Consultation draft Planning Brief for the Regeneration of Cheam Village Sheltered Housing Scheme with alterations

Proposed Housing for Older People and Vulnerable Adults

Adult Social Services & Housing
Planning and Transportation
August 2009
Appendices

Appendix 1 Pre-Consultation meetings: Key issues
Appendix 2 Elizabeth House Tree Survey & TPO information
Appendix 3 Existing Site Images
Bibliography
1. Introduction

1.1 This Planning Brief provides a planning and design framework to guide the redevelopment of the Cheam Village sheltered housing site. The Planning Brief will supplement policies contained in the Sutton Unitary Development Plan (UDP) and will be a significant material planning consideration in assessing planning applications. The Planning Brief has been produced in accordance with the requirements applying to Supplementary Planning Documents (SPD) in the Sutton Statement of Community Involvement and will be adopted as an SPD by the London Borough of Sutton.

Figure 1 – Location Plan

1.2 The location of the site and its relationship to the surrounding area is shown on Figure 1. The Planning Brief site boundary encompasses an area of approximately 1.2 hectares and is partly within Cheam Village Conservation Area (CA). The key areas referred to in the Planning Brief are identified within Figure 2.
1.3 The Planning Brief site shown on Figure 2 comprises a total of 80 tenanted dwellings used as sheltered accommodation for older people as follows:
Elizabeth House contains:
- 34 bedsits
- 1 one bedroom flat (staff flat)
- 1 three bedroom flat (staff flat)

Elsewhere at 1-32 Mickleham Gardens, 2-12 Pond Hill Gardens, and 23-27 Malden Road, there are:
- 17 bedsit/one bedroom bungalows;
- 28 one bedroom flats; and
- 1 three-bedroom bungalow.

1.4 In addition to the sheltered accommodation, the following Council-owned properties also form part of the Planning Brief site:
- 1 Pond Hill Gardens - 1 four-bedroom bungalow; and
- 1-3 Cheam Park Way - 3 three-bedroom houses.

Background
1.5 The Council has previously carried out an appraisal of the site and consider that the reprovision of older people’s and vulnerable adults accommodation and services on the existing site is the preferred way forward.

1.6 The Council’s Executive considered an options appraisal carried out by the council and made the decision to regenerate the site at a meeting held on the 7th July 2008. The decision to develop the site was made because the current buildings are not fit for purpose and cannot be cost effectively remodelled or refurbished to meet the needs of the borough’s ageing population.

1.7 This Planning Brief follows the Executive’s decision and is therefore based on the decision to regenerate the Cheam Village sheltered housing site to provide new affordable homes for older people and vulnerable adults.

1.8 The redeveloped site will reprovide housing for all the existing residents of the sheltered housing scheme who wish to return and will include extra care housing for older people and vulnerable adults. New development proposals should seek to maximise the available land for the provision of sheltered and affordable accommodation, subject to local character and policy considerations. Making better use of the land may also require some of the new properties to be available for sale.

1.9 It is expected that the majority of dwellings will be one bedroom flats, with some two bedroom accommodation and staff and visitor accommodation. Other facilities on the site should include communal facilities such as a communal meeting room and laundry. All homes will be required to be built to ‘Lifetime Homes’ standards.

1.10 Consultation meetings were held on the 14th and 15th October 2008 with residents of the sheltered housing scheme and local residents from the surrounding area in order to

---

1 The Executive’s decision is recorded on minute no. 631 for the meeting held on 7th July 2008.
2 Refer to Housing Corporation Design & Quality Standards and Circular 03/04 for detailed requirements and definition of housing for older people.
take account of the needs and aspirations of those members of the local community who will be most affected by the redevelopment proposals. Their views have informed the key issues, vision statement and development guidelines. A summary of the key issues raised during the consultations are provided in Appendix 1.

1.11 In addition, the Council are carrying out separate meetings with the sheltered housing tenants to determine individual needs. These needs will help with determining appropriate rehousing for residents.

Purpose of the Planning Brief
1.12 The Planning Brief will be used to guide the development of the site and will assist the Council in determining future planning applications for the site. The Planning Brief will be adopted as supplementary planning guidance to the adopted Sutton UDP.

1.13 The planning brief sets out:
- A summary of the planning policy context;
- Analysis of the site and its context, in particular the issues relating to the enhancement and preservation of Cheam Village CA;
- Key constraints and opportunities affecting the redevelopment of the site;
- Principles and development concept for redevelopment and its key components.

Supporting Documents
1.14 The Planning Brief will be accompanied by three supporting documents:
- A Sustainability Appraisal (SA) provides an assessment of the environmental, economic and social impacts of the Planning Brief document;
- The Statement of Community Consultation provides a statement of the consultation undertaken to inform the preparation of the Planning Brief; and
- A supporting Conservation Area Assessment (CAA) for Cheam Village CA, which identifies the special architectural and historical interest of the CA.

Rationale for Development
1.15 National and local statistics confirm that people are living longer and that there will be an increased demand for accommodation, care and support services for older people and vulnerable adults in the future.

1.16 Sheltered housing is intended for older people who would benefit from living independently with other older people and the services of a Sheltered Housing Officer (warden), and also for those who can be provided with care at home. Residents can live independently in specially designed accommodation that aims to offer them a home for life.

1.17 Sheltered housing is specially designed and may be available for rent or for shared ownership/sale.

1.18 Extra-care sheltered housing is the same as sheltered housing but with the benefit of support from an on-site care team and other on site services. The aim is to provide residents with a home for life in individual flats without the need to move to residential care.
Housing and Related Strategies

1.19 The strategic commissioning aims of London Borough of Sutton’s Adult Social Services and Housing and the Sutton and Merton Primary Care Trust include providing more accommodation for vulnerable adults of all ages, including specialist provision where necessary, as an alternative to residential and nursing care. This has been supported by the Government’s ‘Putting People First’ document in December 2007; and ‘Transforming Social Care’ issued in January 2008. These set out a radical change agenda for the service and an appropriate choice of housing and supply will be a critical condition for delivering this change.

1.20 In 2001, the Government published a strategic framework for older people’s housing aimed at improving its quality and the choices available to older people. The framework required local authorities to address its objectives within their own community and housing strategies, best value reviews and service planning and commissioning.

1.21 The Borough’s Housing, Health and Social Care Strategy for Older People Living in the London Borough of Sutton 2006-2010 (February 2006) sets out a strategy for meeting the housing, health and social care needs of older people living in the Borough. Underpinning the priorities in this strategy was the support of older people’s independence through appropriate accommodation so the needs of older people can be met both now and in the future as their needs and aspirations change.

1.22 Supporting older people’s independence and wellbeing through modernising housing and provision of extra care sheltered housing is one of the priorities identified in the Council’s corporate plan, The Sutton Plan 2008/9-2010/11 (April 2008). The vision embodied in The Sutton Plan states that “our most vulnerable citizens will be supported in the community with dignity and respect, enabling them to have choice and control over how they spend their time and how their support is provided” and that “we will have a Borough where everyone has a decent home and the housing needs of all are met”.

1.23 The Council’s Housing Strategy (2004) sets out how the Council aimed to address the housing needs of the borough in the medium term including the specific needs of older people. It focuses in particular on sheltered housing including the plans for introducing further extra-care sheltered housing. The development of extra care sheltered housing is an identified priority for Sutton.

1.24 The need to maximize the use of existing sites is rooted in the Department of Communities and Local Government Green Paper, ‘Homes for the Future: more affordable, more sustainable’. The 2001 Best Value review of sheltered housing and subsequent reports endorse this position. The regeneration of the Cheam Village sheltered housing scheme is included in the 2008/09 Housing Strategy Action Plan and the Sutton Housing Partnership Asset Management Strategy.

Sustainable Communities and Decent Homes

1.25 In February 2003, the Government published ‘Sustainable Communities: Building for the Future’ setting out its aspirations and policies for achieving mixed and balanced communities throughout the country. Related to this is the Government’s target of ensuring that all social rented homes are made ‘decent’ by 2010. This has implications for many older people living in social rented sheltered housing schemes.
1.26 The National Care Standards Act 2002 requires providers of residential care to meet detailed quality standards. The majority of the buildings and facilities within the sheltered housing scheme are old and in need of significant redevelopment to bring them up to an acceptable standard.

1.27 Accessibility to and within the existing dwellings is one of the key problems that makes the existing housing stock unsuitable for letting as sheltered accommodation. Elizabeth House itself has no lifts and has four separate levels on each floor. The bedsit dwellings require the residents to eat, sleep, cook and relax in small bedsit rooms. The tenants have to share communal bathrooms. The other properties on the site have similar mobility and access problems making them also unsuitable for letting as sheltered accommodation. It is therefore proposed that new accommodation is built to ‘Lifetimes Homes’ standards, which is housing that can be adapted (should the need arise) to enable older residents to lead more independent lives without the need to move.

1.28 All the tenants will need to be rehoused and will have the option to return on completion of the works. Therefore as a minimum it is a requirement that the existing quantum of dwellings be reprovided in the new development, with additional dwellings provided through making better use of the available land but working within the constraints of the site.

**Vision for the Cheam Village Sheltered Housing Scheme**

1.29 The vision for the Cheam Village sheltered housing scheme is to make optimal use of the opportunity offered by the site to provide modern, fit for purpose older person’s accommodation. All of the existing sheltered housing tenants will be guaranteed a tenancy in the new development. The development should be of the highest quality in terms of its design and sustainability and will respect and enhance the site’s character, heritage and natural assets. Fundamentally, the Cheam Village sheltered housing scheme should be a development with a sense of community; a modern, yet locally distinctive, high quality place.

1.30 Specifically, the scheme will:

- **Be a place where people want to live and spend time** through the creation of a place with a strong sense of community, character and identity. The development must take into account the needs of the established community of residents and be a place which encourages social interaction on the site as well as with the wider community;

- **Integrate positively with existing Cheam Village Conservation Area**, the surrounding properties and Cheam Park. A key requirement of the proposed development is to respect local character and the identity of the surrounding area by reflecting and responding to key aspects such as scale, built forms, materials, landscape and route networks, and key local views;

- **Have a cohesive design with a contemporary ‘village’ character**, created through the provision of high quality new homes and other facilities that are simple, coordinated and well designed to form a coherent place. The development will include, both green and landscaped open spaces as key focal points in the design, and will reflect good urban design principles (e.g. buildings that relate clearly and consistently to the street, building scales appropriate to the context, and a hierarchy of streets and spaces);
• **Build a sustainable development** that utilises new technologies and sustainable techniques, makes good use of the site features (including the existing trees), encourages non car modes of travel, and that uses higher densities to make efficient use of land;

• **Be a flagship housing scheme.** The Cheam Village sheltered housing scheme site has the potential to be a flagship example of how an older persons and vulnerable adults sheltered housing community can be developed. It has the potential to demonstrate that new additions to a historic context, if well planned and designed can enhance the character of a CA; and

• **Provide a range of homes for life for older people and other vulnerable adults.** The site provides the opportunity to develop new homes of a range of sizes and tenures. A key objective of the Planning Brief is to provide a framework for the development of a ‘fit for purpose’ older persons and vulnerable adults sheltered housing scheme with extra care facilities. The Lifetime Homes concept increases choice, independence and longevity of tenure through a flexible blueprint for accessible and adaptable housing in any setting vital to individual and community well-being.

