



LONDON BOROUGH OF WANDSWORTH

LOCAL PLAN INDEPENDENT EXAMINATION IN PUBLIC

WRITTEN STATEMENT

MAIN MATTER 5:

CLAPHAM JUNCTION AND YORK ROAD / WINSTANLEY REGENERATION AREA

(POLICIES PM4, CJ1 - CJ7)

THURSDAY 17 NOVEMBER 2022

Abbreviations

GIS – Geographical Information System

LIP – Local Implementation Plan

LP – The London Plan

NPPG – National Planning Practice Guidance

NPPF – National Planning Policy Framework

SPD – Supplementary Planning Document

UDS – Urban Design Study

WLP – Wandsworth Local Plan

Is the area strategy and are the site allocation policies for Clapham Junction and York Road / Winstanley Regeneration Area justified by appropriate available evidence, having regard to national guidance, local context, and are they in ‘general conformity’ with the LP?

The Areas Strategies in the Local Plan have been developed using a consistent approach having had regard to national guidance, the London Plan and the local context. Rather than repeating this across each of the Main Matters 3 to 11, this is set out once for the sake of brevity, in a separate Written Statement covering PM2 – PM10 inclusive. Each of the Main Matter statements in relation to each individual Area Strategy will therefore only cover matters of relevant to that place.

The Area Strategy policy (PM4) and Site Allocation policies (CJ1 – CJ6) for Clapham Junction and York Road/ Winstanley Regeneration area are justified by appropriate available evidence and have had regard to national guidance, local context and the London Plan.

The primary sources of evidence are as follows:

- [Lombard Road / York Road Riverside Focal Point SPD](#) (SD-078)
- [Essence of Northcote Road – Ten Point Action Plan](#) (SD-085)
- [Developing the Preferred Option Winstanley and York Road Estates](#) (SD-086)

The below outlines how the evidence which supports the Area Strategy has been prepared and how it meets the requirements set out in the question.

Introduction

The Area Strategy for the Clapham Junction and York Road/ Winstanley Regeneration area is in accordance with the London Plan and designated by it as a Nascent Opportunity Area (OA) in part due to the expectation that Clapham Junction Station will become a station for Crossrail 2. It is identified as a Major Transport Hub and a Major Town Centre. The spatial area includes a strategic area of regeneration, York Road/ Winstanley, and it has a night-time activity classification of regional/ sub-regional importance. The London Plan provides useful evidence and guidance to show that the evidence for the Area Strategy for the Clapham Junction and York Road/ Winstanley Regeneration Area is appropriate and justifies its inclusion in the WLP.

The Area Strategy sets out a holistic approach that will steer development activity in the area to strengthen Clapham Junction’s role as a main town centre. This will create an enhanced urban heart with an improved station and public transport interchange, new housing and jobs alongside the necessary social and other infrastructure to sustain growth whilst maintaining the area’s distinctive character. It seeks to enhance the existing sense of place and celebrate the key characteristics which contribute to this – notably the existing Victorian and Edwardian shop terraces and residential streets; landmark heritage buildings; cultural venues such as Battersea Arts Centre and the small scale and independent retail and food and drink offer on Northcote Road; St John’s Hill; Lavender Hill and Battersea Rise – through high-quality development that is respectful of character and scale and well-integrated with the existing townscape.

Policy PM1 provides an overarching guide to development and also points to any specific supplementary guidance. Developing the Preferred Option Winstanley and York Road Estates (SD-086) provides additional guidance for development coming forward in the this part of the spatial area.

Clapham Junction has six allocations made within the Area Strategy, all of which are on, or close to Clapham Junction Stations. Each of these sites has been assessed through the HELAA process to provide an overall housing capacity of 3,203 dwellings, which is reflected in Policy SDS1. Further detail on how each site should come forward is set out within CJ1 – CJ6, and these are set within the context of other policies within the Plan (e.g. LP4, Tall Buildings).

Developing the Placemaking Policies: PM4 Clapham Junction and Winstanley / York Road Regeneration Area

The Area Strategy boundary is principally based on the defined Opportunity Area boundary and the relevant Site Allocations to ensure they captured the local context as best as possible. A buffer of 100m is added to this in order to express the indicative nature of the Area Strategy boundary. Whilst the Area Strategies provide focus, development outside of the areas would need to be cognisant of, and have regard to, them.

