

Inspectors' Matters, Issues and Questions – 3 August 2022

Matter 9: Transport and Infrastructure

Issue(i): Does the plan support sustainable transport in an effective way which is justified, consistent with national policy, and in general conformity with the London Plan?

Q1. Does the Plan, in terms of its transport approach, adequately and appropriately consider wider transport matters such as Crossrail2 and connections within the Borough to wider bus and cycle networks?

Council response:

9.1. Yes, the Plan, in terms of its transport approach, has been largely informed by the [Mayors Transport Strategy](#) (MTS) (Document 16D3) which sets out the transport policy and delivery framework for London and adequately and appropriately considers wider transport matters.

9.2. Chapter 5 of the MTS considers the role of transport in unlocking growth including improvements to the bus network (Proposal 90) and Crossrail 2. As set out in Policy T16.5 some schemes set out in the MTS including Crossrail 2 and Sutton Tramlink are now unlikely to be progressed within the plan period, although the relevant safeguarding for these schemes will continue to be applied.

9.3. It should be noted that the assumptions for housing delivery or the indicative capacities for homes and jobs in the Merton Opportunity Area are not dependent on the delivery of Crossrail2 nor any other non-committed transport scheme.

9.4. Policy T16.5 aims to protect existing public transport facilities and to assist the provision of new capacity to serve future transport needs and considers the key transport schemes identified in the Mayor's Transport Strategy and London Plan Policy T3 that are relevant to Merton.

Q2. Are the transport-related policies in the Plan based on reasonable, robust, and up to date evidence?

Council response:

9.5. Yes, the transport-related policies in the Plan are based on the overarching policy framework and strategic approach to transport set out in the Mayor's Transport Strategy ([Document 16D3](#)), the London Plan ([Document 0D32](#)) and the Government's [Decarbonising Transport](#) Strategy which are based on reasonable, robust, and up to date evidence.

9.6. The transport policies consider evidence from, and make reference to, a range of associated Government and TfL documents including:

- [Gear Change](#)
- [Highway Code](#)
- [Cycle infrastructure design LTN 1/20](#)
- [TfL Streets Toolkit](#)
- [Streetscape Guidance](#)
- [London Cycling Design Standards](#)
- [Healthy Streets Approach](#) (Document 16D2)
- [TfL's Construction Logistics Plan Guidance](#)
- [Approved Document S: Infrastructure for the charging of electric vehicles.](#)

9.7. A number of proposed modifications, as referenced throughout this Matter, have been made to add and update policies and the supporting text in response to recently published documents including Decarbonising Transport Strategy.

Q3. Is the overall approach to transport and the related policies in the Plan accepted and supported by Transport for London?

Council response:

9.8. Yes the overall approach to transport and the related policies in the Plan is accepted and supported by Transport for London (TfL).

9.9. TfL responded to the Local Plan at [Regulation 19 stage](#) and made a number of recommendations. Through discussions and joint working between the council and TfL, the majority of these have been accepted and modifications made accordingly.

9.10. A Statement of Common Ground ([Document 0D13g](#)) has been agreed and signed by TfL and Merton Council which includes the latest position on proposed transport schemes in Merton with TfL involvement. This Statement of Common Ground was submitted with Merton's Local Plan in March 2022 as Document 0D13g Transport for London Merton Statement of Common Ground.

9.11. There are no areas of disagreement between the TfL and Merton Council regarding Merton's Local Plan, including the proposed transport schemes and therefore the overall approach is supported by TfL.

Q4. Does the Plan identify and pursue opportunities to promote walking, cycling and public transport (per paragraph 104(c) of the Framework)?

Council response:

- 9.12. Yes, the Plan identifies and pursues opportunities to promote walking, cycling and public transport as per paragraph 104(c) of the framework.
- 9.13. Strategic Policy T16.1 states that the Council will:
- b. Apply the [Healthy Streets Approach](#) to create accessible streets and public areas where it is safe and convenient to socialise, walk, cycle and use public transport.*
 - c. Encourage and enable people to choose active travel modes, by implementing a comprehensive network of safe and convenient cycle and walking routes and providing supporting measures such as secure cycle parking, cycle training and route finding.*
 - d. Work with TfL (Transport for London) and Transport Operators to promote and seek improvements to public transport infrastructure and services.*
- 9.14. Policy T16.2 sets out detailed policies that will enable cycling and walking.
- 9.15. A number of site allocations include specific requirements to provide or improve cycling and walking routes through and in the vicinity of the sites.
- 9.16. Policy T16.5 aims to protect existing public transport facilities and to assist the provision of new capacity to serve future transport and sets out the key transport schemes that are relevant to Merton.

Q5. Are existing and proposed cycle routes clearly and unambiguously identified, and does the Plan provide an effective basis for the provision of appropriate infrastructure in these regards?

Council response:

- 9.17. Yes, with the proposed modifications, the Plan provides a clear and effective basis for existing and proposed cycle routes.
- 9.18. Merton's existing Transport Strategy / Third Local Implementation Plan (LIP3)([Document 16D1](#)) sets out a cycling delivery strategy and identifies proposed cycle routes. However, these proposals only apply up to 2024/2025 and do not cover the entire the Local Plan period.
- 9.19. In addition, a number of the proposed schemes need to be re-evaluated in light of updated requirements in relation to provision of cycle infrastructure including in [Cycle infrastructure design LTN 1/20](#). In order to inform the long-term development of Merton's cycle route network as part of the development of the fourth LIP and as set out in Merton's [Climate Strategy and Action Plan](#), the

Council proposes to develop a detailed Cycling Strategy in 2023. The strategy will provide an updated assessment of existing routes in accordance with latest design standards and identify where improvements are needed. The strategy will identify gaps in the network and develop detailed feasibility options for schemes. Further detail on the development of a cycling strategy was set out in a report on [cycle infrastructure](#) to the Council's Sustainable Communities Overview and Scrutiny Panel in September 2022.

- 9.20. As a result of consultation responses made by Merton Cycling Campaign and Merton Residents Transport Group a number of modifications were proposed to the supporting text to improve clarity around the existing provision and future requirements in relation to cycle infrastructure. Further amendments to paragraphs 16.2.5-16.2.7 have been made in September 2022 and are set out below.
- 9.21. In addition, an additional modification is proposed to the Policy Map to amend the title to "Indicative Cycle Network 2036/37" and provide some explanatory text that the map shows routes that may potentially form part of the cycle route network.
- 9.22. Policy T16.2b requires developments to *"Ensure sites connected to and integrate well with the surrounding cycle, pedestrian and public transport networks and make suitable contributions towards improving routes where required"*.
- 9.23. The proposed modifications to the supporting text and the Policy Map taken alongside Policy T16.2b are considered to provide an effective basis for the provision of cycle infrastructure.

Proposed modifications:

Paragraph 16.2.4 It is, however, recognised that cycle and pedestrian provision in Merton is not of adequate standard in all areas and that significant barriers still exist to cycle and pedestrian journeys, particularly through the severance created by busy roads. We will work with Transport for London, developers and other partners to make further improvements over the plan period with the aim of providing comprehensive cycling and walking networks that enable active travel choices to be made. In order to contribute to the aim set out in the Government's decarbonising transport strategy, to deliver a world class cycling and walking network in England by 2040, Merton will produce cycling and walking strategies in 2023 which will set out more detailed proposals for cycle and pedestrian route development over the plan period.

Paragraph 16.2.5 Development proposals should must demonstrate through their Transport Assessment or Statement that sites are accessible by walking and cycling in accordance with TfL's Healthy Streets Approach. An Active Travel Zone (ATZ) assessment should be conducted in accordance with TfL guidance which assesses and

identifies, maximise opportunities to integrate with and improve cycling and walking networks through. ATZ assessments should particularly consider opportunities to improve cycle routes identified on the indicative cycle network map which shows cycling desire lines and potential routes that could form part of a future comprehensive cycle network to be delivered by the end of the plan period. Some sections of the network already have existing high quality cycle facilities in place and routes on the quieter roads will require minimal intervention. However, some routes will require significant intervention or further improvement to achieve the standard required. Developers should refer to Merton's and TfL's latest cycle route network maps and transport/ cycling strategies for further information on existing and planned routes and seek to consult at an early stage to discuss any requirements in relation to the cycle or pedestrian networks.

Paragraph 16.2.6 Developments may be required to make financial contributions to cycling or walking schemes and/ or providing new routes across development sites. Any existing cycle or walking routes on or adjacent to development sites must be fully protected, including during construction phase, and opportunities should be sought to improve and upgrade routes as part of the development proposals. Development layouts should must be designed to give priority to pedestrian and cycle movements, and should facilitate access to public transport networks and be designed in accordance with the Healthy Streets approach. New development should, where appropriate, seek to restrict traffic dominance by adopting the principles of low traffic neighbourhoods and filtered permeability into the site layouts and to should integrate with and contribute towards any new or existing low traffic schemes on the surrounding street network. Proposals for gated developments that prevent public access through development sites by cyclists and pedestrians, will be resisted. New and improved street layouts including P-pedestrian and cycle-infrastructure should must be provided to a high standard in accordance with the latest best practice design guidance and requirements including; DfT [Cycle infrastructure design LTN 1/20](#), [Manual for Streets](#) and [TfL Streets Toolkit](#), [Streetscape Guidance](#), [London Cycling Design Standards](#), [TfL Healthy Streets Approach](#) and [Healthy streets check for designers](#).

Q6. Are there any further updates required to Table 16.1 in respect of the indicative list of transport schemes TN1 through to TN 14?

Council response:

9.24. In response to the Inspectors' Preliminary Matters for Merton in January 2022 ([Document INSP01](#)), the Council proposed modifications to the Indicative list of transport schemes (Table 16.1) to provide additional information on the status of the schemes, including sources of funding and anticipated delivery timescales.

