Site & Policies DPD and Proposal Map Preferred Options (Stage 2a)

Appendix A
Review of other plans

June 2012

1 Other Relevant Plans, programmes and Sustainability objectives (Task A1)

Establishing the Policy Context

1.1 The council has undertaken a comprehensive review of all its international, regional and local plans, programmes and sustainability objectives in order to identify the key objectives, indicators and targets relevance to the Sites and Polices Development Plan Document; and the council's Sustainability Framework.

2 International Context

2.1 The sustainability objectives, targets and indicators to be developed for inclusion in the SA Framework must have regard to the underlying objectives and key targets associated with the following international strategies, plans and programmes:

- Johannesburg Declaration on Sustainable Development (UN, 2002);
- Kyoto Agreement (1997);
- Inter-Governmental Panel on Climate Change (IPCC) Fourth Report (September 2007);
- EU Spatial Development Perspective (1999);
- EU Sustainable Development Strategy (2001);
- EU Ambient Air Quality Directive (1996/62/EC) and Air Quality Daughter Directive (1999/30/EC);
- EU Habitats Directive (1997/62/EC);
- EU Wild Birds Directive (1997/49/EC);
- EU Directive on Environmental Noise (2002/49/EC);
- EU Framework Directive on Waste (1991/156/EEC);
- EU Landfill Directive (1999/31/EC);
- EU Water Framework Directive (2000/60/EC); and
- EU Landscape Convention 2000 (Council of Europe Treaty no. 176).

3 National Context

Localism Act

3.1 The Localism Bill was given Royal Assent on 15 November 2011, becoming an Act. As well as provisions to make the planning system clearer, more democratic, and more effective the Act set out the following:

- The general power of competence for local authorities
- The community right to build

- Planning reforms including the changes to planning enforcement rules
- Reforms to social housing tenure and council housing finance

National Planning Policy Framework (NPF)

3.2 International and national bodies have set out broad principles of sustainable development. Resolution 42/187 of the United Nations General Assembly defined sustainable development:

> '*As meeting the needs of the present, without compromising the ability of future generations to meet their own needs'*

3.3 The UK Sustainable Development Strategy Securing the Future set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly

3.4 The most significant aim of the NPPF is sustainable development. NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The policies in the NPPF taken as a whole constitute the Government's view of what sustainable development in England means in practice for the planning system.

3.5 There are three elements to the sustainable development: economic, social and environmental:

Economic role: contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.

Social role: supporting strong, vibrant and healthy communities, by providing the supply of housing required meeting the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being.

Environmental role: contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The presumption in favour of sustainable development

3.6 The NPPF identifies presumption in favour of sustainable development, as a golden thread running through both plan making and decision taking. Through the presumption, NPPF sets a clear expectation on planning authorities to plan positively to promote development.

3.7 For plan making this means that;

- Local authorities should positively seek opportunities to meet the development needs of their area;

- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:

    - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
    - specific policies in this Framework indicate development should be restricted.

3.8 Under the requirement of the NPPF all plans should be based upon and reflect the presumption in favour of sustainable development, with clear polices that will guide how the presumption will be applied.

3.9 Within the NPPF there are 12 principles that plans should have:

- Delivering sustainable development; Building strong, competitive economy.
- Ensuring the vitality of town centres
- Support a prosperous rural economy
- promote sustainable transport
- Support high quality communication infrastructure
- Delivering a wide choice of high quality homes
- requiring good design
- Promoting healthy communities
- Protecting Green Belt
- Meeting the challenge of climate change, flooding and coastal change
- conserving and enhancing the nature environment
- conserving and enhancing the historic environment

National Flood and Coast Erosion Management Strategy (July 2011)

Objective

- ensure a clear understanding of the risks of flooding and coastal erosion
- set out clear and consistent plans for risk management
- manage flood and coastal erosion risks in an appropriate way
- ensure that emergency plans and responses to flood incidents are effective
- help communities to recover more quickly and effectively after incidents.

Aim

- put in place long-term plans to manage risks ensuring other plans take account of them
- avoiding inappropriate development in areas of flood and coastal erosion risk
- building, maintaining and improving FCERM infrastructure and systems
- increasing public awareness of the risk that remains
- improving the detection, forecasting and issue of warnings of flooding
- planning for and co-ordinating a rapid response to flood emergencies and recovery

Flood and Water Management Act 2010

3.10 The Act will implement several key recommendations of Sir Michael Pitt's Review of the summer 2007 floods, protect water supplies to consumers and protect community groups from excessive charges for surface water drainage. The Flood and Water Management Act 2010 has given local authorities the responsibility for the management of local flood risk (surface runoff, groundwater and flooding from ordinary watercourses).The Act's provisions include:

- National strategies and guidance on managing flood risk in England and Wales. Unitary and county councils will bring together the relevant bodies, which will have a duty to cooperate, to develop local strategies for managing local flood risk.

