

READING BOROUGH LOCAL PLAN PARTIAL UPDATE – HOUSING IMPLEMENTATION STRATEGY

April 2025

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1. Introduction

- 1.1 The production of a Housing Implementation Strategy was formally an explicit requirement of the National Planning Policy Framework (NPPF), in particular to ensure that a five-year supply of housing land to meet their housing target would be available across the plan period. It is no longer specifically required by the NPPF, but it is nonetheless a valuable exercise to describe how housing will be delivered across the plan period.
- 1.2 As such, a Housing Implementation Strategy pulls together various evidence on housing delivery to accompany the Local Plan Partial Update.
- 1.3 This Strategy will firstly demonstrate that a five-year supply of housing exists at the point of production of the Local Plan Partial Update, when measured against the housing targets in policy H1. Updated policy H1 of the Pre-Submission Draft Local Plan Partial Update (November 2024) states that an average of 825 dwellings will be delivered per annum between 2023 and 2041.

- 1.4 The Strategy then sets out the full Housing Trajectory for the plan period up to 2041, to set out the housing supply across the timeframe of the Local Plan.
- 1.5 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 common 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 2024) 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.

Relevant version of the NPPF

- 2.3 The Pre-Submission Local Plan Partial Update has been carried out in the context of the December 2023 version of the NPPF, which is still the up-to-date version of the NPPF at the time of this document. Therefore, unless otherwise stated, NPPF references are to the December 2023 document.
- 2.4 However, at the time of drafting, a new version of the NPPF is due imminently, expected by the end of 2024. The transitional arrangements that accompanied the draft 2024 NPPF would allow the Local Plan Partial Update to be examined against the December 2023 NPPF, because the Partial Update reached Regulation 19 stage prior to the 2024 NPPF and the housing provision figure is within 200 per annum of the proposed new standard method. Should these transitional arrangements change, there may need to be a revised version of this document.

Buffer for five-year supply

- 2.5 Paragraph 77 of the NPPF requires inclusion of a 20% buffer moved forward from later in the plan period where there has been significant under delivery of housing over the previous three years as evidenced by the results of the Housing Delivery Test. Significant under delivery in this case would be 85% of requirements or less.
- 2.6 At the time of writing, the most recent published Housing Delivery Test results were the 2022 results, published in December 2023¹. This covered the years 2019-20, 2020-21 and 2021-22. Over this period, the results show that Reading delivered 1,989 homes compared to a requirement of 1,630 homes, meaning 122% of the requirement. On this basis no buffer would be required.

¹ [Housing Delivery Test: 2022 measurement - GOV.UK](#)

- 2.7 There have been two additional monitoring years since the 2022 results. However, this will not change the overall conclusion that no buffer is required because levels of housing delivery in 2022-23 (888 homes) and 2023-24 (1,021 homes) significantly exceeded the local plan provision figure of 689 per year, which at the time was less than five years old.
- 2.8 The 2024 version of the NPPF reintroduces the minimum 5% buffer. Although the Local Plan Partial Update would be monitored against the 2023 NPPF, the continuous monitoring of five year supply across the plan period will need to incorporate it. For that reason, the 5% buffer is included within the five year supply in this document.

Approach to past under-provision

- 2.9 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.
- 2.10 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 2041. This is commonly known as the 'Liverpool' approach.
- 2.11 The alternative method is to make up the shortfall during the next five years of the plan period. This is commonly known as the 'Sedgefield' method.
- 2.12 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, since there is no shortfall at the outset, and any shortfalls arising in the rolling five year supply are expected to be modest, the 'Sedgefield' approach is therefore used here.

Windfalls

- 2.13 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.
- 2.14 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.
- 2.15 The justification for use of windfalls is set out in full in section 4 of the HELAA, based on past rates of small site windfalls. It is not proposed to repeat that here, but in summary there has been a strong record of small site windfalls (on average 117 per year over the last 20 years, excluding garden land), but there are indications over the last five years that rates are slowing. The following allowances, decreasing over the plan period, are therefore assumed.

Table 2.1: Small site windfall levels to be applied

Years	Final small site windfall per year
2024-2029	96
2029-2034	91
2034-2039	87
2039-2041	82

2.16 No allowances are made for larger windfalls.

Housing potential of specific sites

2.17 Where planning permission has not yet been granted (or resolved to be 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.

