

London Borough of Sutton **Local Development Framework**

Report of Studies 4

January 2010



Report of Studies 4

Evidence Base

Planning and Transportation
Environment and Leisure
January 2010

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ONE

Introduction

Purpose of the Report of Studies

- 1.1** This Report of Studies provides an overview of all local evidence gathering undertaken by the Council, or by consultants on behalf of the Council, as part of the preparation of the 'Site Development Policies Development Plan Document (DPD): Proposed Submission' draft, which has been published for public consultation between January and March 2009. It also sets out the key findings of all survey work undertaken since the publication of the 'Core Planning Strategy: Proposed Submission' in November 2008 and thus updates Report of Studies 3 which was published at the same time.
- 1.2** It should be noted, however, that much of the local evidence gathering referred to in this document has also been undertaken as part of the preparation of the 'Core Planning Strategy', which was adopted on 7 December 2009, and 'Sutton Town Centre Plan: Proposed Submission' document, which will be published later this year. This Report of Studies also sets out evidence gathering work undertaken as part of the preparation of the South London Waste Plan Development Plan Document (DPD) which is being prepared jointly by the Council in partnership with the London Boroughs of Croydon and Merton and the Royal Borough of Kingston-Upon-Thames. This Report of Studies can therefore be read as an overview of Sutton's LDF evidence base as of January 2010.
- 1.3** The Council recognises that the spatial strategy for the future development of the Borough and LDF policies should be based on a thorough understanding of the needs of local residents and the opportunities and constraints affecting future development. Government guidance stresses that local authorities should prepare and maintain an up-to-date information base on key aspects of the social, economic and environmental characteristics of their area, to enable the preparation of a sound spatial plan meeting the objectives of sustainable development. Local authorities are required to keep under review the following matters:

 - principal physical, economic, social and environmental characteristics of their area;
 - the principal purposes for which land is used in the area;
 - the size, composition and distribution of the population of the area;
 - the communications, transport system and traffic of the area (including accessibility by public transport); and
 - any other considerations which may be expected to affect those matters.
- 1.4** PPS12 on 'Local Spatial Planning' (CLG, 2008) states that DPDs must be founded on "a robust and credible evidence base" (para 5.2) in order to ensure the development of the most appropriate strategy when considered against the reasonable alternatives.

The local evidence gathered should be proportionate to the job being undertaken by the plan, relevant to the place in question and as up-to-date as practical having regard to what may have changed since the evidence was collected.

Background to Report of Studies 4

- 1.5** In September 2006, the Council published Report of Studies 1 to accompany consultations on the 'Core Planning Strategy: Issues and Options' document, which represented the first stage in producing the Core Planning Strategy for Sutton. In particular, the Report of Studies was intended to support the main issues and options identified in the document.
- 1.6** Following consultation on the 'Issues and Options' document between September and November 2006, the Council prepared the 'Core Planning Strategy: Preferred Options' document for public consultation between January and February 2008. At the same time, the Council also consulted upon the initial stage of two other DPDs forming part of Sutton's emerging LDF: the Site Development Policies and Sutton Town Centre Area Action Plan 'Issues and Options' documents. The Council published a follow-up Report of Studies 2 to coincide with the start of the consultation period in January 2008 setting out the results of further evidence gathering undertaken since September 2006.
- 1.7** Report of Studies 3 was published in November 2008 to support the publication of the 'Core Planning Strategy; Proposed Submission' and the 'Preferred Options' document of the Site Development Policies DPD and the Sutton Town Centre Area Action Plan. It provides an overview of all local evidence gathering undertaken by the Council and an update of studies produced between February and November 2008.
- 1.8** This Report of Studies 4 brings the picture up-to-date as of January 2010 by focussing on additional evidence gathering undertaken since the start of 2009 and updates to evidence which is collected by the Council on a regular, usually annual, basis. It also provides an overview since it is the first Report of Studies where the Site Development DPD is the lead document in preparation. While this document provides an overview, nevertheless it should still be read in conjunction with the three previous Reports of Studies and the wide range of reports of study produced in-house or by consultants and which is available in the Examination Library.
- 1.9** All documents making up the LDF evidence base, including this Report of Studies, have been made available on the Council's website www.sutton.gov.uk/index.aspx?articleid=4094 in line with statutory requirements.

Local Evidence Gathering

Background Reports Prepared by the Council

- 1.10** This Report of Studies covers the following background documents prepared in-house by the Council:
- LB Sutton Housing Delivery Assessment and Trajectory (subsequently revised) (LBS, Nov 2008);
 - LB Sutton 5-Year Land Supply (LBS, Dec 2009);
 - Background Report on Housing Mix (LBS, Oct 2008);

- Understanding Sutton's Local Distinctiveness: Characterisation Report of Studies (LBS, Nov 2008);
- Character of Proposed Sustainable Residential Quality (SRQ) Areas (LBS, Feb 2009);
- Borough Heritage Study (LBS, Nov 2008);
- Metropolitan Open Land Review (LBS, Nov 2008);
- Review of Sites of Interest for Nature Conservation (SINCs) (LBS, Nov 2008);
- Infrastructure Needs Study (Dec, 2008);
- Employment Land & Premises Review Update (LBS, Nov 2008);
- Sutton Town Centre Health Check (LBS, Dec 2009);
- District Centre Health Check (LBS, Dec 2009);
- PPS25 Sequential Test based on joint Strategic Flood Risk Assessment (LBS, Nov 2008);
- LB Sutton: Climate Change Baseline Study (Creative Environmental Networks)
- Wallington Town Centre Car Park Survey (LBS);
- Habitats Regulation Assessment of the Core Planning Strategy (Nov 2007);
- Carshalton Village Conservation Area: Character Appraisal (LBS, Sept 2007);
- Carshalton Village Conservation Area: Management Plan (LBS, Sept 2007);
- Wallington Green Conservation Area: Character Appraisal (LBS, Jan 2007);
- Wallington Green Conservation Area: Management Plan (LBS, Sept 2007);
- Sutton Garden Suburb Conservation Area: Character Appraisal (LBS, June 2006); and
- Sutton Garden Suburb Conservation Area: Management Plan (LBS, July 2008).

Studies Undertaken by Consultants on Behalf of the Council

1.11 The following studies undertaken by consultants on behalf of the Council (including those which are currently under preparation) are also covered in this Report of Studies:

- Housing Needs Survey (Fordham Research, 2005);
- Local Housing Needs Assessment (Fordham Research, April 2008);
- Affordable Housing Viability Study (DTZ, Sept 2008);
- Maintaining Housing Delivery in Depressed Market Conditions (Cluttons, May 2009);
- Sutton Employment Land and Premises Study (Atkins, 2005);
- London Borough of Sutton's Economy (Public and Corporate Economic Consultants, 2006);
- North Sutton Study (Atkins & Hillier Parker, 2003);
- Sutton Retail Assessment' (Savills Hephher Dixon, 2007);
- Sutton Town Centre Transport Options' (Atkins, 2007);
- Proposed Parking Standards for New Development (JMP, 2008);
- Sutton Town Centre Car Park Surveys (MHTC, September 2008);
- Sutton's Sustainable Transport Policy and Action Plan 'Enabling Smarter Travel Choices' (JMP, 2008);
- London Borough of Sutton Playing Pitch Strategy (PMP, 2004);
- Sutton Open Space Study (Scott Wilson, 2005);
- Sutton Town Centre Urban Design Framework (Gillespies);
- Tall Buildings Study (Gillespies, 2008);
- Joint Strategic Flood Risk Assessment (SFRA) for LB Sutton, LB Merton, LB Wandsworth and LB Croydon (Scott Wilson, 2008);

- Evidence Base for South London Waste Plan (Mouchel, September 2008);
- Residual Waste Treatment: Descriptive Document (South London Waste Partnership, 2009);
- Outline Business Case (South London Waste Partnership, 2008);
- Joint Waste Statement (South London Waste Partnership, 2007);
- Preferred Sites: Technical Report (South London Waste Partnership, 2009);
- Smarter Sutton Travel: First Annual Report (TfL/LB Sutton, 2008);
- Smarter Sutton Travel: Second Annual Report (TfL/LB Sutton, 2009);
- Sutton's Sustainable Transport Policy and Action Plan 'Enabling Smarter Travel Choices' (JMP, 2008);
- Beddington Lane Regeneration - Traffic Assessment (Peter Brett Associates, 2009);
- London Borough of Sutton's Approved Local Implementation Plan (LIP) (2007);
- Smarter Travel Sutton Annual Report (Transport for London) LBS, 2008);
- Review of Transport Implications for Hackbridge Masterplan (JMP, 2008);
- Hackbridge Sustainable Suburb: Draft Masterplan (Tibbalds, 2009);
- Hackbridge Sustainable Suburb: Evidence for Zero Carbon Policy - Update incorporating Further Evidence (CEN, 2009);
- Energy Options Appraisal for Domestic Buildings in Hackbridge (Parity Projects, 2009); and
- The LiFE Handbook (Long-term Initiatives for Flood-Risk Environments): Upper Catchment Case Study: Hackbridge (BACA Architects/DEFRA, 2009);

Other Sources of Local Evidence

- 1.12** Other sources of data and local evidence which have informed the preparation of the Site Development Policies DPD: Proposed Submission and the other DPDs within the LDF include:

National Publications and Websites

- neighbourhood statistics from the Office for National Statistics website www.statistics.gov.uk/census/;
- 2001 Census;
- ONS Mid-Year Estimates 2007 (ONS, August 2008);
- Indices of Deprivation (CLG, 2007) [www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation /](http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/) ;
- NOMIS website (National Online Manpower Information System) www.nomisweb.co.uk;
- National Land Use Database (CLG and English Partnerships) <http://www.nlud.org.uk/>;
- 'Local and Regional CO₂ Emissions Estimates' (DEFRA with AEA Energy and Environment);
- National Road Traffic Survey (Department for Transport) <http://www.dft-matrix.net/dftmatrix/>;
- Indicative Flood Plain Map (Environment Agency, 2007);
- Draft Catchment Flood Management Plan: Thames Region (Environment Agency, January 2007);
- Sutton and East Surrey Water Draft Business Plan (August 2008);

- Thames Water: Draft Water Resources Management Plan 'Water - Planning for the future' (2008);
- Healthcare for London (NHS London 2008);
- Better Healthcare Closer to Home Outline Business Case (SMPCT, 2008);
- Annual Report of the Director of Public Health 2007: Choosing Health in Sutton and Merton (SMPCT, 2007); and
- SMPCT Strategic Service Development Plan (SMPCT, 2005).

Recent GLA Publications (selection)

- London Office Policy Review (GLA, 2009);
- Strategic Housing Land Availability Assessment and Housing Capacity Study – Report of Study (GLA, 2009);
- Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (2009);
- Strategic Housing Market Assessment 2008 (consultants for the GLA);
- Gypsy and Traveller Accommodation Needs Assessment (Fordham Research for the GLA, 2008);
- London Plan Density Matrix Review (GLA, 2006);
- London Housing Capacity Study 2005 (GLA, 2005);
- London Office Policy Review 2007 (GLA, 2007);
- Employment projections for London by sector and borough (GLA, 2007);
- London Waste Apportionment Study (GLA, 2006);
- Draft Regional Flood Risk Appraisal (GLA, 2007);
- Evidence Base: Climate Change in the FALP (GLA, 2007);
- London Wind & Biomass Study Summary Report (LCCA, 2007);
- London Carbon Scenarios to 2026 (GLA, 2006);
- London Plan Annual Monitoring Reports (AMRs); and
- Focus on London (GLA, 2008).

Demographic data and population projections prepared by the GLA's Data Management and Analysis Group (DMAg)¹

- London Borough Migration: 2001-2006 (Briefing 2008-10);
- GLA 2007 Round Demographic Projections PLP Low and PLP High (Briefing 2008-07);
- GLA 2007 Round Ethnic Group Projections (Briefing 2008-03);
- ONS Mid-2007 Population Estimates (Update 14-2008);
- ONS Births and Deaths 2007 (Update 13-2008);
- GLA Ethnic Births Projections (Update 09-2008);
- GLA 2007 Round Labour Force Projections – Correction (Update 04-2008);
- CLG Revised 2004-based Projections of Households in England to 2029 (Update 02-2008);
- Briefings Counting the Population (Briefing 2007-24);
- Key Facts for Diverse Communities (Briefing 2007-16);
- GLA 2006 Round Ethnic Group Projections (Briefing 2007-14);
- Borough and Sub-regional Demographic Profiles 2007 (Briefing 2007-13);
- GLA 2006 Round Ward Population Projections (Briefing 2007-12);

¹ demographic data and population projections produced by DMAg are available on the GLA's extranet at <https://extranet.london.gov.uk> ;

- ONS Life Expectancy at Birth (Update 23-2007);
- ONS International Migration: First Release (Update 22-2007);
- ONS 2006 based National Population Projections (Update 21-2007);
- ONS Population Estimates by Ethnic Group 2001-05 (Update 20-2007); and
- Borough Deaths and Natural Change: 2001-06 (Update 12-2007);

Sustainability Appraisal

1.13 The Council has also undertaken Sustainability Appraisals² from throughout the LDF process in accordance with the Planning and Compulsory Purchase Act 2004, PPS12 and the Strategic Environmental Assessment or 'SEA' Directive. The following SA Reports, available at www.sutton.gov.uk/index.aspx?articleid=660, can also be considered to form part of the LDF evidence base:

SA Reports on Core Planning Strategy DPD

- SA Report on 'Core Planning Strategy: Proposed Submission' (LBS, Nov 2008);
- SA Report on 'Core Planning Strategy: Preferred Options' (LBS, Nov 2007);
- SA Report on 'Core Planning Strategy: Issues and Options' (LBS, Sept 2006);
- SA Scoping Report on Sutton's Local Development Framework (LBS, Aug 2006).

SA Reports on Site Development Policies DPD

- SA Report on 'Site Development Policies: Preferred Options' (LBS, Jan 2009);
- SA Report on 'Site Development Policies: Issues and Options' (LBS, Nov 2007).

SA Reports on Sutton Town Centre Plan DPD

- SA Report on 'Site Development Policies: Preferred Options' (LBS, April 2009);
- SA Report on 'Sutton Town Centre Plan: Issues and Options' (LBS, Nov 2007).

SA Reports on South London Waste Plan DPD

- SA Report on 'South London Waste Plan: Stage 2 Consultation' (LBS in partnership with LB Merton, LB Croydon and Royal Borough of Kingston-upon-Thames, July 2009);
- SA Report on 'South London Waste Plan: Issues and Options' (LBS in partnership with LB Merton, LB Croydon and Royal Borough of Kingston-Upon-Thames, Sept 2008).

SA Reports on Supplementary Planning Documents (SPD)

- SA Report on 'Transport Assessments and Travel Plans' SPD' (LBS, 2008);
- SA Report on 'Educational Contributions from Residential Development' SPD (LBS, 2008);
- SA Report on 'Sustainable Design and Construction' SPD (LBS, 2007);
- SA Report on 'Orchard Hill' SPD (LBS, 2007);
- SA Report on 'Car Clubs' SPD (LBS, 2007);
- SA Report on 'Planning Obligations' SPD (LBS, 2007);
- SA Report on 'Urban Design' SPD (LBS, 2007);
- SA Report on 'Affordable Housing' SPD (LBS, 2006);
- SA Report on 'Design of Residential Extensions' SPD (LBS, 2006); and
- SA Report on 'Sutton Station and Adjacent Land' SPD (2005).

² incorporating Strategic Environmental Assessment

Annual Monitoring Reports

- 1.14** Where relevant, this Report of Studies also provides up-to date information relating to the Government's 'Core Output Indicators' and the Council's a range of local indicators for LDF monitoring which were prepared for inclusion in Sutton's Annual Monitoring Report (AMR) for 2008-09 which was submitted to the Government Office for London (GOL) in December 2009.

Community Feedback

- 1.15** PPS12 is clear that an important part of a credible evidence base is the views of the local community and others with a stake in the Borough. A detailed review and analysis of representations received and community feedback at each stage of public consultation on the Site Development Policies DPD, and how the Council has addressed each of the issues raised, is set out in the Statement of Consultation (Regulation 25 Statement) published alongside the Site Development Policies: Proposed Submission. This document has been made available on the Council's website at www.sutton.gov.uk/index.aspx?articleid=1353.

- 1.16** Community feedback is not addressed further in this Report of Studies.

Coverage of the Report of Studies

- 1.17** This Report of Studies covers the following planning topics addressed by the Core Planning Strategy Proposed Submission.
- Section 2: Borough Profile;
 - Section 3: Housing;
 - Section 4: Employment;
 - Section 5: Town Centres;
 - Section 6: Open Environment and Nature Conservation;
 - Section 7 Built and Historic Environment;
 - Section 8: Climate Change, Flood Risk and Sustainable Waste Management;
 - Section 9: Transport;
 - Section 10: Community and Leisure Facilities.



TWO

Borough Profile

Introducing the Borough

- 2.1** The London Borough of Sutton, which occupies a total land area of 4,385 hectares (ha), lies within the South West London Sub-Region identified in the London Plan along with the neighbouring Boroughs of Croydon, Merton, Kingston-upon-Thames, Richmond, Lambeth and Wandsworth. The Borough forms an important part of the Wandle Valley, the key regeneration corridor within South London.
- 2.2** Sutton used to be a collection of rural villages, linked to feudal and royal estates. The 'village feel' remains, and people still refer to locations such as Carshalton, Cheam and Belmont as villages. The quality and historic development of the Borough is reflected in the number of high quality heritage areas designated as Conservation Areas and Areas of Special Local Character. There are extensive areas of low-density housing, mainly in the south of the Borough, which were built in the 1920s and 1930s, characterised by large, detached houses with well landscaped gardens in tree-lined roads with wide grass verges. These remain largely unchanged in the face of development pressure.
- 2.3** In contrast, there are pockets of relative social deprivation, characterised by limited access to employment, social infrastructure and transport services, including areas to the north of the Borough, such as Rosehill, St Helier and the Wrythe, and parts of South Beddington.
- 2.4** Sutton town centre is one of four Metropolitan Centres within South London, which offers a high level of attractive and accessible shopping, employment and leisure activities well served by public transport. The town centre has over 400 retail outlets within an attractive pedestrianised shopping environment. A range of arts, culture and entertainment activities, pavement cafes and a vibrant evening economy all contribute towards a lively and successful town centre. Sutton town centre is also a significant office location within South London. Sutton town centre is complemented by six district centres, at Wallington, Worcester Park, North Cheam, Rosehill, Cheam and Carshalton, along with a large number of local centres and dispersed parades of shops. In addition, there are plans for Hackbridge to be designated as a district centre should the planned redevelopment take place and the anticipated shops and services become located there.
- 2.5** Industrial and warehousing activity is concentrated in the Borough's established industrial areas, three of which are identified as Strategic Industrial Locations (SILs) in the London Plan. These are Kimpton, Beddington and a small part of the Purley

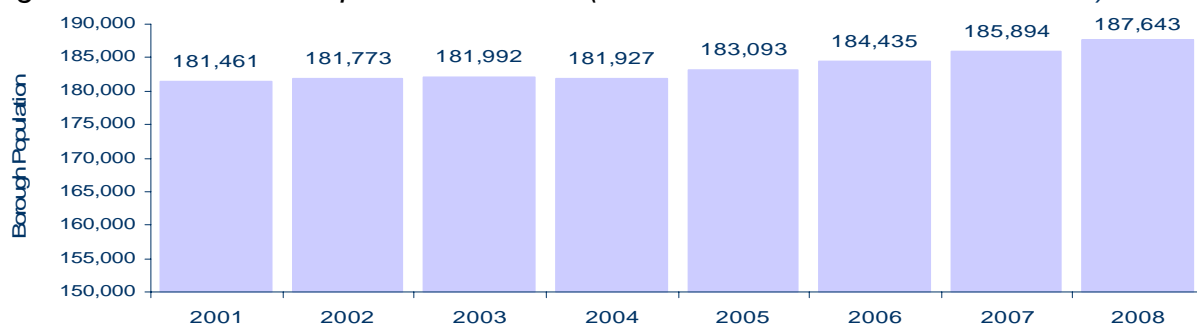
Way SIL that is located in Sutton. Each of these are close to key radial routes into London and out to the M25. Overall, the industrial market is relatively buoyant and there is strong demand for space in most of the Borough's industrial areas. In response to this demand, new units have been developed at Kimpton and on the site of the former Paynes Chocolate Works, near Purley Way. The Beddington SIL, which is the largest of the Borough's industrial areas, currently suffers from a poor quality environment, notably in that part alongside Beddington Lane. There are plans to use market demand to upgrade and improve this area. Elsewhere, the Felnex Industrial Estate in Hackbridge has a high percentage of vacant land and disused premises, and there are plans to restructure this area to improve the employment offer and help meet wider planning objectives for the area.

- 2.6** The Borough's road network (380 km) includes three strategic 'Red' Routes (17.5 km) which link central London to the M25 (A24 and A217) and provide an east-west route across the Borough (A232). These roads are managed by Transport for London (TfL). The remainder of the road network is managed by the Council, and consists of 12 km of other 'A' roads, 25 km of 'B' roads, 17 km of 'C' roads and 308 km of unclassified local access roads.
- 2.7** The Borough is well-served by a number of suburban rail services, with London termini at Victoria, London Bridge and Waterloo as well as Thameslink, which provides a cross-London service to St Pancras and Luton. Tramlink links Croydon and Wimbledon, with two stops in the north east corner of the Borough.
- 2.8** Map 2.1 shows the key strategic features of the Borough.

Borough Population Trends

- 2.9** According to the latest ONS¹ Mid-Year Estimates released in August 2009, the total resident population of the Borough reached 187,643 during 2008². This total, consisting of 91,583 males and 96,060 females, represents an increase of 3.4% in the Borough's population since the time of the 2001 Census (Figure 2.1).

Figure 2.1: LB Sutton Population 2001-08 (based on ONS Mid-Year Estimates)



Source: ONS Mid-Year Estimates 2008 (DMAG 08-2009)

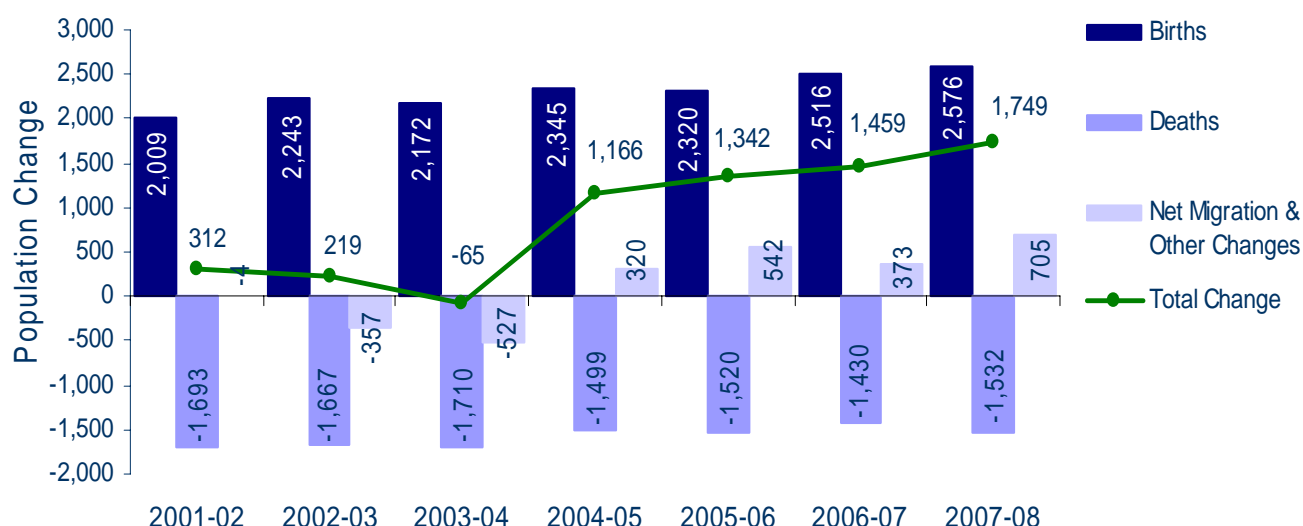
¹ Office for National Statistics

² it should be noted that for the period from 2001 to 2008, there are discrepancies between the ONS Mid-Year Estimates and the GLA's latest population and household projections quoted elsewhere in this Report of Studies. For the purpose of planning for the future development of the Borough through the LDF, the Council has been advised to make use of the GLA's 'PLP Low' Scenario 2001-31 published in Feb 2009

Components of Population Change

2.10 Figure 2.2 shows the components of population change in the London Borough of Sutton from births, deaths and net migration/other changes since 2001. Since 2003-04 the total population change in the Borough has shown a steady increase, with an additional 5,716 residents.

Figure 2.2: Components of Population Change in LB Sutton: Births, Deaths and Net Migration 2001-02 to 2007-08



Source: ONS Mid-Year Estimates Components of Change 2008

2.11 Table 2.1 shows the breakdown of annual population change in the London Borough of Sutton between 2001 and 2008. Since 2004-05, there has been an increase in net internal migration to the London Borough of Sutton.

Table 2.1: Annual Population Change Analysis 2001 to 2008

Year	Previous MYE	Births	Deaths	Natural Change	Internal Migration			International Migration			Other	Total Change	MYE for Year
					In	Out	Net	In	Out	Net			
2001-02	181,461	2,009	1,693	316	9,620	9,894	-274	977	906	71	199	312	181,773
2002-03	181,773	2,243	1,667	576	9,739	10,096	-357	944	1,129	-185	187	219	181,992
2003-04	181,992	2,172	1,710	462	9,530	9,947	-417	1,029	1,232	-203	93	-65	181,927
2004-05	181,927	2,345	1,499	846	9,627	9,282	345	1,142	1,276	-134	109	1,166	183,093
2005-06	183,093	2,320	1,520	800	10,052	9,700	352	1,064	970	94	96	1,342	184,435
2006-07	184,345	2,516	1,430	1,086	10,779	10,134	645	929	1,284	-355	83	1,459	185,894
2007-08	185,894	2,576	1,532	1,044	10,071	9,259	812	927	1,043	-116	9	1,749	187,643

Source: ONS Mid-Year Estimates 2008 (DMAG 08-2009)

Population Turnover

2.12 Table 2.2 shows the population turnover in the London Borough of Sutton between 2001 and 2007. During this period, the London Borough of Sutton has experienced the lowest turnover of population in the South-West London Sub-Region.

Table 2.2: Population Turnover Rates per 1,000 Population

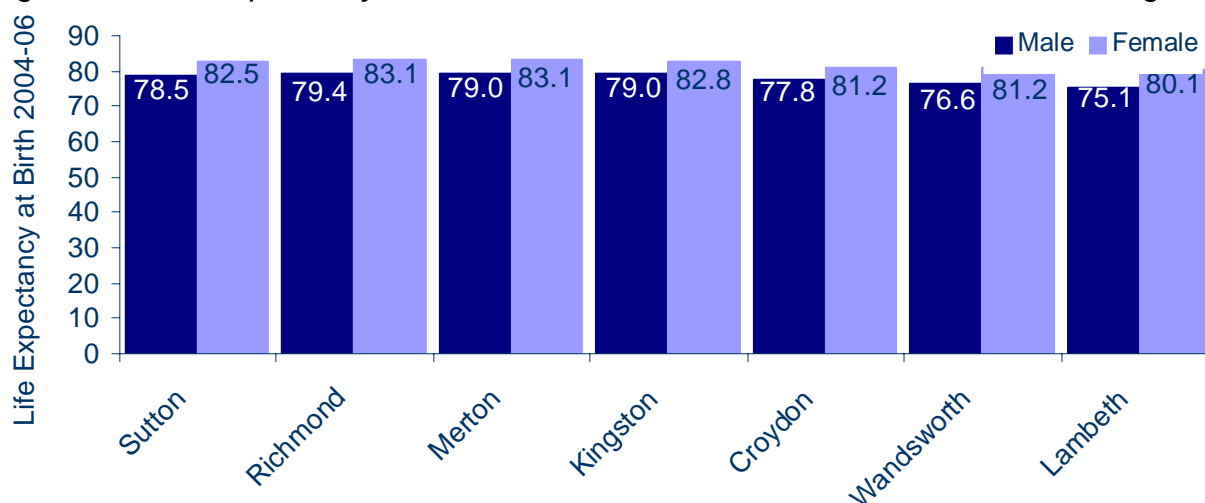
Borough	Inflow	Outflow	Turnover	Per 1,000 Population	
				Within Borough	Total Turnover
Sutton	60.8	60.5	121.3	49.4	170.7
Wandsworth	119.9	123.5	243.4	63.4	306.8
Lambeth	105.7	117.0	222.7	47.6	270.3
Richmond	92.7	94.4	187.1	50.8	237.9
Kingston	91.7	87.1	178.8	56.5	235.3
Merton	94.8	95.5	190.3	41.9	232.2
Croydon	64.5	68.7	133.2	53.8	187.1

Source: ONS Mid-Year Estimates Change Analysis 2007

Life Expectancy

- 2.13** Life expectancy at birth within LB Sutton is currently 78.5 for males and 82.5 for females, according to the latest estimates released by ONS in November 2007 based on mortality data for 2004-06. Figure 2.3 shows that life expectancy for both males and females is slightly lower than Richmond, Merton and Kingston, but higher than the other South-West London boroughs.

Figure 2.3: Life Expectancy at Birth in LB Sutton and South-West London Sub-Region

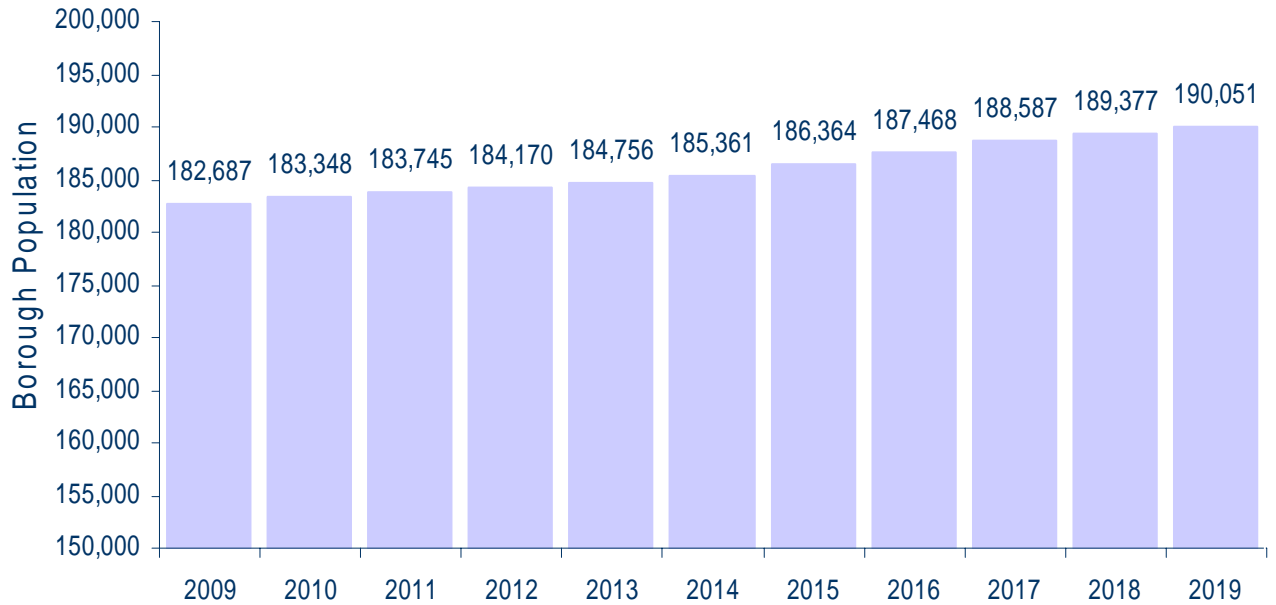


Source: ONS Mid-Year Estimates 2008 (DMAG 08-2009)

Population Projections

- 2.14** According to the 2008 Round of Demographic Projections 'PLP Low' scenario, released by the GLA's Data Management and Analysis Group (DMAG) in 2009, the resident population of the Borough is predicted to increase from 181,405 in 2001 Census to a total of 195,757 in 2031, representing an increase of 14,352 (or 7.9%) over this period. The resident population of the Borough is projected to grow over the next 10 years, with an increase of 7,364 (4.0%) predicted between 2009 (182,687) and 2019 (190,051). By 2031 the population of LB Sutton is projected to increase further to reach a total of 195,757 (Figure 3.4).

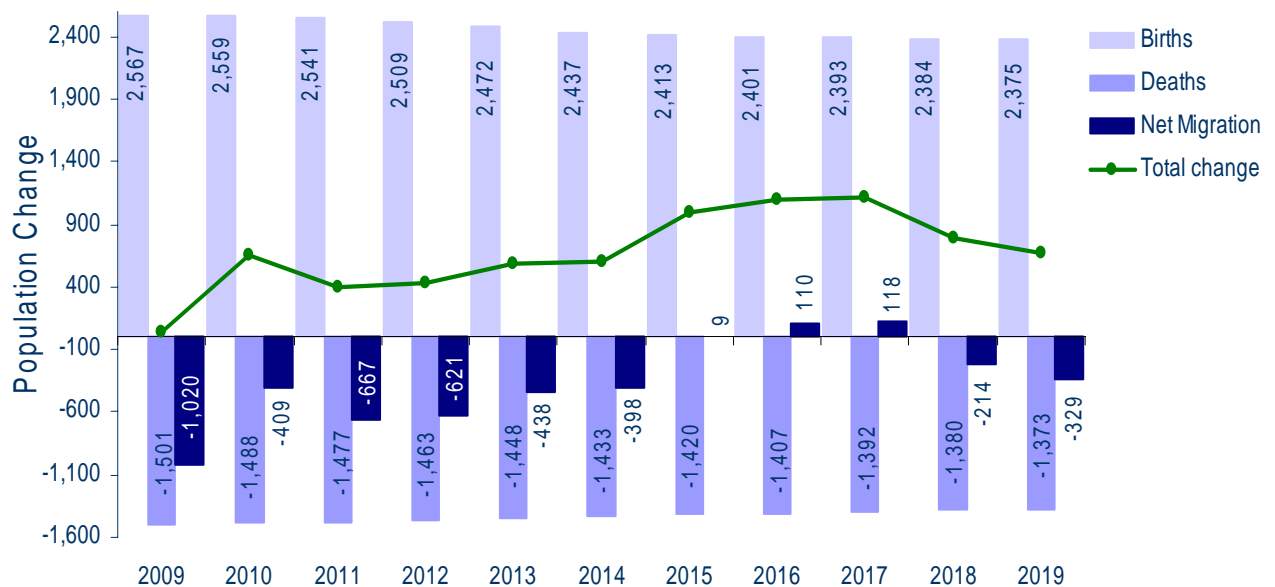
Figure 2.4: LB Sutton Population Projections 2001-31



Source: GLA Round of Demographic Projections 2008 (PLP Low)

- 2.15** Figure 2.5 shows details of the GLA's estimated components of future population change in the London Borough of Sutton, in terms of projected births, deaths and net migration over the next 10 years from 2009-19, which form the basis of the '2008 Round of Demographic Projections - PLP Low' scenario.

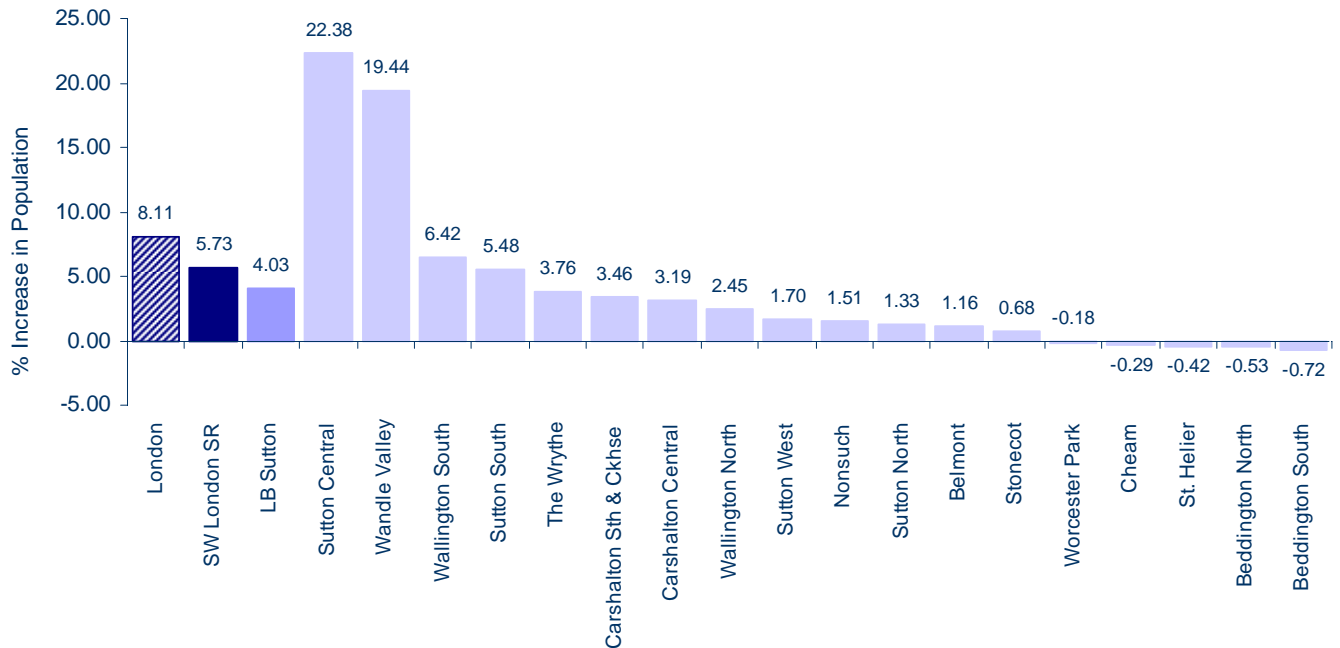
Figure 2.5: Projected Births, Deaths and Net Migration in LB Sutton 2009-19



Source: GLA Round of Demographic Projections 2008 (PLP Low)

- 2.16** Figure 2.6 shows that the biggest increases in population between 2009-19 are predicted for Sutton Central (22.4), Wandle Valley (19.4%) and Sutton South (6.4%). However some Wards are projected to see a slight decline in population over this period including Beddington South (- 0.7%), Beddington North (- 0.5%), St. Helier (- 0.4%) and Cheam (-0.3%).

Figure 2.6: Percentage Change in Population by Ward 2009-19

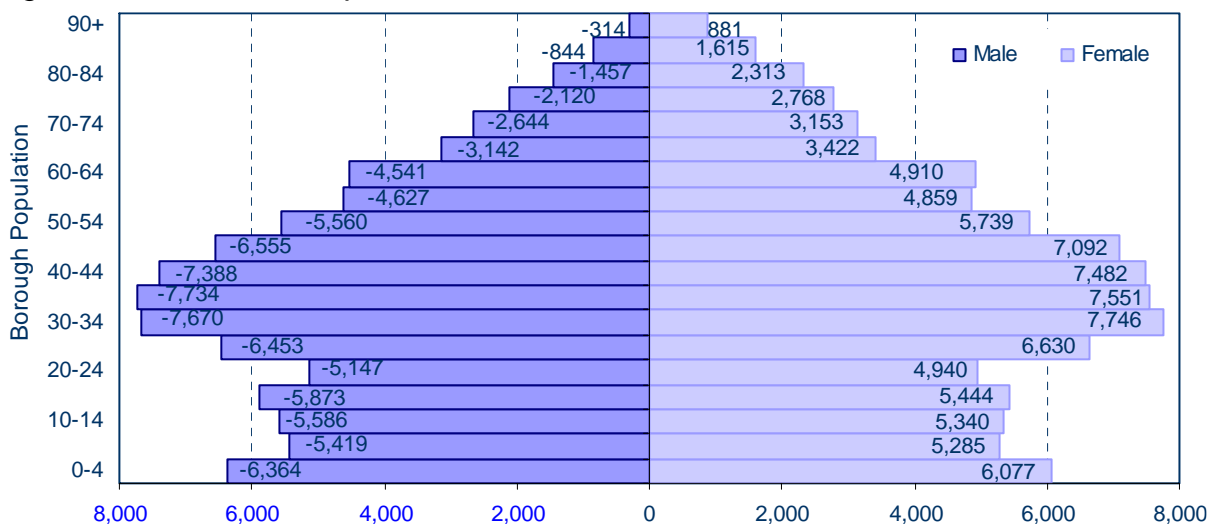


Source: GLA Round of Demographic Projections 2008 (PLP Low)

Age Structure

2.17 According to the GLA's Round of Demographic Projections (2008) PLP Low scenario for 2009, 19.9% (36,348) of Borough residents are aged between 0-15, 66.6% (121,665) are aged 16-64 and 13.5% (24,674) are aged over 65+. Figure 2.7 shows the age profile of the Borough in further detail.

Figure 2.7: LB Sutton Population Profile 2009

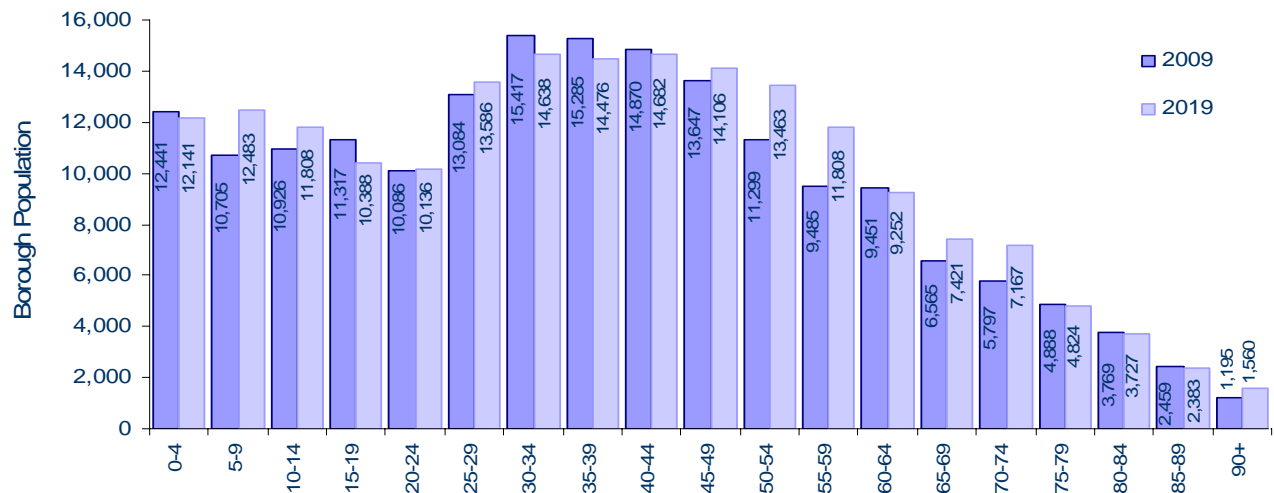


Source: GLA Round of Demographic Projections 2008 (PLP Low)

2.18 Figure 2.8 shows how the age structure of the Borough is predicted to change up to 2019, based on the GLA's projections for birth, deaths and inward/outward migration. According to this model, over the next 10 years up to 2019, there will be a

small percentage increase in the proportion of younger residents aged 0-14, from 18.7% (34,072) to 19.2% (36,433). The proportion of residents aged 15-64 will decrease marginally from 67.8% (123,941) to 66.6% (126,536), with residents aged over 65 increasing from 13.5% (24,674) to 14.2% (27,082).

Figure 2.8: LB Sutton Age Structure 2009-2019

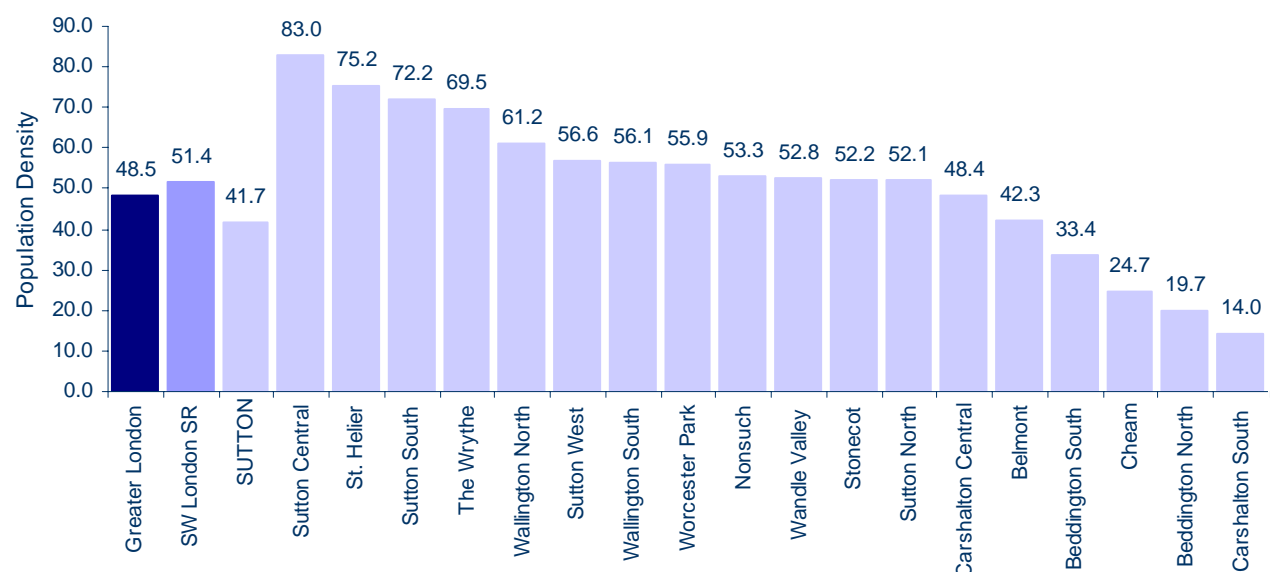


Source: GLA Round of Demographic Projections 2008 (PLP Low)

Population Density

- 2.19** Population density across the Borough as a whole averages 41.7 persons per ha (pph). This is lower than the overall London average of 48.5 pph, and also the South West London average of 51.4 pph. Figure 3.9 below and Map 3.5 show that the Wards with the highest population densities are Sutton Central (83.0 pph), St Helier (75.2 pph) and Sutton South (72.2 pph). The lowest densities are recorded for Cheam (24.7 pph), Beddington North (19.7 pph) and Carshalton South (14.0 pph).

Figure 2.9: Population Density by Ward 2008

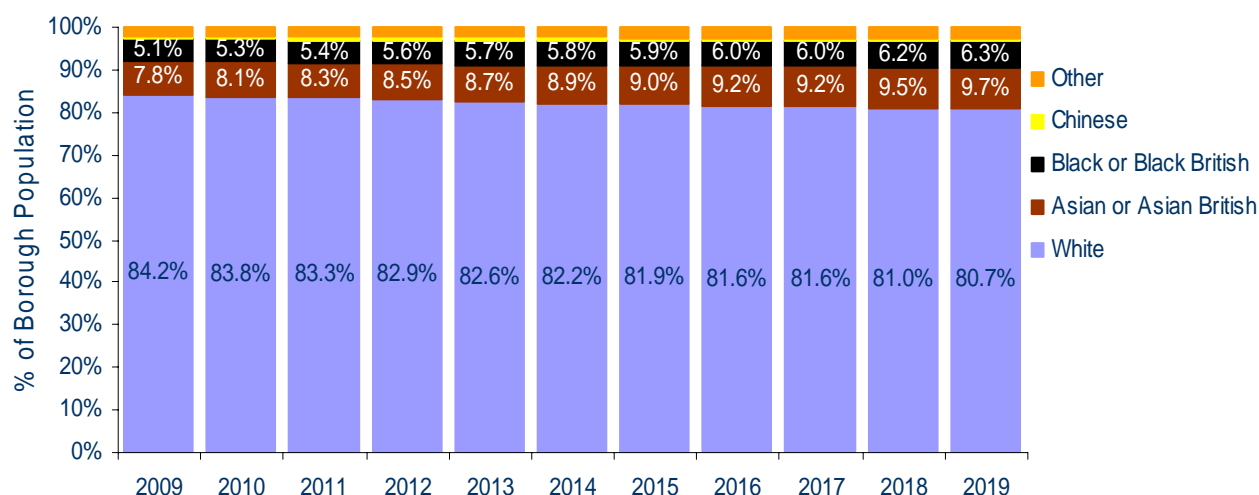


Source: GLA Round of Demographic Projections 2008 (PLP Low)

Ethnicity

- 2.20** Based on the GLA Round of Ethnic Group Population Projections 2008 (PLP Low), 84.2% of Borough residents are white, 7.8% are Asian/ Asian British, 5.1% are Black/ Black British, 0.7% are Chinese and 2.1% are 'other' (including mixed race). Figure 3.10 shows that the proportion of 'black and ethnic minority' (BME) residents living in the Borough is expected to rise from the current 15.8 in 2009 to 19.3% by 2019.

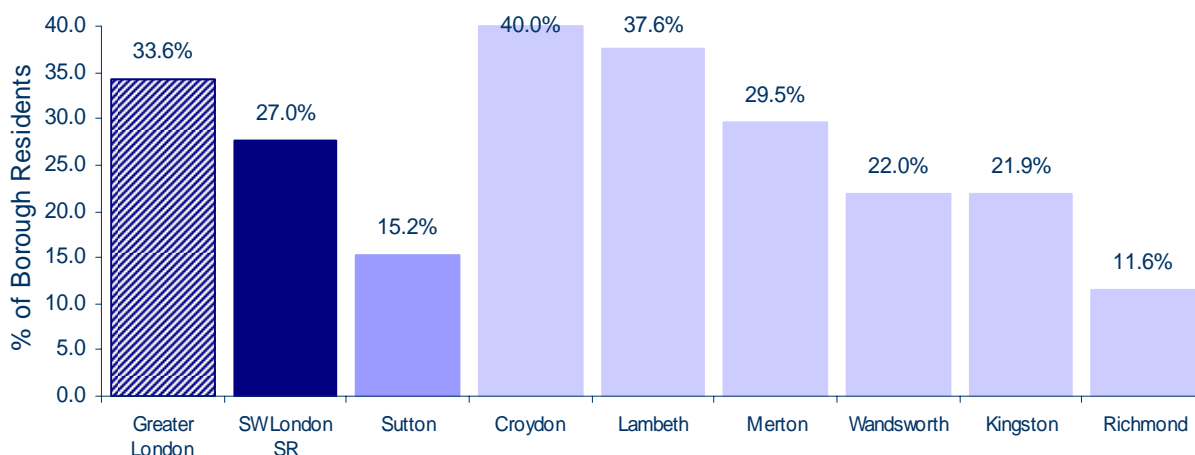
Figure 2.10: Ethnic Composition of LB Sutton 2009-19



Source: GLA Round of Ethnic Group Population Projections 2008 (PLP Low)

- 2.21** Figure 2.11 shows that the proportion of BME residents living in the London Borough of Sutton, at 15.2%, is significantly lower than for the South West London Sub-Region (27.0%) and for London (33.6%).

Figure 2.11: Proportion of Black and Ethnic Minority Residents in LB Sutton and South London Sub-Region 2009



Source: GLA Round of Ethnic Group Population Projections 2008 (PLP Low)

Households

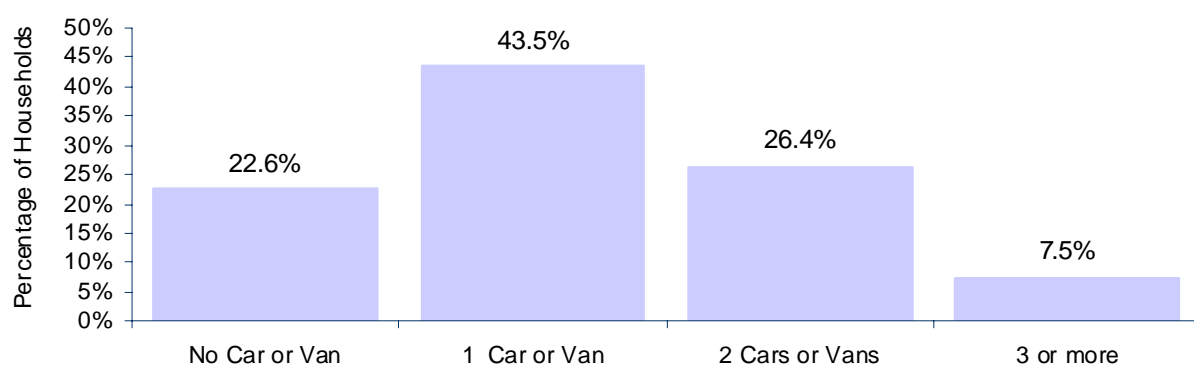
- 2.22** According to the GLA Household Projections 2008 (PLP Low), there were 78,155 households living within the Borough in 2006. Figure 3.12 shows that the number of

Borough households is expected to reach 83,065 by 2016, representing an increase of 6.3% over the 10-year period from 2006. The projections show that by 2026 the number of households will increase further by 5.5% to 87,626. A more detailed analysis of predicted household growth, household composition, dwelling types, rooms per household and household tenure is provided in Section 3.

Car Ownership

- 2.23** The London Borough of Sutton has one of the highest car ownership levels in London. At the time of the 2001 Census, there were 88,361 cars within the Borough. 46.2% of households had 1 car, 24.2% had 2 cars, 4.9% had 3 cars and 1.5% had 4 or more cars. Figure 2.12 below shows that in 2007 43.5% of households had 1 car, 26.4% had 2 or more cars and 7.5% of households had 3 or more cars.

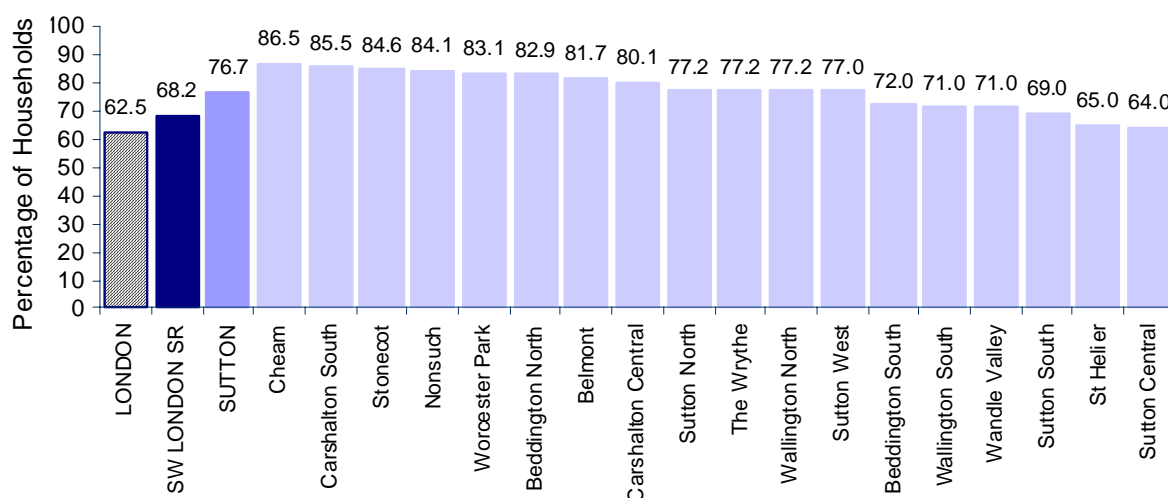
Figure 2.12: Car Ownership in LB Sutton



Source: LB Sutton Housing Needs Assessment 2008

- 2.24** The proportion of Borough households owning at least one car or van varies in different parts of the Borough. Figure 2.13 shows that the highest levels of car ownership are found in Cheam (86.5%), Carshalton South (85.5%) and Stonecot (84.6%). In contrasts, the lowest car ownership levels are seen in Sutton South (69.0%), St Helier (65.0%) and Sutton Central (64.0%).

Figure 2.13: Proportion of Car-Owning Households by Ward 2001

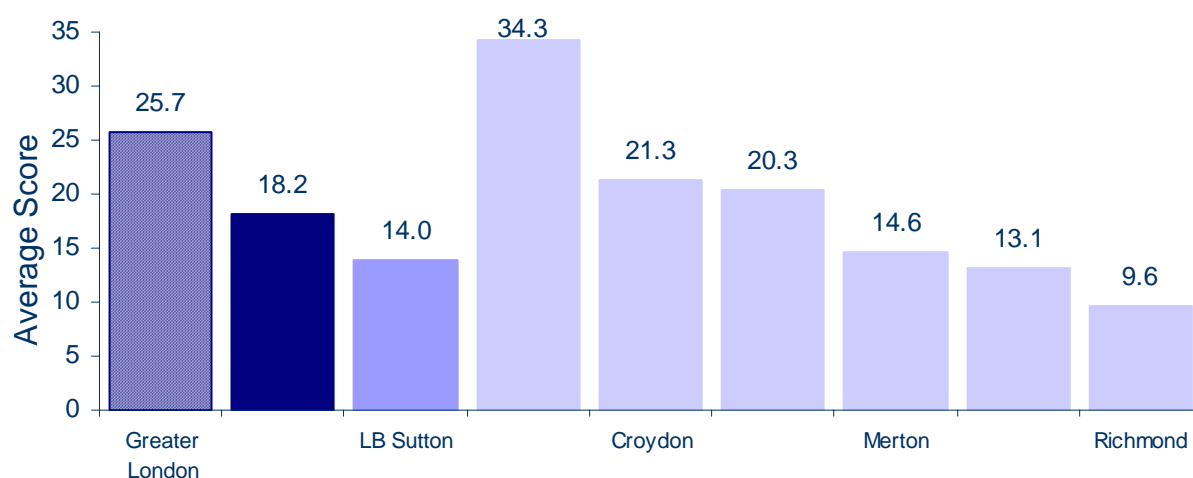


Source: Census 2001

Social Deprivation (Index of Multiple Deprivation)

2.25 The Index of Multiple Deprivation (IMD) (CLG, 2007) shows that Sutton ranks very low in terms of overall social deprivation compared to other London Boroughs (30th out of 33 where 1 is the most deprived) and the rest of England (234th out of 354 authorities). These rankings are based on average deprivation scores of individual lower level Super Output Areas (SOAs) of which there are 121 in the Borough. The final IMD score for each area is derived from separate scores calculated for each 'domain' of income; employment; health and disability; education, skills and training; barriers to housing and services; crime and disorder; and living environment. Figure 2.14 shows that the average IMD score across LB Sutton (14.0), is slightly lower than the average IMD score across SW London (18.20) and lower than the London average (25.68).

Figure 2.14: Social Deprivation in LB Sutton and the South West London Sub-Region (Average IMD Score 2007)

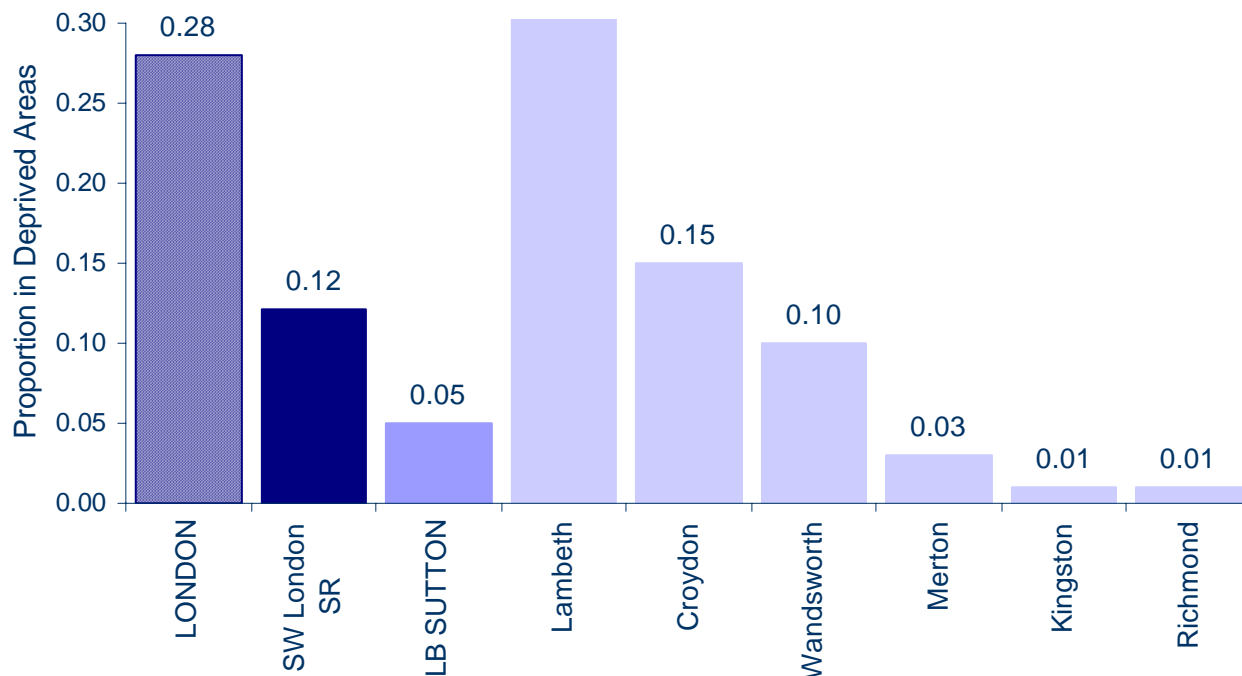


Source: CLG Index of Multiple Deprivation 2007

- 2.26** Despite the strength of the IMD scores across the London Borough of Sutton as a whole, the statistics conceal local concentrations of disadvantage. Three wards are identified as 'deprived', with IMD scores of 50 or more: St Helier (67.9), Wandle Valley (64.1) and Beddington South (50.4). In contrast, there are three wards identified as 'affluent', generally located to the west of the Borough, with IMD scores of under 20: Cheam (10.9), Nonsuch (15) and Belmont (19.3).
- 2.27** Three of the 121 SOAs in the Borough are ranked amongst the most deprived 20% in the UK. Two of these areas are in Beddington South, clustered around the Roundshaw estate, and the third is in Sutton Central. 13 out of the 20 most deprived SOAs are located in wards identified as deprived: St Helier (6), Wandle Valley (4) and Beddington South (3). One SOA is located in Belmont, a ward identified as affluent overall, and the other seven are located within The Wrythe, Sutton Central, Carshalton and Clockhouse, Wallington North and Sutton North.
- 2.28** A report entitled 'Wealth of the Nation 2005' prepared by CACI, shows that the gap between the wealthiest and poorest parts of the Borough, or 'the local income gap', falls within the top five local authorities in England and Wales and is equal to that of North Tyneside.

2.29 Figure 2.15 shows that the extent of social deprivation in LB Sutton (0.05), measured as the proportion of an area's population that lives within in the 20% most deprived SOAs in the UK, is below the South West London average, and lower than the London average.

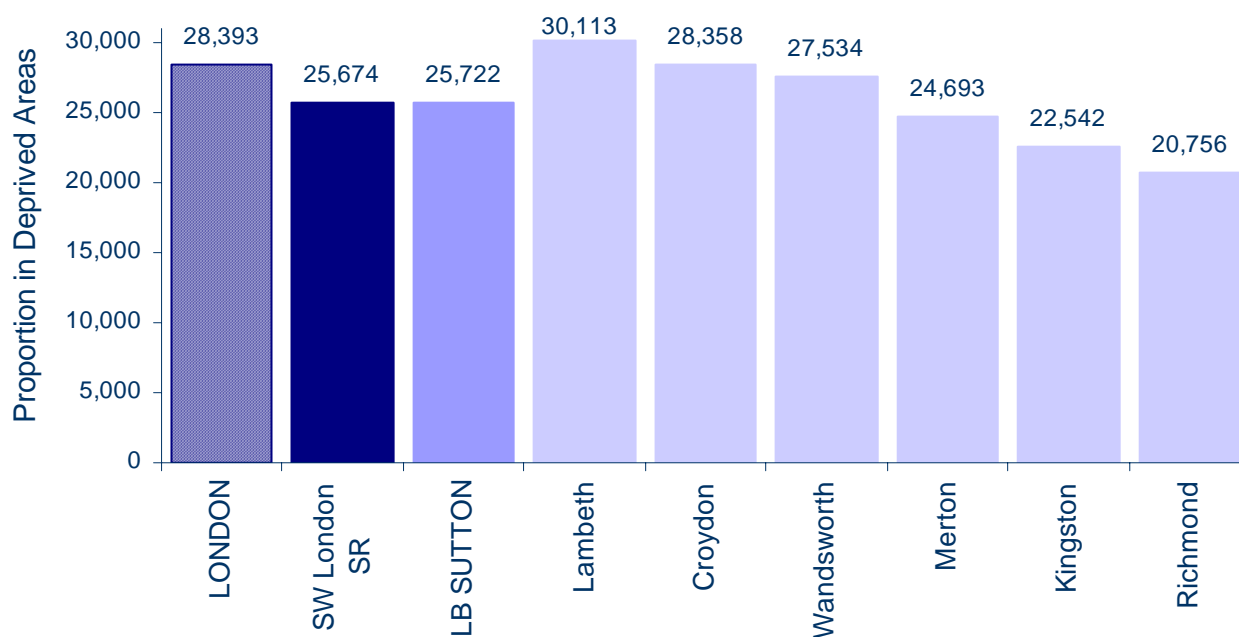
Figure 2.15: Extent of Social Deprivation in LB Sutton and South London



Source: CLG Index of Multiple Deprivation 2007

2.30 Scores measuring the 'local concentration' of pockets of social deprivation show that LB Sutton has a greater severity of localised deprivation than the South West London Sub-Region but is lower than London as a whole (Figure 2.16).

Figure 2.16: Local Concentration of Social Deprivation in LB Sutton and South London



Source: CLG Index of Multiple Deprivation 2007

2.31 Table 2.3 below shows the summaries of deprivation in the South West London Sub-Region in 2007. The Rank of Average score shows that Sutton (234) is the third least deprived Borough in the sub-region, behind Kingston (245) and Richmond (309). The London Borough of Lambeth is the most deprived Borough in the Sub-Region, with a rank of average score of just 19.

Table 2.3: Borough Ranks on Summary Measures of IMD 2008

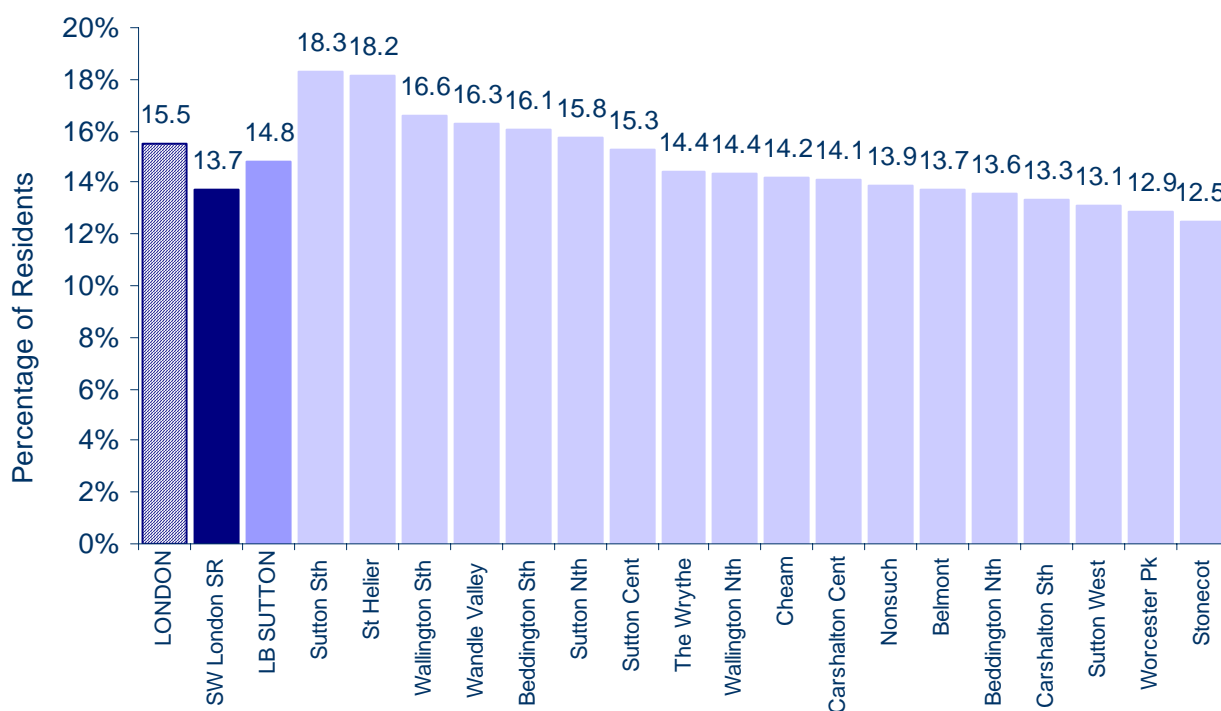
Borough	Rank of Average Score	Rank of Average Rank	Rank of Extent	Rank of Local Concentration	Rank of Income	Rank of Employment
Sutton	234	240	199	197	110	126
Croydon	125	123	129	144	24	41
Kingston	245	244	261	254	155	184
Lambeth	19	9	17	93	16	16
Merton	222	223	215	213	89	108
Richmond	309	310	271	291	150	168
Wandsworth	144	128	159	166	49	54

Source: Communities and Local Government 2007

Health

2.32 At the time of the 2001 Census, the proportion of Borough residents with a limiting long-term illness was 14.8%, slightly higher than for the South West London Sub-Region (13.7%), but below that for London as a whole (15.5%) (Figure 2.17).

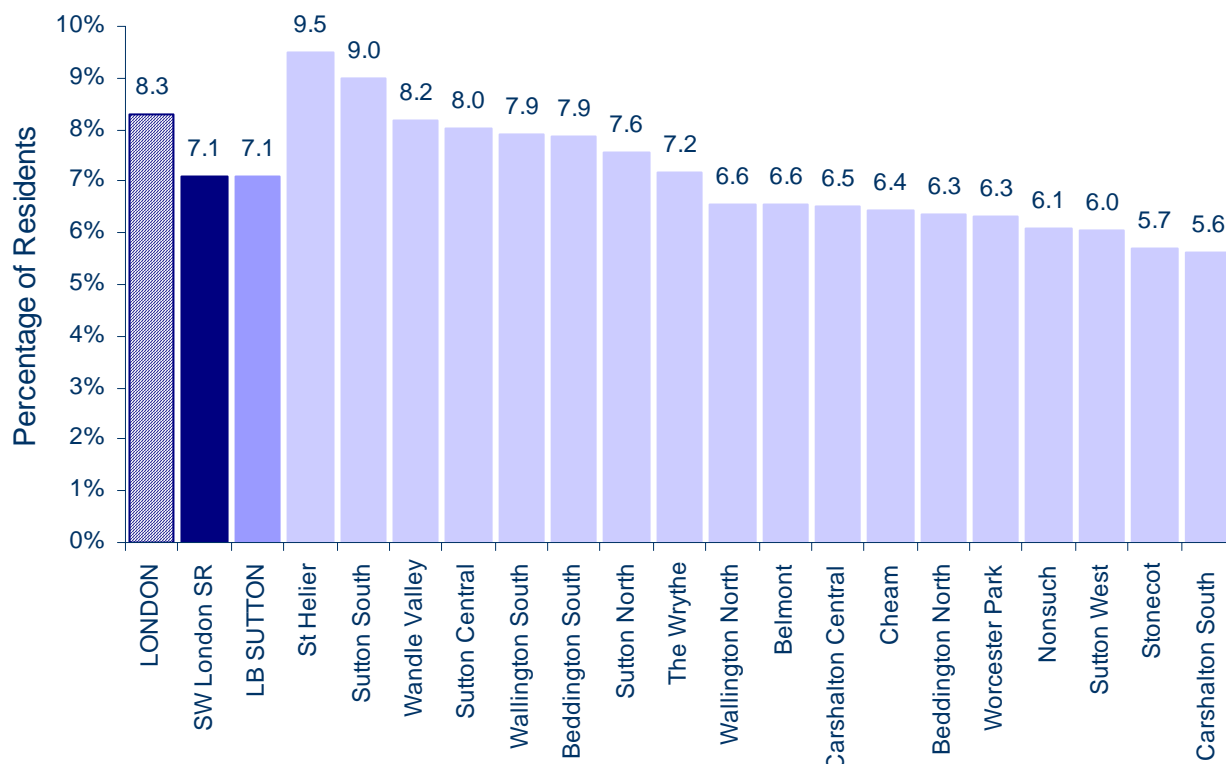
Figure 2.17: Proportion of Borough Residents with a Limiting Long-Term Illness 2001



Source: Census 2001

2.33 The proportion of residents in 'not good health' was 7.1%, equal to the level for South West London Sub-Region (6.9%), but below that for London (8.3%) (Figure 2.18).

Figure 2.18: Proportion of Borough Residents in 'Not Good Health'



Source: Census 2001

2.34 Based on an analysis of the 'Health Deprivation and Disability' domain of the Communities and Local Government Indices of Deprivation 2007:

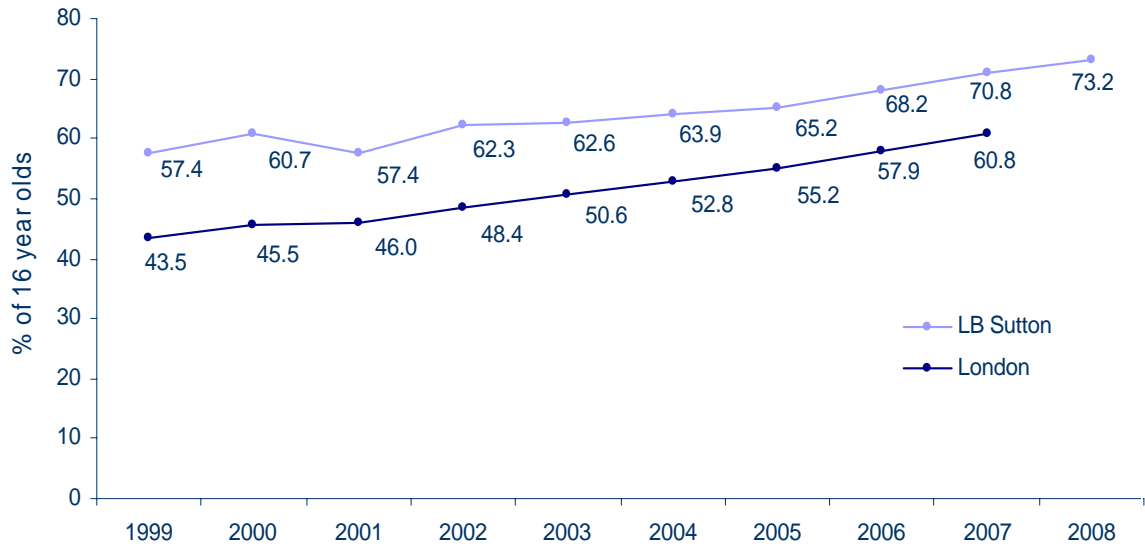
- two of the 121 lower level Super Output Areas (SOAs) within the Borough are within the most deprived 20% in England;
- 10 areas fall within in the most deprived 21-40% in England: 5 of these are in Wards identified as deprived: Beddington South (2), Wandle Valley (1) and St Helier (2); and
- 55 areas fall in the least deprived 20% in England of which 10 are in the least deprived 5%.

2.35 However, there are marked variations between wards: Belmont and Carshalton South and Clockhouse have SOAs in the most deprived 40% and also have SOAs in the least deprived 5% in England; Beddington South, Sutton Central and Wallington North have SOAs in the most deprived 40% as well as SOAs in the least deprived 20%.

Education

2.36 In 2008, the percentage of 16 year olds at Borough schools achieving 5+ GCSEs at grades A*-C was 73.2%, well above the London figure of 60.8%. Performance against this indicator has risen steadily since 1999, when 57.4% of 16 year olds achieved this standard (Figure 2.19).

