

Borough Plan Advisory Committee – 16 November 2011

## **Sites and Policies DPD**

Development Management Policies

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## Introduction and Background

## **1. The Local Development Framework**

To be inserted

## **2. Status of the Unitary Development Plan**

To be inserted

## **3. Sites and Policies DPD**

To be inserted

## **4. Links with other policies**

To be inserted

## **5. Sustainable Appraisal and Strategic Environmental Assessment**

To be inserted

## **6. Next steps**

To be inserted

PART I      Development Management Policies

## 7. Centres, Retail and Other Town Centre Type Uses

### Strategic Objectives:

Strategic Objective 2: To promote social cohesion and tackle deprivation by reducing inequalities.

Strategic Objective 3: To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space.

Strategic Objective 4: To make Merton more prosperous with strong and diverse long term economic growth.

Strategic Objective 5: To make Merton a healthier and better place for people to live and work in or visit.

- CS1 Colliers Wood and South Wimbledon Sub area
- CS2 Mitcham sub area
- CS3 Morden sub area
- CS4 Raynes Park sub area
- CS5 Wandle Valley sub area
- CS6 Wimbledon sub area
- CS7 Centres

### DM R1: Location and Scale of Development in Merton's Town Centres

In accordance with Policy CS7, we will support new development in Merton's retail hierarchy commensurate with their scale and function, providing it respects or improves the character and local environment of the area by:

- a) Granting planning permission for
  - i. Development that provides a range of unit sizes, including large (floor space generally between 280 sqm and 1,000 sqm) and major town centre type uses (generally over 1,000sqm gross floor space) in Wimbledon, Mitcham, Morden and Colliers Wood;
  - ii. Development up to 1,000 sqm per unit of floorspace for shops, services, office and business uses in the designated local centres of Arthur Road, Motspur Park, North Mitcham, Raynes Park and Wimbledon Village. We will resist major increases (above 1,000 sqm) in shopping floor space in local centres unless it contributes to the council's regeneration objectives.
- b) Maintaining neighbourhood parades, as designated on the Proposals Map 2011, to provide convenience shopping and other services within walking distance of local residents. Major increases in shopping floorspace in neighbourhood parades will be resisted.
- c) Maintaining and enhancing the range of shop sizes available in Merton's town and local centres, by resisting the amalgamation of existing shop units in Wimbledon, Colliers Wood and Wimbledon Village.

### Policy Aim

- 7.1. Protecting the variety and character of Merton's centres and neighbouring parades while ensuring that there are a wide range of shops and services to meet everyday needs of Merton's residents.

### SA/ SEA Implications

- 7.2. DM R1 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures

that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment

### Justification

- 7.3. National guidance promotes the vitality and viability of town centres; as these provide a sense of place for Merton's residents and are important areas for communities. The aim is to focus growth and development of a wide range of shops, leisure and similar trip-generating uses to town centres. However growth needs to be considered with the need to conserve the centres heritage and character, as well as, providing a focus for community and civic activity.
- 7.4. Merton's town centres and neighbourhood parades provide shops and services that meet different needs of residents (function). But these town centres and neighbourhood parades also have different characteristics and levels of capacity to grow in the future (scale). Although, we encourage more retail shops and services, cafes, restaurants, leisure and entertainment facilities and offices to locate in Merton, we will support growth that is appropriate to the centre/ neighbourhood parade and the surrounding area. This will also ensure that development that attracts a large number of trips is located in areas which are accessible by a choice of public transport modes such as buses, trains, tram and underground.

#### *Merton's town centres*

- 7.5. Wimbledon is Merton's major centre and is the principal shopping destination in the borough. Attractive to residents, tourists, business and their staff; Wimbledon has a large variety of shops, services, cafes, restaurants, cinemas, theatres and offices. By capitalising on the Wimbledon 'brand', we hope to further enhance the character and vibrancy of the area to create a sense of place and ensure that there is continual activity throughout the day and at the weekend for residents, workers and visitors whilst protecting its heritage assets.
- 7.6. As district centres, Mitcham and Morden provides shops, services, cafes/ restaurants and local business to meet the everyday needs of the local community. Mitcham has a unique cultural identity and character (village feel) and supports a daily street market which operates in the main shopping area of Mitcham. Merton's Civic Centre and local businesses generally serving day to day needs' are found in Morden. Morden sees a high footfall of people passing through the centre as connecting between the busses, underground, car parking and nearby train and tram when commuting to and from work. In contrast, Colliers Wood attracts many high street retailers. In terms of the scale and type of shops, Colliers Wood's retail offer is on a par with many major centres in London.
- 7.7. Wimbledon, Mitcham, Morden and Colliers Wood are suitable for a range of unit sizes including large (between 280 sqm and 1,000sqm) and major (generally over 1,000sqm) retail and other town centre uses. To avoid adverse impacts on existing centres, town centre floorspace over 1,000 square metres will not be supported outside Wimbledon Mitcham, Morden and Colliers Wood. Small units will also be welcomed, particularly in Wimbledon and Colliers Wood where smaller units will help to attract and retain a diverse retail offer.

#### *Local Centres*

- 7.8. As detailed in the Core Strategy, Arthur Road, Motspur Park, North Mitcham, Raynes Park and Wimbledon Village are designated as local centres. Except for Wimbledon Village, these local centres provide shops and services to meet the every day needs of the local community and are places for small and local business. These local centres serve small catchments and are within walking distance of local residents.



- 7.9. Wimbledon Village has more of a niche/specialist role and a unique character. To retain and reinforce its character and offer, it is considered that the amalgamation of existing ground floor units that would result in a large unit (with a gross floorspace of 280sqm or more) would be inappropriate in Wimbledon Village having regard to its existing scale and character. Merton's Annual Shopping Survey demonstrates that the average ground floor unit size of existing town centre types uses in Wimbledon Village is 110 sqm gross floorspace, thus the amalgamation of existing units that would result in a ground floorspace over 280sqm would be quite large for this area.
- 7.10. Local centres complement Merton's main town centres.. As detailed in Merton Core Strategy, local centres support development that provides local services and enhances the area's character. Development that provide a major increase (over 1,000 square metres) of town centre type uses will not be supported.

### *Neighbourhood Parades*

- 7.11. To meet the day-to-day needs of local communities and to reduce the need to travel, essential local shops such as small supermarkets, pharmacies and post offices should be retained within 5 minutes walk (400 metres) of residential areas in Merton. Neighbourhood parades, located throughout the borough, have been designated to ensure that residents and workers continue to have access to a range of important local shops available for their day-to-day needs, which are easily accessible to people without a car or with restricted mobility.
- 7.12. Neighbourhood parades complement the local shopping facilities provided in Merton's town and local centres to provide ensures that local convenience shopping facilities within 5 minutes walk (400 meters) of residential areas in Merton. Neighbourhood parades as designated on Merton's draft Proposals Map 2012 are detailed in **Table 7.1**.

### *Small Shops*

- 7.13. The availability of small shop units provides improved choice for business location and affordability. In turn, having a variety of businesses provides choice for consumers and this contributes significantly towards maintaining and enhancing the attractiveness and viability of Merton's town centres. Small shop units are often more affordable thereby encouraging more specialist retailers.
- 7.14. As set out in Merton's Core Strategy, the need to maintain and to provide additional small retail units is particularly relevant to supporting business retention and diversity in Wimbledon town centre, Colliers Wood and Wimbledon Village.
- 7.15. For retail (A1 Use Class) and leisure and entertainment (D2 Use Class) proposals, Merton's definition of small, large and major developments refer to the net floorspace.

## **Delivery and Monitoring**

- 7.16. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' that are commensurate with the scale and function of the centres.

## DM R2: Out-of-centre retail development

To maintain and enhance the vitality and viability of Merton's town centres, proposals for the development of new town centre type uses for locations at the edge of town centres and out-of-centre will be permitted where it can be demonstrated that:

- a) The proposal satisfies the policy approach set out in Policy CS7: Centres, including proposed changes to the type of goods sold or type of activity. This policy applies to new development or extensions that are greater than 280 square metres.
- b) The scope of the sequential test and impact assessment submitted is proportionate to the scale of the development proposed and satisfies the Council's requirements.
- c) Local convenience development outside of town and local centres meets all of the following criteria:
  - i. The proposal will be a replacement for an existing convenience shop; or,
  - ii. The proposal meet local needs in an area identified as deficient in a local convenience shopping (including convenience retail activity in petrol stations);

And,

- iii. The overall floorspace of the local convenience shop (including petrol stations) would not exceed 280sqm net retail floorspace.
- d) Viability and vitality of Merton's existing centres are not harmed. We may place planning conditions on applications, to ensure that proposals do not have a significant impact on the vitality and viability of existing town and local centres. Such conditions may:
  - i. Prevent the amalgamation of small units to create large out-of-centre units;
  - ii. Limit internal development to specify the maximum amount of floorspace permitted; or,
  - iii. Control the type of goods sold or type of activity.

## SA/ SEA Implications

- 7.17. DM R2 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment.

## Alternative Option

- 7.18. Rather than using a radius of 5 minutes walking distance (400 meters), use a radius of 10 minutes walking distance (800 metres) to identify areas as being deficient in local convenience shopping. If we use the radius of 10 minutes walking distance to identify areas deficient in local convenience shopping, excluding Wimbledon and Mitcham Common, this map would show that all of Merton's residents are within walking distance of local convenience shopping.

## Policy Aim

- 7.19. Directing town centre type uses to the town and local centres will contribute towards maintaining and enhancing their vitality and viability. To focus town centre type uses into the most sustainable locations whilst facilitating development of new small convenience local shops within walking distance of all residents to meet everyday needs.

### Justification

- 7.20. National guidance and the London Plan supports the town centres first approach; focusing growth of retail and leisure activities, businesses and other similar uses within town centres. This helps create an attractive destination, increasing footfall with advantages for both businesses and consumers and also creates a sense of place for Merton's residents. Focusing similar retail, business and leisure uses to the town centres reduces the need for residents, workers and tourists to travel to a variety of different places to access shops, services and activities.
- 7.21. As Merton is one of the smallest boroughs' in London, proposals for new town centre type uses, located at the edge of centres and out-of-centre, will need to demonstrate that the sequential approach has been appropriately applied. In line with national guidance for retail developments, edge-of-centre is defined as being within 300 meters from the Primary Shopping Area.
- 7.22. The Primary Shopping Area is where we would expect to see a large concentration of convenience, comparison and service retail shops (A1 Use Class) to locate. The extent of the Primary Shopping Area is shown on Merton's Proposals Map 2011. For all other town centre type uses, edge-of-centre is defined as being within 300 meters from the town centre boundary.
- 7.23. In accordance with Merton's Core Strategy, impact assessments may be required for any retail proposals outside of town and local centres where the net floor area exceeds 280 sqm. The impact assessment should be proportionate to the scale of the development proposed and the scope will be agreed between the applicant and the council.
- 7.24. Applicants are encouraged to contact the Council at the early stages of the application process to discuss the scope of the sequential test and impact assessment required. Appendix X provides guidance as to what we would expect to be included in an impact assessment and a sequential test.
- 7.25. For Merton's Retail and Town Centre Capacity Study, an analysis was undertaken to identify areas in the borough that are beyond five minutes walk (400 metres) and 10 minutes walk (800 meters) of local shopping facilities.
- 7.26. Based on this approach, areas in the borough have been identified (see **Figure 7.1**) where there is a lack of local convenience facilities located within five minutes walk (400 metres) of residential areas. In these areas, additional small scale convenience development will be supported. As detailed in the Core Strategy, small-scale local convenience facilities refer to developments less than 280sqm net floorspace. These local convenience shops would complement the retail offer in Merton's District and Local Centres and neighbourhood parades to meet the day-to-day needs within walking distance of all homes in Merton.
- 7.27. There is a decline in the number of petrol stations nationally and regionally, due to increasing competition between multiple and more independent retailers. Although the council seeks to encourage more sustainable methods of travelling other than the private car, it is recognised that some residents in Merton rely on private vehicles as their preferred mode of transport.
- 7.28. Rather than residents in Merton travelling to neighbouring boroughs to access petrol stations, which is unsustainable overall, we have increased the retail convenience activity allowed in petrol stations from 100sqm in Merton's UDP to 280sqm net floorspace. This measure provides landowners with more flexibility and will contribute towards increasing the financial viability of new and existing petrol stations. However, retail floorspace extensions above 280sqm net will not be supported to ensure that such developments would not have an impact on the retail vitality and viability of designated town and local centres.

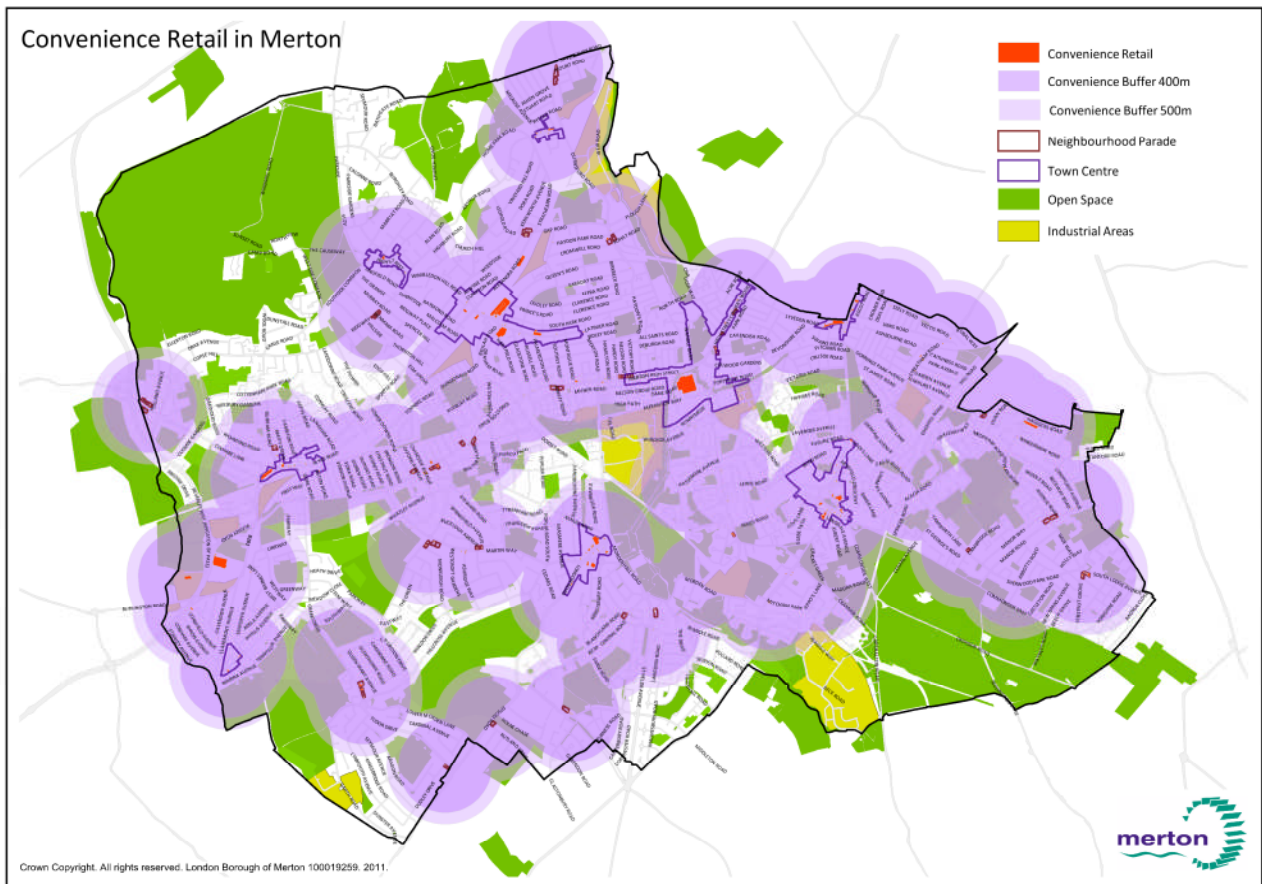


Figure 7.1 - Convenience Retail in Merton

### Delivery and Monitoring

- 7.29. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' in Merton's town and local centres in the first instance and resisting against inappropriate out-of-centre development.
- 7.30. **Figure 7.1** will be updated regularly in order to identify areas as deficient in local shopping needs.

## DM R3: Protecting Corner/ Local Shops

In predominantly residential areas, outside town and local centres and neighbourhood parades, to ensure that there are convenience shopping facilities located within walking distance of all residents in Merton, we will seek to protect corner/ local shops for which there is need, by:

- a) Granting planning permission, for the change of use of a corner/ local convenience shops to a wide range of uses including businesses (A2 and B1[a] Use Class), cafes and restaurants (A3), public houses (A4 hot food takeaways (A5) health and community uses (D1), where:
  - i. there are alternative convenience shops located within 400 meters;
  - ii. the proposal will have no significant adverse effects on the amenities of nearby residents, road safety, traffic movements or car parking impacts; and
  - iii. Independent access to upper floors is ensured.
- b) Granting planning permission for the change of use of A1 shops where there are no alternative convenience shops located within 400 metres, where:
  - i. it can be demonstrated by full and proper marketing of the site for convenience use at reasonable prices for at least 30 months (2 ½ years) and to our satisfaction that there is no realistic prospect of convenience use in the future; and,
  - ii. the proposal meets policy DM R3 a (ii) and (iii) above.

### SA/ SEA Implications

- 7.31. DM R3 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment.

### Alternative Option

- 7.32. To allow all shop units outside of town and local centres as well as neighbourhood parades to change use without protecting local convenience shops. This could result in more residents in Merton not being within reasonable walking distance of local convenience shops to meet day-to-day.

### Policy Aim

- 7.33. To protect local shops that provide a useful service to local residents and to ensure that local shops are within walking distance of all residents in Merton whilst reducing vacancy rates in shopping frontages that detract from local area.

### Justification

- 7.34. To support sustainable development, , small convenience shops are encouraged to locate within 5 minutes walking distance (400 metres radius) of residential areas in Merton, to reduce the need to travel for day-to-day convenience items.
- 7.35. It may not be possible to retain retail use, especially if there is a lack of customer demand and/ or alternative facilities are available nearby.
- 7.36. Where there are alternative convenience shops located within 400m, To avoid vacancy, and in order to retain a mix of uses needed by the local community, change of use of existing shops will be supported for a range of local services and businesses, including: financial and

professional services (A2 Class Use), cafes and restaurants (A3 Class Use), public houses (A4 Class Use), community and health uses (D1 Class Use); and local small business premises (B1 Class Use) where proposals satisfy Policy DM R3A as above. Under the General Permitted Development Order, the principle of changing from a hot food takeaways, pubs, cafes and restaurants, financial and professional services to a shop can happen without the need for planning permission.

