



Local Development Framework Infrastructure Needs Assessment 2008

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1 Executive Summary

Executive Summary

1.1 Between May and December 2008, the Spatial Planning Policy team undertook an Infrastructure Needs Assessment review of Merton.

1.2 This study explores the proposed additional housing provision and predicted population growth over the main period. The Local Development Framework (LDF) proposes the provision of 5,550 new homes by 2025. The projected population forecast to 2025/6 is an overall population increase of 1,100 residents (or 60 residents per annum). The 22% increased births (between 2002-2006) and projected increase in 60+ aged residents will require additional infrastructure provision for Merton. Although the projected population growth is minimal for Merton, the council must ensure there is the infrastructure necessary to support new residential and commercial development delivered at the right time and addressing existing shortfalls in provision.

1.3 The baseline analysis assesses the provision of utilities, transport and social infrastructure needs. Merton has identified that provision of education facilities; transport and health are the Core Strategy strategic priorities for the next 15 years. The delivery of these services and facilities will be addressed in the LDF Core Strategy Delivery and Implementation plan.

2. Introduction

2.1 Planning Policy Statement 12: Creating strong safe and prosperous communities through Local Spatial Planning (Dept of Communities and Local Government, June 2008) sets out the need to plan for infrastructure. The Core Strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed. This report identifies the current baseline infrastructure provision and from this identifies areas of need and levels of growth required to meet the projected population and housing targets set for the borough to 2025/30. Not all areas of infrastructure have been included in this report. The focus has remained on the strategic requirements that will be delivered through the Core Strategy.

2.2 The work has been initiated to guide the council in developing a clear and sustainable strategy for the provision of infrastructure in the Borough to cater for its projected population increase over the period of the emerging LDF Core Strategy. It has been informed by undertaking a review of localised issues relating to the supply of, and future demand for, a range of infrastructure types. This range falls under the categories of Utilities Infrastructure, Transport Infrastructure, and Social Infrastructure. It will also

inform emerging policy in the Core Strategy (and any subsequent review) as well as the optimum approach to securing s.106 contributions for affordable housing and for proposed Community Infrastructure Levy.

2.3 As with many London Boroughs, Merton is set to realise a reasonable level of physical and social change over the 15 year Core Strategy period – ambitious housing targets set regionally for projected population growth will require additional employment, transport, health, community, education, and potentially increased utility provision. In addition to future requirements there is also the need to consider the adequacy of the current level of provision of infrastructure – the ‘baseline’, as it has been referred to in this report. Should there be current surpluses of infrastructure, these may be able to alleviate any projected growth in the Borough. However, there exist known current deficits, for example public transport in areas such as the south-west of the borough, which will only be exacerbated by any proposed additional growth. This assessment therefore sets out to identify anticipated demands on infrastructure through any identified increases in population and its distribution, and therefore how the optimum resources can be distributed in the most suitable location for each infrastructure type.

2.4 Current proposals for the London Borough of Merton are to provide for 5,550 homes by 2025, having the potential to impact on existing infrastructure resources. It is vital for the borough, to enable it to remain sustainable and provide a high quality standard of living for all of its residents, that infrastructure needs are identified at the earliest possible stage and planned effectively into forward planning to ensure that they are deliverable and implemented.

2.5 It is anticipated that additional homes will be concentrated around the existing centres and areas of the borough with good access to public transport and local services.

Infrastructure Needs Assessment

2.6 To ensure that future growth is delivered effectively and comprehensively across Merton, this Infrastructure Needs Assessment has been undertaken to identify the anticipated strategic requirements for utility services and social facilities to cater for population growth over the Core Strategy plan period. In addition to identifying projected infrastructure requirements, the report has set out to identify current infrastructure deficiencies and the cumulative effect of these deficiencies.

2.7 The infrastructure considered as part of this report includes:

- Utilities infrastructure – water & sewerage, gas, electricity, drainage, telecoms;
- Transport – train, tube, tram, bus, road, cycling, walking;
- Health – hospitals, primary health care, childcare;
- Education – primary, secondary, tertiary;
- Leisure – leisure centres, sports pitches, open spaces, playgrounds;
- Community facilities – community centres, youth centres, libraries;

- Emergency facilities – metropolitan police, fire brigade, ambulance services.

2.8 The infrastructure areas considered are those that support development. Other infrastructure areas could have been included, however this analysis focuses on strategic issues to inform the Core Strategy. It is anticipated that other LDF documents will consider needs not covered in this document such as the Joint Waste Development Plan Document (DPD), Supplementary Planning Documents (SPD's) and the Development Control DPD.

2.9 The study explores the projected population growth of the area from GLA projections data analysing population projections and changes in demographic profile over time. It also explores current, planned service provision, assessing levels of supply against demand and enabling local stakeholders to develop potential solutions for future needs.

2.10 In addition to the quantitative aspects of infrastructure supply against demand of increased population, the assessment also reviews current delivery chains and mechanisms to investigate methods of more effective and efficient delivery arrangements.

Aims and Objectives of this Assessment

2.11 The major aim of this study is to identify and plan for the infrastructure required to sustainably support existing population and future population growth in the Borough – as a result of both natural population growth and meeting regionally set housing targets.

2.12 Specific objectives of the assessment include:

- Ensure that the health and wellbeing of the borough's residents is supported and promoted for both existing and new populations;
- Identify infrastructure requirements and optimal locations for their supply to support an increasing borough population;
- Inform service delivery agencies on how best to plan their development and forecasting processes including uncertainties;
- Develop a mechanism that, on as localised a basis as possible, identifies the infrastructure required against the forecast population growth and demographic profile;
- Engage various stakeholders in a joined-up manner to identify solutions for the delivery of future infrastructure needs;
- Set a framework for the creation of corporate delivery vehicles to promote best use of resources and identify opportunities for multi-use facilities.

2.13 The assessment provides the basis for stakeholders to develop a series of best practice models for integrated infrastructure facilities, particularly social and community infrastructure facilities, delivery and operation. It therefore builds upon current Government guidance, local

experience, and successful models that have been developed nationally and internationally.

Structure of this document

2.14 The information contained in this assessment presents the results of analysing current infrastructure provision across the Borough aligned with future infrastructure requirements through necessary development to meet strategic housing targets. In the future, with the exception of affordable housing implementation, this may be delivered through the government initiated Community Infrastructure Levy – further exploration into the links between identified infrastructure needs and appropriate levy to be set may be developed should the council decide to adopt this approach.

2.15 The assessment contains a series of chapters covering the following elements:

- Chapters 1 and 2: Executive Summary and Introduction – an introduction to the project and this document;
- Chapter 3: Policy Overview – to provide the context of national, regional, sub-regional and local policy objectives in relation to the planning for and provision of infrastructure facilities and services across the London Borough of Merton;
- Chapter 4: Population Projection Scenarios – sets out possibilities for the potential increase in the population base in a spatial manner over the time period of the Core Strategy, informed by regional demographic projections (DMAG) to 2031;
- Chapters 5 to 7: Baseline Analysis – has been drafted to provide an overview of existing infrastructure provision in the Borough, in particular identifying any surpluses and deficits of provision;
- Chapter 8 and 9: Future Infrastructure Needs and Delivery and Implementation – draws together the findings of the previous chapters and proposes where and when infrastructure will be needed across the Borough, considering issues of accessibility, capacity, any future development proposals and the issue of phasing.

3. Policy Overview

Introduction

3.1 This chapter considers the key current and emerging policy framework that will guide the planning and delivery of infrastructure required to meet needs arising from changing residential population and increased housing provision within Merton. It summarises the current policy position across national, regional, sub-regional and local levels that are influencing the planning for, and delivery of, infrastructure in the borough. Particular attention is paid to policy specifically affecting Merton and the south-west London area.

National, regional and sub-regional policy guidance

3.2 Planning Policy Statement 3 Housing [PPS3 – Adopted November 2006] has the objective of ensuring that housing is delivered in the right place, at the right time, and in a sustainable manner. It was developed following the Barker Review of Housing Supply (2004) to provide the policy pathway to achieving future housing needs. The focus of the Statement is to ensure that the housing targets are achieved to include a high quality mix of housing delivered in a sustainable manner; it works in tandem with Planning Policy Statement 1: Delivering Sustainable Development (PPS1) 2005. Local Planning Authorities, in accordance with the 2006 Strong and Prosperous Communities – The Local Government White Paper, are expected to take a lead role in the delivery of the required housing through their Local Development Documents (LDDs).

3.3 As set out in the Statement, the amount of housing to be delivered is to be in accordance with the Regional Planning Body, in the case of all London borough's this being with the Mayor of London. The London Plan (Spatial Development Strategy for Greater London) consolidated with alterations since 2004 (2008) sets out a 10 year housing target for the borough of 3,700 with an annual monitoring target of 370. Regional guidance also encourages a Partnership Approach for delivery of affordable housing through the Sub-regional Implementation Frameworks (SRIFs) that are replacing the former Sub-regional Development Frameworks (SRDFs).

3.4 In line with PPS1, the South East England Regional Agency has published The South East Plan (March, 2006), which aims to work towards a healthy and socially inclusive region. The wider sub-regional vision for achieving this includes partnership working in health care and the promotion of mixed usage of community facilities. In addition to the housing targets set out in the London Plan, the 'Live in London' section also sets out requirements to provide community facilities for future populations aligned with projected housing increases. These include:

- Protecting and enhancing social infrastructure and community facilities;

- Working in partnership to improve health, encourage high standard healthcare provision, and support additional healthcare provision in sustainable locations;
- Providing a range of sustainable educational facilities (including new and expanded facilities, as well as researching the potential for inter-borough provision) suitable for multi-functional use; and
- Supporting, maintaining, and developing in a sustainable way any higher and further education facilities and associated accommodation requirements.

3.5 With specific regard to education, the Government has an Extended Schools policy, which aims to maximise the potential of schools and their community setting by providing a range of services and activities outside of the statutory school day to serve pupils, their families, and the wider community. This intention was echoed in the education White Paper Higher Standards, Better Schools for All (October, 2005). Furthermore there is the Building Schools for the Future (BSF) programme, a government commitment of £3 billion towards transforming every secondary school in England. Aligned with this is the DfES London Challenge, which provides considerable capital investment towards creating a diverse range of schools in London. There has also been announced a government 15 year capital strategy for primary schools to start this year, a programme that would commit to rebuild, refurbish and upgrade up to half the schools in England, with the aim that they will also support extended services. Further reforms to secondary school education, including increasing diversity and quality of provision, were set out in a 2006 Government White Paper Further Education: Raising Skills, Improving Life Chances. All of these national Education resources will need to consider the consequence of increasing child numbers.

3.6 In terms of Childcare provision the Government's vision is to ensure access to quality and range of childcare provision, as through its 'Sure Start' programme to delivering a Children's Centre for every community by 2010. There is also a government 10-year strategy, Choice for Parents, the Best Start for Children, which aims to achieve child equality. The 'Sure Start' and extended schools ambitions are also inherent in the 2003 Government Green Paper Every Child Matters. The Department for Education and Skills also published, in July 2004, a Five Year Strategy for Children and Learners, Putting People at the Heart of Public Services. This report focussed on changes in children's services, education, and training to improve provision by including policy proposals for early years provision as well as reforms for secondary school level.

3.7 At the regional level, the Association of London Government (ALG) has carried out a study (Childcare Partnership Working in London) highlighting instrumental mechanisms to successful inter- and intra-Borough partnership working. The GLA have also carried out The London Childcare Strategy: Towards Affordable Good Quality Childcare for All (2003) that outlines a number of proposals to increase the availability of quality childcare provision in London.

3.8 On the theme of health and social care, the National Health Service (NHS) directs national policy. The NHS Plan: A Plan for Investment. A Plan for Reform (Department of Health 2000) has a vision to create a more patient-centred service located and delivered at time and locations convenient to its patients. Increased investment allows for a range of new types of NHS facilities, bringing primary and community services (and where possible social services) together under one roof to make access more convenient for patients. The primary care model for new health facilities is the One Stop Primary Care Centre (OSPCC), which contains core GP, specialist local health services and community outreach, with potentially also activities such as dentistry and pharmacies. At regional level there has been the promotion of Primary Care Diagnostic and Treatment Centres (PCDTC), which combine the aforementioned facilities with outpatient, clinical and diagnostic services, offering walk-in and minor treatments. More recently, the Department of Health issued the Our Health, Our Care, Our Say: A New Direction for Community Services (2006) White paper. This promotes a radical shift in service delivery, ensuring that they are more personalised, easy to access and community based. The Department of Health's A Stronger Local Voice (2006) reiterates this focus on community involvement in decisions concerning health and social care. All of these new directions in health and social care provision were reviewed via the Department of Health's 2006 publication Health Reform in England: Update and Commissioning Framework.

3.9 At regional level, the London Plan has identified the use of section 106 (s.106) contributions as a means of addressing the disparities in access to primary healthcare across London and ensuring that primary care facilities are provided to meet the needs of new residential communities. This is expanded on in the Council's Planning Obligations Supplementary Planning Guidance (July 2006) and the Healthy Urban Development Unit (HUDU) was created to develop a model to identify and calculate s.106 health contributions. There is additionally the Local Improvement Finance Trusts (LIFTs) that can be implemented – these are a public-private joint venture partnership promoted by the NHS that are a 'build/renovate and lease' arrangement designed to be of favourable terms to GP's and PCT's.

3.10 For Leisure, the overarching national guidance is contained in Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (PPG17) July 2002, which again outlines the potential of s.106 contributions to securing facilities for new and evolving populations. To support this approach is a Department of Employment, Training and Rehabilitation (DETR) Urban White Paper of 2000, Our Towns and Cities: the Future. Delivering an Urban Renaissance, that stresses the importance of leisure and recreation services as being integral to healthy and sustainable communities. The main national body responsible for delivering sports and recreation facilities is Sport England. Their objectives are set out in their recent Interim Statement for Planning for Sport and Active Recreation: Objectives and Opportunities (2005).

3.11 The main strand of national guidance on community facilities relates to library provision. The Department for Culture Media and Sport (DCMS) published a strategic framework, the Framework for the Future: Libraries, Learning and Information in the Next Decade in April 2003. This envisions a modernised library network at the heart of communities that is responsive to local needs. Targets have been set including 88% of the population to live within 1 mile of a static library and 100% within 2 miles. The DCMS have also set standards of 30m² of library space per thousand population and 2000-3000m² for a new facility.

Local policy guidance

3.12 Merton is proceeding under the provisions of the most recent Planning Act to prepare a '**Local Development Framework**' (LDF) by 2010, which will replace the existing 2003 Unitary Development Plan (UDP). The existing UDP sets out in its community services policies that social services should be provided in accessible locations, that suitable facilities are in the right location for older people, that people with learning disabilities or mental illness are provided for, and that there is day care provision. The health policies also seek to secure accessible facilities as well as safeguarding health facility sites. Education policies seek the same safeguarding approach to education sites and in addition aim to: provide a network of youth centres; encourage the secondary use of educational facilities for community use purposes; secure non-Council/other educational facilities; and secure contributions towards new educational establishments.

3.13 In addition to the specific planning documents that seek to secure improved facilities and services in relation to infrastructure, there are several other Council documents that emphasise this focus. The Merton Neighbourhood Renewal Strategy 2005-2010 highlights that the result of the 1991 Census and the 1997 Poverty Profile identified Merton's eastern wards, especially Mitcham, as having long standing issues of deprivation and socio-economic exclusion. The Community Plan (Sustainable Communities Strategy), delivered by the Local Strategic Partnership (LSP), focuses on creating sustainable communities in the east and attempts to narrow the gaps across the borough. Inherent in being able to achieve this will be improving local health and education provision.

3.14 More broadly, the Merton Economic Development Strategy (2001) sets out the Council's intention of encouraging a strong local economy with an overall aim of enhancing the wellbeing and welfare of residents. The document proposes that this was to be achieved by improving their long-term access to good quality local employment and the creation of a healthy environment for business by facilitating social inclusion and enterprise. Implied in such a strategy is also the equal access to both high quality health and education facilities to enable these goals to be realised. A revised Strategy is due to be published in Autumn 2009.

3.15 In terms of active health, the Merton Sports, Health and Physical Activity Strategy (2006) aims to deliver improved health, sport and recreation

opportunities for the community up to 2009. Not only is this strategy supported by the Council's Business Plan 2006-2009 and Community Plan (SCS) 2006-2015, but the Business Plan prioritises Council ambitions for health and sustainability to be delivered through the strategy. The next strategy will cover the 2010-2013 period.

3.16 Children Services in Merton are working together to improve the lives of children and young people in the borough. The Children and Young People Plan (2007-2010) is the strategic plan of Merton's Children's Trust, responsible for leading and delivering the improvement of outcomes for children on behalf of the LSP. This strategy also recognised the need for a local strategy on free play and led to Merton's first Free Play Strategy (2007-2012), which is concerned, with providing a coordinated approach to support and develop positive free play opportunities.

3.17 For the health and wellbeing of the more aged section of society, the Council has an Older People's Strategy 2007: Celebrating Age – Valuing Experience. This publication has two main ambitions: firstly, that older people are able to promote independence with dignity, security and respect; and secondly, that the council's 'Bridge the Gap' programme works to promote employment, housing, community strategies, and reduce health inequalities. Such aims have evident consequences not only on the type of health that should be provided in the borough, but also how and where it should be provided.

3.18 Merton's Healthier Communities Strategy 2008-12 sets out the thematic partnership's priorities for the local area. The vision is twofold:

- To improve the physical and psychological well-being of Merton residents
- To modernise health and social care services across Merton

3.19 Underpinning this is a commitment to promoting healthier communities and narrowing health inequalities, linking into the overarching LAA theme of 'Bridging the Gap'. The Strategy aims to reduce health inequalities by developing integrated services aimed at improving access, particularly for vulnerable groups and people from disadvantaged areas. It seeks to provide opportunities for people to choose healthier lifestyles, particularly targeting those from disadvantaged groups and areas.

3.20 The Strategy focuses on five key areas:

- Tackling obesity
- Reducing smoking
- Improving mental well-being
- Increasing choice and control for service users and carers
- Addressing wider determinants of health

3.21 These have been identified as the key issues for the borough, and some of the biggest causes of inequalities within the local area.

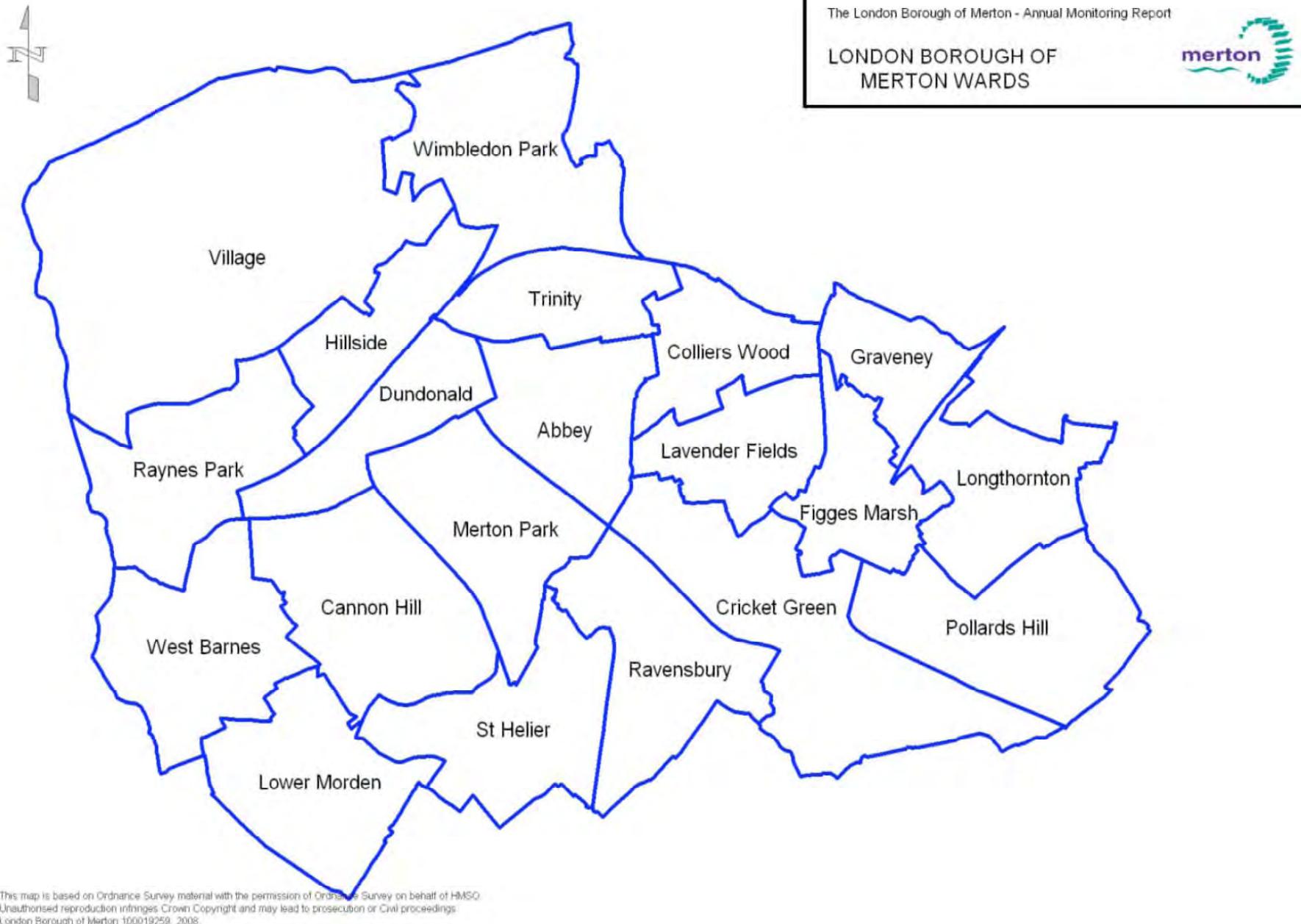


Diagram 3.1 Ward Map of Merton

4. Population Projection Scenarios

Population Projection Scenarios

Introduction

4.1 This section aims to review the population projections and consequent infrastructure requirements determined by the level of housing required to fulfil strategic housing targets within the borough, as well as where this housing will be located. In addition there is an assessment of the future demographic profile of the population and how this impacts on the type of infrastructure required. The analysis has been carried out borough wide and results have then been contrasted with work under way on the Strategic Housing Land Availability Assessment (SHLAA) as well as, where relevant, Town Centre Regeneration Plans / other Area Action Plans (AAPs) currently being developed within the Council. In order to allow for a phased perspective on the provision of housing and consequent requirement for infrastructure, cumulative reviews have been provided for four points in time at the following years, considering population projections in line with Council action plans and housing assessments:

- 2008 (current)
- 2011
- 2016
- 2021
- 2026.

2008 Population context - London

4.2 The latest general report available from the Greater London Authority (GLA) is the Focus on London 2008 (July 2008). This review covers a wide range of data to provide a statistical portrait of the capital; the first section focuses on Population and Migration. In relation to the demographic profile of the UK as a whole, London has three discernible characteristics that set it apart from the national average:

- A higher proportion of 0-6 year olds;
- A notably higher proportion of 22-43 year olds (the 'economically active' bracket);
- A lower proportion of over 65 year olds.

Age structure of London and United Kingdom at mid-2006

Percentages

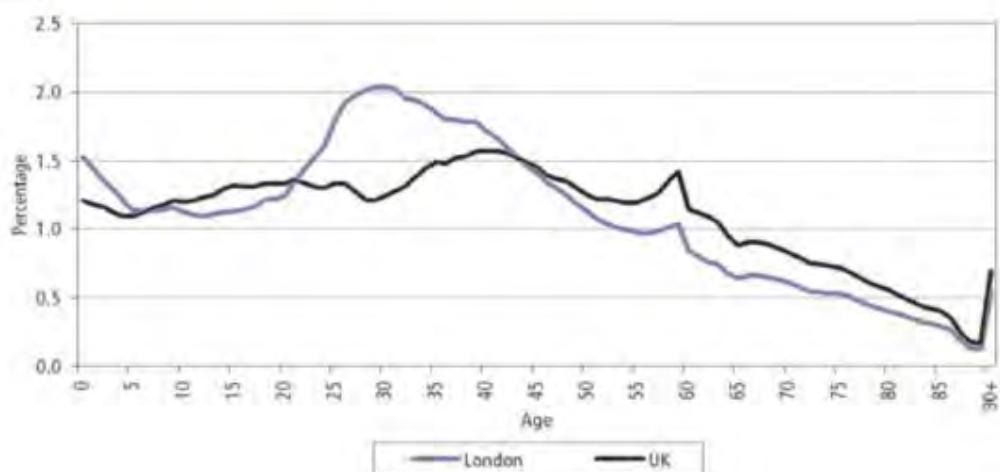


Diagram 4.1 Age structure of London and UK mid 2006

Source: GLA Data Management and Analysis Group, Focus on London 2008 (4th July, 2008), p.11.

4.3 These features together make London a 'younger' city and tend to produce some notable results under demographic scrutiny:

- Higher rates of live births in the city and a lower proportion of deaths, due both to the nature of economic activity (and the high proportion of its core age group).
- Out-migration of older people.
- Live births against recorded deaths were at a ratio of more than 2:1. (2005-06)

4.4 There are also notable results in terms of household structure in the city – high proportions of households formed of two or more unrelated adults (24%) and lone parents (19%) as well as a very low proportion of married couples, again reflecting the young age structure and high level of single people in the city.

4.5 In addition to the above is the impact of migration, a significant component of population analysis in London. Whilst the report highlights that there had been an underlying increase of net international flows into England and Wales, overall annual migratory flow data for London was more variable, with net migration losses recorded in four of the last five years. These results have been achieved partly as a result of utilising Labour Force Survey (LFS) results instead of International Passenger Survey (IPS) figures, which had been considered as overestimating migration figures to London given the city's role also as a gateway to onward movement from being the main point of entry. Moreover, the total of population increase projection is calculated on the balance between the high volume of international inflows (net gain) and live births against deaths offset against the inter-regional outflows to and from London and other parts of the UK (net loss). Whilst international migrant inflow in 2006 was recorded at 170,000 and the inter-regional inflow was

168,000, this was outweighed by the combination of international migratory outflow of 117,000 added to inter-regional outflow of 247,000, a total of 364,000 migratory outflow against 338,000 inflow with a balance of -26,000 across London. In essence, there is a much larger loss of inhabitants from London to other regions of the UK, a flow that is almost balanced by the net gain of international migratory net inflow.

4.6 The above result needs to be balanced with the natural population occurring in London. Over the past few years there has been a particular idiosyncrasy in natural population growth in that total fertility rates (TFR) in London have exceeded the national average. This level, having recently exceeded 1.9 in contrast to the 1.85 UK average, is expected to stabilise at the UK average over the next few years but has, since the 2001 The Office for National Statistics (ONS) census, produced a higher than expected level of 0-4 year olds in the city. This level contrasts sharply with historically lower fertility levels in London (1.7 in 1981) and has had evident consequences in terms of provision of services for children and for parents. In terms of the levels of natural growth in the city, the 2005/06 time frame realised 118,000 live births against 52,000 thousand deaths, a natural increase of 66,000 people. This figure, minus the migration balance, is that used to estimate population growth in London over the London Plan period.

4.7 A more detailed scrutiny of the above statistics has identified that there are certain areas of London that are disproportionately accountable for the bulk of inter-regional migratory in- and out-flows. The south-east and east London together account for over 50% of the inflow and more than 65% of the outflow, representing an extremely high level of population 'churn' in these areas of regeneration and, by extension, a considerable flux within the urban area. In terms of the population churn of London's boroughs, there are four categories that have been identified: the inner London boroughs make up the highest level of churn, with outlying boroughs varying amongst 3 lower levels. Furthermore, detailed analysis of the inter-regional migratory flow demonstrates that, apart from the 16-24 age group, there is a net loss in all other age brackets to London. This statistic reiterates its clear attraction to a younger, more mobile and economically active migrant. The greatest net losses are for the 0-15 and 25-44 age groups, which may be symptomatic of families relocating out of London. All of these characteristics are particular to the London context and necessarily inform any assumptions that need to be made at borough level.

4.8 The Office for National Statistics (ONS) population estimates are absorbed into the latest GLA detailed population forecasts that are provided down to borough level. The latest projections available are the GLA 2007 Round Demographic Projections of March 2008, the results of which differ from previous projections by the inclusion of material such as:

- By recognising mid-year to mid-year births and deaths;
- ONS mid-06 based assumptions for the future course of fertility and survival rates followed;

- 2004 London Housing Capacity Study (LHCS) as updated at 2006 used to determine population distribution amongst London boroughs;
- Department for Communities and Local Government's (DCLG) household projections used to establish household and population totals (factoring in population proportion resident in communal establishments, marital status distribution, household representative rates).

4.9 Having included this information to the detailed information framework already available at the GLA Data Management and Analysis Group (DMAG), two population projections have been provided as the most recent population growth estimates – Post London Plan (PLP) Low and PLP High figures. The difference in these two growth estimates is that the PLP High figure assumes that each London borough's proportion of England's net international migration from mid-year 2001 to mid-year 2006 will continue (based on ONS assumptions). Informal discussions with DMAG, as well as the material outlined in the paragraphs above, have indicated that year on year migration figures for London have been falling and, for prudent planning purposes, it is generally recommended that the PLP Low projection be used at borough level for any detailed analysis. However, this recommendation is couched in the caveat by DMAG that, should London continue to attract a higher level of international migrants, the PLP High estimate should also be considered for planning purposes. It is also recommended by the GLA that this is the case for any long-term project in respective boroughs. However, there is adequate evidence available for adhering to the low population projection – average household size is projected to fall from 2.32 to 2.20 persons between 2006 and 2026, a statistic that in itself justifies the need for additional housing; net migration between 2006 and 2026 amounts to a loss from London of 664,000, equivalent to 33,200 per year. Moreover, over the time frame of the London Plan there may be shifts in migratory trends due to global movements in service provision – India and China may assume a proportion of the financial service provision role currently carried out by London, hence drawing on international experience and consequently on the same international migratory pool that is presently attracted to London. This is a situation for which population trends can be monitored on an annual basis through both GLA regional statistics and at borough level the Annual Monitoring Report, with any adjustments to the basis for population forecasting able to be considered at this stage.

