

## REVISED LOCAL PLAN HOUSING TRAJECTORY APRIL 2019

- 1.1 This revised version of the Local Plan Housing Trajectory has been produced to comply with the Inspector's request in the Post-Hearing Advice (EI014) that policy H1 of the Local Plan be updated to incorporate the latest information on completions and planning permissions, as well as changes to dwelling figures in site allocations. A revised Housing Trajectory to show the delivery of these dwellings was part of this request.
- 1.2 The revised Housing Trajectory demonstrates an increase in provision during the 2013-2036 period over the version in the Submission Draft Local Plan. The annual provision increases from 671 homes per year to 689, which reduces the size of the shortfall that cannot be accommodated within the Borough from 644 dwellings in total to 230. The consequential amendments to policy H1 and its supporting text (as well as to other parts of the Local Plan) are set out at the end of this note.
- 1.3 There are a number of reasons for changes to the Trajectory. These are explained in general below, although this is not a comprehensive description of each change for each site.
- 1.4 Firstly, the Main Modifications which have been identified by the Inspector include **changes to the allocations**. Specifically, this relates to CR12b (Great Knollys Street and Weldale Street) and CR13c (Forbury Business Park and Kenavon Drive). In both cases, the amount of dwellings which could be accommodated on the site according to the policy has increased, and the Trajectory takes this into account.
- 1.5 The Trajectory also now includes two years' worth of data on **new completions**, for 2017-18 and 2018-19. Completions of new dwellings were 700 in 2017-18 and 910 in 2018-19. The completions of non-C3 residential, comprising residential care, houses in multiple occupation or student accommodation, equated to 36 dwellings in 2017-18 and 42 in 2018-19, using the approach to converting these figures from the HELAA.
- 1.6 There are a number of **new or revised permissions** since the last version of the Trajectory. In the most recent monitoring year, 2018-19, over 2,500 new dwellings have received planning permission, the highest level for many years. The vast majority of these were on sites which were already accounted for in the Trajectory, either as Local Plan allocations or as sites with a resolution to grant permission subject to a Section 106 agreement, but there were some exceptions which were entirely new. By far the largest of these was Green Park Village Phase 6A, which involves developing 339 dwellings in place of the permitted office element (16,000 sq m) of the Green Park Village mixed use development.
- 1.7 There have been a number of **expired permissions**, virtually all of which have been for conversion of office to residential under permitted development rights. A site-by-site judgement is made on how the Trajectory should account for each of these sites. Two of these cases were conversions of offices within site CR11a (Friar Street and Station Road). In these cases, it has been assumed that the offices to be converted will

instead form part of the redevelopment advocated in policy, and the allowance for CR11a in the Trajectory has been revised accordingly using the same methodology as used in the HELAA for the rest of this site. In other cases, the sites have been removed entirely, as the Council's experience is that a proportion of office to residential prior approvals are never anything more than a theoretical exercise, and will remain in office use. One such expired prior approval (60 Queens Road) has now been refurbished for more up-to-date office accommodation.

- 1.8 **Up-to-date site-related information** has been taken into account, for instance where monitoring shows that a site is under construction or about to commence. Another frequent issue is that the expected delivery of allocated sites where there has not yet been a planning permission has often been pushed back. National policy does not generally expect such sites to form part of a five-year supply of deliverable sites unless there is good reason to believe that delivery will take place within that period (see Glossary of the NPPF for the definition of 'deliverable'), so the delivery has generally been pushed back to after the five-year period ends (2024) unless there is more information. In other cases, permissions have been superseded by proposals for non-residential uses, in particular for hotels or serviced apartments, and are now not expected to deliver housing, or are not expected to come forward in the plan period for other reasons.
- 1.9 The row with an **allowance for 'non-allocated HELAA sites'** has been deleted. The only site in this category, the Private Car Park at East Street, has now been permitted for student accommodation on appeal and appears elsewhere in the Trajectory.
- 1.10 The **need for non-C3 residential** has increased from 5-6 per annum (127 total) to 16-17 per annum (377 total). This is because Main Modification MM22 now broadly accepts a level of current need for student accommodation, amounting to approximately 1,000 bedspaces (based on the UoR's accommodation guarantee). National policy is clear that institutional forms of housing such as student accommodation can only count to meeting housing needs if identified needs for that form of housing also form part of the assessment. This level of need should therefore be factored into the trajectory, given that known student accommodation supply is already being counted. Using the 4 to 1 ratio for converting bedspaces to dwellings which is used elsewhere in the trajectory and other monitoring information, this equates to a 250 dwelling need, or 10-11 dwellings per annum, in addition to the existing 5-6 which come from the need identified in the SHMA for residential care.

