

LONDON BOROUGH OF BRENT

EXECUTIVE - 29TH MARCH 2003

FROM THE DIRECTOR OF ENVIRONMENT

FOR ACTION

NAME OF WARDS
TOKYNGTON
WEMBLEY CENTRAL

REPORT TITLE : WEMBLEY MASTERPLAN: CONSULTATION RESPONSE AND APPROVAL

1.0 SUMMARY

- 1.1 The Wembley Masterplan illustrates how the vision for land surrounding the Stadium and the wider area may be realised in the future (Appendix A). It interprets the policies contained within the Unitary Development Plan and the guidance in Wembley Development Framework, which was approved as supplementary planning guidance in September last year. It also embraces the aspirations set out in Brent's document – Our vision for a New Wembley.
- 1.2 This report summarises the response to the broad public consultation round which was recently undertaken, including discussions with our partners and other stakeholders involved in the area. It also informs Members on the changes to the masterplan, and seeks agreement to the document which, in conjunction with other guidance for the area, can be used to consider future planning applications within the masterplan area.

2.0 RECOMMENDATION

- 2.1 That the Executive notes the responses of the public consultation exercise.
- 2.2 That the Executive agrees the Wembley Masterplan and in conjunction with the Wembley Development Framework that it be used to determine the acceptability or otherwise of planning applications within the Comprehensive Development Area.
- 2.3 That the Executive approves the revised Masterplan and authorises the Director of Environment to publish an illustrated version with minor editorial amendments as necessary.

3.0 FINANCIAL IMPLICATIONS

- 3.1 The financial implications associated with the production of the document will be met by the existing budget of the Planning Service. Detailed costs will depend on the nature of the final document and it is intended that these may be shared with our partners.

4.0 STAFFING IMPLICATIONS

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

5.0 ENVIRONMENTAL IMPLICATIONS

- 5.1 The Masterplan has a number of positive environmental implications. It illustrates the redevelopment of the area to create a destination that is principally served by public transport, minimising the need for car borne travel. Additionally, the Masterplan promotes the regeneration of Wembley based on the principle for a mixed use development, including residential, to create a sustainable development where people can live, work and find recreation within the same area, reducing people's need to travel.

6.0 LEGAL IMPLICATIONS

- 6.1 The framework for the planning system is contained within the Town and Country Planning Act 1990. Section 54A of the Act requires that an application be determined in accordance with the Council's Plan (UDP) unless other material planning considerations indicated otherwise.
- 6.2 The masterplan stems from the Wembley df which adopted principle Supplementary Planning Guidance and accordingly the masterplan would be a material consideration in determining planning applications within the area that it covers.

7.0 DIVERSITY IMPLICATIONS

- 7.1 The Masterplan sets out the development vision for a new urban quarter, in one of the most diverse communities in London. The regeneration of the area is set to embrace and celebrate this diversity through the creation of a range of facilities for the community, a broad base of employment opportunities and an environment that is accessible to all and will support a variety of events and performances for all the community.

8.0 DETAIL

Background statement

- 8.1 The proposal to produce a masterplan stemmed from a recommendation in the Inspector's report into Brent's Replacement Unitary Development Plan following the Public Inquiry conducted in 2002. For some time Brent had considered that a comprehensive approach to the redevelopment of the area surrounding the stadium was the only way to achieve a world class setting for this iconic structure. A piecemeal approach would not be successful. The inspector recommended that a masterplan would provide a flexible means to achieve this comprehensive approach.

- 8.2 In September 2003, Executive approved the Wembley Development Framework as Supplementary Planning Guidance. This set out in more detail principles and parameters for development originally set out in the Unitary Development Plan. The masterplan follows on from this Framework. The first draft of the document has been produced by Quintain Estates and Development plc who are the major landowner in the area. The masterplan has been produced in the context of the Councils Development Framework and the Council's vision document - A New Vision for Wembley.
- 8.3 A masterplan sets out the long term vision/strategy for physical, social and economic regeneration of an area. It is usually a drawing showing the physical structure and organisation of those elements that create a development in a defined area. It describes the layout of the roads, the footpaths and cycle-ways, the public spaces and shows the indicative arrangement of buildings and their uses that define those spaces. A Masterplan not only deals with the structure of development it also considers the physical form, proposing building heights and the indicative massing of development.

Extent of consultation

- 8.4 The public consultation was conducted for a six-week period, between the 8th December 2003 and the 19th January 2004. The consultation was broad, including not only the masterplan area, but also properties in adjacent areas including those to the west of Wembley Hill Road, those bordering Empire Way, and properties and businesses in Wembley High Road, The Triangle and properties in the north of Tokyngton. The number consulted by letter was approximately 2400. The letter informed them of where they could view a copy of the masterplan (in one stop shops and libraries). A copy was also placed on our planning website together with a response form. Hard copies of the masterplan were sent to statutory consultees (approximately 40 copies) and an exhibition was produced for the Brent House one stop shop. A copy of the letter is appended (see Appendix B).
- 8.5 During the consultation period, a number of residents requested further copies of the masterplan and these were sent to them. Additionally, a short presentation was made to the Wembley Area Consultative Forum on 11th February 2004.

