

Havant Borough Council



Background Paper: Housing to meet the needs of the Ageing Population and Specialist Care

October 2011



Cleaner, Safer,
More Prosperous



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1. Introduction

- 1.01 This background paper provides supplementary and statistical information to support Core Strategy Policies CS9 Housing and DM7 Elderly and Specialist Housing Provision with regard to the characteristics of the borough's population. It is intended to provide guidance to assist applicants in the preparation of development proposals and facilitate in the consideration and determination of planning applications for all types of housing.

2. Background

- 2.01 Population trends and forecasts at the national, regional and local levels confirm that people are living longer, therefore the proportion of elderly people in our population is increasing. This is mainly due to improvements in healthcare and lifestyles. As the population ages, this has implications for the types of housing that should be provided. It also has implications regarding the turnover of existing housing stock, as the older population remains active longer, and are able to continue to reside within their existing properties. It is also of particular importance to give significant consideration to addressing the housing requirements of this sector of the community; especially given that the borough lies within a coastal region, which is popular as a retirement location. The in-migration of retirees from elsewhere in Britain, combined with the ageing population of the borough, means that providing an appropriate range of accommodation is a more significant issue for Havant Borough than in other areas.
- 2.02 The Council has seen an increase in the number of planning applications for retirement living schemes and care facilities. These developments are well subscribed but do not necessarily meet the full needs of a population wishing to remain independent for longer.
- 2.03 This background paper provides up-to-date information on the characteristics of the borough's population and how this is predicted to change in the coming years. In developing planning applications for new development, there will be an expectation from the Council for applicants to consider opportunities of providing housing which meets the needs of all sectors of the community.
- 2.04 Additionally, this paper suggests how the Council plan to address the housing needs of this growing sector of the community. These initiatives could be taken forward in the future as a Supplementary Planning Document setting out current policy and alternative flexible approaches to enable the supply of homes to meet the local housing needs of Havant Borough.

3. Local Demographic Context

Population Statistics

Borough-Wide Figures and Background Data

- 3.01 In 2010, the borough population was 116,512 (Hampshire County Council Small Area Population Forecasts 2010-2017). This has been projected by Hampshire County Council's forecasting analysis against current trends to grow to 119,558 by 2026. The key projected changes by 2026 include:
- Over one quarter of the borough's population will be aged 65 and over
 - A large increase in the oldest age group of people aged 85 plus, particularly in the borough's coastal locations
 - Average household size will be reduced from 2.3 people in 2010 to 2.1 by 2026 (HCC data)

- An increase in the number of one person households to over 33% of all households by 2026.
- 3.02 Changing social trends and the shifting age profile of the borough will mean that the overall number of households will actually increase to nearly 58,000 (Hampshire County Council Long Term Population Projections 2009). In 2010 there were 52,315 households in the borough (Hampshire County Council Small Area Population Forecasts 2010-2017).
- 3.03 Table 3 (in Appendix 1) provides Hampshire County Council's long term population projection based on housing being built in accordance with the Havant Borough Core Strategy. The table demonstrates that the population will decrease within all of the lower age range groups. By comparison within the 65 and above age ranges, the population is expected to rise. In particular, the 85+ age range is likely to more than double the 2006 statistics by 2026, with an expected increase of 105.9%.
- 3.04 The data in Table 3 is therefore key evidence that the population within the Borough is ageing whilst younger age groups decline. It is not considered that this is merely a trend of the current population moving up the age groups, but rather one which is reflective of the characteristics of the borough, in which in-migration within the older age groups is common, whilst the younger age groups may look to move away to seek alternative employment opportunities out of the area. It is considered that these characteristics are quite unique compared to other local authority areas within Hampshire. The Havant Borough Core Strategy plans for increased local employment opportunities for the younger generations and regenerating the economy within the borough, the popularity of the borough for in-migration of older residents is likely to continue. With this in mind, it is important that suitable types of housing are planned within the borough.
- 3.05 Within Havant Borough, it is estimated that approximately 28% of the current population are aged 60 and above, equivalent to a total of 32,271 residents (based on the Hampshire County Council 2010 Small Area Forecasts). This is the second highest population percentage figure of the total 11 authorities within Hampshire.
- 3.06 Table 4 (in Appendix 1) shows the household composition within Havant Borough as derived from the 2001 census data. This identified that 27% of the borough's households related to those of pensionable age. The data also showed that a slightly higher amount of pension households were single person households than those of pensioner couples. In coming years it is expected that these single person pensioner households are likely to rise, taking into account the increased divorce rates of those approaching retirement ages, which will add additional pressures on the need for housing for the ageing population. Additionally, the current increased levels of single pensioner households are considered to relate to the common fact that life expectancy for women is higher than for men, as supported by the figures in Appendix 2 of this background paper, which show increased levels of females within each ward, as the age ranges increase. The census data used within Table 4 is now somewhat dated and will need to be re-assessed once the 2011 Census data is released.
- 3.07 The increasing proportion of older persons within the borough is a result of improved life expectancy and the ageing of the 'baby boom' generation. The recent Older People's Well-Being Strategy (April 2011-March 2014) produced by Hampshire County Council carried out a survey to ascertain at which age, individuals between 66-84 years of age within the borough felt that old age started. Within Havant Borough, the survey results indicated that old age is believed to start at 72.23 years of age. This is relatively later than the pensionable ages of those generations (60 for women and 65 for men) and is considered indicative of the increasing active older population.
- 3.08 An ageing population has a number of implications in respect of housing. One of these is the increased demand for care and support. With an increase of 105.9% in the 85+ age range, this