2008 Population context - Merton

4.10 From the most recent regional demographic update, the recorded population figure for Merton is 192,298, consisting of 93,960 males and 98,339 females. The average population density of the borough is slightly above the London average – 5,257/km² against the average of 4,779/km², however this varies on a ward-by-ward basis. In terms of population turnover, or 'churn', as mentioned above Merton is in the second quartile of the turnover rates for London. This is a rate within the 170-200 range for example 170 to 200 inflows/outflows per thousand resident population, indicating a considerable level of flux in the borough's population.

4.11 The actual projections for total population change in the borough over the period to 2026 is as follows:

Year	Population Change in the Borough
2006/2007	-228
2007/2008	+508
2008/2009	+499
2009/2010	+489
2010/2011	+480
2011/2012	+397
2012/2013	-338
2013/2014	-342
2014/2015	-346
2015/2016	-351
2016/2017	-203
2017/2018	+98
2018/2019	+93
2019/2020	+86
2020/2021	+81
2021/2022	+193
2022/2023	+149
2023/2024	+144
2024/2025	+140
2025/2026	+135

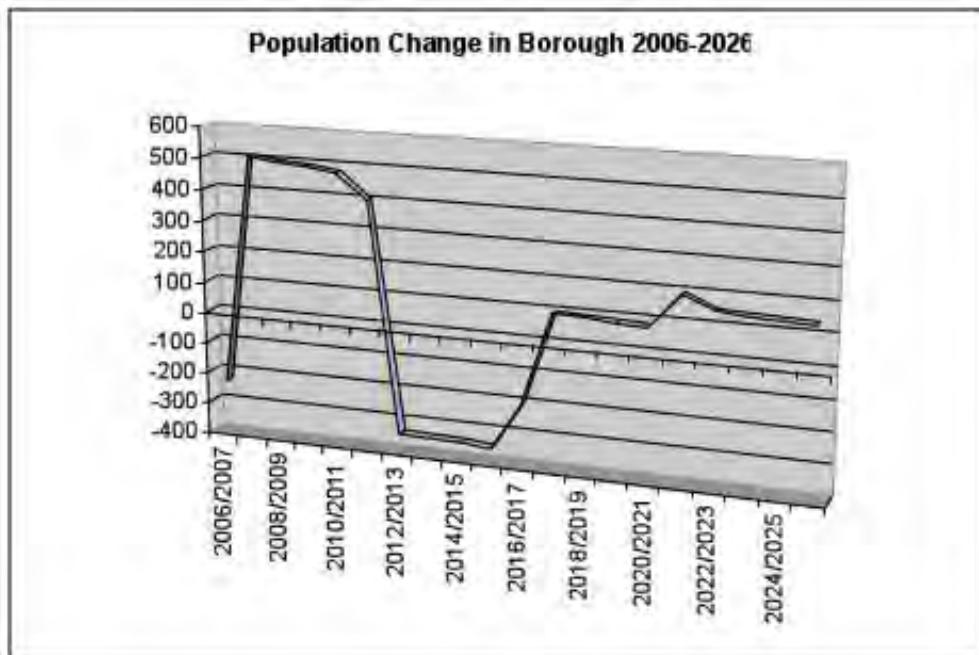
Figures extracted from GLA 2007 Round Demographic Projections, March 2008

Table 4.2 Population changes in the Borough 2006 to 2026

Source: GLA 2007 Round Demographic Projections

4.12 It is clear from the above table that there are three broad periods of projected population change in the borough, shown graphically below:

4.13 2007-2012 is projected to continue to be a period of consistent gradual population increase, followed by the 2012-2017 block which is projected to be a period of decline of a similar amount of people. Beyond this, the population is projected to increase consistently, albeit at a notably reduced level of growth. The consequence of this trend is that whilst the population forecasts to 2026 are effectively to remain stable, there may be the need for additional infrastructure provision in the intervening period. This, however, could become surplus to requirements or less needed after 2012 and therefore a pragmatic and strategic approach to the use of existing infrastructure will be imperative to the overall provision of infrastructure over the LDF Core Strategy period.



Graph 4.3 Projected population change in Merton 2006-2026 from GLA Round Demographic Projections, March 2008

4.14. To provide a contextual example of how the age distribution in the Borough will impact on the types of land use and services necessary, in terms of the future labour force of the borough as part of the overall population projections, regional statistics have indicated a development between 2006 and 2026 as below:

LB Merton	Population	Labour Force	Households
2006	192,000	103,300	81,100
2026	193,700	102,800	88,100

GLA 2007 PLP Low Projection

Table 4.4 Projected Population 2006-2026

Source: Borough Summary (Focus on London - 2008 edition).

4.15 The above table shows that against the marginal population increase over the 20-year timeframe 2006-2026, the labour force is set to decline. This reflects the projected increase in the 60+ age group for Merton by 2026, due to improvements in health care combined with natural demographic trends. This also indicates that additional services for this age group will be necessary by 2026. The complexity of the issue can be grasped in this example.

4.16 As noted in the London section above, the PLP Low estimates are those recommended for boroughs in carrying out any studies that require an assessment of future population projections. The estimates demonstrate the

same level of population increase in the borough as that in the table above – a net increase of 2,700 between 2006 and 2026. However, the population is estimated to reach 193,800 by 2011, thereby signifying that Merton will be a borough where the population will remain stable after 2011 for the duration of the LDF Core Strategy and may even be one that is managing marginal population decline. A crude calculation of the current predictions (mid/late 2008).

4.17 Population projection to 2026 suggests an overall population increase of 1,100 (or approximately 60 residents per annum). It has to be considered, however, that the projections anticipate that this increase will have been achieved by 2011, after which the population of the borough will stabilise. The period of the Core Strategy is scheduled to run between 2011 and 2026 – for this period the population increase is forecast to be even lower, a total of 416 over the 15 years averaging at 28 people per annum increase. In any case, whilst the increase is marginal, there may be unequal distribution of this population growth and is it therefore useful to review it at ward level and alongside any further evidence on housing land availability arising from the SHLAA.

4.18 Also of significance to this element of the project, particularly in the context of the above, is a review of how maintaining the current (2008) level of population over the same time period will necessitate additional housing stock due to the identified trend in London of diminishing average household size. The borough has been set a housing target of 370 units per annum. The relationship between housing provision and population growth is a complex area, complicated by the changing nature of household tenure in London.

4.19 Recent data provided at regional level and based on DCLG household projection data has indicated that the majority of the housing target will effectively fulfil the housing need generated by changing household tenure for example a zero population growth scenario. Regional estimates project that of the 370 target, between 2006 and 2016, a housing unit figure of 309 to 364 will sustain the existing population and between 2016 and 2026 between 261 and 309 will do the same. This second ten-year period (2016-2026), however, is when the housing target may be revised downwards. Effectively, therefore, housing provision in the borough is to maintain a stable population, one experiencing a shift in housing tenure. This can be noted in the table below, extracted from regional information, which sets out the impact of average household size (AHS) decrease from 2.403 to 2.185 between 2001 and 2026. In this table the implied new stock is that required to maintain the existing population due to falling housing tenure average:

YEAR	Constant Total Pop.	Implied Change in existing Pop.	Implied Impact on Constant Pop.	Implied Households	Original Average Household Size	Implied New Stock (zero Pop. Increase)
2001	191012	1044	189968	79045	2.403	n/a
2002	191012	1047	189965	79374	2.393	329
2003	191012	1050	189962	79707	2.383	332
2004	191012	1053	189959	80042	2.373	335
2005	191012	1055	189957	80379	2.363	338
2006	191012	1058	189954	80720	2.353	341
2007	191012	1061	189951	81029	2.344	309
2008	191012	1064	189948	81340	2.335	311
2009	191012	1067	189945	81654	2.326	314
2010	191012	1069	189943	81970	2.317	316
2011	191012	1072	189940	82288	2.308	318
2012	191012	1074	189938	82640	2.298	352
2013	191012	1077	189935	82995	2.289	355
2014	191012	1079	189933	83353	2.279	358
2015	191012	1081	189931	83714	2.269	361
2016	191012	1084	189928	84078	2.259	364
2017	191012	1086	189926	84378	2.251	301
2018	191012	1087	189925	84681	2.243	303
2019	191012	1089	189923	84986	2.235	305
2020	191012	1091	189921	85293	2.227	307
2021	191012	1093	189919	85603	2.219	309
2022	191012	1100	189912	85862	2.212	260
2023	191012	1107	189905	86124	2.205	261
2024	191012	1113	189899	86387	2.198	263
2025	191012	1120	189892	86651	2.191	265
2026	191012	1127	189885	86917	2.185	266

Table 4.5 Growth in Homes Needed to Maintain Population Size

Source: GLA/DCLG at PLP Low for Merton



Graph 4.6 Proportion of housing target to accommodate changing household type - zero population growth.

4.20 Having determined that there will be a minimal growth in population in the borough up to 2011, and a management of population stability after that date and until 2026, given the manageability of the extent of growth the next stage of analysis is to review this growth at the ward level.

Merton housing growth

4.21 This section analyses the impact of this proposed housing growth. The minimum housing requirement for the borough up to 2025 is 5,550 additional homes.

4.22 A main source for reviewing housing growth is the Housing Capacity Study (HCS) also referred to as the Strategic Housing Land Availability Assessment (SHLAA) produced at regional level by the GLA in 2004. Based on information supplied by each borough, it sets out London's potential housing capacity and was used to set the borough-wide target that must now be achieved.

4.23 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. The London Plan Target is underpinned and 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 2010-2025. The Government Office for London (GOL),

the Greater London Authority (GLA) 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 GLA SHLAA. Boroughs are advised to roll forward the 2007/8-2016/17 target forward to cover the required 15 year period rather than undertaking individual Strategic Housing Land Availability Assessments. The GLA SHLAA is proposed and once completed in 2009 it is intended that its findings will update and supersede the 2004 Housing Capacity Study. The table below sets out the minimum indicative housing requirements for Merton derived from this approach.

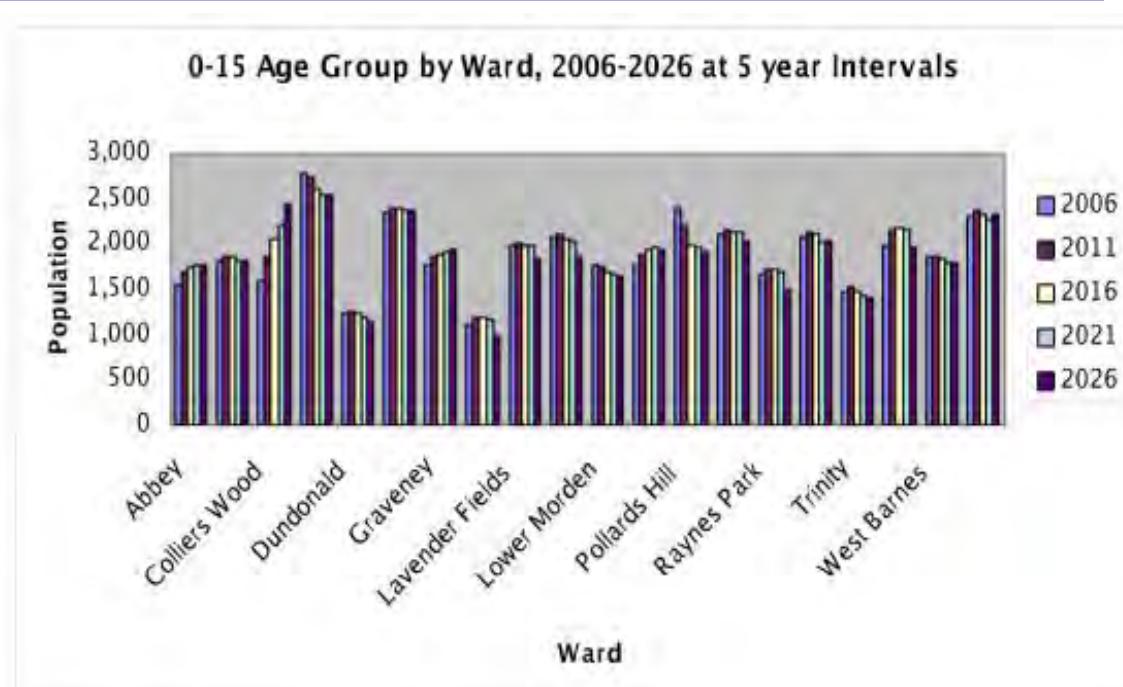
LDF Delivery Plan Period	Minimum housing requirements
2010-2015	1850
2015-2020	1850
2020-2025	1850
Total	5550

Table 4.7 Minimum indicative housing requirements for Merton 2010-2025

4.24 The GLA is currently undertaking a Strategic Housing Land Availability Assessment (SHLAA), which will supersede the 2004 HCS and should be available in Autumn 2009.

4.25 In order to be able to develop a vision of how this will materialise in the Borough, it is useful to review projected ward populations and how these are anticipated to develop over the study period. Given the level of detail at which this information is available, the ward level data has been analysed using the following age categories and for males and females separately: 0-15, 16-59 (Female) and 16-64 (Male), and 60+ (Female) and 65+ (Male). This provides broad and indicative results to contextualise the social infrastructure needs over the core strategy period, which the Council considers is the most prudent way to approach this given the timescale and unpredictable nature of population change.

4.26 The first age group reviewed, 0-15 years, can be seen overleaf. It can be noted from this graph that there are projected significant variances in change to this group on a ward-by-ward basis, the borough's wards as set out below:



Graph 4.8 0-15 year olds by ward 2006-2026

4.27 From the graph five types of change to this age category for the 2006-2026 period have been derived: significant decrease; marginal decrease; stable population; marginal increase; and significant increase. For the borough's wards, they occupy these categories as follows:

Level of Growth:	Significant Decrease	Marginal Decrease	Stable	Marginal Increase	Significant Increase
Ward/s	Pollard's Hill.	Cricket Green; Dundonald; Hillside; Lavender Fields; Longthornton; Lower Morden; Ravensbury; Raynes Park; St. Helier; Trinity; West Barnes;	Cannon Hill; Figge's Marsh; Village; Wimbledon Park.	Abbey; Graveney; Merton Park;	Colliers Wood.

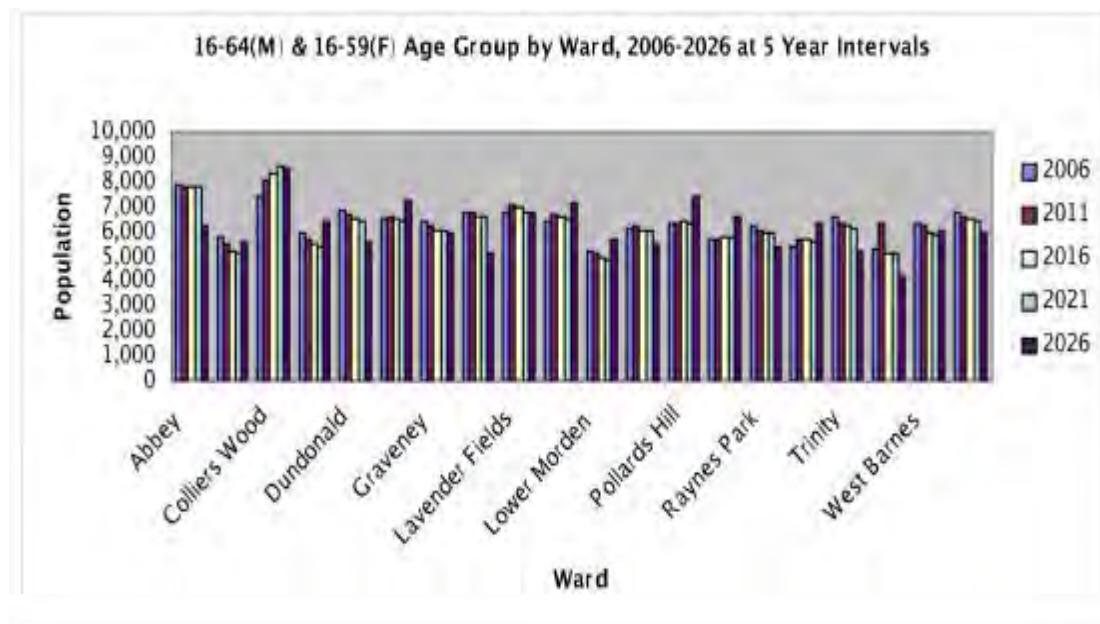
Table 4.9 Change in 0-15 years age group by ward

4.28 It is apparent from the table that for the period 2006-2026 there will be a noticeable pressure in Colliers Wood for social infrastructure to cater for the 0-15-years age group, whilst in Pollard's Hill there may be some additional capacity of service provision. This will particularly affect the health, primary education, secondary education (partly) and other community infrastructure, such as child day care centres, that the Council currently provides. Also affected will be the provision of facilities such as play spaces. Respective Council departments will need to consider these projected population trends and in making forward plans take them into account, allowing for a degree of flexibility for any changes that may occur and being informed by annual monitoring carried out internally.

4.29 For the 16-64 (Male) and 16-59 (Female) age groups the projected trends were broadly not as marked as those for the 0-15 age group. Whilst only two wards have been projected to experience a stable level of these age groups, all wards are expected to realise only marginal increase or decrease in this age group, with two wards projected for a significant decrease. The results are captured in the table below with the full graph overleaf:

Table 4.10 Change in age groups 16-64 (male) and 16-59 (female) by ward

Level of Growth:	Significant Decrease	Marginal Decrease	Stable	Marginal Increase	Significant Increase
Wards	Abbey; Hillside.	Dundonald; Graveney; Merton Park; Raynes Park; Trinity; Village; West Barnes; Wimbledon Park.	Cannon Hill; Lavender Fields.	Colliers Wood; Cricket Green; Figge's Marsh; Longthornton; Lower Morden; Pollard's Hill; Ravensbury; St. Helier	



Graph 4.11 16-64 (Male) and 16-59 (Female) by ward 2006-2026

4.30 From the graph 4.11, it can be noted that the balance of wards increasing against decreasing in terms of the age group populations is effectively equal, with two wards remaining stable. Of importance are the two wards where there is projected to be a significant decrease in 16-59/64 years olds: Abbey and Hillside. This projection could have a particular impact on the need for leisure, community centres, youth centres, substance abuse centres, and other facilities ordinarily associated with this age bracket. It will also naturally have an impact on the full range of infrastructure provision, this range depending on household type distribution across the borough. However, the wards specifically identified for the projected significant decline in this age group should anticipate a reduced need or demand for certain types of infrastructure provision.

4.31 The third age category reviewed is the 60+ (Female) and 65+ (Male). For this age group, and in line with national demographic trends, bar three wards there is a uniform increase across the borough. Abbey and Ravensbury are the only two wards projected to realise a population decline for over 60 year olds, with St. Helier remaining stable. The issue for the remaining wards of the borough is how much is the expected level of growth and what will be the consequent infrastructure requirements. Table 4.12 below again gives an indicative overview of growth with the full graph on the following page:

Level of Growth	Significant Decrease	Marginal Decrease	Stable	Marginal Increase	Significant Increase
Ward/s		Abbey; Ravensbury.	St. Helier.	Hillside; Lower Morden; Raynes Park; Village.	Cannon Hill; Colliers Wood; Cricket Green; Dundonald; Figge's Marsh; Graveney; Lavender Fields; Longthornton; Merton Park; Pollard's Hill; Trinity; West Barnes; Wimbledon Park.

Table 4.12 Change in age groups 60+ (Female) and 65+ (Male) by ward

4.32 As can be noted from the table and the graph above, all wards will need to consider the impact of an ageing population over the Core Strategy period. Some wards in particular will have a considerable increase in the numbers in this age bracket, issues arising for infrastructure provision which will include, for example, the proximity of health care, the availability of places in retirement homes, day care centres, and accessible transport provision.

4.33 All of the above population projections are based, as noted previously, on the GLA DMAG latest statistics, which incorporate the results of the ONS and include other statistics as well for their population forecasting – this includes migratory trends, births/deaths trends, household tenure type, and housing capacity estimates. The population forecasts cannot therefore be taken as an extrapolation of ONS population figures as there are complex factors at play, particularly so in London. The DMAG figures are themselves based on the housing trajectory sites (listed in the AMR), which are directly derived from the 2004 Housing Capacity Study.

5. Utilities Infrastructure

Water, Drainage & Sewerage

5.1. The body responsible for provision of water and sewerage to properties in Merton is Thames Water (Utilities Ltd). Thames Water serves London and the Thames Valley and is responsible for the supply of drinking water and sewerage through 100,000km of pipe work. In 2007 Thames Water published a Strategic Direction Statement for 2010 to 2035, '*Taking Care of Water*'. This document indicated that demand for water will rise into the future, particularly impacted upon by a growing population and changes in household occupancy (for example more single-occupied households). Global warming is expected to result in seasonally increased need for additional water supplies, with hotter drier summers predicted. The document set out a series of future issues for Thames Water and the medium and long term initiatives that they will initiate to maintain and improve a quality water and sewage system over the next 25 years.

5.2 In addition to this, Thames Water also has an Asset Management Plan (AMP) that covers a 5 year capital works planning period. The AMP for the period 2010 to 2015 (AMP6) is currently under preparation, the outcome of which will determine how much capital is available for investment and management over this period. However, Thames Water have expressed that the period of the AMP does not coincide with the LDF period, a situation that can often make planning for water services infrastructure complicated – the lead in times for planning and construction of new or upgraded water infrastructure can be between 18 months to 5 years, but if larger installations involving new technologies are required there can be the potential requirement for a 10 year lead-in period.

5.3 For the purposes of this review it is not anticipated that there will be any significant infrastructure needs in terms of water, drainage and sewage provision for development over the core strategy period. Based on the 5,550 additional homes up to 2025 and the predicted population projections Thames water have expressed a reasonable confidence that they can meet Merton's water resource and sewerage treatment needs, however network upgrades should be anticipated and the scale and cost will be determined by the scale and location of development in the area.

Gas

5.4 In the UK the National Grid are responsible for the transmission networks for electricity and gas as well as for gas distribution networks. For Merton gas distribution is covered by Southern Gas Networks.

5.5 The National Grid transmission pipelines were originally routed and adapted in consultation with local planning authorities and designed to avoid major development areas but since installation much development has taken

place near these routes. New development or forthcoming development would ordinarily have to take into consideration existing gas pipelines or the need for improved or increased levels of gas distribution. This, however, is not an issue in Merton as there is no National Grid gas transmission assets located within its administrative boundary.

5.6 In terms of gas distribution, Southern Gas are responsible for the local provision within the administrative boundary. The Council has been unable to elicit a response from Southern Gas despite several attempts to open a line of communication. The Council deems it reasonable to consider that there will be no foreseeable complication in provision of either any necessary main infrastructure or household supply over the Core Strategy period, however this is an assessment on the basis of the information we currently hold and a view from the provider is particularly welcomed.

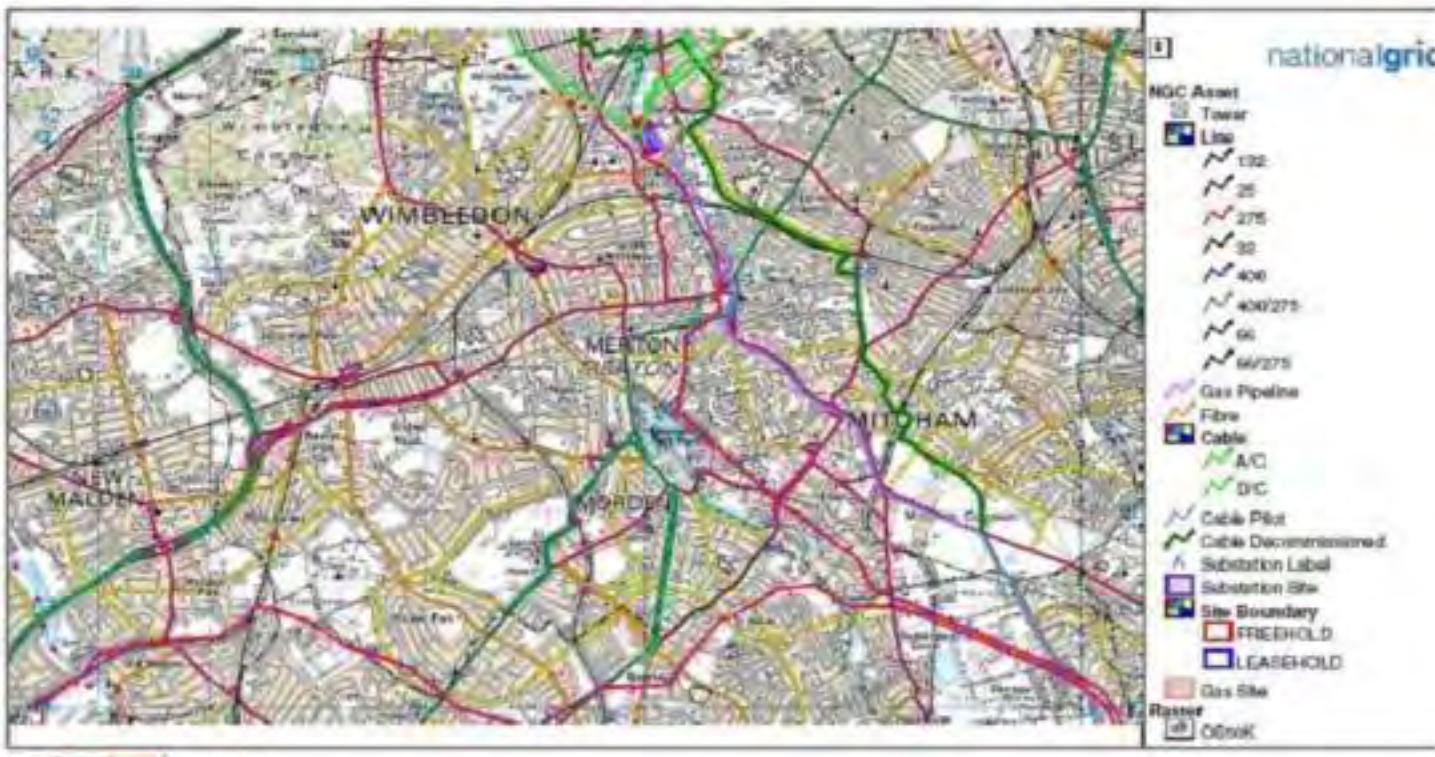
Electricity

5.7 National Grid operates the national electricity transmission network across Great Britain, providing electricity supplies from generating stations to local distribution companies. National Grid operate the high voltage system (400,000 and 275,000 volts) whilst the distribution of the operation of the overhead lines and cables carrying 132,000 volts is carried out by several regional companies. For Merton the relevant regional company is EDF Energy Networks.

5.8 As with the gas network, the electricity pipelines and overhead lines were originally routed to avoid conflict with development. Any new or future development may conflict with the existing network or place excessive demand upon it. For electricity, any significant demand increases across a local distribution electricity network area may result in a local network distribution operator seeking reinforcements at existing substations or a new grid supply point. In addition, National Grid may undertake development works at its existing substations to meet changing patterns of generation and supply. This is particularly the case for the London region, where a large demand (one tenth of the GB system peak demand) exists and it is close to its thermal limit whereby a large step-change in demand might require major reinforcement.

5.9 Specifically within the administrative area of Merton, the high voltage overhead transmission lines / underground cables form an essential part of the electricity transmission network in England and include the following, that can also be seen on the map below.

- YVU line – 275kV route between Beddington substation and Wimbledon substation;
- A small section of the ZZU line – 275kV route between Beddington substation and Chessington substation;
- Underground cables;
- Wimbledon substation – 275kV.



Map 5.1 National Grid in Merton

5.10 National Grid has, as part of its Seven Year Statement (Forward Plan) and to ensure that the supply of electricity is adequate for projected future need, plans for 2009 to carry out thermal up-rating of the Beddington-Chessington 275kV overhead line route. In terms of asset works, plans are in place to carry out replacement work at Wimbledon substation, with new assets to be located within the administrative boundary of Wandsworth Borough Council. There is a notable presence in Merton of overhead power cables: the two overhead lines noted above consist of 20 pylons on the Beddington - Wimbledon overhead and 3 pylons on the Beddington-Chessington overhead.

5.11 Local electricity distribution for Merton is provided by EDF Energy Networks. The Council has been unable, despite numerous attempts, to develop a line of communication with EDF and would welcome views to inform on any implications for the borough.

Decentralised energy generation and district heat networks.

5.12 Merton's Community Plan (2006-2015) sets a target to cut CO₂ emissions by 15% by 2015 in the borough. It is widely accepted that a certain amount of climate change is inevitable and therefore we must respond in 2 ways: Mitigation-seeking to reduce the impact of our behaviour and adaption - to better prepare us for the changes likely to arise from climate change. The majority of our energy needs are met by burning fossil fuels (coal, oil, gas), which emit high levels of CO₂. This is unsustainable and the council has recognised the need to reduce energy consumption by using it more efficiently and using renewable energy where possible.

5.13. In order to improve efficiency in energy generation and use, there is a national and regional drive to move towards a more decentralised energy generation and delivery network. The chief impact on infrastructure for Merton would be the development of a number of local heat networks consisting of insulated pipework linking energy generators with end users.

5.14 The most likely areas for this infrastructure work in the short to medium term would be the town centres of Morden, Wimbledon and Mitcham as well as areas adjacent to energy from waste facilities such as the proposed site at Benedict Wharf.

Telecoms

5.15 Despite several attempts, Merton has been unable to elicit a response from British Telecom on whether they will be undertaking any infrastructure projects within the borough. The council would welcome any views to inform on implications for the borough.