- 7.37. We will permit changes of use from uses detailed in policy DM R 3 A above to residential uses, where it can be demonstrated as a result of full and proper marketing of the site for at least 18 months at reasonable prices, that these uses are not viable. The proposal must meet the policy requirements for residential conversions and meet the gross floorspace and amenity standards as set out in the London Plan, our Core Strategy and Design SPD.
- 7.38. In circumstances where there are no alternative convenience shops located within 5 minutes walking distance (400 meter radius), proposals for change of use from convenience shops (A1 Use Class) to those detailed in Policy DM R 3 A will be permitted where it can be demonstrated that as a result of full and proper marketing at reasonable prices for at least 30 months (2 ½ years), that retail uses are not viable.
- 7.39. To demonstrate that full and proper marketing have been undertaken to demonstrate that retail uses and commercial, business and community uses are no longer viable, we require the applicant to demonstrate that:
- The site has been marketed for the time period detailed in policy unless otherwise agreed with the council;
  - All opportunities to re-let the site has been fully explored (including more flexible use of the space);
  - The site has been marketed using new (on the internet) and traditional marketing tools available; and,
  - The site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions).

### **Delivery and Monitoring**

- 7.40. We will aim to protect corner/ local shops through the planning process; by resisting the loss of local convenience shops for which there are no alternative local convenience shops located within 400 meters of the shop.

## DM R4: Protection of Shopping Facilities within Designated Shopping Frontages

Making choices about where retail and other town centre type uses locate contributes towards maintaining and enhancing the attractiveness of town and local centres by encouraging more people to shop in these locations. To maintain and improve the overall vitality and viability of Merton's town and local centres, we will permit proposals provided that the following criteria have been met. In:

- a) **'Wimbledon's Central Shopping Frontage'** the loss of retail units (Use Class A1) will be resisted.
- b) The **'Core Shopping Frontages'** within town and local centres planning permission for a wider range of uses such as financial and professional services, restaurants and cafes and bars (A2-A5 Use Class) will be granted if the proposed change will not create significant breaks in the retail (A1 Use Class) frontage nor detract from the primary retail function of the area. Unimplemented planning permissions for change of use will be taken into consideration.
- c) The **'Secondary shopping frontages'**, planning permission will be granted for leisure and entertainment (D2 Use Class), cultural, community (D1 Use Class) and offices (B1[a] Use Class). A minimum of 70% of units should remain in commercial uses (A1, A2, A3, A4 and A5 uses), taking into account unimplemented planning permissions for changes of use.
- d) **Other shopping frontages within Town Centres**, supporting proposals for a wide range of town centre type uses including shopping, leisure, entertainment, cultural, community and office uses which contribute towards the vitality and viability of town centres.
- e) **'Neighbourhood Parades'**, planning permission will be granted for a wide range of town centre type uses appropriate to the scale of the parade. A minimum of 50% of units should remain in retail use (A1 Use Class), taking into account unimplemented planning permissions.
- f) **'Vacant units in shopping frontages'**, temporary planning permission for re-occupation of vacant units may be granted for performance and creative uses.
- g) **All Shopping Frontages in Merton's Town and Local Centres and Neighbourhood Parades'**, subject to the relevant considerations (a)-(f) above, planning permission for the change of use in all shopping frontages will be granted where:
  - i. The proposed use is compatible with a shopping frontage and provides a direct service to the general public;
  - ii. The proposal will result in an active street frontage;
  - iii. Retail vitality and viability is not likely to be significantly harmed;
  - iv. A window display is provided;
  - v. No significant adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows would result from the proposal.

### SA/ SEA Implications

- 7.41. DM R4 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment.

### Alternative Option

- 7.42. To not allow for the temporary occupation of vacant units in the designated shopping frontages for performance and creative industries. This option will lead to vacant units in the

high street that detracts from the vitality and viability of Merton's centres and neighbourhood parades.

### Policy Aim

- 7.43. To maintain the vitality and viability of Merton's town and local centres and to identify uses suitable to these locations by ensuring that there are a wide range of retail offer and services, providing consumer choice and competition to meet residents needs.

### Justification

#### *Primary Shopping Area*

- 7.44. The location of similar businesses, such as shops, cafes, restaurants, theatres and cinemas together makes town and local centres more attractive, increases the footfall which helps support businesses and helps to create an identity and a sense of place for the community. National guidance makes clear that local authorities should define the extent of the Primary Shopping Area and the town centre boundary. The Primary Shopping Area consists of defined Core and Secondary Shopping Frontages, placing retailing at the heart of the town centre and wider town centre activities including restaurants, cinemas, cafes and bars leading away from the primary shopping area. Merton's draft Proposals Map (2011) details the extent of Merton's town centre boundaries and the designated Core and Secondary Shopping Frontages.
- 7.45. Wimbledon town centre is designated as a major centre in the London Plan's retail hierarchy and is the main shopping destination in Merton. As highlighted in Merton's Retail and Town Centre Study, Wimbledon town centre is characteristically different from the other town centres of Morden, Mitcham and Colliers Wood as it is the principal shopping destination in Merton.

#### *Wimbledon's Central Shopping Frontage*

- 7.46. In order for Wimbledon town centre to maintain its position as a major centre, it is necessary to continue to support and improve comparison shopping facilities in the centre. Supporting retail at the heart of the town centre, visible on arrival from the station helps to increase footfall and thus Wimbledon's attractiveness. Merton's draft Proposals Map 2012 proposes.
- 7.47. Wimbledon's Central Shopping Frontage, where planning permission will be granted for comparison retailers to concentrate.

#### *Core Shopping Frontage*

- 7.48. In other town and local centres, in Merton, the central shopping area is known as the Core Shopping Frontage where retailing is strongly supported to encourage greater footfall and improve the viability of the town centre. It is important to maintain a full range of shopping facilities in these centres and ensure that they are close together in relatively convenient and compact core frontages.
- 7.49. However, a point can be reached, representing a 'significant break' where the number of non-retail units in the central area detracts from the shopping function of the centre. A significant break equates to more than three units occupied by non-retail uses (A1 Use Class) in any 10 consecutive units, and no more than 2 adjoining units should be in non-retail use. When considering non-retail proposals, the proportion of retail units within each frontage listed in **Table 7.1** will be assessed.
- 7.50. A 'unit' refers to individual shops. The breakdown of unit numbers per frontage is detailed in **Table 7.1**.



- 7.51. Amusement centres are not considered appropriate uses in core shopping frontages where they are not compatible with the main retail function.

### *Secondary Shopping Frontage*

- 7.52. In secondary shopping frontages planning permission will be granted to support a change of use from retailing, financial services, cafes and restaurants (A1- A5 Use Class) to a wider range of businesses such as leisure and entertainment (D2 Use Class), cultural and community (D1 Use Class) and offices (B1 (a) Use Class). Local research supports a minimum of 70% of units to remain in commercial uses (A1, A2, A3, A4 and A5), taking into account unimplemented planning permissions for changes of use.

### *Other Frontages within Town and Local Centres*

- 7.53. In these frontages a wide range of town centre uses will be supported including retail, leisure entertainment, cultural, community and offices which contribute towards the vitality and viability of town centres. Activities should complement each other and the centre and should be of a use, design and scale proportionate to the area.
- 7.54. All town centre development proposals must have active street frontages to contribute towards the vibrancy and to promote a positive identity within Merton's town and local centres.

### *Neighbourhood Parades:*

- 7.55. Neighbourhood parades are identified to ensure that local shopping facilities are retained within walking distance of residents to meet their day-to-day needs.
- 7.56. To ensure that convenience shops are retained, local research supports a minimum of 50% of units in a designated neighbourhood parade to remain in retail use (A1 Use Class), taking into account unimplemented planning permissions for changes of use.
- 7.57. When a change of use from convenience, comparison and service retail use is proposed, the new use must provide a local service, such as a financial and professional service (A2 Use Class), restaurant and café (A3 Use Class), pub and wine bar (A4 Use Class) which:
- supports the vitality of the parade;
  - provides a window display; and,
  - has no adverse effects on the amenities of residents, other businesses, road safety or traffic flows.

### *Vacancies in frontages in town and local centres:*

- 7.58. In town and local centres temporary planning permission may be granted for performance and creative uses in vacant shopping frontages until these units are re-occupied by uses that are appropriate to that retail frontage. Temporary Planning Permission will be considered based on the proposal(s) for use put forward; these proposals must complement surrounding uses in the area and must not harm nearby business and residential amenity. Conditions will be used to restrict the maximum period for the temporary use of the shop for performance and creative uses.

### *Active Street Frontages:*

- 7.59. Active street frontages contribute significantly to the vibrancy, sense of place and safety of town centres.. Allowing people to access and view inside and outside of the buildings,

provides natural surveillance, activity and contributes towards the vibrancy of town and local centres. Conditions may be placed on planning applications to ensure that proposals do not result in dead frontages, for instance, restricting internal advertising.

### **Delivery and Monitoring**

- 7.60. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' that are commensurate with the scale and function of the town centres and neighbourhood parades.

## DM R5: Food and Drink Uses / Leisure and Entertainment

### a) Food and Drink Uses

i. Planning permission will be granted for restaurants and cafes (A3 Use Class), public houses (A4 Use Class), hot food take-aways (A5 Use Class), leisure and entertainments uses (D2 Use Class) provided all of the following criteria have been met:

- The proposals would not have an unacceptable impact on local amenity and the general environment, car parking, traffic congestion and road safety. Proposals would need to take into account the:
    - Size of unit;
    - characteristics and type of use proposed;
    - the nature of the area;
    - the number and size of other food and drink (Use Class A3, A4 and A5) and leisure and entertainment uses (Use Class D2) in the area;
    - the likely cumulative effect of their uses, including combined and cumulative effects at different times of the day and nights; and
    - whether the location is well served by public transport.
  - Adequate noise containment measures are included and sound insulation is provided, where appropriate, to safeguard the amenity of adjoining residential and business uses;
  - They would not have an unacceptable effect on local amenity through noise, disturbance or fumes;
  - The proposed opening hours would be acceptable;
  - Adequate ventilation, waste disposal, litter management and crime prevention arrangements appropriate to the use and location can be provided.
- ii. Proposals which results in an over-concentration of hot food take-away (A5 uses) will not be permitted as this would detract from the ability to adopt healthy lifestyles.

### b) Protection of Public Houses

i. Planning permission will not be granted where this results in the loss of a public house except where:

- the applicant can demonstrate to the council's satisfaction that the public house is no longer economically viable through full and proper marketing;
- there are alternative public houses facilities located within the local area.

### c) Protection of Leisure and Entertainment

i. Planning permission will be granted for the loss of entertainment and leisure facilities (D2 uses) where the applicant can demonstrate to the council's satisfaction that the leisure and entertainment uses are no longer viable.

## SA/ SEA Implications

- 7.61. DM R5 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment.

## Alternative Option

### 7.62. Hot Food Takeaways:

- To not place restrictions on the location of hot food take-aways as this is not an issue for Merton. This may encourage the proliferation of hot food take-aways in the borough.
- To define an 'an overconcentration' hot food take-aways as more than 5 units in every parade of 10 shops. However this may be too restrictive.

### 7.63. Public Houses:

- To not protect public houses.
- To protect public houses with ancillary internal spaces that would be suitable for community uses.
- To not protect public houses without ancillary internal spaces that would be suitable for community uses, outside of town centres.
- To not specify that applicants would also have to demonstrate that, besides economic viability, alternative public houses with similar community facilities are available within the local area.

## Policy Aim

- 7.64. To ensure that food and drink and leisure and entertainment uses are located in a suitable location for customers, but do not cause unacceptable environmental or social impacts. These uses provide choice for consumers that complement retail choice for consumers and to contribute towards the vitality and vibrancy of Merton's town and local centres.

## Justification

### *Food and Drink:*

- 7.65. The food and drink sector and leisure and entertainment sector is very dynamic and increasingly diverse, including cafés, restaurants, pubs, cinemas and bowling alleys. These facilities reflect changing population structures, lifestyles and expectations, and are now a regular part of many people's lives rather than a special event.
- 7.66. Research demonstrates that Merton's town and local centres have above average representation of cafes, restaurants (A3 Use Class) and hot food takeaways (A5 Use Class), in particular A5 uses, and that there is no area of deficiency. Although Merton's residents have relatively good access to a range of commercial leisure and entertainment facilities in neighbouring boroughs and central London, there may be potential for additional health club facilities in line with population growth.
- 7.67. The study also highlighted that the range of restaurants and the evening economy (entertainment and leisure – D2 Use Class) are poor in some centres, including Mitcham, Morden and Colliers Wood. Therefore we encourage restaurants, cafes, leisure and entertainment (A3, A4 and D2 Use Class) in these centres which contribute towards supporting shops and other businesses and improving the existing evening economy in these areas, extending the centres' use beyond shop opening hours.
- 7.68. However, such uses can cause problems to nearby residents and businesses because of noise, fumes, traffic and other disturbance, especially at night. We will, therefore, seek to control the size and location of such premises, particularly where there is residential accommodation adjacent, close to, or above premises. In addition these amenity problems are exaggerated when groups of these facilities are located close together and their cumulative and combined impact becomes significant.

- 7.69. There has been an increase in the number of larger scale restaurants, pubs, leisure and entertainment facilities which are likely to generate large numbers of customers, and there are emerging concentrations of food and drink facilities and entertainment uses, especially in Wimbledon Village and Wimbledon town centre. These trends have increased concerns about the impact of these uses on residential amenity. Public transport accessibility is an important consideration in the case of these larger developments. For these reasons, Merton Council's Licensing Policy imposed a cumulative impact area in Wimbledon Village and Wimbledon town centre which restricts the number of licences available for cafes, restaurants, public houses, hot food take-away, leisure and entertainment uses (A3, A4, A5, D2 and some SG uses within the Use Class Order), if licences are required.
- 7.70. Where appropriate, conditions and legal agreements will be applied to ensure these developments meet our standards, and to protect residential amenity. Conditions may be applied to control the hours of opening, and type of use. Agreements may include financial contributions for CCTV and other crime prevention and road safety measures.

### *Hot Food take-aways:*

- 7.71. Although food and drink uses can make a positive contribution to the evening economy, there is concern with impacts of the over-concentration of hot food take-aways (A5 uses), particularly in Merton High Street, the London Road and Streatham Road. Government guidance (Healthy Weight, Healthy Lives: a Cross Government Strategy for England) sets out a number of actions to promote healthy communities, including encouraging councils to manage the proliferation of fast food outlets. Similarly the importance of planning for people's health and well being is further promoted by the draft National Planning Framework definition of sustainable development.
- 7.72. For this reason, planning permission will not be permitted for hot food take-aways (A5 uses) where there is an over-concentration in areas. Generally 'an over-concentration' of hot food take-aways (A5 uses) would be the development of more than three hot food take-aways in a shopping parade of 10 consecutive shops.

### *Protection of Public Houses:*

- 7.73. The General Permitted Development Order currently allows public houses (A4 Use Class) to change to some other uses including retail, professional and financial services, and restaurants without the need for planning permission. In instances where planning permission is required, we will resist the loss of public houses that serve a community role (for example, by providing space for clubs, meeting or performances) unless:
- alternative provision is available nearby (within 800 meters); and,
  - it can be demonstrated to our satisfaction that the public houses is no longer economically viable.
- 7.74. In these instances, full and proper marketing at reasonable prices would be required for a period of at least 2 ½ years to help demonstrate viability.

### *Protection of Leisure and Entertainment Facilities:*

- 7.75. Wimbledon town centre is identified as a 'night time economy cluster of regional/ sub-regional importance' in the London Plan'. A cultural quarter has emerged to the east end of The Broadway, with two theatres, leisure and community facilities and a selection of restaurants. Wimbledon town centre also has two cinemas, two health and fitness centres as well as wine bars and public houses. In addition to shopping and retail service offer, these leisure and entertainment facilities makes Wimbledon vibrant and active throughout the day

and evening therefore attracting residents, workers and visitors to the benefit of all businesses.

- 7.76. In terms of shopping floorspace, Colliers Wood competes directly with Wimbledon town centre by attracting many high street and multiple retailers. However Colliers Wood does not have the same range and choice of evening activities nor the Wimbledon 'brand' which is internationally recognised. To ensure that Wimbledon remains vibrant despite competition from other town centres, the council will seek to attract and retain leisure and entertainment facilities in Wimbledon town centre.
- 7.77. In circumstances where proposals for change of use from leisure and entertainment uses to alternative town centre type uses in Merton's town and local centres, we would require full and proper marketing of the property for its permitted use at reasonable prices for at least 30 months (2½ years). However, for proposals outside of town and local centres, where proposals for change of use from leisure and entertainment to residential use, we would require full and proper marketing of the property for its permitted use at reasonable prices for at least 30 months (2½ years).

### *Full and Proper Marketing*

- 7.78. To demonstrate that full and proper marketing have been undertaken to demonstrate that public houses and leisure and entertainment uses are no longer viable, the applicant will be required to demonstrate that:
- The site has been marketed for the time period detailed in policy unless otherwise agreed with the council;
  - All opportunities to re-let the site has been fully explored (including more flexible use of the space);
  - The site has been marketed using new (on the internet) and traditional marketing tools available; and,
  - The site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions);

### **Delivery and Monitoring**

- 7.79. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' that are commensurate with the scale and function of the town and local centres and resisting against inappropriate out-of-centre development.

## DM R6: Culture, Arts and Tourism Development

We will maintain, improve and encourage cultural, arts and tourism in Merton by:

- a) Granting planning permission for large (above 280 sqm) arts, cultural and tourism developments that are large and proposals likely to generate large number of visitors in Merton's town centres or to other areas in the borough which have high levels of accessibility (PTAL level of 4 or above).
- b) Supporting proposals for small (below 280sqm) culture, arts and tourism development throughout the borough.
- c) Ensuring proposals for culture, arts and tourism developments are well designed, by requiring that:
  - i. The size and character of the site or building are suitable for the proposed use;
  - ii. The development will be compatible with the character and appearance of the area;
  - iii. The amenities of local residents and businesses will not be harmed by way of noise, disturbance, loss of light or privacy;
  - iv. There will be good access and links to modes of transport other than the private vehicle; and
  - v. Vehicular access to and from the highway will be safe.
- d) Balancing the benefits of the submitted proposals opportunity to provide employment and other contributions to the local economy against the above criteria.
- e) Granting planning permission for the change of use from culture, arts and tourist accommodation to alternative uses if it can be demonstrated that full and proper marketing of the site at reasonable prices for a period of 30 months (2½ years) confirms the financial non-viability for these purposes, unless:
  - i. Suitable replacement site for the culture and arts use which is of better standard and quality is provided locally.
  - ii. Where it can be demonstrated that the existing tourist accommodation is no longer viable or does not provide facilities for the local community.
- f) Protecting, maintaining and encouraging the work-space needed to support creative and cultural industries across the borough.

