

Committee: Borough Plan Advisory Committee

Date: 15 June 2011

Agenda item: 6

Wards: All

Subject: Approval of Merton's Local Development Scheme for submission to the Mayor of London

Lead officer: Chris Lee, Director of Environment & Regeneration

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

Forward Plan reference number: 1038 (Cabinet); 1025 (Council)

Contact officer: James McGinlay, Head of Sustainable Communities

Recommendations:

- A. That Members comment on the proposals for delivering regeneration in Merton over the next three years and our proposals for a long term regeneration delivery plan;
 - B. That Members recommend that Cabinet approve Merton's Local Development Scheme for submission to the Mayor of London;
 - C. Subject to approval of recommendation B, that Cabinet approve the principles of borough-wide community engagement to take place between July and September, known as the "Call for Sites".
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1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1. The purpose of this report is to propose a new three-year project plan for the Local Development Framework for Members consideration and approval. This is known as the Local Development Scheme (LDS),
- 1.2. Over the next three years, Merton will be competing for scarce resources from the private sector development industry, from central government and for investment from public and private sector infrastructure providers.
- 1.3. However there is currently an excellent opportunity to help attract investment and guide development in the borough. Building on the success of Merton's sound Core Planning Strategy, the LDS sets out the overarching projects which will deliver this over the next three years, and the timescales for their delivery. The LDS attached as appendix 1 to this report.
- 1.4. There are three main strands to this approach, which is contained in the LDS:
 - a **Sites and Policies** Development Plan Document to allocate sites and provide detailed up-to-date development management guidance for planning decisions, which would replace the remainder of Merton's Unitary Development Plan (UDP) 2003.

- A **Regeneration Delivery Plan** to provide a shorter term comprehensive development prospectus, which will co-ordinate development infrastructure delivery, improve the public realm and show clear progress of significant sites from pre-planning through the planning system to development completion.
 - a **Community Infrastructure Levy Charging Schedule** which is required to help fund infrastructure in Merton from 2014 onwards, replacing Section 106 agreements in most cases.
- 1.5. Subject to approval of the Local Development Scheme, Members are also asked to approve borough-wide community engagement during the summer to ask people and organisations for any sites allocations or policy issues that they would like to be part of the Sites and Policies DPD, known as the “Call for Sites”.
- 1.6. In order for Merton Council to adopt the new documents once they have been finished, the LDS has to be approved by the Mayor of London before being adopted by resolution of full Council. Subject to Members approval, the LDS would be presented to the Mayor of London and, once approved, adopted by a resolution of full Council in the autumn 2011 committee cycle.

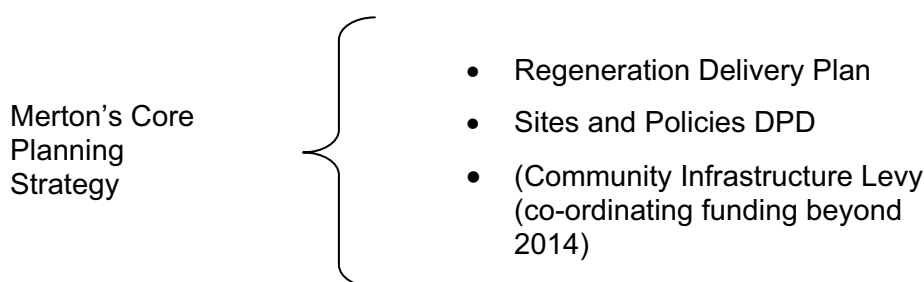
2 DETAILS

- 2.1. Merton currently has an excellent opportunity to attract investment and deliver development and associated infrastructure to the borough. It is also important that the initiative is seized now; that we take advantage of the strong, up-to-date research, policy framework and infrastructure co-ordination provided by Merton’s sound Core Planning Strategy.
- 2.2. Both the public and the private sector currently have scarce resources and are being much more considered in where these are directed, looking to maximise their impact with minimal investment. In delivering the Core Planning Strategy, officers have been working closely to plan for and start to attract these scarce resources into Merton.
- 2.3. Some of this work is delivering changes on the ground that residents, workers and others in the borough are starting to see happen (e.g. Raynes Park Enhancement Plan, Rowan Park & Brenley Fields developments in Mitcham, Destination Wimbledon). There has also been a considerable amount of background work in raising the profile and potential of the borough with key partners, including the government’s regeneration funding agency – the Homes and Communities Agency, the Mayor of London and the development industry.
- 2.4. In order to increase Merton’s reputation as a borough that can provide new facilities for our residents, fund infrastructure, improve the public realm and increase the taxation base, we must plan for, target and co-ordinate investment over the short and long term. Much of this investment is likely to come via the development of sites within the borough and their associated infrastructure.
- 2.5. By now (May 2011) most of the larger sites in Merton that were allocated for development in the 2003 UDP have either already been built or are under

construction. To attract investment by giving our public and private sector partners confidence to invest in the borough, and to co-ordinate that investment once it is received to get the maximum return for our residents, additional development sites and their associated infrastructure need to be found, planned for and delivered.

2.6. Raising the profile of the borough as having sites with investment potential, attracting and retaining that investment and delivering the calibre of development needed to benefit residents and investors alike will be taken forward over the shorter term through the Regeneration Delivery Plan and through the medium to long term through the proposed Sites and Policies DPD. Beyond 2014, infrastructure will be funded via the proposed Community Infrastructure Levy Charging Schedule

2.7. The diagram shows how these projects link together to attract and deliver investment in Merton.



2.8. It is important that this opportunity is seized now and the projects set out in the LDS are delivered. The risk of not acting now is that Merton won't see the investment it deserves and will lose both public and private sector resources out to other parts of London and the south east. Development will take place within the borough in a piecemeal fashion, and the lack of identified sites and co-ordinated infrastructure requirements will allow chances to fund and deliver the infrastructure necessary to support development to be missed. Residents and public sector partners would see change taking place with limited benefits

2.9. Proposed **Sites and Policies** Development Plan Document

2.10. It is proposed that one of the major frameworks for targeting sites and specific areas for investment in the longer term will be via a comprehensive review and allocation of sites across the borough. Up-to-date development management policies will help guide deliver Merton's Core Strategy vision for each area, replacing the remaining policies in Merton's Unitary Development Plan and delivering localism in Merton.

2.11. It is proposed that the allocated sites and new development management policies will be prepared as one document within the Local Development Framework, giving it development plan status to guide planning decisions - the "Sites and Policies Development Plan Document (DPD)".

- The first chapters of the Sites and Policies DPD will focus on each of Merton's town centres – Colliers Wood, Mitcham, Morden, Raynes Park and Wimbledon – and where necessary it will designate or review town centre boundaries, allocate sites where appropriate and provide detailed planning policies (e.g. on density, design, specific infrastructure requirements etc...) to guide development, investment and planning decisions in these areas.
 - The Sites and Policies DPD will also contain borough-wide development management policies on issues – for example, housing, economic development, transport – and consider site allocations outside town centres.
- 2.12. Currently there is an excellent opportunity to make effective use of resources in delivering sites and new development management policies across the borough. A considerable amount of research was prepared in 2010 and 2011 to support Merton's Core Planning Strategy and Local Implementation Plan (transport). This research has been found to be robust at the public examination, is up to date and provides an excellent framework to support site-specific allocations and development management policies across the borough. There is an opportunity to build on this work to drive forward our regeneration plans; delaying this project beyond the next year will require the current research to be updated.
- 2.13. Market intelligence will strengthen our regeneration assumptions with a clear picture of the appetite for development in the borough. The borough-wide approach will also provide a strong background for any neighbourhood plans that may come forward: neighbourhood forums will be able to share research findings and not have to start from scratch in developing their own proposals.
- 2.14. The details of the proposed Sites and Policies DPD, including its timetable for production, is set out in Merton's Local Development Scheme (appendix 1 to this report). The first phase of community engagement is known as the "Call for Sites"
- "Call for Sites" public consultation: July-September 2011
- 2.15. The first stage in preparing the Sites and Policies DPD will be to ask landowners and developers – including the council itself and key partners such as the NHS and Merton Priory Homes – whether they wish to put forward sites to be considered for reallocation to an alternative from their current use as part of the plan-making process.
- 2.16. The consultation will also be an opportunity for participants to raise issues that would benefit from the clarity given by development management planning policies, for example criteria-based policies to guide mixed-use development.
- 2.17. As the purpose of this proposed consultation stage is to ask people and organisations what sites and policy issues they want to bring forward – rather than to comment on the council's preferred approach - the associated consultation documents will be concise. Officers will focus on alerting as many potential participants as possible to ensure a comprehensive picture of development intentions within the borough, and that there can be a robust

assessment of all of the options. This market intelligence will inform the deliverability of sites.

- 2.18. At this early stage, respondents can put forward any site within the borough for any proposed use. In order to make the final version of the plan, the initial site proposal would have to have been assessed as contributing positively to delivering Merton's Core Planning Strategy and that there was evidence that the site would be redeveloped for its new allocation during the next 10 years. As the LDS sets out, the council would consider all the responses received on potential new site allocations or development management policies, derive a preferred approach for each matter and ask Members to consider and approve "preferred sites and policies" in January-February 2012 for Merton's communities to review.
- 2.19. Following each consultation stage, there will be a review of the approach proposed for the Sites and Policies DPD to ensure it remains the most effective and efficient way of delivering a clear framework for development in Merton. This will consider results from research and community engagement and also allow forthcoming changes to the national planning system as indicated in the Localism Bill to be taken into account.
- 2.20. As part of the regular reviews, if it is considered that there is a more effective approach to managing development borough-wide or for a specific area (for example, an Area Action Plan, neighbourhood plan or supplementary planning document), this will be presented to Members for their consideration and decision.

