Merton Unitary Development Plan
Adopted October 2003

WRITTEN STATEMENT

Prepared in accordance with the
Local Government Act 1985 and the
Town and Country Planning Act 1990

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UDP Adopted Plan 2003

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FOREWORD

BY THE CABINET MEMBERS FOR TRANSPORT AND PLANNING; REGENERATION AND CULTURAL SERVICES.

Merton’s first Unitary Development Plan (UDP) was adopted in April 1996. Whilst the UDP lasts for a period of ten years, we are under a statutory obligation to review it within five years of its adoption. A new UDP has been prepared to ensure that it is up to date and reflects changes in the government’s planning policies and guidance.

This adopted UDP 2003 is the outcome of extensive research and consultation with our residents and other interested parties and has included preparation of monitoring and issues reports, Merton’s Sustainability Appraisal and a series of policy review papers.

A Draft UDP was on deposit for consultation during September and October 1999. The Council received 2500 objections and over 2000 representations of support for the plan, these responses were considered by the Council and changes included in a Second Deposit Draft of October 2000. Following public consultation a Public Inquiry was held between May and September 2001 at which a Government appointed Inspector assessed the draft Plan and considered objections and representations of support. The Inspector’s Report was published in July 2002. The Council considered all the findings of the Inspector and in June 2003 published Modifications to the Second Deposit UDP. Following consideration of responses the Council adopted the UDP on 31st October 2003.

The purpose of the UDP is to provide guidance as to how changes to the Borough’s physical environment should be directed and controlled, in the interests of meeting the needs of its residents. These needs can sometimes conflict with each other. I am confident that the policies in the Plan strike a balance between conflicting objectives, although some are given greater weight than others. In particular, emphasis is now on making our town centres more sustainable; maximising the re-use of brownfield sites to increase the provision of local facilities, such as housing; promoting sustainable transport; and minimising the threat to green spaces from development, to name but a few!

All the policies are, in any case, subject to the overriding requirement to conform to Government guidance which are in a constant state of evolution. The policies in this Plan therefore aim to reflect these new policies and strategies. Recently the Government has announced proposals to replace UDP’s with Local Development Frameworks (LDF) and to prepare these documents more quickly. The London Plan, prepared by the GLA, is due to be published early in 2004. Merton’s LDF will need to be prepared in conformity with this Plan.

Despite this never ending process, we are confident that the adopted UDP 2003 will provide us with a more effective up to date tool for protecting and enhancing Merton’s environment.

Councillors Russell Makin, and Su Assinen Cabinet Members for Transport and Planning; Regeneration and Cultural Services.
PREFACE

INTRODUCTION

Merton’s Adopted Unitary Development Plan (UDP) 2003 is the statutory development plan for the whole of the Borough of Merton up to the year 2016. It comprises this document (the Written Statement), a Proposals Map of the whole Borough and Inset Maps relating to Wimbledon, Mitcham and Morden town centres and Colliers Wood.

Its purpose is to guide development in the Borough by setting out a framework of policies and proposals against which planning applications and development proposals will be assessed, and ways in which our natural and historic built environment can be protected. Thus the Plan is essentially concerned with land use planning and attempts to integrate this with environmental concerns, and also transportation planning.

It gives a clear and concise statement of the Council’s policies and proposals for development and other use of land. However, it is only a land use plan and therefore includes only policies and proposals that are land use related.

This UDP was adopted on 31st October 2003 and replaces the 1996 adopted UDP.

THE LEGAL FRAMEWORK

The Council is under a requirement to review its Unitary Development Plan under the provisions of the Local Government Act 1985 and the Town and Country Planning Act 1990.

The Plan has therefore been prepared in accordance with these Acts, and where appropriate the following Regulations, Guidance and Advice:-

▲ The Town and Country Planning (Development Plan) Regulations 1999,

In 1991, Parliament underlined the role of development plans in providing guidance, incentive and control by amending the 1990 Act to require development control decisions to accord with the development plan unless material considerations indicate otherwise; the development plan therefore provides the main component in the plan-led planning system.

THE GREATER LONDON AUTHORITY (GLA) AND THE SPATIAL DEVELOPMENT STRATEGY (SDS).

GOL circular 1/2000, effective from 3rd July 2000 provides further guidance on the new strategic planning framework for London. The Spatial Development Strategy is of particular interest for this plan. At the time of adoption of this UDP its status was that of a draft Plan. However it was published in its final form early in 2004. It is referred to in this document as the Draft London Plan to reflect its status at the time of adoption.

The Planning and Compulsory Purchase Bill 2002 is due to be enacted in 2004. This requires UDP’s to be replaced by Local Development Frameworks (LDF). The Government intends that LDF should be in place by 2007 and until they are Merton’s UDP will remain the statutory Plan for the Borough. The London Plan is due to form a part of the Development Plan upon enactment of the Planning and Compulsory Purchase Bill.

THE FORMAT OF THE UDP

Merton’s UDP, as required by legislation, and in accordance with guidance in PPG.12 comprises two parts:

▲ Part I contains the UDP Strategy and strategic policies, and sets down the Council’s general policies for the development of the Borough. It has a 15 year timescale to 2016.

▲ Part II gives the detailed planning context, policies and site specific proposals which will guide development over the next ten years. It has a ten year timescale to 2011.

The UDP comprises the Written Statement (this document) and a Proposals Map. In preparing the UDP it has been subject to a Sustainability Appraisal and this is set out in a separate document.

PART I

The 1990 Act and the UDP Regulations require Part I of the UDP to consist of a Written Statement of the Council’s general policies for the development and other use of land in their area, including measures for improving the physical environment, the management of traffic, development control and conservation. They also need to take account of London-wide Strategic Planning Guidance issued by the Secretary of State for the Environment, Transport and the Regions.

Part I of Merton’s UDP is contained within Chapters 1 and 2 of the Written Statement, with Chapter 1 identifying the borough’s planning strategy and strategic policy context. Chapter 2 outlines the Borough’s strategic planning policies.

The strategic policies establish the Council’s general principles concerning the nature and location of new development which in turn guides Council decisions. A key theme of these policies is their promotion of sustainable development in Merton and to integrate land-use and transport planning.

A Key Diagram is also included which indicates in diagrammatic form the main structural elements of the Plan and shows how some of these relate to proposals in adjoining Boroughs.
PART II

Part II of the Plan contains more detailed policies which are arranged under five themes. These themes are Living and Working in Merton; a Safe, Green and Healthy Borough; Town Centres and Shopping; Integrated Transport and Planning and lastly Implementing the Plan.

POLICY FORMAT

Within each chapter there are a number of policies. These are shown in bold type and are clearly identifiable with a policy number and a title which explain the scope of each particular policy. Policies in each chapter are listed at the beginning of the chapter.

When assessing a development proposal against the policies in the Plan it will normally be necessary to assess that development against several policies from one particular chapter as well as policies from other chapters.

A number of UDP Policies include a list of criteria that must be satisfied in order to meet the Policy. These criteria should all be met unless the Plan specifically states that they are alternatives.

POLICY JUSTIFICATION

For each of the policies there is also a justification immediately below each policy. The justification explains what regard the Council has had to economic, social and other considerations, and provides a full understanding of the intent and purpose of each policy.

THE PROPOSALS MAP

This shows site specific proposals and boundaries to which certain policies apply. Proposals for movement, including the road hierarchy, are also shown. The Borough Proposals Map is prepared on an Ordnance Survey base at 1:10,000 scale with more detailed map insets for Wimbledon, Mitcham and Morden town centres and Colliers Wood.

When looking at a particular site the Proposals Map will indicate the main policies that apply to that particular area, and may also show if the site is proposed for a certain type of development. Further details on the proposed development may be obtained by looking at the relevant reference number in Schedule 1 at the end of the Written Statement.

Not all applicable policies will be shown on the Proposals Map, as some are of a general nature. The Proposals Map must therefore be read in conjunction with the Written Statement.

SCHEDULES

Details of the site proposals shown on the Proposals Map are given in Schedule 1 at the end of this Written Statement. A number of other schedules are also included which list other site specific areas or buildings.
GLOSSARY AND INDEX

At the end of this document is a glossary of technical terms and an index that links key words to relevant pages in the text. These should enable users to find their way around this large document and more easily understand it. In addition there is a general contents page at the start of the document and a more detailed listing of all policies appears at the start of each chapter.

SUPPLEMENTARY PLANNING GUIDANCE

The Council has prepared a number of new and revised Supplementary Guidance Notes and Design Guides on various detailed issues such as Highway and Parking standards, and Residential Alterations and Extensions. Each guidance note is intended to expand and clarify specific policies within the Plan and should therefore be read in conjunction with the Plan.

The guidance notes as well as development briefs will be used alongside the policies in the UDP and any other material considerations, to make decisions on planning applications. They do not however comprise part of the Statutory UDP.

FURTHER INFORMATION

The UDP Written Statement and Proposals Map are available to view on the Council’s website at www.merton.gov.uk/plansandprojects. Copies are also available in all Merton libraries.

The UDP can be purchased from Merton Link at the Civic Centre or from the Plans and Projects section Tel 020-8545-3041. To contact a planning officer about this document telephone 020-8545-3060/3053/3952 or email to; policyandinformationteam@merton.gov.uk
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GLOSSARY OF TERMS & ABBREVIATIONS

ACCESSIBLE NATURAL GREENSPACE
Areas to which the general public has free access, which have important nature conservation value.

AFFORDABLE HOUSING
Housing which is attainable for purchase or rental to persons on low to middle incomes.

ANCILLARY USE
A use that is subordinate to the primary use of a building or piece of land either functionally or in terms of area.

ARCHAEOLOGICAL PRIORITY ZONE (APZ)
An area which is known to be of archaeological importance because of past finds, excavations or historical evidence.

AREAS OF DISTINCTIVE QUALITY
Areas which are all individually important in terms of urban landscape and collectively their preservation is essential to the retention of the character of London as a whole.

ARTICLE 4 DIRECTION
Local planning authorities can make a Direction, under Article 4 of the Town and Country Planning General Permitted Development Order 1995, which restricts the rights of permitted development under that order. See also "Permitted Development".

BACKLAND DEVELOPMENT
Development of land surrounded by existing properties often using back gardens and creating a new vehicular access.

Biodiversity
The variety of plants, animals and other living things in a particular area or region. It includes species, the differences found within a species and the ecosystems and habitats within which species occur.

BROWNFIELD SITES
Previously developed and "used" land or buildings.

BUILDING REGULATIONS
Statutory standards which seek to ensure that buildings are safe and habitable environments.

CAR FREE RESIDENTIAL DEVELOPMENT
Residential development for which no designated car parking is provided (except for people with disabilities). The issue of residents parking permits to the occupants of such developments is prohibited.

CENSUS
A nationwide survey of population, housing and socio-economic data. The last full Census, from which information is available, was in 1991.
<table>
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<th>Glossary of Terms &amp; Abbreviations</th>
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<tr>
<td><strong>CHANGE OF USE</strong></td>
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<td><strong>COMMERCIAL USE</strong></td>
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<td><strong>COMPARISON GOODS</strong></td>
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<td><strong>COMPULSORY PURCHASE ORDER</strong></td>
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<td><strong>CONSERVATION AREA</strong></td>
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<td><strong>CONTROLLED PARKING ZONE (CPZ)</strong></td>
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<td><strong>CONVENIENCE GOODS</strong></td>
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<td><strong>COUNTRYSIDE COMMISSION</strong></td>
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<td><strong>DENSITY</strong></td>
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<td><strong>DERELICT LAND</strong></td>
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DEVELOPMENT
Defined and qualified by the Town and Country Planning Act 1990 (s22) as the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any building or other land.

DEVELOPMENT CONTROL
The part of town planning which decides whether development may proceed and planning permission given, with reference to any plans for the area and other relevant considerations.

DEVELOPMENT PLAN
For the purposes of the Town and Country Planning Act 1990 the Development Plan for any London Borough is the Unitary Development Plan.

DISTRICT SHOPPING CENTRE
A shopping centre catering for the main shopping needs (food and routine comparison goods) of the local population.

DURABLE GOODS
Goods which are bought infrequently and where the shopper likes to have a choice in order to compare one article with another, eg. electrical goods, furniture etc.

ECOLOGY
Is concerned with the relationships between humans, animals and plants and the environment in which they live.

EDGE-OF-CENTRE
For shopping purposes, a location within easy walking distance (i.e. 200-300 metres) of the primary shopping area. For offices this is likely to be within 500 metres of a public transport interchange.

ENGLISH HERITAGE
Government agency whose primary function is to advise local planning authorities on Listed Buildings and Conservation Area matters.

ENGLISH NATURE (EN)
The Government Body which promotes nature conservation in Great Britain. It gives advice on nature conservation to Government and all those whose activities affect wildlife and wild places. It also selects, establishes and manages a series of national nature reserves. (Formerly known as the Nature Conservancy Council).

ENVIRONMENT AGENCY
A Government agency established under the Environment Act 1995. The Agency replaces the National Rivers Authority (NIRA) and Her Majesty’s Inspector of Pollution (HMIP) and has responsibility for pollution control, contaminated land, surface and groundwater and waste planning.
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<td><strong>ENVIRONMENTAL AREA</strong></td>
<td>An area through which traffic is discouraged and where pedestrian convenience and safety is the major objective.</td>
</tr>
<tr>
<td><strong>ENVIRONMENTAL IMPACT ASSESSMENT (EIA)</strong></td>
<td>Technique for analysing and assessing the environmental effects of a development proposal, in order that the planning authority &quot;may evaluate these effects on the scope for modifying or mitigating them, before a decision as to whether or not to permit the development is given&quot;.</td>
</tr>
<tr>
<td><strong>FLOORSPACE (GROSS)</strong></td>
<td>All floor space enclosed within the building envelope.</td>
</tr>
<tr>
<td><strong>FLOOR SPACE (NET RETAIL)</strong></td>
<td>Area of a shop that is accessible to the public – sales floor, sales counters, checkouts, lobby areas, public searing and in-store cafes. Excludes goods storage, delivery, preparation areas, staff offices, staff amenity facilities, plant rooms, toilets and enclosed public stairwells and lifts between shop floors.</td>
</tr>
<tr>
<td><strong>FLOODPLAIN</strong></td>
<td>An area of low-lying land adjacent to a watercourse that can be subject to periodic flooding.</td>
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<tr>
<td><strong>GENERAL PERMITTED DEVELOPMENT ORDER</strong></td>
<td>See &quot;Permitted Development&quot;</td>
</tr>
<tr>
<td><strong>GOVERNMENT CIRCULARS</strong></td>
<td>Periodic Guidance on specific topics relevant to planning which sets out Government policy and guidance on planning matters.</td>
</tr>
<tr>
<td><strong>GOVERNMENT OFFICE FOR LONDON</strong></td>
<td>A government organisation established in 1994 to bring together the various government departments with the aim of maximising the competitiveness, prosperity and quality of life in London.</td>
</tr>
<tr>
<td><strong>GREATER LONDON AUTHORITY (GLA)</strong></td>
<td>Established in July 2000 as the new strategic authority for London, under the Greater London Authority Act 1999. The authority has powers for strategic planning in London.</td>
</tr>
<tr>
<td><strong>GREATER LONDON DEVELOPMENT PLAN (GLDP)</strong></td>
<td>This was the Structure Plan for Greater London which provided the strategic framework for all the Statutory District Plans produced by the London Boroughs. This has now been superseded by Strategic Planning Guidance for London.</td>
</tr>
<tr>
<td><strong>GREEN BELT</strong></td>
<td>A continuous area of land close to or encircling an urban area where restrictive development policies apply.</td>
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GREEN CHAINS
The linking of open spaces to form open space corridors. These may exist within the Borough or on a more strategic, cross-borough boundary, scale. Green chains form a recreational resource which can be further exploited by the improvement or creation of pathways and waterways.

GREEN ROOFS
Growing plants (e.g. garden containing grasses, small shrubs) on top of a building instead of traditional roofing materials.

GREEN SPACE
Open spaces, regardless of size and ownership, which fulfil a local environmental, nature conservation and/or amenity function, constitute a welcome break in the built environment and contribute to the vital structure of open space throughout London.

GREEN TRAVEL PLAN
A plan by which an organisation manages the transport needs of its staff. The aim is to reduce car use and encourage more environmentally friendly travel for journeys to and from work and work related trips.

GREENFIELD LAND
Previously undeveloped land.

GROSS FLOOR SPACE/AREA
The dimensions of the external walls of the building(s) and includes all internal walls, stair wells, plant room, sanitary accommodation and other such ancillary uses.

HABITABLE ROOM
A habitable room is a room which has a minimum width of 1.13 metres (7 ft), used mainly as a living room. Dining room or bedroom and as a kitchen when it is big enough to be considered a dining/kitchen. A dining space which is separated from the kitchen or living area by a movable partition would also be considered as a habitable room. However, it excludes rooms which cannot function for the purposes for which they are intended by reason of an inadequate size, height shape or daylight. For the purposes of the calculation of density a dining/kitchen is not regarded as a habitable room if it measures less than 13 square metres.

HABITABLE ROOMS PER ACRE/HECTARE
A measure of residential density. In calculating the density, the definition of habitable rooms is used and the site area is taken to include half the road area (hra/hrh) up to a maximum of 6 metres (20 ft) of roads which adjoin the site boundaries. 1 hectare is equal to 2.471 acres.
<table>
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<tr>
<th><strong>HOUSING ASSOCIATIONS</strong></th>
<th>Housing Associations are non-profit making organisations registered with the Housing Corporation whose purpose is the providing, constructing, improving or managing of houses for sale or for letting.</th>
</tr>
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<tr>
<td><strong>HOUSING OR RESIDENTIAL DENSITY</strong></td>
<td>The intensity of residential use of a given unit of land. The definition of habitable rooms is applied.</td>
</tr>
<tr>
<td><strong>HOUSING INVESTMENT PROGRAMME</strong></td>
<td>A document submitted annually to the Government and Regions forming the basis for the allocation of housing finance.</td>
</tr>
<tr>
<td><strong>HOUSING STRATEGY AND INVESTMENT PROGRAMME (HIP)</strong></td>
<td>The rolling programme of expenditure, which the Local Authority submits annually for Central Government funding. Statements accompany the programmes on local housing need, policies and priorities.</td>
</tr>
<tr>
<td><strong>HUB</strong></td>
<td>See Transport Hub.</td>
</tr>
<tr>
<td><strong>INDUSTRIAL AREA</strong></td>
<td>Areas covered by policies E5-E8.</td>
</tr>
<tr>
<td><strong>INFRASTRUCTURE</strong></td>
<td>The distribution network of urban services necessary for development, e.g. roads, sewerage, gas and water mains.</td>
</tr>
<tr>
<td><strong>INFILL DEVELOPMENT</strong></td>
<td>Development on sites/s within existing urban areas, usually involving the re-development of an existing site.</td>
</tr>
<tr>
<td><strong>INTERIM TRANSPORT PLAN</strong></td>
<td>A document prepared annually by the Council, which sets out transport policies and programme for a 5-year period.</td>
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<tr>
<td><strong>LARGE (MAJOR) DEVELOPMENT</strong></td>
<td>Residential developments over 10 units, retail development over 2,500m2 of gross floor space, office accommodation over 500m2, hotel development over 30 beds spaces, and other developments with a site area over 1,000m2. Floor space is taken to be net (except retail development). Some large developments may require consultation with other organisations/authorities including the Mayor of London.</td>
</tr>
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</table>
LIFETIME HOMES
Homes designed to be adaptable to the changing requirements of residents, particularly, in terms of providing for reduced personal mobility. Lifetime homes have 16 design features that ensure that the home will be flexible enough to meet the existing and changing needs of most households, as set in the Joseph Rowntree Foundation Report 'Meeting Part M and Designing Lifetime Homes'.

LIGHT RAIL (TRAMS)
Modern articulated vehicles, which run on steel rails. Can run both on-street, or on segregated tracks. They have higher passenger capacities than buses, but are able to negotiate much tighter bends and steeper gradients than Railtrack type trains, and are therefore more suited to fitting within the existing urban fabric. Electric powered by overhead wires.

LISTED BUILDINGS
Buildings included in the List of Buildings of Special Architectural or Historic Interest which is compiled by the Secretary of State for the Environment. Listed Building Consent is required for demolition of Listed Buildings and for internal as well as external alterations.

LOCAL ACCESS ROADS
These roads do not carry through traffic. Their function is to provide direct access to buildings and land.

LOCAL DISTRIBUTOR ROADS
These distribute traffic within environmental areas. They have an important local traffic carrying function and are suitable roads for emergency vehicles and in some cases buses. They are shown on Fig. 7.2 and the Proposals Map.

LOCAL NATURE RESERVE (LNR)
This is strictly an area designated under Section 21 of the National Parks and Access to the Countryside Act 1949, but the term is sometimes applied more loosely to any area of local nature interest which is expressly managed for the purpose of conserving flora and fauna.

LONDON ECOLOGY UNIT
An organisation that provides an ecological service to subscribing local authorities in London, giving advice on all aspects of nature conservation and applied ecology.

(The Former) LONDON PLANNING ADVISORY COMMITTEE (LPAC)
A statutory body set up in 1985 as a consequence of abolition of the Greater London Council. It is mainly concerned with strategic planning and development issues. Since July 2000, this body has been taken over by the Greater London Authority (GLA).
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tr>
<td>(THE FORMER) LONDON RESEARCH CENTRE</td>
<td>Body set up after Greater London Council abolition, funded by London Boroughs to carry out research and act as an information source for Greater London. Since July 2000, this body has been taken over by the Greater London Authority (GLA).</td>
</tr>
<tr>
<td>MANAGEMENT ACTION PLAN</td>
<td>A plan for town centre management prepared in consultation with local stakeholders.</td>
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<tr>
<td>MASTER PLAN</td>
<td>A plan showing the long-term development objectives and outcomes for an area.</td>
</tr>
<tr>
<td>METROPOLITAN OPEN LAND</td>
<td>Areas of predominantly open land occurring within the built-up area which are significant to London as a whole and are protected against development.</td>
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<tr>
<td>MIXED USES</td>
<td>A mix of complementary uses within a building, on a site, within the same buildings, or within a particular area. ‘Horizontal’ mixed uses are side by side, usually in different buildings. ‘Vertical’ mixed uses are on different floors of the same building.</td>
</tr>
<tr>
<td>NEIGHBOURHOOD / LOCAL CENTRE</td>
<td>Provide a variety of convenience shops, a proportion of comparison shops, and a number of shops providing essential local services. They have an important role in addressing the problems of areas lacking accessible retail and other roles.</td>
</tr>
<tr>
<td>OUT-OF-CENTRE RETAILING</td>
<td>Shopping undertaken in retail units which are not located in established centres, either town centre or local centres.</td>
</tr>
<tr>
<td>PERMITTED DEVELOPMENT</td>
<td>Changes to land and buildings which are granted automatic planning permission under the Town and Country Planning General Permitted Development Order 1995.</td>
</tr>
<tr>
<td>PLANNING BRIEF</td>
<td>A statement of the land use opportunities and constraints presented by a particular site, prepared for the guidance of potential developers. It will generally give details of the favoured land uses for the site and standards that any development should reach. Planning Briefs are usually adopted as Supplementary Planning Guidance.</td>
</tr>
<tr>
<td>PLANNING OBLIGATION</td>
<td>Where, in connection with a proposed development, the Council seeks to impose on a developer, or the developer offers, an obligation to carry out works not included in the development for which permission has been sought or to make some payment or confer some right or benefit in return for permitting the development to take place.</td>
</tr>
</tbody>
</table>
PLANNING FRAMEWORK Outline policy information, provided by the Council, concerning specific requirements for the development of particular sites.

PLANNING POLICY GUIDANCE (PPG) These are a series of notes that are issued by the Government which set out national advice on different aspects of planning policy. They must be taken into account by local planning authorities in the preparation of their plans and in determining planning applications and appeals.

PRECAUTIONARY PRINCIPLE Principle of taking prudent action when there is sufficient scientific evidence (but not necessarily absolute proof) that inaction could lead to harm and where action can be justified on reasonable judgements of cost effectiveness.

PRIMARY ROADS High standard strategic traffic routes.

PRIMARY SHOPPING AREA Defined area of retail development within larger centres (generally comprising primary and secondary frontages).

PRIMARY SHOPPING FRONTAGE Includes a high proportion of retail uses. Retail uses are encouraged in primary shopping frontages.

PROPOSALS MAP The Statutory Map, including inset maps, accompanies this Written Statement.

PRUDENT AVOIDANCE Principle of taking simple, easily achievable, low cost measures to minimise exposure, even in the absence of demonstrable risk.

PUBLIC OPEN SPACE Public parks, commons, heaths and woodland and other open spaces with established and unrestricted public access and capable of being classified according to an open space hierarchy, though not necessarily publicly owned.

PUBLIC UTILITIES Includes tidal and flood defences; waste disposal; the sewage network; electricity supply; gas supply; the emergency services; police and other public services.
**REGISTERED SOCIAL LANDLORD**
A non-profit making organisation registered with the Housing Corporation who allocate housing on the basis of need. They are responsible for housing provision, construction, improvement and management, for rent and sale.

**RESIDENTIAL CONVERSION**
The subdivision of a larger house into two or more smaller self-contained dwellings.

**RETAIL WAREHOUSE**
Large, usually out-of-town centres, retail store with customer parking selling non-food goods, such as DIY, furniture, leisure and household.

**SCHEDULED ANCIENT MONUMENT**
Scheduled Ancient Monuments are identified by the Secretary of State for Culture Media and Sport under the Ancient Monuments and Archaeological Areas Act 1979, they are monuments of National importance to which statutory protection is afforded.

**SECONDARY ROADS**
Roads which provide links to Primary Roads, routes to Strategic Centres, are the main bus routes and for general Borough traffic, including heavy goods vehicles.

**SECTION 106 AGREEMENT**
A binding agreement made between a local planning authority and a developer, usually on the occasion of grant of planning permission, for the purpose of restricting or regulating the development or use of land. (See also "Planning Obligation").

**"SHEFFIELD" CYCLE RACK**
The "Sheffield" cycle rack consists of a number of tubular steel loops to which bicycles can be locked. Each loop is attached to a base, which in turn is fixed to the ground.

**SINGLE REGENERATION BUDGET (SRB)**
Funding available from central government which is intended to act as a catalyst for local regeneration.

**SITE OF IMPORTANCE FOR NATURE CONSERVATION (SINC)**
Sites identified as important for nature conservation by the London Ecology Unit - sites have been categorised as of Metropolitan, borough and local importance.

**SITE OF SPECIAL SCIENTIFIC INTEREST (SSSI)**
An area which English Nature has designated as being of outstanding value for its flora, fauna or geology under the Wildlife and Countryside Act 1981. Wimbledon Common is the only part of Merton included in a Site of Special Scientific Interest.
SITES OF METROPOLITAN IMPORTANCE: These contain the best examples of London's habitats. This includes sites which contain rare species, rare assemblages or species, important populations of species or which are of particular significance within large areas of otherwise heavily built up areas of London.

SPATIAL DEVELOPMENT STRATEGY (SDS): To be known as the London Plan. Planning Guidance for London, issues by the London Mayor, to which the Merton UDP will have to be in general conformity.

SPECIAL INDUSTRIAL ZONES: Areas within the Industrial Areas where yard-based activities with a plot ratio of less than 0.2 will be encouraged to locate.

SPORT ENGLAND: National body responsible for promoting and encouraging participation in sporting activities. The Council is organised on a regional basis and is able to award grants and give technical and professional advice to assist the provision of facilities.

STANDARD INDUSTRIAL CLASSIFICATION (SIC): The classification system used to provide a consistent industrial breakdown for United Kingdom official statistics.

STATUTORY PLAN: A Plan which has received Ministerial approval or, in the case of Local Plans, has been adopted by the Local Planning Authority.

STRATEGIC CENTRES: Town centres of strategic importance to London as a whole where cultural, entertainment and employment uses may be concentrated. Wimbledon town centre is a Strategic Centre.

STRATEGIC PLANNING ADVICE FOR LONDON: Planning Advice prepared and co-ordinated by LPAC on behalf of the 33 London Boroughs.

STRATEGIC PLANNING GUIDANCE FOR LONDON: Guidance issued by the Secretary of State for the Environment to London Boroughs for preparation of their Unitary Development Plans.

STREET FURNITURE: Equipment used in streets, for example, signs, litter bins, benches and bus shelters.

SUPERSTORE: Self-service retail store, smaller than a hypermarket but with a minimum of 2,500m² sales floor space, concentrating mainly on food sales. Car parking is usually provided.
<table>
<thead>
<tr>
<th>Glossary of Terms &amp; Abbreviations</th>
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<tr>
<td>SUPPLEMENTARY PLANNING GUIDANCE</td>
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<tr>
<td>SUSTAINABILITY/SUSTAINABLE DEVELOPMENT</td>
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<td>SUSTAINABILITY APPRAISAL</td>
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<td>TOWN CENTRE</td>
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<td>TRAFFIC CALMING</td>
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<td>TRANSPORT HUB</td>
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<td>TRANSPORT PLAN</td>
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<td>TRAFFIC MANAGEMENT</td>
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<td>TRANSPORT IMPACT ASSESSMENT</td>
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<td>TRANSPORT INTERCHANGE</td>
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<td>TREE PRESERVATION ORDER (TPO)</td>
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<td>Term</td>
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<td>-------------------------------------------</td>
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<tr>
<td>UNITARY DEVELOPMENT PLAN (UDP)</td>
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<td>URBAN CENTRE</td>
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<td>URBAN DESIGN</td>
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<td>URBAN GREEN SPACE</td>
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<td>URBAN TASK FORCE</td>
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<tr>
<td>URBAN VILLAGE</td>
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<tr>
<td>USE CLASSES ORDER</td>
</tr>
<tr>
<td>A1  (Shops)</td>
</tr>
<tr>
<td>A2  (Finance and Professional Services)</td>
</tr>
<tr>
<td>A3  (Food and Drink)</td>
</tr>
<tr>
<td>B1  (Business)</td>
</tr>
<tr>
<td>B2  (General Industry)</td>
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<tr>
<td>B8  (Storage or Distribution)</td>
</tr>
<tr>
<td>C1  (Hotels and Hostels)</td>
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<tr>
<td>C2  (Residential Institutions)</td>
</tr>
<tr>
<td>C3  (Dwelling Houses)</td>
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<tr>
<td>D1  (Non Residential Institutions)</td>
</tr>
<tr>
<td>D2  (Assembly and Leisure)</td>
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<tr>
<td>VACANT LAND</td>
</tr>
<tr>
<td>WASTE HIERARCHY</td>
</tr>
<tr>
<td>WHEELCHAIR HOUSING</td>
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</tbody>
</table>
WINDFALL SITES

Sites that have not been specifically identified as available in the local plan process. The comprise previously-developed sites that have unexpectedly become available. These could include, for example, large sites such as might result from a factory closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.

WRITTEN STATEMENT

The document setting out a Local Planning Authority’s policies and proposals for development within its area, which together with the Proposals Map, comprises the UDP.
<table>
<thead>
<tr>
<th>ABBREVIATION</th>
<th>DEFINITION</th>
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<tbody>
<tr>
<td>APZ</td>
<td>Archaeological Priority Zone</td>
</tr>
<tr>
<td>AQMA</td>
<td>Air Quality Management Area</td>
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<tr>
<td>AQMS</td>
<td>Air Quality Management Strategy</td>
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<tr>
<td>BATNEC</td>
<td>Best Available Technology Not Entailing Excessive Costs</td>
</tr>
<tr>
<td>CPO</td>
<td>Compulsory Purchase Order</td>
</tr>
<tr>
<td>CPZ</td>
<td>Controlled Parking Zone</td>
</tr>
<tr>
<td>DETR</td>
<td>Department of the Environment Transport and The Regions</td>
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<td>EU</td>
<td>European Union</td>
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<td>EN</td>
<td>English Nature</td>
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<tr>
<td>EIA</td>
<td>Environmental Impact Assessment</td>
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<tr>
<td>GPDO</td>
<td>General Permitted Development Order</td>
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<tr>
<td>GLA</td>
<td>Greater London Authority</td>
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<tr>
<td>GLDP</td>
<td>Greater London Development Plan</td>
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<tr>
<td>GOL</td>
<td>Government Office for London</td>
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<tr>
<td>hra</td>
<td>Habitable rooms per acre</td>
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<tr>
<td>hrh</td>
<td>Habitable rooms per hectare</td>
</tr>
<tr>
<td>IA</td>
<td>Industrial Areas</td>
</tr>
<tr>
<td>ITP</td>
<td>Interim Transport Plan</td>
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<tr>
<td>LA21</td>
<td>Local Authority 21 Action Plan</td>
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<tr>
<td>LEU</td>
<td>London Ecology Unit</td>
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<td>LPAC</td>
<td>London Planning Advisory Committee</td>
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<td>LPWAP</td>
<td>London Planning Waste Action Plan</td>
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<tr>
<td>LUL</td>
<td>London Underground Limited</td>
</tr>
<tr>
<td>LNR</td>
<td>Local Nature Reserve</td>
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<tr>
<td>LRC</td>
<td>London Research Centre</td>
</tr>
<tr>
<td>LRT</td>
<td>London Regional Transport</td>
</tr>
<tr>
<td>LWT</td>
<td>London Wildlife Trust</td>
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<tr>
<td>MOL</td>
<td>Metropolitan Open Land</td>
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<tr>
<td>OPCS</td>
<td>Office of Population Censuses and Surveys</td>
</tr>
<tr>
<td></td>
<td>(now Office for National Statistics)</td>
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<tr>
<td>PPG</td>
<td>Planning Policy Guidance</td>
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<td>RPG</td>
<td>Regional Planning Guidance</td>
</tr>
<tr>
<td>SAM</td>
<td>Scheduled Ancient Monument</td>
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<tr>
<td>SDS</td>
<td>Spatial Development Strategy</td>
</tr>
<tr>
<td>SERPLAN</td>
<td>South-East Regional Planning Conference</td>
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<tr>
<td>SIC</td>
<td>Standard Industrial Classification</td>
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<tr>
<td>SINC</td>
<td>Site of Importance for Nature Conservation</td>
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<tr>
<td>SPG</td>
<td>Supplementary Planning Guidance</td>
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<tr>
<td>SRB</td>
<td>Single Regeneration Budget</td>
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<tr>
<td>SSSI</td>
<td>Site of Special Scientific Interest</td>
</tr>
<tr>
<td>SWELTRAC</td>
<td>South West London Transport Conference</td>
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<tr>
<td>TPO</td>
<td>Tree Preservation Order</td>
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<tr>
<td>UDP</td>
<td>Unitary Development Plan</td>
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Chapter 1
UDP STRATEGY

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Chapter 1 • UDP Strategy
UDP STRATEGY AND STRATEGIC POLICY CONTEXT

PURPOSE OF THE STRATEGY

1.1 This strategy provides an overview of the main aims and objectives of planning policies in Merton within a south west London context. It takes account of current national planning policy guidance and sets this within a strategic context.

1.2 It provides a framework for strategic policies in Part I of the Plan, and for detailed planning policies in Part II. It also provides a land use and transport framework for other Council strategies and decisions and those of partner organisations. It is therefore a means of influencing a wide range of organisations to help achieve the aims of the UDP.

A VISION FOR MERTON IN 2016: THE REGIONAL AND LONDON CONTEXT

1.3 A key aim of this Strategy is to produce a more sustainable pattern and form of development and activity in Merton by the year 2016. The vision for a future Merton has to be set in the context of regional and strategic aims and objectives that provide a framework for Merton’s Strategy.

SOUTH EAST REGIONAL PLANNING STRATEGY

1.4 Regional planning guidance from SERPLAN outlined a sustainable development strategy for the south east region. This strategy has been taken forward into Regional Planning Guidance for the South East (RPG9). The strategy has at its core the objective of promoting an urban renaissance. The main Development principles are:

▲ urban areas should be the main focus for development.

▲ Greenfield development should only take place after alternatives have been considered, and should have regard to the full social, environmental and transport costs of location.

▲ sufficient housing should be provided for all who need to live and work in the region, to avoid social exclusion and pressure for housing in adjoining areas.

▲ housing development should be more sustainable with a better mix of sizes and types.

▲ access to jobs, services and leisure should be less dependent on long distance movement and there should be increased ability to meet normal travel needs through safe walking, cycling and public transport with reduced reliance on the car.

▲ transport investment is more closely aligned to the spatial strategy

▲ London’s world city role and the South East’s international connections should be enhanced as the basis for enhancement of the regions attractiveness in Europe and the world.
better use should be made of the regions natural resources, its capacity to deliver essential water, energy and minerals, and its capability to handle its waste.

the environment (heritage, landscape and bio-diversity) should be protected and enhanced.

THE GLA LONDON PLAN

1.5 As indicated in the Preface, the London Plan provides the Spatial Development Strategy for London and sets out strategic planning policies. At the time of preparing this UDP the London Plan was at an early stage of preparation and therefore it was not taken into account when preparing the UDP strategy. Nevertheless references have been made to the Draft London Plan as appropriate.

1.6 It should be noted that once the London Plan is adopted the guidance in RPG3 will be superseded by the London Plan.

STRATEGIC PLANNING GUIDANCE FOR LONDON PLANNING AUTHORITIES 1996 (RPG3)

1.7 This Guidance is the statutory strategic planning guidance for Merton’s UDP and provides an important framework for the UDP Strategy and development of planning policies. It sets out key planning objectives which Merton’s UDP should take into account. The key objectives in RPG3 are to:

promote London as a world city, recognising its role as a world class business, commercial, educational and heritage centre.

maintain and enhance the competitiveness of business, including encouraging manufacturing, services, tourism, culture and the arts.

encourage a pattern of land use and provision of transport that minimises harm to the environment and reduces the need to travel especially by car, consistent with the principles of sustainable development.

promote urban regeneration, particularly in areas requiring physical improvement or the enhancement of employment opportunities, within the objectives for the south east region as a whole.

enhance the vitality, viability and character of town and other local centres as shopping and community facilities that are accessible to all.

maximise housing provision in London, consistent with maintaining environmental quality, to meet the changing needs of the population.

maintain and improve the natural and open environment including the Green Belt, Metropolitan Open Land and areas of national and international significance including the River Thames.

improve the quality and attractiveness of London’s urban environment to benefit those who visit, live, work and do business in London.
facilitate the development of transport systems which are safe and efficient, and which contribute to the achievement of competitiveness, regeneration and environmental quality.

seek to improve air quality, to reduce waste, pollution and the use of energy, and to encourage recycling.

THE LONDON PLANNING ADVISORY COMMITTEE'S (LPAC'S) 1994 ADVICE ON STRATEGIC PLANNING GUIDANCE FOR LONDON

This Advice, although not statutory, reflects the views of London Planning Authorities and has in part been incorporated within RPG3. The former LPAC's 4-fold vision for London forms a part of RPG3. The four elements of the vision are shown below and have the following aims:

A Strong Economy
London should be a city extending its roles as a Capital and world city, making a unique contribution to its region, the UK, Europe and the world. It should have an economy with a regenerated and broadened base, and strengthened business, manufacturing, arts, culture and entertainment, creative, education, and tourism industries. To support its economic roles, London should possess efficient, high quality, well-maintained infrastructure, particularly for public transport, combined with improved national and international air, rail and sea links.

A Good Quality of Life
London should nurture safe and healthy communities, places for people to enjoy living, working and visiting. It should have a high urban quality, based on the conservation and improvement of its green and built environment. London should possess good quality transport and other infrastructure. It should be a city where the best of its cultural and built heritage is cherished and the worst improved and where new development contributes to the overall improvement of the environment in its widest sense, recognising that quality counts and quality pays.

A Sustainable Future
London should be a city that strives to be more environmentally sustainable. It should be a place where the sometimes conflicting demands for development and transport infrastructure, arising from London's regional, national and international roles, are balanced with the need to protect and pass on its environment to future generations in an improving condition.

Opportunities for All
London should be a city where the potential of all who live here is recognised and realised. It should be a place that strives to ensure equitable access for its people to homes, work, leisure and recreation, infrastructure and transport facilities, health, education and training. London's most important resources, its people and its communities, are too valuable to be misused or wasted.

To achieve this vision for London, the former LPAC has identified 20 key objectives that provide a framework for strategic planning policies in London. These objectives are:
(i) Enhance London’s, national and world city roles by maintaining and improving regional, national and international transport links.

(ii) Facilitate economic revival on a broader economic base and achieve an increase and greater diversity in employment.

(iii) Regenerate areas of community disadvantage and decline, particularly in inner and east London.

(iv) Maximise the participation of all Londoners in the Capital’s future.

(v) Provide access for all to employment, homes, recreation and leisure, and transport, and strengthen education, training and health facilities.

(vi) Make London a safer and more secure city in which to live, work and visit.

(vii) Improve the attractiveness of central London as a world business and commercial centre.

(viii) Enhance the vitality and viability of town centres, and nurture a broad range of business, community, cultural, civic and public facilities, accessible by public transport.

(ix) Ensure appropriate provision of tourist accommodation and facilities throughout London.

(x) Encourage and support the arts, culture and entertainment.

(xi) Optimise London’s contribution to meeting its own housing needs and those of the region.

(xii) Provide affordable and accessible homes in good residential environments.

(xiii) Reduce the amount of travel and dependence on the car, improve public transport, making walking and cycling more attractive, and make adequate provision for the movement of goods and materials.

(xiv) Enable the River Thames and waterways to fulfil their hydrological, transport, open space, urban quality and ecological roles.

(xv) Safeguard and improve London’s heritage, including its buildings, conservation areas and archaeological remains.

(xvi) Maintain and improve the quality of London’s public realm, its places and spaces, the wealth of activity taking place in them and provide sport and leisure facilities to support them.

(xvii) Protect and improve the quality of the green environment.

(xviii) Recycle under-used and derelict land and buildings.

(xix) Ensure that the needs for waste disposal, building aggregates and energy are met in an environmentally sustainable way.

(xx) Reduce the pollution of London’s environment and minimise the use of scarce resources, especially by reducing the adverse effects of transport and encouraging fuel efficient modes.
BACKGROUND

1.10 During the 1990s there has been a growing recognition of the importance of sustainable development. This concept was brought to prominence at the 1992 Rio Earth Summit. The Bruntland Commission defined sustainable development as: development which meets the needs of the present without compromising the ability of future generations to meet their own needs. Since 1992 the UK Government has gradually introduced new planning guidance which reflects this concept and advises local authorities how to apply the concept in their communities.

1.11 This guidance has included recent planning policy guidance notes, new regional and strategic planning guidance, 1998 DETR advice, 'Opportunities for Change', and the better practice guide, 'Planning for Sustainable Development'. A revised UK strategy for sustainable development was published in 1999. Also relevant is new guidance on integrating sustainable development into Best Value prepared by the Local Government Association in 1998.

1.12 Merton Council welcomes this new guidance and has taken a leading role in applying the concept of sustainable development locally. The Council has approved a Local Agenda 21 Action Plan and in preparing this UDP the Council has linked with the Local Agenda 21 process to ensure consistency.

1.13 To ensure that Merton's UDP contributes to the achievement of sustainable development aims locally the Council published in September 1998 a Sustainability Appraisal of the 1996 Adopted UDP, and this has provided a framework for reviewing the Council's planning policies. The preparation of the Sustainability Appraisal was greatly influenced by Merton's LA21 Action Plan and incorporates a number of common aims and targets. The UDP Sustainability Appraisal sets out the Council's agreed sustainability criteria and objectives for planning policy in Merton. These are shown in Table 1.1 and provide a framework for policies in the reviewed UDP. Accordingly, UDP policies have all been assessed for their consistency with these criteria and objectives.

1.14 An updated Sustainability Appraisal has been published with the second deposit draft of the UDP. This report assesses progress made since 1998 and evaluates the extent to which this revised plan meets sustainable development objectives.
Table 1.1 Merton’s Sustainability Criteria and Objectives: September 1998

<table>
<thead>
<tr>
<th>Topic</th>
<th>Objectives</th>
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<tbody>
<tr>
<td>1. Land use</td>
<td>◆ Land is used efficiently, ensuring the greenfield sites are protected and brownfield sites are re-used.</td>
</tr>
<tr>
<td>2. Minerals and soils</td>
<td>◆ Minerals are used efficiently. ◆ Soil pollution is limited to levels which natural systems can cope with without damage.</td>
</tr>
<tr>
<td>3. Waste</td>
<td>◆ Waste production is minimised, and, where possible, waste is re-used or recycled. ◆ Waste is managed or disposed as close as possible to the point at which it is generated. ◆ Pollution from waste is limited to levels which natural systems can cope without damage.</td>
</tr>
<tr>
<td>4. Energy</td>
<td>◆ Energy is used efficiently. ◆ Energy use is minimised. ◆ Renewal energy is used where possible.</td>
</tr>
<tr>
<td>5. Air, water, noise, light</td>
<td>◆ Air and water pollution are limited to levels which natural systems can cope with, without damage. ◆ Water resources are conserved. ◆ Noise and light pollution are minimised/reduced.</td>
</tr>
<tr>
<td>6. Natural environment</td>
<td>◆ The diversity of nature is valued, protected and enhanced. ◆ Natural environments are valued for their aesthetic and amenity value as well as for their wildlife value.</td>
</tr>
<tr>
<td>7. Built Env and heritage</td>
<td>◆ The quality of the built environment is maintained/improved. ◆ Sustainable building materials are used where possible. ◆ The aesthetic quality of the built environment is enhanced and protected.</td>
</tr>
<tr>
<td>8. Basic Needs</td>
<td>◆ Everyone has available good food, water, shelter &amp; fuel at reasonable cost.</td>
</tr>
</tbody>
</table>
| 9. Satisfying work and encouraging economic success | ◆ Everyone has the opportunity to undertake satisfying work in a diverse economy.  
◆ The value of unpaid work is recognised, whilst payments for work are fair and fairly distributed.  
◆ Economic success is encouraged in a context which minimises impact on the natural environment. |
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<tr>
<td>10. Health &amp; Safety</td>
<td>◆ People's good health is protected by creating safe, clean, pleasant environments and health services which emphasise prevention of illness as well as proper care for the sick.</td>
</tr>
</tbody>
</table>
| 11. Transport and access | ◆ Where possible, local needs are met locally.  
◆ Access to facilities, services, good and other people is not achieved at the expense of the environment or limited to those with cars.  
◆ The use of private cars is minimised and non-car transport modes are promoted.  
◆ The need for travel is minimised. |
| 12. Crime | ◆ People live without fear of personal violence from crime or persecution because of their personal beliefs, race, gender or sexuality |
| 13. Education | ◆ Everyone has available to them the skills, knowledge and information needed to enable them to play a full part in society. |
| 14. Equity and Participation | ◆ All members of the local community have good access to education, health care, work, transport and recreation. |
| 15. Cultural, leisure and social activities. | ◆ Opportunities for culture, leisure and recreation are readily available to all. |

1.15 In addition to these objectives the Sustainability Appraisal also identifies targets and indicators to measure the performance of the UDP in delivering sustainable development. For the purposes of this Strategy a number of key targets and indicators have been identified and are included in Section 6 of this chapter to monitor the performance of the UDP Strategy. As indicated in the Sustainability Appraisal report these objectives are derived from relevant Government guidance and their scope embraces the main UDP concerns.
INTEGRATION OF UDP STRATEGY WITH COUNCIL AIMS AND STRATEGIES

1.16 There is a growing acceptance that UDPs should be more closely linked with other Council aims and strategies if the UDP is to be effective: it should co-ordinate with and provide a land use/transport context for other Council activities.

1.17 The Government has introduced a range of advice to promote these closer links. This advice has included:


1.18 Promoting sustainable development principles has in particular led to the greater awareness and understanding of the linkages between different Council activities. Sustainable development can only be achieved if it is integrated into the heart of Local Government policy. Sustainable development touches on all aspects of a local authority’s activities. It is not just about environmental issues, but is about ensuring a better quality of life for everyone, now and for generations to come. It encompasses social, economic and environmental goals. It is about seeking to provide safe streets, warm homes and opportunity for people to achieve their potential through education, information, participation and good health, as well as about protecting and enhancing the environment.

1.19 In order for Merton’s UDP to assist in the process of delivering sustainable development locally it integrates with other services and activities of the Council and other organisations and, in turn, they should integrate with the UDP process.

1.20 The Government is introducing a duty of Best Value in local government and recognises that Best Value should achieve economy, efficiency, effectiveness and integrate with sustainable development. The Government is also promoting Community Plans and encouraging Council’s leadership role in developing a vision for the area. The Local Government Act 2000 gives local authorities a duty to promote the economic, social and environmental well-being of their areas.
1.21 It is in this context that this Strategy seeks to link with, and add to, other Council aims and strategies and those of other organisations. Many of these strategies and plans have a much shorter timescale than the UDP and are not subject to the same procedural requirements, including public consultations. The most important linkages and areas where co-ordination has been undertaken within the Council include:

(i) The draft Strategic Plan provides the overarching context for the Plan and two strategic themes, Regeneration and, A Safe, Green and Healthy Borough, are of most relevance to the UDP. The UDP strategy contributes towards the annual review of the five year strategic plan. Merton’s Community Planning process has involved the publication of the 6 strategic themes updated from the Community Regeneration Strategy and at least two themes outlined in the Draft Strategic Plan need to be strongly reflected in the UDP. The Best Value duty requires the publication of a Local Annual Performance Plan, which will inform and involve local residents in the setting of local priorities and standards. The Council has prepared a Community Strategy in accordance with Local Government Act requirements.

(ii) The Community Regeneration Strategy, “Stepping Stones to Success” developed regeneration themes outlined in the UDP. The Council’s three strategic aims underpin the development of a planning strategy and strategic planning policies in Part 1 of the UDP. The UDP also has regard to policies to regenerate town centres and other areas as part of “stepping stones”, in order to develop these strategic aims in a land use context. Of the 8 cross Borough programmes those covering environmental and street scene improvements, business retention and growth and linking the environment and economic development are reflected most strongly in UDP policies.

(iii) The Council adopted a Strategy to Address Poverty in Merton. This sought to maximise household income, improve access to services and promote social inclusion. A Priority Action Area was identified in the east of the Borough and this has been developed as the Neighborhood Renewal Strategy. The Strategy links with regeneration, community safety, equal opportunities and health initiatives, which the UDP supports.

(iv) The main implication of the emerging Crime and Disorder Reduction Strategy for the UDP is that the enactment of the Crime and Disorder Bill 1997 requires the Plan to include policies which have regard to community safety and in particular to achieve an improvement in the quality of life for all those who live, work and visit the Borough by a reduction in crime and the fear of crime.

(v) Merton’s Community Care Plan, 1998-2001, a 3-year Plan up to and including 2000 underpins the UDP Community Services policies. The land use implications of the assessment of community care needs are reflected in policy.

(vi) The Children’s Services Plan, 1997-2000 is also reflected in the Community Services policies.

(vii) Merton’s LA21 Action Plan 1996 has helped inform the preparation of the UDP Sustainability Appraisal. In turn the UDP Strategy reflects LA21 aims. In future a revised LA21 strategy is to be submitted to Government. The Government’s sustainability targets and other guidance on sustainable development will need to be taken into account, and will eventually be reflected in Best Value Service Delivery.
Merton’s Housing Strategy 2001-2004, contains strategies to meet housing needs, which are reflected in the UDP. Housing targets from emerging Strategic Advice will in turn underpin the preparation of a revised private sector housing strategy, including stronger policies for the achievement of affordable housing.

Recent Government initiatives have brought stronger focus to the existing close relationship between land use and transportation planning. This is reinforced by the New Deal for Transport- Better for Everyone, White paper 1998. This has led to the preparation of Local Transport Plans that in London will be co-ordinated by the GLA.


The Council has a duty to prepare a Waste Management Plan that needs to integrate with planning policy for waste and associated environmental concerns.

It should also be noted that the Council will be required to produce an Air Quality Management Plan, a Transport Plan and a Traffic Reduction Plan in association with other policy initiatives being pursued by central Government. In addition the recent White Paper on the NHS envisages a new duty of partnerships between local authorities and the health service in the preparation of Local Health Improvement Plans from 1999 to improve health and healthcare. These Plans will clarify the future land use development requirements of health providers. As and when these requirements are confirmed they will also need to be taken into account in the co-ordination process.

Mechanisms and processes to ensure effective coordination and implementation of the UDP are outlined in the final section of this Strategy and elsewhere in the Plan.

A STRUCTURAL FRAMEWORK FOR SOUTH WEST LONDON

The structural framework for strategic planning in London is set out in RPG3 and relevant aspects for South West London are set out in this Section of Merton’s UDP Strategy. Merton Council recognises that achieving the objectives of this Strategy and strategic policies requires close co-operation and co-ordination with strategic planning bodies and with adjoining local authorities.

In South West London the main strategic planning framework is provided by the London Wandle Valley Partnership, which includes the Boroughs of Merton, Wandsworth, Sutton and Croydon and partner organisations. Strategic Planning Guidance for London, RPG3, supports the continuation of this body to implement a planning and regeneration framework for this area.

To co-ordinate planning policies in the Wandle Valley area, a Planning and Transport Framework was agreed in 1997 by the constituent Boroughs. Merton Council wishes to develop this Framework and update it to provide a more effective sub-regional framework for UDPs and investment in the Wandle Valley Partnership Area. To complement the Planning and Transport Strategy for this area the Boroughs have also developed a Wandle Valley Regeneration Strategy, which was agreed in November 1998. This will be implemented through Action Plans with partner organisations.
1.27 RPG3 outlines a strategic framework for London’s development and regeneration, which should provide the framework for new development, growth and regeneration activity. The key components of that framework which affect South West London include town centres, the Wandle Valley Corridor and London’s waterways. RPG3 identifies the Wandle Valley as one of a number of regeneration corridors in London. Areas for Community Regeneration (the former LPAC, Strategic Advice 1999) can provide an integrated and consistent basis for making bids for resources.

TOWN CENTRES

1.28 RPG3 advised that town centres are a key feature of London’s structure. They should provide the focal points around which civic life and many local services are structured, and can be major centres of employment and growth. The former London Planning Advisory Committee have provided more detailed advice on strategic policies for London’s town centres which the UDP has regard to.

THE WANDLE VALLEY

1.29 RPG3 identifies the Wandle Valley as the focus for manufacturing activity and development land in South London. It contains a significant number of south London’s pockets of deprivation and links a series of town centres, older industrial areas and large scale opportunity sites. Three industrial areas in Merton are identified as preferred strategic employment sites.

1.30 RPG3 identifies the need for restructuring and improvement of the older industrial areas and realising new development opportunities to create employment. It recognises deficiencies in the public transport system and supports improvements such as Croydon Tramlink, SWELTRAC and Thames Link 2000.

1.31 It advocates that development should be planned to improve access from the regional rail network and to the Valley’s residential hinterland. Other issues that need to be tackled are local road access to industrial sites and town centres, the improvement of environmental quality, especially near the River Wandle and the enhancement of Metropolitan Open Land.

THE RIVER THAMES AND OTHER WATERWAYS

1.32 RPG3 identifies the Beverley Brook and River Wandle as main rivers in London. It advocates that Borough’s should recognise their importance and in particular:

▲ Seek to improve and enhance the quality and character of London’s waterways.

▲ Conserve and protect the value of waterways as wildlife habitats.

▲ Recognise the potential for recreation and leisure use and develop appropriate proposals to help achieve this potential.

▲ Maintain and where possible improve access to waterways for pedestrians, cyclists and the disabled.
OTHER KEY STRUCTURAL ELEMENTS

1.33 RPG3 also identifies the following other key structural elements which are of strategic significance for Merton and South West London:

- Transport and access facilities and proposals.
- Metropolitan Open Land and Green Chains, and strategic walking Routes.
- Air quality.
- London’s residential environment. (See Diagram 8.1 in RPG3) In addition the following key structural elements also have strategic significance;
- Sites of National or Metropolitan Importance for Nature Conservation.
- Green Corridors.
- Metropolitan and District Parks.

1.34 The former LPAC Advice identifies the need to address geographical imbalances in London. It proposes a strategy of regeneration and consolidation, with regeneration focused on the east of London and consolidation in the west. These themes are reflected in the UDP Strategy. Merton has identified a need for regeneration in the east of the Borough that includes the Wandle Valley with consolidation in other parts of the Borough, especially the west.

THE FUTURE SHAPE OF THE BOROUGH

1.35 The UDP Key Diagram illustrates the key elements in the future shape and structure of the Borough. It identifies South West London linkages, such as the Wandle Valley and outlines the main strategic features.

1.36 The main structural features identified on Fig. 1.2 - the Key Diagram include:

(i) The Wandle Valley Regeneration Areas with major regeneration opportunities.
(ii) Strategic Industrial Areas.
(iii) Town Centres.
(iv) MOL/Green Chains.
(v) Strategic cycle and walking routes.
(vi) Main public transport routes/nodes.
(vii) Main roads. Implementing and monitoring the strategy
IMPLEMENTING AND MONITORING THE STRATEGY

1.37 The effectiveness of this Strategy will be judged by how well the Plan’s policies and proposals reflect the objectives and aims of the Strategy, how well the Plan is implemented and whether, in particular, it assists progress towards more sustainable patterns of activities. Effective involvement of a wide range of parties in this process through consultation and partnership is more likely to engender local support.

1.38 Monitoring progress of Plan implementation has been an essential part of the planning process but in the past there has been a general lack of commitment to monitoring the effects of plans as they are implemented. Integrating sustainable development principles and Best Value processes into the planning process increases the importance of effective performance management monitoring for the following reasons:

▲ Best value requires a framework for performance review including bench-marking of services, understanding the competitiveness of the service, consulting on service quality and linking services to objectives.

▲ Best value is concerned with public accountability and involvement; annual performance plans will be published specifying standards, indicators and improvement targets and monitoring procedures.

▲ Sustainable development processes involve identifying indicators and targets into the development planning process.

▲ Sustainable development includes issues such as air pollution and waste where monitoring is already undertaken by other organisations including the Government and hence the importance of partnerships, particularly where these issues cannot be resolved at a Borough level.

1.39 To ensure that this UDP Strategy is implemented and monitored a number of procedures and mechanisms need to be established as set out below:

▲ Clear objectives need to be adopted and these are set out in this Strategy.

▲ Targets and indicators should be identified to measure progress. This Chapter includes key targets, which are added to in the relevant UDP chapters and policies.

▲ Other agencies involved in implementing the Plan need to be identified and their contribution recognised. This Strategy in particular recognises the linkages with other Council strategies and aims, and elsewhere in this Plan other organisations and their roles are identified.
Information systems need to be established to measure the impact of planning policy and the resources required to set up these information systems should be agreed. The Council is committed to meeting these aims.

A timescale and format to report on monitoring results should be set out and adhered to. This will enable the UDP to contribute to a corporate commitment to Best Value and reporting on performance.

RPG3 sets out detailed proposals in Chapter 10 for monitoring and reviewing policies to ensure that they are relevant and up to date. Merton Council will monitor the main planning issues that are identified in RPG3 as requested by Government.

Key partners, not formally a part of the planning system who should play a key role in implementing this Plan include:

- The London Wandle Valley Partnership.
- The Environment Agency.
- London Transport.
- Merton Groundwork.
- Aztec.
- MSW Health Authority.
- Metropolitan Police.
- Merton Chamber of Commerce

The Government has identified sustainable development indicators and targets and advised that plans should have regard to them and should measure the performance of the Plan in relation to key targets and indicators. As outlined above the following key targets have been identified. Where relevant specific targets and indicators are included within Merton’s UDP in relation to specific planning policies. This enables a clear link to be established between the performance of planning policy and achieving sustainable development aims within Merton. Table 1.2 sets out only the key sustainability targets and indicators, that will be used to assess planning policies. Additional targets are provided within Part II policies.

It is also proposed to produce periodic monitor reports of the performance of the Plan which will contribute to meeting the Council’s Best Value aims. As a basis for this the Council published in September 1998 a Sustainability Appraisal of the UDP and a series of UDP Monitor Reports. An updated Sustainability Appraisal has been published in October 2000. The Government has also adopted a ‘Plan, Monitor and Manage’ approach to future housing provision, which adds to the need to monitor the performance of this plan.
<table>
<thead>
<tr>
<th>Objective</th>
<th>Source</th>
<th>Target</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. To identify, designate and protect sites of nature conservation interest.</td>
<td>PPG9</td>
<td>Maintain or increase the area and number of sites designated as important areas for wildlife and nature conservation.</td>
<td>Total area of Merton designated as important nature conservation areas.</td>
</tr>
<tr>
<td>2. Reduce pollution and emissions to air and focus action to reduce air pollution on existing problem areas.</td>
<td>UK Air Quality Strategy. Thames 21 Report.</td>
<td>To reach the UK target for 8 key pollutants by the year 2005.</td>
<td>Atmosphere concentrations of 8 key pollutants: benzene, 1-3 butadene, sulphur dioxide, carbon monoxide, lead, nitrogen dioxide, ozone, MP10.</td>
</tr>
<tr>
<td>3. Increase the reuse of urban brown field land including derelict and contaminated land where it has little or no nature conservation value, and halt the use of open space for development in Merton.</td>
<td>PPGs 3,4,6, 12 and 23. UK Sustainable Development Strategy</td>
<td>No developments on open space sites of nature conservation importance or MOL in Merton. Increase developments on derelict or contaminated land not included in the above.</td>
<td>Number of developments on open space SINCS or MOL in Merton. Number of schemes permitted which require remediation.</td>
</tr>
<tr>
<td>4. Increase availability of affordable housing in Merton</td>
<td>SERPLAN PPG3 RPG3</td>
<td>30% of new homes permitted in Merton to be affordable (social housing)</td>
<td>Percentage of new homes which are social housing. Number of homeless people within the Borough. Number of people on housing waiting list.</td>
</tr>
<tr>
<td>5. Encourage development that will add diversity to the local economy</td>
<td>SERPLAN RPG3</td>
<td>No more than 25% of businesses should be in each industrial sector.</td>
<td>Level of businesses in each industrial sector.</td>
</tr>
<tr>
<td>6. Improve access to and within retail centres for people with disabilities.</td>
<td>PPG6</td>
<td>60% of retail and other public buildings in Merton to be accessible for wheelchair users by 2001.</td>
<td>Percentage of shop units and public buildings in Merton’s town centres fully accessible for people using wheelchairs.</td>
</tr>
<tr>
<td>Objective</td>
<td>Source</td>
<td>Target</td>
<td>Indicator</td>
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<tr>
<td>8. Promote town centres and limit development outside town centres.</td>
<td>PPG6, SERPLAN</td>
<td>Increase proportion of town centre retail and leisure developments in relation to amount outside centres.</td>
<td>Total retail and leisure floor space in town centres and outside town centres permitted.</td>
</tr>
<tr>
<td>9. Increase cycle use for all types of journeys.</td>
<td>PPG13, TPP</td>
<td>Double the number of 1997 cycle trips in Merton by the year 2002 and double again by 2012.</td>
<td>Cycle use in Merton</td>
</tr>
<tr>
<td>10. Balance the needs between the recreation and conservation uses of rivers and still waters.</td>
<td>Wandle Catchment Management Plan.</td>
<td>Yearly increase in length of River Wandle corridor which has undergone enhancement.</td>
<td>Length of River Wandle corridor which has undergone environmental enhancement.</td>
</tr>
</tbody>
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Chapter 2

STRATEGIC PLANNING POLICIES

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2.1 This chapter outlines Merton’s strategic planning policies developed from national and strategic planning guidance. The policies reflect and guide the UDP Strategy outlined in Chapter 1 and provide a spatial strategy which is shown in Fig. 1.2. Strategic policies set out the general principles to guide the Council’s decisions relating to the nature and location of new development in the future. These policies in particular seek to promote sustainable development and to integrate land use and transport planning.

PLANNING FOR SUSTAINABLE DEVELOPMENT

POLICY ST.1: SUSTAINABLE DEVELOPMENT

Development proposals will be expected to meet the principles of sustainable development. In applying this policy, the sustainability of a development will be assessed against the Council’s sustainability checklist. Where large development schemes are proposed, developers should submit a sustainable development statement with the planning application.

Justification

2.2 Sustainable development has been defined as development which meets the needs of the present without compromising the ability of future generations to meet their own needs. Targets and indicators for sustainability are included in Chapter 1 of this document, and planning powers can contribute to the achievement of the targets set out. The Council has prepared Supplementary Planning Guidance on “Sustainable Development”, which sets out matters to be taken into account, and includes areas as to how development proposals can minimize their impact.

2.3 The Council will assess developments in relation to its Sustainability Checklist, and to the Supplementary Planning Guidance on Sustainable Development. The checklist provides a scoring system, which gives an indication of the sustainability of the development proposal. Major development schemes are defined as where either (i) they involve more than 10 dwellings, or (ii) where the proposed floorspace is more than 1,000 sq metres, or where the development is on a site of more than 1 hectare. This statement should set out the environmental, social, economic and natural resource implications of the development proposals.

POLICY ST.2: EQUITY

The Council will promote equal opportunities for all through sustainable development.
Justification

2.4 Government planning guidance, such as PPG12, recognises that sustainable development should promote greater social equity and social inclusion. Merton’s UDP Sustainability Appraisal, 1998, includes equity criteria and objectives that are set out in chapter 1 of this Plan. Policies in the Plan and their implementation reflect these aims and seek to improve access to jobs, housing, transport and other facilities for all. The UDP therefore seeks a range of different dwelling sizes and tenures to meet changing household formation and those unable to afford market housing. Also policies promote a diverse local economy with well paid jobs; improved employment, education and training opportunities in the east of the Borough. Policies seek to improve health and reduce health inequalities, reduce crime and disorder and promote community safety. Policies will provide an affordable and accessible transport system and facilitate inclusion and improvements in the quality of life for those groups and individuals who, because of particular barriers, are presently unable to participate independently in the community. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

2.5 Government guidance for sustainable development recognises the importance of social and equity issues as set out in the Government’s Sustainable Development Strategy. PPG11 similarly identifies the need for a sustainability appraisal of regional guidance and that this should fully take into account the needs and experiences of all members of the community affected by their policies. This is identified to include most particularly, women as well as men, the elderly, young people, people of different ethnic or religious backgrounds, disabled people, single parent families and other disadvantaged groups.

POLICY ST.3: MIXED USES

DEVELOPMENT PROPOSALS SHOULD COMPLY WITH SUSTAINABLE DEVELOPMENT AIMS FOR MIXED USES IN THE INTEREST OF PROVIDING A SUSTAINABLE LIVING AND WORKING ENVIRONMENT IN MERTON.

Justification

2.6 A key requirement of sustainable patterns of living and working is to encourage urban areas which contain a wide mixture of uses in relatively close proximity. This diversity of use should contribute to an urban renaissance: this creates livable urban areas where people have easy access to the facilities and amenities they need. Town and local centres in particular are well suited to achieving a wide mix of uses, as are main road frontages and areas near public transport interchanges or stations. The Plan will encourage Urban Villages in parts of the Borough. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

2.7 Government planning guidance in PPG1 advocates Local Planning Authorities to promote and retain mixed use development as a contribution to more sustainable patterns of living. Mixed use development is seen as helping to create vitality and diversity and reduce the need to travel. However policies should not undermine the character of existing residential areas by encouraging inappropriate new uses. To guide application of these principles the DETR published a Good Practice Guide for Sustainable Development in October 1998.
POLICY ST.4: ENVIRONMENTAL CAPITAL
THE COUNCIL WILL PROTECT AND ENHANCE THE BOROUGH'S ENVIRONMENTAL CAPITAL.

Justification

2.8 The planning system can contribute to the objective of ensuring that development and growth are sustainable. Decisions in the planning field should not deny future generations the best of today's environment. The Borough's environmental capital includes its land, air and water resources, its landscape and built environment. The aims of this policy are supported by Government planning guidance such as PPG9, PPG15 and PPG23. In addition there are European Directives on environmental statements which the Government has taken forward into legislation. The Council's Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

LONDON AND SOUTH WEST LONDON SUB-REGIONAL POLICY CONTEXT

POLICY ST.5: KEY FEATURES AND ASSETS
THE COUNCIL WILL PROMOTE POLICIES AND PROPOSALS WHICH REFLECT THE NEEDS OF SOUTH WEST LONDON, IN PARTICULAR THROUGH A NETWORK OF TOWN CENTRES, NEW ORBITAL PUBLIC TRANSPORT LINKAGES, STRATEGIC EMPLOYMENT AREAS, OPEN SPACES, GREEN CHAINS AND REGENERATION STRATEGIES ALONG THE WANDLE VALLEY.

Justification

2.9 The Council wishes to co-ordinate its planning policies with those of adjoining Boroughs in order to ensure that they reflect the wider needs of south west London. Structural elements at a strategic level include the area's network of town centres, whose catchment areas extend beyond Borough boundaries and often overlap. New orbital public transport links are required to link town centres, employment areas and radial transport routes in order to provide a more integrated transport network. Merton also contains major open spaces (including publicly available playing fields) and employment areas of strategic significance which require special protection and improvement to ensure they maintain that significance.

2.10 Government guidance and Strategic Planning Guidance for London encourage UDP's to consider their wider strategic roles. These aims are identified in the UDP Strategy in chapter 1 and are expressed in Fig. 1.2.
POLICY ST.6: THE WANDLE VALLEY

THE COUNCIL WILL PROMOTE A PLANNING STRATEGY FOR THE WANDLE VALLEY AND TOWN CENTRES TO PROVIDE A STRUCTURAL FRAMEWORK FOR INVESTMENT AND REGENERATION.

Justification

2.11 As part of a spatial planning strategy for south west London the Council wishes to promote co-ordinated policies and strategies in the Wandle Valley Corridor. This area has been identified by Government as a strategic resource which requires regeneration to realise its full potential for London. The Council will work in partnership with other Local Authorities and organisations to promote regeneration and environmental improvement in the Corridor. The Plan identifies a range of planning and transport policies to achieve these aims.

2.12 In November 1998 the Wandle Valley Partnership published its first comprehensive Regeneration Strategy. The Strategy sets out a vision for the area in 2010 and identifies 10 objectives. Policies in the Plan therefore seek to reflect the aims of the Strategy. A key feature of regeneration in the Wandle Valley is the recognition of its contribution to regeneration in South West London as a whole and the need for partnership to achieve its aims. These aims go beyond traditional land use planning but a central part of the Strategy is improvement of the environment and infrastructure.

URBAN REGENERATION AND REVITALISATION

POLICY ST.7: KEY AREAS FOR REVITALISATION

TOWN CENTRES AND MAIN EMPLOYMENT AREAS WILL BE THE FOCI FOR ECONOMIC ACTIVITY AND THE PROMOTION OF FACILITIES IN ORDER TO ACHIEVE SUSTAINABLE REVITALISATION OF THE URBAN ENVIRONMENT. INVESTMENT IN INFRASTRUCTURE AND ENVIRONMENTAL IMPROVEMENTS WILL BE FOCUSED INTO THESE AREAS.

Justification

2.13 The Mayor’s draft London Plan (Page 7, para 32, June 2002) identifies six objectives including, as objective 1, “making the most sustainable and efficient use of space in London; encouraging intensification and growth in areas of need and opportunity”. A key policy direction for achieving this objective is to promote an urban renaissance through “higher density and intensification in line with public transport capacity and leading to a high quality compact city, building upon London’s existing urban quality and sense of place”. Also, Government investment is likely to be directed towards urban areas like Merton to enable renewal of residential and other areas which are in danger of deteriorating and on regenerating deprived areas. This could include the redevelopment of land especially where it is contaminated. Such development should focus on key areas of need and opportunity including town centres. Accordingly, the Council will identify measures and resources necessary to exploit opportunities for the early implementation of proposals for an urban renaissance.
2.14 A key aim of the Council is to promote the revitalisation of its town centres and main employment areas to ensure they help to meet the needs of all Borough residents and businesses and the wider needs of south west London. The Mayor’s draft London Plan (June 2002) identifies the Colliers Wood / South Wimbledon area in the South London sub-region as an appropriate area for intensification including higher density redevelopment schemes at key transport nodes of good accessibility and in town centres.

POLICY ST.8: COLLIERS WOOD

THE COUNCIL HAS IDENTIFIED COLLIERS WOOD AS AN URBAN CENTRE FOR COMMUNITY REGENERATION TO PROMOTE MIXED USE DEVELOPMENT AND ENVIRONMENTAL IMPROVEMENT.

Justification

2.15 This area is shown on the Proposals Map and includes a cluster of out-of-centre developments, development sites, other local facilities and a tube station. It was previously identified in the 1996 UDP as an “Area of Opportunity” and is now designated as an Urban Centre to reflect its unique characteristics. The Mayor’s draft London Plan (page 107, para. 2B. 120) identifies Colliers Wood as a particularly important area for intensification, a planning framework for which should provide incentives for intensification of use, encouraging changes from currently inappropriately located retail provision to more sustainable business activities and improved public transport linkages.

2.16 The 1999 Town Centre Capacity Study, the findings of which the Council accepts, confirmed the need for a limit on the scale of future development at Colliers Wood, in particular for retailing. There is a need to regenerate the area in order to improve local facilities, housing, employment, environmental conditions and accessibility on foot. The area is historically important containing the remains of the 12th century Merton Priory. Colliers Wood is well served by public transport and the Council is proposing to further enhance public transport facilities. The area is therefore considered to provide a range of local facilities and to serve the wider area, but needs to be improved to provide a more sustainable pattern of development.

LIVING AND WORKING IN MERTON (SUSTAINABLE NEIGHBOURHOODS)

POLICY ST.9: QUALITY RESIDENTIAL AREAS

THE CHARACTER AND AMENITY OF ALL RESIDENTIAL AREAS IN THE BOROUGH WILL BE PROTECTED AND WHEREVER POSSIBLE SHOULD BE ENHANCED. AN IMPROVED QUALITY OF LIFE WILL BE SOUGHT THROUGH BETTER ACCESS TO AND PROVISION OF A WIDE RANGE OF SERVICES AND FACILITIES TO BE MADE AVAILABLE LOCALLY.
Chapter 2 • Strategic Planning Policies

2.17. Government planning guidance promotes quality residential areas, and seeks to make more efficient use of land whilst improving the quality and attractiveness of residential areas. Guidance on sustainable development adds to the importance of providing facilities for residential areas and supporting quality of life aims. The Government has published “A New Deal for Communities” which highlights the linkages between problems and emphasises the need for co-ordinated action and policy.

2.18. Merton has extensive residential areas with a range of housing types, tenures and quality. The maintenance and optimum use of existing housing will be the first priority for the UDP, but where required the Plan supports new housing development and regeneration of existing areas. The Plan seeks to support measures to secure the improvement of the Borough’s housing stock to meet identified needs, and to reduce levels of unfitness, lack of amenities, disrepair and vacancy. The Plan also seeks to ensure that facilities associated with residential areas are maintained and improved.

POLICY ST.10: MIXED USE NEIGHBOURHOODS

THE COUNCIL WILL BALANCE THE NEEDS FOR NEW HOUSING IN THE BOROUGH WITH A NEED FOR EMPLOYMENT AND OTHER SOCIAL/COMMUNITY FACILITIES. IT WILL PROMOTE MIXED USE SUSTAINABLE NEIGHBOURHOODS IN ORDER TO REDUCE THE NEED TO TRAVEL AND TO MEET A WIDE VARIETY OF RESIDENT’S NEEDS LOCALLY.

Justification

2.19. To promote sustainable patterns of living and working national planning guidance identifies a range of benefits of mixed use neighbourhoods. This guidance is included in PPG1, PPG3, PPG6, PPG12 and PPG13. Guidance is also contained in SERPLAN’s Sustainable Development Strategy for the South East. The DETR good practice advice, “Planning for Sustainable Development”, of October 1998 also provides useful examples of the benefits of mixed use areas.

2.20. This Plan seeks to ensure that neighbourhoods retain local facilities such as shops, health and community facilities, open spaces and venues for leisure and recreation, together with jobs without compromising high quality residential environments. Particular scope for mixed use development occurs in town and local centres and in mixed use frontages along main roads, but there are many other parts of the Borough where a mix of uses is suitable and will be encouraged. Where new development is promoted its potential to add to a mix of uses suited to each area will be assessed. Urban Village policies are promoted in those parts of the Borough, which have potential for this form of development. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

POLICY ST.11: HOUSING PROVISION

PROVISION WILL BE MADE TO ACCOMMODATE ON AVERAGE AN ADDITIONAL 430 HOUSEHOLDS YEARLY. THIS LEVEL OF PROVISION APPLIES TO THE PERIOD 2001 TO 2016 AND IS SUBJECT TO REVIEW FOLLOWING ADOPTION OF THE MAYOR OF LONDON’S SPATIAL DEVELOPMENT STRATEGY.
RPG.3 includes a strategic housing target for the Borough for the period 1992-2006 of 5,000 dwellings. Revised Regional Planning Guidance for the South East (RPG.9) published in March 2001 provides strategic housing targets beyond 2006 and up to 2016. This requires Merton to provide an annual average of some 430 dwellings as a minimum target. The former LPAC's Housing Capacity Study identified potential sources of this provision in London, including the potential for extra housing from offices, large scale housing land, capacity in and above shops and from high density housing schemes. The Council will adopt a ‘plan, monitor and manage’ approach to continually review future housing provision and the ways it is meeting its housing target in accordance with guidance in PPG.3 (2000). The Council aims to achieve this target through a number of policies in the Plan including those resisting the loss of residential land or buildings either through development or change of use; encouraging high density housing in selected areas; and via the allocation of a range of sites in Part II of the Plan. The former LPAC advice suggests a five yearly review and monitor of UDP policies to assess their effectiveness and progress towards reconciling housing supply and demand.

With a steady increase in the number of households in Merton and a large pool of unmet housing needs both within and outside the Borough it is of paramount importance that the pressures to develop housing or housing land for alternative uses will therefore be resisted particularly in town centre areas where demands to displace residential uses are most intense.

**POLICY ST.12: DEVELOPMENT ON PREVIOUSLY DEVELOPED LAND**

**The Council will require 95% of additional housing in the Borough to be provided on previously developed land.**

PGP2 (Development Plans) requires local plans to include targets for housing developments on previously developed land. PGP3 sets a target that by 2008, 60% of additional housing should be provided on previously developed land. Regional Planning Guidance for the South East (RPG9) sets a target for London Authorities to achieve over 80% of its housing development on previously developed land. PGP3 requires local planning authorities to adopt their own recycling targets in local plans which contribute towards meeting regional targets and are consistent with data from the urban housing capacity studies. Based on the Housing Capacity Study (1998/9) coordinated by LPAC this Council target is considered as a realistically achievable contribution towards meeting regional targets.

PGP3 requires the adoption of a sequential approach to the allocation and development of sites for housing with the presumption that previously developed sites should be developed before greenfield sites. The Guidance also sets out a number of criteria on which the suitability and potential of sites for allocation for housing should be assessed against. These include the availability of previously developed sites; the location and accessibility of sites; the capacity of existing and potential infrastructure; the ability to build communities and the physical and environmental constraints on development of land. The Council has regard to the requirements of PGP3 in the allocation and release of housing sites included in Schedule 1 of the Plan.
POLICY ST.13: HOUSING NEEDS

THE COUNCIL WILL SEEK PROVISION FOR A RANGE OF HOUSING TYPES AND TENURES TO MEET THE NEEDS OF ALL SECTORS OF THE COMMUNITY, INCLUDING THOSE UNABLE TO COMPETE FINANCIALLY IN THE HOUSING MARKET.

Justification

2.25 PPG3 (Housing), states that the housing and social needs of all communities needs to be recognised including those in need of affordable or special housing. The Council’s Housing Needs Study (April 1999), updated in 2001 identified a variety of housing needs and identified requirements for additional affordable dwellings. The Study found that an overall affordable housing target at 30% would be justified, the greatest proportion of which would need to be for social rented provision to meet identified needs. Low cost market housing, according to the study, is of very limited value in meeting housing need in the Borough.

2.26 Policies in Part II of the Plan aim to meet these housing needs. These policies include the need to provide affordable housing on sites smaller than previously identified in the Plan; the requirement for a mix of housing types and sizes; the provision of housing for older people; and the encouragement for new housing to be built to life time homes standards.

POLICY ST.14: EMPLOYMENT LAND

LAND IN DESIGNATED INDUSTRIAL AREAS WILL BE RETAINED FOR EMPLOYMENT PURPOSES. EMPLOYMENT LAND IN OTHER AREAS WILL ALSO BE PROTECTED AND LOSS OF SUCH LAND WILL BE PERMITTED ONLY UNDER LIMITED CIRCUMSTANCES.

Justification

2.27 For the purposes of the Plan, employment land is defined as land use for or last lawfully used for the purposes of any of the business uses: i.e. those uses falling within classes B1, B2, B8 of the Use Classes Order 1988. The amount of work (full time equivalent jobs) in the Borough has been falling for the past 30 years as the area’s potential for generating employment has declined (See Figure 2.1).

Demand for land for alternative uses such as retail warehousing and housing has fluctuated over this period, but at times of high demand it has resulted in a transfer of land away from employment uses. There has been considerable short term demand for new housing development on industrial land which is relatively cheap, even when it is providing jobs for the local community.
Between 1987 and 1997 Merton lost over 92,903m² (1,000,000 sq.ft.) of employment floorspace to housing and retailing. It is estimated that over this period 50 manufacturing businesses which were seeking to modernise their productive capacity chose to do so outside London and left the Borough. The offer of residential land prices providing premiums of between £3 million and £6 million per hectare over industrial land values has been a major factor in encouraging this emigration. The Plan and the Council’s Economic Development Strategy seek to resist the loss of further employment land so that businesses and jobs which are required to sustain the quality of life in the Borough in the long term are not forced out of the Borough by short term increases in the price of industrial land due to “hope values” (See Figure 2.2). However, in protecting all employment land, Policy ST.14 does not protect the existing employment uses, and it does not mean that the environmental impact of different types of employment use are ignored. Indeed the policies of the plan seek to direct business uses of different types and sizes into different areas of the borough in accordance with a business location strategy which has both economic development and environmental aims. Broadly, this strategy seeks to direct general industry (B2) and storage and distribution (B8) to the designated Industrial Areas identified on the Proposals Map; large offices (B1) to the town centres and Colliers Wood; and light industrial workshops, studios and small offices, which are not likely to cause nuisance to residential neighbours, to the smaller employment sites scattered around the Borough.
2.29 In the 10 years between 1984 and 1994 the stock of industrial floorspace in Merton fell by 357,000 sq.m. to 709,000 sq.m. Since that time the rate of loss has slowed, and it is estimated that in 2002 the total stock of floorspace stood at 600,000 sq.m. of which approximately 100,000 sq.m. was outside the designated Industrial Areas. Although the Council wishes to increase the overall level of employment in the Borough, it is not seeking to increase the quantity of industrial floorspace in the Borough, but wishes to maintain it at roughly current levels. At the same time it wishes to facilitate the modernisation, adaptation and redevelopment of the stock to meet current business needs. The Council accepts that this modernisation process may in some cases result in lower development densities and an overall decline in the quantity of floorspace. Indeed the Council estimates that the expected net reduction in the total amount of business floorspace arising from site proposals in Schedule 1 of the Plan alone will be 53,500 sq.m. This arises from the expected redevelopment of 42 hectares of land for exclusively business use or for mixed use purposes. This is a planned net loss. However, the Council also recognises that its resistance to loss of employment land on windfall sites (in order to allow modernisation of business space to occur), may also be associated with further reductions in overall floorspace levels.