Variance rates

- 2.18 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.
- 2.19 The HELAA included an analysis of rates of actual delivery compared to planned delivery. This revealed that it is not always a straightforward case of planned sites not coming forward, but that sites often come forward for a development that differs from what is planned, and may include either higher or lower levels of housing. For this reason, the HELAA uses the term 'variance rates' to account for various types of change and uncertainty.
- 2.20 Variance rates are set for each site through the HELAA process, taking into account the status of the site and whether the owners or developers have confirmed availability, and are as follows:
- Development commenced at time of HELAA publication² – 0%
 - Development with planning permission granted for Local Authority New Build – 0%
 - Planning permission granted (or resolved to be granted) but development not yet commenced – 7%
 - No planning permission but intention to bring forward for development confirmed – 15%
 - No planning permission and intention to bring forward for development not confirmed (town centre) – 42%

² Either construction underway or CIL commencement notice issued

- No planning permission and intention to bring forward for development not confirmed (outside town centre) – 36%
- 2.21 The detailed tables for the housing trajectory clarify which rate has been used for which site.

Delivery rates

- 2.22 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 Partial Update. The HELAA process involved a questionnaire around availability and achievability being sent to landowners or developers. The response rate was low, 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.
- 2.23 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.
- 2.24 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 periods for implementation – short (2023-2028), medium (2028-2033) and long (2033-2041) term. Where no further information is available, the housing trajectory often 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

- 2.25 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.
- 2.26 The different sources of housing have been dealt with as follows:
- **Student accommodation**

Where there is a cluster of bedrooms with shared kitchen and living room facilities, this is considered to be equivalent to a single dwelling, as are studios which are entirely self-contained. For study bedrooms with some shared facilities, 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 or Local Plan, and it forms part of general housing need.

- **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.

- **Co-living**

Co-living, or purpose-built shared living accommodation, is a form of accommodation that is expected to play an increasing role in Reading. However, no such developments have been built or have planning permission yet. As no specific co-living proposals form part of the planned supply at this stage, the allowance to be made is moot at this point. In London, co-living spaces are counted against housing supply with 1.81 co-living units equivalent to one dwelling, but this will need to be considered further in Reading.

- 2.27 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

- 2.28 Policy H14 of the Local Plan deals with suburban regeneration and renewal. It identifies the scope for regeneration and renewal within Reading's suburban areas

that would improve the local built environment, improve and modernise the housing stock and deliver additional homes. The regeneration of Dee Park, Phases 1 and 2 of which were completed some years ago, provides a good model for how such regeneration can take place. Those estates in primarily Council ownership form the most obvious locations for such regeneration to take place.

- 2.29 At the same time, the next phase of the Council's Local Authority New Build programme mostly has planning permission, and the Council will begin to think about the following phases, which would likely include some elements of estate regeneration that may deliver additional dwellings as well as replace housing that is coming towards the end of its life. A large proportion of this is likely to be delivered within the plan period (to 2041).
- 2.30 The extent of any further LANB programme has not yet been detailed or approved. It was not considered appropriate at this stage to include any detail of potential sites or areas within this HELAA, and the HELAA methodology is not the best way to assess the capacity of area-wide regeneration such as this.
- 2.31 Therefore, it is considered appropriate to make an allowance for what could be delivered as part of area regeneration involving LANB. Discussions have been undertaken at officer level involving Housing and Planning teams to understand the likely capacity of these areas and realistic delivery timescales, which have taken into account where there would be a need to replace existing homes that are nearing the end of their life. These discussions have identified that a net gain of 400 dwellings could realistically be delivered within the plan period through this route. It is therefore considered that this should be included as an additional allowance.

3. Current five-year 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 31st March 2024, and this therefore forms the base date. The relevant five year period would be from 2024-2029, and the Local Plan Partial Update is expected to be adopted during the second year of that period.
- 3.2 Table 3.1 summarises the five year housing land supply situation for 2024-29, and Tables 3.3 to 3.6 itemise 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 2024 Annual Monitoring Report showing a 6.11 years supply, because the AMR version is measured against a different requirement (the existing Local Plan housing provision figure of 689 per annum) and includes only planning permissions and existing allocated sites in the Local Plan, rather than proposed allocated sites in the Local Plan Partial Update.
- 3.3 It can be seen that for the five-year period, a 5.15 years' supply can be demonstrated.

