



# Annual Monitoring Report 2006-2007

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## SECTION 1

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### Introduction

- 1.1 The Planning and Compulsory Purchase Act commenced on 28 September 2004. It introduced a system of Local Development Frameworks (LDF) including a requirement to produce an Annual Monitoring Report (AMR).
- 1.2 This is the third AMR that has been produced under the Act, monitoring the period 1 April 2006 to 31 March 2007. In the context of the new planning system, with its focus on the delivery of sustainable development and sustainable communities, monitoring takes on an added importance in providing a check on whether those aims are being achieved.
- 1.3 Local Authorities are required, by Regulation 48 of The Town and Country Planning (Local Development) (England) Regulations 2004 and by PPS12 Local Development Frameworks, to undertake certain key monitoring tasks, all of which are inter-related. The key tasks<sup>1</sup> are as follows:
- review actual progress in terms of Local Development Document preparation against the timetable and milestones in the Local Development Scheme;
  - assess the extent to which policies in Local Development Documents are being implemented;
  - where policies are not being implemented, explain why and to set out what steps are to be taken to ensure that the policy is implemented; or whether the policy is to be amended or replaced;
  - check whether the policies in the Local Development Document need adjusting or replacing because they are not working as intended;
  - check whether the policies need changing to reflect changes in national or regional policy; and
  - set out whether policies are to be amended or replaced.
- 1.4 The first of the Policy Documents that will eventually comprise the complete Local Development Framework (LDF) was submitted to the Secretary of State and examined by the Planning Inspectorate. The Core Strategy was subsequently found sound in May 2007 and adopted by the Council in July 2007 (2007/2008 reporting year). It is for this reason that although this AMR will focus on the existing, 'saved' policies that are set out in the Epsom & Ewell District Wide Local Plan May 2000, it will also highlight relevant Core Strategy policies and targets which will be monitored fully in next year's AMR. As emerging Development Plan Documents (DPDs) are adopted, future AMRs will be able to focus on the monitoring of the adopted policies contained within these DPDs.

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<sup>1</sup> **Source** PPS 12 and Local Development Framework Monitoring: A Good Practice Guide

- 1.5 **Core** and **local output indicators** are used to measure whether the **processes** that have been put in place to deliver the Plan's policies are achieving the desired **outcomes**. The indicators show what significant effects the implementation of planning policies have had. There are also **contextual indicators** that show how the Borough is performing relative to the County and the Region and how the Borough is changing over time.
- 1.6 Epsom & Ewell Borough Council will fulfil its commitment to monitor and review its adopted policies. This will ensure that the LDF remains the most appropriate and locally acceptable response to current issues of environmental, social and economic importance.
- 1.7 The monitoring scheme will be kept under review and will be amended to reflect changes in emphasis and changes in priorities. In particular, it will incorporate the requirements of the evolving Monitoring Framework for the Regional Spatial Strategy and the Council's Sustainable Community Strategy.

## **SECTION 2**

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### **Progress and implementation of the Local Development Framework**

- 2.1 The Epsom and Ewell Local Development Scheme (LDS) sets out a programme for the production of the Local Development Documents (LDDs) and forms part of the Local Development Framework (LDF) for the Borough. It provides a timetable for their production so as to monitor progress and milestones, as well as identifying the resources required and any potential constraints.
- 2.2 The Council submitted a revised LDS to the Government Office of the South East which was approved in 2007. The Council has followed the timetables set out in the first LDS and the revised LDS closely, and for the monitoring year (1 April 2006 to 31 March 2007), all of the LDS milestones have been achieved. There have been no Local Development Orders adopted under section 61A of the Town and Country Planning Act 1990.
- 2.3 The Core Strategy DPD was submitted to the Secretary of State following committee approval in June 2006. The Public Hearing part of the examination of the Core Strategy was held in January 2007, and the Inspector's binding report was issued in May 2007. The Core Strategy was formally adopted by the Council on 24 July 2007, and therefore its adoption does not fall into this reporting year.
- 2.4 Table 1 below sets out the progress on the preparation of Epsom and Ewell Borough Council's Local Development Framework.

**Table 1: Progress on the preparation of Epsom and Ewell Borough Council's LDF against the Local Development Scheme Programme**

Title of Document	Subject of Document	Stages in Preparation completed	LDS Targets Met? 2006 / 07	Notes or Future Stages to be completed (2007/2008)
<b>Local Development Scheme</b>	A programme for the preparation of Local Development Documents	<ul style="list-style-type: none"> <li>✓ Preparation of revised LDS: October/ November 2006</li> <li>✓ Submission to Secretary of State December 2006</li> </ul>	Yes	<ul style="list-style-type: none"> <li>• Approved by GOSE: May 2007. This version now supersedes the 2005 LDS.</li> </ul>
<b>Statement of Community Involvement</b>	Standards and approach to involving stakeholders and the community in production of all Local Development Documents and planning applications	<ul style="list-style-type: none"> <li>✓ Submission to Secretary of State: June 2005</li> <li>✓ Public examination: November 2005</li> <li>✓ Inspectors binding report: February 2006</li> <li>✓ Adopted by Council: April 2006</li> </ul>	Yes	
<b>Core Strategy</b>	Strategic document containing broad policies setting out the development principles for the Borough	<ul style="list-style-type: none"> <li>✓ Issues and Options Consultation: June/July 2005</li> <li>✓ Preferred Options Consultation: January/February 2006</li> <li>✓ Submission to Secretary of State following Committee approval in June 2006</li> <li>✓ Public hearing held January 2007</li> <li>✓ Examination of Core Strategy September 2006 to May 2007</li> </ul>	Yes	<ul style="list-style-type: none"> <li>• Inspectors binding report issued May 2007</li> <li>• Adoption by the Council July 24<sup>th</sup> 2007</li> </ul>

<b>Site Allocations</b>	Identifies sites proposed for development and sets out policies relating to the site and its development	✓ Issues and Options Consultation: June/July 2006	Yes	<ul style="list-style-type: none"> <li>• LDS approved 2007 which reflects the amalgamation of this document with the Development Control Policies DPD to form one document</li> <li>• Preferred Options Consultation: May/ June 2008</li> <li>• Submission to Secretary of State: October/ November 2008</li> </ul>
<b>Development Control Policies</b>	Document setting out an array of policies against which planning applications will be considered	<ul style="list-style-type: none"> <li>✓ None</li> <li>✓ LDS revised 2007 to reflect new timetable and to allow preparation of DPD alongside Site Allocations DPD</li> </ul>		<ul style="list-style-type: none"> <li>• Issues and Options Consultation: late 2007</li> <li>• Preferred Options Consultation: May/ June 2008</li> <li>• Submission to Secretary of State: October/ November 2008</li> </ul>
<b>Proposals Map</b>	An OS map illustrated to reflect the development plan documents policies	✓ None		<ul style="list-style-type: none"> <li>• To be revised in conjunction with Site Allocations DPD.</li> <li>• Preferred Options Consultation: May/ June 2008</li> <li>• Submission to Secretary of State: October/ November 2008</li> </ul>
<b>Annual Monitoring Report</b>	Annual review of policies and LDF preparation progress	✓ AMR for 2005 / 2006 submitted: December 2006	Yes	<ul style="list-style-type: none"> <li>• To be submitted on or before 31 December each year reporting on the previous full financial year</li> </ul>
<b>Developer Contributions SPD (Part 1 Affordable Housing)</b>	Supplementary planning document containing guidance on affordable housing provision expected from developments	✓ Stakeholder engagement (began in March 07)	Yes	<ul style="list-style-type: none"> <li>• Consultation on Draft SPD: February 2008</li> <li>• Adoption: June 2008</li> </ul>
<b>Developer Contributions SPD (Part 2 Infrastructure)</b>	Supplementary Planning Document containing guidance on other Contribution expected from developments	✓ None		<ul style="list-style-type: none"> <li>• Stakeholder engagement: June/ July 2007</li> <li>• Consultation on Draft SPD: February 2008</li> <li>• Adoption: June 2008</li> </ul>

<b>Design Guidance SPD</b>	Supplementary Planning Document containing guidance on sustainable and inclusive design for all categories of development	✓ None		<ul style="list-style-type: none"> <li>• Stakeholder engagement: June 2007/ February 2008.</li> <li>• Consultation on Draft SPD: May/ June 2008</li> <li>• Adoption: September 2008</li> </ul>
<b>Housing Delivery SPD</b>	Supplementary Planning Document containing guidance on the management and maintenance of housing land supply in accordance with the requirements of PPS3: <i>Housing</i>	✓ None		<ul style="list-style-type: none"> <li>• Stakeholder engagement: March/ April/ May 2008</li> <li>• Consultation on Draft SPD: October/ November 2008</li> <li>• Adoption: April 2009</li> </ul>

In addition, further work contributing towards the Local Development Framework, not yet identified in the Local Development Scheme has been under taken, including initial studies for forthcoming Supplementary Planning Documents.