POLICY ST.15: ENVIRONMENTALLY FRIENDLY ECONOMIC DEVELOPMENT

THE COUNCIL WILL ENCOURAGE ECONOMIC DEVELOPMENT WHICH IS ENVIRONMENTALLY SUSTAINABLE AT THE SAME TIME AS ASSISTING IN MEETING THE MATERIAL NEEDS OF LOCAL RESIDENTS.

Justification

2.30 Many manufacturing businesses in the Borough fail to achieve sustainability objectives. The Plan will therefore seek to encourage local employment opportunities which are sustainable.
2.31 It is possible to make small environment gains by modifying the behaviour of Merton firms without harming the economic (material) welfare of Merton residents or displacing unsustainable economic activity. The Plan places physical constraints on the nature, location and use of business premises. It aims to sustain the quality of life in Merton by ensuring that good quality employment is available to Merton’s residents with the minimum of travel. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

POLICY ST.16: ECONOMIC DIVERSITY

THE COUNCIL WILL SEEK TO ENSURE THAT A WIDE RANGE OF JOBS IS AVAILABLE TO LOCAL PEOPLE AND THAT THE LOCAL ECONOMY DOES NOT BECOME OVER DEPENDENT ON PARTICULAR BUSINESS SECTORS.

Justification

2.32 In addition to its aim of increasing the overall amount of employment in the Borough, the Council will seek to facilitate the local availability of employment in a diverse range of business sectors in order to “insure” against unexpected changes in macro-economic conditions. There has been a loss of diversity in employment since 1981 and the Borough’s residents are becoming more dependent on fewer business sectors. There is a danger that if this process of specialisation continues the Borough’s economy will become less sustainable and less resilient in the face of wider economic changes. Moreover, in order to assist the process of social inclusion, the Council also wishes to promote diversity in the modes of enterprise, trading and business control within the local economy, particularly within the Borough’s relatively deprived neighbourhoods. Objective 3 of the Draft London Plan supports this Strategic Policy in seeking “a more prosperous city with strong and diverse growth”.

A SAFE, GREEN AND HEALTHY ENVIRONMENT

POLICY ST.17: BUILT ENVIRONMENT

THE COUNCIL WILL PROMOTE A HIGH QUALITY URBAN ENVIRONMENT TO STRENGTHEN THE ESTABLISHED CHARACTER AND TOWNSCAPE QUALITY OF THE BOROUGH THROUGH SECURING:

(i) HIGH STANDARDS OF DESIGN;

(ii) ACCESS FOR ALL GROUPS IN THE COMMUNITY TO BUILDINGS, SERVICES, LEISURE AND OPEN SPACES;

(iii) SUSTAINABLE FORMS OF BUILDINGS AND DEVELOPMENT;

(iv) A SAFE AND SECURE ENVIRONMENT.
Chapter 2 • Strategic Planning Policies

Justification

2.33 Government planning guidance now promotes good design in the urban environment. PPG1 gives greater consideration to design and the appearance of development, whilst PPG6 advocates urban design as a mechanism for securing the future viability of town centres. The Urban Task Force Study, “An Urban Renaissance, June 1999, made recommendations to secure successful and sustainable urban living. Key findings of the study are likely to be incorporated into the forthcoming Urban White Paper. The Government, through English Heritage is also mindful of the economic benefits of heritage-led regeneration.

2.34 The Plan has regard to Government guidance and includes policies which aim to achieve improvements to the character and appearance of areas of distinctive quality, and of each of the Boroughs town centres. Policies draw upon Merton’s Town Centre Capacity Study which support the need for environmental and accessibility improvements as part of regeneration initiatives in the town centres.

POLICY ST.18: HERITAGE

The Council will protect, preserve or enhance all aspects of the historic environment, including its conservation areas, statutory and locally listed buildings, scheduled ancient monuments, historic parks and gardens, and archaeological sites.

Justification

2.35 The Council will also seek to promote a greater public understanding and enjoyment of the Borough’s heritage, including wider public consultation in conservation issues.

2.36 In protecting the historic environment the Council will have regard to the Government’s Sustainable Development Strategy and Planning Policy Guidance, particularly PPG15 Planning and the Historic Environment, 1994, and PPG16 Archaeology, 1995. It will work closely with English Heritage in promoting heritage-led regeneration.

POLICY ST.19: NATURAL ENVIRONMENT

Sports pitches, areas of nature conservation importance, allotments, green chains, green corridors and other areas of open space that make important contribution to amenity, recreation and/or nature conservation will be safeguarded and, wherever possible, enhanced.

POLICY ST.20: METROPOLITAN OPEN LAND

The permanence and integrity of metropolitan open land which contributes to the physical structure of London or which contains features or landscape of historic, recreational or nature conservation interest of strategic value will be protected and opportunities will be sought to enhance the value of such land.
Justification

2.37 The interaction of human beings with natural environments is important in terms of meeting their needs for a broad range of sensory experience. Open spaces represent a vital resource for re-shaping cities and making them attractive places in which to live. The ability to foster a desire for urban living is dependent upon being able to offer natural environments and open air leisure and recreational opportunities close to people's homes within urban areas.

2.38 National and regional planning guidance requires Local Authorities to use planning powers to protect important open spaces and areas which are important for nature conservation and recreation.

2.39 The Metropolitan Open Land (MOL) policy is a protection for strategically important open spaces. MOL conforms to any of the following criteria:

- It contributes to the physical structure of London by being clearly distinguishable from the built up area:

- It includes open air facilities, especially for leisure, recreation, sport, arts and cultural activities and tourism, which serve the whole, or significant parts of London:

- It contains features or landscapes of historic, recreational, nature conservation or habitat interest, of value at a metropolitan or national level:

- It forms part of a green chain and meets one of the above criteria. Areas of MOL in Merton have been identified as a result of the preparation of the Merton MOL Study (1999).

POLICY ST.21: BIODIVERSITY

THE COUNCIL WILL CONSERVE AND ENHANCE THE BIODIVERSITY AND NATURAL HERITAGE OF THE BOROUGH FOR THE BENEFIT OF THE EXISTING AND FUTURE GENERATIONS.

Justification

2.40 The Government's commitment to the Biodiversity Convention in 1992 includes habitat conservation, and requires that components of diversity should be used sustainably. The abundance of wildlife and wildlife habitats is an important element of a clean and healthy natural resources or environment, which is essential to the social and economic wellbeing of an area. The Council's Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

2.41 The preservation and enhancement of the Borough's natural resources or endowment is one of the prime aims of the Council. It has prepared a Local Agenda 21 Action Plan and is working in partnership with others on a Local Biodiversity Action Plan for Merton. This will, together with the proposed London Biodiversity Action Plan, the UK Biodiversity Action Plan and policies for the protection and enhancement of habitats and species, be used to secure the protection of the natural heritage of the Borough.
POLICY ST.22: ENVIRONMENTAL PROTECTION

THE COUNCIL WILL ENCOURAGE THE DEVELOPMENT OF RENEWABLE ENERGY USES AND
WILL SEEK TO MINIMISE POLLUTION LEVELS, WASTE PRODUCTION, ENERGY AND WATER
USE AND RUNOFF; AND WILL SAFEGUARD FLOODPLAINS AND WATERCOURSES.

Justification

2.42 Policies to protect the environment by minimising the use of energy and resources,
minimising pollution and encouraging the development of renewable energy and
recycling of resources are in accord with the principles of sustainable development. This
is expressed generally through government guidance contained within the UK
Sustainable Development Strategy and regionally through SERPLAN’s Sustainable
Development Strategy for the South East. The Council’s Supplementary Planning
Guidance Note for Sustainable Development provides further guidance on this subject.
These principles are developed in Merton’s LA 21 Action Plan, which is complementary
to the UDP. Specifically, government guidance in PPG22 ‘Renewable Energy’, encourages
the development of renewable energy schemes where possible. The efficient use of
energy and the development of renewable energy is supported by the Objectives outlined
in Topic 4, ‘Energy’, of Merton’s Sustainability Criteria described in Chapter 1 of the Plan.

2.43 PPG23 ‘Planning and Pollution Control’ and PPG24 ‘Planning and Noise’ encourage land
use planning policies to minimise the pollution of land, air and water environments and
to control unacceptably noisy developments. In relation to air pollution, the government
has produced the National Air Quality Strategy and the Council is developing its own Air
supports the conservation of water resources and minimisation of pollution. The aim of
reducing air pollution is specifically developed in Sustainability Targets and Indicators for
eight key pollutants, outlined in Chapter 1.

2.44 RG3, the former LPAC Advice and PPG10 on Waste, support the proximity principle and
use of Best Practical Environmental Option (BPEO) for dealing with waste whenever
possible. The Council will take account of any advice that may emerge from regional
bodies such as SERPLAN or technical advisory bodies. The Council supports the
development of waste management facilities which make use of the following hierarchy
as outlined in the former LPAC’s Supplementary Planning Advice on Waste (1998):
Minimisation; Re-use; Recycle; Energy Recovery; Disposal. It is considered that this
hierarchy best reflects the unique situation of London, where the potential for recycling
is greater than in the country as a whole. The Council supports the development of a
regional recycling-led strategy as set out in the former LPAC document. The Council has
included these principles in the Waste Management Plan, the LA21 Action Plan and in
the Objectives identified under Topic 3 ‘Waste’, of Merton’s Sustainability Criteria in
Chapter 1 of this UDP. Part II of the UDP contains details of how these waste policies will
be implemented in development proposals.
2.45 PPG25 ‘Development and Flood Risk’ sets out guidance on the management and reduction of flood risk. Development plans should apply the precautionary principle to the issue of flood risk and apply a sequential approach that directs authorities and developers towards sites with lower risks. This risk-based search sequence seeks to avoid flood risk where possible and where not possible to manage it. The guidance recognises the importance of regeneration and redevelopment of previously developed land and advises how these aims should take account of flood risk. Flood risk is expected to increase as a result of climate change and planning policies should recognise that flood risk and its management need to be applied on a whole-catchment basis.

POLICY ST 23: ENVIRONMENTAL PROTECTION

THE PRECAUTIONARY PRINCIPLE WILL BE APPLIED TO THE ISSUE OF FLOOD RISK. IN ALLOCATING OR PERMITTING SITES FOR DEVELOPMENT, THE SEQUENTIAL TEST WILL BE ADOPTED AND PRIORITY GIVEN TO LAND IN LOWER RISK ZONES.

THE EFFECTIVENESS OF FLOODPLAINS WILL BE PROTECTED. THE CAPACITY OF WATERCOURSES WILL BE SAFEGUARDED BY PROMOTING THE USE IN APPROPRIATE AREAS OF SUSTAINABLE DRAINAGE SYSTEMS TO CONTROL THE SURFACE WATER AS NEAR TO THE SOURCE AS POSSIBLE.

2.46 Government advice in PPG25 sets out that local planning authorities should adopt a risk based approach to plan preparation and decisions on development control through a sequential test. Local planning authorities should give priority in allocating or permitting sites for development in descending order to the flood zones set out in Table 1 (PPG25). The flood zones in Table 1 are; Zone 1 ‘little or no risk’ (annual probability of flooding is less than 0.1%) there are no constraints on development due to river, tidal or coastal flooding, Zone 2 ‘low to medium risk’ (annual probability of flooding is 0.1 to 1%) suitable for most development, flood risk assessments should be provided with applications, Zone 3 ‘high risk’ (annual probability of flooding is 1% or greater). Zone 3 has three sub zones, 3(a) ‘developed areas’ may be suitable for residential, commercial and industrial development provided appropriate flood defences are included, 3(b) ‘undeveloped and sparsely developed areas’ generally not suitable for residential, commercial and industrial development unless a particular location is essential (e.g for agriculture and essential transport and utilities infrastructure) and an alternative lower risk location is not available, and 3(c) ‘functional flood plains’ suitable for some recreation, sport, amenity and nature conservation but built development should be wholly exceptional and limited to essential transport and utilities infrastructure.

2.47 It is important to note that the flood zones in Table 1 cover only river, tidal and coastal flooding. Locally in all zones an assessment may be needed of the risk of groundwater flooding, overland sheet flow or run off exceeding the capacity of drainage systems during prolonged or intense rainfall. Areas with 1% or greater annual probability of flooding are identified on the Proposals Map. Information on those areas with 0.1% or greater annual probability of flooding will not be available from the Environment Agency until May 2004. As information and advice from the Environment Agency becomes available the Council will make this information available to the public in SPG. Until this information is available the Environment Agency can advise whether a site falls within a ‘little or no risk’, ‘low to medium’ or ‘high’ risk flood zone.
**POLICY ST.24: LEISURE AND RECREATION, ARTS AND CULTURE**

**THE COUNCIL WILL SEEK TO IMPROVE THE QUALITY AND RANGE OF LEISURE, RECREATION, SPORTS, ARTS AND CULTURE FACILITIES IN APPROPRIATE LOCATIONS AND TO PROTECT EXISTING FACILITIES.**

*Justification*

2.48 RPG3 refers to the need to protect the leisure, recreation and sports facilities in London. Merton has a strategic role in providing playing fields for use by people from the wider south-west London area. RPG3 also recognises the contribution of the arts and cultural activities to the capital. Such activities can be significant employment generators and contribute to the economic regeneration, vitality and viability of areas. Encouragement of such activities is in accord with the former LPAC’s vision of a strong economy and a good quality of life and provision of opportunities for all Londoners. The promotion of all types of leisure, including sport and cultural activities, is important for the general health and quality of life of the population. This can therefore make an important contribution towards Merton’s sustainability objectives of achieving equity and providing cultural, leisure and social opportunities for all.

2.49 Policies ST.26–ST.28 outline the Council’s approach to development in relation to the hierarchy of town centres. Part II of the UDP contains policies relating to different forms and locations of leisure developments. These policies emphasise the need to restrain car use and to encourage leisure facilities in accessible locations as suggested by government guidance PPG6, PPG13 and the former LPAC’s Supplementary Advice on Large Scale Leisure.

**POLICY ST.25: TOURISM**

**THE DEVELOPMENT OF SUITABLE TOURIST ATTRACTIONS, ACCOMMODATION AND FACILITIES WILL BE PERMITTED WHERE THEY ARE NOT DETRIMENTAL TO THE CHARACTER AND AMENITY OF THE AREA. EXISTING TOURIST FACILITIES WILL BE PROTECTED.**

*Justification*

2.50 During the 1990’s the government has increasingly recognised the importance of tourism to the economy. This is detailed in the new Tourism Strategy for England, “Tomorrow’s Tourism”, which lists the benefits as generating wealth, creating jobs, promoting entrepreneurship and providing social and environmental benefits and supporting local diversity and cultural traditions.

2.51 The Council’s Economic Development Strategy and Tourism Strategy recognise the scope for attracting visitors and their expenditure to Merton’s town centres and attractions as a means of supporting other local facilities. Encouraging suitable and sustainable tourist attractions means that the local community should also benefit from their development. Strategic Guidance for London Planning Authorities (RPG3) supports a positive approach especially in encouraging hotel development in different price ranges, and encourages Borough’s to prepare policies for the development of accommodation that will be acceptable to visitors, benefit the local economy and be accessible to public transport.

2.52 Facilities will be encouraged in locations that are accessible by a variety of transport, including walking and cycling as well as public transport, Part II of the UDP contains further details on transport policies.
SUCCESSFUL TOWN CENTRES AND SHOPPING

POLICY ST.26: TOWN CENTRES

THE COUNCIL WILL PROMOTE A HIERARCHY OF TOWN CENTRES IN MERTON AS THE MAIN FOCUS FOR SHOPPING AND A WIDE RANGE OF MIXED USE FACILITIES AND ACTIVITIES WITH GOOD PUBLIC TRANSPORT ACCESS.

Justification

2.53 During the 1990's Government guidance has increasingly recognised the importance of town centres as locations for shopping and a wide range of uses, and sought to restrict large scale car based development outside town centres. This new policy guidance detailed in PPG6, and added to in other guidance, such as PPG13, is consistent with the Government's strategy for sustainable development and the regeneration of urban areas. Strategic Planning Guidance for London supports this approach and identifies a hierarchy and network of town centres with Wimbledon identified as a Major Centre. The network is flexible and should reflect current circumstances. For the purpose of this plan, Wimbledon, Morden, and Mitcham are Town Centres as defined in Annex A of PPG6 1996.

2.54 It is a key aim of Merton's UDP to promote the improvement and regeneration of its town centres. A major study of Merton's town centres has been carried out in 1999 to guide policies and proposals in this Plan. It has identified a hierarchy of centres as set out below where a range of different policies and proposals are advocated for specific centres and detailed guidance for each centre is therefore set out in this Plan. The aim is to ensure that local needs are met locally and that the strengths and opportunities in each centre are recognised and supported. A key element of town centre policy is to integrate transport policy and the Plan includes policies to achieve this aim.

2.55 Where development of town centre uses is proposed, the Council's strategy to locate these uses is set out in Part II of the Plan. Development should be directed to town centres. The scale of development should respect the character of each centre. It should also have regard to its affect on the vitality and viability of the centre. Development for town centre uses should also take account of any transport implications and ensure the development is suitably located for pedestrians. In accordance with guidance in PPG6 the Council will treat edge of centre proposals as those that are within an easy walking distance of the core (primary in PPG6) shopping area. The limits will be determined by local topography, including barriers to pedestrians, such as major roads and car parks, the strength of attraction of the town centre and the attractiveness of the route to or from the town centre. However, the Council will take account of the advice in PPG6 that most shoppers are unlikely to walk more than 200 to 300 metres, especially when carrying shopping.
POLICY ST.27: WIMBLEDON TOWN CENTRE

THE COUNCIL WILL ACTIVELY PROMOTE THE VITALITY, VIABILITY AND CHARACTER OF WIMBLEDON TOWN CENTRE AS A MAJOR CENTRE AND AS THE PRINCIPAL TOWN CENTRE IN THE BOROUGH.

Justification

2. 56 Wimbledon is identified as a major centre in Strategic Planning Guidance for London and this policy seeks to recognise its role within the London town centre hierarchy and ensure that appropriate policies and investment take place in accordance with the former LPACs theme of consolidation.

2. 57 The future vitality of Wimbledon is essential in order to provide Merton’s residents with nearby employment, shopping, arts, cultural, leisure, entertainment and tourist facilities without the need to travel to other town centres. The Council will balance the development of Wimbledon against the needs of nearby town, district and local centres in order to ensure that new facilities complement rather than compete with these areas. In enhancing the vitality of the town centre the Council will seek to protect and enhance its townscape character.

POLICY ST.28: MITCHAM AND MORDEN TOWN CENTRES

THE COUNCIL WILL ACTIVELY PROMOTE THE REGENERATION OF MITCHAM AND MORDEN TOWN CENTRES AND ENCOURAGE THEIR DIVERSIFICATION AND ENVIRONMENTAL ENHANCEMENT, TOGETHER WITH IMPROVED ACCESS, WITH A VIEW TO BRINGING ABOUT INVESTMENT AND CREATING ATTRACTIVE CENTRES OF VALUE TO LOCAL RESIDENTS.

Justification

2. 58 Government planning guidance in PPG6 and in RPG3 promotes a hierarchy of town centres. These centres are a key part of this hierarchy and are identified as centres that have traditionally provided convenience goods and services for local customers. In terms of shopping floorspace they typically range in size from 10,000m² to 50,000m². Comparison shopping floorspace rarely exceeds 50% of the total. Their basic attraction is that they are easy and pleasant for local people to use. Some have attracted individual specialist shops or functions including restaurants.

2. 59 Both Mitcham and Morden have been identified as fulfilling this role for a long time. The 1999 Town Centre Capacity Study has updated the Council’s analysis of these centres. This showed that both centres meet the criteria for designation as District Centres although their retailing role has been in decline. Mitcham contains 25,175m² and Morden 27,500m² of retail and related service floorspace at December 1998. Of this total about 30% is convenience shopping in both centres and comparison shopping is less than 35%.

2.60 The scale of development for retail and other town centre uses should reflect the needs of each centre and support their vitality and viability. Site proposals have been identified to meet these needs and policy ST.26 provides further general guidance on the form and location of town centre development. Policies in Part II provide more detailed guidance on the scale of development suited to each centre. In Mitcham, Urban Village policies provide specific advice on the need for small scale, mixed use development.
POLICY ST.29: DEVELOPMENT OUTSIDE DESIGNATED CENTRES

A NEED FOR DEVELOPMENT OF TOWN CENTRE USES OUTSIDE MERTON’S DESIGNATED TOWN CENTRES HAS NOT BEEN IDENTIFIED. THEREFORE OUTSIDE THE DESIGNATED CENTRES, A NEED FOR A DEVELOPMENT FOR A TOWN CENTRE USE AND A SEQUENTIAL APPROACH TO SITE SELECTION HAS TO BE DEMONSTRATED. IN LARGE DEVELOPMENTS A HIGH LEVEL OF PUBLIC TRANSPORT ACCESSIBILITY MUST BE AVAILABLE.

Justification

2. 61 Government and strategic planning guidance seek to limit development outside town centres which could locate in or on the edge of town or district centres, in particular in order to reduce car use and encourage the regeneration of town centres. Advice in PPG6 and PPG13 requires Council’s to apply a sequential approach to the location of development and to assess the need for development as a basis for new policies. The Council supports new guidance to focus development on its designated centres and will resist development outside these centres which could locate in or on their edge.

2. 62 As indicated in paragraph 2.54 a town centre study has been carried out to fulfil the requirements in PPG6 and to guide policies and proposals in this Plan. This study does not indicate any demand or need for major retail or leisure development outside Merton’s town centres. Proposals for development outside designated centres in Merton will therefore only be likely to have any prospect of being given favorable considerations in exceptional circumstances, where the proposal complies with policies ST.29 and TC.2 in particular. Therefore the Council has not identified any sites for town centre uses outside its designated centres. These centres include town and local centres. Any exceptions to this policy must be located in areas with high levels of public transport accessibility as indicated on Figure 6.5 with level 4 and above. These areas are well served by public transport in accordance with guidance in PPG6 and PPG13.

POLICY ST.30: LOCAL SHOPPING

THE COUNCIL WILL SEEK TO MAINTAIN A WIDESPREAD DISTRIBUTION OF LOCAL SHOPPING FACILITIES.

Justification

2. 63 Government guidance in PPG6 supports the provision of local shopping facilities. This approach is also supported in Strategic Planning Guidance and is consistent with sustainable development aims. This guidance supports local shopping facilities for people’s day to day needs and to help reduce dependence on the car. Local facilities contribute to reducing social exclusion from services and bring particular benefits to the elderly and young people. The Government is encouraging retailers to be flexible with their store formats to meet the needs of local communities.

2. 64 Merton has a wide distribution of local shopping centres and parades which the Council will seek to retain and improve in order to provide choice and easily available local facilities. These facilities should include appropriately sized local supermarkets, key shops such as post offices and pharmacies and other local services to meet the day to day needs of residents, employees and visitors. Local shopping facilities can help to reduce the need to travel and limit car use to help bring environmental benefits. Policy S.4 provides the detailed guidance on the provision of local shops in the Borough. The aim is that the essential local shops are located within 500m of every residence.
SUSTAINABLE TRANSPORT

2.65 The Council recognizes the need to encourage the use of sustainable travel modes to reduce congestion and negative environmental impacts through its own policies and their interaction with the Regional Transport Strategy and Government policies.

2.66 In developing its own sustainable transport policies the Council seeks to reflect the objectives and priorities of the Regional Transport Strategy, as part of RPG9, as well as the Mayor’s Transport Strategy and the Government’s 10 Year Transport Plan.

2.67 Policy T1 of RPG9 requires Councils to develop policies which minimise travel distances while offering choice and accessibility, ensuring that the whole community (including disabled people) has the mobility required to meet their needs.

2.68 It is through the Council’s Local Implementation Plan and Borough Spending Plan that these policy objectives are delivered, through schemes and initiatives that promote sustainable travel options and choice. Projects are developed for funding through Transport for London, which must meet their critical assessment against the Mayor’s Transport Strategy. The need to ensure clear linkages between sustainable transport objectives and local scheme design is recognised in the ILIP.

2.69 By adopting a transport hierarchy the Council can fully consider development proposals in the context of national, regional and local policy objectives. Where the Council has accepted the private car, it is given the lowest priority and walking and cycling are considered first:

- Walking and Cycling
- Public Transport
- Taxis
- Commercial Vehicles
- Motorcycles
- Private Cars

POLICY ST.31: LAND USE/TRANSPORT INTEGRATION

The policies in Merton’s UDP promote the integration of transport and land use planning with the objectives of:

(i) Increasing the attraction and use of walking, cycling and public transport;
(ii) Restraining non essential private car movements;
(iii) Improving environmental conditions and road safety;
(iv) Enhancing accessibility to jobs, shopping and other activities in Merton;
(v) Reducing travel demand.
2.70 Advice contained in PPG13 (Transport) details how local authorities should integrate transport and land use planning. The Guidance aims to ensure that local authorities implement their land use policies and transport strategies in ways which reduce the growth in the length and number of motorised journeys, encourage means of travel that have less environmental impact and reduce the reliance on the private car.

2.71 The policies in the Plan support these aims and will assist in meeting the commitment in the Government’s Sustainable Development Strategy to reduce the use of and reliance on the private car and reduce the overall environmental impact of transport.

POLICY ST.32: TRAFFIC RESTRAINT/REDUCTION

The Council will seek to reduce overall traffic volumes, particularly the use of the private car, whilst maintaining the ability of individuals to access activities. This will be achieved by:

(i) ensuring major development that attracts large numbers of trips is located in areas well served by public transport;

(ii) achieving a mix of development that maximises the opportunity for walking, cycling and public transport;

(iii) restraining private car movements through parking control and other measures such as travel plans;

Justification

2.72 The Road Traffic Reduction Act 1997 obliges local authorities to assess traffic levels and set targets for reducing traffic, or its rate of growth, in their area. As a result of the requirements of the Environment Act 1995 the Council is also obliged to implement measures aimed at improving air quality in the Borough. The Council wishes to assist London’s Mayor with his aim of establishing formal guidance on the application within Greater London of the Road Traffic Reduction Act 1997. At this stage it is envisaged that Merton can make a significant contribution to the process and in the short term the Council aims to stabilise the growth of traffic in the Borough and then in the medium to long term progress proposals for achieving actual reductions in the growth of road traffic levels with the associated setting of targets in the Local Implementation Plan. Complementary measures to the road user-charging scheme proposed for central London are key to this process.

2.73 The Council requires developers to demonstrate that their development is adequately served by a variety of modes of transport. The Council will take particular account of access on foot, by cycle and public transport to minimise road traffic. If development is not well served then a contribution will be sought by negotiation towards the provision of alternative means of travel, parking controls and traffic calming measures. If the Council is satisfied that a major development attracting large numbers of trips will be in an area well served by public transport at such time as to serve such developments, then criterion ST.32(I) would be met. However, it will not be possible to make all development acceptable in transport terms and consequently development that is simply in the wrong location or is of an inappropriate size or use will be refused planning permission.
POLICY ST.33: GREEN TRANSPORT

THE COUNCIL WILL PROMOTE, ENCOURAGE AND PROVIDE IMPROVED FACILITIES FOR PEDESTRIANS AND CYCLISTS IN MERTON THROUGH POLICIES WHICH RECOGNISE THE IMPORTANCE OF WALKING AND CYCLING AND THE INTRODUCTION OF A RANGE OF MEASURES TO IMPROVE THEIR SAFETY AND CONVENIENCE.

Justification

2.74 Boroughs have a responsibility for providing good quality facilities for pedestrians and cyclists. A better quality environment for both pedestrians and cyclists can encourage more people to make trips by these forms of transport which in turn can make a significant contribution towards a more sustainable transport system.

2.75 The Council will introduce a comprehensive set of measures to increase walking in the Borough including the identification of pedestrian priority areas, locations for pedestrian demonstration projects and the implementation of a programme of safer routes to school. Cycling is economical, efficient, environmentally friendly and healthy and the Council will encourage and support safe cycling through the progression of a range of measures including the implementation of the London Cycle Network. Since over a half of all trips made are under 5 kilometres in length there is significant potential for modal shift away from car use to the bicycle.

POLICY ST.34: PUBLIC TRANSPORT

THE COUNCIL WILL ENCOURAGE AND PROMOTE THE RETENTION, EXTENSION AND IMPROVEMENT OF PUBLIC TRANSPORT SERVICES AND FACILITIES TO MEET THE DEMAND FOR TRAVEL FOR MOST JOURNEYS IN MERTON AND, IN PARTICULAR, TO SERVE MAJOR DEVELOPMENT AND TOWN CENTRES.

Justification

2.76 As is the case for many other outer London Boroughs, public transport in Merton is sometimes less convenient than the use of the private car for most journeys. However, the government now seems to be recognising the need for greater investment in public transport to provide an adequate network to serve the area and to provide a realistic and viable alternative to the car.

2.77 The Council is pressing for the maintenance and improvement of public transport services and facilities to serve major development and meet both the local and regional needs. This will be achieved by supporting the provision of a variety of types of new services and improvements to stations, stops and passenger facilities and the better integration of the various public transport services. The Council will continue to work in partnership with both public transport operators and developers in linking development sites with improved public transport infrastructure and interchange points.
POLICY ST.35: PARKING

THE COUNCIL WILL, IN CONJUNCTION WITH NEIGHBOURING BOROUGHS, ADOPT A RESTRAINT BASED APPROACH TO CAR PARKING WHICH PLACES MAXIMUM LIMITS ON THE LEVELS OF OFF STREET PARKING ASSOCIATED WITH NEW DEVELOPMENT AND RESTRICTS COMMUTER AND OTHER LONG TERM CAR PARKING.

Justification

2.78 Strategic Planning Guidance for London Planning Authorities states that the amount of traffic generated by new developments should be minimised by placing maximum limits on the levels of off-street car parking spaces permitted and that where possible parking provision in existing developments should be brought into line when redevelopment takes place or through negotiation. It also advises that Boroughs should work towards a comprehensive and consistent approach to on-street parking restrictions, including the co-ordination of controlled parking zones and special parking areas. The Council's Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

2.79 Parking policies and standards in Merton seek to limit car use and encourage alternative means of travel which have less environmental impact. Parking control is used as a method of restraining the use of cars, particularly for commuting in the peak hours. The aim is to provide and manage a balanced supply of on-street and off-street parking spaces for different types of uses, to reduce accidents, to restrain traffic for environmental reasons and to satisfy the needs of town centres, businesses and residential areas.

IMPLEMENTING THE STRATEGY AND MEASURING PERFORMANCE

POLICY ST.36: COMMUNITY BENEFITS

THE COUNCIL WILL SEEK TO SECURE, THROUGH PLANNING OBLIGATIONS, COMMUNITY BENEFITS IN ACCORDANCE WITH RELEVANT POLICIES IN THE PLAN, TAKING ACCOUNT OF CURRENT GOVERNMENT GUIDANCE AND THE CIRCUMSTANCES OF EACH DEVELOPMENT.

Justification

2.80 Government guidance is set out in Circular 1/97. PPG12 states that where a planning authority expects developers to enter into planning obligations on a regular basis, in relation to similar types of development, they should set out their policy in their local plan. Other PPGs give guidance on circumstances where planning obligations may be required, including PPG13 on funding public transport facilities. The Government has indicated in “Modernising Planning” its intention to review policy on planning obligations.

2.81 Detailed guidance is therefore set out in Part II of this Plan in relation to specific types of development where planning obligations will be sought.
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Chapter 3 • Living and Working in Merton

LIVING AND WORKING IN MERTON

URBAN VILLAGES

3.1 The aim of Urban Village policy is that within Merton's urban area, small mixed communities would be safeguarded and developed, with attractive housing, work, shopping and other facilities within walking distance. This will assist in enabling a close knit community to live and work together whilst still having public transport access to the Metropolis. The policy will be applied both to existing areas (central Mitcham) and new development. Urban Village policy reflects the objectives behind the former LPAC's Sustainable Residential Quality policy initiative which advocates adopting an innovative approach to neighbourhood design integrating location, housing mix, higher residential densities and reduced car parking requirements.

3.2 Urban Village policies will safeguard and improve Merton's traditional village communities, provide a focus for a variety of sustainability initiatives, give an attractive form to substantial new housing and mixed use development, and provide locations where those who wish to do so can develop a more sustainable lifestyle. Urban Villages also provide a location for integrating sustainable transport, waste management, Agenda 21 objectives, Healthy Cities initiatives and other programmes. The Urban Village policies aim for a substantial change in 25 years time when the next generation will inherit the villages. Urban Villages would then be capable of supporting sustainable lifestyles, would foster social inclusion, and make it easier and cheaper to reach the basic facilities and jobs people need.

POLICY U.1: URBAN VILLAGE DESIGNATION

IN THE DESIGNATED URBAN VILLAGE AREA (MITCHAM TOWN CENTRE) SHOWN ON THE PROPOSALS MAP THE COUNCIL WILL SAFEGUARD AND PROMOTE DEVELOPMENT WITH THE FOLLOWING URBAN VILLAGE CHARACTERISTICS:

(i) MIXED USES;
(ii) MIXED TENURE AND DWELLING TYPES, INCLUDING AFFORDABLE HOUSING;
(iii) WALKABILITY AND COMPACTNESS;
(iv) COMMUNITY FACILITIES;
(v) LOCAL EMPLOYMENT AND SHOPPING;
(vi) GOOD ACCESSIBILITY TO THE VILLAGE CENTRE BY FOOT;
(vii) GOOD ACCESSIBILITY TO EXISTING AND FUTURE PUBLIC TRANSPORT FACILITIES.
Justification

3.3 In the designated area of Mitcham town centre a small mixed community will be encouraged with attractive housing, work, shopping and other facilities close by. The Urban Village area should extend to approximately 600m - 800m walking distance from the village centre. Urban village centres should be of an appropriate scale with high public transport accessibility and a mix of uses (See Chapter 5).

3.4 This designation will be reviewed and additions may be made as appropriate. In some future locations part of the Urban Village policy objectives may not be achievable - eg employment, but sustainable transport objectives may still be reached. The achievement of sustainability and quality objectives will be monitored together with social and lifestyle changes in order to assess the effectiveness of policies to assist in review, to consider further designation, and to mitigate any adverse effects. Urban Villages will assist in achieving Agenda 21 objectives, by integrating sustainable transport, waste management, Healthy City initiatives and other programmes locally.

POLICY U.2: MIXED USES IN URBAN VILLAGES (SEE ALSO POLICIES MI1-MI3)

PROPOSALS FOR NEW DEVELOPMENT OR CHANGE OF USE WILL BE EXPECTED TO EITHER RETAIN OR PROVIDE A MIX OF USES THAT INCLUDE ONE OR MORE OF THE FOLLOWING:

(i) NEIGHBOURHOOD FACILITIES AND SERVICES SUCH AS PRIMARY HEALTHCARE AND EDUCATION

(ii) OTHER VILLAGE CENTRE RELATED USES, SUBJECT TO TOWN CENTRE POLICIES IN THE PLAN

(iii) MULTIPLE USE FACILITIES

(iv) EMPLOYMENT USES, INCLUDING LIVE-WORK UNITS AND TELECOMMUTING FACILITIES

(v) RESIDENTIAL USES ON UPPER FLOORS

THE PROPOSAL WILL BE ASSESSED AGAINST THE CHARACTER ASSESSMENT GUIDELINES PREPARED FOR URBAN VILLAGES.

Justification

3.5 There is a need for a mix and variety of uses within the Urban Village and its centre. A mix of uses and the introduction of new facilities is important to provide for uses not located elsewhere in the Urban Village. A variety of uses will give a fuller range of local services, avoiding the need to travel long distances. The Council wishes to encourage diversification of uses in centres, multi-purpose linked visits, and the provision of facilities which promote social inclusion. Within the context of its service delivery strategy the Council will therefore encourage Council and Council-influenced services, including voluntary sector, education, social services and health facilities to locate in the Urban Village centres, in order to provide accessible facilities. New development also provides significant opportunities to meet residents’ needs for a range of facilities.
3.6 Mixed use development will enable the vitality of the Urban Village Centre to be supported by encouraging social and leisure activities outside normal shopping hours. In large schemes a mix of uses will be sought to provide diversity of uses, to support vitality and viability and so that no one use will dominate to the detriment of the character of the Urban Village.

3.7 PPG6 provides further guidance on diversity in centres and PPG3 provides guidance on promoting mixed use and creating mixed communities.

3.8 In order to maintain and improve the mix of uses the existing mix of uses will be assessed and targets will be set. Each sector of the Urban Village and its centre will be considered, so that a good mix at an appropriate scale is achieved in each part of the village. The achievement on individual sites will be continuously monitored in order to meet the required range of uses within the Plan period over all sectors of the Urban Village. Whilst some conversion of residential uses to business use will be encouraged to improve the mix of uses in village centres, the Council will seek to maintain and improve an element of residential use sufficient to secure overlooking of central spaces in vulnerable areas for improved security, out of hours activity and local customers for shops.

3.9 In order to reduce commuting, the Council will assess travel to work patterns and the nature and location of jobs. New Community Enterprises will be encouraged particularly in village centres. It is particularly important to safeguard local industrial employment since these jobs are hard to replace and industrial employees tend to travel short distances. A programme of environmental improvement and amelioration of adverse conditions for existing employment sites will therefore be initiated.

3.10 A high quality environment is needed to attract pedestrians, decrease car dependence, maintain standards in a high density environment, and reduce the need to travel to alternative attractions. It is the Council's intention to prepare Supplementary Planning Guidance for urban village areas, starting with Mitcham Urban Village (the only one designated in Merton so far) supported by the preparation of development briefs for specific development sites. The SPG and briefs will be used to assess development proposals. The Council will support the Mitcham Partnership Board whose activities will include developing and implementing programmes to remove eyesores, raise standards of design and maintenance of the public domain including street furniture and the provision of pocket parks. The provision and improvement of pedestrian and cycle infrastructure will be accorded priority. The Mitcham Partnership Board comprising mainly representatives from the local business community, public and voluntary/community sectors will be the principal consultative body regarding policies and proposals affecting Mitcham Urban Village. The Mitcham Area Forum will be the main consultative body with regard to the resident population's interests outside the urban village area. London-wide bodies such as the Mayor/GLA its agencies and the Metropolitan Police are also Council consultees.

POLICY U.3: SUSTAINABLE TRANSPORT IN URBAN VILLAGES

IN ORDER TO ACHIEVE SUSTAINABLE TRANSPORT, DEVELOPMENT PROPOSALS IN URBAN VILLAGES WILL BE EXPECTED TO PROVIDE OR CONTRIBUTE TO THE FOLLOWING:
(i) TRAFFIC CALMING MEASURES

(ii) PEDESTRIANISATION AND ENVIRONMENTAL IMPROVEMENTS

(iii) SAFE ROUTES TO SCHOOL AND LINKS TO THE VILLAGE CENTRE

(iv) THE DEVELOPMENT AND IMPROVEMENT OF PUBLIC TRANSPORT TO CENTRAL LONDON AND OF INTERMEDIATE MODES SUCH AS TRAMLINKS AND BUS PRIORITY MEASURES

(v) NETWORK OF CYCLE LANES AND FOOTWAYS

(vi) CAR PARKING IN ACCORDANCE WITH THE COUNCIL’S ADOPTED LOCATIONAL/DENSITY/PARKING MATRIX

THE LEVEL OF PROVISION OR CONTRIBUTION WILL DEPEND ON THE SCALE AND TYPE OF DEVELOPMENT AND ON THE TRAFFIC AND HIGHWAY IMPLICATIONS OF THE PROPOSAL.

Justification

3.11 The Council has adopted sustainability objectives and targets which form the basis for assessing all planning and transportation policies. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject. Regarding sustainable transport, PPG6 requires major travel generators to be located in centres, PPG13 seeks to reduce car use and encourage other travel modes, and PPG24 seeks to reduce pollution. Good practice is outlined in the DETR Good Practice Guide for Sustainable Development (1998). Urban Villages will be in the forefront of Borough sustainability policies and they are intended to provide attractive areas for those who wish to live a sustainable lifestyle. In the context of Borough policies, Urban Village policies therefore need to provide particularly good sustainable transport alternatives, to give higher priority to sustainable modes, and to avoid encouraging car use where there is an alternative mode. There is a strong emphasis on cycling and walking, since it is intended to encourage a mix of uses nearby, rather than large specialist areas (retailing or industry for example), which require a long journey. This will allow those with lower mobility or access to cars to have access to a fuller range of facilities. The Government’s Sustainable Development Strategy particularly recognises the importance of these social and equity issues.

3.12 The Council will, throughout the Borough’s town centres, introduce measures aimed at traffic reduction, and in particular within a short distance of the Urban Village centres it will encourage walking and cycling and discourage car journeys where a sustainable mode is more appropriate than a short car journey. These will be the areas where a good quality sustainable lifestyle can be adopted. They are also the areas where higher density high quality housing development will be encouraged, which will support good facilities in the adjacent village centre. The Council will therefore reallocate highway space from casual kerbside parking and through traffic to sustainable transport uses: by incentives and regulation it will encourage sustainable modes for local journeys to the village centre. The Council will also promote public transport access to metropolitan facilities outside the Urban Village for non-car owners.
3.13 The Borough pedestrian and cycling networks will be increased within Urban Village areas. A dense network of cycle lanes and footways focusing on Urban Village centres will be promoted, by reallocating road space and other means. The initial network, created at an early stage, will be improved to high quality standards, including facilities for benches and cycling parking at destinations, and provision for high quality servicing and maintenance, graffiti removal and landscaping.

3.14 To reduce the amount of land used for cars and to use Council and other land efficiently, the Council will review its parking provision in the light of changed priorities. After review therefore, any excess parking will be reallocated for sustainable transport and development for appropriate mixed uses.

POLICY U.4: RESIDENTIAL USES

WITHIN AN URBAN VILLAGE THE PLAN’S HOUSING POLICIES WILL APPLY WITH THE ADDITION OF THE FOLLOWING:

(i) A MINIMUM DENSITY OF 210 HABITABLE ROOMS PER HECTARE AND A MAXIMUM DENSITY DETERMINED BY THE DESIGN CRITERIA SET OUT IN THE PLAN AND SUPPLEMENTARY PLANNING GUIDANCE AND RELATED TO THE DISTANCE OF THE DEVELOPMENT FROM THE CENTRE OF THE VILLAGE;

(ii) INCREASED ACCOMMODATION IN LOWER DENSITY AREAS ADJACENT TO VILLAGE CENTRES WILL BE ACCEPTABLE EITHER THROUGH NEW DEVELOPMENTS OR BY EXTENSIONS TO EXISTING BUILDINGS.

Justification

3.15 The Urban Villages will be the focus for achieving high quality residential areas at higher densities adjacent to attractive centres that can be reached without a car. The Council supports the principles embodied in the Sustainable Residential Quality initiative promoted by the former LPAC (1997) as provided for in revised policy HP.4. In existing areas this will involve increasing densities for new development and allowing adaptation and extension of existing buildings in the areas immediately around village centres where this is to acceptable standards. To achieve an overall increase in environmental quality such development must be accompanied by enhanced standards of design, materials and hard and soft landscaping. New small scale “Urban Villages” in existing suburban areas will make existing suburban areas more suitable for sustainable living patterns and will reduce the need to travel. They will contribute to housing needs and the ‘Urban Renaissance’, as indicated in LPAC research and DETR guidance. To achieve an appropriate Urban Village mix affordable housing should be on site wherever possible, particularly since large residential would be involved. In order to meet the Urban Village objectives of community development and partnership, the formation of self-management and community ownership bodies to continue good management after construction will be encouraged.
COLLIERS WOOD

3.16 The designation of Colliers Wood Area of Opportunity in the 1996 UDP has brought forward the development of Opportunity Sites. However the Plan did not adequately reflect the range and scale of retail and other uses now appropriate for an Urban Centre. The designation of Colliers Wood as an Urban Centre recognises its unique character, need for environmental enhancement and that it does not fall within the existing retail hierarchy, in relation to Wimbledon, Mitcham and Morden town centres. The emphasis will be on promoting a more balanced mixed use development of the remaining sites, making the most of its unique historic links and accessibility by public transport, together with area regeneration. The 1996 UDP boundary is considered to be too broad, and therefore a more limited core area boundary has been defined on the Proposal Map to promote regeneration objectives. Strategic Policy ST. 8 relates to this.

The key objectives for Colliers Wood Urban Centre are:

(i) Diversification of uses;
(ii) Promotion of investment in key sites;
(iii) Improved accessibility for pedestrians and cyclists;
(iv) Environmental improvements;
(v) Promotion of regeneration initiatives.

Objectives

3.17 To provide a framework for the preparation of more detailed planning policies to guide development and improvement in the area the following objectives have been set:

(i) To encourage and guide a regeneration programme within the Colliers Wood Urban Centre, which reflects the aspirations of the local community. More detailed improvements are contained within a Management Action Plan, which has been prepared by consultants on behalf of Groundwork Merton, English Partnerships and the Council in consultation with local stakeholders.

(ii) To promote a balanced mixed use development of residential, community, leisure, recreation, tourism, shopping and employment facilities of benefit to Merton as a whole.

(iii) To develop a programme of environmental and traffic management measures to ensure that the area benefits from, and is not adversely affected by, any new developments.

(iv) To encourage private sector investment in the provision of substantial new social and environmental improvements of benefit to the local communities.

(v) To upgrade access to and within the area, in particular by public transport improvements and improved conditions for pedestrians and cyclists.
(vi) To control the scale of development such that it is consistent with existing and/or proposed transport infrastructure and services, and to minimise the impact on surrounding areas.

(vii) To provide a high quality urban design which integrates the Colliers Wood Urban Centre with surrounding areas and enhances the townscape and landscape of the area generally.

(viii) To ensure that development within the area properly relates to that proposed for Merton town centres.

(ix) To protect and enhance the ecological and heritage features within the area.

(x) To support residential development in particular affordable housing, in association with the commercial proposals and to create genuine mixed use schemes.

POLICY CW.1: COLLIERS WOOD URBAN CENTRE

WITHIN THE COLLIERS WOOD URBAN CENTRE NEW DEVELOPMENT, ENVIRONMENTAL IMPROVEMENTS AND NEW FACILITIES WILL BE EXPECTED TO CONTRIBUTE TO REGENERATION OF THE AREA FOR THE LOCAL COMMUNITY IN THE FOLLOWING WAYS:

(i) BY PROVISION OF MIXED USE DEVELOPMENTS ON SUITABLE SITES, OR RESIDENTIAL, COMMUNITY, LEISURE OR OFFICE USES ON OTHER SITES, OR

(ii) BY PROVISION OF NEW HOTEL FACILITIES WITH ACCESS TO ASSOCIATED LEISURE AND SOCIAL FACILITIES BY MEMBERS OF THE PUBLIC

CONTRIBUTIONS TO ENVIRONMENTAL IMPROVEMENTS WILL BE REQUIRED AS PART OF DEVELOPMENT PROPOSALS. THE LEVEL OF IMPROVEMENTS WILL BE RELATED IN PROPORTION TO THE SCALE AND NATURE OF THE INDIVIDUAL PROPOSAL.

Justification

3.18 The 1999 Town Centre Capacity Study identified that there had been a large increase in the amount of retail uses within Colliers Wood since the UDP was adopted in 1996. Colliers Wood now contains a number of stand alone, car-bourne retail warehouse developments as well as the existing independent retailers along the high street. The future role of Colliers Wood is to address the imbalance of retail compared to other uses. There is a need to regenerate the area to improve local facilities, housing, employment and environmental conditions which will create a more sustainable development of the area.

3.19 Colliers Wood has lost approximately 2,000 industrial jobs and 12 hectares of employment land over the past 20 years, mainly from the Savacentre, Tandem Centre and Connollys sites. The adopted UDP identifies business accommodation as being an element required in the proposal sites within Colliers Wood. Colliers Wood, although not a town centre, is very accessible by public transport. The Council considers places which are well served by public transport as the best location in the borough for the development of larger units of office space. Due to its accessibility by public transport, Colliers Wood is also seen as a good location for the development of larger units of office floorspace. Developments for larger office spaces in Colliers Wood will be
considered as exceptions to Policy TC1 which seeks to direct all large town centre uses to the three town centres of Wimbledon, Mitcham and Morden, due to its very good public transport accessibility.

3.20 Colliers Wood has suffered in recent years from the increase in traffic which has been attracted to the area by the large scale retail developments. This has resulted in a general neglect of Colliers Wood High Street and Merton High Street as well as the area surrounding the large development sites. Environment improvements will improve the quality of the living and working environment for people in Colliers Wood. Contributions towards environmental improvements will be required as part of development proposals within Colliers Wood.

3.21 New development should have regard to Urban Design policies, particularly Policies BE.16 Urban Design; and BE.22 Design of New Development.

3.22 To address the imbalance of uses within Colliers Wood, many of the sites identified on the Proposals Map have been designated for mixed use development. The mixed use sites are aimed at providing a wide range of uses and local facilities. In particular, there is a need for additional residential, community, employment and leisure uses within Colliers Wood to improve the range of facilities available and to create a more sustainable environment by reducing the need to travel outside the area for these facilities. Higher density housing is seen as a key element in mixed use sites, which are well served by public transport and would be an important aid in the regeneration of Colliers Wood. Colliers Wood is also seen as an appropriate location for larger scale office developments, due to its accessibility by public transport. Colliers Wood will be able to provide the services and facilities for people who work in the area.

POLICY CW.2: SITES 1CW AND 2CW

SITES 1CW AND 2CW SHOWN ON THE PROPOSALS MAP HAVE BEEN IDENTIFIED AS KEY SITES ON WHICH DEVELOPMENT PROPOSALS ARE REQUIRED TO ACHIEVE A BALANCED MIX OF USES WITHIN COLLIERS WOOD URBAN CENTRE.

Justification

3.23 The future of site 2CW is of fundamental importance to the regeneration of Colliers Wood and the creation of a more sustainable form of development. This is the last remaining major site for redevelopment and in principal provides the opportunity for a mixed use development comprising mainly residential, with leisure, craft market, B.1, tourism, community, cultural, and heritage/nature conservation uses. It is considered that the site offers potential for mixed use development with an element of residential use adjacent to Merton Abbey Mills. The Council will work with the landowner/developer in preparing planning briefs and development proposals for the site.

3.24 The household survey which formed a key part of the town centre study, found that 79% of Colliers Wood residents were dissatisfied with leisure and entertainment facilities in the area. This view is consistent with earlier research and led to the designation of the 2CW site in the 1996 adopted plan. This plan therefore includes an element of leisure in the mix of uses, in accordance with the advice in PPG.6
(paragraph 1.17) as this type of site, when combined with other existing Colliers Wood developments, which are well served by public transport, appears to satisfy the out-of-centre development test of PPG.6. Other UDP policies for Colliers Wood and Transport indicate how pedestrian access to adjoining sites and to public transport should be improved to maximise access by means other than by car and to increase the ability for single trips to serve several purposes.

3.25 A proactive approach by the Council will also be adopted to the development of the 1CW site. In consultation with the landowners, a planning brief will be prepared for mixed use development comprising mainly residential and B1, with community facilities, public open space and a transport interchange. Provision for improved transport, integrated use of car parks, pedestrian access and environmental enhancement will be sought as part of the development proposals for both sites to improve the linkages between them.

POLICY CW.3: TRANSPORT INFRASTRUCTURE

WITHIN THE COLLIERS WOOD URBAN CENTRE NEW DEVELOPMENT PROPOSALS WILL BE EXPECTED TO CONTRIBUTE TO THE INTEGRATED CYCLE AND PEDESTRIAN NETWORK SCHEME PREPARED BY THE COUNCIL, WHERE THE PROPOSED DEVELOPMENT WOULD AFFECT OR IS DIRECTLY RELATED TO THE NETWORK.

Justification

3.26 The scale of development within Colliers Wood has placed pressure on the existing transport infrastructure. New developments will be required to provide improvements to the infrastructure which will support the proposed development. Borough cycle and pedestrian networks should extend to Colliers Wood in phase with redevelopment proposals as they are implemented in accordance with borough cycling and pedestrian policies. Further guidance is given in Chapter 6 Integrated Transport and Planning.

3.27 The proposed Merton Tramlink will improve the public transport accessibility into Colliers Wood and a transport interchange is proposed outside Colliers Wood Underground station which will improve connections between bus, tube and Tramlink journeys. Controlled Parking Zones are proposed which will reduce the problem of commuter parking around Colliers Wood station. Alternatives to car-based transport will be encouraged through the implementation of additional footpaths and cycleways linking Colliers Wood station and interchange to the developed sites.

MIXED USE FRONTAGES

POLICY MU.1: MIXED USE FRONTAGES; GROUND FLOOR USES

IN SHOPPING FRONTAGES NOT DESIGNATED IN THE UDP, CHANGE OF USE OF THE GROUND FLOOR WILL BE CONSIDERED FAVOURABLY FOR A WIDE RANGE OF LOCAL COMMUNITY, SERVICE, HEALTH, LEISURE AND BUSINESS USES, WHERE IT CAN BE SHOWN THAT THE PROPOSAL WILL HAVE NO SIGNIFICANT ADVERSE EFFECTS ON THE AMENITIES OF NEARBY RESIDENTS AND ROAD SAFETY AND DOES NOT CREATE SIGNIFICANT CAR PARKING PROBLEMS. PERMISSION FOR RESIDENTIAL USE WILL NOT NORMALLY BE PERMITTED BUT ACCESS TO POTENTIAL UPPER FLOOR RESIDENTIAL USE SHOULD BE ENSURED.
3.28 Due to the decline in local shopping facilities, which is a trend throughout London, these frontages no longer justify designation for retail use. To avoid vacancy and decay, and to retain a mix of uses needed by the local community they are considered to be suitable for a wide range of local services and businesses, including: local health facilities such as health centres, doctors and dentists, community and religious centres; A3 uses such as cafes and bars; local small business premises (A2 and B1 use); car/bicycle hire or sales, leisure and entertainment (D1 and D2 uses) such as fitness clubs, sports clubs, social clubs and similar uses.

3.29 These premises provide opportunities for a range of local facilities and employment opportunities to serve nearby residents and for new and small businesses to locate, and Council policy is to support such uses (see also Policy E.12). In addition they relieve designated retail frontages from the pressure for change of use away from retail use by providing alternative locations. In considering the suitability of particular uses regard will be given to any possible adverse impacts on nearby residents, parking and traffic implications to ensure that satisfactory provision is made where necessary. Proposals for Food and Drink uses should be consistent with Policy S.8 and advice in Supplementary Planning Guidance for A3 uses. Proposals for vehicle uses should be consistent with Policy S.9. In residential areas where there is no proven demand for non residential uses consideration will be given to a residential use. Where the premises have been vacant for an extended period of not less than 2 years, and their unsuitability for non residential use has been confirmed as a result of full and proper marketing of the premises at reasonable prices, then the Council will consider residential use.

POLICY MU.2: NON DESIGNATED SHOPPING FRONTAGES: UPPER FLOOR USES

Within non-designated shopping frontages, the change of use of upper floors from residential use will only be permitted under the following circumstances:

(i) The existing residential accommodation cannot be improved to form internal accommodation of a reasonable size and standard;

(ii) Access to upper floors is inadequate or unsafe and cannot be improved;

(iii) The external environment is so poor as to be unsuitable for residential use.

Justification

3.30 Considering the substantial amount of vacant or under-utilised upper floors along non designated shopping frontages, a great potential exists for creating housing principally for those in housing need, upgrading the environment and contributing to economic and social revival and diversity. Financial assistance from Central Government and Council funding may be available for this purpose. To realise this potential for housing the Council will accept minimal or zero parking when residential use is proposed. Policy guidance for residential use in designated shopping frontages is set out in policy TC13.
This seeks to protect and promote residential use in these areas.

3.31 Separate access to upper floor dwellings should ideally be provided off the street but the Council acknowledges that a significant proportion of upper floor dwellings are served by rear access. In such instances improved safety and security should be sought through, for example, better lighting; further guidance on this issue is contained in a Supplementary Planning Guidance Note entitled Safety and Security. In some cases the viability of a ground floor business may depend on the use of an upper floor or part of an upper floor. In these cases a non residential use could be permitted.

POLICY MU.3: NEW DEVELOPMENTS IN NON DESIGNATED SHOPPING FRONTAGES

IN NEW DEVELOPMENTS WITHIN NON DESIGNATED SHOPPING FRONTAGES A RANGE OF APPROPRIATE USES WILL BE PERMITTED AT GROUND LEVEL, WITH RESIDENTIAL ON THE UPPER FLOORS.

Justification

3.32 To encourage sustainable patterns of living and to provide a wide range of facilities and employment close to where people live, it is considered that non designated shopping frontages and units provide good opportunities for new development to achieve these aims. Often these frontages have good access to public transport services and local residents can easily reach these facilities by means other than the car. Minimal or zero parking will be accepted in connection with any residential uses. This would be an efficient use of land as promoted by PPG3 and contributes to the Government objectives for meeting housing targets.

3.33 As indicated in Policy MU.1 a very wide range of uses can be suitably located in the frontages, and the upper floors present opportunities for low cost affordable housing, especially non family housing. In some locations development in these frontages may be suited to high density development where they meet the criteria set out below in Policy HP4.

POLICY MU.4: LIVE / WORK DEVELOPMENT

THE COUNCIL WILL CONSIDER FAVOURABLY PROPOSALS FOR THE DEVELOPMENT OF LIVE / WORK UNITS EXCEPT IN CORE SHOPPING FRONTAGES AND DESIGNATED INDUSTRIAL AREAS. THE FOLLOWING CRITERIA WILL BE APPLIED:

(i) SITES PROPOSED FOR LIVE / WORK DEVELOPMENT SHOULD NOT EXCEED 0.5 HA.

(ii) THE WORK-SPACE ELEMENT OF EACH UNIT SHOULD OCCUPY THE WHOLE GROUND FLOOR AND BE WHOLLY SEPARATE FROM THE RESIDENTIAL ACCOMMODATION.

(iii) THE DEVELOPMENT OF EMPLOYMENT LAND FOR LIVE / WORK PURPOSES WILL ONLY BE ALLOWED WHERE THERE IS NO DEMAND FOR BUSINESS USE ON THAT LAND.

(iv) LIVE / WORK UNITS WILL NOT BE PERMITTED IN INDUSTRIAL / BUSINESS PREMISES OR ON EMPLOYMENT LAND WHERE B2 (GENERAL INDUSTRIAL) USES OR OTHER OPERATIONS HAVE PRODUCED AN ENVIRONMENT UNSUITABLE FOR RESIDENTIAL DEVELOPMENT.
Justification

3.34 The policy has been framed to address a gap in the policy framework of the UDP created by the absence of policy to deal with the growing demand for live/work units in the borough. Live/work units are seen as part of the continuum of employment—generating development extending from the use of a room in a dwelling, through live/work units to serviced workshop/studios to self-contained B1 premises and industrial units. Sites considered suitable for live/work development are important in terms of "seed-bed" capacity and are in short supply. However, some locations will not be suitable for the residential element of live/work unit development, especially where there are employment uses in the locality which could be detrimental to residential amenities or cause nuisance to the residents.

3.35 Government planning policy guidance, especially draft revised Regional Planning Guidance for the South-East (RPG9), "Strategic Guidance for London Planning Authorities" (RPG3, May 1996), General Policy and Principles (PPG1), Housing (PPG3), Industrial and Commercial development and Small Firms (PPG4) and Transport (PPG13) recognise the important contribution mixed-use, sustainable forms of employment generating development can make to achieving an urban renaissance, stimulating competition and promoting local economic health. Accordingly, planning authorities are encouraged to promote mixed-use patterns of development, especially those linking housing and employment, and those which encourage a range of business premises to be developed for alternative forms of development where business use has ceased or where there is no demonstrable demand for its resumption. RPG3 specifically advises Boroughs to formulate policies to increase the supply of live/work units.

3.36 The London Development Agency strategy (2000) and Urban White Paper (2000) support the adoption of policies designed to foster new and traditional economic activities, economic diversity, sustainable development and the reuse of obsolete buildings and vacant land. Local authorities are specifically encouraged by Government to review vacant business and industrial premises/land and adopt a flexible approach to bringing such property back into productive use as soon as practicable without detracting from residential amenities.

3.37 Strategic policy ST11 ("Mixed Use Neighbourhoods") seeks the creation of mixed use sustainable neighbourhoods which balance the provision of housing, employment and community support facilities. The "Economic Development Strategy for Merton and Action Programme (2000-2001)" stresses the importance of protecting the local economy by safeguarding industrial land from loss to other uses, the provision of sites and premises throughout the borough to facilitate job retention and creation as well as increasing the rate at which new businesses are established in sustainable working environments.

3.38 Accordingly, the use of employment land outside designated industrial areas for live/work development will only be permitted where there is no demand for business use of that land. The applicant (for planning permission) will require to demonstrate the lack of demand. The applicant will be required to include evidence viz. newspaper or journal cuttings, estate agents' letters etc, that the land has been the subject of a full and proper marketing exercise for this purpose for three years at reasonable prices. The Council will wish to be satisfied that the availability of the land was brought to the attention of the Council at the earliest opportunity and will monitor the economic impact of this policy. Further information on this policy and its application is available in the SPG "Live/Work Development".
3.39 Some locations will not be suitable for the residential element of live/work unit development especially where there are employment uses in the locality which could be detrimental to residential amenities or cause nuisance to the residents. It will also be important that the residential element does not prejudice those employment uses in terms of their expansion, adaptation or change in those uses.

HOUSING

HOUSING PROVISION

3.40 Government planning guidance, including that in revised PPG3, 2000, and in Strategic Planning Guidance for London, seeks to ensure that everyone should have the opportunity of a decent home and that there should be greater choice of housing and social integration. New housing should contribute to improving the quality of urban life and make a significant contribution to promoting urban renaissance.

3.41 Planning policies should provide sufficient housing, and guidance in PPG3 indicates how this could be achieved by Councils. This includes an emphasis on recycling urban land, promoting mixed use development and socially mixed communities, reducing parking and, where appropriate, increasing densities and creating more attractive residential environments.

POLICY HP.1: HOUSING TARGET

PROVISION WILL BE MADE TO ACCOMMODATE THE 430 ADDITIONAL HOMES ANNUALLY FROM THE FOLLOWING SOURCES:

(i) ALLOCATION OF NEW LAND FOR HOUSING
(ii) RE-USE OF UNDERUSED OR VACANT LAND AND BUILDINGS NOT ALLOCATED OR REQUIRED FOR OTHER PURPOSES
(iii) PREVIOUSLY DEVELOPED LAND

SCHEDULE 1 AND THE PROPOSALS MAP IDENTIFY THE SITES ALLOCATED FOR HOUSING AND MIXED USE PURPOSES. ON SITES ALLOCATED FOR RESIDENTIAL ONLY, PLANNING PERMISSION WILL NOT BE GRANTED FOR NON-RESIDENTIAL USES, OTHER THAN FOR THE ACCOMMODATION OF COMMUNITY FACILITIES ANCILLARY TO A RESIDENTIAL AREA.

3.42 The Government requires that targets are set for the number of additional housing units which should be provided in the period of the Plan and to monitor their provision. For this Plan the period is 2001-2011. Revised Regional Planning Guidance for the South East (RPG9) which was published in March 2001 provides targets up to 2016 which rolls forward the RPG3 targets to the new Plan period. These targets should be regarded as minimum ones. Policy ST.11 provides the strategic context for housing provision in Merton.
3.43 Sites for housing have been specifically set aside where they can be identified as appropriate for housing development and contribute towards meeting the Borough's housing capacity requirements. These sites are shown on the Proposals Map and Schedule 1. There are a significantly greater number of site proposals that include housing compared to the adopted UDP of 1996. This Plan gives increased emphasis to mixed use development. In total there are an estimated 7.83ha of housing only sites and 47.22ha of mixed use sites that include housing. They include a number of large site proposals and surplus school sites for which their exact potential for housing will be confirmed at the planning application stage.

3.44 In addition new windfall sites for housing are continuing to come forward from a wide variety of sources. To reflect this a number of policies have been included to support housing development on windfall sites where the former use has ceased. In addition with policies that support higher densities of housing in certain areas the potential to make more efficient use of relatively low density housing areas has been enhanced and this is expected to form an increasing proportion of new windfall sites.

3.45 The Government's advice in PPG3 and Strategic Planning Guidance for London, 1996, requires that Boroughs demonstrate how they have had regard to the requirement to provide the maximum number of dwellings subject to the maintenance of a quality environment. The Government has increased the requirement concerning the proportion of new homes built on previously developed land in order to promote the efficient use of land, regeneration in urban areas and to minimise development on greenfields sites. In London over 80% of new housing is on recycled land.

3.46 The Council has identified that most new housing in Merton has been secured from recycling urban land, including from windfall sites, vacant units over shops, disused offices and residential conversions. Given the finite availability of land, particularly regarding large scale sites and rising demand for additional houses in Merton, the option of recycling and re-using urban land will increasingly have to be encouraged to meet the Borough’s housing demand requirements. The Council wishes to encourage new housing on brownfield sites, but not at the expense of other important land uses such as open spaces, private amenity spaces, employment, or local biodiversity.

POLICY HP.2: RETENTION OF RESIDENTIAL ACCOMMODATION

Planning permission will not be granted for a proposal that would lead to the loss of existing residential use of land, or buildings except under the following circumstances:

(i) Where the site is indicated on the Proposals Map for a non-residential use; but in town centres, residential uses will be preserved where practicable and promoted as part of new developments;

(ii) Where external environmental conditions are very poor and cannot be mitigated by alterations to the existing building or by external works or in the design of a residential development;

(iii) For the accommodation of community and health facilities ancillary to a residential area, such as doctors or dentists or child care facilities, where it can be shown that there is a justified need for such uses;
WHERE IT CAN BE DEMONSTRATED THAT A LISTED OR HISTORICALLY OR ARCHITECTURALLY IMPORTANT BUILDING IS NO LONGER CAPABLE OF CONTINUING IN RESIDENTIAL USE AND IT WOULD BEST BE RETAINED THROUGH A CHANGE OF USE (SEE ALSO POLICY MU2);

THE PROPOSAL WOULD LEAD TO A NET INCREASE IN HOUSING ACCOMMODATION ON THE SITE.

Justification

3.47 It is evident that the Borough continues to experience severe demands on its housing stock. When account is taken of the fitness of the existing stock, the number of concealed households in the Borough, and the levels of overcrowding, the continuing shortage of suitable residential accommodation in Merton is unchanged. Demographic changes, arising within the Borough, have added to the requirement. The retention of the existing stock and protection of residential land is therefore sensible husbandry of a scarce resource, but is modified by exceptions to allow a controlled release of accommodation least appropriate for residential purposes. The exceptions include consideration of ancillary community facilities and health care provision which may be required to meet the objectives of the Government's health care policy with regard to Care in the Community. This policy together with the allocation of land for new development and the contribution from small unidentified sites and conversions leads to a balance between providing for locally generated housing requirements and making a modest contribution to meeting the demands of the regional housing market.

POLICY HP.3: REHABILITATION AND VACANT DWELLINGS

VACANT DWELLINGS OR DWELLINGS IN POOR CONDITION SHOULD BE REFURBISHED. REDEVELOPMENT OF VACANT DWELLINGS, OR OF DWELLINGS IN POOR CONDITION, WILL BE PERMITTED ONLY WHERE:

(i) REDEVELOPMENT WILL LEAD TO ENVIRONMENTAL OR SOCIAL BENEFITS;
(ii) REHABILITATION OF THE LAND OR BUILDINGS IS NOT ECONOMICAL OR PRACTICAL;
(iii) THE PROPOSAL WILL LEAD TO A NET INCREASE IN HOUSING ACCOMMODATION;
(iv) REDEVELOPMENT WILL MEET A PARTICULAR HOUSING NEED.

Justification

3.48 The majority of older houses are not structurally unsound but require either improvement to basic facilities or, increasingly, attention to elements of disrepair. Rehabilitation offers social, health and economic advantages by preserving and upgrading the private housing stock within the Borough. Moreover the existing character of the area can be retained. There may nevertheless be occasions where redevelopment presents a more practicable solution to a problem and in these circumstances the Council will consider such proposals against the criteria defined in the policy. The council will require clear evidence that social and environmental benefits significantly contribute to sustainability objectives. Similarly where rehabilitation is not considered,
3.49 Vacant residential accommodation is a wasted resource which does not contribute to meeting housing need within the Borough. In order to ensure that such properties are brought up to a reasonable standard of re-occupation, the Council may take action utilising its statutory powers e.g. by serving Repair Notices or in exceptional cases, by the use of Compulsory Purchase Orders. The Council will work jointly with the Empty Homes Agency and other relevant bodies to reduce the number of vacant dwellings in the borough.

POLICY HP.4: DENSITY OF DEVELOPMENT

NEW RESIDENTIAL DEVELOPMENT WILL BE EXPECTED TO BE AT A MINIMUM DENSITY OF 150 HABITABLE ROOMS PER HECTARE EXCEPT WHERE:

(i) THE EXISTING DENSITY, SCALE AND CHARACTER OF THE SURROUNDING AREA IS SUCH THAT IMPLEMENTATION OF THIS MINIMUM STANDARD IS LIKELY TO CAUSE DEMONSTRABLE HARM TO THE CHARACTER AND APPEARANCE OF THE AREA, OR

(ii) THE LIVING CONDITIONS OF NEIGHBOURING OCCUPIERS WILL BE UNACCEPTABLY AFFECTED BY LOSS OF LIGHT OR PRIVACY OR BY NOISE AND DISTURBANCE.

THE DENSITY RANGE OF RESIDENTIAL DEVELOPMENT WILL BE RELATED TO LOCATION AND CAR PARKING IN ACCORDANCE WITH THE LOCATION/DENSITY/PARKING MATRIX IN FIGURE 3.1.

Justification

3.50 Land available for residential development within the Borough is finite. It is essential that good use is made of whatever land is available. Government advice in PPG3 and the Mayor’s Draft London Plan, 2002 seeks to avoid low density housing in order to use land efficiently and reduce pressures on greenfield land. Density guidelines should be set which respect the character and scale of an area, provide good urban design and support local services and facilities. Strategic Planning Guidance for London and advice from the former LPAC supports a general minimum density in London of 150 habitable rooms per hectare.

3.51 Whilst the Council considers that density guidelines help to ensure the protection or creation of good quality residential environments, the principal means by which the Council will assess the environmental acceptability of a proposed residential development is by the use of performance related environmental guidelines (such as Policies BE.15, BE.16, BE.22, PE.2, PE.12, PE.13, PK.2, PK.3, LU.5) The Council will seek a more efficient use of the land in line with guidance set out in PPG3 whilst maintaining a good quality residential environment. If the Council considers that the density
standards may fail to maintain or enhance the environmental character of certain areas or certain exceptional circumstances prevail as set out in the policy, then the Council may consider relaxing the normal density standards. Proposals for residential development will be considered within the policies identified in Chapter 4, Built Environment Section of this Plan, and advice contained in the Council’s Supplementary Planning Guidance for New Residential Development.

3.52 Government planning guidance, including PPG3, 2000 and the Mayor’s Draft London Plan 2002, promotes higher density housing in and around locations with good public transport access, such as town centres and public transport corridors. This guidance promotes the re-introduction of housing into town centres and to include housing in mixed use development, in particular through Urban Village policies. The Government is also promoting greater flexibility in the application of off-street parking for housing. These standards should be reduced where public transport is good in order to enable higher density housing and to achieve improvements in urban design, which puts the needs of people and communities before those of the car. There is therefore an opportunity to provide higher density housing for those who choose it. This approach forms part of the Government’s aim to encourage sustainable patterns of living.

3.53 The Government considers that off-street parking occupies a higher percentage of residential development sites and adds to the price of housing. Reduced parking is particularly suitable for certain types of housing, such as for the elderly, students and single people; also where existing buildings are being converted to residential use. In some circumstances the Government does not consider it desirable to provide any off-street parking, such as in or near town centres and where public transport is good. In these locations car free housing should be encouraged.

3.54 Strategic Planning Guidance for London supports these aims and research undertaken by the former LPAC in the Sustainable Residential Quality Study, 1998, found that higher density housing can be provided consistent with the improvements of quality or standards, in particular if less parking is provided.

3.55 The Council supports this Guidance and research evidence and will seek to secure higher density housing in appropriate locations, subject to other Plan policies. In assessing whether a site is suited to higher density the Council will have regard to the actual walking distance to public transport services, the grain and character of the urban fabric and performance related environmental guidelines set out elsewhere in the Plan. Further advice on parking in residential developments is provided in PK.6 and in the Highways and Parking Supplementary Planning Guidance and in Figure 3.1.

3.56 The former LPAC have advised that a density standard of 200 habitable rooms per hectare or more could be achieved on suitable sites in a design led approach to new housing where one parking space is provided per unit. In car free developments this standard could be increased further to 300 habitable rooms per hectare or more. Reference should be made to policy HS.1, Figure 3.1 and the Supplementary Planning Guidance dealing with New Residential Development.
PTAL – Public Transport Accessibility Levels hr/ha – Habitable rooms per hectare
CPZ – Controlled Parking Zone

Shaded areas represent inappropriate relationships between location, parking and density e.g. schemes which are high density and provide a limited number of car parking spaces would be inappropriate in areas with poor public transport accessibility. Similarly schemes which are low density and provide a high number of car parking spaces would be inappropriate in areas with good public transport accessibility.

Density represents one of a number of considerations against which proposals will be assessed. Other considerations include the grain and character of the urban fabric and performance related environmental guidelines set out in the plan. In town centre locations developments above 500hrph may be positively considered where they are car-free and in CPZ locations and comply with all other relevant Plan policies.

Many eastern parts of the Borough are isolated in terms of employment sites, retail outlets and key facilities and are located a substantial distance away from good public transport facilities and therefore have a low PTAL level. Additionally Mitcham (and surrounding areas) do not currently have a controlled parking zone and therefore the Council is not in a position to restrict on-street parking resulting from new development in these locations. This justifies many eastern parts of the Borough being unsuitable for application of the higher density ranges. Conversely Wimbledon town centre is characterised by good public transport facilities and local services and therefore attains a high PTA level making it more suited to the application of higher density ranges.

### FIGURE 3.1 Location/ Density/ Parking Matrix

<table>
<thead>
<tr>
<th>PTAL Index</th>
<th>Location</th>
<th>Maximum Car Parking Provision</th>
<th>High 2-1 space per unit</th>
<th>Moderate 1.5-1 space per unit</th>
<th>Low Less than 1 space per unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-6</td>
<td>Sites within town centres</td>
<td>300-500 hr/ha</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sites within 10 mins walking distance of a</td>
<td>200-400 hr/ha</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>town centre (PodShed)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-3</td>
<td>Sites along transport corridors and sites</td>
<td>150-200 hr/ha</td>
<td>200-300 hr/ha</td>
<td>250-350 hr/ha</td>
<td></td>
</tr>
<tr>
<td></td>
<td>close to but beyond 10 mins walk from a town centre</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-2</td>
<td>Currently remote sites</td>
<td>150-200 hr/ha</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Notes

None

Some on-street Parking control

CPZ
POLICY HP.5: FLAT CONVERSIONS; SIZE OF ORIGINAL UNIT
THE CONVERSION OF SINGLE DWELLINGS TO SELF CONTAINED OR NON-SELF CONTAINED UNITS OF ACCOMMODATION WILL BE PERMITTED, PROVIDED THAT THE PROPOSAL WOULD NOT LEAD TO AN UNACCEPTABLE SHORTAGE OF SMALL FAMILY DWELLINGS LOCALLY.

Justification

3.57 The Council is keen to encourage the provision of smaller units of accommodation especially those suitable for single person households. However it is also keen to ensure the continued presence of larger family accommodation in the Borough.

3.58 Bedsits and other shared non self-contained accommodation can provide a relatively low cost and easily accessible form of housing. However, this type of accommodation is often of a poor quality. In order to ensure that bedsits and other shared non self contained accommodation are of a satisfactory quality, standards will be set to ensure basic amenity and safety provision. The Council considers that Houses in Multiple Occupation (HMOs) play a significant role in meeting a particular housing need. As such the Council will resist their loss where there is an identified need to retain existing HMOs.

POLICY HP.6: FLAT CONVERSIONS: RETENTION OF UNITS
PROPOSALS FOR THE RESIDENTIAL CONVERSION OF EXISTING SELF CONTAINED OR NON SELF CONTAINED DWELLINGS THAT WILL LEAD TO A NET LOSS OF RESIDENTIAL UNITS WILL NOT BE PERMITTED, UNLESS IT CAN BE DEMONSTRATED THAT THERE IS A NEED FOR LARGER FAMILY ACCOMMODATION IN THE AREA.

Justification

3.59 The Government has set targets for the number of additional dwellings that need to be provided over the plan period (see policies ST.11 & HP.1), conversion of appropriate single dwellings to a number of smaller units can help to meet some of this demand. The majority of household growth will be in single person households, the former LPACs Single Person Household Study (1998) highlighted some of the implications of this growth for London. Conversion of single dwellings has been identified as a way of meeting some of this household growth.

3.60 This policy is consistent with current national planning guidance PPG3 (March 2000), and regional planning guidance RPG9 which states that a range of dwelling types and sizes should be provided, including alternative forms of tenure, in order to meet the needs of all sectors of the community and to plan for balanced communities. The Council has identified a range of needs through its Housing Needs Study 1999 and an update to this survey in 2001. In particular there is a need for smaller units of accommodation suitable for the single person household. PPG3 seeks the efficient use of urban land, by seeking to retain those properties already converted to smaller units, this can help to maintain an efficient use of existing residential areas.

3.61 Whilst the Council wishes to retain properties that have been converted to smaller units, there may be a specific housing need for larger units in certain circumstances. In such circumstances reverting back to a single dwelling may be permitted where there is an identified shortage of accommodation in the area. This may be the case for example where there are large or extended families requiring accommodation.
POLICY HP.7: ACCOMMODATION FOR TRAVELLERS

PROPOSALS FOR TRAVELLERS' SITES WILL BE ASSESSED HAVING REGARD TO THE FOLLOWING CRITERIA:

(i) THE EFFECTS ON THE AMENITY OF LOCAL RESIDENTS, PARTICULARLY IN RELATION TO NOISE;

(ii) TRAFFIC IMPLICATIONS, PARTICULARLY IN RELATION TO PROPOSALS FOR ACCOMMODATION FOR TRAVELLING SHOWPEOPLE;

(iii) THE VISUAL IMPACTS OF THE SCHEME AND ANY PROPOSALS TO MITIGATE THEM;

(iv) THE PROXIMITY TO SHOPS, SCHOOLS AND OTHER COMMUNITY FACILITIES.

Justification

3.62 Guidance in DoE Circular 1/94 ‘Gypsy Sites and Planning’, states that local authorities should make suitable locational and/or criteria based policies against which to decide planning applications. This policy supports equity aims of UDP. The Council has one travellers site at Weir Road for which a waiting list exists. Circular 1/94, RPG3 and PPG12 all require the assessment of accommodation needed to meet travellers needs in connection with any policy for their accommodation. Merton will be commissioning an assessment of travellers needs to establish the scope and extent of the need in the Borough.

HOUSING NEEDS

POLICY HN.1: AFFORDABLE HOUSING

ANY PROPOSAL FOR RESIDENTIAL DEVELOPMENT OF 15 UNITS OR MORE ON A SUITABLE SITE WILL BE REQUIRED TO MAKE PROVISION FOR AFFORDABLE HOUSING ON THAT SITE, AS PART OF THE PROPOSED DEVELOPMENT. AT LEAST 30% OF THE TOTAL NUMBER OF NEW DWELLINGS ON A RESIDENTIAL SITE THAT FALLS WITHIN THE ABOVE THRESHOLD WILL BE AFFORDABLE HOUSING.

AFFORDABLE HOUSING SHOULD MEET THE NEEDS OF HOUSEHOLDS ON A RANGE OF LOW AND MODERATE INCOMES WHO CANNOT AFFORD TO RENT OR BUY OPEN MARKET HOUSING.

Justification

3.63 PPG3 (March 2000) recommends that local planning authorities address the community’s need for affordable housing by negotiating with developers for the provision of affordable housing which contributes towards the creation of mixed and balanced communities. The Guidance requires local planning authorities to ensure that new housing developments help to secure a better social mix by avoiding the creation of large areas of housing for a particular social income group. The Guidance stresses that where an affordable housing requirement exists this should be provided as part of the proposed development and that failure to do so without exceptional circumstances could justify the refusal of planning permission. This Guidance reflects other guidance to promote sustainable neighbourhoods with a mix of uses and access to a range of facilities locally. Other Plan policies provide further guidance on these aims.
3.64 There is clear evidence that a large proportion of the Borough's residents are unable to gain access into the private residential market or to secure good quality rented accommodation. This is identified by Merton's Housing Needs Study undertaken in 1999 which indicate that 58% of the households in the Borough (44,018 households) would not be eligible for a new mortgage on a suitably sized property which would meet the requirements of the household. 65.6% of households in the Borough would have to pay more than 35% of their net household income on housing if they rented privately.

3.65 The Council's 1999 Housing Needs Study, updated in 2001, identified that between 8,000 - 10,850 additional affordable dwellings would be required over the Plan period to 2011 to meet needs in full. The Council recognises that it is neither desirable nor achievable to meet these needs in full, however need will exceed the Council’s anticipated future housing supply. Given this position the Council considers that every attempt should be made to maximise opportunities to enable part of this substantial identified need to be met. Lowering the threshold is considered to be an important contribution to this objective.

3.66 In accordance with Circular 6/98 the Council will have regard to all categories of affordable housing. Affordable housing is defined as social rented housing for households on low incomes and sub-market renting, part ownership or low-cost market housing for those on moderate incomes who are also unlikely to qualify for social rented housing. The Council will need to be satisfied that any proposal is realistically affordable by taking into account the most up to date income levels, house prices or rents and the proportion of household income spent on housing costs, in deciding on the types of affordable housing considered appropriate to a particular site. Circular 6/98 requires local plan policies on affordable housing to be ‘based on a good understanding of the needs of the area’ and include factors such as ‘the types of housing best suited to meeting these local needs’. Merton’s Housing Needs Study (1999) updated in 2001 identified the effectiveness of the four categories of housing considered as affordable, which are: low cost market priced housing; low cost subsidised housing; shared ownership housing and social rented housing. The Study identified that the first two categories were unable to address any housing needs in the Borough, Whilst social rented housing was found to meet the great majority of housing needs in Merton. Shared ownership housing is only affordable to a very small number of those in need. Under present conditions low-cost market housing does little to meet even the needs of people on moderate incomes. However future Government or other initiatives could enable such housing to fall within the reach of some households. Therefore the potential from all forms of affordable housing will be considered provided they are affordable to households on low and moderate incomes.

