Authority Monitoring Report

1 April 2025 - 31 March 2026

Epsom & Ewell Borough Council

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1.0 Introduction

1.1 This Authority Monitoring Report (AMR) covers the period 1 April 2025 to 31 March 2026 for the borough of Epsom and Ewell.

1.2 For the purposes of this AMR, the approach taken is to meet our statutory responsibilities which are set out in the Town and Country Planning (Local Development) (England) Regulations 2012. The reasons for taking this approach are:

- due to the age of the existing Local Plan (pre NPPF) the weight associated with the adopted policies is dependent on level of general conformity with the NPPF
- the Council cannot demonstrate a 5-year supply of housing (see Appendix A) resulting in the NPPF's presumption in favour of sustainable development applying.
- the effectiveness of the adopted planning policies as a result of the above two points is restricted and therefore reporting on their effectiveness is immaterial.

1.3 One of the purposes for monitoring your adopted Local Plan policies is to flag when policies are being ineffective and when a review may be necessary. The Council has already acknowledged the need for a new up to date Local Plan and a new Local Plan is at an advanced stage (see Section 2). Until the new Local Plan is adopted, we will seek to meet our statutory responsibilities in preparing the AMR and will produce a detailed AMR once up to date policies are adopted.

1.4 This AMR therefore primarily focusses on assessing progress against the current Local Development Scheme (LDS) (the Local Plan timetable), and current planning policies that include annual numbers for new homes (including affordable homes) and contains headline data on changes in employment and retail floorspace. It also includes information about Neighbourhood Plans, the Community Infrastructure Levy, and the Duty to Cooperate.

1.5 This AMR is prepared in accordance with Regulation 34 of the Town and Country Planning (Local Development) (England) Regulations 2012.

2.0 Local Development Scheme

2.1 The timetable for local development documents is set out in the Council's Local Development Scheme (LDS). This outlines the details, documents and key milestones in production of the emerging Local Plan. Table 1 overleaf shows the timetable for preparing the Local Plan.

2.2 The Council's latest Local Development Scheme was published on the 13 December 2024 following the publication of the revised NPPF on the 12 December 2024. The Council met key timescales leading up to the Submission of the Local Plan, however, the Examination stage has taken longer than anticipated. The Council remains committed to delivery of the Local Plan and has been working proactively to progress the Local Plan Examination.

2.3 During the monitoring year the Council participated in the Examination Hearings.

- Stage 1: August 2025
- Stage 2: September and October 2025

Following the hearings, in agreement with the Inspector, two pieces of work were undertaken. These were submitted to the Inspector and subsequently published in January 2026. In February 2026, the Planning Inspector requested further work to assess the suitability of potential additional sites for the Local Plan to enable the examination to proceed. The Council undertook this additional work with a public consultation on the additional evidence work at the planning inspectors request and a further hearing date was organised. This work was published on our Examination Library and will be considered through the Inspectors Main Modifications.

2.4 Further information on the Local Plan can be found on our examination webpage: https://www.epsom-ewell.gov.uk/localplanexamination.

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

2022/23	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
		Feb	**Reg 18 - Public Consultation**
		Mar	
2023/24	Q1	Apr	Local Plan Pause
		May	
		Jun	
	Q2	Jul	
		Aug	
		Sep	
	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
		Feb	
		Mar	
2024/25	Q1	Apr	
		May	
		Jun	
	Q2	Jul	
		Aug	
		Sep	
	Q3	Oct	
		Nov	
		Dec	**Regulation 19 – Public Consultation**
	Q4	Jan	
		Feb	
		Mar	**Regulation 22 – Submission of Document**
2025/26	Q1	Apr	
		May	
		Jun	
	Q2	Jul	**Examination in Public**
		Aug	
		Sep	
	Q3	Oct	
		Nov	
		Dec	
	Q4	Jan	
		Feb	
		Mar	**Inspectors Report**
2026/27	Q1	Apr	**Adoption**
		May	
		Jun	
	Q2	Jul	

Supplementary Planning Documents (SPD)

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

- Revised Developer Contributions SPD 2014
- Parking Standards for Residential Development SPD 2015
- Revised Sustainable Design Supplementary Planning Document (SPD) 2016

3.0 Implementation of policy

3.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34) require that the AMR must identify any policies in a Local Plan that are not being implemented and explain the reasons why.

