

## **Statement of Common Ground**

This Statement of Common Ground (SoCG) is between Epsom & Ewell Borough Council (EEBC) and Church Commissioners for England (CCE) in relation to the Epsom & Ewell Local Plan 2040.

### **1) Constituent parties to this SOCG**

Epsom & Ewell Borough Council (EEBC)  
Church Commissioners for England (CCE)

### **2) Background**

This SOCG sets out the agreed position as at August 2025 in relation to the site allocation SA35: Horton Farm, within Epsom and Ewell Borough Council's (EEBC) Proposed Submission Local Plan.

The allocation site, Horton Farm (HF) is owned by the Church Commissioners for England (CCE). CCE have engaged in the Local Plan process through their planning agent, Lichfields, providing formal responses to the 2022 'call for sites exercise' to inform the Local Plan evidence base, the Regulation 18 consultation (February to March 2023) and the Regulation 19 consultation (December 2024 to February 2025).

The Proposed Submission Local Plan, SA35 allocates the site for:

"Approximately 1,250 dwellings (C3) including some specialist housing and self-build plots, 10 gypsy and traveller pitches, business incubation space, community building and a public park of approximately 7ha in addition to other green and blue infrastructure."

In addition, there are several further policy requirements. The full policy is available in Appendix 1.

With regards to the context of the site:

- The site is currently located within the Green Belt.
- The site is not covered by any landscape designations.
- The site sits between development (including former hospital cluster sites)
- There are no TPOs or ecological designations within the site.
- The St. Ebba's Conservation Area lies to the east of the Site, the Horton Conservation Area to the south and the Long Grove Conservation Area to the west. These conservation areas contain several listed buildings.
- The Horton Farm farmhouse (Grade II Listed) and outbuildings are located within the site.

- The site is identified on the 1:250000 Series Agricultural Land Classification Map London and the South East ALC007 as 'land predominantly in urban use'.
- The site is in flood Zone 1, the lowest level of risk for fluvial flooding.
- Some of the site is subject to surface water flooding (discussed in more detail in the flood risk section below).
- The Epsom and Ewell Local Plan Strategic Transport Model Assessment Report indicates that the highway capacity impacts of the development site are not considered to be severe in terms of the National Planning Policy Framework (NPPF). Detailed site-specific modelling will determine the highway mitigation required.

Allocation and development of the site offers the following key opportunities:

- The draft illustrative masterplan in the CCE Vision document (dated February 2025) would indicate that a sustainable housing-led development could be delivered on the site, including a public park of c. 7Ha in addition to up to 1,250 new homes to meet local housing needs.
- There is the potential opportunity for an existing bus route to be diverted into the site.
- Enhancements to permeability, providing walking and cycling routes through the site.
- There is the potential to protect and possibly enhance the setting of the listed Horton Farm farmhouse through the proposals.
- The vegetated boundaries of the site are strongly defined. The parcel has robust and durable boundaries on all sides.
- The retention of existing trees and hedgerows, as far is practical and feasible, alongside new and enhanced tree planting.
- Improvements to flood attenuation of the existing site.

### **3) Matters Agreed**

Both parties agree on the following:

#### **Site capacity:**

The site is suitable and available for development and has the capacity to deliver approximately 1,250 dwellings (C3) including specialist housing and self-build plots, 10 gypsy and traveller pitches, business incubation space, community building and a public park of approximately 7ha.

#### **Affordable housing:**

The site will deliver affordable housing, compliant with policy S6: Affordable Housing.

## **Gypsy and Traveller Provision:**

The site will accommodate an area of 0.6 ha, appropriate for the delivery of 10 gypsy and traveller pitches.

