



## Planning Committee

3<sup>rd</sup> July 2012

### Report from the Assistant Director, Planning & Development

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

## Local Development Framework - Wembley Area Action Plan Preferred Options for Public Consultation

### 1.0 Summary

1.1 Having considered responses to consultation on the Wembley Area Action Plan Issues and Options document in September last year, it is now proposed to consult on the Council's Preferred Options. This is effectively a draft new Development Plan for Wembley. This report provides a summary of the main consultation responses, explains the contents of the draft Plan and recommends that this is made available for public consultation for 8 weeks commencing on August 13<sup>th</sup>.

### 2.0 Recommendations

- 2.1 That Planning Committee recommends to Executive that the Preferred Options of the Area Action Plan (attached) for public be agreed for public consultation commencing on 13<sup>th</sup> August.
- 2.2 That the Assistant Director, Planning & Development is authorised to make further editorial changes to the document prior to finally issuing it for public consultation.

### 3.0 Detail

#### Introduction

3.1 The reasons for producing the 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 was a commitment made by the Council at the beginning of the LDF process in 2005 and is a logical step in drawing up the folder of Development Plan Documents (DPDs) that will make up the LDF 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 200.

### **Current Stage**

- 3.3 So far the Council has had a preliminary round of public consultation, in September - November last year, on the planning issues for the Wembley area and on the options for dealing with these.

### **Summary of Responses at Issues and Options Stage**

- 3.4 Seventeen organisations responded to the consultation in September - November 2011 generating 278 comments. This included bodies such as the GLA, TfL, and the Environment Agency as well as major developers/landowners in the area such as Quintain Estates and Development Ltd and P J Carey Ltd. Responses were received from the following organisations:

- Brent Green Party
- Maddox Associates (on behalf of Solum Regeneration)
- Quintain Estate & Development Plc
- Greater London Authority
- DP9 (on behalf of owners of Kelaty House)
- College of North West London
- Environment Agency
- Friends Families & Traveller Law Reform Project
- PJ Carey Ltd
- Natural England
- Sport England
- Thames Water Plc
- Environment Agency
- Metropolitan Police Authority (Agent CgMs)
- Transport for London
- London Brent Congregation of Jehovah's Witnesses

- 3.5 The detailed responses varied quite considerably, to an extent depending upon what their particular interests are. All of the representations can be viewed on Brent's website at:

[http://brent.limehouse.co.uk/portal/waap\\_io](http://brent.limehouse.co.uk/portal/waap_io)

- 3.5 Some of the key points made in response to the consultation are summarised below:

#### Urban Design

- Shouldn't be prescriptive about public realm. (Quintain, DP9, College of NWL)
- Produce a tall buildings strategy for the entire Plan area (GLA, Green Party)
- Include a public art strategy in the Plan (All)

#### Business, Industry and Waste

- De-designate Strategic Industrial Land (SIL) immediately adjacent to key sites identified for regeneration which will include residential or other sensitive uses (GLA, Quintain)
- De-designate substantial part of the SIL to facilitate wider regeneration and environmental improvement (Brent Green Party, DP9, PJ Carey Ltd)
- There was general support for the promotion of low cost affordable workspace (All)
- There was both support for restricting further waste management uses (Brent Green Party, DP9) and for treating proposals on their merits (GLA, Quintain, Environment Agency)
- General support for removing or reducing the Business Park designation.
- General support for allowing purpose-built office development to be converted to residential or other non-commercial uses

### Transport

- Minimum road improvements necessary to prevent unacceptable levels of traffic congestion (Brent Green Party, TfL)
- A balance between minimising car use and ensuring that the area is also attractive to those who wish to come by car (Quintain, DP9)
- Restrain car use by applying low maximum standards and direct resources towards improving public transport, walking and cycling (Brent Green Party)
- Seek a balance between the London Plan parking standards, the existing Borough standards and the need to ensure new development is served adequately (Quintain,DP9)
- General support for providing shared surfaces throughout the new urban quarter close to the Stadium

### Housing

- General support for accepting Affordable Rent as part of the tenure mix in Wembley
- Designate sites suitable for more family housing in Wembley (Brent Green Party, GLA)
- Leave at Core Strategy target of 25% 3 or more bedrooms (GLA, DP9)
- Set quota or target for Extra Care housing in Wembley (GLA, Quintain)

### Town Centres, Shopping, Leisure and Tourism

- Policy to control size and type of units in line with indicative town centre uses across Wembley (Brent Green Party, GLA)

