



# Authority Monitoring Report

1 April 2020 - 31 March 2021

Epsom & Ewell Borough Council



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## 1.0 Introduction

- 1.1 This Authority Monitoring Report (AMR) covers the period 1 April 2020 to 31 March 2021 for the borough of Epsom and Ewell.
- 1.2 For the purposes of this AMR, the approach taken is to meet our statutory responsibilities which are set out in the Town and Country Planning (Local Development) (England) Regulations 2012. The reasons for taking this approach are:
- due to the age of the existing Local Plan (pre NPPF) the weight associated with the adopted policies is dependent on level of general conformity with the NPPF
  - as set out in paragraph 4.9 of this AMR the Council failed the Housing Delivery test in the reporting year, resulting in the NPPF's presumption in favour of sustainable development applying
  - the effectiveness of the adopted planning policies as a result of the above two points is restricted and therefore reporting on their effectiveness is immaterial.
- 1.3 One of the purposes for monitoring your adopted Local Plan policies is to flag when policies are being ineffective and when a review may be necessary. The Council has already acknowledged the need for a new up to date Local Plan and preparation is underway. Until the new Local Plan is adopted, we will seek to meet our statutory responsibilities in preparing the AMR and will produce a detailed AMR once up to date policies are adopted. A revised timetable for the production of the new Local Plan is being prepared and once finalised will be published on the Council's webpage.
- 1.4 This AMR therefore primarily focusses on assessing progress against the current Local Development Scheme (LDS) (the Local Plan timetable), and current planning policies that include annual numbers for new homes (including affordable homes) and contains headline data on changes in employment and retail floorspace. It also includes information about Neighbourhood Plans, the Community Infrastructure Levy, and the Duty to Cooperate.
- 1.5 This AMR is prepared in accordance with Regulation 34 of the Town and Country Planning (Local Development) (England) Regulations 2012.
- 1.6 This is the first time the Council has published this document as an Authority Monitoring report (formerly known as Annual Monitoring report).

## 2.0 Local Development Scheme

- 2.1 The timetable for which local development documents will be produced, in what order and when is set out in the Local Development Scheme (LDS).
- 2.2 The Council published a revised Local Development Scheme in January 2020 and most recently updated this in March 2021 (following the impact on work due to the Coronavirus pandemic). This superseded the 2020 timetable published in the last AMR and focused on the preparation and production of the new Local Plan. Table 1 below is the timetable for the Local Plan in the existing LDS. The Council is currently in the process of revising the local plan timetable. Once it has been updated a new Local Development Scheme will be available to view on the Council's website.

Table 1 – existing timetable for the preparation of the Local Plan and progress

<i>Key Stages</i>	<i>Scheduled Date</i>	<i>Progress</i>
<b>Issues &amp; Options and Call for Sites Consultations (Regulation 18 Part 1)</b>	September – December 2017	Completed
<b>Consideration of Consultation Responses</b>	December 2017 – March 2018	Completed
<b>Preparation and Production of the Masterplan for Epsom &amp; Ewell</b>	June 2018 – June 2019	Completed
<b>Final Issues &amp; Options Consultation (Regulation 18 Part 2)</b>	November 2021 - January 2022	Ongoing work towards this next stage. Revision to LDS underway
<b>Consider consultation responses and prepare revised Draft Local Plan</b>	February 2022– June 2022	
<b>Report to LPPC Reg.19 Publication Version of the Draft Local Plan</b>	June 2022	
<b>Pre-Submission Public Consultation</b>	July – September 2022	
<b>Date of Submission to Secretary of State</b>	October 2022	

<b>Public Hearing</b>	January 2023	
<b>Estimated Date for Adoption</b>	December 2023	

### Supplementary Planning Documents (SPD)

2.3 There were no plans to produce any new SPDs within the reporting year. The following SPDs have already been implemented:

- Revised Developer Contributions SPD 2014
- Parking Standards for Residential Development SPD 2015
- Revised Sustainable Design Supplementary Planning Document (SPD) 2016

### 3.0 Implementation of policy

3.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34) require that the AMR must identify any policies in a Local Plan that are not being implemented and explain the reasons why.