9.25. The proposed modifications have been included below for reference. There are no further updates required to the indicative list of transport schemes.

Proposed modifications:

Table 16.1: Indicative list of transport schemes

Proposal Number, Scheme and Location	Proposal Description, Status, Timescale and Funding
TN 1 Crossrail 2	<p>Strategic infrastructure proposal for new underground rail line running across London between Wimbledon and New Southgate/Tottenham Hale with potential ground level links to the wider rail network.</p> <p><u>This scheme is currently unfunded and will not be completed in the lifetime of this Local Plan. Existing safeguarding of the scheme is retained - for the current status and safeguarding of land see https://crossrail2.co.uk</u></p>
TN 2 Rail Service Improvements	<p>Enhanced suburban rail services, particularly to improve the frequency on trains on the Wimbledon loop from 2 tph to 4 tph in each direction throughout the day.</p> <p><u>A study has been conducted by Network Rail (not yet formally published) that includes a proposal to increase the frequency of trains on the Wimbledon loop as a primary recommendation. Although no decision has been made or funding allocated at this stage, this could potentially be implemented by the late 2020s/early 2030s subject to post-COVID recovery and service specification.</u></p>
TN3 Underground upgrades	<p>Upgrades to Underground Services to improve capacity and quality of service.</p> <p><u>A proposed upgrade to the District Line that will increase frequencies to up to 16 trains per hour on the Wimbledon Branch is expected to be delivered by 2024.</u></p>
TN4 Step-free access	<p>Improved station accessibility for all users at public transport stations.</p> <p><u>A step free access route for Haydon's Road Station has been secured through a planning application and Merton is working with the Rail Operator to provide enabling works. The scheme is expected to be completed by 2023. Includes Motspur Park has secured DfT Access for All funding, is in development and anticipated to be delivered by 2024. For further information see Access for All – improving accessibility at railway stations nationwide - Network Rail, in feasibility /design stage (funded). Proposals to safeguard Wimbledon Chase Station redevelopment to ensure step free access can be delivered in the future. Other stations do not have funding secured but consideration will be given to submitting bids for future rounds of Access for All funding in collaboration with Network Rail and Rail Operators. All development sites that could impact on or enable step free access will be required to safeguard potential future routes and schemes, including any redevelopment of Wimbledon Chase Station.</u></p>
TN 5 Sutton Link – Sutton town centre to Colliers Wood	<p>Proposal for a new tram route (unfunded) between Sutton and Colliers Wood. Currently unfunded and unlikely to be completed in the lifetime of this Local Plan. See https://consultations.tfl.gov.uk/trams/sutton-link</p>
TN 6 Improvements to existing Wimbledon to Croydon Tram service	<p>Service improvements including step free access from Dorset Road to Morden Road Tram stop, replacing existing single track with double tracks between Phipps Bridge and Morden Road Tram stops to increase capacity.</p> <p><u>The TfL proposal for twin tracking does not currently have funding allocated, but if funding is secured the current anticipated timescale for delivery is beyond 2031.</u></p>

TN 7 Other tram improvements	<p>Potential new Tram stop at Willow Lane to enhance public transport access to Willow Lane Industrial Estate. <u>This scheme does not form part of TfL's plans and has no allocated funding, so would only be progressed during the plan period as part of appropriate enabling development and in collaboration with TfL.</u></p> <p>Street running spur extension from Morden Road tram stop. Delivery will require reallocation of road space and local widening secured through negotiation with landowners as opportunities arise. <u>This scheme has no TfL funding currently allocated, but if funding is secured, timescales are anticipated to be beyond 2031.</u></p>
TN 8 Bus Network improvements	<p>Service enhancements to meet existing and future demand, accessible bus stops and bus stop improvements, bus priority schemes, decarbonisation of the bus fleet and exploration of demand-responsive bus services. <u>This is an ongoing annual programme which will be funded directly by TfL with potential S106 developer contributions towards specific service improvements linked to development proposals.</u></p>
TN 9 Wimbledon Town Centre public realm improvements	<p>Major scheme to improve the public realm and accessibility by cycling, walking and public transport, including improvements to the station. Will involve modification of one-way road system, reallocation of road space and schemes for sustainable management of deliveries and servicing. <u>This major scheme will require a significant amount of funding from a combination of sources including TfL and/or Government grants, Strategic Community Infrastructure Levy funding and enabling development contributions. As set out the in Future Wimbledon SPD anticipated delivery timescales are from 2025 to 2040.</u></p>
TN10 Morden Town Centre, London Road	<p>Re-prioritisation of road space in favour of pedestrian, cyclists and public transport, improved Station access arrangements and public realm improvement and modification of one-way road system. <u>This major scheme will require a significant amount of funding from TfL and enabling development schemes with an anticipated delivery timescale of late 2020s.</u></p>
TN11 Borough-wide walking network	<p>Improvements to the walking network including routes, lighting and crossing facilities <u>including the "missing link" along the Wandle Trail near Earlsfield (Wimbledon Park to Wandsworth).</u> <u>Merton will develop a walking strategy by the end of 2023 which will set out more detailed proposals for pedestrian route development and will be implemented on an ongoing basis over the plan period. The programme will be funded by a combination of funding for transport schemes allocated to the borough by TfL and/or Government grants, Strategic Community Infrastructure Levy funding and S106 developer contributions towards specific schemes linked to development proposals.</u></p>
TN12 Borough-wide cycle network	<p>Development of a strategic network of cycle routes, including new feeder routes to the Cycle Superhighway <u>and including the "missing link" along the Wandle Trail near Earlsfield (Wimbledon Park to Wandsworth)</u> <u>Merton will develop a cycling strategy by the end of 2023 which will set out more detailed proposals for cycle route development and will be implemented on an ongoing basis over the plan period. The programme will be funded by a combination of funding for transport schemes allocated to the borough by TfL and/or Government grants, Strategic Community Infrastructure Levy funding and S106 developer contributions towards specific schemes linked to development proposals.</u></p>
TN 13 Cycle Parking and Hubs	<p>Upgrades of existing cycle parking facilities and secure cycle parking hubs at Wimbledon, Colliers Wood, Mitcham and Morden. <u>Merton will develop a cycling strategy by the end of 2023 which will set out more detailed proposals for cycle parking provision. Schemes will be implemented on an ongoing annual basis over the Local Plan period. The programme will be funded by a combination of funding for transport schemes allocated to the borough by TfL and/or Government grants, Strategic Community Infrastructure Levy funding and S106 developer contributions towards specific schemes linked to development proposals. Developers of key schemes in strategic locations</u></p>

	<u>may also be required to include cycle parking hubs within their development proposals.</u>
TN 14 EV charging infrastructure	Development of a mix of EV charging infrastructure to facilitate the projected increase in EV ownership. <u>Merton will develop a EV strategy by the end of 2022 which will set out more detailed proposals for the provision of EV charging infrastructure. Schemes will be implemented on an ongoing basis over the plan period, including through the provision of charging infrastructure secured through development proposals. The programme will be funded by a combination TfL and/or Government grants and developer and operator funded provision.</u>

Specific Policies:

Q7. Are the Council's proposed modifications to Policy T16.1 necessary to make the plan sound and, if so, would they be effective in doing so?

Council response:

9.26. The modification to Policy T16.1e is required to make the policy effective by ensuring that the objective of seeking to manage vehicle use and parking to minimise impact on the transport network is not interpreted as supporting measures that could potentially increase traffic and parking dominance to the detriment of other road users such as pedestrians and make it clear that the aim of the policy is to reduce traffic dominance.

9.27. Following review of the policy in light of the MIQs, the council propose changing the status of this change from an AM to a MM as it is considered necessary on the grounds of soundness.

Proposed modifications:

T16.1e Seek to manage vehicle use and parking to improve road safety outcomes ~~and~~, reduce traffic dominance and minimise impact on the transport network.

Q8. Are the Council's proposed modifications to Policy T16.2. necessary to make the plan sound and, if so, would they be effective in doing so?

Council response:

9.28. To ensure that the policy is sound and in response to Inspectors' preliminary matters ([Document INSP01](#)), a main modification is proposed to Policy T16.2d to

amend the requirement to provide cycle parking in accordance with Chapter 8 of the London Cycle Design Standards and instead that the provision has regard to the guidance.

- 9.29. A further main modification is proposed to policy T16.2f to remove the word “dockless”. This is for soundness and is justified as the policy could also be applied to docked cycle and scooter hire schemes. For example, TfL have indicated that they may seek to expand the “docked” Santander cycle hire scheme into Merton and have submitted comments seeking contributions towards a future scheme on sites in Merton.

Proposed modifications:

T16.2d Provide secure, covered cycle parking facilities that meet or exceed in accordance with London Plan minimum standards (higher level requirements) and are designed to a high standard with regard to Chapter 8 of the London Cycle Design Standards. Facilities should include provision for charging of electric cycles and a minimum of 5% of cycle spaces should accommodate users of non-standard cycles.

T16.2f Make provision for or a contribution towards publicly accessible cycle parking and ~~dockless~~ cycle and scooter hire schemes where required.

Q9. Again, in terms of Policy T16.2, what is the justification for cycle parking facilities that ‘meet or exceed’ London Plan Standards, and is that wording sufficiently clear and unambiguous?

Council response:

- 9.30. A modification was proposed to policy T16.2.d following a consultation response from [TfL Spatial Planning](#) recommending amending the wording from “meet” to “meet or exceed” London Plan Standards. This is considered to be in conformity with the London Plan Policy T5 A2 of which states “developments should provide cycle parking at least in accordance with the minimum standards set out in Table 10.2 and Figure 10.3”.
- 9.31. The London Plan minimum cycle parking standards apply to broad categories of use type and geographical areas. Para 10.5.2 of the London Plan sets out that the level of cycling is dependent on the location of the destination and sets out that the whole of Merton is required to meet the higher level standards. The standards would be expected to be adequate for the majority of developments in the borough but there may be some circumstances where a higher level of provision would be required. This would be identified as part of the Transport Assessment and would be dependent on the type of development, location and likely trip generation by bicycle.