6 Transport Infrastructure

Public Transport

6.1 According to the Annual Transport Monitoring Report (2008, Manual Count), 118,686 journeys were made in 2008 in Merton – an 11% decrease from the 133,077 journeys made in 2007. The following table sets out the mode share for in the borough between 2006 and 2008. A notable change is a 21.65% increase in the number of pedestrian journeys and a 12.16% increase in the number of bus passengers between 2006 and 2008. The contribution of sustainable modes increased from 39% in 2006 to 45% in 2008.

Mode	2006		2007		2008		% change	
	Actual	%	Actual	%	Actual	%	06-07	07-08
Pedestrian	6111	5%	8956	7%	7434	6%	21.65%	-17%
Cycle	1172	1%	981	1%	1054	1%	-10.07%	7%
Bus Pass	39826	33%	55591	42%	44668	38%	12.16%	-20%
Motorcyclist	1940	2%	1792	1%	1775	1%	-8.51%	-1%
Car Driver	60045	50%	57141	43%	58678	49%	-2.28%	3%
Car Pass	17974	15%	18553	14%	13566	11%	-24.53%	-27%
Car Total	78019	65%	75694	7%	72243.5	61%	-7.40%	-5%
Total	119785	100%	133077	100%	118686	100%	-0.92%	-11%
Sustainable modes	47109	39%	65528	49%	53156	45%		

Table 6.1 Transport by mode in Merton 2006-2008

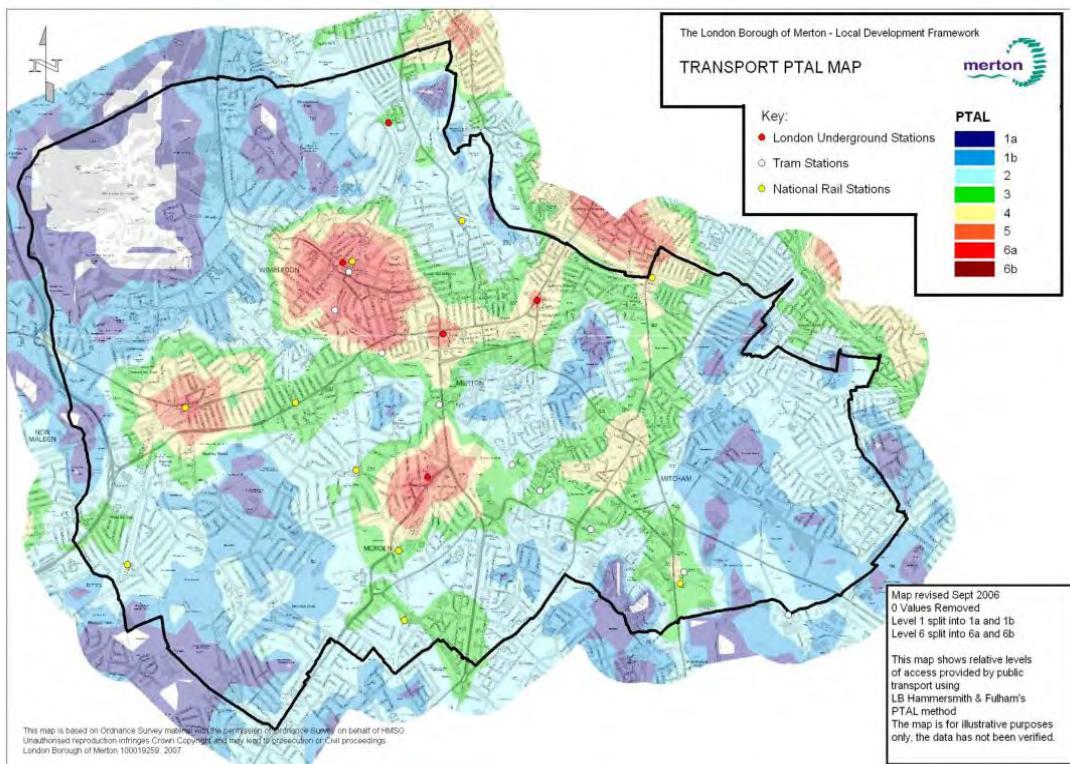
Source: Annual Transport Monitoring Report 2006-2008, Manual Counts

6.2 Levels of public transport accessibility in South London and Merton are generally high, and most of the region falls within a 45-minute journey time. Wimbledon has a substantial public transport catchment area extending from Croydon in the east (largely due to the Tramlink connection) and Kingston in the west.

6.3 Transport Accessibility as calculated by Transport for London (TfL) are shown in Figure below. PTAL is not evenly spread across the Borough and more deprived areas such as Mitcham and Pollards Hill currently have lower levels than Merton's more affluent western areas. High PTAL levels are consistent with the town centres and transport interchange levels of Colliers Wood, Wimbledon, Morden, Mitcham and Raynes Park.

6.4 The South London Sub-Region Databank Report (2004) highlights the relationship between accessibility improvement and regeneration. The following areas are identified as having development and transport opportunities:

- Intensification areas: South Wimbledon and Colliers Wood - Major strategic interchange; Crossrail 2, Thameslink 2000
- Metropolitan / Major Centres Intensification: Wimbledon - Major strategic interchange
- Accessibility and intensification: Wandle Park – Tramlink and Wallington Line



Map 6.2 Merton Public Transport Accessibility Levels

Rail

6.5 The largest proportion of residents in the borough travelling to and from work do so by private car as the driver (30% of working residents drive to work). The second most popular choice for commuting is the Underground at 19%, and the third is the train at 16% of travel to work journeys. This is not surprising considering the good rail links from within the borough to central London.

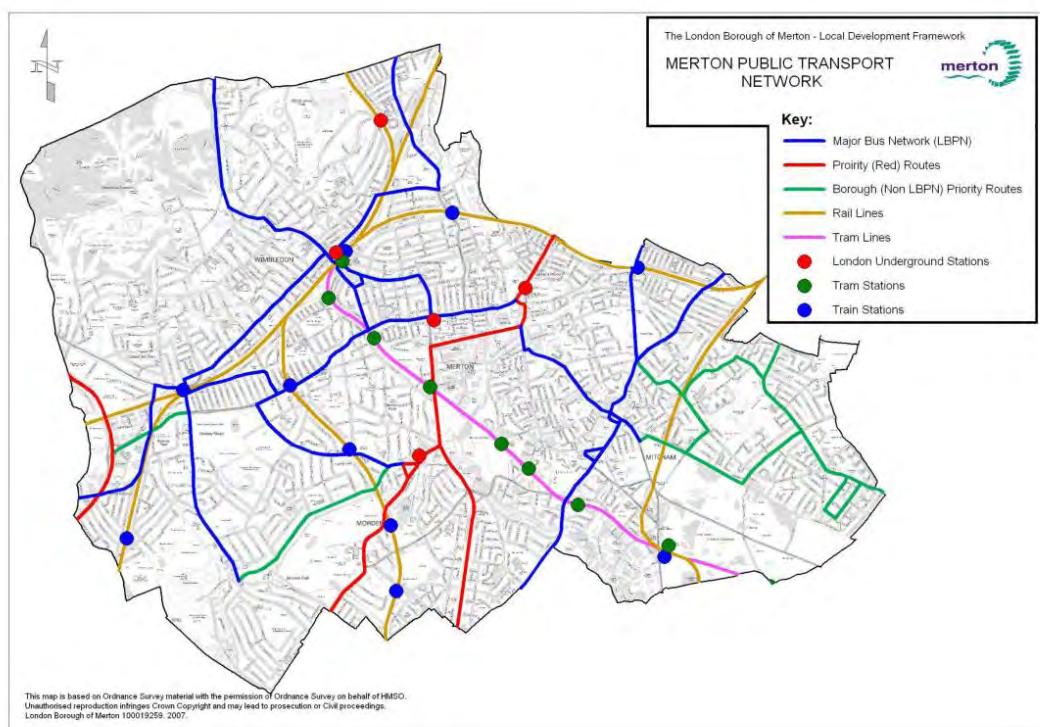
6.6 The South London sub-region relies on the National Rail network more than the Underground Network for commuting into London. Rail services almost exclusively cater for the commute into central London and have poor intra-regional and non-radial directions. National Rail services generally offer lower frequencies at off-peak times, mostly terminating at the edge of central London.

6.7 A mainline rail service crosses the Borough in the west, with radial lines (from New Malden, and Motspur Park and Epsom) converging in the southwest at Raynes Park station and continuing via Wimbledon Station towards London Waterloo. Also converging at Wimbledon is a line which

traverses the north of the Borough to Tooting and Streatham, as well as the First line (previously Thameslink) running from the south of the Borough (from Sutton and St Helier).

6.8 The new Mitcham Eastfields Station is now in operation. Trains began stopping at the station in June 2008. The station is a long desired facility in one of the more deprived areas of Merton. The new station has dramatically improved rail accessibility to a largely deprived area of east Mitcham, now just an 8-minute walk from the Town Centre. Previously, the nearest station was over one mile from the Town Centre at Mitcham Junction.

6.9 Accessibility to the rail network in the Borough is good, with few residential neighbourhoods being more than 1km (0.6 mile) from a railway station. However, services vary in quality (for example, the First and South Central services are less frequent than the mainline services).



Map 6.3 Existing Rail, Underground and Tram Network

Tube

6.10 The Underground service provides a more frequent and reliable service but has limited provision in Merton. Both the District and Northern Underground lines run into the Borough, terminating at Wimbledon and Morden Stations respectively. Rail lines and stations are presented on Figure 2.

6.11 The London Underground falls under the responsibility of Transport for London.

Tram

6.12 Generally, the rail system in the Borough is designed for radial movements. The exception of this is the Wimbledon to Croydon Tram service. Tramlink routes focus on the centre of Croydon from Wimbledon, Beckenham and New Addington. Tramlink stops at the following stations in Merton:

- Wimbledon;
- Dundonald Park;
- Morden Road;
- Phipps Bridge;
- Belgrave Walk;
- Mitcham; and
- Mitcham Junction.

6.13 Tramlink was opened in May 2000 and has proven to be a success with passenger journeys reaching over 22,000,000 in 2004-2005. Passenger journeys continue the upward trend and there are now proposals to increase capacity and eventually extend the service.

6.14 Transport for London took over the ownership of the South London Tramlink in June 2008.

Bus

6.15 There has been a steady increase in the use of bus services. The 2006 Manual Traffic Counts showed a 33% mode split to buses, rising to 38% in 2008. (See Table 1: Transport by Mode in Merton). The 42% peak in 2007 can be attributed to a change in surveying techniques.

6.16 There are over 38 bus routes operating in the borough, 3 bus routes operating 24hr and 4 night buses. All bus routes are inter-connected with rail, Tramlink and Underground stations.

6.17 In recent years Merton has provided significant priority measures in conjunction with the London Bus Priority Network (LBPN). This has included bus lanes, bus stop clearways, and bus priority within traffic signal operations and enforcement of existing waiting and loading restrictions. For example:

- Cricket Green Phase 2: Northbound contra-flow bus lane, and associated junction improvements and crossings. Work temporarily delayed.
- South Wimbledon Phase 1: Various bus priority measures at South Wimbledon Station junction.
- Plough Lane/Durnsford Road/Gap Road/Haydon's Road: Southbound bus lane and associated bus management measures with further bus priority schemes to follow.

- Ridgway: Traffic management study leading to revised waiting and loading restrictions. Revisions to roadside priorities.
- Alexandra Road/Wimbledon Hill Road: Introduction of right turn lane for buses out of Alexandra Road. Wider Wimbledon Town Centre studies may delay progress on this scheme.
- Recreation Way: Proposed bus gate, raised islands and CCTV. Consultation in progress (2009).
- Junction of Streatham Road/London Road: Bus lane on approach to roundabout with left-turn setback. Relocate bus stop upstream. Detailed design complete. Scheme being prepared for implementation.
- Windsor Avenue/Liberty Way: Introduce bus access through existing width restrictions to enable a new bus route into industrial and residential area.

6.18 Generally there are poor interchanges between buses and other modes in the Borough, although there is a major bus / underground / rail interchange at Wimbledon. Bus stops in the Borough are not always conveniently located or well signed.

6.19 Merton has a rolling programme of improving bus stop accessibility, in partnership with TfL Bus Priority Team and London Buses. Bus stop locations are currently focused on busy bus routes, where patronage and potential benefits are highest. During 2006/07 improvements were made to approximately 35 bus stops, and 36 bus stops in 2007/08. As of March 2008, approximately 35% of Merton bus stops were Disability Discrimination Act (DDA) compliant. This is expected to rise to 50% in 2008/09 with the minor clearway signage works.

6.20 Consultation is currently underway to redirect route 463 to better service Mitcham Eastfields Station.

6.21 Bus servicing and routing in London falls under the responsibility of London Buses, Transport for London.

Active Transport - walking and cycling

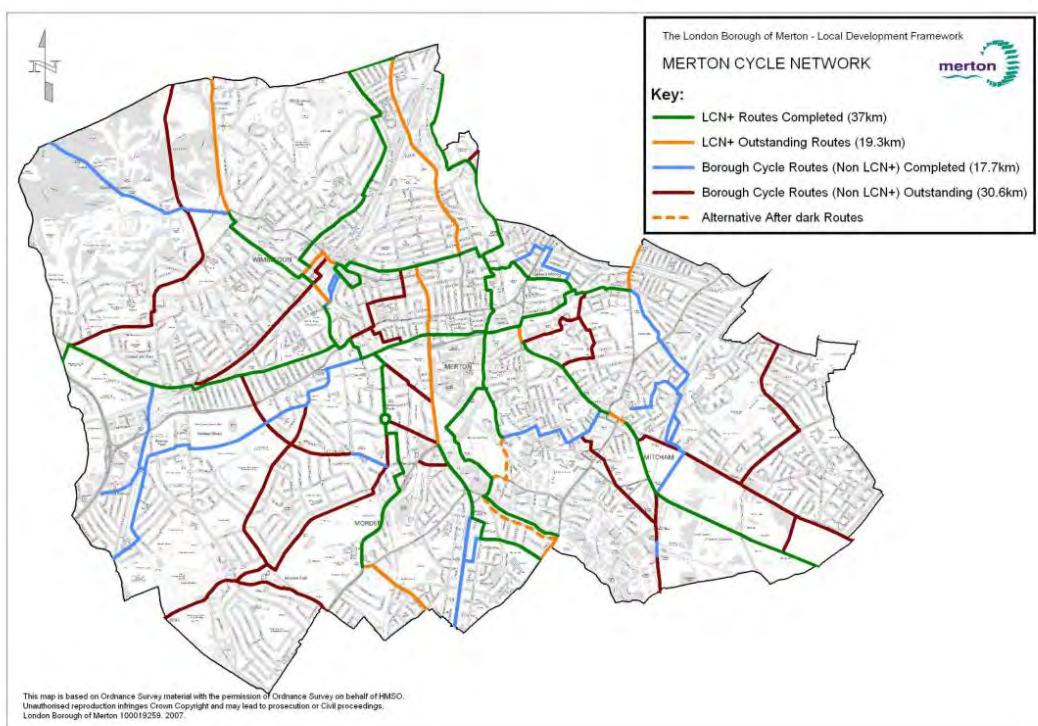
6.22 Relatively few people walk or cycle to work – around 6% and 2% respectively. These figures take into account the main mode of transport during the journey to work.

6.23 There was little change in the number of trips recorded for pedestrians and cyclists between 2006 and 2008 (ATMR 2006-08, Manual Counts). Walking remained constant, while cycling increased by 1%.

6.24. Cycling levels in the South sub-region are lower than the London average while car use is higher than average (South London Sub-Region Databank, 2004). The Merton Cycling Campaign Survey 2002 reveals that cycling is used both for transport and leisure purposes.

6.25 There is an extensive network of existing and proposed cycle routes within Merton that extends to every ward in the borough and includes borough cycle routes and LCN (London Cycle Network) routes. The existing LCN primarily provides commuter routes into central London that run north/south, although there is a significant east/west LCN route traversing the centre of the borough from beyond Rayne's Park to Tooting.

6.26 The borough cycle routes feed into the LCN and generally cater for more localised or leisure trips.



Map 6.4 Existing and Proposed Cycle Routes

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

6.28. In the past, walking has been under-recorded in travel surveys because of the data collection methods employed. However, about 50% of car trips are 3 kilometres or less and almost 20% are less than half a kilometre, indicating that there is scope for increasing walking significantly throughout the borough.

6.29. The network of borough pedestrian routes and leisure routes link (or nearly link) most of the centres in the Merton.

6.30 Walk London's 'Capital Ring' walking route traverses the north west of the borough, though Wimbledon Common and Wimbledon Park. The Capital

Ring encircles London and is one of the Mayor of London's key Strategic Walk Network routes.

6.31 The Wandle Trail is a walking and cycling route that follows the route of the River Wandle bypassing Wandsworth, Merton, Sutton and Croydon. 7,597m of the 20,621m trail cuts through Merton Borough between Garratt Park (north of Wimbledon) and Ravensbury Park, via Wandle Park and Morden Hall Park.

6.32 In the LDF Key Issues Consultation residents voiced their concerns on the condition of the footways in the Borough.

Traffic & Areas of Multiple Deprivation

6.33 In recent years, a key feature of traffic growth in the Borough has been the increase in car use for journeys to school. This has contributed to localised congestion problems, accident potential, and acute parking problems.

6.34 The south London sub-region comprises Merton, Bromley, Croydon, Kingston upon Thames, and Sutton. This sub-region has the highest rate of traffic generation in London and it is expected to increase as a result of the region's relative prosperity, spatial characteristics and transport network (Transport for London: South London Sub-Region Databank, 2004).

6.35 Screenline information indicates an overall trend towards an increase in the number of car trips in the borough. (See Table x). There was a 5.7% increase in the number of trips between 2007 and 2008, a 10.1% increase between 2005 and 2008 (including borough boundary), and a 13.6% increase between 1999 and 2008 (excluding borough boundary for comparative purposes). This means that Merton is not meeting national traffic reduction targets to reduce traffic volumes, nor is there a consistent reduction in traffic growth.

Screenline	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
1	147701	160247	172153	148940	183100	171419	161854	191573	186835	163928
2	34680	33338	35485	32518	31150	38132	34130	40893	38421	95396
3	118612	114529	114426	88033	92279	87174	83576	87136	62167	82578
Borough Bound	0	0	0	0	0	0	133088	129011	142426	112516
Total	300993	308114	322064	269491	306529	296725	412648	448613	429849	454418
Total excl. Borough Bound	300993	308114	322064	269491	306529	296725	279560	319602	287423	341902
% Diff.		2.4%	4.5%	-16.3%	13.7%	-3.2%	-5.8%	14.3%	-10.1%	19.0%

Table 6.5 Screenline Counts

Source: Automatic Traffic Counts, Merton Annual Transport Monitoring Review 2005-2008

6.36 In 2007 the percentage of vehicles travelling at less than 21 mph increased on Local Access Roads and Local Distributor roads. On London Distributor Roads and Strategic Routes this value decreased. The change may be due to the decreased volumes of traffic on Merton's Roads, allowing less congested passage on the boroughs major roads (London Distributor Roads and Strategic Routes), where there are higher speed limits. There is a corresponding increase in the percentage of vehicles travelling at 21–41mph. On Local Access Roads the number of vehicle movements has significantly decreased, while that on Local and London Distributor roads have stayed constant and traffic on Strategic Routes has increased. The number of vehicles travelling at more than 41mph remains low (Merton Annual Transport Monitoring Review, 2007).

6.37 The spread of car ownership in the Borough affects not only the amount of traffic on the roads (as with rising ownership levels), but also accessibility to goods, services and employment. Where access via other modes of transport is poor, those without cars experience social exclusion and reduced quality of life, emphasising the need for accessible development and provision of alternative modes of travel.

6.38 There was a 3.6% increase in car ownership in Merton between 1991 and 2001 (Census, 1991 and 2001) consistent with the trend for outer London boroughs. Approximately 70% of households in the Borough have at least one car, compared to the Greater London average of 63%.

6.39 Car availability is not evenly spread across the Borough and low car availability is concentrated in eastern wards such as Colliers Wood, Abbey and Cricket Green. Eastern wards are also characterised by long-standing

issues of multiple deprivation and socio-economic exclusion. 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)
- Ravensbury.

6.40 The lack of opportunities reaching east Merton has been attributed to Mitcham's poor accessibility (as previously identified) and its unfavourable location in terms of London's road infrastructure. To safeguard against social exclusion the Council is endeavouring to improve access to other modes of transport throughout the Borough, particularly to those areas where low car ownership occurs.

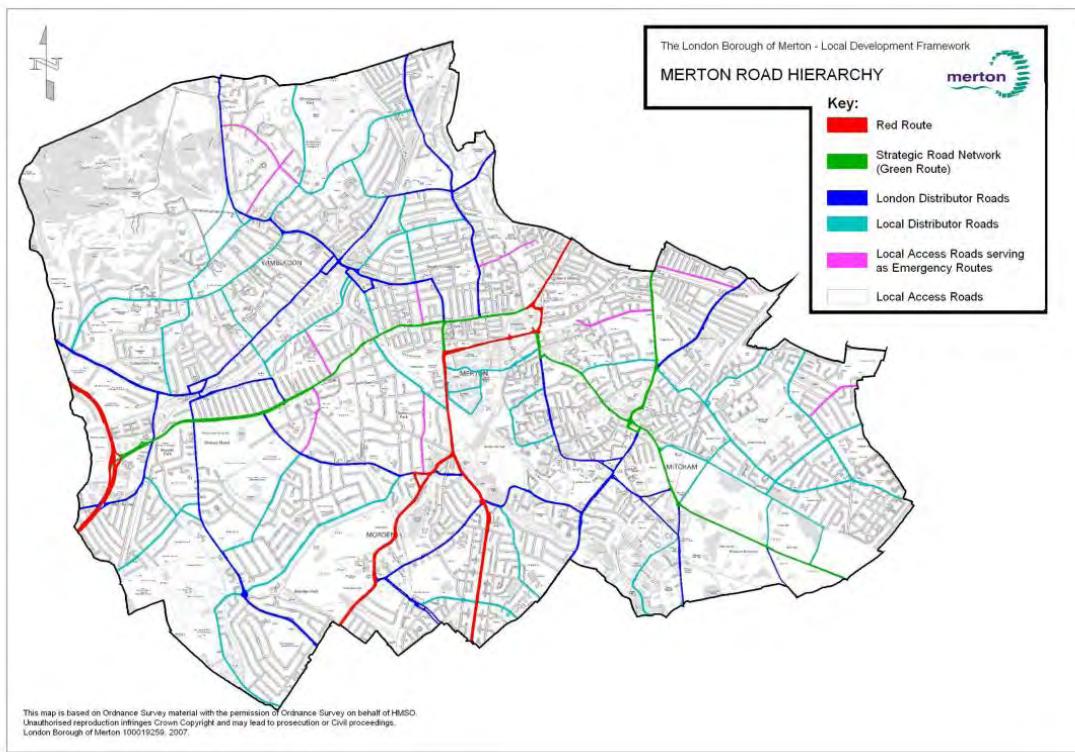
Road Infrastructure

6.41 Merton's borough road hierarchy and intended function are:

- Strategic Routes: Carry traffic with little or no direct access to adjoining land uses. Facilities for pedestrians and cyclists are generally for crossing roads rather than travelling along them. While roads designated 'strategic' will remain the responsibility of the local highway authority, if the local authority proposes to undertake work on a strategic road, or where works will affect a strategic road, they must first inform TfL who can object to such a proposal.
- London Distributor Roads: Cater for journeys within and across Merton and between Merton and other Boroughs.
- Local Distributor Roads: Distribute local traffic within and to each part of the Borough. Provide a framework for traffic management and calming schemes in order to achieve environmental and safety objectives.
- Local Access Roads: Connections to Local Distributor Roads rather than to London Distributor Roads. They should not carry through traffic, instead the function of these roads is to provide direct access to buildings and land.

6.42 Presently, there are 341 kilometres of public highway in the Borough, of which 9 kilometres are strategic TfL routes that attract and serve longer distance movement and provide links to the National Road Network. Supplementing the TLRN network, there is a further 11.6 km of newly designated Strategic Roads controlled by the Borough. Major roads traversing the Borough include the A24 (north/south), which is part of the TfL strategic route network, and the A297, which intersects the A24 at Morden (Refer to map 6.6). The strategic A3 also skims the Borough on its western edge, but does not cut across the Borough. Other main routes in the Borough include the A219, which joins the A24 from the northwest, and the A298, which connects the A3 in the west with the A24 creating an east-west route across the Borough. Main roads in the Borough are represented in Map 6.6.

6.43 The high dependence on road transport for local and intra-regional travel suggests that management of this network is important (South London Sub-Region Databank, 2004). Reducing car usage will require a step change in the provision of public transport services in the Borough.



Map 6.6 Merton's road hierarchy

Table 6.7 Merton Road Hierarchy

Strategic Roads (Red Routes)					
A24	Epsom Road London Road Crown Road Crown Lane Morden Road Merantum Way Christchurch Rd Priory Road High Street Colliers Wood	A297	A3	St Helier Avenue Morden Hall Road Beverley Way Malden Way	
Strategic Road					
A298	Bushey Road		A217	London Road	

	Kingston Road Merton High Street		
A24	Morden Road	A236	Upper Green East and West Commonside West Croydon Road
A236	Christchurch Road Western Road Raleigh Gardens Holborn Way		
London Distributor Roads			
A238	Coombe Lane Kingston Road Raynes Park Bridge	B285	Hartfield Road
B279	Approach Road Grand Drive Tudor Drive	A218	Durnsford Road Haydons Road
B235	Worple Road St George's Road Alexandra Road Gap Road Plough Lane	B286	Martin Way Crown Lane
A219	Parkside Wimbledon Hill Road High Street Wimbledon Bridge The Broadway Merton Road Sir Cyril Blackway Gladstone Road	B278	Green Lane
A239	Central Road	A216	Streatham Road

	Morden Road Cricket Green Cranmer Road Carshalton Road		
B272	Beddington Lane Church Road Aberconway Road		

Olympic Route Network (ORN)

6.44 The Olympic Route Network (ORN) is a network of roads linking together all competition venues and key non-competition venues to be used by athletes and Games officials during the 2012 Olympic Games and Paralympic Games (the Games).

6.45 All ORN roads in Merton are Venue Specific (routes to other London venues) or Alternative Routes (contingency against disruption, only used if needed) and are listed in table [Proposed Olympic Route Network for Merton](#) below. Designation is proposed during 2009, in the majority of cases amendments will be temporary after which time the network will return to normal road usage. Modifications will include highway modifications, signal works, changes to permitted manoeuvres, upgrades to CCTV and a small number of permanent changes, such as new pedestrian crossings.

6.46 The ORN must be kept free of non-emergency road and street works during the Games.

Rd No.	Road Name	From	To
A219	Parkside	Borough boundary	Somerset Road
	Somerset Road	Parkside	Marryat Road
	Marryat Road and access of Marryat Road	Somerset Road	Burghley Road
	Burghley Road	Somerset Road	Marryat Road
	Church Road	Borough boundary	Somerset road

Table 6.8 Proposed Olympic Route Network for Merton

Source: ORN consultation paper December 2008

Parking

Controlled Parking Zones

6.47 Controlled parking zones are applied in areas with high parking demand and resident support for parking restrictions. All road kerb length

within a CPZ is marked with either a yellow line or a parking bay. CPZs within Merton are listed in Table 6.9 below.

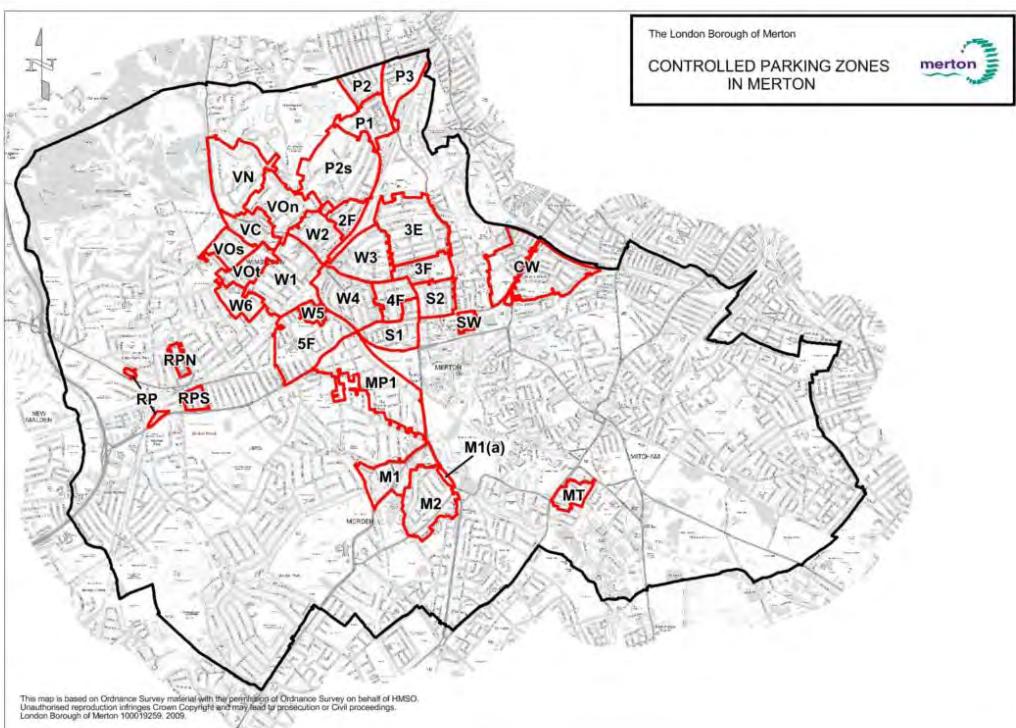
6.48 An extension to the Merton Park CPZ (MP1) and a further three zones are proposed as shown in Map 6.10 and listed below:

- South Down Area (SD)
- Kohat Road Area (H1)
- Poet Area (H2).