3.2 There are no policies in the current Local Plan that are not being implemented. All policies remain part of the Development Plan and are accorded weight accordingly, in view of conformity with the NPPF including the presumption in favour of sustainable development due to the housing delivery test result in the reporting year.

### 4.0 Monitoring Performance

#### New homes

4.1 Where Local Plan policies specify a number over a period of time in relation to net additional dwellings or net additional affordable dwellings, the AMR must report the number achieved over the monitoring period, and since the policy was adopted.

#### Number of new homes

4.2 Core Strategy (CS) Policy CS 7 requires at least 2,715 homes to be provided between 2007 and 2022, based on an average of 181 dwellings per annum).

4.3 During this reporting year, 2020-2021, 169 new homes (net) were completed.

4.4 The main source of completions was on three large sites as set out in Table 2.

Table 2 – Completions on large sites

Site	Net completions
<b>NESCOT 2 (Sycamore Gardens)</b>	32
<b>Sunnybank House (Student accommodation)</b>	39
<b>Kings Arms Public House, East Street, Epsom</b>	21

4.5 Table 3 shows the completions in this reporting period by Ward.

Table 3 – completions by Ward.

Ward	Net completions
College	8
Cuddington	2
Ewell	35
Nonsuch	32
Stamford	1
Ewell Court	1
Town	79
West Ewell	2
Woodcote	5
Ruxley	4

4.6 Table 4 below shows the number of housing completions each year since the adoption of the Local Plan. It demonstrates that the Core Strategy target of a minimum of 2,715 homes has been met, with one remaining year in the plan period. However, this should be understood in the context of the NPPF requirements and national housing requirements for the borough which are significantly higher.

4.7 Appendix B contains a map showing the location of the housing completions.

4.8 76% of housing completions were on Previously Developed Land (PDL). The units built on greenfield land include 32 dwellings at NESCOL Agricultural land and a few on garden land.

Table 4 - Housing Completions per year

	CS Target	Total (net)	Overall Deficit/surplus
2020-21	181	169	+707
2019-20	181	193	+719
2018-19	181	165	+707
2017-18	181	160	+723
2016-17	181	294	+744
2015-16	181	169	+631
2014-15	181	195	+643
2013-14	181	234	+629
2012-13	181	517	+576
2011-12	181	289	+240
2010-11	181	251	+132
2009-10	181	103	+62
2008-9	181	221	+140
2007-8	181	281	+100
<b>Total</b>	<b>857</b>	<b>3241</b>	<b>26%</b>

4.9 It should be noted that the remit of an AMR is to monitor Development Plan Policies. However, in the absence of an up-to-date Local Plan, the housing number for the borough is now calculated using the national standard housing methodology. The revised National Planning Policy Framework (NPPF) has introduced a number of new tests/measures that seek to increase housing delivery. This includes the Housing Delivery Test and its associated penalties. The results of the HDT are published nationally each year. In the reporting year the Council failed the HDT and as such the NPPF's presumption in favour of sustainable development applied.

### Affordable homes

- 4.10 Policy CS9 has a target that overall, 35% of new dwellings should be affordable
- 4.11 During this reporting year there have been 5 affordable housing completions. These units were for shared ownership and were delivered as part of the development at NESCOL Agricultural Land Reigate Road Ewell (17/00429/FUL).
- 4.12 Table 5 below shows the affordable housing completions each year since adoption of the Local Plan.

Table 5 – affordable housing completions per year

	Open Market Housing (net)	Affordable Units (net)	Total (net)	Percentage affordable
<b>2020-2021</b>	164	5	169	3%
<b>2019-2020</b>	165	28	193	15%
<b>2018-19</b>	117	48	165	29%
<b>2017-18</b>	138	22	160	14%
<b>2016-17</b>	237	57	294	19%
<b>2015-16</b>	97	72	169	43%
<b>2014-15</b>	137	58	195	30%
<b>2013-14</b>	157	77	234	31%
<b>2012-13</b>	310	207	517	40%
<b>2011-12</b>	216	73	289	25%
<b>2010-11</b>	206	45	251	18%
<b>2009-10</b>	57	46	103	45%
<b>2008-9</b>	180	41	221	19%
<b>2007-8</b>	203	78	281	28%
<b>Total</b>	<b>2384</b>	<b>857</b>	<b>3241</b>	<b>26%</b>

### New Gypsy and Traveller accommodation

- 4.13 Policy CS10 seeks to make provision for Gypsy and Traveller accommodation in the borough in accordance with the Gypsy and Traveller Accommodation Assessment (GTAA) currently being undertaken or in the Southeast Plan Review. The most up to date assessment of need is now the Gypsy, Traveller, and Travelling Showpeople Accommodation Assessment, 2017.
- 4.14 During the monitoring year, no new pitches have been provided for Gypsy and Traveller accommodation in the borough.

