

**Report for:**

**Gosport  
Borough Council**

**Analysis of Objectively Assessed  
Housing Need in light of 2012-  
based Subnational Population  
Projections**

July 2014

## SUMMARY

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1. This report studies the implications of the new 2012-based subnational population projections (SNPP) for housing need in Gosport and the wider Portsmouth Housing Market Area (HMA). The analysis uses changes in the age/sex breakdown over time and applies household formation (headship) rates to estimate the likely level of housing delivery required. This includes a vacancy allowance based on 2011 Census data. Analysis has been carried out for the 2011-36 period which is consistent with that in the Partnership for Urban South Hampshire (PUSH) Strategic Housing Market Assessment (SHMA) which was completed early in 2014.
2. Between 2011 and 2036 the population of Gosport is expected to increase by around 11%, this is lower than is expected across the Portsmouth HMA (14%), the South East region (19%) and nationally (17%). In total, the population of Gosport is projected to increase by about 8,800 people over the 25-year period. Population growth in the Borough is driven by both natural change (births minus deaths) – accounting for 48% of the population growth – and net migration (52%). With population growth there is expected to be a significant ageing of the population; although this is consistent with national and regional trends.
3. Despite the ageing of the population there is expected to be an increase in the number of people of working-age – increasing by 2,100 people once account is taken of changes to pensionable age (over the 2011-36 period). The local labour force is expected to increase by a slightly greater amount (3,100 additional people in employment) – this latter calculation takes account of trends in economic activity rates and how these might be expected to change moving forward.
4. To study the likely change in the number of households in the Borough and HMA three scenarios were developed based on data in the 2008- and 2011-based CLG household projections along with analysis of the extent to which household formation appeared to have been suppressed in the past, and in future projections. The three scenarios can be summarised as:
  - Tracking 2011-based headship rates
  - Tracking 2008-based headship rates
  - A part-return to trend (where rates for individual age groups move back towards those in the 2008-based projections depending on the extent to which there is evidence of suppression)
5. For Gosport the three scenarios suggested household growth of between 231 and 302 per annum in the 2011-36 period. For the wider HMA the figures were 1,506 to 1,853. The part-return to trend scenario (which is considered to be to most robust (due to taking account of suppression and the reasons for this)) suggested household growth of 287 per annum in Gosport and 1,753 across the wider HMA. Household growth is particularly concentrated amongst single person households and to a lesser extent lone parents.
6. To convert households into dwellings a vacancy rate (derived from Census data) was applied to the household outputs. For Gosport this rate was 3.6% with a figure of around 3.5% for the whole HMA. Focussing on the part-return to trend methodology the outputs suggest a housing need for 7,400 homes in Gosport (2011-36) – 297 per annum. For the wider HMA this methodology suggested a need for 1,814 dwellings per annum.

7. When looking at a slightly shorter period (2011-29) to be consistent with the emerging Gosport Local Plan the housing need estimates are broadly similar. Under the part-return to trend scenario there is an estimated annual need for 289 dwellings in Gosport, with a figure of 1,788 across the Portsmouth HMA.
  
8. When compared with data in the PUSH SHMA the analysis of the 2012-based SNPP suggests a potentially lower housing requirement. Comparing the core projection in the SHMA (demographic based with a 'midpoint' headship assumption) with the projection in this report based on a part return to trend methodology shows a reduction in the housing need of 301 homes per annum (from 2,115 to 1,814) across the HMA and a reduction of 148 (from 445 to 297) in the case of Gosport. In interpreting this it should however be noted that the SNPP projections do show a future level of population growth which is below past trends.

## 1. Introduction

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- 1.1 The latest set of subnational population projections (SNPP) were published by ONS on the 29<sup>th</sup> May 2014. They replace the 2010- and 2011-based projections. Subnational population projections provide estimates of the future population of local authorities, assuming a continuation of recent local trends in fertility, mortality and migration which are constrained to the assumptions made for the 2012-based national population projections. The new SNPP are largely based on trends in the 2007-12 period (2006-12 for international migration trends). The SNPP are only population projections and do not contain headship rates (which are needed to convert into household estimates). In this report headship rates from earlier (2008- and 2011-based) CLG household projections have therefore been utilised.
- 1.2 They are not forecasts and do not attempt to predict the impact that future government or local policies, changing economic circumstances or other factors might have on demographic behaviour. The primary purpose of the subnational projections is to provide an estimate of the future size and age structure of the population of local authorities in England. These are used as a common framework for informing local-level policy and planning in a number of different fields as they are produced in a consistent way.
- 1.3 This document seeks to take forward the 2012-based SNPP to study the likely implications for household growth and housing needs in Gosport and the wider Portsmouth Housing Market Area (HMA). Government Planning Practice Guidance on Housing and Economic Development Needs Assessment (NPPG) is clear that latest projections should be the start point for assessing overall housing need.
- 1.4 The analysis in this report uses the 2012-based projections under a number of scenarios for household growth, taking account of suppressed household formation, to provide a range of outputs for consideration. These scenarios are necessary to consider the implications of the 2012-based SNPP on the housing requirements of the Borough. To provide a full assessment of the objectively assessed level of need it will also be necessary to consider a range of factors including market signals and affordable housing need. However, the analysis of the 2012-based projections will provide a firm indication of the level of housing need emerging from this up-to-date source of information.
- 1.5 The report is split into a number of sections considering a range of different outputs related to the new projections. These are summarised below:
  - Overall Population Growth
  - Components of Population Growth
  - Age Structure Changes
  - Changes to the Working-Age and Economically-Active Population
  - Household Growth Projections
  - Household Types
  - Dwelling Requirements
  - Comparison with PUSH SHMA

- 1.6 The analysis in this report studies population and household projections for Gosport and the Portsmouth HMA. All of Gosport is within the Portsmouth HMA, along with all of Havant and Portsmouth and parts of three other local authority areas. The tables below show (for 2011) the population and number of households in each area and the proportion falling within the HMA (Appendix A shows the wards within each of the partial local authorities).
- 1.7 In the analysis that follows it is assumed that the proportions of population and households in the partial areas hold true for a future projection. For example, in Fareham it is estimated that 67.2% of the local authority population is in the Portsmouth HMA – when projecting forward it is assumed that 67.2% of any increase is in the HMA. Where household or housing figures are derived the proportions of households from the 2011 Census are used (although these are not much different from the population proportions).
- 1.8 Overall the Census shows that 15.9% of all people living in the HMA lived in Gosport in 2011 with a figure of 16.2% when considering households. For both population and households the whole local authorities (i.e. Gosport, Havant and Portsmouth) make up over three-quarters of the total. This would suggest that even by taking a pro-rata figure for the partial authorities will not unduly influence the outputs at an HMA level. The pro-rata approach was also used in the PUSH SHMA when considering needs in the partial authorities in each Housing Market Area.

**FIGURE 1.1: Population of Portsmouth HMA (by local authority) – 2011**

Local authority	Population in HMA	Total local authority population	% of local authority in HMA	% of population in HMA
East Hampshire	20,326	115,608	17.6%	3.9%
Fareham	74,965	111,581	67.2%	14.4%
Gosport	82,622	82,622	100.0%	15.9%
Havant	120,684	120,684	100.0%	23.2%
Portsmouth	205,056	205,056	100.0%	39.4%
Winchester	16,775	116,595	14.4%	3.2%
Total	520,428	-	-	100.0%

Source: 2011 Census

**FIGURE 1.2: Number of Households in Portsmouth HMA (by local authority) – 2011**

Local authority	Households in HMA	Total local authority households	% of local authority in HMA	% of households in HMA
East Hampshire	8,361	47,258	17.7%	3.8%
Fareham	31,925	46,579	68.5%	14.6%
Gosport	35,430	35,430	100.0%	16.2%
Havant	51,311	51,311	100.0%	23.4%
Portsmouth	85,473	85,473	100.0%	39.0%
Winchester	6,754	46,865	14.4%	3.1%
Total	219,254	-	-	100.0%

Source: 2011 Census

- 1.9 The 2012-based SNPP takes mid-2012 as a start point. However for consistency with the SHMA and also Gosport's emerging Local Plan the analysis in this report takes a mid-2011 start point. Population growth in the 2011-12 period has been taken from ONS mid-year population estimates and hence the 'projection' part of the work only begins from 2012 onwards. Again for consistency with the SHMA the projections are analysed up until 2036 although the SNPP does provide data for one additional year to 2037.

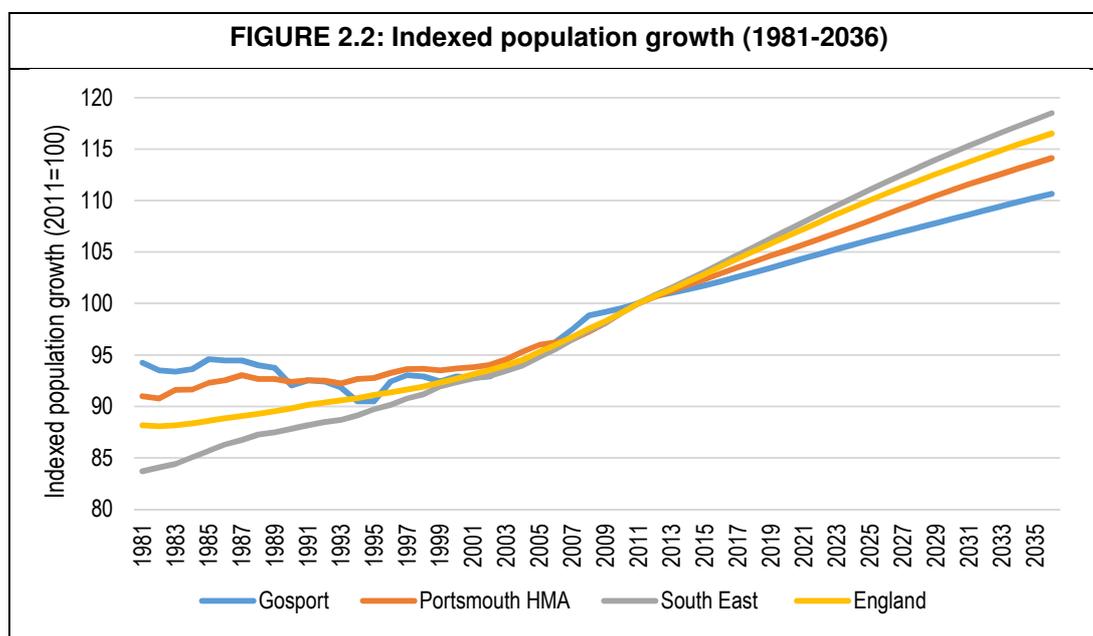
## 2. Overall Population Growth

- 2.1 The table below shows projected population growth from 2011 to 2036 in each of Gosport, the Portsmouth HMA, the South East and England. The data shows that the population of Gosport is expected to grow by around 8,800 people; this is an 11% increase – below the expected increase in the region and nationally and also below the level expected across the Portsmouth HMA.

