



**Cabinet**  
13 October 2014

**Report from the Strategic Director,  
Regeneration and Growth**

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

**Wembley Area Action Plan**

**1.0 Summary**

- 1.1 This report explains that the Council has received an Inspector's report into the Examination of the Wembley Area Action Plan Development Plan Document and that the Inspector finds the document sound subject to recommended changes being made. It asks Cabinet to recommend to Full Council that the Area Action Plan be adopted with the changes incorporated.

**2.0 Recommendations**

- 2.1 That Cabinet agree to recommend to Full Council that the Wembley Area Action Plan Development Plan is adopted with the recommended changes, as set out in Appendix 1.

**3.0 Detail**

**Examination of the Wembley Area Action Plan**

- 3.1 The reasons for producing the Wembley 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 is a logical step in drawing up the folder of Development Plan Documents (DPDs) that will make up the borough's development plan and ultimately supersede the UDP. The UDP has in part been superseded by the Core Strategy and Site Specific Allocation DPD. The remaining saved UDP policies will be superseded following the adoption of the AAP, joint West London Waste Plan and Development Management Policies DPD.
- 3.2 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 2008.

- 3.3 The AAP sets out the strategy for growth and regeneration in Wembley for the next 15 years. Wembley is a growth area and is expected to deliver 11,500 new homes and 10,000 new jobs. The AAP provides the details of what, where and how this growth will be delivered.
- 3.4 The AAP was subject to examination by an independent Inspector, who held hearing sessions to consider oral evidence in March 2014. A number of changes to the document were proposed both before and during the hearing sessions and these were made available during public consultation for a six week period commencing 15 May 2014. All comments were passed on to the Inspector who then considered these alongside the representations made prior to submission. The Council has now received the Inspector's report.

### **Inspector's Report**

- 3.5 As indicated above, the Inspector has found the AAP sound subject to a number of recommended changes. This means that the Council can adopt the document with the changes incorporated. Planning Committee is asked to recommend to Cabinet and Full Council that the AAP be adopted with the changes included. The recommended changes included in the Inspector's report are attached as Appendix 1.
- 3.6 The Non-technical summary of the Inspector's report is repeated below:

*This report concludes that the Wembley Area Action Plan Development Plan Document 2013 is sound, providing the Main Modifications, all of which have been requested by the Council. I have recommended their inclusion after considering the representations from other parties on these issues.*

*The changes required to meet legal and statutory requirements relate to a limited number of topics. The Main Modifications can be summarised as follows:*

- *The Town Centres of Wembley and Wembley Park will have separate, though contiguous, boundaries;*
- *There is potential for the development of a food store north of Wembley High Road but south of the Chiltern Line Cutting rather than to the south at the Copland School Brent House site;*
- *Remove 'indicative' from all the housing capacities of the Proposal Sites;*
- *Changes to the housing capacities of several proposed housing sites to reflect planning permissions or to optimise the housing potential of the area;*
- *Clarification that all affordable housing subsidies released by the disposal of dwellings in intermediate housing tenures will be re-used for alternative affordable housing projects;*
- *Car parking standards will be applied other than in exceptional circumstances where the need for a higher level of provision can be demonstrated;*
- *Local transport corridor improvements will support non-car modes and local vehicular access including stadium events to assist event day transport;*
- *A transport assessment would be required if a proposal to remove the pedestrian ramp is considered as part of future development in the area;*
- *The Wembley Retail Park is to be a site which is 'Appropriate for Tall Buildings' to correct an error;*

- *Urban greening is to be sought rather than required in new developments;*
- *Major new developments are to be designed to connect to a decentralised energy heat network rather than energy centre;*
- *Flood risk assessments are to be required for sites of 1ha or more on land in Flood Risk Zone 1;*
- *Viability is to be taken into account in assessing the requirement for foot/cycle paths and contributions on sites requiring biodiversity improvements and flood risk adaptation in the Eastern Lands.*

*None of the above changes alters the thrust of the Council's overall strategy for the regeneration of the Wembley area.*

- 3.7 When the AAP is adopted, it will supersede the Wembley Regeneration Area chapter of the UDP, and the Wembley Growth Area chapter of the Site Specific Allocations DPD.

#### **4.0 Financial Implications**

- 4.1 A total sum of £120,000 has already been incurred from previous years Regeneration and Planning budget for the preparation and consultation of the AAP.
- 4.2 Additional costs of examining and finalising the AAP are estimated at about £60,000, required from 2014/15 Planning and Regeneration budget. This will be met from the allocated budget for special projects. If the AAP was not adopted and resubmitted a similar cost would be required.