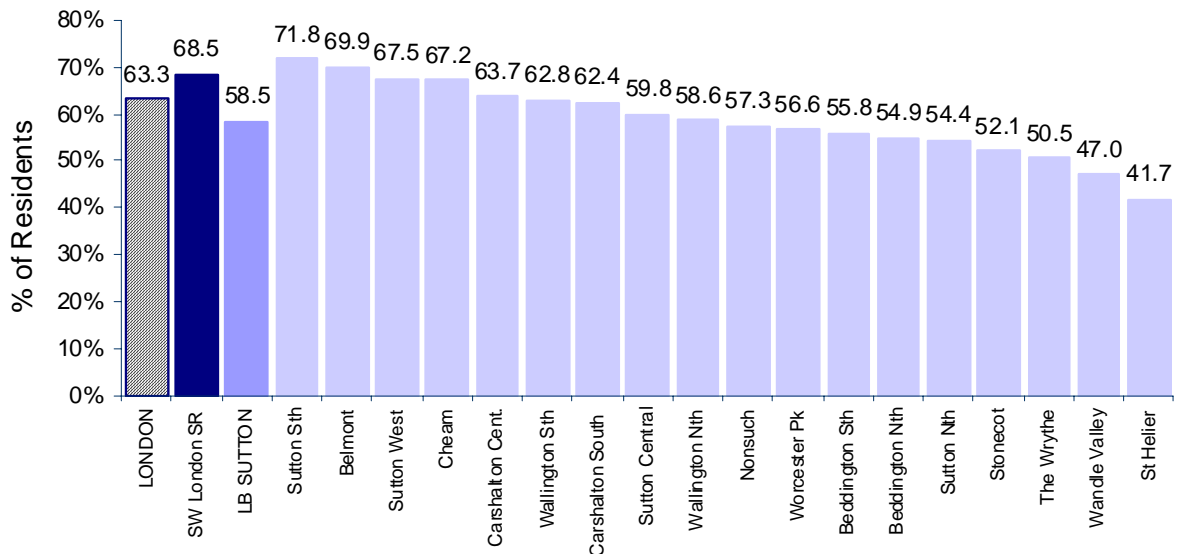
Figure 2.19: Percentage of 16 year olds achieving 5+ GCSEs grades A*-C 1999-2007



Source: LB Sutton

- 2.37** At the time of the 2001 Census, 58.5% of Borough residents aged 16-74 were qualified to Level 2 or above, compared to 68.5% in the South West London Sub-Region and 63.3% across London as a whole (Figure 2.20).

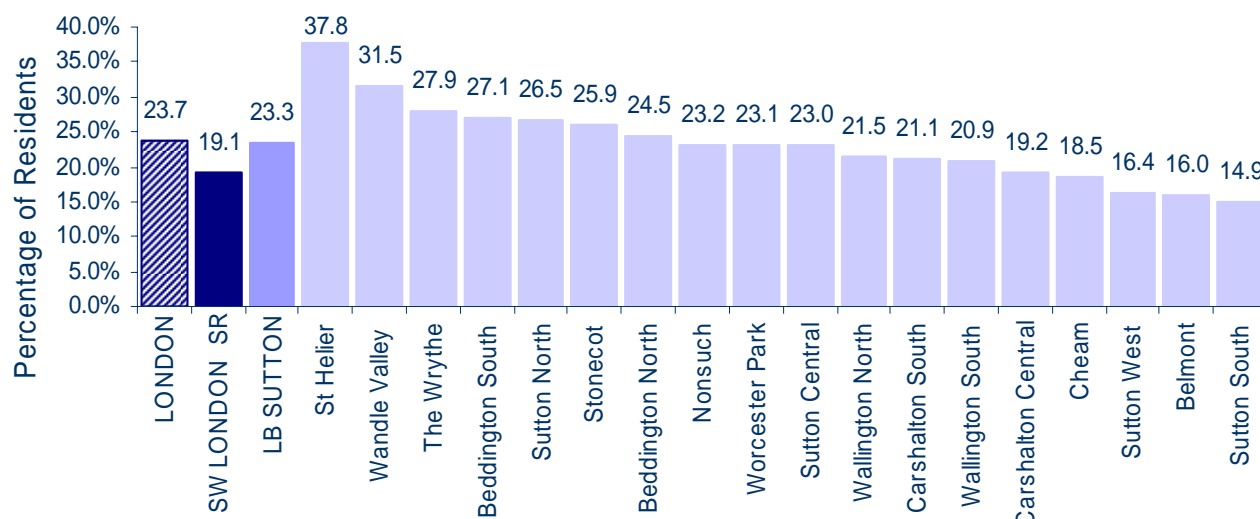
Figure 2.20: Proportion of Residents aged 16-74 with Level 2 or Above Qualifications



Source: Census 2001

- 2.38** In 2001, 23.3% of Borough residents aged 16-74 had no educational qualifications, compared to 19.1% for the South West London Sub-Region and 23.7% across London as a whole (Figure 2.21).

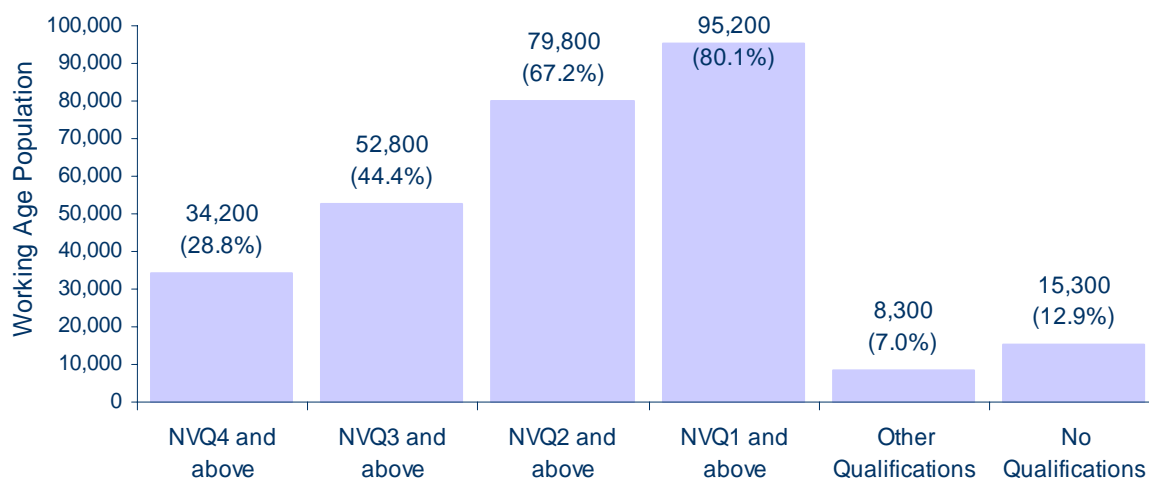
Figure 2.21: Proportion of Residents aged 16-74 with No Educational Qualifications



Source: Census 2001

- 2.39** In 2008 80.1% (95,200) of Borough residents aged 16-74 were qualified to NVQ level 1 or above, with 28.8% (34,200) of Borough residents of a working age qualified to NVQ Level 4 or above. Additionally, 12.9% (15,300) of residents had no qualifications at the time of the Survey.

Figure 2.22: LB Sutton Qualifications 2008



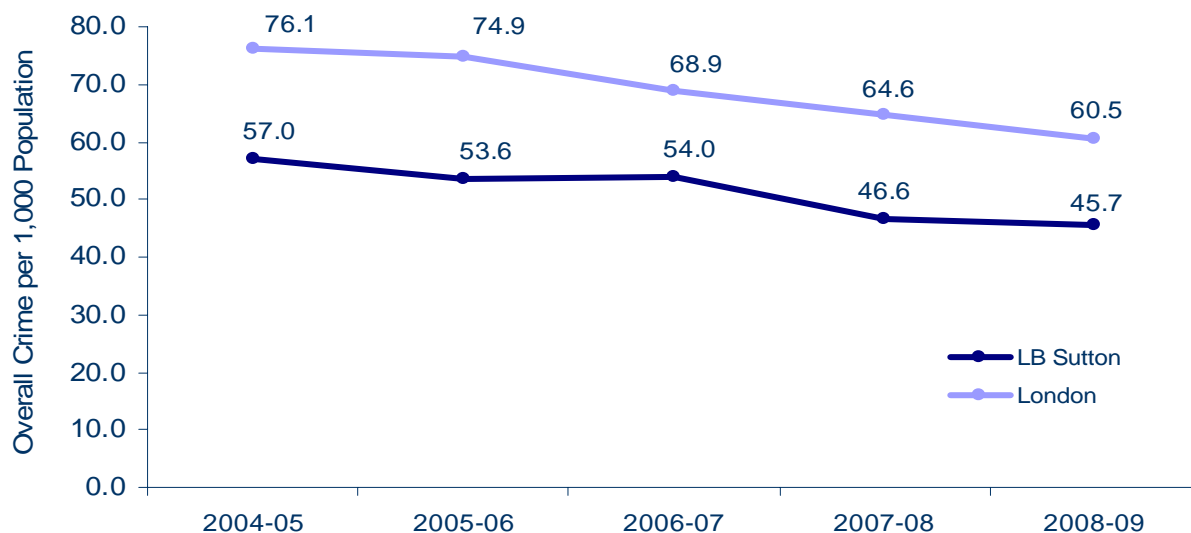
Source: Annual Population Survey 2008

- 2.40** Based on an analysis of the 'Educational Skills and Training' Domain of the CL's Indices of Deprivation 2007, there are big variations between different parts of the Borough:
- 9 out of the 121 lower level Super Output Areas (SOAs) in LB Sutton fall within the most deprived 20% in England. All are located in the 3 Wards identified as deprived: Beddington South (2), Wandle Valley (2) and St Helier (5);
 - there are no areas in the most deprived 5% in England;
 - there are 40 areas in the least deprived 20% in England, of which 13 are in the least deprived 5% and 2 of these are in the least deprived 1%; and
 - Beddington South has areas in the most deprived 20% in England, as well as in the least deprived 20%, one of which is in the least deprived 5%.

Crime

- 2.41** Based on Home Office statistics, overall recorded crime levels within the Borough during 2008-09 were 45.7 crimes per 1,000 population compared to 60.5 across London as a whole. The overall rate of crime is down from the previous year's figure of 46.6 (Figure 2.23).

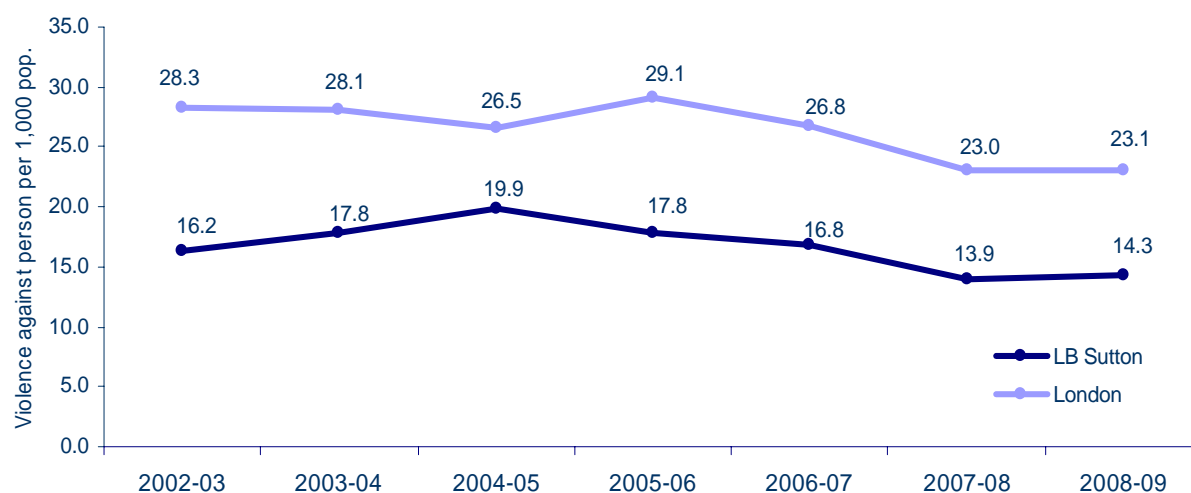
Figure 2.23: Overall Crime in LB Sutton per 1,000 Population 2004-09



Source: Home Office 2009

- 2.42** Violent offences against the person within the Borough during 2008-09 were 14.3 per 1,000 population compared to 23.1 across London as a whole but up from the previous year's figure of 13.9 (Figure 2.24).

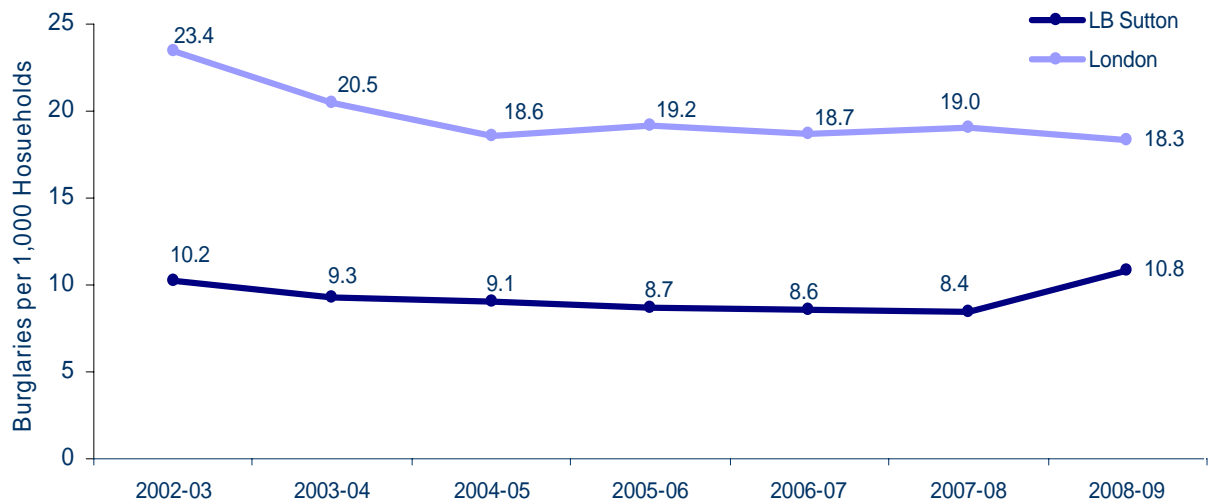
Figure 2.24: Violence against the Person in LB Sutton per 1,000 Population 2002-09



Source: Home Office 2009

- 2.43** Domestic burglaries during 2008-09 were recorded at 8.4 per 1,000 households compared to 13.0 across London and slightly down from the previous year's figure of 8.6 (Figure 2.25).

Figure 2.25: Domestic Burglaries in LB Sutton per 1,000 Households 2002-07



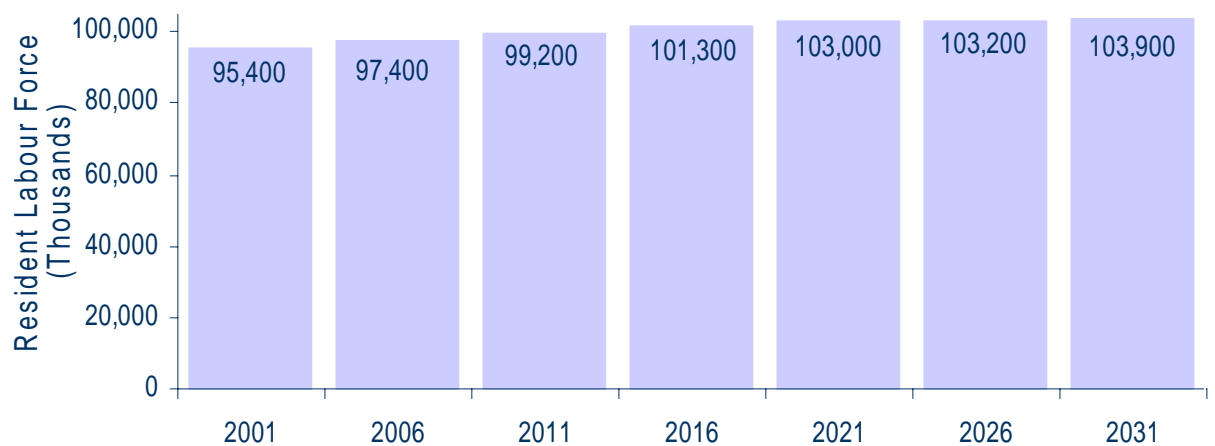
Source: Home Office 2007

- 2.44** Based on an analysis of the Crime Domain of the CLG Indices of Deprivation 2007, which focuses on the rate of recorded crime for burglary, theft, criminal damage and violence at small area level, 1 of the 121 lower level Super Output Areas (SOAs) (Sutton North Ward), falls within the most deprived 5% in England. A further 5 SOAs fall within the 20% most deprived in England (in St Helier, Sutton Central, Sutton North and The Wrythe).

Employment

- 2.45** The working age population (aged 16-64) makes up 63.5% of LB Sutton's resident population, broadly in line with that for the South London (67.5%) and London as a whole (66.9%).
- 2.46** Figure 2.26 shows that the resident labour force of LB Sutton is projected to increase from 97,400 in 2006 to 101,300 in 2016, an increase of 4.0%. By 2031 this will have increased by a further 2.5% to 103,900.

Figure 2.26: Resident Labour Force in LB Sutton 2001- 2031



Source: GLA Labour Force Projection PLP Low 2008

2.47 According to the NOMIS website maintained on behalf of ONS, 81.2% of Sutton's working age population are economically active compared to 80.1% across South West London and 75.8% for London as a whole (Figure 2.27). However, Figure 3.34 shows that this proportion has fallen steadily from 87.7% in 2001.

Figure 2.27: Proportion of Working Age Population Economically Active in LB Sutton and South London Sub-Region 2008-09

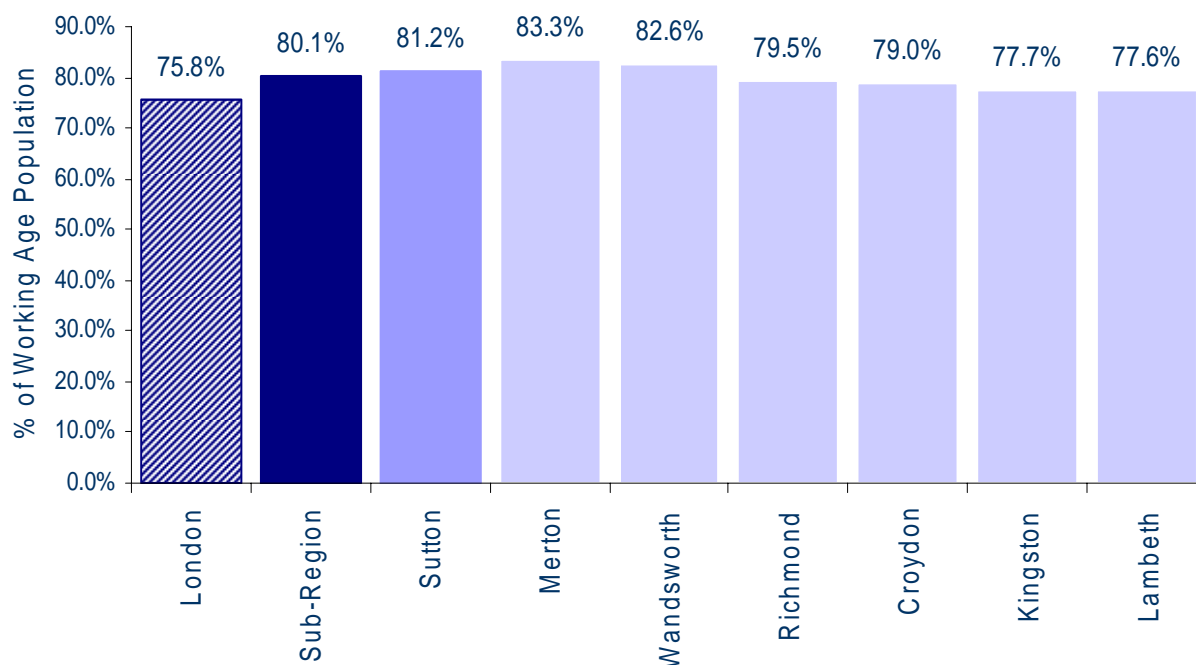
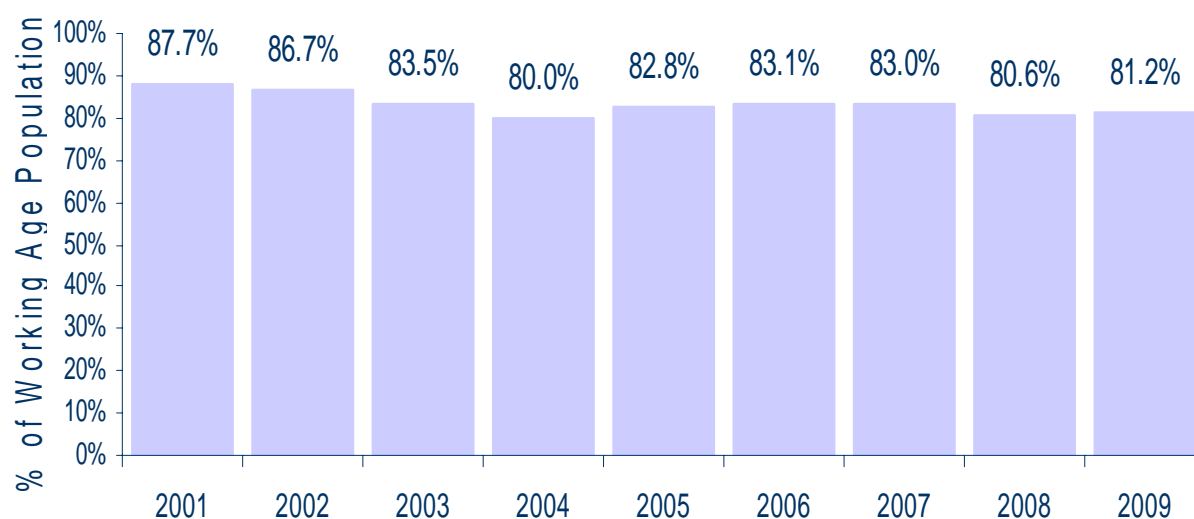


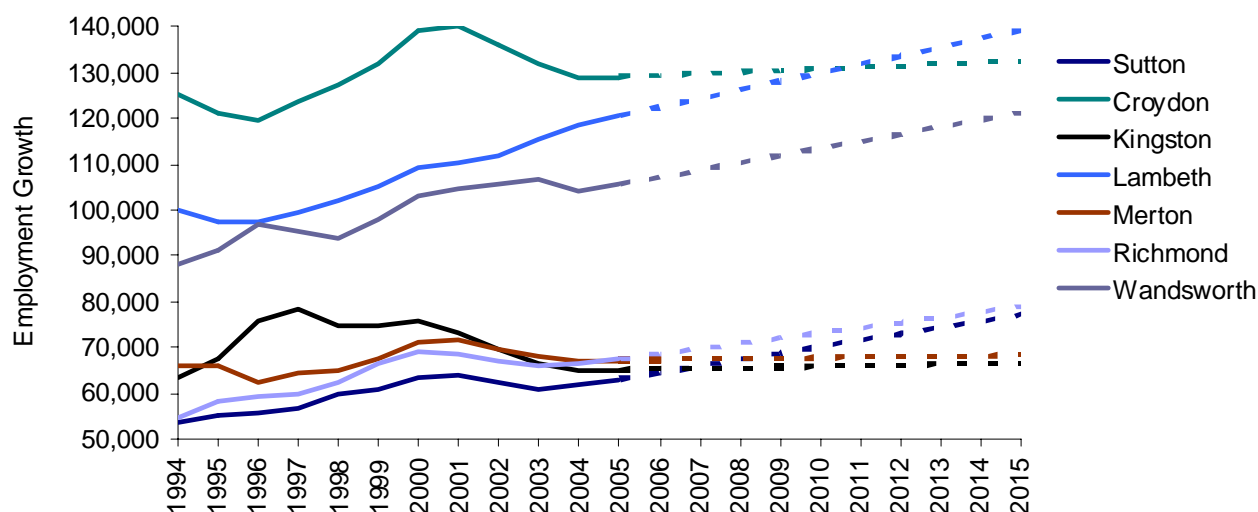
Figure 2.28: Working Age Population Economically Active from 2003 to 2009



Source: NOMIS website on behalf of ONS

2.48 Figure 2.29 shows the trend-based employment projections based on GLA Annual Long-run employment data (produced by Experian Business Strategies and ONS) and developed by LB Sutton. All areas within the South West London Sub-Region are expected to show growth over the next 10 years. At the current rate of growth the number of employees in Sutton would rise by 22.4% over the next 10 years.

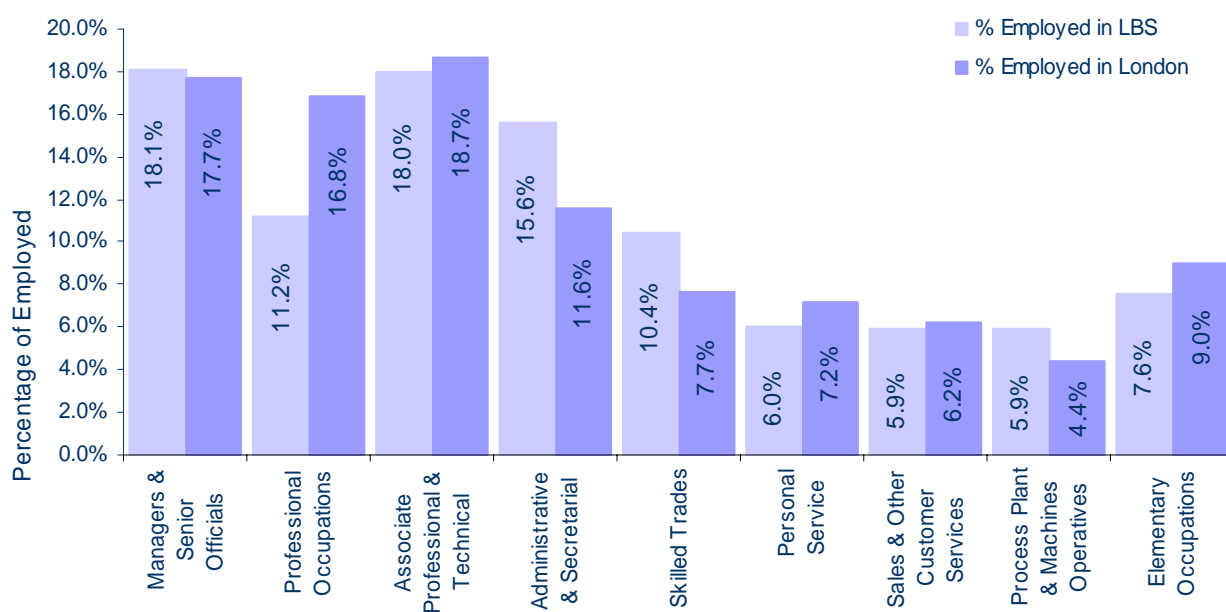
Figure 2.29: Working Age Population Economically Active from 2003 to 2007



Source: NOMIS website on behalf of ONS

- 2.49** The current breakdown of employment types within the Borough is broadly similar to that across London as a whole. However, Figure 2.30 shows that the proportions of managers, senior officials, professionals and associate professional and technical employees within the Borough are slightly above the corresponding figures for London as a whole.

Figure 2.30: Employment in LB Sutton by Occupation 2009



Source: NOMIS website on behalf of ONS March 2009

- 2.50** According to the ONS Annual Business Inquiry Employee Analysis, there were 68,900 employee jobs provided in the Borough in 2008, consisting of 47,200 full time and 21,700 part time positions ('employee jobs' excludes self-employed, government-supported trainees and HM Forces). This total represents an overall increase of 10.1% since 2006 when 62,600 employee jobs were provided, equating to an additional 6,300 jobs. This percentage increase is greater than 4.35% increase in employee jobs achieved across London over the same period.

2.51 Table 2.4 shows that employment within the Borough is dominated by three main sectors: finance, IT and other business activities with 21,700 jobs (34.7% of total employee jobs), public administration, education and health with 17,300 jobs (25.9%), and distribution, hotels and restaurants with 14,200 jobs (20.6%). Within the Borough, employee jobs provided in finance, IT and other business activities has been the major growth area in absolute terms, with an additional 7,556 jobs provided since 1995 (53.4% increase).

2.52 Overall the service industry in LB Sutton accounts for 88% of all employee jobs in the borough, above the national figure of 83.5% but below that for London as a whole (92.4%). The Service industry in Sutton has grown from 45,865 employee jobs in 1995 to 60,600 employee jobs in 2008, a growth rate of 32.1%.

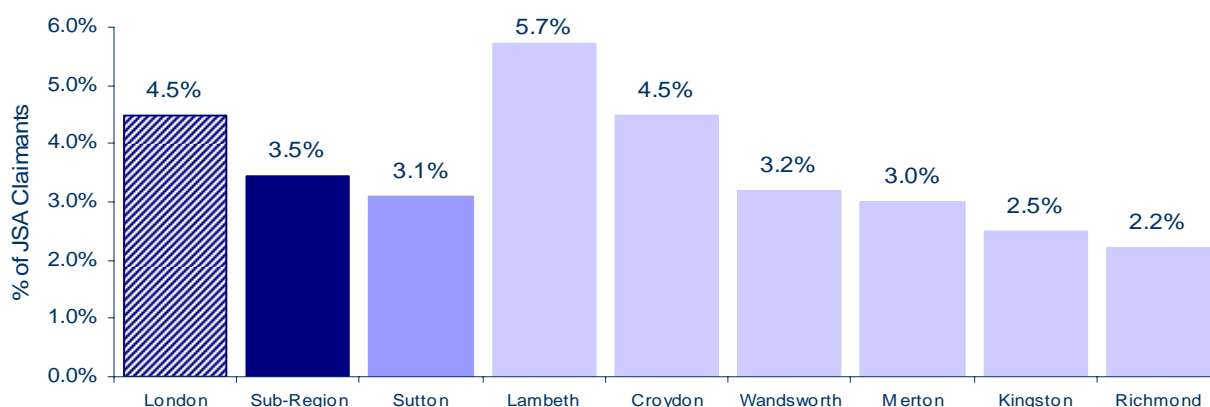
Table 2.4: Employee jobs by Industry in LB Sutton 2006

Employee jobs by Industry	LB Sutton (employee jobs)	LB Sutton (%)	London (%)	Great Britain (%)
Manufacturing	3,500	5.1%	4.3%	10.2%
Construction	4,600	6.7%	2.9%	4.8%
Services	60,600	88.0%	92.4%	83.5%
<i>Distribution, hotels & restaurants</i>	<i>14,200</i>	<i>20.6%</i>	<i>21.0%</i>	<i>23.4%</i>
<i>Transport & communications</i>	<i>4,300</i>	<i>6.2%</i>	<i>7.4%</i>	<i>5.8%</i>
<i>Finance, IT, other business activities</i>	<i>21,700</i>	<i>31.5%</i>	<i>34.7%</i>	<i>22.0%</i>
<i>Public admin, education & health</i>	<i>17,300</i>	<i>25.1%</i>	<i>22.2%</i>	<i>27.0%</i>
Other services	3,100	4.5%	7.2%	5.3%
Tourism-related	4,300	6.2%	8.3%	8.2%

Source: ONS Annual Business Inquiry Employee Analysis/NOMIS Website Dec 2009

2.53 As of September 2009, the proportion of Job Seekers' Allowance (JSA) Claimants within the Borough was 3.1%, slightly below the average across the South west London Sub-Region (3.5%) and well below the London figure of 4.5% (Figure 2.31). The number of job seekers allowance claimants has risen across the whole of the sub-region and London since 2008).

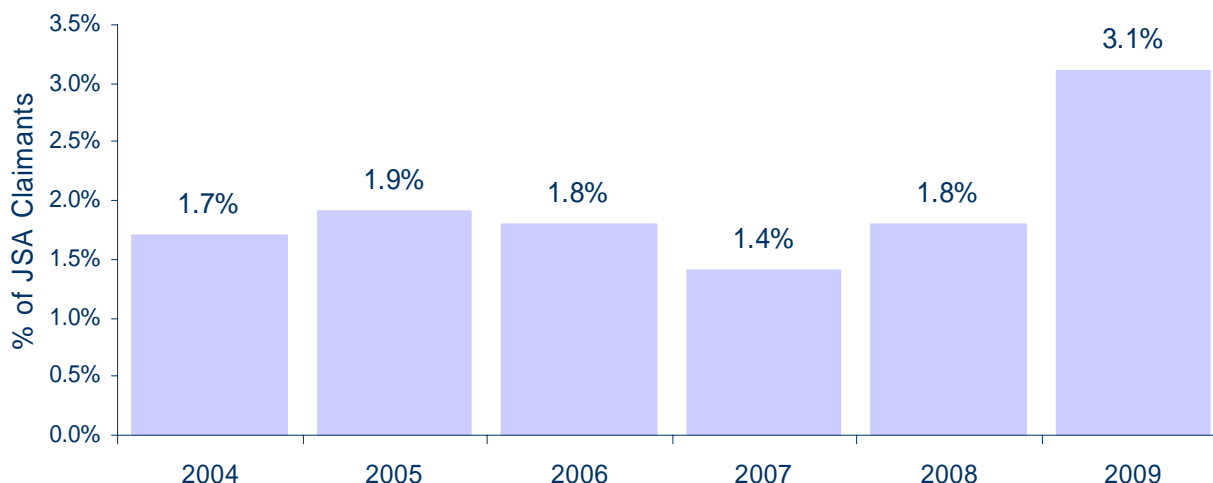
Figure 2.31: Job Seekers' Allowance Claimants in LB Sutton and South London Sub-Region (September 2009)



Source: NOMIS website on behalf of ONS September 2009

2.54 Figure 2.32 shows that the proportion of Job Seekers' Allowance (JSA) Claimants as a percentage of the working age population in LB Sutton. In November 2009 the total number of claimants was 3,598 residents (3.1% of the working age pop), an increase from the previous year.

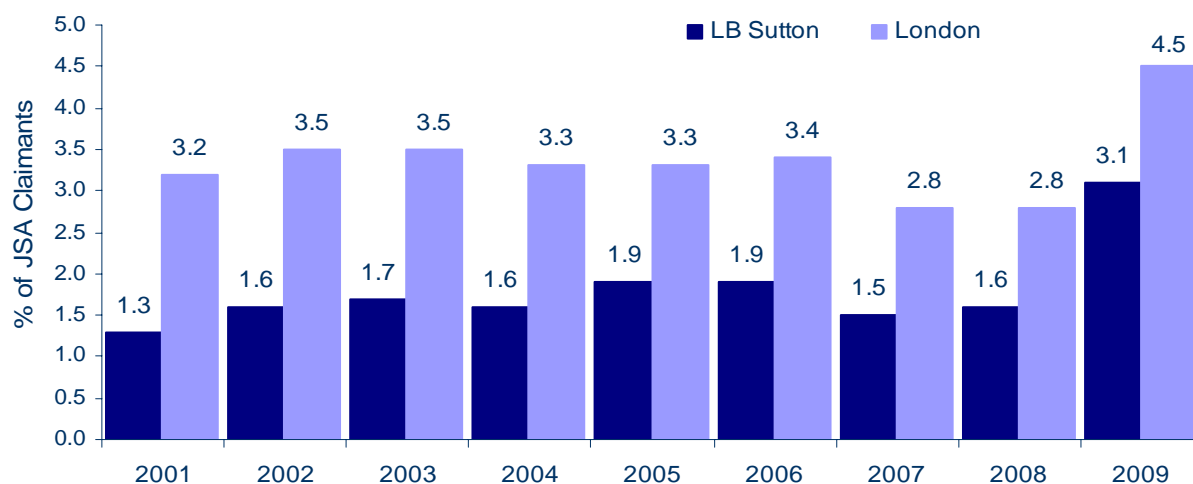
Figure 2.32: Proportion of Job Seekers' Allowance Claimants in LB Sutton from 2004 to 2009



Source: NOMIS website on behalf of ONS November 2009

2.55 Figure 2.33 shows that the proportion of Job Seekers' Allowance Claimants within the Borough increased from 1.3% in April 2001 to a peak of 1.9% in Sept 2005 before falling to 1.5% in September 2007 and rising again to 3.1% in September 2009. The proportion of long-term Job Seekers' Allowance Claimants within the Borough is 6.0%, compared to 8.1% in South West London and 11.2% across London.

Figure 2.33: Job Seekers' Allowance Claimants in LB Sutton and London 2001-09



Source: NOMIS website on behalf of ONS December 2009

2.56 Based on the 'Employment' domain of the ODPM's Indices of Deprivation 2004, there are big variations between different parts of the Borough:

- 6 out of the 121 lower level Super Output Areas (SOAs) in LB Sutton fall within the most deprived 20% in England. These areas are located in Beddington South

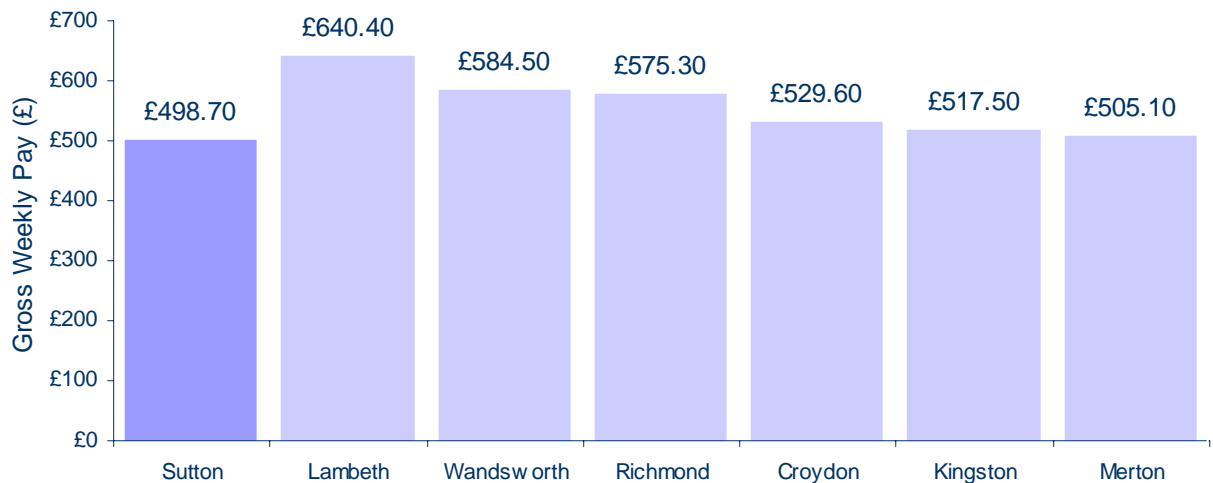
and Belmont and Sutton Central, which also contain areas within the least deprived 40% in England; and

- there are 82 areas in the least deprived 40% in England;

Income

2.57 According to the ONS Annual Survey of Hours and Earnings (Workplace Analysis), gross weekly pay for full-time workers within the Borough in 2009 averaged £498.16 - up from the 2007 figure of £490.50. This is below the South London average of £550.74 and significantly below the London-wide average of £627.40. However, since 2000, average wages in LB Sutton have increased by around 30%, approximately in line with the percentage increase in wages across London and the UK.

Figure 3.34: Gross Weekly Pay in LB Sutton and South West London Sub-Region 2008



Source: ONS Annual Survey of Hours and Earnings 2008

2.58 Based on the Income Domain of the CLG's Indices of Deprivation 2007, 13 out of the 121 lower level Super Output Areas (SOAs) in the Borough fall within the most income deprived 20% in England. These are located in Beddington South (3), Wandle Valley (3), St Helier (3), Belmont (1), The Wrythe (1), Sutton Central (2) and Belmont (1). There are 29 SOAs in the least deprived 20% in England. Beddington South and Belmont each have SOAs in both the 20% most and least income deprived in England.

Map 2.1

Borough Context

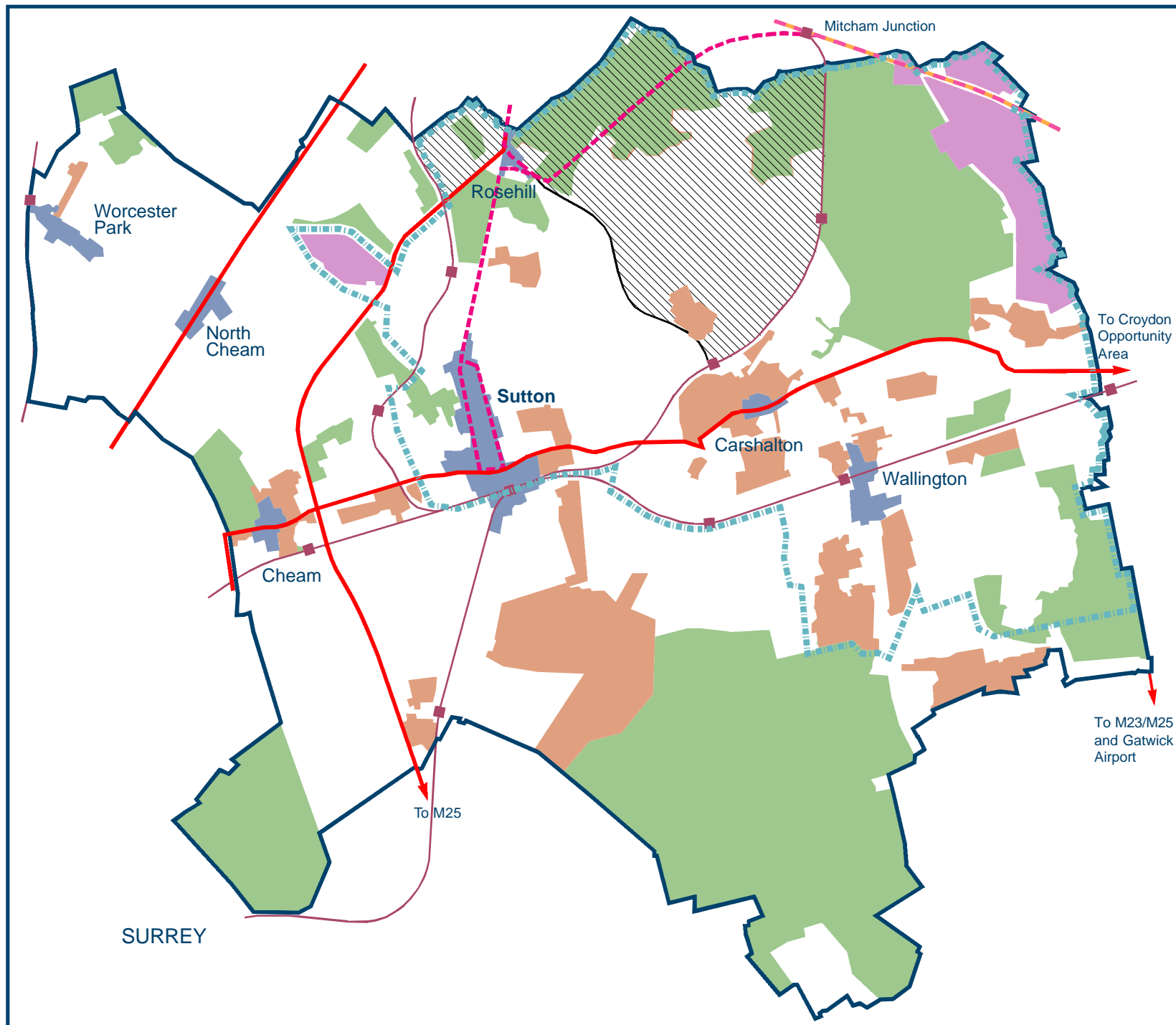
-  Borough Boundary
-  Wandle Valley Regeneration Corridor
-  Northern Wards Area
-  Town Centres
-  Major Industrial Sites
-  Strategic Open Land
-  Areas of Architectural or Historic Significance
-  Railways
-  Red Routes
-  Tramlink
-  Possible Future Tramlink Extension



December 2008

Not to Scale

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THREE

Housing

Introduction

- 3.1** In order to help determine the Borough's future housing requirements and inform housing policy, it is necessary to have an understanding of the composition of the existing population of the borough and how this is likely to change over time. At the same time, it is necessary to be aware of the supply of existing housing within the Borough and how well this meets current needs.
- 3.2** In order to build up a picture of the population structure and housing supply in the Borough, information has been taken from a number of sources. The primary source of information on population and households is the 2001 Census of Population. This has been supplemented by the latest GLA population and household projections (GLA 2008 Round Demographic Projections PLP Low (March 2009)); the Council's Housing Strategy 2008-09 and Beyond (April 2008) and Housing Strategy Statistical Appendix (April 2008); and primary information collected within the housing and planning departments. Since the Report of Studies 3, the Council has updated its housing completions, permissions and its supply figures for both five-year period and the 15-year period. In addition, Cluttons has produced for the Council an assessment of the Borough's housing market "Maintaining Housing Delivery in Depressed Market Conditions" (May 2009).

Population and Household Structure

London's Population/Households

- 3.3** The most up-to-date estimates of changes in population and household numbers for London are provided by the GLA's Round Demographic Projections PLP Low (March 2009). The key statistics contained within projections are that:
- The population of London in 2009 is estimated to be 7.62 million, with a predicted growth of 0.91 million by 2026, resulting in a total of 8.53 million;
 - This migration-led increase in population implies that over the same period, the number of households would be expected to rise by roughly 566,000 from 3.16 million households in 2006 to 3.72 million in 2026; and
 - Average household size is projected to fall from 2.33 persons in 2006 to 2.20 in 2026;
- 3.4** The figures set out in the preceding paragraph deal only with growth, not the existing shortage of housing. The most up-to-date estimate of the existing backlog of housing across London is set out in the GLA Housing Requirements Study (2004). The GLA Housing Requirements Study (2004) estimated that the net housing requirement

arising from historic unmet need is 16,400 dwellings. It also estimates that the net annual requirement from future household population change together with unmet historic need is 35,400 dwellings.

Borough Population Projections

- 3.5** According to the GLA's 2008 PLP Low Projections, the resident population of the Borough is predicted to rise from 181,405 at the time of the 2001 Census to a total of 193,123 in 2026, representing an increase of 11,718 people (or 6.5%) over this period.

Age Structure

- 3.6** Table 3.1 below shows how the age structure of the Borough's population is predicted to change from 2001 to 2026, in terms of the percentage of the resident population falling within the age ranges of 0-14, 15-24, 25-44, 45-64, 65-74, 75-84 and 85+. In general terms, the population of Sutton is set to become progressively more middle-aged, with the proportion of those aged between 45-64 set to rise from 22% to 26%. Over the same time period, those aged 25-44 are projected to drop from 33% to 29%. There is a slight rise in the number of primary and secondary age schoolchildren over the period but not enough to change the percentage in relative terms. Interestingly, while the number of people over 65 is projected to rise in numbers, they will not rise particularly as a percentage of the population.

Table 3.1: Age Structure in LB Sutton 2001 to 2026

		Age Range							
2001	LB Sutton	0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	Total Pop
	Number	35,421	20,374	59,618	39,846	13,199	9,249	3,698	181,405
	Percentage	20%	11%	33%	22%	7%	5%	2%	100%
2006	LB Sutton	0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	Total Pop
	Number	33,712	20,874	59,895	41,843	12,282	8,937	3,456	180,998
	Percentage	19%	12%	33%	23%	7%	5%	2%	100%
2011	LB Sutton	0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	Total Pop
	Number	34,552	21,418	57,708	45,082	12,725	8,563	3,695	183,745
	Percentage	19%	12%	31%	25%	7%	5%	2%	100%
2016	LB Sutton	0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	Total Pop
	Number	35,729	20,858	57,432	46,943	14,308	8,345	3,853	187,468
	Percentage	19%	11%	31%	25%	8%	4%	2%	100%
2021	LB Sutton	0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	Total Pop
	Number	36,485	20,760	57,105	49,408	14,708	8,905	4,028	191,399
	Percentage	19%	11%	30%	26%	8%	5%	2%	100%

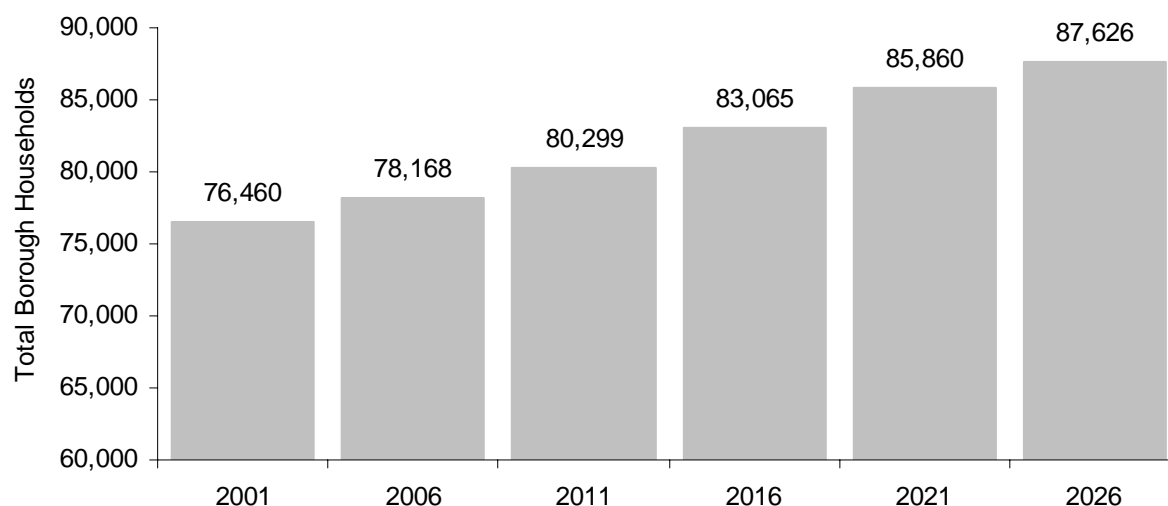
2026	LB Sutton	Age Range							Total Pop
		0 -14 Years	15-24 Years	25-44 Years	45-64 Years	65-74 Years	75-84 Years	85+ Years	
	Number	35,319	22,264	55,939	50,083	15,192	10,174	4,150	193,123
	Percentage	18%	12%	29%	26%	8%	5%	2%	100%

Source: GLA 2008 Round Demographic Projections PLP Low

Predicted Household Growth

- 3.7** According to the GLA's 2008 Household Projections ('PLP Low' - see Figure 3.1 below), there were 78,168 households in the Borough in 2006. This figure is set to increase to a total of 87,626 by 2026. This represents an increase of 9,458 households, and is 12.1% higher than the 2006 total. In the intervening period, the predicted household growth between 2006 and 2016 is from 78,168 households to 83,065 households. This represents an increase of 4,897 households (6%). The number of households is also set to increase from 78,155 households in 2006 to 85,860 households in 2021. This represents an increase of 4,977 households (10%).

Figure 3.1: Projected Household Growth in LB Sutton 2001-2026



Source: GLA Household Projections 2008 Round PLP Low

Average Household Size

- 3.8** The GLA Household Projections (2008 Round PLP Low) state that the average household size within the Borough is predicted to decline significantly from 2.29 persons per household in 2006 to 2.18 by 2026 (Table 3.2).

Table 3.2: Average Household Size in the Borough

Year	Average Household Size
2001	2.35
2006	2.29
2011	2.27
2016	2.24
2021	2.21
2026	2.18

Source: GLA Household Projections 2008 Round PLP Low

Household Composition

- 3.9** According to the 2001 Census, the greatest proportion of households in the borough comprises of 1-person households (see Table 3.3 below). There are 33% single-person households, 31% 2-person households, 15% 3-person households, 14% 4-person households and 7% 5-person+ households.

Table 3.3: Number of persons per household at Borough level in 2001

	Household Size								
	All Occupied ¹ Household Spaces	1 person	2 people	3 people	4 people	5 people	6 people	7 people	8 or more people
Total	76,422	25,301	23,920	11,134	10,696	3,938	1,148	213	72
% of Total Households	100%	33%	31%	15%	14%	5%	2%	0.2%	0.1%

Source: 2001 Census

- 3.10** According to the GLA's Household Projections PLP Low (2008), (see Table 3.4 below) in 2006, 41,358 or 54% of Borough households were occupied by a couple; 25,154 or 33% by one-person households; 5,147 or 7% by a lone parent and 4,801 or 6% by multi-person households. The proportion of one-person households is predicted to rise significantly from 33% in 2006 to 41% in 2026. Over the same period, the proportion of couple households is projected to fall from 54% to 45%.

Table 3.4: LB Sutton Household Composition 2001 – 2026

Year	Total Households	Couple	1 Person	Lone Parent	Multi Person
2001	76,460	41,358 (54%)	25,154 (33%)	5,147 (7%)	4,801 (6%)
2006	78,168	40,661 (52%)	26,953 (34%)	5,867 (8%)	4,687 (6%)
2011	80,299	40,320 (50%)	29,013 (36%)	6,203 (8%)	4,763 (6%)
2016	83,065	40,214 (48%)	31,461 (38%)	6,492 (8%)	4,899 (6%)
2021	85,860	40,154 (47%)	33,991 (40%)	6,680 (8%)	5,035 (6%)
2026	87,626	39,670 (45%)	36,192 (41%)	6,732 (8%)	5,032 (6%)

Source: GLA Household projections 2008 Round PLP Low

Households by Type of Dwelling

- 3.11** Table 3.5 below shows the breakdown of households by the type of dwellings they live in within the Borough, in comparison to the average breakdown London-wide. This shows that Sutton has a large proportion of households (11%) living in detached houses or bungalows, compared with London as a whole (6%). Similarly, the proportion of households living in semi-detached houses or bungalows in Sutton (28%) is higher than the London average of 19%. The proportion of households occupying flats, maisonettes or apartments in the Borough (34%) is significantly less than the London-wide proportion of 49%. Overall, 99.5% of households in the Borough live in an unshared dwelling, slightly higher than the London-wide average of 99.0%.

¹ 'Occupied Households' excludes vacant dwellings and second homes.

Table 3.5: Housing Types in Sutton and London

	Total Households					
	Unshared Dwelling: House or Bungalow: Detached	Unshared Dwelling: House or Bungalow: Semi-detached	Unshared Dwelling: House or Bungalow: Terraced (including end-terrace)	Unshared Dwelling: Flat, Maisonette or Apartment	Unshared Dwelling: Caravan or Other Mobile or Temporary Structure	Shared Dwelling
LB Sutton	8,660 (11%)	21,817 (28%)	20,648 (26%)	26,433 (34%)	58 (0.1%)	388 (0.5%)
London	187,764 (6%)	594,849 (19%)	806,309 (26%)	1,520,735 (49%)	3,361 (0.1%)	28,106 (1%)

Source: 2001 Census

Rooms Per Household

- 3.12** Table 3.6 below shows the breakdown of number of rooms per household in the Borough, taken from Census 2001 data. The Census count of rooms includes all rooms except for bathrooms, toilets, halls or landings, or rooms that can only be used for storage. Also, rooms shared between a number of households, e.g. a shared kitchen, are not counted. The data indicates that the largest proportion of dwellings in the Borough have 4 rooms, with the majority of dwellings having 4, 5 or 6 rooms. Comparison with Table 3.3 shows the mismatch between the household size in terms of persons per household and rooms per household.

Table 3.6: Borough households, broken down by number of rooms per household

	Number	Percentage
Household with 1 Room	875	1%
Households with 2 Rooms	2,604	3%
Households with 3 Rooms	9,494	12%
Households with 4 Rooms	18,307	24%
Households with 5 Rooms	17,202	23%
Households with 6 Rooms	14,848	19%
Households with 7 Rooms	6,395	8%
Households with 8 Rooms	6,697	9%
Total	76,422²	100%

Source: 2001 Census

Households By Tenure

- 3.13** The London borough of Sutton is characterised by a high proportion of owner-occupied households (see Table 3.7 below). The Government's Housing Strategy Statistical Appendix (HSSA) 2008 indicates that 84% of households live in the private sector, including owner-occupiers. This proportion is higher than both the proportion in South-West London (80%) and significantly higher than London as a whole (76%).

² excludes vacant dwellings and second homes

Table 3.7: Households by Tenure

	Local Authority/ other Public Sector	Housing Association	Private Sector	Total
LB Sutton	9% (6,727)	7% (5,742)	84% (66,311)	100% (78,780)
SW London Average	11% (78,789)	9% (60,482)	80% (558,470)	100% (697,741)
London Average	14% (381,489)	10% (288,195)	76% (2,089,941)	100% (2,759,625)

Source: Interform Data Extractor in Housing Strategy Statistical Appendix 2007 (at 1/4/08)

- 3.14** The Borough is characterised by a high proportion of owner-occupied households, with a total of 74% of households being owner-occupied, compared with a London-wide average of 57% (see Table 3.8 below). Sutton has a relatively low level of socially-rented households, with a total of 15%, compared with a London average of 26%. There is also a lower proportion of rented (social + private) households in the Borough, with a total of 26% of households in the Borough being rented, compared with the London average of 43%. The Fordham 'Local Housing Needs Assessment' (April 2008) (using data from the 2007 Housing Strategy Statistical Appendix) indicates that the percentage of owner-occupied households has increased slightly since 2001, with approximately 78% of households being owner-occupied in 2005. The Fordham report also estimates that a total of 14% of households lived in the social rented sector in 2007.

Table 3.8: Households in the Borough by tenure

	All Households	Owner occupied				Rented				
		Owns outright	Owns with a mortgage or loan	Shared owner- ship	Owned Total	Council (local authority)	Housing Assoc/ Registered Social Landlord	Private landlord or letting agency	Other	Rented Total
LB Sutton	76,402	28%	46%	1%	74%	11%	4%	9%	2%	26%
London	3,015,997	22%	34%	1%	57%	17%	9%	14%	3%	43%

Source: 2001 Census

Households with Support Needs

- 3.15** Fordham's Local Housing Needs Assessment (April 2008) estimated there were 11,905 households in Sutton with one or more members in an identified care and support needs group (see Table 3.9). This represents 15% of all households in the Borough.

Table 3.9: Support needs categories

Category	Number of Households	% of all Households	% of Support Needs Households
Medical Condition	6,150	8%	52%
Physical disability	4,572	6%	38%
Frail Elderly	2,838	4%	24%
Mental Health Problem	1,618	2%	14%
Learning difficulties	1,411	2%	12%
Sensory disability	1,139	2%	10%
Other	584	1%	5%

Source: Fordham's Local Housing Needs Assessment, April 2008

Existing Housing

- 3.16** The 2001 Census provides baseline information regarding the existing housing stock in the Borough. This can be supplemented with information from the Council's Housing Strategy Statistical Appendix return (April 2008), together with the Housing Revenue Account Business Plan (January 2005). These give information for the 2007/2008 financial year. Understanding the existing housing stock within the Borough is necessary to provide the basis for making decisions about future housing provision.

House Types

- 3.17** The 2001 Census indicates that there were 77,998 dwellings in the Borough (Table 3.10 below). On the basis of net completions between 2001 and 2007 it is estimated that current dwelling stock will be just over 80,000 dwellings.

Table 3.10: Household Spaces and Accommodation Type

Number of Household Spaces	LB Sutton	London	England
With residents	76,402	3,015,997	20,451,427
With no residents: Vacant	1,481	77,845	676,196
With no residents: Second residence/ holiday accommodation	115	15,815	135,202
Total:	77,998	3,109,657	21,262,825

Source: 2001 Census

- 3.18** Table 3.11 compares the Borough's housing stock to London and England as a whole. Sutton's housing stock is made up of 11% detached houses or bungalows, 28% semi-detached houses or bungalows, 26% terraced houses, 28% flats, maisonettes or apartments, and 7% other types of housing.

Table 3.11: Types of dwellings in LB Sutton

	LB Sutton	London	England
Whole house or bungalow: Detached	8,660 (11%)	187,764 (6%)	4,786,456 (23%)
Whole house or bungalow: Semi-detached	21,817 (28%)	594,849 (19%)	6,713,183 (32%)
Terraced (including end terrace)	20,648 (26%)	806,309 (26%)	5,494,033 (26%)
Flat; maisonette or apartment: Purpose Built block of flats or tenement	21,783 (28%)	1,027,386 (33%)	2,967,790 (14%)
Flat; maisonette or apartment: Part of a converted or shared house (inc bedsits)	3,685 (5%)	433,361 (14%)	968,266 (5%)
Flat; maisonette or apartment: In commercial building	1,354 (2%)	56,627 (2%)	244,179 (1%)
Caravan or mobile or temporary structure	51 (0.1%)	3,361 (0.1%)	88,918 (0.4%)

Source: 2001 Census

Tenure

- 3.19** Table 3.12 sets out the current (as at 1 April 2008) housing stock provision in the Borough, indicating that approximately 84% of housing stock in the Borough is private and 15% is held in the public sector.

Table 3.12: Information on Current LA and RSL stock as at 1 April 2007

Local Authority	Registered Social Landlord	'Other Public Sector'	Private sector (non RSL)	Total
6,689 (9%)	5,742 (7%)	38	66,311 (84%)	78,780

Source: Sutton Housing Strategy Statistical Return Appendix 2008

Social Housing Stock

- 3.20** Table 3.13 shows the changing levels of stock for both Council and Registered Social Landlords within the borough between 2003 and 2008. It shows that Council stock has shrunk by 1,618 units since 2003. The RSL stock shows an increase of 926 units over the same period resulting in a net reduction in the social housing stock of 692 units.

Table 3.13: Social Housing Stock

Year (1 April)	2004	2005	2006	2007	2008	2009
Council	7,984	7,680	7,498	7,273	6,689	6,531
RSL	4,358	3,661	4,397	4,517	5,742	6,325
TOTAL	12,342	11,341	11,895	11,790	12,431	12,856

Source: LB Sutton HSSA Return

Housing Condition

- 3.21** The Government has a target that by 2010 all social housing should be brought into decent condition and to increase the proportion of decent housing in the private sector occupied by vulnerable groups. A decent home is defined as one that meets the minimum statutory standards for housing; is in a reasonable state of repair; has reasonably modern facilities; and provides a reasonable degree of thermal comfort. The decent homes standard in the private sector relates to occupation by vulnerable households, such as people on income support, housing benefit etc. In April 2008, the total number of LBS housing stock that met the decent homes standard was 2768 units (41%) out of a total of 6,689 units. On 1st April 2007, the proportion of RSL stock that was estimated to meet the decent homes standard was 85%. In March 2005, 51% of vulnerable households in the private sector occupied properties that met the decent homes criteria.

Other Housing Accommodation

Older People's Accommodation:

- 3.22** The Council's Strategy for Older People (February 2006) estimates the numbers of units of accommodation specifically for older people in the Borough, within all tenures, are 607 Council sheltered housing properties (April 2005), 720 Registered Social Landlord properties (April 2005), 71 extra care social rented housing (April 2005) and 473 privately owned/leased retirement housing units (November 2003).

Houses in Multiple Occupation:

- 3.23** The Council has identified a possible 140 Houses in Multiple Occupation (HMOs) (source: HSSA, 2008).

Gypsy/Traveller Accommodation:

- 3.24** Table 3A.3 of the London Plan (London Plan Consolidated with A Iterations since 2004, February 2008) indicates that in summer 2007 there were 25 authorised gypsy/traveller caravans in the Borough.

NHS Accommodation:

- 3.25** Communal housing provided by the NHS for key NHS workers in the Borough consists of 305 single rooms and 12 self-contained units at Sutton and Royal Marsden Hospitals.

Density of Existing Housing

- 3.26** The density of housing in the Borough provides a baseline, which will inform the development of policies relating to the preferred densities of new residential development in the Borough. It should be emphasised that these are average ward densities and therefore may mask higher or lower local densities within the Ward. Throughout the Borough, average residential densities between different Wards vary markedly, as shown in Table 3.14. Sutton Central has the highest residential density with 63 dwellings per hectare (ha). This is in contrast to the residential densities in Cheam, where the average is 14 dwellings per ha. The existing densities have been calculated at Ward level based on 2001 Census household information, but adjusted to 2003 to take account of new Ward boundaries and rounded to the nearest hectare. Open Spaces and other uses have been removed from density calculations wherever possible. The Census count of rooms excludes bathrooms, toilets, halls, landings and storage. The Mayor, in his Housing SPG (November 2005) defines habitable rooms as bedrooms, living rooms, dining rooms and large kitchens. Thus, the Census information may over-estimate habitable rooms when compared with how this would be calculated by the Mayor under the London Plan definition.
- 3.27** PPS3 states that new residential schemes should not be developed at densities of below 30 dwellings per ha and encourages developments of between 30 and 50 dwellings per ha. The London Plan Density Matrix (Consolidated with alterations, February 2008) indicates the lowest density development in London within suburban areas remote from public transport should fall within the range of 35 – 55 units per ha.

Table 3.14: Existing Residential Densities by Ward, LB of Sutton (derived from Census 2001 population data adjusted for 2003 Ward boundaries)

Ward	Residential Area (ha)	Units	Units / ha	Habitable rooms*/ ha
Beddington North	188	4,061	22	113
Beddington South	180	4,240	24	124
Belmont	166	4,447	27	138
Carshalton Central	136	4,233	31	163
Carshalton South and Clockhouse	187	3,627	19	113
Cheam	278	3,921	14	85
Nonsuch	163	3,947	24	137
St. Helier	94	4,346	46	209
Stonecot	147	3,943	27	143
Sutton Central	81	5,096	63	271
Sutton North	135	4,116	31	154
Sutton South	119	5,088	43	177
Sutton West	134	4,889	36	170
The Wrythe	111	4,357	39	191

Wallington North	141	4,437	31	153
Wallington South	147	4,481	31	150
Wandle Valley	131	4,650	35	158
Worcester Park	132	4,125	31	159

Source: Census 2001 population data adjusted for 2003 Ward boundaries

Property Prices in the Borough

- 3.28** In October 2009 the average price of property in the Borough was £227,225, a 7.8% decrease on the previous year. The average price in Sutton is lower than all neighbouring boroughs and with the Surrey County Council area.

Table 3.15: Average House Prices in Sutton and Neighbouring Boroughs

Borough	Average Price	Annual Change (2008-09)
Croydon	229,523	-10.2%
Kingston	275,887	-9.8%
Merton	296,963	-8.8%
Surrey County	271,361	-6.8%
Sutton	227,225	-7.8%

Source: Land Registry for October 2009 (sourced as of December 2009)

- 3.29** Table 3.16 shows average borough house prices and those for London and England and Wales by type of property as at October 2009.
- 3.30** Table 3.16 shows that the price of all property types is significantly higher in the Borough of Sutton than in England and Wales. The average price of all property types in London, however, is higher than those in Sutton.

Table 3.16: Average Borough House Prices

	Detached	Semi-detached	Terrace	Flat / Maisonette	All properties
LB Sutton	£482,411	£279,952	£217,554	£162,997	£227,225
London	£560,066	£325,727	£290,413	£285,016	£317,601
England & Wales	£246,860	£150,173	£123,056	£149,256	£159,546

Source: Land Registry for October 2009 (sourced as of December 2009)

Strategic Housing Market Assessment/Housing Needs

Strategic Housing Market Assessments in London

- 3.31** The Council had intended to carry out a strategic housing market assessment at borough level but received government advice in 2007 that strategic housing market assessments should be carried out by the Greater London Authority at the regional level. Instead, the Council was advised that any surveys it wished to carry out should be of a more limited nature and was restricted to carrying out a local housing needs study. Accordingly, Fordham Research was commissioned in 2007 to undertake a local housing needs study in order, amongst other things, to provide more information on the amount and type of affordable housing required in the Borough. The 'Local Housing Needs Assessment' was published by Fordham Research in April 2008 and the main findings are summarised below at Paragraphs 3.37-3.38.

-
- 3.32** The Government Office for London, together with the Greater London Authority and London Councils produced revised guidance in March 2008 on the approach to be taken by boroughs in the production of strategic housing market assessments. The updated advice was that while it was recognised there was still a need for a London-wide Study, GOL/GLA and London Councils considered that it would be more appropriate for boroughs to work jointly to commission strategic housing market assessments through sub-regional studies.
- 3.33** In light of the revised guidance, the Council is working with other boroughs in south west London to publish a strategic housing market assessment. The seven boroughs (Sutton, Wandsworth, Croydon, Kingston, Merton, Lambeth and Richmond) commissioned ECOTEC Research and Consulting in April 2009 to prepare a South West London Housing Market Assessment. However, it is not anticipated that this Study will be completed until March 2010.
- 3.34** In addition to this evidence on strategic housing market assessments, the GLA produced a London Strategic Housing Market Assessment (SHMA) in April 2009. It provides a regional perspective for the consideration of housing requirements in London and provides part of the evidence base for planning policy for London boroughs, in particular on housing mix and informing housing targets.
- 3.35** PPS3 'Housing' (paragraph 22) states that local authorities should use their strategic housing market assessment to set out: the proportions of households requiring market or affordable housing; the likely profile of household types requiring market housing e.g. families and children, single persons; and the size and type of affordable housing required in the Borough. In the absence of a completed South West London Strategic Housing Market Assessment, the Council has used the GLA's SHMA (2009), Fordham Research's work on Housing Needs set out in the Borough's 'Local Housing Needs Assessment' (April 2008) and its own work on housing mix ("Background Report: Housing Mix" (2009)) to address these requirements.

Local Housing Needs Assessment (April 2008)

- 3.36** In 2007, Fordham Research Ltd were commissioned to carry out a study of housing need in the borough, using postal questionnaires sent to a stratified sample of over 25,000 households. The study was undertaken to support evidence for the drafting of the new Local Development Framework.
- 3.37** The key findings of the study, published in April 2008, are as follows:
- 1,047 units of accommodation per year are required to be able to meet all of the current and projected need for affordable housing over the next five years. (This figure represents a slight decrease from 1,062 in the 2005 Housing Needs Survey Update);
 - The majority of households in need of affordable accommodation (i.e. those who need to move but cannot meet entry level market costs) can afford more than the cost of social rented housing. However, the study notes that as it has not been possible to provide intermediate housing below entry level market costs (i.e. the cheapest private renting costs), the need for affordable housing can in practice only be met by the provision of social rented housing;
 - The study shows that, in the main, affordable housing need is greatest for one and three bedroom properties, although there was still a significant need for

two bedroom units. However, although the need for larger (four bedroom+) properties was smaller there was a considerable shortfall in supply of this sized accommodation to meet the need and therefore the provision of four bedroom affordable properties was considered a high priority;

- Nearly a quarter of the total number of households in the borough contains a key worker. The survey also shows that there were very few significant differences from non-key worker households except their lower levels of savings;
- Black and minority ethnic households are over-represented in the private rented sector, with at least twice the proportion living in this sector than for non-BME households. Although the income of BME households is not significantly lower on average, they include many low income households spending very large proportions of their income on housing;
- 14.5% of the borough's households contain a member with care and support needs; 6.0% of households contain a person who is physically disabled; while 3.7% have at least one member who is frail elderly. Households with support needs are more likely to be living in unsuitable housing;
- In terms of the needs of older person only households, the study indicates that there is significant scope for care and repair schemes; and
- The level of demand for sheltered and supported accommodation is estimated at 3.3% of older person households in the next two years but there is the potential to reduce this by supporting households in their existing accommodation.

Homelessness

- 3.38** Table 3.17 below sets out the numbers of households applying to the Council as homeless and the numbers accepted in recent years.
- 3.39** There has been a notable drop in the number of homelessness applications between 2004-05 and 2007-08. This largely reflects a change in the Council's approach to managing homelessness, in so far as applications are no longer accepted if the Council has no reason to believe that the household is homeless. This has meant that, although there has been a substantial fall in the number of homelessness acceptances, the proportion of applications being accepted has increased.
- 3.40** 'Parents and relatives no longer willing to accommodate' continues to be the main reason for homelessness (26% of acceptances in 2007-08), while loss of assured shorthold tenancy (21%) and relationship breakdown, with or without violence involved (20%) were the next most prevalent causes.
- 3.41** In terms of the reason for accepted households being in priority need, during 2007/08 households with a dependent child continued to account for the greatest proportion (58%), while 16-17 year olds accounted for 18%; pregnancy (with or without dependent children) accounted for 11%; physical disability for 5% and mental illness or disability for 4%.
- 3.42** BME groups continue to account for a disproportionately high number of homelessness acceptances – 24% of the 2007-08 total, compared to their making up only around 20% of the borough's population. Within the BME classification, African households are particularly over-represented.

- 3.43** During 2007-08, 1,639 households approached the Council for housing advice. 1,188 of these 1,639 (72%) related to homelessness.

Table 3.17 Applications/Acceptances to LB Sutton for Homelessness 2000-2007

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08
Applications	1133	1115	1071	930	608	534	553
Acceptances	462	429	312	272	219	215	220
Proportion Accepted	41%	38%	29%	29%	36%	40%	40%

Housing Register

- 3.44** On 1 April 2008 there were 4,111 applicants on the housing register, including social housing tenants wishing to transfer. The following table sets out the numbers of households, broken down by priority banding and required property size.

Table-3.18: Applicants on LB Sutton Housing Register as at 1 April 2008

	Studio	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed	6 Bed	Pending	Total
Band 1		47	27	10	2	0	0	0	86
Band 2		26	103	5	0	0	0	1	135
Band 3		83	0	0	0	0	0	1	84
Band 4	2	60	201	93	19	1	0	0	376
Band 5	0	232	152	330	54	5	1	1	775
Band 6	0	10	1	0	0	0	0	0	11
Band 7	7	1647	678	271	24	2	0	8	2637
Other³	0	1	4	2	0	0	0	0	7
TOTAL	9	2106	1166	711	99	8	1	11	4111
Total excluding band 7	2	459	488	440	75	6	1	3	1474

Source LB Sutton Housing Strategy 2008

- 3.45** The Council's housing allocations scheme places applicants with similar circumstances in one of seven bands (1-7 in descending order of priority, with band 7 applicants having no priority), and applicants are re-housed via a choice-based lettings system. Within

³ Decants

the system, vacant properties may be restricted to certain bands or allocated separately outside the bidding system to certain priority groups. Targets for re-housing are set against each of the bandings as part of an annual lettings plan, with those in the highest bands expected to achieve re-housing more quickly than those in the lower ones.

- 3.46** When those households with no priority or need (i.e. Band 7) are discounted, the total number drops to 1,474. In terms of the breakdown of this total by bedroom size, the demand for two bedroom accommodation is greatest (488), with the demand for both one bedroom homes (459) and three bedroom units (440) falling not far short of this. The total demand for 4+ bedroom properties is 85. These figures, however, do not take housing supply into account. This is addressed in the section on 'Local Housing Needs Assessment' previously.

Applications for Low Cost Home Ownership

- 3.47** In 1 April 2008, there were 398 applicants on the Council's waiting list for shared ownership housing. Of these, 56% required one bedroom properties, 29% two bedroom properties, 12% required three bedroom properties, with 3% requiring four or more bedroom properties.
- 3.48** BME groups accounted for 17% of these households. This proportion indicates that there continues to be an over-representation of this group on the shared ownership register and supports the findings of the 2008 Local Housing Needs Assessment, which indicated that Black households had the lowest annual gross household income. Given these circumstances, Black households would find it difficult to access the private housing market, and this may account for their high representation on the Council's shared ownership waiting list.

