



Authority Monitoring Report

1 April 2023 - 31 March 2024

Epsom & Ewell Borough Council

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1.0 Introduction

- 1.1 This Authority Monitoring Report (AMR) covers the period 1 April 2023 to 31 March 2024 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 4 year supply of housing (see para 4.17) 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 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 2023 and Table 1 below shows the timetable for preparing the Local Plan. The Council ran the Regulation 18 public consultation from February to March 2023 with successful 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 The Local Development Scheme reflects the Local Plan pause that was in effect from the 22 March 2023 to 24 October 2023 which limited the work that council be undertaken on the Local Plan.

Table 1 –Timetable for the preparation of the Local Plan and progress

2022/23	Q3	Oct	Reg 18 - Public Consultation	
		Nov		
		Dec		
	Q4	Jan		
Feb				
Mar				
2023/24	Q1	Apr		Pause
		May		
		Jun		
	Q2	Jul		
		Aug		
		Sep		
	Q3	Oct		
		Nov		
		Dec		
	Q4	Jan		
		Feb		
		Mar		
2024/25	Q1	Apr	Reg 19 – Public Consultation	
		May		
		Jun		
	Q2	Jul		
		Aug		
		Sep		
	Q3	Oct		
		Nov		
		Dec		
	Q4	Jan		
		Feb		
		Mar		
2025/26	Q1	Apr	Reg 22 – Submission of Document	
		May		
		Jun		
	Q2	Jul		EIP
		Aug		
		Sep		
	Q3	Oct		
		Nov		
		Dec		
	Q4	Jan		
		Feb		
		Mar		
2026/27	Q1	Apr	A	
		May		
	Q2	Jun		
		Jul		

	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)

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

- 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 council being unable to demonstrate a four year supply of housing in the reporting year (Appendix 1).

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 required 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, 2023-2024, 139 new homes (net) were completed. It is important to note that over 54% of these dwellings (76 dwellings) were delivered from the three major development sites detailed in Table 2.

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

Site	Net completions
Epsom and Ewell High School	23
Presto Haulage, The Old Mill	24
Lower Mill, Kingston Road	29

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

Table 3 – Completions by Ward (2022-23)

Ward	Net completions
College	3
Court	2
Cuddington	28
Ewell Court	1
Ewell Village	42
Ruxley	7
Stamford	2
Town	25
West Ewell	24
Woodcote & Langley Vale	5

- 4.5 Appendix C contains a map showing the location of the housing completions.
- 4.6 82% of housing completions were on Previously Developed Land (PDL). The units built on greenfield land include those at Epsom and Ewell High School and dwellings constructed on land that was previously part of a residential garden.
- 4.7 Table 4 overleaf shows the delivery of housing completions delivered by bedroom numbers. The planning permission 18/00743/FUL at Lower Mill for extra care apartments are not included within the figures as these are specialist housing. For monitoring purposes these are equivalent to 29 C3 units.¹

¹ The development will provide 53 extra-care apartments. Communal accommodation is divided by 1.8 for the C3 equivalent of housing units for monitoring purposes.

Table 4 – Completions by bedroom numbers

Bedrooms	Market Housing	Affordable Housing	All Housing (%)
1	31	4	32
2	27	13	36
3	28	5	30
4	0	0	0
5	2	0	2
Total	88	22	

4.8 Table 5 shows the number of housing completions each year for the Core Strategy period (2007-2022). 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.

Table 5 - Housing Completions per year compared to Core Strategy Annual Target (2007/08 – 2022/23)

	CS Target	Total (net)	Cumulative 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 Table 6 shows the number of housing completions each year for current (2023/24) and previous monitoring year (2022/23) against the housing need figure generated by the Standard Method. This demonstrates that against the Standard Method we have a cumulative deficit of 690 dwellings for the two-year period.