	Population 2011	Population 2036	Change in population	% change
Gosport	82,669	91,491	8,822	10.7%
Portsmouth HMA	521,342	594,996	73,654	14.1%
South East	8,652,800	10,254,600	1,601,800	18.5%
England	53,107,200	61,886,100	8,778,900	16.5%

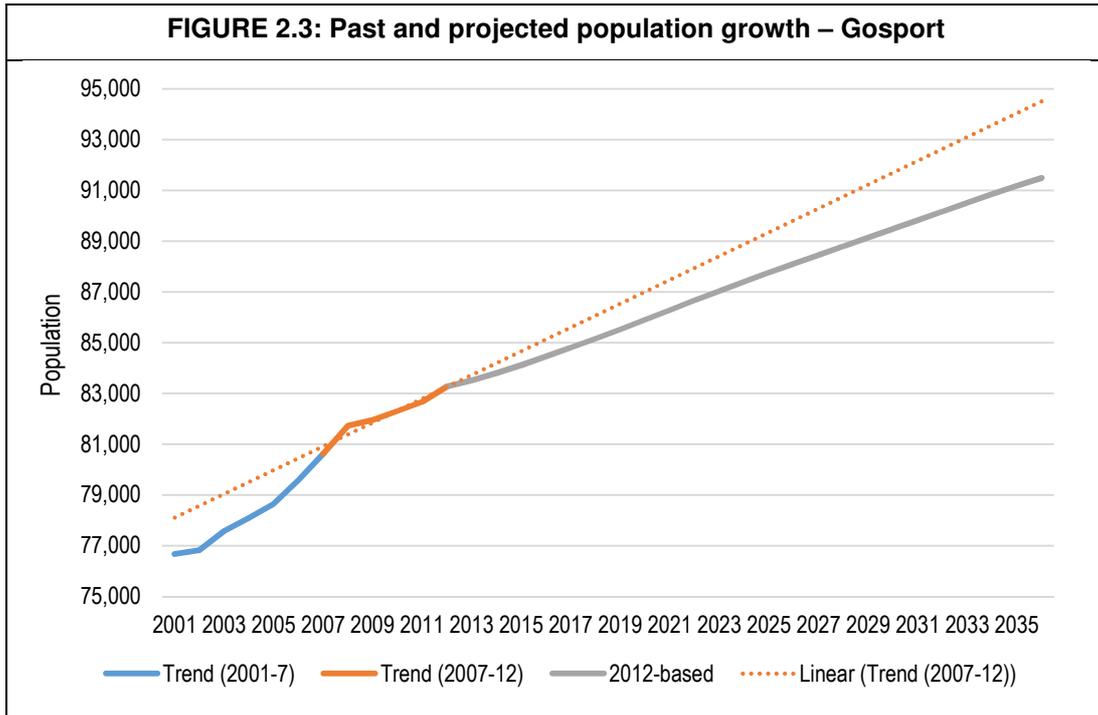
Source: ONS

- 2.2 The figure below shows past and projected population growth in the period 1981 to 2036; figures have been indexed to 100 for 2011. The data shows over the period from 1981 to 2001 that population growth in Gosport was relatively weak in comparison with other areas (population is in fact shown to have fallen). Since 2001, the data shows some modest growth although projecting forward there is expected to be a lower rate of increase than seen the other areas for which data has been provided.



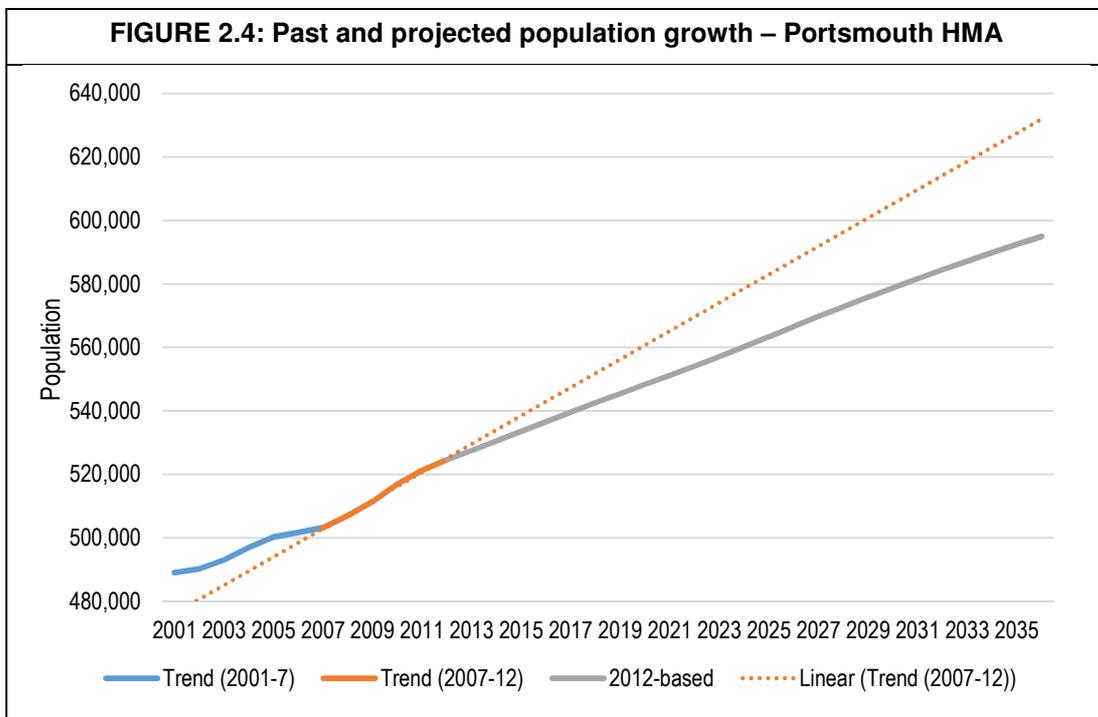
Source: ONS

- 2.3 It is also worthwhile to focus this data on the more recent period (from 2001) and this is shown in the chart below (just for Gosport). The data also plots a linear trend line for the 2007-12 period which is the trend period used by ONS when constructing the SNPP. The data shows that the population is expected to increase at a rate which is below the trend over the 5-years to 2012. Population growth is expected to be at a fairly constant rate over time (averaging about 350 more people per annum).



Source: ONS

2.4 A similar analysis has been provided for the Portsmouth HMA below. This shows a broadly similar pattern with population growth expected to be below the 2007-12 trend. There is some suggestion that population growth rates will decrease slightly over time – particularly post 2031.



Source: ONS

### 3. Components of Population Growth

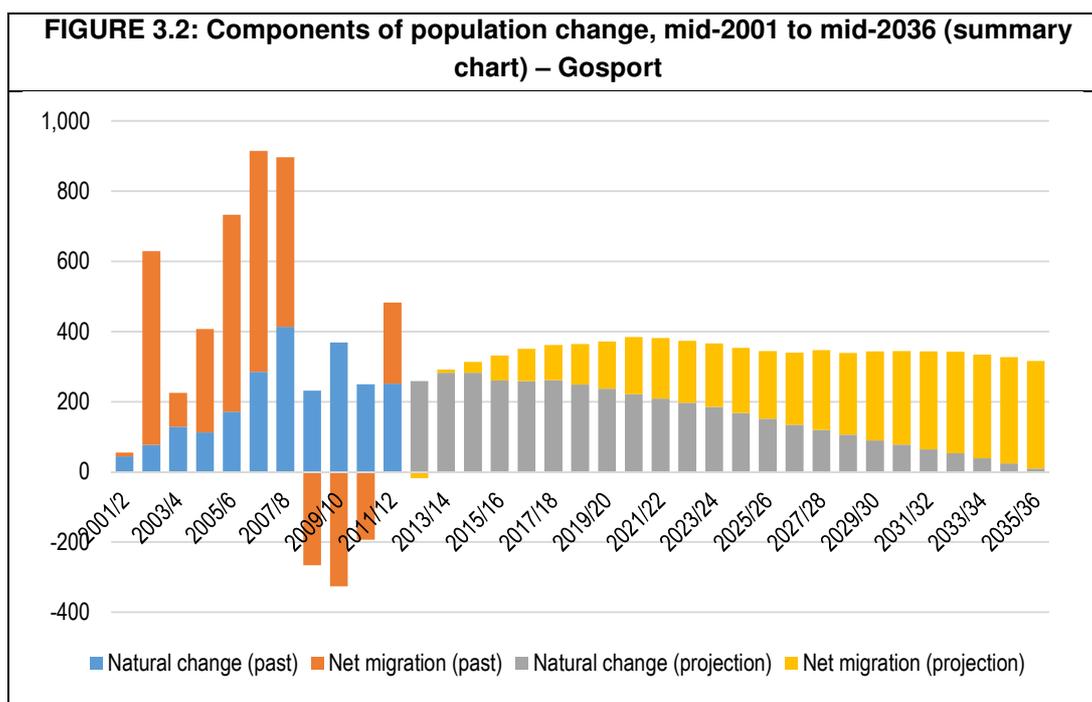
- 3.1 Of the 8,800 projected increase in the population over the next 25-years, around 4,200 (48%) is a result of projected net natural increase (more births than deaths) while the remaining 4,500 (52%) is the projected net number of migrants<sup>1</sup>. The level natural change is expected to decrease over time whilst net migration is expected to increase.

	2011-16	2016-21	2021-26	2026-31	2031-36
Population at start	82,669	84,456	86,288	88,106	89,822
Births	5,221	5,124	4,999	4,904	4,928
Deaths	3,883	3,898	4,088	4,376	4,738
Natural Change	1,337	1,226	911	528	190
Net migration	323	607	907	1,187	1,475
Total change	1,661	1,833	1,818	1,714	1,665
Population at end	84,456	86,288	88,106	89,822	91,491

Source: ONS

- 3.2 The figure below shows a summary of the components of population change along with past trends back to mid-2001. The data does suggest in the early part of the projection period that there is clear consistency between the past trends and the projection with regard to levels of natural change. For net migration the past levels have been recorded as being quite variable over time. However, the start point of the projection (a small level of out-migration) is consistent with the average seen in the 2007-12 period. As shown in the table above, natural change is expected to decrease over time whereas net migration is expected to increase.

