



**Waverley Borough Council
Authority Monitoring
Report (AMR)**

2023-2024

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Introduction

1. This report monitors the period from **1 April 2023 to 31 March 2024**.
2. This Authority Monitoring Report (AMR) is prepared in accordance with the requirements of the legislation (the Localism Act 2011 and the Planning and Compulsory Purchase Act 2004). There are specific topics the Council must report on, while others are discretionary.
3. Regulation 34 of the Town and Country Planning (Local Development) (England) Regulations 2012¹ sets out the information that AMRs must contain. The Government's Planning Practice Guidance (PPG)² also outlines that Local planning authorities (LPAs) must publish information annually that shows progress with local plan preparation, reports any activity relating to the duty to cooperate, any information collected which relates to indicators in the plan, and any policies which are not being implemented.
4. In accordance with the above regulations, the 2023-24 AMR provides information on:
 - Progress with the Local Plan preparation
 - Details of any supplementary planning documents (SPDs) that have been prepared or adopted during the reporting period.
 - Any activities related to the duty to cooperate
 - Information on the progress of neighbourhood plans
 - Information on any local plan policies that are not being used, and the reasons for this
 - The number of net additional dwellings (including net additional affordable dwellings) that have been permitted and completed during the reporting period
 - How implementation of specific local plan policies is progressing based on information collected for monitoring purposes
 - Information in relation to the Community Infrastructure Levy (CIL)
5. The 2023-24 AMR presents a streamlined assessment of priority issues, including the implementation and performance of local plan policies relating to Housing (including Gypsy and Traveller accommodation), Infrastructure, Employment and Retail/Town Centre development within the Waverley Local Plan Parts 1 and 2.
6. The Council has commenced work on a new Waverley Local Plan and is in the process of collating information for an Issues and Options consultation which is

¹ [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

² Planning Practice Guidance: [Plan-making - GOV.UK](#)

scheduled for Autumn 2025. This process will incorporate the findings of a new Housing and Economic Development Needs Assessment and additional monitoring information.

7. This document reports on the following Local Plan policies:

Topic	LPP1 Policies	LPP2 Policies
Spatial Strategy & Amount and Location of Housing	SP2: Spatial Strategy ALH1: The Amount and Location of Housing	
Affordable Housing	AHN1: Affordable Housing on Development Sites AHN2: Rural Exception Sites	-
Housing Types and Sizes	AHN3: Housing Types and Size	DM35: Reuse of and alterations to large buildings DM36: Self-build and custom housebuilding
Allocated Sites	Strategic Sites Policies SS1-SS9	Site Allocations DS01 to DS14
Gypsies, Travellers and Travelling Showpeople	Policy AHN4: Gypsies, Travellers and Travelling Showpeople	DM37: Design Principles for Gypsy and Traveller Sites DM38: Design Principles for Travelling Showpeople Yards DS15-DS20: Site Allocations for Gypsies and Travellers
Infrastructure	ICS1: Infrastructure and Community Facilities	DM3: Water Supply and Wastewater Infrastructure
Economic Development	EE1: New Economic Development EE2: Protecting Existing Employment Land	DM26: Employment Sites
Town Centres and Shopping	TCS1: Town Centres TCS2: Local Centres TCS3: Neighbourhood and Village Shops	DM27: Development within Town Centres

Section 1: Progress of the new Local Plan

Update on the Progress of the Local Plan

8. This section of the Monitoring Report looks at Waverley's progress in preparing a new Local Plan.
9. The adopted Local Plan for Waverley was produced in two parts. The Waverley Borough Local Plan Part 1 (LPP1): Strategic Policies and Sites sets out the strategic policies relating to the development and use of land in Waverley, and development proposals for the strategic sites identified within it, for the period up to 2032. It covers a range of issues, including the Council's overall strategy for where development should be located as well as tackling issues that are of particular importance locally, such as the Council's policies for delivering affordable housing and the preservation of a healthy and attractive environment.
10. LPP1 was adopted at a meeting of the full Council on 20 February 2018 and can be viewed at www.waverley.gov.uk/lpp1.
11. LPP1 includes a monitoring framework and the indicators within this are used to assess whether the policies are working effectively, with the outcomes reported in AMRs.
12. Local Plan Part 2 (LPP2): Site Allocations and Development Management Policies is the 'daughter document' of LPP1 and provides the more detailed Development Management policies. LPP2 allocates sites needed for housing in Waverley (alongside the Neighbourhood Plans) and Gypsy and Traveller accommodation in the Borough. LPP2 also identifies the boundaries of the town centres, settlements and local landscape designations.
13. Local Plan Part 2 was adopted on 21 March 2023 and can be viewed at: www.waverley.gov.uk/lpp2. LPP2 was adopted shortly before the end of the monitoring period covered by the previous AMR (1 April 2022 to 31 March 2023). Therefore, the effectiveness of policies contained within LPP2 will be monitored from the period covered by this AMR onwards.
14. On the adoption of LPP1 in February 2018, a number of 2002 Local Plan policies were replaced by LPP1 policies and others were retained until the adoption of LPP2. The saved policies in the 2002 Local Plan were then superseded upon the adoption of LPP2 in March 2023.

15. In accordance with the requirements of the National Planning Policy Framework (NPPF), there is a requirement for the Council to consider whether a review of LPP1 is necessary within 5 years of its adoption. At the Full Council meeting on 21 February 2023, Members resolved that LPP1 requires updating and instructed officers to explore all options for updating the plan. On 18 July 2023, the Council resolved that work should commence on a comprehensive update covering both strategic and non-strategic policies. The adopted Waverley Borough Local Plan (comprising Local Plan Parts 1 and 2) will remain the key part of the statutory development plan until it is replaced.
16. The timetable for the production of the new Local Plan is set out in the [Local Development Scheme \(LDS\)](#). It is intended that the new Local Plan will be submitted for examination in December 2027 and adopted in July 2028.
17. The new Local Plan will be supported by a focused and proportionate evidence base, including technical studies carried out by external consultants.

Documents published in the monitoring period between 1 April 2023 and 31 March 2024:

- [Five Year Housing Land Supply Position Statement](#) (base date 1 April 2023)³ – October 2023
18. During the monitoring period, the Council has been in the process of preparing and commissioning new evidence to support the preparation of the new Local Plan.

Duty to Cooperate

19. The 'Duty to Cooperate' became a legal requirement under the provisions of the Localism Act, which came into force in November 2011. It requires local planning authorities and other prescribed bodies to cooperate on strategic matters to maximise the effectiveness of preparing development plan and other local development documents.
20. The AMR should include details of any activities undertaken in relation to the Duty to Cooperate. In practice the 'duty to cooperate' affects Waverley in the following ways:-

³ The most recent version of the Five Year Housing Land Supply Statement (published January 2025) can be viewed here: [Five Year Housing Land Supply | Waverley Borough Council](#)

- Working with neighbouring local authorities to identify and address strategic cross-boundary issues;
 - Working with the County Council to identify and address strategic issues both within Waverley and those affecting more than one local authority area;
 - Working with other public bodies and infrastructure providers to ensure that relevant strategic planning matters are identified and addressed.
21. Waverley Borough Council has sought to liaise and work jointly with neighbouring authorities and other relevant organisations to deal with strategic issues that either extend across local authority boundaries or involve a number of different agencies.
22. During the monitoring period, the Council has undertaken regular and on-going cooperation with its neighbouring authorities and with other organisations active in the borough to address strategic cross boundary issues including:
- Written response to East Hampshire District Council regarding Gypsy and Traveller Accommodation needs (August 2023)
 - Ongoing communication with Duty to Cooperate bodies as part of work to update the Infrastructure Delivery Plan.
 - Continued regular attendance of Planning Working Group – attended by representatives from Surrey County Council and all Surrey district and borough councils.
 - Attendance at the Surrey Hills National Landscape Officers Working Group.
 - Ongoing cross-boundary cooperation with other local planning authorities and Natural England in relation to the Thames Basin Heaths SPA and Wealden Heaths Phase I and II SPAs, including the Thames Basin Heaths Joint Strategic Partnership Board meetings.
 - Meeting with Horsham District Council to discuss joint strategic matters (September 2023).
 - Written response to Guildford Borough Council's DTC letter on the review of their Local Plan Strategy and Sites (November 2023)
 - Written response to Surrey Heath Borough Council's DTC letter on Gypsy, Traveller and Travelling Showpeople needs (November 2023)
 - Written response to Horsham District Council's DTC letter on housing and gypsy and traveller accommodation (November 2023).
 - Liaised with East Hampshire District Council to prepare a new Statement of Common Ground (January 2024).
 - Written response to East Hampshire District Council's Regulation 18 consultation (February 2024).