**Table 2: Details of Documents Not Identified in the Local Development Scheme**

Title of Document	Stages in Preparation	Date completed
<b>Sustainability Appraisal Scoping Report</b>	✓ Approved and adopted by Council	May 2005
<b>Sustainability Appraisals</b>	✓ Core Strategy Sustainability Appraisal Issues and Options Preferred Options Submission Document	May 2005 January 2006 June 2006
<b>Employment Land Review</b>	Publication	April 2006
<b>Audit of Open Space, Sport and Recreational Facilities</b>	Publication	March 2006
<b>Strategic Flood Risk Assessment</b>	✓ Commissioned consultants	July 2007
<b>Retail Study</b>	✓ Commissioned consultants ✓ Report Published	September 2007

## **SECTION 3**

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### **Performance of existing adopted policies**

- 3.1 Following commencement of the Planning and Compulsory Purchase Act 2004, all of the policies in the Epsom and Ewell District Wide Local Plan were automatically 'saved' until September 2007.
- 3.2 In early 2007 the Council undertook a comprehensive review exercise and submitted a paper to the Government Office for the South East (GOSE) in setting out which policies the Council sought to save beyond 27 September 2007. The Secretary of State then issued a direction to the Council on 24 September 2007, indicating which Policies in the Local Plan were to be saved in accordance with paragraph 5.15 of PPS12: Local Development Frameworks and the Department for Communities and Local Government protocol on saving policies. The GOSE emphasised that good progress should continue to be made with local development frameworks, and that policies which have been saved are expected to be replaced promptly through fewer policies in DPDs.
- 3.3 AMRs in the future will report on any saved policies, and any policies which have subsequently been adopted and superseded them. The Core Strategy was adopted in July 2007 and will replace some policies in the Local Plan. Where relevant, this has been indicated in Section 5

## SECTION 4

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### The context

4.1 This section provides an overview of the Borough, setting out the key contextual characteristics, which will be useful to consider whilst examining the performance of the adopted planning policies.

4.2 Possessing a sound understanding of the social, economic and environmental issues that affect the Borough is an important part of the LDF 'spatial' planning approach. It is equally important for the development of the Community Strategy, a document produced by the Borough's Local Strategic Partnership (LSP). Describing the wider social, environmental and economic circumstances provides a useful background for the assessment of the effects of policies and the interpretation of the output indicators. Further detailed information on the Borough can be found in the documents detailed below:

- Strategic Housing Market Assessment (2007)
- Retail Study (2007)
- Open Spaces Audit (March 2006)
- Housing Needs Survey (November 2004 & December 2006)
- Surrey Housing Potential Study (2005)
- Employment Land Review (April 2006)
- Characterisation of the Area (May 2005)
- Baseline data from Appendix 5 of Sustainability Appraisal Scoping Report (2005)

All six papers are available on the Council's web site ([www.epsom-ewell.gov.uk](http://www.epsom-ewell.gov.uk)) under "Local Development Framework".

4.3 The Council has also commissioned a Strategic Flood Risk Assessment which will form part of the evidence base for the production of future Local Development Documents.

### Key Characteristics of the Borough

4.4 Epsom & Ewell is situated in the North East of Surrey, on the edge of London's suburbs. It is based around the market town of Epsom, the ancient village of Ewell, and the 1930s centre at Stoneleigh. It is the smallest of the Surrey districts, covering an area of 3,411 hectares.

4.5 About 42% of the Borough's area is Green Belt, running along the eastern and western boundaries of the built up area and stretching to the south. There are also two designated Strategic Open Spaces (Nonsuch Park and the Hogsmill) within the urban area. Epsom has long been associated with horse racing and the Green Belt is home to the nationally important Epsom Racecourse and facilities for the local racehorse training industry.

### Population of the Borough

4.6 The population of the District is 69,600 (2006 Office for National Statistics mid-year population estimate), with an economically active population of 35,100. Although the Borough's population has only increased by 1,200

people (1.8%) since 1991, the number of residential dwellings has grown by 2,793 (10.6%) to 29,151 in the same time period (County Housing Returns to SEERA, 2006). The largest increase in households has been in 1 person households with a large increase of 36% from 1991 to 2001 (Census, 2001).

- 4.7 A high percentage (91.3%) of the population falls within the ethnic classification of white British (Census, 2001). The population is well educated (62% educated to NVQ3 or above) compared to the regional (49.4%) and national average (45.3%) (NOMIS, 2006). Unemployment is low - at the time of the 2001 Census less than 2% of the economically active population were unemployed. Long term unemployment is not a serious problem in the Borough.
- 4.8 Out of 354 districts in England, Epsom & Ewell is one of the least deprived, being ranked at 340 (IMD, 2004). The health of the population is generally good with the 12<sup>th</sup> best life expectancy levels in the country (Local Knowledge Website). The Borough is also one of the safest places to live (Surrey being the safest county in England) with the second lowest recorded crime rate in the County (British Crime Survey, 2006).

### **Housing in the Borough**

- 4.9 Over one third of households live in semi-detached houses (36%), with a further 24% living in detached houses (Housing Needs Survey 2004). Almost 83% are owner occupiers – a figure higher than in Surrey (77%), the South-East (73%) or in England (68%) (Census 2001). House conditions across all tenures are good with almost all households having central heating and sole use of facilities. House prices in Epsom & Ewell are very high with the average cost of a house in the Borough being £326,445. This is greater than the average in the South East (£248,003) although less than the Surrey average (£345,447) (Land Registry -October to December 2006).

### **Employment in the Borough**

- 4.10 The broad structure of employment favours those in the service sector rather than in agriculture or manufacturing. A high proportion of the Borough's workforce (54%) falls within the categories of professional and managerial compared to 47% in the South-East and 43% in Great Britain. Only 3.6% of workforce in the Borough have a skilled trade occupation compared to 10.1% and 10.9% in the South East and Great Britain respectively (NOMIS: Official Labour Market Statistics January 2006 to December 2006). Approximately 61% of the employed people between the ages of 16-74 commute *out* of the Borough for work - 55% use a car or van for their journeys and 16% use the train (Census 2001). This indicates a heavy reliance on jobs outside the Borough, primarily in central London, although also in Guildford, Sutton and Croydon.
- 4.11 There has been a steady rise in the number of VAT registered businesses in the Borough since 1994 where there were 2,205, with small increases in all but two years. As of 2005, there were 2,280 VAT registered businesses in the Borough (NOMIS Official Labour Market Statistics 2005).

## SECTION 5

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### 5.1 Output Indicators

5.1.1 Local Authorities are required to monitor a number of Local Development Framework (LDF) Core Output Indicators, and address them in their Annual Monitoring Report (AMR). The purpose of these is to measure physical activities that are affected by the implementation of planning policies.

5.1.2 This AMR will mainly concentrate on reporting these Core Output Indicators, but it has also identified Local Output Indicators where there are apparent local issues. These local indicators can vary according to particular local circumstances and issues, and are useful in helping to provide a robust assessment of policy implementation.

5.1.3 The LDF Core Output Indicators (COI), as detailed in the LDF Monitoring Guide (Update 1/2005) are outlined under seven subject headings, as follows:

- Business Development
- Housing
- Transport
- Local Services
- Flood Protection and Water Quality
- Biodiversity
- Renewable Energy

5.1.4 As sustainability is a key theme of the LDF, the output indicators have been divided thematically in accordance with the four themes of sustainable development identified in the Government document: 'Securing the Future - Government sustainable development strategy', published March 2005:

- **Social progress which meets the needs of everyone;**
- **Effective protection of the environment;**
- **Prudent use of natural resources;**
- **Maintenance of high and stable levels of economic growth and employment.**

5.1.5 There are no targets within the adopted Local Plan, although a number have been identified from national, regional and county policy levels. The indicators that are reported in this section will highlight the performance of Local Plan policies in relation to these targets.

5.1.6 Where possible, SMART (Specific, Measurable, Achievable, Realistic and Time-related) targets will be developed for the Local Development Framework through the Council's Monitoring Strategy. As the LDF process continues, the monitoring framework will develop accordingly and future AMRs will report on progress in meeting these targets.

5.1.7 The Core Strategy DPD was adopted in July 2007, and contains Indicators and targets for each policy. These are referred to in this AMR, as a stepping stone, and will be monitored and reported in the 2007/2008 AMR next year once the policies have come into effect.

5.1.8

## 5.2 Social progress that recognises the needs of everyone

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<b>Core Output Indicator 2a: Housing Trajectory</b>
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<b>Data for 2006/2007: 308 (net) dwellings completed</b>
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### Target

5.2.1 The Report of the Examination in Public- Independent Panel to the South East Plan was published on 29 August 2007. The Secretary of State will now consider the recommendations contained in the report, and is expected to publish any proposed changes to the Draft Regional Spatial Strategy for consultation in the New Year. The report recommends an increase in the overall housing provision for the London Fringe of 23%, and an increase of 360 dwellings more than the Draft South East Plan figures, in Epsom and Ewell. This equates to 3,980 new dwellings from 2006-2026 and an annual average of **199** dwellings.