- Policy which allows for take aways and fast food outlets to be located close to the stadium by zoning locations where they are acceptable (GLA)
- General support for encouraging landowners to allow for temporary creative uses using vacant brownfield sites
- A mix of retail uses is important to delivery of a sustainable offer in Wembley; zoning would need to be justified and not overly prescriptive (Quintain)

### Social Infrastructure

- Provide a new primary school in the AAP area (all)
- Provide a new central health centre could be provided towards the end of the development period once there is sufficient demand for new provision (all)
- Provide Space for additional GPs could be provided by expanding existing GP practices in the Wembley area (GLA)
- Smaller, specialised community facilities (GLA and Metropolitan Police Authority)
- Provide less new community space but at a subsidised rate to increase affordability (GLA and London Brent Congregation of Jehovah's Witnesses) and funding from development such as S106/CIL and New Homes Bonus could be used to support and expand existing community facilities in Wembley (GLA, Brent Green Party and London Brent Congregation of Jehovah's Witnesses)
- Encourage shared space and multi-faith facilities (all)

### Climate Change

- General support for the minimisation of carbon emissions from buildings
- Wembley District Energy Heat Network – support for compelling adjacent sites to connect to one another where feasible (Quintain, Brent Green Party) and require future proofing measures (Brent Green Party, GLA)
- Provide energy from waste by identifying sites appropriate for locating anaerobic digestion plants (all)
- Introduce a new policy to require developers proposing new waste processing facilities to carry out a feasibility study to investigate if heat could be provided to Wembley from biomass or biomass by-products and anaerobic digestion from municipal waste or other sources (all)
- Set a standard for electric car charging points in private car parks eg. one for every 30 cars (Brent Green Party) and identify the locations for electric car recharging units in Wembley (TfL)
- Set a target to increase the proportion of green cover in Wembley, using green space, green roofs and tree planting (all)

## Open Space, Sports and Wildlife

- Set a series of additional criteria for the new park (Brent Green Party, Environment Agency) and specify that the new park be located adjacent to Engineers Way, orientated East to West (Greater London Authority, Natural England)
- Set no further requirements regarding the new park other than repeating the quantum of open space required by the Core Strategy (Quintain)
- Support for open space improvements and for new food growing space to be provided in the Wembley area (all)
- Support for improvements to sports facilities in the Wembley area including using S106/CIL and enabling new or upgraded sports facilities available for community use out of school hours (all)
- Support for increasing play provision by providing formal play areas in open spaces along with a more play friendly environment and public spaces (all)
- Support for improving wildlife and people's access to nature

## **Summary of Preferred Options**

- 3.4 The Vision and objectives for the Plan have been shaped by the Core Strategy and the Wembley Masterplan. There are also key policies in the Core Strategy, particularly policy CP7 dealing with the Wembley Growth Area, which determine the basic strategy for the area. This includes targets such as the number of homes to be built (11,500 from 2007 to 2026) of which 50% should be affordable, a target of 10,000 new jobs and a range of new development including expansion of the town centre eastwards. All this is to be supported by new infrastructure including, for example, new schools, new health facilities, new public open space, a new community pool and a new combined heat and power plant if financially viable.

## **Key Policies**

3. Below is a summary of the key policies in the Plan by topic. There are also a number of major site proposals which provide further detailed guidance. on individual sites.

## Urban Design & Placemaking

- **Character & Urban Form** - Development should seek to reinforce and emphasise the distinctive character of each locality
- **A Legible Wembley** - The council will continue to focus on the three stations as the principle gateways into the Wembley area, whilst the enhancement of nodes around key junctions will be sought
- **Public Art** - Contributions towards public art will be sought from development within the area, particularly at key gateways or where new open spaces are proposed

- **Tall Buildings** - will be acceptable only in a limited number of locations within the Wembley area. These are shown in the Plan. A number of views to the stadium will be protected
- **Olympic Way** - Development must be carefully designed and scaled to respect the predominance of Wembley Stadium and its arch.