Table 6 – Housing Completions per year compared to national standard method annual figure (2022/23)

	SM Figure	Total (net)	Cumulative Deficit / Surplus
2022-23	573	317	-690
2023-24	573	139	-434

4.10 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) 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 (2022), the Council failed and as such the NPPF's presumption in favour of sustainable development applies.

Affordable homes

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

4.12 During this reporting year there have been 22 affordable housing completions. Table 7 shows the affordable housing completions delivered by site during the monitoring year.

Table 7 – Affordable housing delivery by development site (2023-24)

Affordable housing site	Tenure
Epsom and Ewell High School	3 Shared ownership 3 Affordable rented
Presto Haulage	16 Affordable rented

4.13 Table 8 below shows the affordable housing completions each year since adoption of the Epsom and Ewell Core Strategy (2007-2022).

Table 8 – Affordable housing completions per year (2007/08 – 2023/24)

Monitoring Year	Open Market Housing (net)	Affordable Units (net)	Total Dwellings (net)	Percentage affordable
2023-24	117	22	139	16%
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	2494	864	3358	25.7%

New Gypsy and Traveller accommodation

4.14 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.

4.15 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.

Four year land supply

- 4.16 The NPPF (December 2023, paragraph 226) enables Epsom and Ewell to identify and update annually a supply of specific deliverable sites sufficient to provide a four year supply of housing 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 output that our housing supply is assessed against.
- 4.17 The NPPG was updated and published on the 5 Feb 2024 (Paragraph: 055 Reference ID: 68-055-20240205). The Council has calculated the four-year supply position to reflect this guidance. The four-year housing land supply is calculated as being between **1.85 and 1.91 years**. The calculation is available in Appendix A.
- 4.18 For reference purposes (to enable comparison to previous five year land supply calculations in previous AMR documents) the Council has also calculated the five-year supply position which is available in Appendix B.
- 4.19 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).
- 4.20 There is no five-year supply for Gypsy and Traveller accommodation in the borough.

Commercial, Business and Service floorspace

- 4.21 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.
- 4.22 Table 9 details the ten permissions granted during this reporting year that if implemented would result in the loss of Class E floor space. Seven out of the ten applications were permitted development which fell outside the influence of local policy.

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

Planning Application Reference	Description of development
22/01335/FUL	Conversion of 1st floor from Use Class E (Commercial, Business and Service) to Use Class C (Dwellinghouses). External and internal alterations, including provision of 1st floor balcony
23/00488/FUL	Change of use from Office (Use Class E (g)(i)) to Education (Use Class F1(a)) and associated works
23/00723/FUL	Temporary (5 year) planning permission for the change of use from Class E(g) to F1(a), for use on the second floor for education use
23/00916/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (Use Class E) to Residential (Use Class C3) to create 3 residential units
23/00911/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (Use Class E) to Residential (Use Class C3) to create 10 residential units
23/00915/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (Use Class E) to Residential (Use Class C3) to create 2 flats
23/00913/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (Use Class E) to Residential (Use Class C3) to create 2 bedroom dwelling
23/01193/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (Use Class E) to Residential (Use Class C3) to create 2 residential units

23/01441/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (E) to Residential (C3) to create 2 x 1 bedroom residential dwellings.
23/01440/PDCOU	Prior Approval Schedule 2, Part 3, Class MA: Change of Use from Commercial, Business and Service (E) to Residential (C3) to create 24 dwelling(s).

Table 10 details the six planning permissions granted which would result in additional Class E floorspace in the borough.