### Policy

5.2.2 Planning Policy Statement 3 (PPS3) states that in circumstances where Regional Spatial Strategies (The South East Plan) are in development, Local Planning Authorities should also have regard to the level of housing provision as proposed in the relevant emerging Regional Spatial Strategy (hence the above).

5.2.3 Policy HSG2 & 3 of the Local Plan sets out the housing provision for 1991-2006. This policy has been superseded by the Surrey Structure Plan requirements and subsequently by the submitted South East Plan, the Panel Report, and LDF Core Strategy. Policy HSG2 has not been saved after September 2007.

5.2.4 The Core Strategy applies Policy H1 of the South East Plan in Policy CS7 (as mentioned above), and therefore makes provision for 181 new dwellings per annum.

### Housing Trajectory

5.2.5 Housing Trajectories are a useful approach to assess housing delivery, helping to support the 'plan, monitor, manage' concept. They show past performance and estimate future delivery enabling an assessment to be made of whether there is likely to be a future shortfall or surplus of housing in the Borough in relation to the housing targets. PPS3 states that the Local Development Framework should be informed by a robust evidence base on housing need and demand through a Strategic Housing Market Assessment, and land availability through a Strategic Land Availability Assessment and suggests that the housing trajectory should show net additional dwellings over the previous five years.

### Five Year Performance Figures

5.2.6 From 2001 to 2007 the Council met its yearly requirement in relation to the Surrey Structure Plan target of 200 dwellings per annum.

<b>A:</b> Small sites deliver 1-9 dwellings
<b>B:</b> Medium sites are those under 0.4 hectares providing 10+ dwellings
<b>C:</b> Large sites are those over 0.4 hectares providing 10+ dwellings
<b>D:</b> Sites allocated in the Local Plan 2000
<b>E:</b> Cumulative completions including both achieved and projected completions over the plan period
<b>F:</b> Number of dwellings above or below cumulative allocation
<b>G:</b> Annual requirement taking account of past/projected completions

**Table 3: Housing Delivery 2001/2- 2006/7**

		2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	TOTAL
<b>A</b>	<b>Small scale unidentified windfalls</b>	31	17	51	39	29	43	<b>167</b>
<b>B</b>	<b>Medium scale unidentified windfalls</b>		67	41	54	28	40	<b>190</b>
<b>C</b>	<b>Large scale unidentified windfalls:</b>							
	13 St Martin's Avenue	-4						<b>-4</b>
	102 High Street			64				<b>64</b>
	Glyn House, Ewell			7	7			<b>14</b>
	Highway House					1	135	<b>136</b>
<b>D</b>	<b>Allocated Sites:</b>							
	Manor	54						<b>54</b>
	Long Grove	133	122	1	4			<b>260</b>
	19 Alexandra Road	22						<b>22</b>
	4 The Parade		12					<b>12</b>
	Heathcote Road Church		4	3				<b>7</b>
	164-170 Kingston Road				13			<b>13</b>
	Horton A				86	155	90	<b>331</b>
	<b>Past Completions</b>	<b>236</b>	<b>222</b>	<b>167</b>	<b>203</b>	<b>213</b>	<b>308</b>	<b>1349</b>
<b>E</b>	<b>Cumulative Completions</b>	236	458	625	828	1041	1349	
	<b>PLAN - Strategic Allocation (annualised)</b>	200	200	200	200	200	200 (199)	<b>1200</b>
<b>F</b>	<b>MONITOR - Cumulative over or under provision</b>	36	58	25	28	41	149	<b>149</b>
<b>G</b>	<b>MANAGE - Revised annualised allocations</b>	197	196	198	197	196	183	

### Housing Trajectory 2007 - 2022

5.2.7 A housing trajectory has been compiled for the period 2007/2008 to 2021/2022 having regard to the amount of housing required to be delivered in Epsom and Ewell in the Report of the Examination in Public Independent Panel to the South East Plan (South East Plan EiP panel report). This uses historic completion rates for small and medium windfall sites using the method set out in the Surrey Housing Potential Study 2005, and projects these forward as agreed following the Core Strategy examination. Large sites that are either under construction, have outstanding planning permission or an approved development brief, are programmed in to the trajectory based on knowledge of the specific sites and discussions with the developers and landowners. The South East Plan EiP panel report requirement of 3980 dwellings, over the period 2006-2026 has been averaged out and equates to an annual average of 199 units. These figures have been applied over the fifteen year period (which includes 2006/7).

- 5.2.8 Projecting forward the South East Plan EiP panel report targets, it is estimated that there will be a shortfall of **497** dwellings by 2022. (The South East Plan Panel Report targets require an annual completion figure (199 dwellings) which is almost identical to that required under the Surrey Structure Plan (200 dwellings)).
- 5.2.9 To ensure the Borough remains on track to meet its allocation targets, it is the Council's intention that sites will be identified in the Site Allocations DPD to meet any shortfall that arises. The likely scale of the shortfall will be confirmed when the South East Plan is approved, and the housing targets are confirmed.
- 5.2.10 In the meantime, the Council is able to demonstrate specific, deliverable sites that are ready for development within the first five years of the Core Strategy period (2007-2012) as required by PPS3.

**Table 4: Projected Completions 2006-2022 against South East Plan panel report requirements**

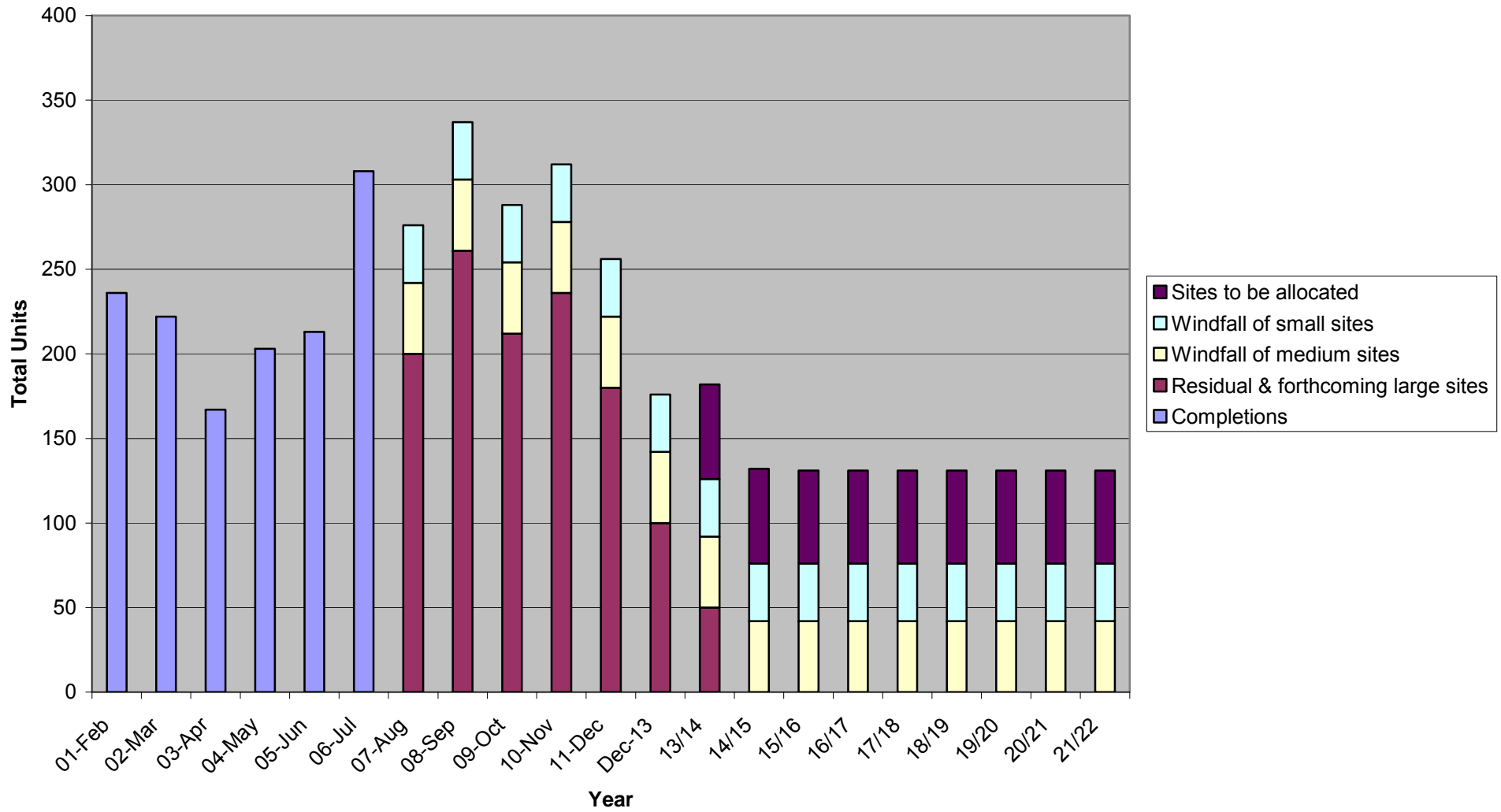
	2006/7 actual figs	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL 2007/22
Small scale unidentified windfalls	43	34	34	34	34	34	34	34	34	34	34	34	34	34	34	34	510
Medium scale unidentified windfalls	40	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	630
<b>Large scale windfalls:</b>																	
Highways House	135																0
Emperor House		40	71														111
Capitol House		72	80														152
Rosebery School			40	32													72
Epsom Station site				80	36												116
<b>Allocated Sites:</b>																	
Horton A	90	88															88
Horton B			70														70
St Ebbas				100	100	80											280
West Park					100	100	100	50									350
Other large sites								56	56	55	55	55	55	55	55	55	<b>497</b>
<b>Past Completions</b>																	
<b>Projected Completions</b>	<b>308</b>	<b>276</b>	<b>337</b>	<b>288</b>	<b>312</b>	<b>256</b>	<b>176</b>	<b>182</b>	<b>132</b>	<b>131</b>	<b>131</b>	<b>131</b>	<b>131</b>	<b>131</b>	<b>131</b>	<b>131</b>	2876
<b>Cumulative Completions</b>	308	584	921	1209	1521	1777	1953	2135	2267	2398	2529	2660	2791	2922	3053	3184	
<b>PLAN - Strategic Allocation (cumulative))</b>	199	398	597	796	995	1194	1393	1592	1791	1990	2189	2388	2587	2786	2985	3184	3184
<b>MONITOR - No. dwellings above or below cumulative allocation</b>	109	186	324	413	526	583	560	543	476	408	340	272	204	136	68	0	