Table 3.1: Summary of five year housing land supply at 2024 including other forms of accommodation

Element of supply calculation	Dwellings
Total requirement based on Local Plan Partial Update (policy H1)	14,850
Net Completions 2023-2024	1,028
Residual requirement 2024-2041	13,822
Annual requirement for remaining 17 years, i.e. 13,822/17	813
Annual requirement for first 5 years with 5% buffer (emerging NPPF)	854
Total requirement for 5 years 2024/25-2028/29, i.e. 854 x 5	4,270
Hard commitments (strategic sites, i.e. 10 dwellings+) to be delivered 2024-2029	3,666
Soft commitments (strategic sites) subject to S106 to be delivered 2024-2029	236
Local Plan allocations to be delivered 2024-2029	0
Allowance for small site windfalls at 96 per annum	480
Total site-specific supply for 5 years 2024/25-2028/29	4,398
Five year housing land supply position, i.e. 4,398 divided by 854	5.15 years

Table 3.2: Elements of supply by year including other forms of accommodation

Type of supply	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	Total
Annual supply for strategic sites (10 dwellings +) (including variance rates)	782	664	479	824	1,169	3,918
Annual supply for small sites at 90 per annum	96	96	96	96	96	480
Total annual supply (strategic sites + small sites)	878	760	575	920	1,265	4,398

Table 3.3: Strategic sites with permission and under construction (including other forms of accommodation)

Site	Area (ha)	Total dwellings	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29
Station Hill Plot F	0.21	184	184	0	0	0	0
Clarendon House, 59-75 Queens Rd (new build)	0.21	43	0	0	39	0	0
Land between Weldale Street and Chatham Street	1.32	417	0	126	39	0	0
45 Caversham Road	0.15	40	0	40	0	0	0
Soane Point, 6-8 Market Place (conversion)	0.26	144	0	144	0	0	0
Soane Point, 6-8 Market Place (extension)	0.26	38	0	38	0	0	0
115 Chatham Street	0.1	54	0	54	0	0	0
42 Portman Road	0.21	16	16	0	0	0	0
177 Basingstoke Road*	0.4	9	0	9	0	0	0

Site	Area (ha)	Total dwellings	2024/25	2025/26	2026/27	2027/28	2028/29
Wensley Road	2.36	46	46	0	0	0	0
53-55 Argyle Road	0.04	10	10	0	0	0	0
Reading Golf Club, Kidmore End Road	12.15	223	11	53	53	53	53
34-38 Southampton Street	0.03	10	0	11	0	0	0
Woodley Arms, Waldeck Street*	0.09	10	10	0	0	0	0
54 Queens Road	0.16	29	0	29	0	0	0
43 London Street	0.08	20	0	21	0	0	0
103 Dee Road	0.85	54	9	26	19	0	0
Alexander House, 205-207 Kings Road	0.16	43	0	43	0	0	0
18 Parkside Road	0.14	9	0	10	0	0	0
Land at Kenavon Drive	2.8	765	216	0	0	0	0
Great Brigham's Mead	1.03	110	0	110	0	0	0
Green Park Village	24.65	836	103	22	0	0	0
Green Park Village Phase 6A	1.44	339	177	0	0	0	0
TOTAL	49.10	3,449	782	736	150	53	53
TOTAL including variance rates (0% on sites under construction)	N/A	3,449	782	736	150	53	53

Table 3.4: Strategic sites with permission and not started (including other forms of accommodation)

Site	Area (ha)	Total dwellings	2024/25	2025/26	2026/27	2027/28	2028/29
Bristol and West Arcade, Market Place	0.13	26	0	0	26	0	0
27-32 Market Place	0.04	8	0	0	8	0	0
Station Hill Site, Station Hill	0.89	432	0	0	0	0	144
Broad Street Mall, Broad Street	2.75	422	0	0	0	148	274
Fountain House, 2 Queens Walk	0.14	48	0	0	48	0	0
13-15 Market Place	0.06	15	0	0	0	15	0
Unit 16, North Street	0.04	10	0	0	0	10	0
Land at 362 Oxford Road	0.13	26	0	0	26	0	0
Land at Battle Street	0.55	49	0	0	35	21*	0
St Martins Precinct	1.71	40	0	0	0	20	20
The Faculty, 23-27 London Road	0.1	15	0	15	0	0	0
75-77 London Street	0.19	15	0	3	12	0	0
75-81 Southampton Street	0.07	19	0	0	19	0	0
12-18 Crown Street	0.09	44	0	0	44	0	0
220 Elgar Road South	0.14	16	0	0	0	0	16
1025-1027 Oxford Road	0.19	12	0	0	0	12	0
Dee Park Phase 3	16.4	98	0	-92	0	0	95