- Written response to Horsham District Council's Regulation 19 consultation (March 2024).

23. The above provides evidence that Waverley has undertaken regular and on-going cooperation with its neighbouring authorities and with other organisations active in the borough to address strategic cross boundary issues.

Neighbourhood Development Plans

24. As of 1st April 2024, thirteen neighbourhood plan areas had been designated. The town and parish councils have reached varying stages in the process of preparing their neighbourhood plans as shown in the table below.

25. The following Neighbourhood Plan was made during the monitoring period covered by this AMR:

- Alfold Neighbourhood Plan (9 January 2024).

Neighbourhood Area	Date Designated	Neighbourhood Plan Status
Alfold	3 December 2019	Made 9 January 2024
Bramley	10 April 2017	Made 13 January 2022
Busbridge	21 October 2016	On hold
Chiddingfold	3 June 2014	Made 24 August 2021
Cranleigh	16 July 2013	Made 15 July 2024
Dunsfold	2 August 2017	Plan Preparation
Elstead and Weyburn	9 June 2015	Made 15 July 2024
Ewhurst and Ellens Green	4 November 2014	Made 15 August 2022
Farnham	19 February 2013	Made 3 April 2020
Godalming and Farncombe	16 July 2013	Made 13 August 2019
Hascombe	8 July 2014	On hold
Haslemere	19 February 2013	Made 12 November 2021
Witley	4 November 2014	Made 21 June 2021

26. The most up-to-date progress is set out on the Neighbourhood Planning in Waverley webpage: [Neighbourhood Plans in Waverley | Waverley Borough Council](#)

27. More details for each neighbourhood plan can be found on the relevant town or parish council's website. The Council is continuing to work with the qualifying bodies to assist, when requested, with the production of the neighbourhood plans. The above webpage for neighbourhood planning in Waverley provides details of the areas that have been designated and provides guidance for qualifying bodies.

Section 2: Monitoring of Local Plan Part 1 and 2

Spatial Strategy & Amount and Location of Housing

Local Plan Part 1

Policy SP2: Spatial Strategy and Policy ALH1: The Amount and Location of Housing

Target to be achieved:

- Delivery of 11,210 net additional homes between 2013 and 2032 (590 dwellings per year)
- Delivery of other forms of development

Completions of new homes

Year	Net completions	Annual housing requirement
2013/2014	143	590
2014/2015	242	590
2015/2016	342	590
2016/2017	321	590
2017/2018	602*	590
2018/2019	475*	590
2019/2020	614*	590
2020/2021	695	590
2021/2022	828	590
2022/2023	964	719 ⁴
2023/2024	741	710 ⁵

**These figures have been updated to reflect additional completions that the Council has been made aware of since the publication of the 2019-20 AMR.*

Table 1: Number of net dwellings completed. Source: WBC monitoring.

Parish	2023-2024
Farnham	150
Godalming	216
Haslemere	102
Cranleigh	164
Bramley	6
Elstead	1
Witley (including Milford)	8
Chiddingfold	4
Alfold	25

⁴ Policy ALH1 of LPP1 makes provision for 590 dwellings per annum. As LPP1 was adopted 5 years ago, the Five Year Housing Land Supply Position Statement uses a housing requirement based on the local housing need that is calculated by the standard methodology that applied at the end of the monitoring year.

⁵ As per footnote 4

Parish	2023-2024
Churt	3
Dunsfold	4
Ewhurst	36
Frensham	7
Tilford	3
Wonersh (including Shamley Green)	3
Other Villages	9
Dunsfold Aerodrome	0
Total	741

Table 2: Number of net dwellings completed from 1 April 2023 to 31 March 2024 broken down by parish. Source: WBC monitoring.

28. Completions are included as an element of the housing requirement. The total number of completions from 1 April 2013 to 31 March 2024 is 5,967. When identifying what constitutes a completion, the Council has used the definition in paragraph 029 Reference ID 68-029-20190722 of the NPPG.

New homes built on previously developed land

29. National planning policy encourages the re-use of land that has been developed before. Waverley monitors the use of previously developed land. The NPPF published in July 2018 contained an amended definition of previously developed (brownfield) land and from this date forward the Council has used this definition in its monitoring.

Monitoring year	Number of brownfield homes completed	% of total homes completed that were on brownfield land
2013/14	Data not available	Data not available
2014/15	205	86%
2015/16	226	67%
2016/17	321	91%
2017/18	463*	77%
2018/19	143*	30%
2019/20	244*	40%
2020/21	216	30%
2021/22	422	51%
2022/23	464	48%
2023/24	369	50%

**These figures have been updated to reflect additional completions that the Council has been made aware of since the publication of the 2019-20 AMR.*

Table 3: Number of net dwellings completed on brownfield land.

Source: WBC monitoring.

30. Waverley's Brownfield Land Register was first published in December 2017, as required by the Town and Country Planning (Brownfield Land Register) Regulations 2017. The Register has since been updated annually, with the most recent edition published in December 2024: [Waverley Borough Council - Brownfield Register](#)

Future new homes

31. Councils are required to demonstrate a five-year supply of housing land against their requirements under paragraph 78 of the National Planning Policy Framework (2024). Where strategic policies are more than five years old, it is necessary to assess housing land supply against the local housing need calculated using the 'standard method set out in PPG. For the period of this AMR, the assessed local housing need was 710 dwellings pa. As a result of this and recent appeal decisions, the Council's position during the monitoring year was that it did not have a five year housing land supply. This position has been exacerbated by the December 2024 revisions to the standard method, which have resulted in Waverley's assessed local housing need more than doubling. You can view our latest Five Year Housing Land Supply Position on the [Council's website](#)).

Number of new homes granted planning permission

Year	Number of new homes granted planning permission (net)
2013/2014	404
2014/2015	697
2015/2016	1289
2016/2017	1018
2017/2018	2606
2018/2019	1755
2019/2020	555
2020/2021	289
2021/2022	484
2022/2023	434
2023/2024	729
Total	10260

*Table 4: Number of net dwellings granted planning permission.
Source: WBC monitoring.*

Parish	Number of new homes granted planning permission in 2023-24 (net)
Farnham	586
Godalming	22
Haslemere	71
Cranleigh	11
Bramley	1
Elstead	1
Milford/Witley	9
Chiddingfold	2
Alfold	10

Parish	Number of new homes granted planning permission in 2023-24 (net)
Churt	1
Dunsfold	2
Ewhurst	4
Frensham	5
Tilford	1
Wonersh & Shamley Green	1
Other Villages	2
Dunsfold Aerodrome	0
Total	729

Table 5: Number of net dwellings granted planning permission from 1 April 2023 to 31 March 2024 broken down by parish. Source: WBC monitoring.

32. The monitoring of the delivery of other forms of development is set out in the subsequent sections of this report.

Affordable Housing

Local Plan Part 1

Policy AHN1: Affordable Housing on Development Sites

Target to be achieved:

- 30% on housing developments in designated rural areas providing a net increase of 6 dwellings or more
- 30% on housing development in non-designated rural area providing a net increase of 11 dwellings or more
- 30% on housing developments that have a maximum combined floorspace of more than 1000 sq. m

33. The most up to date definition of affordable housing can be found in the NPPF (2024). The definition states that affordable housing is housing for sale or rent, for those whose needs are not met by the market; and which complies with one or more of the definitions for: social rent, other affordable housing for rent, discounted market sales housing (sold at a discount of at least 20% below local market value) or other affordable routes to home ownership (including shared ownership, relevant equity loans and rent to buy). The full definition is available in Annex 2 (Glossary) of the NPPF (2024). When considering planning applications, the Council applies the most up to date affordable housing requirements outlined in Policy AHN1 of Local Plan Part 1 and the NPPF.