The Area Strategy for Clapham Junction and York Road/ Winstanley Regeneration Area: Local Plan Evidence Base

Alongside its setting within the national framework, the policies and strategy of the London Plan and the Vision and Objectives of the Local Plan, the strategy for the Clapham Junction and York Road/ Winstanley Regeneration Area responds to its current context and

character, which is essential to understand. Any analysis of the context and character for the Plan is informed by the comments to the Plan made by residents and people who know the centre.

The Local Plan has developed fourteen place based principles for creating cohesive, connected and healthy communities, and has used these as a tool to assess place performance and create a 'spider diagram' to determine where each place is currently performing. Clapham Junction scores very well on mixed uses, the 15 minute neighbourhood and , but scores poorly on its engagement with blue and green infrastructure.

At the current time, the Clapham Junction and York Road/ Winstanley Regeneration Area Spatial Area can be defined by:

- the two principal crossroads of St. John's Hill/St. Johns Road and Northcote Road/Battersea Rise;
- the town centre has established a reputation for a lively evening and entertainment offer,
- a number of cultural organisations and large venues, including the Battersea Arts Centre and the Clapham Grand;
- Clapham Junction Station;
- the York Road / Winstanley Regeneration Area.

The tight-knit urban form of Clapham Junction creates a high-quality and distinctive townscape derived from its surviving Victorian and Edwardian townscape. As a result, there are relatively few street trees and limited green space within the centre. The closure of Northcote Road to through traffic has demonstrated the importance of public space and a good quality pedestrian environment to the vitality of the centre.

The railway presents a major physical barrier which confines the centre largely to the area south of the station; fragmenting the area and reducing permeability and legibility and north-south connections.

Bearing in mind this character and context, and fitting into the framework established by strategic policy, the Local Plan sets out a distinct and bespoke vision for the centre (and for the Area Strategy) which includes but is not limited to:

- strengthening Clapham Junction's role as a main town centre with a mix of commercial, cultural and community uses alongside new homes, including a range of high-quality office accommodation and space for small and newly formed businesses and flexible working to provide jobs;

- delivering a master-plan to create a 21st century urban heart well integrated with the wider area and focussed on a significantly improved station and transport interchange which will deliver homes, commercial space, an enhanced cultural, leisure and entertainment offer and high-quality public realm;
- delivering on the planned regeneration of the York Road/Winstanley Regeneration Area to deliver housing, including affordable housing and new community facilities, enhanced open space and public realm and improved connections to the town centre and public transport facilities;
- reducing severance and improving north-south pedestrian and cycle connections including the enhancement of Falcon Road, which runs under the bridge through pavement widening, improved lighting and art installations to make it a safer and more attractive pedestrian environment;
- enhancing the area's cultural and creative ecology through provision for cultural, creative, visual and performing arts, supporting Clapham Junction's role as a cultural destination and a focus for the creative sector and related community initiatives.

The redevelopment of Clapham Junction station is recognised as the key driver of change in the Opportunity Area and an anchor for change. Reconfiguration of the existing rail infrastructure and the station is needed to increase capacity and unlock the capacity for new homes and jobs. The Area Strategy provides the framework to create an enhanced urban heart focused on an improved station interchange and mixed-use development led by residential, commercial and cultural uses, and supporting social infrastructure (an 'Urban Heart Masterplan').

Within the Placemaking policy, PM4, this analysis and direction has given rise to a specific policy response geared towards its future success, couched in the needs of the borough. The main issues arising in PM4 are:

- ensuring that all relevant stakeholders are consulted on the Urban Heart Masterplan for Clapham Junction;
- improving the placemaking and public space around the station;
- addressing the amount of through-traffic in the spatial area and supporting the provision of an improved pedestrian environment in and around the Town Centre;

- reinstating traditional shop fronts to achieve consistency in the appearance of retail frontages with the setting of the Town Centre and the Conservation Area, particularly on St John's Road, St John's Hill, Northcote Road, Battersea Rise and Lavender Hill to protect the loss of this important character;
- protecting smaller-scale retail by focusing it on Northcote Road, Battersea Rise and Lavender Hill;
- creating more space for pedestrians and better waiting areas for bus passengers, particularly on St John's Road, St John's Hill, Lavender Hill and Northcote Road and at the northern entrance to the station.

In this respect, the key evidence in shaping the Area Strategy for the Clapham Junction and York Road/ Winstanley Regeneration Area has been the Developing the Preferred Option Winstanley and York Road Estates (SD-086), Essence of Northcote Road – Ten Point Action Plan (SD-085), and the Lombard Road / York Road Riverside Focal Point SPD (SD-078) but also the Retail Needs Assessment (SD-041), the Arts and Culture Strategy (SD-065), the Urban Design Study (SD-054) and the Local Implementation Plan (LIP) (SD-058).

