

PSM8

**South Gloucestershire
Core Strategy
Examination**

**Position Statement
for**

**Matter 8: Provision and
Distribution of Housing –
Policy CS15**

May 2012

Matter 8 – Housing Provision

Q1 Would the Council's modified Plan (December 2011) result in a serious undersupply of housing?

Council response – The Council is of the firm view that the housing provision made in the December 2011 Core Strategy at Policy CS5 is sufficient to meet the housing requirements over the Plan period, as well as ensuring sufficient flexibility or 'headroom' to respond to rapidly changing circumstances/ delivery issues that may occur.

- 1.1 As the Council has made clear in its Supplementary Housing Paper December 2011 (Examination Reference PS8), in determining the long term housing requirement Government policy set out at PPS3 paragraph 33 (at the time this paper was published), advised that a number of factors must be taken into account. In essence the NPPF has continued this requirement as detailed at paragraphs 14, 17 and 47.
- 1.2 The Council's view is that when tested against the relevant factors, the locally derived housing provision at Policy CS5 has had sufficient regard to both demand side pressures and supply side considerations. Demand side pressures relate to future needs estimated through forecasting growth in population and households, in assessing economic and job growth projections and the need for affordable housing as set out in the Strategic Housing Market Assessment (Examination Library reference EB14). Supply side considerations focus on ensuring a suitable consideration is placed on the views of local communities, protecting environmental assets and ensuring that housing development is sustainable, deliverable and that the necessary infrastructure is in place.
- 1.3 In determining the Core Strategy housing requirement all relevant factors have been taken into account and a judgement made as to an appropriate provision for the area that is justified, realistic and deliverable. The Council is clear that when tested against economic and demographic factors, the Core Strategy and Policy CS5 do not result in a serious undersupply of housing. In essence this is based on:
 - **Economic considerations** - The most recent evidence on the economic and job forecasts which have informed the Core Strategy confirms that these remain optimistic in the light of current and predicted economic circumstances. The Core Strategy at delivering 26,400 new homes is sufficient to respond to the levels of economic activity which most optimistically may be achieved in South Gloucestershire as indicated in the Supplementary Housing Paper (Examination Library reference PS8 at page 7) which indicates that the Council is planning for stronger trend growth at 21,900 jobs.
 - **Demographic considerations** - The Office for National Statistics (ONS) recently published 2010-based population projections suggest that the population of the District will increase to 298,900 in 2026, which is 14,700 people fewer than was previously projected in the 2008-based projections (313,600). Consequently, the number of households likely to be generated is also lower. Official household projections based on the new official population projections have yet to be published, but it is likely that this reduced level of population growth would translate to approximately 24,000 to 25,000 new households over the plan period; a figure which sits comfortably within the Core Strategy's strategic housing provision of 26,400.

- **Housing delivery** - housing construction remains well below pre-recession levels. In part due to weaker economic conditions and part due to much tighter mortgage finance availability, the in combination effect of which is to greatly reduce the levels of housing construction that can be forecast. The Council continues to plan for pro-growth, but nonetheless, there is now a much clearer realisation that the housing market will remain subdued for some considerable time. House builders can not build homes for markets that do not exist.

Q2 How significant are current economic circumstances on the overall level of housing that is feasible during the plan period? – could the amount of housing proposed in either the draft Regional Strategy or the Secretary of State’s proposed alterations be delivered if targets were increased to these levels?

Council response – Economic circumstances have a significant impact on the overall level of housing which is feasible during the plan period and the amount of housing proposed in the RS Panel Report or SOS Proposed Changes would not be delivered if targets were increased to these levels.