Number of new affordable homes permitted by year

	Affordable rented	Shared ownership / shared equity	Discounted local sale	Social rented	Intermediate housing	First Homes	To be determined	Total
2013/14	35	26	0	9	16	-	0	86
2014/15	69	51	0	55	0	-	0	175
2015/16	170	139	0	14	0	-	0	323
2016/17	61	52	0	24	45	-	0	182
2017/18	101	69	0	15	0	-	540*	725
2018/19	217	139	2	0	0	-	0	358
2019/20	84	12	0	0	0	-	0	96
2020/21	13	0	0	0	0	-	0	13
2021/22	48	27	0	2	0	0	0	77
2022/23	26	2	0	0	0	10	7	45
2023/24	60**	31	0	0	0	0	68	159
Total	884	548	2	119	61	10	615	2239

*WA/2015/2395 - Hybrid Planning Application at Dunsfold Park

** The number of dwellings stated in this category will be divided between Affordable Rent and Social Rent
Table 6: Number of net affordable housing units permitted by type. Source: WBC monitoring.

34. A total of 159 affordable homes were permitted in 2023/24 at the following sites:
- Land west of and opposite Old Compton Lane, Farnham – 54 affordable homes
 - Land at Hurst Farm, Godalming – 65 affordable homes
 - Land to the rear of Monkton House, Monkton Lane, Farnham – 23 affordable homes
 - Land centred co-ordinates 496830 146100 South East of Binscombe, Godalming – 17 affordable homes

Number of new affordable homes completed by year

Year	Number of new affordable homes completed (gross)
2013/2014	10
2014/2015	49*
2015/2016	83
2016/2017	57
2017/2018	64
2018/2019	157
2019/2020	127
2020/2021	207
2021/2022	192
2022/2023	294
2023/2024	135
Total	1375

*The number of new affordable homes completed in 2014/15 has previously been incorrectly reported as 39.

Table 7: Number of gross affordable homes completed.

Source: WBC monitoring.

Policy AHN2: Rural Exception Sites

No specific policy target

35. There have been three rural exception schemes permitted since the start of the Plan period. The first of these is Ricardo Court in Bramley which was permitted on 13 March 2015 for 15 affordable homes and nine market homes. The second scheme is Land adjacent to Springfield Cottage in Dunsfold which was permitted on 24 April 2018 for eight affordable homes. The third scheme is at Orchard Farm in Hambledon and was permitted on 25 March 2020 for seven affordable and two market units. The breakdown of the size and tenure of the affordable units is set out in the tables below.

Ricardo Court	Affordable rented units	Shared ownership units
1 bed	5	3
2 bed	2	1
3 bed	3	1

Table 8: Breakdown of affordable units permitted at Ricardo Court rural exception scheme. Source: WBC monitoring.

Land at Springfield Cottage	Affordable rented units	Shared ownership units	Discounted sale units
1 bed	1	0	0
2 bed	3	0	0
3 bed	2	0	2

Table 9: Breakdown of affordable units permitted at Springfield Cottage rural exception scheme. Source: WBC monitoring.

Orchard Farm	Affordable rented units	Shared ownership units
1 bedroom	2	0
2 bedroom	2	1
3 bedroom	1	1

Table 10: Breakdown of affordable units permitted at Orchard Farm rural exception scheme. Source: WBC monitoring.

Housing Types and Sizes

Local Plan Part 1

Policy AHN3: Housing Types and Size

Target to be achieved:

- Mix of market and affordable homes as identified in the 2015 West Surrey SHMA and subsequent updates

36. Policy AHN3 requires developments to provide a mix of affordable and market homes in line with the 2015 West Surrey SHMA or subsequent updates. The 2015 West Surrey SHMA is the current SHMA.

		1 bedroom	2 bedroom	3 bedroom	4+ bedroom	Unknown
Market homes	SHMA 2015	10%	30%	40%	20%	
	Permitted homes	17%	10%	8%	10%	55%
		85	60	45	59	326*
	Completed homes	26%	21%	22%	20%	11%
		157	130	133	119	67
Affordable homes	SHMA 2015	40%	30%	25%	5%	0%
	Permitted homes	1%	1%	0%	0%	98%
		2	2	0	0	150*
	Completed homes	13%	31%	25%	0%	31%
		17	42	33	0	43

*unknown dwelling size is as a result of outline applications where the mix of dwelling sizes is a reserved matter and where details of the dwelling size is unknown.

Table 11: Breakdown of market and affordable homes by bedroom size required in the SHMA 2015 and permitted and completed from 1 April 2023 to 31 March 2024. Source: WBC monitoring.

Policy DM35: Reuse of and alterations to large buildings

Target to be achieved:

- No significant loss of housing stock through the amalgamation of dwellings, and support for the appropriate subdivision of larger buildings.

37. The permitted applications resulting in a net loss of dwellings during the 2023-24 monitoring year are set out in Table 12. This shows that there was no significant loss of housing stock through changes of use or the amalgamation of dwellings.

Reference	Site Address	Description	Net loss
WA/2023/01293	41A Binscombe Lane, Farncombe, Godalming, GU7 3PP	Change of use from a dwelling (Use Class C3) to childrens home (Use Class C2).	-1
WA/2023/01837	Colt Cottage, Hascombe Road, Godalming	Change of use of the building from residential (Class C3) to Forest School (Class F1(a)); alterations to elevation and erection of attached covered pergola.	-1
WA/2023/01515	Westhanger Court and Westhanger Place, Westbrook Road, Godalming, GU7 2QH	Extensions and alterations to two dwellings to form one dwelling with associated works.	-1
WA/2023/01886	110 West Street, Farnham, GU9 7HH	Certificate of Lawfulness under Section 192 for alterations to first floor of building from two one bed residential flats to one two bed residential flat.	-1
WA/2023/01293	41A Binscombe Lane, Farncombe, Godalming, GU7 3PP	Change of use from a dwelling (Use Class C3) to childrens home (Use Class C2).	-1

Table 12: Permissions granted which would result in a loss of residential units from 1 April 2023 to 31 March 2024. Source: WBC monitoring.

Policy DM36: Self-build and Custom Housebuilding

Target to be achieved:

- Sufficient permissions for self-build and custom housebuilding plots granted to meet the demand on the Council's Self-Build and Custom Housebuilding Register

38. **Legislative Compliance:** In adherence to the Self-Build and Custom Housebuilding Act 2015, the Council has maintained a Custom and Self Build Register since January 2016. This register identifies individuals and associations seeking serviced plots within Waverley.
39. **Register Segmentation:** Effective since March 2018, the Register has been divided into Part 1 and Part 2. Part 1 comprises eligible applicants, while Part 2 accommodates those meeting criteria excluding the local connection test. A nominal entry fee of £34.90, with an annual £17.40 renewal fee for Part 1, ensures sustained register accuracy. These fees will be reviewed annually.
40. **Eligibility:** Applicants, aged 18 or older, must be British citizens, citizens of a European Economic Area (EEA) country, or nationals of Switzerland. All must intend to acquire a serviced plot in Waverley for sole or main residence. The local connection test was introduced for Part 1 entries post-March 2018.
41. **Base Periods:** Commencing January 2016, the initial base period concluded on 30 October 2016. Subsequent base periods span 12 months each, commencing immediately after the prior period. As shown in table 13 below, by the close of the ninth base period (30 October 2024), the Council has a total of 93 registered individuals, made up of 11 in Part 1 and 82 in Part 2.

Base Period	From:	To:	Registrations		
			Part 1	Part 2	Total
1	01-Jan-16	30-Oct-16	4	21	25
2	31-Oct-16	30-Oct-17	1	32	33
3	31-Oct-17	30-Oct-18	33	61	94
4	31-Oct-18	30-Oct-19	24	67	91
5	31-Oct-19	30-Oct-20	23	70	93
6	31-Oct-20	30-Oct-21	13	74	87
7	31-Oct-21	30-Oct-22	33	79	112
8	31-Oct-22	30-Oct-23	16	81	97
9	31-Oct-23	30-Oct-24	11	82	93

Table 13: Custom and Self Build Register

42. **Supply:** The Council continues to monitor demand for custom and self-build (CSB) housing through its register, in accordance with the Self-Build and Custom Housebuilding Act 2015 (as amended). The government has refined

the criteria for assessing whether planning permissions count towards meeting CSB demand. Under the revised framework, only permissions explicitly granted for custom or self-build homes can be counted towards supply under Section 2A of the 2015 Act. This means that plots benefiting from a self-build Community Infrastructure Levy (CIL) exemption cannot be automatically included in supply figures unless the planning permission itself identifies the plot as self-build. The Council is reviewing its approach to recording and reporting CSB supply in light of these changes to ensure compliance with national requirements. Future AMRs will reflect any updated methodologies based on government guidance and best practice.