The Developing the Preferred Option Winstanley and York Road Estates report (SD-086) explains key aspects of the development of the preferred proposal, firstly within the wider context and then by character areas:

- Bramlands;
- The central housing area;
- York Gardens and York Road;
- Winstanley Estate;
- Grant Road.

The regeneration aims to open up the existing estates area making it an integral part of the wider neighbourhood and not an island defined by major roads. The scheme will provide clear and safe pedestrian links from the river through to the station and on to the town centre, will encourage new community and commercial uses to thrive and spread along Falcon Road to Battersea High Street, and provide new focal points for the whole neighbourhood with the community and leisure uses around York Gardens and new commercial, cultural and housing opportunities at Bramlands.

The Essence of Northcote Road – Ten Point Action Plan (SD-085) sets out ten areas which needs to be addressed and protected to ensure the character of the area is retained. These are:

- Better promotion;
- Livelier street market;
- Different opening hours;
- Business succession planning;
- Streetscape improvements;
- Streetscape and environment action plan;
- Battersea Rise junction demonstration project;
- Sensitive parking management;
- Active market management;
- Funding.

The Lombard Road / York Road Riverside Focal Point SPD (2015) (SD-078) set out proposals for the Lombard Road / York Road Riverside area to become a focal point of activity for the purposes of the existing Local Plan. The designation of the area as a focal point of activity is based on the clearly defined benefits in terms of regeneration, townscape and the public realm that would be achievable as a direct consequence of co-ordinating development across a number of sites. This guidance has been beneficial for the existing Local Plan and has helped inform the draft Local Plan's site allocation and area strategies.

The Spatial Area Maps 6.1 and 6.2 show how central Clapham Junction Station is to all the allocated sites as well as the importance of the central route from Northcote Road, up through St John's Road and then along Falcon Road which acts as a spine for the entire Spatial Area. Improving accessibility north and south of the train line, both through improvements to Falcon Road and to creating a new public route through the station are key to opening up both sides of the spatial area to one another.

The Area Strategy for Clapham Junction and York Road/ Winstanley Estate Regeneration Area received several representations during the Regulation 19 consultation. Respondents were pleased to see the spatial area be included as an Opportunity Area and the recognition of the Urban Heart Masterplan Area. More detail on both of these designations was requested which will come forward later. There was support for site allocations CJ6 and CJ7 being included following the Regulation 18 Consultation.

The issue of tall buildings was mentioned by several respondents in a general sense but also for specific site allocations. This has been addressed in detail in the Urban Design Study. Several modifications have been proposed for the Clapham Junction and York Road/ Winstanley Estate Regeneration Area.

Do the housing land site allocations in Clapham Junction and York Road / Winstanley Regeneration Area show how they will contribute to the achievement of the WLP's overall housing requirement of at least 20311 new homes and its timescale for delivery?

The estimated capacity and delivery for the specific housing site allocations is published in the Authority Monitoring Report on Housing and forms part of the unpublished background information of the HELAA (SD-047) ¹(Please see the footnote below for explanation why this has remained unpublished). The Site Allocation capacity of 3,137 together with the 67 capacity of other non-allocated sites make up the total housing capacity for Clapham Junction and York Road / Winstanley Regeneration Area as shown in table 2.2 (New Home Distribution) of Policy SDS1. As set out in Policy SDS1, the Council considers that stating the overall capacity for each Area Strategy area, alongside the total capacity for the borough, is the most appropriate strategy for setting out how the borough will meet its housing requirement. Site specific capacities and details of the assessment of housing land site allocations have not been provided in the Site Allocations of the Local Plan or in the HELAA (SD-047) as it is not considered helpful and may prejudice the planning consideration of a site. This is consistent with the Greater London Authority's Strategic Housing Land Availability Assessment (SHLAA) 2017 methodology, and avoids any pre-emption of the planning application process in establishing appropriate built form and densities for sites.

¹ The list of sites with capacities were not published to avoid any pre-emption of the planning application process in establishing appropriate built form and densities for sites. This is consistent with the SHLAA methodology.

However, for the purpose of assisting the Inspectors on the WLP examination process, the estimated capacity figures, and phasing for each Site Allocation are contained in Appendix 3 to written statement MM2 'Spatial Development Strategy'. Appendix 3 shows the estimated capacity for each site, which form part of the overall housing capacity figure set out in table 2.2 of Policy SDS1.

