



CHEL TENHAM ALLIANCE



Protecting the Environment  
of Prestbury and Southam

Prestbury Group

**Don't Choke Cheltenham**



Leckhampton Green  
Land Action Group



Swindon Village Society

15<sup>th</sup> August 2014

## Joint Core Strategy Pre-Submission Public Consultation Response – Unsound on the Objectively Assessed Need

**Dear JCS Team,**

This report examines the current lack of soundness of the Joint Core Strategy (JCS) Pre-Submission document on the housing numbers, this is the Objectively Assessed Need (OAN) which forms a critical element of the whole JCS process.

There follows an executive summary highlighting the key issues raised by this report, the body of the report provides the best practise methodology as used by the majority of councils to derive the OAN for Gloucester, Cheltenham and Tewkesbury, also provided are the sources of data and supporting evidence from government departments to allow verification.

### Executive Summary

- The National Planning Policy Framework emphasises that data used in setting housing targets should up-to-date, this is NOT the case for the JCS which casts aside both the ONS 2012 sub-national population projection and the 2013 DCLG district Household Formation Rates
- The 2011 ONS interim population projection is being used inappropriately by the JCS
- Household Formation Rates have been arbitrarily adjusted by the JCS consultants (CCHPR) with no rigorous basis for the derivation nor any evidence presented in some obscure backwards process working from the housing numbers
- The district variations for international migration, internal migration and natural population changes have not been taken into account adequately
- The impact of inappropriate methods and out-of-date data in JCS leads to an inflated housing requirement of 30,500, whereas use of referenced up-to-date data and DCLG modelling demonstrate a requirement of 23,500
- The methods and data employed to derive this improved OAN is compliant with NPPF <sup>[159]</sup>, fully supported by ONS, DCLG and Bristol Inspectorate, and defensible at the JCS Examination in Public (EiP)

- Over provisioning of housing, with early phasing onto the greenbelt and open countryside is unsound and non-compliant with the NPPF, it will lead to development on less sustainable sites without the correct level of infrastructure investment, a misuse of resources and unnecessary destruction of green belt and green field sites
- It is critical that the latest population and household formation projections be updated before proceeding to the Examination in Public, leaving an uncorrected error of 23% in the JCS housing targets endangers the whole plan and will make the JCS pre-submission document unsound

The failure of the JCS Councils to use up-to-date data is being used to inflate the housing numbers, this reduces our 5 year land supply and is being put forward as the **‘very special circumstances’** to allow early phasing onto the much loved open countryside and greenbelt around Cheltenham.

The lack of references and sources of data makes the (JCS) Pre-Submission document very difficult to verify, for example the table of section 3.1.10, this illustrates that the level of house building proposed is little different to the numbers in the previous plan. **In the period from 2001 to 2011 the actual house build is given as 1450 with no source or reference.** The fact that these are census years provide a clue, for verification purposes the table below provides the actual number of households in all three JCS districts in the two census years, the reader is invited to use the links to verify the correct use of the DCLG or ONS data.

JCS District	2001 Households	2011 Households	Difference/House Building
Gloucester	45,760 <sup>[1]</sup>	50,456 <sup>[1]</sup>	4696
Cheltenham	48,181 <sup>[1]</sup>	50,902 <sup>[1]</sup>	2721
Tewkesbury	32,427 <sup>[1]</sup>	35,264 <sup>[1]</sup>	2837
			<b>Total 10,254 annual build 1025</b>

[1] Data Source: [DCLG Household Projections](#) or go directly to the table [DCLG Table 406](#) table 406 on the TAB, line 415

[2] Housing Numbers can also be verified directly from the ONS 2001 Census [Gloucester](#) [Cheltenham](#) [Tewkesbury](#)

Increasing the level of house building from 1450pa to 1525pa as presented in the pre-submission document seems reasonable, however the analysis above shows the 2001 to 2011 build rate to be 1025, **and this is how errors in the statistics can be very misleading to councillors and the public.** Moving from a previous JCS build rate of 1025pa to 1525pa, an increase of 49% paints a completely different picture. This agrees with our local MP’s, Martin Horwood and Laurence Robertson who both dispute the level of housing growth promoted by the JCS. Together they question the *‘appalling sustainability analysis’* and the *‘accuracy of the models’* which make up much of the evidence base behind the JCS.

The Alliance agrees with the important objections raised by the CPRE in their JCS Response, the plan is found to be unsound and non compliant to the NPPF, in particular with reference to NPPF<sup>[Para 50]</sup> *‘local planning authorities should: identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand’*. The JCS fails to meet this critical NPPF requirement and before any strategic sites are finalised, prior to EiP time should be used to allow this work to be completed.

Cheltenham Alliance is not against house building, we absolutely recognise the need for more affordable and social housing in Cheltenham. However, the Alliance cannot support the JCS plan for a 20% increase in the town’s population with the strain that puts on jobs, health, education and transport made all the worse by an infrastructure funding gap of greater than £750M identified by the C5 Parish Councils.

**We request the opportunity to present this evidence to the Inspector and allow questioning at the JCS EiP.**

### JCS Housing Numbers

The National Planning Policy Framework (NPPF) specifies the use of up-to-date data, 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”.***

The Cheltenham Alliance is disappointed with Cheltenham Borough Council, having given the public assurances at full council on the 9<sup>th</sup> April in the JCS amendment, with the failure of the Council to update the assessed housing need in line with the May 2014 ONS longterm sub-national population projection and the DCLG household formation rates from April 2013. These are basic NPPF requirements; failure to meet this requirement makes the strategic plan unsound. **Hired consultants might be saying these new projections make little difference to the housing numbers, the Alliance would strongly disagree with this analysis, the Council need to recognise the expertise of professional statisticians at the ONS and the DCLG using sophisticated peer reviewed models who together put the JCS housing requirement at 23,500.**

This brief attempts to add some clarity on the impact of the new ONS/DCLG projections and provide objective sources of data, both national and local have been used in the compilation of this JCS housing analysis. The recently published ONS sub-national population projections<sup>[1]</sup> is recommended by the ONS for the purposes of local planning and used by the vast majority of councils in the formulation of local plans, the use of these datasets will stand up to formal Examination in Public (EiP) with the Bristol Inspectorate. For illustrative purposes the various Cheltenham population projections are shown in Figure 1, Gloucester and Tewkesbury projections are included in the Appendix, the JCS line is based on the ONS 2011 interim 2011 projection and has been superseded to correct the known errors in the birth rate estimates, please see the ONS correspondence and advice in Appendix 1.

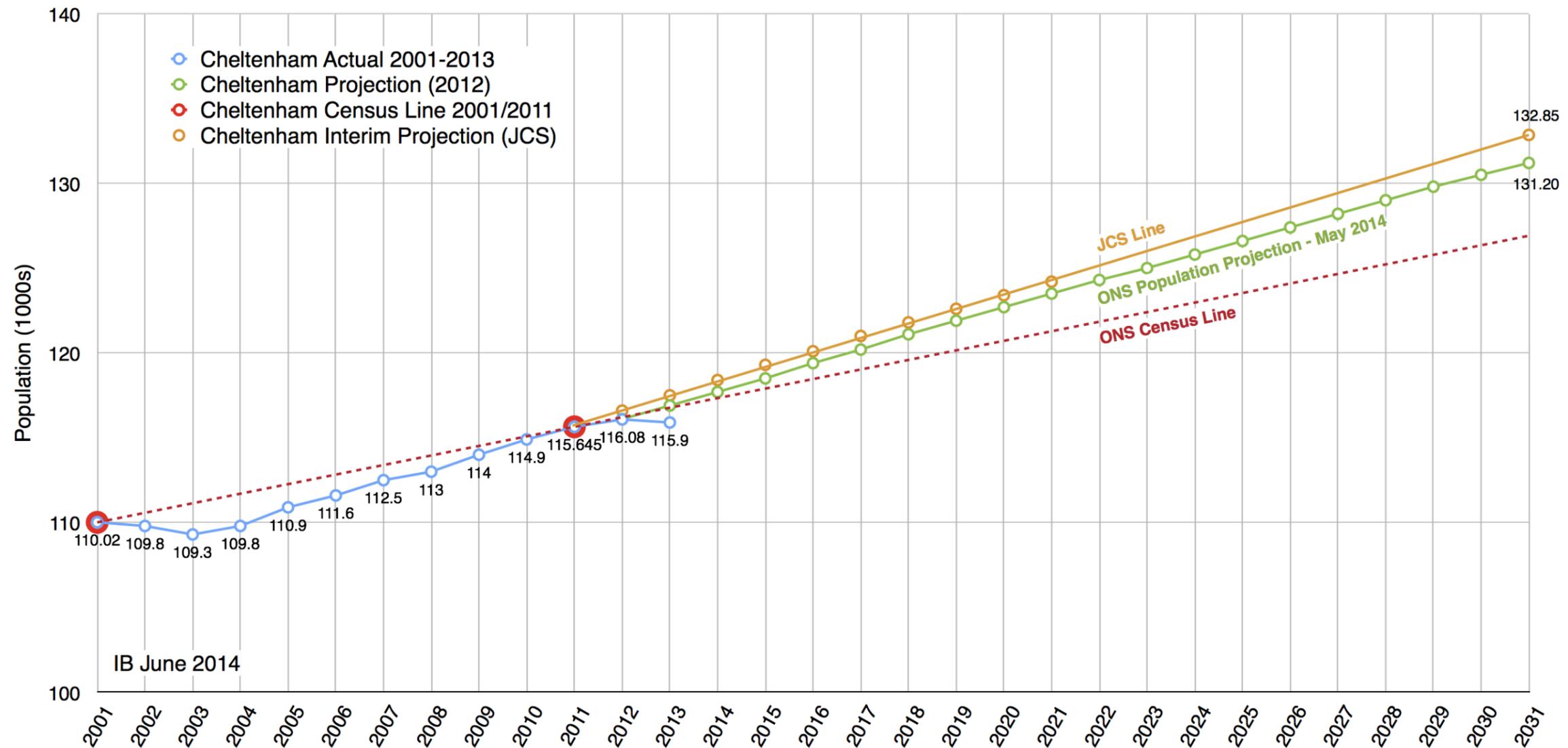
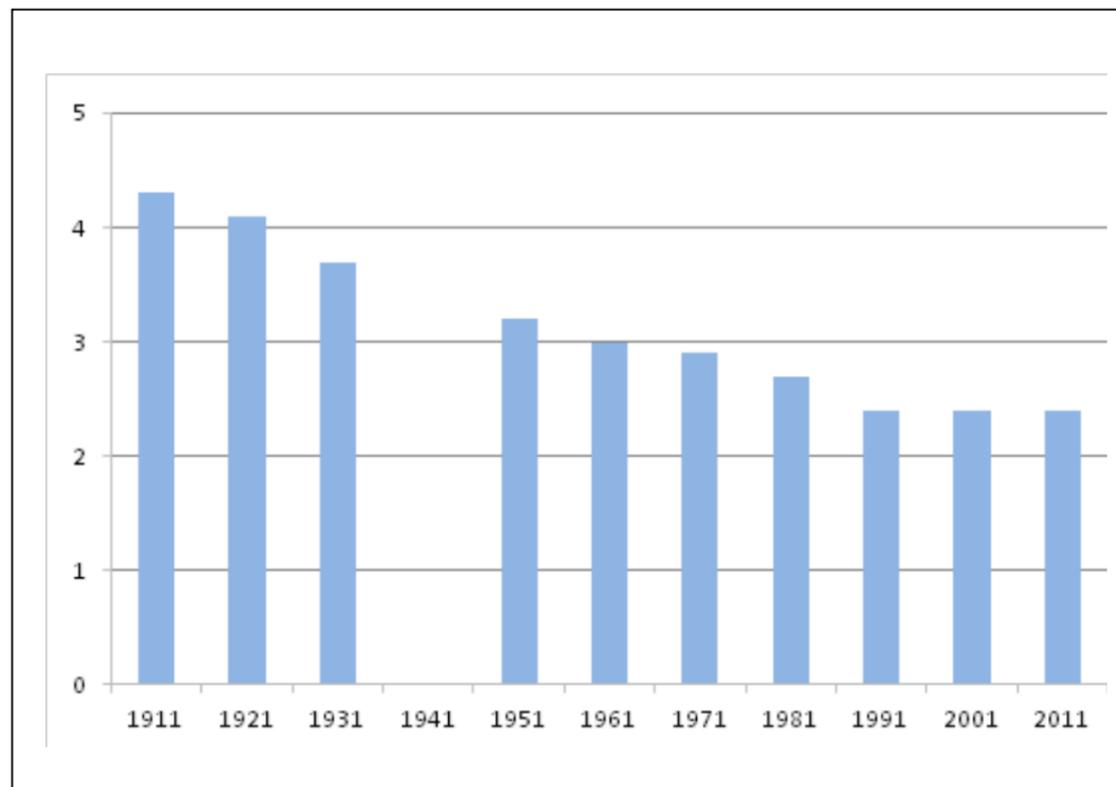