Delivering investment Merton - the **Regeneration Delivery Plan**

- 2.21. Delivering regeneration effectively in Merton will not always require site allocation or matters within the development plan process, which can take a long time and be resource intensive.
- 2.22. Many sites and small areas across the borough will benefit from a co-ordinated approach to investment and funding and dialogue between site owners and local communities. These are sites where planning principals, such as potential uses, are already agreed, but the precise details of development such as the exact infrastructure projects required to deliver the site or the phasing of the development are outstanding. The Raynes Park Enhancement Plan is a good success story; illustrating the informal co-ordination of development, investment and community involvement.
- 2.23. In order to better co-ordinate investment and deliver change in specific areas of the borough, we are drawing together a number of strands of funding, including funding from the Transport for London Local Implementation Plan, the borough's Economic Development Strategy, Merton Priory Homes investment plan and the Homes and Communities Agency.
- 2.24. As part of the council's dialogue with the Homes and Communities Agency – the government's regeneration investment agency (soon to be part of the Mayor of London)-, we are exploring how regeneration could be delivered across the borough. In conjunction with the borough-wide approach to Sites and Policies DPD, further work includes market intelligence, assessing development viability and securing land owner or developer buy-in to the

proposals and assessing if there are any synergies between third party land and the council's own assets which could be joined to coordinate investment.

- 2.25. An example of where this approach has already been tried successfully is the Raynes Park Enhancement Plan 2008-11, which brought together investment from various sources – council capital for streetscene, relevant Section 106, Transport for London funding – and co-ordinated it to deliver public realm improvements to Raynes Park centre that local communities agreed upon.
- 2.26. This approach will be rolled out across the borough via a Regeneration Delivery Plan ensure that funding for regeneration is being co-ordinated effectively and efficiently in Merton and that site delivery is being managed as planning permission is being sought and continuing once planning permission has been granted.
- 2.27. Like the Sites and Policies DPD, the Regeneration Delivery Plan will contain chapters focussed on specific areas within the borough:
- Morden Town Centre
 - Mitcham Town Centre & surrounding areas
 - Colliers Wood / South Wimbledon
 - Wimbledon Town Centre
 - Raynes Park
- 2.28. The approach to development in each area will require various levels of intervention:
- Areas such as Colliers Wood / South Wimbledon are likely to require a comprehensive planning framework (via the Sites and Policies DPD) to co-ordinate flood mitigation and transport and to reconsider site allocations and boundaries, although there may be opportunity for some short-term site specific change.
 - Areas such Wimbledon and Raynes Park will require a lighter touch, focusing on development of a few key sites and coordinating planning obligations to deliver improvements to the public realm and other economic benefits. Such proposals can already be brought forward within the current planning system without the need for site designations or masterplanning.
 - The investment potential for Mitcham town centre and surrounds is likely to focus on a few key sites that are in single ownership; masterplanning has not been successful in Merton to date due to the difficulties of site assembly and associated development viability. Co-ordination of infrastructure funding from a variety of sources (e.g. Transport for London, Merton capital, S106 etc) will help deliver improvements to the public realm in conjunction with local communities.
 - Building on Merton's Core Planning Strategy vision and objectives for Morden, and taking forward the earlier consultation work, a masterplan will be prepared for Morden town centre. It will contain specific design details (e.g. development densities, viability

checks, design coding), public realm improvements, transport issues and set out how investment will be co-ordinated. This work will be prepared in close conjunction with local communities and through developer liaison to promote Morden's opportunities. The masterplan will be prepared as a supplementary planning document to Merton's Core Strategy to give it material weight in influencing planning decisions and will support the Morden chapter of the Sites & Policies DPD if new site allocations or development management policies are required.

- 2.29. Therefore it is proposed that Regeneration Delivery Plan will set out focussed site or area-based proposals within the borough, co-ordinating investment (e.g. planning obligations, Transport for London LIP funding, council capital) and becoming a platform for funding bids to be made to the HCA, GLA or other sources.
- 2.30. Some of the Regeneration Delivery Plan proposals are likely to be delivered within the first year; others may form part of the proposed Sites and Policies DPD, others might form site development briefs or supplementary planning documents.
- 2.31. A draft of the Regeneration Delivery Plan will be presented to Members in September 2011 and it is proposed that the plan is regularly updated with Members as sites are completed and other opportunities present themselves.

Community Infrastructure Levy Charging Schedule

- 2.32. The Local Development Scheme also sets out the proposed timetable for the production of Merton's Community Infrastructure Levy Charging Schedule.
- 2.33. Under current legislation, Community Infrastructure Levy will replace Section 106 agreements by April 2014 as the principal means by which developer contributions towards providing the necessary infrastructure to support new development should be collected. Therefore Merton will have to adopt a CIL Charging Schedule by April 2014 to help fund infrastructure in the borough.
- 2.34. From April 2014, Section 106 agreements will only be able to be applied to affordable housing, some "in kind" infrastructure (e.g. transfer of land or buildings) and financial contributions in exceptional cases where there are still site-specific development mitigation requirements necessary to make a particular development acceptable in planning terms (the latter development could not be charged CIL as well).
- 2.35. The Local Development Scheme (appendix 1 to this report) and a report to this meeting (Borough Plan Advisory Committee 15 June 2011; Cabinet 20 June 2011) sets out more detail as to what CIL is, and the procedure and timetable for creating a Community Infrastructure Levy Charging Schedule, which local planning authorities must adopt in order to be able to charge CIL.

3 ALTERNATIVE OPTIONS

- 3.1. The main alternative option which was examined in detail was to focus on a series of area-based planning frameworks independently e.g. Morden,

Mitcham Wimbledon, rather than a borough-wide approach with sites and policies on each area.

- 3.2. This option was examined in detail and the main factors in rejecting it and pursuing a borough-wide approach to sites were the following:
- The borough-wide approach looks at the integration between areas and how these areas interact in terms of the communities that live and work in them, the development market, the transport network etc. Approaching areas sequentially could miss opportunities for co-ordination between sites and infrastructure.
 - Focusing on individual town centres and their surrounds gives less opportunity for examining the relationship between different areas and how communities relate to them.
 - Effective use of resources: relevant research is more cost effective undertaken across the borough, with additional investigation on an area basis, as opposed to research focussed on each area. The costs associated with the independent examination (around £30,000 in fees alone) will be much greater if projects are undertaken on an area basis.
 - A borough-wide approach will give more robust support for neighbourhood planning, the neighbourhood groups leading a neighbourhood plan would be able to share the outcomes of research and consultation in forming their neighbourhood plan. Separate projects risk missing out.
- 3.3. The borough-wide approach will be regularly reviewed to make sure it is the most efficient and effective approach to delivering and managing development and change in Merton.

4 CONSULTATION UNDERTAKEN OR PROPOSED

- 4.1. Consultation on the Morden masterplan, Sites and Policies DPD and Community Infrastructure Levy Charging Schedule are highlighted in Appendix 1 (LDS Project Plan).

5 TIMETABLE

- 5.1. The relevant timetables for this report are set out in Merton's Local Development Scheme, appendix 1 to this report.

6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS

- 6.1. Not proceeding with a boroughwide approach to sites, and focussing on individual plans for each centre will increase the costs of DPD production and Inquiries, including refreshing all evidence bases recently found sound in the Core Strategy inquiry.
- 6.2. The costs of production of the Sites and Policies DPD and Regeneration Delivery Plan can be met through existing budgetary provision for 2011-12. There is provision for some costs associated with the production of the Community Infrastructure Levy Charging Schedule to be charged against the first year that the borough collects CIL; for Merton this would be from 2013.

7 LEGAL AND STATUTORY IMPLICATIONS

- 7.1. For the Local Development Scheme, the procedures set out in this report comply with statutory provisions as set out in the new Planning Bill 2008 and the Planning Compulsory Purchase Act 2004, associated Regulations and guidance.
- 7.2. In relation to the Community Infrastructure Levy Charging Schedule which is proposed within the Local Development Scheme, the power to charge CIL is contained within Part 11 (Section 205-225) of the Planning Act 2008 (“the Act”), the Community Infrastructure Levy Regulations 2010 and the amended Community Infrastructure Levy Regulations 2011. CIL is defined as an imposition of a charge; the purpose of which is to ensure costs incurred in providing infrastructure to support development of the area can be funded (wholly or partly) by owners or developers of land (Section 205(1) and (2) of the Act).
- 7.3. It should be noted that a charging authority cannot adopt CIL unless it has first produced a charging schedule and must only implement CIL in reliance on an up-to-date development plan. Merton’s Core Planning Strategy is recommended for adoption at the meeting of full Council on 13 July 2011.
- 7.4. A charging authority must approve the charging schedule at a meeting of the authority and by a majority of votes of members present. There are requirements in the CIL Regulations and the Act relating to appeals against the application of CIL and the enforcement of CIL.
- 7.5. On 18 November 2010, the government announced that CIL will be retained and reformed via regulations associated with the Localism Bill so that neighbourhoods may receive a proportion of funds raised by Councils as part of CIL. When these Regulations are published, they will guide legal issues surrounding the third party expenditure of CIL funds.

8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

- 8.1. None for the purposes of this report.

9 CRIME AND DISORDER IMPLICATIONS

- 9.1. None for the purpose of this report

10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS

- 10.1. None for the purpose of this report

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

- Appendix 1 – LDS project plan

12 BACKGROUND PAPERS

- 12.1.

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AAPPENDIX 1 – LDS REPORT

Merton's Local Development Scheme

The project plan for Merton's Local Development Framework and Future Merton
Projects

7th edition, June 2011

Foreword

The Future Merton Team combines a number of specialism's that deal with climate change, conservation, design, the environment, economy, planning, regeneration and transport planning who together deal with planning for the future use of space and land in Merton.