<sup>1</sup> It will be noted that these figures do not exactly tally; this is mainly due to population growth in 2011/12 including some 124 people in an 'other changes' category which ONS defines as including 'changes to the size of armed forces and prison populations and changes made as a result of small adjustments to local authority populations due to causes such as boundary changes and adjustments to allow for large postcodes split by area boundaries'. Further (very) small discrepancies occur due to ONS consolidating local area projections to ensure consistency with national projections – in Gosport this has an impact of 7 over the whole projection period.



- 3.3 The table below shows the same information for the Portsmouth HMA. Across the wider area a similar proportion of population growth is expected to be driven by natural change (about 47% of the total). As with the data for Gosport the level of natural change is expected to decrease over time whilst net migration is more variable – peaking in 2026-31 with the lowest level being expected in 2016-21.

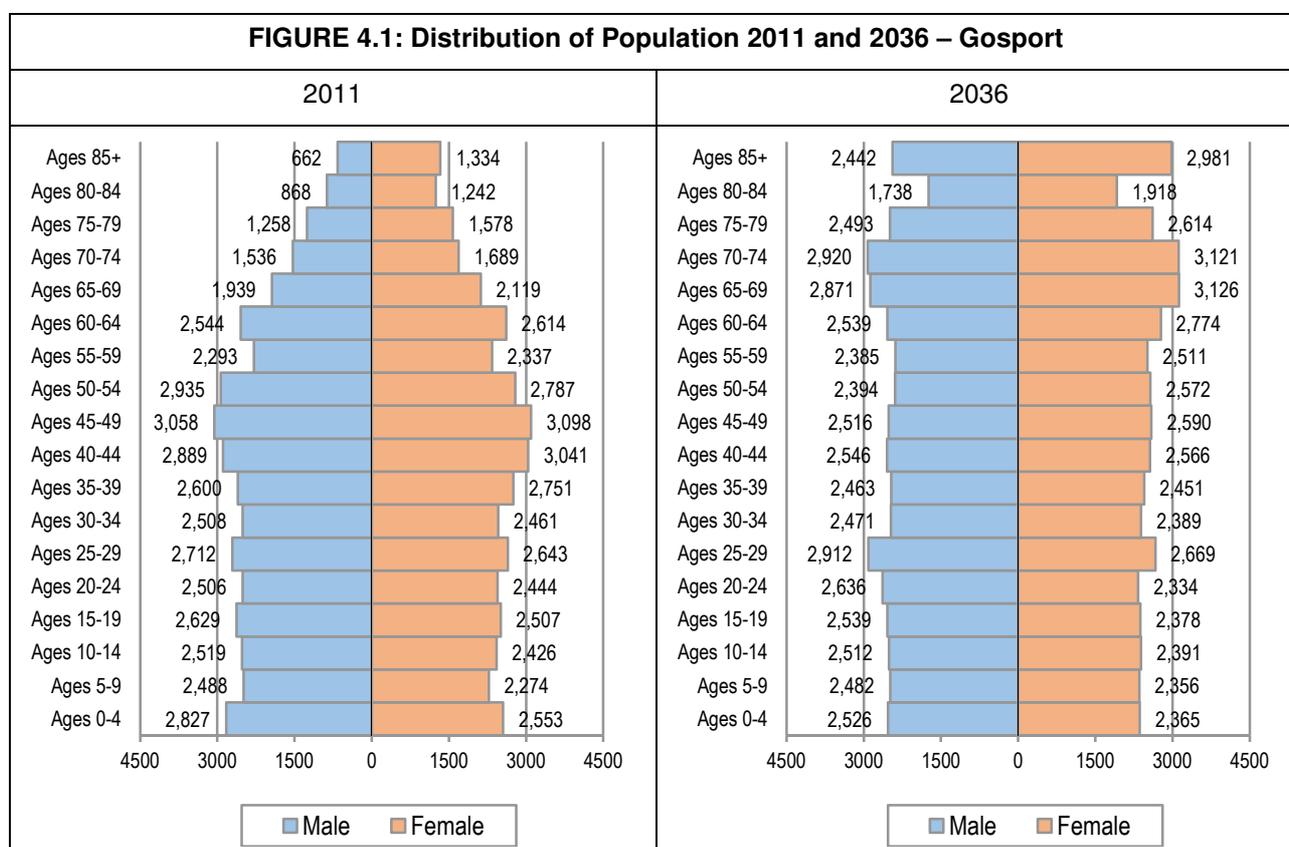
**FIGURE 3.3: Projected components of change, mid-2011 to mid-2036 – Portsmouth HMA**

	2011-16	2016-21	2021-26	2026-31	2031-36
Population at start	521,342	536,619	551,176	566,589	581,680
Births	31,394	31,742	31,555	31,350	31,676
Deaths	23,259	23,055	23,815	25,243	27,134
Natural Change	8,135	8,687	7,741	6,107	4,542
Net migration	7,108	6,091	7,884	9,192	8,976
Total change	15,243	14,778	15,625	15,299	13,518
Population at end	536,619	551,176	566,589	581,680	594,996

Source: ONS

## 4. Age Structure Changes

- 4.1 With the overall change in the population will come changes to the age profile. The figure below shows population pyramids for 2011 and 2036 (for Gosport). The 'pyramids' clearly show the growth in population overall and highlight the ageing of the population with a greater proportion of the population expected to be in age groups aged 60 and over (and even more so for older age groups) - in particular the oldest age group (85+) shows an increase from 1,996 people to 5,423.
- 4.2 The table on the following page also summarises the findings for key (5 year) age groups. The largest growth will be in people aged 65 and over. In 2036 it is estimated that there will be 26,200 people aged 65 and over. This is an increase of 12,000 from 2011, representing growth of 84%. The population aged 85 and over is projected to increase by an even greater proportion, 172%. Looking at the other end of the age spectrum the data shows that there are projected to be around 3% fewer people aged under 15 with decreases also shown for many other age groups.



Source: ONS

**FIGURE 4.2: Population change 2011 to 2036 by five year age bands - Gosport**

Age group	Population 2011	Population 2036	Change in population	% change from 2011
Under 5	5,380	4,891	-489	-9.1%
5-9	4,762	4,838	76	1.6%
10-14	4,945	4,903	-42	-0.9%
15-19	5,136	4,917	-219	-4.3%
20-24	4,950	4,971	21	0.4%
25-29	5,355	5,580	225	4.2%
30-34	4,969	4,860	-109	-2.2%
35-39	5,351	4,914	-437	-8.2%
40-44	5,930	5,112	-818	-13.8%
45-49	6,156	5,106	-1,050	-17.1%
50-54	5,722	4,966	-756	-13.2%
55-59	4,630	4,896	266	5.7%
60-64	5,158	5,313	155	3.0%
65-69	4,058	5,997	1,939	47.8%
70-74	3,225	6,041	2,816	87.3%
75-79	2,836	5,107	2,271	80.1%
80-84	2,110	3,656	1,546	73.3%
85+	1,996	5,423	3,427	171.7%
Total	82,669	91,491	8,822	10.7%

Source: ONS

## 5. Changes to the Working-Age and Economically-Active Population

- 5.1 The analysis above has suggested that there will be an ageing of the population moving forward with a greater proportion of the population being in age groups 65 and over. This may have an impact on the available labour force supply. Understanding likely growth in the labour force is an important part of the NPPG which says that:

*'Plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population'*

- 5.2 Guidance talks about the working age population and also the numbers who are economically active. It is considered that an estimate of the number who are working will also be an important indicator when comparing outputs against job forecasts.
- 5.3 This document itself does not provide projections or a trend based analysis of job numbers but is able to use data about the population age structure to calculate the working age population and how this will change over time. The working age population is impacted not only by the age structure but also by changes to pensionable age. The box below summarises these changes.

Between 2012 and 2018, State Pension age will change from 65 years for men and 61 years for women, to 65 years for both sexes. Then between 2019 and 2020, State Pension age will change from 65 years to 66 years for both men and women. Between 2034 and 2046, State Pension age will increase in two stages from 66 years to 68 years for both sexes.

- 5.4 Drawing on information published by ONS (see: [http://www.ons.gov.uk/ons/dcp171776\\_330483.pdf](http://www.ons.gov.uk/ons/dcp171776_330483.pdf)) it is possible to calculate the number of people aged over 15 who have not yet reached retirement age (the working age population). It is also useful to consider the numbers likely to be working. Assumptions have been made on the basis of studying national trends in economic activity rates between 2001 and 2011 (from the Census) and understanding how these would need to change in the future for there to be a match between national population projections and an economic forecast from Experian.
- 5.5 The analysis in this report considers employment and employment rates with a baseline taken from 2011 Census data – analysis of trends does however look at economic activity with a small downward adjustment to employment rates to take account of those who are economically active but not working (e.g. people who are unemployed). The Census definition of unemployment is as follows:
- 'A person is defined as unemployed if he or she is not in employment, is available to start work in the next 2 weeks and has either looked for work in the last 4 weeks or is waiting to start a new job'*
- 5.6 An explanation of the method used to project employment rates is provided in Appendix B. For the purposes of analysis the employed population is taken to include people who are self-employed as well as employees.

5.7 By applying assumptions about working age and employment rate changes to the population change data it is possible to calculate the working-age and working (employed) population. This is shown in the table below along with figures for the total population aged 16 and over and the proportion of the population aged 16 and over. The data shows over the 25-year period that the population of working-age is expected to increase by around 2,100 people (a 4% increase). As a proportion of the total population aged 16 and over however the number of people of working-age is expected to decline from 75.1% in 2011 to 68.6% in 2036. The working (employed) population is expected to increase by around 3,100 people with again a reduction in the employment rate (when based on the population aged 16 and over).

