Committee: Borough Plan Advisory Committee

Date: 17 October 2012

Agenda item: 4

Wards: all

Subject: Merton's proposals map 2013 – update on progress

Lead officer: Director of Environment and Regeneration, Chris Lee

Lead member: Cabinet Member for Environmental Sustainability and Regeneration, Councillor Andrew Judge

Forward Plan reference number: N/A

Contact officer: Strategic Policy Manager, Tara Butler

Recommendations:

A. That councillors note the contents of this report, and

B. That councillors advise on how they would prefer to consider and review the Proposals Map towards creating a final plan.

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1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1. Merton's Proposals Map is being revised for the first time in 10 years, alongside Merton's Sites and Policies DPD.

1.2. The council must always have an adopted Proposals Map to illustrate the location of sites suitable for development and the location of any policy issues, for example, the town centre boundaries.

1.3. The purpose of this report is to update councillors on the revisions to Merton's Proposals Map and to seek their opinions on the contents of this report.

1.4. Members are also asked to consider how they would prefer to be updated on proposed amendments towards finalising the map.

2 DETAILS

2.1. The existing Proposals Map was adopted with Merton's Unitary Development Plan in 2003 and is being amended to correctly align and respond to Merton's Core Planning Strategy 2011, the South London Waste Plan 2012 and the Sites and Policies DPD. All areas identified in these maps are linked to policies within these documents.

2.2. The draft *Sites and Policies DPD Part 2* consultation that took place between January and May 2012 examined all the information currently contained on the UDP Proposals Map 2003 and consulted on the proposed changes. There will be around 30 different land designations in the new Proposals Map 2013

2.3. There are a few major differences that are applicable to the new Proposals Map and are relevant to its revision

2.4. **Accuracy** the new map will be available in digital form as well as on paper, and will eventually be on Merton's website so that people will be able to review what designations affect their property via the web and zoom in to very precise boundary lines.

2.5. This means that any new designations on the new map have to be much more accurate than the existing paper Proposals Map, and that sites will appear as designated on the new Proposals Map that did not appear in the 2003 version. For example, on the paper Proposals Map 2003, open spaces below 0.4ha (1 acre) did not appear as being designated, but the new Proposals Map 2012 will not have a threshold for designating open space.

2.6. The accuracy, and the level of detail available on a digital map compared to a A1 paper map has meant a very detailed review of every proposal. This particularly affects some designations such as open spaces, where property boundaries on the existing Proposals Map 2003 are at such a large scale as to be impossible to view accurately.

2.7. **Deliverability.** Any designation on the new Proposals Map (and also any policy in the Development Plan that it relates to) has to be deliverable. In other words, there has to be some certainty that the land, funding, development partners and other issues will be available within the 10-year lifetime of the plan to make the proposal happen. The requirement that plans must be deliverable was not part of national policy until 2004 and so did not apply to the Proposals Map 2003.

2.8. In practice, this means that land should not be safeguarded indefinitely for proposals for which there is no certainty that there will be the agreement, funding, development partners or other factors to deliver them within the plan period.

2.9. Section 12 of this report sets out some of the proposed designations for the Proposals map, progress on these and seeks Members views.

2.10. **Councillor's review to create the final map**

2.11. The final plan will contain over 30 different designations and as the Proposals Map is being prepared for digital use, the allocations will be prepared in much greater detail than previously. Reviewing the final Proposals Map designations is likely to be a significant task. As well as commenting on general principles for allocating land, it is suggested that Members may want to have the opportunity to examine their wards and the adjoining wards in more detail. This could be done by a variety of options, for example:

- Sending detailed plans of particular wards, or groups of wards to councillors within those wards, with several weeks to review and feed back on them; or
- Holding workshops for different task groups within BPAC Members (e.g. a small group for transport issues, a small group for open space etc); or
- Holding a workshop for all BPAC members to review the final recommended Proposals Map.

2.12. Councillors are invited to consider which of these approaches they think would be most useful for them or if there are any other approaches we could consider to assist councillors with this process.

3 ALTERNATIVE OPTIONS

3.1. None for the purposes of this report.

4 CONSULTATION UNDERTAKEN OR PROPOSED

4.1. The following consultation has been undertaken as part of creating this DPD:

- "Call for sites" – July-September 2011
- Preferred options: sites and policies stage 2 – January-May 2012
- Preferred options: sites and policies stage 2a – June-July 2012

We are continuing to engage with a wide variety of organisations in preparing Merton's Proposals Map including those who responded to earlier consultations, business forums, Merton Biodiversity Group and others.

