

PRE-APPLICATION REPORT TO COMMITTEE

Planning Committee on **26 April 2017**

Case Number **17/0117/PRE**

SITE INFORMATION

RECEIVED: 2017

WARD: Tokyngton

LOCATION: Green Car Park, Olympic Way/First Way, Wembley, HA9

SCHEME: Proposed redevelopment of site to provide 77 coach parking spaces at ground level; 212 DDA spaces across two levels; Residential accommodation above (circa 45,000sqm / 500 units including affordable and private accommodation); A1-A4 commercial use (B1, A1-A4, D1 and/or D2) circa 175sqm GEA; Open space, landscaping and car parking for residents.

APPLICANT: Quintain Limited

AGENT: WYG

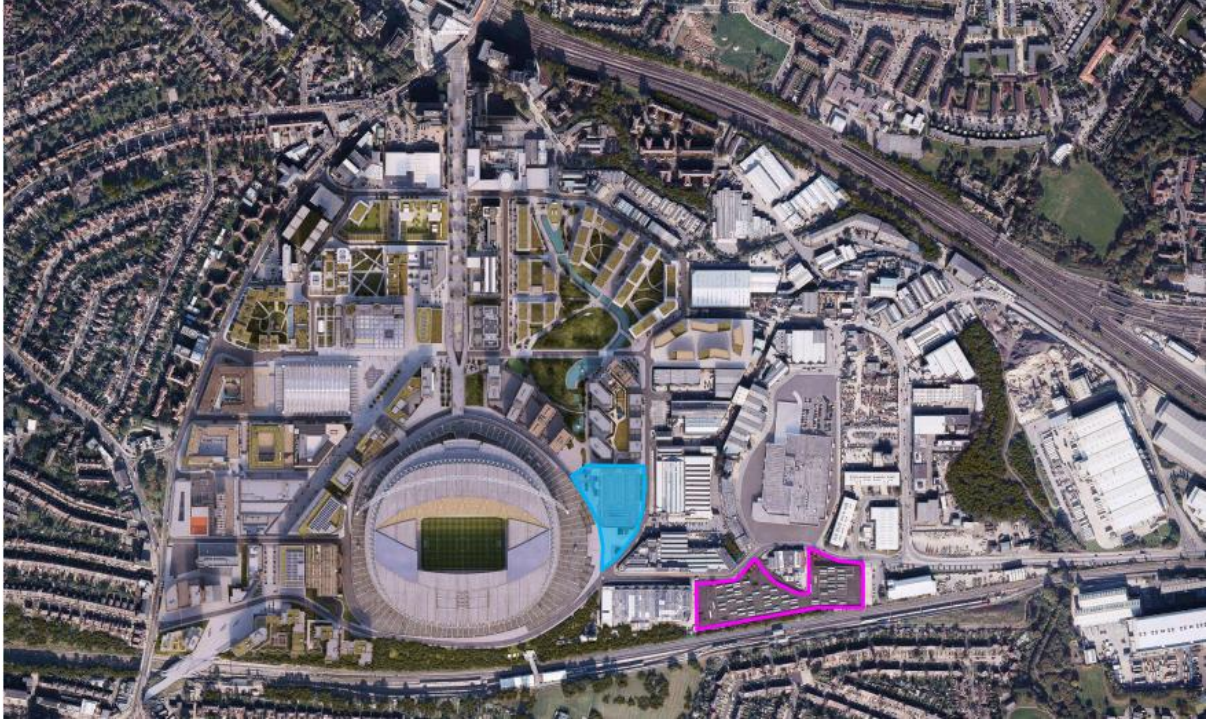
OFFICER: Andrew Neidhardt (North Team)

**LINK TO DOCUMENTS
ASSOCIATED TO
THIS APPLICATION** No plans as this is a pre-application item. Members will view a presentation at Committee.

