



Uppingham Neighbourhood Plan Review

Paper 1: Census Data/Population

Introduction

Evidence can be quantitative, as in this case - using facts and figures such as census data or qualitative (e.g. opinions given in consultation responses) and it can be primary or secondary. Sound evidence ensures that the choices made in a Neighbourhood Plan are backed up by facts and shows that policies have been informed by the participation of the local community and others interested parties. Without evidence policies may be challenged and Examiners may recommend deletion or modification. Government Planning Guidance states that: *“there is no ‘tick box’ list of evidence required for neighbourhood planning. Proportionate, robust evidence should support the choices made and the approach taken. The evidence should be drawn upon to explain succinctly the intention and rationale of the policies in the draft neighbourhood plan...”* **It is important, therefore, to recognise that evidence should be gathered early, to inform the development of policies, not used retrospectively to justify them.**

The earlier report recommended that a bespoke Census profile for Uppingham should be created, taking account of the school, to analyse the population structure and needs arising from it. There are some differences between Uppingham and RCC which are highlighted. However, from a practical viewpoint, where RCC figures accurately reflect the needs in Uppingham these are used. Finally, the guidance on Local Housing Needs Assessments (Paper 2) has been taken into account. There is crossover between Papers 1 and 2 and some economic data relates to Paper 4 on Roads and Transport (for the Station Road Industrial Estate). The sources used for this data include; The Office for National Statistics (ONS) 2011 Census and later mid-year estimates, the RCC Local Plan Evidence Base, the wider Strategic Housing market Assessment (SHMA), the RCC Economic Strategy and RCC Annuals Monitoring reports.

Main Conclusions

- 1** - This analysis can form part of the evidence base for the Neighbourhood Plan review.
- 2** - The “headline” housing requirement for Rutland is based on established statistics and guidance. There is no reason to challenge this, based on any perceived statistical differences that apply to Uppingham rather than Rutland. However, there is a local judgement to be made, through negotiation, on the proportion of development allocated to Uppingham by RCC.
- 3** - The key point is that Uppingham School (a large number of boarders) may have created a (statistical) impression that the population is younger than it actually is. Refined figures can be used to justify the provision of more 2 and 3 bed dwellings in new developments.
- 4** - Other data (some applying to Rutland and some to Uppingham) that could underpin NP policies include: self-employment, home-working, education jobs and households with no car.

November 2018 - Prepared for Uppingham Town Council by Clive Keble Consulting Ltd. on behalf of OPUN (the Architecture and Design Centre for the East Midlands).

Population

The summary statistics for Uppingham from the 2011 Census are:

All Residents: 4,745

Males: 2380

Females 2365.

Number of households: 1,740

Average household size: 2.20

Residents in households: 3,763

Residents in communal living: 982

Area (hectares): 778

Population density (people per hectare): 6.10

The average (mean) age of residents - 38.1 years.

Looking in more detail, the table below was included in the May 2018 report

All usual residents (Uppingham)	4,745	%	Rutland %	England %
Age 0 to 4	251	5.3	5	6.3
Age 5 to 7	128	2.7	3	3.4
Age 8 to 9	70	1.5	1.9	2.2
Age 10 to 14	436	9.2	6.3	5.8
Age 15	192	4.0	1.7	1.2
Age 16 to 17	484	10.2	3.8	2.5
Age 18 to 19	186	3.9	2.2	2.6
Age 20 to 24	186	3.9	4.7	6.8
Age 25 to 29	202	4.3	5.1	6.9
Age 30 to 44	673	14.2	17.9	20.6
Age 45 to 59	800	16.9	20.1	19.4
Age 60 to 64	278	5.9	7.3	6.0
Age 65 to 74	414	8.7	11.3	8.6
Age 75 to 84	294	6.2	6.8	5.5
Age 85 to 89	109	2.3	1.9	1.5
Age 90 and over	42	0.9	1	0.8
Mean & Median Ages	38.1/36 years		42.4/43 years	

It might be expected that population of Uppingham, as it is for Rutland, would be older than the national average, but the figures above show a different situation for the age groups 10 - 19.

This is thought to be due to the impact of Uppingham School which it is important to understand because *where figures* show that there is an older than average population, it can be part of a justification for policies requiring a proportion of smaller dwellings for downsizing, single level dwellings and purpose-built retirement complexes (for sale or rent). The county level situation is that the over 65 population is forecast to increase (2014-2030) by 8.5% as a proportion of the total population, with a decreasing number of those in younger working age. Furthermore, there is an increasing demand for health and social care services for increased dementia and mobility needs which also need specific housing solutions.

The unadjusted 2011 figures for Uppingham do not necessarily reflect that assumption and as part of the current work, Uppingham school has helpfully provided the following data.

- Pupils aged 13-16 450
- Pupils aged 16-18 348
- Total 798

787 (98.6%) are boarders and only 11 (1.4%) day pupils but this may increase.

The staff total is 590, with 256 (43.3%) full-time and 334 (56.7%) part-time. 209 (35.4%) are Uppingham residents, 211 (35.8%) live within 10 miles and 170 (28.8%) beyond 10 miles.