## Local Plan Full Housing Trajectory 2013/14 to 2035/36 (31st March 2019)

	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)	123	129	80	103	141	124	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	2859	
<b>Planning Permissions (strategic)</b>																									
<b>Sites under construction (no lapse rate)</b>																									
Jacksons Corner 1-9 Kings Road							18	15																	33
114 Oxford Road								16																	16
3-4 Wesley Gate, Queens Road							14	4																	18
Clarendon House, 59-75 Queens Road (conversion)							49																		49
Former Cooper BMW, Kings Meadow Road								315																	315
13-21 Crown Street and 27 Silver Street								80																	80
5-9 Berkeley Avenue							54	34	24																112
1 Castle Crescent							12																		12
St Georges Hall, St Georges Road							12																		12
Aspen House, Kings Road (conversion)							78																		78
Elvian School					35	73	10																		118
Land at Conwy Close						13	44																		57
Green Park Village				26	60	249	98	101	101	101	100														836
Worton Grange					33	66	76																		175
Total Per under construction (10+)							465	565	125	101	100	0	0	0	0	0	0	0	0	0	0	0	0	0	1356
Total Per u/c (10+) incl lapse rates (0%)							465	565	125	101	100	0	0	0	0	0	0	0	0	0	0	0	0	0	1356
<b>Sites not started (lapse rate as shown)</b>																									
Bristol and West Arcade, Market Place (10%) <sup>1</sup>								22	21																43
29-35 Station Road (10%)								0																	0
Station Hill Site, Station Hill (5%)								100	100	100	100	75													475
Havell House, 62-66 Queens Road (10%)								13																	13
160-163 Friar Street (10%)								0																	0
35-38 Friar Street (10%)								0																	0

<sup>1</sup> Percentage indicates applicable lapse rate – see note at the end of the table