is likely to include increased demand for extra care housing and residential care. However, as housing trends evolve, there are more people in society who choose to remain in their existing homes and utilise the community healthcare system. In this respect, there is an increased need to provide adaptable forms of housing which will meet the long term needs of the borough's population.

- 3.09 The Council's housing waiting list demonstrates that there is also a clear demand for Affordable Housing for older people. The Hampshire Home Choice Register in 2010 had a total of 442 applicants over the age of 60 registered for housing (see Table 5 at Appendix 1). This equated to 14% of the total demand for Affordable Housing. As the existing population ages, it is considered that this demand will increase and as such new affordable housing being delivered should also provide accommodation which can be adapted to address the needs of those who may require it.
- 3.10 Hampshire County Council in their older persons housing study 'Housing Provision for Older People in Hampshire' identify that demand for care homes is predicted to increase by 73% by 2026, an average of 325 places per year across Hampshire. Havant Borough have taken this need into account when developing the Core Strategy and Policy CS9 Housing provides a specific criteria to grant planning permission for housing proposals that contribute to achieving 450 extra care dwellings by 2026.
- 3.11 In addition to the above, one of the main findings of the Strategic Housing Market Assessment 2006, commissioned by the Partnership for Urban South Hampshire (PUSH), was that the Council should consider the requirements of specific demographic groups, with particular focus on older persons. It was noted by DTZ, the consultants who undertook the assessment, that this group would have an important influence on the way the rest of the housing market functions. With the elderly population forming an increasing proportion of the total population, this is clearly a major issue within Havant Borough and one which is characteristic of its coastal location which is notably a popular retirement location. Associated with this issue is a serious and significant risk that movement within the borough's housing market will substantially decline unless a variety of housing options can be provided which encourage and support the 'empty nester' households to free up their larger properties.
- 3.12 Disability statistics are also collated by Hampshire County Council's Adult Services. The figures within Table 6 (at Appendix 1) were correct as of 31st March 2011. The figures are not however considered by Hampshire to be fully representative of those with disabilities, as these figures only include individuals who are registered with Adult Services. They do however provide a rough guide about the levels of people living within Havant Borough with disabilities. Whilst not all of these groups will require specialist housing, the information does raise awareness of the levels of the population who can be affected by the designs of new development, which other interventions such as the Disability Discrimination Act seek to address.
- Key Area and Ward Data**
- 3.13 In addition to the borough-wide statistics above, Appendix 2 provides small area population statistics at both key area and ward level. A synopsis of these figures is also provided in Table 2. The figures show that Hayling Island has the highest levels of population over 60 (equivalent to 39% of residents within the settlement) followed by Emsworth, which has the second highest level (35%). Leigh Park has the lowest percentage of older population out of the five key areas, with 19% of the Leigh Park population being over 60 years of age.