Summary of responses

- 8.6 There were 15 responses received mainly from Landowners and organisations with a direct interest in the area. One was later withdrawn. A summary list of respondents and their comments is attached at Appendix C.
- 8.7 The main points arising from the consultation can be grouped as follows:

Support

- A number of comments relating to general support for the principles of the masterplan as a guide to future development, its role in promoting the regeneration of the area and in promoting better linkage with the town centre. CABE have applauded the high quality of ambition and aspirations for the masterplan, and consider that the proposals could provide the appropriate setting for the stadium.

Consultation process

- Concern was expressed about whether the consultation period was sufficient for the masterplan and that the process could have been more inclusive. There was also a comment that consultation should include those organisations linked to the provision of the railway. A number of comments reflected the ongoing discussions between organisations.
- The Council's position on these points is as follows:
 - There is no statutory period for consultation on supplementary planning guidance documents such as this, but the six weeks given is considered to be sufficient. The statutory period for consultation on the development plan, a much weightier document, for a local area is six weeks.
 - The consultation was widespread, including statutory consultees, local landowners, local residents and traders. A small exhibition was also pinned up in the one stop shop providing a summary of the masterplan proposals.
 - The consultation included those organisations responsible for the provision of rail services in the area, including Network Rail and Chiltern Line.

Purpose of masterplan

- Concern that the masterplan is a post justification for the outline planning application proposals by Quintain.
- The Council's response is as follows:
 - Following the Inspector's consideration at the Brent UDP inquiry that a masterplan would be an appropriate mechanism for bringing forward a comprehensive approach to the development of the area, the Council have always envisaged producing one. Indeed, the Framework which was approved and adopted prior to the submission of the application specifically makes reference to the masterplan. The masterplan follows on from the Framework which sets out broad brush principles for how the area should be organised and the masterplan is a faithful interpretation of that guidance. In discussions with Quintain, the Council has always maintained the approach to developing the area, including the need for a robust link, and the Quintain outline application reflects those discussions.

Physical structure

- Concern was expressed that the masterplan justifies the imposition of a grid on the area and that the angular boulevard has no historical justification. Also, that the proposals for the south west district undermine the development potential of the site. Additionally, it was noted that the success of the overall proposals would in part be dependant on the interfaces with adjoining areas, particularly the linkages with the stations.
- The Council's response is:
 - The 1924 Empire Exhibition introduced a formal arrangement of streets and spaces into the area, with a strong north south axis (now Olympic Way) bisected by an east west linear park. This created a grid of streets and building parcels which is reflected in the current masterplan. The grid of streets provides a choice of routes through an area increasing the accessibility of the area.
 - The alignment of the boulevard is a derivative of the promenade which seeks to link the three stations. The principle has been established in the UDP and is set down in the Wembley Development Framework. The boulevard links

Wembley Stadium Station with Olympic Way. On event days it, and other streets in the masterplan, will allow pedestrians to access the area without joining the stadium concourse.

- The masterplan proposals around the south west district create a square with two principle pedestrian linkages off it. The square provides an arrival space for the development as a whole, and in so doing creates significant frontages for future development on this site. It also provides an area to marshal crowds on event days in a controlled way. This solution was proposed by the Hub Study which was developed with a steering group of the main landowners and subsequently agreed by the Council.
- One of the key objectives of the masterplan is to improve linkages with adjoining areas, from which it is somewhat isolated. The Council approved a feasibility study to improve links with the town centre and that is now a planning application lodged with the Council.

Phasing

- Concern was expressed that pedestrian access should be maintained on event days.
- The Council's response is:
 - The scale of the development opportunity is such that it is anticipated that the redevelopment may take around 15 years, with the majority taking place following the opening of the new stadium. Throughout the redevelopment, access will be maintained to the stadium for pedestrians. Indeed, the masterplan has been prepared with the operation of the Stadium as a key consideration. The masterplan will improve access and the operation of the areas on event days. Also, with the provision of a grid of streets, it will enable the other uses in the area to more effectively operate on event days.

Safety

- A number of comments on the opportunity for designing out crime, avoiding pedestrian vehicular conflict and the general design of streets and spaces to cater for crowds.
- The Councils response is:
 - As with the Wembley Development Framework, the masterplan promotes the principles behind designing out crime. The Police have been consulted and, because of the operation of the stadium, are actively involved in discussions on the development of the area.
 - The masterplan shows a network of vehicular and pedestrian routes. The primary pedestrian route is the promenade linking the three stations. Although the avoidance of pedestrian vehicular conflict is desirable, this route does cross a number of roads – Wembley Hill Road, South Way and Fulton Road; Engineers Way is crossed via the pedway. At all these points, at grade crossing facilities will be in place, managing the interaction between pedestrians and vehicles. The alternative would be to provide a bridge or underpass, but these structures are both expensive and can create problems for policing on event days.
 - The detailed design of streets and spaces will need to cater for crowds, avoiding trip hazards, pinch points and the like.