- Protection of assets which help manage flood risk – The Environment Agency, local authorities and internal

drainage boards will be able to ensure that private assets which help manage the risks of floods cannot be altered without consent. For example, putting a gate in a wall that is helping protect an area could increase the risk of flooding.

- Powers to carry out environmental works – the Environment Agency, local authorities and internal drainage boards will be able to manage water levels to deliver leisure, habitat and other environmental benefits.
- Sustainable drainage – drainage systems for all new developments will need to be in line with new National Standards to help manage and reduce the flow of surface water into the sewerage system.
- New sewer standards – all sewers will be built to agreed standards in future so that they are adopted and maintained by the relevant sewerage company.

National Flood Emergency Framework

3.11 In planning and preparing for a flooding emergency, the Government's strategic objectives are to:

- protect human life and alleviate suffering; and, as far as possible, property and the environment;
- support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- uphold the rule of law and the democratic process.

3.12 The National Flood Emergency Framework is intended to cover the development, maintenance, testing and, when necessary, implementation of operational response arrangements that are:

- able to respond promptly to any changes in alert levels;
- developed on an integrated basis, combining local flexibility with national consistency and equity;
- capable of implementation in a flexible, phased, sustainable and proportionate way;
- based on the best available scientific evidence;
- based on existing services, systems and processes wherever possible, augmenting, adapting and complementing them as necessary to meet the unique challenges of a flood emergency;

- understood by, and acceptable to, emergency planners and responders
- designed to promote the earliest possible return to normality

Civil Contingencies Act 2004 (CCA)

3.13 This Act aims to provide a single framework for civil protection. The Act and accompanying non-legislative measures, delivers a single framework for civil protection in the country.

3.14 The National Flood and Coast Erosion Management Strategy (July 2011) require communities to prepare flood action plans and link with the Cabinet Office's initiative to develop wider community resilience to threats and hazards.

3.15 Part 1 of the Act and supporting regulations and statutory guidance establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. They are required to:

- assess the risk of emergencies occurring and use this to inform contingency planning;
- put in place emergency plans;
- put in place Business Continuity Management arrangements;
- put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
- provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only);
- share information with other local responders to enhance co-ordination; and
- co-operate with other local responders to enhance co-ordination and efficiency

The Flood Risk Regulations 2009

3.16 The Flood Risk Regulation 2009 now in force, purposes to transpose the EC Floods Directive (Directive 2007/60/EC on the assessment and management of flood risks) into domestic law and to implement its provisions. In particular, it places duties on the Environment Agency and local authorities to prepare flood risk assessments, flood risk maps and flood risk management plans. Under the Flood Risk Regulations 2009 local authorities are also responsible for assessing, mapping and planning for local flood risk and any interaction these have with drainage systems and other sources of flooding, including from sewers. Water

companies will work with local authorities to help manage surface water flooding.

Regional Flood Risk Appraisal (RFRA) for the London Plan (October 2009)

3.17 The Mayor has undertaken a Regional Flood Risk Appraisal (RFRA). This has given rise to the policies relating to flood risk in the draft replacement London Plan and will be an important consideration in the more detailed planning for the development of particular sites with an associated level of flood risk

Environment Agency's National Flood Risk Assessment

3.18 The Environment Agency National Flood Risk Assessment assesses the likelihood of flooding for the whole of the Extreme Flood Outline (the extent of a flood with a small annual chance of flooding, a 0.1% (1 in 1000) flood from rivers and the sea, meaning only an extreme flood event would cause flooding out to this extent).

3.19 The assessment includes flooding from all rivers with a catchment size greater than 3 square kilometres, and all flooding from the sea (both along the open coast and tidal estuaries). Rivers with smaller catchments are also included in the assessment where they are within the area that could be affected by an extreme flood from a larger river.

3.20 The assessment takes into account the type, location and condition of flood defences, and the chance of these defences being overtopped or breached during major floods. The likelihood of flooding and the consequent costs (economic damages) are assessed for each 50 metre square area in the flood impact zone.

3.21 This likelihood of flooding is an estimate based on the information currently available. It may change in future due to climate change, new research data or other factors.

3.22 The National Flood Risk Assessment does not take account of other forms of flooding such as from highway drains, sewers, overland flow or rising groundwater.

Climate Change Act (2008)

3.23 The Climate Change Act requires a UK-wide climate change risk assessment The Climate Change Act became law on 26 November 2008. The aims of the Act are:

- to improve carbon management and help the transition towards a low carbon economy in the UK; and
- to demonstrate strong UK leadership internationally

3.24 The Act sets out for the first time:

- Legally binding targets: Green house gas emission reductions through action in the UK and abroad of at least 80% by 2050, and reductions in CO2emissions of at least 26% by 2020, against a 1990 baseline.