### SA/ SEA Implications

- 7.80. DM R6 policy encourages accessible appropriate culture, arts and tourism development and re-development in the most sustainable and viable areas in Merton

### Policy Aim

- 7.81. By recognising the value of arts, culture and tourism uses to Merton's economy and employment, we aim to protect and provide additional arts and culture uses in the borough. These uses will also create economic and social benefits for the borough by attracting tourist and business visitors to Merton. Encouraging the development of arts, culture and tourism facilities throughout Merton ensures that these uses are accessible to all communities.

### Justification

- 7.82. Culture, arts and tourism development creates economic and social benefits by attracting residents, business visitors and tourists. These uses provide employment and complement

the retail and services, cafes, restaurants, public houses and leisure and entertainment facilities in Merton's town and local centres, contributing towards their overall vibrancy.

- 7.83. Merton's Core Strategy includes arts, culture and tourism Development in its definition of town centre type uses and also sets out policies for assessing proposals for these uses. This includes theatres, museums, galleries, concert halls, and tourist accommodation. For this policy, tourist accommodation includes hotels, hostels [sui generis], B&Bs and guesthouses and other tourist accommodation.

### *Arts and Culture:*

- 7.84. In Merton there are a number of arts and cultural uses that we wish to protect and enhance including theatres in Wimbledon town centre, handcrafts, creative industries and theatre at Merton Abbey Mills, festivals (Abbeyfest and Cannizaro Park), cultural activities that place in Cannizaro Park, festivals (Abbeyfest, Cannizaro Festival and Mitcham Carnival), museums, sports arenas (such as the All Tennis Club), Deen City Farm and Wimbledon School of Art.
- 7.85. Merton's Economic Development Strategy recognises the creative sector as a potential area for economic growth. In Merton, the creative sector comprises a range of activities including publishing of books, newspapers and software, printing, TV, radio and film production, photography industries in Wimbledon town centre, Colliers Wood and the South Wimbledon Business Area.
- 7.86. Proposals will be supported that build upon the borough's strength in creative and cultural information, particularly proposals that improves Merton's existing offer..

### *Tourism:*

- 7.87. Merton's Retail and Town Centre Study demonstrates that the borough needs a range of tourist accommodation and facilities to cater for leisure tourism and business visitors, to make Merton's tourism and culture sector more viable and sustainable all year-round. Research has emphasised that there is a need for high quality hotels with conference facilities in Merton, particularly in Wimbledon town centre to support businesses visitors as well as provide space for more local functions if needed. Merton is conveniently situated to help provide additional tourist facilities with good public transport links to central London. The borough also has its own tourist attractions, although those outside the Wimbledon area generally have a lower profile and consequently lower visitor interest.
- 7.88. Where possible, facilities provided to guests at larger hotels should also be made available to the local community to help improve the quality of life for local residents
- 7.89. In determining the location of hotel, hostel, guest house and B&B facilities, good public transport services to central London and to other Merton tourist attractions are an important factor. Tourist accommodation should generally be situated in areas of good public transport accessibility and adjacent to the secondary road network to minimise traffic congestion for residents. The capacity and proximity of similar existing facilities should also be considered.

### *Protection of Arts, Culture and Tourism*

- 7.90. Existing arts, culture and tourist attractions and accommodation will be protected in order to maintain the benefits of arts, culture and tourism to the local community in terms of the provision of jobs, attracting visitors, contribution to the overall economy, local educational resources, and providing a variety of facilities for both residents, businesses, students and visitors. Exceptions to this will be made where the use is no longer viable and, for tourism only, the accommodation provides very little or no facilities for the local community. Redevelopment or change from arts, culture and tourism development will be permitted, if the current use is proved to be unviable.



7.91. To demonstrate that full and proper marketing have been undertaken to demonstrate that the arts, culture and tourism use is no longer viable, we require the applicant to demonstrate that:

- The site has been marketed for the time period detailed in policy unless otherwise agreed with the council;
- All opportunities to re-let the site has been fully explored (including more flexible use of the space);
- The site has been marketed using new (on the internet) and traditional marketing tools available; and,
- The site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions).

### **Delivery & Monitoring**

7.92. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' that are commensurate with the scale and function of the town and local centres and resisting against inappropriate out-of-centre development.

## DM R7: Markets

Markets contribute towards the vitality and vibrancy of town centres and provides more choice for consumers. Planning permission will be granted for proposals which:

- a) Encourage improvements to existing markets, including activities to increase stall occupancy levels, in particular, where these improvements will contribute towards the overall vibrancy and success of the market.
- b) Support new, or the expansion of existing markets, where this complements with Merton's strategic objectives for the areas in which they are located.

## SA/ SEA Implications

7.93. DM R7 policy meets the Sustainability Objectives concerned with economic development score well for areas concerned with town centre and retail development. The policy ensures that proposals are controlled in a manner where they would not result in a negative effect on access to basic needs, access to health facilities, providing employment land and support access to employment

## Policy Aim

7.94. Street markets, sheltered and non-sheltered markets and farmers markets provide more retail choice and competition for consumers and, if located in town centres, contribute significantly towards their vitality and viability. Recognising their social, economic and environmental contributions to Merton, we aim to maintain, improve and support new markets.

## Justification

7.95. The London Assembly published reports on London's street markets in 2008 and 2009, emphasising the importance of markets and their contribution to social, economic and environmental goals. The report supported the expansion of street and farmers markets.

7.96. Merton has a number of markets operating on weekends (for example, the Farmers Market that operates in the Piazza in Wimbledon town centre) or operating throughout the week serving the needs of local residents, workers and visitors (for example, Merton Abbey Mills and, Mitcham town centre markets As part of Retail and Town Centre Capacity Study, four of Merton's markets were assessed including:

- the street markets at Mitcham and Morden town centre;
- the sheltered market at Merton Abbey Mills, Colliers Wood; and
- Wimbledon Market, Plough Lane.

7.97. Overall, Merton's Retail and Town Centre Study concluded that there are low levels of occupancy for markets located in the borough and all of these markets could be improved including considering providing bins, planting, signage, marketing and supporting pedestrianisation of the street (where appropriate) on market day.

## Delivery and Monitoring

7.98. Protecting the viability and vitality of town and local centres and neighbourhood parades will be achieved through the planning process by supporting planning applications for 'town centre type uses' that are commensurate with the scale and function of the town and local centres and resisting against inappropriate out-of-centre development.

**Table 7.1: Shopping areas and important shopping frontages**

*A: Wimbledon Strategic Centre*

<b>Core Shopping Frontage</b>	
2-10 Wimbledon Hill Road & 2-22 Wimbledon Bridge	9 units
Area of land within P.3 development site (1-59 The Broadway & Victoria Crescent)	26 units
Centre Court Shopping Centre (as shown on the Proposals Map)	86 units
<b>Primary Shopping Frontage</b>	
2-78 The Broadway	35 units
13-23 Wimbledon Hill Road	5 units
16-26 Wimbledon Hill Road & 8-12 Worple Road	4 units
2-26 Hartfield Road & Site R/o 39 -59 The Broadway	13 units
3-25 Wimbledon Bridge & 1-11 Wimbledon Hill Road	11 units
<b>Secondary Shopping Frontage</b>	
75–91 The Broadway and 2-12 Gladstone Road & 1-13 Russell Road	13 units
80-134 The Broadway	26 units
25-57 Wimbledon Hill Road	14 units
28-68 Wimbledon Hill Road	19 units
1-8 The Pavement, Worple Road & 11-17 Worple Road	10 units
97-127 The Broadway	5 units
27-63 Hartfield Road (possibly deleted)	16 units
1-13 Queens Road	5 units

*B: Town Centres*

Mitcham town centre

<b>Primary Shopping Frontage</b>	
234–260 London Road	9 units
205-223 London Road	10 units
1-10 Upper Green West	9 units
1-11 Majestic Way	9 units
1-27 Upper Green East	10 units
<b>Secondary Shopping frontages</b>	
1-8 (cons) Langdale Parade	7 units
1-6 Fair Green Parade & 12-16 Upper Green West	6 units
9-17 Western Road	2 units
Monarch Parade	21 units
159-173 London Road	?
251-265 London Road	7 units
272-292 London Road	7 units
225-249 London Road	12 units
2-16 Upper Green East	7 units
7-13 Fair Green Parade	7 units
29-51 Upper Green East	9 units

Morden town centre

<b>Primary Shopping Frontage</b>	
11-63 London Road	25 units
2-86 London Road	35 units
29-35 Aberconway Road	4 units
<b>Secondary Shopping Frontage</b>	

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2-16 Crown Lane	7 units
1-35 Abbotsbury Road	14 units
2-30 Abbotsbury Road	12 units
36-46 Aberconway Road	5 units
1-9 London Road	4 units

### C: Local Centres

#### Arthur Road

<b>Primary Shopping Frontage</b>	
116-134 Arthur Road, SW19	12 units
141-174 Arthur Road, SW19	15 units
<b>Secondary Shopping frontages</b>	
136- 154 Arthur Road, SW19	12 units
156-164 Arthur Road, SW19	3 units

#### Raynes Park

<b>Primary Shopping Frontage</b>	
4-82 Coombe Lane & 1A Amenity Grove	31 units
2-16 Lambton Road	8 units
308-318 Worple Road	6 units
<b>Secondary Shopping frontages</b>	
1-17 Station Buildings	8 units

#### Wimbledon Village

<b>Primary Shopping Frontage</b>	
1-45 (cons) High Street	44 units
47-54 (cons) High Street	3 units
56-98 (cons) High Street	42 units
<b>Secondary Shopping frontages</b>	
47-54 (cons) High Street	2 units
1-45 (cons) High Street	2 units
2-14 Church Road	7 units

#### Motspur Park

<b>Primary Shopping Frontage</b>	
320-336 West Barnes Lane	9 units
341-357 West Barnes Lane	8 units
<b>Secondary Shopping frontages</b>	
338-354 West Barnes Lane	9 units
359-367 West Barnes Lane	5 units

#### North Mitcham

<b>Primary Shopping Frontage</b>	
271-313 Mitcham Road	14 units
<b>Secondary Shopping frontages</b>	
1-17 London Road	9 units
23-59 London Road	17 units
12-62 London Road	19 units

*D. Neighbourhood Parades*

Cannon Hill Lane & Martin Way; 135-151 Cannon Hill Lane & 244-260 Martin Way	16 units
Central Road: 44a – 60 Central Road, Morden	9 units
Chestnut Grove & South Lodge Avenue; 158-174 Chestnut Grove, Pollards Hill & 10-32 South Lodge Avenue, Pollards Hill	14 units
Church Road: 45-61 Church Road	4 units
Coombe Lane, West Wimbledon; 253 – 271 Coombe Lane, Raynes Park & 348-364 Coombe Lane, Raynes Park	13 units
Durnsford Road: 373-421 Durnsford Road, SW19	20 units
Epsom Road: 41b-59 Epsom Road, Morden	12 units
Grand Drive (north): 244A – 264A Grand Drive, Morden	9 units
Grand Drive: 300-372 Grand Drive, Lower Morden	14 units
Green Lane: 99-137a Green Lane, St. Helier	18 units
Grove Road: 366-378 Grove Road, Mitcham	6 units
Haydons Road: 284-296 Haydons Road & 319 – 335 Haydons Road	16 units
High Street: 29 -43 High Street & 46 – 72 High Street, Colliers Wood	19 units
Kingston Road: 80-112 Kingston Road	16 units
Wimbledon Chase: 288 – 312 Kingston Road & 1A (Rothsey Avenue) – 353 Kingston Road	20 units
Leopold Road; 1-27 Leopold Road & 2a – 32 Leopold Road, SW19	26 units
Manor Road & Northborough Road; 207-219 Manor Road & 291a – 207 Northborough Road, Pollards Hill	17 units
Martin Way: 43-55 Martin Way	7 units
The Rush: 1-12 (cons) Merton Park Parade (The Rush)	11 units
Ridgway: 65-89 Ridgway, SW19	10 units
St. Helier Avenue: 41-67 St.Helier Avenue	11 units
Streatham Road; 196 – 172B Streatham Road & 175 – 221 Streatham Road	34 units
Tamworth Lane: 297- 301 Tamworth Lane	3 units
Tudor Drive: 11-27 Tudor Drive, Morden	7 units

## 8. Housing

### Strategic Objective

Strategic Objective 3: To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space.

### DM H1 Supported Care Housing

Proposals for supported care housing will be encouraged in residential areas. The suitability of such proposals will be assessed having regard to the following criteria:

- i. Demonstrable need;
- ii. The proximity of the site to public transport facilities;
- iii. The environment (including safety and security) and provision of appropriate amenity space;
- iv. The topography of the area
- v. The provision of adequate parking facilities for residents, staff and visitors;
- vi. The convenience of the site's location in relation to local shops, services and community facilities.

### Policy Aim

- 8.1. To provide a variety of accommodation with different levels of support or care, that is both appropriate to the needs of the potential residents and that is sensitive to the surrounding residential environment.

### SA/ SEA Implications

- 8.2. DMH1 policy encourages supported housing in residential areas with access to resources, essential service, addressing poverty and social inclusion and accessibility to all modes of transport.

### Justification

- 8.3. Merton's Core Strategy policy CS8 (Housing choice) seeks the provision of a mix of housing types, sizes and tenures at the local level to meet the needs of all sectors of the community. Policy DM H1 therefore builds upon this.
- 8.4. Care for the elderly, the vulnerable or disadvantaged groups and for persons with health problems, learning difficulties, mental illness or physical disabilities is becoming increasingly community-based. People are increasingly choosing to live in their own homes with some supported care and assistance, or in supported communities.
- 8.5. In 2001, 16.8% (31,515) of Merton's total population were people aged 60 and over, and 13% were aged 65 and over (24,288 persons), of these 15% were ethnic minorities. 14,990 (19%) Merton households were pensioner households, and of these, almost 7 in 10 (68%) were lone pensioner households (10,119 households). Merton's Housing Needs Survey published in 2005 showed that single pensioner households in Merton had increased to 10,442 by 2004, a 3% increase in 3 years. In Merton, it is estimated that in 2010 there were 9,873 adults (aged 18-64) with a moderate physical disability; 2,714 with a severe physical disability; 4,402 with a sensory impairment; 3,473 with learning disabilities; and 22,817 with mental health problems (POPPI & PANSI).
- 8.6. Older people in Merton make up the biggest client group living in supported housing (55%), followed by homeless people with support needs (14%) and people with mental health

problems (9%). Other client groups living in supported accommodation include ex-offenders; people with physical disabilities and sensory impairment; people with learning disabilities; people with alcohol problems or HIV/AIDs, and people experiencing domestic violence.

- 8.7. The council faces the challenge of meeting the needs of an ageing population in Merton. Population projections shows that older people aged 65 and over in Merton will see a 22% (2,300 households) increase between 2010 to 2015, with the over 85 age group increasing by 34%. The projected 30% increase in the 65-69 age-group is above the London average increase of 34%. The number of older people with illnesses and disabilities is also projected to increase over the next 5 years.
- 8.8. The number of adults will disabilities is also projected to increase between 2010 and 2015:
- People with a physical disability to increase by 560 or 5%.
  - Young adults aged 25-34 predicted to have a learning disability set to rise by 1,076 or 8% from 2010 to 1,163 in 2015.
  - Adults (aged 18-64) with a learning disability to increase by 213 or 6% to 3,686.
  - People with a mental health problem to rise by 1,352 or 6% from 2010 to 24,169 in 2015.
- 8.9. A variety of supported care accommodation is required for persons who require different levels of assistance, support or care in order to live independently. The council encourages the provision of non-institutionalised supported care housing with self-contained facilities. Supported care housing may include sheltered accommodation, extra care housing, and other types of care homes, on-site accommodation for care workers, rehabilitation facilities, crisis response, as well as respite for carers.
- 8.10. Supported care accommodation is considered to be appropriately located in residential areas. Supported care housing will not be encouraged where the external environment is unsuitable, for example where the topography makes it difficult for pedestrians or properties which do not have gardens of an adequate size or areas. Such housing needs to be located in close proximity to shopping facilities and services in locations with good access to public transport, or with adequate on-site facilities, because of low car ownership and in some instances reduced mobility of the client group.
- 8.11. Core Strategy Policy CS8 ( Housing Choice) requires all new homes to be built to Lifetime Homes standards. This ensures that all new residential accommodation is sufficiently flexible so that with minor modifications a dwelling can be made appropriate for persons with mobility or physical disabilities.

### Delivery and Monitoring

- 8.12. We will work with Registered Providers, developers and the Homes and Communities Agency in the delivery of supported care accommodation to meet the needs and demands of the sector of Merton's community that require this accommodation. This delivery will be monitored via the Annual Monitoring Report.

## DM H2 Housing Mix

Planning permission will be granted for development proposals that contribute to meeting the needs of different households such as families with children, single person households and older people by providing a mix of dwelling sizes taking account of the borough level indicative proportions concerning housing mix.

### Policy Aim

- 8.13. To create socially mixed communities, catering for all sectors of the community by providing a choice of housing with respect to dwelling size, type and tenure in the borough.

### SA/ SEA Implications

- 8.14. DMH2 policy provides good design, greater choice and mix of housing for all communities with access to resources, essential service, addressing poverty and social inclusion and accessibility to all modes of transport.

### Justification

- 8.15. There is an overwhelming need both borough and London wide for all dwelling mix sizes. Merton's 2010 Strategic Housing Market Assessment (SHMA 2010) has identified that there is a need for more homes of all types and sizes throughout the borough. Assessment of historical provision to date in the borough indicates a disproportionately greater delivery of smaller housing units compared to the larger housing units with 84% of dwellings in the borough between April 2000 and March 2011 consisting of 1 or 2 bedroom unit completions.
- 8.16. We are keen to encourage socially mixed, sustainable communities with a greater choice and better mix in the size, type and location of housing. This policy seeks to address this objective. Schemes should seek to reflect the diversity of the local population, local needs and provide an appropriate mix of smaller and larger units including houses and flats to meet a mix of different households such as single households, families with children and older people. Houses in Multiple Occupation (HMOs) contribute towards addressing needs and are supported by the London Plan. As with all homes, we will expect HMOs to meet good standards both for the occupiers and neighbours.
- 8.17. Merton's Strategic Housing Market Assessment (SHMA) 2010 identified that across all tenures, ideally 54% of new housing should be either 1-bed or 2-bed homes, and 46% should be 3-bed or larger homes. It is however recognised that we will not be able to meet all housing needs in the borough. In assessing development proposals we will take account of Merton's Housing Strategy (2011-2015) borough level indicative proportions which are set out as follows:

Number of bedrooms	Percentage of units
1	33%
2	32%
3+	35%

- 8.18. This mix which gives priority to households in the greatest housing needs, such as homeless households is informed by a number of factors, including Merton's Strategic Housing Market Assessment (SHMA 2010), deliverability, viability, affordability, land availability and data concerning waiting lists.



- 8.19. The borough level indicative proportions concerning housing mix will be applied having regard to relevant factors including, individual site circumstances, site location, identified local needs, economics of provision such as financial viability and other planning contributions. Where a developer considers a site unsuitable to apply the borough level indicative housing mix set out above the developer will be responsible for demonstrating why this is the case.