Site	Area (ha)	Total dwellings	2024/25	2025/26	2026/27	2027/28	2028/29
63-86 Rowe Court	0.07	24	0	24	0	0	0
Land adjacent to 300 Kings Road	0.07	14	0	0	0	14	0
Amethyst Lane	0.57	20	0	0	0	20	0
Dwyer Road	0.48	30	0	0	0	15	15
55 Vastern Road	0.76	209	0	0	27	88	94
80 Caversham Road	1.96	620	0	0	0	183	173
Gas Holder, Alexander Turner Close	0.71	130	0	0	48	82	0
97a-117 Caversham Road	0.49	60	0	0	28	32	0
71-73 Caversham Road	0.16	29	0	0	0	29	0
Land at Madejski Stadium, Shooters Way	19	618	0	0	0	98	98
TOTAL	47.89	3,049	0	-50	353	787	929
TOTAL incl variance rates (7% unless commenced in 24-25 in which case 0%)	N/A	2,886	0	-47	335	740	864

Table 3.5: Strategic sites permitted subject to Section 106 (including other forms of accommodation)

Site	Area (ha)	Total dwellings	2024/25	2025/26	2026/27	2027/28	2028/29
Land rear of 303-315 Oxford Road	0.22	13	0	0	0	0	13
Curzon Club, 362 Oxford Road	0.08	30	0	0	0	0	30
205-213 Henley Road	0.62	55	0	0	-5	33	22
36-42 London Street	0.05	17	0	0	0	0	17
9 Upper Crown Street	0.35	46	0	0	0	0	46
40 and 62-68 Silver Street	0.14	19	0	0	0	0	19
Meadway Precinct, Honey End Lane	2	231	0	-27	0	0	58
19 Newcastle Road	0.25	8	0	0	-1	0	9
The Willows, 2 Hexham Road	0.5	40	0	0	0	0	40
TOTAL	4.21	459	0	-27	-6	33	254
TOTAL including variance rates (7%)	N/A	422	0	-25	-6	31	236

Table 3.6: Strategic sites allocated in Local Plan without planning permission (including other forms of accommodation)

Site	Area (ha)	Total dwellings	2024/25	2025/26	2026/27	2027/28	2028/29
WR3v – Former Southcote Library, Coronation Square	0.17	19	0	0	0	0	19
TOTAL	0.17	19	0	0	0	0	19
TOTAL including variance rates (36% or 43%)	N/A	16	0	0	0	0	16

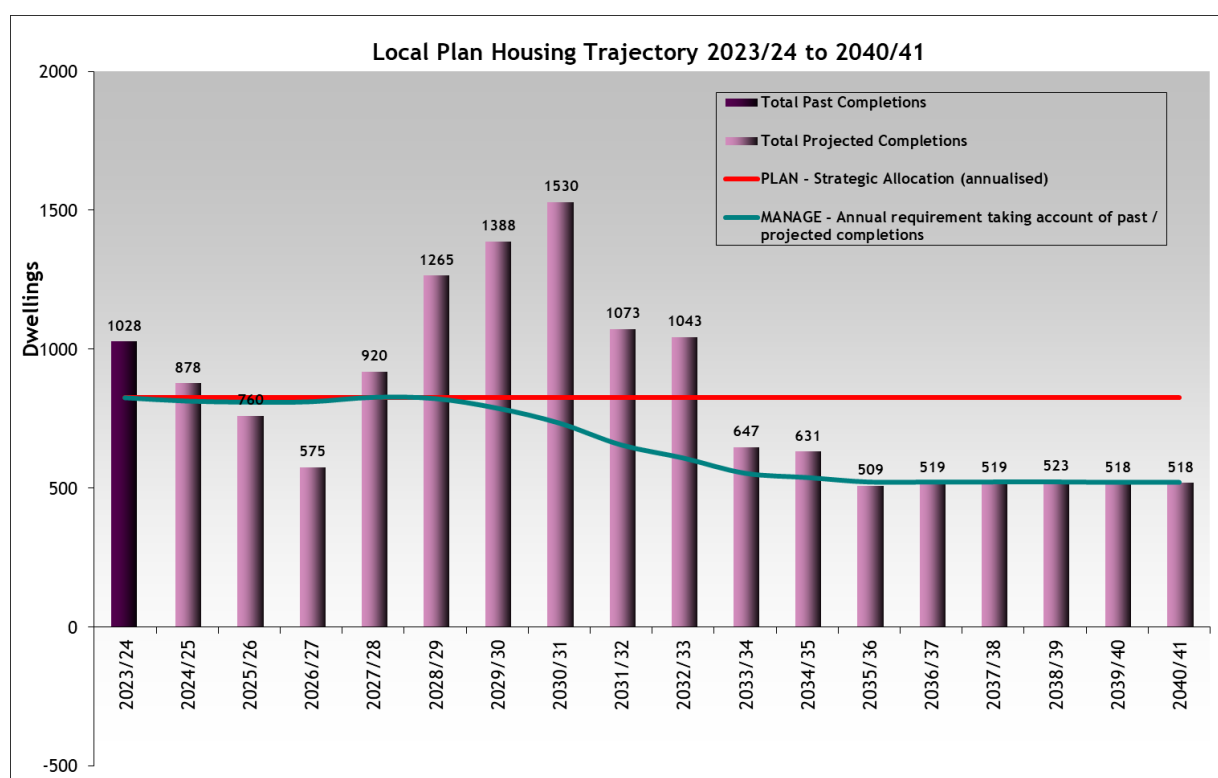
Table 3.7: Total for all strategic sites (including other forms of accommodation)