- A carbon budgeting system which caps emissions over five year periods, with three budgets set at a time, to set out our trajectory to 2050. The first three carbon budgets will run from 2008-12, 2013-17 and 2018-22, and must be set by 1 June 2009.

- The creation of the Committee on Climate Change, a new independent, expert body to advise Government on the level of carbon budgets and where cost effective savings could be made.

- Also an Adaptation Sub-Committee in order to provide advice to and scrutiny of the Government's adaptation work.

- Adaptation Reporting power requiring public bodies and statutory undertakers if directed to carry out risk assessment and make plans to address those risks

- New requirement for annual publication of a report on the efficiency and sustainability of the Government estate.

Surface Water Management Plans (SWMP)

3.25 The 2007 floods highlighted the need for better planning and management of surface water flood risks. Government have decided that county council and unitary authorities should lead and coordinate the production of Surface Water Management Plans (SWMPs) that consider flood risk from surface water, groundwater and ordinary watercourses.

3.26 SWMPs will underpin in taking the lead on managing flooding from surface runoff, as well as groundwater and ordinary watercourses

where relevant. The plan includes an assessment of flood risk from these sources and a programme of actions to manage these risks.

3.27 SWMPs will help local authorities and their supporting partners understand and manage local flood risk. They will help put in place:

- coordinated and prioritised investment strategies and asset management
- support for greater use of Sustainable Drainage Systems (SuDS) to help avoid large investments in unsustainable hard infrastructure;
- identify design approaches that avoid and reduce flood risk to and from new development
- information to improve emergency planning decisions for local authorities and awareness of surface water flooding when preparing for emergencies.

4 Regional Context

London Plan 2011

4.1 The London Plan (2011) contains a number of major policy changes from the 2008 Plan, which have been taken into account in preparing the Sites and Polices DPD, including addressing the climate change agenda:

- meet the needs of a growing population by setting revised housing completion targets, new internal space standards and promoting housing choice through offering a range of different sizes and types of new housing with a particular emphasis on new affordable family accommodation;
- develop a London economy that provides jobs, goods and services that Londoners need through measures including supporting and promoting the growth of town and local centres, supporting mixed-use developments and protecting the functioning of Strategic Industrial Locations (SILs);
- promote London as a city as a world leader in improving the environment, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy and consuming fewer resources and using them more effectively;
- create a city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities by reducing the need to travel, improving the capacity and accessibility of public transport, walking and cycling and encouraging the use of more sustainable modes of transport

as well as identifying and safeguarding land for future transport schemes; and

- improve the quality of places people live, work and visit by requiring that new developments should respect the form, function and structure of an area, place or street and the scale, mass and orientation of surrounding buildings as well as creating a high quality public realm that is secure, accessible and easy to understand.

4.2 Policies should aim to maintain and increase the contribution of the built heritage to London's environmental quality and the Green Belt and MOL should be afforded strong protection from inappropriate development.

Drain London Project

4.3 Drain London will aim to manage and reduce surface water flood risk in London by improving knowledge of the surface water drainage system and identifying areas at greatest risk of flooding.

South London Sub-regional Framework (2006)

4.4 The South London Sub-regional Framework (SRDF) brings together a wide range of data and information about South London and makes many suggestions to boroughs and others of issues that should be considered in implementing the London Plan.

- Compatibility of policies on housing densities
- Accommodating growth in jobs and population within their respective areas
- Measures to encourage more sustainable forms of commuting, especially reducing car dependence
- Policies for the positive management of the Green Belt and urban fringe
- Consistency of approach to issues such as town centre development and car parking so that a sustainable and polycentric approach is taken
- Collaboration on the further development of the London-Gatwick corridor and on the regeneration of the Wandle Valley
- Co-ordinating sewerage and flood risk management infrastructure.

5 Borough Context

5.1 **South London Waste Plan DPD (2012)** is a joint DPD with the London Boroughs of Sutton, Croydon, Merton and the Royal Borough

of Kingston upon Thames. The DPD set out the objectives to be met in waste management for the next ten years across the four boroughs.

5.2 **London Borough's of Wandsworth, Merton, Sutton and Croydon Strategic Flood Risk Assessment (2009)** is a joint strategy with the London Boroughs of Merton, Sutton, Croydon and Wandsworth. Working in partnership with the Environment Agency (EA), a Strategic Flood Risk Assessment for the Wandle Valley, Beverley Brook and Pyl Brook was carried out in line with government guidance.

5.3 **Merton's Neighbourhood Renewal Strategy (2005-2010**) looked at the gap between the deprived areas mainly in the east of the borough and affluent areas mainly in the west of the borough. The strategy set out aims and targets with the purpose of narrowing this gap.