Figure 1 Cheltenham Population Projections, Office for National Statistics, 2001 & 2011 Census, mid-year corrected estimates to 2013 and the JCS Projection currently used for the OAN Gloucester and Tewkesbury projections are included in the Appendix (note the additional MY 2013 data point published by the ONS, 10<sup>th</sup> July 2014)

**Table 1 Three Step Process to calculate the JCS Objectively Assessed Need**



**Figure 2 Average Household Size, 1911 – 2011, England and Wales, source Office of National Statistics <sup>[2]</sup> – there is no evidence for a continued drop in household size**

**Table 3 District Average Household Size, source Office of National Statistics**

District	Population (2011 Census <sup>[1]</sup> )	Households (2011 Census <sup>[2]</sup> )	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

**NOTES, BACKGROUND & ANALYSIS**

The Cambridge Centre for Housing & Planning Research (CCHPR) predicts a ‘return to trend’ on household formation rates in Cheltenham, this is without a rigorous analysis of past trend, the absence of any modelling work and against the DCLG evidence presented in their April 2013 report. The JCS is unsound in the reliance in this arbitrary judgement on future Cheltenham household formation to substantiate a greenfield first policy or an ‘early phasing to ensure delivery in the plan period’. It is vital that the JCS updates the housing targets prior to EiP inline with the May 2014 longterm ONS Population Projection and the latest April 2013 DCLG Household Formation Rates (HFR), the NPPF stresses the importance of using up-to-date data, some fifteen times in this national planning document.

In the same consultancy, the November 2013 report on the Potential Implications of New Population and Household Projections for the JCS presents a backwards process to derive the average household size or household formation rates – Annex B – 15, they present no household formation model. This mysterious JCS ‘return to trend’ or ‘partial return to trend’ parameter is calculated from the housing targets, as Cllr Massey stated at the April 9<sup>th</sup> JCS Council, ‘hardly the required Objectively Assessed Need but rather more Subjective’.

The CCHPR November 2013 report <sup>[10]</sup> also states in Annex B -14, the OAN of 31,900 and then adds an allowance for empty and second homes producing a total requirement of 33,200, so this assumed the number of empty houses will increase over the period of the plan ?

<b>1. Population in 2031</b> , three JCS Districts, source ONS long-term sub-national population projections <sup>[1]</sup> .	Gloucester <sup>[1]</sup> <b>143,900</b> in 2031 Cheltenham <sup>[1]</sup> <b>131,200</b> in 2031 Tewkesbury <sup>[1]</sup> <b>97,300</b> in 2031
<b>2. Access Average Household Size</b> projected for the three districts to <b>2021</b> , reference DCLG Housing Projection <sup>[2]</sup> and County SHMA <sup>[4]</sup> . Awaiting the DCLG to provide data to 2031 later this year, household formation is stable across the JCS area from 2001 to 2011, measured by census and Labour Force Survey.	Gloucester <b>2.407</b> ( <a href="#">DCLG Model</a> , 2011 trend small rise) Cheltenham <b>2.255</b> ( <a href="#">DCLG Model</a> , 2011 trend flat) Tewkesbury <b>2.309</b> ( <a href="#">DCLG Model</a> , 2011 trend small drop)  To access charts and previous trends in AHS, please see appendix 1
<b>3. Final calculation of JCS Housing Requirement</b> , using the new ONS population projection, the DCLG England Model on Household Formation providing Average Household Size and subtracting the current housing stock as of 2011.	Gloucester 143900 divided 2.407, subtract 50363 = <b>9421</b> Cheltenham 131200 divided by 2.255, subtract 50929 = <b>7253</b> Tewkesbury 97300 divided by 2.309, subtract 35126 = <b>7013</b>  <b>TOTAL 23,687</b>

**Table 2 Census 2011: Population and Housing Growth, published by the ONS, 24 September 2012**

District	MYE 1991	MYE 2001	CENSUS 2011	Population % Change 2001 to 2011	Households 2001	Households 2011 Census	Growth in Housing 2001 to 2011 (%)
<b>Cheltenham</b>	<b>107,000</b>	<b>110,000</b>	<b>115,732</b>	<b>5.2%</b>	<b>48,000</b>	<b>50,929</b>	<b>6.1%</b>
Cotswold	74,800	80,400	82,881	3.1%	34,000	36,236	6.6%
Forest of Dean	75,800	80,100	81,961	2.3%	33,000	34,167	3.5%
Gloucester	103,500	109,900	121,688	10.7%	46,000	50,363	9.5%
Stroud	104,100	108,100	112,779	4.3%	45,000	47,794	6.2%
Tewkesbury	70,700	76,500	81,943	7.1%	32,000	35,126	9.8%

**Table 4 Cheltenham Local Council Tax Data, Single Occupier Discount, percentage of total households<sup>[8]</sup>**

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

Table 2 is a strong local indicator of no change in single household occupancy in Cheltenham since 2007 (no data available before 2007)

The NPPF insists that the level of Housing must be linked to jobs, this element of the strategic plan is again unsound, future employment opportunities need to be demonstrated by business survey in a proactive local economic policy backed by a detailed analysis of the labour market and trends for each of the three JCS districts. Evidence based and realistic levels of economic growth for Gloucestershire are given in references [4] & [5], extracts are provided in Appendix 1.

In the previous round of the JCS consultation, one identified problem was the late switch to an interim 2011 ONS population projection and extending that to 2031 without any observation of the warning of potential over estimates of the birth rate. The ONS have now stated, see appendix 1, that this interim population projection was never intended to be used beyond 2021 and more importantly the demographics should be verified for each district before use. **The recently published Strategic Housing Market Assessment (SHMA) JCS evidence document highlights the stark differences between the three districts, with the population growth in Gloucester (of 10.7%) being over twice that of Cheltenham's at 5.2% from 2001 to 2011; and where in Cheltenham 'net international migration' was the largest component of population growth, in Gloucester it was 'net natural change', whilst in Tewkesbury it was 'net internal migration'.** Given the degree of uncertainty on international migration and the findings of the SHMA for Cheltenham it would be reckless to promote early phasing of green field sites before new government policy has been given a chance to impact on population growth. With the differences reported in the SHMA, each district requires a separate OAN based on projected district population and household formation rates.

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.

It is interesting to note the first JCS public consultation, Developing the Preferred Option (DPO) identified strategic allocations for approximately 29,500 houses, mostly on greenbelt, adjacent to Cheltenham, Gloucester and Tewkesbury, how little has changed.

In summary, the housing numbers can be simply calculated in a three step process shown in the table 1, it follows the best practice given by three government departments, the DCLG, ONS and Bristol Inspectorate and uses referenced up-to-date population projections and household formation rates.

The **one thousand pound charity challenge** remains in place for Cheltenham Borough Council Officers and Councillors to show where these housing calculations are in significant error. The JCS housing numbers are currently sitting at **30,500**, the OAN and methodology is given in table 1, for the three JCS districts to 2031 of **23,687**. If officers of the council OR any Councillor can demonstrate to an agreed independent third party that there are significant errors in these calculations that substantiate the current JCS totals, then one thousand pounds is offered to their chosen charity.

