

**READING BOROUGH LOCAL PLAN 2013-2036**

**HOUSING IMPLEMENTATION STRATEGY**

**March 2018**

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## 1. INTRODUCTION

- 1.1 The production of a Housing Implementation Strategy is a requirement of the National Planning Policy Framework (NPPF). Paragraph 47 of the NPPF states that local planning authorities will  

“for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target;”
- 1.2 As such, a Housing Implementation Strategy pulls together various evidence on housing delivery to accompany the Local Plan.
- 1.3 This Strategy will firstly demonstrate that a five-year supply of housing exists at the point of production of the Local Plan, when measured against the housing targets in policy H1. Policy H1 of the Pre-Submission Draft Local Plan (November 2017) states that an average of 671 dwellings will be delivered per annum between 2013 and 2036.
- 1.4 The Strategy then sets out the full Housing Trajectory for the plan period up to 2036, to set out the housing supply across the timeframe of the Local Plan.
- 1.5 In accordance with the NPPF, the Strategy then assesses how the five-year housing land supply will change from year to year across the plan period, and whether there are expected to be points where the supply drops below five years.
- 1.6 Finally, the Strategy considers measures that can be taken to ensure that the Local Plan housing targets continue to be met.

## 2. APPROACH

- 2.1 Whilst the production of a five-year housing land supply and housing trajectory follow standard methodologies, there are a number of key decisions and assumptions that have been made, and this section sets these out for clarity.
- 2.2 It is important to note that the five-year supply and the housing trajectory (together with the Housing and Economic Land Availability Assessment, November 2017) all use the same basic information and approach, to ensure consistency across all evidence. The three pieces of work are heavily inter-related. In terms of expected timescales of delivery, the five-year supply is based on a five-year extract from the housing trajectory.

### Buffer

- 2.3 Paragraph 47 of the NPPF states that, in calculating five year housing land supply, an additional buffer (moved forward from later in the plan period) should be included to ensure choice and competition. In general, this should be 5%, but, where there has been a record of persistent under-deliver of housing, this should be increased to 20% to provide a realistic prospect of achieving the planned supply. It must therefore be determined whether a 5% or 20% buffer should be applied in Reading.

**Table 1: Delivery compared to requirements, 1997-2017**

Year	Delivery	Requirement	Over/under provision
1997-1998	467	350	+117
1998-1999	538	350	+188
1999-2000	731	350	+381
2000-2001	371	350	+21
2001-2002	747	350	+397
2002-2003	574	350	+224
2003-2004	761	350	+411
2004-2005	1177	350	+827
2005-2006	656	402	+254
2006-2007	637	514	+123
2007-2008	837	514	+323
2008-2009	782	572	+210
2009-2010	693	611	+82
2010-2011	321	611	-290
2011-2012	312	611	-299
2012-2013	474	611	-137
2013-2014	361	572	-211
2014-2015	635	572	+63
2015-2016	751	572	+179
2016-2017	717	699	+18
<b>Average 1997-2017</b>	<b>627</b>	<b>483</b>	<b>+144</b>

- 2.4 The housing requirements against which delivery should be measured are those that were in place at the beginning of the monitoring year. These were as follows:
- 1997-2005: Berkshire Structure Plan 1991-2006 set a figure of 5,250 for Reading for 1991-2006 (350 per annum);
  - 2005-2008: A replacement Berkshire Structure Plan was adopted in 2005, and this sets figures of 2,010 homes from 2001-2006 (402 per annum), 2,570 from

2006-2011 (514 per annum) and 2,570 again between 2011 and 2016 (514 per annum);

- 2008-2009: Reading's Core Strategy was adopted in January 2008, and this set targets of 572 per annum between 2006 and 2016 and 521 per annum between 2016 and 2026;
- 2009-2013: The housing figures in the Core Strategy were superseded in 2009 by the production of the South East Plan in May 2009, which set a target of 611 per annum for Reading;
- 2013-2016: The South East Plan was revoked in 2013, which meant a reversion to the Core Strategy figures for this period.
- 2016-2017: Although the Core Strategy remains the adopted development plan for this period, the publication of the Berkshire SHMA in February 2016 with an objectively assessed need of 699 per annum in Reading arguably meant that housing supply should be considered against this need in accordance with the NPPF.

2.5 Table 1 shows that, in general, Reading has delivered well against housing requirements. On average, over the twenty years period, there has been an annual overprovision of 144 dwellings against targets. In the twenty years, there have been only four years of under-delivery, which made up the four-year period between 2010 and 2014. The reason for this is not due to a lack of developable land, as levels of permitted homes where development had not started were around 3,000 at this time, but rather was related to the recession. The recession significantly affected housebuilding in Reading, particularly on the complex town centre brownfield sites on which Reading depends. However, housing delivery has bounced back well since 2014, and there is no reason to believe that this will not continue for the immediate future.

2.6 Therefore, in general Reading has an excellent record of delivery against requirements, and it is appropriate to apply a 5% buffer to assess five year housing land supply.

#### **Approach to past under-provision**

2.7 When calculating five year housing land supply, there are two possible methods for how to account for any past under-provision within the plan period.

2.8 The first method is to make up that provision over the entire rest of the plan period, which in the case of the Reading Borough Local Plan would be up to 2036. This is commonly known as the 'Liverpool' approach.

2.9 The alternative method is to make up the shortfall during the next five years of the plan period, and in this case that would mean prior to 2023. This is commonly known as the 'Sedgefield' method.

2.10 There has been a great deal of debate in appeals on which method is preferable, and much has depended on the particular circumstances of the local authority. The general view seems to be that the 'Sedgefield' method is preferable unless it would result in figures that would not be deliverable. In Reading's case, the shortfall is comparatively small, and the 'Sedgefield' approach is therefore used here.

## Windfalls

- 2.11 Windfalls are sites which have not previously been identified and which do not make up part of the identified supply. A reliance on windfalls must be adequately justified by evidence.
- 2.12 We consider that there is a clear case for an allowance for small site windfalls of below ten dwellings. The cut-off for Local Plan allocations and for the HELAA is ten dwellings, and it is therefore logical to assume that smaller sites will continue to come forward in addition. Over the last 15 years (2002-2017), an average of 147 small site windfalls have been completed each year, as set out in Table 2 below. What is also notable is just how robust these figures are, in that they do not decrease to the same extent as larger developments at times when completions overall were badly hit by the recession (2009-2012).
- 2.13 However, this supply of small site windfalls has included an element of development of residential gardens. Paragraph 48 of the NPPF states that local authorities should not include development of gardens within a windfall allowance when calculating 5-year housing land supply. Removing past small site windfalls on garden land therefore gives a revised average of 127 dwellings per year<sup>1</sup>.