- 2.1 We are currently experiencing a period of exceptional and most unusual economic uncertainty. Indeed, as many commentators have stated this is ‘unchartered and unprecedented economic waters’. Notwithstanding this, South Gloucestershire Council understands that the planning system should do everything possible to support economic growth and sustainable development to help rebuild the British economy. The ethos of this objective is one shared by the West of England authorities and encapsulated within the Vision for the West of England (EB45). For this reason the Core Strategy is pro-active in driving and supporting sustainable growth through the identification of strategic allocations and the requisite infrastructure investment to enable development to take place. Such as:
- a) growth at the New Neighbourhoods at Cribbs/ Patchway, East of Harry Stoke, North Yate and Thornbury
 - b) identifying and safeguarding strategic employment sites;
 - c) strategic sewerage infrastructure improvements;
 - d) the new Stoke Gifford Transport Link; and
 - e) transport packages across the district.
- 2.2 However, the Council also considers that South Gloucestershire has experienced major development over the last 30 years. This has had and is continuing to have significant impacts on quality of life. We therefore consider that decisions affecting our communities and existing and future residents should be taken on the basis of relevant planning considerations that assess development proposals in terms of whether they provide the best way of tackling local circumstances rather than meeting imposed requirements. For this reason, the Council feels it is important to have an up to date development plan in place that allows clear, fair and transparent planning decisions to be made and which will provide the platform for progressing our LDF to enable the Council to ensure that the right development comes forward at the right time and in the right place. Therefore it is critical that the economic circumstances, as they operate now and their likely impact over the next 5-10 years, must be a cornerstone of the Plan’s consideration of development needs, rather than relying on outdated information.

- 2.3 As set out in the Council's Supplementary Housing paper para 4.1 - 4.13 (Examination Library Ref: PS8), the Regional Spatial Strategy (RS) strategy was based on assumptions of a steady rate of GVA growth of 3.2% pa from 2026-2026 in the Strategically Significant Towns & Cities including the West of England. These growth assumptions underpinned the forecasts for job and housing delivery to 2026 in the various iterations of the RS.
- 2.4 The economic recession, starting in 2007/8, and subsequent austerity measures continue to have a significant impact on the national and local economy which has experienced a sustained period of very low rates of GVA growth. The Supplementary Housing Paper Figure 1 shows the impact of these lost years of growth on forecast job growth in South Gloucestershire. To reach the ultimate level of job growth projected by the RS would require yearly increases of 4% GVA from 2012. This far exceeds any independent growth forecasts and indeed the aspirations of the West of England LEP. The economic growth evidence, therefore, no longer supports the rates of growth promoted by the RS.
- 2.5 Further it is not just the low rate of economic growth that is having an impact on housing delivery. The other factor is the reduced availability of credit for potential house buyers, as well as construction businesses that has followed Government pressure to reduce risk taking behaviour in the banks. As has been widely reported, the high rates of housing development in the 10 years or so before the credit crunch were largely supported by high and unsustainable levels of personal and commercial debt. Getting back even to previous trend rates of construction is therefore not going to be easy when the availability of mortgage finance under much tighter lending regime is now being responsibly enforced by the financial institutions.
- 2.6 The Council considers that the delivery rates which would be required to achieve the levels of housing proposed in the RS Panel Report (30,800) or Proposed Changes (32,800) would not be feasible due to economic circumstances outlined above. The Council's view on this matter is set out in the Justification for Housing Paper (Examination Library Ref: EP21 Paras 23 & 24 and Supplementary Housing paper (Examination Library Ref: PS8 para 9.1 and 9.2). To put this in context, the annualised figure of 1,640 per annum, which would be required to deliver the RS Panel Report target of 30,800 dwellings, has only been achieved in 4 of the last 30 years and substantially exceeds the mean completion rate achieved over that period of 1,240. Actual delivery since 2006/7 has been significantly lower than this mean, despite significant numbers of outstanding planning permissions and commitments.
- 2.7 The Council's position that it is not the availability of land available for planning permission that is holding back the delivery of new homes. As clearly illustrated in the April 2012 Residential Land Survey 2012 this shows that at April 2012 there were 5,715 homes available to be built with planning permission and a further 3,435 homes available subject to planning obligations being completed.
- 2.8 It is this context as set out above, that we need to have regard to when considering if now, historical, RS targets could actually be delivered. Notwithstanding this, we would bring to the Inspector's attention that the Core Strategy housing provision actually materially exceeds the requirement set out in the Draft RS of 23,000 (Examination Library reference LR8). Therefore the targets established in the draft RS can more than be delivered. However, this is not the case for the RS Panel Report or Secretary of State's proposed alterations. There is now clear and robust evidence to show that the levels of housing identified in the Panel Report and Secretary of State's Proposed

Changes are not deliverable during the plan period. This is due to significant changes of circumstance comprising in summary from:

- i. A period of exceptional, unchartered and unprecedented economic uncertainty resulting in sustained low levels of economic growth which has correspondingly impacted on delivery across the sub-region. Further detail is set out in the Supplementary Housing paper (Examination Library Ref: PS8).
- ii. Significantly lower levels of public funding to support infrastructure projects – as set out in Justification for the Strategy for Housing to 2026 (Examination Library reference EB21). Appendix 1, which explains the GBSTS package for the Bristol East Fringe, assumed to be deliverable by the RS, is now not so due to events outside of the control of South Gloucestershire Council. This means there is no reasonable prospect that the package of transport infrastructure required to support growth in the Bristol East Fringe will be delivered. As this was a major part of the RS growth strategy, little weight can now be attached to the RS provision to land to the south of Shortwood/ east of Warmely/ Oldland.
- iii. Greater consideration to environmental constraints and the importance of protecting environmental assets as a key plank of sustainable development arising in the main from the Government's Planning Reforms and adoption of Localism principles.