43. The Council commits to ongoing register maintenance and proactive monitoring of planning applications. This ensures alignment with Policy DM36 and the provision of necessary permissions to meet demand within three years of each base period's conclusion.

Allocated Sites

Local Plan Part 1

Strategic Sites Policies SS1-SS9

Target to be achieved:

- Strategic sites delivered as per policy requirements

44. Local Plan Part 1 (LPP1) contains nine strategic site allocations, five of which are for housing, three of which are for mixed use and one of which is for employment use. All the sites had outline or full planning permission as of 31st March 2024:

- SS1: Coxbridge Farm, Farnham – outline planning permission granted June 2023 with reserved matters application pending determination⁶
- SS2: Green Lane, Badshot Lea, Farnham – full planning permission
- SS3: Woolmead, Farnham – full planning permission
- SS4: Land at Horsham Road, Cranleigh – full planning permission
- SS5: Land south of Elmbridge Road and the High Street, Cranleigh – full planning permission
- SS6: Land opposite Milford Golf Course, Milford – full planning permission
- SS7: Dunsfold Aerodrome, Dunsfold – outline planning permission for 1800 homes
- SS8: Woodside Park, Godalming – full planning permission
- SS9: Land at Water Lane, Farnham – outline planning permission

The tables below set out the number of homes and amount of commercial and retail floorspace permitted and completed on the strategic sites.

⁶ Reserved matters approved following the monitoring period covered by this AMR.

Policy	Site	Total dwellings in allocation	Net dwellings permitted (market and affordable)	Affordable dwellings permitted	Outstanding dwellings	Completed dwellings (market and affordable)	Completed affordable dwellings
SS1	Coxbridge Farm, Farnham	350	0	0	0	0	0
SS2	Green Lane, Badshot Lea, Farnham	105	105	32	0	105	32
SS3	Woolmead, Farnham	100	138	0	138	0	0
SS4	Land at Horsham Road, Cranleigh	250	268	96	0	268	96
SS5	Land south of Elmbridge Road and the High Street, Cranleigh	765	Up to 765	248	Up to 297	466	62
SS6	Land opposite Milford Golf Course, Milford	180	Up to 190	57	Up to 190	0	0
SS7	Dunsfold Aerodrome	2600	Up to 1800	At least 30%	Up to 1800	0	0
SS8	Woodside Park, Godalming	100	97	17	97	97	0
		4450	Up to 3363	At least 990	Up to 2522	936	190

Table 14: Permitted, outstanding and completed dwellings on strategic sites allocated in Local Plan Part 1 as of 31 March 2024. Source: WBC monitoring

Policy	Site	Net employment and retail floorspace permitted (m ²)	Completed employment and retail floorspace (m ²)
SS3	Woolmead, Farnham	4097	0
SS7	Dunsfold Aerodrome	Up to 27857	0
SS8	Woodside Park, Godalming	502	0
SS9	Land at Water Lane, Farnham	32449	0
		Up to 64,905	0

Table 15: Permitted and completed employment floorspace in m² on strategic sites allocated in Local Plan Part 1 as of 31 March 2024. Source: WBC monitoring.

Local Plan Part 2

Site Allocations DS01 to DS14

Target to be achieved:

- Delivery of dwellings in accordance with the trajectories

45. Local Plan Part 2 (LPP2) contains 14 site allocations for development in Haslemere and Witley & Milford. Sites for housing in Bramley, Chiddingfold, Cranleigh, Dunsfold, Elstead and Farnham are allocated in their Neighbourhood Plans. In regard to Godalming, the minimum housing target of 1,520 set in LPP1 has been exceeded by 246 dwellings. As a result, it was decided that housing allocations for Godalming are no longer required in LPP2.
46. Three of the sites had full planning permission and two of the sites have a planning application pending a decision as of 31st March 2024:
 - DS01: Haslemere Key Site, Haslemere - no planning permission
 - DS02: Central Hindhead (Former Barons of Hindhead) - full planning permission.
 - DS03: Land at Andrews, Hindhead – full planning permission
 - DS04: Land at Wey Hill Youth, Haslemere - no planning permission
 - DS05: Haslemere Preparatory School, The Heights, Haslemere - full planning permission
 - DS06: The Royal Junior School, Hindhead - full planning application submitted and is pending a decision.
 - DS07: Fairground Car Park, Haslemere - no planning permission
 - DS08: The Old Grove, Hindhead - outline planning application part of the site submitted and is pending a decision.
 - DS09: National Trust car Park, Haslemere - no planning permission

- DS10: Hatherleigh, Tower Road, Hindhead - full planning permission
- DS11: 34 Kings Road, Haslemere - full planning permission
- DS12: Land at Highcroft, Milford - no planning permission
- DS13: Land at Wheeler Street Nurseries - full planning permission
- DS14: Land at Secretts, Hurst Farm, Milford – full planning permission granted subject to the signing of a S106 agreement.

47. Table 16 below sets out the number of homes permitted and completed on the allocated sites as of 31st March 2024. Table 17 outlines the amount of commercial floorspace permitted and completed on allocated sites.

Policy	Site	Total dwellings in allocation	Net dwellings Permitted (market and affordable)	Affordable dwellings permitted	Outstanding dwellings	Completed dwellings (market and affordable)	Completed affordable dwellings
DS 01	Haslemere Key Site, West Street, Haslemere	30	0	0	30	0	0
DS 02	Central Hindhead, London Road, Hindhead	38	38	4	38	0	0
DS 03	Land at Andrews, Portsmouth Road, Hindhead	74	39 (1)	0	39	0	0
DS 04	Land at Wey Hill Youth Campus, Haslemere	34	0	0	34	0	0
DS 05	Haslemere Preparatory School, The Heights, Hill Road, Haslemere	24	24	4	24	0	0
DS 06	The Royal Junior School, Portsmouth Road, Hindhead	90	0	0	90	0	0
DS 07	Fairground Car Park, Wey Hill, Haslemere	20	0	0	20	0	0
DS 08	The Old Grove, High Pitfold, Hindhead	40	0	0	40	0	0
DS 09	National Trust Car Park, Branksome Place, Hindhead Road, Haslemere	13	0	0	13	0	0
DS 10	Hatherleigh, Tower Road, Hindhead	5	5	0	5	0	0
DS 11	34 Kings Road, Haslemere	5	1	0	1	0	0
DS 12	Land at Highcroft, Milford	7	0	0	7	0	0
DS 13	Land at Wheeler Street Nurseries	17	17	5	17	0	0

DS 14	Land at Secretts, Hurst Farm, Milford	177	216	65	216	0	0
		574	340	78	574	0	0

Table 16: Permitted, outstanding and completed dwellings on allocated sites in Local Plan Part 2 as of 31 March 2024. Source: WBC monitoring.

- (1) Full planning permission was granted for a 74-bed care home (C2 use). Applying the ratio for communal accommodation set out in the Housing Delivery Test Measurement Rulebook equates to 39 C3 dwellings.

Gypsies, Travellers and Travelling Showpeople Accommodation

Local Plan Part 1

Policy AHN4: Gypsies, Travellers and Travelling Showpeople

Target to be achieved:

- To meet the level of need identified within the Waverley Traveller Accommodation Assessment

48. According to [The Waverley Gypsy & Traveller Accommodation Assessment \(GTAA\) \(March 2018\)](#), 27 additional pitches are needed for the 26 Gypsy or Traveller households that meet the planning definition. The GTAA also identifies the need for 2 additional showpeople plots to be delivered by 2032. Following further liaison with the travelling showpeople community, it has been established that there is no longer a need for the two additional showpeople plots to meet the identified need in the GTAA.
49. In terms of addressing a five-year supply of gypsy and traveller households, the GTAA recommends the following split on delivery.

