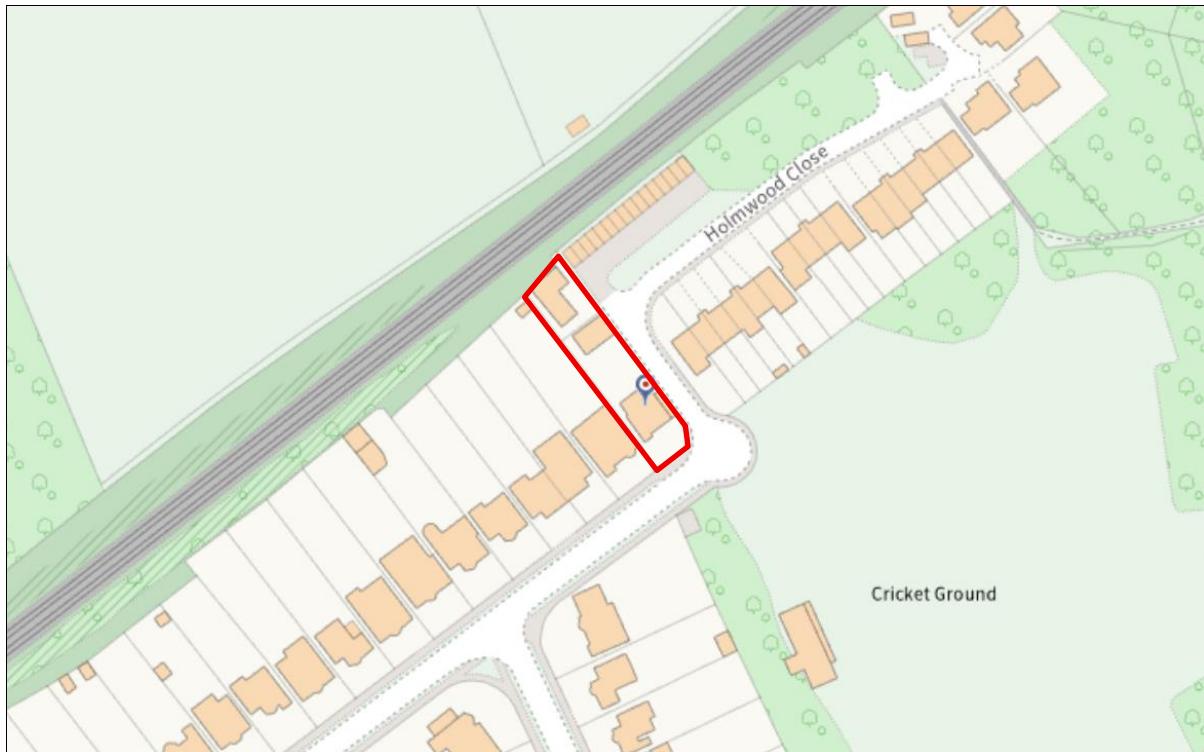


139 Holmwood Road, Cheam, Surrey, SM2 7JS

Application Number	25/01182/FUL
Application Type	Full Planning Permission (Minor)
Address	139 Holmwood Road, Cheam SM2 7JS
Ward	Nonsuch Ward
Proposal	Change of use from Residential Dwelling (C3) to a Children's Home (C2)
Expiry Date	26 December 2025
Recommendation	Approval, subject to conditions and informatics
Number of Submissions	141
Reason for Committee	Called in by Member of the Council
Case Officer	Virginia Palmer
Contact Officer	Simon Taylor, Head of Development Management and Planning Enforcement
Plans, Documents and Submissions	Available here
Glossary of Terms	Available here



SUMMARY

1. Summary and Recommendation

- 1.1. This application seeks planning permission to change the use of the Site from a family home (Class C3a) to a Children's Home (Class C2) for up to three children, who would either have been diagnosed with learning disabilities (LD) and/or emotional and/or behavioural difficulties (EBD), looked after by up to three carers and a manager.
- 1.2. This planning application follows the refusal of a Lawful Development Certificate 25/00887/CLP, dated 24 September 2025, in respect of use of the Site as a Children's Home. The Council refused the application on the basis that such a change would represent a material change of use and would therefore require planning permission.
- 1.3. This application has been called in for determination by Planning Committee by Councillor Christine Howells, for the following reasons:
 - Negative Impact on the environment
 - Negative Impact on local amenities and services
 - Negative Impact on neighbouring properties
 - Traffic generation
 - Lack of justification in this area
 - Noise and disturbance
 - Failure to integrate the development with community needs
 - Historic mismanagement of similar establishment.
- 1.4. This planning application has attracted significant concern by neighbours. Details of the concerns are set out within the "Consultation" section of this Report. Generally, the concerns relate to the potential implications of a Children's Home at this Site, based on previous experience of an unregulated Children's Home at the Site.
- 1.5. There is concern about potential noise and disturbance and anti-social behaviour resulting from the proposed Children's Home, which would adversely impact neighbours and children, altering the quiet character of the area. Concern is also raised about increased comings and goings to and from the Site, which could increase off-road car parking.
- 1.6. Past management practices do not form a material planning consideration insofar as they would not be properly reflective of any future operations.
- 1.7. There is a demonstrable need for Children's Homes within Surrey, and this Site is appropriate for a Children's Home, as confirmed by Surrey County Council Commissioning Social Care. All Local Authorities have a Statutory Duty to provide care and accommodation for children looked after in the local area (the 'Sufficiency Duty'). This Site would be in a

suitable geographic region to support Surrey's sufficiency, with access to education, transport links and leisure facilities.