## The Cheltenham Alliance

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Helen Wells	Chair Save the Countryside	<a href="http://www.savethecountryside.org.uk">www.savethecountryside.org.uk</a>	07770986078
Bridget Farrer	Chair HaShTAG	<a href="https://www.facebook.com/pages/Hashtag-Chargrove/381779971947674">www.facebook.com/pages/Hashtag-Chargrove/381779971947674</a>	07847711468
Barry Simon	Chair Swindon Village Society	<a href="http://www.swindonparish.org.uk">www.swindonparish.org.uk</a>	01242 521723
Mathew Parker	Chair Protecting the Environment of Prestbury and Southam (Pepsnet)	<a href="http://www.peps-net.co.uk/">http://www.peps-net.co.uk/</a>	07967953754

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## REFERENCES

- [1] Sub-National Population Projections, 2012-based projections, Table 2, 2012-based sub-national population projections by sex and five year age groups for Local Authorities in Regions - SE, SW and London - Office for National Statistics, May 2014  
<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-335242>
- [2] Household Projections by district, England, 1991- 2021 England Counties, London boroughs, unitary authorities and districts in England, [DCLG Table 406](#) and the [Report](#)  
<https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>
- [3] ONS Statistical Bulletin, 2011 Census - Population and Household Estimates for England & Wales, 2001 to 2011, Office for National Statistics - 16 July 2012  
*'Average household size in 2011 is unchanged from 2001, meaning that only population growth drove an increase in the number of households in that period. The long-term decrease in household size reflects the decline in the total fertility rate<sup>5</sup> and the ageing of the population over the century. It also reflects changes in the structure of society... **This information is critical for local authorities for assessing and planning for housing needs. Future 2011 Census releases will include further detail about numbers and types of households.***
- [4] a) Local Authorities of Gloucestershire - Strategic Housing Market Assessment Update Final Draft October 2013, HDH Planning and Development Ltd  
b) Local Authorities of Gloucestershire - Strategic Housing Market Assessment Update Final March 2014, HDH Planning and Development Ltd
- [5] Prospects for Private Sector Jobs Growth in SW England, Oct 2011, South West Observatory - Economy Module <http://economy.swo.org.uk/>
- [6] Oxford Economics "South West Growth Scenarios: Final Report" June 2010
- [7] Letter to the DSS, Parliamentary Under Secretary of State, Bob Neill, Department of Communities and Local, March 2012
- [8] Cheltenham Borough Council, Tax Office, total number of Properties and Single Occupier Discounts from 2007 to 2012, by email 20<sup>th</sup> Aug. 2012

[9] [Changing Living Arrangements and Household Formation: A Review](#), Prof. Ann Berrington, University of Southampton, UK - BSPS Meeting on Estimating Future Household Formation, London School of Economics, 16th December 2013

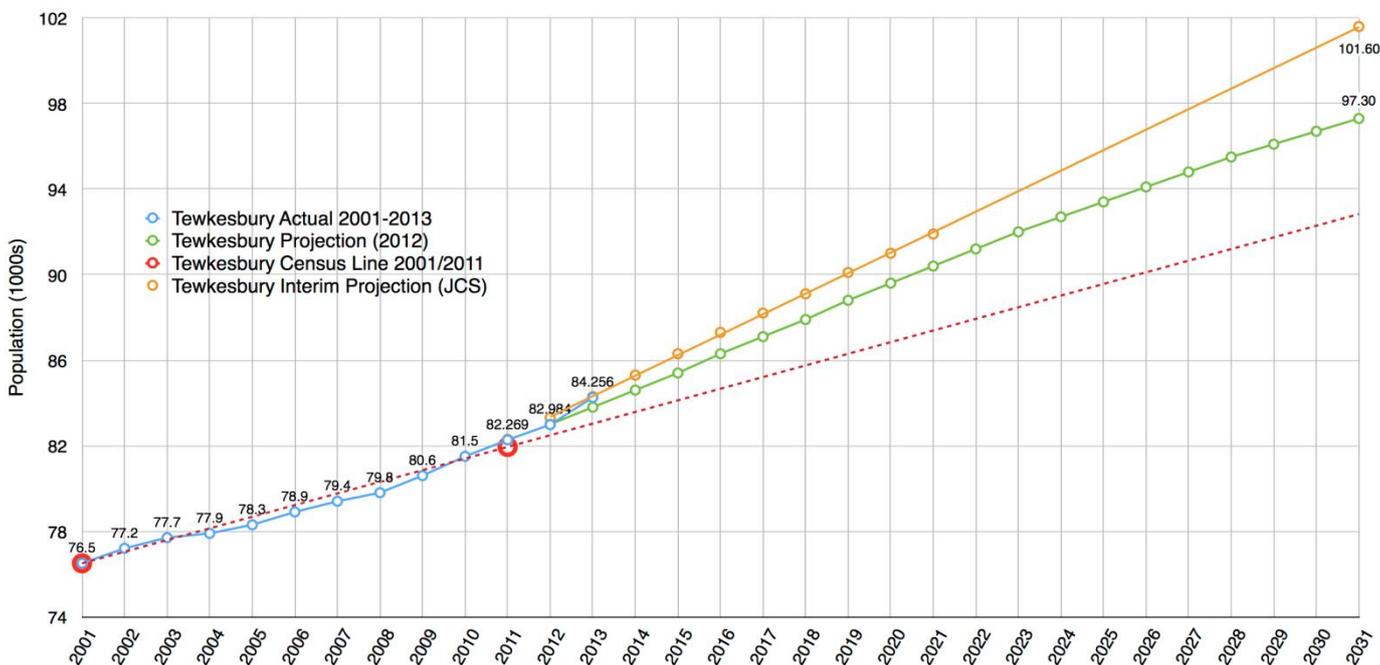
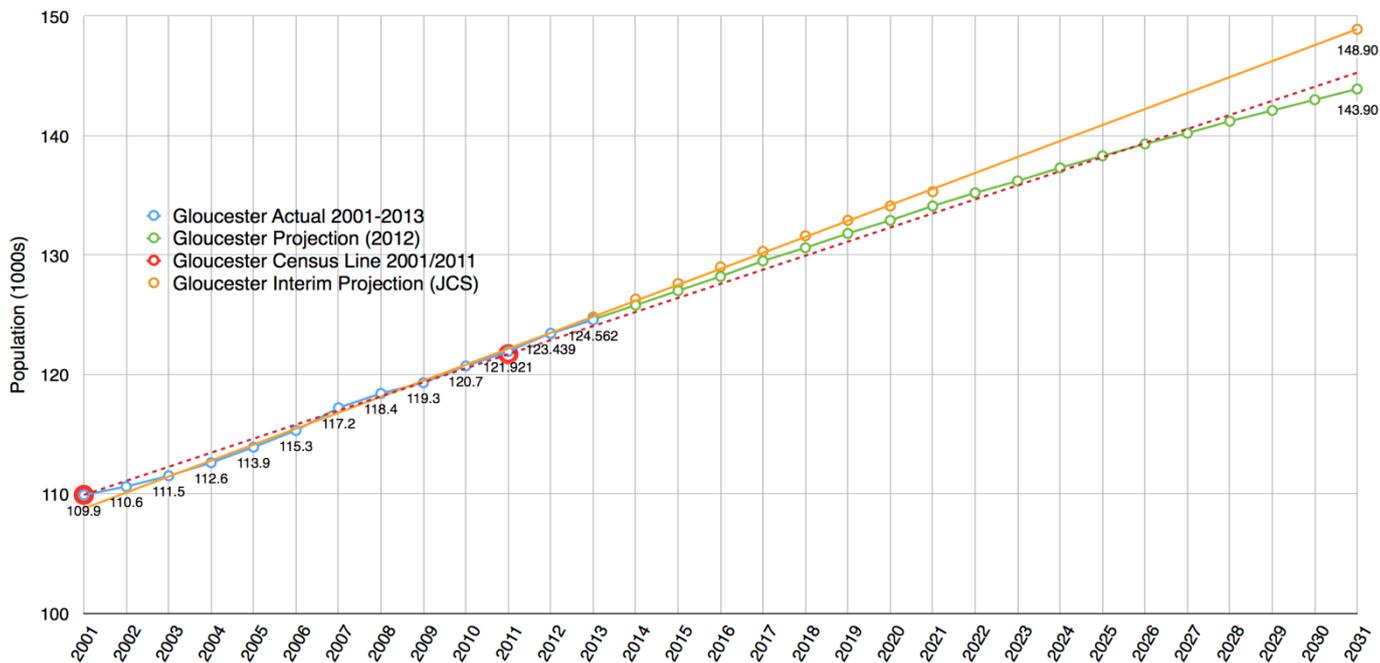
*Ann Berrington is currently a Professor in Demography and Social Statistics at the University of Southampton and jointly co-ordinates the fertility strand of the ESRC Centre for Population Change. She has worked on the following projects for the CPC*

