## Wembley West End (South)



# Supplementary Planning Document (SPD 12)



#### WEMBLEY WEST END (SOUTH) Supplementary Planning Document

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## **Executive Summary**

The main findings and recommendations of this document can be summarised as follows:

- The Council's first priority is to support and promote a viable mixed use scheme to develop and stimulate the regeneration of the West End of Wembley Town Centre;
- It is the view of the Council that the Wembley West End (South) site should be comprehensively redeveloped. This is the best way to ensure a viable scheme that enables the full regenerative benefits of development to be met;
- There is significant potential to develop this area as a key 'gateway' to the town centre with strong links to the redevelopment of Central Square;
- Exemplary standards of design will be expected to reflect the benchmark provided by the stadium. Only the highest quality architecture and urban design can achieve a distinctive development with a strong identity that can develop the town centre as an attractive and exciting destination for shopping, living, working and visiting;
- There is a need to retain and enhance shoppers' short-stay public car parking and significantly improve the range and quality of shopping facilities so that Wembley can remain competitive as a shopping destination;
- It is recommended that any proposals for development on this site should make provision for considerable improvements to the public realm, including the widening of footways on Wembley High Road/Ealing Road and junction improvements at High Road/Ealing Road;
- The new development should provide for a range of shops and seek to build on the existing character of Ealing Road as a vibrant location for Asian jewellery shops & restaurants;
- Higher density development is appropriate on this site because there are excellent public transport links and it is necessary in order to provide a viable development;
- 4 storey development is generally considered most appropriate fronting on to principle streets with extra storeys set back. This should allow for larger scale development without detriment to the townscape quality and appearance of the public realm. A taller built form is acceptable at the junction of Ealing Road/High Road as a means to create a focal point and gateway to the town centre. It is also acceptable to create higher scale development towards Station Grove, providing that proposals attempt to mitigate the potential negative impacts of a taller building through exemplary design standards.
- As a last resort and following evidence of attempts to negotiate with local businesses, the Council will be prepared to use its Compulsory Purchase Order (CPO) powers to assemble a site for development.

## 1. Purpose of the Supplementary Planning Document

This Supplementary Planning Document (SPD) has been prepared as a guide for potential applicants as to the Local Planning Authority's expectations and requirements for redevelopment of Curtis Lane car park, 493-529 High Road, 1-17 Ealing Road and 1 Station Grove, Wembley (collectively known as Wembley West End South). The purpose of the SPD is:

- To promote the redevelopment of Wembley West End South whilst ensuring that the development encompasses innovative, high quality and sustainable design, construction and operation;
- To offer guidance on appropriate land use;
- To provide greater certainty on the form and quality of development required;
- To provide a framework for integrated and comprehensive development of the site, which guides relevant parties towards the enhancement and improvement of the local environment;
- To assist the Local Planning Authority in the consideration and determination of future planning applications in the area, through the provision of a clear and usable guidance document;

This SPD sets out the Council's and community's requirements for the redevelopment of the Wembley West End South site and will be a material consideration in determining planning applications for this site. It does not bind the Council to grant consent for any particular development on the site.

## 2. Context

A masterplan for the Wembley stadium development area was adopted in 2004 which proposes comprehensive redevelopment of the area. This will result in the transformation of the stadium and surrounding area over the coming ten years. This includes a complete new neighbourhood with 3800 new homes, new shops, restaurants and leisure facilities, new public spaces and community facilities. In addition, the London Development Agency has invested in the White Horse Bridge to tie in the eastern end of the town centre with this development.

The western end of the town centre is not subject to the same development pressures. As a designated Opportunity Site, the area is seen to be key to the continued improvement of the town centre. However due to the complexity of the site, the change in levels between the High Road and Montrose Crescent and the multiplicity of ownership, a series of development schemes have not been progressed resulting in steady decline over a number of years.

New investment along and around Wembley High Road, including the redevelopment of Central Square, Elm Road car park and Copland School show increasing interest in the development of the area (See figure 1).

#### Figure 1 Key Development in Wembley



The potential for the regeneration of the west end of the town centre is not restricted to the Wembley West End South site. There is also a designated Opportunity Site on the north side of the High Road (WEM28 (c)) which should be considered in relation to any proposed development on the South site. However, the council believes that the Wembley West End South site represents the next major potential development site within the town centre, and it is the intention of this document to bring this site forward for development.

The SPD area is located on the corner of Wembley High Road and Ealing Road in Wembley, a major town centre as designated by the Brent Unitary Development Plan (UDP) 2004. The site comprises an open air car park and 4 and 5 storey buildings to the northern and western edges of the site. The Brent UDP 2004 identifies part of the site (Curtis Lane car park and 503 – 527 High Road) as a Town Centre Opportunity Site (WEM28(b) – Curtis Lane Car Park).

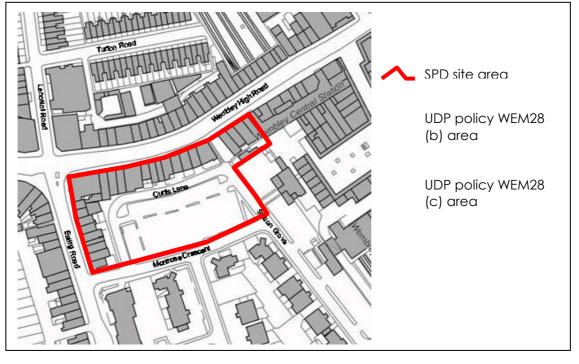


Figure 2 Site Location

In February 2006 a borough wide retail capacity study was produced by Roger Tym & Partners to provide background information for the Local Development Framework and aid enhancement and management strategies for Wembley, Harlesden and Willesden Green.

The survey identified Wembley as a town centre suffering from widespread decline – in 2003-04 Wembley was ranked  $491^{st}$  in the UK shopping index, falling more than 200 places from 1995-96 when it was ranked 297.

A floorspace survey indicated that Wembley currently provides approx. 54,000m<sup>2</sup> gross of floorspace, of which 40,300m<sup>2</sup> (75%) is currently used for retailing. However, as a result of development at Central Square there will be approx 10,000m<sup>2</sup> of additional retail floorspace, taking the total to over 50,000m<sup>2</sup>.

To meet the retail need within the borough the report identifies 10 development opportunity sites, half of which are in Wembley. These include Curtis Lane Car Park and the Wembley Market site.

The overarching strategy suggested for Wembley Town Centre is that it should continue to be promoted as the primary town centre in the borough, with key attractors, other national multiples, and comparison goods retailers directed there. Wembley's place at the top of the town centre hierarchy should be protected from competing development both within the borough and from pressures of development outside the borough such as Brent Cross, White City and other town centres.

The suggested strategy has 7 strands:

- To identify the need for additional floorspace in Wembley;
- To identify development opportunity sites in Wembley to meet the retail need;
- To direct the majority of additional comparison goods floorspace to Wembley as the main centre in the borough;
- To seek to retain market share recognising that Brent Cross and other competing centres will continue to attract London Borough of Brent residents;
- To ensure that the development opportunity sites provide modern units which are of sufficient size and are suitable for national multiple retailers;
- To increase the number of key attractors in Wembley;
- To undertake a programme of environmental improvements.