**Table 2: Completions on small windfall sites**

Year	Homes completed on small windfall sites (<10 dwellings)	Of which on garden land	Homes completed on small windfall sites not including garden land
2002-2003	164	25	139
2003-2004	140	38	102
2004-2005	141	38	103
2005-2006	152	11	141
2006-2007	157	43	114
2007-2008	177	30	147
2008-2009	203	43	160
2009-2010	193	23	170
2010-2011	134	12	122
2011-2012	117	4	113
2012-2013	134	6	128
2013-2014	114	8	106
2014-2015	155	16	139
2015-2016	127	9	118
2016-2017	103	6	97
<b>Average 1997-2017</b>	<b>147.4</b>	<b>20.8</b>	<b>126.6</b>

- 2.14 No allowance is made for windfalls of more than ten dwellings. It is our experience that such larger windfalls are a regular feature of development in Reading, with changes in a fast-moving market meaning that sites in existing use that had not been anticipated to have particular development potential come forward for development quite quickly. Nevertheless, it is considered that process of identifying sites within the HELAA is more thorough than was often the case in the past, and it is not therefore proposed to rely on larger windfalls for housing.

<sup>1</sup> A longer time period for calculating windfalls, e.g. 20 years, could be seen as more robust. However, the Council does not hold reliable records of which small sites before 2001-2 constituted garden land, and it is therefore preferable to rely on a 15 year period.

## Housing potential of specific sites

- 2.15 Where planning permission has not yet been granted, the potential of specific sites to deliver new housing has been taken from the HELAA, where a full analysis of each site has been carried out. The HELAA formed the basis for the allocations of sites, and in general the Local Plan dwelling range on allocated sites is 20% either side of the HELAA figure. Therefore, as the HELAA figure is the usually mid-point for the dwelling range on allocated sites, this is the figure that is used in the following sections.

## Non-Implementation Rates

- 2.16 Non-implementation or lapse rates are a means of discounting predicted delivery to take account of the fact that not all sites come forward, or come forward in the form expected. It is considered reasonable to include these rates, as otherwise the process would be unlikely to reflect actual delivery on the ground.
- 2.17 Non-implementation rates are set for each site through the HELAA process, taking into account whether the owners or developers have confirmed availability, and are as follows:
- Development commenced - 0%
  - Planning permission granted and availability confirmed - 0%
  - Planning permission granted but availability not confirmed - 10%
  - No planning permission but availability confirmed - 10%
  - No planning permission and availability not confirmed - 20%
- On occasion, where a mix of these statuses is present on different parts of a single site, a rate of 5 or 15% is used. The detailed tables for the housing trajectory clarify which rate has been used for which site.
- 2.18 It has not been possible to base this on an analysis of past non-implementation rates. Calculating such past rates is an extremely complex matter. The Council does monitor number of permissions that lapse in any given year, but in general the issue is not so much that permissions lapse, but that consents are legally implemented with some minor works, or periodically renewed, and then the site sits untouched for many years, or that existing permissions are superseded by new permissions with fewer dwellings or no dwellings at all. There is no straightforward way to calculate this. Past experience is that the rates above appear to be largely robust.

## Delivery rates

- 2.19 By and large, assumptions about delivery rates are based on what was assessed through the HELAA process which, for allocated sites, informed the development timelines in Chapter 10 of the Local Plan. The HELAA process involved a questionnaire around availability and achievability being sent to landowners or developers. Only around half of landowners responded, so for the rest of the sites, assumptions had to be made based on any other site knowledge, such as through pre-application discussions or application processes, or through Local Plan representations made.
- 2.20 Where a site has planning permission, there is usually much better information available, particularly where development is already underway. For this reason, the earlier in the plan period the more accurate the housing figure is likely to be.

For sites that are not yet started, unless there is good reason to believe otherwise, it is assumed that development will begin before the permission expires.

- 2.21 For proposed allocations in the Local Plan, Chapter 10 of the plan contains Figure 10.1, in which the delivery of the proposals is allocated to five year periods - short (2016-2021), medium (2021-2026) and long (2026-2031 and 2031-2036) term. Where no further information is available, the housing trajectory spreads the delivery of those sites across the whole of the relevant period. In reality, for smaller sites, the whole development may be delivered within a single year, but it is rarely possible to identify a specific year this far in advance, so this approach allows for such issues to be smoothed out. Where allocations are expected to come forward in the short term, there is often more information available that allows specific figures in specific years to be identified.

#### Other forms of residential

- 2.22 There are a variety of other forms of residential that do not fit in the C3 use class and are not therefore usually picked up in the annual residential commitment monitoring, but which nevertheless provide an important supply of residential. Planning Practice Guidance clarifies that housing provision should take account of housing for older people, which may be within the C2 residential institution use class. It also states that student accommodation can count towards the housing requirement on the basis that it frees up other housing. Our approach also takes account of houses in multiple occupation (which forms an important source of accommodation in Reading) and other residential institutions. The key is that these should only be included as part of the supply if they have also been factored into need, to ensure consistency.
- 2.23 The different sources of housing have been dealt with as follows:

- ***Student accommodation***

The SHMA looked at whether there is a need for new student housing in Reading to 2036, and did not identify any, although this is clearly very dependent on any growth at the University. Therefore, no additional need is added.

Our approach assumes that four student bedspaces equate to one dwelling. This is based on the fact that, where students occupy traditional housing, it tends to be terraced housing close to the University for 3-5 people.

- ***Houses in Multiple Occupation***

The approach to HMOs is largely similar to that for student accommodation. Small C4 HMOs are already counted as 'dwellings' in our monitoring anyway. For larger 'sui generis' HMOs, it is considered that, where it is a cluster of bedrooms in a dwelling style with shared kitchen and living facilities, it is equivalent to a single dwelling. Where it is bedsits with shared toilet facilities, it is assumed that four bedsits equates to one dwelling. There is no additional need for HMOs identified in the SHMA.