Proposed modifications:

Policy T16.2d

Provide secure, covered cycle parking ~~facilities that meet or exceed in accordance with~~ London Plan minimum standards ~~(higher level requirements) and are designed to a~~ high standard with regard to Chapter 8 of the London Cycle Design Standards.

Facilities should include provision for charging of electric cycles and a minimum of 5% of cycle spaces should accommodate users of non-standard cycles.

Q10. Are the Council's proposed modifications to Policy T16.3 necessary to make the plan sound and, if so, would it be effective in doing so? Is the threshold for those developments requiring a Travel Plan or a Delivery and Servicing Plan, sufficiently clear and consistent with national policy?

Council response:

9.32. To ensure that the policy is sound and in response to Inspectors' preliminary matters ([Document INSP01](#)), a number of main modifications are proposed to Policy T16.3 to amend all requirements for policies to be implemented "in accordance" with guidance documents to instead have regard to the relevant guidance documents. This includes main modifications to Policies T16.3a,b,c,e and g.

9.33. In relation to the threshold for those developments requiring a travel plan, paragraph 113 of the NPPF ([Document OD20](#)) states that "*All developments that will generate significant amounts of movement should be required to provide a travel plan*".

9.34. Further guidance on the Government website setting out when a [travel plan is required](#) states that "Local planning authorities must make a judgement as to whether a proposed development would generate significant amounts of movement on a case by case basis (i.e. significance may be a lower threshold where road capacity is already stretched or a higher threshold for a development which proposes no car parking in an area of high public transport accessibility). In determining whether a Travel Plan will be needed for a proposed development the local planning authorities should take into account the following considerations:

- the Travel Plan policies (if any) of the Local Plan;
- the scale of the proposed development and its potential for additional trip generation (smaller applications with limited impacts may not need a Travel Plan);
- existing intensity of transport use and the availability of public transport;
- proximity to nearby environmental designations or sensitive areas;
- impact on other priorities/ strategies (such as promoting walking and cycling);
- the cumulative impacts of multiple developments within a particular area;

- whether there are particular types of impacts around which to focus the Travel Plan (eg minimising traffic generated at peak times); and
- relevant national policies, including the decision to abolish maximum parking standards for both residential and non-residential development.

9.35. London Plan Policy T4.C states Travel Plans, Parking Design and Management Plans, Construction Logistics Plans and Delivery and Servicing Plans will be required having regard to Transport for London guidance.

9.36. It is therefore considered that Policies T16.3 c and g are consistent with national policy and in conformity with the London Plan. A modification is proposed to paragraph 16.3.5 to improve the clarity in relation to the need for a travel plan as set out below.

Proposed modifications:

Paragraph 16.3.5

Developments that will be expected to generate a significant ~~amount~~ number of journeys to the site by employees, visitors, students or residents should also submit a travel plan in accordance with TfL's advice and guidance on Travel Plans. ~~latest guidance~~. A travel plan is a strategy for managing travel to a site through the introduction of a package of measures that support sustainable travel choices.

Developers should seek to engage with the Council and TfL at an early stage of the planning process to discuss the specific requirements for a travel plan which will be dependent on the type, scale, location and transport accessibility of the development. The travel plan will be required to be monitored over a period of at least five years to ensure the development is meeting targets in relation to sustainable travel. To support this the Council will seek to secure a travel plan monitoring fee via S106 agreement for all developments that are required to submit a travel plan.

Q11. Is Policy T16.3 consistent with the Framework (particularly paragraph 110) insofar as its approach to highway safety is concerned? Are any deviations from national policy justified?

Council response:

9.37. Paragraph 110 of the Framework states: *In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:*

(d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

9.38. Following a review of the policy in response to the Inspectors MIQs and in the interests of soundness the council proposes a Main Modification to Policy T16.3(b) to ensure consistency with national policy in relation to the approach to highway safety.

Proposed modifications:

T16.3 b

Demonstrate that ~~proposals will not result in~~ any detrimental impact on road safety can be mitigated to an acceptable degree in accordance with regard to The Mayor's Vision Zero target for road safety.

Q12. Would policy T16.3 ensure that safe and suitable access to sites could be achieved for all users?

Council response:

9.39. Following review of the policy in response to the Inspectors MIQs and in the interests of soundness and effectiveness, the council proposes a Main Modification to Policy T16.3(f) to ensure that safe and suitable access to sites could be achieved for all users.

Proposed modifications:

T16.3f

Demonstrate that the proposals and site layout make adequate provision for safe and suitable access to the site for all users, particularly emergency services access, deliveries, servicing, refuse collection, and visitor drop-off and pickups.

Q13. Are the Council's proposed modifications to Policy T16.4 necessary to make the plan sound and, if so, would it be effective in doing so? Is it clear what is meant by "good" public transport in terms of the PTALs contemplated?

Council response:

9.40. To ensure that the policy is sound and in response to Inspectors' preliminary matters ([Document INSP01](#)), a main modification is proposed to Policy T16.4g to remove the reference to TfL Parking Design and Management Plan guidance, which has not yet been published.

9.41. The modifications set out below are proposed to Policy T16.4a and paragraphs 16.4.1-2 of the supporting text. These are proposed to be amended to ensure consistency with and provide clarity about the London Plan requirements for car

free development, in response to the Inspectors' MIQs and also consultation responses at regulation 19 stage.

Proposed modifications:

Policy T16.4a

Developments should provide the minimum level of car parking necessary taking into consideration the site accessibility by public transport (PTAL), in accordance with London Plan parking standards. Developments in areas with good transport accessibility, including town centres and all locations with a PTAL rating of 5- 6, will be expected to be car free.

Policy T16.4g

Development that provides any new or amended on-site car parking provision should demonstrate that the proposals do not compromise highway safety, pedestrian amenity or contribute towards flood risk. Any developments providing multiple or communal car parking spaces will be required to submit a how it will be designed and sustainably managed in accordance with TfL's latest Parking Design and Management Plan guidance.

Paragraph 16.4.1 Vehicles take up a lot of street space and high levels of car ownership and use have resulted in many of the borough's roads becoming congested and dominated by parked cars. Reducing levels of car ownership can free up space on both development sites and on the highway for other more efficient and sustainable uses. We will therefore support and apply the approach set out in the [London Plan](#) of restricting car parking provision to restrain car use and will apply the London Plan maximum car parking standards for all use classes as set out in London Plan Policies T6 and T6.1-T6.5.

Paragraph 16.4.2 We will expect and support car free development for all development proposals in locations that will be well connected by public transport including all locations with a PTAL rating of 5- 6. Car free development may also be considered or required in other locations on a case-by-case basis where it can be adequately demonstrated that sufficient sustainable travel choices will be available including where funded improvements to public transport are put in place to raise the Public Transport Accessibility Level (PTAL). ~~with developments elsewhere~~ Developments in less accessible locations with a low PTAL rating should ~~designed to~~ provide the minimum necessary amount of parking in accordance with London Plan standards ('car-lite').

Q14. Are any MMs required to Policy T16.4 or its supporting text to take account of recent updates to Building Regulations in respect of electric vehicle charging points, and in the interests of soundness?

Council response:

- 9.42. Following review of the policy in response to the Inspectors MIQs and the publication of the Building Regulations [Approved Document S](#), in the interests of soundness and consistency with national policy, the council proposes a Main Modification to Policy T16.4(e).
- 9.43. In the interests of effectiveness, the policy has been modified further to specify a requirement to submit proposals in relation to the operation and maintenance of the charging infrastructure.
- 9.44. Modifications are also proposed to the supporting text to improve effectiveness and clarity with paragraph 16.4.15 amended with regards to the requirements for EV charging infrastructure and operation/maintenance and with some wording incorporated into a newly created paragraph 16.4.16 which provides further information on the application of the Building regulation and London Plan requirements in relation to EV infrastructure.

Proposed modifications:

Policy T16.4(e)

Development that provides on-site parking provision must provide electric vehicle charging infrastructure which is appropriate to the scale and type of development and which meets or exceeds requirements set out in Building Regulations [Approved Document S](#) and the ,in accordance with-London Plan standards. The proposals must set out a strategy for the ongoing operation, management and maintenance of the EV charging infrastructure.

Paragraph 16.4.15 New development that provides parking provision must provide electric vehicle charging infrastructure appropriate to the scale and type of development ~~which will include active provision for at least 20% of spaces and passive provision for all car parking spaces to enable future installation to meet increased demand for EV charging. Parking spaces with provision for electric or other Ultra-Low Emission vehicles should be included within the maximum parking provision as set out in the London Plan and not in addition to it. For residential and office development slow charge points are usually adequate. For public car parking facilities, such as, retail and destination car parking facilities,~~ EV infrastructure should include conveniently located fast or rapid charging facilities that enable the public to ~~pay to~~ charge their vehicle on a “pay as you go” basis. EV charging infrastructure requires ongoing maintenance and operational management, so arrangements in relation to this should be set out within proposals, including within any Parking Design and Management plan.

Paragraph 16.4.16 Building Regulations [Approved Document S: Infrastructure for the charging of electric vehicles](#) sets out detailed requirements and technical standards that should be applied in relation to the provision of EV charging for residential and non-residential buildings that are new or undergoing major renovation or change of use. The amount of charge points provided should be in accordance with whichever is the higher

applicable standard of the Building Regulations [Approved Document S](#) and London Plan (Policy T6 including T6.1- T6.4) or the latest applicable standard. Developments not covered adequately covered by these standards or where a higher level of requirement has been identified may also be required to provide an additional amount or specific type EV charging infrastructure. For example, developments generating trips by a high number of taxis or large operational vehicles may have specific requirements for rapid charging infrastructure. Parking spaces with provision for electric or other Ultra-Low Emission vehicles should be included within the maximum parking provision as set out in the London Plan and not in addition to it. For public car parking facilities, such as at retail facilities, EV infrastructure should include conveniently located fast or rapid charging facilities that enable the public to pay to charge their vehicle.