## **Infrastructure requirements:**

The site will deliver a range of infrastructure, including:

- Appropriate vehicle, pedestrian and cycle access to the site and enable the site to be served by public transport to include the provision of appropriate bus priority, and other passenger transport facilities.
- A community building, capable of accommodating early years education provision and other community uses – subject to the needs of the locality.
- Additional primary care capacity required to serve local needs. This could take the form of on-site provision or an equivalent financial contribution towards off-site provision of new or improvement to existing health facilities.
- A public park of approximately 7ha within the land to the north of the site incorporating walking, cycling routes, equestrian routes and measures for surface water management and biodiversity enhancement.
- Sustainable drainage measures to address and mitigate the risk of surface water flooding.

Given the scale of proposed development at the site, it is likely that infrastructure would need to be phased to ensure it is delivered at the optimal time to meet required need to ensure success and viable utilisation. An appropriate phasing plan will be prepared to accompany a planning application, and any required obligations will be agreed via the Section 106 agreement, at the planning application stage.

## **Flood risk and ecology:**

Some of the site is subject to surface water flooding, with the areas at highest risk being towards the northern part of the site. Development will not be located in areas of the site that are at risk of surface water flooding as defined by the Epsom and Ewell Strategic Flood Risk Assessment, and Environment Agency Flood Risk Maps. SuDs will be incorporated into the design of the development to mitigate the risk of surface water flooding. The development will be designed to be safe throughout its lifetime without increasing flood risk within the site or elsewhere.

Any development on the site will retain existing trees and hedgerows, as far as practical and feasible.

### **Phasing:**

Phasing of the housing to be delivered on the site over the Local Plan period is anticipated to be as set out in table 1 below. This is reflective of the Proposed Submission Local Plan, Housing Trajectory as set out in Appendix 2.

**Table 1: Housing trajectory for SA35: Horton Farm**

<b>Year</b>	<b>30/31</b>	<b>31/32</b>	<b>32/33</b>	<b>33/34</b>	<b>34/35</b>	<b>35/36</b>	<b>36/37</b>	<b>37/38</b>	<b>38/39</b>	<b>39/40</b>
<b>SA35: Horton Farm</b>	50	100	150	150	150	150	150	150	150	50

An appropriate phasing plan would be prepared to accompany the planning application, which would specify the delivery of infrastructure, and any required obligations would be agreed via the S106 agreement, at the planning application stage.

### **BNG:**

The site will deliver at least 10% biodiversity net gain.

## **4) Matters where agreement has not yet been reached**

### **Suggested modifications to the Proposed Submission Local Plan:**

CCE's Regulation 19 representation made several suggested changes to the Proposed Submission Plan. Appendix 2 sets out the suggested changes and EEBCs comments on them.

## 5) Signatories

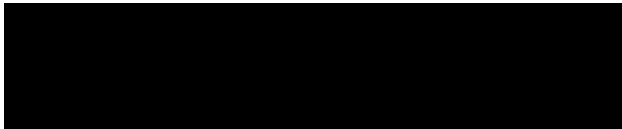
Epsom & Ewell Borough Council



Councillor Neil Dallen MBE  
Vice Chair of Licencing and Planning Policy Committee

Date:  
**07/08/2025**

Church Commissioners for England (CCE)



Name: Victoria Barrett-Mudhoo, Asset Manager, Strategic Land

Date:  
**07/08/2025**

## Appendix 1: Proposed Submission Local Plan - SA35: Horton Farm

### Policy SA35 – Land at Horton Farm

<b>Allocated for:</b>	Approximately 1,250 dwellings (C3) including some specialist housing and self-build plots, 10 gypsy and traveller pitches, business incubation space, community building and a public park of approximately 7ha in addition to other green and blue infrastructure.
<b>Site Area:</b>	37.9 ha
<b>Planning history:</b>	None



In addition to complying with the policies in the plan, any developer of this site will be required to:

