Date: 14 June 2016

 Ask for: **Karen Britton**

 Direct dial:01227 **862196**

 E-mail: karen.britton@canterbury.gov.uk

Mr M Moore

The Planning Inspectorate

Room 3/13

Temple Quay House

2 The Square

Temple Quay

Bristol

BS1 6PN

Dear Mr Moore

**Population Projections**

I write with respect to the new 2014-based Sub-National Population Projections.

You requested, via the Programme Officer on 27 May 2016, that we provide you with a table of the 2014-based Population Projections alongside the previously published 2012-based Population Projections for the District, accompanied by brief commentary on our view as to any implications the new projections may have for the Local Plan.

I attach our response overleaf.

Should you require any further assistance, please do not hesitate to contact me.

Yours sincerely

*Karen Britton*

Planning Policy Manager

# Canterbury Local Plan – 2014 based Sub-National Population Projections

# Introduction

1.1 On the 25th May 2016, the Office for National Statistics (ONS) published the 2014-based Sub-National Population Projections (SNPP). These update the earlier ONS 2012-based SNPP and provide projections of population change for all Local Authorities over the period 2014 to 2039. They represent new information of potential future population change within Canterbury District.

# Planning Practice Guidance

* 1. The Planning Practice Guidance (PPG) sets out that the ONS population projections form an input into assessing development needs across different uses (e.g. see ID: 2a-015 on housing needs and ID: 2a-033 on economic development needs).
	2. In respect of assessing housing needs, PPG ID: 2a-015 sets out that the ONS population projections form, alongside their counterpart household projections, the starting point for establishing the need for housing. The 2014-based household projections will be produced by CLG, based upon the 2014-based SNPP, but are yet to be published. The Government’s website indicates these will be published on 12 July 2016

<https://www.gov.uk/government/statistics/announcements/2014-based-household-projections-in-england-2014-to-2039>

2.3 The PPG at ID: 2a-016 identifies:

*“Wherever possible, local needs assessments should be informed by the latest available information. The National Planning Policy Framework is clear that Local Plans should be kept up-to-date. A meaningful change in the housing situation should be considered in this context, but this does not automatically mean that housing assessments are rendered outdated every time new projections are issued.”* (our emphasis)

* 1. The PPG at ID: 2a-017-20140306 refers to if changes can be made to the household projection-based estimates of housing need. It states that:

*“...plan makers may consider sensitivity testing, specific to their local circumstances, based on alternative assumptions in relation to the underlying demographic projections and household formation rates.”* It goes on to highlight that: *“Any local changes would need to be clearly explained and justified on the basis of established sources of robust evidence*”. It also highlights some of the local issues that might be considered, for example: *“demographic structure that may be affected by local circumstances or policies eg expansion in education or facilities for older people”.*

2.5 The Office for National Statistics (ONS) also provide commentary about their methodology for calculating population projections at [https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/methodologyusedtoproducethesubnationalpopulationprojectionsforengland#](https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/methodologyusedtoproducethesubnationalpopulationprojectionsforengland) and section 6 is pertinent, stating:

*“However, for some age groups in some areas, there are reasons why they* [referring to population estimates in different age bandings] *may not be similar. These areas are more likely to be those with large student populations. The impact of this will be an over estimation of the migration rates at some ages and an under estimation at other ages. We plan to review this issue prior to the next round of population projections.*

 *Overall ONS believes that the projections for the total population in an area to be robust. However, users are advised to take this into account when interpreting the projected figures by age.”*

* 1. It is against this guidance and information which the release of the 2014-based SNPP must be considered at this point and in the context of the current stage of the Examination of the Canterbury Local Plan.

#  2014-based SNPP for Canterbury

* 1. The 2014-based SNPP for Canterbury projects an increase in population of 31,625 people in the District between 2014 and 2039. This is a higher level of population growth than in the previous 2012-based SNPP which projected population growth of 20,839 over the period 2012-2037. This is a circa.10,000 increase in projected population over the period to 2039, which over the 25 year period would not be particularly significant on an annual basis.
	2. Table 1 below sets out a comparison of the components of change associated with the 2012-based SNPP and 2014-based SNPP for Canterbury.
	3. A comparison in the age structure of the projected population change under the 2012-based and 2014-based SNPP is shown in Table 2. This shows that a large proportion of the difference between the two iterations of the SNPP is associated with the growth of the 25-49 age groups, which under the 2014-based SNPP are projected to see significant increases.

