



Local Development Framework  
London Borough of Merton



# Annual Monitor Report 2005



Improving quality of life  
through spatial planning

December 2005

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London Borough of Merton  
**Local Development  
Framework**  
December 2005



## **Annual Monitoring Report**

Approved by the Council~December 2005

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## Introduction

Under the Local Government Act 1985 and Town and Country Planning Act 1990 local councils were required to produce a Unitary Development Plan (UDP) to guide development by setting out a framework of policies and proposals against which planning applications and development proposals are assessed. It also sets out the ways in which our natural and historic built environments are protected. Merton's current UDP was adopted in October 2003.

In 2004 Government passed new legislation, the Planning Compulsory Purchase Act 2004 to introduce a new planning system called the Local Development Framework (LDF). Under the new system, local authorities are required to produce local development documents to guide development for the next 15 years. The LDF will for the first 3 years incorporate the plans and policies of the adopted UDP but will ultimately supersede the UDP.

The first document to be produced and submitted under the new system was the Local Development Scheme (LDS), which details the programme of implementation of the new framework. Merton's LDS was adopted in 2005. The second document to be produced is the Annual Monitor Report (AMR).

The Town and Country Planning Regulations 48 and Section 35 of the Act outlines the requirements for an Annual Monitoring Report which must be submitted to the Secretary of State by the end of the calendar year (2005).

The role of the Annual Monitor and the role of monitoring is highlighted in governments policy on Delivering Sustainable Development (PPS1) which states that 'local authorities now have the responsibility for reporting on an annual basis the extent to which policies set out in the local development plans are being achieved. The role of local government is not restricted to plan making but to facilitating and promoting the implementation of good quality development'.

The AMR will thus review the actual progress in terms of development document preparation against the timetable and milestones set in the Local Development Scheme (LDS) and assess the extent to which policies in the local development documents are being implemented for the *last financial year March 2004 to April 2005*. This AMR will also set a framework for ongoing annual monitoring of the LDF.

This first Monitor is posed with a number of challenges as the LDF process is still in its early stages and the building of a robust evidence base to support it is ongoing. Also a number of key initiatives, for example Merton's Sustainability Appraisals (SA) are time tabled beyond the submission of the monitor. Some indicators from the SA are used as AMR indicators however in the future SA indicators will be comprehensively monitored to measure significant impacts of plans and policies. It is thus envisaged that the monitoring framework will evolve beyond what is initially outlined in this report.

To assess policy performance, a number of indicators along with targets have been identified at two levels:

- ▶ Contextual level (Merton as a whole)
- ▶ Output or Plan level

It is envisaged that the evidence for contextual indicators may in many cases emanate from special studies undertaken at the national, regional and borough levels. As such these may be updated over a longer time frame. For plan indicators, evidence will be collected and compiled as far as possible by the council on an annual basis. It is anticipated that plan targets may change from year to year



as some may relate to the execution of specific deliverables e.g. development of a particular site.

The AMR draws on a number of key documents:- the Community plan, Neighbourhood Renewal Strategy, The Service Plan, The draft Sustainability Scoping Report; The Sub-Regional Development Framework (SRDF); Best Value Performance Indicators (BVPI); ONS census data and customer surveys and a host of technical studies undertaken by the council.

For convenience and flow the AMR is presented in 15 chapters on a topic basis.

**Chapter 1** provides a broad socio-economic overview of the borough and the people who live in Merton.

**Chapter 2** Over Arching Sustainable Development Strategic Policies;

**Chapters 3-11** presents a review and assessment of policies in (3) Housing (4) Community Facilities; (5) Employment; (6) Shopping, Town Centres and Urban Regeneration; (7) Transport (8) Open Space (9) Built Environment; (10) Natural Environment; (11) Environmental Protection.

**Chapter 12** covers S106 obligations

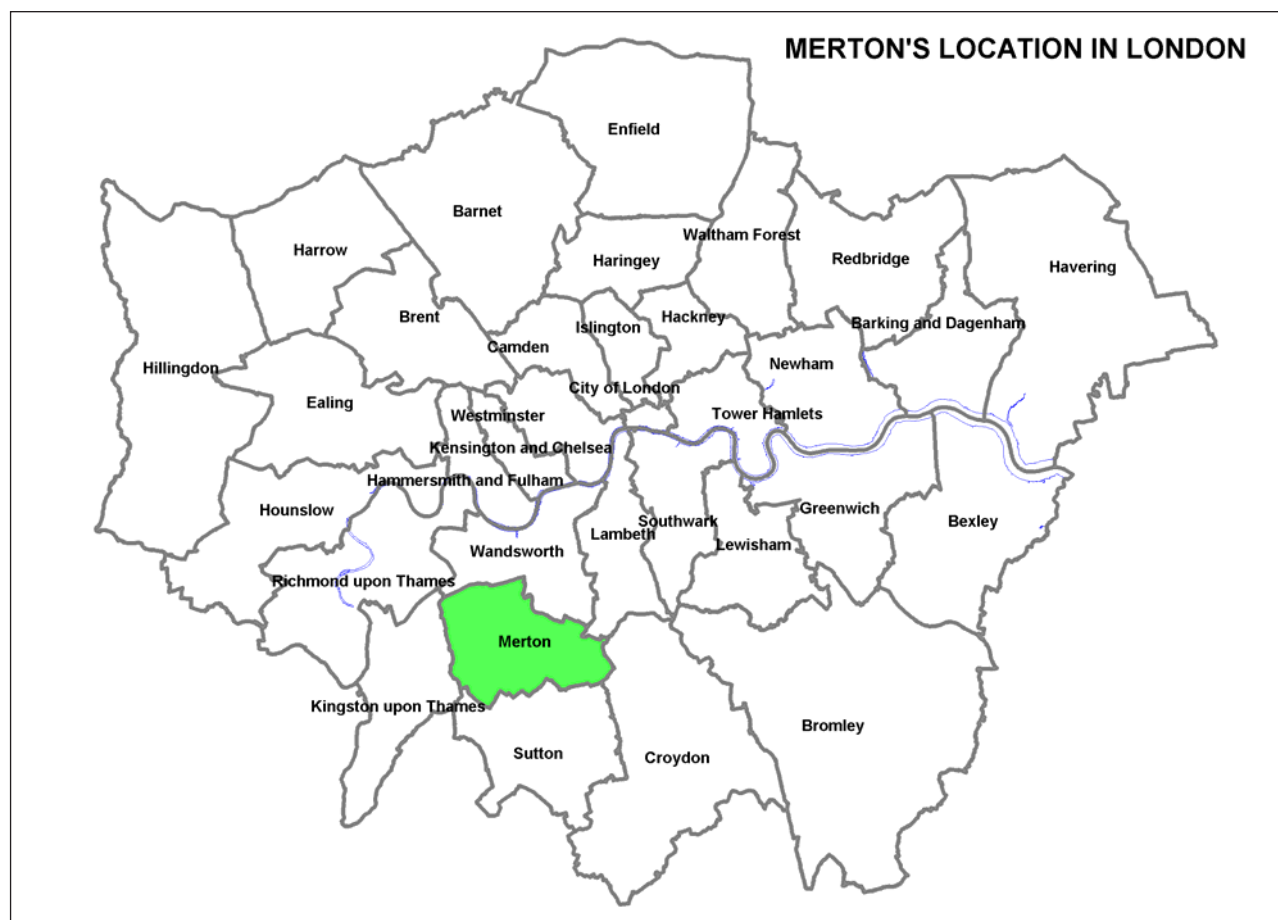
**Chapter 13** Implementation of UDP Proposal Sites;

**Chapter 14** Progress with the LDS and Future work for the next financial Year;

**Chapter 15** The key Highlights of each Chapter.

**Appendix 3** contains a 'Monitoring Framework'. This is essentially a list of contextual and policy indicators stated within each topic area.

(Below) **Merton's Location in London**



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## ■ Chapter 1

# Social-Economic Overview



## Chapter 1 - Socio Economic Overview

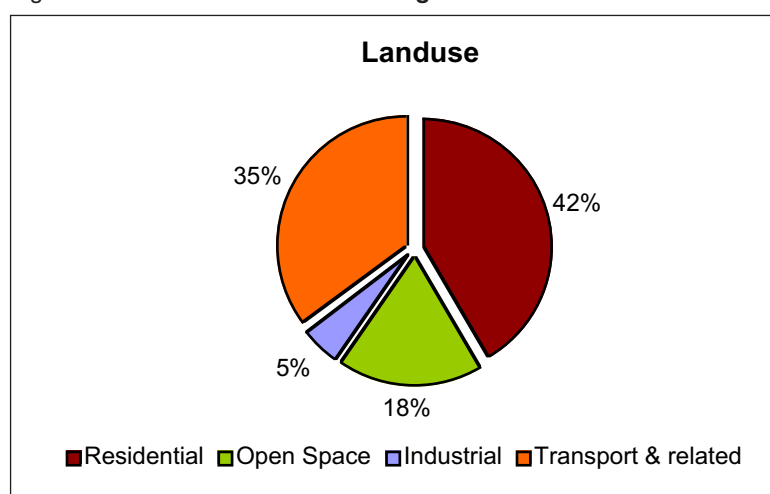
### The Place

#### Location and Land-use

Merton is an outer London borough and is located in the south west of London. It is bounded by the London Boroughs of Wandsworth, Lambeth, Sutton, Croydon and Kingston.

The Borough covers an area of 37 square kilometres making it one of the smaller London boroughs. It is predominantly residential (42%) and green (18%) public open space with 35% of the land used for transport and related uses.

Figure 1 Land Uses - London Borough of Merton 2005



#### Transport

Mainline rail services in the borough are mainly radial and concentrated in the south west and west with connections to central London via Wimbledon. A Thameslink line runs along the south of the Borough to Wimbledon and the District and Northern Underground lines run into the Borough, terminating at Wimbledon and Morden stations respectively. Rail lines and stations are presented in Figure 24.

Levels of public transport accessibility in South London and Merton are generally high. Most of the region falls within a 45-minute journey time.

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 are variable in quality (for example, the Thameslink and South Central services are less frequent than the mainline services), and Mitcham town centre is currently very poorly served by rail.

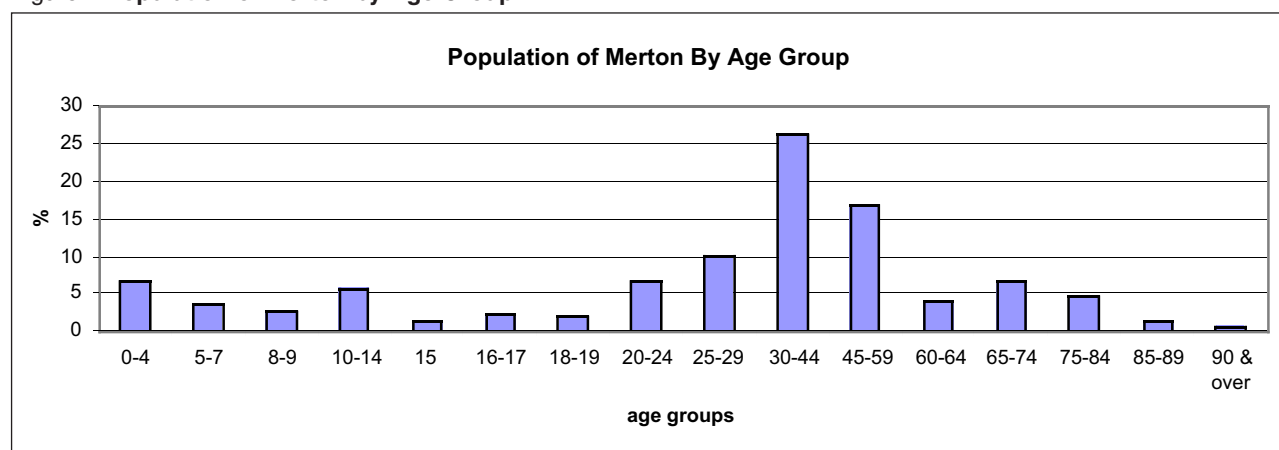
### The People

#### Population

Merton had a total population of 187,908 in 78,884 households and an average household size of 2.38 people in 2001. The population is projected to increase by 20,000 to 207,300 in 2016. The population is fairly youthful with 45.23% percent in the 15-45 year ages. The population is fairly balanced in terms of gender – males (48%) and Females (52%).



Figure 2 **Population of Merton by Age Group**

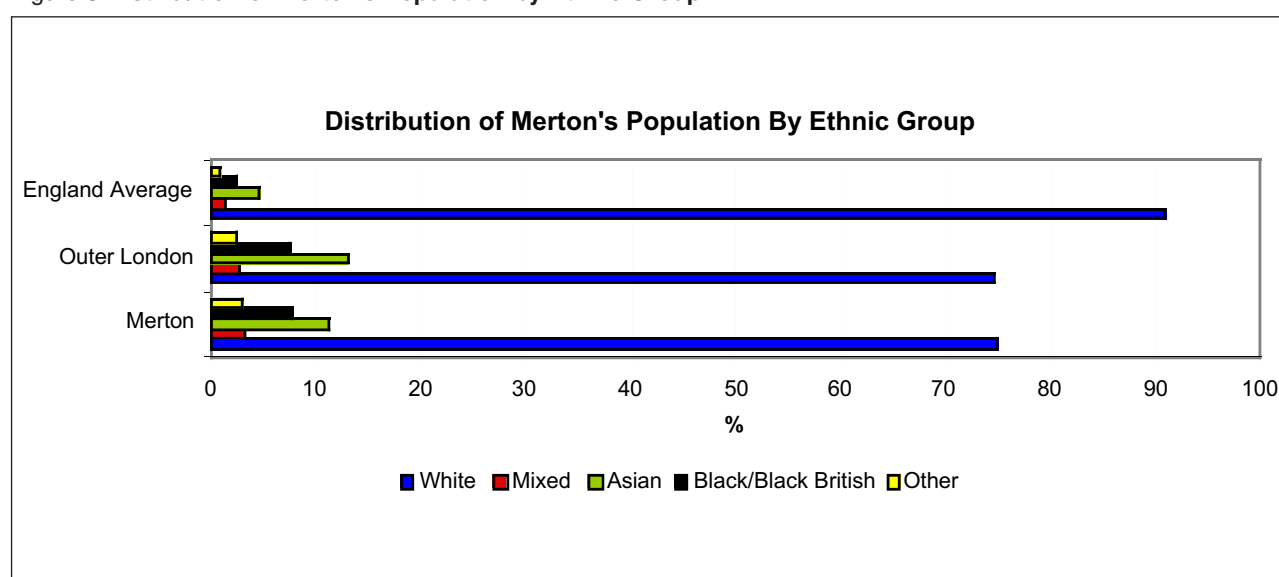


Source: Office of National Statistics Census data 2001

## Ethnicity

Merton has a similar ethnic mix when compared with the rest of Outer London, and has a much higher proportion of ethnic minorities in all categories when compared with the average for England. Merton has a relatively large Asian community (Indian, Pakistani, Bangladeshi and other Asian), and a relatively large Afro-Caribbean community.

Figure 3 **Distribution of Merton's Population by Ethnic Group**



Source: Office of National Statistics Census data 2001

## Population Density

Merton has a population density of 50 per hectare which is higher than the UK of 2.4 persons per hectare and ranks 17 out of the 33 London boroughs in terms of population density. This is a reflection of its size and the location of the borough in mid-outer London.



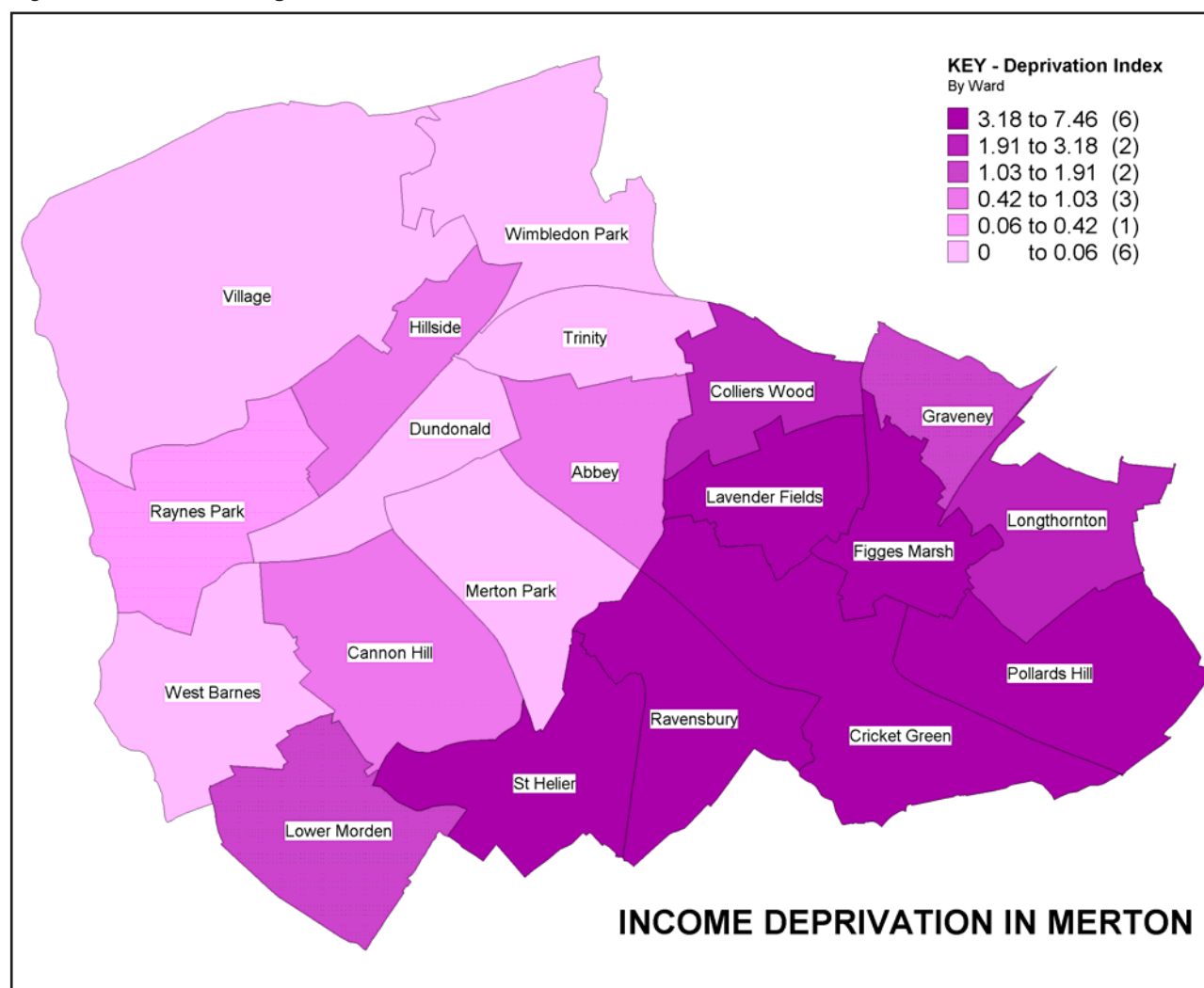
## Income and Income Disparities

Average household income in Merton falls within the £20-£25K band (Paycheck 2005). This is similar to the average for London and above the national figure (£15-£20K). Within Merton however there are large spatial disparities in the distribution of income within the borough. In general, the west side of Merton is more affluent, especially the Wimbledon Park, Village, and Hillside wards, while the wards on the east side of the borough contain higher levels of deprivation.

The London Borough of Merton is ranked at 198 in the index of multiple deprivation in England and Wales, and ranked 23 within London. Four wards were in the top 20% nationally for multiple deprivation – Pollards Hill, Lavender, Cricket Green (once Phipps Bridge) and Ravensbury. These four wards feature multiple deprivation and overall low public realm where as other wards feature single factors of deprivation (eg income and unemployment) and have pockets of lower public realm.

These wards have been identified as priority action areas for the borough's neighbourhood renewal strategy and at the sub-ward level hotspots relating to specific indices have been identified as action areas.

Figure 4 **East Merton Neighbourhood Renewal Area**



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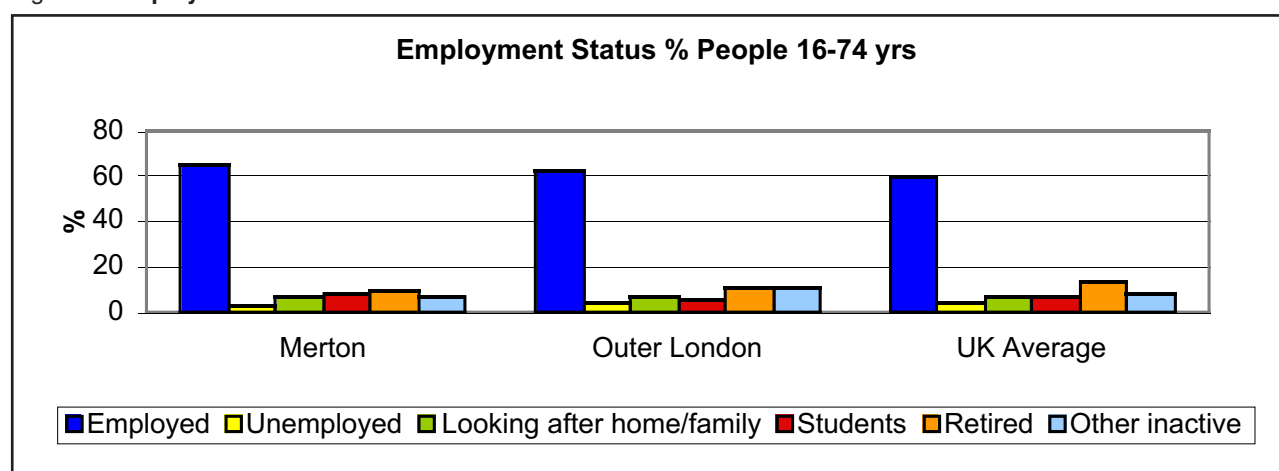
## The Economy

### Employment

The Borough of Merton has a higher proportion of economically active adults in employment compared with the Outer London and National averages. This is due to the slightly lower unemployment rate and the lower proportion of retired and 'other inactive' adults. The Borough has a higher proportion of students compared to the Outer London average and a slightly higher proportion than the national average.

The proportion of residents looking after home/family in the LB of Merton is slightly higher than the national average but lower than the Outer London average.

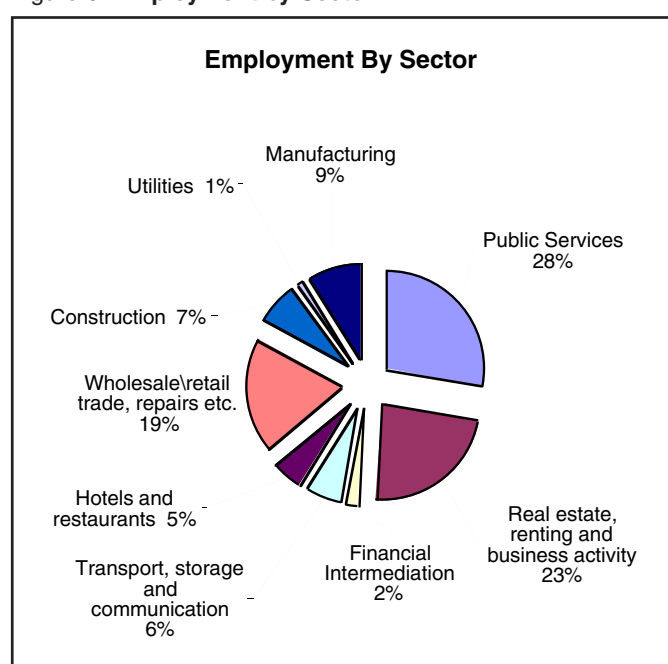
Figure 5 **Employment Status - ONS Census 2001**



### Economic Structure

Merton's economy is service based with 84% employed in the broad service sector, 9 % are in manufacturing and 7% in construction. Employment in public services (28%) dominates the service sector and employment in the real estate and related business activity ranking second (23%).

Figure 6 **Employment by Sector**



Source: Annual Business Inquiry Survey 2003



# Annual Monitor Report

## December 2005



## ■ Chapter 2

# Overarching Objectives





## Chapter 2 – Overarching Objectives

### Overarching Objective

To promote sustainable development; ensure equal opportunities through sustainable development by facilitating inclusion and improvements in the quality of life for those groups and individuals who, because of particular barriers, are presently unable to participate independently in the community and to promote sustainable communities.

### Context

A key principle of Merton's adopted UDP is sustainable development. At the plan level many policies are aimed at improving health; reducing health inequalities, crime and disorder, promoting community safety, improving access to affordable housing and accessible transport system and facilitate inclusion.

These are dealt with under the various topic headings within the report, The council has however undertaken certain specific initiatives aimed at promoting equity and social inclusion at the strategic level. The Neighbourhood renewal Strategy is one such initiative and forms a subset of the Community Plan.

The Council also produced a Supplementary Planning Guidance Note for Sustainable Development that provides further guidance on this subject. Plans and policies will be subject to a Sustainability Appraisal (SA). A Draft Sustainability Scoping Report and Framework has been produced in accordance with government guidance and will be applied to LDF policies in the future.