### Five-year land supply

- 4.15 The NPPF requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of supply against housing requirements. In the absence of an up-to-date Local Plan, for the purposes of this calculation it is the standard housing methodology requirement that applies.
- 4.16 There is also a requirement for a five years' worth of supply for Gypsy and Traveller accommodation (albeit in reference to separate national planning policy; Planning Policy for Traveller Sites).
- 4.17 The Council has calculated its five-year supply position for housing land supply as being 0.68 years. The calculation is available in Appendix A.
- 4.18 There is no five-year supply for Gypsy and Traveller accommodation

### Self and Custom Build Register

- 4.19 The Self-build and Custom Housebuilding Act 2015 requires local planning authorities to keep a register of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects.
- 4.20 Between 1 April 2018 and 31 March 2021, 15 homes for self-build (CIL exemptions) have been granted.

4.21 As of 31 March 2021, the total number of applicants on the register was 10.

## Employment

4.22 Three planning permissions granted during this reporting year that if implemented would result in the loss of employment floor space. These were all for residential development.

4.23 Loss of employment use:

- 20/00858/PDCOU:  
Prior Approval for change of use from offices to 18 residential apartments.
- 20/01264/FUL: Conversion of 1st floor office to create 2 x 2-bedroom flats.
- 20/00240/COU: Change of use from storage/distribution buildings (Use Class B8) at land at Hook Road (R/O 2 Chase Road) to create 1 x 2-bedroom residential unit (Use Class C3).

4.24 There was one planning permission granted that if implemented would result in additional employment floorspace.

4.25 New employment floorspace:

- 19/01273/FUL: Change of use of ground floor Class A1 (Shops) to Class B1 (Offices). Demolition of existing single storey rear extension and erection of replacement single storey rear extension to create 1 x 2-bedroom flat. Alterations to existing first and second floor 1 x 3-bedroom flat with associated refuse and cycle facilities.

## Retail

4.26 Within the reporting period there were three planning permissions granted which if implemented would result in changes to the retail provision in the town centre. There was one which would decrease retail floor space (permitted development), one which would retain the retail floor space with increased flexibility in the use and one which would increase retail floor space.

- 20/00619/PDCOU - 80 East Street, Epsom: Change of use from A1 (Retail) at ground, first floor and second to C3 (Dwelling house)
- 20/00266/FUL – Smiggle, 34 East Square, The Ashley Centre, Epsom: Change of use of the unit from retail (A1) to flexible retail (A1)/sui generis use to provide cosmetic treatments and associated retail sale of cosmetic goods.
- 20/00203/FUL - Royal Grill, 132 High Street, Epsom: Change of use of ground floor from A3 (Restaurants & Cafes) to A1(Retail). Erection of 1.14m rear infill extension. Conversion of upper floors to create 2 self-contained residential units.

4.27 There were four planning permissions granted which resulted in losses in A1 retail floor space in the local centres. One of these was permitted development which falls outside the influence of most local policies.

- 20/00316/COU - 9A High Street, Ewell: Change of use of the application site from A1 (Shop) to Sui-Generis (Tattoo Parlour)
- 19/01273/FUL - 32 High Street, Ewell: Change of use of ground floor Class A1 (Shops) to Class B1 (Offices). Demolition of existing single storey rear extension and erection of replacement single storey rear extension to create 1 x 2-bedroom flat. Alterations to existing first and second floor 1 x 3-bedroom flat with associated refuse and cycle facilities
- 20/00374/PDCOU - 1 Headley Parade, Langley Vale Road: Change of use from Retail (Use Class A1) to Residential (Use Class C3). Insertion of two windows at ground floor level in the rear elevation of the property
- 20/01240/FUL - 54 High Street, Ewell: Application for change of use from A1 to Sui Generis. Existing use as a shop/office, the proposed use is as a nail bar



