

# LBS Pre-Application Report

Application No: PRE2024/00113  
Report Date: 26th September 2024



To:

Dear Ms Ellen Cullen

Thank you for submitting your pre-application to the London Borough of Sutton validated on 27th August 2024. This letter provides the Councils formal response to your proposal following the meeting held on .

**Address:** Grantley Court Nursing Home 22 York Road Cheam SM2 6HH

**Ward:** Belmont

**Proposal:** Conversion of care home into 9 self contained units including, alterations to side and rear fenestrations, installation of solar panels to the rear roofslope, removal of existing access ramp at the rear and provision of refuse stores at the front. Demolition of detached outbuildings at rear and erection of a single storey detached dwellinghouse with loft accommodation and provision of vehicular access with associated landscaping, parking spaces and cycle store.

**Case Officer:** Emmanuel Agyei

## Relevant Site History

Planning Application Reference: 82/24207--- Address: 22 York Road  
Cheam  
SM2 6HH--- Proposal: Use of premises as a rest home. 96-3-37--- Status: GTD---  
Decision: GTD--- Date Decision Issued: 28-JUL-82---

Planning Application Reference: 65/936--- Address: 22 York Road  
Cheam  
SM2 6HH--- Proposal: Erection of private garage. 20-3-8--- Status: GTD--- Decision:  
GTD--- Date Decision Issued: 12-JAN-68---

Planning Application Reference: S1992/37031--- Address: 22 York Road, Cheam,---  
Proposal: Erection of a two-storey rear extension and change of use of  
that part known as No. 3 Grantley Court from residential use  
to nursing home (variation to Condition No. 6 to previously  
approved application No. 91/36417/FUL). --- Status: GTD--- Decision:  
GTD--- Date Decision Issued: 28-SEP-92---

Planning Application Reference: B2008/60647--- Address: Grantley Court Nursing  
Home  
22 York Road

Cheam

Surrey

SM2 6HH--- Proposal: Erection of a single storey extension with new access ramp at rear and a dormer window at side to provide additional facilities to existing nursing home.--- Status: --- Decision: --- Date Decision Issued: 13-MAR-09---

Planning Application Reference: DM2020/00656--- Address: Grantley Court Nursing Home

22 York Road

Cheam

SM2 6HH--- Proposal: Demolition of existing care home and detached outbuildings and erection of a 3 storey detached building to provide a 16 bedroom care home and a detached single storey garden block providing a further 2 bedrooms and a therapy room. Provision of associated access to be part relocated/widened, associated landscaping, parking, cycle and refuse stores.--- Status: WDN--- Decision: WDN--- Date Decision Issued: 01-SEP-20---

Planning Application Reference: 84/27442--- Address: 3 Grantley Court

22 York Road

Cheam

Sutton

SM2 6HH

--- Proposal: Use of premises comprising 114 sq m as a nursing home--- Status: GTD--- Decision: GTD--- Date Decision Issued: 14-MAR-85---

Planning Application Reference: 69/5277--- Address: 22 York Road

Cheam

SM2 6HH--- Proposal: Demolition of Nursing Home and erection of 5 detached house. 20-3-8--- Status: REF--- Decision: REF--- Date Decision Issued: 08-AUG-69---

-

Planning Application Reference: 82/24691--- Address: 22 York Road

Cheam

Sutton

SM2 6HH

--- Proposal: Erection of a single storey flank extension, formation of an external staircase and installation of three dormer windows.--- Status: GTD--- Decision: GTD--- Date Decision Issued: 18-NOV-82---

Planning Application Reference: S1991/36417--- Address: 22 York Road, Cheam,---

Proposal: Erection of a two-storey rear extension and change of use of that part known as No. 3 Grantley Court from residential use

to nursing home.