Area	CPZ	Hours of Operation
Colliers Wood	CW	Monday-Friday 8.30am - 6.30pm
Mitcham	MT	Monday-Friday 8.30am - 6.30pm
Merton Park	M1	Monday - Friday 10.00am - 4.00pm
Morden	M1(a)	Monday - Saturday 7.00am - 7.00pm
	M2	Monday - Friday 10.00am - 4.00pm
	MP1	Monday - Friday 10.00am - 4.00pm
Raynes Park	RP	Monday - Friday 8.30am - 6.30pm
	RPN	Monday - Friday 8.30am - 6.30pm
	RPS	Monday - Friday 8.30am - 6.30pm
Wimbledon Town	3E	Monday - Saturday 8.30am - 6.30pm
Centres and Fringes	2F	Monday - Saturday 8.30am - 6.30pm
	3F	Monday - Saturday 8.30am - 6.30pm
	4F	Monday - Saturday 8.30am - 6.30pm
	5F	Monday - Saturday 8.30am - 6.30pm
	S1	Monday - Saturday 8.30am - 6.30pm
	S2	Monday - Saturday 8.30am - 6.30pm
	SW	Monday - Saturday 8.30am - 6.30pm
	W1	Monday - Saturday 8.30am - 6.30pm
	W2	Monday - Saturday 8.30am - 6.30pm
	W3	Monday - Saturday 8.30am - 11.00pm Sunday & Bank Holidays 2.00pm - 6.00pm
	W4	Monday - Saturday 8.30am - 11.00pm Sunday & Bank Holidays 2.00pm-6.00pm
	W5	Monday - Saturday 8.30am - 6.30pm
	W6	Monday - Saturday 8.30am - 6.30pm
Wimbledon Park	P1	Monday - Friday 11.00am - 3.00pm
	P2	Monday - Friday 11.00am - 3.00pm
	P2s	Monday - Friday 11.00am - 3.00pm

	P3	Monday - Friday 9.30am - 4.30pm
Wimbledon Village	VC	Monday - Saturday 8.30am - 6.30pm
	VN	Monday - Saturday 8.30am - 6.30pm
	VOn	Monday - Saturday 8.30am - 6.30pm
	VOs	Monday - Saturday 8.30am - 6.30pm
	VOt	Monday - Saturday 8.30am - 6.30pm

Table 6.9 Existing Controlled Parking Zones



Map 6.10 Controlled Parking Zones in Merton

Car Clubs

6.49 Car Clubs play an important role in reducing private car travel, reducing congestion and parking pressures by complementing the public transport system in providing accessibility to key services and facilities. Car Club members tend to replace short journeys, made previously by car, with sustainable modes.

6.50 Car Clubs were first introduced in Merton in September 2003, with the launch of two bays in Avebury Road, Wimbledon. Since then Car Clubs have expanded across the borough. As of July 2008, the two Car Club operators, Streetcar and City Car Club had a total of 25 vehicles (including two vans), based in 23 bays, in 20 locations (3 locations are double bay vehicles), with a

total of 945 registered members in Merton. There is great potential for expansion with one operator showing an overall utilisation rate of 84.52% rates or just over 8.30 hours a day.

6.51 London Borough of Merton secured £23,000 from Transport for London (TfL) and a further £7,000 to support the promotion and expansion of Car Clubs in 2007/08. In addition to 07-08 funding, a further £17,400 has been secured from TfL to continue the 2007/08 Car Club Expansion Programme in the borough in this current financial year.

6.52 Following an informal consultation in March 2008, the 17th June Street Management Advisory Committee has recommended that the Cabinet Member approves the Car Club bays and the making of the Traffic Management Orders (TMO) to implement such bays in the following locations:

- 2 Finborough Road
- 68-70 Queens Road (Wimbledon)
- 26-30, 32-36 Lambton Road
- 9 Raymond Road and
- 55-57 Griffiths Road

6.53 In addition, the Transport Planning team are reviewing some bay locations as a result of the informal consultation and the recommendations of the 17th June 2008 Street Management Advisory Committee and locations will be proposed in the following locations:

- Brickfield Road
- Queen Mary Road
- Station Road
- Haydons Road and
- Queens Road (Morden), these bays are located in Red Routes and do not need Cabinet approval – but require consultation like the others

Electric Charging Points

6.54 The environmental benefits of electrical cars are significant, with whole life carbon emissions from such vehicles, 70% lower than equivalent petrol cars. The Mayor of London, has recently announced ambitious plans to reduce dioxide emissions by boosting the number of electric cars in the capital through the introduction of another 100 charging locations across the city. In March 2005 the Department for Transport estimated that there were 1,278 electric vehicles registered in Greater London. This figure has grown to 1,854 in June 2007 (an increase of 45% in just over 2 years). If such trend continues over 4,000 electric cars would be registered in London by 2012, excluding electrical scooters and bicycles.

6.55 SWELTRAC is promoting the use of electric vehicles in the sub-region as a viable alternative to high carbon fuelled transport. With support from TfL and the Energy Saving Trust, SWELTRAC is installing electric charging points

across several neighbouring boroughs, with a rolling programme of more points to follow. These points are free for registered users, although parking charges may apply in some locations.

6.56 SWELTRAC has commissioned Peter Brett Associates to carry out a feasibility study of electric charging points in the sub-region following the provision of £60k from TfL for a Pilot scheme in the SWETRAC boroughs. The funding is part of the wider Clear Zone concept defined as an urban area that exploits new technologies and operational approaches to improve quality of life and support economic growth.

6.57 Peter Brett Associates published a Site Audit report (July 08) for Merton as part of the SWELTRAC Electric Vehicle Recharging Points program across the SWELTRAC region[i]. A summary of the report is shown in the Table 6.11. It is essential that Merton work closely with other SWELTRAC boroughs actively involved in the electric recharging unit pilot project.

6.58 The pilot funding included feasibility and implementation. SWELTRAC has recently installed nine Elektrobay charging points in car parks across the boroughs of Hammersmith & Fulham, Richmond, Sutton and Wandsworth.

Location	Number of potential sites	Recommendations
Haydons Road Rail Station	3	Defer
Lombard Industrial Estate	2	Not suitable
Merton Civic Centre Car Park	4	Priority
Mitcham Eastfields Station	1	Defer
Nelson Hospital	3	Priority
Sainsbury's Savacentre	4	Priority
South Merton Rail Station	2	Defer
Willow Lane Industrial Estate	2	Not suitable
Wimbledon Chase Railway Station	3	Defer
Wimbledon Stadium	3	Not suitable
Wimbledon Tennis Club	2	Not suitable

Table 6. 11 Proposed Electric Charging Points

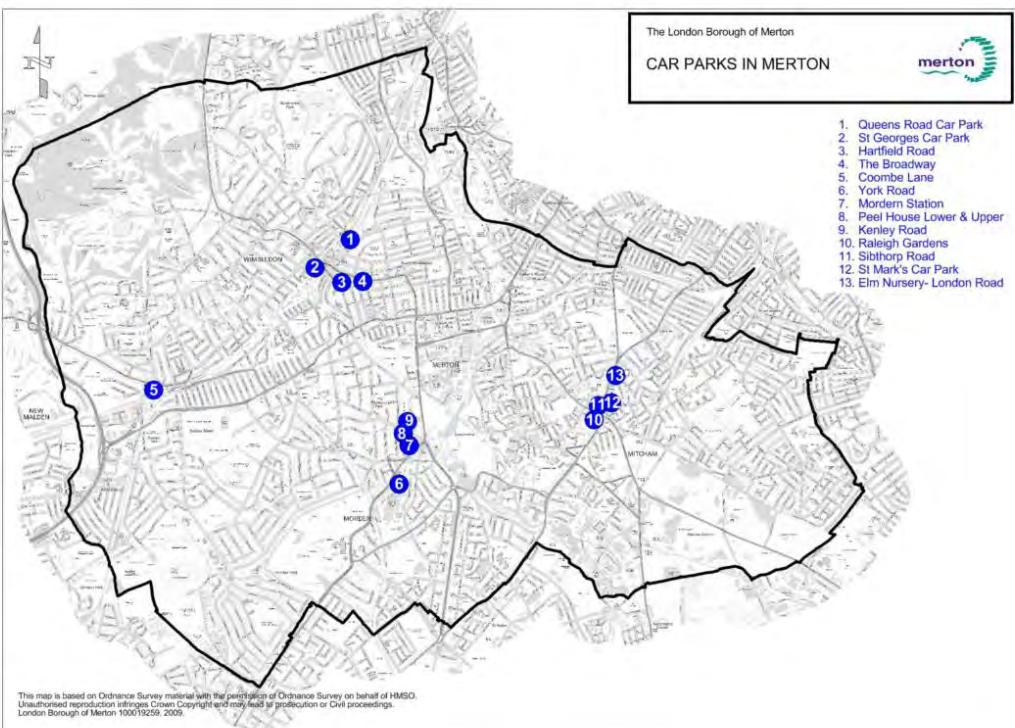
Council Car Parks

6.59 There are 14 car parks in the Borough with only two that are not opened 24 hours.

Table 6.12 Council Car Parks

Car Park	Spaces	Motorcycle bays	Disabled bays	CCTV
Mitcham				
Elm Nursery, London Road	36	No	No	No
Rayleigh Gardens	30	No	Yes	Yes
St Mark's Road	227	No	Yes	No
Sibthorp Road	44	No	Yes	Yes
Morden				
Kenley Road	123	No	Yes	Yes
Morden Station	120	Yes	No	Yes
York Close	255	No	Yes	Yes
Peel House (Shoppers) and Peel House (Long Term)	342	No	Yes	Yes
	342	No	Yes	Yes
Raynes Park				
Coombe Lane	117	No	Yes	No
Wimbledon				
The Broadway	70	No	Yes	Yes
Hartfield Road	126	Yes	Yes	Yes
Queens Road	159	No	Yes	Yes
St George's Road	113	No	Yes	Yes

Source: LB Merton Parking Services



Map 6.13 Car Parks in Merton

7 Social Infrastructure

7.1 In the 2007 Pre-Budget Report and Comprehensive Spending Review the Government committed to a ‘radical rethink’ on long-term care, including a Green Paper on how best to fund adult social care and support in the future. The UK is experiencing an ageing society and hence a rising expectation of those dependent on social care. It is anticipated that by 2022, 20% of the English population will be over 65. In the context of changing family structures, caring responsibilities will have more impact on family members.

7.2 This year the LGA is also focusing on adult social care, by making the issue one of the association’s six ‘Putting People First’ priorities. A multi-discipline officer team has been established to take forward the Local Government Association campaign work.

7.3 Health

Hospitals

7.3.1 The provision of health across London is set for a major overhaul – the most recent Darzi report, *Healthcare for London: A Framework for Action* (2007), (HFL) has identified how healthcare has to change to meet the increasing needs of a divergent modern society. A part of this report identified the case for change in healthcare provision that was set out in the following eight points:

1. The need to improve Londoners’ health;
2. The NHS is not meeting Londoners’ expectations;
3. One city, but big inequalities in health and healthcare;
4. The hospital is not always the answer;
5. London should be at the cutting edge of medicine;
6. The need for more specialised care;
7. Our workforce and buildings are not being used effectively;
8. The need to make the best use of taxpayers’ money.

7.3.2 This report followed an earlier NHS commissioned Darzi review, *The Case for Change* (2007). The NHS has consulted all of the boroughs on the latest Darzi report through the PCTs. The outcome of this was the production of a Healthcare for London ‘vision’, which consists of the following:

- Ill health to be prevented as much as possible;
- Primary care to be comprehensive, accessible and of excellent quality;
- Improvement in care to be evidence-based, clinically-driven and patient-led and provided in the most appropriate settings;
- Healthcare to be focussed on individual needs and choices – and to be coordinated;
- Improvements to be properly resourced;
- Changes to be carefully planned and implemented.

7.3.3 One of the key topics during this consultation was on where care would be provided. The Darzi report had set out the following:

1. Home;
2. Polyclinic;
3. Local Hospital;
4. Major Acute Hospital;
5. Planned care (elective) centre;
6. Specialist hospital.

7.3.4 The Darzi report proposes that GPs, who provide more than 80% of healthcare, could become part of the polyclinic network. GP's could either move into the polyclinic facility or form a federation, with the polyclinic whereby the GP remains in their existing location and refers patients to the polyclinic for appropriate treatment.

7.3.5 To support improvements in healthcare services facilities will be enhanced to:

- Improve health inequality and access by providing more services locally;
- Enable people to be treated in appropriate surroundings. People often do not want or need to be treated in a large general hospital.

7.3.6 In turning the health vision into a reality, the NHS has identified through consultation that the greatest risks are that the new facilities are inaccessible, adequately trained staff cannot be recruited and finances are not available to implement them. In delivering the vision, the main issues for making the change happen have been identified as: finance and commissioning services; workforce and training; partnerships and social care; patient choice and transport; and capital investment for information technology and estates.

7.3.7 Whilst there are no major hospitals located within the borough, there are a number of smaller hospitals within it and major hospitals in adjoining boroughs that currently serve Merton. These facilities consist of the following:

Hospital facility	Borough
Nelson hospital	LB Merton
St Helier hospital	LB Sutton
St Georges hospital	LB Wandsworth
Sutton hospital	LB Sutton
Royal Marsden hospital	LB Sutton
Wolfson neurological centre	LB Merton

Table 7.1 Hospital Facilities

7.3.8 In October 2008 Sutton and Merton PCT published an outline business case for the “Better Healthcare Closer to Home” programme (BHCH).

7.3.9 The BHCH programme proposes the establishment of four Local Care Centres (LCC's) in Sutton and Merton (two in each borough), strengthening primary and community care provision in the area, and bringing some traditional hospital services closer to residents' homes and promoting healthier living. These proposals predate those of the Healthcare for London (HfL) review, with public consultation on BHCH proposals taking place during 2004.

7.3.10 Although the term ‘Local Care Centre’ (LCC) was coined locally in advance of NHS London’s polyclinic proposals and does not feature in A Framework for Action, the proposal to develop LCC's has obvious parallels with the polyclinic model as it will enable more care to be provided in a community setting, wherever it is safe and sustainable to do so. LCC's will provide a broad range of services, including core primary care services, outpatient appointments, minor procedures, diagnostic tests, community services, health information, and support to manage long-term conditions. These are all also key components of a polyclinic. A review by the HfL polyclinic team has confirmed that the proposals for the four LCC's are broadly consistent with their polyclinic vision.

7.3.11 As part of the roll-out of the Healthcare for London (HfL) proposals, the Wilson LCC has been formally designated a polyclinic by SMPCT. The Wilson will operate as a “virtual polyclinic” from 2009/10.

7.3.12 LCC's in Sutton and Merton are designed to meet local needs and so there will be differences in scale and scope between LCC's, and they will differ in some ways from the standard polyclinic model – most notably, there is no intention to require local GP's to relocate to LCC's although there will be a GP presence at all four, with large group practices based at two of the four. In all cases, a network model will be used, with the LCC's working in close partnership with local GP's to deliver the service(s) patients need in the most appropriate setting.

7.3.13 It is anticipated that practices will build on the existing collaborative working arrangements where one practice currently provides a service for a local population e.g. anticoagulation and phlebotomy services. Over time, therefore, it is anticipated that smaller practices will no longer work in isolation and may choose to merge services and even premises with neighbouring practices.

7.3.14 Sutton and Merton PCT is committed to ensuring that the quality and accessibility of primary care services is continually improving. This includes services provided by those GPs who will operate from the Local Care Centres (LCC's) and the remaining 85% who will remain in their current locations and work in a network with the LCC's.

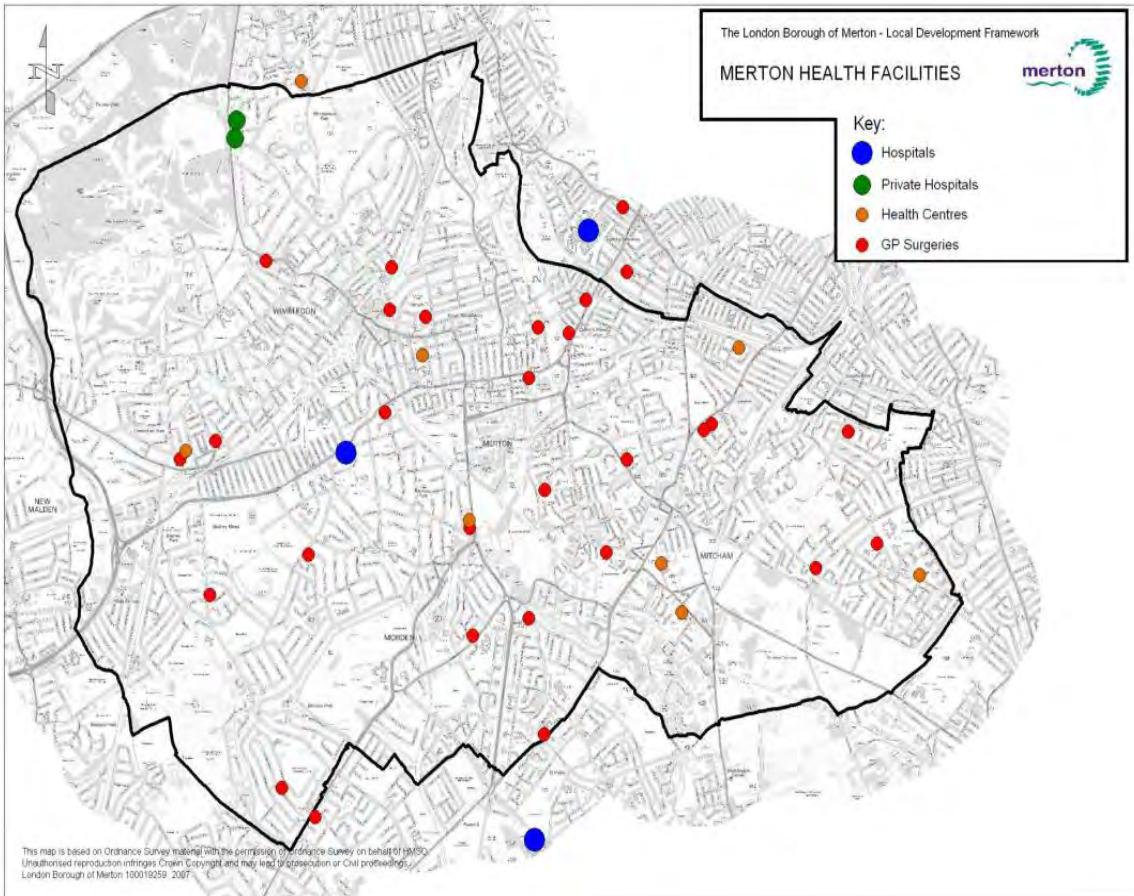
7.3.15 Further health services should be developed in the community at the Wilson hospital, the Nelson hospital, St Helier hospital in Sutton and St George's in Wandsworth.

Primary Health Care

7.3.16 Sutton and Merton Primary Care Trust (SMPCT), which was created in April 2002, is responsible for the primary care of Merton's residents. Among the 32 boroughs of London, Merton is ranked seventh for the proportion of its population reporting good health. Health is inextricably linked to the way people live their lives and the opportunities available to choose healthy lifestyles in their communities. The overriding aims of the SMPCT are to improve local health services, the health of the population and to address health inequalities. In doing this, the PCT will engage the population in developing plans for the way care is provided.

7.3.17 Sutton and Merton PCT aim to improve the quality of, and access to, services across the spectrum of care and do this through partnership working locally and, where appropriate, with other health authorities. Strategic development and partnership working to achieve health improvement and a greater equity of health outcomes is a priority for their joint working with the respective boroughs of Sutton and Merton, and in particular through the agreement of the Local Area Agreements (LAA's). The LAA's developed for Merton borough targets have been agreed with the Government Office for London. This work aims to address the inequalities within boroughs by focusing on those most disadvantaged. These targets have been agreed for 2007/8 and work is underway in both boroughs to refresh these targets for 2008/9 and beyond.

7.3.18 Sutton and Merton PCT geographically covers two outer London boroughs that are significantly divergent in terms of their demography. It serves a total registered population of around 403,000 (Source: *Europa 2007*) and a resident population of 382,162 (184,435 in Sutton and 197,727 in Merton) (Source: *ONS Resident Population Estimates*, mid-2006). It is one of the largest PCT's in the UK and the only PCT covering two Local Authorities.



Map 7.2. Spatial distribution of primary and critical health facilities serving Merton 2008

7.3.19 In determining the healthcare requirements of Merton, the PCT assesses the health needs of the population and then buys healthcare services from hospitals and other providers to meet those needs. The PCT commissions service, which have a positive impact on the health and wellbeing of the local population. The PCT ensures that all services it commissions meet Government standards and support the delivery of NHS targets.

7.3.20 The work of the LAA through the Local Strategic Partnership (LSP) together with the PCT is guided by information such as addressing variations in mortality rates and improving on disparities in delivery of care.

Delivery of Care

7.3.21 Part of the strategic aim of the PCT is to provide the right care, at the right time, in the right place. The ongoing *Better Healthcare Closer to Home* programme, as it relates to local care, is focused on the development of primary care and local care facilities that are fit for purpose to deliver the new models of care.

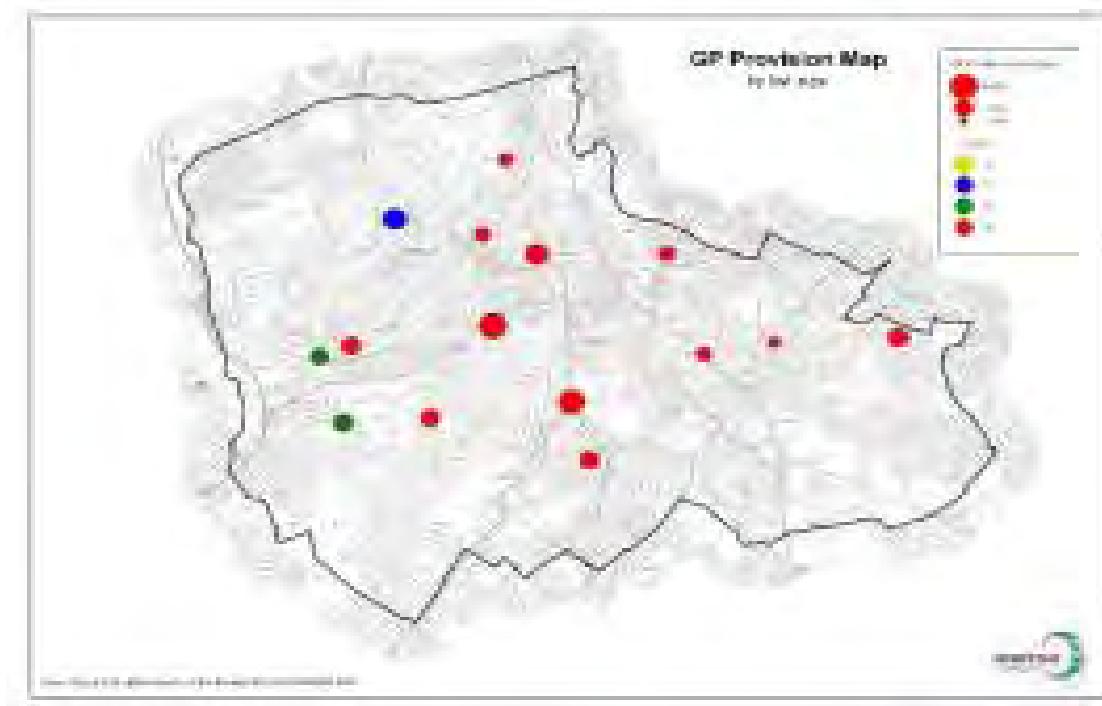
7.3.22 There are currently 25 GP surgeries in the borough, as set out below:

Centre Name	Address
Cricket Green Medical Centre	1 Church Road, Mitcham, CR4 3YU
Figges Marsh Surgery	182 London Road, Mitcham, CR4 3LD
Graham Road Surgery	42 Graham Road, Mitcham, CR4 3EB
Lavender Fields Surgery	182 Western Road, Mitcham, CR4 3EB
Mitcham Medical Centre	81 Haslemere Avenue, Mitcham, CR4 3PR
Tamworth House Medical Centre	341 Tamworth Lane, Mitcham, CR4 3PR
Wide Way Medical Centre	15 Wide Way, Mitcham, CR4 1BP
Central Medical Centre	42-46 Central Road, Morden, SM4 5RT
Wandle Road Surgery	161 Wandle Road, Morden, SM4 6AA
Rowans Surgery	1 Windermere Road, Streatham, SW16 5HF
Dr H Freeman and Partners	Tooting Bec Medical Centre, 103 MacMillan Way, Heritage Park, SW17 6AT
Dr H Freeman and Partners	27 Trevalyan Road, Tooting, SW17 9LR
Dr H Freeman and Partners	219 Upper Tooting Road, SW17 7TG
Mitcham Medical Centre	886 Garratt Lane, Tooting, SW17 0NB
Alexandra Surgery	39 Alexandra Road, Wimbledon, SW197JZ
Church Lane Practice	2 Church Lane, Merton Park, SW19 3NY
Colliers Wood Surgery	58 High Street, Colliers Wood, SW19 2BY
Francis Grove Surgery	8 Francis Grove, Wimbledon, SW19 4DL
Merton Medical Practice	12-17 Abbey Parade, Merton High Street, South Wimbledon, SW19 1DG
Morden Hall Medical	256 Morden Road, SW19 3DA

Centre	
Princes Road Surgery	51 Princes Road, Wimbledon, SW19 8RA
Riverhouse Medical Surgery	East Road, Wimbledon
Vineyard Hill Road Surgery	67 Vineyard Hill Road, Wimbledon, SW19 7JL
Wimbledon Village Surgery	35a High Street, Wimbledon, SW19 5BY

Table 7.3 GP Surgeries and Health Centres in Merton

7.3.23 The current distribution of GP surgeries across the borough has been recognised by the PCT as being quantitatively adequate. However a recent survey of primary care premises has indicated a need to improve their capacity and quality. There is therefore an implicit future need, due to the low standard of premises quality, for redeveloping or relocating those locations shown in red in Map 7.4 below.



Map 7.4 GP premises adequate to inadequate (based on audit by NHS London 2008)

Key of premises scoring:

1 (yellow)= good; 2 (blue)= adequate; 3 (green)= inadequate; 4 (red)= very inadequate.

7.3.24 (It should be noted that there are also 8 further GP surgeries that have been classified as 'good' and are not mapped above as the focus of the map is to identify localities which require additional support to be brought up to a 'good' level.

7.3.25 The localities requiring greatest investment are Wimbledon and Raynes Park. Investment is also required in Colliers Wood, Mitcham and St. Heliers. The premises in West Barnes are classified as 'inadequate' as opposed to 'very inadequate' and can therefore be viewed as the second priority area for investment.

Mental Health Care

7.3.26 The PCT also works the South West London and St George's Mental Health Trust. Merton and the voluntary sector, through health sub-groups of the Local Strategic Partnerships and the Mental Health Partnership Boards.

7.3.27 The PCT commissions mental health services that are based on tested models of care and are located in appropriate settings. The recovery model states that people with mental health problems should be enabled to manage their condition, with support as and when necessary. Although there is not an identified need for dedicated premises to treat mental health issues in Merton, there is a need for supported housing for vulnerable people and those with mental health issues. In 2007/08 the following related housing provision was provided and funded by Merton Council.

	Number of Units
Supported housing for vulnerable residents	1492
Supported housing for residents with mental health issues	166
Additional capacity desired for residents with mental health issues	20

Table 7.5 2007/08 Related Housing Provision

Source: Supporting People Team (October 2008)

7.3.28 The current provision goes some way towards meeting the current need, the Housing Strategy (2008) states it would be beneficial to expand existing provision to include 2 sites of 10 one-bedroom 'move on' units for those in transition from sheltered accommodation to mainstream housing across the borough. This is currently being bid for under the purchase and repair scheme and the economics of the scheme might indicate the spatial nature of the development, dictating where in the borough development should occur. The local Community Mental Health Team (CMHT) works in partnership with voluntary and private organisations, providing treatment and support to help adults manage their mental health problems.

7.3.29 There are a number of day care places that are being phased out due to policy change. The CMHT has expressed a desire for the service to run activities fully integrated into the general use of community centres.¹⁷⁹

7.3.30 The St Marks Family Centre in Merton provides assertive outreach to those with mental health problems who are not engaged within communities. This includes an outreach worker, CMHT support, advocacy and a training and education programme.

7.3.31 Merton's Community Plan aims to increase the number of residents, in treatment in community and residential settings, to 1167 by 2015, an addition of 382 places (49%) from 2005/06.

Substance Abuse Treatment

7.3.32 The wider Merton Partnership has proposed within the Local Area Agreement (LAA) the inclusion of increasing numbers in effective drug treatment, as well as targets around alcohol. The Substance Misuse Management Board (SMMB) will also investigate input to other related themes such as housing, employment and training within the LAA. In working towards the key target of increasing numbers in effective treatment the SMMB will be mindful of capacity issues and will develop additional focus on outcomes for service users in the domains of retention, successful completions and appropriate onward referral.

7.3.33 In relation to numbers in treatment The National Drug Treatment Monitoring System (NDTMS) data for 2006/07 showed that 761 Merton residents were in treatment and a current prudent forecast for 2007/08 is for 842 Merton residents in treatment.

7.3.34 The Partnership performance on retention has improved since 2006/07, increasing from 76% to 81% (November 2007). Performance on successful discharges has been a concern during 2007/08. The overall level of successful discharge was 50% at midyear. The Partnership continues to recognise the importance of successful discharges as an indicator of effective treatment and has prioritised action to better understand this performance and identify solutions for improvement. Furthermore, issues around successful discharge feature as a key theme within the Needs Assessment.

7.3.35 As part of the Audit Treatment Plan 2007/08 the Merton Drug Alcohol Action Team (DAAT) partnership was required to update and undertake a Needs Assessment, which is referred to in this report as the DAAT Needs Assessment.

7.3.36 The Health Care Commission (HCC) Improvement Review for 2006/07 including Commissioning and Harm Reduction themes scored Merton overall as Good. However, the Harm Reduction theme rated as Fair and required additional work in conjunction with the HCC. A detailed Action Plan has been developed and many actions have been fed into the Needs Assessment process.