It is the Councils belief that this document represents one of the first steps in a wider strategy to encourage the regeneration of Wembley Town Centre.

## 3. Development of the Brief

This draft brief is the result of detailed site analysis and has been developed in conjunction with local businesses and organisations. It is currently subject to wider formal consultation as part of the public participation process in preparing Supplementary Planning Documents.

## 4. Area & Surroundings

The site area is approximately 8765m<sup>2</sup>. A large proportion of this site is comprised of an open air car park (Curtis Lane). A terrace of 4 and 5 storey Victorian buildings fronts the High Road and 2 and 3 storey buildings front Ealing Road. The predominant building uses are retail, with some residential above and the overall character is of a local

shopping centre. There is a significant change in levels (up to two storeys) between the High Road and Montrose Crescent.

Figure 3 Site Analysis



(i) Ealing Road



(ii) Curtis Lane Car Park

The buildings to the south of the site are predominantly residential 3 and 4 storey blocks built in the 1990s which are currently in a reasonable state of repair. Immediately to the east of the site is the Central Square development containing a 13 storey tower (Lodge Court) which directly overlooks the site, other residential blocks, retail units within the square and Wembley Central Station. This is currently under redevelopment and refurbishment.



(iii) Peggy Quirk Court



(iv) Lodge Court/ Wembley Central

One of the current problems associated with this area is the poor linkages from Station Grove to Wembley High Road. The widening of the steps is underway and it is important that any new development takes this key route into account.







(vi) 1 Station Grove

There are significant issues regarding the overall quality of the built form. There are a number of derelict buildings and vacant plots within the site area, and many of the

buildings fronting Wembley High Road and Ealing Road are poor in quality and create narrow pavements and an inconsistent built form.



(viii) Dramatic Change in Level



(viii) Poor Quality Junction

The junction of Wembley High Road and Ealing Road is considered to be a key entrance or 'gateway' into the town centre. However it is currently dominated by heavy traffic and poor pedestrian links across the road reduce perceptions of the area as place in which to walk.

A detailed site analysis (SWOT) has been conducted in order to establish the Strengths, Weaknesses, Opportunities and Threats in the area. Information was taken from a series of sight visits and from comments by residents and businesses. Details of this analysis can be viewed in Appendix 1

#### **5. Planning Context**

This document is designed to conform to the requirements London Plan (2004). Any developer should be fully aware of London Plan policies, particularly in respect of energy requirements and accessible housing provision.

Wembley Town Centre is designated as a Major Town Centre (UDP Policy SH1) and lies within the designated Wembley Regeneration Area. The site is therefore subject to specific area based policies.

Policy WEM3 states that large scale leisure, entertainment and retail units should be located within the National Stadium Policy Area. Therefore it is considered that although development may be of a larger scale, smaller units associated with town centre uses may be appropriate within development.

Policy WEM21 refers to development within the town centre. This supports proposals for the diversification and regeneration of the town centre and states that rear servicing and, where appropriate, wider pavements will be sought on development.

The Brent UDP 2004 recognises the potential for decline of the western end of the High Road. To counter this, the UDP states that the specialist ethnic shopping role of the centre will be encouraged to grow so that this western end of the High Road can be regenerated.

The UDP 2004 refers specifically to Curtis Lane car park and sets out a site specific policy for the area as a Town Centre Opportunity Site (WEM28(b)). The development objectives of the policy seek the retention of the shoppers' short-stay public car parking in accordance with an assessment of the need for such parking in the town centre and in

the light of policies to promote sustainable travel patterns. It is understood that in order to remain competitive as a town centre the provision for parking in this area must be maintained.

Policy WEM28 also requires the improvement in pedestrian links from the site to the High Road and Central Square and promotes appropriate town centre uses including housing where it is an element of a mixed-use scheme.

The area, given its very good accessibility to public transport, provides an excellent opportunity to achieve a higher intensity of mixed development and a key development objective will be to promote a high quality landmark scheme which reflects best practice in design and energy efficiency.

The Council has approved its Local Development Framework Core Strategy (Preferred Options) for consultation. This will have material weight in considering any future planning applications and developers must take note of this.

## 6. Consultation

This SPD has been prepared following consultation with residents, local groups and organisations. Feedback received from residents and businesses in the area has been incorporated into the core objectives of this SPD.

## 7. Sustainability Appraisal

A Sustainability Appraisal (SA) has been undertaken in developing this SPD. The Sustainability Appraisal process has informed the development of this draft SPD through the assessment of a range of development options and development objectives. The development options are listed at appendix 2. The SA identified a number of development objectives and development requirements, which have been included in this SPD. The development requirements identified are to:

#### HOUSING

- provide a mix of uses appropriate to a town centre location including retail or leisure with housing being acceptable where it is an element of a mixed-use scheme and other key infrastructure costs are met;
- ensure that any new housing would be fully accessible to disabled persons and that lifetime home standards were incorporated;
- ensure the development provides a mix of housing including affordable housing;

#### EMPLOYMENT AND THE ECONOMY

- To develop the site as a key gateway to the town centre and create sufficient development to stimulate the regeneration of the west end of Wembley High Road, complementing the development of Central Square.
- To improve the range and quality of shopping and to provide active frontages at ground floor level where development links with the town centre;
- provide new / improved employment and training opportunities; particularly for 'local' people

#### HEALTH AND THE COMMUNITY

- improve access to healthcare facilities;
- secure the provision of 'community' space in any new development;
- ensure the development addresses issues relating to the fear of crime by being developed to 'secure by design' standards

#### SUSTAINABLE DESIGN AND CONSTRUCTION

- ensure that an assessment of the archaeological potential of the site is conducted and findings given due regard;
- ensure any new residential or commercial building space was built to an "excellent" rating in accordance with SPG 19, BREEAM and Ecohomes standards;
- ensure that design of any new development applies the principles of Sustainable Urban Drainage Systems;
- minimise water taken form mains and maximise opportunities for the re-use of water;
- ensure that the UDP parking standards are applied as maxima with any new development;
- demonstrate that proposed heating and cooling systems for any new residential or commercial building have been selected in accordance with the following order of preference: passive design; solar water heating; combined heat and power, for heating and cooling, preferably fuelled by renewables; community heating for heating and cooling; heat pumps; gas condensing boilers and gas central heating;
- ensure the development would generate at least 10% of the site's energy needs from renewables;
- incorporate a high level of noise attenuation;
- expect adherence to a demolition protocol;
- improve the ecological diversity of the site through landscape design, with particular regard to native species;
- provide convenient communal waste management facilities (for residential and commercial users) within the redeveloped area;

#### **TRANSPORT & MOBILITY**

- To retain and improve shoppers short-stay public car parking subject to an assessment of the need for such parking in the town centre and in the light of policies to promote sustainable travel patterns;
- To improve pedestrian links from the site to the High Road and Central Square and reduce conflict between pedestrians, buses and other traffic;
- To improve the layout and functioning of the junction of the High Road and Ealing Road
- To improve the public realm and pedestrian environment including through the provision of wider pavements

The Sustainability Appraisal Report can be obtained from the Council.

