



Authority Monitoring Report

1 April 2022 - 31 March 2023

Epsom & Ewell Borough Council

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1.0 Introduction

- 1.1 This Authority Monitoring Report (AMR) covers the period 1 April 2022 to 31 March 2023 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.
 - the Council cannot demonstrate a 5-year supply of housing 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 limited 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 acknowledged the need for a new up to date Local Plan and a new Local Plan is being prepared (see Section 2). 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.
- 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.

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 November 2022. Table 1 below is the timetable for the Local Plan in the existing LDS. The Council undertook a Regulation 18 public consultation between February to March 2023 with engagement from the public and stakeholders in the Borough. The responses received to the consultation on the Draft Local Plan can be viewed on our [consultation platform](#).
- 2.3 Following the close of the consultation on the Draft Local Plan, an [Extraordinary Council Meeting](#) was held on the 22 March 2023 where a Motion was debated. The Council agreed that: *other than for the purpose of analysing the responses of the public consultation to capture residents' views and any new information, the Local Plan process be paused to enable:*
 - a) further work on brown field sites, including information arising out of the Regulation 18 consultation
 - b) further options to be considered that do not include green belt sites
 - c) an analysis of Epsom and Ewell's required future housing numbers based on 2018 data
 - d) a clearer understanding of the Government's legislative intentions regarding protections for the green belt and the current mandatory target for housing numbers.
- 2.4 On the 15 June 2023 a further Report was considered by the Licensing and Planning Policy Committee (LPPC) to provide an update on the Local Plan work undertaken following the decision on the 22 March by Council. The report made recommendations on the work that can progress prior to a decision being made at a future LPPC on a revised timetable for producing the Local Plan.
- 2.5 A revised Local Development Scheme that sets out the timetable for preparing the Local Plan through to its adoption will be considered at a future meeting of the LPPC.

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

2022/23	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
Feb		Reg 18 - Public Consultation	
Mar			
2023/24	Q1	Apr	
		May	
		Jun	
	Q2	Jul	
		Aug	
		Sep	
	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
		Feb	Reg 19 - Public Consultation
		Mar	
2024/25	Q1	Apr	
		May	
		Jun	Reg 22 – Submission of document
	Q2	Jul	
		Aug	EIP
		Sep	
	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
		Feb	
		Mar	
2025/26	Q1	Apr	R
		May	A
		Jun	
	Q2	Jul	
		Aug	
		Sep	

Key

	Regulation 18 - Evidence base gathering, early engagement, and initial consultations
	Regulation 19 - Public Consultation – Publication of draft Local Plan
	Regulation 22 - Submission of document; EIP - Examination hearings; R - Inspector's final report
	A - Adoption of Local Plan

Supplementary Planning Documents (SPD)

2.6 There were no plans to produce any new SPDs within the reporting year. The following are adopted SPDs:

- 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 given appropriate weight. In view of conformity with the NPPF, the presumption in favour of sustainable development applies due to the council being unable to demonstrate a five year supply of housing in the reporting year (Appendix A).

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 During this reporting year, 2022-2023, 317 new homes (net) were completed. It is important to note that over 70% of these dwellings (233 dwellings) were delivered from the three development sites detailed in Table 2.

Table 2 – Housing Completions from large developments (2022-23)

Site	Net completions
Epsom and Ewell High School	106
Land at Mill Road	29
Woodcote Grove	98

- 4.3 Table 3 shows the housing completions in this reporting period by Ward.

Table 3 – Completions by Ward (2022-23)

Ward	Net completions
College	30
Court	1
Cuddington	56
Ewell	8
Ewell Court	2
Nonsuch	9
Ruxley	106
Town	5
West Ewell	2
Woodcote	98

- 4.4 Appendix B contains a map showing the location of the housing completions in the current monitoring year.
- 4.5 During the monitoring year 56% of housing completions were on Previously Developed Land (PDL). The units built on greenfield land include the sites Land at Mill Road, Epsom and Ewell High School and several dwellings constructed on land that was previously part of a residential garden.
- 4.6 For context, Table 4 overleaf shows the number of housing completions each year for the period covered by the Epsom and Ewell Core Strategy (2007-2022). It demonstrates that the Core Strategy target of a minimum of 2,715 homes has been met. However, the completions should also be understood in the context of the NPPF requirements and national housing requirements for the borough which are significantly higher.