Table 1 Comparison of 2012-based and 2014-based SNPP – Components of Change for Canterbury District

| **ONS 2012-based SNPP** | **2012** | **2013** | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **2022** | **2023** | **2024** | **2025** | **2026** | **2027** | **2028** | **2029** | **2030** | **2031** | **2032** | **2033** | **2034** | **2035** | **2036** | **2037** |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Population | 153.4 | 153.6 | 154.0 | 154.6 | 155.3 | 156.0 | 156.8 | 157.4 | 158.0 | 158.6 | 159.3 | 160.3 | 161.4 | 162.5 | 163.7 | 165.0 | 166.1 | 167.1 | 168.2 | 169.2 | 170.1 | 170.9 | 171.8 | 172.6 | 173.4 | 174.2 |  |  |
| Natural Change |  | -0.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | -0.1 | -0.1 | -0.1 | -0.1 | -0.1 | -0.2 | -0.2 | -0.2 | -0.2 | -0.3 | -0.3 | -0.3 | -0.4 | -0.4 | -0.4 | -0.5 | -0.5 | -0.5 | -0.5 |  |  |
| Births |  | 1.5 | 1.5 | 1.5 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 |  |  |
| Deaths |  | 1.6 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.6 | 1.6 | 1.6 | 1.6 | 1.7 | 1.7 | 1.7 | 1.8 | 1.8 | 1.8 | 1.9 |  |  |
| All Migration Net |  | 0.3 | 0.5 | 0.6 | 0.8 | 0.8 | 0.8 | 0.7 | 0.7 | 0.8 | 0.9 | 1.1 | 1.3 | 1.4 | 1.5 | 1.5 | 1.4 | 1.4 | 1.4 | 1.4 | 1.3 | 1.3 | 1.3 | 1.4 | 1.4 | 1.4 |  |  |
| Internal Migration In |  | 11.5 | 11.5 | 11.5 | 11.5 | 11.5 | 11.5 | 11.5 | 11.4 | 11.4 | 11.5 | 11.6 | 11.7 | 11.9 | 12.1 | 12.3 | 12.4 | 12.5 | 12.6 | 12.8 | 12.8 | 12.9 | 13.0 | 13.0 | 13.1 | 13.1 |  |  |
| Internal Migration Out |  | 12.0 | 11.7 | 11.6 | 11.6 | 11.5 | 11.5 | 11.5 | 11.4 | 11.3 | 11.2 | 11.2 | 11.1 | 11.2 | 11.3 | 11.5 | 11.6 | 11.8 | 11.9 | 12.0 | 12.2 | 12.3 | 12.3 | 12.4 | 12.4 | 12.5 |  |  |
| International Migration In |  | 2.1 | 2.1 | 2.1 | 2.2 | 2.1 | 2.2 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 |  |  |
| International Migration Out |  | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 |  |  |
| Cross-border Migration In |  | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 |  |  |
| Cross-border Migration Out |  | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 |  |  |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **ONS 2014-based SNPP** |  |  | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **2022** | **2023** | **2024** | **2025** | **2026** | **2027** | **2028** | **2029** | **2030** | **2031** | **2032** | **2033** | **2034** | **2035** | **2036** | **2037** | **2038** | **2039** |
| Population |  |  | 157.6 | 159.1 | 160.5 | 161.8 | 163.1 | 164.1 | 165.1 | 166.0 | 167.1 | 168.3 | 169.7 | 171.3 | 172.9 | 174.5 | 176.0 | 177.5 | 178.9 | 180.3 | 181.6 | 182.6 | 183.6 | 184.7 | 185.8 | 187.0 | 188.1 | 189.3 |
| Natural Change |  |  |  | -0.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | -0.1 | -0.1 | -0.1 | -0.1 | -0.2 | -0.2 | -0.2 | -0.3 | -0.3 | -0.3 | -0.4 | -0.4 | -0.4 | -0.4 | -0.5 | -0.5 |
| Births |  |  |  | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.4 | 1.5 | 1.5 | 1.5 |
| Deaths |  |  |  | 1.6 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | 1.6 | 1.6 | 1.6 | 1.6 | 1.6 | 1.7 | 1.7 | 1.7 | 1.8 | 1.8 | 1.8 | 1.9 | 1.9 | 1.9 | 2.0 |
| All Migration Net |  |  |  | 1.6 | 1.5 | 1.4 | 1.3 | 1.1 | 1.0 | 1.0 | 1.1 | 1.4 | 1.5 | 1.7 | 1.7 | 1.8 | 1.7 | 1.7 | 1.7 | 1.7 | 1.6 | 1.4 | 1.4 | 1.5 | 1.6 | 1.6 | 1.6 | 1.7 |
| Internal Migration In |  |  |  | 12.3 | 12.3 | 12.3 | 12.4 | 12.3 | 12.3 | 12.2 | 12.3 | 12.5 | 12.6 | 12.8 | 13.0 | 13.3 | 13.4 | 13.5 | 13.7 | 13.9 | 13.9 | 13.9 | 13.9 | 14.0 | 14.1 | 14.2 | 14.3 | 14.3 |
| Internal Migration Out |  |  |  | 12.4 | 12.2 | 12.1 | 12.3 | 12.4 | 12.3 | 12.3 | 12.2 | 12.1 | 12.1 | 12.2 | 12.3 | 12.5 | 12.6 | 12.8 | 13.0 | 13.1 | 13.3 | 13.4 | 13.5 | 13.5 | 13.5 | 13.5 | 13.6 | 13.7 |
| International Migration In |  |  |  | 2.7 | 2.4 | 2.3 | 2.3 | 2.2 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 |
| International Migration Out |  |  |  | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 |
| Cross-border Migration In |  |  |  | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 | 0.3 |
| Cross-border Migration Out |  |  |  | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 |