2.9 This Core Strategy has nonetheless identified sufficient housing land to provide flexibility for higher levels of economic growth than most anticipate. To allocate more would undermine its sustainable development objectives and the ability of other parts of the sub-region to deliver their growth strategies.

Q3 Is phasing of housing realistic and deliverable?

Council response – Yes. The Council has sought to ensure that its provisions for the phasing and delivery of housing set out in Policy CS5 are realistic and deliverable.

- 3.1 Policy CS15 at paragraph 10.6b explains the rational and basis behind this phasing. The Council considers this to be a measured and reasonable approach to ensuring sufficient housing land is available in South Gloucestershire in accordance with the Plan's overall Vision, spatial objectives and development strategy. In preparing this phasing the Council has had regard to the South Gloucestershire Annual Monitoring Report, December 2011 Appendix B (Examination Library Ref: EB5/1), and South Gloucestershire Strategic Housing Land Availability Assessment, December 2011 Appendix 4 (Examination Library Ref: EB17/1).
- 3.2 These documents provide information at a specific point in time, as part of the Council's regular monitoring the Annual Monitoring Report is updated and the Strategic Housing Land Availability Assessment reviewed to continue to provide a robust evidence base for the Core Strategy to show that the phasing of housing is both realistic and deliverable. At the time of preparing this Matter Statement the Council was finalising the April 2012 Residential Land Survey and housing availability information. It is intended this information is provided to the Examination as soon as it is available.

Q4 Should the Council provide an additional 5% or 20% in excess of a 5 year housing land supply as required by the Planning Framework?

Council response – The Council considers this relates to the council's development control function at the time any relevant planning application is being considered. It is therefore not a policy matter per se and not a matter for the EiP.

- 4.1 The NPPF at paragraph 47 bullet point 2 sets out the Government's requirements for local planning authorities to meet a five year land supply. South Gloucestershire considers this element of the NPPF provides national policy guidance to the council's development control function at the time any relevant planning application is being considered. It is therefore not a policy matter per se and not a matter for the EiP.
- 4.2 Notwithstanding this, the Council is confident that the phasing in Policy CS15 can be delivered and that this represents an appropriate framework to ensure the quantum of housing provision made in the Plan is delivered in accordance with then Plan's overall vision, spatial objectives and development strategy. Please note an updated version of Policy CS15 will be provided to the EiP to take account of the most update to date April 2012 residential land availability information.

Q5 Is there information to show windfalls should be taken into account as a valid source of housing supply?

Council response – Yes, when applied to small site windfalls.

- 5.1 Historically small site windfalls of less than 10 dwellings have made a significant contribution to housing supply across South Gloucestershire. There are currently (April 2012) approximately 715 dwellings within planning permission of which 222 dwellings are under construction. Monitoring of planning applications shows they are being submitted at an average of 5 dwellings per week, or 250 dwellings per annum. Such sites are therefore likely to continue to make a significant contribution in the future.
- 5.2 Whilst completion rates have fluctuated from a low of 70 dwellings in 1992/1993 to a high of 346 in 2006/2007 they have averaged almost 160 dwellings per annum in the last 22 years, and since 2006 have averaged over 250 dwellings per annum. Details are set out in the South Gloucestershire Residential Land Survey April 2011 (Examination Library Ref: EB17/1). Allowing for the removal of development from garden land, the analysis shows completions have still averaged over 180 dwellings per annum since the start of the Core Strategy period - see Table 5.1 at Appendix B
- 5.3 Each year the stock of extant planning permissions continues to be replenished at a rate equal to or greater than the rate at which dwellings are completed. This source of housing supply cannot therefore be ignored and should be taken into account as valid source of housing supply. Current commitments (222 dwellings currently under construction plus 440 dwellings with the benefit of planning permission after an allowance of 10% for non-implementation) are expected to be complete within the next three years, but thereafter it is considered a conservative allowance of 150 dwellings per annum should be included as part of the housing supply.
- 5.4 The Council therefore considers there is compelling evidence to adequately demonstrate, in accordance with paragraph 48 of the NPPF, that it is appropriate for

South Gloucestershire to now make an allowance for windfall sites in its five year supply. This is based on, as set out above, the fact that sites have consistently become available in the local area and will continue to provide a reliable source of supply. The Council therefore considers – based on Appendix B, that the a conservative allowance of 150 dwellings per annum is realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends – excluding residential gardens.