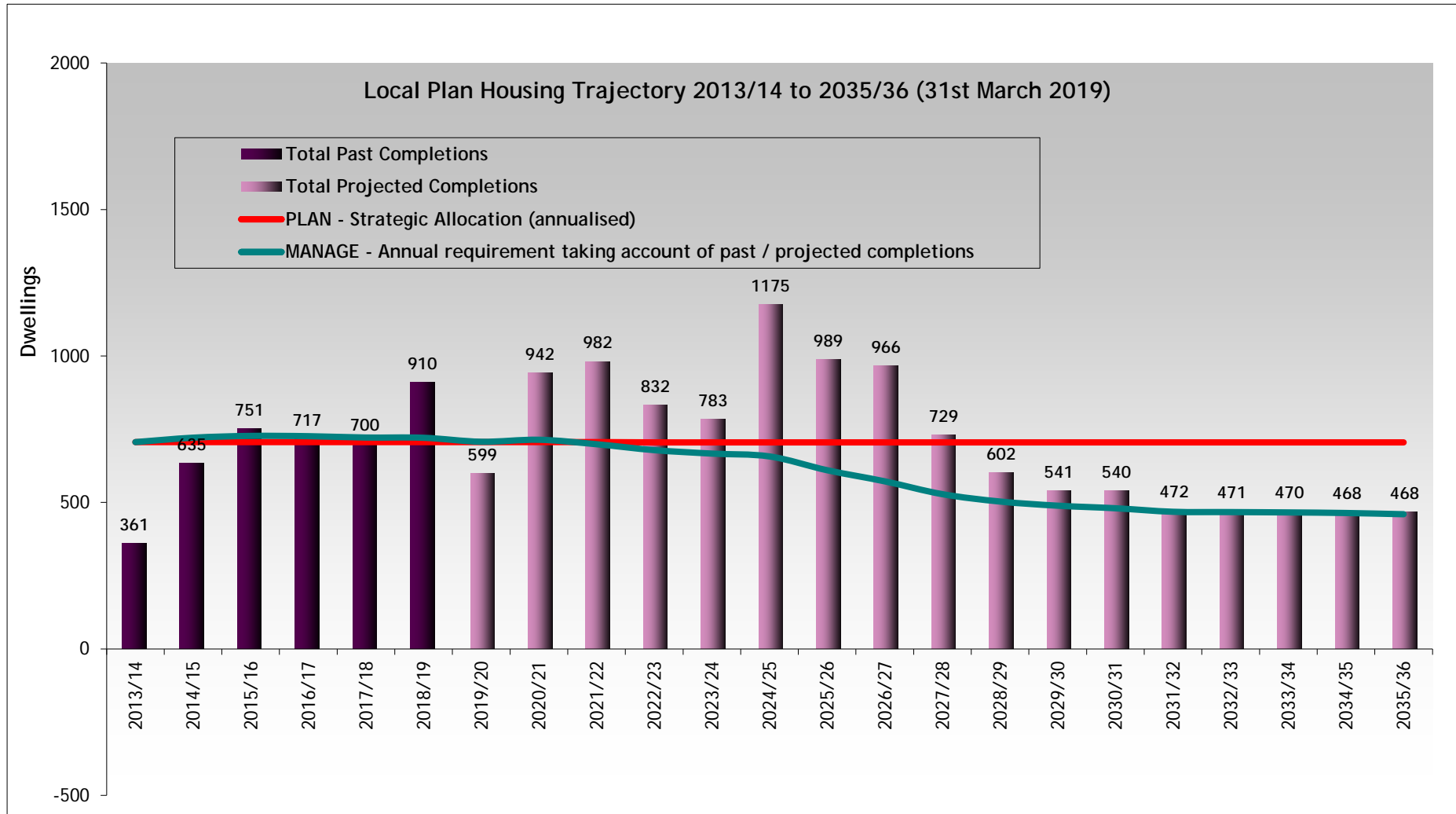








Local Plan Housing Trajectory 2013/14 to 2035/36 (31<sup>st</sup> March 2019)



## Proposed changes to Policy H1

### *H1: PROVISION OF HOUSING*

*Provision will be made for at least an additional ~~15,433~~ 15,847 homes (averaging ~~671~~ 689 homes per annum) in Reading Borough for the period 2013 to 2036.*

*The Council will continue to work with neighbouring authorities within the Western Berkshire Housing Market Area to ensure that the shortfall of ~~644~~ 230 dwellings that cannot be provided within Reading will be met over the plan period.*

- 4.4.1 There is a pressing need for additional housing in Reading and the surrounding area. The six Berkshire authorities (Reading Borough Council, Bracknell Forest Borough Council, Slough Borough Council, West Berkshire District Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council) together with the Thames Valley Berkshire Local Enterprise Partnership co-operated on the production of a Berkshire (with South Bucks) Strategic Housing Market Assessment, which reported in February 2016<sup>70</sup>. This study identified the Housing Market Areas within which the Berkshire authorities should work, and set out levels of housing need between 2013 and 2036.
- 4.4.2 The SHMA identifies Reading as being part of a Western Berkshire Housing Market Area, together with West Berkshire, Wokingham and Bracknell Forest. Within this area, an 'objectively assessed need' is identified for a total of 2,855 new homes every year up to 2036. Reading's share of this need is 699 homes per year, or a total of 16,077 between 2013 and 2036. The expectation in the NPPF is that local planning authorities should meet their need unless they can demonstrate that doing so is not possible.
- 4.4.3 However, Reading is a very tightly defined urban area, and sites for new development are limited. The undeveloped land that does exist is mainly either in the functional floodplain or is important public open space. Provision of new housing therefore involves a heavy reliance on previously developed land, and the supply of such sites constrains the amount of housing that can be delivered in the Borough. The Council therefore needs to set targets for housing provision that are capable of being met.
- 4.4.4 It is considered that of the 16,077 homes needed, ~~15,433~~ 15,847 can be delivered in Reading Borough, which equates to ~~671~~ 689 dwellings per annum. A Housing and Economic Land Availability Assessment<sup>71</sup> (HELAA) has demonstrated that this is the level of housing development that Reading can realistically accommodate in the plan period. This uses a methodology that has been jointly agreed with four other Berkshire authorities, and examines each site with potential for ten dwellings or more, in terms of its development capacity, suitability, availability and achievability, as well as making an allowance for windfall development on sites of less than ten dwellings. The HELAA was carried out in November 2017, but the information on housing supply has been updated to 31<sup>st</sup> March 2019. The expected provision breaks down as follows:

Total need for Reading Borough <a href="#">2013-36</a>	16,077 homes
Minus completed 2013- <del>2017</del> -2019	<del>2,514</del> 4,202 homes
Minus permitted or resolution to grant (>10 dwellings) at <del>November 2017</del> -31 <sup>st</sup> March 2019 <sup>72</sup>	<del>4,153</del> 4,696 homes
Minus allowance for small site (<10 dwellings) windfalls at 127 per year- <del>2017</del> 2019-2036	<del>2,413</del> 2,159 homes
Remainder not already identified	<del>6,997</del> 5,020 homes
Identified in Local Plan	<del>6,349</del> 4,790 homes
Shortfall to be accommodated elsewhere in HMA	<del>644</del> 230 homes

4.4.5 [The Local Plan includes a Housing Trajectory at Appendix 1, which sets out how the housing requirement in policy H1 is expected to be met over the plan period, including forecast completions for each year. The Housing Trajectory will be kept up to date and a revised version published each December in the Council's Annual Monitoring Report \(AMR\). The AMR will also include an up-to-date assessment of the five-year housing land supply, a requirement of national policy. This will highlight any issues with the delivery of new homes, and whether there is any need to address issues through measures such as a plan review or through discussions with other authorities under the duty to co-operate.](#)

4.4.56 Delivering the level of housing set out in policy H1 will mean that there is a shortfall of [644-230](#) dwellings when considered against Reading's need. This will need to be accommodated elsewhere within the Western Berkshire Housing Market Area. The other three authorities within the HMA recognise that there will be issues with Reading's ability to accommodate its need within its own boundaries, and this issue is set out within the West of Berkshire Spatial Planning Framework to which the four authorities have signed up<sup>73</sup>. There will be continuing dialogue on this matter between the affected authorities which will inform local plans. Where agreement is reached, it will be for individual authorities' Local Plans to specify where development will be located.

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<sup>70</sup> [http://www.reading.gov.uk/media/2959/Housing-Market-Assessment/pdf/Berkshire\\_Strategic\\_Housing\\_Market\\_Assessment\\_Feb\\_2016.pdf](http://www.reading.gov.uk/media/2959/Housing-Market-Assessment/pdf/Berkshire_Strategic_Housing_Market_Assessment_Feb_2016.pdf)

<sup>71</sup> Available at <http://www.reading.gov.uk/readingldf>

<sup>72</sup> Including appropriate non-implementation rates

<sup>73</sup> <http://www.bracknell-forest.gov.uk/west-of-berkshire-spatial-planning-framework-final.pdf>