- 1.8. The proposed Children's Home would be registered with Ofsted. A detailed appraisal of the operation and proposed management of a Children's Home is made by Ofsted before a Children's Home can open. This is mandatory, and not optional.
- 1.9. Under the requirements of Ofsted, Children's Homes must be run as closely as possible to a typical family household, whilst accepting that staff are employed on a rota basis to provide the parental support to children. Ofsted can close any Children's Home that does not meet the required standards. This provides assurance that the proposed Children's Home would be inspected, regulated and reported.
- 1.10. Furthermore, there is other Legislation that would regulate the proposed Children's Home, including:
 - Care Standards Act 2000
 - The Care Standards Act 2000 (Registration)(England)
 - Regulations 2010 The Children's Homes (England) Regulations 2015
 - Children's Homes and Looked after Children (Miscellaneous Amendments) (England) Regulations 2013.
- 1.11. A Children's Home requires staff and professional presence, and visits to the children. The Applicant argues that the comings and goings are not significantly different from those associated with a family. The proposal has been reviewed by SCC Highways, which confirms that the proposal would not adversely impact the highway. With two car parking spaces at the Site, available off-site car parking (as seen by Officers during their site visit) and the encouragement of staff using public transport, the proposal is unlikely to adversely impact the local highway network.
- 1.12. The proposal is considered acceptable, and Officers recommend that planning permission is granted, subject to Conditions.

PROPOSAL

2. Description of Proposal

- 2.1. This application seeks planning permission to change the use of the Site from a family home (Class C3a) to a Children's Home (Class C2) for up to three children, who would either have been diagnosed with learning disabilities (LD) and/or emotional and/or behavioural difficulties (EBD), looked after by up to three carers and a manager.

3. Key Information

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	Existing	Proposed
Site Area	0.01 Hecates	
Units	1	1
Floorspace	90m2	90m2
Number of Storeys	2	2
Car Parking Spaces	2	2
Cycle Parking Spaces	0	2

SITE

4. Description

- 4.1. The Site comprises a two-storey detached property, with a driveway within its front garden, with two car parking spaces, and a rear garden.
- 4.2. The Site is located on a quiet road, off a cul-de-sac. The area typically comprises residential properties, with a private cricket ground opposite.

5. Constraints

- Built Up Area
- Bat Survey Area
- Groundwater Source Protection Zones
- Tree Preservation Order (TPO 327/T9 – Tree of Heaven)
- Flood Zone 1
- Unclassified Road.

6. History

App No.	Description	Status
25/00887/CLP	Lawful Development Certificate - Proposed Use: Change of use from Residential Dwelling to a Children's Home	Refused 24.09.2025
18/01117/FLH	Erection of a single storey side extension, first floor rear extension and hip to gable roof conversion with rear dormer.	Approved 31.12.2018
18/00998/FUL	Subdivision of property and erection of new build 4-bedroom dwelling house.	Approved 05.04.2019
11/00681/NMA	Non-Material Amendment of 11/00011/FLH to increase ridge height by 138mm	Approved 13.10.2011
11/00011/FLH	Erection of detached rear garage accessed off Holmwood Close	Approved 25.05.2011
99/00512/TPO	Felling of Ailanthus tree under order.	Approved 17.08.1999

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App No.	Description	Status
88/00833/FUL	Extension to living room and kitchen	Refused 16.02.1989
88/00023/FUL	Demolition of conservatory and erection of single storey rear extension	Approved 21.03.1988
79/01181	Triple garage with access from Holmwood Close	Approved 22.10.1979
30639	Conservatory addition	Unknown