Housing Provision/Housing Trajectory

Housing Provision

- 3.49** The additional housing requirements for LB Sutton are set out in the London Plan. It determines an annual target for the Borough and local planning documents are expected to be in conformity with the target.
- 3.50** The adopted version of the London Plan is currently the 2008 London Plan (Consolidated with Alterations since 2004) and, in terms of LB Sutton, Policy 3A.1 has set a ten-year target for the period 2007-08 to 2016-17 of a minimum of 3,450 additional dwellings, which equates to at least 345 additional units per annum. This target is lower than the target set for the earlier part of the London Plan period which was at least 370 additional dwellings.
- 3.51** Since the London Plan period finishes in 2016-17 and individual Borough's Core Strategies are required to take a 15-year time horizon, there was uncertainty as to how Boroughs should deal with housing targets beyond 2016-17. Consequently, the Greater London Authority and the Government Office for London published a joint statement, "Addressing PPS3 Requirements for a 15-year Housing Supply", where they advised boroughs to roll forward their current London Plan annual targets as indicative figures beyond 2020. This is an interim position until the next London Plan is adopted; provisional adoption of the replacement plan is late 2011.
- 3.52** The LB Sutton's Core Planning Strategy (Policy PMP1), which was adopted in December 2009, sets housing targets in conformity with the 2008 London Plan

(Consolidated with Alternations since 2004) and rolls the target forward as an indicative figure until 2023-24. Hence, the indicative target for the Core Planning Strategy is 5,175 over the period of the Core Planning Strategy or at least 345 additional dwellings per annum. However, this target will be subject to revision following the adoption of the replacement London Plan.

3.53 Table 3:19 provides a summary of the plan period and housing targets:

Table 3.19: Plan Period and Housing Targets

Ref	Timescale	Net Additional Dwellings		Source
		Annual Target	Total	
H1 (a)	1 April 1997 to 31 March 2016	370	7,400	2004 London Plan
H1 (b)	1 April 2007 to 31 March 2017	345	3,450	2008 London Plan
H1 (c)	1 April 2017 to 31 March 2024	345 (indicative)	2,415	2008 London Plan rolled forward as indicative figure
H1 (d)	1 April 2009 to 31 March 2024	345	5,175	2009 Core Planning Strategy

Source: LB Sutton

3.54 The Core Planning Strategy can be divided into four different phases. The first year of the Core Planning Strategy is the current monitoring year (1 April 2009 to 31 March 2010) and therefore comprises estimated completions. The Five-Year Housing Land Supply runs from 1 April 2010 to 31 March 2015 and therefore is years 2 to 6 of the Core Planning Strategy period. The remaining nine years of the Core Strategy plan period can be divided into two further phases. Table 3:20 provides a summary of how the Core Planning Strategy period is broken down:

Table 3.20: Core Strategy Phases and Incorporation of Five-Year Housing Land Supply

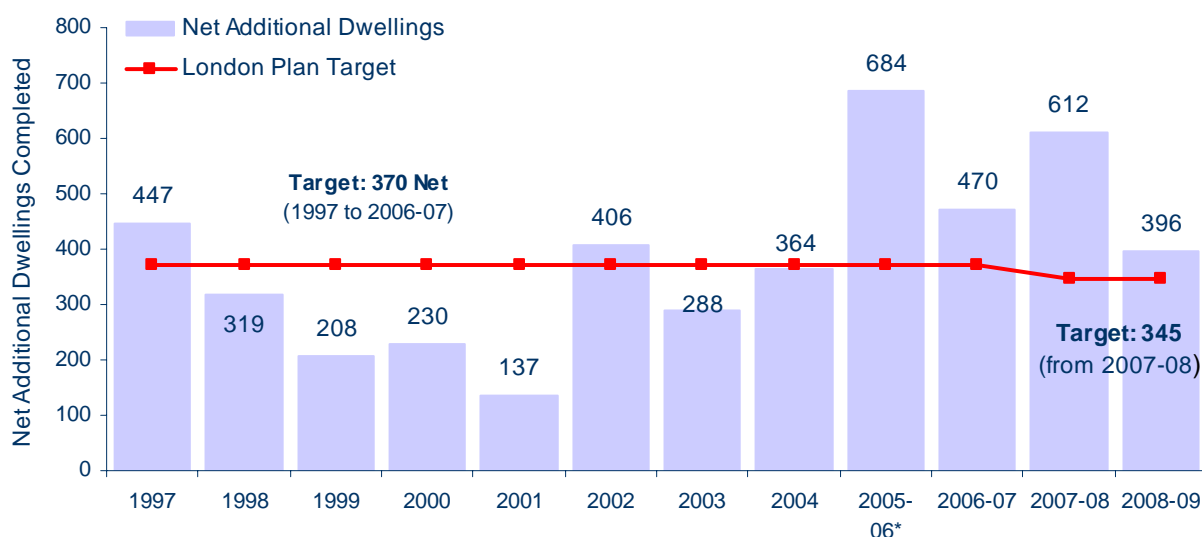
Calendar Year(s)	Core Strategy Year(s)	Unit Target/ Ind Figure	Cumulative Target/IF	Notes
2009-10	1	345	345	Estimated completions
2010-15	2-6	1,725	2,070	Five-Year Housing Land Supply
2015-20	7-11	1,725	3,795	Second five-year period
2020-24	12-15	1,380	5,175	Final period of four years

Source: LB Sutton

Completions

3.55 Figure 3.2 shows that over the last 12 years, from 1997 to 2008-09 inclusive, a total of 4,561 net additional dwellings were completed within the Borough (an average of 380 units per annum). So, while the Mayor's target (370 net dwellings per year from 1997 until 2006/07 and 345 net dwellings from 2007-08 onwards) has not been met each year between 1997 and 2007-08 inclusive, the cumulative target (4,561 net dwellings) has been exceeded by 141 units. From April 2005, housing provision has been monitored on financial rather than calendar years.

Figure 3.2: Net Additional Dwellings Completed in LB Sutton 1997 to 2008-09



* change in monitoring of housing provision from calendar to financial years.

Source: LB Sutton

Permissions

- 3.56** Table 3.21 below shows that on average, 534 units were granted per annum from 1997 to 2008-09.

Table 3.21: Net Housing Permissions 1997 to 2008-09

Year	Permissions (Net)
1997	467
1998	626
1999	189
2000	231
2001	485
2002	260
2003	680
2004	816
2005-06 (includes 1/1/05-31/3/06)	781
2006-07	547
2007-08	770
2008-09	561
TOTAL	6413
Average	534

Source: LB Sutton

Housing Capacity: 2009 Update of the 2008 Sutton Housing Delivery Assessment

- 3.57** In 2008 the Council carried out a detailed survey of housing land supply, the Housing Delivery Assessment, and this was published as part of the Core Planning Strategy evidence base. In 2009 the Council participated in the GLA's London-wide Strategic Housing Land Availability Assessment which was a part of the preparation for the Draft Replacement London Plan. Table 3.23 amalgamates the evidence gathered from those

two studies and updates the information to take account of changes in completions and permissions and changes in the delivery of principal sites as indicated to the Council by landowners and developers. Therefore, Table 3.23 is the most up-to-date picture of housing supply across the Borough.

- 3.58** Table 3.23 covers the Core Planning Strategy plan period. The first year (2009-10) is comprised of estimated completions. The next five years (2010-2015) constitute the Five-Year Housing Land Supply. The remaining period of the Core Planning Strategy is divided into a further five-year period (2015-2020) and a final four-year period (2020-2024).
- 3.59** The housing capacity in Table 3.23 is derived from five sources:
- (a) **Sites which have been projected to be completed in 2009-10.** This category comprises (i) sites which have been completed between 1 April 2009 and 31 March 2010 and (ii) sites which are expected to be completed by 31 March 2010.
 - (b) **Sites which are under construction.** This category comprises sites which are not likely to be completed before 1 April 2010. In addition, there is a small sites estimate of sites under construction and yielding less than 10 units which are likely to be completed after 31 March 2010.
 - (c) **Sites with planning permission.** This category includes sites with planning permission but only those which are likely to be developed. The owners or agents of all sites potentially yielding 10 or more units have been contacted to ascertain whether the development is likely to proceed. Those sites which were unlikely to be delivered have been omitted. Owners of sites yielding below 10 units were not contacted due to a lack of resources and, instead, the sites were discounted. From historic trends, it has been calculated that 72% of units on small site permissions are eventually constructed. This percentage was applied to the current small site planning permission unit total and the discounted figure is included in the trajectory.
 - (d) **Identified sites.** These are sites which have been proposed for housing capacity in the drafting of the Site Development Policies DPD and the Sutton Town Centre AAP. It should be noted that the sites listed in the trajectory differ slightly from the lists and details of sites in the published Preferred Options draft of the Site Development Policies DPD and Sutton Town Centre AAP. These changes are due to (i) the outcome of the Core Planning Strategy Examination-in-Public which necessitated the withdrawal of a site which had been considered suitable for housing capacity; (ii) the results of the Preferred Options draft consultation which involved the withdrawal of a number of sites; and (iii) low activity in the housebuilding sector which has resulted in a revision of phasing and capacity estimates.
 - (e) **Unallocated sites.** This category includes sites which do not have planning permissions and are not proposed in any DPDs. These sites usually involve an intensification of existing residential areas and are commonly social housing estate renewal schemes.
- 3.60** Table 3.23 shows that the delivering housing to meet the current London Plan target will be challenging. The first year of the Core Planning Strategy (estimated completions) is

likely to fall short of the annual minimum target quite considerably as housebuilding activity has been low in the current monitoring year due to the national and international economic difficulties. In the following four years, housing supply is expected to increase steadily as developments currently stalled by the economic conditions are developed and completions for these years are anticipated to be in line with the London Plan target. Nevertheless, despite the Council meeting its Five-Year Housing Land Supply target, the projected cumulative total after Year 6 of the Core Planning Strategy period (2014-15) is expected to be below the current London Plan target, largely as a result of the low completion rate in 2009-10.

- 3.61** In Years 7-11 of the Core Planning Strategy period (2015-20), housing supply is largely dependent on the redevelopment of a number of sites in Sutton Town Centre and the planned regeneration of Hackbridge and, while the estimated total for these years is also below the London Plan target, the shortfall is not as large as in Years 1-6 of the Core Planning Strategy period (2009-2015).
- 3.62** In the final period of the Core Planning Strategy (2020-24), housing supply totals fall considerably below the London Plan targets. This is a function of (i) an apparent lack of available sites that are not in the Green Belt or Metropolitan Open Land, and (ii) the difficulty of predicting housing supply so far forward in London's dynamic housing market.
- 3.63** Besides stating the Borough target for housing completions, Core Planning Strategy PMP1 also details the spatial distribution of the housing completions. The policy states, in broad terms, a significant proportion of the additional dwellings should be in Sutton Town Centre with decreasing amounts in Hackbridge, Wallington and the Other District Centres. There is also a percentage for the Remainder of the Borough. Table 3.23 lists sites in terms of this spatial distribution, however, for ease of comparison, the Core Planning Strategy policy percentages for each location and the percentages arising from the trajectory are set out below in Table 3.22. It should be noted that the extent of each location has been defined as the Sustainable Residential Quality area as set out in Core Planning Strategy policy BP1.

Table 3.22: Comparison of Core Planning Strategy Spatial Distribution and Trajectory

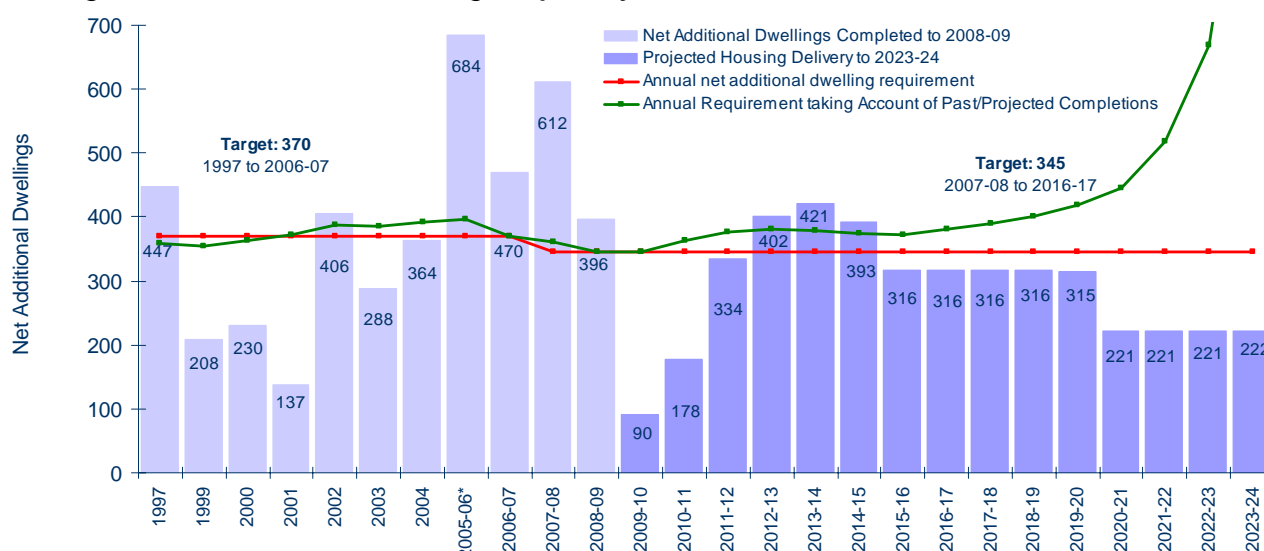
	Core Strategy Policy PMP1	Trajectory (at the following milestones...)		
		2014-15 CPS Year 6	2019-20 CPS Year 11	2023-24 CPS Year 15
Sutton	40%	26%	30%	33%
Hackbridge	20%	8%	20%	16%
Wallington	10%	12%	8%	8%
Other Centres	10%	4%	4%	3%
Rest of Borough	20%	50%	38%	40%

Source: LB Sutton

- 3.64** Table 3.22 highlights that the spatial distribution of housing supply is very dependent on the phasing of development, nevertheless, the housing supply does appear to be in broad conformity with the spatial strategy of Core Planning Strategy policy PMP1. The two significant discrepancies between the spatial strategy of the Core Planning Strategy and the predicted spatial distribution occur in respect of the percentages for the Other District Centres and the Rest of the Borough.

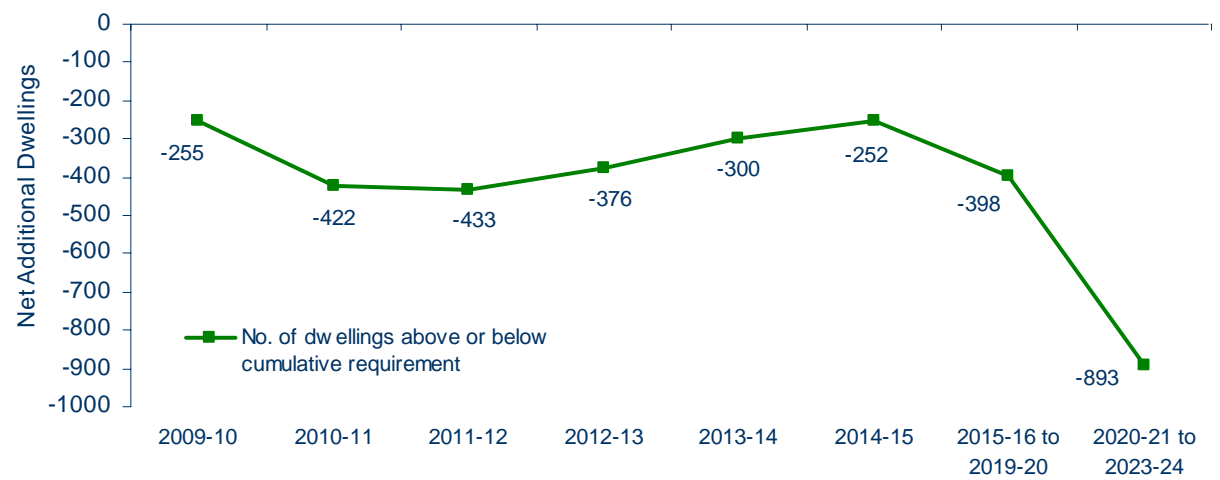
- 3.65** The percentage for the Other District Centres may be explained by the fact that the trajectory does not identify potential sites below 0.2ha and, historically, sites of this size have tended to produce much of the housing growth in the smaller District Centres.
- 3.66** Conversely, the Rest of the Borough total exceeds the target at all points in the trajectory and is 714 units above the target at the end of the plan period. This likely overprovision can be accounted for by three exceptional sites: Orchard Hill (a major developed site in the Green Belt yielding a potential 246 units), Durand Close (a large estate renewal scheme with an increase of 203 units) and the final phases of The Hamptons development (which were granted permission on appeal after the Core Planning Strategy Examination-in-Public and yield a potential 184 units). These three sites alone produce a potential capacity of 633 units.
- 3.67** Figure 3.3 shows LB Sutton's housing trajectory from 1997 to 2023-24. It should be noted that the period 2005-06 includes January to March 2005. Figure 3.4 shows the number of dwellings above or below the cumulative requirements for the period of the Core Planning Strategy (2009-2024). Table 3.24 shows the annual net additional dwelling requirement (or managed delivery target) from 2009-10 to 2023-24.

Figure 3.3: LB Sutton Housing Trajectory from 1997 to 2023-24



Source: LB Sutton

Figure 3.4: Number of dwellings above or below cumulative requirements



Source: LB Sutton

Table 3.23: The Phasing and Spatial Distribution of Housing Supply 2009-10 to 2023-24

Calendar Year	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	TOTAL 2009-15	2015-20	TOTAL 2009-20	2020-24	TOTAL 2009-24
Core Strategy Year	1	2	3	4	5	6	1-6	7-11	1-11	12-15	1-15
	Est Comp	Five-Year Housing Land Supply									
London Plan Target/IF	345	345	345	345	345	345	2,070	1,725	3,795	1,380	5,175
Sutton Town Centre (40% of the London Plan Target/Indicative Figure)											
SUB-TARGET	138	138	138	138	138	138	828	690	1,518	552	2,070
Estimated Completions (IDRA=0.4ha)	18						18		18		18
UC: 39-41 West Street (0.1)		11					11		11		11
UC: Small Sites (0.2)		10					10		10		10
PP: 48-50 Benhill Avenue (0.1)			26				26		26		26
PP: Azteque (South Pt etc) (0.7)				85	85	84	254		254		254
PP: Sutherland House (0.3)					48	48	96		96		96
PP: Small Sites (1.1)			18	18	17		53		53		53
A10: Sutton West Centre (0.5)										40	40
C3: Bawtree House (0.4)								25	25		25
N2: Magnet Site (0.3)								60	60		60
C2: South of Lodge Place (0.3)								75	75		75
CW1: Civic Centre Site (0.2)								30	30		30
CW2: Secombe Theatre (0.3)										30	30
CW3: Beech Tree Place (0.4)								30	30		30
S1: North of Grove Road (0.5)								105	105		105
S2: North Sutton Court Rd (0.3)								25	25		25
S4: Sutton Station (1.3)								205	205	205	410
S7: Brighton Road Car Park (0.5)										95	95
SUB-TOTAL	18	21	44	103	150	132	468	555	1,023	370	1,393
Indicative Area (ha)	0.4	0.3	0.5	0.7	0.6	0.4	2.9	3.1	6.0	1.9	7.9
Hackbridge (20% of the London Plan Target/Indicative Figure)											
SUB-TARGET	69	69	69	69	69	69	414	345	759	276	1,035
Estimated Completions (0.0)	0						0		0		0
PP: Small Sites (0.0)			1				1		1		1
UA: Corbet Close (1.2)						45	45	45	90		90

A20: Felnex Trading Estate (4.4)								440	440		440
A23: Land Hackbridge Stn (0.6)								60	60		60
A28: Kelvin House (0.3)			48	48			96		96		96
SUB-TOTAL	0	0	49	48	0	45	142	545	687	0	687
Indicative Area (ha)	0	0	0.2	0.1	0	0.6	0.9	5.6	6.5	0	6.5
Wallington (10% of the London Plan Target/Indicative Figure)											
SUB TARGET	34.5	34.5	34.5	34.5	34.5	34.5	207	172.5	379.5	138	517.5
Estimated Completions (0.0)	1						1		1		1
UC: 2a-8 Brambledown Rd (0.3)		38					38		38		38
UC: Small Sites (0.0)		2					2		2		2
PP: Small Sites (0.2)			4	4	4		12		12		12
A25: Wallington Square (0.3)								35	35		35
A29: Canon House (0.5)				58	58	58	174		174		174
C5: Railway Approach (0.3)										40	40
C6: Lidl (0.1)										20	20
SUB-TOTAL	1	40	4	62	62	58	227	35	262	60	322
Indicative Area (ha)	0	0.3	0.1	0.3	0.2	0.1	1.0	0.3	1.3	0.4	1.7
Other District Centres (10% of the London Plan Target/Indicative Figure)											
SUB-TARGET	34.5	34.5	34.5	34.5	34.5	34.5	207	172.5	379.5	138	517.5
Estimated Completions (0.1)	4						4		4		4
UC: Pound St, Carshalton (0.1)		13					13		13		13
UC: Small Sites (0.1)		4					4		4		4
PP: Rotherfield Rd, Carshalton (0.3)			15				15		15		15
PP: Small Sites (0.8)			13	13	14		40		40		40
A3: Cheam Leisure C, N Cheam (0.6)								30	30		30
A31: Victoria House, N Cheam (0.3)								25	25		25
SUB-TOTAL	4	17	28	13	14	0	76	55	131	0	131
Indicative Area (ha)	0.1	0.2	0.6	0.3	0.2	0	1.4	0.9	2.3	0	2.3
Rest of the Borough (20% of the London Plan Target/Indicative Figure)											
SUB-TARGET	69	69	69	69	69	69	414	345	759	276	1,035
Estimated Completions (1.3)	67						67		67		67
UC: 93-5 Carshalton Grove (0.1)		11					11		11		11
UC: Small Sites (0.3)		17					17		17		17
PP: Durand Close (4.3)					76	76	152	51	203		203
PP: The Hamptons (3.7)		61	61	62			184		184		184
PP: 36-46 Mollison Drive (0.4)			48				48		48		48
PP: 299-245 Carshalton Road (0.3)				41			41		41		41
PP: 49-67 Fellowes Road (0.4)				24			24		24		24
PP: 3,5 & 6 Butter Hill (0.2)			24				24		24		24

PP: Rear 138 Brighton Road (0.5)			16				16		16		16
PP: 33-37 Albion Road (0.2)			12				12		12		12
PP: 21-25 Stanley Road (0.2)		11					11		11		11
PP: 127-129 Malden Road (0.2)				11			11		11		11
PP: Ashcombe House (0.3)			10				10		10		10
PP: Small Sites (2.3)			38	38	38		114		114		114
A1: Library, Ridge Road (0.2)								15	15		15
A2: Offices, London Road (0.5)								25	25		25
A8: Hallmead Day Centre (0.3)								25	25		25
A11: Sutton Hospital (7.1)										330	330
A12: Orchard Hill (7.0)					61	62	123	123	246		246
A13: Stanley Park School (1.8)								90	90		90
A17: Sheen Way (0.5)										20	20
A18: Offices, Denmark Road (0.4)										20	20
A19: Car Park, Denmark Road (0.4)										15	15
A32: Wandle Valley Estate (1.1)										50	50
B2: All Saints Rd/Benhill Wd Rd (0.5)								25	25		25
B5: Former BIBRA Site (0.6)								15	15		15
C1: Glastonbury Centre (0.3)										20	20
C2: 107 Westmead Road (0.4)								20	20		20
C4: Carshalton Mem Hospital (1.2)					20	20	40		40		40
SUB-TARGET	67	100	209	176	195	158	905	389	1,294	455	1,749
Indicative Area (ha)	1.3	1.8	3.6	3.0	4.7	3.9	18.3	8.9	27.2	9.8	37.0
All of the Borough (100% of the London Plan Target/Indicative Figure)											
TOTAL TARGET/IF	345	345	345	345	345	345	2,070	1,725	3,795	1,380	5,175
GRAND TOTAL	90	178	334	402	421	393	1,818	1,579	3,397	885	4,282
+/- TOTAL	-255	-167	-11	+57	+76	+48	-252	-146	-398	-495	-893
Indicative Area (ha)	1.8	2.6	5.0	4.4	5.7	5.0	24.5	18.8	43.3	12.1	55.4
CUMULATIVE TARGET/IF	345	690	1,035	1,380	1,725	2,070	2,070		3,795		5,175
CUMULATIVE TOTAL	90	268	602	1,004	1,425	1,818	1,818		3,397		4,282
+/- CUMULATIVE	-255	-422	-433	-376	-300	-252	-252		-398		-893
Cumulative Indicative Area (ha)	1.8	4.4	9.4	13.8	19.5	24.5	24.5		43.3		55.4

Notes:

IF: the Indicative Figure, which is the current London Plan target rolled forward as an Indicative Figure

Est Comp: The number of net additional dwellings expected to be completed this monitoring year

IDRA = Indicative Developable Residential Area (in hectares)

UC: Sites which have planning permissions and are currently under construction. For full details of the site, please refer to the Council's Online Planning Register (<http://213.122.180.105/FASTWEB/welcome.asp>)

PP: Sites which have planning permission. For full details of the site, please refer to the Council's Online Planning Register (<http://213.122.180.105/FASTWEB/welcome.asp>)

Sites with letters and numbers (not italicised): Sites which are proposed to be allocated sites in the Council's Site Development Policies DPD. The Proposed Submission version of this document is due to be published in January 2010.

Sites with letters and numbers (italicised): Sites which were suggested as Preferred Options in the Council's Sutton Town Centre Area Action Plan. Please note that sites below 0.25ha have not been included and some phasing has been amended.

UA: Sites which do not have planning permission and are not allocated in any Development Plan Document. These sites are usually social housing estate renewal schemes.

Table 3.24: Annual Net Additional Dwelling Requirement in LB Sutton (Ie Managed Delivery Target)

Year	Core Strategy Years	Annual Dwelling Requirement (Net)	Projected Delivery	Cumulative Target	Cumulative Projected Delivery	+/- Cumulative Target	Requirement Based on Past Delivery
2009-10	1	345	90	345	90	-255	345
2010-11	2	345	178	690	268	-422	363
2011-12	3	345	334	1,035	602	-433	377
2012-13	4	345	402	1,380	1,004	-376	381
2013-14	5	345	421	1,725	1,425	-300	379
2014-15	6	345	393	2,070	1,818	-252	375
2015-16	7	345	316	2,415	2,134	-281	373
2016-17	8	345	316	2,760	2,450	-310	380
2017-18	9	345	316	3,105	2,766	-339	389
2018-19	10	345	316	3,450	3,082	-368	402
2019-20	11	345	315	3,795	3,397	-398	419
2020-21	12	345	221	4,140	3,618	-522	445
2021-22	13	345	221	4,485	3,839	-646	519
2022-23	14	345	221	4,480	4,060	-770	668
2023-24	15	345	222	5,175	4,282	-893	1,115

Notes:

Annual Dwelling Requirement (Net): The Borough additional dwelling target as set out in the London Plan and rolled forward as an indicative figure from 2016-17

Requirement Based on Past Delivery: The annualised requirement based on past projected completion rates

Maintaining Housing Supply in Depressed Market Conditions Study (May 2009)

- 3.68** In May 2009, the London Borough of Sutton instructed Cluttons “to review the current financial situation and assess its impact on both the current and future delivery of housing sites over the next five years and, in particular, the likely delivery of specific sites in the Council’s Five-Year Housing Land Supply Assessment as well as other possible sites, both large and small, that might come forward during that period.” The study focused on the impact of affordable housing quotas and Section 106 contributions in the deteriorating housing market conditions that prevailed in 2009.
- 3.69** The study reviewed the housing market conditions and analysed the market against land values for other uses and also the economics of development for 15 possible development sites. The study of the 15 sites produced four main conclusions as to why sites were not coming forward for development: (i) declining property values and the risk of a further downturn; (ii) lack of interest from Registered Social Landlords (RSLs); (iii) insufficient premium over current use value; and (iv) insufficient sales revenue premium over high build costs, in particular in relation to taller residential tower blocks.
- 3.70** From the study of the sites, it was also concluded that affordable housing quotas were having little adverse effect in bringing sites forward for development. Indeed, in some cases, the reverse was true with RSLs needed to kick start a number of schemes. Furthermore, with generous grants sometimes available, affordable housing scheme values could sometimes exceed private housing scheme values and there was relatively little risk to developers selling to RSLs as a return is almost guaranteed. In terms of Section 106 contributions, it appeared that they had little impact on viability, except in schemes where viability was already borderline.
- 3.71** The study recommended a number of measures to improve the number of new homes coming forward for delivery: (i) encouraging landowners to consider the impact of providing affordable housing or increasing the amount of the development that is affordable which could require amendments to planning consents; (ii) encouraging Homes and Communities Agency intervention in Sutton’s housing market to “unlock” stalled schemes; (iii) measures to encourage renting such as the purchase of unsold units by the local authority and renting stock until it is prudent to sell and the HomeBuy Direct scheme.
- 3.72** In summary, the report concluded that traditional schemes are likely to come forward when the housing market started to improve but town centre and taller building schemes were likely to be stalled for even longer until market conditions were buoyant again.

Gypsies and Travellers

- 3.73** Circular 01/2006 required that the GLA undertake a Gypsy and Traveller Accommodation Assessment to evaluate the number of pitches needed across London and to determine the number of pitches needed within each borough. The “London Boroughs’ Gypsy and Traveller Accommodation Needs Assessment” (Fordham Research for the GLA) was completed in March 2008 and identified a requirement for a minimum of 4 and a maximum of 8 residential pitches within Sutton between 2007-12 and a further 4-5 residential pitches between 2012-17. The minimum pitch requirement referred to the need generated by Gypsy and Travellers currently living on sites, and includes overcrowding, unauthorised encampments and new family formation. The maximum pitch requirement additionally included the transfer to pitches of those Gypsies and Travellers with a psychological version to housing but currently in housing.

-
- 3.74** In addition, the “London Boroughs’ Gypsy and traveller Accommodation Needs Assessment” also identified a need for 40 transit pitches across London between 2007-2012 and a need for 48 Travelling Showpeople plots across London between 2007-12 and a further 25 plots between 2012-2017.
- 3.75** However, the draft replacement London Plan (October, 2009) proposes a pitch provision target which modifies the figures in the needs assessment. The Mayor has justified this amendment by noting: (i) the role “bricks and mortar accommodation can play in meeting housing needs”; (ii) the limited supply of supply of housing land in London; and (iii) “the need for a balance to be struck between meeting the specific requirements of a group requiring provision at 50 dwellings/hectare when average density to meet the wider housing requirements will need to be some 140 dwellings/hectare.” Consequently, the Mayor is proposing a target for Sutton of 10 additional pitches for 2007-2017 and an even sub-regional apportionment for Transit and Travelling Showpeople requirements.

Affordable Housing Provision

- 3.76** PPS3 states that the Government is committed to providing high quality housing for people who are unable to access or afford market housing. The Government defines affordable housing (Annex B, PPS 3) as: ‘including social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market’.
- 3.77** In local development documents, local planning authorities are required to set a plan-wide target for affordable housing, which should take account of the economic viability of land for housing in the area and levels of finance available for affordable housing, including both public subsidy and developer contributions. Separate targets should also be set for social-rented and intermediate housing and the size and type of affordable housing should be specified in particular locations and, where appropriate, specific sites.
- 3.78** PPS3 set out a new national indicative minimum site threshold of 15 dwellings in November 2006 (however, this threshold has been superseded by the Mayor’s London Plan, which was published in February 2008 and introduced a threshold of 10 units or greater. Local authorities can set a lower threshold, where viable and practical. The presumption remains that affordable housing should be provided on-site. However, where it can be justified robustly, off-site provision/financial contributions may be accepted. There is no longer a requirement to set out in Local Development Documents when off-site provision/contributions will be acceptable.
- 3.79** A separate document providing further guidance on affordable housing has also been published. The aim of the Government’s ‘Delivering Affordable Housing’ (November 2006) policy statement is to support local authorities and other key players in delivering more high quality affordable housing within mixed sustainable communities by using all tools available to them. It outlines the affordable housing challenge that needs to be met, and provides information on how existing delivery mechanisms operate to help in delivery.
- 3.80** In February 2008 the GLA published the London Plan (consolidated with alterations since 2004). Policy 3A.9 (Affordable Housing Targets) states that the Mayor’s target is that 50% of housing provision should be affordable, of which 70% should be social rented housing and 30% intermediate. Policy 3A.10 (Negotiating affordable housing in individual private residential and mixed-use schemes) states that boroughs should seek the maximum

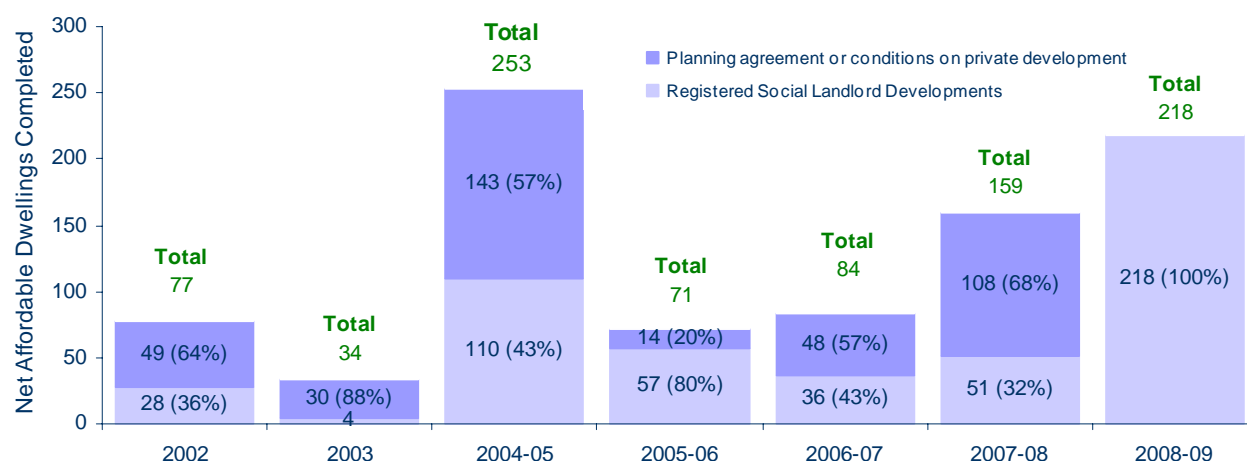
reasonable amount of affordable housing on individual sites, having regards to the individual circumstances of the site. Policy 3A.11 (Affordable Housing Thresholds) states that boroughs should normally seek affordable housing on a site which has a capacity to provide 10 units or more.

- 3.81** The Mayor produced a draft Housing Strategy document for consultation in May 2009, which sets out his vision for housing in London. In terms of affordable housing, the Mayor is seeking to provide 50,000 affordable homes London-wide by March 2011 and to do this by agreeing housing investment targets with each borough. The Mayor is also keen to increase the supply of more affordable family units. The Mayor urges the GLA, the new Homes and Communities Agency and boroughs to work together to come up with a range of imaginative approaches and constructive joint working to find ways of increasing the supply of affordable housing (e.g. bringing vacant units back into use, and increasing densities in appropriate locations). However, this is a housing investment and not a planning target for the LDF/
- 3.82** The Mayor produced a draft replacement London Plan for consultation in October 2009. London's new annual housing completion target is 33,400, including the provision of 13,200 affordable units. Sutton's draft new annual housing completion target is 210 units per year; however there is no new Borough affordable housing target (the 50% Borough-wide affordable housing target has been dropped). Draft Policy 3.12 (Affordable Housing Targets) states that boroughs should set an overall target for affordable housing needed over the plan period and separate targets for social-rented and intermediate housing, reflecting the strategic priority given to the provision of affordable family housing. Boroughs should set their targets taking account of a number of factors, including current and future requirements, strategic targets, sub-regional needs and viability. The split between social-rented and intermediate housing is proposed as 60% social-rented and 40% intermediate (changed from 70/30). Draft Policy 3.13 (Negotiating affordable housing on individual private residential and mixed use schemes) states that boroughs should seek the maximum reasonable amount of affordable housing on individual private residential and mixed use schemes, having regard to a number of factors, including current and future requirements, adopted affordable housing targets, the need to promote mixed and balanced communities and viability. Draft Policy 3.14 (Affordable Housing Thresholds) states that boroughs should normally require affordable housing from sites that have capacity to deliver 10 or more units (applying the density guidance set out in the London Plan), although boroughs can set lower thresholds where justified.
- 3.83** In December 2009, the Council adopted its Core Planning Strategy and Core Policy BP2 (Affordable Housing) seeks to meet an overall Borough-wide target that 50% of all new housing from all sources is affordable of which 70% should be for social rent and 30% for intermediate provision.

Affordable Housing Completions

- 3.84** Figure 3.5 shows the total number of net affordable dwellings completed within the Borough, including both social-rented and intermediate housing, from 2002 to 2008-09 (These figures, though, do not include estate renewals, where there is no net gain in affordable dwellings, such as at Roundshaw).

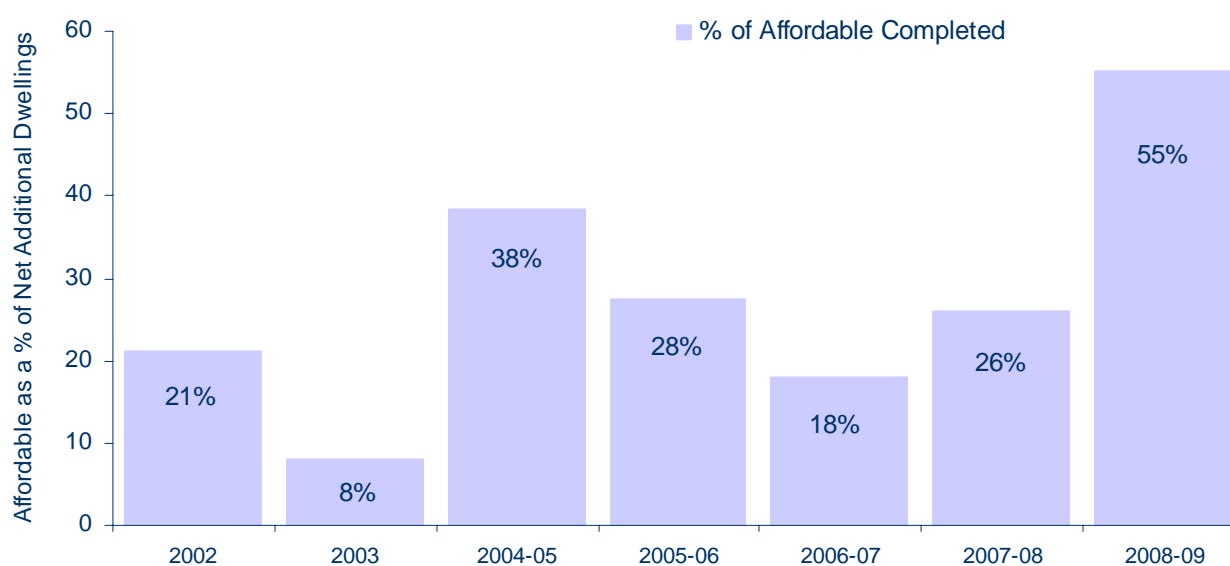
Figure 3.5: Affordable Housing Dwellings Completed in LB Sutton 2002 to 2008-09



Source: London Development Database

- 3.85** Figure 3.6 below shows that between 2002 and 2008-09, affordable housing completions accounted for approximately 28% of total net additional dwellings within the Borough, falling short of the Mayor's strategic target of 50% set out in the London Plan.

Figure 3.6 Affordable Dwellings Completed as a Percentage of Total Net Additional Developments 2002-2008/09



Source: London Development Database

Affordable Housing Completions from Different Sources of Supply

- 3.86** This section examines past affordable housing completions and future predicted affordable housing completions in the Borough from all sources of supply, including: local authority developments; private sites; and RSL sites.
- 3.87** Policy 3A.9 of the London Plan (2008) states that DPD policies should set an overall target for the amount of affordable housing provision over the plan period in their area, based on

an assessment of all housing needs and a realistic assessment of supply.

- 3.88** In setting targets, boroughs should take account of regional and local assessments of need, the Mayor's strategic target for affordable housing provision that 50 per cent of provision should be affordable and, within that, the London-wide objective of 70 per cent social housing and 30 per cent intermediate provision, and the promotion of mixed and balanced communities. They should take account of the most robust available assessment of housing capacity, and of potential sources of supply, such as:
- local authority developments, including net gain from estate regeneration;
 - affordable housing schemes funded independently of planning contributions from private development;
 - affordable housing secured through planning agreements or conditions on private residential and non-residential development;
 - long term vacant properties brought back into use; and
 - provision from non-self-contained accommodation.
- 3.89** However, the Mayor calculates affordable housing provision from the supply of affordable housing supplied through 'conventional housing'. This means that he uses the first three categories of Policy 3A.9 to identify Boroughs' affordable housing supply viz. local authority developments, 100% affordable housing schemes provided through Registered Social Landlords and Section 106 planning agreements.
- 3.90** Table 3.24 provides a summary of affordable housing completions within the Borough from 2001 to 2008-09 from 100% affordable schemes provided by Registered Social Landlords and Section 106 agreements. The figures for the amount of affordable housing provided through local authority developments are currently being reviewed and are not included in the table. However, it is not anticipated that they will have made a significant contribution to supply.

Assessing Affording Housing Capacity

- 3.91** This section of the document remains unchanged from "Report of Studies 3" (November, 2008). It demonstrates how varying the site size threshold at which affordable housing is sought and how the proposed proportion of affordable housing sought on individual sites would affect the achievement of a 50% Borough-wide target based on the 2008 housing data.

Table 3.24 Summary of Affordable Housing Completions in LB Sutton 2001 to 2008-09

Summary of Affordable Housing Provision in LB Sutton	2001	2002	2003*	2004/05	2005/06	2006/07	2007/08	2008/09	Overall Provision 2001 to 2008-09
1. Local Authority Developments, including net gain from estate regeneration.	0	0	0	0	0	0	0	0	0%
2. Affordable housing schemes funded independently of planning contributions from private development (i.e. 100% RSL schemes)	61 (100%)	28 (36%)	4 (12%)	110 (43%)	57 (80%)	36 (43%)	108 (68%)	218 (100%)	622 (65%)
3. Affordable housing secured through planning agreements or conditions on private residential and non-residential development	0	49 (64%)	30 (88%)	143 (66%)	14 (20%)	48 (57%)	51 (32%)	0 (0%)	335 (35%)
4. Long-term vacant properties bought back into use for affordable housing	0	0	0	0	0	0	0	0	0%
5. Provision from non-self contained accommodation (shared special needs housing and hostels)	0	0	0	0	0	0	0	0	0%
Total Net Affordable Housing Provision from all sources	61	77	34	253	71	84	159	218	TOTAL 957
Net housing completions (excluding estate renewals e.g. Roundshaw)	137	363	420	658	258	470	612	512	TOTAL 3,430
Percentage	45%	21%	8%	38%	28%	18%	26%	55%	(overall 28%)

Source: LB Sutton AMR 2008-09

DTZ 'Affordable Housing Viability Study' (September 2008)

3.92 The previous section, as set out in "Report of Studies 3" presents information on the site thresholds and the proportions of affordable housing that might be necessary to meet an overall affordable target of 50%. However, it does not take into account whether it would be viable to achieve that level of affordable housing.

3.93 Therefore, the Council, as part of its work in developing its Core Planning Strategy, instructed DTZ Consulting to undertake a viability assessment of setting different thresholds and proportions of affordable housing sought on site, as set out in PPS 3 Housing.

Scope of the Study

3.94 The main aim of the Study was to identify the maximum amount of affordable housing that could be achieved without stifling development. In order to assess the effects of different affordable housing options, a number of key variables were tested for financial viability under different affordable housing quotas (35%, 40%, 45% and 50%). The key variables examined were: existing use (industrial, office, community, retail, leisure and residential); value (high, middle and low value bands); and tenure split of social rented units to intermediate units (70/30%, 60/40%, and 50/50%). The Study also examined sites under 10 units and the implications of seeking on-site affordable housing; and the implications of introducing a standardised tariff-based system for levying contributions on sites over 2 units and below 10 units. Finally, the Study examined the Council's current approach to calculating off-site contributions and assessed the DTZ model against the Greater London Authority's economic viability model (known as the Three Dragons' model).

3.95 The sites were appraised using a developer-based model that calculates the cash flow of a scheme and a site's profitability. Based on experience of similar investments, the consultants assumed that sites achieving a profitability lower than 10% for sites under 50 units and 12% for sites over 50 units would not be brought forward for development.

Findings of the Study

3.96 The general conclusions from the DTZ Study are that increasing the level of affordable housing on the notional sites had a negative impact on development profitability: increasing the proportion of affordable housing by increments of 5% (i.e. from 35% to 40% to 45% to 50%) reduced a scheme's Internal Rate of Return by 3-10% points. The Study suggests a Borough-wide starting point for negotiations of 40% affordable housing without grant subsidy and 50% with subsidy on sites of 10 units or more. The Study sets out the average viable quotas of affordable housing achieved for each of the different existing uses (Industrial, office, community, retail, public house and residential) and for high, medium and low value areas within the Borough based on the examples tested.

Existing Use

3.97 The conclusions from the Study with regard to existing use value are that industrial land has the lowest value and residential the highest, and this has a significant effect on the affordable housing that can be supported. Community use gave the same pattern as industrial, due to the low existing use value compared with residential. This pattern must be qualified, though, on the basis that the high abnormal costs of

transforming industrial land into residential were not incorporated into the financial model.

- 3.98** The Study concludes that in practice how significant the existing use value is in defining a site's ability to support affordable housing will depend on a number of other factors, including the price of the proposed units, the design and density of the development and the cost of any additional planning obligations that may apply.

Value Areas

- 3.99** The results of the DTZ Study illustrate the importance of site value in its ability to support affordable housing. High value areas are likely to support a greater amount of affordable housing than middle and low value areas. However, this pattern was not always as clear where the existing use was residential. This was because a higher land price was paid to reflect the higher sales values of units in the higher value areas. This affected scheme viability and reduced the developer's margin.
- 3.100** The provision of affordable housing becomes more challenging as land and sales value reduce.

Grant Subsidy

- 3.101** The Study concludes that Housing Corporation subsidy is crucial to the delivery of affordable housing. On most sites, subsidy aided the delivery of 50% affordable housing. The Study found that subsidy was especially effective in helping low value sites provide additional affordable housing.
- 3.102** The Study concludes that if Sutton wishes to increase the quota of affordable housing from 40% to 50%, in many instances this will require an appropriate level of grant subsidy.

Tenure Split

- 3.103** The Study concludes that varying tenure split to include a higher proportion of shared ownership units increases a site's viability. In some cases, the variation in tenure split to include more shared ownership increases the viability of a site to a level where additional affordable housing can be provided. However, in a large number of cases, an increase in the proportion of shared ownership improved the viability of the site, but not to the extent that additional affordable housing could be delivered.
- 3.104** The Study suggests that affordable housing policy should therefore focus on addressing housing need, rather than which tenure split delivers the most units.

Securing Affordable Housing on Small Sites (<10 units)

- 3.105** The Study suggests that obtaining affordable housing from small sites (i.e. fewer than 10 units) is problematic. The different value areas produce very different results with regards to whether affordable housing can be delivered, with or without subsidy. The Study suggests that a policy using unit numbers as the basis for apportioning affordable housing on small sites may not be the best approach. The reason for this is not due to the different viability thresholds for small and large sites but due to the difficulty of imposing a mathematical basis for apportioning tenures on small sites. The Study suggests that a more effective approach may be to base planning obligations on small sites in terms of habitable rooms or floor space. However, it

would require the Council to justify why a threshold of fewer than 10 units was appropriate in Sutton.

Securing a contribution from all development through a tariff-based contribution

- 3.106** The Study concludes that a tariff-based contribution in lieu of providing on-site provision on small sites could be appropriate in a number of cases. The idea of the tariff level is to capture the additional revenue generated by a site with no affordable housing, compared with one that delivers policy-compliant affordable housing. The average difference was broken down per unit, habitable room and on a per square metre basis. The analysis suggests that if the Council is looking to achieve the maximum contribution, a per square metre levy would yield the highest overall payment. This is due to the precision of levying a tariff on the proportion of total floor area, and as such there is no loss of contribution due to rounding. However, this would also mean seeking to justify a threshold below the GLA's London-wide threshold of 10 units.

Current Commuted Sum Calculation

- 3.107** The Study also examined the current formula used for the calculation of off-site contributions (as set out in Appendices 4 and 5 of the Council's Affordable Housing SPD) in order to address whether it was still appropriate for purpose. The Study provides a hypothetical case study to test the formula. The conclusion is that the current calculation is an appropriate means on which to base an off-site contribution.

Three Dragons Testing

- 3.108** The GLA 'Three Dragons' Toolkit allows local authorities in London to assess the development viability of a scheme in relation to the level of affordable housing proposed. DTZ have used the Three Dragons' Toolkit to verify the results produced by their own modelling work. The Study uses a mid value, 40% affordable housing quota, 70/30 split without grant subsidy to assess the Three Dragons' model against the DTZ work in the Discounted Cash Flow Model. The example used shows that the two approaches are in general agreement on each of the sites tested.

Housing Mix

London Strategic Housing Market Assessment 2008 (April 2009)

- 3.109** The Mayor published a London Strategic Housing Market Assessment Report in April 2009. The Mayor commissioned this Report to identify existing and future housing needs across the London region in the context of overall housing requirements.
- 3.110** The Mayor's Report compares the exchange between households and vacancies to "musical chairs". This analogy brings out the active relationship between supply and demand – most households find vacancies only because other households move or are dissolved. The analysis in the Report estimates housing requirements by calculating the net flows of households in and out of London's housing stock (see Figure 3.7 below).

Figure 3.7 Summary of 10 year Housing Requirement

Summary of 10-Year Housing Requirements by Household Flows (Source: ORS Housing Market Model March 2007 based analysis. Note: Figures may not sum due to rounding)

Housing Type	Inward Flow	Outward Flow	Net Housing Requirement (Surplus)	
			10-year total	Annual
5-Year Requirement				
Indigenous Change Household formations and dissolutions	912,200	250,700	661,500	66,100
UK Migration Households moving to and from London from other UK regions	556,500	1,046,500	(490,000)	(49,000)
International Migration Households moving to and from London from overseas	564,800	386,900	177,900	17,800
Established Household Moves Households moving within the region	1,561,600	1,561,600	-	-
Total	3,595,100	3,245,700	349,400	34,900

Source: 'London Strategic Housing Market Assessment', GLA (2009)

3.111 Figure 3.7 shows that household formations and dissolutions within London represent a predicted overall requirement of 661,500 additional homes over the 10 year period, with a further requirement for 177,900 households moving into London from overseas. However, it is expected that there will be a loss of 490,000 households (net) from households moving out of London. Finally, the number of established household moves remains constant. This gives an overall 10 year net housing requirement of 349,400 dwellings, or 34,900 per year.

3.112 The Report breaks down this net housing requirement from Figure 3.7 by number of bedrooms and type of housing (i.e. market, intermediate or social-rented). Figure 3.8 below shows this breakdown: the net flows approach also identifies notional 'surpluses' of particular kinds of housing when the number of households that are expected to require these homes is less than the number of homes expected to be available.

Figure 3.8 Ten Year Housing Requirement by Housing Type and Size

10-year Housing Requirement by Housing Type and Size, retaining 2007-based Housing Benefit in the private rented sector (Source: ORS Housing Market Model March 2007 based analysis. Note: Figures may not sum due to rounding)

Housing Requirement	Type of Housing			All Sectors
	Market	Intermediate	Social	
Gross Requirement				
1 bedroom	556,400	191,900	332,200	1,080,400
2 bedrooms	780,800	164,700	262,800	1,208,300
3 bedrooms	662,200	95,400	77,900	835,500
4 bedrooms	175,400	40,500	69,200	285,100
5 + bedrooms	64,500	43,600	24,300	132,400
Total	2,239,300	536,000	766,400	3,541,700
Net Requirement				
1 bedroom	128,400	(54,000)	(500)	74,000
2 bedrooms	66,300	6,400	124,000	196,700
3 bedrooms	16,400	16,800	(25,400)	7,900
4 bedrooms	(22,600)	(4,700)	58,300	31,000
5+ bedrooms	(10,100)	28,000	22,000	39,800
Total	178,400	(7,500)	178,500	349,400

Source: 'London Strategic Housing Market Assessment', GLA (2009)

3.113 Figure 3.8 shows that there is an overall net requirement for 128,400 1 bedroom market properties, 66,300 2 bedroom market properties and 16,400 3 bedroom market dwellings. However, there is a 'surplus' of 4 and 5 bedroom market properties: 22,600 4 bedroom market properties and 10,100 5 bedroom market units. It also shows that there is a requirement for 2,3 and 5 bedroom intermediate properties (6,400, 16,800 and 28,000 respectively) while there is a 'surplus' of 54,000 1 bedroom intermediate dwellings and 4,700 4 bedroom intermediate properties. Figure 3.8 shows a need for 2, 4 and 5 bedroom social-rented dwellings (124,000, 58,300 and 22,000 respectively) and a 'surplus' of 500 1 bedroom social rented dwellings and 25,400 3 bedroom social rented units.

3.114 The Report attempts to predict the likely response to these 'surpluses' and moves them to other units. These are set out in Figure 3.9 below. The GLA has made four assumptions in its adjusted estimations in Figure 3.9. First, the GLA argues that based on recent trends, approximately 4,300 market dwellings per year (i.e. 43,000 over a ten year period) of market housing are acquired as affordable housing. These properties are then distributed proportionately in Figure 3.9 to the identified shortfalls. Second, the surplus of 1 bedroom intermediate and social rented units is allocated to households technically able to afford 1 bedroom market dwellings. Third, the 'surplus' 25,400 3 bedroom social rented dwellings are re-distributed between 4 bedroom social rented housing (9,200 dwellings), 2 bedroom social rented units (14,200) and 3 bedroom intermediate units (1,900). Fourth, the 'surplus' of 14,900 4 and 5 bedroom market properties are converted into 1 bedroom (17,500) and 2 bedroom (21,000) properties.

Figure 3.9 Adjusted 10 Year Housing Requirement by Housing Type and Size

Adjusted 10-year Housing Requirement by Housing Type and Size (Source: ORS Housing Market Model March 2007 based analysis. Note: Figures may not sum due to rounding)

Housing Requirement	Type of Housing			All Sectors
	Market	Intermediate	Social	
Net Requirement				
1 bedroom	56,500	-	-	56,400
2 bedrooms	67,800	5,300	88,400	161,500
3 bedrooms	19,400	12,000	-	31,300
4+ bedrooms	-	19,300	57,200	76,500
Total	143,600	36,500	145,600	325,700
Proportionate Mix				
1 bedroom	17.3%	-	-	17.3%
2 bedrooms	20.8%	1.6%	27.1%	49.6%
3 bedrooms	5.9%	3.7%	-	9.6%
4+ bedrooms	-	5.9%	17.6%	23.5%
Total	44.1%	11.2%	44.7%	100.0%

Source: 'London Strategic Housing Market Assessment', GLA (2009)

3.115 Figure 3.9 shows that the baseline scenario is a lower total (32,570 per year) than the 2004 Housing Requirements Study (35,400 per year). This is largely due to the fact international in-migration has been significantly lower in London than was expected at the time of the 2004 Study, and this lower level is projected to continue.

3.116 Overall housing requirements (325,700) remain high in comparison to identified capacity to accommodate new homes that are set out in the London Plan (2008)

(305,000 between 2007/08 and 2016/17).

3.117 Figure 3.9 shows an overall requirement for 143,600 market dwellings (44% of total), together with a requirement for 145,600 social rented dwellings (44%) and 36,500 intermediate units (12%).

3.118 Figure 3.9 shows that the need for affordable housing (particularly 2 bedroom and 4 bedroom social rented housing) remains high, due to the continuing problems of affordability, homelessness and overcrowding.

3.119 Figure 3.9 also shows that there is a surplus of 4 bedroom + market dwellings and 1 bedroom intermediate and social rented housing. There is also a surplus of 3 bedroom social rented properties.

3.120 In terms of the housing mix required, Figure 3.9 shows a requirement for 17% 1 bedroom properties, approximately 50% 2 bedroom properties and 33% 3+ bedroom dwellings. This supports to Policy DM26 (Housing Mix) of the Site Development Policies DPD seeking a minimum of 25% 3 + bedrooms for all residential developments.

3.121 The Report sets out the characteristics and housing requirements of various 'sub-groups' such as older people, key workers and students. It also sets out the results of a variety of scenario tests, including the impact of changes in the housing market from the March 2007 baseline such as a significant fall in house prices of the kind occurring. The results show that the changes in house prices have little or no effect on their own on housing requirements, mainly because the threshold for 'market' affordability is set by the lower of house prices or private rents and rents are usually much lower for any given type of home.

Mayor's Draft Supplementary Planning Guidance on Housing (October 2009)

3.122 The Mayor published draft revised interim Housing Supplementary Planning Guidance in October 2009 for consultation. Due to the fact that the replacement London Plan will not be published formally until the winter of 2011, this draft guidance has been published as an interim measure. It includes further details on affordable housing targets and replaces paragraphs of 17.1-18.20 of the Housing Supplementary Planning Guidance (2005).

3.123 The draft Supplementary Guidance sets out details on six key aspects that boroughs should take into account in setting their affordable housing targets: an assessment of regional and local housing needs; a realistic assessment of supply; the strategic London-wide target for affordable housing (50%); within that, the London-wide objective that there should be 70% social housing and 30% intermediate housing provision, whilst recognising the Mayor's intention to increase the proportion of intermediate housing in the next London Plan; the promotion of mixed and balanced communities; and the most robust available assessment of housing capacity and potential sources of supply.

3.124 The draft Supplementary Guidance also focuses on housing and backgarden land and any relevant guidance is set out in the section below/

Housing and Backgarden Land

- 3.125** The Site Development Policies DPD (Proposed Submission Version) includes a policy (DM30 – Housing and Backgarden Land) seeking to protect backgarden land from inappropriate residential development. One of the criteria the Council will use to judge whether residential development on backgarden land is inappropriate is whether the site is of ecological value. The Council will assess the ecological value of back gardens in terms of the depth of backgardens; the overall area of backgarden land within the relevant street block; the degree to which past incursions have taken place; and the ecological value of any adjacent land. The policy is based on evidence gathered by the London Ecology Unit and produced in a paper entitled 'Breeding Birds and Residential Density in the London Borough of Sutton' (June 1990).
- 3.126** The Mayor's revised Interim Housing Supplementary Planning Guidance sets out the role of backgardens within London as contributing to:
- Local context and character, including social, physical, cultural, historical, environmental and economic characteristics;
 - Providing safe, secure and sustainable environments and play space;
 - Supporting biodiversity, protection of London's trees, 'green corridors and networks', abatement of flood risk and mitigating the effects of climate change, including the 'heat island' effect; and,
 - Enhancing the distinct character of suburban London.
- 3.127** It states that a number of London Plan policies can be used to provide strategic support for local policies and decisions which, in appropriate circumstances, seeks specific protection of gardens. Gardens are considered to be parts of the 'local context', as referred to in London Plan Policy 3A.3, and that London Plan Policies 3A.1 and 3A.2 should not be applied simplistically to justify the intensification of residential areas.
- 3.128** Furthermore, proposals which entail the loss of gardens should take account of the degree to which they provide safe, secure and sustainable environments, especially in suburban London where they are a key component of its unique attractions (London Plan Policy 2A.9). Account should also be taken of the way in which gardens can enhance biodiversity (London Plan Policy 3D.14), abate flood risk (London Plan Policies 4A.1, 4A.12 to 14) and address the effects of climate change and the use of green networks to create 'breathing spaces' (London Plan Policies 4A.1, 4A.9 and 4A.10). These wider objectives are generally considered likely to outweigh those flowing from the small increment to overall housing provision which usually results from garden development.



FOUR

Employment

Introduction

- 4.1** In 2005, the Council commissioned consultants Atkins to undertake an employment land and premises study. The primary purpose of the study was to inform the employment policies in the emerging Local Development Framework (LDF). The study identified a potential shortfall in employment floorspace to meet identified need over the LDF period, unless measures were taken to improve medium and long-term supply in the Borough. In particular, it highlighted the need to safeguard and improve most of the Borough's existing industrial locations for on-going employment use. While it identified Sutton as a strong suburban industrial location where supply conditions are tight relative to demand, it found that office floorspace vacancy rates were relatively high, particularly in Sutton town centre, and that much of this space was unsuitable for current and emerging demand, which comes largely from small businesses requiring flexible and affordable premises. Accordingly, it considered that approximately 50% of vacant town centre office floorspace could reasonably be transferred to housing and other non-employment uses through redevelopment and refurbishment.
- 4.2** The findings of the Atkins Study informed the preparation of the early stages of LDF preparation. However, it has become apparent that the Atkins Study needs to be updated to take account of changes since 2005. Accordingly, in 2008, the Council itself undertook an Employment Land Review (ELR) Update to inform the final stage of the Core Planning Strategy (CPS). This was prepared in accordance with Government guidance¹ and was based on new surveys of the borough's main industrial areas and town and district centres. The methodology and outcomes of the ELR Update were described fully in Chapter 4 of the Report of Studies 3 (November 2008).
- 4.3** The 2008 ELR Update has also informed the employment policies of the Site Development Policies DPD. A slightly modified version has been reproduced in this latest Report of Studies, taking into account updated surveys of the town and district centres and acknowledging the recommendations of the Inspector at the CPS Examination in Public. The industrial land data and analysis is unchanged and there is no change to the conclusions of the ELR Update as they relate to forecasts of employment and the need for land and premises.
- 4.4** This chapter is split into a number of sections. A brief explanation of the Employment Land Review process is followed by a broad analysis of the supply of employment

¹ Office of the Deputy Prime Minister. **Employment Land Reviews – Guidance Note**. December 2004.

land and premises in the borough, based on the recent surveys. This is followed by a brief analysis of the borough's jobs and resident workforce. Estimates are then made of future employment demand, based on the work done by Atkins, extrapolation of trends, GLA forecasts and local market factors. These are expressed in terms of land and premises requirements and compared with existing and forecast supply. The final sections consider the policy implications for the LDF and the need for further research.

Employment Land Reviews

- 4.5** The Government's Guidance Note sets out a three-stage process for preparing employment land reviews (ELRs). This formalises what, in practice, is likely to be an iterative approach.
- Stage 1 – take stock of the existing situation, including an initial assessment of 'fitness for purpose' of existing allocated employment sites.
 - Stage 2 – assess, by a variety of means (i.e. economic forecasting, consideration of recent trends and/or assessment of local property market conditions) the scale and nature of likely demand for employment land and the available supply in quantitative terms.
 - Stage 3 – undertake a more detailed review of site supply and quality and identify and designate specific new employment sites in order to create a balanced local employment land portfolio.
- 4.6** ELRs are viewed as a key component of the evidence base for LDF policies and proposals, forming part of the continuing 'plan, monitor and manage' approach to creating spatial strategies. The guidance does not prescribe a single methodology. Individual authorities are advised to adapt the advice to suit particular local circumstances.
- 4.7** The Atkins Study broadly followed the ODPM methodology, identifying 40 'employment sites'. Estimates of future employment demand in the Borough were made using three complementary forecasting techniques. These were then converted into estimates of required employment land and floorspace by applying standard worker/floorspace and floorspace/land ratios. Existing employment locations were assessed in order to identify the scope for meeting these requirements through the redevelopment and re-use of vacant land and premises, and from intensification within identified 'consolidation' areas. Finally, the Study suggested a number of new employment sites to meet the upper end of their demand forecasts.
- 4.8** Apart from doubts regarding the reliability of Atkins' employment forecasts, there are also other shortcomings inherent in the consultants' approach, including their treatment of all types of employment land as a single commodity. In reality, there are significant differences between industrial areas and town centre office locations in terms of their land and floorspace requirements and the market conditions that prevail. Moreover, the report does not explain in any practical way how the 'consolidation' of existing employment sites would contribute to meeting future needs. The ELR Update aims to overcome some of these problems by adopting a thorough approach involving more detailed employment land and premises surveys.
- 4.9** The following is a summary of the methodology used in the ELR Update:
- Stage 1 – the Atkins Study and its findings were taken as the initial assessment of the existing situation, including the suitability of employment sites. The Study

had found that all the main industrial areas were suitable for continued employment use, except those at Hackbridge where mixed-use redevelopment should be considered. It also found that office employment in the Borough's centres should be retained, though outdated offices could be suitable for mixed-use conversion or redevelopment.

- Stage 2 – forecasts of future industrial and office space requirements were made, based on the analysis of local economic data and information from the GLA. This was compared with estimates of available supply based on the survey carried out by the Council.
- Stage 3 – a detailed site assessment was carried out to assess suitability and capacity for future employment use. Comparing the results of the assessment with future space requirements, a shortfall of supply was identified. Alternative ways of meeting the supply shortfall were assessed.

4.10 It should be noted that Employment Land Reviews are restricted in their scope to sites and premises falling within the B Use Classes. Both the Atkins Study and the ELR Update therefore exclude consideration of sites and premises providing employment in other significant sectors, notably retail, leisure, health and education. This may be seen as a shortcoming in the methodology.

4.11 The Sutton Employment Land & Premises Review Update distinguishes between three broad types of employment location in the borough, encompassing a range of sectors. *Town and district centres* provide a mix of job opportunities in offices, shops, leisure facilities and other services. In particular, Sutton town centre is the borough's largest employment centre. The borough's ten *main industrial areas* cover 147 hectares and are located mainly in the north of the Borough. They include three Strategic Industrial Locations (SILs) identified in the London Plan (Beddington, Kimpton and Silver Wing/Stafford Cross). Elsewhere, a number of *small or freestanding employment locations*³ include industrial sites and office buildings⁴. These make a significant contribution to meeting the demand for business premises and provide a substantial number of jobs. However, due to resource constraints, they were not included in the 2008 survey.

4.12 The criteria used to assess each of the main industrial areas and town centre office locations were based on the ODPM Guidance⁵. They include similar considerations to those proposed by the GLA for assessing the suitability of industrial sites for retention or release⁶. They are designed to balance considerations of 'fitness for purpose', market demand and sustainability, as follows:

- Fitness for purpose – suitability for the intended uses, including such factors as business requirements, impact on neighbouring uses (amenity), vehicular access and absence of ownership and other site constraints;
- Market demand – from potential developers and occupiers, as indicated by the number and length of vacancies, evidence of/from marketing activity and views of local property agents;

³ These were not surveyed as part of the Employment Land & Review Update.

⁴ Employment is also provided in other use classes, e.g. retail, schools and hospitals.

⁵ Office of the Deputy Prime Minister. **Employment Land Reviews – Guidance Note**. December 2004. Para. 6.11 and Annex E (Box E.1).

⁶ Mayor of London. **Industrial Capacity**. Supplementary Planning Guidance. March 2008. Paras 4.8-4.13.

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- Sustainability – effect on the objective of promoting sustainable development, as indicated by the degree of access to a local workforce, to public transport and to local services, and the effect on social and regeneration objectives. Scoring against these criteria has reflected the inherently different characteristics of office locations compared with industrial areas, i.e. different relative standards have been applied. The results of the assessment are summarised below.

Industrial Land and Premises

- 4.13** A detailed survey of the Borough's eleven *Main Industrial Areas*⁷ was undertaken between July and October 2008. The location of these areas is shown on Fig. 4.1. The survey recorded the characteristics of each area, notably the use of individual sites within them, plus the number, size and condition of buildings. It was more detailed than the survey carried out by Atkins and provides better information on industrial floorspace. It has fed into the ELR Update and will be used as baseline for future monitoring.
- 4.14** The survey results are summarised in Table 4.1 and illustrated in Fig. 4.2. They show that the Borough's industrial land supply is dominated by the Beddington SIL, which comprises 70% of the total area and contains 55% of the total built floorspace. Together with Stafford Cross/Silver Wings, it forms part of the Purley Way SIL, extending into LB Croydon. Each of the Borough's SILs is close to key radial routes into London and out to the M25. Overall, the three SILs comprise 86% of the total area and contain 74% of the floorspace.
- 4.15** Table 4.2 shows the amount of floorspace, by use class, for each of the surveyed areas. Overall, general industry and warehousing are dominant, although there is substantial light industry at Kimpton, Restmor Way and Stafford Cross, and a significant amount of waste recycling⁸ at Beddington.
- 4.16** Over 17% of the floorspace was vacant, though there was considerable variation between the different areas. The figure includes 14,125 sq m of space under construction at the former Paynes Chocolate Works, which was being redeveloped to provide new industrial and 'trade counter' space. It also included a new development of 8,569 sq m being completed at the time of survey in the Kimpton Industrial Estate. If these development projects are removed from the figures, the total amount of vacant space is 58,024 sq m representing a vacancy level of 13.1%, and the vacancy rate at Kimpton comes down to 11.6%. The highest amount and percentage of vacant floorspace elsewhere was at the Felnex Estate, which contains large empty buildings awaiting redevelopment.

⁷ These comprise three *Strategic Industrial Locations* (identified in the London Plan) and eight *Locally Significant Industrial Sites* (in the terminology of the Mayor's 2008 Industrial Capacity SPG) previously identified in the UDP. The general title *Main Industrial Area* is used here in order to distinguish each area from the individual sites within it and because other smaller industrial sites and areas may also be locally significant.

⁸ A Sui Generis use.

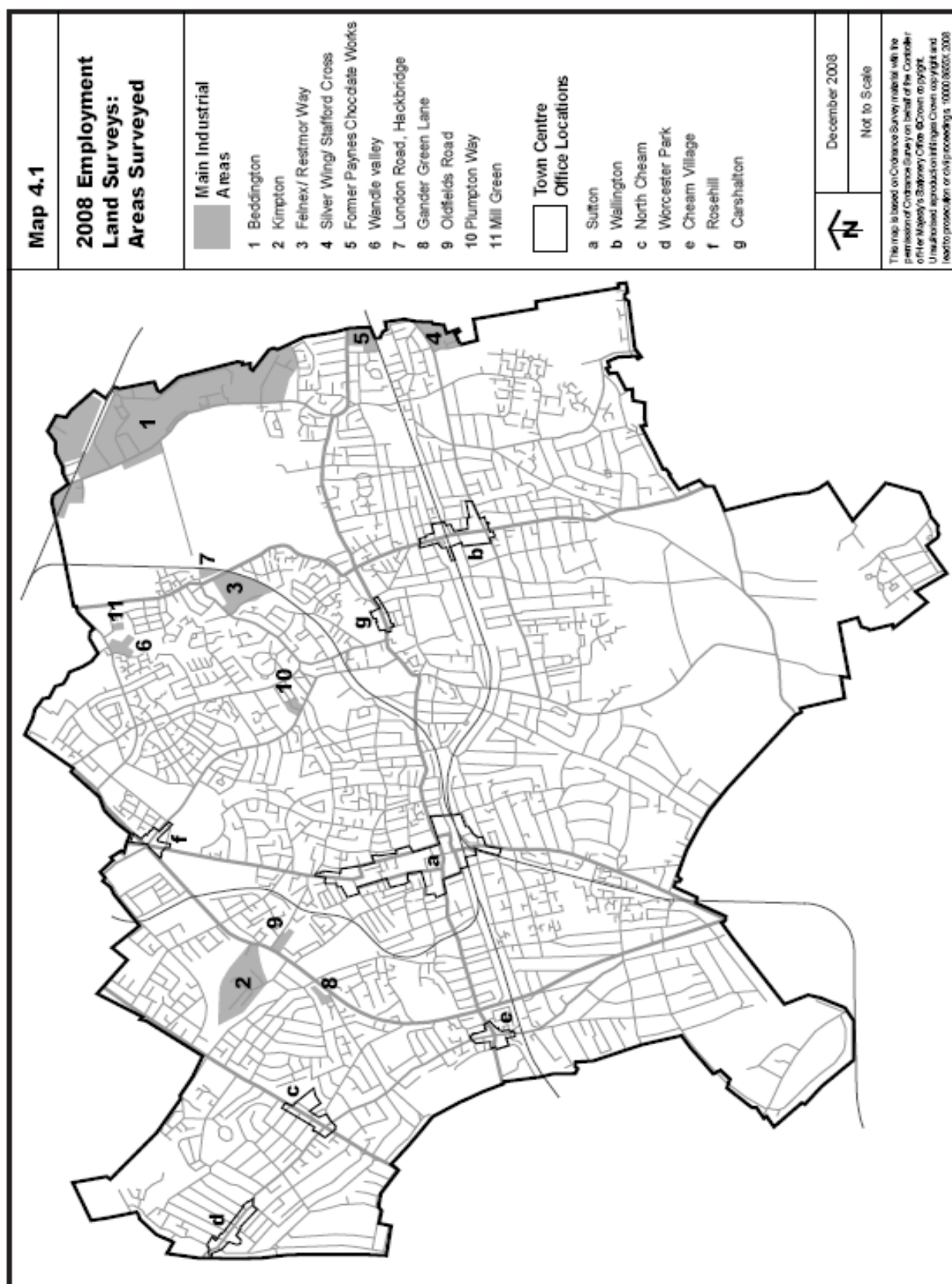


Table 4.1: Industrial Land and Floorspace in Sutton's Main Industrial Areas, 2008

Industrial Area	Size (ha)	Floorspace⁹ (sq m)	Plot Ratio (sq m/ha)
Beddington SIL	105.82	256,162	2,420
Kimpton SIL	17.98	64,938	3,612
Felnex/Restmor Way	11.34	77,187	6,807
Silver Wing/Stafford Cross	5.92	25,920	4,378
Former Paynes Chocolate Works	3.68	14,125	3,838
Wandle Valley Trading Estate	2.50	8,554	3,422
London Road, Hackbridge	1.18	3,791	3,064
Gander Green Lane	0.75	4,921	6,561
Oldfields Road Trading Estate	0.61	3,987	6,536
Plumpton Way Industrial Estate	0.59	2,753	4,666
Mill Green	0.34	2,676	7,871
Total	150.71	465,014	3,085

Source: LBS Industrial Land Survey 2008

- 4.17** There is considerable plot ratio¹⁰ variation between the surveyed areas, depending on the nature of their use. Generally, built development is more intensive on the smaller areas. The relatively low plot ratio at Beddington SIL reflects its high proportion of waste recycling activities, which use land rather than buildings. The ratio at Kimpton reflects the presence of three vacant sites totalling 3.62ha. If these are excluded, the ratio rises to 4,522 sq m per ha.
- 4.18** It is considered that, excluding the vacant land at Kimpton, there is limited scope for securing additional employment through 'intensification' of the surveyed areas. Further analysis of potential at Beddington may reveal some scope for additional floorspace, though this is limited by the concentration of waste management and recycling activities. The vacant land at Kimpton could produce an additional 16,400 sq m of floorspace, on the basis of current plot ratios. In addition, if vacancy rates were reduced to a 'frictional' level of 8% overall¹¹, this would bring an additional 37,100 sq m of floorspace into use. This is considered to be realistic given known proposals and marketing activity.

Industrial land market

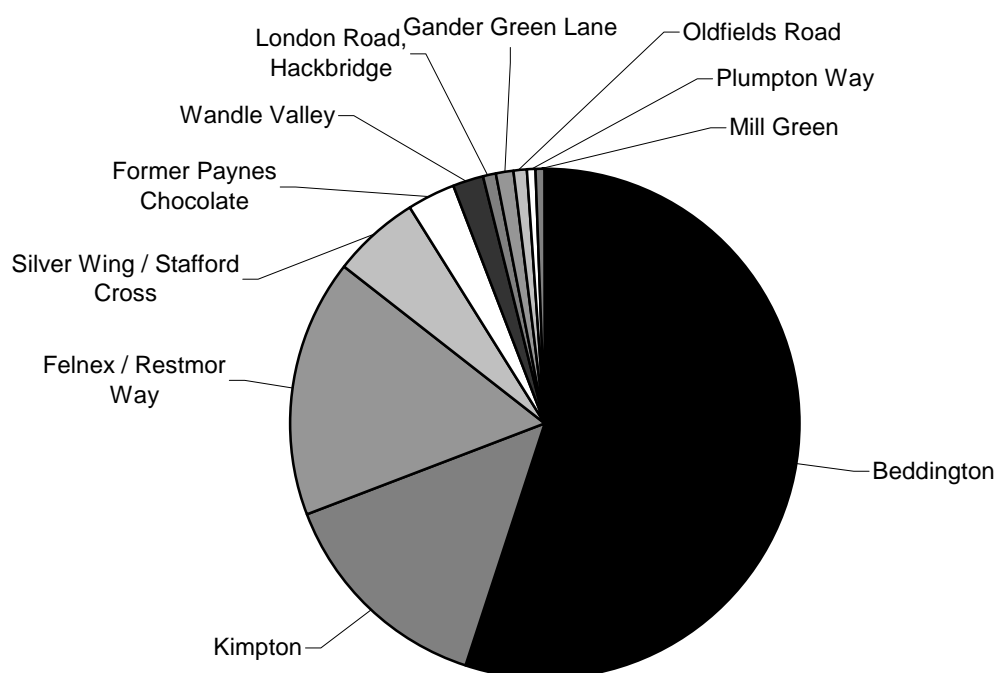
- 4.19** Once the nature of vacant industrial space is taken into account, the survey indicates that the industrial market in Sutton is buoyant. This impression is confirmed by local property agents, who identify a generally strong demand for industrial land and premises. This is typically from Sutton businesses seeking better premises, preferably within the borough because the A217 is perceived to provide better access than the congested A23. Confidence in the local industrial market, based on the continuing demand for space in most of the borough's industrial areas, has been demonstrated by the development of new units at Kimpton and on the site of the former Paynes Chocolate Works near Purley Way (4.16).

