



LONDON BOROUGH OF WANDSWORTH
LOCAL PLAN INDEPENDENT EXAMINATION IN PUBLIC
WRITTEN STATEMENT

MAIN MATTER 8:
ROEHAMPTON AND ALTON ESTATE REGENERATION AREA
(POLICIES PM7, RO1 - RO3)

THURSDAY 17 NOVEMBER 2022

Abbreviations

GIS – Geographic Information System

HELAA – Housing and Economic Land Availability Assessment

LIP – Local Implementation Plan

LP – The London Plan

NPPF – National Planning Policy Framework

NPPG – National Planning Practice Guidance

PM – Placemaking

RNA – Wandsworth Town Centre and Retail Needs Assessment

SDS – Spatial Development Strategy

SPD – Supplementary Planning Document

UDS – Urban Design Study

VNEB – Vauxhall, Nine Elms and Battersea

WLP – Wandsworth Local Plan

Is the area strategy and are the site allocation policies for Roehampton and Alton Estate 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 (PM7) and site allocation policies (RO1-RO3) for the Roehampton and Alton Estate Regeneration Area are justified by appropriate available evidence, having regard to national guidance, local context, and they are in ‘general conformity’ with the LP.

The primary sources of evidence are as follows:

- [Roehampton SPD](#) (SD-079)
- [Alton Estate Cultural Strategy](#) (SD-068)
- [Alton Area Masterplan](#) (SD-087)
- [Retail Needs Assessment](#) (SD-041)
- [Urban Design Study](#) (SD-054)
- [Local Implementation Plan](#) (SD-058)
- [Arts and Culture Strategy](#) (SD-065)

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 Roehampton and Alton Estate Regeneration Area is in accordance with the London Plan.

In the case of the Roehampton and Alton Estate Regeneration Area, the Area Strategy builds upon the Roehampton SPD (2015) (SD-079), and subsequent proposals for regeneration of the Alton Estate. The Area Strategy identifies opportunities to create an improved sense of place for the area, including celebrating the existing heritage assets in the area and improving connections to Roehampton High Street. The Area Strategy will assist in reconnecting the currently fragmented areas of Roehampton Village and the Alton East and

West Estates, whilst providing improved facilities and multi-functional spaces for local residents, and facilitating the development of new retail and employment uses to address recognised deficiencies. Focusing development here will help contribute to tackling deprivation, creating a better sense of place, delivering more and better quality housing and improved employment opportunities, reducing carbon dioxide emissions, and providing enhanced opportunities for active travel for local communities.

Policy PM1 provides an overarching guide to development and also points to any specific supplementary guidance. The Roehampton SPD (SD-079) and the Alton Area Masterplan (SD-087) provides additional guidance for how development should come forward in this spatial area.

Roehampton has three allocations made within the Area Strategy, two of which are in the Alton Estate and one which is further north. Each of these sites has been assessed through the HELAA process to provide an overall housing capacity of 1,014 dwellings, which is reflected in Policy SDS1. Further detail on how each site should come forward is set out within RO1 – RO3, and these are set within the context of other policies within the Plan (e.g. LP4, Tall Buildings).

Developing the Placemaking Policies: PM7 Roehampton and Alton Estate Regeneration Area

The Area Strategy boundary is principally based on the defined masterplan 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 the Roehampton and Alton Estate 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 Roehampton and Alton Estate 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.

In respect of the fourteen place based principles (and resulting 'spider' diagram), the Roehampton and Alton Estate Regeneration Area performs well on nature and open space, but less well on active travel and 15 minute neighbourhoods.

At the current time, the Roehampton and Alton Estate Regeneration Area can be defined by:

- Large-scale buildings of scenic, cultural and historic value;
- Socio-economic challenge, including some of the most deprived areas in the borough;
- It's a Local Centre with shops and community facilities focused around the twin axes of Danebury Avenue and Roehampton High Street
- Poor access to employment opportunities and low public transportation accessibility
- Substantial levels of road traffic, with Roehampton University and Queen Mary's Hospital

Roehampton's landscape is a palimpsest made up of different layers of historic developments, with Georgian and Victorian mansions nestling alongside post-war housing estates, and buildings from different eras on the university campus. The character of the area changed significantly in the mid to late 1950s with the introduction of the Alton Estate. The design vision for the Alton Estate was for elegant and harmonious clusters of residential accommodation to form distinctive landmark elements on the skyline in views from Richmond Park, and set within generous parkland, with the aim to give residents the impression of 'living in the park'. However, many of the landscaped areas are in need of sympathetic enhancements, including to the street lighting, to improve pedestrian safety and to make them more appealing

Although the atmospheric landscaping, historic layout and architectural quality of the buildings is valued by local communities, the Alton Estate is cut off from its surroundings by the A3 and Roehampton Lane, as well as continuous fences along Richmond Park and an adjacent golf course. The area has also suffered from additions and demolitions over the years, obstructing views, and infilling of vacant sites with poor quality developments. The incremental change has eroded the overall vision and sense of place and compromised the openness, harmony and connectivity of the estate.

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:

- Creating a mixed and inclusive community with new and improved high-quality housing that will widen housing choice;
- Protecting and enhancing existing heritage assets and the special character of the Alton Estate and Roehampton;
- Promoting active travel and the creation of new pedestrian friendly, green streets, and reconnecting the currently fragmented areas of Roehampton Village/High Street and the Alton East and West Estates;
- Facilitating new cultural facilities and activities to draw in both local and wider audiences.