- Provide appropriate vehicle, pedestrian and cycle access to the site and enable the site to be served by public transport.
- Provide permeability through the site for pedestrians and cyclists into and from the development to provide connectivity between adjoining residential areas and associated facilities and Horton County Park.
- Provide a community building, capable of accommodating early years education provision and other community uses responding to the needs of the locality.
- Provide additional primary care capacity required to serve local needs. This could take the form of on-site provision integrated into a community building which accommodates primary health care provision alongside community health and wellbeing services required to meet the area's needs, or an equivalent financial contribution towards off-site provision of new or improvement to existing health facilities. The form of required additional primary care provision will be determined in consultation with the NHS at the time the site comes forward.
- Provide a public park of approximately 7ha within the land to the North of the site incorporating walking, cycling routes, equestrian routes and measures for surface water management and biodiversity enhancement.



- f) Establish a legal mechanism for long term management of green and blue infrastructure and children's play space on the site, providing access for recreational purposes by the general public as well as residents of the development.
- g) Incorporate an area of approx. 0.6ha, with access to the highway and utilities connections, suitable for delivery of gypsy and traveller pitches (10 pitches).
- h) The pitches will be public (tenure) forming part of the affordable housing contribution (1 pitch equates to 1 affordable home). Pitches should be serviced pitches, providing hard standing, amenity space and connections for drainage, electricity and water.
- i) Incorporate sustainable drainage measures to address and mitigate the risk of surface water flooding, in accordance with Policy S16 and site-specific guidance in the Level 2 Strategic Flood Risk Assessment.
- j) Conserve and, where possible, enhance the setting of Grade II Listed Horton Farm House.
- k) Ensure the site layout retains and protects veteran trees and maximises retention and safeguarding of other existing mature trees and hedgerows as part of a coherent landscaping strategy for the site.
- l) Achieves a measurable biodiversity net gain of at least 20% as calculated using the latest statutory metric.

**Appendix 2:** CCE table of proposed amendments to the Proposed Submission Local Plan and EEBC's response

Submission Local Plan reference	Proposed amendment (CCE)	CCE Reason for change	EEBC response
Key Diagram	Modified to show the site allocation at SA35 Horton Farm to be proposed to be released from, and subsequently outside of, the Metropolitan Green Belt.	To ensure the policy is consistent with national policy – namely NPPF 2023 para 16)	Accept could be clearer on the Key Diagram however the policies map (document reference <a href="#">SD03a</a> ) makes clear that the site is proposed to be inset from the Green Belt.
Policies Map, Key and Site allocations	Modified to remove 'Policy DM15 - Green Belt (Existing)' from the site allocation at SA35 Horton Farm.	To ensure the policy is consistent with national policy – namely NPPF 2023 para 16)	It is a requirement to show changes to the existing policy boundaries on the policies map (document reference <a href="#">SD03a</a> ). The Town and Country Planning England Regulations (2012) makes this clear in 2.(1):  “submission policies map” means a map which accompanies a local plan submitted to the Secretary of State under section 20(1) of the Act and which shows how the adopted policies map would be amended by the accompanying local plan, if it were adopted.
SA35 – Horton Farm (part d)	d) Provide additional primary care capacity required to serve local needs. This could take the form of on-site provision integrated into a community building which accommodates primary health care provision alongside community health and wellbeing services required to meet the area's needs, or an equivalent financial contribution towards off-site	To ensure the policy is fully justified, and requirement based on evidenced local need.	Policy SA35 is considered to address this point, due to the inclusion of the wording “to meet the area's needs”.