--- Status: GTD--- Decision: GTD---

Date Decision Issued: 06-MAY-92---

Planning Application Reference: 88/31223--- Address: 22 York Road

Cheam

Sutton

SM2 6HH

--- Proposal: Erection of a first floor flank extension, a two storey rear extension and a dormer extension at side to provide additional facilities to existing nursing home.--- Status: GTD--- Decision: GTD--- Date Decision Issued: 08-JUN-88---

Planning Application Reference: DM2020/01489--- Address: Grantley Court Nursing Home  
22 York Road  
Cheam  
SM2 6HH--- Proposal: Demolition of existing care home and detached outbuildings and erection of a 3 storey detached building to provide a 16 bedroom care home and a detached single storey garden block providing a further 2 bedrooms and a therapy room. Provision of associated access to be part relocated/widened, associated landscaping, parking, cycle and refuse stores (AMENDED PLANS).--- Status: GTD--  
- Decision: GTD--- Date Decision Issued: 01-JUN-23---

Planning Application Reference: 70/6155--- Address: 22 York Road  
Cheam  
SM2 6HH--- Proposal: Conversion of nursing home into 3 houses and erection of six garages. 20-3-8--- Status: GTD--- Decision: GTD--- Date Decision Issued: 29-MAY-70---

Planning Application Reference: SUT/19505--- Address: 1,2,3 Grantley Court York Road  
Cheam  
SM2 6HH--- Proposal: Use of land for erection of 3 houses each with garages. 20-3-8--- Status: GTD--- Decision: GTD--- Date Decision Issued: 22-SEP-55---

Planning Application Reference: SUT/20037--- Address: Grantley  
22 York Road  
Cheam  
SM2 6HH--- Proposal: Use of premises as old peoples home. 20-3-8--- Status: GTD--  
-- Decision: GTD--- Date Decision Issued: 26-OCT-55---

Planning Application Reference: SUT/19084--- Address: 1,2,3 Grantley Court York Road  
Cheam  
SM2 6HH--- Proposal: 6Conversion into three living units. 20-3-8--- Status: GTD---  
Decision: GTD--- Date Decision Issued: 24-NOV-54---

Planning Application Reference: 69/5797--- Address: 22 York Road  
Cheam  
SM2 6HH--- Proposal: Conversion of Wards and large bedroom into single bedrooms 20-3-8--- Status: WDN--- Decision: WDN--- Date Decision Issued: ---

Planning Application Reference: SUT/19506--- Address: Land At Grantley, 22 York Road  
Cheam  
SM2 6HH--- Proposal: Use of land for the erection of three detached houses each with garage. (applies to 20a Cgarlwood Rd and 22a York Road 20-3-8---  
Status: GTD--- Decision: GTD--- Date Decision Issued: 27-APR-55---

Planning Application Reference: 81/23080--- Address: Land R/O 22 York Road  
Cheam  
SM2 6HH--- Proposal: Use of premises as a Nursing Home. 96-3-37--- Status: WDN---  
Decision: WDN--- Date Decision Issued: ---

Planning Application Reference: SUT/19853--- Address: 22 York Road

Cheam

SM2 6HH--- Proposal: Erection of two detached houses and garages. (Applies to Charlwood & 22a York Road). 43-3-34--- Status: GTD--- Decision: GTD--- Date Decision Issued: 25-AUG-55---

Planning Application Reference: S1988/32530--- Address: Land R/O 22 York Road, Cheam.--- Proposal: Erection of a detached 3-bed house in connection with existing residential institution (Class C2 use). --- Status: GTD--- Decision: GTD--- Date Decision Issued: 07-JUN-89---

Planning Application Reference: 81/23097--- Address: Rear Of 22 York Road Cheam

SM2 6HH--- Proposal: Erection of a detached chalet bungalow and eight garages. Land R/O 22 York Road 96-3-37--- Status: WDN--- Decision: WDN--- Date Decision Issued: ---

### **Site Specific Designations**

Smoke Control Orders	Smoke Control Zone
----------------------	--------------------

### **MATERIAL PLANNING POLICIES**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that when determining a planning application, regard is to be had to the development plan, and the determination shall be made in accordance with the development plan, unless material considerations indicate otherwise. The development plan for the London Borough of Sutton comprises the following documents:

- The London Plan 2021
- The Sutton Local Plan 2018

Also a material consideration in determining planning applications are:

- National Planning Policy Framework 2021 (NPPF)
- National Planning Practice Guidance (NPPG)
- Adopted London Borough of Sutton Supplementary Planning Documents
- Human Rights Act 1998
- Equality Act 2010