⁹ Gross external floorspace measured from the Council's GIS database.

¹⁰ Industrial floorspace per hectare as a measure of intensity of built development..

¹¹ The Industrial Capacity SPG suggests that a reasonable rate of frictional vacancy at any given time approximates to 5% of the industrial land stock and 8% for floorspace.

Fig. 4.2: Industrial Floorspace distribution in Sutton's Main Industrial Areas, 2008



Source: LBS Industrial Land Survey 2008

- 4.20** The tightness of Sutton's industrial land market is recognised by the GLA, which has placed the borough in the 'Restricted Transfer' category for the transfer of industrial land to other uses – for boroughs that typically have low levels of industrial land relative to demand¹². The Atkins Study found relatively low land and floorspace vacancy rates within the industrial property sector, indicating a strong suburban industrial location and a stable industrial and warehousing property market where supply conditions are tight relative to demand¹³.
- 4.21** At the time of the Atkins Study, prime industrial rents in Sutton averaged approximately £11 per sq ft, similar to Kingston and significantly more than Croydon and Bromley¹⁴. Quoted rents at the developments mentioned in 4.16 vary from £9.50 to £13.50 per sq. ft. The agents are confident that these units will help meet a 'pent up demand' for industrial premises.

¹² Mayor of London. Industrial Capacity. Supplementary Planning Guidance. March 2008. Table 2 and para. 3.16.

¹³ Atkins, Sutton Employment Land and premises Study, Final Report, November 2005, Executive Summary (x)

¹⁴ Ibid, Table 3.22.

Table 4.2: Industrial Floorspace by Use Classes and Vacant Space

Industrial Area	B1	B2	B8	Sui Generis	Vacant	Total
Beddington SIL	966 (0.4%)	98,704 (38.5%)	88,615 (34.6%)	53,141 (20.7%)	14,736 (5.8%)	256,162
Kimpton SIL	18,816 (29.0%)	24,944 (38.4%)	6,066 (9.3%)	0	15,112 (23.3%)	64,938
Felnex/ Restmor Way	19,784 (25.6%)	11,022 (14.3%)	17,280 (22.4%)	0	29,101 (37.7%)	77,187
Silver Wing/ Stafford Cross	4,620 (17.8%)	16,742 (64.6%)	297 (1.1%)	0	4,261 (16.4%)	25,920
Former Paynes Chocolate Works	0	0	0	0	14,125 (100%)	14,125
Wandle Valley Trading Estate	0	8,554 (100%)	0	0	0	8,554
East of London Road, Hackbridge	813 (21.4%)	1,193 (31.4%)	979 (25.8%)	806 (21.3%)	0	3,791
Gander Green Lane	0	1,997 (46.5%)	0	2,294 (53.5%)	0	4,291
Oldfields Road Trading Estate	0	1,863 (46.7%)	0	0	2,124 (53.3%)	3,987
Plumpton Way Industrial Estate	0	1,811 (65.8%)	628 (22.8%)	0	314 (11.4%)	2,753
Mill Green Business Park	1,731 (64.7%)	0	0	0	945 (35.3%)	2,676
Total	46,730 (10.1%)	166,830 (35.9%)	113,865 (24.5%)	56,241 (12.1%)	80,718 (17.4%)	464,384

Source: LBS Industrial Land Survey 2008

- 4.22** The agents noted a demand from small occupiers, especially looking to buy freehold premises. Demand is quite strong for start-up units of 1,000-1,500 sq ft, and for slightly larger units up to 2,500 sq ft. They recognised a problem for start-up companies and self-employed people seeking suitable premises. There is also strong demand for larger units of over 10,000 sq ft and for land for recycling. They suggested that more land is needed to meet the demand and retain employment in the borough.
- 4.23** The need for additional waste management provision on industrial sites is recognised in London Plan Policy 3B.4. The Industrial Capacity SPG includes an indicative land demand for waste management and recycling of 51ha¹⁵ in the South West sub region (2006-2021). Sutton is working with the South London boroughs of Croydon, Kingston and Merton to prepare a joint Waste Plan, which will identify specific sites to be allocated for waste management. A recent consultation document¹⁶ specifies a likely need of 15-17 ha of additional land across the South London Waste plan area by 2021. Among the areas of search is Beddington SIL and the adjoining Beddington Farmlands, where there is existing waste management activity.

¹⁵ Of which 3ha is specified for Sutton.

¹⁶ South London Waste Plan, Issues & Options Consultation Document, September 2008.

- 4.24** The GLA's Industrial Capacity SPG also identifies logistics as one of the major sources of employment growth in the industrial sector and the Wandle Valley (which includes the Beddington SIL) as a principal property market area for logistics in London¹⁷.
- 4.25** The supply of industrial land and floorspace in the Borough is threatened by redevelopment and change of use to housing and other non employment uses. The Atkins Study indicated that, between 1996 and 2003, 41.86ha of employment land had been lost through redevelopment for housing. It went on to suggest that a further 78 ha of employment land could be lost in the period 2005-2016 if past trends continue.
- 4.26** A full analysis of the effects of planning permissions on employment land supply has not yet been undertaken. However, the limited information in Table 4.3 does suggest that the loss of employment floorspace is continuing. While the data does not show the areas of land affected, it does indicate the loss of 5,659 sq m of industrial/warehousing space, all through redevelopment or conversion to housing.

Table 4.3: Planning Permissions involving the Loss of B1/B2/B8 Floorspace (April 2004 – March 2007)

Existing Use Class	Number of permissions	Existing Floorspace (sq m)	Net Loss of floorspace (sq m)
B1	30	11,439	10,004
B2/B8	8	5,659	5,659
Total	38	17,098	15,663

Source: LBS Monitoring Information

Industrial Area Assessment

- 4.27** The results of the assessment of the surveyed industrial areas, using the criteria listed in 4.12, are shown in Table 4.4. Overall, all the surveyed areas are considered to be suitable for continued industrial use. Only two (Felnex and Gander Green Lane) score lower than 'average' in terms of 'fitness for purpose', while all areas appear to perform well in terms of market demand. The relatively low sustainability scores reflect the typical industrial area location away from railway stations and local centres

Table 4.4: Assessment of Sutton's main Industrial Areas

Industrial Area	Fitness for Purpose	Market Demand	Sustainability
Beddington SIL	4	4	2
Kimpton SIL	5	5	3
Felnex/Restmor Way	2	4	4
Silver Wing/Stafford Cross	4	4	3
Former Paynes Choc Works	4	5	4
Wandle Valley Estate	3	4	2
London Road, Hackbridge	4	4	4
Gander Green Lane	2	3	2
Oldfields Road Estate	3	4	3
Plumpton Way Estate	3	4	4
Mill Green	4	3	2

Source: LBS Industrial Land Survey 2008

¹⁷ Mayor of London, 2008, Op Cit, para 5.10.

Town Centre Offices

- 4.28** In August/September 2008, Council officers carried out comprehensive surveys of commercial floorspace in Sutton town centre and the six district centres. The surveys collected information on all ground floor and upper floor space within the boundaries shown on the Unitary Development Plan (UDP) Proposals Map. Gross external floorspace was calculated by measuring the building footprint of each unit.
- 4.29** Table 4.5 shows the amount of B1 office floorspace in Sutton town centre and in each of the 6 district centres. It also shows the amount of vacant office floorspace in these centres. The distribution of floorspace between the centres is shown figuratively in Fig. 4.3 and the proportion of vacant floorspace in each centre is shown in Fig. 4.4.

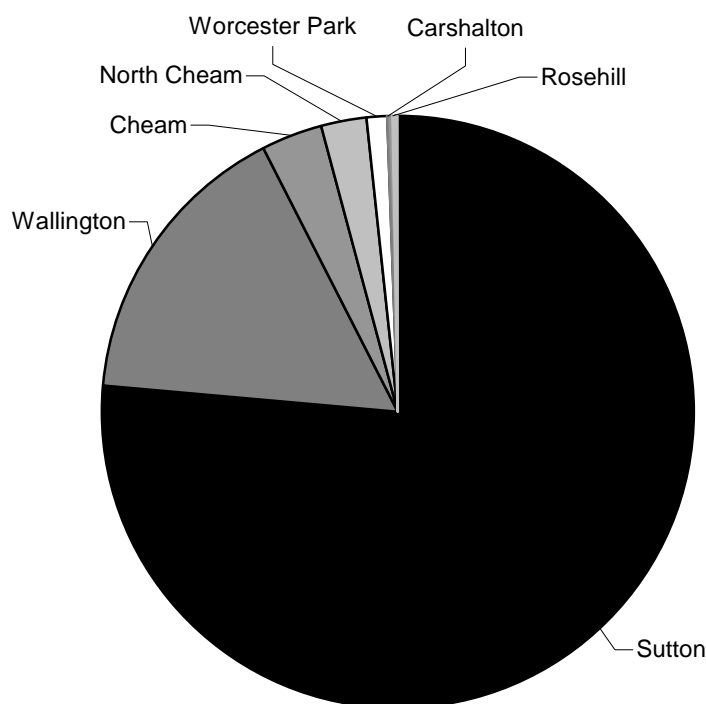
Table 4.5: B1 Office Units and Floorspace in Sutton's Town and District Centres, 2008

Centre	Floor Area (sq m)	Occupied floor area (sq m)	Vacant floor area (sq m)	Vacant floor area (%)	No of Units	No. of Vacant Units	Vacant Units (%)
Sutton	148,495	127,603	20,892	14.1	85	14	15.7
Wallington	31,239	18,641	12,598	40.3	31	6	19.4
Cheam	6,532	5,882	650	10.0	16	1	6.3
N. Cheam	5,052	1,818	3,234	64.0	11	1	9.1
Worcester Pk	2,197	2,157	40	1.8	12	1	8.3
Carshalton	475	232	243	51.2	5	2	40.0
Rosehill	424	424	0	0.0	5	0	0.0
Total	194,414	156,757	37,657	19.4	165	25	15.2

Source: LBS Town Centre Surveys

- 4.30** The figures demonstrate that most B1 office floorspace is in Sutton town centre (77%), with a significant amount of additional floorspace in Wallington (16%). Overall, some 15.2% of total office floorspace was vacant at the time of survey. Figure 4.4 shows that vacancy levels were particularly high in Wallington, North Cheam and Carshalton. Looking at occupied floorspace, Sutton has 85.9% and Wallington only 59.7%.
- 4.31** Within *Sutton Town Centre*, the majority of office floorspace is located in multi-storey buildings in the southern end of the town centre; however a variety of other offices are distributed throughout the town centre. Office units vary considerably in size from small units (as small as 41 sq m) to entire multi-storey office buildings (up to 24,009 sq m). The average size of a unit in Sutton is 1,739 sq m, and 20% of units are less than 200 sq m, some of which are located above shop units. 27% of units are over 5,000 sq m, but only 2% of units are over 10,000 sq m.
- 4.32** Vacancies account for 14.1% of all office space; much of this is located within under-utilised or empty office buildings such as Sutherland House and South Point in the southern part of the town centre. Of total town centre vacant commercial floorspace, just over half (52%) was vacant office space.

Figure 4.3: Distribution of B1 Office Floorspace by Centre, 2008



Source: LBS Town Centre Surveys 2008

- 4.33** Wallington is the largest District Centre in the Borough and offices comprise almost half of total commercial floorspace¹⁸. However, much of the office floorspace is vacant (40%) which is largely due to the refurbishment of Canon House. This site has planning permission for mixed-use redevelopment which would include 174 residential units and 2,083 sq m of retail, office and other uses. If it is taken out of the calculations, only 15% of office floorspace remains vacant and available.
- 4.34** The other main office centres are Cheam, North Cheam and Worcester Park, with a mixture of small offices units and larger office blocks. In Cheam and North Cheam, all of the larger blocks have vacant floorspace. The high vacancy figure for North Cheam is due to one empty office block (Victoria House), which has received planning permission for a change of use to housing and retail. Offices account for only 10% of total commercial floorspace in Worcester Park, which is relatively low when compared to the other centres.

Sutton Office Market

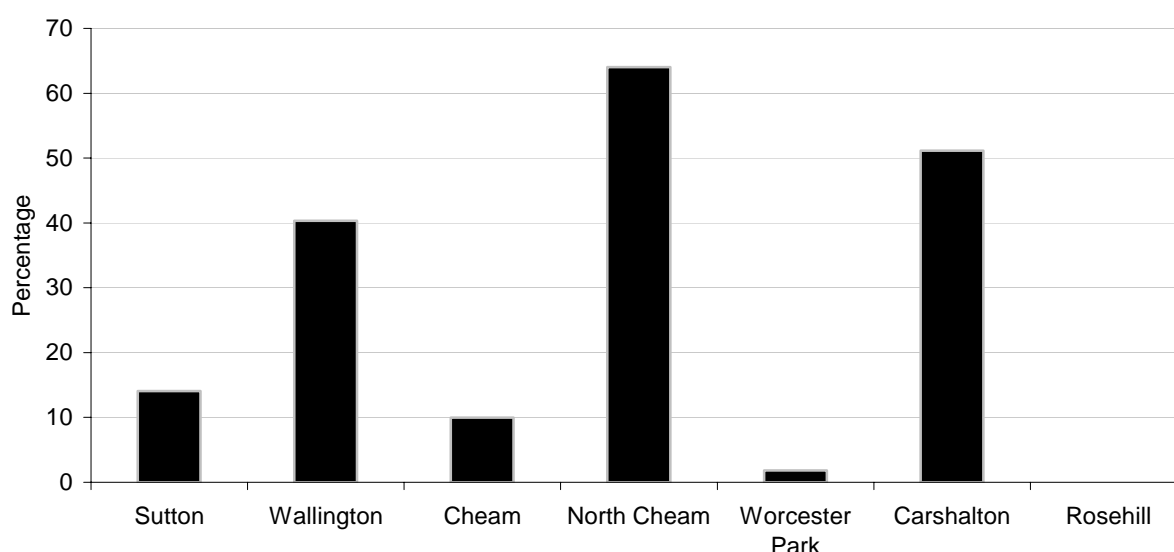
- 4.35** The demand for suburban office space in London has been relatively weak since the 1980's, due mainly to the decline in demand for back office functions that have relocated elsewhere, often to cheaper sources of labour on the global market¹⁹. Research has shown that employers want better space than is available in suburban town centres, while rentals are too low to justify much in the way of private investment²⁰. At the same time, there has been a boom in office construction in many parts of Central London, resulting in increased levels of commuting from the suburbs.

¹⁸ Commercial Floorspace includes A1-A5, B1, B2, D1, D2, Sui Generis and unallocated space.

¹⁹ URBED, Over the Edge? **Town centres and the London economy**. 2008.

²⁰ Ibid.

Figure 4.4: Vacant Floorspace as a Percentage of Total B1 Office Floorspace, by Centre, 2008



Source: LBS Town Centre Surveys 2008

- 4.36** The Atkins Study found that office floorspace vacancy rates were relatively high, mainly within a limited number of large buildings, particularly in Sutton town centre. It found a significant proportion of this space to be unsuitable for current and emerging demand in the Borough, which comes largely from small businesses, many of which require flexible and affordable premises²¹. The latest survey confirms this overall impression, but the proportion of vacant space in 2008 is now lower, at 19% compared with the 30% measured by Atkins.
- 4.37** At the time of the Atkins Study, prime office rents in Sutton town centre averaged about £15 per sq ft, similar to Croydon but significantly less than Kingston, Bromley and Wimbledon²². According to a local agent, rental levels are still about £15 psf, compared with £25 psf in Reigate. However, while demand is limited, there have been enquiries seeking units in the range 3-5,000 sq ft and a recent letting of five floors at Quadrant House to a single occupier. Sutton has a very limited stock of quality buildings to compete with Croydon, Epsom and Reigate. However, the agents consider that a suitable new 25,000 sq ft building, providing secure accommodation and on-site car parking, could attract an inward investor.
- 4.38** Overall, the implications for planning policy are:
- Sutton is in somewhat of a “Catch 22” situation. There is a lack of modern marketable office space, hence demand and rental levels are low. There is, therefore, no confidence from investors. The challenge is how to provide suitable new office premises in such an investment climate.
 - It is apparent that the most marketable type of new office premises would be similar to Mulgrave Chambers – well-located, self-contained, secure and with adequate car parking. Freehold availability is also important.
 - The scope for securing successful office premises through mixed-use development may be limited. Neither investors nor occupiers like this model. It

²¹ Atkins, **Sutton Employment Land and Premises Study**, Final Report, November 2005, Executive Summary (x)

²² Ibid, Table 3.22.

may be that horizontal segregation would be more viable than vertical segregation.

- Agents see on-site car parking as being vital to attract occupiers – not just for the bosses, but also to attract good staff.
- Town centre services are important to attract and retain office occupiers. Notably, the town centre should be safe and attractive, with easy access to shops, restaurants, etc. There is a need for sports and recreational facilities for office workers.

4.39 Faced with weak demand for older premises, some owners have been granted permission to convert or redevelop office buildings for residential purposes. However, this may encourage other landowners to seek residential permissions for buildings and sites that remain suitable for office use. While, in the current economic climate, the prospects for new office development remain weak, experience has shown that markets do recover and some local demand for office space is expected to return over the next 10/15 years. In particular, Atkins identified a demand for modern flexible office space from small and medium sized businesses, including local service companies.

4.40 At the beginning of 2010, a further study is underway to examine the local office market in more detail and clarify prospects for future office employment. This research is being carried out specifically to inform the preparation of the *Sutton Town Centre Area Action Plan*, but some preliminary conclusions can be drawn to support the relevant policies set out in the *Site Development Policies* DPD. In particular, the research shows:

- Approximately half of the companies occupying B1 premises in Sutton town centre fall within the broad category of *Business Services*, and they occupy just over half the B1 floorspace. These include both large and small companies.
- Other important categories are *Financial Services* and *Public Administration*.
- Financial and Business Services are considered to have good prospects for future growth

4.41 These findings appear to reinforce the conclusions summarised in 4.38, above. It therefore remains important to protect and provide suitable office space in the borough's town and district centres in order to meet the needs of local businesses and provide job opportunities for local residents. This should include space in new developments, which should be designed to meet the needs of prospective occupiers. The Council will continue to monitor the local office market to ensure that plan policies remain relevant and realistic.

Assessment of Sutton's Town and District Centre Office Locations

4.42 As part of the ELR Update, the seven centres were assessed against the criteria set out in 4.12. The results are shown in Table 4.6. All the centres score relatively well in relation to sustainability, but relatively low in relation to market demand. 'Fitness for Purpose' scores vary between the centres.

Table 4.6: Assessment of Sutton's Town Centre Office Locations

Office Location	Fitness for Purpose	Market Demand	Sustainability
Sutton	5	3	5
Wallington	4	2	4
Cheam	3	2	3
N. Cheam	2	1	3
Worcester Park	3	2	3
Carshalton	3	2	3
Rosehill	2	1	3

Source: LBS Town Centre Surveys 2008

Sutton's Employment and Workforce

- 4.43** According to the ONS Mid-Year Estimate, the Borough population in 2007 was 185,894. This is substantially higher than the figure in the GLA's population estimates²⁴, which are used for planning purposes. According to the GLA's lower population forecasts, the working age population is expected to remain relatively unchanged over the CPS period.
- 4.44** Other sources of data regarding the size and breakdown of the employed population also present a confusing picture and should be treated with caution. According to data from the ONS Annual Population Survey, the economically active population of Sutton in 2007 was 99,400 and the economic activity rate was 81.4%, implying a working age population of 122,110. Figures from NOMIS (Labour Force Survey) suggest that there were 76,100 employees in employment and 11,200 self-employed residents during 2003-2004, totalling some 87,500. Of these working residents, 67,400 (77.1%) were full-time and 20,100 (22.9%) were part-time. Claimant count unemployment has been relatively low for the past decade, recording 1.4% in June 2008, though it will rise in the developing economic recession.
- 4.45** For Borough employment, figures from the Annual Business Inquiry (2006) show 67,840 workplace jobs. To this must be added self-employed people working in the Borough, including those working from home. This may bring the total Borough jobs figure up to around 79,000. However, the GLA's estimates (shown in Table 4.8) are substantially lower than this.
- 4.46** Further work is ideally needed to check these job figures and provide more accurate estimates. One supplementary approach would be to identify the Borough's main sources of employment and estimate the number of jobs in each. For example, using the results of the employment land surveys and applying standard floorspace/job ratios, there may be 9,000 people²⁵ working on the main industrial areas and approximately 6,350 B1 office jobs in the Borough's town and district centres²⁶. This is

²⁴ GLA 2006 estimate is 180,760; ONS 2006 estimate is 184,435.

²⁵ Based on an employment density factor of 50 sq m gross industrial floorspace per job, applied to a surveyed 450,000 sq m. This reflects a ratio of 44 sq m net internal floorspace per job (Roger Tym & Partners, 2005), adjusted to reflect a net/gross ratio that is lower than for offices (ODPM Guidance).

²⁶ This calculation is based on an assumed office employment density of 19 sq m (net internal area) per job in Outer London (Roger Tym & Partners, London Employment Sites Database, GLA Employment Projections Technical Paper 2, October 2005, Table 1.2). On the basis that the gross figure is typically 15-20% higher than the net figure (according to the former ODPM's guidance on Employment Land Reviews), this equates to an employment density factor of 22.5 sq m gross office floorspace per job. This was applied to an occupied floorspace of 143,000 sq m.

something that could be included in a forthcoming *Local Economic Assessment*, which the Council is required to prepare under the provisions of the 2009 Local Democracy, Economic Development and Construction Act. The work currently being carried out for the *Sutton Town Centre Area Action Plan* seeks to improve understanding of businesses and employment in Sutton town centre.

- 4.47** The ABI figures, broken down by sector, are shown in Table 4.7. They demonstrate the importance of service sector jobs to the Sutton economy.

Table 4.7: Workplace Employment in Sutton by Sector, 2001 and 2006.

Sector	2001 Workplace Employment No (%)	2006 Workplace Employment No. (%)
Primary & Utilities	140 (0.2%)	120 (0.2%)
Manufacturing	3,940 (6.1%)	3,560 (5.3%)
Construction	8,820 (13.6%)	10,150 (15.0%)
Wholesale & Retail Dist	15,010 (23.1%)	13,530 (19.9%)
Hotels and Catering	3,270 (5.0%)	3,610 (5.3%)
Transport & Comms	2,520 (3.9%)	2,220 (3.3%)
Finance & Business	20,970 (32.2%)	23,860 (35.2%)
Public Services	10,400 (16.0%)	10,790 (15.9%)
TOTAL	65,070	67,840

Source: NOMIS Annual Business Inquiry

- 4.48** Figures covering a longer time period, and broken down into smaller sectors, are available from the GLA and shown in Table 4.8. Overall, the total number of jobs has increased over the period, reflecting in particular the growth in business services but also in retail and hotels and catering. The table shows how the number of jobs in manufacturing sectors has steadily declined, especially since 1981, except for *Paper, Printing and Publishing*, which still provides a significant number of jobs²⁷.
- 4.49** The table also shows that rate of change in each sector over time varies according to the chosen start and end dates. This variability must be taken into account when rolling forward past trends as an aid to future predictions.

Table 4.8: Sutton Employment by Sector (1971-2004)

Sector	1971	1981	1991	1996	2000	2001	2002	2003	2004
Primary & Utilities	989	580	449	198	137	161	155	112	98
Engineering	1,910	1,913	1,143	1,000	768	723	660	612	590
Paper, Printing & Publishing	644	1,694	2,179	2,236	2,639	2,585	2,457	2,390	2,332
Other Manufacturing	4,124	3,659	2,398	1,624	1,593	1,551	1,369	1,289	1,219
Construction	4,626	3,290	5,651	3,255	5,172	5,513	4,943	4,944	4,980
Retail	5,449	5,265	6,193	7,529	9,236	9,113	8,773	7,880	7,598

²⁷ These are likely to include a significant number of jobs in offices.

Wholesaling	3,328	3,540	2,735	3,132	4,544	4,571	4,434	4,124	3,606
Hotels & Catering	1,743	2,394	1,832	3,202	3,102	3,170	3,173	3,324	3,383
Transport	1,717	1,490	2,045	2,750	2,695	2,736	2,482	2,459	2,642
Comms	919	921	805	746	926	947	1,093	1,159	1,299
Banking & Insurance	2,781	2,343	4,132	2,922	2,634	2,780	2,692	2,513	2,198
Business Services	2,077	4,177	10,889	9,051	10,713	10,447	9,787	10,094	11,183
Other Finance & Bus Serv	1,487	1,456	1,579	1,703	2,104	2,004	1,774	1,697	1,795
Public Administration	6,941	2,262	2,640	2,367	2,281	2,115	2,359	2,515	2,482
Education & Health	1,253	4,759	4,143	3,704	4,045	3,893	4,066	3,869	4,022
Health	7,450	9,259	8,578	7,333	7,784	8,489	8,960	8,894	9,356
Other Services	2,474	2,606	2,813	2,973	2,914	3,015	2,974	3,039	2,897
TOTAL	49,918	51,608	59,934	55,726	63,285	63,812	62,153	60,914	61,680

Source: GLA

4.50 Data from the ONS Annual Population Survey and 2001 Census highlight the following characteristics of Sutton's resident workforce and workplace jobs:

- Compared with London as a whole, Sutton's resident workforce is relatively under-represented in senior management, professional and technical occupations, and relatively over-represented in administrative and technical occupations²⁸;
- Residents tend to enjoy higher earnings than workplace employees, for both full-time and part-time jobs²⁹;
- Sutton's household income distribution shows a higher proportion of above average household incomes than for Outer London and Greater London;
- Sutton's population is less well qualified at NVQ levels 3 and 4, compared with London as a whole³⁰;
- While workplace employees live quite locally, with 67% travelling less than 5km and only 17% travelling 10km or more, residents tend to travel further to work, presumably reflecting the attraction of Central London;
- In 2001, the level of net outcommuting was 23,580, equivalent to 26% of the resident population in employment.

4.51 In summary, Sutton is a relatively prosperous Borough, though there are pockets of deprivation and earnings are relatively low compared with London as a whole. Many residents commute to higher paid jobs in Central London. Increasing the number of local jobs, in a variety of occupations, would provide more choice to borough

²⁸ ONS Annual Population Survey. There are some doubts about the reliability of these statistics, which show significant year on year variations.

²⁹ ONS Annual Survey of Hours and Earnings. Average hourly full-time pay of Sutton's residents was 17% higher than that of workplace employees.

³⁰ 2007 Annual Population Survey.

residents, especially in the more deprived wards, and help reduce overall travel to work distances.

Employment Forecasts

- 4.52** The ELR methodology involves forecasting jobs in order to calculate future requirements for employment land and floorspace. Forecasting employment demand is notoriously difficult. The future is uncertain and longer-term economic changes are often unpredictable. The reliability of forecasts is, in any case, limited by the availability and accuracy of information, and data from the Annual Business Inquiry is of questionable reliability at the local scale³¹. The ELR Update takes into account four sources of information in estimating employment and employment space requirements. These are the Atkins Study forecasts, GLA forecasts, Sutton employment sector trends and employment property market factors. This has been done in the context of the Council's economic and planning policy objectives.
- 4.53** Using a range of forecasting techniques, the *Atkins Study* estimated that total employment in the Borough will increase by 7,000 – 9,000 jobs (excluding self-employment) between 2001 and 2016³². For a number of reasons, the ELR Update has found that these forecasts had not been fully justified and were probably unrealistic. However, it does not challenge the consultants' view that employment would increase if the Council adopted policies to protect existing employment and to allocate suitable new sites.
- 4.54** The GLA has published employment forecasts at the borough level³³. These have been based on a 'triangulation' method that combines projections made on the bases of historic trends, transport accessibility and site availability. The outcome for Sutton is a growth of 2,000 jobs (from 71,000 to 73,000) between 2004 and 2026. In the Atkins Study, the GLA forecasts are considered to be conservative when compared with past annual rates of employment growth in the borough. According to Ian Gordon³⁴, in a report prepared for the North London Strategic Alliance, the method consistently underestimates the potential for employment in Outer London.
- 4.55** On the basis of the GLA's historic employment data in Table 4.8, taking 2004 as the base year, there has been average employment growth of about 0.71% over the 33 years since 1971 and 0.85% pa over the 23 years since 1981. However, the rate of change has fluctuated throughout this period, with 0.22% pa growth since 1991, 1.34% pa growth since 1996 and a 1.11% pa fall since 2000. Extrapolating any trend requires a considerable degree of judgment, and more detailed understanding of the underlying factors is required. On the basis of a conservative long-term growth range of 0.2-0.5% pa, an increase of between 2,700 and 6,800 workplace jobs would occur between 2004 and 2026.
- 4.56** On the basis of past and recent trends, continuing growth would be expected in business services, communications and hotels & catering. Growth in retail

³¹ **Employment Land Reviews Guidance Note** (op cit) - Table B1

³² Atkins Study, op cit, para. 4.12.

³³ Duncan Melville and Richard Prothero, **Updated borough-level employment projections to 2026**. GLA Economics. Current Issues Note 13.

³⁴ Ian Gordon, **Future growth in the Outer London Economy**: a review of employment projections and their implications. December 2006.

employment would depend on the success of policies to increase the borough's retail offer, especially in Sutton town centre. Construction employment fluctuates according to the state of the economy, but should continue to be significant in the longer-term.

- 4.57** Sutton's commercial property market is characterised by relatively strong demand for industrial land and premises, including for waste management purposes, relatively weak demand for town centre offices (based on the current offer) and an important demand for smaller premises in both sectors. While the analysis of the land and property market cannot produce job forecasts, it does reveal some pointers. For example, the amount of new industrial floorspace coming onto the market at Kimpton and the former Paynes Chocolate Works (4.16) could supply an additional 450 jobs³⁵. If this was to contribute towards market needs over the next five years, it implies over 1,350 additional jobs on industrial land over the next 15 years. This is a crude calculation but, in the context of a wider demand for industrial land, it can be used to support the other data.
- 4.58** In relation to town centre offices, much of the outdated floorspace is already empty or has been lost to other uses. The indications are that the market would support the retention or replacement of office employment in the context of town centre growth, if suitable support and protection are provided through the planning system. A conservative assumption would be for a net addition of 100 jobs a year up to 2026.
- 4.59** Overall, modest employment growth is expected to take place over the plan period if the opportunities are available. Moreover, such growth should be encouraged to help meet the Council's social and economic objectives. The proposals for substantial balanced growth in Sutton town centre and the district centres, contained in the Council's Spatial Strategy and Economic Strategy, supports the objective of encouraging more office employment, as well as other town centre jobs. These centres provide an important source of local jobs, and an increase in town centre and other borough employment would help meet social objectives as well as reducing the need to travel longer distances to work. Suburban labour markets tend to be relatively self-contained, providing job opportunities for people who are not willing or able to spend time or money travelling to jobs away from where they live – such as people with low skills or child care responsibilities³⁶.
- 4.60** In summary, this analysis demonstrates the potential for employment growth throughout the plan period, provided the right kinds of business opportunities are available. There is an opportunity to take advantage of the strong demand from businesses seeking industrial land, and to improve the town and district centre offer to take advantage, in particular, of demand from local small and medium sized businesses. Taking all sources of information into account, the ELR Update predicts an indicative **increase of 2,500-4,500 jobs in the Borough over 15 years**. However, more work is needed to examine in more detail the local factors that will affect future employment in the Borough.

³⁵ Adopting a floorspace ratio of 1 job per 50 sq m.

³⁶ URBED, *Over the Edge? Town Centres and the London Economy*. 2008. p48.

Land and Premises Requirements

4.61 In accordance with the ODPM Guidance, the ELR Update expresses the predicted job increase in terms of land and premises requirements. To do this, assumptions are made about the allocation of additional jobs between industrial areas and town/district centres. Account is taken of the potential contribution arising from the more intensive use of vacant land and premises, and also of the potential loss of employment land to other uses. Indicative land and premises requirements have been based on a midpoint estimate of 3,500 jobs.

Industrial Land

4.62 Taking into account the amount of industrial floorspace currently being made available (4.57), the ELR Update used a working estimate of 1500 additional jobs in industrial areas over a 15 year period. This reflects the potential demand for waste management and logistics as well as for modern industrial units. On the basis of a job ratio of 1:50 sq m, this would require an extra 75,000 sq m of industrial floorspace, which equates to 25 ha of land using a plot ratio of 3,000 sq m per ha³⁷.

4.63 The industrial area survey identified 3.62ha of vacant land at Kimpton (4.17), which would contribute towards the industrial land requirement. There is also an additional 37,100 sq m of vacant floorspace that could be brought into use (4.18), equivalent to 12.67ha. Subtracting these figures leaves a net requirement of 9 ha. On the other hand, Policy PMP4 of the adopted CPS allows for the loss of industrial land, through mixed-use redevelopment, in three of the surveyed industrial areas in order to help create a new 'sustainable suburb' at Hackbridge. This would lead to a net loss of a further 8.1 ha of industrial land³⁸ and means the net industrial land requirement becomes 17ha.

4.64 In order to meet this requirement, a number of options were investigated:

- Intensification of development within existing industrial locations. The survey did not identify any specific opportunities other than development on vacant land, which has already been taken into account (4.63).
- Extending existing industrial areas onto previously developed land. One opportunity was identified - the disused gas holder site (0.41ha) on Wrythe Lane is proposed as an extension to the Plumpton Way Industrial Estate.
- Recycling of other previously developed land for industry. No suitable sites were identified.
- Extending existing industrial areas onto previously undeveloped land. Two possibilities, involving land adjacent to Beddington (up to a maximum of 16ha) and Kimpton (1 ha) were identified and investigated. Although this land is classified as Metropolitan Open Land (MOL), it was seen to offer a number of benefits, including the ready availability of suitable infrastructure and good lorry access to the strategic road network. The extension of Beddington, in particular, could provide opportunities for development for waste management purposes that may not otherwise be available.
- Development on other previously undeveloped land. No suitable land was identified.

³⁷ Based on Table 4.1, and assuming a proportion of waste management, which has a relatively low plot ratio.

³⁸ Wandle Valley Estate – 60% of 2.5ha; East of London Road – 70% of 1.2ha; Felnax – 75% of 7.7ha.

⁴¹ Planning Policy Statement 1, Delivering Sustainable Development, ODPM, 2005.

4.65 While the options assessment suggested that the limited extension of existing SILs onto adjoining MOL would provide the best solution to meeting the industrial land shortfall, the strong presumption against the de-designation of MOL is considered to outweigh the immediate need for additional land. This is in the context of the uncertainties affecting employment forecasts, especially in the currently depressed economic circumstances. It is acknowledged that, in the longer term, when the industrial land market recovers, a shortage of industrial land could constrain employment growth in the Borough by restricting choice for companies seeking suitable sites and premises. To counter this, the Council will examine in more detail the scope for increasing employment through the intensification of existing industrial areas, especially within the Beddington SIL where there will also be significant enhancements to the environment and transport infrastructure. The Council will monitor the supply of employment land and may propose additional provision through a future review of this Strategy.

Office Floorspace

4.66 On the basis of the trend analysis mentioned in 4.48, new town centre jobs are likely to be in business services, hotels and catering and retail, especially if the Council's town centre growth policies are effective. As a working assumption, 1,000 additional town centre jobs will be based in offices and 1,000 based in other town centre employment premises. Using an employment density of 22.5 sq m gross floorspace per office job (see 4.46), there would be a need for an additional 22,500 sq m of office floorspace.

4.67 The town centre surveys identified 37,657 sq m of vacant town centre office space, representing 19.4% of total office space. If this figure was reduced to a 'frictional' rate of 8%, it would contribute 22,100 sq m towards the required total. In other words, the shortfall could be almost entirely met from current vacant space. However, much of this vacant space does not match the potential demand (see 4.36) and is unlikely to be taken up in its present form. New office stock is needed and this is most likely to be secured as part of mixed use developments. Thus, while there is no demonstrable need for a net increase in total available stock, there will be a continuing need to replace office floorspace lost to other uses.

Policy Implications

4.68 The findings of the ELR Update support the need to plan for sustainable economic growth. This is in accordance with PPS1⁴¹, which establishes sustainable development as the core principle underlying planning. This includes the aim of maintaining high and stable levels of economic growth and employment, and the planning system is expected to make suitable land available for development to meet this aim, taking into account accessibility and sustainable transport needs. A thriving local economy provides more choice for residents, reducing the need to travel and helping to tackle local deprivation. The alternative would be to become even more of a 'dormitory suburb', reliant on outcommuting to more prosperous locations elsewhere.

4.69 A key policy objective should be to ensure that the supply of industrial land to meet market demand, especially from local companies seeking to start up or expand, but also from national and regional companies seeking a suitable location within South London. These include waste management and recycling companies seeking suitable

land to meet a growing local and national need. This accords with London Plan Policy 3B.4, supporting the varied industrial offer of the SILs and urging boroughs to develop local policies and criteria to manage other industrial sites, having regard to accessibility, suitability and need. The Council should protect industrial land in accordance with the borough's inclusion in the 'Restricted Transfer' category for the transfer of industrial land to other uses. It should also examine the scope for creating additional employment opportunities through the intensification of existing industrial areas, particularly at Beddington, and the implications for policy that arise.

- 4.70** With respect to office employment, the ELR Update suggests that the current amount of town centre floorspace should be maintained, but the Council should seek to improve the quality of the offer through mixed-use redevelopment and conversion. In Sutton town centre, additional jobs will be needed to meet the needs of an increasing town centre population, and to contribute to town centre vitality and viability. It will be important to ensure that all new office space is attractive to businesses, meeting operational needs including an adequate level of on-site car parking. New development should form part of overall strategies for centre improvement and renewal that increase their attractiveness as business locations to potential investors and occupiers. It will be important to use the pressure for housing as a driver for mixed-use development to secure additional office space. Such development should be encouraged on all suitable sites, not just existing office sites. The Atkins Study concluded that approximately 50% of vacant town centre office floorspace could reasonably be transferred to housing and other non-employment uses through redevelopment and refurbishment. Further research is needed to test the practicality and effectiveness of this suggested approach.
- 4.71** The above approach is supported by URBED's analysis, which demonstrates the importance of suburban centres in providing office employment, especially routine or 'gateway' jobs that can be accessed by local people on low incomes⁴². Such centres are seen as attractive to firms seeking to reduce property costs and employ local staff. They offer the opportunity for reducing travelling distances, in accordance with the principles of sustainable development. They offer opportunities for small enterprises if suitable premises are available. Suburban town centres could play a leading role in developing sustainable lifestyles, cutting the need for travel by providing a wider choice of jobs closer to where people on limited incomes tend to live. A daytime population helps sustain other town centre businesses, such as shops and restaurants, and the vitality of centres. "Rather than seeing all the empty offices being lost to residential redevelopment, there is strong case for promoting office quarters near railway stations, and concentrating the new housing where it will be quieter and the views are better, such as on the edge of town centres."⁴³ This does not necessarily mean developing new floor space, but it does mean encouraging refurbishment of existing offices, rather than losing them all to housing, and encouraging mixed use development at higher densities⁴⁴.
- 4.72** A particular policy issue is how best to meet the needs of SMEs and start-up businesses across the various sectors. There is a case for increasing the amount of managed workspace, and the Council could take a pro-active role in providing this, perhaps in conjunction with a specialist private sector partner. The Council might also

⁴² URBED, *Over the Edge? Town Centres and the London economy*. 2008.

⁴³ Ibid, p50.

⁴⁴ Ibid, p53.

seek the provision of suitable small units within new developments. The Mayor's Industrial Capacity SPG refers to the need, recognised in the London Plan, to provide a range of workspaces of different types, sizes and costs. In particular, it seeks to protect viable industrial sites that can accommodate small industrial units suitable for start-ups and for SMEs.

- 4.73** The ELR Update did not consider smaller employment sites, outside the main industrial areas and town/district centres. There is particular pressure for the redevelopment of some of these smaller sites, especially if they are close to residential areas, threatening the loss of local jobs. Criteria-based policies are needed to deal with such pressure, and more research is needed to identify the key issues involved.

Further Evidence Gathering

- 4.74** Arising out of the ELR Update, there are number of issues that ideally require further consideration, in the context of the developing LDF. These include, in particular:
- Continued monitoring and review of employment-related development, including 'pipeline' information, in the context of the findings of the ELR Update. This would indicate the need for future policy adjustments.
 - A wider-ranging study of employment in the Borough, looking at all use classes. This could form part of a new Local Economic Assessment (see 4.46, above).
 - A survey of small and freestanding employment sites, to input into the above study and to inform policy development.
 - A review of population and employment data, including the development of an improved local knowledge base against which ONS and GLA data may be tested.
 - An assessment of the premises needs of local SMEs and start-up businesses, and the options open to the Council (through the planning system and by other means) to help meet these needs.
 - A more detailed assessment of the scope for securing additional jobs and floorspace through further intensification at Beddington. Such a study could also examine the potential for environmental and transport improvements, perhaps leading to the preparation of an area planning framework or Supplementary Planning Document.



FIVE

Town Centres and Retail

Background

- 5.1** This Report of Studies is set within the context of national policy guidance in PPS6 'Planning for Town Centres' which advocates a pro-active plan-led approach to town centre development. PPS6 indicates that a comprehensive and up-to-date monitoring regime "is essential to the effective planning and management of town centres". The revised draft PPS4 'Planning for Prosperous Economies' which will replace PPS6, reaffirms the role of town centre health checks.
- 5.2** The consolidated London Plan (2008) identifies London's town centres as a key spatial priority providing Londoners access to a range of goods and services and enabling the polycentric approach to the growth of London. This rationale is reaffirmed in the draft Replacement London Plan (2009) and the evidence base is set out in the GLA's 2009 London Town Centre Health Check Analysis Report. This confirms that Sutton town centre should continue to be identified as a Metropolitan Centre although indicates that it only has 'Medium' potential for growth¹. Sutton is also identified as a strategic cluster of night time economic activities of regional/sub regional importance. Whilst it is acknowledged that Carshalton has been functioning as a district centre, the draft Replacement London Plan indicates that its classification should be subject to close monitoring and more detailed local health checks to confirm its role and function. However, Hackbridge is only identified as having the "potential to become a district centre" and the GLA indicates that any such classification will be subject to capacity analysis, impact assessments, land use and accessibility, planning approvals, further town centre health checks and full implementation.
- 5.3** The Sutton Core Planning Strategy was adopted in December 2009 following an Examination in Public during spring and summer and taking on board the Inspector's recommendations as set out in his Report in September 2009. The Examination considered a range of retail issues including whether the Core Planning Strategy had addressed the problems of leakage of trade from Sutton town centre; the anticipated distribution of floorspace within the hierarchy; and the designation of Hackbridge centre. The Inspector concluded that there is evidence of need for additional retail provision at Hackbridge and that this and the development of other services would certainly assist in the neighbourhood's regeneration. He also acknowledged the confirmed interest from one of the major convenience store operators in building a new supermarket of some 3,400sqm gross floor area on the Felnex site which he felt

¹ i.e. according to the GLA Sutton town centre has "a moderate level of demand for retail, leisure or office floorspace and with physical and public transport capacity to accommodate it".

could act as an important catalyst to further development. He considered that the package of proposals set out in the emerging Hackbridge Sustainable Suburb: Draft Masterplan will bring about the raising of this local centre's status. Furthermore there was no evidence to suggest that providing additional retail provision in the centre of the scale anticipated would not adversely impact on neighbouring centres. Accordingly the Inspector saw no need to anticipate a lower status for this centre in the Core Planning Strategy.

5.4 In view of the local evidence base, the national and regional policy context, the town centre hierarchy for Sutton, has been established in the Core Planning Strategy and is as follows:

- Metropolitan Centre – Sutton Town Centre;
- District Centres – Carshalton Village, Cheam Village, North Cheam, Hackbridge, Rosehill, Wallington and Worcester Park; and
- Larger Local Centres – Banstead Road, Belmont, Stafford Road, Middleton Circle, Plough Lane - Beddington, Stonecot Hill and Wrythe Green.

There are also twenty other Local Centres of a smaller size (e.g. Angel Hill and Wrythe Lane) and a number of freestanding facilities, from corner stores through to large retail warehouses and superstores. The location of the centres is shown on Map 5.1.

5.5 In 2007 the Savills Hephher Dixon Retail Study, identified need for additional comparison and convenience retail floorspace in the Borough. Having assessed the town centre hierarchy and having identified the capacity of individual centres, the Council identified, through the Core Planning Strategy, the following strategy for the management of growth in the town centres:

- Sutton and Hackbridge are identified as centres for growth and regeneration;
- Wallington, Worcester Park, North Cheam and Rosehill are identified as centres for intensification; and
- Carshalton and Cheam are identified as centres for consolidation given their historic assets and their limited capacity for growth.

5.6 This chapter of the Report of Studies summarises the relevant outcomes from a number of recent research projects concerning the Borough's town and district centres. These are:

- Sutton Retail Assessment 2007 (Savills Hephher Dixon);
- District Centre Health Check: Phase I 2008 (London Borough of Sutton (LBS));
- Sutton Town Centre Land Use and Commercial Floorspace Survey 2009 (LBS);
- Sutton Town Centre Urban Design Framework 2009 (Gillespies for LBS); and
- Sutton Town Centre Health Check 2010 (LBS).

5.7 Also relevant to town centres are the Borough Employment Land and Premises Update and the Sutton Town Centre Transport Study, described in other chapters of the Report of Studies. The outcomes from these research projects have been used to inform the preparation of the Site Development Policies DPD and the Sutton Town Centre Area Action Plan.

Borough Retail Assessment

- 5.8** The Council commissioned Savills Hephher Dixon to carry out a retail assessment in the Borough as an input into the preparation of the LDF, to inform decisions about retail policy and future site allocations. The resulting Sutton Retail Assessment (2007) reviewed the national and regional policy context, provided estimates of future shopping demand and needs and considered the existing pattern of retail provision in the Borough and the scope for change. It drew on specially commissioned Household and Shoppers Surveys to provide an up-to-date indication of shopping patterns and to examine how the Borough's centres function relative to other centres within the wider sub-region.
- 5.9** The main findings from the research were summarised in the 2007 Report of Studies and in the Sutton Town Centre Area Action Plan (AAP) Issues & Options Report. In summary, it demonstrated that retail turnover in the Borough is much less than total retail expenditure by Borough residents. In particular, Sutton town centre was found to have a limited range of shopping facilities compared with competing centres, including Kingston and Croydon, and there is a high level of 'leakage' from the Borough to these centres.
- 5.10** In relation to future retail need, the study concluded that Sutton must improve its retail offer simply to maintain its position relative to competing centres. In the context of continuing growth in comparison goods spending power, the consultants identified a need for an additional 6,000-16,000 sq m net comparison floorspace (8,674-22,680 sq m gross floorspace) in the Borough by 2017. They recommended that larger format stores are needed to accommodate key High Street retailers that are currently missing from Sutton town centre. They also identified a small requirement for an additional 1,027-3,273 sq m gross convenience³ floorspace over the same period, to be located in one or more of the other centres. These estimates match the retail demand projections for the Borough published by the GLA, confirming the potential for retail growth.
- 5.11** The town and district centre scale and function surveys (2008/9) provide more accurate retail floorspace data than was available for the Savills' Retail Assessment. Furthermore it was prepared in a relatively confident economic climate before the recent recession. It would be desirable to update the retail assessment in order to take into account the revised floorspace figures, the economic climate, and other changes in the retail environment. However, there is every reason to believe that the study's findings on the need for an increase in the quantity and quality of retail floorspace remain broadly correct.

Town Centre Health Checks

- 5.12** In August/September 2008, a survey of the then six district centres and Hackbridge Larger Local Centre was carried out in accordance with the health check indicators set out in PPS6 and the recommended methodology advocated by the Greater London Authority (GLA). This surveying resulted in the 2008 Phase 1 Town Centre Health Checks for the District Centres and Hackbridge. The Sutton Town Centre Land Use and Commercial Floorspace Survey. These surveys only addressed the scale and

³ Food and low value household goods, typically bought in supermarkets.

function aspect of the Town Centre Health Check for each centre.

- 5.13** The land use surveys collected information on all ground floor, upper floor units and enclosed shopping centres within the town centre boundaries, as identified within the Unitary Development Plan (UDP) Proposals Map.
- 5.14** Gross external floorspace was calculated using the building footprint of each unit. Although this method is relatively accurate in calculating gross floorspace of the ground floor, it does not differentiate between amenity and sales area for each unit. An assumption was made that upper floor units occupied the same gross floor area as ground floor units below.
- 5.15** Floorspace for residential units was not calculated for district centres, however the number of units was recorded. Total floorspace therefore refers to total non-residential floorspace in the district centres. For Sutton Town Centre figures include residential floorspace.
- 5.16** A recommendation of the Phase 1 District Centre Health Check was that further work is required in relation to other vitality and viability indicators including: capacity; financial performance; pedestrian flows; accessibility; customer perceptions and behaviour; and environment and amenity. PPS6 considers that health check data should be regularly collected and in view of the current recessionary economic climate, which is having a significant impact on the high street, work has therefore begun on the preparation of a Phase II report leading to a comprehensive District Centre Health Check which will be produced during 2010. Through the standardisation of historic data it is also hoped that time series data can be provided for centres on issues such as levels of comparison and convenience use; growth in night time economic activities; and levels of vacancy.
- 5.17** The land use survey undertaken of Sutton town centre in 2009 informed the comprehensive health check of Sutton against all the health check indicators set out in PPS6. The results are discussed in detail in Sutton Town Centre Health Check (2010) and are summarised below.

Sutton Town Centre

- 5.18** Sutton is an attractive and accessible town centre, with a wide range of shopping, employment and leisure activities and good public transport links. It is one of four Metropolitan Centres in South London⁴ and is located about 10 miles south of central London and seven miles west of Croydon. Its catchment area covers much of South London and north Surrey. However, as explained above, there is strong competition from the other Metropolitan Centres.
- 5.19** The town centre has 434 retail units⁵ centred on an attractive pedestrianised shopping street. Long-established residential areas surround the commercial core. It is a transport hub and the most accessible location in the Borough. Two green open spaces with a range of open space functions (Manor Park to the east and Sutton Green to the north) are located immediately outside the town centre boundary as defined in the adopted Sutton UDP (see Map 5.2).

⁴ As defined in the London Plan - the others are Kingston, Croydon and Bromley.

⁵ This includes units in A1 – A5 use classes (A1 *Shops*, A2 *Financial and Professional Services* and A3/A4/A5 *food and drink*).

5.20 The Land Use and Commercial Floorspace Survey undertaken in 2009 covers the area of Sutton town centre established in the UDP and is shown in Map 5.2. This includes the primary shopping area and adjoining areas containing leisure, business and other town centre uses. Map 5.2 also shows the wider town centre boundary now covered by the Sutton Town Centre Area Action Plan.

5.21 The survey results are summarised in Table 5.1 below.

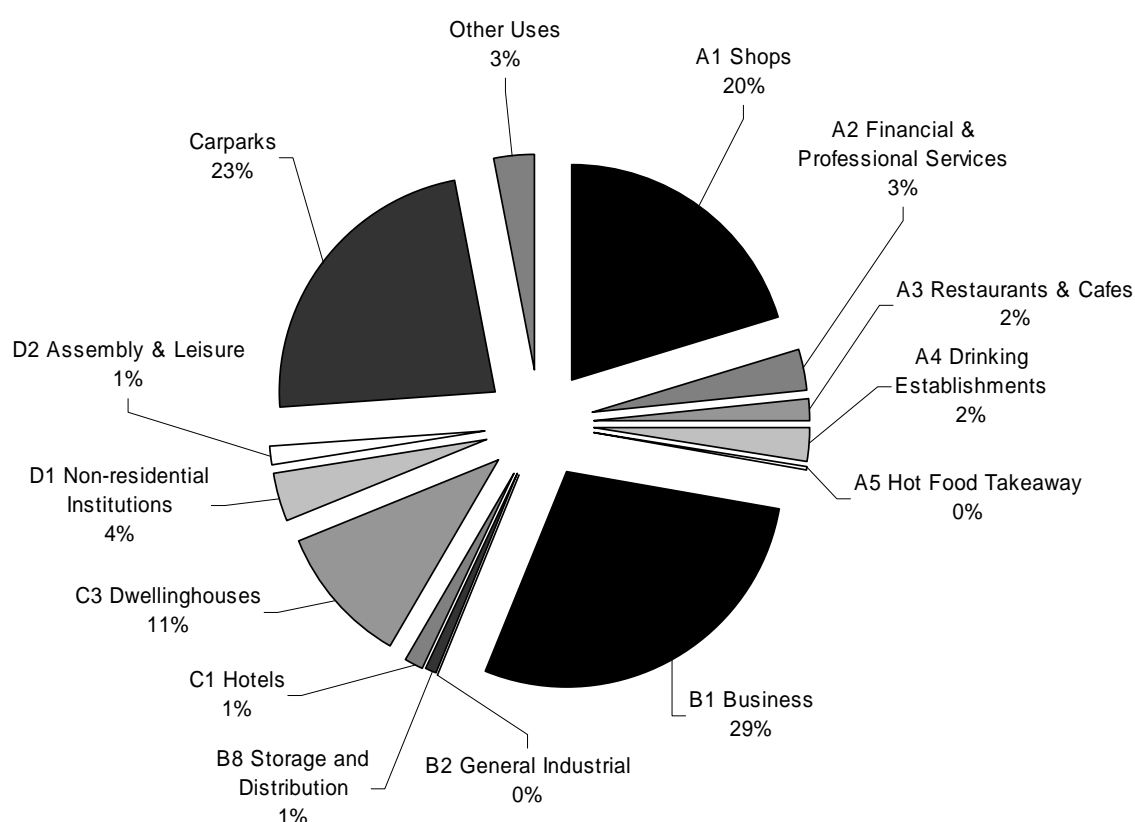
Table 5.1: Sutton Town Centre - Floor area, Number of Units and Vacancies by Use Class (gross external floorspace, all floors, sq m).

Use Class 2009	Total Floorspace sq m (inc. vacancies)	Total Units	Vacancies			
			Floorspace (sq m)	Vacant Floorspace (%)	Number of Units	Vacant Units (%)
A1 Shops	122,665	272	7,243	6	39	14
A2 Financial & Prof Services	17,565	68	1,550	9	5	7
A3 Restaurants & Cafes	11,099	58	258	2	2	3
A4 Drinking Establishments	13,892	18	1,338	10	2	11
A5 Hot Food Takeaway	1,615	18	48	3	1	6
B1 Business	171,105	89	40,865	24	25	28
B2 General Industrial	619	3	295	48	1	33
B8 Storage & Distribution	3,707	1	0	0	0	0
C1 Hotels	8,782	1	0	0	0	0
C3 Dwelling Houses	63,673	466	255	0	1	0
D1 Non-Resi Institutions	21,979	22	394	2	2	9
D2 Assembly & Leisure	8,126	6	587	7	1	17
SG Sui Generis:	153,637	38	48	0	1	3
Car Parks	139,018	13	0	0	0	0
Other Uses	14,619	25	48	0	1	4
Use Class Unallocated	3,819	12	3,819	100	13	108
Total	602,279	1,072	56,700	9	93	9

Source: Sutton Town Centre Land Use and Commercial Floorspace Survey 2009

5.22 The survey shows that, in June 2009, the total floor area of all buildings within the survey area amounted to 602,000 sq m. The proportion of floorspace in each kind of land-use is shown in Figure 5.1 below. Overall, the largest single use was B1 Offices, accounting for 29% of the total. This includes public sector and commercial offices, as well as vacant office floorspace. Retail units⁷ accounted for 27%. The next largest use was car parking (23%), mainly in a number of public and private multi-storey car parks. Residential uses comprised 11% of total floorspace, while non-residential institutions, including a school and places of worship accounted for 4%.

Figure 5.1: Sutton Town Centre – Percentage of Total Floorspace by Land Use



Source: Sutton Town Centre Land Use and Commercial Floorspace Survey 2009

5.23 The figures include floorspace that was vacant at the time of the survey. Overall, this amounted to 56,700 sq m, representing 9.4% of the total surveyed floorspace. This figure includes approximately 0.6% of town centre floorspace which was unused at the time of survey and which could not be allocated to a particular use. Most of this space was above shops and likely uses could include associated shop storage, offices and dwellings.

5.24 The survey identified a total of approximately 167,000 sq m (1.8m sq ft) of retail space in 434 Class A Retail units, spread throughout the survey area. This includes space

⁷ Including all A-class units – shops (A1), financial and professional services (A2) and food and drink establishments (A3, A4 and A5).

above shops that is used for storage and other ancillary purposes. Overall, 49 units were vacant, comprising 11% of units and 6% of floorspace⁸. This represents an increase in vacant retail floorspace compared with the 2008 survey when there were 35 vacant units, comprising 8% of units and 3% of floorspace. Since the 2009 survey, 12 retail units have been occupied, many of which are located within the two shopping centres.

- 5.25** A1 *Shops* make up a fifth of the total town centre floorspace. The majority of shops are located at ground level along High Street, or are within one of the two shopping centres (St Nicholas Centre and Times Square). The units vary in size from small shops along High Street (typically around 100 sq m) to larger format units with floor areas exceeding 8,000 sq m. There are 39 vacant shop units which account for 6% of the total retail floorspace; many of these vacant units were located within the shopping centres. Around 79% of all retail floorspace are comparison shops⁹, 9% are convenience shops¹⁰, 5% is service based (e.g. hairdressers) and 7% is vacant.
- 5.26** A2 *Financial and professional services*, such as banks, estate agents and betting shops, occupy a floor area of 17,565 sq m, which accounts for around 3% of the town centre floorspace. The majority of these uses are located along the High Street and typically occupy ground floor units. The area in the south of the town centre around Grove Road and Brighton Road also contain a number of these uses. Overall there are 5 vacant units accounting for 9% of the A2 floor area.
- 5.27** A3 – A5 units involving the sale of *food and drink* (restaurants and cafes, drinking establishments and take-away premises) occupy a total floor area of 26,606 sq m, which accounts for 4.5% of the town centre floorspace. The majority of these uses are located along High Street; however there also are a number distributed around the whole of the town centre. There are five vacant food and drink units that account for 6% of the food and drink floorspace.

Health Check Indicators

- 5.28** The Sutton Town Centre Health Check 2010, looks in detail at the health check indicators set out in PPS6 and shows that Sutton is a vibrant metropolitan town centre with a diversity of uses – retail, leisure, offices and residential. Retailer representation is good, though it could be further improved if additional independent stores and fashion chains could be attracted. There is also scope to improve the town centre leisure offer and an identified need to diversify the evening economy.
- 5.29** Retail vacancies are not particularly high by national standards, particularly within the primary shopping area, and there is demonstrable demand for suitable units when they become available. However, rental levels are low and commercial development yields relatively weak, indicating that poor investor confidence may be a problem for the future.
- 5.30** The town centre has excellent accessibility, by a variety of modes, with good public car parking provision and a very high Public Transport Accessibility Level (PTAL)

⁸ These figures relate to all town centre retail units, including those above ground floor level.

⁹ Non-food items such as clothing, furniture and electrical goods.

¹⁰ Selling food and other everyday items.

scores. A recent survey¹¹ indicates that pedestrian flows are strong throughout the town centre especially in the middle of the High Street although this information is incomplete and comprehensive pedestrian flow surveys should be undertaken in 2010. This survey also included questions regarding customer views and behaviour and revealed that shopping is the main reason for people to visit the town centre; they use a variety of transport modes; they like the traffic-free environment and ease of pedestrian access; and some would like to see a better range of shops.

- 5.31** Visitors to Sutton High Street appear to be favourably impressed with its overall environmental quality, and the Council's High Street Renewal Scheme will add to this positive message; however, the gyratory road network is traffic-dominated and pedestrian-unfriendly. While the occurrence of crime is not high and the public's perceptions of safety is generally positive during the day, many people consider the town centre to be unwelcoming and unsafe at night.
- 5.32** Overall, Sutton is performing well against a range of indicators, and is well positioned to capitalise on opportunities for future improvements and growth, particularly through the policies and proposals of the Sutton Town Centre Area Action Plan and town centre management initiatives.

Proposed Changes to the Sutton Town Centre Boundaries and Frontages

- 5.33** In response to the recommendations contained within Savills' Retail Assessment (2007), the Sutton Town Centre Area Action Plan: Preferred Options Document aims to facilitate an increase in the amount and quality of comparison retail space within the town centre. The Preferred Options Document also suggests that the best way to achieve this increase in comparison floorspace is to allocate additional sites within an expanded primary shopping area. In February 2009 Urban Design Consultants Gillespies produced an *Urban Design Framework* for Sutton town centre which sets out design guidelines for the town centre. This framework will, through the Sutton Town Centre Area Action Plan, influence the form and scale of future development in order to enhance the character of the town centre and improve linkages and the public realm.
- 5.34** Gillespies recommend an east-west extension to the town centre in terms of connections, design aspects and land uses. This involves expanding the town centre, including retail uses, out from the High Street to Throwley Way and St Nicholas Way. In order to support this aspiration and facilitate new large format retail floorspace, an extension to the primary shopping frontage (along Lodge Place) and some secondary frontages are proposed (see Map 5.3). A primary shopping area is also suggested, centred on the High Street and covering the heart of the town centre. The primary shopping area includes the two shopping centres and shops within these centres will be treated as located on primary shopping frontages.

District Centres

- 5.35** In the Unitary Development Plan, the Borough's District Centres are Carshalton Village, Cheam Village, North Cheam, Rosehill, Wallington and Worcester Park. However, with the adoption of the Core Planning Strategy, Hackbridge is reclassified as a District Centre from a Larger Local Centre. These centres provide (or will provide

¹¹ Undertaken by Roseveare Projects Ltd, December 2008 and reported in ABS Step 2 Submission: Sutton Town Centre, April 2009 (Appendix 3: Pedestrian Counts)

following expected development) a wide range of goods and services, as well as a focus for community and many leisure, cultural and entertainment facilities. They also provide opportunities for business and employment in the Borough.

- 5.36** In August and September 2008 the Council undertook a survey of the different scale and function of land uses within the six district centres and Hackbridge in accordance with the GLA methodology. The aim was to record accurately the range of uses that currently exist in each of the district centres and to establish the location of these uses, the floor area they occupy and record any vacancies that exist. The survey results regarding uses in the six district centres are summarised in Table 5.2 below. The results for Hackbridge are set out later in this document.

Table 5.2: District Centres - Floor area, by Use Class (gross external floorspace, all floors, sq m)

Centre	A1	A2	A3 - A5	B1	D1	D2	Other	Total
Carshalton Village	4,277	1,238	1,100	475	321	317	675	8,403
Cheam Village	7,424	1,700	2,753	6,532	143	895	59	19,506
North Cheam	14,599	2,115	2,924	5,052	293	858	507	26,348
Rosehill	7,855	1,017	1,294	424	472	1,418	617	13,097
Wallington	15,302	3,123	3,438	31,239 ¹²	4,661	1,078	4,433	63,274
Worcester Park	12,220	2,723	3,052	2,153	696	0	1,640	22,484
Total	61,677	11,916	14,561	45,875	6,586	4,566	7,931	153,112

Source: District Centre Health Check Phase I Survey 2008

- 5.37** Wallington is the largest district centre in the Borough; this is due to a large area of B1 *Business* floorspace (over 30,000 sq m), much of which (40%) is vacant. A1 *Shop* floorspace in Wallington occupies a similar area to A1 uses in North Cheam and Worcester Park (all more than 12,000 sq m). Cheam Village and Rosehill both have around 7,500 sq m of A1 *Shop* floorspace, however Rosehill has a very small area of B1 *Business* floorspace (424 sq m), which makes it the second smallest centre (after Carshalton Village) in terms of total floorspace.
- 5.38** The district centre average for all vacant floorspace is 13%, however, vacancies in Wallington (22%) and North Cheam (21%) are well above this average, while vacancies in Worcester Park (5%) and Cheam Village (7%) are relatively low. Carshalton Village and Rosehill both have vacancy rates of 10%.
- 5.39** Vacant A1 *Shops* make up over half of the vacancies in Cheam Village (53%) and Rosehill (65%) while in Wallington vacant B1 *Businesses* account for 90% of all vacant floorspace¹³, this is due to a number of vacant multi-storey office buildings. North Cheam also has high B1 *Business* vacancy levels at 59% of vacant floorspace

¹² This figure includes the vacant floorspace of Canon House which has current planning permission to be redeveloped into mixed use retail, residential, office and other uses.

¹³ If Canon House is excluded from the vacancy figures vacant office floorspace accounts for 77% of all vacancies.

and Cheam Village has a fairly even split between vacant offices and vacant retail units. While Worcester Park has relatively low vacancy levels, all 7 vacant units are A1 *Retail* units.

Proposed Changes to District Centre Boundaries

- 5.40** As part of the 2008 assessment, the Council reviewed the district centre boundaries and identified the need for a number of amendments which have been set out below.

Carshalton Village

- 5.41** In Carshalton Village there are two areas where extensions to the boundaries are recommended:
- The Charles Cryer Theatre and the Fox & Hound Public House are located to the northeast of the Carshalton Village District Centre boundary (as identified in the UDP) and have not been included in the 2008 Survey. However, the theatre plays an important role in the town centre, both visually and as a cultural asset, and given the close proximity of this site to the centre, inclusion should be considered. Extending the District Centre boundary to include this site would add 1,045 sq m of floorspace (654 sq m of *food and drink* based retail and 391 sq m of *sui generis* floorspace from the theatre).
 - Additionally, the Carshalton Public Library located on The Square along with the car park associated with the Woodman Public House (located behind the Library) are currently not included within the District Centre (as identified in the UDP) and should also be considered for inclusion. This would add 784 sq m of D1 *Non-residential Institutions* to the District Centre.

- 5.42** If these two boundary changes were adopted then 1,829 sq m would be added to the total amount of floorspace in the centre bringing this total to 10,323 sq m.

Cheam Village

- 5.43** To the north of the current District Centre boundary identified in the UDP lie Whitehall (which now has museum status), Cheam Baptist Church and Hall, and the public library and car park. Due to the role these facilities play as civic and cultural assets, and their visual association with the rest of the District Centre, it is recommended that the District Centre boundary be extended to include these sites. The inclusion of these sites would result in the addition of 2,206 sq m of D1 *Non-residential Institutions* floorspace to the town centre.

North Cheam

- 5.44** No boundary changes are recommended to this District Centre.

Rosehill

- 5.45** Since the UDP was adopted in 2003, Opportunity Site 13 located within Rosehill District Centre has been developed with a mixed-use retail development on part of the ground floor level nearest the roundabout with residential above (Festival Court). No boundary changes are recommended to this District Centre.

Wallington

- 5.46** In Wallington there are two areas where extensions to the boundaries are recommended:
- The Wallington Court House and car park, west of the public library, do not currently fall within the UDP boundary. However, due to its role as a civic amenity

and close proximity to the current District Centre boundary, consideration for inclusion is recommended. If included, a further 1,292 sq m of *sui generis* floorspace would be added to the total figure for the centre.

- Additionally, the office block located on the south side of Stafford Road (adjacent to South Parade) is currently outside the UDP boundary, which is inconsistent with the inclusion of the office blocks on the northern side of the street. As such it is recommended that this office block becomes part of the District Centre boundary.

Worcester Park

- 5.47** Worcester Park District Centre is elongated and is predominantly located on either side of Central Road. The general appearance of the centre is good.
- 5.48** Recommended boundary changes for Worcester Park are minor but include the exclusion of some residential properties down Longfellow Road, which do not visually appear to be part of the District Centre and do not play a commercial or civic role in its health and vitality.

Designation of Hackbridge as a District Centre

- 5.49** Prior to the adoption of the Core Planning Strategy, Hackbridge was designated as a Larger Local Centre in the UDP and provides a limited number and range of shops and facilities serving the day-to-day needs of residents in the Hackbridge area. The surrounding area is characterised by a number of residential and industrial uses including the Felnex Trading Estate, Restmor Way industrial area and Wandle Valley Trading Estate.
- 5.50** As part of the 2008 land use survey, the Council undertook a survey of the different scale and function of land uses within Hackbridge and results are set out in Table 5.3 below.
- 5.51** Within the present adopted UDP boundary, A1 *Shops* currently occupy nearly two-thirds of all non-residential floorspace. The majority of this retail floorspace is occupied by convenience retailers (50%), with services retailers occupying 40%. There is only one comparison goods retailer occupying 10% of A1 *Shops* floorspace. Other major non-residential land uses included *food and drink* retailers (five A3/A5 units), which occupied nearly one-quarter of all non-residential floorspace. The Christian Spiritualist Church (D1 *Non-residential Institutions*) and a bookmaker (A2 *Financial and Professional Services*) occupy the remaining floorspace within Hackbridge (see Table 5.3).
- 5.52** There are also a number of residential units that form part of the existing local centre. At least 28 units exist, mainly located above shops or along the southern end of London Road towards Hackbridge Railway Station.
- 5.53** The former Kelvin House site, which is currently vacant following a demolition of office blocks, is in a major landmark location within the local centre and provides a major development opportunity site.

Table 5.3: Hackbridge Local Centre – Units and Floor area, by Use Class (gross external floorspace, all floors, sq m)

Use Class	Units		Floorspace (sq m) ¹⁴	
	No.	%	No.	%
A1- Shops	10	22	839	61
A2- Financial & Prof Services	1	2	62	5
A3- Restaurants & Cafes	2	4	154	11
A5- Takeaways	3	7	171	13
C3- Residential	28	61	0	0
D1- Non-Residential Institutions	1	2	143	10
Vacant	1	2	0	0
Total	46		1,369	

Source: District Centre Health Check Phase I Survey 2008

- 5.54** Government guidance in *PPS6: Planning for Town Centres* is clear that new centres should be designated through the plan-making process where the need for them has been established. The role of Hackbridge centre was assessed in the context of the development of the area as a new sustainable neighbourhood and the proximity of other shops and services. In view of anticipated level of growth in population; the deficiency in the existing network of district centres in this part of the Borough; and the need to provide easily accessible shopping and services to meet day to day needs of the community in a sustainable manner, the Council recommended that this larger local centre be developed into a district centre and this proposal was included within the adopted Core Planning Strategy.
- 5.55** In 2009, Tibbalds Planning & Urban Design Ltd prepared an overall design vision/masterplan for Hackbridge. The work recommended extending the local centre to become a district centre. The study noted that, by providing facilities in the centre catering for people's day-to-day needs, the need to travel out of the local area would be significantly reduced and that this was critical to achieving sustainable movement patterns within Hackbridge.
- 5.56** In addition to the identified need for Hackbridge centre to change its role in the hierarchy, there is capacity to accommodate the required level of change. The 2009 study by Tibbalds proposed that:
- The existing Hackbridge centre should be expanded and reinforced by development on the Felnex, and Kelvin House sites to form a mixed-use “heart” to the area focused on London Road and adjacent to the station;
 - The mix of uses in the new district centre should include not only retail, but also a new GP surgery, community “hub” and other leisure/cultural uses, employment and residential (with flats above ground floor uses such as retail or employment); and
 - The quality of the centre should be enhanced through public realm improvements and traffic management.

¹⁴ Calculations are based on non-residential floorspace (i.e. excludes any C3 floorspace) on both ground and upper levels. Totals for the number of units include residential properties.

5.57 Furthermore evidence regarding capacity was presented during the Hearings into the Core Planning Strategy. Savills (representing the landowners of Felnax) indicated that the Felnax site could accommodate 5,126 sqm of town centre development comprising over 4,400 sqm of retail and approximately 800 sqm for a health centre use. An additional 400 sqm of additional floorspace had also been granted planning permission (C2006/56201) at the Kelvin House site. In addition to this a significant amount of office floorspace growth has been identified – Tibbalds proposes nearly 13,000 sqm and the permission for Kelvin House includes 200sqm of office development. It is the council's view that Hackbridge would therefore function as a district centre in much the same way as Carshalton.

Conclusions

- 5.58** Conclusions from the work undertaken in connection with health checks are that:
- The status of Sutton town centre as a Metropolitan Centre is justified and all the district centres are correctly classified given their roles in providing sustainable access to convenience goods and services, and the focus they provide for their local communities;
 - Sutton town centre should remain a key location and a focus for larger format comparison shopping;
 - A mix of functions is critical in terms of maintaining the vitality and viability of the district centres and in particular offices and play an important role in their continued success;
 - Minor amendments are required to a number of district centre boundaries to ensure land uses which have a role in promoting the vitality and viability of the centres are included; and
 - Hackbridge should be identified as a district centre and there is capacity to achieve this both in terms of the proposed growth and the proposed layout of the centre.
- 5.59** The surveys have helped inform the review of town centre retail policies for the Site Development Policies Development Plan Document, helped inform the review of site allocations, and has informed the development of the Sutton Town Centre AAP .

