



The Planning
Inspectorate

Report to Epsom and Ewell Borough Council

by **Julia Gregory**

an Inspector appointed by the Secretary of State for Communities and Local Government

Date: 8th March 2011

PLANNING AND COMPULSORY PURCHASE ACT 2004

SECTION 20

**REPORT ON THE EXAMINATION INTO PLAN E: EPSOM TOWN CENTRE AREA
ACTION PLAN**

DEVELOPMENT PLAN DOCUMENT

Document submitted for examination on 30 April 2010

Examination hearings held on 21 and 22 September 2010

File Ref: PINS/P3610/429/6

ABBREVIATIONS USED IN THIS REPORT

AA	Appropriate Assessment
AAP	Area Action Plan
CS	Epsom and Ewell Core Strategy 2007
DPD	Development Plan Document
GOSE	Government Office for the South East
LDS	Local Development Scheme
LP	Epsom and Ewell District-Wide Local Plan May 2000
LTP	Local Transport Plan
PC	Proposed Change
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
PSA	Primary Shopping Area
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment

Non-Technical Summary

This report concludes that the Plan E: Epsom Town Centre Area Action Plan Development Plan Document provides an appropriate basis for the planning of the Area over the next 15 to 20 years. The Council has sufficient evidence to support the strategy and can show that it has a reasonable chance of being delivered.

A limited number of changes are needed to meet legal and statutory requirements. These can be summarised as follows:

- Clarification of the plan boundary and the relationship of the town centre boundary to the plan boundary;
- Changes allowing flexibility in housing and employment targets, and allowing for retailing provision if it complies with PPS4;
- Various clarification alterations to policies;
- Changes to ensure that there would be no prejudice to the implementation of a parking strategy that is as yet to be formulated;
- Changes to provide greater clarity to the plans contained within the AAP; and
- Various miscellaneous changes to satisfy legal requirements.

All of the changes recommended in this report are based on proposals put forward by the Council in response to points raised and suggestions discussed during the public examination. The changes do not alter the thrust of the Council's overall strategy.

Introduction

- i. This report contains my assessment of the Epsom Town Centre Area Action Plan - Plan E Development Plan Document (DPD) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004. It considers whether the DPD is compliant in legal terms and whether it is sound. Planning Policy Statement (PPS) 12 (paragraphs 4.51-4.52) makes clear that to be sound, a DPD should be justified, effective and consistent with national policy.
- ii. The starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan. The basis for my examination is the proposed submission document (February 2010) along with the schedule of pre-examination changes April 2010, which I accepted as part of the document and therefore I do not need to specifically endorse.
- iii. My report deals with the changes that are needed to make the DPD sound and they are identified in bold in the report (**PC**). All of these changes have been proposed by the Council and are presented in Appendix A. These are changes that are essential in the interests of soundness.
- iv. Some other changes put forward by the Council are factual updates, corrections of minor errors or other minor amendments in the interests of clarity. As these changes do not relate to soundness, they are generally not referred to in this report although I endorse the Council's view that they improve the plan. These are shown in Appendix B.
- v. I am also content for the Council to make any additional minor changes to page, figure, and paragraph numbering and to correct any spelling errors prior to adoption. The Council may also insert the plans into the document in any positions that they consider suitable. They will also attach appendices in respect of the superseded LP policies, a Housing trajectory extract and web links to the document.
- vi. None of these changes materially alter the substance of the plan and its policies, or undermine the sustainability appraisal and participatory processes undertaken.
- vii. Where the Council has proposed changes that go to soundness that are significant they have been subject to public consultation, except in respect of three matters which I cover in the legal tests (**PC43, PC44, and PC45**) which are technicalities. I have taken the consultation responses into account in writing this report. These include changes made both prior to and after the Hearings.

Assessment of Soundness

Preamble

1. Since the publication of the proposed submission AAP, the Secretary of State for Communities and Local Government has stated his intention to revoke the RSS. The AAP was written to accord with the RSS and the South East Partnership Board has confirmed conformity with it.
2. I am satisfied that the Council has properly considered the implications of the proposed revocation. The changes suggested by the Council, amounting to the removal of references to the RSS, adequately deal with the current circumstances. The housing target for the whole Borough is included in the CS, which remains unchanged. This was based on locally derived 'Option 1 Numbers.'
3. There have been changes to PPS3: *Housing* since the publication of the proposed submission document. PPS5: *Planning for the Historic Environment* has also been issued since the publication of the proposed submission document. These matters of national policy were subject to discussion at the Examination Hearings. I am satisfied that they do not necessitate any alterations to the wording of the AAP to ensure soundness. There have been changes to PPG13: *Transport* since the Hearings but these do not lead to any required changes.

Main Issues

4. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings, I have identified three main issues upon which the soundness of the plan depends. These are context and approach, policy matters and allocations.

Issue 1 – Context and Approach

Vision and general approach for plan area

5. The AAP has been formulated to set out a long term vision for the town centre. It is consistent with the CS and identifies a number of objectives and issues centred around the town's land use, movement and accessibility matters, public realm, identity, character and management. It sets out specific visions for 6 key areas of the town centre.
6. The Local Strategic Partnership aims to promote the engagement of key stakeholders and partners in delivering Plan E. Parts of the plan represent statements of the Council's commitments in respect of the town centre. The vision for the Ashley Centre and Ashley Avenue reflects the main land uses. That the vision does not include

reference to the Playhouse Theatre does not undermine the soundness of the AAP. I endorse the conclusions in the vision and the desirability of the formulation of town centre management initiatives.

Plan and boundary - whether consistent with national and local policy and implications of plan area boundary as shown.

7. The Council introduced a boundary for the area covered by the AAP on its inset proposals map subsequent to the submission of the AAP. This was the subject of consultation. The definition of the area covered by the AAP is essential to soundness.
8. The proposals map as originally submitted did not indicate that it was an inset map to the Proposals Map for the whole Borough Council Area. The Council has accepted the need to ensure that this is clear on the plan. A revised plan has been submitted which enables the AAP to be consistent with regulation 13 (4)(PC1).
9. The plan area boundary includes some areas that are not within the town centre boundary. Because these additional areas relate inextricably to town centre proposals there is no reason in principle to consider the plan unsound because it includes land outside the defined town centre.
10. Epsom town centre is the principal focus for economic activity in the Borough and is a secondary regional centre. The defined town centre, according to the guidance in Annex B of PPS4: *Planning for Sustainable Economic Growth* should include the primary shopping area (PSA) and areas of predominantly leisure, business and other main town centre uses within or adjacent to the PSA.
11. The plan identifies the defined boundary which includes the PSA and areas of predominantly leisure, business and other town centre uses as specified in PPS4. It therefore complies with the town centre definition in PPS4.
12. The town centre excludes the University for the Creative Arts campus. Whilst university development would not be incompatible with the town centre uses, it is not a use which is specifically mentioned in PPS4.
13. That other Councils have defined town centre boundaries which include education establishments does not mean that this should be the case in Epsom. It should be determined on the basis of local circumstances as there is no prescribed methodology set down in national guidance.
14. I acknowledge that the University wishes to establish its planning context, but the Council is advanced in preparing its Development Control Policies and Site Allocations DPD which would cover the area outside of the AAP boundary. Whilst an alternative approach could

have included the campus within the boundary of the AAP, but not within the town centre itself, there are no adjacent land use proposals which might justify such an approach.

15. The boundary of the town centre seems to adequately address the content of PPS4 and to be sufficiently extensive to comply with its definition. There is no need to include areas of housing in the boundary as included in the Epsom Town Centre Inset of the LP. There is also no justification for including extensive areas of open space. Other boundaries were considered in the Issues and Options Paper but factors of geographical concentration, functionality and the mix of uses together support the town centre boundary as defined.

