

City of London Resident Estimates and Projections

Resident Estimates and Projections provides an overview of the different data sources that can be utilised for planning service delivery. The report focuses on an analysis of the relevant data for the housing stock, the estimated and projected population by sex and age profile.



75 Little Britain from Postman's Park

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Executive Summary and Key Statistics

There is a range of data available to analyse the number of residents in the City of London, and project future trends.

The data sources include:

- the Office for National Statistics Mid-Year Estimates for the usual resident population for the UK as at 30 June of the reference year and Sub-National Projections,
- a range of Greater London Authority resident projections.

These data sources are analysed in the context of the current level of housing which is set out in a range of datasets, and the likely future development profiles in the City of London which are set out in the Strategic Housing Land Availability Assessment (SHLAA) of the London Plan.

The ONS Mid-Year Estimates and Sub-National Projections are primarily a trend-based data profile utilising a range of births, deaths and internal and international migration data. An initial series of Mid-Year Estimates between 2011 and 2016 set out a significant growth in the City of London resident population. A revised set of estimates was released in March 2018.

The revised estimates incorporated a change of methodology applied to the international migration component which is difficult to estimate as the UK has no population register. The revised estimates for the City of London show a significant net outward international migration over the years 2012 and 2013 before a net inward international migration for the years 2014 to 2016. This revises the population estimates to a significantly lower level than the original estimates.

The Sub-National Projections then project a decrease in population to a relatively stable population of 6,300 from 2022 onwards primarily due to net outward international migration.

Whilst the profile of the ONS Mid-Year Estimates for the years 2012 to 2015 is lower than the projection scenarios produced by the GLA, the estimated population for 2016 was consistent with the GLA projections. The Sub-National National Projections are then at a lower level than the GLA Projections for the period 2017 to 2026. This is analysed below.

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The GLA 2016 round SHLAA-based population projections are preferable as they model population growth within the context of housing supply constraints set out in the SHLAA. This is monitored on an annual basis to assess housing delivery which shows a high probability that the housing will be delivered.

Whilst it is straight forward to monitor housing delivery it is difficult to assess the number of housing units in the City of London that will be occupied as second homes or short term lets. Thus, the population estimates and projections for the City of London are likely to have an element of uncertainty in quantifying the resident population base. The key issue is that a proportion of the new development is likely to be second homes or utilised for short term letting and thus not occupied by residents who would be enumerated in the population profile for the City of London.

Overall the trend profile for the period 2011 to 2026 is sound within the context of the projected development profile of the City of London, although there is a slight note of caution relating to the years 2011 to 2014 where the projections suggest a decrease in the population.

The key population statistics for 2017 are set out in Table 1 and the key population projections statistics for the years 2011 to 2026 in Table 2.

Gender	Population
Males	4,110
Females	3,290
Total	7,400
Age Profile	
0-19	1,070
20-64	5,040
65+	1,290
Total	7,400

Table 1: Key Population Statistics for 2017

Source: GLA 2016 round SHLAA-based population projections

Year	Population
2011	7,400
2017	7,400
2021	8,600
2026	8,800

Table 2: Key Population Statistics 2011 to 2026

Source: GLA 2016 round SHLAA-based population projections



Resident Estimates and Projections

The Ethnic Group profile of the City of London resident population is projected to see a growth in each of the groups analysed. The key changes in the proportion of the resident population analysed by ethnic group shows a proportional decrease in the White group, and an increase in the other Ethnic Groups.

1. Introduction

Resident Population and Employment in the City of London

The City of London is unique. Although little more than one-mile square in size, it is densely developed providing employment for 482,340¹ people who mostly use public transport to commute to work from across London and the surrounding regions. Alongside its primary business function, the City has many other roles including being a home to approximately 7,400 residents in 2011². The residential base in the City of London is relatively small compared to other local authorities.

The changes in residential population and their associated characteristics need to be evaluated on a regular basis for input into service delivery plans and spending assessments.