Table 2: Extract from Hampshire Council County, Small area Population and Dwelling Statistics provided at Appendix 2

Age Group	Emsworth	Havant & Bedhampton	Hayling Island	Leigh Park	Waterlooville
Total population in key area	9,643	16,966	16,806	27,155	45,988
Percentage of population 60+	35%	30%	39%	19%	27%

Source: Hampshire County Council, Small Area Population and Dwelling Statistics 2010 – Based on forecasts for 2011

- 3.14 The figures demonstrate that the older age groups already make up a significant proportion of each of the populations within the key areas (ranging from 19% to 39%). As can be seen from the sizes of the younger age groups and in light of the figures contained within Table 3 (at Appendix 1), this sector of the community is projected to substantially expand further; particularly within the 85+ age group by comparison with the other age ranges.

4. Suggestions to create more adaptable homes and encourage housing market movement

- 4.01 The Council will seek to address the important housing issue of our ageing population through the development of proposals to supplement Havant Borough Core Strategy policies CS9 and DM7. This could be in a Supplementary Planning Document (SPD). The SPD would support housing developments which propose innovative ways of meeting the needs of the ageing population and provide for a range of housing, whilst being acceptable in all other planning terms and provide planning obligations as required. The SPD proposals could include:

The need for adaptable housing by seeking a percentage of the homes on site being designed in accordance with a reduced Lifetime Homes Standard that recognises that all the standards could be considered financially onerous, therefore a reduced list of the standards, as set out below, would have the ability to play a vital role:

- Approach to dwelling from parking space/area to be kept to a minimum distance and be level or gently sloping
- Approach to all entrances to be level or gently sloping
- Entrances to be illuminated, level, clear opening widths, adequate weather protection, level external landing
- Provide entrance level living space
- Provide potential for entrance level bed space
- Provide an entrance level WC and space for a shower where an accessible bathroom is not provided on the entrance level.
- Stairs adequate to enable installation of a (seated) stair lift in dwellings
- Provide windows in the principal living space which allow people to see out when seated and at least one opening window in each habitable room
- Access to green, private space and a safe neighbourhood is important as is housing that is accessible to good local transport, facilities and amenities

Support for development proposals which incentivise “empty nesters” to downsize and help the borough to maintain movement within its property market. It is stressful for people of all ages to move home and is particularly the case for older people. There is therefore scope for specialist services, and developer schemes to ease these problems:

- A percentage of homes on the site to be solely marketed with ‘reasonable endeavours’ to over 60s who have an established connection to the locality, for an agreed timeframe
- Part exchange programmes which target the over 60s who currently live within the Borough which could contribute towards creating movement within the Borough’s housing market
- Early engagement with the local community regarding design proposals for schemes to enable ‘empty nesters’ considering a relocation to get involved in the development of a site at an early stage.

Bibliography

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- Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, Department of Health, Communities and Local Government and Department for Work and Pensions, 2008
- Housing Provision for Older People in Hampshire, Hampshire County Council, 2009
- Getting on well together: Councils working with older people, Local Government Association 2009
- Planning for an Ageing Population, Royal Town Planning Institute, 2004
- Extra Care Housing, Development planning, control and management' (RTPI Good Practice Note 8), Royal Town Planning Institute, 2007
- Ageing Well in Hampshire, Older Person's Wellbeing Strategy, Hampshire County Council 2011 – 2014
- Don't stop me now – Preparing for an ageing population Audit Commission 2008
- Planning and Access for Disabled People: A Good Practice Guide, CLG, 2003

Appendix 1: Population Data – Borough-Wide Level

Table 3: Population Statistics

Age Group	2006	Population Increase / Decrease between 2006-2026	% Increase/ Decrease
0-4	6,141	-73	-1.2%
5-15	15,531	-508	-3.3%
16-29	17,261	-1288	-7.5%
30-44	22,654	-2834	-12.5%
45-64	31,172	-397	-1.8%
65-74	11,939	+2500	+20.9%
75-84	8,313	+3184	+38.3%
85+	2,896	+3067	+105.9%
All Ages	115,907	+3651	+3.1%