Therefore, unlike Merton's previous editions of Local Development Schemes (LDS), this LDS will provide information on key projects that the Future Merton team intend to commence, continue or complete, in addition to LDF documents, over the next three years. The projects that the Future Merton will undertake include both statutory and non-statutory documents. The future key projects are illustrated in Figure 1 overleaf.

This is an update to the sixth Local Development Scheme prepared by the London Borough of Merton.

For further information on Merton's LDS please contact:

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Copies of the LDS are available on the council's website at:
www.merton.gov.uk/planning

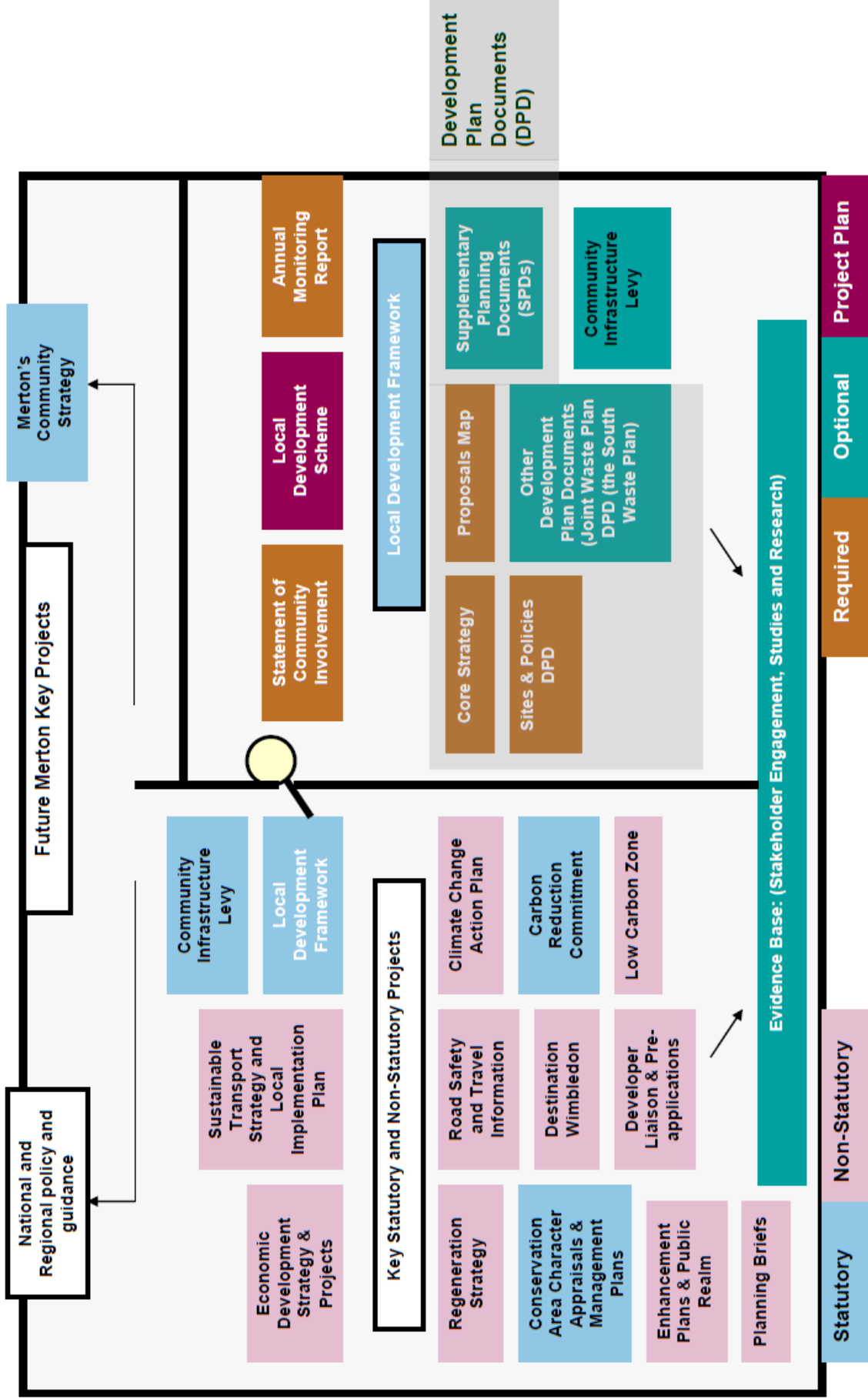
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Section 1: Context

- 1.1: Merton's LDS is the project plan for the LDF for the next three years; setting out the timetable for producing the different documents including key projects of the Future Merton team, and when the local community and other organisations are going to be consulted on their priorities for the borough.
- 1.2: Following the Examination in Public in January 2011, Merton's submitted Core Strategy DPD has been found sound by the Planning Inspectorate and has been recommended to Members for adoption. The final version of the Core Strategy will be recommended to Full Council to be adopted between June and July 2011.
- 1.3: Merton, in conjunction with the south London boroughs' of Croydon, Kingston and Sutton, recently submitted the Joint Waste DPD (known as the South London Waste Plan) to the Secretary of State for examination in public which is scheduled to take place in July 2011, with the view to being adopted in December 2011.
- 1.4: The Mayor of London proposes to publish the new Spatial Strategy for London (London Plan) by autumn 2011, replacing the London Plan 2008.
- 1.5: At the time of writing, the new government has expressed a wish to make radical changes to the planning system and these will be enacted in or as a result of the emerging Localism Bill, which includes provision for neighbourhood planning. The requirement to produce a Local Development Scheme (LDS) will not change as a result of the Localism Bill.
- 1.6: The progression of Merton's Local Development Framework (LDF) and changes to national and regional planning (please see Appendix 1 for full details) provided an ideal opportunity to update Merton's LDS.
- 1.7: Currently there is an excellent opportunity to make effective use of resources in delivering sites and new development management policies across the borough and to provide a framework for neighbourhood planning. We are also working on drawing together funding from a variety of sources – transport, streetscene, planning obligations – to better co-ordinate investment and deliver change in specific areas of the borough.
- 1.8: The LDS will be subject to consultation with selected key local partners, including the Greater London Authority (GLA), before it can receive the formal approval of the council. Following approval, the milestone dates in the Scheme will be incorporated in the council's performance plans.

Figure 1: Future Merton's Team Key Projects



Section 2: Planning Policy LDF Project Folder

- 2.1: The Mayor's London Plan, Merton's LDF and Merton's saved Unitary Development Policies (UDP) [2003] (policies that have not been superseded by the Core Strategy or directed to be deleted by the Secretary of State in September 2007), form the development plan for the London Borough of Merton. Chapter 31: UDP Policies of the Core Strategy identify UDP policies which have been superseded by the Core Strategy, national and regional policies and guidance.
- 2.2: We are currently working on additional local development documents, which upon completion, will ultimately replace Merton's UDP 2003.

Local Development Documents

- 2.3: There are two types of **local development documents**, these are:
- **Development Plan Documents (DPDs):** These plans are statutory and are independently scrutinised by an Inspector at an examination in public. For Merton these statutory DPDs include a Core Strategy, Development Management and Site Allocations, Proposals Map and the Joint Waste Plan.
 - **Supplementary Planning Documents (SPDs):** These documents may expand on policy or provide further detail to policies set out in a Development Plan Document; they cannot allocate sites or contain new planning policies. They must be produced in close consultation with local communities and are not subject to independent examination
- 2.4: The **Core Planning Strategy DPD** sets out the strategic planning framework for the borough and the policies for delivering the spatial strategy and vision for Merton until 2026. The effectiveness of the proposals in the Core Strategy will be subject to annual monitoring. All other LDDs must conform to the Core Strategy.. Merton recently received the Inspectors Binding Report, which, subject to minor alterations, finds the submitted Core Strategy 'sound'. The final version of the Core Strategy will be recommended to Full Council to be adopted in June 2011 and July 2011.
- 2.5: Due to the Core Strategy DPD being considered 'sound' by the Planning Inspectorate, there is currently an excellent opportunity to make effective use of resources in delivering sites and new development management policies across the borough. A considerable amount of research was prepared in 2010 and 2011 to support Merton's Core Planning Strategy and the Sustainable Transport Strategy and Local Implementation Plan (LIP2). This research has been found to both credible and robust at the EIP, is up-to-date and provides an excellent framework to support development management policies across the borough.
- 2.6: Therefore this LDS proposes the **Sites & Policies DPD**. The Site & Policies DPD will set out the general approach to development, the use of land and buildings in the borough and provide guidance for development control to support the effective delivery of planning decisions in Merton. Furthermore, this DPD will also allocate sites for the specific future land uses or developments, including policies relating to the delivery of

site-specific allocations. This DPD will be in conformity with Merton's Core Strategy DPD.

- 2.7: Further to the Localism Bill being granted Royal Assent, the Sites & Policies DPD will provide opportunities and support for neighbourhood forums wishing to complete **neighbourhood plans** for their individual areas by sharing research whilst also benefiting areas opting out of neighbourhood planning. As the Sites & Policies DPD will be a borough-wide document setting out policies and identifying potential sites for development throughout Merton.
- 2.8: Using the results of each stage of community engagement, it is proposed to regularly review the approach to providing a Sites and Policies DPD to ensure it remains the most effective and efficient way of managing change in Merton.
- 2.9: The first chapters of the Sites and Policies DPD will focus on each of Merton's town centres – Colliers Wood, Mitcham, Morden, Raynes Park and Wimbledon – and where necessary it will designate or review town centre boundaries, allocate sites where appropriate and provide detailed planning policies to guide development, investment and planning decisions in these areas.
- 2.10: A summary of the area-based aspects is given below:

2.10.1 **Colliers Wood / South Wimbledon:**

Merton's Core Strategy proposes that Colliers Wood becomes one of south London's newest District Centres in the next London Plan, at the heart of the Wandle Valley Regional Park, subject to the adoption of a masterplan for the area to improve the urban design, create a greater mix of uses and allow a comprehensive approach to tackle flood risk and the transport infrastructure.