Matter 8 – Housing Distribution

Q1 Is the distribution of housing proposed in the CS consistent with sustainable development objectives.

Council response – Yes

- 1.1 The Council is confident that the distribution of housing proposed in the CS is consistent with sustainable development objectives. This is justified with regard to our response to Matter 7 which confirms:
- i. the Core Strategy is consistent with sustainable development principles as contained in the Planning Framework
 - ii. the Plan's spatial strategy (distribution of housing) is robust, coherent and delivers the best outcomes for South Gloucestershire during the plan period when compared with alternatives.
- 1.2 We would therefore respectfully ask the Inspector to conclude that as these two tests are met the distribution of housing proposed in the CS consistent with sustainable development objectives.

Q2 Is the level of allocation in each of the main locations broadly appropriate having regard to the character of these places?

Council response – Yes

- 2.1 The Council is confident that the allocation in each of the main locations is broadly appropriate having regard to the character of these places. This is justified with regard to our response to Matter 7 which confirms:
- 2.2 **The Bristol North Fringe** is the single largest focus of economic activity in the District with the highest level of services, facilities and transportation infrastructure now and planned. It therefore makes complete sense in planning policy terms to continue to focus additional growth and development at this location. The strategic locations of Cribbs/ Patchway and East of Harry Stoke, represent the continuation of the urban focus as set out in the SGLP for which there is a clear rationale in strategic planning terms.
- 2.3 **Yate** is a prosperous and progressive market town with a high level of services and facilities and with the potential to considerably strengthen its social, economic and physical fabric. It forms a coherent part of the Bristol Housing Market Area. This in combination with its sustainability credentials makes it an appropriate location. The Council has considered a number of potential locations in selecting north Yate as its preferred location as set out at Policy CS31. The assessment of alternatives is set out in the December 2011 Sustainability Appraisal at paragraphs 4.22 to 4.31 (pages 41 to 47) and in Appendix 9 (pages 210 to 258).
- 2.4 **Thornbury** with a population of 12,342 and 4,935 households (2001 Census) is the third largest market town in South Gloucestershire. However, it has experienced structural change in recent years. The scale of development proposed at Park Farm is proportionate to the existing size of the town, forming an approximate 10% addition to

the existing housing stock. The Council has considered a number of potential locations in selecting Park Farm as its preferred location as set out at Policy CS33. The assessment of alternatives is set out in the December 2011 Sustainability Appraisal at paragraphs 4.38 to 4.42 (pages 58 to 66) and in Appendices 10 and 11 (pages 259 to 366).

Q3 Is there evidence to support opportunities for alternative/ additional housing provision in other parts of South Gloucestershire?

Council response – No

- 3.1 The Council is clear that there is no need or justification for locations which aren't identified in the spatial strategy and given policy expression through the policies in the Plan to support housing provision. This is justified with regard to our response to Matter 7 which confirms the following:
- 3.2 **Bristol East Fringe** – is unsustainable for development beyond the existing settlement boundary because:
- i. Journey length and existing congestion on routes to employment and services in Bristol City Centre and along the ring road to areas of employment and services in the North Fringe are significant and will be at capacity by 2016 if not before. The necessary transport infrastructure improvements cannot be provided to overcome these issues and support further growth in this area.
 - ii. The Council is of the firm view that there is now no prospect of the improved rapid transit route from Bristol city centre to Emersons Green before 2020 at the earliest and there is no planned improvement to transport infrastructure in the rest of the area.
 - iii. There are significant environmental constraints within the rural area including open green hillsides and ridgelines which are prominent in views out of the urban area. These make a significant contribution to the quality and character of the urban and rural areas.
 - iv. Employment opportunities are limited in the existing urban area. The large deficit of jobs relative to the resident workforce (a ratio of 1:2) leads to significant out commuting (18,000 trips to central Bristol per day and 6,300 to the North Fringe) which would be exacerbated by further residential development.
 - v. Development in this area would have an unacceptable impact on the valued character and distinctiveness of existing rural communities and opportunities to successfully link to the existing urban area are limited by topography, the ring road and open space
 - vi. Civic and community leaders have been quite clear that development on Green Belt land adjacent to the East Fringe of Bristol urban area would not be sustainable.
- 3.3 **Rural Areas** - The Council is strongly opposed to a more dispersed spatial strategy which either is intended to compliment that set out in Chapter 4, Policy CS5 and CS15 or replace all or some elements of it. In sustainability terms, proximity to the urban