Q15. Is it clear what the London Plan standards relating to electric vehicle charging are?

Council response:

- 9.45. Yes, with the proposed modification, the policies in Chapter 16 are clear on the London plan standards for electric vehicle charging.
- 9.46. The Council proposes a Main Modification to create a new paragraph after 16.4.15, which provides reference to the applicable London Plan policies. However, to avoid confusion the standards have not been explicitly stated in the plan because the recently published Building regulations are now more likely to be applicable in most cases as they require a higher standard of provision. The supporting text has also been modified further to make clear that specific requirements in relation to charging infrastructure could be required on a case by case basis.

Proposed modifications:

[New Paragraph after 16.4.15]:

[Building Regulations \[Approved Document S\]\(#\): Infrastructure for the charging of electric vehicles](#) sets out detailed requirements and technical standards that should be applied in relation to the provision of EV charging for residential and non-residential buildings that are new or undergoing major renovation or change of use. The amount of charge points provided should be in accordance with whichever is the higher applicable standard of the Building Regulations [Approved Document S](#) and London Plan (Policy T6 including T6.1- T6.4) or the latest applicable standard. Developments not covered adequately covered by these standards or where a higher level of requirement has been identified may also be required to provide an additional amount or specific type EV charging infrastructure. For example, developments generating trips by a high

~~number of taxis or large operational vehicles may have specific requirements for rapid charging infrastructure. Parking spaces with provision for electric or other Ultra-Low Emission vehicles should be included within the maximum parking provision as set out in the London Plan and not in addition to it. For public car parking facilities, such as at retail facilities, EV infrastructure should include conveniently located fast or rapid charging facilities that enable the public to pay to charge their vehicle.~~

Q16. Are Policy T16.4 and paragraph 17.4.4 effective and justified insofar as the requirements for ‘permit free’ developments are concerned?

Council response:

- 9.47. To manage on-street parking in the borough, the council has introduced Controlled Parking Zones (CPZs) into some areas of Merton which enables existing residents and businesses to apply for permits to park in these zones but prevents other on-street parking. However, demand for on-street parking remains extremely high in some areas and there is a risk that new development could exacerbate parking pressures if not adequately controlled.
- 9.48. London Plan Policy T6C ([Document 0D32](#)) sets out that boroughs should look to implement on-street parking controls wherever necessary to allow existing residents to maintain safe and efficient use of their streets. Controls can include setting criteria around the eligibility for the allocation of permits in existing CPZs. Policy T16.4b is therefore considered to be effective and justified in this regard and by ensuring that new development is sustainable in relation to transport by restricting car ownership.
- 9.49. Modifications are proposed to policy T16.4(b) and paragraph 17.4.4 in the interests of effectiveness and to improve clarity.

Proposed modifications:

Policy T16.4b

All new development in Controlled Parking Zones, including conversions to multiple dwellings, will be ~~required to be~~ permit free, ~~with all future occupants being ineligible for on-street parking permits in perpetuity.~~

Paragraph 17.4.4 ~~To manage on-street parking the Council has introduced Controlled Parking Zones (CPZs) into some areas of Merton (a map of existing CPZs can be viewed on Merton’s website).~~ To ~~mitigate highway impacts prevent an increase in parking pressure, the Council~~ ~~we~~ will ensure that all new development in CPZs is permit free, with future occupants being ineligible to apply for on-street parking permits ~~to~~. ~~This will~~ be secured through a legal agreement ~~which will include a requirement that new occupants are informed of the “permit free” status of the development.~~ The accumulation of residential conversions to multiple residential properties can place

increased pressure on CPZs, so any new dwellings created through conversions, will also be expected to be permit free.

Q17. Should paragraph 17.4.3's references to financial contributions relating to development in Controlled Parking Zones be included in Policy T16.4 itself (per paragraphs 34 and 58 of the Framework); and is the requirement justified?

Council response:

- 9.50. The requirement for financial contributions for parking controls, which includes Controlled Parking Zones, is considered to be adequately captured in Policy T16.4c which states *"Financial contributions will be sought for new or enhanced parking controls where they are considered necessary to promote road safety and protect existing residential or business amenity."*
- 9.51. The policy is justified to mitigate the impact of overspill parking in areas without adequate existing parking controls and is in conformity with London Plan ([Document 0D32](#)) Policy T6C which states *"An absence of local on-street parking controls should not be a barrier to new development, and boroughs should look to implement these controls wherever necessary to allow existing residents to maintain safe and efficient use of their streets."*

Q18. Would the considerations relating to the provision of off-street parking spaces set out in paragraphs 12.3.12 and 17.4.5 be more appropriately captured in Policy T16.4 itself and is the inter-play with Policy F15.9(d) sufficiently clear?

Council response:

- 9.52. Following review of the policy in response to the Inspectors MIQs and in the interests of effectiveness, the council proposes a Main Modification to Policy T16.4(g) to incorporate considerations relating to the provision of off-street parking spaces in relation to highway safety and flood.
- 9.53. Modifications are also proposed to the supporting text to improve clarity and effectiveness including deleting paragraph 17.4.5 and amending paragraph 17.4.9 to incorporate the relevant wording, including reference to policy 15.9d.

Proposed modifications:

Policy T16.3g

Development that provides any new or amended on-site car parking provision should demonstrate that the proposals do not compromise highway safety, pedestrian amenity or contribute towards flood risk. Any developments providing multiple or communal car

~~parking spaces will be required to submit a how it will be designed and sustainably managed in accordance with TfL's latest~~ Parking Design and Management Plan guidance.

Paragraph 16.4.9 Car parking layouts and spaces should be well-designed to provide adequate space and ensure highway safety in accordance with the latest best practice design guidance and standards. ~~To ensure highway safety and protect pedestrian amenity, any proposals to create off-street parking and driveways which require the provision of a new access from the highway, will be required to apply for a dropped kerb in accordance with requirements set out in Merton's vehicle crossover information pack. To mitigate flood risk, any new or amended off-street parking facilities, including gardens converted to driveways, must take measures to reduce surface water run-off, such as the use of permeable materials and SUDS, in accordance with policy F15.9d and Merton's Sustainable Drainage Design and Evaluation Guide.~~

Q19. Is Policy T16.4(d) clear in terms of what the relevant 'design guidelines' are, and is the policy justified in these terms?

Council response:

- 9.54. London Plan Policies T6.1, T6.5 set out detailed requirements in relation to the design of disabled parking bays requiring them to be designed in accordance with the design guidance in BS8300vol.1.
- 9.55. Following review of the policy in response to the Inspectors MIQs the council proposes a Main Modification to Policy T16.4(d) to delete the reference to design guidelines, as the requirement to meet London Plan standards is sufficient as this incorporates the design requirements set out in the London Plan. A modification is also proposed to the supporting text paragraph 16.4.7 to reference the relevant London Plan policies and provide further clarity and guidance.

Proposed modifications:

Policy T16.4d

Disabled ~~persons'~~ parking should be provided in accordance with London Plan ~~standards and should meet design guidelines~~, be accommodated within the development site ~~where possible~~ and be provided with electric vehicle charge points.

Paragraph 16.4.7 It is essential that disabled parking facilities are fully accommodated on site wherever possible and should be incorporated within the overall design at feasibility stage. ~~The layout of the d~~Disabled parking provision should be ~~designed in accordance with recognised design standards to be~~ conveniently located, ~~and~~ provide adequate access space ~~and be~~ provided in accordance with ~~recognised requirements~~

and design standards set out in London Plan Policies T6, T6.1, T6.5. In very exceptional circumstances, where the developer has justified why it is not feasible to provide some or all the disabled parking for the development on site, consideration may be given to accommodating disabled parking on the public highway, subject to an appropriate financial contribution to facilitate this.

Q20. In the interests of effectiveness and clarity, should paragraph 17.4.11's reference to the provision of car club spaces as part of the overall maximum parking provision be included in Policy T16.4(f)?

Council response:

9.56. Following review of the policy in response to the Inspectors MIQs the council proposes a Main Modification to Policy T16.4(f) in the interests of effectiveness and clarity as set out below.

9.57. In the interests of effectiveness, the policy has been modified further to specify minimum timescales of 3 years for the free trial use package and states that the car club parking bays should be provided with EV charging infrastructure.

Proposed modifications:

Policy T16.4 f

Residential developments that provide parking will be expected to support car club use as an alternative to car ownership, by funding a free trial use package for new residents for at least 3 years. Where required and by allocating on-site parking space should be allocated to car club vehicles ~~where appropriate~~ which will be provided with electric vehicle charging infrastructure and be included within the London Plan maximum parking standards.

Issue (ii): Does the plan make sufficient provision for infrastructure, and are its policies justified and effective in these regards?

Q1. Taken together, do the Plan's neighbourhood, infrastructure and site allocation policies provide an effective basis for initiative-taking and positive work with promoters, delivery partners and statutory bodies to plan for required facilities and ensure faster delivery of public service infrastructure (per paragraph 96 of the Framework)?

Council response:

9.58. Yes, the policies set out in the Plan's neighbourhood, infrastructure and site allocation policies are effective and enable positive work to be carried out jointly to deliver growth and infrastructure in the borough.

9.59. Paragraph 96 of the NPPF states:

To ensure faster delivery of other public service infrastructure such as further education colleges, hospitals and criminal justice accommodation, local planning authorities should also work proactively and positively with promoters, delivery partners and statutory bodies to plan for required facilities and resolve key planning issues before applications are submitted.