#### Business, Industry & Waste

- **Strategic Industrial Locations (SIL)** - De-designation of relatively small areas of land including on South Way (temp. Stadium car park) and the Euro Car Parts site
- **Wembley Stadium Business Park** - area reduced in size with waste management limited to east of the area
- **Offices** - Purpose-built offices promoted in area close to Wembley Park station

#### Town Centres, Shopping, Leisure And Tourism

- **Town centre boundary** - defined for area extending from Forty Lane to Ealing Road
- **Sequential approach to development** - is emphasised, with large foodstore directed to High Road location, preferably Brent House
- **Large-scale leisure/tourism/cultural development** – is appropriate east of Olympic Way
- **Hot-food takeaways** - No more within 400m of school entrance and no more than 7% in any stretch of primary or secondary frontage (currently 7% in Wembley as a whole)
- **Vacant sites or buildings** - promoted for occupation by temporary, creative uses

#### Transport

- **Improved access** - for public transport, pedestrians and cyclists, particularly along the Wembley Hill Road / Forty Lane corridor
- **Improved highway access** - for car travel from the North Circular by improving the Stadium Access Corridor (via Great Central Way / South Way) and the Western Access Corridor (via Fifth Way / Fulton Way). The site proposals identify some relatively small land requirements to enable junction improvements and road widening at a number of locations.
- **Buses** - incrementally provide improved penetration of the masterplan area by buses as development is built out
- **Car parking** - encourage car parking in locations on the edge of the town centre

- **Through traffic** - package of measures to discourage through traffic on Wembley High Road
- **Pedestrian access** – to be improved between the Masterplan area and High Road
- **Coach parking for stadium**- criteria based approach for locations including within 960 metres

### Housing

- **Affordable Rent** at up to 80% of market rent, including service charges and determined with regard to local incomes and house prices
- **Family Housing** – at least 25% of new homes in Wembley should be family sized
- **Supported Housing** – Existing supported housing protected. Extra care housing sought on sites where development is primarily residential, where residential amenity is good and where it is near to open space
- **Private Rented Sector** – high quality, purpose-built, private sector rented accommodation will be encouraged through a flexible approach to the proportion of affordable housing and unit size mix.
- **Student Accommodation** – will form part of major mixed use development but will be capped at 20% of the projected increase in population

### Social Infrastructure

- **Primary Schools** - Provision of school land on the Wembley Industrial Park site - identified in Site Specific Allocation. A further (minimum) two form entry school in the vicinity of the town centre.
- **Secondary Schools** - Contributions towards secondary provision will also be sought through CIL
- **GP/Dentists provision** - where other local capacity (e.g. Chalkhill Health Centre) is used up-long term provision as population grows
- **Community Halls** - provision as provided in the NW Lands (i.e. smaller areas at no rent) and use this as a basis of achieving space across the masterplan area
- **Creative workspace** - Cross reference to the created in NW Lands application & intention to provide more low cost creative workspace in mixed used developments across the area
- **Sports and play infrastructure** - Cross reference to that may sit in open space and housing chapters

- **Temporary uses** - reference to provision of meanwhile and temporary uses that will provide opportunities for social interaction

### Climate Change

- **Decentralised Energy** - major developments will be expected to connect to, or contribute to, the Decentralised Energy System where feasible. Developments completed before the energy centre should be designed for future connection
- **Energy from Waste** - major energy from waste facilities will be allowed only east of Fourth Way. Smaller scale proposals to recover energy from waste generated locally will be supported subject to impact assessments
- **Greening Wembley** - development proposals must incorporate urban greening including green roofs, green walls, trees and soft landscaping
- **Flooding** – proposals within Flood Risk Zones must not reduce floodplain storage or increase maximum flood levels. All major proposals will be required to apply Sustainable Urban Drainage Systems

### Open Space, Sports and Wildlife

- **Open Space Provision** - require a new park of 1.2ha adjacent to Engineers Way, orientated E-W and 3 parks of 0.4 ha. Support enhancement and improvements e.g. a new pedestrian bridge link across Met. /Jubilee lines to Chalkhill Open Space
- **Food Growing** - require major new residential development to provide space for food growing and encourage the use of vacant spaces for temporary food growing
- **Sports Facilities** - use development contributions to improve the provision of sports facilities and the council will make new or upgraded sports facilities available for community use out of school hours
- **River Brent and Wealdstone Brook** – adj. development sites to undertake opportunities to provide amenity space, biodiversity improvements and semi-naturalisation of Wealdstone Brook

### Site Proposals

The following sites are included in the Plan with more detailed planning guidance for potential development. Guidance is generally indicating appropriate land uses, special requirements such as active frontages and land take for junction improvements or road widening:

#### **Wembley High Road**

- Wembley West End
- London Road
- Chiltern Line Cutting North



- Wembley High Road/Chiltern Line Cutting South
- Brent House & Copland School

### **Comprehensive Development Area**

- Land at South Way
- Land west of Stadium
- North West Lands
- Stadium Retail Park
- Arena House
- Apex/Karma House
- Olympic Office Centre
- Wembley Retail Park
- Stadium main car park