Issue 2 – Policy Matters

The adequacy and deliverability of Housing

16. CS policy CS7 requires the provision of at least 2715 homes borough wide within the period 2007-2022. CS policy CS8 specifies that new housing development will be located within the defined built up area of Epsom and Ewell and within the three hospital cluster sites of West Park, St Ebba's and the remaining part of Horton B. The CS strategy directs higher density development to central locations such as Epsom town centre. It also encourages mixed development.
17. There are a limited number of sites for housing within Epsom Borough Council area. The town centre has some major opportunity sites which have the potential to help to provide the amount of housing specified in the CS. Residential uses also have an important role in maintaining and enhancing the vitality and viability of town centres. Policy E2 would help to achieve the housing requirement of the CS. High density housing development is planned for within the AAP boundary, which would not exclude some forms of student housing.
18. The Council accepted at the hearings that instead of a range there should be a figure of "at least 635 dwellings" in policy E2. This is essential to prevent there being a ceiling on the number of dwellings that could be provided, to accord with government advice (**PC2**). Density would still be subject to individual site considerations, and policy E7 which relates to building heights.
19. The deliverability of the sites with housing allocations is important to certainty and the soundness of the plan. The SHLAA for the period 2008 to 2025 and other parts the Council's evidence address the matter of deliverability. All of the sites are ranked in the SHLAA in terms of their deliverability. Most of the housing in the town centre would be provided on sites E14, E15, E16 and E17. The first three are strategic opportunity sites where there is most opportunity to provide new affordable homes to meet local needs as specified in CS policy CS 9.

20. The Depot Road and Upper High Street site (E14) has a multitude of owners, but the Council is a major landowner and is in favour of redevelopment subject to ensuring satisfactory public car parking provision. Although part of the site is owned by Tesco, who are promoting primarily retail development, the ownership of that site would not necessarily preclude the quantum of residential development proposed on the site as a whole.
21. The Utilities site (E15) would provide some 250 dwellings as a minimum. There are several owners, important infrastructure to relocate, a borehole to protect and contamination is a potential issue. The existing uses and leases may create problems in terms of the viability of the development of the site as a whole.
22. Nevertheless, with a long time period for delivery, and the Council's pro-active stance to engaging land owners co-operation, and since there has been a history of development proposals on major parts of the site, I consider that there would be an opportunity for development of some if not all of the site. Allocating the whole of the site would improve the chances of increasing the amount of housing delivered here. Although contamination and re-siting of gas utility infrastructure is an issue on the gasholder station, this does not necessarily preclude development.
23. Epsom Station site (E16) has been the subject of a recent planning permission with 117 apartments proposed as part of a mixed use scheme with 54 affordable dwellings. This demonstrates the realism of the allocation in policy E16.
24. Opportunity sites (E17) amount to 10 sites, 6 of which are identified with the potential to provide some housing. These allocations promote housing development which appears realistic having considered all representations received and the location and specifics of each site.
25. The height constraints set out in policy E7 have been adequately factored into the housing figures. Overall, I am satisfied that at least 635 new residential units could be provided to 2026.
26. CS policy CS9 specifies that 40% of new dwellings should be affordable on sites of 15 or more dwellings. The strategic opportunity site allocations would include provision to comply with that policy.
27. Overall, the AAP contains an adequate contribution to the housing provision required within the Borough as specified in the CS.

Retailing in the Town Centre

Delineation of the Primary Shopping Area, adequacy of future retail provision and compliance with PPS4

28. The Council accepts that its Town Centre Retail area in policy E4 should be renamed as the Primary Shopping Area to conform to the definition in PPS4 (**PC3**). The PSA would comprise primary and secondary frontages and also frontages to which no definition has been attached.
29. These were described at the Examination as areas which are tertiary to shopping functions. That there are tertiary areas within the PSA is not unsound as there is some scope within the definition by use of the word "generally" to include small undefined areas close to the primary shopping frontages.
30. The Primary Shopping Frontages are those which comprise a high proportion of retail uses. These areas have the highest footfall. This conforms to the evidence and to my observations. The Secondary Frontages provide a greater opportunity for a diversity of uses and again seem to accord to the Council's delineation.
31. None of the policy E14 site is defined within the PSA. Even though there is retail development proposed by policy E14, this would not be required by the policy to be located on the Upper High Street frontage. Even if it were to be located there, it would be separated from the end of the secondary frontage by sizeable office blocks.
32. Placing part of the site within the PSA would remove the requirement to provide sequential and impact assessments for future retail proposals. Given the limited convenience and comparison requirements identified in professionally produced studies, that the location of proposed retail site for the E14 site is currently unknown, and in the interests of consolidation rather than elongation of the already extensive shopping frontages, I consider the delineation of the PSA as it has been shown in Plan E to be satisfactory.
33. Town centre retail capacity is quantified in policy E3. This has been the culmination of professional appraisals which have been the subject of detailed correspondence between proponents of a larger supermarket on this site and the Council's consultants, who have provided substantial evidence regarding quantitative need.
34. The economic, population and expenditure forecasts do not support the view that the Council has been too cautious in its allocations or that it has been overly pessimistic about retail expenditure. Should the position change there is scope for the provision to be reviewed in the light of PPS4 as the figures given are a guide.
35. The plan is based on an up to date and sound evidence base and is a satisfactory means to plan the town centre and retail floorspace

provision in the Borough. The comparison and convenience shopping provision detailed in policy E3 will ensure that the town maintains its hierarchical position in the region.

36. In respect of qualitative need, there is a good representation of retailers within the town centre. Although Waitrose and Marks and Spencer in the Ashley Centre are small stores there appears to be no substantial gap in goods or choice or range of products in the town centre. There is therefore no justification to alter the policy in respect of qualitative need.
37. Whilst I acknowledge that Kiln Lane Sainsbury's is outside the town centre and is over-trading, that does not negate the conclusion that there is only limited capacity for convenience goods in the period up to 2026.
38. Neither policy E3 nor policy E4 prevents the submission of a planning application for other development which would need to be assessed on its planning merits in relation to the development plan in accordance with S38, the tests in PPS4 and any other material considerations. Any retail proposal outside the PSA and above the forecast figures in policy E3 should be the subject of a robust PPS4 sequential and impact assessment in accordance with PPS4 policy EC16.1.
39. The Council has suggested the following word change to policy E3: Delete "It should be noted that projections beyond 2018 should be treated with caution". Add "Retail growth should be directed to the Primary Shopping Area in the first instance. All retail proposals must be subject to the sequential test, and those proposals above capacity in edge and out-of-centre locations must be tested robustly against the impact test (PPS4, 2009). The floorspace threshold must take account of the cumulative effect of recent permissions, developments under construction and completed developments." I consider this a useful change which would ensure the soundness of the plan (**PC4**).
40. The AAP includes specific policy E14 which indicates the proposals for the redevelopment of the site, which envisages only a small to medium sized supermarket and a mix of small retail units. The amount of retail floorspace in the policy is consistent with the Council's findings about retail capacity. The change proposed to policy E3 does not necessitate a change to the amount of convenience shopping included in policy E14 which I consider is based on credible evidence.
41. Policy E4 seeks to protect the percentage of A1 uses in Primary Retail Frontages. This is currently some 69% of total units. The Council accepted at the Hearings that it would be clearer to specify that the percentage of A1 "units" will not fall below 66%. Subject to this change, that part of the policy would be sound (**PC5**).

