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To members of LPG, Cabinet, BDPC
and Sustainable Communities Panel

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Date: 27 May 2009

Dear Councillor and Officer Colleagues

Local Development Framework – Core Strategy – Appendix 1

A report on the above is to be presented to during the coming committee cycle to

Sustainable Communities OS Panel 3 June
Leader's Policy Group 8 June
Borough Plan Advisory Committee 11 June
Cabinet 22 June

Whilst being part of the formal agenda for these particular bodies, in order to promote a cost effective approach to providing the document to members and officers, the Appendix is provided to you separately with a request that you bring your copy to the meeting/meetings for which you are a serving member or attending officer.

With the exception of LPG, an electronic version of the Appendix will also be deposited on the Council's web pages alongside each of the agenda for these meetings.

Yours sincerely

David Dunford
Democratic Services



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1 Foreword from Councillor

- 1 To be drafted.

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2 Introduction and Purpose

2.1 The Local Development Framework (LDF) is a new form of development plan and will replace the Unitary Development Plan. It will however provide a wider spatial planning framework and will seek to provide guidance for the Community Plan. The LDF should look forward 15 years and will set out strategies and policies for the development and use of land as well as broader spatial matters. It will consist of a number of separate documents setting out different types of planning guidance.

2.2 The Core Strategy is the key policy document in Merton's LDF setting out the spatial strategy for the borough and the key elements of the planning framework. It brings together strategies relating to land use in an integrated manner to provide a long term spatial vision and means to deliver that vision.

2.3 The Core Strategy will be supported by other Development Plan Documents (DPDs), especially the Development Control Policies DPD, which will provide more detailed policies. Further guidance is also available in Supplementary Planning Documents (SPD's). All other LDF documents must conform to the Core Strategy.

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3 Consultation

3.1 Before starting to prepare the LDF, we considered what Merton's communities had already told us through other recent public consultations – including those on the preparation of the Community Plan (2006-15). This helped to establish a starting point of community priorities and concerns that could be examined further through the LDF. Community involvement on any document in Merton's LDF is carried out in accordance with Merton's Statement of Community Involvement. Several communities had been identified who had previously not responded well to planning-related consultations and their engagement has been actively sought. Since preparation began in 2005 there have been four stages of consultation on the Core Strategy:

- Key Issues: November 2005 – January 2006
- Options: February – April 2006
- Spatial Options: November 2006 – January 2007
- Preferred Options: June – July 2007

3.2 The results of all the previous consultations, government guidance and other evidence were used to feed into the preparation of this document.

3.3 This consultation document is the final opportunity to raise comments to influence the drafting of the Core Strategy. The document moves on from the Preferred Options to set out a full set of strategic policies, taking account of the latest guidance and evidence to emerge. In response to previous representations, this document articulates more clearly what the Core Strategy means for different parts of the borough, setting out dedicated sub-area policies. An enhanced vision has been set out for the long-term future of Merton. Although much of the information that underpins the strategy and the objectives remain the same, they have been integrated and presented in a more coherent spatial approach. The strategic objectives to achieve this flow throughout the document, and there is a greater focus on how policies will be monitored and infrastructure delivered.

3.4 After this consultation, the Core Strategy will be finalised by the Council and then subject to a representations stage. Comments made then will be forwarded to the Planning Inspectorate who make an independent assessment with a Public Examination. Following their binding recommendations, the Council can adopt the Core Strategy.

4 Sustainability Appraisal

4.1 A Sustainability Appraisal (SA) has been undertaken at each stage in the preparation of the Core Strategy and has assisted in the shaping of the document. The findings of the Appraisal will ensure that the policies will facilitate sustainable development throughout Merton.

4.2 The SA is a method for checking that the policies in the plan have an acceptable impact in the social, environmental and economic development of Merton, while also identifying potential negative impacts and proposing mitigating measures for such impacts when alternatives are not viable.

4.3 The process of appraisal is intended to influence the development of the LDF as policies are developed, which justifies the need for a new SA to be carried out for each stage of the LDF production. The SA should inform the drafting of the issues and options for the development of a borough, influence the choice of the preferred strategy and shape the development of the policies that will try to implement the preferred strategy.

4.4 Detailed information on how the SA has influenced each one of the policies now proposed in this document has been included as part of each policy chapter and it is also detailed in the Pre-Representations Stage SA Report.

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5 Key Drivers and Evidence Base

5.1 Issues that Merton faces are set within the national and regional context. In preparing the Core Strategy the Council has had regard to the national and regional framework, which local policies have to be in conformity with. National and regional guidance should not be repeated in the LDF. There are ambitions that are common to most, if not all, places in England and Wales - such as reducing air, noise and light pollution. As matters such as these are protected through national and regional guidance and are not locally distinctive to Merton, they are not repeated here.

National Context

5.2 National guidance sets the context for planning in Merton. National policies on planning matters are set out in various Planning Policy Guidance Notes (PPGs) and Statements (PPSs) produced by Government, alongside companion guidance and best practice advice.

Regional Context

5.3 Merton's LDF needs to be in general conformity with the London Plan, as the development plan for Merton is composed of both Merton's LDF and the London Plan. Under the new development plan system introduced by the Planning and Compulsory Purchase Act 2004 the development plan for a London borough is taken to be the Spatial Development Strategy (the London Plan) and the local development plan documents (taken as a whole) which have been adopted or approved in relation to that area. Policies and guidance contained in both plans must be considered when determining planning applications and development proposals for Merton.

5.4 Merton is part of the South London Sub-regional Development Framework and the wider city region of Greater London. The Sub-regional Development Framework for South London sets out the key strategic priorities for the sub-region, which are to plan for expected population and employment growth, enhance the quality of the natural and built environment within south London, and to have a more clear and defined strategy for the economic development of the whole of the region. This plan, although still relevant, is likely to be replaced with a more up-to-date implementation strategy to which Merton's Core Strategy will have to be in general conformity with.

5.5 The region of Greater London also has a development strategy since 2004, which is the London Plan. The current version of the London Plan has been through a number of alterations since initially published in February 2004. All references in this Core Strategy are to the *London Plan Consolidated with Alterations since 2004* (published February 2008). A review of the adopted London Plan is now scheduled but may not be completed until 2011, therefore the adopted Plan is still the above mentioned version.

5 Key Drivers and Evidence Base

5.6 The policies in the London Plan are intended to be strategic. Overall they support the continued growth of London, both economically and demographically, within its administrative boundaries. In addition, the policies seek to protect and enhance London's world city status and address environmental quality and climate change. The London Plan also seeks to tackle discrimination and promote social inclusion.

5.7 Consistency between planning documents is essential to provide clarity and certainty. Hence, the Planning and Compulsory Purchase Act 2004 (s.24(1)), requires that local development documents such as the Merton Core Strategy must be in 'general conformity' with the London Plan.

5.8 The London Plan's vision for London is to develop it as 'an exemplary, sustainable world city', based on three interwoven themes (2008, p.xii):

1. Strong, diverse long term economic growth;
2. Social inclusively to give all Londoners the opportunity to share in London's future success;
3. Fundamental improvements in London's environment and use of resources.

5.9 Central to the London Plan are the six over-arching Mayoral objectives. London Plan Policy I.1 states that policies in local development plan documents should take these objectives fully into account. The objectives are:

1. To accommodate London's growth within its boundaries without encroaching on open spaces;
2. To make London a healthier and better city for people to live in;
3. To make London a more prosperous city with strong, and diverse long term economic growth;
4. To promote social inclusion and tackle deprivation and discrimination;
5. To improve London's accessibility;
6. To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well-designed and green city.

5.10 The London Plan aims to increase London's supply of housing by 30,500 additional homes per year (Policy 3A.1). The London Plan stipulates that 3,700 new homes are to be provided in Merton over the period 2007/08 to 2016/17. This translates to an annual monitoring target of 370 new homes. The London Plan encourages boroughs to exceed their targets subject to local circumstances and economic viability. More detailed guidance on Merton's affordable housing targets is set out in Policy 13 'Housing Choice'. In addition, the London Plan sets a strategic target for affordable housing provision that 50% of provision should be affordable (Policy 3A.9). However, the Plan recognises that housing targets should be sensitive

to the economic and social circumstances of London and Policy 3A.10 states that in assessing schemes the individual circumstances of the site should be considered and targets be applied flexibly.

5.11 London Plan Policy 2A.8 supports a ‘polycentric’ approach to the development of the metropolitan area. This means that, outside of Central London, town centres should be supported as locations for both housing and employment growth. The London Plan’s town centre classification designates Wimbledon as a major centre and Morden and Mitcham as district centres. Policy 1 ‘Centres’ in the Core Strategy demonstrates how the borough’s centres will be promoted and developed with specific local area policies following for Wimbledon, Morden, Mitcham, Colliers Wood, Raynes Park, and Wimbledon Village.

5.12 London Plan Policy 2A.9 supports the development of sustainable suburbs in both inner and outer London. This is a significant policy given Merton’s primarily suburban low-density character. The Core Strategy along with Merton’s Community Plan (as outlined below in paragraph 5.14) seeks to enhance the quality of life, economy and environment of outer suburban London.

5.13 London Plan Policy 5E.1 outlines the strategic priorities for South West London. These priorities relate to strengthening economic ties with Central London and promoting the sub-region’s contribution to London’s world city role. These ambitions are supported in this Core Strategy. Particular priorities of relevance to Merton are:

1. Optimising the development of the Area for Intensification around South Wimbledon and Colliers Wood which seeks to provide a minimum of 1,300 homes between 2001 and 2026 alongside 2,000 jobs (this is further developed in London Plan Policy 5E.3);
2. Encouraging sensitive restructuring of some town centres to reflect changes in the office market and the need for a range of economic activities and housing;
3. Managing the reuse of surplus industrial land taking into account waste management requirements;
4. Creating a new regional park that integrates and contributes to the regeneration of the Wandle Valley Development Corridor;
5. Improving orbital movement by public transport, including Croydon Tramlink extensions, and improved access to Heathrow.

5.14 The sub-region includes 14% of London’s industrial land, including four Preferred Industrial Locations in Merton. These locations have been identified as part of London’s reservoir of strategic industrial capacity. Policy 16 ‘Economic Development’ in the Core Strategy demonstrates how these will be managed with an approach consistent with the London Plan. The Core Strategy Policy 11 ‘Waste Management’ demonstrates how the borough will become self-sufficient in waste management.

Local Context

5.15 Merton Partnership is the overarching strategic partnership that seeks to place the needs of the community, the regeneration of the borough and the effective delivery of public services right at the heart of what public agencies and their partners do. They are responsible for producing and delivering Merton's **Community Plan**, as the key strategy that guides the activities of the Council and partners. The issues raised in drawing up the Community Plan were used to inform the LDF and to ensure that the LDF helps to deliver the Community Plan. Initial preparation of the Core Strategy was informed by the adopted 2006 – 15 Community Plan, which has now been refreshed to cover the period 2009-19 and to reflect changing needs and priorities. It is the Sustainable Community Strategy in line with central government terminology, and has been subject to its own Sustainability Appraisal. The five strategic themes identified have remained consistent:

- Sustainable communities – covering housing, the environment, the economy and transport
- Safer and stronger communities
- Healthier communities
- Older people
- Children and young people

5.16 In addition, a number of cross-cutting themes were recognised including sustainability, celebrating diversity and promoting social cohesion, and the impact of culture and leisure. One of the main priorities for the LDF from the Community Plan is to tackle imbalances between different parts of Merton by 'bridging the gap', which requires area based priorities for regeneration and the reduction of inequalities.

5.17 The **Local Area Agreement** is the delivery plan for the Community Plan. Merton's second LAA covers a three-year period, from 2008-2011 and is refreshed annually. The central theme of Merton's LAA is 'bridging the gap', which aims to narrow the inequalities between the east and the west of the borough.

5.18 Merton's **Neighbourhood Renewal Strategy** 2005 – 10 aims to 'bridge the gap' between disadvantaged areas and more affluent parts of the borough, improving the quality of life for all residents. It identified a number of wards and pockets of disadvantage, on the basis of a range of indices of deprivation, as Neighbourhood Renewal Areas. The development of Neighbourhood Action Plans refocuses mainstream funding to reshape core services, providing long-term solutions to meet residents needs. Furthermore with the addition of capital funding available for neighbourhood renewal projects, residents will also be able to see physical changes in their environment.

5.19 The **Mission for Merton** was developed following a listening exercise by the Council in 2007 to help shape the future of Council services. In May 2008 the mission to meet this vision was set out:

Our mission is to make Merton a great place to call home, where the council provides opportunity for individuals and families to prosper in south west London. We will enable local people to fulfil their ambition by providing educational opportunity and good value services in a safe and sustainable suburb.

The council will bind Merton's distinct communities together with a common sense of belief in safe neighbourhoods, social progress and educational opportunity, bridging the gap between the inequalities that exist in the borough.

5.20 The programme has five strands:

- Safer Merton – making the borough a safer place to live;
- Sustainable Merton – improving the local environment and access to transport, housing and better local amenities;
- Enterprise Merton – to stimulate enterprise in the borough and keep council tax down;
- Healthy Merton – improving health and social opportunities for residents of all ages; and
- Opportunity Merton – improving education, participation in decision-making and local leisure and culture offers for all.

5.21 Building on the Mission for Merton work, Merton Partnership's vision for the borough in 2019 is:

We want Merton to be a great place to live and call home, where citizens are also neighbours and take responsibility for improving their own lives and neighbourhoods.

5.22 A wide range of other local evidence base documents have informed the preparation of the Core Strategy. Some of these have been prepared in partnership with other stakeholders and take account of sub-regional issues. These are summarised alongside the relevant spatial policies.

The Credit Crunch and Regeneration

5.23 At the time of writing (February 2009) the UK is currently in recession. It is widely recognised that the inability to secure credit has had implications way beyond financial services industry. A report published in January 2009 by the Communities

5 Key Drivers and Evidence Base

and Local Government (Credit Crunch and Regeneration - impacts and implications) clearly illustrates that, although all aspects of regeneration are suffering, developments in marginal areas - economically and geographically - will be most affected.

5.24 The private housing sector has been worst hit, although the public sector is enjoying an unexpected bonus as prices for land, projects and developments fall, creating opportunities for provision of public sector housing and infrastructure.

5.25 Although it is recognised that place-making is a long term process, the uncertainty caused by the recession in terms of projections for new housing, economic development, social infrastructure needs and even population make it difficult to accurately plan for future need. The speed and severity of the recession means that even the most recent analysis is rapidly out of date.

5.26 Data forecasts may need to be revisited when the picture is clearer in order to accurately inform the LDF.

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6 Portrait

6.1 Merton is an outer London borough, situated in south west London, in the heart of the Wandle Valley. Merton is predominantly residential in character (42% of the area) but with great variations in social mix and density of development from east to west and north to south.

6.2 Although it is one of the smallest London boroughs with an area of 37 square kilometres, it contains several distinct districts including Mitcham, Morden, Colliers Wood and Wimbledon, and some impressive open spaces including Mitcham and Wimbledon Commons. There are a number of smaller local centres scattered across the borough at Arthur Road, Motspur Park, North Mitcham, Raynes Park and Wimbledon Village that each have their own distinct character.

6.3 Due to its location, the borough has always benefited from its proximity and good connections to central London, while also being able to maintain a more suburban feel than some other inner London boroughs.

6.4 The most urban parts of the borough are located to the north, adjoining the boarder with Wandsworth. During the late nineteenth and early twentieth centuries London's suburbs expanded around older village settlements at Mitcham, Merton Abbey, Morden and Wimbledon with the growth of the rail network to London.

6.5 The northern part of the borough are characterised by tightly packed streets of late Victorian or Edwardian terraced housing around North Mitcham, Colliers Wood and South Wimbledon, and larger detached or semi-detached homes around Wimbledon.

6.6 1930's suburbia characterises large parts of the south and east of Merton: lower density semi-detached houses or short terraces with gardens, in tree lined roads with wide grass verges, which merges with neighbouring boroughs of Sutton and Croydon to the south.

6.7 Merton is one of the greenest boroughs in London, with extensive parks, green and wild spaces that offer recreation, relief, contrast and structure to the borough's built environment. 18% of the borough's area is open space, compared to a 10% London average. A significant part of the borough's open space provision corresponds to Wimbledon and Mitcham Commons, which are extremely valuable for the borough in terms of biodiversity, nature conservation, and are a popular leisure attraction for residents and visitors from outside the borough.

6.8 The Wandle Valley runs through south London from Croydon to the mouth of the Wandle at the Thames in Wandsworth. It has long been the focus of industrial activity, which peaked in the nineteenth century, and still links modern business and

6 Portrait

industrial estates at Willow Lane, Morden Road and Durnsford Road with Merton's industrial heritage at Abbey Mills. The river, and the Wandle Trail along its banks, acts as a green corridor for wildlife and offers walking, cycling and other recreational opportunities. Plans for a regional park are being drawn up to the southern end of the borough around Mitcham Common.

6.9 The borough is one of the safest in London, consistently in the top four lowest crime rates across the capital. Despite this, fear of crime remains high, as one of the main concerns for residents.

6.10 According to the 2001 Census, Merton had a total population of about 187,900 in 78,884 households and an average household size of 2.38 people.

6.11 The number of people living in Merton is expected to increase over the next 20 years by around 10% to about 205,000 in 2026 (GLA, PLP Low). However, over the past five years birth rates in Merton, and London-wide, have jumped, putting unexpected pressure on early years services. If this spike continues, it may create the need for more school places and eventually more homes and other supporting services to cope with a larger population.

6.12 Merton's population is fairly youthful with around half in the 15-45 year old age group. There is a similar ethnic mix when compared with the rest of outer London: about three quarters of the population are from the White ethnic group, 11% from the Asian ethnic group and 8% from the Black ethnic group.

6.13 Though Merton is located in one of the most economically dynamic and richest regions in Europe, there is a great diversity and significant differences in the composition of communities throughout the borough. Multiple problems related to poor economic prospects, low education attainment, poor health and lower incomes are more frequent in eastern wards such as Figges Marsh, Cricket Green, Pollards Hill, Lavender Fields and St. Helier.

6.14 These socio-economic problems are compounded by environmental and infrastructure differences; there is more limited access to public transport and open spaces in eastern parts of Merton and the quality of shopping and leisure facilities are also relatively poor compared with western wards. These deprived areas extend into parts of neighbouring boroughs at Croydon, Lambeth and Sutton.

6.15 Merton is already working with its partners in government, the private sector and the voluntary sector to address these inequalities, including via initiatives through Merton's Community Plan, and Merton's Neighbourhood Renewal Action Plans. Regional actions, such as the opening of the new train station at Mitcham Eastfields and the creation of the Wandle Valley Regional Park, are also signs of progress towards regeneration of the area.

6.16 While parts of east Merton suffer from pockets of deprivation and poor public realm, a higher proportion of people in western wards are employed, more are working in higher skilled (and therefore higher earning) professions and that educational attainment is also higher in Wimbledon. More of the public realm in western parts of Merton is protected by conservation areas due to its historic significance.

6.17 The Wimbledon district attracts more visitors and commercial interest, in part due to the global recognition of the Wimbledon 'brand' through the All England Lawn Tennis Championships held annually at the grounds near Wimbledon Park.

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7 Issues and Opportunities

7.1 From the policy drivers, previous consultation and portrait outlined above, it is clear the borough faces a number of challenges. The key issues that need to be addressed in the LDF to direct change are:

Addressing inequality:

- Reducing the recognised inequalities between eastern and western parts of the borough is a key aim of Merton's Community Plan and Neighbourhood Renewal Strategy, and the Mission for Merton focuses on promoting opportunities. Inequalities need to be minimised in terms of access to jobs and services, including housing choices, and learning opportunities.
- The preparation of the Core Strategy has identified the preferred strategy of targeted regeneration in key areas to tackle deprivation, such as found in parts of Mitcham, South Wimbledon and Morden. The challenge for the Core Strategy is to help encourage regeneration in these places to ensure greater equality is achieved, bringing together a joined up approach with physical regeneration and other measures outside of planning. Merton's LDF is one tool to support the implementation of the Community Plan and Neighbourhood Renewal Strategy to seek to reduce inequalities in the borough.

Addressing the Impacts of Climate Change:

- The impacts of climate change are increasingly affecting people's quality of life. Environment, economic and social impacts are being experienced by Merton's residents and workers, such as higher energy and insurance bills, difficulties with travelling in extreme conditions, dangers of flooding or drought affecting property and people. It is recognised that lifestyles will have to change – both to help combat climate change and to reduce the risk to communities from its effects. The nature of development will also have to change to help minimise risk to Merton's communities.
- Predictions show that summers are likely to be drier and hotter with water shortages occurring more frequently. The challenge for the Core Strategy is to devise ways to ensure that the carbon footprint of existing and new development is reduced and to build new developments in a way that adapts to inevitable changes to the climate. This will require a cross-cutting approach that tackles many areas including flooding, infrastructure, waste, and transport.

Ensuring Competitive Centres and Economy:

- Prior to the recession, projections had indicated modest economic growth for the borough. Tackling the skills shortage and improving job opportunities is especially important for deprived areas including those in the east, as well as

addressing unemployment and educational attainment. Parts of the Wandle Valley represent an opportunity for regeneration, given the strategic importance of the corridor beyond the borough, recognised in the London Plan. The review of the London Plan indicates support for outer London towards a more polycentric pattern. The challenge for the Core Strategy is maximising the value from existing employment sites and supporting existing and new businesses across the borough, bringing together a joined up approach with other measures beyond planning.

- Centres across the borough play a vital role in providing shops and services; their vitality and viability needs to be maintained and enhanced. Projections indicate capacity for retail growth within town and local centres across the borough. While Morden and Mitcham coincide with the recognised areas in need of regeneration, Wimbledon needs to maintain its status as the borough's major centre. The issue is how to retain and attract spending in the local economy, where places are seen as destinations. There is an opportunity to ensure the out-of-centre shopping at Colliers Wood is restructured to address sustainability, related to taking forward the London Plan designation of South Wimbledon/Colliers Wood as an Area for Intensification. The Core Strategy needs to ensure centres cater for the needs of our residents, workers and visitors.
- Whilst at the current time the economic downturn is causing uncertainty, this underlines the need for a resilient local economy that is diverse and well positioned to compete with other areas. The Core Strategy needs to be aware of the impact of the downturn, particularly in forming realistic expectations about what may happen in the short-term, but also to remain focused on setting a positive, long-term framework, to shape places and support regeneration. Future LDF documents can be produced to respond to market conditions within the framework set by the Core Strategy.

Accommodating New Development:

- Targets for new and affordable homes need to be met, within the constraints of protecting existing suburban character and open spaces. National and regional guidance directs higher density development to the areas of highest public transport accessibility, while protecting the borough's valued open spaces. There is an opportunity to guide development in line with the designation of South Wimbledon/Colliers Wood as an Area for Intensification.
- Parts of the borough's environment are in need of improvement to increase design standards. The environment in other parts is highly valued and needs to be protected. To maintain the high quality of the environment and its desirability as a residential suburban location, new development will have to meet high design and environmental standards. The quality of Merton's historic environment must be protected from increasing pressures. There is a need to improve inclusive access and feelings of safety and security. Maintaining and

7 Issues and Opportunities

improving the quality of the built environment across the borough is a key challenge for the Core Strategy.

- New development will need to accommodate modest levels of housing and economic growth, accompanied by the necessary services and infrastructure.

Providing for Merton's Changing Population:

- There are currently different projections for population growth for Merton 2009-2031, leading to a difference of 23,000 households containing 43,000 residents. However these are being updated annually with changing development, birth rates and migration trends and the Census in 2011 will result in a similar starting point from which new projections will be reconciled. Even if significant population growth is not forecast long-term for Merton, if a recent spike in London's birth rates continues, infrastructure will have to support more young people alongside an ageing and more ethnically diverse population.
- In response to regional targets, the number of new homes will continue to increase, albeit with a reduction in the average household size, which will continue to put pressure on infrastructure and services. The issue for the Core Strategy is meeting the needs of the varied population and ensuring the necessary infrastructure is provided. It is a challenge that ranges from providing homes, for example for families and the elderly, to providing places, such as for younger people to go, to ensure the variety of the needs of the population are met. The opportunity is for the Core Strategy to set out a clear, forward thinking, infrastructure delivery plan.

Enabling Sustainable Lifestyles:

- There are clear drivers from national and regional guidance to deliver sustainable communities. The Council's Mission for Merton sets out to make Merton a great place to call home, as a safe and sustainable suburb. Sustainable development must be at the heart of processes and developments. The challenge for the Core Strategy is to take a balanced approach to bring together all the elements required for sustainable neighbourhoods across the borough that will improve the quality of life for residents, workers and visitors.
- As an outer London borough, the car plays an important role but the road network is under pressure. It is important to ensure that facilities, services and jobs can be accessed locally to reduce car travel. A crucial element is improved connectivity; parts of the borough require improvements to public transport and facilities for pedestrians and cyclists to make local journeys easier. The challenge for the Core Strategy is to improve transport choices and reduce the dominance of the private car to deter growth in the levels of traffic congestion.
- The borough's wealth of green spaces is highly valued and makes a vital contribution to the borough's character. This needs to be protected and opportunities for enhancement seized, such as the Wandale Valley Regional

Park. The Community Plan strives towards healthier communities. Wimbledon's role in the Olympics is an opportunity to build a legacy. The Core Strategy will need to protect open spaces from inappropriate development and capitalise on these assets. A number of areas would benefit from environmental improvements, including our centres and key transport corridors, to make them more attractive.

7.2 Some of these issues are not unique to Merton and are being driven by wider factors. Addressing inequality and the impacts of climate change are the critical challenges for the borough where resources need to be focused to enable change.

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8 Spatial Vision

8.1 The Core Strategy must set out an overall vision as to how the area and places within it should develop. The vision for Merton is intended to provide a long term guiding aspiration, painting the picture of a snapshot as to how the borough will be in 2030. It is recognised that some elements may not necessarily be achieved by this Core Strategy, but it is important to establish a clear picture of what we are working towards.

Vision for Merton in 2030

8.2 By 2030, Merton will have become a highly desirable destination, known for its high quality environment, thriving economy and transport links, with excellent services and facilities that fully support the needs and aspirations of local people whilst adapting to changing climates. Disparities between eastern and western parts of the borough have been reduced, and Merton is now a cohesive borough giving residents, visitors and workers the opportunity to enjoy active, healthy, sustainable and diverse lifestyles.

8.3 Through targeted regeneration in key areas and bridging the gap between different parts of Merton, the eastern wards have become more economically and socially balanced in terms of health, education, access to services, income, skills and general living environment. The past divide between the eastern and western parts of the borough is no longer evident.

8.4 The right balance between economic, residential and infrastructure development has been achieved in places where change has happened, namely Colliers Wood - South Wimbledon area, Morden and Mitcham town centres; or where the existing valued character and the environment has been enhanced, namely Wimbledon town centre and Village, Arthur Road and Raynes Park.

8.5 Sustainable, diverse communities are found across the borough, thriving in socially mixed neighbourhoods anchored around social, commercial and recreational hubs, with opportunities for local people to prosper economically, where quality homes meet all needs.

8.6 Improved public realm has been integrated within each neighbourhood, making the local area attractive and desirable for all, which local communities feel pride in and take ownership of its maintenance and development. This has contributed to the creation of a more inclusive Merton, where diversity is promoted and the needs of all are met, including people from different age groups and abilities, and people of different religious, cultural, economic, sexual orientation and ethnic backgrounds.

8.7 Merton's built environment has seen great improvement, through the regeneration of town centres and a reduction in the dominance of the car allowing pedestrians and cyclists to enjoy a quality environment that is safe, green and attractive. Areas outside the town centres have kept their suburban character and high quality urban environment by respecting its heritage, but also encouraging improvements in areas of lower quality design.

8.8 Merton has enhanced its status as one of the greenest and safest boroughs in London by drawing on the strengths of its iconic green spaces, such as Wimbledon and Mitcham Common, and by transforming the Wandle Valley Regional Park into a beacon of regeneration, and sustainability which attracts visitors from beyond the borough. This has enhanced the quality of Merton's environment and improved biodiversity, especially in the eastern areas of the borough, opening up Merton to wildlife, opportunities for sport, recreation and contact with nature. In Merton there is easy access to well connected green spaces and opportunities for healthy lifestyles, which are seized by residents, workers and visitors.

8.9 Merton's residents and workers come to and enjoy the borough's increased commercial offer, changing and making the town and local centres more viable and accessible than in the past. Vibrant centres attract visitors and there are plenty of reasons for passers-by to stop to use the mix of shops and services.

8.10 Some areas have become more specialised; for example Willow Lane has continued to support industry; Colliers Wood and South Wimbledon provide services for the growing population; Wimbledon provides outstanding shops and offices which are supported by a varied range of restaurants, bars and cultural destinations; and Morden and Mitcham have been regenerated to meet the needs of the local population that is attracted to the enhanced shopping and leisure facilities. Other local and town centres, such as Raynes Park, Arthur Road and North Mitcham continue to develop for the local community needs.

8.11 Wimbledon has increased its attractiveness for visitors from a wider metropolitan area and is well known internationally for now having successfully capitalised on its Olympics legacy and by building on its reputation as a world class tennis destination. Opportunities to enjoy the borough's rich cultural and heritage facilities, particularly around Wimbledon, are available to everyone.

8.12 Merton has a more diversified economic base that, while supporting London's growth, also minimises the borough's dependency on central London and makes Merton's economy more resilient to change. The development of the Wandle Valley, as a highly desirable destination for businesses and industries, has provided the local community with improved access to jobs and varied opportunities for

8 Spatial Vision

employment. Start-up, small and medium companies have the right premises and business support to grow and thrive in the Wandle Valley and in Wimbledon Town Centre.

8.13 More people live and work in Merton, as opportunities for employment and training are available and used by local residents, benefiting especially the more economically deprived areas of the borough. Schools and further education training facilities are heavily used by the local community, which gives them the skills to access better jobs, better pay and to aspire to a higher quality of life.

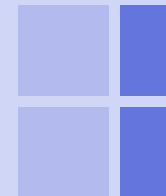
8.14 Residents in Merton are proud to live in the borough and have had the opportunity to choose from a varied range of housing and different levels of affordability that include: family housing, housing in urban and suburban settings and smaller households. All homes are well designed, suitable for younger and older people, and there has been clear success to adapt all housing stock to tackle climate change and to provide local people with homes that can adapt to their needs as they change over time.

8.15 In 2030, you can find a wide range of infrastructure available to support the borough's population. This includes utilities such as electricity, water, gas, telephone lines, as well as a diverse range of health facilities, education facilities, sport/leisure/youth facilities, cultural facilities, social care facilities, community facilities and emergency services facilities. Areas that were once deficient in some of these services are now well provided for, by a targeted approach towards the needs of the local community, and tailoring provision to respond to those needs. In some cases this has been achieved through bringing together different uses and services to create a more integrated approach towards infrastructure, often located within town and local centres as the most accessible locations for all.

8.16 Merton's residents have benefited from greater transport choices and improved local facilities which encourage more sustainable transport behaviour and are a real alternative to other modes of transport. Local journeys have been made easier by an enhanced cycle and pedestrian network, that is well designed, safe and secure, providing better connections to key strategic locations in the borough. Merton has become a place where residents and visitors choose to walk, cycle or use public transport rather than their own car.

8.17 Merton is now more accessible to and from London and southwards towards Gatwick due to significant improvements in key public transport corridors.

8.18 Merton continues to lead the way forward for London in terms of tackling and adapting to climate change, especially in areas that have experienced significant regeneration and development and where significant investments in infrastructure have allowed for the implementation of low carbon technologies such as more efficient



use of energy and intensive use of renewables. The success of Mitcham as a low carbon zone has enabled other areas within the borough to become greener and reduce their carbon emissions.

8.19 Addressing the challenge of climate change has been achieved through the promotion of low carbon lifestyles, implementation of efficiency measures, encouraging use of public transport, and providing commercial occupants and residents with information on climate change and how they can tackle it in their own homes and businesses. Merton is now far less dependent on external sources including energy, waste management and food supplies, as residents and businesses have become more self-sufficient.

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9 Strategic Objectives and Spatial Principles

9 Strategic Objectives and Spatial Principles

9.1 The strategic objectives translate the Vision into seven overarching aims that influence and guide the strategic policies that, through implementation and partnership working, will deliver the Vision. The strategic objectives have been guided by the objectives in the London Plan, as outlined in paragraph 5.9. Together the strategic objectives seek to equally contribute towards sustainable neighbourhoods across the borough.

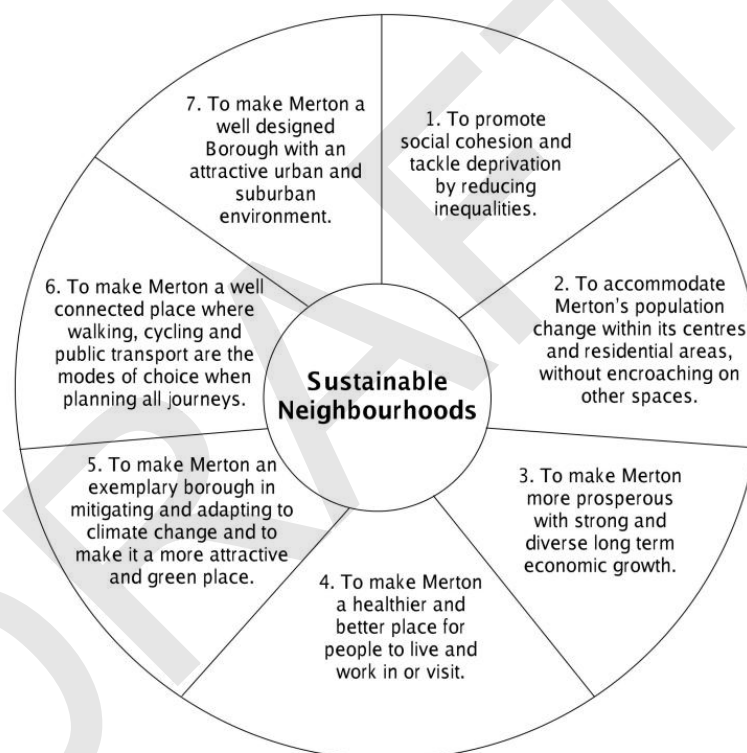


Figure 9.1 Strategic Objectives

9.2 Each of the strategic objectives has a number of spatial principles which expand upon how they will be achieved within the borough.

1. To promote social cohesion and tackle deprivation by reducing inequalities.

We will do this by:

1. Improving access to services and facilities in areas of need;

2. Promoting socially mixed sustainable, vibrant, safe and healthy communities, especially where there are areas of deprivation;
3. Regenerating Colliers Wood, South Wimbledon, Mitcham, Morden and the Wandle Valley.

2. To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.

We will do this by:

1. Delivering high density new homes and associated infrastructure and social facilities that respect and enhance the local character of the area, in places with good public transport access;
2. Supporting incremental growth in residential areas across the borough taking into account public transport accessibility, character and infrastructure;
3. Protecting areas of the borough for uses other than residential;
4. Meeting the varied needs of the local community and creating an attractive, thriving, safe and diversified borough.

3. To make Merton more prosperous with strong and diverse long term economic growth.

We will do this by:

1. Maximising opportunities for local employment and increasing the diversity of jobs and services available to local people.
2. Ensuring that Merton's town centres (Wimbledon, Morden, Mitcham, Colliers Wood ⁽¹⁾) its local centres (Arthur Road, Raynes Park, Wimbledon Village, Motspur Park, North Mitcham) and local shopping parades are attractive and accessible to local residents and workers;
3. Supporting the local economy and promoting a commercially viable, thriving mix of premises, including retail, business and industrial uses;
4. Offering a choice of opportunities for employment and local businesses focusing on Merton's town centres and main employment areas along the Wandle Valley.

4. To make Merton a healthier and better place for people to live and work in or visit.

We will do this by:

-
- 1 Subject to its designation post 2011 as a District Centre, in accordance with Policy 1 'Centres'

9 Strategic Objectives and Spatial Principles

1. Improving public health and well-being;
2. Improving access to jobs, services and facilities by meeting the specific needs of young people, older people and ethnic minorities;
3. Providing a choice and mix of housing to meet the needs of all sectors of the community;
4. Enhancing the learning environment to improve access to education and training;
5. Improving access to nature and leisure facilities including opportunities for sport and play;
6. Promoting cultural and heritage activities;
7. Creating safe and accessible places.