For sites with pending or approved planning permissions, the assessment of development potential relied on the levels of development identified within the permission, factoring in a probability of deliverability for pending permissions. For other sites, estimates of development potential, suitability, availability and achievability followed the methodology as set out in the HELAA (SD-047), which followed the methodology within NPPG Housing and Economic Needs Assessment 2020.

Estimates for housing potential on sites are derived from the Council's Urban Design Study (UDS) (SD-054), which applies a design-led approach to identifying capacity in accordance with Policy D3 of the London Plan. The methodology used for estimating the development potential is set out in greater detail in the UDS in Appendix H (SD-054). The capacities identified within the UDS are then adjusted, as appropriate, to account for existing residential uses and/or alternative uses anticipated on site, including those contributing to the economic capacity. It is important to note that the estimates derived from the UDS are indicative for the sites without planning permission and do not give a definitive number of units to be provided on site, as the ultimate capacity will be determined by the assessment of a planning application in accordance with the Local Plan.

For each site allocation a judgement was made on whether development on each site is likely to be viable and when it would likely come forward for development. Sources of information supporting this judgement included: (1) The Urban Design Study (SD-054) (2) The Wandle Delta Masterplan, which the Council has adopted as a Supplementary Planning Document (SD-076); (3) Pre-application records (which are confidential); (4) The results from the call for sites consultation; and (5) Knowledge of the site and landowner intentions and propensity to develop the land. (This involves an assessment of the 'history' of development of the site, for example, if it has previous planning applications submitted/approved or any pre-application discussions. Or if there are any known ownership issues that may make it less likely to come forward until resolved). Further review, site by site, of the housing and economic capacity has also been undertaken to account for any changes required as a result of new evidence or policies relating to: (1) Physical constraints based on GIS hazard, constraint and policy layers in the Local Plan (which include flood zone layers, local views, policy areas and protected views); (2) Existing built form and

building heights; (3) Existing heritage and sensitivity to growth (based on on-site or adjacent designated heritage assets, and findings of the Urban Design Study); and (4) Ownership, based on known constraints. (This is following the PPG on HELAA, if there have been any changes to the ownership of the site or legal impediment for development.)

Estimated timescales for housing delivery were assigned to the phases used in the London SHLAA, for comparability: (1) 2019/20–2023/24; (2) 2024/25–2028/29; (3) 2029/30–2033/34; and (4) 2034/35–2040/41. Development phasing was then annualised to each year between 2019/20 and 2039/40 inclusive, to allow for comparison to the proposed Plan period of 2023/24 to 2037/38. Housing delivery phasing details for the Site Allocations in Clapham Junction and York Road / Winstanley Regeneration Area are contained in Appendix 3 to written statement MM2 ‘Spatial Development Strategy’.

On the majority of the Site Allocations, the Council is already in discussion with the landowners, and it would be considered inappropriate to be more prescriptive within the Site Allocations, such as setting out a range of residential units or commercial floorspace to be delivered, as these discussions need to take place with the relevant landowners on a site-by-site basis, informed by discussions such as on site specific circumstances, local needs and viability, to ensure flexibility and effective delivery. Some of the sites represent longer-term opportunities, for key sites due to their siting or size, where the Plan seeks to influence development should they come forward through planning, and it would be unrealistic to specify content at this early stage.

The approved masterplan for the York Road / Winstanley Regeneration Area (SD-086) will contribute to meeting the Housing Zone (the Mayor of London has designated the Clapham Junction to Battersea Riverside Area as a Housing Zone) objective by delivering up to 2,550 homes over the lifetime of the development.

The redevelopment of Clapham Junction station is recognised as the key driver of change in the Opportunity Area and the Area Strategy will inform the early preparation of a masterplan for part of the Opportunity Area comprising the station and railway lands and major site allocations adjacent to the station area which have the capacity to accommodate new housing, commercial development and infrastructure linked to improvements to the station and public transport connectivity. This development capacity is in addition to the identified capacity for growth within the York Road/Winstanley Regeneration Area. Preparation of the masterplan is in the early phases with initial discussions having taken place with TFL, GLA, Network Rail and landowners. It is to be led by the Council in collaboration with key

stakeholders including Network Rail, Transport for London, the GLA, landowners and the local community.

The London Plan sets an indicative capacity for the Opportunity Area of 2,500 homes and 2,500 jobs, but it is considered that the overall capacity of the designated area will exceed this indicative target due to the incorporation of the York Road/Winstanley Regeneration Area.