Site	Area (ha)	Total dwellings ³	2024/25	2025/26	2026/27	2027/28	2028/29
TOTAL for all sites including variance rates	101.37	6,773	782	664	479	824	1,169

4. Housing trajectory across the plan period

- 4.1 A housing trajectory illustrating the expected rate of housing delivery across the plan period is a requirement for strategic policies according to paragraph 78 of the NPPF. The Pre-Submission Draft Local Plan Partial Update includes a summary trajectory at Appendix 1 of that document.
- 4.2 There is a more detailed site-by-site version of the housing trajectory in Appendix 1 of this document. Figure 4.1 summarises the expected delivery across the plan period.

Figure 4.1: Local Plan housing trajectory graph



- 4.3 It is worth noting that there are some discrepancies between the version in the Pre-Submission Draft and in this document. That is due to some errors on individual sites in the Pre-Submission version. The intention is that the Submission Local Plan Partial Update incorporate changes to bring it into line with the version in this document.
- 4.4 As for the five-year housing land supply, it is also important to note that this differs from the version of the housing trajectory included in the 2024 AMR, and it differs for the same reasons as set out in paragraph 3.2.

³ Total net gain in dwellings on site including development outside five-year period

- 4.5 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 reducing later in the plan period. This is on the basis of the current best understanding of the position on individual sites.
- 4.6 In general, for sites in the trajectory, where there is no specific knowledge about when a site is expected to be delivered (usually for Local Plan sites that do not yet have planning permission), delivery is spread across a wider timeframe usually based on whether the sites are considered to be 'short', 'medium' or 'long-term' in Table 10.1 of the Local Plan Partial Update. In reality, delivery for many of these sites will take place in a single year rather than being spread over a longer period like this, but at this stage there is no basis to assign a site to one particular year in each period as opposed to another.
- 4.7 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 14,850 (leading to the policy H1 annual figure of 825), whilst the trajectory shows total delivery of 14,846. This is entirely due to the very slightly different way in which the two methodologies account for rounding.

5. Predicted five year housing land supply across the plan period

- 5.1 Although no longer a requirement to specifically demonstrate, it is nonetheless useful to understand whether it will be possible to maintain a five year supply of housing land across the full plan period.
- 5.2 Table 5.1 summarises the calculation of the five year housing land supply position at each year from 2024 to 2037 based on the housing trajectory set out in Section 4 (and in detail in Appendix 1). It is not possible to calculate a figure for the final four years of the plan period, because for those years the five year supply will extend beyond the end of the plan period and will likely rely on sites that are not part of the current housing trajectory. The full calculation is set out in Appendix 2.

Table 5.1: Anticipated housing land supply in each year of the plan period (excluding final four years)

Monitoring year	Supply (years)
2024-25	5.15
2025-26	5.78
2026-27	6.56
2027-28	7.09
2028-29	7.30
2029-30	6.89
2030-31	6.42
2031-32	5.71
2032-33	5.29
2033-34	4.90
2034-35	4.80
2035-36	4.75
2036-37	4.99

- 5.3 It is clear that a strong five-year supply can be maintained until the 2032-33 monitoring year. Beyond 2033, the supply position falls consistently slightly below five years. This is a result of higher levels of delivery in the early stages of the plan period whilst still needing to apply the 5% buffer that is intended to bring forward supply to earlier in the plan period. A five-year review of the updated Local Plan will have been undertaken by 2033, which will enable the Council to identify whether any delivery concerns need to lead to any further plan updates.

6. Maintaining a five-year housing land supply across the 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.

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. An update to the HELAA would also potentially include a further call for sites exercise.