Transportation

- Concern was expressed about a number of transport related issues including comments on the need to maximise public transport/reduce emphasis on car users, concern that the local infrastructure will not be able to cope with the increase in traffic generated by the new development and about possible funding sources identified for the various improvements. Also, concern about the possible closure of certain roads, and the importance that the planned improvements to the stations are delivered before stadium opening. Concern at the re-provision of the Wembley Retail Park as it is a predominately car borne facility and be at odds with the transport strategy
- The Councils response is as follows:
 - The approach which underpins the transportation strategy for the area is to maximise access by public transport and reduce the reliance on the car. Major improvements are planned for the three stations serving the area, not only to improve capacity, but also to improve the experience for users.
 - The local infrastructure is in need of investment and, as mentioned above, the stations are planned to be improved with consequent increases in their capacity. Additionally, the masterplan proposes a bus way through the area and a bus interchange to improve links with rail services. There will, however, need to be improvements to the road infrastructure and the masterplan will outline some of the key works required. Possible funding sources for these and other works will be outlined.
 - The Council considers that the three east west roads, which run through the area, are key to the internal and across site circulation and should remain open. South Way is usually subject to closure on event days, but on non event days serves the industrial estate to the east of the stadium.
 - The longer term vision for the Wembley Retail Park is for the site to be redeveloped. However, in the short term, a possible scenario is that the retail park will be improved until the wider redevelopment opportunity can be realised.

Flood risk

- The need to reference the indicative floodplain of the River Brent and the consequent risk of flooding within the document.
- The Council response is as follows:
 - The document sets out the issue of part of the masterplan area falling within the indicative floodplain and the requirements that follow. These relate to the Flood Risk Assessments which should be provided in support of applications and consents that might be required from the Environment Agency .

Design

- Concern was expressed that views of the stadium should not be lost through the provision of tall buildings.
- The Councils response is:
 - The guidance in this document and the Framework is quite specific about development massing and heights. The stadium is an iconic building and will be framed by development – for example, along Olympic Way and when viewed from the High Road. The masterplan states that buildings will generally be no higher than the plinth of the stadium, allowing the roof to “float” above them. To the south west of the Stadium, however, tall buildings would be acceptable as a cluster in order to provide added interest to the urban form.

Revised masterplan

8.8 The masterplan has been amended following the consultation round. Where appropriate, the document takes account of the resulting comments and subsequent discussions with our partners. One of the major changes has been a reordering of the document as demonstrated in the table below, following comments on the sequence of sections. A copy of the revised document is attached at Appendix D.

8.9 The major changes are:

Section (Oct. document)	Section (March document)	Change
	Vision	Insertion of Wembley vision at the start of the document. This vision is common to both the Vision document and the Framework SPG.
1 Introduction	Introduction	Further clarification on extent of masterplan area and the document context.
2 Objectives	Context and constraints	This section considers the historical and current context, the planning context and the development constraints in the area.
3 Key principles	Objectives	Formally section 2, and setting out the key objectives of the masterplan
4 Socio-Economics and Regeneration	THE MASTERPLAN	Insertion of a section which draws together the process of the development of the indicative masterplan. This includes information on massing, previously in Section 5. The Socio economics section is included in new Section 3.
5 Massing	Landuses	Setting out the land uses that might be acceptable and their relative emphasis within the masterplan area.
6 Land Uses	Transportation	Clarifying the issues surrounding a transportation strategy for the area
7 Transport	Environment and sustainability	Clarifying the environmental and sustainability issues, previously section 10
8 Community Infrastructure and mobility issues	Community Infrastructure	Minor changes to the section
9 Listed Buildings	Districts	Setting out the four main districts, describing what they may be like. Also, considering the industrial estate and Olympic Way. Previously the sub areas section 11.
10 Environmental and sustainability issues	Implementation	Considers Phasing, funding and delivery. Previously section 12.
11 Sub areas		

12 Implementation, delivery and phasing		

8.10 The current version of the document has been consulted on within the Council. Additionally, it has been passed to representatives of the GLA Group for their comments and these have been incorporated into the document.

Next Steps

8.11 If the Executive agree to the recommendations, the document will be published and will be distributed to the major landowners and interested parties/developers. The masterplan, together with the Framework document, will be a major consideration in the determination of any planning application. The anticipated date for publication will be April/May 2004.

9.0 BACKGROUND INFORMATION

9.1 Details of Documents:

- (i) Brent’s Unitary Development Plan: Adopted 2004
- (ii) Wembley Development Framework, September 2003
- (iii) Our Vision for a New Wembley, Nov 2002
- (iv) The London Plan: Spatial Development Strategy for Greater London, February 2004
- (v) Wembley Stadium Station Hub Feasibility Study: Arup, 2003

Appendices to Report

- A. Plan of masterplan area
- B. Consultation Letter
- C. Summary of Consultation Responses
- D. Wembley Masterplan

9.2 Any person wishing to inspect the above papers should contact Robin Buckle, Brent Planning Service, Brent House, 349 High Road, Wembley, Middlesex HA9 6BZ, Telephone: 0208 937 5249
E-Mail robin.buckle@brent.gov.uk

Richard Saunders
Director of Environment

Chris Walker
Director of Planning