3.67 The Study found that in the light of these findings an overall affordable housing target of 30% would be appropriate with the greatest preference for provision being for social rented housing. The Council will therefore seek to enter into agreements with developers to provide at least 30% affordable housing on sites which can accommodate 15 or more units. It should be noted that when determining whether this policy should apply to a particular development, the Council will have regard to the total number of units proposed or capable of being provided on a site, and not the net gain in units that would result from development. The Council will encourage the use of planning agreements to ensure that the affordable housing is permanently retained and available as affordable housing for successive occupiers as well as the initial occupier. Further guidance on how this housing will be provided in association with private housebuilders and Registered Social Landlords is set out in a Supplementary Planning Guidance Note on Affordable Housing.
3.68 There is a presumption that affordable housing should be provided on the site, as part of the proposed development of a site, as indicated in PPG3. The circumstances where the Council may be prepared to vary this presumption and accept this provision off-site from the main development, are set out in circular 6/98 and are detailed in the Council's Affordable Housing SPG. Where the affordable housing is to be provided off-site 42% equivalent affordable housing shall be provided. The seeking of 42% is justified on the basis that the developer is building two schemes - one on-site and the other off-site - which will in total create more units than the original on-site development. The 42% effectively represents the two 30% proportions for the on-site and off-site developments together, built on the off-site development. In very rare exceptions the Council will accept off-site financial contributions (commuted payments) which would provide for an appropriate number of affordable units elsewhere in the Borough. Commuted payments are regarded as a last resort as this does not immediately lead to the provision of affordable housing. The Council will have regard to its Supplementary Planning Guidance on Affordable Housing and the former LPAC Advice on commuted sums to ensure that appropriate contributions are sought. Any such exception should contribute to the social mix aims in PPG3.

3.69 Merton's 1999 Housing Needs Study indicated that 41.2% of all existing households in need required one bedroom units, 22.7% required two bedroom units, 18.1% required three bedroom units and 18% required 4+ bedroom units. However the existing stock of housing generates a surplus of smaller units and new provision should reflect these wider considerations as indicated in Policy HN.3.

3.70 Advice contained within relevant government guidance, in particular PPG3 and Circular 6/98, provides guidance on the factors to assess suitable sites for affordable housing provision. The Council will have regard to this guidance in assessing development proposals. It is the Council's view that most sites in the Borough considered to be suitable for housing are likely to be suitable for affordable housing. Where the developer contends that it would not be appropriate to provide affordable housing on a particular site, it would be for the developer to demonstrate the justification that the site is not suitable for affordable housing.

POLICY HN.2: PROVISION OF AFFORDABLE HOUSING FROM OTHER SOURCES

AFFORDABLE HOUSES ON SITES THAT CAN ACCOMMODATE LESS THAN 15 RESIDENTIAL UNITS WILL BE PERMITTED AND THE PROVISION OF AN ELEMENT OF PERMANENT AFFORDABLE HOUSING WILL BE SOUGHT THROUGH NEGOTIATIONS WITH THE DEVELOPER.

Justification

3.71 There is a limited supply of land within the Borough to meet housing need. Affordable housing needs identified through the Housing Needs Study cannot be achieved through sites of over 15 units alone. Where sites meet the threshold required in HN.1 they will provide affordable housing units however the Council will seek through negotiations with developers to encourage additional affordable units over and above this where suitable opportunities occur.
3.72 The Council will adopt a flexible approach to the consideration of parking and density standards on sites located in accessible locations, within or adjacent to town centres. It is considered that these sites provide good opportunity for higher density schemes consistent with the principles of sustainable development. The Council will encourage residential developments involving Registered Social Landlords and/or itself as housing authority to meet the needs of those who are unable to gain access to the housing market.

POLICY HN.3: DWELLING MIX

PROPOSALS FOR ALL RESIDENTIAL DEVELOPMENT WILL BE REQUIRED TO PROVIDE A MIX OF HOUSING TYPES AND SIZES IN ORDER TO CREATE MIXED AND INCLUSIVE COMMUNITIES, TO PROVIDE A CHOICE OF HOUSING AND TO MEET A VARIETY OF HOUSING NEEDS.

Justification

3.73 PPG3 (2000) promotes socially mixed communities with a greater choice and better mix in the size, type and location of housing to represent the needs of the whole community.

3.74 The objective on which this Plan’s housing policies are based is “to ensure that the housing stock in the Borough meets the needs of the community in terms of type, size, condition, affordability and location.” This objective should be considered along with the Council’s Annual Housing Strategy statement to ensure that needs of the community are met. The Council has identified as housing issues the twin requirements of providing for single person households for the smaller “starter” type of unit and ensuring the continued presence in the Borough’s housing stock of family accommodation.

3.75 Planning consents granted for new residential development in recent years have been predominantly for small units. Furthermore, potential future completions likely to arise from unimplemented planning permissions will be predominantly for small units. Whilst the Council wishes to encourage smaller units of accommodation, especially those suitable for the single people household, it is similarly concerned to see the continued significant presence of family accommodation both in the Borough’s housing stock and in new build. This is particularly important to meet the requirements of large and extended families, especially in the north-eastern part of Merton, which has a higher than average concentration of such households. The Council will, therefore, encourage the provision of family accommodation on sites of sufficient size to establish their own residential identity. The policy will apply to those proposals for residential development identified on the proposals map falling within the identified size criterion, together with those unidentified sites that may come forward.

3.76 The former LPAC’s work on Single Person Households and population projections has to be considered with the Council’s Housing Needs Study. They identify a need for a wide range of unit sizes. Schemes should reflect the diversity of local needs and provide a mix of smaller and larger units.
3.77 Lifetime homes represent a sustainable and flexible approach to meeting the vast majority of general mobility needs. The Joseph Rowntree Foundation defines lifetime homes as homes “which are designed either to meet the changing needs occurring throughout one family’s lifetime .... or to meet the varying needs of numerous changes of [the] occupiers in the same home.” An advantageous feature of lifetime homes is their ability to offer choice thereby allowing the occupier whose mobility needs change, to remain in the lifetime home if they so desire rather than being forced out because their home is unsuitable in meeting their changing needs. The Joseph Rowntree Foundation further advise that lifetime homes are designed for people with moderate mobility difficulties and should accommodate the majority of adaptations with maximum ease at minimum cost. However these are not specifically designed with wheelchair users in mind or those with more severe mobility difficulties. Some purpose built specially designed wheelchair standard housing will still therefore be necessary. The Council will have regard to its Supplementary Guidance on New Residential Developments and the Accessible Environments SPG, in its assessment of planning applications concerning these developments.

3.78 Wheelchair housing is housing suitable for use by the 10% of people with disabilities who experience severe disabilities and are permanently confined to wheelchairs. It needs to be on one level and its principal feature, in addition to easy access, is its above average space standards in order to allow for full wheelchair manoeuvre throughout. In the case of units built to wheelchair standards, the Council’s aim is to achieve this in 10% of new dwellings overall; the 10% figure is however a guideline for negotiation only in respect of any particular site. The Council’s Building Control Section is responsible for ensuring that relevant proposals include satisfactory access to and within buildings. However it is important that these considerations are also made at the planning application stage to avoid the risk of abortive planning applications when Building Control issues are subsequently dealt with.

POLICY HN.4: HOUSING FOR OLDER PEOPLE

PLANNING PERMISSION MAY BE GRANTED FOR HOUSING SPECIFICALLY FOR OLDER PEOPLE AFTER CONSIDERATION OF THE FOLLOWING CRITERIA:

(i) THE TOPOGRAPHY OF THE AREA;

(ii) THE PROXIMITY OF THE SITE TO PUBLIC TRANSPORT FACILITIES;

(iii) THE ENVIRONMENT (INCLUDING SAFETY AND SECURITY); PROVISION OF A GARDEN AREA AND EFFECT OF TRAFFIC NOISE AND FUMES WHICH WILL ARISE FROM THE SITING OF THE DEVELOPMENT;

(iv) THE CONVENIENCE OF THE SITE’S LOCATION IN RELATION TO LOCAL SHOPS, SERVICES AND OTHER COMMUNITY FACILITIES (SEE ALSO POLICY C.2).
Justification

3.79 Whilst the Council encourages the provision of accommodation for older people as one alternative to institutional care, it is concerned to see that this accommodation meets the requirements of the client group. Merton’s 1999 Housing Needs Study indicates that there is a demand for greater provision of accommodation for older people. Whilst it is recognised that few sites will be ideal in terms of all the factors identified in the policy, the Council will expect most if not all of the factors to be satisfied prior to giving planning approval to such schemes. The following are the reasons for each of the criteria listed:

(i) Topography
As residents will be elderly, the site should preferably be flat and not located so as to require residents to climb steep inclines when using any locally based essential services.

(ii) Proximity to Public Transport Facilities
Residents are more likely to be dependent on public transport than other, younger, purchasers of new homes. Developments should be located on or near public transport routes and near a recognised stop on such a route.

(iii) Environment
Elderly people frequently spend much of their time at home and therefore rely upon a pleasant and secure local environment. The provision of a garden area free from traffic fumes is fundamental in providing an acceptable standard of amenity.

(iv) Convenience
It is essential that residents have easy access from a site to shops, post offices, medical services, chemists and other community facilities such as parks and libraries.

3.80 Merton’s Housing Needs Study undertaken in 1999 identified 2,231 “frail elderly” households which represents 26.1% of all special needs households in the Borough in total: 50.2% of all special needs households exclusively contain older people.

POLICY HN.5: RESIDENTIAL INSTITUTIONAL USES

PROPOSALS FOR THE CONSTRUCTION, OR CHANGE OF USE, OF A DWELLING TO A RESIDENTIAL INSTITUTION, SUCH AS A NURSING HOME, OLDER PERSONS’ HOME OR GROUP HOME FOR PEOPLE WITH AN ILLNESS OR DISABILITY ARE LIKELY TO BE ACCEPTABLE, IN PRINCIPLE, IN RESIDENTIAL AREAS. THE SUITABILITY OF SUCH PROPOSALS WILL BE ASSESSED IN RELATION TO:

(i) THE SITE CHARACTERISTICS, INCLUDING THE QUALITY OF THE EXTERNAL ENVIRONMENT;

(ii) IN THE CASE OF AN EXISTING PROPERTY, ITS SIZE SHOULD NOT BE LESS THAN 120M2 (INTERNAL DIMENSIONS);

(iii) THE PROXIMITY TO LOCAL SHOPS, COMMUNITY AND HEALTH SERVICES;
(iv) **THE PROVISION OF ADEQUATE CAR PARKING**;

(v) **THE PROXIMITY OF PUBLIC TRANSPORT SERVICES**;

(vi) **THE PROVISION OF A GARDEN AREA**;

(vii) **THE EXTENT TO WHICH THE ESTABLISHED CHARACTER OF THE EXISTING RESIDENTIAL AREA OR THE PREDOMINANCE OF FAMILY HOUSING IN THE WIDER AREA WOULD BE CHANGED**.

**Justification**

3.81 Merton has an ageing population and this creates a continuing demand for a variety of accommodation types to meet the needs of older people, such as nursing homes and older persons' homes. Similarly, care in the community requires the provision of group homes for people with an illness or disability. These uses are considered to be appropriate in residential areas.

3.82 The only limitation on the provision of these residential uses will be where the site is considered to be unsuitable for institutional uses in terms of the external environment. Examples of inappropriate environments would be close to a busy railway line or heavily trafficked road, properties which do not have gardens of an adequate size or areas where the topography makes it difficult for pedestrians.

3.83 Residential institutional uses are also considered to be appropriate where large houses can no longer be retained as individual residences and sub-division to create flats is not practicable. This will particularly be the case where the house is of architectural or historic interest.

**POLICY HN.6: ACCOMMODATION FOR HOMELESS PEOPLE**

**THE COUNCIL WILL SEEK TO SECURE SUITABLE PERMANENT ACCOMMODATION FOR THOSE PEOPLE IN THE BOROUGH WHO ARE HOMELESS, BUT WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR A CHANGE FROM RESIDENTIAL TO BED AND BREAKFAST OR HOSTEL USE.**

**Justification**

3.84 The total number of households accepted by the Council to be eligible unintentionally homeless and in primary need was 156 in 2002/3. The Council regards the use of bed and breakfast and other forms of temporary hostel-type accommodation as being a short-term measure to accommodate the most pressing housing need in the last resort. Such establishments generally provide a low standard of accommodation with small rooms, minimal recreation, cooking, washing and toilet facilities and are unacceptable for anything more than temporary use, particularly when children are to be accommodated.

3.85 In recent years Merton Council has placed few households in existing bed and breakfast establishments at any one time and efforts are being made to reduce this still further. Therefore it is considered unnecessary to provide for more temporary accommodation in the Borough.
Chapter 3 • Living and Working in Merton

HOUSING STANDARDS

POLICY HS.1: HOUSING LAYOUT AND AMENITY

All proposals for residential development should safeguard the residential amenities of occupiers and occupiers of nearby properties in terms of:

(i) The maintenance of adequate daylight and sunlight;

(ii) The protection of privacy;

(iii) A safe layout and access for all users;

(iv) Avoidance of noise, vibration and other forms of pollution. Provision of adequate private or communal amenity area to serve the needs of the particular occupants.

Justification

3.86 This policy relates to all layout and amenity requirements of residential development, including alterations and extensions. Guidance on the appearance and design of residential developments is set out in Policies BE.15, BE.16 and BE.22.

3.87 All residential developments and amenity space should receive adequate daylight and sunlight, and the daylight and sunlight available to adjoining properties should be adequately protected. Residential properties should also be protected from loss of privacy and from visual intrusion.

3.88 Proposals for residential developments also need to have regard to a safe layout and access arrangements suitable for all users: Policy BE.22 should be referred to for detailed requirements.

3.89 Residential developments should be planned to minimise the impact of noise, vibration and other forms of pollution. Proposals for residential development should be referred to Policy PE.3 and Supplementary Planning Guidance Notes for New Residential Development; Residential Extensions, Alterations and Conversions; and Minimising Pollution. Research undertaken by the former LPAC in the Sustainable Residential Quality Study 1998, showed the potential to increase quality and housing potential through a ‘design led’ approach to development of housing sites. The principles of the design led approach can be used to encourage creative residential design, higher quality environment, and more efficient use of urban land without compromising the intentions set out in these standards.

3.90 The Council will seek a minimum garden area of 50 square metres as a single useable 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. Provision of amenity space and gardens must be set within the context of ensuring that inefficient use of land is avoided. Therefore in situations where the standards can not be achieved e.g. high density housing developments the Council will seek to work jointly in agreement with developers to provide an upgrade to nearby off site amenity space which will be available to the general public.
POLICY HS.2: SUSTAINABLE HOUSING

THE COUNCIL WILL PROMOTE SUSTAINABLE HOUSING DEVELOPMENT WITHIN THE BOROUGH, AND WILL REQUIRE DEVELOPMENT TO HAVE REGARD TO THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT.

Justification

3.91 The Council’s UDP strategy sets out the Council’s broad aims, objectives and targets for achieving sustainable development (see tables 1.1 & 1.2). The Council recognises the importance of promoting sustainable patterns of development. Housing development can provide opportunities to achieve more sustainable urban environments (see policy ST.1).

3.92 The need for additional new dwellings over the plan period will put increasing pressure on urban areas to meet the demand for housing as the PPG3 (March 2000) target is for 60% of new housing to be built on previously developed land by 2008. It will become increasingly more important to ensure that sustainable development principles are used in housing developments, to limit the impact that increased housing densities will have on the environment. This policy is consistent with PPG3 (March 2000) which promotes sustainable residential environments.

3.93 Sustainability covers a large range of issues such as energy efficiency, water conservation, land use, transport, pollution, materials, and waste management. The Council’s SPG on Sustainable Development gives guidance on the type of features to be considered. Other policies in the plan that provide relevant advice include BE.25, PE.12 and PE.13.

3.94 Larger housing development sites (those over 15 units) should in particular include sustainability features as economies gained from combining sustainable heating, power or water systems for example, can make these features more viable when provided on a larger site.

EMPLOYMENT

POLICY E.1: GENERAL EMPLOYMENT POLICY

DEVELOPMENTS WILL BE EXPECTED TO MEET THE UDP EMPLOYMENT STRATEGY WHICH IS DIRECTED AT INCREASING AND IMPROVING EMPLOYMENT FLOORSPACE ACROSS THE BOROUGH IN THE FOLLOWING WAYS:

(i) ALLOCATION OF LAND FOR CLASS B1, B2 AND B8 USES, AS IDENTIFIED IN SCHEDULE 1.

(ii) REDEVELOPMENT OF VACANT AND UNDERUSED EXISTING EMPLOYMENT LAND AND FLOORSPACE FOR CLASS B1, B2 AND B8 USES.

(iii) RETENTION OF EXISTING EMPLOYMENT LAND AND FLOORSPACE.
Justification

3.95 The quality of life in the Borough is very dependent on the health of the local economy and its ability to provide at least a proportion of the Borough’s residents with good quality jobs. The Council’s concern to help build a more sustainable way of life for the local community also requires that it take steps to reduce the need for local people to travel long distances to work. The Borough’s Economic Development Strategy includes the following aims:

▲ To facilitate an increase in the number of jobs in the Borough

▲ To facilitate employment growth in those sectors in which Merton currently has a comparative advantage;

▲ To facilitate improvements in the quality of jobs in the Borough by increasing the representation of high value-adding businesses within Merton;

▲ To promote a diverse range of business sectors in Merton in order to “insure” against macro-economic change and to ensure a lasting and stable level of economic activity;

3.96 By means of the judicious application of its land use planning and development control powers, the Council is seeking to contribute significantly to the achievement of these aims and to the regeneration of the local economy.

3.97 A wide range of developments can create employment opportunities. Some developments can accommodate particularly important types of employment, for example jobs which provide relatively high wages or where training and education opportunities are offered. These developments can all contribute to improving the range and quality of employment for Borough residents and workers. Developments which bring these types of benefit, in particular for Borough residents, are supported, provided that they do not conflict with other Plan policies. Safeguarding physical opportunities for developments which can accommodate such employment opportunities may also reduce the need for commuting, which can result in environmental benefits to the Borough generally, contributing to sustainable development aims. The Council’s economic development promotion activities as set out in the Economic Development Strategy will help to realise the local employment potential represented by these physical development opportunities.

3.98 The number of full time equivalent jobs in Merton continues to fall steadily and, given the shortage of land available for employment activities, it is important to maximise the potential of existing employment land and premises for a range of new employment uses. There is a particular need in Merton to ensure that sites exist for industrial firms seeking purpose-designed premises for their own use. Appropriate locations for such development are identified in the Plan. The Government recognises the Wandle Valley as an area for regeneration. The Council is working in partnership with other organisations to promote economic regeneration in this area in particular.
POLICY E.2: ACCESS FOR DISABLED PEOPLE

THE COUNCIL WILL SEEK TO ENSURE THAT NEW EMPLOYMENT DEVELOPMENTS PROVIDE FOR THE NEEDS OF PEOPLE WITH DISABILITIES AND THAT ACCESS TO AND WITHIN EXISTING BUSINESS PREMISES IS IMPROVED WHERE IT IS INADEQUATE.

Justification

3.99 There is considerable evidence that people with disabilities are disadvantaged when seeking employment and there is a need to ensure that in Merton the stock of business premises is improved in ways that reduce these difficulties. Detailed design guidelines for the access of people with disabilities are contained in the Council’s Supplementary Planning Guidance Note, ‘Designing for People with Disabilities’ and ‘Highway and Parking Standards’.

POLICY E.3: LAND USES IN INDUSTRIAL AREAS

WITHIN THE INDUSTRIAL AREAS IDENTIFIED ON THE PROPOSALS MAP ONLY THE FOLLOWING WILL BE PERMITTED:

(i) GENERAL INDUSTRIAL USES (CLASS B2)

(ii) USES FOR STORAGE OR DISTRIBUTION (CLASS B8)

(iii) USES INVOLVING RESEARCH AND DEVELOPMENT OF PRODUCTS OR PROCESSES OR ANY INDUSTRIAL PROCESS, PROVIDED SUCH USES DO NOT IMPEDE EFFECTIVE OPERATION OF NEIGHBOURING BUSINESSES.

(iv) EXPANSION OF ESTABLISHED OFFICE USE, WHERE THE IMPACT ON NEIGHBOURING FIRMS CAN BE MITIGATED THROUGH CONDITIONS.

PROPOSALS FOR GENERAL INDUSTRIAL, STORAGE OR DISTRIBUTION (CLASSES B2 AND B8) ARE EXPECTED TO LOCATE IN THE INDUSTRIAL AREAS IDENTIFIED ON THE PROPOSALS MAP.

Justification

3.100 Strategic Planning Guidance indicates that Boroughs should identify well located good quality sites for general industry (B2) in London where such firms continue to be centred or wish to be located. Improved access and environmental quality is also called for to assist these firms. Strategic Guidance identifies Preferred Industrial Locations which are especially suited to general industry. Three areas in Merton are shown with these designations. The areas shown on the Proposals Map show the main concentrations of industrial firms in the Borough, together with the recently developed Wandle Valley North area.

3.101 The introduction of the 1987 Use Classes Order and General Permitted Development Order (GPDO) in 1988 have created increased flexibility for changes of use between industry and offices. This flexibility is intended to reflect changes in the demand for premises which are adaptable for modern manufacturing, research and related activities. However, this flexibility of change of use has meant that manufacturing firms have faced
severe competition for space from office uses in traditional industrial areas. This has led to the emigration of numbers of manufacturing businesses and to the location of high density office floorspace with its attendant traffic generation problems in inappropriate areas. A number of Industrial Areas are therefore identified for general industrial use to provide a safeguarded strategic land resource where these activities can locate in modern purpose-built premises away from residential areas and without competition from or conflict with other land uses. Matters of layout and design for those undertaking either business, industrial or warehousing developments are covered in the Council's Supplementary Planning Guidance Note on Business, Industrial and Warehousing Uses.

3.102 To ensure that such areas are available for industrial use, offices (B1a) uses are not considered to be acceptable in these Areas and it is considered that there are many other areas where such developments are more appropriately located and where demand could be satisfied. In addition, if permitted in these Industrial Areas, office uses would tend to squeeze out industrial firms from the Industrial Areas because of the "hope value" associated with such development. It should however be recognised that storage and general industrial units within these areas could change use to B1 business use without planning permission under the General Permitted Development Order. In practice, the extent of such changes is expected to be limited as often conversions would require planning permission because of the physical changes they would require. Furthermore, in practice, premises in these areas are likely to be suitably designed for light industrial purposes and to be less suitable for office use. Nevertheless, in some situations it may be appropriate to impose conditions to remove the permitted development rights that allow movement between B1, B2 and B8 in order to reflect the spirit of the Policy. Moreover, the Council will expect that where existing buildings in non-conforming use (e.g. retail warehousing) reach the end of their natural lives, any redevelopment proposals will be for uses permitted under this Policy.

3.103 The Industrial Areas are areas in which major new general industrial development is expected to take place and, when sites or premises in these areas become available, the preferred use will be industrial. Firms in these areas will be encouraged to expand and modernise their operations. Where large speculative developments are proposed, a range of unit sizes should be provided to reflect the range of industrial needs.

3.104 The designation of these Industrial Areas will assist the Council in encouraging existing industrial firms outside these areas to relocate within them as development opportunities occur. They represent appropriate locations for new industrial developments to locate away from residential areas.

3.105 This policy is supported by the Strategic Guidance for London Planning Authorities (RPG 3) which states that Local Authorities should seek to redress the trend whereby London's share of high value-adding manufacturing employment has fallen in recent years.

3.106 There are a number of established/authorised uses within the Industrial Areas which existed there long before the policies which restricted land use to B2 and B8 but which are no longer in accordance with current land use policies for the land on which they are located. These uses tend to be B1 Offices, retail warehouses and second-hand car sales
premises which can cause operational and other difficulties for the conforming industrial and warehousing uses. There is frequently pressure to expand the floorspace of those non-conforming developments which have established use rights. The Council has found it difficult to resist these pressures where they have come from existing occupiers of non-industrial premises such as office blocks and where the growth of these uses has been incremental.

3.107 By ensuring that any expansion of any existing B1 uses is subject to conditions, the policy will assist the Council in suppressing hope values and in reserving land at relatively low prices for the kinds of manufacturing investment which will strengthen the local economy. It will also enable the Council to ensure that the developer adequately mitigates any negative impact of the expansion on neighbouring any B2 and B8 businesses. It is not intended that this policy should remove rights under the 1995 General Permitted Development Order.

POLICY E.4: STORAGE AND DISTRIBUTION DEVELOPMENT WITHIN THE INDUSTRIAL AREAS

WITHIN THE GENERAL INDUSTRIAL AREAS IDENTIFIED ON THE PROPOSALS MAP PLANNING PERMISSION FOR STORAGE AND DISTRIBUTION WILL NORMALLY BE GRANTED WHERE:

(i) VEHICULAR ACCESS TO THE SITE IS SATISFACTORY;
(ii) DEVELOPMENT WILL NOT ADVERSELY AFFECT THE AVAILABILITY OF LAND AND PREMISES IN THE BOROUGH FOR GENERAL INDUSTRY OR WHERE THERE IS NO IDENTIFIED SHORTAGE OF GENERAL INDUSTRIAL ACCOMMODATION.

Justification

3.108 As the demand for space within the Industrial Areas intensifies General Industrial uses are tending to lose out to competition from Warehousing. The discrepancy between the rentals that B8 users can afford and those that B2 can afford varies according to the state of the wider economy and is greater at times when sterling is strong and when interest rates are high. Moreover recent research suggests that developers/investors in new property tend to consider manufacturers less desirable tenants than “clean” warehouses because their occupation would cause more rapid depreciation of the building. Recent examples of manufacturing firms being refused tenancies in newly built B2/B8 premises in Merton, have recently come to the Council’s attention.

3.109 This tendency is of concern to the Council because it wishes to ensure that its limited industrial land resources remain accessible to manufacturing businesses which are known to generate both greater numbers of jobs and higher quality jobs (in terms of their salaries) than storage and distribution firms.

3.110 Planning applications for storage and distribution facilities for named occupants will be considered on their merits, but the Council’s intention is - notwithstanding GPDO rights - to minimise the likelihood of a landlord refusing to let speculative floorspace in these areas to a B2 user because the landlord is hoping that a B8 tenant may materialise.
3.111 Although the design of developments for both B8 and B2 use will help to ensure a potential supply of premises for manufacturing, and design guidelines will be prepared to ensure appropriate development for flexible use, it is nevertheless considered important, in new speculative developments, to limit the proportion of industrial space that can be let to distribution and storage uses.

3.112 It is proposed that developments in the proposed Burlington Road, Beverley Way and Bushey Road Industrial Areas should be excluded from this restriction because its location close to the A3 makes it a particularly appropriate location for warehousing and distribution businesses, and the Council would wish to direct such uses to that area rather than to the other designated Industrial Areas within the Borough.

POLICY E.5: DENSITY OF OCCUPATION WITHIN THE INDUSTRIAL AREAS

WITHIN THE WILLOW LANE AND MORDEN INDUSTRIAL AREAS PLANNING PERMISSION WILL NOT NORMALLY BE GRANTED FOR DEVELOPMENT WHICH WILL RESULT IN A DENSITY EXCEEDING 10 SEPARATELY OCCUPIABLE BUSINESS UNITS PER HECTARE ON THAT SITE.

Justification

3.113 As demand for industrial space has increased relative to the fixed amount of land available within the Industrial Areas, pressure has grown for redevelopment within them to greater and greater physical densities. Where this pressure has led to higher site coverage and higher plot ratios this can be seen as a welcome increase in the efficiency of land use and the trend helps to complement policies aimed at reducing the use of private vehicles for travel to work since it leaves less space for parking.

3.114 However, in certain of the Industrial Areas it has led to an increase in the density of separate business premises and in the density of separate businesses. Over the past 20 years this process has led to a fall in the average size of businesses in the Industrial Areas which is greater than that experienced in the national community of industrial firms. For example, in the past ten years, the average density of business occupation within the Willow Lane Industrial Area has increased from 2.9 businesses per hectare to 3.6 per hectare. This is of concern to the Council in as much as small businesses tend to provide poorer quality and less secure employment than larger firms. In areas like Willow Lane the trend towards more and more and smaller and smaller businesses is also putting greater strain on the infrastructure and is making the area less attractive to the medium sized businesses that the Council would like to attract and retain because of the level of their investment and training expenditure as well as for the quality of their jobs.

3.115 This policy will also help to reinforce the Council’s general business location strategy of directing larger firms to the Industrial Areas and leaving the smaller scattered employment sites for smaller firms.

POLICY E.6: LOSS OF EMPLOYMENT LAND OUTSIDE THE DESIGNATED INDUSTRIAL AREAS

OUTSIDE THE INDUSTRIAL AREAS SHOWN ON THE PROPOSALS MAP, DEVELOPMENT WHICH RESULTS IN THE LOSS OF EMPLOYMENT LAND WILL BE ACCEPTABLE ONLY UNDER THE FOLLOWING CIRCUMSTANCES:
(i) IF THE LAND IS IN A PREDOMINANTLY RESIDENTIAL AREA AND THE DEVELOPMENT PROPOSED WILL PROVIDE A LOCAL COMMUNITY OR CULTURAL FACILITY.

(ii) IF THE LAND IS IN A PREDOMINANTLY RESIDENTIAL AREA, RESIDENTIAL USE WILL BE PERMITTED PROVIDED THAT:
THE SIZE, CONFIGURATION, ACCESS ARRANGEMENTS OR OTHER CHARACTERISTICS OF THE SITE MAKE IT UNSUITABLE AND FINANCIALLY UNViable FOR ANY EMPLOYMENT OR COMMUNITY USE AS CONFIRMED BY FULL AND PROPER MARKETING OF THE SITE FOR 5 YEARS FOR EMPLOYMENT OR COMMUNITY PURPOSES.

COMPENSATORY MEASURES COMPRISING EMPLOYMENT BENEFITS LOCALLY MAY BE SOUGHT FOR THE LOSS OF EMPLOYMENT LAND. SUCH MEASURES WILL BE SOUGHT THROUGH PLANNING OBLIGATIONS.

Justification

3.116 Employment land for the purpose of this Policy is land or premises in the B Use Class (B1-B8) and the Council will favourably consider a wide range of business activities on these sites. Where there is no realistic prospect of an employment use on the site the Council will seek to ensure that it does not remain vacant and will consider other uses. Merton is seeking to balance employment and housing provision and in addition to the main Industrial Areas designated on the UDP Proposals Map there are a large number of smaller scattered employment sites which accommodate a significant number of local jobs and businesses. This Policy is therefore contributing to the economic regeneration of Merton by encouraging the recycling of old employment sites for use by new employment activities. The aims of Policy E.6 are consistent with sustainable development objectives in that these employment sites are generally located within or close to residential areas enabling people to live near their work and reducing the need to travel in accordance with policy in PPG13. Merton is also a Borough where there is pressure from residential and retail uses to locate on employment land and where there is a shortage of sites available for new business development. The loss of these smaller sites can be significant since there are over 6000 businesses in Merton with less than 10 employees. In one 5km² area of Mitcham a recent Council survey has identified 1,600 jobs and 140 businesses on such sites.

3.117 Merton is seeking to maximise the economic contribution of these employment sites which cumulatively provide significant levels of employment. Many, but not all, of these smaller employment sites lie in the London Wandle Valley where the London Wandle Valley Partnership is promoting a range of initiatives to assist the economic regeneration of the area. Regeneration of the London Wandle Valley area forms a part of the Government's strategy for the regeneration of London (see Fig 1.2). One of the key objectives of the Partnership is to prevent the loss of local employment, particularly in manufacturing and other business activities. This policy is one way in which Merton is attempting to achieve its wider regeneration aims. The Council will encourage the development of a wide range of business activities on these sites taking account of their character and potential, including small offices, studios, laboratories and light industrial units. B1 uses are by definition compatible with residential areas and can provide employment without compromising the quality of their surrounding environment. The Council has carefully monitored the operation of this policy to ensure that it contributes to the economic regeneration of the Borough and evidence from the operation of the policy supports the view that it has had a beneficial impact and that it has ensured that the employment implications of developments have been properly taken into account in the planning process. The Council will continue to review it as appropriate to ensure that it meets these objectives.
3.118 The Council is aware however that in some cases the existence of an employment use within a residential area can cause deterioration of the local residential environment, and exceptions to the objective of retaining existing employment uses and existing jobs will be considered. Where an existing employment use of a site within a predominantly residential area is causing detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit, the Council will seek to encourage the improvement, modernisation, diminution, relocation or cessation of that operation in order to overcome the nuisance caused to residential neighbours (see Policy E.8). Her Majesty's Inspectorate of Pollution, the Health and Safety Executive and the Council's Environmental Health Division all have recently enhanced powers to secure improved environmental performance from businesses. However, even where the Council may support the cessation of a particular business operation for environmental reasons, there may be many alternative employment uses which are capable of operating on that land, either in the existing buildings or in new buildings on the site, without causing detriment to the amenity of residential neighbours. The Council wishes to safeguard such sites for modern, clean, high technology businesses. Proposals to redevelop or convert employment sites for housing would normally be unacceptable both because they are likely to raise the price of such sites beyond the means of business investors and because the Plan makes adequate provision of land for residential development elsewhere.

3.119 Local community or cultural facilities can enhance the quality and character of predominantly residential areas and, by helping to create a finer mix of uses, they can contribute to the achievement of sustainability objectives and can reduce the need to travel. It is recognised that in certain situations residential uses on employment sites may improve the environment of residents. However, the unsuitability of the employment site and its lack of financial viability have to be demonstrated before the loss of employment land will be permitted.

3.120 In circumstances where a development is likely to result in a loss of employment floorspace or jobs, the Council may seek to ensure that compensatory improvements are made to the quality and quantity of the stock of business premises elsewhere in the locality and may seek to help those losing jobs as a result of the development to either find alternative employment or to become self employed. Moreover, in appropriate cases, the Council will enter into agreements under S.106 of the Town and Country Planning Act 1990 as substituted by the 1991 Act, to secure action of this sort by the developer.

3.121 The relevance and therefore appropriateness of an obligation to a particular planning decision will always depend upon the circumstances of the individual application. However, the Council will only seek to negotiate a planning obligation in accordance with the tests of Circular 1/97, i.e. that the obligation should be necessary; relevant to land use planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects. The Policy is intended to deal with detailed development proposals that conflict with the wider strategic policies of the UDP to protect employment land and jobs but which could be made acceptable in strategic terms by means of an adequate and appropriate planning obligation.
POLICY E.7: LAND USES ON SITES OUTSIDE THE DESIGNATED INDUSTRIAL AREAS

THE COUNCIL WILL ENCOURAGE BUSINESSES WHICH CAN OCCUPY LIGHT INDUSTRIAL, STUDIO LABORATORY AND SMALL OFFICE PREMISES TO LOCATE ON THE SMALLER SCATTERED EMPLOYMENT SITES OUTSIDE THE DESIGNATED INDUSTRIAL AREAS. OUTSIDE THE DESIGNATED INDUSTRIAL AREAS PLANNING PERMISSION WILL NOT BE GRANTED FOR GENERAL INDUSTRIAL AND STORAGE AND DISTRIBUTION DEVELOPMENTS, AND OUTSIDE THE DESIGNATED TOWN CENTRES AND COLLIERS WOOD TOWN CENTRE PLANNING PERMISSION WILL NOT BE GRANTED FOR LARGER OFFICE DEVELOPMENTS.

3.122 While there is a wide range of businesses which could be satisfactorily located on sites outside the town centres and the designated Industrial Areas, general industrial uses (B2) and warehousing uses (B8) are best located in the larger industrial areas where the infrastructure can be designed for their operational purposes and where their neighbours and the environment are less sensitive to their impact. However, where the proposed development site is located on a strategic route or a London distributor road (see fig 6.2) and the proposed development involves less than 200sqm of B2 or B8 floorspace the council may be prepared in principle to set aside the above policy. Office developments (B1c) providing more than approximately 200 m2 are also unsuitable on sites outside the town centres and Colliers Wood Urban Centre, since they are likely to generate journeys to work on a scale which could harm local amenity. Outside the town centres, public transport facilities and services are unlikely to be sufficient to cope with the journeys to work generated by larger offices, and there is therefore a possibility that most of such journeys would be made by car, contrary to policies elsewhere in the Plan. At average employment densities for offices and light industrial premises respectively, an office development of 200 sq.m. could generate approximately 35 trips per day (17 jobs) while a 200 m2 light industrial development might only generate 12 trips (6 jobs). For this reason it is considered appropriate to place an upper limit on the size of office developments on sites outside the town centres.

3.123 All new employment developments will be expected to comply with the policies of the Built Environment Section and the approved Supplementary Planning Guidance for Business, Industrial and Warehousing uses.

3.124 The Council considers Policies E.6 and E.7 to be essential to its efforts to promote sustainable, mixed use neighbourhoods. However, in a very limited number of cases a fine mix of uses can lead to a deterioration of the local environment and exceptions to the objective of retaining existing businesses and jobs may be considered. Where an existing employment use of a site within a predominantly residential area has a documented history of causing detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit, the Council will seek to encourage the in-situ improvement, modernisation, diminution, relocation or cessation of that operation in order to overcome the nuisance caused to residential neighbours (see Policy E.8). The Environment Agency, the Health and Safety Executive and the Council’s Environmental Health Division all have enhanced powers to secure improved environmental performance from businesses. However, even where the Council may support the cessation of a particular business operation for environmental reasons, there will be many alternative employment uses which are capable of operating on that land, either in the existing buildings or in new buildings on the site, without causing detriment to the amenity of residential neighbours. The Council
wishes to safeguard such sites for modern, clean, high technology or similar businesses. Proposals to redevelop employment sites for housing would normally be unacceptable both because they are likely to raise the price of such sites beyond the means of business investors and because the Plan makes adequate provision of land for residential development elsewhere.

POLICY E.8: BAD NEIGHBOUR DEVELOPMENT AND “GREEN” ECONOMIC DEVELOPMENT

WITHIN THE SPECIAL INDUSTRIAL ZONES IDENTIFIED ON THE PROPOSALS MAP ONLY YARD BASED OPERATIONS WILL BE PERMITTED. WITHIN THESE ZONES, DEVELOPMENT WHICH INVOLVES MORE THAN 20% OF THE SITE AREA OR WHICH EXCEEDS A PLOT RATIO OF 0.2 WILL NOT BE PERMITTED.

Justification

3.125 There are many yard-based industries, such as car repairers, concrete crushers, scrap yards, skip hire yards etc. (some of which provide important economic and environmental services), which are more appropriately located within industrial areas, but which can also cause nuisance to other businesses within industrial areas. In order to facilitate the relocation of such firms away from sensitive business neighbours, the Plan provides for two Special Industrial Zones which are located within the Durnsford Road Industrial Area and the Garth Road Industrial Area. These Zones are identified on the Proposals Map. The Zones will make it possible for some existing yard users to be relocated and will provide sites for new businesses which need to operate from open yards to locate where their adverse environmental impact will be less harmful.

3.126 In the Council’s experience there are many recycling businesses, particularly those which handle bulky items such as abandoned cars and fridges, whose requirements for covered space do not amount to more than 20% of their overall floorspace requirements. The restrictions on site coverage and plot ratio within the Special Industrial Zones are intended to enable such activities to compete for land in these zones with developments and businesses which are able to make more intensive use, and therefore more profitable use of that land.

3.127 The Council will require details of precautionary measures designed to minimise nuisance to other nearby businesses and other uses in the vicinity of the Special Industrial Zone, to be submitted as part of any development proposals.

POLICY E.9: OVERCOMING ENVIRONMENTAL PROBLEMS

WHERE EXISTING FIRMS CREATE ENVIRONMENTAL PROBLEMS THE COUNCIL WILL ENCOURAGE BUSINESSES TO OVERCOME THESE PROBLEMS IN-SITU AND, WHERE THIS IS NOT FEASIBLE AND WHERE APPROPRIATE THE COUNCIL WILL ENCOURAGE RELOCATION. THE COUNCIL WILL CONSIDER PROVIDING ASSISTANCE TO FIRMS IN OVERCOMING ENVIRONMENTAL PROBLEMS IN THESE WAYS.
POLICY E.10: HAZARDOUS SUBSTANCES

DEVELOPMENTS FOR THE PURPOSES OF STORING OR MANUFACTURING HAZARDOUS SUBSTANCES ABOVE THE LEVELS SPECIFIED IN THE PLANNING (HAZARDOUS SUBSTANCES) REGULATIONS (SCHEDULE 1) WILL NOT BE PERMITTED EXCEPT WHERE IT CAN BE DEMONSTRATED THAT SUCH DEVELOPMENT WILL NOT MATERIALLY HARM OR PUT AT RISK THE HEALTH, SAFETY OR AMENITY OF LOCAL PEOPLE OR THE ENVIRONMENT.

ANY NEW DEVELOPMENT PROPOSED WITHIN AN ESTABLISHED CONSULTATION DISTANCE FROM EXISTING PREMISES THAT ARE KNOWN TO INVOLVE THE STORING OR MANUFACTURING OF HAZARDOUS SUBSTANCES ABOVE THE LEVELS SPECIFIED IN THE PLANNING (HAZARDOUS SUBSTANCES) REGULATIONS (SCHEDULE 1) WILL BE PERMITTED PROVIDED:

(i) IT CAN BE DEMONSTRATED THAT THE HEALTH OR SAFETY OF THE OCCUPIERS OF THE NEW DEVELOPMENT ARE NOT MATERIALLY HARMED OR PUT AT RISK, AND

(ii) THAT THE PROPOSAL WOULD NOT PREJUDICE EFFECTIVE OPERATION AT THE EXISTING PREMISES.

POLICY E.11: ENVIRONMENTAL IMPROVEMENTS FROM EMPLOYMENT DEVELOPMENT

TO ACHIEVE ENVIRONMENTAL BENEFITS, EMPLOYMENT DEVELOPMENTS WILL BE EXPECTED TO BE OF HIGH QUALITY AND LAYOUT.

ALL NEW INDUSTRIAL, WAREHOUSING, OFFICE AND LIVE/WORK UNITS OUTSIDE CONSERVATION AREAS AND ABOVE A THRESHOLD OF 1,000 SQM WILL BE EXPECTED TO INCORPORATE RENEWABLE ENERGY PRODUCTION EQUIPMENT TO PROVIDE AT LEAST 10% OF PREDICTED ENERGY REQUIREMENTS. THE FOLLOWING WILL BE SOUGHT THROUGH NEGOTIATIONS:

(i) TRAVEL PLANS, WHERE THE PROPOSAL WILL HAVE SIGNIFICANT TRAVEL IMPLICATIONS.
(ii) THE PROVISION OF EQUIPMENT AND FACILITIES TO FACILITATE THE SEPARATION AND RECYCLING OF WASTE MATERIALS.

(iii) ENVIRONMENTAL AND INFRASTRUCTURAL IMPROVEMENTS TO THE WIDER EMPLOYMENT AREA.

(iv) THE PROVISION OF FACILITIES WHICH WILL ENHANCE THE QUALITY OF THE WORKING ENVIRONMENT FOR EMPLOYEES.

Justification

3.130 There is an increased public awareness and government recognition that environmental standards should be improved and that employment developments should contribute to enhancing the quality of the environment in the wider sense. Such improvements benefit both employers and employees and enhance the Borough’s attractiveness as a business location. It is important to ensure that new development is located where public transport services are good, in accordance with Planning Policy Guidance 13 (1994), and ensuring that new development is built in an energy efficient and environmentally sustainable way. Further guidance on these matters is set out in Environment Policies PE.1 to PE.13.

Businesses need to adapt to new, more stringent environmental standards and to demonstrate their understanding of environmental concerns. Any planning obligations sought by the Council will be assessed in the light of relevant Circulars and Policy F.2.

3.131 A good environment is important, not only for employees, but as a stimulant for further investment. Factory rehabilitation, car park screening, improved servicing arrangements and tree planting, lighting and landscaping, particularly in the older industrial locations, will provide an incentive for further industrial and commercial development. The provision of public art schemes, management of areas of ecological importance and public open space improvements will also help to create a more attractive and more efficient industrial environment as well as helping to attract qualified labour at times when skills shortages hamper the prospects of local businesses. The Council’s Supplementary Planning Guidance Notes on Sustainable Development and Business, Industrial and Warehousing Uses gives guidance in detail on the expected environmental standards of new industrial and commercial buildings and on the layout and design of industrial sites.

3.132 In the light of its Agenda 21 objective of reducing local reliance on non-renewable energy sources, the Council is concerned to ensure that new industrial and commercial developments in the Borough are designed to utilise solar power as one means of minimising their dependence on non-renewable energy sources. By expecting the installation of renewable power generation equipment in larger developments, it is also anticipated that the Council will be helping to generate sufficient levels of demand to enable manufacturers of appropriate renewable energy equipment to exploit economies of scale in the production of such equipment. In turn this can be expected to reduce unit costs and contribute to a virtuous circle of falling prices and increasing demand. The Council will expect at least 10% of the predicted energy requirements of businesses occupying large new industrial and commercial developments to be capable of being met by means of on-site renewable energy generation. For the purpose of this policy the means of generating renewable energy include photovoltaic energy, solar-powered and geo-thermal water heating, energy crops and biomass, but not energy from domestic or industrial waste. Where incorporating renewable energy production equipment is shown (by the applicant) to make the development unviable, it would not be expected.
POLICY E.12: SMALL AND GROWING BUSINESSES

THE COUNCIL WILL ENCOURAGE THE DEVELOPMENT OF STARTER PREMISES AND SERVICED WORK SPACE FOR NEW AND VERY SMALL BUSINESSES WHICH REQUIRE SMALL UNITS OF INDUSTRIAL, LIGHT INDUSTRIAL AND STUDIO FLOORSPACE.

Justification

3.133 Particular attention will be given to the needs of small and newly established businesses as it is considered important that these businesses be given the opportunity to establish and expand in the Borough. Special encouragement will be given to the development of very small industrial units of under 93m2 (1,000 sq ft) which are relatively uneconomic to construct. These have been developed at York Road, Wimbledon and are particularly appropriate in areas where conditions are less favourable for storage/distribution. Support for very small firms will not, however, be at the expense of medium sized industrial firms employing more than 40 or 50 employees, which also find it difficult to secure suitable accommodation in the Borough.

COMMUNITY SERVICES

POLICY C.1: LOCATION AND ACCESS OF FACILITIES

THE COUNCIL WILL ENCOURAGE THE PROVISION OF SOCIAL SERVICE FACILITIES IN ACCESSIBLE LOCATIONS, BY SEEKING TO NEGOTIATE PLANNING OBLIGATIONS FOR THE ALLOCATION OF SITES OR THE PROVISION OF FACILITIES IN APPROPRIATE REDEVELOPMENT SCHEMES (SEE POLICY F.2).

Justification

3.134 The Council wishes to ensure that valuable opportunities to provide social service facilities for vulnerable people are not lost on sites which might otherwise be developed for less suitable uses. The opportunity to secure such facilities will be sought in appropriate cases by planning obligations with developers, in accordance with the provisions of government guidance. Such facilities could include:

(i) Accommodation designed or adapted to facilitate the provision of care.
(ii) Hostels.
(iii) Day centres.
(iv) Residential care facilities.
(v) Respite Care.

3.135 The opportunity to secure such facilities as part of mixed use developments which include a range of uses such as employment, leisure and community facilities will be sought. This in turn will contribute towards the development of sustainable neighbourhoods and balanced communities.
POLICY C.2: OLDER PEOPLE

THE COUNCIL WILL SEEK TO ENSURE THAT THE NEEDS OF OLDER PEOPLE ARE CATERED FOR:

(i) BY ENCOURAGING THE PROVISION OF AN ADEQUATE SUPPLY OF ACCOMMODATION DESIGNED OR ADAPTABLE FOR THE NEEDS OF OLDER PEOPLE (SEE ALSO POLICY HN.4);

(ii) BY PERMITTING THE PROVISION OF ACCESSIBLE DAY CARE FACILITIES, SUCH AS EDUCATIONAL AND RECREATIONAL FACILITIES AND LUNCHEON CLUBS, LOCATED CLOSE TO OLDER PERSONS, AND ENJOYING GOOD ACCESSIBILITY BY PUBLIC TRANSPORT;

(iii) BY SEEKING TO RETAIN ACCOMMODATION DESIGNED FOR OLDER PEOPLE WHERE THERE IS A NEED IN THE LOCALITY (SEE HN.7).

Justification

3.136 In 1991, some 15% of the Borough's population was aged 65 or over. This percentage is projected to decline to 13% in 2001, and 12% in 2011. Of the 65+ age group, however, the proportion of very elderly, aged 85+, is projected to increase from 11.6% of the over 65s in 1991 to 15.4% in 2001 and remain fairly constant until 2011. This will place increasing pressure on the Council's residential and supportive social services for older people. (Source: London Research Centre ethnic group Projections; projection 1, November 1997).

3.137 The level of day care provision for older people in the Borough is sufficient for the present and future needs but revisions in location and nature of facilities may be required to meet emerging needs. Luncheon Clubs in particular need to be well located with good accessibility to public transport, since members are expected to reach them by their own means. Sheltered housing has proved an important and successful way of keeping older people in active society, which is necessary to maintain a balanced population. The retention of accommodation designed for older people, as accommodation for older people is important to ensure that the need identified locally for this type of housing can be met and that older people who wish to remain in the Borough can do so (see HN.5).

3.138 Policy HN.5 in this Chapter sets down the locational requirements for these and other residential institutional uses, which need to be observed if homes are not to be in isolated and unsuitable locations. Such housing will be provided either by the Council, Housing Associations or the private sector.
POLICY C.3: PEOPLE WITH A LEARNING DISABILITY

THE COUNCIL WILL PROVIDE AND ENCOURAGE OTHER AGENCIES TO PROVIDE ACCOMMODATION WHICH IS GEARED TOWARDS PROMOTING INDEPENDENCE FOR PEOPLE WITH A LEARNING DISABILITY, AS WELL AS RESPITE CARE ACCOMMODATION FOR CHILDREN AND ADULTS WITH LEARNING DIFFICULTIES. ALL HOMES SHOULD BE LOCATED CLOSE TO PUBLIC TRANSPORT AND GENERAL COMMUNITY FACILITIES.

Justification

3.139 The Council has developed a joint strategy with the Sutton and Merton Primary Care Trust and other agencies, which supports moves towards independent living, promotes health and well-being and encourages people with learning disabilities to participate as full citizens in the life of the community according to their abilities. In addition, respite relief for carers and continuing care will be provided for those who need these services. The Council has agreed a set of criteria with the Sutton and Merton Primary Care Trust which defines their respective roles regarding the continuing care of people with learning disabilities according to their level of need. The Council has established a six place residential home with an independent provider. Eleven people are also supported by an independent living scheme in their own or other people’s homes.

3.140 According to national guidelines there are currently deficiencies in the provision of accommodation for people with a learning disability. Residential care provided by the Council at Meadow House is to be reprovided in three smaller units, one of which will be a dedicated respite care facility. There are a range of responses which comprise respite care e.g. taking people out of their homes to be temporarily cared for in another place or conversely keeping them in-situ to be cared for by temporary personnel, both of which provide a break for both the individuals being cared for and their carers. Further plans exist to reshape the provision of respite facilities for those with high dependency needs, within existing accommodation. There is also a great need to provide respite care facilities for children and other people with learning disabilities to give much needed additional support to parents and families. In response to the need outlined above, the Council has built a respite care house for children and young people with a learning and/or physical disability aged between 5 and 19 years on land adjacent to St Ann’s Special School.

POLICY C.4: PEOPLE WITH A LEARNING DISABILITY - DAY CARE FACILITIES

THE COUNCIL WILL ENCOURAGE THE PROVISION OF ADDITIONAL DAY CARE FACILITIES FOR PEOPLE WITH A LEARNING DISABILITY IN THE BOROUGH THROUGH PUBLIC, PRIVATE AND VOLUNTARY AGENCIES.

Justification

3.141 Although provision of day care facilities has improved considerably in recent years, with the addition of the Employment Assessment Centre in Wimbledon, there may be still a need for more facilities. National guidelines require local authorities to shift away from services based solely on attendance at traditional day centres, and ensure that other day activities, i.e. adult education, leisure, recreation and vocational opportunities, are accessible to people with a learning disability and geared to meet individual needs. There are plans to review Day Services provided by the Council and Health Services to ensure that other community resources are used to their best potential.
POLICY C.5: PEOPLE WITH A MENTAL ILLNESS

THE COUNCIL WILL ENCOURAGE AND SUPPORT THE PROVISION OF HOSTELS, AND OTHER SUPPORTED ACCOMMODATION FOR PEOPLE WITH A MENTAL ILLNESS THROUGH BOTH STATUTORY AND INDEPENDENT AGENCIES.

Justification

3.142 The Council currently provides day care, and adult placement facilities for people with a mental illness. As care for people with a mental illness becomes increasingly community-based, joint planning and provision with Sutton and Merton Primary Care Trust, together with support to independent agencies, will continue to be necessary in meeting a growing need for land use in this field of social services.

3.143 The shift to care in the community, as incorporated in the National Health Service and Community Care Act 1990, requires a variety of residential facilities which provide prevention, crisis response and rehabilitation for people with a mental illness, as well as some long term sheltered accommodation.

POLICY C.6: PEOPLE WITH A MENTAL ILLNESS; DAY CARE FACILITIES

TO THE EXTENT THAT IT SUPPORTS THE COUNCIL’S MENTAL HEALTH STRATEGY THE COUNCIL WILL SEEK TO PROVIDE AND WILL SUPPORT THE USE OF LAND IN ACCESSIBLE LOCATIONS BY OTHER AGENCIES TO PROVIDE DAY CARE FACILITIES FOR PEOPLE WITH A MENTAL ILLNESS IN THE COMMUNITY, AS WELL AS RESPITE DAY FACILITIES FOR THOSE CARING FOR ELDERLY PEOPLE WITH A MENTAL ILLNESS.

Justification

3.144 An integral part of caring for people with a mental illness in the community is the provision of a variety of day services for them. These should be aimed at occupation, rehabilitation and prevention, and also provide respite facilities for carers of mentally ill people, particularly those caring for elderly relatives with Alzheimer’s Disease and other forms of mental illness.

POLICY C.7: DAY CARE PROVISION

THE COUNCIL WILL ENCOURAGE THE PROVISION OF DAY NURSERIES AND OTHER GROUP DAY CARE IN APPROPRIATE LOCATIONS THROUGHOUT THE BOROUGH, IN ACCORDANCE WITH THE NEEDS AND FINDINGS OF THE CHILDCARE AUDIT. IN RESIDENTIAL AREAS THE FOLLOWING CONSIDERATIONS WILL BE TAKEN INTO ACCOUNT:

(i) THE GROUND FLOOR OF DETACHED AND SEMI-DETACHED HOUSES MAY BE SUITABLE SO LONG AS THE UPPER FLOORS REMAIN AS RESIDENTIAL ACCOMMODATION OF THE REGISTERED PERSON. FLATS ARE LIKELY TO BE INAPPROPRIATE;

(ii) THE PROVISION OF ADEQUATE SOUNDPROOFING AS APPROPRIATE;

(iii) THE PROVISION OF BACK GARDEN PLAY SPACE;

(iv) ANY ADVERSE IMPACT ON RESIDENTIAL AMENITY;
(v) ANY ADVERSE EFFECT ON ROAD SAFETY OR TRAFFIC FLOWS;

(vi) THE CONCENTRATION OF SIMILAR FACILITIES IN THE SURROUNDING AREA;

(vii) THE DEMAND FOR CHILDCARE IN THE AREA AS IDENTIFIED IN THE

CHILDCRE AUDIT.

Justification

3.145 These are facilities which are required in every residential area. It is important that residential amenities are not adversely affected by the conversion of unsuitable dwellings or the over-concentration of nurseries in one area. There is a relatively even distribution of sessional day-care throughout the Borough, but deficiencies exist in terms of private day nursery provision in both Mitcham and Morden areas. This is particularly serious in Mitcham which has a higher than average proportion of under 5's, but it is recognised that the new Neighbourhood Nurseries Initiative will go some way to addressing the needs of under 5's in the Mitcham area.

HEALTH

POLICY C.8: HEALTH FACILITY SITES

PROPOSALS THAT WILL INVOLVE THE LOSS OF A HEALTH FACILITY SITE WILL NOT BE PERMITTED, UNLESS IT CAN BE DEMONSTRATED THAT THE FACILITY IS NO LONGER REQUIRED TO SERVE LOCAL NEEDS.

Justification

3.146 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 for residents of the Borough. The Council will seek locations for health developments that are appropriately well served by Public Transport and accessible on foot/cycle as detailed in Transport Policies of the Plan. The Council will work in partnership with Sutton and Merton Primary Care Trust and other Health Organisations, to ensure that health facilities in the borough are suitably located to meet the needs of residents, where appropriate planning briefs will be proposed.

POLICY C.9: PROVISION OF HEALTH FACILITIES

THE COUNCIL WILL ENCOURAGE THE PROVISION OF HEALTH FACILITIES AND WILL:

(i) GRANT PLANNING PERMISSION FOR HEALTH FACILITIES WHICH ARE WELL LOCATED IN TERMS OF THEIR ACCESSIBILITY TO THE RESIDENTS OF THE AREA THEY INTEND TO SERVE AND PROVIDED THEY DO NOT ADVERSELY AFFECT THE AMENITIES OF THE AREA OR CONTRAVENE OTHER POLICIES OF THE PLAN;

(ii) SEEK TO SECURE PLANNING OBLIGATIONS TO IMPROVE HEALTH FACILITY PROVISION AND IDENTIFY NEW SITES;
REQUIRE FULL ACCESS FOR PEOPLE WITH DISABILITIES AND THE PROVISION OF FACILITIES FOR CHILDREN;

IDENTIFY PRIORITY AREAS AND NEW SITES.

Justification

3.147 The Council generally wishes to encourage health facilities which are a valuable service to the community, but it needs to ensure they are well located and are not at the expense of other policies of this Plan. The Policy will ensure that valuable opportunities are not lost to provide additional health facilities on sites which might otherwise be developed for less suitable uses, while reducing the cost of providing these facilities by making use of planning gain opportunities. The opportunity to secure such facilities will be sought in appropriate cases through planning obligations with developers, in accordance with the provisions of government guidance. The Council wishes to ensure that full access and facilities are provided for people with disabilities and children. The Council in partnership with Sutton and Merton Primary Care Trust and the South West London Support Services Partnership will seek suitable sites for health facilities and may produce planning briefs on these sites.

EDUCATION

POLICY C.10: DISTRIBUTION OF SCHOOLS

PROPOSALS THAT RESULT IN LOSS OF SITES IN EDUCATIONAL USE WILL NOT BE PERMITTED EXCEPT WHERE:

(i) AN APPROPRIATELY LOCATED ALTERNATIVE SITE IS AVAILABLE, OR IT CAN BE DEMONSTRATED THAT THE EDUCATIONAL FACILITY IS NO LONGER REQUIRED AND THERE IS NO LIKELIHOOD OF THE LAND OR BUILDINGS RETURNING TO EDUCATIONAL USE IN THE FUTURE AND

(ii) THE NEW DEVELOPMENT WOULD MEET AN IDENTIFIED DEMAND FOR COMMUNITY, RELIGIOUS OR RECREATIONAL USE.

Justification

3.148 These educational uses include Nursery Units, Primary and Secondary age range Schools, as well as the Sixth-Form College and Special Schools. Utilising surplus educational land or buildings for other purposes enables the best use of land and building resources. In many cases schools and buildings could be easily and cheaply converted to provide other social, recreational or community facilities to satisfy the needs identified either in the immediate locality or Borough-wide.

3.149 Demographic changes and the effect on school rolls is under constant review. In rationalising the provision of schools in the Borough, it is necessary to ensure good accessibility for students of all ages. However, particular care is necessary for younger children who ideally should be able to attend a school in their
neighbourhood. It is essential that the accessibility of schools is given priority so that children only need to walk a short distance to school, preferably without having to cross any main roads and thus consistent with the requirements of PPG13. The avoidance of the dangers from heavy or fast flowing traffic coupled with the health effects of vehicle emissions is also a major concern and will be taken into account when alternative education sites are assessed.

Primary Schools also serve as a focal point of educational and community activity in a neighbourhood. For Primary and Secondary age range Schools an ‘acceptable’ geographical distribution is one that reflects the distribution of these age groups throughout the Borough and offers good accessibility to where students live. Part of this overall education provision includes independent schools, particularly in the north-eastern part of the Borough.

3.151 Under the requirements of the Town and Country Planning (Playing Fields) Direction 1998, The Office of the Deputy Prime Minister must be notified by local authorities where a planning permission is proposed which conflicts with the views of Sport England. The application of this Direction relates to all local authority-owned playing fields and all others currently used or previously used in the past five years by educational institutions.

POLICY C.11: YOUTH SERVICES

THE COUNCIL WILL SEEK TO MAINTAIN AND IMPROVE A NETWORK OF YOUTH CENTRES THROUGHOUT THE BOROUGH IN ACCESSIBLE LOCATIONS, AS WELL AS MAKING USE OF OTHER COUNCIL FACILITIES WHERE APPROPRIATE. MEANWHILE SUPPORT FOR THE DEVELOPMENT OF NEW FACILITIES BY VOLUNTARY ORGANISATIONS WILL BE GIVEN GREATER PRIORITY.

Justification

3.152 The Council is endeavouring to provide a good spread of high quality youth facilities throughout the Borough in accessible locations such as town centres and local centres. However, it is not possible to cover all areas and, to maintain and improve Youth Service facilities, greater reliance therefore needs to be placed on the support of the voluntary organisations. Better use of other Council facilities is also desirable to meet the demands of this expanding area of need.

POLICY C.12: COMMUNITY USE OF EDUCATIONAL FACILITIES

THE COUNCIL RECOGNISES THE BENEFITS TO BE DERIVED FROM THE USE OF EDUCATIONAL FACILITIES AND PLAYING FIELDS FOR OTHER COMMUNITY PURPOSES AND WILL SEEK TO IDENTIFY OPPORTUNITIES FOR, AND ENCOURAGE, SUCH USES. IT MUST, HOWEVER, BE RECOGNISED THAT SUCH USES ARE SECONDARY TO THE EDUCATIONAL USE OF THE FACILITY. IN CONSIDERING FUTURE DESIGNS AND ADAPTATIONS ACCOUNT SHOULD BE TAKEN OF COMMUNITY USE REQUIREMENTS (SEE ALSO POLICY L.7).
3.153 Community schools identify and respond to the needs of the individual communities which they serve and so there is no single, nationally agreed model for them. However there are several ideas which are common to those established in other Local Education Authorities. Community schools broaden the focus of their work to include the wider community around the school as well as its pupils and teachers. They seek to operate through a network of partnerships within their community although responsibility for the quality of the education delivered to pupils remains with the school and its governors.

POLICY C.13: PLANNING OBLIGATIONS FOR EDUCATIONAL PROVISION
WHERE A NEW HOUSING DEVELOPMENT WILL LEAD TO A NEED FOR IMPROVED OR ADDITIONAL EDUCATIONAL Provision, SUCH PROVISION, OR FINANCIAL CONTRIBUTIONS TOWARDS THE FACILITY, WILL BE SOUGHT AND SECURED THROUGH THE USE OF A PLANNING OBLIGATION.

Justification
3.154 Government guidance contained in Circular 1/97 (Planning Obligations) states that it is reasonable to seek or take account of a planning obligation where a need for particular facilities would result from the implementation of a development proposal. It is recognised that new housing developments create increased pressure and demand on educational provision. This policy is aimed at reducing this pressure by encouraging financial contributions towards the provision of educational facilities as part of new housing schemes.

POLICY C.14: NON COUNCIL SCHOOLS / OTHER EDUCATIONAL FACILITIES
APPLICATIONS FOR OTHER NEW EDUCATIONAL FACILITIES (E.G. PRIVATE SCHOOLS) OR EXTENSIONS / IMPROVEMENTS TO EXISTING ONES WILL BE CONSIDERED FAVOURABLY SUBJECT TO:

(i) OTHER PLAN POLICIES;
(ii) THE PROPOSAL MEETING AN IDENTIFIED NEED;
(iii) THE PROPOSAL MEETING THE COUNCIL'S CAR PARKING STANDARDS AND NOT HAVING AN ADVERSE EFFECT ON ROAD SAFETY OR TRAFFIC FLOWS;
(iv) THE PROPOSAL NOT RESULTING IN ADVERSE IMPACTS ON RESIDENTIAL AMENITY OR THE SURROUNDING AREA.

Justification
3.155 There has been an increasing trend in the provision of non-Council schools and educational facilities such as independent, private and language schools. It is considered that criteria in this policy will assist in providing clearer guidance for applicants submitting proposals for these facilities.
TOURISM

3.156 Over the past few years tourism has made a major contribution to the economy at both national and local levels. It is accepted that this trend will continue and that more facilities to cater for the needs of tourists will be required. Central London is a natural attraction but pressures on the availability of hotel accommodation and the over-use of tourist attractions has given rise to the need for some de-centralisation.

3.157 Merton is conveniently situated to help provide additional sustainable tourist facilities and RPG3 favours the development of new hotel accommodation and tourist facilities in areas with good transport links to central London. There are good surface and underground rail links between, for example, Wimbledon and Central London, and the use of these facilities could be further extended. The Borough has its own tourist attractions, which offer potential for further development of the tourist trade. The Merton Tourism/Visitor Strategy, 1999, also recognises the scope for attracting more visitors to the Borough whilst maintaining sustainable benefits for the local community.

POLICY T.1: HOTELS, GUEST HOUSES AND BED AND BREAKFAST

Development of large hotel facilities will be directed to town centres and where public transport links are good.

Proposals for hotels, guest houses or bed and breakfast accommodation in town centres and in other locations will be permitted provided 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, appearance and heritage values of the area.

(iii) The residential amenities of local residents will not be harmed, by way of noise, disturbance, and loss of light or privacy.

(iv) Vehicular access to and from the highway will be safe.

(v) In locations with poor public transport links the car parking facilities will be in accordance with Schedule 6.

The benefits of the proposal to employment and the local economy will be balanced against the above criteria.
Justification

3.158 As industrial and commercial activities continue to develop, there is considerable demand from the business community for suitable hotel facilities. There are currently only 5 hotels (as defined by the English Tourism Council) in Merton ranging from budget to luxury accommodation, all are currently operating at near full capacity during the week and this factor, linked with the development of tourist attractions, should facilitate the development of viable hotels. The Council’s Tourism / Visitor Strategy, 1999, identifies a need for more hotel accommodation in the range which will appeal to both business visitors for week stays and tourists for weekend visits and enable the hotel accommodation sector to be more viable and sustainable. Certain facilities provided to the guests should also be made available to the local community, this will help enhance the quality of life for local residents.

3.159 An examination of the potential for tourist accommodation in the Borough shows that there is a demand for low cost accommodation in the form of Bed and Breakfast facilities, particularly in the Wimbledon area. The Plan recognises the importance of retaining residential accommodation to meet the needs of the people of the Borough and normally this accommodation should not be lost to meet the needs of hotel and guest house development. There may be exceptions to this and the Council will need to assess each proposal carefully and on its merits and having regard to other policies within the Plan.

3.160 In determining the location of hotel facilities, good public transport services to Central London are an important factor. In order that the local economy receives maximum benefit, hotels should also have good access to the local tourist attractions. Where accommodation is to be provided outside town centre locations, they should, subject to their suitability on traffic and environmental grounds, be adjacent to the secondary road network and not local roads, where their presence could give rise to serious problems.

POLICY T.2: DEVELOPMENT & EXPANSION OF TOURIST ATTRACTIONS

A PROPOSAL THAT WILL INVOLVE DEVELOPMENT OR EXPANSION OF A TOURIST ATTRACTION WILL BE PERMITTED PROVIDED THAT:

(i) THE SIZE AND CHARACTER OF THE SITE OR BUILDING ARE SUITABLE FOR THE PROPOSED USE.

(ii) IT WILL BE COMPATIBLE WITH THE CHARACTER, APPEARANCE AND HERITAGE VALUES OF THE SITE, BUILDING OR AREA.

(iii) THE RESIDENTIAL AMENITIES OF LOCAL RESIDENTS WILL NOT BE HARMED BY WAY OF NOISE, DISTURBANCE, LOSS OF LIGHT OR PRIVACY.

(iv) THERE WILL BE GOOD ACCESS AND LINKS, OR OPPORTUNITY FOR GOOD ACCESS AND LINKS, TO MODES OF TRANSPORT OTHER THAN THE PRIVATE VEHICLE.

(v) VEHICULAR ACCESS TO AND FROM THE HIGHWAY WOULD BE SAFE.

THE BENEFITS OF THE PROPOSAL TO EMPLOYMENT OR TO THE LOCAL ECONOMY WILL BE BALANCED AGAINST THE ABOVE CRITERIA.
3.161 There are a number of high quality tourist/visitor attractions within the Borough and it is considered that many of these attractions are of interest to visitors from outside of the Borough, as well as providing a variety of facilities for the local community. In order to contribute to a sustainable and pleasant environment and continue the provision of facilities for local people, developments of an appropriate nature will be encouraged especially where there is particular emphasis on local heritage. The appropriateness of the location will also depend on the scale and nature of the facility, ease of access by sustainable forms of transport and the use proposed. In seeking to increase the use of public transport and improve and extend public transport services, the council will take account of existing tourist facilities and the numbers of visitors they generate.

**POLICY T.3: THE LOSS OF TOURIST ACCOMMODATION AND ATTRACTIONS**

ALTERNATIVE USES FOR EXISTING TOURIST FACILITIES WILL BE PERMITTED ONLY WHERE IT CAN BE DEMONSTRATED THAT THE EXISTING ATTRACTION IS NO LONGER VIABLE OR DOES NOT PROVIDE FACILITIES FOR THE LOCAL COMMUNITY.

3.162 In order to maintain the benefits of tourism to the local economy and the quality of life in the Borough, existing attractions and accommodation will be protected. The majority of attractions in Merton are related to sport, heritage and culture, although there are a variety of other attractions which add value to these. The continued provision of existing locally based, small attractions benefits the local community in terms of jobs, provides an educational resource, a variety of facilities and contributes to the quality of life of the residents in general as well as providing an interesting addition to the visitor experience for people coming from outside the Borough. Exceptions to this policy will only be made where the attraction is no longer viable and provides very little or no facilities for the local community. Policies contained within the Leisure and Recreation and Town Centres and Shopping Chapters will also need to be considered in relation to the loss of existing tourist/visitor facilities.
# Chapter 4

A SAFE GREEN AND HEALTHY MERTON

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THE NATURAL ENVIRONMENT

POLICY NE 1: METROPOLITAN OPEN LAND

Permission will not be given for inappropriate development on land falling within Metropolitan Open Land (MOL), unless very special circumstances can be demonstrated that clearly outweigh the harm by reason of inappropriateness or any other harm.

The material change of use of land within MOL will be inappropriate unless it:

(i) Maintains the open character of the land and does not conflict with the purposes of including land within MOL.

(ii) Improves the landscape character and nature conservation quality of the land.

(iii) Provides opportunities for outdoor recreational use, provided the use does not conflict with other environmental objectives.

The construction of new buildings on land falling within MCL will be inappropriate, unless it is for the following purposes:

(i) Agriculture and forestry.

(ii) Essential facilities for outdoor sport, outdoor recreation and cemeteries and essential facilities for other uses that do not prejudice the open aspect of the land or conflict with the purposes of including land in MCL.

(iii) Extension or alteration to an existing dwelling, provided that it does not result in disproportionate additions over and above the size of the original dwelling.

(iv) Replacement of an existing dwelling, provided the new dwelling is not materially larger than the dwelling it replaces.

Re-use of a building inside MOL will be inappropriate, unless:

(i) It will not have a materially greater impact than the present use on the open character of the land.

(ii) Uses of the land surrounding the building and boundary treatments will not harm the openness of the land or conflict with the purposes of including the land in the MOL designation.

(iii) The building is of permanent construction and capable of conversion or re-use without extensive or complete reconstruction.

(iv) The form, bulk and design of the building in keeping with its surroundings.
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4.1 MOL is open land of strategic importance which contributes to the physical structure of London. It includes open air facilities which serve the whole of London or significant parts of it. It contains features or landscapes of historic, recreational, nature conservation or habitat interest at a metropolitan or national level. It is designated in order to maintain its open character, to protect access to major open areas, to provide opportunities for recreation, to provide high quality landscapes, and to protect and promote biodiversity. It also prevents urban sprawl, and promotes an urban renaissance. MOL will be protected as a permanent feature in the urban environment. The areas identified are major open spaces, often including sections of river corridor, which make significant contributions to the recreation, leisure and visual amenities of London as a whole and enhance the health of Londoners. Identification of the areas of MOL as required in Strategic Planning Guidance will ensure that the essential open nature of these areas is retained, and that access, landscape and nature conservation qualities are enhanced. The protection to MOL is equivalent to that given to Green Belts, and guidance set out in PPG2 is therefore also relevant to MOL.

4.2 The boundaries of MOL are indicated on the Proposals Map, and listed in schedule 2, metropolitan open land. They have been drawn in accordance with the conclusions of a Study into MOL, which was prepared in 1998.

POLICY NE.2: DEVELOPMENT IN PROXIMITY TO MOL

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.

4.3 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.

POLICY NE.3: GREEN CHAINS

ALL DEVELOPMENTS WILL BE EXPECTED TO RESPECT AND NOT HARM THE CHARACTER OR FUNCTION OF THE GREEN CHAINS IDENTIFIED ON THE PROPOSALS MAP.

IN THE INTERESTS OF THE INTEGRITY AND CONTINUITY OF GREEN CHAINS, WHERE DEVELOPMENT PROPOSALS PRESENT OPPORTUNITIES, ONE OR MORE OF THE FOLLOWING MEASURES MAY BE SOUGHT AS PART OF THE DEVELOPMENT PROPOSAL:

(i) IMPLEMENTATION OF “MISSING LINKS”;
(ii) ENHANCEMENT OF THE VALUE OF GREEN CHAINS
(iii) GREENING MEASURES FOR THE BUILT-UP SECTIONS OF GREEN CHAINS.
Justification

4.4 The Council, in conjunction with neighbouring Boroughs, has designated and will promote the improvement and maintenance of Green Chains, which comprise a series of linked open spaces and which provide walking and cycling routes to relieve the effects of traffic. Green Chains are shown on the Proposals Map. They comprise areas of open space, with the Green Chain notation shown around the periphery of the open space, and the Green Chain links between areas of open space. The Green Chain notation does not indicate actual or proposed walking and cycling routes. The notation is indicative that within these areas walking and cycling will be promoted. It is considered important to promote Green Chains to protect green spaces and to achieve linkages between and across open spaces. Such links could 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. Greening measures may involve the conversion of areas of surplus highway capacity to small green spaces, implementation of traffic calming measures, traffic management and restraint, planting of vacant, derelict or other open sites and tree planting within streets.

POLICY NE.4: WANDLE VALLEY COUNTRY PARK

SITE PROPOSAL 37P IS IDENTIFIED ON THE PROPOSAL MAP AS A COUNTRY PARK. ONLY USES AND DEVELOPMENTS THAT SUPPORT THE CREATION AND OBJECTIVES OF THE COUNTRY PARK WILL BE PERMITTED IN OR ADJACENT TO THE IDENTIFIED AREA.

Justification

4.5 The Country Park proposals have been developed in conjunction with Sutton and Croydon Councils: it would be over 480 hectares in extent, and it would be based on a promotion of environmental awareness and sustainability. Heritage and archaeological features would be enhanced in the area, and proposals for their interpretation are included. It is intended that the scars of past commercial operations would be repaired. Access for public transport services, walkers and cyclists would be improved both to, and within the Park. Active and passive recreational facilities are to be provided, together with facilities for the arts, a centre for sustainable living, and a wildlife hospital. Areas of ecological importance would be conserved and enhanced.

4.6 Specific to areas within Merton, the proposals include improvements to bridleways footpaths and pedestrian crossing facilities, as well as to football and cricket pitches. The ecology of its habitats would be enhanced. Entrance features, general landscaping improvements and buffer zones would be included. The area would be linked to the Wandle Trail, and to the London Cycle Network. Signage and interpretation facilities would be provided. The access to the park from the Tramlink and Railtrack station at Mitcham Junction would be improved. In the area of the Canons/Park Place/ Cricket Green, the Canons House Heritage Centre would be enlarged, new cricket pavillion constructed, and the athletic track upgraded.
POLICY NE.5: SITES OF SPECIAL SCIENTIFIC INTEREST
A DEVELOPMENT PROPOSAL LIKELY TO AFFECT A SITE OF SPECIAL SCIENTIFIC INTEREST WILL NOT BE PERMITTED UNLESS:

(i) IT CAN BE DEMONSTRATED THAT THE REASONS FOR THE DEVELOPMENT CLEARLY OUTWEIGHT THE NATURE CONSERVATION OR SCIENTIFIC INTERESTS OF THE SITES, OR

(ii) THE VALUE AND INTERESTS OF THE SITE CAN BE PROTECTED FROM DAMAGING IMPACT BY MITIGATING MEASURES SECURED BY THE USE OF CONDITIONS OR PLANNING OBLIGATIONS.

POLICY NE.6: LOCAL NATURE RESERVES AND SITES OF IMPORTANCE FOR NATURE CONSERVATION
A DEVELOPMENT PROPOSAL LIKELY TO SIGNIFICANTLY AFFECT THE NATURE CONSERVATION INTEREST OR VALUE OF A SITE OF IMPORTANCE FOR NATURE CONSERVATION OR A LOCAL NATURE RESERVE WILL BE PERMITTED ONLY:

(i) IF IT CAN BE SHOWN THAT THE REASONS FOR THE DEVELOPMENT OR BENEFITS TO THE LOCAL COMMUNITY FROM THE DEVELOPMENT OUTWEIGHT THE INTEREST OR VALUE OF THE SITE, OR

(ii) ANY HARM CAN BE OVERCOME BY MITIGATING MEASURES, SECURED THROUGH CONDITIONS OR PLANNING OBLIGATIONS.

POLICY NE.7: SPECIES PROTECTION
PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT OR FOR CHANGES OF LAND USE THAT WILL HAVE AN ADVERSE IMPACT ON PROTECTED SPECIES, OR SPECIES FOUND TO BE UNCOMMON OR UNDER THREAT IN THE LONDON (OR MERTON) BIODIVERSITY ACTION PLANS, UNLESS THE SPECIES OR THE HABITAT CAN BE PROTECTED FROM DAMAGING IMPACT BY MITIGATING MEASURES SECURED BY THE USE OF CONDITIONS OR PLANNING OBLIGATIONS.

Justification

4.7 The protection of sites, which have known nature conservation importance, is essential to meet the commitments of the Government made at the Biodiversity Convention at the Earth Summit in Rio de Janeiro in 1992. The Council is committed to preserve and enhance the Borough's biodiversity and these policies aim to do this by protecting the most important areas of natural habitat. The key to the conservation of wildlife is the protection of the habitat on which it depends.

4.8 The policies protect both statutory and non statutory sites in the Borough. The statutory sites include those of national importance (SSSIs) and of local importance (LNRS). The non statutory sites comprise Sites of Importance for Nature Conservation, which are based on a hierarchy of sites (Metropolitan, Borough Grade 1 and Grade 2 and Local), as recommended by the former London Ecology Unit. These sites have been identified according to the criteria set out in 'Policy, Criteria and Procedures for Identifying Nature Conservation Sites in London' (former LEU March 2000).
Figure 4.1
Areas of the Borough Poorly Served by Accessible Natural Greenspaces

- No areas of the borough are beyond 2km walking distance of these areas.
- No areas of the borough are beyond 5km of these sites.
- No areas of the borough are beyond 10km of these sites.

Accessible natural greenspaces:
- 0ha → 20ha
- 20ha → 100ha
- 100ha → 480ha
- 480ha or more
4.9 SSSIs are important on a national level, and include the best examples of national heritage of wildlife habitats, geological features and land forms. The Council will consult English Nature in connection with any development proposal that might affect the defined SSSI in Merton. The protected sites include non statutory sites which have been defined by the former London Ecology Unit in the Ecology Handbook for Merton (no. 29), 1998. These protected sites also provide stepping stones for the movement of wildlife from one habitat to another, and thus help to ensure the maintenance of the current range and diversity of our fauna and flora, and the survival of important species.

4.10 The Council recognises that a well informed community is necessary for the success of its environmental policies. In addition, the National Curriculum Council states that “environmental education is an essential part of every pupil’s curriculum”. The Council will have regard to the minimum standards of provision for accessible natural greenspaces, which have been used by the former London Ecology Unit in assessing the provision of accessible natural greenspace in London, as set out in “Policy Criteria and Procedures for Identifying Nature Conservation Sites in London (former LEU, March 2000). Areas of the Borough which have poor access to accessible natural greenspace are shown in Fig. 4.1.

4.11 The Council has to date declared 13 Local Nature Reserves, on the basis of their wildlife, social and educational value, and will pursue plans to declare further sites.

4.12 Development may affect the nature conservation value of a protected site even when it occurs outside the site itself. Adverse effects on a protected site include effects on the species that it supports.

4.13 The benefit of a development proposal is required to outweigh the nature conservation value of the protected site, and this will depend on the importance of the individual site. For sites of national importance (SSSIs), or London wide importance (Sites of Metropolitan Importance) there would need to be a significant net benefit to the whole country, or to the whole of London respectively. In Borough or Local sites the test remains the same, but the area that would need to show a net benefit from the development would diminish accordingly.

4.14 The protection of species is an important part of the Council’s policy for sustainable development, Local Agenda 21 and Biodiversity Action Plans. Habitat Action Plans, Species Action Plans, and Species Statements for priority habitats and species, from the Greater London Biodiversity Action Plan, are set out in Schedule 4. The key to the conservation of wildlife is the protection of the habitat on which it depends.

4.15 The presence of a protected species is a material consideration in the determination of development proposals, which if carried out would be likely to result in harm to the species or its habitat. Where development is permitted, planning conditions will be imposed, or planning agreements reached where possible, when these may facilitate the survival of individual members of the species, reduce disturbance to a minimum, and provide adequate alternative habitats to sustain at least the current population levels.

4.16 Some of the species included within the scope of national, regional and local Biodiversity Action Plans may not have statutory protection. This policy extends to those species in order to fulfil the requirements of paragraphs 1 and 2 of PPG9.
4.17 Damage to sites offering landscape features or valuable habitats can sometimes be avoided through the imposition of planning conditions or through planning obligations. There will be circumstances where otherwise beneficial proposals will cause harm to landscape or habitat, for which full mitigation or compensation will be required. Ecological landscaping should be of sufficient size and quality to replace both the quantity and quality of any lost habitat, so that it is fully compensatory. The provision of new or extended nature conservation features, beyond the requirements of mitigation or compensation, can provide valuable enhancement to the living and working environment of the Borough. Habitats appropriate to protected species, and species referred to in relevant Biodiversity Action Plans will be most desirable, in order to help to meet their objectives.

4.18 Ecological landscaping schemes are not restricted to large areas of open space, which may be distant from built development. They can be implemented close to, or even on, built structures.