areas is not in itself sufficient justification to compromise sustainable patterns and forms of development. In rural areas services and facilities are very limited, public transport links are modest and further development in many cases would reinforce village dormitory roles. This would perpetuate unsustainable patterns of development and would compromise the Core Strategy by displacing a scale and level of development which should be directed to a more sustainable settlements. In accordance with the Localism Act and the NPPF, should local communities identify development needs – generally considered to be commensurate to what could reasonable be called ‘infill’ or logical settlement rounding, this can be brought forward either through the Council’s Policies, Sites and Places DPD or through Neighbourhood Planning.

Q4 Is there enough flexibility in the CS to allow for alternative sites to come forward?

Council response – Yes

- 4.1 The Core Strategy makes provision for alternative sites to come forward in 3 ways as follows:
- 4.2 Firstly, while the focus of sustainable growth is within the communities of the North and East Fringes of Bristol, the Core Strategy is not overly dependant on any one location to deliver this growth. The spatial strategy recognises that a number of places in South Gloucestershire in relation to their role and function will contribute to meeting the needs of the District over the Plan period. The Core Strategy Key Diagram gives clear locational expression to this.
- 4.3 Secondly, in accordance with the Localism Act and the NPPF, should local communities identify development needs – generally considered to be commensurate to what could reasonable be called ‘infill’ or logical settlement rounding, this can be brought forward either through the Council’s Policies, Sites and Places DPD or through Neighbourhood Planning.
- 4.4 Thirdly, as set out in Matter 6 Green Belt (PSM6), the appropriate process for the identification of non strategic development sites is through the Policies Sites and Places DPD and/or Neighbourhood Planning. Paragraph 1.8 of the December 2011 Green Belt Assessment (Examination Library Ref: PS7), confirms that *“Should there be a need for future detailed amendments to Green Belt boundaries, arising from non strategic sites, for example on smaller sites on the edge of existing urban areas and defined settlement boundaries, these will be addressed through other DPDs and/or Neighbourhood Planning.”* For reasons of clarity, the Council considers that it would be appropriate to include this statement in Policy CS5 and at paragraph 6.6. These changes are set out in Appendix 1 to PSM6.

5.0 Conclusion

- 5.1 South Gloucestershire has experienced considerable change throughout the past half century. In the period up to 2026 the District faces the challenge of continuing to ensure that growth that has taken place and that which is further planned does so in a way that supports the Council’s commitment to sustainable communities. Responding

to and managing the impact and pressure of new development through the basis of bottom up community led planning is therefore a key challenge. The housing provision and housing distribution set out in Policy CS15 is the central plank of the Council's commitment to deliver growth sustainably and in accordance with the primacy of the development plan drawing from the Plan's development strategy (Chapter 4) and Policy CS5 (Location of Development). The Council is therefore confident that the provision and distribution of housing is consistent with the NPPF, represents the best options for the District is deliverable and sufficiently flexible. For the reasons set out in this paper the Inspector is respectfully asked to take these matters into consideration.

Appendix A

Potential implications of the recently published Office for National Statistics (ONS) 2010-based sub-national population projections on the Core Strategy housing requirement

Introduction

1. This short paper summarises the latest official household projections (the DCLG 2008 household projections) and the Office for National Statistics (ONS) recently published 2010-based sub-national population projections (SNPPs) for South Gloucestershire (RD48). It re-confirms that the provision of 26,400 new dwellings in South Gloucestershire over the Core Strategy period 2006-2026 will not result in a serious under supply of housing. Indeed, our estimates of household growth arising from the latest ONS population projections (as the new official household projections will not be published until late 2012), suggests that the provision of 26,400 new dwellings will be more than sufficient to meet projected population increases over the plan period.