CONSULTATIONS

Consultee	Comments
Surrey Children's Services	<p>The proposed home in Holmwood Road could support children to live in Surrey, closer to family, friends and communities and more easily access wraparound support services and education.</p> <p>The provider I.M.P.A.C.T. has experience in operating Ofsted regulated children's homes and has cared for Surrey children in their existing home previously. They have expressed the intention to work with Surrey County Council in prioritising Surrey children for placements in their proposed new Surrey home. All Local Authorities have a Statutory Duty to provide care and accommodation for children looked after in the local area (the 'sufficiency duty').</p> <p>The site in Cheam would be in a suitable geographic region to support our sufficiency and access education, transport links and leisure facilities.</p>
Surrey Police	<p>From a Policing perspective, I would anticipate given the historic data around this address that should the planning permission be approved for a children's home at this location there would be a significant increase in ASB and calls to emergency services.</p> <p><u>Officer comment:</u> Refer to Section 11 for further commentary.</p>
SCC Highways	No objection. Recommend Condition
Public Consultation	
Neighbours	<p>The application was advertised by notification to 235 neighbouring properties, concluding on 19.11.2025. 141 submissions were received (more than one submission from the same household is treated as one submission).</p> <p>They raised the following issues:</p> <ul style="list-style-type: none"> • Objection to change of use from a house to HMO <p>Officer comment: There is required licensing to ensure stricter safety rules are followed to run a property as an HMO.</p>

Planning Committee Planning Application
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Consultee	Comments
	<ul style="list-style-type: none"> • Adverse impact on neighbouring amenity because of antisocial behaviour from the proposed Children's Home, crime and disorder and noise and disturbance <p>Officer comment: The proposed Children's Home would be registered with Ofsted. A detailed appraisal of the operation and proposed management of a Children's Home is made by Ofsted before a Children's Home can open. This is mandatory, and not optional. Under the requirements of Ofsted, Children's Homes must be run as closely as possible to a typical family household, whilst accepting that staff are employed on a rota basis to provide the parental support to children. Ofsted can close any Children's Home that does not meet the required standards. This provides assurance that the proposed Children's Home would be inspected, regulated and reported.</p> <p>The proposed Children's Home would also be subject to other Legislation, including:</p> <ul style="list-style-type: none"> - Care Standards Act 2000 - The Care Standards Act 2000 (Registration)(England) - Regulations 2010 The Children's Homes (England) Regulations 2015 - Children's Homes and Looked after Children (Miscellaneous Amendments) (England) Regulations 2013. <p>Given the staff and professional presence, and strict regulations to abide to, there is adequate assurance that the proposal would not adversely impact neighbours and school children and would unlikely adversely change the quiet, character of the area.</p> <ul style="list-style-type: none"> • Poor management assurance from proposed Children's home <p>Officer comment: As above, the proposed Children's Home would be Ofsted registered and subject to other Legislation. Subject to planning permission being granted, a Management Plan, submitted with this application, would be subject to a Planning Condition.</p> <ul style="list-style-type: none"> • Highways impact as an increase in vehicle trips from staff and visitors. On-street parking is already limited <p>Officer comment: The Site comprises two car parking spaces and on-street parking is sufficient to accommodate occasional visits. Staff and visitors are encouraged to use public transport and sustainable means of travel to and from the Site. SCC Highways has confirmed that the proposal would unlikely result in a material impact on the local highway network in terms of highway safety or capacity.</p>

Consultee	Comments
	<ul style="list-style-type: none"> • Inadequate amenities and facilities for young people within the surrounding area <p>Officer comment: There is a demonstrable need for Children's Homes, and this specific Site is appropriate for a Children's Home, confirmed by Surrey County Council Commissioning Social Care. In its professional opinion, the Site has suitable access to education, transport links and leisure facilities. It is not dissimilar to a residential dwelling.</p>
Ward Member	<p>This application has been called for determination by Planning Committee by Councillor Christine Howells, for the following reasons:</p> <ul style="list-style-type: none"> • Negative Impact on the environment • Negative Impact on local amenities and services • Negative Impact on neighbouring properties • Traffic generation • Lack of justification in this area • Noise and disturbance • Failure to integrate the development with community needs • Historic mismanagement of similar establishment. <p>Officer comment: This is addressed above (Neighbours) and within the body of the report.</p>

PLANNING LEGISLATION, POLICY, AND GUIDANCE

7. Legislation and Regulations

7.1. Town and Country Planning Act 1990

8. Planning Policy

8.1. National Planning Policy Framework 2023 (NPPF)

- Section 2: Achieving Sustainable Development
- Section 4: Decision-Making
- Section 5: Delivering a Sufficient Supply Of Homes
- Section 8: Promoting Healthy and Safe Communities
- Section 9: Promoting Sustainable Transport
- Section 15: Conserving and Enhancing the Natural Environment

8.2. Epsom and Ewell Core Strategy 2007 (CS)

- Policy CS1: Sustainable Development
- Policy CS5: The Built Environment
- Policy CS6: Sustainability in New Development
- Policy CS7: Housing Provision
- Policy CS8: Broad Location of Housing Development

- Policy CS16: Managing Transport and Travel

8.3. Epsom and Ewell Development Management Policies Document 2015 (DMPD)

- Policy DM12: Housing Standards
- Policy DM19: Development and Flood Risk
- Policy DM21: Meeting Local Housing Needs
- Policy DM35: Transport and New Development
- Policy DM36: Sustainable Transport for New Development

PLANNING ASSESSMENT

9. Presumption in Favour of Sustainable Development

9.1. Paragraph 11 of the NPPF 2023 stipulates that development proposals which accord with an up-to-date development plan should be approved and where a proposal conflicts with an up-to-date development plan, permission should not usually be granted. Currently, the Council does not have an up-to-date development plan on account of not being able to demonstrate a five-year supply of housing.