POLICY NE.8: GREEN CORRIDORS

THE COUNCIL HAS IDENTIFIED A NETWORK OF GREEN CORRIDORS, WHICH IS SHOWN ON THE PROPOSALS MAP. DEVELOPMENT WILL NOT BE PERMITTED WHICH MAY DESTROY OR IMPAIR THE INTEGRITY OF GREEN CORRIDORS, AND PROPOSALS IN AND ADJACENT TO THESE CORRIDORS WILL BE EXPECTED TO ENHANCE THEIR NATURE CONSERVATION VALUE.

Justification

4.19 The Council recognises the importance of maintaining and enhancing a network of green corridors which are relatively continuous areas of green space leading through the built environment, and which link to each other and to larger green spaces or MOL. They can assist the movement of some plant and animal species through the Borough, allow some animals to undertake movements between different habitats that they require for survival, maintain the presence of some animals and plants in places where they would not otherwise be found, and help to ensure the maintenance of the current range and diversity of flora and fauna, and the survival of important species.

POLICY NE.9: MANAGEMENT OF LAND

THE COUNCIL WILL ENCOURAGE THE APPROPRIATE MANAGEMENT OF FEATURES OF THE LANDSCAPE WHICH ARE OF MAJOR IMPORTANCE FOR WILD FLORA AND FAUNA. SUCH SITES WILL INCLUDE STEPPING STONE SITES AS IDENTIFIED IN POLICIES NE.5 AND NE.6, AND FEATURES OF LINEAR AND CONTINUOUS STRUCTURE AS IDENTIFIED IN POLICY NE.8.

Justification

4.20 The protection of important species and habitats is dependent on establishing and implementing appropriate management regimes. The Conservation (Natural Habitats etc) Regulations 1994 places a duty on Local Planning Authorities to encourage appropriate management of important sites. Important sites will include those which by virtue of their linear character, or their importance as stepping stones, are essential for the migration, dispersal and genetic exchange of wild species.
POLICY NE.10: NATURE CONSERVATION IN BACKLAND AREAS

THE COUNCIL WILL TAKE INTO ACCOUNT ANY IMPLICATIONS FOR BIODIVERSITY AND WILDLIFE HABITAT RESULTING FROM DEVELOPMENT PROPOSALS WITHIN GARDEN LAND OR OTHER LAND WHICH HAS NO SPECIFIC NATURE CONSERVATION DESIGNATION. IT WILL HAVE REGARD TO ANY GUIDELINES THAT MAY BE PREPARED BY THE MAYOR OF LONDON IN RESPECT OF SUCH PROPOSALS.

Justification

4.21 The majority of the open space in the Borough is in suburban domestic gardens and in other small open spaces within the developed areas of the Borough. These support much of the Borough’s biodiversity. It is here, too, that most people enjoy nature.

4.22 Areas with long gardens, large blocks of gardens, and areas with a good range of habitat support a great variety of wildlife, and are less disturbed by people. Small gardens support a more limited range of wildlife. It is particularly important that the best garden blocks and backlands are conserved and improved. This precludes any significant intensification of built development there. Such areas will be better than their surrounds as a result of one or more of the following attributes.

▲ Size, as measured by their area, or the length of the individual gardens constituting the block, and with little previous incursion. Large blocks of back gardens and backland enable species requiring a large area of habitat to use an area, and are also less disturbed by human activity.

▲ A good range of habitats, provided by such features as woodland, trees, shrubs, dead wood, borders, hedgerows, climbers, long and short grassland and water features. These provide food shelter and breeding areas for wildlife. Additionally, some species require more than one habitat element, so that the juxtaposition of different habitats retains extra species.

▲ Gardens with less common habitats have special value.

▲ The existence of other adjacent open spaces linking the block to a network of open areas.

▲ The presence of protected or priority species

POLICY NE.11: TREES; PROTECTION

DEVELOPMENT WILL NOT BE PERMITTED IF IT WOULD DAMAGE OR DESTROY ONE OR MORE TREES:

▲ PROTECTED BY A TREE PRESERVATION ORDER, OR

▲ WITHIN A CONSERVATION AREA, OR

▲ WHICH HAVE SIGNIFICANT AMENITY VALUE AS PERCEIVED FROM THE PUBLIC REALM UNLESS:
(i) REMOVAL OF ONE OR MORE TREES IS NECESSARY IN THE INTEREST OF GOOD ARBOCULTURAL PRACTICE, OR

(ii) THE REASON FOR THE DEVELOPMENT OUTWEIGHS THE AMENITY VALUE OF THE TREES.

POLICY NE.12: TREES, HEDGES AND LANDSCAPE FEATURES

A DEVELOPMENT PROPOSAL WILL BE EXPECTED TO RETAIN, AND WHERE POSSIBLE ENHANCE, HEDGES AND OTHER LANDSCAPE FEATURES OF AMENITY VALUE. SUCH FEATURES SHOULD BE ADEQUATELY PROTECTED DURING BUILDING WORKS.

IN GRANTING PERMISSION FOR A PROPOSAL THAT LEADS TO THE LOSS OF A FEATURE OF AMENITY VALUE, REPLACEMENT OR LANDSCAPE ENHANCEMENT LOCALLY WILL BE SOUGHT THROUGH THE USE OF CONDITIONS OR PLANNING OBLIGATIONS.

Justification

4.23 Trees make an important contribution to the Borough’s townscape and the quality of life for residents. Tree Preservation Orders and Conservation Area designations are important mechanisms for protecting existing trees on private land.

4.24 The Council considers it important to stress the need for tree protection by taking action to enforce TPOs and protect trees in Conservation Areas where necessary and, where there is a requirement to plant a replacement tree, to ensure that this is carried out properly, especially in relation to the size and type of tree, planting method and future maintenance and protection. Where a tree with a TPO or other protected tree or group of trees has been felled without consent or has died during the development of the site, the Council will require replanting with a similar species of appropriate size.

4.25 A site survey showing existing vegetation and natural features is usually an invaluable aid to the proper planning of a development. The Council will require that all relevant planning applications include the following information, though this list may not be exhaustive, and each proposal would be considered on its merits:

1. a plan showing existing trees, tree canopies and other natural features
2. trees to be retained and protected during building works
3. planting and other landscape proposals, or plans to demonstrate the potential for planting
4. details of underground works so that root damage and tree loss is avoided
5. existing and proposed land levels where changes to land levels are proposed near to trees.

Where necessary a soil survey may assist the selection of plant species. Trees, vegetation and landscaping make an important contribution to the amenities of the area, the Borough’s townscape and the quality of life for residents. New planting, especially using native species can ensure that a development contributes to the character and amenity of the area, and may contribute to its ecological diversity. Preference will be given to the use of species native to London. However in some cases trees can cause serious harm to other nature conservation and archaeological features, and proposals for new planting should always be checked to ensure that nothing of value would be lost as
a result. Landscaping should be seen as a fully integrated aspect of the design of development proposals, and not as cosmetic treatment delayed to a later stage. The basis of a landscaping scheme should be the land forms, and vegetation characteristics which exist on the site, or in the vicinity prior to the commencement of the development. The Council will normally require landscaping schemes to be implemented within twelve months of the completion of the main building works and will require that new trees are maintained for 3 years after planting. The Council has approved Supplementary Planning Guidance for landscaping, which sets out in more detail its requirements for proposals for existing and new planting associated with development proposals. British Standard BS5837:1991 sets standards for the protection of trees during construction and the impact of excavation required or the construction of foundations for buildings or roads on tree root systems, and BS2998 has standards in relation to maintenance of trees. The Council will expect developers to adhere to the requirements of these documents.

4.26 The Council will maintain and improve the environmental quality of both public and private land and take action to prevent future decay and dereliction. The Council will prepare a Greenspace Strategy, which will seek to conserve and enhance the landscape and natural resources of the Borough, and to identify areas of high landscape value, and those where enhancement is most needed.

THE BUILT ENVIRONMENT

Conservation areas

4.27 Conservation areas are designated by the Council as areas of special architectural or historic interest, the character or appearance of which should be preserved or enhanced. These areas are of high environmental quality, and are a significant factor in defining local identity and distinctiveness.

4.28 The Council will review and monitor the boundaries of existing Conservation Areas through the preparation of Character Assessments. The Council will also consider designating new Conservation Areas with reference to the following criteria:

▲ The origins and development of the area.

▲ The archaeological significance and potential of the area, including any scheduled ancient monuments.

▲ The historic street patterns and layout of property boundaries.

▲ The prevailing uses or mix of uses.

▲ The age of buildings of historic interest and whether there are Statutory Listed or Locally Listed buildings.

▲ The potential threat to the existing character from inappropriate forms of development.

▲ The quality of architecture and the prevalence of building materials which reinforce the identity of an area, and distinguish it from other areas.

▲ The quality of trees or other vegetation.

▲ The character and hierarchy of spaces and townscape quality.
4.29 The Council will promote enhancement schemes for Conservation Areas through pursuing opportunities for external funding and through partnerships with national funding bodies and the private and voluntary sectors.

4.30 The Council can control certain adverse changes to the built environment within conservation areas by issuing guidance and in the way that it determines applications for planning permission and listed building and conservation area consents (for demolitions).

4.31 The Council will use Article 4 (I) and Article 4 (II) Directions where appropriate subject to the Secretary of State's confirmation where required, to protect the special character and appearance of Conservation Areas, Archaeological Priority Zones, Sites of Special Scientific Interest and Buildings included on the Local List.

POLICY BE.1: CONSERVATION AREAS, NEW DEVELOPMENT, CHANGE OF USE, ALTERATIONS AND EXTENSIONS.

WITHIN A CONSERVATION AREA A PROPOSAL FOR NEW DEVELOPMENT, ALTERATION OR EXTENSION TO A BUILDING OR FOR THE CHANGE OF USE OF LAND OR BUILDINGS WILL BE REQUIRED TO PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THAT CONSERVATION AREA.

PROPOSALS WILL BE EXPECTED TO:

(i) RESPECT OR COMPLEMENT THE DESIGN, SCALE, FORM AND MATERIALS OF EXISTING BUILDINGS AND SPACES

(ii) RESPECT STREET PATTERNS OR OTHER FEATURES CONTRIBUTING TO THE CHARACTER, HISTORIC VALUE OF THE AREA OR THE PATTERN OF DEVELOPMENT IN THE AREA

(iii) MAINTAIN IMPORTANT VIEWS WITHIN AND OUT OF THE AREA

(iv) ENSURE THAT THE LEVEL OF ACTIVITY, TRAFFIC, PARKING SERVICES OR NOISE GENERATED BY THE PROPOSAL WOULD NOT DETRACT FROM THE CHARACTER OR APPEARANCE OF THE AREA

Justification

4.32 Well designed new buildings in Conservation Areas can often contribute to or enhance the existing character of the area and the Council will take specific account of the architectural and other merits of any new development.

4.33 The character of private open space and townscape is particularly significant in several Conservation Areas. In these areas, infill or backland development can be damaging to their character.

4.34 Applications involving a change in the appearance of buildings should be fully detailed, including plans showing the proposal in its context. Outline applications could not be assessed against the policy and therefore are likely to be refused.

4.35 The Council will encourage the sensitive redevelopment of opportunity sites within Conservation Areas which have been identified as detracting from the established character of the area.
4.36 Policy BE.22 sets out the criteria against which development proposals will be assessed.

4.37 When considering changes of use of land or buildings, the aim is to identify a viable use which would be compatible with the character and appearance of the conservation area; this may not necessarily be the most profitable use. Generally the best way of securing the upkeep of buildings in Conservation Areas is to keep them in active use. The best use will often be the use for which a building was originally designed, and a continuation or re-instatement of that use should certainly be the first option to be considered. Whilst change of use of buildings in Conservation Areas can assist in bringing buildings back into use, it is also necessary to remember that existing uses such as small shops and pubs can add to the vitality of Conservation Areas, and assist in suitable development objectives by avoiding the need to travel. The Council’s Supplementary Planning Guidance Note on Sustainable Development provides further guidance on this subject. However many such buildings are under pressure for changes of use particularly to residential use. They may still be viable in their existing use, but would produce higher financial returns if changes of use were agreed. The Council is keen to protect vulnerable uses but will permit appropriate changes of use in special circumstances where these would result in the preservation and restoration of the building and prevent its demolition.

4.38 The Council will encourage protection of the special character and appearance of Conservation Areas, through the preparation of Design Guidance and Character Assessments for each Conservation Area (as referred to in paragraph 4.28). These will indicate to prospective applicants and owners the type of development which is appropriate and likely to be acceptable. Character Assessments are set out in Supplementary Planning Guidance, and development proposals will be judged for their effect on the character and appearance identified in the SPGs.

4.39 In considering schemes and proposals in Conservation Areas, the Council may be prepared to avoid the rigid application of relevant planning and highway standards if these would act to the detriment of the area’s character or appearance. In such cases proposals will be expected to be of particular quality, and must preserve or enhance the character or appearance of the Conservation Area.

POLICY BE.2: CONSERVATION AREAS, DEMOLITION.

A proposition for a development scheme that will involve the total or substantial demolition of an unlisted building in a conservation area that makes a positive contribution to its character or appearance will not be permitted unless the following can be demonstrated:

(i) There is clear and convincing evidence that reasonable efforts have been made to continue the present use or to find a viable use for the building and these efforts have failed and it is demonstrated that preservation of the building as part of the scheme or in some form of charitable or community ownership is not possible or suitable, or

(ii) The costs of repairs or maintenance of the building cannot be justified against its importance or value derived from its retention, provided that the building has not been deliberately neglected, or

(iii) There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition.
ACCEPTABLE AND DETAILED PLANS FOR A REPLACEMENT SCHEME WILL BE REQUIRED EVEN IF IT WILL INVOLVE TOTAL OR SUBSTANTIAL DEMOLITION OF AN UNLISTED BUILDING IN A CONSERVATION AREA THAT MAKES LITTLE OR NO CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF THAT AREA.

A CONDITION WILL BE IMPOSED ON A PLANNING PERMISSION GRANTED, TO ENSURE THAT DEMOLITION SHALL NOT TAKE PLACE UNTIL A CONTRACT FOR THE CARRYING OUT OF THE DEVELOPMENT WORKS HAS BEEN MADE

Justification

4.40 The demolition of buildings in Conservation Areas can often destroy the existing character of the areas. The existing building stock is a valuable resource and every effort should be made to secure adaptation and re-use before demolition is proposed. Where consent is granted for the demolition of a building in a Conservation Area conditions will be imposed to restrict implementation of the consent for demolition until the letting of a contract for the approved redevelopment of the site.

POLICY BE.3: DEVELOPMENT ADJACENT TO A CONSERVATION AREA

A DEVELOPMENT PROPOSAL ADJACENT TO A CONSERVATION AREA WILL BE EXPECTED TO PRESERVE OR ENHANCE ITS SETTING AND NOT DETRACT FROM VIEWS INTO OR OUT OF THE AREA.

Justification

4.41 Development proposals outside the boundaries of a Conservation Area may have an impact on the area’s character and appearance. It may for example impact on views into or out of the Conservation Area. The Council will wish to ensure that such development preserves or enhances the character and appearance of the Conservation Area.

4.42 The Council will, in conjunction with a wider review of Conservation Areas and other areas of special character, consider designating those areas of the Borough which display a special character of local interest. Such areas are likely to combine a mixture of qualities, which would serve to distinguish them from the surrounding areas. The criteria which will be used to assess areas for designation as Areas of Distinctive Quality will be:

▲ Topographical framework
▲ Archaeological significance
▲ Architectural quality
▲ Character and hierarchy of spaces
▲ Land uses of local or historical interest
POLICY BE.4: AREAS OF DISTINCTIVE QUALITY

The Council will safeguard the landscape and townscape character of areas of distinctive quality, by protecting the scale, character and environmental quality of the area, as identified in character appraisals for each area. The Council will encourage the retention of buildings and other important features, where they contribute to the identified special character of the area.

Justification

4.43 Areas of Distinctive Quality comprise areas which do not satisfy the criteria for Conservation Area designation, but which nevertheless possess distinctive landscape or townscape qualities which it is desirable to preserve. Typically they may include particularly good examples of the more familiar types of development, as opposed to the outstanding qualities usually associated with Conservation Areas. The Council will carry out character appraisals of each area before it is designated as an Area of Distinctive Quality. The character appraisals will define the qualities and characteristics that make the area distinctive from its surroundings.

4.44 Listed buildings are included on the 'Statutory List' of buildings of special architectural or historic interest which is a register of the best of British buildings. Not all items included are what might naturally be thought of a beautiful, some are included for historic value alone. Decisions on the inclusion of buildings on the 'Statutory List' rest with the Secretary State for Culture, Media and Sport on the advice of English Heritage.

4.45 Inclusion on the Statutory List means that any proposals involving the demolition of the building or alterations or extensions likely to affect its special historic interest will require Listed Building Consent.

Listed and Locally Listed Buildings

POLICY BE.5: LISTED BUILDINGS; MAINTENANCE AND RESTORATION

In seeking to ensure the preservation of listed buildings, the Council will encourage the maintenance, repair and restoration of listed buildings through the use of its statutory powers and the provision of technical advice.

Justification

4.46 Historic buildings comprise a significant resource within the Borough, representing a record of its past heritage. The Council is, therefore, keen to see Listed Buildings retained in beneficial use and will encourage their proper maintenance, preservation and protection. Listed Buildings which are vacant or have become neglected can become vulnerable to further deterioration and become a target for thieves and vandals. English Heritage, as part of a broader national survey, each year produces a Register of Buildings at Risk in Greater London, comprising a schedule of vacant or partially occupied listed buildings 'at risk' from neglect or 'vulnerable' based on an assessment of their condition and occupancy. A number of buildings in Merton are included on this Register. When it becomes evident that a listed building is being allowed to deteriorate, the Council may take action to secure repairs through its powers under the Planning (Listed Buildings and Conservation Areas Act) 1990 to issue Urgent Works Notices and Repairs Notices.
4.47 The demolition of listed buildings constitutes a major loss to the Borough and there may be instances when a change of use will be considered in order to retain the building. Much of the architectural importance of listed buildings relates to their detailing and relationship to their surrounding buildings, and as such particular consideration needs to be given to any alterations which may affect their external appearance or neighbouring developments which may affect their setting. In order to ensure listed buildings are kept in good repair the Council will assist in restoration work within the necessary limits of its resources, give technical advice and take legal action. Furthermore, the Council may allow a change of use if this is the only means by which a listed building can be preserved. Schedule 3 contains buildings which have been Listed in Merton.

POLICY BE.6: LISTED BUILDINGS; DEMOLITION

THERE WILL BE A GENERAL PRESUMPTION IN FAVOUR OF THE RETENTION OF LISTED BUILDINGS. CONSENT TO SUBSTANTIALLY OR TOTALLY DEMOLISH LISTED BUILDINGS WILL NOT BE GRANTED UNLESS THE COUNCIL IS SATISFIED THAT:

(i) THE COSTS OF REPAIRS OR MAINTENANCE OF THE BUILDING CANNOT BE JUSTIFIED AGAINST ITS IMPORTANCE OR THE VALUE DERIVED FROM ITS RETENTION, PROVIDED THAT THE BUILDING HAS NOT BEEN DELIBERATELY NEGLECTED, OR

(ii) THERE IS CLEAR AND CONVINCING EVIDENCE THAT REASONABLE EFFORTS HAVE BEEN MADE TO CONTINUE THE PRESENT USE OR TO FIND A Viable NEW USE FOR THE BUILDING, AND THESE EFFORTS HAVE FAILED, AND IT IS DEMONSTRATED THAT PRESERVATION OF THE BUILDING IN SOME FORM OF CHARITABLE OR COMMUNITY OWNERSHIP IS NOT POSSIBLE OR SUITABLE OR

(iii) THERE WILL BE SUBSTANTIAL PLANNING BENEFITS FOR THE COMMUNITY FROM REDEVELOPMENT WHICH WOULD DECISIVELY OUTWEIGH THE LOSS FROM THE RESULTING DEMOLITION: AND

(iv) ADEQUATE ARRANGEMENTS HAVE BEEN MADE FOR THE ASSESSMENT AND SUBSEQUENT RECORDING OF THE HISTORIC FABRIC AFFECTED BY THE PROPOSALS.

THE COUNCIL WILL ATTACH CONDITIONS LIMITING IMPLEMENTATION OF ANY CONSENTS FOR DEMOLITION UNTIL THE LETTING OF A CONTRACT FOR AN APPROVED REDEVELOPMENT OF THE SITE

Justification

4.48 The Council would not expect to give consent for the demolition of any Listed Building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses and these efforts have failed, and that there will be substantial benefits for the community from the proposed redevelopment assessed against the arguments in favour of preservation. When considering proposals to demolish a Listed Building the Council will take into account the cost or repairing the building in relation to its importance and value derived from its continued use. The Council will also require evidence that the possibility of preserving the building in some form of community or charitable ownership is not possible or suitable. The Council will not give consent to demolish simply because redevelopment is economically more attractive than repair and re-use or because the building was acquired at a price that reflected the potential for redevelopment rather than the existing condition or constraints of the building.
POLICY BE.7: LISTED BUILDINGS; ALTERATIONS AND EXTENSIONS

ALTERATIONS AND EXTENSIONS TO LISTED BUILDINGS WILL ONLY BE PERMITTED IF THE CHARACTER AND SPECIAL ARCHITECTURAL OR HISTORIC INTEREST OF THE BUILDING, AND ITS STRUCTURAL INTEGRITY WILL BE PRESERVED.

**Justification**

4.49 Character of historic buildings and their contribution to the townscape can be severely diminished through insensitive alteration, extension or neighbouring development, or through neglect and dilapidation. Alterations, including partial demolition, and extensions to a Listed Building, which would affect the building’s character as a building of Special Architectural or Historic Interest will require Listed Building Consent. In general, detailed guidance contained in PPG 15 - Planning and the Historic Environment will be followed by the Council in considering any proposals affecting historic buildings. The Council will normally insist on the retention of the original structure, features, materials and plan form and will expect retention and repair, rather than replacement, of original features such as windows, doors, chimney stacks, walls, gates and railings.

The Council has prepared detailed supplementary planning guidance to advise on detailed aspects of listed building control including:

(a) information to be provided with applications for alterations and extensions;
(b) appropriate materials and techniques;
(c) repair and preservation of original features; and
(d) appropriate scale, proportions, design and materials in relation to the existing building.

POLICY BE.8: SETTING OF LISTED BUILDINGS, ANCIENT MONUMENTS, HISTORIC PARKS AND GARDENS AND THE WIDER HISTORIC LANDSCAPE

IN CONSIDERING THE DESIGN AND SITING OF EXTENSIONS OR DEVELOPMENT SPECIAL REGARD WILL BE HAD TO THE DESIRABILITY OF PROTECTING THE SETTINGS OF LISTED BUILDINGS, ANCIENT MONUMENTS AND THE WIDER HISTORIC LANDSCAPE, INCLUDING VIEWS TO AND FROM HISTORIC PARKS AND GARDENS (SEE ALSO POLICIES L.5 AND L.6).

**Justification**

4.50 Merton has a rich architectural heritage and diverse built environment with many fine houses and churches, historic parks and important areas of common land including over 300 listed buildings, structures and monuments, 3 Scheduled Ancient Monuments and 4 Registered Historic Parks. These aspects of Merton’s heritage are evidence of its past and its development over time to the present day. The wider historic landscape relates to the historic dimension of the landscape as a whole rather than selected areas and may include surviving historic street patterns, the setting of listed buildings and Scheduled Ancient Monuments and also areas of archaeological significance which represent important aspects of Merton's historic development. A comprehensive list of Historic Parks and Gardens, and Listed Buildings is set out in schedule 3 of this Plan and a List of Scheduled Ancient Monuments is set out in Schedule 5.
POLICY BE.9: LISTED BUILDINGS; USES

THE CONTINUATION OR REINSTATEMENT OF THE ORIGINAL USE FOR WHICH A LISTED BUILDING WAS DESIGNED WILL BE ENCOURAGED. CHANGES OF USE WILL, HOWEVER, BE PERMITTED IF THIS WOULD ENABLE THE LISTED BUILDINGS TO BE PRESERVED, PROVIDED THAT:

(I) IT CAN BE DEMONSTRATED THAT THE ORIGINAL, EXISTING OR LAST USE IS NOT VIABLE OR NO LONGER COMPATIBLE WITH THE BUILDING, AND

(II) THE PROPOSED USE WILL NOT BE DETRIMENTAL TO CHARACTER OR SPECIAL ARCHITECTURAL OR HISTORIC INTEREST OF THE BUILDING OR ITS SETTING.

Justification

4.51 Generally the best way of securing the future of a listed building is to keep it in active use. The best use for a historic building will often be the use for which it was originally designed, and the continuation, or reinstatement, of that use should be the first option when the future of a building is considered. But not all original uses will continue to be economically viable and changes of use will need to be considered. Whilst changes of use can assist bringing Listed Buildings back into active use, it is also necessary to remember that some buildings can come under pressure for changes of use, particularly to residential, even though they may still be viable. Particularly if they would produce higher financial returns if changes of use were agreed. New uses will often require alterations to the building and the extent and the building’s sensitivity to such alterations will need to be taken into consideration. Listed buildings in the Borough vary widely in terms of their size and type and some buildings are more adaptable than others. The Council will seek to protect vulnerable uses but will permit appropriate changes of use in special circumstances where these would result in the preservation and restoration of the building and prevent its demolition.

POLICY BE.10: BUILDING RECORDING

WHERE APPLICATIONS ARE LIKELY TO INVOLVE DEMOLITION OR ALTERATIONS THAT WOULD IMPACT ON THE SPECIAL INTEREST OF BUILDINGS OF INTRINSIC HISTORICAL AND ARCHAEOLOGICAL INTEREST, ADEQUATE ARRANGEMENTS SHOULD BE MADE FOR RECORDING REMAINS THAT WOULD BE DESTROYED OR DAMAGED IN THE COURSE OF THE WORKS. SUCH WORK MUST BE UNDERTAKEN IN ACCORDANCE WITH A WRITTEN SCHEME OF INVESTIGATION APPROVED BY THE COUNCIL.

Justification

4.52 PPG15 states that some historic buildings are of intrinsic archaeological interest. It is important that the significance of structures and the impact of proposed alterations be assessed prior to determination of the application. This will enable informed decisions to be reached and, where permission is granted, an appropriate level of mitigation to be implemented. The Council will consider, in all cases of alteration or demolition, whether it would be appropriate to make it a condition of consent that applicants arrange suitable programmes of recording of features that would be destroyed in the course of the works. All recording and analysis should be undertaken by a qualified contractor in accordance with a project design approved by the Council.

4.53 The Council will develop, maintain and make available a Local List of Buildings of Special Architectural or Historical Interest. The following criteria are used to assess the importance of buildings which are included on the Local List:
the architectural style of the building
the age and history of the building
detailing on the building
the group value of the building
use of unusual or innovative building materials
the absence of subsequent changes or alterations to the building which would undermine its historic or architectural interest.

THE LOCAL LIST CONTAINS SOME OF THE BUILDINGS WHICH ARE OF ARCHITECTURAL OR HISTORICAL INTEREST WITHIN THE BOROUGH. THESE BUILDINGS MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER AND HISTORICAL LEGACY OF THE AREAS IN WHICH THEY ARE LOCATED, AND IT IS DESIRABLE FOR THEM TO BE RETAINED. DECISIONS ON INCLUSION OF BUILDINGS ON THE LOCAL LIST REST WITH THE COUNCIL.

POLICY BE 11: LOCAL LIST; REHABILITATION AND MAINTENANCE

A PROPOSAL TO ALTER, EXTEND OR FOR CHANGE OF USE OF A LOCALLY LISTED BUILDING, WILL BE PERMITTED, PROVIDED THAT IT:

(i) WILL BE SYMPATHETIC TO THE SCALE, PROPORTION, CHARACTER AND MATERIALS OF THE ORIGINAL BUILDING, AND

(ii) WILL RESPECT ITS SETTING, AND

(iii) WILL NOT DETRACT FROM THE LOCAL HISTORIC INTEREST OF THE BUILDING.

THE COUNCIL WILL RESIST PROPOSALS FOR DEVELOPMENT WHICH WILL INVOLVE THE TOTAL OR SUBSTANTIAL DEMOLITION OF A LOCALLY LISTED BUILDING, UNLESS THE FOLLOWING CAN BE DEMONSTRATED:

(i) THERE IS CLEAR AND CONVINCING EVIDENCE THAT REASONABLE EFFORTS HAVE BEEN MADE TO CONTINUE THE PRESENT USE OR TO FIND A VIALBE USE FOR THE BUILDING AND THESE EFFORTS HAVE FAILED AND IT IS DEMONSTRATED THAT PRESERVATION OF THE BUILDING AS PART OF THE SCHEME OR IN SOME FORM OF CHARITABLE OR COMMUNITY OWNERSHIP IS NOT POSSIBLE OR SUITABLE, OR

(ii) THE COSTS OF REPAIRS OR MAINTENANCE OF THE BUILDING CANNOT BE JUSTIFIED AGAINST ITS IMPORTANCE OR THE VALUE DERIVED FROM ITS RETENTION, PROVIDED THAT THE BUILDING HAS NOT BEEN DELIBERATELY NEGLECTED, OR

(iii) THERE WILL BE SUBSTANTIAL PLANNING BENEFITS FOR THE COMMUNITY ARISING FROM REDEVELOPMENT WHICH WOULD DECISIVELY OUTWEIGHT LOSS FROM THE RESULTING DEMOLITION.

ADEQUATE ARRANGEMENTS HAVE BEEN MADE FOR THE ASSESSMENT AND SUBSEQUENT RECORDING OF THE HISTORIC FABRIC AFFECTED BY THE PROPOSALS.
POLICY BE.12: LOCAL LIST; UPGRADEING

THE COUNCIL WILL CONSIDER MAKING REPRESENTATIONS TO THE DEPARTMENT OF CULTURE, MEDIA AND SPORT TO SEEK THE TRANSFER OF A BUILDING FROM THE LOCAL LIST TO THE STATUTORY LIST WHEN THE DANGER OF ITS DEMOLITION IS APPARENT.

Justification

4.54 The number of statutorily Listed Buildings in the Borough is small and it is hoped that some of the buildings on the Local List may, in future, be transferred to the Statutory List. In the interests of preserving buildings of interest and character, the Council seeks to encourage their continued beneficial use and their restoration. This will also apply to other buildings, including those in Conservation Areas which are neither statutory listed or included in the Council’s Local List. The Local List will be reviewed and updated from time to time. Owners/occupiers of buildings included on the Local List will be notified of the reasons for their inclusion. Copies of the Local List of Buildings of Architectural or Historic Interest can be obtained from the Council’s Environment and Regeneration Department.

Archaeology

4.55 Archaeological remains contain irreplaceable information about our past and the potential for an increase in future knowledge. They constitute the principal surviving evidence of many aspects of our past and are a finite and non-renewable resource, which is fragile and vulnerable to damage and destruction. They give us a sense of both national and local identity, and are valuable not only for their own sake, but also for their role in education, leisure and tourism.

4.56 Known archaeological sites can be divided into Scheduled Ancient Monuments, other nationally important sites, and locally important sites. Merton contains three Scheduled Ancient Monuments: Merton Priory; Caesar’s Camp; and Morden Park Mound.

4.57 The Ancient Monuments Acts and Planning Policy Guidance Note PPG 16 ‘Archaeology and Planning’ set out Government policy regarding archaeological remains. Some relevant material is also found in PPG 15 ‘Planning and the Historic Environment’.

POLICY BE.13: ARCHAEOLOGICAL PROTECTION AND PRESERVATION

THE COUNCIL WILL ENCOURAGE EARLY CONSULTATION ON DEVELOPMENT PROPOSALS AFFECTING SITES OF ARCHAEOLOGICAL IMPORTANCE AND THEIR SETTINGS.

(i) THERE WILL BE A GENERAL PRESUMPTION IN FAVOUR OF THE PERMANENT PHYSICAL PRESERVATION OF ALL SCHEDULED ANCIENT MONUMENTS AND OTHER NATIONALLY IMPORTANT ARCHAEOLOGICAL SITES AND THEIR SETTINGS. PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT THAT WOULD ADVERSELY AFFECT SUCH MONUMENTS AND SITES, INVOLVE SIGNIFICANT ALTERATION TO THEM OR WOULD HAVE A HARMFUL IMPACT ON THEIR SETTINGS.
Locally important archaeological remains should preferably also be preserved in situ. Exceptionally, where remains cannot be preserved in situ, they will be preserved by record through an appropriate programme of archaeological work by a recognised archaeological organisation before development begins, in accordance with a project design approved by the Council. Such provision shall also include the subsequent publication of the results.

Justification

4.58 The Council considers it is important to prevent potentially valuable archaeological remains and data from being destroyed without record when sites are developed. Merton has been the location of settlement from prehistoric times on and of important industrial developments from early modern times. Consequently, it is likely that there are a number of unexcavated sites across the Borough and past archaeological discoveries and documentary sources can be used to indicate where further evidence may lie buried. The Proposals Map identifies areas of particular archaeological interest which were identified by the Greater London Archaeological Advisory Service, English Heritage in consultation with local archaeological groups. These are known as Archaeological Priority Zones and a list of such zones is included in Schedule 5 of the Plan. This list may change as new information becomes available. All sites on the Greater London Sites and Monuments Record (GLSMR) are also a material consideration in the planning process. The Council will consider the use of Article 4 Directions, subject to the Secretary of State’s approval, to bring activities that benefit from permitted development rights under the Town and Country Planning (General Permitted Development) Order 1995 within the scope of Planning Control in the interests of protecting archaeological remains.

4.59 In the case of sites with archaeological significance or potential, where permanent preservation in situ is not justified, provision shall be made by the developer for an appropriate level of archaeological assessment, investigation and analysis. This should be undertaken by a recognised archaeological organisation before development begins, in accordance with a project design approved by the Council. Such provision shall also include the subsequent publication of the results of the excavation.

4.60 It is probable, however, that there are other sites of archaeological importance outside these defined Zones. Each case will be treated on its merits and planning conditions and legal agreements will be applied to ensure evaluations and excavations are carried out to a satisfactory standard and archaeological remains are protected.

4.61 Merton has been the location of prehistoric, Roman, Saxon and Medieval settlements and it is likely that there are a number of unexcavated sites across the Borough. The Council considers it is important to prevent potentially valuable archaeological remains and data from being destroyed without record when sites are developed. Developers will be expected to abide by The British Archaeologists and Developers Liaison Group ‘Code of Practice’. The Proposals Map identifies areas of particular archaeological interest which were identified by the Museum of London in consultation with local archaeological groups. It is possible that there could be other sites of archaeological importance outside these defined boundaries. PPG16 “Archaeology and Planning” sets out Government policy regarding archaeological remains. Each case will be treated on its merits and planning conditions and legal agreements will be applied to ensure that excavations are carried out to a satisfactory standard and archaeological remains protected.
POLICY BE.14: ARCHAEOLOGICAL EVALUATION
BEFORE DEVELOPMENT COMMENCES ON SITE, REFERENCE SHOULD BE MADE TO THE COUNCIL'S SUPPLEMENTARY PLANNING GUIDANCE NOTE ON ARCHAEOLOGY.

WHERE DEVELOPMENT IS PROPOSED WITHIN AN ARCHAEOLOGICAL PRIORITY ZONE, AS SHOWN ON THE PROPOSALS MAP, THE COUNCIL MAY REQUIRE A PRELIMINARY ARCHAEOLOGICAL ASSESSMENT BEFORE PROPOSALS ARE CONSIDERED. THIS REQUIREMENT MAY ALSO BE APPLIED TO SITES OUTSIDE THE ARCHAEOLOGICAL PRIORITY ZONES ESPECIALLY WHERE THEY ARE OVER 0.6 HA OR WHERE THERE IS PROVEN OR KNOWN ARCHAEOLOGICAL POTENTIAL.

Justification

4.62 The purpose of such evaluation will be to determine the nature and extent of archaeological remains on the development site and thus to aid the process of decision making.

Residential amenity and urban design

POLICY BE.15: NEW BUILDINGS AND EXTENSIONS; DAYLIGHT, SUNLIGHT, PRIVACY, VISUAL INTRUSION AND NOISE.
THE ORIENTATION AND DESIGN OF NEW BUILDINGS AND EXTENSIONS TO EXISTING BUILDINGS WILL BE EXPECTED TO:

(i) PROVIDE FOR LEVELS OF SUNLIGHT AND DAYLIGHT TO ADJOINING BUILDINGS AND LAND TO ENSURE PROPER LIVING CONDITIONS OF ALL RESIDENTS AND ENJOYMENT OF AMENITY SPACES

(ii) ENSURE GOOD LEVELS OF PRIVACY FOR OCCUPIERS OF ADJOINING PROPERTIES AND FOR FUTURE OCCUPIERS OF THE DEVELOPMENT BUILDINGS,

(iii) PROTECT AMENITIES FROM VISUAL INTRUSION.

(iv) ENSURE THAT THE LIVING CONDITIONS OF EXISTING AND FUTURE RESIDENTS ARE NOT DIMINISHED BY INCREASED NOISE OR DISTURBANCE

Justification

4.63 Careful design of residential properties and of other buildings, such as offices, where the amount of incoming light is important can ensure that sufficient sunlight can enter main rooms to provide comfort and also reduce the need for artificial lighting and thus energy use. Enjoyment of amenity spaces is also greatly enhanced by their ability to receive adequate daylight and direct sunlight. Daylight and sunlight considerations are, therefore, important in view of the Plan's objective of ensuring both the protection and improvement of the environment. The Council considers that the Building Research Establishment publication 'Site Layout Planning for Daylight and Sunlight, A Guide to Good Practice' 1991 provides the best comprehensive advice available on the subject. A summary of the Guidance on this subject is set out in Supplementary Planning Guidance on New Residential Development. Supplementary Planning Guidance on Residential Extensions provides advice on how to protect neighbouring properties from loss of daylight and sunlight.
4.64 The Council considers it essential that new development does not adversely affect the amenities of neighbouring properties or amenity spaces. In the interests of land economy the Council would prefer to see privacy ensured by attention to the alignment of dwellings and new buildings and their relationships to each other. Where design solutions cannot be achieved, the Council will seek a minimum separation between windows. The Supplementary Planning Guidance Notes for New Residential Development and Residential Extensions provides advice on how to retain adequate privacy and prevent unreasonable overlooking and/or unreasonable visual intrusion.

4.65 Pollution in the form of noise or disturbance can have an adverse effect on health. PPG24 “Planning and Noise” refers to the need to separate sources of noise from noise sensitive developments, and to control noise at source where possible. Further guidance on noise pollution is set out in the Council’s Supplementary Planning Guidance Notes on Minimising Pollution.

4.66 Urban design is about the complex relationships between buildings and the design and treatment of spaces between them, which together make up the public domain. It includes the way places work and matters such as community safety, as well as how they look. It concerns the connections between people and places, movement and urban form, nature and the built fabric.

4.67 The design of buildings is a distinct but closely interrelated subject, which will impact on the public realm and therefore needs to be a consideration in the policy. Similarly, a building’s context and relationship to other buildings and spaces will be a consideration in Policy BE.22, Design of New Development, concerning the design of buildings.

4.68 The Department of the Environment, Transport and the Regions, in partnership with the Commission for Architecture and the Built Environment, has produced a series of objectives of good urban design to indicate what should be sought to create a successful place. These are put forward in their document ‘By Design. Urban Design in the Planning System: Towards Better Practice’:

▲ Character - To promote a place with its own identity by responding to and reinforcing local distinctiveness

▲ Continuity and Enclosure - To promote a place where public and private spaces are clearly defined through the continuity of street frontages and the enclosure of space

▲ Quality of the Public Realm - To promote a place with attractive and successful outdoor areas

▲ Ease of Movement - To promote a place that is easy to get to and move through

▲ Legibility - To promote a place that has a clear image and is easy to understand

▲ Adaptability - To promote a place that can change easily

▲ Diversity - To promote a place with variety and choice.
POLICY BE.16: URBAN DESIGN

DEVELOPMENT PROPOSALS WILL BE EXPECTED TO ACHIEVE URBAN DESIGN OBJECTIVES BY:

(i) RESPONDING TO AND REINFORCING LOCALLY DISTINCTIVE PATTERNS OF DEVELOPMENT AND LANDSCAPE.

(ii) CLEARLY DISTINGUISHING BETWEEN PRIVATE AND PUBLIC AREAS, THROUGH THE CONTINUITY OF STREET FRONTAGES AND ENCLOSURE OF SPACES.

(iii) CREATING PUBLIC SPACES AND ROUTES THAT ARE ATTRACTIVE, SAFE AND ACCESSIBLE TO ALL MEMBERS OF THE COMMUNITY.

(iv) CATERING FOR EASE OF MOVEMENT BETWEEN BUILDINGS, SERVICES AND AMENITY SPACES SO THAT PLACES CONNECT WITH EACH OTHER AND ARE EASY TO MOVE THROUGH.

(v) PROVISION OF RECOGNISABLE ROUTES, INTERSECTIONS AND LANDMARKS TO PROMOTE LEGIBILITY AND TO HELP PEOPLE FIND THEIR WAY AROUND.

(vi) PROVISION OF DESIGN AND LAYOUT FEATURES THAT CAN RESPOND TO CHANGING SOCIAL, TECHNOLOGICAL AND ECONOMIC CONDITIONS.

(vii) CREATING VIABLE PLACES THAT OFFER VARIETY AND CHOICE AND RESPONDS TO LOCAL NEEDS.

URBAN DESIGN STATEMENTS MAY BE REQUIRED IN SUPPORT OF PROPOSALS TO DEMONSTRATE HOW THE ABOVE CRITERIA WILL BE MET.

Justification

4.69 Good urban design is the key to creating sustainable developments and the conditions for a flourishing economic life, for the prudent use of natural resources and for social progress. Urban design should be seen as a fully integrated aspect of the design of development, both in terms of the development itself and its relationship to adjacent development and the surrounding area as a whole. It should be considered from the start of the planning and development process in order to promote successful and sustainable regeneration, conservation and place making.

4.70 Aspects of the physical form of development include urban structure and grain, density, scale, materials and detailed appearance. These are considered in policy BE.22 Design of New Development.

4.71 The Council will prepare Supplementary Planning Guidance on Urban Design and the Public Domain, which will set out in more detail the approach to achieving quality urban spaces. The Council will, in appropriate situations, seek urban design statements to support applications for development, to show how the design of the public domain has been approached, the issues that have been considered, and the account taken of the context of the site and the criteria within the policy. The Council
has published guidance for applicants for the preparation of urban design statements "Delivering Good Design and Urban Design – Guidance Note for Applicants and Agents", copies can be obtained from the Council's Environment and Regeneration Department. Proposals involving the alteration or creation of public spaces, particularly in conservation areas, may be subjected to public consultation on their design through exhibitions and/or public meetings.

4.72 In considering applications for development good use of all intrinsic site features will be sought. A site survey showing existing features and vegetation can be an invaluable aid to the proper planning of a site. Landscape design is an integral part of urban design. The basis of any landscape design should be the land form and vegetation which exist on the site prior to the commencement of development and relevant to the area's intended function. 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.


4.74 Merton has three main town centres as well as a number of Local Centres and more general commercial centres. Each town centre has its own distinctive identity that the Council wishes to promote and enhance. The character of these centres is influenced by the spaces between building and the pattern of streets. Each centre has features that contribute positively to this character and the Council will seek to ensure that these are protected. Where new development is proposed the Council will expect the opportunity taken to create high quality urban design including new public spaces and visual links between buildings.

4.75 The Council has produced a Town Centre Strategy for the Mitcham Urban Village, which includes Mitcham Town Centre. It has been adopted as Supplementary Planning Guidance. The Council will also develop Town Centre Strategies for Morden and Wimbledon Town Centres, which will be based on urban design analysis of each centre. These will identify opportunity sites which detract from the environmental quality of the area, and which may be appropriate for redevelopment. The Strategies will be adopted by the Council as Supplementary Planning Guidance.

4.76 The Council will encourage developments which make a positive contribution to the visual appearance and vitality of its town centres, and enhance their role within the hierarchy of Merton's town centres. New developments should reinforce each centre's 'sense of place' and where appropriate respect the character of Conservation Areas and the street scene. Development should provide a focus for the town centre and an identity for each centre which local residents can appreciate. Active building frontages include activities such as shops, restaurants and other uses which generate a high level of public use and interest at street level. Active uses on the upper floors, including residential, also contribute to the vitality of the street scene and can facilitate natural surveillance of the street.
4.77 The Council will also seek to improve the quality of street furniture, lighting, landscape treatments, surfacing materials and signage in the town centres either as part of the development of sites or through environmental improvement schemes. In addition the Council will encourage facelift schemes.

4.78 Certain parts of Merton's town centres are considered to lie within areas which are sensitive to high buildings (see criteria set out in policy BE.19) Care will be needed to ensure that building heights relate to their surroundings in view of this designation. In certain situations tall buildings can have a detrimental effect on townscape. Where new developments are in close proximity to residential areas particular care should be exercised to respect the domestic scale of these areas. The residential amenities of adjacent areas should be protected. Outside areas which are sensitive to high buildings, consideration should be given to the criteria set out in Policy BE.20.

**POLICY BE.17: URBAN DESIGN – APPLICATION OF STANDARDS**

In considering proposals for development, the Council may be prepared to apply planning and highways standards in a flexible way if these standards would result in a development which would be to the detriment of good urban design.

*Justification*

4.79 Planning and highways standards, whilst helping to control adverse impacts of development proposals, can create problems in respect of achieving a high standard of urban design when increased densities are sought, if they are applied in an inflexible way.

**POLICY BE.18: GARDENS**

The Council will seek to protect the environmental quality of garden land where it contributes to the quality of the public realm. The Council will, where permission is required, resist off-street parking or other development proposals in front or side gardens where:

(i) The proposal would result in the loss of the greater part of the existing garden space;

(ii) The proposal would result in the loss of trees of amenity value, including street trees; or

(iii) The proposal would result in the significant loss of a front or side boundary wall or other boundary treatment where it contributes to the character or quality of the public realm;
4.80 The Council wishes to minimise any adverse effects on local character and amenity which may arise from development. Forecourt parking can have a negative impact on the appearance of a street, particularly where original boundary treatments, trees and gardens which constitute part of the public realm are lost. It can affect an area's character by increasing the apparent width of a street and can blur the distinction between public and private space. Detailed design advice is contained in the Council’s Guidance Note on Car Parking in Front Gardens.

4.81 The construction of hardstanding areas to park a vehicle within gardens of single-family dwellings does not normally require planning permission as it would come within the scope of ‘permitted development’. Permission will however be required for the provision of parking spaces associated with flats. Planning Permission is also required where a vehicular access is required across a footway from a ‘classified’ or ‘trunk’ road and in areas where an ‘Article 4 Direction applies. Listed Building Consent may be required in the case of Listed Buildings.

4.82 Where the proposal would require the removal of a fence or wall to obtain access to a proposed hardstanding area, Listed Building Consent will be required if it forms part of the curtilage of a Listed Building or Conservation Area Consent (for demolition) where the fence or wall affected is over 1m in height, fronting a highway, within a Conservation Area.

High buildings & Local Views

4.83 High buildings are generally considered to be those buildings and structures which significantly exceed the general building heights of their surroundings. In Merton this would include buildings exceeding a threshold height of 30 metres (100ft).

POLICY BE 19: HIGH BUILDINGS; SENSITIVE LOCATIONS

IN SENSITIVE AREAS, AREAS ADJOINING SENSITIVE AREAS AND SITES LIKELY TO AFFECT SENSITIVE AREAS HIGH BUILDINGS WILL BE PERMITTED ONLY IN VERY EXCEPTIONAL CIRCUMSTANCES AND PROVIDED THAT THE PROPOSAL WILL BE OF VERY HIGH ARCHITECTURAL QUALITY AND WELL-LOCATED IN TERMS OF PUBLIC TRANSPORT ACCESSIBILITY. THE SENSITIVE AREAS ARE:

(i) CONSERVATION AREAS
(ii) METROPOLITAN OPEN LAND
(iii) SETTINGS OF LISTED BUILDINGS
(iv) IMPORTANT LOCAL VIEWS, PROSPECTS AND PANORAMAS
(v) HISTORIC PARKS AND GARDENS
Chapter 4 • A Safe, Green and Healthy Borough

Justification

4.84 Strategic Planning Guidance for London Planning Authorities defines areas where high buildings are unacceptable in broad terms to include local and strategic views and areas of special character. Further guidance is contained within the former London Planning Advisory Committee's 1999 Supplementary Advice on High Buildings and Strategic Views in London. The value of the existing townscape within conservation areas, the open character of metropolitan open land and the settings of listed buildings, historic parks and gardens and other quality landmark buildings and features are particularly important.

4.85 The Council will carry out an assessment of important local views, panoramas and prospects in the Borough. These need to be accorded particular consideration and protection when development proposals are considered, especially in relation to applications for high buildings and structures. The former LPAC's 1999 Strategic Planning Advice on High Buildings and Strategic Views in London defines important local views as views of specific buildings from specific viewpoints, while panoramas are taken from specific viewpoints but encompass broad vistas. Prospects are less specific in terms of both the viewpoint and the objective, and can often give 180 degree or wider views. The Council will also carry out an assessment of areas in the Borough, which are appropriate for high buildings. Until these assessments are completed the Council will consider proposals on a case by case basis, and will assess development proposals for high buildings in sensitive areas in terms of their impact on (1) evident local views, panoramas and prospects, (2) the character or appearance of Conservation Areas, (3) the openness of Metropolitan Open Land, (4) views into and out of Metropolitan Open Land, (5) the setting of Listed Buildings, and (6) the character and appearance of Historic Parks and Gardens. The Council will also take into consideration advice contained in English Heritage and CABE's joint advice contained in their “Guidance on Tall Buildings”.

POLICY BE.20: HIGH BUILDINGS; APPROPRIATE LOCATIONS

OUTSIDE THE AREAS IDENTIFIED IN POLICY BE.19, A PROPOSAL FOR DEVELOPMENT INVOLVING A HIGH BUILDING WILL BE EXPECTED TO PROVIDE THE FOLLOWING:

(i) A DESIGN THAT WILL IDENTIFY, EMPHASISE OR CONTRIBUTE TO A POINT OF CIVIC OR VISUAL SIGNIFICANCE OR A CENTRE OF URBAN ACTIVITY OR REGENERATION LOCALLY OR IN THE WIDER AREA FROM WHICH IT WILL BE VISIBLE.

(ii) A COMPLETE AND WELL DESIGNED SETTING, INCLUDING HARD AND SOFT LANDSCAPING SO THAT THE DEVELOPMENT WILL INTERACT AND CONTRIBUTE POSITIVELY TO ITS SURROUNDINGS AT STREET LEVEL.

(iii) OUTSTANDING ARCHITECTURAL QUALITY THAT ENHANCES THE SKYLINE.

(iv) A POSITIVE RELATIONSHIP TO TOPOGRAPHICAL FEATURES AND OTHER HIGH BUILDINGS NEARBY AND CONTRIBUTE TO THE IMAGE AND BUILT ENVIRONMENT OF LONDON.

(v) GOOD ACCESS TO PUBLIC TRANSPORT NODES AND ROUTES.

(vi) MIXED USES AT EFFECTIVE DENSITIES.

(vii) A DESIGN STATEMENT OUTLINING THE APPROACH IN RELATION TO THE LOCAL AND WIDER CONTEXT AND HOW THE ABOVE CRITERIA WILL BE ACHIEVED.
4.86 The remainder of the Borough is particularly sensitive to the impact of high buildings and proposals involving high buildings need careful consideration. High buildings can, in appropriate locations, perform positive functions by signifying locations of civic importance, giving momentum and publicity to areas undergoing regeneration, form the focus of long distance views, provide long distance orientation points and have the potential to help achieve sustainable development. The former LPACs High Buildings and Strategic Views Study and 1999 Strategic Planning Advice on High Buildings and Strategic Views in London set out criteria for assessing high buildings whilst having regard to design, functional and sustainable development considerations, structural features and designations. The Council is likely to consult with The Greater London Authority, adjacent boroughs, English Heritage and the Commission for Architecture and the Built Environment as appropriate on proposals. The Council will, in conjunction with the Greater London Authority and other bodies, including other Boroughs where appropriate, identify areas of the Borough which may be appropriate for high buildings.

4.87 Important Local Views, Panoramas and Prospects contribute significantly to the image and built environment of London and can encompass historic or notable buildings, vistas or broader more general views. The Council will in consultation with the Greater London Authority, and with other Boroughs where appropriate, identify local views panoramas and prospects.

**POLICY BE.21: IMPORTANT LOCAL VIEWS, PANORAMAS AND PROSPECTS**

THE COUNCIL WILL PROTECT, AND WILL SEEK TO ENHANCE, IDENTIFIED IMPORTANT LOCAL VIEWS, PANORAMAS AND PROSPECTS, AND THEIR SETTINGS, WHICH CONTRIBUTE TO THE IMAGE AND BUILT ENVIRONMENT OF THE BOROUGH AND OF LONDON AS A WHOLE.

4.88 The protection of local views panoramas and prospects from damaging development proposals is necessary in order to maintain the image and environmental quality of London. These features may be damaged through inappropriate development including high buildings. The former LPACs 1999 Strategic Planning Advice on High Buildings and Strategic Views in London defines Important Local Views as views of specific buildings from specific viewpoints, while Panoramas are taken from specific viewpoints but encompass broad vistas, and Prospects are less specific in terms of both the viewpoint and the objective, and often give 180 degree or wider views.
Design of Development & Sustainable Design

POLICY BE.22: DESIGN OF NEW DEVELOPMENT

PROPOSALS FOR NEW DEVELOPMENT OR FOR CHANGE OF USE OF LAND OR BUILDINGS WILL BE REQUIRED TO ACHIEVE THE FOLLOWING:

(i) RESPECT FOR THE SITING, RHYTHM, SCALE, DENSITY, PROPORTIONS, HEIGHT, MATERIALS AND MASSING OF SURROUNDING BUILDINGS, AND

(ii) HIGH STANDARD OF DESIGN THAT WILL COMPLEMENT THE CHARACTER AND LOCAL DISTINCTIVENESS OF THE ADJOINING TOWNSCAPE AND/OR LANDSCAPE, OR A HIGH STANDARD OF DESIGN THAT WILL ENHANCE THE CHARACTER OF THE AREA, WHERE LOCAL DISTINCTIVENESS OR ATTRACTIVENESS IS LACKING.

(iii) LAYOUTS THAT ARE SAFE, SECURE AND TAKE ACCOUNT OF CRIME PREVENTION.

DESIGN STATEMENTS MAY BE REQUIRED IN SUPPORT OF PROPOSALS TO DEMONSTRATE HOW THE ABOVE REQUIREMENTS WILL BE MET.

POLICY BE.23: ALTERATIONS AND EXTENSIONS TO BUILDINGS

PROPOSALS FOR ALTERATIONS OR EXTENSIONS TO BUILDINGS WILL BE REQUIRED TO:

(i) RESPECT OR COMPLEMENT THE DESIGN AND DETAILING OF THE ORIGINAL BUILDING.

(ii) BE SYMPATHETIC TO THE FORM, SCALE, BULK AND PROPORTIONS OF THE ORIGINAL BUILDING.

(iii) USE EXTERNAL MATERIALS THAT WILL BE SYMPATHETIC 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.

Justification

4.89 Well designed buildings make an important contribution to the character and quality of an area. Whilst the Council 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. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

4.90 New development proposals should be based on an assessment of character and recognise the local distinctiveness of areas and emphasise a local sense of place. The Council will in appropriate situations seek design statements to support applications for development to demonstrate how they have approached the design work, the issues that have been considered, and the account they have taken of the context of the site. The Council will also encourage high quality innovative contemporary design sympathetic to its context.
4.91 Personal safety and security are becoming increasingly important concerns for people in the Borough, especially for the most vulnerable groups, such as elderly people, the very young and women. The Crime and Disorder Act 1998 requires the Unitary Development Plan to include policies that have regard to community safety and in particular achieve an improvement in the quality of life for all those who live, work and visit the Borough by a reduction in crime and the fear of crime. It is considered important, therefore, that the design of any development must take account of these requirements by providing well-lit public areas and pathways, avoiding obscure alleyways and unnecessary recesses and facilitating the natural surveillance of public areas from adjacent buildings. The Supplementary Guidance Note ‘Designing out Crime’ provides guidance and applicants are advised to discuss proposals with the Crime Prevention Office at Wimbledon Police Station.

4.92 The Council recognises that people with physical and sensory disabilities and those with prams and push-chairs have particular difficulties in gaining access to buildings, moving within buildings, and moving within the outdoor environment, issues which are recognised by relevant legislation. In particular, the provision of ramps rather than steps, entrances wide enough for wheel-chairs or prams, appropriate surface treatment, level circulation areas, bright thoughtfully positioned hand-rails, street furniture, fittings, buttons, handles, and clear information signs will be appropriate in most developments to which the public have access. The inclusion of these features will enable substantial minority groups in the Borough to utilise services and facilities which those without mobility constraints enjoy as a matter of course. The Council’s Building Control Section is responsible for ensuring that relevant proposals include satisfactory access to and within buildings. However, it is important that these considerations are also made at the planning application stage to avoid the risk of abortive planning applications when Building Control issues are subsequently dealt with. The Council will seek to coordinate resources, and to ensure satisfactory liaison with Building Control, in the interests of satisfying mobility needs. Guidelines on appropriate design features are set out in the Council’s Supplementary Planning Guidance on Accessible Environments.

POLICY BE.24: ROOF EXTENSIONS AND DORMER WINDOWS

ROOF EXTENSIONS AND DORMER WINDOWS IN EXISTING BUILDINGS WILL BE PERMITTED PROVIDED THAT:

(i) THE SIZE, DESIGN AND MATERIALS WILL BE COMPATIBLE WITH THE ORIGINAL ROOFS IN THE AREA.

(ii) THE PROPOSAL WILL NOT CREATE A GABLED ROOF FORM IN AN AREA WHERE HIPPED ROOFS DOMINATE.

(iii) DORMER WINDOWS WILL BE OF A SIZE AND DESIGN APPROPRIATE TO THE ROOFSCAPE AND SITED AWAY FROM PROMINENT ROOF PITCHES, UNLESS DORMERS ARE A SPECIFIC FEATURE OF THE AREA.
4.93 The use of loft space to provide living space or bedrooms can provide additional space relatively cheaply. However, the council will resist proposals which would involve significant enlargement or alteration of the roof volume. Ideally, natural light should be provided by roof windows, which in Conservation Areas should be set into the roof finish. Dormer windows are almost always unacceptable on any roof pitch fronting a street or public open space, as they can have a damaging effect on the appearance of dwelling and the street as a whole. In many streets, dwellings are built entirely using hipped roofs, particularly in areas of predominantly semi-detached houses. In such streets, roof extensions will be required to echo the style of roof typical of the area. Reference should be made to the Supplementary Planning Guidance on Residential Extensions Alterations and Conversions.

POLICY BE.25: SUSTAINABLE DEVELOPMENT

The Council will encourage conservation of scarce or diminishing natural resources, the use of sustainable and/or recycled building materials, energy and water efficient building construction and services, use of alternative sources of energy, including solar and wind energy, and the minimisation of waste in the development process. Where possible, redundant or under-utilised buildings which contribute to area quality should be retained and re-used.

4.94 The Brundtland Report 1987 defined the concept of ‘Sustainable Development’ as “meeting the needs of the present generation without compromising the ability of future generations to meet their own needs”. In 1998, the Council published a Sustainability Appraisal of the Unitary Development Plan in order to help ensure the review of the Plan embodied the principles of sustainable development. Water and traditional energy sources, particularly fossil fuels, are precious and finite resources. The Council is, therefore, keen to see energy and water efficient features incorporated into the planning and design of development wherever practicable. The Council has developed policies which take into account energy conservation, promote the full and effective use of land, minimisation of waste and encourage development to be closely related to public transport networks. To promote those aspects of sustainable development which come within the scope of planning and building control, the Council has prepared a Supplementary Planning Guidance Note for Sustainable Development. This includes advice on building design, orientation and insulation, minimisation of water usage, maximising available alternative sources of energy, including solar power, and the use of appropriate construction methods and materials. In determining applications for planning permission, the Council will assess all development proposals against a checklist of sustainability criteria.

4.95 Promoting sustainability by encouraging energy and water efficiency including the use of alternative sources of energy will promote greater self-sufficiency, result in lower energy costs and reduced requirements for new power stations and associated infrastructure. Merton’s Local Agenda 21 Action Plan sets out the Council’s strategy for sustainable development. Specific projects that the Council will be pursuing include a Green Building demonstration project and a self-build housing project.
**POLICY BE.26: FACILITIES FOR THE PUBLIC**

The Council will seek to ensure the provision of conveniently located facilities, including those which cater for the needs of people with disabilities and parents with children (such as toilets and baby-changing and feeding areas), in appropriate developments to which the public has access.

**Justification**

4.96 The Council recognises that everyone, including people with disabilities, requires access to toilet facilities which they are able to use in order that they can utilise other facilities and services, such as shops, leisure facilities, etc. In addition, parents with young children will require feeding and changing areas to be made available so that they can cater for the needs of their child/children in comfort and privacy and thereby visit the places they wish to at their convenience. It is considered that these elements are not only basic requirements for which there is a real need, but that they also add to the attractiveness and prestige of developments in the Borough. Guidelines on the provision of child care facilities are set out in Supplementary Planning Guidance.

**POLICY BE.27: PUBLIC ART**

The Council may seek to negotiate a contribution to the provision of public art from major developments, where this is directly related to the development. Such public art should be within the development or in a nearby location.

**Justification**

4.97 Public art benefits the community by improving the environment, making art an integral part of the urban scene. It also increases employment opportunities for artists and craftsmen. By increasing the opportunities for the enjoyment and appreciation of public spaces, public art raises awareness of the areas artistic heritage and creates a community identity and civic pride. As a guideline the Council will seek a voluntary financial contribution amounting to 1% of the cost of the development construction cost. The Council’s Arts Development Officer is actively involved in identifying appropriate locations and commissioning works and artists, including local artists. The Council will encourage the involvement of artists, including local artists, in appropriate schemes, from an early stage.

**Advertising**

4.98 Policy BE.28 relates to advertisement hoardings and poster displays, while Policy BE.29 relates to advertisement panels and displays on buildings and other structures, (excluding shop fronts), as well as to free-standing displays. The relevant policy for advertisements on shop fronts, including fascia and projecting signs, is BE.32. The latter is included within the Shop Fronts section of this chapter for ease of reference.
POLICY BE.28: ADVERTISING; HOARDINGS AND POSTER DISPLAYS

ADVERTISING HOARDINGS AND POSTER DISPLAYS WILL NORMALLY BE CONSIDERED APPROPRIATE TO SCREEN SITES AWAITING DEVELOPMENT IN COMMERCIAL AREAS AND WHERE THEIR USE MAKES A POSITIVE CONTRIBUTION TO IMPROVING THE APPEARANCE OF AN AREA. ELSEWHERE THEY WILL NOT BE PERMITTED.

Justification

4.99 Advertisement hoardings can assist in improving the appearance of a site awaiting development. There are sites, particularly in commercial areas, where advertisement hoardings can screen unsightly buildings or spaces, especially in the short term, thus improving the appearance of the area. However, the erection of an advertising hoarding can also block attractive views and potential losses of views will be taken into consideration when determining applications. It is recognised that advertisement can play an important role in providing colour and interest in a town centre, particularly if part of a comprehensive scheme for improved street furniture, design and layout. The layout of advertising panels should always be designed to complement the characteristics of the site or premises on which they are located, rather than follow a standard pattern book layout. Signs should not present a safety hazard to pedestrians and motorists.

POLICY BE.29: ADVERTISING; PANELS AND DISPLAYS

PROPOSALS FOR ADVERTISING PANELS, INCLUDING FREE STANDING DISPLAYS, WILL BE CONSIDERED ON THE BASIS OF THEIR EFFECT ON AMENITY OR PUBLIC SAFETY AND ACCORDINGLY WILL BE EXPECTED TO:

(i) BE OF A DESIGN APPROPRIATE TO THE LOCATION AND/OR SPACE IN WHICH THEY ARE SITED;

(ii) RELATE TO THE BUILDING OR STRUCTURE ON WHICH THEY ARE TO BE PLACED AND TO OTHER BUILDINGS IN THE VICINITY;

(iii) NOT PLACE PUBLIC SAFETY AT RISK

IN AREAS OF SPECIAL CONTROL OF ADVERTISEMENTS, OUTDOOR ADVERTISEMENTS WILL BE KEPT TO THE MINIMUM AND THEIR APPEARANCE WILL BE EXPECTED TO BE APPROPRIATE TO THE QUALITIES THAT MERIT THE SPECIAL PROTECTION.

Justification

4.100 Signs are important to the vitality and function of commercial areas, however, a proliferation of signs can lead to visual clutter. If poorly designed or sited, overly prominent or out of scale with their surroundings they can detract from the visual appearance of individual buildings or the wider townscape, particularly in Conservation Areas, Metropolitan Open Land or in the vicinity of Listed Buildings. When appropriate the Council will exercise its powers under the relevant legislation to secure the removal of hoardings and other advertisements which are inappropriately sited or detract from the amenities of a locality.
4.101 There are parts of Merton which benefit from a sufficiently rural character that could be threatened by a proliferation of unsympathetic advertisements on commercial premises. For this reason the Council will consider pursuing Directions under Regulation 7 or the designation of Areas of Special Control over Advertisements under Regulation 18 of the Town and Country Planning (Control of Advertisement) Regulations 1992.

Shop Fronts and Street Furniture

POLICY BE.30: SHOP FRONTS; ALTERATIONS

IN CONSIDERING PROPOSALS FOR THE ALTERATION OR REMOVAL OF EXISTING SHOPFRONTS THE COUNCIL WILL:

(i) ENCOURAGE THE RETENTION AND RESTORATION OF SHOPFRONTS OF QUALITY AND WHICH CONTRIBUTE TO THE ESTABLISHED CHARACTER OF THEIR SHOPPING CENTRE OR PARADE;

(ii) REQUIRE ORIGINAL FEATURES TO BE PRESERVED WHERE THEY ARE OF HISTORIC VALUE OR CONTRIBUTE TO THE CHARACTER OR APPEARANCE OF THE SHOPPING FRONTAGE;

(iii) ENCOURAGE THE REINSTATEMENT OF MISSING ORIGINAL ARCHITECTURAL FEATURES OF VALUE;

(iv) RESIST THE INTRODUCTION OF SOLID EXTERNAL SECURITY SHUTTERS;

(v) RESIST THE REMOVAL OF EXISTING SEPARATE ACCESS TO RESIDENTIAL ACCOMMODATION ABOVE;

(vi) ENCOURAGE THE RESTORATION OF SEPARATE ACCESSES TO UPPER FLOORS WHERE THESE HAVE BEEN REMOVED;

(vii) WHERE APPROPRIATE, SEEK IMPROVED ACCESS FOR PEOPLE WITH SPECIAL SENSORY AND MOBILITY NEEDS.

POLICY BE.31: NEW SHOP FRONTS; DESIGN

THE COUNCIL WILL EXPECT THE DESIGN OF NEW SHOP FRONTS TO BE RELATED TO THE SCALE AND CHARACTER OF THE BUILDING OF WHICH THEY FORM A PART AND ENHANCE THE STREET SCENE. SHOP FRONTS SHOULD BE DESIGNED TO BE FULLY ACCESSIBLE TO PEOPLE WITH SPECIAL MOBILITY NEEDS INCLUDING THE PROVISION OF LEVEL ACCESS AND APPROPRIATE DOOR WIDTHS.

POLICY BE.32: SHOP FRONTS; ADVERTISING

THE COUNCIL WILL ENCOURAGE SHOP OWNERS TO IMPROVE THE STANDARDS OF ADVERTISEMENTS ON SHOP FASCIAS, AND WILL EXPECT PROPOSALS TO ENHANCE THE STREET SCENE AND ITS VISUAL AND RESIDENTIAL AMENITY. THE DESIGN AND MEANS OF ILLUMINATION OF ADVERTISEMENTS ON SHOP PREMISES SHOULD BE RELATED TO THE APPEARANCE, SCALE AND CHARACTER OF THE SHOPFRONT AND ITS ASSOCIATED FEATURES, AS WELL AS THE SHOPPING PARADE WITHIN WHICH IT IS LOCATED. APPROVAL WILL NOT NORMALLY BE GIVEN FOR INTERNALLY ILLUMINATED SIGNS IN CONSERVATION AREAS.
4.102 Shop front alterations are often made without regard to either the individual building or local character, and the Council wishes to make particular effort to improve standards. Certain types of advertisement can cause particular harm to the appearance of buildings and the street scene and the Council will seek to resist the following: free standing advertisements on forecourts, signs or advertisements above fascia level, and more than one projecting sign per shop unit. Internally illuminated box signs are particularly inappropriate in Conservation Areas or on Listed Buildings. It is necessary to pay particular regard to the manner in which the display proposal relates to the design of the shop front or buildings. In order to encourage shop owners to improve standards of advertisement on shopfronts, the Council has published Supplementary Planning Guidance for Shop Fronts and Adverts to assist those wishing to install new shop fronts and advertisements on shop fascias.

4.103 Security is particularly important when shops are closed - either at week-ends or in the evenings after normal opening hours. At the same time pedestrians need to feel that they are in a safe, well lit and supervised environment, particularly in the evenings after dark. The use of solid steel security shutters to deter crimes is usually unsightly and detracts from the appearance of individual shops and the surrounding area. In Conservation Areas, such as Wimbledon Village, they are particularly inappropriate. They can also attract graffiti, look forbidding and discourage people from walking through a shopping area after normal trading hours. Window shopping, as a result, is no longer possible and loss of light from illuminated shop window displays can reduce natural surveillance with the result of shopping centres becoming dead at night. They can also prevent Police and passers-by from seeing thefts taking place within shops and delay the detection of fires. In order to advise owners on shop security the Council has published a Design Guidance Note on Shopfront Security.

POLICY BE.33: STREET FURNITURE AND MATERIALS

THE COUNCIL WILL ENDEAVOUR TO ENSURE THAT THE STREET ENVIRONMENT IS DESIGNED TO A HIGH STANDARD AND IS APPROPRIATE TO THE CHARACTER OF THE AREA. IN PARTICULAR THE PROVISION OF APPROPRIATE, WELL DESIGNED STREET FURNITURE THAT IS SITED SO AS TO AVOID VISUAL CLUTTER AND TO ALLOW CLEAR AND SAFE PASSAGE FOR PEOPLE WITH SENSORY AND MOBILITY DIFFICULTIES WILL BE SOUGHT.

WHEN IMPLEMENTING ENVIRONMENTAL IMPROVEMENTS THE COUNCIL WILL ENDEAVOUR TO:

(i) USE PAVING MATERIALS AND DETAILS THAT CONTRIBUTE TO THE IMAGE OF THE LOCALITY;

(ii) RETAIN AND RE-USE TRADITIONAL MATERIALS AND DETAILS, WHERE THESE SURVIVE;

(iii) REMOVE ANY REDUNDANT STREET FURNITURE AND SIGNAGE AND, AS PART OF A PLANNED REPLACEMENT, TO INSTALL MORE APPROPRIATE STREET FURNITURE;

(iv) PROVIDE MORE TREES, PARTICULARLY IN AREAS WHERE THEY ARE LACKING.
IN CONSERVATION AREAS AND IN THE VICINITY OF LISTED BUILDINGS SPECIAL ATTENTION WILL BE PAID TO THE EXISTING CHARACTER AND APPEARANCE OF AREAS AND WHERE POSSIBLE THE COUNCIL WILL ENDEAVOUR TO RE-INTRODUCE TRADITIONAL MATERIALS AND DETAILS OR APPROPRIATE ALTERNATIVES.

THE COUNCIL WILL EXPECT CHANGES IN THE STREET ENVIRONMENT TO COMPLY WITH THE GUIDANCE CONTAINED IN ITS GOOD PRACTICE ON STREET MANAGEMENT AND DESIGN.

Justification

4.104 The Council and the Statutory Undertakers are responsible for most of the street furniture in the Borough. The Statutory Undertakers and the telecommunications operators may erect some types of structures without planning consent. Where the Council is consulted it may seek to influence the type and location of such structures. Prior approval is required from the Council for the design and siting of telephone kiosks and other telecommunications equipment on the highway. In certain circumstances the Council will expect the retention and reinstatement of traditional kiosk models.

4.105 Partnerships with other organisations are potentially a highly efficient means for generating improvements and encouraging investment. By working in partnership with the Highways Agencies, public transport providers, local businesses, residents and other organisations the Council will seek environmental improvements to the public highway to secure sustained improvement and investment in the Borough.

4.106 There are opportunities to improve surface treatments in many areas. Many areas are intensively used by pedestrians which can result in the need for a large number of litter bins, seats, telephone kiosks, bus shelters, post boxes, signs and similar facilities. If not carefully designed and sited, the large numbers of such facilities, together with street lights, planters, cycle stands, recycling banks and the essential structures of statutory undertakers can result in visual clutter and confusion, a general air of untidiness and in extreme examples can impede pedestrian passage, particularly for people with sensory or mobility difficulties.

4.107 The layout and design of various forms of street furniture such as lamp-posts, planters and street signs, can substantially affect the appearance of an area. The appropriate laws permit flexibility in the size, number, position and colour intensity of some traffic signs in certain circumstances, which may be suitable in Conservation Areas and other sensitive locations. The Council has prepared a policy document, ‘Street Design in Merton’, which sets out considerations of design and materials in relation to street works. Also, English Heritage have published a new London streetscape manual, ‘Streets for All’, which provides guidance and advice on materials, street furniture and siting of equipment within the public realm. Major new developments, often providing external public areas as an extension of the street can contribute positively to the enhancement of the street scene by the provision of new street furniture. Facelift schemes involve co-ordinated decoration and restoration which can greatly enhance the visual appearance of an area.

In Conservation Areas the Council has a duty to preserve and enhance the environment. Merton has a number of items of interesting and historic street furniture. These include drinking fountains, cattle troughs and milestones, many of which are listed. Red cast iron letter boxes and telephone kiosks are world famous as a distinctive feature of London. The Council intends to protect these historic and characteristic features of the street scene.
Telecommunications

POLICY BE.34: TELECOMMUNICATIONS MASTS, BASE STATIONS AND APPARATUS

(i) In a development involving telecommunication mast, base station or apparatus, applicants will be required to demonstrate that:

(ii) The possibility of using an existing building, mast or other structure has been explored and proved to be less satisfactory than the proposed development.

(iii) Where the proposal is on or near a school or college, the relevant body of the school or college has been consulted.

There is a need for the proposed development.

The proposal complies with ICNIRP guidelines on the limitation of exposure of the general public to electromagnetic fields.

They have followed best practice, as set out in the "Code of Best Practice on Mobile Phone Network Development" (ODPM, Nov 2002)

POLICY BE.35: TELECOMMUNICATION DEVELOPMENT

A proposal for a telecommunication development will be permitted provided that:

(i) The siting, height and design of the equipment will not cause harm to the character or appearance of the area or those of the building on which it is to be mounted and will not be visually intrusive in the street scene.

(ii) The visual impact of the development can be minimised by the use of screening by trees or other landscaping.

(iii) It can be demonstrated that the equipment will meet ICNIRP guidelines on the limitation of exposure of the general public to electromagnetic fields.

POLICY BE.36: PRIOR APPROVAL PROCEDURE

When making an application for determination for prior approval procedure, the Council will take the view that prior approval is not required provided that:

(i) The visual impact of the development has been minimised through its siting, height and appearance and through screening by trees or other landscaping.

(ii) The operator has explored, and rejected for adequate reasons, the possibility of sharing an existing mast, or replacing it with one suitable for shared use.
(iii) THE OPERATOR HAS EXPLORED, AND REJECTED FOR ADEQUATE REASONS, THE POSSIBILITY OF ERECTING AN ANTENNA ON EXISTING BUILDINGS OR OTHER STRUCTURES.

POLICY BE.37: PERMITTED DEVELOPMENT

THE COUNCIL MAY INTERVENE TO SEEK THE RELOCATION OF AN ANTENNA INSTALLED UNDER PERMITTED DEVELOPMENT RIGHTS IF, HAVING HAD REGARD TO TECHNICAL AND SAFETY REQUIREMENTS, THE ANTENNA IS NOT SITED IN A WAY WHICH MINIMISES ITS EFFECT ON THE EXTERNAL APPEARANCE OF THE BUILDING OR STRUCTURE ON WHICH IT IS SITED.

Justification

4.108 The Council recognises the benefit of a developing telecommunications industry and the special needs of telecommunications development, and it will seek to provide suitable sites for development and for site sharing where appropriate, in order to facilitate greater choice and access to telecommunications services and technology, whilst keeping the environmental impact to a minimum. Developments in the industry have resulted in a rapid increase in the number of satellite dishes and radio aerials. Such apparatus often looks alien and can detract from visual and environmental amenity, which the Council is seeking to protect. This problem has been recognised at a national level with the release of a Planning Policy Guidance Note on 'Telecommunications' (PPG8 (Revised) August 2001). Controls over the number, siting and appearance of equipment are necessary to minimise the impact, particularly in residential areas, on sensitive skylines and in other sensitive locations.

4.109 The Council will expect developers to follow the guidelines set out in the "Code of Best Practice on Mobile Phone Network Development" (ODPM Nov 2002), particularly in respect of:

▲ engaging with the Council in annual rollout discussions,

▲ giving commitment to pre application meetings and consultations with the Council and the local community,

▲ the provision of adequate information at the pre application stage, namely (a) explanation of their needs in a particular area, (b) details of location and type of apparatus or structure to be constructed, (c) details of any other mobile phone systems on the building or the site, (d) the area of search and details of alternative options, including other methods of providing the required coverage, (e) design options for particular sites, and (f) defining the sensitivity of a site in terms of planning, environmental and community considerations, as a guide to the degree of consultation necessary, (using the "traffic light" model as described in the Code of Practice),

▲ giving consideration to general design principles and design options,

▲ giving consideration to specific area based guidance in respect of areas of particular sensitivity, and

▲ the provision of adequate information at the application stage, whether the application be for planning permission or for prior approval, as set out in the "Code of Best Practice" document.
4.110 In accordance with the “Code of Best Practice”, the Council will engage with developers in annual rollout discussions, and in pre application meetings and consultations. It will also compile a map based register, and will explore with developers where antennae can best be located.

4.111 Health issues have been recognised at a national level in the revision to PPG8. This refers to published guidance concerning established health effects, and proposes that the emissions from all new mobile phone base stations should meet the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines for public exposure.

4.112 The Council will treat as development not requiring planning permission, proposals for the smallest antenna systems, such as TV aerials and their associated mountings and poles, microcells of similar size and appearance to burglar alarms, or systems which would not have a material effect on the external appearance of the building on which they would be installed.

PROTECTION OF THE ENVIRONMENT

4.113 Schedules 1 and 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 describe types of proposals where Environmental Statements will be required.

POLICY PE.1: AIR QUALITY

PROPOSED DEVELOPMENTS WHICH WOULD HAVE A SIGNIFICANTLY ADVERSE EFFECT ON AIR QUALITY WILL NOT BE PERMITTED. THE COUNCIL WILL REQUIRE THE SUBMISSION OF A DETAILED AIR QUALITY ASSESSMENT IN ORDER TO ASSESS THE EXTENT OF EFFECTS ON AIR QUALITY IN THE FOLLOWING CASES:

(i) DEVELOPMENTS WHICH SIGNIFICANTLY INCREASE THE NUMBER OF VEHICLE TRIPS;
(ii) POLLUTING INDUSTRIAL ACTIVITIES;
(iii) INCINERATION SCHEMES;
(iv) ENERGY GENERATION PROJECTS.
(v) DEVELOPMENTS WITHIN OR NEAR TO AN AIR QUALITY MANAGEMENT AREA (AQMA) WHICH MAY HAVE AN ADVERSE EFFECT ON AIR QUALITY WITHIN THE AQMA.

Justification

4.114 The National Air Quality Strategy (NAQS) has set standards for the following eight key pollutants to be achieved by 2005; benzene, 1-3 butadene, sulphur dioxide, carbon monoxide, lead, nitrogen dioxide, ozone and PM10. The Council is required to work towards these targets. The Council is working on an Action Plan in relation to this, which contains more detail on the targets, and as a result, is likely to declare Air Quality Management Areas (AQMA). The Council also has a commitment to improve air quality from the Council’s Local Agenda 21 Action Plan and Objective 2 of the UDP Sustainability Appraisal.
4.115 The land use planning regime has key role to play in supporting work on these targets. The environmental effects of development proposals on areas needs to be considered as part of the planning process and this would include any air pollution that may arise from the operation or use of the development. It will therefore be necessary to require Air Quality Assessments in cases such as those outlined above, or where the Council consider it necessary. This policy is in accordance with Part 1 Policy ST.4 and achievement of UDP Sustainability Target 2 and Local Agenda 21 goals.

4.116 In urban areas such as Merton, most air pollution currently stems from traffic. It is therefore necessary to assess large development proposals that are likely to generate significant numbers of additional vehicle trips. Such proposals will also be considered in relation to policies contained within the Transport Chapter of this UDP.

4.117 Developments which are likely to lead to a breach of the key targets identified within the NAQS, will not normally be permitted unless suitable mitigation measures can be agreed to the satisfaction of the Council. Any mitigation or monitoring measures required will be secured by means of planning conditions or planning obligations as appropriate.

4.118 These targets and the proposals within the AQMA Action Plan will be taken into account when considering applications for development. Account will also be taken of advice received from Environmental Health Officers and any relevant external bodies such as the Environment Agency and the Council may use environmental consultants when assessing applications. The Council is producing supplementary planning guidance on reducing pollution which will provide more detail on the types of schemes requiring assessments and the nature of information required in them. In general terms, the assessments should include predictions of relevant pollutants. Predictions will be required for;

- the base year,
- the projected year at which the activity will be at full capacity,
- the projected year without the activity taking place.

The supplementary guidance will also include reference to the AQMS and any AQMAs that may be declared.

POLICY PE.2: POLLUTION AND AMENITY

DEVELOPMENTS WHICH WOULD HAVE A SIGNIFICANTLY ADVERSE EFFECT ON NEARBY OCCUPIERS OR ON THE AMENITY OF THE LOCALITY BY REASON OF NOISE GENERATION AND DISTURBANCE OR AIR POLLUTION OR ADVERSE DISCHARGE ONTO THE LAND OR INTO WATER SYSTEMS WILL NOT BE PERMITTED, UNLESS ANY POTENTIAL POLLUTION OR NOISE PROBLEMS CAN BE OVERCOME BY MITIGATING MEASURES. THE MEASURES WILL BE SOUGHT BY CONDITIONS OR PLANNING OBLIGATIONS.