3.2 There are no policies in the current Local Plan that are not being implemented. All policies remain part of the Development Plan and are weighted accordingly, in view of conformity with the NPPF. This includes the presumption in favour of sustainable development as the council is unable to demonstrate a five year supply of housing in the reporting year (Appendix 1).

4.0 Monitoring Performance

New homes

4.1 Where Local Plan policies specify a number over a period of time in relation to net additional dwellings or net additional affordable dwellings, the AMR must report the number achieved over the monitoring period, and since the policy was adopted.

Number of new homes

4.2 Core Strategy (CS) Policy CS 7 required at least 2,715 homes to be provided between 2007 and 2022, based on an average of 181 dwellings per annum.

4.3 During this reporting year, 2025-2026, 37 new homes (net) were completed. It is important to note that over 35% of these dwellings (12 dwellings) were delivered from a major development site detailed in Table 2.

Table 2 – Housing Completions from large developments (2025-26)

Site	Net completions
140 Ruxley Lane	12

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

Table 3 – Completions by Ward (2025-26)

Ward	Net completions
Auriol	0
College	0
Court	1
Cuddington	0
Ewell Court	0
Ewell Village	4
Horton	0
Nonsuch	0
Ruxley	14
Stamford	0
Stoneleigh	3
Town	15
West Ewell	0
Woodcote & Langley Vale	0

4.5 Appendix B contains a map showing the location of the housing completions.

4.6 During the monitoring year 92% of housing completions were on Previously Developed Land (PDL). The units built on greenfield land included 3 houses on a vacant plot.

4.7 Table 4 overleaf shows the delivery of housing completions (net) delivered by bedroom numbers.

Table 4 – Completions by bedroom numbers and housing type

Bedrooms	Market Housing (net dwellings)	Affordable Housing (net dwellings)	All Housing (%)
1	10	0	27%
2	14	0	38%
3	10	0	27%
4	3	0	8%
5	0	0	0
Total	37	0	

4.8 Table 5 shows the number of housing completions each year for the Core Strategy period (2007-2022). It demonstrates that the Core Strategy target of a minimum of 2,715 homes has been met. However, this should be understood in the context of the NPPF requirements and national housing requirements for the borough which are significantly higher.

Table 5 - Housing Completions per year compared to Core Strategy (CS) Annual Target (2007/08 – 2021/22)

	CS Target	Total (net)	Overall Deficit/surplus
2021-22	181	117	+643
2020-21	181	169	+707
2019-20	181	193	+719
2018-19	181	165	+707
2017-18	181	160	+723
2016-17	181	294	+744
2015-16	181	169	+631
2014-15	181	195	+643
2013-14	181	234	+629
2012-13	181	517	+576
2011-12	181	289	+240
2010-11	181	251	+132
2009-10	181	103	+62
2008-9	181	221	+140
2007-8	181	281	+100
Total	**2715**	**3358**	**23.7%**

4.9 Table 6 shows the number of housing completions each year for the current (2025/26) and the three previous monitoring years against the housing need figure generated by the Standard Method for the monitoring year. This demonstrates that against the standard method we have a cumulative deficit of 797 dwellings for the fourth year.

Table 6 – Housing Completions per year compared to national standard method annual figure (2022/23 - 2025/26)

	SM Figure*	Total (net)	Annual Overall Deficit / Surplus
2025-26	834	37	-797
2024-25	867	112	-755
2023-24	573	139	-434
2022-23	576	317	-259
TOTAL	2850	605	-2245

4.10 The standard method was updated and published in the in the Planning Practice Guide (PPG) on 12 December 2024, alongside updates to the National Planning Policy Framework.

4.11 It should be noted that the remit of an AMR is to monitor Development Plan Policies. However, in the absence of an up-to-date Local Plan, the housing need for the borough is calculated using the national standard housing methodology. The National Planning Policy Framework (NPPF) contains several tests/measures that seek to increase housing delivery. This includes the Housing Delivery Test and its associated penalties. In the most recently published Housing Delivery Test (2023), the Council failed and as such the NPPF's presumption in favour of sustainable development applies.