Data Sources for Resident Estimates and Projections

There are a range of data sources which can be utilised for estimating and projecting the housing capacity and associated residents and households that occupy the housing stock. Key sources of data include:

- **Housing stock** from the Local Land and Property Gazetteer (LLPG), Council Tax, Electoral Roll, and
- **Population and household estimates and projections** compiled by the Office for National Statistics (ONS) and Greater London Authority (GLA).

The purpose of this document is to provide guidance on utilising these statistical sources in the context of the City of London, taking into consideration factors such as:

- the relatively small level of the housing stock,
- the likely delivery of new housing schemes,
- that the housing stock is predominantly flats,
- that the occupancy of flats in the City of London has a significant element of second homes³,
- the transitional nature (migration) of residents, and the associated age profile.

¹ Source: Business Register and Employment Survey, Office for National Statistics, 2016

² Source: Census of Population 2011, Office for National Statistics

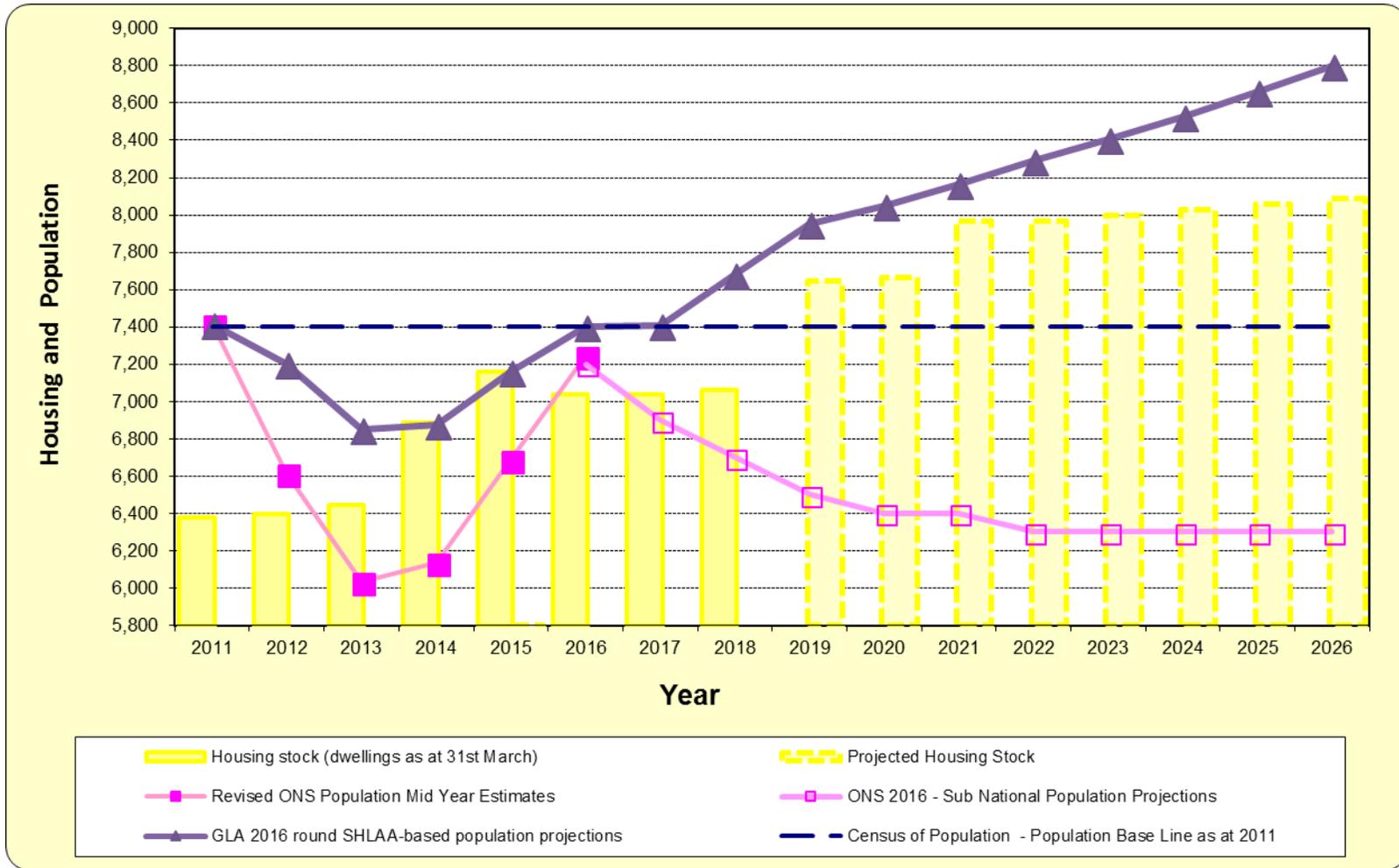
³ In addition, there are 1,370 people who are residents within the UK that have a second home in the City of London. Details are set out in the publication "City of London Resident Population CENSUS 2011 Introduction"