Roehampton has a particular anchor for change that is shaped to its needs based on its unique circumstances. The desire for regeneration of the Alton Estate is multi-faceted and has arisen directly from the local community response to existing estate and property conditions. Regeneration of the estate provides the opportunity to increase local housing supply and deliver benefits to the wider community through the provision of new and improved community facilities, an improved local retail offer, affordable workspace for local businesses and enhanced open space and play facilities. The proposals provide the opportunity to realise benefits for the local area and to address issues such as poor housing conditions, overcrowding, unemployment and deprivation. Redevelopment of the estate has the potential to create a wide range of accommodation to meet local housing need and market demand by optimising the density, housing re-provision and other community benefits.

The vision is to blend this iconic post-war estate with the placemaking and streetscape lessons that have been learnt since its formation - creating a great place to live that includes a wide choice of housing suitable for new and existing residents who regard it as amongst the best locations in the borough.

Within the Placemaking policy, PM7, 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 PM7 are:

- Enhancement of the parkland setting of the Alton Estate;
- Improve pedestrian amenity, safety and the vibrancy of the area;
- Views, vistas and tall buildings;

- Creating new commercial, community, leisure and cultural facilities within Roehampton Local Centre;
- The temporary use of vacant shopping units, and other available spaces within the Alton Estate will be supported;
- Enhancement of the biodiversity, and the recreational, leisure, play and amenity functions of open spaces;
- The heritage and special character of the area should be reflected in the design of new development and the public realm.

In this respect, the key evidence in shaping the Area Strategy for the Roehampton and Alton Estate Regeneration Area has been the Roehampton SPD (SD-079), Alton Estate Cultural Strategy (SD-068), and the Alton Area Masterplan (SD-087) 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 Roehampton SPD (SD-079) and the Alton Area Masterplan (SD-087) provide the opportunity to increase local housing supply and deliver benefits to the wider community through the provision of new and improved community facilities, an improved local retail offer, affordable workspace for local businesses and enhanced open space and play facilities. The Masterplan includes a vision which will guide the necessary change to create a high quality living environment for residents. It identifies focused intervention areas where change is needed most to realise this vision as well as proposes an implementation strategy to help bring it forward. The Roehampton SPD (SD-079) builds off the Masterplan and helps to achieve its vision. It sets out core principles for development and a refined list of key intervention areas to help focus development and bring forward real change to the area. More recently the Alton Estate Cultural Strategy (SD-068) has been prepared which supports the Masterplan and SPD and embeds arts and culture at the heart of the Alton Estate Regeneration creative vision and ensures the public art programme connects the site with the wider area through a celebration of heritage and the future shaping of the area.

The Retail Needs Assessment 2020 (RNA) (SD-041) anticipates that, following the implementation of commitments under the Alton Estate regeneration scheme, there is a limited capacity in the area for additional food and beverage uses until 2030, after which there is small-scale demand for additional provision. In the interim, pop-up or meanwhile uses should be encouraged in vacant shops and other disused spaces during the various phases of redevelopment of the Alton Estate, adding to the vitality of the local centre. These

should particularly support creative use, with the view to establishing a permanent cultural anchor space in the longer-term as part of the regeneration of the area, potentially realised in collaboration with institutional partners.

The Local Implementation Plan (SD-058) identifies that there is a lack of nearby rail or London Underground services near Roehampton which makes it dependent on buses for public transport. Roehampton is therefore a nodal point and interchange for bus transfers and it is recognised as an area with relatively low active travel. The Council is overseeing major improvements at Roehampton town centre to address these issues.

Danebury Avenue is noted in the Urban Design Study (2021) (SD-054) as lacking vibrancy and interest, a result of a lack of leisure, community and entertainment facilities or restaurants, and it also suffers from a poor public realm and the maintenance and condition of the buildings. The redevelopment of the area through the estate regeneration scheme should seek to address this by attracting investment into the area to create a vibrant new heart for Roehampton, including the provision of improved commercial, community, cultural and leisure facilities within the local centre. The eastern end of Danebury Avenue would benefit from an improved 'village square' to serve as a gateway to the local centre.

The Spatial Area Map at 9.1 shows how the different considerations are brought together, with Danebury Avenue and Roehampton Lane acting as important spines which the rest of the spatial area and local centre connect to. The allocated sites each connect to one of these two routes and will help bring forward the vision as well as the anchor for change for Roehampton and the Alton Regeneration Area. The amount of open space within and adjacent to the site is highlighted as well as the intended new routes and building footprints which are anticipated to come forward.

The Area Strategy for the Roehampton and Alton Estate Regeneration Area received no representations of significance during the Regulation 19 consultation.

Are the housing land site allocations in Roehampton and Alton Estate Regeneration Area deliverable and do they 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 1.012 together with the 2 capacity of other non-allocated sites make up the total housing capacity for Roehampton 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.

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

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.

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 NPPG 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 Roehampton 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.

Planning permission was granted earlier this year (2022) under reference 2019/2516, partly detailed and partly outline for the regeneration of the estate to include comprising up to 1,108 residential units and up to 9,377 sqm of non-residential mixed uses including community and healthcare facilities.