Climate Change

5.4 **The London Borough of Merton Climate Change Strategy 2009 – 2012** sets out how the council and a community can take action on climate change. Climate change requires everyone to work together to make adjustments to their lives, businesses or communities in order to secure a better future for all.

5.5 **Carbon assessment of domestic housing in London Borough of Merton (2010)** provides an overview of the survey and analysis conducted for Merton's housing stock to assess the potential for reducing the carbon emissions as part of an organised and systematic Low Carbon retrofit.

5.6 **Merton climate change research: Town Centre Morden: CHP Plant Option Appraisal (2010)** is a feasibility study into the development of Combined Heat and Power (CHP) district energy scheme for Morden Town Centre

5.7 **Merton climate change: Renewable energy resources in Merton: a preliminary assessment (2009)** is a primary study of the renewable energy potential within Merton in order to examine the options for reducing domestic sector carbon dioxide emissions from energy consumed in Merton.

Housing

5.8 **Affordable Housing Viability Study (2010**) was a study carried out to review whether the Mayor of London Affordable Housing target of 50% (based on a threshold of 10 dwellings, in accordance with the London Plan 2008) was a viable housing option for Merton and to identify alternative affordable housing option suitable to Merton based on viability and deliverability. Its results informed Merton's Core Planning Strategy, in particular Policy CS8 Housing Choice

5.9 **Strategic Housing Market Assessment (2010)** brings together a robust evidence of Merton's housing market, housing needs, past delivery of homes and plans for the future across the across the borough.

5.10 **Merton's Housing Strategy 2008-2011** sets out Merton's overall vision and direction of housing services and investment over a three year period. It is concerned with all types of housing in the borough and identifies local housing conditions and housing needs.

5.11 **Merton's Housing Needs Study (2005):** Merton council commissioned Fordham Research to carry out a joint Housing Needs and Private Sector Stock Condition Survey for the borough. The Housing Needs study assessed the future requirements for both affordable and market housing within the borough.

Economic development and employment

5.12 **Merton Town Centre Capacity Study (2011)** is an assessment of the town centres (Mitcham, Morden and Wimbledon) and local centres. The study assessed the future need for additional retail, commercial leisure facilities and other town centre uses.

5.13 **Merton's Economic and Employment Land Study (2010)** this study provides an update of the 2005 Merton Employment Land Study to comply with new requirements arising from PPS4: *Planning for Sustainable Economic Development*. It forms part of the evidence for the Core Planning Strategy and inform the borough's future approach to the provision, protection, release of and enhancement of employment land and premises.

5.14 **A New Future: An Economic Prospectus for Merton – London Borough Merton Economic Development Strategy (2010)** sets out a clear **vision** for the borough's economic future. The strategy looks beyond the current recession and positions the borough to take full advantage of the opportunities that will arise when recovery begins.

5.15 The economic vision is both **spatial** and **thematic** in nature, addressing the issue of development in the borough's main centres as well as determining which sectors to actively facilitate for further growth.

Infrastructure, open space, recreation and public realm

5.16 **Merton's Open Space Strategy (2005 and 2010-final update)** The Merton Open Space Study (MOSS) is an assessment of current open space provision based on 'Planning Policy Guidance 17: Open space, Sport and Recreation'. The study is an audit of the existing facilities and sets out the likely demand and need for future facilities. The aim of the study is to set out an action plan which will enable the council

to provide a network of accessible open spaces and high quality recreational facilities to meet the needs of future Merton residents as well as enhancing current provision by recognising if there are any specific space or service deficiencies that need to be addressed.

5.17 **Merton's Public Realm Strategy (2009)** reviewed the quality of the environment as it exists at the time and the potential scope for improvements. The strategy was developed in partnership with the local community and local businesses. The partnership identified areas of potential for further development.

5.18 **Merton's Infrastructure Needs Assessment Study (2008**) the study explores the proposed additional housing provision and predicted population growth over the Local Development Framework (LDF) plan period.

5.19 **Merton's Free Play Strategy 2007-2012 (2007)** raises awareness of the important value of free play for children and young people. The strategy sets out Merton's vision to work together to provide play opportunities in the community where children and young people can follow their own positive interests and ideas through experiences that are fun and inclusive of everyone's needs and abilities.

5.20 **Merton's Conservation Area Character Assessments** justifies the conservation area designation and to define the features of interest that gives each area a special character. The assessments also makes a number of proposals which are aimed at either protecting the special character of the area, where it is seen to be under some threat, or enhancing the character of the area where there are opportunities to do so.

5.21 **Heart of Merton (2008)** is a strategic assessment of the potential of the Area of Intensification (London 2008) 'Heart of Merton' area to provide for needed new homes and jobs with related infrastructure, in response to Merton's preferred Options Core Planning Strategy and relevant strategic polices in the London Plan and Sub Regional Development Framework (SRDF)