POTENTIALLY NOISY DEVELOPMENTS MUST BE LOCATED AWAY FROM NOISE-SENSITIVE LAND USES. SIMILARLY, NOISE-SENSITIVE DEVELOPMENTS WILL NOT BE PERMITTED NEAR TO EXISTING SOURCES OF SIGNIFICANT NOISE. THE CUMULATIVE IMPACT OF NOISE AND OTHER POLLUTION ON A LOCALITY WILL ALSO BE TAKEN INTO ACCOUNT BY THE COUNCIL WHEN CONSIDERING DEVELOPMENT PROPOSALS.
THE COUNCIL WILL REQUIRE THE SUBMISSION OF ADEQUATE ENVIRONMENTAL INFORMATION IN ORDER TO DETERMINE THE EXTENT OF ANY ADVERSE IMPACT. WHEREVER POSSIBLE, ACCEPTABLE OPERATION OF DEVELOPMENTS WILL BE SECURED BY THE IMPOSITION OF PLANNING CONDITIONS.

Justification

4.119 Pollution such as dust, noise, smells, fumes and toxic waste can have an adverse effect on the health of the population and elements of the environment such as buildings and habitats. Government guidance PPG23 ‘Planning and Pollution Control’ supports the concept of planning policies that regulate developments and operations in order to minimise pollution and any adverse effects on the environment and health. PPG24 ‘Planning and Noise’ refers to the need 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.

4.120 This policy is in accordance with Part 1 Policy ST.4 and relates to the local application of UDP Sustainability Target 2 and Local Agenda 21 goals.

4.121 The Council will require adequate information in order to assess the likely extent of pollution from any proposals which are potentially polluting. This policy is intended to be used for small scale developments which may involve some localised pollution issues.

4.122 The Planning Authority will liaise with Environmental Health Officers and the Environment Agency as appropriate when implementing this policy. The Council is producing Supplementary Planning Guidance on reducing pollution which will provide more guidance on the types of development where this policy will apply, the pollution information that the Council may require and suggestions for amelioration measures and best practice guidelines.

POLICY PE.3: LIGHT POLLUTION

DEVELOPMENTS THAT WOULD HAVE A SIGNIFICANTLY ADVERSE EFFECT ON THE AMENITIES OF NEARBY OCCUPIERS BY REASON OF LIGHT EMISSIONS WILL NOT BE PERMITTED UNLESS THE EFFECT CAN BE OVERCOME BY MITIGATING MEASURES. SUCH MEASURES WILL BE SOUGHT BY THE USE OF CONDITIONS OR PLANNING OBLIGATION.

Justification

4.123 Floodlighting and other light forms can be beneficial. Lighting can contribute towards improving the safety and security of areas. The Local Agenda 21 Action Plan supports the provision of lighting as a means of improving personal and community safety. Lighting can extend the hours of use of outdoor sporting facilities, especially in the winter months, and can be used to advertise or to exhibit particular buildings, landscapes or features. The proposed Supplementary Planning Guidance on reducing pollution will include advice on lux levels.
However, inappropriate and unnecessary lighting or lighting which is insensitively used can adversely affect amenity in terms of light pollution to neighbouring occupiers and to the night sky. The Council will therefore, when considering lighting proposals, seek to ensure that unacceptable levels of illumination are controlled by conditions or, where this is not possible, that unacceptable proposals are refused planning permission.

Common situations where this policy may be applied are floodlighting of recreation areas and the internal and external illumination of advertisements. It may sometimes be considered that the lighting structures themselves may be visually intrusive. This aspect of lighting would be controlled by means of policies in the Built Environment Section of this Plan.

**POLICY PE.4: OVERHEAD POWER LINES**

Development proposals near to high voltage overhead lines will be expected to provide the best possible visual and general amenity to future occupiers by the use of appropriate siting, landscaping and design of development. Proposals for new electricity lines will be expected to be routed in such a way as to minimise the impact on the visual and general amenity of occupiers of nearby developments.

**Justification**

Regard will be had to the effect of high voltage lines (132KV and above) on the visual and general amenity. The Council will, in addressing any public concern, have regard to the advice of the National Radiological Protection Board concerning electromagnetic effects of high voltage lines.

The Council may seek to achieve the re-location of existing power lines, pylons and other visually intrusive servicing as part of planning agreements in relation to new developments where it is technically, practically, environmentally and economically achievable.

**POLICY PE.5: RISK FROM FLOODING**

In “Low to Medium” and “High Risk” flood zone areas (flood zones 2 and 3) as identified by the Environment Agency, an application for development should be accompanied by a flood risk assessment appropriate to the scale and nature of the development proposed.

New development in flood zone 3 (B) will not be permitted unless the particular location is essential and it can be demonstrated that an alternative lower risk location is not available. Residential development on such land will be limited to job-related accommodation.

In flood zone 3(C), built development will be limited to transport and utilities infrastructure that needs to be located in the area. Recreation, sport, and conservation uses will be permitted, provided that adequate warning and evacuation procedures can be provided.

In flood zones 1, 2 and 3 (A) new development or the intensification of existing development will not be permitted where it would:
(i) INCREASE THE RISK OF FLOODING WITHIN THIS AREA OR DOWNSTREAM;
(ii) MATERIALLY IMPEDE THE FLOW OF FLOODWATER;
(iii) REDUCE THE CAPACITY OF THE FLOODPLAIN TO STORE WATER;
(iv) ADVERSELY AFFECT FLOOD DEFENCE STRUCTURES OR OTHER FEATURES WITH THE SAME ROLE, OR OBSTRUCT LAND NEEDED FOR ACCESS AND/OR MAINTENANCE PURPOSES TO SUCH STRUCTURES.

Justification

4.128 Parts of the Borough are within the floodplains of the Wandle and Beverley Brook Rivers. Parts of these areas have been assessed by the Environment Agency and identified as areas that may be at risk from flooding. These areas are indicated on the Proposals Map and are based on an annual probability of flooding of 1% or greater (identified as Flood Zone 3 in PPG25). Within these areas developments that increase the risk of flooding or increase the number of people or properties at risk from significant adverse effects of flooding should not be permitted. The Environment Agency will provide further information in 2004 for those areas with a 0.1% or greater annual probability of flooding (this will enable Flood Zones 2 and 1 to be identified on the Proposals Map). Until this information is available the Environment Agency can advise whether a site falls within a 'little or no risk', 'low to medium' or 'high' risk flood zone. Issues of flood risk not related to river flooding are raised under Policy PE.7.

4.129 Over-development of areas and the rise in sea level caused by global warming are additional factors which are likely to increase the extent of areas at risk from flooding, or general incidences of flooding in the future. Protection against such effects is a vital component of sustainable development in terms of maintaining the quality of the environment and protecting against the economic and social costs of preventable flooding.

4.130 Applicants should assess the flood risk to their proposed development and consult with the Environment Agency and other relevant authorities as necessary. The Council will consult with the Environment Agency and the local sewerage undertaker on development proposals within the floodplain. Advice will be taken on the acceptability of the development and any flood prevention or mitigation measures that may be necessary in view of the location and nature of the development. Developers will be required to provide any such measures deemed necessary in order to enable the development to proceed. In addition, in areas where there is a risk of flooding (Flood Zones 2 and 3), developers will be expected to carry out appropriate investigations to evaluate the flood risk as part of their application for planning permission and submit a flood risk assessment. Developments should make adequate provision for flood defences, buildings should be designed to resist flooding and suitable warning and evacuation procedures should be in place.

4.131 When considering applications for development, the Council will use the precautionary approach to assess potential flood risk (see policy ST.23), having taken account of any advice received from the Environment Agency and the local sewerage undertakers, and to any Local Environment Agency Plan that may be relevant in relation to flooding issues. This is in accordance with the risk-based approach outlined in PPG.25 'Development and
Flood Risk’. This guidance seeks to apply a sequential approach that directs developments towards sites with lower risks. Building within ‘functional floodplains’ (which are unobstructed or active areas adjacent to a river where water regularly flows in times of flood) will be wholly exceptional and limited to essential transport and utilities that have to be there. The nature of the proposed and past site uses will be a key consideration in the acceptability of a proposal. In association with redevelopment proposals the Council will seek opportunities for improvements to flood flow and storage capabilities, particularly within undefended or poorly defended floodplain areas.

**POLICY PE.6: WATER QUALITY**

**DEVELOPMENTS THAT WOULD LEAD TO POLLUTION OF GROUNDWATER OR SURFACE WATER BY REASON OF THEIR WASTE WATER DISCHARGE OR SURFACE WATER WILL NOT BE PERMITTED. DEVELOPMENTS WILL NOT BE PERMITTED UNLESS FOUL SEWERS AND SEWAGE TREATMENT WORKS OF ADEQUATE CAPACITY OF DESIGN CAN BE PROVIDED IN TIME TO SERVE THE DEVELOPMENT. WHEN ASSESSING APPLICATIONS FOR DEVELOPMENTS THE COUNCIL WILL HAVE REGARD TO THE FOLLOWING FACTORS:**

(i) The incorporation of measures that reduce pollution at source;

(ii) The incorporation of best management techniques for the control of the quality of surface water run-off;

(iii) The nature and scale of development proposed.

**Justification**

4.132 Government Guidance PPG12 refers to the need to protect water quality and that particular attention should be paid to the protection of groundwater from contamination. RPG3 also refers to the potential effects of development on groundwater quality. The Council has also had regard to the provisions of The Environment Agency’s Thames 21 document and the Wandle Catchment Management Plan which refer to the need to improve groundwater and surface water quality.

4.133 This is reflected in the Council’s LA21 Action Plan, which aims to improve the quality of groundwater and watercourses. It also states that the Council will produce joint planning, building control and highways guidance in relation to water quality. Maintenance and improvement of water quality is an important aim of sustainability and is valuable for the health of the general population. It would also impact on wildlife and their habitats in the case of any water courses affected.

4.134 In implementing this Policy, the Council will take account of advice from the Environment Agency and the local sewerage undertaker and will have regard to the Local Environment Agency Plan, and to the Environment Agency’s policy guidance on the protection of groundwater in general and any areas of groundwater vulnerability designated. The Council and the Environment Agency will encourage the use of appropriate sustainable drainage systems and Best Management Techniques in the reduction of surface water run-off and the passive treatment of any run-off. The Environment Agency can advise on appropriate techniques. This Policy is intended to cover discharge into sewers, rivers and water bodies. It also covers surface water run-off of polluted water from hard
surfaces, which is becoming an increasing problem in urbanised areas. This Policy will also be applied in respect of works which affect contaminated land sites, where contamination of ground water can occur and any run-off arising from the storage of hazardous substances. The quantity of surface water run-off may also be a problem leading to increased flood risk. Policy PE.8 deals with this issue. Applicants should refer to the Environment Agency, the local sewage undertaker and the Council’s Supplementary Planning Guidance notes on ‘Sustainable Development’ and ‘minimising pollution’ for further guidance.

POLICY PE.7: CAPACITY OF WATER SYSTEMS

THE COUNCIL WILL SEEK TO REDUCE WATER RUN-OFF ARISING FROM DEVELOPMENT AND WILL ENCOURAGE THE PROVISION OF SUSTAINABLE DRAINAGE SYSTEMS. DEVELOPMENTS WHICH WOULD HAVE AN UNACCEPTABLE IMPACT ON THE CAPACITY OF WATER SYSTEMS BY EITHER OVER-USE OF AVAILABLE WATER SUPPLIES OR BY LEADING TO AN INCREASE IN FLOOD RISK IN THE AREA OR ELSEWHERE, WILL NOT NORMALLY BE PERMITTED. DEVELOPMENTS WILL NOT NORMALLY BE PERMITTED UNLESS ADEQUATE WATER SUPPLY AND SEWERAGE DISPOSAL ARE MADE AVAILABLE AT THE TIME OF DEVELOPMENT.

Justification

4.135 Government guidance RPG3 refers to the potential effects of development on groundwater flows and levels. There is limited capacity in existing sewers in the Merton area and any new development should not lead to an unacceptable demand on these limited resources.

4.136 In addition, rates of surface water run off from hard surfaces are increasing in London as a whole. This is as a result of built developments, and an increase in the amount of land covered by hard surfaces. This has an impact on the capacity of systems which are already under stress and can therefore lead to an increase in flood risk. Heavy rainfall on hard surfaces can also lead to localised flooding. PPG25 advises that restriction and reduction of surface water run-off from new development can be encouraged by the provision of surface water storage areas, flow limiting devices, infiltration areas or soakaways. Advice on the design of sustainable drainage systems is set out in Appendix E to PPG25. This approach should be applied on a whole-catchment basis and not be restricted to floodplains.

4.137 In light of this, the Council seeks to reduce the amount of run-off from new developments and will support the use of sustainable drainage systems and Best Management Practices that reduce the quantity of run-off collected at source. The Council will seek the use of surface water management techniques where possible. The effect of run-off on water quality is covered by Policy PE.6.

4.138 The Council will encourage the efficient use of water through demand management techniques and the use of water saving devices. This contributes towards the goals of minimisation of the use of primary resources and sustainable development. The Council will produce joint Planning, Building Control and Environmental Health guidance on the use of water resources as part of Supplementary Planning Guidance in relation to sustainability and pollution control.

4.139 The Council will take advice from the Environment Agency and local sewerage undertaker on whether proposals will have an unacceptable impact on the capacity of sewers or other water systems, such as local rivers in the area. The provisions of any relevant Local Environment Agency Plan will also be taken into account.
POLICY PE.8: CONTAMINATED, VACANT AND DERELICT LAND

THE COUNCIL WILL ENCOURAGE THE RECYCLING OF DERELICT OR VACANT LAND AND BROWNFIELD SITES FOR APPROPRIATE DEVELOPMENT (INCLUDING DEVELOPMENT FOR TEMPORARY PERIODS) SUBJECT TO THE FOLLOWING CRITERIA:

(i) THE NEED TO TREAT POLLUTED OR CONTAMINATED SITES, PARTICULARLY WHERE THERE IS A THREAT TO PUBLIC SAFETY;

(ii) THE NEED TO PROVIDE SITES FOR HOUSING AND OTHER LAND USES;

(iii) THE NEED TO PROVIDE LOCAL OPEN SPACE ON EITHER A TEMPORARY OR PERMANENT BASIS;

(iv) THE ECOLOGICAL VALUE OF THE SITE

WHERE THE COUNCIL IS AWARE, OR REASONABLY SUSPECTS THAT CONTAMINATION EXISTS ON A SITE, DEVELOPERS WILL BE REQUIRED TO CARRY OUT INVESTIGATIONS INTO THE NATURE AND EXTENT OF CONTAMINATION AND ANY REMEDIAL MEASURES THAT MAY BE REQUIRED IN ORDER TO RENDER THE SITE FIT FOR ITS INTENDED USE.

Justification

4.140 The Council will seek to minimise the number and extent of vacant, derelict and contaminated land in the Borough. The Council will seek to bring such land back into safe, productive use. This is in accordance with Government guidance aimed at reducing the number of vacant brownfield sites and Sustainability Target 3, as outlined in Chapter 1 of this Plan. In urban areas where there is a shortage of land, brownfield sites can be a valuable source of sites for development. The use that such sites will be put to will depend on the individual circumstances of the site and policies in the Plan. The Council will include consideration of the criteria listed above when assessing applications and will use the principles, tests and considerations contained in PPG23 ‘Planning and Pollution Control’.

4.141 The Council will require developers to undertake suitable investigations of any possible contamination of sites where appropriate when assessing relevant planning applications. The need to carry out remediations or monitoring and to ensure adequate disposal of contaminated soil, will be secured by means of planning conditions. Contaminated sites should be adequately sealed against the leakage of polluted matter. The Council will liaise with the Environment Agency and pollution control authorities when considering applications on contaminated, vacant and derelict sites.

4.142 The Council will seek the beneficial use of vacant sites, possibly on a temporary basis, to meet local needs. The Council, in consultation with environmental groups and the local population, may consider that the most beneficial use of a site is to remain as open space, or nature conservation resource in some instances. The Council will work closely with the local population, voluntary groups and environmental groups, such as the Merton Groundwork Trust, in order to achieve beneficial use of sites and upgrade and enhance vacant sites. (See also Policy LD.2).
4.143 In relation to vacant sites, the Council will act in accordance with any obligations arising from Regulations that may be developed from the 1995 Environment Act, or other legislation. This will be particularly in relation to the identification of contaminated land and remediation requirements.

POLICY PE.9: WASTE MINIMISATION AND WASTE DISPOSAL

THE COUNCIL WILL SEEK TO ENSURE THAT MAJOR NEW INDUSTRIAL, COMMERCIAL AND RETAIL DEVELOPMENTS MINIMISE THEIR WASTE ARISING IN LINE WITH THE WASTE HIERARCHY AND DISPOSE OF IT IN A SUSTAINABLE MANNER. THESE DEVELOPMENTS WILL BE ENCOURAGED TO ADOPT ENVIRONMENTAL MANAGEMENT SCHEMES FOR THE TREATMENT AND DISPOSAL OF WASTE AND PLANNING OBLIGATIONS MAY BE SOUGHT IN RESPECT OF THESE WHERE APPROPRIATE.

Justification

4.144 Government guidance in RPG3 requires Boroughs to include policies for waste reduction and minimisation at source and to demonstrate that account has been taken of the potential to reduce, re-use and recycle waste in the area. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

4.145 RPG3 also refers to the achievement of the Government’s waste hierarchy. The Council supports the waste hierarchy as outlined in the former LPAC’s Supplementary Advice ‘Planning for Waste in London’ (1998) and as referred to in the Council’s LA21 Action Plan and Strategic Policy ST.22 of this Plan. The suggested waste hierarchy, in order of preference is:

▲ Minimisation;
▲ Re-use, recycling and composting;
▲ Energy recovery;
▲ Disposal.

4.146 The former LPAC hierarchy places recycling and composting above energy recovery, because it is considered that there is a greater potential for recycling in London than there is across the country as a whole.

4.147 Waste minimisation is the most important aspect of the whole hierarchy as it reduces the amount of waste entering the waste stream. The Council therefore wishes to encourage waste minimisation and will encourage businesses to adopt environmental management schemes, which will help to reduce wastes arising.

4.148 This policy accords with the Council’s Waste Management Strategy, which states that the Council should promote waste minimisation, re-use, recycling and recovery of waste by residents and businesses in the Borough. Planning obligations may be sought to achieve waste minimisation and to secure more sustainable means of disposal, and especially to reduce the amount of waste sent to landfill. This will contribute towards the achievement of the latest Government targets as set out in ‘Waste Strategy 2000 for England and Wales’, of a reduction of the amount of industrial and commercial waste sent to landfill to 85% of 1998 levels by 2005. In particular, these agreements will be sought in respect of major commercial developments/schemes.
POLICY PE.10: WASTE FACILITIES

APPLICATIONS FOR WASTE MANAGEMENT FACILITIES, SUCH AS FACILITIES FOR THE STORAGE OF WASTE OR REFUSE, WASTE TREATMENT AND REPROCESSING PLANTS INCLUDING CONCRETE CRUSHERS, INCINERATION PLANTS AND WASTE TRANSFER/BULK REDUCING STATIONS, WILL NOT BE PERMITTED OUTSIDE THE DESIGNATED INDUSTRIAL AREAS. WITHIN THESE AREAS, THE COUNCIL WILL ASSESS APPLICATIONS FOR WASTE MANAGEMENT FACILITIES AGAINST THE FOLLOWING CRITERIA:

(i) COMPLIANCE WITH THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO);
(ii) COMPLIANCE WITH THE WASTE HIERARCHY SET OUT IN THE GOVERNMENT'S WASTE STRATEGY 2000 FOR ENGLAND AND WALES;
(iii) INCORPORATION OF WASTE RECYCLING, OR WASTE-ENERGY MEASURES;
(iv) PROXIMITY TO THE WASTE AND REFUSE USED;
(v) MEANS OF DISPOSAL OF ANY RESIDUES ARISING;
(vi) LOCATION AND USE OF THE SITE IN TERMS OF ITS RELATIONSHIP TO THE RAIL AND STRATEGIC ROAD NETWORKS;
(vii) POTENTIAL TRAFFIC GENERATION IN TERMS OF THE NUMBER AND FORM OF TRIPS;
(viii) ENVIRONMENTAL IMPACT OF TRAFFIC TRIPS IN TERMS OF NOISE AND AIR POLLUTION;
(ix) ENVIRONMENTAL EFFECTS ON THE SURROUNDING AREA FROM THE OPERATION OF THE FACILITY;
(x) VISUAL IMPACT OF THE FACILITY;
(xi) CONTRIBUTION TO EMPLOYMENT AND REGENERATION OF THE LOCALITY;
(xii) COMPLIANCE WITH STRATEGIC PLANNING GUIDANCE REGIONAL STRATEGIES, REGIONAL SELF-SUFFICIENCY AND WASTE DISPOSAL PLAN FOR THE AREA.

Justification

4.149 Government guidance in RPG3 suggests that UDPs should identify areas of search and/or specific sites for waste treatment facilities if possible. The former LPACs Advice suggests that suitable areas for waste processing activities would be any Preferred Industrial Locations and Other Employment Areas, subject to environmental criteria, amenity concerns and concerns over access. The Wandle Valley Regeneration Area is identified as a possible area where sites should be safeguarded and promoted for major manufacturing related to recycled waste. This Plan endorses that approach and identifies the designated Industrial Areas of the Borough as potential sites for waste management facilities.
4.150 The Government wishes to see the setting up of Regional Technical Advisory Bodies on waste planning in PPG10. These Bodies will provide further guidance on the desired location and form of facilities. Until further advice is forthcoming the Council is not designating any new sites as part of this Plan. Instead, any applications for facilities will be treated on their own merits, having been assessed in accordance with the criteria outlined in this Policy. This approach accords with RPG3 guidance. In addition, the existing waste management sites in the Borough will be safeguarded from development in accordance with the former LPACs Advice. These are described in the site proposals listed in Schedule 1 and indicated on the Proposals Map.

4.151 The Council recognises the economic benefits of waste management facilities and supports the development of secondary industries through the use of recovered waste; such industries can have a role to play in the regeneration of industrial areas and the development of new industries.

4.152 However, waste management facilities often cause adverse environmental effects, such as noise, smell and air-borne pollution as well as having considerable visual impact. For these reasons, care must be taken on the location of these facilities, even within the Designated Industrial Areas, to preserve the amenities of those living and working nearby. Where waste management operations will cover less than 20% of the site and are under a plot ratio of 0.2, they will be encouraged to locate within the Special Industrial Zones indicated on the Proposals Map (Policy E.8 refers).

4.153 Within the Designated Areas - including the Special Industrial Zones - the Council will consider applications for waste management facilities in accordance with the criteria outlined in this policy. The government suggests in PPG10 and other guidance, that waste management options towards the top of the hierarchy should be pursued in preference to those lower down, subject to the Best Practicable Environmental Option (BPEO) in each case. This takes into account the environmental and economic costs and benefits of different options. The Council will implement this in relation to the former LPACs Waste hierarchy as described in Policies ST.22 and PE.9 of this Plan.

4.154 The Council recognises the benefits of the proximity principle-treatment undertaken locally where practicable and cost effective, which assists in reducing the number and distance of traffic trips. This is also important in terms of the reduction of energy use that transport to and from the facility is minimised and that waste arising from the facility is re-used and recycled on-site as much as possible.

4.155 Consideration will be given to the effect on the health and amenity of persons living and working near the facility and on routes to and from it. The general effects on the environment and amenity of the area will be taken into account, together with any contribution to local employment and regeneration.

4.156 The Council will also take into account the Council’s Waste Management Plan and the relevant Waste Disposal Plan when assessing applications. The Council will work with pollution control authorities in implementing this Policy. Regard will be had to any advice from the Environment Agency and sources of technical advice such as Regional Technical Advisory Bodies or consultants.

4.157 When assessing applications for incinerators, in addition to the criteria listed in this policy, the Council will have regard to the guidelines suggested in Waste Strategy 2000, PPG10 and the former LPACs Supplementary Planning For Waste (1998), namely, that any incinerators proposed should:
Be small-scale, i.e. under 100,000 tonnes per annum as suggested in the LPWAP Strategy.

Integrate with recycling and transfer facilities.

Be located on the basis of the proximity principle.

Use both heat and power from the waste.

4.158 These criteria will apply until 2002, or until a new GLA assumes responsibility for the matter. It is considered that in the absence of firm scientific guidance on the benefits of incineration and a stronger steer from regional agencies, this approach represents a sensible option. This will ensure that London will not be committed to large-scale incineration schemes in the interim period before new guidance emerges, whilst allowing for the possibility of providing some small local facilities where the above criteria are satisfied.

POLICY PE.11: RECYCLING POINTS

NEW RESIDENTIAL, RETAIL, LEISURE AND BUSINESS DEVELOPMENTS WILL BE EXPECTED TO PROVIDE RECYCLING COLLECTION FACILITIES, INCLUDING THOSE FOR SPECIALIST WASTE. WHERE COLLECTION FACILITIES CANNOT BE PROVIDED ON SITE, THEIR PROVISION IN A LOCATION OFF-SITE WILL BE SOUGHT BY THE USE OF PLANNING OBLIGATIONS.

Justification

4.159 RPG3 states that Boroughs should include policies for recycling facilities, including local collection facilities. The Government aims to have 30% of household waste recycled or composted by 2010 (Waste Strategy 2000 for England and Wales). Merton’s Local Agenda 21 Action Plan aims to increase the proportion of recycling within the Borough. The Council’s Waste Management Plan aims to reduce the amount of waste going to landfill and states that where practicable the Borough should provide facilities to encourage and enable recycling.

4.160 The provision of local recycling points will encourage more widespread recycling of waste. Collection points should be located around the Borough so as to avoid unnecessary vehicle trips to deliver waste and to enable easier recycling for persons without vehicles. ‘Bring’ points should preferably be located in areas such as town centres and retail/business parks in order to allow for multiple trips. The provision of collection points for green waste and the use of composters will be encouraged.

4.161 Recycling points such as bottle banks can have an adverse effect on amenities in the locality, in terms of noise, smell and visual intrusion. Therefore the Council will carefully assess the design, location, screening and operation of such facilities when dealing with relevant applications and may seek to control these matters by use of appropriate conditions or planning obligations.
POLICY PE.12: ENERGY GENERATION AND ENERGY SAVING

PROPOSALS FOR DEVELOPMENT OF FACILITIES THAT GENERATE ENERGY LOCALLY, IN PARTICULAR RENEWABLE ENERGY AND THOSE THAT REDUCE THE USE OF ENERGY AND ITS TRANSMISSION, WILL BE PERMITTED PROVIDED THAT:

THERE IS NO DEMONSTRABLE HARM ON VISUAL OR RESIDENTIAL AMENITIES OR BY WAY OF POLLUTION GENERATION, OR

IT CAN BE DEMONSTRATED THAT BENEFITS CONTRIBUTING TO DIVERSE AND SUSTAINABLE ENERGY SUPPLIES AND TO REDUCING GREENHOUSE EFFECTS WILL OUTWEIGHT HARM ARISING FROM THE DEVELOPMENT.

Justification

4.162 The generation of renewable energy is an important contributor to reducing the overall energy use of the population. It reduces the use of primary resources and makes more efficient use of those resources. Generation of renewable energy therefore makes a valuable contribution to sustainable development goals, which are discussed in more detail in Part 1 of this Plan and outlined in Policy ST.1. The Government has set a target of generating 10% of electricity from renewable resources by 2010. The Council also has a commitment in the LA21 Action Plan to reducing energy use throughout the Borough wherever possible.

4.163 The Council will therefore encourage the development of renewable and local energy facilities, subject to their impact on local amenities. These facilities either generate energy themselves, or contribute to savings in energy consumption, or perform both functions. Examples of such facilities would be waste-energy plants, combined heat and power plants, facilities which make use of landfill gas, sewage sludge, hydroelectric power and wind energy. Active and passive solar designs are another widely used form of energy generation/conservation. Energy-saving and energy-producing facilities may have environmental impacts, such as causing noise, light, smell or air-born pollution. They may also be visually intrusive. When assessing applications, the Council will assess the energy benefits of the proposal, whilst having regard to the degree of any negative effects on local amenity and the existing character of the area.

4.164 Energy saving measures and energy generation facilities take a number of forms. The relative benefits of these and their various location and design implications are too detailed to cover in this Policy. Some of the detailed issues are outside the scope of land-use planning. The Council's Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

4.165 The process of the transmission of energy may be inefficient in that it uses up some of that energy produced and entails costs in the provision of the necessary equipment. Some of the transmission equipment such as sub-stations, overhead wires and pylons also has negative effects in terms of noise, their visual impact and causes concern regarding possible effects on health. The Council therefore supports the provision of more locally produced energy where possible. The visual impact of transmission equipment and other electrical equipment is also covered under Policies BE.34, BE.35 and BE.36. Overhead power lines are covered by Policy PE.4.
POLICY PE.13: ENERGY EFFICIENT DESIGN AND USE OF MATERIALS

The Council will encourage the energy efficient design of buildings and their layout and orientation on site. All new non-residential development above a threshold of 1,000 sqm will be expected to incorporate renewable energy production equipment to provide at least 10% of predicted energy requirements. The use of sustainable building materials and the re-use of materials will also be encouraged, as will the use of recycled aggregates in the construction of buildings. This will be subject to the impact on the amenity of the local environment, taking into account the existing character of the area.

Justification

4.166 This policy applies to all new development, however the expectation that renewable energy production equipment will be incorporated in new developments relates only to non-residential developments (those outside the C use class). Where incorporating renewable energy production equipment is shown (by the applicant) to make the development unviable, it would not be expected. In the light of its Agenda 21 objective of reducing local reliance on non-renewable energy sources the Council is concerned to ensure that these types of development are designed to utilise renewable energy sources. For the purpose of this policy the means of generating renewable energy include photovoltaic energy, solar-powered and geo-thermal water heating, energy crops and biomass, but not energy from domestic or industrial waste. For residential developments the Council will encourage developers to achieve a ‘very good’ or ‘excellent’ rating in the BRE eco-homes standards. In future additional guidance will be given in the New Residential Development SPG.

4.167 The design of a building and its layout and orientation can have significant effect on the energy consumption of the building and is therefore an important contributor to sustainability goals of reducing energy consumption. Use of recycled materials in the construction of buildings will contribute to the efficient use of resources and help to conserve the supply of the source material. Use of materials from ‘sustainable sources’ such as from softwoods from sustainably farmed forests will be encouraged.

4.168 The Council has a Sustainability Checklist which outlines a number of criteria that are taken into account when assessing planning applications. Energy efficiency and use of recycled materials are two of the criteria. When assessing applications, the Council will seek to maximise energy efficiency where possible.

4.169 Variations in the orientation of buildings, pitches of roofs, large glazed areas, construction from heat-absorbing materials, or additional ventilation and a high density of development are all possible components of energy efficient developments. These can sometimes lead to differences with surrounding areas. When assessing applications, the Council will have regard to the existing character of the area and the appropriateness of the design.

4.170 Some elements of this policy are outside the control of land use planning. However, the Council wishes to encourage their development in the interests of sustainability. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.
LEISURE AND RECREATION

OPEN LAND

4.171 This Section considers the protection and use of open land. Many open areas can potentially be used for a variety of purposes including nature conservation, informal and formal recreation. The most appropriate use will vary with the circumstances of the site - or part of the site. This is particularly true of areas near the River Wandle, which should be seen as a community resource for preservation of the natural landscape and habitat, and as a potential vehicle for informal recreation through the provision of cycling routes and walkways.

POLICY L.1: INFORMAL RECREATION

THE COUNCIL WILL PROMOTE AND ENCourage INFORMal RECREATION ON AREAS OF OPEN LAND, PROVIDED THERE IS NO UNACCEPTABLE CONFLICT WITH NATURE CONSERVATION, IMPORTANT LANDSCAPES, THE OPEN NATURE OF THE LAND AND THE NECESSARY PROVISION OF FORMAL SPORTS FACILITIES. IF LAND IS EARMARKED FOR FUTURE DEVELOPMENT, SUCH ACTIVITIES WILL ONLY BE PERMITTED ON A TEMPORARY BASIS.

THE COUNCIL WILL ENCOURAGE THE OPENING UP OF AREAS OF PRIVATE OPEN LAND FOR PUBLIC ACCESS AND INFORMal RECREATION. THIS WILL BE PURSUED THROUGH NEGOTIATION AND USE OF PLANNING OBLIGATIONS IN RELATION TO APPLICATIONS FOR DEVELOPMENT ON ANY LAND WHERE IT IS CONSIDERED APPROPRIATE TO DO SO.

THE COUNCIL WILL ENCOURAGE THE PROVISION OF FACILITIES FOR WALKING AND CYCLING AS PART OF PROPOSALS RELATED TO OPEN LAND. THE COUNCIL WILL CONTINUE TO SEEK THE COMPLETION OF THE LEISURE WALKING ROUTES AND CROSS-BOROUGH CYCLING ROUTES, AS IDENTIFIED ON THE PROPOSALS MAP.

Justification

4.172 Informal recreation has considerable health benefits in terms of physical and mental well-being. This includes cycling and walking, dog walking, jogging and picnicking. More people will be likely to participate in informal recreation than organised sports. For many people such as those on lower incomes, older persons and single parents for example, the provision of pleasant, easily accessible areas for informal recreation - particularly walking - is vital to improving the quality of life. This Policy contributes towards the achievement of sustainability objectives in relation to providing opportunities for leisure and recreation for all, as outlined in Part 1 of this Plan.

4.173 More opportunities for informal recreation need to be provided throughout the Borough in addition to the traditional formal sports provision. The Council wishes to encourage informal recreation through the promotion of walking and cycling routes as outlined in Policy L.2 below and Policy WC.1 of Chapter 6. The proposed routes are shown on the Proposals Map. The routes will be designed to avoid damage or disturbance to the natural habitat.
POLICY L.2: POLICY FOR WALKING ROUTES

ANY DEVELOPMENT THAT WOULD ADVERSELY AFFECT IMPLEMENTATION OR IMPROVEMENT
OF THE LEISURE WALKING ROUTES, AS SHOWN ON THE PROPOSALS MAP, WILL NOT BE
PERMITTED, UNLESS IT WOULD INVOLVE ‘GREENING’ OF WALKS THROUGH BUILT AREAS OR
THE PROVISION OF SAFE AND CONVENIENT CROSSING FACILITIES.

THE LEISURE WALKING ROUTES PASS THROUGH AND LINK OPEN SPACES IN THE
FOLLOWING AREAS:

(i) ALONG THE WANDLE VALLEY (THE WANDLE TRAIL);
(ii) ALONG THE BEVERLEY BROOK (THE BEVERLEY BROOK WALK);
(iii) BETWEEN THE BEVERLEY BROOK AND THE RIVER WANDLE; AND
(iv) AROUND INNER LONDON (THE LONDON CAPITAL RING).

Justification

4.174 The walking routes link open spaces, and they are based on the “London Walks” concept
promoted by the London Walking Forum. The routes will be developed and maintained to
an acceptable standard defined by the Forum. They will be waymarked, and publicised by
means of interpretive panels and leaflets. These walks are valuable as a leisure resource,
but they also provide opportunities for walking to school, to work, to shops, or to public
transport facilities. Crossing facilities will be provided at major roads in order to permit
them to be used safely, and to avoid the need for lengthy detours. Where appropriate
they may also be used by cyclists. Proposals will be subject to consideration of the
impact on the environment.

POLICY L.3: WATER ENVIRONMENTS

ALONG RIVER CORRIDORS, DEVELOPMENTS OR PROPOSALS FOR CHANGE OF USE FOR
RECREATIONAL PURPOSES, INCLUDING WATER-BASED RECREATION, WILL BE PERMITTED,
PROVIDED THAT THE PROPOSAL ON ITS OWN, OR CUMULATIVELY OR AS A RESULT OF
INCREASED PUBLIC ACCESS WOULD NOT HARM OR PREJUDICE:

(i) SENSITIVE AREAS OF THE NATURAL ENVIRONMENT.
(ii) WALKING OR CYCLING ROUTES SHOWN ON THE PROPOSALS MAP.
(iii) CORPORATE STRATEGIES FOR THE RIVER CORRIDOR AREA.
4.175 The Borough’s river corridors are an important natural resource in terms of their effect on the local ecosystem and floodplain, providing examples of particular habitats and landscapes. In many cases they also have the potential to perform a function as a leisure facility. This Policy is aimed at achieving sustainability objective number 10 as outlined in Part 1 of this Plan, namely; ‘Balance the needs between the recreation and conservation uses of rivers and still waters’. Although many areas of these river corridors are covered by specific ecological designations, MOL, or Green Chain designations, this policy is intended to cover all areas of watercourses in the Borough irrespective of specific designations which are reflective of only one aspect of their function. The three main watercourses in the Borough are the River Wandle, the Beverley Brook and the Pyl Brook although this policy applies to all watercourses in Merton.

4.176 In addition to this Policy, the Council has specific policies aimed at achieving the establishment of identified leisure walking routes. There are also existing strategies in place along the London Wandle Valley Partnership area that should be taken account of. In implementing this Policy, the Council will take advice from the Environment Agency and other technical advisory bodies such as English Nature, the former London Ecology Unit and Sport England, where necessary, to consider the appropriateness of proposals.

POLICY L.4: RIVER WANDLE

APPLICATIONS IN THE VICINITY OF THE RIVER WANDLE WILL BE ASSESSED IN RELATION TO THE LONDON WANDLE VALLEY REGENERATION STRATEGY. WHERE APPROPRIATE IN RELATION TO THE SITE UNDER CONSIDERATION THE FOLLOWING MAY BE SOUGHT BY MEANS OF CONDITIONS AND/OR PLANNING OBLIGATIONS:

(i) IMPROVEMENT OF RIVERSIDE ACCESS FOR THE PUBLIC;

(ii) THE RETENTION, IMPROVEMENT AND/OR REINSTATEMENT OF NATURAL HABITATS, FORMER FLOOD PLAINS AND WATER COURSES;

(iii) LANDSCAPE IMPROVEMENTS;

(iv) CONTRIBUTION TOWARDS THE COMPLETION OF THE WANDLE TRAIL.

Justification

4.177 The Wandle Valley is of strategic importance, not just for Merton, but for the whole of south/south-west London. It is an important structural element in the Borough and contributes to the physical character of the Borough. The area is also one where the Council and others are seeking to promote regeneration through the London Wandle Valley Partnership. A clean, well-used river corridor which provides a focus for the area and is promoted as a major walking and cycling route Borough will contribute to this regeneration.

4.178 The MOL designation recognises the strategic importance of the river corridor, particularly as a walking route in the London network. The river corridor is also designated as a Green Chain. However, there are parts of the river corridor area that are in need of environmental improvements. There are also areas where public access to this important resource is restricted. The Wandle passes through densely populated areas in Colliers Wood where there is a deficiency in public open space.
4.179 In view of the strategic importance of the Wandle Valley for regeneration and for walking and wildlife, the Council considers it important that public access to and along the river is increased and that the environment be upgraded. Walking and cycling routes should be completed along the Wandle. The opening up of the area to formal and informal recreation and for use as public open space will in general be encouraged. At the same time, the Council will be mindful of the balance to be maintained between recreation, wildlife and the other uses on and along the River. The Council will seek improvements to wildlife habitats and landscape improvements. The Council will take advice from bodies such as the Environment Agency, London Wandle Valley Partnership, English Nature, the former London Ecology Unit and Sport England, when seeking to strike such a balance.

PROVISION OF OPEN SPACE

POLICY L.5: URBAN GREEN SPACE

DEVELOPMENT ON URBAN GREEN SPACES WILL ONLY BE PERMITTED WHERE THE FOLLOWING CRITERIA ARE MET:

(i) THE LAND HAS NO SIGNIFICANT RECREATIONAL, NATURE CONSERVATION, SOCIAL, CULTURAL OR EDUCATIONAL FUNCTION OR POTENTIAL, NO SIGNIFICANT HISTORICAL, STRUCTURAL OR AMENITY VALUE AND IS NOT LOCATED IN AREA OF PUBLIC OPEN SPACE DEFICIENCY.

(ii) EQUIVALENT OPEN SPACE PROVISION CAN BE MADE AVAILABLE IN THE SAME LOCALITY TO MEET THE NEEDS AS THE AREA OF OPEN SPACE IT WILL REPLACE.

Justification

4.180 The Government’s advice in PPG17 (2002) sets out that existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown that open space or buildings and land to be ‘surplus to requirements’. To show that an open space is surplus to requirements all functions that an open space can perform should be considered. The Council has recently undertaken a survey of its open space (Merton Open Space Study April 2002). The Merton Open Space Study has not identified any surplus open spaces. However further work is required to assess the open space needs of the local community. Until the Council’s assessment of needs is completed applicants would have to show through an independent assessment that land or buildings are surplus to requirements. Applicants would also have to show that the local community have been consulted and demonstrate that their proposals are widely supported.

4.181 Urban Green Spaces range in size from small incidental areas to larger areas of Metropolitan Open Land and the Council is concerned that these be protected regardless of ownership. They are a valuable resource which can be used by the community for a variety of purposes. They can provide attractive breaks in the built environment, cater for both passive and active leisure pursuits and contribute to nature conservation and ecology.

4.182 For the purposes of policies within this Plan, ‘Urban Green Space’ has the definition given by the former LPAC and within RPG3, namely:

“Open space to which public access is restricted or not formally established but which meets or is capable of meeting recreational or non-recreational needs within the urban area.”
4.183 Schedule 2 contains a list of all Urban Green Spaces over 0.4 ha (1 acre) in the Borough. Urban Green Spaces of 4 ha (10 acres) and over are shown on the Proposals Map. This Policy also applies to those open spaces that meet the above definition of Urban Green Space but are not listed in Schedule 2.

POLICY L.6: PUBLIC OPEN SPACE

THE LOSS OF PUBLIC OPEN SPACE TO OTHER USES WILL NOT BE PERMITTED, EXCEPT WHERE A DEVELOPMENT PROPOSAL WILL BE ANCILLARY TO THE RECREATIONAL, CULTURAL OR SOCIAL USE OF THE OPEN SPACE OR EQUIVALENT OPEN SPACE PROVISION CAN BE MADE EITHER IN THE SAME LOCALITY OR IN AN AREA DEFICIENT IN PUBLIC OPEN SPACE.

A DEVELOPMENT ANCILLARY TO THE MAIN USE OF THE PUBLIC OPEN SPACE WILL BE EXPECTED TO:

(i) NOT DIMINISH THE OPEN CHARACTER OF THE SPACE, NOR REDUCE PUBLIC ACCESS TO IT OR RESULT IN OR ADD TO A DEFICIENCY IN PUBLIC OPEN SPACE.

(ii) RESPECT THE LANDSCAPE, HISTORIC, ECOLOGICAL AND NATURE CONSERVATION VALUE OF THE OPEN SPACE.

(iii) WHERE POSSIBLE, INCREASE PUBLIC ACCESS, SUBJECT TO IMPACT ON OPEN CHARACTER AND THE RECREATIONAL AND NATURE CONSERVATION FUNCTIONS OF THE LAND.

Justification

4.184 Open space plays an important role in the physical and mental well-being of the community. It is valuable in terms of sustainability in terms of equity as well as health - seeking to have adequate provision of open space around the Borough accessible to all. Its loss could lead to a deterioration in social, environmental and physical conditions, particularly in areas of open space deficiency.

4.185 When assessing applications for development on public open space, the Council will consider the effect on the character of the land and its recreational function, such as the provision of playing fields. The Council will take advice from relevant bodies on these factors, such as English Nature, the former London Ecology Unit, the London Wildlife Trust and Sport England.

4.186 The development of private sports facilities on public open space could lead to public usage being eliminated. A list of public open space over 0.4 ha (1 acre) in the borough is contained in Schedule 2: Open Spaces, together with a Open Space Hierarchy. Open spaces of 4 ha (10 acres) and over are shown on the Proposals Map. This Policy applies to all public open spaces and not just those listed in Schedule 2.

4.187 For the purposes of policies within this Plan, ‘public open space’ has the definition given by the former LPAC and within RPG3, namely:

“Public parks, commons, heaths and woodland and other open spaces with established and unrestricted public access and capable of being classified according to an open space hierarchy, though not necessarily publicly owned.”
FIGURE 4.2
AREAS DEFICIENT IN LOCAL PARK PROVISION

- Local Parks
- District Parks
- Metropolitan Parks
- Areas of the Borough over 400 metres from Local, District and Metropolitan Parks
Areas over 1200m from
District or Metropolitan Parks

Proposed District Parks

Areas currently beyond
range of District or Metropolitan Parks
which would be served by new District Park
This Policy therefore applies to all the parks and incidental open spaces owned and managed by the Council. It also includes the following privately owned open spaces which the public have free access to the majority of: Wimbledon Common, Mitcham Common and Morden Hall Park (owned by the National Trust). Policy L.8 refers to the open space hierarchy used in Merton.

The Council will produce plans and proposals to develop and enhance parks and work towards implementing them, and will work with owners to enter into management agreements for parks. The Council is working with neighbouring Boroughs of Sutton and Croydon, the Mitcham Common Conservators and Thames Water utilities to implement the masterplan for Wandle Valley Country Park in the Beddington/Mitcham area. The Natural Environment section in Chapter 4 provides more details of this and Policy NE.4 should be referred to. Merton’s Open Space Strategy, when completed, will set out aims, objectives and actions to achieve enhancement to parks and open spaces within the Borough.

Schedule 2 shows the Open Space Hierarchy classification. This is the former LPAC classification, endorsed by Government guidance in RPG3. This hierarchy is used in the calculation of areas of deficiency shown on figures 4.2 - 4.3.

POLICY L.7: RECREATIONAL OPEN SPACE

Development which will result in the loss of recreational open space, or of land once used as recreational open space will not be permitted except where sports and recreation facilities can best be retained and enhanced through the redevelopment of a small part of the site, and alternative provision of equivalent community value is made available.

Applicants will need to demonstrate that:

(i) The proposed development would not materially compromise the Borough’s position in providing strategically important outdoor sports facilities in South West London;

(ii) The development would lead to an improved recreational provision or increased public access to the site and its facilities.

Justification

Public and private open space in Merton makes a very significant contribution to the open character and visual amenity of the Borough, providing valuable breaks in the built environment and areas of ecological importance. It is important to recognise the opportunities that open spaces, sports grounds and educational playing fields provide for the creation of wildlife conservation areas, and the Council will pay particular attention to the protection and enhancement of these areas. In doing so, the Council will seek advice from the appropriate agencies such as the London Wildlife Trust, English Nature and the GLA Biodiversity Unit.

The Government’s advice in PPG17 (2002) sets out that existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown that open space or buildings and land to be surplus
to requirements’. To show that an open space is surplus to requirements all functions that an open space can perform should be considered. Recent information is set out in a survey of Merton’s open space (Merton Open Spaces Study April 2002). The Merton Open Spaces Study has not identified any surplus open spaces. However further work is required to assess the open space needs of the local community. After this work is completed, an Open Space Strategy will be drafted and subject to public consultation. It is therefore considered important to maintain existing facilities where possible and to seek to up-grade them and increase their accessibility to a wider public. It is particularly important to recognise Merton’s key strategic role, as identified by Sport England, in providing outdoor sports facilities for Inner London areas which are deficient in pitch provision. Where development proposals for private open space are brought forward, careful consideration of the public sports, recreation and other community benefits that will arise will be necessary in order to retain some of the amenity value of the land and to reduce the additional pressures that are often placed upon public open space and other public facilities as a result of a reduction in private facilities. Reference should also be made to Policy WC.1 Increasing Walking. When assessing proposals, the Council will require developers to demonstrate the need for that development in terms of improvement of recreational provision and a financial justification. A list of private open space over 0.4 ha (1 acre) in the Borough is contained in Schedule 2: Open Spaces. Open spaces of, or in excess of 4 hectares (10 acres) are shown on the Proposals Map. This Policy applies to all recreational open spaces or land once used as recreational open space where public access is restricted (eg. Private playing fields, school playing fields etc.) and not just those listed in Schedule 2. Refer also to Policy.L.5: Urban Green Space.

4.193 Until the Council’s assessment of open space needs is completed applicants would have to show through an independent assessment that land or buildings are surplus to requirements. Applicants would also have to show that the local community have been consulted and demonstrate that their proposals are widely supported.

POLICY L.8: OPEN SPACE DEFICIENCIES

WHERE A DEVELOPMENT IN AN AREA DEFICIENT IN OPEN SPACE (INDICATED ON MAPS 4.2 AND 4.3) WOULD LEAD TO PRESSURE FOR ADDITIONAL RECREATIONAL FACILITIES, THE PROVISION OF OPEN SPACE OR RECREATIONAL FACILITIES WILL BE SOUGHT. WHERE IT IS NOT POSSIBLE TO ACHIEVE PROVISION ON SITE, INVESTMENT OR FINANCIAL CONTRIBUTIONS TOWARDS THE PROVISION OF OPEN SPACE OR RECREATIONAL FACILITIES WILL BE SOUGHT IN THE DEFICIENCY AREA.

Justification

4.194 The former LPAC’s Open Space Hierarchy (1994) recommends that people should have access to a variety of types of open spaces at certain distances from their homes. This Hierarchy has been used to calculate the areas of deficiency shown in Figures 4.2 and 4.3. The northern and north-eastern area of the Borough is deficient in terms of access to a District Park of more than 20 hectares (49 acres). This area of the Borough encompasses the largely 19th Century housing areas of Colliers Wood and South Wimbledon, where population densities are high and leisure provision is poor. The area also has higher than average proportions of young children and lone parents. The health benefits of accessible recreation facilities are well known.
4.195 Although there is no realistic possibility of providing a public open space area which would be the required size for a District Park in the Colliers Wood area, the Council will work towards the provision of additional open space in order to amalgamate existing parks in that area, to create a park that would be of equivalent value. In pursuit of this, the disused Wandle Valley Sewage Works now provides a public open space of high landscape and nature conservation value, and it is proposed that additional space can be provided at the Thames Water site on Byegrove Road to unite open spaces at Wandle Park, Wandle Meadow Nature Reserve and Garfield Road in order to create the equivalent of a District Park. The implications of creating a District Park in the area in terms of existing areas of deficiency are shown on Figure 4.3.

4.196 The Council will seek additional provision of public open space within the areas of deficiency as part of planning agreements in relation to appropriate development proposals in the vicinity, particularly where it is considered that the proposal will place an additional strain on leisure facilities in the area.

POLICY L.9: CHILDREN’S PLAY FACILITIES

THE COUNCIL WILL SEEK THE PROVISION OF AN ADEQUATE LEVEL OF CHILDREN’S OUTDOOR PLAY FACILITIES THROUGHOUT THE BOROUGH AND WILL REQUIRE PROVISION FOR CHILDREN’S PLAY, OR CONTRIBUTION TOWARDS PROVIDING CHILDREN’S PLAY FACILITIES IN ASSOCIATION WITH NEW HOUSING DEVELOPMENTS, AS APPROPRIATE, PARTICULARLY IN AREAS DEFICIENT IN PUBLIC PLAY FACILITIES. IN ALL SCHEMES WITH A SIGNIFICANT FAMILY HOUSING COMPONENT, THE WHOLE ENVIRONMENT SHOULD BE DESIGNED SO AS TO PERMIT CHILDREN TO PLAY IN SAFETY.

Justification

4.197 Play is an important part of a child’s development. Research has shown that a child will travel up to 200m when alone and up to 1,200m when accompanied by an adult. The Council is aiming to provide a children’s playground within 800m of every home and particularly in areas of high child density, such as the north-east of the Borough. Additionally, the Council wishes to ensure that new housing developments do not create unacceptable pressures on existing play facilities or become new ‘areas of deficiency’. Accordingly, specific play areas will be sought from housing developments that provide for family housing. The Council will seek planning agreements in relation to such developments in order to secure these facilities. Supplementary Planning Guidance - New Residential Development - provides more detail on the use of planning agreements in relation to housing developments.

POLICY L.10: ALLOTMENTS

THE COUNCIL WILL GRANT PERMISSION FOR DEVELOPMENT WHICH WILL RESULT IN THE LOSS OF ALLOTMENTS WHERE IT CAN BE SHOWN THAT:

(i) THE SITE IS ‘SURPLUS TO REQUIREMENTS’ FOR ALLOTMENT USE, AND DEVELOPMENT WOULD LEAD TO SIGNIFICANT COMMUNITY BENEFITS AND

(ii) THE SITE IS ‘SURPLUS TO REQUIREMENTS’ FOR OTHER OPEN SPACE FUNCTIONS.
4.198 Allotments are an important component of sustainable development, being a potential source of food production and leisure activity for many persons without adequate private gardens. They serve as a break in the built environment and contribute to the character of the Borough. They may also provide nature conservation benefits. There has been some loss of allotments to development in the past, with the result that the Council now has barely sufficient allotment space. The occupancy rate is generally high (84% in 1999) and there is a long waiting list for allotments.

4.199 For the reasons outlined, it is considered important to preserve and enhance the current stock of allotments in the Borough wherever possible. PPG17 seeks to maintain an adequate supply of open space, including allotments. The existing and potential value of open space (including allotments) for recreational and other open space purposes should be assessed and unless surplus to requirements they should not be built on. Where they are surplus to requirements they may be developed for other purposes. Schedule 2: Open Spaces, contains details of allotments, with those of 4.0 hectares (10 acres) or more shown on the proposals maps as open space. This Policy applies to all allotments, not just those in Schedule 2.

SPORT AND RECREATION

POLICY L.11: THE PROTECTION OF EXISTING FACILITIES AND LAND

The loss of recreational facilities and land other than those that fall within the scope of Policies L.5, L.6, L.7 and L.10, to other uses will be permitted provided it can be demonstrated that:

(i) there is no current or future demand for that facility; and

(ii) the site is not suitable for alternative recreational or other community use;

Justification

4.200 There can be pressures to redevelop sites with recreation facilities for other uses. However, there is a growing demand for recreation in the population as a whole and the Council is seeking a wider provision of recreational facilities across the Borough. Provision of suitable accessible facilities is beneficial for the promotion of health and sustainable development objectives. It contributes to enhancing the quality of life of the population. For these reasons, the Council will seek to protect existing recreational facilities wherever possible. However, it is recognised that some facilities may be in unsuitable locations. In these situations, the Council may permit a change of use to another activity, with the provision of an alternative recreational use or community facility generally being the first priority. Within this general rule, the merits of any redevelopment proposals will be considered in the light of the suitability of the site for various uses and any site designations or other relevant proposals or policies within this Plan. The Council will take advice from Sport England and other relevant bodies regarding current and future demands for the facility.
POLICY L.12: PROVISION OF NEW FACILITIES

THE COUNCIL WILL ENCOURAGE THE PROVISION OF SPORTING AND OTHER RECREATION AND LEISURE FACILITIES IN LOCATIONS WELL SERVED BY PUBLIC TRANSPORT AND ACCESSIBLE TO LARGE NUMBERS OF THE COMMUNITY. WHEN CONSIDERING PROPOSALS FOR FACILITIES THE COUNCIL WILL HAVE REGARD TO THE FOLLOWING FACTORS:

(i) THE EXTENT OF PUBLIC ACCESS AND USE;
(ii) THE EXTENT OF ADDITIONAL TRAFFIC LIABLE TO BE GENERATED;
(iii) THE ADEQUACY OF ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING;
(iv) THE ADEQUACY OF PROPOSED PARKING AND TRAFFIC ACCESS IN RELATION TO THE SCALE AND NATURE OF THE PROPOSED USE;
(v) THE SIZE AND CHARACTER OF THE PROPOSAL AND THE EFFECT ON THE CHARACTER OF THE AREA;
(vi) THE EFFECT OF THE PROPOSAL ON LOCAL AMENITIES.
(vii) THE EXTENT TO WHICH MEASURES TO ENCOURAGE INCREASED PARTICIPATION IN LEISURE ACTIVITIES ARE INCLUDED.

WHERE LAND IS EARMARKED FOR FUTURE DEVELOPMENT, RECREATION AND LEISURE ACTIVITIES WILL BE FAVOURABLY CONSIDERED ON A TEMPORARY BASIS ONLY.

(SEE ALSO POLICY L.1).

Justification

4.201 The provision of a wide range of recreation and leisure facilities is to be encouraged. There is a growing demand for an ever increasing variety of sport, recreation, leisure and entertainment facilities which needs to be provided for. The Council will encourage the provision of facilities that will be accessible to large numbers of the population in terms of location, modes of access and availability for general public use. It is important to ensure that new facilities open up new opportunities for recreation and do not exclude sections of the population. The provision of recreational facilities would work towards the sustainability objectives of achieving equity and access for all persons to cultural, leisure and recreation activities as outlined in Part 1 of the UDP.

4.202 Facilities which attract a large number of visitors should be located so as to minimise traffic generation, in accordance with sustainability objectives to minimise the need to travel. Facilities should be accessible by a choice of modes of travel and ideally located within town centres, local centres or other areas of high accessibility. Town centres are the most suitable locations for some types of development, such as cinemas. The extent of car parking provision required will vary depending on the location, and the Council will seek to apply maximum standards appropriate to the level of accessibility to the site. Supplementary Planning Guidance on Highways and Parking provides guidance on this subject. The appropriateness of the location will depend on the scale and nature of the facility and use proposed. If the site is designated for future development, developments will only be permitted on a temporary basis. Other factors that will be
taken into account are the visual impact of the facility proposed and the potential effect on local amenities, such as generation of traffic pollution or unacceptable levels of disturbance to nearby residents.

4.203 Some types of facilities and uses have a degree of interaction with other leisure, entertainment, retailing and eating uses. These are primarily indoor activities such as social clubs, snooker halls, ten-pin bowling, laser quest and public houses. These types of uses are considered in more detail in Policy L.13. Chapter 5 of the Plan also contains policies relating to these types of uses and intensive and large-scale leisure/entertainment uses (see policies TC.1, TC.2 TC.3 and TC.7).

4.204 Despite rising numbers of people participating in leisure and recreation activities, the London Council for Sport and Recreation have identified that participation rates are below average for women, elderly people, people in unskilled manual jobs, unemployed people, ethnic minorities and people with disabilities. PPG17 states that opportunities for recreation should be available for everyone, including the elderly and those with disabilities. Sport England supports the concept of sport for all and in its 1999 Land Use Planning Policy Statement, states that development plans should contain policies which take account of the recreational needs of all members of the population, particularly the young and elderly, disabled people and people from ethnic minority groups. They state that plans should seek to enhance the accessibility of sports facilities for these groups in the interests of providing equality of access. The Council supports this view which accords with the sustainability objective of achieving equity.

4.205 Many existing facilities are in need of refurbishment and modernisation to attract new customers. When planning permission is required for redevelopment, the Council will use this as an opportunity to achieve improvement to the facility as a whole. Many groups in society, such as the elderly, single parents and women are discouraged from attending facilities because of the lack of facilities or the security fears. Measures which improve the quality of ancillary facilities on offer and security on and around the site will be encouraged.

4.206 Measures which could help encourage increased participation in leisure and recreation activities include full access to new and existing facilities for people with disabilities, child care facilities, play supervision facilities, improved safety and security through lighting, landscaping, signage etc., and improvements to ancillary facilities such as changing rooms.

4.207 Some facilities fall into disrepair or are underused for various reasons. In these cases, the Council will encourage the dual use of these facilities for additional complementary activities to increase the viability of the facility. Examples of these are uses as community meeting halls and after-school play groups.
Arts, culture and entertainment facilities

4.208 Some types of recreation and leisure uses share common characteristics with some forms of arts, culture and entertainment uses. Community halls for example are often used for a variety of purposes ranging from indoor sports, to social clubs and as meeting rooms for various clubs and religious groups. Nevertheless, it is considered that there are some important differences in their character, location and use, which justify particular policies. Some examples of the types of uses and facilities that this Section is concerned with are as follows: facilities for arts, culture and entertainment; community halls and religious meeting places; libraries, museums; cinemas, ten-pin bowling, ‘family entertainment centres’; live entertainment venues, nightclubs; laser quest; bingo halls; public houses and social clubs. This list is indicative and should not be considered as exclusive.

POLICY L.13: IMPROVING PROVISION

WHERE POSSIBLE THE COUNCIL WILL SEEK ADDITIONAL PROVISION OF FACILITIES FOR COMMUNITY ARTS, CULTURE AND ENTERTAINMENT USES BY:

(i) ENCOURAGING PROVISION OF SUCH FACILITIES IN MIXED USE DEVELOPMENTS;

(ii) SEEKING THE PROVISION OF FACILITIES FOR COMMUNITY AND ARTS, CULTURE AND ENTERTAINMENT USES WITHIN MAJOR REDEVELOPMENT SCHEMES;

(iii) SEEKING TO SECURE APPROPRIATE PROVISION BY MEANS OF PLANNING OBLIGATIONS IN RELATION TO RELEVANT DEVELOPMENT PROPOSALS.

WHEN DEALING WITH APPLICATIONS FOR COMMUNITY OR ARTS, CULTURE OR ENTERTAINMENT USES IN GENERAL, THE COUNCIL WILL HAVE REGARD TO THE FACTORS OUTLINED IN POLICY L.12. IN ADDITION, THESE USES WILL BE PARTICULARLY ENCOURAGED IN TOWN CENTRE LOCATIONS WHERE THERE IS NO CONFLICT WITH OTHER POLICIES AND PROPOSALS IN THE PLAN.

DUE TO THE SPECIALIST NATURE OF SOME OF THESE USES, THE COUNCIL MAY SEEK TO RESTRICT THE PERMITTED DEVELOPMENT RIGHTS OF THESE USES WITHIN THE D2 USE CLASS, WHERE IT WOULD BE APPROPRIATE TO PROTECT THE AMENITIES OF THE AREA AND THE ACHIEVEMENT OF OTHER POLICIES AND PROPOSALS WITHIN THIS PLAN.

Justification

4.209 Community, arts, culture and entertainment uses perform important roles in the life of the community and the Council wishes to support their development wherever possible. Community halls serve a variety of functions as meeting places for various groups and can act as a focal point for the community. Libraries also serve a similar purpose. The Government’s lifelong learning programme stresses the role of libraries as a community resource providing a variety of services including books and information, computer access and support for the unemployed and older people and education services.
4.210 A vibrant arts, culture and entertainment scene is an important factor in the quality of life of the population and creates employment opportunities. RPG3, Strategic Guidance for London Planning Authorities encourages the promotion of these uses and recognises the important contribution they make to London’s economy. The 1999 Town Centre Capacity Study indicated that there is demand for more entertainment facilities in the Borough’s town centres. It is considered that most of these uses would be most appropriate for town centres for the following reasons:

(i) These activities can contribute greatly to the vitality and viability of town centres. Many of these activities are linked to other entertainment, leisure and shopping activities and tourism activities and would benefit from being grouped together. Government guidance PPG6 ‘Town Centres and Retail Developments’ supports this view;

(ii) These activities often require the large numbers of visitors found in town centre locations to ensure their viability.

(iii) There is a need to reduce the amount of unnecessary journeys and the number of journeys per-se. The location of activities in groups that allow for multi-purpose trips and in areas that can be easily accessed by public transport would help to achieve this. PPG6 and PPG13 ‘Transport’ support this aim.

(iv) Many of these facilities generate a large number of visitors at certain times and may operate late at night. For these reasons and the potential for traffic generation, they are generally considered unsuitable for location in residential areas.

4.211 Arts, cultural and entertainment facilities are often very specific in terms of their size, types of operation, hours of use and impact on the amenities of the surrounding area. Therefore it may be appropriate to restrict the use of the site to the particular nature of the activities permitted. The Council may also consider it appropriate to restrict the permitted development rights of such facilities where a change of use to another D2 use would have a detrimental impact on UDP proposals for the area or for the general operation of policies within the Plan.

4.212 Chapter 5 of this Plan provides more information on the Council’s planning policies in town centres. The role of large-scale leisure activities is also considered in that Chapter.

POLICY L.14: COMMUNITY AND RELIGIOUS MEETING PLACES

THE COUNCIL WILL CONSIDER APPLICATIONS FOR THE DEVELOPMENT OF COMMUNITY AND RELIGIOUS MEETING PLACES FAVOURABLY HAVING REGARD TO THE FOLLOWING CRITERIA:

(i) THE SIZE AND DESIGN OF THE DEVELOPMENT PROPOSED;

(ii) ITS EFFECT ON THE AMENITIES OF ADJACING PROPERTIES;

(iii) THE EFFECT ON THE CHARACTER OF THE AREA;

(iv) THE ADEQUACY OF ACCESS AND PARKING FACILITIES;

(v) THE ACCESSIBILITY OF THE SITE BY PUBLIC TRANSPORT AND WALKING AND CYCLING;

(vi) THE NEED TO PROTECT THE EXISTING USE OF THE SITE.
4.213 The Borough is culturally diverse and there is a need for those different cultures to have meeting places to practice their cultural and religious traditions. Meeting places need to be conveniently located in relation to their catchment populations. There may be a lack of suitable sites for particular needs and the Council 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 particularly important to limit the effect on the amenities of nearby occupiers. The Council 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 will not normally be permitted.

POLICY L.15: PROTECTION OF FACILITIES

THE COUNCIL WILL NOT GRANT PERMISSION FOR DEVELOPMENT WHICH WILL RESULT IN THE LOSS OF ARTS, CULTURAL, ENTERTAINMENT AND RELIGIOUS FACILITIES IN USE BY THE COMMUNITY, EXCEPT WHERE THE PRESENT USE IS AN INAPPROPRIATE USE OF THAT LAND, OR SUITABLE REPLACEMENT FACILITIES ARE PROVIDED IN A LOCATION CLOSE TO THE ORIGINAL SITE OR TO THE COMMUNITY SERVED.

Justification

4.214 There are often pressures for the redevelopment and change of use of cinemas, public houses, meeting halls and other social facilities for non-leisure or community purposes. In a situation of growing demand for art, culture and entertainment facilities, any net loss of these facilities is regrettable. There may, however, be circumstances where redevelopment may bring about other environmental benefits in the area, particularly where the facility is currently inappropriately located. In these circumstances, the Council will seek to ensure that replacement facilities are included as part of the scheme either on the site or close by. The Council will liaise with the London Arts Board and other national and local bodies as appropriate when considering proposals involving a loss of facilities. Loss of public houses, especially those that have other community uses (meeting rooms etc.), in residential areas will be resisted, except where it is no longer economically viable and there is equal alternative provision in a nearby, accessible location.

POLICY L.16: PROTECTION OF PUBLIC HOUSES

THE COUNCIL WILL NOT PERMIT THE REDEVELOPMENT OR CHANGE OF USE OF ESTABLISHED PUBLIC HOUSES TO OTHER USES EXCEPT WHERE:

(i) THE APPLICANT CAN SHOW THAT THE PUBLIC HOUSE IS NO LONGER ECONOMICALLY VIABLE

(ii) THE APPLICANT CAN SHOW THAT REASONABLE ATTEMPTS HAVE BEEN MADE TO MARKET THE SITE AS A PUBLIC HOUSE

(iii) THERE IS ALTERNATIVE PROVISION WITHIN THE LOCAL AREA
4.215 Government guidance such as PPG1 promotes sustainable patterns of development and in particular recognises the importance of a mix of uses in creating diversity and vitality in urban areas, and helping to minimise the need to travel. It is therefore important to retain a range of facilities in residential areas for this reason.

4.216 Public houses in residential areas can provide a valuable community facility and some public houses have community/function rooms that can be used for a variety of uses. In recognition of the fact that public houses can play a valuable role as a local and community facility established public houses should be protected from redevelopment or change of use. This policy would not apply to public houses within designated town centres (as shown on the proposals map).

4.217 In order to satisfy the tests set out in this policy applicants need to provide evidence clearly showing that the public house is no longer economically viable and that the property has been marketed as a public house for a reasonable period usually no less than a period of 2 years. This is likely to mean showing evidence of the appointment of property consultant/estate agent to handle the marketing of the property and records of how and where the property has been marketed. Applicants may also carry out an assessment of the needs of the local community for community facilities to show that the public house is no longer needed and that alternative provision is available in the area.
Chapter 5

TOWN CENTRES AND SHOPPING

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TOWN CENTRES AND SHOPPING

THIS CHAPTER INCLUDES PLANNING POLICIES COVERING;

(i) Town Centre Revitalisation.

(ii) Wimbledon Town Centre.

(iii) Mitcham and Morden.

(iv) Local Shopping.

5.1 Accessibility and transport policies for Merton’s town centres are set out in a separate section within Chapter 6 of this Plan and should be referred to. Detailed urban design and townscape guidance is similarly set out in Chapter 4 and supplements policies in this chapter.

TOWN CENTRE REVITALISATION

POLICY TC.1: PROMOTING DEVELOPMENT IN TOWN CENTRES

A LARGE DEVELOPMENT FOR TOWN CENTRE USES SHOULD BE LOCATED WITHIN THE DESIGNATED TOWN CENTRES OF WIMBLEDON, MITCHAM OR MORDEN. ONLY EXCEPTIONALLY, WHERE A LARGE DEVELOPMENT CAN BE SHOWN TO MEET THE PROVISIONS OF POLICY TC2 WILL IT BE PERMITTED OUTSIDE OF THE DESIGNATED TOWN CENTRES.

Justification

5.2 The Council is seeking to locate large town centre developments, in particular shopping, but also leisure and cultural uses, offices, hotels and related uses, within its town centres in accordance with guidance in PPG6 and Strategic Planning Guidance for London. This will assist in maintaining and enhancing the vitality and viability of these centres and ensure that development that attracts many trips is located where access by a choice of means of transport is available. These centres generally provide high quality accessibility by public transport which reduces the need to use cars and the Council’s transport policies are seeking to improve these services over the plan period. This approach is consistent with sustainable development aims, promoting urban renaissance and the efficient use of urban land that the Government is seeking to promote.

5.3 In 1999 the Council commissioned a major town centre study of need and capacity for retail and leisure facilities (the Town Centre Capacity Study). With respect to retailing this Study identified that schemes underway in Wimbledon in 1999 will meet current shopping demand but that quality should be improved and in the longer term a major new development should be promoted. Wimbledon needs improved food shopping facilities. Both Mitcham and Morden need further retail development although there appears to be limited potential to attract investment. In each centre the scale of development should reflect the local environment and the role of the centre, as well as take account of the effect on vitality and viability. Suitable sites for development are shown on the Proposals Map and policy ST.26 provides more guidance on the Council’s Town Centre strategy and the needs of particular centres. Both centres have important roles in providing a wide variety of facilities for the local community. They should provide improved food shopping facilities for the day to day
needs of a large catchment population and attract larger units for other forms of shopping
within existing designated frontages or sites identified for appropriate uses on the Proposals
Map. These three designated town centres are particularly suitable locations for large retail,
and other town centre development uses over 500 m² subject to the guidance in this policy,
policy ST.26 and other relevant Plan policies. Policy TC.2 outlines the factors the Council will
consider when proposals for town centre uses are made outside designated centres.

5.4 The Town Centre Study identified that Wimbledon is the main leisure and entertainment
centre for the Borough and that current proposals will enhance facilities and meet residents
needs in this area. However in Mitcham and Morden there is a need for new leisure and
entertainment facilities. These developments generally require units of 740-1,850 m² and
should be suitably located within sites shown on the Proposals Map.
With respect to office development Wimbledon is the main location for large offices and
further guidance is provided in policies TC.9 -TC.12. Guidance on hotels and tourist
attractions is set out in Chapter 3: Living and Working in Merton.

5.6 The Town Centre Study found that a more pro-active approach is required to ensure that
town centre facilities can be provided and that the Council should develop town centre
management initiatives and ensure suitable sites can be assembled for development.

5.7 As indicated in PPG6 paragraph 4.13, the Council will expect all applications for retail
development over 2500m² to be accompanied by the relevant information set out in
that guidance.

POLICY TC.2: TOWN CENTRE TYPE DEVELOPMENTS OUTSIDE
DESIGNATED TOWN CENTRES

OUTSIDE THE DESIGNATED TOWN CENTRES OF WIMBLEDON, MITCHAM AND MORDEN A
LARGE DEVELOPMENT FOR RETAIL, LEISURE, ENTERTAINMENT OR OTHER TOWN CENTRE
USES, OTHER THAN OFFICES, WILL BE PERMITTED ONLY IF THE FOLLOWING CRITERIA
ARE MET:

(i) A NEED FOR THE DEVELOPMENT CAN BE DEMONSTRATED.

(ii) ALL POTENTIAL SITES WITHIN THE CENTRES OF WIMBLEDON, MITCHAM AND
MORDEN HAVE BEEN THOROUGHLY ASSESSED AND RULED OUT, FOLLOWED BY AN
ASSESSMENT OF EDGE OF CENTRE SITES WITH GOOD PEDESTRIAN ACCESS TO THE
TOWN CENTRE CORE SHOPPING AREA, AND THEN FOLLOWED BY A FULL
CONSIDERATION OF SITES WITHIN LOCAL CENTRES.

(iii) THE APPLICANTS CAN DEMONSTRATE THAT THEY HAVE BEEN FLEXIBLE ABOUT THE
FORMAT, SCALE, DESIGN AND PARKING PROVISION IN THE SEQUENTIAL SEARCH
FOR SITES, AS SET OUT IN (II) ABOVE.

(iv) THE PROPOSED DEVELOPMENT WILL BE ACCESSIBLE BY A CHOICE OF MEANS OF
TRANSPORT.

(v) THE VITALITY AND VIABILITY OF THE DESIGNATED TOWN CENTRES OF WIMBLEDON,
MITCHAM OR MORDEN WILL NOT BE HARMED BY THE PROPOSED DEVELOPMENT.

(vi) THE PROPOSAL WOULD NOT UNDERMINE THE DEVELOPMENT PLAN STRATEGY.
5.8 Town centre uses, including shopping, leisure and entertainment, other public facilities, commercial offices and other uses that attract a lot of people, should be located in the town centres of Wimbledon, Mitcham and Morden. Other plan policies seek to promote such locations for development, including ST.26-29, ST.31-34, TC.1, TC.3, TC.8, TC.9, TO.1, TO.2 LU.1-5. This approach represents the Council's strategy for such development for the purposes of guidance in PPG6.

5.9 To comply with Government guidance, in particular PPG6, the Council has undertaken a Town Centre Capacity Study in 1999 that indicates that future retail and leisure developments can all be accommodated within Merton's town centres. In general terms there is no 'need' for development of these uses outside these centres. Developers should therefore seek to locate such development within these town centres.

5.10 There may, however, be exceptional circumstances where an applicant contends that a development is needed and may need to be located outside a town centre. Such development proposals could include extensions to existing stores or changes to the range of goods sold. In addition new development proposals may come forward which need to be considered against this policy. It should be noted that proposals for retail warehouses, petrol station retailing, store extensions and change of goods within stores will be subject to the guidance in this policy.

5.11 As indicated in policy TC.1 the Council considers that town centre uses should locate within designated town centres and the Council wishes to take a positive and proactive approach to encourage potential investments into these areas. Developers should therefore work in partnership with the Council to ensure that their future development requirements can be satisfactorily accommodated. Where appropriate the Council will prepare development briefs. If necessary site assembly may be required and the Council will support such proposals where they meet the aims of this Plan. Policy TC.8 provides more guidance on this matter.

5.12 When the Council receives a proposal for a town centre use outside a town centre the applicant will be required to demonstrate that there is a qualitative and quantitative 'need' for the development. If this 'need' is accepted then a sequential site selection process will be required. The applicant should consider all options to assess whether the proposal could be located in a designated town centre. This assessment should include analysis of flexibility in a variety of formats and scale to meet identified needs and the extent of need in terms of time scale and other material factors. Where there is no 'need' for the development, a site assembly process should be undertaken.

5.13 Where no suitable sites within town centres can be identified, then an edge of town centre location should be considered which can be easily accessed by pedestrians from the adjoining town centre. If no edge of centre location is available then a location in a local or neighbourhood centre may be appropriate, depending on the scale of the proposal. Other plan policies such as S.1, S.4, provide advice on these matters. If these locations are not suitable then a location outside a designated centre may be considered.
5.14 However any proposals should be subject to the criteria listed in paragraphs 1.16-1.17 of PPG6. The location should be well served by public transport and have a choice of means of access. It should be located close to other similar facilities to enable linked trips and to reduce car use. Further guidance on such development is set out in Schedule 6 and Supplementary Planning Guidance for Out of Centre Retailing and Highways and Parking. In addition policy S.6 provides guidance on small scale retail development outside defined centres.

5.15 For the purposes of this policy there are no size limits for relevant development. All relevant types of development should be subject to this policy in accordance with guidance in PPG6 and other guidance. This policy particularly applies to large developments which policy TC.1 defines as those over 500m2. However, policy TC.9 defines offices over 200m2 as suitable for town centres and this policy may also be appropriate to smaller scale developments.

POLICY TC.3: MIXED USE DEVELOPMENT

A DEVELOPMENT PROPOSAL FOR A TOWN CENTRE USE OR A MIXED USE DEVELOPMENT WITHIN THE IDENTIFIED CENTRES OF WIMBLEDON, MITCHAM OR MORIDEN WILL BE PERMITTED PROVIDED THAT:

(i) THE SCALE AND NATURE OF THE DEVELOPMENT WILL BE COMMENSURATE WITH THE ROLE AND CAPACITY OF THE CENTRE IN WHICH THE DEVELOPMENT IS TO BE LOCATED.

(ii) IT WILL NOT HARM THE VITALITY OR VIABILITY OF THE CENTRE.

(iii) LARGE RETAIL OR LEISURE FACILITIES ARE LOCATED ON THE TOWN CENTRE SITES IDENTIFIED ON THE PROPOSALS MAP, UNLESS IT CAN BE DEMONSTRATED THAT ANOTHER TOWN CENTRE SITE IS MORE SUITABLE OR READILY AVAILABLE.

Justification

5.16 The Council is seeking to promote the vitality and viability of its town centres as focal areas for the community in accordance with national and strategic guidance. It is recognised that diversity of use can achieve these aims and support sustainable patterns of living by reducing car use and supporting linked trips to a range of facilities, work and housing.

5.17 Each centre requires a different range of uses and scale and grain of development, and more detailed guidance is set out in the following sections of this chapter. This advice includes proposals for particular sites. The Council recognises that different but complementary uses in the day and evening can make these centres more attractive to residents, workers and visitors.
Mixed use development can either include a mix within specified sites or a mix of uses on adjoining sites. In general residential use is best suited to upper floors with ground floors available for public activities and facilities. In town centres the Council is seeking high density housing that is especially suited for single person households with minimal parking. Uses that are especially suited to these centres include shopping, offices, leisure and entertainment, libraries, community, social and cultural facilities, hotels, transport interchange, public facilities, street markets, employment and education, restaurants, bars and cafes.

As indicated in Policy TC.1 all large developments (schemes of 500m2 and above) that attract high use by the public should be located in town centres where they can be well served by public transport, and where trips can be linked. To ensure that suitable sites are available to meet future demand and needs of residents and operators the Council commissioned the Town Centre Capacity Study in 1999. Its findings have been incorporated into the policies and proposals for each centre. The Study found that future demands and needs for retail and leisure development can all be accommodated within existing centres and that there is no justification for development outside these centres.

The Town Centre Study identified that operator's requirements for new facilities is increasingly for larger units and sizes of 5-10,000 ft2 (464-928m2) for retail and 10-30,000 ft2 (928-2784m2) for leisure are required. In some centres, sites are not readily available of this size and sites may need to be assembled or acquired to meet this demand. The Council will support proposals by developers to provide larger units in town centres, subject to other policies in particular to take account of the different needs of each centre and the scale of development that would be appropriate.

POLICY TC.4: TOWN CENTRE MANAGEMENT

TO ENSURE SUCCESSFUL TOWN CENTRES, THE COUNCIL WILL PROMOTE A RANGE OF TOWN CENTRE MANAGEMENT INITIATIVES IN PARTNERSHIP WITH LOCAL BUSINESSES AND RESIDENTS.

Justification

Town centres are part of our civic heritage and securing their health helps to foster civic pride and local identity. It also helps to promote sustainable development. This Plan is intended to provide a framework to encourage investment in town and local centres in Merton. However to achieve the Plan's aims requires a more proactive approach and partnership with landowners, developers and the local community.

There is an increasing awareness that the success of town centres depends on good management and close liaison with the owners, traders and users of these centres. Local Planning Authorities in their enabling role, preferably in partnership with the private sector and the local community, are advised to consider appointing a Town Centre Manager to co-ordinate public and private sector initiatives. Good town centre management should ensure the proper co-ordination and development of services to the town centre. More detailed non-statutory town centre management strategies and action plans, drawn up within the broad framework of the UDP, can bring forward initiatives such as environmental improvements, the enhancement of open spaces, recreation and entertainment activities, improvements in the safety, security and integration of public transport services and the pedestrian environment, parking and advertising. Competition between town centres is increasing, and it will be important to improve Merton's town centres to ensure their continued success.
5.23 The Council will therefore promote town centre management initiatives to implement and compliment planning policies to facilitate the development of town centres that people like and want to visit and which have economic success, vitality and are robust. The Council’s 1999 Town Centre Study found a high level of dissatisfaction by residents about the layout and atmosphere of Merton’s centres and these concerns need to be addressed. In particular there is a need to improve the quality of the pedestrian environment, reduce crime and anti-social behaviour, and the impact of traffic.

POLICY TC.5: GOOD URBAN DESIGN AND PUBLIC REALM

THE COUNCIL WILL PROMOTE IMPROVEMENTS IN ALL DESIGNATED CENTRES AND REQUIRE DEVELOPMENTS TO CONTRIBUTE POSITIVELY TO IMPROVING THE PUBLIC REALM AND ACHIEVING GOOD QUALITY URBAN DESIGN (SEE ALSO POLICY BE.38).

Justification

5.24 Government guidance in PPG1 and PPG6 in particular promote good quality urban design for town centres. Detailed urban design guidance is set out in Chapter 4 of this Plan. The 1999 Town Centre Capacity Study identified residents concerns about the quality of urban design in Merton’s town centres.

5.25 The Council will seek to provide a high quality environment in its town centres and this should contribute to their urban renaissance and the attraction of customers and visitors. An urban design analysis is required of each centre to guide future investment and development, and planning briefs will be prepared for the main opportunity sites.

POLICY TC.6: PROMOTING VITALITY AND VIABILITY

THE COUNCIL WILL SEEK TO PROMOTE THE VITALITY AND VIABILITY OF DESIGNATED TOWN CENTRES AND WILL:

(i) REQUIRE ACTIVE FRONTAGES FOR SITES AND DEVELOPMENT WHERE APPROPRIATE;
(ii) SUPPORT THE REUSE OF VACANT OR UNDERUSED LAND AND BUILDINGS;
(iii) SUPPORT 18-24 HOUR OPENING WHERE IT WILL NOT HARM RESIDENTIAL AMENITY;
(iv) IMPROVE THE QUALITY OF THE ENVIRONMENT;
(v) SEEK TO ATTRACT INVESTMENT IN APPROPRIATE DEVELOPMENT AND THE BUILT ENVIRONMENT;
(vi) ENSURE GOOD ACCESSIBILITY TO AND WITHIN THE CENTRES, ESPECIALLY FOR PEDESTRIANS.
5.26 The Council wishes to enhance the vitality and viability of Merton's main town centres of Wimbledon, Mitcham and Morden to ensure their success. They should provide a wider range of facilities and high quality environment. Town centres should play a key role in meeting Merton residents needs for a variety of purposes, and different sections of the community require different facilities. Town centres need to contribute to the renaissance of urban areas and should be developed as multi-functional centres offering not only retail but increasingly complementary leisure and cultural facilities, living and working opportunities, safety and environmental improvements, traffic management to reduce pollution and the impact of traffic, improved accessibility, and the promotion of an appropriate development mix.