7.3.37 The DAAT Needs Assessment was undertaken during November 2007 – January 2008 and this included all key stakeholders. The Needs Assessment will provide direction for the Partnership.

7.3.38 Demographic breakdowns of Race & Ethnicity, Gender, Age and geographical spread are included within the Needs Assessment. Key highlights of these are:

- 22% of those in treatment described themselves as other than White.
- 25% of those in treatment were female.
- 23% of those in treatment were aged between 35-39 (the highest individual age grouping), 91% of all those in treatment were aged between 20-49.
- Merton residents in publicly funded drug treatment tend to live in the East of the borough, the St. Helier area of Morden and South Wimbledon.

7.3.39 The DAAT Needs Assessment develops greater analysis of these demographics, including unmet need through the use of the Bullseye methodology.

7.3.40 With regard to primary drug use, NDTMS data shows that:

- Opiate use as the main drug of choice amongst those in treatment has reduced from 41% to 40%. However this remains the most frequently used primary drug.
- Stimulant use (crack and powder cocaine) as main drug of choice has dropped from 33% to 32%. However, this stimulant use remains high compared to national and regional comparators.
- The use of Crack Cocaine as a secondary drug is 41% of all those who indicate a use of secondary drug of choice.
- Cannabis use as main drug of choice is at 14%.

7.3.41 Whilst a focus on retention was not proposed by the Needs Assessment Expert Panel it continues to be monitored both at Agency SLA level through the JCG and will be retained by the SMMB as an area of interest due to its component nature to effective treatment.

7.3.42 The SMMB notes that the current DAAT Needs Assessment improved and built on the previous assessment. It is anticipated that the current DAAT Needs Assessment will provide a solid baseline for continuing and improved analysis within future assessments. The use of data from wider sources will continue to be developed and utilised to improve themes that cut across the wider Partnership.

7.3.43 The SMMB continues to take an active role within the Housing Partnership Board for vulnerable people and will look to strengthen links into the Housing Strategy for vulnerable people. Continuing development and support of Vocational services will look to ensure links into education, training and employment.

7.3.44 The development of the new Drug Intervention Program (DIP) service during the first quarter of 2008/09 will work to strengthen links within existing treatment provision through the development of an embedded service. The successful DIP tenderer will be required to work towards such embedding and develop and maintain links to custody/court, prisons and the PPO process.

7.3.45 A key milestone for 2008/09 will be to agree and implement the Partnership Harm Reduction Strategy. The DAAT will utilise the agreed Harm Reduction Action Plan and Strategy to drive forward improvements in this area, including blood-borne viruses (bbv) and overdose prevention.

7.3.46 The Partnership will, during 2008/09, work in conjunction with the PCT to utilise the NTA tool to audit the local clinical governance system.

7.3.47 Key Priorities are as follows:

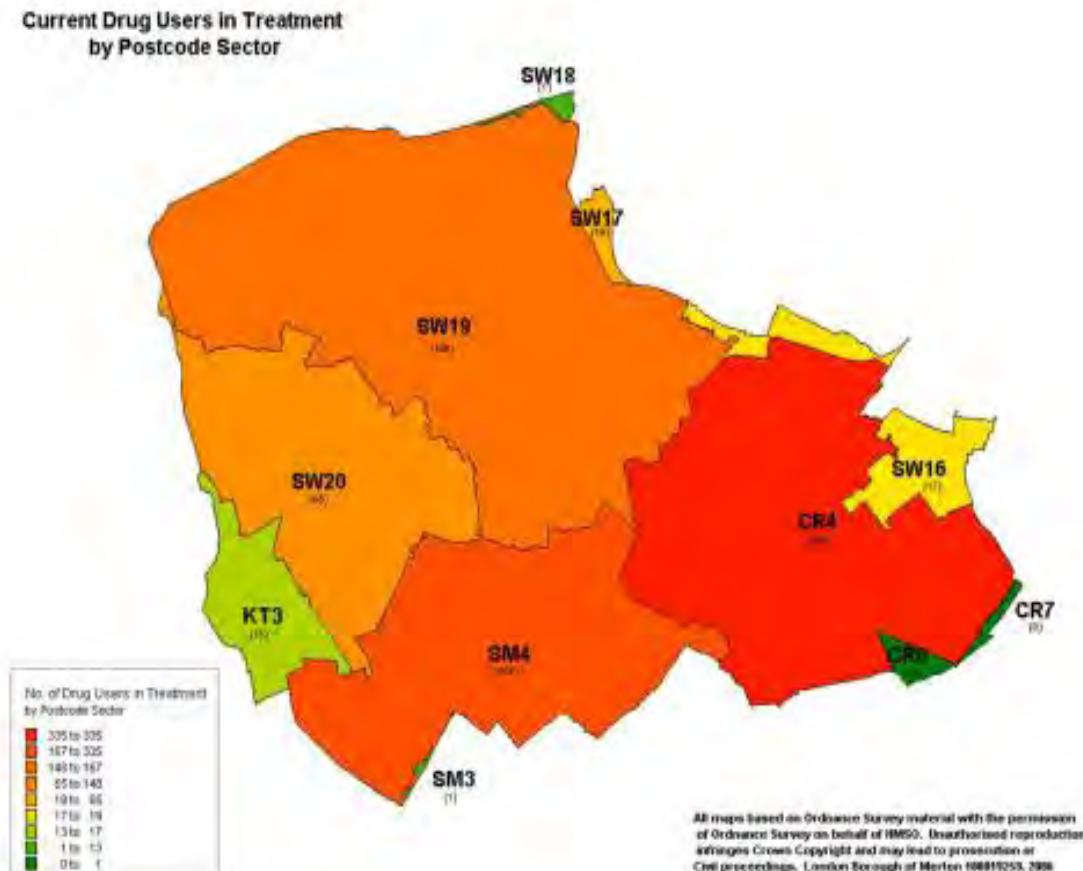
1. To continue to increase the numbers of people in effective treatment, with a particular focus on the number of Problematic Drug Users entering treatment, successful discharges and retention.
2. Continue to improve through-care and aftercare including completion of the award of contract for the new DIP service and work to ensure a smooth implementation.
3. Agree and implement Partnership Harm Reduction Strategy.
4. Take improvement action as necessary to meet the outcomes of the Healthcare Commission Improvement Review 2007/08 (Diversity and Tier 4 provision).
5. To continue to develop and refresh periodically the local needs assessment.
6. Undertake an audit of clinical governance arrangements in line with recent NICE guidance.

7.3.48 Dedicated substance abuse treatment is conducted either within the community setting, for example patients' homes, or in existing residential and health care facilities. This is carried out on a rotational basis and therefore there is no definitive list of facilities. The service can be conducted from health facilities, or, where appropriate, a community facility, such as community centres, or church halls. It is carried out on an occasional basis to provide help for substance dependent in the community.

Treatment Places:	Number of places commissioned	
	Actual 2006/07	Proposed 2007/08
In-patient treatment	24	26
Residential rehabilitation	44	50
Day programmes	126	153

Table 7.7 Adult Drug Treatment Plan

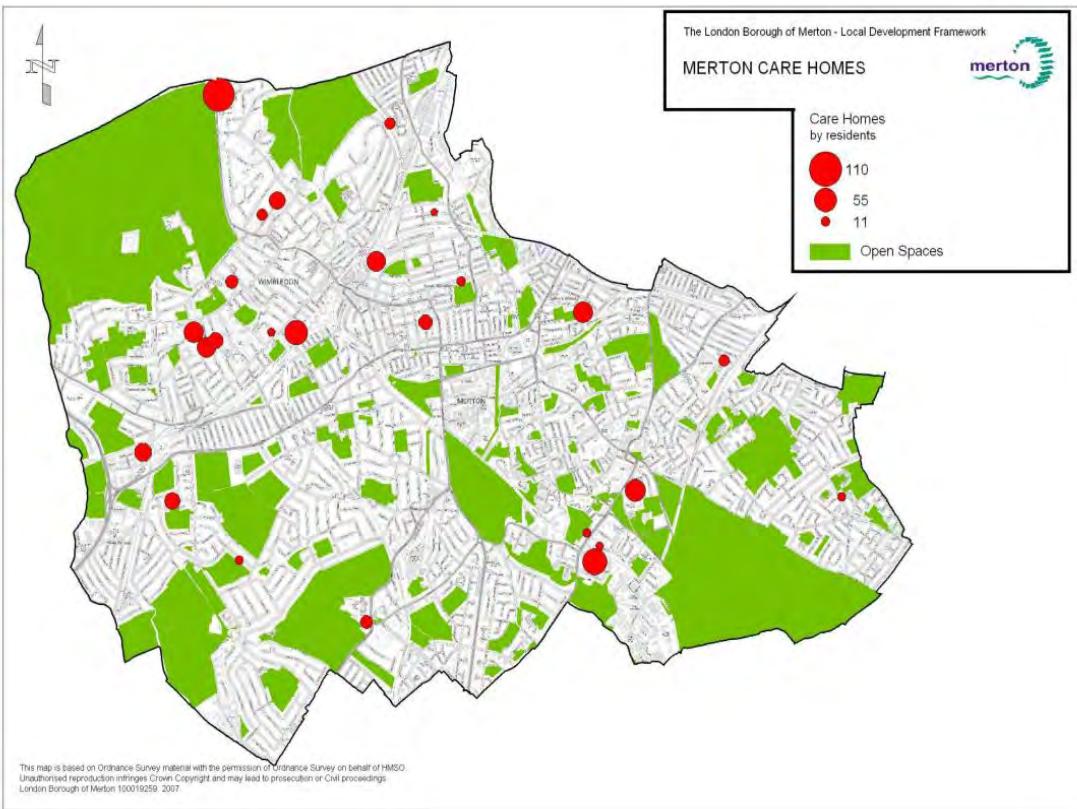
Source: DAAT Merton Needs Assessment Report, November 2006



Map 7.8 Distribution of current treatment users across the borough (DAAT Merton Needs Assessment Report, November 2006)

Care Homes

7.3.49 There are two broad types of care homes in Merton. The first is residential homes, which provide accommodation, meals and personal care for older people and people with disabilities or who are unable to manage at home. The second is care homes, nursing homes that provide regular nursing care from a qualified nurse who is on duty 24 hours a day. Merton has an approved list of 37 care homes providing 220 placements in residential homes and 163 in nursing homes (May 2008).



Map 7.9 Distribution of care homes in the borough 2008

7.3.50 As part of the Sutton & Merton PCT portfolio there is an additional facility in Carshalton, Orchard Hill that provides a home to over 100 adults with learning and physical disabilities.

7.3.51 There is no statutory requirement for a local authority to provide care homes and much elderly care, as with child care, is carried out in the home. It is considered that, whilst the numbers of intake and capacity of the existing care homes will fluctuate, there is an adequate existing provision across the borough.

Day Centres

7.3.52 There are 617 day care places for older people and those with learning disabilities in ten centres spread throughout the borough. There is a small concentration of day care places in the south east of the borough, with four centres of various capacity in close proximity to each other. The south west has a notable paucity of centres, with one small centre covering a large geographical area of the borough.

7.3.53 Places for those with varying stages of dementia and Alzheimer's are accommodated at the Cumberland Day Centre and services run from the Springfield and Wimbledon Guild. These are focussed on older people and are run in established facilities.

Summary	
Total day care places in Merton	617
Total day care places in Merton for those with learning disabilities	447
Total day care places in Merton for older people	237
Total day care places in Merton for those with mental health issues	20
Total day care places in Merton for those with physical disabilities *	457
Total day care places in Merton for those who are homeless and/or disadvantaged *	150

Table 7.10 Provision of adult day care centres across the borough 2006/07

Source: Supporting People Team, Merton

* Users may need to fulfil other requirements to use the day centres.

Table 7.11 Day centre places in Merton (March 2008)

Postcode	Number of day centre places
CR4	190
SM4	40
SW16	150
SW19	237
Total	617

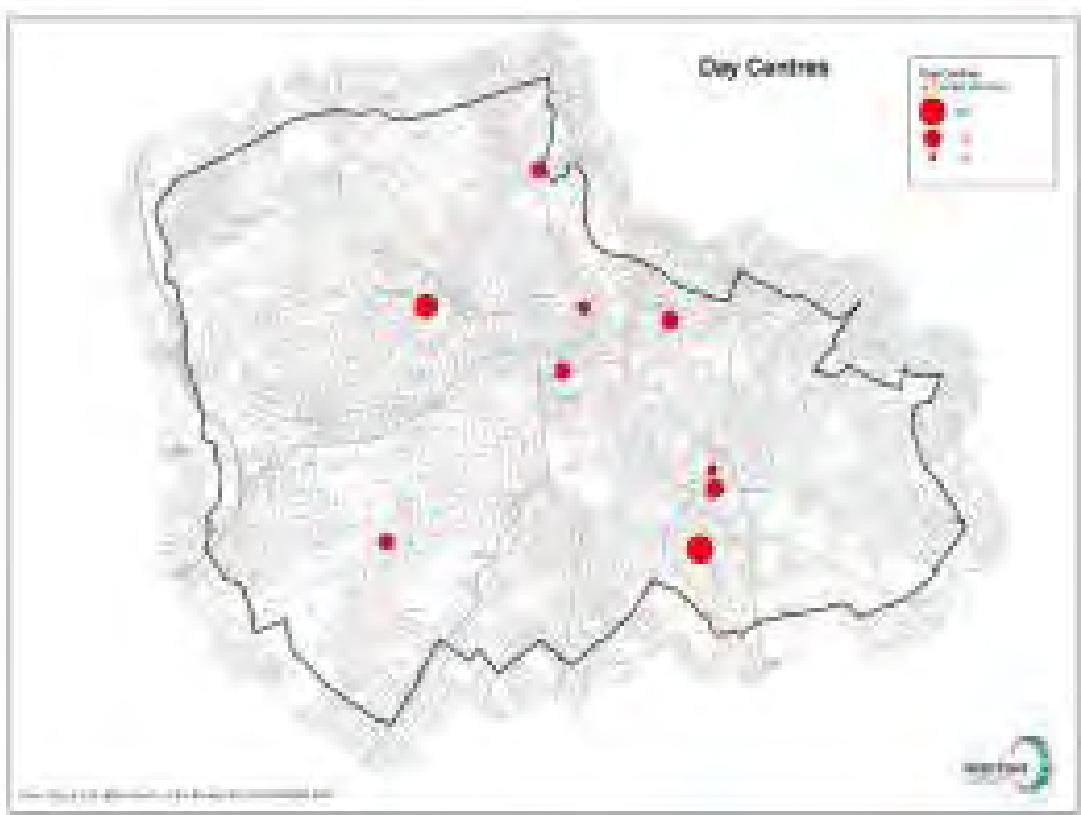
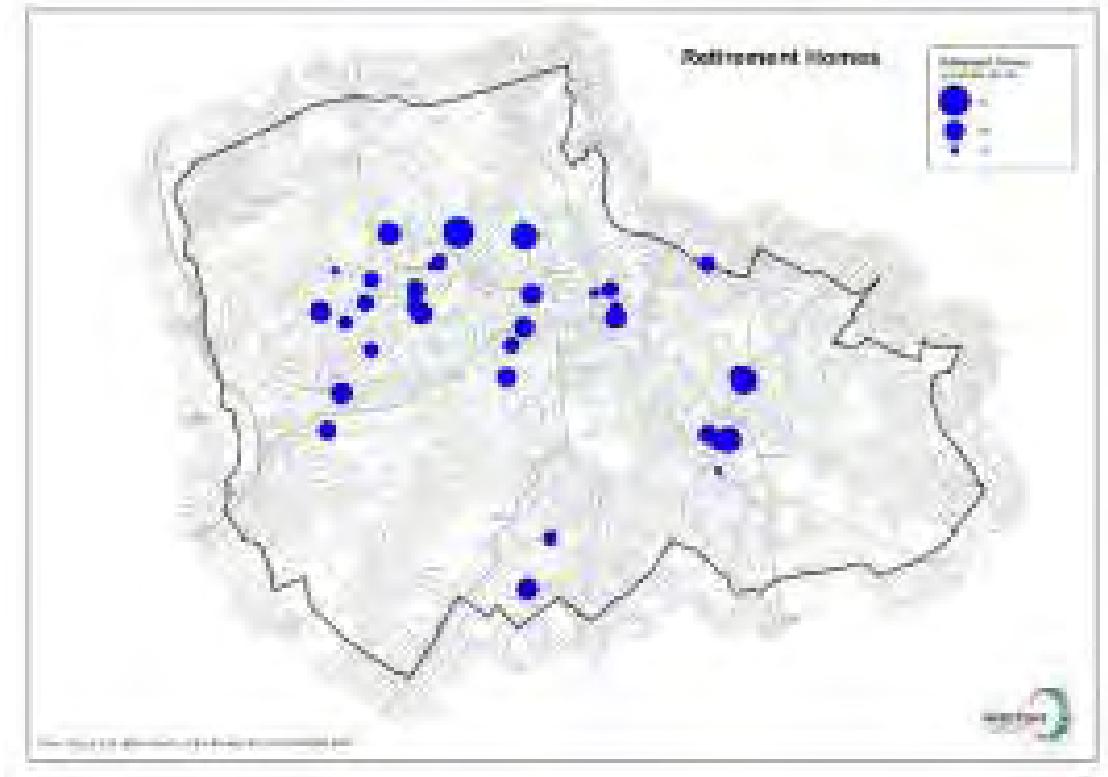


Table 7.12 Distribution of day care centres across the borough 2008
Retirement Homes

7.3.54 Retirement housing (also known as 'sheltered housing') consists of a group of flats or bungalows where the residents are older, usually 55 plus. Most schemes provide independent, self-contained homes with their own front doors and communal facilities such as resident's lounge, guest suite, garden and laundry. There is normally a warden on-site or nearby with a link to a care-line service for residents to call if they need help. Merton has 37 retirement homes across the borough. Currently the distribution is dominant in the north and west, leaving the centre and east with less access to these facilities.

Postcode	Number of units
CR4	211
SM4	60
SM5	44
SW17	53
SW19	589
SW20	157
Total	1114

Table 7.13 Distribution of retirement homes in Merton December 2008



Map 7.14 Distribution of Retirement Homes in Merton 2008

7.4 Education

Primary Education 4-11yrs

7.4.1 A baseline review has been carried out of all schools in the Borough. This review identified that the Borough has a total of 43 primary schools, the distribution of which can be seen in Primary schools in Merton.

7.4.2 Since the summer of 2007, with the release of 2006 birth rate information, Merton has been aware that we are experiencing a sustained major increase in primary numbers, with the problem affecting reception year before flowing through the school.

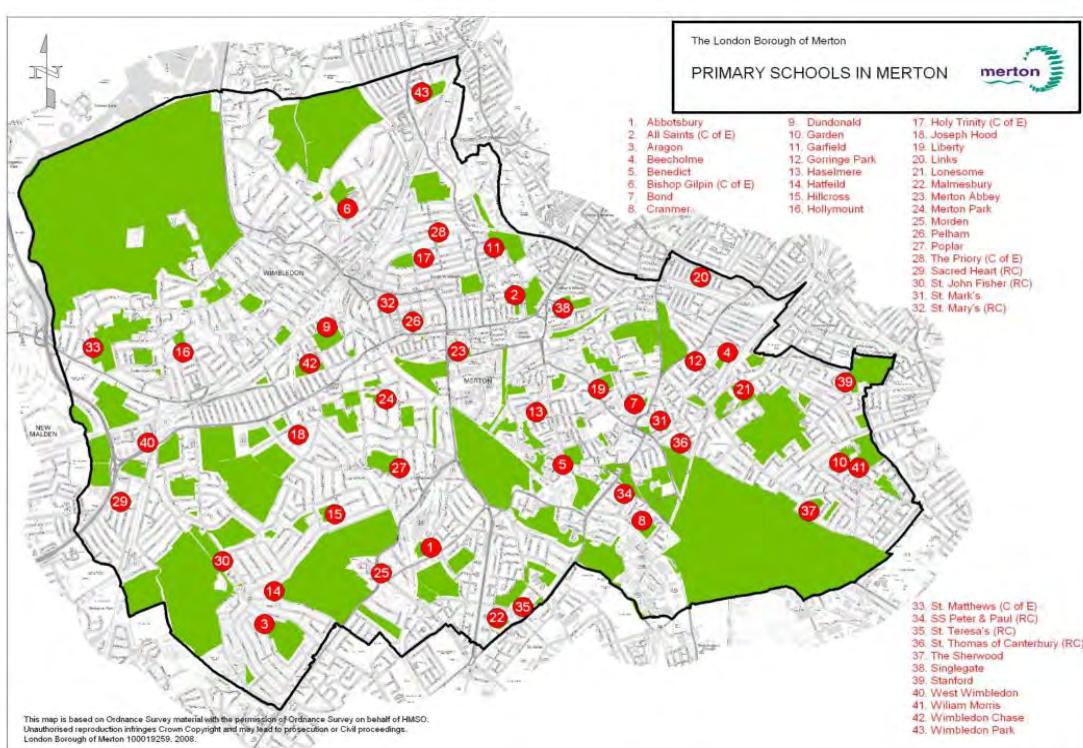
7.4.3 Between 2002 and 2006 the birth rate in Merton increased by 22%, a level of growth not anticipated in earlier GLA population forecasting. The increase in birth rate over this period is presently manifesting itself through a significantly increased demand for primary places in the Borough for example 2008 intake and beyond.

7.4.4 In recent years the GLA had forecast the pupil numbers will soon peak with the assumption of a fall in the birth rate. However, the opposite has been the case. The 2007 calendar year birth rate released in July 2008 showed a further rise of 209 births from 2006, which we have extrapolated to provide academic year birth figures for 2006/07, impacting on 2011/12 reception year.

7.4.5 Information from admissions allocations for 2008/09 indicate that there has been a significant change in patterns, and both methods under predicted demand. The previous high levels of surplus places in Mitcham prevented more expansions in the Borough. However, the growth in demand for primary schools in the borough has reduced the previous surplus in the east and has required expansion to the west. Expansions are expected throughout the borough in future years with the total primary numbers forecast to increase from 12,808 in January 2008 to 14,469 in January 2013. but this surplus is now largely eradicated so providing sufficient primary school places is now a Borough-wide issue.

7.4.6 Based on the latest admissions allocations, we expect the GLA forecast in April 2008 for 2008/09 to be an under-estimate by 162 pupils, just over 8%.

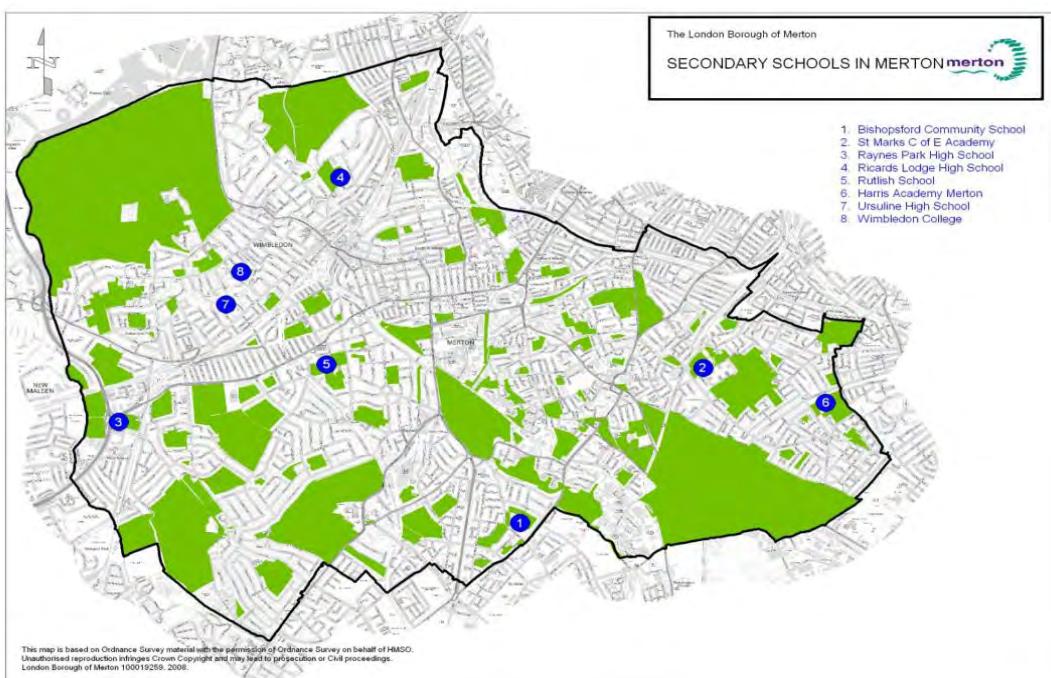
7.4.7 The GLA forecast a further rise of 133 pupils from 2008/09 to 2010/11 and then a drop in 2011/12; however the revised birth figures for 2007 illustrates this is a significant under estimate, to the point it can't be trusted until further work is carried out with colleagues in the GLA.



Map 7.15 Primary Schools in Merton

Secondary Education (11-16y and post 16y)

7.4.8 There are eight secondary level education establishments in the Borough consisting of 6 secondary schools and two academies. Integral to this are two elements of the provision of secondary school education: The 11-16 year old sector and the post 16 year old sector (compulsory and non-compulsory respectively). These are combined to give the total provision of secondary school places in the Borough (the most recent *Supply of Schools Places* supplied to the DCSF did not account for Academies). As shown in the table below, the Council expects current capacity to cater for projected intake only until 2010, after which there will be a shortfall in the number of secondary places available.



Map 7.16 Secondary schools in Merton

Table 7.17 Current provision and future projection of primary and secondary place provision across the borough

Capacity	Projected intake					
	05/06	Jan 07	Jan 08	Jan 09	Jan 10	Jan 11
Primary (4-11)	14,738	12,683	12,808	12,929	13,113	13,367
Secondary (11-16)		6,537	6,419	6,237	6,212	6,351
Secondary (post 16)		646	549	555	548	536
Total Secondary	7,531	7,183	6,968	6,792	6,760	6,887
Total	22,269	19,866	19,776	19,721	19,873	20,254

7.4.9 The Council wishes to be realistic in the projections of growth required in the borough and is aware that pupil numbers can fluctuate considerably.

The provision of a new school would be a high risk undertaking, not only for the above reason but also for the way in which it may potentially impact on all schools in the borough and consequently how sustainable they could remain. Therefore the decision on whether or not to provide a new school will be periodically reviewed.

Tertiary Education

7.4.10 The Council has no statutory obligation to provide tertiary education. However there are three tertiary education facilities in the borough. Whilst these facilities have a regional and even national catchment, they can impact on, for example, the numbers of students seeking local private accommodation in the borough, local transport patterns, and the types of local retail provided. These facilities are: Merton College; Wimbledon School of Art; and Merton Adult Education. In total these facilities generate over 12,000 students and almost 700 staff.

7.4.11 Whilst there is no need for special provision to be made for such facilities, they form an important component of the borough's overall educational offer and in themselves can be significant contributors to the educational infrastructure of the borough. Merton College, for example, is undergoing a major refurbishment project (£48M) set to continue for the next 5 years. This will lead to an expanded offer of student accommodation, student numbers and built stock. It will also lead to an increase in student numbers at the College (approx. 300). After 2011 the College will be a modern single-site education provider. However it has acknowledged that there will be a shortfall in the sports facilities it can provide, in particular field sports. The College is therefore interested in securing, where possible and in cooperation with the Council, joint use of sports facilities. This could be an exemplar of combined use of the borough's infrastructure and establishing appropriate mechanisms to forward this will be pursued after the completion of this assessment.

Childcare

Day care centres

7.4.12 Childcare options in the borough range from playgroups to all-day nurseries. There are, however, two main childcare activities that constitute the bulk of the borough's day care provision:

- Day nurseries, operated predominantly on commercial premises;
- Childminders operating under OFSTED registration on residential premises.