It is proposed that the Sites and Policies DPD provides a basis for this framework, and that this approach is regularly reviewed following research and consultation in conjunction with Members and the GLA, with alternative options including an area action plan.

2.10.2 **Mitcham:**

Mitcham town centre has been the subject of several unsuccessful regeneration proposals in the last 15 years. The levels of investment, market support and the large number of different property interests in the area combine to make another comprehensive regeneration proposal unrealistic at the current time. Sites and development management policies for Mitcham and its surrounding area will be set out in a dedicated chapter in Merton's Sites and Policies DPD. Investment from a variety of sources including for transport infrastructure and planning obligations, the Low Carbon Zone and Mitcham Cricket will help to improve the area. To the south of the town centre local development will also be guided by Mitcham Cricket Green Conservation Area Character Appraisal and Management Plan (2011)

2.10.3 **Morden:**

Given the existing scope of Morden town centre, it is unlikely that many alternative site allocations will come forward within the town centre to radically change what uses would already be supported. However more detail is needed to clearly set out the development potential and scale of Morden town centre. The early consultation work carried out in 2008 on the vision for Morden will be brought forward into a masterplan to provide specific guidance for major change in Morden town centre. The masterplan

will include details of densities, transport issues, building heights, scale and massing, and as with all of Merton's planning frameworks will be prepared in close consultation with local communities. While the Sites and Policies DPD will have a dedicated chapter on the Morden area to deal with any potential site allocations and development management issues specific to the area, the masterplan will be taken forward as a supplementary planning document to deliver the vision in Merton's Core Strategy.

2.10.4 Raynes Park:

As set out in Merton's Core Strategy, the scale of change in Raynes Park town centre is not expected to be considerable over the next 10 years. Specific development management issues will be taken forward through the Raynes Park chapter of the Sites and Policies DPD, with the potential for the only large development site adjacent to the town centre – Rainbow Industrial Estate – to be delivered via the creation of a development brief with close consultation between the landowners and the local communities. The site-specific development brief would be taken forward as supplementary guidance to Merton's Core Strategy.

2.10.5 Wimbledon:

There are a number of key development sites in Wimbledon town centre as well as ongoing work to improve the look and feel of the centre, especially through public realm and transport improvements around the station, but, as in Mitcham, there are no comprehensive large-scale regeneration proposals that would affect the whole town centre. It is therefore expected that change could be managed and delivered through a specific chapter in the Sites and Policies DPD, with development briefs for specific sites if necessary. In the surrounding area, particularly to the west towards Wimbledon Village, development will be guided by conservation area character appraisals and management plans.

2.11: The Sites and Policies DPD will also contain borough-wide development management policies on issues – for example, housing, economic development, transport – and consider site allocations outside town centres.

2.12: Following the results of each stage of community engagement the approach will be subject to a review to assess whether it continues to be the most effective and efficient way of delivering change in Merton, or whether alternative planning policy routes (e.g. Area Action Plans) or non-planning interventions would be more effective.

2.13: The areas to which the area-specific policies apply are identified on the **Proposals Map DPD**. The Proposals Map will also identify:

- Sites where significant developments are programmed;
- Sites which need to be safeguarded for particular land uses or activities; and,
- Other relevant area-specific designations.

The Proposals Map will be revised each time a DPD with spatial expression is produced, which in practice is likely to be for most DPDs.

2.14: Merton is working in partnership with the neighbouring south London boroughs of Croydon, Kingston-upon-Thames and Sutton for the production of the Joint Waste Plan DPD (also known as the South London Waste Plan) (2011 – 2021). This DPD will provide a spatial strategy for the sustainable management of waste from households, business and industry for a ten year period. It will also include development

management policies to guide decisions on planning applications for waste facilities. The Joint Waste DPD was submitted to the Secretary of State for EIP and the public examination will take place in July 2011, with the view to being adopted in December 2011.

- 2.15: As mentioned previously, following initial research and evidence gathered for the Site & Policies DPD, the council will consider the need to prepare **Area Action Plans** (AAPs) for parts of the borough if they are needed. Ultimately, the preparation of AAPs will be influenced by resource availability to prepare these DPDs and to deliver them. These DPDs are not programmed into the current LDS timetable (2011-14) as we do not yet know the extent of available resources, need and priority for such DPDs.

Delivering continuous investment Merton - the Regeneration Delivery Plan:

- 2.16: Delivering regeneration effectively in Merton will not always require site allocation or matters within the development plan process, which can take a long time and be resource intensive. Many sites and small areas across the borough will benefit from a co-ordinated approach to investment and funding and dialogue between site owners and local communities.
- 2.17: In order to better co-ordinate investment in specific areas of the borough, we are drawing together a number of strands of funding, including funding from the Transport for London Local Implementation Plan, the borough's Economic Development Strategy, Merton Priory Homes investment plan and the Homes and Communities Agency.
- 2.18: As part of the council's dialogue with the Homes and Communities Agency – the government's regeneration investment agency (soon to be part of the Mayor of London)-, we are exploring how regeneration could be delivered across the borough. In conjunction with the borough-wide approach to Sites and Policies DPD, further work includes market intelligence, assessing development viability and securing land owner or developer buy-in to the proposals and assessing if there are any synergies between third party land and the council's own assets which could be joined to coordinate investment.
- 2.19: This approach will be rolled out across the borough via a Regeneration Delivery Plan ensure that funding for regeneration is being co-ordinated effectively and efficiently in Merton and that site delivery is being managed as planning permission is being sought and continuing once planning permission has been granted.
- 2.20: Like the Sites and Policies DPD, the Regeneration Delivery Plan will contain chapters focussed on specific areas within the borough – e.g. Colliers Wood, Morden, and Wimbledon –, co-ordinating investment (e.g. planning obligations, Transport for London LIP funding, council capital) and becoming a platform for funding bids to be made to the HCA, GLA or other sources.
- 2.21: An example of where this approach has already been tried successfully is the Raynes Park Enhancement Plan 2008-11, which brought together investment from various sources – council capital for streetscene, relevant Section 106, Transport for London funding – and co-ordinated it to deliver public realm improvements to Raynes Park centre that local communities agreed upon.
- 2.22: Some of the Regeneration Delivery Plan proposals are likely to be delivered within the first year; others may form part of the proposed Sites and Policies DPD, others might form site development briefs or supplementary planning documents.
- 2.23: The first draft of the Regeneration Delivery Plan will be presented to Members in September 2011 and it is proposed that the plan is regularly updated with Members as sites are completed and other opportunities present themselves.

Community Infrastructure Levy Charging Schedule:

- 2.24: This Local Development Scheme also sets out proposals for the production of Merton's Community Infrastructure Levy Charging Schedule, including the proposed timetable.
- 2.25: Under current legislation, Community Infrastructure Levy will replace Section 106 agreements by April 2014 as the principal means by which developer contributions towards providing the necessary infrastructure to support new development should be collected. Therefore Merton will have to adopt a CIL Charging Schedule by April 2014 to help fund infrastructure in the borough.
- 2.26: Building on the sound infrastructure research to support Merton's Core Planning Strategy, it is proposed that Merton start to confirm the infrastructure needs and assess development viability, in order to adopt Merton's Community Infrastructure Levy Charging Schedule by April 2014. The timetable for this is set out in Appendix 1.

Other LDF Documents

- 2.27: The purpose of the **Local Development Scheme (LDS)** is to produce a three year project plan detailing all the local development documents that the council intend to produce in conjunction with a timetable for their preparation. Furthermore, the LDS informs the community as well as key stakeholders the council's existing policies and priorities for forward planning for the borough. Merton's LDS is regularly reviewed against progress with the LDF and to accommodate change in proprieties for forward planning in Merton.
- 2.28: Merton's **Statement of Community Involvement (SCI)** [2006] specifies arrangements for involving the community in the review of all parts of the LDF. It also specifies how the council intends to involve the community in both plan making and development management decisions.
- 2.29: An **Annual Monitoring Report (AMR)**, which monitors development trends in Merton and the effectiveness of planning policies (including the progress of Merton's meeting targets set out in the LDS), is published each December for the proceeding financial year.
- 2.30: All DPDs are subject to a **Sustainability Appraisal** which includes a **Strategic Environmental Assessment** to ensure that social, economic and environment consideration form an integral part of policy development and must be taken into account right from the initial stages of plan preparation.
- 2.31: **Supplementary Planning Documents** (formerly Supplementary Planning Guidance) can be used to provide greater detail on development plan policies, for example affordable housing, design or transport issues. SPDs must relate directly to policies adopted in the development plan (UDP/ LDF and London Plan). Since 1999 Merton Council has adopted a total of fifteen supplementary planning guidance; a full list is detailed in Appendix 5. Merton will not generally be revising these documents but might consider producing SPDs, if required, after the adoption of the DPD policies.
- 2.32: The council has commenced work on two SPDs; including the Design SPD and the Sustainable Design and Construction DPD. The project plans for these SPD's are detailed in Section 3.

Evidence Base

- 2.33: Merton's policies are supported by an analysis of existing background information and, where information is out-of-date or not extensive enough, undertaking new research into a subject or area. Adopting this approach ensures that Merton's LDF policies are supported by both a robust and credible evidence base, will stand up to extensive examination and will support the most appropriate planning decisions for the local area.
- 2.34: Officers from the Strategic Policy & Research Team have completed and will continue to complete evidence basis to inform and support thematic policies in the emerging LDF; including evidence for Climate Change, Design, Employment, Housing, Open Space and Retail. However in some circumstances, where the evidence needed requires specialist technical expertise or due to no resources being available to undertake this work; external consultants were/ will be appointed to complete this research. The full list of Merton's existing evidence base is provided in Appendix 4.