## Proposed Changes to Section 10: Implementation

*Make the following alterations to the entries on Figure 10.1*

- *CR11a - change from In Progress/Short/Medium to Short/Medium/Long (26-31)*
- *CR11i - change from Medium/Long (26-31) to Medium/Long (26-31)/Long (31-36)*
- *CR12b - change from In Progress/Short/Medium to Short/Medium/Long (26-31)*
- *CR12c - change from Short/Medium to In Progress/Short/Medium/Long (26-31)*
- *CR12d - change from Long (26-31) to Medium*
- *CR14a - change from Short to Short/Medium*
- *CR14k - change from Medium to In Progress*
- *CR14l - change from Short to Medium*
- *SR1b - change from Short to In Progress*
- *WR1 - change from In Progress/Short to In Progress/Short/Medium*
- *WR3r - change from Short to Medium*
- *CA1a - change from Short to Medium*

## Proposed Changes to Section 11: Monitoring

- 11.1.4 This Local Plan proposes to provide the vast majority, but not all, of Reading's housing need. A shortfall of ~~644-230~~ dwellings has been identified, to be provided elsewhere in the Western Berkshire Housing Market Area. The Council will play an active role in promoting the provision of these homes in other authorities, and will monitor progress in their provision. This will include the progress of other local authorities within the Housing Market Area in undertaking Local Plan reviews that help to meet the shortfall, and the progress in delivering homes against housing targets set out in Local Plans, including maintaining a five-year housing land supply.
- 11.1.5 Where monitoring, particularly the updated housing trajectory that will be published in the Annual Monitoring Report, demonstrates that there will not be sufficient progress on meeting this shortfall, the Council will consider the reasons for this, and will consider whether the extent of the lack of progress is sufficient to trigger a full or partial review of the Local Plan.

*Make the following change to Figure 11.1*

Amount of new housing delivered (net change)	H1	<del>671-689</del>	Annual	RBC	Annual	AMR
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Proposed changes to Appendix 1: Housing Trajectory

Appendix 1: Housing Trajectory 2013/14 to 2035/36 as at 31st March [2017-2019](#)

