

The new National Planning Policy Framework specifies the use of the current data sources, local considerations and the integration of housing and employment in the formulation of local plans:

NPPF Para 158: “Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals”.

Objective sources of data, both national and local have been used in the compilation of this JCS housing brief, firstly the JCS district population projections, these are published by the Office of National Statistics (ONS) and recently updated on the 2011 Census, district growth is built into these projections – see accompanying notes for more information on the dataset. The ONS population projections are published for the purposes of local planning and are used by many councils in the formulation of local plans, the dataset will stand up to examination in public and the Inspectorate albeit with optimistic pre 2008 levels of economic growth.

Working from the actual ONS Data tables¹ this gives the population growth from 2012 to 2031 for the three districts; Gloucester 19,000, Tewkesbury 14,000 & Cheltenham 11,000 - Total 44,000 across the JCS Area.

Calculation the Housing Need to 2031 is simply a division of this population growth by the average household size, please see Figure 2 & Table 2; this gives the JCS housing need for Gloucester 7800, Tewkesbury 6000 & Cheltenham 4800, TOTAL 18,600 to 2031.

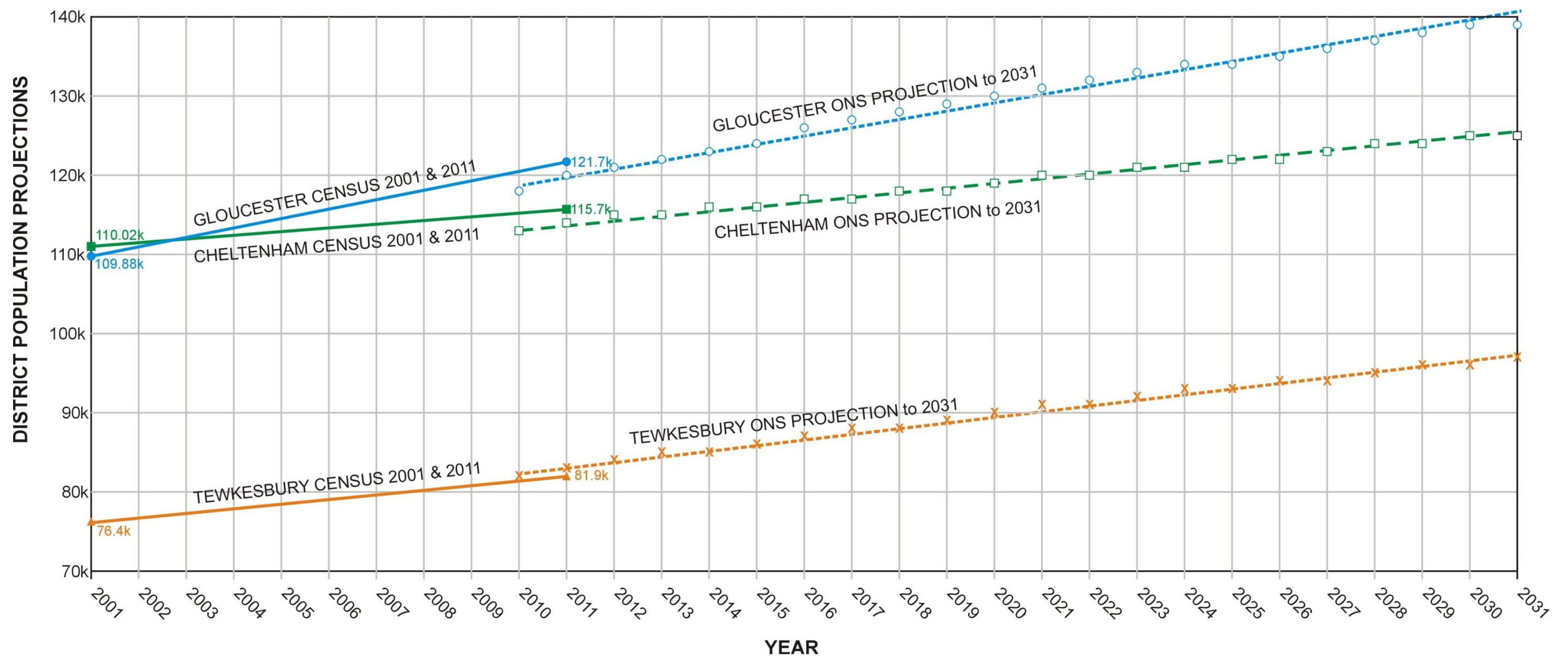


Figure 1 JCS Population Projections, 2001 & 2011 Census, data from Office for National Statistics, births, deaths, cross-border and international migration, with SW England projected to grow by 8% to 2020, pre2008 growth assumption to 2031 [Ref 1]