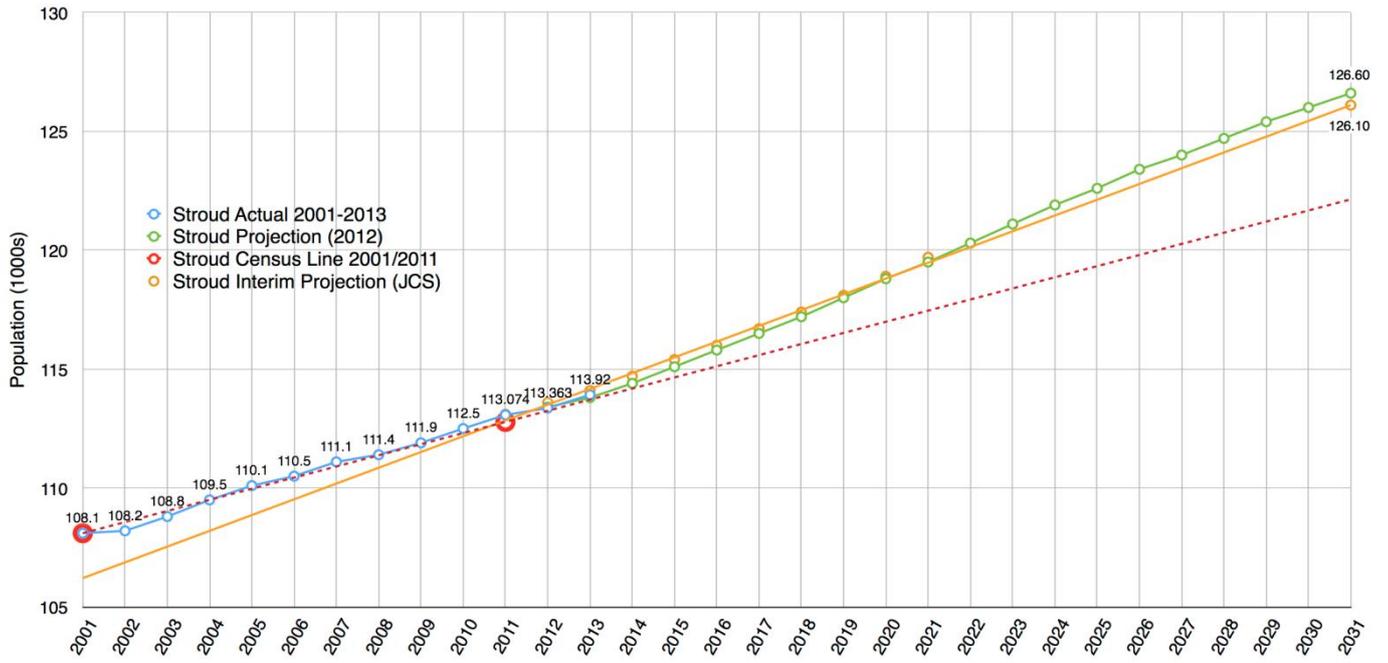
[10] The Potential Implications of New Population and Household Projections for the Cheltenham, Gloucester and Tewkesbury Joint Core Strategy, Preliminary Report – November 2013  
Cambridge Centre for Housing & Planning Research      **CONFIDENTIAL FOR MEMBERS ONLY**

[11] Evidence provided to the [Parliamentary Select Committee](#) - Review on the effectiveness of National Planning Policy Framework, Cheltenham Alliance Evidence, 7<sup>th</sup> July 2014 [\[1\]](#) [\[2\]](#)

## APPENDIX 1 – USEFUL SOURCES OF DATA & EVIDENCE

### Population Projections for Gloucester, Tewkesbury & Stroud

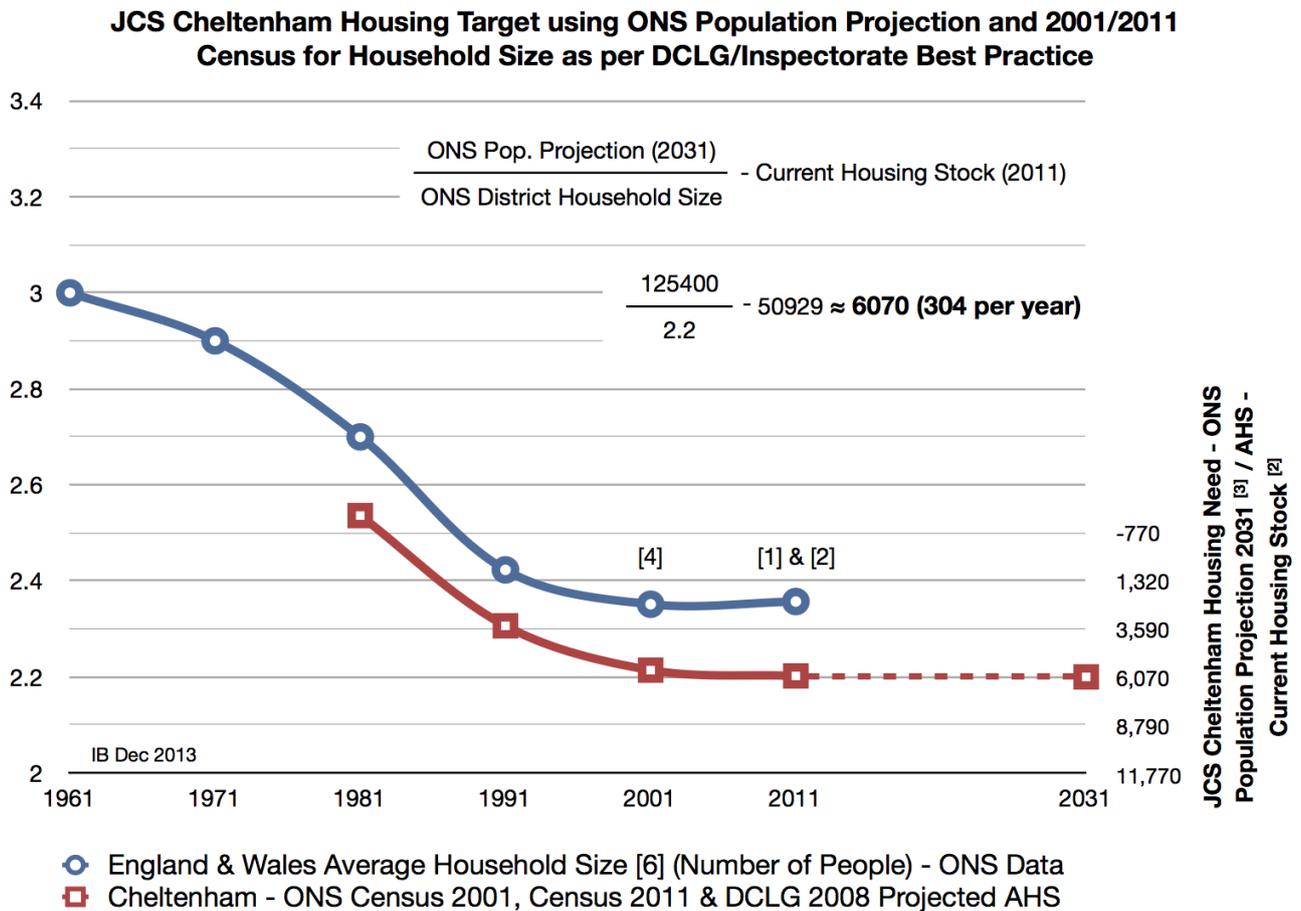




**Household Formation Rates / Average Household Size in the JCS Districts**

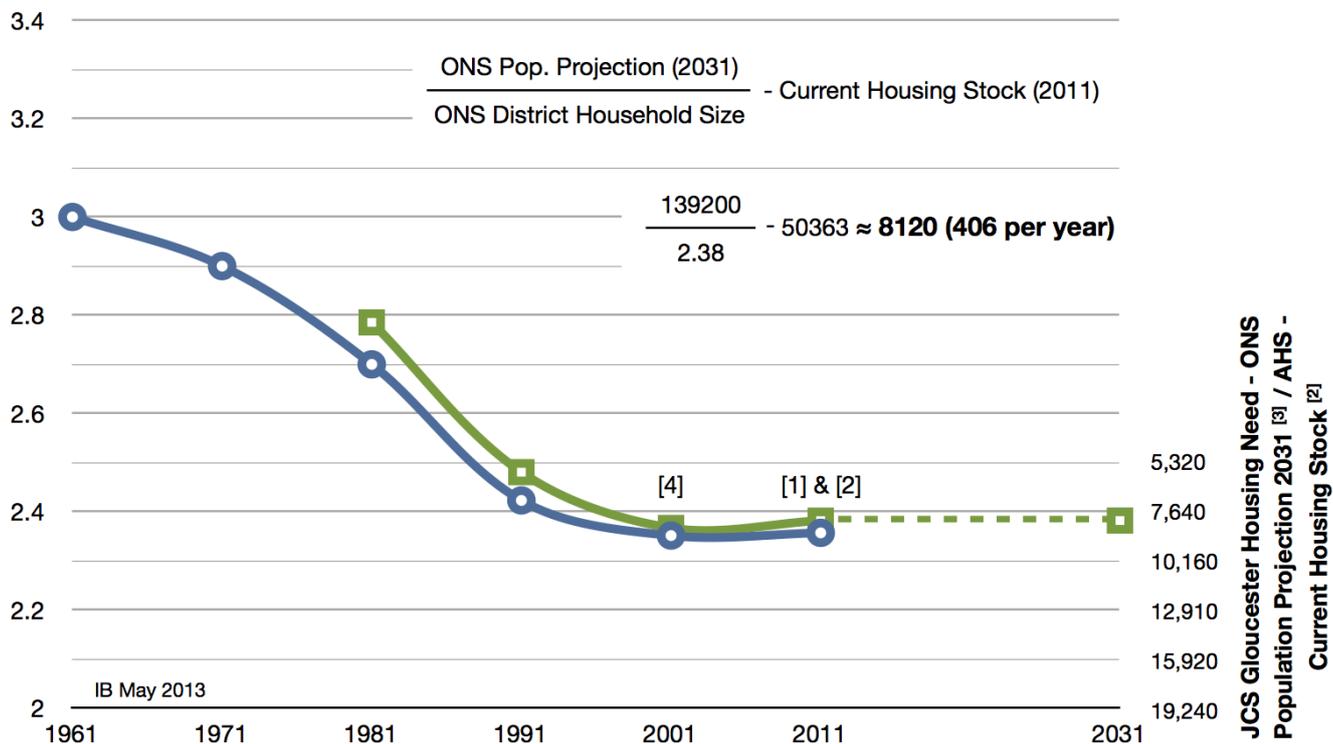
Data provided by the ONS Please note how sensitive the housing targets are to the projected average household size, see the house building scale on the right hand side, one tenth change can result in thousands of houses onto the greenbelt. It is vital we use the most up-to-date data available and the best modelling available from the Department of Communities & Local Government (DCLG), this is best practice as provided by the Bristol Inspectorate.

These charts were produced in May and December of 2013 and require updating to the new ONS longterm population projections<sup>[1]</sup>, the county SHMA tables, p17/18 of this appendix, provide more accurate and up-to-date average household sizes for Gloucester, Cheltenham & Tewkesbury.