### The Neighbourhood Renewal Strategy (NRS)

Merton is not eligible for the Neighbourhood Renewal Fund of Government aimed at reducing the gap between rich and poor neighbourhoods within the next 10-20 years. However because of the recognised pockets of deprivation in the borough the Council has taken a proactive approach to produce a NRS with the specific objective of narrowing the gap between the deprived wards in the east and the rest of the borough. Four indicators from the NRS will be used to monitor the overarching objective of the plan.

### Contextual Indicators

- 1a Create 500 new jobs in the east of the borough by 2010
- 2a Increase in the Public Transport Accessibility Level (PTAL) rating for Mitcham to 5 by 2010
- 3a All social housing to have achieved the Decent Home Standard by 2010
- 4a Revitalisation of Mitcham Town centre through the promotion of local sites and negotiations with major retailers by 2010

### Evaluation

The NRS was produced in 2005 so it is too early to evaluate the four objectives/targets set in the plan. Each indicator was baselined and this will form the base for future monitoring. An Urban Design Brief was produced for Mitcham Town centre and consulted on. This brief will be used as the means to attract investment, improve the functioning of the town centre and improving access of the community to facilities and services.

The targets identified as part of the NRS are medium term (2010) thus progress to meeting these targets will be assessed annually as part of the AMR.



# **Annual Monitor Report**

## **December 2005**



## **Chapter 3**

# **Housing**



## Chapter 3 – Housing

### 1. Overall objective

To promote the sustainable use of land and sustainable neighbourhoods by providing an adequate supply and range of housing types and tenures to meet the needs of all sectors of the community, including those unable to compete financially in the housing market.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

Housing Provision ST11  
Quality Residential Areas ST.9  
Mixed Use Neighbourhoods T.10  
Development on Previously Developed Land ST.12

#### Housing Needs ST13

#### UDP Plan Policies

Housing Provision Target HP.1  
Retention of Residential Accommodation HP.2  
Rehabilitation and Vacant Dwellings HP.3  
Density of Development HP.4  
Flat Conversions: Size of Original Unit HP.5  
Flat Conversions: Retention of Units HP.6  
Accommodation for Travellers HP.7

#### Housing Needs

Affordable Housing HN.1  
Provision of Affordable Housing from Other Sources HN.2  
Dwelling Mix HN.3  
Housing for Older People HN.4  
Residential Institutional Uses HN.5  
Accommodation for Homeless People HN.6

#### Housing Standards

Housing Layout and Amenity HS.1  
Sustainable Housing HS.2

#### Relevant London Plan Policies

Policy 3A.2 Borough Housing Targets  
Policy 3A.3 Efficient Use of Stock  
Policy 3A.4 Housing Choice  
Policy 3A.5 Large Residential developments  
Policy 3A.6 Definition of Affordable Housing  
Policy 3A.7 Affordable Housing Targets

Policy 3A.8 Negotiating Affordable Housing in Individual Private Residential and Mixed-use Schemes  
Policy 3A.10 Special Needs and Specialist Housing  
Policy 3A.11 London's Travellers and Gypsies  
Policy 3a.1 increasing london's supply of housing  
Policy 3a.12 loss of housing and affordable housing  
Policy 5f.1 The strategic priorities for South London

#### Relevant Supplementary Planning Guidance and Local Strategies

Affordable Housing SPG  
Draft Affordable Housing SPG  
Community Plan Framework Document 2005-2015 (to be adopted in 2006 but not draft)  
Housing Strategy 2004-2007  
Housing Development Action Plan 2005  
London Plan February 2004  
Mayor's Energy Strategy 2004  
Southwest London Housing Partnership  
Merton Sustainability Appraisal 2005  
BVPI Report 2004-2005



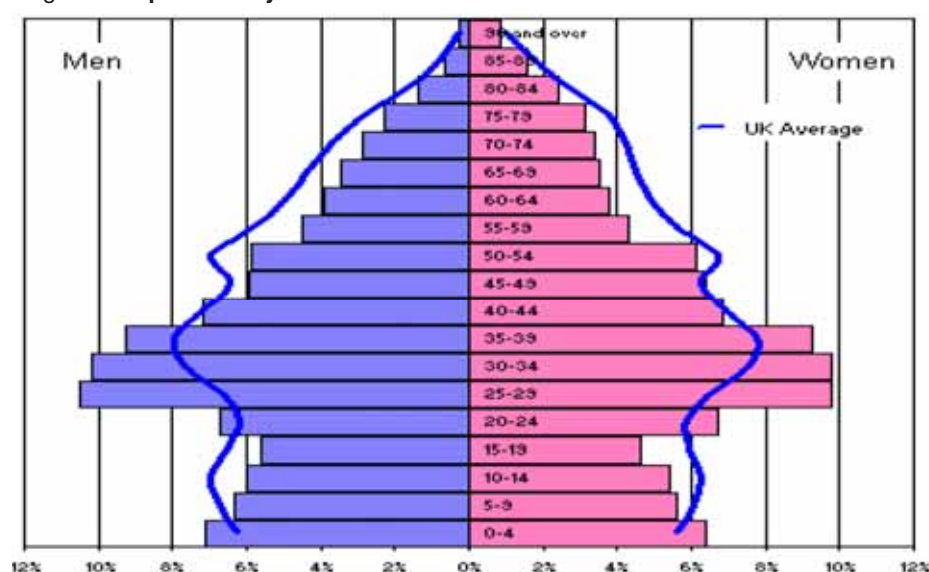
### 3. Context

Housing is high on the political agenda due to rising house prices and the difficulties people are experiencing in getting suitable accommodation. It is also one of the key elements which determines the quality of life for local residents. The key issue in Merton is affordability, and the ability for local people to get on the property ladder. An emerging issue for Merton is the increasing incidence of overcrowding particularly in deprived areas and in social housing. Certain vulnerable groups such as the old, the young and those suffering from ill-health are particularly prone to housing problems and homelessness. In meeting these needs the essential aim is to ensure sustainable neighbourhoods through the efficient use of land.

#### Implications for Population Growth

Merton has a growing and diversifying population that creates new challenges and demands for housing in the borough. In the twenty years between 1982 and 2002 the population of Merton grew by 15% compared with an increase of 8.7% for the London region as a whole. According to the mid-2003 population estimate there were 191,400 people living in the borough. Population density of Merton averages 5,112 people per square kilometre, compared with an average of 4,679, for the region and 380 people per square kilometre for England overall. The 2001 Census shows that 17.8% of all residents are under 15 years, while 15.4% are over 60. The largest projected growth in the period 2001- 2006 is in the 15 - 24 age bracket. Figure 6 illustrates the population breakdown by age and gender in the Borough. The largest % of groups are in the 25-29 and 30-34 age brackets.

Figure 7 Population Pyramid



Source: Office of National Statistics Census data 2001

#### House Prices & Rentals

Population growth and the increased number of smaller households combined with limited land availability for development has placed increased pressure on the housing market. There are enormous differences in house prices between parts of the borough, with properties in Wimbledon fetching around three times the price of those located in Mitcham. The average house price in Merton is £293,237, which is higher than the Greater London Average of £274,997 and the England and Wales Average of £171,149. (Source: Land Registry).

Land Registry data shows that nationally between the fourth quarter of 1999 and the fourth quarter of 2004 average property prices in England and Wales rose by 86.3%. For Greater London the increase was 75.3% whilst for Merton the figure was 79%. Table 1 shows the average property prices for the Borough for each dwelling type in June 2005 (from Land Registry data).



Table 1 **House Prices April 2005**

Detached	Semi-detached	Terraced	Flat	Average
1,187,074	385,054	269,809	200,399	293,237

Source: Land Registry

Table 2 shows the minimum and average monthly rentals in 2005, by size of property in the Borough.

Table 2 **Private Rent Levels 2005**

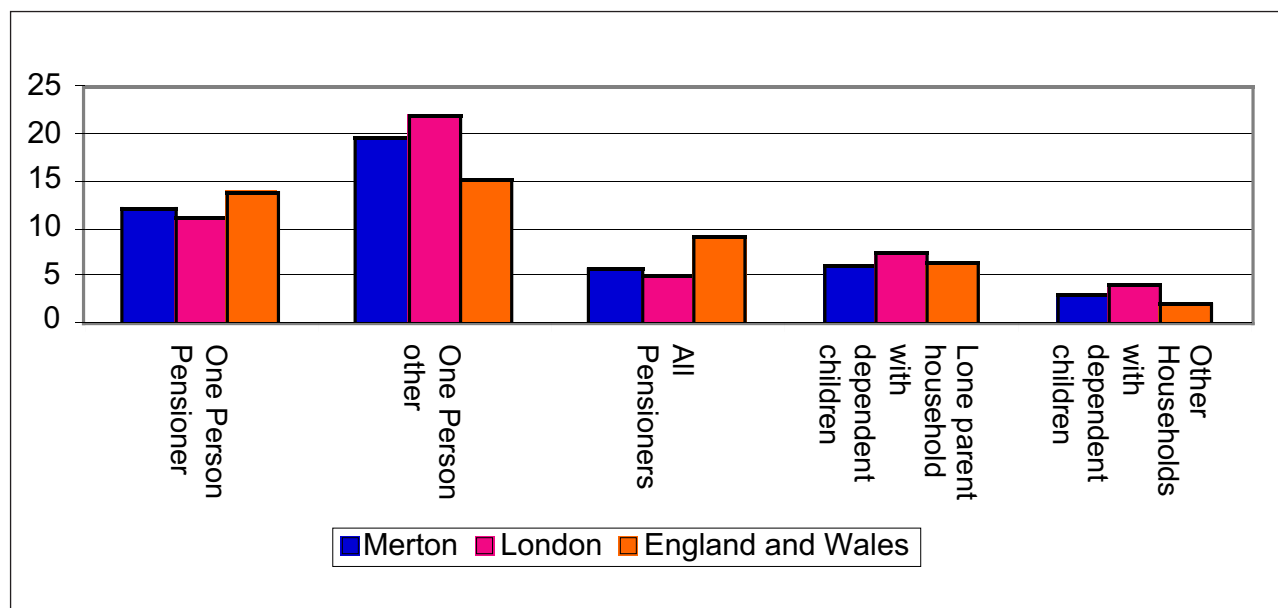
Property size	Minimum rent (monthly)	Average rent (monthly)
1 bed	£620	£670
2 bed	£760	£810
3 bed	£940	£1,000
4 bed	£1,330	£1,440

Source: Merton Housing Needs Study 2005

## Household Types

In Merton there were 78,884 households in 2001. The Census shows that 99% of the resident population live in households and the remainder of the population live in communal establishments. The average size of households in Merton is 2.4 people according to the 2001 Census. However this average is misleading as Figure 8 below shows, the largest proportion of households in Merton is composed of single persons. This includes single pensioners and other single person households. This pattern is reflected in London and England and Wales. In relation to tenure, the majority of households in the borough (68%) own their properties and so the majority of accommodation in the borough is in the private sector, with most of this stock built in the pre-war period. 35.4% of households were accommodated in flats or maisonettes, compared with 19.2% for England and Wales on average.

Figure 8 **Household Types**



Source: Office for National Statistics Census Data 2001





Table 3 **Tenure: % of households, April 2001**

	Merton	London	England & Wales
Owner occupied: owns outright	27.12	22.05	29.46
Owner occupied: owns with a mortgage or loan	41.17	33.51	38.76
Rented from: local authority	9.16	17.12	13.24
Rented from: housing association/RSL	5.07	9.09	5.95
Rented from: private landlord	14.31	14.34	8.72
Rented from: other	2.62	2.93	3.22

Source: 2001 Census, ONS – Note totals approximate 100%.

Table 4 **Type of accommodation: % of households, April 2001**

Accommodation type	Merton	London	England & Wales
Detached house	5.93	6.04	22.77
Semi-detached house	18.09	19.13	31.58
Terraced house	40.56	25.93	26.04
Flat	35.4	19.2	0.4

Source: 2001 Census, ONS

## Development

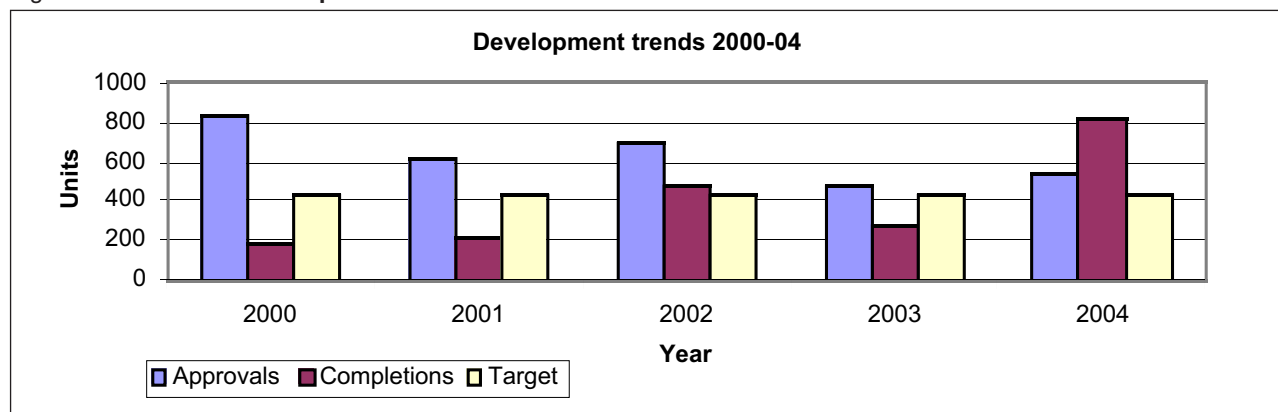
Between 2000 – 2005 a total of 2,905 planning applications comprising 3,178 new residential units were approved. During the same period 1,979 residential units were completed. This means that an average of 395 units were constructed annually over the 5 year period – slightly short of Merton's housing target of 430 units per year. Approvals however have been consistently high and outstripped completions almost two fold annually except for 2004/05 (the review year).

Table 5 **Residential Approvals and Completions between 2000-05**

Year	Approvals	Completions
2000	831	177
2001	622	218
2002	698	482
2003	481	282
2004	546	820
Total for 5 years	3178	1979

Source: MVM, LBM site visits

Figure 9 **Residential Development Trends**



Source: Planning MVM 2005 – London Borough of Merton





## Spatial Distribution of Housing developments

The spatial distribution of new housing developments over the last financial year is not even. Figure 10 shows that considerable development has taken place in Abbey Ward which by far has the highest number of units. Neighbouring Dundonald Ward has also seen a significant number of new units. Pollards Hill in the East of the borough has seen similar numbers to Dundonald in the same period.

Figure 10 Residential Completions by Ward in Merton 2004-2005

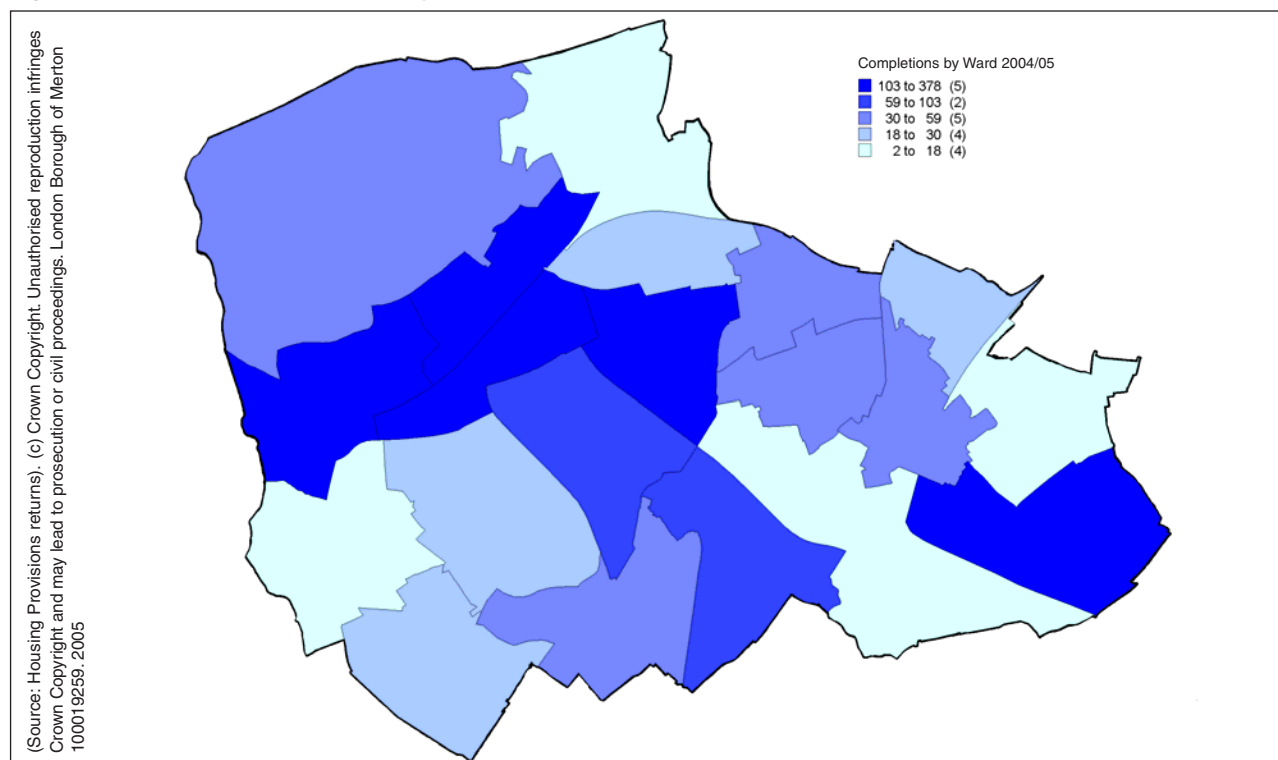
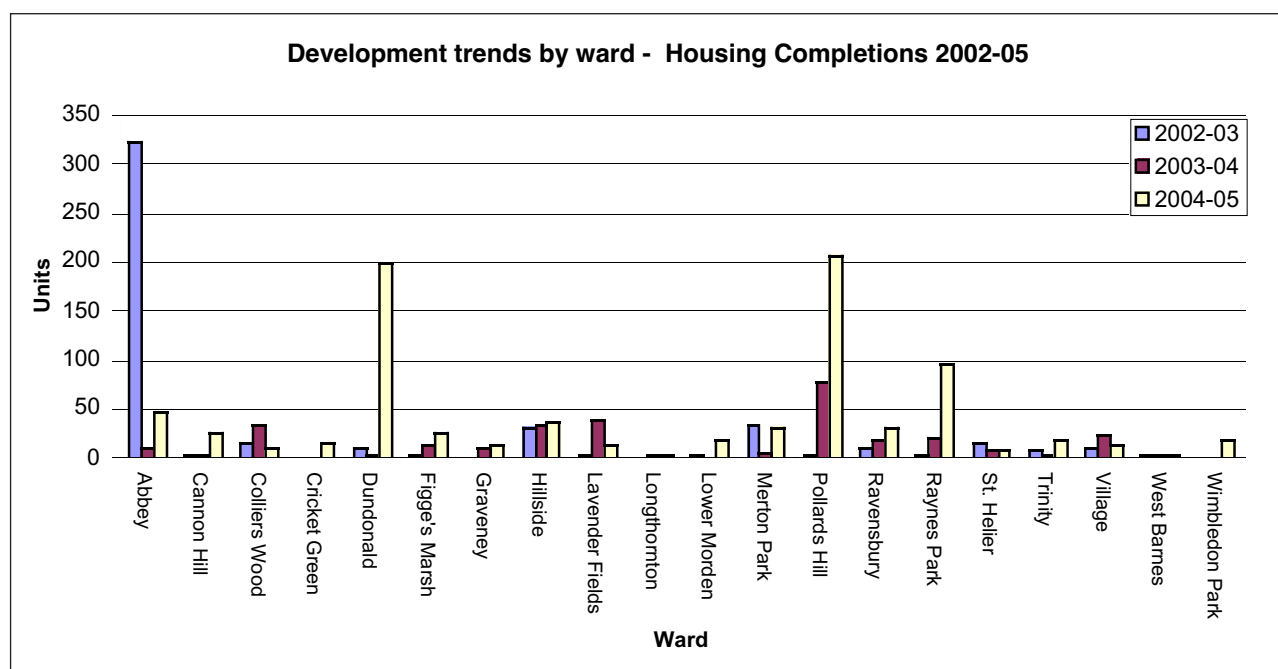


Figure 11 Development Trends by Ward - Residential Completions 2002-2005



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Table 6 **Housing Completions by Ward**

Ward	Number of Housing Units Constructed			
	2002-03	2003-04	2004-05	TOTAL:
Abbey	322	11	45	56
Cannon Hill	1	2	26	28
Colliers Wood	14	33	9	41
Cricket Green	0	0	15	15
Dundonald	10	3	200	203
Figge's Marsh	4	13	26	39
Graveney	0	10	13	23
Hillside	31	35	37	72
Lavender Fields	3	40	13	53
Longthornton	0	1	1	2
Lower Morden	1	0	17	17
Merton Park	32	5	31	36
Pollards Hill	1	77	207	284
Ravensbury	10	19	30	49
Raynes Park	2	21	95	116
St. Helier	15	8	7	15
Trinity	7	2	17	19
Village	10	23	12	35
West Barnes	2	4	2	6
Wimbledon Park	0	0	17	17
TOTAL:	465	331	820	1616

Source: Planning Records 2005, London Borough of Merton





## Spatial Distribution of Affordable Housing

The Neighbourhood Renewal Strategy (2005-2010) highlights one of the problems which has arisen due to the availability of cheap land and property in East Merton. Registered Social Landlords have been able to secure significantly higher numbers of social housing units in East Merton than in the more attractive and expensive parts of the Borough. On the one hand this is a positive development as it helps to increase provision of affordable housing in the Borough in general. However on the other hand the majority of the Council's housing stock is also located in the area.

Over the past 15 years social housing units have become more concentrated in East Merton, particularly in Mitcham, putting local facilities and public services under increasing pressure. As at 31 December 2003, 65% of Merton's existing social housing stock was in East Merton. 90% of social housing units built during 2004 and proposed units from the 2004-5 programme are in East Merton.

The Neighbourhood Renewal Strategy advises refocusing land use policies to increase the supply of affordable housing in areas where it is currently under represented. Sites designated and acquired at housing values are generally more expensive to develop for affordable housing, particularly in areas such as Wimbledon.

## Source of Housing Provision

New builds from large sites (10 units and above) formed the bulk of the provision in 2004-05 for both approvals, whilst small sites formed the majority of completions.

Table 7 **Source of Housing Provision 2004/05**

<b>Approvals 2004/05 = 546 units</b>			
<b>New Builds</b>	<b>Conversions</b>	<b>Large</b>	<b>Small</b>
415	131	287	259
<b>Completions 2004/05 = 820 units</b>			
675	145	145	261

LBM, Planning Records 2005

## Use of previously developed land

There are a number of policies in the current UDP which aim to promote the sustainable use of land, by requiring 95% of additional housing in the borough to be built on previously developed land. Government has set a lower target of 70%. In 2003-04, Merton was successful in locating 100% of new homes on previously developed land. In 2004-05, 90% of new homes were located on previously developed land, still higher than the Government target.

Table 8 **Use of previously developed land for housing**

<b>Year</b>	<b>% of new homes on previously developed land in Merton</b>
<b>1995-1998</b>	75%
<b>1999-2002</b>	78%
<b>2003-2004</b>	100%
<b>2004-2005</b>	90%
<b>2005-2006</b>	UDP sets Target of 95% The BVPI sets target of 90%

Source: ODPM, Land use Change in England: Residential Development to 2003



## Appeals Information

In 2002-2005 the policy which is referred to most in appeal decisions is HS1 Housing Layout and Amenity, which sets out standards for residential development in relation to maintenance of adequate daylight and sunlight; protection of privacy; safe layout and access for users. Other policies often referred to include HP6 Flat Conversions Retention of Units, possibly reflecting the occurrence of conversions in the Borough.