- ***Residential care and other accommodation for older people***

Some accommodation for older people, such as extra care housing, tends to count as a C3 dwelling anyway, where it is a wholly self-contained residential unit, and this section does not therefore apply in those cases.



Provision of residential care, or other specialist housing for older people also potentially frees up existing housing to help meet needs. However, it will not be the case that each residential care (or equivalent) space equates to one dwelling. A partner may stay living in the main home, for instance, or someone may move into care after living with family, either in the main home or in an annexe. The assumption has been made that entirely self-contained units free up one dwelling, whereas in care accommodation with shared facilities, two new residential care spaces free up one new home.

The SHMA has also identified a fairly limited need for new residential care on top of the overall housing need, of 253 bedspaces over the whole plan period. Using the two to one ratio above, a need of 127 over the plan period (or 6-7 per annum), as identified in policy H6 of the Local Plan, is added to the overall housing requirement set out in policy H1. This raises the annual requirement from 671 to 676-677.

- 2.24 No allowance is made for empty homes. Planning Practice Guidance is clear that the use of empty homes in such calculations would need to be robustly justified, and it is not considered that such an approach can be supported in Reading by the evidence. Serviced apartments, which are a common feature of central Reading, are also excluded, as these are not considered to relate to Reading's general housing need.

#### **Additional allowances**

- 2.25 A need has been identified for a new six-form entry secondary school. Work is underway on examining candidate sites for providing this new school, but it is clear that whichever site is chosen, it will almost certainly be one which has already been considered within the HELAA process, and probably one that is considered suitable for another form of development such as housing. Therefore, until such time as a site is identified, this needs to be taken into account within the overall figures as a general allowance as a reduction in housing supply.
- 2.26 Initial work has indicated that a site of around 0.6 ha could be sufficient to accommodate the necessary buildings. The focus for seeking to identify a site will be in and around the town centre, and likely to be a site in a location on the fringe of the town centre. For this reason, the overall loss of housing that would result could be calculated using the town centre fringe density of 200 dph, which on a site of 0.6 ha would mean a loss of 120 dwellings.

### 3. CURRENT FIVE-YEAR HOUSING LAND SUPPLY

- 3.1 The first step in assessing whether a five-year supply can be maintained across the plan period is to assess whether it exists at the beginning of the plan period. The most recent full monitoring of development progress was at 31<sup>st</sup> March 2017, and this therefore forms the base date. The relevant five year period would be from 2018-2023, and the Local Plan is expected to be adopted during the first year of that period.
- 3.2 Table 3 summarises the five year housing land supply situation for 2018-23, and Table 4 itemises the sites that contribute towards this supply. It should be noted that this is a different calculation from the five-year supply set out in the 2017 Annual Monitoring Report showing a 5.23 years supply, because the AMR version is measured against a different requirement (the objectively assessed need of 699 per annum) and includes only existing allocated sites in the Sites and Detailed Policies Document and Reading Central Area Action Plan, rather than proposed allocated sites in the new Local Plan. The AMR version also excludes consideration of non-C3 forms of residential.
- 3.3 It can be seen that for the five-year period, a 6.60 years' supply can be demonstrated.

**Table 3: Five Year Housing Land Supply at 31/03/2017**

*Note: Figures below include non-C3 forms of residential (see paragraphs 2.22-2.24) and will therefore differ from assessments of supply in other documents.*

REQUIREMENT	
Based on Pre-Submission Draft Local Plan (November 2017)	15,571
Net Completions 2013-2017	2,514
Projected Completions 2017-2018	818
Over/under-provision 2013-2018	-53
Residual requirement 2018-2036 (excluding underprovision 2013-2018)	12,186
Total requirement for 5 years 2018-23 (excluding underprovision 2013-2018)	3,385
Total requirement for 5 years 2018-2023 (including full underprovision 2013-2018)	3,438
5% buffer for 5 years 2018-2023	172
<b>Total requirement for 5 years 2018/19-2022/23</b>	<b>3,610</b>

SUPPLY	
Hard commitments (strategic sites, i.e. 10 dwellings+) to be delivered 2018-2023	2,321
Soft commitments (strategic sites) subject to S106 to be delivered 2018-2023	65
Sites with resolution to grant or permission to grant since 31/03/2017 2018-2023	821
Local Plan allocations to be delivered 2018-2023	1,035
Other allowances to be delivered 2018-2023	-114
Allowance for small site windfalls at 127 per annum	635
<b>Total site-specific supply for 5 years 2017/18-2021/22</b>	<b>4,763</b>
<b>This represents a 6.60 years supply (i.e. 4,763/722)</b>	

Annual Figures (Strategic Sites)	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23
TOTAL Annual Supply for Strategic Sites (including Lapsed Rate)	764	1,093	837	734	700

Annual figures (Small Sites)	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23
Total Annual Supply for Small Sites	127	127	127	127	127

<b>Total Supply (Strategic + Small)</b>	<b>891</b>	<b>1,220</b>	<b>964</b>	<b>861</b>	<b>827</b>
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**Table 4: Site-Specific Components of Five-Year Housing Land Supply**