## 8. Development Objectives

The Council has identified the need for a pragmatic approach that balances the viable and sustainable regeneration of the area to ensure that local and strategic planning benefits and objectives can be delivered. The development objectives of this SPD have been worked up to articulate a vision which maximises the opportunities presented by the site. These objectives have in turn been considered against the current UDP policies, including WEM28 and consultation throughout the SPD process (as outlined in Section 5 and 6). As a response to this, the Council believes the area should be comprehensively developed based on the following objectives:

• To develop the site as a key gateway to the town centre and create sufficient development to stimulate the regeneration of the west end of Wembley High Road, complementing the development of Central Square.

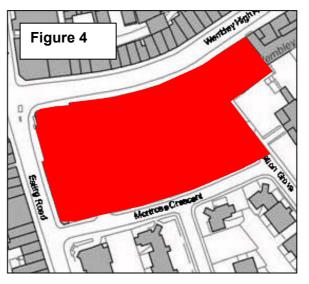
- To provide a mix of uses appropriate to a town centre location including retail or leisure with high quality housing being acceptable where it is an element of a mixed-use scheme and other key infrastructure costs are met;
- To improve the range and quality of shopping and to provide active frontages at ground floor level where development links with the town centre;
- To retain and improve shoppers short-stay public car parking subject to an assessment of the need for such parking in the town centre and in the light of policies to promote sustainable travel patterns;
- To improve pedestrian links from the site to the High Road and Central Square and reduce conflict between pedestrians, buses and other traffic;
- To improve the layout and functioning of the junction of the High Road and Ealing Road and Ealing Road with Montrose Crescent;
- To improve the public realm and pedestrian environment through the provision of wider pavements, particularly on Wembley High Road;
- To build on the existing character of Ealing Road as a vibrant location for Asian jewellery shops & restaurants;
- To provide an exemplar in terms of sustainability; providing an appropriate balance of social, economic and environmental benefits, built form and operation.

## 9. Development Options

An integral part of the preparation of this SPD and accompanying Sustainability Appraisal was the assessment of a series of possible development options. As a result of this rigorous process of evaluation it became clear that only one of these options was viable to enable the full regenerative benefits of development in this area.

Comprehensive redevelopment of the Wembley West End site to include Curtis Lane car park, properties 1 - 17 Ealing Road, 493 – 529 High Road and 1 Station Grove (Figure 2) was considered to be the only possible way to achieve the key objectives set out in this SPD.

In considering the development options, it is was necessary to understand that despite including proposals in two Unitary Development Plans and local plans before that, little beneficial development has taken place on the site and a number of buildings on the High Road have continued to decay. It has



become apparent that the area covered by UDP policy WEM28(b) does not provide the optimum developable site due to the proximity of the units on Ealing Road and the

Wembley West End SPD

omission of numbers 493-499 High Road, which lie between the site and the new scheme that is underway at Central Square. It was also not considered acceptable to simply refurbish and rebuild existing units and allow infill development where appropriate. This option does not fulfil any of the long term aspirations of the Council for the regeneration of the town centre and we believe that it only represents a stop-gap measure.

The benefits of a comprehensive site that incorporates the buildings on Ealing Road and 493-499 High Road are:

- It would reduce potential conflicts between any new development and the rear of properties on Ealing Road and should allow development to link with proposals at Central Square.
- Development which incorporates the corner site (of Ealing Road and High Road) allows for the creation of a 'gateway' to the town centre and provision of proper highway/junction improvements, and improvements to the footways and bus stops.
- A complete site is more likely to bring forward a viable development and would allow for a more efficient layout of commercial floor space and other uses.
- Comprehensive redevelopment would give more scope for the development to be sustainable and energy efficient.
- A comprehensive approach signals the Councils intention to make a step change in the quality and breadth of any proposals and their regenerative effects.

It should be made clear that the Council is prepared to use its Compulsory Purchase (CPO) powers in order to assemble a site for development. Any developer would be expected to demonstrate a willingness to work in partnership with local businesses. The situation could arise whereby landowners and businesses will come together to form a joint venture to progress the development of the site, or agree to fill properties to enable the development to proceed. However the Council will consider CPO as a last resort to achieve its redevelopment objectives. CPO powers will only be exercised where a development partner meets all the cost of acquisition and so indemnifies the Council.

## **10. Design Principles**

#### A comprehensive design approach

The Council will seek a robust and comprehensive approach and solution with respect to the layout of any scheme and location of specific uses, particularly in relation to public space and access through the site.

#### A linking development

Redevelopment of the site represents a major opportunity to improve an area at the heart of Wembley town centre and develop attractive linkages from the town centre into the surrounding area. The inclusion of numbers 493-499 High Road allows potential development to link with the new development at Central Square.

#### Quality in design

The comprehensive approach advocated within this document should incorporate new building(s) and significant public realm improvements as minimum interventions. An important goal for any development on this site should be to raise the standard of design, and thereby the quality of the environment for residents and visitors alike. The Council will expect high architectural quality and design which respects the local character and surrounding development. In order to achieve this, the Council will encourage individual architectural skill, innovation and creativity to ensure that any

increase in the intensity of development is executed to the highest possible standard. High quality buildings and public spaces can serve to foster civic pride within an area, which in turn creates more social responsibility for the continued maintenance and development of an area.

#### Sustainability

Any development must embrace the principles of sustainable construction and design as outlined in the Council's SPG19 and incorporate as a strategy a fully assessed environmentally sustainable approach.

#### Vitality and mixed use

There is an opportunity to create a mixed-use development in order to produce an environment that is rich, vibrant and active throughout the day. It is believed that such an approach is key to enhancing the safety of the area and positively impacting on the town centre as a whole. Key to achieving this is to provide a mix of compatible town centre uses.

#### Public Realm

One of the major problems with the town centre is the quality of the street environment. Narrow pavements, lack of greenery and relief from heavy traffic, poor quality street furniture and insecure public spaces all tend to give strongly negative impressions to shoppers and potential users. It is essential that the public realm is improved to address these fundamental problems.

#### Figure 5 Public Realm Images



In order to create a comfortable and stimulating public realm for pedestrians, issues such as lighting, planting, street furniture, public art, signage and security should all be considered in detail. The use of high quality materials in well structured and clearly defined spaces is vital to encourage social interaction and animate public spaces and streets. Due to the apparent lack of quality open space within Wembley Town Centre, the inclusion of a new public space is considered appropriate.

#### Access for All

All areas and facilities within the development should be designed to comply with current and anticipated access legislation, Codes of Practice, and general good-access design principles. An inclusive design approach should be adopted to ensure that access is addressed from the start and not regarded separately or as an afterthought.

## 11. Uses

Due to its location, the Council considers the area to be suitable for a mixed-use redevelopment scheme, incorporating new residential uses. These should serve to

animate the area throughout the day and create a more safe and attractive town centre. The mixing of tenure and types of residential units can achieve social diversity and stimulate positive interaction. At ground floor level retail uses are considered to be most appropriate (particularly on Wembley High Road and Ealing Road) in order to create an active public realm. Other uses appropriate to a town centre would also be welcomed including offices, community, health, leisure and education uses. Such uses would be expected to be located on upper floors on areas of primary shopping frontage.