Table 9 Housing Policies Referred to in Appeal Decisions

Year	Appeal Outcome	Policy	Total
<b>2002/03</b>	Allowed	HP2 Retention of Residential Accommodation	1
		HP6 Flat Conversions: Retention of Units	1
		HS1 Housing Layout and Amenity	1
<b>Total</b>			<b>3</b>
	Dismissed	HP6 Flat Conversions: Retention of Units	1
		HS1 Housing Layout and Amenity	6
		HS2 Sustainable Housing	1
<b>Total</b>			<b>8</b>
<b>2003/04</b>	Allowed	HP6 Flat Conversions: Retention of Units	1
<b>Total</b>			<b>1</b>
	Dismissed	HP6 Flat Conversions: Retention of Units	1
		HS2 Sustainable Housing	2
<b>Total</b>			<b>3</b>
<b>2004/5</b>	Allowed	HS1 Housing Layout and Amenity	1
<b>Total</b>			<b>1</b>
	Dismissed	HN1 Affordable Housing	1
		HN2 Provision of Affordable Housing from Other Sources	1
<b>Total</b>			<b>2</b>



## 4. Evaluation of Policies

### Contextual Indicators

#### Indicator 1a - Meet Housing Provision Targets

**Target** - Completions of 430 homes per annum

#### Performance

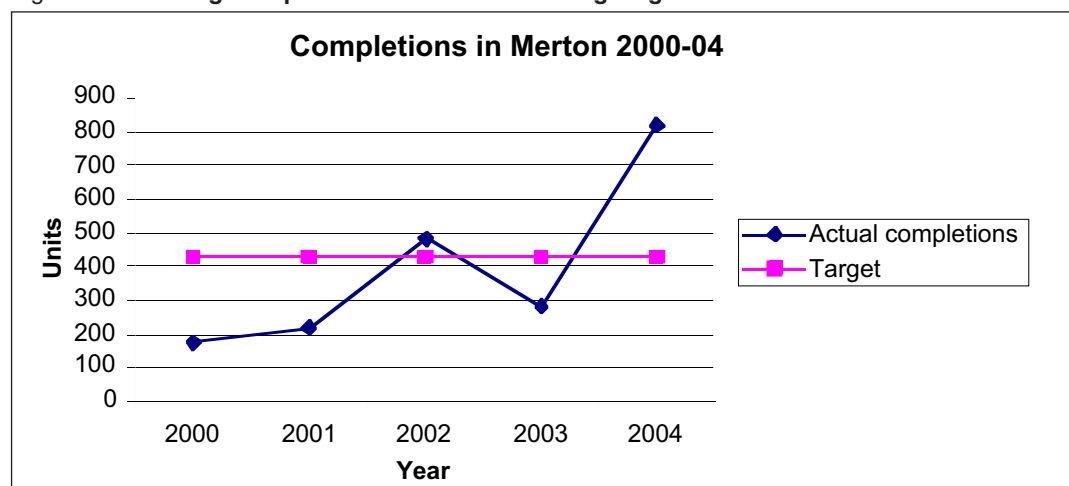
Currently 430 homes per annum is the required minimum target set by GLA. This is likely to change to a minimum of 370 homes per annum from 2007/8 to 2017/18. In the past Merton has had difficulties in meeting these targets on an annual basis, and as can be seen from the chart below, the number of actual housing completions do tend to fluctuate. However, the average provision of 395 units over the 5 year period is slightly short of the target.

Table 10 **Housing completions in Merton**  
(GLA target is 430 homes per annum)

Year	No: completions in Merton
2000	177
2001	218
2002	482
2003	282
2004	820*

(\*45 are non-selfcontained). Source: GLA Housing Provision Return 2000-2005

Figure 12 **Housing Completions Relative to Housing Targets**



Source: GLA Housing Provision Return 2000-2005

#### Housing Trajectory

The Housing Trajectory at Appendix 1 shows projected and theoretical completions in Merton by financial year. Sites in the Borough are allocated within specific categories and they include sites with planning approvals awaiting construction, housing capacity sites, sites undergoing construction and UDP proposal sites. The Trajectory shows that in theory Merton should meet its provision target during the plan period.

**Indicator 2a** - Supply of affordable housing for those who cannot afford market housing such as key workers



## Target

### 30% Affordable Housing Targets for Schemes above 10 Units

Affordable Housing is defined (in the London Plan) as housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in the borough. Affordable housing comprises social housing, intermediate housing and in some cases, low-cost market housing. The UDP makes provision for 30% affordable housing in all residential developments of 15 units or more. These figures need to be updated in order to be consistent with London Plan guidelines of 50% and to accommodate the findings of the 2005 Housing Needs Assessment. The table below shows affordable housing delivery by year, in comparison with all completions. It also shows affordable housing as a proportion of total delivery each year. The percentage of affordable housing is seen to vary dramatically, from 91% to 20%. Analysis of sites shows that where affordable housing provision is high, in 2000 and 2001, there were a large number of affordable housing schemes initiated by RSLs. At present provision of affordable housing schemes applies only to schemes of 15 units and over.

Table 11 Affordable Housing Delivery 2000-2005

Year	Number of affordable housing completions	Total completions for the year	Affordable housing as a % of total completions
2000	161	177	91%
2001	190	218	87%
2002	110	482	23%
2003	83	282	29%
2004	167	820	20%

Source: LBM 2005, Housing Department

In future AMRs we will seek to map the location of affordable housing and whether schemes are solely RSL or a part of new private residential development.

## 4. Policy Indicators

### Indicator 1b - Density of new development

#### Target

Maintain average density of 30-50 dwellings per hectare (dph)

Planning Policy Guidance on Housing advises that local authorities should encourage development which makes more efficient use of land (between 30 and 50 dph). Table 12 shows Merton's performance over two periods 1995-1998 and 1999-2002, based on information collected by the ODPM for its Land Use Change in England: Residential Development to 2003 study. During these periods residential densities in Merton averaged at 50 and 51 dwellings per hectare (dpha). Merton has met the Government's maximum range target of 50 dph, however there is a case for increasing densities in locations well served by public transport and other infrastructure.

Table 12. Average Density Of New Housing In Merton

Period	Merton densities average
1995-1998	50 dpha
1999-2002	51 dpha

Source: ODPM, Land use Change in England: Residential Development to 2003

**Indicator 2b** - Reduce the number of empty homes in the borough by setting up initiatives to identify empty homes and encourage renovation and reuse.





### Target

Current BVPI target is to bring 50 private sector homes that have been empty for more than 6 months back into reuse by March 2006. (Target is reviewed annually)

### Performance

In April 2004, there were 108 vacant dwellings in the social rented stock, representing around 1% of social rented stock in Merton. This is considered to be an average vacancy rate. In September 2005 there were 2000 private empty properties in Merton, 745 of which have been empty for over 6 months. There are two Housing initiatives to reduce the number: the Rent Deposit Scheme and Empty Properties Grant. There is a target to bring 50 empty properties back into use by March 2006.

The Table below is sourced from the Best Value Performance Plan 2005/6, which sets a target to reduce the number of empty homes each financial year. It shows the number of private sector dwellings that have been vacant for more than 6 months that are returned into occupation or demolished during 2003/4 as a direct result of action by the local authority.

Table 13 Empty Homes Targets 2005-06

2003/4 audited	2004/5 unaudited	2004/5 Target	2005/6 Target	2006/7 Target
20	45	20	50	55

Source: London Borough of Merton, Best Value Performance Plan 2005/6

### Indicator 3b - Appropriate mix of housing stock in new developments

### Target

To ensure a range of dwelling sizes in new development that meets local need identified in the 2005 Housing Needs Assessment.

### Performance

Policy HN.3 of the UDP requires all residential development to provide a mix of housing types and sizes to create mixed and inclusive communities. It is essential that all new development provides a mix of dwelling types in accordance with local need. In the 2004-05 period the majority of new dwellings were 2 bed and 3 bed units. Though needs are likely to change over the plan period. The updated Housing Needs study found that there is a greater need for smaller units and this need is being met to some extent, whereas the need for family housing was not being met over the last few years. The following information has been obtained from the London Development Database, unfortunately as this is relatively new and information on dwelling sizes had not been collected previously, it is not possible to provide any information for previous years. But it will provide the basis for comparison over coming years.

Table 14 Dwelling Completions by Size

Year	1 bed	2 bed	3 bed	4 bed
2004-2005	27	86	40	4

Source: London Development Database



## 6. Conclusion

The most significant indicator and one which generates considerable interest from all sectors is the annual housing completion figure for the Borough. Merton's housing provision target set by the GLA is 430 homes per year. Housing completions in the Borough tend to fluctuate dramatically, often falling below the 430 target, as discussed earlier in this chapter. Approvals though are consistently higher than completions.

The second area of interest is the amount of affordable housing provision in the borough. The Adopted UDP 2003 sets an affordable housing requirement of 30% which is lower than the London Plan target of 50%. Policy HN.1 Affordable Housing of the Adopted UDP requires updating in line with the London Plan and in an effort to increase provision within private schemes to ensure there is a sufficient mix of private and public units on site. This is subject to LDF consultation. Affordable housing provision in the Borough has consistently been high as a proportion of total housing completions. This is attributed largely to the activity of RSLs in Merton.

In general, the up to date Housing Needs Assessment which was published in 2005 shows that the demand for housing in the Borough has not been met in recent years. The issue is partly due to the increasing predominance of single person households as the 2001 Census has shown, and the insufficient number of new housing completions.

In relation to the size of homes required in the Borough and how provision matches demand, the greatest need in the borough is for 1-2 bed flats and this need is being met to some extent. This is attributed to demographic changes, and the increasing predominance of single person households.

However there is still a requirement for family sized dwellings and in the most recent year of monitoring (2004-05), there were a good range of dwelling completions by size, ranging from 1 bed to 4 bed units. It is hoped that provision will continue to match demand over the coming years and undoubtedly future Annual Monitor Reports and other housing monitoring sources will assess this.

Merton has consistently exceeded the Government's target of locating 75% of new housing development on brownfield land. In recent years the figure has been 90% and over. Residential densities in recent years have averaged 50 homes per hectare and there may be a case for increasing densities in suitable locations – this is to be explored through the LDF key issues consultation.





## Annual Monitor Report December 2005



## ■ Chapter 4 Community Facilities



## Chapter 4 – Community Facilities

### 1. Overall Objective

The provision of sustainable, mixed use developments which include a range of uses such as employment, education, healthcare and community facilities.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST.2 Equity.

ST.36 Community Benefits

#### UDP Plan Policies

#### Community Services

C.1 Location and Access of Facilities

C.2 Older People

C.3 People with a Learning Disability

C.4 People with a Learning Disability

– Care Facilities

C.5 People with a Mental Illness

C.6 People with a Mental Illness

– Day Care Facilities

C.7 Day Care Provision

C.8 Health Facility Sites

C.9 Provision of Health Facilities

#### Education

C.10 Distribution of Schools

C.11 Youth Services

C.12 Community Use of Educational Facilities

C.13 Planning Obligations for Educational Provision

C.14 Non-Council Schools/Other Educational Facilities

#### Relevant London Plan Policies

Policy 3A.15 Protection and enhancement of social infrastructure and community facilities

Policy 3A.16 The voluntary and community sector

Policy 3A.17 Health objectives

Policy 3A.18 Locations for health care

Policy 3A.19 Medical excellence

Policy 3A.20 Health impacts

Policy 3A.21 Education facilities

Policy 3A.22 Higher and further education

Policy 3A.23 Community strategies

Policy 5F. The Strategic Policies for South London

#### Relevant Supplementary Planning Guidance and Local Strategies

Community Plan Framework Document 2005-2015 (to be adopted in 2006 but not draft)

Sutton & Merton PCT local Delivery Plan

Sutton & Merton PCT Health Inequalities Report

Better Healthcare Closer to Home Consultation Report

London Plan February 2004

Mayor's Energy Strategy 2004

Merton Sustainability Appraisal 2005

BVPI Report 2004-2005

Neighbourhood Renewal Strategy 2005-2015

### 3. Context

There are long-standing issues of multiple deprivation and socio-economic exclusion in Merton's eastern wards, especially in the Mitcham area. These were identified in the 1991 Census and subsequently corroborated by the 1997 Poverty Profile of Merton. Under the Indices of Deprivation (IoD) 2000 Merton was given a ranking of 23rd most deprived out of 33 boroughs but this average borough statistic has masked widespread disadvantage. Four wards were in the top 25% nationally for multiple deprivation – Lavender, Pollards Hill, Phipps Bridge (now Cricket Green) and Ravensbury – including Lavender in the top 20% nationally (1,571 out of 8,414 wards in the UK). The four wards mentioned feature multiple deprivation and an overall low quality public realm, whereas the other



wards feature single factors of deprivation (e.g. high scores on income deprivation, unemployment, lack of educational attainment etc) and have pockets of lower quality public realm.

The situation described above has been confirmed and refined by the 2001 Census and the 2004 Indices of Deprivation. The priority areas in terms of multiple deprivation are within the following wards: Lavender, Cricket Green, Figges Marsh, Ravensbury and St Helier, Pollards Hill, Longthornton, Graveney, Colliers Wood and Abbey. The “hotspots” of highest multiple deprivation, according to the 2001 Census, are found to be in Cricket Green and Figges Marsh Wards.

A Sure Start Programme is currently underway, focusing on the Lavender Fields and Cricket Green catchment. This Government programme aims to deliver the best start in life for every child, bringing together early education, childcare, health and family support

### Population growth

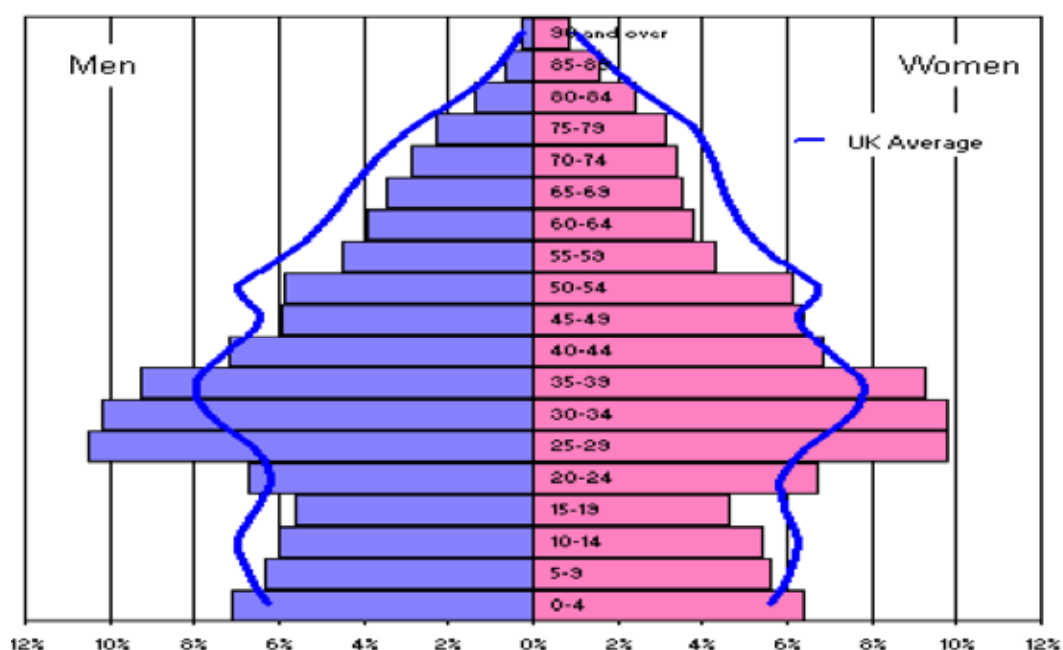
In the twenty years between the 1981 and 2001 Census, the population of Merton grew by 20,000, undoubtedly placing considerable pressure on existing community facilities and services. The population pyramid below shows the largest population age groups in the Borough to be 25-29 year olds and 30-34 year olds.

Merton's Neighbourhood Renewal Strategy describes the overall dependency ratio (the relationship between those in work and those who have no income from employment) to be deteriorating since 1981, even though the number of people in employment has increased.

This is unusual in the context of London where the population of working age in the capital as a whole is proportionately much larger than elsewhere in the country.

The Strategy advises any further worsening of the ratio in East Merton (say to 40:60), either through demographic changes or through increases in unemployment, to potentially worsen the strain on welfare services, leaving the local community economically and socially unstable.

Figure 13 **Population Pyramid**



Source: Office of National Statistics Census Data 2001

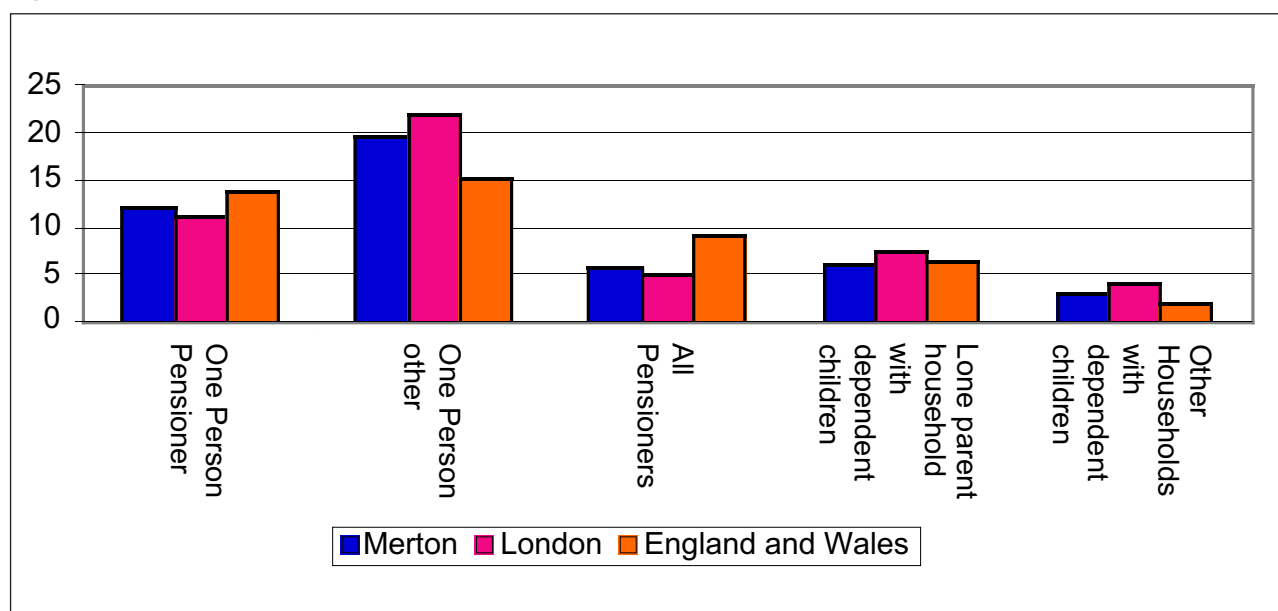




## Household structure

A brief overview of household structure is relevant here as it provides an idea of differing pressures on current services. The average household size in Merton is 2.4 people according to the 2001. However this average is misleading (as the figure below shows), as the largest proportion of households in Merton is composed of single persons. The largest single group in the Borough consists of one person households (around 19%). The second largest group is made up of single pensioners (around 13%). 6% of households consist of parents with dependent children while 3% of households consist of two parents with dependent children.

Figure 14 Household Structure



Source: Office of National Statistics Census data 2001

A demographic change that is severely testing the sustainability of public social and housing services is the growth in the number of lone parent households which is particularly marked in the eastern wards. There were approximately 3,000 lone parent families in the East Merton wards in 2001 and 70% of these households had no full or even part-time employment. Lack of affordable quality childcare coupled with low skill levels and hence low earning capacity, has made lone parents particularly vulnerable to the 'benefits trap', with returning to the labour market proving financially unviable. This suggests a need for local jobs, skills training and improved childcare for lone parents.

## Healthcare and Healthy Living

In terms of healthcare provision in Merton, there are 25 GP practices, 8 clinics and health centres, 2 community hospitals (Nelson and Wilson), 35 pharmacies, 14 opticians and 31 dental practices. Merton's key health facilities (hospitals, GP surgeries and health centres) have been mapped in the Sustainability Appraisal for the purposes of the LDF and the Map is shown overleaf.

Certain communities are known to experience multiple deprivation, ranging from social, economic to health problems. The Community Strategy suggests developing area-based initiatives as the most effective way of dealing with these issues. A number of such initiatives are underway in East Merton eg Community Development & Health Training, Better Healthcare Closer to Home and the Merton Healthy Living Initiative.





*Better Health Care Closer to Home* aims to link local care centres with clusters of GP services and health therapists at the neighbourhood level, providing opportunities to work with other agencies to achieve greater effectiveness in meeting local needs, better targeting, and greater accountability.

The Merton & Sutton PCT are planning to deliver a range of healthcare services through local GP surgeries and other community settings instead of traditional district hospitals, making them more accessible to local communities.

Services for children and older people are currently being integrated between Merton Social Services and the PCT. The Merton Horizons Healthy Living Centre, which is based in community centres in East Merton and seeks to promote healthier ways of living to local residents, is a beacon of good practice but needs to be developed and strengthened.



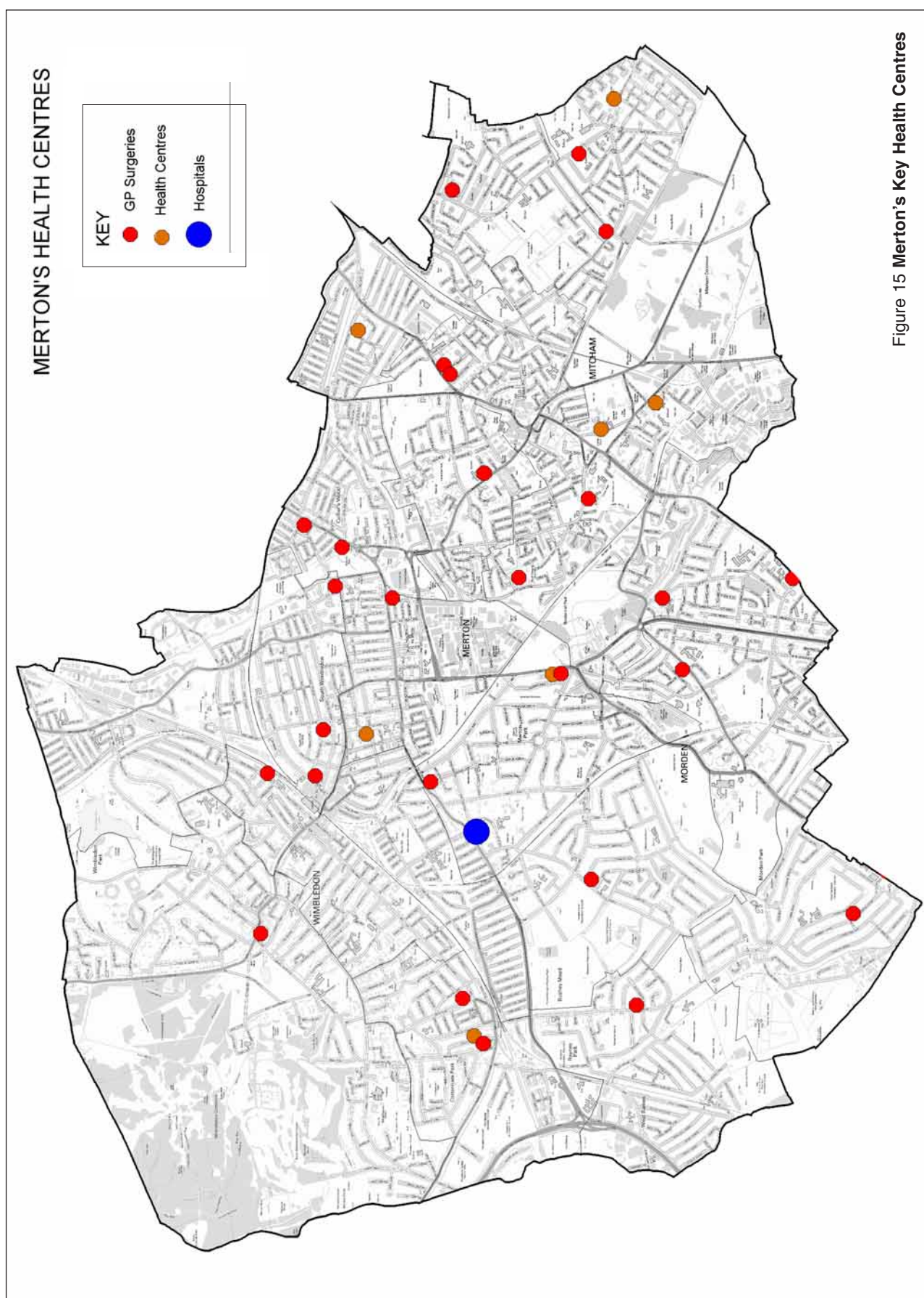


Figure 15 Merton's Key Health Centres





## Education

There are 43 primary schools in Merton, each of which has a nursery attached, 8 secondary schools and 3 special schools. Two of the secondary schools have sixth forms attached, while there is one stand alone further education establishment, Merton College in Morden. These establishments provide education for children between 3 and 18 years. The number of pupils going on to some form of further education was 80% in 2004 which shows a rise of 1% over the previous year.