**The Site & Context**

*Location*

1.28 The Cheam Village sheltered housing site is located in the western part of the Borough in Cheam ward (Figure 1). The site is located off Malden Road (A2043).

1.29 The site is part of Cheam Village, an area with special historical and architectural character and heritage. Cheam Village is a designated district centre and much of the village was designated a CA in 1970. At the heart of the village is a thriving, local retail parade along The Broadway. The village also contains a local library and churches further along Malden Road close to the site.

1.30 To the west of the site boundary is Cheam Park, a key piece of open land with historic significance that forms a large part of the Cheam Village CA. It is designated as a Site of Importance for Nature Conservation (SINC), Metropolitan Open Land (MOL) and land forming part of Metropolitan Green Chains.

1.31 Cheam Park Way forms the western border of the Planning Brief boundary and provides access to Cheam Park Lodge (a Grade II listed building, currently vacant), West Dene (two storey housing development built in the 1950’s and 60’s), and to the 3 three-bedroom properties that are included as part of the development site at 1-3 Cheam Park Way. Cheam Park Paddock allotments (accessed via Tudor Close) are located adjacent to the north-western boundary of the Planning Brief boundary. Properties located to the north of the site on Tudor Close are generally large detached or semi-detached houses with large gardens.

1.32 Properties immediately adjacent but outside the planning brief boundary with access from Mickleham Gardens include the Guide Hall, British Legion building and the (new) rectory. It should be noted that the Guide Hall, British Legion and Scout Hall had been suggested as possible opportunity sites for inclusion within the overall development
proposals, but consultation with the individual organisations has indicated that this is not appropriate at this stage.

1.33 The immediate surrounding area to the site is dominated by two storey residential properties, and is close to local shopping and other facilities on Malden Road and The Broadway.

**Cheam Village Conservation Area**

1.34 The character and special interest of Cheam Village CA is examined in more detail as part of the Conservation Area Assessment (CAA), available as a supporting document. A summary of the CAA and potential effects of redevelopment on the Cheam Village CA are provided in section 3.

1.35 The boundaries of the Cheam Village CA are identified in Figure 6. The CA covers an area of approximately 29 hectares and includes all of Cheam Park and the centre of Cheam Village.

1.36 Many significant historic buildings survive dating back to later medieval and eighteenth century giving the village its historic character. To the south and east of the site boundary are a group of noteworthy listed historic buildings. The group comprises the distinctive weather boarded cottages at No’s 1 to 25 (odd) Park Lane, No’s 1 to 7 (odd) Malden Road (including the Grade II* listed Whitehall and Nonsuch Cottage), the Grade II listed Rectory at 15 Malden Road, and Cheam Park Lodge.

**The Buildings**

1.37 The Elizabeth House building in Park Lane was built to provide older persons accommodation in the mid 1970’s. The building is two storeys but is built onto a raised level, approximately two metres above the street, and therefore gives the impression of a much larger building. The potentially dominating effect of the building is mitigated through the use of white painted weather boarding, which helps the building integrate with the listed cottages on Park Lane. The rear amenity areas are dominated by mature trees interspersed with parking areas.

1.38 The other sheltered housing blocks at 1-32 Mickleham Gardens, 2-12 Pond Hill Gardens and 23-27 Malden Road, built in the 1960’s to provide older persons accommodation, are mixture of single or two storey brick buildings with steeply pitched slate roofing. The blocks are arranged around communal garden areas, lawn mostly, with individual private terraces fronting onto these communal spaces.

1.39 The properties at 1-3 Cheam Park Way are a short terrace of two storey houses owned by the Council and built around 1970. This building is utilitarian in nature and does not respect the materials or character of the CA.

**Building Heights**

1.40 As is shown on Figure 3, most buildings are between 2 -2 1/2 storeys with some having accommodation within the roof space. Roof space accommodation is expressed as dormers through the steeply pitched roofline of several of the buildings with the village including the listed Old Rectory on Malden Road.
1.41 Figure 4 shows the variety in building heights close to the site and in Cheam Village. The existing sheltered housing site itself contains a mixture of single and two storey buildings. It should be noted that although, Elizabeth House is two storeys, it is built on land that is raised from Park Lane. This together with the bulk of the building gives an overall impression of a much taller building when viewed from Park Lane.

1.42 The majority of the residential houses nearby are two storey, however the heights to the roof ridgeline of these buildings can vary between approximately 7 -9metres. The lowest in height being the cottages along Park Lane and the higher two storey buildings being the listed Whitehall. The housing along Tudor Close are approximately 8 metres to the ridgeline, much of the height being taken up by the depth of the roof.

1.43 Several buildings close to the site contain accommodation in the roof space, including The Old Rectory on Malden Road. The average height of these buildings is approximately 9 – 9.5 metres to the roof ridge line, and about 6 – 7 metres to the eaves line.

1.44 There are some three storey buildings in the area, but for the most part these are situated further south, off The Broadway. The exception is the listed St. Dunstan’s Church, located to the east, close to the site, the spire of which can be seen from a distance and is a key local landmark.

1.45 The area is therefore typified by low to medium rise development with most buildings being 2 – 2½ storeys. Within this category however there is a variety of overall heights to the roof ridgeline of between 7.5 metres for the lower cottage type houses to approximately 9 metres for the taller 2½ storey houses. The three storey buildings located on the High Street are approximately 1 metres. The two churches off Malden Road being the tallest buildings, and in particular Dunstan’s Church, are important townscape landmarks.

1.46 The overall impression of height is affected by raised topography, bulk and design of building frontages, and depth of roof.
Figure 3 – Building Heights

Key:
- Planning Brief Boundary
- Conservation Area Boundary
- Single Storey (approx. 6m to roof ridge line)
- 2-2.5 Storey (approx. 8-9m to roof ridge line)
- 3+Storey (over 9m to roof ridge line)
- Park
- Topographical Height (Height above Newlyn Sea Level)
Figure 4 – Building Heights

Single storey (Mickleham Gardens)

Two storey (Mickleham Gardens)

Two storey cottages (Park Lane)

Two storey (Malden Road, Tudor Close)

Two storey raised from road level (Park Lane)

2 - 2 1/2 storey with accommodation in roof space (Malden Road, The Broadway)

3 storey (The Broadway)
Connections & Access

1.47 Main access points from Malden Road are via Pond Hill Gardens (a cul-de-sac) and Mickleham Gardens. Access routes via Park Lane (pedestrian only) and Cheam Park Way (to properties at 1-3 Cheam Park Way) offer limited access. There are several pedestrian routes throughout the sheltered housing scheme, which provide links for residents between housing blocks and areas of open space. At present, the only access to and from Cheam Park through the site is via a locked pedestrian gate for use by residents only, contributing to the self-contained and secure feel of the site.

Figure 5 – Connections & Access
1.48 TfL mapping (September 2006) indicates the entire site to have a public transport accessibility level (PTAL) of 3, which represents a medium level of accessibility to public transport services.

1.49 Cheam Station is located approximately 500m from the site and is connected to mainline rail services to London Victoria, Horsham, Epsom and Dorking. Nearest bus services are from Malden Road and provide connections to North Cheam, Worcester Park, Kingston, Sutton and Wallington together with the X26 express service to Heathrow and West Croydon.

1.50 The site is located off Malden Road (A2043), which provides links to the A232 one of Sutton’s key arterial routes running east to west and the A3 to the north. Residents consider parking within the development site by vehicles from elsewhere is currently, a major problem and would like to see appropriate measures to discourage this introduced as part of the redevelopment. Off-street parking facilities are provided a short distance away behind Cheam Library.

Ownership
1.51 All of the buildings within the Planning Brief boundary are owned by the London Borough of Sutton.
2. Planning Policy Background

2.1 This Planning Brief will be adopted as a Supplementary Planning Document (SPD), which is supplementary advice on the detail of how adopted policy will be implemented.

2.2 The development plan for the site is the London Borough of Sutton’s Unitary Development Plan (UDP) (2003) and the Mayor of London’s regional spatial strategy, the London Plan (consolidated with alterations since 2004, February 2008). Relevant government guidance is provided in the form of Planning Policy Guidance and Statements (PPGs and PPSs), which set out the Government’s national policies on various aspects of land use and spatial planning. Until the Local Development Framework (LDF) for Sutton replaces the UDP, the UDP will to be used by the Council, along with the Mayor’s London Plan, to determine planning applications.

2.3 The national, regional and local policy context to this Planning Brief is summarised in this section. Figure 6 is an extract from the UDP Proposals Map, which shows the planning policy designations relating to the Cheam Village sheltered housing site.

Figure 6 – UDP Proposals Map (extract)

Conservation & Heritage

2.4 The Town and Country Planning Act 1990, the Planning (Listed Buildings and Conservation Areas) Act 1990, and further government guidance contained in Planning Policy Guidance 15 - Planning and the Historic Environment (PPG15) requires local authorities to protect and enhance areas of special historical importance through the designation of CAs. CAs are defined as ‘areas of special architectural or historic interest, where the character or appearance is desirable to preserve or enhance’. The saved policies of the adopted Sutton UDP designate an area of Cheam Village, which

---

3 The Planning (Listed Buildings and Conservation Areas) Act 1990, section 69 (1)(a)
encompasses part of the Cheam Village sheltered housing site, as a CA (see Figure 5 for UDP Proposals Map extract).

2.5 Government guidance in PPG15 makes clear that CA designation does not inhibit redevelopment or demolition, but rather introduces a greater control for unlisted buildings and provides the basis for policies designed to preserve or enhance all aspects of character or appearance that define an area’s special interest. Local authorities are required in exercising their planning functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a CA. Development within the CA is managed through UDP Policy BE35, Development in Conservation Areas. The desirability of preserving or enhancing the CA should also be of material consideration for development proposals, which are outside the CA but would affect its setting, or views into or out of the area.

2.6 It should be noted that the current PPS 15 and 16 will be replaced by an updated PPS15 and together with English Heritage’s ‘Historic Environment Planning Practice Guide’ integrates planning policy and guidance affecting archaeology, historic areas, buildings and landscape. The government have recently issued a consultation draft of the new PPS 15 which focuses on the principles of understanding the significance of what is important about a building, site or landscape so that it is easier to determine the impact of proposed changes. The draft PPS 15 also contains clear policies on setting and design in the context of regeneration, housing supply and the need to address climate change when related to the historic environment.

2.7 Since a character appraisal to define the special architectural and historic interest of the Cheam Village CA has not been completed, an assessment of the special interest of part of the CA relevant to the Planning Brief boundary has been produced (available as a supporting document). This assessment has been carried out in accordance with English Heritage/Planning Advisory Service guidelines and will form material consideration in development management decisions for proposals within the CA and any adjoining areas.