5. To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place.

We will do this by:

1. Taking a leading role in mitigating and adapting to the local, regional, national and global challenges of climate change as they affect Merton and encouraging development to achieve the lowest possible impact;
2. Applying the waste hierarchy where waste is minimised, re-used and recycled, and residual waste is disposed of sustainably in the right location using the most appropriate means;
3. Protecting and enhancing existing open spaces and the natural environment;
4. To provide the local community with a new regional park in the Wandle Valley;
5. Provide adequate habitats for biodiversity to flourish and expand.

6. To make Merton a well connected place where walking, cycling and public transport are the modes of choice when planning all journeys.

We will do this by:

1. Enhancing Merton's transport connections locally, regionally and nationally;
2. Developing improvements to the public highway that balance the needs of all road users;
3. Promoting road safety to encourage responsible behaviour by all users of the public highway;
4. Promoting smarter travel choices for people who live or work in and visit the borough.

7. To make Merton a well designed borough with an attractive urban and suburban environment.

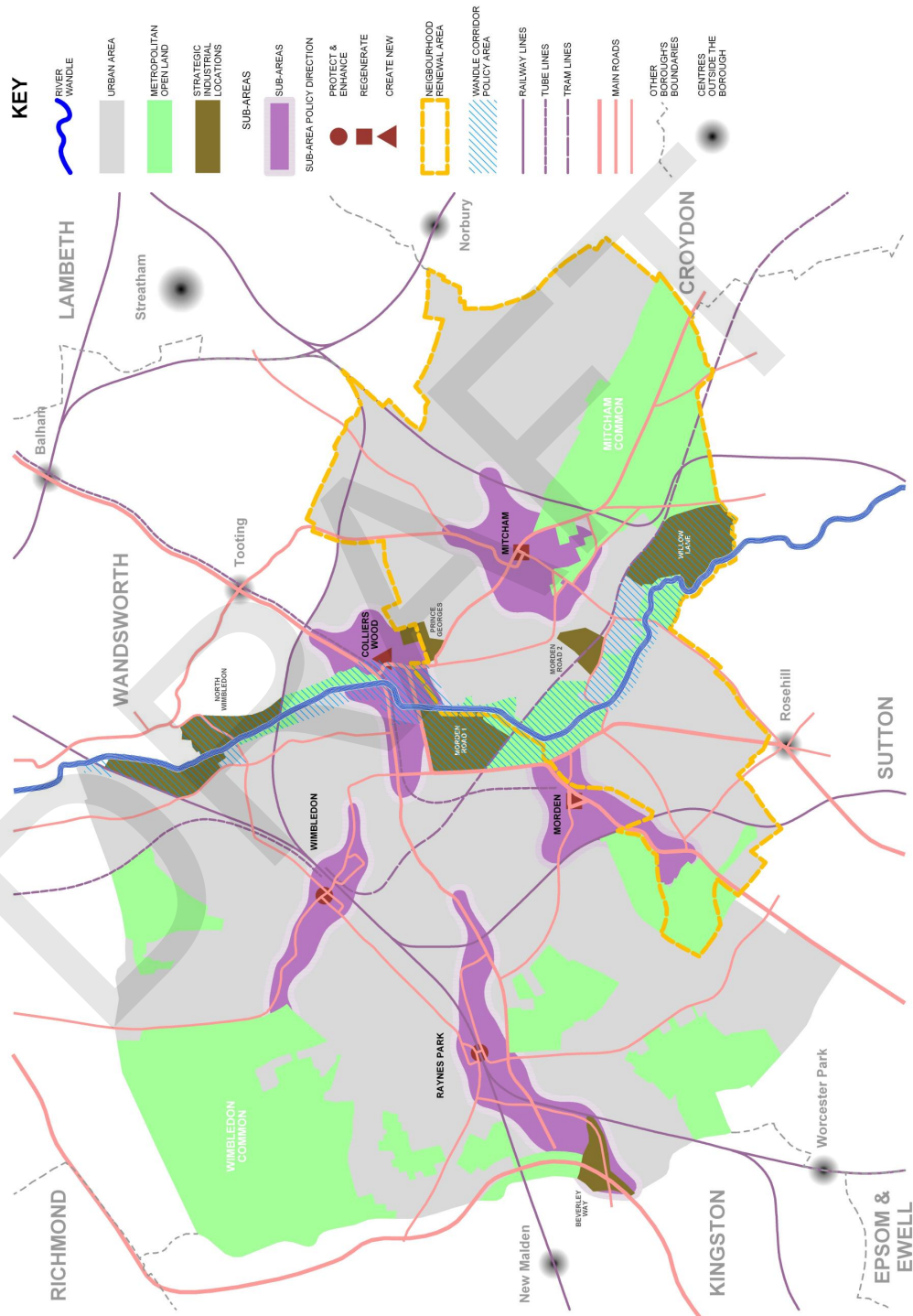
We will do this by:

1. Respecting the built heritage and historic assets within the borough;
2. Applying high quality design standards to all new development;
3. Improving the public realm.

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10 Key Diagram

10 Key Diagram



Map 10.1 Key Diagram

11 Strategic Objectives and Core Strategy Policies Matrix

11.1 The purpose of this table is to explain how the different policies relate to the strategic objectives identified for the Core Strategy and how they contribute to their delivery.

	Strategic Objectives						
	To promote social cohesion and tackle deprivation by reducing inequalities	To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces	To make Merton more prosperous with strong and diverse long term economic growth	To make Merton a healthier and better place for people to live and work in or visit	To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place	To make Merton a well connected place where walking, cycling and public transport are the modes of choice when planning all journeys	To make Merton a well designed borough with an attractive urban and suburban environment
Centres		√	√	√	√	√	√
Colliers Wood		√	√	√	√	√	√
Mitcham		√	√	√	√	√	√
Morden		√	√	√	√	√	√
Raynes Park		√	√	√	√	√	√
Wandle Valley	√		√	√	√	√	√
Wimbledon		√	√	√	√	√	√
Design				√			√
Public Realm and Design				√	√		√
Climate Change				√	√	√	
Waste Management				√	√		

11 Strategic Objectives and Core Strategy Policies Matrix

	Strategic Objectives						
	To promote social cohesion and tackle deprivation by reducing inequalities	To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces	To make Merton more prosperous with strong and diverse long term economic growth	To make Merton a healthier and better place for people to live and work in or visit	To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place	To make Merton a well connected place where walking, cycling and public transport are the modes of choice when planning all journeys	To make Merton a well designed borough with an attractive urban and suburban environment
Flood Management			√	√	√		
Open Space (<i>biodiversity</i>)		√		√	√		
Housing Choice	√			√			
Housing Provision	√			√			
Gypsies & Travellers	√			√			
Economic Development	√		√	√			
Public Transport	√			√	√	√	
Active Transport				√	√	√	
Parking, Servicing and Delivery				√		√	
Infrastructure				√	√	√	

12 The Spatial Strategy - summary

Summary of Merton's Core Strategy

12.1 In accordance with the vision, objectives and spatial principles set out in the previous chapter, Merton's spatial strategy is summarised below.

A summary of Merton's Spatial Strategy

Merton's Core Strategy will:

- Protect and enhance Merton's village neighbourhoods and natural environment;
- Maintain and improve other town centres at Wimbledon and Colliers Wood, local centres - Arthur Road, North Mitcham, Motspur Park, Raynes Park and Wimbledon Village - and neighbourhood parades and improve the public realm throughout the borough;
- Recognise the suburban character of Merton when providing a mix of new homes, including family homes;
- Support local community life through a diversity of local shops, community services, employment opportunities, education, recreational activities and other infrastructure that meet local needs;
- Bridge the gap between eastern and western areas by regenerating Mitcham and Morden district centres;
- Promote a diverse and resilient economic base, supporting Wimbledon as the borough's Major Centre;
- Make the most of Merton's cultural and sporting assets and protect its open spaces.
- Make Merton an easy place to get around by road, rail cycling and walking;
- Reduce the impacts of climate change, flooding, waste disposal, travel congestion, energy costs and utilities infrastructure;

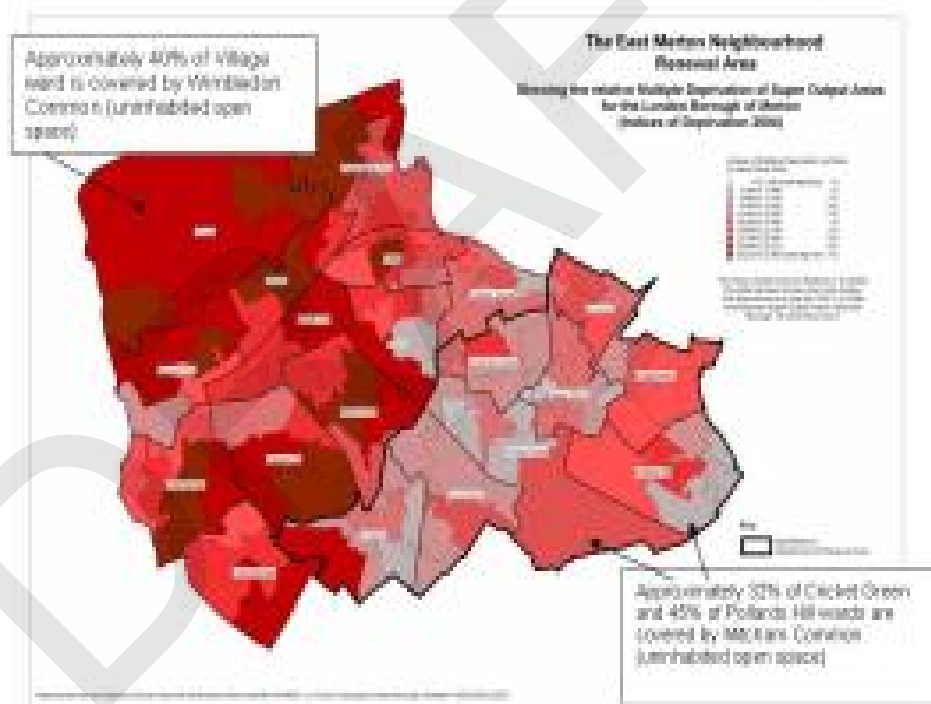
Bridging the gap

12.2 In line with Merton's Community Plan and Neighbourhood Renewal Strategy, the Core Strategy seeks to bridge the gap and reduce inequalities that exist within the borough. Eastern and southern parts of Merton have a long history of multiple deprivation compared to the relatively more affluent northern and western parts of the borough.

12 The Spatial Strategy - summary

12.3 Although Merton was in the top 20% most prosperous boroughs in London in 2007, national research identified eight smaller neighbourhoods within the borough (known as Super Output Areas) as falling within the 25% most deprived neighbourhoods in England and Wales. These results have been consistent since at least 1991, and reflect local knowledge, including child poverty measures, local wages and unemployment, educational attainment, health levels, and what local people have told us through public consultation.

12.4 To improve the pockets of multiple deprivation Neighbourhood Renewal Strategy identified eight wards in the east of the borough as a Neighbourhood Renewal Area.. These are Lavender Fields, Cricket Green, Fidge's Marsh, Ravensbury, Pollards Hill, St Helier, Longthornton and Graveney, as shown in the picture below, "Merton's Neighbourhood Renewal Area" and on the 10 'Key Diagram'.



Picture 12.1 Merton's Neighbourhood Renewal Area

12.5 The Strategy also suggested that pockets of disadvantage in other wards should be targeted, with identified hotspots in Abbey and Colliers Wood.

12.6 This approach towards reducing inequalities between eastern and western wards is known as "Bridging the Gap" and is a key principle of Merton's Community Plan and Merton Partnership.

12.7 Bridging the gap is at the heart of Merton's Core Strategy, although many of the solutions operate either at a very local level (for example, parenting courses, rubbish clearance) or go beyond Merton's boundaries, and are being addressed by working in partnership across the south London sub-region (for example, critical care health matters).

12.8 Spatial planning encourages local authorities, with their partners, to shape areas by improving the levels of prosperity of their area, tackling the underlying economic causes of decline and building cohesive communities, where people want to live and work and where businesses want to invest. This is inherent in reducing inequalities.

12.9 Town and local centres will be the focus for a range of uses, commercial activity, office-based businesses and high density housing, as set out in Policy 1 'Centres'

12.10 Priority within this plan period will be given to the regeneration of Mitcham and Morden, as outlined in 14.3 'Mitcham' and 14.4 'Morden' in order to reduce inequalities and achieve the other aims of this plan.

12.11 For Mitcham town centre, change will focus on improving the local environment, providing business and enterprise support, building on the unique community and cultural assets of the area, improving public transport to the centre and making the area easier to get to and around by foot, car, bike and public transport. Development of sites will take place gradually towards the overall vision set out in the Mitcham SPD.

12.12 More comprehensive redevelopment is proposed for Morden town centre. The strategy is to capitalise on Morden's existing transport, leisure, cultural, civic and educational assets, introducing a better quality, quantity and mix of commercial, residential and retail uses appropriate to a District Centre. The surrounding residential neighbourhoods will benefit from a thriving, attractive town centre with a greater range of services.

12.13 There are ambitions to regenerate other areas to support the same ends, for example, within Colliers Wood centre to improve the public realm, provide a range of town centre services to compliment the existing retail offer and reduce congestion. There may also be potential for redeveloping poor quality housing to create better quality new homes for Merton's current and future residents. This plan does not preclude such initiatives; it echos Merton's Community Plan and Merton Partnership in prioritising the regeneration of Mitcham and Morden to be delivered within the next 15 years.

12 The Spatial Strategy - summary

12.14 To help bridge the gap and to support its residents and workers over the next 15 years, Merton wants to promote economic resilience across the whole borough. This is one of the core objectives of the emerging Economic Development Strategy which complements the LDF.

12.15 The emerging proposals for economic development capitalise on Merton's outer London location, proximity to airports and the road and rail network, and its attractive surroundings are based around the town centres and the designated employment areas which include several large business and industrial estates within the Wandle Valley.

12.16 As set out in 21 'Economy', designated business and industrial areas will be maintained or redeveloped for employment uses. Business activities that generate a lot of commuter or customer travel, such as convenience shopping, larger offices, restaurants, theatres and other leisure activities will locate in town or local centres, to create attractive, thriving centres and reduce congestion. To complement this approach, large out-of-centre retail and leisure development or expansion will be firmly resisted.

12.17 Despite some attractive surroundings including Merton Abbey Mills and Wandle Park, Colliers Wood has evolved into an out-of-centre retail destination, characterised by large retail sheds, divided by car parks and congested main roads.

12.18 The ambition for Colliers Wood is to create an attractive compact district centre along a street pattern that allows traffic and pedestrian movement. In accordance with 14.2 'Colliers Wood', Merton will work with the Mayor of London in recognising it as a district centre to help encourage a wider variety of town centre uses to complement its existing retail offer. Improvements to the public realm will be supported through redevelopment proposals that contribute to an attractive street scene. Working with the Environment Agency and utilities, Merton will seek to resolve the blight of flooding and utilities infrastructure.

12.19 Wimbledon is the borough's only major centre but is probably one of the best known parts of south London; the annual All England Tennis Championships meaning worldwide recognition of the Wimbledon 'brand'.

12.20 In accordance with 14.7 'Wimbledon', Wimbledon will be the focus for initiatives that help improve the public realm, maintain its economic competitiveness and reinforce its role as a high quality leisure, cultural and business destination all year round. These include business improvement campaigns, public protection initiatives and street scene improvements. Creating quality modern business space suitable for larger offices and supporting a range of retail, residential, cultural and visitor attractions within the town centre will also help protect Wimbledon's surrounding historic environment.

Protecting local character

12.21 As an outer London borough, much of Merton is characterised by suburban tree-lined streets flanked by homes with gardens and many of the town and local centres have arisen from former village settlements. A key priority of the LDF is to protect and enhance local character.

12.22 In established attractive residential areas, the traditional character, built form and surrounding natural environment will be maintained. Conservation areas and historic buildings will be protected, and nature conservation will be encouraged in designated green spaces and throughout the borough by sensitive development of buildings and sites, in accordance with 15 'Design'.

12.23 In 2003 Merton led the way in protecting the environment through the planning system; the "Merton Rule" required the use of renewable energy to help power large commercial buildings.

12.24 Merton is continuing to lead the way in fighting climate change while helping reduce fuel poverty for its residents and businesses. All new buildings will be expected to be of the highest environmental standards viable, reducing energy and resource consumption beyond the minimum requirements. This approach is set out in 16 'Climate Change'.

12.25 The local centres of Arthur Road, Motspur Park, North Mitcham, Raynes Park and Wimbledon Village have an important role in meeting local needs. The strategy for these centres as set out in 14.5 'Raynes Park' (*should we change this policy to just one about Local Centres?*) will be to protect them as vibrant and attractive local centres with a balance of shopping, jobs, homes and community services appropriate to their function. Improving the public realm will be a priority for all local centres, in combination with public protection and street management initiatives.

12.26 Neighbourhood parades play an important function in improving the sustainability of the borough, providing essential shops and other facilities within walking distance of residential areas. The strategy will be to support local services and shops within attractive neighbourhood parades, to allow local residents easy access to necessary services without having to travel far

12.27 One of the main characteristics of Merton is its open space, which makes up 16% of the borough's area. Merton has a wide range of different sizes and types of open spaces, protected for different functions.

12.28 Some areas, such as Mitcham and Wimbledon Commons are protected for their natural, historic and recreational importance; most of the other open spaces are either primarily of value for conservation purposes (the natural and historic environments) or sport and recreation.

12 The Spatial Strategy - summary

12.29 Merton has a long and well known sporting history, not only for tennis but also football near Plough Lane and at Bishopsford Road and cricket on Mitcham Cricket Green. To make the most of Merton's cultural and sporting assets, the Core Strategy will work with partners to protect or improve existing assets and to provide new sporting and recreational facilities.

12.30 Green chains and corridors, including the Wandle Trail, mix leisure with access to nature. The Core Strategy will continue to provide vital walking or cycling routes and wildlife movements. Merton supports the creation of the Wandle Valley Regional Park, in accordance with Policy 6 'Wandle Valley'

12.31 The existing areas of open space will continue to be protected; the only exception that will be considered is where there is an identified need for an educational establishment that cannot be met in another location or by any other means. This approach is set out in 19 'Open space and biodiversity'

12.32 In line with the rest of London, Merton's population is expected to increase; there will be more children of school age and more families in need of homes. Merton's core strategy is to meet the needs of the growing population in mixed, socially inclusive communities. To help achieve this as set out in 20 'Housing', a range of types, sizes and tenures of new homes will be built across the borough; these will be well designed to encourage good quality, sustainable neighbourhoods and to enhance local character.

12.33 Community infrastructure, including schools, health facilities, emergency services, will be accessible across the borough to make Merton a good place to live, work and learn. As set out in Policy 20 'Infrastructure', Merton will work with partners to deliver these services so that all neighbourhoods have within them or have convenient access to local amenities. Merton is also working with partners, the neighbouring boroughs of Croydon, Kingston and Sutton, to make sure the borough stays clean and that the boroughs' waste is recycled locally. Policy 11 'Waste Management' sets out this approach, which is being taken forward in a Joint Waste DPD.

12.34 Although Merton has good links to central London and the south east, there are parts of the borough that have a greater choice of ways to travel around than others. As detailed in 22 'Transport', Merton will work with its partners towards improving conditions and services for all types of transport modes, especially for those areas who are less accessible by public transport.

13 Centres

Introduction

13.1 Centres play a vital role in supporting sustainable neighbourhoods, at every scale. Merton's major centre is at Wimbledon, with smaller district centres at Mitcham and Morden, and a variety of local centres and neighbourhood parades across the borough.

13.2 However, retailing and offices have faced difficult competition and some centres have declined. There are also areas of out-of-town shopping in the borough which have grown to cater for larger stores and favour access by car.

Strategic Objective

3. To make Merton more prosperous with strong, and diverse long term economic growth.

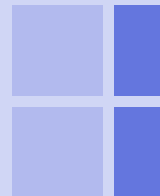
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Policy 1

Centres

Merton's hierarchy of centres is established on the following basis and are represented on the Proposals Map:

New LDF Designation	Town Centres in Merton
<p>Major Centre: providing a range of facilities serving a wide catchment area: shopping especially clothes, electronics and other comparison goods, businesses and employment, arts, culture, leisure and tourism.</p>	<p>Wimbledon</p>



<p>District Centre: providing shopping and services for the local neighbourhoods, mainly for weekly convenience shopping. Hub for local businesses.</p>	<p>Mitcham Morden</p>
<p>Local Centre: shops and services for day-to-day needs, limited office-based and other small and medium business activities</p>	<p>Colliers Wood (<i>seeking re-designation</i>) Arthur Road Motspur Park North Mitcham Raynes Park Wimbledon Village</p>
<p>Neighbourhood Parades: convenience shopping and other services, easily accessible to those walking or cycling, or with restricted mobility</p>	<p>Various locations around the borough, see Proposals Map</p>

The Council will support new development in these centres commensurate with their scale and function and where it respects the character and local environment of the area.

A mix of appropriate uses will be encouraged to locate in the centres, including shopping, restaurants, leisure, recreation, entertainment, cultural, offices and other uses which contribute to the vitality and viability of centres, in accordance with the sub-area policies set out in Sub-Areas.

We will seek to maintain Wimbledon's role as one of London's Major Centres and give priority to the regeneration of Mitcham and Morden.

The Council will work with the Mayor of London to designate Colliers Wood as a District Centre, encourage a wider range of town centre uses, address flooding issues and improve the public realm.

Outside the centres, planning permission for new retail or leisure development will only be granted if it can be demonstrated that:

- (a) the sequential approach as advocated by Government guidance has been appropriately applied; and
- (b) there is not an adverse impact on the vitality and viability of any nearby centre.

SA/SEA Implications

Maintaining and improving centres brings largely positive social and economic benefits, improving the environment, levels of provision and employment opportunities, which reduce the need to travel further afield. This should outweigh negative impacts on waste and carbon emissions.

Justification

13.3 PPS6 set out the Government's key objective for town centres, to promote their vitality and viability. To deliver this, development should be focused in existing centres in order to strengthen and, where appropriate, regenerate them.

13.4 PPS6 directs the Core Strategy to set out a spatial vision and strategy for the network and hierarchy of centres, including local centres, within the area, setting out how the role of different centres will contribute to the overall spatial vision for their area.

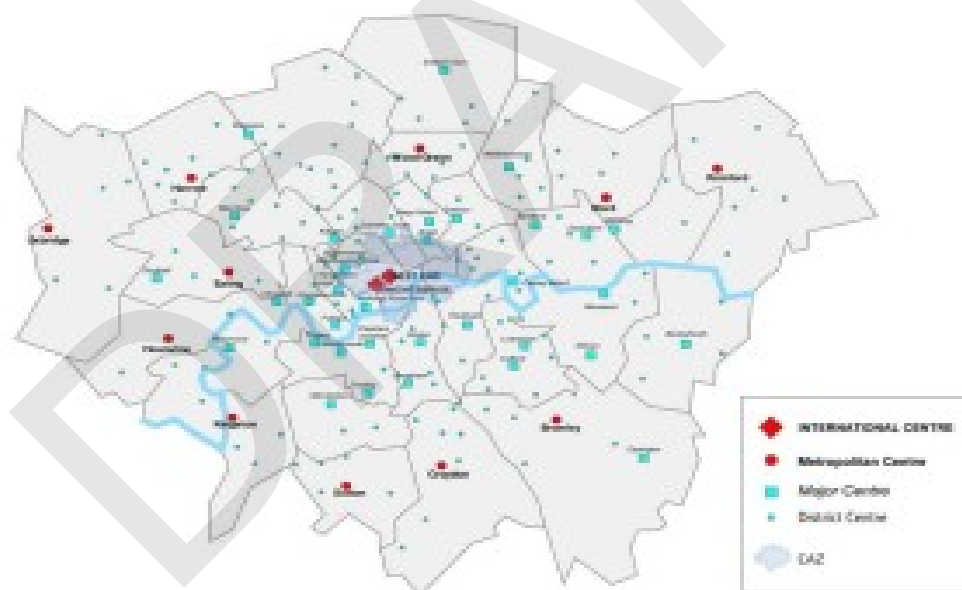
13.5 Amendments have been proposed to PPS6 to strengthen the Government's policy on positive planning for town centres. Of most relevance to the Core Strategy is consideration to promoting consumer choice and retail diversity, in particular recognising that smaller shops can significantly enhance the character and vibrancy of a centre and make a valuable contribution to consumer choice.

13.6 It encourages proactive support for the diversification of uses in town centres as a whole, and ensuring that tourism, leisure and cultural activities which appeal to a wide range of age and social groups are dispersed throughout the centre.

13.7 The London Plan 2008 sets out the Strategic Town Centre Network in Merton as:

- Major Centre – Wimbledon
- District Centres – Morden and Mitcham

London's Network of Town Centres



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Diagram: GLA, The London Plan - consolidated with amendments since 2004 (2008)
www.london.gov.uk/the-london-plan

Picture 13.1

13.8 London Plan Policies 2A.8 and 3D.1 set out a positive approach to support and regenerate town centres.

13.9 In the more recent London Plan Initial Proposals (2009), the Mayor wants to manage growth within and on the edge of town centres, creating a competitive retail environment so that people have access to the goods and services that they need. It stated that proposals will also be brought forward to secure affordable small shop units in major retail schemes.

13.10 The success of centres in Merton will in part be influenced by the extent to which centres in surrounding boroughs improve. If Merton's centres improve they could attract some of this spending.

13.11 Conversely, research carried out for the Mayor of London illustrates how a centre like Wimbledon loses a significant amount of trade to other distant centres, such as Kingston, Croydon and the West End. It shows how competitive the retail market is in London, and how developments which seem geographically very far away can affect the viability of outlying centres.

13.12 Merton's Town Centre Study 2005 and the 2008 update identified that there was considerable demand for new facilities in all Merton town centres, including both groceries (convenience) and non food (comparison) shopping.

13.13 However the research informing the Town Centre Study 2008 update was carried out and what we now know to be the peak of the market, and the forecasts for future comparison and convenience shopping were based on the continuation of existing shopping patterns.

13.14 The Mayor of London commissioned Experian to carry out a report into consumer expenditure and comparison goods floorspace need in London, first published in October 2008.

13.15 The GLA Comparison Goods report noted that spending on groceries and other convenience goods in Merton would only increase by around 19% over the 20 year period between 2006 and 2026, accounting for demographic change, whereas spending on comparison goods is expected to almost double during the same time period.

	2006	2016	2026
Convenience (groceries, newspapers etc)	£321m	£357m	£396m
Comparison (clothes, white goods, electronics etc)	£627m	£903m	£1,327m

	2006	2016	2026
Leisure	£1,494m	£1,702m	£1,846m

Annual spending projections in Merton on shopping and leisure to 2026 (GLA report)

13.16 Although the Merton Town Centre Capacity Update and the GLA Comparison Goods Report were carried out within four months of each other and were based on the same data sources, they have produced markedly different projections for medium to long-term retail floorspace capacity in Merton

13.17 Assuming productivity growth of 2.2%, GLA comparison goods report gives comparison goods floorspace requirements 2006-2026 of 26,057 square metres gross, which equates to 7,023 (gross) square metres to 2016, rising to 16,158 (gross) square metres to 2021 – less than half that projected by the Merton Town Centre Capacity update.

13.18 Each report has allocated the floorspace capacity projections to town centres across the borough as follows

	Merton town centre study 2008	GLA Convenience floorspace study 2008-9
Wimbledon	6,500m ² gross	4,283m ² gross
Mitcham	1,500m ² gross	338m ² gross
Morden	2,400m ² gross	387m ² gross
Colliers Wood	8,500m ² gross	1232m ² gross
Local centres, neighbourhood parades	4,700m ² gross	782m ² gross
TOTAL	23,600m ² gross	7,022m ² gross

Floorspace capacity projections for comparison shopping to 2016

13.19 Both sets of projections are based on the continuation of past trends in consumer spending. However, there is uncertainty over the accuracy of data on past trends while it is not clear whether past trends are a good guide to future changes.

13.20 Changes in consumer behaviour, including the rise in internet shopping, compound the difficulty of translating consumer spending projections into high street retail floorspace with any accuracy.

13.21 Although there are no comparable projections for convenience floorspace in the GLA Comparison Goods report, the Merton Town Centre Capacity Update suggests the following capacity to 2016

	Merton town centre study 2008
Wimbledon	3,100m ² gross
Mitcham	700m ² gross
Morden	500m ² gross
Colliers Wood	400m ² gross
Local Centres, neighbourhood parades	3,500m ² gross
TOTAL	8,200m² gross

Floorspace capacity projections for convenience shopping to 2016

13.22 These allocations are based on the continuation of previous trends in retail growth. This assumes that larger centres will continue to expand, and smaller centres will remain small, considering only the amount, not the quality of new retail floorspace.

13.23 Such an approach does not take account of the potential capacity or viability of a town centre to accommodate more retail floorspace or the surrounding transport network to support more growth. It ignores strategic considerations such as the need to encourage other town centre services uses in centres which already have a large amount of retail floorspace – such as in Colliers Wood - and to direct retail growth towards areas identified as in need of regeneration, such as Mitcham and Morden.

13.24 While Merton Council will acknowledge the most recently published borough-wide figures as an estimate of future retail floorspace capacity and will update the Town Centre Capacity Study during the lifetime of this plan, such projections will not be a key determinant of the need for new retail floorspace. Merton Council will consider retail developments in line with the overall strategy set out in this plan, and site-specific requirements relating to individual centres and their surrounds.

Merton's town centres

13.25 Chapter 14 'Sub-Areas' outline in more detail development priorities for each centre. These build upon the priority favoured in the Preferred Options to regenerate Mitcham and Morden, including increased range and quality of services and facilities provided.

13.26 For Wimbledon, the priority is to seek to maintain its current vitality and viability as one of London's major town centres, with new station facilities, office jobs and new shops, with community, leisure, arts, culture and associated facilities.

13.27 The Council's aspiration for Colliers Wood is to bring the centre into the retail hierarchy to enable it to develop from an out-of-centre retail park to a coherent, attractive town centre with a broader range of uses .

13.28 Many of the centres in the borough form a focal point for business activity. The promotion of a diverse range of uses can help to secure vitality and viability, and the office sector is important in centres across the borough, particularly Wimbledon. In accordance with Policy Policy 16 'Economic Development', economic diversity will be supported where it complements the role of the centre.

13.29 Research focussed on Merton's town centres looked at the quality and range of shops and activities, as well as the views of local people. This found that

- food shopping was most lacking in Mitcham and Morden despite their large residential hinterland, and that demand is expected in these centres that could form the basis for their regeneration. The quality and range of activities in both of these centres was thought to be too limited, discouraging people from going to these centres.
- most demand for non-food shops is likely in Wimbledon and this will maintain this centre's role as a Major Centre. Respondents were concerned about expansion of Wimbledon town centre, in particular regarding pubs and bars and the impact that any expansion could have on local shops and surrounding residential areas.
- Colliers Wood will benefit from a wider range of town centre activities, such as banks and building societies, estate agents, cafes, restaurants and leisure uses to complement the existing large retail offer and improve the public realm.

13.30 Previous consultations raised some concerns over the lack of retail variety in the town centres, such as the predominance of charity shops in Morden and Mitcham. However there were mixed views on the status of Wimbledon as a "clone town" with many high street chains, as many recognised this as a measure of attractiveness of the centre.

13.31 Centres in the borough are also a focus for leisure activities and an evening economy. The Mayor of London's Best Practice Guidance on Managing the Night Time Economy included a comparison of the amount of leisure floorspace in town centres, highlighting the most significant amount of floorspace in the borough in Wimbledon, Wimbledon Village and Morden.

13.32 A co-ordinated approach to public protection through development control, crime, licencing and environmental health will allow management of the evening economy, including, restaurants, cafes, pubs, bars, takeaways, cinemas, theatres and nightclubs. This will manage the potential in both Wimbledon and Morden to avoid potential harm to nearby residents or businesses while encouraging vitality and viability through a mix of uses.

13.33 PPS6 and the London Plan recognise that a centre's role should be tested through regular 'health checks', as the network is dynamic and the scale, role and function of centres will change over time. This is particularly pertinent to a number of places in the borough.

13.34 The 2008 Town Centres Study, and 2009 Town Centre Health Checks suggest that existing retail development Colliers Wood are of the scale usually found at a District Centre (on a par with Mitcham and Morden) even approaching the scale of a Major Centre.

INSERT COLLIERS WOOD FIGURES

13.35 The London Plan recognises the legacy of out, or edge, of centre retail and other service provision and proposals, which are heavily car dependent. They should be managed in ways that reduce this dependency and improve public transport access. In some circumstances, there may be potential for a wider mix of uses and greater integration with existing centres.

13.36 The Council's aspiration for Colliers Wood is to bring the centre into the retail hierarchy to enhance it as a sustainable location and enable it to develop as a coherent centre, as set out in Policy 14.2 'Colliers Wood'. The Council will use data from Town Centre healthchecks and the review of the London Plan to recognise this.

13.37 Its designation as a District Centre would encourage a greater range of uses – including banks, building societies, restaurants and cafes – and the provision of smaller units to complement the existing large retail offer.

13.38 Changes to Local Centres within the hierarchy can be determined locally. Although the 2005 Town Centre Capacity Study recognised that the neighbourhood parades around South Wimbledon Station could operate at a local centre, there has

been significant growth in floorspace within nearby Colliers Wood since then. A review of South Wimbledon as a local centre will be subject to longer term changes at Colliers Wood.

13.39 Extending the network of Local Centres should assist in encouraging a diverse range of uses at a focal point to serve sustainable communities. It is expected that further opportunities to designate Local Centres may occur during the lifetime of the Core Strategy, depending on local population growth or changes and the viability of shops and services.

13.40 Local centres at Arthur Road, Motspur Park, North Mitcham, Raynes Park and Wimbledon Village, and neighbourhood shopping parades, will continue to function as attractive, thriving and accessible to local residents and workers to help meet day to day needs.

13.41 Local centres should serve small catchment areas, focused on serving local communities. Development within these centres should be commensurate with this role and limited catchment area. It is recognised that small scale infill development is likely to be appropriate within Local Centres, where it provides local services and enhances the area's character.

13.42 Previous consultations have also indicated support for limited scale of investment in Local Centres to improve facilities but to retain their character:

13.43 **Arthur Road, Motspur Park and North Mitcham** are three linear local centres, each well served by either mainline rail (Motspur Park, North Mitcham) or underground (Arthur Road) which improves footfall through these stations from commuters. All provide a reasonable range of shops and services, and generally have low vacancy rates. The busy roads bisecting each centre can hinder pedestrian movement. As with all local centres and neighbourhood parades, implementing the Public Realm Strategy will be the main support for the each area.

13.44 **Wimbledon Village** is a long linear local centre, not served by rail but close to Wimbledon Town Centre's rail stations. It is a unique and attractive environment, with high a quality physical fabric and landscaping. Unlike other local centres, it has few grocery stores but several designer clothing and footwear retailers and a mix of independent and chain restaurants and cafes. The approach for Wimbledon Village is to protect or enhance the public realm by continuing the strict controls on development through the conservation area designations, and take a co-ordinated approach to public protection involving licencing and environmental health to maintain this high quality and vibrant local centre.

13.45 Raynes Park is a relatively small local centre surrounding a national rail station with regular trains to central London and the south east, Woking, Basingstoke, Southampton. It is surrounded by a large, relatively dense residential hinterland. The centre's very good accessibility to public transport means it faces unique development pressures. The approach for this centre is outlined in 14.5 'Raynes Park'

13.46 The vision for the borough's centres is to ensure that Merton's residents have access to thriving town centres. Enhancing the viability and vitality of centres in the borough through a mix of uses and a range of sizes and type of retailer.

13.47 Housing capacity has been identified in the regeneration of Mitcham and Morden Town Centres, and exists to a more limited extent in Wimbledon and Colliers Wood (subject to flood mitigation). Capacity for large offices will be supported in Wimbledon and Morden, where there is good access to public transport and service infrastructure for employees and clients to make such development viable. Capacity for small and medium sized offices will be created where there is good access to public transport such as found in most town and local centres. This approach is set out in more detail in ECONOMIC DEVELOPMENT.

13.48 Improvements to the public realm have been identified for a number of places and will be encouraged in all centres, including to address the domination and division by traffic or railways and to enable safer communities. As outlined in TRANSPORT measures will ensure congestion is minimised while adequate parking and servicing is available.