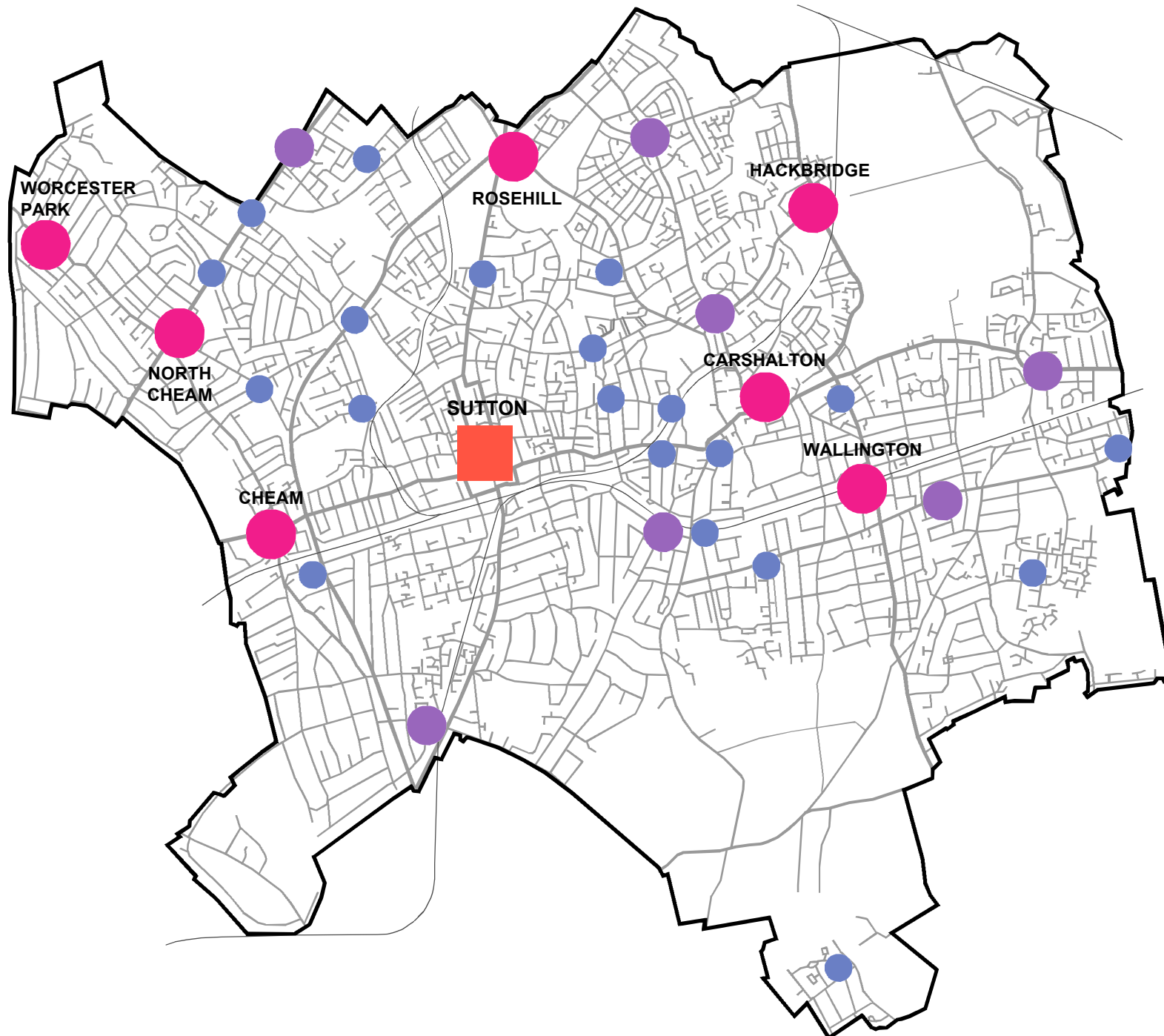
Further Evidence Gathering (2010)

- 5.60 Update Retail Assessment:** The town and district centre survey data provides more accurate data than was available for the Savills Hephher Dixon Retail Assessment (2007). An updated retail assessment, that takes into account the revised floorspace figures, the current economic climate and other changes in the retail environment, would be desirable.
- 5.61 Town Centre Health Check Indicators:** The District Centre Health Check Phase I Survey undertaken in 2008 only looked at the indicators relating to scale and function. However in order to establish a full picture of the health of each centre information regarding the remaining indicators (capacity, financial performance, accessibility, town centre initiatives, pedestrian flows, and environment and amenity) should be collected. The majority of this information has been collected for Sutton town centre and has been included in the Sutton Town Centre Health Check 2010 however further work is required in relation to the district centres. PPS6 and the London Plan specifies that

this information should be regularly reviewed. Given the current economic climate it is considered that this level of review is essential in order to assess the impact and direction of change within the Borough's centres.

Map 5.1

Town Centre Network



 Sutton Town Centre

 District Centres

 Large Local Centres

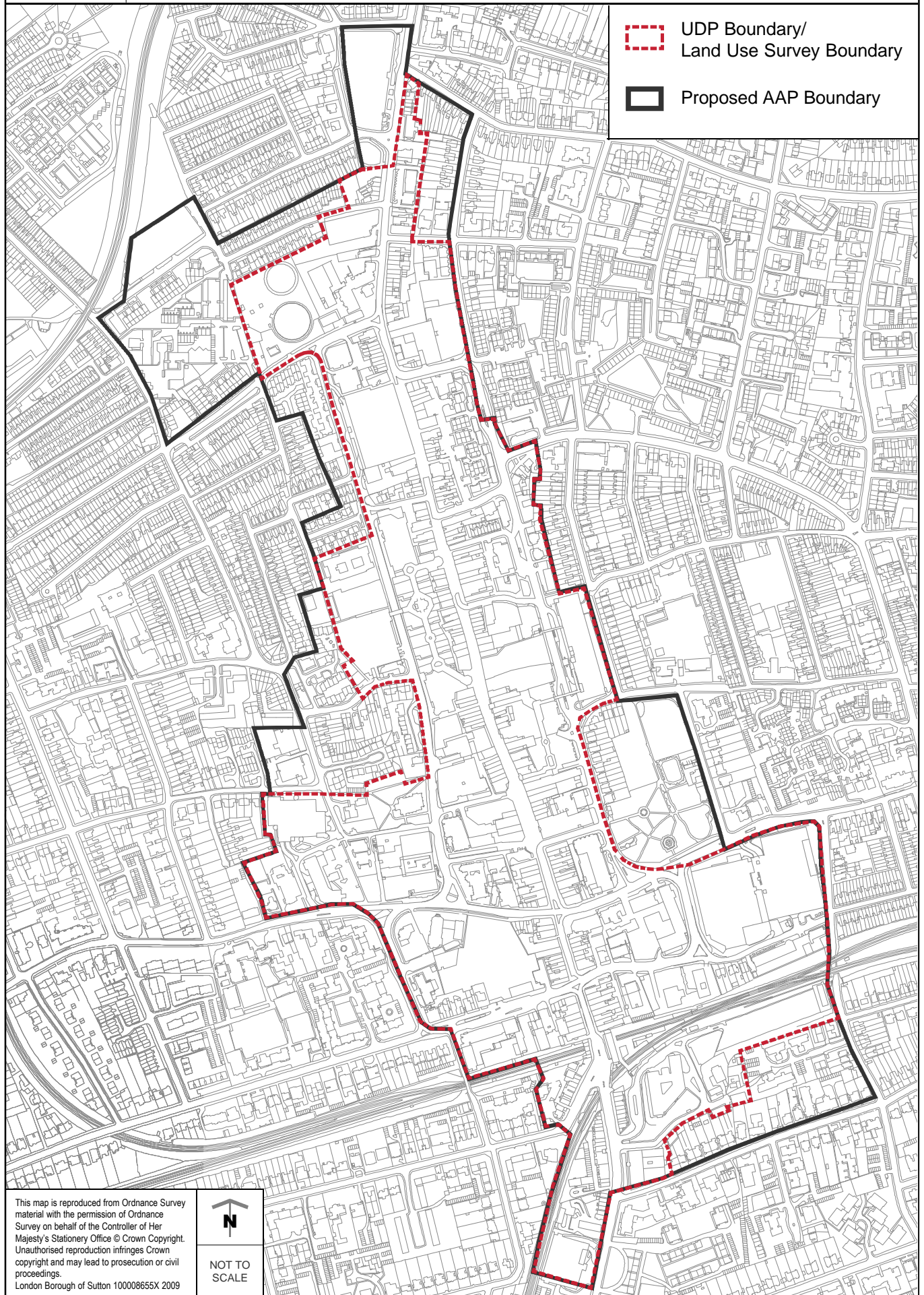
 Other Local Centres



December 2008

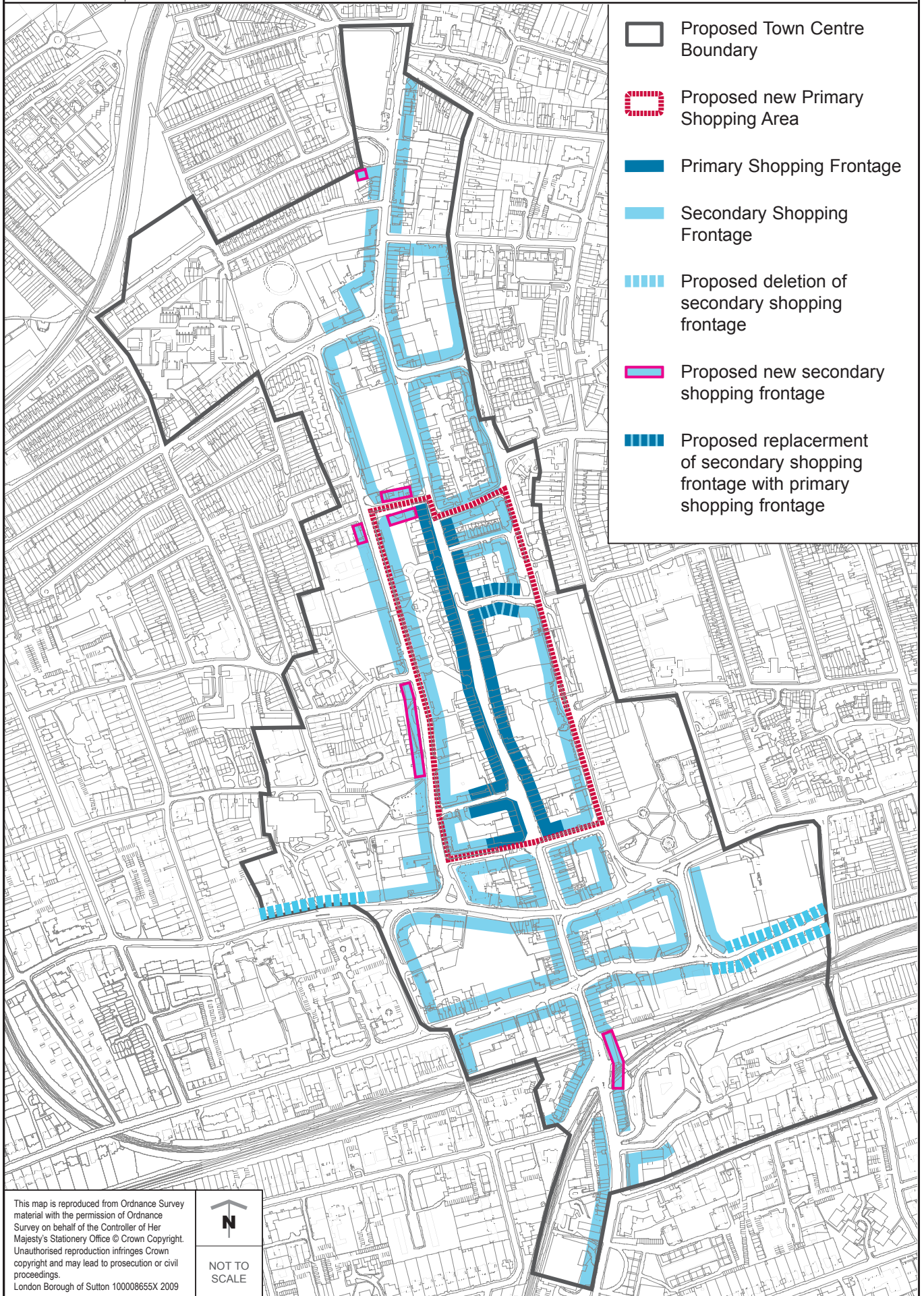
Not to Scale

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Map 5.3

Proposed Amendment to Sutton Town Centre Primary Shopping Area and Shopping Frontages





Open Land and Biodiversity

Introduction

- 6.1** There has been extensive research into strategic and local open land in the Borough: firstly in terms of the identification of defensible Green Belt and Metropolitan Open Land (MOL) boundaries; secondly, into the supply and demand for open space, level of pitch provision and allotments; and finally into the Sites of Importance for Nature Conservation (SINCs).
- 6.2** This section summarises the research and the findings set out in the previous Report of Studies and summarises the outcome of the Inspector's Report into the Core Planning Strategy: Proposed Submission document which has implications for Green Belt, MOL and SINCs. It also updates allotment statistics.

Green Belt

Background

- 6.3** In the London Borough of Sutton there are two areas of Green Belt located to the south of the Borough: the 'Little Woodcote Area' to the southeast; and the 'Cuddington Area' to the southwest. Currently 616 ha of the Borough are designated as Metropolitan Green Belt. The previous Reports of Study should be referred to for the history of the designation of Green Belt in the Borough.
- 6.4** The Orchard Hill site was identified as a Major Developed Site (MDS) in the Sutton UDP. The former MRC and Queen Mary's sites had already been given planning permission for residential development and the implementation of these schemes had commenced therefore these sites were not identified as MDS in the Green Belt.

Review of Green Belt (2006)

- 6.5** In line with Government advice that Green Belt boundaries should only be reviewed in exceptional circumstances and, ideally through the development plan process, the Council again reviewed the Green Belt boundaries in 2006 as part of the preparation of the Core Planning Strategy: Issues and Options Report.
- 6.6** A key finding from the 2006 Review regarding MDS was that the British Industrial Biological Research Association (BIBRA) site was now vacant and there was evidence that the buildings cannot be re-used due to their physical condition. It was therefore

considered that it might be appropriate to designate BIBRA as an MDS in the Core Planning Strategy in order to manage the proposed redevelopment in the area.

- 6.7** The Housing Chapter of the 2006 Report of Studies also indicated that further work was required to assess how different levels of housing growth could be accommodated in the Borough in the most sustainable way. Accordingly, the 2006 Report of Studies indicated that a Review of the need for safeguarded land or further amendments to the Green Belt boundary should be undertaken in conjunction with the work on housing needs.

Review of Green Belt (2007)

Boundaries and Development Need

- 6.8** With regard to future residential development needs, the Housing Chapter of the 2007 Report of Studies demonstrated that the Council could be able to meet the Mayor's housing target within the urban/built up area of the Borough. Consequently, there was no need to identify land to be safeguarded for housing and that the current Green Belt boundary should remain unaltered.

Major Developed Sites (MDS) Issues – Orchard Hill

- 6.9** As indicated above the Orchard Hill site is proposed for redevelopment. It is identified as an MDS in the Saved Policies of the adopted Sutton UDP and the intention is to maintain its status as an MDS. A Supplementary Planning Document (SPD) was approved in November 2007 setting out guidance for the redevelopment of this site. The approved SPD identifies two approaches: the Preferred Development Proposal is to develop a new secondary school with residential and other uses; and an Alternative Development Proposal is to develop residential and other uses.
- 6.10** The SPD establishes eight objectives for any redevelopment:
- To create a sustainable development;
 - To provide a robust and flexible framework capable of including a secondary school;
 - To establish a new community incorporating an integrated mix of high quality housing and appropriate community amenities;
 - To ensure Orchard Hill has a clearly identifiable character and positive identity;
 - To create a place that is easy to get to and move through;
 - To create and enhance public access to the open countryside;
 - To make the most of the site's context and assets; and
 - To deliver wider community benefits.

Review of Green Belt (2008)

Major Developed Sites (MDS) Issues

- 6.11** In terms of the Orchard Hill MDS two applications have been submitted and considered by the Council: a full application for a new 7 form entry secondary school and an ASD unit to replace Stanley Park High School and an outline application for access only to be considered in detail for the development of part of the Orchard Hill site to provide up to 246 dwellings and a retail unit.
- 6.12** An application was submitted in 2007 for the redevelopment of the former BIBRA site for a Gospel Hall and two 4-bed houses and twelve 5-bed houses. The application was refused at the Development Control Committee in April 2008 and subsequently an appeal was considered in June 2009 (APP/P5870/A/08/2089586). The appeal was dismissed by the Inspector in a decision dated August 2009 on the grounds that: The proposals are inappropriate in the Green Belt and is therefore by definition harmful

(PPG2 para 3.2); the development would also have a negative effect on the openness of the green belt thus harming the character and appearance of the locality; and further harm would arise from the provision of housing on a site with poor pedestrian accessibility to public transport and services/facilities. Finally, other considerations submitted by the applicant were considered not to amount to the very special circumstances sufficient to outweigh the harm to the green belt.

- 6.13** Finally it should be noted that the Inspector reporting on the Examination in Public into the soundness of the Core Planning Strategy concluded (September 2009) that this site should be identified as an MDS. However, given the difficulties over redevelopment options highlighted by the Inspector into the S78 appeal and the charitable status of the Brethren it is considered that the best way to progress a sustainable and suitable development of this site would be through the development of a planning brief.

Metropolitan Open Land (MOL)

Background

- 6.14** 530ha of open space in the Borough are designated as MOL in the adopted Sutton UDP. There are currently 21 sites designated as MOL on the basis of their strategic significance for meeting one or more of the MOL criteria. The sites are listed in the UDP and identified in the 2006 Report of Studies.
- 6.15** Metropolitan Open Land (MOL) is strategically important open space, which is of metropolitan significance in terms of openness, leisure, recreation, sport, landscape, nature conservation or heritage; or forms part of a Green Chain which meets one of the other criteria. The Mayor's 2008 London Plan is clear that although MOL may vary in size and primary function in different parts of London, it should be of strategic significance to merit continued designation. The status of MOL is the same as Green Belt in terms of protection from development and serves a similar purpose.
- 6.16** There is no presumption against reviewing MOL boundaries in National Guidance. PPG2 however makes it clear that such reviews should be undertaken when development plans are being prepared and changes should be justified on the grounds of exceptional circumstances. The Mayor is clear that the boundaries of MOL should only be altered in exceptional circumstances and alterations should be undertaken through the development plan process in consultation with the Mayor (Policy 3D.10 of the 2008 London Plan).
- 6.17** The previous Reports of Study should be referred to for the history of the review of boundaries as part of the development of the adopted Sutton UDP. The previous reviews of MOL were taken in the context of progressing strategic development on MOL within the Borough including the redevelopment of the Roundshaw housing estate and the development of Sutton Arena and Sutton Tennis Centre.

Review of MOL Boundaries (2006)

- 6.18** As part of the preparation of the Core Planning Strategy: Issues and Options Report, the Council re-assessed the MOL in the Borough and it was considered that the sites currently identified continue to meet criteria for designation. There was however one contextual issue which required an updated assessment of MOL boundaries and which it was considered may result in the need for boundary amendments: the new

and significant built waste sorting facilities to the east of Beddington Farmlands. The Council considers that this development has a negative impact on the openness of the Beddington Farmlands site and significantly affects the contribution that this land makes by being clearly distinguishable from the built up area.

- 6.19** In further evidence gathering it was decided that the Council will also need to consider reviewing MOL boundaries having regard to development needs. It was also recognised that the Council might have to review the need for the use of MOL at St Helier for the development of a critical care hospital, however the Sutton and Merton Primary Care Trust had not finalised the decision over site location.

Review of MOL Boundaries - 2007

- 6.20** In preparing the Core Planning Strategy: Preferred Options document and the Site Development Policies: Issues and Options document and having regard to development needs and the pressures for development arising from consultations with landowners/developers and other stakeholders, the Council considered a further review of MOL boundaries should be undertaken in particular at the following locations:

Reigate Avenue Recreation Ground

- 6.21** Since the 2006 review of MOL boundaries an application had been approved, subject to a legal agreement, for the development of an Autism Spectrum Disorder Unit at Glenthorne High School, which encroaches onto MOL. Whilst it was considered that a minor boundary change could be made to reflect this decision once the planning permission has been granted it is understood that through the review of secondary school provision further applications may be forthcoming on a number of sites. Therefore it would not be appropriate to take a piecemeal approach to school boundary reviews at this stage but wait until a comprehensive review be undertaken.

St Helier Open Spaces

- 6.22** The previous Report of Studies identified that the use of MOL north of St Helier Hospital for the development of a Critical Care Hospital should be considered. However, the Sutton and Merton Primary Care Trust has now indicated¹ that no additional land over and above the present hospital site would be required for future developments. A review of the MOL boundary of the St Helier Open Spaces is therefore no longer required.

Beddington and Kimpton SILs

- 6.23** The Core Planning Strategy: Preferred Options document proposed a Spatial Strategy of 'Balanced Sustainable Growth', a key element of which is the development of Hackbridge as a sustainable neighbourhood involving comprehensive redevelopment within the Hackbridge area to provide a District Centre and a sustainable mix of homes, businesses, shops and community and leisure facilities.
- 6.24** It was anticipated that the extent of the development required to achieve the creation of the sustainable neighbourhood at Hackbridge included between 1,000-1,100 homes; the expansion of Hackbridge local centre into a district centre including the development of additional convenience retail and a range of services and facilities, notably a health centre, to meet the needs of existing and additional residents in the

¹ Better Health Care Closer to Home: Report to Joint Overview and Scrutiny Committee, Sept 2007

area; the development of additional primary school provision; and the development of a community hub facility. The Hackbridge sustainable neighbourhood proposal has received widespread support from the local community and other stakeholders.

- 6.25** However in order to achieve this scale of development, the Core Planning Strategy: Preferred Options recognised the need to allow for mixed use of a number of established industrial areas within the Hackbridge area. Consequently, the Core Planning Strategy identified an overall shortfall of employment land and accordingly proposed the de-designation of MOL adjacent to two existing SILs in Sutton: Land North of Kimpton (1ha) and three parcels of land west of and contiguous with Beddington Lane (approximately 16ha)². This approach proposed the consolidation of investment of industry in the Borough's most important employment locations. Focusing the replacement employment land at the two SILs would also appear to meet the Mayor's objective of promoting and managing SILs and optimising their importance as economic areas.

Land North of BedZED

- 6.26** In order to achieve the development of the Hackbridge sustainable neighbourhood the Core Planning Strategy: Preferred Options document proposed the de-designation of approximately 7 ha of MOL north of BedZED for residential, community and open space uses.

Land West of Sutton Cemetery

- 6.27** The Core Planning Strategy: Preferred Options document also proposed the de-designation of 0.8ha of land west of Sutton Cemetery and at the rear of Ridge Road for housing.

Conclusions

- 6.28** The Core Planning Strategy: Preferred Options identified MOL de-designations at 6 sites, involving the loss of approximately 25ha of MOL.

Review of MOL Boundaries – 2008

Introduction

- 6.29** A number of respondents, including the GLA, the London Development Agency (LDA), the London Wildlife Trust and Mitcham Common Conservators, expressed concern over the loss of MOL as proposed at Beddington Farmlands, adjacent to the Kimpton Industrial Estate and at Hackbridge. The grounds for objection included: the permanent loss of open space; loss of Sites of Importance for Nature Conservation; impact on the Wandle Valley Regional Park; and insufficient evidence of exceptional circumstances to justify the loss of open land. Furthermore, the GLA objected on the grounds that the allocation of MOL for other uses is not in general conformity with the London Plan. Finally, the LDA considered that there should be further evidence to justify the loss of Established Industrial Locations to other uses, as it is this that is leading to the need to de-designate MOL.
- 6.30** In terms of the need for employment land provision it was clear that there was a dichotomy of opinion over the expansion of the SILs between groups such as the GLA, the LDA, the London Wildlife Trust and Mitcham Commons Conservators, that are generally opposed to the corresponding loss of MOL, and private

² Part of this area, Site B3, was a site suggested by stakeholders for consultation.

developers/landowners (including Country Land Ltd, Development Planning Partnership and Sterecycle Ltd) who were in support of the approach.

- 6.31** Sterecycle Ltd and Country Land Ltd welcomed the amendment of SIL boundaries justified, amongst other things, on the need to enable the development of additional waste management facilities. However, Sterecycle Ltd indicated that the scale of the proposed land release at Beddington would be insufficient to meet employment and waste management needs and accordingly a much larger area of land should be identified. Furthermore, Country Land Ltd was concerned about potential dual designation of SIL and Sites of Importance for Nature Conservation (SINC) and Green Chains. This is, in its view, a conflict of designations and it considered that SINC status should align with any retained MOL boundary.
- 6.32** In considering these representations, the Council indicated that further evidence gathering would be undertaken regarding:
- The need for the development in the context of employment land supply and demand, including land to meet waste management requirements, and the need to meet housing needs, and, would review the availability of alternative sites within the urban area to meet such needs;
 - The need to assess the impact of de-designation on remaining MOL to continue to meet criteria for designation;
 - The intrinsic nature conservation value of sites and implications of de-designation for wider SINC;
 - The impact any de-designation would have on the Council being able to meet its Open Space Standard;
 - The impact of any de-designation on the Wandle Valley Regional Park; and
 - Any incidental advantages/benefits resulting from de-designation.
- 6.33** Following these reviews the Council decided not to progress with the range of de-designations identified in the Core Planning Strategy Preferred Options document. Consequently the Submission document indicated that there would be: no changes to the MOL boundaries at Reigate Avenue, land west of Sutton Cemetery and St Helier Open Spaces (i.e. these sites would remain as MOL in their entirety); the land north of Kimpton (1ha) and Land North of BedZED (7ha) would continue to be identified for de-designation as MOL in order to bring about the objectives of Sustainable Balanced Growth and the development of the Hackbridge Sustainable Suburb; and finally there would be boundary changes at the Beddington SIL taking into account the results of the MKA Ecological Study which would reduce the amount of land identified for de-designation as MOL considerably.
- 6.34** The exceptional circumstances, which, in the council's opinion, justified the de-designation of MOL, were based on the outcome of the reviews identified above and are set out in detail in the Report of Studies 3: Core Planning Strategy Proposed Submission (November 2008) and in the Council's Statement of Case LBS/Issue 1.3.3 'Very Special Circumstances'.

The Core Planning Strategy: Examination in Public(2009)

- 6.35** Finally, it should be noted that the Inspector reporting on the Examination in Public into the soundness of the Core Planning Strategy concluded (September 2009) that the circumstances put forward by the Council were not sufficiently "exceptional" in order to justify the de-designations sought. Therefore all references to the de-

designations should be removed from the Core Planning Strategy; references to the range of proposed uses to the affected sites should also be deleted; and consequential changes should be made, for example, to the Proposed Amendments to the boundaries shown on the Proposals Map.

- 6.36** Accordingly, none of the sites which had been proposed for de-designation as MOL in the Core Planning Strategy Submission document have been de-designated.

Other Open Spaces

Background

- 6.37** There are over 500ha of public open space with unrestricted access, on 244 sites within the Borough which consists of:

- 2 Metropolitan Parks providing a total of 125.99 ha;
- 3 District Parks providing a total of 80.32 ha;
- 36 local parks providing a total of 217.84 ha
- 203 small areas of public open space providing a total of 93.86 ha.

- 6.38** The Council has undertaken two significant reviews of open space. The first was completed in 1997 and was undertaken by Llewelyn Davies in accordance with best practice advocated by Llewelyn Davies and the former London Planning Advisory Committee. The second assessment, completed in 2005, updated results on supply and demand for open space, reviewed quality and value of a range of open spaces, and looked at the implications of the boundary reviews. It was prepared to provide evidence for the Core Planning Strategy: Issues and Options and the preparation of an Open Space Strategy in accordance with the Greater London Authority Guide to Preparing Open Space Strategies (GLA, March 2004). The results of both studies are set out in detail in the 2006 Report of Studies and are summarised below.

Open Space Study (Llewelyn Davis, 1997)

- 6.39** Llewelyn Davis undertook a review of open spaces and recreation facilities as part of the preparation of the adopted Sutton UDP. The results of the research suggested that Sutton was less well provided with public open space, in quantitative terms, than expected. Quantitative deficiencies, relative to land area and population, were particularly evident in Cheam South, St Helier South and Wallington North. However overall the ratio of residents to public open space is higher than the London average and significantly above that of other comparable boroughs in Outer London.
- 6.40** The research concluded that Sutton West, Sutton Central, Worcester Park North and Rosehill wards should be identified as priority landscape improvement areas.
- 6.41** The creation of the Wandle Valley Country Park was seen by Llewelyn-Davies as the most significant opportunity to create a major new space to meet the recreational needs of the Borough, but the report recognised the financial difficulties in the creation of the Park and recommended that some facilitating development be allowed on the fringes of the MOL at Beddington to enable the scheme to go ahead.

Open Space Study, Scott Wilson (2005)

- 6.42** Scott Wilson undertook a study into the supply, deficiency, quality, demand and use of open space in the Borough, and suggested recommendations for managing the Borough's open space. This Study and subsequent recommendations were used to prepare the Open Space Strategy (2007).

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- 6.43** Whilst the current Borough-wide level of open space with unrestricted public access exceeds the National Playing Field Association standard, the amount of open space varies widely between Wards. The lowest quantity is found in Wallington South and Sutton South with 0.14 and 0.15ha of open space per 1,000 population respectively. At the upper end of the scale, Beddington North, Beddington South and Carshalton South & Clockhouse have over 6 Ha per 1,000. Two thirds of Sutton's wards fall below the Borough Average of 2.88ha per 1,000 population.
- 6.44** A high proportion of the Borough has access to at least one open space of Metropolitan importance. Although there are deficiencies in access to spaces of Metropolitan importance in parts of the north, central and southern areas of the Borough, it is unlikely that there are any opportunities to create additional Metropolitan sites. The Study concludes that the following areas are deficient in both Metropolitan and District level provision:
- St. Helier (north west portion);
 - Stonecot (north east portion);
 - Sutton North (majority of ward);
 - Sutton Central (central portion running north south); and
 - Carshalton South & Clockhouse Ward (southernmost area).
- 6.45** The deficiency in access to Metropolitan Parks, District Parks and Local Parks is illustrated in the Appendix to the Site Development Policies DPD: Proposed Submission document (Maps 2.4-2.6).
- 6.46** The Study identified that the following key areas are deficient in Access to Local or Small Local Open Spaces however they have differing issues and therefore require different specific recommendations which are set out in the 2006 Report of Studies: Beddington North; Cheam; Sutton Town Centre; and Wallington South.
- 6.47** Analysis of access to play facilities shows that there is an uneven distribution of play with good coverage for all ages in the north, and poor coverage in the south of the Borough. There are also Wards with clusters of play facilities where Scott Wilson indicated that rationalisation might be an option, to provide fewer, better facilities. Maps showing access to play are set out in the Open Space Strategy (2007).

Urban Green Space

Background

- 6.48** Urban Green Space (UGS) is described in the Sutton UDP as land which may have restricted public access but which has an important recreational or non-recreational value. This can include private sports clubs, which can contribute towards meeting local/regional recreational needs for their members and often have significant visual amenity and ecological benefits within the surrounding area. As well as amenity or ecological value other non-recreational benefits include structural value, (i.e. open spaces that help define Sutton's distinctive communities), and educational or cultural value. Open space which meets either the recreational or non-recreational criteria and is located in areas of open space deficiency, or areas generally with a low proportion of green space to built up area, should be identified as UGS.
- 6.49** Currently 45 sites are identified as UGS in the UDP.

Review of UGS (2007)

- 6.50** A review of all UGS was carried out in 2007 in the context of the definition of open space deficiencies in the Open Space Study carried out by Scott Wilson in 2005. Sites were considered to meet an open space deficiency if: the ward they fall within is below the borough average for open space; the site does not have access to a metropolitan site; the site does not have access to a district site; the site has a deficiency in access to small open spaces; and, if the site has a deficiency in access to local parks. Scott Wilson assessed the value of a number of sites based on context; level and type of use; and the wider benefits of a site. Where this value calculation has been undertaken on UGS the results have also been reported.
- 6.51** The result of the review of UGS land is set out in the 2007 Report of Studies. Having carried out the analysis it appeared that two sites no longer meet any of the criteria: the Women's Cricket Club/BT site at Plough Lane; and Mill Green Allotments.

Allotments

Background

- 6.52** There are 35³ Council-owned allotments sites, with over 2,300 plots in the Borough. These are listed in the Schedule in Table 6.1 at the back of the document. Of these sites six are non-statutory. The majority of allotments are located across the north-eastern and central part of the Borough, serving many of the higher density housing areas. A number of Wards do not have any allotment provision at all, including Belmont, Carshalton Central, Wallington South, Beddington South and St Helier North.
- 6.53** There are no privately owned allotments, although until recently there was one at Aultone Way, Sutton Garden Suburb. The owners closed the site in anticipation of residential development for 28 houses. The application (Ref. APP/A/98/29815) was refused in July 1998.
- 6.54** There has been a dramatic increase in the desirability of allotment gardening and a corresponding increase in the uptake of allotments.

Revised Sutton UDP (2003)

- 6.55** An assessment of the supply and demand for allotments was undertaken as part of the review of the Sutton UDP. The assessment looked at quantity, quality and distribution of provision as well as identifying the catchment areas of current sites. It also looked at the uptake of plots, the number of sites with waiting lists and analysed the reasons for these waiting lists and looked at the distance travelled by plot holders to their sites. The results are set out in the Statement of Council's Case No 6: Allotments Policies, Sutton UDP Review: Public Local Inquiry (April 2001).
- 6.56** Research in 2001 identified that in relation to the standards in the Thorpe Report, the London Borough of Sutton was well provided for in terms of its allotment provision. Given the number of plots identified in 2001, there were 12.6 plots per 1,000 population.

³ The 2007 Report of Studies had identified 36 sites however Greenshaw Farm is no longer used as an allotment site

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- 6.57** The Council was ranked ninth out of the 33 London Boroughs in terms of level of allotment provision, and, of the outer south west London Boroughs (Croydon, Sutton, Merton, Richmond and Kingston) it ranked second (LPAC Borough Council's Questionnaire, 1994).

Open Space Study, Scott Wilson (2005)

- 6.58** The Open Space Study conducted by Scott Wilson looked at the value and quality of a number of the allotments and identified nine allotment sites within the Borough that scored Poor for Quality and Low for Value. Scott Wilson recommends that both the Quality and Value should be improved. Scott Wilson also recommends that an Allotment survey be carried out into the demand, quality and use of allotments. This review was obviously undertaken during a period of lower demand. An updated review would be likely to identify that quality and value would now be higher.

Review of Supply and Demand of Allotments (2009)

- 6.59** Figures identifying supply and demand for allotments and take up rate for individual sites are set out in Table 6.1. Monitoring has been undertaken since 2001 although Table 6.1 just sets out the position since 2003. It is clear from these figures that there has been resurgence in the demand for allotments. Whereas in 2001 there were only waiting lists for eight allotments, 34 sites now have waiting lists and the numbers on the waiting lists has increased to 773 people. Furthermore there are now no vacant and available plots across the Borough and this considerable change in position does not reflect the fact that an additional 154 plots have been created on exiting sites.

Biodiversity

Introduction

- 6.60** There are a number of statutory designations for wildlife sites within the European Union e.g. Site of Special Scientific Interest, National Nature Reserve, Special Area of Conservation, Special Protection Area, Ramsar Site. Below this tier of statutory designations is a system of locally valued non-statutory sites. A Site of Importance for Nature Conservation (SINC) is a non statutory designation used to identify high quality wildlife sites in the borough. There are different tiers of sites: Sites of Metropolitan Importance; Sites of Borough Importance Grade I; Sites of Borough Importance Grade II; and Sites of Local Importance. Sites can be upgraded from e.g. Borough Grade I to Grade II if positive conservation management contributes to their overall improvement of nature conservation value. Conversely, sites can be downgraded if their nature conservation value reduces.
- 6.61** The 2009 Report of Studies 3 set out the results of a GLA survey of open space and wildlife habitat in Sutton as part of the Mayor's 10-year rolling programme and consequently the boundary amendments and additional SINC's proposed are identified in the Site Development Policies: Proposed Submission Appendix Maps 2.7-2.18.
- 6.62** The Council also commissioned consultants MK Ecologists to specifically review for ecological value a number of sites that make up the Beddington Site of Metropolitan Importance (MOL). The outcome of these results are summarised in the Council's Statement of Case LBS/Issue 1.3 on the biodiversity.

The Core Planning Strategy: Examination in Public (2009)

- 6.63** The Inspector reporting on the Examination in Public into the soundness of the Core Planning Strategy concluded (September 2009) that the de-designation of three of the SINC's (two at Beddington Farmlands and at Land North of BedZED) was only as a direct consequence of their proposed de-designation as MOL and since he was recommending the retention of MOL "it follows that the reason for de-designating the parcels as SINC's has no basis and cannot be supported". The final area of land proposed for de-designation as a SINC in the Core Planning Strategy Submission document was a small parcel (0.91ha) north of Mile Road which was being used for waste management operations and has a dual designation for industrial uses and SINC. The Inspector did not support the de-designation of this SINC on the grounds that it would condone an unauthorised use notwithstanding that the council was negotiating on regularising the planning position on this site.
- 6.64** Accordingly, none of the sites which had been proposed for de-designation as SINC's in the Core Planning Strategy Submission document have been de-designated.

Countryside Conservation Area

- 6.65** The GLA has recommend the identification of a Countryside Conservation Area at the Oaks Park, Woodcote Park Estate and the smallholdings following the procedures in Appendix 1 of the Mayor's Biodiversity Strategy and in order to reflect that the wildlife value is diffused throughout the whole area in features such as hedges and ditches. It is recommended that this proposal be considered through the preparation of a Supplementary Planning Document.

'Areas of Deficiency' in Access to Nature

- 6.66** Areas of Deficiency in Access to Nature are defined as built-up areas more than one kilometre actual walking distance from an accessible Metropolitan or borough site. The GLA has identified such Areas of Deficiency and a list of priority sites where opportunity exists to improve access to experience wildlife, and contribute towards the Mayor's strategic target to reduce "Areas of Deficiency" in access to nature.
- 6.67** The 2006 GLA survey of Sutton has identified some sites as List 1: Priority opportunities to reduce areas of deficiency in access to nature. Map 6.17 identifies these sites within Sutton that offer priority opportunities to reduce areas of deficiency in access to nature. Access improvements to these sites will contribute to the Mayor's strategic targets for restoration and recreation of priority habitats for biodiversity, as set out in the London Plan and as recommended in PPS9.

Table 6.1: Council Owned Allotment Sites

Allotment Name	Total plots Oct 09	Vacant plots Nov 03	Vacant plots Sept 06	Vacant plots Sep 07	Vacant plots Sep 08	Vacant plots Oct 09	Waiting list Sep 08	Waiting List Oct 09
Beddington Park	14	0	2	0	0	0	Yes (6)	Yes (10)
Belmont	137	6	0	0	0	0	Yes (42)	Yes (38)
Benhill	170	0	0	0	0	0	Yes (39)	Yes (45)
Buckland Way	98	32	21	9	0	0	Yes (7)	Yes (15)
Bushey Meadow	23	6	3	3	1	0		Yes (13)
Bute Road	111	31	28	18	0	0	Yes (10)	Yes (28)
Central Road	12	0	0	0	0	0	Yes (13)	Yes (19)
Chaucer Road	36	27	24	14	5	0		Yes (7)
Cheam Court (A&B)	31	0	0	0	0	0	Yes (13)	Yes (38)
Cheam Park Nursery	69	0	0	0	0	0	Yes (24)	Yes (39)
Cheam Park Paddock	19	0	0	0	0	0	Yes (20)	Yes (32)
Culvers Avenue	22	0	0	0	0	0	Yes (13)	Yes (21)
Demesne Road	281	129	109	91	54	0		Yes (19)
Duke Street	27	0	0	0	0	0	Yes (14)	Yes (19)
Fryston Avenue	23	0	0	0	0	0	Yes (7)	Yes (7)
Gander Green Lane	219	56	26	3	0	0	Yes (14)	Yes (35)
Goose Green	64	9	3	3	0	0	Yes (2)	Yes (8)
Green Wrythe Lane	119	38	31	12	0	0	Yes (24)	Yes (40)
Lavender Road	20	0	0	0	0	0	Yes (24)	Yes (32)
Mill Green	21	3	4	0	0	0	Yes (4)	Yes (11)
Perretts Field	59	0	4	0	0	0	Yes (26)	Yes (29)
Priory Crescent	6	0	0	0	0	0	Yes (9)	Yes (15)
Pylbrook Triangle	2	2	2	2	0	0		Yes (3)
Ridge Road	63	24	21	20	13	0		Yes (11)
Roundshaw	107	12	0	0	0	0	Yes (17)	Yes (23)
Spencer Road	58	8	4	3	0	0	Yes (10)	Yes (16)
Stanley Road	208	70	56	29	0	0	Yes (25)	Yes (55)
The Warren	15	15	0	0	0	0	Yes (40)	Yes (39)
Wandle Road	30	4	0	0	0	0	Yes (4)	Yes (8)
Wandle Side	14	0	0	0	0	0	Yes (7)	Yes (11)
Watson Avenue	26	3	4	6	2	0	Yes (4)	Yes (10)
Westmead Road	176	50	32	11	0	0	Yes (15)	Yes (45)
Wrights Row	13	0	0	0	0	0	Yes (25)	Yes (31)
(Clensham Lane)	3	N/A	N/A	0	0	0		Yes (1)
(Bute Road Orchard)	5	N/A	N/A	0	0	0		
	2301 (2147 in '03)	677	372	224	75	0	28 (458)	34 (773)



Built and Historic Environment

Introduction

- 7.1** Sutton has long been regarded as a prosperous and attractive area in which to live, with opportunities for work either locally or through good transport links to central London. It conveys the image of a leafy well laid-out established 'arcadia', historically being a collection of rural villages. This 'village' feel remains within many locations and consequently Cheam, Belmont and Carshalton are still referred to as villages.
- 7.2** However, the character of the Borough is more complex than this simple stereotype. The more affluent, low density, leafy suburbs towards the south are very different in character to areas such as Rosehill and St Helier in the north, which are among the most deprived in London. Since 1968 and the designation of Carshalton Village and Wrythe Green Conservation Areas, the Council has focused on the preservation of the special character and appearance of the Borough. However, both nationally and regionally, there has been an increased focus on an 'urban renaissance' in order to achieve higher density development and regeneration of town centres.
- 7.3** In order to get a better understanding of the character of the Borough a number of studies have been undertaken and are reported in this section.

Characterisation Report of Studies

Background

- 7.4** In 2007-8, the Council carried out a characterisation assessment of the Borough, including its suburban residential heartlands in order to, amongst other things, help develop a policy approach which seeks to achieve the maximum intensity of use of sites compatible with local context; set out the elements that make up the Borough's character and which contribute to local distinctiveness in order to manage the process of change; and, identify/realise opportunities to improve the character of the Borough.
- 7.5** The Characterisation Report of Studies provides the geological and hydro-geological context; information on topography and views; the archaeological context; the historic development context; the local material colour palette; the movement framework; the townscape and landscape character and quality; and, an assessment of density and setting.

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- 7.6** The density ranges of over 100 different suburban areas in the Borough and over 100 different locations within Sutton town centre and the district centres have been established which has helped understand the predominant densities across the Borough and to assess the relationship between existing densities, the form of housing and the character of residential areas.
- 7.7** Having undertaken the detailed assessments of the character of the Borough, a range of definitions of setting that specifically reflect Sutton's character as an outer London Borough have been established and are shown on Map 7.1¹.

Summary

- 7.8** The Characterisation Report of Studies sets out a comprehensive assessment of the diversity, quality and sensitivity of the Borough's townscape and landscape to change. In July 2008, the Council approved this Report as part of the evidence base of the Local Development Framework to support the development of strategic policy, particularly in relation to the density matrix.

Limit of Sustainable Residential Development

Background

- 7.9** The Council considers land within and adjoining Sutton town centre and the district centres as sustainable locations where higher density development should be located. In the Unitary Development Plan, the areas considered suitable for higher density residential development were identified as falling within the 'Limit of Sustainable Residential Development'. These areas were based on an easy walking distance from shops and services and public transport and had particular regard to the different levels of public transport in town centres.
- 7.10** As Sutton town centre offers the highest level of public transport accessibility in the Borough, a ten-minute walking distance (a distance of 800m) was used.
- 7.11** Wallington and Rosehill had higher levels of public transport accessibility than the Borough's other district centres, and a walking distance of five minutes (or 400m) was chosen. For the remaining four district centres (Carshalton, Cheam, North Cheam and Worcester Park), a walking distance of 2 minutes (160m) was used.
- 7.12** The above catchment areas of sustainable residential development were defined by measuring from the edge of the core activity areas that have the highest concentration of shops and services and which, for the most part, also front on to the main corridors for bus routes. In defining the boundaries a number of factors were taken into account. These included assessing:
- actual walk distances rather than basing the catchment area on a 'crow fly' distance;
 - the character of the area and its relationship to the town centre, including the existence of natural or physical features; as well as
 - the extent to which higher density had already taken place.

¹ This map is from the Characterisation Report of Studies and does not reflect all proposed amendments to Conservation Area (CA) and Areas of Special Local Character (ASLC) boundaries.

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- 7.13** The need to have logical boundaries was also taken into account, which led to in some cases, the inclusion of areas just beyond the walk distance being included, whilst in other cases, other areas within the walk distance being excluded.

Review of the Limit of Sustainable Residential Development

- 7.14** To inform the Core Planning Strategy, a review of the limits of sustainable residential development has been undertaken in order to establish the scope to accommodate higher density development within and around existing town centres.
- 7.15** This review was undertaken in the context of the London Plan Density Matrix which sets out a range of densities to be used in the assessment of planning applications for new residential development and which is based on public transport accessibility levels and the setting of the proposed site. The matrix broadly defines all areas within 800 metres walking distance of town centres as having a central or urban setting depending on the scale of the town centre.
- 7.16** In this context:
- **A central setting** is considered to relate to areas with very dense development having a mix of different uses, large building footprints and typically with buildings 4 to 6 storeys in height, located within 800 metres walking distance of an International, Metropolitan or Major town centre.
 - **An urban setting** relates to areas with predominately dense development such as terraced housing, mansion blocks, with a mix of different uses, medium building footprints and typically buildings of 2 to 4 storeys in height, located within 800 metres walking distance of a district centre or along main arterial routes.
 - **A suburban setting** relates to areas of predominately lower density development such as detached and semi detached houses, predominately residential, small building footprints and typically with buildings of 2 to 3 storeys in height.
- 7.17** However the London Plan recognises that this is a broad-brush approach and Policy 3A.3 indicates that development proposals should be compatible with local context.
- 7.18** The Council therefore undertook a 'Characterisation Study' to understand how the Mayor's definitions would apply to the Borough. Only development within the Sutton town centre boundary is characterised by the qualities defined by the Mayor as Central and whilst much of the development within 800 metres walking distance of this boundary has the quality of an urban area, there are areas of detached and semi-detached houses, which are distinctly suburban in character.
- 7.19** Furthermore, whilst the development within district centre boundaries is urban in character these are set within a suburban context with low-density housing often immediately abutting the retail area. In fact the urban setting rather than extending up to 800 metres as suggested in the Mayor's matrix, in most cases only extends for a limited distance beyond the district centre boundary. Thereafter, the areas are predominately suburban in character.

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- 7.20** At the Proposed Submission stage of the Core Planning Strategy, the GLA objected to the Council's view that the 800-metre sustainable quality areas should not be applied and sustainable quality areas should reflect local character. However, as a result of the evidence within the Characterisation Report of Studies and further evidence produced by the Council, the GLA withdrew its original objection, shortly before the Examination-in-Public into Core Planning Strategy. The GLA accepted the Council's view that the following settings should be applied to reflect Sutton's predominantly suburban nature:
- The central density range should be applied to the area within Sutton Town Centre boundary;
 - The urban density range should be applied to an area within a walk distance of 800 metres around Sutton town centre;
 - The urban density range should be applied within district centres and for a walk distance of 400 metres around those centres.
- These criteria for distance and character form Core Policy BP1 of the Core Planning Strategy.
- 7.21** The policy provides for some intensity of development within the limits of sustainable development and reflects the difference in public transport accessibility between Sutton and the other town centres.
- 7.22** Furthermore, as this approach is to be applied equally to all district centres, this means that in respect of four of the existing district centres, namely Cheam, North Cheam, Carshalton and Worcester Park, the area considered appropriate for higher density development is being considerably extended from a 160 metre walk distance catchment to a 400 metre walk distance catchment.
- 7.23** The same 400-metre walk distance is also being applied to Hackbridge as it has been identified as a district centre in the adopted Core Planning Strategy (see Chapter 5 on Town Centres).
- 7.24** This approach recognises that it would not be appropriate to apply urban density ranges to the areas between 400 metres and 800 metres of district centres to reflect the existing suburban character of these areas.
- 7.25** While the principle of the revised Limits to Sustainable Residential Development was established in the Core Planning Strategy, the Appendix of the Site Development Policies DPD: Proposed Submission version sets out the exact extent of the boundaries in maps 4.1 to 4.5 in the Appendix of the Site Development Policies DPD.
- 7.26** The criteria used to determine the extent of the boundaries was a 400-metre walk distance from the primary area of a centre, as defined in the UDP Appendix, and/or from a major transport interchange, such as a railway station (if present). In some cases, the boundary of the Sustainable Residential Development area was drawn at a distance of slightly less or more than 400 metres. This was to align the Sustainable Residential Development area boundary with a defined break in the townscape, such as a change of building form, the end of a street or road, a break in a run of terraced housing or the boundary of another designation, such as an Area of Special Local Character.

Heritage Study

- 7.27** The Heritage Study (2008) brings together all the work undertaken on the assessment of Conservation Areas, Areas of Special Local Character (ASLCs) and Special Policy Areas (SPAs) designated in the UDP; the identification of additional ASLCs; and, the review of listed and locally listed buildings in the Borough.

Conservation Areas

Background

- 7.28** The Borough has 14 Conservation Areas with special architectural or historic interest as shown in Map 1.1 of the Appendix to the Site Development Policies DOD: Proposed Submission version. Some areas have significant heritage value with many listed buildings, others have a more recent 20th Century appearance encapsulating the best architectural and urban design practices of their time. A description of the conservation areas is set out in the Heritage Study. The dates of their designations, past boundary reviews and priority in terms of further review are set out in Table 7.1.
- 7.29** PPG15 'Planning for the Historic Environment' makes it clear that it is the quality and interest of areas, rather than individual buildings, which should be the prime consideration in identifying Conservation Areas. While all streets and buildings give a sense of place, continuity and cultural identity it is only where they are of special architectural or historic interest that they should be designated as Conservation Areas. The first Conservation Areas were designated in the Country in 1967 and in the Borough in 1968. PPG15 and PPG 'Archaeology and Planning' are being revised and it is anticipated that the two documents will be published together in spring 2010 as PPS15 'Planning for the Historic Environment'. The draft of PPS15 re-emphasises the importance of protecting heritage assets.

Review of Conservation Areas

- 7.30** The Planning (Listed Buildings & Conservation Areas) Act 1990 imposes a duty on local authorities to undertake clear and concise appraisals of the character of Conservation Areas to provide a sound basis for their designation and management. In 2005, the Council agreed the order of review but this target has been affected by staff resources and the need to progress other priorities, including the development of the LDF documents. Accordingly, revised review dates have been set out in Table 7.1.
- 7.31** Since 2006, Character Appraisals have only been undertaken for the following Conservation Areas:
- Sutton Garden Suburb (2006);
 - Carshalton Village (2007); and
 - Wallington Green (2007).
- 7.32** The Carshalton Village Conservation Area Character Appraisal concluded that parts of Westcroft Road and Station Road, as shown in Map 1.2 of the Appendix to the Site Development Policies DPD: Proposed Submission version warrant designation as part of the Conservation Area given that the character and period

of development of the houses in these additional areas reflects the character of the Conservation Area.

- 7.33** Management Plans have been completed for Sutton Garden Suburb Conservation Area and Wallington Green Conversation Area. The Sutton Garden Suburb CA Management Plan was prepared as a Supplementary Planning Document (SPD), and a revised Article 4(2) Direction put in place in January 2008 to give effect to the proposals in the SPD.
- 7.34** The Character Appraisals and Management Plans can be viewed on the Council's website at www.sutton.gov.uk and at the Civic Offices (St Nicholas Way, Sutton), Environment & Leisure Offices (24 Denmark Road, Carshalton) and at the relevant local libraries.

Table 7.1: Conservation Areas

Conservation Area	Character Appraisal	Management Plan	Further Information
Sutton Garden Suburb	Completed 2006	Adopted 2008	<ul style="list-style-type: none"> • Designated 1989. • Article 4 Direction approved in 1992. • Revised Article 4(2) Direction put in place 2008.
Wallington Green	Completed 2007	Adopted 2007	<ul style="list-style-type: none"> • Designated 1971.
Carshalton Village	Completed 2007	2009	<ul style="list-style-type: none"> • Designated 1968 • Boundary review 1993
Cheam Village	2010	2010	<ul style="list-style-type: none"> • Designated 1970 • Boundary review 1994
Wrythe Green	2010	2010	<ul style="list-style-type: none"> • Designated 1968 • Boundary review 1994
Carew Manor, Beddington	2010	2010	<ul style="list-style-type: none"> • Designated 1977 • Surveyed 1996
Landseer Road, Sutton	2011	2011	<ul style="list-style-type: none"> • Designated 1992
Grove Avenue, Sutton	2011	2011	<ul style="list-style-type: none"> • Designated 1992
Park Hill, Carshalton	2011	2011	<ul style="list-style-type: none"> • Designated 1993
Carshalton Park	2012	2012	<ul style="list-style-type: none"> • Designated 1993
Beddington Park	2012	2012	<ul style="list-style-type: none"> • Designated 1993
Beddington Village	2012	2012	<ul style="list-style-type: none"> • Designated 1994 • Surveyed 1996
Church Lane, Beddington	2013	2013	<ul style="list-style-type: none"> • Designated 1994 • Surveyed 1996
Holy Trinity, Wallington	2013	2013	<ul style="list-style-type: none"> • Designated 1994 • Surveyed 1994

Areas of Special Local Character

Background

- 7.35** The Sutton UDP designates 15 Areas of Special Local Character (ASLCs) on the basis of their high quality townscape, architecture and landscape (Map 1.3 of the Appendix to the Site Development Policies DPD: Proposed Submission version). ASLCs are defined in the Sutton UDP as older parts of the Borough that have a special local character in terms of their townscape, architecture and landscape features. Table 7.2 lists the designated ASLCs and the dates of designation and review. Table 7.4 lists the proposed ASLCs recommended for designation through the LDF process.
- 7.36** The concept of ASLCs originates from the Greater London Development Plan in 1976 and the first areas in this Borough were identified for review in the Sutton District Plan in 1981. In 1995, the former London Planning Advisory Committee (LPAC) issued 'Revised Advice on London's Historic Built Environment' which reaffirmed that it may be appropriate "to identify and frame special policies to preserve (the) individual quality" of some residential areas in Outer London which may not satisfy the criteria for Conservation Areas.
- 7.37** ASLCs do not have the same status or enjoy the statutory protection provided by planning legislation as Conservation Areas. There is no statutory requirement to regularly review these areas or to produce management plans for them.

Initial Review of Potential Areas of Special Local Character

- 7.38** Notwithstanding that there is no legislative requirement to do so, in 2003, the adopted UDP introduced a new commitment to periodically review the status and boundaries of designated ASLCs (Policy BE37 (ii)). Paragraph 6.186 also identifies the following areas to consider for future designation:
- Anne Boleyn's Walk, Cheam
 - Mayfield Road, Sutton
 - Hillside Gardens, Wallington; and
 - Bassett Close, Chiltern Road and Woodbury Drive, Belmont
- 7.39** Following detailed assessments of the Belmont Station area, York Road, Holland Avenue and the Avenue, and, the Mayfield Road area of South Sutton, the following areas were recommended as ASLCs:
- Queens Road/The Crescent (2004)
 - Kings Road/Belmont (2004)
 - Highfields (2005)
- 7.40** Following formal consultation periods and Strategic Planning Strategy Committee Advisory Group consideration of the consultation responses, these areas were designated as ASLCs (Delegated Decision Notice, Del/82/04 and Del/14/05).

Table 7.2: Areas of Special Local Character

Area of Special Local Character	First Designated	Boundary Review	Further Information
Beddington Corner	1988	2006	<ul style="list-style-type: none">• Recommended boundary change

Area of Special Local Character	First Designated	Boundary Review	Further Information
Beulah Road/ Clarence Road	1988	2006	<ul style="list-style-type: none"> Recommended boundary change
Blenheim Gards Onslow Gardens	1998	2006	<ul style="list-style-type: none"> No boundary changes
Bute Road Estate	1998	2006	<ul style="list-style-type: none"> No boundary changes
Highfields	2005	n/a*	
Kings Road/Belmont	2004	n/a*	
Longfellow Road	1988	2006	<ul style="list-style-type: none"> Recommended boundary change
Newtown Area	1995	2006	<ul style="list-style-type: none"> No boundary changes
Park Hill Road Area	2003	n/a*	
Park Road/ Melbourne Road	2003	2006	<ul style="list-style-type: none"> No boundary changes
Queens Road/ The Crescent	2004	n/a*	
The Ridge	1995	2006	<ul style="list-style-type: none"> No boundary changes
St. Helier Estate	2003	n/a*	
St. Johns Road Area	1988	2006	<ul style="list-style-type: none"> Recommended boundary change
Sandy Lane/ Upper Road Area	1988	2006	<ul style="list-style-type: none"> Recommended boundary change
Springfield Road/ Grosvenor Road	2003	2006	<ul style="list-style-type: none"> No boundary changes
Victoria Road	1988	2006	<ul style="list-style-type: none"> Recommended boundary change
Woodcote Avenue	1995	2006	<ul style="list-style-type: none"> No boundary changes

* Boundary review not undertaken as designations are recent

- 7.41** In 2005, the Council reviewed the boundaries of existing ASLCs leading to proposed amendments to six areas as shown in Table 7.3 and in maps 1.3, 1.4 and 1.6 to 1.9 of the Appendix to the Site Development Policies DPD: Proposed Submission version. The proposed boundary amendments were approved by Strategy Committee in October 2006 (Minute 1017a/06).

Table 7.3: Boundary Amendments to UDP Areas of Special Local Character

Area	Recommendation
Beddington Corner	<ul style="list-style-type: none"> Removal of two areas (Mill Green and Orchard Avenue)

Beulah Road/ Clarence Road	<ul style="list-style-type: none"> • Small boundary change at the top of Clarence Road
Longfellow Road	<ul style="list-style-type: none"> • Removal of non-Victorian terraced housing
St. Johns Road Area	<ul style="list-style-type: none"> • Removal of two areas
Sandy Lane/ Upper Road Area	<ul style="list-style-type: none"> • Removal of Spooner Walk and Clouston Close
Victoria Road	<ul style="list-style-type: none"> • Removal of 100-104 Carshalton Road

- 7.42** In 2005/6, the Chiltern Road, Hillside Gardens, Downs Road and the Poet's Estate were reviewed (following a petition in 2005 to Clockhouse Area Committee) but the Council recommended that these areas should not be designated as ASLCs as the built form and common townscape qualities were not sufficiently distinctive and did not have any special architectural or historic interest to merit designation.

Second Review of Potential Areas of Special Local Character

- 7.43** The UDP also identifies two Special Policy Areas (SPAs) at South Cheam and Carshalton Beeches and South Sutton, which were originally identified in the Sutton District Plan in 1981. They comprise established residential areas with substantial detached /semi-detached houses built largely in the inter-war period. The SPA designation is not based on any historical importance of the area but rather on the density of development and townscape value. This is a local designation with no national or regional recognition
- 7.44** The Council recognised the non-statutory nature of the SPA designation and its conflict with other national and regional objectives and therefore considered the designation could not be maintained through the LDF. However, having undertaken the characterisation work, having been made aware of the historic context of part of South Cheam and Pine Walk, and given the increasing need to protect the best examples of inter-war suburbia the following three additional ASLCs were recommended in 2007 as shown in maps 1.10, 1.11 and 1.13 of the Appendix to the Site Development Policies DPD: Proposed Submission version:
- Anne Boleyn's Walk, Cheam;
 - Burton Estates, South Cheam (part of the former Cheam SPA); and
 - Pine Walk, Carshalton Beeches (part of the former Carshalton Beeches SPA).
- 7.45** In 2008, the Council undertook an assessment of the Victorian houses around Hinton Road and Clyde Road in South Wallington (following a resident's request) and endorsed the proposals to designate an ASLC in the Clyde Road Area to be progressed through the LDF. The proposed boundary is shown in map 1.12 of the Appendix to the Site Development Policies DPD: Proposed Submission version.

Table 7.4: Proposed New Areas of Special Local Character

Area of Special Local Character	Identified/ Recommended
Anne Boleyn's Walk, Cheam	2007
Burton Estates, South Cheam	2007
Pine Walk, Carshalton Beeches	2007
Clyde Road Area, South Wallington	2008

Listed Buildings

Background

- 7.46** PPG15 'Planning for the Historic Environment' sets out the main criteria that the Secretary of State applies in deciding which buildings to include in the Statutory List and Circular 01/07: Revisions to Principles of Selection for Listed Buildings updates and clarifies advice in paragraphs 6.1 to 6.40 of PPG15 dealing with the principles and criteria for listed buildings. The revised criteria are related to:
- Architectural Interest;
 - Historic Interest;
 - Group value; and,
 - A feature of the building.
- 7.47** The Heritage Protection Reform (started in 2003)² has led to the preparation of a series of selection guides by English Heritage in 2007, which set out approaches to designating buildings.
- 7.48** There are 177 statutory listed buildings and structures (Grade I, Grade II or Grade II*) within the Borough and these are listed in the Heritage Study. The statutory list, with descriptions, is available on the Council's website.
- 7.49** Currently three of these buildings/structures are identified as 'at risk' on English Heritage's Buildings at Risk Register:
- the Hermitage in Carshalton;
 - the Orangery Wall at Beddington Place on Church Road; and
 - the Grotto at Carshalton Park, Ruskin Road.
- 7.50** These buildings have been included on the register because of vandalism and graffiti, and owing to this and, the fact that there are no beneficial uses of the buildings/structures, English Heritage consider their restoration a significant priority. As owners of the buildings and custodians of the historic environment, the Council has a legal responsibility for the repair and maintenance of those falling into disrepair.

Locally Listed Buildings

Background

- 7.51** PPG15 indicates that the criteria applied for buildings to include in the Statutory List should be adapted to the local level. The Sutton UDP identifies 29 locally listed buildings or structures in the Borough and these are listed within the Heritage Study.
- 7.52** UDP Policy BE28 'Maintenance of Local List' states that 'the Council will identify buildings and structures which are of local architectural or historical merit for inclusion on the Local List.' The reasoned justification which amplifies the policy, states that the Council will consider whether the building or structure remains substantially unaltered and retains the majority of its original features and 'additionally' whether it complies with one or more of the following criteria:

² Protecting our Historic Environment: Making the System Work Better (2003)

- is of historical interest by local, economic or social significance, well known historical events, people or designers;
- is a fine example of work by local architects or builders of esteem;
- is of local community interest;
- is important to the setting of nearby buildings and open spaces; or
- is important in relation to the townscape view.

Review of the Local List

- 7.53** In 2007, a review was carried out of the criteria used to identify Locally Listed buildings and a number of amendments were proposed. To bring the criteria into line with national guidance, it was recommended that a new criterion on ‘group value’ be added to allow the addition of groups of buildings for their collective contribution, and to amend the second criteria which referred to locally ‘significant’ architects and to good examples of local construction techniques, materials or design.
- 7.54** In September 2007, the Council approved the addition of seven buildings/structures for the purposes of development control. These additions to the local list are shown in Table 7.5. The reasons the buildings were recommended are set out in the Heritage Study.

Table 7.5: Additions to the Local List (2007)

Property	Neighbourhood
Mock Tudor Designed Buildings, The Broadway	Cheam
Loraine House	Wallington
The Mill House, Bridges Lane	Beddington
Mill Lane School	Carshalton
Wall, 36A-38 North Street	Carshalton
Wall, opposite 1-5 Westcroft Road	Wallington
Wallington Police Station	Wallington

- 7.55** Subsequently, the Council has identified the following properties as proposed additions to the local list:
- Mock Tudor Buildings fronting the residential development, Old Express Dairy; and
 - The Sun, Public House, Carshalton.

Urban Design Studies

Tall Buildings Study

- 7.56** In response to the pressure to develop tall buildings in the Borough, the Core Planning Strategy: Preferred Options document (the Strategy) included a policy on tall buildings (Policy CP22) which indicated that tall buildings would be “appropriate in parts of Sutton Town Centre and Wallington District Centre provided that they make a significant positive contribution towards regeneration objectives and townscape and public realm considerations”. A strong level of opposition to this policy was expressed through the public consultation on the Strategy.

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- 7.57** In summary many Wallington residents expressed the view that they did not want any more high-rise flats although they did not specify a height. A few referred to past mistakes such as the Rosemount Tower and Canon buildings in Wallington and many people indicated that the definition of tall buildings within the context of this Borough should be restricted to no more than four storeys outside of the Sutton Town Centre although others felt that three storeys should be the limit in established residential areas. Four private investment companies supported the policy on the grounds that the development of tall buildings would help achieve the most efficient use of land in accordance with the London Plan and one, City and Provincial, considered that Hackbridge should be included in the Policy as an appropriate location for tall buildings. Government Office for London and the Greater London Authority indicated that the policy approach appeared to exclude other District Centres that may be appropriate for tall buildings.
- 7.58** In view of the level of opposition and in accordance with guidance issued by English Heritage and CABE³, the Planning Advisory Group agreed that a tall buildings study was needed⁴. Accordingly, Gillespies was appointed in June 2008 to prepare a Tall Buildings Study for the Borough.
- 7.59** A number of detailed area studies led to the formulation of Core Planning Strategy Policy BP13 on Areas with Taller Building Potential and the identification of a number of Areas of Taller Building Potential that are shown in maps 1.16 to 1.22 of the Appendix to the Site Development Policies DPD: Proposed Submission version.

Urban Design Frameworks

- 7.60** The Council also commissioned Gillespies to produce an Urban Design Framework for Sutton town centre and commissioned Tibbalds to produce an Urban Design Framework for Hackbridge. These were published in spring 2009 and form discrete parts of the LDF evidence base. They are available in the Examination Library, at: <http://www.sutton.gov.uk/index.aspx?articleid=4094>.

³ Guidance on Tall Buildings (2007)

⁴ PAG Reports: 8 April & 22 April 2008 Minutes 18/2008 & 23/2008 respectively



Climate Change, Flood Risk and Sustainable Waste Management

Climate Change Mitigation, Energy and Sustainable Design and Construction

Introduction

- 8.1** Climate change is widely recognised as the greatest long-term challenge facing the world today. The Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC), published in September 2007, confirmed that global atmospheric concentrations of carbon dioxide (CO₂) in 2005 exceeded by far the natural range over the last 650,000 years, and that most of the warming observed in the last 50 years is attributable to human activity. Global surface temperatures continue to rise, with 11 of the last 12 years (1995-2006) ranking among the 12 warmest years recorded since the mid 19th century. Unabated greenhouse gas emissions caused by human activities risk raising average global surface temperatures by up to 6.4°C by the end of the 21st century compared to the 1980-99 average².
- 8.2** In the UK, the Stern Review Report on the Economics of Climate Change (October 2006) highlighted the need for urgent action to address the causes and potential impacts of climate change, including profound and rising costs for global and national prosperity, people's health and the natural environment.
- 8.3** Energy use in buildings currently accounts for almost half of total UK CO₂ emissions. Housing accounts for around 27% of this total, mostly arising from the consumption of fossil fuels for heating (53%) and hot water (20%). However, new dwellings are already significantly more energy efficient than the average of the existing housing stock.
- 8.4** The construction and use of dwellings and commercial buildings have a range of other environmental impacts in relation to climate change adaptation/flood risk, water use, materials, waste, pollution, biodiversity and human health and well-being which can be significantly reduced by integrating higher standards of sustainable design and construction throughout all stages of the development.

UKPC09 Projections

- 8.5** The latest UK Climate Impacts Programme scenarios, known as UKCP09 (DEFRA³, June 2009), have been developed by the Hadley Centre for Climate Prediction and

² The Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC)

³ Department for Environment, Food and Rural Affairs

Research at the Meteorological Office on behalf of DECC⁴. UKCP09 is the fifth generation of climate information for the UK and provides the best available climate projections for different parts of the country. For the first time it provides projections of climate change based on quantification of the known sources of uncertainty.

- 8.6** UKCP09 climate projections are based on three future emissions scenarios - low emissions, medium emissions and high emissions - adapted from the latest IPCC projections for the 2020s, 2050s and the 2080s. UKCP09 scenarios predict that London will experience increasingly warmer and wetter winters, hotter and drier summers and severe weather conditions over the next few decades. Under the 'medium emissions' scenario, average summer temperatures in London are likely to increase by up to 3.9°C by the 2080s, with an increase in average maximum temperatures of 5.2°C. At the same time, there is likely to be around a 23% decrease in average summer rainfall, with increases in the amount of rainfall on the wettest days. The key climate change projections for the London region by the 2080s are set out below for the low and high emissions scenarios.

UKCP09 LOW EMISSIONS SCENARIOS FOR LONDON IN THE 2080s

- estimated increase in winter mean temperature: 2.6°C;
- estimated increase in summer mean temperature: 3°C;
- estimated increase in summer mean daily maximum temperature: 4.1°C;
- estimated increase in summer mean daily minimum temperature: 3.2°C;
- estimated change in annual mean precipitation: +1%;
- estimated change in winter mean precipitation: +16%;
- estimated change in summer mean precipitation: -15%.

UKCP09 HIGH EMISSIONS SCENARIOS FOR LONDON IN THE 2080s

- estimated increase in winter mean temperature 3.7°C;
- estimated increase in summer mean temperature 4.9°C;
- estimated increase in summer mean daily maximum temperature 6.7°C;
- estimated increase in summer mean daily minimum temperature 5.3°C;
- estimated change in annual mean precipitation 0%;
- estimated change in summer mean precipitation -29%.

International Policy Context

- 8.7** Under the Kyoto Protocol, the UK has a commitment to reducing greenhouse gas emissions by 12.5% below 1990 levels by 2012.
- 8.8** The Copenhagen Accord negotiated at the UN Climate Change Conference in Copenhagen in December 2009 provides for explicit emission pledges by all the major economies – including, for the first time, China and other major developing countries – but fell short of agreeing clear path toward an international treaty with binding commitments. However parties adopted parallel decisions under the UN Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol that “take note” of the political accord and extend negotiations towards a fuller agreement in late 2010 in Mexico. The outcomes of the Accord were:
- an aspirational goal of limiting global temperature increase to 2 degrees Celsius;
 - a process for countries to enter their specific mitigation pledges by January 31, 2010;
 - broad terms for the reporting and verification of countries' actions;

⁴ Department for Energy and Climate Change

- a collective commitment by developed countries for \$30 billion in “new and additional” resources in 2010-2012 to help developing countries reduce emissions, preserve forests, and adapt to climate change;
- and a goal of mobilizing \$100 billion a year in public and private finance by 2020 to address developing country needs.
- the establishment of a Copenhagen Green Climate Fund.

National Policy Context

- 8.9** The 2008 Climate Change Act sets a legally binding target to cut UK emissions by 80% by 2050. Towards achieving this target, the UK Low Carbon Transition Plan and UK Renewable Energy Strategy (DECC, July 2009) set out respective pathways for reducing greenhouse emissions by 18% on 2008 levels by 2020 and for generating 15% of energy from renewable sources by 2020 in line with the EU Renewable Energy Directive.
- 8.10** The Supplement to PPS1 on ‘Planning and Climate Change’ (2007) highlights the need to secure progress against the UK’s long-term emission targets, deliver zero carbon developments, shape sustainable communities resilient to climate change and promote innovation and investment in renewable technologies. Planning policies should seek to ensure that a significant proportion of the energy supply for developments is generated on-site and renewably and/or from decentralised, renewable or low-carbon sources. Local planning authorities are encouraged to focus on area or site-specific opportunities in setting local targets for reducing carbon dioxide emissions, based on an understanding of the local potential for renewable or low-carbon energy and existing or planned decentralised energy infrastructure to serve new development. Renewable sources of energy generation include biomass-fuelled CCHP/CHP or district heating networks, biomass heating, solar photovoltaics, solar water heating, wind power, ground-source heating and cooling and renewable energy from waste.
- 8.11** PPS1 goes on to indicate that local requirements for sustainable buildings should be defined in terms of achievement of nationally described sustainable buildings standards, such as specified levels of the Code for Sustainable Homes. Local planning authorities are encouraged to anticipate levels of building sustainability in advance of those set out nationally where local circumstances warrant and allow this.
- 8.12** PPS22 on ‘Renewable Energy’ (2004) urges planning authorities to promote renewables through positively expressed policies that require a percentage of the energy to be used in new residential, commercial or industrial proposals to come from on-site renewables.
- 8.13** The Code for Sustainable Homes (CLG, 2007) introduces a 6-star rating system to measure the overall sustainability performance of new dwellings in relation to specific standards for energy/ carbon dioxide emissions, water, materials, surface water run-off, waste, pollution, health and well-being, management and ecology. At entry level, Code Level 1 requires higher minimum standards of environmental performance than the current Building Regulations. Code level 6 is the highest rating, reflecting exemplar ‘zero carbon’⁵ development. Minimum performance standards for energy/ carbon dioxide emissions⁶ and water efficiency are set at all 6 levels of the Code. Minimum standards are also set at Code entry level for materials, surface water runoff and waste,

⁵ a ‘zero carbon’ home is one whose total net carbon dioxide emissions is equal to zero or negative across the year, covering both energy uses covered by the Building Regulations and other energy used in the home

⁶ percentage reductions compared to the target emission rate (TER) set by Part L of the Building Regulations

which must be achieved to gain at least a Level 1 rating. The Code is intended to form the basis for future improvements in the Building Regulations towards meeting the Government's target of achieving 'zero carbon' standards in all new dwellings by 2016.

- 8.14** For non-residential developments, the Building Research Establishment (BRE) has established a range of BREEAM⁷ schemes for rating the environmental performance of different building types, which are reviewed and updated on a regular basis. BREEAM 2008 introduces a number of major changes, including a new 'Outstanding' rating for buildings demonstrating exemplary performance, mandatory benchmarks for reducing carbon dioxide emissions aligned with the new Environmental Performance Certificate ratings and requirements for post-construction assessment.

London Policy Context

- 8.15** London Plan Policy 4A.1 on 'Tackling climate change' states that developments should make the fullest contribution to the mitigation of and adaptation to climate change and to minimise emissions of carbon dioxide by (i) using less energy (ii) supplying energy efficiently, and (iii) using renewable energy.
- 8.16** Policy 4A.3 of the London Plan on 'Sustainable design and construction' states that Boroughs should ensure that future developments meet the highest standards of sustainable design and construction and sets out a wide range of measures to be considered. All major development proposals should be accompanied by a sustainable design and construction statement prepared within the context of the 'essential' and 'preferred' standards set out in the Mayor's SPG. These standards are currently being reviewed to reflect proposed revisions to the London Plan and to clarify the relationship with the Code for Sustainable Homes.
- 8.17** Policy 4A.4 on 'Energy Assessment' requires an assessment of the energy demand and CO₂ emissions to be undertaken in support of proposed major developments, demonstrating the expected energy and CO₂ emission savings from the energy efficiency and renewable energy measures incorporated in the development.
- 8.18** Policy 4A.5 on 'Provision of heating and cooling networks' states that DPDs should identify and safeguard existing heating and cooling networks and maximise opportunities for providing new networks supplied by decentralised energy. All new development should be designed to connect to existing heating and cooling networks and Boroughs should also seek to identify and establish new network opportunities and maximise the potential for existing developments to connect to them. A CHP-led approach is identified as the most cost-effective mechanism for delivering carbon dioxide reductions and Boroughs are urged to set the planning framework for this by prioritising decentralised energy in all area-based DPDs.
- 8.19** Policy 4A.6 on 'Decentralised energy: heating, cooling and power' requires all developments to demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. The heating and cooling infrastructure should be designed to allow the use of decentralised energy (including renewable generation) and for it to be maximised in the future. Developments should evaluate combined CCHP and CHP systems and, where a new CCHP/CHP system is installed as part of a new development, examine opportunities to extend the scheme beyond the site boundary to adjacent areas. All major developments should demonstrate that the

⁷ Building Research Establishment Environmental Assessment Method (see www.breeam.org)

proposed heating and cooling systems have been selected in accordance with the Mayor's order of preference, which prioritises connection to existing CCHP/CHP distribution networks supplied by renewable energy wherever possible.

- 8.20** Policy 4A.7 on 'Renewable energy' states that Boroughs should adopt a presumption that developments will achieve a reduction in carbon dioxide emissions of 20% from on-site renewable energy generation unless it can be demonstrated that such provision is not feasible. Renewable sources of energy generation include biomass-fuelled CCHP/CHP or district heating networks, biomass heating, solar photovoltaics, solar water heating, wind power, ground-source heating and cooling and energy from waste.
- 8.21** The Mayor's updated environmental programme, set out in 'Leading to a Greener London' (GLA, 2009), seeks to achieve a 60% reduction in London's carbon dioxide emissions by 2025 against a 1990 baseline and ensure that 25% of London's energy is delivered through decentralised energy by 2025. This is to be achieved through a range of measures, including the creation of Low Carbon Zones (LCZs), deploying a decentralised energy programme, improving the energy efficiency of dwellings and driving up energy and supply efficiency in public sector and commercial buildings.
- 8.22** The draft Replacement London Plan (2009) includes the aspiration for London to be a world leader in tackling climate change. It proposes to set a target to reduce London's carbon emissions by 60% by 2025, which goes beyond government and current London Plan targets. The draft plan also introduces targets for buildings to exceed the 2006 Building Regulations, promotes retrofitting and CHPs, establishes a presumption of 20% of energy from renewable sources on major development, encourages the harnessing of innovative energy technologies and has measures to deal with energy consumption in overheating and cooling and promotes urban greening.