## 5.0 Neighbourhood Planning

- 5.1 The Localism Act 2011 introduced Neighbourhood Planning as a new way for communities to decide the future of their areas through community-led planning policy documents. The Neighbourhood Plans can include planning policies and allocations of land for different uses.
- 5.2 No Neighbourhood Plans have been 'made' within the borough.
- 5.3 One Neighbourhood Plan area has been designated in the borough (Stoneleigh and Auriol).

## 6.0 Community Infrastructure Levy

- 6.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34(5)) require that the AMR should contain information on the annual reporting of receipts of monies received under the CIL regime. The Council adopted its CIL Charging Schedule in 2014.
- 6.2 The Infrastructure Funding Statement (IFS) is an annual report which provides a summary of all financial and non-financial developer contributions relating to the Community Infrastructure Levy (CIL) and Section 106 Legal Agreements (S106) within the Borough of Epsom & Ewell.
- 6.3 In the monitoring period 1 April 2020 to 31 March 2021, 31 Demand Notices were issued for CIL, totalling £2,574,414.48.

## 7.0 Duty to Co-Operate

- 7.1 The Duty to Cooperate places a legal duty on local planning authorities and county councils in England, and prescribed public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross boundary matters.
- 7.2 It is a requirement of the AMR to report what actions have been taken when a local planning authority has co-operated with another local planning authority, county council, or a prescribed body. In addition, the NPPF now requires strategic policy making authorities to prepare and maintain a statement of common ground, documenting the cross-boundary matters being addressed and progress in co-operating to address these.
- 7.3 However, the Government has since stated its clear intention to abolish the Duty to Co-operate in the White Paper: Planning for the Future (2020).
- 7.4 In November 2018 the Licensing and Planning Policy Committee received a report setting out our approach to further developing strategic relationships with neighbouring boroughs. This included a plan of engagement with neighbouring planning authorities and an agreement from the Committee to the actions listed in the report. This is now being further developed to support the preparation of the new Local Plan and a Duty to Cooperate Framework will be published in due course which will have had input from partners and neighbouring councils. The framework will form part of the Local Plan evidence base to help demonstrate that the council is engaging constructively, actively and on an on-going basis. It will identify the strategic cross boundary issues which the Local Plan is likely to reflect (and how they have come about). In particular, the Council continues its close working relationship with neighbouring Councils and will continue to agree Statements of Common Ground individually where and when appropriate, as demonstrated by the recent agreement with Mole Valley July 2021.
- 7.5 The Borough Council continues to participate in a number of Surrey-wide initiatives that contribute, at the strategic level, to the local plan making process. This work has included work with a variety of Surrey-wide bodies that include Surrey Leaders; Surrey Chief Executives; Surrey Futures; Surrey Planning Officers Association and the Surrey Planning Work Group – the latter being fully focused upon local plan making.

## 8.0 Appendix A – Five-year housing land supply

Components	No. homes small sites (1-4)	No. homes large sites (5+)
Completions (from start of Plan (1 April 2021))	30	27
Initial Site Works Commenced (Since 1 Apr 2021)	0*	0
Allocations (No permission) *	0	0
Outline Permission	0	0
Permission not started	82	136
Resolution to Grant	0	0
Under construction since 1 Apr 2021	23	128
Small sites lapse rate (-10%)	-13.5	
Windfall (27 p/a) years 4 & 5	54	
<b>Total</b>	466.5 (476)	

Component	Step	Calculation	Number
(a)	Housing Requirement from five-year supply base date – (1 <sup>st</sup> April 2021- 31 March 2026)	579 dpa x 5	2895
(b)	Add 20% buffer	A x 1.20	3474
(c)	Annual target	B/5 years	695
(d)	Deliverable supply within 5 years	Includes 10% deduction of small site commitments and windfall of 27dpa for years 4 and 5	476
(e)	Land Supply	D/C	<b>0.68</b>
(f)	Deficit / Surplus	D-B	-2,998

9.0 Appendix B – Location of housing completions