Public consultation has revealed some demand for the incorporation of small craft-based workshops within any new development. The Council will support this position, however it is understood that such uses may not provide a great deal of financial gain and as a result larger scale development may be required in order to balance a scheme financially.

The character of this site is currently different on each side and any new development should seek to reinforce such character through the integration of similar uses with adjacent development. Therefore the council seeks to retain a strong town centre character onto Wembley High Road and Ealing Road through the incorporation of retail uses at ground floor whilst maintaining a predominantly residential character on to Montrose Crescent and Station Grove.

As a result of the Sustainability Appraisal it has been identified that new development should seek to improve access to healthcare facilities and secure the provision of 'community' space in any new development. Proposals should demonstrate that proposed heating and cooling systems for any new residential or commercial building have been selected in accordance with the following order of preference: passive design; solar water heating; combined heat and power, for heating and cooling, preferably fuelled by renewables; community heating for heating and cooling; heat pumps; gas condensing boilers and gas central heating. Development should also ensure that at least 10% of the site's energy needs from renewables, and provide convenient communal waste management facilities (for residential and commercial users) within the redeveloped area.

#### Retail

Wembley Town Centre is designated as a Major Town Centre (Policy SH1). Council policy seeks to maintain and improve shopping and other facilities in line with its status as a Major Town Centre (Policy SH2). In order to retain and improve the primary shopping frontage, retail uses will be preferred at ground floor level. Double height shop fronts and the location of retail uses on mezzanine floors are considered acceptable where design is of a sufficient quality. Non-retail uses including financial and professional services, food and drink and library uses will be acceptable provided they comply with policies SH6 and SH7.

The Council will encourage a range of different unit sizes within any development. There is the potential for a large scale unit to extend out at podium level. Such a proposal would be welcomed by the Council.

#### Residential

Policy 4B.3 in the London Plan states that boroughs should ensure that development proposals achieve the highest possible intensity of use compatible with local context. The residential density required within the London Plan for a site such as this is 450-700 habitable rooms per hectare. The Councils Supplementary Planning Guidance (SPG) 17 states that on a site such as this, where accessibility to public transport is very good, the residential density should be from 240-700+ habitable rooms per hectare (hrh). It is the

view of the Council that any development should strive to achieve the upper levels of housing density.

Existing residential units lost as a result of any proposal must be re-provided within any new development. New provision will be supported in addition to the provision of affordable housing units as outlined below.

#### Affordable Housing

Policy H3 of the UDP requires that 30-50% of units are affordable (as defined in the UDP). The site lies within an area which is characterised by high levels of Council and Housing Association ownership. In order to meet Borough wide housing needs and to achieve a mixed and balanced community, the Council considers that 50% affordable housing is appropriate and the proportions of housing provided meet the policies set out in the Mayor's London Plan. This should take the form of social rented family sized dwellings (50% of which should be 3 bed or above) and affordable shared ownership or affordable units for key workers. These should be in the form of 1 and 2 bed-units.

A lower proportion of affordable housing would only be acceptable where the applicants clearly demonstrated that 50% proportion was not financially viable. The Council recognises that its first priority is to achieve a viable mixed use development. It is understood that there may be particular difficulties and costs associated with the development of this site and the proportion of affordable housing will ultimately have to relate to the viability of the scheme. The council would expect to see conclusive viability evidence produced where affordable housing provision falls below London Plan requirements. All new affordable units need to be built to the Housing Corporation's Scheme Development standards. All affordable units must be built to life time homes standards. The service charges to the affordable housing elements must be set at a rate that ensures those dwellings remain affordable.

The Council will expect that any development be accompanied by long term management and maintenance strategy that encompasses management and maintenance of all buildings and their associated amenity space.

The Council does not consider that other forms of housing e.g. student housing should be provided at the expense of the priority groups as set out above (i.e. social rented and affordable shared ownership/key worker). This is justified by the housing needs of the Borough in general. Any residential elements should also be exemplar in terms of its energy requirements and overall sustainability.

Any new housing must be fully accessible to disabled persons and lifetime home standards should be incorporated. New residential units should also be built to an "excellent" rating in accordance with SPG 19, BREEAM and Ecohomes standards.

## 12. Layout and Siting

#### Orientation

As a basic layout requirement to generate active edges, aid natural surveillance and improve perceptions of safety, any scheme should be orientated to have a principal outlook onto the public frontage, with private amenity space and living space contained at the rear. Development should define and overlook Wembley High Road, Ealing Road, Station Grove and Montrose Crescent. Any development should also retain and enhance the existing pedestrian access between Station Grove and Wembley High Road.

Buildings must be planned and configured to enable all units to comply with BRE bulletin 209 on sunlight and daylight impact.

#### **Residential Units**

All new residential units shall be in full compliance with the standards set out within SPG 17 in terms of internal dimensions, while the required distances between habitable rooms will be sought to ensure the level of amenity for future residents. Direct access onto the streets will be recommended for the majority of residential units.

#### **Building line**

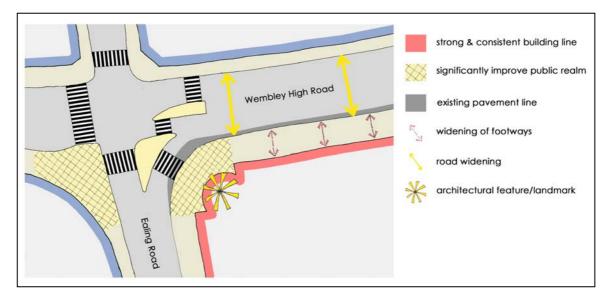
One of the current issues related to the perceptions of the public realm on Wembley High Road is the narrow footways. They restrict pedestrian movement, particularly where bus stops lead to high numbers of people blocking the pavements, and create a streetscape dominated by motor vehicles. SPG13 suggests a minimum footway width for shopping areas of 3.5m. It is the Councils belief though, that in order to accommodate larger development and significantly enhance the public realm, any new development should allow for a set back of 5 metres at street level. Such a widening of footways need not necessarily be uniform along the whole High Road frontage. The purpose of this is to open up the street, enhance the pedestrian environment and reduce the impact of high levels of vehicular traffic on pedestrians. The widening of footways could also create space for soft landscaping, which would enhance the overall perceptions of the area. If it can be demonstrated that the problems associated with this section of the High Road can be alleviated through other means such as relocating bus stops, reducing building heights or stepping back buildings, then a lesser set back may be acceptable. The set back is not a requirement on Ealing Road, although at the junction of Ealing Road and High Road it will be necessary. All new development should effectively enclose - with a continuous, well-proportioned building wall - the adjacent public realm. Design should ensure that whilst at ground level development respects the street building line, above ground buildings and terraces are modulated - with minor set-backs, features (balconies etc.), or forms of detailing - to increase interest and retain a 'finer grain' character to the High Road frontage.