5.27 The emphasis in each centre varies and detailed policies in the following sections of the Plan reflect their particular needs. Although housing is being encouraged with town centres it is important that this is not provided at the expense of other town centre uses that are needed. Therefore housing should accommodate people who chose to live in town centres where benefits are available in terms of good public transport and a wide range of facilities. But residents will need to accept that the level of activity is higher and residential amenity may be of a reduced standard, when compared with single use residential areas. Policies TC.7, HP.4 and HS.1 provide further guidance on housing in town centres.

POLICY TC.7: HIGH DENSITY HOUSING

WITHIN TOWN CENTRES HOUSING DEVELOPMENT SHOULD BE HIGH DENSITY AND SHOULD NOT CONFLICT WITH OTHER POLICIES FOR TOWN CENTRE USES. HOUSING AS PART OF MIXED USE DEVELOPMENT WILL BE ENCOURAGED.

Justification

5.28 Advice in PPG3, PPG6 and PPG13 promotes higher density housing in town centres where public transport is good and where car parking standards can be minimised. This Plan supports this approach as a means of providing a variety of housing and meeting housing demand, in particular for one or two person households.

5.29 Policy HP.4 sets out the Council's detailed policies for higher density housing. Policy HS.1 together with Supplementary Planning Guidance for new residential development, provides further guidance on housing standards these developments should comply with. In considering the density appropriate to particular sites account should be taken of the character of particular centres and other Plan policies. In general Wimbledon is more suited to higher density development and Mitcham is less suited to this form of development. In order to ensure that other town centre activities are retained and enhanced, and the vitality of centres is promoted, many housing sites should form a part of a mixed use development. In Mitcham the Council is promoting Urban Village policies (See Chapter 3).
POLICY TC.8: LAND ASSEMBLY

THE COUNCIL WILL WORK IN PARTNERSHIP WITH LANDOWNERS AND DEVELOPERS TO ASSEMBLE SITES TO ACHIEVE THE REGENERATION AIMS OF THE PLAN.

Justification

5.30 The Council recognises that to achieve the Government's aims of sustainable development, greater emphasis should be placed on town centres. However, a major barrier to investment in town centres is high land values, a multiplicity of ownership's and the complexity of development, including site assembly. The Government is seeking to promote town centre regeneration and is reviewing the mechanisms to enable development to proceed more easily. The Urban Task Force and Urban Policy White Paper are seeking to identify suitable ways of meeting these aims.

5.31 The 1999 Town Centre Study identified that many of the best opportunities for town centre development in Merton will require a more pro-active role by the Council if the aims of this Plan are to be achieved. Regeneration in Mitcham and Morden will in particular be dependent on initiatives by the Council in partnership with landowners and developers. The Council will therefore seek to support regeneration initiatives by taking a more proactive role and seek to identify the resources necessary to achieve its aims. Where necessary the Council will utilise compulsory purchase orders or similar mechanisms. (See also Policies LD.3, LD.4, and F.1 in Chapter 7 of the Plan).

POLICY TC.9: OFFICE DEVELOPMENT

THE COUNCIL WILL ENCOURAGE BUSINESSES WHICH WISH TO OCCUPY LARGER UNITS OF OFFICE DEVELOPMENT TO LOCATE IN THE DESIGNATED TOWN CENTRES OF WIMBLEDON, MITCHAM AND MORDEN, OR IN THE COLLIERS WOOD URBAN CENTRE, AS DEFINED ON THE PROPOSALS MAP.

OUTSIDE THESE AREAS PLANNING PERMISSION FOR LARGE OFFICES WILL ONLY BE GRANTED IN EXCEPTIONAL CIRCUMSTANCES WHERE:

(i) NO SUITABLE TOWN CENTRE SITE IS AVAILABLE.
(ii) A NEED CAN BE DEMONSTRATED.
(iii) THE SITE IS WELL SERVED BY PUBLIC TRANSPORT AND WHERE ADEQUATE ON STREET PARKING CONTROL IS IN PLACE.

Justification

5.32 The Council considers that the town centres of Wimbledon, Mitcham and Morden are the best locations in the Borough for the development of larger units of office space, which for the purpose of this Policy are defined as units of floorspace exceeding 200 m². Not only do the town centres tend to have the best public transport connections, thereby reducing the necessity for office employees to travel to work by private car, but town centre shopping and leisure facilities which benefit local residents are often sustained by the additional expenditure of local office employees. In addition, although it is not a town centre, by reason of its high levels of public transport accessibility the Colliers Wood Urban Centre is also considered to be a suitable location for large office units.
5.33 Moreover, the Council is concerned to ensure that employees in the Borough enjoy the best possible working environment and facilities, and from this point of view the town centres represent the best places in Merton for office workers to be located. Office development proposals will be subject to other Plan policies and the scale of any proposals should respect the character of the local area. (See policy BE.22).

5.34 In exceptional circumstances the Council may permit larger offices in other parts of the Borough where no suitable town centre site can be identified in accordance with guidance on the sequential approach in PPG6. In addition a particular need for office use should be established and the site should be well served by public transport. Suitable locations could include Local Centres and employment sites on public transport corridors and where there is a controlled parking zone. Transport assessments should be submitted with all development proposals for large offices because they are major generators of travel demand.

POLICY TC.10: MIXED USE ON LARGE OFFICE DEVELOPMENT SITES

IN OFFICE DEVELOPMENTS ON LARGER SITES THE COUNCIL WILL REQUIRE A MINIMUM OF 20% OF THE NET FLOORSPACE OF THE DEVELOPMENT TO BE FOR NON-OFFICE USE.

Justification

5.35 The Council is seeking to ensure that while it increases the capacity of its town centres to accommodate office employment, that increased capacity does not compromise its intention of retaining a diverse range of uses in the these centres as a means of enhancing their vitality. The Policy aims to allow smaller sites to be developed or redeveloped exclusively for office use, but seeks to ensure that where large office developments are proposed on sites exceeding approximately 0.25 hectares, that the building should include a mix of uses, thereby ensuring that the valued physical and functional diversity of the town centres cannot be overwhelmed by a few large office developments.

POLICY TC.11: CONVERSION OF OFFICES TO RESIDENTIAL USE

WITHIN THE DESIGNATED TOWN CENTRES PLANNING PERMISSION WILL BE GRANTED FOR CHANGE OF USE FROM OFFICE FLOOR SPACE TO RESIDENTIAL, ONLY IF IT CAN BE DEMONSTRATED THAT FULL AND PROPER MARKETING OF THE SITE OR PREMISES FOR AT LEAST 2 YEARS CONFIRMS THE UNSUITABILITY AND FINANCIAL NON-VIABILITY FOR OFFICE PURPOSES.

Justification

5.36 There is a significant shortage of modern office floorspace within Wimbledon town centre and there has been steady growth in the demand for a Wimbledon location from certain types of businesses. The Council wishes to increase the Borough's (and particularly Wimbledon's) capacity for attracting and accommodating office employment in order to meet the need for more accessible, good quality employment for its resident workforce.
5.37 The Policy is intended as a means of protecting the best office development and location opportunities within the designated town centres against strong short term pressure for change to residential use. Recent office development activity in Wimbledon has largely taken place on the fringes of the town centre close to sensitive residential areas, and this is partly because the opportunities for office development in the former Commercial Area have been limited. Protecting office floorspace and providing office development opportunities in the town centre is facilitated by the Plan. (See also Policy WTC.6 in this chapter).

5.38 For the purposes of this policy the Council would regard a small site as being one which is less than approximately 0.1 hectares, and a small office unit as being less than 150 m\(^2\) gross.

**POLICY TC.12: OFFICES ABOVE SHOPS OUTSIDE THE TOWN CENTRES**

Outside the town centres the Council will permit a range of uses in the floors above shops and will permit changes of use between these uses except in the following circumstances:

(i) Where the internal space cannot satisfactorily accommodate the proposed use in the light of standards set out in supplementary planning guidance;

(ii) Where the external environment does not permit the satisfactory conduct of the proposed use;

(iii) Where the proposed use will have an adverse impact on the surrounding environment;

(iv) Where the space in question is occupied (not vacant);

(v) Where any proposed employment use is substantial.

**Justification**

5.39 The purpose of this policy is to ensure that vacancy levels in neighbourhood shopping parades are kept to a minimum and that these parades contribute to a sustainable and vital mix of uses in the neighbourhoods within which they are located. The restriction on the scale of employment uses in such parades is to ensure that larger businesses are directed to more appropriate locations such as the town centres, the industrial areas or larger sites. It is considered that office users which need to occupy more than about 200 m\(^2\) should be directed to the town centres, because that is where their employees can best be accommodated in terms of public transport and other facilities (see also Policies MU.1-MU.3).
POLICY TC.13: UPPER FLOORS IN SHOPPING STREETS

THE COUNCIL WILL ACTIVELY SUPPORT PROPOSALS WHICH BRING UPPER FLOORS ABOVE SHOP UNITS INTO USE. WHERE UPPER FLOORS IN SHOPPING AREAS SHOWN IN TABLE 6.1 ARE NOT IN RETAIL USE, A RANGE OF USES WILL BE CONSIDERED WHERE:

(i) THERE WOULD BE NO LOSS OF RESIDENTIAL OR BUSINESS ACCOMMODATION WHERE THIS IS AN ESTABLISHED USE;

(ii) THE VIABILITY OF THE GROUND FLOOR UNIT WOULD NOT BE ADVERSELY AFFECTED;

(iii) THERE WOULD BE NO DETRIMENTAL EFFECTS ON THE ENVIRONMENT AND FUNCTIONING OF THE TOWN CENTRE;

(iv) THE AMENITY OF NEIGHBOURING RESIDENTIAL OCCUPIERS WOULD NOT BE ADVERSELY AFFECTED;

(v) THERE IS NO LOSS OF AN INDEPENDENT ACCESS FROM THE STREET.

Justification

5.40 Many upper floors above shops are often under-used or vacant. Such valuable sources of floorspace in shopping areas should be encouraged for activities appropriate to shopping locations. Residential use is considered acceptable as it contributes to the diversity and maintains the vitality of a town centre. There is also demand for accommodation above shops from commercial users such as retailers themselves, restaurants or office occupants. All such users, however, must be able to add to the vitality of the shopping street whilst not adversely affecting the amenities of neighbouring occupiers. It is important to retain independent access from the street; this becomes unnecessary, however, where the ground and upper floors are occupied by the same retailer.

WIMBLEDON TOWN CENTRE

5.41 Wimbledon town centre is the Borough's main shopping and entertainment centre, office location and a major transport interchange. It is defined as a Major Centre in Strategic Planning Guidance, 1996.

5.42 The Wimbledon Town Centre Viability Study 1996, and the Town Centre Capacity Study 1999 supports the Plan maintaining the town centre's function as a Major Centre, an important location for shopping, offices, entertainment, cultural and community activities and as an important transport interchange. The latter Study recommended that the emphasis in Wimbledon should be on consolidation and qualitative improvements, particularly of the environment and layout of the town centre. In addition, provision should be made for future retail and other development in order to maintain the town centre's competitive position in the future.

5.43 Policies for the town centre should be considered in conjunction with other Plan policies as appropriate, particularly Transport policies TO.1 to TO.2.
Strategy

5.44 In recognition of Wimbledon town centre’s importance the Strategy below builds on and emphasises the existing strengths and character of the town centre, and protects adjoining residential areas from development pressures and adverse environmental impacts. The Strategy seeks to apply principles of sustainable development:

(i) To consolidate the town centre as the principal town centre in Merton providing a diverse range of activities including shops, offices, residential, leisure, cultural, entertainment, arts and community facilities.

(ii) To maintain and enhance the character and diversity of the town centre, to improve the quality of the environment and to protect the amenity of adjoining residential areas.

(iii) To improve accessibility to and within the town centre and in particular to enhance conditions for pedestrians.

(iv) To encourage and seek co-operation with local landowners, businesses, residents and local organisations to bring about the improvements needed over the next 10 years.

Objectives

5.45 To achieve the aims of this Strategy over the next ten years the following planning objectives are proposed:

New Facilities

(i) To attract a mixture of town centre facilities to key sites, which create diversity and variety, meet the needs of Borough residents and create a lively and safe environment.

(ii) To attract multiple retail traders and larger stores in order to widen the range of shopping, and retain smaller retail businesses and specialist shops which complement them.

(iii) To encourage new leisure, entertainment, community and cultural facilities and to preserve existing facilities. These facilities should integrate with other town centre activities and have regard to the amenity of nearby residents.

Employment

(iv) To increase employment within the town centre and to maximise the advantages of good public transport accessibility.

(v) To encourage new development including an increase in the provision of new high specification office floorspace.
Environment and Townscape

(vi) To ensure that new development satisfactorily relates to surrounding buildings, the character of the centre and is of a high quality. To protect the character and appearance of the town centre’s Conservation Areas, and retain those existing buildings that are important to the character of the town centre.

(vii) To enhance the environmental quality of the town centre by creating new public spaces/town squares, improved landscaping, streetscape and street furniture, promoting public art and encouraging facelifts to buildings and sites where appropriate.

(viii) Improving conditions for pedestrians, including the mobility impaired, by controlling traffic speeds, creating traffic free areas, safe and convenient road crossings and footway widths, creating new footpath links and ensuring a high quality pedestrian environment throughout the town centre.

(ix) Enhancing the vitality, interest and variety of the centre by retaining diversity of land-use and encouraging mixed uses.

Accessibility

(x) To improve accessibility, safety and environmental quality within the town centre in particular for pedestrians and cyclists.

(xi) To provide for the variety of needs of people with disabilities.

(xii) To provide public short-stay car parking in conjunction with new public facilities but to restrain the use of the car in recognition of the environmental impact and the good public transport services.

(xiii) To seek improvements in public transport services by improvements to Wimbledon Station Precinct and interchange facilities, and to support a range of measures to improve bus services.

(xiv) To protect surrounding residential areas from intrusive effects of through traffic by traffic calming, controlled parking zones and other measures, whilst maintaining an adequate level of accessibility.

(xv) To improve the highway network in conjunction with the development process to enhance local access.

Housing

(xvi) To maintain, protect and enhance existing residential areas in and around the town centre, and encourage opportunities for new high density residential development, in particular to bring back vacant upper floors into use.
POLICY WTC.1: A MIXED USE TOWN CENTRE

IN ORDER TO ACHIEVE A BALANCED MIX OF USES IN WIMBLEDON TOWN CENTRE, THE SITE PROPOSALS LISTED IN SCHEDULE 1, AND ON THE PROPOSALS MAP, WILL BE DEVELOPED ONLY FOR THE PURPOSES FOR WHICH THEY ARE IDENTIFIED.

DEVELOPMENT ON OTHER SITES WILL BE REQUIRED TO ACHIEVE A BALANCE OF MIXED USES, INCLUDING THE USE OF UPPER FLOORS OVER SHOPS FOR RESIDENTIAL PURPOSES.

Justification

5.46 There is a need for variety of uses within the town centre to meet residents’ needs for a range of town centre facilities. Mixed uses will enable the vitality of the town centre to be supported by encouraging activities outside normal shopping hours. In large schemes a mix of uses will be sought so that no one use will dominate the scheme to the detriment of the character of the town centre. Further details of suitable uses for specific sites are contained within the Schedule of Proposals and shown on the Proposals Map. The floorspace mix will exclude parking and servicing areas and will relate to the Gross Leasable Areas (GLA) within particular sites. Planning Briefs will be prepared where appropriate to ensure that a genuine mix of uses are achieved and to reflect their importance to the future of the town centre (See Policy LD.3). PPG6 provides further material guidance on diversity in town centres.

POLICY WTC.2: EXTENSION OF P3 DEVELOPMENT SITE

THE COUNCIL SUPPORTS THE EXTENSION OF THE P3 SITE FOR DEVELOPMENT FOR COMMUNITY USES

Justification

5.47 The P3 site was identified in the Adopted Plan, 1996, for Mixed Use Development. Development proposals for most of the P3 site have now been implemented in accordance with the approved Development Framework. The Town Centre Capacity Study has identified development opportunities in The Broadway adjoining the site. The Council wishes to complete the development of the site for community uses. These uses could include a major public building for arts, culture, entertainment and leisure activities.

5.48 In order to provide wider opportunities for comprehensive development and to improve public access to the development the Council has therefore extended the P3 proposal to include adjoining sites on Wimbledon Broadway. In extending the site for future development the Council will seek to encourage the comprehensive planning of the site, but will not oppose the possible development of the extended site in two phases. However in extending the site the Council will require the continued provision of car parking and vehicular access to the site under the terms of the development agreements relating to the adjoining development.

5.49 Should a developer wish to pursue the development of the extended site the Council will prepare a revised Development Framework for the development of the site in conjunction with the developer and will assemble land, using Compulsory Purchase Powers in accordance with Policy TC.8, if necessary, in order to achieve comprehensive development. This approach accords with planning guidance contained in PPG6. The enlarged site is designated as 2 WTC in the schedule of Proposals and shown on the Proposals Map.
POLICY WTC.3: THE PRIMARY SHOPPING AREA

A PROPOSAL THAT WILL LEAD TO THE LOSS OF ONE OR MORE SMALL SHOP UNITS IN THE PRIMARY SHOPPING AREA WILL NOT BE PERMITTED, UNLESS IT CAN BE DEMONSTRATED THAT SUCH LOSSES WILL NOT UNDERMINE THE OVERALL CHARACTER AND QUALITY OF THE AREA.

Justification

5.50 In 1996 a Wimbledon Town Centre Viability Study was undertaken which confirmed the need for development of the P3 site for additional shopping and leisure facilities. The Town Centre Capacity Study, 1999, found that the current demand for retail floorspace will be met by the P3 site, but there is potential for growth in retail floorspace in the long term.

5.51 The range of shopping facilities currently provided is therefore adequate to meet the expressed needs of Merton residents, particularly for multiple trader outlets. The future for Wimbledon as a shopping centre can best be secured by creating a town of recognised character and quality and by increasing the shopping attraction of the Centre thereby enhancing the turnover potential of the many existing small and specialist shops.

5.52 The provision of large space shop units suited to the needs of multiple retailers, will strengthen the role of Wimbledon as an effective Major Centre. In particular the Town Centre Capacity Study identified a need for large 464.5 m² (5,000 ft²) food stores in order to add to existing provision. Provision of a suitable proportion of small unit shops will also be sought by retaining, as far as practicable, existing uses. In addition to durable goods shopping there is a need for larger food stores, in excess of 465 m² (5000ft²) in order to improve the quality of food shopping.

POLICY WTC.4: CHANGE OF USE IN THE PRIMARY SHOPPING AREA

WITHIN THE PRIMARY SHOPPING AREA OF WIMBLEDON TOWN CENTRE PLANNING PERMISSION WILL NOT BE GRANTED FOR CHANGE OF USE FROM RETAIL (CLASS A1) OR FOR THE REDEVELOPMENT OF GROUND FLOOR SHOPS FOR OTHER USES.

Justification

5.53 In order to reinforce Wimbledon as the Borough’s primary shopping centre and to secure the regeneration of the town centre and also to provide a shopping environment attractive and convenient for the Borough’s residents, the Council has identified a primary shopping area from which non-shop uses will be excluded. In the wrong place, non-shop uses can be detrimental to the retail activity of the town centre.

5.54 In addition to the primary shopping areas the Council has designated core and secondary shopping frontages in the town centre. These frontages are considered to fulfil similar functions to shopping frontages in other Borough shopping centres and policies for Core and Secondary Frontages set out in the Town Centres and Shopping Chapter will, therefore, be applied to these parts of the town centre. Table 5.1 lists the properties to which these policies apply.
POLICY WTC.5: LEISURE AND ENTERTAINMENT FACILITIES


Justification

5.55 The Town Centre Capacity Study found that Wimbledon provides entertainment and leisure facilities serving the Borough and areas around, and it is important that these facilities add to and complement existing provision. This would ensure that Wimbledon is a properly equipped town and strategic centre. This Policy is not intended to prohibit redevelopment which would involve the demolition or change of use from existing entertainment and leisure facilities but will require that replacement facilities, perhaps different to that which existed, are provided. In some instances the new facility may be located on a different site in the town centre in which case the suitability of that site, in the context of the town centre as a whole, will need careful consideration. In granting planning permission which includes the provision of replacement facilities the Council will wish to be satisfied that the proposals are implemented in their entirety.

POLICY WTC.6: OFFICE DEVELOPMENT

OFFICE DEVELOPMENT WILL BE PERMITTED WITHIN WIMBLEDON TOWN CENTRE IN ACCORDANCE WITH POLICIES TC.9 AND TC.10 AND SUBJECT TO OTHER POLICIES IN THE PLAN.

Justification

5.56 Wimbledon town centre is identified in Strategic Guidance, 1996, as a location which is highly accessible by public transport. It is a highly attractive office location for a range of types of business. The centre already accommodates an estimated 10,000 office jobs, of which about 20% are occupied by Merton residents, and it has the potential to attract many more. These jobs provide good quality local employment opportunities for Merton's economically active population, and reduce the level of commuting out of the Borough. They also represent a source of consumer demand which helps to underpin the shopping and leisure facilities within the centre, and they greatly contribute to Wimbledon's vitality. Some of the most appropriate sites for office development have been developed for alternative uses such as residential, and there has been little replacement of the stock of outdated office floorspace. However, in 1999 there was considerable unsatisfied demand from businesses for units of floorspace of over 1,000 m². and opportunities need to be created in suitable parts of the town centre for the development of new, high quality office accommodation.
At the same time, an over-emphasis on office development would be detrimental to the character of the area and to the Council's aim of creating a balanced mix of uses throughout the town centre. For this reason, Policy TC.10 seeks to incorporate other uses in large office development sites. In addition major office developments will be expected to contribute directly and indirectly (by means of Planning Obligations) to the quality of the town centre as well as to its effective management, where these contributions are fairly and reasonably related to the proposed development. (See Policy F.2).

Sites particularly suited to development for office purposes are identified on the Proposals Map.

**POLICY WTC.7: HOTEL DEVELOPMENT**

The Council will support hotel development within the town centre subject to the criteria contained within Policy T.1.

**Justification**

There is a recognised need for additional hotel accommodation outside central London, and the Council’s Tourism/Visitor Strategy, 1999, supports Wimbledon town centre as a suitable location for hotel development. A main advantage of this location is the very good accessibility by public transport and the other town centre facilities available locally. A hotel development that includes ancillary leisure, social and conference facilities would be especially beneficial if available for use by the general public, and such provision will be sought.

**POLICY WTC.8: DEVELOPMENT FACILITIES**

In considering proposals for development within the town centre, the Council will, where appropriate, seek the provision of infrastructure or facilities and other benefits which meet a planning purpose and which fairly and reasonably relate to the proposed development, through the use of Planning Obligations.

**Justification**

The Council will seek to ensure that private sector development achieves the full range of the Plan's aims and will encourage developers to contribute to the provision of a range of environmental improvements, community and transport facilities such as:

- Light Rail Tram facilities
- Public Transport interchange improvements
- Other Public Transport improvements
- Cycling facilities
- Pedestrian Facilities
- Off-site access roads to serve new development
▲ Affordable housing
▲ Environmental improvements within the town centre
▲ Works of Art
▲ Public spaces and landscaping
▲ Town Centre Management
▲ Contributions to Town Centre Research Studies
▲ Community based public facilities.

POLICY WTC.9: WIMBLEDON STATION PRECINCT

SITE 1WTC IS A PUBLIC TRANSPORT INTERCHANGE SITE PROPOSAL, IDENTIFIED ON THE PROPOSALS MAP AS A TRANSPORT DEVELOPMENT AREA. THE SITE IS TO BE COMPREHENSIVELY REDEVELOPED FOR THE RANGE OF MIXED USES DEFINED IN SCHEDULE 1. DEVELOPMENT WILL NOT BE PERMITTED AT OR IN THE VICINITY OF SITE 1WTC IF IT PREJUDICES COMPREHENSIVE REDEVELOPMENT OF THE SITE.

Justification

5.61 This site (formerly known as the P1 Site) extends to approximately 3.9 hectares and is centrally located in Wimbledon Town Centre over the railway tracks at and including Wimbledon Station. It has been identified as suitable for a redevelopment scheme of town centre uses including retail, hotel/conference centre and offices (B1). The site incorporates Wimbledon Station which is developing as south London’s most important multi-modal, public transport interchange. The site is identified as 1WTC in the Schedule of Proposals and on the Proposals Map.

5.62 Wimbledon Station Precinct (WSP) is the most important development site in Wimbledon providing longer term capacity for securing a major town centre redevelopment scheme in partnership with network rail for securing an improved public transport interchange, more sustainable access to the town centre and an improved and extended pedestrian environment. It is also the most strategically accessible site in Wimbledon with a maximum public transport accessibility index. Introducing a Transport Development Area (TDA) is a mechanism to secure high density development at/around public transport nodes. Designating WSP as a TDA and reinforced by the preparation of a development brief as SPG will provide the important policy linkage between accessibility, density and location and provide the basis for securing benefits in terms of placemaking and public realm improvements. Support for this approach has been indicated in the revised consultation draft PPG13 (Transport).
5.63 The Council prefers a comprehensive redevelopment scheme to take place incorporating the creation of a major new rail concourse and public square, and a range of land uses supported by vehicular servicing arrangements provided from a new bridge link is indicated as proposal 16T on the proposals map. A redevelopment scheme could be completed towards the end of the plan period thereby ensuring the long term development potential of the town centre as Merton’s strategic centre. The development of Wimbledon Station precinct will also include the creation of pedestrianised areas on Wimbledon bridge as an enlarged forecourt to Wimbledon station, together with measures to improve the adjoining pedestrian environment in accordance with Policy WC1 of the plan. The precinct will be integrated with adjoining developments and the development of a public transport interchange at the station, including a bus/coach station on the Alexandra Road frontage. The Council will support the acquisition of land to secure the comprehensive development of the site in accordance with Policy LD4.

5.64 Wimbledon Station Precinct is currently the last major redevelopment site in the town centre. The Town Centre Capacity Study found that development at Wimbledon Station is the key to maintaining the town centre’s competitive position in the future in terms of facilities, amenities and accessibility. It is, however, a long term opportunity. Retail (convenience and durable goods) and offices are identified as the preferred principal uses. A redevelopment scheme could be completed towards the end of the Plan period thereby ensuring the long-term development potential of the town centre as Merton’s strategic centre.

5.65 The Council prefers a comprehensive redevelopment scheme to take place incorporating the creation of a major new rail concourse and public square, and a range of land uses supported by vehicular servicing arrangements provided from a new highway bridge link across the tracks between Alexandra Road and Queens Road. (The bridge link is indicated as Proposal 16T on the Proposals Map). The development of Wimbledon Station Precinct will also include the creation of pedestrianised areas on Wimbledon Bridge as an enlarged forecourt to Wimbledon Station, together with measures to improve the adjoining pedestrian environment in accordance with Policy WC1 of the Plan.

5.66 Wimbledon Station Precinct will be integrated with adjoining developments and the development of a public transport interchange at the station, including a bus/coach station on the Alexandra Road frontage.

5.67 The development of the Precinct will be promoted as a Partnership Scheme and facilitated by the preparation of a Planning Brief for the site drawn up in consultation with the landowners, especially Railtrack. The Council will support the acquisition of land to secure the comprehensive development of the site in accordance with Policy LD4.
MITCHAM

5.68 The following policies have been formulated to underpin Mitcham town centre’s role as a District Centre and to support its future development as an Urban Village. To arrest its decline as a shopping centre it is considered important to encourage the development of a mixed use centre providing a diverse range of shops and services. Its appearance and image will be improved by the development of high quality shops and an expansion of its resident population.

POLICY MI.1: URBAN VILLAGE

IN ORDER TO ACHIEVE REGENERATION IN MITCHAM TOWN CENTRE, THE SITE PROPOSALS LISTED IN SCHEDULE 1, AND ON THE PROPOSALS MAP, WILL BE DEVELOPED ONLY FOR THE TOWN CENTRE AND MIXED USE PURPOSES FOR WHICH THEY ARE IDENTIFIED.

DEVELOPMENT ON OTHER SITES WILL BE REQUIRED TO ACHIEVE A BALANCE OF MIXED USES, INCLUDING THE USE OF UPPER FLOORS OVER SHOPS FOR RESIDENTIAL PURPOSES.

Justification

5.69 Mitcham is a potentially attractive district shopping centre with a unique character and is an important community focus. Its relative retail importance and its retail catchment area have declined particularly because of the Savacentre at Colliers Wood and other retail developments. Mitcham has good bus services but no rail facilities and lacks some town centre uses such as entertainment and office employment.

5.70 Accordingly, the Council wishes to stem the decline of the town centre and encourage the development of a mix of sustainable uses that will reinforce existing retail facilities and promote its Urban Village Characteristics. A key requirement in the promotion of Mitcham as an Urban Village will be increasing its resident population and the introduction of measures to improve its accessibility, especially by public transport walking and cycling, and the introduction of measures to substantially enhance its pedestrian environment. The Council’s Supplementary Planning Guidance Note for Sustainable Development provides further guidance on this subject.

5.71 The Schedule of Proposals and the Proposals Map identify seven sites in Mitcham suitable for a range of development proposals.

POLICY MI.2: CORE FRONTAGES

THE COUNCIL WILL SUPPORT AN INCREASE IN RETAIL DEVELOPMENT, MARKET STALLS AND IMPROVEMENTS TO THE PEDESTRIAN ENVIRONMENT OF THE CORE SHOPPING FRONTAGES.

Justification

5.72 The Centre of Mitcham generally consists of single sided shopping streets and is relatively dispersed with long walking distances between shop frontages. The core frontage area identified on the Proposals Map contains the main pedestrian flow in the centre. The Council aims to retain shopping uses generating and dependent on high footfalls. To provide maximum retail opportunities the Council will encourage market stalls to be located between and along these frontages; will ensure that pedestrian flow is smooth and will introduce measures to improve the pedestrian environment. In
secondary shopping areas changes from A1 uses to other town centre uses will be considered. Areas will be identified for food and evening entertainment. “Magnet” uses which encourage pedestrian movement into secondary shopping areas will be retained as far as possible at the following locations:

(i) Mitcham Post Office, for Upper Green East.
(ii) Tescos.
(iii) Iceland, Netto and the proposed Tramlink station at Upper Green West.
(iv) London Road.

5.73 Pedestrian crossing facilities will be located to encourage direct pedestrian flow between shops. Pedestrian crossing opportunities will be reviewed in Mitcham Town Centre for existing signal installations and other pedestrian crossing points.

POLICY MI.3: RE-USE OF UPPER FLOORS
THE COUNCIL WILL SUPPORT THE REUSE/REFURBISHMENT OF UPPER FLOORS OF PROPERTY IN THE TOWN CENTRE FOR RESIDENTIAL ACCOMMODATION.

Justification

5.74 There is substantial floorspace in the upper storeys of town centre property suitable for re-use or refurbishment as residential accommodation. Increasing residential floorspace and occupation in the town centre would make a significant contribution to promoting sustainable development in Merton, an Urban Village at Mitcham and an increase in the stock of flatted (“affordable”) housing provision in the Borough.

POLICY MI.4: GATEWAYS
THE COUNCIL WILL ENCOURAGE GATEWAY IMPROVEMENTS AT KEY ENTRANCE POINTS TO THE TOWN CENTRE TO REDUCE BARRIERS TO ENTRY FOR PEDESTRIANS AND CYCLISTS, PROMOTE THE TOWN CENTRE, ADVERTISE SHOPS AND ATTRACTIONS AND PROVIDE INFORMATION.

Justification

5.75 The walk-in catchment population is particularly important for Mitcham. Gateway improvements reduce obstacles to access by sustainable modes of transport and improve the image of Mitcham as a well-managed centre. Priority locations are:

(i) 209 London Road where a town entrance arch, improved landscaping, short term parking and a landscaped square and rationalised advertising space will be considered.
(ii) 12-28 St Marks Road where a safe route to school using reallocated highway space will be considered.
(iii) Raleigh Gardens/Holborn Way junction where pedestrian and cycle routes into the centre and a change of pedestrian crossing priority is proposed.
POLICY MI.5: MITCHAM FAIR GREEN AND STREET MARKET

THE COUNCIL WILL ENCOURAGE MAXIMUM COMMERCIAL, SOCIAL, MARKET AND LEISURE USES OF MITCHAM FAIR GREEN COMPATIBLE WITH ITS STATUS AS TOWN GREEN AND WILL UNDERTAKE FURTHER PHYSICAL IMPROVEMENTS TO INCREASE ITS ATTRACTIVENESS IN PARTNERSHIP WITH COMMUNITY BODIES.

Justification

5.76 Mitcham Fair Green is the major open space asset of the town centre and its pedestrianisation was a major benefit. Since that time it has developed a market use, new and improved footpaths have been created and a successful café has been established at its centre. A Merton Tramlink light rail station is proposed and there will be a need to safeguard Town Green activities. The Council will therefore review its current uses, including market use and consider establishing partnership management arrangements with community groups to encourage Mitcham residents to derive direct benefit and take responsibility for this major commercial and social asset. These measures should contribute to the regeneration of the town centre.

MORDEN

5.77 The following policies have been formulated to underpin Morden's continued evolution as a District Centre. The policies encourage the development of Morden as an accessible town centre appropriate for regeneration initiatives based on its shopping and public transport interchange functions. The policies also encourage Morden to develop with a diverse range of shops and additional shopping floorspace catering largely for a stable, local catchment population. Its viability as a district centre will be strengthened by the policies which encourage an expansion of its resident population.

POLICY MO.1: REGENERATION OF MORDEN TOWN CENTRE

THE SITE PROPOSAL 1MO LISTED IN SCHEDULE 1, AND ON THE PROPOSALS MAP, WILL BE DEVELOPED ONLY FOR THE TRANSPORT INTERCHANGE, TOWN CENTRE AND MIXED USE PURPOSES FOR WHICH IT IS IDENTIFIED

DEVELOPMENT ON OTHER SITES IN MORDEN TOWN CENTRE WILL BE REQUIRED TO CONTRIBUTE TO ITS DEVELOPMENT AND REGENERATION AS A TOWN CENTRE.

Justification

5.78 Morden is a District Centre with limited potential development sites. Its retail potential is limited by competition with adjacent out of centre development at Colliers Wood and the major centre of Wimbledon. Its strengths are its public transport interchange facilities and employment within the Civic Centre which generates local day-time expenditure. It is not generally regarded as an environmentally or visually attractive centre, partly because of heavy town centre traffic. Morden town centre is envisaged as appropriate for the development of town centre and related uses such as leisure, entertainment and employment with retail development. New development will only be acceptable if it makes a positive contribution to the character and appearance of the centre. Typical early "modern" development from the 1920's and 1930's (Art Deco) contribute to the Centre's character. The Schedule of Proposals and Proposals Map identify land to the rear of Morden Underground Station (site IMo) as suitable for major mixed use development.
POLICY MO.2: RE-USE OF UPPER FLOORS

THE COUNCIL WILL SUPPORT THE RE-USE/REFURBISHMENT OF UPPER FLOORS OF PROPERTY IN THE TOWN CENTRE FOR RESIDENTIAL ACCOMMODATION.

Justification

5.79 There is substantial floorspace in the upper stories of town centre property suitable for re-use or refurbishment as residential accommodation. Increasing residential floorspace in the town centre would make a significant contribution to promoting sustainable development in Merton and increasing the stock of flatted (“affordable”) housing provision in the Borough. The town centre’s good public transport accessibility encourages such development.

POLICY MO.3: CORE FRONTAGES

THE CORE AREA OF THE TOWN CENTRE IS DEFINED ON THE PROPOSALS MAP. WITHIN THIS AREA THE DEVELOPMENT OF CONVENIENCE AND COMPARISON SHOPPING FLOORSPACE WILL BE ENCOURAGED WITHIN AN IMPROVED PEDESTRIAN ENVIRONMENT ENHANCED BY THE INTRODUCTION OF MEASURES TO REDUCE TRAFFIC.

Justification

5.80 The area of Morden in which comparison shopping takes place and substantial pedestrian flows are found is relatively small. Within this area the Council will reduce severance and facilitate easy pedestrian movement. Pedestrian crossings will be at points which encourage efficient circulation. The density of shops will be increased by encouraging A1 uses which maximise footfall, kiosks and market stalls. In secondary frontages town centre related uses will be encouraged, including business services e.g. Estate Agents.

POLICY MO.4: STREET MARKET

THE NORTH END OF ABBOTSBURY ROAD WILL BE LANDSCAPED TO PROVIDE A QUIETER AND ATTRACTIVE AREA LESS DOMINATED BY PARKING AND THROUGH TRAFFIC.

Justification

5.81 The alternative use of reallocated public highway will be encouraged including market stalls and pavement cafes.

LOCAL CENTRES

POLICY S.1: LOCAL CENTRES

RAYNES PARK, WIMBLEDON VILLAGE, ARTHUR ROAD, NORTH MITCHAM AND MOTSPUR PARK WILL BE MAINTAINED AND ENHANCED AS LOCAL CENTRES. CHANGE OF USE OF THE GROUND AND UPPER FLOORS WILL BE FAVOURABLY CONSIDERED FOR A WIDE RANGE OF USES WHICH MEET LOCAL NEEDS IN THESE CENTRES. THE COUNCIL WILL HOWEVER RESIST MAJOR INCREASES IN SHOPPING FLOORSPACE.
Justification

5.82 All these centres have different characteristics. Raynes Park, Arthur Road, North Mitcham and Motspur Park provide mainly convenience shopping while Wimbledon Village has a large element of durable shopping. It contains a large number of specialist clothes, gifts and high class shops. Nevertheless, all these centres are a significant grouping of shops which have a place in the shopping hierarchy above 'neighbourhood parades' and yet not as important as Wimbledon, Morden or Mitcham. Government guidance contained within PPG6 and PPG13 promote a wide range of facilities within local centres, consistent with the scale and nature of the centre to meet people's daily needs and to reduce the need to travel. Particular facilities which should be located and retained within local centres include supermarkets, pharmacies and post offices. Any changes of use within local centres would need to be consistent and refer to Policies S.2 Core Shopping Frontages and S.3 Secondary Shopping Frontages. The areas to which this policy applies are shown on the Proposals Map.

5.83 The main shopping role of Raynes Park, Wimbledon Village, Arthur Road, North Mitcham and Motspur Park will be to serve the day to day needs of the local community. The Council's prime objective is to ensure that the essential local shops identified in policy S.4 are within 500m of all residential areas in Merton. Local centres therefore provide a role as neighbourhood centres as well as providing additional facilities suited to a local centre. Compared to Mitcham, Morden and Wimbledon, local development constraints and accessibility make all the above local centres unsuitable locations for any significant increase in net floorspace. Furthermore Wimbledon Village is in a Conservation Area which brings about further constraints. It is considered that new large units (in the order of 500 m\(^2\) or 5,382 ft\(^2\) or more) would be inappropriate in Wimbledon Village, having regard to its existing scale or character. However the situation may arise where an existing store wishes to expand or where the amalgamation of shop units will result in the creation of a unit larger than 500 m\(^2\) (5,382 ft\(^2\)). This would be particularly welcome in Wimbledon Village if the store provided primarily food shopping. Such schemes would need to meet other planning requirements such as Conservation Area policies in Wimbledon Village. Sites suitable for new food retail development have been identified in Raynes Park and North Mitcham Local Centres.

**POLICY S.2: CORE SHOPPING FRONTAGES**

The Proposals Map and Table 5.1 identify core shopping frontages for town and local shopping centres. Within these areas permission for uses outside A1 (retail) use will only be considered if:

(i) The proposed use is compatible with a shopping frontage and provides a direct service to the general public; and

(ii) The centre's retail vitality and viability is not likely to be significantly harmed; and

(iii) The proposed change will not create significant breaks in the A1 frontage nor detract from the primarily retail function of the core shopping frontage; and

(iv) A window display is provided; and

(v) No adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows would result.
5.84 The Council believes that a point can be reached (approximately 1 in 3 units within the core shopping area of a centre) where the number of non-retail units becomes counterproductive; when considering non-retail proposals, the proportion of retail units or measured frontage within the centre generally and within each frontage listed in Table 5.1 will be assessed. A ‘Unit’ refers to individual shops noted during the 1998 Shopping Survey (see Table 5.1 for a breakdown of unit numbers per frontage). In future, units will be counted upon this basis; exceptions will occur, however, where a frontage has undergone redevelopment, in such cases the number of base units will be reviewed to reflect the new development. Measured frontages will be used where an application involves a frontage containing one or several large units, so that their size can be taken into account when calculating non-A1 proportions.

5.85 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. Where a break in the frontage is proposed it should be limited to only two adjoining units, a unit being equal to the average unit size within that frontage. The Council is not excluding these other service uses in particular A3 (Food and Drink) and A2 (Financial Services) Use Classes and is happy to see existing non-retail units change to other non-retail uses which provide a public service. In addition there is an adequate number of units outside the core area of all these centres, where greater consideration will be given to changes to non-retail uses which will benefit these centres. Changes of use from A1 (Retail) use should also refer to policy S.3, Secondary Shopping Frontages and Policies MU.1, MU.2 and MU.3, Mixed Use Frontages. Amusement centres are not considered appropriate uses in core shopping frontages where they are not compatible with the main retail function.

POLICY S.3: SECONDARY SHOPPING FRONTAGES

Table 5.1 identifies secondary shopping frontages for town and local shopping centres. In these frontages a wide range of town centre uses will be supported. Planning permission for a change of use from retail will be permitted where:

(i) The proposed use is compatible with a shopping frontage and provides a direct service to the general public;

(ii) The centre’s retail vitality and viability is not likely to be significantly harmed;

(iii) A window display is provided;

(iv) No adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows would result.
Government Guidance contained in PPG1 and PPG6 promotes the diversification and flexibility of uses within secondary shopping frontages in town and local centres to promote retail vitality and viability. These frontages have had particular difficulty in attracting and retaining A1 (Retail) uses and often have high levels of vacancy. To avoid vacancy and decay, these frontages are particularly suitable for a wide range of uses including retail, leisure, employment, educational and health uses. They are located close to the main shopping areas and are, therefore, conveniently located. In considering the suitability of particular uses regard will be given to any possible adverse impacts on nearby residents, parking and traffic implications to ensure that satisfactory provision is made where necessary. Proposals for A3 (Food and Drink) Uses should be consistent with Policy S.8 and advice in Supplementary Planning Guidance Note for A3 Uses.

**POLICY S.4: NEIGHBOURHOOD PARADES**

The Proposals Map and Table 5.1 Identify Important Neighbourhood Parades. With these frontages permission for uses outside Class A1 (Shops) will be permitted where:

(i) The proposed use is compatible with a shopping frontage and provides a direct service to the general public;

(ii) The proposal does not harm the vitality or viability of the shopping parade or result in a significant break in A1 frontage;

(iii) The use will not result in a significant diminution of local pedestrian accessible shopping facilities;

(iv) A window display is provided;

(v) No adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows would result.

The Council wishes to ensure that residents and workers have local shops available for day-to-day needs which are easily accessible to people without a car or with restricted mobility, such as people with disabilities, carers and elderly people. Local shops reduce the need to travel and, therefore, benefit the environment. With recent trends in shopping a continued reduction in local shopping facilities is likely. However, by identifying neighbourhood parades where changes of use will be resisted, the Council will endeavour to minimise inconvenience to the local population. Of major concern to the Council will be the need to maintain a range of important local shops, for example, grocers, butchers, bakers, green-grocers, newsagents, confectioners, chemists and post offices. Use as a laundrette will also be supported. The Council will seek, therefore, to ensure that each parade is capable of meeting the provision of the important local shops listed above. Parades have been identified with the objective of providing local shops within 500 metres (1,640 ft) walking distance of any house or dwelling.

When a change of use is proposed, the new use must be one which provides a local service, such as Use Classes A2 (Financial Services) and A3 (Food and Drink), which supports the vitality of the parade, provides a window display and has no adverse effects on the amenities of residents, road safety or traffic flows. Significant breaks in parades
will be resisted as they diminish the quality of shopping parades. Where a break is proposed it should be limited to only two adjoining units, a unit being equal to the average unit size within that particular parade.

**POLICY S.5: CORNER/LOCAL SHOPS IN RESIDENTIAL AREAS**

In residential areas, the loss of corner/local shops from retail use will be strongly resisted and any residential use will be restricted to the upper floors of the shops. A non-retail use will only be allowed when it has been demonstrated that there is no realistic prospect of a retail use in the future. In such cases, non-retail uses suitable for such premises should be appropriate to a residential area, such as a health use.

**Justification**

5.89 Many residents in the Borough do not have access to a car for shopping. There are a number of isolated shops located in residential areas that provide very convenient shopping facilities for local residents and workers. These shops are of particular benefit to the elderly who prefer to shop locally and often find travel even to a local shopping centre difficult.

5.90 The Council considers, therefore, that it is important to retain such shops to meet the needs of people unable or not willing to travel to the main shopping centres. However, it may not be possible to retain all these shops in retail use, especially if there is a lack of customer demand and/or alternative facilities are available nearby. Where the premises has been vacant for an extended period of not less than 2 years, and their unsuitability for retail use has been confirmed as a result of proper marketing of the premises at reasonable prices, then the Council will consider a non-retail use. To resist the increasing pressure for changes of use of corner shops to residential uses, these types of uses will be restricted to the upper floors of such premises. Non-retail uses should be appropriate to a residential area such as health uses.

**POLICY S.6: SMALL-SCALE RETAIL DEVELOPMENT OUTSIDE EXISTING SHOPPING CENTRES**

A proposal for small scale shopping development or an extension to small scale retail development, including those within petrol stations, will be permitted outside of town or local centres or neighbourhood parades only under the following circumstances:

(i) The proposal will be a replacement for an existing shop.

(ii) It will meet local needs in an area identified as deficient in local shopping.

(iii) It will not harm the vitality or viability of nearby centres or neighbourhood parades.

(iv) The gross retail floorspace on a site within a petrol station will not exceed 100 m² and will not affect the safety of road users.
5.91 Small-scale retail developments refer to developments less than 500 m\(^2\). However, there are areas of the Borough identified on Fig 5.1, where there is a lack of facilities within 1 kilometre, which are deficient in local shopping and in these areas additional small scale development would be reasonable, provided normal planning considerations are satisfied. There may also be a need for replacement shops (on a like for like basis) where other development results in the loss of important local shops. Otherwise potential users should be encouraged to utilise existing shop units.

5.92 There has been increasing pressure to develop and increase the size of small-scale retail development within petrol stations. This retail activity within petrol stations needs to be resisted due to the effect such developments may have on the retail vitality and viability of designated town and local centres and neighbourhood parades. In addition these developments may lead to traffic and road safety problems, particularly for the elderly and young people. In submitting proposals for small-scale retail development, advice contained within the Supplementary Planning Guidance Note for Out of Centre Retail Development should be referred to.

**POLICY S.7: ENVIRONMENTAL IMPROVEMENTS IN SHOPPING CENTRES**

Environmental improvements in town and local centres and neighbourhood parades will be sought through development proposals where the scale and nature of such proposals justify the improvements.

The improvements will be expected to provide a safe shopping environment for all and to include one or more of the following:

(i) **High quality hard and soft landscaping**

(ii) **Tree planting**

(iii) **Provision of well designed seats and other street furniture**

(iv) **Improvements to pedestrian areas and facilities**

(v) **Rear servicing**

(vi) **Car and cycle parking**

(vii) **Rationalise street furniture**

**Justification**

5.93 The success of shopping centres depends on their attraction to shoppers and other users and these measures are designed to improve the attractiveness of designated centres to the benefit of traders and customers. The quality of the shopping improvement will become increasingly important as competition from new out-of-centre development grows. These improvements should take special account of particular
FIGURE 5.1
BOROUGH SHOPPING FACILITIES

- Strategic Shopping Centre
- Town Centres
- Local Centres
- Neighbourhood Parades
- Superstores
- Retail Warehouses
- Areas Deficient in Local Shops
needs, including those of the elderly, women with young children and people with disabilities. These measures can contribute to an improvement in the attractiveness and convenience of shopping centres and help to boost trade as more people use the centre. The active support of traders will be sought for such schemes and, where appropriate, planning obligations will be sought with developers to contribute towards such improvements. Support will also be given for the provision of recycling facilities in these centres as indicated by Policy PE11. Supplementary Planning Guidance Note for Shopfront Design has been prepared which advises on the design of shop-fronts in these centres. In addition, Design Guides are being prepared for Conservation Areas that include advice on shopfronts. A Design Guidance leaflet on shopfront security has also been prepared.

POLICY S.8: FOOD AND DRINK (A3) USES

PLANNING PERMISSION FOR HOT FOOD TAKE-AWAYS, RESTAURANTS, CAFES, PUBS, WINE BARS AND OTHER A3 USES WILL BE PERMITTED PROVIDED ALL THE FOLLOWING CRITERIA HAVE BEEN MET:


(ii) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE EFFECT ON CAR PARKING, TRAFFIC CONGESTION AND ROAD SAFETY, TAKING INTO ACCOUNT THE SIZE, CHARACTERISTICS AND TYPE OF USE PROPOSED, THE NATURE OF THE AREA, ROAD CAPACITY, PARKING, THE NUMBER AND SIZE OF OTHER A3 USES IN THE AREA AND THEIR LIKELY CUMULATIVE EFFECTS ESPECIALLY IN THE CASE OF LARGE DEVELOPMENTS LIKELY TO GENERATE LARGE NUMBERS OF CUSTOMERS, AND WHETHER THE LOCATION IS WELL SERVED BY PUBLIC TRANSPORT;

(iii) ADEQUATE NOISE CONTAINMENT MEASURES ARE INCLUDED AND SOUND INSULATION IS PROVIDED WHERE APPROPRIATE TO SAFEGUARD THE AMENITY OF ADJOINING RESIDENTIAL USES;

(iv) THE PROPOSED OPENING HOURS WOULD BE ACCEPTABLE;

(v) THERE WOULD NOT BE AN UNACCEPTABLE EFFECT ON RESIDENTIAL AMENITY THROUGH NOISE AND DISTURBANCE;

(vi) ADEQUATE VENTILATION, WASTE DISPOSAL, LITTER MANAGEMENT AND CRIME PREVENTION ARRANGEMENTS APPROPRIATE TO THE USE AND LOCATION CAN BE PROVIDED.
The Council recognises that there is an increasing demand for food and drink premises within the A3 Use Class. The food and drink sector is very dynamic and increasingly diverse, including small-scale cafes and restaurants through to large-scale pubs and restaurants catering for several hundred people. These new facilities reflect changing population structures, lifestyles and expectations, with eating-out and take-away meals now a regular part of many people's lives rather than a special event. Food and drink uses make a significant contribution to the local economy and to the vitality and viability of the Borough's town and local centres and neighbourhood parades. They provide a range of facilities in convenient locations, provide an important source of employment and can make a beneficial use of premises, which might otherwise remain vacant. Investment in new A3 uses and/or refurbishment of existing facilities often make an important contribution to regeneration and the streetscene. The beneficial contribution of A3 uses to the life and vitality of shopping areas is emphasised in PPG6 and Strategic Planning Guidance.

However, such uses can cause problems to residents and businesses in nearby properties because of noise, fumes, traffic and other disturbance, especially at night. The Council will, therefore, seek to control the size and location of such premises, particularly where there is residential accommodation adjacent, close to, or above A3 premises. In addition these amenity problems are exaggerated when groups of these facilities are located close together and their cumulative impact becomes significant. There has been an increase in the number of larger scale restaurants and pubs, likely to generate large numbers of customers, and there are emerging concentrations of A3 facilities and entertainment uses, especially in Wimbledon Village and town centre. These trends have increased concerns about the impact of these uses on residential amenity, with the prospect of attracting customers from further afield and thereby exacerbating traffic and parking problems and associated noise. Public transport accessibility is an important consideration in the case of these larger developments. PPG6 identifies concerns about the cumulative impacts of A3 uses. The Council has prepared a Supplementary Planning Guidance Note for A3 Uses to clarify how this policy will be applied and to guide applicants.

Take-away food shops often result in on-street waiting by vehicles and thereby create a traffic hazard. Such premises should not be located at existing sensitive locations such as road junctions or narrow streets. In relation to the traffic and parking implications of such uses, reference should be made to Schedule 6 and the Supplementary Planning Guidance Note relating to Highway and Parking Standards.

When considering such proposals reference should be made to other relevant UDP policies, in particular those for shopping frontages (Policies S.2-S.4 and WTC.4). Where appropriate, conditions and legal agreements will be applied to ensure these developments meet the Council's standards, and to protect residential amenity. Conditions may be applied to control the hours of opening, and type of A3 use. The Council may be justified in refusing certain types of A3 uses where they could be detrimental to residential amenity. Agreements may include financial contributions for CCTV and other crime prevention and road safety measures.
POLICY S.9: VEHICLE RELATED DEVELOPMENTS

A DEVELOPMENT PROPOSAL INVOLVING PETROL FILLING STATIONS, VEHICLE SALES, VEHICLE HIRE, SERVICE CENTRES, COURIER/MINI CAB SERVICES AND SIMILAR USES WILL BE PERMITTED WHERE ALL THE FOLLOWING CRITERIA ARE MET:

(i) THE PROPOSAL WILL NOT ADVERSELY AFFECT THE AMENITIES OF NEARBY RESIDENTS, ENVIRONMENTAL CONDITIONS, ROAD SAFETY OR TRAFFIC FLOWS; AND

(ii) THE PROPOSED SITE HAS A NON RESIDENTIAL ROAD FRONTAGE; AND

(iii) THE PROPOSAL IS NOT LOCATED WITHIN A CORE SHOPPING FRONTAGE; AND

(iv) THE PROPOSED SITE IS OF ADEQUATE SIZE TO ENSURE THAT ALL THE PARKING AND SERVICING REQUIREMENTS OF THE PROPOSED USE ARE CONTAINED WITHIN THE CURTILAGE OF THE DEVELOPMENT SITE.

Justification

5.98 These uses can cause problems of nuisance and environmental damage and need to be carefully located to ensure that such problems are avoided. Where appropriate conditions will be attached to limit the hours of operation and to limit the use permitted to that use only. Mini-cab offices, in particular, are likely to cause nuisance at night and should be located away from residential property. However, mini-cab offices do provide a service to the public that needs to be taken into consideration in determining where they should be located. Former and secondary shopping frontages, including those identified in Policies S.3 and MU.1 may offer suitable opportunities to accommodate such uses or sites on main roads no longer needed for their present use. Ancillary small scale retail development within petrol stations should be consistent with and refer to Policy S.6 and guidance within the Supplementary Planning Guidance Note relating to Out of Centre Retail Development.

POLICY S.10: ACCESS FOR PEOPLE WITH DISABILITIES

IN ALL APPROPRIATE RETAIL PROPOSALS THE COUNCIL WILL, WHERE PRACTICAL, REQUIRE FACILITIES FOR FULL ACCESS FOR PEOPLE WITH DISABILITIES.

Justification

5.99 The general public uses retail developments and it is necessary to ensure that all members of the public can use such facilities. The Council will therefore assess the opportunities to secure appropriate access in development proposals, taking account of the circumstances of each proposal and, through negotiations, identify suitable requirements. Detailed Design Guidance about access for people with disabilities is due to be prepared as Supplementary Planning Guidance.
POLICY S.11: FACILITIES FOR CUSTOMERS

IN ALL RETAIL AND LEISURE PROPOSALS EXCEEDING 2,000M2. (21,350 FT2) GROSS FLOORSPACE, THE COUNCIL WILL SEEK THE PROVISION OF FACILITIES, INCLUDING THOSE LISTED IN PARAGRAPH 5.100 BELOW, TO MEET THE NEEDS OF PEOPLE WITH DISABILITIES AND FOR OTHER CUSTOMERS AND, IN LARGE SCHEMES, RECYCLING FACILITIES. PLANNING OBLIGATIONS WILL BE USED, WHERE APPROPRIATE, TO SECURE SUCH PROVISION.

Justification

5.100 Shopping facilities, of the types shown in the list below, should be accessible to all customers and provide benefits for people in wheel-chairs, carers and parents with buggies and young children, and elderly people:

(i) conveniently located, wide parking spaces for the vehicles of people with disabilities;

(ii) sheltered lockable space for push-chairs and buggies;

(iii) provision for customer and wheel-chair accessible toilets, seating, nappy-changing and baby feeding areas.

5.101 For larger retail developments (i.e. those above 4,000 m2) recycling facilities should be provided on site as they not only provide a beneficial service to the environment but also help avoid the need for special journeys to recycling centres. Similarly, supervised crèches provide ease and convenience to both staff and shoppers of large retail stores and their provision will be encouraged. Detailed guidance on the provision of childcare facilities is due to be set out in a Supplementary Planning Guidance Note. Shop Mobility schemes are increasingly provided in shopping developments and will encourage the use by, and provide access for, people with disabilities.
### Table 5.1; Shopping areas and important shopping frontages

**A. WIMBLEDON STRATEGIC CENTRE**

<table>
<thead>
<tr>
<th>Shopping Area Description</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Primary shopping area (Policies WTC.3 and WTC.4 Apply)</strong></td>
<td></td>
</tr>
<tr>
<td>2-10 Wimbledon Hill Road &amp; 2-22 Wimbledon Bridge</td>
<td>9</td>
</tr>
<tr>
<td><strong>Area of land within P3 development site</strong></td>
<td></td>
</tr>
<tr>
<td>(1-59 The Broadway &amp; Victoria Crescent)</td>
<td>26</td>
</tr>
<tr>
<td><strong>Centre Court Shopping Centre (as shown on the Proposals Map)</strong></td>
<td>86</td>
</tr>
<tr>
<td><strong>Core shopping frontage (Policy S.2 Applies)</strong></td>
<td></td>
</tr>
<tr>
<td>2-78 The Broadway</td>
<td>35</td>
</tr>
<tr>
<td>13-23 Wimbledon Hill Road</td>
<td>5</td>
</tr>
<tr>
<td>16-26 Wimbledon Hill Road &amp; 8-12 Worple Road</td>
<td>4</td>
</tr>
<tr>
<td>2-26 Hartfield Road &amp; Site R/O 39-59 The Broadway</td>
<td>13</td>
</tr>
<tr>
<td>3-25 Wimbledon Bridge 1-11 Wimbledon Hill Road</td>
<td>11</td>
</tr>
<tr>
<td><strong>Secondary shopping frontages (Policy S.3 Applies)</strong></td>
<td></td>
</tr>
<tr>
<td>75-91 The Broadway and 2-12 Gladstone Road &amp; 1-13 Russell Road</td>
<td>13</td>
</tr>
<tr>
<td>80-134 The Broadway</td>
<td>26</td>
</tr>
<tr>
<td>25-57 Wimbledon Hill Road</td>
<td>14</td>
</tr>
<tr>
<td>28-68 Wimbledon Hill Road</td>
<td>19</td>
</tr>
<tr>
<td>1-8 The Pavement, Worple Road &amp; 11-17 Worple Road</td>
<td>10</td>
</tr>
<tr>
<td>97-127 The Broadway</td>
<td>5</td>
</tr>
<tr>
<td>27-63 Hartfield Road</td>
<td>16</td>
</tr>
<tr>
<td>162-194 The Broadway</td>
<td>10</td>
</tr>
<tr>
<td>1-13 Queens Road</td>
<td>5</td>
</tr>
</tbody>
</table>
B. TOWN CENTRES

Mitcham town centre

**Core shopping frontages (Policy S.3 Applies)**

<table>
<thead>
<tr>
<th>Address</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>234-260 London Road</td>
<td>9</td>
</tr>
<tr>
<td>205-223 London Road</td>
<td>10</td>
</tr>
<tr>
<td>1-10 Upper Green West</td>
<td>9</td>
</tr>
<tr>
<td>1-8 (cons) Langdale Parade</td>
<td>7</td>
</tr>
<tr>
<td>1-6 Fair Green Parade &amp; 12-16 Upper Green West</td>
<td>6</td>
</tr>
<tr>
<td>9-17 Western Road</td>
<td>2</td>
</tr>
<tr>
<td>1-11 Majestic Way</td>
<td>9</td>
</tr>
<tr>
<td>1-27 Upper Green East</td>
<td>10</td>
</tr>
</tbody>
</table>

**Secondary shopping frontages (Policy S.3 Applies)**

<table>
<thead>
<tr>
<th>Address</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>30-41 (cons) &amp; 66-76 (cons)</td>
<td>18</td>
</tr>
<tr>
<td>Monarch Parade</td>
<td></td>
</tr>
<tr>
<td>159-201 London Road</td>
<td>21</td>
</tr>
<tr>
<td>251-265 London Road</td>
<td>7</td>
</tr>
<tr>
<td>18-38 Upper Green East</td>
<td>8</td>
</tr>
<tr>
<td>272-292 London Road</td>
<td>7</td>
</tr>
<tr>
<td>225-249 London Road</td>
<td>12</td>
</tr>
<tr>
<td>2-16 Upper Green East</td>
<td>7</td>
</tr>
<tr>
<td>7-13 Fair Green Parade</td>
<td>7</td>
</tr>
<tr>
<td>29-51 Upper Green East</td>
<td>9</td>
</tr>
</tbody>
</table>
## Morden town centre

<table>
<thead>
<tr>
<th>Core shopping frontages (Policy S.2 Applies)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-16 Crown Lane ............................................................. 7 Units</td>
</tr>
<tr>
<td>11-63 London Road ......................................................... 25 Units</td>
</tr>
<tr>
<td>2-86 London Road ............................................................. 35 Units</td>
</tr>
<tr>
<td>29-35 Aberconway Road ................................................. 4 Units</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Secondary shopping frontages (Policy S.3 Applies)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-35 Abbotsbury Road .................................................... 14 Units</td>
</tr>
<tr>
<td>2-30 Abbotsbury Road ..................................................... 12 Units</td>
</tr>
<tr>
<td>36-46 Aberconway Road ................................................... 5 Units</td>
</tr>
<tr>
<td>1-9 London Road ............................................................. 4 Units</td>
</tr>
</tbody>
</table>

## C. LOCAL CENTRES

### Arthur Road

<table>
<thead>
<tr>
<th>Core shopping frontages (Policy S.3 Applies)</th>
</tr>
</thead>
<tbody>
<tr>
<td>116-154 Arthur Road, SW19 ............................. 12 Units</td>
</tr>
<tr>
<td>141-175 Arthur Road, SW19 ............................. 15 Units</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Secondary shopping frontages (Policy S.3 Applies)</th>
</tr>
</thead>
<tbody>
<tr>
<td>156-164 Arthur Road ................................................. 3 Units</td>
</tr>
</tbody>
</table>
### Raynes Park

**Core shopping frontages (Policy S.3 Applies)**

- 4-82 Coombe Lane & 1a Amenity Grove
- 2-16 Lambton Road

<table>
<thead>
<tr>
<th>Location</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-82 Coombe Lane &amp; 1a Amenity Grove</td>
<td>31 Units</td>
</tr>
<tr>
<td>2-16 Lambton Road</td>
<td>8 Units</td>
</tr>
</tbody>
</table>

**Secondary shopping frontages (Policy S.3 Applies)**

- 1-19 Approach Road
- 57-69 Approach Road
- 1-17 Station Buildings
- 187a-193 Worple Road & 207-211 Worple Road
- 308-318 Worple Road

<table>
<thead>
<tr>
<th>Location</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-19 Approach Road</td>
<td>11 Units</td>
</tr>
<tr>
<td>57-69 Approach Road</td>
<td>12 Units</td>
</tr>
<tr>
<td>1-17 Station Buildings</td>
<td>8 Units</td>
</tr>
<tr>
<td>187a-193 Worple Road &amp; 207-211 Worple Road</td>
<td>7 Units</td>
</tr>
<tr>
<td>308-318 Worple Road</td>
<td>6 Units</td>
</tr>
</tbody>
</table>

### Wimbledon Village

**Core shopping frontages (Policy S.3 Applies)**

- 1-43 Church Road
- 2-14 Church Road
- 1-45 (cons) High Street
- 47-54 (cons) High Street
- 56-98 (cons) High Street
- 10-20 Ridgway

<table>
<thead>
<tr>
<th>Location</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-43 Church Road</td>
<td>17 Units</td>
</tr>
<tr>
<td>2-14 Church Road</td>
<td>7 Units</td>
</tr>
<tr>
<td>1-45 (cons) High Street</td>
<td>46 Units</td>
</tr>
<tr>
<td>47-54 (cons) High Street</td>
<td>5 Units</td>
</tr>
<tr>
<td>56-98 (cons) High Street</td>
<td>42 Units</td>
</tr>
<tr>
<td>10-20 Ridgway</td>
<td>6 Units</td>
</tr>
</tbody>
</table>
### Motspur Park

**Core shopping frontages (Policy S.3 Applies)**
- 320-336 West Barnes Lane .................................................. 9 Units
- 341-357 West Barnes Lane .................................................. 8 Units

**Secondary shopping frontages (Policy S.3 Applies)**
- 338-356 West Barnes Lane .................................................. 9 Units
- 359-367 West Barnes Lane .................................................. 5 Units

### North Mitcham

**Core shopping frontages (Policy S.3 Applies)**
- 271-313 Mitcham Road .................................................. 14 Units

**Secondary shopping frontages (Policy S.3 Applies)**
- 1-17 London Road .................................................. 9 Units
- 23-59 London Road .................................................. 17 Units
- 12-62 London Road .................................................. 19 Units
### D. Neighbourhood parades (policy S4. applies)

<table>
<thead>
<tr>
<th>Address</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>135-151 Cannon Hill Lane</td>
<td>7</td>
</tr>
<tr>
<td>50-60 Central Road, Morden</td>
<td>7</td>
</tr>
<tr>
<td>158-174 Chestnut Grove, Pollards Hill</td>
<td>7</td>
</tr>
<tr>
<td>2-34 Christchurch Road, SW19</td>
<td>7</td>
</tr>
<tr>
<td>45-61 Church Road</td>
<td>4</td>
</tr>
<tr>
<td>253-271 Coombe Lane, Raynes Park</td>
<td>5</td>
</tr>
<tr>
<td>348-364 Coombe Lane, Raynes Park</td>
<td>8</td>
</tr>
<tr>
<td>46-56 Durham Road, SW20</td>
<td>6</td>
</tr>
<tr>
<td>373-421 Durnsford Road, SW19</td>
<td>20</td>
</tr>
<tr>
<td>41b-49 Epsom Road, Morden</td>
<td>7</td>
</tr>
<tr>
<td>300-372 Grand Drive, Lower Morden</td>
<td>14</td>
</tr>
<tr>
<td>99-115 Green Lane, St. Helier</td>
<td>9</td>
</tr>
<tr>
<td>366-378 Grove Road, Mitcham</td>
<td>6</td>
</tr>
<tr>
<td>284-296 Haydons Road, SW19</td>
<td>6</td>
</tr>
<tr>
<td>319-335 Haydons Road, SW19</td>
<td>9</td>
</tr>
<tr>
<td>29-43 High Street, Colliers Wood</td>
<td>9</td>
</tr>
<tr>
<td>97-103 High Street, Colliers Wood</td>
<td>3</td>
</tr>
<tr>
<td>80-112 Kingston Road</td>
<td>16</td>
</tr>
<tr>
<td>288-312 Kingston Road</td>
<td>10</td>
</tr>
<tr>
<td>407a-425 Kingston Road</td>
<td>9</td>
</tr>
<tr>
<td>7-27 Leopold Road, SW19</td>
<td>10</td>
</tr>
<tr>
<td>8-32 Leopold Road, SW19</td>
<td>12</td>
</tr>
<tr>
<td>207-219 Manor Road, Pollards Hill</td>
<td>7</td>
</tr>
<tr>
<td>43-55 Martin Way</td>
<td>7</td>
</tr>
<tr>
<td>Address</td>
<td>Units</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>244-260 Martin Way</td>
<td>9</td>
</tr>
<tr>
<td>148-188 Merton High Street</td>
<td>19</td>
</tr>
<tr>
<td>142-156 Merton Hall Road</td>
<td>8</td>
</tr>
<tr>
<td>1-12 (cons) Merton Park Parade (The Rush)</td>
<td>11</td>
</tr>
<tr>
<td>291a-307 Northborough Road, Pollards Hill</td>
<td>10</td>
</tr>
<tr>
<td>65-87 Ridgway, SW19</td>
<td>10</td>
</tr>
<tr>
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Chapter 6
TRANSPORT

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PUBLIC TRANSPORT

POLICY PT.1: LOCAL AND REGIONAL NEEDS

WHERE IMPROVEMENTS TO PUBLIC TRANSPORT ARE NECESSARY TO SUPPORT NEW DEVELOPMENT, CONTRIBUTIONS TO ONE OR MORE OF THE FOLLOWING IMPROVEMENT MEASURES WILL BE SOUGHT THROUGH PLANNING OBLIGATIONS:

(i) IMPROVED ORBITAL AND RADIAL BUS, TUBE, RAIL AND LIGHT RAIL ROUTES AND SERVICES.

(ii) INTEGRATION OF PUBLIC TRANSPORT SERVICES THROUGH NEW INTERCHANGES OR IMPROVEMENTS TO EXISTING INTERCHANGES.

(iii) IMPROVEMENTS TO STATIONS/STOPS TO PROVIDE IMPROVED SAFETY, SECURITY AND ACCESSIBILITY FOR ALL.

(iv) IMPROVEMENTS OR IMPLEMENTATION OF BUS LANES AND OF SIGNALS TO ALLOW BUS PRIORITY.

Justification

6.1 To ensure that all sections of society can move conveniently from one place to another, it is essential that there is an integrated and balanced transport network that includes a comprehensive and efficient public transport system. The system should provide accessibility to all parts of the Borough and should be accessible by all, including people with disabilities. This strategy helps to reduce the need to travel by car and contributes to objectives for sustainable transport.

6.2 The attitudes of public transport operators and the public are undergoing a period of change that provides opportunities for major improvements, including light rail, use of midi-buses, new cross-London rail-links, competitive bus tendering, new underground lines and station redevelopment. The Council will support measures that will improve the provision of public transport and increase the attractiveness of buses and rail as a means of transport. This is consistent with Strategic Guidance for London Planning Authorities, 1996, which promotes greater use of less polluting modes of transport, subject to the need to maintain competitiveness and safety. It also seeks to enhance the quality of commuter services by road and underground. Major investment in existing and new public transport infrastructure in London is supported.

6.3 In Merton many people do not have access to a car and the road system cannot cope with the potential level of demand. Public transport offers the best way of moving people around the Borough, particularly for journeys to work and to main shopping centres. The Council therefore wishes to give the priority to improving public transport. This is important not just for journeys within Merton but for longer trips, including those to Central London, and the Council wishes to support improvements to public transport across London generally. Improving public transport is part of the Council’s strategy to improve accessibility within the Borough without major road building and there is widespread public support locally for this approach. The Council’s aim is to see a bus route or a rail station within walking distance of every dwelling in the borough.
6.4 The Council is able to procure additional public transport services under the London Regional Transport Act 1984 and to subsidise these services if considered appropriate. Where improvements to public transport are necessary to support new development the Council will secure investment by commercial organisations in public transport infrastructure through planning obligations. The Council’s highway powers may also be used to improve bus access and interchange facilities. These powers can be used to improve public transport where new developments impose additional demands on the public transport network or to alleviate existing public transport problems.

POLICY PT. 2: RAIL SERVICES

IN ORDER TO MAINTAIN AND IMPROVE RAIL SERVICES IN MERTON, THE FOLLOWING RAIL TRANSPORT SCHEMES ARE PROPOSED AND IDENTIFIED ON THE PROPOSALS MAP:

THAMESLINK 2000, EAST LONDON LINE EXTENSION, CROSSRAIL 2, MORIDEN TO SUTTON LIGHT RAIL EXTENSION, NORTHERN LINE IMPROVEMENTS, EASTFIELDS STATION AND MITCHAM TOWN CENTRE INTERCHANGE.

LAND SHOWN ON THE PROPOSALS MAP IS SAFEGUARDED FOR THE CONSTRUCTION OF EACH OF THE ABOVE SCHEMES. DEVELOPMENT THAT WILL PREJUDICE IMPLEMENTATION OF THE SCHEMES WILL NOT BE PERMITTED.

Justification

6.5 The Borough is served by an extensive rail network, which was developed to serve an expanding commuter demand orientated radially towards Central London. The main line from Waterloo crosses the Borough from Earlsfield to New Malden and there are three branches, to Tooting and Streatham, to St. Helier and Sutton and to Motspur Park and Epsom. Privatisation of the rail system means that these services are now provided by a number of train operating companies. The London Underground Northern Line service runs through Tooting to Morden and the District Line through Putney to Wimbledon Station. Accessibility to the rail network is also good, with few residential neighbourhoods being more than 1 kilometre (0.6 mile) from a rail station. However, the Council believes that a great majority of homes should be within 1.5 kilometres of a rail station with a 20-minute interval minimum off-peak service.

6.6 Although the network and accessibility are good, the service provided varies widely. Whilst there is a frequent service to London on the main line, particularly from Wimbledon, services on the South Central and Thameslink lines are significantly less frequent. A half-hour service, even in the peaks, is common. The conversion of the West Croydon to Wimbledon link to a light rail service has allowed a greatly enhanced service to be provided and the opportunity to provide new stations markedly improving accessibility in Merton.

6.7 The Council also supports in principle an additional link on this light rail network to serve Mitcham town centre, which is currently very poorly served by rail, and is the largest residential area of the Borough more than 1 kilometre (0.6 mile) from a station. The benefits of extending these light rail routes further are being considered by the Council. In particular, the Council wishes to consider a link from Mitcham to Colliers Wood and Wimbledon as part of its policy of encouraging increased provision of public transport in the Borough and to recognise the benefits of establishing a public transport corridor and
high quality linkages between Mitcham, Colliers Wood and Wimbledon. A new link on the network between Morden Road and Sutton would add Morden town centre to the area served by the tram and would provide an interchange with the Northern line underground network. It would also significantly enhance the accessibility of the St. Helier estate. For any new light rail scheme the Council will seek to ensure that environmental disturbance and land-take is minimised and will carry out an environmental assessment and extensive public consultation. It is envisaged that the light rail route will follow existing roads, railway lines and open spaces with minimal property demolition.

6.8 The other South London line that has a poor service is the Wimbledon to Sutton loop line. The use of this line by Thameslink Services was investigated by the Central London Rail Study and was found to be economically the most beneficial scheme investigated. Thameslink is now the principal service provider on the line with some of the services provided by South Central. Service reliability and infrastructure have been improved but there is a need for a more frequent service and one which operates later in the evening.

6.9 The Central London Rail Study identified the need for a new underground line between Hackney and Chelsea, with an extension on to Wimbledon. The Council welcomes the principle of this enhancement to public transport provision and wishes to see an early implementation. The route for the line has been formally safeguarded. There is, however, a need to resolve platform and stabling arrangements at Wimbledon to minimise the safeguarded area and prevent “blight”. In addition the Council is concerned that access to District Line services from Wimbledon is maintained by provision of a convenient interchange between the new tube line and the District Line to provide links to the Edgware Road branch.

6.10 The Thameslink loop service via Tooting, Wimbledon, St. Helier and intermediate stations offer a direct service to Sutton, the City of London and destinations to the north of London. There is scope to greatly enhance this facility with many more destinations served and to relieve overcrowding on the underground. However there is a capacity problem on the existing line and a scheme, Thameslink 2000, has been developed between Network Rail Limited who are responsible for the railway infrastructure and the Train Operating Companies to greatly increase capacity on the route. The Council supports the Thameslink 2000 project and wishes to see its early completion.

6.11 The timetabled service on the Northern Line to Morden is good but this is frequently not achieved, mainly because of unreliable trains, or faults on the system. The stations on the line are also poorly maintained, have poor lighting and are unattractive. The Council supports proposals for a major improvement scheme on the Northern Line, including new trains and refurbishment of the stations, and welcomes the early implementation of these long overdue improvements.

6.12 By and large the railway system serves radial movements. The only exception to this is the Wimbledon to Croydon service which has been converted to a light rail line and now provides a good cross-Borough service. Recent studies by Merton and other South-West London Councils (SWELTRAC) have investigated the possibility of orbital rail routes linking Heathrow, Kingston, Wimbledon and Croydon (and Gatwick). The Council supports these aims of improving orbital rail routes and will press for the provision of improved services, subject to no detrimental effect on existing services. SWELTRAC has promoted these services and has also provided facilities to enhance orbital movements by other modes.
The Council has been pressing for some time for a number of additional stations in the Borough, one at Eastfields on the Mitcham Junction to Streatham line and one at Tooting on the East London line. The introduction of new light rail services on the Wimbledon to West Croydon line has enabled the provision of additional stations/halts at Dundonald Road, Phipps Bridge, and Belgrave Walk. The Council is also seeking the provision of a further stop at Wandle Way which would greatly enhance public transport accessibility to the Willow Lane Industrial Estate and nearby residential areas and schools. This brings a large proportion of residential areas, currently deficient in accessibility to rail stations, to within 1 kilometre of a station. At Eastfields, work has already been implemented to allow a station to be provided but a programme of implementation by Network Rail is awaited and associated funding needs to be secured. The possible link from Mitcham to Colliers Wood and Wimbledon could allow the completion of a light rail loop system in Merton and for consideration to be given to further new stations along this route.

A properly integrated transport system requires good interchange between modes. The opportunities offered by redevelopment are being taken to provide greatly improved interchange facilities at Wimbledon Station and Colliers Wood. Similar opportunities are also being sought at Raynes Park, Mitcham Junction and Mitcham town centre. An interchange between the Northern Line and the Wimbledon/Sutton service at Morden South should be evaluated.

**POLICY PT.3: RAILWAY STATIONS**

Developments that involve the improvement or redevelopment of rail stations will be expected to meet the needs of passengers by provision of the following:

(i) Good Security
(ii) Toilet Provision
(iii) Facilities for Cycles
(iv) Set Down and Pick Up Points for Buses, Taxis and Cars.

**Justification**

The Borough is currently served by 21 rail stations of which 12 are served by national rail services only, 4 are London Underground only, 6 are Croydon Tramlink only, 1 offers interchange between the National Rail Network and Tramlink and 1 (Wimbledon) offers interchange between the three systems. The facilities offered vary widely and of particular concern is the fact that half the Network Rail stations are unstaffed for most of the day.

There is clearly a need to remedy these deficiencies if the rail service is to be a safe, efficient and attractive public transport service, as envisaged by the Strategic Planning Guidance for London, and accessible by all, particularly the elderly and people with disabilities.
6.17 Redevelopment will provide an opportunity to improve facilities at some rail stations and the Council will be seeking these in any proposals that are submitted. Redevelopment is anticipated at Wimbledon town centre, Wimbledon Chase and Colliers Wood stations and possibly at Mitcham. Policies in Chapter 5 of this Plan provide further details of policies to achieve these improvements. It will be essential that interchange is improved, particularly with bus services but also with taxis and cycles (see Policy PT.4). At other stations, relatively low cost and short-term improvements to stations could be made and the Council will support the operators in making these improvements.

6.18 The margins of rail lines in Merton provide valuable wildlife habitats and can serve as corridors for the movement of wildlife and as a pleasant view for passengers. These should be protected and enhanced wherever possible (see Policy NE.8).

POLICY PT.4: PUBLIC TRANSPORT INTERCHANGES

INTERCHANGE FACILITIES AT WIMBLEDON, COLLIERS WOOD, RAYNES PARK, MITCHAM AND MOR DEN WILL BE EXPECTED TO PROVIDE THE FOLLOWING:

(i) FACILITIES FOR ALL EXISTING RAIL, BUS AND TAXI SERVICES.

(ii) CAR SET DOWN AND PICK UP AREAS WILL BE JUSTIFIED WHERE CAR USE IS AN IMPORTANT PART OF CURRENT ACCESS TO THE INTERCHANGE.

(iii) SAFE AND CONVENIENT PROVISION FOR PEDESTRIANS AND DISABLED PEOPLE.

(iv) CAPACITY TO ACCOMMODATE LIGHT RAIL PROPOSALS, IF IDENTIFIED IN SCHEDULE 1.

Justification

6.19 The movement strategy adopted by the Council provides an enhanced public transport network with increased opportunity to change mode to reach many more destinations. Improved service frequencies will make this more attractive but it is important that facilities exist to allow the interchange to take place as conveniently and comfortably as possible (particularly at the new transport “hubs” of Wimbledon, Colliers Wood and Mitcham). Existing facilities are generally poor, bus stops are divorced from stations and are on-street where congestion of pedestrian and traffic routes is common. Morden has a major bus/underground interchange and improvements to the facilities have been made. Interchange within modes is often overlooked. This is particularly true for bus movements, where stops are frequently poorly signed and located, to allow passengers to switch services with minimum disruption to their journeys.

6.20 Redevelopment at Wimbledon and Colliers Wood will provide the opportunity for improved interchange and the Council will seek facilities for all existing rail services, bus services, taxis and the car “set-down” and “pick-up” areas. Adequate provision for pedestrians will be essential and the needs of people with disabilities will be given a high priority. There will be a need to accommodate the new light rail proposals as these are progressively introduced.

6.21 SWELTRAC funds are being used to improve interchange facilities at Mitcham Junction, Raynes Park and Wimbledon. Wandle Valley and SWELTRAC ILIP funds have been made available for interchange improvements at Colliers Wood, Wimbledon Chase, Wimbledon Park and in Mitcham town centre.
6.22 The Council will seek to ensure that bus stops are conveniently located and well lit, and that associated facilities are comfortable and attractive with adequate bus service information. Operators will be encouraged to use buses designed for safety and ease of access for all passengers. The bus operator can choose to place bus stops wherever appropriate but the Council will seek to ensure that they are in the most suitable locations and reflect existing or changed demand. The Council will also seek the provision of bus shelters and where possible these will incorporate seating.

6.23 Provision of adequate information is vital to generating public confidence in local bus services. The complex route pattern and variety of terminal points makes it difficult for intending passengers to fully comprehend the range of services which are available to them. Information is required on three levels:

(i) how do I get to my destination, which route or routes?
(ii) where do I catch the bus I need, which stop?
(iii) how often do the buses run, when can I expect the next bus?

6.24 The Council will seek the provision of information in the form of local maps, improved bus stop flags, improved time-table information at stops and diagrams of bus stop locations in main town centres. The Council will support the provision of signs to assist passengers to find appropriate stops.

6.25 As part of the development of improved interchange facilities, the Council will seek to ensure the adequate provision of information on public transport services including the development of local travel guides. The Council will advocate the establishment of staffed information points at Wimbledon, Colliers Wood, Mitcham and Morden.