### **Delivery and Monitoring**

- 8.20. We will work with Registered Providers, developers and the Homes and Communities Agency in the delivery of the borough level indicative proportions concerning housing mix. The delivery of the borough level indicative proportions will be monitored and kept under review as part of the LDF Annual Monitoring Report and may result in subsequent adjustments being made to it. If Merton's Housing Strategy is updated during the lifetime of this Plan, the borough level indicative proportions will be reviewed and updated to take account of this.

## 9. Support for infrastructure

### Strategic Objective(s):

Strategic Objective 2: To promote social cohesion and tackle deprivation by reducing inequalities.

Strategic Objective 3: To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space.

Strategic Objective 5: To make Merton a healthier and better place for people to live and work in or visit.

### DM C1 Community facilities

Planning permission will be granted for proposals for new development and improvements (including expansion) to existing community, health and places of worship that meet the needs of Merton's diverse community.

- a) Particular regard will be given to:
  - i. services being co-located where possible;
  - ii. facilities being provided in accessible locations with good links to public transport;
  - iii. the size of the development proposed in relation to its context;
  - iv. appropriate access to the site and parking facilities relative to the nature and scale of the development;
  - v. the adaptability and suitability of proposed facilities to accommodate a range of services; and
  - vi. the impact of the use(s) on nearby residential and business amenity.
- b) The net loss of existing community facilities will be resisted. Any redevelopment proposals resulting in a net loss of community facilities will need to demonstrate that:
  - i. the loss would not create, or add to, a shortfall in existing provision for the specific community uses; and
  - ii. that there is no viable demand for any other community uses on the site.
- c) Proposals for day care facilities that have been established by means of the conversion of one or more houses, to be converted back into residential accommodation, will need to demonstrate that the loss would not create, or add to, a shortfall in day care provision within that area.

### Alternative Option

- 9.1. Each type of community facility could have its own policy.

### Policy Aim

- 9.2. To ensure the provision of sufficient, accessible, well-designed community facilities.

### SA/ SEA Implications

- 9.3. DM C1 policy protects existing community facilities and resists any loss of facilities. The policy generally has a positive outcome in meeting the broad principles of all of the sustainability objectives and in particular to Sustainable Objectives where it can help to reduce social exclusion and facilitate the development of mixed and balanced communities.

### Justification

- 9.4. As stated in Core Strategy Policy CS 11, community and social infrastructure covers a wide range of facilities from healthcare, children's play, services for the elderly and disabled, libraries and museums, public toilets and places of worship as defined in the London Plan. We will require new development to ensure facilities are easily accessible, well connected and will resist the net loss of these facilities.
- 9.5. The design and siting of all community facilities will be expected to be in accordance with the design policies within this documents and particular regard should be had to the transport related policies.
- 9.6. The co-location of community services will improve the viability of facilities and ensure the provision of more integrated facilities that meet the needs of all sectors of the community.

### *Loss of community facilities*

- 9.7. There may be circumstances where the redevelopment of a site with an existing community facility will bring about other environmental benefits in the area. In such instances we will seek to ensure that suitable replacement facilities are included as part of the proposals, either on the site or near by. There may also be circumstances where, due to the co-location of community services at another facility or due to the cessation of a community service, the existing facility may become unviable. In such instances applications proposing a loss of a community facility will have to show that full and proper marketing has been undertaken to demonstrate that community uses (D1 Class Use) are no longer viable on the site. Applicants will have to demonstrate that:
- the site has been marketed for 30months unless otherwise agreed with the council;
  - all opportunities to re-let the site has been fully explored;
  - the site has been marketed using new (on the internet) and traditional marketing tools available; and
  - the site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions).

### *Children Day Care Facilities*

- 9.8. Children day care facilities are required in every residential area. The accommodation standards, including the external play area, are determined by other authorities; the planning system ensures that residential amenities are not adversely affected by the conversion of unsuitable houses or the over-concentration of children day care facilities in one area. There is currently a relatively even distribution of children day care facilities throughout the Borough but planning records show that there has been a recent increase in applications for the part-conversion of houses to provide children day care facilities at ground level. It is expected that this growth is in response to the recent increase in the birth rate. Merton's need for additional housing is set out in Chapter 18 of the Core Strategy; this policy makes it easier to revert residential properties with day care facilities back into dwellings. Data regarding the supply of children day care facilities provision per area is published in Merton Council's annual Childcare Sufficiency Assessment.

### *Health*

- 9.9. It is important to ensure that any redevelopment or change of use of sites used for health facilities does not result in inadequate provision or poor accessibility to healthcare for residents. Locations for new health developments need to be in accessible locations that are well served by public transport.

### *Places of Worship*

- 9.10. We have a culturally diverse population and there is a need for those different cultures to have meeting places to practice their cultural and religious traditions. There may be a lack of suitable sites for particular needs and we will view any applications sympathetically in relation to this. However, the scale of any proposals should be appropriate to the area in which they will be located. This would be important to limit the effect on the amenities of nearby occupiers particularly in terms of noise and transport. We will also consider the need to protect the existing use of the site and any buildings on it. In particular, changes of use from residential or of developments within designated industrial areas will not normally be permitted.

### **Delivery and Monitoring**

- 9.11. As part of work for the Annual Monitoring Report, we will monitor planning decisions resulting in the net loss of community facilities and explore the reasons for the decisions.

## DM C2 Education

- a) Planning permission will be granted for new schools and/or improved education facilities for children and young people where new facilities are required to provide additional school places in an area to meet an identified shortfall in supply.
- b) Proposals that result in a net of loss of state funded school places will not be permitted except where appropriately located alternative capacity is available.
- c) Large development sites which will result in a substantial increased need for school places will need to incorporate provision for a new school on the proposal site.

### Alternative Option

9.12. Could be part of Community Facilities policy

### Policy Aim

9.13. To ensure there are sufficient school places of a suitable modern standard.

### SA/ SEA Implications

9.14. DM C2 ensures sufficient school places of a suitable modern standard in Merton. The policy scores generally positively in meeting the broad principles of all of the sustainability objectives and in particular sustainable objective 11, 13 20. The policy can help to meet the basic needs and address deprivation issues in Merton.

### Justification

9.15. The projected growth in demand in school places is set out in paragraphs 19.11 - 19.15 of the Core Strategy and part a. of Policy CS 11 Infrastructure states that new development will be required “to provide for any necessary infrastructure”.

9.16. The policy statement on ‘Planning for Schools Development’ issued by the Secretaries of State for Communities & Local Government and Education on 15 August 2011 advises local authorities that:

- There should be a presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework
- Local authorities should give full and thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions.
- Local authorities should make full use of their planning powers to support state-funded schools applications.

9.17. It should be noted that this policy statement applies to both change-of-use and school extension applications, and that ‘state-funded schools’ include Academies, free schools and local authority maintained schools (community, foundation and voluntary aided and controlled schools).

9.18. Other education facilities such as those for adult training, special needs students or day care nurseries need to be assessed by means of Policy DM C1 ‘Community facilities’ and all other relevant plan policies.

9.19. Merton Council recognises the increasing pressure on state school places and plans for future population growth. However residential developments with a large number of units can generate a substantial increased need for state school places in one location within the

borough, putting excessive and immediate pressure on state schools in that area to accommodate the increase in children and young people.

- 9.20. Where large sites are likely to directly generate a substantial increase in the need for school places, the site will be expected to incorporate space for a new school within the site or demonstrate why the provision of a new school cannot be incorporated. A new small school would typically provide for 210 children and therefore proposals that are likely to result in an increased need for 63 school places (30%) or more, will be considered as having a 'substantial' increased need for school places.

### **Delivery and Monitoring**

- 9.21. As part of work for the Annual Monitoring Report, we will monitor planning decisions resulting in the loss of school capacity (places) and explore the reasons for the decisions.

## 10. Employment

### Strategic Objective:

Strategic Objective 4: To make Merton more prosperous with strong and diverse long term economic growth.

### DM E1: Employment Areas in Merton

Planning permission will be granted for proposals that:

- a) Retain existing employment land and floorspace and support proposals for the redevelopment of vacant and underused existing employment land and floorspace for employment use.
- b) Provide:
  - i. large offices and businesses (B1 [a] Use Class) in town and local centres or in areas with good access to public transport (PTAL 5 and above) and within close proximity to additional services for employees and workers.
  - ii. small offices and businesses (B1 [a] Use Class) throughout the borough.
- c) Provide high quality modern, flexible large floorplate offices in Wimbledon's Business Quarter as designated on the Proposals Map 2011.
- d) Permit high quality offices and business (B1[a] Use Class), research and development (B1[b] Use Class) and light industrial (B1[c] Use Class) in the Business Areas as designated on the Proposals Map 2011.
- e) Have good access to public transport, and to be easily accessible by walking and cycling where proposals are for offices and business (B1[a] Use Class). Measures to reduce reliance on car travel such as parking restrictions, travel plans and other appropriate measures will also be required.
- f) Permitting proposals for research and development (B1[b] Use Class), light industrial (B1[c] Use Class), general industrial (B2 Use Class) and storage and distribution (B8 Use Class) in the designated industrial areas; Strategic Industrial Locations and Locally Significant Industrial Sites.
- g) Are well designed. All proposals for developments should:
  - i. have layout, access, parking, landscaping and facilities that are secure and appropriate to the site and its surroundings;
  - ii. not unacceptably affect the operation of neighbouring businesses; and,
  - iii. not adversely affect traffic movement or road safety.
- h) Require proposals for businesses (both commercial and industrial) and proposals next to business that require permits to operate to meet relevant local and national policies and guidance's.

### Policy Aim

- 10.1. To ensure that there is an adequate supply of suitable sites and premises in locations that maximise opportunities and co-locational advantages for business, minimise negative effects on other users and minimise the need to travel by car.

- 10.2. This policy is in accordance with national, regional and local guidance which highlight the impacts of planning for sustainable economic growth; allowing for growth in business and jobs to enable economic recovery whilst being flexible to support an economy fit for the 21st Century.

### SA/ SEA Implications

- 10.3. DM E1 protects existing employment sites to ensure that there is sufficient employment uses operating within appropriate and accessible employment locations where the need to travel by car is reduced.

### Justification

- 10.4. As designated on Merton's draft Proposals Map January 2012, Merton's main employment areas are the town and local centres and designated industrial sites (both the Strategic Industrial Locations [SILs] and Locally Significant Industrial sites [LSIS]).
- 10.5. Merton's town and local centres are highly suitable for office and business uses (B1[a] Use Class) and the designated industrial sites are appropriate for research and development (B1[b] Use Class), light industrial (B1[c] Use Class), Manufacturing (B2 Use Class) and Storage and Distribution (B8 Use Class). These locations are considered the most appropriate and sustainable for those uses as they are:
- highly accessible by different forms of transport;
  - allow for the expansion of business ; and,
  - for similar businesses to locate together and for neighbouring uses to be compatible..

### *Businesses and Offices*

- 10.6. The London Plan 2011 and Merton's Economic Development Strategy encourages the development of speculative office development in Wimbledon town centre. Merton's Economic Economic and Employment Land Study 2010 forecast a significant demand for offices, in particular for large and modern floorplate offices in Wimbledon town centre.
- 10.7. As Wimbledon town centre is tightly bound by residential areas, including designated as conservation areas, the possibilities for growth in Wimbledon are for:
- development on allocated sites;
  - re-occupation of vacant units; and,
  - increasing density on existing sites
  - expansion of Wimbledon town centre around Wimbledon station, including over the tracks.
- 10.8. The council will work with landowners to designate Wimbledon's Business Quarter at the heart of Wimbledon town centre to support market demand for high quality, well designed large floorplate offices commensurate with Wimbledon's status as a major centre and to take advantage of the internationally recognised Wimbledon "brand".
- 10.9. Large offices will be supported in town and local centres or in areas of good access to public transport (PTAL 5 and above). The threshold for defining small and large offices is based on findings from Merton's Employment Land Study. Based on a commercially recognised person/gross floorspace ratio and the maximum number of employees in small business in Merton, a small office for Merton would be circa 200 sqm floorspace. This is in line with the definition of small offices used in Merton's UDP. However to be flexible and to allow for



consistency in the development management policies between retailing and offices, for the purposes of this policy small offices are defined as being below 280 sqm floorspace.

### Business Area

#### 10.10. TBC

### *Designated Industrial Sites*

- 10.11. Merton, and the other boroughs in south London are categorised as ‘restricted transfer of industrial land’ in the London Plan. This is due to the fairly high levels of demand, high occupancy and designated industrial areas across South London. Merton’s Economic and Employment Land Study supports the protection of employment sites for continued uses, (Strategic Industrial Locations (SILS) and Local Significant Industrial Sites (LSIS) and forecasted need for small modern industrial units up to 2026.
- 10.12. Planning permission will be granted for research and development (B1[b] Use Class), light industrial (B1[c] Use Class), manufacturing (B2 Use Class) and storage and distribution (B8 Use Class) within the designated industrial areas.
- 10.13. Warehousing and storage or other employment activities that generate frequent vehicle movements to and from the premises (excluding retail warehousing or any type of retail activity), will particularly be encouraged to locate within the main industrial areas that are adjacent to the Strategic Road Network and have good vehicular access to the site.
- 10.14. In designated industrial areas in Merton, higher density trip-generating developments such as offices (B1[a] Use Class) can interfere with the operations of surrounding businesses through increased traffic congestion, parking and pedestrian movements. Planning permission will not be granted for the development of offices in the designated industrial areas unless there are ancillary to the principle use of the premises or site.
- 10.15. Proposals for new development or change of use should be compatible with the amenity of neighbouring occupiers of buildings. If proposals are likely to conflict with the successful operation of existing businesses nearby, planning permission will not be granted. Mitigation measures through design conditions or planning obligations may be sought to improve site access or minimise disruption to neighbouring businesses where necessary.

### **Delivery and Monitoring:**

- 10.16. We will undertake research regularly to monitor the provision of offices and other types of employment made against the needs of the local economy.
- 10.17. We will work with landowners of existing employment sites to identify Wimbledon’s Business Quarter and Business Areas in the Greater Wimbledon Area.

## DM E2: Offices in town and local centres

In Merton's town and local centres, we will protect offices for which there is need by:

- a) Granting planning permission for the change of use on upper floors, from office floorspace to alternative uses, if it can be demonstrated that there is no demand for the office use. This can be demonstrated by full and proper marketing of the site at reasonable prices for a period of 30 months (2½ years).
- b) Encouraging the redevelopment / refurbishment of existing vacant offices where this provides, modern office floorspace to improve choice and standards for business occupiers
- c) Ensuring that all proposals should have no significant adverse effects on the amenities of nearby residents, road safety nor create significant car parking problems.

### SA/ SEA Implications

10.18. DM E2 protects existing employment sites to ensure that there is sufficient employment uses operating within appropriate and accessible employment locations where the need to travel by car is reduced.

### Alternative Option

10.19. Testing the demand for office use by marketing for an extended period of time (beyond 4 years)

### Policy Aim

10.20. To ensure that there is an adequate supply of suitable sites and premises in locations that maximise opportunities and co-locational advantages for offices and business, minimise negative effects on other users and minimise the need to travel by car.

### Justification

10.21. Merton's Core Planning Strategy and Economic Development Strategy aims to increase the borough's capacity for attracting and accommodating a range of jobs in Merton, including offices, to increase employment opportunities and to provide good quality employment in Merton.

10.22. Merton's Economic and Employment Capacity Study identifies the need, supply and demand for business development up to 2026 and identifies a significant need for offices over the plan period, particularly medium to large floorplate modern offices.

10.23. The market churn rate (between 8% and 10%) is the figure generally accepted in the commercial property sector as a normal market vacancy level that allows for the natural movement of business. This study highlighted that the vacant office stock mostly consisted of larger and older office blocks within Wimbledon and Mitcham town centres and Colliers Wood. Therefore offices are protected for which there is need and we encourage the redevelopment/ refurbishment of existing vacant offices to modernise the space for re-occupation.

10.24. Proposals for change of use from offices to other uses as detailed in the policy will be considered, where it can be demonstrated that there is no need and that there is no demand for office uses. The applicant will need to demonstrate that:

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- The site has been marketed for the time period detailed in policy unless otherwise agreed with the council;
- All opportunities to re-let the site has been fully explored (including more flexible use of the space);
- The site has been marketed using a variety of methods and marketing tools available that are likely to attract office occupiers; and,
- The site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions).

### **Delivery and Monitoring:**

- 10.25. We will undertake research regularly to monitor the provision of offices and other types of employment made against the needs of the local economy.
- 10.26. We will also identify measures required to improve employment opportunities in Merton, if monitoring and research shows that we are losing employment opportunities for which there is identified need in Merton.

## DM E3: Protection of Scattered Employment Sites

Proposals that results in the loss of scattered employment sites should meet the policy requirements a, b and c.

We will protect scattered employment sites for which there is need by:

- a) Granting planning permission for proposals that result in the loss of scattered employment sites to other uses, provided that:
  - i. the site is located in a predominantly residential area; and
  - ii. the size, configuration, access arrangements and other characteristics of the site make it unsuitable and financially unviable for whole-site employment use.
- b) Supporting a replacement non-employment use when it has been demonstrated to our satisfaction that there is no realistic prospect of employment or community use on this site in the future. This may be demonstrated by full and proper marketing of the site at reasonable prices for at least 30 months (2 ½ years).
- c) Mitigating against the loss of employment for which there is need, we will seek measures to compensate against this loss. Such measures may include:
  - i. providing employment, as part as a mixed use scheme on-site;
  - ii. providing alternative sites for employment use (for instance, 'land swaps'); or
  - iii. seeking compensatory measures for the loss of employment through planning obligations.

### Alternative Option

#### Policy Aim

10.27. To ensure that there is a diverse mix of size, type, tenure and location of employment facilities which can support a range of employment opportunities towards creating balanced mixed – use neighbourhoods in Merton.

#### SA/ SEA Implications

10.28. DM E3 protects existing employment sites to ensure that there is sufficient employment uses operating within appropriate and accessible employment locations where the need to travel by car is reduced.

#### Justification:

10.29. In accordance with Merton's Core Planning Strategy Policy CS12 Economic Development businesses or community uses will be supported on scattered employment sites throughout Merton. Employment on scattered employment sites contribute towards Merton's existing and growing diverse economy.

10.30. Employment sites outside the designated town centres and designated employment area detailed in the Proposals Map are referred to as 'scattered employment sites'. For the purposes of this policy, 'employment' and business refers to premises/ land that operates within in B1 (a), B1 (b), B1(c), use classes and 'community' use refers to D1 use class, under the Town and County Planning Use Classes Order (as amended).