#### Figure 6 Existing Building Line/Footways



There are currently a number of significant problems concerning the footway width on Wembley High Road and the junction of the High Road and Ealing Road. The building line is inconsistent, which means that there are pinch points where movement is restricted, particularly where bus stops are located. The footways are too narrow for the volume of pedestrians, barriers restrict pedestrian movement across the road on the east side of the junction, and there is no pedestrian crossing on the north side. The junction is car dominated and does not create a pleasant atmosphere for pedestrians.





Proposals for any new development on this site should have a strong and consistent built frontage to allow pedestrian movement to flow. The building line should be set back from Wembley High Road and at the junction to create an enhanced public realm. There is potential to create a building of landmark quality to act as a gateway to the town centre. Land is also likely to be required around the corner of the site to ease the left-turn movement from High Road into Ealing Road and the widening of the High Road by 500mm will be needed to create a west bound bus lane. The above illustration is purely indicative and should not be viewed as prescribing the form and scale of future development.

Figure 8 Example of High Quality Street Furniture



Removal or replacement of barriers, coupled with new and enhanced pedestrian crossings and high quality paving could create a more pedestrian friendly environment for residents and visitors within the town centre. The use of high quality materials for railings and bollards can turn safety mechanisms into attractive features that enhance and reinforce local character and identity.

#### Safety and security

Careful design can make a major contribution to both the prevention of crime and reducing the fear of crime. The Council will expect 'Secured by Design' principles to be integral to any redevelopment scheme. This should introduce security for the building, introduce appropriate design features that enable natural surveillance and create a sense of ownership and responsibility for every part of the development. These features include lighting of common areas, instilling a sense of ownership of the local environment, control of access to individual and common curtilages, defensible space, and a landscaping scheme that enhances natural surveillance and safety. A key element of designing out crime is creating increased activity and natural surveillance. It is well

Wembley West End SPD

recognised that one of the most successful methods of achieving this is by creating residential access directly onto the streets, thereby increasing activity and surveillance at all times of the day. It is recommended that the majority of residential units on any proposed scheme should have access directly onto the pavements.

## 13. Scale & Massing

#### Townscape Quality

There is the opportunity on this site to create a building of innovative design and distinctive quality, set within high quality public open space. It will also provide an important townscape element to create identity, distinctiveness and aid orientation along Wembley High Road and the surrounding area. The location of this site in relation to the town centre is vital. It is recognised that the junction with Ealing Road can be considered to be a 'gateway' to the town centre, therefore any new development should emphasise this through a strong architectural component/feature. The topography of this site is also conducive to the creation of a building of landmark quality. This section of Wembley High Road is higher than the surrounding development, so the creation of an iconic gateway to the area will add significant variety to the townscape quality and views in and around Wembley. This also necessitates that any development should be of the highest possible quality because it is likely to be extremely visible.

In order that potential development links properly with Central Square, any proposals must take into account the scale and use of proposals at Central Square to create a unified and coherent streetscape. The Central Square proposals directly adjacent 493 High Road show the opening up of the street into a public square with the main façade set significantly back from the existing street. The proposed building that is directly adjacent to the SPD site is five storeys with station entrance and retail at ground floor, leisure uses on the first floor and residential above. The key strategic location of this site necessitates that any proposed development is of the highest possible quality and directly addresses the new public square.

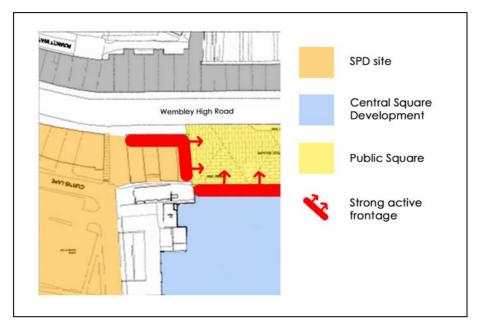


Figure 9 Development facing Central Square

#### Scale and massing

The combined effect of the arrangement, volume and shape of a building(s) must relate to and not dominate the relationship with surrounding buildings and spaces.

A 'stepped' massing approach is considered an appropriate response to accommodate larger development on this site and to minimise the loss of sunlight onto Wembley High Road. There is also an opportunity to provide a focal point for the development at the junction of Wembley High Road and Ealing Road. A 'stepped massing' approach would 'step' heights and intensify development towards the centre of the site. This should allow increased building heights without detriment to the human scale needed for comfortable and reasonably enclosed streets. Towards the corners of the site, where Ealing Road and Wembley High Road meet, and towards the eastern part of the site adjacent to the higher development at Wembley Central it is considered reasonable to allow larger scale development.

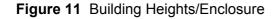


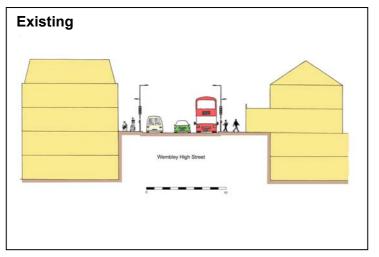
#### Figure 10 Indicative Block Plan

#### Height

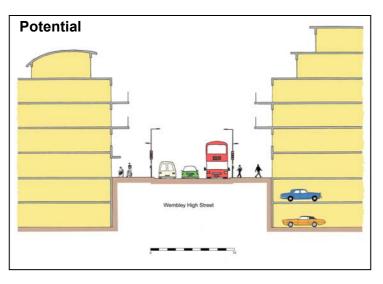
The opportunity exists for larger scale development on this site, but any development will need to be sensitive to the scale of adjacent buildings. The current scale of development at the West End of Wembley High Road is either single or two storeys above street level, giving the impression of a suburban town centre. The potential development of the north side of the road should be taken into account when considering proposals for this site because larger scale development on both sides of the High Street could result in a 'canyon' like effect, with a loss of light penetration leading to increased perceptions of claustrophobia.

The SPD site lies on the southern side of Wembley High Road, so it is vital to take into account the effect of new development on the sunlight and daylight reaching the principal street. Without sufficient daylighting there will be an increase in the use of artificial lighting, and the lack of passive solar gain increases the need for heating within buildings. This is inefficient design which is not conducive to high standards of living.





The current scale of development on this section of the High Road is relatively low and suburban in character. The footways are narrow and the street is dominated by vehicular traffic. There is a poor sense of enclosure and the built form is rather inconsistent, which gives an impression of ad hoc development.



Any proposal for this site should also consider the potential impact of further development on the north side of the site and how this may impact on the High Road. This example shows a larger scale of development which is more conducive to a major town centre. This appears to create a greater sense of enclosure, and a unified approach to development allows increased space for pedestrians, leading to an

enhanced public realm for all. A mix of uses on different floors can create a more active and safe area and comprehensive development of the site could also explore the potential for underground parking.