10. Principle of Development

10.1. Loss of Housing

10.2. Paragraph 61 of the NPPF 2024 aims to significantly boost the supply of homes in areas where it is needed and address specific needs. Policy CS7 of the CS seeks to meet housing requirements in accordance with Policy H1 of the South East Plan which is at least 2,715 homes within the period 2007-2022 or 181 new dwellings per annum. The Council is currently preparing a new Local Plan for the Borough which will set a new housing requirement for the plan period (2022-2040).

10.3. The Council has calculated its five-year housing land supply position as being between 1.53 years supply, as set out in the 2023/2024 Authority Monitoring Report. The Council is presently falling significantly short of this requirement and cannot presently demonstrate five years housing land supply.

10.4. The Site is located within the Built-Up Area of Epsom, where in accordance with Policy CS8, housing development is directed. The Site comprises a residential property and is surrounded by other residential properties.

10.5. There is no adopted local planning policy that protects housing, or which prevents the loss of housing, but the Proposed Submission Epsom & Ewell Local Plan 2022-2040 Regulation 19, December 2024 document, contains a Policy, DM3, which relates to the loss of housing.

- 10.6. Draft Policy DM3 states that limited housing land within the Borough means that it is important to protect existing housing stock. The incremental loss of housing would undermine the provision of new housing to meet the Borough's needs. Whilst any loss is important, it is recognised that there may be exceptional circumstances where it may be justified. in these circumstances the loss should be weighed against other planning benefits.
- 10.7. Draft Policy DM3 states that the loss of Use Class C3 dwellings to alternative residential types will generally be supported provided the new provision meets the identified needs of the Borough. An application would need to demonstrate there is a need for the use and that the proposal would not result in a disproportionate provision of certain types of housing.
- 10.8. The weight afforded to draft Policies is a matter for the Decision Maker and this weight should be determined in line with the National Planning Policy Framework. Policies also gain weight as they progress through the process of consultation and examination, particularly where they do not attract objections. Policies that closely accord with adopted policy in the existing Local Plan also merit more weight.
- 10.9. The Officer Report for the recently refused Lawful Development Certificate application, ref: 25/00887/CLP, confirmed that the property is in Use Class C3. There is nothing to suggest that this position has changed. The change of use represents a net loss of housing, albeit for residential care.
- 10.10. The lawful use of a dwellinghouse, including in Use Class C3 is broad in scope and could bring with it considerable family activity. In this case, a Children's Home would be regulated, including by Ofsted, to ensure it would run as closely as possible to a typical family household, whilst accepting that staff are employed on a rota basis to provide the parental support required for the children. Officers consider that the proposed nature of the house would not materially differ from a traditional family home, the loss of a dwellinghouse falling under Use Class C3, to a Children's Home, Use Class C2, is acceptable, in principle.
- 10.11. There is a need for Children's Home, and this Site is appropriate for a Children's Home as confirmed by Surrey County Council Commissioning Social Care (discussed within this Report). Officers consider that the proposed nature of the house would not materially differ from a traditional family home and as such, the loss of a dwellinghouse falling under Use Class C3, to a Children's Home, Use Class C2, is acceptable, in principle.

10.12. Specialist Accommodation (Provision of a Children's Home, Use Class C2)

- 10.13. Policy DM21 of the DMPD allows specialised forms of residential accommodation subject to robust demonstration of need, no over provision and flexible design to accommodate future conversion.