**Table 5: Projected Housing Completions by Category**

	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	TOTAL 07-22
Completions	236	222	167	203	213	308																0
Residual & forthcoming large sites							200	261	212	236	180	100	50									1239
Windfall of medium sites							42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	630
Windfall of small sites							34	34	34	34	34	34	34	34	34	34	34	34	34	34	34	510
Sites to be allocated South East Plan Panel Report													56	56	55	55	55	55	55	55	55	497
Total Completions South East Plan Panel Report	236	222	167	203	213	308	276	337	288	312	256	176	182	132	131	131	131	131	131	131	131	2876*
South East Plan Panel Report Target						199	199	199	199	199	199	199	199	199	199	199	199	199	199	199	199	2985

\*= Plus 109 from 06-07

**Figure 1: past and projected housing completions- South East Plan Panel report figures**



<b>Core Output Indicator 2d: Affordable Housing completions</b>
<b>Data for 2006/2007: 96 Affordable units (31% of gross completions)</b>

### Target

5.2.12 Epsom and Ewell Borough Council adopted an overall target of **35% of new dwellings to be provided as affordable** in February 2006 (at Full Council). This has been reflected in the Core Strategy target of 950 new affordable homes over the period 2007 to 2022.

### Policy

5.2.13 The National Indicative minimum site size threshold above which affordable housing requirements may be applied, is 15 dwellings. However PPS3 states that local authorities can set lower minimum thresholds where viable and practical.

5.2.14 The Council's Core Strategy (adopted July 2007) requires all residential developments of between 5 and 14 dwellings to include at least 20% affordable; and of 15 or more to include at least 40% affordable.

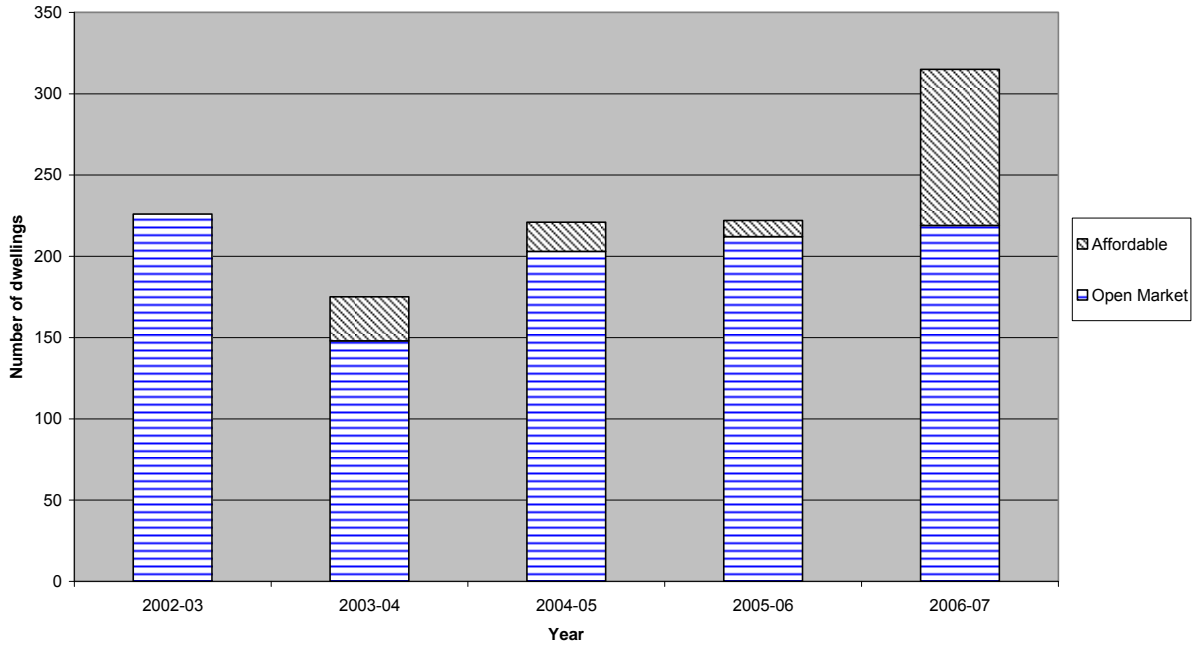
### Performance

5.2.15 During the 5 year period from April 2002 to March 2007, 13% of all new homes completed were affordable. The proportion of affordable homes ranged from 0% in 2002/03 to 31% in 2006/07. This is displayed in Table 7 and graphically in Figure 3 below.

**Table 6: Gross Number of housing completions by type**

<i>Year</i>	<i>Open Market</i>	<i>Affordable</i>	<i>Total</i>	<i>Percentage affordable</i>
2002-03	226	0	226	0
2003-04	148	27	175	15
2004-05	203	18	221	8
2005-06	212	10	222	5
2006-07	219	96	308	31
Total	1008	151	<b>1159</b>	<b>13%</b>

Figure 2: Number of housing completions by type



## Analysis

5.2.16 Over the last five years affordable housing completions have fallen short of the 35% target. The figure, has however improved this year, with 31% of completions being affordable compared to 5% last year. It was predicted in the 2005/2006 AMR that that there would be an improved performance in the next few years partly due to a number of large sites being due for completion. This year, Highways House and the Hospital Cluster sites have contributed to the improved figure. The Hospital Cluster is expected to continue to provide a significant contribution to affordable housing delivery in the Borough for the next 5-6 years.

5.2.17 The Core Strategy Policy CS9 came into effect on 24 July 2007 and will help improve the Council's performance in delivering affordable housing in future years. This policy has a target of 35% affordable dwellings, which equates to the provision of 950 new affordable homes over the period 2007 to 2022. The Council aims to improve the delivery of affordable housing through the implementation of this Core Strategy policy and the forthcoming SPD 'Developer Contributions: Affordable Housing', which will add more detailed guidance on the operation of the Core Strategy policy. The Council has dropped the threshold for affordable housing to 20% for 5-14 dwellings and 40% for 15+ dwellings.

<b>Contextual Indicator:</b> Average property Price
<b>Data for January – March 2007:</b> £344,690
<b>Local Output Indicator:</b> Average property price compared against average earnings
<b>Data for 2006/07:</b> 12.7 (£344,690/ £27,050)

### Target

5.2.18 None currently identified.

### Policy

5.2.19 There is no specific policy that relates to these indicators other than policy HSG5 which requires affordable housing to be provided as part of development schemes. Policy HSG5 has not been saved after September 2007. However, such local contextual indicators provide another measure of affordability and monitoring these can help identify market trends and the relationship between house prices and average incomes.

5.2.20 Policy CS9 in the Core Strategy states: 'The Council will seek to ensure that the affordable housing remains affordable to successive as well as initial occupiers through the use of planning conditions or a planning obligation.' In the future (2007 onwards) this policy could help to safeguard against people being priced out of the market if open market house prices continue to increase disproportionately to increases in earnings.