42. In respect of Secondary Shopping areas, A1, A2 and A3 uses will be permitted. Other uses will be permitted subject to, amongst other matters, that this will not result in an over concentration of such uses so as to create a significant break in the retail frontage. Circular 03/2005 specifies that it is appropriate to enable local planning authorities to secure a satisfactory balance to help to ensure that one use does not predominate to the detriment of local amenity or the vitality of the area. That would be sought to be achieved by the policy.
43. Preventing a further influx of other uses and maintaining current representation is a good way to maintain daytime footfall. This approach is consistent with national policy. The Council agreed that a definition of a significant break, which would be two adjoining units, should be inserted into the plan as a footnote, in the interests of clarity. I endorse this change (**PC6**).

Employment floorspace

44. Policy E5 is consistent with the CS and is based on a 2006 Employment Land Review that was updated in 2009. There is an identified under provision of suitable employment floorspace in the Borough. A large proportion of the floorspace would be provided on the Station and the Utilities site. There is scope within the policy for a variety of employment uses, which I consider to be desirable to accord with PPS4.
45. There is a risk that the Utilities site will not deliver the 5000 sq m employment floorspace identified in policy E15 but the Council will work to engage landowners and will produce a development brief to guide development. Given the predicted under provision there is justification for protecting existing employment floorspace. Subject to altering the policy to refer to "around 6000 sq m" to allow some flexibility I consider the policy to be sound (**PC7**).

Height of Buildings

46. The Council is seeking to exercise a significant degree of control over the height of new buildings erected within the Plan E boundary under policy E7. 16m areas would be mainly outside the conservation areas which run through the core of the town centre, away from listed buildings and housing, and away from areas where views of higher buildings would be open.
47. The 12m zones reflect the building heights predominantly within the historic core. The control on the angle of pitch of roofs seeks to prevent the development of mansard type roofs which would have an adverse impact on townscape. LP policy BE19 currently controls building heights, and this would be partially superseded by policy E7.
48. The thrust of national policy is to ensure good design, and the statutory test for conservation areas requires that their character or

appearance be preserved or enhanced. PPS5: *Planning for the Historic Environment* specifies that at a local level plans should consider the qualities and local distinctiveness of the historic environment.

49. Within the Plan E boundary land is either within the Epsom Town Centre and Adelphi conservation areas or close to these, or close to other conservation areas outside the plan boundary. Relatively low building heights are a particular feature of Epsom town centre, and part of its local distinctiveness, valued by many locally. They are a significant contributor to the town centre's distinctive sense of place
50. The policy would help to promote a sense of place. Encouraging more uniformity in building heights would be desirable in relation to the character and appearance of the town centre.
51. Whilst unnecessary prescription should be avoided, guiding the height of buildings in relation to the local area would be consistent with the advice in PPS1: *Delivering Sustainable Development* and PPS5: *Planning for the Historic Environment*. Although developers may wish to achieve greater building heights, this has to be balanced against a consideration of context. Restrictions on the height of new buildings would not necessarily stifle innovation or prevent development.
52. Limiting the heights of new buildings would not be inconsistent with the aim of PPS4 to promote the vitality and viability of town centres. The evidence does not suggest that the height restrictions would prevent the delivery of the quantum of housing or other development proposed in the plan. The Council has taken into account building heights in formulating its allocations.
53. Whilst in Ashford, the Planning Inspector in reporting on that Area Action Plan did not support a policy controlling heights, his conclusions were in relation to the particular circumstances that pertained in Ashford. In Epsom the building heights proposed reflect the relationship of the specified zones to conservation areas, listed buildings, housing and open space.
54. Although planning permission has recently been granted for a taller building on the Station site this was partly because there was an extant permission for a taller building.
55. The opportunity sites (c), (d), (f), (h) and (i) all contain under key requirements for redevelopment reference to building heights. This is unnecessary since policy E7 is clear in its approach and those parts of the key requirements should be deleted. This is important in respect of site (f) as it lies in both zones. The relevant bullet points in key requirements for development should be removed. **(PC8, PC9, PC10, PC11, PC12)**.

56. In order to make the plan sound, the boundaries of the areas covered by 12m or 16m zones should follow logical property boundaries on the ground. The proposals map and map 9 have been amended accordingly (**PC13, PC 14**).
57. The reason why there were initially indicative boundaries was that the Council wished to see some flexibility in the policy. The accompanying text can be changed by altering the text at the end of Paragraph 4.41 to read "In relation to building height, proposals which fall across or are immediately adjacent to the maximum height boundaries will be considered on a case by case basis. Discussions with the Council at an early stage are encouraged to ensure appropriate heights are achieved". I endorse this change (**PC15**).

Town Centre Energy Generation

58. The evidence is insufficient to accept that the requirements for on site decentralised combined heat and power generation under E14 (14), E15 (12) and E16 (14) would be achievable. Indeed the Council has granted planning permission for a scheme at Epsom Station which would not have complied with E16(14). Since there would also be direction in policy E8, which has some degree of flexibility, the deletion of these parts or the policies will not affect the overall thrust of the plan and I endorse these changes (**PC16, PC17, PC18**).

Public realm

59. At the Hearing there was discussion about how developers would know what public realm improvements would be required as part of development proposals. The Council has suggested changes to policy E9 to add after paragraph 2 "Developers are encouraged to discuss with the Council at the earliest opportunity which public realm enhancements may be the most appropriate, as improvements may be made as part of a scheme, through financial contributions or a combination of both".
60. It has also been suggested adding to the final sentence "in accordance with the Developer Contributions Supplementary Planning Document, or whichever future mechanism is adopted". I endorse these changes to the policy which would improve certainty (**PC19**).

Provision for cyclists

61. In respect of policy E10, the Council has responded to discussion at the Hearing about certainty for developers and deliverability of cycle facilities by suggesting amendments.
62. "Where appropriate" would be deleted from the last sentence and the following wording added: ", and are encouraged to discuss with the Council at the earliest opportunity which improvements may be most

appropriate. Improvements may be achieved physically as part of a scheme, through financial contributions or a combination of both. The Infrastructure Delivery Plan identifies a number of improvements. Financial contributions should be made in accordance with the Developer Contributions Supplementary Planning Document, or whichever future mechanism is adopted". I recommend these changes in the interests of certainty and deliverability of the policy (PC20).

Traffic management

63. The County Council is preparing LTP3 which will influence traffic planning during the plan period. The overall aim of Plan E is to reduce traffic congestion. There is a two pronged approach of reducing traffic in the High Street by changing traffic patterns and reducing the congestion caused by illegal parking and servicing.
64. The Council will continue to pursue alterations to the highway network to reduce congestion. Initial evidence supports the premise that returning South Street to two way traffic will improve traffic flows. It is also likely to reduce traffic in High Street. I therefore consider that development which would prejudice that aim should not be allowed and I consider policy E13 to be sound.
65. The Council has accepted that it would not be possible for all new developments to have rear servicing. The Council has agreed to change policy E11 to delete the final sentence of that policy and to insert "New developments will provide servicing arrangements that ensure that delivery vehicles visiting the site do not cause obstruction to the Town centre highway network." I recommend this change (PC21).

Car parking

66. Plan E was prepared in the absence of a parking strategy for the town centre. There is both public and private off-street car parking within the town centre. The Council has sought to maintain the status quo as far as the quantum of public car parking provision is concerned in policies E14 and E16. In the absence of a parking strategy which considers matters relating to the availability of car parking spaces generally in Epsom this is unjustified and potentially in conflict with national policy in PPG13: Transport.
67. Whilst some representations express concern about the adequacy of public car parking provision, car parking occupancy surveys for the public car parks excluding the Ashley Centre do not support the view that the provision is under general stress. Occupancy levels in the available surveys show that in average circumstances usage is well within capacity. Indeed Hook Road and Upper High Street car parks are under used.