The ONS has recently examined the impact of student numbers on the interpretation of Census statistics. It was found that the presence of boarding schools and universities can skew population statistics, giving the impression of a comparatively large number of young people living there, whereas really they are only present during term time and for a limited period. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/outoftermpopulationofenglandandwalesanalternative2011censuspopulationbase/2014-09-24>

Therefore, the ONS have acknowledged that in an increasingly mobile society there is a need for statistics to look not only at where people usually live, but to also look at a range of other alternatives. It examined out of term populations, where students and school children are recorded at their “home” address), age, sex and geographical breakdown. The majority of the data concerns universities, but there is an interesting key point to emerge concerning Rutland, which reads: “differences in the younger student population (aged 10 to 15) were also apparent in local authorities with boarding schools: **the out of term population of Rutland aged 10 to 15 was 15% lower than the usually resident population**”. This is illustrated in the following table.

Rank	Local authority	Usually resident	Out of term	Difference
1	City of London	127	102	-25
2	Vale of White Horse	114	104	-9
3	Rutland	115	107	-8
4	Oxford	106	100	-6
5	Waverley	114	108	-5

(Source: ONS - Notes: Census 2011 Table OT1117EW was used to produce the table).

NB These figures are for Rutland and so also include Oakham School where approximately half of the 1,000 pupils (11-18) board at the School and half are day students).

The out of term population is an important alternative measure to the usually resident population, particularly in areas with large student populations who will be absent for a proportion of the year. This is especially true for schools where many young people will be boarders who do not impact directly on the housing market in the way students do who increase the demand for rental properties.

Therefore, in communities like Uppingham, a potential consequence of using unrefined data is that it could be inferred that there is a higher than actual proportion of younger people. This can become part of an argument for a focus on the provision of family housing. In fact, the

converse may be true, and the community could have a higher than average proportion of older people which may justify an alternative focus on smaller housing for downsizing or on specialist housing for older people.

The fact that 2011 Census figures lists 982 people (20.6%) living communally reflects the impact of the school. Of these, 955 people were recorded as being in "Other Establishments" with the remainder in medical/care premises. These residents are not categorised as households but the recorded population by age group will affect population growth forecasts.

Returning to the 2011 Census figures for Uppingham, the total number of 10-19 year olds is 1298 (27.3%). If all of the boarders (787) are taken off this reduces the total to 511 (10.8%), although it is acknowledged that some boarders may also be Uppingham residents. By way of comparison the percentage of 10 - 19 year olds for England is 12.1%.

A secondary consequence is that if the 787 boarders are removed from the usually result population figure of 4745, it would reduce to 3958. Therefore, the percentages of other age groups will increase in relative terms, for example:

Over 65 years – 859 (21.7%) - this is only 18.1% for the unrefined total population (4745).
49 to 64 years – 1078 (27.2%) - this is only 22.7% for the unrefined total population (4745).

The consequence of these variations is that arguments for a greater proportion of smaller units in market housing schemes, for older people and to enable downsizing, are weaker if the unrefined figures are used. The same applies to any arguments to promote schemes designed to provide housing for older people. The refined analysis demonstrates that the population of Uppingham is older than figures suggest and will age more over the next 15 to 20 years (coincident with the plan periods for the emerging local plan and Neighbourhood Plan review).

It could be that the RCC view that Rutland has an aging population is an underestimate. (Economic Growth Strategy 2014 -21). *"Rutland will see a significant increase in the over 65 population (between 2014 and 2030 an increase of 8.5% as a proportion of the total population is forecast) with a decreasing supply of those in younger working age groups adding pressure to an already tight labour supply. There is also a forecast increase of 3.28% in those aged 85 and over with increasing demand for health and social care services in particular for increased dementia and mobility needs which is also likely to require specific housing solutions"*.

Other relevant data

The majority of data sets that are used to underpin Neighbourhood Plans and which relate to Housing Needs Assessments (See Paper 2), are not affected by the presence of the school in the same way as population structure is, (e.g., *households, household size, , place of birth, rooms per household, person per room, tenure, household composition, accommodation type, shared dwellings, concealed families, economic activity, long-term health problem & distance travelled to work. Source: Locality Guidance on Housing Needs Assessment in Neighbourhood Plans*).

The headline statistics for Uppingham from the 2011 Census are set out overleaf. Where there is a significant variance from County, regional and or national figures which has been identified, it is highlighted *in italics*.

Dwellings and Household Spaces

All dwelling types -1,868 (all unshared)

Whole house or bungalow: Detached – 674 (36.1%) – Rutland is 46.5%

Whole house or bungalow: Semi-detached - 477 (25.5%)

Whole house or bungalow: Terraced (including end-terrace) – 429 (23.0%) Rutland is 18%

Flat, maisonette or apartment: Purpose-built block of flats or tenement – 191 (10.2%)

Flat, maisonette or apartment: Converted or shared house (including bed-sits) - 45 (2.4%)

Flat, maisonette or apartment: In a commercial building - 52 (2%).

The variance may relate to the smaller size of Uppingham, a lower rate of late C20 development and the extent of historic buildings. often in the form of semi-detached and terraced houses.