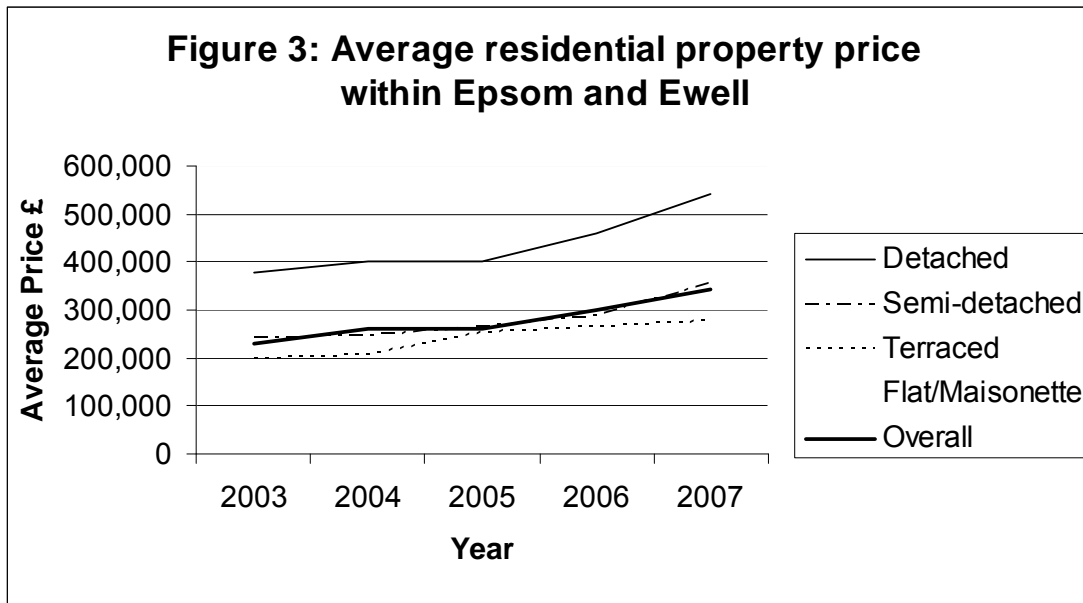
### Performance

5.2.21 Average property prices within the Borough have increased rapidly over the past few years. Prices are similar to the Surrey average although considerably more expensive than the South East average. Between January and March 2006, the average property price had risen to £301,362. By end March 2007, the average house price had risen to £344,690.

**Table 7: Average house prices 2002-2007**

<i>Year</i>	<i>Detached</i>	<i>Semi-detached</i>	<i>Terraced</i>	<i>Flat/Maisonette</i>	<i>Overall</i>
2002	345,084	206,525	163,396	145,436	220,299
2003	378,720	242,970	198,999	158,109	230,936
2004	401,012	246,459	206,699	181,194	261,458
2005	402,101	263,237	252,246	193,570	261,059
2006	460,998	289,041	263,463	200,030	301,362
2007	542,119	355,878	278,063	210,711	344,690

**Source** Land Registry, Residential Property Prices



Source Land Registry, Residential Property Prices

## Performance

5.2.22 Data from the Land Registry on housing transactions and from the National Statistics Annual Survey of earnings have been compared below to give an indication of the multiple of annual earnings that an average flat / maisonette (approximate entry level into the market) within the Borough costs to purchase. The earnings information relates to the average male full-time earnings.

**Table 8: Multiple of male full-time earnings (workplace based)<sup>2</sup> compared to flat/maisonette price (1<sup>st</sup> quarter)**

Year	Epsom & Ewell	Surrey	South East
2002	4.8	4.19	3.92
2003	5.29	5.26	4.63
2004	5.31	5.75	5.0
2005	6.18	5.7	5.48
2006	7	6.1	5.9

The multiple is calculated by multiplying the weekly earning by 52 for annual earnings, and then dividing the flat/maisonette price by the annual earnings.

## Analysis

5.2.23 It can be seen from the above that over the past few years the opportunity for a person on an average income to afford a flat or maisonette in Epsom and Ewell has significantly reduced. To buy an averagely priced property in the Borough, a purchaser would be required to borrow or provide funds equivalent to 7x their salary. This reflects a significant reduction in the affordability of living in the Borough.

<sup>2</sup> Source Land Registry, Residential Property Prices and New Earnings Survey

5.2.24 The indicator has shown that the provision of affordable housing in the Borough should remain a high priority, and this should be reflected in forthcoming policy documents. The Core Strategy has taken the first step towards increasing the availability of affordable housing and the figures in Core Output indicator 2d are evidence that the Council is making progress towards their affordable homes target. A concentrated focus on improving delivery will be required in subsequent local development documents.

<b>Core Output Indicator 3b:</b> Percentage of new residential developments within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and major retail centre.
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<b>Data for 2006/07:</b> 100%
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### Target

5.2.25 The Core Strategy has a target that: 'All major residential developments should be located within 30 minutes public transport time of health, education, retail and employment facilities.'

### Policy

5.2.26 Policy MV1 of the Local Plan sought to ensure that all new development encourages travel by walking, cycling and public transport, reducing the need to travel by private car. The Council also sought to improve public transport facilities through policy MV2 by requiring new developments in appropriate cases to help fund a package of works agreed, to provide adequately for all additional transport needs created by the development, without detriment to the environment.

5.2.27 The Core Strategy policy CS12 requires developers to demonstrate that the service and community infrastructure necessary to serve the development is available. Developers will be required to make the necessary provisions or if they are unable to provide these facilities directly, the Council may require proportionate financial contributions towards its provision elsewhere.

5.2.28 Core Strategy Policy CS16 encourages improved and integrated transport networks and a shift in emphasis to non car modes of transport as a means of convenient access to services and facilities.

### Performance

5.2.29 Surrey County Council have used their 'accessibility by public transport to town centres' model (used in the Local Transport Plan) to model travel times from key locations for the Borough of Epsom and Ewell. This has been loaded onto the Borough Council's in-house geographical information system (GIS) to establish whether each completion is within the 30 minute public transport travelling time isochrones. It should be noted, however, that as yet not all facilities are mapped (e.g. schools under London Borough education authorities and facilities over the Borough's municipal boundaries). It should also be noted that Surrey County Council have not updated this data for the year 2006/2007. However we consider that if they had updated this data,

there would not have been a major change in the accessibility of the Borough, and therefore we have used the data from last year as a guide.

5.2.30 A table can be found in Annex 1 to this report setting out the address of each residential development completed during 2006-07 against the criteria of this objective. Using the maps formed by GIS, it can be shown whether each development falls within a 30 minute public transport travelling time from the six facilities listed.

### **Analysis**

5.2.31 Due to the Borough's small scale and because of the compact nature of the urban area, all residential dwellings completed in the year 2006/2007 are within 30 minutes public transport catchment of the facilities assessed.

<b>Core Output Indicator 4b:</b> Amount of completed retail, office and leisure development and percentage in town centres
<b>Data for 2006/2007:</b> none.

### **Target**

5.2.32 The Core Strategy identifies a target of: 'no net annual loss of community, cultural and built sports facilities,' (in relation to the Core Strategy policy CS13.)

5.2.33 Further targets relating to retail floorspace gained and lost in the town centre will be set out in the Site Allocations DPD and Epsom Town Centre Area Action Plan, against the background provided by Employment Needs Surveys.

### **Policy**

5.2.34 Policies EMP3 and EMP4 of the Local Plan control the scale and effect of new development for B1 uses. They seek to control the loss of retail, residential and community uses so as not to harm the vitality and viability of the centre.

5.2.35 Policy SH2 ensures that any major retail development is only permitted within Epsom Town Centre shopping area.

5.2.36 Core Strategy Policy CS11 resists the loss of employment land in Epsom town centre and Ewell village centre, and the strategic employment areas. Policy CS14 protects the town centre from inappropriate development and focuses development on retail, cultural, business, leisure and residential uses.

### **Performance**

5.2.37 There has been no new commercial development completed between April 2006 and March 2007.

5.2.38 Over the past five years there has been one commercial development (New Plan House in 2002/03), which was within the town centre. There have been four leisure developments:

2002/03:	Fitness First, High Street Epsom (town centre)
	Rainbow Leisure Centre, East Street Epsom (town centre)
	David Lloyd, Nonsuch School, Cheam (not in town centre)
2003/04	David Lloyd, Horton Lane (not in town centre)

### **Analysis**

5.2.39 It can be seen that there has been relatively little new-build commercial development within the Borough over the past few years. It is desirable that policy helps to ensure a suitable spread and mix of facilities are provided throughout the Borough to provide local, easily accessible facilities for residents. In accordance with the sequential tests in PPS 6, the Local Development Framework will aim to focus future retail, office and leisure development within or immediately adjacent to Epsom town centre. The Core Strategy highlights this in policies CS11 and CS14.

### 5.3 EFFECTIVE PROTECTION OF THE ENVIRONMENT

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<b>Core Output Indicator 4c:</b> Percentage of eligible open spaces managed to Green Flag Award status
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<b>Data for 2006/2007:</b> none
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#### Target

5.3.1 No target identified.

#### Policy

5.3.2 The Core Strategy Policy CS4 places emphasis on protecting and enhancing the open spaces of the Borough.

#### Performance

5.3.3 In the year 2006/2007, no open spaces were assessed as being managed to Green Flag award standard.

#### Analysis

5.3.4 In line with PPG17, the Council commissioned consultants to conduct an Open Space study. This is a quantitative and qualitative assessment of all the open space within the Borough and the Council will use this document to inform the development of policy and for the consideration of planning applications. This will help to ensure that the provision and quality of open space meets the standards set out in the study.