- 10.14. Draft Policy S7 “Specialist Housing” of the draft Epsom & Ewell Local Plan 2022 – 2040, Regulation 19, dated December 2024, sets out that development proposals for specialist housing, will be permitted where (inter alia) there is robust evidence to support that it meets an identified need in the Borough and that it can be demonstrated that the development is designed and managed to provide the most appropriate types and levels of support to its target resident.
- 10.15. Draft Policy S7 “Specialist Housing” of the draft Epsom & Ewell Local Plan 2022 – 2040, Regulation 19, dated December 2024, sets out that development proposals for specialist housing, will be permitted where (inter alia) sites have good access to facilities, services and public transport.
- 10.16. There has been substantial objection surrounding the principle of a Children’s Home at this Site. There is concern that the proposal would change the use of the property to a House in Multiple Occupation (HMO) and that there would be poor management assurance from the proposed Children’s Home. There is also concern that there are inadequate amenities in the area for the children. These concerns have been taken into consideration by Officers within this section of the Report.
- 10.17. Surrey County Council Commissioning Social Care formally commented on this application on 19 November 2025. Its response sets out that the provider I.M.P.A.C.T. proposes a new Children’s Home to care for up to three children. The development of smaller, family sized Children’s Homes in Surrey enables placements to be made in County and avoids children needing to move many miles away, thereby supporting Surrey County Council’s Looked After Children’s Sufficiency Strategy. Surrey County Council are having to place a large proportion of children who are looked after in residential Children’s Homes outside the County boundary due to a lack of sufficient provision in Surrey. The proposed home in Holmwood Road could support children to live in Surrey, closer to family, friends and communities and more easily access wraparound support services and education.
- 10.18. Surrey County Council Commissioning Social Care’s comment sets out that the provider I.M.P.A.C.T. has experience in operating Ofsted regulated Children’s Homes. They have expressed the intention to work with Surrey County Council in prioritising Surrey children for placements in their proposed new Surrey home. All Local Authorities have a Statutory Duty to provide care and accommodation for children looked after in the local area (the ‘Sufficiency Duty’). This Site would be in a suitable geographic region to support Surrey’s sufficiency and there is access to education, transport links and leisure facilities.
- 10.19. Accompanying this planning application is an email from the Placement Team, from the Children’s Social Care at the London Borough of Sutton, confirming that from a placement point of view, there is always a need and

priority to place Sutton children in the local area, and it would be of a benefit to have more Ofsted regulated provisions in the local area.

- 10.20. The above demonstrates a need for Children's Homes, and that this Site is appropriate for a Children's Home, with access to education, transport links and leisure facilities.
- 10.21. There has been concern raised through representation that the Children's Home would have poor management. This appears to be primarily due to past mismanagement of an unregulated children's home at the Site in the past. The proposed Children's Home would be regulated, including by Ofsted and other Legislation, including:

- Care Standards Act 2000
- The Care Standards Act 2000 (Registration)(England)
- Regulations 2010 The Children's Homes (England) Regulations 2015
- Children's Homes and Looked after Children (Miscellaneous Amendments) (England) Regulations 2013.

- 10.22. The above demonstrates a need for Children's Homes and the suitability of this Site. This would be regulated and therefore, the proposal complies with Policy DM21 of the DMPD allowing this specialised form of residential accommodation (and draft Policy S7 "Specialist Housing" of the draft Epsom & Ewell Local Plan 2022 – 2040, Regulation 19, dated December 2024).

11. Neighbour Amenity

- 11.1. Policy CS5 of the CS and Policy DM10 of the DMPD seeks to protect occupant and neighbour amenity, including in terms of privacy, outlook, sunlight/daylight, and noise whilst Paragraph 191 of the NPPF 2023 and Policy CS6 of the CS seek to mitigate and reduce noise impacts.
- 11.2. Paragraph 3.17 of the DMPD sets out the importance of protecting the existing high standard of amenity enjoyed throughout the Borough's established residential areas.
- 11.3. There has been a substantial number of objections received about the impact of a Children's Home at this Site on neighbouring amenity. It is understood that antisocial behaviour and crime and disorder resulted from the previous Children's Home and so there is great concern that antisocial behaviour and crime and disorder would result from the proposed Children's Home too. There is concern about noise and disturbance from the proposed Children's Home and that this may alter the quiet character of this neighbourhood.
- 11.4. Surrey Police formally commented on this application, confirming that from a policing perspective, it is anticipated that given the historic data around this address, that should the planning permission be approved for

a Children's Home at this location, there would be a significant increase in anti-social behaviour and calls to emergency services.

- 11.5. A letter from Forsters, dated 20 November 2025, has been submitted with this assessment, which argues that the proposed development would likely have an unacceptable impact on residential amenity. The letter refers to the Management Plan, submitted with this application, which provides for a minimum of two 24-hour carers, a figure which does not directly correlate with the number of proposed resident children (three). The imbalance resulting from this lack of full-time one-on-one supervision could lead to a recurrence of the problems experienced by residents because of the previous Children's Home at the Property.
- 11.6. Officers stress the term "minimum" of two 24-hour carers but note that the Management Plan also stipulates that each young person will have a one-to-one staffing ratio, confirmed prior to placement. Support is provided both within the home and in the community to ensure consistent supervision and care across all settings. As such, Officers do not consider there to be an imbalance of one-on-one supervision.
- 11.7. It is understood that the previous Children's Home was closed by Police, in accordance with the letter submitted by Forsters. Representations set out that there were several local issues, including antisocial behaviour, vandalism, drug use and noise and disruption, because of the former Children's Home. Officers also note the representation received from Surrey Police regarding the proposed Children's Home. During the Officer's site visit, the Applicant Team confirmed that the previous Children's Home was not Ofsted registered.
- 11.8. The proposed Children's Home would be registered with Ofsted. A detailed appraisal of the operation and proposed management of a Children's Home is made by Ofsted before a Children's Home can open. This is mandatory, and not optional.
- 11.9. Under the requirements of Ofsted, Children's Homes must be run as closely as possible to a typical family household, whilst accepting that staff are employed on a rota basis to provide the parental support to children. It also notes that Ofsted can close any Children's Home that does not meet the required standards. This provides assurance that the proposed Children's Home would be inspected, regulated and reported.
- 11.10. The above demonstrates that the Children's Home would be adequately regulated. Furthermore, accompanying this application is a "Good Neighbour" Policy, which sets out the commitment to respecting neighbours and the local environment, whilst encouraging community integration for the children at the Children's Home.
- 11.11. Officers note that submitted with the application is a Management Plan, and Noise Management Policy. Subject to planning permission being

granted, these documents would be subject to Conditions, to ensure compliance, and enforceability.