Local Plan review

- 6.3 Under Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), a local plan needs to be reviewed within a five-year period beginning on the date of adoption. Depending on when adoption of the Local Plan Partial Update takes place, the first review period may end as early as 2031.
- 6.4 Table 5.1 estimates that the first point at which demonstrating a five year supply may become difficult is 2033. This will be within the period of producing the Council's second five-yearly review of the Local Plan Partial Update. If this is the case, this will represent an opportunity to resolve this issue within the plan, through identifying other sites or opportunities or, if necessary, by updating policy H1.

Rebalancing of office and housing on mixed-use sites

- 6.5 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, although it would make it more difficult to meet the identified need for offices.
- 6.6 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.

Appendix 1: Detailed housing trajectory 2023 to 2041

Table A1.1: Detailed housing trajectory over the plan period

[illegible]

Site	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	2036/37	2037/38	2038/39	2039/40	2040/41	TOTAL (2023-41)	Variance rate (%)
CR14i: Enterprise House, 89-97 London Street	0	0	0	0	0	0	11	0	0	0	0	0	0	0	0	0	0	0	11	42%
CR14j: Corner of Crown Street & Southampton Street	0	0	0	0	0	0	4	4	4	4	0	0	0	0	0	0	0	0	16	15%
CR14l: 187-189 Kings Road	0	0	0	0	0	0	0	14	0	0	0	0	0	0	0	0	0	0	14	42%
CR14m: Caversham Lock Island	0	0	0	0	0	0	-1	0	0	0	0	0	0	0	0	0	0	0	-1	42%
CR14n - Reading Central Library, Abbey Square	0	0	0	0	0	0	7	7	7	6	0	0	0	0	0	0	0	0	27	15%
CR14o - 100 Kings Road	0	0	0	0	0	0	13	12	13	12	0	0	0	0	0	0	0	0	50	15%
CR14p - Queens Wharf, Queens Road	0	0	0	0	0	0	3	3	3	2	0	0	0	0	0	0	0	0	11	15%
CR14q - Havell House, 62-66 Queens Road	0	0	0	0	0	0	5	4	4	4	0	0	0	0	0	0	0	0	17	42%
CR14r - John Lewis Depot, Mill Lane	0	0	0	0	0	0	24	24	24	23	0	0	0	0	0	0	0	0	95	15%
CR14s - 20-22 Duke Street	0	0	0	0	0	0	4	4	4	3	0	0	0	0	0	0	0	0	15	15%
CR14t - Aquis House, 49-51 Forbury Road	0	0	0	0	0	0	0	0	0	0	7	6	6	6	6	6	6	6	49	15%
CR14u - 33 Blagrove Street	0	0	0	0	0	0	0	0	0	0	4	3	3	3	3	3	3	3	25	15%
CR14v - 2 Norman Place	0	0	0	0	0	0	40	40	40	40	0	0	0	0	0	0	0	0	160	15%
CR14w - Reading Bridge House, George Street	0	0	0	0	0	0	0	0	0	0	24	24	24	24	24	24	24	24	192	15%
CR14x - Part of Tesco Car Park, Napier Road	0	0	0	0	0	0	0	0	0	0	9	9	9	9	9	9	9	8	71	15%
CR14y - Kennet Place, Kings Road	0	0	0	0	0	0	27	26	26	26	0	0	0	0	0	0	0	0	105	15%
CR14z - Sapphire Plaza, Watlington Street	0	0	0	0	0	0	15	16	15	16	0	0	0	0	0	0	0	0	62	15%
CR14aa - Part of Reading College, Kings Road	0	0	0	0	0	0	0	0	0	0	5	5	5	5	5	5	5	4	39	15%
CR14ab - 160-163 Friar Street	0	0	0	0	0	0	9	9	9	8	0	0	0	0	0	0	0	0	35	42%
SR2: Land North of Manor Farm Road	0	0	0	0	0	0	0	0	0	0	156	156	155	156	155	156	155	156	1245	36%
SR3: South of Elgar Road	0	0	0	0	0	0	0	0	0	0	47	47	47	46	47	47	47	46	374	36%
SR4a: Pulleyn Park, Rose Kiln Lane	0	0	0	0	0	0	0	0	0	0	13	12	13	12	13	12	13	12	100	36%
SR4b: Rear of 3-29 Newcastle Road (remainder)	0	0	0	0	0	0	3	2	3	2	0	0	0	0	0	0	0	0	10	36%
SR4d: 169-173 Basingstoke Road	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36%
SR4g - Reading Link Retail Park, Rose Kiln Lane	0	0	0	0	0	0	47	46	46	46	0	0	0	0	0	0	0	0	185	15%
SR4h - 11 Basingstoke Road	0	0	0	0	0	0	0	0	0	0	21	21	21	21	21	21	21	21	168	15%
SR4i - 85-87 Basingstoke Road	0	0	0	0	0	0	4	4	4	3	0	0	0	0	0	0	0	0	15	36%
SR4j - Land at Warwick House, Warwick Avenue	0	0	0	0	0	0	3	2	3	2	0	0	0	0	0	0	0	0	10	36%
SR4k - Former Sales and Marketing Suite, Drake Way	0	0	0	0	0	0	5	5	5	4	0	0	0	0	0	0	0	0	19	15%
SR4l - Land at Drake Way	0	0	0	0	0	0	7	6	6	6	0	0	0	0	0	0	0	0	25	36%
WR2: Park Lane Primary School, The Laurels and Downing Road	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36%
WR3b: 2 Ross Road and part of Meadow Road	0	0	0	0	0	0	0	0	0	0	6	7	6	7	6	7	6	6	51	36%
WR3f: 4 Berkeley Avenue	0	0	0	0	0	0	4	3	4	3	0	0	0	0	0	0	0	0	14	36%
WR3g: 211-221 Oxford Road	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36%
WR3i: Land at Portman Way	0	0	0	0	0	0	6	5	6	5	0	0	0	0	0	0	0	0	22	15%
WR3k: 784-794 Oxford Road	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36%
WR3l: 816 Oxford Road	0	0	0	0	0	0	7	6	6	6	0	0	0	0	0	0	0	0	25	36%
WR3r: Charters Car Sales, Oxford Road	0	0	0	0	0	0	2	3	2	3	0	0	0	0	0	0	0	0	10	36%
WR3s: Land at Kentwood Hill	0	0	0	0	0	0	10	10	10	10	0	0	0	0	0	0	0	0	40	15%
WR3t: Land at Armour Hill	0	0	0	0	0	0	3	3	3	3	0	0	0	0	0	0	0	0	12	15%
WR3u - Land at 132-134 Bath Road	0	0	0	0	0	0	6	5	5	5	0	0	0	0	0	0	0	0	21	15%