#### **5.0 Legal Implications**

- 5.1 The preparation of the Local Plan, including the 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 AAP will have substantial weight in determining planning applications and will supersede part of the UDP and Site Specific Allocations DPD.

#### **6.0 Diversity Implications**

- 6.1 Full statutory public consultation has been carried out in preparing the AAP and an Impact Needs / Requirement Assessment (INRA), which assessed the process of producing the Local Plan, was prepared and updated as required during the process.

#### **7.0 Staffing/Accommodation Implications**

- 7.1 There are no staffing or accommodation implications arising directly from this report.

#### **8.0 Environmental Implications**

- 8.1 The AAP 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 was undertaken at all stages of preparing the AAP.

## **9.0 Background Papers**

Brent Site Specific Allocations Development Plan Document, 2011

Wembley Masterplan, 2009

Wembley Link SPD, 2011

Wembley AAP, Submission DPD, March 2013

Report to the Council of the London Borough of Brent, The Planning Inspectorate, 20 August 2014

### **Contact Officers**

Any person wishing to inspect the above papers should contact Claire Jones, Policy & Projects, 020 8937 5301

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## Appendix 1 – Inspector’s Recommendations

The modifications below are expressed either in the conventional form of strikethrough for deletions and underlining for additions of text, or by specifying the modification in words in italics. The page numbers and paragraph numbering below refer to the submission DPD (March 2013), and do not take account of the deletion or addition of text.

Ref	Page	Policy/ Paragraph	Main Modification
MM1	13	Para 2.8	Amend text as shown: <u>Most new</u> retail floorspace will be located in an extended Wembley town centre which will <u>adjoin</u> <del>connect the existing centres of Wembley and Wembley Park</del> <u>town centre</u> . The new designer outlet centre, next to the Hilton Hotel, includes around 85 shops, restaurants and cafés, and a nine screen cinema. A new pedestrian and cycle priority boulevard will create a link through the heart of the growth area to a new shopping street north of Engineer’s Way.
MM2	40	Map 4.4	<i>The area covered by Site Proposal W18 is to be shown as a Site Appropriate for Tall Buildings rather than a Site Sensitive to Tall Buildings.</i>
MM3	58	Para 6.25	Insert the following text after the final sentence of the paragraph: <u>There may be exceptional circumstances where it can be demonstrated, for example for reasons of maintaining town centre vitality and viability, that there is a need for parking provision above that normally allowed by the maximum standards, subject to the usual transport assessment.</u>
MM4	59	Policy WEM15	Amend the policy as shown: <u>The council will apply car parking standards in Wembley as set out in the tables above unless, in exceptional circumstances, it can be demonstrated that there is an overriding need for a higher level of provision.</u>
MM5	67	Map 6.3	Amend the legend of Map 6.3 where it shows ‘Corridor improvements to support non-car modes and local vehicular access’ by adding: <u>and local vehicular access including for stadium events.</u>
MM6	70	Policy WEM 18	Amend the policy as shown: The housing mix guidance provided in table 7.1 will be applied <del>in the relevant parts of Wembley</del> <u>to the Districts as defined by the map on page 132 of the Wembley Masterplan</u> . Additionally, new Affordable Rent that <del>meets</del> <u>addresses</u> the needs of households eligible for social housing, with eligibility determined with regard to local incomes and local house prices, will be <del>accepted</del> <u>encouraged</u> as part of the tenure mix.  The council will encourage intermediate affordable housing tenures, such as discounted market sale products, where the council <u>or other registered providers</u> can secure future equity payments that can be recycled into new affordable