### **London Plan 2021 Policies**

GG1 Building strong and inclusive communities

GG2 Making the best use of land

GG3 Creating a healthy city

GG4 Delivering the homes Londoners need

GG6 Increasing efficiency and resilience

D1 London's form, character and capacity for growth

D2 Infrastructure requirements for sustainable densities

D3 Optimising site capacity through the design-led approach

D4 Delivering good design

D5 Inclusive design  
D6 Housing quality and standards  
D7 Accessible housing  
D12 Fire safety  
D14 Noise  
H1 Increasing housing supply  
H4 Delivering affordable housing  
H5 Threshold approach to applications  
H6 Affordable housing tenure  
H7 Monitoring of affordable housing  
H10 Housing size mix  
S4 Play and informal recreation  
HC1 Heritage conservation and growth  
G4 Open space  
G5 Urban Greening  
G6 Biodiversity and access to nature  
G7 Trees and woodlands  
SI 1 Improving air quality  
SI 2 Minimising greenhouse gas emissions  
SI 3 Energy infrastructure  
SI 4 Managing heat risk  
SI 5 Water infrastructure  
SI 12 Flood risk management  
SI 13 Sustainable drainage  
T1 Strategic approach to transport  
T2 Healthy Streets  
T3 Transport capacity, connectivity and safeguarding  
T4 Assessing and mitigating transport impacts  
T5 Cycling  
T6 Car parking  
T6.1 Residential parking  
T7 Deliveries, servicing and construction

## **Sutton Local Plan 2018 Policies**

1 Sustainable Growth  
7 Housing Density  
8 Affordable Housing  
9 Housing Sizes and Standards  
26 Biodiversity  
28 Character and Design  
29 Protecting Amenity  
30 Heritage  
31 Carbon and Energy  
32 Flood Risk and Sustainable Drainage  
33 Climate Change Adaptation  
34 Environmental Protection  
36 Transport Impact  
37 Parking

## **Supplementary Planning Guidance/Documents**

SPD1 Designing Out Crime

Affordable Housing and Financial Viability SPD 2020  
SPD5 Planning Obligations  
SPD4 Design for Residential Extensions  
SPD14 Creating Locally Distinctive Places 'Urban Design'  
Sutton Sustainable Transport Strategy SPD (2021)  
DCLG Technical Housing Standards (nationally described space standard) (DCLG, March 2015)  
(as amended)  
The Mayor's Shaping Neighbourhoods Play and Informal Recreation SPG 2012  
The Mayor's Housing SPG 2016  
The Mayor's Homes for Londoners SPG 2017

## **Principle**

### **Principle of Development :**

The National Planning Policy Framework 2023 (NPPF) states planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. It goes further stating that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for Development.

Policy D3 of the London Plan 2021 states that all development should make the best use of land by following a design-led approach that optimises the capacity of sites with higher density development to be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport. Development should be designed to respond to the special characteristics of an area which includes; predominant architectural styles and/or building materials, architectural rhythm, distribution of building forms and heights, and heritage, architectural or cultural value.

Policy 7 states that the Council will permit new dwellings and conversions of existing properties provided the density is suitable to the local character and taking into account the characteristics of Conservation Areas, Areas of Special Local Character and respecting the Suburban Heartlands.

The application site comprises Grantley Court Nursing Home, a large two storey detached building with habitable rooms in the roof finished with brick, tile hanging and pebble dash. The building was last used as a care home.

The application seeks pre-application advice for the conversion of vacant care home into 9 self contained units including, alterations to side and rear fenestrations, installation of solar panels to the rear roofslope, removal of existing access ramp at the rear and provision of refuse stores at the front. Demolition of detached outbuildings at rear and erection of a single storey detached dwellinghouse with loft accommodation and provision of vehicular access with associated landscaping, parking spaces and cycle store.

Although the application site is situated outside any of the designated Area of Potential Intensification the creation of ten additional housing units within the site would not result in any significant impact on the density of the local area.

Furthermore, evidence available suggests that there is sufficient care home capacity within the borough to allow excess provision to be converted or redeveloped for other uses.