(1) ONS 2011 Census: Table KS101EW: Usual resident population, local authorities in England and Wales - Living in households  
 (2) ONS 2011 Census: Table KS401EW: Dwellings, household spaces and accommodation type, local authorities in England and Wales  
 (3) ONS 2010 Population Projection Table 2c: 2010-based Subnational Population Projections by sex and quinary age, Local authorities and higher administrative areas within London, South East and South West  
 (4) ONS 2001 Census Key Statistics - Local Authorities Table KS01, Usual resident population and www.neighbourhood.statistics.gov.uk at local authority level  
 (5) DCLG Table 406: Household projections by district, England, 1991- 2033 (ONS Pop. Projection divided by DCLG 2008 Housing Projection)  
 (6) Statistical Bulletin 2011 Census Population and Household Estimates for England and Wales, March 2011. Coverage: England and Wales, Office for National Statistics, published 16 July 2012

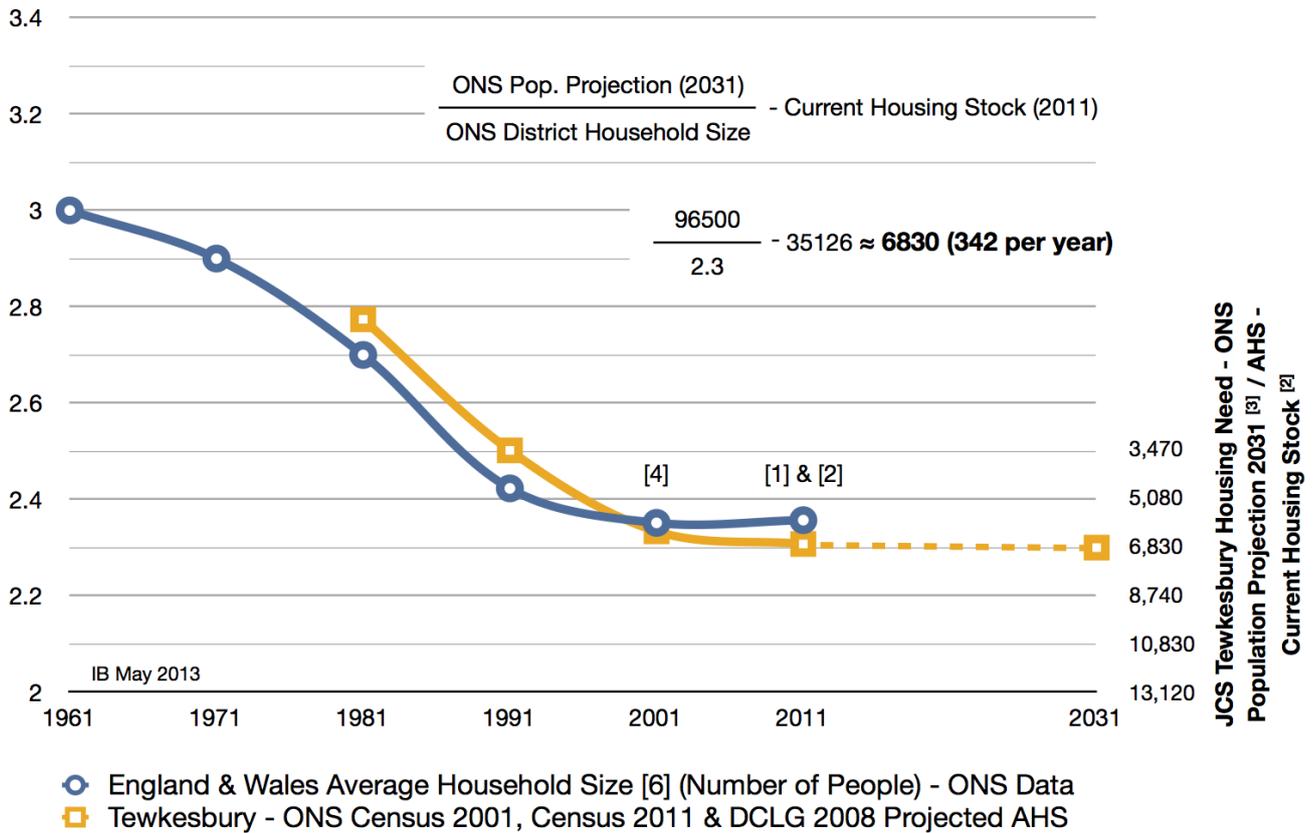
### JCS Gloucester Housing Target using ONS Population Projection and 2001/2011 Census for Household Size as per DCLG/Inspectorate Best Practice



- England & Wales Average Household Size [6] (Number of People) - ONS Data
- Gloucester - ONS Census 2001, Census 2011 & DCLG 2008 Projected AHS

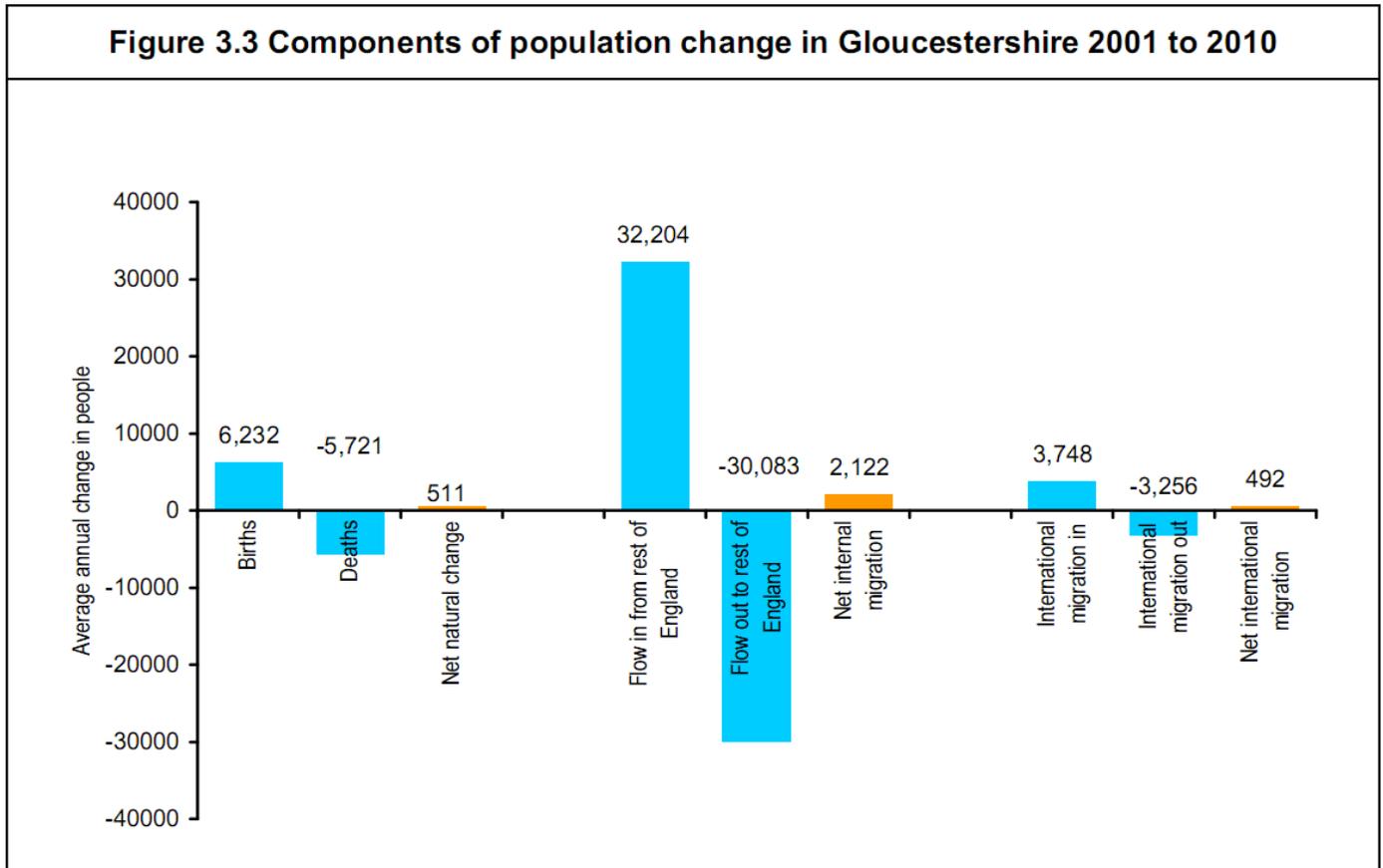
(1) ONS 2011 Census: Table KS101EW: Usual resident population, local authorities in England and Wales - Living in households  
 (2) ONS 2011 Census: Table KS401EW: Dwellings, household spaces and accommodation type, local authorities in England and Wales  
 (3) ONS 2010 Population Projection Table 2c: 2010-based Subnational Population Projections by sex and quinary age, Local authorities and higher administrative areas within London, South East and South West  
 (4) ONS 2001 Census Key Statistics - Local Authorities Table KS01, Usual resident population and www.neighbourhood.statistics.gov.uk at local authority level  
 (5) DCLG Table 406: Household projections by district, England, 1991- 2033 (ONS Pop. Projection divided by DCLG 2008 Housing Projection)  
 (6) Statistical Bulletin 2011 Census Population and Household Estimates for England and Wales, March 2011. Coverage: England and Wales, Office for National Statistics, published 16 July 2012

### JCS Tewkesbury Housing Target using ONS Population Projection and 2001/2011 Census for Household Size as per DCLG/Inspectorate Best Practice



- (1) ONS 2011 Census: Table KS101EW: Usual resident population, local authorities in England and Wales - Living in households
- (2) ONS 2011 Census: Table KS401EW: Dwellings, household spaces and accommodation type, local authorities in England and Wales
- (3) ONS 2010 Population Projection Table 2c: 2010-based Subnational Population Projections by sex and quinary age, Local authorities and higher administrative areas within London, South East and South West
- (4) ONS 2001 Census Key Statistics - Local Authorities Table KS01, Usual resident population and [www.neighbourhood.statistics.gov.uk](http://www.neighbourhood.statistics.gov.uk) at local authority level
- (5) DCLG Table 406: Household projections by district, England, 1991- 2033 (ONS Pop. Projection divided by DCLG 2008 Housing Projection)
- (6) Statistical Bulletin 2011 Census Population and Household Estimates for England and Wales, March 2011. Coverage: England and Wales, Office for National Statistics, published 16 July 2012

