consolidated with Amendments Since 2004  
Brent Unitary Development Plan 2004  
Brent Local Development Framework Core Strategy

Any person wishing to inspect the above papers should contact David Glover, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5344

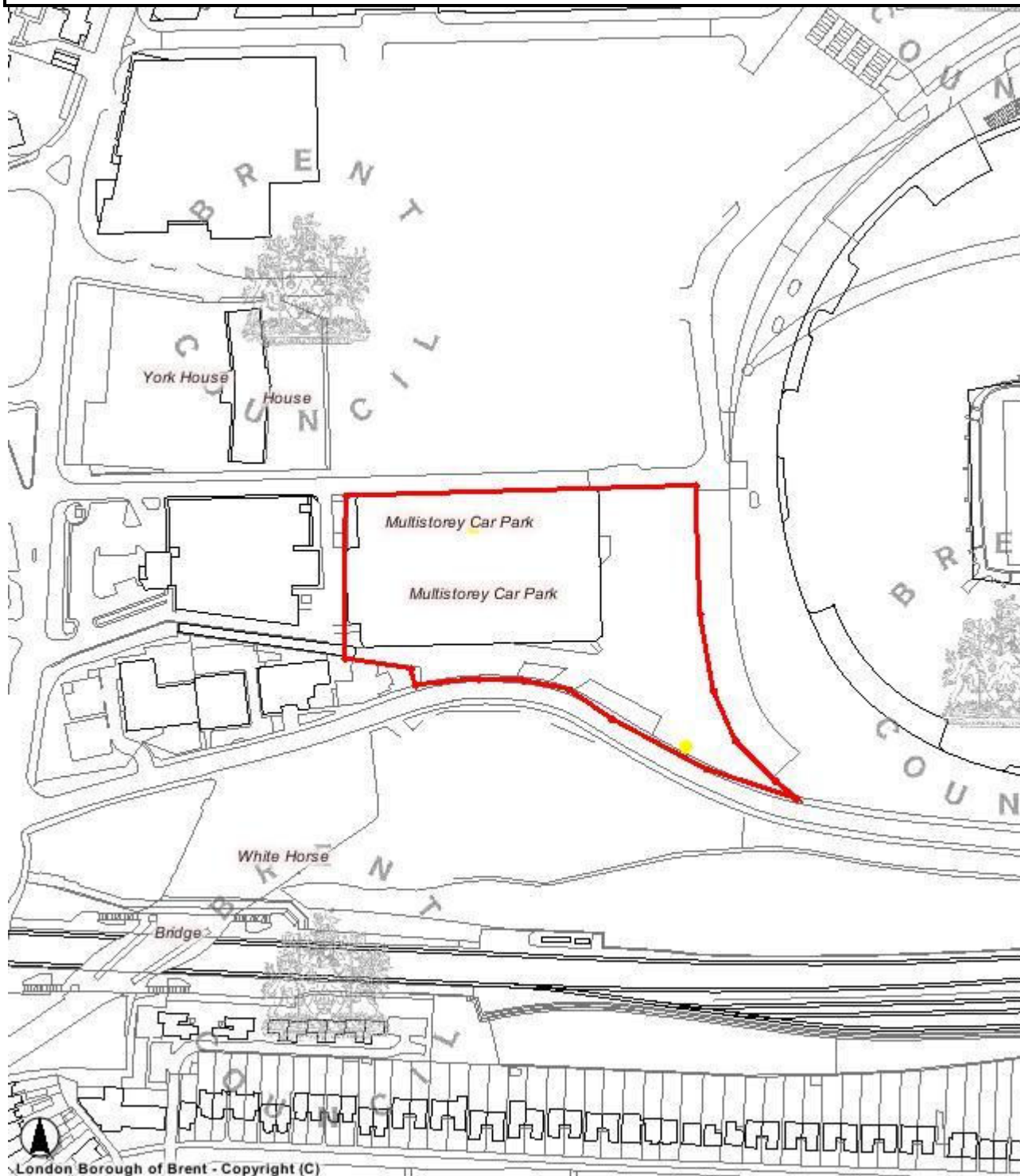




## Planning Committee Map

Site address: Multi Storey Car Park, Royal Route, Wembley

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