SITE MAP

This map is indicative only

Plot E05 is highlighted in blue. The former VDC/Careys site is highlighted in magenta



BACKGROUND

This proposed development is being presented to enable Members of the committee to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.

This is the first time the proposed development is being presented to Members.

Prior to this the applicants have been engaged in pre-application discussion with Council Officers, the Commission for Architecture and the Built Environment (CABE) Design Review Panel and the Greater London Authority (GLA).

PROPOSAL and LOCATION

On 23 December 2016, planning permissions were issued for the new Wembley Masterplan, hybrid application reference 15/5550. Permission was granted on the same day for the provision of stadium coach parking within the “former VDC/Careys” site, full planning permission reference 15/5615.

The proposals, which covered a 15.9 Ha area of land, were in outline with the exception of the plot referred to as E05 which was provided in full detail.

The following was approved within this plot:

- A multi-storey car park on Plot E05 of 62,558 sqm GEA providing:
- 1,816 car parking spaces including blue badge spaces;
- Up to 82 coach parking spaces.
- Associated infrastructure, landscaping and vehicular access.

Of the 1816 car parking spaces, 1642 were for non-residential purposes (Wembley Stadium Event day parking) and 174 were for residential use.

Since the granting of the above planning permissions, there have been ongoing discussions between the applicant and Wembley National Stadium Limited, leading to alternative proposals for these sites.

The current amended proposals are for Plot E05 to provide:

- 77 coach parking spaces at ground level;
- 212 DDA spaces across two levels;
- Residential accommodation above (approximately 45,000 sqm / 500 residential units including affordable and private accommodation);
- A1-A4 commercial use (B1, A1-A4, D1 and/or D2) circa 175 sqm GEA;
- Open space, landscaping and car parking for residents.

The balance of the car and coach parking for Stadium events is to be proposed within a revised scheme for the former VDC / Careys, to comprise a multi-storey car park with provision for 290 coaches (or car parking spaces accommodating the same area) and 728 cars. Further Stadium coach parking is provided within Plot E03 which adjoins this plot and in the “Red” multi-storey car park to the west of the Stadium. Together these plots meet Quintain’s contractual obligations to WNSL to provide 2,900 car parking spaces, 458 coach parking spaces and 1,200 car parking spaces, or combinations thereof.

Site and Surroundings

The subject site is situated within the Wembley Opportunity Area as designated within the London Plan and the Wembley Growth Area as identified within the Brent Core Strategy and Wembley Area Action Plan (AAP). There are no conservation areas or Listed Buildings within or near to the application site.

The E05 plot is bounded by Plot E03 to the North and First Way to the East. The site is set within the existing Green Car Park, presenting a gently sloping landscape with no distinct features. Further to the north of the site is the former Wembley Retail Park which is being used on a temporary basis to provide stadium car and coach parking while the new purpose built car and coach parking facilities are being constructed.

Planning History

The main application which granted outline consent for this site was considered by the planning committee on 11 May 2016, and the decision was issued on 23 December 2016 following the completion of the legal agreement and referral to the Mayor of London.

Details of that consent are as follows:

15/5550 - Granted 23/12/2016

Hybrid planning application, accompanied by an Environmental Impact Assessment, for the redevelopment of the site including:-

Full planning permission for erection of a 10-storey car park to the east of the Stadium comprising 1,816 car parking spaces of which 1,642 are for non-residential purposes, up to 82 coach parking spaces and associated infrastructure, landscaping and vehicular access.

And

Outline application for the demolition of existing buildings on site and the provision of up to 420,000 sqm (gross external area) of new floorspace within a series of buildings comprising:

- Retail/financial and professional services/food and drink (Use Class A1 to A4) up to 21,000 sqm;
- Commercial (Use Class B1) up to 82,000 sqm;
- Hotel (Use Class C1): up to 25,000 sqm;
- Residential (Use Class C3): up to 350,000 sqm (up to 4,000 homes) plus up to 20,000 sqm of floorspace for internal plant, refuse, cycle stores, residential lobbies, circulation and other residential ancillary space;
- Education, healthcare and community facilities (Use Class D1): up to 15,000 sqm;
- Assembly and leisure (Use Class D2): 23,000 sqm;
- Student accommodation (Sui Generis): Up to 90,000 sqm.