- 3.1: As previously mentioned, the Future Merton Team combines a number of specialism's that deal with climate change, conservation, design, the environment, economy, planning, regeneration and transport planning who together deal with planning for the future use of space and land in Merton.
- 3.2: Although the Strategic Policy & Research team leads on the progression of the LDF, all council Officers in the Future Merton contributes towards its development. In addition to the delivering the LDF, they are other statutory and non-statutory documents that the Future Merton team undertake, deliver and implement. This is demonstrated in Figure 1: Future Merton's Team Key Projects. This section will highlight the key projects that the Future Merton Team will be undertaken over the next three years.

Climate Change

- 3.3: The team's climate change officers explore methods, through forward planning or direct implementation, to reduce Merton's carbon emissions, through energy efficiency projects, renewables and encouraging behavioural change.
- 3.4: The **Climate Change Action Plan (CCAP) [2010]** supplements Merton's Climate Change Strategy (CCS) [2009-12] and sets out actions to meet Merton's Community Strategy target to reduce Carbon Dioxide emissions in Merton by 15% in 2015. The full list of projects or actions that the Climate Change officers intend to complete over the next few years is contained in the CCAP. The key current projects are highlighted below. The Action Plan is regularly monitored to assess achievements and to monitor the progress of projects.
- 3.5: It is a statutory requirement for the council to monitor and reduce carbon reduction for all of its council owned assets on an annual basis. This is known as the **Carbon Reduction Commitment (CRC)**. If the council fails to monitor CRC, it will be penalised. The **Comprehensive Energy Efficiency and Renewal Energy Audit (CEEREA)** is an assessment currently being undertaken by external consultants of a number of buildings chosen to be representative of the council's building stock. The aim of the CEEREA is to assess emission reduction opportunities across the buildings portfolio. This assessment is expected to be completed in June 2011.
- 3.6: The introduction of the feed-in tariff means the council will receive additional revenue from producing renewable energy. The renewable energy produced and the funds raised can then be used to decrease carbon emissions in the borough.
- 3.7: As previously mentioned, Climate Change officers are currently considering a **Sustainable Design and Construction SPD**. It is intended for this SPD to supplement policies in the Core Strategy and to provide further guidance for the application of these policies. .
- 3.8: The **Low Carbon Zone** is a Mayor of London project to educate and thus enable communities to reduce carbon emission in their neighbourhoods. The Wandle Valley in Merton was identified as one of the 10 area across London to pilot this new approach

to energy saving. The aim of Merton's Low Carbon Zone is to help business, residents and community buildings to reduce carbon emissions in their area. This project includes the use of Green Doctors (employed to install simple measures and refer residents to insulation schemes) alongside ongoing community engagement through events and residents forums. The two year project ends in March 2012 and if successful will be looking to be rolled out further.

Design & Conservation

- 3.9: The team's Design and Conservation officers' continually seek to promote high quality design for new developments as well as protecting and maintaining the historic environment:
- **Regeneration sites and planning briefs:** for sites that require extra guidance on issues such as density, building height and form, scale and massing.
 - **Enhancement Plans:** co-ordinating investment and funding from a variety of sources to deliver improvements with local communities, e.g. Raynes Park Enhancement Plan 2008-11.
 - **Conservation Area Character Appraisals and Management Plans:** including John Innes (Merton Park & Wilton Crescent) Conservation Area Management Plan and Mitcham Cricket Green Appraisal and Management Plan (expected to be finalised in September/ October 2011).
 - **Public Realm Improvement Projects:** including Destination Wimbledon (project on-going) and Leopold Road (street improvements).
 - **Design SPD:** The first chapters will incorporate a rolling programme of character appraisals for to inform urban design and a high quality environment for parts of the borough outside conservation areas. The subsequent chapters will focus on issues including tall buildings and dwelling conversions. It will replace the existing Design SPG (2004), New Residential Development SPG (1999) and Residential Extensions, Alterations and Conversions SPG (2001).
- 3.10: The full details of adopted and emerging planning briefs and conservation area character appraisals and management plans are detailed in Appendix 4.

Economic Regeneration

- 3.11: Officers dealing with Economic Regeneration continually liaise with the business community, groups and organisations to protect, maintain and promote employment land, facilities, work and training in Merton. As part of this, officers provide advice and support for business in Merton.
- 3.12: Merton completed an **Economic Development Strategy (EDS) [2010]**; which was informed by both the **Economic Land Availability Assessment (2010)** and **Business Premises Survey (2010)**. The EDS sets out the forward plan for maintaining and attracting new business to Merton. This Strategy contains action plans to assist Merton with achieving the vision, aims and objectives. These actions include:

- **Development Promotion:** Branding and Inward Investment/ Marketing Plan.
- **Enterprise and Business Support:** Merton Business Area Awards, Merton Loan Fund, Business Grants and Merton Means Business.
- **Relationship Building/ Sector Support:** Going for Gold, Merton Chamber of Commerce and Wimbledon Town Centre Management.
- **Employment and Skills:** Eco Skills Training and Training Support.
- **Development/ Improve Business Space:** South London Database and Canterbury Road Access.
- **Economic Intelligence:** Economic Intelligence and Business Directory.

3.13: The actions that Merton will prioritise and implement, is ultimately subject to funding and resources.

Planning Policy

- 3.14: In addition to leading on the LDF, planning officers have commenced work on the **Community Infrastructure Levy and Charging Schedule (CIL)**. Community Infrastructure Levy will replace Section 106 agreements by April 2014 as the principal means by which developer contributions towards providing the necessary infrastructure to support new development should be collected.
- 3.15: Preparation, consultation and examination is required prior to the adoptions of the charging schedule, similar to the preparation of LDF documents. The charging schedule will set out the cost as a £ per sqm tariff to pay for the infrastructure required as a result of development, however, affordable housing developer contributions will still be sought under S106 agreements.
- 3.16: The cost that Merton will require for CIL will need to include the Mayor's Crossrail CIL requirement and would be subject to viability testing
- 3.17: Other key but continuous projects include the management of census/ **demography information, site survey work and monitoring key targets** (for example, housing completions to ensure that Merton are achieving their targets). This information is utilised to provide borough statistics within the annual monitoring report.

Transport Planning

- 3.18: Transport Planning Officers main responsibilities relates to the setting of transport policy, bidding for transport schemes, travel awareness/ road safety campaigns, the progression of major new transport initiatives and the assessment of transport impact of new development.

3.19: Key projects include:

- **Sustainable Transport Strategy and Local Implementation Plan (LIP2):** sets out the key achievements, aspirations and measures to promote sustainable transport improvements in Merton for the next fifteen years following adoption. The LIP2 will also set out a programme of transport schemes to achieve these covering the first three financial years from 2011 to 2014. Following consultation in January and February 2011, it is expected for the LIP2 to be adopted in the summer of 2011.
- **School Travel Initiatives:** including various School Travel Plan Projects and the production of the Sustainable Modes of Travel Strategy. These projects enable and support children and young people to travel in more active and sustainable ways.
- **Road Safety Information and Initiatives:** including providing training course, road safety campaigns for all residents and age groups in the community.
- **South Wimbledon Business Improvement Area:** The council is implementing accessibility and safety improvement works in the South Wimbledon Business Area. It is expected for this project to be completed in March 2011.
- **Destination Wimbledon:** Planning and implementation proposals to improve Wimbledon Station forecourt and other public realm improvements in time for the Olympics in 2012.
- **Mitcham Junction Station Access Improvements:** A comprehensive scheme to enhance the public realm area surrounding the station, improving safety and accessibility. The scheme was highly commended in the category of 'Rail Station of the Year' at the London Transport Awards 2011.
- **Car Clubs/ Electric Vehicles:** Projects to increase the attractiveness / profile of car clubs / electric vehicles, along with the introduction of physical infrastructure improvements.

All Resources

3.20: All officers in the Future Merton team will continually contribute towards providing pre-application advice to applicants, attending pre-application meetings and providing advice to development control to assist with the determination of planning applications. The Future Team will continue to provide advice and liaise with the community to ensure that future Merton continues to be a place where people will want to live, work and visit.

- 4.1: Effective project management is a key element to progressing and delivering Merton's LDF, in addition to other projects which are undertaken by the Future Merton Team. This section sets how both the Future Merton team intends to continually deliver and implement key projects.

Resources

- 4.2: The Strategic Policy & Research Team in the council's Future Merton Team will lead on developing the LDF; undertaking key research and consultations and ensuring consistency of approach with planning regulations and best practice as well as dealing with other ongoing items in the work programme (for example, research and information, Census issues). All officers in the Future Merton team will contribute towards the emerging LDF and will lead on various statutory and non-statutory projects.
- 4.3: The preparation of the Local Development Framework as well as other projects being undertaken by the Future Merton team will require input from other council departments, including the Development Control Team, Community and Housing, Children, Schools and Families and the Chief Executive's Department.
- 4.4: Consultants will be appointed to undertake specialist work when required (only for one-off projects), in particular, where technical expertise is required or where sufficient staff resources are not available.

Decision Making

- 4.5: In accordance with Merton's constitution, Merton's Cabinet will normally take decisions on strategic planning policy matters. Non-policy related decisions may be taken by other Member groups, or delegated to officer level where this is in line with Merton's constitution. New policy can only be adopted by resolution of full council.
- 4.6: Decisions made by Cabinet will normally be informed by the Borough Plan Advisory Committee or other appropriate Panels or other Member Groups as appropriate (for example, the Conservation Area Design and Advisory Panel and the Climate Change and Carbon Reduction Commitment (CRC) Group).
- 4.7: We engage with external stakeholders such as the HCA, GLA, TfL, PCT, NHS and police on a regular basis to coordinate the approach to spatial development, for example, all the key partners meeting at Merton's monthly Infrastructure and Investment Board.