Extract from the County SHMA<sup>[4]</sup> – JCS Evidence Base

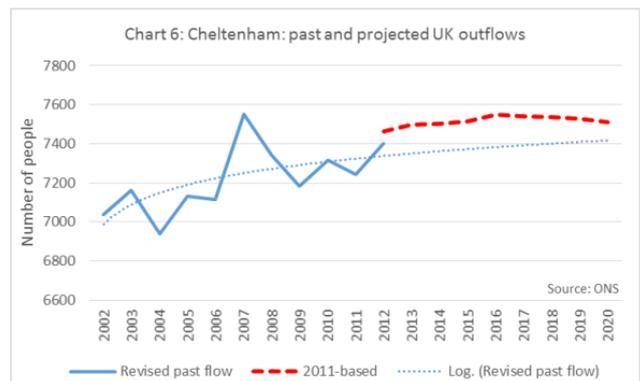
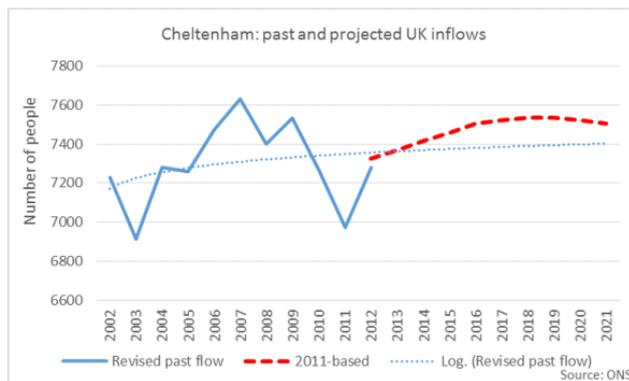


Source: ONS components of change for England and Wales - annual tables for 1991-2 to 2009-10

Extract from the CCHPR Report<sup>[10]</sup>, please note how similar are the projected future migration inflow and outflow to Cheltenham, given that this is the major component of population change for Cheltenham the question as to who we build houses for needs to be examined.

### Comparison of historical and projected internal migration flows for the JCS authorities

#### Cheltenham



Extract from reference [5], Prospects for Private Sector Jobs Growth in SW England, Oct 2011, South West Observatory - Economy Module <http://economy.swo.org.uk/> based on in-depth analysis of SW labour market and projected economic recovery.

**Table 1: SW real growth forecasts**

Average % change	Projection	Forecast	Target
2010-2015	+2.0	+2.2	+2.3
2015-2020	+2.3	+2.6	+2.7
2020-2030	+2.4	+2.4	+2.9

Source: SW RDA Economics – Economy Module

The next table shows the employment prospects for each part of the region (by LEP areas). Again, the key message is that, after the expected recovery in the short term, longer run job prospects are moderate in many areas, with only Swindon and Wiltshire projected to have FTE growth averaging higher after 2016 than in the 1995-2005 benchmark period.

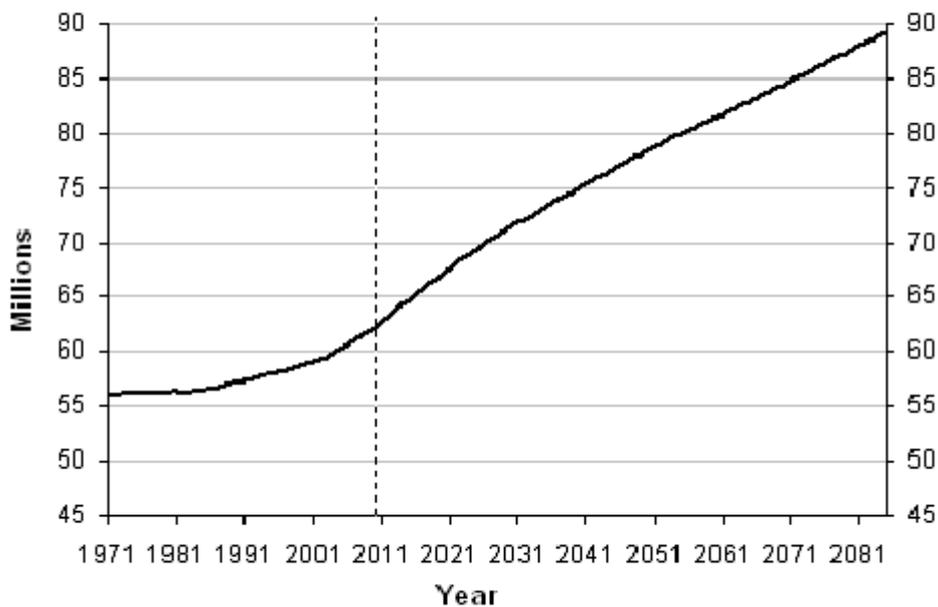
**Table 2: SW sub-regional employment projections (FTEs)**

Average % change	2011-2016	2016-2030	1995-2005
Cornwall & Scillies	1.6	1.4	2.6
Dorset	1.5	0.4	2.0
Gloucestershire	1.8	0.8	1.1
Heart of SW	1.7	1.1	1.9
Swindon & Wiltshire	1.9	1.2	0.9
West of England	1.9	1.4	1.9

Source: SW Economic Projections for SWRDA, autumn 2011

Extract the ONS publication – Results, 2010-Based National Population Projections, 26 October 2011, from Cllr Simon Wheeler, as discussed at the JCS Working Group meeting, UK population has not always been following the same growth path and will likely change again given the declared government policy change on migration.

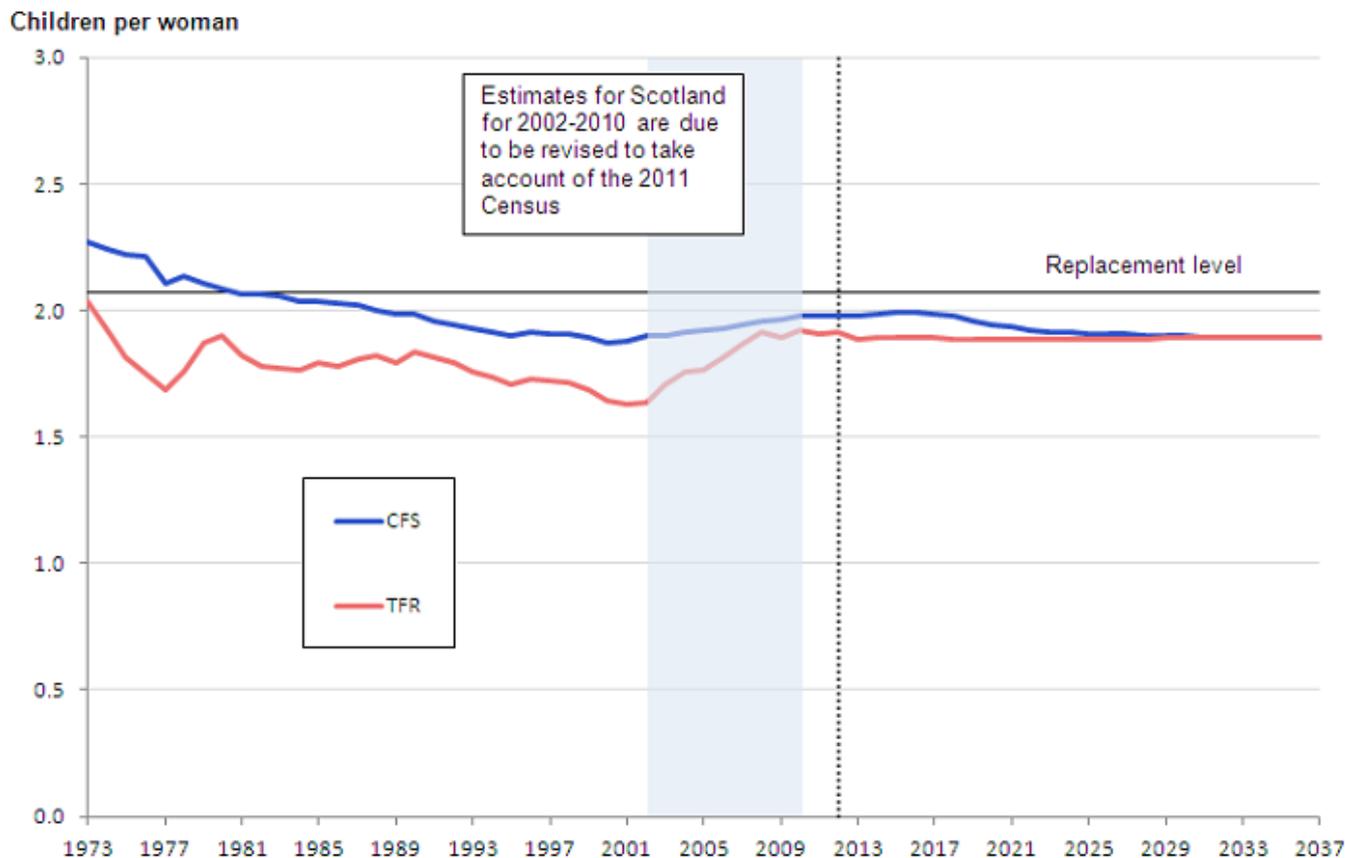
### Actual and projected total population, United Kingdom, 1971-2085



Source: Office for National Statistics

Extract ONS Publication - Fertility Assumptions, 2012-based National Population Projections

Figure 3-1: Total fertility rate and average completed family size, United Kingdom, 1973-2037



Notes:

1. All fertility data are displayed on a calendar year basis.
2. Figures for 2002-2010 are due to be revised to take account of the 2011 Census for Scotland. Revised population estimates for Scotland and the UK for 2002-2010 were not available at the time of projection.
3. Completed family size (CFS) relates to cohort born 30 years earlier - 30 years being the approximate mid-point of the childbearing ages. Projected completed family size is given for cohorts who have not yet completed childbearing.

Figure 3-1 shows the average completed family size (CFS) and the total fertility rate (TFR), which is defined as the average number of children that would be born per woman if all women lived to the end of their child bearing years and experienced the exact current age-specific fertility rates throughout their lifetime, for the UK between 1973 and 2037.

## Best Practice given by the ONS Projections Unit on the correct use of the Interim 2011 Population Projection

On 11/03/2014 15:08, Projections@ons.gsi.gov.uk wrote:

Dear Ian,  
Thank you for your email.