6.26 Provision of adequate information is vital to generating public confidence in local public transport services, particularly in relation to bus services. The complex bus route pattern and variety of terminal points make it difficult for intending passengers to fully comprehend the range of services which are available to them. A survey undertaken for the Council found that the extent of knowledge of the bus network and its services is limited, particularly amongst car drivers. However a current review and expansion of the current bus network is being undertaken by the TfL London Buses.

6.27 Strategic Guidance for London Planning Authorities 1996 recognises the vital contribution taxis make to the social and economic life of London. Taxis can reduce car use by providing good links to public transport services and are especially valuable for people with disabilities. This Council similarly recognises the significant role of the taxi service and, in particular, its interchange potential at Wimbledon Station. Taxis provide a door-to-door service when a private car is not available and they provide an especially valuable service at suburban railway stations and in larger town centres.

6.28 The Council will seek adequate provision for taxis in redevelopments at rail and tube stations, in town centres and at hospitals and will ensure the provision of suitable bays to serve shopping areas.

6.29 The Council has resolved to retain the Merton Tramlink proposal as a longer term option. In the short term the Council will pursue access improvements based on bus priority measures, guided bus ways and other forms of sustainable transport along the Merton Tramlink corridor.
The Council recognises the role coach services can play within the framework of an integrated transport policy. Where developments are likely to generate a need for coach parking the Council seeks to secure off-street coach parking or setting down and picking up facilities. Where this is not achievable on-street facilities or Section 106 funds could be sought. It is also part of this policy to examine existing coach attractions in the borough to enhance accessibility and facilities.

THE ROAD NETWORK AND TRAFFIC RESTRAINT

Strategic Guidance for London Planning Authorities 1996 requires the Borough’s road hierarchy to be developed in relation to the London Road Hierarchy and to be classified into Strategic Routes, London Distributor Roads and Local Distributor and Access Roads.

The Council’s road hierarchy was defined in the Unitary Development Plan 1996. The purpose of the hierarchy is to help guide longer distance movements to appropriate parts of the road network, and to assist in the reduction and regulation of through traffic to protect residential and other sensitive areas from traffic intrusion. It will be used in the development of measures to reduce vehicle traffic, to improve air quality in line with the Environment Act 1995, and to meet the requirements of the Traffic Reduction Act 1997.

The Borough road network is shown on Fig 6.2 and on the Proposals Map. The hierarchy of roads and their intended function is defined as follows:

**Strategic Routes**

The function of Strategic Routes will be:

(i) to provide for longer journeys and particularly for those by goods vehicles and coaches;

(ii) to link London effectively to the national road system;

(iii) to reduce traffic demands on London Distributor roads so that, in association with restraint policies, they can provide an adequate level of service and, in turn, relieve local roads of through traffic.

The function of these roads is to carry traffic; there will be little or no direct access to adjoining land uses. Facilities for pedestrians and cyclists will generally be for crossing these roads rather than travelling along them.

**London Distributor Roads**

London Distributor roads will cater for journeys within and across Merton and between Merton and other Boroughs. They will provide:

(i) links to the Strategic routes;

(ii) access to strategic centres for short and medium distance traffic;
(iii) the main bus routes and also routes for goods vehicles. London Distributor roads will also distribute traffic to and around, but not within, environmental areas. Traffic management regulations will be used to divert non-essential traffic from environmental areas and to confine it as much as possible to the future network of Strategic and London Distributor roads.

London Distributor roads will support town centre, residential and other adjoining land uses. There will be direct access where appropriate and facilities for pedestrians. Cyclists will be provided for where safety criteria allow.

Local Roads

These fall into two categories:

(i) Local Distributor Roads

Their function is to distribute local traffic within and to each part of the Borough. The overall aim of local distributors is to provide a framework for traffic management and calming schemes in order to achieve environmental and safety objectives. They are not intended to enable increases in capacity of the road network. They form a link between local access roads and London Distributor roads and therefore have an important local traffic-carrying function. They provide suitable routes for emergency vehicles and in some cases public transport. Traffic management and calming measures will be used to regulate the traffic function of Local Distributor Roads to that compatible with the local environment.

(ii) Local Access Roads

Local Access Roads will generally have connections to Local Distributor Roads rather than to London Distributor roads. They should not carry through traffic, the only traffic function of these roads is to provide direct access to buildings and land. Local Access Roads will be subject to traffic calming measures as appropriate.

6.34 The Secretary of State, DETR, has identified a network of Priority (Red) Routes and the GLA, through TfL as the Highway Authority, is responsible for the design, implementation, maintenance and monitoring of measures on these roads. The Priority (Red) Routes in Merton are the A3, A24, and the A297. The approval of the GLA and TfL London Buses is required for schemes or development if they would affect traffic flows on these roads.

POLICY RN.1: PRIORITY NETWORKS

THE COUNCIL WILL IDENTIFY AND IMPLEMENT PRIORITY NETWORKS FOR BUSES, CYCLISTS AND PEDESTRIANS AND INTRODUCE MEASURES ON THESE NETWORKS TO ASSIST AND PROMOTE TRAVEL BY THESE MODES.

Justification

6.35 The London Bus Priority Network has been jointly developed by the London Boroughs and the City of London, London Buses and the Government Office for London. The overall objective of this initiative is to improve operating conditions for buses along the roads on this network and protect buses from the disruptive effects of traffic congestion. Further details of how the Council will continue to develop this network in Merton is described in the Public Transport Section. (See Fig. 6.1).
6.36 The London Cycling Network was developed by all London's local authorities and it is supported by the Government and the Association of London Government. The objective is to provide a network of safe, convenient and conspicuous cycle routes linking residential areas with centres of employment, retailing, education, leisure, and transport. Further details of how the Council is developing this network in Merton is given in the Section on Walking and Cycling.

6.37 The Council has identified a pedestrian network and is in the process of developing a walking strategy to make walking more convenient and safer throughout the Borough. Details of this will be published as supplementary planning guidance when they are established.

POLICY RN.2: IMPROVEMENTS TO THE ROAD NETWORK

ROAD SCHEMES, ALTERATION TO THE ROAD NETWORK, JUNCTION IMPROVEMENTS OR NEW TRAFFIC CONTROL SYSTEMS WILL BE PERMITTED ONLY IF THE WORK PROPOSED WILL SATISFY ONE OR MORE OF THE FOLLOWING:

(i) IMPROVE THE SAFETY OF ROAD USERS, AND IN PARTICULAR VULNERABLE GROUPS INCLUDING PEDESTRIANS, CYCLISTS AND RIDERS OF POWERED TWO WHEEL VEHICLES;

(ii) BENEFIT PUBLIC TRANSPORT SERVICES;

(iii) BENEFIT PEDESTRIANS AND CYCLISTS;

(iv) IMPROVE ACCESS TO DEVELOPMENT SITES WITHIN MERTON;

(v) COMPLEMENT AND CONTRIBUTE TO TRAFFIC REDUCTIONS ARISING FROM POLICY RN.5;

(vii) RELIEVE RESIDENTIAL, TOWN CENTRE AND OTHER SENSITIVE AREAS OF THROUGH TRAFFIC.

Justification

6.38 In general, increasing the capacity of roads generates additional traffic which, in turn, can create more congestion elsewhere on the network. The Council will not promote major road building schemes which significantly increase the capacity of the road network or which have significant adverse environmental effects. However, it will progress road improvements by new and revised links and modifications to junctions, where it can be demonstrated that they provide other transport, economic, environmental and/or safety benefits. The Council's Supplementary Planning Guidance Note on Highway and Parking Standards provides advice on the standards to be adopted in the provision of new roads in connection with development.

6.39 The types of scheme proposed include junction improvements on the Strategic, London Distributor and Local Distributor road networks, new road links to industrial areas that will remove heavy goods vehicles from unsuitable routes, improvements that will allow bus services to reach new areas or to avoid delays and improve their reliability, schemes which will reduce accidents for pedestrians, cyclists and other road users and schemes which produce other environmental benefits (see Proposals Map and Schedule of Proposals). Improvement of the street scene as set out in Chapter 4 will be an important element of all schemes particularly in Conservation Areas. Any green space lost to road improvements will be replaced and priority will be given to environmental considerations.
6.40 The Council has obligations to reduce traffic levels to improve air quality and to comply with the Traffic Reduction Act 1997. Modifications to the road network will play an important role in achieving these changes by reducing traffic capacity in sensitive areas or locations to complement other demand restraint measures that will be developed through Policy RN.5.

POLICY RN.3: VEHICULAR ACCESS

Development proposals generating or attracting a significant amount of traffic must pay full regard to the borough road hierarchy and road safety and traffic management policies RN.4 and RN.5. Such developments are expected to be located adjacent to London distributor or local distributor roads.

The formation of vehicular access directly onto the Transport for London road network (TLRN) will be discouraged.

The formation of vehicular access directly onto London distributor roads will only be permitted where the following criteria are met:

(i) Vehicles should be able to turn safely and conveniently within the confines of the site facilitating access and egress in forward gear,

(ii) Adequate visibility is provided to ensure the safety of all road users,

(iii) Be subject to a speed limit of no more than 30 mph,

(iv) Full account is taken of local physical features and road characteristics including the proximity of road junctions, pedestrian and cycle crossings, bus stops and general road layout,

(v) Having regard to the volume of traffic on the road network including that generated by the development.

The formation of vehicular access directly onto the local distributor roads will be permitted where the following criteria are met:

(i) Adequate visibility is provided to ensure the safety of all road users,

(ii) Full account is taken of local physical features and road characteristics including the proximity of road junctions, pedestrian and cycle crossings, bus stops and general road layout,

(iii) Have regard to the volume of traffic on the road network including that generated by development.

The formation of vehicular access directly onto local access roads will be permitted where the following criteria are met:
(i) ADEQUATE VISIBILITY IS PROVIDED TO ENSURE THE SAFETY OF ALL ROAD USERS.

(ii) TAKE FULL ACCOUNT OF LOCAL PHYSICAL FEATURES AND ROAD CHARACTERISTICS INCLUDING THE PROXIMITY OF ROAD JUNCTIONS, PEDESTRIAN AND CYCLE CROSSING, BUS STOPS AND GENERAL LAYOUT.

Justification

6.41 For development with significant traffic generation/attraction potential it would assist the determination of any planning application if the developer were also to submit a statement showing what considerations have been given to minimising road traffic impacts, and to the relationship the development will have with the vehicular and pedestrian access onto the road network.

6.42 Access directly onto the road network should be dependent on the road safety and traffic management criteria associated with the hierarchy of the affected route. The role of the Strategic Road Network, managed by Transport for London, is to carry vehicular traffic. To maintain the capacity of these roads and to reduce accidents, direct vehicular access is discouraged.

6.43 London Distributor roads are intended to link the network of strategic routes, form the main bus routes and distribute traffic to and around, but not within, local residential neighbourhoods. Adjoining town centre, residential and other land uses are important for these roads and they will need to have access for pedestrians and continue to have a major traffic role in the long term. In consequence, decisions on the development, access and use adjoining these roads will reflect the importance of their traffic role.

6.44 Local Distributor roads have a less important traffic role than Strategic and London Distributor roads, and direct vehicular access will normally be allowed, subject to conditions to protect other road users and road safety.

POLICY RN.4: ROAD SAFETY

THE COUNCIL WILL ENSURE THAT ROAD SAFETY IS A PRIME CONSIDERATION WHEN IMPROVEMENT SCHEMES AND NEW DEVELOPMENT ARE ASSESSED BY CARRYING OUT A SAFETY AUDIT.

THE COUNCIL WILL PUBLISH A ROAD SAFETY PLAN EACH YEAR AND INTRODUCE ENGINEERING AND EDUCATIONAL MEASURES TO HELP REDUCE THE NUMBER AND SEVERITY OF ROAD ACCIDENTS IN LINE WITH TARGETS SET BY GOVERNMENT.

Justification

6.45 The Council has prepared a Road Safety Plan setting out its targets and strategies for reducing accidents. Records for the Borough in 2002 indicate that there were 658 personal injury accidents reported, which resulted in 812 casualties. 5 people were killed and 103 were seriously injured. Pedestrians are particularly vulnerable road users and are more likely to be seriously injured, accounting for 13% of the casualties. Other vulnerable road users are cyclists (8% of casualties) and users of powered two wheelers (20% of casualties) for modes that each account for only about 2 to 3% of trips.
6.46 The Council supports the Government's new targets for casualty reduction by 2010. The Council prepares and reviews regularly a Road Safety Plan which includes the target for casualty reduction and the strategies to be adopted to achieve this target.

6.47 To assist accident reduction, the Council has a Safety Education Section that promotes road safety in schools, trains road users in safe techniques, and publicises road safety material and issues.

6.48 The Council has a programme of engineering schemes aimed at reducing accidents at locations with a high level of accidents. It also ensures that road and junction schemes that have a high accident saving potential are given a high priority. Pedestrian and cycle network schemes that have a high accident saving potential in association with the road network will also be given high priority offering a fully integrated approach to road safety analysis. To ensure that new schemes do not create new accident problems, it is proposed to introduce a system of safety audit.

6.49 Enforcement is a key element in reducing accidents and the Council will continue to press for adequate Police resources for the enforcement of traffic and safety laws.

POLICY RN.5: TRAFFIC MANAGEMENT

The junction and highways improvements proposed in Schedule 1 (11T – 26T) are to be undertaken as part of the Council's traffic management measures. Development likely to jeopardise the listed proposals will not be permitted, unless alternative schemes for highway improvements or increased safety can be introduced as part of the development.

Where improvements to highway safety or to flow of traffic are necessary to support new development, contributions to specific improvement measures will be sought through planning obligations.

Justification

6.50 The acceptance that major road constructions are not the solution to London's transport problems has increased the importance of traffic management to make the best use of available road space. Schedule 1 contains specific improvement proposals for key parts of the road network that will encourage vehicles to make the fullest possible use of the Strategic London Road Network in preference to seeking alternative routes through unsuitable streets and residential areas as advised in the Strategic Guidance for London Planning Authorities (1996). This guidance also recommends that Boroughs take such traffic management measures as may be necessary, including cycling safety initiatives, action to improve the convenience and safety of pedestrians, vehicle restrictions, loading, waiting and signing arrangements and traffic calming measures.

6.51 The Schedule 1 traffic management improvements will be used to ease congestion on the road network and will ensure that any increased capacity is allocated to improve facilities for public transport, cyclists and pedestrians or for the removal of traffic from unsuitable routes. Development proposals in the vicinity of the Schedule 1 improvements that attract/generate a significant amount of new traffic are likely to reduce the benefits accrued from the schemes. The Council will require development
proposals at Schedule 1 locations to include an assessment of the associated traffic impact and proposed solutions to reduce negative impact of increased vehicular activity as outlined in Policy RN.2 and development may be required to make S106 contributions to reduce associated negative traffic impact.

6.52 It will be important to ensure that traffic is not diverted to other unsuitable routes, that adequate access is retained and that bus services are protected from the effects of any increases of traffic that would result from the introduction of traffic calming measures in adjoining residential areas. On-street parking by non-residents, particularly around town centres and railway stations, causes severe problems in residential areas. Measures to resolve these problems are set out in the parking policies, and will form part of a comprehensive approach to traffic management.

6.53 In areas where lorries are a particular nuisance, width restrictions or lorry bans have been implemented and found to be an acceptable method of reducing this nuisance (see Figure 6.3). There maybe some scope for some extra width restrictions but service access, bus routes, turn-around facilities and emergency vehicles access are important considerations. It is also necessary to take an overall view of the wider implications to the community as a whole when such schemes are introduced, particularly where development important to the local economy might be significantly affected or conflicts arise between competing land uses, such as town centres and adjacent residential areas. In other areas, road closures have been applied, sometimes combined with improved junction capacity on the surrounding road network. The Night-time and Weekend Lorry ban has removed some of the largest heavy goods vehicles and, with improved enforcement now taking place, the effectiveness should be maintained.

6.54 To meet the requirements and obligations of the Environmental Act 1995 and Road Traffic Reduction Act 1997, the Council in conjunction with Greater London Authority, other Boroughs and Agencies, is developing a strategy to improve air quality through the implementation of traffic restraint measures. The key objectives adopted are:

(i) To promote sustainable forms of transport;

(ii) To support the economy of the Borough, particularly its regeneration and promote employment opportunities for residents;

(iii) To improve the environment of residential, town centre and other sensitive areas;

(iv) To improve road safety.

6.55 Developments will be assessed in terms of their impact on traffic levels. Developers will be required to minimise traffic flows and impacts by their development and promote access by other more sustainable modes through the imposition of planning conditions or obligations and other measures such as Travel Plans.
POLICY RN.6: LORRY BANS
IN AREAS SUBJECT TO LORRY BANS AND WIDTH RESTRICTIONS, PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT THAT WILL LEAD TO INTRUSION BY LORRIES IN RESIDENTIAL AREAS.

POLICY RN.7: PROVISION FOR GOODS VEHICLES
THE COUNCIL WILL SEEK TO ENSURE THAT EXISTING AND NEW DEVELOPMENT MAKES ADEQUATE PROVISION FOR GOODS VEHICLES BY SATISFYING ONE OR MORE OF THE FOLLOWING:

(i) LOCATING NEW DEVELOPMENT WHERE ADEQUATE ACCESS CAN BE PROVIDED; IN PARTICULAR, ACCESS TO THE STRATEGIC AND LONDON DISTRIBUTOR ROAD NETWORK;

(ii) WHERE APPROPRIATE IMPROVING ACCESS TO EXISTING DEVELOPMENTS AND IMPROVING ROAD JUNCTIONS AND ROADS;

(iii) ENSURING SATISFACTORY PROVISION FOR OFF STREET LOADING/SERVICING AND PARKING IN ALL NEW DEVELOPMENTS, AND IMPROVEMENTS TO EXISTING DEVELOPMENTS;

(iv) SEEKING TO PROVIDE IMPROVED ACCESS WITHIN INDUSTRIAL AREAS BY THE INCORPORATION OF NEW ROADS AND JUNCTIONS IN PLANS FOR INDUSTRIAL DEVELOPMENT AND TRAFFIC CONTROLS.

Justification

6.56 The need to restrict the movement of heavy goods vehicles through residential areas is set out in Policy RN.6. All industrial and commercial properties require good access and loading and unloading facilities if they are to operate satisfactorily. It is, therefore, in the interest of the operators and local residents that these businesses are correctly located and adequate access and servicing arrangements are provided.

6.57 By co-ordinating land use and transportation planning, the Council intends to restrict generators of goods traffic to particular industrial areas which have good access onto appropriate Strategic and London Distributor roads. This helps to reduce the nuisance caused by goods vehicles in residential areas by ensuring that it is of greater advantage to operators to use main roads. Provision of proper loading facilities helps to reduce the conflict caused by lorries servicing premises directly from the road.

6.58 Some existing industrial areas, e.g. Willow Lane, have poor access to the Strategic/London Distributor road network and this results in many heavy goods vehicles using residential roads. In these cases new road links or improvements to nearby junctions will be considered to remove the large vehicles from unsuitable routes. Similarly, road and junction improvements will be considered within industrial areas to improve efficiency and reduce conflict.

6.59 In Mitcham town centre opportunities have been taken to create rear servicing areas for premises fronting onto the new pedestrianised area. The present construction of some buildings in Mitcham town centre may not allow complete removal of frontage servicing.
To maintain access to these premises until rear servicing is possible, suitably defined and constructed temporary service routes have been provided in the pedestrianisation scheme, utilising part of the existing road space. Short-cutting by through traffic has been prevented on these routes by traffic restrictions where necessary.

6.60 In Morden town centre existing rear service roads need to be protected and improved to enable rear servicing to be undertaken. Where development occurs it must ensure that access to rear service routes is maintained. Similarly in Wimbledon town centre new development should make provision for off-street servicing wherever practicable and rear servicing to existing premises should be maintained and improved as opportunities occur. These measures should reduce traffic congestion and road safety problems in the Borough's town centres.

POLICY RN.8: RAIL FREIGHT

Development involving rail freight handling will be permitted provided that it will not significantly worsen the amenity of residents in the Borough.

Justification

6.61 The strategy for London has been to restrict the movement of heavy lorries but to improve access to individual areas where appropriate and to develop rail and freight alternatives. The Council considers this is the correct strategy to adopt and rail based freight movement will be even more important now the Channel Tunnel has opened. The opportunity will be taken to promote this policy locally but the scope is limited by the siting of industry and the nature of the rail network.

POLICY RN.9: ACCESSIBILITY

The Council will carefully consider the variety of needs of people with disabilities for access to, and movement within, the Borough and will seek to ensure that these needs are taken into account and provided for.

Justification

6.62 New development schemes must be designed to allow for ease and safe access, movement and use by people with disabilities. Easy access to the public transport system is also important for people with disabilities but their transport needs have not hitherto been fully realised. Therefore, the transport system is less accessible to people with disabilities than it could have been. There needs to be a programme of improvements to the accessibility of public transport, which was designed without facilities for people with disabilities. Approximately 7% of the population have difficulty using public transport according to surveys by the Greater London Association for Disabled People. London Buses have a duty under the London Regional Transport Act 1984 to pay due regard to the transport needs of disabled people. The needs of people with disabilities should be integrated into the forward planning and development of the public transport system.

6.63 Traffic management plans will take the needs of people with disabilities into account. For example, dropped kerbs will be provided whenever possible at crossing points and facilities for the partially sighted, such as tactile paving, will also be provided. Thus, facilities will be designed to enable people to alight as close to shopping centres as possible, and suitable parking for people with disabilities will be provided within the town centre. Footways need to be designed to enable access for people in wheelchairs and people with other disabilities and should, therefore, be maintained to a high standard.
The design and layout of street furniture should take into account the needs of people with disabilities, including adequate provision of seats. Access to buildings will also be considered carefully and internal spaces within buildings requires consideration to ensure that access for all is provided. The Supplementary Planning Guidance Note for People with Disabilities provides more detailed advice.

WALKING AND CYCLING

POLICY WC.1: INCREASING WALKING

Pedestrian Priority Areas, Pedestrian Demonstration Projects, Footway Widening and Safer Routes to School Proposed in Schedule 1 (29T-32T) and shown on the proposals map are to be undertaken as part of the council's set of measures to increase walking in the borough. Development proposals will be expected to respect, and where necessary to contribute to, the listed proposals.

Design of new development proposals will be expected to support the objective of increased walking across the borough in one or more of the following ways:

(i) Improvement of pedestrian access through the creation of new or more direct footpath links.

(ii) Safeguarding, widening or improvements to existing footpaths, access routes or public rights of way with accessible routes for all, wherever possible.

(iii) Employing measures that provide natural surveillance, security, signage and lighting of footpaths.

Justification

6.64 Walking is very important for local journeys to work, shop and leisure activities, and virtually all trips by car or public transport involve a walk of some distance at least at one end. About 48% of all shopping trips made by Merton residents are made on foot and in Mitcham it is around 57%.

6.65 Promoting walking can confer significant benefits in environmental, social, health and economic terms. Walking has historically been undervalued and overlooked as a means of travel, despite its importance and the advantages it can confer.

6.66 Consultation on issues for the Review of the UDP in 1998 revealed that 67% of Merton residents agreed that roadspace be reallocated to pedestrians, cyclists and public transport. Earlier surveys found that walking was often preferred to using the bus because of its reliability for journeys of up to 20 minutes and that safety, maintenance and fouling by dogs were all issues that made walking unpleasant.

6.67 Travel surveys have, in the past, under-recorded walking because of the way the data was collected, but there is evidence that walking is very important and that there is
scope for increasing its use significantly. About 50% of car trips are 3 kilometres or less and almost 20% are shorter than half a kilometre.

6.68 The Walking Strategy agreed by the former LPAC suggests that the review of the role of walking be carried out using a "walking inventory". This examines the extent of walking as a main mode, as a feeder mode, for circulating around shopping centres and other interchange/exchange areas and for leisure/recreation. The review would consider accidents and road danger, opportunities for walking and the quality of the walking environment.

6.69 The former LPAC Strategy sought to increase walking's share of all journeys in London by five percentage points from 34% to 39% over the next ten years. Further work is required to identify accurately the level of walking in Merton, using the London Area Transportation Survey of 2001 which should be specified to identify walking trips more accurately than previous surveys.

6.70 The Section of this Chapter dealing with Land Use and Transport Integration sets out how new developments will be assessed in terms of their contribution to sustainable transport and promoting walking.

6.71 Improving the walking environment will involve setting standards for design and quality audits applied to all streets. Different standards will be applied for different areas depending on the intensity of pedestrian activity, identifying key walking routes between places and longer distance recreational routes and introducing measures to ensure continuity along these routes, identifying key destinations and auditing the quality of access by foot to these destinations from the adjoining area, identifying local areas where pedestrians should be given high priority, ensuring that enforcement effort on the highway addresses the needs of pedestrians, and selecting and developing pedestrian demonstration projects. Chapter 4 sets out how good urban design will be used to improve conditions for pedestrians.

6.72 Improving the pedestrian environment will involve some or all of the following:

(i) promoting and providing high quality road crossing facilities;

(ii) providing protection for pedestrians at signal-controlled junctions, including introducing pedestrian phases and improving existing installations;

(iii) ensuring that crossing facilities take account of the needs of elderly people and people with disabilities;

(iv) providing dropped kerbs where appropriate;

(v) reducing carriageway widths and selectively widening footways where appropriate;

(vi) locating street furniture safely and to preserve a minimum unobstructed footway width;

(vii) requiring minimum footway widths that allow wheelchairs to pass wherever possible;

(viii) ensuring that in new development and traffic schemes adequate pedestrian facilities are provided and/or improved where necessary;
(ix) taking into account the needs of partially sighted people in the design of pedestrian facilities;

(x) ensuring ease of access for people with wheelchairs, prams, pushchairs and shopping trolleys in all schemes affecting pedestrian circulation;

(xi) introducing traffic calming measures where appropriate;

(xii) reviewing the possibilities for pedestrianising streets in town centres;

(xiii) making improved provision for pedestrian security;

(xiv) improving existing footpaths by widening, eliminating sharp corners where possible, improving lighting levels and seeking to replace any steps with ramps to improve access for those with disabilities;

(xv) requiring new developments, where appropriate, to provide weather protection along busy frontages for pedestrians.

6.73 Changing public attitudes and perceptions of walking will be the subject of joint work with a range of organisations. These will include the Government Office for London, Greater London Authority, London Pride/London First, Transport 2000, the London Walking Forum, Sustrans, Living Streets, the Pedestrian Policy Group, as well as the other London Boroughs and local authority organisations.

POLICY WC.2: SAFER ROUTES TO SCHOOLS

THE COUNCIL WILL IMPLEMENT A PROGRAMME OF SAFER ROUTES TO SCHOOLS TO REDUCE CAR JOURNEYS TO SCHOOLS, TO REDUCE ACCIDENTS TO PEDESTRIANS AND TO ENCOURAGE WALKING. WHERE APPROPRIATE ROUTES WILL ALSO INCORPORATE IMPROVEMENTS FOR CYCLISTS.

Justification

6.74 The school run by car is a rapidly growing element of urban travel and this mainly involves short trips to local schools that could be substituted by walking or cycling. These journeys worsen congestion and air quality around schools, start off poor transport habits and inhibit the physical and mental development of children.

POLICY WC.3: CYCLE FACILITIES

NEW DEVELOPMENTS, SUCH AS RAIL STATIONS, SHOPPING CENTRES, WORK PLACES AND SCHOOLS, AND THOSE INVOLVING NEW DWELLINGS OR FLAT CONVERSIONS WILL BE EXPECTED TO PROVIDE SECURE CYCLE PARKING FACILITIES IN ACCORDANCE WITH THE CYCLE PARKING STANDARDS IN SCHEDULE 6.

Justification

6.75 Cycling is economical and efficient, environmentally friendly and healthy. Almost two thirds of all trips in London are less than 5 kilometres in length and many of these could reasonably be made by cycle if convenient and safer conditions were to be created. There is therefore a significant potential for modal shift away from car use to cycle use.
Cycling is also more dangerous than any other form of transport in London other than powered two-wheelers. Analysis by the London Research Centre has shown that cyclists are about three times as likely to be killed or injured in road accidents as pedestrians and fifteen times more likely as those travelling by bus. In Merton in 2002 cyclists represented 8% of all casualties from road accidents.

In 1996 the Strategic Guidance for London Planning Authorities called upon the Boroughs to support cycling and recommended the implementation of the London Cycle Network. Later in 1996 the Government issued a National Cycling Strategy. LCN+ targets are to increase cycling by 100-300% from 2003 to 2009. TfL’s targets are to increase cycling by 80% by 2010 from the 2000 base as specified in the Draft Cycling Action Plan. The Government in its White Paper “A New Deal for Transport: Better for Everyone” endorsed a quadrupling of cycling by 2012 succeeded by a trebling of cycling by 2010. This paper calls for the local authorities to:

- establish a local strategy for cycling as part of their Local Transport Plan;
- institute “cycle reviews” of the road system and “cycle audits” of proposed traffic schemes;
- adapt existing road space to provide more cycle facilities;
- make changes to traffic signalled junctions and roundabouts in favour of cyclists, giving them priority where this supports cycling;
- apply speed restraint more widely to support their cycling strategies and provide for cyclists when applying speed restraint measures;
- increase provision of secure parking for cycles;
- maintain cycle lanes adequately to avoid hazards to cyclists;
- use their planning powers to promote cycling through influencing the land use mix, layout and design of development and through the provision of cycle facilities.

The National Cycling Strategy recommended that Cycle Reviews - reviews of existing infrastructure - should be undertaken, in order to produce Local Cycling Strategies. These should involve an objective assessment of local problems, consistent with the overall transport strategy for the area. A Cycle Review is a systematic process, applied to existing transport networks, which is designed to identify their positive and negative attributes for cycling and to assess ways in which those networks could be changed in order to encourage cycling.

The National Cycling Strategy also recommended that all highway authorities should adopt cycle audit procedures. A Cycle Audit is a systematic process, applied to planned changes to the transport network, which is designed to ensure that opportunities to encourage cyclists are considered comprehensively and that cycling conditions are not inadvertently made worse.

Existing cycle parking provision is not always convenient or of sufficient quantity. Therefore, extensive use is made of street furniture for securing cycles, which often leads to obstruction and hazards for pedestrians. The Council considers that the requirement of developers to provide cycle parking for new developments and at buildings converted to flats would encourage greater use of cycles for work, shopping...
and other purposes and would reduce the incidence of street furniture being used for securing cycles. The Council will press for such parking facilities to be secure and covered where possible. The Council will make provision at its own premises, such as libraries, schools and offices. The Council’s Supplementary Planning Guidance Note on Transport Planning provides advice on cycle parking requirements.

6.81 Road and cycle route maintenance is an important element in making cycling safe and attractive and the Council will ensure that the needs of cyclists are given a high priority in the assessment of the needs for maintenance. It is also essential that cyclists are well trained and the Council will continue to provide Cycle Training to all children. The Council will also provide training for adult groups based on the Cycle Training for children. Cycle safety initiatives are included in the list of traffic management measures Boroughs are recommended to take by Strategic Planning Guidance.

POLICY WC.4: CYCLE ROUTES

THE BOROUGH CYCLE NETWORK SHOWN ON THE PROPOSALS MAP AND FIGURE 6.4 WILL BE UNDERTAKEN AS PART OF THE COUNCIL’S SET OF MEASURES TO INCREASE CYCLING IN THE BOROUGH.

DEVELOPMENT PROPOSALS WILL BE EXPECTED TO RESPECT AND WHERE NECESSARY CONTRIBUTE TO THE PROVISION OF PROPOSED CYCLEWAYS AND TO THE PROMOTION OF CYCLING BY INCORPORATING CYCLEWAYS WITHIN DEVELOPMENTS INCLUDING LINKS WITH THE BOROUGH NETWORK.

Justification

6.82 Existing cycle movements and demand were surveyed and a network of cycle routes was developed to cater for this demand. A local Priority Cycle Route Network was identified by the Council as a long-term programme. This formed the basis for Merton’s section of the London Cycling Network (LCN) which was adopted by the Boroughs and the Government agencies for London in 1996. This has been superseded by LCN+ which was developed by TfL. This network is based on priority strategic route desire line corridors. The LCN+ is a network that offers safe, convenient and conspicuous routes for cyclists linking residential areas with all major centres of employment, retailing, leisure and transport across the capital. The cycle routes will be implemented according to the Design Manual for the LCN produced by the Royal Borough of Kingston upon Thames and endorsed by the Association of London Government which is currently being updated by TfL.

6.83 In addition to the LCN further routes will be required for shorter journeys and for linking residential areas and the LCN with local centres. The Council will carry out investigations and implement further cycle routes as appropriate to meet existing and potential demand.

6.84 The effectiveness of cycle routes and lanes can be significantly affected by illegal parking. Parking enforcement on all roads apart from Red Routes is now the responsibility of the Council. The enforcement effort will be used to reduce illegal parking that disadvantages cycling.
TOWN CENTRES

POLICY TO.1: TRAFFIC MANAGEMENT IN TOWN CENTRES

THE COUNCIL WILL MANAGE THE TRANSPORT NETWORKS IN TOWN CENTRES IN ORDER TO ACHIEVE THE FOLLOWING AIMS:

(i) REDUCE CONGESTION THROUGH THE RESTRAINT OF THROUGH TRAFFIC AND WHERE APPROPRIATE TAKE MEASURES TO PROTECT RESIDENTIAL AREAS FROM THE EFFECTS OF DIVERSIONARY RE-Routing;

(ii) IMPROVE SAFETY AND CONVENIENCE AND COMFORT FOR PEDESTRIANS AND CYCLISTS;

(iii) IMPROVE PUBLIC TRANSPORT FACILITIES WITHIN THE TOWN CENTRES;

(iv) ENHANCE THE ENVIRONMENT FOR PEOPLE USING TOWN CENTRES;

(v) IMPROVE LOCAL ACCESSIBILITY TO EXISTING FACILITIES AND NEW DEVELOPMENT;

(vi) FACILITATE DEVELOPMENT OPPORTUNITIES AND SITE IMPROVEMENTS;

(vii) SUPPORT PEDESTRIAN PRIORITY SCHEMES.

Justification

6.85 Conflict between vehicles and pedestrians represents one of the major problems of town centres and by reducing such conflicts conditions will be safer and more attractive, particularly for shoppers. However, extensive separation of road traffic and town centre functions relies on a combination of factors and only Mitcham town centre has been able to satisfy the requirements for full pedestrianisation. The Council will ensure that other schemes for pedestrianisation will provide adequate accessibility for people using public transport into shopping and central areas and servicing provision for town centre businesses.

6.86 In Morden town centre the means by which the environment of the town centre could be enhanced, taking into account its function as a shopping area and transport interchange, closely abutted by residential development are being investigated and will include consideration of reallocation of road space. This will also need to take into account the role of the A24 as a Priority 'Red' Route and part of the strategic London Road Network.

6.87 In the Colliers Wood Urban Centre development opportunities in the vicinity of Colliers Wood tube station will provide the scope for environmental improvements including an improved pedestrian environment and transport interchange in the area outside the tube station, in Christchurch Road.

6.88 In Wimbledon, the Town Centre Viability Study, 1995, identified options for two way traffic circulation in Hartfield Road/Sir Cyril Black Way, providing opportunities in the long term for partial or full pedestrianisation of the Broadway subject to future development proposals. The Council will keep under review opportunities for modifying the local road network in order to maximise the benefits of removing through traffic from The Broadway including a possible highway link also providing service access to the north of the Wimbledon Station Precinct site.
6.89 In Mitcham town centre the Council has identified a package of measures to increase walking as a mode of travel to the town centre, including the improvement of safety and environmental conditions for pedestrians and improved access to public transport. Improved pedestrian access will be sought through the reallocation of road space, new crossing facilities, improved signage and the control of illegal and obstructive parking, the new Tramlink interchange and improved pedestrian links to the proposed Eastfields Station.

6.90 In Wimbledon town centre the Council has introduced a traffic calming and pedestrian enhancement scheme in The Broadway between Wimbledon Bridge and Sir Cyril Black Way. This scheme, funded mainly by developer contributions from the development of the P3 site, is designed to slow traffic to around 20 miles per hour, provide enhanced pedestrian crossings, includes widened pavements, and new loading bays for service vehicles. It will provide an enhanced pedestrian environment and improve the pedestrian linkage between the Centre Court shopping centre and new shops and leisure facilities on the southern side of The Broadway.

6.91 In Morden town centre environmental improvements have been made to the bus/tube station interchange facilities and the opportunity for further comprehensive development of land adjoining the station will be investigated in order to improve public transport interchange. (See Proposal 1Mo in the Schedule of Site Proposals).

POLICY TO. 2: INTEGRATING DEVELOPMENT AND ACCESSIBILITY IMPROVEMENTS

THE COUNCIL WILL PROMOTE IMPROVEMENTS TO THE HIGHWAY BY CO-ORDINATING SPECIFIC IMPROVEMENTS AND Appropriate TRAFFIC MANAGEMENT MEASURES WITH DEVELOPMENT PROPOSALS AS THEY ARE BROUGHT FORWARD AND WILL SEEK FINANCIAL SUPPORT WHERE APPROPRIATE (SEE ALSO POLICY RN.2). IMPROVEMENTS TO THE HIGHWAY WILL BE AIMED AT IMPROVING ACCESS TO THE DEVELOPMENT PARTICULARLY FOR DELIVERIES, PUBLIC AND COMMUNITY TRANSPORT, CYCLING AND WALKING.

Justification

6.92 Modifications to the highway infrastructure are primarily achieved through development proposals. The Council recognises the burden that would have to be borne by the local community if these modifications were funded solely by the public sector. The Council therefore require financial contributions from developers to be deployed towards appropriate modifications to the highway infrastructure and environmental improvements within town centres.

6.93 Within Wimbledon any future redevelopment of the Wimbledon Station Precinct (Policy WTC.9) will require modification to the road network to accommodate trips to the new development.

6.94 The development of the 2CW site in Colliers Wood should seek to share any car parking with adjacent non residential developments to enhance accessibility and encourage linked trips, thus reducing car use.
PARKING

POLICY PK.1: ON-STREET PARKING SCHEMES

The Controlled Parking Zones (CPZ) Proposed in Schedule 1 (33T-39T) and proposals for Short Stay parking in car parks will be implemented following full consultation. The parking needs of new development proposals will be expected to take into account the CPZ and short stay proposals listed.

Justification

6.95 The Council will use its parking enforcement powers and will make adequate resources available to ensure parking restrictions are respected. The principle of parking control is to enhance the environment and parking needs of local residents, to allow the most efficient use of road space for pedestrians, cyclists and public transport, and to promote accessibility to town centres to assist local use of shopping and employment areas. Parking policies are designed to give priority to the more essential users and will be implemented in a manner which as far as possible avoids financial losses to the Council.

6.96 Control of on-street parking has increased in recent years, particularly in town centres, in order to ease congestion and improve environmental conditions and safety. It will also assist the Council in achieving the aims of the Road Traffic Reduction Act and meeting the new requirements for improved air quality in the borough. Wimbledon and South Wimbledon are subject to controlled parking zones of parking meters and residents' parking spaces, and controls are currently being extended to a number of other areas of the borough. Short-stay public car parks have been provided by the Council at the major shopping and business centres.

6.97 The growth of commuter car parking has put pressure on road space near centres of employment and stations. This has had two effects:

(i) of reducing road space for residents' needs and essential traffic, especially at peak times;

(ii) to make parking difficult for short-stay visitors and deliveries in the main town centres. Since the majority of these vehicles are not used during the working day, motorists are encouraged to either park them outside the busiest town centre areas, park in an appropriate long stay car park (if available) or to use an alternative form of transport to reach their destination. This gives the shorter-stay users more opportunity to move and park, and peak period congestion and pollution is reduced. An appropriate level of short-stay parking in a town centre is essential to its viability.

6.98 The Council has recognised that additional controlled zones are necessary to promote better environmental and residential parking conditions in the vicinity of railway stations. Controls are being extended to areas around a number of stations that are under stress including Colliers Wood, Morden and Wimbledon Park.

6.99 Within car parks and on-street parking schemes adequate provision will be made for the parking needs of people with disabilities, cyclists and motorcyclists. The Supplementary Guidance Notes for People with Disabilities and Parking Standards provide advice on design requirements.
POLICY PK.2: CAR PARKING STANDARDS

The Council will require all developments to provide appropriate levels of car and cycle parking in accordance with the standards adopted by the Council which are detailed in Schedule 6. Car parking standards are set as the maximum permissible provision and should therefore not be exceeded unless it can be demonstrated that a higher level of parking is needed and it can be shown that the applicant has taken other measures to minimise the need for parking.

POLICY PK.3: CAR PARKING AND DEVELOPMENT

Planning permission will not be granted for development likely to result in an increase in on-street parking where it would adversely affect traffic management, bus and cycle movements, safety, the convenience of local residents or the quality of the environment.

Justification

6.100 In accordance with Government Guidance in PPG13 (Transport) and Strategic Guidance for London Planning Authorities, 1996, parking policies and standards in Merton seek to limit car use and encourage alternative means of travel which have less environmental impact. Parking control will be used as a method of restraining the use of cars, particularly for commuting in the peak hours, and will assist the Council in meeting the requirements of the Road Traffic Reduction Act 1997 and improving air quality. The aim is to provide and manage a balanced supply of on-street and off-street parking spaces for different types of parking, to reduce accidents, to restrain traffic for environmental reasons, to allow for short-stay visitor parking in town centres and to satisfy the needs of business and residential areas. Schedule 6 provides detailed advice on standards for different types of development in the Borough. Maximum parking standards are set, however, in some situations it will be necessary to define minimum operational parking requirements. In individual developments a need for parking in excess of the standards in Schedule 6 should be demonstrated preferably through a Transport Assessment. Applicants must also indicate the measures they are taking in the design, location or implementation of the scheme to minimise the need for parking.

6.101 Government guidance, particularly in PPG13, advises that authorities should be flexible in requiring off-street residential parking and in areas with good public transport to reduce their requirements. To achieve quality and affordable high density residential development in town centres and in other areas with very good quality public transport, developers should look to providing significantly less than the maximum parking standards. This is particularly important where it improves the quality and affordability of housing and the environments of residential areas. The Council will have regard to the extent and form of on-street parking control in assessing particular schemes. Within Controlled Parking Zones, residents’ parking permits may be withheld through parking zone orders and planning obligations. Further guidance is provided in the Supplementary Planning Guidance Note on Parking Standards.
6.102 For non-residential parking the parking standard is distinguished between “operational” and “non-operational” parking. The operational requirement refers to vehicles necessary for the operation of an activity including the loading and unloading of goods and car parking necessary for the day to day running of the business and parking for people with disabilities. The remainder of the parking which is appropriate to a particular development is classified as non-operational parking. Where satisfactory operational parking cannot be provided such developments will normally be refused planning permission.

6.103 For certain land use classifications, parking standards will be related to the quality of public transport services available and the extent of on-street parking controls. In order to achieve the Council’s movement strategy aims of supporting public transport and restraining the use of cars for commuting, the Plan encourages the location of major developments close to locations with good public transport accessibility.

6.104 Development should not create adverse on-street parking effects. The Council is gradually introducing on-street parking controls to limit such effects. There are however areas where on-street controls are absent or inadequate. In these areas the Council will require financial contributions from the developer to improve parking control where appropriate. However, if on-street parking is likely to lead to significant problems, then the Council will oppose such schemes.

POLICY PK.4: MANAGEMENT OF PUBLIC PARKING

THE COUNCIL WILL SEEK TO ENSURE THAT PUBLIC PARKING PROVIDED IN ASSOCIATION WITH NEW DEVELOPMENT IS BROUGHT UNDER ITS CONTROL OR IS OPERATED IN ACCORDANCE WITH THE COUNCIL’S MANAGEMENT POLICIES WHICH ARE TO LIMIT COMMUTER PARKING AND PROVIDE FOR SHORT STAY VISITOR PARKING WITH APPROPRIATE CHARGES.

Justification

6.105 The Council will seek to manage parking for use by the general public to ensure that it is available for short-stay purposes related to the proposed development. The management of out-of-centre parking will be consistent with that for town centres to ensure that town centres are not disadvantaged in accordance with advice in PPG6 and PPG13. Further details of town centre management of parking are provided in the Town Centres Section of this Chapter.

POLICY PK.5: CHANGE OF USE OF CAR PARKS

THE COUNCIL WILL PERMIT REDEVELOPMENT OR CHANGE OF USE OF PRIVATE NON-RESIDENTIAL CAR PARKS AND CAR PARKING WHERE THIS WILL ACHIEVE NEW LOWER PARKING STANDARDS SUBJECT TO ADEQUATE PUBLIC TRANSPORT AND ON-STREET PARKING CONTROL IN THE VICINITY.
Justification

6.106 Many developments include parking provision at high levels which encourages car commuting and causes environmental problems in the Borough. Favourable consideration will therefore be given to schemes which reduce parking down to current approved standards.

POLICY PK.6: CAR FREE RESIDENTIAL DEVELOPMENT

CAR FREE RESIDENTIAL DEVELOPMENTS WILL BE PERMITTED IN THE TOWN CENTRES OF WIMBLEDON, MITCHAM AND MORDEN AND ALSO IN AREAS WITH ACCESS TO VERY GOOD PUBLIC TRANSPORT WHERE THERE IS AN OPERATIONAL CONTROLLED PARKING ZONE. RESIDENTS’ PARKING PERMITS TO THE OCCUPANTS WILL BE PROHIBITED BY THE CONTROLLED PARKING ZONE ORDERS AND BY PLANNING OBLIGATION.

Justification

6.107 The potential for ‘car-free’ residential development is noted in Strategic Guidance for London Planning Authorities and revised PPG3, and this is a concept which the Council would like to consider, particularly in Wimbledon and possibly other town centres and areas with good public transport accessibility. Such development will only be encouraged within existing Controlled Parking Zones and where there are a range of amenities including shops and leisure activities.

6.108 It is important to ensure that the residents are not able to park a vehicle on the site or in the Controlled Parking Zone as this would undermine the objectives of this type of development and inevitably lead to traffic and parking related problems in adjoining areas (such as parking too close to junctions, footway parking, double parking and related accident potential). The prohibiting of the issue of residents parking permits to the occupants of such development can be achieved through the introduction of or appropriate amendment to the Controlled Parking Zone Orders. No parking is to be provided in the curtilage of any such site, except for people with disabilities and possibly some provision for visitors.

6.109 Land within the site that would have been taken up by parking will be available for other uses such as additional residential units and amenity space. Special provision should be made to cater for the needs of people with disabilities. Additionally, since there are a large number of households in the Borough who do not own or have access to a car, it is likely that there will be a significant demand for such housing.

POLICY PK.7: COMMUTER PARKING IN TOWN CENTRES

DEVELOPMENT THAT WILL LEAD TO THE LOSS OF EXISTING COMMUTER PARKING SPACES WILL BE PERMITTED ONLY IF THE LOSS DOES NOT JEOPARDISE THE OVERALL MOVEMENT STRATEGY AND OTHER OBJECTIVES FOR THE TOWN CENTRES. DEVELOPMENT THAT WILL LEAD TO THE NEED FOR ADDITIONAL PARKING SPACES FOR COMMUTERS WILL NOT BE PERMITTED.
The Council will use parking enforcement powers under the Road Traffic Act 1991 in order to reduce on-street parking in the vicinity of railway stations, consistent with the road network capacity and other parking pressures. Recent experiences at Raynes Park have indicated that residents do not always wish on-street controls on commuter parking to be applied when it affects their own parking facilities. Hence interchange proposals need to be carefully evaluated at each site.

The existing long-term parking by commuters in town centres is not a feature which the Council wishes to see increase, as it would have implications on the requirements for highway infrastructure. Nevertheless, it is likely that the loss of this facility would transfer the burden to other less satisfactory locations in the Borough. To this end the continued provision of some spaces for such users is seen as a necessary part of the parking policy.

POLICY PK.8: COMMERCIAL VEHICLE PARKING
THE OVER-NIGHT BAN ON THE PARKING OF LORRIES AND COACHES IS TO BE CONTINUED IN CONJUNCTION WITH THE PROVISION OF SUITABLE LORRY PARKS.

The Over-night Lorry Parking Ban has proved successful in reducing the disturbance caused to residents and has given the Council the ability to effect improvements when complaints are received about lorries which contravene the ban. It will be necessary, as and when existing Lorry Parks are lost to redevelopment, to ensure adequate provision of permanent Lorry Parks to meet established demand.

LAND USE/TRANSPORT INTEGRATION
POLICY LU.1: TRANSPORT INFRASTRUCTURE AND DEVELOPMENT
THE COUNCIL WILL SEEK TO INTEGRATE TRANSPORT AND LAND USE PLANNING INCLUDING THE PROVISION OF ADDITIONAL TRANSPORT FACILITIES WHERE NEW DEVELOPMENTS CREATE ADDITIONAL DEMANDS ON TRANSPORT INFRASTRUCTURE AND SERVICES.

Land use policies can contribute to reductions in travel demand by directing particular activities to those locations well served by public transport. The Transport White Paper has highlighted the necessity for transport and land use changes to be integrated and developed at the same time. In general, large developments can act as a catalyst to the achievement of viable new transport schemes and to improvements of existing services. New transport infrastructure, particularly light rail schemes, together with improvements to existing services, can act as the catalyst to major developments.
6.114 In Merton, the need for the integration of transport and land use planning is most acute in those parts of the Borough most likely to be subject to major land use changes - Colliers Wood and Wimbledon town centre - and this is reflected in the Plan policies for these areas. The Council will seek either to direct development to those areas well served by public transport or will require the provision of additional transport infrastructure such as rail stations, bus stops, bus services and access roads where new developments cannot be adequately catered for by the existing transport network. The Council will seek to secure such improvements through legal agreements or other means as appropriate.

POLICY LU.2: PUBLIC TRANSPORT ACCESSIBILITY
WHEN CONSIDERING PROPOSALS FOR NEW DEVELOPMENT, ACCOUNT WILL BE TAKEN OF THE LEVEL OF PUBLIC TRANSPORT ACCESSIBILITY. DEVELOPMENTS THAT ARE MAJOR GENERATORS OF TRAVEL WILL ONLY BE PERMITTED AT OR NEAR PUBLIC TRANSPORT HUBS (SEE ALSO FIGURE 6.5).

Justification
6.115 The Council’s Movement Strategy seeks to limit car commuting and encourage the use of public transport. Employment creating development should therefore be located where public transport services are good and new employment development should be restricted where public transport accessibility is poor.

6.116 There is increasing recognition by the Government, as detailed in PPG13, of the importance of locating new development where traffic generation effects are minimised and the need to travel is reduced, and this policy will assist in achieving environmental benefits for the Borough, including reduced noise pollution, traffic emissions and encouraging the use of more energy efficient public transport.

6.117 Schedule 6 and The Supplementary Planning Guidance Note on Transport Planning provides advice on how this policy will be applied. Figure 6.5 indicates levels of public transport accessibility within Merton.

POLICY LU.3: TRANSPORT IMPACT OF NEW DEVELOPMENT
ALL DEVELOPMENT PROPOSALS WILL BE ASSESSED FOR THEIR TRANSPORT IMPACT ON THE ENVIRONMENT AND THE TRANSPORT NETWORK. THIS INCLUDES THEIR CONTRIBUTION TO TRAFFIC GENERATION AND IMPACT ON CONGESTION AND AIR QUALITY, PARTICULARLY ON THE PRIMARY ROAD NETWORK. THE PRESENT AND POTENTIAL AVAILABILITY OF PUBLIC TRANSPORT AND ITS CAPACITY TO MEET INCREASED DEMAND WILL ALSO BE CONSIDERED.

WHERE THERE IS A SIGNIFICANT IMPACT ON THE TRANSPORT NETWORK DEVELOPERS SHOULD SUBMIT A TRANSPORT IMPACT ASSESSMENT (TIA) AND A GREEN TRAVEL PLAN. THESE SHOULD INCLUDE MEASURES AIMED AT MEETING THE REQUIREMENTS OF THE ROAD TRAFFIC REDUCTION ACT AND THE ASSOCIATED TARGETS IDENTIFIED FOR MERTON. IF THE TRANSPORT IMPACT OF THE DEVELOPMENT IS UNACCEPTABLE THEN THE APPLICATION WILL BE REFUSED PLANNING PERMISSION.
Public Transport Accessibilty in Merton

Map revised Feb 2003
0 Values Removed
Level 1 split into 1a and 1b
Level 6 split into 6a and 6b

This map shows relative levels of access provided by public transport using LB Hammersmith & Fulham's PTAL method.

The map is for illustrative purposes only, the data has not been verified.

PTALs
- 1a
- 1b
- 2
- 3
- 4
- 5
- 6a
- 6b

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London Borough of Merton 100019259. 2005
6.118 The identification in this Plan of areas for development or redevelopment carries no guarantee that particular proposals submitted for planning permission will be acceptable on transport grounds, either to the Borough or to Transport for London. A detailed view on the transport implications of individual applications can only be formed at the time when the application is submitted, in the light of available capacity on the relevant road and public transport networks and of any proposals for expanding that capacity.

6.119 Where new development is likely to result in a significant impact on the transport network, then developers will normally be required to submit a Transport Impact Assessment (assessing all modes of transport) and a Green Travel Plan where appropriate. Developers must identify measures aimed at meeting the requirements of the Road Traffic Reduction Act and the associated targets set for Merton. Planning permission will be refused if the transport impact of a development is considered unacceptable.

POLICY LU.4: CONSISTENCY OF DEVELOPMENT PROPOSALS WITH TRANSPORT POLICIES

THE COUNCIL WILL ENSURE THAT THE TYPE AND AMOUNT OF DEVELOPMENT PERMITTED IS CONSISTENT WITH TRANSPORT POLICIES, AND THAT FULL CONSIDERATION IS GIVEN TO IMPROVING CONDITIONS FOR PEDESTRIANS, CYCLISTS AND PUBLIC TRANSPORT USERS. ALL DEVELOPMENT PROPOSALS WILL NEED TO SATISFY THE COUNCIL THAT THEY PROVIDE FOR NON-CAR USERS AND MINIMISE CAR USE.

Justification

6.120 The Council is concerned to ensure that the traffic and access implications of developments can be accommodated satisfactorily and that the scale and type of development must relate to the ability of the local road network to handle resultant traffic without causing excessive congestion or unacceptable environmental effects. In addition the Council will seek to ensure that development achieves full provision for safe and convenient pedestrian and cycle access to, and within, the area of the development.

POLICY LU.5: DEVELOPER CONTRIBUTIONS

DEVELOPERS WILL BE REQUIRED TO DEMONSTRATE THAT THEIR DEVELOPMENT IS ADEQUATELY SERVED BY A VARIETY OF MODES OF TRANSPORT AND WILL NOT HAVE AN ADVERSE EFFECT ON TRANSPORT IN THE VICINITY OF THE SITE. WHERE PUBLIC TRANSPORT IS INADEQUATE OR WHERE THE DEVELOPMENT WILL REQUIRE ADDITIONAL FACILITIES TO BE PROVIDED TO MEET THIS POLICY THE COUNCIL WILL REQUIRE DEVELOPERS TO CONTRIBUTE TOWARDS MEASURES IN THE VICINITY OF THE DEVELOPMENT TO ENHANCE.
• PUBLIC AND COMMUNITY TRANSPORT SERVICES AND INFRASTRUCTURE;
• FACILITIES FOR PEDESTRIANS AND CYCLISTS;
• ON-STREET PARKING CONTROLS;
• TRAFFIC CALMING/REDUCTION MEASURES;
• ACCESS FACILITIES FOR PEOPLE WITH DISABILITIES.

CONTRIBUTIONS WILL BE SOUGHT THROUGH PLANNING OBLIGATIONS WHERE THEY CAN BE USED TO OVERCOME THE ADVERSE TRANSPORT IMPACT OF THE DEVELOPMENT AND SUCH CONTRIBUTIONS WILL TAKE ACCOUNT OF THE TYPE OF DEVELOPMENT AND THE ABILITY OF THE TRANSPORT NETWORK TO SERVE THE SITE.

Justification

6.121 If a proposed new development is not adequately served by a variety of modes of transport, or if there is a significant transport impact from the development, then the Council will seek, by negotiation, a contribution towards the provision of alternative means of travel and parking controls to increase travel choice and reduce the environmental impact of additional traffic generated by the development. In areas with poorer quality public transport and limited parking restraint, developments must contribute towards alternative means of travel and reducing the reliance on the car in accordance with the aims of Government guidance in PPG13. Details of parking standards, public transport accessibility and parking restraint are set out in Schedule 6 and the Council’s Supplementary Guidance Note on Transport Planning.

6.122 It will not be possible to make all development acceptable in transport terms, even if significant contributions are offered by the developer. Consequently, development that is in the wrong location, or is of an inappropriate size or use, is likely to be refused planning permission. For example, a site that is in an area of very poor public transport accessibility with no on-street parking controls is unlikely to be able to compete, in land use planning terms, with a town centre site that has established public transport links and a controlled parking zone. In this type of situation, depending on the type of development proposed, developer contributions may be considered inappropriate and will not be taken as a substitute for ensuring that the development is correctly located.
Chapter 7

RESOURCES AND IMPLEMENTATION

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RESOURCES AND IMPLEMENTATION

7.1 The UDP Strategy indicates the desired future structure of Merton in 2016. However, the availability of land, finance and labour will determine the future scale and pattern of activities within the Borough. These are each considered in turn below. Local and national Government policies are considerations which have been examined in Chapter 1.

7.2 An essential aspect of the Plan is that the proposals and policies should be seen to be realistic in terms of their resource needs and the availability of other resources from both the public and private sectors.

LAND

7.3 Within current boundaries land, unlike certain other resources, cannot be increased in quantity. Legal, physical, financial and social constraints influence the availability and extent to which land can be used. The tendency in the Borough has been to redevelop land already in use, largely because the amount of vacant land available for development is minimal and the development of derelict land is often expensive and difficult. Frequently there are competing uses for the land which is available. It is against this background that the Plan seeks to identify opportunities, proposals and priorities which will enable maximum benefit to be gained from the limited land resource. The existing building stock is a valuable resource and every effort should be made to secure adaptation and re-use for its previous existing use, or for a new use. However, there will be instances where the economic and social benefits of redevelopment outweigh the advantages of retention.

7.4 Derelict and other vacant land relates to land not currently in use and does not include open spaces such as parks and commons. In 1988 approximately 119 hectares (294 acres) of land and property were either derelict or vacant. There are three important factors which restrict the extent to which this land can be brought back into use:

(i) uncertainty by the owners as to their future land requirements;

(ii) the high cost of reclaiming much of this land which is in poor physical condition;

(iii) historic land values or book values attached to some of the land which is far in excess of its real market value.

7.5 As well as vacant land, which has the potential for alternative uses, there also exist redundant sites and premises. Whilst in terms of the overall land use pattern some of the land use changes are small, they are significant in terms of their implications for employment and the economic base of the Borough.
POLICY LD.1: TEMPORARY AND PERMANENT USES

Within the sites shown on the proposals map for particular uses, and included in the schedule of proposals, other forms of permanent development will not be considered appropriate. Although planning permission for a temporary use may be granted in exceptional circumstances to facilitate the use of a vacant site pending completion of site assembly or prior to the commencement of permanent development.

POLICY LD.2: VACANT AND UNDERUSED SITES

Where no particular land use is indicated for a vacant, under-used or potential development site on the proposals map the site may be suitable for several uses or a mixture of uses. Appropriate uses will be judged in relation to policies elsewhere in the plan.

POLICY LD.3: PLANNING BRIEFS

The Council will prepare planning frameworks for sites proposed for development, either in response to developers’ interest or to promote appropriate development.

Justification

7.6 Policies in this Plan set out general planning guidance. Where development of a particular site requires more detailed guidance, such as where several different planning or other policies affect the site, and clear advice is required; where a site is affected by planning constraints and it is to be promoted for development; and where there are specific features of the site or surroundings which warrant specific guidance the Council will prepare planning frameworks.

7.7 Planning frameworks will usually elucidate and exemplify relevant UDP policies applying to a development site, whilst development briefs have the purpose of promoting development or attracting a developer. In town centres, planning frameworks will be prepared to facilitate the development of key sites, and will include design principles as appropriate (see Policy TC.5, Chapter 5, Town Centres). For predominantly housing sites the Council may prepare “concept statements” which set out the main design principles and quality objectives for the site. These statements will be prepared quickly following development interest on a site and will be used as a guide for the preparation of development briefs.

7.8 The Council will consult with the public when preparing planning frameworks and development briefs to ensure that proposals reflect the aspirations of the local community. Where appropriate the Council may require a developer to contribute in the preparation of a development brief. Once approved, briefs will be treated as Supplementary Planning Guidance, and will form a material consideration in determining planning applications. The Council may review development briefs if, after a period of time, the site remains undeveloped.
POLICY LD.4: ACQUISITION AND ASSEMBLY OF LAND

THE COUNCIL WILL CONSIDER THE USE OF ITS STATUTORY POWERS TO ASSIST IN THE ACQUISITION AND ASSEMBLY OF LAND WHERE THIS IS CONSISTENT WITH PROPOSALS CONTAINED IN THE PLAN.

Justification

7.9 Unused and underused land and buildings represent a wasted asset and encouragement must be given to bringing such land and buildings back into beneficial use. The Proposals Map and Schedule of Proposals specify which policies and proposals apply to which parts of the Borough to a point where the property affected can be shown or described in each case. The proposals of the Plan have been formulated in the light of the Plan's policies and allocate land to uses in order to achieve the planned overall objectives. Nevertheless it is recognised that, in addition to development opportunities, other development sites will arise during the period of the Plan.

7.10 Normally the Council will wish the UDP proposals to be implemented by agreement, but where it is essential to secure the aims of the Plan or to bring forward land for development or to prevent a development opportunity being missed, the use of statutory powers, including compulsory purchase, will be used.

7.11 The Council will operate within the terms of the Planning Acts in relation to statutory blight. It may be necessary for some properties to be purchased in advance of the due date for developments to occur to reduce any hardship which might otherwise be caused. If these properties were to remain empty there could be a serious blighting effect on the life of the Borough. To avoid this the Council will encourage the appropriate temporary use of such buildings and planning permission may be granted for a limited period.

Temporary use of land and buildings

7.12 There are many situations where it is appropriate for the Council to control the development of land by granting temporary planning permission. In certain circumstances, particularly where the permanent development of the land is constrained, the temporary use of the land will enable some benefit of the land to be derived in the short term. There are, however, many sites throughout the Borough where the same use has continued over many years through the repeated granting of temporary planning permissions. On some of these sites unsatisfactory environmental and planning conditions have developed. If the use is considered appropriate, then in considering applications to renew the temporary permission the Council may determine that full planning permission, with appropriate conditions, should be granted.

POLICY LD.5: TEMPORARY PLANNING PERMISSIONS

The Council, in considering applications for temporary planning permission, including the renewal of existing temporary consent will have regard to plan policies and proposals in addition to the effects of such a temporary use on the local environment.
Justification

7.13 The granting of temporary planning permission, whether for the use of existing buildings or the construction of new buildings, should only be granted where there is a strong case for not granting a permanent planning permission. The granting of temporary permission for a new building will not be seen as an excuse for non-compliance with other planning policies.

FINANCE

7.14 Finance availability is probably the most critical element in determining the timing and form of future development. The aim of the Plan is to offer the opportunity for such investment to occur in a way which will benefit the Borough.

7.15 The Plan does not allocate responsibility for implementation of proposals to any particular agency and it does not cost the various proposals. Responsibilities between the private and public sectors are subject to change, as are their respective financial capabilities. The Plan provides a framework within which investment decisions can be encouraged. Nevertheless, there is a close relationship between public and private investment and successful implementation often relies on the use of resources from both parties. Wherever possible the resources of the Council will be directed to realising opportunities to harness private investment.

7.16 The Council will work in partnership with organisations, agencies interest groups and businesses to develop bids for external sources of funding. The eastern part of the borough, including the Wandle Valley Regeneration Area is the Council’s priority for attracting inward investment.

PUBLIC SECTOR FINANCE

7.17 Financial resources available in the public sector are largely determined by factors outside the control of the Council. Central Government exercises control over the level of expenditure for capital projects. In general, the Council has limited scope for expanding its resources to meet capital expenditure, except insofar as it is able to use a proportion of capital receipts, which it has obtained by the disposal of other Council assets. It must seek to achieve maximum benefit from the finances available and further develop alternative methods of finance in partnership with private interests.

7.18 At the present time the level of public sector capital resources available is severely limited and it is on the basis of this limitation on resources and the anticipated scale of investment which can be attracted from the private sector, that the level of public expenditure in the Plan must be established. This again highlights the need for regular reviews of the Plan to reflect changing circumstances.

PRIVATE SECTOR FINANCE

7.19 The future level of private sector investment in the Borough cannot be predicted, especially in view of the rapidity with which interest rates, confidence levels and profit margins change.

7.20 Private sector investment, particularly in commerce and industry, has made a major contribution to the development of the Borough. The Council will look towards the private sector to continue and improve upon its past contribution and secure many of
the objectives of the Plan. The Plan can assist by providing a climate within which the
private sector can invest with confidence against a background of declared Council
policies.

7.21 The Plan identifies sites on which the Council would like to see development take place
and the form of that development. This means that development pressures can be
channeled in the most beneficial way and also that the Council can increase local,
regional and national awareness of local development opportunities.

POLICY F.1: PRIVATE INVESTMENT

THE COUNCIL WILL WORK IN PARTNERSHIP WITH ORGANISATIONS IN ORDER TO
ENCOURAGE PRIVATE INVESTMENT AND DEVELOPMENT TO SECURE THE OBJECTIVES OF
THE PLAN. THE PROPOSALS MAP AND SCHEDULES OF PROPOSALS IDENTIFY THOSE SITES
WHICH THE COUNCIL REGARDS AS SUITABLE FOR DEVELOPMENT FOR PREFERRED USES.

POLICY F.2: PLANNING OBLIGATIONS

THE COUNCIL WILL REQUIRE A PLANNING OBLIGATION WHERE NECESSARY TO MAKE A
PROPOSAL ACCEPTABLE IN LAND USE PLANNING TERMS.

Justification

7.22 Planning obligations are often required in order to ensure that development is
satisfactory, particularly where this cannot be satisfactorily controlled by planning
conditions. The Council will enter into agreements with developers of land in order to
ensure that development is in accordance with policies in the Plan and to enable
development to proceed.

7.23 In entering agreements the Council will act in accordance with statutory requirements
and will take account of current government guidance relating to planning obligations.

7.24 Part 1 Policy ST.36 (Community Benefits) sets out the strategic context for Planning
Obligations. The circumstances where agreements will be sought are set out in the Plan.
Government Guidance recognises that development can provide opportunities for
facilities or the enhancement of an area within or outside a development site.
Appropriate benefits for example, are those relating to housing, employment, leisure,
environmental improvements, educational improvements, community facilities, nature
conservation, transport and town centre improvements. In securing planning obligations
in schemes including affordable housing the Council will try and avoid seeking benefits
at the expense of affordable housing since this in itself is a community benefit. The
Council will also require agreements to contribute to research studies in connection with
a proposed development where information to determine the proposal would not
otherwise be available.

7.25 Although the Council will take into account the offer of planning obligations by
developers this will not make development which is not in accordance with the Plan
acceptable to the Council.

7.26 The Council will produce an annual report on Section 106 Agreements.
POLICY F.3: COUNCIL EXPENDITURE

COUNCIL EXPENDITURE WILL BE DIRECTED TOWARDS DEVELOPMENTS AND SERVICES WHICH WILL OFFER THE GREATEST SOCIAL BENEFIT, AND FACILITATE THE IMPLEMENTATION OF THE PLAN’S POLICIES AND PROPOSALS. THE LOCAL AUTHORITY WILL ENCOURAGE CENTRAL GOVERNMENT, AGENCIES, BODIES, ORGANISATIONS AND THE PRIVATE SECTOR SIMILARLY TO CHANNEL THEIR LOCAL EXPENDITURE TO MEET THE OBJECTIVES AND POLICIES IN THE PLAN.

Justification

7.27 In the past there has been insufficient investment in the Borough, particularly in the town centres, resulting in inadequate facilities and services to meet the needs of the community. In order to revitalise town centres additional finances and resources should be made available from both the public and private sectors. The older areas of South Wimbledon, Colliers Wood, Morden and Mitcham exhibit the worst physical, social and environmental problems in the Borough, similar to those evident in Inner London Boroughs. Different types of investment for each area are needed to encourage renewal and to remedy these problems. At the same time, it is necessary to ensure that in other areas conditions do not deteriorate, thus creating additional problem areas.

7.28 Council will encourage private sector investment in Merton by working with a range of partners, in order to secure the development of sites. It will provide opportunities for contributions to be made to environmental improvements in the Borough and the provision of community facilities and other social benefits. The provision of financial and sites and premises information will be made available in order to initiate and secure employment generating developments.

7.29 Public expenditure has a vital role in alleviating social problems. In doing this it provides a “pump priming” framework within which private investment can be encouraged in a way beneficial to the Borough.

POPULATION AND HOUSEHOLD TRENDS

7.30 At the 1991 population Census, the London Borough of Merton had a resident population of 168,470. This represents an increase of 2,000 people over the 1981 figure and reverses the trend towards population decline in the Borough. The increase is projected to continue, over the next two decades, as illustrated in Figure 7.1 to 191,689 by 2016 (the former London Research Centre 2000). This trend mirrors that for London as a whole, which is also experiencing a rise in population after a long period of decline. The increase is a result of a combination of factors including natural change (an excess of births over deaths) and net in-migration from within the UK and overseas.

7.31 Figure 7.2 shows the changing size of Merton’s population broken down by age-group. While there is some variation in the proportions of the population belonging to each age group over time, there are no significant trends or projected changes.

7.32 More significant are the changes in the number and size of households in the Borough. As in Britain as a whole, the number of households in Merton is increasing at a greater rate than the size of the population, which means that the average size of households is decreasing. The proportion of 1-2 person households in Merton increased from 43% in 1961 to over 60% in 1991. These trends are projected to continue and are illustrated in Figures 7.3 and 7.4.

7.33 The projected population figures cited above are drawn from projections carried out by the former London Research Centre (LRC). As with all population projection
methodologies, the former LRC model makes a number of assumptions about changes in key variables, including fertility, migration and house-building activity. For the figures used here, the main assumptions are that fertility will be high during the projection period and that migration patterns will be led by the availability of dwellings. This may be seen as a relatively conservative projection, where Merton experiences restraints on new dwelling provision (through the application of stringent planning policies in the absence of suitable land, for example), influencing people to move outside the Borough. These assumptions are considered realistic given the complexity of housing supply in London, although it is recognised that all population projections have limitations arising from the difficulty in predicting social change. These figures should be treated with some caution and are included as a guide only to the way in which demographic changes will affect Merton over the Plan period.

**ECONOMIC ACTIVITY**

7.34 For those aged 16 and over, the Census distinguishes between the economically active (those employed, self-employed, unemployed or on a Government scheme) and the economically inactive (students, the permanently sick and the retired). In 1991, 93,200 of Merton’s population aged 16 and over was economically active. That figure is predicted to increase to 97,700 for 1999. The proportion of the population aged 16 and over in Merton that is economically active as a percentage of the total population aged 16 and over will therefore increase from 66.5% in 1991, to 67.1% in 1999 (the former London Research Centre, August 1999). This is partly due to changes in the age structure of the population and partly due to an increase in the proportion of the population that is choosing to be economically active. This indicates a continuing and growing need for work in the population aged 16 and over.

**ETNIC MINORITIES**

7.35 According to the 1991 population census, 16.3% of Merton’s population belonged to one of the minority ethnic groups, of which the largest are Indian and Black Caribbean. This is predicted to increase to 23% by 2011, with Black African, Indian and other Asian groups being the largest minority groups (the former London Research Centre, 1998). Members of the ethnic minority community tend to live in the north-eastern part of the Borough with the highest concentration in the following wards: Graveney (45% belonging to an ethnic minority), Figgies Marsh (28%), Longthornton (25%), Colliers Wood (24%) and Lavender (22%).

7.36 1991 Census data shows that across London, as in Merton, the minority ethnic groups all have a younger age structure than the white group, which partially explains why their population is growing at a faster rate than the population as a whole. In Merton in 1991, 52% of the ethnic minority population was aged under 30 compared to 39.6% of the white population. In addition, ethnic minority households tend to be larger than those in the rest of the population. 1991 Census data for Merton show 31.2% of one person households in the white population compared to 16% for the ethnic minority population as a whole. Within these figures for ethnic minority populations, however, there are significant differences between the different minority ethnic groups.

**PEOPLE WITH DISABILITIES**

7.37 In May 1996, approximately 8,200 Merton residents were registered as having a physical or sensory disability, although the actual number of physically disabled
persons may be higher given that not all those with a disability are registered as such. A further 600 Merton residents are registered as Social Service users with a learning disability; again this figure is probably an under-estimate of the true number of people in Merton in this category.

IMPLEMENTATION OF THE PLAN, MONITORING AND REVIEW

7.38 Planning policies can be implemented by various agencies: The Council; Government Departments; statutory undertakers; the private sector and the people of Merton themselves.

7.39 The Plan attributes considerable importance to the role of private investment in the Borough and recognises the role of the public sector in encouraging investment through improvement to the infrastructure and environment. The active promotion by the Council of the opportunities available and the achievement of public gain through private development will be important mechanisms to implement the Plan. The identification of appropriate development sites on the Proposals Map, for instance in Colliers Wood, is a sound basis for chaneling investment into the Borough. An important aspect of the Plan’s implementation will be to draw its policies, and more significantly its proposals, to the attention of the private sector. The policies and proposals are considered capable of implementation during the Plan period, i.e. 2001-2011.

7.40 The Plan does not pretend to aim to rectify all the Borough’s problems and its inherent deficiencies. The need for the Plan to be realistic in terms of resource availability precludes this and reviews of the Plan will establish a rolling programme of change and development.

7.41 The resource base of the Borough will significantly influence the extent to which change can take place. The limited resources available and the reasonably good balance between different land uses and activities restricts the amount of change likely to affect the present land use pattern. The available resources will, therefore, be geared to redressing the deficiencies in specific parts of the Borough.

POLICY MR.1: MONITORING AND REVIEW

THE COUNCIL WILL REGULARLY MONITOR AND REVIEW AS APPROPRIATE THE POLICIES AND PROPOSALS IN THE PLAN TO TAKE ACCOUNT OF CHANGING NEEDS AND CIRCUMSTANCES AND WILL PREPARE AN ANNUAL STATEMENT.

Justification

7.42 The Plan is designed to establish a set of policies and proposals over the next ten years or so. In that no “end state Master Plan” is appropriate, it is necessary to monitor and review the Plan, amending it to take account of change in policy, needs, new site opportunities and varying resource availability. This review will be carried out on an annual cycle. An Annual Report will be prepared in order to comply with the Secretary of State’s requirements, in Strategic Guidance, for the monitoring and review of UDPs. During the monitoring process it will be necessary to maintain a balance between the various strands of policy (notably housing, employment and movement).

7.43 Promotion and co-ordination of Plan policies and proposals need to be geared to the 10-year Plan period. The Council will co-ordinate and programme activities, including those of other public and private agencies, and will initiate action to ensure the various elements of the Plan are achieved within the Plan period. An annual monitoring of the Plan will take
place and it is anticipated that within at least 5 years, a review of policies and proposals will be undertaken having regard to Government advice, regional/strategic requirements and local trends/issues. If circumstances call for modifications, the Council will initiate formal consultation procedures to alter the Plan in accordance with UDP Regulations.

Figure 7.1 London Borough of Merton
Population Trends and Projections 1961 - 2016

Figure 7.2 London Borough of Merton
Population Trends and Projections by Age Group
1961 - 2011

2000 Round of Greater London Authority Population Projections
(Greater London Authority copyright June 2000).

1998 Round of London Research Centre Population Projections
(Projection 1 - assumes high fertility, dwelling led migration), copyright LRC
Please note that the UDP 1st Deposit was in 1999 as such the 1991 Census was used as the base year for statistical analysis.