9.60. Chapters 3 Colliers Wood, 4 Mitcham, 5 Morden, 6 Raynes Park, 8 South Wimbledon and 9 Wimbledon, contain relevant policies for each of the different neighbourhoods within Merton. These areas are based on the Merton Borough Character Study SPD ([Document 12D1](#)), which provides a distinct analysis of the physical form, history, social and environmental fabric, places, streets and buildings of each area. This analysis was informed and shaped by responses received through public consultations.

9.61. Each neighbourhood chapter in the Plan contains policies on the town centre and surrounding area, in addition to specific policies set out in the individual Site Allocations. The Site Allocations contain policies relating to key development sites that have been identified with relevant landowners, likely to come forward for development during the plan period. These have been developed in conjunction with infrastructure providers who have provided site-specific comments (refer to Document [0D6](#)).

9.62. A wide range of evidence submitted for examination has supported the preparation of the neighbourhood policies, including town centres, wider neighbourhoods and site allocations. This evidence includes consultee's comments received for the Local Plan (including Document [0D6](#) and Document [0D15](#), Merton's sustainability appraisals including Document [10D3](#), Merton's Borough Character Study (Document [12D1](#)); Merton's Strategic Housing Market and Needs Assessment (Document [11D8](#)), Merton's Infrastructure Delivery Plan (Document [14D4](#)); the Topic Paper on town centres and the economy, Merton's

Strategic Flood Risk Assessment (Documents [15D2 to 15D7](#)), Merton's Health and Wellbeing Strategy (Document [10D1](#)), as well as other submitted evidence.

9.63. Chapter 14 sets out the infrastructure policies for the Plan, including Strategic Policy IN14.1(a)(b) and (c):

We will:

- a. Expect new development to identify, plan for and provide any necessary infrastructure and require that, where necessary, infrastructure should be completed prior to occupation.*
- b. Work with service providers and partners to enable them to deliver the provision of services and facilities for the project population growth, especially in areas of significant new homes and areas of deficiency.*
- c. Encourage dialogue between service providers and developers. Where appropriate opportunities arise, the co-location of services and joint delivery of infrastructure by service providers will be supported.*

9.64. Throughout the preparation of the Plan, the council has worked collaboratively with a number of infrastructure providers to determine the future needs that are likely to come forward as a result of growth over the plan period. At the time of submitting these responses, the council has agreed Statements of Common Ground with the following infrastructure providers:

- Thames Water (Appendix 9.1)
- SES Water (Appendix 9.2)
- National Grid (Appendix 9.3)

9.65. Further discussions continue to take place with other infrastructure providers, including the Metropolitan Police, SGN and HUDU. To date, while Regulation 19 responses were received from these bodies, we have been unable to finalise statements. This may partly be attributable to the summer holiday period and the council will continue to attempt to make contact with the representatives in the lead up to the Stage 2 hearings.

9.66. The council has, and will continue to work in partnership with infrastructure providers, including those who have not contributed to the preparation of the Plan. One example of this is the work that continues with the South West London Integrated Care System (ICS)(formerly known as the CCG). The council worked with the CCG in the preparation and development of the Merton Health and Care Estates Strategy 2021 ([Document 14D6](#)) and continues regular contact and updates through meetings such as the [Merton Health and Wellbeing Board](#).

9.67. As set out in the response to Matter 9, Issue i, Question 3 below, the council has a process in place through the capital programme board and financial monitoring reports that enables bids to come forward for infrastructure related funding. The Infrastructure Funding Statements (IFS)([Document 18D2](#)), annually set out a summary of how CIL and Section 106 funding has been spent.

9.68. Therefore, the policies set out in the Neighbourhood chapters, the Site Allocations and the Infrastructure chapter, collectively enable positive joint work between the council and infrastructure providers, to address the changing needs of the borough over the plan period.

Q2. Is the Plan positively prepared in terms of meeting future infrastructure needs and has there been a robust assessment of needs in this regard?

Council response:

9.69. Yes, the Plan has been positively prepared for infrastructure, and it has been informed by a robust assessment of the future infrastructure needs for the borough.

9.70. Merton is an established outer London urban area, which has good public transport accessibility and transport interchanges across most areas, excellent green spaces, and well used town centres with community facilities. As set out in Chapter 01B of the Plan ([Document 0D1](#)), a considerable proportion of Merton's growth in the next 15 years is expected to be delivered within the Opportunity Area, with smaller scale development also coming forward outside of this area. It is important to note that Merton is not dependent on any one form of infrastructure to enable growth to be delivered, including Crossrail 2.

9.71. The Local Plan seeks to ensure that Merton's future growth is planned in a sustainable way in accordance with the London Plan's Good Growth principles. Responsibility for the successful implementation of delivering good growth falls not only on the council, but also the council's partners and other stakeholders. These include neighbouring boroughs, the GLA and infrastructure providers.

9.72. NPPF para 16 ([Document 0D20](#)) is clear that plans should be shaped by early, proportionate and effective engagement with infrastructure providers. The council has engaged effectively with a number of infrastructure providers throughout the preparation of the Plan, including through consultation responses, correspondence, meetings and phone calls ([Document 0D13](#) and [Document 0D8](#)). The infrastructure that is expected to come forward to support growth in the borough has been identified through joint working with these bodies.

9.73. It is important to note that through this joint working (including Regulation 19 responses), the delivery of essential infrastructure in Merton for the Plan period has not been raised as an issue by any of the major infrastructure providers, including Thames Water, SES Water, Transport for London, National Grid, SGN and the Metropolitan Police. The council has proposed modifications to some of the site allocations in response to suggestions and requests made by Thames Water, TfL and HUDU, as addressed in other Stage 2 questions.

- 9.74. Statements of Common Ground have also been agreed with the neighbouring boroughs of Lambeth, [Kingston](#), [Sutton](#), [Croydon](#) and [Wandsworth](#), with no major infrastructure items or cross boundary items identified between the boroughs.
- 9.75. Strategic Policy IN14.1 sets out the policies that support the provision and improvement of infrastructure to support growth over the Plan period. The infrastructure policies were informed by a number of Local Plan evidence base documents including: Merton's Climate Strategy and Action Plan ([Document 2D1](#)), Merton Health & Wellbeing Strategy ([Document 10D1](#)), the Merton Story ([Document 10D3](#)), Merton Housing Delivery Study ([Document 11D6](#)), Merton SHNA ([Document 11D8](#)), South London Waste Plan submission version ([Document 14D1](#)), Merton Indoor Sports Facility Study ([Document 14D3](#)), Merton Playing Pitch Strategy ([Document 14D5](#)), Merton Health and Care Estates Strategy ([Document 14D6](#)), Merton Green Infrastructure Study ([Document 15D1](#)), Merton Strategic Flood Risk Assessment ([Documents 15D2-15D7](#)), Merton LIP3 ([Document 16D1](#)) and Merton Infrastructure Funding Statement 2020 ([Document 18D2](#)) and [Merton IFS 2021](#).
- 9.76. The projects set out in the schedule of the Infrastructure Delivery Plan (IDP) ([Document 14D4](#)) are expected to come forward in the first 5 years of the Plan period. These have been identified, described and costed (where available), with funding sources identified for those that have not already been allocated funding. Through the council's capital programme board and financial monitoring process (as reported in the [Merton IFS 2021](#)), a process is set up whereby projects can bid for capital funding from a range of sources including Community Infrastructure Levy (CIL)(including Neighbourhood CIL and Strategic CIL) and Section 106 funding.
- 9.77. In conclusion, the council considers that through a robust assessment of future infrastructure needs, the Plan has been positively prepared through joint working with infrastructure providers and neighbouring boroughs.

Q3. Is there robust evidence to demonstrate that all necessary infrastructure to support the level of growth proposed in the Plan can be delivered when and where required and in accordance with the schedule and timetable identified in the Infrastructure Delivery Plan?

Council response:

- 9.78. Yes, there is robust evidence that demonstrates the infrastructure identified to support growth over the Plan period can be delivered.
- 9.79. The Infrastructure Delivery Plan (IDP) ([Document 14D4](#)) provides an assessment of the different types of infrastructure to be delivered throughout the borough, over the lifetime of the Plan period, providing a more detailed focus on the first five years. This is considered appropriate in line with NPPF para 33,

which requires Local Plans to be reviewed every five years. The IDP considers the following types of infrastructure; transport and healthy streets, health, education, green and blue infrastructure, leisure and recreation, community, culture and safety, town centres and economic development, utilities, digital infrastructure and emergency services.

9.80. The infrastructure policies (IN14.1, IN14.2, IN14.3 and IN14.4) and the IDP were informed by a number of Local Plan evidence base documents including:

- Merton's Climate Strategy and Action Plan ([Document 2D1](#))
- Merton Health & Wellbeing Strategy ([Document 10D1](#))
- The Merton Story ([Document 10D3](#))
- [The Merton Community Plan 2021-2026](#)
- [Merton Connected](#)
- [The Merton Children and Young People's Plan 2019-2023](#)
- The [Merton School Places Planning Strategy](#)
- The [Merton Childcare Sufficiency Assessment 2020](#)
- The [Merton Youth Resident Survey 2021](#)
- [The Merton Family Service Directory](#)
- Merton Housing Delivery Study ([Document 11D6](#))
- Merton SHNA ([Document 11D8](#))
- South London Waste Plan submission version ([Document 14D1](#))
- Merton Indoor Sports Facility Study ([Document 14D3](#))
- Merton Playing Pitch Strategy ([Document 14D5](#))
- Merton Health and Care Estates Strategy ([Document 14D6](#))
- Merton Green Infrastructure Study ([Document 15D1](#))
- Merton Strategic Flood Risk Assessment ([Documents 15D2-15D7](#))
- Merton LIP3 ([Document 16D1](#))
- Merton Infrastructure Funding Statement (IFS) 2020 ([Document 18D2](#))
- [Merton IFS 2021](#)

9.81. As stated in the section 2 of the IDP ([Document 14D4](#)) and in paragraph 14.1.5 of the Plan ([Document 0D1](#)), the IDP provides a snapshot of a point in time and the projects set out in Section 12 will be subject to annual updates, particularly on timelines and costs. The council will continue to co-operate and work with infrastructure partners, providers, stakeholders and the community to help to ensure that the infrastructure projects identified for Merton are continually updated and delivered to reflect needs.