The 2012-based subnational projections, which will extend to 2037, are due to be published in May/June 2014 (the exact date has not been confirmed yet). You can keep track of future releases by checking the publications hub: <http://www.statistics.gov.uk/hub/index.html>

We would not recommend extending the interim 2011 projection to 2031 because they were produced specifically for a shorter time span.

More detail on how births are projected for local authorities can be found here:

<http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/Interim-2011-based/rpt-snpp-2011-based-methodology-report.html#tab-Births>

The subnational projections use specific local authority fertility rates to calculate births for each LA so local trends are reflected. It should be noted that the total number of births is controlled to the national total to ensure consistency between the subnational and national projections.

You are correct that the birth rate warning for the interim projections was due to unrevised pre-Census fertility rates being applied to the revised Census-based population, which was higher than expected. The 2012-based subnational projections will include fully updated rates and trends based on the 2011 Census results.

Please don't hesitate to contact us if you have any further queries.

Regards,  
Fern

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**Population Projections Unit** | Office for National Statistics | Titchfield | PO15 5RR | Phone +44 (0)1329 444652 | email: [projections@ons.gov.uk](mailto:projections@ons.gov.uk) | [www.ons.gov.uk](http://www.ons.gov.uk)

### National Population Projections

web page: [www.ons.gov.uk/ons/taxonomy/index.html?nscl=National+Population+Projections](http://www.ons.gov.uk/ons/taxonomy/index.html?nscl=National+Population+Projections)

Interactive population pyramids: [www.ons.gov.uk/ons/guide-method/understanding-ons-statistics/interactive-content/dvc3-twin-national-projections-pyramid-link.html](http://www.ons.gov.uk/ons/guide-method/understanding-ons-statistics/interactive-content/dvc3-twin-national-projections-pyramid-link.html)

### Subnational Population Projections

web page: [www.ons.gov.uk/ons/taxonomy/index.html?nscl=Sub-national+Population+Projections](http://www.ons.gov.uk/ons/taxonomy/index.html?nscl=Sub-national+Population+Projections)

Interactive population pyramids: [www.ons.gov.uk/ons/guide-method/understanding-ons-statistics/interactive-content/dvc4-twin-subnational-pyramid-link.html](http://www.ons.gov.uk/ons/guide-method/understanding-ons-statistics/interactive-content/dvc4-twin-subnational-pyramid-link.html)

## Whatever happened to our input in the early days of the JCS ...

15/3/2012 17:48, Ian (Bitworks - Cheltenham) wrote:

Hi Tracey,

Just a few points to throw into the JCS mix ...

- The JCS should have a formal input from CBH on assessment of housing need & affordability across wards.
- Has the findings of the Fordham Gloucestershire Housing need Assessment 2009 report been included as part of the evidence base?
- Use of previous consultations, the two large forum events held in Gloucester or Cheltenham on the 31st January and the 4th of February 2005, Summary report on responses in relation to the Sub Regional Spatial Strategy for Gloucester and Cheltenham Prepared for Gloucestershire County Council and the Joint Steering Group by Land Use Consultants, February 2005, this is still very relevant if officers are going to be putting forward sustainable sites & numbers.
- The Site Delivery Breakdown is premature and in my opinion should be removed until JCS Scenarios have been tested and agreed which members of all three Councils.
- The 'new settlement' approach was raised by Steve Jordan as an alternative to unpopular urban extensions in a recent member briefing. Martin Horwood had a similar message recently when quoting from a government report, describing how vital those urban fringe green spaces were to people, bringing so much enjoyment, beneficial to health and are so important in peoples lives. This new settlement was discussed at one of the members briefings, potentially supported by JCS councils to enable collective investment in services, this has potential and should be investigated more fully in JCS phase 2. In my opinion, the whole question of urban extensions to save money on infrastructure & services needs detailed study on both the economics, environmental and public support point of views. Capacity on roads & local services are not always available in these 'sustainable' sites being put forward in development plans across the County. From an environmental view a new eco town, receiving the available government grants, collocated with employment, good transport links to Cheltenham Gloucester & Tewkesbury might be the environmental development scenario which is missing in the JCS report and would bring warm support from the public. The impact on affordability of homes in the JCS area could be tested on the JCS model, a strong eco theme, good services, designed for living with plenty of green space.
- The new population demographic projections for Cheltenham needs to be reflected in any JCS recommendations for development to match housing need to delivery.
- On the natural population, births & deaths across the three regions, how is this information obtained, are the registers available in electronic form to enable us to check our modelling in JCS phase 1 ?
- The new home affordability model, any chance of having the mathematical formulas being used to connect the various parts used in the model, there was a diagram as part of the handout showing the interconnect but did not have the exact relationships.

Best Regards

Ian

Dear Councillors,

The Budget published yesterday made important announcements in regard to Planning, I have extracted the relevant section for you below. A full version of the budget report can be downloaded via the following link [http://cdn.hm-treasury.gov.uk/budget2012\\_complete.pdf](http://cdn.hm-treasury.gov.uk/budget2012_complete.pdf)

Key issues for Cheltenham

- National Planning Policy Framework (NPPF) will be published next Tuesday. As of this date the NPPF will be effective. We need to look ...

## An Ageing Population, Household Formation and Housing – Prof. John Ermisch

Housing Studies, 1991 Vol. 6, pp.230-239

(one of a series of papers)

Prof Ermisch correctly predicted the changes to household formation rates in the UK in his peer reviewed paper of 1991, this paper highlights the academic discipline required to validate any JCS 'return to trend' theory prior to use in assessing the objective housing need.

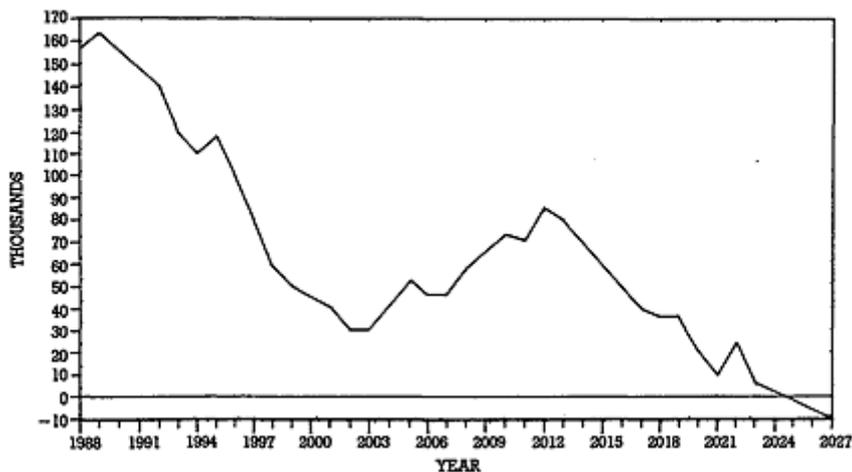
### Abstract

One aspect of an ageing population is an increasing percentage of elderly people in the population, but the rest of the age distribution of the population is also affected. That this is the case is clearer when it is recognised that the primary cause of population ageing is a decline in the birth rate, with longer life expectancy playing a minor role. This paper refers to Britain to examine the implications of prospective changes in the age distribution for housing.

There are three broad sources of change in the number of households:

- changes in the age distribution of the population;
- changes in marriage and divorce; and
- economic and housing market developments which affect the propensity of individuals and families to set up a household of their own.

Fig. 2 Growth in households per annum arising from age distribution changes



We are now at the peak of household formation arising from age distribution changes. As Figure 2 shows, the maturing of the baby bus generations produces a relatively steady decline in net annual household formation, from about 160,000 per annum in 1989 to about 40,000 per annum just after the turn of the century.

Even taking into account other causes of 'household fission', it is inconceivable that other sources of growth in the number of households will be sufficient to offset the deceleration in annual household formation indicated by Fig. 2.

Here is another excellent and more recent review on household formation, [Changing Living Arrangements and Household Formation: A Review Prof. Ann Berrington](#), University of Southampton, UK  
BSPS Meeting on Estimating Future Household Formation,  
London School of Economics, 16th December 2013

**Extracts from the SHMA<sup>4(a)</sup>**, these tables provide the 2011 census analysis, populations and households across the county and the projection from the latest DCLG household formation, this comes directly from the JCS evidence base and is usefully presented in Average Household Size for each district.

<b>Table A1.17 Change in Cheltenham population, households and household size, 2011 – 2021</b>			
	2011	2021	% change
Population	115,645	124,196	7.4%
Households	50,902	55,078	8.2%
Average household size	2.27	2.25	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

<b>Table A2.17 Change in Cotswold population, households and household size, 2011 – 2021</b>			
	2011	2021	% change
Population	83,180	86,875	4.4%
Households	36,369	38,952	7.1%
Average household size	2.29	2.23	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

<b>Table A3.17 Change in Forest of Dean population, households and household size, 2011 – 2021</b>			
	2011	2021	% change
Population	82,200	86,068	4.7%
Households	34,273	36,763	7.3%
Average household size	2.40	2.34	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

<b>Table A4.17 Change in Gloucester population, households and household size, 2011 – 2021</b>			
	2011	2021	% change
Population	121,921	135,271	10.9%
Households	50,456	56,218	11.4%
Average household size	2.42	2.41	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

<b>Table A5.17 Change in Stroud population, households and household size, 2011 – 2021</b>			
	<i>2011</i>	<i>2021</i>	<i>% change</i>
Population	113,074	119,659	5.8%
Households	47,917	51,978	8.5%
Average household size	2.36	2.30	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

<b>Table A6.17 Change in Tewkesbury population, households and household size, 2011 – 2021</b>			
	<i>2011</i>	<i>2021</i>	<i>% change</i>
Population	82,269	91,909	11.7%
Households	35,264	39,804	12.9%
Average household size	2.33	2.31	-

Source: ONS 2011-based interim population projections; DCLG 2011-based interim household projections

## The National Press

There have been many reports in the national press, great concern expressed over how developers and councils across England are unfairly targeting the greenbelt and open countryside in preference to town regeneration on existing derelict sites. This survey carried out by the Daily Mirror gives us a valuable insight; it's really all about a misinterpretation of the NPPF, developer profit and taking the prime sites in early phasing.