Official Household Projections (published by DCLG)

2. The Government's latest official household projections (the DCLG's 2008 projections) suggest that the number of households in South Gloucestershire will increase by 31,700 (30%) over the period 2006-26 (table1).

	2006 base (DCLG)	2026 (DCLG 2008-based projection)	Change	% Change
DCLG 2008-based Household projection	104,900	136,600	31,700	30%

Table 1. DCLG 2008 household projections for South Gloucestershire Source: DCLG 2010

3. At 26,400 dwellings, the South Gloucestershire Core Strategy makes provision for 83% of the DCLG's 2008 household projection. Table 2 illustrates that this proportion is considerably higher than that being planned by any other Core Strategy in the West of England sub-region.

	2006 base (DCLG)	2026 (DCLG2008-based projection)	Required provision Based on DCLG 2008 HH projection	Planned Core Strategy Housing provision (2006-26)	% of DCLG 2008 based HH projection being planned
Bath and NE Somerset	72,300	88,400	16,100	11,500	71%
Bristol	176,600	248,700	72,100	26,400	37%
North Somerset	86,300	122,000	35,600	14,000	39%
South Gloucestershire	104,900	136,600	31,700	26,400	83%

Table 2. Planned housing provision in West of England UA Core Strategies related to DCLG 2008 based household projections Source: DCLG 2008 based household projections (2010) and West of England Partnership. Totals may not sum due to rounding

Official population projections (published by ONS)

4. The Government's household projections are highly dependent on the level and structure of population generated by the underlying ONS trend based population projections.
5. The DCLG's 2008 based household projections are primarily driven by the ONS 2008-based Sub National Population Projections (SNPPs). These projections suggest that the population of South Gloucestershire will rise to 313,600 in 2026.
6. The Council has undertaken a detailed analysis of the 2008-based SNPP's and recent ONS mid-year population estimates for the district (EB21 and PS8). This analysis identified surprising variations and potential inconsistencies between the 2008-based projections and the mid-year estimates which underpin them. Further work undertaken by independent demographic experts confirmed that the migration components in the 2008-based projections for South Gloucestershire were at odds with the recent historic data on which they were based. Consequently, an alternative population projection based on indicative emerging ONS mid year estimates¹ was undertaken. This alternative projection suggested that the projected population increase in South Gloucestershire in the period to 2026 would be lower than the 2008-based SNPP implied. As such, it was considered that the DCLG's 2008-based household projection for the district (31,700 dwellings over the period 2006-26) were likely to be too high.

The 2010-based sub-national population projections

7. On 21 March 2012, the ONS published the 2010-based sub-national population projections which replaced the 2008-based SNPPs. These projections are based on the indicative mid-year population estimates (for 2006-10) arising from the Migration Statistics Improvement Programme and a set of underlying demographic assumptions regarding fertility, mortality and migration in recent years.
8. Analysis of the 2010-based SNPP's for South Gloucestershire shows that they are considerably lower than the previously published 2008-based SNPP's. According to the 2010-based SNPP's, the population of the district will rise to 298,900 in 2026. This is approximately 14,700 persons lower than the 2008-based projections previously suggested (313,600) (Fig 1).

¹ Based on ONS Migration Statistics Improvement Programme.