Ref	Page	Policy/ Paragraph	Main Modification
			housing.  <u>The maximum amount of affordable housing, subject to viability and the achievement of other planning objectives, will be sought.</u>
MM7	76	Para 8.5	Amend text as shown: There are <del>no</del> <u>few</u> development opportunities identified within the centre itself - currently approved applications lie outside the town centre boundaries. <u>A small extension (shown on Map 8.1) is proposed for the town centre which will include Site W23 which is designated for ground floor retail uses. South of the centre, construction has started on a new Wembley designer outlet centre and cinema and food and drink complex alongside the new Wembley pedestrian boulevard. Also, in 2011 planning consent was granted for a new retail street which will link the Boulevard with Wembley Park centre. This will be a further extension of Wembley town centre as the new boulevard will extend from close to Wembley Stadium station eastwards to Engineers Way.</u>
MM8	76	Para 8.6	Insert additional text at the end of the paragraph: <u>New development which will expand the centre includes the Wembley designer outlet centre, cinema and food and drink complex alongside the new Wembley pedestrian boulevard. In 2011 planning consent was granted for a new retail street outside the existing town centres which will link the Boulevard with Wembley Park centre. The Wembley Area Action Plan will therefore extend Wembley town centre boundary northwards to reflect these permissions for new town centre development (shown on Map 8.1).</u>
MM9	76-77	Para 8.7	Insert additional text at the end of the paragraph: <u>The two centres of Wembley (Major centre) and Wembley Park (District centre) will continue to be considered as two separate centres, although the boundaries will be contiguous. The extension to Wembley town centre will strengthen its role as a Major Centre. The town centre hierarchy will remain in place until such time that any change in the role of the centres can be reflected in future alterations to the London Plan town centre network.</u>
MM10	78	Para 8.15	Amend paragraph heading: Expansion of Town Centres  Delete <del>across the new part of the centre extending from the final sentence.</del>
MM11	78	Para 8.16	Delete the word: <del>the</del> and insert: <u>Wembley</u> between 'expand' and 'town centre' in the first sentence.
MM12	78	Para 8.17	Amend as shown: The boundary of Wembley town centre defined in the Core Strategy takes account of, and includes, land where consents have been granted for retail

Ref	Page	Policy/ Paragraph	Main Modification
			expansion. This includes land at South Way close to Wembley Stadium station as well as the proposed outlet centre, cinema, etc., currently under construction to the west of the Stadium. However, since the Core Strategy was adopted in 2010, consent has been granted for a further 30,000 sq m of new floor space on the NW Lands to provide a new shopping street between the two centres. <del>When all schemes are implemented, there will be largely continuous active frontage from Ealing Road to Bridge Road. It is logical to define the town centre from Wembley Park to Ealing Road as shown on Map 8.1. The scale of proposed new development is in keeping with a major town centre and it is therefore logical to extend Wembley town centre to include this area (shown on Map 8.1).</del> This includes the office buildings and hotel on the east side of Olympic Way. <del>Within this,</del> The long-standing designated Primary and Secondary frontages will remain largely as currently defined for the present, although the council is committed to reviewing these once the new retail and leisure developments (Quintain stage 1 and North West Lands) are built out and open.
MM13	79 Also Also Also	Map 8.1 Map 2.1 Map 21.1 Map 21.2	<i>Delete the single town centre boundary for Wembley and insert tangential boundaries of the extended Wembley Park Town Centre and the extended Wembley Major Town Centre. Apply diagonal hatching to the extension to the Wembley Park Town Centre and vertical hatching to the extension to the Wembley Major Town Centre. Make corresponding modifications to maps 2.1, 21.1 and 21.2.</i>
MM14	87	Policy WEM30	Amend the policy to delete <del>energy centre</del> and insert <u>heat network</u>
MM15	88	Policy WEM32	Amend the policy as shown: Development proposals <u>should</u> <del>must</del> incorporate urban greening measures such as green roofs, green walls, trees and soft landscaping. Wherever possible, opportunities to connect new green spaces to existing green spaces should be maximised to help create green infrastructure. Where site constraints limit the level of urban greening that can be provided on site, a financial contribution <del>will</del> <u>may</u> be required. Local food growing facilities will be supported as stated in ( <del>see</del> policy WEM <del>38</del> <u>36</u> in the Open Space chapter).
MM16	89	Policy WEM33	Amend policy WEM 33 by inserting text as shown: All proposed development in Flood Zones 2 and 3, <u>and proposed developments over 1 ha in flood zone 1,</u> will require a detailed Flood Risk Assessment (FRA), in accordance with Section 6.7 of Brent's Strategic Flood Risk Assessment.
MM17 Also	102 103	Site Proposal	Delete the word <del>indicative</del> from the development capacity for each of these site proposals.