5 TIMETABLE

5.1. The timetable for producing the Proposals Map 2013 is the same as for the *Sites and Policies DPD*

	Proposed new timetable
Pre-submission consultation	March-April 2013
Submission to Secretary of State (*exact timetable set by Sec of State from now on)*	July - September 2013
Examination and Inspector's report (*exact timetable set by Sec of State)*	October-December 2013
Adoption, if pass examination	February 2014

5.2. Ongoing engagement is taking place on specific parts of the Proposals Map as part of its preparation.

6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS

6.1. Resourcing the DPD can currently be met from existing resources.

7 LEGAL AND STATUTORY IMPLICATIONS

7.1. The Planning Act 2008 as amended, the Localism Act 2012 and associated Regulations are being adhered to in the production of the DPDs.

7.2. The Town and Country Planning (Local Planning) (England) Regulations 2012 came into force on 06 April 2012 – Regulation 9 relates to the Proposals Map (renamed as the "adopted policies map"). It states: "*Form and content of the adopted policies map*

(1) The adopted policies map must be comprised of, or contain, a map of the local planning authority's area which must—

(a) be reproduced from, or be based on, an Ordnance Survey map;

(b) include an explanation of any symbol or notation which it uses; and

(c) illustrate geographically the application of the policies in the adopted development plan.

(2) Where the adopted policies map consists of text and maps, the text prevails if the map and text conflict.

8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

8.1. An equalities impact assessment is being prepared alongside the Sites and Policies and Proposals Map DPDs and is informing their contents.

9 CRIME AND DISORDER IMPLICATIONS

9.1. None for the proposes of this report.

10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS

10.1. None for the proposes of this report.

11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT

- Appendix 1 – Merton's Proposals Map 2003 – designations
- Appendix 2 – Wandle Valley Regional Park: example of boundary question
- Appendix 3 – example of open spaces
- Appendix 4 – proposed criteria for open space designation

12 PROPOSALS MAP DESIGNATIONS

12.1. **Changes that have been subject to consultation and are undergoing further revision**

12.2. **Open space**

12.3. Merton's 2003 Map only contains open spaces that are over 0.4 hectares (1 acre) in size. The protected open spaces that are associated with education are listed at the back of the UDP as part of Schedule 2, but they are not always marked on the map, especially if they are under 0.4ha.

12.4. On the Proposals Map 2013 it is recommended that there is no threshold for the designation for including open space as people will eventually be able to view the map online.

12.5. The following maps give two examples of this from two maps of different parts of the borough – Wimbledon and Mitcham. These maps were part of the *Sites and Policies DPD Part 2 (January – May 2012)* consultation. These maps illustrate how open space designations will appear to have changed on the new Proposals Map.

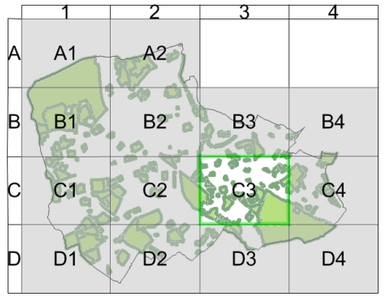
merton

Grid Ref: C3

January 2012

LDF Proposal Map
Open Space

MITCHAM



Key

- Old Open Space UDP 2003
- New Open Space LDF Proposals 2012

London Borough of Merton
Merton Civic Centre, 100 London Road,
Morden Surrey SM4 5DX
Tel: 020 8543 2222

merton

Grid Ref: B2

January 2012

LDF Proposal Map
Open Space

WIMBLEDON

	1	2	3	4
A	A1	A2		
B	B1	B2	B3	B4
C	C1	C2	C3	C4
D	D1	D2	D3	D4

Key

- Old Open Space UDP 2003
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12.6. In March 2012, government published the National Planning Policy Framework, which included a definition of open space and criteria for its protection. Officers are now reviewing all of the borough's open spaces for the final plan.

12.7. From the national and regional policy, Merton's consultation results and site-specific considerations, officers have devised criteria for considering open spaces. These criteria are set out below and we would appreciate your feedback on these criteria.

12.8. **Criteria for Open Space designations**

Definition of 'Open Space' in Annex 2 of the National Planning Policy Framework:

> *"All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity."*

Definition of 'Open Space' in the London Plan 2011, p.305:

> *"All land in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers a the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted."*

Exclusions:

1 School buildings (use not ancillary the open space).
2 Adjoining hardstand to school building and ancillary buildings on or adjoining this hardstand (such as car parks and play space).
3 Private residential gardens and spaces with a sense of enclosure and privacy in housing estates.
4 Road reserves (areas adjacent to roads) and opens areas that are part of, or essential to the prevailing character of the area (such as parcels of land within St Helier Estate).
5 Land along operational rail reserves (with restricted public accessibility or limited visual amenity value) which are protected designations such as 'Green Corridor' or 'SINC'.
6 Very small areas (typically <0.1ha) of green open space which, as a result of a qualitative assessment, are considered to have too restrictive access or are of a size or shape which result in them having a very limited functional use as open space and therefore do not warrant safeguarding by means of designation on the Proposals Map.
7 Buildings, and their adjoining land, on the edge of open space of which the primary use is not ancillary to the use of open space.