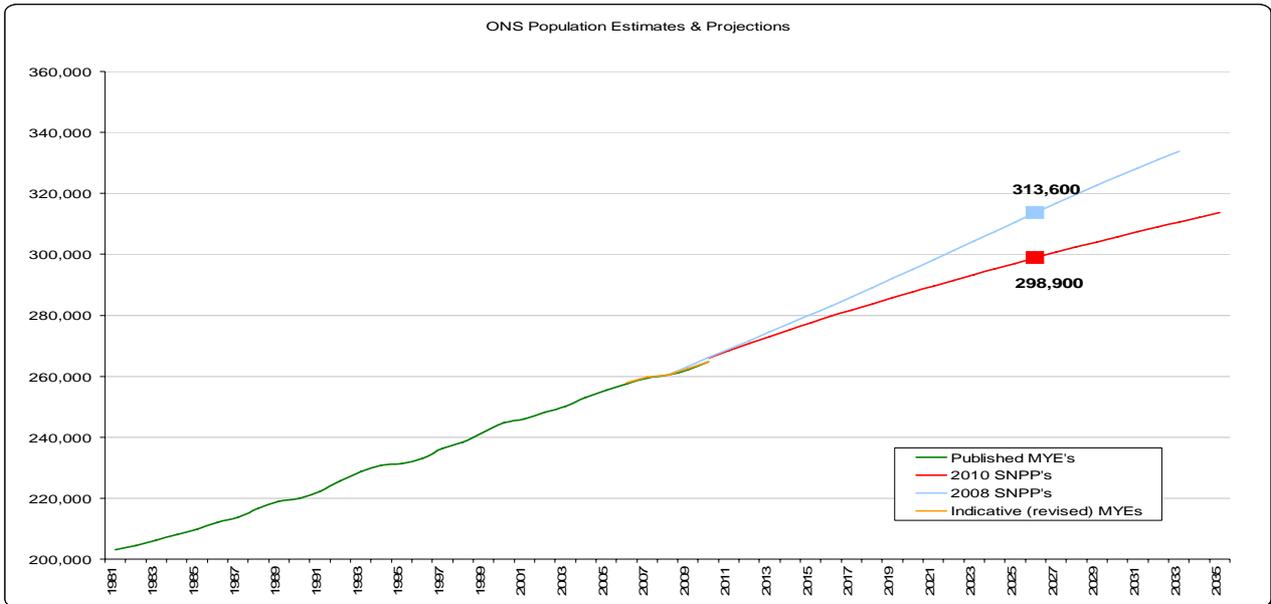


Figure 1. Comparison between 2008 and 2010 based SNPP's for South Gloucestershire

Source: ONS, SNPPs

9. The Council has undertaken further investigation of the annual rates of growth projected by the 2010-based projections. This shows a close alignment with previous 'actual' annual population changes evidenced in ONS mid-year population estimates (Fig 2 and Table 3).

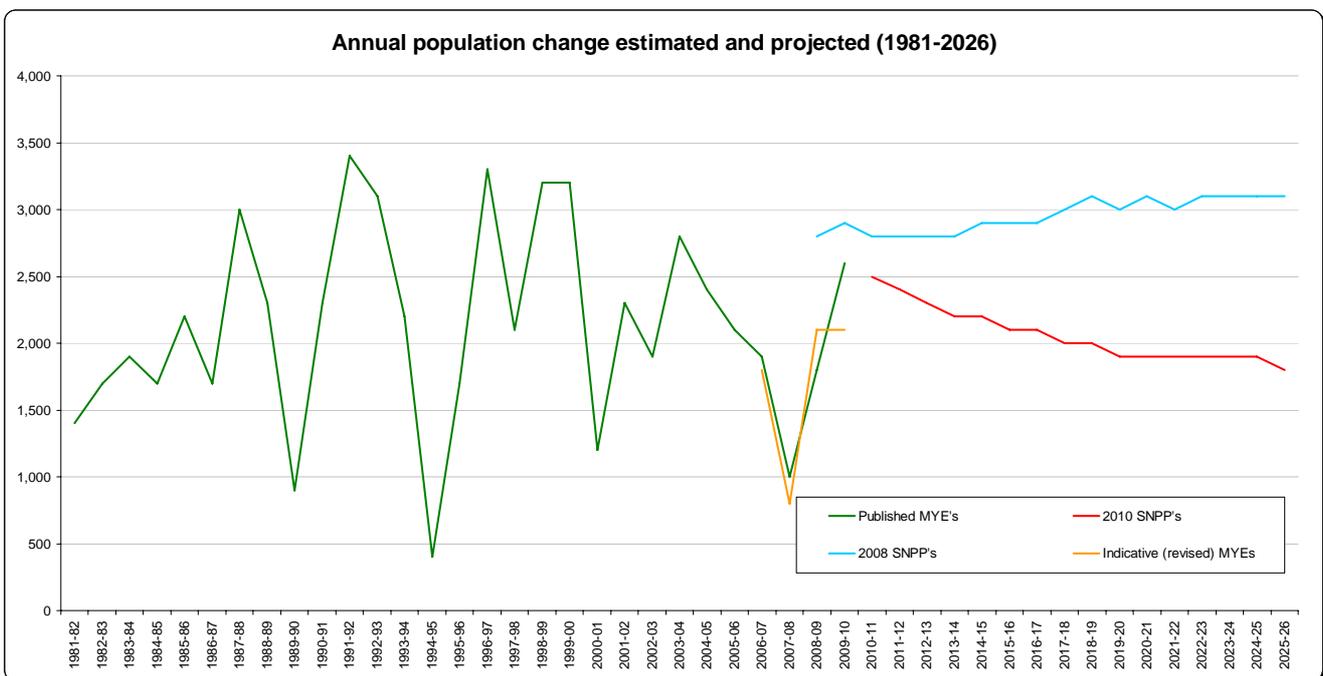


Fig 2: Projected annual population change (estimated and projected)