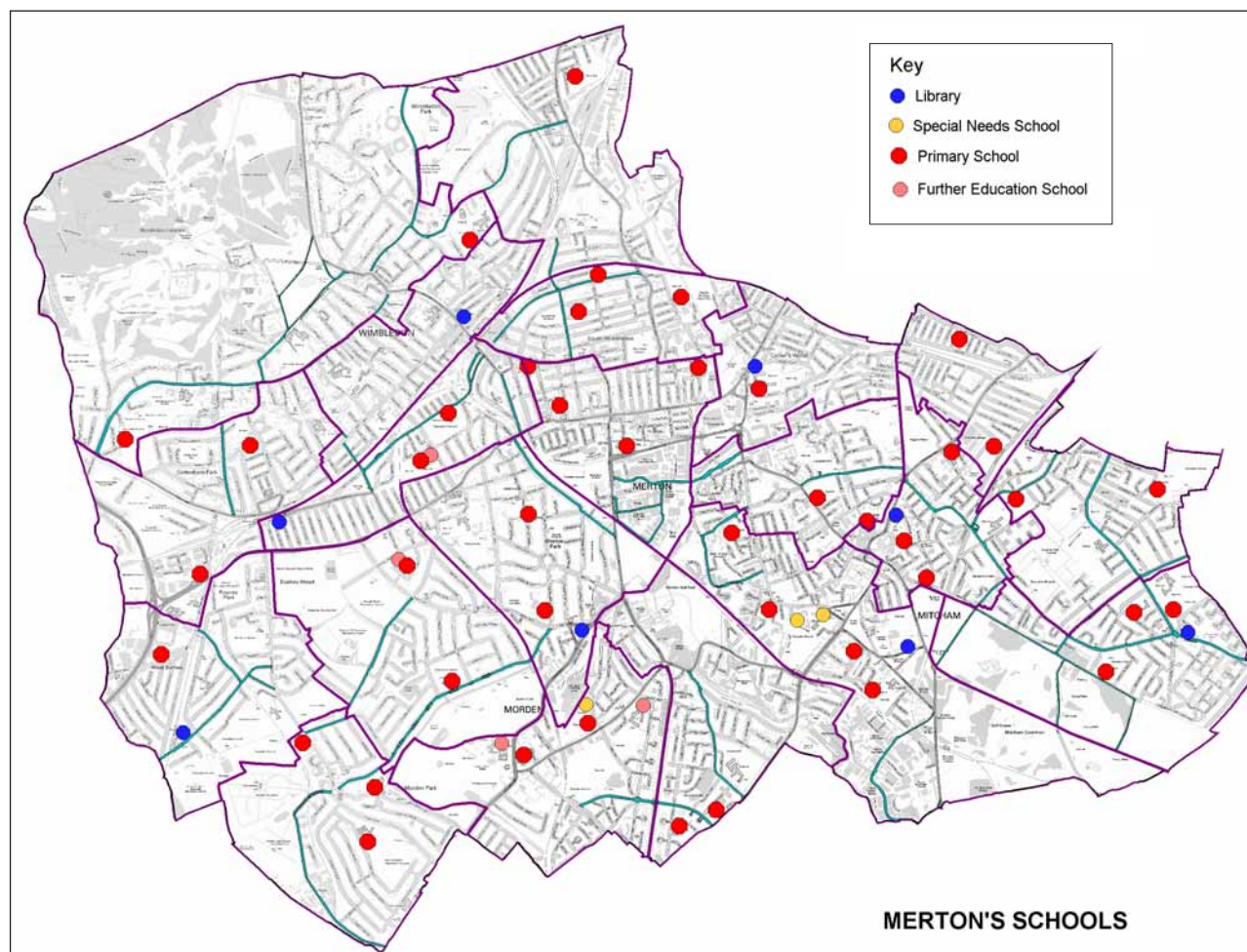
(Source: Merton LEA Statistical Report Post 16 Leavers - May 2005)

In the year 2003/2004 46% of children obtained A-C grades at GCSE. This has risen from 41% in 2002-2003. 93% of the children who attain these grades go onto some form of further education. In adult education there are 5,200 people who enrolled in the autumn 2004 term in Merton's colleges.

Additional capacity will be required, according to the 2005-2015 Community Plan, with the 16-18 age group in Merton expected to grow by 14% (800) and the number of adult learners expected to increase by 5% (7,100) respectively in Merton. The number of young people not in education, employment or training (NEET) is particularly significant in Merton, with figures showing that 6.9% of Year 11 leavers in 2003 were in this group, an increase on the previous year and the second highest in the London South area.

The Map below shows the distribution of primary, secondary and special schools in Merton

Figure 16 **Schools Map**



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The 2003 School Organisation Plan (SOP) concludes that there is over-provision of school places in primary schools in the Pollards Hill area of Mitcham and the Lower Morden area and details the proposals to reduce 30 places in each area. The secondary provision is sufficient to meet projected demand to 2008 and consequently no action is proposed except to monitor the situation in the new secondary schools.

LEAs are required to revise and publish the part of the SOP containing demographic information for September each year. In line with this guidance, Merton has not issued a revised SOP for September 2004 to August 2009 as it does not propose to make any changes to policy or strategy and there is no change to local circumstances relating to school organisation. Therefore the Education Department has revised and published that part of the SOP relating to demographics (school rolls, pupil projections etc) based on the latest information available i.e. the September 2003 to August 2004 academic year.

The Table below shows the number of pupils on roll in 2003/04 and pupil projections based on GLA methodology. Presently there is capacity in both primary and secondary sectors. In the primary sector current capacity is estimated to be 15,266 places and in the secondary sector capacity is estimated at 8,960 places.

Table 15 Merton pupil projections

School Phase	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Primary	12,330	12,337	12,481	12,645	12,812	12,977
Secondary	8,580	8,626	8,620	8,751	8,885	9,069
<b>Total</b>	<b>20,910</b>	<b>20,963</b>	<b>21,101</b>	<b>21,396</b>	<b>21,697</b>	<b>22,046</b>

Merton School Organisation Plan, 2003

### Community facilities

There are seven public libraries in the borough and Morden library includes a local studies centre providing historic information on the borough. In relation to leisure provision for local communities, Canons Leisure Centre is located in Mitcham, Morden Park Pool in Morden, Wimbledon has the Wimbledon Recreation Centre and a YMCA.

A street survey of visitors to the three main shopping centres, Wimbledon, Morden and Mitcham (Merton Town Centre Study, 2005) shows that the most used leisure/recreation facilities in all areas were uses such as libraries and recreation centres/grounds. The survey also asked which facilities visitors would most like to see in the main centres. The response varied according to the centre. In Wimbledon and Mitcham visitors would most like to see recreation centres/grounds and in Morden the most popular demand was for youth centres.

The Council seeks to encourage the provision of day nurseries in appropriate locations. There are known to be deficiencies in the Mitcham and Morden areas for children under 5

### Policy Review

UDP policies seek to ensure that the needs of various community groups in the Borough are catered for and encourage appropriate provision of facilities in accessible locations by negotiating planning obligations for the allocation of sites or the provision of facilities in appropriate redevelopment schemes.

Anecdotal evidence seems to suggest that very often where a planning brief has been prepared for a site stating the requirement for mixed use proposals to include a community facility, the developer proposes to incorporate a gym as a response. There are other community facilities which could be accommodated, but in reality it is more difficult for a community or voluntary organisation to be a part of the development process and come up with appropriate funding. It is therefore much easier for a major leisure operator to be a part of a mixed use scheme.



## 4. Evaluation of Policy Performance

### Contextual Indicators

#### Objective

Ensure local accessibility to a range of appropriate community, health, education, leisure and sports facilities in community settings. This is part of the Council's aim to promote social inclusion and tackle deprivation which is encompassed within other strategies too, for example, the Community Plan, the Neighbourhood Renewal Strategy and the draft Sustainability Appraisal. Feedback from the Community Strategy consultation exercise shows local priorities relate to ensuring equitable and appropriate level of provision of primary care across Merton and effective transport links to health facilities.

#### Indicator 1a

Location and access to local community facilities and activities for a range of groups which form 'the community' eg children, ethnic minority groups, families etc. There are a number of UDP policies currently in place to ensure that new community facilities are provided in accordance with need and sited in accessible locations. Policy C.1 Location and Access of Facilities encourages the provision of facilities in accessible locations. Policy C.10 Distribution of Schools education sites that are in current use.

#### Performance

Ongoing monitoring and mapping exercise to show the location of facilities by category - community, health, education, leisure. The maps to show surrounding catchment areas by accessibility and will help to identifying areas which are deprived of services.

#### Target

To ensure provision of leisure, health and education facilities meets the needs of the local community, in line with changes in population type and growth.

#### Indicator 2a

Location of new leisure, health and education developments

#### Performance

Currently not available - will be provided in 2005/06

#### Target

1. Any increase in provision of D1 and D2 use floorspace.
2. Amount of S106 contributions towards community facilities.
3. Increase in number of mixed use schemes incorporating community uses.
4. Amount of new residential development accessible to a local GP surgery, primary school, secondary school, retail centre and areas of employment.

## 5. Policy Indicators

#### Indicator 1b

The percentage of mixed use developments with a residential component that have community facilities provided (childcare facilities, leisure facilities, care accommodation, hostels, day centres, residential and respite care, libraries).

The process for measuring performance of this indicator requires the collection of information in 2005/2006. There are 2 types of developments that will be analysed – proposal sites and windfall sites.



The site briefs for proposal sites (residential) in 2004/2005 can be analysed to determine the percentage of proposals containing community facilities. Those windfall sites that contain a “significant” residential component will be analysed in measuring the performance of this indicator. Windfall sites with a “significant” residential component are defined in accordance with the thresholds used for requiring financial contributions:

Use Class Category	Area(m2)/Number of Units	General Use
C	5 units	Residential

Information on these windfall sites will be accessed from the London Development Database. This information will be requested in order to measure the performance of this policy indicator for 2005/06.

### **Target**

Monitoring information on community facilities has not been collected to date. It is yet to be confirmed if it will be possible to do this for the purposes of future AMRs.

## **6. Appeals Analysis**

Analysis of appeals data shows that during the period 2002 to 2005, only two community policies - C.4 People With a Learning Disability – Day Care Facilities and C.14 Non Council Schools/Other Educational Facilities were referred to, perhaps reflecting the small number of community facility development proposals coming through the system. Both of these appeals were dismissed in the year 2002/03.

## **7. Conclusion**

There are difficulties in providing appropriate assessments of community facility policies and provision of new community facilities, largely due to data collection and monitoring issues.

Different population groups have different needs and so monitoring of demographic changes is important in influencing planning policy and service provision. Appropriate planning policies are currently in place to ensure provision of social and community facilities is delivered and evenly distributed throughout the borough. They will continue to be monitored and updated. If gaps in services are identified planning policies are in place to encourage the provision of new facilities, particularly as part of new mixed use developments.

Significant new residential development undoubtedly places pressure on existing community and social facilities. In theory the facility is available through the planning process to allow for the negotiation of appropriate S106 contributions to ensure that increased demand resulting from new development is met through either new or expanded service provision. However voluntary and community organisations and private companies are integral to the provision of suitable social infrastructure in the Borough.





# Annual Monitor Report

December 2005



## ■ Chapter 5

# Employment



## Chapter 5 – Employment

### 1. Overall Objective

To promote sustainable economic development, a diverse local economy and to ensure that employment land in designated areas is retained.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST14 Employment Land  
ST15 Environmentally Friendly economic Development  
ST16 Economic Diversity

#### UDP Plan Policies

E1 General Employment Policy  
E2 Access for the Disabled  
E3 Land Uses in Industrial Areas  
E4 Storage and Distribution Development in Industrial Areas  
E5 Density of Occupation within Industrial Areas  
E6 Loss of Employment Land Outside the Designated Industrial Areas  
E7 Land Use on Sites outside designated Industrial Areas  
E8 Bad Neighbourhood Development and 'Green Economic Development'  
E9 Overcoming Environmental Problems  
E10 Hazardous Substances  
E11 Environmental Improvement of Employment Development  
E12 Small and Growing Businesses

#### Relevant London Plan policies

2A.3 Areas for Intensification  
2A.7 Strategic Employment Locations  
3B.1 Developing London's Economy  
3B.2 Office Demand and Supply

3B.3 Office Provision  
3B.4 Mixed use Development  
3B.5 Strategic Employment Locations  
3B.6 Supporting Innovation  
3B.7 Improving London's ICT Infrastructure  
3B.8 Promotion of E London  
3B.9 Creative Industries  
3B.10 Tourism Industry  
3B.11 Environmental Industries  
3B.12 Improving the skills and employment opportunities for Londoners  
5F.1 The Strategic Priorities for South London  
A5F.3 Areas for Intensification in South London

#### Relevant Supplementary Planning Guidance and Relevant Local Strategies

Roan Estate(UDP site 1 CW) SPG 2004  
Brown Root Tower (UDP site 1 CW) SPG 2002

- Merton's Community Plan Framework Document 2005-15
- Sustaining Success – the Mayor's Economic Development Strategy, Jan 2005
- Mayor's London Plan, Feb 2004
- GLA Supplementary Planning Guidance on Industrial Capacity, Sept 2003
- Merton's Economic Development Strategy 2001

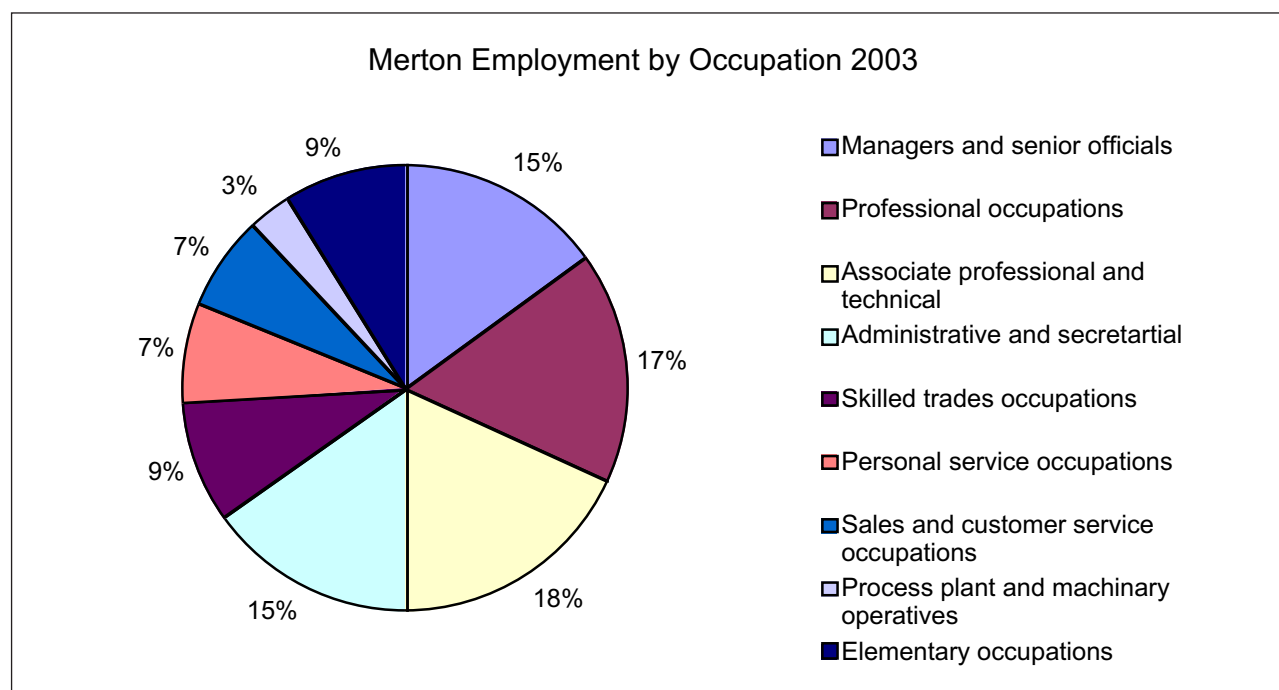


### 3. Context

#### Socio-economic characteristics of Merton

Merton's population in 2003 was estimated at 191,400 of which 129,100 (67%) were of working age (between 16 and 64). Of these, more than 84% were economically active, which compares favourably with the London and national averages of 75% and 78% respectively.

Figure 17 Merton Employment by Location



By and large, Merton has a strong representation of well-skilled, professional workers. Economic activity levels are relatively high compared with London and the south London averages. However, borough-wide statistics conceal localised issues of deprivation, especially in the east and south east of the borough.

Merton's population grew considerably faster than London and south London during the 1990's. Since 1997 Merton experienced employment growth rates in excess of London and south London averages, though employment growth in the earlier part of the decade was slower.

Commuting patterns suggest a net outflow of 28,000 commuters from Merton. However almost half of all people working in the borough also live there.

### 4. Evaluation of Policies

#### Contextual Indicators

##### Indicator 1a

The percentage of the working age population in employment: nationally and London-wide

The contextual indicators for Merton's economic planning policies are:

##### Target

From the Budget 2004, the national employment target is 80% of working age population



## Performance

National economic trends will impact on the number of people employed in Merton. With significant commuter flows to central London and surrounding boroughs, economic and employment trends at a regional and sub-regional level will also be important in assessing Merton's economic situation.

Table 16 **Working Population**

	1999	2000	2001	2002	2003	2004
Great Britain (%)	78.5%	78.3	78.3	78.3	78.2	78.2
London (%)	76.5	75	75.3	74.9	74.6	74.5

Source: Census 2001

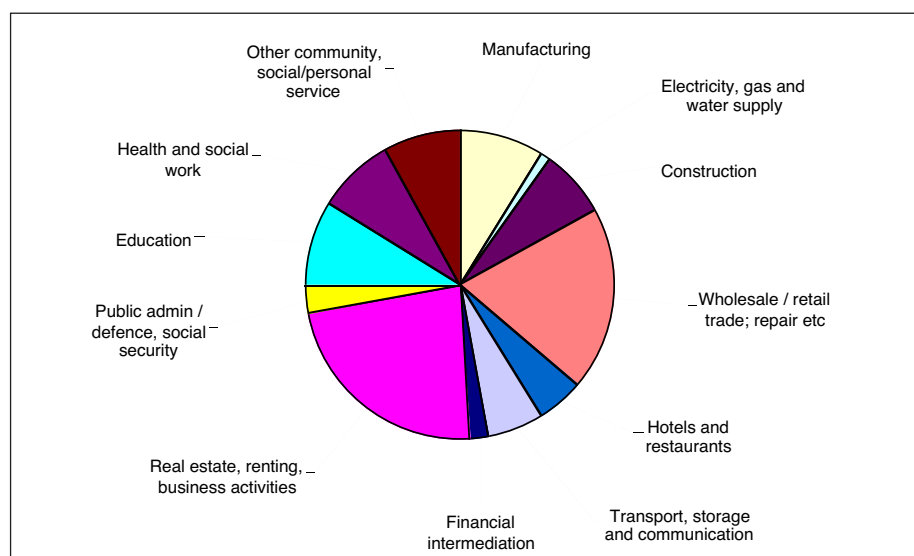
## Indicator\Target 2a

### Maintaining and expanding employment in a diverse range of economic sectors

## Performance

Though the local economy is service based the chart below shows diversity of employment within the service sector. The sectors with the exception of whole sale\retail and Real estate and offices (23% and 19%) shows some balance in terms of employment. Within the real estate and offices sector it would be worthwhile in the future to disaggregate this figure to better assess a balance.

Figure 18 **Local Employment in Merton by Business Sector 2003**



Source: Annual Business Inquiry 2003

## Indicator 3a Status of industrial land

## Target

Maintain supply of land as part of the General Industrial Areas at 158.38ha in line with UDP designation

## Performance

Merton currently has 158.38ha allocated in its UDP as General Industrial Areas. More land for employment use is available on sites scattered across the borough. Merton's UDP policies protect these areas for employment use although floorspace levels and densities may change.



## Policy Indicators

### Indicator 1b

The percentage of the working age population in employment, relative to the London and national average

#### Target

For Merton to continue to exceed the levels of economically active people compared to the region and national figures, and to continue to exceed the national target (2004: 80%)

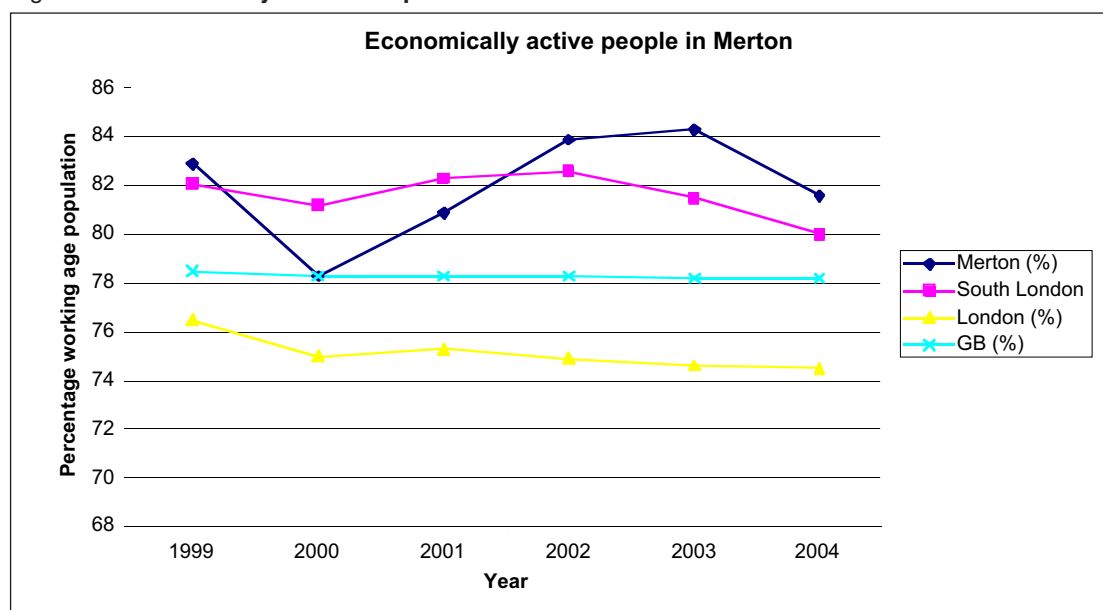
#### Performance

Since 2002 Merton has had a higher percentage of its working age population in employment than comparative areas and would hope to maintain this trend.

### Indicator 1b

The percentage of the working age population in employment, relative to the London and national average

Figure 19 Economically Active People in Merton



Source: NOMIS NB: Great Britain = England, Wales and Scotland; South London = Merton, Kingston, Sutton and Croydon

### Indicator 2b

The number of planning permissions refused for non-employment use on employment land

#### Target

100% of applications for non-employment uses on employment land that are not in line with Merton's UDP policies be refused.

#### Performance

The London Plan, Merton's UDP and supplementary guidance support the regeneration and renewal of employment sites in appropriate areas, including town centres and designated industrial areas.



This indicator gives an idea of the level of interest and investment in employment within the borough and, in conjunction with the other indicators, whether existing planning policies are stimulating or stifling development.

In 2004 there were five applications for development on employment land for non-employment uses that were not in line with Merton's UDP policies; four of these (80%) were refused permission.

## 5. Conclusions

The framework for Merton's economic development is provided by regional strategies (London Plan, Industrial Capacity SPG) and local plans (Merton's UDP; Merton's Community Plan).

Merton's UDP promotes industrial, storage and distribution (B2/B8) development on identified general industrial areas and protects employment sites scattered outside these areas for offices and light industry (B1) or community use (D1). Competition for non-employment uses - especially housing - is evident for scattered sites.

The principles of sustainability are integrated with Merton's planning policies. This is reflected in the requirement for all commercial development greater than 1,000 m<sup>2</sup> to generate 10% of its energy on site from renewable sources. Since the adoption of Merton's UDP in 2003, other local authorities have introduced this requirement for residential development.

These strategies contain similar principles to guide Merton's future economic development, focussing broadly on a scenario of continued demand for office-based employment and a decline in primary industry and manufacturing over the next ten to fifteen years.

However forecasts for the nature and scale of those changes differ considerably, with the GLA predicting a much greater decline in industrial jobs and land requirements than other forecasts for Merton. The greatest disparities are between scale of decline in industrial and manufacturing (and the associated loss of jobs and land to other uses), the scale of growth in financial and business services and the role of storage and distribution in the future of Merton's economy

In March 2005, Merton Council commissioned a study to assess the current supply and future demand of employment land in the borough. The results from this will be considered with other strategies, studies, planning applications and action on the ground when developing employment land policies for the LDF.

Merton's employment policies are currently performing reasonably well in protecting employment land while encouraging development. However recent government policy (PPG3 revision; London Plan) is encouraging the redevelopment of any surplus or vacant industrial land for other purposes, especially housing. Merton Council's Employment Land Study is due to be published in late 2005 and will help the Council assess whether there is any surplus of land in the borough for release to other uses.

Existing strategies also identify some potential growth sectors that will need to be considered when developing new economic planning policies for Merton, e.g. waste processing and transfer, creative industries, healthcare and childcare. Many of these do not sit neatly within the current Use Classes Order and may not be reaching their full potential under the current UDP policies.