9.82. In accordance with the [CIL Regulations 2010](#), the council produces an Infrastructure Funding Statement (IFS) annually, each December. This document covers activity regarding Merton's Community Infrastructure Levy (CIL) and Section 106 agreements (S106) secured in connection with developments in Merton during each financial year, and future priorities for the

investment in infrastructure using CIL, in accordance with the Community Infrastructure Levy Regulations 2010 (as amended).

- 9.83. The IFS is the culmination of a process within the council whereby infrastructure projects are considered via the capital programme board, monthly [financial monitoring reports](#), the [annual business plan](#) and at the [annual budget meeting](#). This process enables bids to be made and assessed for infrastructure projects that require funding. Funding for consideration and allocation includes S106 and CIL, including Neighbourhood CIL and Strategic CIL, all which come from development contributions.
- 9.84. It should also be noted that no infrastructure body raised the schedule and delivery of infrastructure projects as an issue through Local Plan discussions and the consultation processes. The council continues to work collaboratively with infrastructure providers and other relevant stakeholders in identifying and bringing forward infrastructure projects.
- 9.85. Therefore, the council concludes that there is a robust level of evidence to support the identification and delivery of infrastructure projects through the IDP to support the growth set out in the Local Plan.

Q4. Are the Council's proposed modifications to Policy IN14.1 necessary to make the plan sound and, if so, would they be effective in doing so?

Council response:

- 9.86. Following discussions at the Stage 1 hearings and with an agreed Statement of Common Ground with Thames Water (Appendix 9.1), there are no longer modifications are proposed to Strategic Policy IN14.1, however there are modifications proposed to the supporting text, as outlined below. The council considers that these modifications are effective and necessary for soundness.
- 9.87. Following the Local Plan consultation responses received from Thames Water at [Stage 2a](#) and Stage 3 ([Document 0D6](#)), a series of meetings were held between officers and Thames Water to discuss the issues raised, in May 2021, August 2021 and October 2021.
- 9.88. A Statement of Common Ground has been agreed between the council and Thames Water. This sets out an agreed position on a number of matters, including Policies IN14.1, O15.7 and O15.8.
- 9.89. While modifications were initially requested by Thames Water to Strategic Policy IN14.1 at Reg 19 stage, following the discussions held with the Planning Inspectors at the Stage 1 hearings, and further correspondence with Thames Water, it is recognised that Strategic Policy F15.7(e) (with modifications), already provides a specific policy on water and wastewater. It is therefore agreed between

the council and Thames Water that modifications to IN14.1 are not required, to ensure policies are not repeated throughout the plan.

9.90. It is agreed that Strategic Policies IN14.1(b) and (c) and the supporting text, set out an appropriate policy for the delivery of water and wastewater infrastructure and partnership working between the council, developers and water companies.

9.91. It should be noted that the modifications to the supporting text of Policy IN14.1 have been moved from an additional modification to a main modification, given that the changes are required for effectiveness and consistency with national policy.

9.92. In conclusion, no modifications are proposed to IN14.1, and the council considers that with the proposed modifications to the supporting text, the Strategic Policy on infrastructure is effective.

Proposed modifications

Water and Wastewater Infrastructure

14.1.15 ~~We~~ The council will work with the water and wastewater ~~providers~~ companies to help them develop and implement their plans, to ensure that there is adequate water supply, surface water, foul drainage, and wastewater infrastructure ~~and sewerage treatment capacity~~ to serve all new developments. Developers will also need to agree details with water and wastewater companies for adequate water supply, surface water, foul drainage and sewerage treatment capacity.

(new paragraph) Developers will be required to demonstrate as part of the planning application process that there is adequate capacity both on and off-site to serve the development and that the development would not lead to problems for existing users. In some circumstances this may make it necessary for developers to ~~will necessitate that developers~~ carry out appropriate studies to ascertain the effect proposed development will have on the existing infrastructure. Overloading of the system will not be permitted.

(new paragraph) Where there is a capacity problem the developer will be required to fund appropriate improvements to be completed prior to completion of the development. An exception to this may be where the water company has improvement works programmed in that align with the completion time of the development. The council will, where appropriate, apply phasing conditions to any approval to ensure that any necessary infrastructure upgrades are delivered ahead of the occupation of the relevant phase of development.

~~14.1.18 Thames Water and SES Water will work with developers and the council to ensure that any necessary infrastructure reinforcement is delivered ahead of the occupation of development.~~

~~14.1.19 Developers are encouraged to contact the water and wastewater companies as early as possible to discuss their development proposals and intended delivery programme to assist operators with identifying any potential water and wastewater network reinforcement requirements.~~

~~14.1.20 Where appropriate, planning permission for development which results in the need for off-site infrastructure upgrades, will be subject to conditions to ensure the occupation is aligned with the delivery of necessary infrastructure upgrades. Where there is a capacity constraint, phasing conditions will be used as appropriate to ensure that any necessary infrastructure upgrades can be delivered ahead of the occupation of the relevant phase of a development.~~

14.1.19 We are supportive of improvements to water supply or wastewater facilities, to ensure adequate long term water supply and wastewater management throughout the borough.

Q5. Is Policy IN14.2 consistent with London Plan Policy S1(A) insofar as the involvement of relevant stakeholders and the local community is concerned?

Council response:

- 9.93. Yes, Policy IN14.2 is consistent with the London Plan ([Document 0D32](#)), for the reasons set out below.
- 9.94. London Plan Policy S1(A) sets out that the social infrastructure needs of London's diverse communities should be informed by assessments that include local community and stakeholder engagement. This includes an informed understanding of the borough's demographic make-up and socio-economic data, existing community facilities and services.
- 9.95. The following documents, strategies, websites and publications have informed the preparation of the Local Plan, including Policy IN14.2, relating to social and community infrastructure:
- Merton Infrastructure Delivery Plan 2021 ([Document 14D4](#))
 - The Merton Story 2021 ([Document 10D3](#))
 - [The Merton Community Plan 2021-2026](#)
 - [Merton Connected](#)
 - [The Merton Children and Young People's Plan 2019-2023](#)
 - The [Merton School Places Planning Strategy](#)
 - The [Merton Childcare Sufficiency Assessment 2020](#)
 - Merton's Health and Wellbeing Strategy 2019-2024 ([Document 10D1](#))
 - The [Merton Youth Resident Survey 2021](#)
 - [The Merton Family Service Directory](#)
 - Merton Borough Health and Care Estates Strategy 2021 ([Document 14D6](#))
 - Merton Indoor Sports Facilities Study 2020 ([Document 14D3](#))
 - Merton Playing Pitch Strategy 2019 ([Document 14D5](#))
 - [Your Merton](#): our biggest ever conversation 2021 and [Merton 2030](#)
 - Merton Residents Surveys [2019](#) and [2021](#).

- 9.96. These documents vary in their scope and purpose, covering a range of different social and community needs and infrastructure across the borough. The needs of different communities and groups within Merton are varied, and therefore officers have taken into account a variety of different sources in the preparation of the social infrastructure policy.
- 9.97. A number of consultation and engagement exercises took place in the production of these documents, including:
- [Residents' surveys](#)
 - [Merton Partnership](#) engagement and research, with 'seldom listened to' groups including Age UK, BAME Voice, Merton Centre for Independent Living, Merton Mencap, Muslim Women of Merton, Polish Family Association, Sustainable Merton and Merton's Youth Parliament and Young Advisors.
 - [Merton children and young people survey](#)
 - [Safer Merton survey](#)
 - Early years surveys of childcare providers
 - Health and wellbeing engagement workshops
 - The local health and care plan deliberative event
 - Youth research, in depth interviews and focus groups
 - [Your Merton survey](#) including 1100 random telephone interviews, open access website, 13 community focus groups and a deliberative workshop with 25 residents.
- 9.98. The borough's demographic make-up and socio-economic data has been analysed and considered in the development of these documents and strategies. This has included:
- [2019 Multiple Index of Deprivation](#)
 - GLA population projections and GLA school roll projection model
 - Merton early years and school census, headcount and SEN2 return
 - [Merton disability database](#)
 - Ofsted admissions data
 - DfE education provision data
 - [The Merton Story](#)
- 9.99. As set out in the Local Plan Consultation Statement ([Document 0D8](#)), officers also met with a number of bodies, organisations and community groups throughout the process of preparing and consulting on the Plan and the evidence documents that inform the Plan. These include the London Healthy Urban Development Unit (HUDU), the Clinical Commissioning Group (CCG), the Merton children, schools and families team, the National Trust, community forums, resident associations, libraries, engagement with local school children, local clubs and sports groups, Merton Borough Estates Group and the Health and Wellbeing Board. A range of communication methods were used, to ensure that officers could reach as wide a section of the community as possible so that the diverse needs of the borough could be reflected in the plan.

Q6. Is the requirement for proposals to identify a need for community infrastructure (in Policy IN14.2 (e)) justified?

Council response:

9.100. Yes, with the proposed modifications below, the council considers that Policy IN14.2(e) is justified, as it is in accordance with the London Plan.

9.101. London Plan Policy S1(C) states:

Development proposals that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies should be supported.

9.102. A modification is proposed to remove part (i) from Policy IN14.2(e), so that the policy does not unnecessarily repeat the London Plan. A further modification is proposed to add a reference to the London Plan Policy S1 to the supporting text. These modifications are considered necessary to ensure the policy is justified and consistent with the London Plan.