Site address	Area (ha)	No of proposed dwellings	2018 /19	2019/ 20	2020/ 21	2021 /22	2022/ 23
<b>EXISTING COMMITMENTS NOT STARTED</b>							
173-175 Friar Street	0.14	14					
29-35 Station Road	0.05	103		27			
Station Hill Site, Station Hill	2.56	475	100	100	100	100	75
60 Queens Road	0.22	30					
125 Chatham Street	0.11	15	8	7			
Jacksons Corner 1-9 Kings Road	0.98	27	18	11			
Havell House, 62-66 Queens Road	0.06	13	7	6			
Princes House, 73a London Road	0.16	26	26				
114 Oxford Road	0.14	16	16				
160-163 Friar Street	0.06	28	28				
35-38 Friar Street	0.1	25	25				
Former Gas Works Building, Gas Works Road	0.06	20	10	10			
30-31 Friar Street	0.08	25	25				
St Martins Precinct	1.71	40		20	20		
83-85 London Street	0.06	11	11				
40 Silver Street	0.11	14		14			
Building 1 New Century Place, East Street	0.13	75		75			
Building 2 New Century Place, East Street	0.17	58		58			
9 Southern Court, South Street	0.04	16	16				
Crown Street/Silver Street*		53		27	26		
1025-1027 Oxford Road	0.19	10	6	6			
Chazey Farm, The Warren*		39		39			
5-9 Berkeley Avenue	0.63	112		56	56		
1 Castle Crescent	0.28	12	6	6			
St George's Hall, St George's Road	0.31	12	6	6			
The Arthur Clark Home, Dovedale Close	0.48	43	15	14	14		
Land at Conwy Close	1.24	57		29	28		
<b>TOTAL</b>		<b>1253</b>	<b>323</b>	<b>511</b>	<b>244</b>	<b>100</b>	<b>75</b>
<b>TOTAL incl lapse rates (various)</b>		<b>1167</b>	<b>295</b>	<b>473</b>	<b>233</b>	<b>95</b>	<b>71</b>
<b>EXISTING COMMITMENTS UNDER CONSTRUCTION</b>							
Kings Point, 120 Kings Road	0.15	103	103				
Kings Lodge, 194 Kings Road	0.06	18	18				
173-175 Kings Road	0.12	15	15				
Coley Park	1.91	71	40				
Dee Park	16.4	387		49	49		
Elvian School	5	118	50	33			
Kennet Island Phase 3	5.46	546	82	52			
Green Park Village	24.65	737	100	100	100	100	100
Worton Grange	6.17	175	50	50	50	13	
<b>TOTAL</b>	<b>59.92</b>	<b>2170</b>	<b>458</b>	<b>284</b>	<b>199</b>	<b>113</b>	<b>100</b>
<b>TOTAL (no lapse rates on sites U/C)</b>		<b>2170</b>	<b>458</b>	<b>284</b>	<b>199</b>	<b>113</b>	<b>100</b>

<b>PERMITTED SUBJECT TO S106</b>							
Alexander House, 205-207 Kings Road	0.16	56		28	28		
Warwick House, Warwick Road	0.15	10		10			
<b>TOTAL</b>	<b>0.31</b>	<b>66</b>	<b>0</b>	<b>38</b>	<b>28</b>	<b>0</b>	<b>0</b>
<b>TOTAL incl lapse rates (various)</b>		<b>65</b>	<b>0</b>	<b>37</b>	<b>28</b>	<b>0</b>	<b>0</b>
<b>GRANTED/RESOLUTION TO GRANT SINCE 31/03/2017</b>							
Napier Road Junction		315		158	157		
3-4 Wesley Gate, Queens Road		14		14			
Clarendon House, 59-75 Queens Road		49		25	24		
Crown Street and Silver Street (uplift)		27		14	13		
79 Silver Street*		14			14		
Aspen House, Kings Road		78			78		
72 Bath Road		13	13				
Land at the Madejski Stadium		618		100	100	100	100
<b>TOTAL</b>		<b>1,128</b>	<b>13</b>	<b>311</b>	<b>386</b>	<b>100</b>	<b>100</b>
<b>TOTAL incl lapse rates (various)</b>		<b>1,017</b>	<b>12</b>	<b>280</b>	<b>349</b>	<b>90</b>	<b>90</b>
<b>LOCAL PLAN ALLOCATIONS WITHOUT PLANNING PERMISSION</b>							
CR11a: Friar Street & Station Road (remainder)	1.36	67				23	22
CR11b: Friars Walk & Greyfriars Rd (remainder)	0.48	96				10	10
CR11e: North of the Station	6.71	634				43	43
CR11g: Riverside	1.24	255				26	26
CR11i: Napier Court		261				18	18
CR12b: Gr Knollys St & Weldale St	2.53	329				33	33
CR12c: Chatham Street, Eaton Place and Oxford Road		188				38	38
CR13a: Reading Prison	1.44	80				16	16
CR13b: Forbury Retail Park	6.66	1153				77	77
CR13c: Forbury Bus Pk/Kenavon Dr	2.07	156				32	31
CR13d: Gas Holder	0.71	58				12	12
CR14a: Central Pool, Battle Street		97				20	20
CR14b: Reading Family Centre	0.23	19				4	4
CR14c: 17-23 Queen Victoria Street		13			13		
CR14d: 173-175 Friar Street and 27-32 Market Place		53		27	26		
CR14f: 1-5 King Street		20				4	4
CR14h: Central Club, London Street		10				2	2
CR14i: Enterprise House, 89-97 London Street		10				2	2
CR14j: Corner of Crown St/Southampton St	0.08	16				4	3
CR14k: Crown St/Silver St (remainder)	0.38	4				1	1
CR14l: 187-189 Kings Road		27		14	13		
CR14m: Caversham Lock Island		-1				-1	
SR4b: Rear of 3-29 Newcastle Road		22				3	3
WR3a: Former Cox & Wyman, Cardiff Road		89				13	13
WR3e: Yeomanry House, Castle Hill		12				3	3
WR3f: 4 Berkeley Avenue		12				3	3
WR3g: 211-221 Oxford Rd & Prospect Street (remainder)		2		2			
WR3h: Rear of 303-315 Oxford Road	0.22	17				4	4
WR3i: Part of Former Battle Hospital,	2.77	196				40	39

Portman Road							
WR3j: Land at Mouldsford Mews		13				3	3
WR3l: 816 Oxford Road		17				4	4
WR3m: 103 Dee Road		42				9	9
WR3n: Amethyst Lane		40				8	8
WR3p: Alice Burrows Homes Dwyer Road	0.48	22				5	5
WR3r: Charters Car Sales, Oxford Road		15		8	7		
WR3s: Land at Kentwood Hill		51				11	10
WR3t: Land at Armour Hill		15				3	3
CA1a: Reading University Boat Club, Thames Promenade		20		10	10		
CA1d: Rear of 200-214 Henley Road, 12-24 All Hallows Road and 4, 7 and 8 Copse Avenue		21				5	4
CA1e: Rear of 13-14a Hawthorne Road & 282-292 Henley Road		11				3	2
CA1f: Rear of 1 & 3 Woodcote Road and 21 St Peter's Hill		10				2	2
CA2: Caversham Park		40				4	4
ER1a: Woodley Arms PH, Waldeck Street		32		16	16		
ER1b: Dingley House, 3-5 Craven Road		18				4	4
ER1c: Land rear of 8-26 Redlands Road		10				-5	4
ER1d: Land adjacent to 40 Redlands Road		29				6	6
ER1e: St Patricks Hall, Northcourt Avenue*		119				12	12
ER1f: Hamilton Centre, Bulmershe Road		16				4	3
ER1h: Arthur Hill Swimming Pool, 221-225 Kings Road		8				2	2
<b>TOTAL</b>		<b>4444</b>	<b>0</b>	<b>90</b>	<b>98</b>	<b>510</b>	<b>512</b>
<b>TOTAL incl lapse rates (various)</b>		<b>3777</b>	<b>0</b>	<b>79</b>	<b>86</b>	<b>434</b>	<b>436</b>
<b>OTHER ALLOWANCES</b>							
Non-allocated HELAA sites		14			3	3	3
Secondary School site		-120		-60	-60		
<b>TOTAL</b>		<b>-106</b>	<b>0</b>	<b>-60</b>	<b>-57</b>	<b>3</b>	<b>3</b>
<b>TOTAL incl lapse rates (various)</b>		<b>-109</b>	<b>0</b>	<b>-60</b>	<b>-58</b>	<b>2</b>	<b>2</b>
<b>TOTAL FOR ALL (with lapse rates)</b>		<b>8087</b>	<b>764</b>	<b>1,093</b>	<b>837</b>	<b>734</b>	<b>700</b>