The recommended height for development fronting the High Road is 4 storeys plus an additional 2 storeys stepped back from the frontage to allow for sufficient light to reach the street. Building heights fronting Ealing Road should take advantage of the level change between High Road and Montrose Crescent. It is viewed that 4 storeys with an additional storey set back is an acceptable height on Montrose Crescent. In order to create a significant gateway to the town centre we believe that it is acceptable to develop up to 9 storeys at the junction of Ealing Road and High Road, assuming that such a building is reasonably well set back. Given the scale of the adjacent Lodge Court, the Council also believes that it is acceptable to develop to a similar scale as Lodge Court towards this section of the site. Any higher element must be subservient to Lodge Court and proposals must demonstrate how they function at ground level and show how they maintain a human scale appropriate for the comfort and wellbeing of users. The scale of higher buildings could be reduced through a similar stepping approach where the building line remains low fronting on to Station Grove and higher development is considerably set back from the frontage. Any design must be of an exemplary standard and utilise techniques to break up the massing of higher elements of a building.

## 14. Architectural Quality

#### Frontage architecture

The Council do not wish to be prescriptive in terms of architecture, however high quality materials, design and detailing will be expected to merit a landmark building in this prominent location. Frontages should be broken down to provide entrances, balconies, terraces and habitable rooms/windows on the edges of the development creating interest, variety and animation.

The nature and potential scale of development on this site necessitates that any application demonstrates in detail how the façade will be addressed as a means of reducing the perceived mass of a development.



Generous balconies, articulation and breaking up a façade with the use of different materials and detailing can all help to add variety and visual interest.



Figure 13 Artistic Impression of potential shopping frontage

It is vital that the shop fronts are of the highest possible quality because it is at ground floor that a building has its greatest effect on people and the public realm, it is also imperative as a means of creating a vibrant and economically successful town centre. Double height shopfronts with mezzanine levels are considered to be acceptable.

The opportunity exists to produce a strikingly contemporary development scheme that is a benchmark for design and quality in the area. The architecture will be expected to support the provision of a distinctive development, which creates a real sense of place and reinforces the landmark/corner opportunity. The Council will therefore expect the following:

- A design that is sensitive to its setting and responsive to context;
- Of demonstrably high quality design and materials;
- Complementary composition in terms of colour, texture, scale and detail;
- Appropriate architectural expression of the buildings;
- Landscaping and public realm improvements integral to any scheme.

## 15. Landscape Design and Public Realm

The site lies within a designated area of low townscape or public realm quality (Policy BE13). The introduction of a high quality landscaping scheme is therefore regarded by the Council as integral to the satisfactory redevelopment of the site. A cohesive landscape strategy will therefore be a condition of any scheme proposal. It will be expected to address the following:

#### **Public space**

Wembley Town Centre is characterised by narrow pavements. This leads to a poor quality pedestrian environment due to overcrowding of the footway especially near bus stops. Any new development will be required to be set back from the existing building line on the High Road and Ealing Road frontages to create a larger footway.

The Council will seek to minimise street 'clutter' created by excessive signage, street furniture and barriers. There have been significant improvements in the quality of street furniture on some sections of Wembley High Road, and any new signage/furniture should be designed to provide a degree of continuity throughout the town centre.

Figure 14 Continuity in Style and Provision of Street Furniture



The Council requires that the steps between Station Grove and High Road should be suitably enhanced and maintained in order to accommodate match day movement from Wembley Central Station. While the exact location of the steps could be altered, it is vital that they are secure, visible, well lit and able to accommodate the flow of pedestrians on match days.

Sensitive design balanced with high quality materials will be required to ensure a good quality public space is produced. The location of street furniture, public art and

lighting should also be an integral part of any scheme. As a result of the Sustainability Appraisal process it has been identified that the ecological diversity of the site should be improved through landscape design, with particular regard to native species.

#### **Quality and materials**

The Council will expect high quality design and materials that are:

- complementary to each other in terms of colour, texture, scale and detail;
- appropriate to the architectural expression of the buildings;
- sensitive to their setting within the site and the surrounding area;
- low maintenance;
- co-ordinated (including signage and street furniture).
- semi-mature and mature tree planting where appropriate.

#### 16. Access

The site is located within an area of very good public transport accessibility given its close proximity to Wembley Central and Wembley Stadium Stations. The site is also very well served by a high volume and frequency of bus services along Wembley High Road.

With improvements to the footway required as part of the development, there is also the opportunity to review the existing location of bus stops and shelters along the High Road at this point.

In addition, road and pedestrian improvements to the junction of Ealing Road and the High Road will be required as part of the scheme. Any enhancement of the pedestrian crossings will have to be done in such a way that traffic flow through the junction isn't significantly disadvantaged, particularly for buses. It is likely that any detailed design for this junction will need staggered pedestrian crossing facilities with new/extended traffic islands in the Ealing Road and High Road (east) arms of the junction. Land is also likely to be required around the corner of the site to ease the left-turn movement from High Road into Ealing Road (especially for buses).

An additional 500mm carriageway width is required along the High Road frontage to provide a westbound bus lane. Any final design will be subject to a full capacity assessment and Safety Audit as part of the Transport Assessment for the development.

Any development should improve the existing pedestrian routes between Ealing Road and Wembley Central Station in a manner which encourages security through appropriate lighting.

Any redevelopment scheme should also provide level, high quality surfacing which is suitable for wheel chair uses and mobility impaired persons throughout.

Level thresholds to all public buildings will be required including shops, offices and bars/restaurants in compliance with the requirements of the Disability Discrimination Act. Furthermore, lifts will be required from ground level to the residential accommodation from both the basement car park and ground level. There should also be appropriate provision for access between Station Grove and High Road/Wembley Central.

In order to improve disabled access to all forms of public transport, a site specific assessment will be required of disabled parking and other facilities to be provided within the area. Such improvements should ensure access for all members of the community.

## 17. Parking & Servicing

The existing UDP Site Specific Proposal for the site requires that any development should retain shoppers' short-stay public car parking in accordance with an assessment of the need for such parking in the town centre and in the light of policies to promote sustainable travel patterns. Town Centre car Parking will be the first priority in any scheme. Thereafter a limited amount of parking for residential uses is considered appropriate due to the greater need to improve parking facilities for shoppers, which must take precedent. In terms of the residential element this may be an ideal location for the provision of car-free housing on condition that additional funds and transport infrastructure can be delivered. If improvements cannot be delivered viably, then residential parking to current standards will be required. Any car-free scheme would be subject to a legal agreement to prevent residents obtaining resident parking permits. It would not however preclude the provision of sufficient disabled parking spaces. Any development should ensure the implementation of a car pooling scheme (for example, a City Car Club). This would require the provision of dedicated parking spaces for City Car Club vehicles within either the basement car park or at a suitable location on an adjacent street and subsidised initial membership for future residents.



#### Figure 15 Indicative Form of Development

Above is an indicative image of what a potential development could look like; it should not be viewed as prescribing the form and scale of future development.

The physical characteristics of this site suggest that it is suitable for basement level parking. The dramatic change in level between Wembley High Road and the Curtis Lane car park is such that parking could potentially be located within the built form of a development without incurring high costs of site excavation. Such an arrangement can allow for street frontages to be maintained and develop activity and character at ground floor level. This could also be decked over to allow for a landscaped open space which surrounding buildings could either face, or back on to without constraint upon their configuration or aspect.

Any scheme should include provisions to provide a car park to Secured by Design standards, which would involve improvements to the lighting, layout, access control,

CCTV, signage and management. The car park should also include the required number of disabled parking spaces in accordance with UDP standards.