What is the correct interpretation of the NPPF, evidence provided to the [Parliamentary Select Committee](#) - Review on the effectiveness of National Planning Policy Framework, Cheltenham Alliance Evidence, 7<sup>th</sup> July 2014 [\[1\]](#) [\[2\]](#)

By Ben Spencer

**MORE** than half of councils are planning to build on green belt land, casting doubt on Government claims that protected areas would only be developed in 'exceptional circumstances'.

Research for the National Trust has found that 51 per cent of English authorities with green belt land were 'likely or very likely' to allocate it for development within the next five years.

More than half of the 147 local authorities that responded to the survey said they had brownfield sites available that could help meet housing targets, but developers did not see them as viable locations for projects.

Sir Simon Jenkins, chairman of the National Trust, said: 'The green belt has been the star feature of town and country planning for half a century.'

'In one of Europe's most congested countries, it has prevented urban sprawl, protected a vision of rural England and retained access to green spaces for urban dwellers that has been admired worldwide.'

Just over 12 per cent of England is designated as green belt. The survey, carried out by the Local Government Information Unit, comes 18 months after the Government put in place its National Planning Policy Framework, which aimed to speed up decisions and boost housebuilding.

Councils were told green belt land could only be developed in

# Most councils are planning to build on the green belt

'exceptional circumstances'. But they were also ordered to allocate sufficient land to meet future housing needs.

Crucially, the guidance shifted the 'presumption in favour of

## 'Easy and more profitable'

sustainable development'. Sir Simon added: 'What is now happening is a policy of let rip, leading to steady erosion. Planning control is now the slave not the master of profit.'

Jonathan Carr-West, chief executive of the Local Govern-

ment Information Unit, said: 'This research shows that the National Planning Policy Framework and targets around housing supply are putting significant strain on councils' ability to protect the green belt.'

Ingrid Samuel, historic environment director at the National Trust, added: 'What councils are saying is alarming. We need more homes and, if agreed in approved local plans, some of these may be built on previously undeveloped land, but the priority should remain brownfield first.'

Conservative MP Nick de Bois, who has fought to protect green belt land in his

Enfield North constituency, added: 'Ministers were right to promise to protect the green belt and prioritise brownfield site developments, but competing interests, pressure on housing supply and the presumption of sustainable development mean reckless councils are clearly planning to build over the green belt as the easy more profitable option.'

Planning Minister Nick Boles, defended Government policy, adding: 'The biggest threat to the green belt is Ed Miliband's plans to allow urban councils to dump development on their rural neighbours.'

[b.spencer@dailymail.co.uk](mailto:b.spencer@dailymail.co.uk)

## Local planning - Written ministerial statement by Nick Boles on local planning

The Cheltenham Alliance has studied the detail of the recent written ministerial statement by the Parliamentary under Secretary of State for Planning; many of the particular notes are very relevant to the Joint Core Strategy:

- Issuing robust guidance on flood risk sites,
- the reaffirmation of Greenbelt protection,
- that windfalls to be counted against numbers in the plan,
- stressing the importance of bringing brownfield into use first,
- the issue of oversupply and delivery, and
- of particular importance to the JCS, the encouragement of joint working between local authorities, but clarifying that the duty to co-operate is not a duty to accept.

These statements are clear and unambiguous; they provide a welcome clarification of the National Planning Policy Framework. The recent letter of complaint dated 3<sup>rd</sup> March 2014 to Sir Michael Pitt (CE of the Planning Inspectorate) from Nick Boles MP, who was '*troubled and disturbed*' over the Inspectorate's handling of the Reigate & Banstead Local Plan, adds further clarification on the Government's Green Belt policy and requested that Inspectors be copied for implementation.

<https://www.gov.uk/government/speeches/local-planning>

Organisation: [Department for Communities and Local Government](#)

Delivered on: 6 March 2014

Page history:

Updated 6 March 2014, see all updates

Added link to the list of guidance documents cancelled by the planning practice guidance suite.

6 March 2014 4:05pm

First published.

6 March 2014 11:04am

Policy:

[Making the planning system work more efficiently and effectively](#)

Topic:

[Planning and building](#)

Minister:

[Nick Boles MP](#)

Location:

Parliament

Written ministerial statement by Nick Boles on local planning.



The coalition government is committed to reforming the planning system to make it simpler, clearer and easier for people to use, allowing local communities to shape where development should and should not go. Planning should not be the exclusive preserve of lawyers, developers or town hall officials.

We are also committed to ensuring that countryside and environmental protections continue to be safeguarded, and devolving power down not just to local councils, but also down to neighbourhoods and local residents.

We have already taken a series of steps to cut unnecessary red tape, such as the streamlined [National Planning Policy Framework](#) reducing 1,000 pages of planning guidance to less than 50, revoking the last administration's bureaucratic regional strategies and extending permitted development rights to make it easier to get empty and under-used buildings back into public use. I would like to update the House on progress on this ongoing work.

## **An accessible planning system**

In October 2012, we invited Lord Taylor of Goss Moor to lead a [review](#) into the reams of planning practice guidance that we have inherited from the last administration.

My department subsequently held a consultation on the group's proposals, and in August 2013, we launched our proposed streamlined planning practice guidance in draft, consolidating 7,000 pages of complex and often repetitive documents. Today, we are launching the final version of that practice guidance through an accessible [website](#).

We have carefully considered representations made on the draft practice guidance and feedback from hon. members and noble peers in recent Parliamentary debates.

I would particularly note that we are:

- issuing robust guidance on flood risk, making it crystal clear that councils need to consider the strict tests set out in national policy, and where these are not met, new development on flood risk sites should not be allowed
- re-affirming green Belt protection, noting that unmet housing need is unlikely to outweigh harm to the green Belt and other harm to constitute very special circumstances justifying inappropriate development
- making clear that local plans can pass the test of soundness where authorities have not been able to identify land for growth in years 11 to 15 of their local plan, which often can be the most challenging part for a local authority
- making clear that windfalls can be counted over the whole local plan period
- explaining how student housing, housing for older people and the re-use of empty homes can be included when assessing housing need
- ensuring that infrastructure is provided to support new development, and noting how infrastructure constraints should be considered when assessing suitability of sites
- stressing the importance of bringing brownfield land into use and made clear that authorities do not have to allocate sites on the basis of providing the maximum possible return for landowners and developers
- noting that councils should also be able to consider the delivery record (or lack of) of developers or landowners, including a history of unimplemented permissions; this will also serve to encourage developers to deliver on their planning permissions
- incorporating the guidance on renewable energy (including heritage and amenity) published during last summer and making it clearer in relation to solar farms, that visual impact is a particular factor for consideration
- allowing past over-supply of housing to be taken into account when assessing housing needs

- on the 5 year supply of sites, confirming that assessments are not automatically outdated by new household projections
- clarifying when councils can consider refusing permission on the grounds of prematurity in relation to draft plans
- encouraging joint working between local authorities, but clarifying that the duty to co-operate is not a duty to accept; we have considered and rejected the proposals of HM opposition to allow councils to undermine green Belt protection and dump development on their neighbours' doorstep

We will today also cancel the previous planning practice guidance documents being replaced by the new guidance; a [list has been placed in the Library](#). The planning practice guidance will be updated as needed and users can sign up for email alerts on any changes, or view these revisions directly on the site. The online resource is at: [planningguidance.planningportal.gov.uk](http://planningguidance.planningportal.gov.uk)

## **Encouraging re-use of empty and under-used buildings**

In August 2013, my department [published a consultation paper](#) on a further set of greater flexibilities for change of use. Further reforms will save time and money for applicants and councils, encourage the re-use of empty and under-used buildings and further support brownfield regeneration while ensuring regard to potential flood risk.

## **New homes: retail to residential change of use**

Outside key shopping areas, such as town centres, we want under-used shops to be brought back into productive use to help breathe new life into areas that are declining due to changing shopping habits. This will not only provide more homes, but increase the resident population near town centres, thereby increasing footfall and supporting the main high street. Reforms will allow change of use from shops (A1) and financial and professional services (A2) to houses (C3). This change of use will not apply to land protected by Article 1(5) of the General Permitted Development Order (National Parks, the Broads, areas of outstanding natural beauty, conservations areas, World Heritage Sites).

We recognise the importance of retaining adequate provision of services that are essential to the local community such as post offices. Consideration will be given to the impact on local services when considering the potential loss of a particular shop. The onus will be on the local planning authority to establish that the proposal would have a detrimental impact on the sustainability of a key shopping area or on local services should they wish to refuse the conversion. When considering the effect on local services they will have to take into account whether there is reasonable prospect of the premises being occupied by another retailer. Local planning authorities will need to have robust evidence base to justify any decision not to permit change of use using these prior approval tests.

In addition, to increase access to retail banking and to encourage new entrants, shops (A1) will be able to change to banks, building societies, credit unions and friendly societies, within the A2 use class. This does not cover betting shops or payday loan shops.

## **New homes: agricultural to residential change of use**

These reforms will make better use of redundant or under-used agricultural buildings, increasing rural housing without building on the countryside. Up to 450 square metres of agricultural buildings on a farm will be able to change to provide a maximum of 3 houses.

We recognise the importance to the public of safeguarding environmentally protected areas, so this change of use will not apply in Article 1(5) land, for example national parks or areas of outstanding natural beauty. However, we expect national parks and other local planning authorities to take a positive and proactive

approach to sustainable development, balancing the protection of the landscape with the social and economic wellbeing of the area. National parks and other protected areas are living communities whose young people and families need access to housing if their communities are to grow and prosper. I would note that a prior approval process will allow for flooding issues to be addressed.

## **Change of use: extending access to education**

We also propose to extend the existing permitted development rights for change of use to state-funded schools to additionally cover registered nurseries. Agricultural buildings up to 500 square metres will also be able to change to state-funded schools and registered nurseries.

I believe that these are a practical and reasonable set of changes that will help facilitate locally-led development, promote brownfield regeneration and promote badly-needed new housing at no cost to the taxpayer. The reforms complement both the coalition government's decentralisation agenda and our long-term economic plan.

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**If you have got this far in this appendix maybe you have time to look at this anomaly on the population statistics for Gloucester, using the [ONS 2013 Analysis Tool](#) take a look at page 2 on this Microsoft Excel file, the Population Pyramid for Gloucester, select Gloucester from the pull down box, do you notice anything odd about the data ...**