Affordable homes

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

4.13 During this reporting year there have been no affordable housing completions delivered on site (shown in Table 7) in the monitoring year. There was one residential development delivering over 10 units which specified an off-site affordable housing contribution (pursuant to a viability report) through a legal agreement.

Table 7 – Affordable housing delivery by development site (2025-26)

Affordable housing site	Tenure
0	n/a

4.14 Table 8 below shows the open market and affordable housing completions each year since the monitoring year 2007/2008.

Table 8 – Market and Affordable housing completions per year (2007/08 – 2025/26)

Monitoring Year	Open Market Housing (net)	Affordable Units (net)	Total Dwellings (net)	Percentage affordable
2025-26	37	0	37	0
2024-25	110	2	112	2%
2023-24	117	22	139	16%
2022-23	250	67	317	21%
2021-22	110	7	117	6%
2020-21	164	5	169	3%
2019-20	165	28	193	15%
2018-19	117	48	165	29%
2017-18	138	22	160	14%
2016-17	237	57	294	19%
2015-16	97	72	169	43%
2014-15	137	58	195	30%
2013-14	157	77	234	31%
2012-13	310	207	517	40%
2011-12	216	73	289	25%
2010-11	206	45	251	18%
2009-10	57	46	103	45%
2008-9	180	41	221	19%
2007-8	203	78	281	28%
Total	**3008**	**955**	**3963**	**24%**

New Gypsy and Traveller accommodation

4.15 Policy CS10 seeks to make provision for Gypsy and Traveller accommodation in the borough in accordance with the Gypsy and Traveller Accommodation Assessment (GTAA). The most up to date assessment of need in the borough is detailed in the Gypsy and Traveller, Accommodation Assessment, 2022.

4.16 During the monitoring year, no new pitches have been provided for Gypsy and Traveller accommodation in the borough. We are not aware of any Gypsy and Traveller pitches being lost.

Five year housing land supply

4.17 The NPPF requires Epsom and Ewell to identify and update annually a supply of specific deliverable sites sufficient to provide a five year supply of housing against housing requirements. In the absence of an up-to-date Local Plan, for the purposes of this calculation it is the standard housing methodology output that our housing supply is assessed against.

4.18 The NPPG was updated and published on the 12 December 2024 to clarify how five year housing land supply should be calculated. The Council has calculated the five year supply position to reflect this guidance. The five year housing land supply is calculated as being between 1 April 2026 and 31 March 2031. The calculation is available in Appendix A which demonstrates that the council cannot demonstrate a five-year housing land supply in the borough.

4.19 There is also a requirement for five years' worth of supply for Gypsy and Traveller accommodation (albeit in reference to separate national planning policy; Planning Policy for Traveller Sites). There is no five-year supply for Gypsy and Traveller accommodation in the borough.

Commercial, Business and Service floorspace

4.20 Use Class E (Commercial, Business and Service) was introduced in September 2020 consolidating uses previously defined in the revoked Classes A1 (retail) A2/3, B1 (offices), D1(a-b) and 'indoor sport' from D2(e). Businesses which fell within these revoked use classes are now able to change to other uses within the new Class E without the need for planning permission which means that these changes fall outside the influence of local policy.

4.21 Table 9 details the permissions granted during this reporting year that if implemented would result in the loss of Class E floor space.

Table 9 – Permissions resulting in the Loss of Class E Floorspace (2025/26)

Planning Application Reference	Site	Description of development
25/01110/CLPF	1A Ewell By-pass, Ewell, Surrey KT17 2PZ	Lawful Development Certificate - Proposed Use: Change of use for two rooms from Class E (formerly A2 office use) reverting to C3 residential use
25/00605/FUL	Cafe Moka, 59-60 West Square, The Ashley Centre, High Street, Epsom, Surrey, KT18 5DB	Demolition of Unit 60 and erection of replacement single storey Class E unit to The Ashley Centre (including outdoor seating area and associated works).