## Annual Monitor Report December 2005



## Chapter 6 Shopping, Town Centres & Urban Regeneration



## Chapter 6 - Shopping, Town Centres and Urban Regeneration

### 1. Overall Objective

To promote town centres in Merton as the foci for diverse economic activity by improving their attractiveness, vitality and viability through the sustainable revitalization of the urban environment, investment in infrastructure, environmental improvements, attracting private investment.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST.7: Key Areas for Revitalisation  
ST.8: Colliers Wood  
ST.26: Town Centres  
ST.28: Mitcham and Morden Town Centres  
ST.29: Development Outside Designated Centres  
ST.24: Leisure and Recreation, Arts and Culture

#### UDP Plan Policies

##### Town Centre Revitalisation

TC1: Promoting Development in Town Centres  
TC2: Town Centre Type Developments Outside Designated Town Centres  
TC 3: Mixed Use Development  
TC4: Town Centre Management  
TC5: Good Urban Design and Public Realm  
TC6: Promoting Vitality and Viability  
TC7: High Density Housing  
TC8: Land Assembly  
TC9: Office Development  
TC 10: Mixed Use on Large Office Development Sites  
TC11: Conversion of Office to Residential Use  
TC12: Offices Above Shops Outside the Town Centres  
TC13: Upper Floors in Shopping Streets

##### Wimbledon Town Centre

WTC1: A Mixed Use Town Centre  
WTC2: Extension of P3 Development Site  
WTC3: The Primary Shopping Area  
WTC4: Change of Use in the Primary Shopping Area  
WTC5: Facilities

WTC6: Office Development  
WTC 7: Hotel Development  
WTC 8: Development Facilities  
WTC9: Wimbledon Station Precinct

##### Mitcham

MI1 Urban Village  
MI2 Core Frontage  
MI3 Reuse of Upper Floors  
MI4 Gateways  
MI5 Mitcham Fair Green and Street Market

##### Morden

MO1 Regeneration of Morden Town Centre  
MO2 Reuse of Upper Floors  
MO3 Core Frontages  
MO4 Street Market

##### Local Centres

S1 Local Centres  
S2 Core shopping Frontages  
S3 Secondary Shopping Frontages  
S4 Neighbourhood Parades  
S5 Corner/Local Shops  
S6 Small Scale Retail Development outside Existing Shopping Centres  
S7 Environmental Improvements in Shopping Centres  
S8 Food and Drink (A3) Uses  
S9 Vehicle Related Developments  
S10 Access for People with Disabilities  
S11 Facilities for Customers

##### Urban Villages

U1: Urban Designation  
U2: Mixed uses in Urban Villages  
U3: Sustainable Transport in Urban Villages  
U4: Residential Use



### Colliers Wood

CW 1: Colliers Wood Urban centre  
 CW2: Sites 1CW and 2 CW  
 CW 3: Transport and Infrastructure

### Mixed Frontages

MU1: Mixed Use Frontages: Ground Floor  
 MU2: Non-Designated Shopping  
 Frontages: Upper Floor Uses  
 MU3: New Developments in Non Designated  
 Shopping Frontages  
 MU 4: Live/Work Development

### Relevant London Plan Policies

Policy 2A. 5 Town Centres

Policy 3D. 1 Supporting Town Centre  
 Development

Policy 3D. 2 Town Centre Development

Policy 3D. 3 Maintaining and improving retail  
 facilities

Policy 5F. The Strategic Priorities for South  
 London

### Relevant Supplementary Guidance and Local Strategies

PPS 6; GLA Comparison Goods Floorspace  
 Needs Study 2004,

Draft South London Regional Framework 2005,  
 Planning Policy Guidance PPG 13-Transport  
 2001

## 3. Context

### Background

There are three major centres in Merton; Wimbledon, Mitcham and Morden with Wimbledon being the largest retail centre in the borough employing up to 3,000 people and containing 235 units.

Wimbledon ranked 115<sup>th</sup> out of 1,672 centres across Britain in 2004 by Management Horizon Europe (MHE). MHE provides a shopping index of retail centres on the basis of a weighted score of multiple retailers represented in each centre.

The centres listed for the borough are the ones listed by MHE. Those centres not listed are perhaps too small with limited retailers to be captured.

### Merton Town Centre Ranking

Table 17 Management Horizons UK Shopping Index 2003/04

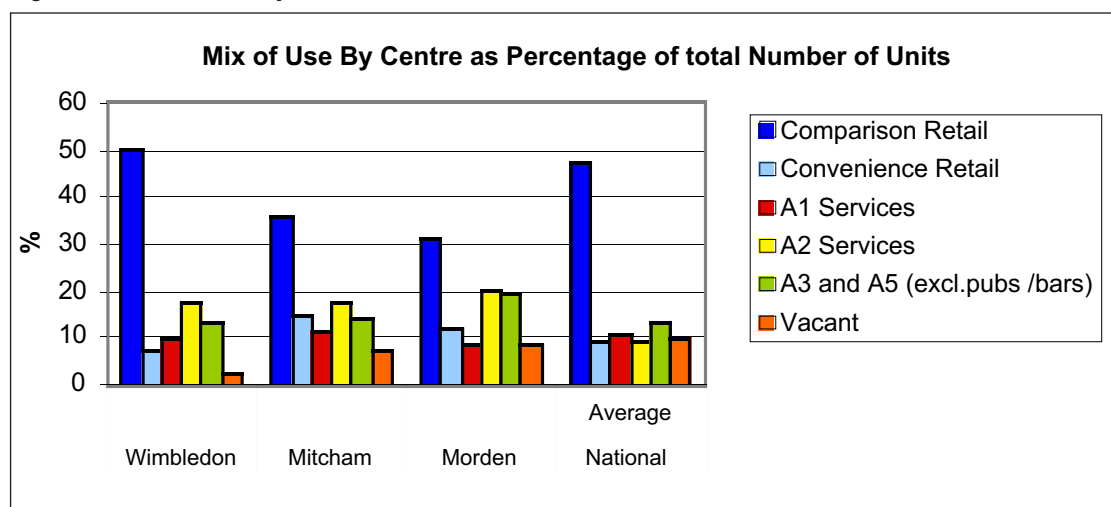
MHE Venue	MHE Index Score 2003 - 2004	2003-2004 Rank
Oxford Street	286	9
Kingston-upon-Thames	253	16
Croydon	204	30
Sutton	162	70
Kensington	133	105
<b>Wimbledon</b>	<b>130</b>	<b>115</b>
Richmond-upon-Thames	109	165
Putney	102	183
Clapham Junction	72	262
Tooting	63	307
Streatham	56	351
Wandsworth	45	435
<b>Mitcham</b>	<b>32</b>	<b>589</b>
Balham	27	635
New Malden	29	649
<b>Morden</b>	<b>21</b>	<b>863</b>
Clapham High Street	16	1,120
Carshalton	15	1,194
<b>Colliers Wood</b>	<b>14</b>	<b>1,268</b>
<b>Raynes Park</b>	<b>14</b>	<b>1,268</b>
Battersea	13	1,348

Source: Management Horizon Europe (2003/4)

Morden and Mitcham have 147 and 139 shop units respectively.



Figure 20 Mix of Uses by Centre



London Borough of Merton Shop Survey 2005

UK Averages relates to all town centres surveyed by Goad Plans (January 2005)

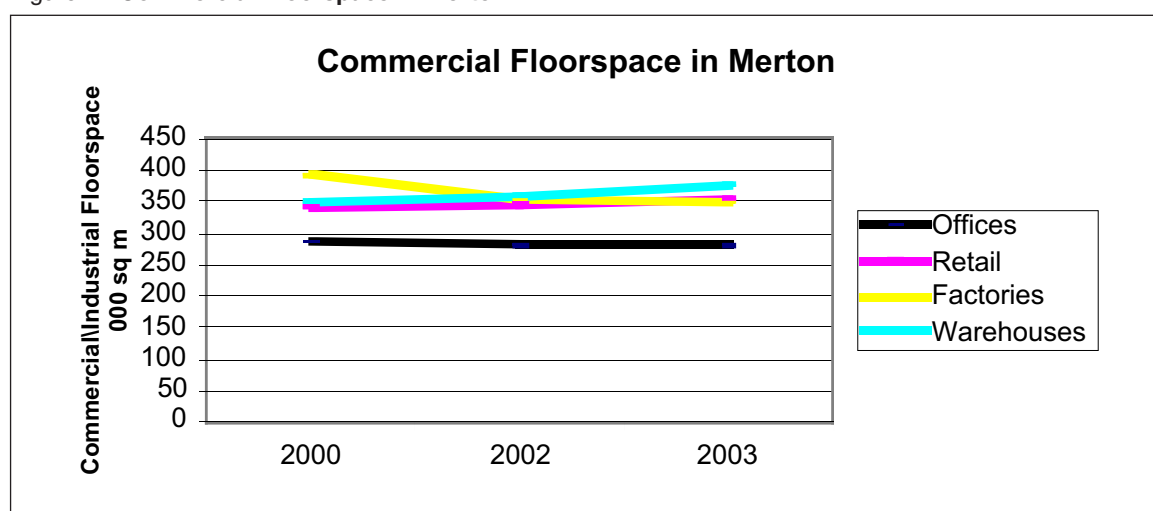
There are 5 local centres (Wimbledon Village, Raynes Park, Motspur Park, Arthur Road and North Mitcham) comprising a total of 311 units and 34 neighbourhood parades comprising a total of 291 shop units.

An assessment of the mix of uses within the three (3) main town centres (Fig 20 above) shows that with the exception of Wimbledon the provision of convenience retail is above the national average. For comparison retail however Wimbledon is the only centre with a provision near the national average.

### Retail Floorspace

Retail floor-space in the borough during the period 1985 – 2000 has grown by 64%, which is the highest growth rate in London and London south during this period. This can be contrasted with the fall of 32% in industrial commercial land-use during the same period.

Figure 21 Commercial Floorspace in Merton



Source: ODPM Floor space data 2000-2003 for commercial and industrial property in Merton.

Net comparison and convenience floor space in Merton's town centres are listed below. This figure is to be updated by a Town Centre Capacity study commissioned by the council over summer 2005.

Table 18 **Retail Floor Space in Merton 1999**

<b>Town Centre</b>	<b>Convenience (sq ft net)</b>	<b>Comparison (sq ft. net)</b>
Wimbledon	39,932	324,960
Morden	60,903	64,160
Mitcham	53,533	74,080
Collier Wood	67,000	32,000
Total Area	221,368	495,200

Source: Town Centre study 1999 (WS Atkins)

## Rent

Average rents in Merton's main town centre, Wimbledon are lower than the main competing centres in the South West sub region. It is however above a similar neighbouring centre of Sutton. The rents in Wimbledon have however risen at a higher rate (20%) over the past 5 years compared to other neighbouring centres- Richmond (16%); Kingston (5.4%); Croydon rents fell by 11%.

Table 19 **Retail Rents In Merton (1987-2004)**

<b>Centre</b>	<b>Annual Zone A Retail Rents £ Per Sq M</b>								
	<b>1987</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Kingston	1399	2153	2745	2799	2799	2691	2799	2960	2960
Croydon	1076	2153	2691	3229	3229	2960	2906	2906	2906
Richmond	1076	1184	1346	1615	1615	1722	1884	1884	1938
<b>Wimbledon</b>	<b>484</b>	<b>807</b>	<b>861</b>	<b>969</b>	<b>1076</b>	<b>1076</b>	<b>1292</b>	<b>1346</b>	<b>1346</b>
Sutton	861	915	969	1023	1023	1023	1076	1076	1076
Putney	646	700	753	861	861	861	1023	1076	1076
Wandsworth	323	431	484	484	484	484	592	969	1023
Tooting	431	431	484	538	538	592	592	700	753
Streatham	377	377	431	538	538	592	592	700	753
Balham	269	431	431	431	484	538	646	753	807

Source: Management Horizon Europe (2003/4)

## Policy

Merton's adopted UDP (October 2003) identifies Wimbledon as a strategic centre, Mitcham and Morden as Town centres, 5 local centres and 34 local Parades comprising a total of 291 units. Special development status is given to Colliers wood as an area for regeneration. This classification is not in conformity with the London Plan and would have to be revised/assessed though Colliers wood is identified as a centre for intensification in the London Plan. The Town Centre Study commissioned in Summer 2005 by the Council will assess these issues and determine how these are to be taken forward in the LDF.

## Town Centre and Related Studies

The GLA co-ordinated Town Centre Health checks undertaken for the borough in 2004 but has not been published. Little comparative analysis has been of health check data. This will however be done in the future as part on the annual monitor report.

A Town Centre Study commissioned for Summer 2005 will assess the current status of Merton's town and other shopping centres and will inter alia, assess the future retail, leisure, night economy, town centre housing and community needs. It will also assess the role of centres in Merton and their



classification in the hierarchy of centres in accordance with the London Plan. The study is to be published in Autumn 2005. The borough also undertakes a shop survey annually to ascertain shop use changes and vacancies.

The council has actively produced a number of development briefs for major proposal sites and commissioned an urban design strategy for Mitcham Town. This is to inform an SPD for Mitcham town centre.

### Development Trends

A total of 10 large retail developments were approved during the period under review. These contributed 3951 sq meters to pipeline A1 floorspace. (Table 22) There were no recorded completions for the period from either large (above 1000m) or small sites. Table 23 shows the status of developments that have started.

A total of 74 small retail developments (below 1000 m) that is those requiring planning permission involving a change of use or addition or loss of retail space were approved. The vast majority 82% were *conversions* of existing A1 uses to and other uses mainly A2 and A3 as seen in the table below.

Roughly 18% were *redevelopments* mainly of A1 uses. Currently floor space data is not available for small retail developments but will be collected and analysed in future monitors. Spatial analysis of these proposals will be undertaken in the future to assess what proportion fall within town centres and edge of centre.

Table 20 **UCO Class A Developments in Merton 2004/05 – Small (below 1000m)**

<b>Conversions</b>	<b># of Applications</b>	<b>Redevelopments</b>	<b>Number of Applications</b>
A1 to A2	20	A1 only	7
A1 to A3	16	A1 and B1	2
A1 to C3 ground floor	3	A1 or A2	2
A1 to C3 first floor	1	B8	1
A1 to A1\A3	1		
A1 to A1\A5	1		
A1 to B1	2		
A1 to B8	1		
A1 to D1	5		
A1- SG	1		
B1 to A1	5		
D1 to A1	2		

Planning MVM – LBM 2004/05

During the period under review there were no appeals regarding retail type development.





## 4. Evaluation of Policies

### Contextual Indicators

#### 1a Indicator

Attractiveness (using commercial yields) of Merton's main centre.

#### Target

Maintain Wimbledon's attractiveness as a main centre

#### Performance

Retail yield data for Wimbledon and Morden relative to other neighbouring centres are shown in Table 21. Commercial yields are a measure of property values, which enables the values of properties of different size, location and characteristic to be compared. The level of yield broadly represents the market's evaluation of risk and return attached to the income stream of shop rents. Broadly speaking low yields indicate that a centre is considered to be attractive and, as a result, more likely to attract investment and rental growth than a centre with high yields.

Wimbledon's attractiveness as a main centre has improved in the last 10 years. Retail yields are higher though not significantly (less attractive) than Kingston – a neighbouring competing metropolitan centre.

Wimbledon like other areas in Merton, has experienced relatively high leakage of retail expenditure to other Boroughs (51% in 2005) compared to 54% in 2004 for comparison shopping. Retention is however high 82% for convenience shopping. It is thus important to maintain Wimbledon's attractiveness and claw back some of the spending that is leaked to other competing centres. This issue will be picked up in the Town Centre Study and will guide the LDF process.

Table 21 Retail Yields in Wimbledon and other Centres

Centre	Yield %											
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
<b>Wimbledon</b>	<b>8.00</b>	<b>8.50</b>	<b>8.75</b>	<b>8.50</b>	<b>8.00</b>	<b>8.00</b>	<b>7.00</b>	<b>7.00</b>	<b>7.00</b>	<b>7.00</b>	<b>7.00</b>	<b>6.25</b>
Richmond	5.50	5.50	6.00	5.00	5.00	5.00	4.50	4.50	4.50	4.50	4.50	5.00
Kingston Upon Thames	5.5	5.0	5.0	4.50	4.5	4.5	4.25	4.25	4.25	4.25	4.25	4.25
East Sheen	8.50	8.75	9.0	8.75	8.5	8.5	8.00	8.00	8.00	8.00	8.00	8.00
Morden	9.00	9.25	9.5	9.75	9.5	9.5	9.00	9.00	9.00	9.00	9.50	9.50

Source: Valuation Office (January 2005)

#### 2a Indicator/Target

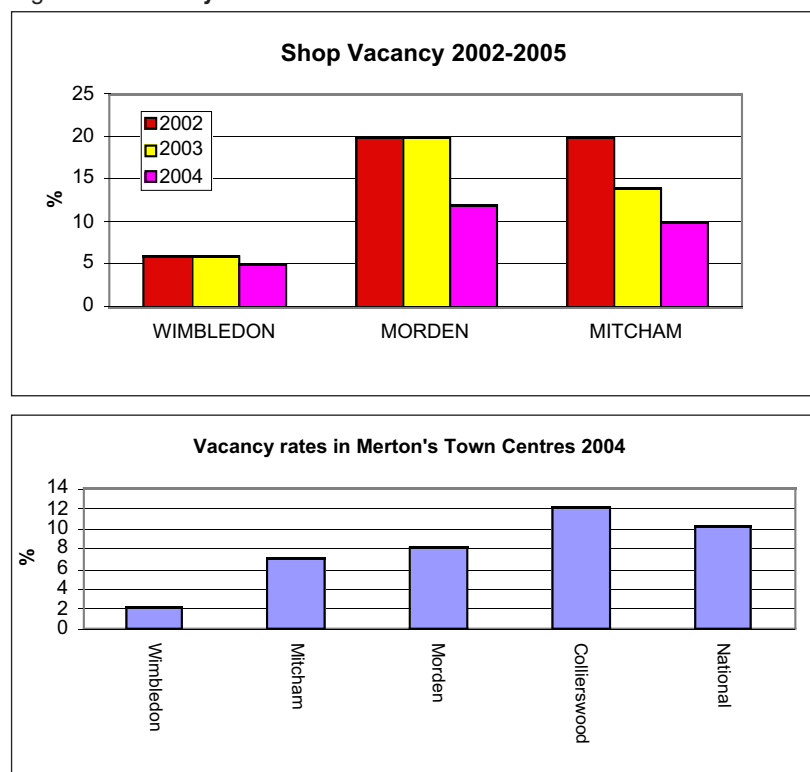
Continued reduction in shop vacancy rates to below national levels.

The number of vacant units in Merton's town centres has declined in the year under review. The greatest decline was in Mitcham where the number of vacant shops declined by 50% between 2002 to 2004. Shop vacancies in Wimbledon declined by 9% while in Morden they declined by 40%.



The decline generally can be attributed to the growing confidence of investors in Merton's town centres and the proactive work undertaken by the council to engage and attract new investment. It should be noted that vacancy rates (number of vacant units to total A class uses) generally in Merton's 3 main town centres are low relative to national levels (Figure 22). All except Colliers Wood is below national levels.

Figure 22 **Vacancy Rates**



This highlights the need for the council to reassess the status of Colliers Wood with a view to improve this standing.

## 5. Policy Indicators

### Target

#### 1b Indicator

Improve crime prevention and safety measures in Merton's Town centres

Implement CCTV schemes in all Merton's town centres by 2006 and reduce town centre crime rates to 1997 levels

#### Performance

Crime is a concern within Town Centres especially Mitcham. Current crime statistics are reported

on a ward basis. It is however difficult to summarise these on a town centre basis. The installation of CCTV schemes and their impact on crime will be investigated in the context of the next monitor along with the reporting of crime statistics on a town centre basis.

#### 2b Indicator

Promote of a mixed uses and new mixed use developments on large sites

### Target

To ensure that at least 80% of major retail developments (1000 sq m and above) are mixed use developments and a balance of A class uses

### Performance

A total of 10 major mixed use developments (that is development above 1000 sq m) were approved in the review period. These developments are either in Local centres or Retail parks. All of these developments can be classed as mixed use developments.

Totally these developments combined contributes 3951 sq m to A1 use combined with residential and other uses including live/work. (Table 22). This shows that the retail policies to encourage mixed development in town centres including local centres and the retail park in Colliers Wood have achieved this objective.



Table 22 **Retail Development 2004/05 - Approvals**

Site	A1 Floorspace sq m	# Residential Units Proposed	Other Uses	Status
106-116 Christchurch Road	1240	5	D2	Started
118 Christchurch Road	578	14	live wk	
256 London Road	255	2		
120 Wimbledon Hill Road	418	14		Started
203 London Road	110	2		Started
1-11 High Street	125	72	D1 , D2	UDP Site
26 Abbey Parade Merton High Street	48	1		Started
106 -116 Christchurch Road	710	12	A3 , B1	
14-16 Coombe Lane	330	9		
66 Coombe Lane	41	1	A3	
190 London Road	96	6		
<b>Total</b>	<b>3951</b>	<b>138</b>		

LBM Planning MVM database 2005

There were no recorded retail completions for the period under review. Table 23 however shows the status of retail developments that have started.

Table 23 **Status of Retail Development Sites 2004/05**

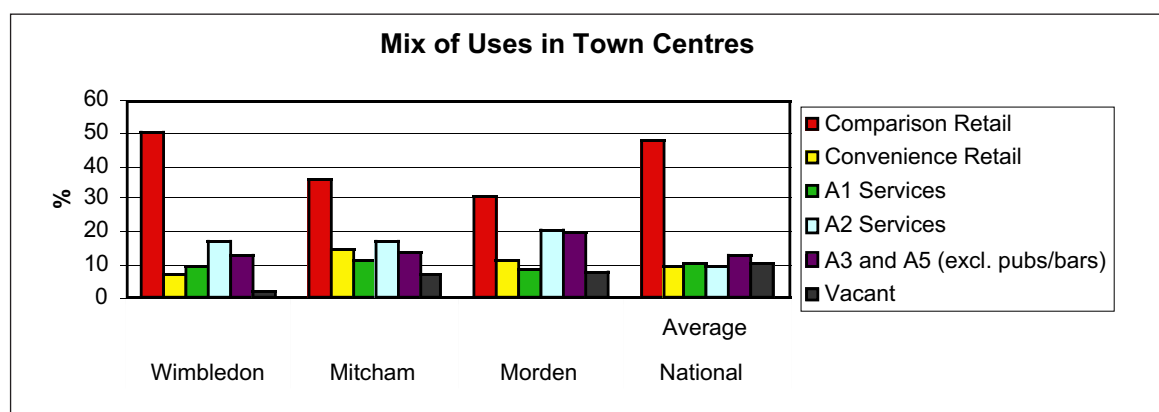
Site	A1 (sq m)	A3 9sq m)	Site Status
120 Wimbledon Hill Road	418		Started
203 London Road	110		Started
26 Abbey Parade	48		Started
106 -116 Christchurch Road	710	1016	Started
8 -12 Coombe Lane		775	Started

London Development Database 2005

Merton's shop survey of 2004 indicates that the mix of A class uses within Town Centres are within national and sometimes above national averages.



Figure 23 Town Centres and their Mix of Uses



UK average refers to centres surveyed by Goad, Retail uses – Shop Survey LBM 2005

### 3b Indicator

Sites briefs produced to attract investor interest.

### Targets

Produce briefs for remaining town centre proposal sites.

### Performance

There are 23 proposal sites within Merton's town centres. The council has actively pursued the development of Planning briefs and guidance to bring key proposal sites forward for development.

Table 24 Site Briefs

UDP Number	Status
<b>Wimbledon Briefs:</b>	
1WTC	No brief prepared
2WTC	Brief prepared
3WTC	Brief prepared
4WTC	No brief prepared
5WTC	No brief prepared
6WTC	No brief prepared
<b>Colliers Wood Briefs:</b>	
1CW	Brief prepared
2CW	Brief prepared
3CW	No brief prepared
4CW	No brief prepared
6CW	No brief prepared
7CW	No brief prepared
<b>Morden Briefs:</b>	
1MO	No brief prepared
<b>Mitcham Briefs:</b>	
1MI	Brief prepared as part of Mitcham Urban Design Study
2MI	Brief prepared as part of Mitcham Urban Design Study
3MI	Brief prepared as part of Mitcham Urban Design Study
4MI	Part of site developed
5MI	Brief prepared as part of Mitcham Urban Design Study
6MI	Brief prepared as part of Mitcham Urban Design Study
7MI	Brief prepared as part of Mitcham Urban Design Study
8MI	Part of site developed
9MI	Brief prepared as part of Mitcham Urban Design Study
10MI	Brief prepared as part of Mitcham Urban Design Study



## 6. Conclusion

Merton's Town centre policies have performed reasonably well since the adoption of the UDP in 2003. The main town centres – Wimbledon, Mitcham and Morden have experienced low vacancy rates when compared to national except for Colliers Wood. Colliers Wood will be given priority attention in commissioned Town Centre Study.

While Wimbledon's attractiveness as Merton's main centre has improved over the last 10 years (Retail Yields 1998-2004), comparison expenditure leakage to neighbouring competing centres from the borough as a whole is high – 54%. Convenience expenditure leakage for the borough is 18%.

The classification of Merton's Town Centres will have to be reviewed so that the hierarchy of centres is brought in line with the London Plan.

Sites briefs have been produced for most UDP town centre sites to attract investment to Merton's town centres. A key initiative was the contracting of the preparation of the Urban Design Study for Mitcham. This brief will be consulted on and will be used to produce an SPD to advance implementation. Key to the proposal is the improvement in transportation networks through collaboration with TFL and investor interest in development in the borough.

Crime remains a concern in Merton's town centres and will be assessed in the future.

A Town Centre Capacity Study has been commissioned and will be reported in the autumn 2005. The study will assess town centre capacity for future retail; leisure; tourism; arts, culture and entertainment facilities, indoor sports, and housing and will project future demand for the same to 2016. The study recommendations will be used to inform the review of UDP policies and how they should be taken forward in the LDF.