Source: ONS MYEs and SNPPs

10. Over the 16 year period 2010-26 (i.e. until the end of the plan period) the average annual population increase, according to the 2010-based SNPP's, is 2,100 persons per annum (ppa), compared to the 2008-based SNPP of 3,000 ppa. The new 2010-

based SNPP's are therefore closely aligned with the historic trend (over the past 16 years) recorded in historic MYE's of 2,200 ppa.

Annual Change in 2010-based SNPP (16 year period: 2010/11-2025/26)	2,100 ppa
Annual Change in 2008-based SNPP (16 year period: 2010/11-2025/26)	3,000 ppa
Annual Change in historic ONS Mid Year population Estimates (including indicative revisions) (16 year period: 1994/95-2009/10)	2,200 ppa

Table 3. Average annual change in ONS population projections and estimates

Source: ONS MYE's and SNPPs - Based on rounded data

11. The ONS' 2010-based population projections are therefore considered by the Council to be more feasible than their 2008-based predecessors. Moreover, the updated ONS population projections strongly vindicates the concerns the Council had with accepting the 2008 DCLG household projections as the basis for setting the Core Strategy housing requirement.

Household projections arising from the 2010-based population projections

12. There are not yet any official household projections based on the new population projection methodology (DCLG are scheduled to publish their 2010-based household projections at the end of 2012). Therefore in the absence of any official household projections, the Council has sought to translate the new population projection into a household projection, using data derived from the 2008-based CLG household projections. Two methods have been utilised which are outlined as follows:
- **Method 1** – Involves applying age and gender specific household representative rates (or headship rates) from the 2008 CLG household projections to the relevant age and gender cohorts in the 2010-based SNPPs. This method suggests that the number of households in the district will increase by approximately 24,100 over the period 2006-26.
 - **Method 2** – Involves simply applying the estimated average household size in 2026 (2.26 persons per household) to the estimated total household population in 2026 arising from the 2010-based SNPP's. This method suggests that the number of households in the district will increase by approximately 25,300 over the period 2006-2026.
13. The findings of these two methods, clearly suggests that the number of households in the district will increase by approximately 24,000 to 25,000² over the period 2006-2026. On this basis, therefore, the Core Strategy's planned housing provision of 26,400 dwellings is more than sufficient to meet the Government's latest official population projections.

² It is DCLG policy to publish household projections to the nearest thousand households

Conclusion

14. The ONS' recently published 2010-based population projections suggest that the population of the district will increase to 298,900 in 2026, which is 14,700 people lower than was previously projected in the 2008-based projections (313,600). Consequently, the number of households likely to be generated is also lower. This collaborates the Council's own position as set out in the December 2011 Supplementary Housing Paper (PS8).
15. Official household projections based on the new official population projections have yet to be published, but it is a common sense perspective that this reduced level of population growth would translate to approximately 24,000 to 25,000 new households over the plan period; a figure which sits comfortably within the Core Strategy's strategic housing provision of 26,400.

Appendix B – Small Site Windfall Analysis

Table 5.1
Small Site "Windfall" Analysis - Development on Garden Land (Net)

	2006/2007			2007/2008			2008/2009			2009/2010			2010/2011			2011/2012		
	Total	Dev't on Gardens		Total	Dev't on Gardens		Total	Dev't on Gardens		Total	Dev't on Gardens		Total	Dev't on Gardens		Total	Dev't on Gardens	
North Fringe	27	14	13	67	11	56	49	10	39	46	7	39	35	16	19	21	8	13
East Fringe	76	20	56	150	32	118	172	40	132	121	21	100	67	26	41	75	31	44
Chipping Sodbury	1	1	0	1	1	0	0	1	-1	0	1	-1	4	1	3	1	0	1
Yate	6	3	3	10	6	4	17	10	7	2	3	-1	16	7	9	7	5	2
Thornbury	10	8	2	18	6	12	2	1	1	9	4	5	8	4	4	2	0	2
Elsewhere	98	34	64	100	28	72	92	24	68	89	14	75	67	23	44	63	20	43
Total	218	80	138	346	84	262	332	86	246	267	50	217	197	77	120	169	64	105