68. The occupancy of public car parks may change. It may be influenced by amongst other matters, charging rates, the availability and price of public transport and petrol, the attractiveness of the town centre, additional town centre development, the introduction of residents parking schemes, and any increased restrictions in respect of on-street parking and private car parks.
69. LTP3 may in due course influence car parking. The complexity of these matters leads me to conclude that the Council is right to prepare a comprehensive parking strategy for the town centre and to use this to guide decisions in relation to parking provision. It is nevertheless important to soundness to express the objectives of that strategy.
70. This can be achieved by replacing paragraph 4.74 with the following wording "The approach to address this will be to prepare and implement a parking strategy, which will seek to meet the following objectives:
- Provide sufficient parking provision to meet the needs of the Town Centre's uses and their users
 - Encourage sustainable travel patterns that help to reduce traffic congestion and volumes, and contribute to carbon reduction
 - Contribute to the Town Centre's continued long term economic viability
 - Optimise the use of existing public parking provision
 - Reduce the levels of commuter parking that are currently displaced to the residential areas surrounding the Town Centre, and
 - Provide a clear link between the parking strategy and development related parking standards."
71. Subject to this change, this part of the plan is sound (**PC22**). In order that the outcome of that strategy is not prejudged, the Council proposes that E14 (7) and E16 (6) be deleted so that the outcome of the parking strategy is not prejudged (**PC23, PC24**). I endorse these changes.
72. In respect of parking standards, some of the opportunity sites refer to maximum standards. Although national policy in PPG13: *Transport* has changed recently deleting the requirement for maximum standards, these comply with local policy. The Council does not wish to alter the requirements for these sites. Precise standards will be formulated by the County Council and it will be for the Borough Council to determine whether these should be adopted for use within the town centre.

Issue 3 – Allocations

Strategic Opportunity sites

Policy E14 - Depot Road and Upper High Street

73. I have already made some comments about the development of this site earlier in my report. Although not all landowners accept the totality of the proposals put forward, I consider the allocation well reasoned. The Council is a major land owner, there is developer interest and the Council proposes to prepare a development brief. I consider it to be deliverable.
74. Given what I have already said about retail policy I do not accept that there is a need to remove the reference to the quantum of retail floorspace. PPS4 encourages local planning authorities to set appropriate floorspace thresholds for the scale of edge of centre and out of centre development which should be subject to an impact assessment under PPS4 policy EC16.1. Subject to the changes that I have already recommended, I consider that the policy is sound.

Policy E15 - Utilities site, East Street

75. I have already made some comments about the development of this site in earlier parts of my report.
76. The site boundaries of the Utilities site have been clarified by the Council as excluding No 27 East Street which is a grade II listed building within the Adelphi Road conservation area. The inclusion of this building appears to have been a drafting error since no mention of the status or importance of the building or of the conservation area was made in the document and it was not included in the allocation in the Issues and Options report.
77. Since the inclusion of the building does not appear to have reflected the Council's intentions, as there is no evidence that the Council intended to secure the redevelopment of this heritage asset, and since there is no evidence as to compliance with PPS5 advice, this change is essential to the soundness of the plan (**PC25, PC26**).
78. The overall mix of uses proposed is suitable for a town centre site. The requirements of the policy accord with other parts of the plan and the evidence base. Whilst some parts of the site may be more deliverable than others, the allocation will help to ensure a comprehensive approach to redevelopment.

Policy E16 - Epsom Station Site

79. I have already made some comments about the development of this site earlier in my report. This site already has planning permission for a mixed use redevelopment which broadly accords with this

policy, which indicates its deliverability. Subject to the changes already identified, the policy is sound.

Other Opportunity Sites

80. The second sentence of policy E17 needs to be amended to read, "**This is** provided that..." in order for the policy to make sense (**PC27**).
81. That policy E17 h) includes provision for rear service access through Capital Square does not make the policy unsound. I have not been advised that this could not be achieved. I see no reason why site E17g) should include the car park adjacent especially since the Council has yet to formulate its car parking strategy. That does not preclude additional land coming forward outside of the allocation in development proposals. Subject to the changes already identified, I consider this part of the plan to be deliverable and sound.

Site related matters

82. Subsequent to the hearings the Council has reviewed all of the plans associated with the submission document to ensure that the maps accurately reflect the Council's intentions. The Council has also proposed additional maps at a larger scale which clarify site boundaries. I endorse these clarifications (**PC28, PC29, PC30, PC31, PC32, PC33, PC34, PC35, PC36, PC37, PC38, PC39, PC40, PC41, PC42**).

Legal Requirements

83. My examination of the compliance of the AAP with the legal requirements is summarised in the table below. I conclude that the AAP meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	<p>The AAP is identified within the approved LDS July 2008 which sets out an expected adoption date of between December 2010 and March 2011. Although there was slippage in the submission date of the document for Examination and in the date of the Pre-Examination Meeting, this should not affect the Council's ability to adopt the plan by March 2011. The Council adopted a new LDS in June 2010 which shows the revised dates.</p> <p>The Council has agreed to revise the title of the AAP to <i>Plan E: Epsom Town Centre Area Action Plan</i> to accord with the LDS. I consider that this change, although important, is a technicality, since the nature of Plan E has always been clear. Although it was included in the Council's unadvertised Appendix B list, it is essential to ensure that this takes place and therefore I have recommended it in Appendix A (PC43).</p>
Statement of Community Involvement (SCI) and relevant regulations	<p>The SCI was adopted in 2006 and consultation has been compliant with the requirements therein. The Council has published the submission document and changes on its web site and made them available at their main offices. Significant proposed changes have been publicised and I have taken into account resulting representations.</p>
Publication of AAP	<p>Publication, advertisement and representation procedure has been carried out in accordance with regulation 27.</p>
Sustainability Appraisal (SA)	<p>SA has been carried out in accordance with Government Guidance and is adequate.</p>
Appropriate Assessment (AA)	<p>An email from Natural England dated 5 February 2010 sets out why an AA under the Habitats Regulations is not necessary.</p>
National Policy	<p>The AAP complies with national policy except where indicated and changes are recommended.</p> <p>A Strategic Flood Risk Assessment has been carried out for the Borough, including the Town Centre. Although there is no watercourse in the town centre, there is a critical drainage area where there is a possibility of non-fluvial sources of</p>

	flooding. Only a very small part of the town centre is in flood zone 3a with a high probability of flooding. Where critical drainage areas are relevant to development proposals they have been satisfactorily addressed in the plan.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the Community Strategy for Epsom and Ewell, April 2003. That there has been disagreement about the content of the AAP in representations does not mean that the process has not been transparent.
Conformity with RSS	The South East England Partnership Board has confirmed general conformity with the RSS. This would not be altered by the proposed removal of references to the RSS.
Superseded LP policies	The Council has prepared a list of superseded and partially superseded policies which will need to be attached to the AAP to comply with Regulation 13 (5). I have included this therefore in Appendix A, to ensure that it takes place to satisfy the legal test. Although this was not in either of the Council's list of changes, this is a technicality since the list of superseded policies has been available since submission (PC44).
Conformity with Core Strategy	CS policy CS14 is the main policy affecting the Town Centre, and no inconsistency has been identified with that or any other policy in the CS. Although the Core Strategy covers a time period up until only 2022, this in itself does not lead to any unsoundness or non compliance with that plan.
Proposals Map	The AAP must include a submission proposals map showing the changes to the adopted proposals map if the DPD is to accord with Regulation 4. This matter is discussed elsewhere in my report and the Council is content to make changes in this regard.
2004 Act and Regulations (as amended)	Housing phasing details should be attached to the plan with a hyperlink to the Council's web site which would have the most up to date housing trajectory. I have included this change in Appendix A to ensure that this takes place (PC45). Although not an advertised change, the table and trajectory have been available to the Examination and I endorse the way that the Council intends to deal with the matter. I conclude that the AAP complies with the Act and the Regulations.