# Annual Monitor Report December 2005



## ■ Chapter 7 Transport





## Chapter 7– Transport

### 1. Overall Objective

To promote the development of a safe, sustainable and socially inclusive transport system, which meets the needs of people for travel to school, work and other services. To promote the integration of transport with land use planning to reduce the need to travel by car as well as to adopt a restraint based approach to car parking in conjunction with neighbouring authorities.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST 31 Land Use/Transport Integration  
ST32 Traffic Restraint/Reduction  
ST33 Green Transport  
ST34 Public Transport  
ST35 Parking

#### UDP PLAN POLICIES

##### Public Transport

PT1 Local and Regional Needs  
PT2 Rail Services  
PT3 Railway Stations  
PT4 Public Transport Interchanges

##### The Road Network and Traffic Restraint

RN1 Priority Networks RN1  
RN2 Improvements to the Road Netwk  
RN3 Vehicular Access  
RN4 Road Safety RN4  
RN5 Traffic Management RN5  
RN 6 Lorry Bans RN6  
RN 7 Provision for Goods Vehicles  
RN 8 Rail Freight  
RN 9 Accessibility

##### Walking and Cycling

WC 1 Increasing Walking  
WC2 Safer Routes to School  
WC3 Cycle Facilities  
WC4 Cycle Routes

##### Town Centres

TO1 Traffic Management in Town Centres  
TO2 Integrating Development and  
Accessibility Improvements

#### Parking

PK 1 On-Street Parking Schemes  
PK2 Car Parking Standards  
PK3 Car Parking and Development  
PK4 Management of Public Parking  
PK5 Change of Use of Car Parks  
PK6 Car Free Residential Development  
PK7 Commuter Parking in Town Centres  
PK 8 Commercial Vehicle Parking

#### Land Use/Transport Integration

LU 1 Transport Infrastructure & Dev.  
LU 2 Public Transport Accessibility  
LU3 Transport Impact of New Development  
LU4 Consistency of Development Proposals  
with Transport Facilities  
LU5 Developer Contributions

#### Relevant London Plan Policies

5F. 1 The Strategic Priorities for South  
London  
Future of the Transport Network, 2030  
Government's 10 year Plan  
Transport Act, 2000  
Traffic Management Act 2004  
Mayor's Transport Strategy  
PPG13  
Smarter Travel Choices (DoT)

#### Relevant Supplementary Planning Guidance and Local Strategies

The Merton Local Improvement Strategy



### 3. Context

#### Policy Review

The London Plan incorporates a set of transport policies aimed at creating an accessible and sustainable city, through the integration of transport and development; improvements to public transport, walking facilities, and cycling; tackling congestion; and the implementation of improvements included in the Mayor's Transport Strategy.

Many of the policies in section 3C of the London Plan, which covers transport, are also covered in the policies in the current LBM UDP. There are, however, areas where further alterations or additions to policy would bring the development plan further in line with the London Plan. This includes the possible inclusion of a policy related to Tramlink, and possible widening of policies related to the allocation of street space, road schemes, local area transport treatments, improvements for bus priority, and freight.

The Mayor's Transport Strategy for London contains a long list of policies. The current UDP policies for transport have been reviewed with regard to these for inclusion in the Council's Local Implementation Plan, and for modification for the LDF. Where further policies have been found to be necessary these have been included in the LIP, and will be flagged up in the LDF process.

#### Overview of Transport in the Borough

##### Rail

The South London sub region relies on the National Rail network more than the Underground Network for commuting into London. Mainline rail services in the borough are mainly radial and concentrated in the south west and west with connections to central London via Wimbledon.

A Thameslink line runs along the south of the Borough to Wimbledon and the District and Northern Underground lines run into the Borough, terminating at Wimbledon and Morden stations respectively.

Accessibility to the rail network in the Borough is good, with few residential neighborhoods being more than 1km (0.6 mile) from a railway station. However, services are variable in quality (for example, the Thameslink and South Central services are less frequent than the mainline services), and Mitcham town centre is currently very poorly served by rail.

In recent years the Wimbledon to Croydon rail link has been converted to light rail (Tramlink) and the Council is currently working with Transport for London (TfL) to promote the extension of the light rail network in the borough.



Figure 24 **Cycle Parking in Wimbledon Town Centre**







## Road

There are 341 kilometres of public highway in the Borough. This includes strategic TfL (Transport for London) routes, which attract and serve longer distance movement, and provide links to the National Road Network. Major roads traversing the Borough include the A24, A297, and the A24; the strategic A3 also skims the Borough on its western edge, but does not cut across the Borough.

## Traffic Issues and Modes of Transport

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

The main mode of travel in Merton Borough, in 2002, was by car (as a driver) with 51% of travel undertaken by this mode (Travel in Merton 1998 – 2002, March 2003). Travel by bus accounted for 25% of travel undertaken, as a car passenger accounted for 14%, and walking accounted for 7% of all travel within the Borough. Motorcycling accounted for 2% of all travel, and cycling 1% (Figure 26).

The rise in the proportion of people traveling as car drivers over the two years corresponds with a reduction in the proportion of people walking and using the bus (cycling, motorcycling and traveling as a car passenger remained more or less consistent as a proportion of the travel).



An assessment of travel to work mirrors these trends - the largest proportion of Merton residents (30%) travelled to work by car (as a car driver), 19% and 16% used the rail and underground respectively. Relatively few people walked or cycled to work, with around 6% and 2% respectively travelling this way as main travel modes. This trend generally applies in the South sub-region.

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

### Car Ownership

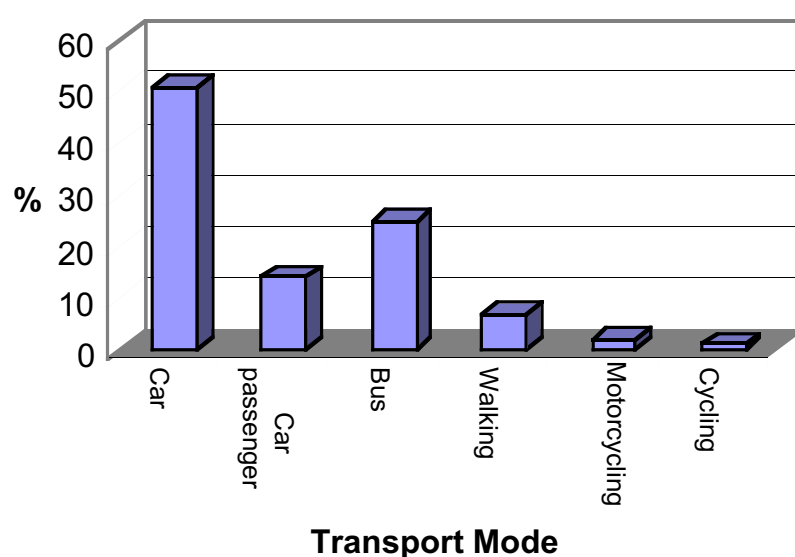
The level of car ownership also contributes to traffic growth. This has increased in the past 10 years, which is a similar trend for other outer London Boroughs. Close to 48% of households have at least one car and there has been a 3.6% increase in car ownership for households that previously did not own a car (Census, 1991 and 2001).

### Transport, Deprivation and Development

In the Borough, there are problems of social exclusion experienced by disadvantaged groups who are disproportionately present in the East of Merton, in areas such as Lavender, Cricket Green, Figges Marsh, Ravensbury, Pollards Hill, St Helier, Longthornton and Graveney wards. Unfortunately, this coincides with gaps in public transport provision in this area of the Borough. This is demonstrated when looking at Public Transport Accessibility Levels (PTALs) for the East of the Borough as opposed to the rest of the Borough and major town centres, e.g. Wimbledon. This low public accessibility level is related to the fact that there is no rail service in east Merton, along with gaps in bus service provision.

The Urban Village concept for Mitcham is being pursued in an attempt to improve the environment of this local centre – this includes public transport accessibility. Initiatives include investment in bus routes, completing the London Cycle Network, better bus interchange, and improved travel information provided. This issue is covered by the NRS in Chapter 2

Figure 25 Transport by Mode in Merton



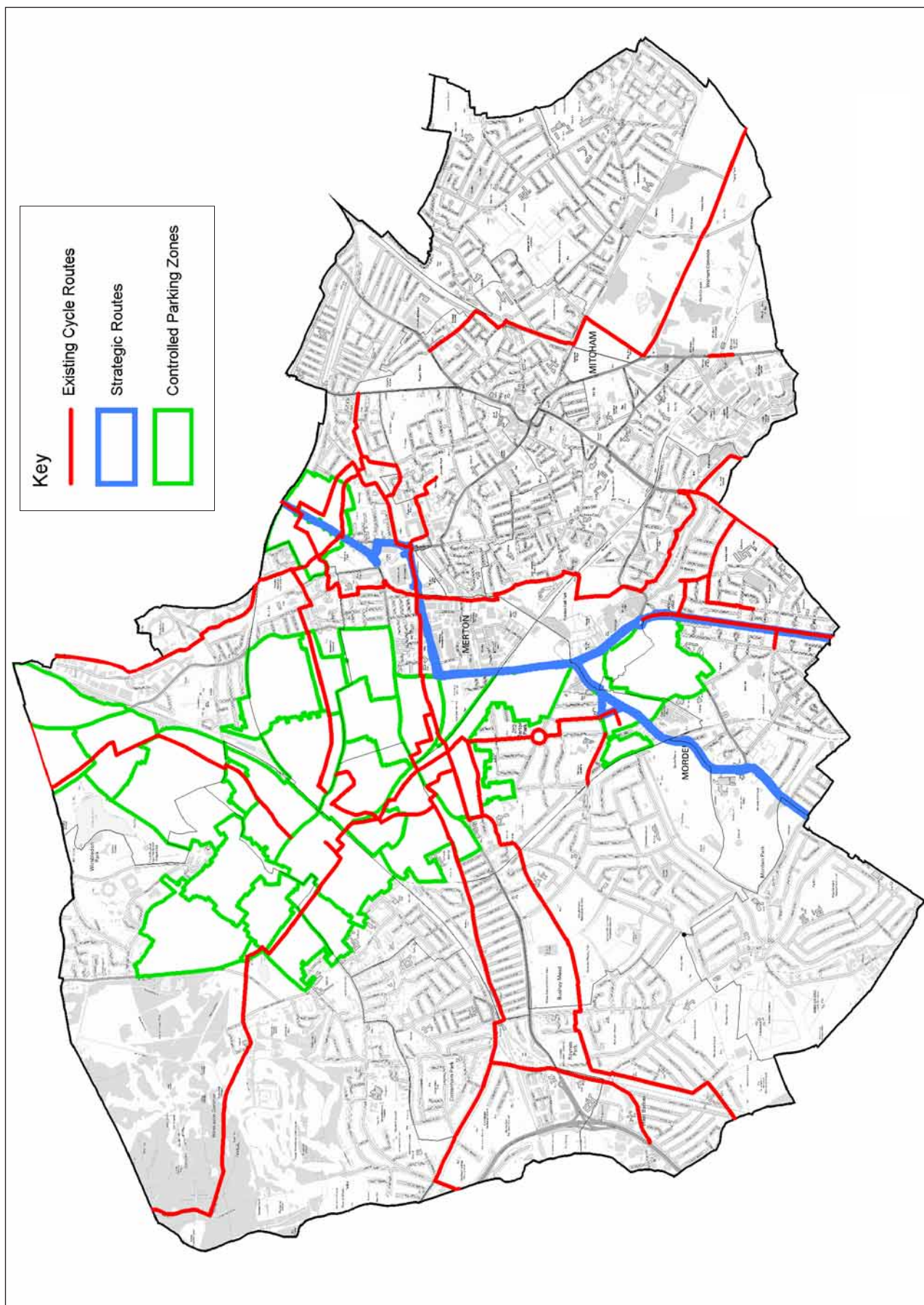


Figure 26 Cycle Network London Borough of Merton 100019259

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## 4. Evaluation of Policy Performance

### Contextual Indicators

#### Indicator 1a

Modal Split: Decline in car usage and increase in sustainable transport modes

#### Target

To achieve an increase in the proportion of trips made using sustainable modes, of 1% per year, from the 2004 base of 37%.

#### Performance

The 2004 traffic survey report indicates a reduction in sustainable transport journeys. However, the percentage of trips taken by sustainable modes has shown an increase (31% to 34%). At six sites surveyed, 29% of trips were taken by bus in 2004, compared with 25% in 2003. Car use at the sites had fallen from 53% in 2003, to 48% in 2004.

#### Indicator 2a

Reduction in Accident Rates

#### Target

The target to the year 2010 is a 40% reduction in killed or seriously injured (KSIs), and a 50% reduction in child (KSIs).

#### Performance

There has been a decline in the number of (KSIs) in the Borough; the overall average for 2004 was 14%, which was a decrease on the previous year. 47 of every 100,000 residents were in transport accidents where someone was killed or seriously injured.

#### Indicator\Target 3a

Pursue the Mitcham Urban Development concept and attendant transport improvements by 2010.

#### Performance

The Mitcham Town Centre Development Brief

SPD was produced and will be consulted on, and used as blueprint for development and improvement in public transport accessibility.

### Policy Indicators

#### Indicator 1b

Number of school travel plans completed and signed off; Increase in number of residential and business travel plans.

#### Target

15 school travel plans to be completed by 2006 and a further 15 by 2008

**Performance:** There is a target in the developing Community Plan for the Council to work with a number of employers to progress a range of travel plans with the aim of reducing the proportion of car-based journeys, by 2010. UDP policies on this have been implemented, and there are two industrial area-wide Travel Plans in the Borough; one has been implemented and is on-going, and the other is seeking TfL funding. There are also a few business travel plans being introduced.



For residential development, some large schemes are seeking to negotiate travel plans, and the concept is being applied to other smaller developments.

13 school travel plans have been completed and signed off during 2004/2005. A further nine schools now have draft plans in place with other schools starting the process. The Regeneration Division Performance Management Framework targets for transport planning include a requirement for 15 travel plans to be completed and a further 15 started over a three year period.

#### **Indicator 2b**

Amount of car-free or restricted parking development being implemented.

#### **Target**

200 parking - restricted dwellings (where residents are not eligible for a parking space or residents' parking permit), by 2010.

#### **Performance**

About 500 planning applications are commented upon with regard to transport planning policies, per annum. Many of the applications relate to development including parking in the Borough, and all developments within the Borough are permitted in accordance with the Borough's maximum car parking standards.

Car-free residential development is a developing concept and currently affects a small number of dwellings. An increasing number of schemes are currently in the pipeline for acceptance.

#### **Indicator\Target 3b**

Apply maximum car parking standards to all developments

#### **Performance**

Currently all developments within the Borough are permitted in accordance with the Borough's maximum car parking standards.

## **5. Appeals Analysis**

Between 2002 and 2005, policies PK2, PK3 and PK6 were referred to in appeals that were allowed during this period. Policies RN3, RN5, PK2, PK3, PK6, PK7 and LU2 all featured in appeals that were dismissed during the period. The greater number of policies relevant to this topic area that were cited in appeals dismissed indicates the strength of the policies.

## **6. Conclusions**

The current UDP policies are performing reasonably well, although there are some conflicts, which arise. In general the UDP policies comply with recent guidance such as the London Plan and the Mayor's Transport Strategy, but following reviews it is apparent that further policy additions/alterations will be necessary in order to fulfil the criteria of these plans.

The policy trend towards intensification/higher density development has raised issues in the Borough with regard to the implementation of development control, including problems with regard to the conversion of residential dwellings into flats without parking, as the cumulative effects of this intensification can create on-street parking problems. Other issues have included applications for high density development in inappropriate locations (not supported by public transport).



# Annual Monitor Report

## December 2005



## Chapter 8

# Open Spaces



## Chapter 8 – Open Space

### 1. Overall objective

To protect and enhance Merton's sports pitches, nature conservation areas, allotments, green chains, open spaces and recreational facilities.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST24 Leisure & Recreation, Arts & Culture

#### UDP Plan Policies

##### Leisure and Recreation

##### Open Land

Informal Recreation L.1

Policy for Walking Routes L.2

Water Environments L.3

River Wandle L.4

##### Provision of Open Space

Urban Green Space L.5

Public Open Space L.6

Recreational Open Space L.7

Open Space Deficiencies L.8

Children's Play Facilities L.9

Allotments L.10

##### Sport and Recreation

The Protecting of Existing Facilities and Land L.11

Provision of New Facilities L.12

Arts, Culture and Entertainment Facilities

Improving Provision L.13

Community and Religious Meeting Places L.14

Protection of Facilities L.15

Protection of Public Houses L.16

#### Relevant London Plan Policies

3D.4 Development and Promotion of Arts and Culture

3D.5 Sports Facilities

3D.7 Realising the Value of Open Space

3D.10 Open Space Provision

3D.11 Open Space Strategies

3D.13 London Countryside and the Urban Fringe

5F.1 The Strategic Priorities for South London

#### Relevant Supplementary Guidance and Local Strategies

##### Supplementary Planning Guidance adopted

Bushey Middle School Playing Field

Supplementary Planning Guidance (adopted January 2002)

Rowan High School Supplementary Planning Guidance (adopted November 2003)

Atkinson Morely Hospital Supplementary Planning Guidance (adopted July 2003)

Prince Georges Playing Fields Supplementary Planning Guidance (adopted September 2001)

Brenley Field Supplementary Planning Guidance (adopted November 2003)

##### Supplementary Planning Documents yet to be adopted/incorporated into LDF

Section 106 Agreements Supplementary Planning Document (due 2006)

Land rear of Morden Underground

Supplementary Planning Document (due 2007)

Mitcham Gas Holder Site and land to rear

Supplementary Planning Document (due 2006)

#### Relevant Local Strategies

Merton Open Space Strategy (adopted 2005)

Sports Strategy (due for completion 2006)

Place spaces study for children with disabilities

### 3. Context

Merton is one of London's greenest boroughs with 677 hectares of open space. The 2005 Merton Open Space Strategy (MOSS) revealed that 18% of the borough's area is taken up by open space compared to the London average of 10%. In addition, there are 4ha of public open space per 1000 population in Merton compared to the National Playing Field Association standard of 2.43ha which reinforces the fact that Merton is a very green borough. Despite the greenness of the Borough,





MOSS found that there is no oversupply of Local, District or Metropolitan Parks and some areas of the borough (the East in particular) are deficient in public open space provision.

Planning Policy Guidance note 17 is the current government planning policy document providing policy advice on open space, sport and recreation. PPG 17 encourages local planning authorities to undertake robust assessments of their existing and future needs with regard to open space, sports and recreational facilities within their boundaries. Merton undertook an assessment of its open spaces as part of the Merton Open Space Strategy (MOSS). MOSS focused on open spaces in the borough, but also included some assessments of playing pitches, allotments and to lesser degree, play space facilities. MOSS was adopted in 2005 following consultation on its findings. The MOSS consisted of detailed quantitative and qualitative assessments of Merton's open spaces, a playing pitch assessment, a needs survey and a local area strategy of East Mitcham.

MOSS is the most up to date investigation into Merton's open and leisure spaces. MOSS findings reveal the following key open space issues in Merton: improving the range and quality of open spaces; providing a variety of open space equitably across the Borough; protecting open space from inappropriate development; ensure open space experiences are relevant to all sections of the community; improving the safety and security of open spaces.

## 4. Evaluation of Policies

### Contextual Indicators

#### Indicator 1a

Visual and landscape quality of individual open spaces

#### Target

Improve conditions of parks and open spaces by 2015 (Source: Merton Community Plans 2005-2015 Framework Document) and improve on the findings of the recent MOSS study.

#### Performance

Merton Open Space Study 2005 revealed 3 parks classified as 'poor' and 13 as 'fair'.

#### Measurement of Indicator

Merton Open Space Study (to be reviewed every 5 years)

#### Indicator 2a

Amenity and facilities within parks and open spaces

#### Target

2006: complete Park Management Plans for all flagship parks

2007: complete Park Management Plans for all elite sports sites

2008: complete Park Management Plans for all amenity parks and open spaces

#### Performance

MOSS revealed that the quality of facilities is generally deteriorating through lack of maintenance. MOSS also revealed that some of Merton's parks do not provide a typical range of facilities when compared to the LPAC Open Space Hierarchy used as a benchmark for Merton's results in the MOSS study.



## Measurement of Indicator

### Indicator 3a

Areas deficient in local Parks

Merton Open Space Study (to be reviewed every 5 years)

### Target

4 wards or fewer to have large areas outside the pedestrian catchment of any park.

### Performance

MOSS identified 7 wards as having large areas outside the pedestrian catchment of any park. Areas deficient in local and small parks are generally on the west side of Merton where there are more areas of urban green space.

## Measurement of Indicator

Merton Open Space Study (to be reviewed every 5 years)

## Policy Indicators

### Indicator 1b

Private and public open land to be used for informal recreation, providing it does not adversely affect the environment.

### Target

Approval of 5 Planning Applications each year that involve informal recreational spaces

### Performance

The number of planning applications involving informal recreational spaces approved during recording year was 3.

## Measurement of Indicator

London Development Database

### Indicator 2b

Improve leisure walking and cycling routes across the Borough.

**Target** 80%

### Performance

BVPI 178: the percentage of total length of footpaths and other rights of way which were easy to use by members of the public

2003/04 out turn: 100% (audited)

2004/05 out turn: 83.33% (unaudited)

## Measurement of Indicator

Best Value Indicator 178



**Indicator 3b**

Any development permitted on urban green space or public open space must be ancillary to the open space use and retain and enhance open space facilities through redevelopment of a small part of the site

**Target**

5 planning applications or more refused on the basis of policy L7: the retention and enhancement of sport and recreational facilities on site through redevelopment of part of the site (enabling development)

**Performance**

1 Planning Application 2004/05

**Measurement of Indicator**

Planning MVM

**Indicator 4b**

Percentage of applications providing open space contributions (Source: S106 agreements spreadsheet).

**Target**

12 Planning obligations to provide open space contributions

**Performance**

10 Planning applications resulted in a planning obligation providing an open space contribution in 2004/05

**Measurement of Indicator**

London Borough of Merton S106 Monitoring spreadsheet

**Indicator 5b**

Number of children's play facilities provided in association with new housing developments in areas deficient in the provision of children's play facilities

**Target 5****Performance**

Total number of applications 04/05

3

**Measurement of Indicator**

Leisure Services Department inhouse figures, London Borough of Merton

**Indicator 6b**

Percentage of residents satisfied with leisure and sports facilities in Merton

**Target**

Increase the proportion of residents who rate leisure and sports facilities as good or excellent to 44% (Source: Environment and Regeneration Departmental Service Plan/ Annual Residents Survey).



## **Performance**

Merton 2004 findings: 41%    London 2004 average: 37%

Merton 2003 findings: 36%    London 2003 average: 34%

Merton 2002 findings: 33%    London 2005 average: 37%

## **Measurement of Indicator**

Merton Annual Residents Survey

### **Indicator 7b**

Number of cinemas, theatres and public libraries in Merton

## **Arts, culture and entertainment facilities**

Assessment of Quality and Quantity

## **Target**

No fewer than current number

## **Measurement of Indicator**

2004 Shopping Survey

Number of cinemas in Merton – 1 cinema (2851 seats in March 2004)

Number of theatres in Merton – 2 theatres

Number of public libraries in Merton – 7 libraries

The number of public houses in Merton – 40 pubs/bars in Merton

## **6. Appeals Analysis**

The UDP policies relevant to this chapter in the Annual Monitoring Report featured very infrequently in Appeal decisions. Only 2 policies were cited in appeals between 2002 and 2005 (L8: Open Space Deficiencies and L6: Public Open Space) and both resulted in appeal dismissals.

## **7. Conclusion**

Policies in this section are overall performing well. Only two policies within this topic area appear in any appeal cases since 2002 and those that were cited resulted in the appeal being dismissed indicating the strength and extent to which the policies are robust.

The policies are supported by relatively up to date evidence; largely in the form of the Merton Open Space Strategy (published in 2005). This study was the first borough-wide comprehensive qualitative and quantitative assessment of open space and leisure facilities in the Borough. A Sports Strategy document is due to be completed in early 2006, which will further inform policy development in the LDF. In addition, the Open Space chapter in the pending Supplementary Planning Document on S106 contributions will provide guidance on developer contributions to open space and will facilitate the use of developer contributions to improve existing open space and develop new open spaces in the Borough.