Proposed modifications:

Policy IN14.2

e. Support proposals for new, or extensions to existing, social and community infrastructure where:

~~i. It provides for an identified need~~

Supporting Text

14.2.40 We will support the development of new social and community infrastructure uses where ~~there are identified gaps in provision~~ it addresses a local or strategic need, in line with London Plan Policy S1(C).

Q7. Is Policy F15.9 in relation to sustainable drainage systems justified and consistent with national policy?

Council response:

9.103. On review, the council considers that some modifications can be made to ensure that Policy F15.9 on Sustainable Drainage Systems (SuDS) is justified and consistent with national policy; see below.

9.104. The policy addresses the importance of multifunctional SuDS in reducing flooding and in improving water quality, biodiversity and amenity.

- 9.105. The policy is appropriately worded to recognise that in some cases, some types of SuDS may not be practicable or appropriate in some locations. For example, these could be the use of infiltration techniques from potentially polluting development in areas where groundwater provides a potable supply of water (e.g. Groundwater Source Protection Zone 1).
- 9.106. In line with the NPPF paragraph 153 ([Document 0D20](#)), the policy promotes the use of rainwater harvesting and water efficiency measures to reduce and re-use water where feasible.
- 9.107. The recently updated NPPG ([Document 0D23](#)) Flood risk and coastal change update of 25th August 2022 also provides information and clarification on the use of multifunctional SuDS in development proposals and provides a clearer requirement for SuDS and supporting surface water drainage information with planning applications. This is consistent with the proposed policy wording.
- 9.108. As indicated in [Matter 11 Responses in May 2022](#), Policy F15.9 Sustainable Drainage Systems (SUDS) is informed by Merton's updated Strategic Flood Risk Assessment (SFRA) and the development recommendations of the SFRA. The level 2 SFRA site allocation appraisals also includes information on the suitability of SuDS for each site. The SFRA is the key evidence base for the flood risk and SuDS policies and as a living document, it will be updated with any national, or regional policy changes and guidance or when flood risk data is updated.
- 9.109. The Council has also reviewed the recent updates to the PPG for Flood Risk and we are in discussions with the Environment Agency regarding the change to the functional floodplain classification.

Proposed modifications:

Policy F15.9

All major development must include water efficiency measures, to minimise water consumption such as rainwater harvesting or grey water recycling. ~~In addition, all major development must include, as well as~~ Sustainable Drainage Systems (SUDS) to reduce surface water runoff to greenfield rates, and provide multifunctional benefits. ~~biodiversity, urban greening, amenity and water quality benefits.~~

- a. Seeking mitigating measures against the impact of flooding from all sources and ensure all new development, including all basement and subterranean development implement appropriate SUDS. ~~and show sustainable approaches to the management of surface water in line with the Non-Statutory Technical Standards for SUDS.~~
- b. Ensuring developers demonstrate ~~prove~~ the maintenance and ~~long-term~~ management of the site's drainage scheme in perpetuity ~~SUDS~~ through a SUDS Maintenance and Management Plan submitted as part of the planning process.

- c. Requiring the retention of soft landscaping and green spaces ~~permeable surfaces~~ in existing gardens where possible. ~~For example, all new driveways or parking areas associated with development should be made of permeable materials in line with permitted development rights.~~

Appendices

Statements of Common Ground

Appendix 9.1 - Thames Water

Appendix 9.2 - SES Water

Appendix 9.3 - National Grid

Statement of Common Ground

Merton Local Plan Review

September 2022

1. Parties Involved

- Thames Water Utilities Ltd (Thames Water)
- The London Borough of Merton (LBM)

2. Areas of Agreement

2.1 Thames Water submitted responses to the Merton Local Plan at Stage 2 (December 2018), Stage 2a (January 2021) and Stage 3 (September 2021).

2.2 Thames Water and LBM held meetings in May 2021, August 2021 and October 2021 to discuss the Thames Water Stage 3 response.

2.3 Strategic Policy IN14.1(b) and (c) and the supporting text relating to water and wastewater infrastructure (including the modifications shown below), set out an appropriate policy for the delivery of water and wastewater infrastructure and partnership working between the council, developers and water and wastewater companies.

2.4 While modifications were requested by Thames Water to Policy IN14.1 at Reg 19 stage, following the discussions held with the Planning Inspectors at the Stage 1 hearings, it is recognised that Strategic Policy F15.7(e) (including the modifications shown below), provides a specific policy on water and wastewater. It is agreed that further modifications to IN14.1 are not required, to ensure policies are not repeated throughout the plan.

2.5 Thames Water is supportive of Strategic Policy F15.7, subject to the modifications below.

2.5 Both parties agree that policies on water efficiency are covered within Chapter 2 Climate Change, specifically Policy CC2.6 Sustainable Design Standards.

2.6 Thames Water is supportive of Policy F15.8 and the supporting text, subject to the modifications below.

2.7 Thames Water is supportive of the references to infrastructure requirements for water, sewerage/wastewater network and wastewater treatment infrastructure in relation to the Site Allocations in Chapters 3, 4, 5, 6 and 9, subject to the modifications below.

2.8 Both parties agree that the Green Corridor Policy Map designation that runs through the Byegrove Road site at Colliers Wood, should be amended and removed from the site. Refer to modification below.

2.9 It should be noted that Thames Water and LBM have not reached an agreed position on the Metropolitan Open Land Policy Map designation for the Byegrove Road site in Colliers Wood.

3. Proposed Modifications

3.1 Both parties agree the following modifications to the IN14.1 supporting text are required to support Strategic Policy IN14.1 (b) and (c). These changes have been made following discussions between Thames Water and LBM, and the Planning Inspectors at the Stage 1 hearings.

Water and Wastewater Infrastructure

14.1.15 ~~We~~ The council will work with the water and wastewater ~~providers~~ companies to help them develop and implement their plans, to ensure that there is adequate water supply, surface water, foul drainage, and wastewater infrastructure ~~and sewerage treatment capacity~~ to serve all new developments. Developers will also need to agree details with water and wastewater companies for adequate water supply, surface water, foul drainage and sewerage treatment capacity.

(new paragraph) Developers will be required to demonstrate as part of the planning application process that there is adequate capacity both on and off-site to serve the development and that the development would not lead to problems for existing users. In some circumstances this may make it necessary for developers to ~~will necessitate that developers~~ carry out appropriate studies to ascertain the effect proposed development will have on the existing infrastructure. Overloading of the system will not be permitted.

(new paragraph) Where there is a capacity problem the developer will be required to fund appropriate improvements to be completed prior to completion of the development. An exception to this may be where the water company has improvement works programmed in that align with the completion time of the development. The council will, where appropriate, apply phasing conditions to any approval to ensure that any necessary infrastructure upgrades are delivered ahead of the occupation of the relevant phase of development.

~~14.1.18 Thames Water and SES Water will work with developers and the council to ensure that any necessary infrastructure reinforcement is delivered ahead of the occupation of development.~~

~~14.1.19 Developers are encouraged to contact the water and wastewater companies as early as possible to discuss their development proposals and intended delivery programme to assist operators with identifying any potential water and wastewater network reinforcement requirements.~~

~~14.1.20 Where appropriate, planning permission for development which results in the need for off-site infrastructure upgrades, will be subject to conditions to ensure the occupation is aligned with the delivery of necessary infrastructure upgrades. Where there is a capacity constraint, phasing conditions will be used as appropriate to ensure that any necessary infrastructure upgrades can be delivered ahead of the occupation of the relevant phase of a development.~~

14.1.19 We are supportive of improvements to water supply or wastewater facilities, to ensure adequate long term water supply and wastewater management throughout the borough.

3.2 Both parties agree that the following modifications to Strategic Policy F15.7 (e) are necessary for clarity and to set out how the council will work effectively with water and wastewater companies. These changes have been made following the actions arising from the Stage 1 hearings.

(e) Work Deliver wastewater infrastructure improvements across the borough in partnership in collaboratively partnership with water companies to help them develop and implement their Drainage and Wastewater Management Plans (DWMPs) to enable them to deliver water and wastewater infrastructure improvements across the borough.

3.3 Both parties agree that the following modifications to the supporting text of Policy F15.8 are necessary to ensure consistency with the Design policies in Chapter 12. These changes have been made following the actions arising from the Stage 1 hearings.

Basement and subterranean Supplementary Planning Document (SPD)

15.8.16 Basement and subterranean applications must ensure they are safe from flooding and do not increase risk to and from the site. We will only allow basements and other underground/subterranean development where:

- ~~It it~~ can be proven it will not cause harm to the built and natural environment and local amenity including the local water environment, ground conditions and biodiversity.
- The basement does not result in an increased risk of flooding (from all sources including surface water flooding)
- ~~The basement itself will be, protected from flooding.~~
- Positively pumped devices are, installed to protect basements from the risk of sewer flooding. Applicants are required to show the location of the pump device on the planning application drawings.

15.8.17 ~~As required by policy D12.11, b~~Basement developments require the submission of more information in the form of a Basement Impact Assessment (BIA) ~~including site specific ground investigation, Drainage Strategy, an outline Construction Method Statement (CMS) and a Construction Traffic Management Plan and Site-Specific Ground Investigation~~ to provide us with a basis for deciding planning applications. [Merton's Basement and Subterranean Development SPD](#) provides guidance and sets out what needs to be demonstrated as part of an assessment.