\*indicates non-C3 residential, where an equivalent figure is used.

#### 4. HOUSING TRAJECTORY ACROSS PLAN PERIOD

- 4.1 A housing trajectory for market and affordable housing across the plan period is a requirement of paragraph 47 of the NPPF. It is no longer a requirement that the trajectory be included within the Local Plan itself, although the Reading Borough Local Plan does include a summary trajectory at Appendix 1. The full version of the trajectory is set out in Table 5 in tabular form, and Figure 1 in graph form, which itemises the sites that have contributed towards the summary version.
- 4.2 As for the five-year housing land supply, it is important to note that this differs from the version of the housing trajectory included in the 2017 AMR, and it differs for the same reasons as set out in paragraph 3.2.
- 4.3 The trajectory demonstrates how the full housing requirement as set out in policy H1 of the Local Plan will be met across the plan period. What is apparent is that the delivery is expected to be strongest in the earlier half of the plan period, with delivery drying up later in the plan period. This is an issue that the Council has already identified, and the Memorandum of Understanding signed by the four Western Berkshire Housing Market Area authorities recognises this.
- 4.4 There is a very slight differences in the final total for how many homes will be delivered from the calculations in the HELAA. The HELAA has a total delivery of 15,570, whilst the trajectory shows total delivery of 15,564. This is entirely due to the very slightly different way in which the two methodologies account for rounding.

Table 5: Local Plan Full Housing Trajectory 2013/14 to 2035/36 (31st March 2017)

	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	TOTAL	
Small Scale unidentified windfalls (< 10 units)	114	155	127	103	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	2848	
<b>Planning Permissions (strategic)</b>																									
<i>Sites under construction (no lapse rate)</i>																									
120 Oxford Road					6																				6
6-14 Weldale Street					14																				14
21 Caversham Road					11																				11
84 Watlington Street					10																				10
Kings Point, 120 Kings Road						103																			103
Kings Lodge, 194 Kings Road						18																			18
Garrard House 30 Garrard Street					101																				101
173-175 Kings Road						15																			15
34-36 Crown Street					14																				14
Coley Park					31	40																			71
Dee Park	44	31	30	44			49	49																	247
Wells Hall, Upper Redlands Road		-75		17	17																				-41
University of Reading, London Road					53																				53
1a Upper Redlands Road					10																				10
252 Kings Road*					32																				32
79 London Road and 34 Eldon Terrace					6																				6
Elvian School					35	50	33																		118
Kennet Island Phase 3		73	111	90	138	82	52																		546
Green Park Village				26	201	100	100	100	100	100	59														786
Worton Grange					12	50	50	50	13																175
Total Per under construction (10+)					691	458	284	199	113	100	59	0	0	0	0	0	0	0	0	0	0	0	0	0	1872
Total Per u/c (10+) incl lapse rates (0%)					691	458	284	199	113	100	59	0	0	0	0	0	0	0	0	0	0	0	0	0	1872
<i>Sites not started (lapse rate as shown)</i>																									
173-175 Friar Street (10%) <sup>2</sup>						0																			0
29-35 Station Road (10%)							27																		27
Station Hill Site, Station Hill						100	100	100	100	75															475

<sup>2</sup> Percentage indicates applicable lapse rate – see paragraphs 2.16 to 2.18





Road (10%)																								
Total Per subject to S106 (10+)					0	0	38	28	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	66
Total Per subj S106 incl lapse rates (various)					0	0	37	28	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	65
<b>HELAA sites with permission granted/resolution to grant since 2016/17</b>																								
Napier Road Junction (10%)							158	157																315
3-4 Wesley Gate, Queens Road (10%)							14																	14
Clarendon House, 59-75 Queens Road (10%)							25	24																49
Crown Street and Silver Street (uplift) (10%)							14	13																27
79 Silver Street* (0%)								14																14
Aspen House, Kings Road (10%)								78																78
72 Bath Road (10%)						13																		13
Land at the Madejski Stadium (10%)							100	100	100	100	100	100	18											618
Total per since 16/17 (10+)					0	13	311	386	100	100	100	100	18	0	0	0	0	0	0	0	0	0	0	1128
Total per since 16/17 incl lapse rates (various)					0	12	280	349	90	90	90	90	16	0	0	0	0	0	0	0	0	0	0	1017
<b>Allocated Sites (not yet with pp)</b>																								
CR11a: Friar Street and Station Road (remainder unpermitted) (20%)									23	22	22													67
CR11b: Greyfriars Road Corner (20%)									10	10	10	10	10	10	9	9	9	9						96
CR11d: Brunel Arcade and Apex Plaza (20%)													41	40	40	40	40	40	40	40	40	40	40	401
CR11e: North of Station (remainder unpermitted) (15%)									43	43	43	43	42	42	42	42	42	42	42	42	42	42	42	634
CR11f: West of Caversham Road (20%)													10	10	10	10	10	10	9	9	9	9	9	96
CR11g: Riverside (20%)									26	26	26	26	26	25	25	25	25	25						255
CR11i: Napier Court (20%)									18	18	18	18	18	18	17	17	17	17	17	17	17	17	17	261
CR12a: Cattle Market (10%)														45	45	45	45	45	45	45	45	45	45	450
CR12b: Great Knollys Street and Weldale Street (10%)									33	33	33	33	33	33	33	33	33	32						329
CR12c: Chatham Street, Eaton Place and Oxford Road (15%) (remainder unpermitted)									38	38	38	37	37											188
CR12d: Broad Street Mall (20%)														50	50	50	50	50						250
CR12e: Hosier Street (10%)														69	69	69	68	68	68	68	68	68	68	683