The Report

The report provides:

- an overview of the housing stock, and the population estimates and projections,
- analysis of the population profile for the year 2017,
- analysis of ethnic group projections.

Resident Estimates and Projections



Graph 1: Housing Stock and the Population Estimates and Projections for the City of London

Source: Office for National Statistics Mid-Year Estimates and Sub National Projections, Greater London Authority Population Projections, City of London Housing Stock



2. Overview of the Housing Stock, Population Estimates and Projections

Data Sources

For the purposes of this report the data is analysed by theme, evaluating projections from the year of the last Census of Population in 2011 through to the year 2026 to accord with the time period of the [City of London Local Plan](#).

Graph 1 sets an overview of the data sources for housing stock; associated population estimates and projections available for the City of London.

An assumption is made that the levels of population will have a strong correlation with the projected housing stock. Thus, the projected levels of housing are analysed. This then provides a base for analysing a range of population data. The starting point is the Census of Population 2011, followed by the ONS Mid-Year Estimates and Sub-National Projections, and projections produced by the GLA.

Housing Stock

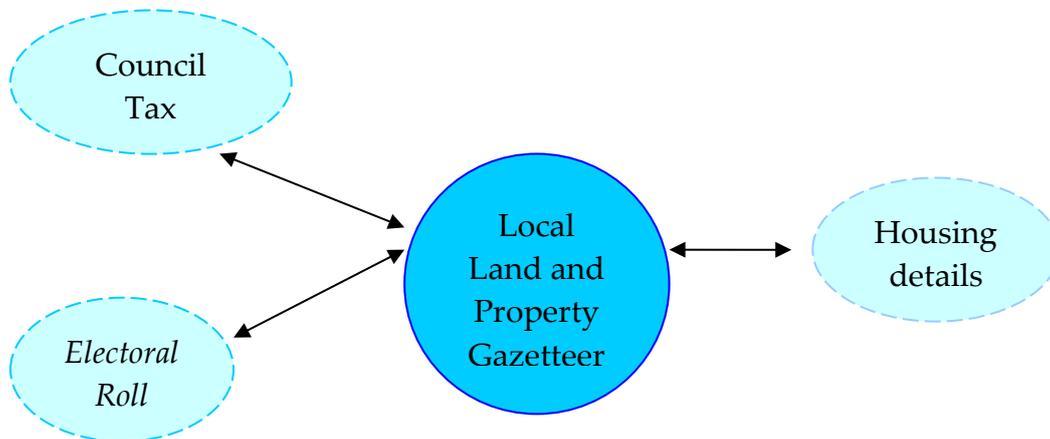


Diagram 1: Records of Housing Stock and Occupation

Note: housing stock figures excludes ancillary units (e.g. Staff Accommodation)

The population estimate, and projections should be assessed within the context of existing housing and projected housing stock. Information on

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existing housing is available from a range of City of London administrative records set out in Diagram 1.

The Local Land and Property Gazetteer (LLPG) provides a core indexing dataset for linking records which set out:

- properties that meet Council Tax criteria,
- where residents are registered on the Electoral Roll.

In practical terms this accounts for the majority of units in the City of London. However, there are some units which are either of temporary accommodation or ancillary to the main use of the building (e.g. Masters Flat for a Worshipful Company), where Council Tax or Electoral Roll will not include these records. Information on the number of rooms for each unit is maintained on an ancillary dataset.