13.49 Alternative options to prioritise accessible areas for regeneration or growth towards the South Wimbledon/Colliers Wood Area for Intensification were not taken forward, as the Core Strategy is driven by a more encompassing approach to regenerate where it is needed. This fits well with the focus on all town and local centres in the hierarchy, maintaining and improving their role.

13.50 Major out-of-centre development will therefore be resisted, which would undermine the vitality and viability of centres. PPS6 sets out the sequential approach to site selection for new retail development, namely that first preference should be existing centres where suitable sites or buildings for conversion are, or are likely to become available, taking account of an appropriate scale of development in relation to the role and function of the centre.

13.51 This is followed by edge-of-centre locations, with preference given to sites that are or will be well-connected to the centre and only then out-of-centre sites, with preference given to sites which are or will be well served by a choice of means of transport and which are close to the centre and have a high likelihood of forming links with the centre.

13.52 The London Plan supports town centre development, as more sustainable than out of centre locations which generate significant traffic volumes but tend to be less accessible for many people, particularly those without access to private transport. Major trip generating retail and leisure developments will therefore be directed towards centres in the borough in accordance with the hierarchy.

Key drivers

- PPS6 Planning for Town Centres (2005) & Proposed Changes (2008)
- The London Plan (Feb. 2008)
- London-wide Town Centre Health Checks (2006)
- Mayor of London Managing the Night Time Economy Best Practice Guidance 2007
- Town Centre Study (2005 and 2008 Update)

Delivery and Monitoring

13.53 Policies in the Development Control Policies DPD will be developed to maintain and develop Merton's centres hierarchy, along with supporting Supplementary Planning Documents (SPDs). A future review of the A3 (Food and Drink) Use Supplementary Planning Guidance (1999) may be required.

13.54 The evidence base will need to be regularly revisited and the longer term growth projections between 2016 and 2021 will be monitored and updated as necessary. More detailed indicators and targets for particular centres where significant change is anticipated are set out in the 14 'Sub-Areas'.

13.55 Merton has an established town centre management service and jointly funds managers in Wimbledon, Morden and Mitcham. There are established Town Centre Partnerships (including the police, transport providers, local businesses) in all the main town centres and the Council will support their work to improve these centres. Town centre regeneration also forms part of a wider regeneration strategy to target key areas of change within the borough, which will ensure a joined up approach to areas such as crime reduction and licencing. Contributions will be sought towards measures to improve centres where required from new development, in accordance with Policy 20 'Infrastructure'. This partnership approach will apply to investing in improvements to town and local centres and neighbourhood parades.

13 Centres

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton more prosperous with strong, and diverse long term economic growth.	Centres	Amount of completed retail, office + leisure development + % found in town centres (COI)	More than 50% of A1 and A2 uses to be sited in Major or District Town Centres of Wimbledon, Mitcham or Morden. Remaining developments (to make a total of 100%) should be located in Local Centres or Neighbourhood Parades.
		Small shops	No loss of small shops in Core Shopping Area/Creation of additional small retail units.

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14 Sub-Areas

14.1 Introduction

14.1 In 2008 the Government published Transforming Places; Changing Lives – A Framework for Regeneration, a consultation document on a new economic people-focused approach to regeneration. It notes that every area is different and will require a response that fits local circumstances, which is why proposals include that decisions on how and where to invest are made locally and regionally. The framework proposes four criteria to assist local and regional partners in determining how and where to regenerate: 1) the scale of deprivation 2) the strength of the wider sub regional economy 3) the economic and social characteristics of the area 4) and the dynamics of the area (whether it is getting better or worse).

14.2 The Core Strategy Preferred Options referred to a number of areas in the borough and set out priorities for regeneration. There was broad support for the preferred spatial option to target regeneration in key areas and tackle imbalances between different parts of Merton. As identified in [Could not find 463938](#) and Policy 1 'Centres', many of these priorities were already established in Merton's Community Plan and the Council's Business Plan to bridge the gap. Further research has now led to the opportunity to articulate more clearly how different areas in the borough will change over time. Each of these areas requires a coordinated or comprehensive approach to guide improvements or maintain already valued local assets to create or maintain sustainable neighbourhoods, directing regeneration or enhancement, as set out in the following sub-area policies. Each area has been considered from an analysis of social and physical characteristics, to create a vision focused on the area and objectives that can be further developed within the LDF.

14.3 While the Core Strategy sets out the overarching vision and objectives for each sub-area, it will be for the publication of AAPs and SPDs to set out the detailed guidance to take these forward, which in turn will need to be accompanied by their own delivery and monitoring framework. To accompany the Core Strategy, it is necessary to set out strategic indicators and targets for production of these documents, along with those monitoring the essence of what the policies are seeking to achieve. Vital to delivering the sub-area policies is partnership working, both across the Council and with external partners.

14.2 Colliers Wood

Analysis

14.4 Colliers Wood local centre is spread between Colliers Wood High Street to the north, almost reaching South Wimbledon tube station to the south. The Colliers Wood area has good road links, with a number of bus stops along the High Street, and a tube station.

14.5 However, although Colliers Wood centre is easy to get to by road and public transport, it is difficult to get around. Much of the area is dominated by large out-of-centre car-based retail developments with poor pedestrian links between the High Street and the retail parks; the busy roads are also a barrier to pedestrian movement and suffer from traffic congestion.

14.6 The retail floorspace within Colliers Wood centre, at XXX for convenience and XXXX for comparison, is on a par with a major centre like Wimbledon. However, covering a large area, the shops and services do not provide a single shopping destination, weakened by significant breaks in shop frontages and poor pedestrian links. The retail offer is not complemented by other town centre uses such as banks, building societies and other professional services, restaurants and community uses.

14.7 The quality of the streetscape in the High Street is reasonable, but landscaping is poor. A small part is within a Conservation Area at Abbey Mills and the Wandle Park, but overall the urban design of Colliers Wood High Street has little character with uneven building lines and roofscape. Some of the uses, like the bus depot, are not town centre uses, lack visual amenity and disrupt the frontages. The electricity pylons crossing the area are another visual eyesore.

14.8 Densities are not particularly high, given the reasonable level of public transport accessibility, except for the negative image of the Brown and Root Tower. Planning permission has been granted for the mixed-use development of the Tower, to provide a library facility, GP surgery, neighbourhood police office, retail accommodation, office space, and residential units.

14.9 To the southwest is Merton Abbey Mills. The complex includes a craft and retail market, studios, shops, restaurants, a theatre, offices and a public house, covered by a Conservation Area, within which are a number of listed buildings.

14.10 Adjacent is the site of great historical significance, Merton Priory, founded as an Augustinian priory in the 12th Century. It is designated as a Scheduled Ancient Monument where excavated remains can be viewed, although it has since 1999 been included on the national heritage at risk register due to slow decay improvements plans have been identified.

14.11 The area has seen some major development since 2000, including a hotel, health and fitness club, restaurants and riverside apartments at Merton Abbey Mills and an extension to the Tandem Centre to provide retail, offices, restaurants and residential.

14.12 To the west is South Wimbledon, a mostly linear commercial district. Current commercial uses do not seem to serve the local nor the wider catchment area that the area has the potential to serve.

14.13 Despite an almost continuous commercial presence alongside the east-west axis, a broad shopping experience beyond convenience shopping is not on offer and there is little focus to the area. The general quality of the environment and buildings is poor, lacking a sense of space. Traffic congestion dominates, primarily due to the constrained junction at the tube station. The higher footfall attracted by South Wimbledon tube station has not led to an improved retail offer around station, and thus the area has a distinct lack of identity.

14.14 Although the housing to the east and west of High Street Colliers Wood, bordering Wandsworth, is mostly fairly dense early 20th century grid iron terraced homes with gardens, there are some post War housing estates of varying quality and limited amenity for their residents. Some pockets of Colliers Wood and South Wimbledon have long standing issues of multiple deprivation and socio-economic exclusion.

14.15 South Wimbledon Business Area lies to the south of Merantun Way. It is a largely self-contained industrial estate whose location along the road network and the range of modern units it offers has meant that it has been well occupied and commanded some of the highest rents in south London for a number of years. It contains a variety of businesses, from creative industries to food production, logistics, warehousing and heavy industrial processes.

14.16 A smaller, less modern designated industrial area lies adjacent to Western Road.

14.17 The river Wandle runs through Colliers Wood centre and a considerable part of the centre, including parts of High Street Colliers Wood and the Brown and Root tower lie within the functional floodplain. Access to the Thames Water Ring Main lies to the north of the Tandem Centre.

Strategic Objective

14.18 Strategic Objective 3: To make Merton more prosperous with strong and diverse long term economic growth.

Policy 2

Colliers Wood

To create a thriving and attractive District Centre at Colliers Wood,

The Council wants to do this by:

- Working with the GLA to recognise Colliers Wood as a District Centre in the London Plan hierarchy
- Supporting development which improves the range of town centre uses within Colliers Wood centre commensurate with its retail offers as a District Centre, especially financial and business services, restaurants, cafés and community facilities;
- Requiring development to help create coherent spaces of high quality design, reconfiguring the centre to create a focus and making the environment more attractive to town centre users, especially pedestrians;
- Working with the Environment Agency and the GLA to reduce flood risk and to explore viable and appropriate flood mitigation measures complementary with improving the public realm and creating a thriving viable centre

Surrounding area of Colliers Wood

- Working with the Environment Agency to reduce flood risk and to explore viable and appropriate flood mitigation measures complementary with improving the public realm and creating a thriving town centre;
- Supporting development which helps to improve the quality of local housing, especially in the South Wimbledon area
- Supporting improvements to the transport infrastructure that will help to reduce road congestion and improve the public realm

Insert sub-area diagram

Justification

14.19 Despite many constraints, what is clear from research and consultation results is that in Colliers Wood, the opportunity exists for quite significant transformational change, away from an out-of-centre retail park. There is a need to take forward a coordinated approach to develop Colliers Wood as a District Centre, to guide major sites and development opportunities to provide a more coherent, attractive centre which is easier to get around.

14.20 If it becomes designated as a District Centre in the review of the London Plan, it will then allow for a wider range of uses appropriate to its scale and function in addition to the large retail offer, including banks, cafés and cultural facilities. It would also help facilitate transport improvements - particularly reducing road congestion and improving pedestrian links around the centre - which are vital to improving the public realm.

14.21 Research and consultation results show that Colliers Wood centre does not provide a single shopping experience due to the 1.4km length of the centre, significant breaks in the shop frontages and poor pedestrian links. However it functions as a District Centre in retail terms, with over 100 different retail units, and an existing retail sales floorspace of over 30,000 square metres net, much of it made up of large retail sheds.

14.22 Colliers Wood centre has several assets, including the Wandle Park, good transport links to the centre (though not around it) and the heritage and market at Merton Abbey Mills, at the start of the Wandle Trail.

14.23 Supporting evidence (Town Centre Capacity Study 2005, update 2008, Heart of Merton study 2008) all recognises that there are opportunities from the regeneration of Colliers Wood towards forming a more compact centre with a greater range of town centre services, an improved streetscape and better pedestrian links between shops, transport nodes and other services.

14.24 The Mayor of London recognised that the Colliers Wood/South Wimbledon area as particularly important within the Wandle Valley, designating it as an Area for Intensification in the 2004 London Plan. The South London Sub-Regional Development Framework 2005 identified an indicative working boundary which extended north including Plough Lane. The London Plan identified the theoretical minimum capacity of the area, comprising 120 ha, as 2,000 indicative employment capacity and 1,300 homes to 2016.

14.25 In the period 2001-2008 approximately 1,360 net new homes were built, exceeding the original London Plan target of 1300 new homes. For employment, subsequent research questions whether the target of 2000 new jobs by 2016 is deliverable within the timeframe, given environmental and economic constraints.

14.26 Currently, Colliers Wood and its surrounds are not considered attractive to the office market; this is born out by research (Heart of Merton 2008, London Office Market 2007) and the fact that the few larger offices found in the area are generally vacant for a long time.

14 Sub-Areas

14.27 Creating an attractive, permeable environment in central Colliers Wood with a better street layout, a greater mix of units and a wider range of non-retail uses may make it a more desirable destination for office-based businesses, thus increasing the employment potential of the centre.

14.28 However, environmental factors, particularly the risk of flooding, as identified in the Preferred Options Sustainability Appraisal and the Strategic Flood Risk Assessment, will need to be mitigated against before Colliers Wood can deliver its full potential.

14.29 Utilities infrastructure also dominates Colliers Wood. Consultees are concerned about the electricity pylons that stand out on the skyline through the area. Thames Water Ring Main servicing area occupies a large site to the back of the Tandem Centre.

14.30 Flood mitigation measures and any other environmental considerations will have to be economically viable and in line with the overall aim of creating a thriving and attractive town centre, if they are to benefit the area.

14.31 INSERT MAP OF FLOODING IN COLLIERS WOOD TOWN CENTRE

14.32 The Strategic Industrial Location to the north at Plough Lane is relatively isolated from surrounding uses by road, rail, the river Wandle and utilities infrastructure, which makes it appropriate for maintaining its current industrial uses, including waste transfer and processing. This approach is supported in the London Plan.

14.33 Parts of the surrounding area along the border with Wandsworth, including the Wimbledon Greyhound Stadium, lie within the functional floodplain. Further site specific work will be needed to reconcile how specific development proposals within these areas can overcome flooding constraints, in accordance with Environment Agency direction and Policy 10 'Flood Management'.

14.34 Like Colliers Wood, the area immediately around South Wimbledon suffers from congestion despite being easily accessible by public transport, and has a limited range of services, including shops and homes. South Wimbledon has the potential to provide a wider range of functions, based on a more diverse population with a wider range of incomes being attracted to live in the area.

14.35 Consultation respondents have highlighted that good quality private and intermediate housing will encourage young professionals into parts of South Wimbledon. This would bring money to the area to support local businesses, create more local employment and attract new businesses into the area, thus improving access to services for existing communities.

14.36 Despite its good access by public transport, South Wimbledon is expected to remain a largely residential neighbourhood. The offer at South Wimbledon will be restricted to serve the immediate local population - convenience shopping, some health and community functions - rather than creating capacity for town centre type services which may compete with the surrounding centres at Morden, Colliers Wood and Wimbledon.

14.37 Development will be supported at South Wimbledon where this helps create a coherent and attractive streetscape, improves the quality of residential development and mix of tenure types available. Public realm improvements which rejuvenate existing tired retail parades will be supported.

14.38 South Wimbledon Business Area (formerly Morden Industrial Estate) to the south forms part of Merton's Strategic Industrial Locations and is one of Merton's most popular and best occupied estates for businesses.

14.39 In accordance with the London Plan and Policy 16 'Economic Development' developments will be supported that retain or improve the area for employment purposes, especially those catering for modern industrial accommodation suitable to the creative industries or SMEs. Development that supports activities such as retail or offices that are not ancillary to other development will be resisted.

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- The London Plan; Spatial Development Strategy for Greater London (Feb 2008)
- Merton Town Centre Capacity Study (2005 and 2008 Update)
- Heart of Merton Study (2008)
- Strategic Flood Risk Assessment (2008)

Insert sub-area diagram

Delivery and Monitoring

Realistically, within the lifetime of this Core Strategy, the scale of change at Colliers Wood and South Wimbledon is likely to focus on improving the viability of major restructuring of Colliers Wood centre.

This includes the designation of Colliers Wood as a District Centre in the review of the London Plan, working with the Environment Agency, landowners and developers for greater clarity and a viable, attractive resolution to flood mitigation measures, and working with transport providers, utility companies and others towards general improvements to pedestrian access and the public realm.

Strategic infrastructure needs that have already been identified for delivery in Colliers Wood - South Wimbledon are set out in Section 26 'Investment Priorities'. However further policy development work will be necessary to set out the longer term framework for significant changes and provide a comprehensive approach to guide future proposals, particularly for Colliers Wood where the potential for change is greatest. The opportunities identified in Colliers Wood and South Wimbledon would benefit from more detailed masterplanning and testing before that potential can be realised. Partnership working will be necessary given the complexities of regeneration, including with Wandsworth Council.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton more prosperous with strong and diverse long term economic growth.	Colliers Wood – South Wimbledon	District Centres Hierarchy. Amount of completed retail, office, leisure, community and residential development. Creation of small retail units.	Change in centres hierarchy by 2011. Additional retail, office, leisure, community and residential development post 2011. Additional small retail units.



14.3 Mitcham

Strategic Objective

1. To promote social cohesion and tackle deprivation by reducing inequalities.

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Policy 3

Mitcham Town Centre

To improve the overall environment of Mitcham town centre by providing quality shopping, housing, community facilities and good transport links.

The Council will do this by:

- Improving the mix and types of homes including supporting increased provision of intermediate, family and private sector housing;
- Creating a viable town centre through improving the quality and quantity of commercial, retail, residential and community uses;
- Recognising and enhancing the distinct cultural identity of the area, encourage businesses, specialist leisure, cultural and retail outlets that contribute to this;
- Supporting businesses and enterprise;
- Enhancing the public realm through high quality urban design and architecture, improvements to shopfronts and public spaces, and permitting development that contributes positively;
- Improving access to and around the town centre including supporting the replacement of the existing gyratory system with a 'two way' system;
- Ensuring measures contribute to the proposed Mitcham Low-Carbon Zone, with major development contributing to low and zero carbon design and technologies.

Surrounding area of Mitcham Town Centre

To improve the overall environment of Mitcham surrounding areas by providing quality shopping, housing, community facilities and good transport links.

The council will do this by:

- Improving the mix and types of homes including supporting increased provision of intermediate, family and private sector housing;
- Ensuring that development protects or enhances the built and natural heritage, for example around Cricket Green and Mitcham Common;
- Enhancing the public realm through high quality urban design and architecture, and permitting development that makes a positive visual impact to the overall surroundings;

- Building upon the increased public transport provision created by Mitcham Eastfields by improving access to an around Mitcham for all modes of transport including connecting Pollards Hill to key transport nodes;
- Ensuring measures contribute to the proposed Mitcham Low-Carbon Zone, with major development contributing to low and zero carbon design and technologies.

Insert sub-area diagram

Strategic Objective	Policy	Indicator(s)	Target(s)
To promote social cohesion and tackle deprivation by reducing inequalities.	Mitcham	Indices of Deprivation	Improvement in Indices of Deprivation
		Retail vacancy rate	Reduction in number of vacant retail units

Analysis

14.40 Mitcham is the smallest of the three main town centres in Merton, having grown from a historic village predating the 14th century. Elements of the town's village character remain today, most notably the Fair Green and the Cricket Green. A vibrant market exists in the core of the town centre. Mitcham also home to a number of ethnic concentrations who bring energy and entrepreneurial flair to the community as well as a variety of specialist cultural shops and services which collectively enrich the distinct cultural identity of Mitcham.

14.41 Mitcham District Centre has a small number of multiple retailers and primarily serves the retail needs of residents within the east of the borough. However, it has been in gradual decline for many years. The number of vacant shops has increased and the quality and quantity of retail has reduced. There is a sense that Mitcham town centre has received much less private investment than other areas of the borough over the past three decades.

14.42 A new station, Mitcham Eastfields, opened in June 2008. On the same line as Mitcham Junction but only 800m from the town centre, it has improved access to central London, Surrey and to the south coast. It was the result of successful partnership working between the Council, Network Rail, Southern, First Capital Connect and TfL. Tooting railway station serves North Mitcham local centre.

14 Sub-Areas

14.43 To the south of the town centre there is a tram service that links to Wimbledon Town Centre and neighbouring borough of Croydon, however the tram service do not directly serve Mitcham Town Centre. The areas east of the town centre rely on access by road and have a more limited range of transport opportunities

14.44 The character of the District Centre is defined by its street pattern, the Fair Green and a range of buildings adhering to the traditional village grain and buildings of architectural merit. A small area of the centre is designated as a Conservation Area, however this does not coincide with the core retail area.

14.45 The central pedestrianised area provides a good focus for the shopping area reinforced by the green space in front. Surrounding the centre, there are a mix of building styles with many premises unsuitable for modern businesses. Outside of the pedestrianised area, the centre is dominated and divided by roads and traffic. Yet the Cricket Green and Mitcham Common offer some exceptional environmental and recreational assets.

14.46 There are many areas of multiple deprivation and socio-economic exclusion around Mitcham Town Centre with some persistent pockets, and the area has been recognised as a priority for regeneration for some time. A high proportion of Merton's social housing stock is located in Mitcham.

14.47 North Mitcham is a reasonably large Local Centre, about 1km north of Mitcham town centre. The linear centre has a good range and choice of shops and services one would typically find within local centre, including two reasonably large supermarkets. The railway line and busy road dissect the centre, but it is well served by bus services and Tooting Station.

14.48 Residents feel that the centre requires more business and community services and development that enhances the area.

Justification

14.49 The council and other agencies have long considered eastern parts of the borough, including Mitcham as a focus for investment and regeneration in order to counter multiple deprivation and socio-economic exclusion that are found there. Merton's Community Plan.

14.50 The Neighbourhood Renewal Strategy recognises the inequalities between Mitcham and eastern parts of the borough when compared with western parts. The area is ethnically and culturally diverse and has a high concentration of affordable housing. Although regeneration has been planned for some time, there is little demand for commercial businesses or employment space within the town centre, with high retail yields reflecting low investor confidence and weak performance of retail in the centre.

14.51 Local people do not think that the quality of the local retail offer is able to adequately serve local needs. Respondents to the Core Strategy Preferred Options consultation are concerned about the concentration of affordable housing, suggesting more private and family housing is needed. At the same time businesses are concerned about the lower spending power of local residents and there is a clearly a mismatch in the supply and demand for business and community services. The Preferred Options Sustainability Appraisal recognised the intense development from the regeneration focus in Mitcham town centre, acknowledging improvements such as retail provision will increase access for all.

14.52 Merton's 2009 Housing Market Assessment Study has identified significant need for affordable housing, particularly social rented housing. However Mitcham is characterised by a high concentration of existing social housing and would therefore particularly benefit from the provision of more intermediate and private sector housing stock to help redress this and contribute towards reducing inequalities between the eastern and western wards of the borough.

14.53 The 2005 Town Centre Study recognised the need to improve facilities and services in the town centre.

14.54 The adoption of the Mitcham Town Centre SPD in 2006 was intended to provide a framework for taking forward the regeneration strategy. However, since then issues of viability concerning comprehensive redevelopment have been raised by developers and in research. The Council has been considering the best way to move forward, and remain open to considering proposals for a comprehensive redevelopment of the town centre. However it is also interested to consider proposals for individual sites and incremental development which may represent a more viable approach to achieving the vision set out in the SPD, alongside a programme of complimentary initiatives contributing to the regeneration and enhancement of the Town Centre to increase its attractiveness as a place to shop and do business. The vision has been taken from the SPD as it remains current in setting the overall aim for regeneration.

14.55 The focus on major regeneration in Mitcham is to increase the range and quality of services and facilities provided, including through new housing. Good quality private and intermediate housing could encourage young professionals into Mitcham bringing increased spending power. Improvements to shopping, business offer and community services will improve reduce the need for surrounding residents to travel further afield.

14.56 The SPD suggests that Mitcham Town Centre could accommodate high density development, possibly taller buildings, in order to create existing and vibrant urban character and sustainable mixed-use development which increases potential for mixed-use and makes efficient use of land and services. However the demand

14 Sub-Areas

for high density/tall buildings in Mitcham Town Centre has to be balanced with the requirement to respond to its largely small scale historic setting. This is particularly important in respecting and reinforcing local distinctiveness. Therefore tall buildings may not be suitable in Mitcham Town Centre, but will be considered where they can be adequately justified in a townscape analysis as part of a design and access statement, taking into account the Mitcham Town Centre SPD.

14.57 More people using the town centre will have knock-on social and environmental effects, including greater support for existing local businesses, allowing them to expand and create new jobs. It will also make the centre more attractive to new businesses, providing a wider range of services to local residents and workers. Community, cultural and transport services will become more viable and regeneration and redevelopment will offer a chance to improve the public realm, building on its village uniqueness, as set out in the Public Realm Strategy.

14.58 One of the regeneration priorities is to improve transport links to and around Mitcham, as set out in Policy 18 'Public Transport'. The successful implementation of Eastfields Station is a step in the right direction and further improvements around the station are intended to increase usage and become a selling point for potential developers. The Council will continue to work with TfL Trams and neighbouring boroughs to develop the Sutton - Mitcham - Tooting extension to the tram. They will prepare to compliment this extension with good interchange facilities for pedestrian, cycle and other public transport.

14.59 Another important priority is improving the urban fabric and public realm, and the opportunity to enhance linkages with Cricket Green and the Common, which will form part of the proposed Regional Park. The Council is keen to continue working with Mitcham Common Conservators.

14.60 Mitcham was one of the pilot projects designated by the Mayor as an Energy Action Area, now being taken forward as one of the low carbon zones across London. This aims to provide locally produced, less polluting and less wasteful energy to fuel households and businesses. This may offer opportunities to take forward exemplar sustainable development in Mitcham, as set out in Policy 9 'Climate Change'. Regeneration plans in the town centre and outlying sites are an excellent opportunity to implement District Heat and Power networks, and all major development would be strongly encouraged to be 'Multi-Utility Services Company' (MUSCo) ready where viable and actively contribute to the development of networks where possible.

14.61 Important to taking forward regeneration will be working with the major landowner and linking with other regeneration measures in partnership with the LDA

Key drivers

Key Drivers

- The London Plan (Feb. 2008) (Policy 4A.7)
- Town Centre Study (2005 and 2008 Update)
- Merton's Neighbourhood Renewal Strategy 2005 - 2010
- Mitcham Town Centre Development Brief SPD (Jan. 2006)
- Mitcham Cricket Green Conservation Area Draft Character Assessment and boundary review (2007)
- Public Realm Strategy (2009)

Delivery and Monitoring

14.62 Further policy development may be considered in the long-term to coordinate development site opportunities, and encourage mechanisms to kick-start regeneration through key development sites to address the decline of the town centre and reduce inequalities. Given the complexity of regeneration and the current economic climate there will be a need to adequately address viability issues to ensure the achievement of high quality sustainable development. Strategic infrastructure needs that have already been identified for delivery in Mitcham are set out in Section 26 'Investment Priorities'.

14.63 Other softer measures are expected to be delivered through the implementation of the Community Plan and the Neighbourhood Renewal Strategy to reduce inequalities. There may also be long-term opportunities for partnership working with the London Borough of Sutton, to take forward the proposed Mitcham low carbon zone in conjunction with the proposed Hackbridge Sustainable Neighbourhood which lies immediately south of the borough boundary, building on the joint working on the Wandle Corridor.

14.4 Morden

Analysis

14.64 Morden's built form has changed remarkably little since it was first developed in the late 1920s as a local convenience centre catalysed by the Underground station.

14.65 The areas housing offer is overwhelmingly dominated by suburban housing. Today, some buildings in Morden look outdated and some areas appear run-down and are in need of rejuvenation.

14 Sub-Areas

14.66 Morden is well served by public transport with an underground and bus interchange at the heart of the town centre with two rail stations and a tram stop in walking distance. Morden has a very busy road network including the A24, a Transport for London (TfL) road that cuts right through the town centre. The current traffic flow system and the location of the bus standing area dominates the town and has a negative impact on the look, feel and functionality of Morden as a place.

14.67 Morden's role as a District Centre has diminished in the last decade as other nearby centres have expanded. Although Morden has a reasonable number of shops for a District Centre, the range and depth of the retail offer, as well as the quality of the premises and the goods sold, is not as good as it has the potential to be. Smaller, independent retailers are prevalent. However there are also a number of charity shops and fast food outlets. Despite the very high footfall not many people stay to use the services.

14.68 The Civic Centre and Mosque draw in a large number of visitors into Morden daily. Commercially, Morden provides local, convenience shopping for the local catchment area. The role of the centre needs redefining in order to re-capture local spend and attract additional income.

14.69 Morden has a very strong 'green' infrastructure for a typically suburban centre, with Morden Hall Park and Morden Park at its periphery. It has the capacity to benefit from the success of Wimbledon and (potentially) Colliers Wood, sitting in the hinterland of each. Merton College is in close proximity to Morden town centre.

14.70 Key assets that should make up a successful town centre such as good public transport accessibility, proximity to London, employment opportunities, retailing, leisure, and open space all exist in Morden. However these qualities are not always apparent or used to their potential and are often on the periphery of the centre itself; Morden has the potential to be far greater than at present.

Strategic Objective

14.71 Strategic Objective 2: To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.

Policy 4

Morden

To intensify development on underdeveloped sites by making more efficient use of land incorporating higher density housing and commercial opportunities that exploit Morden's excellent public transport links, while protecting the character and distinctiveness of the adjacent suburban neighbourhoods.

To create a distinctive and vibrant centre by making more of what Morden has to offer.

The Council will do this by:

- Capitalising on Morden's excellent transport links and attractive suburban surroundings to make Morden a vibrant centre that people want to visit not just pass through;
- Improving the quantity and quality of commercial, residential and leisure uses, with a range of uses that is appropriate to a District Centre;
- Enhancing the accessibility between the town centre and its suburban hinterland and open spaces, by reducing severance caused by through traffic and greening Morden through tree planting and improved pedestrian routes;
- Achieving high quality urban design, architecture and public realm incorporating high quality spaces and streets with pedestrians as the priority;
- Providing more opportunities for the community to meet, socialise and make better use of their town centre through provision of attractive, safe and accessible public spaces and community, social, leisure and cultural facilities;
- Ensuring major development incorporates low and zero carbon design and technologies.

Surrounding area of Morden Town Centre

- Protecting and enhancing the suburban hinterland and the strong 'green' infrastructure provided by Upper Morden Conservation Area, Morden Hall Park and Morden Park and ensure all development respects and enhances local character;
- Improvements to the public realm including repaving; provision of new cycle facilities and safety improvements of back alleyways and servicing bays;
- Improving connectability of all transport modes e.g. between Morden South mainline station and Morden Tube station in partnership with TfL.

Justification

14.72 Morden is well placed to provide services and support that respond to changes in the way people work – offering alternatives to central London commuting yet retaining easy access to the city core. Research found low levels of small business, restaurant and a latent demand for leisure in Morden in comparison to similar town centres (by size and location on the underground network).

14.73 A change in perception of Morden is needed to make it a place where people want to visit rather than pass through. This will be created through reinforcing Morden's natural and built heritage, which will play its part alongside high quality contemporary design for new buildings and public spaces. Opportunities for improvements to the streetscape are set out in the Public Realm Strategy.

14.74 The aim is to improve the number of people using the town centre and this will be facilitated by improving the quantity, quality and mix of housing offer through intensification of residential development at the heart of the town centre. It is estimated that Morden has the capacity to provide up to 2000 new residential units.

14.75 In accordance with Policy 8 'Design', the introduction of higher density development, including flats, into the town centre will provide for an underrepresented market in the area, increasing spending power and promoting a more balanced and cohesive community. Additional population within the centre itself will make existing businesses and services more viable and help sustain more facilities in the future, including potential to develop the evening economy.

14.76 The provision of new employment opportunities in the centre will also contribute to the economic sustainability of Morden as a whole. It is expected that commercial and community floorspace would be proportional to the level of residential development to reflect the overall scale of regeneration. Planning agreements will be sought from new development to achieve physical and social infrastructure improvements.

14.77 The scale and nature of regeneration plans offer an excellent opportunity to implement District Heat and Power networks, in accordance with Policy 9 'Climate Change'. All major development would be strongly encouraged to be 'Multi-Utility Services Company' (MUSCo) ready where viable and actively contribute to the development of networks where possible.

14.78 There are a number of realistic opportunities to regenerate Morden. The Council and Transport for London (TfL) together own, control and manage large tracts of land, property and the public realm in the town. Developing plans in

partnership with TfL to improve the efficiency of the road network and the transport interchange for all users is essential to improving the functionality of the area and defining a future role and purpose for Morden.

14.79 There should be greater priority for pedestrians in the town centre. Creating a safer and friendlier pedestrian environment to encourage the high levels of footfall to linger and shop on their way to and from the underground is key to invigorating the local economy. Patronage of the local bus network in Morden is expected to rise by 40% over the next 15 years. It is already apparent that the current transport interchange is inadequate and will require improvements to cope with future demand. Although not in the current TfL work programme, the Council will continue to work with TfL to explore an option to extend the tram link network between Wimbledon and Sutton via Morden, with an interchange provided between the tram and Underground.

14.80 The National Trust are currently developing proposals for further improvements to Morden Hall Park and an upgrade to Morden Park Pool is planned to provide a mixed-use leisure facility.

14.81 The Core Strategy Preferred Options set out a targeted approach to regeneration, recognising Morden as a District Centre where regeneration and revitalisation will be prioritised. LDF consultation responses have raised concerns that Morden is not able to serve local residents and it is, and may always be, a transport hub rather than a destination in its own right. The Preferred Options Sustainability Appraisal recognised the intense development from the regeneration focus in Morden town centre, acknowledging improvements such as retail provision will increase access for all.

14.82 Since the Preferred Options, the Council has been leading the moreModern project to provide a framework for regeneration and future development and managing growth in the town centre over a period of 15 years. Without an overarching regeneration strategy, there will be less market interest in Morden and less leverage to negotiate public realm improvements from TfL. A vision was consulted upon in 2008, that Morden will become a more attractive destination where a growing population can live, work, shop and socialise. 80% of respondents thought that the aims and objectives of the vision were right for Morden.

14.83 Endorsed by the Council in March 2009, the aim is to change the perception of Morden, from somewhere people have to be, to a place people want to be. This is going to be achieved by regenerating Morden to be a sustainable town centre, important transport node and through generating a renewed sense of civic pride. Further work is planned to take this project forward, outlined under Delivery and Monitoring.

Insert sub-area diagram

Key drivers

- Public Realm Strategy (2009)
- Merton's Economic Development Strategy (2009)
- Town Centre Study (2005 and 2008 Update)
- Volterra Economic Assessment (2008)
- moreMorden consultation (2008)
- Upper Morden Conservation Area Character Assessment (2007)

Delivery and Monitoring

The moreMorden project will continue towards consultation on development scenarios in 2009 to inform the preparation of a masterplan and an Area Action Plan to deliver the vision . Consultation during 2009 is expected to consider broad development scenarios based on different scales of development. A programme of short, medium and long term improvements to the town centre have been identified from 2008 to 2018 and beyond, and the Area Action Plan is expected to take forward public realm improvements. Strategic infrastructure needs that have already been identified for delivery in Morden are set out in Section 26 'Investment Priorities'. As identified above, partnership working will continue to progress regeneration.

Strategic Objective	Policy	Indicator(s)	Target(s)
To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.	Morden	Production of Morden Regeneration AAP.	Adoption of Morden Regeneration AAP by 2014.
		Indices of Deprivation.	Improvement in Indices of Deprivation.
		Retail vacancy rate.	Reduction in number of vacant retail units.

14.5 Raynes Park

Analysis

14.84 Raynes Park is a relatively affluent, attractive residential area with a mainline train station surrounded by a small Local Centre.

14.85 Most of the immediate surroundings Raynes Park Local Centre are attractive tree-lined streets. Grid-iron Edwardian terraces merge into larger detached and semi-detached late 19th century houses to the north and 1930's suburbia to the south. There are small neighbourhoods laid out in a Inter-War "Garden City" style to the east, and some out-of centre commercial development and residential apartments to the west.

14.86 Raynes Park has an excellent rail connection between central London and the south east, however within the Local Centre itself the railway line divides the community, acting as a barrier to movement and visibility between north and south.

14.87 There is good bus interchange either side of the station. Although Raynes Park is well connected by road, local routes are quite busy and the limited and narrow railway line crossings add to local congestion.

14.88 Raynes Park local centre contains a mix of unit styles and quality. It provides some convenience shopping, generally serving as top-up food shopping trips for commuters, a more limited range for comparison shopping, and a reasonable range of community uses including a library and health centres. Consultees have responded that the quality of shopping does not reflect the needs of the surrounding residential communities.

14.89 South of Raynes Park Local Centre is Bushey Road, which to the east leads up to Wimbledon Chase, and to the south west is Shannon Corner, meeting the A3 and the adjoining borough of Kingston upon Thames.

14.90 The major roads facilitate movement through the area between central London and the south east but create an unattractive physical environment, severing communities and making local journeys difficult especially for pedestrians and cyclists.

14.91 Bushey Road and surrounds suffer from congestion, on street parking problems and a poor quality street environment. Wimbledon Chase is served by a rail station and neighbourhood parade, but could benefit from environmental improvements. Around Shannon Corner are a number of large retail warehouses; in this out-of-centre location they are focused on visits by car, within a poor quality environment that does not encourage walking or cycling.