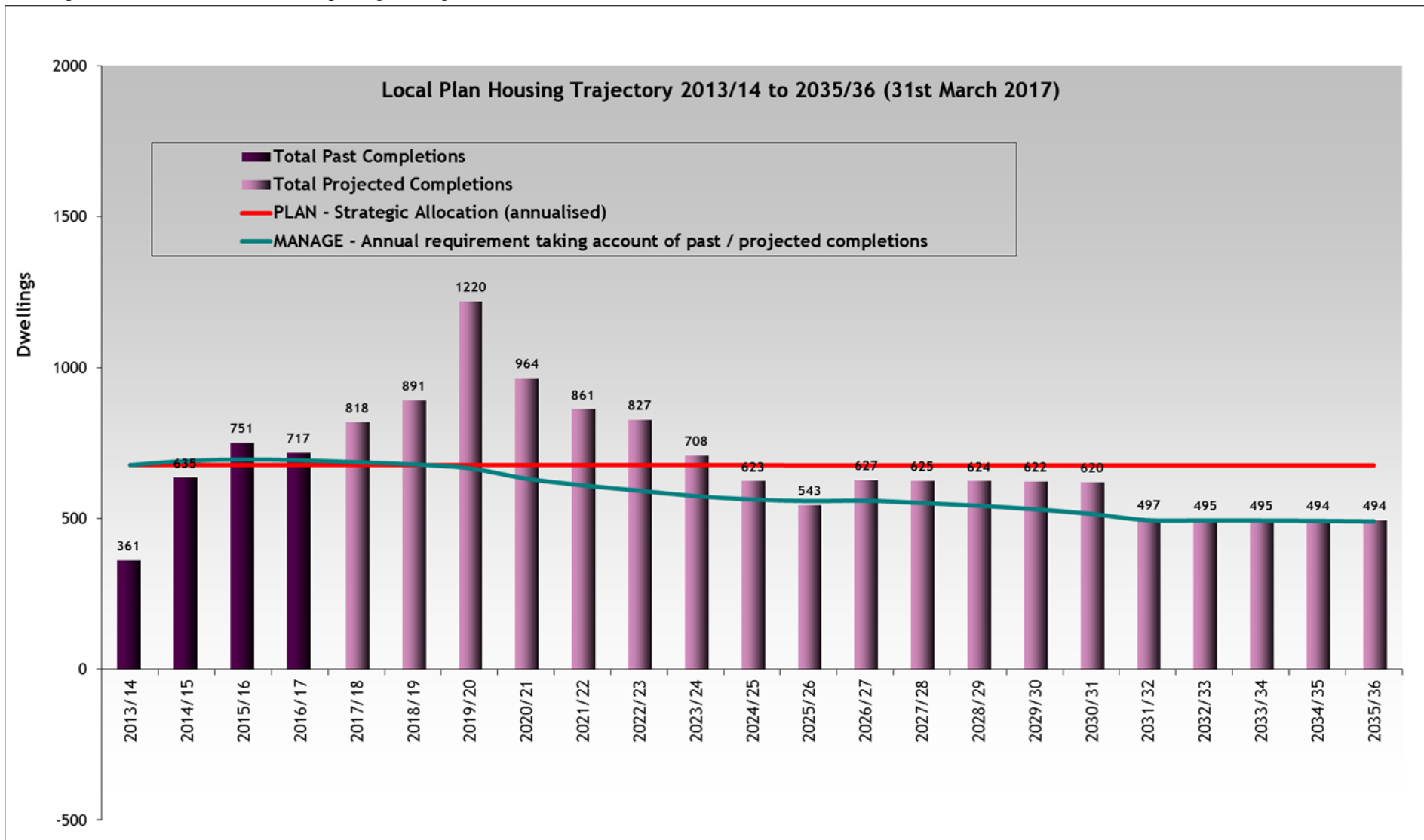
CR13a: Reading Prison (10%)								16	16	16	16	16											80
CR13b: Forbury Retail Park (15%)								77	77	77	77	77	77	77	77	77	77	77	77	77	76	76	1153
CR13c: Forbury Business Park and Kenavon Drive (10%)								32	31	31	31	31											156
CR13d: Gas Holder (20%)								12	12	12	11	11											58
CR14a: Central Pool, Battle Street (10%)								20	20	19	19	19											97
CR14b: Former Reading Family Centre, North Street (10%)								4	4	4	4	3											19
CR14c: 17-23 Queen Victoria Street (10%)							13																13
CR14d: 173-175 Friar Street and 27-32 Market Place (10%)						27	26																53
CR14e: 3-10 Market Place, Abbey Hall and Abbey Square (20%)																							0
CR14f: 1-5 King Street (20%)								4	4	4	4	4											20
CR14h: Central Club, London Street (20%)								2	2	2	2	2											10
CR14i: Enterprise House, 89-97 London Street (20%)								2	2	2	2	2											10
CR14j: Corner of Crown Street & Southampton Street (10%)								4	3	3	3	3											16
CR14k: Corner of Crown Street & Silver Street (remainder) (10%)								1	1	1	1												4
CR14l: 187-189 Kings Road (20%)						14	13																27
CR14m: Caversham Lock Island (10%)								-1															-1
SR2: Land North of Manor Farm Road (20%)														86	86	86	86	86	85	85	85	85	855
SR3: South of Elgar Road (20%)														33	33	33	33	33	33	33	33	33	330
SR4a: Pulleyn Park, Rose Kiln Lane (20%)														9	9	9	9	9	9	8	8	8	86
SR4b: Rear of 3-29 Newcastle Road (20%)								3	3	2	2	2	2	2	2	2	2	2					22
SR4d: 169-173 Basingstoke Road (20%)																							0
WR2: Park Lane Primary School, The Laurels and Downing Road (20%)																							0
WR3a: Former Cox & Wyman, Cardiff Road (10%)						13	13	13	13	13	12	12											89
WR3b: 2 Ross Road and part of Meadow Road (20%)																							0