Local Policy Context

- 8.23** In recent years, the Council has taken a national lead in promoting environmental innovation and best practice in relation to renewable energy and sustainable construction and design. BedZED⁸, which provides 82 dwellings, community facilities and over 2,000 m² of workspace on a 0.93 ha site to the east of London Road, Hackbridge, has an international profile as a leading example of a sustainable, energy-efficient residential development. When it was completed and occupied early in 2002, BedZED was the first example of a large-scale, zero net carbon emission community in the UK. The scheme, which was developed by the Peabody Trust in partnership with the Bioregional Development Group and Bill Dunster Architects, is referred to as 'zero energy' because it is highly energy efficient, powered and heated by renewable sources generated on-site with zero net carbon emissions.

Sutton One Planet Living Strategy (LBS, December 2009)

- 8.24** The Council's Environmental Sustainability Strategy 2005 introduced the concept of 'One Planet Living' to be achieved throughout the Borough by 2025 using the 10 One Planet Living principles as a framework (Figure 8.1)

⁸ Beddington Zero Energy Development

Figure 8.1: The 10 'One Planet Living Principles'

1	Zero Carbon
2	Zero Waste
3	Sustainable Transport
4	Local and Sustainable Materials
5	Local and Sustainable Food
6	Sustainable Water
7	Natural Habitats and Wildlife
8	Culture and Heritage
9	Equity and Fairtrade
10	Health and Happiness

- 8.25** The ultimate aim of One Planet Living in Sutton is to reduce the ecological footprint of residents to a sustainable One Planet level of 1.8 global hectares per person from a 3-planet baseline of 5.3 global hectares. This includes a pledge to make all Council buildings 'zero carbon' by 2017 and all buildings in the Borough 'zero carbon' by 2025. As outlined below, One Planet Living is also the framework for the Hackbridge initiative, an ambitious project to make Hackbridge the UK's first sustainable suburb.
- 8.26** Sutton's One Planet Living Strategy, approved in December 2009, updates the 2005 Environmental Sustainability Strategy and contains a wide range of actions and targets aimed at achieving a One Planet Living Borough by 2020, including:
- Reduce CO₂ emissions from households by 11% by 2011;
 - All new homes in Hackbridge to be net Zero Carbon by 2011;
 - All new homes in the borough to be net Zero Carbon and achieve Code for Sustainable Homes Level 6 for the energy by 2014;
 - Reduce waste from households by 35% to 300kg per household by 2025;
 - Increase the Borough wide recycling rate to 70% by 2025;
 - At least 80% of waste by weight generated by commercial operations to be re-used, composted or recycled by 2025;
 - At least 95% of waste by weight generated by construction and demolition to be reclaimed or recycled by 2025;
 - All new development and all council development should use: 5% reclaimed materials, 25% recycled content by value, 50% local materials by weight, 95% timber should be FSC certified by 2012;
 - All new homes to have maximum water use of 80 litres per person per day by 2016.

National Indicator NI186: Per Capita reductions in CO₂ Emission

- 8.27** The Council's local area agreement contains target under National Indicator 186 (NI186) to reduce further total carbon dioxide emissions in the Borough per capita from 5.12 k tones per annum in 2006 and 4.6 k tones per annum in 2007.

Core Planning Strategy (LBS, December 2009)

- 8.28** As part of the Vision of 'Creating a Sustainable Suburb in London', Theme 2 of the Core Planning Strategy envisages "An environmentally sustainable suburban Borough, building on Sutton's reputation as greener, cleaner Borough and working towards the Council's long-term goal of 'One Planet Living' by addressing the causes and potential impacts of climate change, promoting built energy efficiency and renewables, cutting pollution, reducing waste, managing flood risk and protecting habitats and species diversity."

8.29 The key Strategic Objectives within this Theme are as follows:

- SO5 To make the fullest contribution to the mitigation of and adaptation to climate change within the Borough and minimise carbon dioxide emissions from new development by promoting built energy efficiency, the efficient supply of energy, and renewable sources of energy.*
- SO6 To achieve the highest standards of sustainable design and construction in all new development by addressing climate change, minimising flood risks, promoting water and resource efficiency, minimising pollution, protecting and enhancing local habitats and biodiversity, creating inclusive environments and reducing reliance on private vehicles.*

8.30 Core Policy BP6 ‘One Planet Living’ states that the Council will address the causes and impacts of climate change, contribute to targets for reducing CO₂ emissions in Line with the London Plan and promote Sutton as a ‘One Planet Living’ Borough by:

- Minimising carbon dioxide emissions from all new development by using less energy, supplying energy efficiently and using renewable sources of energy generated on-site;
- Safeguarding existing heating and cooling networks and maximising opportunities for implementing new district-wide networks supplied by decentralised energy (including renewable generation) in partnership with key stakeholders;
- Promoting the highest standards of sustainable design and construction throughout the Borough in line with the Council’s phased timescales for achieving higher levels of performance against the Code for Sustainable Homes and BREEAM to be set out in the Site Development Policies DPD; and
- Delivering the sustainable regeneration and growth of the Hackbridge neighbourhood and Sutton Town Centre, in line with One Planet Living principles and as ‘Low Carbon Zones’, with zero carbon standards to be achieved for all new developments within the Hackbridge neighbourhood from 2011”.

8.31 Core Policy PMP7 on ‘Hackbridge’ contains a commitment to promote the development of Hackbridge as a sustainable neighbourhood and as a ‘Low Carbon Zone’, with a target set to achieve ‘zero carbon’ standards for all new developments from 2011.

8.32 In seeking to achieve the Vision for Sutton of a ‘One Planet Living’ Borough, the Council is piloting the regeneration of Hackbridge as the UK’s first sustainable suburb. This flagship project seeks to build on the success of BedZED⁹ by promoting the role of renewable energy and decentralised energy infrastructure, including district heating and cooling networks, in achieving the ‘zero carbon’ standard in new and existing development from 2011. In September 2009, Hackbridge was designated as one of ten LCZs within London. This will provide access to additional funding and support available through a range of GLA-led climate change mitigation initiatives, including the LDA’s¹⁰ ‘Decentralised Energy’ and ‘Building Energy Efficiency’ programmes, which will assist the timely delivery and management of renewable and decentralised energy infrastructure to serve new and existing development within the area.

8.33 In order to facilitate progress towards achieving the target for all new developments within Hackbridge to achieve net zero carbon standards by 2011, the Council is working with consultants to develop a Multi-Utility Sustainable Infrastructure Strategy or ‘MUSIS’

⁹ Beddington Zero Carbon Development

¹⁰ London Development Agency

for the Hackbridge area. This will incorporate a business model and preferred approach for the delivery and management of renewable and decentralised energy infrastructure to serve new and existing development within the area by sustainable energy suppliers (i.e. ESCOs or MUSCOs as appropriate), including community heating and cooling networks, electricity generation and distribution, water supply, gas and telecommunications. A long-term procurement strategy will be developed in order to provide sustainable energy suppliers to new and existing development on a partnership basis. In due course, the Council intends to extend this approach to Sutton Town Centre and other suitable locations across the remainder of the Borough. It should be noted that the introduction of energy generation and other sustainable infrastructure can bring significant additional value to the assets of developers and landowners.

Sustainable Design and Construction IPG (LBS, May 2008)

- 8.34** Sutton's Interim Planning Guidance (IPG) on Sustainable Design and Construction, adopted by the Council in May 2008 has already brought about a substantial improvement in the minimum sustainable design and construction performance standards applying to both residential and non-residential developments within the Borough. Some of the key requirements are as follows:
- All applications for dwellings or major non-residential development must be supported by a Sustainable Design and Construction Statement demonstrating how the proposal will address the SPD guidelines, London Plan policies (as amended) and standards in the Mayor's SPG on Sustainable Design & Construction.
 - The Council's Sustainable Design and Construction Checklist should be used for the purpose of demonstrating compliance with the SPD.
 - all residential developments creating at least 1 new dwelling must achieve a Level 3 rating under the Code for Sustainable Homes.
 - All major non-residential developments (over 1,000 m² in floorspace and/or over 1 hectare) must achieve a 'very good' rating under the appropriate BREEAM scheme.
 - All residential developments and certain minor non-residential developments must achieve a 10% reduction in CO₂ emissions from on-site renewables.
 - Large residential schemes creating 50+ new units and major non-residential schemes must achieve a 20% reduction in CO₂ emissions from on-site renewables.
 - An Energy assessment must be undertaken in support of applications for dwellings or major non-residential schemes demonstrating the expected energy and CO₂ savings to be achieved from energy efficiency and renewable energy measures, and how the feasibility of alternative options has been evaluated. A standard 'Renewable Energy Form' has developed by Creative Environmental Networks.
- 8.35** The Council has adopted a pro-active approach in order to ensure that the minimum standards set out in the IPG are implemented in practice through development control. Since August 2008, an expert consultant (supplied by Creative Environmental Networks) has worked on a secondment basis within the Council's development control section for 2 to 3 days per week to provide essential sustainability input at the pre-application stage and provide technical advice to case officers on planning applications and the extent of compliance with the IPG (e.g. interpretation of Energy Statements). CEN are also contracted to deliver staff training sessions on renewable energy issues and assist in monitoring the energy/ sustainability performance of all developments permitted and ultimately completed within Sutton. These arrangements

have already had a significant impact on the environmental performance of built development within the Borough.

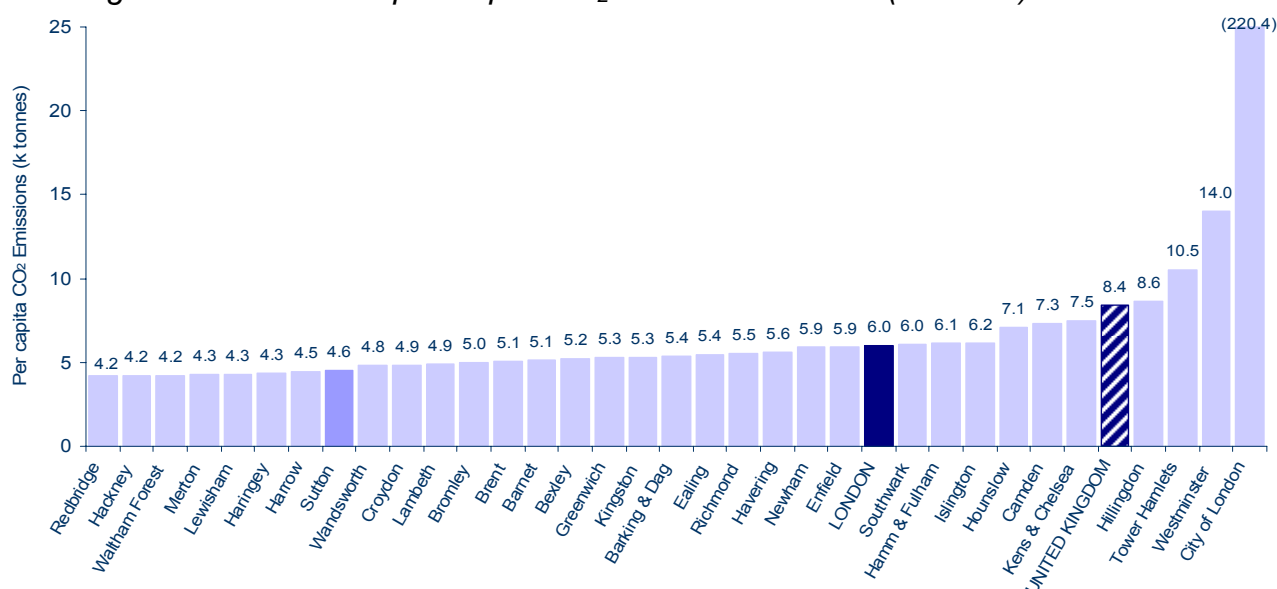
- 8.36** During 2008-09, the Council introduced new procedures in order to implement the IPG through the development control process and thus ensure that the above standards are met for all new developments throughout the Borough. Since August 2008, the Council has employed an expert consultant (Creative Environmental Networks) working within the development control for 2 to 3 days per week to provide essential sustainability input at the pre-application stage, provide technical advice to case officers on planning applications, scrutinise Energy and Sustainability Statements and review compliance with the IPG. Procedures were also introduced for monitoring installed renewable energy generation capacity by type for permitted and completed developments within the Borough. These new arrangements have already led to a step-change in the environmental performance of permitted developments within the Borough as shown in Appendix 10.2 of the AMR 2008-09.

Local Evidence Gathering

Carbon Dioxide Emissions in LB Sutton (DECC, September 2009)

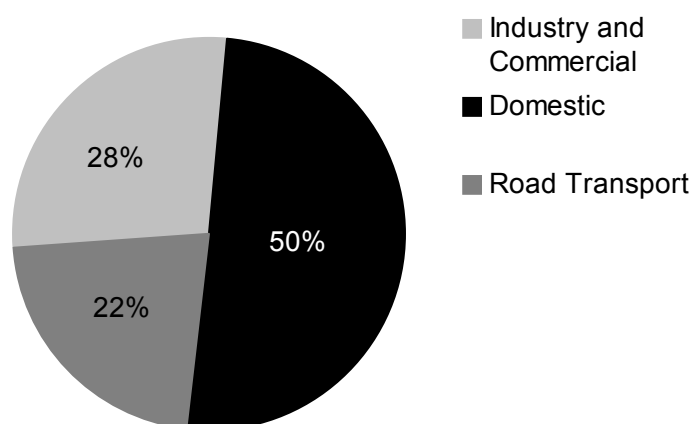
- 8.37** According to the latest estimates prepared by consultants (AEA Energy and Environment) on behalf of DECC in September 2009, shown in Figure 8.2, the per capita production of CO₂ in LB Sutton in 2007 from industrial, domestic, road transport and land-use was 4.6k tonnes. This figure is the 8th lowest of the 33 London Boroughs, and below that for London (6.0k tonnes) and for the UK as a whole (8.4k tonnes).

Figure 8.2: Estimated per Capita CO₂ Emissions in 2006 (k tonnes)



Source: AEA Energy & Environment on behalf of DECC, September 2009

Figure 8.3: Breakdown of CO₂ Emissions in LB Sutton in 2006 (k tonnes)



Source: Department of Energy and Climate Change, September 2009

'Hackbridge Sustainable Suburb: Evidence Base for a Zero Carbon Policy – Update Incorporating Further Evidence' (CEN, May 2009)

- 8.38** In 2009, the Council commissioned Creative Environmental Networks (CEN) to produce a study on the feasibility of delivering zero carbon development at Hackbridge. The study has enabled the Council to acquire a robust, evidence-based understanding of the technical feasibility of achieving net zero carbon development within the Hackbridge area and explored a range of alternative strategies, while considering associated costs. The study was based on assessing the local potential for renewable and low-carbon development in the Hackbridge area and to identify opportunities for achieving greater use of decentralised and renewable energy as part of the proposed redevelopment of the four key sites of Felnex, the former Kelvin House site, Land North of Hackbridge Station and Wandle Valley Trading Estate.
- 8.39** CEN's final report concludes that there is only one feasible strategy consistent with planning policy that would deliver net zero carbon. This strategy would involve connecting the proposed development at Felnex, the former Kelvin House site and the Land North of Hackbridge Station to a biomass-fuelled CHP system. However, biomass CHP is still an emerging technology, and currently the lowest threshold for technical feasibility (in terms of development size) is still quite high.

'Draft Evidence for Achieving Code for Sustainable Homes Levels and BREEAM Standards in Economic Terms' (CEN, January 2010)

- 8.40** In November 2009, the Council commissioned CEN to investigate the economic viability of achieving various levels of Code for Sustainable Homes and BREEAM standards, with particular reference to the proposed policies DM5 and DM6 of the Site Development Policies DPD: Proposed Submission version. CEN produced a first draft of its report in January 2010 and although some refinement of the study may take place prior to the Examination-in-Public into the Site Development Policies DPD, it is considered it should be reported here.
- 8.41** Various models and data sources were used on to make a high-level estimate of the cost impact of the policies under consideration on new development. Four different commonly-occurring development types have been assessed, as outlined in Table 8.1.

Table 8.1 Types of Development Used in the Study

Development Type	Specific Scenario Considered
House	3 storeys, mid terrace, 76m ²
Flat	Mid-floor flat in large block, 60m ²
B1 Office	4 storeys 1,329m ² ,
B8 Warehouse	Single storey and mezzanine, 5,032m ²

Source: Creative Environmental Networks

8.42 Baseline build costs were taken from the Building Cost Information Service (hereafter BCIS) and the additional costs of achieving the policy requirements were taken from the following sources:

- Residential costs (Code for Sustainable Homes Levels 3, 4 and 5) – all taken from CLG (July 2008) *Cost Analysis of the Code for Sustainable Homes*; and
- Non-residential costs (BREEAM Excellent and Outstanding) – taken from a recent series of reports by Faber Maunsell and costs data from renewable installers.

8.43 The costs of achieving the expected increased national energy standards in 2010 and 2013 (applied through the Building Regulations Part L) were estimated using the same data sources. These energy standards were as follows:

- 2010 – all development to achieve CO₂ emissions of 25% less than the maximum threshold applied through Part L 2006
- 2013 – all residential development to achieve CO₂ emissions of 44% less than the maximum threshold applied through Part L 2006 (NB: requirement for non-residential development is currently unclear).

8.44 Tables 8.2 to 8.5 show the estimated cost for the various types of development:

Table 8.2: Sustainability Costs for a House

	Cost (£)	Cost Increase
Build Cost 2009	72,200	
Code Level 3	77,390	7% above 2009 build cost
Build Cost 2010	75,300	
Code Level 4 (2011)	82,827	10% above 2010 build cost
Build Cost 2013	80,660	
Code Level 6 (2014)	109,665	36% above 2013 build cost

Table 8.3: Sustainability Costs for a Flat

	Cost (£)	Cost Increase
Build Cost 2009	72,200	
Code Level 3	77,994	4% above 2009 build cost
Build Cost 2010	74,600	
Code Level 4 (2011)	77,915	4% above 2010 build cost
Build Cost 2013	76,963	
Code Level 6 (2014)	92,962	21% above 2013 build cost

Table 8.4: Sustainability Costs for a B1 Office

	Cost (£)	Cost Increase
Build Cost 2009	2,125,071	
Build cost 2010	2,226,071	
BREEAM Excellent	2,346,071	10% above 2010 build cost
BREEAM Outstanding (with zero carbon)	tbc	tbc

Table 8.5: Sustainability Costs for a B8 Warehouse

	Cost (£)	Cost Increase
Build Cost 2009	3,104,744	
Build cost 2010	3,581,643	
BREEAM Excellent	3,874,197	8% above 2010 build cost
BREEAM Outstanding	tbc	tbc

Sources: BCIS, CLG, Faber Maunsell, Installers

- 8.45** Apart from understanding the financial impacts of achieving the targets proposed, the draft study also considered the technical feasibility of such targets. The four development types were modelled and solutions were identified to meet the requirements of proposed policy DM5 of the Site Development Policies DPD. However, the examples *only* pertained to the mandatory energy requirements of the Code and BREEAM levels considered. In order to achieve either Code Level 4 or BREEAM Excellent, high levels of energy efficiency will be required in all development types, aiming to reduce the development's CO₂ emissions by at least 10-20%. DER refers to the Dwelling Emission Rate, which is the actual predicted CO₂ emissions of the dwelling. TER refers to the Target Emission Rate, which maximum allowable CO₂ emissions for the building under Part L of the Building Regulations. BER refers to Building Emission rate, which is the actual predicted emissions of the dwelling.

House

- 8.46** This development type is generally characterised by a significant heat and hot water demand, and a favourable roof and ground to floor area ratio. Heat loss through building fabric is relatively low. Table 8.6 shows the effects of improving the house's energy efficiency and adding a variety of renewable technologies.

Table 8.6: Potential Code Level 4 Solutions for a House

	Dwelling Emission Rate (kg/CO₂/m²)	% Reduction below Target Emission Rate
Baseline	20.9 (TER)	-
Energy Efficiency	17.7	16
Energy Efficiency + Solar Photovoltaics	9.3	55
Energy Efficiency + Solar Photovoltaics + Ground Source Heat Pumps	10.0	66
Energy Efficiency + Solar Photovoltaics + Air Source Heat Pumps	10.1	66

Flat

- 8.47** As with the house, this development type will usually see a significant heat and hot water demand, and low overall heat loss through building fabric. The roof to floor area ratio is likely to be less favourable than for a typical house, as larger flatted developments tend to be more compact and have more storeys. However, larger flatted developments are likely to have heat profiles that better suited to larger-scale communal solutions such as biomass.

Table 8.7: Potential Code Level 4 Solutions for a Flat

	Dwelling Emission Rate (kg/CO₂/m²)	% Reduction below Target Emission Rate
Baseline	21.5 (TER)	-
Energy Efficiency	16.3	24
Energy Efficiency + Solar Photovoltaics	12.2	44
Energy Efficiency + Solar Photovoltaics + Ground Source Heat Pumps	10.0	53
Energy Efficiency + Solar Photovoltaics + Air Source Heat Pumps	9.6	55

Source: Creative Environmental Networks

B1 Office

- 8.48** The energy demand profile of this development type is very different from the residential developments hitherto modelled, with a much higher electricity demand relative to the heat demand, and a very low hot water demand. As with the block of flats, the roof to floor area ratio is likely to be unfavourable towards solar technologies given the number of storeys.

Table 8.8: Potential Code Level 4 Solutions for a B1 Office

	Building Emission Rate (kg/CO₂/m²)	Energy Performance Certificate Rating
Baseline	53.2 (TER)	-
Energy Efficiency	48.4	-
Energy Efficiency + Solar Photovoltaics	-	-
Energy Efficiency + Solar Photovoltaics + Ground Source Heat Pumps	34.7	36
Energy Efficiency + Solar Photovoltaics + Air Source Heat Pumps	39.5	40

Source: Creative Environmental Networks

B8 Warehouse

- 8.49** This will have a similar energy profile to the B1 Office, with a large proportion of the demand coming from electrical requirements. As warehouses are typically low-rise (in this case a single storey with a mezzanine) the roof to floor area ratio is likely to be more favourable to PV than in the B1 Office.

Table 8.9: Potential Code Level 4 Solutions for a B1 Office

	Building Emission Rate (kg/CO ₂ /m ²)	Energy Performance Certificate Rating
Baseline	51.7 (TER)	-
Energy Efficiency	45.1	-
Energy Efficiency + Solar Photovoltaics	34.4	36
Energy Efficiency + Solar Photovoltaics + Ground Source Heat Pumps	34.3	35
Energy Efficiency + Solar Photovoltaics + Air Source Heat Pumps	39.3	35

Source: Creative Environmental Networks

- 8.50** The draft study also has produced a high-level summary of the various renewable energy options available to contribute towards a zero carbon target (see Table 8.10).

Table 8.10: Potential Sources of Renewable Energy to meet the Zero Carbon Target

Supply Source	Scale	Comment
HEAT		
Biomass CHP with biomass heating to meet peak heat demands	Decentralised	Biomass CHP options are already being explored in Hackbridge, and will be investigated further in Sutton Town Centre. Borough-wide sources of wood-fuel have been investigated in the context of Hackbridge Sustainable Suburb.
Biomass Heating	Decentralised or building-integrated	Biomass heating can be used to meet 100% of a development's space heating and hot water requirements and be used at a district heating level or in individual buildings. Decentralised (district heating) options will be investigated further for Sutton Town Centre.
Ground Source Heating	Building-integrated	Heat pumps can be sized to meet 100% of a development's space heating and hot water requirements, but result in an increased electrical demand that would need to be met through renewable sources
Air Source Heating	Building-integrated	
Energy for Waste	Decentralised	Potential sources of energy from waste have been investigated in the context of Hackbridge Sustainable Suburb but further investigation will be required at Borough level.
ELECTRICITY		
Biomass	Decentralised	Biomass CHP systems sized on the basis of a site's heat demand are extremely unlikely to meet 100% of the electricity demand, and will therefore need to be supplemented by other electricity generating technologies such as solar PV.

Supply Source	Scale	Comment
Wind	Decentralised	The potential for stand-alone wind turbines that could supply electricity networks has been investigated in the context of Hackbridge Sustainable Suburb but further investigation will be required at Borough level.
Photovoltaics	Building-integrated	-
Energy from Waste	Decentralised	Potential sources of energy from waste have been investigated in the context of Hackbridge Sustainable Suburb but further investigation will be required at the Borough level.

Source: Creative Environmental Networks

- 8.51** A more detailed study into the opportunities for heat and power networks, focusing particularly on Sutton Town Centre, will be conducted by CEN in the near future. A useful starting point for this work will be the London Development Agency's 'London Heat Map'¹⁷ (see Map 8.1) recently introduced online as part of the Decentralised Energy and Energy Masterplanning (DEMaP) Programme (see below). This programme has been developed to assist both public and private sector to identify decentralised energy opportunities in London. There is currently a lack of information and certainty surrounding London's heat loads and this programme will address these barriers and enable the market to make informed investment decisions without risking significant development costs.

Other Sources of Local Evidence

- 8.52** Other important sources of local evidence gathering in relation to climate change mitigation, renewable energy and sustainable design and construction issues undertaken to date include the following:
- (1) The 'Energy Options Appraisal for Domestic Buildings in LB Sutton' (June 2008), prepared by Parity Projects/ BioRegional on behalf of the Council, establishes a baseline for domestic energy consumption in Sutton and estimates the reductions possible on a house-by-house basis. Therefore, it indicates how much renewable energy needs to come from community scale technologies for existing homes;
 - (2) The 'Hackbridge Sustainable Suburb Strategic Infrastructure and Building Cost Estimate' (May 2009) prepared by EC Harris consultants on behalf of the Council has provided an initial overview of the development and infrastructure costs associated with achieving the zero carbon target for new developments within the Hackbridge Sustainable Suburb as required by the Core Planning Strategy and the draft Hackbridge Masterplan. It also reviewed the potential of extending green initiatives to the existing homes. Possible sources of funding looked at included (i) □ Potential gravel extraction to land north of BedZED (ii) Section 106 contributions (iii) Community infrastructure levy; (iv) Energy infrastructure support (e.g. ESCo); (v) Other grant based funding; and (vi) □ Social Housing Grant for the affordable housing
 - (3) The Multi-Utility Sustainable Infrastructure Strategy or 'MUSIS' for the Hackbridge area prepared by Inventa Partners on behalf of the Council in November 2009 sets out a business model and preferred approach for the delivery and management of renewable and decentralised energy infrastructure to serve new and existing

¹⁷ www.londonheatmap.org.uk

development within the Hackbridge area by sustainable energy suppliers (i.e. ESCOs or MUSCOs as appropriate), including community heating and cooling networks, electricity generation and distribution, water supply, gas and telecommunications. The purpose of the MUSIS is to facilitate progress towards achieving the target for all new developments within Hackbridge to achieve net zero carbon standards by 2011;

- (4) The LDA's on-line London Heat Map (www.londonheatmap.org.uk) introduced during 2009 is an interactive tool that allows users to identify opportunities for decentralised energy projects in London. It provides spatial data on factors relevant to the identification and development of DE opportunities: major energy consumers, fuel consumption and CO2 emissions, energy supply plants, community heating networks, heat density. Map 8.1 shows key data for LB Sutton derived from the LDA Heat Map.

Flood Risk and Climate Change Adaptation

Introduction

- 8.53** The River Wandle extends northwards towards the River Thames from the London Borough of Sutton and the London Borough of Croydon in the south via Merton and Wandsworth. The Wandle is a fast-flowing low altitude watercourse with a small catchment (13.44 km²) and a calcareous geology, considered to be one of the finest chalk streams in London. The Wandle retains natural banks for much of its length, but other areas remain heavily managed, with culverts, artificial channels, runoff ditches and subterranean stretches. Within the Borough, the Wandle extends from its sources to the south-east of the Borough at Waddon Ponds (Beddington branch) and Carshalton Ponds (Carshalton branch) to the confluence of the two branches at Wilderness Island before running northwards through Hackbridge, then alongside Beddington Farmlands and the Wandle Trading Estate before reaching the Borough boundary. At Micham, a short tributary called the Beddington Corner branch also joins the main channel. This branch carries discharge from Beddington Sewage Treatment Works (BSTW).
- 8.54** The Borough is affected by a number of different sources of flood risk, including fluvial (or river) flooding, surface water flooding, sewer flooding and groundwater flooding. The extent of these risks is expected to increase in future as a consequence of climate change. Fluvial flooding occurs when the flow capacity of the watercourse is exceeded, causing water to spill from the river channel onto adjacent floodplain. The extent of flood risk from fluvial sources within the Borough is defined by the following Environment Agency (EA) flood zones:
- Flood Zone 1 'Low Probability' - Land with a 1 in 1000 annual probability of flooding in any year (<1%);
 - Flood Zone 2 'Medium Probability' – Land assessed as having between 1 in 100 and 1 in 1000 annual probability of flooding in any year (1% - 0.1%);
 - Flood Zone 3a 'High Probability' – Land with 1 in 100 or greater probability of flooding in any year (>1%); and
 - Flood Zone 3b 'Functional Floodplain' – Land where water has to be stored in times of flood.
- 8.55** The Wandle catchment area within the Borough is highly urbanised, with up to 80% of the floodplain already developed. In many locations development has encroached right up to the edge of river channels. According to the EA, the Wandle catchment is

extremely 'flashy' with the risk of surface water, sewer and fluvial flooding occurring within minutes of heavy rainfall. Approximately 5% of the land area of the Borough (242 ha) lies within Flood Zone 2 (Medium Risk) and 5% of the land (237 ha) lies within in Flood Zone 3a or 3b (High Risk/ Functional Floodplain). These areas are predominantly located towards the north east of the borough around and adjacent to the River Wandle. Other areas affected include the land adjacent to the Beverley Brook and Pyl Brook in the west of the Borough. According to the EA, there are estimated to be 3,995 properties (5% of all properties) at risk of fluvial flooding within the Borough. For the properties at risk of flooding, 92% are residential. Within this, 22% are at significant risk, 37% at moderate and 30% at low risk.

- 8.56** Within Hackbridge Sustainable Suburb, the widespread development of the river catchment has resulted in the coverage of large areas of impermeable surfaces, which has reduced the capacity of the ground to infiltrate rainwater. This causes the water to run off the land quickly (causing flooding from land), overwhelming the drains (causing flooding from sewers) and overwhelming the river channel (causing flooding from rivers). Fluvial flood risk in the Hackbridge area is typically of short duration with rapid rise and fall of river levels, typical of this type of catchment. The depth of the floodwater speed and duration are not likely to be great but the lag period between the rainfall and a flooding event will be relatively short. This can mean that a flood can still be disruptive, depending on the time of occurrence. The EA flood risk map within the Hackbridge area indicates a 1% probability or 100-year fluvial flood risk area (Zone 3a) that extends several hundred metres either side of the river course, narrowing on occasion. The 0.1% probability or 1,000-year fluvial flood risk area (Zone 2) is shown to closely match the 1% extent, only marginally extending the area in a few locations.
- 8.57** Elsewhere within the Borough, Beverley Brook rises at Cuddington Recreation Park in Worcester Park, before flowing through Motspur Park, New Malden, Wimbledon Common, Richmond Park and Barnes. It then joins the River Thames near Putney Bridge at Barn Elms. A tributary, the Pyl Brook, rises in Sutton, at the junction between the chalk and the overlying clays. The brook and its tributary, the East Pyl Brook, flows northeast through Sutton and Merton to the confluence with the Beverley Brook at Raynes Park.
- 8.58** 5 EA flood warning areas are located in or partly in the Borough (i) River Wandle from Croydon to Carshalton (ii) River Wandle at Carshalton (iii) River Wandle from Carshalton to Colliers Wood (iv) Pyl Brook from Sutton to New Malden, and (v) East Pyl Brook from Sutton to Raynes Park.
- 8.59** Maps 8.2, 8.3 and 8.4 indicate the current extent of EA Flood Zones 2 (medium risk) and 3a (high risk) for the whole Borough, within the north east of the borough and to the west of the borough respectively. The flood zones are shown in relation to the Council's proposed site allocations put forward in the 'Site Development Policies: Proposed Submission' document (December 2009).
- 8.60** The EA has commissioned consultants to undertake updated '3-D' modeling of the River Wandle towards the end of 2009 and revised data on flood risks, depths and hazards is expected to be made available in spring 2010 for the purposes of updating the SFRA.
- 8.61** In addition to fluvial flooding there are a number of other sources of flood risk affecting the Borough including:

- Surface Water Flooding results from rainfall that fails to infiltrate the surface and travels over the ground surface as overland flow. This occurs when intense rainfall exceeds the capacity of the drainage systems or when, during prolonged periods of wet weather, the soil is so saturated such that it cannot accept any more water.
- Sewer Flooding is caused by a blockage or overflowing in a sewer or urban drainage system.
- Groundwater Flooding occurs when water levels in the ground rise above surface elevations due to the rising water table. This commonly takes place after periods of heavy rainfall.

- 8.62** Map 10.5 shows areas with increased risk of surface water ponding based on topography, geology and historic flooding records together with location of 'priority areas' and Map 10.6 shows Thames Water Sewer Flooding Records in terms of the number of incidents by Ward recorded in the last 10 years.
- 8.63** Between January 1998 and December 2008 there were 35 reports of heavy rain and flooding in the local media, the two most significant events being 15 September 2000 (58mm) and 20 July 2007 (over 40mm). The most severe incident occurred as a result of the 20 July 2007 flash floods during which rainfall volume exceeded the design capacity of water drainage systems (max 50mm rain in 1 hour) and watercourses at multiple locations and caused damage to at least 52 council properties as well as widespread damage and disruption for householders and transport systems. Sutton was one of the worst affected London Boroughs with 44mm of rain recorded as falling that morning. Local records going back to 1965 have not shown such an intense amount of rain in such a short space of time. Residents were displaced from their homes and the Council had to provide emergency accommodation for 8 people.
- 8.64** Arising from Sir Michael Pitt's independent review into the summer 2007 floods, draft Flood and Water Management Bill for England and Wales (April 2009) will cover all forms of flooding and shift the emphasis from building defences to managing risk in line with previous Government statements on 'Making space for water' and 'Future Water'. This includes giving local authorities a clear leadership role in local flood risk management, encompassing all sources of flooding. It also means introducing a risk-based approach to reservoir safety to replace the current system where regulation depends on size rather than the risk posed to surrounding communities. The draft Bill also includes important measures to improve conservation of water resources in times of drought and to improve the regulation of the water industry.
- 8.65** Accordingly, the Council is undertaking a surface water management study as the basis for preparing a Borough Surface Water Management Plan (SWMP) in accordance with the draft Flood and Water Management Bill. The SWMP will build on work carried out for the SFRA by providing a more detailed model of surface water flood risk in the borough and help to guide local area policies for flood risk reduction and identify potential measures to address flooding problems at surface water 'hot spots' such as Richmond Green, Garth Road/Hamilton Avenue, Green Lane, Netley Close and Nightingale Road.
- 8.66** The current levels of flood risk within the Wandle catchment area and Government guidance in PPS25 on 'Development and Flood Risk' (2006) necessitate the introduction of stronger planning policies in order to reduce or mitigate additional flood risks arising from new development within the floodplain. There is need to re-create river corridor so that there is more space for the river to flood and flow naturally which

could only be achieved through the policies of the various LDF documents. There is also need to take an integrated approach to managing flood risk so that management of fluvial, surface water and sewer flooding is complementary. The EA also highlights the need to maintain buffer zones and riverine green corridors along the length of the Wandle due to the benefits they provide for flood defence, biodiversity and amenity.

- 8.67** The Council's Infrastructure Schedule, included as Appendix 4 of the adopted Core Planning Strategy, identifies two flood alleviation schemes to be implemented by 2010 at Kimpton (EA) and Beddington (EA/Thames Water Utilities), in order to provide flood storage for increased run-off and increase flood protection at Hackbridge respectively.

National Policy Context

- 8.68** The Government's 'Making Space for Water' strategy (DEFRA, 2004) set out a new national direction for flood risk planning over the next 20 years. The strategy recognises the need to develop an integrated approach to urban drainage between the various responsible bodies, including planning authorities, the EA and sewerage undertakers. Arising from the Pitt Review following the summer 2007 floods, the draft Flood and Water Management Bill for England and Wales (April 2009) gives local authorities a clear leadership role in local flood risk management and sets out requirements for the preparation of Surface Water Management Plans (SWMPs) for their areas.
- 8.69** PPS25 on 'Development and Flood Risk' (2006) seeks to ensure that flood risk is taken into account at all stages of the planning process through a 'risk-based' approach. The 'Sequential Test' should be applied to steer new development towards areas with the lowest probability of flooding. Where new development is, exceptionally, necessary in flood-risk areas, it must be made safe, without increasing flood risk elsewhere and, where possible, reducing flood risk overall in line with the 'Exception Test'. PPS25 also sets requirements for local planning authorities to prepare a Strategic Flood Risk Assessment (SFRA) and for developers to prepare site-specific Flood Risk Assessments (FRAs) in support of their planning applications under appropriate circumstances. SUDS¹⁸ measures are promoted to ensure that surface water runoff rates do not increase following redevelopment, including an allowance for climate change.
- 8.70** The Supplement to PPS1 on 'Planning and Climate Change' (2007) sets an objective to secure new development and shape places that minimise vulnerability and provide resilience, to climate change. In seeking to build and sustain socially cohesive communities, planning authorities should therefore have regard to the full range of local impacts that could arise as a result of climate change.

London Policy Context

- 8.71** London Plan Policy 4A.13 states that Boroughs should manage the existing risk of flooding, and the future increased risks and consequences of flooding as a result of climate change, by protecting existing flood defences, setting built development back from existing flood defences to allow for the management, maintenance and upgrading of those defences to be undertaken in a sustainable and cost effective way, incorporating flood resilient design and establishing flood warning and emergency procedures. Opportunities should also be taken to identify areas for flood risk management, including creation of new floodplain or restoration of all or part of the natural floodplain, as well as using open space for the attenuation of flood water.

¹⁸ Sustainable Urban Drainage Systems

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- 8.72** The Thames Catchment Flood Management Plan (EA, July 2008) sets policies for sustainable flood risk management for the whole catchment and for the long term (50 to 100 years) taking climate change into account. The Plan emphasises the role of the floodplain as our most important asset in managing flood risk, the importance of development and regeneration in providing crucial opportunities to manage the risk and the need to re-create river corridors so that rivers can flow and flood more naturally.
- 8.73** The Mayor's draft Climate Change Adaptation Strategy (GLA, 2008) seeks to position London as an international leader in tackling climate change by identifying proposals for managing the impacts and capitalising on the opportunities by promoting new development and infrastructure that is located, designed and constructed for the climate it will experience over its design life. An updated evidence base for this strategy, taking UKCP09 scenarios into account has been provided in the London Climate Impacts Profile entitled 'Wild Weather Warning' (October 2009), which was published on behalf of the LCCP¹⁹, the GLA and London Councils in October 2009.
- 8.74** Policy 4A.9 of the London Plan seeks to promote the most effective adaptation to the future impacts of climate change by contributing to reducing flood risk, including applying principles of sustainable urban drainage, minimising overheating and contribution to heat island effects, minimising solar gain in summer, reducing water use and protecting and enhancing green infrastructure. Policy 4A.10 seeks to ensure that development is heat resilient in design, construction and operation in order to avoid internal overheating and excessive heat generation, and to contribute to the prevention of further overheating. Policy 4A.11 states that Boroughs should expect major developments to incorporate living roofs and walls where feasible and also encourage their use in smaller developments where the opportunity arises. Policy 4A.14 promotes the use of systems (SUDS) and rainwater harvesting as part of development. Flood risk management and sustainable urban drainage and issues, which are covered in further detail in Policy DM7 above, are addressed by London Plan Policies 4A.12 and 4A.13.

Local Policy Context

Core Planning Strategy DPD

- 8.75** 3.38 In line with national and London policies, the Council's spatial strategy for the future development of the Borough, set out in the Core Planning Strategy DPD²⁰, identifies 'achieving environmental sustainability' as one of five key themes underlying Sutton's LDF, through promoting:
- "An environmentally sustainable suburban Borough, building on Sutton's reputation as greener, cleaner Borough and working towards the Council's long term goal of 'One Planet Living' by addressing the causes and potential impacts of climate change, promoting built energy efficiency and renewables, cutting pollution, reducing waste, managing flood risk and protecting habitats and species diversity."*
- 8.76** Related strategic planning objectives are set to:
- SO6** To achieve the highest standards of sustainable design and construction in all new development by addressing climate change, minimising flood risks, promoting water and resource efficiency, minimising pollution, protecting and enhancing local habitats and biodiversity, creating inclusive environments and reducing reliance on private vehicles.

¹⁹ London Climate Change Partnership

²⁰ Development Plan Document

SO7 To ensure that new development is not exposed to unacceptable risks of flooding and avoids, manages and reduces the potential risks of flooding elsewhere, taking into account climate change.

- 8.77** Core Policy BP7 on 'Flood Risk and Climate Change Adaptation' states that the Council will seek to avoid, manage and reduce all sources of potential flood risk to and from new development and adapt to the future impacts of climate change by
- Steering all site allocations and development towards areas of lowest flood risk through application of the 'Sequential Test', taking the vulnerability of the proposed uses into account;
 - Considering the suitability of sites within areas of higher flood risk only where it can be demonstrated that there are no reasonably available sites within Flood Zone 1 (low risk) appropriate to the type of use proposed;
 - Ensuring that any new development in higher flood risk areas demonstrates compliance with the 'Exception Test' by (i) providing wider sustainability benefits that outweigh flood risks (ii) being located on previously developed land and (iii) is safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall;
 - Requiring developers to assess the risks of all forms of flooding and identify options to mitigate these risks, taking climate change into account, through the preparation of site specific FRAs where appropriate; and
 - Promoting the most effective adaptation to the impacts of climate change as part of new development, including SUDS, and its role in achieving wider sustainability benefits for biodiversity, water quality and local amenity.

GRaBS Project (Green and Blue Space Adaptation for Urban Areas and Eco-Towns)

- 8.78** The London Borough of Sutton is one of a number of municipalities and other organisations across Europe participating in the 'GRaBS' project running from 2008-11. This EU Interreg IV project, led by the Town and Country Planning Association (TCPA), is aimed at ensuring that existing and new mixed use urban development is adapted to the impact of climate change through improving local and regional planning policy, particularly through planning, to put in place green and blue infrastructure (see below).

Local Evidence Gathering

Strategic Flood Risk Assessment (SFRA) (Scott Wilson, December 2008 and July 2009)

- 8.79** In accordance with PPS25 and the London Plan, a joint Strategic Flood Risk Assessment (SFRA) has been prepared by Scott Wilson consultants on behalf of the London Boroughs of Sutton, Croydon, Merton and Wandsworth.. The SFRA²¹ has been prepared in two stages as recommended in the PPS25 Companion Guide.
- 8.80** The SFRA 'Level 1' Report, published in December 2009, provides an assessment of all sources of flood risk across the Borough and the wider study area, taking climate change into account, as the basis for applying the PPS25 Sequential Test to all proposed site allocations in order to:
- provide an assessment of the impact of all potential sources of flooding in accordance with PPS25, including an assessment of any future impacts associated with climate change and sea level rise;
 - enable planning policies to be identified to minimise and manage flood risks for the whole of each Borough;
 - provide the information needed to apply the 'Sequential Test' for identification of

²¹ the SFRA is intended to be a 'living document' and will be updated as necessary in the light of taking account of updated EA modelling data for the River Wandle

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- land suitable for development in line with the principles of PPS25;
 - provide baseline data to inform the Sustainability Appraisal (SA) of DPDs with regard to catchment-wide flooding issues which affect the study area;
 - allow each Borough to assess the flood risk for specific proposals, thereby setting out the requirements for site specific Flood Risk Assessments (FRAs);
 - enable each Borough to use the SFRA as a basis for decision making at the planning application stage; and,
 - where necessary, to provide technical assessments and assistance to the authorities to demonstrate that development located in flood risk areas are appropriate in line with the requirements of the 'Exception Test'.

- 8.81** The SFRA Level 1 Report informed the preparation of Sutton's Core Policy BP7 on 'Flood Risk and Climate Change Adaptation' set out in the adopted Core Planning Strategy and formed the basis for undertaking the PPS25 Sequential Test on all potential site allocations for inclusion in the Site Development Policies DPD and the Sutton Town Centre Plan (see below). The Level 1 report is accompanied by a range of GIS²² maps to aid the spatial analysis of the potential development sites. These have been made available on the Council's website: www.sutton.gov.uk/floodrisk. The SFRA incorporates the updated modelling of the Beverley Brook undertaken in 2009.
- 8.82** The SFRA 'Level 2' report, published in July 2009, provides further specific information on flood risks associated with those potential development sites that may require further assessment as part of the PPS25 'Exception Test'. The Level 2 report provides depth and hazard mapping for the River Wandle model outputs to illustrate the distribution of flood risk across flood zones and guidance to developers on application of the Exception Test in the potential development areas.
- 8.83** The Exception Test provides a method of managing flood risk in the Borough while still allowing necessary development to occur. It can only be undertaken following the application of the Sequential Test and requires the following three conditions to be fulfilled before the Exception Test can be passed:
- (i) It must be demonstrated that the development provides wider sustainability benefits that outweigh flood risk;
 - (ii) The development must be on developable previously-developed land or, if it is not on previously developed land, that there are no reasonable alternative sites on developable previously developed land; and
 - (iii) A site-specific Flood Risk Assessment must be prepared (by the developer) to demonstrate that the development will be safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 8.84** Since the publication of Level 2 of the SFRA, the EA has remodelled flooding scenarios for the Beverley Brook and a number of sites that previously required the Exception Test no longer do so. The Council's PPS25 Sequential Test document was updated in January 2010 to reflect the changes.

PPS25 Sequential Test for Proposed Site Allocations (LBS, January 2010)

- 8.85** In accordance with the requirements of PPS25 and the approach set out in the SFRA, the Council has prepared an updated 'PPS Sequential Test' document in support of the Site Development Policies: Proposed Submission document (January 2010). The full 'PPS Sequential Test' document, which takes into account potential development

²² Geographical Information Systems

locations put forward in the Sutton Town Centre Plan: Preferred Options' document (April 2009), has also been produced as a separate document as part of the evidence base. A summary of the key findings is provided below and has also been incorporated within the Sustainability Appraisal Report.

- 8.86** The PPS25 Sequential Test, which takes account of revised flood extents arising from the EA's remodelling data for the Beverley Brook, show that the majority of potential development sites in the Site Development Policies DPD and the Sutton Town Centre Plan lie in Flood Zone 1. All uses of land are appropriate in Flood Zone 1, although some sites may require a Specific Flood Risk Assessment (FRA). The results also show only that four sites from both documents lie in Flood Zone 2 and 3a:
- Felnax Trading Estate (A20 in the Site Development Policies DPD);
 - Open Land within BedZED and Land North of BedZED (Site A24)
 - Glastonbury Centre (C1 in the Site Development Policies DPD); and
 - Beddington Lane Road Improvement Scheme (Site C9).
- 8.87** In addition, one site partially lies in Flood Zone 3b. This is
- Wandle Valley Trading Estate (A32 in the Site Development Policies DPD).
- 8.88** Based on the proposed future uses and the fact that it is possible to direct the most vulnerable development types to areas of the site at lowest risk, the Exception Test is required for only 3 sites:
- Felnax Trading Estate (A20 in the Site Development Policies DPD);
 - Wandle Valley Trading Estate (A32 in the Site Development Policies DPD); and
 - Glastonbury Centre (C1 in Site Development Policies DPD).
- 8.89** Table 8.11 provides a comprehensive guide, in flood risk terms, to all the potential development sites in both the Site Development Policies DPD: Proposed Submission Version and the emerging Sutton Town Centre Plan.

Table 8.11: Development Site Flood Risk and Vulnerability

Site Ref	Name and Location	Site Area (ha)	Flood Risk Zone	Location	Existing Uses	Proposed Uses	Flood Vulnerability
Section 1: Sites Identified in the Site Development Policies Document							
A1	Ridge Road Library - Sutton	0.2ha	1	Remainder of Borough	Library	Residential	Less vulnerable
A2	Former Gleeson Offices – London Road, Stonecot	0.5ha	1	Remainder of Borough	Offices	Offices Retail Residential	Less vulnerable Less vulnerable More vulnerable
A3	Cheam Baths – Malden Road, Cheam	0.7ha	1	Remainder of Borough	Swimming Pool	Residential Health	More vulnerable More vulnerable
A8	Hallmead Day Centre – Anton Crescent, Sutton	0.9ha	1	Remainder of Borough	Community	Residential Community	More vulnerable Less vulnerable
A10	Sutton West Centre – Robin Hood Lane, Sutton	1.0ha	1	Remainder of Borough	Community Uses	Residential Community Education	More vulnerable Less vulnerable More vulnerable
A11	Sutton Hospital – Cotswold Road, Sutton	7.6ha	1	Remainder of Borough	Health	Health Residential	More vulnerable More vulnerable
A12	Orchard Hill - Fountain Drive, Carshalton Beeches	20ha	1	Remainder of Borough	Health Care	Residential Education Open Space	More vulnerable More vulnerable Water compatible
A13	Stanley Park High School – Stanley Park Road, Carshalton	1.8ha	1	Remainder of Borough	Education	Residential	More vulnerable
A17	Sheen Way Playing Fields – Beddington North	2.5ha	1	Remainder of Borough	Former Playing Fields	Education Residential Open Space	Less vulnerable More vulnerable Water compatible
A18	Council Offices – Denmark Road, Carshalton	0.4ha	1	Remainder of Borough	Council Offices	Residential	More vulnerable
A19	Denmark Road – Langcroft Close, Carshalton	0.4ha	1	Remainder of Borough	Car Park	Residential	More vulnerable
A20	Felnex Trading Estate – London Road, Hackbridge	7.7ha	1, 2 & 3a	Hackbridge	Industry	Residential Retail Employment Community	More vulnerable Less vulnerable Less vulnerable Less vulnerable
A23	Land adjoining Hackbridge Station – London Road, Hackbridge	1.2ha	1	Hackbridge	Industry	Residential Employment	More vulnerable Less vulnerable
A24	Land East of London Road, North BedZed - Beddington	7.5ha	1, 2 & 3a	Hackbridge	Vacant Land	Education Extraction Open Space	Less vulnerable Water compatible Water compatible
A25	Wallington Square – Woodcote Road, Wallington	0.6ha	1	Wallington District Centre	Retail Offices	Retail Offices Leisure Residential	Less vulnerable Less vulnerable Less vulnerable More vulnerable

Site Ref	Name and Location	Site Area (ha)	Flood Risk Zone	Location	Existing Uses	Proposed Uses	Flood Vulnerability
A26	St Andrews Road / Plumpton Way Trading Estate & Gas Holder Site	0.7ha	1	Remainder of Borough	Industry	Industry	Less vulnerable
A27	St Helier Hospital – Wrythe Lane, Rosehill	5.8ha	1	Remainder of Borough	Health	Health	More vulnerable
A28	Kelvin House – London Road, Hackbridge	0.3ha	1	Hackbridge	Vacant	Retail Offices Residential	Less vulnerable Less vulnerable More vulnerable
A29	Canon House – Melbourne Road, Wallington	0.5ha	1	Wallington District Centre	Vacant Offices	Retail Offices Residential	Less vulnerable Less vulnerable More vulnerable
A31	Victoria House – London Road, North Cheam	0.3ha	1	Other District Centre	Vacant Shops Vacant Offices	Retail Offices Residential	Less vulnerable Less vulnerable More vulnerable
A32	Wandle Valley Trading Estate – Goat Road, Beddington Corner	2.5ha	1, 2, 3a & 3b	Hackbridge	Industry	Residential Employment Community Open Space	More vulnerable Less vulnerable Less vulnerable Water compatible
B2	All Saints Road / Benhill Wood Road - Benhilton	0.5ha	1	Remainder of Borough	Dwelling, Hall & car Park	Residential	More vulnerable
B5	Former BIBRA Site – Woodmansterne Rd, Carshalton	6.7ha	1	Remainder of Borough	Medical	Residential Community	More vulnerable Less vulnerable
B6	Royal Marsden Hospital – Off Chiltern Road, South Sutton	2.3ha	1	Remainder of Borough	Vacant	Research and Development	More vulnerable
C1	Glastonbury Centre, Hartland Road, Rosehill	0.5ha	1, 3a	Remainder of Borough	Education / Training	Residential Education	More vulnerable Less vulnerable
C2	Land at Rear of 107 Westmead Road, Sutton	0.5ha	1	Remainder of Borough	Industry / Vacant Land	Retail Offices Residential	Less vulnerable Less vulnerable More vulnerable
C3	Bawtree House, Worcester Road, Sutton	0.4ha	1	Sutton TC SRQ Area	Vacant	Residential	More vulnerable
C4	War Memorial Hospital/Ashcombe House, The Park & Cedar Close, Carshalton	1.5ha	1	Remainder of Borough	Residential/Vacant	Residential (inc Supported Living Units)	More vulnerable
C5	Station Approach and Car Park, Wallington	1.1ha	1	Wallington District Centre	Office / Car Park	Retail Offices Leisure Residential	Less vulnerable Less vulnerable Less vulnerable More vulnerable
C6	Lidl, Beddington Gardens, Wallington	0.3ha	1	Wallington District Centre	Retail	Retail Offices Residential	Less vulnerable Less vulnerable More vulnerable
C7	Part of Stanley Road Allotments, Carshalton – on-the-Hill	3.9ha	1	Remainder of Borough	Allotments	Urban Green Space/Allotments	Water compatible
C8	Demesne Road Allotments, Bandonhill	1.6ha	1	Remainder of Borough	Allotments	Burial Land/ Allotments	Water compatible

Site Ref	Name and Location	Site Area (ha)	Flood Risk Zone	Location	Existing Uses	Proposed Uses	Flood Vulnerability
C9	Beddington Lane Traffic Improvements	0.5ha	1, 2, 3a	Remainder of Borough	Public Road / Footpath	Road Improvements	Essential Infrastructure
C10	Carshalton Centre Traffic Management, Carshalton	0.01ha	1	Carshalton District Centre	Public Road	Traffic Management	Essential Infrastructure
D3	Royal Marsden Hospital, Downs Road, Belmont	7.5ha	1	Remainder of Borough	Health	Health	More vulnerable
D4	Sutton United Football Ground, Gander Green Lane, Sutton	2.4ha	1	Sutton TC SRQ Area	Football Ground, Stadium and Car Park	Sports Ground Community	Water compatible Less vulnerable
Section 2: Potential Sites identified in the Sutton Town Centre Plan							
1	Burger King Site	0.19ha	1	Sutton Town Centre	Restaurant	Residential Retail / Offices	More vulnerable Less vulnerable
2	Blockbusters Site	0.21	1	Sutton Town Centre	Retail	Residential Retail / Offices	More vulnerable Less vulnerable
3	Magnet Site	0.42ha	1	Sutton Town Centre	Retail	Residential Retail	More vulnerable Less vulnerable
4	Gas Holder Site	1.08ha	1	Sutton Town Centre	Industry	Residential Retail / Offices Road	More vulnerable Less vulnerable Essential Infrastr.
5	Greenford Road	0.08ha	1	Sutton Town Centre	Residential Retail / Office	Residential Retail / Offices	More vulnerable Less vulnerable
6	Robin Hood School	0.86ha	1	Sutton Town Centre	School	Residential Retail / Offices	More vulnerable Less vulnerable
7	Lodge Place / Windsor House	0.19ha	1	Sutton Town Centre	Retail Offices	Residential Retail / Offices Leisure	More vulnerable Less vulnerable Less vulnerable
8	Lodge Place Herald House	0.38ha	1	Sutton Town Centre	Offices Health	Residential Retail / Offices Leisure	More vulnerable Less vulnerable Less vulnerable
9	Kwit Fit Centre	0.07ha	1	Sutton Town Centre	Industry / Garage	Residential Retail / Offices	More vulnerable Less vulnerable
10	Times Square Car Park	0.78ha	1	Sutton Town Centre	Car Park	Residential Retail / Offices	More vulnerable Less vulnerable
11	Houses adjoining Manor Park	0.52ha	1	Sutton Town Centre	Residential	Residential Open Space	More vulnerable Water Compatible
12	54 to 60 Throwley Way	0.11ha	1	Sutton Town Centre	Offices	Residential Retail / Offices	More vulnerable Less vulnerable
13	Beech Tree Place House	0.43ha	1	Sutton Town Centre	Residential	Residential Retail Community uses	More vulnerable Less vulnerable Less vulnerable
14	St Nicolas House	0.09ha	1	Sutton Town Centre	Offices	Residential Retail Offices	More vulnerable Less vulnerable Less vulnerable

Site Ref	Name and Location	Site Area (ha)	Flood Risk Zone	Location	Existing Uses	Proposed Uses	Flood Vulnerability
15	Chancery House	0.13ha	1 & 2	Sutton Town Centre	Offices	Residential Retail / Offices	More vulnerable Less vulnerable
16	Civic Centre Car Park	0.24ha	1, 2 & 3a	Sutton Town Centre	Car Park	Community use Leisure Open Space	Less Vulnerable Less vulnerable Less vulnerable
17	Gibson Road Car Park	0.35ha	1, 2 & 3a	Sutton Town Centre	Car Park	Residential Retail / Offices	More vulnerable Less vulnerable
18	Secombe Centre	0.28ha	1, 2 & 3a	Sutton Town Centre	Leisure	Leisure Residential Retail / Offices	Less vulnerable More vulnerable Less vulnerable
19	City House	0.18ha	1	Sutton Town Centre	Offices	Residential Retail / Offices	More vulnerable Less vulnerable
20	Morrison Southside	0.5ha	1, 2 & 3a	Sutton Town Centre	Retail	Residential Retail / Offices	More vulnerable Less vulnerable
21	Post Office Sorting Office	0.68ha	1, 2 & 3a	Sutton Town Centre	Offices Community use	Residential Retail / Offices	More vulnerable Less vulnerable
22	Sutton Court Road	0.11ha	1	Sutton Town Centre	Vacant Land	Residential Offices	More vulnerable Less vulnerable
23	Rafferty House	0.1ha	1	Sutton Town Centre	Offices	Residential Offices	More vulnerable Less vulnerable
24	South Point	0.23ha	1 & 2	Sutton Town Centre	Offices	Residential Offices	More vulnerable Less vulnerable
25	Sentinel House	0.07ha	1 & 2	Sutton Town Centre	Offices	Residential Offices	More vulnerable Less vulnerable
26	South of Sutton Court Road	0.19ha	1 & 2	Sutton Town Centre	Vacant Land	Residential Retail / Offices	More vulnerable Less vulnerable
27	Sutton Station	1.27ha	1	Sutton Town Centre	Train Station Car Park	Residential Retail / Offices Leisure	More vulnerable Less vulnerable Less vulnerable
28	Quadrant House	0.26ha	1	Sutton Town Centre	Offices	Residential Retail / Offices	More vulnerable Less vulnerable
29	Sutherland House	0.22ha	1, 2 & 3a	Sutton Town Centre	Offices	Residential Retail / Offices	More vulnerable Less vulnerable
30	Brighton Road BP Garage	0.27ha	1, 2 & 3a	Sutton Town Centre	Garage	Residential Retail / Offices	More vulnerable Less vulnerable
31	Brighton Road Car Park	0.51ha	1, 2 & 3a	Sutton Town Centre	Car Park	Residential Retail / Offices Leisure	More Vulnerable Less vulnerable Less vulnerable

8.90 As the majority of these locations lie in Flood Zone 1 and are at a low risk of fluvial flooding the suggested uses are acceptable for development. However, they may be at risk from other sources of flooding such as groundwater, sewer/drainage and surface run-off and will require site specific FRAs to demonstrate that their development will not increase the risk of flooding to the site or increase flood risk elsewhere.

8.91 According to paragraph E9 of PPS25 an FRA will be required “where the proposed development or change of use to a more vulnerable class may be subject to other sources of flooding and should identify opportunities to reduce the probability and consequences of flooding”.

8.92 In addition the development sites identified will required a site specific FRA:

- If the development is located in Flood Zone 1:
- residential developments in Flood Zone 1 with site areas 0.5ha or greater or sites comprising 10 or more dwellings;
- commercial developments in Flood Zone 1 with site areas 1ha or greater or more than 1000m² floorspace;
- the development sites falls within Ground Water source Protection Zone 1 or 2 so the impacts of development on groundwater flooding can be assessed;
- If the development site is adjacent to or contains a watercourse so the impacts of development on the riverside environment can be assessed.

8.93 A summary table presenting the results of Stage 2 is available in Appendix 3.1 of the full Sequential Test document.

GRABS Project (Green and Blue Space Adaptation for Urban Areas and Eco-Towns)

8.94 The London Borough of Sutton is one of a number of municipalities and other organisations across Europe participating in the 'GRaBS' project running from 2008-11. This EU Interreg IV project, led by the Town and Country Planning Association (TCPA), is aimed at ensuring that existing and new mixed use urban development is adapted to the impact of climate change through improving local and regional planning policy, particularly through planning, to put in place green and blue infrastructure.

8.95 The basis for the project is the important role of regional spatial planning and urban design in providing integrated solutions that make our communities less vulnerable to climate change impacts. Green infrastructure including gardens, parks, productive landscapes, green corridors, green roofs and walls and blue infrastructure such as water bodies, rivers, streams, floodplains and sustainable drainage systems, play a vital role increasing climate resilient development – a role, which is currently not sufficiently recognised and utilised and lacks integration in mainstream planning.

8.96 By advancing the knowledge and expertise of partner staff through the GRaBS project, decisions makers, politicians and communities, and regional and local municipalities across Europe will be able to make a more informed and strategic response to climate change adaptation. In the long term communities will reduce their vulnerability to the environmental, social and economic damage related to climate change impacts including extreme temperature increases and flooding incidents.

8.97 The GRaBS project has four main objectives

- To raise awareness and increase the expertise of key bodies responsible for spatial planning and development as to how green and blue infrastructure can help new and existing mixed use urban development adapt to projected climate scenarios.

- To assess the delivery mechanisms that exist for new urban mixed use development and urban regeneration in each partner country and to develop good practice adaptation action plans to co-ordinate the delivery of urban greening and adaptation strategies, as well as cooperation amongst Planners, Policy-makers, Stakeholders, and Local communities
- To develop an innovative, cost effective and user friendly risk and vulnerability assessment tool, to aid the planning of climate change adaptation responses
- To improve stakeholder and community understanding and involvement in planning, delivering and managing green infrastructure in new and existing urban mixed use development, based on positive community involvement techniques.

8.98 The key outputs that Sutton is will produce through the GRaBS project are as follows:

Community Involvement Strategy

8.99 Work is currently underway in developing community and external stakeholder networks as the basis for a Community Involvement Strategy. The Community Involvement Strategy will set out LB Sutton's approach to building capacity and to consulting on the emerging Borough Climate Change Adaptation Strategy, Climate Change Assessment Tool and the Climate Change Adaptation Action Plan (AAP) for the Hackbridge Area (see below). The first stage of consultation/ community involvement is scheduled for February-April 2010.

Borough Climate Change Adaptation Strategy (or 'High Level Policy Statement')

8.100 Work is currently underway in preparing a 'Draft Borough Climate Change Adaptation Strategy' for consultation between during 2010.

Climate Change Assessment Tool

8.101 The aim of this component of the GRaBS project (led by the University of Manchester) is to develop an innovative on-line GIS-based Assessment Tool to highlight climate change risks and vulnerabilities in urban areas; promote increased awareness and understanding on hazards, exposure and vulnerabilities associated with climate change and facilitate improved decision making and policies. Sutton will be 'piloting' the first version of the Assessment Tool shortly and is in the process of providing relevant spatial data to the University of Manchester on climate change hazards, exposure and vulnerabilities affecting the Borough. We will demonstrate the pilot version of the Assessment Tool to aid consultation on the Draft Borough Climate Change Adaptation Strategy and for the consultation in the spring of 2010.

8.102 When finalised, the Assessment Tool will be accessed via the Sutton website, will inform the preparation of the Climate Change Adaptation Action Plan (AAP) for the Hackbridge (see below), and support the aims of the Community Involvement Strategy (see <http://www.ppgis.manchester.ac.uk/grabs/> for details).

Climate Change Adaptation Action Plan (AAP) for Hackbridge

8.103 We will consult on a Hackbridge AAP document (in the form of a 'Toolkit') in early 2010 alongside the draft High Level Policy Statement which would identify a number of different types of area within the Hackbridge neighbourhood with similar levels of risk and vulnerability to flooding and other climate change impacts (e.g. urban heat island) and identify a range of proposed climate change adaptation measures suitable for each type of area. The idea of this stage is to develop a climate change adaptation 'toolkit' that could in principle be applied to other parts of the Borough such as Sutton Town centre. Following on from this stage, the draft Hackbridge AAP would then be prepared

for public consultation in support of the next version of the Hackbridge SPD. Discussions are currently underway with BACA architects (LiFE project) and others in order to agree an approach to developing the Hackbridge AAP.

Sustainable Waste Management

Introduction

- 8.104** There are two major waste management sites in the Borough. These comprise the Council's Re-use and Recycling Centre within the Kimpton Strategic Industrial Area (replacing the former Civic Amenity site on Oldfields Road) and the Beddington Farmlands landfill site and recycling centre operated by Viridor on Beddington Lane.
- 8.105** The Council's Re-use and Recycling Centre on Kimpton Park Way, built on Council owned land to the rear of the Kimpton Industrial Area, opened during 2005-06. As with the former Civic Amenity Site, this facility is open for local residents to dispose of household waste and recyclables but with a greater emphasis on recycling. The facility has recycling facilities for paper, cardboard, plastic bottles, cans, foil, garden waste, scrap metal such as washing machines and cookers, wood, engine oil, small amounts of rubble and car batteries. Good reusable furniture and household items, toys and clothes are also put aside for a local charity that provides these vital household items for disadvantaged families in the local area.
- 8.106** The Beddington Farmlands site occupies a large area of MOL to the north east of the Borough, extending from Beddington Park in the south to Mitcham Common in the north. Permission was granted for minerals extraction and landfilling on 92 ha of the site in 1995, and operations began in 1998 (void capacity 4.4 million m³). The wider area, identified as a Site of Metropolitan Importance for Nature Conservation, is safeguarded for the creation of the proposed Wandle Valley Regional Park following completion of the landfill and site restoration in around 2015.
- 8.107** Green waste composting and skip waste recycling plants have recently been introduced on part the site together with a household waste pre-treatment and composting plant, which opened during 2007. Planning permission was granted for an Anaerobic Digestion facility in during March 2008 (Ref: D2005/54974/FUL), although this has yet to be implemented.
- 8.108** Table 8.12 shows that the capacity of existing licensed waste management/ disposal facilities²³ currently operating within the Borough amounts to a total 656,297 tonnes per annum (tpa), with a total annual estimated throughput of 510,972 tpa. However, it should be noted that in terms of the definition of Core Output Indicator W1, which measures the capacity of **new** waste facilities, no significant new facilities were introduced within the Borough during 2008-09.

²³ the definition of 'licensed waste management facilities' includes landfill for AMR purposes

Table 8.12: Capacity of Existing Waste Management Facilities in LB Sutton 2008-09

Operator	Address	Management Type	Licensed Capacity (tpa)	Estimated Throughput (tpa)
Viridor Waste (Thames) Ltd (83212)	Beddington Farmlands Landfill	Landfill	103,200	Approx. 55,000
Viridor Waste (Thames) Ltd (83441)	Recycling Centre Beddington Farmlands	Combined Mechanical /Biological Treatment	70,000	52,500
Viridor Waste (Thames) Ltd (83218)	Beddington Farmlands	Transfer Station	43,800	32,850
Sita Uk Ltd (83617)	Kimpton Park Way, Civic Amenity Site	Transfer Station	24,999	18,749
Veolia Cleanaway (UK) Ltd (83214)	Endeavour Way, Beddington	Transfer Station	4,999	3,749
Country Skip Hire (83335)	Country Skip Hire, Beddington Lane	Transfer Station	62,400	46,800
777 Demolition & Haulage Co Ltd (83473)	777 Recycling Centre	Material Recovery /Recycling Facility	372,600	279,450
European Metal Recycling Ltd (83314)	Therapia Lane, Croydon	Metal Recycling Site	74,999	74,999
E & S B Davis (83492)	Bishops Place	End of Life Vehicle Facility	2,500	1,875
Total			759,497 tpa	565,972 tpa

Source: EA online public register at <http://www2.environment-agency.gov.uk>

International Context

Landfill Directive

- 8.109** The Landfill Directive 1999/31/EC requires all Member states to significantly reduce the amount of biodegradable municipal waste landfilled and set the following targets.
- by 2010 to reduce the biodegradable municipal waste disposed to landfill to 75% of that produced in 1995;
 - by 2013 to reduce the biodegradable municipal waste disposed to landfill to 50% of that produced in 1995; and
 - by 2020 to reduce the biodegradable municipal waste disposed to landfill to 35% of that produced in 1995.

Waste Electrical and Electronic Equipment Directive

- 8.110** The Waste Electrical and Electronic Equipment Directive 2002/96/EC (or 'WEEE' Directive) seeks to address the increasingly rapid growth of waste electrical and

electronic equipment and sets out measures to promote the re-use, recycling and recovery of such wastes in order to reduce the need for disposal.

National Context

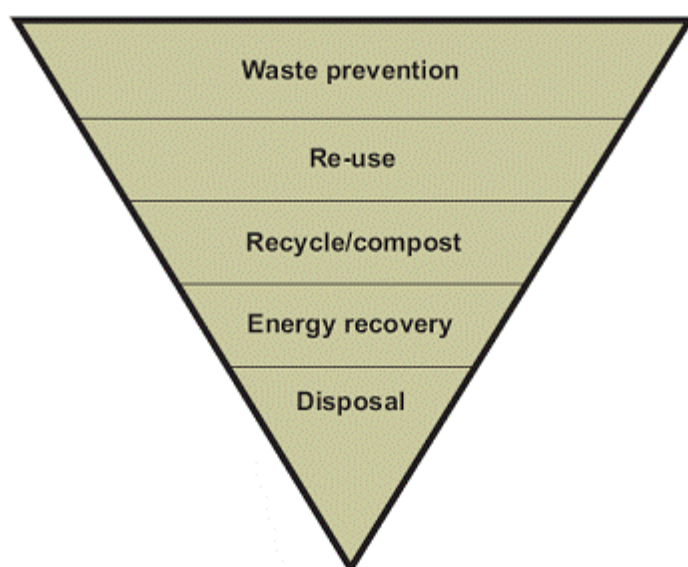
National Waste Strategy

8.111 National Waste Strategy 2007 seeks to:

- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
- meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste (BMW) in 2010, 2013 and 2020;
- increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
- secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste;
- get the most environmental benefit from that investment through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

8.112 The revised Strategy sets out a range of targets for England and Wales which are based on application of the following waste hierarchy:

Figure 8.4: The Waste Hierarchy



Waste prevention / Reduce: Reducing the amount of waste produced.

Reuse: The reuse and repair of items, to pro-long their life.

Recycling / composting: Recycling involves the recovery of materials for use in other products and includes composting.

Recover: Energy can be recovered from waste by using it as a fuel. Within this category, facilities which produce heat and power are preferable to those which simply burn waste.

Residual Disposal: Disposal is generally through landfill or thermal treatment.

8.113 The targets for municipal waste (MSW) recovery are: 53% by 2010; 67% by 2015; and 75% by 2020.

8.114 The targets for household waste recycling or composting targets for municipal waste (MSW) recovery are: 40% by 2010; 45% by 2015; and 50% by 2020.

8.115 The targets for reducing the amount of residual waste produced (i.e. waste not re-used composted or recycled) compared to 2000 levels are:

- reduce the amount of residual waste by 29% by 2010;
- reduce the amount of residual waste by 35% by 2015; and
- reduce the amount of residual waste by 45% by 2020.

Waste and Emissions Trading Act (WET Act)

8.116 The Waste and Emissions Trading (WET) Act 2003 allows the Government to put restrictions on the amount of biodegradable municipal waste (BMW) that can be sent to landfill by each Waste Disposal Authority (WDA). The Act is implemented in England through the Landfill Allowance Trading Scheme (LATS).

8.117 Each WDA has been allocated a maximum allowance of BMW that it is permitted to be disposed of to landfill in each year between 1 April 2005 and 2020. Failure to achieve these minimum diversion rates will result in financial costs if the purchase of extra permits is needed. Conversely, surpassing these targets will result in financial benefits through selling if excess permits.

8.118 Table 8.13 details the LATS allocations for each of the four South London Boroughs.

Table 8.13: Landfill Allowance Trading Scheme (LATS) Allocations

Borough	Borough Allocation 2006-07	Target (BMW) 2010	Target (BMW) 2013	Target (BMW) 2020
Kingston	43,010	31,430	20,934	14,648
Croydon	111,649	75,700	50,421	35,282
Merton	53,739	38,930	25,930	18,144
Sutton	47,155	35,665	23,756	16,623
South London Total	255,553	181,725	121,041	84,697

Landfill Regulations 2002

8.119 Since July 2004, the co-disposal of hazardous wastes with other waste streams has been made illegal, resulting in hazardous waste only being accepted at specialist sites. The Landfill Regulations 2002 have resulted in a significant reduction in the capacity of landfill sites for hazardous waste from 240 sites to fewer than 15 across the country and the cost of disposal has risen as a result.

PPS1 on 'Delivering Sustainable Development' (2005)

8.120 The Government's objectives for planning and sustainable development are set out in PPS1, which puts forward overarching planning policies on the delivery of sustainable development through the planning system and aims to ensure a better quality of life for everyone, now and for future generations. Planning for sustainable development should address issues of:

- making suitable land available for development to meet economic, social and environmental objectives;
- protecting and enhancing the natural and historic environment and the quality and character of the countryside and successful communities;
- ensuring high quality development through good and inclusive design and efficient use of resources; and
- ensuring that development contributes to the creation of mixed communities with good access to jobs and services for all.

Supplement to PPS1 on 'Planning and Climate Change' (2007)

8.121 PPS on 'Planning and Climate Change' (2007) sets out how spatial planning in providing for new homes, jobs and infrastructure, should help shape places with lower carbon emissions and resilient to climate change. Furthermore, this draft PPS sets out

how spatial planning should contribute to reducing emissions and stabilising climate change (mitigation) and take into account the unavoidable consequences (adaptation). In particular, this draft PPS states that all planning authorities should prepare and deliver spatial strategies that:

- secure the highest viable standards of resource and energy efficiency and reduction in carbon emissions;
- deliver patterns of urban growth that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking and, overall, reduce the need to travel, especially by car;
- sustain biodiversity, and in doing so recognise that the distribution of habitats and species will be affected by climate change; and
- reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change.

PPS10 on 'Planning for Sustainable Waste Management'

8.122 The key planning objectives of PPS10 are to:

- help deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and disposal as the last option;
- provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities;
- help implement the national waste strategy, and supporting targets, are consistent with obligations required under European legislation and support and complement other guidance and legal controls such as those set out in the Waste Management Licensing Regulations 1994;
- help secure the recovery or disposal of waste without endangering human health and without harming the environment and enable waste to be disposed of in one of the nearest appropriate installations;
- reflect the concerns and interests of communities, the needs of waste collection authorities, waste disposal authorities and business & encourage competitiveness;
- protect green belts but recognise the particular locational needs of some types of waste facilities when defining detailed greenbelt boundaries and, in determining applications, that these locational needs, together with the wider environmental and economic benefits of sustainable waste management, are material considerations that should be given significant weight in determining [planning permission]; and
- ensure design & layout of new development supports sustainable waste management.