14.92 To the far south of Raynes Park local centre, surrounded by residential suburbia which merges into the neighbouring boroughs of Sutton and Kingston upon Thames

Strategic Objective

14.93 Strategic Objective 2: To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces

Policy 5

Raynes Park

To create an attractive local centre that reflects local physical and social character

The Council wants to do this by:

- Improving the local environment and street scene, complementing initiatives started via the Raynes Park Local Centre Enhancement Plans
- Supporting development in Raynes Park Local Centre that provides for the needs of the local community;
- Requiring development to respect local character and amenity, address flooding issues where appropriate;
- Securing environmental and transport improvements for pedestrians and cyclists and improve public transport facilities.

Surrounding area of Raynes Park

- Restricting further retail or leisure developments at Shannon Corner where these could compete with nearby town and local centres and generate trips by private transport. Businesses will be encouraged to locate at Shannon Corner where they could benefit from proximity to the strategic road network, not compete with nearby town centres or generate significant private car trips.
- Supporting environmental improvements and maintaining the day-to-day shopping and other services at Motspur Park and Wimbledon Chase

Insert sub-area diagram

Justification

14.94 Raynes Park Local Centre requires development that will help maintain its competitiveness without altering its suburban character or leading to further intensification.

14.95 The Town Centre Study and public consultation show that Raynes Park Local Centre should be maintained to ensure it provides basic food and grocery shopping facilities, supported by a limited choice and range comparison shops selling lower order comparison goods (bought on a regular basis) and a range of non-retail services and community uses.

14.96 There is a perception among residents that the quality of the retail offer in Raynes Park does not match the affluence and spending power of the resident population and there is a need for businesses and services that serve the surrounding residential population, rather than taking overspill from Wimbledon town centre.

14.97 There are also calls for some business function to be maintained in the Local Centre, so that its employees can help support other local shops, restaurants and cafés during the day. A reliance on the commuter trade is not seen as enough to maintain a variety of quality services.

14.98 The Raynes Park Local Centre Enhancement Plan guides short-to-medium term investment in the physical environment that local residents and businesses have said are important to Raynes Park . It focuses on:

- improving access and circulation for pedestrians, cyclists, road traffic and public transport users;
- strengthening Raynes Park's retail offer, making it a more attractive destination for local shopping needs; and
- improving the physical environment, appearance and maintenance of the public realm.

14.99 The Strategic Flood Risk Assessment identified the potential for flooding over parts of Raynes Park Local Centre and moreso to the south around Beverley Way / Shannon Corner. Flooding in the local centre itself is attributed to high water levels in the nearby aquifer. Flooding at Shannon Corner / Beverley Way is attributed to fluvial flooding of Beverley Brook. Development in these areas should comply with most recent Environment Agency advice and Policy 10 'Flood Management'

14 Sub-Areas

14.100 Transport improvements for the Wimbledon Chase and Motspur Park areas have already been identified, including widening roads to ease traffic flow and provide better facilities for buses, pedestrians and cyclists, with planting to improve the quality of the environment. Proposals in the Public Realm Strategy will have considerable influence on these areas.

14.101 Major out-of-centre development which could undermine the vitality and viability of the Local Centre will be resisted, in accordance with Centres.

14.102 The area around Shannon corner is designated as a Strategic Industrial Location, although there is a large out-of-centre retail presence on many sites, including a Tesco Extra, B&Q

14.103 As the area is very poorly served by public transport, has excellent links to the road network, large amounts of on-site free parking and a retail offer focused on bulky goods, it attracts shoppers almost exclusively by car.

14.104 The busy roads, including the A3 flyover, retail sheds and large areas of parking combine to create an extremely unattractive local environment; it is difficult to navigate in anything other than a car.

14.105 While the existing retail sheds aren't likely to be replaced under current market conditions, it is clear that, if the retail and leisure offer continues to expand or if the range of goods sold or services increased, Shannon Corner could harm the viability of Wimbledon Town Centre and other surrounding centres, for example New Malden in Kingston-upon-Thames.

14.106 In accordance with the London Plan and national guidance and as set out in Policy 1 'Centres', Merton Council will resist the expansion of out of centre activities, including retail, offices and other services that would be more appropriately located in town centres. Out-of-centre expansion of these activities could harm the viability and vitality of existing centres.

14.107 Further retail growth at Shannon Corner will be strongly resisted to support nearby existing centres such as Wimbledon and Raynes Park, prevent an increase in traffic congestion and local pollution. Development will be supported where it meets the demand for logistics and warehousing that can take advantage of its access to the major road network and quick journeys to central London and the south east.

Key drivers

- Public Realm Strategy (2009)
- Strategic Flood Risk Assessment (2008)
- Merton's Infrastructure Needs Assessment Study (2008)
- Raynes Park Local Centre Enhancement Plan 2008-2011 (2008)
- Town Centre Study (2005 and 2008 Update)

Delivery and Monitoring

To be added

Strategic Objective	Policy	Indicator(s)	Target(s)
To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.	Raynes Park	Amount of completed retail and community development in Local Centre.	Additional retail and community development in Local Centre.

14.6 Wandle Valley

Analysis

14.108 The Wandle Valley runs through the centre of the borough, part of a corridor which extends from Croydon to the mouth of the Wandle on the Thames in central Wandsworth. Providing 10% of London's total employment, the Wandle Valley Corridor encompasses several town centres, local centres and Business Areas.

14.109 The area is identified as a strategic corridor for regeneration. It falls within a wider corridor of national importance, identified in the London Plan and draft South East Plan, through South London towards Croydon and Gatwick Airport and beyond to the south coast, in which the Wandle Valley provides a particularly important set of development opportunities. In Merton, the London Plan has identified an Area for Intensification at Colliers Wood /South Wimbledon.

14 Sub-Areas

14.110 In Merton it is the location of several significant employment areas characterised by a discontinuous range of larger industrial areas and relatively small industrial sites. This includes the industrial estates at Durnsford Road, Morden Road and Willow Lane. Many businesses in the Wandle Valley are in a supply-chain relationship with the central London economy.

14.111 Historically, the Wandle Valley has been an industrial location since the seventeenth century and was a major industrial heartland in the 19th Century, where water mills helped power industries such as textile making and copper engraving. In Merton, the river's industrial heritage can be seen at Merton Abbey Mills where the waterwheel and some older industrial buildings are preserved to form an attractive marketplace.

14.112 Although the River Wandle is culverted near its mouth, the Wandle Valley links a chain of green spaces at the south of Wandsworth (Southfields, Lambeth Cemetery) through into Merton - Wandle Park, Morden Hall Park, Ravensbury Park through into Sutton's green spaces at Beddington Lane and eventually into Croydon. The Wandle Trail path, accessible alongside much of the River Wandle is an attraction for walkers, cyclists and anglers as well as the other sports and leisure uses for those using the parks that it connects.

14.113 The Wandle Valley is covered by the Blue Ribbon network, with its aims to protect and enhance biodiversity and the natural landscape. The green chain is important for species movement throughout south London and there are a number of protected species that are found along its length.

14.114 However extensive areas of the Wandle Valley are also liable to flooding, including a significant part of the proposed Area for Intensification and at the Greyhound Stadium at Plough Lane.

Strategic Objective

14.115 To make Merton a healthier and better place for people to live and work in or visit.

Policy 6

Wandle Valley

To support the creation of the Wandle Valley Regional Park and opportunities to rejuvenate the area as a key business corridor.

The Council's objectives to deliver this vision are to :

- Achieve a high quality, linked green infrastructure network, protecting biodiversity and providing opportunities for formal and informal recreation;
- Seek improvements to the transport accessibility to and within the area;
- Protect and enhance the industrial areas to ensure an adequate supply of land for employment uses and maximise employment opportunities, particularly for SMEs;
- Protect and enhance the River Wandle, including its green chains, biodiversity and wildlife corridors;
- Work with the Environment Agency and GLA to explore viable and appropriate measures contribute to minimising flood risk.

Justification

14.116 The London Plan sets out to create a new Regional Park that integrates with the regeneration of the Wandle Valley Corridor as one of the strategic priorities for South West London. A new Regional Park has the potential to improve access to a linked network of open space, including parkland, wildlife areas, riverside walks and facilities for children and young people, in accordance with Open Space. This will increase the quality of the environment and contributing to the identity of the valley as a place to live, work and visit. The development of a spatial strategy and implementation plan for the Regional Park is being explored by Groundwork and key stakeholders including Wandsworth, Sutton and Croydon Councils and the Wandle Forum.

14.117 The Wandle Valley could be a more significant visitor attractor for the borough, as a cultural and sporting facility as well as a vital green asset to deliver a wide range of improvements, for example providing an attractive route for cyclists to encourage sustainable commuting patterns. The Park also provides opportunities to address the flooding constraints identified in the Strategic Flood Risk Assessment. Merton's Community Plan recognises the importance of the natural environment and biodiversity and the opportunity to maximise the value of the River Wandle green corridor.

14 Sub-Areas

14.118 The Core Strategy Preferred Options highlighted the importance of Merton's role in helping regenerate the Wandle Valley corridor, building on its economic potential, improving its natural environment and open space, and raising its tourism potential. The Preferred Options Sustainability Appraisal recognised the significant impact this will have, positive in terms of regeneration, housing and employment growth, with benefits to health and access to open space.

14.119 The area has the potential to provide an important resource for a wide catchment area and to combine a range of functions. In accordance with the Economic Development policy business employment opportunity will be supported. Parts of the area offer regeneration potential, including the Area for Intensification as outlined in Colliers Wood /South Wimbledon.

14.120 The London Plan identified the theoretical minimum capacity of this Area for Intensification as 2,000 jobs and 1,300 homes to 2016. Merton have worked jointly with Wandsworth Council in identifying and assessing the regeneration potential for this Area for Intensification (Heart of Merton Study 2008) . Although the housing targets have been exceeded there are doubts about whether the target of 2000 new jobs by 2016 is deliverable within the time-frame, given environmental and economic constraints. Please also refer to the section on Colliers Wood.

14.121 The London Plan has identified major opportunities for potential intensification in the Colliers Wood / South Wimbledon Area for Intensification including the Wimbledon Greyhound Stadium site, Wandle Valley Sewage Works; the former Wimbledon Football Club site and Durnsford Road industrial estate. All these identified sites are located within the functional floodplain. Therefore should proposals for these sites come forward then considerations of the Environment Agency on appropriate and viable development of these sites will be particularly crucial.

14.122 Taken as a whole, the Wandle Valley Corridor represents a strategic opportunity for the whole sub-region. Traditional manufacturing remains important but newer activities are emerging including some related to the media and aviation and could be encouraged to diversify the economic base. Improved sub-regional and local transport links could help to rejuvenate parts of the Wandle Valley. The opportunities that this could provide would be accessible to deprived inner London communities as well as residents elsewhere within the sub-region. In accordance with Climate Change, there are opportunities to adapt to implement wider sustainability benefits.

14.123 However there are significant barriers to development including flooding, poor public transport access and issues of utility supply including water, sewerage and electricity. The designated industrial estates are essential to attracting environmental technologies, including recycling sites and construction businesses as supported by Economic Development.

14.124 New transport is needed to improve access, particularly by road and public transport to industrial areas and improving pedestrian access from existing facilities, with potential for a tram route in the future. Improvements should enhance linkages with the Wandle Corridor, to address access, environmental quality and biodiversity, employment and leisure uses. .

14.125 The vision has to encompass the industrial character of the area and the potential of the Regional Park to promote regeneration and attracting / retaining business, given the large amount of industrial estates. A shared vision developed by stakeholders, is for an innovative, sustainable and high quality Regional Park in the Wandle Valley that is accessible, with a rich and thriving biodiversity, offering recreational, landscape, heritage, cultural and resource management benefits in which local people and businesses can take pride and ownership.

14.126 The Wandle Valley Conservation Area is an integral part of Merton's identity. Developments should respect its designation as such. There are a number of overhead power cables which include 20 pylons on the Beddington - Wimbledon overhead. The Council will support the relocation of existing power lines, pylons and other visually intrusive servicing as part of planning agreements in relation to new developments where it is technically, practically, environmentally, and economically viable.

Key drivers

- Wandle Valley Regional Park: A vision for the future (2008)
- Strategic Flood Risk Assessment (2008)
- Heart of Merton Study (2008)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- Wandle Valley Conservation Area Revised Draft Character Assessment (2007)
- Merton's Community Plan 2005- 2011 (2005)
- Mayor of London: Strategic Parks Project Report (2004)
- PPG17 Planning for Open Space, Sport and Recreation (2002)

Delivery and Monitoring

The Council is already working in partnership with a number of stakeholders to establish the Wandle Valley Regional Park, including Groundwork, Wandsworth, Sutton and Croydon Councils, and the Wandle Forum. Working in partnership with Sustrans, TfL and both Wandsworth and Sutton Councils is key to developing a plan to fully realise the potential of the Wandle Trail not only as a leisure route but as a pedestrian and cycle commuter route to local areas of employment. It is expected that proposals will be taken forward on a site by site basis, alongside an ongoing programme of environmental enhancements subject to funding. Strategic infrastructure needs that have already been identified for delivery in the Wandle Valley are set out in Section 26 'Investment Priorities'. Further guidance could be produced in the future to guide proposals and reconcile any tensions between its economic, leisure and green corridor roles.

Further guidance may be relevant for any redevelopment around Plough Lane, to realise the potential of the area and where partnership working will be necessary to be considered in conjunction with plans for the neighbouring industrial area in Wandsworth to improve access, the public realm and local services.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton a healthier and better place for people to live and work in or visit.	Wandle Valley	Progress towards designation of Wandle Valley Regional Park	Creation of Wandle Valley Regional Park.
		Loss of employment space.	No loss of employment space.
		Creation of space for SMEs.	Additional space for SMEs.

14.7 Wimbledon

Analysis

14.127 Wimbledon is the borough's largest town centre, identified as a Major Centre in the London Plan. It provides a wide range of facilities and attracts visitors from outside the borough and is probably one of the best known parts of south London; the annual All England Tennis Championships meaning international recognition of the Wimbledon 'brand'.

14.128 With excellent transport connections to central London and south east England, attractive historic surroundings including high quality homes and schools, and a lively cultural offer, Wimbledon town centre is an attractive business location and shopping destination.

14.129 There is a focus of retail, as the main high street comparison shopping destination in the borough, plus office and leisure services. It also provides community services, is a major night-time leisure destination, including two theatres and a multiplex cinema

14.130 Wimbledon has good rail, tram and underground connections to central London and south towards Croydon, providing the largest variety and most frequent public transport options in the borough. A significant proportion of its residents work in central London, which contributes to the commuting nature of much of its population.

14.131 Wimbledon is a linear centre stretching east from the station along The Broadway, tightly bound by high quality housing, including conservation areas to the north and west.

14.132 The quality of buildings within the town centre is very mixed; a wide range of heights, facades, unit sizes and frontages giving a disjointed impression which does not complement the surrounding attractive historic environment.

14.133 The Wimbledon Bridge area around the station including Centre Court Shopping Centre comprises mostly multiple retailers of comparison goods in a range of store sizes. The more modern units in the vicinity of the Centre Court Shopping Centre are distinctive in style and aesthetically in good condition, though the quality of the buildings around the station is mixed. Facades along the south of Wimbledon Hill Road and Worple Road are of poorer quality in comparison.

14.134 The quality of the landscaping in this area is very poor, suffering from a range of street clutter and basic quality paving that do not match the quality of the retailers nor suit the borough's main shopping centre.

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14.135 Heavy traffic flowing through the centre exacerbates these issues, adding to the clutter in creating severance between the activities on either side of the street. Pedestrian access and movement is restricted by the busy roads and poor urban design.

14.136 A cultural quarter has evolved towards the eastern end of The Broadway with The Polka Theatre, The New Wimbledon and Studio Theatres, surrounded by restaurants. There is a good mix of unit sizes, including well maintained smaller units with good quality facades. However, due to the distance from the retail area and transport interchange, pedestrian flows are significantly lower here at the periphery of the centre and there are fewer shops.

14.137 Public open spaces in the centre are limited and could be better designed and utilised. The town centre is particularly lacking in quality and quantity of open space.

14.138 To the north west of Wimbledon town centre, on higher ground, lies Wimbledon Village. It operates as a Local Centre though it is favoured by high end comparison retailers, cafés and restaurants over grocery shopping and therefore attracts visitors from a wider hinterland than most local centres.

14.139 The Village benefits from excellent landscaping and an extremely attractive streetscape, and is covered by Conservation Area designations, with Wimbledon Common close by.

14.140 The strict controls on development design afforded by the Conservation Area designation have ensured the high quality physical fabric of the centre, and in particular have guaranteed that the centre retains a unique and attractive environment for visitors.

14.141 However, although the physical environment is protected through planning policies, there are concerns over the encroachment of franchises and retail chains occupying the shopfronts.

14.142 North of Wimbledon lies Wimbledon Park - the second largest park in the borough, providing recreational facilities as well as a historic asset.

14.143 To its east of Wimbledon Park is the famous All England Lawn Tennis and Croquet Club, and to the west near the boarder with Wandsworth is Arthur Road local centre.

14.144 Arthur Road is a smaller, more compact Local Centre than Wimbledon Village, serviced by Wimbledon Park tube station on the District Line. It provides grocery and other facilities that cater for the day-to-day needs of local residents.

14.145 Much of North Wimbledon is characterised by extremely attractive detached late 19th and early 20th century homes, mostly afforded Conservation Area protection due to their historical value and high quality workmanship.

Strategic Objective

14.146 Strategic Objective 3: To make Merton more prosperous with strong and diverse long term economic growth.

Policy 7

Wimbledon town centre

To ensure Wimbledon continues as a diverse Major Centre offering excellent shopping, business and cultural facilities.

The Council's will do this by:

- Strengthening the retail and business core of the Major Centre, through the development of key sites within the town centre;
- Supporting the provision of community and cultural facilities especially around the existing hub at the eastern end of The Broadway;
- Encourage development that attracts visitors to the area all year round, including high quality hotels, conference centres and cultural activities;
- Promoting a balanced evening economy through a mix of uses;
- Improving the public realm to make the centre more legible and easier to get around for both pedestrians and traffic, promoting connections between The Broadway, Victoria Crescent, Queens Road and Wimbledon Bridge;
- Supporting improvements to the public transport interchange at Wimbledon Station and public highway for all users;

Surrounding area of Wimbledon

- Protect the unique character of Wimbledon Village and Arthur Road Local Centres, only supporting development that complements or improves the local or wider public realm;
- Work with public protection services to support a vibrant, safe and attractive environment in the local centres and surrounds;
- Maintain and enhance the historic environment through conservation area character protection

Justification

14.147 The 2005 Town Centre Study found that most demand for non food shops is likely in Wimbledon and this will maintain this centre's role as a Major Centre. The 2008 Town Centre Study Update identified that 3,100m² net of convenience floorspace and 6,500m² gross of comparison floorspace could be accommodated within Wimbledon town centre up to 2016.

14.148 In order to meet the borough's need for retail, leisure and other town centre uses major development is required in Wimbledon. An appropriate balance of uses needs to be maintained and existing town centre uses should be protected, to strengthen the business and retail core of the town centre and develop complementary uses to develop a clear image, role and strategy for the future prosperity of the town centre.

14.149 There are good prospects for attracting new investment and major retail/leisure development. In terms of development opportunities, there is some potential to upgrade and improve the quality of retail, leisure, cultural and community provision in the town centre, likely to be the primary location for new development, particularly for higher order comparison shopping facilities. However there appears to be limited potential to significantly improve food store provision within Wimbledon town centre.

14.150 The 2007 Competitiveness Study for Wimbledon, commissioned by the Chamber of Commerce, showed huge pressure on the town to maintain its competitive position, and action has to be taken to support the town in the forthcoming years. It identified opportunities including traffic flow management/pedestrianisation, development of a cultural quarter and greening/softening the environment, recommending a focus on differentiation rather than on competition.

14.151 However, there is a limited supply of retail premises available to accommodate new operators looking to trade in Wimbledon, as identified by the Town Centre Study, with competition from the nearby metropolitan town centres of Croydon, Kingston, Sutton and other major town centres in Wandsworth and Richmond.

14.152 The GLA's 2009 study into Consumer Expenditure and Comparison Goods Floorspace Need in London and the Wimbledon Competitiveness Study 2007 provides an insight into Wimbledon's strength as a retail centre and an analysis into which centres it is competing with.

14.153 This shows that Wimbledon retains 18 per cent of trade within the SW19 postal sector, with significant leakage to the West End (10 per cent) and Kingston (9 per cent). It also highlights the far-reaching effect the major retail centres have, even though they may be some distance away (in this case, Croydon and Knightsbridge).

14.154 While there is a good retail offer, there has been an encroachment of franchises and retail chains. Residents feel there is a need to promote local businesses that can enhance the character and local distinctiveness of the area.

14.155 Respondents to the 2007 Preferred Options consultation did suggest the need for a more proactive approach to take forward future development to enhance Wimbledon town centre. The need for major public realm improvements and de-cluttering have been identified, as set out in the Public Realm Strategy.

14.156 It is envisaged that new office jobs and shops, leisure, arts, culture and associated facilities, including a new community centre, will help maintain Wimbledon's current vitality and viability and role as one of London's major town centres. There is also an aspiration for new station facilities to improve the quality and interchange.

14.157 Wimbledon has the highest level of public transport accessibility in the borough and this makes the centre a sustainable location for major development, potentially at higher density in accordance with Design, which needs to be coordinated.

14.158 Wimbledon will have an important role in supporting London in hosting the 2012 Olympic and Paralympic Games and the opportunities from its legacy need to be maximised, bearing in mind the Olympic facilities already exist. This offers the opportunity to improve the physical, conceptual and perceptual links with the Village and the tennis championship. This will link with the public realm and transport improvements, particularly benefiting pedestrians and cyclists.

14.159 The Wimbledon Going for Gold campaign was launched in 2007 by Merton Chamber of Commerce to capture opportunities for businesses and raising Wimbledon's profile, for the run up to, during and beyond 2012. This will be key to exploiting Wimbledon's important role in tourism in the borough. There has been developer interest in hotel development in Wimbledon, largely attributed to its location and the tennis championship. The Preferred Options Sustainability Appraisal positively recognised the aspiration to improve cultural provision in Wimbledon town centre.

14.160 The future priority is to ensure the successful implementation of key development sites within the town centre in order to deliver new retail, leisure and entertainment facilities. The main priorities previously identified were Wimbledon Station Precinct, the Broadway Extension (known as P3) and the site adjacent to

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Wimbledon Theatre (known as P4). It was suggested that the Broadway Site could accommodate up to 5,000m² gross commercial space with residential and underground car parking, and permission has been granted for a mixed use scheme incorporating major retail development with residential and underground car parking.

14.161 The redevelopment of the Wimbledon Station and surrounding properties to provide improved interchange facilities and a major mixed-use development may only be implemented in the long term. Nevertheless, given the complexity of development on this site opportunities should be explored in the short term. These developments should be appropriately integrated with existing town centre activity and the primary shopping area. If implemented these developments would be expected to increase the level of comparison retail floorspace within the centre.

14.162 The public car park adjacent to the New Wimbledon Theatre has also been promoted for the development of a new community centre with a public hall to accommodate 600 seats. Building on the planning brief, the Council's preferred option for the site adjacent to Wimbledon Theatre is mixed use development comprising residential, retail and community facilities, with the latter comprising a community leisure facility with a large flexible hall space. Mixed-use developments could bring more than 200 residential units to the town centre.

14.163 Due to the dense commercial nature of this area, the development of District Heat and Power networks is strongly encouraged to meet the needs of local businesses and residents alike. All major developments will be expected to explore the possibility of establishing a District Heat and Power network where viable.

14.164 Wimbledon's buoyant evening economy can generate problems in relation to noise, disturbance and anti-social behaviour. There are instances of alcohol related disorder and crime related to alcohol, and it can be a hot spot for offences of on-street violence, shop lifting and commercial crime. A balanced approach needs to ensure that the competitive edge the night-time economy offers is recognised, whilst ensuring an appropriate mix of uses, high quality design, and a joined up approach with licensing and other agencies to ensure potentially negative impacts are addressed.

14.165 The balance of uses with Wimbledon Village needs to be complementary, where there is support from residents for more independent traders and business and community services and development that enhances local character, opposing any expansion of the town centre.

14.166 The vision for 2030 is that Wimbledon is a very dynamic diverse shopping and business centre attracting visitors from the wider metropolitan area and playing an important role in the promotion of sports and healthy lifestyles. Its role has been consolidated through being one of the hosts of the Olympic Games in 2012 and by

building on its reputation as an internationally renowned tennis destination. It is a very pedestrian friendly town centre, with several indoor and outdoor spaces that promote leisure activities and the enjoyment of the area and its urban environment. The Broadway is the hub of the shopping centre and its well served and connected by public transport to other areas of the borough and central London.

Insert sub-area diagram

Key drivers

- Public Realm Strategy (2009)
- Competitiveness Study for Wimbledon (2007)
- Merton Town Centre Study (2005) update 2008
- Conservation Area Character Assessments (xxxx)

Delivery and Monitoring

Further policy development could be considered in the long term to provide a co-ordinated framework to guide proposals, investment and areas for improvement, and secure partnership working including with Merton Chamber of Commerce, Network Rail and Transport for London. This is not currently programmed but would be considered if intervention is necessary, for example if leakage of expenditure required development opportunities to be identified or significant physical infrastructure improvements were needed. Strategic infrastructure needs that have already been identified for delivery in Wimbledon are set out in Section 26 'Investment Priorities'. A detailed approach to particular uses to promote a balanced evening economy will be set out in the Development Control Policies DPD. The Council is also keen to ensure joint working with Wimbledon & Putney Common Conservators.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton more prosperous with strong and diverse long term economic growth.	Wimbledon	National ranking index of shopping centres.	No significant drop in ranking
		Retail vacancy rate.	Reduction in number of vacant retail units.

14 Sub-Areas

Strategic Objective	Policy	Indicator(s)	Target(s)
		Amount of office floorspace in town centre.	Additional office floorspace in town centre

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15 Design

Introduction

15.1 The character, distinctiveness and viability of a successful area often lies in the quality of its built environment and public realm. High quality design of buildings, places and spaces can create a high quality and attractive environment which sets a positive context for the development of successful places and sustainable communities. Building on this an appropriate mix of land uses, housing types and tenures, development density and transport provision is an essential aspect of good urban design and equally, if not more important in creating a successful, sustainable community.

15.2 Whilst Merton is designated as an outer London borough in the London Plan, in terms of its overall character, it plays a transitional role from urban to suburban character, neither bordering Surrey or the River Thames. This is one of the key defining aspects of the borough's character, creating a diversity through its built form, translating to a diversity of character and population, requiring a specific and flexible approach in design policy.

15.3 People's experience, interpretation and opinions of an area can be strongly influenced by the quality of the public realm - its streets and spaces - and how easy they are to use, pass through and their aesthetic appeal. This affects how people treat their environment, how they care for it and can influence their sense of belonging. This affects people's behaviour, their perception of an area within the borough and how safe they feel within it. It is therefore important that the quality of the public realm is high, fit for purpose and balances the needs of all those who need to use it.

15.4 The quality of the historic environment plays an important role in the overall attractiveness and quality of the borough. This therefore needs to be adequately protected and enhanced through the effective use of existing legislation on conservation areas and listed buildings, national and regional policy guidance, and the effective and timely use of character appraisals, management plans, control of development rights and, where necessary enforcement powers. This is encouraged and supported in PPG15, PPG1, PPG16, policy 4B.1 of the London Plan and CABE and English Heritage good practice guidance.

15.5 Principles of good urban design are therefore not just applicable to the quality of individual buildings, but to the arrangement of buildings in their environment, how they relate to their context, the spaces they create and also to the way an area functions. These principles need to be applied not just to the physical appearance of a building, but also to its functions and way it relates to the surrounding area and wider public realm. Good urban design creates buildings and environments that are long lasting and adaptable to change without large scale or expensive intervention,

promotes inclusiveness through ease of movement and a good mix of uses, and aesthetically pleasant and inviting environment and assists in the environmental, economic, sustainable and social revitalisation and success of an area.

Strategic Objective

15.6 Strategic Objective 7: To make Merton a well designed Borough with an attractive urban and suburban environment.

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Policy 8

Design

All development needs to be designed in order to respect and enhance the local character of the area in which it is located and to contribute to the creation of a sense of place and identity. The Council will use objectives, proposals and policies within national, regional and local policy, including local guidance or evidence such as design guides, character appraisals and management plans to shape new built form in the borough.

The Council will ensure that the built environment and public realm within the borough is of a high quality and contributes to the boroughs built form identity by:

- Protecting Merton's historic environment particularly the valued centres, suburban neighbourhoods, industrial heritage and iconic green spaces, through the enforcement of conservation areas, statutory and locally listed buildings, scheduled ancient monuments, historic parks and gardens and archaeological sites;
- Promoting high quality sustainable design that meets urban design objectives, responds to the distinctive character areas of the borough, improves Merton's overall design standard, provides adequate internal amenity and functionality and enhances community safety;
- Considering the development of tall buildings in the centres of Morden, Wimbledon and Colliers Wood on a case by case basis where they can be justified in terms of compatibility with the local setting and their impact on the wider context. Tall buildings may not be suitable in the centres of South Wimbledon and Mitcham but will be considered where they can be adequately justified in a townscape analysis as part of a design and access statement. Any proposal for tall buildings elsewhere in the borough will be resisted.
- Requiring the development and improvement of the public realm to be accessible, inclusive and attractive.
- Resisting the conversion of dwellings where it would result in an adverse impact on the suburban characteristics of the streetscape.

SA/SEA Implications

Ensuring a high quality built environment and public realm will mainly have positive social effects on public health, safety and travel. Protecting the historic environment will have positive benefits, although this may conflict with other areas such as adapting to climate change and reducing carbon emissions.

Justification

15.7 Planning Policy Statement 1 - Delivering Sustainable Development (PPS1) includes the delivery of safe, healthy, and attractive places as one of the main criteria for the achievement of sustainable development. PPS1 states that: “planning policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole”.

15.8 PPS1 also defines good design as “ensuring attractive, usable, durable and adaptable places”. It goes further by stating, “good design should:

- address the connections between people and places by considering the needs of people to access jobs and key services;
- be integrated into the existing urban form and the natural and built environments;
- be an integral part of the processes for ensuring successful, safe and inclusive villages, towns and cities;
- create an environment where everyone can access the benefit from the full range of opportunities available to members of society; and,
- consider the direct and indirect impacts on the natural environment”.

15.9 By Design is the government's companion guidance to PPG and PPS guidance on issues of design. The guidance is relevant to all aspects of the built environment, from the design of buildings and spaces, landscapes, to transport systems; and for planning and development at every scale, from streets and their neighbourhoods. It is therefore a key tool in guiding and evaluating the design quality of new development.

15.10 By Design and the Design SPG set out seven key urban design objectives that should guide all new development. These are the core principles of good urban design and are summarised as:

- Character - a place with its own identity
- Continuity and Enclosure - a place where public and private places are clearly distinguished

- Quality of the Public Realm - a place with attractive and successful outdoor areas
- Ease of Movement - a place that is easy to get to and move through
- Legibility - a place that has a clear image and is easy to understand
- Adaptability - a place that can change easily
- Diversity - a place with variety and choice

15.11 This clearly underlines the need to respect the context and character of an area, to protect and enhance its environment, the existing town and other landscapes, wildlife habitats and natural resources. It is the sum of these different aspects that defines the character of an area, which, in the case of Merton, needs to be preserved in some areas, and enhanced in other areas of the Borough.

The Built Heritage

15.12 Planning Policy Guidance note 15: Planning and the Historical Environment (PPG15), highlights the importance of effectively protecting the historic environment as a central part of our cultural heritage and sense of identity and local distinctiveness. It further states that imaginative planning policies can only reduce threats to historical environments but increase its contribution to local amenity. PPG15 and guidance from English Heritage gives detailed advice on designation and appraisal of Conservation Areas.

15.13 In order to protect the character and the built heritage of the Borough, the Council has designated 28 Conservation Areas, as well as given protection to its existing open spaces and wildlife habitats. This is supplemented by a list of local buildings of historic, architectural or townscape value, a programme of character appraisals and management plans for the conservation areas. Statutorily listed buildings and other heritage sites, such as historic parks and gardens and scheduled ancient monuments help complete the key elements of the historic character of Merton.

15.14 Although there are a higher number of Conservation Areas in the western parts of the Borough within Wimbledon, West Wimbledon and Wimbledon Village, there is a fairly even distribution of listed buildings and other heritage sites within the Borough. The Council will continue to develop character appraisals for each one of the existing Conservation Areas that may expand the boundaries, and by protecting the existing listed and other locally important buildings from inappropriate development that may harm the building or its setting.

15.15 The industrial heritage of the Wandle Valley Conservation Area is a particularly important part of the history of the Borough and an important element of Merton's identity. This has been recognised by the designation of the Wandle Valley Conservation Area. New development in the Conservation Area should respect the

built, natural and architectural heritage of the area, and play a positive role in the development of the Wandle Valley Regional Park. There is the opportunity for future development to be heritage-led in order to strengthen the character and local distinctiveness of the area as outlined in policies 4B.12 and 4B.13 of the London Plan. The Beddington to Wimbledon overhead powerlines and 20 support pylons traverse through the Wandle Valley. The Council may support the re-location of existing powerlines, pylons and other visually intrusive servicing as part of planning agreements in relation to new developments where it is technically, practically, environmentally and economically achievable. The priorities for the Wandle Valley are outlined in Policy 7 - Wandle Corridor.

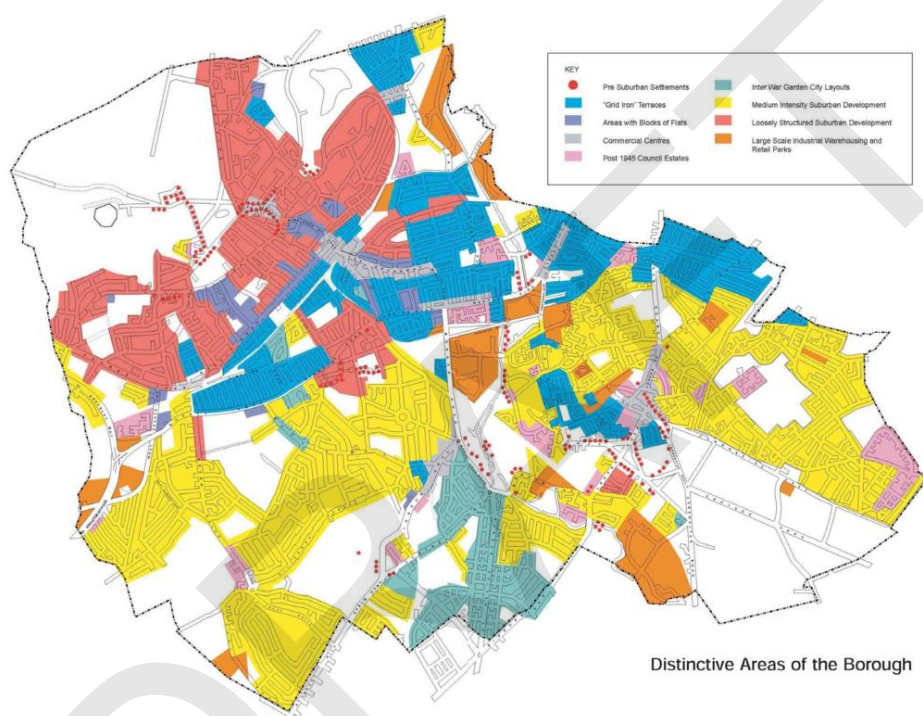
High Quality Urban Design

15.16 In addition to the guidance set out in PPS1 and By Design, PPS3: Housing requires high quality housing that is well designed and built to a high standard, of appropriate type and tenure, and that offer good accessibility and range of facilities. It states that good design is fundamental to the development of high quality new housing which contributes to the creation of sustainable mixed communities and continues to give more detailed guidance on how to achieve this. PPS6: Planning for Town Centres also states that the Government's wider objectives relating to promoting high quality and inclusive design are equally applicable to town centres. The London Plan contains extensive and wide ranging policies on achieving high quality design, 4B.1 to 4B.5 and 4B.8 to 4B.10 being the most relevant. The national and regional context highlights the need to encourage good quality design whilst strengthening and developing local distinctiveness and ensuring proposed developments preserve or enhance local social, physical, cultural, historical, environment and economic characteristics. The Council will use national, regional and local policies and guidance to assess the design quality of new built form.