	provision of new or improvement to existing health facilities. The <b><u>requirement for and</u></b> form of required additional primary care provision will be determined in consultation with the NHS at the time the site comes forward, <b><u>based on local evidence of need.</u></b>		
SA35 – Horton Farm (part g)	g) Incorporate an area of approx. 0.6ha, with access to the highway and utilities connections, suitable for delivery of gypsy and traveller pitches (10 pitches), <b><u>subject to local evidence of need at the time the site comes forward, for development.</u></b>	To ensure the policy is fully justified, and requirement based on evidenced local need.	The policy as worded is considered to be sound. As discussed in EEBC's response to the Inspector's initial questions (document reference <a href="#">COUD_001</a> , page 9) and the Gypsy and Traveller Accommodation Assessment (document reference <a href="#">HB04</a> ), the need for pitches has increased from 10 pitches to 18 over the plan period. It is therefore considered that the policy wording remains appropriate.
SA35 – Horton Farm (part i)	l) Achieves a measurable biodiversity net gain of at least <b><u>20% 10%</u></b> as calculated using the latest statutory metric.	To ensure the Plan is Justified, and aligned with National requirements.	EEBC consider the higher BNG requirement of 20% for greenfield allocations is justified and evidenced.  EEBC's response to the Inspector's initial questions (document reference <a href="#">COUD_001</a> , Biodiversity Net Gain requirements for specific greenfield site allocations, page 13) provides further details.
Policy S7 Specialist Housing (part 2)	<i>2) Larger-scale new residential developments (over 200 C3 dwellings) will be required to incorporate specialist accommodation, in line with the above criteria, unless there is reasonable evidence that it is not feasible <b><u>and/or</u></b></i>	To ensure the policy is fully justified, and requirement based on evidenced local need.	Policy S7 is considered to already address this issue, with the wording of part 1) a) of the policy being applicable to part 2). Part 1) a) states "there is robust evidence to support that it meets an identified need in the borough".

	<b><u>local evidence of need at the relevant time demonstrates there is not a requirement.</u></b>		
DM2 Self Build and Custom Housebuilding	Addition of a fall-back position, whereby the plots are offered for sale with outline planning permission for a period of (we suggest) 12 months. Should the demand not be forthcoming after this time, the plots could revert to standard market housing plots. This could be secured within the S106.	To ensure the Plan is 'unambiguous' and justified.	<p>Policy DM2 is considered to already address this issue, within the supporting text at paragraph 5.29 and appendix 5, table A5. Para 5.29 states "Where plots are marketed for self and custom build purposes and a period of 12 months has elapsed from the point at which 'serviced plots' are available without take-up, then any variation through application or deed of variations for alternative housing or other uses will need to be justified with details that demonstrate a thorough marketing strategy of the plots at an appropriate price has taken place."</p> <p>Appendix 5, table A5 specifies the period to be for 12 months.</p>
Policy S8 Gypsies Travellers and Travelling Show people (paragraph 5.46)	<i>To help meet the additional need for sites, the council has sought to increase provision over the plan period through the allocation of <b>a minimum of 10 pitches</b> as part of the Horton Farm Allocation (Site Allocation 35).</i>	To ensure the Plan is 'unambiguous' and consistent throughout and therefore consistent with National Policy.	Given the change in definition of gypsies and travellers, as discussed in EEBC's response to the Inspector's initial questions (document reference <a href="#">COUN 001</a> , Gypsy and Traveller Assessment page 9), the need for pitches has increased from 10 pitches to 18 over the plan period. It is therefore considered that the wording 'a minimum of' it remains appropriate.
Policy S12: Amenity Protection	<i>All development should secure the <b>acceptable</b> amenities of its future occupants, and protect those amenities enjoyed by nearby and adjacent</i>	To ensure the policy is consistent with national policy and not overly restrictive.	Policy S12 is not considered to be overly restrictive and is consistent with national policy.