Inclusions:

1 Ancillary school buildings and / or hard standing (such as car parks) not in the immediate vicinity of, or not in close proximity to the main school building.

2 Buildings within open spaces (e.g. pavilions).

3 All other open spaces within the borough not specifically excluded above (e.g. *parks, commons, play grounds, sporting facilities (including MUGAs, bowling greens), Allotments, Cemeteries and churchyards*).

12.9. Officers are examining open spaces, especially those that have been raised at public consultation, those with uneven boundaries

12.10. **Metropolitan Open Land**

12.11. The detailed review of open space boundaries occasionally highlights anomolies in site-specific boundaries for Metropolitan Open Land (MOL). For example, several road reserves have been included as part of MOL across the borough. Whether this is a drafting error within the 2003 Proposals Map, or historical land ownership issues, some of these anomolies do not meet the Mayor's London Plan criteria for MOL, which are set out in London Plan policy 7.17:

12.12. *To designate land as MOL boroughs need to establish that the land meets at least one of the following criteria:*

a) it contributes to the physical structure of London by being clearly distinguishable from the built up area
b) it includes open air facilities, especially for leisure, recreation, sport, the arts and cultural activities, which serve either the whole or significant parts of London
c) it contains features or landscapes (historic, recreational, biodiversity) of either national or metropolitan value
d) it forms part of a Green Chain or a link in the network of green infrastructure and meets one of the above criteria.

12.13. Officers will report any perceived anomalies in MOL boundaries back to Councillors.

12.14. **Wildlife protection- green corridors and Sites of Importance for Nature Conservation**

12.15. Officers are also reviewing all Sites of Importance for Nature Conservation Green Corridor boundaries from the consultation results and in close consultation with members of the Merton Biodiversity Group. The initial review with the Merton Biodiversity Group has proposed a series of changes and officers are conducting more detailed site visits before presenting the results to councillors.

12.16. **Town centre boundaries, neighbourhood parades and shopping parades**

12.17. Officers have conducted a wide-ranging review of town centre boundaries, local centre boundaries, shopping parades within town centres and neighbourhood parades scattered across the borough and recommended these to Members for public consultations on the *Sites and Policies DPD Parts 2 and 2a* (between January-May, and between June and July 2012).

12.18. The National Planning Policy Framework sets out very similar provisions as previous government guidance (PPS4: Town Centres):

- Each town centre should have a primary shopping area at its heart which signifies the contiguous town centre activities (shopping, eating, cultural, entertainment) and is designed to secure activities which attract and maintain the highest footfall in this area.
- Within the primary shopping area there should be:
    - a core shopping frontage which should be almost exclusively for shops (A1 Use Class)
    - a secondary shopping frontage leading away from the core, where other town centre uses such as estate agents, banks, cafes, restaurants, pubs and hot food takeaways can locate
- the rest of the frontages within the town centre boundary won't be designated for any particular activity.

12.19. This approach has been part of national policy for some time and remains part of the NPPF. However how people shop and where they shop has changed over the past 10 years and is continuing to evolve. It is important to ensure that this approach of designating frontages for specific uses, with retailing at its heart, is the approach that is right for Merton's town centres for the next 10 years.

12.20. Officers are working with Merton's Chamber of Commerce and the town centre business forums and others to explore frontage designation.

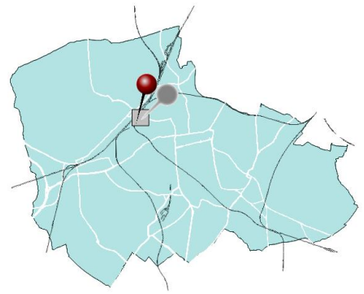
12.21. At public consultation, by far the greatest response related to Raynes Park town centre. Officers are exploring the boundary in consultation with local groups including the Raynes Park Business Forum.

12.22. *Neighbourhood parades* – neighbourhood parades are scattered across the borough to help ensure that there are as few homes as possible beyond 5 minutes walk (400m) of a shop.

12.23. The proposed neighbourhood parades consulted on as part of the *Sites and Policies DPD – Stage 2 (January-May)* consultation were the result of a comprehensive review of all parades within the borough. Officers are now reviewing all of the parades towards finalising the plan although we don't expect a significant change from the earlier consultation.