**FIGURE 5.1: Working-age and employed population (2011-36) – Gosport**

Year	Working-age population	Employed population	Total population (aged 16 and over)	% of population (16+) of working-age	% of population (16+) who are employed
2011	49,956	40,198	66,515	75.1%	60.4%
2012	50,321	40,468	67,093	75.0%	60.3%
2013	50,385	40,580	67,357	74.8%	60.2%
2014	50,471	40,705	67,613	74.6%	60.2%
2015	50,697	40,969	67,991	74.6%	60.3%
2016	50,983	41,307	68,366	74.6%	60.4%
2017	51,361	41,522	68,717	74.7%	60.4%
2018	51,632	41,662	68,983	74.8%	60.4%
2019	52,074	41,809	69,290	75.2%	60.3%
2020	52,541	41,959	69,644	75.4%	60.2%
2021	52,618	42,106	70,010	75.2%	60.1%
2022	52,611	42,141	70,419	74.7%	59.8%
2023	52,558	42,196	70,845	74.2%	59.6%
2024	52,493	42,275	71,288	73.6%	59.3%
2025	52,327	42,324	71,653	73.0%	59.1%
2026	52,244	42,426	72,110	72.4%	58.8%
2027	52,072	42,490	72,501	71.8%	58.6%
2028	51,891	42,585	72,907	71.2%	58.4%
2029	51,718	42,658	73,285	70.6%	58.2%
2030	51,533	42,710	73,671	69.9%	58.0%
2031	51,327	42,806	74,061	69.3%	57.8%
2032	51,187	42,899	74,440	68.8%	57.6%
2033	51,064	43,008	74,816	68.3%	57.5%
2034	51,163	43,110	75,181	68.1%	57.3%
2035	51,681	43,236	75,531	68.4%	57.2%
2036	52,027	43,322	75,863	68.6%	57.1%
Change 2011-36	2,071	3,124	9,348		

Source: Derived from ONS data

- 5.8 A similar analysis has been carried out for the Portsmouth HMA with figures shown in the table below. Across the HMA it is projected that the working-age population will increase by 32,800 to 2036 – a 10% increase from the number in 2011. The working (employed) population is expected to increase by 33,700 (a 13% increase). Both the number of people of working age and the number who are working is expected to decrease as a proportion of the population aged 16 and over although the changes are less pronounced than is seen in Gosport.

**FIGURE 5.2: Working-age and employed population (2011-36) – Portsmouth HMA**

Year	Working-age population	Employed population	Total population (aged 16 and over)	% of population (16+) of working-age	% of population (16+) who are employed
2011	321,653	250,262	425,640	75.6%	58.8%
2012	323,537	251,633	428,612	75.5%	58.7%
2013	325,771	253,414	431,520	75.5%	58.7%
2014	328,029	255,353	434,332	75.5%	58.8%
2015	330,272	257,614	437,016	75.6%	58.9%
2016	332,744	260,108	439,595	75.7%	59.2%
2017	335,361	261,750	441,823	75.9%	59.2%
2018	337,559	263,087	443,766	76.1%	59.3%
2019	340,618	264,430	445,688	76.4%	59.3%
2020	343,895	265,830	447,992	76.8%	59.3%
2021	344,686	267,060	450,184	76.6%	59.3%
2022	345,118	267,820	452,720	76.2%	59.2%
2023	345,632	268,765	455,541	75.9%	59.0%
2024	346,129	269,873	458,583	75.5%	58.8%
2025	346,457	271,001	461,635	75.1%	58.7%
2026	346,990	272,186	464,936	74.6%	58.5%
2027	347,279	273,434	468,222	74.2%	58.4%
2028	347,428	274,552	471,371	73.7%	58.2%
2029	347,223	275,655	474,317	73.2%	58.1%
2030	347,094	276,689	477,268	72.7%	58.0%
2031	346,928	277,878	480,200	72.2%	57.9%
2032	346,877	279,039	483,016	71.8%	57.8%
2033	346,813	280,274	485,759	71.4%	57.7%
2034	348,040	281,478	488,442	71.3%	57.6%
2035	351,776	282,796	491,060	71.6%	57.6%
2036	354,502	283,961	493,588	71.8%	57.5%
Change 2011-36	32,849	33,699	67,948	-	-

Source: Derived from ONS data

5.9 The figures shown in the above tables can be compared with economic forecasts to estimate whether or not there is likely to be a labour force shortage. However, in interpreting the figures a number of other considerations should be made. This will include:

- Commuting patterns
- Other potential scenarios for how employment rates or economic participation rates may change in the future
- How unemployment levels might change
- Double jobbing (the number of people with more than one job)

## 6. Household Growth Projections

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- 6.1 Having studied the population size and the age/sex profile of the population the next step in the process is to convert this information into estimates of the number of households in the area. To do this the concept of headship rates is used. Headship rates can be described in their most simple terms as the number of people who are counted as heads of households (or in this case the more widely used Household Reference Person (HRP)). Three different scenarios for headship rates have been developed to provide a range of outputs.

### Scenario 1 - Extending the 2011-based household projection headship rates

- 6.2 For the purposes of this analysis the start point is data contained in the 2011-based CLG household projections about the relationship between the total population in an age group and the number of household reference persons (HRPs) in that age group. Because the 2011-based CLG household projections only go up to 2021 it has been necessary to make assumptions for the remainder of the projection period. To do this changes have been projected on a linear basis based on the last five years of data in the CLG projections (i.e. covering the 2016-21 period).

### Scenario 2 - Tracking 2008-based household formation rates

- 6.3 Whilst the 2011-based CLG household projections contain headship rates based on trends from 2001 to 2011 it is also necessary to consider the extent to which household formation may have been constrained by housing market factors such as the difficulty in obtaining mortgage finance. Such a check is required by the NPPG which says:

*'local planning authorities should take a view based on available evidence of the extent to which household formation rates are or have been constrained'*

- 6.4 A second scenario has therefore been developed which draws on headship rates in the earlier (2008-based) CLG household projections. This assumes that household formation rates do not continue to diverge from the previous trend but that the long term trend tracks the 2008-based trend taking account of the extent that the headship rates in the 2011-based projections were above or below the 2008-based projection at the start of the projection period. In effect, this scenario assumes that there is a permanent correction and that the factors that have driven changes in household formation rates in the past re-assert themselves in the future.

### Scenario 3 - A 'Part return to trend' projection

- 6.5 The third scenario developed looks in more detail at the specific reasons why headship rates may have diverged from longer-term trends and looks specifically at individual age groups and the extent these trends have moved away from the figures expected in the 2008-based projections. The methodology recognises work carried out by the Cambridge Centre for Housing and Planning Research (CCHPR) in a September 2013 study for the Town and Country Planning Association (TCPA) – *new estimates of housing demand and need in England, 2011 to 2031*. In particular this notes:

*“The central question for the household projection is whether what happened in 2001 – 11 was a structural break from a 40-year trend; or whether household formation was forced downwards by economic and housing market pressures that are likely to ease with time. At the time of the 2011 Census, the British economy was still in recession and the housing market was depressed. The working assumption in this study is that a considerable part but not all of the 375,000 shortfall of households relative to trend was due to the state of the economy and the housing market. 200,000 is attributed to over-projection of households due to the much larger proportion of recent immigrants in the population, whose household formation rates are lower than for the population as a whole. This effect will not be reversed. The other 175,000 is attributed to the economy and the state of the housing market and is assumed to gradually reverse.”*

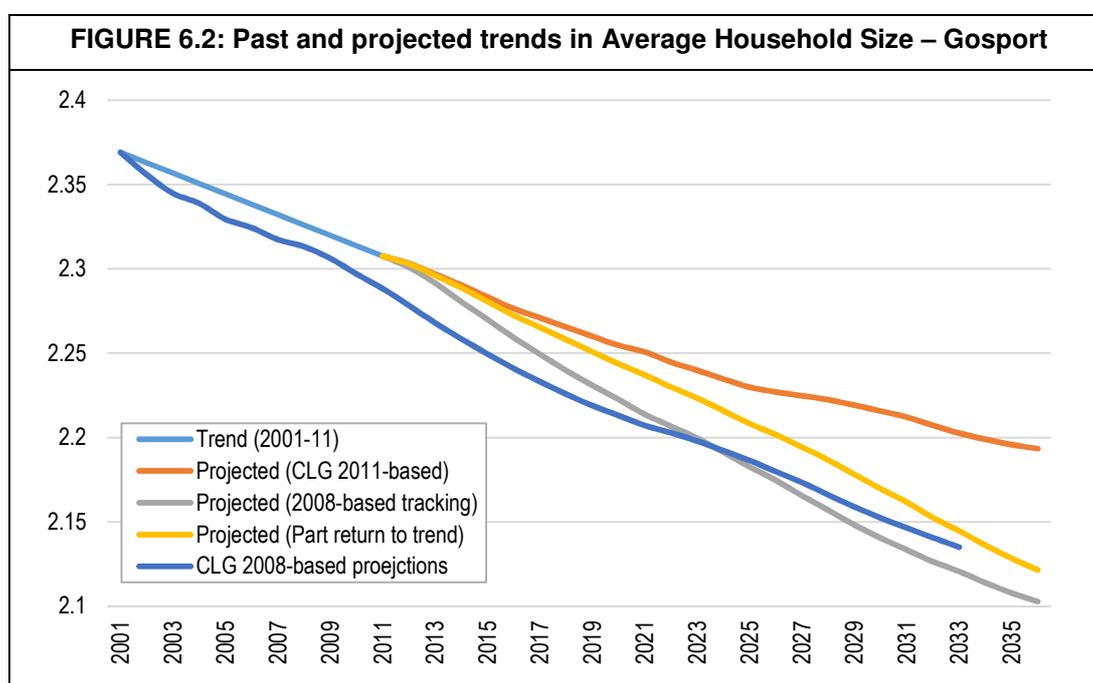
- 6.6 On the basis of this analysis it can broadly be suggested that half of the lack of expected households is due to market factors with roughly half attributable to other issues (notably international migration). To look at how this is relevant to Gosport, analysis has been carried out to look at the growth in the Black and Minority Ethnic (BME) population relative to the growth seen nationally to see what the likely relative impact of housing market factors is. The table below shows the key analysis for this.
- 6.7 The data shows that growth in the BME community (taken to be the non-White (British/Irish) population) in England was 115% of all population growth. In Gosport the figure was only 37% whilst for the whole HMA it was 75% (driven by a relatively large increase in Portsmouth). If it is assumed that nationally 0.53 (200/375) of movement away from long-term trends is due to international migration (taken here to be BME growth) then the analysis suggests that between 17% (Gosport) and 35% (Portsmouth HMA) of movement away from long-term trends is due to BME growth. Put another way, around 65%-83% is expected to be due to housing market factors.