Secure covered cycle parking must also be provided, in line with the standards set out in the UDP, for both the residential and commercial uses. Any servicing provision must accord with the standards set out in the UDP. All servicing and refuse collection must take place within the site and not on the highway. Any proposal needs to consider the servicing requirements of all parts of the site and provide rear servicing.

## **18. Planning Requirements**

Any planning application shall be accompanied by the following information:

- an assessment of the proposal in light of the contents of this brief;
- a development framework including phasing strategy;
- an Urban Design Strategy;
- a Planning Statement;
- a sustainability strategy;
- an assessment of the impact on utility water and wastewater infrastructure
- a comprehensive landscape Design Strategy, including a tree survey of existing area;
- Transport Assessment;
- a completed LBB Sustainability Checklist Form;
- a noise study;
- a Daylight, sunlight and wind assessment;
- an Access statement;

• an investigation of the hazards by the developer and proposals for any necessary remediation will be required prior to determination of any application.

The Council will undertake a screening opinion under the provisions of regulation 5 of S.I 1999 No 293 Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 to assess whether an EIA is required. The Council would therefore seek further information from applicants to be able to undertake this screening opinion.

With regards to the water and wastewater infrastructure, it is essential that developers demonstrate that adequate capacity exists both on and off the site to serve the development and that it would not lead to problems for existing users. In some circumstances this may make it necessary for developers to carry out appropriate studies to ascertain whether the proposed development will lead to overloading of existing water & sewerage infrastructure. Where there is a capacity problem and the service provider has no planned improvements, the Local Council will require the developer to fund appropriate improvements that must be completed prior to occupation of the development.

A single planning application is required to secure a comprehensive approach to the redevelopment of the area. However, such an application should demonstrate how the redeveloped site will relate to adjoining sites and buildings and to the wider context, including uses, siting, design and access. Under the provisions of the Town and Country Planning Mayor of London Order 2000 the council is required to refer applications for development of a certain scale or height to the Mayor for his consideration.

Where any proposed development meets land owned by Network Rail and the adjoining development at Central Square it is vital that all parties are involved from the outset.

## 19. Section 106 Obligations

Appropriate legal agreement(s) that are in line with government guidance will be required to progress the development of the area. Such agreement(s) are likely to cover the provision of:

- 50% Affordable housing (split between rented and shared ownership);
- Transport improvements including enhancements to the basement car park, Highway Works (Junction Improvements, dedication of land as highway etc.) and bus related improvements;
- The Councils preference is for on site provision of toilets, however if other sites in Wembley town centre are considered to be more appropriate then a contribution towards toilets will be required;
- Non-car access improvements;
- Support of a City Car Club;
- Travel Plan;
- Car-free Agreement;
- Inclusion of community facilities;
- Open Space/public realm contribution;
- Contribution to school places, depending on the number of family sized units;
- Job training depending on employment balance sheet: e.g. contributions to job Training;
- Public Art.

## 20. Policy Checklist

The area is subject to the following Brent Unitary Development Plan 2004 policies:

#### **Built Environment**

BE1 Urban Design Statement
BE2 Townscape: Local Context & Character
BE3 Urban Structure: Space & Movement
BE4 Access for Disabled People
BE5 Urban Clarity & Safety
BE6 Public Realm: Landscape Design
BE7 Public Realm: Streetscape
BE9 Architectural quality
BE11 Intensive & Mixed-use Developments
BE12 Environmental Design Principles
BE13: Areas of Low Townscape or Public Realm Quality
BE15: Transport Corridors and Gateways

#### **Environmental Protection**

EP2 Noise and Vibration

#### Housing

H2: Requirement for Affordable Housing H3: Proportion of Affordable Housing Sought H4: A Key Worker Housing H9: Dwelling Mix H12: Residential Quality – Layout Considerations H13: Residential Density

#### Transport

TRN1 Transport Assessment TRN2 Public Transport Integration TRN3 Environmental Impact of Traffic TRN4 Measures to make Transport Impact Acceptable Appendix TRN2 Parking and Servicing Standards TRN10: Walkable Environments

#### Employment

EMP15 Location of B1 Business Development

#### **Town Centres and Shopping**

SH1: Network of Town Centres
SH2: Major Town Centres
SH3: Major town centres and district centres
SH6: Non-Retail uses appropriate to Primary Shopping Frontages
SH7: Change of Use from Retail to Non-Retail
SH10: Food and Drink (A3) Uses
SH19: Rear Servicing
SH20: New Development in or adjoining town centres
SH21: Shopfront Design
SH22: Extension to Shops
SH24: Private Forecourts
SH25: Customer Facilities in Major Schemes

#### Tourism, Entertainment & the Arts

TEA4 Public Art

#### Wembley Regeneration Area

WEM1 Regeneration of Wembley WEM3 Location of Large Scale Retail, Leisure and Entertainment Uses WEM4 Residential Development within the Wembley Regeneration Area WEM11 On – Street Parking Controls for Wembley WEM16 Urban Design Quality – Wembley Regeneration Area WEM17 The Public Realm – Wembley Regeneration Area WEM21 Wembley Town Centre WEM22 Libraries in Wembley WEM28 Wembley Town Centre Opportunity Sites

#### **Community Facilities**

CF5 Community Facilities in Large Scale Developments CF6 School Places

#### The following guidance notes should also be taken into account:

PPG3 Housing PPS6 Planning for Town Centres PPG13 Transport SPG17 Design Guide for New Development (LBB) SPG 19 Sustainable Design, Construction and Pollution Control sets out guidance for sustainable development (LBB) SPG21 Affordable Housing (LBB) Supplementary Guidance on Inclusive Design (GLA)

Policies within the Local Development Framework Core Strategy Preferred Options will also need to be considered. These include:

CP SS1 Key Principles For Development

CP SS2 Population And Housing Growth

CP SS3 Focus for Growth

CP SS4 Commercial Regeneration

CP SS5 Wembley as a Focus for Growth

CP SS6 Infrastructure to Support Development

CP SS7 Sustainable Communities

**CP SS8** Meeting Local Community Needs

CP SS9 Protecting the Built and Natural Environment

CP SS10 Implementation

**CP UD1** Spatial Design Strategy

CP UD2 Design Quality Protocol

**CP SD1** Climate Adaptation Infrastructure

CP SD2 Sustainable Design & Construction

CP ENV1 Climate Change

**CP ENV2** Protecting the Environment

CP OS1 Protection and Enhancement of Open Space and Biodiversity

CP OS2 Promotion of Biodiversity and Nature Conservation

**CP W1** Sustainable Waste Management

CP H1 Housing Provision

CP H2 Sustainable Housing Development

CP H3 A Balanced Housing Stock

**CP H4** Affordable Housing Provision

**CP TRN1** Prioritising Investment

CP TRN2 Reducing the Need to Travel

CP TRN3 Parking & Traffic Restraint

CP TRN4 Transport Links in London

**CP TC1** Principal Retail Location

CP TC2 Other Preferred Locations

CP TC4 Town Centre Opportunity Sites

CP TC5 Network of Town Centres

**CP CT1** Promoting Leisure and Tourism

CP CF1 Meeting the needs of the Community

## 21. Principal Contacts

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#### Disclaimer

The information contained in this brief is, as far as the Council is aware, correct but developers should satisfy themselves about any information contained within it. The Council is not responsible for any loss arising from any error of information contained in the brief.