Type of childcare provision in Merton

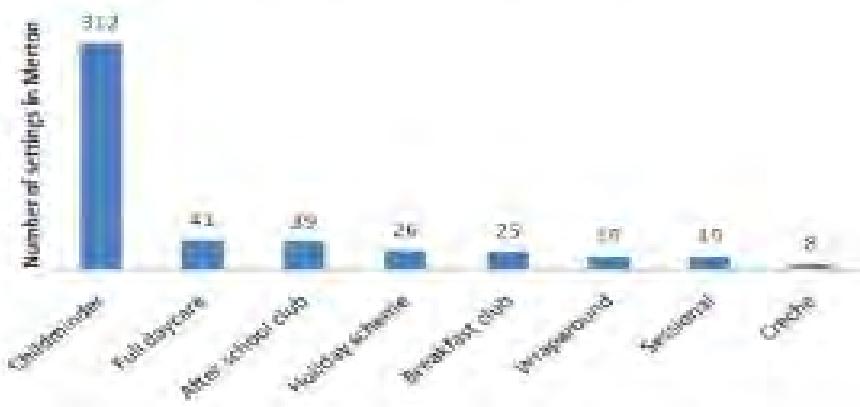
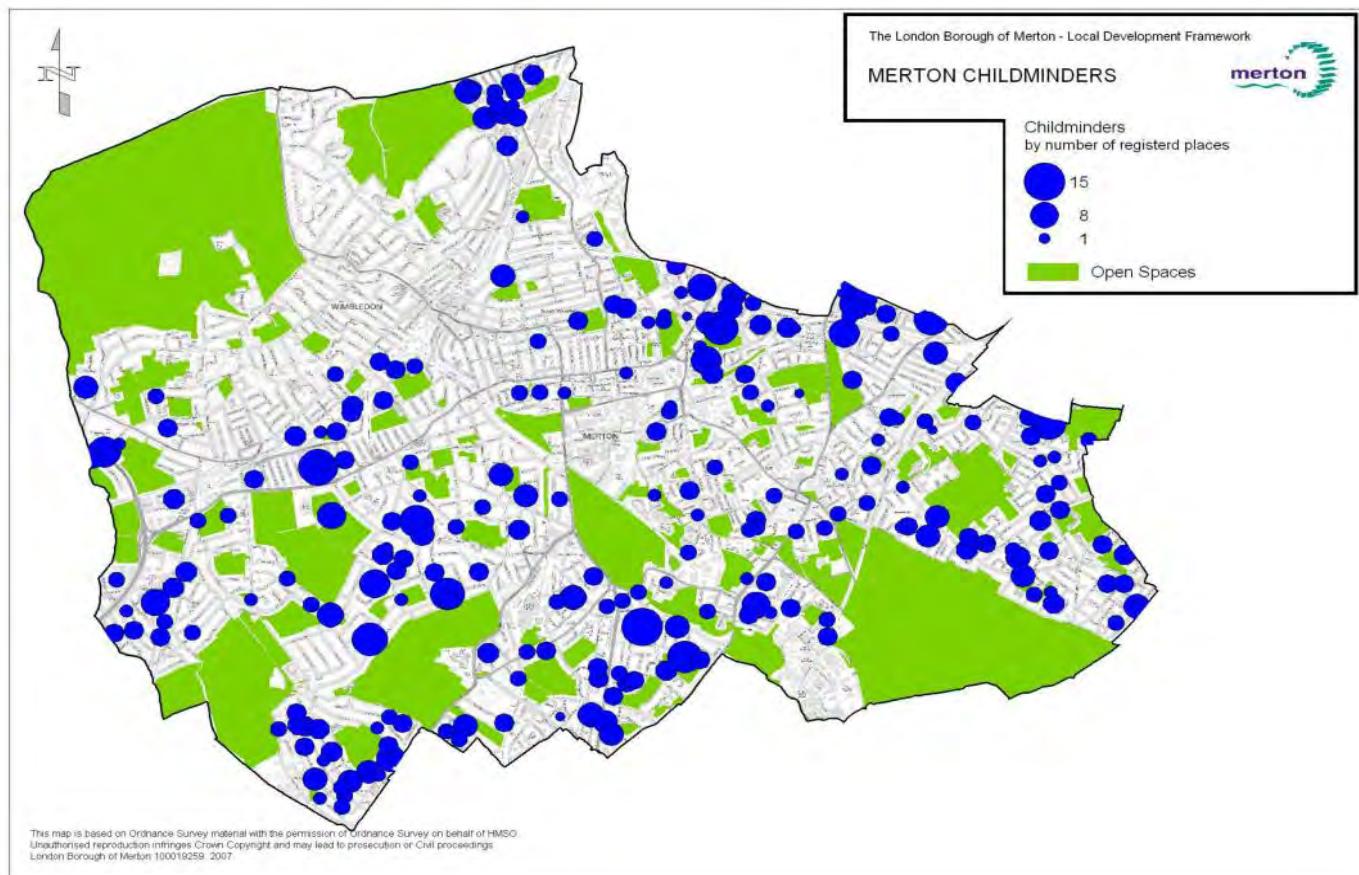


Figure 7.18 Childcare Day Provision

NB. For the purposes of the Infrastructure Needs Assessment, Full Day Care Centres for children (including Children's Centres with childcare on-site or linked) are the primary focus.

7.4.13 Merton carried out its first Childcare Sufficiency Assessment in March 2008, this being a statutory requirement to measure the demand and supply of childcare across the borough. Children's services are planned and delivered across 5 geographical clusters. These cross ward boundaries and are comprised of Super Output Areas (SOA's):

- Cluster 1 - East Mitcham
- Cluster 2 - Mitcham Town
- Cluster 3 - Morden
- Cluster 4 - Central Wimbledon
- Cluster 5 - West Wimbledon

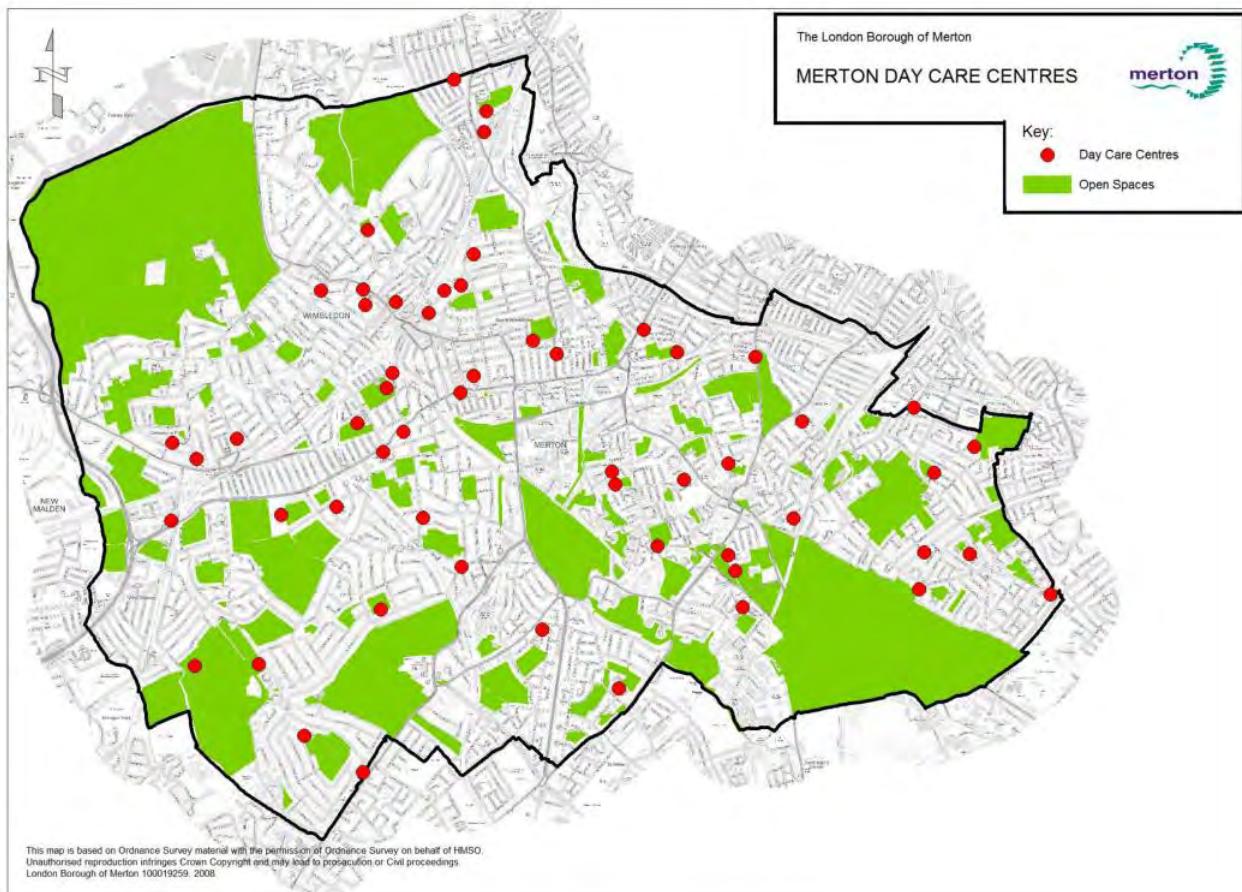


Map 7.19 Merton showing distribution of Merton childminders 2008

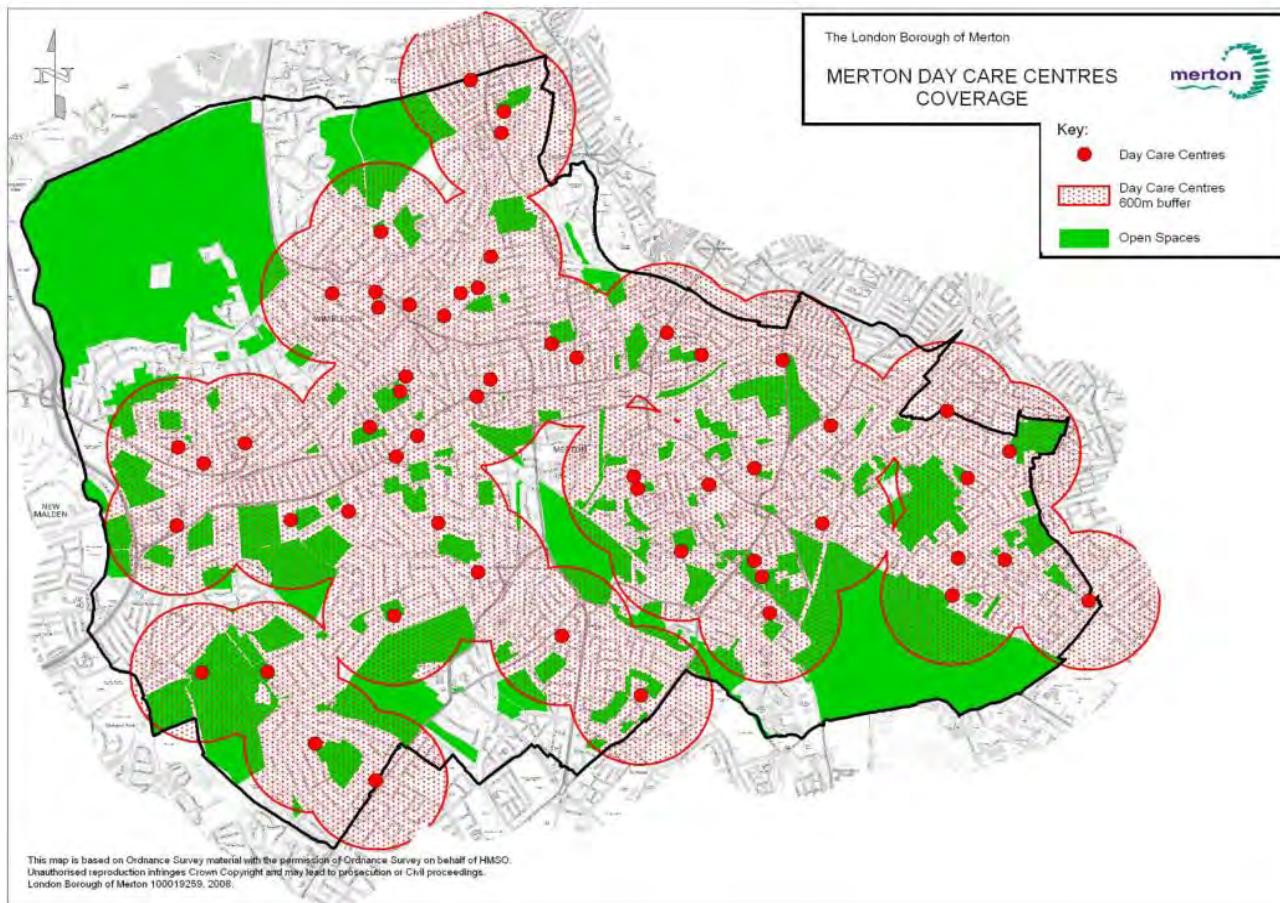
7.4.14 Overall there are 489 childcare providers in LB Merton, of which 312 are childminders and 41 day care providing a total of 2,400 places for Merton's 12,700 children under the age of five. The distribution of childminders can be seen in Map 7.19. It is noteworthy that there are more childminders in Merton than any other form of childcare, with at least one childminder in every SOA. Currently there are 6 childminding places to every 100 children under five.

Table 7.20 Children's day care provision 2007/08

Cluster	Day care and out of school care 2007/08
Cluster 1- East Mitcham	305
Cluster 2 - Mitcham Town	8
Cluster 3 - Morden	393
Cluster 4 - Central Wimbledon	799
Cluster 5 - West Wimbledon	389
Total places	2394



Map 7.21 Children's Day Care 2008



Map 7.23 Children's Day Care within 600m from facility 2008

7.4.15 In order to better understand borough-wide coverage of these facilities, a 600m catchment has been applied to these locations, an approach recommended in Barton et al.'s *Shaping Neighbourhoods: A Guide for health, Sustainability and Vitality* (2003). This approach needs to be applied with caution within the London context and its continuous built-up urban area and is used here for illustrative purposes. It is anticipated that, depending on the nature of the facility, the catchment area has the potential to be considerably broader than 600m.

7.4.16 It can be observed in Map 7.23 that there is a near complete geographical coverage of day care facility across the borough, which is complemented by child minding provision as shown in Map 7.19 that there is a wide range of childcare provision in the borough.

7.4.17 School-based care settings are the most commonly used formal childcare. Significantly, more parents and carers use family and friends to meet some of their childcare needs than any other form of provision. Most parents and carers would like additional childcare, mainly to support their employment.

7.4.18 Naturally, the source of demand for this service is from the 0-15 age group demographic projections. Whilst the regional demographic projections suggest that Merton's population will remain reasonably stable between 2008 and 2012, projections to 2026 indicate that there will be a significant increase in 0-15 year olds in the Colliers Wood ward. Whilst this area is already well served by childminders and there is a presence of day care facilities, it can reasonably be anticipated that there will be an increase in demand for such facilities in the locality to 2026, for which the Council should consider making adequate provision and anticipate an increased level of application for childminder facilities in the locality.

Children Centres

7.4.19 There are 10 Children's Centres planned for Merton, nine of which are due to open during 2008 and 2009. Lavender Children's Centre is the only Phase 1 centre and has been operational since 2005. The Lonesome Primary School Children's Centre will be part of the new Intergenerational Centre due to open in 2009. The planned centres are listed in the table 7.24 Children's Centres in Merton below:

Cluster	Children's centre
1 - East Mitcham	Lonesome Primary School
	Garden Primary School*
2 - Mitcham Town	Lavender London Road*
	Lavender Steers Mead
	St Thomas of Canterbury RC Primary School*
	Haslemere Primary School*
3 - Morden	Aragon Primary School
	Malmesbury Primary School
4 - Central Wimbledon	Merton Abbey Primary School
5 - West Wimbledon	Joseph Hood Primary School and Merton Adult College

Table 7.24 Children's centres in Merton 2008 by Cluster area

Source: *Merton Child Sufficiency Assessment, March 2008*

*Currently have or will have childcare on site/linked

7.5 Leisure

Leisure Centres

7.5.1 There are three Council leisure centres in the borough that are now operated by Greenwich Leisure Limited: Canons Leisure Centre, Morden Park Pools, and Wimbledon Leisure Centre. In addition to this there are also outdoor sporting facilities that are available for hire at Lavender Park and College Pavilion (now transferred to Sure Start) as well as at the YMCA/YWCA in Wimbledon Broadway.

7.5.2 The Council has produced the Merton Sport, Health and Physical Activity Strategy 2006-2009, which aims to deliver improved health, sport and active recreation opportunities for the Borough to 2009. The strategy does not include any provision for additional leisure facilities but rather how leisure activities can be targeted to a wider cross-section of society and how the Borough's existing leisure facilities and assets (e.g. open spaces) can be better used for leisure and recreation. This topic is especially relevant in London given their recognised contribution to improved health and the profile London has gained having won its 2012 Olympic bid. This also has a particular relevance to Merton given the annual world famous tennis tournament held at Wimbledon Lawn Tennis Club as well as the proposed use of the same facility during the 2012 Olympic Games.

7.5.3 The provision of leisure centres and leisure services has become primarily a commercial and competitive private sector activity. Therefore whilst the Council will continue with its innovations in improving access for all to leisure and a wider provision of leisure activities with existing resources, the

Council centres will remain operated contractually and there is no plan or budget allocation to increase the number of public centres in the Borough.

Sports Pitches

7.5.4 The Sport England Playing Pitch Assessment Model, assumes that those over the age of six and below 55 are part of the 'active population'. Merton's 'active population' currently stands at 136,640. This has been used to calculate likely future pitch demand and Team Generation Rates. The active population has been projected by Sport England to increase to 145,860 by 2011, the largest areas of growth in active population being within the eastern wards of Phipps Bridge, Lavender, Figges Marsh, and Pollards Hill according to GLA projections. The wards of Hillside, Dundonald, and Colliers Wood will see a slight decrease in the active population during this period.

7.5.5 Participation in sport is also influenced by age, decreasing, as participants get older. Life stage and family status are also important. An ageing population will tend to increase levels of non-participation, whilst delaying marriage and starting a family will have the opposite effect. Generally, with more demands on people's time due to other commitments, leisure time decreases. "Not having enough time" was a common explanation offered by survey participants for not visiting open spaces. However, time pressure could be a factor in the shift toward more informal forms of team sports like five-a-side football and touch rugby.

7.5.6 Some future trends likely to have an impact on sports pitch policy and maintenance in Merton include:

- Growth in the Borough's 'active population';
- Potential growth in youth sport (currently high latent demand);
- The development of girl's football could follow through into the women's game.

7.5.7 The Playing Pitch Assessment revealed a number of issues around the provision and quality of pitches in Merton. Playing pitches are a vital community resource facing significant challenges to their effective and efficient management. Pressures range from a growing and evolving population, the shifting popularity of different pitch sports, ongoing maintenance of associated equipment and facilities and consistent enforcement of access and charging policies.

7.5.8 Investment decisions in sports pitches must consider the future needs of Merton's residents. Growth and changes in the population and the popularity of various sports manipulate the demand for additional pitches, courts and associated facilities. Demand for pitches and facilities are also driven by trends in female and ethnic sports participation. When responding to the requirements of female sports participants, issues of design, safety and security become very important in encouraging healthy lifestyles for all Merton residents.

7.5.9 While a full range of facilities are available across the Borough, their quality varies considerably depending on their location. The Merton Sport,

Health and Physical Activity Strategy aims to improve the provision and standard of sporting facilities equitably across the Borough. The Council believes that all Merton residents should have access to a variety of quality sports facilities that meet their recreation requirements.

Open Spaces

7.5.10 In 2005 the Council, in line with national Planning Policy Guidance (PPG) 17 Planning for Open Space, Sport and Recreation (2002), updated the Merton Open Space Study (MOSS) of 2002. The results of this study reiterated that Merton has a high proportion of open space in relation to other London Boroughs, with a total of 18% of the Borough taken up by open space against the London average of 10%. The 677 hectares of open space in the Borough provides a ratio of 284 people per hectare, considerably lower than the surrounding Boroughs of Lambeth, Sutton, Croydon and Wandsworth and reflecting the high level of open space in the Borough. Planning and Design for Outdoor Sport and Play (PAD) published in September 2008, upholds the Fields in Trust (FIT) (previously known as the National Playing Fields Association) recommendation that 6 acres of recreational space is required for every 1,000 head of population. Significantly, this level of provision, unlike many other London Boroughs, at 4 ha/000 population is above the FIT standard.

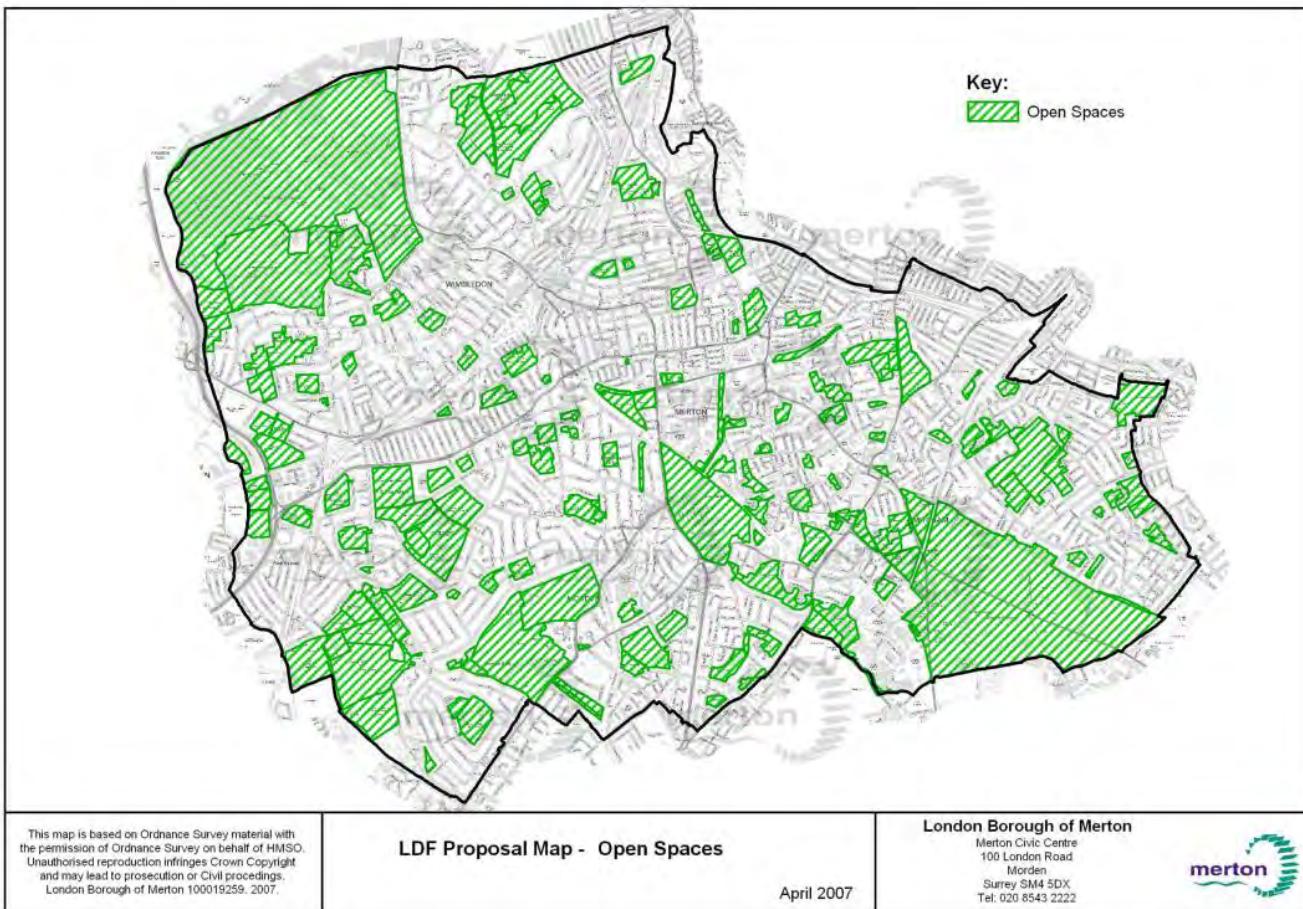
7.5.11 The network of open spaces in the Borough varies considerably in type and includes:

- 2 Metropolitan Parks
- 4 District Parks
- 33 Local Parks
- 28 Small Local Parks

7.5.12 Inevitably, given such a large land coverage being of open space designation, there are qualitative variations of open space provided across the Borough. From the Merton Open Space Study of April 2002 it was demonstrated, nonetheless, that the majority of public open spaces were regarded as 'good' or 'fair', with only 3 open spaces (2 in the east of the Borough and 1 in the south-west – Tamworth Farm Rec; Deer Park Gardens; and Lynmouth Gardens) being regarded as 'poor'. This is a clear indication that the Council is supplying a significant level of good quality open space for the Borough's residents. This position was updated in the 2005 MOSS study, which applied an evaluation matrix to the open spaces in the borough to determine priority wards for investment. Analysing deficiency, range of facilities, quality, population, deprivation, ethnicity, and accessibility. Since 2005 investment has been made in landscaping and open space but there remains a need to refurbish and replace many of the on-site facilities. The priorities are:

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

7.5.13 Whilst the study concluded that there was considerably more open space per capita than the FIT standards, it simultaneously identified areas of open space deficiency, partly due to its uneven distribution. This was particularly the case towards the north west of the Borough (see Figure 5.1: Condition of Public Open Spaces and 4.3: Areas Deficient in Public Open Space, both from Merton Open Space Study, 2002) where a corridor of open space deficiency was identified. This must be treated with caution, however, as it utilised LPAC distance thresholds for open space provision from 1994 and was in advance of the GLA Guide to Preparing Open Space Strategies of 2004. The later – and most relevant – guidance would have increased the distance threshold from the 2 Metropolitan Parks of the Borough to 1.2km each, effectively eliminating the deficiency corridor identified in the north west of the Borough. Whilst an update of this map has not yet been carried out, it is nevertheless clear that there is not a shortage of open space in the Borough nor will there be any significant areas of deficiency. There is therefore only the need for improvement to existing open spaces in light of increasing population projections as well as innovation to reflect the borough's demographic and ethnic profiles. The Borough's public open spaces are also granted the highest level of protection through the current UDP in its policy L6 Public Open Space, which will be updated in the emerging LDF in accordance with national and regional guidance.



Map 7.25 Open Spaces in Merton

Play Facilities

7.5.14 Children and young people need free, inclusive and accessible spaces offering high quality play and informal recreation opportunities and child-friendly neighbourhood environments. Play for young children is important in providing a significant means of socialising with other children outside the school or home environment.

7.5.15 There is great diversity in the understanding of play and therefore in the perceived requirements of play provision. The most common and recognisable public space where children play is in public playgrounds. However, they also play in parks, streets, housing estates, and playing fields – wherever they can, effectively. Almost all open space and public areas have the potential to be places for children and young people to gather and play and ought to be considered as such.

7.5.16 The London Plan's Supplementary Planning Guidance (SPG) document 'Providing for Children and Young People's Play and Informal Recreation' (2008) offers guidance to London boroughs on: providing for play and recreation needs of children and young people under the age of 18; the use of benchmark standards in the preparation of play strategies; and in the implementation of Policy 3D.13 as set out in the London Plan Spatial Development Strategy for Greater London Consolidated with Alterations since 2004. It is a companion to the Mayors Guide to Preparing Play Strategies (2005). The Government's 'Children Plan' (2007) announced a review of statutory planning guidance. Following this, 'Fair Play', the government's consultation on the national play strategy, was launched in April 2008. It is designed to encourage Play England's key messages: that the government wants "a variety of places for play, free of charge, supervised and unsupervised, in every residential area ... and children and young people to have a clear stake in public space – their play to be accepted by their neighbours". DCMS will work with the DCLG and Department of Transport to include a stronger focus on spaces available for play. The National Play Strategy was officially launched in December 2008 and National Play indicator N199 added April 2009.

7.5.17 Play England with Ashley Godfrey Associates and INSPIRE have developed a set of 4 local indicators for play provision which aim to measure access to spaces and facilities for children and young people to play and informal recreation which pass the 3 frees test (free of charge, free to come and go and free to choose what they do whilst there).