January 2012

LDF Proposal Map
Shopping Frontages
WIMBLEDON



Key

- Primary Shopping Area LDF Proposals 2012
- Wimbledon Central Shopping Frontage LDF Proposals 2012
- Core Shopping Frontage LDF Proposals 2012
- Secondary Shopping Frontage LDF Proposals 2012

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12.24. **Transport issues**

12.25. **Willow Lane access road** – currently Willow Lane industrial estate only has one vehicular entry / exit road to serve approximately 200 businesses supporting 2,000 employees.

12.26. The Willow Lane Business Improvement District has had a longterm ambition to have another access road for the estate; they recognise that any blockage to the existing road could have a huge impact on the businesses within the estate.

12.27. Stage 2 of the DPD proposed an access road towards the north of the estate (not across the tram bridge),largely along an existing road. This road would involve a small incursion into Mitcham Common land at the junction with the main A24 road. The Mitcham Common Conservators have set out criteria under which they would support the new access road and officers are proposing a feasibility study to explore the deliverability of a new access road.

12.28. **Proposals Map layers – changed but not subject to consultation:**

12.29. These designations have already been decided by the council or other responsible authorities such as the Environment Agency

12.30. ***Conservation area boundaries*** – most historic conservation areas have a published Character Appraisal and Management Plan, which is informed by community consultation *and* sets the boundaries for the conservation area. The Proposals Map will show the Conservation Area boundaries as already agreed in these plans.

12.31. ***Flood risk areas*** – The Environment Agency models flood risk and provide regular maps to update which areas are most susceptible. As these are considered factual changes and are updated every three months by the Environment Agency,

12.32. ***Sites designated for waste management*** *uses* in the South London Waste Plan DPD (schedules 1 and 2) as these have already been consulted on and adopted as part of the South London Waste Plan

12.33. ***Wandle Valley Regional Park*** – the overall Wandle Valley Regional Park boundary was agreed between the four boroughs of Croydon, Merton, Sutton and Wandsworth at the Wandle Valley Regional Park Development Board in October 2011. As it is not solely Merton Council's decision to alter the Regional Park boundary, any comments received on the park boundary will be submitted to the Wandle Valley Regional Park Development Board for their consideration. We haven't received any comments on the Park boundary to date.

12.34. As part of preparing the new Proposals Map, officers are working with Peter Wilkinson (chief executive of the Wandle Valley Regional Park) and Groundwork (the mapping consultants employed by the Wandle Valley Regional Park). Groundwork have produced an indicative map of where the Park boundary could be for the four boroughs.

12.35. However, due to the very large scale of the approved boundary map, which covers the four boroughs from Croydon to Wandsworth, there are some discrepancies when this map is overlaid with Groundwork's indicative map. For example, the map below to this report shows that the approved boundary map shows that only Durnsford Recreation Ground is included, Groundwork's indicative boundary map includes Wimbledon Park school but neither maps includes the adjoining allotments.

12.36. Officers are examining the map we've received and are visiting sites to ensure accuracy. Officers will discuss the findings with the councillors represented on the Wandle Valley Park Board (Diane Neil Mills and Andrew Judge), and can bring the findings back to the Borough Plan Advisory Committee on request before making recommendations to the Wandle Valley Regional Park Board.

12.37. Sutton Council have already established their Wandle Valley Regional Park boundary within their Proposals Map 2011.

Extract map of part of Wandle Valley Regional Park (Durnsford Recreation Ground)

- Dark green = the Wandle Valley Regional Park boundary agreed at the Wandle Valley Regional Park Development Board in October 2011
- Red hatching = map provided by Groundwork (the mapping consultants employed by the Wandle Valley Regional Park).
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12.38. ***Crossrail2 (Safeguarded land adjoining district line policy)*** – on 30 June 2008 the Secretary of State revised and safeguarded areas of land along existing railway lines between Chelsea and Hackney, including near the district line at Wimbledon.

12.39. The Department for Transport and associated partners are working to develop Crossrail2

12.40. The ongoing engineering feasibility study being progressed by the Department for Transport and partners is exploring two core options for Crossrail 2

a) Option B - heavy rail option in tunnel to Wimbledon and involves 33km of twin tunnel and 14 stations

b) Option A++ Metro style operation similar to Paris metro again in tunnel to Wimbledon.

12.41. Crossrail 2 are likely to undertake a strategic consultation in spring/summer 2013; this will inform the more detailed refresh of safeguarding which is also planned for 2013. The exact scope of both consultations still needs to be determined.

12.42. Whenever the new safeguarding direction is issued by the Secretary of State for Crossrail2, if it affects land and properties within Merton it will be added to Merton's Proposals Map.