Policy 9 of the Sutton Local Plan 2018 sets out all developments outside Sutton Town Centre should seek to provide a minimum of 50% of all dwellings on the site as having three bedrooms or more, unless it can be demonstrated that this would be unsuitable to the location or not viable.

The proposed development would provide ten residential units comprising the following unit mix: 4 x 1-bed, 3 x 2-bed, 2 x 3-bed and 1 x 4-bed. The proposed 2 x 3 bed and 1 x bed units (33.3%) of the total of 10 units would fail to meet the threshold by the above policy. However, as the scheme involves the conversion of an existing building which makes a positive contribution to the character of the area the proposed housing mix would be considered acceptable on balance.

In the light of the above, it is considered that the proposal to convert the existing building into 9 self contained units in addition to erecting a single storey detached dwellinghouse in the rear garden area would be acceptable in principle in land use terms, subject to having regard to all other relevant planning policies and other material considerations.

### **Affordable Housing Provision :**

The National Planning Policy Framework places obligations on LPAs to secure affordable housing on major housing proposals of ten or more units but also gives LPAs (at local and strategic level) the power to impose more onerous targets. Paragraph 64 of the NPPF, however, states that consideration can be given to a lower affordable housing provision where buildings are being reused and renovated.

London Plan Policy H5 sets out a threshold approach to major development proposals which trigger affordable housing requirements. These are set at:

- i) a minimum of 35 per cent; or
- ii) 50 per cent for public sector land where there is no portfolio agreement with the Mayor; or
- iii) 50 per cent for Strategic Industrial Locations, Locally Significant Industrial Sites and Non-Designated Industrial Sites appropriate for residential uses.

Sutton Local Plan policy 8 requires affordable housing contributions, part c of the policy sets out a minimum requirement of 35% which is consistent with London Plan policy. It also states that the following factors will be taken into account:

- i) Individual site costs
- ii) Economic viability
- iii) The availability of public subsidy
- iv) Any other scheme requirements

In this instance, therefore, the policy expectation is that the scheme should provide a minimum of 35 per cent affordable housing (measured by habitable room) unless it can be demonstrated via an open-book financial viability appraisal that the scheme cannot support such provision.

### **Design & Townscape**

#### **Design and Townscape:**

The London Plan encourages intensification of sites subject to exceptional design and architectural quality, relationship to its local context and attention to the public realm. In particular, policy 28 of the Sutton Local Plan and SPD14 'Urban Design Guide' along with National policy

requires development to respect or reinforce the character and identity of the area and avoid developments which do not integrate well into the surroundings.

The proposed development is designed such that it would retain the existing two storey building with very limited alterations to its external appearance along with the fact the single storey detached dwellinghouse would be located in the rear garden area where it would not be visible in the public realm. Furthermore, the detached building would be smaller in scale and would appear clearly ancillary to the main building.

As indicated at the meeting, provided the level of hardstanding within the site is reduced and level of landscaping particularly at the frontage of the main building is enhanced, the proposed development would not result in any adverse impact on the character of the site and its surroundings.

### **Layout and Quality of Accommodation :**

The proposed dwellings would be required to meet the minimum standards of internal floor space which are set out in Policy D 6 (table 3.1) of the London Plan 2021. In accordance with policy 9 of The Sutton Local Plan 2018, the Council will not grant planning permission for new residential development, including conversions, which does not meet the internal space standards set out in the London Plan.

Based on the plans submitted with the application, all the proposed units would exceed the minimum internal floor space required for the proposed units. In terms of outlook, all the habitable room windows would likely provide adequate ventilation, daylight and sunlight, due to the size of the windows.

However, no section plans were submitted in order to assess whether the units, especially those located in the roof space would comply with the floor to ceiling height required. Besides, the sizes of the rooms of one of the 2 bed units on the first floor failed to meet the minimum room size and a main window to a ground floor unit would be looking directly onto the shared vehicular and pedestrian access to the side and rear.

As indicated at the meeting, the layout and the stacking of the proposed units need to be reviewed and if possible the larger size units be located at the ground floor to facilitate access to private amenity space at the rear elevation.