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

Table 10 – Permissions resulting in the gain of Class E Floorspace (2025/26)

Planning Application Reference	Site	Description of development
25/00404/FUL	7 Station Approach, Stoneleigh, Surrey KT19 0QZ	Construction of a 4-storey mixed use development accommodating two ground floor commercial units (Class E) and 9 residential units (Class C3) with associated refuse storage, cycle parking and landscaping following part
25/01020/FUL	63 Dorking Road, Epsom, Surrey,	Change of use of existing premises from Drinking Establishment with Extended Food Offer to Convenience Store Class E(A), minor extension and infilling of covered area, revisions to car park layout and installation of plant

Employment floorspace

4.22 There were two applications resulting in changes within Class E use: application 25/00284/FUL, resulting in a change from a Medical Centre E(e) use to a Pharmacy E(a) and application 25/00310/FUL resulting in a change from retail sale of goods Class E(a) to a restaurant E(b).

4.23 There were two applications granted by Epsom and Ewell Borough Council which resulted in the loss in B8 floorspace. There was one application 25/00820/FUL resulting in the loss of B8 warehouse for residential development and one application 25/00404/FUL which resulted in the loss of B8 (Storage and Distribution) floorspace for Class E use. There were no planning applications resulting in changes to B2 (General Industrial) floorspace.

5.0 Neighbourhood Planning

5.1 The Localism Act 2011 introduced Neighbourhood Planning as a new way for communities to decide the future of their areas through community-led planning policy documents. The Neighbourhood Plans can include planning policies and allocations of land for different uses.

5.2 On 12 November 2020, the Councils Licensing and Planning Policy Committee approved the 'designation' of the Stoneleigh and Auriol Neighbourhood Forum for the purposes of preparing a Neighbourhood Development Plan for Stoneleigh and Auriol Neighbourhood Area.

5.3 During the Monitoring Year, the Stoneleigh and Auriol Neighbourhood Plan was:

- Subject to public consultation (Regulation 16 Stage) between 20 June 2025 and Friday 1 August 2025. The Council's Licencing and Planning Policy Committee approved a formal response to this consultation on the 3 July 2025.
- Submitted for Independent Examination on the 18 May 2025 with the Inspectors report being issued on the 23 October 2025.
- Subject to referendum relating to the adoption of the Neighbourhood Plan on the 12 February 2026 which resulted in a positive referendum result.
- Made by the Councils Licencing and Planning Policy Committee on the 10 March 2026.

6.0 Community Infrastructure Levy

6.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34(5)) require that the AMR should contain information on the annual reporting of receipts of monies received under the CIL regime. The Council adopted its CIL Charging Schedule in 2014.

6.2 The Infrastructure Funding Statement (IFS) is an annual report which provides a summary of all financial and non-financial developer contributions relating to the Community Infrastructure Levy (CIL) and Section 106 Legal Agreements (S106) within the Borough of Epsom & Ewell.

6.3 In the monitoring period 1 April 2025 to 31 March 2026, 22 Demand Notices were issued for CIL totalling: **£1,163,284.06.**

6.4 During the monitoring period, at the meeting of the Council's Strategy and Resources Committee on the 25 September 2025, the Council approved up to **£1,371,053** of Strategic CIL funding be released to deliver the projects detailed in Table 11 below:

Table 11 – Strategic CIL funding requests approved in (2025/26)

Project Name	Amount awarded
Ash Dieback Essential Safety Works and Treescape Restoration	Up to £200,000
ANPR Surrey Police	Up to £36,000
B284 Ruxley Lane, West Ewell, Epsom - Road Safety Scheme	Up to £75,000
Parks recreation and play for young people and families	£1,060,053.00
TOTAL	**Up to £1,371,053**

6.5 During the monitoring period, the Council approved up to **£236,800** of Neighbourhood CIL funding be released to fund the projects detailed in Table 12 support the following projects:

Table 12 – Neighbourhood CIL funding requests approved in (2025/26)

Project Name	Amount awarded
3rd Epsom Scouts Community Building	£50,000
Cattle Arch/Under-Rail Tunnel	Up to £32,000*
Wheels for Epsom	£10,000
Horton Country Park Path Restoration	£85,000
The Library of Things	£4,800*
Linden Bridge School – Road Safety Scheme	Up to £55,000
TOTAL	**Up to £236,800**

*Conditional awards of funding. Further information in September 2025 committee report.

7.0 Duty to Co-Operate

7.1 The Duty to Cooperate places a legal duty on local planning authorities and county councils in England, and prescribed public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross boundary matters.