Potential purchasers and developers are advised to consult the relevant Council officers about their specific proposals before making any application for the redevelopment of this site. The brief does not bind the Council to grant consent for any particular development on this site.

## **Appendix 1 - SWOT Analysis**

#### <u>Strengths</u>

- Development of Wembley Central as a trigger for regeneration;
- Vibrant local retail centre on Ealing Road associated with Asian jewellery;
- Existing reasonable quality housing stock to the South of the site;
- Very well served by public transport Wembley Central & several bus routes directly adjacent to site, Wembley Stadium and Wembley Park in close proximity.

#### <u>Weaknesses</u>

- Poor quality built form;
- Vacant buildings/plots;
- Public realm dominated by cars;
- Junction of Ealing Road/High Road;
- Lack of landscaping/green space;
- Poor linkages to High Road/ Wembley Central;
- High perception of crime;
- Narrow pavements;
- Poor quality/uncoordinated street furniture.

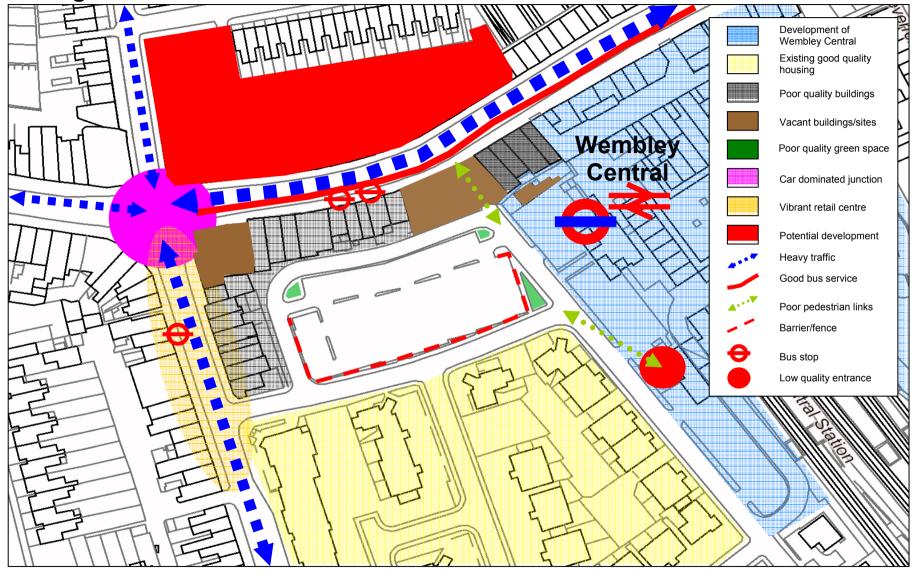
#### **Opportunities**

- To create a high quality gateway to the town centre;
- To stimulate the regeneration of the west end of Wembley;
- To enhance the public realm through provision of high quality lighting, street furniture, public art, widening of footways and removing excess 'clutter';
- To compliment the development of Wembley Central Square and provide an impetus for further development on the North side of the High Road;
- To improve the perceptions of safety in the area;

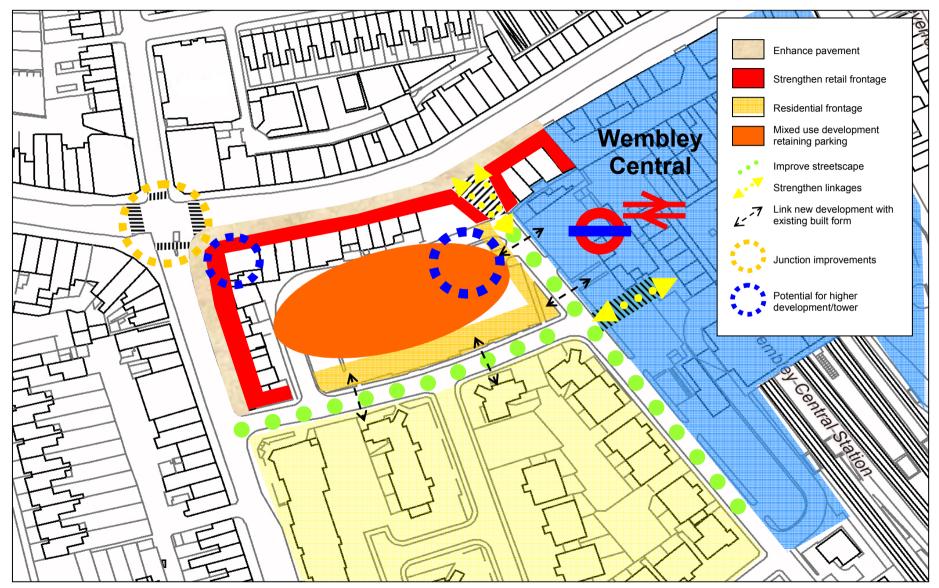
#### <u>Threats</u>

- Continuing decline of the area, leading to further loss of major retailers and lack of investment in the town centre;
- Piecemeal development, leading to a lack of overall coherence.

## **Strengths & Weaknesses**

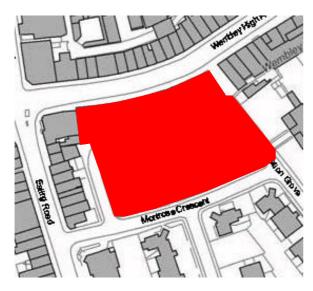


## **Development Opportunities**



## **Appendix 2 – Development Options**

## **Option A**



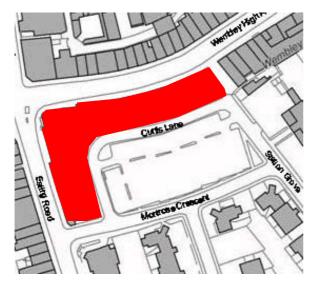
Redevelopment of the existing WEM28 (b) development site including 503 - 527 Wembley High Road and Curtis Lane car park. This option is in line with the current policy set out in the UDP, however the relationship of any new development with the buildings left on Ealing Road could raise significant problems, and the exclusion of 493-499 High Road and 1 Grove will Station mean that development does not link with the new scheme on Central Square.

## **Option B**



Comprehensive redevelopment of the Wembley West End site to include properties 1 - 17 Ealing Road, 493 – 499 High Road and 1 Station Grove. This option would allow for a more unified built frontage and capitalise on the opportunity for a potential 'gateway' to the town centre. Such comprehensive development would allow for a more efficient layout of commercial floorspace and other uses, and could link new development with Central Square

## **Option C**



Refurbishment and rebuilding of individual units and infill development as appropriate. This option is likely to have some short term benefits, however this is not considered to be a long term solution to many of the problems associated with the area such as the narrow pavements and low townscape quality. Piecemeal development of this area is not considered sufficient to provide the impetus for the regeneration of Wembley.



London Borough of Brent Planning Service October 2006