Years	0-5 2017-22	6-10 2022-27	11-15 2027-32	Total
Number of pitches	19	4	4	27

Table 17: Recommended split of delivery of traveller pitches. Source: The Waverley Traveller Accommodation Assessment (TAA) (March 2018).

50. In addition to the need generated from those households that do meet the planning definition, there are a number of households that do not meet the definition. There are also a number of households where it is unknown whether they meet the planning definition or not because it was not possible to interview them. This is important in terms of understanding the need for pitches when considering the number of pitches already granted planning permission.
51. Between 1 April 2017 and 31 March 2024, 66 permanent permissions for Gypsy and Traveller pitches have been granted in the Borough. These are detailed in Table 18 below:

Site	Number of pitches
Land adjacent to 1 East View Cottages, Dunsfold Road, Alfold	1
Land North of Lydia Park, Stovolds Hill, Cranleigh	3
Land to the West of Lydia Park, Stovolds Hill, Cranleigh	3
Land North of 11A Lydia Park, Stovolds Hill, Cranleigh	1
Land North of Lydia Park Centred Co-ordinates 502164 137703, Stovolds Hill, Cranleigh	4
Land North of Lydia Park, Stovolds Hill, Cranleigh	6
Land centred co-ordinates 482312 145552, River Lane, Farnham	4
Pollingfold Place, Horsham Road, Ellens Green, Rudgwick	7
Land north of Lydia Park, Stovolds Hill, Cranleigh – new application	7
Land North of Lydia Park Coordinates 502359 137819 Stovolds Hill, Cranleigh	5
Land North of 12A Lydia Park, Stovolds Hill, Cranleigh	9
Land North West of Lydia Park, Stovolds Hill, Cranleigh	5
1 Lydia Park, Stovolds Hill, Cranleigh	2
Land North of Lydia Park Centred Co-ordinates 502164 137703, Stovolds Hill, Cranleigh	6
Old Stone Yard, Tongham Road, Runfold	3
	66

Table 18: Number of Gypsy and Traveller pitches granted permission from 1 April 2017 to 31 March 2024. Source: WBC monitoring.

52. The Council has published an [Interim 5-Year Traveller Accommodation Supply Position](#) with a base date of 20 December 2021.
53. Between 1 April 2023 and 31 March 2024 there were no unauthorised encampments on publicly owned land. The Council did however take enforcement action on two separate occasions in relation to unauthorised encampments on privately owned land in October 2023 and February 2024.

Policy DM37: Design Principles for Gypsy and Traveller Sites

Target to be achieved:

- All new Gypsy and Traveller pitches measure at least 500sqm or where extended families share facilities, a size which reflects the needs of the family
- All new sites provide, as a minimum, the facilities/infrastructure set out in the policy.

Reference	Address	Description	Site Area
WA/2019/1021	Old Stone Yard, Tongham Road, Runfold	Use of land for the provision of 3 additional gypsy pitches together with associated works	0.14ha
WA/2023/00443	Land North of Lydia Park Centred Co-ordinates 502164 137703, Stovolds Hill, Cranleigh	Change of use of land for stationing of 3 static caravans and 3 touring caravans associated parking and amenity for family members.	0.16ha

Table 19: Site Areas of Gypsy and Traveller pitches granted permission from 1 April 2023 to 31 March 2024. Source: WBC monitoring.

54. Table 19 shows the sites permitted during the monitoring year and demonstrates that the area of each site is greater than 500sqm. In respect of Old Stone Yard (WA/2019/1021- Allowed at Appeal), the Inspector considered that as the site would be shared by an extended family, the proposal would accord with Policy DM37. Furthermore, the layout was considered to provide sufficient space for parking and manoeuvring of vehicles and amenity space within the site.
55. In respect of Land North of Lydia Park (WA/2023/00443), the site was considered safe and convenient for vehicular and pedestrian access, and it was considered that there would be adequate space for vehicles, storage, amenity and utility buildings, a degree of landscaping and waste management.

Policy DM38: Design Principles for Travelling Showpeople Yards

Target to be achieved:

- All new Travelling Showpeople plots provide sufficient space for a mix of uses and for safe manoeuvring of large vehicles
- All new yards provide sufficient landscaping, amenity and access to play space

56. No Travelling Showpeople plots were permitted during the monitoring period.

Policies DS15 – DS20: Site Allocations for Gypsies and Travellers

Target to be achieved:

- Delivery of pitches in accordance with the policy requirements

Policy	Site	Location	Net increase in pitches	Permissions granted
DS15	Burnt Hill ⁷	Plaistow Road, Dunsfold	3	0
DS16	Land West of Knowle Lane	Knowle Lane, Cranleigh	1	0
DS17	Monkton Farm	Monkton Lane, Farnham	5	0
DS18	South of Kiln Hall, St George's Road	Badshot Lea, Farnham	3	Application for 3 pitches pending (WA/2019/1022)
DS19	Land off Badshot Lea Road	Badshot Lea, Farnham	2	0
DS20	Old Stone Yard	Tongham Road, Runfold	1	WA/2019/1021 granted at Appeal for 3 pitches
Total			15	

Table 20: Permitted pitches on Gypsy and Traveller sites allocated in Local Plan Part 1 as of 31 March 2024. Source: WBC monitoring.

⁷ An enforcement notice was issued in respect of a site that falls largely within this allocation in October 2023. Following the monitoring period covered by this AMR, planning permission was refused in March 2024 and an appeal was made against the enforcement notice and refusal to grant planning permission. An inquiry was held in June 2024 and the appeal was dismissed in July 2024.

Infrastructure

Local Plan Part 1

Policy ICS1: Infrastructure and Community Facilities

Target to be achieved:

- Ensuring that there is sufficient infrastructure to support anticipated level of development
- Achieve delivery in line with the Infrastructure Delivery Plan

PIC and Section 106 agreements

57. Between April 2008 and April 2015 Waverley collected developer contributions through Section 106 legal agreements, as well as for smaller 'windfall' schemes through Planning Infrastructure Contributions (PIC) as set out in the Council's [Planning Infrastructure Contributions \(PIC\) Supplementary Planning Document \(SPD\)](#). The SPD extended infrastructure contributions on a standard basis to every scheme involving any additional dwelling or commercial space.
58. With effect from 6 April 2015 the Council stopped collecting developer contributions through PIC but continued to secure contributions through Section 106 agreements as appropriate and in accordance with national policy and guidance. The Council's Community Infrastructure Levy (CIL) was implemented from 1 March 2019 and consequently from this date the type of contributions sought through Section 106 agreements have changed.
59. Details of Section 106 agreements and monies collected through Section 106 agreements can be viewed on the Council's [developer contributions database](#).

Community Infrastructure Levy

60. The Community Infrastructure Levy (CIL) is a levy that the Council has chosen to charge on new developments to raise funds to provide infrastructure. The money raised can be used towards improvements to infrastructure including transport, schools, parks, playgrounds and other community facilities.
61. The CIL has largely replaced contributions secured through 'Section 106' agreements. However, such agreements are still used to secure some types of development specific infrastructure and affordable housing.
62. Details of CIL contributions collected by the Council can be viewed on the Council's [developer contributions database](#). For further information on CIL in Waverley visit www.waverley.gov.uk/CIL.

Infrastructure Funding Statement

63. In December 2024 the Council published an [Infrastructure Funding Statement \(IFS\)](#) covering the reporting period 1st April 2023 to 31st March 2024. The IFS contains a summary of all financial and non-financial developer contributions relating to S106 agreements and CIL within Waverley. It also includes a statement of infrastructure projects that Waverley Borough Council intends to be, or may be, wholly or partly funded by CIL.

Infrastructure Delivery Plan

64. The Council has an [Infrastructure Delivery Plan \(IDP\)](#) which was published in in December 2016 with Infrastructure Delivery Schedule updates published in [July 2021](#) and [October 2024](#).
65. The Infrastructure Delivery Plan is a 'living document' which sets out the infrastructure requirements associated with planned growth in the Borough. It is currently being reviewed and updated as part of the work to be undertaken in the preparation of a new Local Plan.