10.31. There is constant pressure on scattered employment sites to be redeveloped for uses that will bring high value to the developer, especially housing. Merton's Affordable Housing

Viability Study demonstrates that in Merton residential uses have a significant higher land value, followed by retail and other town centre type uses and then followed by other employment generating uses including industrial, warehousing and waste management. Therefore the 'hope value' that speculative developers can pay for such sites in the expectation of planning permission for housing displaces existing jobs as well as outbidding potential investors in premises for business and community uses.

- 10.32. Although, a delicate balance needs to be struck between delivering new homes and business/ job growth, Merton's extensive housing evidence base suggests that Merton has identified enough capacity to meet and exceed the housing target of achieving 4,800 residential units throughout the plan period (equating to 320 residential units annually) as set by the London Plan.
- 10.33. Based on Merton's characteristic, a sustainable future for the borough relies on maximising opportunities for employment and local businesses, in some cases by prioritising business and jobs over high value alternative uses. Without this approach, Merton would not be able to support a diverse local economy and promote a commercially viable, thriving mix of employment, which increase jobs and services to local people. Scattered sites are valuable to local communities in providing services and local jobs whilst reducing the need to travel, helping create and maintain a robust local economy and achieving sustainable, mixed use communities.
- 10.34. However, where the employment use is not compatible with a residential environment because of noise, smell or other pollutants then we will encourage redevelopment to community or other employment uses that do not harm the amenity of residential neighbours. The appropriateness and lack of financial viability of the site for employment purposes have to be demonstrated before the loss of employment land will be permitted.
- 10.35. In these instances, full and proper marketing at reasonable prices for employment and community uses would be required for a period of at least 30 months (2½ years), for employment and community uses.
- 10.36. To demonstrate that full and proper have been undertaken to demonstrate that the employment and community uses are no longer viable, we require the applicant to demonstrate that:
- The site has been marketed for the time period detailed in policy unless otherwise agreed with the council;
  - All opportunities to re-let the site has been fully explored (including more flexible use of the space);
  - The site has been marketed using a variety of methods and marketing tools available that are likely to attract business or community occupiers; and,
  - The site has been marketed at a price which is considered reasonable (based on recent and similar deals or transactions).
- 10.37. We may also require proposals that result in the loss of employment land to mitigate against the loss of employment opportunities in Merton.
- 10.38. In circumstances where proposals for mixed use development are considered to mitigate against the loss of employment or community use, proposals must be designed to ensure the future occupation and function of employment uses, upon completion. The premises/ sites retained for employment uses must:
- be of attractive size and character for occupation by employment and community uses and flexible to accommodate alternative uses;
  - be compatible with the character and appearance of the area;
  - be designed to accommodate the proposed use (and other uses) to;

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- not be harmed by way of noise, disturbance, loss of light or privacy; and,
- allow adequate safe vehicle access to and from the highway, provide adequate car parking facilities (both cycling and car parking) and there should be links to modes of transport other than private vehicle.

10.39. If proposals do not meet the terms of this policy, we may require other compensatory measures to support the local economy. Compensatory measures may include the applicant providing alternative sites for employment use and community uses for which there is need (for instance 'land swaps) or through planning obligations providing a monetary contribution equivalent to the employment use lost to provide employment benefits locally. Any planning obligations sought to mitigate against the loss of employment land will be in line with the most relevant national and regional guidance.

### **Delivery and Monitoring:**

10.40. We will undertake research regularly to monitor the provision of offices and other types of employment made against the needs of the local economy.

10.41. We will also identify measures required to improve employment opportunities in Merton, if monitoring and research shows that we are losing employment opportunities for which there is identified need in Merton.

## 11. Natural Environment

### Strategic Objective(s):

Strategic Objective 6: To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place.

### DM O1: Open Space

- a) The Council will continue to protect Metropolitan Open Land (MOL) from inappropriate development in accordance with the London Plan and Government guidance.
- b) Development in proximity to and likely to be conspicuous from MOL will be permitted if the visual amenities of MOL will not be injured by reason of siting, materials or design.
- c) Planning permission will only be granted for development proposals within open spaces where:
  - i. The proposal is for the redevelopment of an existing building within open space and does not lead to a net loss of open space;
  - ii. the proposal is linked to the functional use of the open space;
  - iii. the proposal is of a high quality design and does not harm the character, appearance or function of the open space;
  - iv. it retains and/or improves public access to public open spaces; and
  - v. the character and function of the leisure walks and green chains are preserved or enhanced;

### Policy Aim

11.1. To protect and enhance open space and to improve access to open space.

### SA/ SEA Implications

11.2. DM O1 policy meets the sustainability objectives relating to green issues and particularly well by concentrating proposals on appropriate land and protecting the open spaces and improving biodiversity within the borough as well as ensuring development that does not negatively affect landscapes. The policy also provides positives to health and wellbeing through enhancing the quality of life through the provision of open spaces, recreation areas, conservation area and green corridors.

### Justification

11.3. For this policy the term 'open space' includes Metropolitan Open Land (MOL), Public and Private Open Space, Green Corridors, Green Chains, Sites of Special Scientific Interest, Metropolitan, Borough or Local Sites of Importance for Nature Conservation, Local Nature Reserves and Allotments, as shown on the Draft Proposals Map 2011.

11.4. As set out in Merton's Core Planning Strategy, Policy CS13, the Council will continue to protect Metropolitan Open Land (MOL) from inappropriate development in accordance with the London Plan and Government guidance. There are numerous small pockets of landscaped undesignated open space which often form part of the road reserve. These open spaces make a positive contribution to the public realm and in some neighbourhoods such as the St. Helier Estate, are characteristic features recognised in the Borough Character Study, but these open space areas are not relevant to this policy.

- 11.5. Matters regarding Nature Conservation and Sport and Leisure are respectively addressed in paragraphs g and h of Core Strategy Policy CS 13.
- 11.6. Core Strategy Policy CS 13 ensures the protection and enhancement of open space however many designated open spaces have existing buildings within them, such as leisure facilities and changing rooms.
- 11.7. Redevelopment of these sites for a mix of uses should re-provide existing uses as part of a new scheme that compliments and enhances the function of the open space (e.g. pavilions and changing rooms for playing pitches). Where redevelopment can provide for more than one use, this can increase the occupancy of the building, creating a more secure environment and helping to minimise vandalism and crime.
- 11.8. Due to transport and access considerations, it is considered that buildings nearer to the edges of opens space that have independent access are likely to be appropriate for a greater range of uses than buildings that are accessible only by crossing the open space.
- 11.9. Proposals to redevelop these buildings should be of high quality design, and of a scale and massing that are appropriate to their setting. Redevelopment should normally re-provide the existing use of the building where this use was linked to the function of the open space, for example pavilions, changing rooms, and other leisure uses which are appropriate and necessary for playing pitches to function effectively. Such developments can also help to provide leisure and community uses linked to the function of the open space for which there is need where these were not provided before.
- 11.10. As set out in the policy, redevelopment of existing buildings within open space should not result in a net loss of open space.
- 11.11. Guidance regarding the limited instances when development within MOL might be acceptable is set out government guidance and the London Plan.
- 11.12. Development of land outside the boundaries of MOL, but in proximity to it, may damage the open character of the MOL. MOL therefore needs to be protected from development proposals which would be visually intrusive, particularly high buildings or other high structures.
- 11.13. It is important to protect the existing Green Chains to further improve linkages between and across open spaces. Such links provide important informal recreational opportunities for walking and cycling, create a safe and pleasant environment, and allow appreciation of attractive landscapes and features of historical significance. A large number of open space areas in Merton are linked by rivers, brooks and small or linear open spaces, or are separated from one another by short sections of built development. This provides opportunities to exploit the informal recreation potential of the open spaces and waterways by making them more accessible to the public. Where appropriate, proposals should utilise opportunities to improve public access to the existing open spaces. Improving accessibility to open space will be delivered in tandem with Core Strategy Policy CS 18.

### **Delivery and Monitoring**

- 11.14. This policy will be delivered through the development management process and monitored through the local performance framework. Community Infrastructure Levy and, where appropriate, planning obligations may be used to protect and enhance open space, encourage biodiversity and support leisure and culture in the borough.
- 11.15. We will work with the GLA and recognised agents such as the Environment Agency, Natural England and National Trust to maintain protection and encourage enhancement of our



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designated open spaces. This may also involve working with agencies such as CABI, Mitcham Common Conservators, and Wimbledon and Putney Commons Conservators.

- 11.16. Improving accessibility to open space will be delivered in tandem with the Policy CS 18 'Active Transport' policy.

## DM O2 Trees, hedges and landscape features

- a) A development proposal will be expected to retain, and where possible enhance, hedges, trees and other landscape features of amenity value.
- b) Development will only be permitted if it will not damage or destroy any tree of amenity value which is:
  - i. protected by a tree preservation order;
  - ii. within a conservation area; or
  - iii. has significant amenity value as perceived from the public realm.
- c) However, development may be permitted when:
  - i. the removal of the tree is necessary in the interest of good arboricultural practice or
  - ii. the benefits of the development outweighs the tree's amenity value.
- d) In granting permission for a proposal that leads to the loss of a landscape feature of amenity value, replacement of the feature, or landscape enhancement of a similar or greater value to that which has been lost will be secured through the use of conditions or planning obligations.

### Policy Aim

11.17. To protect trees, hedges and other landscape features of amenity value and to secure suitable replacements in instances where their loss is justified.

### SA/ SEA Implications

11.18. The policy meets the sustainability objectives relating to green issues by improving biodiversity within the borough as well as ensuring development that does not negatively affect landscape features.

### Justification

11.19. Trees make an important contribution to the borough's townscape and the quality of life for residents. We will use the existing planning mechanisms i.e. Tree Preservation Orders and Conservation Area designations to protect existing trees on private land.

11.20. We consider it important that development proposals are accompanied by appropriate reports and surveys to deal with the impact of the proposals on the existing vegetation. When applicable, developers will need to demonstrate that they have paid regard to current British Standards such as, BS 5837:2005 'Trees in relation to construction - Recommendations', BS 3998:2010 'Tree Work – Recommendations' and other relevant documentation such as the Arboricultural Advisory and Information Service's 'Arboricultural Practice Note 12'.

### Delivery and Monitoring

11.21. This policy will be monitored in consultation with the Council's Arboricultural officers..

## 12. Design

### Strategic Objective

Strategic Objective 8: To promote a high quality urban and suburban environment in Merton where development is well designed and contributes to the function and character of the borough.

### DM D1 Design Considerations in all Developments

- a) Proposals for all development will be expected to meet the following criteria:
  - i. Relate positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings and existing street patterns, urban layout and landscape features of the surrounding area;
  - ii. Use appropriate architectural forms, language, detailing and materials which complement and enhance the character of the wider setting;
  - iii. Provide layouts that are safe, secure and take account of crime prevention;
  - iv. Ensure appropriate provision of outdoor amenity space, whether public, private or communal which accords with appropriate minimum standards and is compatible with the character of surrounding areas;
  - v. Ensure provision of appropriate levels of sunlight and daylight, quality of living conditions, amenity space and privacy, to both proposed and adjoining buildings;
  - vi. Protect new and existing development from visual intrusion, noise, vibrations or pollution so that the living conditions of existing and future occupiers are not unduly diminished;
  - vii. Conserve and enhance the natural environment, particularly in relation to biodiversity and wildlife habitats and gardens;
  - viii. Ensure that landscaping forms an integral part of any new development;
  - ix. Ensure the highest practical standards of access and inclusion and be accessible to people with disabilities.

### Policy Aim

12.1. To achieve high quality design and protection of amenities within the borough.

### SA/ SEA Implications

12.2. Policy DM D1 policies meet the majority of the sustainability objectives as it covers a variety of design considerations that would need to be accounted for in proposals for development.

### Justification

12.3. Merton's Core Strategy promotes a high quality and sustainable environment in Merton, where development is well designed and contributes positively to Merton's character. Core Strategy policy CS14 (Design) sets out how development needs to be designed to respect, reinforce and enhance the local character to contribute to Merton's sense of place and identity. Merton's Design SPD will contain more detail on how this is to be achieved.

12.4. The council will encourage high quality innovative, contemporary and sustainable design. New development proposals will be welcomed that respect the character of the wider area and reinforce a "sense of place" by recognising the local distinctiveness of areas as identified in the Borough Character Study or Conservation Area Character Appraisals.

12.5. We will seek a minimum garden area of 50 square metres as a single usable plot for all new houses and 10 square metres in the case of flats per habitable room. For flats amenity space

may be communal but should form a consolidated area. Further guidance will be contained in Merton's Design SPD.

- 12.6. Personal safety and security are important concerns for people in the borough. It is therefore important that the design of any development must take account of these requirements, by providing well designed public areas and routes and facilitating the natural surveillance of the public realm from adjacent buildings. Detailed guidance will be contained in Merton's Design SPD.
- 12.7. New developments should not cause significant adverse impacts on species, habitats and landscape. Back gardens are an important element in the borough's wildlife habitat provision and biodiversity. New developments should provide for sufficient space for new planting or existing planting to grow. They should incorporate opportunities including green roofs, roof gardens, terraces, permeable surfaces, window boxes and climbing plants.
- 12.8. In considering applications for development, good use of all intrinsic site features will be sought existing site characteristics prior to the commencement of development. The Council will normally impose planning conditions requiring any landscape scheme to be implemented within a specified period following completion of the main building works.
- 12.9. In accordance with Core Strategy Policy CS15, the demonstration on how new developments make effective use of resources and materials, minimises water use and CO2 emissions is required.
- 12.10. All applications shall be accompanied by a Design and Access Statement (DAS) to demonstrate how the design has been arrived at. The format and content of DAS should follow the guidance set out in the CABI publication 'Design and Access Statements (2006).
- 12.11. In accordance with policy CS14, All new build accommodation must ensure that it complies with the most appropriate minimum space standards, The London Plan and its supporting guidance. Further detailed guidance will also be contained in Merton's Design SPD with area specific guidance set out in the accompanying Borough Character Study.

### **Delivery and Monitoring**

- 12.12. We will produce supporting documents to assist with the implementation of Policy DM D1 including a Design SPD which will provide additional guidance on design matters and considerations and the Borough Character Study which will include more locally specific guidance. We will also have regard to best practice on urban design, including "By Design – Urban Design in the Planning System: towards best practice (DETR, 2000), English Heritage and CABI guidance. Policy DM1 will be monitored via the Annual Monitor Report.

## DM D2 Alterations and Extensions to Existing Buildings

- a) Alterations or extensions to buildings will be expected to meet the following criteria:
- i. Respect and complement the design and detailing of the original building;
  - ii. Respect the form, scale, bulk, proportions and materials of the original building;
  - iii. Use external materials that will be appropriate to the original building and to its surroundings;
  - iv. Respect space between buildings where it contributes to the character of the area;
  - v. Complement the character and appearance of the wider setting;
  - vi. Ensure that noise, vibrations or visual disturbance resulting from the development do not diminish the living conditions of existing and future residents;
  - vii. Where the proposal incorporates a new or altered roof profile, ensure that materials are sympathetic to the existing building and the surrounding area;
  - viii. Ensure proposals for dormer windows are of a size and design that respect the character and proportions of the original building and surrounding context, do not dominate the existing roof profile and are sited away from prominent roof pitches, unless they are a specific feature of the area;
  - ix. Ensure that roof forms and materials are of an appropriate size, type, form and materials for the existing building, such that they are not unduly dominant, and respect the prevailing positive characteristics of the area.

### Policy Aim

12.13. To achieve high quality design and protection of amenities within the borough.

### SA/ SEA Implications

12.14. Policy DM D2 policies meet the majority of the sustainability objectives as it covers a variety of design considerations that would need to be accounted for in proposals for development.

### Justification

12.15. Well designed buildings make an important contribution to the character and quality of an area. Whilst we would not wish to remove or reduce the freedom of architectural expression, some basic guidelines are considered necessary for the public and developer alike in order to protect the established character and distinctiveness of the Borough or enhance this wherever possible. The Council's proposed Design SPD and accompanying Borough Character Study will provide further detailed guidance on this subject.

12.16. New development proposals should be based on an assessment of character and recognise the local distinctiveness of areas and emphasise a positive local sense of place. All applications shall be accompanied by a Design and Access Statement (DAS) to demonstrate how the design has been arrived at. The format and content of DAS should follow the guidance set out in the CABI publication 'Design and Access Statements (2006).

### Delivery and Monitoring

12.17. We will produce supporting documents to assist with the implementation of Policy DM D1 including a Design SPD and Borough Character Study which will provide additional guidance on design matters and considerations.

## DM D3 Managing Heritage Assets

Planning permission will be granted for:

- a) Development proposals affecting a heritage asset or its setting where they are in accordance with the following criteria:
  - i. Principles set out in PPS5 (or the National Planning Framework) and the detailed guidance set out in the accompanying Historic Environment Planning Practice Guide, the London Plan, and further English Heritage Guidance;
  - ii. Merton's published conservation area character appraisals and management plans and the guidance statements set out in the Borough Character Study.
- b) All development proposals associated with the borough's heritage assets or their setting will be expected to demonstrate, within a Heritage Statement, how the proposal conserves and where appropriate enhances the significance of the asset in terms of its individual architectural or historic interest and its setting.
- c) Proposals that will lead to substantial harm to the significance of or the total loss of heritage assets will only be granted in exceptional circumstances where the requirements of PPS5 (or the National Planning Framework para.184) have been met.
- d) Outline applications will not be acceptable for developments that include heritage assets

### Policy Aim

12.18. To protect and where appropriate enhance Merton's heritage assets and distinctive character.

### SA/ SEA Implications

12.19. Policy DM D3 contributes positively to biodiversity, open space and the preservation and enhancement of heritage assets. The policy achieves its aim to protect and manage Merton's heritage and create a sense of place, encourage belonging and pride in Merton.

### Justification

12.20. Core Strategy policy CS14 aims to conserve and enhance Merton's heritage assets and wider historic environment. Development proposals will therefore, also need to meet the satisfying the requirements of policy CS 14.

12.21. Merton has a rich and varied heritage ranging from designated heritage assets of national importance such as the remains of Merton Priory founded in 1117 (a scheduled ancient monument) to the suburban heritage of the 1930's. The Council has a duty to consider the significance of all these areas that are positively identified as having heritage significance when carrying out its statutory functions and through the planning system.

12.22. Heritage assets are the valued components of the historic environment. They are defined as any building, site, place, area or landscape, positively identified as having a degree of significance meriting consideration in planning decisions. The term embraces all manner of features, whether standing, buried or submerged, whether designated or not and whether or not capable of designation.

12.23. The identification of a heritage asset could be through a range of means including; formal designation such as conservation area or listed building status and undesignated heritage assets identified within the Borough Character Study or during the development control process itself.