	Gosport	Portsmouth HMA	England
BME population (2001)	2,000	22,353	5,767,580
BME population (2011)	4,308	47,436	10,216,219
Change (2001-11)	2,308	25,083	4,448,639
Total population growth	6,207	33,283	3,873,625
BME growth as % of total growth	37%	75%	115%
Variance from national position	0.32	0.66	1.00
Part return adjustment factor	0.17	0.35	0.53

Source: Census 2001 and 2011

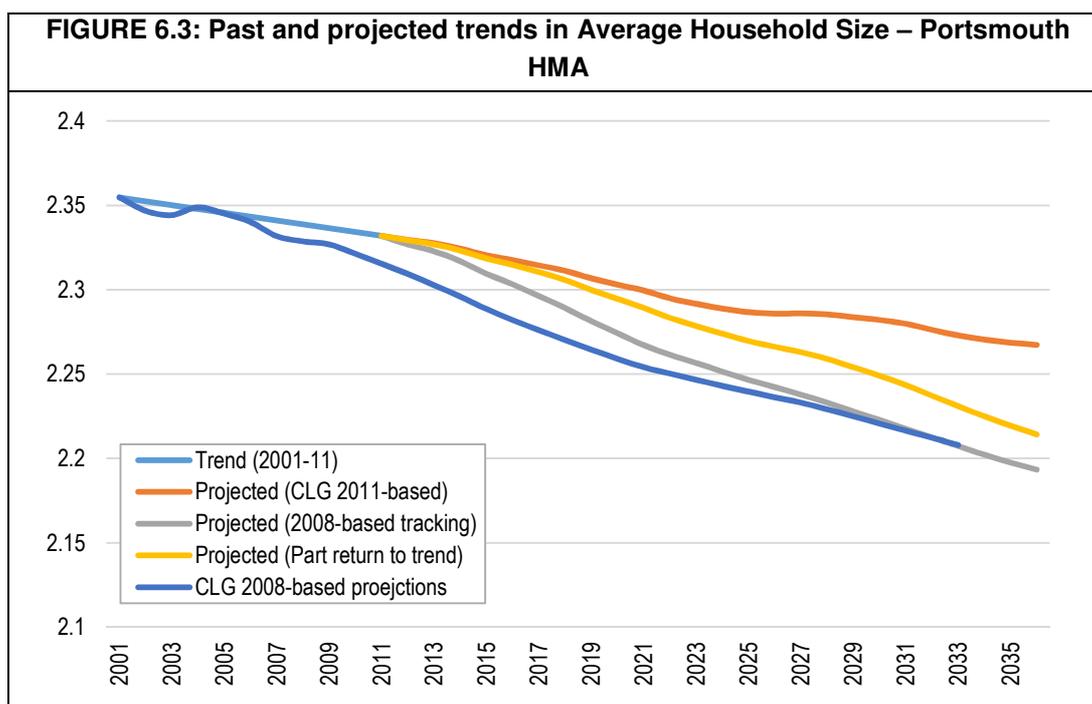
- 6.8 The third scenario therefore assumes that after 2011 household formation rates recover towards the 2008-based rates, reaching 83% of the 2008-based rates by the end of the projection period in the case of Gosport. This core assumption is chosen on the basis that it is unlikely that there will no move back towards the previous trend (given evidence of some degree of suppression in household formation) and improbable that there will be a full return to that trend in the foreseeable future (i.e. that improvements will be gradual over time and that future changes are in part due to changes to the profile of the population linked to international migration and growth in BME communities).

- 6.9 This methodology is similar to that used in the CCHPR research referred to above and essentially assumes that over time the previously 'constrained' households will be able to form. There is not however a full return to past trends (as in the 2008-based CLG household projections) as some of the lack of household formation is due to international migration and growth in BME communities which typically have different household structures and higher average household sizes.
- 6.10 A key part of this third scenario is that all modelling is done on an age specific basis and Appendix C shows how headship rates are assumed to change for key age groups. The appendix also shows the age specific figures for other scenarios. To get a simple comparison of the three scenarios the figure below shows how these will pan out in terms of average household size estimates. The figures are also compared with data from the 2008-based projections (which run to 2033) although some caution should be exercised on this comparison as the population bases do not match and this can have an impact on household sizes.



Source: Derived from ONS and CLG data

- 6.11 The figure below shows changes in average household size for the whole Portsmouth HMA under the three different projection scenarios. As with data for Gosport the part-return to trend methodology fits somewhere between figures in the 2011- and 2008-based projections (but closer to the 2008-based figures in terms of the trend moving forward from 2011). Compared with Gosport, the reduction in the average household size over time is not expected to be as great. This is mainly driven by figures for Portsmouth which is expected to see a lesser change in household sizes than other areas.

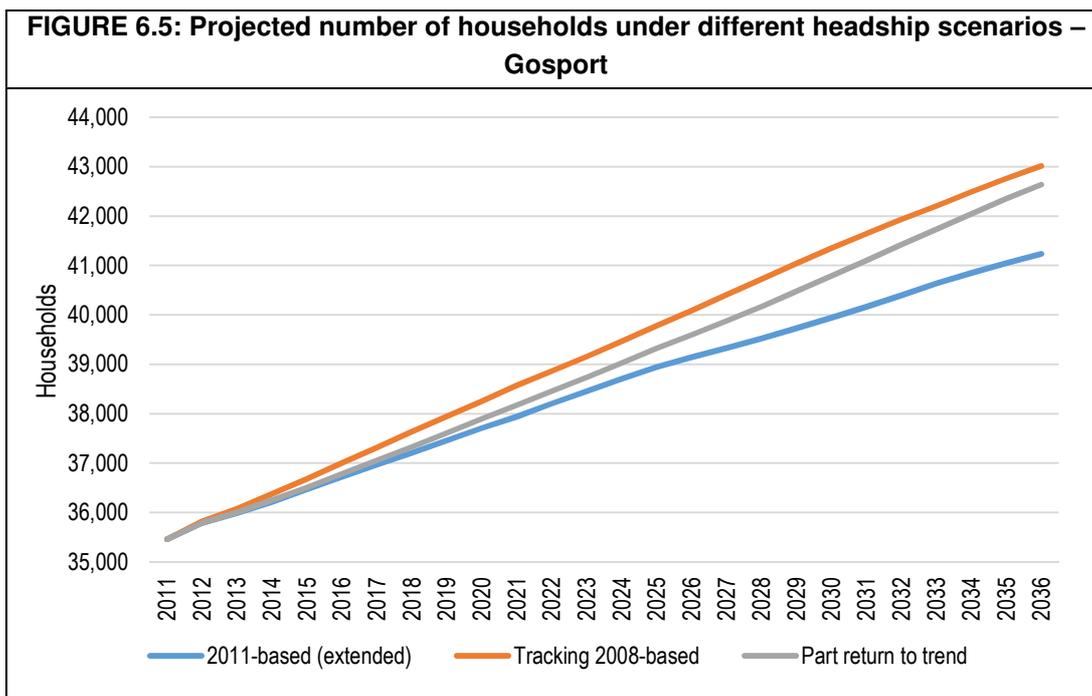


Source: Derived from ONS and CLG data

- 6.12 The table and figure below show estimated household growth linked to the 2012-based SNPP for each of the headship scenarios described above. Data has been provided for five-year tranches along with overall household growth and annual figures. The analysis shows an increase in households of between 5,800 and 7,600 depending on the scenario studied – this is annual growth of between 231 and 302. The data shows that the increase in the number of households is expected to decrease over time other than in the part return to trend scenario where the figures go up slightly. Overall, however, the scenarios generally show a fairly constant level of growth over time.

**FIGURE 6.4: Projected household growth under different headship scenarios – Gosport**

		2011-based (extended)	Tracking 2008-based	Part return to trend
Households	2011	35,457	35,457	35,457
	2016	36,720	37,000	36,785
	2021	37,941	38,573	38,171
	2026	39,143	40,084	39,593
	2031	40,161	41,642	41,098
	2036	41,238	43,014	42,635
Annual household growth	2011-16	253	308	266
	2016-21	244	315	277
	2021-26	240	302	284
	2026-31	204	312	301
	2031-36	215	275	307
Total growth		5,780	7,557	7,178
Per annum		231	302	287



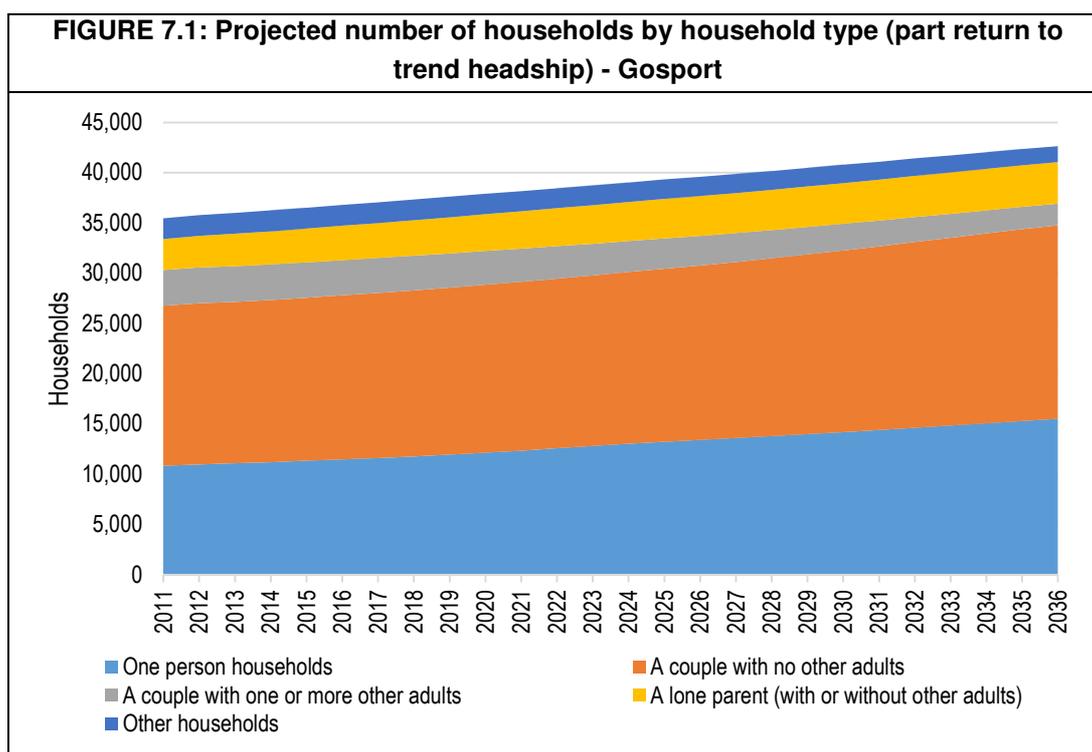
6.13 The table below shows estimated household growth under each of the headship scenarios for the whole HMA. The analysis shows an increase in households of between 37,700 and 46,300 depending on the scenario studied – this is annual growth of between 1,506 and 1,853. Under the 2011-based scenario the data shows that the increase in the number of households is expected to decrease over time with the opposite being observed when looking at the part-return to trend scenario.