Overall Conclusion and Recommendation

84. **I conclude that with the changes proposed by the Council, set out in Appendix A, that Plan E: Epsom Town Centre Area**

Action Plan DPD satisfies the requirements of s20(5) of the 2004 Act and meets the criteria for soundness in PPS12. Therefore I recommend that the plan be changed accordingly. For the avoidance of doubt, I also endorse the Council's proposed minor changes, set out in Appendix B.

85. **I have attached copies of plans referred to in changes in Appendix C. The list of superseded Local Plan policies is attached in Appendix D and Plan E housing phasing table is attached as Appendix E. These are all attached for the avoidance of doubt.**

Julia Gregory

Inspector

This report is accompanied by:

Appendix A - Council Changes that go to soundness

Appendix B -Minor Council changes

Appendix C - Copies of map changes

Appendix D – Superseded Local Plan policies

Appendix E – Housing Phasing table

Appendix A- Council Changes Essential to Soundness

Reference	Policy/ Paragraph/ Page	Existing Text	Proposed Change
PC1	Proposals Map		Proposals Map to identify the Plan E boundary in addition to the Town Centre Boundary (as shown on version iii)
PC2	Policy E2, page 31	'New development will deliver between 635 and 775 new residential units within the Town Centre during the period between 2010 and 2026'	'New development will deliver <u>at least 635 new residential units</u> during the period between 2010 and 2026'
PC3	Various: Contents page, Title of Policy E4, two references within policy E4, two references within para 4.23, paras 4.26, 4.29, 5.65, 5.67, two references within Appendix 3 and Map 8	'Town Centre Retail Area'	'Primary Shopping Area'
PC4	Policy E3, page 32	Final sentence 'It should be noted that projections beyond 2018 should be treated with caution.'	Replace final sentence with text below: 'Retail growth should be directed to the Primary Shopping Area in the first instance. All retail proposals must be subject to the sequential test, and those proposals above capacity in edge and out-of-centre locations must be tested robustly against the impact test (PPS4, 2009). The floorspace threshold must take account of the cumulative effect of

			recent permissions, developments under construction and completed developments.'
PC5	Policy E4, Page 33	'Primary Retail Frontages Within these frontages, as defined on the Proposals Map, the percentage of A1 uses will not fall below 66%.'	'Primary Retail frontages Within these frontages, as defined on the Proposals Map, the percentage of A1 <u>units</u> will not fall below 66%'
PC6	Policy E4, Page 33		Addition of footnote after the wording 'significant break' Footnote text: Generally no more than two adjoining units, but will be assessed on a case by case basis.
PC7	Policy E5, Page 35	First sentence 'New development will deliver between 6,000 – 7,000sq m of new employment floorspace within the Town Centre during the period until 2026.'	'New development will deliver <u>around</u> 6,000sq m of new employment floorspace within the Town Centre during the period until 2026.'
PC8	Policy E17 (C) page	Building heights will not exceed 12 metres	Delete this bullet point
PC9	Policy E17 (D) page 64	Building heights will not exceed 12 metres	Delete this bullet point
PC10	Policy E17 (F) page 66	Building heights will not exceed 12 metres	Delete this bullet point
PC11	Policy E17 (H) page 67	Building heights will	Delete this bullet point

		not exceed 12 metres	
PC12	Policy E17 (I) page 68	Building heights will not exceed 12 metres	Delete this bullet point
PC13	Proposals Map		Amend the extent of Policy E7 town centre building height boundary to reflect site boundaries/ ownerships. (as shown on version iii)
PC14	Map 9: Town Centre Building Height		Amend: More precise boundaries drawn to the 16m zones. This is in line with the amendments made to Policy E7 (as shown on version ii)
PC15	Para 4.41, page 37	'It should be noted that the existence of a higher building in a particular location does not justify its replacement with a building of equivalent height, or for new high buildings in the same area. Areas where maximum heights buildings will be considered are set out on Map 9'.	'It should be noted that the existence of a higher building in a particular location does not justify its replacement with a building of equivalent height, or for new high buildings in the same area. Areas where maximum heights buildings will be considered are set out on Map 9. <u><i>In relation to building height, proposals which fall across and/or are immediately adjacent to the maximum height boundaries will be considered on a case by case basis. Discussions with the Council at an early stage are encouraged to ensure appropriate heights are achieved.</i></u>
PC16	Policy E14 page 50	Requirement 14: 'An on-site decentralised heat and power generation source that has the	Delete this requirement from the policy

		capacity to serve the wider area and contribute to the National Grid.'	
PC17	Policy E15 page 54	Requirement 12: 'An on-site decentralised heat and power generation source that has the capacity to serve the wider area and contribute to the National Grid.'	Delete this requirement from the policy
PC18	Policy E16 page 57	Requirement 15: 'An on-site decentralised combined heat and power generation source that will serve the mix of on-site uses and have the capacity to serve the wider area and contribute to the national grid.'	Delete this requirement from the policy
PC19	Policy E9, page 39	'The Council will work with partners to ensure a high quality, well designed and well connected	'The Council will work with partners to ensure a high quality, well designed and well connected public realm, to improve the character, appearance and overall attractiveness of the Town Centre. Proposals for new development

		<p>public realm, to improve the character, appearance and overall attractiveness of the Town Centre.</p> <p>Proposals for new development will, where appropriate deliver: The rationalisation of existing street furniture and paving Biodiversity enhancement, particularly through planting and the creation of green corridors Public art at prominent locations throughout the Town Centre and through the design of new buildings Improvements to the visual attractiveness and use of public open space Improvements to the visual appearance of buildings in the Town Centre, particularly</p>	<p>will, where appropriate deliver: The rationalisation of existing street furniture and paving Biodiversity enhancement, particularly through planting and the creation of green corridors Public art at prominent locations throughout the Town Centre and through the design of new buildings Improvements to the visual attractiveness and use of public open space Improvements to the visual appearance of buildings in the Town Centre, particularly those within the Conservation Area in line with the Conservation Area Appraisal and Management Plan</p> <p>Developers are encouraged to discuss with the Council at the earliest opportunity which public realm enhancements may be the most appropriate, as improvements may be made as part of a scheme, through financial contributions or a combination of both.</p> <p>The Council has produced a schedule of public realm improvements for the Town Centre as part of Plan E's Infrastructure Delivery Plan. New development proposals within the Town Centre boundary will make a financial contribution to these public realm improvements <u><i>in accordance with the Developer Contributions Supplementary Planning Document, or whichever future mechanism is adopted.</i></u></p>
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		<p>those within the Conservation Area in line with the Conservation Area Appraisal and Management Plan</p> <p>The Council has produced a schedule of public realm improvements for the Town Centre as part of Plan E's Infrastructure Delivery Plan. New development proposals within the Town Centre boundary will make a financial contribution to these public realm improvements.</p>	
PC20	Policy E10, page 43	<p>The Council will work with partners to improve:</p> <p>Cycle access both into and throughout the Town Centre, and The availability of cycle parking facilities across the Town Centre</p> <p>Accessibility to public</p>	<p>The Council will work with partners to improve:</p> <p>Cycle access both into and throughout the Town Centre, and The availability of cycle parking facilities across the Town Centre</p> <p>Accessibility to public transport, particularly through improvements to Epsom Station and its links with surrounding areas</p> <p>Developers will contribute towards the delivery of the above policy, <u>and are encouraged to discuss with the Council at the earliest opportunity which improvements may be the most appropriate.</u></p>