Local Plan Part 2

Policy DM3: Water Supply and Wastewater Infrastructure

Target to be achieved:

- No specific targets
- Appropriate phasing conditions applied where the need for upgrades to off-site water and wastewater infrastructure is identified.

66. During the 2023/24 monitoring period, conditions requiring a phasing plan to be agreed with Thames Water were applied to the following permission:

Reference	Site Address	Description
WA/2019/0770	LAND NORTH OF COXBRIDGE FARM, WEST STREET, FARNHAM	Outline Application with all matters reserved except access for the erection of 320 dwellings (including 96 affordable) with associated landscaping, public open space and infrastructure (as amended by plans received 02.02.2021 and 12.02.2021).

Table 21: Permissions granted with phasing conditions applied between 1 April 2023 and 31 March 2024.
Source: WBC monitoring.

Economic Development

Local Plan Part 1

Policy EE1: New Economic Development

Target to be achieved:

- The provision of additional employment floorspace including at least 16,000 sq. m of B1a/b
- Retention, improvement and provision of tourism facilities

Policy EE2: Protecting Existing Employment Land

Target to be achieved:

- Protecting existing employment sites including sites identified under saved local plan policies IC2 and IC3

Local Plan Part 2

Policy DM26: Employment Sites

Target to be achieved:

- Provision of sufficient employment floorspace to meet predicted demand in accordance with the evidence in the Employment Land Review.

67. This section covers Local Plan Part 1 policies EE1 and EE2 and Local Plan Part 2 Policy DM26.
68. Most of the Borough's employment land (as defined under the B Classes of the Use Classes Order 1987) is concentrated in the four main settlements: the greatest amount in Farnham, followed by Godalming, Cranleigh and then Haslemere. There is also a significant amount of employment land in the villages and smaller settlements and throughout the rural areas. Dunsfold Aerodrome is important for Waverley's employment land. The former aerodrome site has approximately 17.5ha of commercial land which equates to approximately 41,500sqm of employment floorspace and employs over 700 people.
69. The table below, which is also set out in Local Plan Part 1 (LPP1), summarises the evidence from the Employment Land Review (ELR) (April 2016) on how much employment floorspace is needed in the Borough by 2033. It also shows

the balance of demand and supply following an assessment of the Borough's 150 major employment sites to establish if there is any land in existing employment use that could potentially be suitable for redevelopment or intensification in the short term, medium term and long term. This includes potential for additional employment land on Dunsfold Aerodrome which amounts to a net increase of approximately 26,000sqm.

Use Class	Projected Need (sqm)	Potential supply from existing employment sites (sqm)	Need/supply balance (sqm)
B1a/b (Offices/Research and Development)	Shortfall of 15,800	11,141	Shortfall of 4,659
B1c/B2 (Light industrial/ General Industrial)	Surplus of 11,600	17,774	Surplus of 29,374
B8 (Storage and Distribution)	Surplus of 18,900	38,202	Surplus of 57,102
Totals	Surplus of 14,700	67,117	Surplus of 81,817

Table 22: Commercial floorspace need across the Borough by 2033. Source: Employment Land Review (2016).

70. As this table demonstrates, the surplus in B1c/B2 and B8 up to 2033 is forecast to be more than enough to meet the shortfall in B1a/b forecast in the same period. However, the ELR states that while in quantitative terms the identified potential supply should be sufficient, qualitative factors such as the location quality, type, size and accessibility of sites does not mean that all surplus B1c/B2 (Light/General Industrial) and B8 (Storage and Distribution) sites will be suitable for meeting future need for B1a/b (Offices/Research & Development).
71. LPP1 Policy EE1 sets out how the provision for economic growth, including at least 16,000sqm of new B1a/b floorspace will be delivered. There are two allocated sites for employment uses: Land off Water Lane in Farnham (Policy SS9) and Land at Dunsfold Aerodrome (Policy SS7 and SS7A). The allocation for Land at Dunsfold Aerodrome should deliver up to 26,000sqm of new employment as part of an expanded business park. The outline application granted in March 2018 permits up to 24,715 of net employment floorspace. LPP1 Policy EE2 sets out how existing employment sites will be protected but recognises that where there is an identified need for new homes, the Council will normally approve applications for a change of use to residential subject to there being no strong economic reasons why such development would be inappropriate.
72. The Council monitors planning permissions and completions affecting employment uses and changes of use, including applications for prior approval.

The tables below set out a summary of this monitoring. Table 23 sets out completions of commercial floorspace during the plan period and Table 24 sets out outstanding planning permissions which involve the gain or loss of commercial floorspace.

73. Table 23 demonstrates that there has been a significant loss of office floorspace since 2013, together with losses in Light Industrial (use class E(g)(iii)/B1c) and Storage and Distribution floorspace (use class B8), resulting in a loss of commercial floorspace overall. However, there have been small gains in floorspace for Research and Development (use class E(g)(ii)/B1b), General Industrial (use class B2) and Flexible use (use class E/B1). Table 24 shows that there are also a number of outstanding permissions which involve the gain or loss of commercial floorspace which, if implemented, would result in further losses of commercial floorspace. The outstanding planning permissions reflect the continued trend of loss of Office and Storage and Distribution floorspace, with some gains in General Industrial and flexible uses.
74. Classes B1a (offices), B1b (research and development) and B1c (light industrial) were revoked from 1 September 2020 and replaced by a new Use Class E – Commercial, Business and Service. For ease of reference, the old use classes have been shown in Tables 23 and 24 after the new ones as the date the applications were submitted will have affected how they were determined. For planning applications submitted from 1 September 2020, Class B1 uses are treated as Class E. For applications for prior approval, they were treated as Class B1 until the end of July 2021⁸.

⁸ See https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use for more details of the new use classes and the transitional arrangements for determining applications.

Year	Offices	Research and development	Light industrial	General industrial	Storage and distribution	Flexible	Total
	E(g)(i) /B1a	E(g)(ii) /B1b	E(g)(iii)/ B1c	B2	B8	E(g)(i, ii and iii) /B1 (a, b and c)	
2013-14	- 7,547	- 236	- 1,519	140	- 2,707	474	- 11,395
2014-15	- 4,090		- 1,115	- 1,690	- 280		- 7,175
2015-16	- 6,199	1,032	- 200	1,032	-1,364	1,955	- 3,744
2016-17	- 4,992		- 2,909	- 752	159	169	- 8,325
2017-18	- 1,626		-1,396	457	478		- 2,087
2018-19	- 42						- 42
2019-20	- 1,555				- 247		- 1,802
2020-21	- 4,412			200	602		- 3,610
2021-22	- 558		- 924	713	- 2,954	2,486	- 1,237
2022-23	- 440		-	464	50		74
2023-24					- 76		- 76
Total	- 31,462	796	- 8,063	564	- 6,339	5,084	- 39,420

Table 23: Total Net Floorspace (sq.m) arising from Commercial Completions (from 2013 to 2024) (Source: WBC monitoring)

Year	Offices	Research and development	Light industrial	General industrial	Storage and distribution	Flexible	Total
	E(g)(i) /B1a	E(g)(ii) /B1b	E(g)(iii)/ B1c	B2	B8	E(g)(i, ii and iii) /B1 (a, b and c)	
2021-22	- 3,199			1,666	- 3,005	4,165	- 373
2022-23	366			1,798	- 4,000	509	- 1,326
2023-24	102			154	- 8		249
Total	- 2,730			3,619	- 7,013	4,674	- 1,450

Table 24: Potential Net Floorspace (sq.m) from Outstanding Commercial Permissions as of 31st March 2024 (base date 1st April 2021). (Source: WBC monitoring)

Town Centres and Shopping

Local Plan Part 1

Policy TCS1: Town Centres

Target to be achieved:

- Delivery of new retail, leisure and business floorspace within Farnham, Godalming, Haslemere/Wey Hill and Cranleigh. Retail space to be in line with capacity identified in the latest retail study.