15.17 Due to the transitional nature of the borough between urban and suburban areas, the way it has developed from numerous original settlements, an obvious and clear identity for the borough as a whole has not readily arisen. This has, in part, enabled standardised forms of development to prevail in parts of the borough, to the detriment of their often fragile but valued local character. This is particularly noticeable in Wimbledon, Colliers Wood and Mitcham. The lack of a strong identity has also put the borough at a disadvantage commercially when competing with other nearby and larger centres with stronger, more distinct identities or higher profiles. To address this issue the Core Strategy aims to strengthen the local distinctiveness of the borough by identifying distinctive characteristics for the sub-areas and developing policies that promote development which respects and builds upon these characteristics.

15.18 The Merton Design SPG reflects national policy guidance in By Design and develops more specific guidance on aspects of detailed design. It also provides a general character analysis of the whole borough. This divides the borough up into

distinctive 'character areas' which provide a framework for identifying their character, and assessing the appropriateness of new development. They are specific to Merton and a fundamental part of the existing built form character of the Borough, and comprise Pre-suburban Settlements, "Grid Iron" Terraces, Loosely Structured Suburban Development, Medium Intensity Suburban Development, Areas with blocks of flats, Inter war Garden City layouts, Post 1945 Council housing estates, Commercial centres, and Large scale industrial, warehousing and retail parks.



Picture 15.1 Design SPG Distinctive Areas of the Borough

15.19 Good design is not a consideration limited to conservation areas, or to other especially sensitive areas, it is an important aspect of development across the borough, and is central to the whole concept of good planning. The Council will therefore use the CABA Building for Life criteria, as well as the key built form characteristics of the distinctive character areas and urban design principles within the Design SPG in assessing new built form to enhance the overall design quality within the borough.

15.20 The Community Plan identifies the importance of reducing the fear of crime within the borough and promoting a safer community. High quality design can assist with achieving this by ensuring that new development enhances community safety through natural surveillance, active street frontages, continuous street frontages

including around corners, improving movement and creating clear and safe access routes. The Design SPG outlines standards to enhance health and community safety through good design.

15.21 Lifetime Homes, Lifetime Neighbourhoods (2008) identifies the importance of building much more inclusive and flexible housing to meet future demand in an ageing society. The Lifetime Homes Standards are a set of features that make housing more functional for everyone including families, disabled people and older people. The Merton Residential Extensions, Alterations and Conversions SPG (2001) addresses internal amenity and functionality of dwellings, in particular residential conversions, through adequate room size and sufficient internal circulation space. In particular, rooms must be able to function for the purpose of which they are intended. The Council will therefore require that the internal layout of housing is designed to be fit for purpose and to meet the needs of various household types including small households, families and the ageing population.

15.22 National guidance on tall buildings produced by English Heritage & CABI with regional policies 4B.8, 4B.9 and 4B.10 of the London Plan relating to tall buildings. The Council will use this policy context in assessing proposals for tall buildings in the borough in general. The London Plan defines tall buildings as those that are significantly taller than their surroundings and/or have significant impact on the skyline, and are larger than the threshold set for the referral of planning applications to the mayor. Policy 4B.9 of the London Plan promotes the development of tall buildings where they:

- Create attractive landmarks enhancing London's character;
- Help to provide a coherent location for economic clusters of related activities and/or act as a catalyst for regeneration; and
- Where they are also acceptable in terms of design and impact on their surroundings.

15.23 Based on these principles and the Tall Building Background Paper (2009) produced by the Council, tall buildings may be suitable in areas of the borough where all three of the following factors are present:

- Where regeneration or change is envisaged;
- In well serviced areas by public transport; and
- Where there is an existing higher building precedent.

15.24 Well designed and appropriately scaled tall buildings may therefore be suitable in Morden, Wimbledon and Colliers Wood centres where these three factors are evident, and where they can be justified based on their compatibility with the local setting and impact on the wider context. Tall buildings may not be suitable in Mitcham and South Wimbledon centres, but will be considered where they can be

adequately justified in a townscape analysis as part of a design and access statement. The Mitcham SPD also provides detailed guidance on building scale and reinforcing local distinctiveness.

15.25 The Council will resist any tall buildings in Raynes Park Local Centre where no major regeneration or change is envisaged. Raynes Park is well serviced by public transport, however the prevailing character of the area is low rise compact development, and the location of the local centre is highly visible in the wider context of the Conservation Areas to the north. All other areas of the borough are considered to be unsuitable for tall buildings due to the predominately suburban and low scale character.

15.26 Together with National and Regional policy guidance, the Tall Buildings Background Paper (2009) and the Design SPG (2004) should be used as guidance in the design and siting of tall buildings in the borough. Detailed criteria for assessing the design and impact of tall buildings will be included in the Development Control Development Plan Document, taking into account Policies 4B.9 and 4B.10 of the London Plan.

The Public Realm

15.27 PPS guidance requires public spaces and buildings to be well-designed, which are fit for purpose, comfortable, safe, attractive, accessible and durable, all of which are key elements which can improve the health, vitality and economic potential of a town centre. In addition the London Plan Policies 4B.3 Enhancing the quality of the public realm, 4B.5 Creating an inclusive environment & 3A.17 Addressing the needs of London's diverse population, encourage the highest standards of accessibility through the design of the public realm, and ensuring that the spatial needs of diverse groups are met in all public spaces.

15.28 The Merton Public Realm Strategy expands on this national and regional guidance by providing local guidance on the provision and quality of the public realm in the borough. The principles and focus for the improvements in the Public Realm Strategy are proposed to ensure the:

- Creation of generous streets for all;
- Improvement of existing and the creation of new quality public spaces;
- Reinforcement of the green character of the borough through planting;
- Sustainability of the Borough's public realm in all aspects;
- Reinforcing of primary movement routes;
- Development of an image of quality for Merton;
- Promotion of the use of colour and vibrancy through public art, planting and feature lighting;

- Improvement of the legibility of the borough through clear signage and direct movement patterns for all users;
- Promotion of increased activities through events, street theatre, performance, art interventions and lighting; and
- Creation of a better balance between vehicles, pedestrians and cyclists.

15.29 By harnessing these principles public realm improvements will be achieved across the borough, with particular emphasis on the boroughs main centres of Morden, Wimbledon, Mitcham, Raynes Park and Colliers Wood, as well as the strategic routes. The strategy will form the basis for a Supplementary Planning Document (SPD) and is relevant in the design of new public spaces and also in improvements to existing public realm.

15.30 The Dwelling Conversions Background Paper (2009) and the Design SPG (2004) highlight the detrimental impacts that conversion of existing dwellings into flats can have on the public realm, including on the characteristics on high quality suburban streetscapes. Merton is predominately a suburban borough with many high quality streetscapes characterised by consistent front building street setbacks, vegetated front gardens and adequate on-street parking provision. The detrimental impact of dwelling conversions can be:

- Interruption of consistent dwelling front setbacks due to off-street parking within front gardens
- Reduction in front garden space and vegetation due to the installation of hard standing within front setbacks.
- Saturation of on-street parking resulting in car dominated environments.

15.31 Dwelling conversions generally occur in the 'grid-iron' terrace streets in the north of the borough where densities are higher, and also within some areas of 'medium intensity suburban development'. In particular, areas such as the 12 apostle streets between Kingston and Bushey Roads Raynes Park, Camberley Avenue, Taunton Avenue and Somerset Avenue Raynes Park, Florence Road, Clarence Road, Effra Road Wimbledon, Tennyson Avenue & Seaforth Avenue Motspur Park, Victory Road, Nelson Road, Hardy Road and Nelson Road Colliers Wood, and the area of Colliers Wood to the north west of the centre bounded by High Street, the railway line, North Road and the Wandle Park have experienced an overwhelming number of dwelling conversions which overall have had a negative impact on the suburban character of the borough.

15.32 The Council will therefore resist the conversion of dwellings where it would result in these detrimental impacts on the suburban characteristics of the streetscape.

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- Tall Buildings Background Paper (2009 - in progress)
- Dwelling Conversions Background Paper (2009 - in progress)
- Merton Public Realm Strategy (2009)
- Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (DCLG, Dep. Health, Dep. Work and Pensions 2008)
- Building for Life (CABE, HBF 2008)
- Building for Life (CABE, HBF 2008)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- Conservation Principles, Policies & Guidance (English Heritage, 2008)
- Crime and Disorder Act - Section 17 (1998)
- PPS1 - Delivering Sustainable Development (2005)
- PPS3 - Housing (2006)
- PPS6 - Planning for Town Centres (2006)
- PPG15 - Planning and the Historic Environment (1994)
- PPG16 - Archaeology and Planning (1990)
- DCLG; Safer Places, The Planning System and Crime Prevention (2004)
- DCLG; Safer Places, The Planning System and Crime Prevention (2004)
- Merton Design SPG (2004)
- Guidance on Tall Buildings, English Heritage and CABE, 2003
- Building in context, New development in historic areas (CABE & English Heritage, 2002)
- By Design - Urban design in the planning system: towards better practice (DETR, CABE 2000)
- Delivering Quality Places - Urban design Compendium 1 & 2, English Partnerships & The Housing Corporation (2007)
- Merton Residential Extensions, Alterations and Conversions SPG (2001)

Delivery and Monitoring

The Council will work with strategic partners such as English Heritage, The National Trust, Urban Design London, Merton Groundwork and local amenity societies and organisations to protect and enhance Merton's built heritage. The Council's Conservation and Design Advisory Panel (CADAP), the Design Review Panel and the Design Champion will advise on proposals, not only in Conservation Areas, but also across the Borough.

Character Assessment and Management Plans will be prepared for the boroughs 28 Conservation Areas. These are aimed at defining the special character of an area, identifying where it is under threat and identifying actions needed to protect and enhance its appearance. This may result in the expansion of the Conservation Areas to other adjoining areas of significance.

The Council will prepare revised Design and Housing SPD's, and produce AAP's and SPD's for sub-area proposals as required.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton a well designed Borough with an attractive urban and suburban environment.	Design	Percentage of relevant applications approved by Council where design policies have been achieved.	Increase in the percentage
		Percentage of appeals dismissed per total number of appeals citing design policies.	Increase in the percentage
		The number of Listed Buildings at Risk in Merton.	Reduction in the number
		The number and proportion of total new build completions on housing sites (with at least 10 new dwellings) reaching very good, good, average and poor ratings against the Building for Life criteria.	Increase in the ratings

16 Climate Change

Introduction

16.1 To move Merton towards sustainability by minimising CO₂ and other climate change gases and promoting the highest standards of sustainable design, construction and waste management techniques.

16.2 It is imperative that Merton examines all sources of emissions resulting in climate change gases, such as methane being tackled through improvements in waste management and CO₂ emissions from building stock.

Strategic Objective

16.3 Strategic Objective 5: To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place.

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Policy 9

Climate Change

All new development, including major refurbishment will be required to demonstrate the following:

- How it makes effective use of resources and materials, minimises water use and CO2 emissions;
- Use of the energy hierarchy concept (detailed in the London Plan) of addressing energy in the following order of importance: Energy Efficiency, Community and District Heat or Combined Heat and Power and Low and Zero Carbon Technologies, and
- How it is sited and designed to withstand the long term impacts of climate change particularly the effect of rising temperatures on mechanical cooling requirements

Residential Development

The council will require all new development comprising the creation of new dwellings to meet the highest level of Code for Sustainable Homes (or any subsequently adopted set of national sustainable construction standards) commercially viable. Viability is defined as an increase in cost of no greater than 3% of predicted development resale value and will be calculated using the Merton Protocol viability model (MPM). Please also refer to para. 17.11.

Where meeting a level of code is shown to be commercially enviable, using the MPM the development in question will be required to meet the level of code that is shown to be viable (as determined using the MPM) and make a financial contribution to the Merton Carbon Reduction Fund (MCRF). Please also refer to para 17.17.

This contribution will be the difference between the increase in cost to meet the lower level of code (as calculated using the MPM) and 3% of predicted development resale value.

Commercial Development

All commercial development will be expected to be built to a minimum of BREEAM (Building Research Establishment Environment Assessment Method) Good standard and incorporate renewable energy generation in line with the requirements of the London Plan or National policy, whichever is the greater.

SA/SEA Implications

Overall this policy will reduce environmental damage and enhance energy affordability. Wider sustainability benefits will be derived from less pollution therefore improved health and reduced resource scarcity.

Justification

16.4 Sustainable Development and Climate Change has moved into the heart of politics and the heart of planning (PPS 1) since the implementation of the Kyoto Protocol and the Stern report. The Climate Change Act 2008 set a legally binding CO₂ emission reduction target of 80% by 2050. The London Plan states a presumption that developments will achieve a 20% CO₂ reduction from on-site renewable energy generation.

16.5 Merton has been a leader in policy formation related to CO₂ minimisation by developing the first UK prescriptive planning policy requiring 10% on-site generation of the predicted energy demand, commonly referred to the Merton Rule. This commitment to sustainable development, climate change and promoting improvements in line with the Energy Hierarchy is continuing and encompassing a wider remit of environmental impact and approach that has been widely supported in earlier consultations.

16.6 Merton has the second lowest per capita carbon emissions within London and is in the lowest ten authorities nationally, which shows that while many easy solutions have been implemented it is now time to address the existing sources of carbon emissions.

16.7 This commitment needs to be prioritised given the relatively dense urban characteristics of the borough where 60-65% of CO₂ emissions are generated from our building stock. If the borough is to make progress to the national target of 80% CO₂ reduction by 2050 the energy efficiency of new buildings and existing stock needs to be enhanced and the borough's renewable energy generating capacity expanded.

16.8 New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. So, sustainable design of buildings and spaces is an integral part of the vision for transformation and sustainability and respecting of the global environment. Updating of Building Regulations will cover many aspects of sustainable design but planning has a distinctive contribution to make by introducing guidelines in advance of the update to complement the Regulations.

16.9 The highest standards of sustainability for design and construction will apply to all forms of development including conversions and renovations. The Code for Sustainable Homes, EcoHomes and BREEAM criteria or any subsequently adopted set of national sustainable construction standards will be applied to assess sustainability standards. The standards bring together a number of aspects covered in this core strategy.

16.10 The Energy White Paper 2002 seeks reductions in carbon dioxide emissions of 10% by 2010, 15% by 2015 and 20% by 2020. Mindful of these targets, and those for renewable energy generation, the Merton LDF requirements match those of the London Plan 2004, which currently requires developments to achieve a minimum of 20% of the energy requirements of development to be provided by on-site renewable energy generation. It is expected that Merton's requirement will reflect those of the amended London Plan as they come into affect.

16.11 Merton Protocol Viability Model (MPM)

16.12 The Merton Protocol Model considers the application of the Code for Sustainable Homes across Merton and is intended as a tool to enable decisions to be made on the achievability of sustainable design and construction standards. The Protocol's application in the assessment of submitted planning applications and proposals would need to be considered in the context of all other expected contributions. Detailed explanations of the MPM and the Code for Sustainable Homes level required will be laid out in a Sustainable Design and Construction SPD

16.13 Developers will be expected to adapt the building form and construction to make installation of sustainability measures viable. The onus will be on developers to demonstrate why full compliance with policy requirements is not viable. In such cases the developer must:

- demonstrate why not
- demonstrate what level of compliance is viable
- show they have explored all options.

16.14 Technical and economic viability

16.15 This policy seeks the highest viable standards of environmental performance in all developments and will be supported through a Supplementary Planning Document. Viability is to be assessed using the Merton Protocol Model. The Model is intended as a sensitivity tool to enable decisions to be made on the achievability of sustainable design and construction standards whilst maintaining its flexibility to contribute to the delivery of more sustainable Merton. In setting the targets aimed at reducing carbon emissions in respect of new development, it is important that such targets do not act to frustrate the possibilities of inward investment to the area.

16.16 The implementation of the policy will be closely monitored to ensure that it is not acting as a constraint to development or preventing the achievement of the planned levels of growth. This is especially so in relation to certain forms of commercial development that may be deterred if the need to demonstrate carbon savings is felt to be too onerous, especially in comparison to the requirements stipulated in surrounding areas. In relation to such critical and sensitive forms of commercial development, whilst the standards and targets are challenging, it is anticipated that in most circumstances rather than acting as a constraint on development they will in fact work to attract and promote those businesses willing to commit to delivering the highest environmental standards. However, if it can be clearly and unequivocally demonstrated that the requirements are acting as a constraint on development in individual cases, then the targets may be reduced. The Merton Protocol Model will be the tool used to assess this.

16.17 Merton Carbon Reduction Fund (MCRF)

16.18 It is proposed that Merton will minimise carbon growth resulting from new development by requiring onsite carbon reduction measures or, where onsite measures can be proved to be impractical or result in an unacceptable impact on viability, by requiring developers to make a one off financial contribution, by means of Section 106 or unilateral agreement, to the Merton Carbon Reduction Fund (MCRF). Contributions made to the MCRF will be used on carbon reduction projects throughout the borough including energy efficiency measures in existing buildings, local energy networks and renewable energy installations. The level of financial contribution will be expected to be the difference between the increase in cost to meet the agreed viable lower level of code (as calculated using the MPM) and 3% of predicted development resale value.

16.19 Commercial development that fails to meet CO₂ emissions reduction will need to make a financial contribution to the MCRF.

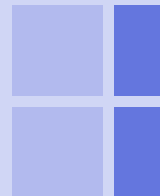
Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- London Plan: Spatial Development Strategy for Greater London (2008)
- GLA The London climate change adaptation strategy (2008)
- Mayor of London (2008) The London climate change adaption strategy: draft report (2008)
- LB Merton: Climate Change Strategy (2008)
- PPS Planning and Climate Change – Supplement to PPS1 (2007)
- CLG Code for Sustainable Homes (2006)
- EU Common Energy Policy: A European Strategy for Sustainable, Competitive and Secure Energy
- PPS 1 Delivering Sustainable Development (2005)
- Community Plan – Sustainable Communities

Delivery and Monitoring

To achieve a minimisation in CO₂ and promoting low and zero carbon technologies the council will work together with developers and residents with details itemised in the Sustainable Design and Construction SPD and accompanying guidance note. Developments will need to proved that they are planning to obtain, upon application, and have obtained, to discharge conditions, the stated minimum standards as authorised by the appointed body.

Strategic Objective	Policy	Indicator	Targets
To make Merton an exemplary borough in mitigating and adapting to climate change and	Climate Change	Production of a Sustainable Design and Construction SPD	Adopt Sustainable Design and Construction SPD
		Number of developments incorporating renewable energy generation	Minimisation in CO ₂ from all new developments and conversions



Strategic Objective	Policy	Indicator	Targets
to make it a more attractive and green place.		Estimated annual carbon savings	

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17 Flood Management

Introduction

17.1 Merton suffers from fluvial flooding from the river Wandle, Beverly brook and their tributaries. This flood risk needs to be managed so that development is directed to the most appropriate site now and to mitigate against future impacts of climate change.

Strategic Objective

17.2 Strategic Objective 5: To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place[L1]

Policy 10

Flood Management

Working with the Environment Agency and based on the findings of the most recent Strategic Flood Risk Assessment in line with PPS25 development will be directed into the most suitable locations in the borough, as identified in the undertaking of a sequential test.

The use of sustainable drainage systems is widely encouraged across the borough and will be prioritised in areas affected by the river Wandle, Beverly brook and their tributaries, as well as other sources of flooding identified in the Strategic Flood Risk Assessment.

SA/SEA Implications

Flood management policies will have a beneficial impact of the environment and overall sustainability as essential community infrastructure will be at less risk of damage.

Justification

17.3 Flood management has moved up the planning and social agenda following the publication of PPS25 and the floods in summer 2007 and 2008. The serious damage to 5 schools in Merton combined with dramatic images from Hull and

Tewkesbury have clearly illustrated the impact flooding can have on our lives. The incidence of flooding is set to increase due to heavier rainfalls resulting from climate change[L2] .

17.4 Working with our neighbouring boroughs of Wandsworth, Sutton and Croydon, Merton now has a Strategic Flood Risk Assessment (SFRA) covering the river Wandle, Beverley Beverly brook and their tributaries. The SFRA has mapped areas of effective flood plain (as defined as 3b, PPS 25) which effectively precludes non water compatible development in the heart of Merton area and to the west of the borough from the Beverly brook. Other flood zones are also categorised which directly affects the type of development located in these areas, with detailed analysis for a number of strategic locations undertaken, such as the Area for Intensification.

17.5 Merton embraces the principle of reducing the impact of development of flooding in the borough and will work together with Developers to ensure that flood storage capacity is enhanced, strengthen established flood defences, de-culvert[L3] watercourses[L4] and ensure any impacts can be controlled. This approach has been broadly supported in earlier consultations.

17.6 Insert flood risks areas

17.11 For developments over 1 ha in flood zone 1 or all developments in flood zones 2-3b a Site Flood Risk Assessment is required[L5] . Detailed guidance can be found in PPS 25 and related Practice Guide as well as in the London Plan.

Key drivers

- LB Merton Draft Sustainable Design and Construction SPD (xxxx)
- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- LB Wandsworth, Merton, Sutton & Croydon: Strategic Flood Risk Assessment (2008)
- DCLG Circular 04/2006 The Town and Country Planning (flooding) (England) direction (2007)
- Environment Agency: Building a better environment (2006)
- PPS 25 Development and Flood Risk (2006)
- PPS 25 Development and Flood Risk – Practice Guide (2006)

Delivery and Monitoring

This policy will be delivered through joint working with the Environment Agency, Thames Water, Development Control and Developers. Some guidance will be in the Sustainable Design and Construction SPD, although PPS 25 Development and Flood Risk – Practice Guide offers comprehensive guidance.

Strategic Objectives	Policy	Indicators	Targets
To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place[L1]	Working with the Environment Agency and based on the findings of the most recent Strategic Flood Risk Assessment in line with PPS25 development will be directed into	Number of Site FRAs submitted	?
		Number of applications granted against EA's advice	Less than 10% applications with responses from the EA granted without their endorsement

Strategic Objectives	Policy	Indicators	Targets
	the most suitable locations in the borough, as identified in the undertaking of a sequential test.		
	The use of sustainable drainage systems is widely encouraged across the borough and will be prioritised in areas affected by the river Wandle, Beverly brook and their tributaries, as well as other sources of flooding identified in the Strategic Flood Risk Assessment.	Number of application resulting in deculverted watercourses	Establish a programme of deculverting watercourses
		Number of applications incorporating SUDS	Increase usage of SUDS
		Development of a flood warning and evacuation plan	Ensure all new developments provide safe ingress and egress and all those in the borough can move to safety

18 Waste Management

Introduction

Strategic Objectives

18.1 Strategic Objective 5: To make Merton an exemplary borough in mitigating and adapting to climate change and and to make it a more attractive and green place.

Policy 11

Waste Management

The London Borough of Merton supports the objectives of sustainable waste management set out by the Government in Planning Policy Statement 10: Sustainable Waste Management and the Mayor's London Plan.

In collaboration with the neighbouring South London boroughs of Croydon, Kingston and Sutton the necessary capacity to maximise self-sufficiency and meet the apportionment tonnages required by the London Plan for South London, in line with the London Plan's target to achieve 85% self-sufficiency by 2020 will be identified. In addition to new sites being identified, in line with criteria laid out in PPS10, existing will be protected and redevelopment to maximise throughput encouraged.

- The London Borough of Merton will increase household recycling rates and address waste as a resource; looking to disposal as the last option, in line with the waste hierarchy. To support recycling, the Council will require integrated, well-designed recycling facilities to be incorporated into all new developments where appropriate, as specified in the Sustainable Design and Construction Supplementary Planning Document.

SA/SEA Implications

The 2007 SA findings were uncertain as to how this strategy would impact the borough until specific sites had been identified; a finding also shared by the 2008 Habitats regulations Screening report commissioned by the four boroughs working on the Joint Waste DPD. The full impact on Merton can only be determined when specific sites are located across the four boroughs, which may not represent any additional capacity in Merton.

It is possible that this strategy could reduce the environmental impact of managing and treating Merton's waste as we will have greater capacity to treat waste locally.

Justification

18.2 National guidance states that 'waste management is fundamental to the delivery of sustainable communities' whilst diverting waste from landfill sites by reducing, recycling and composting more as well as considering waste to be a resource (PPS10). Reducing the amount land filled will directly reduce the amount of methane released into the atmosphere (methane is 21 times [L1] more potent greenhouse gas than CO₂).

18.3 This is reflected in regional guidance (London Plan 2008) that seeks higher recycling rates and requires Merton to have enough facilities to deal with more of our own waste.

- By 2015 we should recycle and compost more than 45% of municipal waste.
- By 2020 we should have enough capacity to deal with at least 85% of our own waste (from all sources), recycle and compost 70% of our commercial and industrial waste and reuse and recycle 95% of construction waste.

18.4 Merton generates around 96 000 municipal waste per year of which 27% was recycled and composted (2006/07) which is well above the London average of 20% municipal waste recycled in 2006/7[1]. In addition to kerbside collections for all residents the borough operates two household waste recycling centres and 25 neighbourhood recycling centres. Adequate on-site storage facilities are required for all new developments. Developments in expanding the collection facilities in the borough have been supported in earlier consultations.

Key drivers

- Joint Waste Development Plan Document (xxxx)
- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- Mouchel: South London Joint Waste DPD: Building the evidence base for Issues and Options (2008)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- PPS10: Planning for Sustainable Waste Management (2005)
- EU Landfill Directive 99/31/EC

Delivery and Monitoring

To achieve this, the Council will work with its partners across South London to prepare a Joint Waste Plan, which will identify locations suitable for waste management facilities to meet the London Plan apportionment of approximately 1.3 million tonnes in 2020 and land use policies to support these. Across the four boroughs around 15 to 17 hectares^[1] of additional land is required to divert waste from landfill and use waste as a resource. With regard to the location of sites, the Council shall be guided by the locational criteria provided in PPS10 and the broad locations of Strategic Employment Locations, Local Employment Areas and existing Waste Management Sites provided within the London Plan. To support this, the Council shall safeguard existing waste sites unless compensatory provision is made and support the re-development of existing sites to maximise their throughput.

Arrangements for monitoring the changes in the stock of waste management facilities, waste arisings and the amount of waste recycled, recovered and disposed of will be provided in the Joint Waste Development Plan Document.

On-site storage requirements for all types of developments are detailed in Merton's Sustainable Design and Construction SPD.

18.5 [1] *Mouchel (2008) South London Joint Waste DPD: Building the evidence base for Issues and Options*

Strategic Objective	Policy	Indicators	Targets
To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place.	Waste Management	Production of joint Waste DPD to identify sufficient capacity	Adoption of joint DPD in 2011, for sites of 1.3m tonnes in 2020
		% household waste recycled	35% by 2010, 45% by 2015
		Amount of household waste landfilled and composted – COI 5a	?
		Loss of existing facilities (baseline September 2008)	Zero loss of existing sites (baseline September 2008)

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19 Open space and biodiversity

Introduction

19.1 Open space in an urban environment provides relief from buildings and defines the townscape. Merton has over 700 hectares of green space, equating to 18% of the borough compared with the London average of 10%. There are 67 parks, which form part of the character of Merton and play an important role in preserving its natural and cultural heritage. 7% of the borough comprises of a European protected Special Area for Conservation, namely Wimbledon Common and 24% is designated Sites of Importance for Nature Conservation (SINC).

19.2 Open space incorporates designated:

- parks
- sports pitches
- commons
- allotments
- front gardens
- cemeteries and church yards
- school playing fields
- waterways and streams

19.3 Historic parks and gardens are an important part of the borough's environment and heritage. Merton has four sites included on the English Heritage 'Register of parks and gardens of special historic interest':-

1. Cannizaro Park, Wimbledon : (Grade II*)
2. Wimbledon Park, Wimbledon: (Grade II*)
3. Morden Hall Park, Morden: (Grade II)
4. South Park Gardens, Wimbledon: (Grade II)

(Grade II status is awarded to sites of sufficiently high level of interest and II are recognised as having exceptional historic interest).*

19.4 Merton offers a range of open space cultural activities which includes arts, sport, leisure, children's playgrounds and activities for teenagers. Sports, open air events and other cultural activities bring together diverse communities, contribute to personal growth and the quality of life. There is a long legacy of sporting history in the borough, particularly in relation to football and cricket which Merton intends to maintain and actively promote.

19.5 Merton has a wide variety of species occupying a range of habitats across the borough. Diversity of wildlife can provide opportunities for people to enjoy access to nature.

19.6 Our habitats are managed and protected by the Council, Wimbledon and Mitcham Common Conservators, Merton Biodiversity Group, Merton Ecological Centre as well as local conservation and Friends groups. Linked to the wealth of habitats are over 1000 recorded sightings (GiGL) of UK biodiversity Action Plan Species and many more not stored centrally.

19.7 By supporting biodiversity the borough is better able to cope with the impact of climate change and related heating/cooling issues.

Spatial Objective

19.8 Strategic Objective 5: To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place

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Policy 12

Open space, nature and recreation

Merton Council will conserve nature, green the public realm, provide opportunities for sport and recreation and help mitigate against climate change by:

- Protecting all types of existing open space from inappropriate development.
- Expecting new development to incorporate appropriate elements of open space, play areas and tree planting within design to make a positive contribution to the wider network of open spaces. Where this is not feasible, planning contributions will be sought.
- Expecting new development to integrate biodiversity and geology which will enhance and promote the quality of habitats on development.
- Improving access to open space and nature conservation by public transport, cycle and on foot;
- Only permitting development on land on the edge of a Site of Special Scientific Interest, Metropolitan, Borough or Local Importance as shown on the Proposals Map where it can be demonstrated that such development will not adversely affect the nature conservation values of the site.
- Enriching the quality and provision of new natural habitats, especially in areas of deficiency, encouraging new green links and protecting the existing coverage.
- Improving public access to waterways in Merton, including the River Wandle and its banks, for leisure and recreational uses while protecting its biodiversity value.
- Maintaining and improving the publicly accessible open space network in the borough such as parks, allotments and playing fields, as well as smaller open spaces that have townscape value.
- Safeguarding the existing viable cultural, leisure, recreational and sporting facilities and supporting proposals for new and improved facilities.
- Providing cultural and sporting facilities and open space for schools and other institutions which can be shared with the community.
- Protecting street trees, safeguarding significant to prepare a borough Tree Strategy which will include protection of street trees and using Tree Preservation Orders to safeguard significant trees and woodlands.
- Working with partners to create and manage the Wandle Valley Regional Park.
- Refurbishing and replacing of pavilions and on-site buildings in our parks and open spaces to improve facilities and in particular enhance their energy efficiency.

Planning permission will only be considered for development that results in the loss of open space to provide educational establishments and only if it can be demonstrated that:

- There is a need and that the need cannot be met elsewhere in the borough or in London;
- That provision is not viable or achievable on any other site, as demonstrated by applying the sequential test to site selection;
- That any development would not adversely affect the nature conservation values of the site;
- That cessation of educational provision on the site would result in the site reverting to open space.

SA/SEA Implications

- The SEA framework requires protection of the natural environment and the need to reduce the areas of the borough deficient in areas of natural green space. The need to improve health equality by encouraging regular participation in sport and recreation and improving opportunities for culture, leisure and recreation are made available to all by improving access to and quality of open spaces.
- Enhanced habitats allow for greater conditions for flora and fauna, especially protected species.
- Any development allowed, even for community uses will impact biodiversity, pollution and climate issues. If development is allowed by criteria, it was felt that there would not be a significant impact and these would be outweighed by the benefits to education, health provision and improved standards of open space and accessibility.
- Research has identified that investment in green space will deliver better public health, both physical and mental. It can also help bring disparate communities together and provide critical green infrastructure in a changing climate for cooling, shading, floodwater storage and biodiversity. (Source: CABE, Public space lessons, 2008).

Justification

19.9 PPG17 requires that local authorities carry out assessments of existing and future needs of the community for open space, sports and recreational facilities. Local Authorities need to cover differing needs of the population for open space and built sports and recreational facilities, undertake audits of existing open space and facilities and plan positively for provision, enhancement and maintenance of open space.

19 Open space and biodiversity

19.10 PPG15 advises that "local authorities should protect registered parks and gardens in preparing their development plans. PPS9 protects biodiversity and geological conservation.

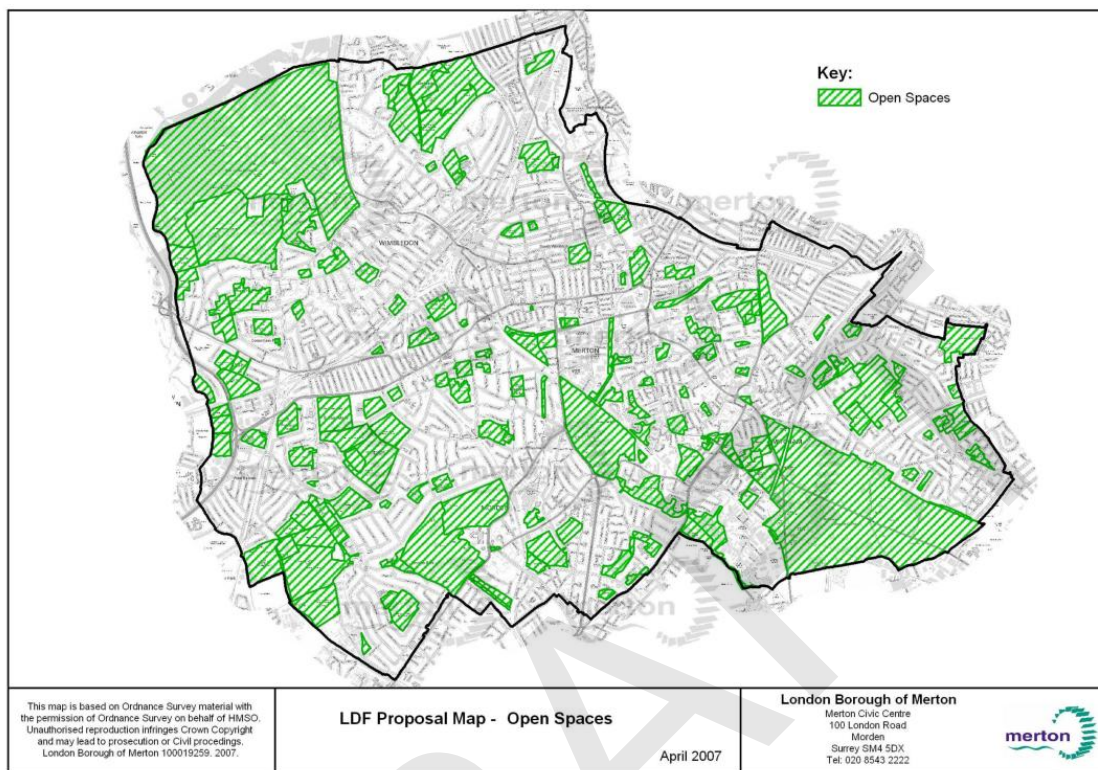
19.11 The London Plan states that protecting and adding to London's open space is particularly important to mitigating and adapting to climate change and creating a more attractive, well-designed and green city. Metropolitan Open Land (MOL) within the Borough must be protected in accordance with Policy 3D.9 of the London Plan. The April 2009 Proposals for the Mayor's London Plan reinforces the protection of open space and sets a vision to achieve the highest environmental standards and quality of life.

19.12 The Merton Open Space Strategy 2005 (MOSS) assessed on-site facilities, landscape and visual quality of the borough's open spaces. The analysis of deficiency in MOSS Volume 1 highlights that despite the large amount and variety of open space within Merton, it is unevenly distributed across the borough with around 10% of the borough more than one kilometre walking distance from an accessible Metropolitan or Borough site.

19.13 Since 2005 investment has been made in landscaping and open space but there is still a need to refurbish and replace many of the on-site facilities. Priorities are:

- Abbey Recreation Ground
- Cannon Hill Common
- Dundonald Recreation Ground
- Joseph Hood Recreation Ground
- Haydon's Road Recreation Ground

19.14 Possibly insert map - areas of deficiency in access to nature (GLA 2008)



Map 19.1 Merton's open space

19.15 Due to the level of development it is unlikely that additional open space will be made available and emphasis is therefore on protecting existing open space and enhancing green spaces of opportunity such as along railway corridors and allotments. Improvements to biodiversity should not be restricted to conventional habitats but should extend to the increased use of green roofs and living walls as well as protecting trees. The Mayor would like to see all boroughs prepare tree strategies. Where back land demonstrates a biodiversity value through combined use of gardens and spaces development will be discouraged.

