



Authority Monitoring Report

1 April 2021 - 31 March 2022

Epsom & Ewell Borough Council

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1.0 Introduction

- 1.1 This Authority Monitoring Report (AMR) covers the period 1 April 2021 to 31 March 2022 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 [National Planning Policy Framework](#) (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 identify 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 was recently approved (November 2022) is published on the Council's [webpage](#).
- 1.4 This AMR therefore primarily focusses on assessing progress against the 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 second 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 November 2022. 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 – 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)

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

- 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, 2021-2022, 117 new homes (net) were completed.
- 4.4 The main source of completions was on sites including those as set out in Table 2.

Table 2 – Housing Completions

Site	Net completions
Epsom and Ewell High School	32
Lidl, Upper High Street, Epsom	30
Old Schools Lane	5
Alexandra Road	10

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

Table 3 – Housing completions by Ward.

Ward	Net completions
College	12
Court	7
Cuddington	1
Ewell	8
Ewell Court	5
Nonsuch	1
Ruxley	32
Stamford	2
Stoneleigh	1
Town	48

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. 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 63% of housing completions were on Previously Developed Land (PDL). The units built on greenfield land include those at the Epsom and Ewell High School site and a few on garden land.

Table 4 - Housing Completions per year (2007/08 - 2021/22)

	CS Target	Total (net)	Overall Deficit/surplus
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	2715	3358	23.7%

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 National Planning Policy Framework (NPPF) has introduced several 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 7 affordable housing completions. These units were dwellings for rent and were delivered by two small developments within the borough.

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 (2007/08 - 2021/22)

	Open Market Housing (net)	Affordable Units (net)	Total (net)	Percentage affordable
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	2494	864	3358	25.7%

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). The most up to date assessment of need is now the Gypsy and Traveller, Accommodation Assessment, 2022.
- 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 1.9 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 The self build register measures the base period between 31st October to 30th October each year. Between Oct 2018 and Oct 2022, 14 homes for self-build (CIL exemptions) have been granted. The level of demand (people on the register) was 8.
- 4.21 As of 31 March 2022, the total number of applicants on the register was 4.

Employment

- 4.22 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.
- 4.23 Three planning permissions were granted during this reporting year that if implemented would result in the loss of employment floor space. Two applications were for residential development and one for temporary education use.
- 4.24 Loss of employment use:
- 21/00632/PDCOU: Change of use from Office (Use Class E; formally Use Class B1(a)) to Residential (Use Class C3)
 - 21/01029/PDCOU: Change of use from Office (Use Class E; formally Use Class B1(a)) to Residential (Use Class C3) to create 2 x 1 bedroom flats.
 - 21/00975/FUL: Temporary planning permission for the change of use from Class E(a) and E(g) to F1(a), for use at both ground and first floor for education use.
- 4.25 There was one planning permission granted that if implemented would result in additional Class E use in the borough.
- 4.26 New Class E use:
- 21/00349/FUL: Change of use of ground floor unit from Sui Generis (Betting Shop) to Use Class E (Commercial, Service and Business)

Retail

- 4.27 Within the reporting period there was one planning permission which if implemented would decrease retail floor space in the town centre. As it was permitted development it falls outside the influence of local policies.
- 22/00082/PDCOU: Change of use at second and third floor level from Ancillary Retail (Use Class E) to Dwellinghouses (Use Class C3) to create 1 x 3 bedroom, 4 person residential flat.
- 4.28 There were three planning permissions granted which resulted in losses in retail (previously A1) floor space in the local centres. Two of these were permitted development which falls outside the influence of most local policies.
- 21/00975/FUL: Temporary planning permission for the change of use from Class E(a) and E(g) to F1(a), for use at both ground and first floor for education use.
 - 21/00553/PDCOU: Change of use from Retail (Use Class E) to Residential (Use Class C3)
 - 21/01464/PDCOU: Change of use to the rear of existing building from Shop (Use Class E; formally Use Class A1) to Dwellinghouses (Use Class C3) to create 1 x studio flat.

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 2021 to 31 March 2022, 35 Demand Notices were issued for CIL, totalling **£2,083,765.103**

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 The council has published a [Duty to Cooperate Framework](#) which was subject to consultation with key partners (duty to co-operate bodies) 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, as demonstrated by the recent agreement with [Mole Valley July 2021](#).
- 7.4 The Borough Council continues to participate in several 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

Steps	Formula	Workings
Requirement		
A		Housing requirement for new Plan Period 2022-2040. Standard Method: 576 dwellings per annum, multiplied by 18 years is 10368 dwellings for the plan period.
B		Annual requirement is 576
C	B x 1.2	2021 HDT result means 20% uplift to requirement. This works out to be 691.2 dwellings per annum
D	C x 5	Housing requirement for the next five years 1 April 2022- 31 March 2027 is 3456

Housing Supply		
E*		Completions 1 April 2021 to 31 March 2022 is 117
F*	B- E	Deficit 1 April 2021 to 31 March 2022 is 459
G		Residential units under construction 298
H		Outstanding residential units with permission but not started 743
I	H x 0.95	Outstanding residential units with permission but not started (with 5 % non-implementation applied) is 705.85
J		Housing supply identified from 'Deliverable' sites in the LAA is 309
K	J x 0.85	Housing supply identified from 'Deliverable' sites in the LAA (with 15% non-implementation applied) is 262.65
L		Windfall allowance for 2025-2027 is 74.8
M	E + G + I + J	Total supply is 1341.3
N	(K/D) x 5	Five Year Housing Land Supply is (1341.3 / 3456) x 5 is 1.9
		1.9 years supply

*The level of deficit or shortfall will need to be calculated from the base date of the adopted plan.

9.0 Appendix B – Location of housing completions