Table 4 - Housing Completions per year compared to Core Strategy Annual Target (2007/08 – 2021/22)

	Core Strategy Target	Total Dwellings	Overall Deficit/surplus over plan period
2021-22	181	117	+643
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
Total	2,715	3,358	23.7%

4.7 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. Table 5 compares the completions against the governments standard method for calculating housing needs for the borough for the monitoring year.

Table 5 – Housing completions in the 2022/23 monitoring year compared to the national standard housing method annual figure

	Standard Method	Total (net)	Overall Deficit/surplus
2022-23	573	317	-256

4.8 The National Planning Policy Framework (NPPF) contains a number of tests/measures that seek to increase housing delivery. This includes the Housing Delivery Test and its associated penalties. In the most recently published Housing Delivery Test (2021), the Council failed and as such the NPPF's presumption in favour of sustainable development applies.

Affordable homes

4.9 Core Strategy Policy CS9 has a target that overall, 35% of new dwellings should be affordable.

4.10 During this reporting year there have been 67 affordable housing completions. Table 6 shows the affordable housing completions delivered by site during the monitoring year.

Table 6 – Affordable housing delivery by development site (2022-23)

Affordable housing site	Tenure
Epsom and Ewell High School	15 shared ownership 44 affordable rented
Woodcote Grove	7 shared ownership 1 social rented

4.11 Table 7 below shows the affordable housing completions each year since the 2007/08 monitoring year.

Table 7 – Affordable housing completions per year (2007/08 – 2022/23)

Monitoring Year	Open Market Housing (net)	Affordable Units (net)	Total Dwellings (net)	Percentage of affordable homes
2022-23	250	67	317	21%
2021-22	110	7	117	6%
2020-21	164	5	169	3%
2019-20	165	28	193	15%
2018-19	117	48	165	29%
2017-18	138	22	160	14%
2016-17	237	57	294	19%
2015-16	97	72	169	43%
2014-15	137	58	195	30%
2013-14	157	77	234	31%
2012-13	310	207	517	40%
2011-12	216	73	289	25%
2010-11	206	45	251	18%
2009-10	57	46	103	45%
2008-9	180	41	221	19%
2007-8	203	78	281	28%
Total	2,494	864	3,358	25.7%

New Gypsy and Traveller accommodation

- 4.12 Policy CS10 seeks to make provision for Gypsy and Traveller accommodation in the borough in accordance with the Gypsy and Traveller Accommodation Assessment (GTAA). The most up to date assessment of need is the Gypsy and Traveller, Accommodation Assessment, 2022.
- 4.13 During the monitoring year, no new pitches have been provided for Gypsy and Traveller accommodation in the borough. We are not aware of any Gypsy and Traveller pitches being lost.

Five-year land supply

- 4.14 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.
- 4.15 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).
- 4.16 The Council has calculated its five-year supply position for housing land supply as being **1.56 years**. The calculation is available in Appendix A.
- 4.17 There is no five-year supply for Gypsy and Traveller accommodation in the borough.

Self and Custom Build Register

- 4.18 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.
- 4.19 The self build register measures the base period between 31st October to 30th October each year. There were 8 people on the register in 2019. Between October 2019 and Oct 2022, 14 homes for self-build (CIL dwelling exemptions) have been granted.

Commercial, Business and Service floorspace

- 4.20 Use Class E (Commercial, Business and Service) was introduced in September 2020 consolidating uses previously defined in the revoked Classes A1 (retail) A2/3, B1 (offices), D1(a-b) and 'indoor sport' from D2(e). Businesses which fell within these revoked use classes are now able to change to other uses within the new Class E without the need for planning permission which means that these changes fall outside the influence of local policy.
- 4.21 Table 8 details the five planning permissions granted during this reporting year that if implemented would result in the loss of Class E floor space.