Table 10 – Permissions resulting in the gain of Class E Floorspace (2022/23)

Planning Application Reference	Description of development
22/01596/FUL	Change of use to ground floor from wine bar (Class Sui Generis) to fitness club (Class E(d)) incorporating single storey rear extension with associated parking for first floor residential units with bicycle and refuse storage
22/01504/FUL	Change of use of first and second floor from Sui Generis (Hair and Beauty Salon) to Use Class C3 (Dwellinghouse) to create 2 x 2 bedroom flats. Change of use of ground floor from Sui Generis (Hair and Beauty Salon) to Use Class E. Erection of first and second floor rear extension and associated external and internal alterations.
22/01518/FUL	Demolition of the existing building and the construction of a self-storage facility (Use Class B8) and flexible office space (Use Class E(g)(i)), together with vehicle parking and landscaping.
23/00156/FUL	To continue the use of the former soft play centre as a Class E use comprising a children's nursery with revisions to the opening hours and to the outdoor play space
23/00532/FUL	Change of use to dual use Office (Use Class E (g)(i)) and Education (Use Class F1(a)) and associated works
23/00040/FUL	Proposed change of use from 16 bed care home (Class C2) into Medical Centre (Class E.E).

Employment floorspace

4.23 One application was made which would result in the gain of B8 floorspace along with flexible office space (22/01518/FUL is listed in Table 10). No applications resulting in the loss 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 2020, 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 2023 to 31 March 2024, 11 Demand notices were issued for CIL totalling: £321,591.58

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, as demonstrated by the agreement with [Mole Valley July 2021](#) and also [Elmbridge August 2023](#).
- 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 – Four-year housing land supply as of 1st April 2024

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 10314 dwellings for the plan period.
B		Annual requirement is 573
C	B x 1.2	2021 HDT result means 20% uplift to requirement. This works out to be 687.6 dwellings per annum
D	C x 4	Housing requirement for the next four years 1 April 2024- 31 March 2028 is 2750.4
Housing Supply		
E*		Completions 1 April 2022 to 31 March 2024 is 456 (317+139)
F*	B- E	Deficit 1 April 2022 to 31 March 2023 is 690 (256+434)
G		Residential units under construction 164
H		Outstanding residential units with permission but not started 567
I	H x 0.95	Outstanding residential units with permission but not started (with 5 % non-implementation applied) is 538.65
J		Housing supply identified from 'Deliverable' sites in the LAA is between 634.4 -682.4
K	J x 0.85	Housing supply identified from 'Deliverable' sites in the LAA (with 15% non-implementation applied) is between 539.24-580.04
L	35 x 1	Windfall allowance (1-4 units) for 2027-2028 is 35
M	G + I + K+ L	Total supply is between 1276.89- 1317.69
N	(M/D) x 4	Five Year Housing Land Supply is between 1.85-191
4 yr Housing land supply		1.85 years- 1.91 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 what the housing land supply position is calculated against.

9.0 Appendix B – Five-year housing land supply as of 1st April 2024 (for reference purposes)

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 10314 dwellings for the plan period.
B		Annual requirement is 573
C	B x 1.2	2022 HDT result means 20% uplift to requirement. This works out to be 687.6 dwellings per annum
D	C x 5	Housing requirement for the next five years 1 April 2024- 31 March 2029 is 3438

Housing Supply		
E*		Completions 1 April 2022 to 31 March 2024 is 456 (317+139)
F*	B- E	Deficit 1 April 2022 to 31 March 2023 is 690 (256+434)
G		Residential units under construction 164
H		Outstanding residential units with permission but not started 567
I	H x 0.95	Outstanding residential units with permission but not started (with 5 % non-implementation applied) is 538.65
J		Housing supply identified from 'Deliverable' sites in the LAA is 793-853
K	J x 0.85	Housing supply identified from 'Deliverable' sites in the LAA (with 15% non-implementation applied) is 674.05-725.05
L	35 x 2	Windfall allowance (1-4 units) for 2027-2029 is 70
M	G + I + K+ L	Total supply is 1446.7 - 1497.7
N	(M/D) x 5	Five Year Housing Land Supply is 2.10-2.39
5 yr Housing land supply		2.1 years supply - 2.18 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 what the housing land supply position is calculated against.

10.0 Appendix C – Location of housing completions 2023-24