**FIGURE 6.6: Projected household growth under different headship scenarios – Portsmouth HMA**

		2011-based (extended)	Tracking 2008-based	Part return to trend
Households	2011	219,607	219,607	219,607
	2016	227,455	228,878	227,735
	2021	235,410	238,781	236,477
	2026	243,340	248,073	245,453
	2031	250,312	257,332	254,373
	2036	257,263	265,944	263,438
Annual household growth	2011-16	1,570	1,854	1,626
	2016-21	1,591	1,980	1,748
	2021-26	1,586	1,858	1,795
	2026-31	1,395	1,852	1,784
	2031-36	1,390	1,722	1,813
Total growth		37,656	46,337	43,831
Per annum		1,506	1,853	1,753

## 7. Household Types

- 7.1 As well as looking at overall household growth the outputs from the analysis can be used to study the projected change in household types. Whilst this output could be provided for any of the scenarios developed the data below has been based on the part return to trend methodology.
- 7.2 Around two-thirds (65%) of the growth is accounted for by one person households which are projected to rise by 4,700 from 2011 to 2036, or 188 per year on average. This drives a decrease in the average size of households from 2.31 persons per household in 2011 to 2.12 persons per household in 2036. By 2036, 17% of the private household population in Gosport is projected to live alone compared with 13% in 2011.
- 7.3 Collectively, couple households (with or without other adults) are projected to grow by 77 per year on average, equating to 27% of the increase in total households between 2011 and 2036. Lone parent households are projected to increase by 41 per annum, which amounts to a 33% increase in this type of household between 2011 and 2036.
- 7.4 The data in this section has been summarised from a longer list of household types used by CLG. More detailed tables about household type changes can be found in Appendix D at the end of the document.



**FIGURE 7.2: Household projections by household type (part return to trend headship) – Gosport**

	2011	2036	Average annual change	As % of total	Total change (%)
One person households	10,835	15,528	188	65.4%	43.3%
A couple with no other adults	15,925	19,246	133	46.3%	20.9%
A couple with one or more other adults	3,556	2,150	-56	-19.6%	-39.5%
A lone parent (with or without other adults)	3,088	4,120	41	14.4%	33.4%
Other households	2,053	1,591	-18	-6.4%	-22.5%
All households	35,457	42,635	287	100.0%	20.2%
Private household population	81,819	90,451	345		10.5%
Average household size (persons/household)	2.31	2.12			

7.5 The same summary table is provided below for the whole Portsmouth HMA. As with Gosport the main increase is expected to be for single person households – increasing by 49% and accounting for 74% of the total increase in households. There is also expected to be a notable increase lone parents (increasing by 51% from 2011 levels). Across the whole HMA the average household size is expected to decrease from 2.33 to 2.21 from 2011 to 2036.

**FIGURE 7.3: Household projections by household type (part return to trend headship) – Portsmouth HMA**

	2011	2036	Average annual change	As % of total	Total change (%)
One person households	66,339	98,757	1,297	74.0%	48.9%
A couple with no other adults	95,278	104,362	363	20.7%	9.5%
A couple with one or more other adults	23,582	17,007	-263	-15.0%	-27.9%
A lone parent (with or without other adults)	17,487	26,330	354	20.2%	50.6%
Other households	16,921	16,981	2	0.1%	0.4%
All households	219,607	263,438	1,753	100.0%	20.0%
Private household population	512,106	583,299	2,848		13.9%
Average household size (persons/household)	2.33	2.21			

## 8. Dwelling Requirements

8.1 As well as providing estimates of household growth under different scenarios it is also possible to make estimates of the number of additional homes this might equate to. To do this a vacancy allowance is included in the data. Analysis of 2011 Census data about unoccupied household spaces provides the following vacancy rate figures which have been used in analysis:

- East Hampshire – 3.9%
- Fareham – 2.9%
- Gosport – 3.6%
- Havant – 2.9%
- Portsmouth – 3.7%
- Winchester – 4.9%

8.2 It is assumed that such a level of vacant homes will allow for movement within the housing stock and includes an allowance for second homes. The table below therefore shows estimates of the likely dwelling requirements under each of the scenarios developed.

8.3 In Gosport the analysis suggests a housing need for between about 6,000 and 7,800 dwellings over the 2011-36 period (240 to 313 per annum). For the whole HMA the figures are 39,000 to 47,900 (1,560-1,920 per annum).

<b>FIGURE 8.1: Projected dwelling requirements under different headship scenarios – Gosport</b>				
		2011-based (extended)	Tracking 2008- based	Part return to trend
Dwelling growth	2011-16	1,308	1,598	1,375
	2016-21	1,264	1,630	1,436
	2021-26	1,245	1,565	1,473
	2026-31	1,055	1,614	1,559
	2031-36	1,116	1,422	1,593
Annual dwelling growth	2011-16	262	320	275
	2016-21	253	326	287
	2021-26	249	313	295
	2026-31	211	323	312
	2031-36	223	284	319
Total growth		5,988	7,829	7,436
Per annum		240	313	297

<b>FIGURE 8.2: Projected dwelling requirements under different headship scenarios – Portsmouth HMA</b>				
		2011-based (extended)	Tracking 2008- based	Part return to trend
Dwelling growth	2011-16	8,119	9,592	8,409
	2016-21	8,231	10,245	9,044
	2021-26	8,205	9,614	9,288
	2026-31	7,215	9,581	9,229
	2031-36	7,191	8,909	9,378
Annual dwelling growth	2011-16	1,624	1,918	1,682
	2016-21	1,646	2,049	1,809
	2021-26	1,641	1,923	1,858
	2026-31	1,443	1,916	1,846
	2031-36	1,438	1,782	1,876
Total growth		38,960	47,942	45,346
Per annum		1,558	1,918	1,814

- 8.4 The figures in the tables above cover the full projection period of 2011-36. The Gosport Borough emerging Local Plan however provides a housing target for the 2011-29 period and so analysis is provided below that looks at this slightly shorter timescale. The first table shows data for Gosport – this shows a range of housing need of between 246 and 322 dwellings per annum with the part-return to trend scenario showing a figure of 289 homes each year. The part-return to trend figure is slightly lower than the figure for the 2011-36 period with the other two scenarios showing a slightly higher level of housing need. For the whole HMA the figures are again broadly similar to those over the longer period with a housing need for 1,788 dwellings per annum under the part-return to trend methodology compared with 1,814 for the whole 2011-36 period (figures for the other two scenarios are however slightly higher).

<b>FIGURE 8.3: Projected dwelling requirements under different headship scenarios – Gosport (2011-29)</b>				
		2011-based (extended)	Tracking 2008- based	Part return to trend
Dwelling growth	2011-16	1,308	1,598	1,375
	2016-21	1,264	1,630	1,436
	2021-26	1,245	1,565	1,473
	2026-29	610	994	919
Annual dwelling growth	2011-16	262	320	275
	2016-21	253	326	287
	2021-26	249	313	295
	2026-29	203	331	306
Total growth		4,428	5,788	5,204
Per annum		246	322	289

<b>FIGURE 8.4: Projected dwelling requirements under different headship scenarios – Portsmouth HMA (2011-29)</b>				
		2011-based (extended)	Tracking 2008- based	Part return to trend
Dwelling growth	2011-16	8,119	9,592	8,409
	2016-21	8,231	10,245	9,044
	2021-26	8,205	9,614	9,288
	2026-29	4,261	5,784	5,441
Annual dwelling growth	2011-16	1,624	1,918	1,682
	2016-21	1,646	2,049	1,809
	2021-26	1,641	1,923	1,858
	2026-29	1,420	1,928	1,814
Total growth		28,815	35,236	32,181
Per annum		1,601	1,958	1,788

## 9. Comparison with PUSH SHMA

- 9.1 The analysis in this report has been based on studying the implications of the 2012-based subnational population projections (SNPP). The outputs for both Gosport and the Portsmouth HMA can be compared with figures in the 2013/14 SHMA carried out for the Partnership for Urban South Hampshire (PUSH).
- 9.2 In the SHMA a range of different scenarios were undertaken to look at levels of housing need for the whole PUSH area, the Portsmouth and Portsmouth HMAs and for individual local authorities. The scenarios considered different assumptions about migration and demographic change as well as considering the link between population/housing growth and changes to the resident labour force.
- 9.3 The conclusions of the SHMA were that a demographic basis linked to household formation (headship) rates that fell into the midpoint between 2008- and 2011-based figures would be the most appropriate. This suggested a need for 2,115 dwellings per annum in the Portsmouth HMA with 445 of these being in Gosport.
- 9.4 In this report a midpoint headship rate has not been used although it is considered that the part-return to trend methodology is broadly comparable. The part return to trend method is similar but has the advantage of taking better account of the degree to which household formation has been suppressed in the past and the reasons for this.
- 9.5 The table below therefore compares the SHMA projections with those in this report. The analysis shows for the whole HMA that this study suggests a notably lower level of housing being needed in the future with this study showing a need for 1,814 homes per annum compared with a SHMA estimate of 2,115. This is a difference of 301 dwellings per annum (about a 14% decrease from the SHMA). For Gosport the analysis also shows a lower level of need in this report; the difference is however slightly larger with the SHMA suggesting a figure of 445 homes per annum and this report just 297 – this is a difference of 148 dwellings or a reduction of about 33% from the SHMA level. This difference is largely due to a lower level of population growth expected in the SNPP when compared with the SHMA analysis. The population figures are discussed below.

<b>FIGURE 9.1: Housing need per annum (2011-36) in SHMA and based on 2012-based SNPP</b>			
Area	Annual housing need (SHMA)	Annual housing need (2012-based) – part-return to trend headship	Difference
Gosport	445	297	-148
Portsmouth HMA	2,115	1,814	-301

Source: SHMA data from PUSH SHMA

- 9.6 For Gosport, figures for population and employment growth from the two sources can also be compared. In the SHMA the core demographic projection expected population growth of about 19,300 people over the 25-year period to 2036 (about 770 per annum). The figure in the 2012-based SNPP is somewhat lower than this (8,800 additional people or 350 each year). This lower level of population growth is the main reason why the housing need outcomes are also somewhat lower.

- 9.7 In the SHMA the core demographic projection showed an expected increase in employed residents of 6,000 over the 25-year period. With the lower level of population growth in the analysis based on 2012-based projections the expected increase in the working population is about half of this figure (3,100 over the 2011-36 period).