11.12. This planning application follows the refusal of a Lawful Development Certificate (ref: 25/00887/CLP) in respect of use of the Site as a Children's Home. The Officer Report did not consider the proposed Children's Home would adversely impact neighbouring amenity, and the same conclusion is drawn from this planning application, given the above assessment. The proposal complies with Policy CS5 of the CS and Policy DM10 of the DMPD.

12. Parking and Highways impact

- 12.1. Policy CS16 of the CS encourages an improved and integrated transport network and facilitates a shift of emphasis to non-car modes as a means of access to services and facilities. Development proposals should provide safe, convenient, and attractive accesses for all, be appropriate for the highways network, provide appropriate and effective parking provision, both on and off-site and ensure that vehicular traffic generated does not create new, or exacerbate existing, on street parking problems, nor materially increase other traffic problems.
- 12.2. Policy DM35 of the DMPD requires consideration of the impact upon the transport network via a Transport Assessment or Statement.
- 12.3. Draft Policy S7 "Specialist Housing" of the draft Epsom & Ewell Local Plan 2022 – 2040, Regulation 19, dated December 2024, sets out that development proposals for specialist housing, will be permitted where (inter alia) sites have good access to facilities, services and public transport.
- 12.4. There has been substantial objection received about the impact of a Children's Home at this Site, including the highways impact due to an increase in vehicle trips from staff and visitors and potential on-street parking. Representations state that on-street parking is already limited.
- 12.5. The primary issue raised for not approving the Lawful Development Certificate, ref: 25/00887/CLP, was due to concern that the comings and goings from the Site would be materially different from a family dwelling. This planning application is, however, not to be based upon whether there is a material difference, but on whether the resulting impact would be acceptable or not.
- 12.6. The Planning Statement sets out that day to day activities in the Children's Home would mirror those of a typical large family. Staff shift changes, school runs, and visitors, would all follow a schedule like that of a family with young children.
- 12.7. The Planning Statement sets out that the comings and goings, whether by car or other means, are like a typical family dwelling. The home manager

would arrive each weekday by car in the morning and leave each evening (09:00 and 17:00pm). Officers do note that a car would be used.

- 12.8. The Planning Statement sets out that in terms of the three staff, they would arrive either by taxi or by bicycle on the premises, the overnight staff would work on 48-hour shifts, with only one of the two staff changing each day around 09:30am. A daily carer would arrive each day around 08:30, working until 20:00. Ultimately, this is not enforceable and does not form part of the assessment of the application.
- 12.9. The Planning Statement sets out that in addition to Ofsted's one visit per year, there would be visits by Local Social Services approximately every four to six weeks and Regulation 44 each month. Usually, each child's social worker would visit them individually, but if they are from the same Local Authority, one of the social workers may visit both children. This means that these visits are quite rare and with one or two inspectors visiting the property each month.
- 12.10. The Planning Statement sets out that depending on the needs of the individual children, there may be occasional visits by other professionals. Additionally, there may be visits by family members, although these are carefully managed in advance, or the home would facilitate family contact outside the home, subject to the child's individual care plan.
- 12.11. The Planning Statement sets out that a secure bicycle rack would be provided to encourage care staff to cycle to work, and bus passes and subsidised taxis are promoted to discourage carers from bringing their own cars to work, even though few care workers would own their own cars.
- 12.12. The Planning Statement concludes that the number of movements to and from the home would not be materially different from the current use and not to a point where neighbours would experience any disturbance. It is a quiet cul-de-sac, but neither the number of people coming and going, nor the number of cars likely to arrive and leave, would result in any significant harm to the setting of the area.
- 12.13. The Planning Statement includes the below table, which is the estimated comings and goings from a family use:

Activity	Sun	Mon	Tues	Wed	Thur	Fri	Sat
Journeys to work		2	2	2	2	2	
School run		4	4	4	4	4	
Shopping/social/recreational outings	6			2	2		4
Other visitors	2			2		2	4
Total movements (in/out)	8	6	6	10	8	8	8

- 12.14. The Planning Statement includes the below schedule of proposed use, based upon experience of similar homes:

Activity	Sun	Mon	Tues	Wed	Thur	Frid	Sat
Home manager/daily carers	2	4	4	4	4	4	2
Care workers starting and finishing shift	2	2	2	2	2	2	2
School run		4	4	4	4	4	
Shopping/social/recreational outings	4						4
Visitors (inspections/social workers/family and friends)	2			2			2
Total movements (in and out)	10	10	10	12	10	10	10

12.15. Officers noted during the site visit that the property benefits from two car parking spaces. Officers were able to park on the road and noted that at the time of their site visit, there was available on-street car parking spaces.