Mayor of London's Housing Supplementary Planning Guidance (SPG) sets a standard of 5 square metres of private outdoor space for 1-2 person dwelling with an extra 1 square metre for each additional person. The council's Urban Design Guide SPD has minimum standards of 25 square metres for flats or one-bedroom units, 40 square metres for two-bedroom units and 70 square metres for three-bedroom units. Policy 9 of the Sutton Local Plan 2018 states that in some cases, particularly in Areas of Potential Intensification, this minimum standard may be considered too onerous and that an adequate amount of amenity space will be considered on a case-by-case basis.

It is noted in the cover letter and evident in the submitted plans not all the units particularly the units on the first and second floor of the main building would not have access to a private amenity space/area.

As discussed at the meeting, given the location of the site and in order to comply with the Mayor of London's Housing Supplementary Planning Guidance, a designated communal amenity space would be required in order to achieve the required standard of accommodation as planned.



## **Impact on Neighbours**

In accordance with policy 29 of the Sutton Local Plan, the council will not grant planning permission for any development that adversely affects the privacy, outlook or daylight and sunlight of adjoining occupiers, or would unacceptably impact on the surrounding area.

Given the nature of the scheme along with the orientation, the relationship and the separation distances between the existing building and the proposed single storey detached dwellinghouse in the rear garden, it is considered that the proposal would not result in any significant adverse effect on the amenities of the occupiers of the neighbouring properties.

As such, it is considered that the proposal would not be detrimental to the amenities of the neighbouring occupiers and therefore would comply with Policy D6 of the London Plan and Policy 29 of the Sutton Local Plan.

## **Traffic & Parking**

Policy 36 of the Sutton Local Plan states that the Council will assess all new development proposals for their impact on the transport network and the local environment. Policy 37 of the Sutton Local Plan states that new developments will be expected to provide car parking in accordance with the council's restraint based maximum car parking standards. Chapter 10 of the new London Plan provides policy on a range of transport matters.

This site is located in an area of PTAL of 1a which represents the worst public transport accessibility.

The Council's Highways Officer has reviewed the scheme and has raised no objection to the principle of development. The officer noted that the existing vehicular access to the rear parking area is quite narrow, thus a SWEPT analysis would be needed to demonstrate how vehicles are manoeuvring within the site. The vehicular access will also need to be used by pedestrians walking between the rear parking spaces and the development's front door and a minimum width of 3.3m is required therefore to safely accommodate adjacent vehicles and pedestrians.

The officer added that details of the cycle parking provision is required to meet Council's standard requirements.

The scale of the work is significant and the road is narrow, hence a construction logistics plan should be provided at an early stage to the satisfaction of the local authority before any work commences on site.

Any formal application would be reviewed by the Council's Highways Team.

## **Other**

### **Trees and Landscaping:**

In accordance with policy 28 of the Sutton Local Plan 2018, new developments will be expected to respect and retain existing landforms and natural features of application sites, including trees of amenity value, hedges and other landscape features, and make suitable provision for high quality additional landscaping.

As there are a number of trees within and adjacent to the site any formal application would be reviewed by the Council's Principal Tree Officer to ensure compliance with the above policy.

### **Sustainability - Drainage:**

Paragraph 163 of the NPPF seeks that when determining any planning application, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site specific flood risk assessment.

Policy SI 12 of the London Plan states that development proposals must comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical guidance on flood risk over the lifetime of the development. Policy SI 13 of the London Plan states that new development should utilise sustainable urban drainage systems (SuDs) unless there are practical reasons for not doing so, and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Furthermore Policy 32 of the Sutton Local Plan states that proposed developments should avoid or minimise all sources of flood risk to people and property, taking account of climate change, without increasing flood risk elsewhere. Policy 32 also states that development proposals should incorporate effective sustainable drainage (SuDS) measures as part of their design and layout in order to manage surface water run-off as close to its source as possible and to achieve the minimum SuDS performance standards that are relevant to the development through application of the Mayor's drainage hierarchy.