Annual Monitoring Reports & Reviews

- 4.8: As detailed in paragraph 2.29, local authorities are currently required to produce Annual Monitoring Reports which monitor the progress of the work set out in this LDS. The AMR will:
- Monitor development in Merton, including of new homes, in order to help plan for future infrastructure and services and to ensure that the planning policies for Merton are effective
 - Assess if the production timetable for the Local Development Documents is being achieved and to ascertain the reasons for delays;
- 4.9: The Local Development Scheme will be updated or reviewed where the need to do so is identified in the Annual Monitoring Report or by changing circumstances, such as revised government guidance expected upon the Localism Bill being granted Royal Assent. The council will notify the Greater London Authority in advance of any proposed amendments.

Risks & Conclusions

- 4.10: It is recognised that several factors beyond the council's control may result in alteration of LDF timetable and completing key Future Merton projects. Merton Council will continue to work with and inform government agencies (for example, the Mayor of London) of any necessary change to submission deadlines.
- 4.11: Risks could include, for example:
- Reduction in resources and reduction in government funding for planning related activity;
 - Different priorities for political parties and Councillors (including local and general elections). This is especially pertinent as Merton Council is currently under No Overall Control;
 - Need for evidence to support planning strategy or policy changes.
- 4.12: Members, through Borough Plan Advisory Committee, Merton's Cabinet and other appropriate member groups, will be informed of potential risks as they arise and efforts to minimise the risk. Accurate and consistent monitoring will also help anticipate and justify changes to timetables where appropriate.

APPENDICES

Section 1: National and Regional Policy & Guidance Updates**The Planning and Compulsory Act**

The Planning and Compulsory Purchase Act (PCPA) [2004] introduced the new style development plan the **Local Development Framework (LDF)** comprising of a number of documents thus replacing the 'old style' Unitary Development Plans. It was intended for the LDF to be more efficient, to provide local authorities with more flexibility to change parts of the local plan than the old styled plans and to be more responsive to the needs and wishes of the community.

One of the PCPA requirements is for each local planning authority to publish a **Local Development Scheme (LDS)** setting out the programme for the production of the Local Development Framework.

The Localism Bill - Update

The new government has expressed a wish to make radical changes to the planning system and these will be enacted in or as a result of the **Localism Bill**. However the requirement to produce a Local Development Scheme (LDS) will not change as a result of the Localism Bill though we are expecting other changes to the planning system.

The Localism Bill had its first reading in Parliament in December 2010 seeking to devolve greater decision making on issues such as planning and housing to councils and local communities. The Localism Bill proposed changes to the planning system; in particular procedural items relating to plans and strategies, Community Infrastructure levy, introducing neighbourhood planning, consultation relating to planning permissions, enforcement and nationally significant infrastructure projects.

Currently, the Localism Bill is continuing through Parliament and has resulted in several changes, particularly in response to comments made by RT Hon Greg Clark MP, Minister of State, on 23 March 2011 and the accompanying document published by the Department of Business, Skills and Innovation ('**The Plan for Growth**'). The Government has confirmed that the Regulations which will set out details as to how the Localism Bill is to be implemented are published in the summer.

Regional Planning - Update

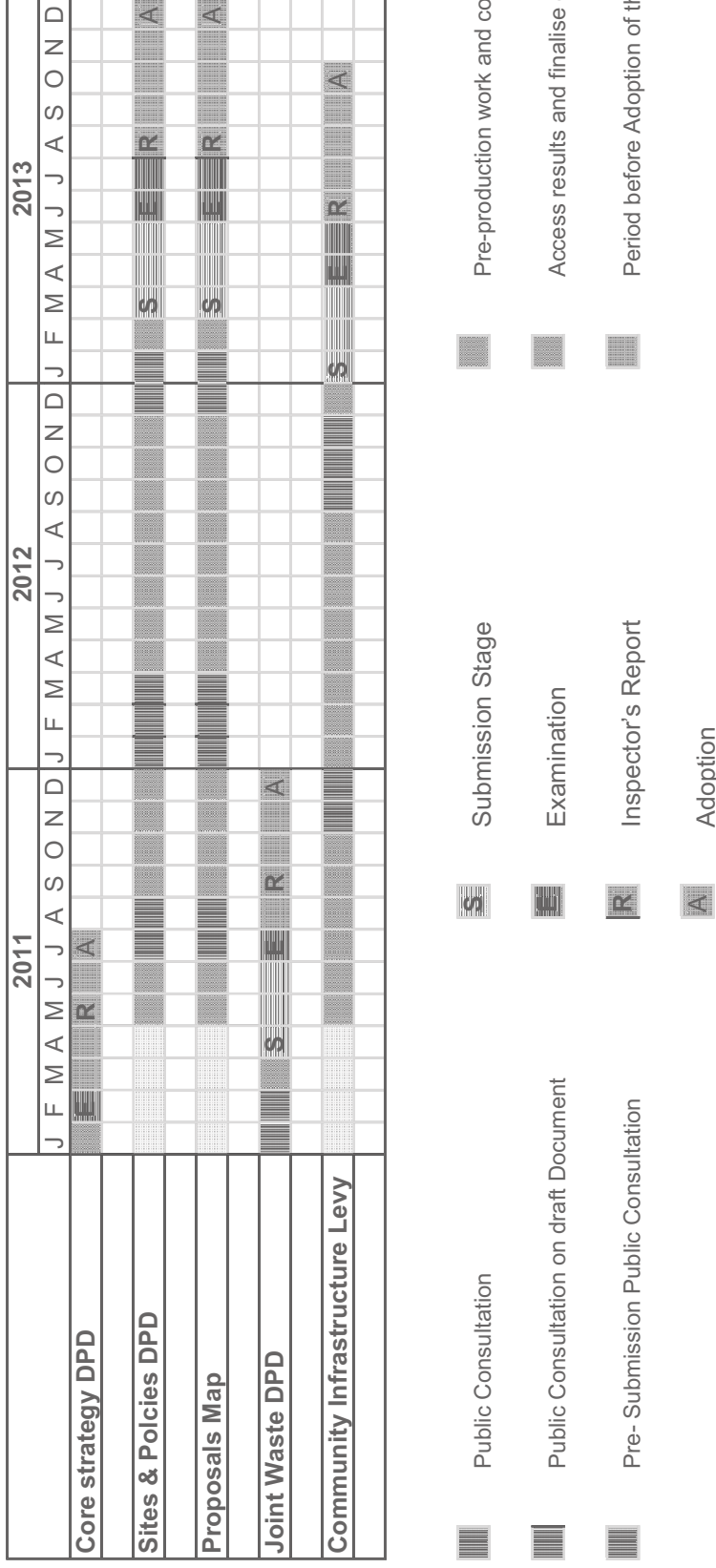
The Mayor's draft Replacement London Plan was subject to public examination in the summer and winter of 2010. The Mayor subsequently received the Examination Panels report in May 2011 clarifying changes proposed to the draft Plan. The Mayor now needs to consider these recommendations and will decide, if any, he is minded to accept. Also there is period of time for ministers to consider whether they want to direct any changes to the Plan.

Following this, the Mayor then can give formal notice of his intention to publish the new Spatial Strategy for London which is expected shortly. It is expected that the London Plan will be reviewed by 2013.

Under the Planning Act 2008, the Mayor was given new power to set a London wide Community Infrastructure Levy (CIL). Subsequently the Mayor published the Preliminary Draft Charging Schedule for a new London wide CIL in January 2011. It is intended for CIL to be imposed on new development in the capital and £300 million raised from CIL will contribute towards the delivery of Crossrail; which is required to maintain and facilitate London's growing and competitive economy. Following consultation, it is expected for CIL to be charged on new development in the Capital from Spring 2012.

Summary of LDF Timetable

Figure 2: Timetable for production of Local Development Scheme 2011



Core Strategy (CS)

Purpose/ Content:

The policies for delivery a spatial strategy for Merton intended to cover a 15 year period. Planning applications will be assessed against these policies.

Status:

Development Plan Document

Content/ Conformity:

The strategic objective and policies were development around the spatial themes encompassing the economy, housing, open space, infrastructure, climate change, design, transport and waste. The Core Strategy DPD should be in accordance with government guidance, in general conformity with the London Plan (Regional Spatial Strategy) and Merton’s Community Strategy.

Community Engagement:

Consultation will be undertaken in accordance with Merton’s Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton

Target Milestones:

Initial Preparation:	Early 2005
Public Consultation on draft DPD:	September – October 2009
Publication and Approval of submission draft:	July 2010
Pre-Submission Consultation:	September – October 2010
Submission to Secretary of State:	November 2010
Public examination hearing:	February 2011
Inspectors Report:	May 2011
Adoption by council:	July 2011

Review:

The effectiveness of policies will be monitored as part of the Annual Monitoring Report. Significant changes to national/ regional policy frameworks will also be incorporated as necessary.

Sites & Policies DPD

Purpose/ Content:

To provide policy guidance for development management decisions and also to allocate:

- Sites for the specific future land uses or developments, including mixed use.
- Policies relating to the delivery of site-specific allocations (for example, access requirements, broad design principles).

The Sites and Policies DPD will contain chapters

- on an area basis for site allocations and with area-based development management policies (e.g. Colliers Wood / South Wimbledon, Mitcham, Morden, Raynes Park, Wimbledon)
- borough wide development management policies by topic (e.g. housing, transport, economic development etc)

Following the results of each stage of community engagement, the Sites and Policies DPD will be reviewed to ensure it remains the most effective and efficient way of guiding new development in Merton.