75. Waverley has four defined town centres, and each has a primary shopping area within it. Local Plan Part 2 defines the extent of town centres (including their primary shopping areas). LPP2 updates the Haslemere town centre boundary and includes changes to the Farnham town centre boundary to align with the Farnham Neighbourhood Plan.
76. Local Plan Part 1 (LPP1) sets out the following potential retail floorspace needs in the Borough by 2028:

Town centre	Convenience floorspace (sqm)	Comparison floorspace (sqm)	Total
Farnham	1,517	10,665	12,182
Godalming	946	2,128	3,074
Haslemere	945	1,342	2,287
Cranleigh	696	1,353	2,049
Total	4,104	15,488	19,592

Table 25: Potential convenience and comparison retail floorspace needs by 2028. Source: Waverley Town Centre Retail Study Update (2013).

77. LPP1 Policy TCS1 seeks to locate town centre uses within the designated town centres using a sequential assessment. It also seeks to focus A1 retail uses within the Primary Shopping Areas to ensure the vitality and viability of the town centres. Outside of the Primary Shopping Areas but within the town centres uses such as food and drink, leisure and cultural uses are encouraged where they add to the liveliness, attractiveness and vitality and viability of the town centre.
78. LPP1 also proposes the designation of areas of Farncombe, Bramley and Milford as local centres. Local centres are those that include a range of small shops of a local nature that serve a small catchment. LPP1 Policy TCS2 seeks to safeguard and consolidate the local centres. The boundary for the Farncombe local centre was designated in the Godalming and Farncombe Neighbourhood Plan ('made' in August 2019), and the Bramley local centre was

designated in the Bramley Neighbourhood Plan ('made' in January 2022). The boundary for Milford local centre was designated in LPP2 (adopted March 2023).

79. In addition, there are a number of neighbourhood and village shops throughout the Borough which provide valuable services to local communities, while a new local centre will be provided as part of the new settlement at the Dunsfold Aerodrome site.
80. The Council monitors planning permissions for new retail uses and changes of use including applications for prior approval. Tables 26 to 29 below set out a summary of this monitoring and show permitted gains and losses of floorspace in use as shops, financial and professional services, restaurants and cafes, drinking establishments and hot food takeaways across the Borough from 2013 to 31 March 2024.
81. Table 26 sets out completions of retail floorspace during the plan period and Table 27 sets out outstanding permissions which involve the gain or loss of retail floorspace. Tables 28 and 29 detail completions and permissions within and outside of the four town centres.
82. Use Classes A1 (Shops), A2 (Financial and Professional Services) and A3 (Restaurants and Cafes) were revoked from 1 September 2020 and replaced by the new Class E (a, b, c). The old use classes have been shown after the new ones in the table below for ease of reference as the date the applications were submitted affected how they were determined. For planning applications submitted from 1 September 2020, Class A1/2/3 uses are treated as Class E and Class A4/5 uses are treated as sui generis. For applications for prior approval, the previous Class A uses were used until the end of July 2021⁹.
83. Table 26 demonstrates that, although there has been an overall decline in retail floorspace, this trend has varied across different retail use classes. Notably, there has been a significant reduction in floorspace for shops and drinking establishments since 2013. However, flexible retail floorspace (referring to a retail space that is permitted to accommodate a range of retail uses) has experienced growth. Table 27 highlights outstanding planning permissions that would result in further gains or losses if implemented. Should all of these permissions be implemented, there would be further overall losses of retail floorspace, including for shops and E use classes.

⁹ See https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use for more details of the new use classes and the transitional arrangements for determining applications.

84. Table 28 reveals that, while there have been reductions in shop floorspace both inside and outside of town centres, the losses within designated town centres have been notably smaller. In addition, the overall loss of commercial floorspace within town centres is considerably lower than that outside these areas.
85. Table 29 illustrates the changes in retail floorspace permitted between 2013 and 2024. It highlights that most of the permitted reductions in retail floorspace have occurred outside of the designated town centres. In contrast, there have been notable increases in floorspace within town centres, particularly from permissions granted for restaurants, cafes, drinking establishments, hot food takeaways and flexible retail spaces. Overall, retail floorspace within town centres has seen some moderate growth overall, while outside town centres there has been a net loss.

Changes in Retail Floorspace

Year	Shops	Financial and professional services	Restaurants and cafes	Drinking establishments	Hot food takeaway			Total
	(E(a) / A1)	(E(c) / A2)	(E(b) / A3)	(Sui generis/A4)	(Sui generis/A5)	Flexible retail	E	
2013-14	-4,239.68	-173.85	407.73	-1,197.14	161.39	474.13	0	-4,567
2014-15	-4,28.33	0	-99.01	-367.36	112	2,084.3	0	1,302
2015-16	-1,230.99	0	405.24	-2,048.51	0	676	0	-2,198
2016-17	-1,624.56	279.75	238.1	-325.11	0	0	0	-1,432
2017-18	-81.79	52.53	-199	-335.01	0	2,485.71	2,918.06	4,841
2018-19	-1,291.65	19.28	-17.4	-280.46	164.25	0	0	-1,406
2019-20	-1,529.9	94.48	725.21	-200.13	0	169.29	0	-741
2020-21	-320.25	-107.51	-471.54	0	0	53.14	0	-846
2021-22	448.88	-1,128.27	-445.4	-349.84	0	0	69.36	-1,405
2022-23	0	0	0	0	-104.46	0	0	-104
2023-24	0	0	0	0	-421.78	0	-652.11	-1,074
Total	-10,298	-964	544	-5,104	-89	5,943	2,335	-7,632

Table 26: Total Net Floorspace (sq. m) arising from Borough-wide Retail Completions (from 2013 to 2024)

Year	Shops	Financial and professional services	Restaurants and cafes	Drinking establishments	Hot food takeaway	Flexible retail	E	Total
	(E(a) / A1)	(E(c) / A2)	(E(b) / A3)	(Sui generis/A4)	(Sui generis/A5)			
2021-22	-2,722	0	-32	0	0	858	-635	-2,531
2022-23	-2,547	-1,067	-681	0	4,832	509	0	1,045
2023-24	184	0	121	0	-2,855	-376	-4,676	-7,602
Total	-5,085	-1,067	-592	0	1,977	991	-5,310	-9,087

Table 27: Total Outstanding Net Floorspace (sq. m) arising from Borough-wide Retail permissions as of 31st March 2024 (base date 1st April 2021).

Within a Town Centre?	Shops	Financial and professional services	Restaurants and cafes	Drinking establishments	Hot food takeaway			Total
	(E(a) / A1)	(E(c) / A2)	(E(b) / A3)	(Sui generis/A4)	(Sui generis/A5)	Flexible retail	E	
Yes Cranleigh, Farnham, Godalming, Haslemere	-2,387	-1,081	-10	-200	164	222	-180	-3,472
No Outside Town Centre boundaries	-7,911	118	554	-5430	273	5,720	2,515	-4,161
Total	-10,298	-964	544	-5,630	438	5,943	2,335	-7,632

Table 28: Proportion of Total Net Floorspace (sq. m) arising from Retail Completions inside and outside of designated Town Centres (from 2013 to 2024)

Within a Town Centre?	Shops	Financial and professional services	Restaurants and cafes	Drinking establishments	Hot food takeaway			Total
	(E(a) / A1)	(E(c) / A2)	(E(b) / A3)	(Sui generis/A4)	(Sui generis/A5)	Flexible retail	E	
Yes Cranleigh, Farnham, Godalming, Haslemere	-5,191	-8,765	7,059	1,718	245	9,460	-3,927	599
No Outside Town Centre boundaries	-18,616	93.88	372.78	-5,684.81	234.89	15,361	-763	-9,001
Total	-23,807	-8,671	7,431	-3,967	480	24,822	-4,690	-8,402

Table 29: Proportion of Total Net Floorspace (sq. m) arising from Retail permissions inside and outside of designated Town Centres (from 2013 to 2024)

Vacancy rates in town and local centres

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/2023	2023/2024
Town Centres											
Farnham	7.2%	7.6%	6.9%	8.5%	2%	3%	4%	10%	4%	8%	4%
Godalming	4.4%	3.4%	3.39%	5.4%	5%	6%	5%	8%	9%	8%	8%
Cranleigh	5.7%	1.17%	2.6%	5.5%	4.5%	8%	8%	8%	7%	5%	9%
Haslemere (Centre)	4.2%	2.5%	4.2%	5%	3%	5%	10%	14%	7%	7%	4%
Haslemere (Wey Hill)	Not recorded	4%	4%	4%	5%	1%	1%	6%	3%	4%	3%
Local Centres											
Farncombe	Not recorded	Not recorded	5%	7.5%	2.5%	0%	0%	7%	13%	6%	8%
Bramley	Not recorded	Not recorded	3%	10%	3%	7%	10%	10%	10%	10%	10%
Milford	Not recorded	Not recorded	5%	5%	4%	0%	0%	0%	4%	9%	4%
Borough average	5.4%	3.7%	4.3%	6.4%	3.6%	3.8%	4.75%	7.9%	7.1%	7.1%	6.25%
National average	13.9%	14.7%	10.9%	9.4%	9.2%	10.2%	12.3%	14.1% ¹⁰	14.5% ¹¹	13.8% ¹²	15.3% ¹³

Table 30: Vacancy rates in town and local centres as a percentage of the total number of units. Source: WBC monitoring for town and local centres and BRC for national average. 2023/2024 data covers the six month period between September 2023 and March 2024.