Indicator	Method of generation
Indicator 1: Participation	Household survey
Indicator 2: Access to a variety of facilities and spaces	MOSS, play strategy audits and GIS Mapping
Indicator 3: Quality of facilities and spaces	Quality assessment tool
Indicator 4: Satisfaction	School survey

Table 7.26 Local Indicators for Play

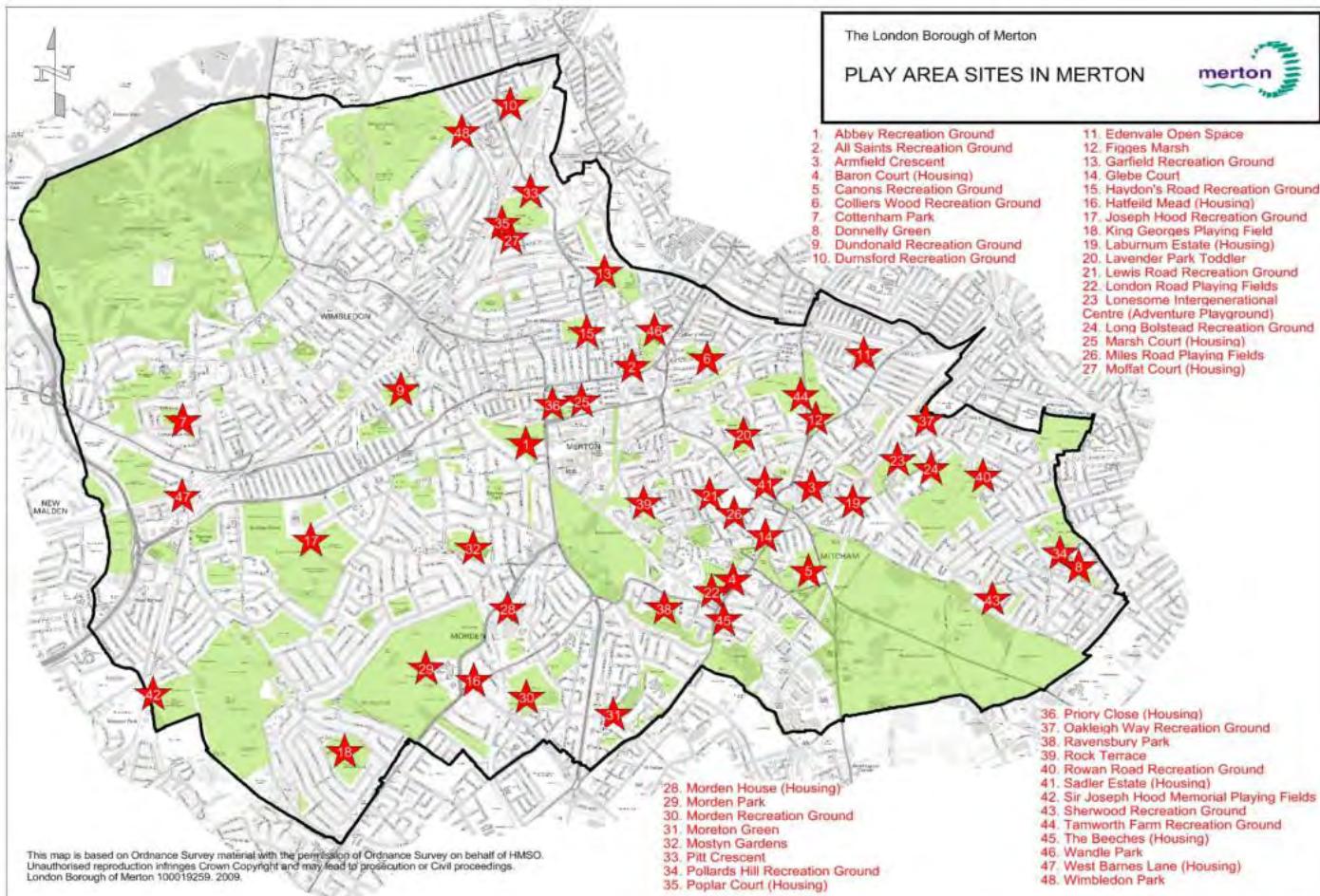
7.5.18 The specific spaces that need to be covered within play strategy audits are:

Type of space	Definition	Distance Criteria	
		Walking distance (m)	Straight line distance (m)
Type A - Door step spaces and facilities for play and informal recreation	A small space within sight of home, where children, especially young children can play within view of known adults	100	60
Type B - Local spaces and facilities for play and informal recreation	A larger space which can be reached safely by children beginning to travel independently and with friends without accompanying adults and for adults with young children to walk to with ease.	400	240
Type C - Neighbourhood spaces and facilities for play and informal recreation	A larger space or facility for informal recreation which children and young people used to travelling longer distances independently can get to safely and spend time in play and informal recreation with their peers.	1000	600

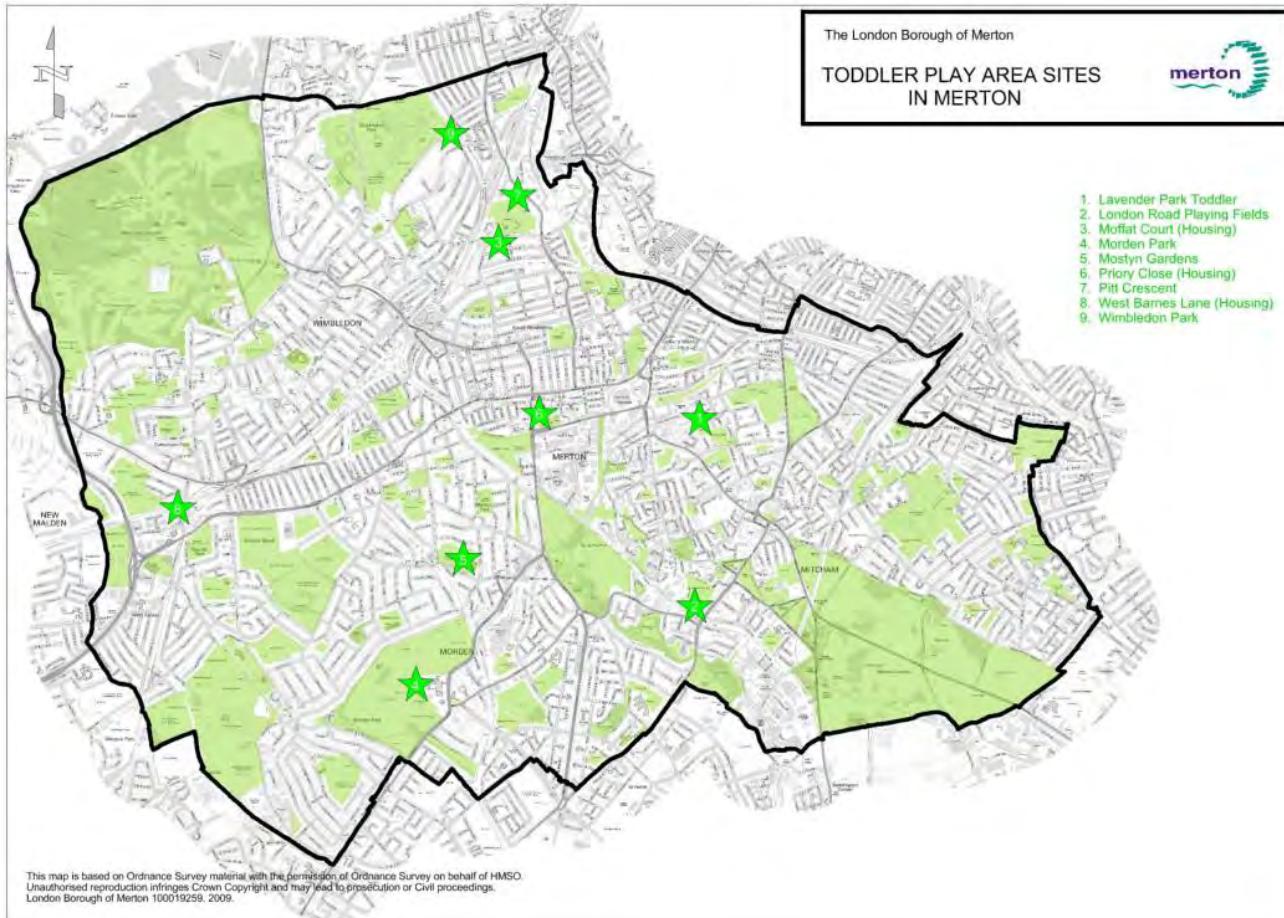
Table 7.27 Play England's 2008 Guidance on play space and distance thresholds for catchment areas

7.5.19 In 2006 Merton had 92,243 children and young people under the age of 19. The population is projected to reduce to 91,855 by 2026 (GLA Population projection 2007, PLP Low - Merton). To cater for this population of young people, of Merton's 67 parks, 42 are equipped with play areas managed by the Green Spaces Team. 37 of these have some play equipment suitable for under 5's, 36 for under 12's and 13 for over 12's. In addition 10 further play areas are located on housing estates managed by the Council.

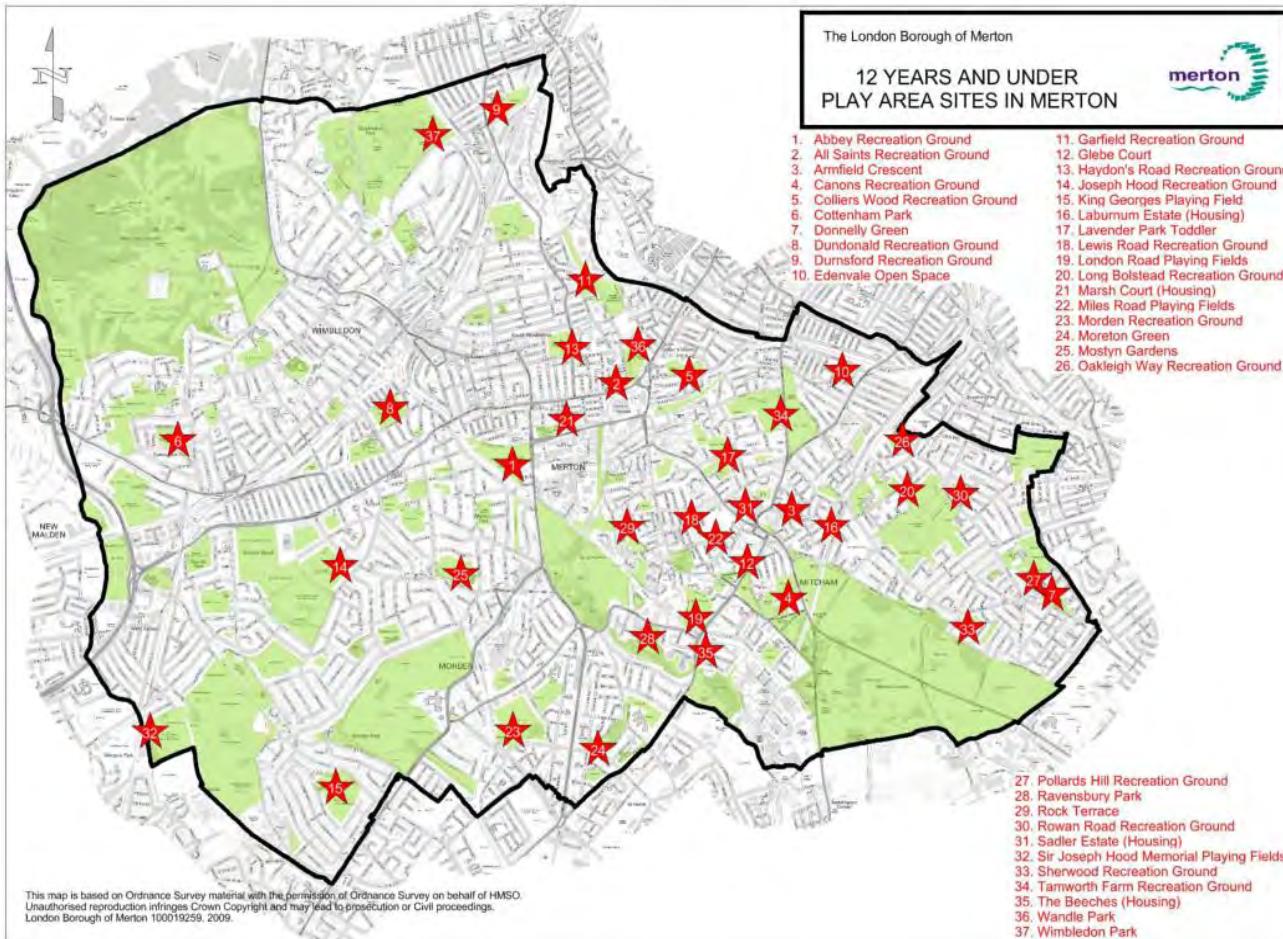
7.5.20 The following maps show the existing local and neighbourhood spaces and facilities for play and informal recreation in Merton and then sites identifying facilities by age groups: toddler, under 12's and 12 years and older.



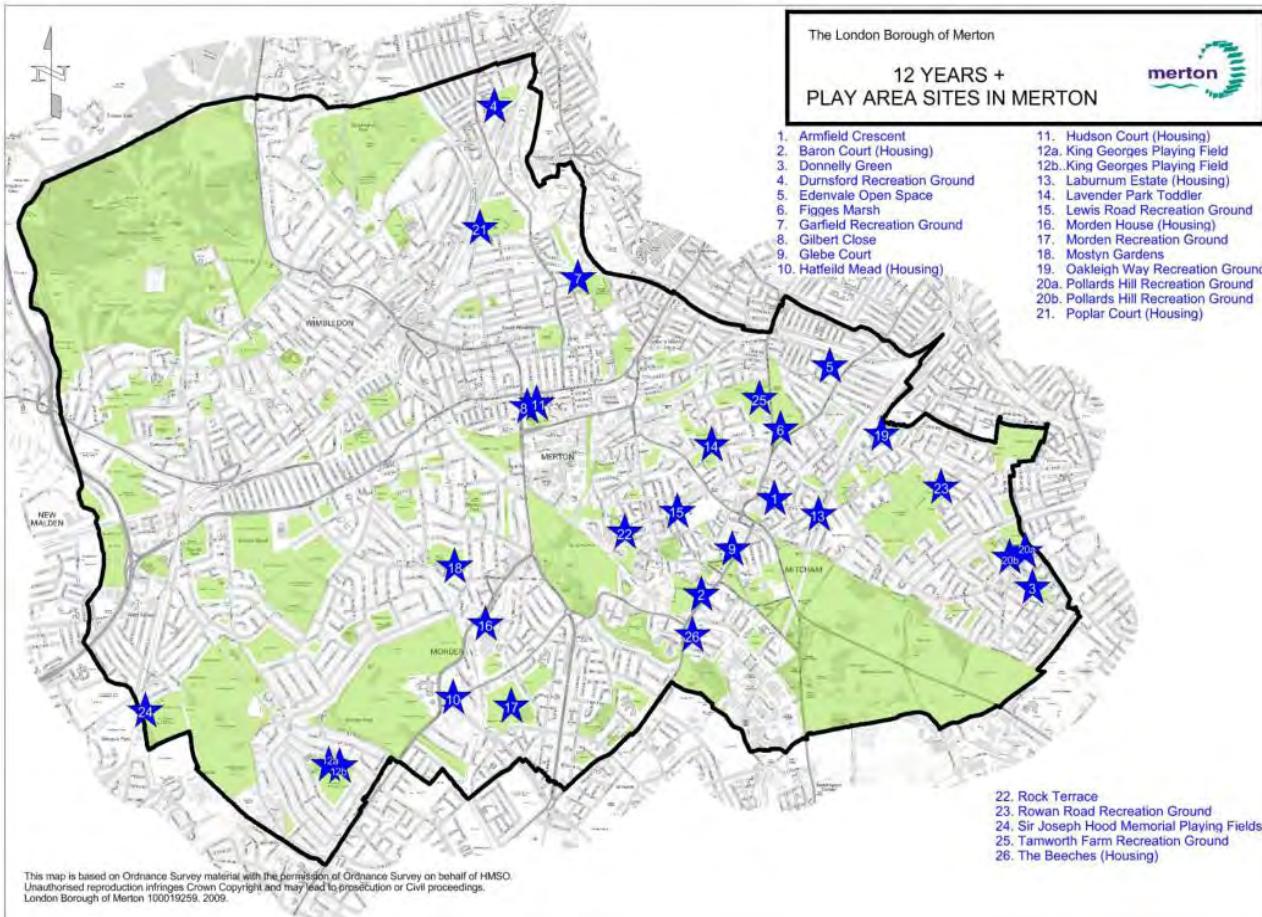
Map 7.28 Play Areas in Merton



Map 7.29 Play sites that offer facilities for toddlers



Map 7.30 Play areas offering facilities for under 12's



Map 7.31 Play areas offering facilities for 12 years plus

7.5.21 In 2007 Merton published its first play strategy entitled 'Free Play Strategy 2007-2012'. This focused on developing self-directed or free play through a co-ordinated approach by Merton and its partners to develop opportunities for all children up to the age of 19 (and 24 with a disability). It was developed after consultation with young people, parents, carers and organisations with an interest in play. It was approved by the Children's Trust in September 2007 and supports Merton's 'Children and Young People's Plan' (CYPP) as part of Merton's commitment to provide a range of positive activities for all children and young people.

7.5.22 A play value assessment was carried out in 2007. Three tools were used to assess the 42 areas of play:

- The National Playing Fields Association (NPFA) Play Value Assessment tool (site features, equipment and play co-operation);
- Independently carried out annual health and safety inspection; and,
- 3 yearly risk assessments.

7.5.23 From the results of this assessment, the best play spaces and those in need of upgrade were identified as follows.

Highest scoring play spaces	Spaces in need of refurbishment
Tamworth Recreation Ground Play Area and Teenage Area	Lavender Park, Mitcham
Rowan Road Recreation Ground Play Area and Teenage Area, Mitcham	Pollards Hill Recreation Ground, Mitcham
King George's Playing Fields, Morden	London Road Playing Fields, Mitcham
Colliers Wood Recreation Ground, SW19	Long Bolstead Recreation Ground
Sir Joseph Hood Memorial Playing Field, Motspur Park	Sherwood Recreation Ground, Mitcham
	Shaven-Ravensbury Park, Mitcham
	All Saints Recreation Ground, SW19
	Edenvale Open Space, Mitcham
	Joseph Hood Recreation Ground
	Oakleigh Way Recreation Ground, Mitcham

Table 7.32 Best play spaces and those in need of upgrade 2008

7.5.24 The Council has a programme of works for those areas in need of upgrade. Improvements have been made to Long Bolstead, Lavender Park

and Ravensbury Park in 2009 and work is scheduled for Pollard's Hill recreation ground. Refurbishment is funded by a combination of Merton's capital funding, Big Lottery funding, and contributions through planning obligations (s.106 agreements). The Free Play Strategy sets out six aims to support positive play opportunities in Merton, including the need to develop and improve the quality of play (playable) spaces across the borough. The Merton Play Partnership Steering Group was formed in 2008 to deliver the recommendations of the strategy.

7.5.25 The Department for Children Schools and Families is investing significant funding in play as part of a three-year programme from 2008-09 to 2010-11 known as the Play Pathfinder Scheme. Merton's bid was successful as part of Wave 2 of the Pathfinder programme and will receive £2.1 million capital and £500k revenue funding to develop an adventure playground and a minimum of 28 play areas by 2011. A site has been chosen for the adventure playground at Eastfields in Mitcham and the Council is currently drawing up a programme of works for the delivery of play space projects across the borough.

7.5.26

Youth Centres

7.5.26 There are currently six youth clubs across the borough that operate during the evenings and weekends. The council runs three of the youth clubs and commission open access centres at Uptown, John Innes and Endeavour. Young people want access to gyms, arts, team sports and sites where they can relax and feel comfortable with their peers.

7.5.27 At the end of 2007 the Eastfields youth club was closed to make way for the new train station. It is planned that a new Intergenerational centre will replace this centre in a nearby location in Eastfields in early 2010.

Youth centre	No of places
Phipps Bridge	40
South Wimbledon	50
Pollards Hill	50
Wyvern	60
John Innes	50
Endeavour	40
Total	290

Table 7.33 Youth centres in Merton 2008

7.5.28 The 'Merton Community Plan for Young People' (2010 – 2015) identifies the 5 key areas of concern expressed by young people (crime, bullying, bad behaviour, drug use and pushers and not enough being done for

young people) and sets out priorities for improving services for its young people. These include:

- Improving the health of young people;
- Building their resilience;
- Enabling them to feel safe;
- Safeguarding their welfare;
- Raising attainment and reducing inequalities;
- Engaging and involving young people in decision making;
- Preparing young people for the transition to independence and economic productivity.

7.5.29 The Merton Community Plan for Young People is supported by a number of other key strategies and documents:

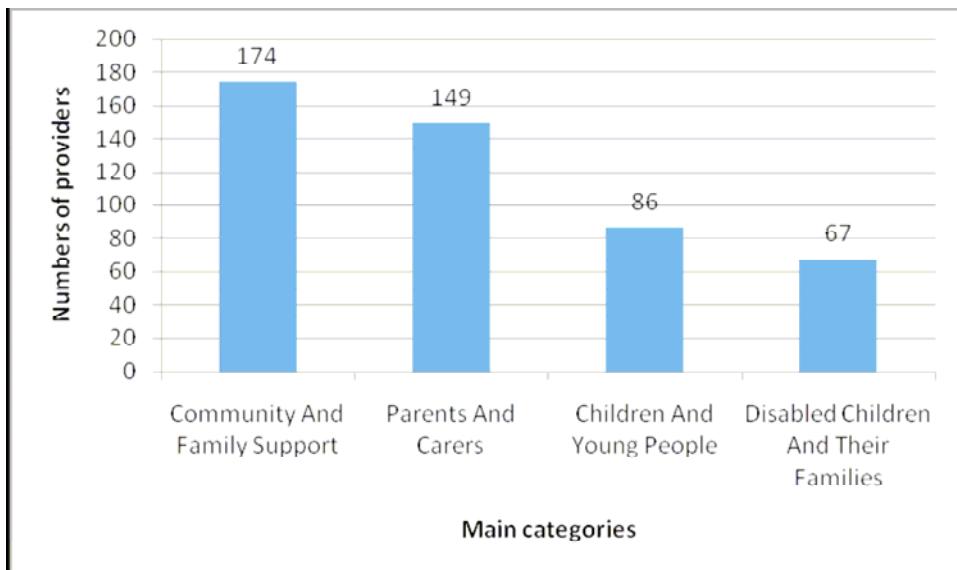
- Children and Young People Plan 2007-2010;
- Youth Service Plan;
- Youth Justice Plan;
- Sport and Physical Activity Strategy;
- Volunteering Strategy.

7.5.30 An important element in implementing 'The Merton Community Plan for Young People' and other key strategies is developing a greater awareness of the needs and aspirations of young people and their parents, of the services that are currently available and where improvements are needed. This research contributes to this knowledge base. However it also explores some of the difficulties in consulting young people and their parents, in determining what is meant by sufficient positive activities and makes recommendations that will help Merton to improve its offer for young people.

7.5.31 Data gathered during the course of research from existing databases identified a total of 658 providers on the Standard Industrial Classification (SiC) Database, of which 343 had Merton addresses, with others as far afield as London EC1, Staffordshire and Norwich. It is possible that some of these providers may have a local presence and/or may provide on-line services. Not all of these providers offer activities for teenagers, and the Families Information Services (FIS) is currently working on categorising providers and services, based on target group and activity-type. Refer to graph 7.34 below.

7.5.32 The SiC database has broad categories for 476 of the 658 providers on its database, as follows:

- 174 (37%) offer community / family support;
- 149 (31%) work with parents and carers;
- 86 (18%) work with disabled children and young people;
- 67 (14%) work with disabled children and their families.

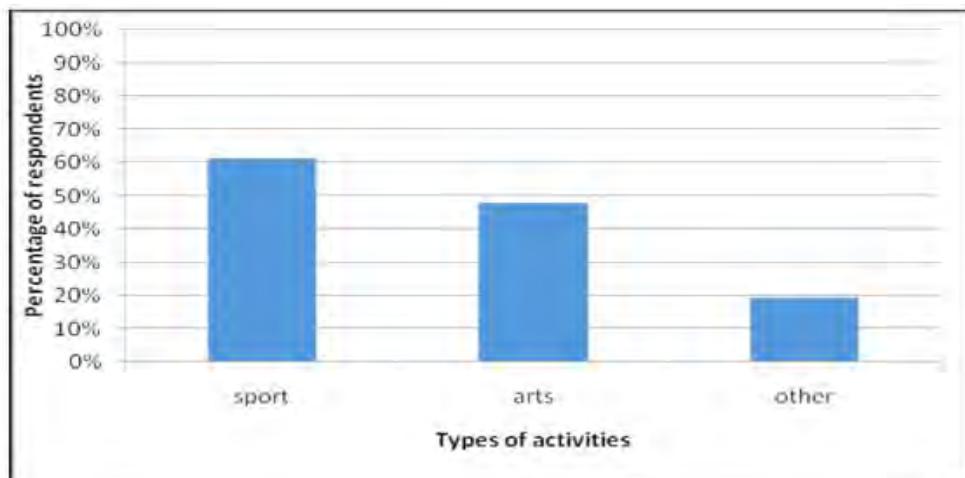


Graph 7.34 LB Merton review of youth activities June 2008

Source: Merton FIS,SIC

7.5.33 Demand for activities was assessed based on data provided both by parents through the 2008 Child Sufficiency Assessment (CSA) questionnaire and by young people through the on-line survey and the focus groups.

7.5.34 Parents were asked about activities in which their children participated. Sporting activities were the most popular, with 61% of all respondents stating that their teenage children were involved in some type of sport. 48% of respondents' teenage children participated in arts activities and 19% participated in other activities.

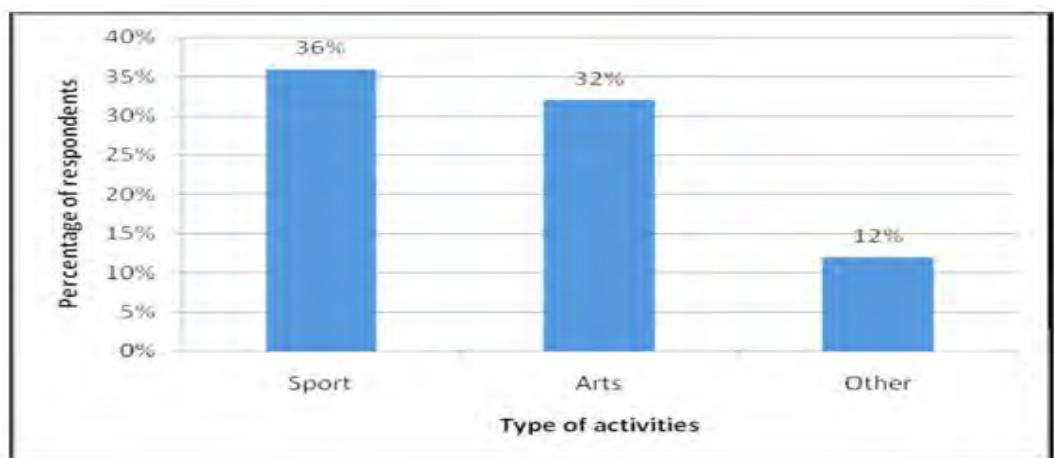


Graph 7.35 Young People's current activities – identified by parents

Source: LB Merton Review of Youth Activities June 2008

7.5.35 58% of young people that responded to the electronic survey stated that they were involved in out of school activities of some sort, with a number involved in more than one type of activity. Responses were broken down as follows:

- 36% of young people stated that they were involved in sports activities;
- 32% of young people stated that they were involved in arts activities;
- 12% of young people stated that they were involved in other activities.



Graph 7.36 Young people's activities – identified by youths

Source: LB Merton Review of Youth Activities June 2008

7.5.36 Information gathered from focus groups confirmed that a number of young people preferred not to participate in any formal activities.

	Current Activities		Activities Requested	
	Parents views	Young peoples views	Parents views	Young people views
Percentages shown are percentage of respondents				
Sports	61%	36%	44%	40%
Gym	9%	13%	36%	30%
Team/other team sports	9%	17%	25%	25%
Football	15%	N/A	30%	N/A
Cycling	3%	10%	29%	24%
Martial arts	7%	4%	22%	19%
Skateboarding	2%	4%	18%	10%
Swimming	8%	6%	1%	4%
Tennis	3%	0	2%	0
Arts	48%	32%	41%	32%
Cinema	17%	23%	25%	33%
Art & design	2%	4%	20%	26%
Dance	10%	11%	23%	24%
Drama	7%	8%	28%	23%
Film-making	0.4%	3%	25%	20%

Music & choir	12%	7%	19%	16%
Other	19%	12%	16%	28%
Special interest	0%	3%	0%	17%
Youth centres	2%	12%	0%	14%
Other	2%	10%	1%	12%
IT/web design	1%	3%	28%	12%
Language	0%	4%	0%	11%
Faith based	0%	10%	0%	10%
Scouts/guides/woodcraft	14%	4%	12%	9%
Debating	0%	2%	11%	8%
Environment	0%	1%	8%	6%

Table 7.37 Gap Analysis 2008

7.5.37 The gap analysis carried out indicated that the views of young people and their parents were broadly consistent.

7.5.38 The Youth Team aim to:

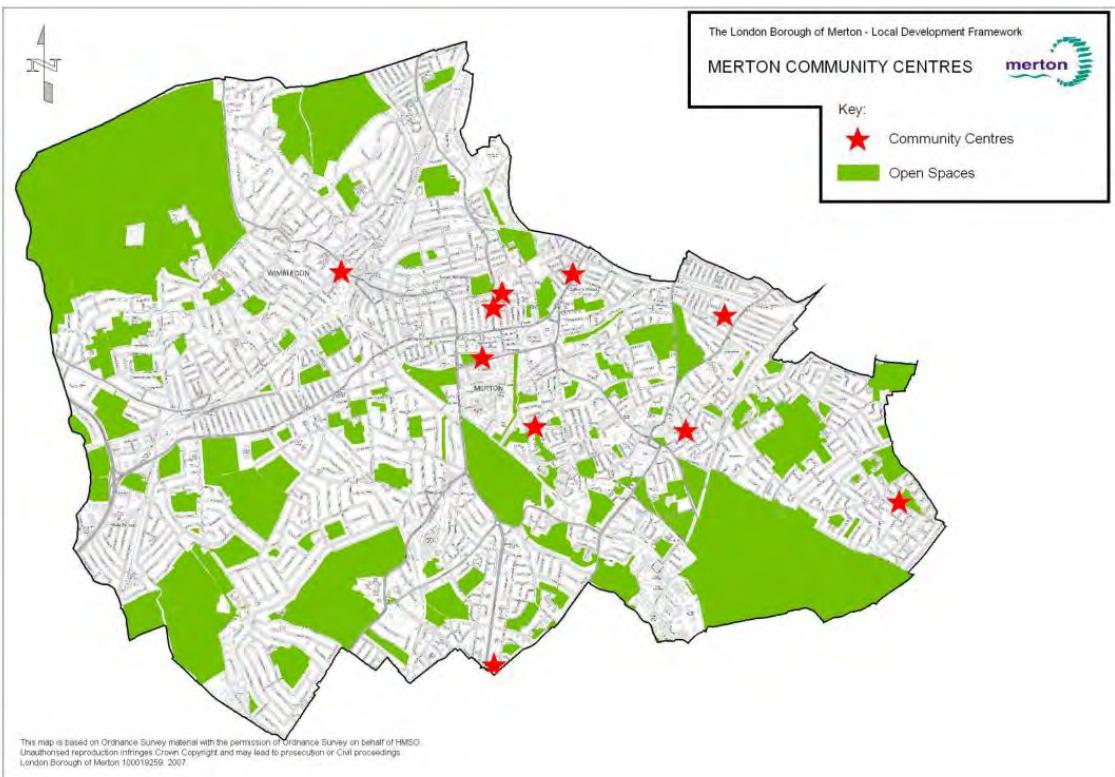
- Provide sufficient activities and places to go for young people.
- Reduce the barriers to access particularly by making sites accessible using public transport.
- Ensure community cohesion with the intention to encourage youth to build up friendships locally. This will require universal provision of centres throughout the borough.
- Prioritise spending towards those areas in greatest need of facilities.

7.6 Community

Community Centres

7.6.1 Merton currently has 8 Community Centres and 2 Community Resources, the majority of these (9) being located in the eastern section of the Borough. These centres are used for a variety of health, education and social purposes and are regarded as a valuable asset by local populations.

7.6.2 From Map 7.38, the spatial distribution of community centres below, it can be noted that the west of the borough does not experience the same level of access as the east.



Map 7.38 Spatial distribution of Community Centres in Merton 2008

7.6.3 Community centres should be designed to enable different client groups to share facilities where appropriate. Merton's community centres are used to host a variety of activities for a range of residents from lunch clubs and art classes to exercise classes and meeting rooms for local groups. These centres are a valuable asset to many sections of the local community and results from public consultations show that many groups feel that currently there is an under provision in the area. There are informal facilities that provide meeting spaces across the borough: Public houses, club houses, museums and other facilities such as the YMCA can also contribute but there is no formal record of function rooms for the Council.

7.6.4 In 2008 Merton secured £1.5 million from the London Development Agency to develop the country's first purpose-built intergenerational centre. The centre aims to provide a range of shared services and facilities under one roof for older people, children and young people across the borough. It will give Merton an opportunity to explore and demonstrate the effectiveness of intergenerational work with families, extended families and all age groups, coming together to learn play and interact. The new building is situated in Eastfields, Mitcham near Mitcham Eastfields Station between Lonesome Primary School and St Mark's Church of England Academy.

7.6.5 Although the Council has considered the possibility of a new auditorium or civic hall in Wimbledon town centre this has not been confirmed. The site under consideration for the facility is known as P4 and whilst no town centre strategy exists the use remains undecided.