2.8 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Council in exercising its development management function to have special regard to development that affects the setting of a listed building as the setting is often an essential part of building’s character. In accordance with UDP Policy BE26, the Council will seek to preserve or prevent any adverse effects on the setting and important views of listed buildings in assessing new proposals. Proposals will be required to have due regard to the setting of the group of listed buildings surrounding the site on Park Lane, The Broadway and Malden Road in order to prevent any negative impact on key elements of listed building setting or views.

---

4 The Planning (Listed Buildings and Conservation Areas) Act 1990, section 72
5 Consultation Paper on draft Planning Policy Statement 15 Planning for the Historic Environment (July 2009)
2.9 The northern portion of the Cheam Village sheltered housing site lies outside of designated boundary of the Cheam Village CA but due to its proximity is likely to have an impact on the CA. Proposals should ensure that the scale, form, materials, landscaping and boundary treatments of the development respect and contribute positively to the character of the CA.

**Housing**

2.10 National and regional housing policy is centred on the concept of sustainable communities and residential development, which maximises the use of scarce land, conserves energy, reduces harmful emissions and locates development in sustainable locations within easy access of services, shops, and public transport. The provision of new housing should also offer a range of choices for new households, including affordable housing. These policies are enshrined at a national level within PPS1 - Delivering sustainable communities, PPS3 - Housing and within the housing polices contained in the London Plan.

2.11 UDP Policy G/HSG1 reflects the general emphasis of national and regional policy, which is to make the most efficient use of available land without compromising local character. The London Plan states in Policy 3A.3 that the Mayor will, and boroughs should, ensure that development proposals achieve the maximum intensity of use compatible with local context.

2.12 London Plan Policy 3A.15 states that, given the level of need, loss of existing housing should be prevented except where its planned replacement is at existing or higher densities.

**Housing Mix**

2.13 In order to promote well-balanced communities in accordance with national and London-wide policy, UDP Policy HSG11 states that development proposals for new dwellings should seek to achieve a balance in the mix of housing types and sizes. This applies to proposals for developments on sites over 0.8ha or capable of accommodating more than 20 units. Supplementary Planning Guidance 7: Internal Housing Standards, which supplements UDP policies sets out the minimum functional spatial standards for housing. Spatial standards should be exceeded where possible.

**Sheltered Housing and Housing for Older People**

2.14 London Plan Policy 3A.31 requires that borough policies should provide for care and support needs housing, including sheltered housing with care support for older persons and other client groups, based on an up-to-date assessment of need.

2.15 The Council has adopted a number of policies designed to meet the housing needs of older people through the planning system. These include:
- Policy HSG12 - Housing for Older People;
- HSG13: - Car Parking in Housing for Older People;
- Policies HSG16 - Communal Accommodation;
- Policy HSG 17: - Location of Communal Accommodation and Group Homes.
Lifetime Homes and Wheelchair Accessible Housing

2.16 London Plan Policy 3A.5 seeks to ensure all new housing is built to meet ‘Lifetime Homes’ standards so that homes are accessible, adaptable, flexible, convenient and appropriate to changing needs and enhance choice, enable independent living and help to create more balanced and inclusive communities.

2.17 Implementation Point 12 in the Mayor’s Supplementary Planning Guidance, Accessible London: Achieving an inclusive environment states ‘The Mayor will and boroughs should seek to ensure that all residential units in new housing developments are designed to Lifetime Home standards’.

2.18 In addition, London Plan Policy 3A.5 seeks to ensure that 10 per cent of all new housing is wheelchair accessible or easily adaptable for residents who are wheelchair users.

2.19 While Lifetime Homes offer the choice to people who have acquired an impairment to remain in their home, they are not designed with the additional spatial requirements a wheelchair user needs. Therefore, new dwellings should be built to Lifetime Homes standards with a minimum of 10% built to be wheelchair accessible for immediate occupation.

Affordable Housing

2.20 The strategic target for affordable housing is set out in London Plan Policy 3A.9, which states 50% of all housing from all sources as being affordable.

2.21 UDP Policy HSG12 states that housing development for older people will not be exempt from the provision of affordable housing.

2.22 London Plan Policy 3A.10, section 3.55 states that affordable housing should be integrated with the rest of the development and have the same external appearance as the rest of the housing.

2.23 London Plan Policy 3A.15 requires local policies to prevent the loss of housing, including affordable housing unless it is replaced at existing or higher densities. Paragraph 3.75 also states that where redevelopment of affordable housing is proposed, it should not be permitted unless it is replaced by better quality accommodation, providing at least an equivalent floorspace. As a minimum requirement the existing quantum of dwellings (80 dwellings) must be reprovided as part of a new development.

Density

2.24 London Plan Policy 3A.3 seeks to ensure that development proposals achieve the maximum intensity of use compatible with local context, the design principles in Policy 4B.1 of the London Plan and with public transport accessibility. It also sets out residential density ranges, which are related to setting in terms of location, existing built form and massing, and the index of public transport accessibility (PTAL).

2.25 In accordance with Table 3A.2, the location of the Cheam Village sheltered housing scheme is classified as an ‘Urban’ setting, due to its proximity to Cheam District Centre,
2.26 Therefore, an appropriate range of housing density is considered to be 55-145 units per hectare (u/ha), or 200-450 habitable rooms per hectare (hr/ha).

2.27 However, London Plan Policies 4B.1 and 4B.8 seek to ensure that developments respect local context, history, built heritage, character and communities to preserve and enhance characteristics of local distinctiveness.

2.28 This is reflected in UDP Policy G/HSG1, which seeks to safeguard the character and appearance of existing residential areas, whilst seeking to make the best and most efficient use of land. In accordance with G/HSG1, UDP Policy HSG2 seeks to make the best and most efficient use of land and to that end, achieve a minimum density of 150 habitable rooms/30 dwellings per hectare, while ensuring that developments respect the character and appearance of the area.

**Urban Design**

2.29 Design principles and guidance for the Borough are set out in UDP Policy BE1 and Creating Locally Distinctive Places: Urban Design Guide SPD. In addition, a Characterisation Study has been undertaken and produced as a Report of Studies supporting the development of the LDF.  

2.30 The UDP contains a number of policies relating to urban design, including:

- Policy BE1 – Good Urban Design;
- Policy BE4 – Building Relationships;
- Policy BE6 – Design of Public Realm;
- Policy BE12 – Landscape Provision in New Development;
- Policy BE14 – Residential Quality in Sustainable Locations

2.31 Other guidance which must be taken into account includes the Interim Planning Guidance (IPG) on Sustainable Design and Construction.

**Street Design / Layout**

2.32 Manual for Streets (CLG, DfT) 2007 provides technical guidance and best practice focusing mainly on residential streets. It introduces a ‘user hierarchy’, which places pedestrians at the top above vehicles. The Manual develops street character types based on location specific basis. It should be noted that the Council are currently preparing a new ‘Streetscape Design Guide’ to complement the DfT’s publication, setting out technical guidance on layout of new streets, parking provision and sustainable transport.

---

9 Manual for Streets (March 2007) Joint publication by the Department for Transport (DfT) and Communities and Local Government (CLG)
2.33 The Council will require appropriate assessments to be carried out to inform the design and location of new roads or alterations to existing roads.

Designing out Crime
2.34 UDP Policy BE8 seeks to ensure that the design and layout of developments incorporate design principles that deter crime and reduce the fear of crime through the application of guidance contained in the Designing Out Crime SPD.

Tall Buildings
2.35 The UDP defines a tall building as a building in excess of 3 storeys and limits the construction of tall buildings to the Sutton Town Centre unless they can be justified elsewhere for townscape reasons. A Tall Buildings Study undertaken by consultants, Gillespies, identifies the site as within an area of general exclusion for new development that is significantly taller than the surrounding buildings, due to its inclusion in and close proximity to Cheam Village CA and several listed buildings.

Nature Conservation, Landscape Impact & Trees
2.36 UDP Policy G/OE5 seeks to enhance the ecology and ‘green’ character of the Borough including landscape areas, trees and habitats. SPG2: Nature Conservation supplements the UDP policies with the aim of ensuring new development safeguards and enhances nature conservation in the borough. SPG2 also provides guidance on new landscaping schemes.

2.37 Policy OE23 states that developments that are located adjacent to a Site of Importance for Nature Conservation (SINC) must ensure that there will be no detrimental impact on the SINC. UDP Policy OE29 requires an environmental or ecological impact assessment as part of development proposals if the development is likely to have a significant impact on a SINC.

2.38 According to UDP Policy BE25, the Council will oppose the loss of trees that make a positive contribution to the character the area.

2.39 Although none of the trees within the planning brief area are protected by Tree Preservation Orders (TPOs), the Town and Country Planning Act 1990 requires anyone proposing to cut down or carry out work on a tree in a CA to give the Council six weeks’ prior notice (a section 211 notice) providing the Council the opportunity to impose a TPO if deemed necessary. In addition, the Council has additional powers to protect significant trees in all areas in accordance with UDP Policy OE30.

2.40 Due to the proximity of Cheam Park, a further policy of relevance is Policy G/OE17.

Archaeology
2.41 The site is located in an Archaeological Priority Area (UDP Policy BE40), which means that preliminary archaeological field evaluations will need to be undertaken prior to development proposals being considered.

---

10 Tall Building Study, London Borough of Sutton (October 2008)
Transport

2.42 Transport policy is provided in detail at the national, regional and local policy level. PPG13: Transport has a number of key objectives, including the integration of planning and transport at the national, regional, strategic and local level, with a view to:

- Promoting more sustainable transport choices for both people and moving freight;
- Promoting accessibility to shopping, leisure facilities and services by public transport, walking and cycling; and
- Reducing the need to travel, especially by car.

2.43 At the Borough level, Section 11 (Transport) of the adopted UDP sets out a number of saved policies relevant to the site covering a range of issues including parking, transport impact, public transport, pedestrians and cyclists and traffic in residential areas.

Parking

2.44 New developments are expected to comply with the Council’s adopted maximum car parking standards as set out in Policy TR12 and Appendix 7 of the UDP.

2.45 UDP Table 7.9 sets out car parking standards for residential uses. A maximum of 1 space is permitted for houses and flats up to and including 4 habitable rooms (except for 3+ bedrooms). UDP Policy HSG13 states the Council may accept reduced parking standards in order to encourage older peoples housing.

2.46 Car clubs are also promoted under the correct conditions by LB Sutton. The Car Clubs SPD provides guidance on their appropriate use and their relationship to parking standards.

Sustainable Development

2.47 UDP Policy G/SD4 seeks high quality urban design whilst respecting local character as a key requirement of sustainable development.

2.48 Proposals should meet the energy efficiency requirements of the London Plan section 4A.3 and those set out in the Council’s Sustainable Design and Construction IPG.