Figure 7.4 London Borough of Merton
Household Size 1961 - 1991

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## SCHEDULE 1: SITE PROPOSALS

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1P</td>
<td>Victoria Road Extension Site, Colliers Wood</td>
<td>0.09</td>
<td>Housing and Open Space</td>
</tr>
<tr>
<td>2P</td>
<td>Tooting and Mitcham Football Club, Sandy Lane, Mitcham</td>
<td>1.24</td>
<td>Housing</td>
</tr>
<tr>
<td>3P</td>
<td>Land adjoining Belgrave Road and Goodwin Close</td>
<td>0.26</td>
<td>Housing</td>
</tr>
<tr>
<td>4P</td>
<td>Grove Mill, 475 London Road, Mitcham</td>
<td>1.43</td>
<td>Housing, Community and B1 uses with riverside walk.</td>
</tr>
<tr>
<td>5P</td>
<td>14 London Road, Mitcham (Former Grahams Yard)</td>
<td>0.95</td>
<td>Food retailing, public car parking and housing /B1/B8 uses.</td>
</tr>
<tr>
<td>6P</td>
<td>122-136 London Road, Mitcham.</td>
<td>0.62</td>
<td>B1</td>
</tr>
<tr>
<td>7P</td>
<td>90 Church Road</td>
<td>0.24</td>
<td>B1 and road improvement</td>
</tr>
<tr>
<td>8P</td>
<td>59/61 Durnsford Road</td>
<td>0.59</td>
<td>B1</td>
</tr>
<tr>
<td>9P</td>
<td>Hallowfield Way (West)</td>
<td>0.61</td>
<td>B1</td>
</tr>
<tr>
<td>10P</td>
<td>Hallowfield Way (East)</td>
<td>0.33</td>
<td>B1</td>
</tr>
<tr>
<td>11P</td>
<td>High Path</td>
<td>0.10</td>
<td>B1</td>
</tr>
<tr>
<td>12P</td>
<td>Bushey Road Petrol Station Site</td>
<td>0.33</td>
<td>B1</td>
</tr>
<tr>
<td>13P</td>
<td>Mortimer Road (Roan Industrial Estate)</td>
<td>0.59</td>
<td>B1</td>
</tr>
<tr>
<td>14P</td>
<td>216 Rowan Road</td>
<td>0.74</td>
<td>B1</td>
</tr>
<tr>
<td>15P</td>
<td>191-193 Western Road</td>
<td>0.52</td>
<td>B1</td>
</tr>
<tr>
<td>16P</td>
<td>Raynes Park Carpark</td>
<td>0.77</td>
<td>Residential, foodstore and public car parking.</td>
</tr>
<tr>
<td>17P</td>
<td>Garth Road Depot</td>
<td>0.98</td>
<td>Waste Treatment Facility (including buffer zone and environmental improvements)</td>
</tr>
<tr>
<td>18P</td>
<td>Eveline Road allotments</td>
<td>0.50</td>
<td>Agricultural employment</td>
</tr>
<tr>
<td>Schedule</td>
<td>Description</td>
<td>Area (ha)</td>
<td></td>
</tr>
<tr>
<td>----------</td>
<td>-------------</td>
<td>-----------</td>
<td></td>
</tr>
<tr>
<td>19P</td>
<td>Wimbledon Park</td>
<td>5.0</td>
<td>Landscape restoration/re-creation work and enhancement of areas of nature conservation interest.</td>
</tr>
<tr>
<td>20P</td>
<td>Morden Park</td>
<td>42.6</td>
<td>Restoration and re-creation work and enhancement of areas of conservation interest.</td>
</tr>
<tr>
<td>21P</td>
<td>New site proposals for location of an indoor Sports Hall associated with Morden Park adjacent to Morden Swimming Pool.</td>
<td>0.23</td>
<td>Indoor Sports Hall.</td>
</tr>
<tr>
<td>22P</td>
<td>Morden Hall Park and adjacent tramway verge.</td>
<td>42.99</td>
<td>Proposed Local Nature Reserve.</td>
</tr>
<tr>
<td>23P</td>
<td>Raynes Park Library, 21-39 Approach Road</td>
<td>0.15</td>
<td>Mixed use site including library, community uses with offices/residential.</td>
</tr>
<tr>
<td>24P</td>
<td>Cannon Hill Common</td>
<td>0.15</td>
<td>Redevelopment of Pavilion for community centre and education facility.</td>
</tr>
<tr>
<td>25P</td>
<td>Canons Leisure Centre</td>
<td>0.31</td>
<td>Indoor bowls centre</td>
</tr>
<tr>
<td>26P</td>
<td>Benedict Wharf, Mitcham</td>
<td>3.70</td>
<td>Waste treatment facilities, traffic management measures and environmental improvements.</td>
</tr>
<tr>
<td>27P</td>
<td>356 West Barnes Lane, Motspur Park</td>
<td>0.01</td>
<td>Health Centre</td>
</tr>
<tr>
<td>28P</td>
<td>Alfred Mizen First School</td>
<td>0.37</td>
<td>Childcare Training Centre</td>
</tr>
<tr>
<td>29P</td>
<td>Abbotsbury Field</td>
<td>1.14</td>
<td>Nature Conservation and Education</td>
</tr>
<tr>
<td>30P</td>
<td>Brenley Field</td>
<td>2.95</td>
<td>Open Space/ Recreation and Housing</td>
</tr>
<tr>
<td>31P</td>
<td>Bushey Middle School Playing Field</td>
<td>1.81</td>
<td>Nature conservation and open space/recreation</td>
</tr>
<tr>
<td>32P</td>
<td>Harland First School</td>
<td>0.77</td>
<td>Open space/recreation, housing and community.</td>
</tr>
<tr>
<td>33P</td>
<td>Chaucer/Canterbury site</td>
<td>1.05</td>
<td>Institutional/community and housing</td>
</tr>
<tr>
<td>Page</td>
<td>Property/Location</td>
<td>Area (ha)</td>
<td>Use</td>
</tr>
<tr>
<td>------</td>
<td>----------------------------------------------------------------------------------</td>
<td>-----------</td>
<td>------------------------------------------</td>
</tr>
<tr>
<td>34P</td>
<td>3-5 Dorien Road</td>
<td>0.085</td>
<td>Residential development</td>
</tr>
<tr>
<td>35P</td>
<td>Wandle Valley Country Park</td>
<td>222.72</td>
<td>Country Park</td>
</tr>
<tr>
<td>36P</td>
<td>Morden Cemetery</td>
<td>18.75</td>
<td>Proposed LNR</td>
</tr>
<tr>
<td>37P</td>
<td>Derwent Floodwash</td>
<td>1.77</td>
<td>Proposed LNR</td>
</tr>
<tr>
<td>38P</td>
<td>Marsh Avenue</td>
<td>0.14</td>
<td>Housing</td>
</tr>
<tr>
<td>39P</td>
<td>Wimborne Football Ground, Plough Lane</td>
<td>2.51</td>
<td>Mainly housing and B1 and community and open space.</td>
</tr>
<tr>
<td>40P</td>
<td>East Road Trading Estate</td>
<td>0.44</td>
<td>B1</td>
</tr>
<tr>
<td>41P</td>
<td>21 Eastfields Road</td>
<td>0.27</td>
<td>Residential</td>
</tr>
<tr>
<td>42P</td>
<td>Hall Place</td>
<td>0.42</td>
<td>C3 or C2 use (housing or residential institution)</td>
</tr>
<tr>
<td>43P</td>
<td>St Catherine’s RC School, Grand Drive</td>
<td>4.27</td>
<td>Residential and Open Space Site Proposal. 60P is identified as a high risk area (flood zone 3 (a) or 3 (b) to be developed only if reasonable options in low risk categories are not available and it can be demonstrated that mitigation measures can be introduced to remove flood risks on the site and elsewhere.</td>
</tr>
<tr>
<td>44P</td>
<td>Belgrave Walk</td>
<td>1.16</td>
<td>Subject to the findings of an assessment of its nature conservation value, the site be designated for mixed use purposes (B1, nature conservation/green corridor)</td>
</tr>
<tr>
<td>45P</td>
<td>The Tower Building at Singlegate First School, South Gardens, SW19</td>
<td>0.28</td>
<td>Residential, community use.</td>
</tr>
<tr>
<td>46P</td>
<td>Priory Kitchen, Craven Gardens, SW19</td>
<td>0.06</td>
<td>Residential/B1 studios</td>
</tr>
<tr>
<td>47P</td>
<td>Morden Farm and Caretakers House, Aragon Road, Morden</td>
<td>0.62</td>
<td>Residential/community use</td>
</tr>
<tr>
<td>48P</td>
<td>Park House Caretakers House, Arthur Road, SW19</td>
<td>0.06</td>
<td>Residential</td>
</tr>
<tr>
<td>P.</td>
<td>Description</td>
<td>Size (ha)</td>
<td>Use(s)</td>
</tr>
<tr>
<td>-----</td>
<td>------------------------------------------------------------------------------</td>
<td>-----------</td>
<td>------------------------------------------------------------------------</td>
</tr>
<tr>
<td>49P</td>
<td>Malmesbury 1st School</td>
<td>0.21</td>
<td>Residential</td>
</tr>
<tr>
<td>50P</td>
<td>Rowan High School</td>
<td>6.3</td>
<td>Residential, open spaces, community purposes.</td>
</tr>
<tr>
<td>51P</td>
<td>Atkinson Morley Hospital (excluding the Wolfson Centre)</td>
<td>9.5</td>
<td>Residential and community/employment, open space, nature conservation, recreation.</td>
</tr>
<tr>
<td>52P</td>
<td>120-126 Lavender Avenue, Mitcham</td>
<td>0.04</td>
<td>Mixed use, B1, employment and housing/ live/work.</td>
</tr>
<tr>
<td>53P</td>
<td>Batsworth Road</td>
<td>0.26</td>
<td>B1</td>
</tr>
<tr>
<td>54P</td>
<td>Mitcham Gas Holder site and land to 0rear</td>
<td>4.9</td>
<td>Mixed use (B1, Housing, Community, Live/Work, Public Open Space) subject to the preparation of a planning brief – Planning brief drafted</td>
</tr>
</tbody>
</table>
### INSET MAPS

#### WIMBLEDON TOWN CENTRE

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1WTC</td>
<td>Wimbledon Station precinct, Wimbledon Station, land fronting Wimbledon Bridge, Nos 3-25 Wimbledon Bridge and Station approach, Nos 111-140 Alexandra Road and Railtrack Depot, Alexandra Road.</td>
<td>3.75</td>
<td>Primarily public transport interchange, light rail and station with town centre uses including primarily offices (B1) and retail also residential, leisure (D2), hotel and conference centre. Also public square and station concourse.</td>
</tr>
<tr>
<td>2WTC</td>
<td>P3 Extension Site, The Broadway, Hartfield Road/Sir Cyril Black Way, Hartfield Road Car Park, 61-67 The Broadway</td>
<td>0.63</td>
<td>Mixed Uses including: Primarily arts, cultural, community, shopping and hotel. Development framework to be prepared.</td>
</tr>
<tr>
<td>3WTC</td>
<td>P4 – adjoining Wimbledon Theatre, 111-127 The Broadway</td>
<td>0.20</td>
<td>Shopping and Cultural/community leisure/recreation facilities/hotel/offices/car parking.</td>
</tr>
<tr>
<td>4WTC</td>
<td>Park House</td>
<td>0.18</td>
<td>A1/A2/A3, residential, B1 offices.</td>
</tr>
<tr>
<td>5WTC</td>
<td>196-200 The Broadway (YMCA), 220-224 The Broadway</td>
<td>0.29</td>
<td>Mixed use: A1/A2/A3, Hotel/Hostel.</td>
</tr>
<tr>
<td>6WTC</td>
<td>St. George Road Community Centre</td>
<td>0.09</td>
<td>Community/D2 leisure.</td>
</tr>
</tbody>
</table>

#### COLLIERS WOOD URBAN CENTRE

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1CW</td>
<td>Land bounded by Christchurch Road, High Street Colliers Wood and Priory Retail Park.</td>
<td>0.7</td>
<td>B1, residential, hotel, community transport interchange and public open space.</td>
</tr>
</tbody>
</table>
### Schedules

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>2CW</td>
<td>Land bounded by Merantun Way, Christchurch Road, Prince Georges Road, Fortescue Road and the Greenlea Park Industrial Area.</td>
<td>1.01</td>
<td>Mainly open space/NC with some housing.</td>
</tr>
<tr>
<td>3CW</td>
<td>2-34 Christchurch Road</td>
<td>0.12</td>
<td>Retail, community, public open space and transport interchange. Site contains listed building.</td>
</tr>
<tr>
<td>4CW</td>
<td>Land at junction of Prince Georges Road and Christchurch Road.</td>
<td>0.5</td>
<td>Retail, employment and residential.</td>
</tr>
<tr>
<td>5CW</td>
<td>No. 182-192 Colliers Wood</td>
<td>0.18</td>
<td>Environmental improvements around Baltic Close/Oslo Court, incorporating pedestrian access into Wandle Park, Junction and public transport improvements/tramlink.</td>
</tr>
<tr>
<td>6CW</td>
<td>Thames Water land north of Byegrove Road</td>
<td>1.09</td>
<td>Open space and nature conservation.</td>
</tr>
<tr>
<td>7CW</td>
<td>Thames Water land north of Byegrove Road</td>
<td>0.35</td>
<td>Residential and nature conservation.</td>
</tr>
</tbody>
</table>

### MITCHAM

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1MI</td>
<td>East of Holborn Way, North of Upper Green West.</td>
<td>0.38</td>
<td>A1, A3, B1, C3, D2 (Parking*, public transport)</td>
</tr>
<tr>
<td>2MI</td>
<td>Corner of St. Marks Road and Majestic Way</td>
<td>0.39</td>
<td>A3, B1, D2 (parking*)</td>
</tr>
<tr>
<td>3MI</td>
<td>South side of Majestic Way</td>
<td>0.41</td>
<td>A1, A3 (parking*)</td>
</tr>
<tr>
<td>4MI</td>
<td>West side of London Road, North of Bond Road.</td>
<td>0.5</td>
<td>B1, C3</td>
</tr>
<tr>
<td>5MI</td>
<td>East side of London Road, South of Locks Lane.</td>
<td>0.17</td>
<td>A1, A2, B1, C3</td>
</tr>
<tr>
<td>ID No.</td>
<td>Site and Location</td>
<td>Approx. Site Area (hectares)</td>
<td>Proposed Use</td>
</tr>
<tr>
<td>--------</td>
<td>-----------------------------------------------------------------------------------</td>
<td>------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>6MI</td>
<td>West side of Holborn Road.</td>
<td>0.21</td>
<td>C3</td>
</tr>
<tr>
<td>7MI</td>
<td>East side of London Road between Armfield Crescent and Locks Lane.</td>
<td>0.15</td>
<td>C3</td>
</tr>
<tr>
<td>8MI</td>
<td>On the corner of Clarendon Grove and Upper Green East.</td>
<td>0.16</td>
<td>A1, C3</td>
</tr>
<tr>
<td>9MI</td>
<td>At the junction of Western Road and Love Lane.</td>
<td>0.15</td>
<td>A1, B1</td>
</tr>
<tr>
<td>10MI</td>
<td>South side of Western Road adjacent to gas works.</td>
<td>0.10</td>
<td>A1, B1</td>
</tr>
</tbody>
</table>

MORDEN

<table>
<thead>
<tr>
<th>ID No.</th>
<th>Site and Location</th>
<th>Approx. Site Area (hectares)</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>IMO</td>
<td>Land rear of Morden Underground station.</td>
<td>2.16</td>
<td>Enhance public transport interchange and mixed use development, including additional retail floorspace and an extension to the existing supermarket, car parking, leisure, housing, offices, public open space. Commercial uses on the London Road frontage with residential uses on the Kenley Road/Windermere Avenue frontages.</td>
</tr>
</tbody>
</table>
## TRANSPORT PROPOSALS

### PUBLIC TRANSPORT

<table>
<thead>
<tr>
<th>Proposal Number</th>
<th>Site and Location</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1T</td>
<td>Mitcham Junction to Wimbledon Town Centre via Mitcham Town Centre and Colliers Wood.</td>
<td>Defined route for light rail services and interim bus based enhancements to the public transport network.</td>
</tr>
<tr>
<td>2T</td>
<td>Thameslink 2000: Streatham/ Wimbledon/Sutton rail line.</td>
<td>Enhanced rail services including increased frequency of service and greater number of destinations.</td>
</tr>
<tr>
<td>3T</td>
<td>Northern Line underground</td>
<td>Modernisation of Northern Line to improve capacity and quality of service, together with station improvement and enhanced accessibility for people with disabilities.</td>
</tr>
<tr>
<td>4T</td>
<td>Railway Station Eastfields</td>
<td>New rail station to serve existing services and catchment including residents within one kilometre radius (approximately).</td>
</tr>
<tr>
<td>6T</td>
<td>Wimbledon/Hackney underground</td>
<td>New underground line, using District Line track (on route of District Line) to Parsons Green to provide enhanced service capacity from Wimbledon Station.</td>
</tr>
<tr>
<td>7T</td>
<td>Land adjoining district line, east of Wimbledon Main Line station.</td>
<td>Safeguarding of land for Wimbledon/Hackney underground line.</td>
</tr>
<tr>
<td>8T</td>
<td>Mitcham Town Centre</td>
<td>New transport interchange.</td>
</tr>
<tr>
<td>9T</td>
<td>Morden to Sutton light rail service.</td>
<td>Provision of new light rail service including stations between Morden and Sutton.</td>
</tr>
<tr>
<td>10T</td>
<td>East London line extension.</td>
<td>Improvements to the East London line including new service to Wimbledon via Peckham and new station at Tooting.</td>
</tr>
<tr>
<td>11T</td>
<td>Wandle Way on existing Croydon-Wimbledon Tramlink Service.</td>
<td>New station at Wandle Way to enhance public transport access to Willow Lane Industrial Estate.</td>
</tr>
</tbody>
</table>
### HIGHWAY IMPROVEMENTS

<table>
<thead>
<tr>
<th>Proposal Number</th>
<th>Site and Location</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>12T</td>
<td>Miles Road Improvements</td>
<td>To improve access to industrial and residential development and to improve facilities for pedestrians and cyclists.</td>
</tr>
<tr>
<td>13T</td>
<td>Morden Town Centre: London Road</td>
<td>Reallocation of road space in favour of pedestrians, cyclists and public transport, and introduction of environmental improvements in London Road, Morden.</td>
</tr>
<tr>
<td>14T</td>
<td>Durnsford Road between Arthur Road and Plough Lane.</td>
<td>Localised road widening to achieve benefits to traffic and pedestrians.</td>
</tr>
<tr>
<td>15T</td>
<td>Carshalton Road to Willow Lane Industrial Estate.</td>
<td>Following detailed investigations with landowners and residents achieve new access to serve the Willow Lane Industrial Area using the Council’s preferred route. This will enable removal of commercial traffic from residential areas whilst obtaining improvements to the Goat Road/Carshalton Road and Goat Road/Wates Way junctions. Any common land needed for this road will normally require an equal amount of new common land to be provided.</td>
</tr>
<tr>
<td>16T</td>
<td>Strip of land between Baptist Church and the Centre Court development in Wimbledon Town Centre.</td>
<td>To maintain the potential for an access route to the North.</td>
</tr>
</tbody>
</table>

### IMPROVEMENT OF JUNCTIONS

<table>
<thead>
<tr>
<th>Proposal Number</th>
<th>Site and Location</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>17T</td>
<td>Croydon Road/Carshalton Road Roundabout.</td>
<td>Improvements at junctions to reduce accidents, improve facilities for pedestrians and cyclists and reduce congestion for public transport.</td>
</tr>
<tr>
<td>18T</td>
<td>Bushey Road/Grand Drive.</td>
<td></td>
</tr>
<tr>
<td>19T</td>
<td>London Road/Morden Road/Tramway Path.</td>
<td></td>
</tr>
<tr>
<td>20T</td>
<td>Plough Lane/Waterside Way.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Location/Region</td>
<td>Description</td>
</tr>
<tr>
<td>---</td>
<td>------------------------------------------</td>
<td>-----------------------------------------------------------------------------</td>
</tr>
<tr>
<td>21T</td>
<td>Haydons Road/Merton High Street</td>
<td>Improvements at junctions to reduce accidents, improve facilities for pedestrians and cyclists and reduce congestion for public transport.</td>
</tr>
<tr>
<td>22T</td>
<td>Durnsford Road/Haydons Road/Gap Road/Plough Lane</td>
<td></td>
</tr>
<tr>
<td>23T</td>
<td>Merton Road/Merton High Street (South Wimbledon Tube)</td>
<td></td>
</tr>
<tr>
<td>24T</td>
<td>Mostyn Road/Kingston Road</td>
<td></td>
</tr>
<tr>
<td>25T</td>
<td>Garth Road/Stonecot Hill.</td>
<td></td>
</tr>
<tr>
<td>26T</td>
<td>London Road/Cricket Green</td>
<td></td>
</tr>
<tr>
<td>27T</td>
<td>Morden Park/College: A24 access</td>
<td></td>
</tr>
<tr>
<td>28T</td>
<td>Raleigh Gardens/Holburn Way/</td>
<td>Improvements at junctions to reduce accidents, Western Road improve facilities for pedestrians and cyclists and reduce congestion for public transport.</td>
</tr>
<tr>
<td>29T</td>
<td>Raleigh Gardens/London Road</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>CYCLING</strong></td>
<td></td>
</tr>
<tr>
<td>30T</td>
<td>Borough-wide cycle network.</td>
<td>Creation of a network of cycle routes.</td>
</tr>
<tr>
<td>31T</td>
<td>Borough-wide cycle parking facilities.</td>
<td>To provide secure and suitably located cycle parking facilities at the locations shown and more generally within town centres, leisure facilities, libraries, local shopping centres and other trip attractors.</td>
</tr>
<tr>
<td></td>
<td><strong>PEDESTRIANS</strong></td>
<td></td>
</tr>
<tr>
<td>32T</td>
<td>River Wandle Walkway</td>
<td>Provision and enhancement of walkways and Beverley Brook Walkway. through the Borough linking open areas of land (combined with cycle route).</td>
</tr>
<tr>
<td>33T</td>
<td>Footway Widening, Wimbledon Town Centre</td>
<td>Widen Footways at the locations shown</td>
</tr>
<tr>
<td>34T</td>
<td>Safer routes to school</td>
<td>Measures to improve the safety for the journey to school and help reduce dependency on the private car.</td>
</tr>
<tr>
<td>35T</td>
<td>Pedestrian Demonstration Projects.</td>
<td>Measures to increase walking as a mode of travel including the improvement of safety and environmental conditions for pedestrians.</td>
</tr>
</tbody>
</table>
### PARKING

<table>
<thead>
<tr>
<th>Schedules</th>
<th>Controlled Parking Zones in the vicinity of:</th>
</tr>
</thead>
<tbody>
<tr>
<td>36T</td>
<td>Raynes Park Station</td>
</tr>
<tr>
<td>37T</td>
<td>Mitcham Town Centre</td>
</tr>
<tr>
<td>38T</td>
<td>Wimbledon Village Phase 2</td>
</tr>
</tbody>
</table>
# SCHEDULE 2: OPEN SPACES

## OPEN SPACE HIERARCY

<table>
<thead>
<tr>
<th>Type of Open Space and its main function</th>
<th>Approx Size and Distance from Home</th>
<th>Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Parks &amp; Open Spaces (Linked Metropolitan Open Land and Green Belt Corridors) Weekend and occasional visits by car or public transport</td>
<td>400 hectares 3.2 - 8km</td>
<td>Large areas and corridors of natural heathland, downland, commons, woodlands and parkland also including areas not publicly accessible but which contribute to the overall environmental amenity. Primarily providing for informal recreation with some non-intensive active recreation uses. Car parking at key locations.</td>
</tr>
<tr>
<td>Metropolitan Parks Weekend and occasional visits by car or public transport</td>
<td>60 hectares 3.2km or more where the park is appreciably larger</td>
<td>Either: i. natural heathland, downland, commons, woodlands etc. ii. formal parks providing for both active and passive recreation. May contain playing fields, but at least 40 hectares for other pursuits. Adequate car parking.</td>
</tr>
<tr>
<td>District Parks Weekend and occasional visits by foot, cycle, car and short bus trips</td>
<td>20 hectares 1.2km</td>
<td>Landscape setting with a variety of natural features providing a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups, and informal recreation pursuits. Should provide some car parking.</td>
</tr>
<tr>
<td>Local Parks For pedestrian visitors</td>
<td>2 hectares 0.4km</td>
<td>Providing for court games, children's play, sitting-out areas, nature conservation, landscaped environment; and playing fields if the parks are large enough.</td>
</tr>
<tr>
<td>Small Local Parks &amp; Open Spaces</td>
<td>Less than 2 hectares</td>
<td>Gardens, sitting-out areas, children’s playgrounds or other areas of a specialist nature, including nature conservation areas.</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>---------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Pedestrian visits, especially by old people and children; particularly valuable in high-density areas.</td>
<td>0.4km</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Linear Open Spaces</th>
<th>Variable</th>
<th>Canal towpaths, disused railways and other routes which provide opportunities for informal recreation, including nature conservation. characterised by features or attractive areas which are not accessible to the public but contribute to the enjoyment of the space.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pedestrian visits</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wherever feasible</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Often</td>
<td></td>
<td></td>
</tr>
<tr>
<td>fully</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
METROPOLITAN OPEN LAND

The boundaries of Metropolitan Open Land are shown on the Proposals Map.

<table>
<thead>
<tr>
<th>Area in Hectares</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wimbledon Common</td>
</tr>
<tr>
<td>Copse Hill</td>
</tr>
<tr>
<td>Beverley Brook/A3</td>
</tr>
<tr>
<td>Lower Morden</td>
</tr>
<tr>
<td>Cannon Hill</td>
</tr>
<tr>
<td>Morden Park</td>
</tr>
<tr>
<td>Wandle Valley</td>
</tr>
<tr>
<td>Mitcham Common</td>
</tr>
</tbody>
</table>

Note
(1) adjoins additional MOL in Wandsworth
(2) adjoins additional MOL in Kingston
(3) adjoins additional MOL in Sutton
(4) adjoins additional MOL in Croydon

PUBLIC OPEN SPACE*

OVER 0.4 HECTARES (1 ACRE) IN SIZE

<table>
<thead>
<tr>
<th>Area in Hectares</th>
<th>(Area in Acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>MITCHAM AREA</td>
<td></td>
</tr>
<tr>
<td>The Canons, Madeira Road, Mitcham</td>
<td>2.53 (6.25)</td>
</tr>
<tr>
<td>The area fronting Commonside West at the Canons</td>
<td>2.00 (5.00)</td>
</tr>
<tr>
<td>Cherry Tree Estate Open Space, Belgrave Walk Mitcham</td>
<td>1.21 (3.00)</td>
</tr>
<tr>
<td>Colliers Wood Recreation Ground, South Gardens SW19</td>
<td>2.93 (7.25)</td>
</tr>
<tr>
<td>Commonside East Open Space</td>
<td>0.55 (1.35)</td>
</tr>
<tr>
<td>Cranmer Green, Madeira Road Mitcham</td>
<td>4.86 (12.00)</td>
</tr>
<tr>
<td>Cricket Green, Mitcham</td>
<td>1.89 (4.67)</td>
</tr>
<tr>
<td>Donnelly Green, South Lodge Avenue, Mitcham</td>
<td>2.35 (5.80)</td>
</tr>
<tr>
<td>Location</td>
<td>Size</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Fair Green Open Space, Mitcham</td>
<td>0.61</td>
</tr>
<tr>
<td>Figgies Marsh Open Space, London Road Mitcham</td>
<td>10.12</td>
</tr>
<tr>
<td>Lavender Park, Lavender Avenue, Mitcham</td>
<td>4.05</td>
</tr>
<tr>
<td>Lewis Road Recreation Ground, Lewis Road Mitcham</td>
<td>0.69</td>
</tr>
<tr>
<td>London Road Playing Fields, London Road, Mitcham</td>
<td>4.86</td>
</tr>
<tr>
<td>Long Bolstead Recreation Ground, Woodstock Way, Mitcham</td>
<td>0.91</td>
</tr>
<tr>
<td>Lower Green Open Space, Mitcham</td>
<td>1.10</td>
</tr>
<tr>
<td>Miles Road Open Space, Miles Road Mitcham</td>
<td>0.80</td>
</tr>
<tr>
<td>Myrna Close Open Space, Myrna Close Mitcham</td>
<td>1.52</td>
</tr>
<tr>
<td>Oakleigh Way Recreation Ground, Oakleigh Way Mitcham</td>
<td>1.72</td>
</tr>
<tr>
<td>Police Green Mitcham</td>
<td>0.94</td>
</tr>
<tr>
<td>Pollards Hill Recreation Ground, Recreation Way Mitcham</td>
<td>3.24</td>
</tr>
<tr>
<td>River Wandle Riverside Walk, Willow Lane Mitcham</td>
<td>9.31</td>
</tr>
<tr>
<td>Rock Terrace Recreation Ground, Phipps Bridge Estate Mitcham</td>
<td>1.88</td>
</tr>
<tr>
<td>Rowan Road Recreation Ground, Rowan Road, Mitcham</td>
<td>1.01</td>
</tr>
<tr>
<td>Sherwood Park Road, Open Space, Mitcham</td>
<td>1.42</td>
</tr>
<tr>
<td>Tamworth Farm Recreation Ground, London Road Mitcham</td>
<td>1.62</td>
</tr>
<tr>
<td>Three Kings Piece Open Space, Commonside West, Mitcham</td>
<td>6.88</td>
</tr>
<tr>
<td>Upper Green Open Space, Mitcham</td>
<td>0.61</td>
</tr>
<tr>
<td>Vestry Hall Green, Mitcham</td>
<td>1.10</td>
</tr>
</tbody>
</table>

**MORDEN AREA**

<table>
<thead>
<tr>
<th>Location</th>
<th>Size</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abbey Recreation Ground, Morden Road SW19</td>
<td>2.43</td>
<td>(6.00)</td>
</tr>
<tr>
<td>Cannon Hill Common, Cannon Hill Lane SW20</td>
<td>21.45</td>
<td>(53.00)</td>
</tr>
<tr>
<td>Cherrywood Open Space, Shaldon Drive Morden</td>
<td>1.62</td>
<td>(4.00)</td>
</tr>
<tr>
<td>Church Lane Playing Fields, Church Lane SW19</td>
<td>1.21</td>
<td>(3.00)</td>
</tr>
<tr>
<td>George Hill Open Space, London Road Morden</td>
<td>1.21</td>
<td>(3.00)</td>
</tr>
<tr>
<td>John Innes Park, Mostyn Road SW19</td>
<td>3.54</td>
<td>(8.75)</td>
</tr>
<tr>
<td>John Innes Recreation Ground, Watery Lane SW19</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Joseph Hood Recreation Ground, Martin Way Morden</td>
<td>8.50</td>
<td>(21.00)</td>
</tr>
<tr>
<td>Kendor Gardens, Kenley Road Morden</td>
<td>1.21</td>
<td>(3.00)</td>
</tr>
<tr>
<td>King Georges Field, Tudor Drive Morden</td>
<td>8.10</td>
<td>(20.00)</td>
</tr>
<tr>
<td>Lynmouth Gardens, Lynmouth Avenue Morden</td>
<td>1.68</td>
<td>(4.15)</td>
</tr>
<tr>
<td>Morden Park, London Road Morden</td>
<td>39.66</td>
<td>(98.00)</td>
</tr>
<tr>
<td>Morden Recreation Ground, Farm Road Morden</td>
<td>10.40</td>
<td>(25.70)</td>
</tr>
</tbody>
</table>
Moreton Green, Middleton Road Morden 4.75 (11.75)
Mostyn Gardens, Martin Way Morden 4.05 (10.00)
Ravensbury Park, Morden Road Mitcham 6.68 (16.50)
Sir Joseph Hood Playing Fields, Marina Avenue West Barnes Lane
Watermeads Open Space, Rawnsley Avenue Morden 1.50 (3.70)

WIMBLEDON AREA
All Saints Recreation Ground, Leyton Road Colliers Wood 0.55 (1.35)
Beverley Meads Open Space, Barnham Road 15.16 (37.47)
Brangwyn Crescent Open Space 0.58 (1.43)
Cannizaro Park, Westside Common SW19 13.95 (34.47)
Cottenham Park, Melbury Gardens SW20 3.21 (7.94)
Deer Park Gardens, Morden Road SW19 0.61 (1.50)
Drax Playing Fields, Preston Road SW20 5.66 (14.00)
Dundonald Recreation Ground, Dundonald Road SW19 4.86 (12.02)
Durnsford Road Recreation Ground, off Durnsford Road SW19 3.71 (9.16)
Garfield Road Recreation Ground, Garfield Road 1.84 (4.54)
Haydons Road Recreation Ground, Haydons Road SW19 3.74 (9.25)
Holland Gardens Open Space, jct Pepys & Cambridge Road SW19 1.42 (3.50)
Raynes Park Sports Ground, Taunton Avenue SW20 7.28 (18.00)
South Park Gardens, Dudley Road SW19 2.49 (6.15)
Wandle Park, High Street Merton SW19 3.82 (9.45)
Wimbledon Park, Revelstoke Road SW19 26.95 (66.60)
Wandle Meadow Nature Park, North Road SW19 4.15 (10.26)

URBAN GREEN SPACE**
OVER AND ABOVE 0.4 HECTARES (1 ACRE)

PRIVATE PARKS AND OPEN SPACES

MITCHAM AREA
Westminster City Playing Fields, Crossways Mitcham 5.26 (13.00)
Westminster Bank Sports Ground, Stanford Road SW16 8.50 (21.00)
<table>
<thead>
<tr>
<th>Location</th>
<th>Distance</th>
<th>Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Croydon Rifle Range, Beddington Lane Mitcham</td>
<td>0.81</td>
<td>(2.00)</td>
</tr>
<tr>
<td>News of the World Sports Ground, Commonside West Mitcham</td>
<td>2.43</td>
<td>(6.00)</td>
</tr>
<tr>
<td>Mitcham Golf Course, Mitcham Common</td>
<td>51.00</td>
<td>(126.00)</td>
</tr>
<tr>
<td>Lyndhurst Avenue Recreation Ground, Lyndhurst Avenue SW16</td>
<td>2.02</td>
<td>(5.00)</td>
</tr>
</tbody>
</table>

**MORDEN AREA**

<table>
<thead>
<tr>
<th>Location</th>
<th>Distance</th>
<th>Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Archbishop Tenison's Sports Ground, Tennyson Ave New Malden</td>
<td>2.83</td>
<td>(7.00)</td>
</tr>
<tr>
<td>Beverley Park Golf Range, Beverley Way New Malden</td>
<td>3.24</td>
<td>(8.00)</td>
</tr>
<tr>
<td>Cranleigh Lawn Tennis Club, Cranleigh Road SW19</td>
<td>1.62</td>
<td>(4.00)</td>
</tr>
<tr>
<td>Imperial Club Sports Ground, Bishopsford Road Morden</td>
<td>4.86</td>
<td>(12.00)</td>
</tr>
<tr>
<td>The London Electric Sports Ground, Westway SW20</td>
<td>4.05</td>
<td>(10.00)</td>
</tr>
<tr>
<td>Morden Sports Ground, Arthur Road New Malden</td>
<td>6.88</td>
<td>(17.00)</td>
</tr>
<tr>
<td>The Old Rutlishians Sports Club, Poplar Road SW19</td>
<td>2.43</td>
<td>(6.00)</td>
</tr>
<tr>
<td>Prince Georges Playing Fields, Grand Drive SW20</td>
<td>16.60</td>
<td>(41.00)</td>
</tr>
<tr>
<td>Messines Playing Fields, Grand Drive SW20</td>
<td>8.10</td>
<td>(20.00)</td>
</tr>
<tr>
<td>Risley Sports Club, Middleton Road Morden</td>
<td>2.83</td>
<td>(7.00)</td>
</tr>
<tr>
<td>Raynes Park Lawn Tennis Club, Grand Drive SW20</td>
<td>0.81</td>
<td>(2.00)</td>
</tr>
<tr>
<td>Morden Hall Park Morden</td>
<td>41.06</td>
<td>(101.46)</td>
</tr>
<tr>
<td>Morden Park Sports Centre, Hillcross Avenue Morden</td>
<td>32.00</td>
<td>(79.00)</td>
</tr>
<tr>
<td>Raynes Park Playing Fields, Grand Drive SW20</td>
<td>8.10</td>
<td>(20.00)</td>
</tr>
<tr>
<td>Sunalon Club, Fairway SW20</td>
<td>3.64</td>
<td>(9.00)</td>
</tr>
<tr>
<td>Nursery Road Playing Fields, Nursery Road SW19</td>
<td>4.45</td>
<td>(11.00)</td>
</tr>
<tr>
<td>Malden Golf Club (Part of) Traps Lane, New Malden</td>
<td>3.28</td>
<td>(8.10)</td>
</tr>
<tr>
<td>St Mary Glebelands, Church Path SW19</td>
<td>1.21</td>
<td>(3.00)</td>
</tr>
<tr>
<td>Merton College Playing Field, Farm Road, Morden</td>
<td>3.87</td>
<td>(9.56)</td>
</tr>
</tbody>
</table>

**WIMBLEDON AREA**

<table>
<thead>
<tr>
<th>Location</th>
<th>Distance</th>
<th>Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>All England Lawn Tennis Club, Church Road SW19</td>
<td>13.76</td>
<td>(34.00)</td>
</tr>
<tr>
<td>Civil Service Sports Ground, Coombe Lane SW20</td>
<td>5.26</td>
<td>(13.00)</td>
</tr>
<tr>
<td>New Malden Gold Course, Aboynne Drive New Malden</td>
<td>3.24</td>
<td>(8.00)</td>
</tr>
<tr>
<td>Aorangi Park, Church Road SW19</td>
<td>7.28</td>
<td>(18.00)</td>
</tr>
<tr>
<td>Merton Hall Bowling Green, Kingston Road SW19</td>
<td>0.40</td>
<td>(1.00)</td>
</tr>
<tr>
<td>Southey Bowling Club, Lower Downs Road SW20</td>
<td>0.81</td>
<td>(2.00)</td>
</tr>
<tr>
<td>Atkinson Morley's Hospital Sports Ground and Playing Fields, Cottenham Park Road SW20</td>
<td>5.26</td>
<td>(13.00)</td>
</tr>
<tr>
<td>West Side Lawn Tennis Club, Copse Hill SW20</td>
<td>0.81</td>
<td>(2.00)</td>
</tr>
</tbody>
</table>
West Wimbledon Bowling Club, Durham Road SW20 0.40 (1.00)
Royal Wimbledon Golf Club, Wimbledon Common 60.70 (150.00)
Wimbledon Park Golf Course, Home Park Road SW18 25.10 (62.00)
Wilton Grove Tennis Club, Wilton Grove SW19 0.40 (1.00)
Kings College Playing Fields, Ridgway SW19 4.10 (10.12)

COMMONS
Wimbledon Common
(excluding Royal Wimbledon Golf Club) 165.00 (408.00)
Mitcham Common (excluding Mitcham Golf Course) 160.00 (395.00)

EDUCATIONAL OPEN SPACE:
COUNCIL OPERATED SCHOOLS

FIRST AND PRIMARY SCHOOLS
Abbotsbury, Abbotsbury Road Morden 0.68 (1.67)
Alfred Mizen, Abbots Road Mitcham 0.22 (0.54)
Beecholme, Edgehill Road Mitcham 1.06 (2.61)
Bishop Gilpin, Lake Road SW19 0.11 (0.27)
Bond, Bond Road Mitcham 0.64 (1.58)
Garfield, Garfield Road SW19 0.50 (1.23)
Holy Trinity, Effra Road SW19 0.40 (0.98)
Hatfield, Lower Morden Lane Morden 0.83 (2.05)
Haslemere, Haslemere Avenue Mitcham 0.77 (1.90)
Harland, Brangwyn Crescent SW19 0.40 (1.03)
Lonesome, Grove Road Mitcham 2.02 (4.98)
Malmesbury, Malmesbury Road Morden 0.71 (1.75)
Merton Abbey, High Path SW19 0.69 (1.70)
Morden, London Road Morden 0.50 (1.23)
Poplar, Poplar Road South SW19 0.43 (1.06)
St Teresa's Montacute Road Morden 0.44 (1.08)
St John Fisher, Grand Drive SW20 1.15 (2.84)

MIDDLE SCHOOLS
Bushey, West Barnes Lane New Malden
(includes Bushey Playing Fields) 2.22 (5.48)
<table>
<thead>
<tr>
<th>Schedule Name</th>
<th>Distance</th>
<th>Price (in Parentheses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cranmer, Cramner Road Mitcham</td>
<td>1.66</td>
<td>(4.10)</td>
</tr>
<tr>
<td>Hillcross, Ashridge Way Morden</td>
<td>1.55</td>
<td>(3.82)</td>
</tr>
<tr>
<td>Liberty, Western Road Mitcham</td>
<td>2.18</td>
<td>(5.38)</td>
</tr>
<tr>
<td>Morden Farm, Aragon Road Morden</td>
<td>0.80</td>
<td>(1.97)</td>
</tr>
<tr>
<td>St Catherines, Grand Drive SW20</td>
<td>3.3</td>
<td>(8.15)</td>
</tr>
<tr>
<td>Wimbledon Chase, Merton Hall Road SW19</td>
<td>2.2</td>
<td>(5.43)</td>
</tr>
</tbody>
</table>

**HIGH SCHOOLS**

<table>
<thead>
<tr>
<th>School Name</th>
<th>Distance</th>
<th>Price (in Parentheses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastfields, Acacia Road Mitcham</td>
<td>6.02</td>
<td>(14.86)</td>
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<tr>
<td>Emmanuel School Playing Fields, Beverley Way SW20</td>
<td>4.81</td>
<td>(11.88)</td>
</tr>
<tr>
<td>Bishopsford Community School, Lilleshall Road Morden</td>
<td>3.27</td>
<td>(8.07)</td>
</tr>
<tr>
<td>Raynes Park, Bushey Road SW20</td>
<td>4.09</td>
<td>(10.10)</td>
</tr>
<tr>
<td>Ricards Lodge, Lake Road SW19</td>
<td>2.67</td>
<td>(6.59)</td>
</tr>
<tr>
<td>Rutlish, Watery Lane SW20</td>
<td>4.19</td>
<td>(10.34)</td>
</tr>
<tr>
<td>Rowan, Rowan Road SW16</td>
<td>4.87</td>
<td>(12.02)</td>
</tr>
<tr>
<td>Tamworth Manor, Wide Way Mitcham</td>
<td>4.29</td>
<td>(10.59)</td>
</tr>
<tr>
<td>Wimbledon College, Edge Hill SW19</td>
<td>4.00</td>
<td>(9.88)</td>
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**SPECIAL SCHOOLS**

<table>
<thead>
<tr>
<th>Special School</th>
<th>Distance</th>
<th>Price (in Parentheses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cricket Green, Lower Green West, Mitcham</td>
<td>0.72</td>
<td>(1.77)</td>
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</table>

**ALLOTMENTS**

**MITCHAM AREA**

<table>
<thead>
<tr>
<th>Allotment Name</th>
<th>Distance</th>
<th>Price (in Parentheses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastfields Road Mitcham</td>
<td>1.05</td>
<td>(2.60)</td>
</tr>
<tr>
<td>Eveline Road Mitcham</td>
<td>0.51</td>
<td>(1.25)</td>
</tr>
<tr>
<td>New Barnes Avenue Mitcham</td>
<td>0.73</td>
<td>(1.81)</td>
</tr>
<tr>
<td>Phipps Bridge, Phipps Bridge Road Mitcham</td>
<td>1.13</td>
<td>(2.80)</td>
</tr>
<tr>
<td>Tamworth Farm Rose Avenue Mitcham</td>
<td>2.83</td>
<td>(7.00)</td>
</tr>
<tr>
<td>Western Road Mitcham</td>
<td>1.54</td>
<td>(3.80)</td>
</tr>
</tbody>
</table>
## MORDEN AREA
- Cannon Hill Common, Cannon Hill Lane SW20: 3.3 (8.00)
- George Hill, Holme Chase Morden: 4.00 (10.00)
- Thurleston Avenue Morden: 0.61 (1.50)
- Martin Way Allotments, SW20: 4.45 (11.00)
- Arthur Road, New Malden: 0.62 (1.52)

## WIMBLEDON AREA
- Cannizaro Park Westside Common SW19: 0.76 (1.90)
- Cottenham Park SW20: 4.25 (10.50)
- Durnsford Road “B” SW19: 0.97 (2.40)
- Havelock Road SW19: 2.45 (6.055)

## CEMETERIES
### MITCHAM AREA
- Mitcham Parish Church Church Road Mitcham: 2.22 (5.50)
- London Road SW17: 5.46 (13.50)
- Streatham Park Cemetery, Rowan Road SW16: 13.56 (33.50)

### MORDEN AREA
- Merton and Sutton Joint Cemetery, Green Lane Morden: 6.07 (15.00)
- St Mary’s Church, Church Path SW19: 0.61 (1.50)
- Morden Cemetery, Green Lane Morden: 20.23 (50.00)

### WIMBLEDON AREA
- Gap Road SW19: 7.08 (17.50)
- St Mary’s Church, Arthur Road SW19: 0.61 (1.50)

## HEALTH OPEN SPACE
- Atkinson Morley’s 31 Copse Hill SW20: 5.79 (14.30)
- Wilson Hospital, Cranmer Road Mitcham: 1.01 (2.50)
SCHEDULE 3: CONSERVATION AREAS, HISTORIC PARKS AND GARDENS AND LISTED BUILDINGS

The boundaries of Conservation Areas and Historic Parks and Gardens are shown on the Proposals Map.

CONSERVATION AREAS

1. Bathgate Road
2. Bertram Cottage
3. The Broadway
4. Copse Hill
5. Dennis Park Crescent
6. Drax Avenue
7. Dunmore Road
8. Durham Road
9. John Innes - Merton Park
10. John Innes - Wilton Crescent
11. Kenilworth Avenue
12. Lambton Road
13. Leopold Road
14. Merton Hall Road
15. Mitcham Cricket Green
16. Pelham Road
17. Quinton Avenue/Richmond Avenue
18. South Park Gardens
19. Upper Morden
20. Vineyard Hill Road
21. Wandle Valley
22. Westcoombe Avenue
23. Wimbledon Hill Road
24. Wimbledon North
25. Wimbledon Village
26. Wimbledon West
27. Wimbledon Windmill
28. Wool Road

HISTORIC PARKS AND GARDENS

1. Cannizaro Park, Wimbledon Grade II*
2. Wimbledon Park, Wimbledon Grade II*
3. Morden Hall Park, Morden Grade II
4. South Park Gardens

LIST OF BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST

The buildings are classified in grades to show their relative importance as follows:

GRADE I These are buildings of exceptional interest. (Only about 2% of all listed buildings so far are in this grade). GRADE II* ("two star") Particularly important buildings which are of more than special interest (about 4% of all listed buildings). GRADE II These are buildings of special interest, which warrant every effort being made to preserve them.
<table>
<thead>
<tr>
<th>PROPERTY</th>
<th>STREET/ROAD NAME</th>
<th>GRADE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Church of All Saints</td>
<td>All Saints Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.1 (Stag Lodge)</td>
<td>Arthur Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.19 (The Artesian Well)</td>
<td>Arthur Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.61</td>
<td>Arthur Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.8</td>
<td>Belvedere Avenue, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.7</td>
<td>Belvedere Drive, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.1</td>
<td>Belvedere Drive, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.12</td>
<td>Belvedere Drive, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.14</td>
<td>Belvedere Drive, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.4</td>
<td>Belvedere Square</td>
<td>II</td>
</tr>
<tr>
<td>No.13</td>
<td>Belvedere Square</td>
<td>II</td>
</tr>
<tr>
<td>No.5-8 (Consec.)</td>
<td>Belvedere Square, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.9-12 (Consec.)</td>
<td>Belvedere Square, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.17-20 (Consec.)</td>
<td>Belvedere Square, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.21-26 (Consec.)</td>
<td>Belvedere Square, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.27-31 (Consec.)</td>
<td>Belvedere Square, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.13 and 14</td>
<td>Berkeley Place, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Wimbledon Theatre</td>
<td>The Broadway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Former Wimbledon Town Hall</td>
<td>The Broadway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.21, 28, 30 &amp; 32</td>
<td>Cannizaro Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>William Wilberforce School</td>
<td>Cannizaro Park, Wimbledon, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Statute of Diana with Fawn</td>
<td>Cannizaro Park, Wimbledon, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Old School House</td>
<td>Central Road, Morden</td>
<td>II</td>
</tr>
<tr>
<td>The Grange</td>
<td>Central Road, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Colliers Wood LUL Station</td>
<td>Christchurch Road, Colliers Wood, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.70</td>
<td>Christchurch Road, Colliers Wood, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Singlegate School &amp; Gatepiers</td>
<td>Christchurch Road, Colliers Wood, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Garden Wall (4 sides) including iron gate north of St Mary’s Church</td>
<td>Church Lane, Merton, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Church of St Mary</td>
<td>Church Path, Merton, SW19</td>
<td>II*</td>
</tr>
<tr>
<td>Freestanding 12C Archway</td>
<td>Church Path, Merton, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Garden Wall (4 sides) north of St Mary’s Church</td>
<td>Church Path, Merton, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Nos. 60, 62 and 64 with railings and gate to No. 64</td>
<td>Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>No.66</td>
<td>Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Parish Church of St Peter &amp; St Paul</td>
<td>Church Road, Mitcham</td>
<td>II*</td>
</tr>
<tr>
<td>Tomb of Anne Hall (Died 1740)</td>
<td>St Peter and St Paul Churchyard, Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Landmark Description</td>
<td>Address</td>
<td>Grade</td>
</tr>
<tr>
<td>-----------------------------------------------------------</td>
<td>----------------------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>Tomb of Thomas Stanley (Died 1811)</td>
<td>St Peter and St Paul Churchyard, Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Tomb of Richard Cranmer (Circa Early 19C)</td>
<td>St Peter and St Paul Churchyard, Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Table Tomb one yard to west of Tomb of Richard Cranmer</td>
<td>St Peter and St Paul Churchyard, Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Tomb of Richard Cranmer</td>
<td>St Peter and St Paul Churchyard, Church Road, Mitcham</td>
<td>II</td>
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<tr>
<td>The Vicarage of St Peter and St Paul</td>
<td>Church Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>The Old Rectory House</td>
<td>Church Road, Wimbledon SW19</td>
<td>II</td>
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<tr>
<td>No.16-20 (Even)</td>
<td>Church Road, Wimbledon SW19</td>
<td>II</td>
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<tr>
<td>No.22-26 (Even)</td>
<td>Church Road, Wimbledon, SW19</td>
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<tr>
<td>No.55</td>
<td>Church Road, Wimbledon, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No.9 Prospect House (including No.11)</td>
<td>Commonside East, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>No.1 (Newton House)</td>
<td>Commonside West, Mitcham</td>
<td>II</td>
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<tr>
<td>No.54 (Park Place)</td>
<td>Commonside West, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Cote Cottage</td>
<td>28 Conway Road, London SW20</td>
<td>II</td>
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<tr>
<td>Christ Church</td>
<td>Copse Hill, SW20</td>
<td>II</td>
</tr>
<tr>
<td>Nos. 15 and 17</td>
<td>Copse Hill, SW20</td>
<td>II</td>
</tr>
<tr>
<td>No. 11 Colbyfield</td>
<td>Copse Hill, SW20</td>
<td>II</td>
</tr>
<tr>
<td>Nos. 19 and 21</td>
<td>Copse Hill, SW20</td>
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<tr>
<td>No.23</td>
<td>Copse Hill, SW20</td>
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<tr>
<td>No.27</td>
<td>Copse Hill, SW20</td>
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<tr>
<td>No.27 (Formerly Stables)</td>
<td>Copse Hill, SW20</td>
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<tr>
<td>No.1 (Elm Lodge)</td>
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<tr>
<td>The White House</td>
<td>Cricket Green, Mitcham</td>
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<tr>
<td>No.9 (Chestnut Cottage)</td>
<td>Cricket Green, Mitcham</td>
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</tr>
<tr>
<td>Obelisk</td>
<td>Junction with Madeira Road, Cricket Green, Mitcham</td>
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</tr>
<tr>
<td>Tate Almshouses</td>
<td>Cricket Green, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Drinking Fountain and Horse Trough</td>
<td>Cricket Green, Mitcham</td>
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</tr>
<tr>
<td>Nos. 17-20 (Consec.)</td>
<td>Crooked Billet, SW19</td>
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<tr>
<td>Bidder Memorial</td>
<td>Croydon Road, Mitcham</td>
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<tr>
<td>Church of the Sacred Heart</td>
<td>Darlaston Road, SW19</td>
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<tr>
<td>Churchyard Wall and Gateways to West and South of Church of Sacred Heart</td>
<td>Darlaston Road, SW19</td>
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<tr>
<td>Nos. 47-51 (Consec.)</td>
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<tr>
<td>Nos. 52 and 53</td>
<td>Denmark Road, SW19</td>
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<tr>
<td>Nos. 54-59 (Consec.)</td>
<td>Denmark Road, SW19</td>
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<tr>
<td>Nos. 60 and 61</td>
<td>Denmark Road, Sw19</td>
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<tr>
<td>Nos. 62 and 63</td>
<td>Denmark Road, SW19</td>
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<tr>
<td>Schedule</td>
<td>Description</td>
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<tr>
<td>----------</td>
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<tr>
<td>Nos. 64-71 (Consec.)</td>
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<tr>
<td>Nos. 72 and 73</td>
<td>Denmark Road, SW19</td>
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<tr>
<td>Horse Trough/Drinking Fountain</td>
<td>South Park Gardens, Dudley Rd, SW19</td>
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</tr>
<tr>
<td>Wimbledon College</td>
<td>Edge Hill, SW19</td>
<td></td>
</tr>
<tr>
<td>Cottage with Cartshed 10 yards to South West of Hall of Wimbledon College</td>
<td>Edge Hill, SW19</td>
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</tr>
<tr>
<td>Church of St Barnabas</td>
<td>Gorringe Park Avenue, Mitcham</td>
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</tr>
<tr>
<td>Church Hall of St Barnabas</td>
<td>Gorringe Park Avenue, Mitcham</td>
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</tr>
<tr>
<td>No. 1</td>
<td>The Grange, SW19</td>
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</tr>
<tr>
<td>No. 2</td>
<td>The Grange, SW19</td>
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<tr>
<td>No. 7 (Fra Lunor)</td>
<td>The Grange, SW19</td>
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</tr>
<tr>
<td>No. 6</td>
<td>The Green, SW19</td>
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</tr>
<tr>
<td>No. 7 (Holly Cottage)</td>
<td>The Green, SW19</td>
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</tr>
<tr>
<td>Wall, West Side of River Pickle (Medieval)</td>
<td>High Street, Colliers Wood, SW19</td>
<td></td>
</tr>
<tr>
<td>Colliers Wood, LUL Station</td>
<td>High Street, Colliers Wood, SW19</td>
<td></td>
</tr>
<tr>
<td>Drinking Fountain in Wandle Park</td>
<td>High Street, Merton, SW19</td>
<td></td>
</tr>
<tr>
<td>South Wimbledon LUL Station</td>
<td>High Street, Merton, SW19</td>
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</tr>
<tr>
<td>Nos. 32, 33, 33A and 34</td>
<td>High Street, Wimbledon, SW19</td>
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<td>No. 35</td>
<td>High Street, Wimbledon, SW19</td>
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<tr>
<td>No. 37 and 37A</td>
<td>High Street, Wimbledon, SW19</td>
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<td>No. 38</td>
<td>High Street, Wimbledon, SW19</td>
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<tr>
<td>No. 44 (Claremont House), 45 and 45A</td>
<td>High Street, Wimbledon, SW19</td>
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<tr>
<td>War Memorial</td>
<td>High Street, Wimbledon, SW19</td>
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<tr>
<td>Eagle House</td>
<td>Junction with Parkside, High Street, Wimbledon SW19</td>
<td></td>
</tr>
<tr>
<td>Iron Screen, Gate Piers and Gates to Eagle House</td>
<td>High Street, Wimbledon, SW19</td>
<td></td>
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<tr>
<td>No. 57 including Nos. 1, 3 and 5 Lancaster Road</td>
<td>High Street, Wimbledon, SW19</td>
<td></td>
</tr>
<tr>
<td>Nos. 70 and 70A/70B</td>
<td>High Street, Wimbledon, SW19</td>
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</tr>
<tr>
<td>No. 98</td>
<td>High Street, Wimbledon, SW19</td>
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</tr>
<tr>
<td>267A, 269 (Long Lodge)</td>
<td>Kingston Road, SW19</td>
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<tr>
<td>120 (The Manor House)</td>
<td>Kingston Road, SW19</td>
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</tr>
<tr>
<td>Dorset Hall</td>
<td>Kingston Road, SW19</td>
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</tr>
<tr>
<td>K6 Telephone Kiosk (outside 182)</td>
<td>Kingston Road, SW19</td>
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</tr>
<tr>
<td>1, 3 and 5</td>
<td>Lancaster Road, SW19</td>
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</tr>
<tr>
<td>No. 27</td>
<td>Lancaster Road, SW19</td>
<td></td>
</tr>
<tr>
<td>No. 1</td>
<td>Lauriston Road, SW19</td>
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</tbody>
</table>
Schedules
No. 9 Lauriston Road, SW19 II
No. 15 and 15A Lauriston Road, SW19 II
No. 17 Lauriston Road, SW19 II
No. 26 (The Village Club) Lauriston Road, SW19 II
Nos. 109-111 (Odd) London Road, Mitcham II
Clock Tower at Junction with London Road, Mitcham II
Upper Green East
Nos. 315 Burn Bullock Public House London Road, Mitcham II
Nos. 409 & 411 (Mitcham Station) London Road, Mitcham II
Nos. 475-479 (Odd) (Mill Cottages) London Road, Mitcham II
Milestone on Figges Marsh London Road, Mitcham II
(Opposite Entrance to St James’ Road)
No. 224 (Eagle House) London Road, Mitcham I
Forecourt Walls, Piers, Railings and Gates of Eagle House London Road, Mitcham I
Milestone Opposite Elm Lodge London Road, Mitcham II
Nos. 346 and 348 London Road, Mitcham II
No. 350 (White Hart Inn) London Road, Mitcham II
Nos. 470 and 472 London Road, Mitcham II
Nos. 482 and 484 London Road, Mitcham II
Church of St Lawrence London Road, Morden I
Tomb in Churchyard, 5 yards Churchyard of St Lawrence, II
South West of Tower London Road, Morden
Mauvillian Tomb in Churchyard, Churchyard of St Lawrence, II
Church of St Lawrence London Road, Morden
Headstone to John Howard (D1764) Churchyard of St Lawrence, II
in Churchyard 16 yards to London Road, Morden
South of South Porch
Headstone circa mid to late 18C London Road, Morden II
immediately adjacent to south of Headstone of John Howard in Churchyard of St Lawrence
Morden Park including walls and London Road, Morden II*
pair of Circular Garden Buildings attached to North West
Drinking Fountain and Horse Trough London Road, Morden II
Milestone London Road, Morden II
Milestone Opposite Elm Lodge Lower Green West, Mitcham II
Mitcham Parish Rooms Lower Green West, Mitcham II
Remains of Hall Place (Chapel) Lower Green West, Mitcham II
<table>
<thead>
<tr>
<th>Schedules</th>
<th>Address</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Canons</td>
<td>Madeira Road, Mitcham</td>
<td>II*</td>
</tr>
<tr>
<td>Dovecotc Adjacent to Pont to South East of The Canons</td>
<td>Madeira Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Obelisk at Junction with Cricket Green (formerly within the ground of</td>
<td>Lower Green West, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>The Canons)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trinity United Reform Church</td>
<td>Mansel Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Church of St Winefride</td>
<td>Merton Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Morden Hall</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Gates and Gate Piers to Main Entrance to East of Morden Hall, including</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>wall to North</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Walls of Walled Garden to South of Morden Hall</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Morden Cottage</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Snuff Mills (Western Block)</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Snuff Mills (Eastern Block)</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Pedestal and Statute of Neptune 10 yards to S.E. of Walled Garden</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Pedestal and Statute of Venus and Cupid 50 yards N. of Morden Cottage</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Morden Lodge</td>
<td>Morden Hall Park, Morden</td>
<td>II</td>
</tr>
<tr>
<td>Cast Iron Bridge to rear of Morden Hall</td>
<td>Morden Hall Road (East Side)</td>
<td>II</td>
</tr>
<tr>
<td>Milestone (opposite No. 92)</td>
<td>Morden Hall Road, Morden</td>
<td>II</td>
</tr>
<tr>
<td>White Cottage</td>
<td>Morden Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>Ravensbury Mill</td>
<td>Morden Road, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>South Wimbledon LRT Station including shops</td>
<td>Morden Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>“Flint Barn” No 35</td>
<td>Mostyn Road, Merton Park, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 36 (Falconhurst)</td>
<td>Parkside, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 54 (Apostolic Nunciature)</td>
<td>Parkside, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Drinking Fountain &amp; Cattle/Horse Trough</td>
<td>Parkside, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 25 Well-House in Garden</td>
<td>Parkside, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Horse Trough</td>
<td>Parkside, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Pelham High School</td>
<td>Pelham Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 98 Wandle Villa</td>
<td>Phipps Bridge Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Fire Station</td>
<td>Queens Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 54</td>
<td>Ridgway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Pair of Gate Piers to No. 54</td>
<td>Ridgway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Nos. 56, 56A, 56C &amp; No 1 Lauriston Road</td>
<td>Ridgway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>No. 70</td>
<td>Ridgway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>---------------</td>
<td>----</td>
</tr>
<tr>
<td>2 K6 Telephone Kiosks</td>
<td>Ridgway, SW19</td>
<td>II</td>
</tr>
<tr>
<td>near junction with Murray Road</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. 10 (Wandle House)</td>
<td>Riverside Drive, Mitcham</td>
<td>II</td>
</tr>
<tr>
<td>St Luke’s Church</td>
<td>Ryfold Road, Wimbledon Park</td>
<td>II</td>
</tr>
<tr>
<td>Queen Alexandra’s Court (North Block)</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Queen Alexandra’s Court (North Eastern Block)</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Queen Alexandra’s Court (South Eastern Block)</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Garden Wall to West of Quadrangle forming Queen Alexandra’s Court</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Garden Pavilion in grounds of Queen Alexandra’s Court</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Entrance Gates, Gate Piers and Adjoining Walls to Queen Alexandra’s Court</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Parish Church of St Mary</td>
<td>St Mary’s Road, SW19</td>
<td>II*</td>
</tr>
<tr>
<td>Churchyard Walls to South of Churchyard of Church of St Mary</td>
<td>St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Ker Vault, 15 yards to South of Chancel</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Grosvenor Tomb,</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>5 yards to South of Chancel</td>
<td>St Mary’s Road, SW19</td>
<td></td>
</tr>
<tr>
<td>Tomb, 1 foot to North of Grosvenor Tomb</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Savage Tomb,</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>15 yards to South of South Porch</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bingham Tomb, 12 yards from</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Savage Tomb</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tomb of Georgina Charlotte Quin, 1 yard to south west of Savage Tomb</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Tomb of John Tompkins, 3 yards to west of Savage Tomb</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Headstone to Little Family,</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II*</td>
</tr>
<tr>
<td>6 yards to west of Savage Tomb</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tombstone of Thomas Lowick, 1 yard to west of south porch</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>Hopkin (Mansel Philipps) Tomb, 25 yards to south west of church tower</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
<tr>
<td>White Tomb, 5 yards to south west of Hopkin (Mansel Philipps) tomb</td>
<td>Churchyard of St Mary, St Mary’s Road, SW19</td>
<td>II</td>
</tr>
</tbody>
</table>
Schedules

Tomb of G S Newton,
20 yards north west of Tower
Headstone, 2 yards to south of Tower

Tomb of Gerard de Visme,
10 ft to north of west tower of chapel

Tomb of Elizabeth Johnson,
50 yards to North West of Tower

Tomb, 5 yards to south of
Tomb of Gerard de Visme
Tomb, 5 yards to East of
Tomb of Gerard de Visme
Hatchett Tomb, 8 yards to East of
Tomb of Gerard de Visme
Table Tomb, 4 yards to East of
Tomb of Gerard de Visme

Tomb of John Lawson,
6 yards to north of chancel

Johnson Tomb, 1 yard to north of
Tomb to John Lawson

Mausoleum of Sir Joseph William Bazalgette, 20 yards to North East of
Chancel of St Mary’s Church

Bankes Tomb, 4 yards to north west of
Bazalgette Mausoleum

Tomb of Joshua Ruddock,
3 yards to north east of chancel

Jennings Tomb, 5 yards to south of
Bazalgette Mausoleum

Tomb of John Teymme,
6 yards to east of chancel

Singlegate School

Lauriston Cottage

Great Hall Range to Kings College School

Pillar Box on Pavement to North of
Kings College School/Hall

Church of St John the Baptist

Wall Running Along South Side of Road

Wheel House at
Messrs Liberty’s Print Works

2 Lamposts outside 12 & 34

Colour House at
Messrs Liberty’s Print Works
Nos. 1 and 5 (Renshaw Corner)  Streatham Road, Mitcham  II
Electricity Sub Station at Junction with Sunnyside Passage  Sunnyside, Wimbledon SW19  II
Church Hall of St Barnabas’ Church  Thirsk Road, Mitcham  II
Clock Tower  Upper Green East, Mitcham  II
No. 55  Upper Green East, Mitcham  II
Nos. 9-13 (Consec.)  Wandle Bank, Colliers Wood, SW19  II
Nos. 16 & 17  Wandle Bank, Colliers Wood, SW19  II
The Manor House  Watery Lane, Merton Park, SW19  II
(now forming part of Rutlish School)

Chester House  West Side Common, Wimbledon, SW19  II
Garden Building and attached Garden Wall to West of Chester House  West Side Common, Wimbledon, SW19  II
No. 4  West Side Common, Wimbledon, SW19  II
No. 6 (West Side House)  West Side Common, Wimbledon, SW19  II
Nos. 7 and 7A (Converted Stable Block adjoining North End of West Side House)  West Side Common, Wimbledon, SW19  II
Nos. 14-19 Consecutive (Hanford Row)  West Side Common, Wimbledon, SW19  II
No. 23 (Stamford House)  West Side Common, Wimbledon, SW19  II
No. 24 (The Keir)  West Side Common, Wimbledon, SW19  II
Drinking Fountain at junction with Belvedere Grove  Wimbledon Hill Road, Wimbledon, SW19  II
No.100 (The White House)  Wimbledon Hill Road, Wimbledon, SW19  II
Base of Windmill at Mill House  Windmill Road, Mitcham  II
No. 2 (Heathfield House)  Windmill Road, Wimbledon, SW19  II
The Old Windmill  Windmill Road, SW19  II
Drinking fountain and horse trough  Windmill Road, Wimbledon, SW19  II
Wall to rear of Block of Flats, West of Easternmost Block (Partly numbered 9,11,15,17) (Medieval)  Windsor Avenue, SW19  II
Wall to rear of the Westernmost Block of Flats (Partly numbered 27,29,31,33) (Medieval)  Windsor Avenue, SW19  II
Southside House  Woodhayes Road, Wimbledon, SW19  II*
Coach House to North of Southside House  Woodhayes Road, Wimbledon, SW19  II
No.6 (Gothic Lodge)  Woodhayes Road, Wimbledon, SW19  II
Methodist Church  Worple Road, SW19  II
SCHEDULE 4:
SITES OF SPECIAL SCIENTIFIC INTEREST, LOCAL NATURE RESERVES, AND SITES OF IMPORTANCE FOR NATURE CONSERVATION, GREATER LONDON BIODIVERSITY ACTION PLAN, PRIORITY HABITATS AND SPECIES

SITE OF SPECIAL SCIENTIFIC INTEREST

Wimbledon Common

LOCAL NATURE RESERVES

Sir Joseph Hood Memorial Wood
Myrna Close
Bennett’s Hole
Fishponds Wood/Beverley Meads
Cannon Hill Common
Wandle Meadow Nature Park
Oakleigh Way
Merton Green Walks
Cherry Wood
Lower Wandle
Ravensbury Park
Morden Park
Cranmer Green
Pyl Brook

SITES OF METROPOLITAN IMPORTANCE FOR NATURE CONSERVATION

Mitcham Common
Morden Cemetery
Upper River Wandle and surroundings
Wimbledon Common and Putney Heath

SITES OF BOROUGH (GRADE 1) IMPORTANCE FOR NATURE CONSERVATION

Atkinson Morley Hospital Woodland
Cannizaro Park
Cannon Hill Common
Malden Golf Course and TWU Pipe Track
Morden Hall Park and Deen City Farm
Royal Wimbledon Golf Course, south
Sir Joseph Hood Memorial Wood
Wandle Meadow Nature Park and the Lower River Wandle
Wimbledon Park Lake, Woods and Golf Course
Worcester Park Green Lanes
SITES OF BOROUGH (GRADE 2) IMPORTANCE FOR NATURE CONSERVATION

Abbotsbury School Meadowlands
Beverley Brook
Buddhapadipa Temple Grounds
Cherrywood
Derwent Road Floodwash
Lower Pyl Brook
Merton Park Green Walks
Morden Park
Myrna Close Valley
Oakleigh Way Nature Area
Prince Georges Playing Field
Pyl Brook Nature Reserve
Railside habitats

SITES OF LOCAL IMPORTANCE FOR NATURE CONSERVATION

Bushey First School Conservation Area
Canons Pond
The Chase
Church Lane Playing Field
Cranmer Green Pond
Eltandia Hall Nature Area
Liberty Middle School Conservation Area
London Road Playing Fields
Morden Recreation Ground Spinney
Moreton Green
Park House Middle School Conservation Area
Poplar First School Nature Area
Pyl Brook by Garth Road
Raynes Park Sports Ground Wildlife Area
St John Fisher School Nature Garden
St Mary's Churchyard and Glebe Fields Merton Park
St Mary's Churchyard, Wimbledon
St Mary's RC Primary School Nature Garden
St Peter and St Paul Churchyard, Mitcham
Three Kings Pond
GREATER LONDON BIODIVERSITY ACTION PLAN, PRIORITY HABITATS AND SPECIES

HABITAT ACTION PLANS; 2ND ROUND

Canals, Tidal Thames, wastelands, woodland, heathland, gardens, chalk grassland

HABITAT ACTION PLANS; 2ND ROUND

Open landscapes with ancient/old trees, hedgerows, acid grassland, grassland meadows and pasture, grazing marsh and floodplain grassland, marshland, reedbed, farmland, lakes, ponds and reservoirs, parks, amenity grassland and city squares, railway linesides, churchyards and cemeteries, rivers and streams

SPECIES ACTION PLANS

Sand Martin, Grey Heron, House Sparrow, Black Redstart, Bats, Water Vole, Adder, Stag Beetle, Mistletoe, Black Poplar, Tower Mustard

SPECIES STATEMENTS


Further species are likely to be identified.
SCHEDULE 5:

ARCHAEOLOGICAL PRIORITY ZONES AND SCHEDULED ANCIENT MONUMENTS

The following Archaeological Priority Zone and Scheduled Ancient Monuments have been defined by the English Heritage Greater London Archaeological Advisory Service (April 1999).

ARCHAEOLOGICAL PRIORITY ZONES

1. Wandle Valley Alluvium
2. Beverley Brook Valley Alluvium
3. Wimbledon Common
4. Mitcham Common
5. Morden Park
6. Merton Village
7. Wimbledon Village
8. Mitcham Village
9. Morden Village
10. Cannon Hill
11. Lower Morden
12. West Barnes Farm
13. Stane Street
14. Wandle/Copper Mill Lane
15. Wandle/Colliers Wood
16. Wandle/Mitcham
17. Mill Corner
18. Merton Place
19. Wimbledon Park House
20. Morden Hall & Park

SCHEDULED ANCIENT MONUMENTS

A. Caesar's Camp, Wimbledon Common
B. Merton Priory
C. Morden Park Mound

* The term “Public Open Space” refers to public parks, commons, heaths and woodland and other open spaces with established and unrestricted public access and capable of being classified according to an open space hierarchy though not necessarily publicly owned.

* The term ‘Urban Green Space’ refers to open space which public access is restricted or not formally established but which meets or is capable of meeting recreational or non-recreational needs within the urban area.
SCHEDULE 6:

PARKING STANDARDS

In accordance with Government Guidance in PPG13 (Transport) and Strategic Guidance for the London Planning Authorities, 1996, parking policies and standards in Merton seek to limit car use and encourage alternative means of travel which have less environmental impact. Parking control will be used as a method of restraining the use of cars, particularly for commuting in the peak hours, and will assist the Council in meeting the requirements of the Road Traffic Reduction Act 1997 and improving air quality. The aim is to provide and manage a balanced supply of on-street and off-street parking spaces, for different types of parking, to reduce accidents, to restrain traffic for environmental reasons, to allow for short-stay visitor parking in town centres and to satisfy the needs of business and residential areas. Schedule 6 provides detailed advice on standards for different types of development in the Borough. These standards set maximum levels for parking standards although in some situations it will be necessary to make provision for people with disabilities, for servicing and possibly for City Car Club initiatives.

The maximum number of parking spaces that the Council will normally allow in conjunction with any new development can be determined from the Parking Standards which are detailed in the following tables. Please note that the Council has adopted new standards which take account of latest government guidance and also the proposals contained in the Road Traffic Reduction Act 1997.

Where a development consists of a number of separate units with different land uses, the parking standards will be applied for each individual unit according to its size. In these cases appropriate planning conditions may be imposed or a Legal Agreement may be required.

Whilst these tables cover most land uses, where there is no defined standard for a particular land use then the Council needs to be consulted prior to the submission of a planning application to assess the proposed parking provision. All figures relate to the MAXIMUM number of parking spaces that will be allowed.

With respect to retail development, the Council will continue to seek control over the management of shopper car parking in town centres in accordance with existing policies, but will also extend similar controls to out-of-centre retail developments as recommended in Government guidance, in order that town centre retailing is not disadvantaged. Parking for staff will be assessed as for business use classes.

Types of Parking Spaces

For non-residential developments some of the parking standards distinguish between the operational (or essential) and non-operational (non-essential) requirements of the land use.

The operational requirement refers to the space required for servicing, loading/unloading and maintenance of the building/site, together with parking facilities for people with disabilities (for whom parking on the premises is essential), and parking facilities for people that will be working unsociable hours (when other forms of transport are limited). It is thus the minimum requirement for the proper functioning of the development.

The non-operational requirement is the remainder of the parking which is required to meet the needs of the development and which might, without affecting the operation of the development, be located away from the site of the actual development in a separate car park.
Servicing & Loading Requirements

Adequate provision should always be made for servicing, loading & unloading and turning facilities clear of the highway in accordance with the standards set by the Freight Transport Association. This is in addition to the parking standards already identified.

Payments to assist alternative Modes of Transport

Merton’s UDP policies endeavour to seek financial contributions that will provide measures to assist public and community transport, walking & cycling and enhance on-street parking controls thereby reducing the current dominance of the car, especially for commuter trips.

Whilst UDP policies direct major developments to locations with good public transport in accordance with advice contained within PPG13, there will be some developments in areas where public transport is not good and where there is inadequate on-street parking control. In these areas less restrictive parking standards will be applied, subject to developers contributing towards the cost of on-street parking controls, public transport and improved pedestrian and cycle facilities.

This will relate to the type of development and the ability of the transport network to serve the site. In this way certain developments may be allowed to proceed (subject of course to other UDP policies), but with a contribution to reduce the environmental impact of traffic generation and provide for non-car access. The principle of developer contributions is long established and recognised in Government guidance, and will be secured as part of a Section 106 agreement when granting planning permission.

Managing Parking for Public Use

The Council will seek to ensure that the car parking provided in association with new development is brought under its control or is operated in accordance with the Council’s management policies which are to limit commuter parking and provide for short stay visitor parking. The Council will ensure that short stay parking is available in conjunction with proposed development and that town centre development will not be disadvantaged in accordance with advice in PPG6 and PPG13.

Parking Standards for Employment Land Uses

The employment land uses are a major generator of vehicle journeys especially during peak periods. Since one of the main objectives of the Council is to restrain the use of the private car and encourage alternative modes of transport then these trips are an obvious candidate for traffic restraint. In such cases the extent to which car trips can be reduced will depend on a number of factors including the availability of suitable alternative modes of transport and any on-street parking controls in the area.

Parking Standards for Residential Development

Within town centres and areas which are well served by public transport the extent to which provision is made for off-street car parking spaces has a direct bearing on the potential for achieving high density residential development schemes. If a large part of the site is given over to off-street parking or space for the manoeuvring of vehicles, then the development potential of the site as a whole will be reduced and lower residential densities will be achieved. Achieving high density residential development in and around town centres therefore depends on the provision of car parking spaces below the maximum figures set out in this guidance.
This approach will be subject to ensuring that on-street parking problems do not result. The Council will therefore encourage reduced on-site parking provision particularly where Controlled Parking Zones are in operation and the issuing of resident’s on-street parking permits can be controlled.

a) Car Free Residential Development

As detailed in UDP policy PK.6, the Council will encourage proposals for car free residential development in town centres and areas where there is an operational Controlled Parking Zone or where a CPZ is programmed for implementation before the operational date of the development. The Council will prohibit the issue of residents parking permits to the occupants of such developments through the Controlled Parking Zone Orders.

b) High Density Residential Development and Reduced Parking Provision

In accordance with the UDP policy HP.6, in Controlled Parking Zones and in and around town centres and other urban areas with very high public transport accessibility (PTAL level 4 or higher), levels of on-site parking provision below the maximum permissible provision will be encouraged. This will assist the Council in achieving high density residential development where it is not possible to progress car free residential schemes. Lower levels of parking provision may also be acceptable where the development proposes a type of housing which is characterised by low levels of car ownership.

c) Residential Development in the remaining areas of the Borough

In accordance with UDP policies HP.6, PK.2 and PK.3, outside town centres and Controlled Parking Zones where public transport accessibility is generally poorer and essential facilities are often not within walking distance, a minimum provision of one parking space per unit is normally required for dwellings with 2 or more bedrooms. A minimum of 0.75 spaces per unit is required for dwellings with only one bedroom. This minimum provision is specified because the Council has little or no control over any on street parking in these areas that may result from the development. Additionally, levels of car ownership are usually higher than in more central areas. Lower levels of parking provision may be acceptable where the development proposes a type of housing which is characterised by low levels of car ownership.

Determining Levels of Public Transport Accessibility

Further advice on Public Transport Accessibility Levels can be found in the Supplementary Planning Guidance on Transport Planning. Areas of accessibility have been identified and plotted on a map, which is contained within the Unitary Development Plan. This map is updated as appropriate, and in this respect developers are advised to contact the Environment & Regeneration Department for up-to-date advice.
### SHOPS (A1/A2 USES)

<table>
<thead>
<tr>
<th></th>
<th>WIMBLEDON TOWN CENTRE</th>
<th>OTHER CENTRES</th>
<th>REMAINDER OF BOROUGH</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superstores&gt;2500 sq m</td>
<td>22 sq m</td>
<td>22 sq m</td>
<td>18 sq m</td>
</tr>
<tr>
<td>Supermarkets (1000-2500 sq m)</td>
<td>30 sq m</td>
<td>30 sq m</td>
<td>-</td>
</tr>
<tr>
<td>Supermarkets (1000 sq m)</td>
<td>36 sq m</td>
<td>36 sq m</td>
<td>-</td>
</tr>
<tr>
<td>Retail Parks</td>
<td>50 sq m</td>
<td>50 sq m</td>
<td>40 sq m</td>
</tr>
<tr>
<td>Non food retail/ DIY</td>
<td>50 sq m</td>
<td>50 sq m</td>
<td>40 sq m</td>
</tr>
<tr>
<td>Garden Centres</td>
<td>-</td>
<td>50 sq m</td>
<td>40 sq m</td>
</tr>
<tr>
<td>Individual shop units and A2 financial and professional services.</td>
<td>100 sq m</td>
<td>100 sq m</td>
<td>50 sq m</td>
</tr>
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</table>

All standards include operational space. Delivery vehicle requirements to be assessed according to FTA recommendations.

### FOOD AND DRINK (USE CLASS A3)

<table>
<thead>
<tr>
<th></th>
<th>MAXIMUM STANDARDS BY LOCATION</th>
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<tbody>
<tr>
<td></td>
<td>WIMBLEDON TOWN CENTRE</td>
</tr>
<tr>
<td>Restaurant/café</td>
<td>1 space for every 20 seats /1:20 sq m</td>
</tr>
<tr>
<td>Public House/Wine bar with restaurant</td>
<td>zero parking</td>
</tr>
<tr>
<td>Fast food takeaway/drive through</td>
<td>1 space/50 sq m</td>
</tr>
<tr>
<td>Public House with function room</td>
<td>TO BE DETERMINED ACCORDING TO NUMBER OF PATRONS ALLOWED BY LICENSE</td>
</tr>
</tbody>
</table>
BUSINESS/INDUSTRIAL USES (B1, B2, B8)

<table>
<thead>
<tr>
<th></th>
<th>WIMBLEDON TOWN CENTRE</th>
<th>OTHER CENTRES</th>
<th>REMAINDER OF BOROUGH</th>
</tr>
</thead>
<tbody>
<tr>
<td>Offices B1</td>
<td>600 sq metres</td>
<td>300 sq metres</td>
<td>100 sq metres</td>
</tr>
<tr>
<td>Light Industrial B1</td>
<td>300 sq metres</td>
<td>300 sq metres</td>
<td>100 sq metres</td>
</tr>
<tr>
<td>General Industrial B2</td>
<td>-</td>
<td>-</td>
<td>120 sq metres</td>
</tr>
<tr>
<td>Storage distribution warehousing B8</td>
<td>-</td>
<td>-</td>
<td>120 sq metres</td>
</tr>
</tbody>
</table>

Commercial vehicle parking, loading/unloading requirements.

Each development to be assessed on its merits when considering the requirements of heavy goods vehicles but in general the recommendations contained within “Designing for Deliveries” (Freight Transport Association) will be applied.

For any land use the demand standard corresponds to the parking provision that will cater for the predicted maximum demand for parking.

For definitions of preferred industrial locations (eg. Willow Lane, Morden Road and Durnsford Road) please refer to the UDP proposals map.

RESIDENTIAL (C1, C2, C3 USES)

HOTEL/HOSTEL (NON-CARE) C1

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<tr>
<td>Hotel/Hostel</td>
<td>WIMBLEDON TOWN CENTRE</td>
</tr>
<tr>
<td></td>
<td>1 space per 4 bedrooms</td>
</tr>
</tbody>
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Coach parking may also be required. For conversions each case to be considered on its merits.
### RESIDENTIAL CARE (C2)

<table>
<thead>
<tr>
<th>Facility Type</th>
<th>Parking Standard</th>
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<tbody>
<tr>
<td>Private homes for the elderly</td>
<td>1 space per 2 dwellings + 1 space per 10 dwellings for communal use.</td>
</tr>
<tr>
<td>Local Authority and Housing Association homes for the elderly</td>
<td>1 space per 5 dwellings + 1 space per 10 dwellings for communal use.</td>
</tr>
<tr>
<td>Private sheltered accommodation with warden</td>
<td>1 space per warden and 1 space per 5 units. + 1 space per 5 units communal.</td>
</tr>
<tr>
<td>Local Authority and Housing Associated sheltered accommodation with warden</td>
<td>1 space per warden and 1 space per 10 units. + 1 space per 10 units communal.</td>
</tr>
<tr>
<td>Residential institutions and hostels</td>
<td>1 space per 10 residents. + 1 space for per 2 members of staff.</td>
</tr>
<tr>
<td>Residential schools and colleges</td>
<td>1 space for per 4 members of staff (town centre location) 1 space for per 2 members of staff (remainder of borough)</td>
</tr>
<tr>
<td>Children’s homes, homes for the elderly and nursing homes</td>
<td>1 space for every 10 residents. + 1 space for every 2 members of staff.</td>
</tr>
<tr>
<td>Hospitals</td>
<td>Each case to be considered on its merits</td>
</tr>
</tbody>
</table>

### RESIDENTIAL DWELLING HOUSES (C3)

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<tr>
<td>1 &amp; 2 Bedrooms</td>
<td>1 space per dwelling + 1 space per 4 dwellings for communal use.</td>
</tr>
<tr>
<td>3 &amp; 4 Bedrooms</td>
<td>2 spaces per dwelling.</td>
</tr>
<tr>
<td>5+ Bedrooms</td>
<td>Negotiable.</td>
</tr>
<tr>
<td>Residential conversions</td>
<td>As appropriate to the units to be provided and to the characteristics of the locality.</td>
</tr>
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Please also refer to the Guidance Notes on pages 335 and 336 which deal with car free residential development, high density residential development and residential development in the remaining areas of the Borough.
NON-RESIDENTIAL INSTITUTIONS (D1, D2 USES)

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<th>REMAINDER OF BOROUGH</th>
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<td>Day Nursery (D1)</td>
<td>Each case to be considered on its merits.</td>
<td></td>
<td></td>
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<tr>
<td>Health Centre (D1)</td>
<td>2 spaces per consulting room</td>
<td>2.5 spaces per consulting room</td>
<td>3 spaces per consulting room.</td>
</tr>
<tr>
<td>School (D1)</td>
<td>1 space per 4 members of staff.</td>
<td>1 space per 4 members of staff.</td>
<td>1 space per 2 members of staff.</td>
</tr>
<tr>
<td>Cinema (D2)</td>
<td>1 space per 10 seats.</td>
<td>1 space per 8 seats.</td>
<td>-</td>
</tr>
<tr>
<td>Passive Leisure Community Facilities (D2)</td>
<td>1 space per 100 sq m GFA.</td>
<td>1 space per 85 sq m GFA.</td>
<td>-</td>
</tr>
<tr>
<td>Active Leisure (D2)</td>
<td>Refer to London Plan</td>
<td>Refer to London Plan</td>
<td>Refer to London Plan</td>
</tr>
<tr>
<td>Bingo (D2)</td>
<td>1 space per 10 seats</td>
<td>Refer to London Plan</td>
<td>N/A</td>
</tr>
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</table>

OTHER LAND USES

<table>
<thead>
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<th>REMAINDER OF BOROUGH</th>
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<td>Sale of fuel for motor vehicles</td>
<td>2 spaces per pump</td>
<td>2 spaces per repair bay</td>
<td>shop standard to be applied to any retail element.</td>
</tr>
<tr>
<td>Sale or display of motor vehicles</td>
<td>1 customer space per 70 sq m site area.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Theatre Amusement arcade/centre Funfair Launderette Dry Cleaners</td>
<td>Each case to be assessed on its merits.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Scapyard or 'Car-breakers' yard or for storage/distribution of minerals Taxi business/car hire.</td>
<td>Each case to be assessed on its merits.</td>
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CYCLE FACILITIES

The Council is currently implementing a network of cycle routes across the Borough, together with associated secure cycle parking facilities where appropriate. The routes in the Borough will form part of a strategic network of routes across London, an initiative supported by the Secretary of State for Transport and the Mayor for London.
The following standards are based on those recommended by the London Cycling Campaign and the London Cycle Network Design Manual. Where necessary, these will be enforced by a condition on the planning permission, although it is hoped that developers will see the benefits of providing facilities for cycles and readily contribute to encouraging their further use. Where insufficient space is available for cycle parking within a development a payment towards off-site provision is likely to be required and will be secured through a planning agreement.

**MINIMUM CYCLE PARKING STANDARDS**

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<th>USE CLASS (As identified in the Town &amp; Country Planning Act – General Development Order 1988)</th>
<th>This table indicates the minimum cycle parking standards for new development within Merton. Commuted payments may be required where a developer is unable to provide cycle parking for the required level on site</th>
</tr>
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<tr>
<td>A1 &amp; A2 RETAIL SHOPS, BANKS, ESTATE AGENTS ETC</td>
<td>1 Space per 100 SQ M</td>
</tr>
<tr>
<td>A3 RESTAURANTS, CAFES &amp; PUBLIC HOUSES ETC</td>
<td>1 Space per 10 seats / 1 Space per 20 SQ M</td>
</tr>
<tr>
<td>B1 OFFICES AND LIGHT INDUSTRY</td>
<td>1 Space per 200 SQ M</td>
</tr>
<tr>
<td>B2-B8 INDUSTRIAL, WAREHOUSING &amp; DISTRIBUTION</td>
<td>1 Space per 400 SQ M</td>
</tr>
<tr>
<td>C1 HOTELS &amp; GUEST HOUSES</td>
<td>1 Space per 10 staff + 1 Space per 10 visitors</td>
</tr>
<tr>
<td>C2 HOSPITALS &amp; HEALTH CENTRES</td>
<td>1 Space per 10 staff + 1 Space per 10 visitors</td>
</tr>
<tr>
<td>C3 STUDENT HOUSING, FLATS &amp; RESIDENTIAL CONVERSIONS</td>
<td>1 Space per 2 dwellings</td>
</tr>
<tr>
<td>D1 SHELTERED HOUSING PRIMARY SCHOOLS</td>
<td>1 Space per 10 dwellings 1 Space per 10 staff plus 1 Space per 10 pupils</td>
</tr>
<tr>
<td>D2 SECONDARY SCHOOLS</td>
<td>1 Space per 10 staff plus 1 Space per 5 pupils</td>
</tr>
<tr>
<td>D2 FURTHER EDUCATION ESTABLISHMENTS</td>
<td>1 Space per 10 staff plus 1 Space per 5 students</td>
</tr>
<tr>
<td>D2 SPORTS CENTRES</td>
<td>1 Space per 10 players plus 1 Space per 10 spectators</td>
</tr>
<tr>
<td>D2 CINEMAS, THEATRES &amp; COMMUNITY CENTRES ETC</td>
<td>1 Space per 10 seats</td>
</tr>
<tr>
<td>OTHER TRAIN STATIONS</td>
<td>5 Spaces per peak period train</td>
</tr>
<tr>
<td>BUS, UNDERGROUND &amp; LIGHT RAIL STATIONS</td>
<td>2 Spaces per 100 peak period passengers</td>
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