Ref	Page	Policy/ Paragraph	Main Modification
Also	104	W1	
Also	105	W2,	
Also	106	W3,	
Also	109	W4,	
Also	110	W5,	
Also	111	W6,	
Also	112	W7,	
Also	113	W8,	
Also	114	W9,	
Also	115	W10,	
Also	116	W11,	
Also	117	W12,	
Also	118	W13,	
Also	121	W15,	
Also	121	W17,	
Also	122	W18,	
Also	122	W20,	
Also	123	W21,	
Also	125	W22,	
Also	126	W23,	
Also	127	W24,	
Also	128	W25, W26, W27, W28.	
MM18	102	Chapter 12	Insert new text at the beginning of the section on site proposals: <u>The residential development capacity figures for individual sites are subject to development proposals meeting design considerations, amenity standards and minimum space standards (as set out in London Plan policy 3.5) and optimising housing potential as required by London Plan policy 3.4.</u>
Also	108	Chapter 13	
Also	121	Chapter 14	
Also	125	Chapter 15	
MM19	104	Site W3	Insert additional text at the end of the first paragraph of site Proposal W3, Chiltern Line Cutting North, as shown: <u>The council will support limited development of the north cutting where it connects from the south (Site Proposal W4) and supports commercial development which benefits the town centre.</u>
MM20	104	Para 12.15	Amend the supporting justification for Site Proposal W3 as shown: As the whole of the cutting on the north side is identified as an Area of Nature Conservation Importance as well as a Wildlife corridor, then <u>more</u> significant development would be appropriate only if there were substantial benefits in terms of the regeneration of the town centre as well as major compensatory provision for the loss of habitat. The existing residential areas to the north are predominantly two storey which limits also the



Ref	Page	Policy/ Paragraph	Main Modification
			scale of development that would be appropriate. Consequently, only a limited development can be accommodated.
MM21	104-105	Site W4	Amend paragraph 2 of the Site Proposal, as shown: The council's objective is to transform the Wembley Link area into a sustainable mixed use community. This would be best delivered through developing the concept for cafés, restaurants and bars and appropriate retail, <u>including potentially a food store. along the frontage.</u> , <del>potentially with Office-</del> <u>Residential development should form part of any mixed use scheme. above these, and residential above this, where appropriate.</u> <u>Offices,</u> student accommodation or hotel would also be appropriate within this site. Development proposals should include active frontages.
MM22	105-106	Site W5	Amend Site Proposal W5, as shown: The ground floor on the High Road frontage should be commercial retail development, <del>potentially including a medium-sized food store (approximately 6000m<sup>2</sup>)</del> with associated car parking. Residential development either above or adjacent to the retail should include a high proportion of family housing.
MM23	108-109	Site W6	Amend the Development Capacity for the site as shown: <del>264</del> <u>400</u>
MM24	111	Site W9	Amend the Development Capacity as shown: <del>60</del> <u>100</u> units
MM25	113	Site W12	Amend the Development Capacity as shown: <del>815</del> <u>1300</u> units
MM26	113-114	Site W13	Amend the Development Capacity as shown: <del>50</del> <u>100</u> units
MM27	117-118	Site W18	Amend the Development Capacity as shown: <del>500</del> <u>700</u> units
MM28	118	Site W19	Insert: Development Capacity: 1500 units
MM29	125	Site W25	Insert at the end of the 3 <sup>rd</sup> paragraph of the site proposal: <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>
MM30	126	Site W26	Insert after: '... will be required to contribute towards the restoration work.' <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>
MM31	127	Site W27	Insert at the end of paragraph 4: <u>The viability of development will be taken into account in assessing the appropriate width of the buffer strip and the level of contribution towards restoration work.</u>
MM32	156	Para 21.1	Amend as shown: The following maps show the detailed changes to the <del>Proposals Policies</del> Map as a result of the Wembley Area Action Plan. These include the extensions to Wembley and Wembley Park town centre boundaries <del>y</del>

Ref	Page	Policy/ Paragraph	Main Modification
			<del>extension which combines Wembley and Wembley Park into one town centre</del> , release of two sites from the Strategic Industrial Land <u>Location</u> (SIL), and the SIL area proposed for change from Preferred Industrial Land to Industrial Business Park.
MM33	61	Para 6.40	Amend as shown: The needs of spectators coming to the Stadium are also important. There are still some locations where there is potential conflict between crowds and traffic, such as along Wembley High Road and the crossing of Wembley Hill Road by the White Horse Bridge. The option to remove the pedestrian ramp over Engineers Way to the Stadium from Olympic Way and replace it with steps could be considered as part of future development. This would mean, however, that <u>a transport assessment would be required to assess the impacts, and to highlight the interventions which would be necessary to mitigate them to ensure the continued safe and efficient movement of people to and from the stadium. The assessment should include, among other options, consideration of whether an alternative east – west through-route for vehicular traffic would be needed. especially for event days.</u> The council supports the removal of the pedestrian ramp and its replacement with an improved access arrangement between Olympic Way and the Stadium providing that access to the Stadium and emergency egress are integral to the design, and that any changes help address what is currently a poor street environment.