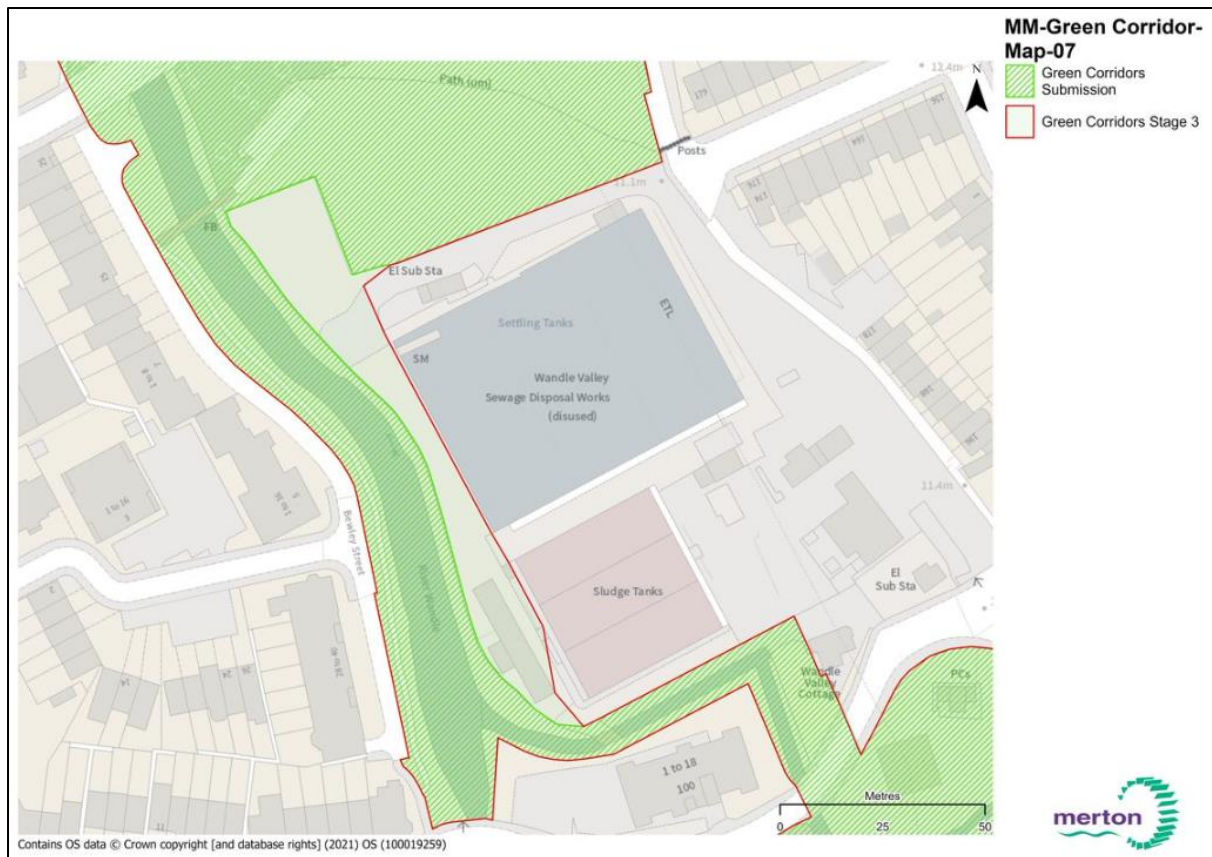
3.4 Both parties agree that additional wording and other modifications are needed to the following Site Allocations, under Infrastructure Requirements, to ensure the Site Allocations reflect the most up to date information provided by Thames Water, and the correct website link.

CW2, CW5, Mi1, Mi8, Mo1, Mo2, Mo3, Mo4, RP3, RP4, RP6, RP7, Wi5, Wi7, Wi11, Wi12, Wi13, Wi16.

This includes a reference to the '[Thames Water Developer Services](#)' website as follows:

The developer can request information on network infrastructure by visiting the [Thames Water Developer Services website](#). The Council requires as part of any submitted planning application evidence of engagement with Thames Water with any submitted planning application. Merton Council will seek advice from Thames Water about the development of this site as part of the planning process.

3.5 Both parties agree that the following modification is required to the Green Corridor Policies Map, to remove the Green Corridor designation from the Thames Water site at Byegrove Road:



4. **Signatories**

4.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

Signatories

Signed for London Borough of Merton by:

Name – Tara Butler

Job Title – Deputy Manager, Future Merton

Signature - 

Date – 21.09.22

Signed for Thames Water by:

Name – David Wilson

Job Title – Town Planner, Thames Water Property

Signature - 

Date – 20/09/2022

Statement of Common Ground

Merton Local Plan Review

August 2022

1. Parties Involved

- SES Water
- The London Borough of Merton

2. Areas of Agreement

2.1 SES Water submitted a response to the Merton Local Plan at Stages 2a on 15 April 2021.

2.2 SES Water identified a number of recommended items for consideration in the Local Plan. These are included in Policies CC2.6 and F15.7.

2.3 SES Water did not raise any objections to the draft Local Plan.

2.4 Both parties agree that the policies contained within Chapter 2 Climate Change, Chapter 14 Infrastructure and Chapter 15 Green and Blue Infrastructure, specifically Policies CC2.6, IN14.1 and F15.7 support the provision and improvement of water infrastructure and promote water efficiency measures, across the borough, in accordance with national policy and the London Plan.

3. Proposed Modifications

3.1 Both parties agree there are no modifications required in response to the response received SES Water on the Local Plan.

4. Signatories

4.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

Signatories

Signed for London Borough of Merton by:

Name – Tara Butler

Job Title – Deputy Manager, Future Merton

Signature -



Date – 21/9/22

Signed for SES Water by:

Name - Sarah McLaughlin

Job Title – Water Strategy Analyst

Signature -



Date - 14/9/22

Statement of Common Ground

Merton Local Plan Review

September 2022

1. Parties Involved

- National Grid
- The London Borough of Merton

2. Areas of Agreement

2.1 National Grid submitted responses to the Merton Local Plan at [Stage 2](#) (Jan 2019), [Stage 2a](#) (April 2021) and [Stage 3](#) (September 2021).

2.2 National Grid did not object to any of the policies within the draft Plan, but provided confirmation of the location of National Grid assets and additional guidance wording for proposed development that may affect National Grid assets.

2.3 National Grid identified five site allocations within the draft Local Plan that are crossed, or in close proximity to National Grid assets. These include sites CW2, CW5, Mi1, Mi16 and Wi12.

2.4 Both parties agree that the policies contained within the relevant site allocations and Chapter 14 Infrastructure, support the protection and continued safe operation of National Grid infrastructure that is on, or in close proximity to, the proposed site allocations in the Local Plan. The policies also facilitate future National Grid infrastructure investment and requirements.

3. Proposed Modifications

3.1 Both parties agree that the following additional text is needed to Site Allocation CW2 (under Infrastructure Requirements), to reflect the up to date information provided by National Grid in their Stage 3 consultation response:

This site is in close proximity to National Grid infrastructure YYU route 275Kv two circuit route from Beddington substation in Sutton to Wimbledon substation in Merton. The statutory safety clearances between overhead lines, the ground, and built structures must not be infringed. To comply with statutory safety clearances, the live electricity conductors of National Grid's overhead power lines are designed to be a minimum height above ground. Where changes are proposed to ground levels beneath an existing line then it is important that changes in ground levels do not result in safety clearances being infringed. National Grid can, on request, provide to developers detailed line profile drawings that detail the height of conductors, above ordnance datum, at a specific site.

It is recommended that the developer liaise with National Grid at the earliest opportunity to discuss the infrastructure on site. The council will require evidence of liaising with National Grid with any submitted planning application.

3.2 Both parties agree that the following additional text is needed to Site Allocation Wi12 (under Infrastructure Requirements), to reflect the up to date information provided by National Grid in their Stage 3 consultation response:

This site is in close proximity to National Grid infrastructure 33Kv Underground Cable route Earlsfield Rail Feeders 427, 440 & 443 Section 3 and 33Kv Underground Cable route Wimbledon 33Kv D S/S Electrical Substation Wimbledon 132KV. The statutory safety clearances between overhead lines, the ground, and built structures must not be infringed. To comply with statutory safety clearances, the live electricity conductors of National Grid's overhead power lines are designed to be a minimum height above ground. Where changes are proposed to ground levels beneath an existing line then it is important that changes in ground levels do not result in safety clearances being infringed. National Grid can, on request, provide to developers detailed line profile drawings that detail the height of conductors, above ordnance datum, at a specific site. It is recommended that the developer liaise with National Grid at the earliest opportunity to discuss the infrastructure on site. The council will require evidence of liaising with National Grid with any submitted planning application.

3.3 Both parties agree that the following additional modifications to the supporting text of Policy IN14.1 are necessary, to reflect the up to date information provided by National Grid in their Stage 3 consultation response.

14.1.25 National Grid's underground electricity transmission cables cross through Colliers Wood and Mitcham. In addition, the National Grid's high voltage overhead electricity transmission lines run through the borough along the River Wandle through the Colliers Wood, Wimbledon and Mitcham neighbourhoods. ~~Five~~ Three of the proposed Site Allocations (CW2, CW5, Wi12, Mi1 and Mi16) contain or are within close proximity to the National Grid Infrastructure. Potential developers of sites with overhead lines should be aware that it is National Grid policy to retain existing overhead lines in-situ. The relocation of existing high voltage overhead lines will only be considered for projects of national or regional importance. ~~which has been identified as such by central government.~~

14.1.27 Developers must take into account the location and nature of the existing electricity transmission equipment when planning developments.

~~The following guidance should be referenced prior to submitting a planning application: [Working near our assets](#), [Linesearch before u dig](#) and [Guidelines for development near pylons and high voltage overhead power lines](#). is outlined in National Grid's "A Sense of Place" guidelines on how to create high quality development near overhead lines.~~

4. **Signatories**

4.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

Signatories

Signed for London Borough of Merton by:

Name – Tara Butler

Job Title – Deputy Head, Future Merton

Signature -



Date - 20 September 2022

Signed for National Grid by:

Name – Chris Johnson (agent acting on behalf of National Grid)

Job Title – Senior Planner, Avison Young

Signature -



Date – 13/09/2022