5.3.5 Note: Epsom Common Local Nature Reserve has won the Green Flag Award for the year 2007/2008, which represents 22% of the Borough's open space.

<b>Core Output indicator 2b:</b> Percentage of new and converted dwellings on previously developed land
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<b>Data for 2006/2007:</b> 100%
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#### Target

5.3.6 100% of new housing will be provided on previously developed land in urban areas.

5.3.7 NB: The National target set by Government in Planning Policy Statement 3 (PPS3) is 60%, but Epsom and Ewell has a local Best Value Performance Indicator target of 100%.

#### Policy

5.3.8 The emphasis of housing policy within the Local Plan promotes the best use of previously developed land and buildings. Policy H3 of the South East Plan also relates to making best use of previously developed land and PPS3 states

'The priority for development should be previously developed land, in particular vacant and derelict sites and buildings'.

5.3.9 Policy CS8 of the Core Strategy emphasises that new housing development will be located within the defined built up areas of Epsom and Ewell and the defined hospital cluster sites. Related issues are the need to protect the Green Belt, retain urban open land, reduce dependence upon the car and reduce journey lengths.

#### **Performance**

5.3.10 Since achieving 85% in 2001-02, 100% of new dwellings have been provided on previously developed land in each subsequent year.

#### **Analysis**

5.3.11 In the coming years, it is anticipated that 100% of housing completions will come forward on previously developed land. All the named sites listed in the housing trajectory fall into this category.

<b>Core Output indicator 2c:</b> Percentage of new dwellings completed at: Less than 30 dwellings per hectare; between 30 and 50 dwellings per hectare; and Above 50 dwellings per hectare.
Data for 2006/2007: <ul style="list-style-type: none"><li>• Less than 30 dph: 6%</li><li>• Between 30-50 dph: 39%</li><li>• Above 50 dph: 55%</li></ul>

#### **Target**

5.3.12 Planning Policy Statement 3, suggests that 30 dwellings per hectare (dph) net should be used as a national indicative minimum on new development.

#### **Policy**

5.3.13 The Draft South East Plan sets an overall regional housing density target of 40 dwellings per hectare.

5.3.14 Policy HSG11 of the Local Plan seeks to ensure that residential development is constructed at an appropriate density.

5.3.15. The Core Strategy has highlighted the potential conflict between the pursuit of higher densities and safeguarding the environmental character of an area. It states that it is important that a blanket approach to applying densities is not adopted and that a more flexible approach is taken. This will be guided by the preparation of Supplementary Design Guidance.

#### **Performance**

5.3.16 Epsom and Ewell has maintained a high proportion of dwellings on sites with a density greater than 30 dph over the last five years. For the year 2006-2007

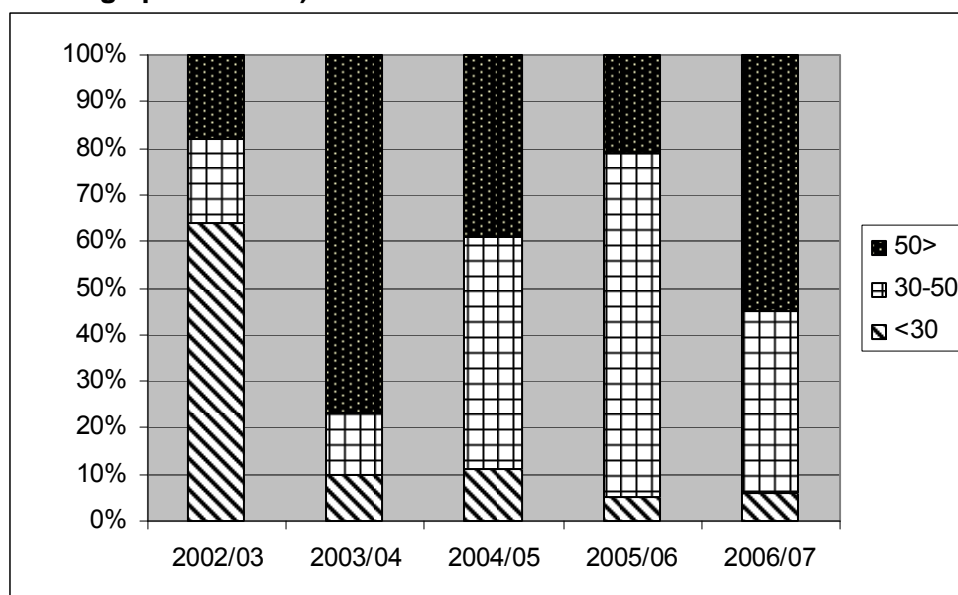
6% of completions were on sites below 30dph, 39% were on sites 30-50dph and 55% were on sites greater than 50dph.

5.3.17 Densities have been steadily increasing, with the average density of new build in the year 2006/7 being at 42dph. The variations year on year between the amounts of properties completed at a density of above 30 or above 50, are caused by a large number of completions coming forward on one particular site, which bias the figures accordingly. This year the figures are particularly high due to the completions at Highways House and Horton A (part of the Hospital Cluster). (See table 11 below).

**Table 9: Density of completions 2006/07**

Ref no	TOTAL	Gross completions	Net completions	Area (hectares)	Density
03/00521	Horton A	90	90	2.05	44
03/00903	Highway House, West Ewell	137	135	2.51	55
04/00923	67 Ruxley Lane	11	9	0.19	58
05/00004	25 Cheam Road	5	5	0.29	17
05/01032	123 Gibraltar Crescent	1	1	0.07	14
05/00057	232 Chessington Road (conversion)	1	1	0.01	100
05/00390	54a Stoneleigh Broadway (conversion)	2	1	0.02	100
99/01022	4 Beaconsfield Road (Conversion)	2	1	0.06	33
03/01328	Epsom Downs School, Grosvenor Road	9	9	0.26	35
04/01215	Land between 4-5 Langlands Rise	1	1	0.03	33
05/00564	214 Ruxley Lane	1	1	0.05	20
05/01041	33 South Street, Epsom (conversion)	1	1	0.02	50
05/00093	Land at 19-27 Chesterfield Road, W Ewell	1	1	0.15	7
04/01156	The Camellias, 17 Cleveland Road	1	1	0.13	8
03/00297	Land Rear of Devon Court, St Martins Av	2	2	0.142	14
04/00005	38-40 South Street, Epsom	9	9	0.13	69
05/00853	7 & 9 Windmill Lane	10	10	0.16	63
05/01089	500 Chessington Road	5	5	0.15	33
03/00174	17 Lower Court Road, Epsom (conversion)	2	1	0.02	100
05/00780	The White House hotel & 7 Downs Hill Road	2	2	0.34	6
05/00151	Rear of 294-296 Hook Road, Epsom	2	2	0.04	50
04/00971	93 The Crescent, Epsom	1	1	0.05	20
05/01037	Land adj to Bush Lodge, Windmill Lane	2	2	0.06	33
05/00273	Garages R/O 49-52 Gadesden Road, W Ewell	12	12	0.26	46
05/00497	1-3 St James Close	5	5	0.25	20
Total		315	308	7.572	Average: 41.6

**Figure 4: Density of new housing development in Epsom and Ewell (in dwellings per hectare)**



### Analysis

5.3.18 Density levels in the Borough are increasing. This can be seen in the reduction of new housing developments with a density under 30 dwellings per hectare. However, due to a large amount of housing being brought forward in recent years (and which will continue to be delivered in forthcoming years) from the Hospital Cluster, it is unlikely that the Borough will see significant changes to the overall pattern of density levels.

**Core Output Indicator 7:** Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.

**Data for 2006/7: 0%**

### Target

5.3.19 100% of decisions to be made in accordance with Environment Agency advice.

### Policy

5.3.20 The recent extreme weather variations have highlighted the potential dangers of locating development in areas at high risk of flooding. 'Planning Policy Statement 1: Delivering Sustainable Development' sets out the Government's objectives for the planning system, and how planning should facilitate and promote sustainable patterns of development, avoiding flood risk and accommodating the impacts of climate change.

5.3.21 In December 2006 the Government published new guidance on flooding in 'Planning Policy Statement 25: Development and Flood Risk' (PPS25). This outlines a key planning objective of managing risk, by avoiding inappropriate development in areas at risk of flooding, and directing development away from areas at highest risk. PPS25 sets out decision making principles which should be applied when determining planning applications.

5.3.22 Local Plan Policy DC3 states that development will not be permitted unless it can be demonstrated to the satisfaction of the Council, in consultation with the Environment Agency that, by itself or cumulatively with other development, it will not impede the flow of flood water, or reduce the capacity of the flood plain to store water, or increase the number of people or properties at risk from flooding.

5.3.23 The Core Strategy Policy CS6 seeks to ensure that that all new development avoids increasing the risk of, or from flooding.

### **Performance**

5.3.24 No permissions have been granted contrary to the advice of the Environment Agency.

### **Analysis**

5.3.25 The Local Development Framework and development control procedures will continue to ensure the referral of applications that have been identified as being partly or wholly within the flood plain, to the Environment Agency.