2.49 New developments are expected to meet the objectives of the London Plan 4A.1 which requires developments to mitigate the effects of climate change and minimise carbon dioxide emissions by reducing energy use and increasing renewable sources of energy. According to London Plan policy 4A.6, proposals are required to demonstrate that their heating, cooling and power systems have been selected to minimize carbon dioxide emissions and that heating and cooling infrastructure should be designed to allow for decentralized energy.

2.50 Proposals should be in line with London Plan Policy 4A.16 which seeks to protect and conserve water supplies and resources by, amongst other things, maximizing rainwater harvesting and grey water recycling, and minimizing the use of treated water so that a
maximum water use target of 105 litres per person per day for residential development is achieved, adjusting in the future as the standards and policy change.

2.51 London Plan Policy 4A.7 and IPG Guideline SDC4 set out 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.

2.52 IPG Guideline SDC2 requires all residential developments involving the creation of at least 1 new dwelling to achieve an overall sustainability rating of at least ‘Level 3’ under the Code for Sustainable Homes. However, the Council requires developers to achieve higher standards for this development so that all housing on the Cheam Village sheltered housing site achieves at least Level 4.

2.53 According to London Plan 4A.11, proposals should incorporate living roofs and walls where the opportunity arises.

Flood Risk & Groundwater Protection
2.54 PPS25 requires that a surface water drainage strategy accompany planning applications for development proposals of 1 hectare or over in Flood Zone 1. Drainage design should be based on the SUDS hierarchy as set out in London Plan Policy 4A.14.

2.55 The Environment Agency consider the site to be in an area of high sensitivity with regards to groundwater protection. It will therefore be necessary for any developer to comply with PPS23 (Planning and Pollution Control, Annex 2: Land Affected by Contamination) to assess the level of risk to both human health and environment. The site located within ground Source Protection Zone 1 (SPZ1). An SPZ is a designated zone which requires protection from contamination and the EA will therefore oppose any discharges to ground other than clean roof water to protect sensitive groundwater body.

Other Relevant Standards
2.56 Homes and Communities Agency\(^{11}\) role includes responsibility for funding and regulating the provision of affordable homes in England

2.57 The Agency’s Design & Quality Standards (2007)\(^{12}\) and Circular 03/04\(^{13}\) sets out the Corporation’s definition for housing for older people and projects that will receive Social Housing Grant. The standards cover specific requirements for housing for the elderly, supported housing and wheelchair accessible housing as well as communal facilities. The design of affordable housing units should comply with the Design and Quality Standards (or any subsequent replacement of these).

\(^{11}\) Formerly the Housing Corporation prior to December 2008.
\(^{12}\) Design and Quality Standards, Housing Corporation (April 2007)
\(^{13}\) Housing Corporation Regulatory Circular – Number 03/04: The Housing Corporation’s definitions of housing association supported housing and housing for older people, Housing Corporation (April 2004)
2.58 The London Development Agency has published new draft guidance on design for all publicly funded homes built in London from 2011\textsuperscript{14}. The (draft for consultation) London Housing Design Guide sets out new minimum internal space standards, as well as guidance on the design of outside spaces between and around buildings and standards for privacy, noise and to ensure that new homes are designed to meet climate change.

2.59 Thames Water have highlighted that significant upgrades to the sewage network may be required given the levels of development propose. Developers will need to demonstrate that adequate capacity exists both on and off the site to serve the development and not lead to problems for existing or future users.
3. Summary of the Special Interest of Cheam Village Conservation Area

3.1 A CA is defined as an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.15 The adopted Sutton UDP designates an area of Cheam Village, as a CA (see Figure 6 for UDP Proposals Map extract). It covers an area of approximately 29 hectares and includes all of Cheam Park and the centre of Cheam Village.

3.2 As the Planning Brief site boundary is located partly within the Cheam Village CA, it is important that the elements that contribute to the special architectural and historic interest of the Cheam Village CA are clearly defined to ensure that they are preserved and enhanced by the redevelopment of the Cheam Village sheltered housing site.

3.3 In the absence of a character appraisal for this CA, an assessment of the special interest of the Cheam Village CA has been undertaken to inform both the development of this Planning Brief and the consideration of future planning applications for the site. Although the assessment considered the whole of the CA generally, it focuses in more detail on the North West quarter of the Cheam Village CA, where the Cheam Village sheltered housing site is located (Figure 7). The Conservation Area Assessment (CAA) is available as a supporting document and a summary of the findings is provided in this section.

Figure 7- Cheam Village Conservation Area

---

15 The Planning (Listed Buildings and Conservation Areas) Act 1990, section 69 (1)(a)

DRAFT Cheam Village Sheltered Housing Scheme Planning Brief
August 2009 Child Graddon Lewis
3.4 In a CA it is the whole area, made up of the buildings and the spaces in between them, that is of architectural or historic interest.

3.5 The CAA considered important buildings, significant views, important trees, open spaces, and also elements of the townscape that enhance or detract from the overall character of the CA.

History
3.6 Part of Cheam dates back to Saxon times and Cheam is mentioned in the Doomsday book.\textsuperscript{16} Cheam was, at this time, two villages and the site itself may have been part of West Cheam, a small hamlet centred around what is now St.Dunstan’s Church (Lumley Chapel). Cheam was known in later middle / medieval ages for its pottery and several archaeological excavations have unearthed examples of pottery sherds from sites around Cheam. A medieval pottery kiln was excavated in Parkside and an early Tudor one in the High Street. A large quantity of pottery wasters and kiln debris were found in the back garden of Whitehall.

3.7 In 1538 Henry VIII began building Nonsuch Palace, on the grounds of what is now Nonsuch Park. Whitehall and some parts of the cottages along Park Lane date from around this time, but were added to later in the 17\textsuperscript{th} and 18\textsuperscript{th} century. Cheam continued as a rural village, and it was only during the inter war period in the 1920’s and 1930’s that the character of the village significantly altered with the arrival of new housing and other buildings such as the mock Tudor stores along The Broadway.

Buildings and Architecture
3.8 Today, Cheam derives its historic character principally from the many fine examples of residential Tudor, Victorian and inter war buildings, although many new buildings were built during the 1950’s and 60’s, including much of the Cheam Village sheltered housing site.

3.9 The buildings within the Cheam Village CA are generally between 2 – 2.5 storeys in height, approximately 7-8 metres and 9-10 metres respectively. The taller buildings are located closer to the High Street. Many of the taller buildings contain a third storey within the roofspace, identified externally by gabled windows as can be seen on many of the buildings on The Broadway.

3.10 The CAA identifies four main groups of buildings that contribute positively to the special interest and character of the northwest quarter of the CA:
• the listed buildings around the junction with Park Lane and Malden Road;
• the inter war buildings along Ewell Road and The Broadway;
• the 1930s Arts and Crafts style buildings along Parkside; and
• the 19\textsuperscript{th} century buildings close to the petrol filling station on Malden Road. These are identified on Figure 8.

All four groups have a positive effect on the character of the CA.

\textsuperscript{16} The Domesday Book was commissioned in December 1085 by William the Conqueror. The first draft was completed in August 1086 and contained records for 13,418 settlements in the English counties south of the rivers Ribble and Tees (the border with Scotland at the time).
Figure 8 - Cheam Village Conservation Area Townscape Analysis
3.11 The most important group identified are the listed buildings around the junction of Park Lane and Malden Road. Due to the proximity of the proposed development site, it is likely that redevelopment of the site will have the greatest impact on the setting of this group of buildings.

3.12 The group comprises the distinctive weather boarded cottages at No’s 1 to 25 (odd) Park Lane, No’s 1 to 7 (odd) Malden Road (including the Grade II* listed Whitehall and Nonsuch Cottage), the Grade II listed Rectory at 15 Malden Road, and Cheam Park Lodge. The Rectory forms an important stop to this group of buildings and is constructed from red weathered brickwork. This group also includes the garden wall to the north of 1 and 3 Malden Road, with the Rectory garden walls and laundry in the grounds of the Rectory. These buildings are identified as making a vital and important contribution to the character of the CA.

3.13 The group of 19th century unlisted buildings at 14-40 (even) Malden Road have been identified as being of townscape merit due to their age and group value. This group is also been identified as providing a positive contribution to the special interest of the CA.

3.14 Although only part of the sheltered housing site is within the CA, the assessment is extended to include the whole of the Cheam Village sheltered housing site. A detailed analysis is provided within the CAA of the existing buildings on the sheltered housing site. The majority of these buildings were built between 1950 and 1960, with the exception of Elizabeth House which was built in 1975. The impact on the CA as identified in the assessment, and illustrated on Figure 7, fall into three groups:

- buildings that have a neutral effect;
- buildings that have a negative effect;
- buildings that could be designed to enhance the CA, due to their pivotal location within the CA.

3.15 The group of buildings fronting Pond Hill Gardens and Cheam Park Way are identified as having a negative effect due to a combination of the quality of the architecture, age of buildings and type of materials used. Elizabeth House is identified as having a neutral effect because although it fits into the context of Park Lane, due in large part to the use of white weather boarding and recessed building line, the scale and bulk of the building is considered out of character with the cottages on Park Lane.

Materials.

3.16 Despite the complexity of architectural detail, building age and style within the northwest quarter of the CA, the principal materials used are from a restricted palette; timber weather boarding painted white or sometimes black, and red brick, with roofs covered in either hand-made clay tiles or terracotta pantiles on the earlier buildings and slate on the later 19th century buildings.

Landscape and Trees.

3.17 The CA is primarily urban/suburban in nature, but there are important open spaces and landscape features, which make a positive contribution to the CA. The green landscape within the northwest quarter of the CA comprises Cheam Park and the private gardens and trees surrounding individual or groups of buildings, as in the case of the 1930’s housing on Parkside and indeed the Cheam Village sheltered housing scheme itself.
3.18 Cheam Park forms a large portion of the CA providing a positive edge to the assessment area. The setting of the historic park will need to be considered, in particular the eastern boundary along Cheam Park Way.

3.19 Trees make an important contribution to the special interest of the CA and also enhance the significant green spaces mentioned above.

3.20 There are a number of existing trees identified in the CAA on the development site that contribute positively to the CA. The principal groups are located along the north border of Park Lane in front of Elizabeth House, which not only soften the streetscape but are also important to the setting of the listed buildings and Cheam Park beyond. The rear of Elizabeth House contains another important grouping of trees as identified on the survey drawing in Appendix 2. The retention of these groups of trees is recommended within any proposals for the sheltered housing site.

Landmarks & Views

3.21 Important views are identified in the CAA and illustrated on the Townscape Appraisal Plan (Figure 7). Key views in relation to the development site are:

- views to and from St. Dunstan’s Church (spire);
- views looking west from Malden Road along Park Lane and Mickleham Gardens; and
- views from Cheam Park.

3.22 St Dunstan’s Church is Grade II listed and makes a large and positive contribution to the townscape because of its history and architectural quality. The spire is the most prominent landmark within the CA and is visible from many parts of the village and beyond. It is one of the defining features of the village and protecting and enhancing views to the spire from the development site will be important.