Source: ONS 2012-based and 2014-based SNPP (Table 5: Subnational Population Projections with Components of Change (Births, Deaths and Migration) for Regions and Local Authorities in England)

Table 2 Difference between age profiles of 2012-based and 2014-based projections

| **Age** | **2012-based SNPP (2012-2037)** | **2014-based SNPP (2014-2039)** | **Difference in 2014-SNPP** |
| --- | --- | --- | --- |
| **2012 Pop** | **2037 Pop** | **Change** | **% of Change** | **2014 Pop** | **2039 Pop** | **Change** | **% of Change** | **25yr Change in Projected Pop. Change** |
| 0-4 | 7,682 | 7,004 | -678 | -3.3% | 7,676 | 7,697 | +21 | 0.1% | +699 |
| 5-9 | 7,748 | 7,726 | -22 | -0.1% | 7,932 | 8,330 | +398 | 1.3% | +420 |
| 10-14 | 8,155 | 8,726 | +571 | 2.7% | 7,974 | 9,259 | +1,285 | 4.1% | +714 |
| 15-19 | 12,453 | 13,605 | +1,152 | 5.5% | 12,162 | 14,414 | +2,252 | 7.1% | +1,100 |
| 20-24 | 18,410 | 18,998 | +588 | 2.8% | 20,652 | 21,674 | +1,022 | 3.2% | +434 |
| 25-29 | 8,770 | 8,657 | -113 | -0.5% | 9,100 | 10,563 | +1,463 | 4.6% | +1,576 |
| 30-34 | 7,398 | 7,618 | +220 | 1.1% | 7,889 | 9,192 | +1,303 | 4.1% | +1,083 |
| 35-39 | 7,472 | 7,568 | +96 | 0.5% | 7,201 | 8,326 | +1,125 | 3.6% | +1,029 |
| 40-44 | 9,248 | 8,470 | -778 | -3.7% | 8,720 | 9,127 | +407 | 1.3% | +1,185 |
| 45-49 | 9,854 | 9,257 | -597 | -2.9% | 9,941 | 10,157 | +216 | 0.7% | +813 |
| 50-54 | 8,996 | 9,278 | +282 | 1.4% | 9,496 | 9,893 | +397 | 1.3% | +115 |
| 55-59 | 8,457 | 9,164 | +707 | 3.4% | 8,734 | 9,883 | +1,149 | 3.6% | +442 |
| 60-64 | 8,968 | 9,223 | +255 | 1.2% | 8,589 | 9,498 | +909 | 2.9% | +654 |
| 65-69 | 8,999 | 10,834 | +1,835 | 8.8% | 9,704 | 10,773 | +1,069 | 3.4% | -766 |
| 70-74 | 6,514 | 10,921 | +4,407 | 21.1% | 7,051 | 11,384 | +4,333 | 13.7% | -74 |
| 75-79 | 5,309 | 9,036 | +3,727 | 17.9% | 5,681 | 9,984 | +4,303 | 13.6% | +576 |
| 80-84 | 4,374 | 7,114 | +2,740 | 13.1% | 4,303 | 7,694 | +3,391 | 10.7% | +651 |
| 85-89 | 2,843 | 5,738 | +2,895 | 13.9% | 2,901 | 5,641 | +2,740 | 8.7% | -155 |
| 90+ | 1,749 | 5,303 | +3,554 | 17.1% | 1,943 | 5,785 | +3,842 | 12.1% | +288 |
| **Total** | **153,399** | **174,238** | **+20,839** | **100.0%** | **157,649** | **189,274** | **+31,625** | **100.0%** | **+10,786** |

Source: ONS 2012-based and 2014-based SNPP (Table Z1: Subnational Population Projections, Local Authorities in England)

1. **Household Growth**