Site	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	2036/37	2037/38	2038/39	2039/40	2040/41	TOTAL (2023-41)	Variance rate (%)
WR3v - Former Southcote Library, Coronation Square	0	0	0	0	0	19	0	0	0	0	0	0	0	0	0	0	0	0	19	15%
WR3w - Part of Tesco Car Park, Portman Road	0	0	0	0	0	0	14	14	14	15	0	0	0	0	0	0	0	0	57	15%
WR3x - 1-15 St George's Road	0	0	0	0	0	0	0	0	0	0	2	2	2	1	2	2	2	1	14	36%
WR3y - 72 Berkeley Avenue	0	0	0	0	0	0	3	3	3	2	0	0	0	0	0	0	0	0	11	15%
CA1a: Reading University Boat Club, Thames Promenade	0	0	0	0	0	0	5	6	6	6	0	0	0	0	0	0	0	0	23	36%
CA1c: Land at Lowfield Road	0	0	0	0	0	0	0	0	0	0	3	3	3	4	3	3	3	4	26	36%
CA1d: Rear of 200-214 Henley Road, 12-24 All Hallows Road and 4, 7 and 8 Copse Avenue	0	0	0	0	0	0	6	5	5	5	0	0	0	0	0	0	0	0	21	36%
CA1e: Rear of 13-14a Hawthorne Road & 282-292 Henley Road (remainder)	0	0	0	0	0	0	2	3	2	3	0	0	0	0	0	0	0	0	10	36%
CA1f: Rear of 1 & 3 Woodcote Road and 21 St Peter's Hill	0	0	0	0	0	0	4	3	4	3	0	0	0	0	0	0	0	0	14	36%
CA1h - Hemdean House School, Hemdean Road	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	15%
CA2: Caversham Park	0	0	0	0	0	0	39	40	39	40	0	0	0	0	0	0	0	0	158	7%
ER1b: Dingley House, 3-5 Craven Road	0	0	0	0	0	0	10	9	10	9	0	0	0	0	0	0	0	0	38	36%
ER1c: Land rear of 8-26 Redlands Road	0	0	0	0	0	0	4	4	4	5	0	0	0	0	0	0	0	0	17	15%
ER1d: Land adjacent to 40 Redlands Road	0	0	0	0	0	0	8	8	8	7	0	0	0	0	0	0	0	0	31	36%
ER1e: St Patricks Hall, Northcourt Avenue*	0	0	0	0	0	0	0	0	0	0	14	15	15	15	15	15	15	15	119	15%
ER1i: 261-275 London Road	0	0	0	0	0	0	0	0	0	0	1	2	1	2	1	2	1	2	12	36%
ER1k: 131 Wokingham Road	0	0	0	0	0	0	0	0	0	0	2	1	2	1	2	1	2	1	12	36%
ER1l - Princes House, 73A London Road	0	0	0	0	0	0	7	6	7	6	0	0	0	0	0	0	0	0	26	36%
ER1m - Land adjacent to 17 Craven Road	0	0	0	0	0	0	7	7	7	7	0	0	0	0	0	0	0	0	28	36%
ER1n - 51 Church Road, Earley	0	0	0	0	0	0	0	0	0	0	2	2	2	2	2	2	2	2	16	36%
Total Local Plan sites	N/A	0	0	0	0	19	875	866	852	852	546	546	546	546	546	546	546	546	7831	N/A
Local Plan sites including variance rate	N/A	0	0	0	0	16	724	726	718	718	395	395	395	395	395	395	395	395	6063	N/A
Other HELAA sites	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Part of City Wall House, 26 West Street	0	0	0	0	0	0	0	0	0	0	0	10	0	0	0	0	0	0	10	15%
Confidential Site 27	0	0	0	0	0	0	0	0	0	0	0	0	0	6	7	6	7	6	32	36%
Total Other	N/A	0	0	0	0	0	0	0	0	0	0	10	0	6	7	6	7	6	42	N/A
Total Other incl variance rates	N/A	0	0	0	0	0	0	0	0	0	0	9	0	4	4	4	4	4	29	N/A
Total Past Completions (Housing)	1021	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1021	N/A
Total Past Completions (Non-C3 Resi)	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	7	N/A
Total Past Completions (All)	1028	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1028	N/A
Total Projected Completions	N/A	878	760	575	920	1265	1388	1530	1073	1043	647	631	509	519	519	523	518	518	13818	N/A
Cumulative Completions	1028	1906	2666	3242	4161	5426	6814	8344	9417	10460	11108	11739	12248	12767	13286	13809	14327	14846	N/A	N/A
MONITORING AGAINST LOCAL PLAN TARGETS	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
PLAN - Housing (per annum)	825	825	825	825	825	825	825	825	825	825	825	825	825	825	825	825	825	825	14850	N/A
MONITOR - No dwellings above or below cumulative allocation	203	256	191	-58	36	476	1039	1744	1992	2210	2033	1839	1523	1217	911	609	302	-4	N/A	N/A
MANAGE - Annual requirement taking account of past / projected completions	825	813	809	812	829	822	785	731	651	604	549	535	519	520	521	521	520	523	N/A	N/A