# Annual Monitor Report

## December 2005



## ■ Chapter 9

# Built Environment



## Chapter 9 – Built Environment

### 1. Overall Objective

To protect, preserve or enhance all aspects of the historic environment, including its Conservation Areas, Statutory and Local Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens, and archaeological sites, and to promote a high quality urban environment to strengthen the character and townscape quality of the Borough for the enjoyment of all groups.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

S7.17 Built Environment

#### UDP Plan Policies

##### Built Environment

BE1: Conservation Areas, New Development, Change of Use, Alterations and Extensions

BE2: Conservation Areas, Demolition

BE 3: Development Adjacent to a Conservation Area

BE16: Urban Design

BE22: Design of New Development

BE23: Alterations and Extensions to Buildings

BE24: Roof Extensions and Dormer Windows

BE29: Advertising, Panels and Displays

BE30: Shop Fronts, Alterations

BE31: New Shop Fronts, Design

BE32: Shop Fronts, Advertising

##### Relevant London Plan Policies

2A.1: Sustainability Criteria; 4A.6: Improving Air Quality; 4A.7: Energy Efficiency and Renewable Energy; 4A.8: Energy Assessment; 4A.9: Providing for Renewable Energy; 4A.10: Supporting the Provision of Renewable Energy; 4A.11: Water Supplies; 4A.14: Reducing Noise; 4A.15: Climate Change; 4A.16: Bringing Contaminated Land Back Into Use; 4B.1: Design Principles for a Compact City; 4B.2: Promoting World-Class Architecture and Design; 4B.3: Maximising the Potential of Sites; 4B.4: Enhancing the Quality of the Public Realm; 4B.5: Creating an Inclusive Environment; 4B.6: Sustainable Design and Construction; 4B.7: Respect Local Context and Communities; 4B.12: Historic, Conservation-Led Regeneration; 4C.8: Sustainable Drainage; 4C.10: Historic Environment; 5F.1: The Strategic Priorities for South London

##### Relevant Supplementary Guidance and Local Strategies

Subject based SPG/SPD relevant to the assessed policies (that have been published since C2000) are:

Accessible Environments (June 2003)

Design (September 2004)

Designing out Crime (September 1999)

Mitcham Town Centre Development Brief (2005)

New Residential Development (September 1999)

Residential Extensions, Alterations and Conversions (November 2001)

Shopfront Design (October 2000)



Sustainable Development (October 2001)  
Minimising Pollution SPG (Draft 2001)  
Sustainable Transport SPG (4<sup>th</sup> April 2004)

Site specific SPG/SPD relevant to the assessed policies (that have been published since C2000) are:

Belgrave Walk Station Site (2001)  
153-161, The Broadway, Wimbledon (2001)  
1CW Site, Colliers Wood  
1CW Supplementary Planning Guidance (April 2002)(Tall Building)  
The Former Rowan High School (2003)  
100 Green Lane (2005)  
Hall Place, Mitcham (2001)  
Land in Ravensbury Park (2002)  
The Roan Industrial Estate (2004)  
Thames Water Site, Raynes Park (2005)  
Western Road/Miles Road site (2004)  
Wimbledon Park Hall (2004)  
2WTC Site (2003)  
3WTC Site (2003)  
Brenley Playing Fields (2003)  
Central Kitchen, Priory School (2002)

#### **Key Greater London Authority Publications including**

The London Plan  
A City of Villages: Promoting a Sustainable Future for London's Suburbs: SDS Technical Report (August 2002)  
The Mayor's Air Quality Strategy (September 2002) & Energy strategy (February 2004)  
Sustainable Design and Construction (Draft SPG March 2005)  
Integrating renewable energy into new developments: Toolkit for planners, developers and consultants (September 2004)  
Draft Sub Regional Development Framework, South London (June 2005)

#### **CABE Publications & Guidance**

#### **Building Regulations**

The Building Regulations 2000 (notably Part M – Access and Facilities for disabled people)



### 3. Context

Inter-war years semi-detached housing makes up the greatest land use in the borough. Since the arrival of the deep line tube in Morden in 1926, massive areas of development have occurred in the surrounding hinterland, particularly the St Helier estate to the south. A number of estates were built in the 1960s including Pollards Hill and Ravensbury Park and also a number of parks were developed including the recent Wandle Meadow Nature Park. Wimbledon is the dominant centre in the borough both for shopping and transport. Mitcham's recent decline is related to its displacement by Wimbledon.

The UDP published in October 2003 sets out policies on the built environment. Much of the heritage that has been conserved in the borough is architecturally based, being protected by Conservation Areas and local listings. This is focused mainly in the historically more affluent west of the borough and is typically based on Victorian housing. The heritage value of some of the open spaces in the borough is also recognised through various designations. Key features of Merton's built environment include:

- 28 Conservation Areas designated covering a total area of just under 6 square kilometres (16% of the borough).
- Three Grade 1 and 226 Grade II and II\* statutorily listed buildings.
- A number of local (Non Statutory) listed buildings of historical or architectural interest.
- 20 designated Archaeological Priority Zones
- Three scheduled ancient monuments
- Four historic parks and gardens

Specific policies in the UDP seek to preserve or enhance the character and appearance of these key features of Merton's built environment. This includes policies relating to new development or the demolition of buildings within or adjacent to conservation areas; maintenance, repair and restoration of listed buildings; alteration and extensions to listed buildings; developments impacting on the settings of listed buildings, ancient monuments, and the wider historic landscape; and archaeological protection and preservation. In addition, there are policies relating to general design issues (urban and building design, neighbourhood amenity) that will also apply to these built environment features.

### 4. Contextual Indicators

#### 1a Indicator

The percentage of applications, which are refused planning permission which cite either a design or a conservation policy as a reason for refusal.

#### Target

At least 75% of applications refused planning permission, to cite either a design or conservation policy as a reason for refusal.

#### Performance

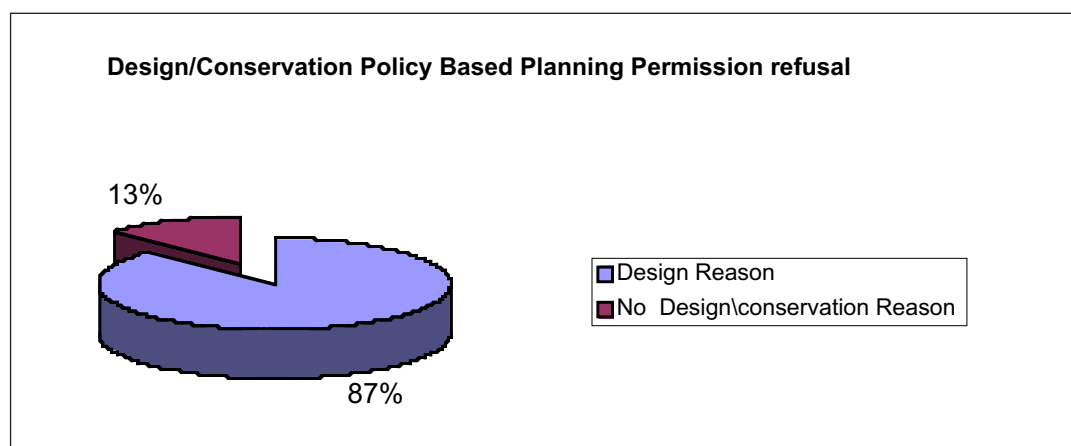
A total of 182 applications were refused planning permission with a design or a conservation policy cited as a reason for refusal for the year in review. This represents 87% of refusals. This shows that the built environment target to decline planning permission on the basis of design or conservation policies has been achieved.

This is further supported by the low success of appeals regarding the same. Between 2002-2005, the majority of appeals (89% or 17 out of 19 appeals) were dismissed in support of built environment policies. (Table 25)





Figure 27 **Design/Conservation Based Planning Policy Refusal**



Source: LBM Planning Records 2004/5

Table 25 **Built Environment Appeals Analysis**

Appeals Status	Built Environment Policy	Total
Refused	BE23: Alterations and Extensions to Buildings	2
		<b>2</b>
Dismissed	BE16: Urban Design	1
	BE22: Design of New Development	5
	BE23: Alterations and Extensions to Buildings	8
	BE24: Roof Extensions and Dormer Windows	3
	BE29: Advertising, Panels and Displays	0
	BE30: Shop Fronts, Alterations	0
	BE31: New Shop Fronts, Design	0
	BE 32: Shop Fronts, Advertising	<b>17</b>

### **1b Indicator**

The percentage of major developments which have provided a contribution towards public art provision.

### **Policy Indicators**

This indicator was not measured in this monitor due to the lack of data. It will however be included in future monitors.

Major developments are defined in accordance with the thresholds used for requiring financial contributions:



Use Class Category	Area (m2)/Number of Units	General Use
A	200 m <sup>2</sup>	Retail/Restaurant
B	500 m <sup>2</sup>	Commerce/Industrial
C	5 units	Residential
D	500 m <sup>2</sup>	Leisure

As with target 1a, major developments will comprise of proposal sites and windfall sites. Proposal sites can be measured from council site briefs. Windfall sites will need to be accessed from the London Development Database in 2005/2006.

### Conclusion

The Contextual indicator(s) illustrate that Merton borough council is meeting the overall objective of protecting, preserving or enhancing aspects of the historic environment and promoting a high quality urban environment. Increased pressures from redevelopment of brown field sites may require the development of additional policy indicators in relation to development, change of use, alterations, extensions and demolition within conservation areas (BE1, BE2).

In period reviewed 2004/05 a large majority of applications (including those for redevelopment) are being declined on the basis of their potential to adversely impact on the character and appearance of these key features of Merton's built environment.





# Annual Monitor Report

## December 2005



## ■ Chapter 10

# Natural Environment



## Chapter 10 – Natural Environment

### 10.0 Overall Objective

To identify, designate, protect and enhance areas that make an important contribution to amenity, recreation, and nature conservation including areas of nature conservation importance, green chains, green corridors and other areas of open space, to protect the permanence and integrity of Metropolitan Open Land and to conserve biodiversity and the natural heritage of the Borough for the enjoyment of future generations.

### 10.1 List of Policies, Sites and Guidance

#### UDP Strategic Policies

Policy st.19: natural environment  
Policy st.20: metropolitan open land  
Policy st.21: biodiversity

#### UDP Plan Policies

#### The Natural Environment

NE1: Metropolitan Open Land  
NE2: Development in Proximity to MOL  
NE 3: Green Chains

NE 4: Wandle Valley Country Park  
NE 5: Sites of Special Scientific Interest  
NE 6: Local Nature Reserves and Sites of Importance for Nature Conservation  
NE 7: Species Protection  
NE 8: Green Corridors  
NE 9: Management of Land  
NE 10: Nature Conservation in Backland Areas  
NE 11: Trees: Protection  
NE 12: Trees, Hedges and Landscape Features

### 10.2 Context

The UDP published in October 2003 sets out policies to protect and enhance the natural environment in line with PPG9. A new PPG9 has been published in August 2005, which falls outside this annual monitoring period.

There are a variety of levels of designation for the boroughs open spaces and their biodiversity. This ranges from the statutory Site of Special Scientific Interest (SSSI) designation given to Wimbledon common, which is the highest level possible in terms of nature conservation down to the local nature reserves statutory designation, of which there are 14 listed in the UDP. The non-statutory designations are for sites of metropolitan importance (4 listed), sites of borough importance (23 listed) and sites of local importance (20 listed).

Wimbledon common also has the European designation as a Special Area of Conservation.

The Greater London Authority is undertaking a 10-year rolling programme of open space and habitat surveys. Merton is likely to be surveyed in 2006 or 2007, though that is subject to change. The London Wildlife Trust's biological recording project is in the process of establishing itself as a new biodiversity and open space records centre for London, called Greenspace Information for Greater London (GIGL). GIGL is considering putting together a bid for funding to complete surveys in 2005 of all boroughs for which there are not full survey data, in order to ensure London wide coverage of data by the time it becomes fully independent in 2006. This would include Merton.



When each borough survey is complete, the GLA will work with Council officers to review the Sites of Importance for Nature Conservation, and will produce a map and brief citation for each site. This process will assist in identifying sites relevant to Policy indicator 1b, making the performance measurement process easier and more reliable. It will also provide the historical information required to assess business target 219b in the Best Value Performance Plan 2005/06, to assess the % of conservation areas in the local authority with an up-to-date character appraisal.

## 10.3 Evaluation of Policies

### Contextual Indicators

#### Indicator 1a

The level of satisfaction of residents in the Borough with their local parks, as recorded in annual residents satisfaction surveys.

#### Target

The percentage of residents expressing satisfaction with their local parks to increase from 49% to 55% in 3 years.

#### Performance

Performance against this target will be measured within the 3 year time period. In the 2004/05 Merton residents survey, 47% of residents said that service delivery of parks/playgrounds/open spaces is good or excellent, while 54% of actual users said that parks/playgrounds/open spaces are good or excellent. An average of these 2 figures is 51% satisfaction.

While the 3 year reporting period to assess performance is still continuing, the percentage of residents expressing satisfaction is greater than the lower range of % satisfaction outlined in the target. This shows that the natural environment target to increase satisfaction with local parks is achieving a higher benchmark level of satisfaction than expected.

The performance of the contextual indicator relating to levels of satisfaction with local parks suggests that the effectiveness of natural environment policies are not being relayed to Merton residents. Achieving targets in relation to this contextual indicator will provide evidence that the natural environment is being protected and enhanced. However, those that actually use parks are demonstrating higher levels of satisfaction than residents in general. Recreation research indicates that many individuals derive benefits from the “existence value” of parks, despite not actually using them. If enhancing the natural environment is in part for the benefit of Merton residents, then Policies may be required to illustrate their value and enhancement to residents given that benefits are derived from “existence value”.

### Policy Indicators

#### Indicator 1b

The number of applications for development of “inappropriate development” on land falling within Metropolitan Open Land which are approved without “exceptional circumstances” being demonstrated.

#### Target

Zero applications each year.





### Performance

Background research suggests that “inappropriate development” of MOL land only occurs where exceptional circumstances exist. The most notable recent example involves outline Planning Permission for site redevelopment comprising a new football stadium (capacity 3,500), an all-weather artificial pitch and surface parking that was granted by the Secretary of State on 7 October 1996 (LBM Ref 96/P0574). The Secretary of State decision noted that there were no weighty policy or impact objections to the proposed development other than that it constitutes an “inappropriate use” within the MOL, where there is a policy presumption against most forms of development. It was concluded that “very special circumstances” existed that are sufficient to outweigh the harm to the MOL. These included the increased public access to sporting facilities, the lack of satisfactory alternatives on either MOL or non-MOL land, and that whilst the proposed development was an intensification of use with substantial built facilities, it was a continuation of facilities for football and outdoor recreation.

#### Indicator 2b

The number of applications for development of SINC or LNR land, which are approved, which would cause significant harm to the nature conservation interest of the site, where no mitigation or compensatory measures are planned.

### Target

No more than 2 applications per year.

### Performance

This indicator will be assessed in the future.

#### Indicator 1c

The number of applications which are approved subject to a section 106 agreement which requires the ongoing management of land in the interests of biodiversity.

### Target

Two or more applications per year.

### Performance

There have been 2 approvals subject to section 106 agreements requiring long term conservation management plans. 04/P0914 and 04/P0915, (located in a site of importance for nature conservation policy) required a tree planting/landscaping scheme (including acid grasslands) including full details of species, size of plants and spacing, requiring a maintenance period of 3 years during which dead, dying or defective trees, shrubs and ground cover must be replaced. This increases the size of biodiversity priority habitats (hectares) and the size of areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

Performance indicator 1c has been met.

## 6. Appeals

There was only one appeal where a natural environment policy was a reason for refusal. The appeal was dismissed indicating the robust nature of these policies.



## 7. Conclusions

The performance of most Contextual and Policy indicators are still in the process of being measured. On the basis of the Contextual and Policy Indicators that have been measured (1a) it can be concluded that at present Merton Borough Council is meeting the overall objective in relation to the natural environment. Increased information provision will assist in measuring Policy Indicators, particularly 1b. Further initiatives may be required to illustrate the benefits of meeting natural environment indicator targets such as 1c to those residents who do not actually use the natural environment.





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## **Chapter 11**

# **Environmental Protection**



## Chapter 11 - Environmental Protection

### 1. Overall Objective

To protect and enhance the local environment whilst contributing to tackling global environmental issues.

### 2. List of Policies, Sites and Guidance

#### UDP Strategic Policies

ST22 Environmental Protection.

ST 23 Environmental Protection.

#### UDP Plan Policies

PE1 Air Quality

PE2 Pollution and Amenity

PE3 Light Pollution

PE4 Overhead Power Lines

PE5 Risk from Flooding

PE6 Water Quality

PE7 Capacity of Water Systems

PE8 Contaminated, Vacant and Derelict PE9

Land Waste Minimisation and Waste Disposal

PE10 Waste Facilities.

PE11 Recycling Points

PE12 Energy Generation and Energy Saving

PE13 Energy Efficient Design and Use of  
Materials

#### Relevant London Plan Policies

2A.1 Sustainability Criteria

4A.1 Waste strategic policy and targets

4A.2 Spatial policies for waste management

Policy 4A.3 Criteria for the selection of sites  
for waste management and disposal

4A.6 Improving Air Quality

4A.7 Energy efficiency and renewable energy

4A.8 Energy assessment

4A.9 Providing for renewable energy

4A.10 Supporting the provision of renewable  
energy

4A.11 Water supplies

4A.12 Water quality

4A.13 Water and sewerage infrastructure

4A.14 Reducing noise

4A.15 Climate change

4A.16 Bringing contaminated land into bene-  
ficial use

4A.17 Dealing with hazardous substances

#### Relevant Guidance

The Mayor's Ambient Noise Strategy

The Mayor's Air Quality Strategy

The Mayor's Waste Strategy

#### Relevant Supplementary Planning Guidance and Local Strategies

Minimising Pollution (draft) 2001

Sustainable Development (2001)

Community Plan

Waste Strategy (when published)

Local Air Quality Action Plan

Contaminated Land Strategy



### 3. Context

The Mayor's air quality strategy, published in September 2002, is relevant to this topic area as it aims to minimise the adverse effects of air pollution on the health of those who live and work in London. It is working towards the national air quality targets with measures such as modernising buses, educating drivers, cleaning up taxis, and promoting clean fuels and alternatives. The increasing impact that buildings are making is also noted. Where possible some of these measures should be considered into Merton's new planning policies. There are also linkages to the waste policies in that the vast majority of waste is transported by road in the most polluting vehicles compared with cars. By developing more sites that process waste locally potentially this will help to reduce the mileage of these vehicles.

The Mayors Ambient Noise Strategy is also relevant as it relates to policy PE 2, Pollution and Amenity. The strategy aims to help minimise the impact of noise on the lives of people living in London particularly those relating to transport.

Planning policy guidance notes include detailed guidance in relation to this topic area. PPS 23 Planning and Pollution Control was published in 2004 and deals with the role planning has in bringing contaminated land back into use as well as the location of development and the way that influences the levels of pollution. PPS22 on Renewable Energy was published in late 2004 with the target of producing 10% of our electricity from renewable resources by 2010 and 20% by 2020. This is to help meet the government target for a 60% reduction by 2050. The sub regional target is 140MW of energy. The use of renewable technology to provide jobs is recognised as a way of maintaining high and stable employment levels. Merton will need to review this document particularly in light of CHP. Locally there is potential for developing a district heat and power scheme in Mitcham. There is currently no planning policy guidance on light pollution.

One of the major changes that will need to be considered are the proposed changes that the Mayor is making to waste planning. This is derived from European legislation that is driving up the cost of landfill. The Mayor aims to see London deal with 80% of its own waste by 2020. This will require a doubling of waste treatment facilities across the capital to meet this target and outer London boroughs will also have to deal with much of central London's waste.

There is currently a need for a policy to protect existing facilities from development to another use and further to this there's a need for a sites analysis to identify further sites in the boroughs that can be used for waste facilities.

### 4. Evaluation of policies

#### Contextual Indicators

##### Target

##### Indicator 1a National Air Quality levels

Nitrogen Dioxide

200  $\mu\text{g}/\text{m}^3$  (1 hour mean) not be exceeded more than 18 times per year.

Particulates PM10

50  $\mu\text{g}/\text{m}^3$  (24 hour mean) not to be exceeded more than 35 times per year.





### **Performance**

Nationally overall levels of nitrous oxide and dioxide levels have been falling since the late 1980s due to stricter controls over road transport through for example the introduction of catalytic converters and reduced emissions from power stations.

Emissions of PM10s have also declined over the past quarter century through the falling use of coal.

### **Indicator 2a Greenhouse Gas Emissions**

#### **Target**

Based on the 'basket' of six greenhouse gases that make up the Kyoto target to reduce by 12.5 per cent below the 1990 bench levels during the 2008 - 2012 period.

#### **Performance**

Currently not available.

### **Indicator 3a Water Use**

#### **Target**

Currently not available

#### **Performance**

Households consumed an average of 154 litres per person each day in 2003. Annual changes in consumption rates are largely owing to summer weather, and 2003 was particularly warm and dry. It is believed that there has been no clear underlying increase in per person consumption rates.

### **Indicator 4a National levels of waste produced per head of population**

#### **Target**

Currently not available

#### **Performance**

The total amount of municipal waste produced in England per household per week is 26kg

### **Indicator 5a National amount of energy produced from renewables**

#### **Target**

Currently not available

#### **Performance**

In 2003 this represented 2.7% of all energy generated in the UK.

### **Indicator 6a National amount of household waste recycled**

#### **Target**

Currently not available

#### **Performance**

In 2002/03 the overall level for the rest of England for recycling household waste was 12.8%.





## 5. Policy Indicators

### Indicator 1b Local Air Quality Indicators

#### Target

Nitrogen Dioxide

200  $\mu\text{g}/\text{m}^3$  (1 hour mean) not be exceeded more than 18 times per year.

#### Performance

40  $\mu\text{g}/\text{m}^3$  (Annual mean)

Particulates (PM10)

50  $\mu\text{g}/\text{m}^3$  (24 hour mean) not to be exceeded more than 35 times per year.

#### Performance

40  $\mu\text{g}/\text{m}^3$  (Annual mean)

Air quality in the Borough fails to meet the national air quality standard for Nitrogen Dioxide and Particulates. But air quality across London is improving and the trend is up overall as transport emissions fall due to improved technology. However the biggest contributor in the borough is still road transport and the Traffic Monitoring Report indicates that levels are increasing. Of the pollutants produced by road traffic oxides of nitrogen and particulates have been identified as exceeding national target levels in the borough. These two groups of pollutants are the focus of objectives in both Merton's Air Quality Strategy and the National Air Quality Indicators. For nitrogen oxides the borough does not have any continuous monitoring sites but nearby sites that are part of the Local Air Quality Network are considered to represent the situation in the borough. For Particulates there are two permanent monitoring sites in the borough which indicate that for the year 2004 the two targets for particulates were met. The borough has designated an Air Quality Management Area that covers the major roads in the borough.

### Indicator 2b Loss of open space to development

#### Target

95% of new development to be built of previously developed land

#### Performance

90% of development was built in previously developed land in 2003/2004 (BVPI Indicator 2004).

We can therefore assume that 10% of development occurred on open space or undeveloped land thereby constituting a loss of open space.

### Indicator 3b Water quality measurements made in local rivers

#### Target

Improve

#### Performance

Both the River Wandle and the Beverley Brook met the River Quality target in 2002. The trend for the Wandle is the same whilst the Beverley Brook is increasing. Both test sites are just outside the borough and are tested due to the proximity of sewage works that discharge into the rivers.



#### **Indicator 4b Total amount of biodegradable municipal waste going to landfill**

##### **Target**

Reduce to 75% of the total produced in 1995

##### **Performance**

The total amount of municipal waste produced per week per household is 22 kg

#### **Indicator 5b Level of waste recycled per head of population**

##### **Target**

30% of household waste to be recycled by 2010

##### **Performance**

Total amount of household waste recycled as a percentage of total household waste in Merton is 15%. The trend is up for the borough.

#### **Indicator 6b Total CO2 emissions saved through renewable technologies implemented**

##### **Target**

10% of energy produced to be provided by every project that requires it.

##### **Performance**

No developments have currently been completed for Policy PE13. The development of ten industrial units on the Willow Lane Industrial estate is almost complete and two more developments have made applications, one has been granted permission and is under construction, the other has been called in by the Mayor. There are three more proposed developments one where a pre application meeting has already taken place. The trend will therefore be up.

## **6. Appeals Analysis**

Between 2002 and 2005, one policy relevant to this topic area was cited in an appeal dismissal (PE3 Light Pollution) and one was cited in allowing an appeal (Water Quality) during the same period indicating that the policies are robust.

## **7. Conclusions**

A number of amendments would be required to bring UDP policies in line with key strategic guidance:-

PE2 New references will have to be made to PPS23.

PE5 The latest version of the Environment agencies flood data will need to be added to the proposals map and the content of the policy changed to reflect this new approach. The direction of the policy will not change.

PE7 Possibly could be amended to include a requirement for green roofs where possible as PE8 No change but there should be a comment relating to the Councils Contaminated Land Strategy.

PE9 No change but will need to refer to the new PPS10 on waste where necessary and the Mayor's amendments to the London plan as will the following two policies.

PE10 Will need to be changed to make specific sites available. However this policy should become part of a new joint DPD with neighbouring boroughs.