19.16 However, there is an ever competing need for space in London now even more so with the increased number of children in the borough. Population projections forecast more school age children by 2031 than ever before. There has been a significant increase in births over the past 5 years which will put unprecedented pressure on school provision. In Merton this equates to a 25% additional demand for school places requiring an estimated 12 one form entry primary schools in the borough by 2017. On this basis some existing open space may be required to include new school buildings while using the remaining space as associated open space and play provision. London Plan policy 3D.13 Children and young people and informal

19 Open space and biodiversity

recreation strategies requires the provision to ensure safe access and good quality, well design secure and stimulating play and informal recreation. The council will only support the change of use if it is demonstrated that the need meets the four criteria laid out in the policy.

19.17 PPG17 requires that open space should not be built on unless an assessment has been undertaken which has clearly shown the open space as surplus to requirements. Some areas of the Borough have more open space than the London average. With the pressure for schools there is justification to enable loss of open space to educational establishments. Development on part of the space will enable accessibility locally for school children and can lead to enhancement of the remaining open space.

19.18 Merton will improve accessibility across the Borough and enable changes to the open space and waterways network where this will be relevant to the community's needs.

19.19 The largest response on any single issue throughout all the LDF consultations related to the future of the site of Wimbledon Greyhound Stadium, with overwhelming support to retain in leisure use as a vital resource for the borough's residents. Respondents asked that redevelopment could consider it for a new football stadium for AFC Wimbledon or a multi-purpose sports complex with new community sports facilities. The Greyhound Stadium site is located within a functional flood plain therefore the site's retention for leisure uses is supported. Building on its legacy in sport, Merton supports the provision of a sports stadium within the borough.

19.20 The demand for spaces that support informal activities and an expected increase in sports participation could result in conflict between users. It is therefore necessary to provide a selection of facilities on site to encourage use from all sectors of the community and meet demands.

19.21 People use open space mainly for exercise, play, socialising and relaxing. Active participation in sport and physical activity contribute to developing sporting, health and fitness skills for children, young people and adults. Visual accessibility is also an important aspect of our open spaces and views are equally as important as physical access. Protection will also need to ensure that development adjacent to open spaces does not adversely affect the amenity, quality or utility of the open space. It is important to ensure future opportunities to enhance spaces are not foregone by short sighted developments: Development design should be inclusive of habitats and consider the most effective use of open space.

19.22 MOSS envisaged an open space network where people are actively involved in the planning, design and management of their open spaces. The policies will encourage partnerships with open space, heritage, conservation and sporting

agencies and Merton's local communities. Allotments are valued for their contribution to enabling healthy and sustainable lifestyles. Merton's vision is to encourage less dependence on external sources including food supplies and our allotments can contribute to this in line with the Mayor's Food Strategy - Healthy and Sustainable Food for London (2006), particularly in terms of primary production, consumption and disposal.

19.23 Merton's open spaces are used by visitors from outside the borough and visa versa. Policy should therefore take account of supply and demand issues in the adjacent boroughs and participate in their consultation processes. Wimbledon common in the north west of the Borough and Mitcham common in the east cross the boundaries of the neighbouring boroughs. Merton will build on existing working relationships with the adjacent boroughs and partners to enable the potential for joint projects and encourage good communication and a shared vision.

19.24 The first alterations of the London Plan identified the Wandle Valley Regional Park as an opportunity to redress a strategic park, with great potential to enhance biodiversity. Merton will support the Mayor in implementing the Regional Park opportunity with the potential to create a 500 acre park linking into the network of open space through the Wandle corridor, which will provide a key cultural and recreational asset for the borough, as set out in the London Plan policy *3D.11 open space provision in DPD's* (para. 3.306). Improvements will be delivered through the Wandle Valley Regional Park Steering Group and local heritage and conservation groups.

19.25 From 1st October 2008, planning permission is now required to lay impermeable driveways that allow uncontrolled run-off of rainwater from front gardens onto roads. The government recognise that this is a significant contribution to flooding and pollution of watercourses. Merton realise the value of front and back gardens in terms of biodiversity and climate change and will encourage the use of permeable surfaces which are more attractive and better for the environment.

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- The London Plan; Spatial Development Strategy for Greater London (2008)
- Mayor of London Implementation Report – Improving Londoners' Access to Nature (Feb 2008)
- Commission for Architecture and the Built Environment (CABE) - Public space lessons, Improving park performance (December 2008).
- London Plan Supplementary Planning Guidance – Providing for children and Young People's Play and Informal Recreation (March 2008)
- GLA Open Space and Habitat Survey (2007)
- GLA review of sites of metropolitan importance for nature conservation in London Local Nature Reserve Management Plans (2007)
- Merton's Cultural Strategy, A better future for all 2007-2010 (2007)
- Merton Free Play Strategy 2007-2012 (2007)
- Natural Environment and Rural Communities Act 2006 (2006)
- The London Plan Sub Regional Development Framework South London (May 2006)
- The Mayor's Food Strategy Summary - Healthy and Sustainable Food for London (May 2006)
- Merton Sport, Health and Physical Activity Strategy 2006-09
- ODPM (Office of The Deputy Prime Minister) Circular 06/2005 (2005)
- Merton Open Space Strategy (MOSS) 2005
- Community Plan 2005-15 (Sustainable Communities Strategy) – Sustainable Communities; Healthier communities in Merton; Children and young people in Merton (2005 -15)
- PPS9: Biodiversity and Geological Conservation (2005)
- PPG17: Planning for Open Space, Sport and Recreation (Jul 2002)
- PPG17: Companion Guide - Assessing Needs & Opportunities (Sept 2002)
- Mayor of London: Connecting with London's nature: The Mayor's Biodiversity Strategy (2002)
- The Conservation (Natural Habitats, &c.) Regulations 1994 (1994)
- Merton SPG Planting Landscaping and Nature conservation Provision for Development Schemes (2001)
- PPG15: Planning and the Historic Environment para. 2.24 (Sept 1994)

Delivery and Monitoring

The Council will work with the GLA, GOL and recognised agents such as the Environment Agency and National Trust to maintain protection and encourage enhancement of our designated open spaces. Merton will also work with agencies such as CABI, Mitcham Common Conservators and Wimbledon & Putney Commons Conservators to diagnose and manage performance of our parks and open spaces. Monitoring will be undertaken through the Annual Monitoring Report (AMR).

Strategic Objective	Indicators		Targets
To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place	Open Space	Number of applications rejected due to loss of open space	Increase in the percentage
		Percentage of appeals dismissed per total appeals citing loss of open space	Increase in the percentage
		Change of use from open space to non-residential Education (D1)	Minimum loss of open space
		Areas of Deficiency identified by the GLA Green Space Information for Greater London (GIGL) database	Reduction in areas of deficiency in the borough
		Audit of existing play and informal recreation facilities	Increase in the percentage
		Status and extent of SINC network (GLA resurvey 2016)	Enhance and expand SINC network in the borough

19 Open space and biodiversity

Strategic Objective	Indicators	Targets
	NI 197 - Improved local biodiversity- active management of local sites (PSA 28)	Increase in the percentage

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20 Housing

Housing Choice

Introduction

20.1 Merton is seeking to create socially mixed communities with a greater choice and better mix in size type and location of housing to represent the needs of the whole of Merton's community.

Strategic Objective

20.2 Strategic Objective 4: To make Merton a healthier and better place for people to live and work in or visit

Policy 13

Housing Choice

We will require proposals for new homes including new build schemes and redevelopment proposals to be well designed and located to create socially mixed and sustainable neighbourhoods.

We will seek the provision of a mix of housing types sizes and tenures at a local level to meet the needs of all sectors of the community. This includes the provision of family sized and smaller housing units and provision for those unable to compete financially in the housing market sector and those with special needs.

We will aim for the London Plan affordable housing target of 50% from all new homes on sites capable of accommodating 10 units and above, having regard on an individual site basis to the maximum reasonable amount of provision that can viably be achieved. 70% of this provision is expected to be social rented and 30% intermediate housing. In seeking this provision we will have regard to the economics of provision such as viability issues; site size; site suitability and other planning contributions.

SA/SEA Implications

The SA recognised this policy as having the biggest positive effect on issues of equality as it will provide for those who have difficulty affording housing provision. There could be negative impacts on heritage as it could lead to more pressure to develop in or near to conservation areas of the borough.

Justification

20.3 National and regional guidance indicates that being able to access decent affordable accommodation is a major factor in improving a person's quality of life. Accommodation standards and affordability have a strong influence on other issues which contribute to quality of life, including health, crime, education and skills.

20.4 There are marked differences in quality of life between different communities within Merton. Neighbourhoods within Abbey, Colliers Wood, Cricket Green, Figges Marsh, Lavender Fields, Pollards Hill and St Helier have long-standing issues of multiple deprivation and socio-economic exclusion. The vision for Merton's Neighbourhood Renewal Strategy which is integrated with the Community Plan is to reduce the inequalities between these neighbourhoods and the rest of the borough.

20.5 There is a need for more homes of all types and sizes throughout Merton with the greatest need for family sized accommodation in the public sector and one and two bed accommodation for single person households in the private sector.

20.6 Merton Council is seeking to create socially mixed and sustainable communities. Merton's Local Development Framework supports Merton's Housing Strategy by contributing to providing tenures, sizes and types of new homes to reduce inequalities and meet the needs of new and existing households.

Housing Need

20.7 It is recognised that housing need will fluctuate over the lifetime of the plan with demographic and economic changes and as more homes are built to cater for the sections of the population formerly in need.

20.8 While Merton Council is seeking to meet identified housing need where possible, this will not be at the expense of achieving a mix of different dwelling sizes, types and tenures within neighbourhoods. Schemes will be encouraged where they contribute to improving the mix of housing type or tenure to facilitate mixed communities.

20.9 The planning system helps to deliver affordable homes through application of a borough-wide target for affordable housing whilst the majority of affordable homes built in Merton have been delivered through other corporate strategies e.g. the Housing Strategy. It is also important to note that delivery of new homes largely depends on landowners Registered Social Landlords (RSLs) and property developers completing the schemes for which they have planning permission in addition to the contributions to enabling delivery from other agencies such as the Homes and Communities Agency (HCA). The majority of Merton's affordable housing provision has largely come from schemes built by RSLs. 100% RSL affordable housing schemes accounted for 64% of all affordable housing built in Merton in 2007/8. This approach is inconsistent with the aim of creating balanced communities and has largely occurred in areas of the borough, where land values are relatively cheaper such as Mitcham thus enabling the securing of significantly higher numbers of affordable housing than more expensive parts of the borough.

20.10 It is accepted that there will be housing market and housing need fluctuations over the 15 year lifetime of Merton's Core Strategy, such as the current economic uncertainty.

20.11 Merton's Annual Monitor Report 2007/8 indicates that the level of affordable housing provision in Merton has fluctuated over the period 2001- 2008 ranging from 13% in 2001/2 then rising to 40% in 2003/4 before falling to 16% in 2005/6 then increasing to 36% in 2006/7 before falling to 23.4% in 2007/8. Merton's Housing Strategy 2008 –2011 indicates that 429 new affordable of which 93 were shared-ownership homes, were developed between 2004-2007, above the target of 400 affordable homes for rent and shared ownership set for this period.

20.12 Whilst it is acknowledged that the current economic uncertainty will have an impact on the level of affordable housing delivery over the next few years the Core Strategy has to look forward over a 15 year duration.

20.13 Taking into account a number of key delivery initiatives and agencies involved in enabling a continuous delivery during the current economic uncertainty and over the Plan period, the Council will seek to achieve the affordable housing target over the life span of the Core Strategy having regard to viability on a site by site basis. The Council may consider accepting commuted payments to redress imbalances in the provision of affordable housing to achieve socially mixed and sustainable communities with the strategic objective of bridging the gap between the eastern and western parts of the borough.

20.14 For the period 2008/9 – 2010/11 the Council has committed HCA funding of £4.6m for 90 affordable housing units. In addition the HCA is working with Merton to consider development packages with the benefit of grant funding for the period 2008-11. Furthermore, government new initiatives such as Homebuy Direct have

been introduced to help kick start the private sector in the delivery of affordable housing schemes which would otherwise be challenged in coming forward by the current economic climate.

20.15 Government initiatives such as this could help to enable delivery of affordable housing in Merton. Use of the Council's Rent Deposit Scheme has resulted in 400 private sector homes being accessed by households in housing need between January 2003 and March 2008. It is envisaged that the Mayor's initiative to extend the definition of affordable housing from that set out in PPS3 will also contribute to increasing the delivery of affordable housing in Merton by increasing the sources for this delivery.

20.16 Where the developer contends that it would not be appropriate to provide affordable housing on a particular site, the onus would lie with the developer to demonstrate via the submission of a financial assessment the maximum amount that could be achieved on the site viably.

20.17 In 2008 Merton commissioned Opinion Research Services (ORS) to conduct a Housing Market Assessment for the borough which identified a number of key findings including:

- Between the 3rd quarter of 2002 and the most recently available data from the 1st quarter of 2008, 995 people in the borough were considered to be homeless and in priority need.
- The ratio of average house price to median earnings of 14:1 as at 2007.
- The lack of affordable housing for sale to any household earning less than £50,000 p.a. gross.
- The sensitivity of requirements of intermediate housing to house prices. In one scenario the need intermediate housing disappears. This does not negate the role of some intermediate products for those earning £20,00 - £30,000 because of the identified lack of owner occupied housing for these households in the borough. Conversely sensitivity testing has indicated that the requirements for social rented housing in the borough remains unaffected by house price or affordability changes.

20.18 The findings of Merton's 2009 Housing Market Assessment support the London Plan which requires the greater proportion of affordable housing provision to be social rented over intermediate housing. However, Mitcham is characterised by a high concentration of existing social housing and would therefore particularly benefit from the provision of more intermediate and private sector housing stock to help redress this and contribute towards reducing inequalities between the eastern and western wards of the borough.

20.19 Merton's Housing Market Assessment will feed into the proposed Sub-regional Housing Market Assessment which in addition Merton's LDF will have regard to once prepared. Preparation of the sub-regional Housing Market Assessment is not currently underway however an appointment has been made to lead on coordinating the sub-regional Housing Market Assessment work including the coordination of the individual Housing Market Assessments prepared by the component boroughs.

20.20 Between now and 2025 research, including Merton's Housing Market Assessment and analysis of annual monitoring will be used to monitor the rate of delivery and inform on any policy revisions to be made if the target is not achieved.

20.21 Merton Council wants to provide new homes to meet the needs of households through changing circumstances throughout their lives, including growing families, single person households, older people and people with disabilities.

20.22 This will mean helping to deliver a variety of sizes, types and tenures of homes in Merton and ensuring the design of these homes is accessible and inclusive to cater for all sections of the population, including Lifetime homes, wheelchair accessible and supported care accommodation.

Housing Density

20.23 New housing developments will occur on previously developed land. To ensure efficient land use, developers will be required to take a design-led approach so that residential development achieves appropriate densities with regard to accessibility to public transport, the type and size of homes being built, and the principles of high quality design with regard to protecting or enhancing Merton's existing character. The Council will have regard to the London Plan density matrix which will be applied flexibly having regard to the density ranges set out within it, an assessment of local character and accessibility on an individual site basis.

20.24 All development will be expected to contribute to maintaining or improving the surrounding public realm.

Housing Affordability

20.25 The difference between earnings and house prices is a major factor in housing affordability in Merton and across London. Merton's Housing Market Study 2009 identifies that demand for affordable housing significantly outstrips supply. No owner occupied housing is affordable to households earning less than £30,000 annually and only 5% of properties sold would be affordable to individual earners with incomes of less than £44,999 borrowing at the maximum 3.5 x ratio, assuming little or no equity. For households to be able to consider the cheapest quarter of

properties on the market, individual earners would need to earn at least £60,000 - £64,999 with joint borrowers needing incomes of £70,000-£74,999 or more. This equates to a property price of around £215,000.

20.26 Merton Council is taking a holistic approach to addressing housing affordability. Through Merton Partnership it is helping to increase people's access to higher wages through greater further education take-up, more opportunity for life-long learning and supporting employment access programmes.

20.27 The planning system helps to deliver affordable housing through application of a borough-wide target for affordable housing. Historically the planning system has provided a contribution towards the total number of affordable homes built in Merton, whilst the majority of affordable homes built in Merton have been delivered through other corporate strategies e.g. the Housing Strategy.

20.28 Merton Council's Local Development Framework and Housing Strategy aim to improve the quality and distribution of affordable housing throughout Merton.

20.29 To address the need for more affordable housing, and in line with national and regional guidance, the Council has set an affordable housing target which is based on a realistic assessment of housing needs and supply and in line with Merton's Local Development Framework vision, objectives and strategies to encourage mixed and balanced communities.

Key drivers

- Merton's Viability Assessment Study (in progress)
- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- Merton's Housing Market Assessment Study (2009)
- SW London Sub-Regional Investment Framework 2008-11(2008)
- Merton Housing Strategy 2008-2011(2008)
- Housing Green Paper (2007)
- Merton Older Persons Housing Strategy 2006-2008 (2006)
- PPS3 Housing (2006)
- London Housing Board Housing Strategy (2005)
- Merton's Housing Needs Study (2005)
- Merton's Neighbourhood Renewal Strategy 2005-2011 (2005)
- Mayor of London SPG (2005)

Delivery and Monitoring

The Council will work with Registered Social Landlords, developers and the Homes and Communities Agency in the delivery of a mix of housing types and tenures, to meet the needs and demand of all sectors of the community. This delivery will be monitored via the Annual Monitor Report.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton a healthier and better place for people to live and work in or visit.	Housing Choice	<ul style="list-style-type: none"> Appropriate mix of housing stock in new developments 	<ul style="list-style-type: none"> To ensure a range of housing sizes, tenures and types in new developments to meet local needs

Housing Provision

Introduction

20.30 Government guidance seeks to ensure that the opportunity to live in a decent affordable home is available to all. The principles underpinning the Community Plan are to ensure that Merton remains a place where people want to live and where local people are able to remain and prosper. Ensuring there are enough new homes in a range of sizes and types to meet market demand, local and subregional need is essential to achieving this aim. All new housing development should be well designed and make efficient use of land whilst respecting and enhancing the quality and amenity of local character.

Strategic Objective

20.31 Strategic Objective 2: To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.

Policy 14

Housing Provision

We will support the provision of well designed housing located to create socially mixed and sustainable neighbourhoods, including the redevelopment of poor quality existing housing. We will work with housing providers to facilitate the provision of a minimum of 5,550 additional homes for the period 2011 - 2026 including the indicative ranges of 1440-1760 homes in Morden; 1170-1430 in Mitcham; 900- 1100 in Wimbledon and South Wimbledon / Colliers Wood and 540-660 in Raynes Park and its surrounding area.

SA/SEA Implications

....The SA recognised this policy as having the biggest positive effect on issues of equality as it will provide for those who have difficulty affording housing provision. There could be negative impacts on heritage as it could lead to more pressure to develop in or near to conservation areas of the borough.

Justification

20.32 The principles underpinning the Community Plan are to ensure that all of Merton remains a place where people will want to live and where local people are able to stay and prosper.

20.33 The Mayor's London Plan published in 2008 sets an annual Strategic Housing Target for London of 30,500 of which Merton's annual target is 370 additional homes. The London Plan target covers a 10 year period from 2007/8 to 2016/17.

20.34 The London Plan Target is informed by a robust 2004 GLA Housing Capacity Study which includes identification of additional homes from a variety of supply sources including large sites, small sites and windfalls. PPS3 requires LDF's to identify continuous delivery of housing for at least 15 years from the date of LDF adoption. Merton's LDF Plan period is from 2011- 2026.

20.35 The Government Office for London, Greater London Authority and London Councils produced a statement in March 2008 setting out the approach that boroughs are to adopt in addressing PPS3 requirements for a 15 year housing land supply in advance of the 2009 Strategic Housing Land Availability Assessment.

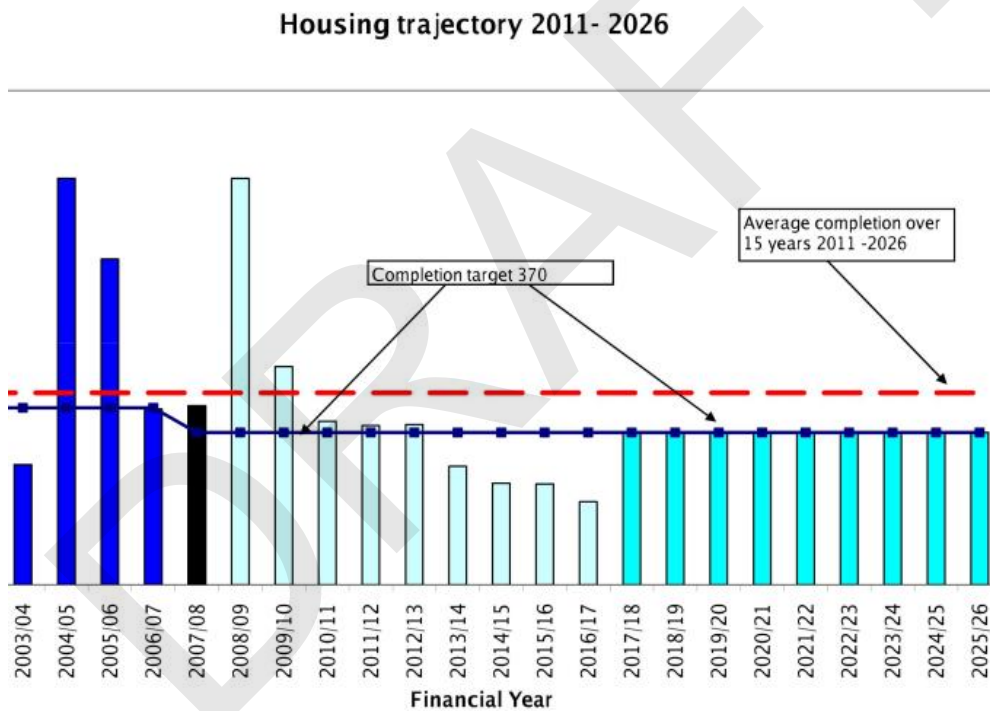
20.36 Boroughs are advised to roll the 2007/8 – 2016/17 target forward to cover the required 15 year period rather than undertaking individual Strategic Housing Land Availability Assessments. A GLA Strategic Housing Land Availability Assessment is proposed and, once completed in 2009, it is intended that its findings will update and supersede those set out in this policy. The Table below sets out the minimum indicative housing requirements for Merton derived from this approach.

LDF Delivery Plan Period	Minimum indicative housing requirements
2011 - 2016	1850
2016 - 2021	1850
2021 - 2026	1850
Total	5,550

20.37 The 5,550 additional homes for the period 2011- 2026 will come forward in Merton by:

- Prioritising the development of previously developed land and ensuring it is used efficiently
- Development of sites identified in Merton's Housing Trajectory
- Development of windfall sites
- Having regard to the London Plan density ranges
- Bringing forward housing capacity through regeneration
- Enabling mixed use development within the town centres

- Regenerating Morden Town Centre
- Bringing vacant properties back into use through the Council's empty homes strategy
- Resisting the loss of housing to other uses
- Preparing masterplans, development briefs and design guidance for larger housing sites
- Demonstrating a continuous delivery of housing for at least 15 years as the Housing Trajectory sets out below
- Setting out a 5 year supply of identified sites as shown in Annex 1 - Housing Trajectory
- Monitoring housing provision levels through the Housing Trajectory within the Annual Monitoring Report



Picture 20.1 Housing Trajectory 2011-2026

20.38 * This data is subject to change and should be used as a guide. (Y axis has been cut off due to IT issues)

20.39 It is expected that the majority of high density new homes and associated infrastructure and social facilities will be located in places with good public transport access such as Morden Town Centre taking account of the prevailing character,

whilst the existing residential areas across the borough will support incremental housing growth to reflect the level of public transport accessibility, character and infrastructure.

20.40 Morden is envisaged to accommodate the highest proportion of housing growth particularly Morden Town Centre. The regeneration of Morden provides opportunity for managed intensification phased and structured suitably for Morden's context.

20.41 The Supplementary Planning Document for Mitcham Town Centre proposes a vision for the regeneration of this Town Centre which includes the provision of new housing. The area surrounding Mitcham Town Centre includes key sites such as Rowan High School, Mitcham Gas works and Brenley Playing Fields site which are all anticipated to contribute to additional housing growth during the Plan period.

20.42 Wimbledon will provide some town centre growth consistent with its good level of public transport accessibility whilst Colliers Wood / South Wimbledon will provide housing potential having regard to the impacts of environmental factors, particularly the risk of flooding identified in the Strategic Flood Risk Assessment.

20.43 Raynes Park and its surrounding area is anticipated to contribute a relatively smaller quantum of additional housing growth mainly concentrated around its local centre.

20.44 Merton's Employment Land Study 2005 has identified the need to retain existing employment land in the borough. However it is envisaged that over the Plan period there will be some housing gain on employment land where sites are no longer suitable for employment use.

Key drivers

- Merton's Strategic Housing Market Assessment Study (in progress)
- Merton's Strategic Housing Market Assessment Study (in progress)
- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) 2009
- GOL and GLA Interim Approach Guidance Note to address 15-year housing supply (March 2008)
- Merton Housing Strategy 2008-2011
- PS3 (Housing) Nov 2006
- London Housing Board Housing Strategy 2005
- Mayor of London SPG 2005

Delivery and Monitoring

The Council will work with developers, Registered Social Landlords and the Homes & Communities Agency to facilitate provision of additional homes in the Borough. This delivery will be monitored via the Annual Monitor Report.

Strategic Objective	Policy	Indicator(s)	Target(s)
To accommodate Merton's population change within its centres and residential areas, without encroaching on other spaces.	Housing Provision	<ul style="list-style-type: none"> Meet Housing Provision Targets 	<ul style="list-style-type: none"> Completion of 370 homes per annum

Accommodation for Gypsies and Travellers

Introduction

20.45 To protect existing authorised Gypsy and Traveller sites and to ensure that new Gypsy and Traveller sites are both adequate and appropriate to the needs of the Gypsy and Traveller communities, and integrated into the adjoining communities.

Strategic Objective

20.46 Strategic Objective 4: To make Merton a healthier and better place for people to live and work in or visit.

Policy 15

Accommodation for Gypsies & Travellers

Existing legally established Gypsy and Traveller accommodation sites will be retained and protected from redevelopment except where an alternative site is provided. Proposals for additional, alternative or new Gypsy and Traveller sites will be assessed having regard to the following criteria:

- The provision of on-site landscaping, which seeks to enhance the amenity of the site and which facilitates the integration of the site with the surrounding environment;
- Access, proximity to a main road, parking and area to allow turning and manoeuvring;
- Proximity to shops, schools, health services and other community facilities;
- Provision of appropriate on-site facilities such as children's play facilities;
- The suitability of ground conditions, particularly in respect to the potential to flooding;
- The need or demand for accommodation provision and the available capacity on existing sites in the borough.

SA/SEA Implications

The SA recognises that this policy makes a positive contribution to equality impact by helping to provide for Gypsies who are a minority group in the borough and find it hard to find land available for their needs. It also contributes positively to sustainably built development objectives.

Justification

20.47 Fordham Research was commissioned by the 32 London boroughs to undertake a Pan London Gypsies and Travellers Accommodation Needs Assessment for the whole of London in 2008. The results of this Assessment were broken down to sub-regional and borough level.

20.48 The Assessment indicates that by 2012, Merton will need to plan for a minimum of 2 additional pitches and a further 2 pitches by 2017. In addition, for the period 2007-2012, Fordham's study indicates that 10 households may want to transfer from housing to residential sites due to psychological aversion to 'bricks and mortar' housing, taking the maximum need to a total of 12 pitches.

20.49 There is a separate waiting list for pitches in Merton, mainly from second generation / newly formed households on the Council's existing site at Brickfield Road.

20.50 The Site Proposals DPD will consider the identification and allocation of additional pitches for additional Gypsies and Travellers accommodation in Merton.

20.51 Guidance in Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' calls for a more positive approach to making adequate provision for Gypsies and Travellers.

20.52 The Council encourages the integration of Gypsy and Traveller sites into the surrounding community and environment. Landscaping can also play an important role in facilitating the visual integration of a Gypsy and Traveller site into the surrounding community and environment.

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) 2009
- The London Plan; Spatial Development Strategy for Greater London (Feb 2008)
- Pan London Gypsies and Travellers Accommodation Needs Assessment 2008
- Community Plan
- Merton's Housing Strategy 2008-11
- Circular 1/2006 -Planning for Gypsies and Traveller Caravan Sites 2006
- Housing Act 2004

Delivery and Monitoring

The Site Proposals DPD will consider the identification and allocation of additional pitches for additional Gypsies and Travellers accommodation in Merton.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton a healthier and better place for people to live and work in or visit.	Accommodation for Gypsies and Travellers	Net additional pitches for Gypsies and Travellers	To make suitable location for Gypsies and Travellers
		Site Proposals DPD	?

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21 Economy

Introduction

21.1 Promoting a strong and competitive local economy is one of Merton Council's core ambitions and is especially pertinent in the current economic climate. This is supported by what Merton's communities have told the council on many occasions, including via the Community Plan and LDF consultations. The Council and its partners are taking forward a variety of initiatives to achieve this aim.

21.2 Merton is part of the Wandle Valley corridor – identified as a growth area of national importance connecting Wandsworth-Croydon -Gatwick -Brighton. Within the south west London part of this economic corridor, the London Plan sees the most significant economic growth taking place in major town centres (in Merton's case, Wimbledon), Areas of Opportunity (none in Merton) and Intensification (South Wimbledon/Colliers Wood), and Strategic Industrial Locations (Willow Lane, Beddington and Hallowfield Way; Morden Road Factory Estate and Prince George's Road; North Wimbledon; Beverley Way Industrial Area)

21.3 There are different forecast for future job creation and business growth in Merton. Research in early 2008 by the GLA predicted 0% employment growth in the short term and a tiny increase of 0.05% in the long term (to 2026).

21.4 The borough-wide forecasts disguise employment patterns across different employment sectors, and changes in employment rates within different parts of the borough.

21.5 The onset of the recession is likely to change these projections, especially in the short to medium term (to 2016), and these will be revisited later in 2009 when the impact of the recession on national and local economies should be clearer.

Spatial Objectives

21.6 Strategic Objective 3: To make Merton more prosperous with strong, and diverse long term economic growth.

Policy 16

Economic Development

Ensuring there is an adequate supply of viable and appropriate sites and premises for employment use in locations which minimise the need to travel by private car while meeting the needs of business by:

- Consolidating retail, office and leisure development that generate a large number of trips towards the major centres (Wimbledon) and district centres (Mitcham; Morden) ⁽¹⁾
- Permitting some new commercial floorspace and protecting the viability and vitality of district centres (Mitcham; Morden *Colliers Wood*) and local centres
- Protecting and managing the designated Strategic Industrial Locations at (i) Willow Lane, Beddington and Hallowfield Way; (ii) Morden Road Factory Estate and Prince George's Road; (iii) North Wimbledon; (iv) Beverley Way Industrial Area;
- Maintaining and improving Merton's Locally Significant Industrial Locations at Streatham Road, Gap Road and Dundonald Road and ensuring that they contribute towards business, industrial, storage and distribution functions;
- Creating new employment by protecting and improving scattered employment sites for small and growing businesses or community uses;
- Developing suitable tourist attractions, accommodation and facilities in accessible locations where they are not detrimental to the character and amenity of the area, and protecting existing tourist facilities;

SA/SEA Implications

Protecting existing sites and ensuring an adequate supply of employment sites should bring positive effects to create a more diversified local economy and improve opportunities for employment. It will also ensure that the location of employment reduces the need to travel by car. The tourism economy could also have positive implications, with other policies ensuring this is a sustainable approach. There is no positive contribution towards improving skills in the Borough from this policy, although this can only be delivered through infrastructure or by partners.

1 Colliers Wood, subject to redesignation in the London Plan post 2011

Justification

21.7 PPS4 and PPS6 require local planning authorities to plan for sustainable economic growth and to have flexible policies, which are responsive to change. During this period of rapid change, new and often unexpected areas of commercial opportunity may open up, while some traditional areas may lose their competitive advantage.

21.8 Proactive actions to manage the borough's need for more jobs and improved skills, including the more immediate impacts of the recession, is being led by Merton's Economic Development Strategy and Merton's Local Economy Partnership.

21.9 Merton's employment land

21.10 Merton's Core Strategy aims to help the borough adapting to changing commercial circumstances by recognising and supporting the broad range of enterprises that contribute to Merton's economy. It facilitates traditional areas such as office, retail or factory based business through to creative industries, education, healthcare and other community uses, environmental technologies and tourism.

21.11 The policies in the plan are designed to encourage most trip-generating growth towards accessible areas, particularly our centres, and environmentally unfriendly development towards designated industrial estates, recognising that other types of intervention may be necessary to support businesses in more remote parts of the borough.

21.12 Until the economic downturn in early 2008, Merton has been particularly strong when it comes to business growth and opportunity. It has some of the lowest business space vacancy rates in London despite business space in the borough commanding higher rents than its south London neighbours.

21.13 Over the past 15 years Merton has attracted more businesses than its south London neighbours (as seen through VAT registrations) although there has been some reduction since 2002. Merton also has stronger policies to protect employment land than many other London boroughs.

21.14 As with the rest of south west London, more than 85% of Merton's businesses are small and medium sized enterprises (SMEs - employing 10 people or less) with more than 95% employing less than 50 people. Lack of suitable affordable space for SMEs and start-ups is a problem throughout Merton, especially in eastern wards.

21.15 However, although Merton generally performs better than London averages, there are differences in employment rates, occupations and educational attainment between the east and the west of Merton. Comparing the working age populations

of Mitcham and Morden with Wimbledon shows that a higher proportion of people in western wards are employed, more are working in higher skilled (and therefore higher earning) professions and that educational attainment is also higher in Wimbledon.

21.16 Employment and enterprise in Merton is not confined to traditional areas of retail, offices, factories and warehouses. Around half of Merton's residents commute outside the borough to work, in central London, Croydon, Kingston and closer to home in Sutton and Wandsworth. The public sector, including healthcare and education, is a major employer of Merton's residents both within the borough and beyond its boundaries, for example at St George's and St Helier hospitals. This policy recognizes the economic potential of community uses (D1 and C2) by facilitating such development on scattered employment sites, and resisting the loss of viable community or employment facilities.

21.17 The relationship between number of jobs and employment floorspace is not straightforward and is becoming harder to quantify with changing technologies and working practices. A decline in manufacturing in London is not leading to a permanent reduction in demand for industrial premises, as growth areas such as waste management, recycling, construction, printing and publishing and logistics are moving on to such sites.

21.18 The London Plan and its associated supplementary planning guidance on industrial capacity (March 2008) emphasises the importance of identifying and protecting employment sites in appropriate locations to meet the needs of business, industry and warehousing.

21.19 Merton, and all south London boroughs, are identified as having low levels of industrial land relative to demand and should adopt a more restrictive approach to the transfer of industrial sites to other uses. The "restrictive transfer" approach is supported by Merton's Employment Land Study.

21.20 Merton has comparatively low vacancy rates for industrial and warehousing floorspace compared to many surrounding boroughs at 8.3% and 4% respectively, within the 8% advised by the SPG as allowable to accommodate "market churn" (vacancies created when businesses move between sites.) This approach is also supported by the results of Merton's Employment Land Study.

21.21 To help support and strengthen Merton's economy during times of rapid change and more stable periods, and to establish a strong foundation for future business growth, competition and employment, this policy aims to protect Merton's Strategic Industrial Locations, Locally Significant Industrial Areas and scattered employment sites

- To provide space for firms to take advantage of new commercial opportunities

- To allow for flexibility for businesses to move according to needs of location and size without disruption to neighbouring uses including residential and community services.
- To enable business support services to target specific locations and symbiotic relationship between enterprises (e.g. BIDS)
- To allow for diversity in commercial circumstances

21.22 Merton has approximately 158ha dedicated to industrial and warehousing development, divided into Strategic Industrial Locations (Durnsford Road; Morden Road & Prince Georges Road; Willow Lane and Hallowfield Way, Beverley Way) and Locally Significant Industrial Areas (Stretham Road; Gap Road; Dundonald Road; Garth Road)

INSERT MAP OF INDUSTRIAL LOCATIONS IN MERTON

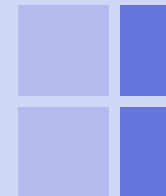
21.23 Within the parameters set by the London Plan and more recent evidence, especially the Strategic Flood Risk Assessment, this policy supports some market specialisation of industrial and business functions (B1b,c, B2, B8) within the Strategic Industrial Locations and Locally Significant Industrial Areas.