- 12.24. Heritage assets covered by this policy include:
- Listed buildings (designated HA)
  - Locally listed buildings (undesignated HA)
  - Buildings in conservation areas (designated HA)
  - Historic parks and gardens (designated HA)
  - Scheduled ancient monuments (designated HA)
  - Archaeological Priority Zones (designated HA)
  - Any other building, monument, site, area, streetscape or landscape that is positively identified as having a degree of significance
- 12.25. Heritage Statements will be required to set out how proposals conserve, enhance or restore heritage assets and where appropriate, conservation management plans should be prepared for the future maintenance and management of the asset. Special attention should be paid to the conservation or reinstatement of individual details of the asset that contribute towards its particular character, for example; chimneys, windows, doors, roof covering, boundary treatments and the individual elements of shop fronts. The loss or alteration of individual features can cause substantial harm to the significance of heritage assets.
- 12.26. The level of detail provided in the heritage statement should be proportionate to the asset's importance in terms of the significance of the asset affected and the impact of the proposal. Where the proposal has a substantial impact on the significance of a heritage asset, it should be carried out by a specialist historic environment consultant.
- 12.27. Where the Heritage Statement identifies the potential of archaeological remains within an Archaeological Priority Zone, an Archaeological Evaluation Report (and where necessary a field evaluation) will also be required in accordance with the requirements set out in the Archaeology SPG.
- 12.28. All development proposals affecting heritage assets or their setting will need to be in accordance with the detailed guidance set out in the Historic Environment Planning Practice Guide that accompanies PPS:5 Planning for the Historic Environment. The guidance covers issues such as recording of information relating to heritage assets, guidance on repairs and restoration, change of use and improving energy performance etc.
- 12.29. Once harmed or lost, heritage assets cannot be replaced. The Council maintains, with English Heritage, a list of Heritage at Risk and will work with owners and organisations able to offer grant funding, to ensure the sustainable conservation of these important heritage assets.
- 12.30. The Council makes available on its website details of the borough's heritage assets including conservation areas (design guidance, appraisals and management plans) as well as details of listed and locally listed buildings, Registered Parks and Gardens and Scheduled Ancient Monuments.

### **Delivery and Monitoring**

- 12.31. We will work with strategic partners such as English Heritage, The National Trust, The Heritage and Design Working Group and local amenity societies and organisations to conserve and enhance Merton's historic environment. This may include identifying additional areas or buildings of heritage significance within the borough. The Council's Design Review Panel and the Design Champion will advise on development proposals. We will also undertake further Conservation Area Appraisal and Management Plans, and identify additional buildings for local and statutory listing as appropriate.

## DM D4 Urban Design and the Public Realm

Proposals for all development and works to the public realm must be of the highest standard and adhere to the most appropriate policy guidance and best practice. In order to ensure this, all proposals must accord, where relevant, with the following principles of good urban design:

- a) The creation of urban layouts based on a permeable and easily navigable network of recognisable streets and spaces that link in seamlessly with surrounding development and facilitate walking, cycling and use of public transport. (Permeability)
- b) The creation of urban environments which are easy to understand and navigate through, by provision of legible routes, spaces and landmarks and clearly defined buildings and spaces. (Legibility)
- c) The creation of buildings and spaces which are economically and socially sustainable, by offering variety and choice, and by being able to adapt to changing social, technological and economic conditions without the need for future remedial intervention. (Robustness)
- d) The maintenance and enhancement of identified important local views, panoramas and prospects and their settings and where appropriate, create new views.
- e) New development should provide and reinforce a clearly identifiable network of public streets and spaces that constitute the public realm, based on the creation of 'defensible space', and a clear distinction and appropriate gradation between public and private space.
- f) Proposals for changes to and enhancement of the highway shall be designed according to best practice and, depending on their scale and impact, may be subject to a design review process.
- g) Development in town centres and other retail and mixed use areas must interact positively with the public realm by the creation of active and attractive frontages that promote natural surveillance and not create dead frontage through lack of windows or provision of advertising.
- h) Proposals for the conversion of front gardens for vehicle parking should not be detrimental to the character of the street or highway safety or undermine biodiversity, prevent sustainable drainage or reduce highway safety. Further guidelines on this are included in Merton's Design SPD.
- i) As part of larger developments and enhancements, the Council will seek to achieve innovative and interesting provision of public art in the public realm.

### Policy Aim

12.32. To ensure high quality design of buildings and places in the borough.

### SA/ SEA Implications

12.33. DM 4 policies meet the majority of the sustainability objectives as it covers a variety of design considerations that would need to be accounted for in proposals for development.

### Justification

12.34. Building places based on sound and established principles of good urban design is a fundamental element of successful place-making. It is a holistic approach to the physical arrangement of our environment. It encompasses issues of layout, land use, security, economic development, regeneration, community and social life and the general appearance and attractiveness of places. It is also key to achieving the sustainability of our environments by building places that have inherent longevity and an ability to adapt to changing circumstances inexpensively.

12.35. Well designed places feel safe because they have built-in natural surveillance through the design of buildings and spaces, as well as having complementary mixes of uses and activities. Places that work well and look good also help engender a sense of belonging and



local pride, which in itself encourages community participation and helps keep a place safe. Excessive and overt manifestations of security features often have the opposite effect.

- 12.36. A vital part of how we perceive our environment comes from the design, layout and appearance of our streets and spaces – the public realm. New, larger developments create new streets and spaces. Smaller, individual developments affect the appearance and perception of the existing public realm. Careful urban design consideration needs to be given to the impacts on the public realm by all development, from small scale safety and parking schemes to major town centre enhancement projects.
- 12.37. The Council will seek to improve the quality of street furniture, lighting, landscape treatments, surfacing materials and signage in the borough either as part of the development of sites or through environmental improvement schemes.
- 12.38. A number of key documents have been published that provide guidance on good urban design, for buildings, places and the public realm. These go into more detail than the council's policies can and should therefore be referred to aid the design of proposed new development. The council will have regard to such documents when considering planning applications. These documents include By Design: Urban Design in the Planning System – Towards Better Practice; DETR & CABE; May 2000; Urban Design Compendium I; English Partnerships, The Housing Corporation (HCA) & Llewellyn Davies; August 2000; Urban Design Compendium II – Delivering Quality Places; English Partnerships, The Housing Corporation (HCA) & Roger Evans & Associates; September 2007; Car Parking: What Works Where; English Partnerships; March 2006; Manual for Streets; DCLG & DfT; March 2007; Manual for Streets 2, Wider Application of the Principles, CIHT, September 2010, Safer Places – The Planning System and Crime Prevention; ODPM (DCLG) & Home Office; February 2004;
- 12.39. All applications shall be accompanied by a Design and Access Statement (DAS) to demonstrate how the design has been arrived at. The format and content of DAS should follow the guidance set out in the CABE publication 'Design and Access Statements (2006).

### **Delivery and Monitoring**

- 12.40. We will require Design and Access Statements to support applications. We will produce supporting documents to assist with the implementation of Policy DM D4 including Merton's Design SPD which will provide additional detailed guidance concerning urban design and public realm.

## DM D5 Advertisements

Planning permissions will be granted for advertisements and hoardings where they do not harm the defined character of an area, amenity or public safety in accordance with government guidance and Merton's proposed Design SPD. When assessing proposals for new advertisements, cumulative impacts will be taken into account

### Policy Aim

12.41. To ensure high quality design and protection of amenities within the borough. To ensure that the quality, character and amenity of the borough is not diluted or undermined by inappropriate or excessive advertising on buildings, in the street or on shop-fronts. To ensure that expenditure of scarce public resources on public realm enhancement schemes and regeneration initiatives achieves the desired results and is not diluted or undermined by inappropriate proliferation of advertisements.

### Policy Aim

12.42. To encourage high quality design and protection of amenities and public safety within the borough.

### SA/ SEA Implications

12.43. DM 5 scores favourably to ensure that advertisement proposals, consider health issues in a controlled manner, and not result in a negative impact to the environment, public safety and public amenities .

### Justification

12.44. Advertisements are a regular feature of our urban environment and, when designed and located sensitively, can play a positive role in creating a vibrant and interesting place. However some forms of advertising are intrusive due to their proliferation. Left unchecked, advertisements may proliferate to unacceptably intrusive levels and it is therefore important that the council is vigilant in using its powers to prevent inappropriate and unacceptable advertisements occurring in the borough.

12.45. The council will manage the proliferation of advertising in the public realm, having direct control over most of the highway and responsibility for its character, appearance and safety. It also invests a significant sum of public money into schemes to enhance the public realm and its safety. It is therefore important that when such schemes are proposed and implemented, the council maintains control over any advertising in the public realm such that it does not prevent the achievement of wider aims to benefit the public.

12.46. The erection of advertising hoardings can block views and vistas along streets – important for orientation and understanding the public realm - or deflect attention inappropriately from the general townscape or important local landmarks. This is particularly so with advertising on the pavement, or particularly large or prolific hoardings. A proliferation of signs in any locality will usually turn visual interest into visual clutter. Potential losses of views will be taken into consideration when determining applications. Inappropriately designed, sized or sited, advertisements can detract from the visual appearance of individual buildings and the wider townscape. This can be the case in any part of the borough, but particularly sensitive are Conservation Areas, Metropolitan Open Land or the vicinity of Listed Buildings. Advertisements should not represent a safety or security hazard to pedestrians or motorists by impeding views, unduly distracting attention, creating opportunities for concealment or otherwise undermining perceptions of safety.

12.47. When assessing the impact of an advertisement proposal, the cumulative impacts of advertisements on the streetscape and public realm will be taken into account.

### **Delivery and Monitoring**

12.48. We will produce supporting design guidance on advertisements in Merton's proposed Design SPD to assist in the implementation of Policy DM D5.

## **DM D6 Telecommunications**

Proposals for telecommunications apparatus will be considered in accordance with International Commission guidelines, relevant Government guidance, Merton's Design SPD and the Borough Character Study.

### **Policy Aim**

12.49. To encourage high quality design and protection of amenities within the borough.

### **SA/ SEA Implications**

12.50. DM 6 scores favourably to ensure that telecommunications proposals, consider health issues in a controlled manner, and not result in a negative impact to the environment, public safety and public amenities

### **Justification**

12.51. The council recognises the benefits of an up-to-date telecommunications industry and the needs of telecommunications companies in maintaining this. This needs to be balanced with minimising the environmental impact and ensuring a high quality urban environment.

12.52. The council is therefore keen to minimise the adverse impacts on visual and environmental amenity and public safety of proposals for telecommunications, particularly in residential areas, on sensitive skylines and in other sensitive locations.

### **Delivery and Monitoring**

12.53. Policy DM D6 will be monitored via the Annual Monitor Report, including the number of refusal decisions or appeal decisions citing this policy.

## 13. Environmental Protection

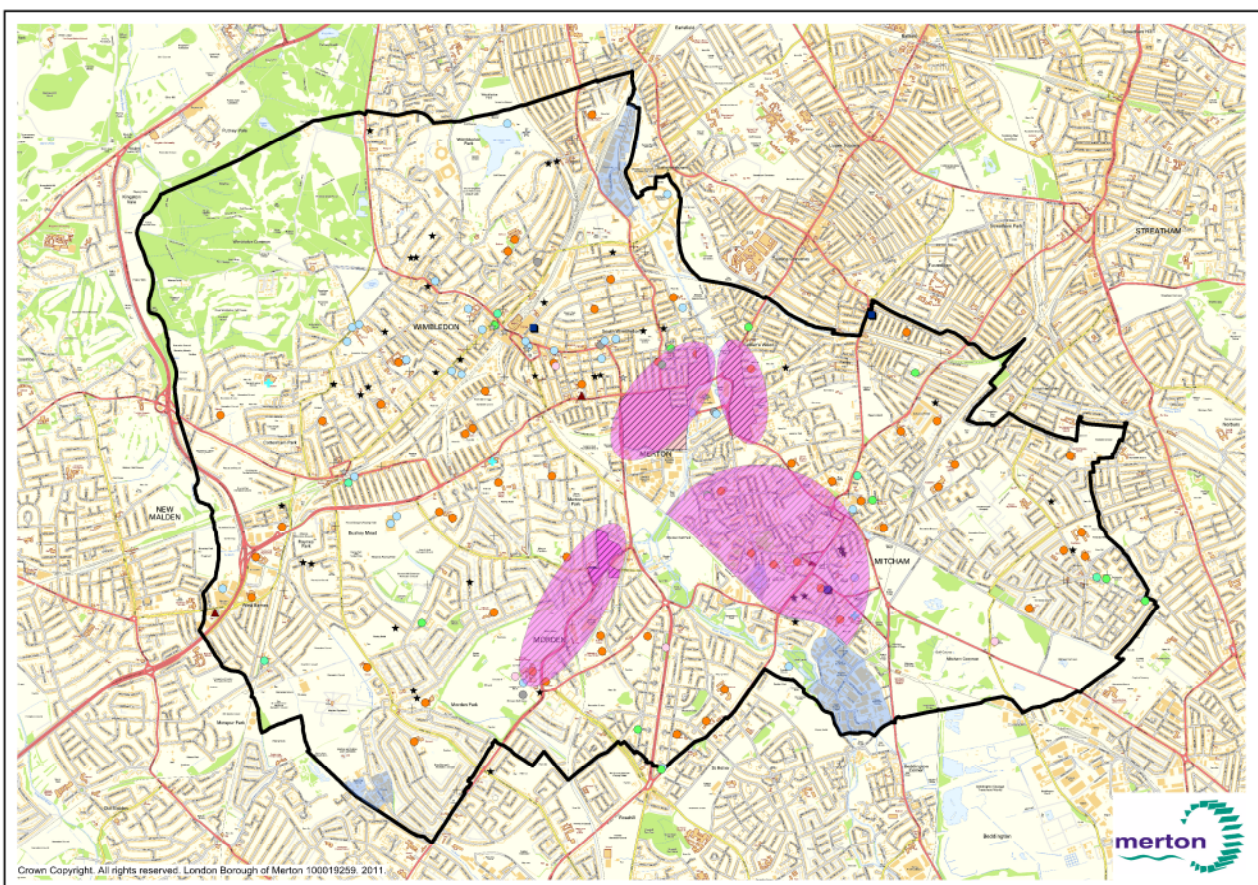
### Strategic Objectives

Strategic Objective 1: To make Merton a municipal leader in improving the environment, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy, consuming fewer resources and using them more efficiently.

Strategic Objective 5: To make Merton a healthier and better place for people to live and work in or visit.

### DM EP1: Opportunities for decentralised energy networks

The council has identified that Colliers Wood, Morden and Mitcham (see **Figure 13.1**) are areas of opportunity for the development of decentralised energy networks. Within these areas the provision of decentralised energy network infrastructure should be pursued as a higher priority than renewable energy solutions to reduce carbon emissions.



**Figure 13.1 - Merton Heat Map (Areas identified for decentralised energy networks are shown hatched)**

### Policy Aim

13.1. The identification of areas of opportunity for establishing new decentralised energy networks within the borough. To prioritise connection to planned decentralised energy networks

### SA/ SEA Implications

13.2. DM EP1 policy is overall very sustainable, with many positive impacts in relation to energy, reduction of green house gas emissions and ensures that the requirement for renewable

energy and decentralised energy will contribute to meeting the UK's reduction in carbon emission targets and renewable energy targets.

### Justification

- 13.3. To achieve national CO2 reduction targets, the London Plan outlines a number of policies intended to help deliver emissions reductions through the planning system. The London Plan energy hierarchy (Policy 5.2) states that “developments should seek to make the fullest contribution to minimising CO2 emissions in accordance with the following energy hierarchy:
- Be lean – use less energy
  - Be clean – supply energy efficiently
  - Be green – use renewable energy
- 13.4. The London plan also contains targets for the level of energy that is expected to be delivered by decentralised energy networks, setting a strategic target for 25% of heat and power within the capital to be generated through the use of localised decentralised energy systems by 2025.
- 13.5. London Plan Policy 5.5 on decentralised energy networks also highlights the need for local authorities to consider decentralised energy through the development of their LDF policies to:
- Identify opportunities of establishing new networks
    - Develop energy master plans for specific decentralised energy opportunities which:
      - Identify major heat loads
      - Major heat supply plants
      - Implementation options for delivering feasible projects, considering issues of procurement, funding and risk and the role of the public sector.
      - Require developers to priorities connection to planned decentralised energy networks where feasible.
- 13.6. The core strategy encourages all major developments to be ‘Multi Utility Service Company’ (MUSCo) in Policy CS 15d.
- 13.7. Any development occurring within the identified decentralised energy opportunity areas that do not make any contribution towards reducing emissions through the efficient supply of energy would be deemed to be failing to make effective use of resources and materials and CO2 emissions in line with the requirements of Merton's Core Planning Strategy Policy CS 15(a).
- 13.8. Developments in these decentralised energy network opportunity areas will be expected to:
- Include decentralised energy when considering the feasibility of different energy strategies for developments.
  - Include the carbon savings that will arise from the use of decentralised energy networks in their sustainability appraisal, even if the network is not yet operational.
  - Developments in decentralised energy network opportunity areas will be expected to connect to, or be ready to a decentralised energy network.

### Delivery and Monitoring

- 13.9. We will work with developers and energy consumers to foster the development of decentralised energy networks, and establish energy master plans or decentralised energy feasibility studies for areas of regeneration.

## DM EP2: Reducing and Mitigating Against Noise

Developments which would have a significantly adversely effect on existing or future occupiers or on the amenity of the locality by reason of noise generation or vibration will not be permitted unless the potential noise problems can be overcome by mitigating measures. Where appropriate the mitigation measures will be sought by conditions.

Noise-generating developments should be located away from noise sensitive land uses. Noise-sensitive developments should be located away from noise priority locations and noise generating land uses.

The cumulative impact of noise will be taken into account when considering development proposals.

Where appropriate, the Council will require the submission of a Noise Impact Assessment.