## Appendix A: Definition of the Portsmouth HMA

<b>FIGURE A1: Local Authorities and Wards within Portsmouth HMA</b>	
Local Authority	Wards
East Hampshire	Horndean Downs Horndean Catherington & Lovedean Horndean Hazleton & Blendworth Horndean Murray Horndean Kings Rowlands Castle Clanfield & Finchdean
Fareham	Porchester East Porchester West Fareham East Fareham North Fareham North East Fareham South Fareham West Stubbington Hill Head Tichfield
Gosport	ALL
Havant	ALL
Portsmouth	ALL
Winchester	Denmead Boarhunt & Southwick Swanmore & Newtown Wickham

## Appendix B: Employment Rate Assumptions

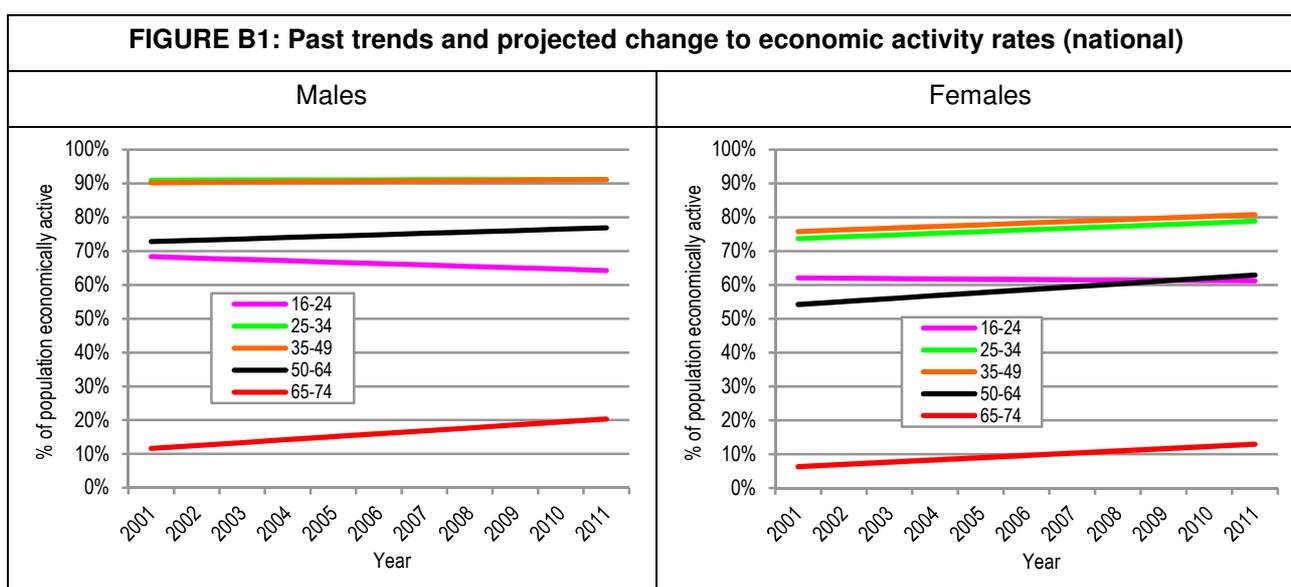
B.1 With the change in demographic structure will come changes in the number of people who are working (as the population of people of working age changes). It is not however a simple task to convert population data into estimates of the number of people who will be working as employment rates are likely to change in the future for three main reasons:

- Changes to pensionable age will potentially see people working for longer and increase the proportion of older age groups who are in employment
- Moving out of recession there is likely to be a reduction in unemployment which would increase employment rates
- The general trend over the past decade has been for increased economic activity for many age groups (notably older people (both sexes) and females aged 25 and over). This trend may be expected to continue into the future

B.2 To study how employment rates might change in the future the analysis starts by looking at past trends in economic activity over the 2001-11 period from Census data. This analysis has been carried out at a national level (for England). The data shows the following key trends:

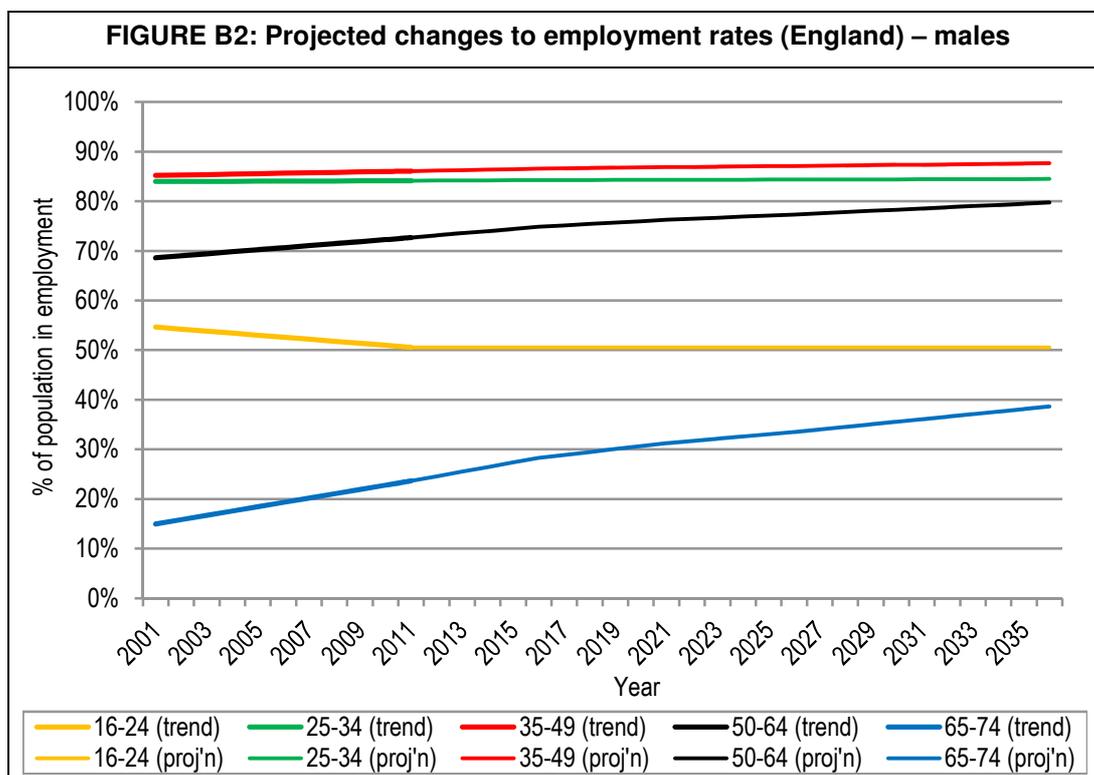
- Reducing economic activity rates for those aged 16-24 (particularly for males)
- No particular change in rates for males aged 25-49
- Increasing economic participation for males aged 50 and over
- Increasing participation rates for all female age groups from age 25 and upwards

B.3 The trends studied below are for economic activity rates although in this report the analysis is based on employment rates (which is the economically active population minus those who are unemployed). Ideally trends in employment rates would have been studied but this has proved difficult due to different definitions used in the 2001 and 2011 Census (relating to how students are recorded). For the purposes of analysis it is assumed that employment rate trends follow a similar pattern to economic activity rate trends.

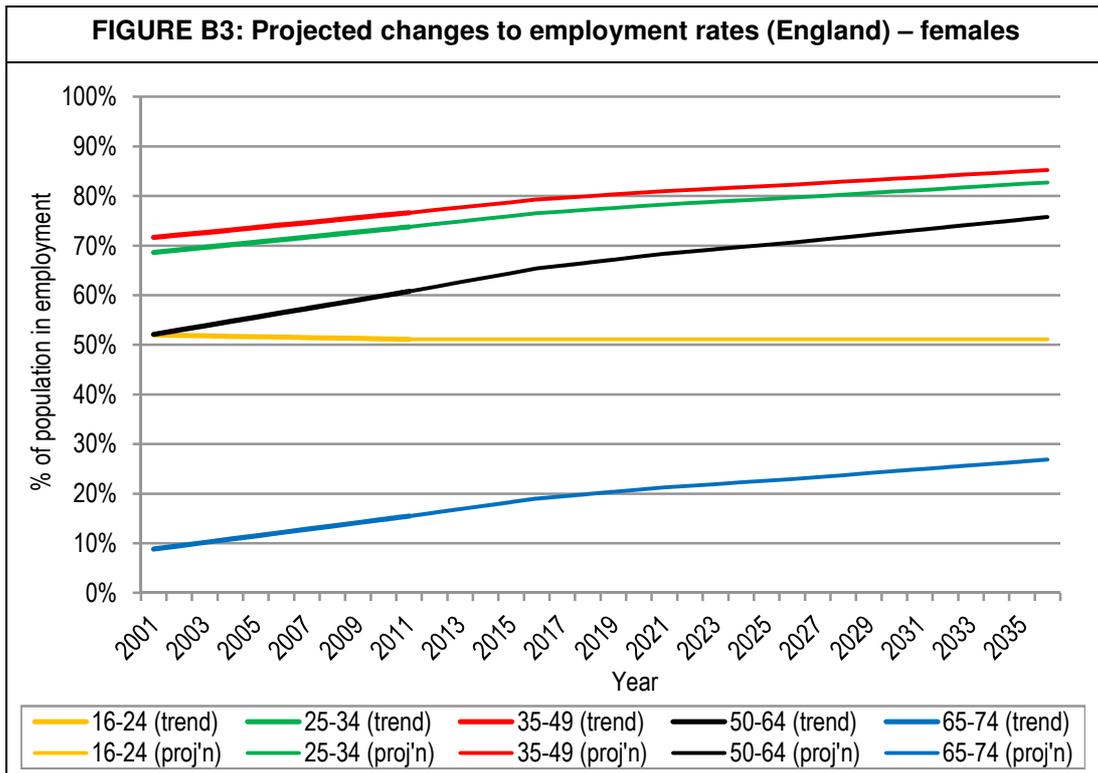


Source: Census (2001 and 2011)

- B.4 To project these rates forward some of the reasons for these trends need to be considered. In particular the reduction in economic activity rates for people aged 16-24 is likely to some degree to be linked to an increase in students (which may not continue into the future) whilst some of the rapid increases for females are arguably unlikely to continue at the same rate as in the past.
- B.5 To try to get a realistic view about how employment rates might change in the future an analysis of a national economic forecast (from Experian) and also the national (2012-based) population projections has been undertaken. Essentially the method used works on the basis that both the Experian forecasts and the population projections are correct and then models what level of change to employment rates would be required for both the population and the number of jobs to pan-out.
- B.6 The figures below show the projected changes to employment rates for males and females through this modelling. It can be seen that for many age groups there are expected to continue to be increases in the future but that these improvements reduce over time. The figures in the charts are for employment rates (rather than economic activity as shown above) with the past trends being plotted in line with economic activity trends but to a different baseline in 2011 (which is informed by Census data).