Table 8 – Permissions resulting in the Loss of Class E Floorspace (2022/23)

Planning Application Reference	Description of development
21/00233/FUL	Change of use of office building (Class E) to a Care Facility (Use C2) and infilling part of the ground floor, conversion of the roof space including part alteration and extension to the rear and other associated external alterations.
22/00615/FUL	Change of use from Class E(a) to C3 (Residential) of ground floor to create 1 x 2 bedroom unit. Erection of first floor rear extension. Erection of rear dormer roof extension to facilitate loft conversion to create 1 x 2 bedroom unit. General alterations to the external fenestration
22/01524/FUL	Change of use from Class E(a) to C3 and conversion of loft space to habitable space to create 2 x 1 bedroom units. Erection of rear dormer roof extension. General alterations to the external fenestration.
22/00266/FUL	Change of use from Class E(a) (Retail) to E(b) (Restaurant) and Sui Generis (Takeaway) at ground floor with extract canopy to rear and re-painting of existing shopfront
21/01019/FUL	Change of use from Shop/Office (Use Class E (formally A1)) to Restaurant/Hot Food Takeaway and Alcohol/Beverage (Use Class E and Sui Generis)

- 4.22 Table 9 details the four planning permissions granted that if implemented result in additional Class E floorspace in the borough.

Table 9 – Permissions resulting in the gain of Class E Floorspace (2022/23)

Planning Application Reference	Description of development
21/01739/FUL	Change of use from casino (sui generis) to Class E Use
22/01346/FUL	Change of use from Sui Generis (Nail and Tanning Salon) to Class E.
22/01357/FUL	Change of use of the ground floor from Sui Generis (Tattoo Parlour) to Class E.
22/01490/FUL	Change of use from Sui Generis (Takeaway) to Use Class E

Employment floorspace

- 4.23 No applications resulting in the loss or gain of B2 (General Industrial) or B8 (Storage or distribution) floorspace were permitted during the monitoring year.

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 On 12 November 2021, the Councils Licensing and Planning Policy committee approved the 'designation' of the Stoneleigh and Auriol Neighbourhood Forum for the purposes of preparing a Neighbourhood Development Plan for Stoneleigh and Auriol Neighbourhood Area.

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 2022 to 31 March 2023, 4 Demand notices were issued for CIL totalling: £92,485.57.

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 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 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. The Duty to Cooperate Framework was published in January 2023 which received input from partners and neighbouring councils. The framework forms part of the Local Plan evidence base to help demonstrate that the council is engaging constructively, actively and on an on-going basis. It identifies 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.
- 7.4 The Borough Council continues to participate in 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 as of 1st April 2023

Steps	Formula	Workings
Requirement		
A		Draft Local Plan Period 2022-2040. Housing Need derived from Standard Method: 573 dwellings per annum, multiplied by 18 years is 10,314 dwellings for the plan period.
B		Annual requirement is 573
C	$B \times 1.2$	2021 HDT result means 20% uplift to requirement. This works out to be 687.6 dwellings per annum
D	$C \times 5$	Housing requirement for the next five years 1 April 2023- 31 March 2028 is 3438
Housing Supply		
E*		Completions 1 April 2022 to 31 March 2023 is 317
F*	$B - E$	Deficit 1 April 2022 to 31 March 2023 is 256
G		Residential units under construction 181
H		Outstanding residential units with permission but not started 585
I	$H \times 0.95$	Outstanding residential units with permission but not started (with 5 % non-implementation applied) is 555.75
J		Housing supply identified from 'Deliverable' sites in the 2022 LAA is 309
K	$J \times 0.85$	Housing supply identified from 'Deliverable' sites in the LAA (with 15% non-implementation applied) is 262.65
L	37.4×2	Windfall allowance for 2026-2028 is 74.8
M	$G + I + K + L$	Total supply is 1074.2
N	$(M/D) \times 5$	Five Year Housing Land Supply is $(1074.2 / 3438) \times 5$ is 1.56
5 year Housing land supply		1.56 years supply

*The level of gain/deficit accumulated from the base date of the draft Local Plan period 2022-2040 based on the housing need derived from the standard method
When the Council adopts a new local plan and housing requirement, the gain/deficit against the adopted housing requirement would be included in the calculations.

9.0 Appendix B – Location of housing completions 2022-23