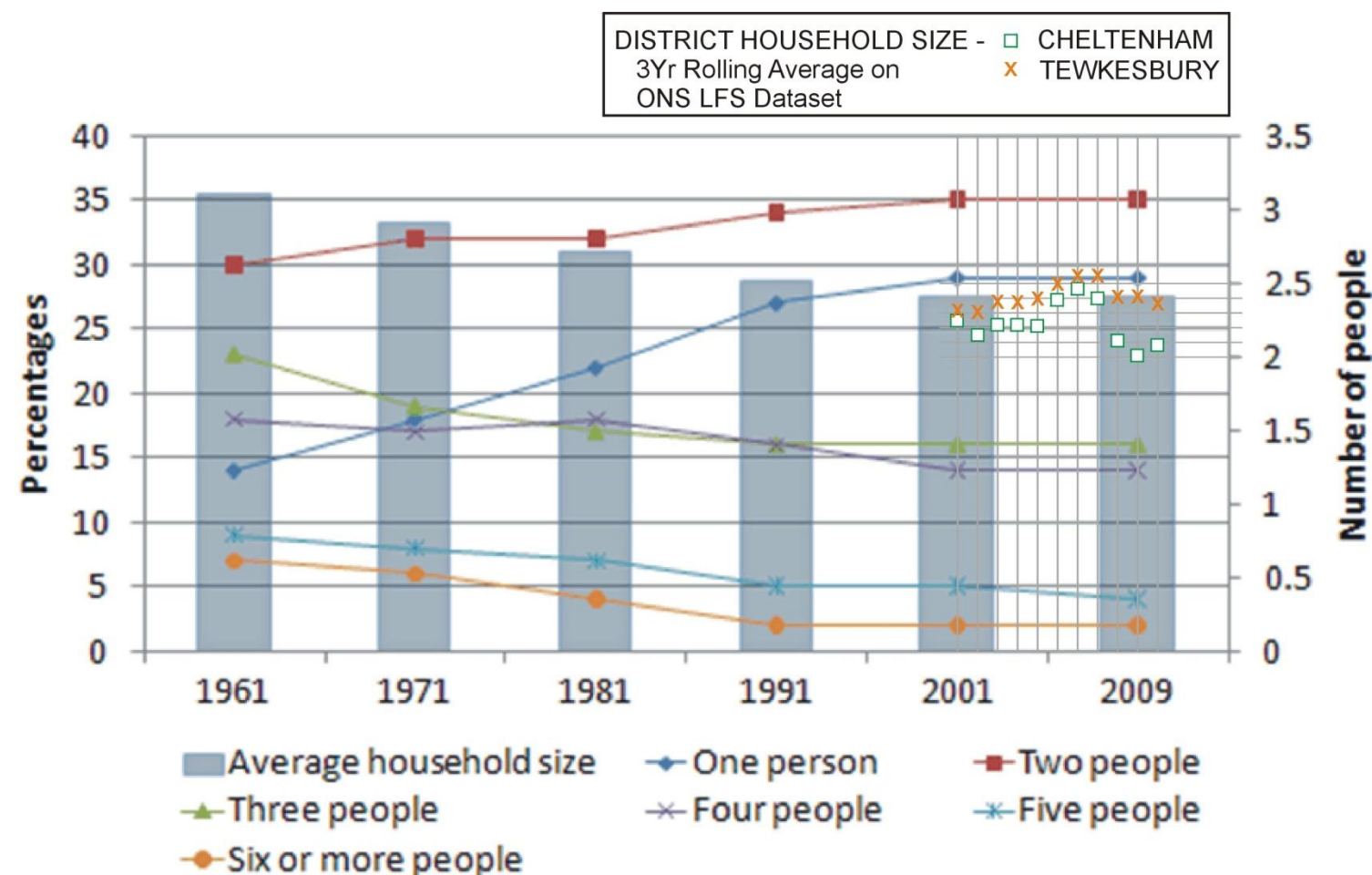


Figure 2 Average UK Household Size, District Household Size and Composition
 Source: Census, Labour Force Survey, Office for National Statistics ^[1 & 2]

Table 2 District Average Household size, source Office of National Statistics ^[6]

District	Population (2011 Census [1])	Households (2011 Census [2])	Average District Household Size
Tewkesbury	81,900	35,100	2.33
Gloucester	121,700	50,400	2.41
Cheltenham	115,700	50,900	2.27

[1] Table P07 2011 Census: Number of usual residents living in households and communal establishments, local authorities in England and Wales

[2] Table H01 2011 Census: Number of households with at least one usual resident, local authorities in England and Wales

The percentage of UK households which contain one person (29.4 per cent) is similar to the European average of 30.3 per cent. In 2011, the average number of people per household was 2.4, the same as the European average. A household is defined as one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room, sitting room or dining area. A household can consist of more than one family or no families in the case of a group of unrelated people. The definition of a household changed slightly in 2011, this change in definition has no impact on the comparability of the statistics over time ^[2].

Table 2 is a strong indicator of no change in household occupancy in Cheltenham since 2007 and Figure 2 shows household occupancy for the JCS Districts is broadly in-line with national and European average which has reduced from the 1960's and now stable at 2.4 persons per household. The population projections of Figure 1, the average household sizes of Figure 2 and Table 2 can together be used to estimate the JCS District housing requirement for any given period.

Smaller households

- In 2007 almost two thirds of households in the UK were one or two person households, having increased from half in 1971 ^[2].
- The number of households has increased faster than the population over recent decades because of the trend toward smaller households ^[2].
- More people are now living alone. While this rise has levelled off in recent years, the number of single person households has increased to almost three in ten (29%) in 2009 compared to 14% in 1961, rising at a faster rate than the population as a whole ^[2].
- As many as three in five women aged 75 and over lived on their own in 2007 (61%), compared with a third of men in the same age group (34%) ^[2].