21.24 In line with the London Plan and national guidance, this policy does not support the expansion or creation of out-of-centre retail warehousing anywhere in Merton. Such developments increase car traffic, can interfere with neighbouring occupiers, and would increase competition and could reduce the viability and vitality of Merton's established centres, outlined in Policy 1 'Centres'.

21.25 However, Merton has a chequered pattern of office demand and vacancy rates. Market conditions – including proximity to high quality residential and leisure amenities, good transport links, clustering of similar services and the Wimbledon “brand” – favour Wimbledon town centre and surrounds over the rest of Merton as a location for office based businesses. This is reflected in the number and types of office-based businesses, high rents and low vacancy rates in Wimbledon compared to other south London locations.

21.26 There will be some market demand for office floorspace in Wimbledon town centre, mostly for smaller, high spec space. In the short term (to 2016) such demand could be met from reconfiguration of existing floorspace; new floorspace is expected to be needed to meet demand in the medium to long term (2016-2026)

21.27 Outside of Wimbledon town centre, high quality office space could be viable in Morden town centre (due to good public transport access, and proximity to leisure and residential) and to a more limited extent in other district and local centres and



to service small firms scattered throughout the borough. However, as set out in more detail in Policy 1 'Centres', and the sub areas, all major office development should be directed towards Wimbledon, and to a lesser extent Morden town centres.

21.28 Research shows that local authorities, especially in the south east of England where transport links are generally very good, are unlikely to succeed in independently redirecting the market to locate in new areas without a network of strong supporting national or regional measures (e.g. significant investment in major new transport infrastructure, tax breaks, investment in quality accommodation and leisure activities.) This is supported by local evidence, where large office developments outside Wimbledon town centre have remained vacant for long periods (e.g. The Tower, Colliers Wood; Dover House, Morden Road) despite marketing.

In addition, new ways of working in the business service sector (e.g. research, software activities, real estate, management consultancy) means that an increase in jobs doesn't always lead to a corresponding demand for office floorspace.

21.29 New technologies are also affecting the retail sector in the same way – for example, internet shopping for travel and comparison goods (books, films, music, cameras, computers, mobile phones, music and film equipment etc) – although analysts are uncertain at the extent to which this will affect retail jobs and the demand for high street retail floorspace.

21.30 Live/work development emerged as a planning classification for a particular way of working during the 1990's. However, regional research and investigations specific to Merton has shown that, in urban areas and specifically in Merton, live/work developments revert quickly to a single use and any retention of the mixed function is unachievable. This results in a loss of either employment or residential space.

21.31 Merton's Core Strategy is pursuing a sustainable approach to development by supporting residential and business development in accessible areas, and by supporting more traditional types of development that could be described as 'live/work' (such as flats above shops). On this basis Merton's Core Strategy does not support unique live/work development.

21.32 To accommodate potential changes over the 15-year plan period, there may be a need for supplementary planning documents to give extra support to Merton's Core Strategy, where new in ways of working or facilities emerge.

Visitors to Merton

21.33 Merton is home to a wide range of popular attractions, leisure and recreation its Commons and parks, tennis, football and cricket, the Wandle Trail, historic environments, buildings and parks, theatres and entertainment, and a variety of places of worship. Town centres, especially Wimbledon, are often a focus for business visitors.

21.34 Tourism helps benefit the local economy through direct employment and by supporting associated facilities such as restaurants and cafés as well as visitor accommodation. Merton's role in the 2012 Olympics will be a unique opportunity to attract visitors to the borough

21.35 Suitable, accessible, high quality accommodation will help encourage business and tourist visitors to stay longer or more frequently in Merton. New hotels will be directed to parts of the borough that are very accessible by public transport such as town centres to minimise traffic congestion, benefit from and help support surrounding restaurants, shops, cafés and theatres. There is a particular lack of quality hotel accommodation in Wimbledon Town Centre.

21.36 In developing new attractions or facilities for visitors, adverse effects on residents, traffic, the character and amenity of the area must be minimised as far as possible. Consideration will also be given to potential harm caused by the cumulative impact of a number of similar facilities. Existing tourist facilities will be protected.

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Key drivers

- The Credit Crunch and Regeneration - impacts and implications (CLG 2009)
- PPG4 and a consultation paper on Planning Policy Statement 4: Planning for Sustainable Economic Development (CLG 2008);
- Planning Policy Statement 6: Planning for town centres - consultation (CLG 2008)
- London Plan - Further Alterations to (GLA 2008)
- Industrial Capacity Supplementary Planning Guidance Note (GLA 2008);
- Review of Sub-National Economic Development and Regeneration (HM Treasury 2007)
- London Office Review (GLA 2007)
- London Industrial Land Release Benchmarks (GLA 2007)
- Merton's Employment Land Study (DTZ Pinda 2005);
- Merton's Neighbourhood Renewal Strategy (2005-2010)

Delivery and Monitoring

Merton Council and its partners are taking an integrated approach to tackling these problems, with planning policies just one of a raft of measures available to support the local economy, facilitate employment and improve the skills base. Examples include:

- Business liaison groups being established to support the town centres and industrial estates;
- Business start-up funding sourced from the London Development Agency, and the Department of Trade and Industry
- Assistance towards work or further qualifications with support from Merton Credit Union and the Learning and Skills Council
- Establishment of business incubators, especially in eastern wards, to provide flexibly managed space with subsidised rent to attract SMEs and start-ups (two incubator workshops are already in operation at Miles Road and Canterbury Road)

21 Economy

Strategic objective	Policy	Indicator	Targets
To make Merton more prosperous with strong and diverse long-term economic growth	Economy	Retention of existing employment facilities or refurbishment to provide attractive business space,	No net loss of employment land for which there is demand. As measured each year in the Annual Monitoring Report. Target to be considered on 5-year basis.
		Support to local businesses (see above)	As set out in Merton's Economic Development Strategy

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22 Transport

Introduction

22.1 Merton Council is aiming to create a public realm where people prefer to walk, cycle and use public transport rather than use their private car. Improving the accessibility and use of sustainable modes of transport while at the same time reducing traffic congestion is important for Merton. It is also important for the Council to balance the quality of the transport environment between the east and west of the borough, and mitigate the impact of the high levels of through traffic upon local traffic and the community.

22.2 Merton has 341 km of public highway of which 9 km is part of the Transport for London Road Network (TLRN) and a 25 km is part of the strategic road network. The most severe levels of congestion occur on the strategic road network particularly at Colliers Wood, South Wimbledon and Mitcham Town Centre.

22.3 Public Transport Accessibility Levels (PTAL) vary across the borough and significant areas in the south east and south west of the borough have the lowest accessibility levels in Merton. The higher PTAL levels are concentrated around the town centres and transport interchanges of Wimbledon, Morden, Colliers Wood, Mitcham Town Centre and Raynes Park

22.4 The network of borough pedestrian routes and leisure routes links most of the centres in Merton. Walk London's 'Capital Ring' walking route traverses the north west of the borough, through Wimbledon Common and Wimbledon Park. The Capital Ring encircles London and is one of the Mayor of London's key Strategic Walking Network routes. The Wandle Trail follows the route of the River Wandle, passing through Merton as well as Wandsworth, Sutton and Croydon, and caters for both cyclists and pedestrians.

22.5 London Cycle Network (LCN+) routes traverse the borough, and these in addition to several impending LCN+ routes, once complete will provide a sweeping network. There are also numerous proposed borough cycle routes that feed into the LCN+ routes, which with the existing borough routes provide a comprehensive cycle network within Merton.

22.6 Merton's outer London location means that its surface transport networks are under pressure to accommodate through traffic as well as local journeys. Public transport offers an efficient way of moving people around the borough, particularly for journeys associated with work, shopping and leisure.

22.7 Whilst there are a number of adequate public transport interchange facilities within the borough, some are poor and require improvement. In addition, bus stops in the borough are not always conveniently located or well signed.

22.8 Merton acknowledges that many people, particular those in areas with comparatively poor access to public transport, will continue to rely on the use of the car for travel. Furthermore, industrial and commercial properties require good access and loading facilities if they are to operate satisfactorily. Getting the right balance of on- and off-street parking and servicing arrangements is an important part of ensuring the viability of Merton's economy.

22.9 Many of our town centres and residential streets near major transport nodes and interchanges experience high parking demand. Measures to improve active transport and public transport do not reduce private car use on their own. Managing the amount of parking available for private cars is an important mechanism in promoting sustainable travel. Consequently, on-street parking controls have been considered in some locations across the borough.

22.10 Merton also recognises the role of freight in the local and national economy, and many goods movements in Merton simply pass through the Borough. Freight is a major contributor to congestion, road safety, parking and access problems, and these issues can impact on the ability of local freight to serve businesses and facilities within Merton.

22.11 To maintain and revitalise the economic viability of Merton's town centres and major employment areas it is essential to recognise and balance the respective street activities, functions and needs. Key to this success is providing for people with mobility problems, ensuring good service provision and making sure the needs of pedestrians are fully served.

22.12 Merton Council has three key policy areas to develop a safer, more accessible, sustainable, efficient and attractive transport environment. They are:

- Active transport – which covers any form of non-motorised or self-powered travel. It principally includes walking and cycling, but can also include other modes of active travel;
- Public Transport – which covers train, underground, tram and bus within, and through, Merton;
- Parking, servicing and delivery - which is concerned with the movement and delivery of people and goods within, and through, Merton.

Strategic Objective

22.13 Strategic Objective 6: To make Merton and well connected place where walking, cycling and public transport are the modes of choice when planning all journeys.

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Policy 17

Active Transport

Council wishes to promote active transport. Support is given to new or amended developments that demonstrate or provide:

- Priority for the access and safety of pedestrian, cycle and other active transport modes. Safety audits including compliance with DDA standards are undertaken at design phase.
- Active transport infrastructure that suits all abilities and ages, caters for both commuter and recreational users and is designed in accordance with secure by design (SBD) regulations
- Storage, parking and other facilities (such as showers, bike cages or lockers) that promote or support active travel
- High quality links into or enhancement of existing pedestrian and cycle networks, specifically the Capital Ring, Wandle Trail, Wandle-Beverly Brook Link and the London Cycle Network
- Schemes that settle community severance issues for pedestrians and cyclists - Lower Downs Road in Raynes Park is a key example of this.
- Infrastructure that resolves potential or perceived conflicts between walking and cycling and promotes harmony between these modes

Travel Plans illustrating how developments comply with the above are submitted with all new applications (as outlined in the Sustainable Transport Strategy) that meet or exceed the indicative thresholds for transport assessment listed in Appendix B of Department for Transport's *Guidance on Transport Assessment*, and those outlined in Table 2.1 in Transport for London's' *Guidance for workplace travel planning for development*.

SA/SEA Implications

Encouraging active transport would have a very positive effect. Active transport generates health benefits from increased levels of physical activity and less pollution as a result of a reduction in travel by car. Promotion of active transport will also improve equity as it will help those who do not have a car and it will help improve access to areas of the Borough that were previously not so accessible, in particular in the east of the borough

Justification

22.14 Virtually all trips by car or public transport involve a walk of some distance at least at one end. Historically, walking has been undervalued or overlooked as a means of transport, despite its importance and the benefits it offers in terms of the environment, health, and social and economic matters.

22.15 DfT's (Department of Transport) *Walking and Cycling: An Action Plan* centres on providing improvements to the environment and facilities for walkers and cyclists with targeted information about travel choices, health benefits and recreational opportunities. It is the government's key plan in promoting active transport.

22.16 Objectives to integrate planning and transport at the national, regional, strategic and local levels are set out in *Planning Policy Guidance 13: Transport* (PPG13), to promote sustainable travel choices for freight and people. PPG13 discusses walking and cycling in terms of requirements for planning permissions, and ensures priority for the safety of pedestrians and cyclists.

22.17 *The London Plan*, the *Mayor's Transport Strategy* and Merton Council's *Community Plan* all recognise the importance of active transport in London. Active transport is not a widely used term in the UK, however it aptly encapsulates both walking and cycling as well as the many other human-powered modes of travel.

22.18 Active transport provides a healthier, proactive travel alternative to a private vehicle, which provides a means of exercise while people are reaching a destination. This is supported in the *Community Plan*, which aims to halve the year on year rise in obesity in children under 11 by 2025. The *London Health Strategy* recognises that walking and cycling are beneficial to people's health, and promotes both these modes, for example, by improving safety by separating cycles from motorised traffic.

22.19 *The London Plan* aims to improve the quality and safety of London's pedestrian and cycle environment, and notes that good pedestrian and cycle access is essential for long (commuter) journeys. It also notes the importance of walking and cycling for children and other groups who do not have access to the private car and promotes travel on foot or bicycle as the most attractive option for short journeys.

22.20 *The London Cycling Action plans* lists ten objectives to meet the Mayor's vision of making London a city where people of all ages, abilities and cultures have the incentive, confidence and facilities to cycle.

22.21 *The Walking Plan for London* supports the Mayor's vision to make London one of the world's most walkable city. The document outlines an action plan to achieve six objectives that revolve around improving, promoting and planning for walking.

22.22 Active transport is a sustainable way to travel as activities such as walking and cycling do not use fuel or produce emissions. Road traffic is the key source of nitrogen dioxide levels in London, which accounts for approximately 60% of all emissions (Mayors Air Quality Strategy 2002). *The Mayor's Air Quality Strategy* outlines the health implications associated with the increasing amount of air pollution, and promotes several measures to assist in improving air quality, including encouraging a shift away from private vehicles to public transport, walking and cycling.

22.23 *The Community Plan* aim for local people to choose to act in a sustainable way and take a sustainable approach to waste and energy is supported through active transport promotion.

22.24 This policy links with the following sub-area policies:

- Colliers wood – South Wimbledon: Enhance pedestrian linkages to improve permeability and create coherent spaces of high quality design
- Mitcham: Enhance accessibility to and around the town centre, whilst promoting sustainable transport patterns
- Morden: Increase the role of Morden district centre... providing for a better pedestrian, more permeable environment'
- Raynes Park – Shannon Corner – Wimbledon Chase: Secure environmental and transport improvements to enhance provisions for pedestrians, cyclist and improve public transport facilities
- Wandle Corridor: Seek transport improvements to improve accessibility to and within the area
- Wimbledon: Promote active connections between The Broadway, Victoria Crescent, Queens Road and Wimbledon Bridge

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- Public Realm Strategy (2009)
- DfT: Walking and Cycling: An Action Plan (2008)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- Merton Community Plan 2005-15 (2005) updated 2008
- Disability Discrimination Act (2005)
- The Walking Plan for London (2004)
- Mayors Air Quality Strategy (2003) updated 2008
- PPG13: Transport (2001)
- Mayor's Transport Strategy (2001)
- London Cycling Action Plan (xxxx)
- London Cycle Network Plus (xxxx)

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Delivery and Monitoring

Walking and cycling in the borough will be supported through hard measures including priority and infrastructure improvements and through soft measures including the safer routes to schools programs and cycle training.

A series of key walking routes will be identified and implemented through TfL's Local Implementation Program. They will be afforded higher priority within the LIP programme in accordance with TfL's Best Practice for Local Walking Schemes.

Pedestrian improvements as proposed by Living Streets in several areas of the borough including Pollards Hill, Wimbledon Town Centre and Morden Town Centre. Metron will work with Living Streets to ensure the pedestrian environment in the Borough is safe, enjoyable and attractive.

Merton's Public Realm Strategy outlines focus areas for improvement within the borough, which includes the pedestrian and cycle environment. The plan supports improvements in the consistency of design, materials and management of pedestrian areas, as well as the simplification of footways, reallocation of road space (wherever possible), rationalizing parking, improvements to crossings and aesthetic enhancements.

Strategic Objective	Policy	Indicator(s)	Target (s)
To make Merton a well connected	Active Transport	Production of a new Sustainable Transport	To increase the proportion of trips made using sustainable modes (public and active

Strategic Objective	Policy	Indicator(s)	Target (s)
<p>borough where walking, cycling and public transport are modes of choice when planning all journeys</p>		Strategy for Merton	transport) By 1% per year, from 2004 base of 37%
		<p>improves to walk and cycle network</p>	<p>To reduce carbon emissions through promotion of sustainable transport modes</p>
		<p>Increase in external funding</p>	
		<p>Estimated annual carbon savings</p>	

Public Transport

Strategic Objective

22.25 Strategic Objective 6: To make Merton and well connected place where walking, cycling and public transport are the modes of choice when planning all journeys.

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Policy 18

Public Transport

Transport and land use planning is integrated at all levels and public transport enhancements are secured where new developments create additional demands on transport infrastructure and services.

Developers are required to demonstrate that their development is **adequately served by a variety of modes of transport** and that the proposals do not have an adverse effect on transport within the vicinity of the site.

Transport Assessments (TA) are required for all major planning applications (as defined in the DPD). If Merton Council deems the transport impact of the development unacceptable the application will be recommended for refusal.

Planning applications are supported where it is demonstrated that the **existing public transport levels sustain the public transport needs** generated by a development or that satisfactory provision for increased capacity requirements has been arranged. Priority is given to developments that demonstrate innovative and intelligent design that promotes travel to and from a development using public transport and/or reduces the need for private vehicle travel.

Sustainable Transport Contributions are sought to ensure that developments positively impact, and at a minimum do not detrimentally affect the public transport network. Developer contributions may be directed towards the improvement to transport infrastructure within the vicinity of the development.

Travel Plans must accompany all major developments (as defined in the Sustainable Transport Strategy) that outline a package of measures to reduce the need for private vehicle journeys, and promote travel to and from the development by public transport. Travel Plans must be submitted to the indicative thresholds referenced in Policy T1 Active Transport.

Priority is given to works/developments that **contribute to improved levels of public transport** availability, usage, quality, safety and attractiveness within the borough, especially at Morden, Mitcham and Wimbledon centres. Special consideration is given to works that improve public transport interchange and reliability including:

- Signage/wayfinding (local maps, bus stop flags, time-table information)
- Facilities for rail services, bus services, taxis, car clubs
- Cycle parking and storage

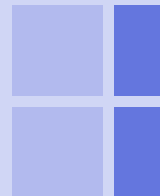
- Car 'set-down' and 'pick-up' areas

Safeguard land for construction of major PT projects as detailed in DPD. Support is given to any extension of Tramlink as well as Northern line extension from Morden Centre

SA/SEA Implications

Improving public transport will encourage alternatives to car use and would have very positive implications, such as reductions in pollution, congestion and the amount of travel by car. Public transport improvements also have positive impacts on equity for those who do not have access to a car, as well as improving accessibility across the borough (in particular the eastern wards).

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Picture 22.1 Public Transport Accessibility Levels

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Justification

22.26 Merton's public transport network provides the foundation for determining the location of development, ensuring that proposals that generate a significant number of trips are located in areas of good public transport accessibility in order to reduce the need to travel, particularly by private car.

22.27 The borough is currently served by 21 rail stations: 9 national rail stations, 4 underground stations, 6 TramLink stations, a transport interchange between national rail and TramLink at Mitcham Junction, and the Wimbledon interchange between all three rail transport modes. Accessibility to the rail network is good with few residential neighbourhoods being more than 1 kilometre (0.6 miles) from a rail station. However, the level of service provided by each station varies significantly across the borough.

22.28 There are over 38 bus routes operating in the borough, 3 bus routes operating 24-hour services and 4 night buses. All bus routes are inter-connected with rail, Tramlink and underground stations

22.29 All tiers of Government recognise the importance of providing a transport network that can meet the needs of a growing economy and increasing demand for travel whilst also achieving environmental objectives. (*The Future of Transport: A Network for 2030*, 2004).

22.30 *The Transport White Paper, SPG9, The Future of Transport: A Network for 2030, PPG13 (Transport), Mayor's Transport Strategy, and London Plan* encourage an increase in public transport to achieve desirable environmental, social, economic and equality outcomes through:

- Providing a safe, efficient and attractive public transport environment
- Improving service reliability and providing better integration between all modes
- Promoting the use of public transport and increase the awareness of the impact of travel decisions through Travel Plans and personalised journey planning
- Supporting major investment in new public transport infrastructure
- Ensuring sufficient land for transport functions by safeguarding sites and routes required for developing infrastructure
- Addressing the allocation of road space to sustainable transport uses.
- Enhancing the travel environment: Improving interchanges, providing better waiting environments, and enhancing safety

22.31 These documents have highlighted the necessity for transport and land use changes to be integrated and developed at the same time. There is increasing recognition by the Government of the importance of locating new development where good public transport is available, thus minimising traffic generation effects and reducing the need to travel. Furthermore, large developments can act as a catalyst

to the achievement of viable new transport schemes and to improvements of existing services. Similarly, new transport infrastructure together with improvements to existing services can act as the catalyst to major developments.

22.32 A comprehensive, integrated public transport network supports the Council's strategy to improve accessibility without major road building. It also supports the Mayor for London's vision as outlined in the *Mayor's Transport Strategy* (2001).

22.33 Such a network should accommodate all modes of public and semi-public transport including bus, tram, underground, rail, taxi, car club and car-share. Taxis and car share vehicles can reduce car use by providing good links to public transport services and are especially valuable for people with disabilities.

22.34 Public transport route selection and service provision falls under the remit of Merton's transport partners:

- Bus: London Buses, Transport for London
- Tram: London Trams, Transport for London
- Tube: London Underground, Transport for London
- Rail: Network Rail, Southern, First Capital Connect
- Taxi: Public Carriage Office, Transport for London
- Regional Partnerships: SWELTRAC, London Bus Priority Network

22.35 The role of Merton as the local authority is to facilitate public transport improvements by providing the infrastructure network through the borough's Local Implementation Plan, the annual works programme, other Council funding streams and developer contributions and obligations. Merton is continuing to work with transport partners and regional partnerships (South and West London Transport Conference - SWELTRAC) to lobby for improvements to the public transport network (as detailed below in 'Delivery & Monitoring').

22.36 This policy links with the following sub-area policies:

- Colliers wood – South Wimbledon: Secure improvements to improve public transport and improve accessibility to the proposed Wandle Valley Regional Park; Ensure major developments contribute to low and zero carbon design and technologies
- Mitcham: Enhance accessibility to and around the town centre, whilst promoting sustainable transport patterns; Ensure measures to contribute to the Mitcham low-carbon zone, with major development contributing to low and zero carbon design and technologies
- Morden: Relocate the bus depot and rationalise area around Morden underground station in order to develop a more active, attractive and diverse high street

frontage; Ensure major developments contribute to low and zero carbon design and technologies

- Raynes Park – Shannon Corner – Wimbledon Chase: Secure environmental and transport improvements to improve public transport facilities
- Wandle Corridor: Seek transport improvements to improve accessibility to and within the area
- Wimbledon: Secure improvements to transport facilities, particularly to enhance the quality and interchange at Wimbledon Station

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- Merton Community Plan 2005-15 (2005) updated 2008
- The Transport White Paper (xxxx)
- The Future of Transport: A Network for 2030 (xxxx)
- PPG13: Transport (2001)
- Mayor's Transport Strategy (xxxx)

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Delivery and Monitoring

The council will continue to work with local and regional transport partners in delivering public transport improvements through Merton's Local Implementation Plan, the Council's annual program of works, other Council funding streams and developer contributions and obligations.

Sixty-one out of sixty-six Merton schools now have a school travel plan. The Council, through the school travel plan coordinator, will continue to encourage schools to complete school travel plans in line with the Mayor's London-wide target for all schools to have a plan in place by 2010.

The Council believes that a great majority of homes should be within 1.5 kilometres of a rail station with a 20-minute interval minimum off-peak service. Through the UDP, the council seeks to achieve this through bus route and service improvements along with additional links within the boroughs light rail network.

The Council will work with schools, developers and employers to progress a range of initiatives with the aim of encouraging the use of alternatives to the private car.

Work in partnership with developers, Transport for London and public transport operators to secure enhanced interchange and public transport facilities, particularly in our town centres.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton a well-connected borough where walking, cycling and public transport are modes of choice when planning all journeys	Public Transport	Production of a new Sustainable Transport Strategy for Merton	A convenient, safe and integrated transport network, accessibility to all parts of the borough
		Increase patronage levels	

Strategic Objective	Policy	Indicator(s)	Target(s)
		Improvements to existing networks of school travel plans	All schools to have a school travel plan by 2010
	Climate change	Production of a new Sustainable Transport Strategy for Merton	TfL and Mayor of London; introduction of new hybrid technology buses in London by 2011
		Estimated annual carbon savings	

Parking, Servicing and Delivery

Strategic Objective

22.37 Strategic Objective 6: To make Merton and well connected place where walking, cycling and public transport are the modes of choice when planning all journeys.

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Policy 19

Parking, Servicing and Delivery

Parking controls and standards are essential to manage traffic generation by restraining non-essential car movements within the context of improving road safety and access. Developers are required to demonstrate that their development will not adversely affect on-street parking, traffic management, pedestrian and cycle movements, safety, the convenience of local residents or the quality of bus movement and/or facilities. Priority is given to people with mobility difficulties and protecting vulnerable road users.

Car parking is provided in accordance with the Council's parking standards as set out in the Sustainable Transport Strategy.

Minimum standards apply for cycle, motorcycle, car club vehicles, and electric-vehicle charging points as set out in the Sustainable Transport Strategy.

Control Parking Zones continue to be employed to regulate parking within the borough. New controlled parking zones may be implemented or existing ones expanded where this is deemed to positively impact trip generation, road safety and protect existing residential amenity.

The Council may require developers to enter into a 'permit free' agreement in areas within Controlled Parking Zones benefiting from good access to public transport (PTAL 4-6), with good access to facilities and services and/or in a town centre locations. 'Permit free' agreements may apply to proposals with or without off-street parking.

All developments are designed to ensure the normal and safe function of the road network by:

- Considering the Merton Road Hierarchy when locating and designing access arrangements to developments.
- Designing new or amended vehicle crossovers in accordance with Merton's Vehicle Crossover Information Pack. Access from the development to the public highway must be provided so as to ensure the normal and safe functioning of the road network.

Providing adequate facilities for servicing developments on-site to ensure loading and unloading activities do not have an adverse impact on the public highway in accordance with standards set by the Freight Transport Association. Developments should cater for where appropriate:

- Service and delivery vehicles (including lorries and articulated vehicles) required as part of the normal functioning of the development)
- Emergency vehicles such as fire engines and ambulances
- Refuse storage and collection

Such provision may include access to and from the public highway, as well as on-site parking and manoeuvring areas.

Implementing measures to discourage/reduce pavement parking in industrial areas of the borough, particularly Weir Road Business Park, Willow Lane Business Park and South Wimbledon Business Park.

High trip generating uses including schools, hospitals, hotels, sports facilities and shopping centres may also be required to provide for:

- Visitor 'drop-off' and 'pick-up' areas
- Taxis
- Bus/coach parking, off-street parking or set-down and pick-up facilities
- Community Transport and dial-a-ride

The Council may seek s106 contributions and developer obligations to mitigate the impact of development proposals and provide improvements to the highway network / public realm.

Measures to reduce the impact of goods vehicles on residential areas and town centres are maintained and implemented including:

- On-street loading/unloading time and location restrictions in town centres
- Protecting rear servicing access
- Width restrictions and other lorry restrictions
- Overnight lorry bans
- Lorry parking areas
-

A Transport Assessment (as detailed in Policy T2) is submitted where a change in land use and/or where the construction of a new or amended access to a major developed is proposed; and/or for applications for major developments (as defined in DPD). Transport assessment includes a Stage 1/2 Safety Audit to assess potential impacts on the highway or transport network.

SA/SEA Implications

Improving the experience for pedestrians and cyclists would have a positive effect, as well as enforcing maximum restraint based car parking standards and encouraging permit free development, to hopefully reduce the amount of travel by car. Although Merton Council wishes to promote alternative travel modes to private car, the council will not limit car parking so much that it restricts people's freedom to own and travel by car. To do so would be inconsistent in terms of social and economic sustainability

Justification

22.38 The extent to which provision is made for off-street car parking spaces has a direct bearing on the layout and number of dwellings achieved on a site. The amount of a development site allocated for off-street parking or space for the manoeuvring of vehicles, can limit its development potential impacting on the potential density of the site.

22.39 PPG13 (Transport), Strategic Planning Guidance for London Planning Authorities, The London Plan and the Mayor's Transport Strategy 2001 provide guidance regarding parking and servicing arrangements. The Council, in accordance with these regional documents, has obligations to reduce traffic levels to improve air quality and to comply with the Traffic Reduction Act 1997.

22.40 The Mayor's Transport Strategy 2001 sets a target to reduce weekday traffic volume in Outer London by a third, with the aim of achieving zero growth or absolute reduction in Outer London town centres.

22.41 Experience in Merton shows that the term 'car free' is misleading and infers that only sites without off-street parking can be restricted from obtaining residents parking permits. The term 'permit-free' is more accurate and is used in this policy document.

22.42 The above strategies support parking control, including maximum parking standards, controlled parking zones and 'permit free' developments, as a means to reduce the growth in motorised journeys, encourage means of travel that have less environmental impact and reduce the reliance on the private car.

22.43 Merton was one of the first outer London boroughs to formally adopt maximum restraint based parking standards in accordance with PPG13 and SPG9.

22.44 Regional guidance also supports the use of travel demand management initiatives including car clubs, car-sharing schemes, and electric charging points. Car Clubs provide realistic alternatives to car ownership. Transport for London research suggests that one car club vehicle can remove up to four private vehicles from the road and defer the purchase of a further six. Car Club members are more 'travel aware' transferring car journeys to public transport, walking and cycling – leading to reductions in congestion and less car dependent communities. The Council encourages developers and businesses to contribute to car clubs as an alternative to providing private parking spaces for residents and employees.

22.45 The needs of the mobility impaired, including the disabled and the elderly, must be provided in accordance with the Disability Discrimination Act.

22.46 Adequate provision must be made for servicing, loading and unloading and turning facilities in accordance with the standards set by the Freight Transport Association.

22.47 The aim is to balance the supply of on-street and off-street parking spaces, for different and often conflicting needs, to improve road safety, to assist business, to facilitate short-stay visitor parking in town centres and to satisfy the different types of development in the Borough.

22.48 This policy links with all sub-area policies as parking demands in each area are managed according to Public Transport Accessibility Levels (PTAL) and parking standards.

Key drivers

- A new Plan for London Proposal for the Mayor's London Plan (the Spatial Development Strategy for Greater London) (2009)
- The London Plan: Spatial Development Strategy for Greater London (2008)
- Road Traffic Reduction Act 1997
- PPG13: Transport (2001)
- Mayor's Transport Strategy (xxxx)
- Freight Transport Association (xxxx)
- Merton's Sustainable Transport Strategy (xxxx)
- Merton Vehicle Crossover Information Pack (xxxx)

Delivery and Monitoring

Permit free residential developments are encouraged in town centres and locations with good public transport accessibility within controlled parking zones. All developments assessed according to the Council's maximum parking standards.

The Council will work with schools, developers and employers to progress a range of initiatives with the aim of encouraging the use of alternatives to the private car.

The Council will work with TfL and other partners to progress a range of transport improvements in key town centres. In particular, to enhance the environment and bring about significant improvements for all road users.

Planning that reduces the need to travel, and facilitates alternative travel options is essential in promoting an inclusive society, where everyone has access to employment, goods and services.

The Council will implement new controlled parking zones, or expand existing ones where this is deemed to positively impact trip generation, road safety and protect existing residential amenity.

Strategic Objective	Policy	Indicator(s)	Target(s)
To make Merton more prosperous with strong and diverse long-term economic growth	Parking, Servicing and Delivery	Production of a new Sustainable Transport Strategy for Merton	Expansion of Controlled Parking Zones

Strategic Objective	Policy	Indicator(s)	Target(s)
		Number of new or enhanced CPZs	
		Effective enforcement of CPZs	
		% change in traffic generation	Reduction in growth of traffic generation
		Number of car clubs and electric cars	Increased uptake of sustainable modes (car clubs, electric cars)

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Strategic Objective	Policy	Indicator(s)	Target(s)
<p>To make Merton a well connected where walking, cycling and public transport are modes of choice when planning all journeys.</p>	<p>Climate Change</p>	<p>%Change in traffic generation</p>	<p>Reduction in car ownership levels</p>
		<p>Number of car clubs</p>	
		<p>Car ownership</p>	

23 Infrastructure

Introduction

23.1 Physical and social infrastructure is required to facilitate development in the borough. It is necessary to demonstrate how and when infrastructure is required in particular additional employment, transport, health facilities, community and education. New development will be expected to consider the highest standards of sustainability for design and construction and make provision for any necessary infrastructure, on-site or as part of a planning contribution, minimising its impact on the environment in line with Climate Change policy.

23.2 Following an infrastructure needs analysis being carried out, no significant infrastructure need has been identified within the borough which cannot be met by the provisions of the Core Strategy.

23.3 Merton will deliver new support services to match the planned population growth in areas designated for additional housing and recognise the areas of deficiency. There are no large sites for new residential or other uses where significant additional infrastructure will be required. However, four of Merton's wards were identified in the top 25% of the most deprived wards in the nation, namely Lavender, Pollards Hill, Phipps Bridge (now Cricket Green) and Ravensbury. The lack of opportunities reaching East Merton has been attributed to Mitcham's poor accessibility and this strategy recognises the need to encourage infrastructure development to support the Council's Vision in 2030 for regeneration to bridge this gap.

Spatial Objectives

23.4 All the Strategic Objectives (Chapter 9). These strategic objectives seek to equally contribute towards a sustainable neighbourhood and facilitate development in the borough.

Policy 20

Infrastructure

The infrastructure of the borough will be enhanced and expanded for those living, working and visiting Merton and to accommodate population growth by:

- working with partners, including the emergency services, to ensure adequate provision of services and facilities.
- new development will be expected to contribute to any additional infrastructure and community needs through planning obligations in accordance with Circular 05/05 and any superseding guidance.
- additional infrastructure need generated by development will only occur where adequate provision of schools, health, police, emergency and other support services can be made and can support existing communities, by only encouraging development that does not place additional strain on the existing infrastructure.
- enhancing social and transport infrastructure in Morden and Mitcham town centre.
- supporting education services in the expansion and provision of schools to meet the anticipated increased number of children in Merton.
- working with health partners towards the development of four health clinics
- encouraging development and supporting multi-purpose use of community centres in the west of the borough to improve provision and address the borough's imbalance while resisting the loss of existing centres. To support multi-purpose use of existing centres to encourage sustainable on-site facilities.

SA/SEA Implications

To meet the strategic objectives with the overall aim of promoting social cohesion and bridging the gap between the east and west of the borough by encouraging new infrastructure in the most appropriate areas of particular need.

The infrastructure needs of the borough are evidenced through the baseline analysis carried out in 2008. The findings provide key outcomes for consideration and present a realistic table of infrastructure needs.

Justification

As outlined in [Could not find 463938](#), sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations. A widely used definition was drawn up by the World Commission on Environment and Development in 1987: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

The Planning White Paper - *Planning for a Sustainable Future (May 2007)* sets out our detailed proposals for reform of the planning system, building on Kate Barker's recommendations for improving the speed, responsiveness and efficiency in land use planning, and taking forward Kate Barker's and Rod Eddington's proposals for reform of major infrastructure planning.

Current proposals for the London Borough of Merton are to provide for 5,550 homes by 2023. The majority of the need identified is required to address the cumulative impacts alongside development across the borough and is not considered crucial to the delivery of the Core Strategy if it cannot be provided as anticipated. There are no imperative needs that cannot be overcome. Nevertheless, the Council must ensure there is infrastructure to support new development where appropriate. Merton particularly recognises the borough's priority to use developer funding for the Neighbourhood Renewal Agenda in the eastern wards as part of our sustainable neighbourhoods initiative. Need something in here relating to housing land supply, housing trajectory, and evidence of sufficient housing sites relevant to Merton (pending SHLAA) – GOL feedback.

The need for infrastructure to support housing growth and the associated need for an infrastructure delivery planning process has been highlighted further in the Government's recent Homes for the Future: more affordable, more sustainable: Housing Green Paper (July 2007). The outcome of the infrastructure planning process should inform the Core Strategy and should be part of a robust evidence base.