### Policy Aim

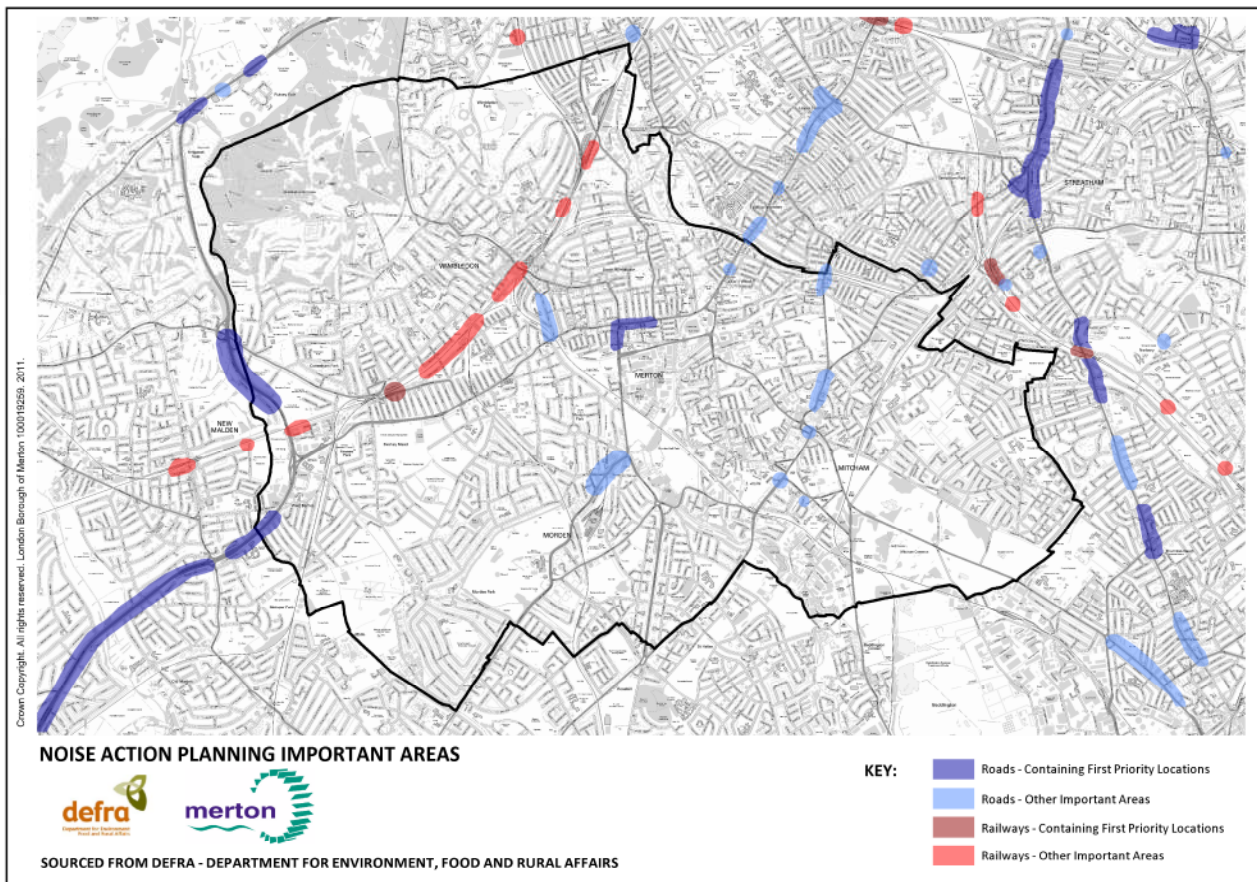
- 13.10. To ensure that development is sustainable and managed to minimise its impact on the local environment and residential amenity.

### SA/SEA Implications

- 13.11. This policy seeks to ensure that noise and vibration is controlled and managed by minimising impacts to the environment and people. The policy generally has a positive outcome in meeting the broad principles of all of the sustainability objectives in particular to 1 and 8.

### Justification

- 13.12. Noise can have a considerable impact on people's health, enjoyment of public places and the environment. It is therefore important that development reduces exposure to environmental noise. Locations where noise has a significant impact are likely to attract planning contributions to mitigate against the adverse impacts of noise or demonstrate that the development has been designed in such a way as to mitigate against noise pollution.
- 13.13. The Department for Environment Food and Rural Affairs (Defra) has produced a strategic noise map (see **Figure 13.2**) for major airports, roads and railways in London and we will have regard to this information in the assessment of relevant development proposals (Fig X) in addition to regional and national policy guidance such as the Noise Action Plan for London and the mayor of London's Ambient Noise Strategy. . This mapping helps to identify areas where noise needs to be managed most. In areas of elevated levels of noise (including alongside the A3 Kingston Bypass, Plough Lane, Cricket Green and South Wimbledon Junction) developments will be expected to mitigate against the effect of noise by incorporating the mitigation of noise within their design.



**Figure 13.2 - Noise Action Planning Important Areas**

- 13.14. It is necessary to separate sources of noise from noise-sensitive developments and control noise at source where possible. Examples of noise-sensitive land uses are hospitals, housing and schools. Developments that are close to noise sensitive areas will be expected to mitigate against the effects of noise during the construction and operation of the development.
- 13.15. In appropriate cases the council will use planning conditions to manage and control the potential harm to amenity or the local area.

**Delivery and Monitoring**

- 13.16. The reduction of noise pollution from new developments can be delivered and monitored through the use of sustainable design and construction standard credits relating to the reduction of noise pollution.
- 13.17. The on-site mitigation of noise pollution through design and building fabric improvements can also be delivered and monitored through the use of sustainable design and construction standards. For more information please see the councils Supplementary Planning Document: Sustainable design and construction.
- 13.18. The effects of traffic can have a significant impact on the quality of the public realm in terms of noise. Where it is not possible to satisfy or mitigate against noise pollution on-site the delivery of remedial measures to the highway, obligations and contributions will be co-ordinated with Merton’s Sustainable Transport Strategy and Local Implementation Plan (LIP 2) and other council funding streams and through the Council’s monitoring, road maintenance and delivery management structures.

- 13.19. The Council will work with transport stakeholders, providers and developers to identify physical, operational and capacity constraints within the public transport network to deliver proposals identified through the Transport Assessments.



## 14. Flooding and Drainage

### Strategic Objective

Strategic objective 5: To make Merton an exemplary borough in mitigating and adapting to climate change and to make it a more attractive and green place.

### DM F1: Support for Flood Risk Management

- a) To minimise the impact of flooding the council will:
- i. Encourage development in areas of lower risk by applying the Sequential Test; any unacceptable development and land uses will be restrained.
  - ii. Ensure that developments consider all sources of flooding, including the risks of flooding arising from the development, in addition to the risk of flooding the development and impacts from climate change; where a Flood Risk Assessment is required.
  - iii. Permit appropriate development in Flood Zones 1, 2, 3a and 3b subject to meeting the criteria in the following table:

Flood Zones	Sequential Test	Exception Test	FRA requirement
<p><b>Flood Zones 1 Low probability</b></p> <p>No land development restrictions.</p>	Not applicable	Not applicable	<p>Required for sites greater than 1 ha</p> <p>Required for other developments proposals where there is evidence of risk from other sources of flooding including, surface water, ground water and sewer flooding.</p>
<p><b>Flood Zone 2 Medium probability</b></p> <p>Self contained residential basement and bedrooms at basement level will not be permitted by the council.</p> <p>All basement, basement conversions and basement extensions must:</p> <p>Have internal access to a higher floor, adopt resilient and resistant design techniques and be flood resistant.</p> <p>Developers are required to ensure all designs of gardens and open spaces are done in a way that optimises drainage and reduces runoff.</p>	Required for all developments	Required for high vulnerable development	Required for all development proposals unless the development is a for change of use from water compatible to less vulnerable

<p><b>Flood Zone 3a High probability</b></p> <p>Land uses are constrained to water compatible, less and more vulnerable development. High vulnerable development will not be permitted by the council.</p> <p>Self contained residential basement and bedrooms at basement level will not be permitted by the council.</p> <p>All, basement, basement conversion and basement extensions must: have internal access to a higher floor; adopt resilient design techniques and be flood resistant</p>	<p>Required for all developments</p>	<p>Required for more vulnerable and essential infrastructure</p>	<p>Required for all development proposals.</p>
<p><b>Flood Zone 3b</b></p> <p>The Functional Floodplain as indentified in the SFRA will be protected by not allowing any form of development on undeveloped sites unless it:</p> <p>For water compatible development</p> <p>For essential infrastructure which has to be located in a flood risk area and where no alternative locations are available, it can be developed safely, without increasing flood risk elsewhere and where possible reduce the flood risk overall.</p> <p>The council will only support redevelopment of existing developed sites if there is a net flood risk reduction and the restoration of the functional floodplain to it original function</p> <p>Change of use or conversions to a use with a higher vulnerability classification will not be permitted by the council.</p> <p>Basements, basement extensions. Conversion of basements to a higher vulnerability classification or self contained units will not be permitted by the council.</p>	<p>Required for essential utility and transport infrastructure</p>	<p>Required for essential utility and transport infrastructure</p>	<p>Required for all development</p>

**Policy Aim**

14.1. The Flooding policy is in place to ensure proposals have regard to the potential impact that development may have on it. It seeks to protect and enhance the natural environment that is beneficial to all, including humans, animals and flora and fauna.

**SA/ SEA Implications**

- 14.2. The Flood Management policies ensure individual development proposals will have no adverse impact and that essential infrastructure will not be at risk. It seeks to protect and enhance the natural environment that is beneficial to all including humans, animals and flora and fauna.
- 14.3. The policies meet the sustainability objectives that relate to the safeguarding and promotion of the natural environment. This includes flooding, climate change all factors which affect the quality of life for humans, animals and flora and fauna.

### Justification

- 14.4. Core Strategy Policy CS16 Flood Risk Management identifies the Council's approach to managing flood risk in the borough. Merton's Strategic Flood Risk Assessment 2009 (SFRA) approved by the Environment Agency (EA) identifies the detailed criteria against which a planning application will be assessed regarding flood risk. The following policies support the Core Strategy and provide further detail for consideration alongside the information contained within the SFRA.
- 14.5. In accordance with the London Plan, a joint Strategic Flood Risk Assessment was prepared by Scott Wilson consultants on behalf of the London boroughs of Sutton, Croydon, Merton and Wandsworth. The Level 1 SFRA Report (June 2008) provides an assessment of all potential sources of flooding within the Wandle catchment area, taking climate change into account, as the basis for applying the PPS25 Sequential Test to all proposed site allocations.
- 14.6. The SFRA Level 2 Report (July 2009) provides supplementary information to the Level 1 SFRA to provide further detailed information on those sites that may require further assessment as part of the PPS25 'Development and Flood Risk' 'Exception Test' and to inform the preparation of site-specific Flood Risk Assessments by developers where appropriate. The SFRA incorporates the recently updated modelling study of the Beverley Brook undertaken during 2009.
- 14.7. The document also contains guidance on building design, Flood Risk Assessments (FRA) and vulnerability, developments behind flood defences, developments located within the River Wandle and Beverley Brook floodplains, surface water flooding and the use of Sustainable Drainage Systems (SuDS), water resources, residual risk and emergency planning. The Council will use the SFRA alongside the advice of the EA when considering flood risk matters.
- 14.8. Merton is affected by a number of different sources of flood risk, including fluvial (or river) flooding, surface water, sewer and groundwater flooding.
- 14.9. Based on the EA's Flood Map of Surface Water (FMfSW), SFRA and historical flooding records of the borough, indicate that several areas along the Wandle, including around Colliers Wood town centre, the Pyl Brook (feeding into Beverly Brook), Plough Lane (Wimbledon) towards the Wandsworth border, and to the west of the borough around Shannon Corner area are affected by multiple flood risk.
- 14.10. The council will consult the Environment Agency on any application in a flood risk zone. Therefore, any inappropriate development in areas of highest flood risk should be avoided and if possible steered towards areas of lower flood risk.
- 14.11. The EA Flood Zones are classified as follows:
  - Flood Zone 1 (Low Risk) - 1 in 1000 annual probability of flooding or less (<0.1%);
  - Flood Zone 2 (Medium Risk) - between 1 in 100 and 1 in 1000 annual probability of flooding (between 1% and 0.1%);
  - Flood Zone 3a (High Risk) - 1 in 100 annual probability or greater (>1%); and

- Flood Zone 3b (Functional Flood Plain).
- 14.12. Where there are no reasonably available sites in Flood Zone 1, the council will take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2, applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 will the Council consider sites in Flood Zone 3, taking into account flood risk vulnerability and applying the Exception Test where necessary. A site specific Flood Risk Assessment will be required to justify the Exception Test to assess the flood risk posed to proposed developments and to ensure when necessary and appropriate, suitable mitigation measures are included in the development. Where a development type is not entirely compatible with the classification of flood risk as set by the Environment Agency and Defra (Department for Environment, Food and Rural Affairs), the applicant must demonstrate through a FRA that all three elements of the Exceptions Test have been passed.
- 14.13. Information regarding how the Sequential Test and Exception Test should be carried out and guidance on what should be included within a FRA is contained within the Strategic Flood Risk Assessment. Further guidance can be found in the EA's current advice on Flood Risk Assessment requirements in line with government guidance
- 14.14. Flood resilient and resistant measure should be incorporated into design of development proposals in any area susceptible to flooding to minimise and manage the risk of flooding.

### **Delivery and monitoring**

- 14.15. The Council will continue to work in partnership with the EA, GLA, and Thames Water to investigate how the objectives of the Water Framework Directive and the Flood and Water Management Act 2010 can be achieved.
- 14.16. Part of this work includes the production of a Surface Water Management Plan and Preliminary Flood Risk Assessment as part of the Drain London Project. These two documents are in accordance with high level strategic planning documents including the Thames Regional Catchment Flood Management Plan, the Thames Estuary 2100 project and the Thames River Basin District Management Plan.

## DM F2: Sustainable Drainage Systems (SuDS)

Measures will be sought against the impact of flooding from all sources and surface water run-off through the inclusion, of SuDS, green roofs, rain water harvesting and other innovative technologies.

When discharging surface water to the public sewer, developers are required to demonstrate, that the local public sewerage network has capacity to serve the development. If the public sewer does not have capacity, the developer should provide evidence outlining the reasons and demonstrating alternative sustainable approaches to the management of surface water.

Developers are required to ensure all designs of gardens and open spaces are done in a way that optimises drainage and reduces runoff.

### Policy aim

14.17. The Reducing Surface Water policy will lead to a steady reduction in the overall amount of rainfall being discharged into the drainage system and reduce the borough's susceptibility to surface water flooding.

### SA/ SEA Implications

14.18. The Flood Management policies ensure individual development proposals will have no adverse impact and that essential infrastructure will not be at risk. It seeks to protect and enhance the natural environment that is beneficial to all including humans, animals and flora and fauna.

14.19. The policies meet the sustainability objectives that relate to the safeguarding and promotion of the natural environment. This includes flooding, climate change all factors which affect the quality of life for humans, animals and flora and fauna.

### Justification

14.20. In 2007 Merton was severely affected by surface water flooding. The 2007 flooding showed that Merton, along with other parts of south London, is very susceptible to surface water flooding.

14.21. Surface water flooding occurs when the ground and rivers cannot absorb heavy rainfall and when man-made and in many case old Victorian drainage systems have insufficient capacity to deal with the volume of rainfall. Often this type of flooding is localised and happens very quickly, making it very difficult to predict and to give adequate warning.

14.22. Studies indicate that we are likely see an increased risk of flooding associated with climate change. This could mean that surface water flooding is likely to be an increasing problem in Merton.

14.23. In order to reduce the risk of surface water flooding in the borough it is important to ensure that sites consider and implement the principles of SUDS over and above what would be covered by national policy.

14.24. It is important to ensure that new developments sites located within the SFRA's identified area of 'increased risk of surface water ponding' implement surface water attenuation Planning applications will be expected to demonstrate a sustainable approach to drainage through layout and form of development and through the SUDs. Measures will be sought to minimise the potential for flooding and surface water run off and include SuDS, green roofs, grey water re-use and rainwater harvesting is considered in major developments and high water use developments in accordance with the London Plan.

- 14.25. The satisfactory performance of SuDS depends not only on good design but also adequate maintenance, and the provision for adoption and maintenance must be made from the outset.
- 14.26. Where SuDS cannot be implemented, justification must be provided outlining the reasons and demonstrating alternative sustainable approaches to the management of surface water.
- 14.27. The council will require new developments and re-developments to minimise water consumption and the pressure on the combined sewer network. Where a development has capacity problems and improvements in offsite infrastructure are not programmed, planning permission will only be granted where the developer funds appropriate improvements which will be completed prior to occupation of the development.

### **Delivery and monitoring**

- 14.28. The Council will continue to work in partnership with the EA, GLA, and Thames Water to investigate how the objectives of the Water Framework Directive and the Flood and Water Management Act 2010 can be achieved.
- 14.29. Part of this work includes the production of a Surface Water Management Plan and Preliminary Flood Risk Assessment as part of the Drain London Project. These two documents are in accordance with high level strategic planning documents including the Thames Regional Catchment Flood Management Plan, the Thames Estuary 2100 project and the Thames River Basin District Management Plan.

## 15. Transport

### Strategic Objective

Strategic Objective 7 : To make Merton a well connected place where walking, cycling and public transport are the modes of choice when planning all journeys.

### DM T1 Support of Sustainable Transport and Active Travel

- a) The Council will secure improved public transport facilities and interchange opportunities through planning obligations, including where appropriate rest/toilet facilities for drivers, public information infrastructure and cycle parking
- b) Development must provide cycle parking in accordance with the standards set out in the London Plan

### Policy Aim

- 15.1. To promote the use of sustainable transport modes including public transport, walking and cycling, to alleviate congestion, promote social mobility and contribute towards climate change and air quality targets.

### SA/ SEA Implications

- 15.2. DM T1 policy encourages sustainable transport and active travel would have a positive effect on improving travel patterns and promote greater use of travel by other modes. Active travel generates health benefits from increased levels of physical activity and less pollution as a result of a reduction in travel by car. The policy meets sustainable sustainability objectives on climate change, air quality and transport leading to improving accessibility by all modes and improving public transport accessibility.

### Justification

- 15.3. Supporting sustainable travel choices and public transport for people through the planning process is essential to reducing the need to travel by car and to supporting new economic growth as well as relieving pressure in areas of transport congestion and improving access, especially in town centres.
- 15.4. This objective can be facilitated by enhancing existing facilities and providing safe, continuous and well connected walking and cycling routes to places where people wish to travel, in particular between local centres, transport interchanges and services, such as hospitals. For larger developments the council may also seek improvements to public transport services and infrastructure to offset negative impacts and to improve access to public transport.
- 15.5. The provision of quality cycle parking encourages active and healthier life styles and more sustainable travel patterns. All development will be expected to provide cycle parking in accordance with the London Plan standards.
- 15.6. Residential cycle parking facilities should be provided in secure, covered and conveniently sited positions with good access to the street. It should also be easy for everyone to use and manoeuvre cycles both to and within the facility. At non-residential development cyclists will also need proper storage for protective clothing, equipment and, at large sites, showers provided (see TfL Workplace Cycle Parking guidance or London Cycle Design Standards for advice).

- 15.7. An integral part of the Merton's Biking Strategy as supported by Merton's Core Planning Strategy Policy CS18 is the development of strategic cycle hubs or public accessible cycle storage facilities in particular at Wimbledon, Colliers Wood and Morden Town Centre. Contributions towards securing these initiatives may be sought from new development as part of the council's general approach to promoting cycling across the borough. The council will also actively support the aims of the emerging Arcadian Thames and Wandle Valley Green Grid Areas and associated strategies.