(first paragraph)	<p><i>properties. The design of development, should have regard to:</i></p> <p><i>a) privacy, daylight, and sunlight; and</i></p> <p><i>b) noise, vibration, light, heat, smell and airborne emissions consisting of fumes, smoke, soot, ash, dust and grit; c) activity levels and traffic generation; and</i></p>		
Policy S15 Biodiversity Net Gain	<p>1) Planning applications, other than those that are exempt in accordance with the regulations, will be permitted provided that it can be demonstrated that at least 10% biodiversity net gain can be achieved <del>(unless a higher requirement has been specified in a site allocation policy)</del>.</p> <p>2) Biodiversity net gain should be delivered using the following hierarchy:</p> <p>a) On-site as part of the development;</p> <p>b) Where on-site delivery is not feasible then this should be provided on land adjacent to, or as close to the development site as possible;</p> <p>c) As a last resort, if it can be demonstrated that neither of these options are either available or economically feasible, net gain should be secured on land within the Borough boundary. BNG offsets should align with and deliver the LNRS and preferably within BOAs.</p> <p>3) Biodiversity net gain will be secured by planning condition, legal agreement or a conservation covenant, as appropriate.</p> <p>To supporting text 7.53, to ensure it is consistent with National Policy:</p> <p>7.53. This policy will require at least 10% BNG on qualifying development proposals <del>and 20% BNG from greenfield site allocations. This</del></p>	To ensure the Plan is Justified, and aligned with National requirements.	EEBC consider the higher BNG requirement of 20% for greenfield allocations is justified and evidenced. EEBC's response to the Inspector's initial questions (document reference <a href="#">COUD 001</a> , Biodiversity Net Gain requirements for specific greenfield site allocations, page 13) provides further details.

	<b>higher requirement is detailed in the site allocation policy</b>		
Policy S16 – Flood Risk and Sustainable Drainage (part b)	<p>b) Where necessary (as defined by Government Policy and Guidance), sequential and subsequent exception tests have been passed.</p> <p><b><u>The sequential test will not be required where a site-specific flood risk assessment demonstrates that no built development within the site boundary, including access or escape routes, land raising or other potentially vulnerable elements, would be located on an area that would be at risk of flooding from any source, now and in the future (having regard to potential changes in flood risk). Where planning applications come forward on allocated sites, applicants need not apply the sequential test again.</u></b></p>	<p>Whilst the Local Plan is to be examined under the 2023 NPPF, for the determination of planning applications the 2024 NPPF applies from the date of publication (2024 NPPF, para 231). This modification will assist the Council to ensure that the Plan and its policies remain effective over the plan period.</p>	<p>The Proposed Submission Local Plan has been prepared to be in conformity with and is being examined against the 2023 NPPF.</p> <p>The policy as drafted is considered to be sound.</p>
Policy S17 – Infrastructure Delivery	<p>1) <i>All new development must contribute towards the provision (and where appropriate, maintenance) of infrastructure and services. This includes provision to mitigate against any substantial cumulative effects on existing infrastructure services. The infrastructure necessary to support new development should either be provided onsite as an integral part of the development or be secured off-site through financial contributions via the infrastructure levy.</i></p> <p>2) <i>Infrastructure must be provided at the appropriate time, <b><u>for smaller developments, this may be</u></b> prior to the development becoming occupied or becoming operational. <b>For</b> Larger developments, <b><u>infrastructure</u></b> may need to be phased <b><u>and appropriate delivery of infrastructure should be agreed on a site-by-</u></b></i></p>	<p>To be effective and aligned with national policy.</p>	<p>The policy as worded is considered to be sound and the suggested additional policy wording for criteria 2 is not considered necessary.</p>

**site basis. to ensure that this requirement can be met.**

3) Development of new infrastructure, in particular infrastructure projects identified in the Infrastructure Delivery Plan, that meet needs of the borough and its communities will be permitted, subject to the consideration of other policies within this Local Plan.

4) Losses of existing infrastructure will only be permitted where it can be clearly demonstrated there is no longer a need for such infrastructure, or a suitable alternative is provided.

**5) S106 contributions will be sought to assist in mitigating the impact of the development to make it acceptable in planning terms, subject to the three tests in Regulation 122 of the Community Infrastructure Levy regulations (2010), namely: (a) necessary to make the development acceptable in planning terms; (b) directly related to the development and, (c) fairly and reasonably related in scale and kind to the development.**