		<p>transport, particularly through improvements to Epsom Station and its links with surrounding areas</p> <p>Developers will contribute towards the delivery of the above policy, where appropriate.</p>	<p><u>Improvements may be achieved physically as part of a scheme, through financial contributions or a combination of both.</u></p> <p><u>The Infrastructure Delivery Plan identifies a number of improvements. Financial contributions should be made in accordance with the Developer Contributions Supplementary Planning Document, or whichever future mechanism is adopted."</u></p>
PC21	Policy E11, page 44	Final sentence 'New developments will provide new rear servicing access arrangements to ensure that delivery vehicles visiting the site do not cause obstruction to the Town Centre highway network.'	'New developments will provide <u>servicing arrangements that</u> ensure that delivery vehicles do not cause obstruction to the Town Centre highway network.'
PC22	Para 4.74, page 45	The approach to address this will be: Prepare and implement a parking strategy for the Town Centre	Delete text and replace with: 'The approach to address this will be to prepare and implement a parking strategy, which will seek to meet the following objectives: Provide sufficient parking provision to meet the needs of the Town Centre's uses and their users Encourage sustainable travel patterns that help to reduce traffic congestion and volumes, and contribute to carbon reduction Contribute to the Town Centre's continued long term economic viability

			Optimise the use of existing public parking provision Reduce the levels of commuter parking that are currently displaced to the residential areas surrounding the Town Centre, and Provide a clear link between the parking strategy and development related parking standards.'
PC23	Policy E14 page 50	Requirement 7: 'At least 425 spaces of public long stay car parking provision that will serve the wider Town Centre and adhere to a unified Town Centre wide parking management strategy and charging regime.	Delete this requirement from the policy
PC24	Policy E16 page 57	Requirement 6: 'The retention of 27 off- street parking spaces for use by station customers, that will adhere to a unified Town Centre wide parking management strategy and charging regime	Delete this requirement from the policy
PC25	Proposals Map		Amend the extent of Policy E15 strategic opportunity site boundary to exclude the curtilage of the former Plough and Harrow Public House. (as shown on version iii)

PC26	Map 13: The Utilities Site, East Street		Remove 27 East Street from Utilities Site boundary (as shown on version ii)
PC27	Policy E17 page 60	'Provided that future development proposals demonstrate'	<u>This is</u> provided that future development proposals demonstrate...'
PC28	Proposals Map		Minor amendments to opportunity site boundaries to ensure clarity and consistency with other maps (as shown on version iii)
PC29	Map 8: Town centre Boundaries		Amend: Legend to read 'Primary Shopping Area' Instead of 'Town Centre Retail Area'. Amend: Line colours to reflect Proposals Map Insert Plan Area Boundary (Previously advertised) (as shown on version ii)
PC30	Map 12: Depot Road and Upper High Street		Minor amendments to boundaries to ensure clarity (as shown on version ii)
PC31	Map 14: Epsom Station		Minor amendments to boundaries to ensure clarity (as shown on version ii)
PC32	Map 15: Town Centre Opportunity Sites		Minor amendments to boundaries to ensure clarity (as shown on version ii)
PC33	Map 16 a) Market Place, High Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC34	Map 17 b) Former Woolworth's Store, High Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC35	Map 18 c) Pickard House, Upper High Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC36	Map 19 d) Former Magistrate's		Insert new map to show boundary of opportunity site (as shown on version i)

	Court site, The Parade/ Ashley Road		
PC37	Map 20 e) Global House, Ashley Avenue		Insert new map to show boundary of opportunity site (as shown on version i)
PC38	Map 21 f) TK Maxx Store, High Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC39	Map 22 g) Emergency Services Uses, Church Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC40	Map 23 h) Comrades Club, The Parade		Insert new map to show boundary of opportunity site (as shown on version i)
PC41	Map 24 i) Land to rear of The Albion Public House, South Street		Insert new map to show boundary of opportunity site (as shown on version i)
PC42	Map 25 j) Town Hall Square and car park, rear of Town Hall		Insert new map to show boundary of opportunity site (as shown on version i)
PC43	Front cover	Plan E	Change wording to ' <i>Plan E: Epsom Town Centre Area Action Plan</i> '
PC44	New appendix		Attach list of superseded LP policies shown at appendix D to this report
PC45	New appendix		Addition of Appendix containing Opportunity Sites housing phasing table as shown in Appendix E to this report. The appendix will also contain a hyperlink to the housing trajectory on the Council's website.

Appendix B - Minor Council Changes

Ref	Policy / Paragraph / Page	Existing Text	Proposed Change
1	Para 1.9, page 6	'Epsom Town Centre is the main focus for economic activity within the Borough. It is classified as a secondary regional centre in the South East Plan.'	Delete reference to South East Plan: 'Epsom Town Centre is the main focus for economic activity within the Borough. It is classified as a secondary regional centre.'
2	Para 2.5, page 9	Under bullet point: Opportunities for low carbon energy generation 'Achieving a reduction in CO2 emissions is a national target, reflected in the South East Plan, the emerging Surrey Climate Change Strategy, and Surrey Local Area Agreement.'	'Achieving a reduction in CO2 emissions is a national target, reflected in the Surrey Climate Change Strategy, <i>the</i> Surrey Local Area Agreement <i>and the Council's Climate Change Action Plan.</i> '
3	Footnote 4, page 9	'The Borough wide housing target is set out in the South East Plan under Policy H1'	'The Borough wide housing target is set out in the <i>Core Strategy under Policy CS7.</i> '
4	Para 3.25, page 23	Second sentence 'The issues that influence the visions for these areas are expressed on Map 1.'	'The issues that influence the visions for these areas are expressed on <i>Maps 2 to 7.</i> '
5	Policy E1, Page 30	"The Town Centre boundary identifies the area to which the Plan E policies and Core Strategy Policy CS14 principally apply. In principle, Town Centre uses will be permitted within this	"The Town Centre boundary identifies the area to which the Plan E policies and Core Strategy Policy CS14 principally apply. <i>The Plan Area Boundary defines a wider area where some Plan E policies also apply.</i> In principle, Town Centre uses will be permitted within this area <i>the Town Centre boundary</i> , subject to other relevant policies..."

		area, subject to other relevant policies..."	
6	Para 4.10, page 30	First sentence 'For planning purposes, it is useful to define the extent of the Town Centre area'	'For planning purposes, it is <u>important</u> to define the extent of the Town Centre area'
7	Para 4.10, Page 30	'...Defining a boundary will direct town centre uses such as retail, leisure and business to appropriate parts of the town'.	'...Defining a boundary will direct town centre uses such as retail, leisure and business to appropriate parts of the town. <u>The identified Town Centre boundary encloses an area where these town centre uses are concentrated. The boundary excludes the predominantly residential areas that surround Epsom Town Centre. Commercial, healthcare and education uses that are located beyond the boundary and are separated from the Town Centre by residential areas are also excluded</u> '.
8	Para 4.11, Page 30	'The boundary identifies the extent of the Town Centres commercial activity and where possible has excluded areas which are primarily residential. The Council acknowledges that many of the areas outside of the boundary have important links with the Town Centre, for example, Roseberry Park and the University for the Creative Arts. Their exclusion by no means devalues their importance.'	'The boundary identifies the extent of the Town Centres commercial activity and where possible has excluded areas which are primarily residential. The Council acknowledges that many of the areas outside of the boundary have important links with the Town Centre, for example, <u>Epsom Hospital, Roseberry Park and the University for the Creative Arts.</u> Their exclusion by no means devalues their importance <u>to the continued vitality and viability of the Town Centre .'</u>
9	Para 4.13, Page 30	'The boundary of Epsom Town Centre can be seen on Map 8'.	'The boundary of Epsom Town Centre <u>and Plan Area boundaries</u> can be seen on Map 8'.