Status:

Development Plan Document

Content/ Conformity:

The Sites and Policies DPD should be in accordance with government guidance, in general conformity with the London Plan (Regional Spatial Strategy), Merton's Community Strategy and Core Strategy DPD.

Community Engagement:

Consultation will be undertaken in accordance with Merton's Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton

Target Milestones:

Initial Preparation:	May - June 2011
Call for Sites consultation:	July - August 2011
Public Consultation on draft DPD:	January– March 2012
Publication and Approval of submission draft:	November 2012
Pre-Submission Consultation:	December 2012 – January 2013
Submission to Secretary of State:	March 2013
Public examination hearing:	June 2013
Inspectors Report:	August 2013
Adoption by council:	October to December 2013

Review:

The effectiveness of policies will be monitored as part of the Annual Monitoring Report. Significant changes to national/ regional policy frameworks will also be incorporated as necessary.

Joint Waste Plan (also known as the South London Waste Plan)

Purpose/ Content:

The policies for delivering a spatial strategy for waste management for the LB Croydon, Royal Borough of Kingston-upon-Thames, LB Merton and LB Sutton over a ten year period. The policies will provide a spatial strategy for the suitable management of waste from households, business and industry and looks forward over a 10-year period. The DPD also includes development management policies to guide decisions on planning applications for waste facilities.

Status:

Development Plan Document.

Content/ Conformity:

The Joint Waste Plan should be in accordance with government guidance, in general conformity with the London Plan (Regional Spatial Strategy), LB Croydon, Royal Borough of Kingston, LB Merton and LB Sutton Core Strategies (and LDF's) and the individual boroughs Community Strategies.

Community Engagement:

Consultation will be undertaken in accordance with LB Croydon, Royal Borough of Kingston, LB Merton and LB Sutton Statement of Community Involvement.

Resources:

LB Croydon, Royal Borough of Kingston-upon-Thames, LB Merton and LB Sutton.

Target Milestones:

Initial Preparation:	August 2007
Public Consultation on Issues & Options, Stage 2 'Potential Sites and Policies' & Stage 2a 'Additional Sites':	September 2008 – March 2010
Publication and Approval of submission draft:	December 2010 ¹
Pre-Submission Consultation:	January – February 2011
Submission to Secretary of State:	April 2011
Public examination hearing:	July 2011
Inspectors Report:	September 2011
Adoption by council:	December 2011

Review:

The effectiveness of policies will be monitored as part of the Annual Monitoring Report. Significant changes to national/ regional policy frameworks will also be incorporated as necessary.

¹ Final partner borough the Royal Borough of Kingston-upon-Thames approved in December 2010.

Community Infrastructure Levy Charging Schedule

Purpose/ Content:

Merton’s Community Infrastructure Levy Charging Schedule (CIL) will set out a tariff system to allow the council raise contributions from developers to pay for the infrastructure that is required as a result of development that benefits local communities. A key part of the CIL is the preparation of a charging schedule which sets out the levy rates in pounds per sq metre and locations of development.

Status:

CIL is not a Development Plan Document but is subject to a statutory adoption process.

Content/ Conformity:

The CIL will detail the infrastructure requirements and should be in accordance with government guidance, in general conformity with the London Plan (Regional Spatial Strategy), Merton’s Community Strategy and Core Strategy DPD.

Community Engagement:

Consultation will be undertaken in accordance with Merton’s Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton

Target Milestones:

Initial Preparation:	May 2010
Public Consultation on draft DPD:	November – December 2011
Publication and Approval of submission draft:	June 2012
Pre-Submission Consultation:	September-November 2012
Submission to Secretary of State:	January 2013
Public examination hearing:	April/May 2013
Inspectors Report:	June 2013
Adoption by council:	September/October 2013

Review:

The effectiveness of CIL and monies secured through the Charging Schedule will be monitored. The CIL is expected to cover a 15 year period however this will be reviewed every five years. Significant changes to national/ regional policy frameworks will also be incorporated as necessary.

Proposals Map

Purpose/ Content:

To illustrate where possible the spatial aspects of the policies and proposals contained in DPDs including the Core Strategy, Sites and Policies DPD and Joint Waste DPD.

Status:

Development Plan Document

Content/ Conformity:

This map will show areas of protection (conservation areas and metropolitan open land) and other designations such as employment locations and sustainable transport proposals. The Proposals Map should be in accordance with the Core Strategy DPD and other area-based policies in DPDs.

Community Engagement:

Consultation will be undertaken in accordance with Merton’s Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton.

Target Milestones:

In line with Core Strategy DPD and subsequent DPDs. The Proposal Map production timetable is most subject to change as it will need to be revised as each DPD with a spatial expression is progressed, including the Sites and Policies DPD and Joint Waste DOD.

Review:

The map will be altered every time a DPD with spatial expression is adopted or revised.

Annual Monitoring Report

Purpose/ Content:

- To monitor the effectiveness of the council's planning policies, including benchmarking against their sustainability indicators;
- To provide an overview of trends and changes in the borough over the previous 12 months on LDF related issues, including socio-economic trends; general development (housing, retail, offices, industrial, etc); demographic changes; transport issues; implementation stages of related Strategies. This will act as a benchmark for policy review and resource allocation;
- To feed in to performance and monitoring targets, including Merton's housing strategy and Open Space Strategy.

Status:

Local Development Document

Content/ Conformity:

The AMR will expand on the areas as set out in the LDS, including:

- Background information: demographic and socio-economic trends in Merton; implementation of other strategies significant to the LDF (for example, Merton Community Plan; review of London Plan);
- Planning Performance/ Permissions;
- Progress on other strategies where relevant, for example, Merton's Community Plan; Merton's Open Space Strategy;
- General development in Merton: housing provision; education; community and health facilities provision; employment development (offices, retail, industrial); town centre studies; employment statistics; open space provision (including recreation); conservation areas and landscape quality; public transport; traffic management (including cycling); biodiversity; energy; waste management; water resources;
- Information on the significant environmental effects of the implementation of plans or programmes through the sustainability appraisal process (in accordance with the SEA Directive) in order to undertake remedial action as necessary.

Community Engagement:

Consultation will be undertaken in accordance with Merton's Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton

Time period, target milestones:

Report to be generate between April and September of successive years for the period April-March of the previous year and submitted to the GLA by the following December.

Statement of Community Involvement (SCI)

Purpose/ Content:

Sets out good practice in engaging those with an interest in development. The SCI specifies arrangements for involving the community in consultation stages for all parts of the LDF and in development management decisions.

Status:

The SCI is not a Development Plan Document but is subject to a statutory adoption process.

Content/ Conformity:

The SCI should be in accordance with government guidance and regulations and consists of two main sections:

Local Development Framework issues: This sets out the strategy by which the council will engage with the public, receive feedback and communicate on:

- The preparation of local development documents (LDD's);
- The need to review, amend or replace adopted LDD's;
- The procedures for approving Supplementary.

Development Control issues: This will detail the council's standards and consultation procedures for dealing with development proposals. In particular it will:

- Set out the process by which the council will undertake consultations on planning applications;
- Incorporate the Development Control Service Charter which shows that standards of service the public can expect to receive from the council and what matter needs to be addressed by applicants for planning permission.

Community Engagement:

Consultation will be undertaken in accordance with Merton's Statement of Community Involvement.

Resources:

Strategic Policy and Research Team, Future Merton Team, LB Merton

Target Milestones:

Adoption by council: July 2006

Review:

The SCI Will be monitored on an annual basis but reviewed formally every 5 years. Monitoring may highlight the need for an early review

Merton's LDF Evidence Base

Conservation Area Design Guides and Character Appraisals		
Documents	Date	Source
Sub-Areas:		
Merton/ Morden Park Vision	2009	LBM
MoreMorden Consultation on Visions	2008	LBM
Heart of Merton Study	2008	Urban Initiatives
Raynes Park Local Centre Enhancement Plan and update December 2009	2008 & 2009	LBM/ Place, Design and Planning
Volterra Economic Assessment of Morden	2008	LBM
Wandle Valley Regional Park: A vision for the future update	2008	WVRP Steering Group and WV forum members
Wimbledon Competitiveness Study	2007	Merton Chamber of Commerce/ LJC Strategic Analysis
Infrastructure:		
Merton's Infrastructure Needs Assessments	2008	LBM
Housing:		
Merton's Housing Delivery Background Paper	2011	LBM
Merton Affordable Housing Viability Study	2010	Adams Integra
Merton Strategic Housing Market Assessment	2010	Opinion Research
Merton's Housing Needs Study	2005	Fordhams Research
Retail and Economic Development:		
Merton's Draft Retail and Town Centre Capacity Study – Draft 2	2011	NLP
Merton's Economic and Employment Land Study 2010	2010	NLP
Merton's Town Centre Capacity Study	2005	NLP
The Success of Live/Work Developments in Merton update – Statement of Findings Background Paper	2010	LBM
Merton's Town Centre Health Checks (for the main town centres only)	2009	LBM
Merton Town Centre Capacity Update	2008	NLP
The Success of Live/Work Developments in Merton and Implications for Policy Development	2006	LBM