3.23 Although views from Cheam Park to the site are screened by trees offering only glimpses through the CA, close range views from Cheam Park Way will affect the setting of the park and will therefore need to be taken in account as part of any development proposals.

3.24 Park Lane offers a uniquely picturesque view looking west from The Broadway and east from Cheam Park, ending in the view of the rear of Whitehall. Any development will have to take into account the effects on these views.

3.25 Other key views identified are from Malden Road through to Mickleham Gardens looking west. Development will need to take into account this view in order to provide a positive focus at the end of this vista.

Impact of Redevelopment on the Conservation Area

3.26 Redevelopment proposals should be designed to comply with the overall requirement for development in CAs, which is to preserve or enhance the CA in which the proposals are located.

3.27 Scale, massing, building heights, key views, type and quality of materials and other elements such as trees contributing to the character or setting of the CA should be paid special regard in new proposals so that any new buildings are designed to be in keeping with their surroundings.
3.28 It is evident that the development on the sheltered housing site will most affect the group of listed buildings at the junction with The Broadway and Park Lane. In accordance with the CAA and guidance in PPG15 special regard should be had for the scale, height, form and massing of proposals, while paying respect to key views, the traditional pattern of frontages (e.g. vertical or horizontal emphasis and detailed design of scale and spacing of openings), and the nature and quality of materials.

3.29 According to the prevalent scale of buildings within the CA, building heights should be between 2-3 storeys, and the tallest buildings should be located to preserve or enhance key views and the setting of the listed buildings nearby.

3.30 The CAA identifies St. Dunstan’s Church as a prominent landmark and any views to the spire should be enhanced or preserved. Other key views likely to be affected by new development are along Park Lane, Cheam Park Way and, looking west into the development site, along Mickleham Gardens.

3.31 Aspects of the current sheltered housing scheme are considered to have a negative impact on the CA due to, in the main, the quality of architecture and materials used. The buildings identified are those in the north portion of the site, fronting Pond Hill Gardens and Malden Road (Figure 7). Although these buildings are outside the CA boundary, their proximity means they have an impact on the setting of the CA. New buildings at this location should therefore be designed paying special regard to their impact on the character and setting of the CA. Similarly, replacing the properties at 1-3 Cheam Park Way creates an opportunity to provide new high quality buildings which make better use of their location and enhance rather than detract from the setting and character of the CA and park setting.

3.32 Other buildings within the sheltered housing scheme are considered to have a neutral effect on the CA (Figure 7), and new development proposals have the opportunity to make a more positive contribution to the CA in terms of quality of architecture and materials. For example, development fronting Park Lane should take account of roof pitch, window proportions, plan depth and a staggered building line so that it is more in keeping with the architectural qualities and scale of the listed cottages and Whitehall.

3.33 Careful reference should be paid to these matters and also to the urban form that make up the special character and appearance of the CA.

4. Key Issues & Opportunities

4.1 Issues raised in this section have been informed by consultation with residents of the existing sheltered housing scheme, local residents and site visits undertaken during September and October 2008. Key issues raised during consultation meetings have been included in Appendix 1. Figure 9 summarises the key issues and opportunities at the Cheam Village sheltered housing site.
4.2 A key policy issue governing any new development will be the protection and enhancement of Cheam Village Conservation Area, in particular, the group of listed buildings surrounding the site. This will be a fundamental factor in assessing a range of development issues such as site layout, building design, building heights and density, appropriateness of materials etc.
4.3 The redevelopment is, however, also expected to maximise the use of available land to enable the delivery of good quality, affordable housing for older people and vulnerable adults, whilst preserving and enhancing the special character of the CA and the setting of adjacent listed buildings.

**Design and Character of the existing site**

4.4 For residents of the existing sheltered housing scheme, a critical factor for new development proposals will be to preserve the sense of community that currently exists on the site. This can be encouraged through the physical aspects of the buildings, architecture and site layout. New development proposals should take cues from the positive aspects of the current site as outlined below.

4.5 The current group of one and two storey buildings sit well within the surroundings in terms of density and scale and ample provision of green amenity spaces help to integrate the site with both Cheam Park and the character of the wider CA. Appendix 3 is an analysis of the positive characteristics of the existing site, which should be encouraged in new development proposals.

4.6 In summary, the positive design influences from the existing site are:

- Low rise buildings with architectural elements such as chimneys providing interest to the rooftops and other architectural details giving individual blocks character;
- Use of individual front doors and front gardens, providing a sense of ownership and identity;
- Parking kept to a minimum and in small parcels;
- Extensive use of green spaces providing private, communal and incidental meeting spaces. These spaces are well used and provide a focus for social gathering, relaxing or simply create a tranquil vista for residents from their homes;
- Individual blocks are connected by pedestrian routes, which are overlooked providing a better sense of security;
- Consistency of materials. The use of white weather boarding on Elizabeth House matching the cottages on Park Lane helps reduce the impact of the newer building on the setting of these listed buildings. Elsewhere use of brick and timber provide a simple, consistent palette of materials.

**Heritage & Conservation**

4.7 The Planning Brief boundary is partly within Cheam Village CA (UDP Policy BE34) and issues relating to enhancing and preserving the special interest of the CA have been discussed in section 3 of this document.

4.8 The site is also within a designated Archeological Priority Area (UDP Policy BE40). Archeological Priority Areas are known to be of archaeological importance because of past finds, excavations or historical interest. Cheam Village has a rich history from Saxon times through the medieval and Tudor periods to the present day. Therefore, much of the area is likely to contain valuable below ground archaeological evidence of former activities or uses.

4.9 Prior to any proposed development there is a requirement to carry out an appropriate archaeological evaluation or record, which contribute to our understanding of Cheam’s past. The London Archeological Archive and Research
Centre (LAARC) hold records and finds from archaeological work undertaken in Cheam. The findings unearthed include medieval/Tudor pottery and evidence of much earlier agricultural activity.

4.10 The assessment of the special interest of the Cheam Village CA, and in particular the north west quarter of the CA, has identified buildings that make a positive contribution to the CA through a combination of the historical interest of buildings, the type and quality of architecture and their influence on the overall character of the townscape.

4.11 The group of listed buildings at the junction between Malden Road and Park Lane are considered to make the most significant contribution to the special character of the CA. The group comprises the distinctive weather boarded cottages at No’s 1 to 25 (odd) Park Lane, No’s 1 to 7 (odd) Malden Road (including the Grade II* listed Whitehall and Nonsuch Cottage), the Grade II listed Rectory at 15 Malden Road, and Cheam Park Lodge. Proposals will be expected to pay special regard to preserving and enhancing the setting of this group of buildings.

4.12 Scale, massing, building heights, key views, type and quality of materials and other elements such as trees contributing to the character or setting of the CA should be paid special regard in new proposals so that any new buildings are designed to be in keeping with their surroundings.

4.13 According to the prevalent scale of buildings within the CA, building heights should be between 2-3 storeys, and the tallest buildings should be located to preserve or enhance key views and the setting of the listed buildings nearby.

4.14 The CAA identifies St Dunstan’s Church as a prominent landmark and any views to the spire should be enhanced or preserved. Other key views likely to be affected by new development are along Park Lane, Cheam Park Way and, looking west into the development site, along Mickleham Gardens.

4.15 Some aspects of the current sheltered housing scheme are considered to have a negative impact on the CA, predominantly due to the quality of architecture and materials used. The buildings identified are those in the north portion of the site, fronting Pond Hill Gardens and Malden Road. Although these buildings are outside the CA boundary, their proximity means they have an impact on the setting of the CA. New buildings at this location should therefore be designed paying special regard to their impact on the character and setting of the CA. Similarly, replacing the houses at 1-3 Cheam Park Way creates an opportunity to provide new high quality buildings, which make better use of their location and enhance rather that detract from the setting and character of the CA and the setting of Cheam Park.

4.16 Other buildings within the sheltered housing scheme are considered to have a neutral effect on the CA, and new development proposals have the opportunity to make a more positive contribution to the CA in terms of quality of architecture and materials. For example, development fronting Park Lane should take account of roof pitch, window proportions, plan depth and a staggered building line so that it is more in keeping with the architectural qualities and scale of the listed Whitehall and Park Lane cottages.
Landscape and Trees
4.17 The current sheltered housing site benefits from a variety of garden spaces, both communal and private, with views to the trees in Cheam Park. The combination of a variety of green spaces, trees and views of greenery beyond the site significantly contribute to the feeling of tranquillity that permeates the whole site. Landscaping strengthens the identity of the site and is an important contextual link with the surrounding area.

4.18 Green spaces are also an important element in the lives of the residents and contribute strongly to a sense of well being and to the sense of community. Residents are encouraged to use the green spaces for social gatherings or incidental meetings, whilst some of the residents actively manage the gardens. Those residents who are less mobile have stated that the views of gardens and trees from within their homes are a great source of pleasure.

4.19 As described in section 2, trees within CAs are given special protection by the Town and Country Planning Act 1990 and the Council has additional powers to protect significant trees in all areas in accordance with UDP Policy OE30.

4.20 The CAA identified that the existing trees, which contribute to the character of the CA are primarily those surrounding Elizabeth House and developers will be required to integrate these into the overall proposals. A recent survey of trees around Elizabeth House is provided in Appendix 2, however, it should be noted that a comprehensive tree survey for the whole site should be carried out as a part of proposals at planning stage. Where retention is not possible of trees that are identified as not contributing to the setting of the CA or listed buildings, replacement trees should be provided as part of development proposals.

4.21 The presence of trees and green spaces make a strong positive contribution to the townscape, the setting of the CA and to the sheltered housing site. The integration of both hard and soft landscaping into the overall development should be an integral part of any proposals.

Views.
4.22 Important local views identified in the CAA and shown on Figure 9, and include views to the spire of St Dunstan’s Church, views from Cheam Park (through trees) past Cheam Park Way, and views looking west from Malden Road along Park Lane and Mickleham Gardens.

4.23 More opportunity could be made of views from within the development site to Cheam Park and the allotment gardens through orientation of buildings and windows.

4.24 Other views to consider are long views from Malden Road looking north towards the West London Ridge and looking south towards the village.

4.25 The view from Malden Road looking south in particular has the opportunity to be improved, as it includes a prominent corner at the junction of Malden Road and Pond Hill Gardens. The topography of this corner junction is raised making this site
more prominent. The CAA has identified the existing buildings at this corner junction as having a negative impact on the CA. A new building has the opportunity to enhance this important corner.

Access and Connections

4.26 Mickleham Gardens and Pond Hill Gardens are the main routes into the site from Malden Road. They do not provide through routes to any of the surrounding streets or to Cheam Park and this arrangement is an important aspect to maintain since it contributes to the security and self contained nature of the site.

4.27 Creating vehicle access to the site from Park Lane is considered inappropriate as there are safety issues, due to poor sight lines. Recent road accident reports in the area show most road incidents occurring on Park Lane. Any attempt to redress this and/or cause an increase in traffic along Park Lane is likely to affect the setting of the listed buildings and should therefore be avoided.