10	Policy E2, page 31	Third paragraph 'Gas Holders site, East Street: Approx 250 units'	' <u>Utilities site</u> , East Street: Approx 250 units'
11	Para 4.15, page 31	<p>The South East Plan sets a housing target for the period between 2007-2026. The Town Centre will provide an important source of housing land supply to assist in meeting the targets set out within the South East Plan. It is an appropriate location for higher density developments although delivering a mix of dwelling sizes will also be important to help meet the needs of the Borough.</p> <p>Town Centre housing sites could help to meet between 16% - 20% of the borough-wide housing target during the plan period. Evidence from the current Annual Monitoring Report (footnote 10) indicates that existing housing developments located within the Town Centre that are either committed (footnote 11) or under construction will contribute about 12% towards the projected five year supply.</p>	<p><u>The Borough wide housing target (footnote 10) is set out in the Core Strategy under policy CS7.</u>The Town Centre will provide an important source of housing land supply to assist in meeting the targets set out within the <i>Core Strategy</i>. It is an appropriate location for higher density developments although delivering a mix of dwelling sizes will also be important to help meet the needs of the Borough. Town Centre housing sites could help to meet <u>approximately 22%</u> of the borough-wide housing target <u>for the remaining</u> plan period.</p> <p>Footnote: 10 A dwelling that contributes towards the borough wide housing target is defined (in line with the 2001 Census) as a self- contained unit of accommodation. Self- containment is where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use.</p> <p>Ancillary dwellings such as 'granny annexes' are included provided they are self-contained, pay separate council tax from the main residence, do not share access with the main residence (e.g. a shared hallway) and there are no conditional restrictions on occupancy.</p> <p>Establishments providing managed residential accommodation are not counted in the housing supply. These cover university and college student accommodation, hospital staff accommodation, hostels/homes, hotels/holiday complexes, defence establishments (not married</p>

		Footnotes: 10 The LDF Annual Monitoring Report 2008/09 Table 6: Housing Trajectory 11 With an extant planning permission	quarters) and prisons. However, purpose-built (separate) homes (e.g. self-contained flats clustered into units with 4 to 6 bedrooms for students) are included. Each self-contained unit should be counted as a dwelling.
12	Para 4.16, page 31	Potential sources of housing within the Town Centre have been assessed as part of the evidence base; Strategic Housing Land Availability Assessment (SHLAA) (footnote 12) & Town Centre Health Check, and throughout the development stages of Plan E. This information has been used to identify a potential yield of new residential units from sites within the Town Centre. Footnote: 12 Epsom & Ewell SHLAA para 4.2 Town Ward	Potential sources of housing within the Town Centre have been assessed as part of the evidence base; Strategic Housing Land Availability Assessment (SHLAA) (footnote 11) & Town Centre Health Check, and throughout the development stages of Plan E. This information has been used to identify a potential yield of new residential units from sites within the Town Centre. <u><i>The Plan E Opportunity Sites housing phasing table is provided in appendix 4.</i></u> Footnote: 11 Epsom & Ewell SHLAA para 4.2 Town Ward
13	Para 4.19, page 32		Add text after final sentence: 'A glossary of retail terms can be found in Appendix 5'
14	New appendix		Addition of Appendix 5 Retail Glossary Definitions from Planning Policy Statement 4: Planning for Sustainable Economic Growth <i>Town Centre:</i> Defined area, including the primary shopping area and areas of predominantly leisure, business and other main town centre uses within or adjacent to the primary shopping area.

			<p>Primary Shopping Area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are contiguous and closely related to the primary shopping frontage).</p> <p>Primary Frontage: Primary frontages are likely to include a high proportion of retail uses.</p> <p>Secondary Frontage: Secondary frontages provide greater opportunities for a diversity of uses.</p> <p>Edge-of-Centre For retail purposes, a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary¹. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances. For example, local topography will affect pedestrians' perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which</p>
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¹ For office development, locations outside the town centre but within 500 metres of a public transport interchange, including railway and bus stations, within the urban area should be considered as edge-of-centre locations for purposes of the sequential approach

			<p>provides safe and convenient access to the centre.</p> <p>Out-of-Centre A location which is not in or on the edge of a centre but not necessarily outside the urban area.</p> <p>Out-of-Town An out-of-centre development outside the existing urban area.</p>
15	Para 4.21, page 32		<p>Add sentence after second sentence ending ' '...protect the main retail areas.' <u>'3,000sq m of retail floorspace has been allocated in two of the strategic opportunity sites; 2,000sq m in the Depot Road and Upper High Street site and 1,000sq m in the Epsom Station site.'</u></p>
16	Policy E4, Page 33		<p>Remove space between third and fourth paragraph in the policy (sentences 'A5 uses will not be permitted' and 'Other uses will be permitted...')</p>
17	Para 4.23, page 33		<p>Delete sentence 'It could stimulate opportunities to achieve higher levels of energy efficiency through redevelopment and provide the basis to integrate/share new energy capacity.'</p>
18	Para 4.33, page 35	Final sentence 'These are considered more fully in Chapter 5'	<p>Delete sentence and replace with: <u>'5,000sq m of commercial floorspace has been allocated in the Utilities Site, East Street and 1,500sq m within the Station Site, Epsom.'</u></p>
19	Para 4.34, page 36	Final sentence 'Opportunity sites where new hotel accommodation could be considered are considered under Chapter 5.'	<p>'Opportunity sites where new hotel accommodation could be <u>located</u> are considered under Chapter 5.'</p>
20	Policy E6, page 36	<p>'The overall level of leisure provision within the Town Centre will be maintained and in specific locations enhanced.</p> <p>Leisure and cultural</p>	<p>'The overall level of leisure provision within the Town Centre will be maintained and in specific locations enhanced. <u>Suitable locations for enhancement include South Street, Upper High Street and Derby / Oaks Square.</u></p> <p>Leisure and cultural facilities, and</p>

		<p>facilities, and other family friendly uses that contribute to the evening economy will be supported.</p> <p>Suitable locations for such uses include South Street and Derby / Oaks Square.'</p>	<p>other family friendly uses that contribute to the evening economy will be supported.'</p>
21	Policy E7, page 36	<p>First sentence: 'The areas where there are opportunities for higher buildings, up to a maximum height of 16 metres, are defined on the Proposals Map'.</p>	<p>'The areas where there are opportunities for higher buildings, up to a maximum height of 16 metres, are <i>indicated</i> on the Proposals Map'.</p>
22	Policy E7, page 37	<p>Third bullet point 'The Conservation Area (where appropriate)'</p>	<p>'The Conservation Area (where <i>applicable</i>)'</p>
23	Para 4.42, page 38	<p>'The Council is working towards producing a Climate Change Strategy, which will set out a comprehensive programme of measures to reduce carbon emissions.'</p>	<p>'The Council has adopted the Surrey Climate Change Strategy and a local Climate Change Action Plan, which will set out a comprehensive programme of measures to reduce carbon emissions.'</p>
24	Para 4.53, page 40		<p>Add following sentence to end of paragraph: <i>'Suitable locations for public art in the town centre are listed in the Infrastructure Delivery Plan.'</i></p>
25	Para 4.56, page 41		<p>Add following sentence to end of paragraph: <i>'Further improvements to the public realm are listed in the Infrastructure Delivery Plan.'</i></p>
26	Para 4.63, page 42		<p>Add following sentence to end of paragraph: <i>'Proposed improvements to the pedestrian environment are listed in the Infrastructure Delivery Plan.'</i></p>
27	Para 4.75,	<p>Third sentence:</p>	<p><i>'Furthermore</i> the Kiln Lane Link, an</p>