And associated open space (including a new public park) and landscaping; car and coach parking (including up to 55,000 sqm of residential parking and 80,000 sqm non-residential parking) and cycle storage; pedestrian, cycle and vehicular accesses; associated highway works; and associated infrastructure including water attenuation tanks, an energy centre and the diversion of any utilities and services to accommodate the development.

Subject to a Deed of Agreement dated 23 December 2016 under Section 106 of the Town and Country Planning Act 1990, as amended

CONSULTATION RESPONSE

The following will be consulted regarding any subsequent planning application:

Consultee:

(Internal)

- Ward Councillors for Tokyngton (Brent)
- Transportation (Brent)
- Environmental Health (Brent)
- Landscape Design (Brent)
- Tree Officer (Brent)
- Sustainability Officer (Brent)
- Housing (Brent)
- Urban Design Officer (Brent)
- Planning Policy (Brent)
- Flood/drainage engineer (Brent)
- Streetcare/waste/refuse (Brent)

(External)

- Greater London Authority (GLA)
 - Transport for London (TfL)
 - Secure by Design Officer (Met Police)
 - Thames Water
 - Wembley National Stadium Ltd
-
- All existing properties and addresses within at least 100m of the application site.

(N.B. This is not a final list and is subject to further review/change should any formal planning application be submitted)

COMMUNITY ENGAGEMENT

Pre-application discussions

Quintain has been in liaison with officers from the London Borough of Brent, TfL, Thames Water, the Environment Agency, Wembley National Stadium Ltd and others.

Public consultation

Quintain has held one round of public consultation between 8th and 11th March 2017. A second round of public consultation is also proposed to take place between 20th and 22nd April 2017.

POLICY CONTEXT

National

National Planning Policy Framework 2012

Regional

The London Plan consolidated with alterations since 2011

Local

Brent Local Plan Development Management Policies 2016

Wembley Area Action Plan 2015

Brent Local Development Framework Core Strategy 2010

Brent Supplementary Planning Guidance

SPG17 Design Guide for New Development

MATERIAL PLANNING CONSIDERATIONS

Proposed Uses

The 77 coach parking spaces and 212 DDA spaces are appropriate uses in line with the existing planning permission for the site and are considered acceptable in this location. This is considered to be a suitable location for residential accommodation and the introduction of this above the parking levels is therefore appropriate. The emerging context of the southern element of the park and other residential uses in nearby blocks (E01, E02, E03) provides an appropriate context.

The proposal to introduce commercial floorspace with the option of a variety of uses (B1, A1-A4, D1 and/or D2) is considered to be appropriate for this location as it will help to activate the ground floor of the building and the variety of permitted uses will reduce the potential for periods of vacancy.

The principle of the provision of residential uses within the upper floors is in accordance with the Council's planning policies.

The proposed uses are considered appropriate for this location and are supported by officers.

Affordable Housing

The submission documents have not included details on the proposed provision of affordable housing within the scheme, officers understand that this is still under consideration by the application team and will be included within any submission. London Plan policy 3.12 requires borough's to seek the maximum reasonable amount of affordable housing, taking account of a range of factors including local and regional requirements, the need to encourage rather than restrain development and viability. The policy requires borough's to take account of economic viability when negotiating on affordable housing.

The applicant will be required to demonstrate that the maximum reasonable amount of affordable housing is being provided in this scheme unless the proposal achieves the Council's target of 50 % Affordable Housing with a 70:30 split of Affordable Rent to Intermediate housing. This would need to be tested through the submission of a financial appraisal submitted with any future planning application which would be subject to scrutiny by or on behalf of your Officers.