4.28 As a result, it is expected that access via Mickleham Gardens and Pond Hill Gardens be retained as the main access routes into the site.

4.29 The possibility of extending Pond Hill Gardens to join Mickleham Gardens could be explored in order to provide better connections between the north and south portions of the site and to provide a more unified development plan for the site. However, proposals for altering the existing road layout should be considered as part of a comprehensive transport assessment which should also consider improvements to the safety of cars and pedestrians crossing Malden Road.

4.30 Any proposed changes to the adjacent road network will be subjected to appropriate design and evaluation processes, including a Stage 1 Road Safety Audit. These will aim to ensure that any proposals meet accepted safety standards. In particular, the junction between Pond Hill Gardens and Malden Road needs careful consideration due to the high level of traffic, and cars turning into the petrol filling station and Lumley Road.

4.31 Increasing the density on the site may also increase the volume of traffic entering the site. Any impact on the adjoining properties and safety will need to be assessed.

4.32 Access to the site is also required by emergency vehicles. Large vehicles find it difficult to enter the site due to the narrow width of Mickleham Gardens. There is an opportunity to improve access for these vehicles by widening Mickleham Gardens, however, this will be subject to detailed transport proposals and the extent of any widening could depend on whether one-way or two-way operation is proposed.

4.33 The needs of cyclists should also be taken into account, and development proposals should incorporate adequate provision for secure cycle storage in line with current standards set out in Sutton’s UDP.

Access to Facilities

4.34 Consultation with residents has highlighted the importance of Cheam Village to their daily lives. Many facilities and amenities, such as doctors’ surgery are located
close to the centre of the village, and pedestrian routes from the site to Malden Road will aid access to these facilities.

4.35 Residents have identified the pedestrian route via a lockable gate to Park Lane as important to maintain as it is a shorter and more pleasant route to the village and Cheam Park.

Parking
4.36 Opportunistic parking has been highlighted as a growing problem by existing residents. Introducing appropriate parking restrictions as part of the development to overcome this problem would help to ensure that parking spaces are available to be used by residents, helping to strengthen a sense of security.

Maintaining Access to Buildings and Areas
4.37 Access to properties adjacent to the Planning Brief site will be required to be maintained, both during and following the development of the site. Properties include 13 – 17 Pond Hill Gardens, properties along Mickleham Gardens and a private garage to the rear of 7 Malden Road (accessed via Mickleham Gardens).

4.38 The properties on the north side of Mickleham Gardens (Girl Guides Hall, British Legion Hall and Scout Hall) have been highlighted as ‘opportunity’ sites. Although they are outside the Planning Brief boundary, developers may wish to discuss inclusion of these sites within the overall development with the relevant organisations. Inclusion of these sites may offer opportunities for reprovision of improved facilities for the organisations and enable better use of the overall site. Where these sites are not included, access will need to be maintained.

Open Space
4.39 Cheam Park is a significant feature contributing to the character of the CA and to the amenity of local residents.

4.40 According to the UDP, the site is not within an area of open space deficiency, due to the proximity of Cheam Park. In accordance with UDP Policies G/OE4, G/OE5 and OE17 that seek to improve access to public open spaces, maintaining existing access via Park Lane and Cheam Park Way for pedestrians and cyclists is considered the preferred way forward. Additional public routes through the site to the park will impact on the security of the sheltered housing scheme and adversely affect the self-contained nature of the site.

4.41 Residents from the sheltered scheme have identified the existing pedestrian route along Park Lane via a locked gate to the side of Elizabeth House as the preferred route to the park.

Adjoining Properties
4.42 Many of the residents in adjoining properties have expressed concern over overlooking, privacy, loss of views and potential reduction in daylight/sunlight.

4.43 The sensitivities of the adjoining properties as well as Council policy should guide design proposals and will dictate building height, placement of windows, balconies and site layout.
4.44 The impact of the construction will need to be carefully considered and managed in order to minimise negative impacts on adjoining properties. A construction management plan will be required to include a strategy for maintaining access to adjoining properties.

Building Heights.

4.45 The Cheam Village sheltered housing site is identified as an area of general exclusion for new development that is significantly taller than the surrounding buildings, due to its inclusion in and proximity to Cheam Village CA and several listed buildings.

4.46 A mixture of building heights between two and three storeys would add interest and variety to the urban form of the development and would also facilitate increasing the density on the site whilst providing as much green space as possible. The ultimate aim would be to produce a place which is useable and lively, interesting and contributing to village character. This means a high quality development designed to an appropriate domestic scale and form, with variation, contrasts and visual stimulation, vernacular materials and palate, spacing and green areas, attention to detailing and also respect for the surroundings and context.

4.47 Accordingly proposed buildings on the site should not exceed 3 storeys, and should be reduced to 2-2.5 storeys where there may be an adverse visual impact on key views, the overall setting of the CA and the setting of listed buildings in the area and have a negative impact on other neighboring properties. Notwithstanding local concern regarding building heights, it is considered more appropriate to test building heights at a more detailed design stage taking into account factors such as topography and local view corridors within the overall design of the development.

Summary of Key Issues

4.48 Summary of Constraints

- In order to preserve the character and setting of the CA and listed buildings, new buildings may be restricted in height, scale and choice of materials.
- Restrictions on site layout may be imposed due to important views to and from key adjoining buildings. In addition, trees in CAs have special protection, particularly those that contribute to the character and setting of the CA, and this will also influence where new buildings can be placed.
- Key local views that contribute to the setting of the CA and are to be protected include:
  - views to St Dunstan’s Church spire;
  - views from Cheam Park (glimpses to the development site);
  - views looking east and west along Park Lane.
- Road safety issues at the junction with Malden Road may restrict vehicle access. Careful planning will be required to ensure that any road safety issues are satisfactorily addressed and overcome.
- Access to adjoining properties on Pond Hill Gardens, Mickleham Gardens and the rear of 7 Malden Road will need to maintained.
Overlooking, loss of daylight and sunlight and overshadowing onto adjoining properties will need to be minimized which may restrict the height and placement of windows of proposed buildings.

4.49 Summary of Opportunities

- Existing buildings on the sheltered housing site have a neutral or negative effect on the CA. A unique opportunity exists to enhance the CA and the setting of adjoining listed buildings with new buildings of a high architectural quality using good quality materials that respect the immediate context and which provide more consistency in design and quality to the whole site. Particular opportunities include:
  - the scale and elevations of buildings on Park Lane can be designed to be more in keeping with the listed Park Lane cottages;
  - buildings on Cheam Park Way and Pond Hill Gardens can similarly be improved to make a positive contribution to the CA and to improve these important locations within the sheltered housing scheme site;
  - improvement to the vista from Malden Road to Mickleham Gardens;
  - a landmark building or focal point at the corner junction of Malden Road and Pond Hill Gardens could enhance this prominent corner.

- There are opportunities to make the most of views to Cheam Park and the allotment gardens from within the development site through orientation of buildings and windows so that more dwellings have views to greenery beyond the boundaries of the site;

- At present, there are restricted views to St Dunstan’s spire from within the site and new buildings could create new views to the church, for example, from the junction of Pond Hill Gardens / Malden Road;

- Existing access via Mickleham Gardens and Pond Hill Gardens is restricted due to the width of the roads, lack of connection between north and south portions of the site and road safety issues at the junction with Malden Road. Opportunities for improving access to and within the development and safety on Malden Road should be assessed as part of a comprehensive Transport assessment;

- New buildings set around retained mature trees and green spaces to provide a strong identity and character to the site;

- Maintaining the pedestrian link with Park Lane retains the strong connection that the existing residents have with the wider community and village. Good pedestrian links supports the independence of residents and it encourages access to the facilities within the village and Cheam Park without the use of a car, thereby helping to create a more sustainable development.
5. Development Framework Concept

5.1 This section deals with the general approach to development. Figure 10 illustrates the key issues associated with the general approach to development. The general development approach and principles have been informed by a number of issues such as the local context, including the adjacent built environment, the relationship with adjoining properties and Cheam Park, and a range of planning policy constraints, which have been identified separately in sections 2 and 3.

5.2 A governing principle of the development should be the promotion of a sense of community. The development should create inclusive communities by providing a range of housing types and tenures that work together and buildings that are designed to be accessible for a wide range of users.

5.3 The new development should make a positive contribution to the CA and surrounding area, enhance the setting of adjoining listed buildings and respect local character, key views and scale.

5.4 Adjoining properties and should not be compromised by built development. New buildings should be located to take account of sensitivities of adjoining properties, whilst making the most efficient use of the available land and views from within the new development to trees, landscaping and garden areas.

5.5 A key feature of the development should be to provide better connections between the north and south portions of the site and should be designed to reinforce the setting of the development through the use of good quality materials, spaces for avenue tree planting and other landscaping in accordance with best practice and the Council’s guidance and policy.

Development Approach and Principles

5.6 Key design principles for the regeneration of the Cheam Village sheltered housing scheme are as follows:

- Creation of a village character with a series of buildings focused around private and semi private green spaces linked by pathways;
- Improved connections between the north and south areas of the Planning Brief site;
- A ‘hub’ should be created as a focus for the development and the community at the heart of the site;
- A low / medium density development with a building height of 2-3 storeys;
- A series of ‘green buffers’ to reduce overlooking and the impact of development on adjoining properties;
- Parking areas kept to a minimum; and
- Maximising the retention of existing mature trees to create a mature, comprehensive, high quality landscape from the outset.

Some of these design principles are discussed in more detail below.
**Housing Requirements**

5.7 As a minimum, the quantum of existing (80) dwellings should be reprovided on the site and built to Lifetime Homes standards, with a minimum of 10% built to be wheelchair accessible for immediate occupation. All dwellings above ground floor should be accessible by wheelchair accessible lift and stairs.

5.8 A helpful way to illustrate the provision of accessible housing at planning application stage is to include within the Design and Access Statement typical...
plans of the proposed flats that demonstrate that the Lifetime Home standards can be met, that 10 per cent are fully wheelchair accessible and ready for immediate occupation by a wheelchair user and/or can be easily adapted for occupation by a wheelchair user at a later date.

Views
5.9 Development proposals must respect key local views from Cheam Park, St Dunstan’s Spire and adjoining properties and should not be compromised by built development. Windows should be located to make the most of views from new buildings to trees, landscape and garden areas.

Building Heights
5.10 A Tall Buildings Study carried out by consultants, Gillespies, identifies the site as within an area of general exclusion for new development that is significantly taller than the surrounding buildings. This indicates the negative impact that tall buildings would have on the CA and listed buildings in the area.

5.17 Development proposals should therefore not significantly exceed the building heights of the surrounding area of 2 – 2.5 storeys. Heights for the new development can vary between 2 and 3 storeys across the site.

5.18 The governing factor in the placement of taller buildings on the site should be that the setting of the conservation area and key buildings is respected. Equally important is the effects on adjoining properties so that overlooking and impact on privacy are minimized.