Merton's Planning Obligations SPD (July 2006) sets out the Council's approach when seeking obligations from new residential and commercial development. The document identifies to a developer what physical or financial contributions are expected as compensation for loss of land/facilities and where facilities and infrastructure are required, that are deemed necessary, as a consequence of the development. Any new development that creates a need for essential infrastructure to support additional housing need, will not be permitted without the appropriate planning obligations in place. The current SPD expects contributions towards education, health, open space, children's play space, private amenity space, transport improvements, waste facilities and sustainable development.

The Planning Bill (November 2007) builds on the proposals set out in the Planning White Paper and introduces a new system for nationally significant infrastructure planning, alongside further reforms to the town and country planning system and introduced a new statutory planning charge to be called the Community Infrastructure Levy (CIL). CIL policies will be based on a costed assessment of the infrastructure requirements arising out of development. The new powers are expected to come into effect by October 2009. In the meantime Local Authorities should continue to advance their infrastructure planning in preparation for the new CIL in order to ensure that there is clear evidence about planned infrastructure, its cost, timing and likely sources of funding. The levy would be backed up by sound planning for infrastructure delivery, so that the reasons for imposing it are fully justified and the purposes for its collection clear. Merton will investigate local needs and may set specific Sub-Area developer tariffs for Morden, Mitcham and Colliers Wood/South Wimbledon that will address infrastructure needs of new residential and retail/commercial development, for example, particularly where alternative energy sources are key to a new scheme.

Planning Policy Statement 12 (PPS12) Local Spatial Planning sets out the principle for infrastructure delivery (See Annex 2 page 34) and states that the Core Strategy should be supported by evidence of what physical and social infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The council carried out an infrastructure Needs Assessment study in December 2008 which included the following infrastructure headings:

- Utilities infrastructure: sewerage, drainage, water and utilities
- Transport infrastructure
- Social infrastructure: health, education, skills and adult education, leisure and culture, community facilities and emergency services

* *Waste has been dealt with under the Joint Waste DPD (due to be adopted 2011).*

This baseline analysis Identified the Core Strategy strategic areas of concern for Merton over the next 15 years are health provision, education, transport infrastructure and supporting future needs of the police and fire services:

Health – The most obvious areas of potential deficit would be in the Lower Morden, West Barnes, Longthornton and Wimbledon Park. Therefore planning obligations and development opportunities should be focused at reducing this deficiency. Joint working with Kingston, Sutton and Croydon would ensure better coverage near the borough's boundaries.

Children – the LDF will continue to support new and improved childcare and educational facilities and respond to changes to child population. The borough is experiencing the greatest demand for primary school places in decades. It is anticipated that there will be an additional 638 reception school places required by 2011/12 (from birth year 06/07) representing nearly 25% increase over a 5 year period. Merton must plan expansion to meet this infrastructure need and work with the education services to identify suitable sites to meet this demand, in particular the need for a primary school in north Wimbledon. The Government's "Building Schools for the Future" (BSF) initiative provides investment for new and improved secondary school buildings. The Council will work closely with the Department for Children Schools and Families to deliver the BSF objectives in Merton.

Transport - PTAL is not evenly spread across the Borough and more deprived areas such as Mitcham and Pollards Hill currently have lower levels than in the west.

- In partnership with Tramlink, a study has been undertaken to determine the viability of a new tram stop at Willow Lane.
- To improve on signage and locations of bus stops, particularly in minor roads.
- Improve cycle routes in Mitcham – including to the new Mitcham Eastfields Station and Mitcham Town Centre (Merton 2009/10 LIP Bid).
- Funding to proceed with the London Cycle Network Carshalton Road segregated cycle route (Merton 2009/10 LIP Bid).
- To develop a shared pedestrian/cycle link between Raynes Park and Wimbledon Town Centre along the existing footpath running alongside the Network Rail embankment (Merton 2009/10 LIP Bid)
- Morden will continue to work with partners in providing and maintaining the pedestrian network within the borough.
- To work closely with partners towards the delivery of the Boroughs aspirations for further Tramlink extensions in the boroughs town centres of ...Colliers Wood, Mitcham . Transport planning to confirm
- Merton will continue to work with the relevant public transport partners, TfL ,Rail Services and National Rail to minimise disruption for residents and consider ways of improving signage and controls to enhance the public realm.

To support the Metropolitan Police with the proposed Metropolitan Police Estate within the borough, particularly the patrol base site in South Wimbledon.

To support the Fire Service in the determination of a suitable alternative site for Mitcham fire station.

Merton currently has 8 community centres and 2 community resources, the majority are located in the east of the borough. Merton propose flexible use of all it's existing community centres to become multi purpose centres. To provide sustainable multi use for social, cultural, faith, educational and community facilities in one site that will

be shared by all sectors of the local community at all times. Merton will resist the loss of an existing community centre unless it can be demonstrated that demand makes the site no longer viable or there is alternative provision in the locality.

To demonstrate how infrastructure to support the Core Strategy will be delivered, a framework has been drawn up in Section 25 'Public Investment Framework' and in Section 26 'Investment Priorities'.

New development does not always require additional infrastructure. The council will support development that addresses requirements that encourage better use of utilities, such as improving access to existing facilities, reducing waste, lowering water consumption and reducing the impacts of climate change.

Key drivers

- Planning White Paper - *Planning for a Sustainable Future* (May 2007)
- Planning Bill (November 2007)
- Homes for the future: more affordable, more sustainable: Housing Green Paper (July 2007)
- The South East Plan (2006)
- Planning Policy Statement 1 (PPS1) – *Delivering sustainable development* (2005)
- Planning Policy Statement 3 (PPS3) – *Housing* (Nov 2006)
- Planning Policy Statement 12 (PPS12) – *Local Spatial Planning* (Jun 2008)
- The Community Infrastructure Levy (CIL) (August 2008)
- London Plan Policies 3A.17, 3A.18, 3A.20, 3A.21, 3A.22, 3A.23, 3A.24, 3A.26
- Merton Neighbourhood Renewal Strategy 2005-2010
- Merton Sports, Health and Physical Activity Strategy (2006)
- Merton's SPD on Planning Obligations (July 2006)
- Older People's Strategy 2007: Celebrating Age – Valuing Experience
- Merton's Infrastructure Needs Assessment Study (Nov 2008)
- SHLAA -Strategic Housing Land Availability Assessment (TBC)
- Merton Residents Survey 2008

Delivery and Monitoring

This policy will be delivered through departments across the council such as leisure and education, transport planners and development control. Alongside, we will work with our external partners in particular the Local Strategic Partnership. Delivery will be supported by the Community Plan (Sustainable Communities Strategy), the emerging Development Control Policies DPD and the Planning Obligations SPD. The policy will continue to be reviewed to respond to change, to assess whether any elements already identified are not being met or if new elements become critical to delivery of the Core Strategy. It is difficult to quantify now the demand in the future and the policy has been written on the basis of projected population needs, hence the need for continued co-ordination. It is recommended that implementation is reviewed every 5 years.

Merton is moving towards co-location i.e. a mix of community uses on one site to encourage viable use of space and integrated provision to meet the needs of all sectors of our community.

Strategic Objective	Policy	Indicators	Targets
All the Strategic Objectives (Chapter 9). These strategic objectives seek to equally contribute towards a sustainable neighbourhood and facilitate development in the borough.	The infrastructure of the borough will be enhanced and expanded for those living, working and visiting Merton and to accommodate population growth by:	Meeting the Core Strategy strategic areas of concern identified from the INA baseline analysis report.	Required Health facilities in the borough Delivery of transport infrastructure Delivery of new primary school in North Wimbledon Provision of a community centre(s) in the west of the borough
		Number of planning applications approved with Planning Obligations	% Increase

Strategic Objective	Policy	Indicators	Targets
		Revised SPD for Planning Obligations	To be revised and adopted in 2010

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24 Introduction

Introduction

24.1 The indicators and targets associated with each policy provide a basis for monitoring, yet in addition Core Strategies are expected to show how the vision, objectives and strategy for the area will be delivered and by whom, and when. A framework for investment and partnership working will co-ordinate delivery with key stakeholders, who also have a role to play in implementing policies and identifying funding opportunities. Merton is working with other agencies and processes to ensure priorities are aligned for effective resource management and coordination, some of which extend beyond the borough's boundaries in light of sub-regional priorities. This assists with clearly identifying mechanisms and commitment where the actions required to implement policy are outside the direct control of the Council, but a reasonable prospect of provision is identified. The Core Strategy is the start of the monitoring, delivery and implementation framework for the LDF. Other LDF documents will provide more detailed assessments, as will the future process to set a Community Infrastructure Levy (CIL), as considered in Policy 20 'Infrastructure'.

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25 Public Investment Framework

Public Investment Framework

25.1 In addition to providers' responsibilities, some of the key potential funding streams available in the borough include:

- The **Local Implementation Plan (LIP)** for Merton sets out the Council's traffic and transport investment proposals for 2005 through to 2011. It meets the Mayor for London's requirement for all boroughs to produce a Transport Plan indicating how they intend to implement the aims and objectives of the Mayor's Transport Strategy. The LIP represents a comprehensive set of connected policies and work programmes on traffic and transport investment across the borough intended to build upon existing schemes to produce a healthier, safer and more sustainable transport system in Merton. Due to the general unpredictability of third party funding sources, the majority of work will be funded through the LIP reporting and funding process through which the Council seeks funding from Transport for London (TfL) to carry out work on an annual basis. However, the borough's 2009/10 LIP allocation was considerably less than the 2008/09 allocation and a fraction of the bid, highlighting the unpredictability of funding and the importance of planning delivery in advance.
- In addition to borough LIP funding, **Transport for London (TfL)** provide other funding to boroughs, for example capacity development and training, enhanced TDM (Travel Demand Management), some further 3G bus priority, and to partnerships, such as the South and West London Transport Conference (SWELTRAC).
- The **London Development Agency (LDA)**, as the Regional Development Agency for London, was set up to transform the region through sustainable economic development. As a functional body of the Greater London Authority, the LDA have a key role to play in helping to deliver the Mayor's vision and priorities for London. The LDA's draft Investment Strategy 2009-13 sets out priorities for growth, skills and jobs, including a focus on the outer London economy and environment. In addition to providing funding, the LDA provide a role in co-ordinating economic development activity, leveraging resources and leadership.
- Central Government's **Building Schools for the Future (BSF)** is the biggest-ever school buildings investment programme, which aims to rebuild or renew nearly every secondary school in England. All authorities are to be included in BSF over a period of between 10-15 years, and Merton is currently expressing interest in gaining entry to the programme.
- **Public private partnerships (PPPs)** are arrangements typified by joint working between the public and private sector. In the broadest sense, PPPs can cover all types of collaboration across the interface between the public and private

sectors to deliver policies, services and infrastructure. Where delivery of public services involves private sector investment in infrastructure, the most common form of PPP is the **Private Finance Initiative (PFI)**. PFI is a small but important part of the Government's strategy for delivering high quality public services. By requiring the private sector to put its own capital at risk and to deliver clear levels of service to the public over the long term, PFI helps to deliver high quality public services and ensure that public assets are delivered on time and to budget. For example, the NHS Local Improvement Finance Trust (LIFT) is a public private partnership which aims to develop a new market for investment in primary care and community-based facilities and services.

- There are a number of different streams from national **Lottery Funding**. The **Heritage Lottery Fund (HLF)** is available for a number of purposes. HLF grants are designed to open up the nation's heritage for everyone to enjoy, covering everything from museums and historic buildings to local parks and beauty spots, or recording and celebrating traditions, customs and history. The **Big Lottery Fund (BIG)** is given to community groups and projects that improve health, education and the environment, and many of the programmes focus on those in disadvantaged area.
- The Council and its partners have agreed Merton's second **Local Area Agreement (LAA)** with central Government, to run from 2008-2011. The Merton LAA consists of targets and outcomes that focus on improving the quality of life for Merton residents and 'Bridging the Gap' between the more deprived east and the more affluent west of the borough. The LAA will see local partners focusing on delivering improvements in areas of public concern, for example, raising educational standards, reducing crime and the fear of crime, reducing waste, tackling climate change and narrowing health inequalities. Partners are expected to align core funding to deliver improvements, and the Partnership has welcomed the principle of the new non-ringfenced Area Based Grant which will pool a much wider range of grants which the Council will be able to spend on the issues that matter locally.
- **Section 106** of the Town & Country Planning Act 1990, as amended by section 12 of the Planning & Compensation Act 1991, enables a local planning authority and a developer to enter into a legal agreement to provide infrastructure and services on or off the development site. These agreements are often called section 106 agreements or planning obligations. A standardised approach for areas of contribution expected in the borough is set out in Merton's Planning Obligations Supplementary Planning Document (SPD), including contributions towards education, open space and transport.
- The Government has announced the introduction of a new statutory planning charge, the **Community Infrastructure Levy (CIL)**, based on an estimated assessment of the infrastructure requirements arising out of development. Expected to come into effect in 2009, authorities are expected to advance their infrastructure planning in preparation for the CIL, to ensure that there is clear

evidence about planned infrastructure, its cost, timing and likely sources of funding.

25.2 Maximising opportunities for effective use of public funding will assist in making the borough attractive to private investors and give certainty in the wider context of how the borough is expected to change, particularly vital during the current economic uncertainty.

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26 Investment Priorities

26.1 The Core Strategy indicates that certain areas will see changes in a phased and planned approach. This will be determined by further policy development, such as the preparation of an Area Action Plan or Supplementary Planning Document, and the deliverability of proposals. Alongside ongoing improvements to reduce inequalities across the east of the borough, the Core Strategy currently envisages the following phasing for the implementation of the sub-area policies:

- Colliers Wood – South Wimbledon: further policy development is necessary to assess opportunities for longer-term delivery.
- Mitcham: proposals to be taken forward on a site by site basis alongside short-term improvements, further policy development to be considered in the long-term if monitoring indicates intervention necessary.
- Morden: further policy development alongside short-term improvements up to 2014, followed by development of larger sites and major public realm improvements.
- Raynes Park – Shannon Corner – Wimbledon Chase: focus on short and medium term improvements, further policy development to be considered in the long-term if monitoring indicates intervention necessary.
- Wandle Corridor: proposals to be taken forward on a site by site basis, alongside other enhancements.
- Wimbledon: focus on town centre management and key sites, further policy development to be considered in the long-term if monitoring indicates intervention necessary.

26.2 Policy 20 'Infrastructure' identifies the key areas for concern in terms of infrastructure provision and recognises the priority to fund regeneration measures in the deprived eastern parts of the borough. The table below identifies in further detail key specific requirements and outcomes, the projects to deliver them, with an indication of the level of commitment, delivery agencies and potential funding sources. Approximate capital costs have been included where they are known. This builds up the overarching picture of the delivery of the Core Strategy, in some areas signposting to other areas of work, where there is a reasonable prospect of provision. Phasing and contingencies are described to indicate the priority for provision, however the majority of infrastructure identified is required to address cumulative impacts alongside development and is not considered critical to the delivery of the Core Strategy if it cannot be provided as anticipated. The table highlights links to the relevant sub-areas and thematic policies that elements arise from. This is not intended to be an exhaustive list, as the process of identification and implementation will need to flexibly respond to local circumstances and utilise other avenues to prioritise spending. Current delivery encompasses infrastructure most likely to be already in the pipeline for the short-term, which has the highest degree of certainty that it will

be delivered; committed delivery is most likely to be for the medium term and has already been planned to a detailed extent; future requirements are likely to be long-term aspirations that do not yet have the commitment, funding and/or details agreed.

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26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Improved education and training				
Primary school expansion programme	<p>Increased primary school places provision through expansion of existing schools and a new school.</p> <p>Current estimate to provide an equivalent of 12 one-form entry (2520 places) from 2008 to 2019.</p>	<p>Approx £50 million</p>	<p>£35m in 2010-2015</p> <p>£15m 2016-2020</p> <p>Review in 2021-2025</p> <p>Policy 20 'Infrastructure'</p>	<p>Required to meet ongoing growth in child population</p> <p>Policy 20 'Infrastructure'</p>
Improved education and training.	<p>Provision of accommodation for 6th form provision in four Merton schools from 2010,</p> <p>prior to Building Schools for the Future initiative</p>	<p>Approx £12 million</p> <p>Policy 20 'Infrastructure'</p>	<p>2010-2015</p>	<p>To improve local provision of post 16 opportunities to meet young people and parental preference, change to improve co-ordination of post-16 opportunities to ensure existing 11-16 schools has some opportunities</p> <p>Policy 20 'Infrastructure'</p>

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Improved education and training.	Merton College refurbishment	Approx £30m+ Policy 20 'Infrastructure'	Policy 20 'Infrastructure'	Required to meet ongoing population change, align with Policy 20 'Infrastructure'
Improved education and training.	Primary (Strategy for Change) Capital Programme	Approx £45 million	£15 million (2010-2015) £15 million 2016-2020 £15m 2021-2025 Policy 20 'Infrastructure'	To increase education achievement and well-being of deprived and lower achievement. To comply with Policy 20 'Infrastructure'
Improved education and training.	Building schools for the Future – refurbishing, modelling or re-building all Merton secondary schools (11 schools including secondary aged specials)	Approx £160 million Policy 20 'Infrastructure'	£30 million 2010-2015 £130m 2016-2020	To transform and regenerate schools and their catchment areas and well-being including purpose-built Policy 20 'Infrastructure'
Improved health care provision				

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Ongoing programme of enhancements to GP surgeries e.g. to improve premises quality, additional capacity to cater for list size	Centre for Independent Living by 2010 (subject to feasibility study)	Costs to health are revenue funded. No capital costs incurred by the PCT Policy 20 'infrastructure'	2010	Required to meet ongoing population change and c Greater focus on events and outreach using exis Policy 20 'infrastructure'
Ongoing programme of enhancements to GP surgeries e.g. to improve premises quality, additional capacity to cater for list size	Increased treatment in community/ residential settings	Costs to health are revenue funded. No capital costs incurred by the PCT Policy 20 'infrastructure'	2010-2020 Policy 20 'infrastructure'	Required to meet ongoing population change and c Greater focus on events and outreach using exis Policy 20 'infrastructure'

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Ongoing programme of enhancements to GP surgeries e.g. to improve premises quality, additional capacity to cater for list size	Investment in GP surgeries in Colliers Wood, Mitcham, St. Heliers	Costs to health are revenue funded. No capital costs incurred by the PCT	2010-2020 Policy 20 'Infrastructure'	Required to meet ongoing population change alongside housing development. Greater focus on Policy 20 'Infrastructure'
Ongoing programme of enhancements to GP surgeries e.g. to improve premises quality, additional capacity to cater for list size	Investment in GP surgeries in Wimbledon, Raynes Park	Costs to health are revenue funded. No capital costs	2010-2020 Policy 20 'Infrastructure'	Required to meet ongoing population change alongside housing development in service provision, alongside housing development. Greater focus on events and outreach using existing Policy 20 'Infrastructure'

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
		incurred by the PCT Policy 20 feature		
Modern facilities for emergency services				
Police	New Police Patrol Base in South Wimbledon	No cost to Merton	2010-2015 Policy 20 'Infrastructure'	Improvements to accessibility to Police Stations
Fire	Relocation of Mitcham Fire Station	No cost to Merton Policy 20 feature	2010-2015	Upgrading of facilities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Improved community facilities				
	Improving community facilities Purpose built intergenerational centre on land adjacent to St. Marks Academy School	£2.7m Policy 8 'Design'	Completion due 2009/10	Additional integrated facilities for children, young families and older people, assisting work between Policy 8 'Design'
Improved Sports and cultural facilities				
	Upgrade to Morden Park pool to provide upgraded mixed use leisure facilities	£2.5m Policy 9 'Climate Change'	2010-2020	Emphasis on enhancing existing assets to increase
	Play space improvements		2011	Policy 11 'Waste Management'
	Improvements to production area Wimbledon Theatre	£2m	2009 Stage improvements (£550)	Enhance back of house and stage to enable large more substantial West End shows to perform (i.e. Policy 11 'Waste Management')

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
			2010-2015 Further back of house improvements (£1.5m)	
	Improvements to Leisure centres. Morden, Wimbledon and Colliers Wood	£1.8m	2009-2011 – Upgrade Boilers, Ventilation, Pumps etc. Ongoing Upgrades of facilities 2016-2025 Policy 11 'Waste Management'	To keep the public leisure facilities up to date and Policy 11 'Waste Management'
	Replacement of Morden Park Pool facility	£10m - £12m	2010-2015 subject to funding	Deterioration of existing structures
<i>Improved public realm in centres and key movement corridors</i>				

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Investment in streetscene improvements	2 million capital allocation in 2020/21 including Raynes Park	2010-2020 Improvements in Mitcham, Morden and Wimbledon 2021-2025 Improvements in Colliers Wood, Raynes Park, and key movement corridors	Emphasis on improvements, delivery in accordar
	Street Lighting Replacement of existing and new columns (Annual assessment of % of existing columns to identify units in need of replacement working with EDF)	Approx £150k pa	2010-2025	Maintaining quality and quantity of street lighting

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Street Lighting Replacement of existing columns (Annual maintenance of existing columns working with EDF)	Approx £300k pa	2010-2025	Maintaining quality and quantity of street lighting
<p><i>Improved green infrastructure with enhanced spaces and linkages</i></p>				

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Investment in areas of open space deficiency	Creation and enhancement of Wandale Valley Regional Park		2021-2025	Emphasis on enhancing assets and improving at Policy 18 'Public Transport'
	Improvements to Morden Hall Park	Construction £22k	2010-2025 Policy 18 'Public Transport'	Enhanced linkages to green spaces around Morden Hall Park
Improved green infrastructure with enhanced spaces and linkages	Investment in areas of open space deficiency			Creation and enhancement of Wandale Valley Regional Park

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Pathfinder Project	To upgrade 22 play areas in parks, open spaces by 2012 and housing sites by 2010.	£1.2m	2010-2015	
	Upgrade pavilions and buildings sited in green spaces across the Borough		2010-2025	Improvements to building stock on open spaces
High standards of sustainable development - reword title...				
Increased usage of SUDs	Integrated low-carbon district heat and power networks. Development to support Mitcham as a low-carbon zone.		2016-2020	Emphasis on reducing CO2 emissions from new

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
Facilities provided to cater for waste	Nature of facilities required to be guided by Joint Waste DPD		Policy 17 'Active Transport'	Required to enable shift towards increasing comp Policy 17 'Active Transport'
Highway Capacity				
Improvements to parking, servicing and delivery	Expansion of Car Clubs; Measures to reduce congestion in Mitcham Town Centre		2010-2020	Measures required to address congestion hotspots make efficient use of highway capacity Policy 17 'Active Transport'

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Strategic Road Network carriageway's – TRLN (Maintenance of the TRLN in Merton)		2010-2025	National target percentage of the Highway Autho network where structural maintenance should be
	Principle Road Network – LBM (Maintenance of the TRLN in Merton)	Approx £350k pa	2010-2025 Policy 17 'Active Transport'	BV223 Percentage of the local authority principl where structural maintenance should be consid Policy 17 'Active Transport'

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Classified Road Network carriageway's	Approx £1M pa	2010-2025	BV224a Percentage of the non-principal classified where maintenance should be considered Policy 17 'Active Transport'
	Unclassified Road network – carriageway's (Annual reactionary maintenance programme)	Approx £100k pa	2010-2025 Policy 17 'Active Transport'	BV224b Percentage of the unclassified road net where structural maintenance should be considered Policy 17 'Active Transport'

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	<p>Bus route improvements including improved provision in Mitcham and Pollards Hill</p>		<p>Northern Line upgrade during 2012-2016. Policy 17 'Active Transport'</p>	<p>Emphasis on improving choices and safety to inc Policy 17 'Active Transport'</p>
	<p>Station improvements at Wimbledon and Raynes Park Improved interchange at Morden. Tramlink improvements and extensions to Mitcham and Morden. Aspiration for Crossrail Line 2 (Chelsea-Hackney line) to serve the borough</p>		<p>Policy 17 'Active Transport'</p>	<p>Emphasis on improving choices and safety to inc Policy 17 'Active Transport'</p>
<p><i>Improved opportunities for active transport, with enhanced pedestrian and cycle network</i></p>				

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Improvement of pedestrian and cycle facilities and links	tbc	2010-2025 Policy 17 'Active Transport'	Emphasis on improving choices and safety to inc
	Public Rights of Way (Annual program to maintain level of access and signing of Merton's Public Rights of Way)	Approx £20k pa	2010-2025 Policy 17 'Active Transport'	BV178 The percentage of the total length of right that are easy to use by the general public
	Strategic Road Network Footways – TRLN (Maintenance of the TRLN in Merton)	tbc	2010-2025 Policy 17 'Active Transport'	BV187 Percentage of the category 1, 1a and 2 fc where structural maintenance should be consider

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Principle Road Network Footways - LBM (Maintenance of the TRLN in Merton)	Approx £100k pa	2010-2025 Policy 17 'Active Transport'	BV187 Percentage of the category 1, 1a and 2 fc where structural maintenance should be consider
	Classified Road network - Footways	Approx £500k pa	2010-2025 Policy 17 'Active Transport'	BV224a Percentage of the non-principal classifie where maintenance should be considered

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	Unclassified Road Network Footways (Annual reactionary maintenance programme)	Approx £100k pa	2010-2025	BV224b Percentage of the unclassified road network where structural maintenance should be considered
<i>Improved community facilities</i>				
	Redevelopment of Pollards Hill Library, completion due 2009	Approx £1m	Policy 17 'Active Transport'	Access to support new housing development, including

26 Investment Priorities

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	<p>Library facilities in Colliers Wood (break clause in lease available may 2010;</p> <p>Brown & Root development has facility for library but the development is now uncertain; other options explored but nothing available)</p>	<p>Approx £1.25m</p>	<p>Policy 17 'Active Transport'</p>	<p>Support for skills development Information provision re council and other service</p>

Strategic Requirements	Outcome	Cost	Delivery Phasing	Need for scheme
	<p>Mitcham Library – discussion only round how the library can support regeneration in Mitcham:</p> <p>if the location does not move then extensive rebuild internally to ensure better use of spaces that can co-locate other agencies and support learning</p>	<p>Feasibility study =£8k</p> <p>Rebuild – unknown</p>	<p>Policy 17 'Active Transport'</p>	<p>Skill development for employability and further education</p> <p>Health awareness to support Bridging the Gap</p> <p>Activities for teens – decrease fear of crime</p>

Strategic Infrastructure Requirements

27 Partnership Working

27.1 Some elements of delivery and implementation rely more on partnership working, than necessarily being identifiable as specific projects or funding needs. There are a number of different types of local delivery vehicles to coordinate funding and delivery, as well as informal partnerships.

27.2 There are a number of key strategic partnerships that Merton Council has a role in:

- Partnership working with a range of bodies through the Local Strategic Partnership (LSP) for the borough, the Merton Partnership, to oversee the preparation of the Community Plan and the Neighbourhood Renewal Strategy.
- South London Partnership is an alliance of public, private and community organisations in south London and promotes and represents the interests of the south London sub-region to national and London government. Working closely with partner organisations, the Partnership's remit includes: strategic planning for south London – including transport planning, economic development and ensuring that south London secures the benefits from the 2012 Olympic Games.
- Partnership working with other South London Councils to produce a Joint Waste Development Plan Document.
- Partnership working with a number of stakeholders to establish the Wandle Valley Regional Park
- Partnership working through Town Centre Partnerships (including the police, transport providers, local businesses) in Mitcham, Morden, Wimbledon and Colliers Wood.
- Partnership working through Community Forums as the opportunity for local people to get involved in their local area based around the borough's centres of Colliers Wood, Morden, Mitcham, Raynes Park and Wimbledon as reference points for surrounding areas. These will assist in driving forward local plans and proposals and joining up with other agencies such as the PCT and Police.

27.3 The table below identifies a number of partners who are considered key to delivery of the Core Strategy, where the importance of aligning priorities and funding are recognised, and a level of sign-up to delivery roles has already commenced.

Delivery Agency	Scope of delivery	Polices delivering	Commitment to partnership working with Merton Council
Sutton & Merton Primary Care Trust	Lead NHS organisation assessing need, planning and securing all health services and improving health locally. Provide	Policy 20 'Infrastructure'	Merton Partnership Member. Alignment through joint working on LAA – healthier communities and older people block.

Delivery Agency	Scope of delivery	Polices delivering	Commitment to partnership working with Merton Council
	and develop primary care services, including GPs and dentists.		
Transport for London (TfL)	Manage transport services and implement the Mayor's transport strategy.	Policy 18 'Public Transport', Policy 17 'Active Transport', Policy 20 'Infrastructure'	Provision of funding and agreement of Local Implementation Plan.
London Development Agency (LDA)	Role in providing funding, leadership, co-ordinating activity to promote sustainable economic development.	Policy 16 'Economic Development'	Through various projects e.g. Mitcham Means Business, 'Go-Green' Business project.
Merton Chamber of Commerce	Provide business advice and support. Operate Wimbledon Town Centre Management.	Policy 16 'Economic Development', Policy 1 'Centres'	Merton Partnership Member. Alignment through joint working on LAA - economic development and environment block.
Registered Social Landlords (RSLs) - over 20 operate in the borough	Independent housing organisations, deliver affordable housing and fund repair and improvement programmes, in particular to meet specific needs.	Policy 13 'Housing Choice'	Partnership working to develop and deliver Housing Strategy, through a well established multi-agency partnership structure.
Mitcham Common Conservators	Own and regulate Mitcham Common, any proposals that affect the Common considered by the Board of Conservators. Council is an active partner in the maintenance on behalf of MCC.	Policy 12 'Open space, nature and recreation', Could not find 463956	Conservators Board includes Council representatives. Managed in accordance with adopted Management Plan. Annual Council financial contribution to management and maintenance.
Wimbledon & Putney Commons Conservators	Own and manage Wimbledon Common, any proposals that affect the Common considered by the Board of Conservators	Policy 12 'Open space, nature and recreation', Could not find 463956	Administration and management independent from Council. Conservators Board consulted upon proposals that may affect the Common.

Key Partners

27.4 There are also a number of partners whose delivery is considered highly relevant to the objectives/actions of the Core Strategy, with which the Council has a more informal relationship to joint working. This includes:

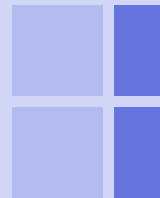
- Homes & Communities Agency
- Metropolitan Police Authority
- Thames Water

27 Partnership Working

- Environment Agency
- Network Rail
- National Trust
- Sustrans
- Merton Voluntary Service Council (VSC) and other voluntary and community organisations

27.5 Assistance with delivery may also come from other sources. Organisations such as Groundwork Merton, the Commission for Architecture and the Built Environment (CABE), Urban Design London (UDL), the Advisory Team for Large Applications (ATLAS) and Planning Aid can provide guidance and assistance, or an enabling role, to assist with the development of proposals or delivery.

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28 Monitoring

28.1 Monitoring will predominantly be undertaken through the production of an Annual Monitoring Report (AMR). The AMR will review the actual progress in terms of local development document preparation against the timetable and milestones set in the Local Development Scheme (LDS) and assess the extent to which policies in the local development documents are being implemented.

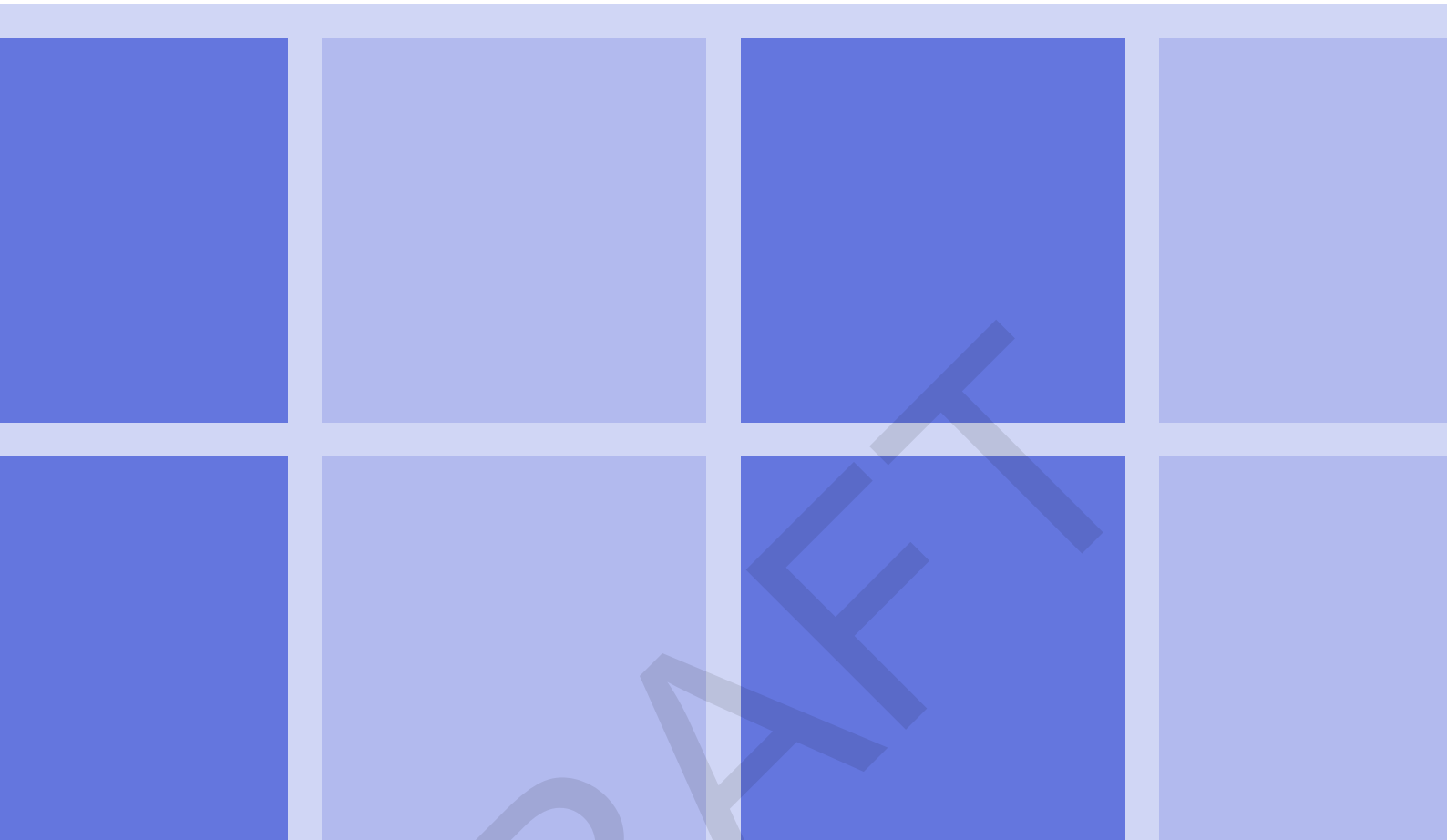
28.2 To assess policy performance, a number of indicators along with targets have been identified:

1. Core Output Indicators set by the Department for Communities and Local Government in the published Annual Monitoring Report guidance.
2. Contextual Indicators drawn from a range of sources and strategies.
3. Policy Indicators designed to measure the Council's performance against key policies in the adopted Unitary Development Plan (2003).

Indicators and targets are set out with the spatial policies.

28.3 The AMR draws on a number of key documents and data sources including:

- the Community Plan
- the Neighbourhood Renewal Strategy
- the Sustainability Scoping Report (2006)
- the South London Sub-Regional Development Framework (2006)
- Best Value Performance Indicators (BVPI)
- ONS census data and customer surveys
- LDF Evidence Base documents



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29 Annex 1: Housing Trajectory

Grade	Application number	Site address	Capacity (units)	Start date	07-0808-0909-1010-1111-1212-1313-1414-1515-1616-17	0	0	0	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	02/P2515	205 -211 London Road, Mitcham Surrey, CR4 2JD	4	25/02/2005	4	0	0	0	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	03/P0682	119A Seely Road Tooting London SW17 9QX	1	15/06/2007	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	03/P1075	170 (UGI METERS LTD)Rowan Road, Mitcham Surrey SW16 5JE	121	15/12/2006	31	30	30	30	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	03/P1375	1-1a and 2 Merton Park Parade, Kingston Road, Wimbledon London SW19 3NT	1	15/01/2007	1	0	0	0	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	03/P2357	237 - 239 South Park Road	7	02/01/2006	7	0	0	0	0	0	0	0	0	0	0	0	0	0
Grade A - under construction	03/P2386	Land adjacent to, 29 Crossways Road, Mitcham Surrey CR4 1DQ	1	26/03/2007	1	0	0	0	0	0	0	0	0	0	0	0	0	0