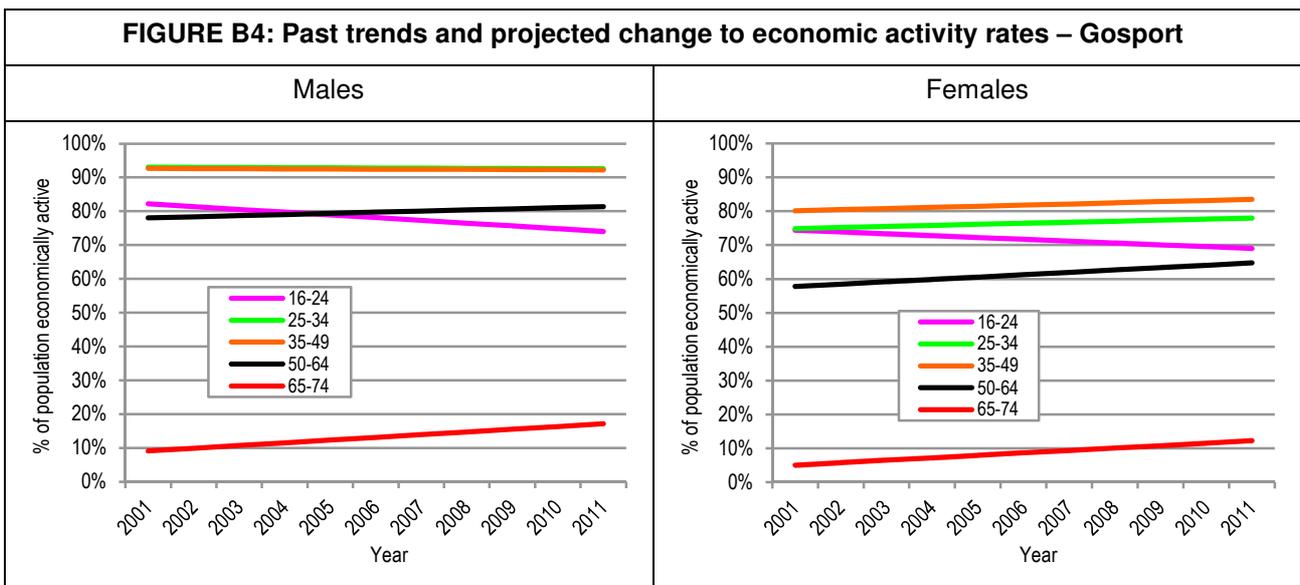


Source: Derived from Census, Experian and ONS national population projections



Source: Derived from Census, Experian and ONS national population projections

B.7 At the local area level the derived national data has been applied – using the incremental changes year-on-year and applied to a baseline 2011 position. The figure below shows (for Gosport) that although actual employment rates in 2011 are different for some age/sex groups when compared with the national position the general trends seen over the past decade are quite similar. Hence it appears sound to use the national calculation for employment rates changes and apply this at the local level.



Source: Census (2001 and 2011)

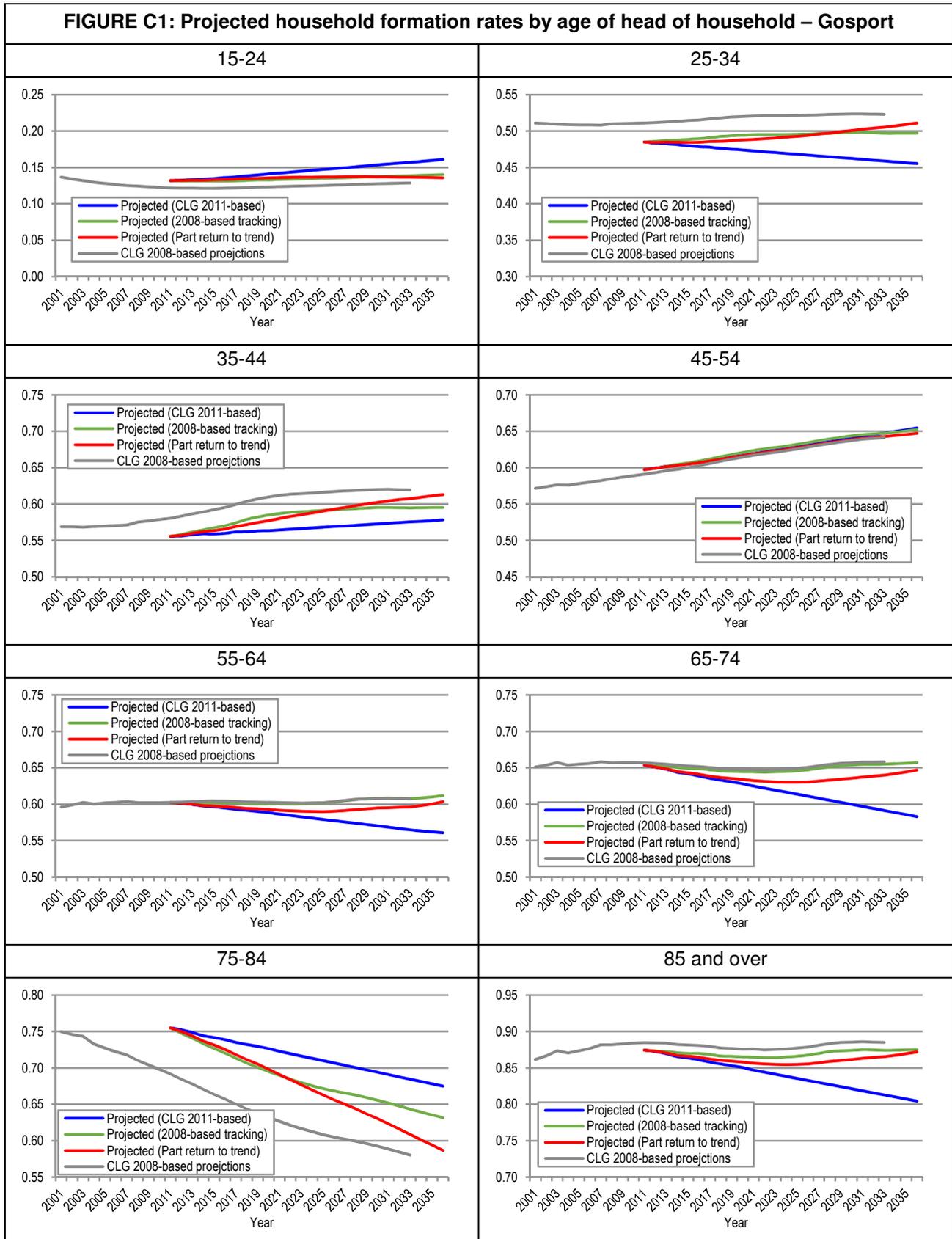
B.8 The table below shows the employment rates used for modelling from 2011 to 2036. From the population modelling exercise it was estimated in mid-2011 that there were 40,198 people in employment with an employment rate for those aged 16-64 of 74.6% - due to the modelled improvement in rates this figure rises to 80.1% by 2036. Looking at the employment rate based on the population aged 16-74 sees a change from 67.5% to 70.2% whilst the rate calculated as a proportion of the total population aged 16 or over would actually be expected to fall slightly.

**FIGURE B5: Employment Rates by Age and Sex – Gosport**

Sex	Year	Aged 16 to 24	Aged 25 to 34	Aged 35 to 49	Aged 50 to 64	Aged 65 to 74
Male	2011	58.0%	86.2%	88.4%	77.6%	18.6%
	2036	58.0%	86.6%	90.0%	84.6%	33.6%
Female	2011	58.7%	73.0%	79.7%	62.7%	14.3%
	2036	58.7%	81.9%	88.3%	77.7%	25.6%

Source: Derived from a range of data sources (including Census, Experian and ONS national population projections)

## Appendix C: Headship Rates by Age



Source: Derived from CLG data

## Appendix D: Detailed Household Type Estimates

**FIGURE D1: Detailed household types (2011-36) – part-return to trend headship – Gosport**

	2011	2036	Change	% change
One person households: Male	4,474	6,768	2,294	51.3%
One person households: Female	6,362	8,760	2,398	37.7%
One family and no others: Couple: No dependent children	9,943	14,007	4,064	40.9%
One family and no others: Couple: 1 dependent child	2,396	2,226	-170	-7.1%
One family and no others: Couple: 2 dependent children	2,418	1,841	-577	-23.9%
One family and no others: Couple: 3+ dependent children	1,168	1,173	4	0.4%
One family and no others: Lone parent: 1 dependent child	1,409	1,913	504	35.8%
One family and no others: Lone parent: 2 dependent children	981	1,472	491	50.0%
One family and no others: Lone parent: 3+ dependent children	280	295	15	5.5%
A couple and one or more other adults: No dependent children	2,663	1,688	-975	-36.6%
A couple and one or more other adults: 1 dependent child	629	309	-320	-50.9%
A couple and one or more other adults: 2 dependent children	191	99	-92	-48.3%
A couple and one or more other adults: 3+ dependent children	74	55	-19	-26.0%
A lone parent and one or more other adults: 1 dependent child	276	250	-27	-9.7%
A lone parent and one or more other adults: 2 dependent children	94	116	23	24.1%
A lone parent and one or more other adults: 3+ dependent children	49	74	26	52.8%
Other households	2,053	1,591	-462	-22.5%
<b>TOTAL</b>	<b>35,457</b>	<b>42,635</b>	<b>7,178</b>	<b>20.2%</b>

**FIGURE D2: Detailed household types (2011-36) – part-return to trend headship – Portsmouth HMA**

	2011	2036	Change	% change
One person households: Male	28,692	45,889	17,198	59.9%
One person households: Female	37,647	52,868	15,221	40.4%
One family and no others: Couple: No dependent children	59,447	70,879	11,432	19.2%
One family and no others: Couple: 1 dependent child	13,892	13,803	-89	-0.6%
One family and no others: Couple: 2 dependent children	14,939	12,491	-2,448	-16.4%
One family and no others: Couple: 3+ dependent children	7,000	7,190	190	2.7%
One family and no others: Lone parent: 1 dependent child	7,908	12,334	4,425	56.0%
One family and no others: Lone parent: 2 dependent children	4,956	7,490	2,534	51.1%
One family and no others: Lone parent: 3+ dependent children	1,946	3,013	1,067	54.8%
A couple and one or more other adults: No dependent children	17,119	11,926	-5,193	-30.3%
A couple and one or more other adults: 1 dependent child	4,058	2,703	-1,355	-33.4%
A couple and one or more other adults: 2 dependent children	1,686	1,674	-12	-0.7%
A couple and one or more other adults: 3+ dependent children	718	704	-14	-2.0%
A lone parent and one or more other adults: 1 dependent child	1,834	2,366	532	29.0%
A lone parent and one or more other adults: 2 dependent children	511	604	93	18.1%
A lone parent and one or more other adults: 3+ dependent children	331	523	192	58.0%
Other households	16,921	16,981	60	0.4%
<b>TOTAL</b>	<b>219,607</b>	<b>263,438</b>	<b>43,831</b>	<b>20.0%</b>