Sensitive Edges
5.19 The sensitive edges with adjoining properties should be provided with a ‘green buffer’ in order to reduce overlooking and provide screening. In particular, this would apply to the boundary with the properties on Tudor Close and the rear of the properties along Malden Road.

5.20 Boundaries between the built environment and landscaped/green amenity areas should be softened providing continuous pedestrian routes where possible with only limited access for vehicles requiring access to these areas.

Landscape Framework
5.21 The landscape setting for the site should be made up of the public realm, communal garden spaces and private amenity space.

5.22 The landscape framework should take into account Cheam Park as a Site of Importance for Nature Conservation (SINC) and proposals should seek to protect the existing wildlife and mature trees within the park and on the site.

5.23 The centre of the site, the ‘hub’, should be provided with an adjoining communal garden space to act as a main outdoor meeting area with sufficient seating provision. This space could serve the function of a traditional ‘village green’ connected to the communal facility building.
5.23 Communal garden areas will be spaces for meeting informally and for collective events for residents.

5.24 In addition to communal gardens, individual buildings should be provided with patio/garden areas to provide private or semi private spaces for individual dwellings.

5.25 The site’s existing trees provide the opportunity to create a mature, comprehensive, high quality landscape from the outset. Existing trees should be retained as far as possible and incorporated into the public realm and gardens. If it is not possible to retain the trees, a replacement should be provided subject to a section 211 notice.

5.26 Where tree planting is proposed, native species should be used. Any tree/shrub planting should comply with the recommendations of ‘Connecting Londoners with Trees and Woodlands – A Tree and Woodland Framework for London’ (Mayor of London, March 2005).

5.27 Any proposed entrance to the site from Pond Hill Gardens should provide a gateway into the site. Green spaces here should soften the urban edge and be designed with buildings fronting onto them to provide a sense of arrival, particularly given the prominent corner junction of Pond Hill Gardens with Malden Road (looking south).

5.28 Proposals should include a series of pathways linking new buildings through landscaped areas, providing ‘incidental’ spaces for meeting and resting. These pathways are important to establish a sense of ‘neighbourhood’. Consideration should be given to the creation of ‘green corridors’ linked in with walking and cycling paths. Private terraces/balconies/spaces overlooking these routes would provide natural surveillance and a sense of security.

5.29 The redevelopment of the site will require public realm improvements that will be essential to support the future needs of the sheltered housing scheme such as new lighting, pavements etc.

5.30 The surface treatment of streets, which are fronted by development on one side, should be designed to provide a ‘soft’ edge.

**Sustainable Design and Construction**

5.31 Development proposals should meet with the latest standards of Sustainable Design and Construction and renewable energy targets.

5.32 The development will at least fulfill the Building Research Establishment’s Eco Homes ‘Excellent’ standard relating to sustainable design and construction and Level 4 of the Code for Sustainable Homes. The proposals should have regard to the Council’s sustainable development principles set out in ‘Sustainable Design and Construction IPG’, and the Mayor’s Sustainable Design and Construction SPG.

5.33 In considering the energy needs of the proposals, applicants should demonstrate within an Energy Statement how they have considered the energy hierarchy outlined in the London Plan.
5.34 Consideration should be given to incorporating facilities for decentralised energy generation serving the site as a whole.

5.35 Development proposals should incorporate sustainable urban drainage systems (SUDS) and drainage design should be based on the SUDS hierarchy as set out in the London Plan policy 4A.14. The design of surface water drainage scheme will be constrained by the need to protect sensitive groundwater body. It should be noted that the site is located in SPZ 1.

5.36 Consultation with the Environment Agency has highlighted issues that will need to be considered in development proposals in order to counteract the effects of climate change such as strategies to counteract the Urban Heat Island (UHI) effect by providing greater outdoor amenity spaces, consideration of the impacts on water resources and incorporating native vegetation as part of landscape proposals to support biodiversity.

5.37 Consideration should be given to incorporating water efficiency measures including grey water recycling and rainwater harvesting, as well as incorporating water efficient systems, fittings and appliances in order to reduce the demand on water resources.

Density

5.38 It is appropriate to consider higher densities than there are presently on the site, however, whilst consideration should be given to achieving the densities within the London Plan matrix, this should not be at the expense of local site-specific considerations.

5.39 The scope to achieve higher densities will be assessed against the need to protect and enhance the special architectural and historical interest of Cheam Village CA and the setting of listed buildings in the area.

5.40 The overall density of the scheme should be between 55 and 145 units/ha and the scheme should achieve a balance of sizes and types of units.

Movement and Transport

5.41 As detailed development schemes come forward, an assessment of whether significant impacts on the existing road network requiring additional access routes should be revisited to reflect up to date information relating to local traffic movements. The Council will require appropriate assessments to be carried out in order to assess if existing provision is adequate and safe.

5.42 Any proposed street layout should ensure the following:
   • Improved connections for pedestrians and vehicles between all parts of the site;
   • Secure pedestrian only access to Park Lane;
   • Limited car access to Cheam Park Way so that the Park setting is not compromised; and
   • Adequate provisions for cyclists including secure cycle storage.
5.43 The design of streets should be consistent with the principles set out in the Council’s Urban Design SPD and the DfT/CLG Manual for Streets and other best practice guidance. It is intended that all streets on this site will have a maximum speed limit of 20mph. However, this will require a Traffic Regulation Order (TRP) to be made by the Council as the Highway Authority and therefore cannot be guaranteed as part of the planning application process. However, the costs of both the TRP and physical measures such as signs and/or speed reducing features will need to be paid for by the ‘developer’ and thus need to be included as part of the planning application for the site.

Car Parking
5.44 Car parking will be an important aspect of the Cheam Village sheltered housing development. Careful design of this aspect of the development proposals can make a substantial impact to the perceived environmental quality and townscape. In general terms, car parking is most successful when several approaches are used together as this often reduces its impact.

5.45 Car parking will need to be provided in line with Appendix 7 of the UDP, although this provision may be assessed against the provision of homes for older and vulnerable adults.

5.46 A number of key principles should be adopted in relation to incorporating car parking within the scheme as follows:

• Minimise the visual impact of parked cars on the street scene;
• Prevent cars from making areas of the public realm unusable and inhospitable for pedestrians;
• Provide residents and staff with convenient access to their vehicles close to groups of dwellings;
• Meet the Council’s adopted parking standards; and
• Ensure adequate car parking spaces are provided for residents, visitors and staff.

5.47 In general, the proposed development should provide only the minimum level of parking that is actually necessary for the sheltered housing scheme residents, staff and visitors in order to reduce unnecessary car ownership and use, thereby reducing the reliance on the private car and encouraging travel by more sustainable modes. However the needs of residents do need to be considered and appropriate, well located car parking provided in accordance with the standards agreed for the development should be integrated within the overall proposals. In order to address residents concerns, the introduction of controls should be considered to deter opportunistic parking within the site and surrounding streets.

Recycling & Refuse
5.48 Bin stores should be provided for all properties that are practical and easy to use. Their convenience encourages use and discourages bins being left on pavements or in front gardens. Bin stores should be designed as an integral part of the development and allow enough room for additional recycling bins, waste paper and bottle storage which should be located throughout the development for ease of access.
5.49 As the landscaping and garden areas are fundamental to the scheme and some residents are actively involved in the maintenance of garden spaces, an area dedicated to composting should be considered as part of the overall site layout.

Concept Areas

5.11 As part of the vision and strategy for the site, a series of ‘concept areas’ have been identified, setting out key design concepts and principles for each area. The five concept areas are shown on Figure 11. It must be noted that although individual concept areas have been identified, the development must be designed to act as a unified whole.

Figure 11 Concept Areas
5.12 Key design and development concepts and principles relating to each concept area have been outlined below:

1. Pond Hill Gardens / Malden Road
   - The main frontage to Malden Road will be one of the most prominent buildings on the site and should have a positive impact on the streetscape respecting the form and scale of the terraced housing opposite;
   - Views to St Dunstan’s Church spire should be protected and enhanced to provide visual links to the townscape;
   - Buildings fronting Pond Hill Gardens should have a consistent frontage articulated with architectural details to provide variety and softened by soft landscaping;
   - There is an opportunity to articulate the important junction between Malden Road and Pond Hill Gardens through the use of height or other architectural features, however, this will need to be justified on design grounds;
   - The environmental factors (noise, pollution, vibration) from the busy Malden Road should be mitigated through careful design (e.g. pulling back the building line and provision of front garden space as a buffer);
   - Access and parking for existing residents at 13 -17 Pond Hill Gardens should be maintained and improved if possible;
   - The rear of this parcel should provide adequate screening to prevent overlooking to the rear of the Scout Hall through provision of trees / landscaping features; and
   - Improvements should be undertaken to improve connections with the whole development site.

2. Pond Hill Gardens / Mickleham Gardens
   - The buildings need to be positively designed to create a positive visual stop to the vista from Malden Road looking west.
   - New buildings should be set back and a green buffer created to reduce the impact of overlooking and provide screening to properties on Tudor Close;
   - Views to the allotments and Cheam Park should be maximised;
   - A building with large bulk and mass should be avoided. Instead, the parcel should be articulated as a series of buildings with a consistent frontage within a strong landscape setting.

3. Mickleham Gardens – the ‘Hub’
   - This parcel forms the central body of the site and offers the opportunity to create a focus for the development and the community formed around a community facility and communal garden;
   - The development should respect long views towards Cheam Park and the setting of the Rectory, as well as the visual amenity of the new rectory building;
   - Access to the garage for 7 Malden Road must be maintained.

   - Opportunity for the development to make the most of views to Cheam Park;
   - The building frontage should reduce the impact of its bulk (e.g. through the use of staggered building line);
• The interface with Cheam Park will require a strong landscape proposal;
• Any access from this area of the site through to Cheam Park should be avoided to ensure the security and self-contained nature of the site.

5. Park Lane
• As this area is located directly adjacent to Whitehall and the Park Lane cottages, it forms part of the setting of these listed buildings. As a result, this area of the site will require careful consideration in order to provide a more positive contribution to the CA and to enhance the setting of these listed buildings. New buildings should be set back from the site curtilage in order to reduce the impact of the new development. The frontage could follow the meandering line of Park Lane to reduce the impact of bulk;
• Views to the rear of Whitehall from Park Lane should be protected by pulling back the building line. This will also provide the opportunity to consider incorporating a raised path in front of the building for pedestrians to use;
• Secure pedestrian access for residents into the development from Park Lane is to be maintained;
• Vehicle access to the rear of 7 Malden Road to be maintained;
• This portion of the site contains the majority of mature trees on the site, which should be retained as far as possible. The trees onto Park Lane in particular provide a positive influence on the character of the street. Additional landscaping / trees could be provided as a buffer between the new development and the rear of the listed properties on Malden Road;
• To address the visual stop from Mickleham Gardens, a consistent frontage intermingled with landscaping should be applied to any building in this concept area.
6. Implementation

6.1 In order for the development to be successfully implemented, the rehousing of existing residents and the demolition and redevelopment of existing buildings should be carefully managed to minimise the impact on the amenity of local residents.