5.3.26 PPS25 states that Flood Risk Assessments should be carried out to the appropriate degree at all levels of the planning process and that all Local Authorities should carry out a Strategic Flood Risk Assessment to inform future Development Plan Documents. The Council has now engaged consultants to carry out a Strategic Flood Risk assessment of the Borough and their report will be published later in the year.

<b>Core Output Indicator 8i: Changes in priority habitats and species</b>
No data available

### **Target**

5.3.27 No target currently identified

### **Policy**

5.3.28 Section 74 of the Countryside and Rights of Way Act 2000 lists the Habitat types and species of principal importance in England (list reproduced in Annex C to ODPM Circular 06/2005)<sup>3</sup>.

<sup>3</sup> [www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/page/odpm\\_plan\\_039820.pdf](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_039820.pdf)

5.3.29 The Surrey Biodiversity Action Plan (BAP) lists 10 habitat Action Plans for Surrey:

1. Chalk Grassland (including chalk scrub)
2. Lowland Heathland (including acid grassland and bog)
3. Floodplain Grazing Marsh
4. Wildlife on your Doorstep- Urban Biodiversity Action Plan for Surrey
5. Wetland- incorporating rivers and streams, fen, marsh, swamp and linear reedbed
6. Farmland
7. Woodland
8. Wood Pasture and Parkland
9. Standing Open Water and Reedbeds
10. Lowland Unimproved Neutral and Dry Acid Grassland.

5.3.30 Epsom and Ewell Borough Council is involved in the preparation of a local BAP which will identify which of the priority habitats are within the Borough and any implications for their management. The local BAP will be an important source of information for future local development documents.

### **Performance**

5.3.31 Data for this indicator is not currently available. If at a future date a Surrey Biological Records Centre is established then this may be a source for some of the information on priority habitats and species. When the Local BAP is published this may include or indicate a number of targets and indicators regarding the habitats within the Borough.

### **Analysis**

5.3.32 Until data becomes available, no analysis can be undertaken.

**Core Output Indicator 8ii:** Changes in areas designated for their intrinsic environmental value including sites of international, national, regional or sub-regional significance.  
-Sites of Special Scientific Interest: (SSSI)  
0.4 % In favourable condition  
94.85 % in unfavourable- recovering  
4.75 % in unfavourable- no change

### **Target**

5.3.33 The Government has set a Public Service Agreement (PSA) target that 95% of SSSI land by area should be in favourable or unfavourable/recovering condition by 2010.<sup>4</sup>

5.3.34 The above target is contained the Core Strategy.

### **Policy**

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<sup>4</sup> **Source** English Nature, SSSI condition report

5.3.35 The Core Strategy Policy CS3 states that development which harms the scientific interest of these areas will not be permitted. It also states that they will be afforded the highest level of protection.

### Performance

5.3.36 Epsom & Ewell has 119.33 hectares of designated SSSI. In September 2006 and again in August 2007, the results of an assessment into the condition of these sites was published by English Nature. At each site the condition was assessed against a set of ecological objectives identified to maintain the special habitat and species features in a healthy state. Over 95% of the designated areas within the Borough was reported to be in favourable or unfavourable/recovering condition in both assessments (which stayed the same).

### Analysis

5.3.37 Work is underway in partnership with English Nature to bring the Borough's SSSIs to a favourable and recovering condition. Work to date is seeing progress towards this target. Nature conservation and public access on Epsom Common Local Nature Reserve are managed via a ten year management plan which commenced during 2005. The plan has been published in agreement with Natural England who guide the Council's management of the site for nature conservation.

**Table 10: English Nature's Assessment of the Borough's SSSIs (September 2006 and August 2007)**

	<i>Favourable</i>	<i>Unfavourable – recovering</i>	<i>Unfavourable – no change</i>
<b>Stones Road Pond</b>	0.47		
<b>Epsom Common</b>		99.73	
		13.45	
			5.68
<b>TOTAL</b>	0.47 (0.4%)	113.18 (94.85%)	5.68 (4.75%)

## 5.4 PRUDENT USE OF NATURAL RESOURCES

**Core Output Indicator 9: Renewable energy capacity installed by type**

**2006/2007: 5 permissions granted for installation**

### Target

5.4.1 Commercial and residential development over specified sizes should be designed such that a minimum of 10% of the energy requirement is provided by renewable resources.<sup>5</sup>

### Policy

5.4.2 PPS 22 aims to increase the development of renewable energy in order to facilitate the delivery of the Government's commitments on both climate change and renewable energy. PPS 23 states the government aim of cutting green house gases by 12.5% below base level (at 1990) by 2008-2012. Policy SE2 of the Surrey Structure Plan promotes the use of renewable energy, while Policy EN1 of the submitted SE Plan encourages the provision of 10% of energy demand from renewable sources.

### Performance

5.4.3 Using the number of planning permissions and certificates of lawfulness for proposed development granted in each year will give an indication of the renewable energy capacity in the Borough. A recording mechanism is in place to monitor all biomass, biogas/sewage gas, solar and wind production schemes. Between April 2006 and March 2007, five planning permissions were granted for renewable energy schemes (see table 13 below). Unfortunately, there are limitations to monitoring this indicator as planning permission may not always be required for the installations of such schemes, and therefore the results reported in the AMR are likely to under-estimate the impact of policy and guidance.

**Table 11: Planning permission granted for renewable energy type**

<i>Application</i>	<i>Address</i>	<i>Decision date</i>	<i>Renewable energy source</i>
06/00740	2 Christchurch Road, Epsom	01 November 2006	Installation of solar panels
06/00266	15 Rosebery Road, Langley Vale	02 August 2006	Installation of solar panels
05/01421	Deodar, the Ridge	11 May 2006	Solar panels and ground source heat pump
05/01419	1 The Green, Ewell	10 May 2006	Installation of solar panels
06/01251	8 Queensmead Avenue, Ewell	21 March 07	Solar panels and wind turbine

<sup>5</sup> Source Surrey Structure Plan 2004

## **Analysis**

- 5.4.4 The Council is preparing a Development Control Policies DPD which will contain policies on energy conservation. This document is scheduled to be adopted at the end of 2009. In the interim, greater use will be made of the Surrey Structure Plan and SE Plan policies in development control decision making to ensure early progress is made on this issue.

## 5.5 MAINTENANCE OF HIGH AND STABLE LEVELS OF ECONOMIC GROWTH AND EMPLOYMENT

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### Core Output Indicator 1a:

- Amount of land developed for employment by type
- None

### Target

5.5.1 No target currently identified

### Policy

5.5.2 The Core Strategy Policy CS11 resists losses of employment land in the strategic employment areas of the Nonsuch and Longmead Industrial Estates and within Epsom town centre and Ewell village centre.

### Performance

5.5.3 In 2002-03, New Plan House was completed on East Street, Epsom. This office development of 2,544m<sup>2</sup> (gross internal area) has been the only new employment space completed in the last 5 years, partly due to the current vacancy rates for employment space (slightly higher than the County average), but predominantly the strength of the residential market.

### Analysis

5.5.4 The commercial market has slowed down since the 1980s and 1990s in Epsom, and the Borough is currently experiencing very little interest from commercial developers. Financially, residential development remains more viable, with vacancy rates of commercial property implying that there is not the demand for offices in particular. Epsom also has to compete with neighbouring commercial centres such as Sutton, Croydon, Redhill and Guildford.

5.5.5 The Epsom and Ewell Employment Land Review will be kept up to date to monitor any changes. The Epsom Town Centre Area Action Plan will consider ways to encourage the revitalisation of the Town, which will include the identification of commercial and employment land.

### Core Output Indicator 1c:

- Percentage of new employment developments on previously developed land
- N/A

### Target

5.5.6 No target currently identified

## Policy

- 5.5.7 Policy EMP10 of the Local Plan encourages the reuse of suitably located land in built-up areas already in industrial and commercial use as shown on the Proposals Map.
- 5.5.8 Core Strategy Policy CS11 encourages the regeneration and intensification of employment premises.

## Performance

- 5.5.9 There has only been one commercial completion in the last 5 years, in 2002-03, although this particular development was within Epsom's Business Area (as defined on the Proposals Map) and therefore on previously developed land. No schemes were completed in the last year; there is therefore nothing to report on this indicator for 2006-07.

## Analysis

- 5.5.10 The Council will seek to locate employment uses in the current sustainable business locations, such as Epsom Town Centre, Ewell Village and the two defined Employment Areas. This will also help promote the redevelopment of ageing properties and the reuse of brownfield land for such purposes.

### Core Output Indicator 1d:

- **Employment land supply by type**
- 4.04ha in the Business Areas, 27.52ha in the Employment Areas

## Target

- 5.5.11 No target currently identified

## Policy

- 5.5.12 Policy EMP3 of the Local Plan seeks to protect offices (B1) within the Business Areas (in and around Epsom Town Centre).
- 5.5.13 Policy EMP5 seeks to maintain light and general industrial uses (within Classes B1 and B2) and storage and distribution uses (Class B8) within the two defined Employment Areas in the Borough.
- 5.5.14 The Core Strategy Policy CS11 resists losses of employment land in the strategic employment areas of the Nonsuch and Longmead Industrial Estates and within Epsom town centre and Ewell village centre. It seeks to adopt a cautious approach to losses of employment land throughout the Borough.