	1. It is important to note that the SNPP only projects population change. CLG will be producing the household projections based upon applying projected household representative rates to these population projections. Once published these household projections will provide an updated starting point for an estimate of overall housing need (PPG ID: 2a-015). It is understood CLG will be producing the 2014-based household projections in July 2016, and it would be necessary to wait until these are also published to fully understand the implications of the 2014-based round of Government projections (see also para. 2.4 above).

# Implications

* 1. The implications of the release of 2014-based SNPP for the Canterbury Local Plan Examination are considered by the Council to be difficult to appreciate at this point. Further work would have to be undertaken following the release of the household projections in July 2016. This however would delay progress with the Local Plan.
	2. The increase in the projected population growth between the 2012-based SNPP, which informed the Plan’s evidence base, and the 2014-based SNPP appears to potentially be at least partly attributable to significant increases in projected population growth around the 25-49 age groups. The Council’s initial view is therefore that this may be associated with a known issue within the methodology for the SNPP in estimating out-migration associated with the district’s large student leaver population. This was a factor previously identified in the Development Requirements Study (CDLP1.6 paragraph 3.5) and the Housing Needs Review (CDLP5.7 paragraphs 2.8-2.13). The methodology accompanying the 2014-based SNPP does recognise this as an issue, concluding (in respect of the issue of students in places with large student populations) that *“users are advised to take this into account when interpreting the projected figures by age”* [[1]](#footnote-0)as is the case when considering household formation and housing needs.

5.3 Whilst the figures therefore might show on the face of it an increase in numbers above those that formed the basis for the Council’s original housing need assessment, in light of the uncertainties identified above and also in light of the fact that there are clear benefits in progressing the Local Plan towards adoption especially given the advanced stage of the Examination, we do not consider that the current figures before the Inspector need to be amended.

5.4 If deemed necessary, however any concerns about future housing need can be addressed by requiring an early review of the Local Plan and for this to be reflected on the face of the Local Plan as a modification.

1. Section 6 of ONS 2014-based SNPP methodology: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/methodologies/methodologyusedtoproducethesubnationalpopulationprojectionsforengland#internal-migration> [↑](#footnote-ref-0)