86. Vacancy rates are calculated using the number of unoccupied or non-trading units as a percentage of the total number of retail units. Vacancy rates within the town centres and identified local centres have fluctuated over the last 5 years; however, the average for the Borough has always remained significantly lower than the national average.

¹⁰ BRC - The vacancy rate was 14.1% for High Streets (13.7% in Dec20)

¹¹ BRC – The vacancy rate was 14.5% for High Streets (Q3 2021)

¹² BRC – The vacancy rate was 13.8% for High Streets (Q4 2022)

¹³ BRC – UK high street average was 15.3% (Q4 2023)

Policy DM27: Development within Town Centres

Target to be achieved:

- Proposals for development within town centres contributing to their vitality and viability

87. No applications were refused on the grounds that they would undermine the vitality and viability of town centres during the 2023-24 monitoring period. However, the Council's commercial monitoring data, as detailed in Tables 26 to 29, shows that while there have been losses of commercial floorspace within town centres, these losses have been notably smaller in the designated town centres compared to outside these areas.
88. Additionally, Table 30 outlines the permissions granted during the 2023-24 monitoring year that involve changes to commercial floorspace within the designated town centres of Cranleigh, Farnham, Godalming and Haslemere. These approved schemes relating to commercial floorspace either involve a change to a different commercial use or, in cases where commercial floorspace is being converted to residential units, the conversion is limited to first and second floors or areas located behind the high street-facing units.

Reference	Site Address	Town Centre	Description
PRA/2023/01116	THE COURTYARD 17 AND 16B WEST STREET FARNHAM	Farnham	General Permitted Development Order 2015, Schedule 2 Part 3 Class MA - Prior Notification application for change of use of commercial, business and service uses (Use Class E) to 23 dwellinghouses (Use Class C3).
PRA/2023/01334	12 HIGH STREET HASLEMERE	Haslemere	General Permitted Development Order 2015, Schedule 2 Part 3 Class G - Prior Approval for change of use from commercial, business and service (Use Class E) to mixed use to provide two flats on first and second floors (Use Class C3).
PRA/2024/00188	FIRST FLOOR 110 AND FIRST FLOOR AND SECOND FLOOR 106/108 HIGH STREET GODALMING	Godalming	General Permitted Development Order 2015, Schedule 2 Part 3 Class MA - Prior Notification application for change of use from commercial, business and service (Use Class E) to 3 dwellings.
PRA/2024/00214	16 - 17 WEST STREET FARNHAM	Farnham	General Permitted Development Order 2015, Schedule 2 Part 3 Class MA - Prior Notification application for change of use of first floor from commercial (Use Class E) to 1 dwellinghouse (Use Class C3).
WA/2021/02162	1A QUEEN STREET GODALMING	Godalming	Change of use of first floor retail space to single one bedroom flat
WA/2022/02091	TYLERS COURT ROWLAND ROAD CRANLEIGH	Cranleigh	Change of use from office (Use Class E) to 4 dwellings (Use Class C3) with associated refuse/cycle store and parking (as amended by plan received 22/08/2022) (amended description)
WA/2023/00419	PACE HOUSE CAMBRIDGE PLACE EAST STREET FARNHAM	Farnham	Change of use from Class D2 (assembly and leisure) use as a fitness studio/gym with an ancillary café to Class E(d) Indoor sport, recreation or fitness with ancillary café.
WA/2023/00503	2 GREAT GEORGE STREET GODALMING	Godalming	Extensions and alterations to existing office building to provide a second floor and additional office space.
WA/2023/01574	FIRST FLOOR 133 HIGH STREET GODALMING	Godalming	Change of use of 1st floor accommodation from Class E (office) to use Class C3 (residential) with internal alterations to provide 1 dwelling.
WA/2023/01972	1-3 HIGH STREET HASLEMERE	Haslemere	Change of use of first floor retail space (Use Class A1) to form 2 residential units (Use Class C3) with separate access and amenity spaces/balconies; alterations to ground floor retail space (Use Class A1) to provide up to 3 commercial business and service units (Use Class E) including bike storage area; alterations to elevations.
WA/2024/00091	1 QUEEN STREET GODALMING	Godalming	Change of use of ground floor from hair/suntan salon (Sui Generis) to podiatry clinic, Use Class E(e).

Table 31: Permissions granted involving changes to commercial floorspace within town centres from 1st April 2023 to 31st March 2024. (source: WBC monitoring)

Local Plan Part 1

Policy TCS2: Local Centres

Target to be achieved:

- Maintain vitality and viability of local centres

89. Local Plan Part 1 (LPP1) identified the locations to be designated as Local Centres (Farncombe, Milford and Bramley) and set out the policy to be applied within these areas. The designation of the boundaries was established through Local Plan Part 2 or neighbourhood plans.
90. The Godalming and Farncombe Neighbourhood Plan ('made' August 2019) designates the area for the Farncombe Local Centre and the Bramley Neighbourhood Plan ('made' January 2022) designates the boundary for the Bramley local centre. Local Plan Part 2 (adopted March 2023) designates the boundary for Milford Local Centre.
91. Table 31 presents the permitted changes in facilities within the local centres during the monitoring year. In Milford and Farncombe, the permitted schemes involved changes between different commercial uses. The Changes at 9b High Street, Bramley, involved the retention of the ground floor retail unit. As a result, no permissions during the monitoring year led to a loss of commercial space within the local centres.

Reference	Change in Facilities	Status
WA/2022/02640	41 CHURCH ROAD, MILFORD Change of use from retail (Use Class Ea) to a café (Use Class Eb).	Milford Local Centre
PRA/2023/01436	9B HIGH STREET, BRAMLEY General Permitted Development Order 2015, Schedule 2 Part 3 Class MA - Prior Approval for Change of use of first floor space & part ground floor space (Class E) to form a residential unit (Class C3).	Bramley Local Centre
WA/2023/02018	9A FARNCOMBE STREET Change of use from tattoo studio (Sui Generis) to a nail salon (Sui Generis)	Farncombe Local Centre

Table 32: Retail permissions by Local Centre from 1 April 2023 to 31 March 2024. (Source: WBC monitoring)

Policy TCS3: Neighbourhood and Village Shops

Target to be achieved:

- Maintain and enhance the vitality and viability of neighbourhood centres

92. Neighbourhood centres are not spatially designated areas and specific shops are not identified in LPP1 or LPP2. However, the Council's retail monitoring process as set out in tables 26-29 keeps a record of any loss or gain of shops anywhere in the Borough. The general trend is a decline in neighbourhood and village shops, however the loss of floorspace is limited compared with losses elsewhere. One of the areas with the biggest loss in local shops has been Beacon Hill, but there have also been losses in Hindhead, Churt, Elstead and smaller centres in Farnham such as Wrecclesham. Some areas have seen an increase in local shops, including an extension to the Village Shop in Hambledon and a new shop to be provided as part of the development at Chapel Fields in Alfold.

Part 4: Future monitoring and AMRs

The Council will continue its programme of monitoring and the next AMR will report on the period 1 April 2024 to 31 March 2025. In the next monitoring year (2024/25), the Council will continue to monitor the effectiveness of Local Plan Parts 1 and 2. The Council will also continue to carry out Duty to Co-operate activities and continue working with neighbourhood planning groups.