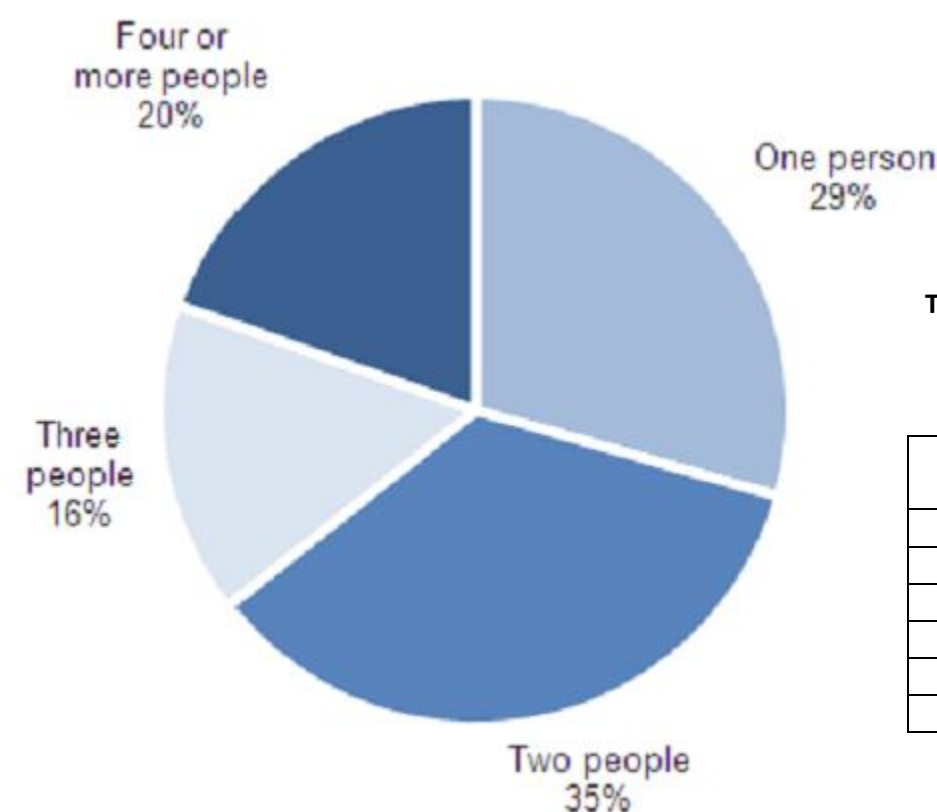


Table 2 Cheltenham Local Council Tax Data, Single Occupier Discount as a percentage of total households ^[6]

YEAR	Single Occupier Discount
2007	36.0%
2008	36.4%
2009	36.6%
2010	37.0%
2011	37.2%
2012	36.8%

Figure 3 Percentage of households by household size in 2011
 Source: Labour Force Survey - Office for National Statistics

APPENDIX 1 – SOURCES OF DATA, SPECIFICATIONS & DESCRIPTION

Acknowledge the excellent support from the DSS of Stroud in the preparation of this brief, dozens of emails and telecoms with detailed explanation of the data sources available, strengths, weaknesses and objectivity of these sources, analysis, and publications – many thanks to Peter Edis-Bates & Michael Evans.

- [1] Subnational Population Projections, 2010-based projections, Table 2c, 2010-based subnational population projections by sex and five year age groups for Local Authorities in Regions - SE, SW and London - Office for National Statistics.
<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-246448>
- [2] Statistical Bulletin, Families and households, 2001 to 2011, Office for National Statistics - 19 January 2012
- [3] South West Observatory - Economy Module <http://economy.swo.org.uk/> District growth projections to 2030, jobs & GVA
- [4] Oxford Economics "South West Growth Scenarios: Final Report" June 2010
- [5] Letter to the DSS, Parliamentary Under Secretary of State, Bob Neill, Department of Communities and Local, March 2012
- [6] Cheltenham Borough Council, Tax Office, total number of Properties and Single Occupier Discounts from 2007 to 2012, by email 20th Aug. 2012

The Coalition Government has announced that Regional Strategies are now revoked and that projected legislation will abolish them altogether. Regional Strategies (including RSS) have neither statutory force nor do they have the status of material considerations to any planning policy or decision. Local planning authorities may, if they wish, use elements of the evidence base from an abandoned Regional Strategy if appropriate. This can apply to the original evidence submitted by a local authority to the original RSS Examination in Public. However, the figures concerned will still need to be evidence based and clearly justified in line with the requirements of Planning Policy Statement 3 (PPS3)^[4].

In line with the revocation of the RSS, and under the principle of "localism", the frame of reference for the setting of housing numbers has seen a shift towards greater focus on the ambitions – the "vision" – of the local community concerned, with greater attention to achieving greater local consensus regarding "tensions" between development and conservation^[4].

The issues considered include:

- ***Population growth and declining household size;***
- ***The effect of, and prospects for, economic growth;***
- ***The dynamics of the local housing market.***

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf>

Guidance from the Planning Inspectorate states that "With immediate effect Regional Strategies have been revoked and they and their policies do not now exist in law; they cannot be given any weight.