Documents	Date	Source
Merton's Employment Land Study	2005	DTZ Peda
Merton's Town Centre Capacity Study	2005	NLP
Open Space, Nature Conservation, Leisure and Culture:		
Merton Open Space Strategy Refresh – Interim Statement of Initial Findings	2010	LBM
Merton Open Space Strategy	2005	LBM
Design:		
Merton Dwelling Conversions Background Paper 2010	2010	LBM
Merton Tall Building Paper	2010	LBM
Climate Change:		
Carbon Assessment of Domestic Housing in London Borough of Merton	2010	Parity Projects
Town Centre, Morden: CHP Plan Option Appraisal	2010	ICE Ltd
The Sustainable Design and Construction Evidence Base: Climate Change in the Planning System	2010	LBM
Viability of Code for Sustainable Homes in Merton	2010	Adams Integra
Renewable Energy Sources in Merton: A Preliminary Assessment	2009	Altechnica
Merton Climate Change Strategy 2009-2012	2008	LBM
Flood Risk:		
LB Wandsworth, Merton, Sutton and Croydon: Strategic Flood Risk Assessment	2009	Scott Wilson
Waste:		
PPS25 Development and Flood Risk Sequential Test	2010	SLWP
Source Protection Zones	2010	SLWP
Deliverability of Sites	2010	SLWP
Technical Report	2010	SLWP
Consideration of Environmental Health Factors	2010	SLWP
Traffic Considerations	2010	SLWP
Nature Conservation Considerations	2010	SLWP
Update to the Deliverability of Sites	2011	SLWP
Update to the Technical Report	2011	SLWP

Adopted SPG's/SPD's, Conservation Area Design Guides and Character Appraisals and Planning Briefs

Merton's Adopted Supplementary Planning Guidance/ Documents - Policies	
Supplementary Planning Guidance/ Documents (issue-related)	Date adopted
Affordable Housing	2004 (draft- not adopted)
Archaeology	1999
Accessible Environments	2003
A3 (food & drink) Use	1999
Design*	2004
Listed Buildings	2000
Minimising Pollution	2001
Mitcham Town Centre Development Brief	2006
New Residential Development*	1999
Out-of-Centre Retail Development	1999
Planting, Landscaping and Nature Conservation	2004
Planning Obligations	2006
Residential Extensions, Alterations and Conversions*	2001
Shop Front Designs	2000
Sustainable Development	2001
Transport Planning	2004

***To note:** These SPG's will be replaced by the emerging Design SPD which is expected to be adopted in X2011.

Conservation Area Design Guides and Character Appraisals	
Supplementary Planning Guidance (issue-related)	Production started before March 2007
Bathgate road	*To note: The Mitcham Cricket Green (Draft) is expected to be finalised in September/October 2011.
Bertram Cottages	
Copse Hill	See Merton council's website for latest on conservation areas: maps, character appraisals and design guides: http://www.merton.gov.uk/living/designandconservation.htm
Cricket Green	
Drax Avenue	
Dennis Park Crescent	
Dunmore Road	
Durham Road	
John Innes (Merton Park & Wilton Crescent)	
Conservation Area Management Plan	
Kenilworth Avenue	
Lambton Road	
Leopold Road	
Merton Hall Road	
Mitcham Cricket Green (Draft)*	
Pelham	
Quinton Avenue/ Richmond Avenue	
South Park Gardens	
Upper Morden	
Vineyard Hill	
Wandle Valley	
Westcoombe Avenue	
Wimbledon North	
Wimbledon Village	
Wimbledon West	

**Merton's Adopted Supplementary Planning Guidance/Documents
(including planning briefs) for the forward planning of sites**

Supplementary Planning Guidance/ Documents (issue-related)		Date adopted
SPD	Nelson Hospital	2007
SPD	Mitcham Town Centre Development Brief	2006
SPD	Thames Water sites and car park, 21-31 Coombe Lane	2005
SPD	100 Green Lane, St Helier	2005
SPG	Mitcham Gas Depot and Environs	2004
SPG	Rowan High School and Brenley Playing Fields	2004
SPG	Batsworth Road, Mitcham	2003
SPG	Hartfield Road Car Park, Wimbledon	2003
SPG	Atkinson Morley Hospital, West Wimbledon	2003
SPG	Merton College, Morden	2003
SPG	Morden Farm Middle School, Lower Morden	2002
SPG	Brown & Root Tower and Environs, Colliers Wood	2002
SPG	Malmesbury First School, Rosehill	2002
SPG	Bushey Playing Fields, West Barnes	2002
SPG	Land in Ravensbury Park, Morden	2002
SPG	153-161 The Broadway, Wimbledon	2001
SPG	Morden Park Playing Fields, Raynes Park	2001
SPG	1-11 Colliers Wood High St	2001
SPG	Belgrave Walk tram stop and surrounds, off Morden Road	2001
SPG	181 Central Road, Morden	2001
SPG	Bishopsford Community School/ Phoenix College, Morden	2001
SPG	Raynes Park High School, West Barnes	2001
SPG	Rickard Lodge High School, Mostyn Road, Merton Park	2001
SPG	Harlands First School, Mitcham	2001
SPG	3-5 Dorien Road, Raynes Park	1999
SPG	Merton Park Station, South Wimbledon	1999

Sites developed	
Sites soon to be developed	

Glossary of Terms

Adoption:	The stage at which the local planning authority can adopt, by resolution of the council, the Local Development Document as council Policy.
Adoption Process:	The statutory process, by which a local planning authority prepares, publishes and formally adopts a Local Development Document.
Area Action Plan:	A Local Development Document (which is also a Development Plan Document) which sets out a strategy for the future planning of areas with a concentration of proposals for change or where land uses and activities are particularly complex.
Area Designations:	Areas identified on the Proposals Map within which certain policies will apply.
Commencement Order:	An instruction from the Secretary of State to the local planning authority, requiring the authority to commence work on the preparation of its Local Development Framework and to replace its existing development plan.
Core Strategy:	A Local Development Document (which is also a Development Plan Document), which provides a written statement of the policies for delivering the spatial strategy and vision for the area, supported by a reasoned justification.
Development Plan:	A document, or documents, which set out a local planning authority's policies and proposals for the development and other use of land and buildings within its area. Under the Planning and Compulsory Purchase Act 2004, in the case of areas in Greater London, the development plan is the Spatial Development Strategy (London Plan) and the Development Plan Documents (taken as a whole), which have been adopted or approved in relation to that area. In the case of conflict, policies in the most recently approved plan take precedence.
Development Plan Document:	A Local Development Document which must be subjected by the local planning authority to a statutory adoption process before it can be formally adopted by the authority. The stages which make up this process consist of key issues and preferred options consultation, submission, Independent Examination (with pre-examination meeting), receipt of Inspector's Report, receipt of Secretary of State's approval, and formal adoption.
Independent Examination:	A formal hearing, presided over by an Inspector or a Panel of Inspectors are appointed by the Secretary of State, to consider the policies.

Inspector's Report:

A report issued by the Inspector or Panel who conducted the Independent Examination, setting out their conclusions on the matters raised at the Examination and detailing the amendments which they require the local planning authority to make to the submitted version of the Statement of Community Involvement and Development Plan Documents. The Inspector's Report is binding on the local planning authority.

Local Development Document:

A document which forms part of the Local Development Framework and which can be adopted and revised as a single entity.

Local Development Framework:

A 'folder' of Local Development Documents, drawn up by the local planning authority, which form part of the development plan for its area.

Local Development Scheme:

A document setting out the local planning authority's intentions for its Local Development Framework: in particular, the Local Development Documents it intends to produce and the timetable for their production and review.

London Plan:

Also known as the Spatial Development Strategy, this document was produced by the Mayor of London to provide a strategic framework for the boroughs' Unitary Development Plans/ Local Development Frameworks. Adopted in February 2008 (consolidated with alterations since 2004), it forms part of the development plan under the Planning and Compulsory Purchase Act.

Milestones:

Key events in the production process of a Development Plan Document, as specified in para 4.55 of PPs12. The dates that these key events are programmed to take place are specified in the Local Development Scheme, and DPD preparation progress is measured against them.

Planning Policy Statements:

Planning Policy Statements are issued by the Department for Communities and Local Government and set out the Government's land use planning policies for England. They will replace Planning Policy Guidance Notes (PPGs) in time. The Government is in the process of reviewing all its existing guidance.

Proposals Map:

A Local Development Document (which is also a Development Plan Document) which comprises a map of the local planning authority's area, and shows:

- Existing and revised designations of areas of land.
- Sites for particular future land uses or developments.
- Locations of proposed or actual area plans.

Reasoned Justification:

A summary of the local planning authority's reasons for including a particular policy within the Development Plan Document.

**Statement of
Community
Involvement:**

A Local Development Document that is not a Development Plan Document but which is subject to a statutory adoption process. It consists of:

- Arrangement for involving the community in the review of all parts of the Local Development Framework and in significant development control decisions.
- Standards for good practice in engaging those with an interest in development.
- Guidelines on how the community will be consulted over planning applications.

**Strategic
Environmental
Assessment:**

A tool for integrating environmental considerations into decision-making by ensuring that any significant environmental effects of the decision are taken into account. The Strategic Environmental Assessment (SEA) must form an integral part of the adoption process for nearly all Local Development Documents and must be taken into account right from the initial stages of plan preparation. SEA is integrated with the process of Sustainability Appraisal.

Submission:

A stage in the statutory process for the adoption of Statement of Community Involvement and Development Plan Documents. The local planning authority presents the document to the Secretary of State, at which point the public have a 6-week opportunity to make a formal response to the document, whether in support of, or as objections to, its provisions. This is followed by the examination stage.

**Supplementary
Planning
Document:**

A Local Development Document which may expand policy or provide further detail to policies in a Development Plan Document; they can not be used to create new policies or allocate land. They will not be subject to independent examination and will not form part of the statutory development plan. However they will be subject to the procedures of community involvement and sustainable appraisal.

**Sustainable
Appraisal:**

The examination of a Local Development Document to ascertain whether its policies and proposals will be in accord with the principles of sustainability. The process complies with the requirements of European Directive 2001/42/EC Strategic Environmental Assessment.

**Unitary
Development
Plan:**

A type of development plan introduced in 1986. It is due to be replaced by Local Development Frameworks. Merton Council's Unitary Development Plan was adopted in October 2003.