The application is proposing build to rent units within Plot E05. This will be the first purpose designed PRS block within the Wembley Masterplan and is proposed to improve marketability and absorption rates thereby allowing more units to be delivered more quickly

Quintain have stated they will provide affordable housing at a level to be agreed, having regard to viability testing, which has not yet been concluded.

Design, massing and scale

The massing proposed for E05 has a similar footprint at ground level to the consented massing, with three taller corner points which step up in height to 21 storeys.

An indicative visual impact assessment has been submitted which demonstrates the potential impacts of the proposal on some of the surrounding views to the stadium.

The applicant will need to demonstrate that distant and local views of the Stadium arch would be maintained. The WAAP Strategy of Tall Buildings allows for tall buildings in this location, and there is a sound townscape rationale for locating a local marker building at the junction of First Way and South Way and in relation to public space also located at this junction.

Blocks K and H step up to the greater height of Block I and help to root the marker building to its immediate context. The stepped skyline form of the proposal would contribute to the varied profile of development emerging on the horizon and in relation to the Stadium in longer views.

Full details of the proposed materials would need to be submitted at application stage rather than being secured via condition, this is to ensure that the finished appearance of the building is appropriate.

Further information regarding the detailed design of the building should be included at application stage. The redevelopment of the site has the potential to result in a high quality building that contributes significantly to the regeneration of Wembley.

Further work is required to justify the height of the proposed building in this location through the provision of detailed information regarding the appearance of the building and the views from the viewpoints established within the Wembley Area Action Plan.

Impact

All windows in the scheme are achieving an ADF of 1.5% or more and are hitting target values. Previously block 4 received 96.8%, pass rate. Only one window in E01/2 is affected changing the previous pass rate in E01/2 from 96.8% to 96.51%, which remains over the 95% target set out in the Masterplan. Two windows in Block C of Plot E03 are affected, these were already below standard and so the percentage pass rate of 97.55% remains unchanged. Four windows in Block D of Plot E03 are affected, two of these were already failing previously and an additional new two failures occur. Block D previously had a pass rate of 96.78% this will now change to 95.5%, still over the 95% target.

The initial studies into the impact of the proposed development appear positive although further work will be required at application stage to demonstrate the acceptability of the scheme.

Layout

Residential units are situated on the upper floors, providing separation between the windows of those units and the surrounding spaces. 10% of all units provided across all tenures will be wheelchair accessible or adaptable for wheelchair users (Part M4(3)). The adapted units will primarily be located in plots where on-plot car parking is provided. All other residential units will be designed to be Part M4(2) Accessible and Adaptable dwellings.

The current proposed unit mix is as follows:

Overall	510	% units
Studio	202	40%
1 bed	154	30%
2 bed	75	15%
3 bed	65	13%
4 bed	14	3%

All units proposed exceed London plan standards in terms of GIA as demonstrated below.

Type	Space standard m2	Proposed m2
Studio	37	40-44
1-bed	50	51-68
2-bed	61	64-70
3-bed	74	84-93
4-bed	90	111

Units would be designed to meet the noise criteria set out within the outline consent and thus will be appropriately designed to mitigate against stadium and road noise.

The proposed mix of units does not accord with the housing mix specified within the Wembley Area Action Plan, which a considerably higher proportion of studio and one-bedroom units proposed. The applicant has specified that they would look to balance the mix of units through the delivery of additional larger units within subsequent phases of the masterplan. Officers consider this approach to be acceptable in principle as it would look to establish a balanced mix of housing in the area and are working through the implications of this with the applicant. However, given the predominance of smaller units, officers consider it necessary to secure a covenant which requires the units to be owned and managed by a single organisation as Private Rented Section accommodation for a reasonable period of time.

The proposal has the potential to deliver a good standard of residential accommodation in accordance with London Plan and Council policy and guidance.