The key issue is that sound population estimates, and projections should be within the levels that can be facilitated within the housing stock. The housing stock in the City of London is predominantly flats with a low number of bedrooms.

Housing stock (dwellings) in 2017 is quantified from the LLPG and Council Tax records.

The **Potential Housing Stock as per the London Plan Targets** is evaluated through the Strategic Housing Land Availability Assessment (SHLAA). The projected delivery of housing through to 2020/21 is based upon schemes under construction and those with planning permission but yet to commence which is set out in the [City of London Local Plan Monitoring Paper – Housing](#). For the period 2021/22 to 2025/26 the housing stock is based on potential development activity identified on a number of sites. It is difficult to assess the likelihood of the potential schemes going ahead.

This sets the parameter for assessing whether population projections are viable within the context of the housing to be provided within the City of London. Thus, in theory one could argue that the changes in the housing stock would have a significant correlation with the population estimates and projections.

Population Baseline

The **Census of Population Baseline as at April 2011** sets out the residential population as per the 2011 Census of Population. The 7,400 count of residents



includes only persons in permanent residence. Key information is analysed in the document [“City of London Resident Population Census 2011 - Introduction”](#).

In estimating and projecting population in the City of London a factor which provides a high level of uncertainty is the 1,370 persons who were residents within the UK and have a second home within the City of London. When assessing population estimates and projections beyond 2011 one needs to take into consideration that in 2011, 25.5% of Council Tax registrations were second homes or empty. This increased to 28.3% in 2017⁴. In producing estimates and projections for future years it is difficult to assess whether there will be changes in the proportion of persons who are residents or those who have a second home in the City of London.

Another factor to take into consideration is that the density of occupation of housing units is subject to variation over time.

Population - Mid Year Estimates

ONS Mid-Year Estimates sets out the population for the City of London at the mid-year. These estimates of past resident population are important because they are frequently used by the Government in assessing the performance of local authorities and in making grant funding decisions.

The Mid-Year Estimate for 2011 was a minor variant from the Census of Population Base Line as at April 2011. Estimates were then produced from 2012 through to 2016. In March 2018 the ONS revised the Mid-Year estimates for the period 2012 to 2016. The revised estimates were significantly lower than the original estimates.

The estimates are updated to take account of births, deaths internal migration and international migration information:

- Information on births and deaths is reasonably reliable due to the statutory registration process and remains consistent within the original and revised estimates.
- Internal population migration is based on sample surveys and NHS registration records which do not necessarily correspond with resident movements. This a key factor for young men where there is often a delay in the registration of details. For most years there is usually a net outward flow of internal migration.

⁴ [Gov.uk Council Tax Base Statistics](#)

- International migration was based on samples from the [Labour Force Survey](#) and the [International Passenger Survey](#). For the revised estimates in 2018⁵ a range of other data sources (census and administrative) were used to enhance the model based on a three-year average, which included the year estimated and previous two years. The levels of International Out Migration for the Year 2012 were estimated to be at 1,480, significantly reducing to a lower level of 320 for the Year 2016. This seems a high number of international out migration in the context of a population of 7,400 in 2011. Thus, the key issue is whether such data and the relevant estimate outputs are realistic within the context of the City of London.

Population - Projecting the Future Population

The next stage is projecting the future. There are two options:

Option 1: **Trend based** analysis as provided in the ONS Sub-National Projections.

Option 2: **Incorporating likely levels of housing growth** to assess the likely change in the resident profile that is set out in the GLA SHLAA related projections.

The **ONS 2016 Sub-National Population Projections** sets out projections 2016 to 2041. These are trend-based statistics based upon the population set out in the Mid-Year estimates.

Thus, the key issue is to evaluate the projections. A useful base upon which to do this is to compare and evaluate the estimates and projections with the GLA SHLAA Projections that take into consideration the relevant levels of likely housing stock.

The projections show a significant decrease, from 7,200 in 2016 between 2016, and 2018 that stabilises at a level in the region of 6,300 thereafter. This is primarily due to the high level of projected international out migration.