	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 sites (<10 units)	123	129	80	103	<del>127</del> 141	<del>127</del> 124	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	127	<del>2848</del> 2859	
Permitted and under constr (10+), no lapse rate					<del>694</del>	<del>458</del>	<del>284</del> 465	<del>199</del> 565	<del>113</del> 125	<del>100</del> 101	<del>59</del> 100	0	0	0	0	0	0	0	0	0	0	0	0	0	<del>1904</del> 1356
Permitted and not started (10+), incl lapse rate					<del>295</del>	<del>473</del>	<del>233</del> 7	<del>95</del> 370	<del>74</del> 697	<del>0</del> 489	<del>0</del> 448	<del>0</del> 505	<del>0</del> 332	<del>0</del> 270	<del>0</del> 145	<del>0</del> 59	0	0	0	0	0	0	0	0	<del>1167</del> 3322
Permitted subject to S106 (10+), incl lapse rate					0	0	<del>37</del> 0	<del>28</del> -1	<del>0</del> 19	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	<del>65</del> 18
Permitted since 15/16 <sup>127</sup> (10+), 10% lapse rate					0	12	280	349	90	90	90	90	16	0	0	0	0	0	0	0	0	0	0	0	4017
Sites in Local Plan, 10% or 20% lapse rate	0	0	0	0	0	0	<del>79</del> 0	<del>86</del> 0	<del>434</del> 14	<del>436</del> 115	<del>430</del> 108	<del>405</del> 543	<del>400</del> 530	<del>500</del> 569	<del>498</del> 458	<del>497</del> 417	<del>495</del> 414	<del>493</del> 413	<del>370</del> 345	<del>368</del> 344	<del>368</del> 343	<del>367</del> 341	<del>367</del> 341	<del>6593</del> 5295	
Other allowances					0	0	<del>60</del> 0	<del>58</del> -120	<del>2</del> 0	<del>2</del> 0	<del>2</del> 0	<del>2</del> 0	0	0	0	0	0	0	0	0	0	0	0	0	<del>109</del> -120
Past completions (C3 housing)	361	635	751	717	<u>700</u>	<u>910</u>																			<del>2464</del> 4074
Past completions (non-C3 residential) <sup>128-127</sup>	0	-41	-5	96	<u>36</u>	<u>42</u>																			<del>50</del> 128
Total past completions (all)	361	594	746	813	<u>736</u>	<u>952</u>																			<del>2514</del> 4202
Total projected completions					<u>818</u>	<u>891</u>	<u>1220</u> 599	<u>964</u> 942	<u>861</u> 982	<u>827</u> 832	<u>708</u> 783	<u>623</u> 1175	<u>543</u> 989	<u>627</u> 966	<u>625</u> 729	<u>624</u> 602	<u>622</u> 541	<u>620</u> 540	<u>497</u> 472	<u>495</u> 471	<u>495</u> 470	<u>494</u> 468	<u>494</u> 468	<u>494</u> 468	<del>13050</del> 12030
Cumulative completions	361	955	1701	2514	<u>3332</u> 3250	<u>4223</u> 4202	<u>5443</u> 4801	<u>6407</u> 5743	<u>7268</u> 6724	<u>8095</u> 7556	<u>8803</u> 8339	<u>9426</u> 9514	<u>9970</u> 10504	<u>10597</u> 11470	<u>11222</u> 12200	<u>11846</u> 12802	<u>12468</u> 13343	<u>13088</u> 13883	<u>13585</u> 14356	<u>14080</u> 14826	<u>14575</u> 15296	<u>15069</u> 15764	<u>15564</u> 16232		
<b>MONITORING AGAINST LOCAL PLAN TARGETS</b>																									
PLAN - Housing (per annum)	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<u>699</u> <u>689</u>	<del>15433</del> 15847
PLAN - Non-C3 residential (resi equiv per annum) <sup>128-127</sup>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>17</u>	<u>6</u> <u>16</u>	<u>6</u> <u>16</u>	<u>6</u> <u>16</u>	<u>6</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<u>5</u> <u>16</u>	<del>127</del> 377
PLAN - Total strategic allocation (annualised)	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>706</u>	<u>677</u> <u>705</u>	<u>677</u> <u>705</u>	<u>677</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<u>676</u> <u>705</u>	<del>15560</del> 16224
MONITOR - No dwellings above or below cumulative allocation	<del>-316</del> <u>-345</u>	<del>-399</del> <u>-457</u>	<del>-330</del> <u>-417</u>	<del>-194</del> <u>-310</u>	<del>-53</del> <u>-280</u>	<del>-161</del> <u>-34</u>	<del>-704</del> <u>-141</u>	<del>991</del> <u>95</u>	<del>1175</del> <u>370</u>	<del>1325</del> <u>497</u>	<del>1356</del> <u>575</u>	<del>1302</del> <u>1045</u>	<del>1170</del> <u>1330</u>	<del>1121</del> <u>1591</u>	<del>1070</del> <u>1616</u>	<del>1018</del> <u>1513</u>	<del>964</del> <u>1349</u>	<del>908</del> <u>1184</u>	<del>729</del> <u>952</u>	<del>548</del> <u>717</u>	<del>367</del> <u>482</u>	<del>185</del> <u>245</u>	<del>4</del> <u>8</u>		

MANAGE - Annual requirement taking account of past / projected completions	<del>677</del> <u>706</u>	<del>691</del> <u>721</u>	<del>695</del> <u>727</u>	<del>693</del> <u>726</u>	<del>687</del> <u>722</u>	<del>679</del> <u>721</u>	<del>667</del> <u>707</u>	<del>632</del> <u>714</u>	<del>610</del> <u>699</u>	<del>592</del> <u>679</u>	<del>574</del> <u>667</u>	<del>563</del> <u>657</u>	<del>558</del> <u>610</u>	<del>559</del> <u>572</u>	<del>551</del> <u>528</u>	<del>542</del> <u>503</u>	<del>531</del> <u>489</u>	<del>515</del> <u>480</u>	<del>494</del> <u>468</u>	<del>494</del> <u>467</u>	<del>493</del> <u>466</u>	<del>492</del> <u>464</u>	<del>491</del> <u>460</u>	
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~~127~~ Or with resolution to grant subject to Section 106

~~428-127~~ Expressed as a dwelling equivalent – see paragraph A1.3