12.16. The nearest bus stop is on Cheam Road (A232), approximately 0.9 miles from the Site. The nearest train station is Cheam Train Station, approximately 0.9 miles from the Site, with Ewell East Train Station approximately 1 mile from the Site. As such, the Site is somewhat well-served by public transport nodes, which are in walking distance of the Site.

12.17. In the Planning Statement submitted with the previously refused Lawful Development Certificate, the Applicant attempted to justify the proposed car use as being in line with a standard family home use. It provided two schedules: "Schedule 1 – Average Previous Weekly Movements (estimated previous occupants)" and "Schedule 2 – Proposed use (based upon experience of other homes)". Although the source of the figures in each was not evidenced, Schedule 1 showed the total movements throughout the week to be 50, while Schedule 2 showed the total movements throughout the week to be 66.

12.18. It is noted that the figures contained in the schedules provided with this planning application (above) do not reflect the figures provided under the schedules within the Planning Statement accompanying the recently refused Certificate of Lawfulness application. The differences are not explained. Schedule 1 now refers to the "estimated comings and goings from family use". Certain figures within the table within each schedule have also increased, despite the same use of the property being proposed. Schedule 1 now shows the total movements throughout the week as 72.

12.19. As raised within the objection by Forsters, there is concern that there is an increase in projected car journeys, and with the uncertain source of the Applicant's calculations, there is no robust evidence to dispel the Council's previous concern that the proposal would not have a highways impact that exceeds that of the average car use of a family home in the area.

12.20. As set out above, the Planning Statement sets out that it is company policy to require staff through their contracts of employment to use public transport and not to allow on-street parking. As raised within the objection by Forsters, the Planning Statement makes little attempt to disguise the likely use of cars and demonstrates that at least one employee would be using a car daily (paragraph 3.16 of the Planning Statement). Forsters set out that under UK employment law, it is unenforceable to mandate the means of transport by which employees travel to and from work, meaning the Applicant would not be able to control car use as intended in its "company policy", upon which it relies upon to mitigate car use. The Planning Statement sets out that the Applicant would rely on discouraging car use and encouraging other forms of transport. The Planning Statement sets out that few care workers would own cars is unsubstantiated, providing no comfort about the highways impact.

12.21. Officers recognise that a Children's Home requires staff and professional presence, and visits. The Applicant argues that the comings and goings are not significantly different from those associated with a family. Officers accept that the number of staff and professionals predicted to stay and visit the property is not significantly above what may be expected from a typical family home with three children where such movements might ordinarily involve travel to and from school and after school activities, alongside other adult movements, such as work and visiting the shops. It is also reiterated that the lawful use of a dwellinghouse, Use Class C3, is broad in scope and could bring with it considerable activity, and as such, there is no significant differences expected.

12.22. Further, SCC Highways formally commented on this application, setting out that the proposal would not result in a material impact on the adjacent local highway network in terms of highway safety or capacity, but requests a Condition be imposed to secure good quality cycle parking for future occupiers.

12.23. To ensure that public transport is encouraged, a Travel Plan was submitted with the application on 7 January 2026. This was reviewed by SCC Highways, who made the following comment:

The Travel Plan does not meet the criteria of a typical Travel Plan that the CHA would recommend (as detailed within the Travel plans – a good practice guide for developers document - Travel Plans- Good Practice Guide for Developers). However, a Site of this scale would not normally warrant the production and use of a Travel Plan as defined by the above and the CHA would not normally recommend such a plan for a Site such as this. As well as this, the document appears to be defining the likely movements associated with the Site and demonstrate the Applicants' intentions regarding sustainable transport, this is unlike a typical Travel plan despite both being related to sustainable transport support. Given the above, the CHA consider that the originally provided response is still applicable

and requests this be applied to the current application accordingly.

12.24. The proposal is therefore acceptable, complying with Policy CS16 of the CS and DM35 of the DMPD.

13. Ecology and Biodiversity

13.1. Given that this application is a Change of Use application only, it is not anticipated to cause ecological or biodiversity impact. The application is also exempt from providing Biodiversity Net Gain because it is a Change of Use application only and has no impact on a priority habitat (falling below 25 square metres).

14. Flooding and Drainage

14.1. Given that this application is a Change of Use application only within Flood Zone 1, it is not anticipated to give rise to issues of flood risk.