### Delivery and Monitoring

- 15.8. Merton's Sustainable Transport Strategy and Local Implementation Plan (LIP 2) 2011 – 26 sets out a programme of soft and hard physical measures to assist walking, cycling and access to public transport facilities including school travel plans, both adult and child cycle training and accessibility improvements at Wimbledon Station.
- 15.9. Merton's Biking Borough Strategy and Action Plan presents a vision of the cycling environment in 2030 and a 15 year programme to improve the cycling experience. Actions will be delivered where opportunities and funding become available.
- 15.10. Pedestrian street audits have been undertaken across a number of key areas in the borough, including Mitcham Town Centre, Raynes Park, Wimbledon Town Centre, colliers Wood and Pollards Hill. Gaps and issues identified will be considered as opportunities and funding arises.
- 15.11. Merton's Public Realm Strategy outlines focus areas for improvement within the borough, which includes the pedestrian, cycle environment. The plan supports improvements in the consistency of design, materials and management of pedestrian areas, as well as the simplification of footways, relocation of road space to achieve a better balance, improvements to crossing and aesthetic enhancements.
- 15.12. We will continue to work with local and regional transport partners in delivering public transport improvements through Merton's LIP2 programme, other council funding streams and developer contributions and obligations.



## DM T2 Consideration of Transport Impacts of Development

- a) Planning permission will be granted for development proposals providing they do not adversely impact on the road or public transport networks, safety or congestion particularly on strategically important routes.
- b) Development proposals will need to demonstrate their impact on the transport network through the provision a Transport Assessment and associated Travel Plan in accordance with Transport for London referral thresholds.
- c) Smaller developments that fall below Transport for London referral thresholds, which may impact on transport conditions, will be expected to demonstrate potential impacts through a Transport Statement.

### Policy Aim

- 15.13. To ensure that development is sustainable and has minimal impact on the existing transport infrastructure and local environment

### SA/ SEA Implications

- 15.14. DM T2 encourages sustainable transport and active travel would have a positive effect on improving travel patterns and promote greater use of travel by other modes. Active travel generates health benefits from increased levels of physical activity and less pollution as a result of a reduction in travel by car. The policy meets sustainable sustainability objectives on climate change, air quality and transport leading to improving accessibility by all modes and improving public transport accessibility.

### Justification

- 15.15. It is important that development is appropriately located and supported by good transport infrastructure to minimise its impacts on the environment and road network by reducing unnecessary journeys and to optimise the economic viability and attractiveness of a site in order to both promote and accommodate future growth.
- 15.16. The design and location of development and its relationship with the transport network and permeability of the public realm are important factors influencing peoples transport decisions and although many areas of the borough are well served by a range of travel options, some parts on the eastern side of the borough around Mitcham and Pollards Hill are relatively under developed in terms of their accessibility to the public transport network.
- 15.17. Merton's Core Strategy Policies CS18 – 20 help to ensure that transport implications are assessed and managed to ensure that transport infrastructure is provided where most needed and integrated across the borough and its borders.
- 15.18. Where a development is expected to have a impact on the road or public transport network, developers are required to submit a Transport Assessment to demonstrate how the transport demands of the site can be accommodated and to scrutinise the movement of people and goods including its impacts on the environment, air quality, congestion and noise.
- 15.19. Details on the preparation of a Transport Assessment and indicative thresholds for which Transport Assessments will be required can be found in Transport for London (TfL)'s guidance for Transport Assessments (April 2010) and Appendix A of Referred Planning Applications – Criteria of the same document. Supporting background data and further advice can be sourced from TfL's annual Travel in London Report. Further advice can be found in the Department of Transport Indicative thresholds for Transport Assessment 2008.

- 15.20. Outside these referral thresholds, the council will consider the need and scope for a TA on a case by case basis taking into account local circumstances. For smaller developments where a full TA is not appropriate then a Transport Statement may be required to address local concerns this might include traffic surveys, draft travel plan and justification for the parking standards used.
- 15.21. Typically a TA will discuss: -
- Details of the development proposals;
  - Development Study/Catchment Areas;
  - Policy Review;
  - Existing Conditions;
  - Trip generation and modal split;
  - Trip Assignment;
  - Details on site access, servicing and on – site circulation;
  - Highway Impact;
  - Impacts and measures for cyclists and pedestrians;
  - Public Transport analysis;
  - Freight;
  - Environmental Impact
  - Travel Plan;
  - Conclusions and recommendations.
- 15.21. To further help mitigate any unwelcomed transport impacts of development and to support the TA, developers will also be required to prepare a Travel Plan setting out their overall management approach, transport objectives and a deliverable plan of soft and physical actions, as appropriate to promote sustainable travel choices. This should ensure that more favourable travel patterns and potential benefits are locked in from the outset. This should be prepared in accordance with Transport for London's Work Place and Residential Travel Planning guidance. Further advice can also be found
- 15.22. In recognition of the differences between certain types of community and religious facilities there is a need to adopt a more tailored approach in developing travel plans so that they meet the unique religious beliefs, practices and culture requirements of the site and organisation. Where considered appropriate travel plans should adopt the approach set out in Westran's Travel Planning document "Having Faith in Travel Planning" guidance.
- 15.23. Merton uses the Public Transport Accessibility Level methodology (PTAL) to assist in determining the most appropriate location for new development and the level of parking to be provided (a map is contained within Merton's Core Strategy). Areas with high PTAL scores are usually well served by a range of facilities and services thereby reducing the need to travel and potential contributions to noise and pollution.
- 15.24. Although PTAL is a useful tool, it does not consider crowding or ease of interchange on the public transport network. These issues will therefore need to be explored within the TA and where issues are identified, supported by improvements to the public transport network

### **Delivery and Monitoring**

- 15.25. Delivery of developer transport proposals, obligations and contributions will be co-ordinated with Merton's Sustainable Transport Strategy and Local Implementation Plan and other council funding streams and through the Council's management and delivery structures.
- 15.26. We will work with transport stakeholders, providers and developers to identify physical, operational and capacity constraints within the public transport network to deliver proposals identified through the TA's.



## DM T3 Applying Relevant Car Parking and Servicing Standards

- a) Development should only provide the level of car parking required to serve the site taking into account its accessibility by public transport (PTAL) and local circumstances in accordance with London Plan standards.
- b) Planning permission for residential permit free development will be approved where the council is satisfied that this will not have an adverse effect on the level of on-street parking, road safety or local amenity. Permit free development will be expected to:-
  - i. Prohibit through legal agreement and Title Deeds occupants from obtaining a parking permit.
  - ii. Benefit from good access to public transport (PTAL 4 or above).
  - iii. Be within an existing Controlled Parking Zone.
  - iv. Ensure that the public transport infrastructure has enough capacity to serve increased demand arising from the development.
- c) That for mixed use development parking spaces should be allocated to each specific use.
- d) Disabled and electric vehicles parking spaces should be provided in accordance with the London Plan standards. Where appropriate, provision should also be made for Car Clubs, motorcycles, taxi and coach parking where identified by a TA or in support of a Travel Plan.
- e) That car parking in retail and leisure development is allocated towards short stay parking, takes into account local charging structures and is not reserved for any development.
- f) Planning permission for the conversion of existing parking places for other uses will be supported where it is demonstrated to be surplus to requirement, the site is well served by public transport and supported by a range of alternative travel choices and will not adversely impact on road safety, on-street parking and local amenity.
- g) New development or modification to existing development should make proper provision for loading and servicing in accordance with FTA guidance.

### Policy Aim

- 15.27. To ensure that the level of parking and servicing provided is suitable with its location and managed to minimise its impact on residential amenity and road network.

### SA/ SEA Implications

- 15.28. DM T3 enforces the London Plan parking standards and encourages permit free development to help reduce the amount of travel by car. Although, Merton Council wishes to promote alternative travel modes to private car, the council will not limit car parking so much that it restricts people's freedom to own and travel by car, as this would be inconsistent in terms of social inclusion.

### Justification

- 15.29. 15.30.PPG13 promotes the uses of parking policies and other transport measures to encourage sustainable travel choices to reduce the overall need to travel by car, its impact on congestion and to alleviate noise and pollution issues.
- 15.30. Development should sympathetically assess the parking needs of a site, concurrently with its wider impacts on neighbouring streets, movement and public transport. This is particularly relevant in town centre areas where a more diverse range of travel options are available and day to day services are more likely to be sited close by. Controlling the level of parking is

also an important factor in influencing sustainable travel patterns (see Core Strategy policy CS18 - 20).

- 15.31. The Council's general approach to parking for new development seeks to limit the level of parking to the minimum amount necessary to serve the development. Particularly in areas with good access and town centres, where lower levels of parking are more achievable.
- 15.32. The council now follows the maximum parking standards set out in the London Plan (as against to previous UDP standards) referred to in Merton's adopted Core Strategy. But will also take account of local circumstances or special considerations where justified and is supported by a range of measures to promote non car trips.
- 15.33. The level of parking should be demonstrated as part of any Transport Assessment or Access Statement and should be substantiated by recent parking surveys where appropriate. To encourage alternatives to the car and wider sustainable principles, developments will be expected to include car club facilities (see Carplus.org.uk for advice) and electric vehicle charging points.
- 15.34. For mixed use development, where competing demands for limited parking space may occur a Parking Management Plan will be sought to maintain access and to mitigate operational issues. These will be secured through appropriate legal agreements.
- 15.35. The provision of new publically accessible off street car parking for retail or leisure uses should discourage long stay use and be available for other uses.
- 15.36. As a realistic and proven alternative to owning a private car Merton's Core Strategy CS20 encourages the provision of Car Club membership schemes or car club parking spaces as part of a wider package of complimentary sustainable measures within a development. In particular, in areas where car parking is under pressure and any overspill parking would have a disproportionate impact on the surrounding neighbourhood.
- 15.37. Car Clubs can also facilitate lower levels of on-site parking provision thereby allowing developers to achieve a higher level of development on a site, especially for larger scale developments or in town centre sites where public transport provision is more extensive.
- 15.38. The provision a car club will normally supported through a legal agreement in conjunction with a Travel Plan. Developers will be encouraged to allow access to bays from the neighbouring community to improve the wider benefits of the spaces. Car Club operators should be part of an Accredited Scheme (see Carplus.org.uk for practical details and supporting guidance) and offer the option of hourly vehicle hire.
- 15.39. Merton's Core Strategy policy CS20 supports the introduction of Electric Vehicle Charging Points both for the home and commercial premises (see [www.SourceLondon.net](http://www.SourceLondon.net) for additional information) The Council will promote the widespread installation of EVCP infrastructure in accordance with standards set out in the London Plan and Mayor's Electric Vehicle Delivery Plan for London. Where charging infrastructure is to be publically available membership of "source London" is recommended to maximise the number of car users who can benefit from the facilities.
- 15.40. In areas of good accessibility or areas of parking stress, with an operational CPZ, the Council will expect developments to restrain the amount of on-site parking and restrict access to on-street resident parking permits (Permit Free). Any parking provided will need to include spaces for disabled motorists and where appropriate car club bays. This is normally secured through a legal agreement with the developer, who will then need to ensure that occupants are made aware through the Title Deed or Lease Agreement that they will not be eligible for a resident's parking permit.

- 15.41. Where development includes a mix of affordable and market units parking should be allocated on an equitable basis unless demonstrated through recent local census or survey data that a different weighting should apply. The council also encourages parking to be as flexible as possible by not allocating spaces to individual dwellings.
- 15.42. In residential areas and town centres noise caused by delivery operations outside normal business hours can cause disturbance and health problems to residents. Poor access can also affect the viability of a site and restrict the type of uses that can safely operate. There are also potential air quality and economic benefits to be gained, where more flexibility on delivery times can help avoid busy peak hour periods. The Council will promote “quite delivery” practices where supported by a Delivery and Service Plan (also see TTR Quite delivery demonstration Scheme for supporting background information).
- 15.43. Servicing should be provided off-street in accordance with Freight Transport Association guidelines to minimise its impact on congestion and the safe movement and operation of traffic. Where this is not possible alternative approaches should be explored to mitigate potential adverse impacts on the road network as part of the accompanying Transport Assessment or Access Statement.
- 15.44. Where a development is likely to generate a significant amount of movement by goods vehicles or materials the Council will require Delivery and Service Plans to be provided so that potential impacts are minimised.
- 15.45. A Delivery and Service Plan is a framework that identifies and manages transport impacts through the active management of business practices associated with the delivery of good and servicing within an organisation to minimise the adverse impacts of delivery and servicing activity. This can be achieved through a range of interventions including modifying business practices, supplier and facilities management. Combined these actions help improve safety, reduce congestion, improve the reliability of deliveries and environmental impacts. Advice can be found in TfL Freight Plan.
- 15.46. Construction Logistic Plans aim to reduce the number of vehicle movements made to a site and their wider impacts on the local community and environment in a well-managed and safe manner, including noise, air quality and congestion to reduce the impact of construction operations where appropriate.
- 15.47. Coaches can significantly reduce car journeys by combining single journeys or drop offs thereby reducing congestion, provide a convenient means to convey people to large sporting/leisure events and major transport terminals. Development likely to attract coach trips will be expected to provide appropriate, managed picking up and setting down facilities. Where this not achievable within the site then alternative approaches need to be explored within the TA or Access Statement.

### **Delivery and Monitoring**

- 15.48. This policy will be delivered through partnership working and the council's of programmes of works, as well as through the development management and parking enforcement processes.
- 15.49. All development is access in accordance with London Plan parking standards.
- 15.50. Where a development will have a significant transport implication, a transport assessment will be required to appraise the effects of the development and to ensure that effective mitigation measures are in place to alleviate any adverse impacts

## **DM T4 Contributions and Support of Transport Infrastructure Improvements**

- a) Development which impacts on sites serving transport functions or safeguarded for transport uses, will only be permitted where: -
  - i. The site no longer serves any operational need and is not identified for future transport related uses;
  - ii. Equivalent alternative provision is made;
  - iii. That transport providers, operators and other relevant parties have been properly consulted;
  - iv. That appropriate transitional arrangements are in place to maintain services prior to site occupation.
- b) Land for new transport facilities, bus stops/standing and other infrastructure needs will be required where shortfalls have been identified and to accommodate future needs.
- c) Development likely to attract significant trips will be expected to set aside land to accommodate public transport facilities to accommodate improved public transport access.

### **Policy Aim**

- 15.51. To protect existing public transport infrastructure and to ensure that new public transport facilities and infrastructure is provide to support economic growth and increase social mobility

### **SA/ SEA Implications**

- 15.52. DM T4 policy protects transport infrastructure and ensure new developments have regard to transport needs and provide appropriate public transport facilities. Improved infrastructure will support economic growth and increase mobility. The policy seeks to encourage the use of public transport and reduce use of the private car, therefore having a very positive impact on travel and a positive impact on air and noise pollution.
- 15.53. The policy meets sustainable sustainability objectives on climate change, air quality, improving accessibility by all modes and improving public transport accessibility.

### **Justification**

- 15.54. One of the Council's core objectives is to overcome social and economic disparity across the borough and to support future economic growth. The provision of improved public transport connections and facilities will help to remove this inequality by supporting improved accessibility to areas currently poorly served by public transport and to relieve pressure on the boroughs road network together with its associated impacts on the environment, air quality and noise, such as around Wimbledon Dog Stadium, Burlington Road Roundabout and parts of Mitcham and Pollards Hill on the east side of the borough.
- 15.55. There is also pressure to retain or strengthen existing public transport facilities and provide new sites for public transport facilities to meet changing needs and to safeguarded transport corridors, such as the recently refreshed Chelsea Hackney line alignment and service improvements to the existing Wimbledon arm of Croydon Tram network, together with potential new tram extensions between Sutton and Wimbledon via Morden and Sutton to Tooting via Willow Lane Industrial Estate and Mitcham Town Centre.
- 15.56. In step with the Mayor's Supplementary Planning Guidance "Land for Transport Functions". This policy shapes where existing transport related sites or safeguarded land may be served

by different land uses. It also states the need to secure new land to facilitate gaps in existing facilities and to accommodate growth. Where appropriate, improvements will be secured through planning obligation.

### **Delivery and Monitoring**

- 15.57. Delivery of developer transport proposals, obligations and contributions will be co-ordinated with Merton's Sustainable Transport Strategy and Local Implementation Plan (LIP 2) and other council funding streams and through the Council's management and delivery structures.
- 15.58. The council will work in partnership with transport stakeholders, providers and developers to identify physical, operational and capacity needs for public transport network to deliver enhancements to transport infrastructure



## DM T5 Consideration of the Connections and Access to the Road Network

Developers will be expected to demonstrate that their proposals:

- a) Minimise impacts on the movement of people or goods, be appropriately located and connected to the road hierarchy. Contribute to building strong local communities through the delivery of a quality inclusive environment and public places in accordance with the Department of Transport's Manual for Streets 1 & 2, with emphasis on delivering sustainable places.
- b) All new public roads or footways will be constructed to adoptable standards and accessible for people with mobility problems.
- c) Development generating significant numbers of journeys by goods vehicles is expected to be located close to Strategic or London Distributor roads.

### Policy Aim

15.59. To ensure that development provides a positive contribution to sustainable transport and the environment

### SA/ SEA Implications

15.60. DM T5 policy ensures that development provides a positive contribution to sustainable transport and environment by minimising impacts on the movement of people and goods to appropriate areas in accordance to the road hierarchy. It also seeks to make sure that improvements to interchange facilities would potentially bring wider benefits to the townscape and would allow the full potential of each area to be realised, thereby making the best use of land. The policy meets sustainable sustainability objectives on climate change, air quality, improving accessibility by all modes and improving public transport accessibility

### Justification

- 15.61. In order to facilitate sustainable growth, whilst still meeting our climate change challenges it is necessary to ensure that development is appropriately located to reduce the number and length of journeys and sympathetic to the local environment and supporting road hierarchy.
- 15.62. The core strategy policies CS18 -20 discusses the importance of providing a transport network that meets the needs of a growing economy, ensuring that sites can be accessed by a range of transport options. This is especially relevant to Morden, Mitcham and Colliers Wood town centres where significant changes to the highway layout are envisaged to meet the council's regeneration aspirations. Where appropriate, improvements will be secured through planning obligation.
- 15.63. To minimise impacts on residential areas and local roads that are generally unable to cope with large volumes of traffic, it is important to ensure that developments generating or attracting high levels of vehicles, in particular by heavy goods vehicles are appropriately connected to the higher levels of the road hierarchy.
- 15.64. New residential streets should respect and link to the local neighbourhood they serve by providing good connections to community facilities and shops, promote improved travel choice by creating an attractive, permeable, well designed and balanced environment. In particular, they should give priority for active modes of travel and seek to reduce adverse traffic impacts by introducing a range of management measures. The Council therefore supports the principals and approach set out in Manual for Streets1 & 2. For further information on design refer to the Councils Street Design Guide.

## **Sites and Policies DPD | Transport**

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- 15.65. Developments impacting on the TLRN (Red Routes) or Strategic Road Network will need to be referred to Transport for London (TfL).

### **Delivery and Monitoring**

- 15.66. Delivery of highway access measures, obligations and contributions will be co-ordinated with Merton's Sustainable Transport Strategy and Local Implementation Plan (LIP 2) and other council funding streams and through the Council's monitoring, road maintenance and delivery management structures.

PART II Proposed Site Allocations

PART III Proposal Map Updates

PART IV Appendices

## Sites and Policies

To be inserted once finalised