## Performance

- 5.5.15 No land has been lost to non-employment uses in the employment areas of Nonsuch and Longmead Industrial Estates during 2006-07. However, there is increasing pressure from motor trades to increase the showroom (A1) and car storage aspects of their business within the Employment Areas.

5.5.16 Due to long and unsuccessful marketing periods of office space in the employment/ business areas (namely Epsom town centre and Ewell village), there have been an increasing number of enquiries and applications for the change of use or redevelopment of such premises to residential. In the year 2006/2007 there has been one site which has been converted from offices (B1) to residential (C3). This was at the Rear of Brighton House, 23-25 High Street, Ewell, which was converted into five flats. Robust policy, based on a strong evidence base, will be required to deal with the ongoing pressures for the redevelopment of employment premises to residential. This is emphasised in policy CS11 of the adopted Core Strategy.

### **Analysis**

5.5.17 The Council will seek to locate employment uses in the current sustainable business locations, such as Epsom town centre, Ewell village and the two designated Employment Areas. This approach also includes policies to safeguard such uses in these areas. The approach included in Policy CS11 will be developed further in the Site Allocations and Development Control Policies DPD where detailed policies for the redevelopment of employment sites within strategic employment areas and elsewhere will be set out, and sites where particular policies apply will be defined.

#### **Core Output Indicator 1e:**

- **Loss of employment land**
- 0.11ha

### **Target**

5.5.18 No target currently identified

### **Policy**

5.5.19 Policy EMP10 aims to limit the loss of existing suitably located industrial and commercial land to other uses. However PPS3 indicates that local authorities may consider re-allocating for residential use, land which is currently used for industrial and commercial development. The Council is aware that the market's current preference for residential development may often be in direct competition for employment land. Therefore, a careful balance will need to be struck in the implementation of planning policies for housing and employment land in the Council's LDF. The Core Strategy aims to protect a suitable amount and range of premises, especially those located in sustainable locations such as Epsom town centre.

### **Performance**

5.5.20 As stated above current Local Plan policy is to retain suitably located employment land. As can be seen in Table 14 below, none of the commercial sites released between 2001 and 2007 have been within the Borough's Employment or Business Areas. Those that have been redeveloped, or where buildings were converted, have been to a residential use.

5.5.21 Between 2002 and 2007, a total of 3.147ha of employment land has been released for housing; a large percentage being from Highways House, Ewell.

Table 12: Loss of employment land

<b>Address</b>	<b>Land/ site area in hectares</b>	<b>Date of approval</b>	<b>*Date of commen- -cement</b>	<b>Date of completi- -on</b>	<b>Within business or employment area?</b>	<b>Lost to residential ?</b>
<b>Hope Lodge</b>	0.07	Jan 04	Aug 04	Jun 05	No	Yes
<b>Highways House</b>	2.51	Feb 04	Jun 04	Sept 06	No	Yes
<b>Capitol House</b>	0.457	Dec 04	Oct 05		No	Yes
<b>Woodcote Lodge</b>	0.03	Sep 05	May 06	April 07	No	Yes
<b>Finachem House</b>	0.08	Sep 06	Sep 06		No	Yes

\* Assuming employment space lost on date development was commenced

## Analysis

5.5.22 The Council is considering carefully the balance between employment and housing needs when preparing its Local Development Documents to ensure sufficient employment generating uses are protected and enhanced, whilst adequate land for housing development is allocated, and the sustainability issues are assessed.

### Core Output Indicator 3a:

- **Percentage of completed non-residential development complying with car parking standards set out in the Local Plan**
- 100%

## Target

5.5.23 Some of the adopted Local Plan (May 2000) standards have been superseded by national guidance (PPG13 – Transport in March 2001). The revised PPG13 *maximum* standards are as follows:

- A1 (food) – 1 space per 14m<sup>2</sup>
- A1 (non food) – 1 space per 20m<sup>2</sup>
- B1 – 1 space per 30m<sup>2</sup>
- D2 – 1 space per 22m<sup>2</sup>

5.5.24 Surrey County Council currently seeks to apply rates to these parking standards to reduce the need for parking spaces in developments in closer proximity to Epsom town centre and to public transport routes. The Borough is split into 4 zones, with rates varying from 25% of the standards being applied to Epsom town centre developments, through to 100% for schemes in the outlying areas.

## Policy

5.5.25 Policy MV8 of the Local Plan requires new development to provide a level of car parking in accordance with current adopted standards.

5.5.26 The Core Strategy DPD emphasises a key principle to assist in achieving more sustainable development to reduce reliance on the private car.

### **Performance**

5.5.27 Parking provision for non-residential development since 2001 has generally been compliant with the standards set.

### **Analysis**

5.5.28 A full review of car parking standards will be undertaken as part of the work on the Development Control Policies DPD in line with current Government guidance. The Council will work closely with the Highways Authority in the preparation of this document to achieve the priorities of the Surrey Local Transport Plan (LTP), and in particular to reduce the reliance on use of the private car. In the meantime, development control decisions will be made in accordance with existing policy.

#### **Local Output Indicator:**

- **Percentage of commercial development located within the urban area which has good access by public transport**
- 100%

### **Target**

5.5.29 80% of new commercial development will be in town centres or urban areas with good access by public transport, cycling and walking.<sup>6</sup>

### **Policy**

5.5.30 Policy EMP10 of the Local Plan contributes to the maintenance and renewal of the Borough's economy by encouraging the reuse of suitably located land in built-up areas already in industrial and commercial use.

5.5.31 The Core Strategy Policy CS16 encourages development proposals which foster improved and integrated transport networks and facilitate a shift of emphasis to non-car modes of transport as a means of access to services and facilities. This policy seeks to ensure all major developments are well located for convenient access by non-car modes, including walking, cycling and high quality public transport.

### **Performance**

5.5.32 The majority of future commercial development will fall within the urban area of Epsom and Ewell and have good access to public transport due to the relatively small size of the Borough, and the sustainable locations currently used for employment generating uses. Any future site allocations will be subject to sustainability appraisal.

### **Analysis**

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<sup>6</sup> **Source** Surrey Structure Plan

5.5.33 In line with PPS6 and its requirements for sequential tests, and the comments made above, the Council will promote the use of existing centres for new commercial development.

ANNEX 1: Housing Completions 2006/2007. Accessibility by public transport

Site Address	Within 'x' minutes of	GP	Hospital	Primary School	Secondary School	Employment centre	Major retail Centre
Horton A, Horton lane		5-30	20-30	0-5	5-30	5-30	20-30
Highway House, West Ewell		0-5	20-30	0-5	0-5	5-10	10-20
67 Ruxley Lane		0-5	20-30	0-5	0-5	20-30	10-20
25 Cheam Road		5-10	20-30	5-10	5-10	10-20	10-20
123 Gibraltar Crescent		0-5	10-20	0-5	0-5	0-5	10-20
232 Chessington Road (conversion)		0-5	20-30	0-5	0-5	0-5	10-20
54a Stoneleigh Broadway (conversion)		0-5	10-20	0-5	10-20	20-30	10-20
4 Beaconsfield Road (Conversion)		0-5	10-20	0-5	10-20	20-30	20-30
Epsom Downs School, Grosvenor Road		0-5	10-20	0-5	10-20	20-30	20-30
Land between 4-5 Langlands Rise		0-5	5-10	0-5	0-5	0-5	0-5
214 Ruxley Lane		0-5	20-30	0-5	0-5	20-30	20-30
33 South Street, Epsom (conversion)		0-5	5-10	0-5	0-5	0-5	0-5
Land at 19-27 Chesterfield Road, W Ewell		5-10	10-20	0-5	5-10	10-20	10-20
The Camellias, 17 Cleveland Road		0-5	20-30	0-5	20-30	20-30	20-30
Land Rear of Devon Court, St Martins Av		0-5	10-20	0-5	10-20	0-5	0-5
38-40 South Street, Epsom		0-5	5-10	0-5	0-5	0-5	0-5
7 & 9 Windmill Lane		0-5	5-10	0-5	0-5	0-5	10-20
500 Chessington Road		0-5	20-30	0-5	0-5	10-20	20-30
17 Lower Court Road, Epsom		0-5	10-20	0-5	0-5	0-5	5-10
The White House hotel & 7 Downs Hill Road		5-10	5-10	0-5	10-20	5-10	5-10
Rear of 294-296 Hook Road, Epsom		0-5	10-20	0-5	0-5	0-5	10-20
93 The Crecsent, Epsom		10-20	10-20	10-20	5-10	10-20	10-20
Land adj to Bush Lodge, Windmill Lane		0-5	5-10	0-5	0-5	0-5	10-20
Garages R/O 49-52 Gadesden Road, W Ewell		5-10	10-20	0-5	0-5	10-20	20-30
1-3 St James Close		5-10	5-10	10-20	10-20	5-10	5-10