Tenure

All households 1,740

Owned -1,147 (65.9%) Rutland is 70.4%

Owned outright – 617 (35.5%)

Owned with a mortgage or loan – 530 (30.5%)

Shared ownership – 22 (1.3%)

Social rented - 282 (16.2%) Rutland is 11.2%

Rented from council (Local Authority) – 71 (4.1%)

Other – 211 (12.1%)

Private rented - 257 (14.8%)

Private landlord or letting agency – 212 (12.2%)

Other – 45 (2.6%)

The variance may be a result of the historic provision of local authority housing and (possibly) the influence of the school in terms of staff accommodation, but the latter should be checked.

Economic Activity

All usual residents aged 16 to 74 - 3,223 (100.0%)

Economically active - 2,026 (62.9%) Rutland is 69.3%

In employment - 1,873 (58.1%) Rutland is 64.7%

Employee: Part-time - 424 (13.2%)

Employee: Full-time - 1,106 (34.3%)

Self-employed - 343 (10.6%)

Unemployed - 78 (2.4%)

Full-time student - 75 (2.3%)

Economically Inactive - 1,197 (37.1%) Rutland is 30.7%

Retired - 433 (13.4%)

Student (including full-time students) – 577 (17.9%)

Looking after home or family - 89 (2.8%)

Long-term sick or disabled – 59 (1.8%)

Other - 39 (1.2%)

The variance may be a result of the bias towards older people in the population structure and the impact of boarders at the school

Industry

All usual residents aged 16 to 74 in employment the week before the census - 1,934 (100.0%)

- A Agriculture, forestry and fishing – 31 (1.6%)
- B Mining and quarrying – 1 (0.1%)
- C Manufacturing – 210 (10.9%)
- D Electricity, gas, steam and air conditioning supply – 7 (0.4%)
- E Water supply; sewerage, waste management and remediation activities - 10 (0.5%)
- F Construction - 145 (7.5%)
- G Wholesale and retail trade; repair of motor vehicles and motor cycles – 306 (15.8%)
- H Transport and storage - 48 (2.5%)
- I Accommodation and food service activities - 100 (5.2%)
- J Information and communication – 47 (2.4%)
- K Financial and insurance activities – 36 (1.9%)
- L Real estate activities – 18 (0.9%)
- M Professional, scientific and technical activities – 126 (6.5%)
- N Administrative and support service activities – 62 (3.2%)
- O Public administration and defence; compulsory social security – 97 (5.0%)
- P Education – 434 (22.4%) Rutland is 13.2%*
- Q Human health and social work activities – 174 (9.0%)
- R, S, T, U Other – 82 (4.2%)

The variance (jobs in education) reflects the importance and impact of Uppingham School.

Occupation (no significant variance from Rutland)

All usual residents aged 16 to 74 in employment the week before the census - 1,934 (100.0%)

1. Managers, directors and senior officials – 269 (13.9%)
2. Professional occupations - 420 (21.7%)
3. Associate professional and technical occupations – 229 (11.8%)
4. Administrative and secretarial occupations – 167 (8.6%)
5. Skilled trades occupations – 263 (13.6%)
6. Caring, leisure and other service occupations – 168 (8.7%)
7. Sales and customer service occupations – 103 (5.3%)
8. Process plant and machine operatives – 101 (5.2%)
9. Elementary occupations – 214 (11.1%)

Car Ownership

No cars or vans in household 325 (18.7%) Rutland is 12.4%

- 1 car or van in household – 755 (43.4%)
- 2 cars or vans in household – 529 (30.4%)
- 3 cars or vans in household – 106 (6.1%)
- 4 or more cars or vans in household – 25 (1.4%)
- sum of all cars or vans in the area 2,245

The variance (no car in household) may be a result of the bias towards older people in the population structure.

Other Factors

The population is predominantly classed as white (4598 people or 96.9%) with only 2.7% of mixed ethnic groups and Asian. This reflects the situation in the county as a whole and is lower than averages for the East Midlands and England. Other datasets show a generally healthy populations, good standards of housing and low levels of deprivation. However, this does not obviate the need for the Local Plan and the Neighbourhood Plan to address the issue of an ageing population.

Post 2011 Data (Considered in further detail in Paper 2 – Housing Needs Assessment)

In many cases, reliance can be placed on higher level county data and RCC conclusions where statistic more recent than 2011 are available. These include:

- The use of DCLG forecast and methodologies to decide on a housing requirement for Rutland through the emerging Local Plan, noting that the proportional split between Oakham, Uppingham and other centres/locations should be locally decided.
- The generally established principles (in the SHMA, Local Plan, Economic Strategy and RCC Annual Monitoring Report) that:
 - The population is ageing.
 - House prices and rent levels are above the regional and England averages.
 - There is an established need for affordable housing (for purchase and rent) to be provided as part of new residential development, at least in accordance with Local Plan policies.
 - Rutland is a relatively affluent area with low levels of deprivation, the lowest in the East Midlands and 301 out of 326 nationally, where 1 is the most deprived, (However this may mask pockets of deprivation and should not diminish from a need at household level for support to a number of Uppingham residents in terms of housing, social support and care).