Libraries

7.6.6 In addition to the traditional core service of lending books and providing information, the role of the borough's libraries has been promoted via various government documents and agencies to support informal learning, community cohesion, and a raft of other crosscutting agendas. This is reflected in the role of library staff, moving from passive service providers to active promoters.

7.6.7 In this context, Merton Libraries (& Heritage Services) seeks to provide access to reading for pleasure, leisure and study; access to information (council and all areas of knowledge, as well as targeted for informal learning); activities to support informal learning (e.g. participation in national initiatives such as Bookstart, Summer Reading Challenge, Skills for Life Programmes). It is seeking to improve its information services and access to information (e.g. compiling and maintaining an online Directory of Information for people aged 50+), and linking to partner agencies in the delivery of services (e.g. health visitors and Pre-School Learning Alliance for delivery of certain Bookstart materials), incorporating Children's Centres in some of the libraries etc. All of these goals place an emphasis on partnership working with other services and agencies to deliver services in a joined-up and meaningful way, whilst remaining cost effective. Examples of partners for future library provision and management will include Merton Adult Education, Internet Exchange, PCT, and Adult Social Care. A successful example of partnership working has already been realised at Pollard's Hill, a Big Lottery funded project where not only a wide range of learning activities will be delivered in partnership with others but a programme of community engagement will be undertaken, with the goal of the community ultimately managing the service. This has provided a template of how the Council envisages the future library service provision, however this will be dependent on revenue budgets and new ways of working.

7.6.8 The Library Service is a statutory service under the Public Libraries and Museums Act 1964, where it is stated that the local authority should provide a "comprehensive and efficient service". Whilst what constitutes a comprehensive and efficient service is not clarified, it is set out that the core service should be the lending of books and access to information. In 2000, Public Library Service Standards (PLSS's) were introduced and gradually included as part of the performance indicators (PI's) a local authority would be assessed against. These standards were as follows:

Public Library	Standard	Merton meets requirements
Proportion of households living within a specified distance of a static library	Outer London: 99% within 1 mile	Yes
Aggregate scheduled opening hours per 1000 population	128 hours	No

Percentage of static libraries providing access to electronic information resources connected to the internet	100%	Yes
Total no of electronic workstations with access to the internet and the libraries catalogue per 1000 population	6	Yes
Percentage of requests for books met within (a) 7 days, (b) 15 days, (c) 30 days	(a)50% (b)70% (c)85%	Yes
No of library visits per 1000 population	Outer London 8,600	No
% Of library users 16+ who view their library service as good or very good	94%	No
% Of library users under 16 who view their library service as good	77% (changed to 90% in 2007) (16% increase to 89% in 2007)	No
Annual items added through purchase per 1000 population	216	Yes
Time taken to replenish the lending stock	6.7 years	No

Table 7.39 Merton's Public Library Service Standards 2008

Merton Public Library Service Standards (PLSS) 2008

7.6.9 In addition to the above other performance benchmarks have been available, such as the floor space per 1000 population, however these have not been applied in the borough.

7.6.10 In April 2008 the performance framework was updated for local authorities, rendering previous PLSS's outdated and initiating a new, overarching method of performance calculation as follows:

7.6.11 N19: percentage of the adult population (16+) in a local area who say they have used a public library service at least once in the last 12 months (physical visit, on-line access, or through an outreach visit).

7.6.12 It is up to each authority to identify its own indicators to support the achievement of this main indicator and therefore the previous indicators will remain in place as an informative. These indicators will be applied to the borough's library facilities, which are set out in the Table 7.40 below:

Library	Floor Space	Notes
Wimbledon	1953 m ²	Busiest library in Merton
Mitcham	1171 m ²	Refurbished 05/06
Morden	998 m ²	Refurbished 05/06
Raynes Park	500-600 m ²	New library opened Sept 05
Pollards Hill	490 m ²	Big lottery funded - work starts Oct 08 on extension/refurbishment , programme of new learning and community engagement.
West Barnes	396 m ²	Under review for provision of a children's centre
Donald Hope	388 m ²	Rented building, lease break due 2010. Potential for Brown & Root library.
Aragon	No info available	Public library set up as part of Extended Schools, 2004.
Heritage	Approx 80 m ²	Current proposal to move to Morden Library
Total	6026 m²	(Approximate and excluding Aragon)

Table 7.40 Merton's library facilities

7.7 Emergency Services

Police Stations

7.7.1 The Metropolitan Police Service is responsible for policing across the borough with the frontline police role undertaken by the Merton Borough Operational Command Unit.

7.7.2 Currently there are three main police stations within Merton – Wimbledon, Morden and Mitcham – with 380 Police Officers, 96 Police Community Support Officers (PCSO), 65 police staff and 10 custody cells based in Merton.

Site	Police Service Base	Contact point from counter	Opening hours
Wimbledon Police Station	Patrolling; 10 custody cells; Senior management team; 3 Safer Neighbourhood bases	Yes	24/7

Mitcham Police Station	Patrolling 5 Safer Neighbourhood teams	Yes	24/7
Morden Police Station	5 Safer Neighbourhood teams	Yes	Mon-Fri 8am – 4pm
70 South Lodge Avenue, Pollards Hill	2 Safer Neighbourhood teams	No	N/A
Alliance House, 28 Prince George's Road, Raynes Park, SW20	3 Safer Neighbourhood teams	No	N/A
1 O'Clock Club, Wimbledon Park, Home Park Road, SW19	2 Safer Neighbourhood teams	No	N/A

Table 7.41 Police locations in Merton 2008

Source: Metropolitan Police Estate (2007) Asset Management Plan – Merton.

7.7.3 The police presence within the borough will continue to face a number of policing challenges, some of this high profile including the All England Tennis Championships taking place in Wimbledon every summer, with thousands of daily visitors coming to the borough putting a strain on police resources.

7.7.4 In addition to Merton's sites there is also a police base located on the border of Merton that serves the Tooting Area and is under Wandsworth Borough Operational Command Unit administration. 8 Safer Neighbourhood Officers are based at this Tooting location.

Fire Stations

7.7.5 The London Fire Brigade are the responsible authority London-wide for the provision of fire services, consequently also for Merton. There are three fire stations in Merton, as set out in table 7.42 Fire Stations in Merton 2008 below. However, it should be borne in mind that station grounds may not be consistent with borough boundaries as they may include parts of a neighbouring borough. In addition, appliances from stations straddling a borough boundary would be mobilised to the adjoining borough.

Area	Address	Appliances	Operational incidents 2006/07
Mitcham	30 Lower Green West, CR4 3AF	Fire 1 pumping appliance	1104
New Malden	180 Burlington Road, KT3 4RW	1 pumping appliance	818
Wimbledon	87 Kingston Road. SW19 1JN	1 pumping appliance, aerial ladder, 1 incident response unit	897

Table 7.42 Fire station locations in Merton 2008

Source: London Fire Brigade (2007) Merton Borough Profile.

7.7.6 Currently the average response time for the first fire engine is 6 minutes and 2 seconds. On average the second fire engine arrives in 7 minutes and 54 seconds. (Source:) The frequency of fires on a ward basis is shown in Figure 7.43 Distribution by ward of fires across the borough 2006/07 below. It should be noted though that the Fire Brigade also respond to calls involving road traffic collisions, false alarms and other special services, to the extent that fires accounted for only 28% of operational incidents in 2006/07.

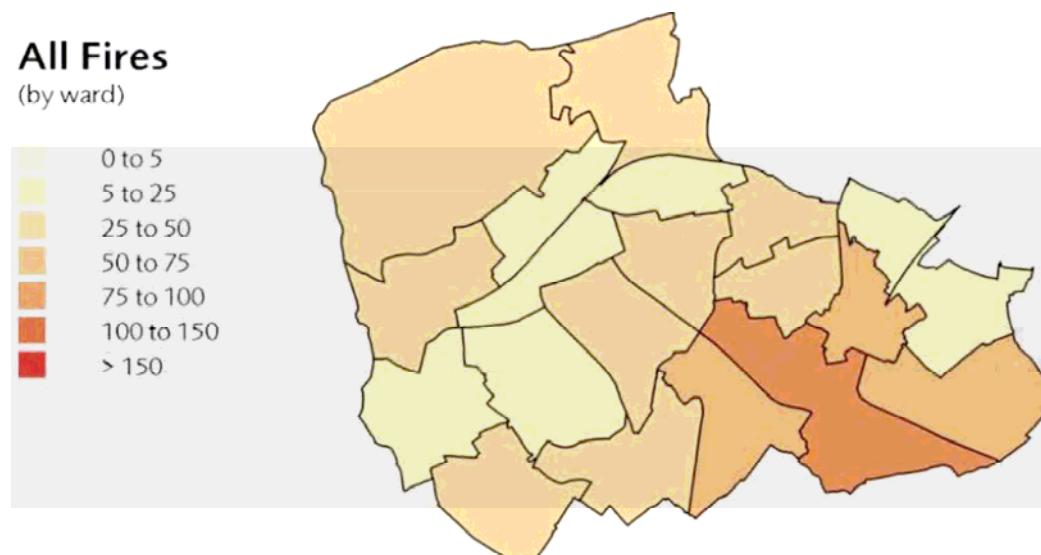


Figure 7.43 Distribution by ward of fires across the borough 2006/07

Source: London Fire Brigade (2007) Merton Profile

Ambulance Services

7.7.7 Of the 88 ambulance stations operated by the London Ambulance Service (LAS) across London, the borough has only one, in Nursery Road, Wimbledon. This is the main base station for emergency calls in the borough. However the Battersea station is managed from the Wimbledon complex, resulting in the following staffing levels at that location:

Wimbledon complex	In post
Battersea Ambulance Station	29
Wimbledon Ambulance Station	35
Complex/based staff	13
Total in post	77

Table 7.45 Wimbledon ambulance complex

7.7.8 There are also local ambulance stations located in adjoining boroughs' but along Merton's border, in New Malden and St. Heliers. These stations are responsible for call-outs beyond the borough boundary but will also be called upon for services within the borough for purposes of efficiency and additionally should an unforeseen need arise (contingency planning). These adjoining stations have the following staffing levels:

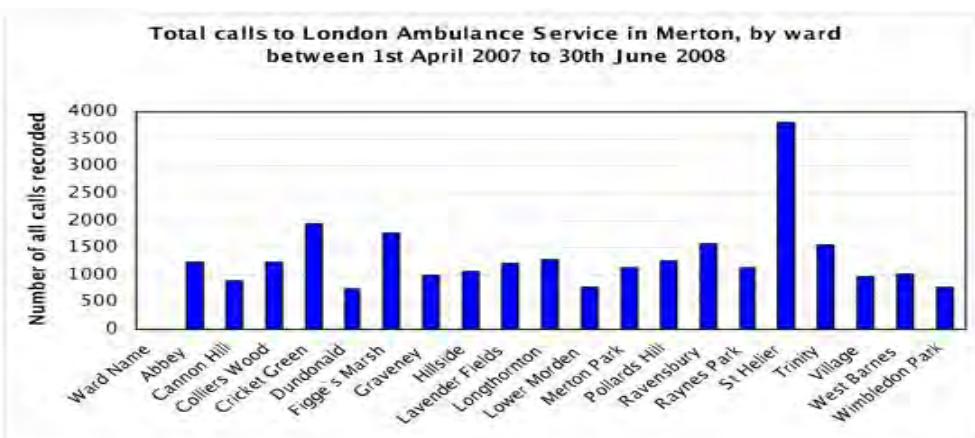
Stations	In post
New Malden ambulance station	37
St Helier ambulance station	53
Grand total	90

Table 7.46 Adjoining ambulance stations

7.7.9 During 1st April 2007 and 30th June 2008, within Merton there was in total over 26,000 calls to the London Ambulance Service with the highest number of calls made from the St. Helier ward, as can be seen in Graph 7.47 below.

7.7.10 London-wide, the arrival on scene within 8 minutes occurs in 75% of cases for Category A emergency calls. These calls account for 31% of all calls in the Sutton and Merton PCT area between 1st April 2007 and 30th June 2008.

7.7.11 However, only around 10% of the Service's patients are in immediate danger of dying with another 10% requiring an immediate response as their condition may deteriorate seriously. Not all these patients are taken to a local A&E as a much wider range of alternative pathways for patients are becoming available.



Graph 7.47 Ambulance Service across Merton between 1st April 2007 and 30th June 2008

Source: London Ambulance Service 2008

8 Future Infrastructure Needs

Future Infrastructure Requirements

8.1 This chapter includes a review of the potential co-location of social infrastructure facilities and is the first stage in the development of applying the Community Infrastructure Levy.

Utilities Infrastructure

8.2 For the purposes of this review it is not anticipated that there will be any significant infrastructure obstacles in terms of water, drainage and sewage provision for development over the core strategy period. Thames water are reasonably confident, based on the minimum housing target for the borough up to 2025, set out in Merton's emerging LDF that they can meet Merton's water resource and sewerage treatment needs. However network upgrades should be anticipated and the scale and cost will be determined by the scale and location of development in the borough. The AMP reports are GIS based on catchment assessments rather than site by site.

Transport Infrastructure

8.3 The Council is proposing transport measures to reduce congestion in Mitcham Town Centre by:

- Improvements to parking, servicing and delivery;
- Expansion of Car Clubs;
- Measures to reduce congestion hotspots and make efficient use of highway capacity.

8.4 Other road proposals include:

- Ongoing maintenance of Merton's strategic and principal road and foot way network.
- Improved provision in Mitcham and Pollards Hill are proposed.
- Station improvements at Wimbledon and Raynes Park and improved interchange at Morden station.
- Tramlink improvements and extensions to Mitcham and Morden.
- There is an aspiration for Crossrail Line 2 (Chelsea-Hackney line) to serve the borough.
- Improvement of pedestrian and cycle facilities and links.
- Investment in streetscene improvements. Between 2010 to 2020 improvements will focus on Mitcham, Morden and Wimbledon.
- From 2021 to 2025 improvements in Colliers Wood, Raynes Park and key movement corridors.

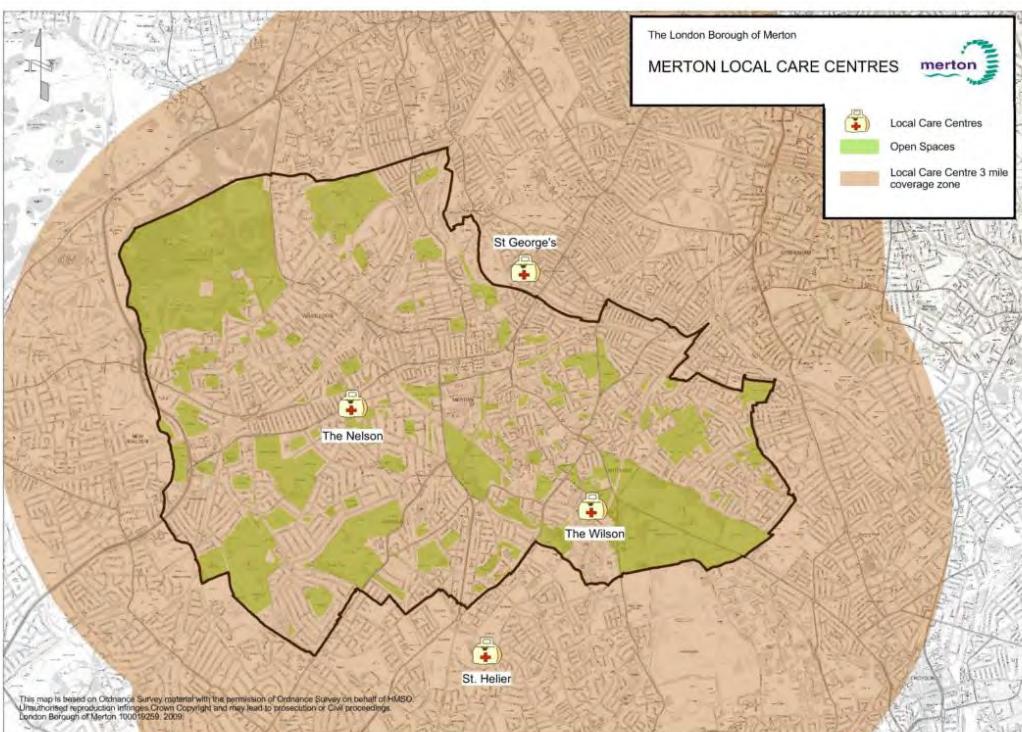
Social Infrastructure

Health

Primary Care – Local Care Centres

8.5 In October 2008 Sutton and Merton PCT published an Outline Business Case for the “Better Healthcare closer to Home” programme which proposes the establishment of four local care centres (LCC's) in Sutton and Merton (two in each borough), strengthening primary and community care provision in the area, and bringing some traditional hospital services closer to residents' homes and promoting healthier living.

8.6 The Local Care Centres would cover the whole population of Merton with all residents living within 3 miles of a LCC. The map below illustrates the spatial coverage if the Wilson and Nelson hospitals become Local Care Centres and a Local Care Centre is established at St. Helier hospital and St George's hospital in our neighbouring borough of Wandsworth.



Map 8.1 Local Care Centres

Source: Spatial and Planning Policy, LB Merton

GP surgeries:

8.7 The most obvious areas of potential deficit would be in:

- Lower Morden
- West Barnes
- Longthornton
- Wimbledon Park

Therefore planning obligations and development opportunities should be focused on addressing this deficiency.

8.8 Other factors for consideration with regards to GP premises that are being addressed are:

- Colliers Wood town centre provision to consolidate two smaller very inadequate premises nearby and support population growth;
- The introduction of a surgery at Rowans High School is proposed to support development and improve access;
- The introduction of a surgery at Mortimer Road is proposed to improve access and support development;
- The improvement of healthcare facilities in Raynes Park and Princes Road area of Wimbledon;
- Joint working with Kingston, Sutton and Croydon could ensure coverage near the borough's boundaries;

Mental Health Care

8.9 The mental health team has expressed a desire to run skills and educational events in a community centre/community resources centre/church hall somewhere in the borough. The intention would be to provide a range of activities, fully integrated with the full community. Currently there is capacity in the current infrastructure provision to house these activities should the funding become available.

8.10 The 2006 audit showed the spatial distribution of the service users, see Distribution of current treatment users across the borough (DAAT Merton Needs Assessment Report, November 2006) which shows that the greatest concentration of need is to the east and the south of the borough. If this trend continues it shows where the future need will be and where the planned expansion will need to take place.

8.11 Aside for the gradual expansion of existing residential units, much of this expanded service will occur in community settings and will therefore have minimal land use planning requirements.

8.12 Current government policy, DoH 2006, DoH 2007 and DoH 2001 promotes independent living for the disabled and those with learning difficulties. This involves moving away from centre-based activities to more outreach activities in the community.

8.13 This could mean reducing the number of day centres in operation; consultation will finish in March 2008 regarding the closure of Eastways or All Saints. Decision will be made later in April 2008 – check outcome of consultation.

8.14 Merton Disability Services also hopes that the borough would be able to provide a Centre for Independent Living by 2010. This is a key factor in national policy and directly involves target users as it is a user led organisation that promotes integrated community facilities.

8.15 At the moment there are no plans for a specific site for the Centre for Independent Living as the feasibility study is underway as to the nature of the service and location. The study will assess issues regarding the need for a physical location but is likely to have a centre to be used as a community hub, perhaps utilising existing stock.

8.16 Therefore there is likely to be minimal impact on land use planning implications over the plan period as at most one new centre would be proposed and possible one or more sites could be offered for development.

Substance Abuse

8.17 The Health Care Commission (HCC) developed their own Needs Assessment in November 2007 – January 2008.

8.18 Further work has been undertaken in re-structuring the Community Safety, anti-social behaviour (ASB) and Substance Misuse teams into a more coherent strategic and operational structure, which will better integrate the work across these agendas. It is anticipated that this re-structure will be complete in early 2009.

Care Homes

8.19 In line with "Our Health, our care, our say: A new direction for community services" (January 2006) there will be an increasing emphasis on facilitating residents' ability to live independently in their own home with outreach services to assist. However, the over 65s population is forecast to increase, hence the potential market for day centres and retirement units is also likely to need to grow.

8.20 The provision of care homes in the borough impacts exclusively upon the retirement age population. The population projection estimates in Chapter 4 of this report have indicated that the borough should anticipate a rise in retirement age population across all of its wards except for two, therefore implying an increased demand across the borough for care facilities. The wards where a notable increase is anticipated are:

- Cannon Hill
- Lavender Fields
- Merton Park

8.21 These wards will not have a facility of this type within their immediate vicinity. Assuming a desire to remain close to home, the Council should

anticipate the potential for an application for this type of development over the Core Strategy period.

8.22 Again the provision of day care in the borough impacts exclusively upon the retirement age population. The population projection estimates in Chapter 4, Population projection scenarios have indicated that the borough should anticipate a rise in retirement age population across all of its wards except for two, therefore implying a demand across the borough for this type of facility. More locally, however, there are anticipated notable increases in:

- Cannon Hill
- Colliers Wood
- Cricket Green
- Dundonald
- Trinity
- West Barnes

8.23 These are areas that the Council should consider are most likely to experience increased need for these facilities and therefore a higher likelihood for applications.

Education

Primary

8.24 Providing primary school places is a London wide issue. In recent years the GLA has forecast the pupil numbers will soon peak with the assumption of a fall in the birth rate. However, the opposite has been the case. The 2007 calendar year birth rate released in July 2008 showed a further rise of 209 births for Merton from 2006. The Education department have used these figures to provide academic year birth figures for 2006/07, impacting on 2011/12 reception year and forecast deficit in school places.

The forecast reception role identifies the following schools will each need to increase by 30 places (1 form entry) at reception year:

- Wimbledon Chase (from 2008/09)
- Holy Trinity (From 2008/09)
- St Thomas of Canterbury (from 2008/09)
- Benedict (from 2009/10)

8.25 It is considered that on the basis of the current data available, the following expansion is also required:

- By 2009/10 1 form entry
- By 2010/11 3 form entry
- By 2011/12 7-9 form entry

8.26 The rise in 2011/12 suggests we need to look at new school options in addition to expansion but the council must be alert to the fact that the

numbers could eventually fall as quickly as they are currently rising. However, the council will carry out a formal search of potential school sites. Considering the costs and planning issues with developing a school the site would need to be suitable for at least 2 form entry.

Secondary

8.27 There are several initiatives that the Council is progressing in order to manage swelling pupil numbers. The Council has agreed that from 2010, an additional four of the eight state funded mainstream secondary schools will have sixth forms (to compliment the four that they already have). This will require temporary accommodation before the permanent built solutions can be put in place, however this will be effective from 2010. The permanent solutions will be funded under the Building Schools for the Future (BSF) programme, a government initiative to rebuild or refurbish all secondary schools over the next 15 years. Whilst acknowledging that there is a need for capacity for additional pupil places, this offers the opportunity for the council to review this required capacity alongside physical improvement of the built stock.

8.28 In addition to the above, there are two further issues affecting the capacity and projected intake for secondary school places. The sharp rise in birth rate that is now affecting the primary school intake (see Para 4.6 and 7.23) and the impact on secondary school place demand. In order for the Council to maintain current pupil retention levels, the Audit Commission recommended 5-10% surplus pupil place range up to 2013/14 to be maintained. The impact of the rise in primary level pupils reaching secondary level education at this point will significantly reduce this surplus should further facilities not be planned and provided and by 2015/16 there will, in fact, be a deficit of places.

8.29 The other factor is the retention rate of pupils within the borough - Merton has quite a high level of out-migration to schools in adjoining boroughs and it is often the case that higher-attaining pupils are being educated beyond the borough boundary. It is imperative to improve the quality of schools and the standards and scope of education to address this issue, this being one of the Council's ambitions. From Year 6 to Year 7 Merton attains 90% of pupils – to provide an indication of additional need for school, to increase the retention rate even by 3% would require another two forms of entry, or approximately 400 pupil places.



Map 8.2 School destinations of secondary school pupils resident in Merton 2008

Source: Education Team, LB Merton

Tertiary Education

8.30 Merton College is scheduled to be a single-site education provider by 2011. The site needs to secure joint use of sports facilities and so the emerging strategies need to support this aim.

Childcare

8.31 It is anticipated that there will be an increase in demand for childcare facilities in the Colliers Wood locality to 2025 for which the Council should consider making adequate provision and anticipate an increased level of application for childminder facilities in the locality.

Leisure

Leisure Centres

8.32 There are no plans to increase the number of public centres in the borough. However, dependent on funding, the Council is keen to provide a replacement facility for the existing Morden park pool and leisure centre. A portfolio of funding sources will be required and development should include planning obligations to support the proposed scheme.

Sports Pitches

8.33 The council needs to address the issues of provision and standards as well as location and demand. A Play Pitch Assessment should be carried out to provide up to evidence on demand and supply of pitches.

Open Space

8.34 In line with Government guidance we will continue to encourage the protection and enhancement of public open space across the borough. A refresh of the Merton Open Space Strategy 2005 should be carried out to provide up to date evidence on demand and to identify all open space and possible deficiencies (if any) within the borough.

Youth

8.35 Youth centres, whilst popular as places to meet friends, are often the location for youth clubs, which tend to have a poor image amongst older young people. Splitting youth club activity into two age groups: 12-16 and 16+ and re-branding them might encourage greater participation. Further consultation with young people could be undertaken to get a clearer idea of their views about current provision and what they would like. Involving young people in the design and planning of youth centre and club activities might also encourage greater involvement.

Community

8.36 The emerging Core Strategy should attempt to encourage additional intergenerational community centres in the west of the borough to address the existing imbalance. Development should take into consideration opportunities for co-location to encourage viable use of space and integrated provision to meet the needs of all sectors of the community.

Emergency Services

Police Service

8.37 In line with regional policy patrol bases are being established in each borough (Metropolitan Police Authority 2007, Property for Policing). A Patrol Base is a flexible warehouse-style building that will accommodate the majority of operational police officers and resources for the borough in one main building. It will also provide garaging for police vehicles and operational parking.

8.38 Progress has been made on the establishment of the Patrol Base as an application was approved in September 2008 (application number 08/P1437) making Merton one of the first boroughs to implement the new policy.

8.39 The Metropolitan Police Service propose that the future Metropolitan Police Estate within Merton will eventually consist of all of the current establishments, except Mitcham Police Station, as well as the following:

- New Patrol Base – Deer Park Rd, South Wimbledon
- A new front counter in Mitcham - to replace the front counter facility at Mitcham police station. This may be on the current site or elsewhere in the area, plans have not been finalised yet.
- New Custody Centre – an extension to Wimbledon police station, which will accommodate all custody cells and related facilities in the borough. Planning permission granted in October 2007.
- New Safer Neighbourhoods bases – will provide accommodation for each Safer Neighbourhoods team currently housed in temporary accommodation in permanent bases, easily accessible to their wards

8.40 The Metropolitan Police Estate (2007) Asset Management Plan – Merton has a plan life of 3 years and will be continually updated.

Fire Services

8.41 There are currently plans to relocate Mitcham Fire Station with pre-application discussions ongoing at the moment with the view to apply for Outline Planning Permission in late 2008 to secure PFI funding. Full application would be submitted in 2010.

8.42 Discussions with the London Fire Brigade have shown that there are no other developments planned for the borough and that their provision projections already incorporate housing increases discussed in the London Plan.

Ambulance Services

8.43 Based on the rule of thumb that the 999 ambulance service treats 1 patient per year per 10 people in the population with future opportunities for co-location with PCT facilities considered for newly built facilities:

- The London Ambulance Service plans to develop an estates implementation plan later in 2008.
- One approach that has been taken elsewhere in the UK has been to move towards roaming vehicles deployed for 'active area cover'. This means that a response vehicle does not need to return to the ambulance station between calls. Currently around half the calls to frontline response vehicles are received en-route. This means that often the crew is closer to the call as they could be near main road or over the other side of the district from the station.
- Other developments could see the response vehicles based at polyclinics or perhaps even in central bases, akin to the MPS' patrol bases, as is done in New York. However, no decisions have been made as to the future location of stations across London. Source: (LAS Strategic Plan 2006/07- 2012/13).

9 Delivery and Implementation

9.1 This study forms part of the evidence base for the Local Development Framework to inform in terms of the physical and social infrastructure need in Merton. The findings of this study will also provide the evidence to refresh the Council's Supplementary Planning document on Planning Obligations.

9.2 The future infrastructure needs identified in Chapter 8, has been used to prepare an infrastructure projects table, which forms part of the Core Strategy. This identifies key projects required to support the delivery and implementation of the Core Strategy. The Council consulted with relevant infrastructure and public service providers, and had regard to their investment and operational plans and contingency planning. The Infrastructure schedule is accurate at the time of writing. However, the nature of projects, model of service delivery, the funding sources and phasing may be subject to change over the lifetime of the Core Strategy. It is therefore necessary to regularly review and update the projects table alongside other monitoring mechanisms, such as the Annual Monitoring Report (AMR). Through the process of monitoring, the council will continue to give appropriate consideration to the level of risk that some of the required infrastructure will not be forthcoming and ways that this might be mitigated or addressed.

9.3 It is recommended that the council consider setting up a mechanism to improve strategic infrastructure planning, possibly using an infrastructure board to set up a regulatory framework, that can monitor coordinated delivery of major schemes and projects to support property development and would establish need and priority for delivery and implementation. More engagement with the energy providers is also recommended, particularly to progress our agenda in sustainable energy generation.

9.4 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. Authorities are expected to continue to advance their infrastructure planning in preparation of the new CIL (due to come into effect in 2010). Some further investigation with the Department for Communities and Local Government (DCLG) and consideration of CIL methodology and associated investment plan is required. Merton will also need to establish the future relationship between CIL and s.106 in funding infrastructure. CIL is designed to permit more generalised infrastructure while planning obligations are intended to mitigate the direct specific impacts of a proposed development.

9.5 Level of commitment, delivery agencies and potential funding sources should be included in the infrastructure projects framework as well as identifying the Core Strategy policies that will support the delivery of the proposed need. The delivery and implementation of the council's physical and social infrastructure will be fully represented as an appendix of the final Core Strategy document.