Sites marked with an asterisk (*) are those which will deliver non-C3 residential accommodation and where an equivalent figure is therefore used.

Columns in the table may not sum due to rounding.

Appendix 2: Full calculation of five-year supply across the plan period

Table A2.1: Calculation of five-year supply across the plan period

Element of supply	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	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41
Residual requirement to end plan period	14,850	13,822	12,944	12,184	11,608	10,689	9,424	8,036	6,506	5,433	4,390	3,742	3,111	2,602	2,083	1,564	1,041	523
Annual requirement for remaining period	825	813	809	812	829	822	785	731	651	604	549	535	519	520	521	521	520	523
Past underprovision (if applicable)	N/A	N/A	N/A	58	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Annual requirement for next five years including past underprovision	825	813	809	824	829	822	785	731	651	604	549	535	519	520	521	521	520	523
Annual requirement with 5% buffer (minus last 5 years) ⁴	866	854	849	865	871	863	825	767	683	634	576	561	544	520	521	521	520	523
Total requirement for five years (or remainder of plan period) from date of assessment	4,331	4,269	4,247	4,327	4,354	4,317	4,123	3,835	3,416	3,169	2,881	2,807	2,722	2,602	2,083	1,564	1,041	523
Total supply for five years from date of assessment	4,161	4,398	4,908	5,678	6,175	6,299	5,681	4,925	3,904	3,350	2,826	2,702	2,589	2,598	2,079	1,560	1,037	518
Five year supply at date of assessment	4.80 ⁵	5.15	5.78	6.56	7.09	7.30	6.89	6.42	5.71	5.29	4.90	4.80	4.75	4.99	N/A	N/A	N/A	N/A

⁴ No buffer applied to last five years of plan period as the purpose of the buffer is to bring forward supply from later in the plan period

⁵ This is the five year supply for 2023-24 had the Local Plan Partial Update been in place at the time it was assessed. The actual five year supply against the adopted policy H1 requirements is set out in the 2023-24 Annual Monitoring Report.