6.2 The delivery of any proposed changes to the roads should be brought forward at an appropriate time to avoid creating a significant impact on residents in the immediate vicinity and the local road network.

6.3 The redevelopment of the Cheam Village sheltered housing scheme site will require improvements and new infrastructure facilities that are needed to support the future needs of the scheme such as new roads, lighting, pavements etc.

Phasing/Timing

6.4 Leaving properties vacant for extended periods will not make the best use of the Council’s resources and has the potential to create a negative impact on local residents and the immediate area. All reasonable steps should be taken to minimise the impact and deliver the completed development with the minimum of delay.

6.5 In acknowledgement of the feedback from residents the council has agreed to a phased development of the existing sheltered housing scheme with Elizabeth House (34 bedsits) being retained until new build properties become available for letting elsewhere on the site. As part of this process we have consulted with residents of the scheme with regard to both the order (phasing) of the rehousing of residents and how cases should be prioritised. The following phasing has been agreed with residents:
- 23 to 32 Mickleham Gardens
- 13 to 22 Mickleham Gardens
- 1 to 12 Mickleham Gardens
- 2 to 12 Pondhill Gardens
- 23, 25 and 27 Malden Road

6.6 The council has also authorised the inclusion of the non sheltered accommodation at 1, 2 and Cheam Park Way and 1 Pondhill Gardens in the development scheme. These properties are being dealt with as a separate phase because they do not fall within the boundaries of the existing sheltered housing scheme and are occupied by a different client group.

6.7 In preparation for this process the Council are arranging visits to other housing schemes for the residents of the existing sheltered housing scheme so that they can get an idea of what is available elsewhere and to confirm their likes and dislikes. On the 28th May 2009 twelve of the more mobile residents (and a relation) accompanied three officers to two recently built developments in Brighton which have won awards. A folder with photographs of the schemes and comments from officers has been provided in the communal lounge of Elizabeth House with an invite from residents to make comments. Arrangements are also being made for more local visits to other schemes.
Ongoing Consultation

6.8 The council is committed to consulting with and involving the residents of the Elizabeth House sheltered scheme and associated properties in the rehousing process and the future plans and design of the new development.

6.9 The Council will be arranging events with the residents of the sheltered scheme and other stakeholders as part of the consultation process in relation to design features, facilities and amenities that would be desirable to include in the new development.

The Next Steps

6.10 The Council started the phased rehousing of residents in May 2009 and anticipate that it will be at least 12 months before all of the properties, other than Elizabeth House itself, will be vacated. During the rehousing process we will continue our consultation with residents. This will include about design features, facilities and amenities that existing residents and other stakeholders would like to see on the site.

6.11 At this stage of the consultation and planning process the Council are still a long way from formalising the final plans for the scheme. However, the council is committed to maximising the use of the site for older people’s accommodation and will ensure all the new affordable housing will be built to ‘lifetime home’ standards.

6.12 The Council also anticipate the new development will include at least; 30 to 40 one and two bedroomed extra care flats (sheltered accommodation with 24hour on site carer support), 8 to 10 flats for people with learning disabilities, some provision for adults with physical disabilities as well as accommodation to meet the more general needs of older people.

6.13 The council will also be seeking the views of potential developers and funders over the coming months about how they feel the scheme could be best developed and funded.

6.14 In order to make the best use of the time available the Council will, whenever possible, endeavour to make advances on all fronts during the coming months. In this way the Council will be doing all it can to ensure that works can begin on the site with the minimum of delay after the rehousing of residents has been satisfactorily addressed.
7. Planning Application

7.1 This Planning Brief aims to encourage the submission of a full planning application for the appropriate redevelopment of the Cheam Village sheltered housing scheme site. A Section 106 Planning Agreement will be expected to accompany any planning application.

7.2 Conservation Area application

7.3 The following documentation will be expected as part of any planning application:
- Design & Access Statement. A written analysis explaining how the proposal would benefit the character or appearance of the conservation area should be contained in the Design & Access Statement;
- Transport Assessment and Travel Plan, or other appropriate transport assessments;
- Green Travel Plan;
- Archaeology Assessment;
- Sustainable Development Statement;
- Energy Statement;
- Tree Survey; and
- A full Environmental Impact Assessment will be required.

7.4 The Council will expect the following details as part of a planning application:
- Plan showing building layouts on site;
- Details of any works proposed on or adjacent to the public highway (and Stage 1 Safety Audits, where appropriate) together with plans showing the layout of all roads, footpaths and car parking spaces within the development;
- Photomontage and sections through the site, showing height and relationship of new buildings to the surrounding area, in particular the adjacent listed buildings, in order that the visual impact of the proposals on the adjacent properties, Cheam Park and the wider Conservation Area can be assessed;
- 3D modeling to demonstrate scale, bulk and massing of development;
- Indication of materials to be used on the building exteriors as well as those to be used in the streetscape; and
- Indication of landscaping and planting to be proposed.
Appendix 1

Pre-consultation meetings were held on 14th and 15th October 2008 with residents of Cheam Village Sheltered Housing Scheme, local residents and local Counsellors.

Session 1 & 2 on 14th October 2008, Elizabeth House

Attendance approx. 30 residents / carers for session 1 and 20 for session 2, Ward Councillor Pritchard and local community policy officers, Elizabeth House staff.

Session 3 on 15th October 2008, Cheam Library

Attendance was approx. 30 made up of local residents, sheltered housing residents / relatives, Cheam Ward Councillors Pritchard, Witham and Zaidi, Executive Counsellor, Local Vicar.

It should be noted that there was a strong preference expressed in favour of retaining and refurbishing the existing buildings. However, comments as outlined below were made regarding the benefits of redevelopment to the residents and the local area.

Summary of key issues regarding new development proposals identified during pre-consultation meetings:

Character of the new development
- A housing development that creates a sense of community should be a fundamental aim of proposals;
- A self contained development set within a green landscape with a ‘village’ character in terms of scale/ bulk of buildings and materials.

The Buildings and Facilities
- The development should be low rise with a majority of 1 bedroom properties;
- Local traditional materials such as white painted weatherboarding and red brick should be used;
- A communal ‘hub’ should include a communal room with kitchen, and other facilities such as laundry;
- The extra care provision should include an on site 24 hour staff presence and outreach services to other older people living on the new development

Landscaping and public realm
- Each dwelling should have access to a range of private, semi private and shared communal green spaces to bring people together;
- The landscaping should be well designed with sufficient seating and lighting;
- Retaining existing mature trees should be a priority.

Access and movement
• The existing access routes via Pond Hill Gardens and Mickleham Gardens into the site need to be retained with consideration of safety at the Maldon Road junctions;
• The pedestrian route via Park Lane should be retained;
• Park Lane and Cheam Park Lane should not be used as new car access routes into the site.

Views
• Overlooking to neighbouring properties should be avoided;
• Views from windows in neighbouring houses needs to be protected;
• New buildings should take into consideration views from individual properties.

Security
• Although the new development should have a feeling of ‘openness’ there should also be sufficient measures in place so that residents feel safe, can overlook open areas and pathways, there is secure entry to all buildings and that community officers can continue to patrol the site.

Parking
• There should be adequate parking to accommodate any increase in the numbers of residents;
• Parking controls should be considered to prevent non residents parking;
• Parking should be spread out and located as close as possible to individual buildings;
• Consideration should be given to improve parking in the surrounding streets.
Bibliography

London Borough of Sutton Policy & Guidance

- The Sustainable Community Strategy (2008-2020)
- The Heritage Strategy (2007)
- Statement of Community Involvement (July 2006)
- Sutton SPD Designing out Crime (April 2005)
- Panning Obligations SPD (March 2007)
- Housing, Health and Social Care Strategy for Older People Living in the London Borough of Sutton 2006-2010 (February 2006)
- Housing Strategy Action Plan 2008/09
- Understanding Local Distinctiveness: Characterisation Report of Studies (November 2008)
- Sustainable Design and Construction Interim Planning Guidance (IPG) (May 2008)
- Tall Building Study, London Borough of Sutton (October 2008)

National Policy & Guidance

- Town and Country Planning Act 1990
- The Planning (Listed Buildings and Conservation Areas) Act 1990
- Planning Policy Guidance Note 3: Housing (March 2000)
- Planning Policy Guidance 15 (PPG15): Planning and the Historic Environment
- Consultation Paper on draft Planning Guidance (PPS15) : Planning for the Historic Environment (July 2009)
- Manual for Streets Joint publication by the Department for Transport (DfT) and Communities and Local Government (CLG) (March 2007)
- Guidance on Conservation Area Appraisals, English Heritage and the Planning Advisory Service (August 2005)
- ‘Putting People First’ document, HM Government (December 2007);
- ‘Transforming Social Care’, Department of Health (January 2008)
• Green Paper, ‘Homes for the Future: more affordable, more sustainable’, Department of Communities and Local Government (July 2007)
• ‘Sustainable Communities: Building for the Future’ (February 2003)
• The National Care Standards Act 2002
• Design and Quality Standards, Housing Corporation (April 2007)
• Design Principles for Extra Care, Department for Health, Factsheet (2008)
• Housing Corporation (now called Homes and Communities Agency Dec. 2008) Regulatory Circular – Number 03/04: The Housing Corporation’s definitions of housing association supported housing and housing for older people, Housing Corporation (April 2004)
• Code for Sustainable Homes: Setting the standard of sustainability for new homes Dept. of Communities & Local Government (Feb. 2008)

Mayoral strategies and policies / GLA group guidance and research (all available on www.london.gov.uk unless noted otherwise)

• London Plan, 2004 (consolidated with alterations since 2004, February 2008)
• Draft Mayor’s Housing Strategy (September 2007)
• Supplementary Planning Guidance to the London Plan on Housing; Sustainable Design and Construction; Accessible London; Equality and Diversity;
• London Plan Best Practice Guidance on Wheelchair Accessible Housing (September 2007)
• GLA Housing Space Standards study (HATC, August 2006)
• London Housing Design Guide (Draft for Consultation) London Development Agency (July 2009)
• Housing for a Compact City (GLA, June 2003)
• Action Today to Protect Tomorrow: the Mayor’s Climate Change Action Plan (GLA, February 2007)
• Adapting to climate change: a checklist for development (London Climate Change Partnership and other regions, November 2005)
• A Case Study Companion to the Checklist for Development (Three Regions Climate Change Group, March 2007)
Other useful guidance/resources:

- Lifetime Homes (www.lifetimehomes.org.uk)
- Building for Life standards (www.buildingforlife.org)
- Secured by Design (www.securedbydesign.com)
- The Principles of Inclusive Design (CABE, September 2006)
- Design review urban housing: lessons learnt from projects reviewed by CABE’s expert design panel (CABE, July 2004)
- Design and access statements – How to write, read and use them (CABE, 2007)
- The London Archeological Archive and Research Centre (LAARC): www.museumoflondonarchaeology.org.uk