7.2 It is a requirement of the AMR to report what actions have been taken when a local planning authority has co-operated with another local planning authority, county council, or a prescribed body. In addition, the NPPF requires strategic policy making authorities to prepare and maintain a statement of common ground, documenting the cross-boundary matters being addressed and progress in co-operating to address these.

7.3 The Duty to Cooperate Framework was published in January 2023 which received input from partners and neighbouring councils.

7.4 The **Statement of Compliance (November 2024)** provides an overview of these strategic matters/issues and documents the engagement which has taken place with the DtC partners in relation to these. The **Statement of Compliance Update (March 2025)** records the DtC activities undertaken since the publication of the November 2024 Statement of Compliance up until submission of the Proposed Submission Local Plan (12 March 2025) for the Examination in Public (EiP) stage.

7.5 During the reporting year as part of the Local Plan Examination, a public hearing was held on 28 August 2025 specifically on the topic of Duty to Cooperate and legal compliance. Following the hearing, the Inspector wrote to the Council confirming that "the Duty to Cooperate during the preparation of the Local Plan prior to submission has been met" meaning the examination could proceed to the second stage of hearings.

7.6 The Council continues its close working relationship with neighbouring Councils and other Duty to Cooperate bodies demonstrated by the agreement of Statements of Common Ground (SoCG) in relation to the Proposed Submission Local Plan. To the end of the current reporting year the SoCG which relate to the Proposed Submission Local Plan number 15 in total, including one addendum. Eight SoCG plus the one addendum have been signed in the current reporting year and are

detailed in Table 13 below. A full list of all the SoCG signed by the Council is available on the Council's Duty to Cooperate webpage.

Table 13 - Statements of Common Ground agreed during the monitoring period

Duty to Cooperate Body	Date Agreement Signed	Link to Statement of Common Ground
National Highways	7 May 2025	SCG08 National Highways
Historic England	14 May 2025	SCG09 Historic England
Environment Agency	16 May 2025	SCG10 Environment Agency
NHS Property Services Ltd	16 May 2025	SCG11 NHS Property Services Ltd
NHS Surrey Heartlands	23 May 2025	SCG12 NHS Surrey Heartlands
Church Commissioners for England (Horton Farm Site)	7 August 2025	SCG13 Church Commissioners for England
Church Commissioners for England (Horton Farm Site)	22 January 2026	SCG13a Church Commissioners for England Addendum
Gavil Group (Finachem House site)	8 January 2026	SCG14 Gavil Group
Jockey Club Racecourse	4 February 2026	SCG15 Jockey Club Racecourse

7.7 In addition to the above, the Borough Council continues to participate in Surrey-wide initiatives that contribute, at the strategic level, to the local plan making process. This work has included work with a variety of Surrey-wide bodies that include Surrey Leaders; Surrey Chief Executives; Surrey Heads of Planning and the Surrey Planning Work Group – the latter being fully focused upon local plan making.

8.0 Appendix A – Five-year housing land supply as of 1st April 2026

Steps	Formula	Workings
Requirement		
A		Draft Local Plan Period 2022-2040. Housing Need derived from Standard Method: 834 dwellings per annum, multiplied by 18 years is **15012** dwellings for the plan period.
B		Annual requirement is 834
C	B x 1.2	2023 HDT result means 20% uplift to requirement. This works out to be **1000.8** dwellings per annum
D	C x 5	Housing requirement for the next five years 1 April 2026- 31 March 2031 is **5004**

Housing Supply		
E*		Completions 1 April 2022 to 31 March 2026 is **605** (317+139+112+37)
F*		Deficit 1 April 2022 to 31 March 2026 is **2245** (755+259+434+797)
G		Residential units under construction 574
H		Outstanding residential units with permission but not started 775
I	H x 0.95	Outstanding residential units with permission but not started (with 5 % non-implementation applied) is **736.25**
J		Housing supply identified from 'Deliverable' sites in the LAA (LAA 2024 without permission) is 243-303
K	J x 0.85	Housing supply identified from 'Deliverable' sites in the LAA (with 15% non-implementation applied) is **206.55-257.55**
L	35 x 2	Windfall allowance (1-4 units) for 2029-2031 is **70**
M	G + I + K+ L	Total supply is **1586.8- 1637.8**
N	(M/D) x 5	Five Year Housing Land Supply is **1.59-1.64**
5 yr Housing land Supply		**1.59 - 1.64 years supply**

*The level of gain/deficit accumulated from the base date of the draft Local Plan period 2022-2040 based on the housing need derived from the standard method.