15. Contamination and Remediation

15.1. Given that this application is a Change of Use application only, there is no contamination risk.

16. Refuse and Recycling Facilities

16.1. This proposal is a Change of Use application only and the refuse and waste likely to be generated from a Children's Home could be accommodated within bins at the Site and would not alter the Council's collections.

17. Environmental Sustainability

17.1. This proposal is a Change of Use application only, with no alterations proposed to be property. The proposal would see the property in continued use, which is sustainably beneficial.

18. Accessibility and Equality

18.1. Policy CS16 of the CS and Policy DM12 of the DMPD requires safe, convenient, and attractive access to be incorporated within the design of the development. The proposal achieves satisfactory accessibility.

18.2. The Council is required to have regard to its obligations under the Equality Act 2010, including protected characteristics of age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion, or belief. There would be no adverse impacts because of the development.

19. Planning Obligations and Community Infrastructure Levy

19.1. The Community Infrastructure Levy Charging Schedule 2014 indicates that the application is not chargeable for CIL payments because there is no net increase in dwellings.

CONCLUSION

20. Planning Balance

20.1. Section 2 of the NPPF 2024 has an underlying presumption in favour of sustainable development which is carried through to the Development Plan. Policy CS1 of the CS expects development to contribute positively to the social, economic, and environmental improvements in achieving sustainable development whilst protecting and enhancing the natural and built environment.

20.2. Economic Considerations

20.3. The property is currently tenanted and would result in the loss of a family home, but this is outweighed by the identified need for a Children's Home. Overall, there is negligible weight applied from an economic perspective.

20.4. The proposal would support localised support jobs, including from staff and professionals working with the children, at the proposed Children's Home. This attracts minor weight.

20.5. Social Considerations

20.6. There is a demonstrable need for Children's Homes within Surrey, as confirmed by Surrey County Council Commissioning Social Care, and this Site is appropriate for a Children's Home. All Local Authorities have a Statutory Duty to provide care and accommodation for children looked after in the local area (the 'Sufficiency Duty'). This Site would be in a suitable geographic region to support Surrey's sufficiency and there is access to education, transport links and leisure facilities. The placement of three children is viewed positively. This attracts significant weight, tempered slightly only because of the loss of a family sized home.

20.7. Environmental Considerations

20.8. There is concern raised about the potential implications of a Children's Home, based on the experience of an unregulated Children's Home previously at the Site. There is concern about noise and disturbance from the proposed Children's Home, potential anti-social behaviour, and that this would alter the quiet character of the area.

20.9. The proposed Children's Home would be registered with Ofsted. Under the requirements of Ofsted, Children's Homes must be run as closely as

possible to a typical family household, whilst accepting that staff are employed on a rota basis to provide the parental support to children. Ofsted can close any Children's Home that does not meet the required standards. This provides assurance that the proposed Children's Home would be inspected, regulated and reported.

20.10. Overall, this attracts minimal weight.

20.11. Conclusion

20.12. On balance, the proposal is considered acceptable when accounting for the weight attributed to the need for such housing, and Officers recommend that planning permission is granted, subject to Conditions.

RECOMMENDATION

To Grant Planning Permission subject to the following conditions and informatives:

Conditions

1) Timescale

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

2) Approved Plans

The development hereby permitted shall be carried out in accordance with the following approved plans:

- Location Plan – received 06 Oct 2025
- 139HR-DRA-03 Rev B – Block Plan – received 06 Oct 2025
- 139HR-DRA-01 - Existing Layout Plans – received 06 Oct 2025

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans to comply with Policy CS5 of the Core Strategy 2007.

3) Compliance with Noise Management Policy

The proposed use shall accord with the Noise Management Policy, received 5 January 2026 for the lifetime of the development, unless otherwise agreed by the Local Planning Authority.

Reason: To protect the occupants of nearby residential properties from noise disturbance in accordance with Policy DM10 of the Development Management Policies Document 2015.

4) Compliance with Management Plan

The proposal shall accord strictly with the Management Plan – Holm's House Children's Home, received 19 January 2026, for the lifetime of the development, unless otherwise agreed by the Local Planning Authority.

Reason: To protect the occupants of nearby residential properties from noise and anti-social disturbance in accordance with Policy DM10 of the Development Management Policies Document 2015.

5) Bicycle parking and charging

The development hereby approved shall not be first occupied unless and until facilities for secure, at-grade and covered parking of bicycles and the provision of a charging point have been provided within the development site and thereafter the said approved facilities shall be retained and maintained for the life of the development.

Reason: To encourage travel by means other than private motor vehicles to meet the objectives of the National Planning Policy Framework 2024 and Policies DM35, DM36 and DM37 of the Development Management Policies Document 2015.

Informatics

1) Positive and Proactive Discussion

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in the Core Strategy, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

2) Control of Noise

You are advised that the Council does have formal powers to control noise and nuisance under The Control of Pollution Act 1974, the Clean Air Acts and other relevant legislation. For further information and advice, please contact - Environmental Health Department Pollution Section.