Amenity and Landscape

Local open space and play space will be provided on site. This is supplemented by off site open space within the wider Masterplan, including the 4 acre park adjoining Plot E05. The site will provide a broad range of external & internal amenity spaces in various sizes & formats.

External communal amenity = 5,214m²

External balcony amenity = 2,879m²

Total = 8,093m²

Average Ext. Amenity per home = 15.9m²

Additional Internal Amenity

Total Internal communal amenity (communal sky lounge) = 577m²

Average Internal amenity per home = 1.1m²

These standards are considered to be appropriate given the proximity of the development to the large park that is to be delivered by the applicant adjacent to this development.

Environmental Impact Assessment

A formal screening opinion has recently been submitted to the Council which is being assessed.

Highways and Transportation

The development proposals seek to deliver a proposed car and coach parking solution across the Red Car Park, Eastern Lands (E03/E05 coach park, E05 DDA car park) and the VDC Careys site that works within the overall site wide parking and phasing solution and also meets Quintain's obligations to Wembley National Stadium Limited (WNSL) to provide up to 2,900 car parking spaces or up to 458 coaches; 1,200 cars and 43 mini-bus spaces; or a combination thereof on stadium event days.

Residential car parking across the Masterplan will be provided within the maximum ratio of 0.4 for the residential units across the estate, with additional operational car parking provided for the commercial development. This will be located within the E05 basement which will also provide access through to the basement of E01 and E02. Access to these basements will be from First Way. The strategy proposed allows for event day access to parking via First Way. Electric vehicle charging points will be provided at a proportion of 20% for residential spaces and 10% for non-residential spaces, plus 20% passive for charging points in the future, and/or for car clubs. Also, one car parking space will be provided for each wheelchair adapted residential unit. An active management regime will be in place to allow a response to the changing needs of occupiers and their requirement for accessible parking. This will involve leasing and re-purchase of previously sold spaces to enable up to 10% of residential car parking serving a plot to be available to blue badge holders over time.

DDA parking for the Stadium event day use will be provided at 2nd and 3rd storey levels.

Quintain and its consultants are in discussion with a car club operator (ZipCar) in relation to the provision of car club vehicles in publicly accessible locations across Quintain's estate.

A site wide Travel Plan, and Framework Delivery and Servicing and Construction Logistics plans will be required with any planning application.

The standards set out in the documentation and approach to parking layout is supported by offices.

Sustainability and Energy

All residential units will meet Code for Sustainable Homes Level 4 minimum water targets, which require an average household water consumption of <105 litres/person/day.

E05 will be served by gas CHP from the single energy centre located in plot E03, which already has outline planning permission and Reserved Matters approval.

Site-wide regulated carbon dioxide emissions will be reduced on plot by at least 35% beyond 2013 Building Regulations by following the GLA energy hierarchy.

GLA Zero Carbon Homes will be followed with the aim to meet zero carbon for residential buildings in line with London plan policy 5.2. Any on-site carbon shortfall will look to be provided either off-site within Quintain's estate and/or through a cash in lieu contribution, the details of which will need to be agreed.

The potential to reduce overheating risk and the requirement for mechanical cooling will be investigated using dynamic overheating modelling with the CIBSE TM52 methodology. Modelling will be undertaken in accordance with the guidance and data sets in TM49 CIBSE. The cooling hierarchy as set out in London Plan 5.9 will be applied to the development.

The Mayor of London's Priorities, as set out in the London Plan Policy 5.3, and the Sustainable Design and Construction SPG 2014 will be met.

The intended approach is considered acceptable and full details will need to be provided at application stage to demonstrate compliance.

Community Infrastructure Levy (CIL)

This would be development that is liable for Mayoral and Brent CIL. The level of liability that this would attract will be confirmed at a later stage when the precise quantum and form of proposed development is known.

CONCLUSIONS

Members should note the above development is still in the pre-application stage and that additional work remains to be carried out prior to the submission of any subsequent planning application.