They are no longer part of the development plan for the purposes of s38(6) of the Planning and Compulsory Purchase Act 2004. The development plan now consists only of adopted DPDs; saved policies; and any old style plans that have not lapsed." However, it goes on to say that the evidence used in the RSS "may also be a material consideration, depending on the fact of the case."

Parliamentary Under Secretary of State, Bob Neill , 'The Coalition Government's planning reforms do place a stronger emphasis on councils to draw up a local plan and determine where or where not development should go. This should include protection of the open countryside and a proper assessment of how brownfield land can be brought back into use. However, localism cuts both ways, councils can no longer hide behind quangos or central government. I would add that our proposed reforms on Neighbourhood Planning will devolve power down from Councils down further to local parishes and neighbourhoods' ^[5].

The problems of over-provision of housing in housing supply include the danger of development coming forward too rapidly in less sustainable places (e.g. dispersed, more rural / dormitory settlement locations which all have local requirements) and, through competition effects, diverting development resources (e.g. infrastructure investment) from more sustainable but more difficult to develop places (e.g. inner urban brownfield land, continued policy of regeneration of Gloucester & Cheltenham). This would result in what were largely intended to meet local growth needs being taken up by a higher proportion of inward migrants and commuters, and resulting in a perpetuation of the dispersed, car dependent settlement growth patterns. Over-provision in general would also place additional strain on existing infrastructure and could lead to investment in new capacity before it is required, representing a waste of scarce resources.

The JCS Councils have to question housing plans which extend beyond 2020 with the growing levels of uncertainty in the national economy and GVA growth in the districts.

ACCOMPANIED NOTES FROM THE OFFICE for NATIONAL STATISTICS

London is projected to grow by 14 per cent and both the East and the East Midlands regions are projected to grow by 10 per cent over the 10 year period to 2020, compared with the projected growth for England of eight per cent over the same time period.

- Subnational population projections use past trends to project forward the population to give an indication of the future population for 25 years from the base year. Available for local authorities and Primary Care Organisations.
- Subnational population projections are available for all England local authority areas by age and sex. They are based on the indicative [mid-2010 population estimates](#) published on 17 November 2011 following implementation of new methods from the [Migration Statistics Improvement Programme](#). The projections are consistent with the principal [2010-based national population projections](#) for England.
- Subnational population projections are used as a common framework for local area resource allocation, planning and policy making in a number of fields such as health and education.
- The projections are not forecasts and do not take any account of future government policies, changing economic circumstances or the capacity of an area to accommodate the change in population. They provide an indication of the future size and age structure of the population if

recent demographic trends continued. Population projections become increasingly uncertain the further they are carried forward, and particularly so for smaller geographic areas.

NOTES FROM Subnational Population Projections Accuracy Report

Total populations of each area have been projected reasonably accurately, particularly in the shorter term. The degree of accuracy decreases for lower levels of geography, but even at local authority level the projections can be considered as sufficiently accurate for a wide range of uses. The average differences (measured using root mean square error) between projections two years ahead and the MYEs for LA district level is less than one per cent.

The projections are not forecasts, and make no attempt to account for planned developments (such as house-building or economic growth) that may affect the future population size in a given area. This is partly because reliable and consistent data across all the local authorities in England on their plans, and how these are likely to affect their population, are very difficult to collect. ONSCD is however considering whether to produce a projection variant that takes regional house building plans into account.

There is a very noticeable increase in accuracy for the 2003-based projections onwards. This is likely to be mainly due to the mid-year estimates being significantly revised following the 2001 census. In fact the RMSEs for the 2000-based projections, shown in the chart above, are similar to those we get when we compare mid-year estimates rolled forward from the 1991 Census with the final 2001 population estimates based upon the 2001 Census. The two sets of values are shown in the table.