When the Council adopts a new local plan and housing requirement, the adopted housing requirement would be what the housing land supply position is calculated against.

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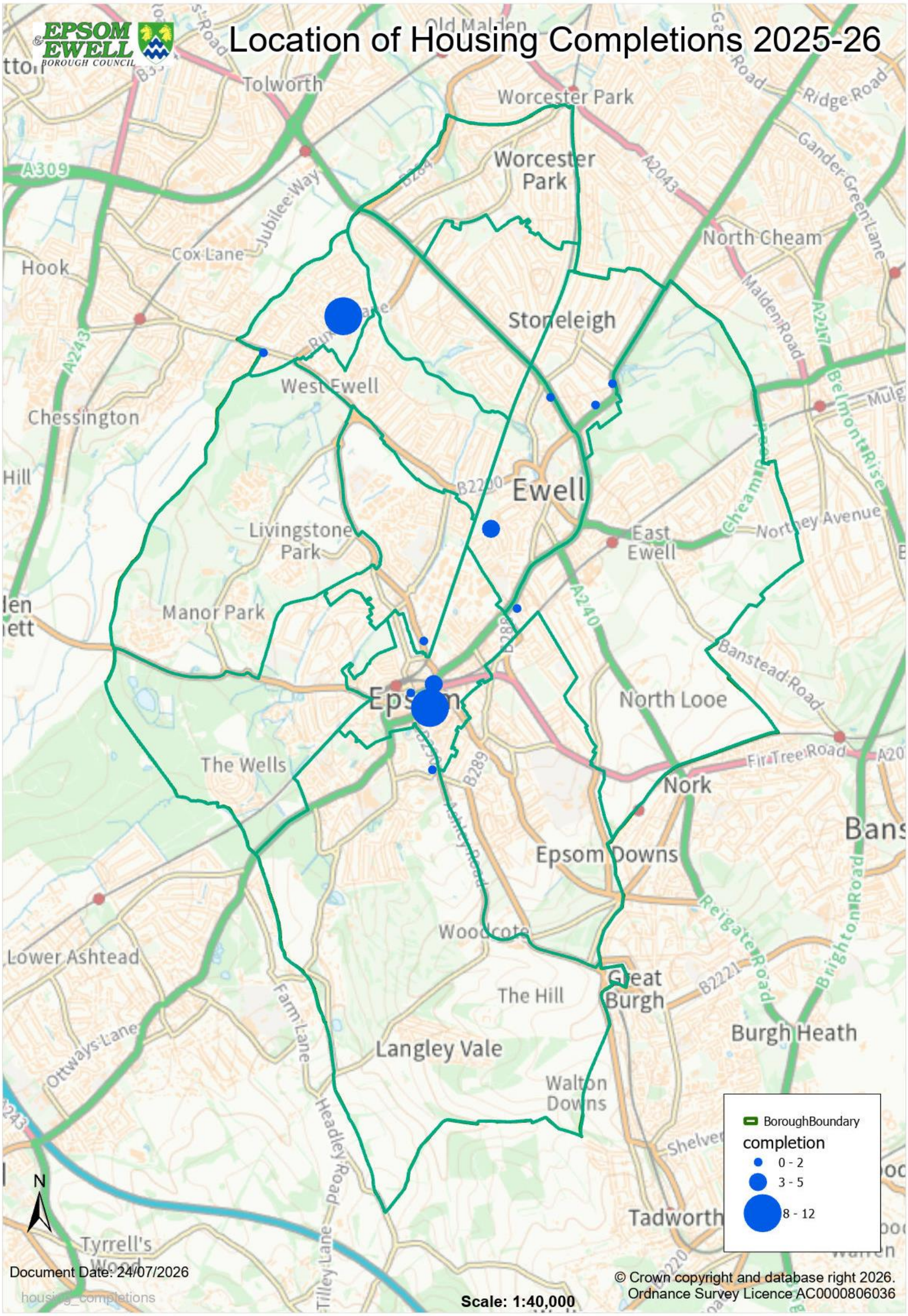
9.0 Appendix B – Location of housing completions 2025-26