The GLA produce a range of projection scenarios available from the [London Datastore](#) which define a range of population. The scenarios include:

- Trend Migration scenarios. These includes the variants of -
 - Short Term more suitable for near –term planning,

⁵ Office for National Statistics, "Methodology guide for mid-2012 to mid-2016 population estimates, England and Wales: March 2018, March 2018

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- Central Term,
- Long Term more suitable for long term planning / strategic work.
- SHLAA based scenarios based on housing delivery set out in the London Strategic Housing Land Availability Assessment, part of the evidence base for the Mayor's London Plan.

It is considered that the SHLAA based scenarios taking into consideration projected housing growth are more relevant, as it highly likely that the relevant housing set out in the SHLAA will be delivered in the City of London⁶.

Thus, there is strong long-term correlation between the **GLA 2016 round SHLAA based population projections** and the housing that is being delivered. The exception relates to the period 2011/12 to 2012/13 where the GLA projections set out a decline in the population when there was a marginal increase in the levels of housing through development activity and the associated Council Tax live accounts. Thus, projections for the year 2017 have the risk that they are lower than the actual population⁷.

Guidance on the Estimates and Projections to be used for the City of London

Estimating and projecting the resident population is subject to a range of factors relating to migration data and use of housing as second homes that make it difficult to develop a national or regional methodology that produces a set of accurate estimates and projections for the City of London. The GLA 2016 round SHLAA based projections incorporates the profile of new housing to be delivered in the City of London and thus reflects the most likely level of residents and population. The level of population is projected to increase from 7,400 in 2017 to 8,800 in 2026.

⁶ This is set out in the [Local Plan Monitoring report - Policy CS21: Housing](#)

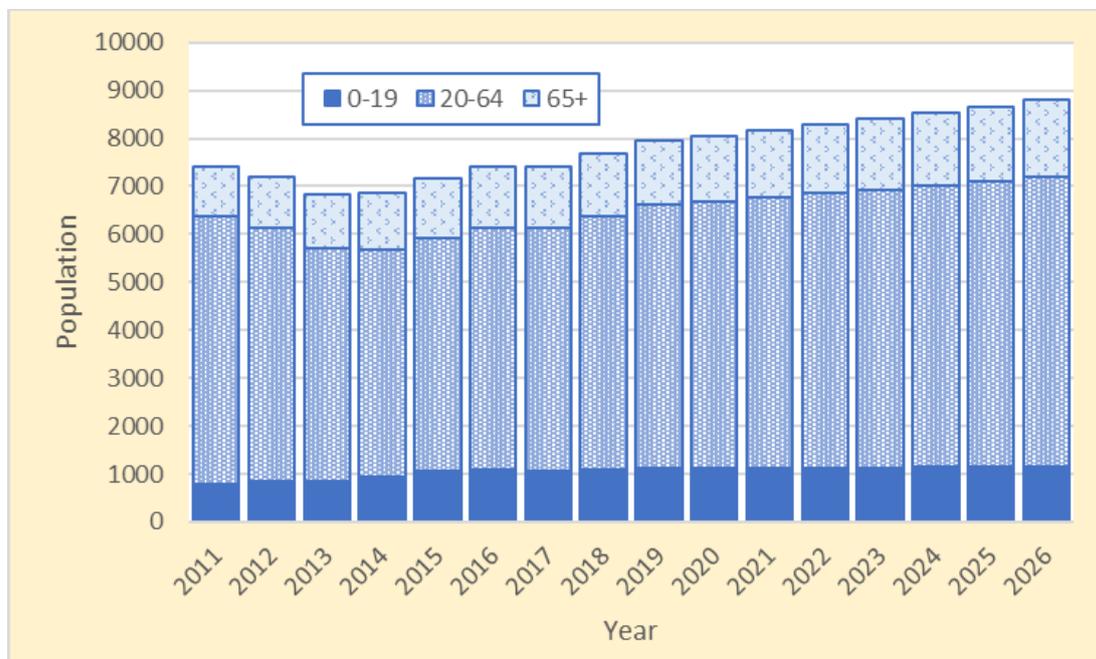
⁷ Initial rates were adjusted in the GLA projections as over the period 2002-2011 population for the City of London was over estimated by approximately 400 per year.