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## ■ Chapter 12

# S106 Obligations



## Chapter 12 – S106 Obligations

### S106 Agreements

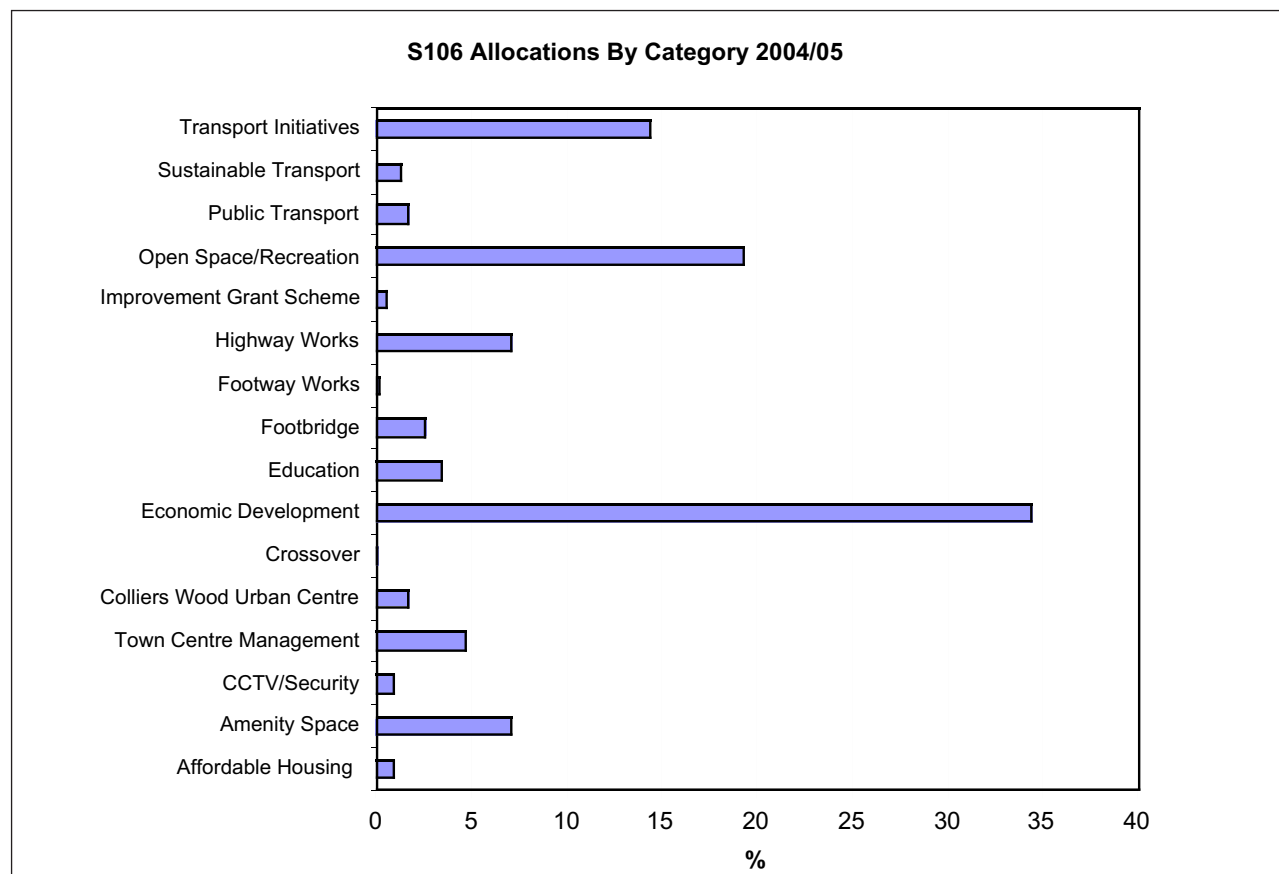
S.106 of the Town & Country Planning Act 1990 (amended) permits Local Planning Authorities to enter into agreements with applicants for planning permission to regulate the use and development of land. This may involve the payment of a financial contribution for off site works.

Government guidance on the use of planning obligations was previously set out in Circular 1/97. This circular has now been cancelled and replaced by ODPM Circular 05/2005 which was issued on 18th July 2005. The guidance in the new circular is broadly the same as 1/97 and requires that a planning obligation must be:

- Relevant to planning
- Necessary to make the proposed development acceptable in planning terms
- Directly related to the proposed development
- Fairly and reasonably related in scale and kind to the proposed development
- Reasonable in all other respects.

During the year under review, 34 planning decisions were made requiring a S. 106 Agreement. Of these the Council and development proposers signed a total of 26 agreements and financial contributions of £594,046 were due to be paid (excluding fees). Figure 28 shows the distribution by category type.

Figure 28 **S106 Allocations by Category 2000-2006**



Source: Development Control Records, LBM, 2000-05



Not many clear trends are apparent as S106 agreements are not standard in terms of level of contribution or the way in which the council allocates the funding by budget head. It is however notable that Affordable Housing, Transport related, Employment Initiatives and Economic Development over the past 5 years have benefited from a large share of the contributions.

The table below shows the three components receiving the largest share of the S106 contributions and the total sums received by financial year.

Table 26 **S106 Contributions Trends**

Component	2000\01	2001\02	2002\03	2003\04	2004\5	Total
Affordable Housing			74.6%	33.4%		
Employment	20.6%	50.2%				
Economic Development					35.4%	
Transport Related	27.4%	14.8%		31.7%	19.2%	
Town Centre Management		13.8%				
Conservation & Environment	9.5%					
Open Space			4.5%		19%	
<b>Total</b>	<b>£421,800</b>	<b>£472,300</b>	<b>£5.0 mil</b>	<b>£747,742</b>	<b>£594,046</b>	<b>£7.2 mil</b>

Source: Development Control Records, LBM, 2000-05

The “Draft Revised Circular on Planning Obligations” (based on the November 2004 consultation undertaken by Government) encourages Local Authorities to employ standard S.106 agreements and undertakings, and formulae and standard charges where appropriate, as part of their framework for negotiating and securing planning obligations. Standard S.106 agreements and clauses can help speed up the preparation of S.106 agreements. Formulae and matrixes of standard charges can help ensure greater predictability for developers by indicating in advance the likely size and type of contributions that will be required.

To meet this requirement the Council is currently preparing a Supplementary Planning Document.







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## ■ Chapter 13 Implementation of UDP Proposal Sites



## Chapter 13 – Implementation of UDP Proposal Sites

### UDP Proposal Sites

Appendix 2 contains information on the current status of UDP proposal sites.

The information was compiled using data from the Merton planning application database, site visits and local knowledge of planning officers.

Key findings:

- 20/78 (26%) of the sites currently have a planning approval but are either awaiting the signing of a S106 agreement or construction to commence.
- 4/78 (5%) of the sites have an approval and construction has started.
- 38/78 (49%) of the sites have yet to receive a planning application.





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## **■ Chapter 14** **Progress with the** **LDS & future work**





## Chapter 14 - Progress with the LDS and future work

This chapter sets out Merton Council's progress towards meeting its LDF timetables and milestones as set out in the Local Development Scheme 2004-2007, and the reasons for any differences between milestones and actual events.

As this is the first Annual Monitor Report, only the very early milestones for Merton's LDDs will be monitored as part of this AMR. Subsequent Reports are likely to go into more detail on monitoring timetables and their milestones.

### Merton's Local Development Scheme

Table 27 Merton's Local Development Scheme

DATE	ACTION
March 2005	Merton's LDS V1 submitted to the Secretary of State
May 2005	Secretary of State approves Merton's LDS V1
June 2005	Merton Council has achieved all of the deadlines set out in LDS V1 but decides to revise the LDS (reasons set out below)
July 2005	LDS (V2) resubmitted to the Secretary of State
September 2005	Secretary of State approves Merton's LDS V2
November 2005	Merton Council resolves that LDS V2 should come into effect

Between March and May 2005, Merton had met all of the targets set out in its LDS. However it was anticipated that Merton's LDS would have to be revised to ensure that it would continue to accurately represent Merton Council's progress on the LDF.

There were three areas where Merton's LDS V1 required revision:

#### SPDs: development briefs for sites

Merton's LDS V1 proposed that work be carried out on 17 planning briefs in 2005-06, including 15 public consultation exercises, reduced to eight, with six stages of public consultation for LDS V2. (Table 30)

The main reasons behind the revisions included:

- A request by partners (e.g. NHS Estates) involved in producing some of the SPDs to delay production pending new information, or not to produce a SPD before March 2006. Merton Council worked closely with the different partners involved in each SPD to seek agreement on dates for consultation and production for V1 of the LDS. However, requests were made by partners after LDS V1 had been approved by Council and agreed by the Secretary of State that necessitated changes to the existing work programme.
- The need for more detailed work than was previously expected on Mitcham's Urban Design Brief and the inclusion of the proposed brief on Mitcham Library with this work.

The remaining eight briefs will be considered for inclusion in the work programme of 2006-07 and beyond following discussions with partners.



### SPDs: Conservation Area Character Appraisals

Merton's LDS V1 proposed that 22 conservation area character appraisals are prepared between 2004 and 2008.

Revisions to this timetable proposes that the consultation stages for five of the 22 character appraisals be moved back: four by two weeks and one (Wimbledon North) by three months to accommodate more detailed work.

### Merton's Constitutional Arrangements

Merton Council's Constitution was revised in May 2005. These revisions altered the democratic approval process for some council strategies, including the LDF. The paragraphs in the LDS relating to Council endorsement of LDF documents were revised in the light of the changes to the Constitution.

## LDF Progress to Milestones

### Development Plan Documents

- Merton Council is preparing four DPDs in parallel:
- Core Strategy
- Development Control Policies
- Site Specific Allocations
- Proposals Map

The timetable for the preparation of these DPDs, including the milestones, is set out in Merton's LDS 2004-07 (V2). With respect to DPD content and timetable there was no change between Version 1 and Version 2 of Merton's LDS.

This Annual Monitor Report is required to measure DPD production progress against the following milestones. Only those in italics are specified in the LDS under the requirements of PPS12 and the Regulations.

As this is the first year of preparing Merton's LDF, no DPD has reached further than the second milestone. As all four DPDs are running in parallel the milestones are the same for each. Merton Council is on target to meet its DPD milestones for 2005/06

Table 28 **Development Plan Document Stages**

	<b>DPD stages</b>	<b>Milestones</b>	<b>Progress to March 2005</b>
1	<i>Start DPD preparation</i>	Aug 04	Aug 04
2	Prepare scoping report for SA	Oct 04	Oct 04
3	Consult on issues and options (Reg 25)	Oct 05	
4	<i>Consult on preferred options and SA report (Reg 26)</i>	June 06	
5	Consider representations, discuss with stakeholders	Aug 06	
6	Prepare for DPD and SA report submission	Nov 06	
7	<i>Submit DPD and SA report to Sec of State (Reg 28)</i>	Feb 07	
8	Consult on submitted DPD and SA report (Reg 29)	Mar 07	
9	<i>Pre-examination meeting</i>	May 07	
10	<i>Start examination period</i>	Jul 07	
11	Receipt of Inspector's binding report	Oct 07	
12	Adoption of DPD and subsequent publication	Mar 08	





## Supplementary Planning Documents

Merton Council is producing 34 SPDs in total:

- four issue-related SPDs: (planning obligations; sustainable construction; new residential development; affordable housing)
- 22 conservation area character appraisals SPDs
- 8 planning briefs for sites SPDs

Merton's LDS V2 sets out the timetable for the preparation of the SPDs mentioned above. As discussed earlier in this chapter, changes were made to number and timetabling of SPDs between LDS Version 1 and Version 2.

This Annual Monitor Report is required to measure SPD production progress against the following milestones to March 2005. Only those in italics are specified in Merton Council's LDS, under the requirements of PPS12 and the Regulations.

1. Start of SPD preparation
2. Preparation of the scoping report for sustainability appraisal
3. Preparation of draft SPD and SA report
4. Consultation on draft SPD and SA report (Reg 17)
5. Consideration of the consultation representations
6. Adoption and publication of documents

Table 30 sets out Merton's SPDs and their progress against the milestones set out in Merton's LDS (V2). The diagram shows that Merton Council has met all their LDS targets for SPDs for 2004/05 apart from one: the planning brief SPD for 100 Green Lane was scheduled to be adopted between March and May 2005 but was actually adopted in February 2005.

## Statement of Community Involvement

Table 29 **Statement of Community Involvement Stages**

SCI stages	Targets	Progress to March 05
Prepare draft SCI	Aug 04	Aug 04
Consultation (Reg 25)	Nov 04	Nov 04
Public participation (Reg 26)	May 05	
Prepare submission statement	Sept 05	
Submit SCI to Sec of State (Reg 28)	Sept 05	
Consider representations pre-examination	Dec 05	
Pre-examination meeting	Dec 05	
Start examination	Jan 06	
Receipt of Inspector's report	Mar 06	
Adoption and publication	May 06	

Merton Council met all its milestone dates for the SCI up to March 2005 and is on target to meet its milestones 2005/06. The only potential area for change would be a rescheduling of examination dates by the Planning Inspectorate.



## **Programme review**

To date, Merton Council is on track to meet all of its DPD and SPD targets for 2005/06.

### **DPD programme review**

The examination stage of the Site Specific Allocations DPD:

- If a post-submission representation suggests an alternative site or use to that set out in the submitted document, the alternative will have to be appraised for sustainability purposes and re-consulted for a further period of six weeks. This might delay the delivery of the Inspector's Report and the adoption of this DPD.
- Such a scenario would also result in the preparation and re-consultation of an alternative Proposals Map. Therefore alternative site proposals in the Site Specific Allocations DPD examination would also result in a delay to the adoption of the Proposals Map

Examination of Core Strategy in parallel with other DPDs:

- It is recognised that changes to the Core Strategy through the Inspector's Report could have an impact on the other DPDs (and possibly the SPDs) being produced and require changes to these. The solution would be to produce the Core Strategy first and have it adopted before examining any other DPDs.

Nevertheless it is considered that, to support community engagement and minimise consultation fatigue, Merton Council will consult on its four DPDs in parallel at key issues and preferred options stages, and intends to submit them to the Inspectorate at the same time.

### **SPD programme review**

Conservation area character appraisals:

- in August 2005 English Heritage published guidance on the status of conservation area character appraisals in the planning system. The guidance indicates that conservation area character appraisals without a related management strategy shouldn't be considered SPD. Merton Council will take account of this guidance and any other information, including resource implications, when revising its LDS. This may result in the removal of most individual conservation area character appraisal SPDs from the LDF programme.

Planning brief SPDs:

- In producing planning briefs for sites, Merton Council works with partners relating to that site, including developers, service providers, the local community and internal Council departments such as Asset Management Review. Production of these briefs, including their timetable, is often closely linked to the needs and resource availability of these partners. As such, it is expected that more planning briefs for sites will be added at the next review of the LDS and all timetables for these SPDs reassessed in consultation with relevant partners. The briefs for Nelson and Wilson hospital in particular involve many different partners and as such their timetables are particularly vulnerable to change.

Issue-related SPD:

- Merton Council is currently on target to meet all of its issue-related SPD targets. The only potential change could be to the Planning Obligations SPD. Government guidance on planning obligations was released in July 05 but more time may be needed to digest and incorporate this guidance before consulting the public on a draft, scheduled to start in November 2005.



Table 30 Merton's SPD - progress against LDS milestones to March 2005

	2004										2005												2006		
Character appraisal SPDs	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	
Dunmore Rd; Lambton Rd; Merton Hall Rd; Quintin Rd					1		2	3					4			5									
Wilton Crescent JI; Bertram Cottages							1		2	3			4			5									
Pelham Rd										1	2	3	4			5									
Leopold Rd; Kenilworth Ave; South Park Gdns;											1		2	3				4			5				
Wimbledon North											1				2	3					4			5	
Wandle Valley	1												2			3					4			5	
Drax Ave; Durham Rd; Merton Park JI; Upper Morden																						1			
Bathgate Rd; Broadway																									
Mitcham Cricket Green; Wimbledon West; Wool Rd; Copse Hill																									
Planning Briefs SPDs																									
100 Green Lane,					1	2	3	4		5	6														
Thames Water & car park							1	2	3		4			5		6									
Mitcham Urban Design Brief					1		2	3				4			5						6				
Morden Assembly Hall										1		2	3					4				5			
Nelson Hospital; Wilson Hospital										1		2	3							4			5		
Western/Miles Road																			1	2	3				
Morden Station																			1	2	3				
Issue related SPDs																									
Planning Obligations														1	2	3				4					
Sustainable Construction																1						2	3		
New Residential Development																							1		
Affordable Housing																									

1 milestone number       on time for milestone  
 ahead of milestone       late for milestone



Local Development Document  
London Borough of Merton

## Your Say in *Planning Merton*



**Draft Statement of Community Involvement**  
MAY 2005



Supplementary Planning Document  
London Borough of Merton



**Wimbledon Chase**  
**Statement of Community**  
**Involvement**



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Local Development Framework  
London Borough of Merton



**Merton's Local Development**  
**Scheme 2004-2007**



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Supplementary Planning Document  
London Borough of Merton



**Lambton Road**  
**Boundary Assessment**



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## Annual Monitor Report December 2005



## ■ Chapter 15 Key Highlights of Chapters





## Chapter 15 – Key Highlights of Chapters

### Housing

Housing completions in the Borough tend to fluctuate dramatically, often falling below the 430 target annually but averages 395 units over the five year period (200-2005). Approvals however almost doubles completions annually.

Based on the trajectory provided it is projected that Merton can meet the housing targets in the next 10 years. This projection is however based on the implementation of planning applications, success in generating investor interest in UDP Housing Proposal and Housing Capacity sites.

Affordable housing provision in the Borough has been consistently high as a proportion of total housing completions. This is attributed largely to the activity of RSLs in Merton.

The Affordable Housing Provision requirement in private schemes of 30% needs to be reviewed in the context of the 50% requirement in the London Plan. This is subject to LDF consultation and would ensure that there is a sufficient mix of private and public units on site.

The greatest need in the borough is for 1-2 bed flats and this need is being met to some extent. The Housing Needs Assessment published in 2005 shows that the demand for housing in the Borough has not been met in recent years. The issue is partly due to the increasing predominance of single person households (2001 Census), and the insufficient number of new housing completions.

During the period under review (2004-05), a good range of dwelling completions by size was delivered, ranging from 1 bed to 4 bed units. It is hoped that provision will continue to match demand in particular the provision of family size dwellings in the future.

Merton has consistently exceeded the Government's target of locating 75% of new housing development on brownfield land. In recent years the figure has been 90% and over.

Residential densities in recent years have averaged 50 dwellings per hectare and there may be a case for increasing densities in suitable locations – this is to be explored through the LDF key issues consultation.

### Community

The process for measuring performance of this indicator requires the collection of information in 2005/2006. There are 2 types of developments that will be analysed – proposal sites and windfall sites.

The site briefs for proposal sites (residential) in 2004/2005 can be analysed to determine the percentage of proposals containing community facilities. Those windfall sites that contain a "significant" residential component will be analysed in measuring the performance of this indicator. Windfall sites with a "significant" residential component are defined in accordance with the thresholds used for requiring financial contributions. Information on these windfall sites will be accessed from the London Development Database. This information will be requested in order to measure the performance of this policy indicator for 2005/06.

Different population groups have different needs and so monitoring of demographic changes is important in influencing planning policy and service provision. Appropriate planning policies are currently in place to ensure provision of social and community facilities is delivered and evenly distrib-



uted throughout the borough. They will continue to be monitored and updated. If gaps in services are identified planning policies are in place to encourage the provision of new facilities, particularly as part of new mixed use developments.

## **Employment**

Merton's employment policies are currently performing reasonably well in protecting employment land while encouraging development. Competition for non-employment uses - especially housing however is evident for scattered sites.

Recent government policy (PPG3 revision; London Plan) is encouraging the redevelopment of any surplus or vacant industrial land for other purposes, especially housing.

Employment policies and strategies for Merton's future economic development focuses broadly on a scenario of continued demand for office-based employment and a decline in primary industry and manufacturing over the next ten to fifteen years.

The GLA forecast for the nature and scale of those changes differs with other forecasts for Merton. The greatest disparities are between scale of decline in industrial and manufacturing (and the associated loss of jobs and land to other uses), the scale of growth in financial and business services and the role of storage and distribution in the future of Merton's economy.

In March 2005, Merton Council commissioned a study to assess the current supply and future demand of employment land in the borough. The results from this will be considered with other strategies, studies, planning applications and action on the ground when developing employment land policies for the LDF.

## **Town Centres**

Merton's Town centre policies have performed reasonably well since the adoption of the UDP in 2003. The main town centres – Wimbledon, Mitcham and Morden have experienced low vacancy rates when compared to national except for Colliers Wood. Colliers Wood will be given priority attention in commissioned Town Centre Study.

While Wimbledon's attractiveness as Merton's main centre has improved over the last 10 years (Retail Yields 1998-2004), comparison expenditure leakage to neighbouring competing centres from the borough as a whole is high – 54%. Convenience expenditure leakage for the borough in contrast is relatively low 18%.

The classification of Merton's Town Centres will have to be reviewed so that the hierarchy of centres is brought in line with the London Plan.

Sites briefs have been produced for most UDP town centre sites to attract investment to Merton's town centres. A key initiative was the contracting of the preparation of the Urban Design Study for Mitcham. This brief will be consulted on and will be used to produce an SPD to advance implementation. Key to the proposal is the improvement in transportation networks through collaboration with TFL and the generation of investor interest in development in the borough.

Crime remains a concern in Merton's town centres and will be assessed in greater detail in subsequent Monitors. This is mainly due to the absence of information.



## **Transport**

The current UDP policies are performing reasonably well. In general the UDP policies comply with recent guidance such as the London Plan and the Mayor's Transport Strategy, however some amendments will be necessary to fulfil some aspects of these plans.

The policy trend towards intensification/higher density development has raised issues in the Borough with regard to the implementation of development control, including problems with regard to the conversion of residential dwellings into flats without parking, as the cumulative effects of this intensification can create on-street parking problems. Other issues have included applications for high density development in inappropriate locations (not supported by public transport).

## **Open Space**

Policies in this section are overall performing well. Only two policies within this topic area appear in any appeal cases since 2002 and those that were mentioned resulted in the appeal being dismissed indicating the strength and extent to which the policies are robust.

The policies are supported by relatively up to date evidence; largely in the form of the Merton Open Space Strategy (published in 2005). This study was the first borough-wide comprehensive qualitative and quantitative assessment of open space and leisure facilities in the Borough.

A Sports Strategy document is due to be completed in early 2006 which will further inform policy development in the LDF. In addition, the Open Space chapter in the pending Supplementary Planning Document on S106 contributions will provide guidance on developer contributions to open space and will facilitate the use of developer contributions to improve existing open space and develop new open spaces in the Borough.

## **Built Environment**

Policies are achieving their overall objective of protecting, preserving or enhancing aspects of the historic environment and promoting a high quality urban environment. In period reviewed 2004/05 a large majority of applications (including those for redevelopment) are being declined on the basis of their potential to adversely impact on the character and appearance of these key features of Merton's built environment. Those appealed were by and large dismissed (89%).

Increased pressures from redevelopment of brown field sites may require the development of additional policy indicators in relation to development, change of use, alterations, extensions and demolition within conservation areas (BE1, BE2) in the future.

## **Natural Environment**

The performance of most Contextual and Policy indicators are still in the process of being measured. On the basis of the Contextual and Policy Indicators that have been measured (1a) it can be concluded that at present Merton Borough Council is meeting the overall objective in relation to the natural environment. Increased information provision will assist in measuring Policy Indicators, particularly 1b. Further initiatives may be required to illustrate the benefits of meeting natural environment indicator targets such as 1c to those residents who do not actually use the natural environment.



## Environmental Protection

A number of amendments would be required to bring UDP policies in line with key strategic guidance

PE2 New references will have to be made to PPS23 and any change in guidance reflected

PE5 The latest version of the Environment agencies flood data will need to be added to the proposals map and the content of the policy changed to reflect this new approach. The direction of the policy will not change.

PE7 Possibly could be amended to include a requirement for green roofs where possible as PE8 No change but there should be a comment relating to the Councils Contaminated Land Strategy

PE9 No change but will need to refer to the new PPS10 on waste where necessary and the Mayors amendments to the London plan as will the following two policies

PE10 Will need to be changed to make specific sites available. However this policy should become part of a new joint DPD with neighbouring boroughs  
Insert here new policy that protects existing facilities

## 106 Agreements

During the year under review, 34 planning decisions were made requiring a S. 106 Agreement. Of these the Council and development proposers signed a total of 26 agreements and financial contributions of £594,046 were due to be paid (excluding fees).

Not many clear trends are apparent as S106 agreements are not standard in terms of level of contribution or the way in which the council allocates the funding by budget head. It is however notable that Affordable Housing, Transport related, Employment Initiatives and Economic Development over the past 5 years have benefited from a large share of the contributions.

An SPD for Standardising 106 Agreements will be produced by Autumn and consulted on as part of the LDF.

## Proposal Sites

Planning Briefs have been produced for 50% of proposal sites. Close to 50 % of proposal sites have no planning applications while 26% have a planning application and 5% are under construction. It is envisaged that development for remaining proposal sites will progress in the remaining plan period (next 5 years).

## LDS Progress

Merton's LDS was adopted in April 2005. Thus only the very early milestones will be monitored as part of this 2004/05 monitor.

During this period, Merton had met all of the targets set out in its LDS. However it was anticipated that Merton's LDS would have to be revised to ensure that it would continue to accurately represent Merton Council's progress on the LDF.

Revisions will involve mainly rescheduling of some actions:- 8 of 17 SPDs : Site Briefs and changes to the consultation period of 22, SPDs: Conservation Area Character Appraisals. Merton's constitution also changed during the period and this would necessitate attendant changes to the LDS.