London Context

Mayor's Municipal Waste Management Strategy

8.123 The Mayor's Municipal Waste Management Strategy (September 2003) included proposals and policies for implementing the National Waste Strategy (Waste Strategy 2000 for England and Wales) within London, and meet waste recycling and recovery targets. Waste collection and disposal authorities in London must pay due regard to the Mayor's Municipal Waste Management Strategy. The Mayor also calls for greater regional self-sufficiency, emphasising the need for more waste treatment and disposal facilities to be built in London, and setting the following key aspirational targets:

- recycling target for municipal waste by 50% by 2010; and
- recycling target for municipal waste by 60% by 2015.

London Plan

8.124 Policy 4A.21 of the Mayor's London Plan²⁵ (February 2008) on 'Waste Strategic Policy and Targets' sets out the following strategic targets for sustainable waste management:

- ensure that facilities with sufficient capacity to manage 75% (15.8 million tonnes) of waste arising within London are provided by 20210, rising to 80% (19.2 million tonnes) by 2015 and 85% (20.6 million tonnes) by 2020
- exceed recycling or composting levels in municipal waste of 35% by 2010 and 45% by 2015;
- exceed recycling or composting levels in commercial and industrial waste of 70% waste by 2020;
- achieve recycling and re-use levels in construction, excavation and demolition waste of 95% by 2020.

8.125 To achieve the first of these targets, the London Plan specifies tonnages of municipal, commercial and industrial waste which all London Boroughs must manage in future years. This is known as the 'apportionment' and represents a proportion of the waste which is anticipated to arise in future. Table 8.15 shows that the pooled apportionment for the Plan area, for example, represents 97% of the municipal, commercial and industrial waste which is anticipated to arise within the 4 Boroughs in 2021.

Table 8.15: Combined London plan Apportionment for SLWP Area

	2010	2015	2020	2021
Combined London Plan Apportionment for SLWP Area (000s tonnes)	854	1,133	1,332	1,332
Predicted MSW and C&I Waste Arisings for SLWP area (000s tonnes)	1,192	1,280	1,372	1,366

8.126 In this regard, Policy 4A.25 on 'Borough level apportionment of municipal and commercial/ industrial waste to be managed' states that "DPDs should identify sufficient land to provide capacity to manage the apportioned tonnages of waste ...Boroughs preparing joint waste DPDs may wish to collaborate by pooling their apportionment requirements". However it is not necessary for Boroughs to meet both the municipal and commercial/industrial waste apportionment figures individually provided the aggregated total apportionment figure is met, although Boroughs are urged to achieve a maximum level of self-sufficiency.

8.127 By the year 2020, the annual amount of municipal, commercial and industrial waste produced in London is projected to rise to 13 million tonnes. Table 4A.7 of the London Plan gives a breakdown of the mix of facilities which is anticipated to deal with the municipal waste. This shows that in 2020, 64% of waste produced in London is anticipated to be treated in a MRF, 8% through composting facilities; 15% through MBT facilities; 3% through AD facilities and 10% through gasification/pyrolysis facilities.

8.128 Policy 4A.21 goes on to state that "Where waste cannot be recycled, the Mayor will encourage production of energy from waste using new and emerging technologies,

²⁵ consolidated London Plan incorporating Further Alterations

²⁷ Department for Environment, Food and Rural Affairs (2006/07)

especially where the products of waste treatment could be used as fuels (e.g. biofuels and hydrogen)....in preference to any increase in conventional incineration...The Mayor will work in partnership.....to minimise the amount of energy used, and transport impacts from, the collection, treatments and disposal of waste in line with the Mayor's target of reducing CO₂ emissions...promote generation of renewable energy and renewable hydrogen from waste.

8.129 Policy 4A.22 '*Spatial policies for waste management*' states that DPDs should

- safeguard all existing waste management sites (unless appropriate compensatory provision is made) (Policy 4A.24) ;
- require, where feasible, the re-use of surplus waste transfer station sites for other waste uses (Policy 4A.24);
- identify new sites in suitable locations for new recycling and waste treatment facilities such as MRFs, waste reuse and recycling centres, construction and demolition waste recycling plants and closed vessel composting;
- require suitable waste and recycling storage facilities in all new developments;
- support appropriate developments for manufacturing related to recycled waste;
- support treatment facilities to recover value from residual waste;
- where waste cannot be dealt with locally, promote waste facilities that have good access to rail transport or the Blue Ribbon Network; and
- safeguard all waste sites, including wharfs with an existing or future potential for waste management and ensure that adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance.

8.130 Policy 4A.23 on '*Criteria for the selection of sites for waste management and disposal*' states that DPDs should identify sites and allocate sufficient land for waste management and disposal, employing the following criteria

- proximity to source of waste
- the nature of activity proposed and its scale
- the environmental impact on surrounding areas, particularly noise emissions, odour and visual impact and impact on water resources
- the full transport impact of all collection, transfer and disposal movements, particularly maximize n the potential use of rail and water transport
- primarily using sites that are located on Preferred Industrial Locations or existing waste management locations.

8.131 Wherever possible, opportunities should be taken to include provision for Combined Heat and Power and Combined Cooling Heat and Power and to accommodate various related facilities on a single site (resource recovery parks / consolidation centres).

8.132 Policy 4A.24 on '*Existing provision – capacity, intensification, re-use and protection*' states that Boroughs should protect existing waste sites and facilitate the maximum use of existing waste sites, particularly waste transfer facilities and existing landfill sites. If, for any reason, an existing waste management site is lost to non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved.

8.133 Policy 4A.27 on '*Broad locations for recycling and waste treatment facilities*' states that DPDs should identify adequate provision for the scale of waste use identified. The broad locations for these facilities are: Strategic Industrial Locations (Preferred Industrial Locations & Industrial Business Parks – see Map 4A.3 & Table 4A.8) Local Employment Areas, and Existing Waste Management Sites.

8.134 Full details of London Plan policies are set out in the Scoping Table (Appendix 2).

South London (i.e. Sub-Regional) Context

South London Waste Partnership

8.135 All Councils within the SLWP area have committed to the formation of the South London Waste Partnership. This Partnership is responsible for procuring waste disposal contracts, to enable the Partnership to:

- maximise diversion of Biodegradable Municipal Waste from landfill;
- achieve diversion targets of the Landfill Allowance Trading Scheme;
- achieve statutory targets for recycling and composting; and
- establish shared infrastructure within the region.

8.136 All boroughs are both waste collection and disposal authorities. Each has a waste management strategy which guides the development of their services and identifies targets for recycling and composting. A Joint Municipal Waste Management Strategy (JMWMS) is in development. The boroughs' individual waste management strategies also identify activities to encourage waste minimisation. Waste Minimisation is at the top of the waste management hierarchy and although the SLWP will be limited in its ability to influence waste minimisation, it is important that the evidence base of the Plan considers the efforts being made to reduce waste within the Plans' area. Waste minimisation activities will influence the predicted growth rates of municipal and commercial waste arisings within the boroughs and monitoring of the success of these activities will be an important aspect of the Joint Waste DPD monitoring regime.

8.137 The Partnership has set a target through the emerging JMWMS to recycle or compost 51% of municipal waste arisings across the four Boroughs by 2020. Public consultation as part of partnership's Joint Municipal Waste Management Strategy (JMWMS) will take place in the autumn of 2009.

Joint South London Waste Plan DPD

Purpose

8.138 The Council considers that joint working is the most effective way to plan for the additional waste facilities and infrastructure necessary to meet apportionment targets and maximise self-sufficiency at the sub-regional level. In partnership with the London Boroughs of Croydon, Merton, and the Royal Borough of Kingston-upon-Thames, the Council has therefore resolved to co-ordinate the preparation of a Joint Waste DPD (known as the South London Waste Plan) as part of the LDF. The four Boroughs, each of which is both waste collection and waste disposal authorities, have also committed to the formation of the South London Waste Partnership. The partnership is responsible for procuring waste disposal contracts in order to maximise diversion of Biodegradable Municipal Waste (BMW) from landfill, achieve diversion targets under LATs, achieve statutory targets for recycling and composting and establish shared infrastructure within the region.

8.139 The purpose of the South London Waste Plan will be to set out a sustainable waste management planning strategy for a period of at least 10 years. The current timetable anticipates adoption of the Plan by each Borough in 2011 and will therefore cover the period 2011 to 2021. The South London Waste Plan will provide a framework for sustainable management for all waste produced within the Plan area through allocating land for waste management, to enable the future development of sufficient waste management facilities to meet local needs policies to govern the

development of new waste management facilities.

- 8.140** The 'South London Waste Plan: Potential Sites and Policies document, which was published for public consultation between 20 July and 16 October 2009, sets out the following draft Vision: "At 2021, the South London Waste Plan area will have enough waste management facilities to meet the needs of our communities, in appropriate locations. Waste will be regarded as a valuable resource, supplying a growing manufacturing-from-waste industry. Waste minimisation, recycling and composting will be maximised and where waste cannot be recycled or composted, maximum value will be recovered from that residual waste".

South London Waste Plan: Stage 2 Consultation on Potential Sites and policies (July-October 2009

- 8.141** While the initial stage of consultation on the South London Waste Plan dealt primarily with criteria for waste facility locations and additional issues, the Stage 2 consultation, which ran from July to October 2009, identified potential sites. In total, 28 locations were identified across the four boroughs as potentially suitable locations for waste management facilities. Within the London Borough of Sutton, the sites being investigated as potentially suitable for waste facilities, in broad terms, were:
- Existing waste sites, Beddington Industrial Area and Beddington Farmlands;
 - Area of open land adjacent to existing waste facility, Beddington Lane;
 - Areas within Beddington Industrial Area (split into smaller areas for consultation purposes); and
 - Area within the Kimpton Industrial Estate and existing reuse and recycling centre.

- 8.143** Table 8.16 provides a full list of the sites that were under consideration within Sutton

Table 8.16: Sites Considered as Part of the Stage 2 Consultation of the SLWP

Site No	Site Name
17	Beddington Lane, Country Skip Hire
18	Viridor Recycling Centre, Beddington Farmlands
21	Beddington Lane, Coomber Way, 777 Demolition & Haulage Co Ltd
57	Land west of Beddington Lane, adjacent to industrial areas and existing waste management facilities
97	Beddington Lane, Severnside Waste Paper
100	Beddington Lane, Therapia Way, European Metal Recycling (EMR) td
491	Kimpton Industrial Estate, North of Minden Road
532	Beddington Farmlands
533	Beddington Farmlands
534	Beddington Farmlands
535	Beddington Farmlands
539	Beddington Farmlands
5312	Beddington Farmlands

- 8.144** There will be further consultation on additional sites arising from the Stage 2 consultation during 2010.

Local Policy Context

- 8.145** Core Policy CP7 on 'One Planet Living' identifies reducing waste, promoting sustainable waste management and recycling as key actions by which Sutton will achieve the aims of One Planet Living and environmental sustainability.

8.146 Core Policy CP8 on 'Waste Reduction and Management' states that the Council will manage its waste in a sustainable manner and will identify the necessary capacity and develop facilities in collaboration with London Boroughs of Kingston-upon-Thames, Croydon and Merton, to meet the Mayor's target of 85% self sufficiency across all waste streams, the Mayor's waste apportionment figures and to meet the Mayor's minimum targets for recycling, recovery and re-use. This policy conforms that that detailed policies about how to achieve this will be set out in a Joint Waste DPD (i.e. the SLWP) to be prepared by Sutton and its partner South West London authorities.

8.147 Policy CP8 states that the Joint Waste DPD will safeguard existing waste management sites, unless compensatory provision is made, and allocate additional land within strategic industrial locations for future waste management facilities to meet the joint needs of the Joint Waste DPD area. The only realistic alternative option to developing a Joint Waste Plan is considered to be for the Council to manage its waste independently of the three other South West London Boroughs. However, collaboration provides much opportunity to manage the Borough's waste in a sustainable manner.

Local Evidence Gathering (LB Sutton and South London Waste Plan Area)
Updated Evidence Base for the South London Waste Plan (Mouchel, July 2009)

8.148 During 2008, the four partner Boroughs commissioned Mouchel consultants to undertake an initial baseline study of current waste management arrangements within the plan area and future projections over the plan period to 2021 in order to build up a sound evidence base for the emerging South London Waste Plan. The final Technical Report, entitled 'Building the Evidence Base for Issues and Options', was published in September 2008 alongside the Issues and Options document and has been made available on the planning policy pages of the Council's website. The key conclusions arising from the Technical Report are outlined below.

Municipal Solid Waste (MSW) Arisings

8.149 The South London Boroughs produced a total of 437,000 tonnes of MSW in 2007-08²⁷, a 20,000 tonne (4%) decrease from the year before. Of this total, Croydon's MSW arisings accounted for approximately 183,600 tonnes, compared to 92,200 tonnes in Merton, 93,600 tonnes in Sutton and 67,600 tonnes in Kingston. Kingston had the greatest reduction in MSW arisings between 2006/07 and 2007/08 at 11%.

8.150 Kingston achieved the highest recycling rate of the 4 Boroughs at 37% (17,959 tonnes), compared to 29% in Sutton (26,711 tonnes), 25% in Merton (22,758 tonnes) and 24% in Croydon (43,666 tonnes). At 26%, the recycling rate for the four Boroughs combined is higher than that for London as a whole (22%). 74% of MSW arisings within the South London Boroughs is disposed of by landfill compared to 53% for London as a whole. There is a negligible quantity of waste from the South London boroughs treated by energy from waste plants.

Table 8.17: Total Municipal Waste Arisings 2007/08²⁹

Borough	Total Municipal Waste			Recycled/Composted			Waste To Landfill		
	06/07	07/08	Chng	06/07	07/08	Chng	06/07	07/08	Chng
Kingston	75,725	67,560	-11%	31%	37%	-22%	80%	73%	-7%
Sutton	95,209	93,601	-2%	27%	29%	5%	72%	70%	-9%
Merton	96,259	92,241	-4%	21%	25%	15%	79%	75%	-6%
Croydon	189,866	183,605	-3%	20%	24%	13%	69%	76%	-7%
SLWP Total	457,059	437,007	-4%	23%	26%	4%	76%	74%	-7%
London	4,218,489	4,149,265	-2%	20%	22%	10%	57%	53%	-8%

8.151 Both the GLA and the SLWP have estimated the future growth in MSW for the South London Boroughs up to 2020. The projections are different as the growth assumptions are based on separate research and are applied to MSW arisngs from different years as a starting point. The GLA projection is based on the 2003-04 Defra baseline rising by 1.5% per annum. The data from the South London waste Authority's procurement model is based on applying a growth rate to 2006-07 data. The growth rate for each of the four boroughs is dependant on their individual population increases but across the 4 boroughs the growth rate is approximately 1% per annum from 2006-07 until 2016-17, decreasing to 0% from 2017-18 to 2020.

8.152 As detailed in the initial Technical Report³⁰ prepared by Mouchel in support of the Issues and Options document, the total MSW arisings predicted in 2020 using the GLA profile are over 130,000 tonnes greater than the figure from the SLWP profile. However, it is considered that the SLWP projections are likely to be more accurate given that the actual Defra figure for MSW arisings in 2006-07 is very closely aligned to the SLWP profile starting figure. Furthermore, the individual Boroughs' commitment to waste minimisation is likely to slow future waste growth within the plan area and more closely align MSW growth with the SLWP model than the GLA's forecast.

8.153 However, given the regionally determined nature of the GLA growth projections and their use in defining the apportionment totals for London, they are required to 'make sense' at the strategic level. In using the GLA projections as the basis for preparing the South London Waste Plan, the South London boroughs will be in conformity with the London Plan and thus build in some contingency when making land provision for wastes to achieve self sufficiency over and above the apportionment.

Commercial and Industrial Waste Arisings

8.154 EA data from 2002-03³¹ reports that South London produced nearly 850,000 tonnes of commercial and industrial (C&I) waste in that year. Unfortunately this dataset includes Bromley and therefore it is not possible to understand exactly how much was produced in the four South London boroughs.

8.155 Based on the GLA's London Plan assumptions of 2% growth per annum and a 2% reduction in growth every 5 years, the projected C&I arisings for the South London Boroughs predict that there will be over 750,000 tonnes of C&I waste arising in the

²⁹ waste management data for 2008-09 will be available from the Defra website from November 2009

³⁰ 'Building the Evidence Base for Issues and Options' (Mouchel consultants May 2008)

³¹ Strategic Waste Management Assessment London (2002/03) Environment Agency

4 Boroughs by 2020. Extrapolating this figure to 2021 means that there is expected to be just under 750,000 tonnes of C&I waste arising in the 4 boroughs in that year.

8.156 The EA's predicted C&I arisings for South London up to 2021, adjusted to remove an estimated 24% contribution from Bromley, are approximately 100,000 tonnes higher than the London Plan figures, which are projected from a lower starting point and have waste reduction measure built into the growth rates.

8.157 Nationally, DEFRA indicates that without action C&I waste will grow from 57.9 million tonnes in 2002-03 to approximately 70.5 million tonnes in 2019-20, almost entirely driven by growth of commercial waste.

London Plan Apportionment

8.158 The London Plan provides self-sufficiency targets for 2010, 2015 and 2020 for the amount of MSW and C&I waste to be managed across London. Within South London, the capacity required to be managed by each of the four Boroughs has been apportioned as shown in Table 8.18, although the London Plan stresses that the meeting of the apportionment should be seen as a minimum requirement and all boroughs should strive to maximise self-sufficiency.

Table 8.18: London Plan Apportionment figures for the South London Boroughs

Borough	2010			2015			2020		
	MSW	C&I	Total	MSW	C&I	Total	MSW	C&I	Total
Croydon	73	179	252	119	215	334	138	255	393
Kingston	47	117	164	77	140	218	90	166	256
Merton	69	171	240	113	205	318	131	243	373
Sutton	57	141	199	94	170	263	108	201	310
SLWP Total	246	608	854	403	730	1130	467	865	1332
Total	854			1130			1332		

8.159 When considering predicted arisings for MSW against the London Plan growth projections, the South London boroughs are predicted to be a net exporter of wastes in terms of meeting the apportionment. If SLWP MSW arisings are considered then achieving the boroughs' apportionment is only 21,235 tonnes short of becoming self-sufficient in 2020. It is also noted that the South London boroughs are expected to be a net importer of C&I wastes by 2020.

8.160 As shown in the Technical Report it can be seen that South London's apportionment is well below the predicted arisings for 2010 but by 2020 the apportionment is higher than the predicted arisings, if SLWP data is considered, or similar to the predicted arisings when considering the London Plan data. Extrapolation of the apportionment figure for the year 2021 is based on the assumption that the apportionment figure will be 97% of the arisings predicted in the London Plan (as it is in 2020). As the arisings are slightly lower in 2021 than in 2020, due to the predicted decrease in C&I waste arising, so the apportionment is also slightly lower in 2021 than in 2020.

³⁴Survey of Arisings and Use of Alternatives to Primary Aggregates in England, 2005 Construction, Demolition and Excavation Waste, CLG

Construction, Demolition and Excavation Waste Arisings

- 8.161** Although data is not available at the sub-regional level, the total quantity of CD&E waste arisings across London increased to 8 million tonnes in 2005³⁴, of which only 1 million tonnes was used or disposed of at landfill, the rest being recycled or spread on exempt sites. In 2003, 85% of London's CD&E waste was reused and recycled, mostly involving the crushing of waste materials for the use as bulk or engineering infill, but better alternatives are available for reusing and recycling CD&E waste into higher value products.

Hazardous Waste Arisings

- 8.162** During 2004 the Hazardous Waste arisings in the four South London boroughs amounted to 13,957 tonnes, over half of which was classed as 'C&D Waste and asbestos'. The most recent EA data reports arisings of 15,668 tonnes of hazardous waste from the four South London Boroughs in 2006. 85% of this waste stream went for final disposal in the South East, East of England, East Midlands and London regions. As detailed in the Technical Report, overall hazardous waste arisings in South London has decreased between 1999 and 2002 before rising to just over 30,000 tonnes in 2003 (attributed to the need to dispose of hazardous waste before the Landfill Regulations came into effect). The arisings decrease again after 2004.

Agricultural Waste Arisings

- 8.163** EA data indicates that in 2003 agricultural waste arisings within the London Region, from farming, forestry, horticulture and similar activities, amounted to only 35,000 tonnes and less than two thirds of the 1998 total. The majority of these wastes were compostable and/or digestible.

Waste Management Capacity and Land Area Requirements

- 8.164** The data on existing facilities with waste management licences has been updated and 7 licences were found to have been surrendered since the Issues and Options evidence base was formed (see Appendix 2 of Mouchel's Technical Report on Preferred Sites). The surrendered licences comprised: 3 transfer stations, 3 metal recycling sites (vehicle dismantlers) and 1 composting facility.
- 8.165** In the SLWP area, there are 26 sites with either a waste management licence, pollution prevention and control (PPC) permit or exemption, with a total of 1.65 million tonnes of licensed capacity for handling waste (Table 5.16). However the largest capacity is attributable to waste transfer stations, which do not actually treat waste. For the purposes of meeting the apportionment provided in the London Plan, waste transfer facilities are not classed as management capacity and are therefore excluded from the calculations of existing capacity.
- 8.166** Table 8.19 shows that, after excluding waste transfer stations, the SLWP area has 714,600 tonnes of existing licensed capacity, with an annual estimated throughput of 568,500 tonnes.

Table 8.19: Available Capacity across South London by Facility Type

Facility Type	Number of Facilities	Annual Licensed Capacity (t)	Annual Estimated Throughput (t)	Annual Est Surplus Capacity (t)
Household, Commercial and Industrial Waste Transfer Station	13	848,000	637,500	210,500
Clinical Waste Transfer Station	1	5,000	3,750	1,250
Transfer Station Taking Non Biodegradable Waste	2	84,950	63,675	21,275
Metal Recycling Site (Mixed MRS's)	1	79,999	74,999	0
Civic Amenity Site	3	64,500	48,500	16,000
Physical Treatment Facility	1	54,500	54,500	0
End of Life Vehicle Facility	3	78,000	58,500	19,500
Materials Recycling Facility	2	442,600	332,000	110,600
Total	26	1,652,550	1,273,425	379,125
Total excluding Transfer Stations	10	714,600	568,500	146,100
Total excl. transfer at Civic Amenity Sites		695,250		

8.167 The updated existing capacity information has been used to calculate the capacity required for the SLWP area to meet apportionment and self-sufficiency (as defined in the London Plan) in target years and for 2021 which covers the 10 year plan period.

Table 8.20: South London Arisings and Capacity Requirements for Target Years

	2010	2015	2020	2021
Total MSW and C&I arisings (London Plan data)	1,192,000	1,280,000	1,372,000	1,366,000
Total Apportionment	854,000	1,133,000	1,332,000	1,322,000
Total existing capacity	695,250	695,250	695,250	695,250
Additional capacity required to meet the apportionment	158,750	437,750	636,750	626,750
Additional capacity required to become self-sufficient	496,750	584,750	676,750	670,750

8.168 Using Table 8.20³⁹ together with the London Plan's projections for types of technologies anticipated to treat municipal and C&I waste in 2020, it is possible to calculate an indicative number and type of facilities that would be required to meet South London's waste infrastructure requirements for meeting the apportionment.

Table 8.21: Landtake Required per Facility

³⁹ based on London Plan Table 4A.7

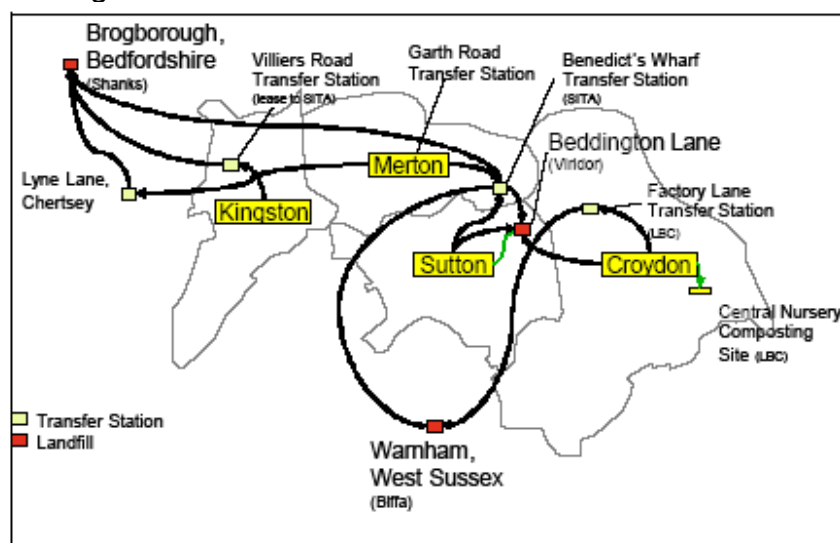
Facility type	Throughput per Facility (tonnes pa)	Landtake per Facility (ha)	Additional Facilities to Meet 2021 Apportionment	Additional Facilities to Meet Self Sufficiency in 2021
MRF	42,000	0.9	10	11
Composting	19,000	1.25	3	3
MBT	125,000	1.75	1	1
Anaerobic Digestion	15,000	1	2	2
Gasification/Pyrolysis	114,000	2.25	1	1
Total			17	18

8.169 The above facilities would require 18.75 ha of land to be allocated across the four south London boroughs to meet the apportionment targets for 2020 *and* 2021 as shown. To become self sufficient in the management of waste in 2021 one more materials recycling facility would be required and therefore 19.65 ha of land would need to be allocated across the SLWP area.

Existing Waste Facilities

8.170 Figure 8.5 shows the location of existing waste management facilities which are currently used to manage waste arisings within each of the four SLWP Boroughs.

Figure 8.5: Existing Transfer Stations and Landfill Facilities in South London



Municipal Waste Arisings in the London Borough of Sutton

8.171 Table 8.22 shows that the amount of municipal waste arising within the Borough during 2008-09 was 88,425 tonnes, consisting of 78,503 tonnes of household waste (arising from household collection, other household sources, Civic Amenity sites and recycling) and 9,924 tonnes of non-household waste. The total amount of municipal waste arisings within the Borough during 2008-09 was down by 5,176 tonnes (5.5%) compared to the 2007-08 figure of 93,601 tonnes.

Table 8.22: Municipal Waste Arisings in LB Sutton 2008-09 (tonnes)

	Source	06-07	07-08	08-09
Household	Household collection	47,366	46,359	43,072
	Other household sources	4,701	4,493	4,581
	Civic Amenity sites	5,534	4,223	5,430
	Household recycling	24,993	26,488	25,420
	<i>Total Household Waste</i>	<i>82,593</i>	<i>81,564</i>	<i>78,503</i>
Non-Household	Non-household residual (excl. recycling)	12,215	11,815	9,896
	Non household recycling	401	223	28
	<i>Total Non-Household Waste</i>	<i>12,616</i>	<i>12,038</i>	<i>9,924</i>
Total	Municipal Waste Arisings	95,209	93,601	88,425

Source: Defra www.defra.gov.uk/environment/statistics/index.htm

8.172 Table 8.23 shows that 62,071 tonnes (70.19%) of municipal waste arisings during 2008-09 were sent to landfill, compared to 64,377 tonnes (68.8%) during 2007-08. 25,499 tonnes of municipal waste were recycled or composted during 2008-09 (28.7% of household waste arisings) compared to a total of 26,711 tonnes (30.3% of household waste arisings) during 2007-08. 933 tonnes were incinerated with energy from waste during 2008-09 compared to 863 in 2007-08.

Table 8.23: Management of Municipal Waste in LB Sutton 2008-09

Municipal Waste Management	06-07	07-08	08-09	Target
Landfill (tonnes)	68,865	64,377	62,071	n/a
Incineration with EfW (tonnes)	914	863	933	n/a
Incineration without EfW (tonnes)	0	0	0	n/a
Recycled/ composted (tonnes)	25,393	26,711	25,449	n/a
Other (tonnes)	36	13	-	n/a
Total MSW Waste Arisings	95,209	93,601	88,452	n/a
Percentage MSW to Landfill	72.3%	68.8%	70.19%	64.89%

Source: Defra www.defra.gov.uk/environment/statistics/index.htm

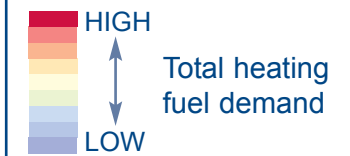
8.173 Table 8.24 sets out key performance statistics for 2008-09 in relation to household waste arisings.

Table 8.24: Management of Household Waste in LB Sutton 2008-09 (tonnes)

Household Waste Management	06-07	07-08	08-09	Target
Landfill (tonnes)	56,686	54,213	52,150	n/a
Incineration with EfW (tonnes)	914	863	933	n/a
Incineration without EfW (tonnes)	0	0	0	n/a
Recycled/ composted (tonnes)	24,993	26,488	25,420	n/a
Total Household Waste Arisings	82,593	81,564	78,503	n/a
Residual HH Waste per household	<i>(tbc)</i>	699 kg	672.6 kg	n/a
Collected HH Waste per person (kg)	465	442	425	477 kg
Percentage Recycled/Composted	30.26%	32.48%	32.0%	33%
Percentage Incinerated	1.11%	1.06%	1.19%	1.11%
Percentage Landfilled	64.79%	-	66.43%	n/a

Map 8.1

LDA Borough Heat Map



Major heat loads

New Development LDD (2004 onwards)

- Commercial (Red triangle)
- Domestic (Blue triangle)

Potential anchor heat loads

Multi-address buildings - residential

- 50 - 75 (Green triangle)
- 76 - 95 (Green triangle)
- 96 - 125 (Green triangle)
- 126 - 200 (Green triangle)

- LS Sport and Leisure Facilities
- h Hotels
- S Schools
- P Police Stations
- F Fire Stations
- H Hospitals

Boiler Sites

- 0 - 807 MWh/year (Small purple circle)
- 808 - 2,420 MWh/year (Medium purple circle)
- 68,180 - 127,314 MWh/year (Large purple circle)

Borough Heat Loads

- 426 - 2,214 MWh/year (Small purple circle)
- 2,215 - 3,956 MWh/year (Medium purple circle)
- 6,766 - 11,475 MWh/year (Large purple circle)
- 76,021 - 258,722 MWh/year (Very large purple circle)

Major Heat Supply Plants

- CHP Site (Green diamond)

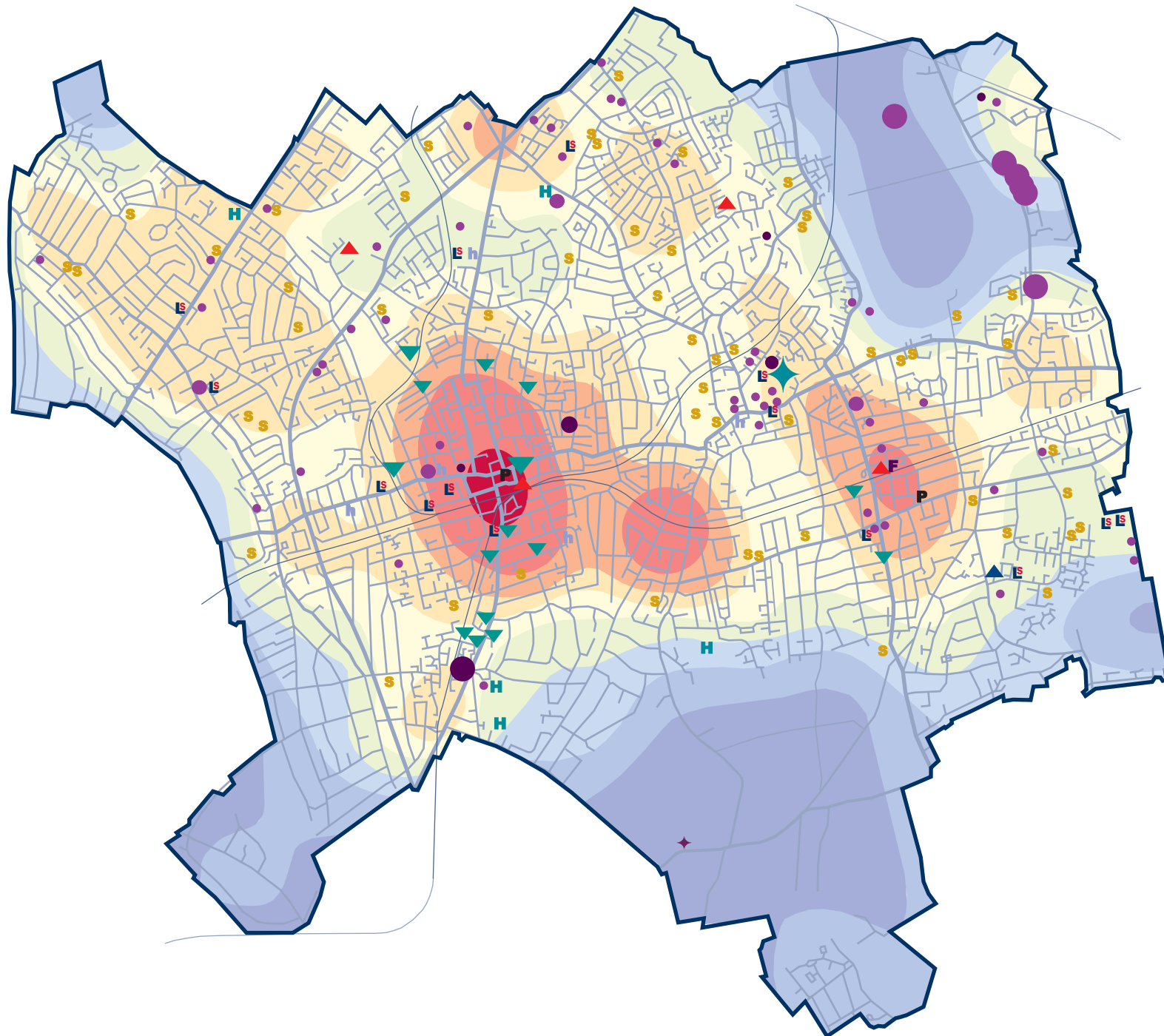
Source: London Development Agency
www.londonheatmap.org.uk



December 2009

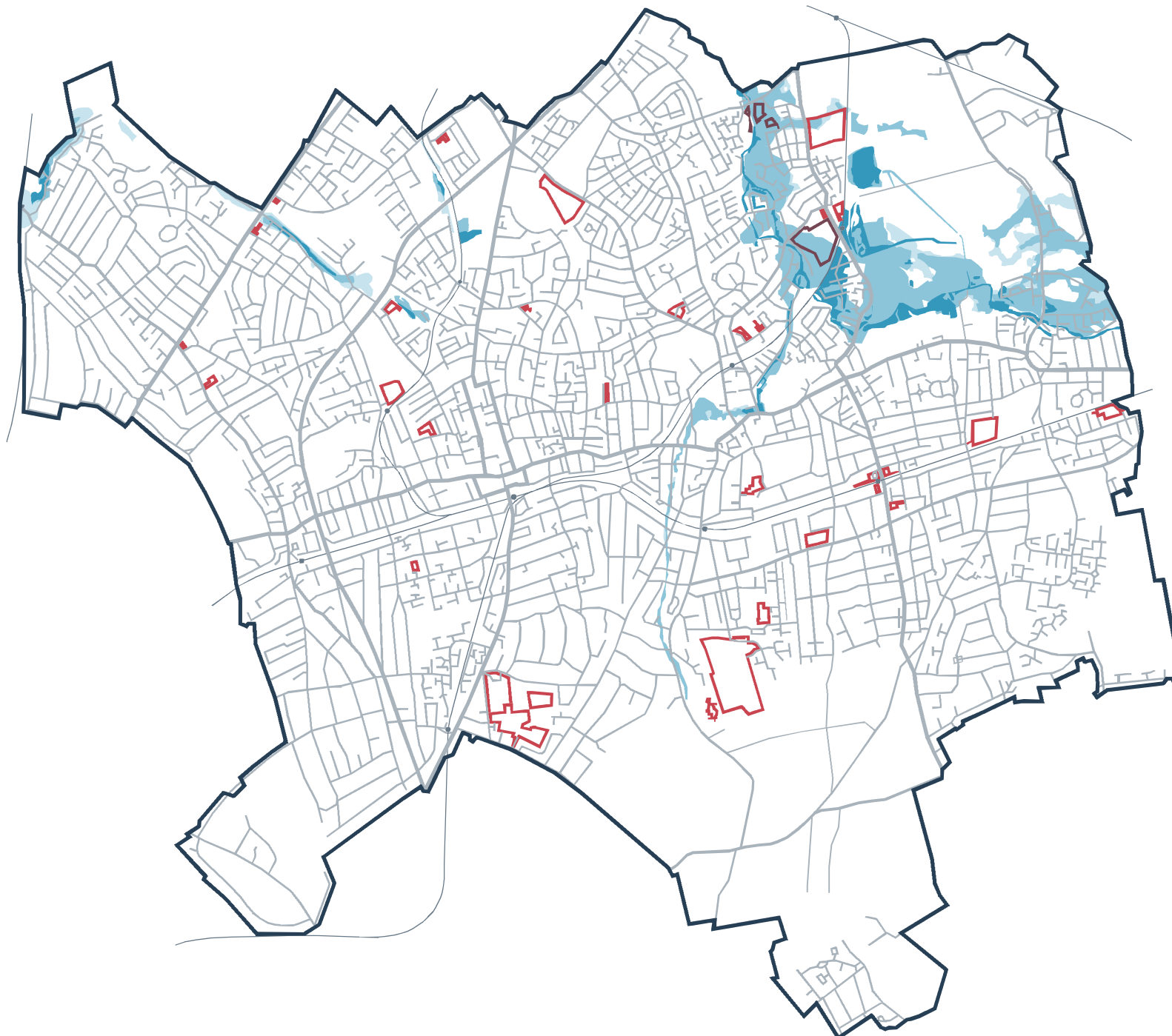
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Map 8.2

Flood Risk: Borough




Zone 2
Medium Probability
(land with an annual probability of river flooding of between 1 in 100 and 1 in 1000)

Zone 3a
High Probability
(land with an annual probability of river flooding of greater than 1 in 100)

Zone 3b
Functional Floodplain
(land with an annual probability of river flooding of greater than 1 in 20 or greater and where water has to flow or be stored in times of flood)

 **Proposed Site Allocations**

 **PPS25 Exception Tests**
(Felnex and Wandle Trading Estate)

Source 1: Strategic Flood Risk Assessment (SFRA) draft 'Level 1 Report' prepared on behalf of the London Boroughs of Sutton, Wandsworth, Merton and Croydon (June 2008)

Source 2: Site Development Policies: Proposed Submission December 2009



December 2009

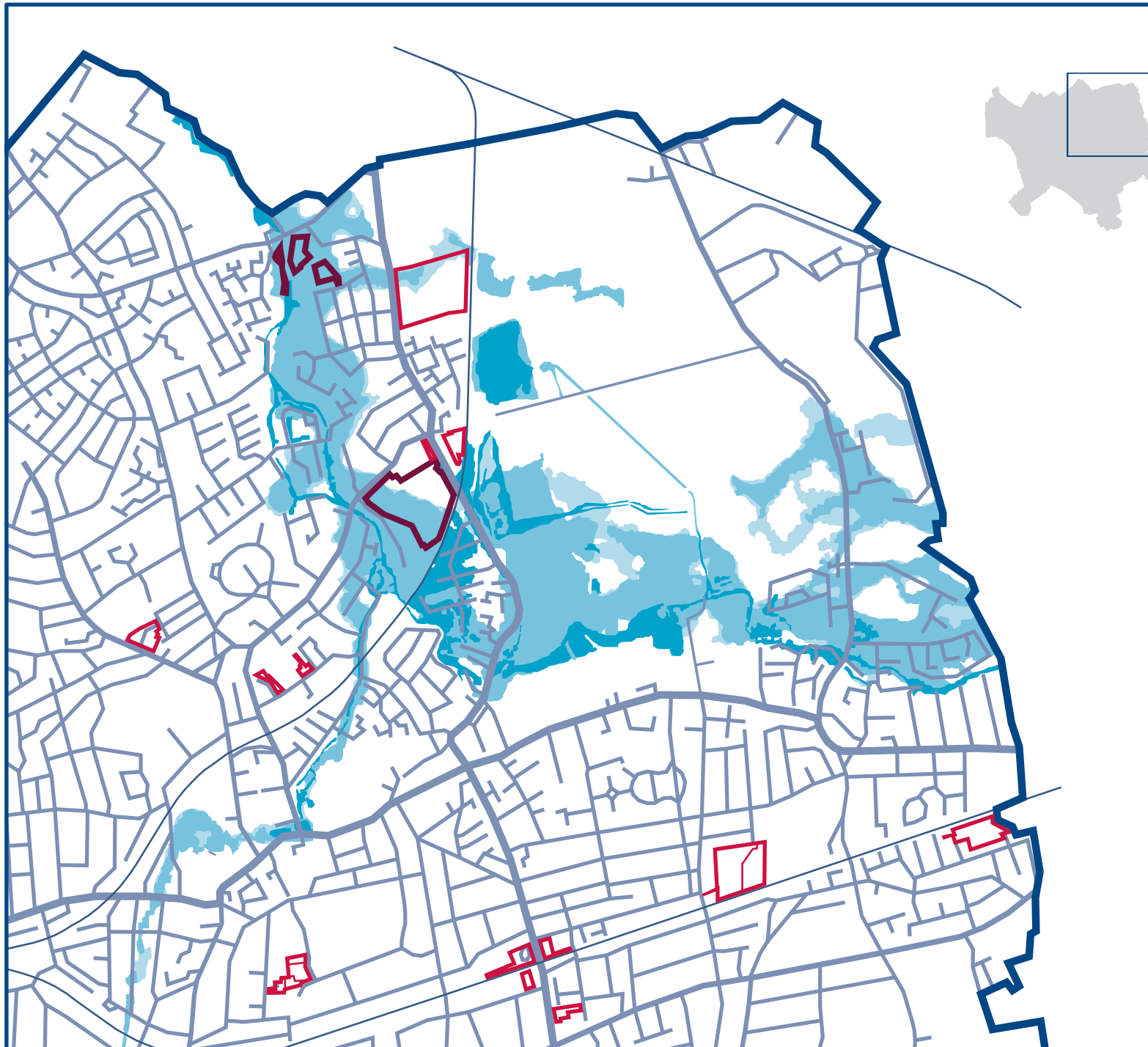
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Map 8.3

Flood Risk

Detail of NE of Borough




Zone 2
Medium Probability
(land with an annual probability of river flooding of between 1 in 100 and 1 in 1000)

Zone 3a
High Probability
(land with an annual probability of river flooding of greater than 1 in 100)

Zone 3b
Functional Floodplain
(land with an annual probability of river flooding of greater than 1 in 20 or greater and where water has to flow or be stored in times of flood)

 Proposed Site Allocations

 PPS25 Exception Tests
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Source 1: Strategic Flood Risk Assessment (SFRA) draft 'Level 1 Report' prepared on behalf of the London Boroughs of Sutton, Wandsworth, Merton and Croydon (June 2008)

Source 2: Site Development Policies:
Proposed Submission December 2009



December 2008

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Map 8.4

Flood Risk

Detail of West of Borough



Zone 2
Medium Probability
(land with an annual probability of river flooding of between 1 in 100 and 1 in 1000)

Zone 3a
High Probability
(land with an annual probability of river flooding of greater than 1 in 100)

Zone 3b
Functional Floodplain
(land with an annual probability of river flooding of greater than 1 in 20 or greater and where water has to flow or be stored in times of flood)

Proposed Site Allocations

Source 1: Strategic Flood Risk Assessment (SFRA) draft 'Level 1 Report' prepared on behalf of the London Boroughs of Sutton, Wandsworth, Merton and Croydon (June 2008)

Source 2: Site Development Policies: Proposed Submission December 2009



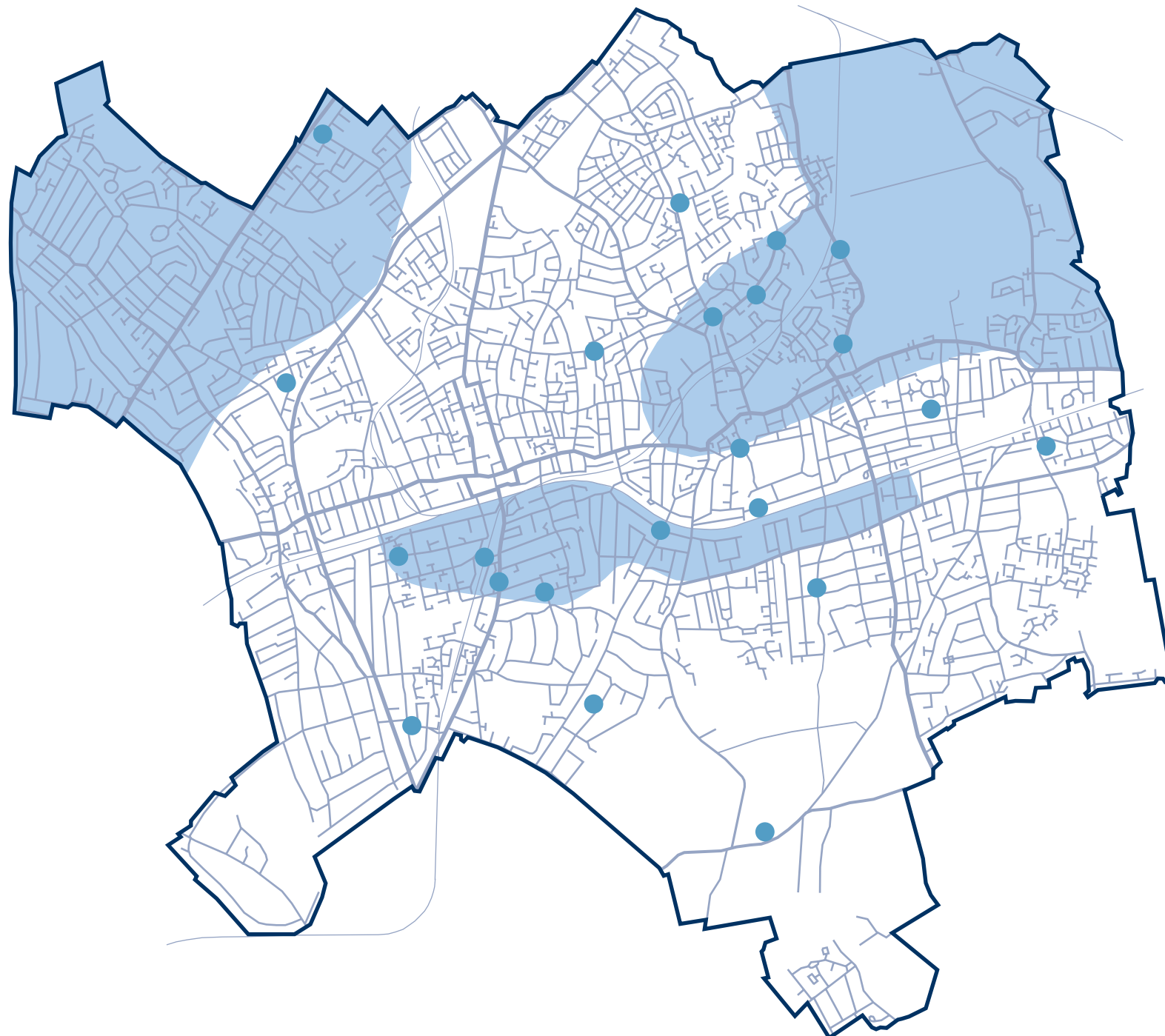
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Map 8.5

Surface Water Flooding



Areas with increased risk of surface water ponding based on topography, geology and historic flooding records

Priority areas



December 2009

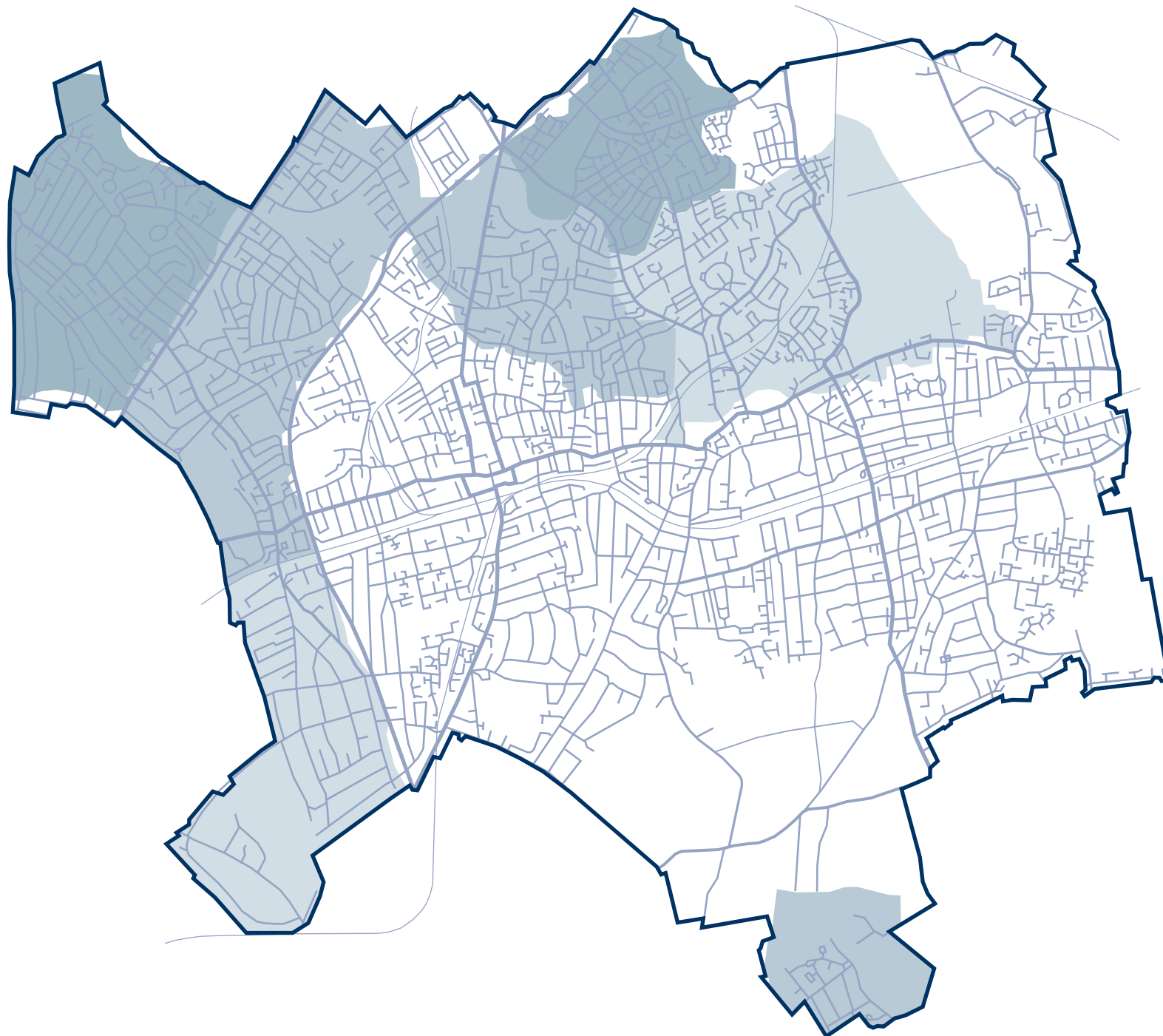
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Map 8.6

Sutton Thames Water Sewer Flooding Records

Number of sewer flooding
incidents recorded by
Thames Water in the last
10 years



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Transport

Background

- 9.1** The role of the planning system is to set a context for achieving more sustainable travel patterns and thus reduced greenhouse gas emissions - a context in which there is less need to travel, and which encourages access by walking, cycling and public transport as part of an integrated transport system.
- 9.2** The Council has a long-standing commitment to addressing the environmental impact of the growth of motor transport in the Borough, the increasing dependency on the private car and the problems resulting from traffic congestion and inadequate public transport. Of wider concern, road traffic emissions make a major contribution to greenhouse emissions and local air pollution across London. In seeking to address these concerns, the Council produced a Sustainable Transport Strategy in 1999. The Strategy established the following Vision for Transport, which was included in Sutton's Local Implementation Plan (LIP) 2006:
- "a less polluted and car dominated environment: a transport system which provides access rather than mobility, through safe routes for cyclists and pedestrians and co-ordinated, reliable and frequent public transport. A less polluted environment through fewer cars on the road due to shorter and fewer journeys to work, leisure and shopping and cleaner transport from electric cars and trams"*
- 9.3** Sutton's LIP provides a transport policy framework for achieving a more sustainable future, a better environment, economic prosperity, improved quality of life and greater equality, together with a range of transport measures and initiatives aimed at:
- promoting awareness of the effects of travel and encouraging the use of more sustainable forms of transport;
 - reducing the need to travel;
 - improving the accessibility and attractiveness of sustainable forms of transport;
 - reducing the dependence on, and attractiveness of, the car;
 - improving the safety and security of road users, particularly passengers on public transport, pedestrians and cyclists; and
 - reducing the harmful effects of transport on health and the environment.
- 9.4** The Council continues to promote a wide range of measures aimed at reducing traffic and congestion on the Borough's road network, including public transport improvements, support for a Tramlink extension to Sutton, better facilities for pedestrians and cyclists, improvements to the street environment, and travel awareness and education initiatives. School Travel Plans have also been successfully

implemented by an increasing number of schools across the Borough and the Council is implementing its own Employee Travel Plan.

National Context

- 9.5** The Government's Transport Strategy 'The Future of Transport' (2004) aims to reduce the adverse effects of transport on the environment, including its contribution to greenhouse gas emissions and climate change. The planning system can contribute to this aim by reducing the need to travel, especially by private car, encouraging and facilitating more sustainable transport choices, improving transport integration and accessibility, and improving transport infrastructure.

PPG13: Transport (2001)

- 9.6** PPG13 seeks to integrate planning and transport at national, regional, strategic and local level, with a view to:
- promoting more sustainable transport choices for both people and freight;
 - promoting accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
 - reducing the need to travel, especially by car.
- 9.7** In the preparation of LDFs local planning authorities are encouraged to:
- consider accessibility and transport well into the future. 'Visioning' workshops with local residents may suggest approaches to traffic reduction that are amenable to the local community;
 - look at the integration and robustness of strategies in the development plan, the local transport plan (i.e. LIP), Air Quality Action Plans and other relevant strategies with respect to possible climate change;
 - coordinate with other local and regional authorities when establishing transport targets and parking policies, to prevent inter-authority competition based on, for example, parking provision;
 - require developments that generate many traffic movements to prepare Travel Plans; and
 - promote the design of any planned transport interchanges to encourage the use of sustainable transport modes, and to be robust to future climate change such as possible heavier daily rainfall.

London Context

The Mayor's Transport Strategy 2001 (Revised 2004)

- 9.8** The Mayor's Transport Strategy aims to increase the efficiency, capacity, reliability and quality of London's transport system to provide the world-class transport system the capital needs. The key priorities include:
- reducing traffic congestion;
 - improving journey time reliability for car users, which will particularly benefit outer London where car use dominates, whilst reducing car dependence by increasing travel choice; and
 - supporting local transport initiatives.
- 9.9** The Strategy recognises that the car has a continuing role in London's transport system - particularly in outer London. However, worsening traffic congestion means

that it is not sensible to encourage increased car use and the Strategy outlines plans to improve public transport to provide real alternatives to car travel. The Mayor set out his intention to work with London Boroughs in support of local initiatives to reduce traffic and to assist London Boroughs in meeting their obligations under the Road Traffic Reduction Act 1997. In this context the strategy sets out targets for reducing traffic growth across different parts of London.

- 9.10** The Transport Strategy Revision 2004 reiterates the target set out in the Transport Strategy that in Outer London, by 2011, growth in weekday traffic should be reduced by one-third (compared with 2001 levels), with growth in weekday traffic in town centres to be zero. London Boroughs are expected to play a key role in achieving these targets.
- 9.11** The new Mayor of London published a draft revised Transport Strategy for consultation in October 2009 with the final version expected in April 2010. The core policy aims of the Strategy are more or less the same, albeit with some slight changes in emphasis to reflect a more balanced approach to favour all modes equally. There is likely to be continued investment in improving public transport, cycling and walking and reduce the environmental impact of transport.

London Plan (2004, revised 2008)

- 9.12** The London Plan aims to encourage patterns of development that reduce the need to travel, especially by car, and improve public transport capacity by up to 50%.
- 9.13** The London Plan aims to tackle traffic congestion and reduce growth in weekday traffic by adopting the traffic growth reduction targets set out in the Mayor's Transport Strategy. Car parking for new development should be the minimum necessary and development plans should include on and off-street parking policies aimed at encouraging sustainable modes, limiting car use and minimising traffic. Car clubs can assist in implementing the 'Sustainable Residential Quality' (SRQ) approach to housing density and parking and can, in more accessible locations, particularly town centres and public transport interchanges, allow car parking to be reduced, in some areas to nil parking. Car clubs ensure that low car parking provision can be made, without denying people access to the benefits of private cars.
- 9.14** The Revised London Plan (February 2008) further emphasises the need to encourage sustainable transport modes and appropriate demand management and introduced climate change as a new key priority of the Plan. The London Plan states that the Mayor will, and strategic partners should, support measures that encourage shifts to more sustainable modes, appropriate demand management and that promote greater use of low carbon technologies. The Mayor supports the use of car clubs and car free or virtually car free development where appropriate, taking into account disabled parking.
- 9.15** A draft revised London Plan for consultation was published in October 2009, which continues with the same broad policy approach as the previous Mayor, albeit with some slight changes in emphasis, including a greater focus on outer London.

Local Evidence Gathering

Road Network

- 9.16** The Borough's road network (380 km) includes three strategic 'Red' Routes (17.5 km) which link central London to the M25 (A24 and A217) and provide an east-west route across the Borough (A232). These roads are managed by Transport for London as part of the Transport for London Road Network (TLRN). The remainder of the road network is managed by the Council, and consists of 12.0 km of other 'A' roads, 24.9 km of 'B' roads, 17.5 km of 'C' roads and 308.2 km of unclassified local access roads (Map 9.1).

Traffic Growth and Congestion

- 9.17** According to the Department for Transport's (DfT) National Road Traffic Survey data², overall traffic levels within the Borough have decreased over the last decade, falling from 715 million vehicle-km in 1998 to 712 million vehicle-km in 2008. There has therefore been a 6.9% reduction in overall traffic levels within the Borough compared to 2007 (758 million vehicle-km) and an overall 3.5% reduction since 2001 (738 million vehicle-km). This means that LB Sutton is well on course for meeting the target set in the Mayor's Transport Strategy 2001 for outer London Boroughs to achieve a reduction in traffic growth in outer London of a third between 2001 and 2011 (i.e. less than a 5% increase). It should be noted that the most recent Sutton Local Implementation Plan (LIP) (2007) sets a slightly different target of limiting the growth in traffic to less than 4% between 2001 and 2011 (Sutton is also on track to meet this target).
- 9.17** Table 9.1 and Figure 9.1 compare actual traffic levels within the Borough (and the LB Sutton trajectory to 2011) with the linear trajectory between 2001 and 2011 set by the Mayor's growth target of 5%.

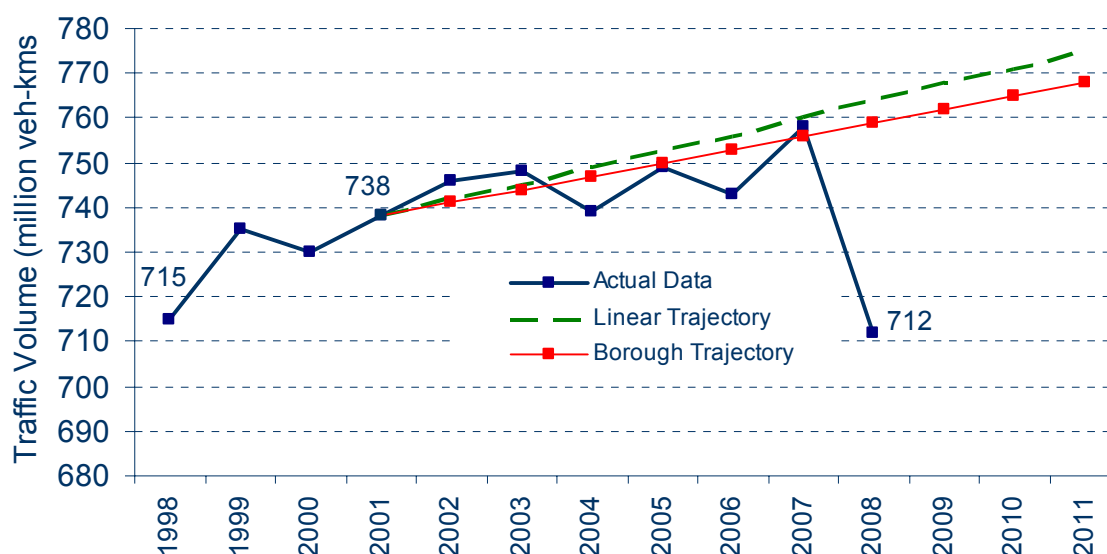
Table 9.1: Traffic Volumes within the Borough from 1998 to 2007 (million vehicle-kms)

Year	98	99	00	01	02	03	04	05	06	07	08	09	10	11
Traffic Levels (million vehicle-kms)	715	735	730	738	746	748	739	749	743	758	712			
Linear Trajectory (Mayor's Target)				738	742	745	749	753	756	760	764	768	771	775
LB Sutton Trajectory				738	741	744	747	750	753	756	759	762	765	768

Source: Department for Transport National Road Traffic Survey

² DfT National Road Traffic Survey data based on manual traffic counts is available at www.dft-matrix.net

Figure 9.1: Traffic Volumes (million vehicles-kms) in LB Sutton



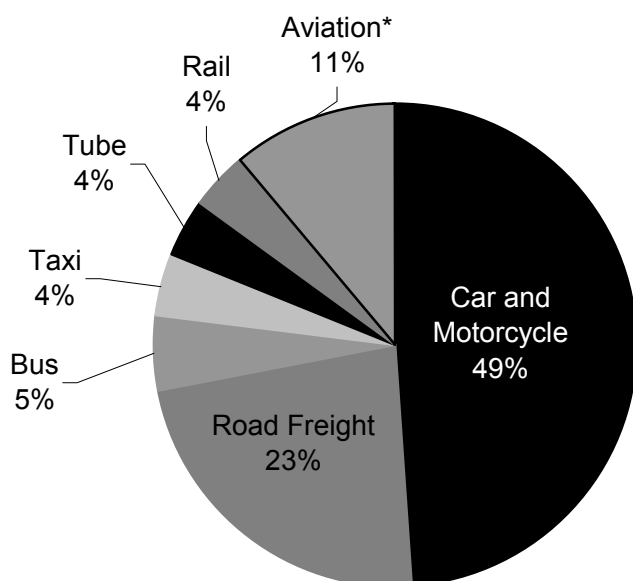
Source: Department for Transport National Road Traffic Survey

- 9.18** The Mayor has also set a target to achieve zero growth in 10 outer London town centres, including Sutton Town Centre, between 2001 and 2011. According to data reported by the Council in Transport for London's 'Proforma A' return, traffic volumes in Sutton Town Centre amounted to 53,024 in 2000, falling to 51,229 in 2004. However more recent data, in the form of DfT traffic count data collected for six routes into Sutton Town Centre in 2006-07, cannot be directly compared with this baseline. In order to monitor the effectiveness of Sutton's LIP and the 'Smarter Travel Sutton' project (see below), the Council has identified the need to undertake further surveys to monitor traffic flows and modal split throughout the Borough and specifically around Sutton Town Centre in order to develop a comprehensive 'transport model' for the centre and measure progress towards the Council's traffic reduction targets.

Carbon Dioxide Emissions from Transport

- 9.19** The transport sector currently accounts for roughly 20% of London's carbon dioxide (CO₂) emissions, which totals 42 m tonnes per annum. According to an analysis undertaken by Transport for London (TfL) as part of the Mayor's Energy Strategy, 80% of CO₂ emissions from transport within London result from road traffic, with 49% resulting from cars and motorcycles, 23% from road freight, 5% from buses and 4% from taxis (Figure 9.2).

Figure 9.2: CO₂ Emissions from Transport in London



Source: Transport for London

Air Quality

- 9.20** Vehicle emissions account for a large proportion of local air pollution within the Borough. The main pollutants of concern are nitrogen dioxide (NO₂) and fine particulates (PM10s). Along most of the main roads in the Borough there is a likelihood of levels of these two pollutants exceeding Government air quality objectives, mainly due to road traffic pollution.
- 9.21** Following the Council's initial air quality review and assessment in 2000, required by the 1995 Environment Act, the Council declared certain locations as Air Quality Management Areas (AQMAs) within the Borough. These 'linear' areas were mainly along the length of the busy and congested A232, A217, A24 and A237 routes where either or both PM10 and NO₂ annual objectives were predicted to be exceeded by 2005. A subsequent review of air quality in 2003 identified further routes for inclusion as AQMAs, including along the length of the B272 (Beddington Lane) in the north east of the Borough, where national air quality standards for PM10s are currently being exceeded. Map 9.2 shows the location of AQMAs within the Borough.
- 9.22** There are currently 3 air quality monitoring stations within the Borough which form part of the London Air Quality Network:
- Sutton 3: Ecology Centre: a suburban background site in Carshalton that became operational from May 1995 (not located within an AQMA);
 - Sutton 4: Woodcote Road, Wallington: a kerbside site that became operational from July 2002; and
 - Sutton 5: Beddington Lane, Beddington: an industrial site close to the roadside that became operational in December 2005.
- 9.23** It is intended that a further automatic air quality monitoring station will be installed and opened close to Worcester Park during 2008-09.

- 9.24** A summary of the results of air quality monitoring within the Borough during 2007-08 is shown below in Table 9.2

Table 9.2: Air Quality Monitoring Results for LB Sutton 2007-08

Pollutant	Air Quality Objective	Result 2007-08	Objective Achieved
SUTTON 3: ECOLOGY CENTRE, FESTIVAL WALK, CARSHALTON			
Nitrogen Dioxide	Annual mean not to exceed 40µ/m ³	32 µ/m ³	YES
Nitrogen Dioxide	No more than 18 occurrences when hourly mean value >200 µ/m ³	2 occurrences	YES
Ozone	No more than 10 days when max. rolling 8 hr mean >100 µ/m ³	11 days	NO
SUTTON 4: WOODCOTE ROAD, WALLINGTON			
Nitrogen Dioxide	Annual mean not to exceed 40µ/m ³	82 µ/m ³	NO
Nitrogen Dioxide	No more than 18 occurrences when hourly mean value >200 µ/m ³	248 occurrences	NO
Particulates PM10	Annual mean not to exceed 40µ/m ³	33 µ/m ³	YES
Particulates PM10	No more than 35 days when daily mean >50 µ/m ³	32 days	YES
SUTTON 5: BROOKMEAD ROAD, BEDDINGTON			
Nitrogen Dioxide	Annual mean not to exceed 40µ/m ³	38 µ/m ³	YES
Nitrogen Dioxide	No more than 18 occurrences when hourly mean value >200 µ/m ³	11 occurrences	YES
Particulates PM10	Annual mean not to exceed 40µ/m ³	34 µ/m ³	YES
Particulates PM10	No more than 35 days when daily mean >50 µ/m ³	45 days	NO

Source: LB Sutton Air Quality Monitoring Data 2008-09

- 9.25** In 2007-08, ozone levels at the Carshalton site exceeded the maximum rolling 8 hr mean of more than 100µ/m³ on 11 days, slightly above the Council's target of 10 days.
- 9.26** NO₂ levels, as measured at the Wallington site, exceeded the 200 µg/m³ on 248 occurrences, well above the Council's target of not more than 18 times a year. The annual mean NO₂ levels at Wallington measured 82µ/m³, more than twice the Council's target level.
- 9.27** PM10 levels exceeded the national standard of 50µ/m³ on 32 days at Wallington, thus meeting the Council's target of not more than 35 days per annum. However, the

Beddington site exceeded the national standard of 50 µg/m³ on 45 days, thus failing to meet the Council's target.

On and Off-Street Parking Provision

- 9.28** Sutton town centre is served by three multi-storey car parks owned by the Council - at Gibson Road, Times Square and Brighton Road - providing a total of 2,367 spaces, with 24 reserved for disabled users. Further parking is available at the St Nicholas Centre (750 spaces) and ASDA multi-storey car parks (587 spaces) that are both in private ownership. Usage surveys were carried out in the major Sutton town centre car parks in September 2008 to ascertain occupancy rates and length of stay. The results of these surveys are shown in Table 9.3.

Table 9.3: Summary of Sutton Car Parking Surveys

Car Park (max capacity)	Date of Survey	Max. Occupancy Rate and No of Vehicles	Time of Max Occupancy	Average Occupancy Rate and No of Vehicles	Average Duration of Stay (mins)
Gibson Road (927)	16.09.08	69% (644)	11.30-12.00	46% (427)	202
Times Square (819)	16.09.08	49% (398)	11.30-12.00	24% (200)	155
Asda (531)	17.09.08	51% (269)	13.00-13.30	31% (165)	125
B & Q (477)	17.09.08	78% (373)	11.30-12.00	32% (151)	65
Brighton Rd (630)	17.09.08	62% (391)	13.00-13.30	44% (282)	279
Morrisons (438)	17.09.08	113% (496)	12.00-12.30	73% (321)	89
St Nicholas Centre (719)	17.09.08	37% (267)	11.30-12.00 & 12.30-13.00	21% (157)	141
Surveys were carried out between 07.00 and 19.00hrs on 16 and 17 September 2008					

Source: MHTC

- 9.29** In addition Carshalton, Wallington, Cheam, and Worcester Park district centres are served by nine surface car parks owned by the Council providing a total of 752 spaces.
- 9.30** The Sutton UDP (2003) introduced restraint-based maximum parking standards for new development related to the proposed use class and prevailing levels of public transport accessibility (PTAL). For certain uses, different levels of parking restraint are applied to Sutton Town Centre, the district centres and the remainder of the Borough. The council's parking standards have been revised as part of the Site Development Policies DPD, to bring them into line with the London Plan.
- 9.31** In relation to on-street car parking, Sutton Town Centre is designated as a Controlled Parking Zone (CPZ). The scheme is designed to give priority to local residents' needs over those of shoppers and commuters. Certain other areas of the borough are now covered by, or are being considered for, CPZs. There are over 900 on-street Pay and Display Bays and 50 Blue Badge Disabled Bays. Current Permit numbers are Blue

Zone (1178), Green Zone (1268), Red Zone (326) and Belmont Zone (188) (2,960 in total).

Car Clubs

- 9.32** 'Car Clubs' is the generic term used to describe the arrangements which give members of the clubs access to a pool of cars or other light vehicles for flexible periods of time, as and when required, at rates lower than conventional car hire firms. Members may pay a fixed annual membership cost, and pay a charge each time they use a vehicle assessed in terms of the mileage travelled and the length of the time the vehicle is used for. Car Clubs are usually located at one or more sites within a residential area or within or on the edge of a town centre. Such sites are most likely to be located on-street because of the difficulty of finding suitable off-street locations. However, in those areas where there are existing on-street parking restrictions, local authority assistance has been required to allocate specific spaces for car club vehicles.
- 9.33** The Council has been involved in developing car clubs in the Borough since 2002. Currently there are around 17 car club stations in the borough, including a number of privately owned off-street sites. These include car clubs secured as part of new developments.
- 9.34** Sutton has an operational Borough-wide car club, run by Streetcar, with 15 vehicles (including 1 van) currently available. A further 10 on-street are to be introduced in 2010. Furthermore there are several operational car clubs run by other operators as part of new developments with more planned.
- 9.35** The Council has adopted a Car Clubs SPD³ as part of Sutton's LDF in order to provide guidance on appropriate levels of planning obligations to mitigate the impact of additional demand for on-street parking arising from development. The guidance was approved in November 2007 following public consultation between January and March 2007.
- 9.36** Car Clubs are identified in Sutton's LIP as a key tool in reducing growth in traffic in line with the Mayor's Transport Strategy targets. The Council's support for the expansion of Car Club schemes complements existing travel awareness and sustainable transport initiatives within the Borough in reducing the need for car ownership.
- 9.37** The Council has also recently published an SPD on Transport Assessments and Travel Plans⁴ which seeks to reduce the transport impact of new developments.

Public Transport

- 9.38** There are nine railway stations in the Borough, one on the boundary (Worcester Park) and two just outside the borough boundary (St. Helier and Mitcham Junction) serving the London termini of Victoria, London Bridge and Waterloo, with the First Capital Connect (Thameslink) service providing a cross-London rail link to Blackfriars, St Pancras International and Luton. Tramlink (Route 3), which runs between New Addington, Croydon and Wimbledon, has stops at Beddington Lane and Therapia Lane in the northeast corner of the Borough.

³ see www.sutton.gov.uk/environment/suttondevelplan/Car+Clubs+SPD.htm

⁴ see www.sutton.gov.uk/environment/suttondevelplan/SPandPlanning/Travel+Plans+SPD.htm

- 9.39** There is an extensive network of bus services within the Borough, mainly using the roads in the upper tiers of the road hierarchy and serving key destinations. Ultimate responsibility for coordinating and planning the bus network lies with TfL (London Buses), who franchise out routes to the private bus operators. In the 1990s, the Council initiated a number of 'Hoppa' bus routes to penetrate residential areas which were poorly served by conventional buses. These proved very successful and have subsequently been incorporated into the TfL bus network and extended with increased frequencies and hours of operation. Map 9.3 shows the public transport network serving the Borough.

Public Transport Accessibility

- 9.40** The Council monitors improvements to public transport accessibility arising from new bus routes or better levels of service by measuring the proportion of the urban area of the Borough within easy walking distance (400 m) of frequent bus services, Table 9.4 shows the results of the latest analysis undertaken in October 2007.

Table 9.4: Public Transport Accessibility

Frequency of Bus service (as of 1/11/2006)	Urban Area (%) within 400m of bus route
At least 2 Buses per hour	85%
At least 3 Buses per hour	80%
At least 4 Buses per hour	74%
At least 6 Buses per hour	66%
At least 12 Buses per hour	32%

Source: LB Sutton October 2007

- 9.41** Since 2004, when this indicator was last measured, there has been a 33% frequency increase on the S1 route at peak, a 50% increase on the S3 route Peak and Daytime, 33% decrease on the S4 route Peak, 50% increase on the 293 route Peak and Daytime with a substantial increase of 200% on Weekday Evenings and Sundays, the 410 route has increased by a minimum of 33% at all times, despite the high levels of car ownership in the Borough, over 20% of residents do not have access to a car and are dependent on other modes of transport.
- 9.42** The GLA's Public Transport Accessibility Levels (PTAL) map⁵ for LB Sutton (2006), reproduced here as Map 9.4, shows that Sutton Town Centre enjoys the highest levels of accessibility within the Borough. Wallington and Rosehill district centres are the next most accessible locations followed by Carshalton district centre. All the remaining district and local centres have relatively low accessibility.

Modal Split

- 9.43** Sutton's LIP sets a target to maintain or increase the proportion of personal travel within the Borough made by means other than car. Data provided for monitoring this target is based on three-year average data from the London Travel Demand Survey (Combined Household Survey Database) data. The initial results for 2008, set out below in Table 9.5, are based on responses from 515 households across the Borough over the three-year period from 2005-08 and refer to the main mode used per trip.