3. Greater London Authority Population Projections Age Profile

Age Profile Projections

The GLA projections methodology is developed in the context of providing projections for Greater London. The projections utilised in Graph 2 are the GLA 2016 round SHLAA-based population projections. The data series is consistent with the housing capacity assumed in the 2017 SHLAA, profiled as per the net additional dwellings, utilising assumptions for average household size based upon the prevalence of one-bedroom flats in the assessment.

City of London Demographic Projections by Age Band



Graph 2: City of London Demographic Projections by Age Band

Source: GLA 2016 Round SHLAA Based Projections

From 2011 to 2026 there is projected to be a steady increase in the population from 7,400 to 8,800 which is delivered through the current housing development pipeline. The factor that is difficult to assess is the level to which such residential units will be occupied as Full Time residential units or as Second Homes.

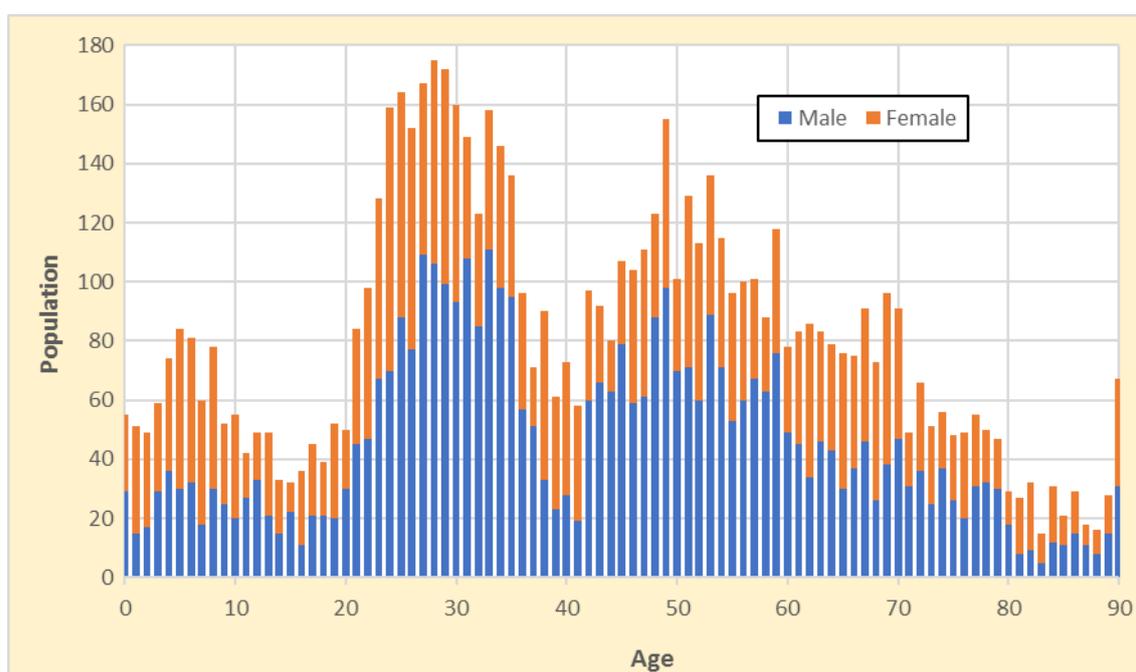
In assessing the age profile:

- There is projected to be a steady increase in Age Band 0-19 from 780 in 2011 to 1,160 in 2026. Given that developments in the housing pipeline are predominantly flats with a small number of rooms it is difficult to

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assess whether this will materialise in practice. This represents a 50% increase in this age group.

- The Age Band 20- 64 is projected to increase from 5,630 in 2011 to 6,040 residents in 2026. This is an increase of 8%. This is significantly lower percentage increase than the other two age bands analysed. This is based on the factor that a significant element of this population will be registered in second homes.
- The Age Band 65+ is projected to increase from 1,050 in 2011 to 1,600 residents in 2026. This is an increase of 52%. This will be largely due to the ageing of the population profile in the main residential locations of the Barbican and Golden Lane.