	page 45	'In addition, the Kiln Lane Link, an existing major scheme which is awaiting Government funding, could help to reduce traffic volumes in parts of the town centre.'	existing major scheme which is awaiting Government funding, could, <u>in addition to reducing traffic volume in Ewell Village, also help reduce vehicle movements on Hook Road and East Street on the north-east side of the town</u> .'
28	Paragraph 4.77, page 46	Third bullet point: 'Delivery of Kiln Lane Link'	'Delivery of the Kiln Lane Link <u>which could reduce traffic volumes and heavy goods vehicle trips on Hook Road</u> '
29	Paragraphs 5.18 to 5.19, page 54		Insert an additional paragraph in between paras 5.18 and 5.19: <u>'Currently part of the site is occupied by gas holders, which are 'notifiable installations'. Although it is envisaged that these will be removed or relocated to an alternative site as part of the redevelopment, it may be that development is phased and parts of the site will come forward prior to the notifiable installations being removed. This may have implications for the type of development that can take place in proximity to the gas holders. This issue will be explored with landowners, site occupiers and the Health and Safety Executive through the production of the development brief.'</u>
30	Para 5.34, page 58	The redevelopment of the station will deliver an appropriate level of on-site parking provision for rail passengers, residents, and employees. The level of parking provision will be directly linked to the site's travel plan and the Town Centre Parking Strategy. The parking	'The redevelopment of the station will deliver an appropriate level of on-site parking provision for rail passengers, residents, and employees. The level of parking provision will be directly linked to the site's travel plan and the Town Centre Parking Strategy. The parking management and charging regime <u>for the site will provide sufficient parking to meet the needs of the on-site uses and their users, encourage sustainable travel patterns and seek to reduce the levels of commuter parking displaced to neighbouring residential areas.</u> '

		management and charging regime will be inline with the approach applied across the whole of the Town Centre.	
31	Para 5.36, page 58	Final sentence: 'In particular, public realm, signage and lighting improvements will be made to existing routes linking Station Approach, the Market Place and along the pedestrian footway at the rear of the Ebbisham, which links the Station to Hook Road Car Park.'	'In particular, public realm, signage and lighting improvements will be made to existing routes linking Station Approach, the Market Place and along the pedestrian <u>and cycleway</u> at the rear of the Ebbisham, which links the Station to Hook Road Car Park.'
32	Policy E17, multiple pages		Following Policy E17, identify the bold text for each opportunity site as Policies 17a to 17j and highlight background in blue.
33	Para 5.53, page 63	Second sentence: 'This is an edge of town centre site, located to the immediate south of the area covered by the vision for the High Street (east).'	'This <u>town centre site is</u> located to the immediate south of the area covered by the vision for the High Street (east).'
34	Para 5.54, page 64	First sentence: 'This is an edge of town centre site that once redeveloped will form part of the predominantly residential area located between Ashley Road, the Parade, Heathcote Road and Worple Road.'	'Once redeveloped, <u>this site</u> will form part of the predominantly residential area located between Ashley Road, the Parade, Heathcote Road and Worple Road.'
35	Para 5.65, Page 67	Second sentence: "This is an edge of town centre site, located to the	"This is an edge of town centre site, <u>The site is</u> located to the immediate south of the area covered by the vision for the High Street (east)."

		immediate south of the area covered by the vision for the High Street (east)."	
36	Para 5.67, Page 67	Second sentence: "Lying outside of the Town Centre retail area the site has the potential ..."	"Lying outside of the Town Centre retail area <u>Primary Shopping Area</u> the site has the potential ..."
37	Proposals Map		Rename as 'Proposals Map: Inset map Epsom Town Centre' (As shown on version iii)
38	Proposals Map		Amend legend to read 'Primary Shopping Area' (As shown on version iii)
39	Proposals Map		Show Conservation Area data layer on proposals map. (As shown on version iii)
40	Map 1: Town Centre Vision Areas		Amend 'Upper High Street' to read 'Upper High Street/ Upper Town' Amend legend to read 'Vision Areas' and 'Other Vision Areas' (As shown on version ii)
41	Map 2: The Old Town and Market Place		Minor presentation amendments to aid and improve clarity (as shown on version ii)
42	Map 3: The High Street		Minor presentation amendments to aid and improve clarity (as shown on version ii)
43	Map 4: Upper High Street/ Upper Town		Minor presentation amendments to aid and improve clarity (as shown on version ii)
44	Map 5: Ashley Centre and Ashley Avenue		Minor presentation amendments to aid and improve clarity (as shown on version ii)
45	Map 6: East Street		Minor presentation amendments to aid and improve clarity (as shown on version ii)
46	Map 7: Epsom Railway Station and Station		Minor presentation amendments to aid and improve clarity (as shown on version ii)

	Approach		
47	Map 10: Public Realm		Minor presentation amendments to aid and improve clarity (as shown on version ii)
48	Map 11: Accessibility		Minor presentation amendments to aid and improve clarity (as shown on version ii)
49	Appendix 1, page 71	Definition of comparison goods	Change the definition of Comparison goods to: <u>'Goods that consumers buy at infrequent intervals and would normally compare prices before buying such as household appliances, furniture, clothing and footwear.'</u>
50	Appendix 1, page 72	Definition of Core Strategy	Delete final sentence: 'Also includes detailed development control polices.'
51	Appendix 4,		Rather than including the Infrastructure Delivery Plan (IDP) as an appendix, make it a separate document and provide hyperlink
52	Appendix 4, page 86	2010 to 2015, Physical Infrastructure, Transport Final column: 'LTP III'	'LTP3'
53	Appendix 4, page 91	Final column, Second sentence: 'It is possible the scheme will receive funding for the period 2011 to 2016.'	'It is possible the scheme may receive funding <u>in the post 2016 period</u> '.

Appendix C - Copies of map changes

Appendix D – Superseded Local Plan policies

1. **Policy HSG3 Housing Site Allocations:** This policy is part superseded by Plan E Policy E15, which allocates the redevelopment of the Surrey Institute of Art and Design, Linton's Lane (Policy HSG3(5)) for a mix of uses.
2. **Policy BE19 Design of New Buildings:** This policy is part superseded by Plan E Policy E7. Specifically, Policy E7 supersedes BE19 (II).
3. **Policy EMP3 Epsom Town Centre Business Areas:** This policy has been superseded in its entirety by Plan E Policy E5 and site specific Policies E14 – E17.
4. **Policy SH3 Changes of Use in Shopping Areas:** This policy has been part superseded by Plan E Policy E4, which seeks to guide changes of uses within Epsom's town centre retail area, and primary and secondary retail frontages. Policy SH3 still currently applies for the shopping areas outside of Epsom Town Centre.
5. **Policy MV11 Public Off-Street Parking Enhancements:** This policy has effectively been superseded by Plan E Policy E14, which seeks the enhancement of off-street provision at Upper High Street and Depot Road car parks. The car park at High Street/ Waterloo Road (as referenced in Policy MV11) has already been the subject of enhancement measures during the life of the local plan.
6. **Policy IMP1 Epsom Railway Station Site:** This policy has been superseded in its entirety by Plan Policy E16, which allocates the redevelopment of Epsom Station for a mix of uses.
7. **Policy IMP2 Rainbow Centre and Neighbouring Land, East Street:** This policy has been superseded in its entirety by Plan E Policy E15, which allocates the redevelopment/ regeneration of the site for a mix of uses.
8. **Policy IMP3 Surrey Institute of Art and Design and Youth Centre, Linton's Lane:** This policy has been superseded in its entirety by Plan E Policy E15, which allocates the redevelopment/ regeneration of the site for a mix of uses.

Appendix E – Housing phasing table