WR3c: 28-30 Richfield Avenue (20%)																					0	
WR3e: Yeomanry House, Castle Hill (10%)							3	3	2	2	2										12	
WR3f: 4 Berkeley Avenue (20%)							3	3	2	2	2										12	
WR3g: 211-221 Oxford Road, 10 & rear of 8 Prospect Street (20%)						2															2	
WR3h: Rear of 303-315 Oxford Road (20%)							4	4	3	3	3										17	
WR3i: Part of Former Battle Hospital, Portman Road (20%)							40	39	39	39	39										196	
WR3j: Land at Moulford Mews (20%)							3	3	3	2	2										13	
WR3k: 784-794 Oxford Road (20%)																					0	
WR3l: 816 Oxford Road (10%)							4	4	3	3	3										17	
WR3m: 103 Dee Road (20%)							9	9	8	8	8										42	
WR3n: Amethyst Lane (10%)							8	8	8	8	8										40	
WR3p: Alice Burrows Home, Dwyer Road (10%)							5	5	4	4	4										22	
WR3q: Norcot Community Centre, Lyndhurst Road (10%)												4	4	3	3	3					17	
WR3r: Charters Car Sales, Oxford Road (20%)						8	7														15	
WR3s: Land at Kentwood Hill (10%)							11	10	10	10	10										51	
WR3t: Land at Armour Hill (10%)							3	3	3	3	3										15	
CA1a: Reading University Boat Club, Thames Promenade (10%)						10	10														20	
CA1b: Part of Reading Golf Club, Kidmore End Road (10%)												13	13	13	13	13	12	12	12	12	12	125
CA1c: Land at Lowfield Road (10%)												6	6	6	6	6						30
CA1d: Rear of 200-214 Henley Rd, 12-24 All Hallows Rd and 4, 7 and 8 Copse Avenue (20%)							5	4	4	4	4										21	
CA1e: Rear of 13-14a Hawthorne Road & 282-292 Henley Road (10%)							3	2	2	2	2										11	
CA1f: Rear of 1 & 3 Woodcote Road and 21 St Peter's Hill (20%)							2	2	2	2	2										10	
CA2: Caversham Park (20%)							4	4	4	4	4	4	4	4	4						40	
ER1a: Woodley Arms PH, Waldeck Street (10%)						16	16														32	

ER1b: Dingley House, 3-5 Craven Road (10%)								4	4	4	3	3												18
ER1c: Land rear of 8-26 Redlands Road (10%)								-5	4	4	4	3												10
ER1d: Land adjacent to 40 Redlands Road (10%)								6	6	6	6	5												29
ER1e: St Patricks Hall, Northcourt Avenue* (10%)								12	12	12	12	12	12	12	12	12	11							119
ER1f: Hamilton Centre, Bulmershe Road (10%)								4	3	3	3	3												16
ER1h: Arthur Hill Swimming Pool, 221-225 Kings Road (20%)								2	2	2	1	1												8
ER1i: 261-275 London Road (20%)													3	3	3	2	2							13
ER1k: 131 Wokingham Road (20%)													2	2	2	2	2							10
<b>Total Local Plan sites</b>				0	0	90	98	510	512	504	476	471	594	591	590	588	586	438	436	436	435	435	7790	
<b>Local Plan sites including lapse rate (mixed)</b>				0	0	79	86	434	436	430	405	400	500	498	497	495	493	370	368	368	367	367	6593	
<b>Other allowances</b>																								
Non-allocated HELAA sites (20%)								3	3	3	3	2												14
Allowance for secondary school site (0%)							-60	-60																
<b>Other allowances total</b>				0	0	-60	-57	3	3	3	2	0	0	0	0	0	0	0	0	0	0	0	0	-109
<b>Other allowances total including lapse rates (various)</b>				0	0	-60	-58	2	2	2	2	0	0	0	0	0	0	0	0	0	0	0	0	-109
<b>Total Past Completions (Housing)</b>	361	635	751	717																				2464
<b>Total Past Completions (Non-C3 Resi)</b>	0	-41	-5	96																				50
<b>Total Past Completions</b>	361	594	746	813																				2514
<b>Total Projected Completions</b>					818	891	1220	964	861	827	708	623	543	627	625	624	622	620	497	495	495	494	494	13050
<b>Cumulative Completions</b>	361	955	1701	2514	3332	4223	5443	6407	7268	8095	8803	9426	9970	10597	11222	11846	12468	13088	13585	14080	14575	15069	15564	
<b>MONITORING AGAINST OBJECTIVELY ASSESSED NEEDS</b>																								
<b>PLAN - Housing (per annum)</b>	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	671	15433
<b>PLAN - Non-C3 residential (resi equiv p.a.)</b>	6	6	6	6	6	6	6	6	6	6	6	6	5	5	5	5	5	5	5	5	5	5	5	127
<b>PLAN - Strategic Allocation (annualised)</b>	677	677	677	677	677	677	677	677	677	677	677	677	676	676	676	676	676	676	676	676	676	676	676	15560
<b>MONITOR - No dwellings above or below cumulative allocation</b>	-316	-399	-330	-194	-53	161	704	991	1175	1325	1356	1302	1170	1121	1070	1018	964	908	729	548	367	185	4	

MANAGE - Annual requirement taking account of past / projected completions	677	691	695	693	687	679	667	632	610	592	574	563	558	559	551	542	531	515	494	494	493	492	491	
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Figure 1: Local Plan Housing Trajectory 2013/14 to 2035/36 (31<sup>st</sup> March 2017)



## 5. PREDICTED FIVE-YEAR HOUSING LAND SUPPLY ACROSS PLAN PERIOD

- 5.1 It is possible to predict how the five-year supply of housing would change across the plan period, assuming that the delivery of housing each year is as predicted in the housing trajectory. This is summarised in Table 6.
- 5.2 In terms of methodology, there are two main points during the plan period at which the way the 5 year land supply is calculated change. Firstly, at some point the past under-provision is eliminated, and no longer needs to be taken account of using either the 'Liverpool' or 'Sedgefield' method. It is currently estimated that the under-provision will be eliminated at the end of the 2017-18 period.
- 5.3 Secondly, for the final five years of the plan period, the 5-year supply no longer needs to take account of a 5% buffer. As set out in the NPPF, the 5% buffer is not an additional requirement, rather it is moved forward from the end of the plan period. Once the end of the plan period is reached, there is no longer a need to bring anything forward, and that means that the final 5 year period 2031 to 2036 (calculated for 2029/30) does not include a buffer. Of course, in practice much is likely to have changed by that point, with five-yearly plan reviews and other changes, but this represents the best possible snapshot at this point.
- 5.4 As set out above, this calculation is dependent on the predicted annual delivery, and it is inevitable that this will not be exactly as predicted. However, it illustrates that it should be possible to maintain a five-year land supply across much of the plan period.
- 5.5 The periods for which the land supply dips below five years are those in the last seven years of the plan period. This arises solely due to the need to apply a 5% buffer. This issue is highlighted in paragraph 5.3 above, and does not apply to the final period, because the buffer is not applied (although 4.98 years are shown, this is only below 5 years due to the effect of rounding). It could be argued that the degree to which a buffer is applied ought to gradually decline towards the end of the plan period, and therefore smooth this issue out, but this has not been taken into account in our methodology.