Graph 3: City of London Demographic Projections 2017 Age Profile analysed by sex

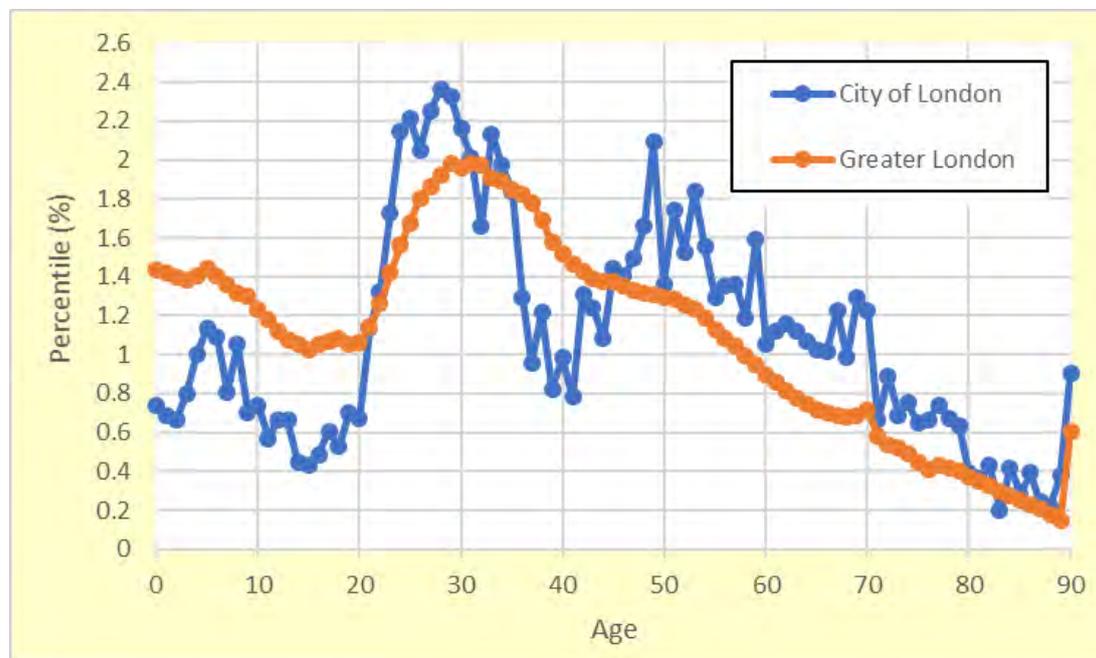
Source: GLA 2016 Round SHLAA Based Projections

Graph 3 analyses the projected age and sex for the year 2017:

- For children in the age range 0-4 there is a significant population. For the age range 5-19 the levels fall considerably and are relatively consistent, with similar levels for males and females.
- For the working age range 20-64 the profile rises to peak at age group 28-31 then falls to the age group 38-41. The age profile then raises to the late 40s and then decreases to 64.
- In terms of gender, the projection profile in the work age band 20-64 shows a projected higher number of males than females. Male are the predominant sex in the age band mid-20s to mid-30s. For the age

groups older than 60 the profile changes for females to be the predominant sex.

Age Profile comparison of the City of London with Greater London



Graph 4: Comparison of the age profile for the City of London and Greater London 2017

Source: GLA 2016 Round SHLAA Based Projections

Graph 4 compares the age band profile of the City of London with that of Greater London for the year 2017. The significant variances are:

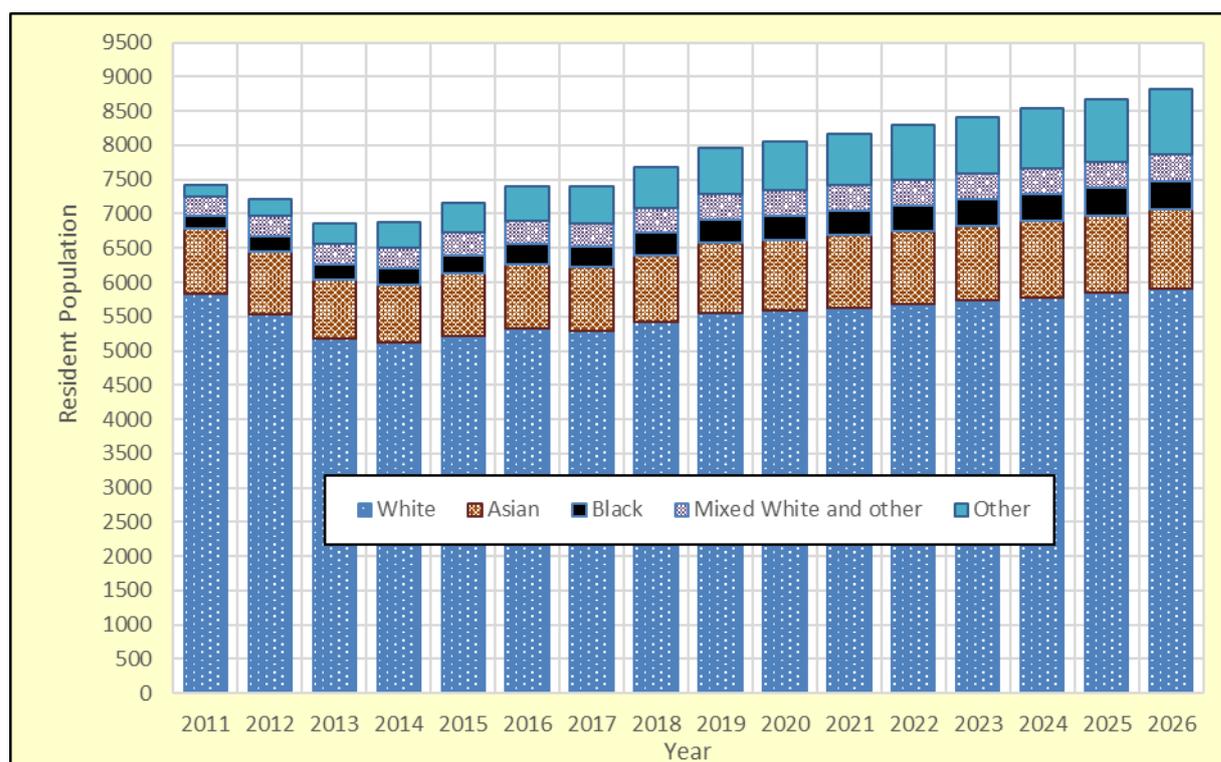
- The percentage of the population for the age bands 0-20 shows that, compared with Greater London, the City has a lower percentage of the population in these age ranges.
- For the Age Band 20-30 the age profile is higher for the City of London than Greater London.
- For the Age Bands 35-45 the age profile for the City of London is lower than for Greater London.
- For the Age Band 45 years plus the City of London has a higher age profile than that of Greater London.

The City of London age profile is thus older than that of Greater London.

4. Ethnic Group Projections

The Greater London Authority produces a series of Ethnic Group Projections. The 2016 Ethnic Group Projections (housing-led) which is consistent with the SHLAA based population projections is analysed below.

The source data is divided into 16 ethnic group categories. For analysing data for the City of London, data is summarised into five key groups; White, Asian, Black, the Mixed White and Other Ethnic Groups and Other.



Graph 5: Resident Population Projections for the City of London analysed by Ethnic Group

Source: GLA Population projections – Ethnic Group Projections (housing led)

The projection profile for the City of London is shown in Graph 5. Each of the five key Ethnic Groups is projected to increase in population over the period 2011 to 2026. However, in proportional terms there is a mixture of projected profiles:

- White decreases proportionally (79% to 67%).
- Asian remain consistently at the same proportion (approximately 13%), and the Mixed White and other at about 4%.
- The other classifications are projected to increase in proportion, Black from 2.7% to 4.7% and Other from 2.1% to 11.9%.

Information

Sources

City of London Corporation
Mayor of London
Office for National Statistics

Other Relevant Publications are available on the City of London internet pages [Development and Population](#)

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