⁵ the GLA's PTAL map shows relative levels of accessibility to public transport based on the PTAL methodology development by the London Borough of Hammersmith and Fulham

- 9.44** Between 2006 and 2008, 42% of trips within the Borough were made by means other than the car

Table 9.5: Proportion of personal travel made by each mode between 2006 and 2008

Mode of Travel	2006-2008
Pedal Cycle	1%
Powered two-wheeler	1%
Taxi	1%
Other	8%
Bus/Coach	9%
Foot	23%
Means other than car	42%
Car	58%

Source: London Travel Demand Survey 2008

Cycling

- 9.45** The London Area Transport Survey 2001 (LATS) indicates that in 2001 cycle journeys in the Borough made up 2% of total trips. 16% of residents cycled on most days, 29% more or less every week and 28% once or twice a month. The remainder (27%) hardly ever or never cycled. The Council's own screenline surveys, undertaken on one day every two years from 1998-2006, indicate that both the absolute number and the proportion of cyclists in relation to total traffic may have declined since 1998. However, these surveys need to be interpreted with some caution as the survey only covers 29 locations on one day every two years and could be influenced by factors such as the weather. The Mayor has set a target for Boroughs to achieve an increase of at least 80% in cycle trips between 2001-2015.
- 9.46** According to three-year data from the London Travel Demand Survey (Combined Household Survey Database), residents in LB Sutton undertook an average of 5.6 cycling trips per annum between 2006 and 2008. This equates to an overall total of approximately 1 million cycling trips per annum across the Borough. This data is based on responses from 515 households across the Borough over the three-year period from 2005-08 and refer to the main mode used per trip.
- 9.47** Of the 79 km of planned cycle routes within the Borough, over 50 km had been completed by 2007. The Borough's cycle network consists of three established LCN+ routes, which make up part of the 900 km London network of strategic routes with the highest priority. The remaining routes are referred to as non-LCN+ routes.

Walking

- 9.48** The London Travel Report 2004 indicates that 21% of all trips in Sutton were made solely on foot. Across London, 36% of walk trips are for shopping and personal business, 22% for leisure and 16% for education purposes. Work related trips account for 14% of walking trips. The Mayor's Transport Strategy sets a target for Boroughs to achieve an increase of at least 10% in journeys made on foot per person in London between 2001 and 2015.
- 9.49** According to three-year data from the London Travel Demand Survey (Combined Household Survey Database), residents in LB Sutton undertook an average of 226

walking trips per annum between 2006 and 2008. This equates to an overall total of approximately 40.8 million walking trips per annum across the Borough. This data is based on responses from 515 households across the Borough over the three-year period from 2005-08 and refer to the main mode used per trip.

- 9.50** In recent years, the Council has implemented a wide range of improvements to pedestrian facilities and walking routes throughout the Borough, including new routes and footway improvements within the Beddington Strategic Industrial Area, along Hilliers Lane, at Carshalton Ponds, Carshalton Road and along the Pyl Brook Strategic Pedestrian Link, part of the London Outer Orbital Path (LOOP), the Sutton Countryside Walk, and the Wandle Trail within Sutton. The Sutton Town Centre pedestrianised area is well established and may be extended in future. Its hours of operation have recently been extended to 8pm for a trial period, as part of the regeneration of the town centre.

Walking and Cycling Trips to School and Work

- 9.51** According to three-year data from the London Travel Demand Survey (Combined Household Survey Database), between 2006 and 2008 some 36.6% of school trips and 10.9% of work trips were undertaken by foot or by cycle. This data is based on responses from 515 households across the Borough over the three-year period from 2006-08 and refer to the main mode used per trip.

Smarter Travel Sutton

Background

- 9.52** The DfT's 2004 document 'Smarter Choices: Changing the Way we Travel' shows that 'soft' measures, such as school travel plans, workplace travel plans, teleworking, public transport marketing, cycle facilities and car clubs can reduce peak hour urban traffic by as much as 21%.
- 9.53** Smarter Travel Sutton (STS) was a joint transport initiative between the LB Sutton and Transport for London (TfL), which was established in 2006 when the London Borough of Sutton was chosen to be the first Sustainable Travel Town in Greater London. STS aimed to reduce residents' car trips by 5-10% reduction, over 3 years, in order to cut congestion in the borough. STS sought to reduce congestion and achieve a modal shift in transport use in the Borough and hence a reduction in greenhouse gas emissions from road traffic by:
- encouraging non-car modes, including walking, cycling and public transport;
 - encouraging the use of closer destinations and facilities, where suitable;
 - changing the time of travel, moving from peak to off-peak where possible;
 - reducing the need to travel for some journeys (e.g. internet shopping/ teleworking);
 - encouraging better use of transport resources (e.g. vehicles, fuel etc.) where sustainable modes may not be viable for certain journeys.
- 9.54** STS is concentrated on promoting personalised travel planning, school travel planning and workplace travel planning throughout the Borough. The Council worked closely with TfL, local businesses, schools and individuals to offer encouragement, help and advice on travel planning and reducing car use. A target was set for all schools in the Borough to have a travel plan established by 2008, and this has been met. As part of the project, travel advisors contacted all Borough households to offer travel advice.

The three main targets for the STS project were:

- reduce traffic growth across the Borough by one-third by 2011 (based on 2001 traffic levels) and to reduce overall traffic levels in Sutton Town Centre by 1% over the same period;
- reduce the percentage of resident trips made by car or van between 5% - 10% by March 2009 based on 2006 baseline of 49%;
- all schools to have a School Travel Plan by March 2008(target met); and
- over 15,000 employees to be covered by Workplace Travel Plans by March 2009.

Area-Wide Travel Plans

9.55 The STS Team worked in partnership with TfL, the transport consultancy firm Colin Buchanan and local businesses to launch two Area-Wide Travel Plans in July 2008⁶ for Sutton Town Centre and Cheam Village. Each of these Travel Plans details:

- the number of business registrations for the Sutton Town Centre and Cheam Village Business Travel Networks⁷ (BTN) to date;
- the results of the recent employee surveys undertaken in Feb-March 2008; and
- an Action Plan for improving sustainable travel patterns and access to and within the town centre.

9.56 The overall aim of each BTN is to improve sustainable travel options for employees and customers in Sutton town centre, reducing private car traffic in the area, and thereby making the local environment a more attractive place to live and work. The benefits of establishing a BTN will be felt by individual businesses, the business community as a whole, and the wider community who live in the area or travel to Sutton. By reducing work-related car travel, the number of cars on the road should decrease, reducing congestion and improving air quality. Car parking pressure will also be reduced, and spaces will be made free for those who can only access the town centre by private car.

9.57 As of July 2007, 77 businesses within Sutton Town Centre and 36 within Cheam Village had registered for their respective BTNs.

Sutton Town Centre: Travel Survey Results and Area Travel Plan Targets

9.58 The Sutton Town Centre travel survey conducted in February and March 2008 sent out to the registered businesses within Sutton Town Centre showed that overall public transport comprises 36% of the modal share (i.e. bus, train, tube or tram):

- | | |
|-----------------------------------|---------------------------------|
| • 32% travel to work by car alone | • 15% travel to work by bus |
| • 18% on foot | • 18% travel to work by train |
| • 9% of car share as a driver | • 4% of journeys are by bicycle |
| • 2% by tube or tram | • 1% by motorcycle |

9.59 Area Travel Plan targets for Sutton Town Centre to 2010 are set out in Table 9.6.

⁶ both Area-Wide Travel Plans available on the STS website at <http://www.smartertravelsutton.org/business-travel-networks/area-wide-travel-plans>

⁷ Business Travel Networks can be defined as a group of organisations that have come together to share resources and ideas for developing and implementing a travel plan in their local area.

Table 9.6: Area Travel Plan targets for Sutton Town Centre

Primary Target	Target Date	Baseline Value (2008)	Interim Value (2009)	Target Value (2010)	Overall Modal Shift % change
Reduce modal share of 'Car'	2010	33%	28%	23%	- 10%

Proposed Secondary Targets	Target Date	Baseline Value (2008)	Interim Value (2009)	Target Value (2010)	Overall Modal Shift % change
Increase modal share of 'cycle'	2010	4%	5.5%	7%	+ 3%
Increase modal share of 'walk'	2010	17%	18%	19%	+ 2%
Increase modal share of 'public transport'	2010	36%	37.5%	39%	+ 3%
Increase modal share of 'car sharing'	2010	9%	10%	11%	+ 2%

Sutton Town Centre: Travel Survey Results and Area Travel Plan Targets

9.60 The Cheam Village employee travel survey conducted in February and March 2008 sent out to the registered businesses within Cheam showed that

- 50% travel to work by car alone;
- 13% travel to work by bus
- 13% on foot.
- 7% travel to work by train.
- 5% of respondents car share as a driver and another
- 6% car share as a passenger.
- 4% of journeys are by bicycle

9.61 Area Travel Plan targets for Cheam Village to 2010 are set out below in Table 9.7.

Table 9.7: Area Travel Plan targets for Cheam Village

Primary Target	Target Date	Baseline Value (2008)	Interim Value (2009)	Target Value (2010)	Overall Modal Shift % change
Reduce modal share of 'Car'	2010	50%	45%	40%	- 10%

Proposed Secondary Targets	Target Date	Baseline Value (2008)	Interim Value (2009)	Target Value (2010)	Overall Modal Shift % change
Increase modal share of 'cycle'	2010	4%	5.5%	7%	+ 3%
Increase modal share of 'walk'	2010	13%	14%	15%	+ 2%

Increase modal share of 'public transport'	2010	22%	23.5%	25%	+ 3%
Increase modal share of 'car sharing'	2010	11%	12%	13%	+ 2%

Cheam Village: Travel Survey Results and Area Travel Plan Targets

School Travel Plans

- 9.62** By the end of 2007-08, all 70 schools within the Borough (i.e. 100%) had a school travel plan in place. This means that LB Sutton met the Mayor's target of 100% of schools having implemented a review of travel by 2007-08. As shown below in Table 9.8, this figure increased from 41 out of 70 schools in Sutton in 2006/07 (59%).

Table 9.8: Number of School Travel Plans in place⁸ in LB Sutton

LB Sutton	03-04	04-05	05-06	06-07	07-08
Number of Schools with Travel Plans in Place	0	12	25	41	70
% of Schools of Schools with Travel Plans in Place	0%	17%	36%	59%	100%

- 9.63** A comparison of 2006 and 2007 survey results show that walking to school in Sutton has increased by 2.6 per cent, while a reduction of car trips of 0.6 per cent has been achieved. This means less congestion around schools, making it safer for kids at peak times. Walking also helps increase children's fitness levels and reduces the risk of diabetes and obesity if done regularly.

Sutton Town Centre Transport Options Study (Atkins, November 2008)

Summary

- 9.64** Atkins Transport Planning was commissioned by the council to develop and evaluate different transport options to serve Sutton Town Centre as part of the work on developing an Area Action Plan for the town centre. The key objective of the Study was to develop a transport system that will support the regeneration and growth of Sutton Town Centre over the next 10 to 15 years and beyond, making provision for a possible extension of Croydon Tramlink. However, as Tramlink is unlikely to come forward in the short to medium term, a key requirement of the Study was to develop proposals, both with and without the extension of Tramlink, provided that any transport schemes identify and protect land that might be necessary for Tramlink in the longer term.
- 9.65** An Interim report was produced in November 2007 and the Final Report was issued in November 2008. The scope of the work undertaken is set out below. At the outset Atkins looked at nine conceptual tram options linking Angel Hill to the north of the town centre with Sutton Court Road to the South with two further sub-options linking Sutton Town Centre with Sutton Hospital. They have also developed an interim bus based solution.

⁸ data for years prior to 2007-08 refer to the number of Borough schools where a review of travel plans had been completed

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- 9.66** In order to avoid developing designs for similar options, the different conceptual options were placed into four groups with common characteristics as follows and an initial appraisal carried out with the highest scoring option in each group being taken through to the design process and considered in more detail:
- Options based on running trams with traffic on the one way gyratory system;
 - Options based on creating a separate public transport corridor/contra flows;
 - Options based on trams running along the High Street; and
 - Sub-Options for trams running between Sutton Town Centre and Sutton hospital.
- 9.67** Following the initial option appraisal, four schemes were evaluated in further detail. These were:
- Option 1 which involves integrating trams into the existing one-way system;
 - Option 2A which involves concentrating all public transport movement on Throwley Way with the majority of private vehicles using St Nicholas Way in both directions. However, preliminary design has determined that only part of Throwley Way can be restricted as a public transport corridor;
 - Option 5 which retains the existing pattern of bus and private traffic movement in the town centre with southbound trams using Throwley Way and northbound trams running along the pedestrianised High Street.
 - Option 10B is a sub-option which allows for any of the preceding town centre tram options to be connected to Sutton Hospital, mainly using the existing Sutton/Belmont railway line.
- 9.68** The modeling results demonstrate that it would be possible to introduce a tram scheme in Sutton Town Centre. Although the results indicate that both Options 1 and 5 would reduce overall road network performance, this is to be expected as the schemes would reduce highway capacity and give priority to public transport, thereby increasing delay for general traffic. However, the modeling does not take into account any potential modal shift away from private motor vehicles to Tramlink which would reduce the congestion and delay that the model predicted. Such a modal shift would be expected and a key objective of the Tramlink scheme.
- 9.69** In conclusion, the Study has demonstrated the feasibility of introducing a tram system to Sutton Town Centre. There are a range of advantages and disadvantages with each option, which have been discussed in the consultants' report. On balance, it is considered that Option 1 is the most preferable tram option as it scores highest in the option appraisal framework; shows broadly similar results in terms of traffic impact from the modeling; and would have less impact on the High Street environment, particularly during busy weekend shopping periods, compared to Option 5.

Proposed Parking Standards for the London Borough of Sutton (JMP, November 2008)

- 9.70** In February 2008, JMP Consulting were commissioned to carry out a review of the council's parking standards and produce a report setting out their recommendations for revised standards, and providing the evidence base to justify these changes, including comparisons with neighbouring boroughs. Their final report was presented to the council in November 2008.

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- 9.71** The commission formed part of a wider study by JMP for Smarter Travel Sutton (STS) on 'locking in' the benefits of the STS project through improvements to the physical environment for sustainable transport (Enabling Smarter Travel Choices). Therefore the review of parking standards was considered in the context of the council's wider policy objectives to reduce car use and encourage the use of more sustainable modes of transport.

Issues

- 9.72** The consultants were asked to carry out an overall review of the council's parking standards but to focus particularly on four key areas where there are discrepancies with the London Plan standards or approach. Their recommendations in relation to these key areas were as set out below:

(i) The overall approach in relation to Public Transport Accessibility Levels (PTALs) i.e. whether we should relate our parking standards directly to PTALs or keep the existing proxy categories based on town centres and the rest of the borough.

In response to this question the consultants recommended retaining the current approach of using the three categories of 'Sutton town centre', 'other town centres', and 'rest of the borough' as proxies for the PTALs bands of 5/6, 3/4 and 1/2. They felt that these categories act as a reasonable reflection of PTALs but are more reliable and easy to interpret in the case of Sutton.

(ii) The overall approach and actual standards for residential development.

- 9.73** Residential standards have been the main focus of the consultants' review as this is the area where Sutton's approach and UDP standards currently differ most from the London Plan. The main difference in approach is the Council's use of minimum residential standards that must be met in the 'rest of borough' whereas the London Plan requires all standards to be maxima. Therefore the consultants recommended making all residential standards maxima (i.e. developers may provide up to the standards but cannot exceed them). The other main difference is the Council's use of 'habitable rooms' instead of 'bedrooms' as a proxy for the size of the dwelling and therefore the parking requirements. In order to bring the Council's approach into line with the London Plan and neighbouring boroughs, the consultants recommended adopting the use of 'bedrooms' instead of 'habitable rooms'.
- 9.74** In terms of the actual standards, the consultants have adopted the methodology set out in a recent report on residential parking standards published by the Department for Communities and Local Government (DCLG) in May 2007. This is based on research into how the demand for residential parking varies according to size of dwelling, tenure, location and whether the parking is allocated or unallocated. The research developed a methodology that can be used to calculate demand for residential parking for three different types of location: city centres, urban, and suburban. These areas can be taken as synonymous with the council's three area categories for parking standards. The methodology also distinguishes between flats and houses with differing numbers of bedrooms, and between whether the parking is allocated to individual dwellings or unallocated.
- 9.75** The methodology revealed that there is a considerable difference in parking provision required in residential developments depending on whether it is allocated or unallocated to individual dwellings. For example, based on current UDP standards, a

development of ten 1-bedroom flats in Sutton town centre would require 4 spaces if parking was unallocated, but 13 spaces if parking was allocated (to allow for visitor parking). This is because unallocated parking can be used by anyone whereas allocated parking can only be used by the owner of that space. The methodology also looked at projected demand for parking in 2026, based on current trends in car ownership.

- 9.76** The consultants recommended a range of provision allowing a maximum standard of 1 allocated space for flats and houses up to 2 bedrooms to 2 spaces for 4+ bedroom units. In Sutton town centre, they recommended that no spaces were allocated to individual dwellings and all parking is unallocated.

(iii) The overall approach and actual standards for retail uses

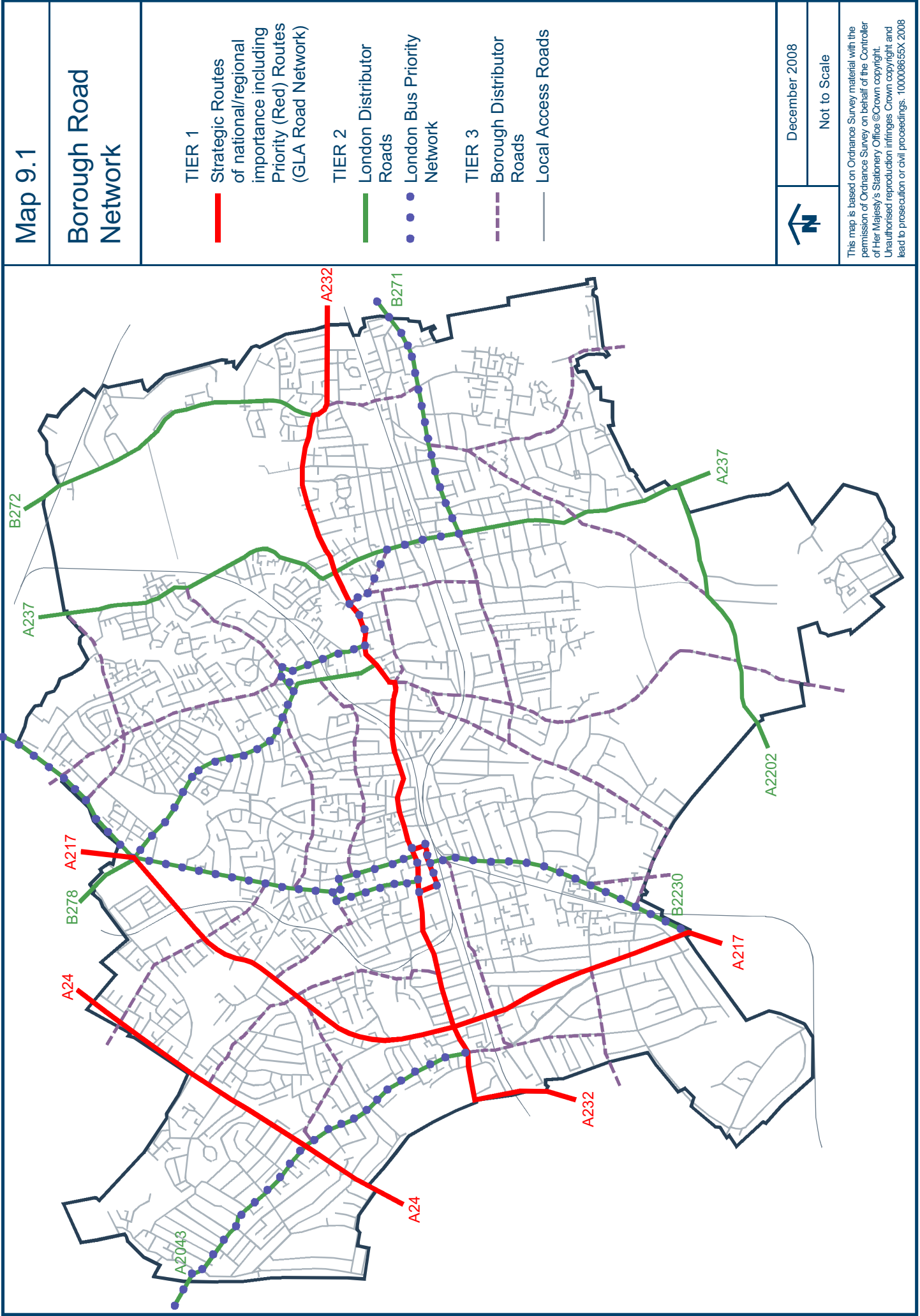
- 9.77** The Council's current retail car parking standards, as set out in the UDP, differ slightly to the London Plan, both in terms of the approach and some of the actual standards. Current UDP standards for retail use the same standard across the borough, and the consultant's review addressed whether to adopt the three categories of 'Sutton town centre', 'other town centres' and 'the rest of the borough' as used in other use classes, and whether to adopt the same retail categories as the London Plan. Their recommendations were that the Council should introduce differential standards for A1 retail for the three area categories, and adopt the same retail categories as the London Plan for consistency and ease of comparison. These were based on retail floor area (RFA) and the type of shop (food, non-food etc.), and included a new category not currently used by Sutton of 'intermediate shops and stores' between 500 and 2500m². Based on using the three area categories, the standards for 'Sutton town centre' and 'other town centres' generally became more restrictive, while those for the 'rest of borough' became more generous or stayed the same, except in the case of non-food retail over 2,500m², where the recommended standard would be more restrictive to bring it into line with the London Plan. The revised standards for non-food retail over 2500m² for Sutton town centre and other town centres were considerably more restrictive than the current borough-wide standard. All the recommended standards were in line with the London Plan.

(iv) The need to review other parking standards

- 9.78** The consultants did not recommend any changes to employment and industrial (B1-B8) standards, as they are within, or (in the case of B8 in Sutton town centre) more stringent than, the ranges set out in the London Plan. However, they did highlight the lack of differentiation between 'other town centres' and 'rest of the borough' for B1 and B2.
- 9.79** No significant changes were recommended to the other minor A (financial and professional services, food and drink etc.), C (hotels and residential institutions) and D (non-residential institutions, assembly and leisure) use class standards as the Council's UDP standards are generally in line with the London Plan, although they would all become maxima.
- 9.80** In town centres it is not always possible or appropriate to provide parking for individual commercial or leisure uses, and indeed the London Plan says that no additional parking should be required in town centres for A3 (food and drink) uses. Therefore, the consultants proposed that surveys should be carried out into the availability and usage of public car parking (publicly and privately owned) to ascertain the capacity of

existing public parking and its ability to accommodate further demand. Surveys of Sutton Town Centre car parks took place in September 2008 and surveys of the other town centres will be carried out as resources allow.

- 9.81** The Site Development Policies: Submission Version introduces revised car park standards based on the above consultant's recommendations.



Map 9.2

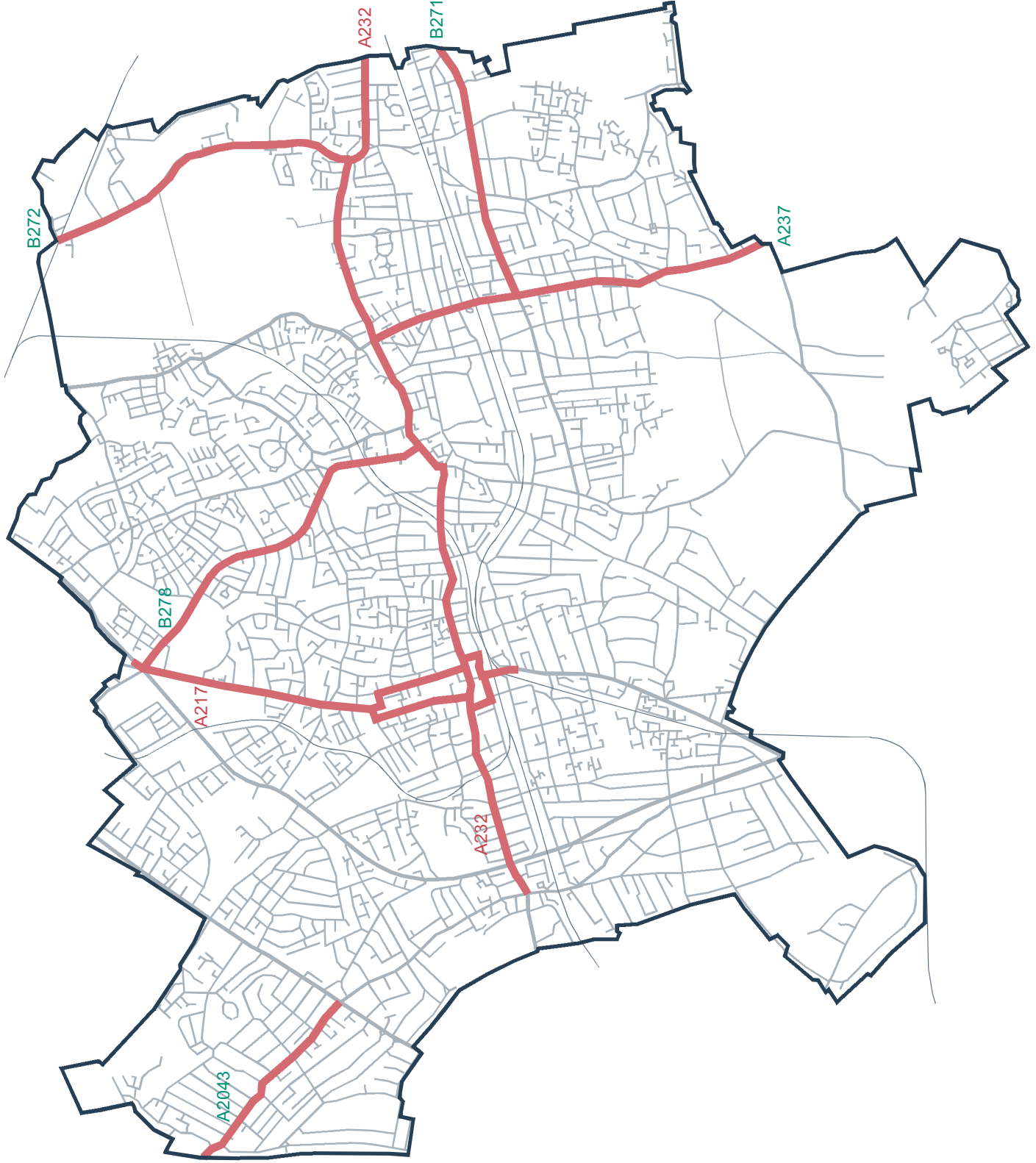
Air Quality Management Areas

December 2008

Not to Scale



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Map 9.3

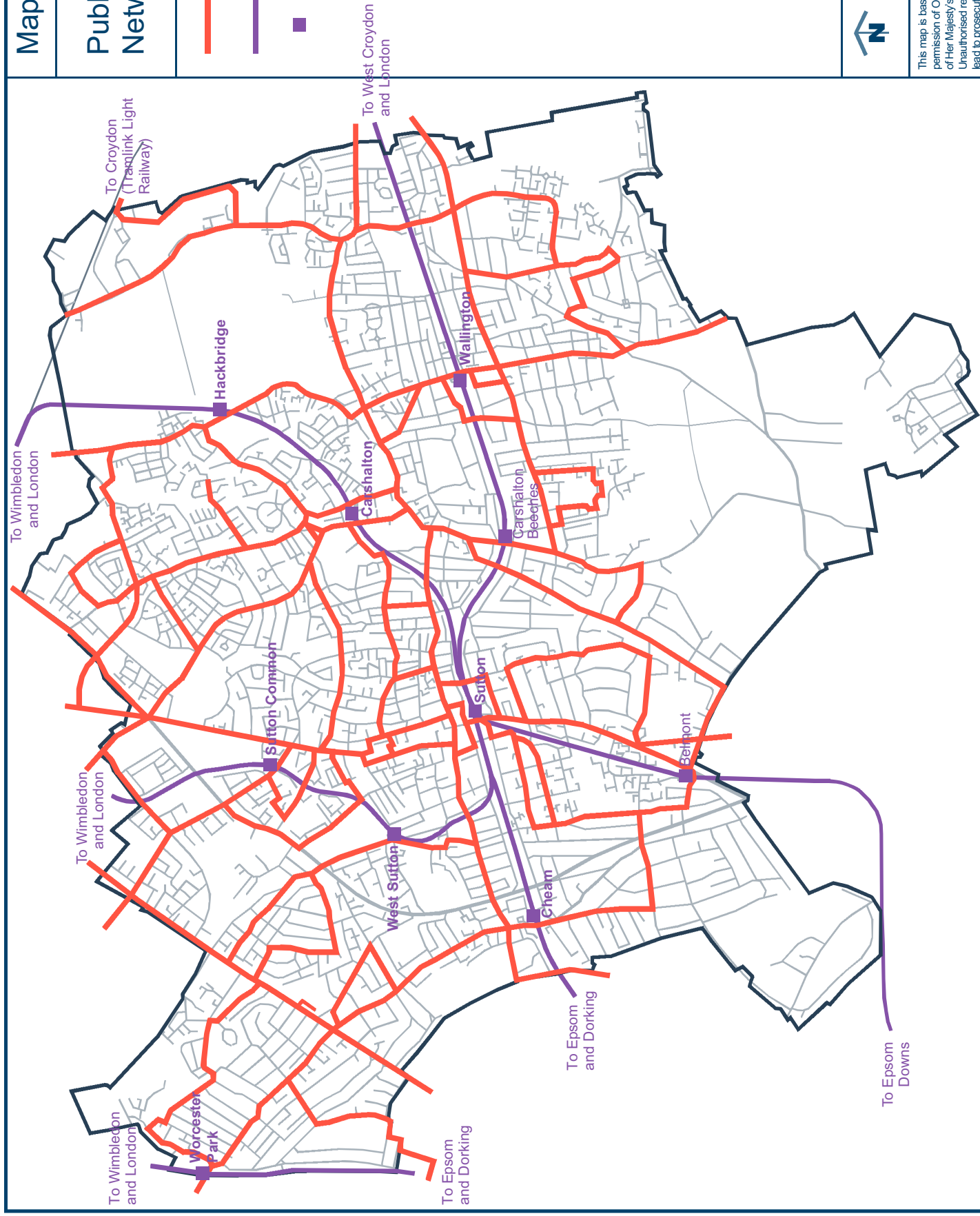
Public Transport Network

- Bus Network
- Rail Network
- Stations

December 2008
Not to Scale

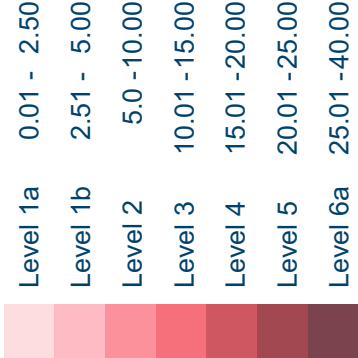


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Map 9.4

Public Transport
Accessibility Levels



This map shows relative levels of access provided by public transport using LB Hammersmith & Fulham's PTAL method.

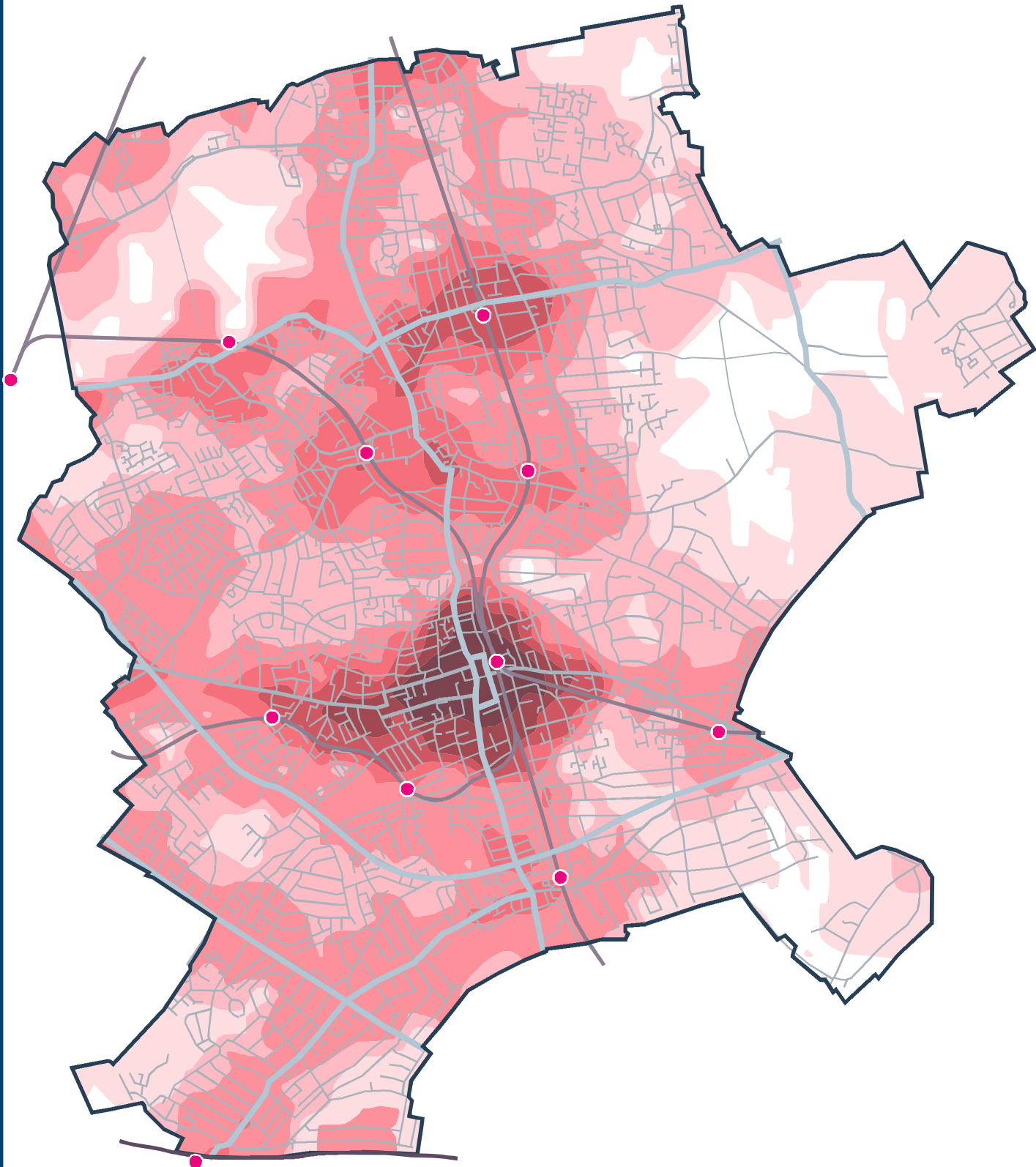
This map is designed to display borough-wide PTAL levels. It is not suitable for individual sites.

Source: TfL 2006

December 2008

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TEN

Social and Community Infrastructure¹

Introduction

- 10.1** PPS12 'Creating strong, safe and prosperous communities through Local Spatial Planning' (2008) indicates that delivery of the LDF is central to the governments objectives and that local planning authorities must demonstrate how this will be achieved. Through ongoing engagement with delivery agencies the local development framework must demonstrate the amount of 'physical, social and green infrastructure' required to secure the successful development of communities and who, how and when this will be provided. Furthermore this work will become increasingly important with the introduction of a Community Infrastructure levy which will have to be based on a clear evidence base.
- 10.2** This chapter outlines the studies that have been undertaken with regard to social and community facilities. It draws principally on the Infrastructure Needs Study (LBS, December 2008) which reviewed existing infrastructure within the Borough and identified need that was likely to arise if the Core Planning Strategy was adopted; and on the Core Planning Strategy Preferred Options stage Report of Studies which reported on a review of meeting halls and spaces and burial space needs. It should be noted that where possible information has been updated to reflect the latest position as regards social and community facilities within the Borough.

Education

Secondary Schools

- 10.3** There are 14 secondary schools in the Borough. In 2008-09, these schools were attended by a total of 16,962 pupils (an increase of 195 pupils from 2007-08, 424 from 2006-07 and nearly 800 from 2005-06). Of the 16,962 pupils, 13,346 were aged under 16 and 3,616 were aged 16 and over (the same proportions as 2007-08). Table 10.1 provides a breakdown of current secondary school pupil numbers.

¹ Social and community infrastructure includes education; health and social care facilities; leisure facilities; children's services; community services including community halls and meeting places, places of worship, youth services and libraries; police shops, safer neighbourhood accommodation and general police facilities, and other emergency services.

Table 10.1: Secondary Schools in LB Sutton and Pupil Numbers

Secondary School	No. of pupils		Change 08-09	% Change 08-09
	2007-08	2008-09		
Carshalton Boys	1,141	1,162	21	2%
Carshalton Girls	1,207	1,260	53	4%
Cheam	1,893	1,921	28	1%
Glenthorne	1,316	1,354	38	3%
Greenshaw	1,512	1,546	34	2%
Nonsuch	1,233	1,242	9	1%
Overton Grange	1,266	1,253	13	1%
St Philomena's	1,197	1,221	24	2%
Stanley Park	905	918	13	1%
Sutton Grammar	837	843	6	1%
The John Fisher	1,031	1,015	16	2%
Wallington Boys	892	889	3	0%
Wallington Girls	1,305	1,285	20	2%
Wilson's	1,032	1,053	21	2%
TOTAL	16,767	16,962	195	1%

Source: LB Sutton Children and Young People's Learning Services 2009

- 10.4** The Infrastructure Needs Study notes that, as part of the Government's "Building Schools for the Future Programme" (BSF), Stanley Park High School has been prioritised for redevelopment and there are currently plans to build a new school on the site of the former Orchard Hill Hospital. The school will expand its numbers and will provide a sixth form of 350 pupils. In addition to mainstream pupils, it will continue to provide for 35 pupils with mild Autism Spectrum Disorders (ASD) and will provide new provision for 56 pupils with moderate ASD.
- 10.5** The Infrastructure Needs Study also reports that Sutton will be given the opportunity to put forward a further batch of secondary schools for BSF investment, although no investment will be available until 2012. Following the outcome of an assessment of the suitability of school premises, the Council has identified that Carshalton High School for Girls and Carshalton Boys Sports College are likely to be two of the subsequent schools, after Stanley Park High School, to benefit from BSF re-build programmes, expected to take place between 2012 and 2015. It is expected that secondary school capacities will need to increase to cope with the additional pupil numbers currently being seen in the primary school sector.

Primary Schools

- 10.6** There are 41 primary schools within the Borough, currently attended by a total of 14,729 pupils in 2008-09 (173 additional pupils than in 2007-08). The number of pupils attending primary schools within the Borough has fallen by over 300 pupils or 3% since 2004-05. However, there has recently been an increase in the birth rate within the Borough and the number of live births within the Borough increased from 2,345 in 2004-05 to 2,576 in 2008-09 (+9.8%).
- 10.7** The Infrastructure Needs Study reports that, in September 2008, for the first time in many years, all reception classes in Sutton primary schools were full. This was due, in

part to an increase in the birth rate and partly because more parents opted to have their children educated within the state sector in Sutton. The Infrastructure Needs Study suggests there may be a shortfall in primary school places in future years and identified a number of options which needed to be evaluated: (i) taking up any spare capacity in existing primary schools; (ii) adding accommodation to existing primary schools; (iii) building new schools. A review of primary schools is currently being undertaken.

Other Educational Provision

- 10.8** There are four special schools, ten independent schools and two institutions of further education within the Borough. The Infrastructure Needs Study identifies a likely need for a school for children and young people with “severe learning disabilities”, and a possible need for a school for children with “profound and multiple difficulties”. The study also notes the on-going expansion of Carshalton College to provide increased work-related learning opportunities.

Healthcare

Background

- 10.9** Healthcare in Sutton is directed by the Sutton and Merton Primary Care Trust (SMPCT). The SMPCT is one of the largest PCTs in Britain, serving 403,000 patients registered with practices within its boundaries (Improving Local Services: Annual Report 2007-08, SMPCT, 2008). The SMPCT is responsible for commissioning health services for young people. This involves assessing population needs and prioritising health outcomes, procuring services and managing the performance of local healthcare providers.
- 10.10** The Infrastructure Needs Study reports that the SMPCT has identified eight priority health needs which it intends to focus on primarily up to 2013. These are: (i) cancer; (ii) coronary heart disease; (iii) health improvement in regard to smoking; (iv) strokes; (v) diabetes; (vi) older people’s health needs; (vii) end-of-life care; and (viii) mental health.

Acute and Specialist Care

- 10.11** These are services for short-term or specialist medical treatment, usually provided from hospitals. The main organisations providing these services are the Epsom and St Helier University Hospitals NHS Trust (ESH) and the Royal Marsden NHS Foundation Trust at St Helier Hospital, Sutton General Hospital and the Royal Marsden Hospital (Sutton).
- 10.12** The Infrastructure Needs Survey reports that SMPCT’s priorities for healthcare investment within Sutton are to be progressed through its Better Healthcare Closer to Home programme (BHCH). BHCH plans capital investment in two local care centres in Sutton at Wallington and St Helier. These facilities will provide a range of services depending on local need but are likely to include: GP consultations, outpatient appointments with specialist consultants, minor procedures, access to x-rays and blood tests as well as community and mental health services.
- 10.13** In addition, BHCH identifies St Helier for a major redevelopment and for the site to become the location for the acute care within the Borough. BHCH’s Phase 1 of the St Helier redevelopment will provide more than 65 per cent of acute beds in new accommodation and modernise key parts of the estate.

-
- 10.14** According to the Infrastructure Needs Survey, the future of Sutton Hospital is still consideration but there are discussions with the Royal Marsden Hospital on the re-provision of some services in co-operation with the Royal Marsden Hospital, the release of some of the site for housing and the provision of a healthcare facility, including GP services, to cater for the increase in population in the south Sutton area.

Primary Care

- 10.15** These are services that are the first point of contact for patients. SMPCT has contracts in Sutton with 25 GP services and health clinics and 40 community pharmacies, as well as opticians and dental practices. The Infrastructure Needs Survey reports that the BHCH programme has identified a need for additional primary care provision in the western part of the Borough and at Hackbridge.

Local and Community Services

- 10.16** In addition to care services, SMPCT employs health visitors, community nurses and health professionals to provide community services from clinics and health centres and to provide care for patients in their own home. Additional local and community services are likely to be provided as a result of the additional primary care provision in the western part of the Borough and at Hackbridge.

Learning Disabilities

- 10.17** There are a wide range of services for people with learning disabilities, including community homes and other residential facilities.

Mental Health

- 10.18** The SMPCT jointly commissions mental health services for local people within the London Borough of Sutton. The main provider of mental health services is the South West London and St George's Mental Health Trust. Mental health provision is identified on a sub-regional basis.

Children's Services

Children's Centres

- 10.19** The creation of Children's Centres (centres to signpost parents and carers to a range of services that will help improve outcomes for children) is a national initiative, and it is the Government's aim for every area to have a Children's Centre within a 10 minute pushing/walking distance by 2010. Sutton now has 12 operational Children's Centres and four more are proposed.

Emergency Services

Police

- 10.20** The Metropolitan Police Authority (MPA) has the following estate within Sutton: Sutton Police Station, Wallington Police Station, three Safer Neighbourhood Teams based at Sutton Arena and two Safer Neighbourhood Teams based at Worcester Park. The Infrastructure Needs Survey indicates that the MPA plans to introduce Safer Neighbourhood Teams into every ward in the Borough.

Fire

- 10.21** There are two fire stations located in the Borough: one in Sutton town centre and the other in Wallington. There are no plans for any development with regard to this service.

Ambulance

- 10.22** The London Ambulance Service (LAS) operates in two areas: Accident and Emergency care, commissioned by Primary Care Trusts, and Patient Transport Services, which are delivered through contracts. The LAS has not identified any specific development requirements for their service within the London Borough of Sutton.

Leisure and Sports Facilities

- 10.23** There are four leisure centres within the Borough for which the Council has management responsibilities: the Cheam Leisure Centre in North Cheam, the Westcroft Leisure Centre, in Carshalton, the Phoenix Centre in Roundshaw and the Sutton Arena in Rosehill. They are all managed, until 31 December, by GLL, an external not for profit social enterprise. The facilities provided at these leisure centres are set out in Table 10.2.

Table 10.2: Facilities Provided at Sutton's Public Leisure Facilities

Leisure Centre	Facilities
Cheam Leisure Centre	100ft swimming pool Health and fitness centre Squash courts
Westcroft Leisure Centre	33.3m x 12.5m main pool 12.5m x 7m teaching pool Fitness centre Sports halls Squash courts Creative play area Café
Phoenix Centre	Leisure centre (sports hall, fitness centre) Youth zone Library Café Community hall
Sutton Arena Leisure Centre	Dance and exercise studios Fitness centre Multi-purpose sports hall Indoor athletic hall 60m indoor sprinting hall Outdoor athletic track Field event hall Covered spectator seating for 300 Bar and cafeteria

Source: LB Sutton

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- 10.24** In addition, Sutton Arena Leisure Centre and the Sutton Junior Tennis Centre in Rosehill are both acknowledged as centres of sporting excellence. Sutton Junior Tennis Centre (SJTC) is the country's first and only indoor junior tennis centre. Since its opening in 1991 as a joint venture between the Borough and Junior Tennis Centres Limited it has become the UK's leading tennis centre for the development of junior performance players and grass-roots tennis.
- 10.25** Leisure centres are a key part of the development of sport in Sutton and attract in excess of 1.4 million attendances each year. The Infrastructure Needs Survey reports that a series of condition surveys undertaken by the Council at the four leisure centres revealed that the Westcroft Leisure Centre requires over £6 million worth of work and the Cheam Leisure Centre £5 million in the next 30 years (Sutton Arena and the Phoenix Centre are new centres and will only require minor works in the next five years). These sums, however, do not include service enhancement works such as new flooring, changing areas or new facilities.
- 10.26** In general, the Borough contains a good mix of sport and leisure opportunities provided by the Council, commercial operators and the voluntary sector. In addition to the Council-owned leisure centres, there are facilities located in neighbouring authorities that currently have an impact on the residents of Sutton (these include Merton Park Pools and the Morden Centre). All of the Council's four leisure centres are well located in the sense of having little overlap of catchment areas. However, there are sizeable gaps in accessible provision in the central and southwest areas of the Borough. Sutton town centre is in the middle of this gap in provision, despite being the main population centre. The accessibility mapping also shows that residents in the north western corner of the Borough, currently served by Cheam Leisure Centre, could benefit from the provision of new centres being considered by neighbouring boroughs. Private sector provision has been audited, mapped and analysed. The findings indicate that the main residential areas in the Borough enjoy good private sector provision. The results of supply and demand modelling, using Sport England's Active Places database, identified a deficit in the provision of swimming pools in the Borough.
- 10.27** A study by Capita Symonds to plan strategically for the future provision of sport and recreation facilities in the Borough identified a need to replace Cheam Leisure Centre with a new purpose-built facility, including a swimming pool, to serve the needs of the residents to the west of the Borough. The study found that attendance rates at Cheam Leisure Centre were dropping, the location of the existing Cheam facility has restricted public transport access, limited car parking and is unlikely to have the capacity to accommodate a new build of sufficient scale to meet the current and future needs in this part of the Borough and to provide the right mix of facilities to support the future sustainability of the facility.
- 10.28** The Capita Symonds study also found that the design and layout of the Westcroft Leisure Centre is dated and does not provide the range and quality of facilities likely to be required in the future. In order to meet public expectation and maintain/increase levels of usage, a major refurbishment of the existing facility is required.

-
- 10.29** Aside from the Capita Symonds study, the Council commissioned consultants PMP to undertake an independent assessment of the adequacy of the Borough's playing pitches. The survey reviewed the supply of, and demand for, association football, rugby union, cricket, hockey, hurling and baseball pitches in the Borough. The study identified an appropriate local standard of playing pitch provision of 0.45ha/1,000 population. The current level of accessible playing pitches within the Borough equates to 0.43ha/1,000 population, which is below the recommended level to meet demand. The study also identified specific existing shortfalls in pitches for mini-soccer and junior rugby.

Community Services

Meeting Halls and Spaces

- 10.30** During the autumn of 2007, the Council undertook a study of the existing supply of halls and spaces used for community activities. This covered the type of facility, size and number of halls, times of availability, current uses and restrictions as well as questions of access and available amenities.
- 10.31** 66 halls and spaces were identified with a total of 131 rooms, ranging in capacity from 10 to 350 people. These were made up of Council-owned and operated premises, Council-owned properties rented out to independent groups and independently-owned halls (both for commercial and not-for-profit groups. The premises were dispersed throughout the Borough. Broken down by type of hall, they comprised:
- 22 faith halls (ie church halls or halls in other religious establishments);
 - 6 faith-associated halls (ie community halls or centres associated with religious organisations though not necessarily in the same building);
 - 10 sporting facility halls;
 - 6 youth centres;
 - 4 hotels or conference halls;
 - 2 theatres
 - 14 community group halls (ie halls run by not-for-profit or community groups) and
 - 2 others
- 10.32** The majority of halls were open between 9 am and 10 pm. Prices for renting space ranged from £8 per hour to £45 per hour with Sutton's most expensive hall, the principal hall of the Holiday Inn Sutton renting for £2,000 a day. Many halls could not give precise figures on their rental rates, as their prices were variable. Additionally, many provided preferential rates for not-for-profit groups and/or member of their association.
- 10.33** 89% of halls were in use more than 25% of their potential time, 62% of halls were in use more than 50% of their available time and 29% of halls were in use more than 75% of their available time. Spaces were more likely to be used for recurrent, long-term activities than one-off bookings and spaces that were predominantly used for one-off bookings were, on average, more expensive to rent.
- 10.34** Specific peak usage-time of the day or week could not be identified as is exemplified in the three most common responses to this question: 28.6% of space providers

responded that halls are always in use, 26.5% that weekdays and weeknight are their peak times and 12.2% claimed that peak times vary throughout the year.

- 10.35** This research demonstrates that though there is space available within the surveyed halls, it is limited and there are no specific times of the day or week that can be identified as underused. While halls are generally well-dispersed, specific concentrations can be found in Sutton town centre and Carshalton.
- 10.36** 42% of all halls identified in this study are faith, or faith-associated halls, all Christian. Of these, 21% responded that they would not allow faith-based groups of other faiths to use their meeting space, highlighting an added space constraint for non-Christian groups. Additionally, as this is a highly sensitive issue there is the possibility for under reporting on this practice, a possibility which should be considered in the planning of future provision.
- 10.37** The study also provided anecdotal information regarding the age and condition of existing facilities and identified that the resulting level and variety of service that this dictates is a constraint facing many of Sutton's meeting halls and spaces. However, this is an area that necessitates further study to fully understand the extent of the issue.
- 10.38** As part of the survey, an assessment of the demand for community space needs was also conducted by consulting with faith and belief groups and the voluntary sector. While there are a variety of meeting halls and space distributed throughout the Borough, many are currently operating at full or near-full capacity. Groups looking for space with specific characteristics such as large spaces, low cost spaces or space in specific areas or at specific times of the day, week or year often find it difficult, if not impossible, to find places to hold their activities.
- 10.39** Those faith groups which are securely housed in one, owned space are, in general, happy with their space arrangement. Membership for these space-owning groups over the last 3 years has remained relatively stable or is decreasing. While their meeting times of the day and week vary, as do their frequency of meeting, Sunday is the most common meeting time. They all normally meet for a minimum of two hours at each meeting and do not have any special space requirements that are not being met. These groups all have at their disposal at least one room which can hold between 40 and 70 people and some have multiple rooms holding up to 150 people.
- 10.40** However those faith groups renting or leasing are often spread across more than one space and the majority expressed a desire to consolidate their activities into one location. An additional problem encountered by some of these groups was that they were not necessarily able to meet on the days or at times they would find the most convenient. The majority of these groups are already sharing space with other organisations, or are open to the idea of sharing in the future as long as their needs and beliefs would be respected. All, however, would prefer their own space.
- 10.41** For voluntary groups, it was highlighted that finding space at affordable prices in convenient locations is an ongoing struggle. Many groups claimed a lack of space is a key component holding them back from providing additional services in the community and improvements to access to space would have a significant impact on the ability of

voluntary sector groups to provide community services. The provision of a small office space, small storage space, or a room to which the group could have access at certain fixed times and was affordable were the key needs these organisations identified.

- 10.42** The demand study highlighted key characteristics that made spaces appealing to both voluntary and faith and belief groups, namely: the provision of storage space, the availability of advance booking, multiple rooms on site, as well as permanent access to the space. While sharing space was an option groups would consider, they would all prefer individual bases.

Places of Worship

- 10.43** The capacity situation and the need for additional infrastructure and/or improvements to places of worship have been covered in the preceding section on 'Meeting Halls and Spaces'.

Youth Services

- 10.44** There are five youth centres in Sutton, namely: the Century Youth Centre, The Quad, the Sutton Youth Centre, the Phoenix Centre Youth Zone, and the Wallington Methodist Youth Centre. In addition, the Council has recently won £4m of government funding to develop the Sutton Life Centre, a purpose-built facility where schools from across the region can bring children to experience real life scenarios in a hi-tech environment. In addition, Sutton Life Centre will include a library and other community facilities and will replace the Centre 21 Youth Centre and cadet hut on Alcorn Close.

- 10.45** The development plan for the Sutton Youth Service identifies that, where gaps in current services and activities are identified, the Youth Service will actively explore opportunities to deliver programmes through other agencies and providers.

Libraries

- 10.46** Sutton has a network of nine libraries spread across the Borough. Sutton Central Library is the largest library and Wallington the second largest. In addition, the public mobile library serves those areas of the Borough not within easy reach of a static library. A library service to housebound people is also provided.
- 10.47** The three-year strategy for Sutton's Library Service, 2007-10, identifies the key challenges for development of the service and a three-year action plan. The vision is to see Sutton's libraries as an essential element in the task of building a strong community in Sutton with each library as a focal point for its local community.
- 10.48** The 2007-10 Strategy for Sutton's Library Service identifies that 92% of households live within one mile of a library. The Public Library Service Standard (PLSS1) is 99% but this could not be achieved without building more libraries. When the mobile library routes and stops made by the Council's two mobile libraries are taken into account then everyone living with the Borough is within one mile of a service point. Provision for the Borough's population appears adequate, with an average of 16,155 people served per service point – the sixth lowest out of 30 London boroughs.

- 10.49** Future library provision includes several capital projects, notably: (i) the redevelopment of Middleton Circle Library; and (ii) the Citizenship and Life Skills Centre that includes safety, life skills, youth services and a community library relocated from Ridge Road. The Council would also like to re-provide Beddington Library in a community facility.

Cemeteries and Crematoria

- 10.50** The Borough is responsible for four cemeteries: Sutton Cemetery, Cuddington Cemetery, Bandon Hill Cemetery and the Merton and Sutton Joint Cemetery. Sutton Cemetery and Cuddington Cemetery are administered by the Council alone, while Bandon Hill Cemetery is administered jointly with London Borough of Croydon and the Merton and Sutton Joint Cemetery is administered in partnership with London Borough of Merton as is the North East Surrey Crematorium in Morden.
- 10.51** The Sutton Cemetery, in Stonecot, covers 8.6 ha and estimates that if burial trends remain the same it can provide new burial space until 2050. Both Cuddington and Bandon Hill cemetery have no new grave space available, though Bandon Hill provides for 160 burials a year in reclaimed graves. The Merton and Sutton Joint Cemetery, located in Merton, borders Sutton's north-easternmost edge. It covers 9.1 ha and has 13 ha of land in reserve. It averages 400 burials a year and estimates to be able to provide burial space for the next 66 years. Since the adoption of the Unitary Development Plan the council has safeguarded land adjoining Sutton and Bandon Hill Cemeteries for future burial space needs if required. However it should be noted that both areas of land previously safeguarded have been amended: at land adjoining Sutton Cemetery some of the land has been used to create the Kimpton Linear Park and so a smaller area of land is available for safeguarding; and at Demesne Road Allotments the area safeguarded was incorrectly shown as covering the whole site.
- 10.52** In addition to large cemeteries, the Borough contains a number of small churchyards. While these provide minimal burial space, four of them, namely All Saints Benhilton, All Saints Carshalton, St Nicholas and St Mary's have been identified as areas of importance for nature conservation.

Table 10.3: Existing Burial Space in Sutton

Location	Space (ha)	Current & Est. Future Provision	Current Reusing of Grave Space	Potential for Additional Supply
Sutton Cemetery	8.6	42 years ²	No	Yes
Cuddington Cemetery	1.3	0 years ³	No	Yes
Bandon Hill Cemetery	8.1	10 years ⁴	Yes	Yes
Merton and Sutton Joint Cemetery	9.1 & 13 in reserve	66 years	No	No
Various Church of England Churchyards	n/a	Insignificant	No	No

² This figure would increase if safeguarded land were to be used.

³ This figure could be increased by 5 years if paths were removed

⁴ This figure would increase if safeguarded land were to be used.

Social Care Services

Older People's Housing and Housing Related Support and Care

- 10.53** The Council's strategic aim in meeting the housing needs of people who require care and support is to promote independence and choice. Sutton's values are aligned with the White Paper "Our Health; Our Care; Our Say: A New Direction for Community Services" (2006). The focus will be on providing more supported living opportunities for residents with care and support needs of all ages as an alternative to residential or nursing care provision.
- 10.54** The Council and its partners in the Primary Care Trust and the Probation Service have produced a five-year strategy for the 'Supporting People' programme, which aims to provide for a range of vulnerable groups, such as older people, people with mental health problems and people with learning disabilities. With regard to older people, the Council and its health partners have set out a strategy for housing and other services. There is currently a review of existing sheltered housing schemes and recognition that, in some areas, the current provision is sub-standard. This review is likely to lead to the need to enhance or replace existing units. This work will be taken forward through the Local Implementation Group for Older People.
- 10.55** The Council has identified two specific schemes in relation to meeting the housing needs of people who require care and support: Franklin House and Elizabeth House.
- 10.56** At Franklin House, the Council intends to support the development of a specialist resource centre to meet the needs of older people with dementia in the Borough for the next decade and beyond.
- 10.57** To ensure that the resource centre meets the needs of older people predicted to have dementia in the Borough and their carers and to reflect best practice, the Council commissioned the London Centre for Dementia Care (LCDC) at University College to:
- Carry out a population needs assessment of people with dementia in the Borough;
 - Provide information about models of service considered to offer best practice in respect of care and support for people with dementia and their families, and, in particular, day and respite care, care home and extra care housing models; and
 - Make recommendations about service models that would best meet local needs and circumstances, based on an analysis of population needs, and taking into account national policy directives and current service configuration.
- 10.58** The study assessed national and local demographic data, prevalence data for dementia and risk factors for institutionalisation, the distribution and types of services available locally, and best practice models in dementia care. Taken together, this information identified gaps in current provision and areas for improvement and provided the Council with important indicators for the specific services to be provided within the resource centre:
- Nursing care;
 - Day care/carers support;

-
- Information and advice; and
 - Extra care sheltered housing.

- 10.59** The study identified that there will be an increase in the numbers of people living with dementia in Sutton of 7% by 2015, and of 27% by 2025. Most people (two-thirds) living with dementia will be over 80 and many will have other limiting conditions due to age. This suggests the Council needs to plan for significant growth in demand for care and support, not just for older people supported by social services but for all older citizens, including those who pay for their own care.
- 10.60** From the findings of the population needs assessment, models of best practice and feedback from the consultation events, the Council has identified that the development of the resource centre should include nursing, respite and day care, extra care housing as well as space to facilitate the use of the resource centre as a community 'hub'.
- 10.61** At Elizabeth House, the sheltered scheme comprises 34 bedsits in the main building, 17 bedsit bungalows and 28 one-bedroom flats in Mickleham Gardens, Pond Hill Gardens and Malden Road. The scheme is not fit for purpose. Elizabeth House itself has a number of levels, has no lifts and has communal shared bathrooms. The other properties on the site have mobility and access problems making them also unsuitable for letting as sheltered accommodation. As a result, on 7 July 2008, the Executive approved the regeneration of the Elizabeth House sheltered scheme with the objective of developing the site to provide new affordable homes for older people and vulnerable adults.
- 10.62** The Elizabeth House site also provides an ideal opportunity to provide a choice of learning disability and extra care/dementia facilities and accommodation for physically disabled adults together with affordable housing/shared ownership, targeted at older people. The development of this site will require all of the existing residents, comprising more than 80 households, to be re-housed. This will be a long, time consuming exercise because of the age, disability, vulnerability of residents and the limited number of suitable vacancies becoming available for letting. The Council adopted a Planning Brief as Supplementary planning Guidance in 2009 to help secure the best outcome for the redevelopment of the Elizabeth House site.
- 10.63** The Sutton and Merton PCT has been progressing a programme of developing supported living schemes in Sutton and Merton in order to secure the Orchard Hill and Campus Homes re-provision programme. In Sutton this involves the following developments:
- Ashcombe House development on the south side of the Carshalton War Memorial Hospital site;
 - Cedar Close redevelopment on the north side of the Carshalton War Memorial Hospital site;
 - Homeland Drive and Belmont House on land which is part of the former Belmont Hospital;
 - Spring Close Lane development on the former Cheam Day Centre; and
 - 15/15a The Square refurbishment in Carshalton.

Map 10.1: Sutton's Meeting Halls and Spaces

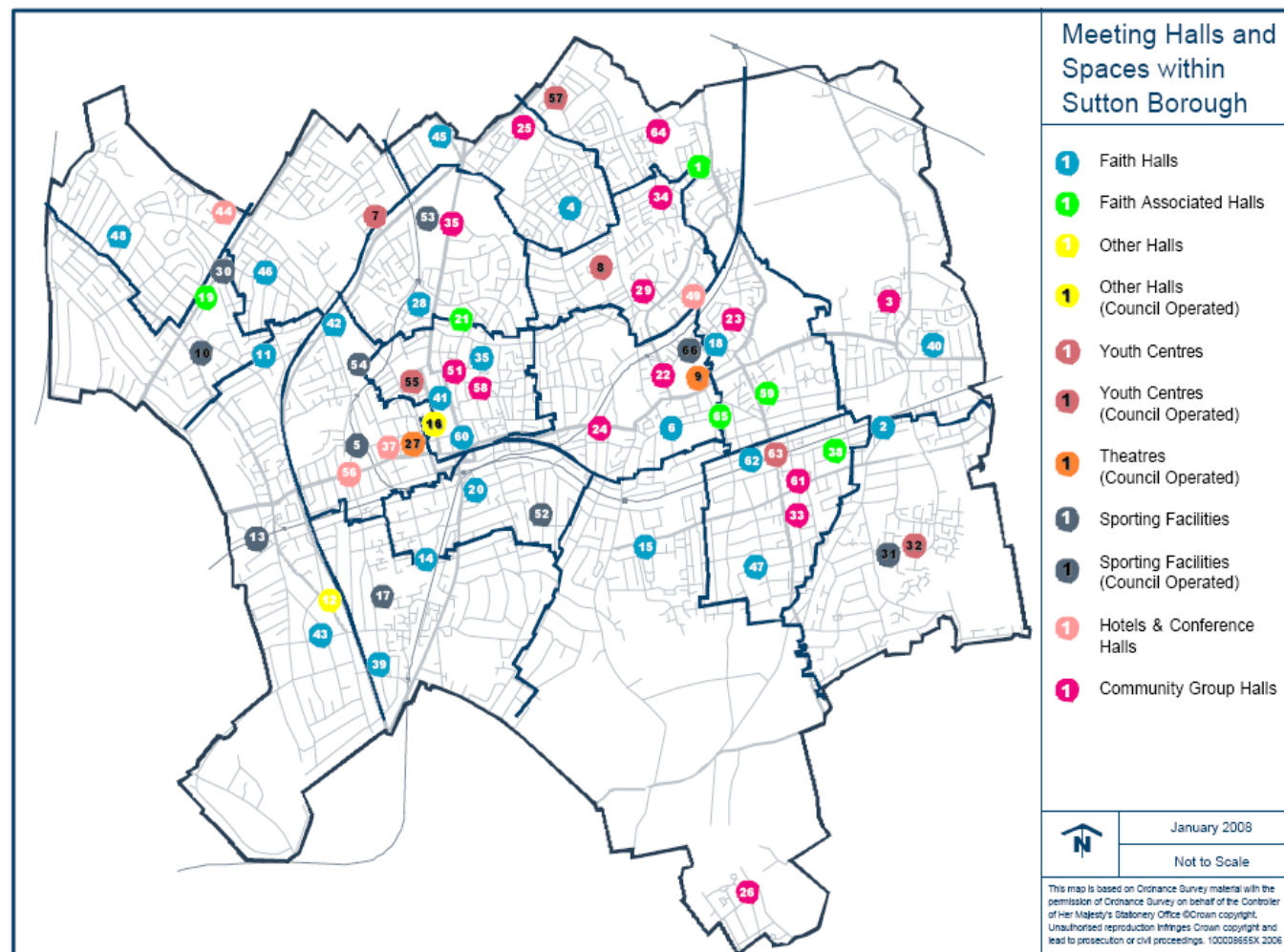


Table 10.4: Halls and Meeting Spaces within the Borough (as of 2007)

	Name	Type of Hall	Address	Capacity (# of people)	% of Time in Use	Activity Types						Amenities					
						Seniors	Youth	Sports	Education	Meetings	Parties	Ramps	Elevators	Hearing Loop	Disabled Parking	Internet Access	Kitchen
1	All Saints Centre	Faith Associated Hall	New Road, Hackbridge			Y					Y	Y	N*	N	N	N	Y
2	Bandon Hill Methodist Church Hall	Faith Hall	Sandy Lane North, Wallington	100, 50, 15	50%		Y	Y		Y		Y	N*	N	N	N	Y
3	Beddington Village Hall	Community Group Hall	Beddington Lane, Beddington	100	>75%	Y	Y	Y			Y	N*	N*	N	Y	N	N
4	Bishop Andrewes' Church Hall	Faith Hall	59 Wigmore Road, Carshalton	100-80	>50%		Y		Y		Y	Y	N*	N	N	N	Y
5	Cannons Health Club	Sporting Facility	Gander Green Lane, Sutton	200	25-50%						Y	Y	Y	Y	Y	N	
6	Carshalton Methodist Church Hall	Faith Hall	Ruskin Road, Carshalton	100, 80, 80	>75%		Y	Y									
7	Centre 21 Youth Centre	Youth Centre	Alcorn Close, Sutton Common Road, Sutton	100-80	50-75%		Y	Y									Y
8	Century Youth Centre	Youth Centre	Fellowes Road, Carshalton	-	>75%		Y					Y	N*	N	Y	N	Y
9	Charles Cryer theatre rehearsal space	Theatre	Carshalton High Street	20	25%			Y				Y	N*	N	N	Y	Y
10	Cheam Leisure Centre	Sporting Facility	Malden Road, North Cheam									Y	N	N	Y	N	
11	Cheam Methodist Church Community Hall	Faith Hall	105 Abbotts Road, Cheam	120	100%		Y		Y	Y	Y						Y
12	Cheam Parochial Rooms (refused to participate in survey)	Other	64 Burdon Lane, Cheam									Y	N	Y	N	N	Y
13	Cheam Sports Club	Sporting	Peach Close,	120-80	100%	Y	Y	Y		Y	Y	Y	N*	N	N	N	Y

		Facility	Cheam	function room, 50 com room which can be split in half													
14	Christchurch Hall	Faith Hall	19 Stanley Road, Sutton	50	>80%		Y	Y		Y	Y	Y	N*	N	N	N	Y
15	Church Hall of the Good Shepherd	Faith Hall	Queen Mary's Avenue, Carshalton Beeches	40	90%		Y	Y			Y	Y	N	N	N	N	Y
16	Civic Centre	Other	St Nicholas Way, Sutton									Y	N*	Y	Y	N	N
17	Downs Lawn Tennis Club	Sporting Facility	Downs Lawn Tennis Club	80	>50%		Y	Y		Y	Y	Y	Y	Y	Y	N	N
18	Elm Grove Hall	Faith Hall	Holy Trinity Church, Butter Hill, Wallington	80-70	50-75%	Y	Y	Y		Y		Y	N*	N	N	N	Y
19	Elmcroft Community Centre Halls	Faith Associated Hall	570 London Road, North Cheam	150, 80	90%		Y	Y	Y		Y	Y	N*	Y	Y	Y	Y
20	Friends Meeting House	Faith Hall	10 Cedar Road, Sutton	50-70, 30, 15	50-75%			Y		Y		Y	N*	N	N	Y	Y
21	Granfers Community Centre	Faith Associated Hall	73-79 Oakhill Road Sutton	200 (large hall) 40 (small hall)	Mirrors school term 100% during term, 25% outside of term	Y		Y				Y	N*	Y	Y	N	Y
22	Grove Hall	Community Group Hall	Off High Street, Grove Park, Carshalton	80 people	50-75%		Y	Y				Y	N*	N	N	N	Y
23	Guide Hall	Community Group Hall	290 London Road, Wallington,	70-100	50-75%	Y	Y	Y		Y		Y	N*	Y	Y	N	Y
24	Highfield Hall	Community	320 Carshalton	130, 10	25%			Y			Y	Y	N*	N	Y	N	Y

		Group Hall	Road, Carshalton,														
25	Hill House: Piner Hall	Community Group Hall	St Helier & Dist. Comm. Assoc. Halls, Hill House, Bishopsford Road, Morden	140	50%	Y		Y			Y	Y	N*	N	N	N	Y
26	Hillcrest Hall - Clockhouse	Community Group Hall	42 Fryston Avenue, Carshalton									N	N*	N	N	N	Y
27	Holiday Inn Sutton	Hotels & Conference Halls	Gibson Rd, Sutton, SM1 2RF	180 (hall can be split 80/50/50), 30 (theator), 12 (8 rooms of this kind)	25-50%					Y	Y	Y	N*	N	N	N	Y
28	Holy Family Church Hall	Faith Hall	Holly Family Presbytery, 9 The Green, Sutton	100	25-50%		Y	Y		Y		Y	N*	Y	Y	N	Y
29	Milton Hall	Community Group Hall	Cooper Crescent, Carshalton									Y	N*	Y	Y	N	Y
30	North Cheam Social & Sports Club	Sporting Facility	658 London Rd, North Cheam	225	can't say			Y		Y		Y	Y	Y	N	Y	Y
31	Phoenix Centre	Sporting Facility	Mollison Drive, Wallington, Surrey									Y	N*	Y	Y	N	Y
32	Phoenix Centre Youth Zone	Youth Centre	Mollison Drive, Wallington, Surrey	20	50%		Y					N*	N*	N	Y	N	Y
33	Red Cross Hall	Community Group Hall	British Red Cross Society Marlborough Court, Cranley Gardens, Wallington	50	50%				Y	Y		Y	Y	N	N	N	Y
34	Riverside Community Association	Community Group Hall	297a Durand Close, Carshalton	50	50-75%		Y	Y	Y			Y	N*	N	N	Y	Y
35	Rosehill Pavilion	Community Group Hall	Rosehill Recreational Ground, Sutton	100, 30-25	50% day, 100% night	Y	Y	Y		Y		Y	N*	Y	N	N	

36	Salvation Army	Faith Hall	45 Benhill Avenue, Sutton	200-180, 80-70, 40-30, 20, 4x10	50-75%	Y	Y	Y	Y	Y	Y						Y
37	Secombe Theatre function room	Theatre	Cheam Road Sutton	150 people, 80 for fully seated function, 100 for theatre seated	25-50%			Y			Y	Y	N*	N	N	N	Y
38	St. Elphege's Centre: Ellis Hall	Faith Associated Hall	118, Stafford Road, Wallington	120	>75%		Y	Y		Y	Y	Y	N*	Y	Y	N	Y
39	St. John's Church Hall	Faith Hall	The Parish Office, St John's Church, Northdown Road, Belmont, Sutton	150, 40	50-75%		Y	Y	Y	Y	Y	N*	N*	Y	Y	N	Y
40	St. Mary's Church Centre	Faith Hall	132, Croydon Road, Croydon	100-75	25-50%		Y	Y		Y	Y	Y	N	N	Y	N	Y
41	St. Nicholas Community Hall	Faith Hall	34 Robin Hood Lane, Sutton	100, 50	50-75%		Y	Y		Y	Y	Y	N*	N	N	N	Y
42	St Alban's Church Hall	Faith Hall	283, Gander Green Lane, Cheam	100, 40	>75%		Y	Y			Y	Y	N*	Y	N	N	Y
43	St Andrew's Church Halls	Faith Hall	Northey Avenue, Cheam	110, 100, 70	50-75%		Y	Y	Y	Y		Y	Y	Y	Y	Y	Y
44	St Bede's Conference Centre	Hotels & Conference Halls	St Anthony's Hospital, London Road, North Cheam	120, 56, 10-12 x 3	varies with time of year					Y		Y	N*	Y	Y	Y	
45	St Helier Congregational Church Hall	Faith Hall	160 Green Lane, Morden														Y
46	St Oswald's Church Hall	Faith Hall	61, Brock Drive, North Cheam	120-100, 20	100%		Y	Y		Y		N	N*	N	N	Y	
47	St Patrick's Church Hall	Faith Hall	Park Hill Rd, Wallington	120 (hall), 35 (lounge)	25%		Y				Y						
48	St Philip Hall & Westley Hall	Faith Hall	51 Lindsay Road, Worcester Park	150, 100, 20x2, 25	50%		Y	Y		Y							Y~

49	Strawberry Lodge	Hotels & Conference Halls	Strawberry Lane, Carshalton									N	N*	N	N	N	
50	Sutton Baptists	Faith Hall	21 Cheam Road, Sutton, Surrey	100-80, 60	main 100%, sport 25%-50%		Y	Y									Y~
51	Sutton Conservative Club	Community Group Hall	50 Benhill Avenue, Sutton									Y	Y	N	Y	Y	N
52	Sutton Highfield Tennis Club House	Sporting Facility	69 The Ridgeway, Sutton	40-50	25%			Y		Y	Y	N	N*	N	N	Y	Y
53	Sutton Junior Tennis Club	Sporting Facility	Rosehill Park, Rosehill, Sutton									Y	N*	N	Y	N	
54	Sutton United Football Club	Sporting Facility	Borough Sports Ground, Gander Green Lane, Sutton	160, 75	50%	Y		Y		Y	Y						Y
55	Sutton Youth Centre	Youth Centre	Robin Hood Lane, Sutton	50-40, 35-40	75%		Y	Y		Y		N	N	N	N	N	
56	Thatched House Hotel	Hotels & Conference Halls	135 Cheam Rd, Cheam	40	<25%					Y							Y~
57	The Quad	Youth Centre	Green Wrythe Lane, Carshalton		75%	Y	Y	Y		Y		N	N*	Y	N	N	
58	Thomas Wall Centre	Community Group Hall	52 Benhill Avenue, Sutton, Surrey	350-6	50%												N
59	Trinity Centre	Faith Associated Hall	Holy Trinity Church, Maldon Road, Wallington	100, double rooms 40, single rooms 20-25	75%		Y		Y	Y		N	N	N	Y	N	N
60	Trinity Church Halls	Faith Hall	Epworth Lodge, Hill Road, Sutton	200, 40X2	>75%, 70%, >25%		Y	Y		Y		Y	N*	N	Y	N	Y
61	Wallington Hall and Woodcote Room	Community Group Hall	Stafford Road, Wallington	350, 30	50-75%			Y			Y	Y	N*	N	Y	N	Y

62	Wallington Methodist Church Hall	Faith Hall	Wallington Methodist Church, Beddington Gardens, Wallington	350 people standing 240 sitting (Sutton theatres)	25% (but once the youth centre closes 100%)		Y	Y		Y	Y		N*	N			Y
63	Wallington Methodist Youth Centre	Youth Centre	Wallington Methodist Church, Beddington Gardens, Wallington	45 seated	100%		Y	Y	Y			Y	Y	Y	Y	Y	Y
64	Wandle Valley Community Centre	Community Group Hall	2 Budge Lane, Mitcham	50-35	<25%		Y			Y	Y	Y	N	N	N	N	Y
65	Wentworth Hall	Faith Associated Hall	80 Ruskin Road, Carshalton	150	>10%			Y	Y	Y			N*			Y	Y
66	Westcroft Leisure Centre	Sporting Facility	Westcroft Road Carshalton			Y					Y	Y	N*	N	N	Y	Y

* signifies that this amenity is not needed, in the case of ramps and elevators this is because the facility is all at ground level

~ signifies that while there is a kitchen it is only available to the in house catering staff

Map 10.2 Cemeteries and Churchyards in Sutton