Any future application should be accompanied by relevant surface water run-off calculations to demonstrate that peak run-off rates and volumes for the 1 in 100 year event achieve greenfield run-off rates for the same event, unless it can be demonstrated that all opportunities to minimise final site run-off, as close as reasonably practicable to greenfield runoff rates, have been taken in line with the Mayor's drainage hierarchy. In such cases, run-off rates must not exceed 3 times the calculated greenfield rate in accordance with the Mayor's Sustainable Design and Construction SPG. It should also be ensured that the site drainage strategy can contain the 1 in 30 year event (+ climate change) without flooding and that any flooding occurring between the 1 in 30 and 1 in 100 year event (+ climate change) will be safely contained on site.

Any formal planning application would be subject to consultation from the Council's Sustainability Officer and it should be noted that relevant SUD's / flooding details and water usage calculations would need to be submitted at application stage and will not be dealt with by condition.

### **Sustainability- Energy:**

London Plan policies SI 1 Improving air quality and SI 2 Minimising greenhouse gas emissions, have a general expectation that an Energy Statement is submitted for developments of varying scale. All planning applications for new dwellings or major non-residential developments should be supported by an Energy Statement incorporating 'as-designed' Building Regulations Part L outputs to demonstrate how the relevant targets for reducing CO2 emissions will be met. An Energy Statement demonstrating how these targets are to be met should be submitted with any application. The statement must incorporate 'as-designed' Building Regulations Part L outputs to demonstrate how the target for reducing CO2 emissions will be met. The Energy Statement should include calculations of energy demand and emissions at each stage of the Mayor's energy hierarchy for both regulated and non-regulated elements in line with GLA 'Guidance on Preparing Energy Assessments' as amended. Any shortfall in regulated CO2 emissions will need to be offset by a financial contribution which would be secured by legal agreement.

Policy 33 seeks to ensure new developments should achieve water efficiency measures and states that proposals should ensure that water use can be limited to 110 litres per person per day, evidence of this should be submitted with any future application.

### **Biodiversity:**

As part of the Council's commitment to conserving and promoting wildlife and natural habitats in line with Local Plan Policy 26 on Biodiversity, all planning applications must have consideration for local wildlife and natural habitats. Full details can be found using the following link: <https://www.sutton.gov.uk/downloads/download/1031/planning>.

Any future application must deliver a Biodiversity Net Gain of at least 10%. This means a development will result in more or better quality natural habitat than there was before development.

### **Fire Safety Statement :**

Following the publication of the London Plan in March 2021 all applications are required to meet the highest standards of fire safety. As part of any future application, fire safety information will have to be submitted to accord with policy D12a of the London Plan.

### **Making an Application**

The [Planning Portal](#) explains how to apply for planning permission.

To enable us to consider your proposal, you must submit the correct application form, fee and include the necessary drawings and supporting information as contained within the [LBS Local Validation List](#).

### **Building Regulations**

Please note that you may also require approval under the Building Regulations. If you are in any doubt about this you can get further information via <http://www.sutton.gov.uk/buildingcontrol> or by emailing [buildingcontrol@sutton.gov.uk](mailto:buildingcontrol@sutton.gov.uk).

### **Community Infrastructure Levy (CIL)**

Please note that new developments often attract a CIL charge, this is usually on extensions over 100sqm in floor area or any development which creates new units but can also fall upon conversions. Further reading can be found here;

Sutton CIL – [www.sutton.gov.uk/cil](http://www.sutton.gov.uk/cil)

Mayor CIL - <https://www.gov.uk/guidance/community-infrastructure-levy>

Questions in relation to CIL should be sent to [planningobligations@sutton.gov.uk](mailto:planningobligations@sutton.gov.uk)

### **Conclusion**

It is concluded that the proposed conversion of the existing building and the erection of a single storey detached building to create ten residential units would be acceptable in principle in land use terms, the layout and stacking of the units to create a better and more efficient use of the site. There is also the need to create a designated communal garden to cater for the units without any

private amenity areas. Such a scheme would comply with the relevant policies and is likely to be supported by officers.

S. Buxton.

**Sarah Buxton**  
**Area Planning Manager**

*We provide these views and opinions in good faith and without prejudice to formal consideration of any planning application, which will be subject to formal consultation and ultimately decided by the Council. We cannot guarantee that any application made would be valid or would be approved. If there is a material change in circumstance or new information comes to light then less weight might be given to this document.*