Table 6: Maintaining a five-year housing land supply across the plan period

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36			
Base year				◆		6.60 years																				
Year 1					◆	6.53 years																				
Year 2						◆	5.99 years																			
Year 3							◆	5.55 years																		
Year 4								◆	5.34 years																	
Year 5									◆	5.18 years																
Year 6										◆	5.14 years															
Year 7											◆	5.18 years														
Year 8												◆	5.30 years													
Year 9													◆	5.15 years												
Year 10														◆	5.01 years											
Year 11															◆	4.88 years										
Year 12																◆	4.79 years									
Year 13																	◆	4.98 years								

Year at end of which 5 year housing land supply is assessed

5-year period covered



## **6. MAINTAINING A FIVE-YEAR HOUSING LAND SUPPLY ACROSS PLAN PERIOD**

- 6.1 This section discusses the measures that the Council can take to ensure that a five-year supply is maintained across the plan period, should there be any issues with the anticipated delivery. In many ways, the context for the Local Plan makes it difficult to have fallback options should a five-year supply cannot be demonstrated, because the Council is already seeking to make use of all of the suitable, available and achievable housing sites in Reading. Other authorities might have options such as the release of reserve sites, but in Reading's Local Plan, no sites that would otherwise be appropriate to develop are being held back.

### **Monitoring**

- 6.2 The existing monitoring arrangements that the Council has in place can be expected to pick up any issues with maintaining a five-year supply in good time. Development progress is measured at the end of each monitoring year, and a Residential Commitments document is published. This feeds into an Annual Monitoring Report, which the Council produces in December each year, which contains both an updated housing trajectory and a five-year housing land supply. In addition, there is an expectation that the HELAA will be updated regularly. This should mean that an expected lack of five-year supply can be picked up in good time and allow the Council to consider how it should be addressed.

### **Meeting needs across the Housing Market Area**

- 6.3 The Local Plan already identifies that Reading cannot meet its full need for housing within its boundaries. The Plan identifies a shortfall of 644 dwellings in total across the plan period (see policy H1). This means that, should insufficient land be available in Reading to meet the housing targets, this will be likely to simply add to the pressure on the rest of the Housing Market Area.
- 6.4 The four authorities in the Western Berkshire Housing Market Area<sup>3</sup> have signed a Memorandum of Understanding relating to Reading's unmet need in October 2017. This recognises that Reading will not be able to meet its needs in full, and commits the HMA as a whole to meeting the full needs arising within its boundaries. The MoU identifies the shortfall as being within the range of 500 and 1,000 dwellings. The identified Local Plan shortfall of 644 dwellings is towards the lower end of that range. There is therefore scope for this to increase but still be within the range discussed under the duty to co-operate.
- 6.5 As the pressure is likely to arise in the later years of the plan period, it is anticipated that, should monitoring measures identify an issue that will result in needing to make up a larger shortfall than the Local Plan identifies, this can inform duty to co-operate discussions around later iterations of Reading's own Local Plan (which now need to be reviewed on a

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<sup>3</sup> Bracknell Forest Borough Council, Reading Borough Council, West Berkshire District Council and Wokingham Borough Council

five-yearly basis) and around the Local Plans of other local authorities in the area.

#### **Local Plan reviews**

- 6.6 Under Regulation 4 of the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017, which comes into force in April 2018, the Local Plan will need to be reviewed within a five-year period beginning on the date of adoption. Based on the dates in Reading's most recent Local Development Scheme, this will mean needing to have completed the plan review by January 2024.
- 6.7 Table 6 estimates that the first point at which demonstrating a five year supply may become difficult is at the end of the 2026/27 year. This will be within the period of producing the Council's second five-yearly review of the Local Plan. If this is the case, this will represent an opportunity to resolve this issue within the plan, by identifying other sites (which may have become available within the preceding ten years) or through duty to co-operate discussions.

#### **Local authority land and housebuilding**

- 6.8 Reading Borough Council regularly reviews the use of its own land, which can free up sites for housing. This has resulted in a number of sites being identified in the HELAA and brought forward as Local Plan allocations. There are additional significant sites over and above these HELAA sites and allocations that are known to be surplus, but changes in the way the Council operates over the plan period may result in other sites becoming available.
- 6.9 The Council is also keen to take any opportunities that may arise to build its own homes. Work has recently begun on 57 homes at a site at Conwy Close. Whilst the availability of land is a constraint on such housebuilding, the ability of the Council to fund such developments is a very significant barrier. Any changes in the ability of the Council to finance local authority housebuilding during the 20 year life of the plan could result in a boost to housing supply. The HELAA looked at the possibility of reconfiguration of some of Reading's older, primarily Council-owned estates, and noted significant achievability issues, which prevented these sites being included within forecast supply. However, if changes to how development is financed enabled these issues to be overcome, there could be some additional supply.

#### **Rebalancing of office and housing on mixed-use sites**

- 6.10 It may be that, as economic conditions change through the plan period, some sites currently identified for office development, would be proposed with a greater balance towards residential than is currently factored into the figures. This particularly refers to mixed use sites in the town centre which contain both offices and residential. Many of these have existing planning permissions, which is why they are not considered to have greater potential in the HELAA, but alternative applications may come forward. If this were to happen, it would assist in maintaining a five-year supply.

- 6.11 It should be clarified that the above refers to offices rather than other forms of employment, and it does not refer to land protected as Core Employment Areas. The Local Plan currently anticipates exceeding the office need for Reading, but does not do so for industrial and warehouse need, so there is not the same level of flexibility in those uses.