### **Wembley Park Corridor**

- Wembley Park station car park
- Torch/Kwik Fit
- Brent Town Hall
- Cottrell House

### **Wembley Eastern Lands**

- Amex House
- Watkin Road
- Euro Car Parts
- First Way

### **Wembley Industrial Estate**

- Second Way
- Drury Way
- Great Central Way

### **Public Consultation on the Preferred Options**

- 3.5 Appendix 2 sets out in full the draft Preferred Options document. Executive is asked to agree this for public consultation, subject to officers making further minor changes such as improving the document's legibility with better images, illustrations, etc. It is proposed that the consultation starts on 13<sup>th</sup> August for 8 weeks.
- 3.41 This stage of consultation is seeking views on what is effectively a draft Plan. A publicity leaflet will be prepared and the consultation will be advertised. Residents' associations, etc. in the Wembley area will be targeted for consultation and the Wembley Area Consultative Forum will provide a mechanism for publicity/discussion. Also, there has been an opportunity to take advantage of a Community Roadshow scheduled for Wembley Central Square for one week commencing on 13<sup>th</sup> August. This will help ensure that the consultation is publicised to wide audience, particularly local residents and visitors to the town centre.
3. Those who wish to respond to the consultation will have the opportunity to do so in detail to separate parts of the document via the online consultation module, and to make written submissions including by e-mail. All comments received will be taken into account in revising the Plan before it is made available again and submitted for Examination.

### **Timetable for Preparing the Area Action Plan**

- 3.42 The timetable for taking the Area Action Plan forward is set out below:

Consultation on Preferred Options	Aug. 2012
Pre- submission Consultation (Publication)	Dec. 2012
Submission	Mar. 2013
Examination Hearings	July 2013
Adoption	Dec. 2013

### **4.0 Financial Implications**

- 4.1 The preparation and ultimate adoption of an Area Action Plan 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 costs of preparing the WAAP will be met mainly from Planning & Development budget. However, additionally there has been a need for studies, particularly dealing with transport matters, which providing evidence to support new policies and proposals. Much of this work has already been undertaken and funded. If further work is necessary, including the costs of consultation, then a business case for undertaking the work will be prepared. Any additional funding will be sought from existing budgets in Regeneration and Major Projects Department. To date the total cost of studies has been estimated at about £100,000.
- 4.3 Costs associated with public consultation are likely to be no more than £10,000 for each round of the two rounds remaining and there will be a cost of Examination in

2012/13 of about £60,000. The Examination will be funded by the Departmental Projects budget.

- 4.4 There will also be scheme delivery and land costs associated with road widening and junction improvements proposed in the Plan. These are to be estimated before Executive meeting on July 16<sup>th</sup>. Scheme costs and property acquisition will generally be funded from S106 and CIL. In most cases there will be relatively straight forward acquisition of small areas of land. However, at Wembley Triangle for example acquisition of a number of properties to the west of Wembley Hill Road will be necessary if the full scheme is to be implemented. In this case implementation of the scheme will have to be on redevelopment of the site only if the costs of acquisition are so high that they are prohibitive.

## **5.0 Legal Implications**

- 5.1 The preparation of the LDF, including the Wembley 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 DPD will have substantial weight in determining planning applications and will supersede part of the UDP.

## **6.0 Diversity Implications**

- 6.1 Full statutory public consultation is being carried out in preparing the DPD and an Impact Needs / Requirement Assessment (INRA), which assessed the process of producing the LDF, was prepared and made available in 2008. An Equalities Impact Assessment will be prepared to accompany consultation on the draft Plan.

## **7.0 Staffing/Accommodation Implications**

- 7.1 The reduced level of staff available to work on the Plan means that it is not possible to bring it forward according to the timetable agreed by Executive in November. Future progress will be dependent upon priorities identified for limited staff resources.

## **8.0 Environmental Implications**

- 8.1 The DPD 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 will be undertaken at all stages of preparing the DPD.

## **9.0 Background Papers**

Brent Core Strategy July 2010  
Brent Site Specific Allocations Development Plan Document  
Wembley Masterplan, June 2009  
Wembley Link SPD, July 2011  
Wembley AAP, Issues & Options, Sept 2011

### **Contact Officers**

Any person wishing to inspect the above papers should contact Ken Hullock, Planning & Development 020 8937 5309

**Chris Walker**  
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## **Appendix 2 – Wembley Area Action Plan – Preferred Options**