Data Source: Hampshire County Council's Long Term Population Projections, 2009

Table 4: Havant Borough Household Composition

Household Composition	Percentage of Total Households
One person – pensioner	15
One person – other	11
Pensioner Couple	12
Couple households – no children	19
Couple households – with dependent children	21
Couple households – all children non-dependent	7
Lone parent households – with dependant children	7
Lone parent households – all children non dependent	3
Other households with dependent children	2
Other households – all student	0
Other households – all pensioner	0
Other households - other	3
Total	100

Data Source: PUSH SHMA 2006, derived from Census

Table 5: Hampshire Home Choice Housing Register Study 2010

Demand by household age		
Age	Total	% ranges
0-16	16	28% under 25
16-18	117	
19-24	721	
25-39	1029	34% aged 25 – 40
40-49	418	23% aged 40 -59
50-54	171	
55-59	111	
60-64	154	14% age +60
65-69	95	
70-74	62	
75+	131	

Data source : Background evidence to Hampshire Home Choice Annual Review Report 2010

Table 6: Disability Statistics

	18-64	65-74	75-84	85+	Unknown	Totals
Blind/Severely Sighted Impaired	49	21	46	109	1	226
Deaf (signing/writing)	11	2	4	1	0	18
Deaf (speaking/lip reading)	21	10	22	8	0	61
Hard of hearing	88	76	163	184	7	518
Learning disability	203	7	2	0	0	212
Mental health	294	20	1	0	3	318
Partially sighted/sight impaired	56	26	74	126	1	283
Physically impaired	574	268	191	88	10	1131
Without speech	1	0	0	0	0	1
Physical disability &/or without speech	0	1	0	0	0	1
Totals	1297	431	503	516	22	2769

Data Source: Hampshire County Council's, Disability Statistics June 2011

Appendix 2: Population Data – Ward Level

In addition to the Borough-wide population data contained within the main text of the document, further key area and ward level statistics are provided within this appendix.

Hampshire County Council's, Small Area Population and Dwellings Statistics 2010 – Based on forecasts for 2011

Table 7: Key Area Overview

Age Group	Emsworth	Havant	Hayling Island	Leigh Park	Waterlooville
0-10	949	1848	1466	4564	5425
11-19	975	1517	1498	3781	5173
20-29	888	1480	1312	3576	4843
30-39	923	1900	1400	3048	5062
40-49	1241	2692	2202	3960	6980
50-59	1301	2404	2374	3015	6163
60-69	1348	2236	2901	2302	5733
70-74	511	837	1169	1012	2208
75-79	520	797	973	859	1812
80-84	465	651	738	613	1307
85+	522	604	773	425	1282
Total 60+	3,366	5,125	6,554	5,211	12,342
Total population in key area	9,643	16,966	16,806	27,155	45,988
Percentage of population 60+	35%	30%	39%	19%	27%

Table 8: Emsworth

Age Group	Male	Female
0-10	506	443
11-19	515	460
20-29	442	446
30-39	441	482
40-49	603	638
50-59	597	704
60-69	648	700
70-74	222	289
75-79	228	292
80-84	190	275
85+	189	333
Total 60+	1477	1889
Total population in key area	4581	5062

Table 9: Havant and Bedhampton

Age Group	Bedhampton		St Faith's	
	Male	Female	Male	Female
0-10	488	454	466	440
11-19	384	341	403	389
20-29	329	368	378	405
30-39	440	456	477	527
40-49	638	729	695	630
50-59	560	600	574	670
60-69	520	580	540	596
70-74	185	190	204	258
75-79	170	206	175	246
80-84	140	181	127	203
85+	117	191	127	169
Total 60+	1132	1348	1173	1472
Total population in key area	3971	4296	4166	4533

Table 10: Hayling Island

Age Group	Hayling East		Hayling West	
	Male	Female	Male	Female
0-10	412	422	326	306
11-19	445	432	309	312
20-29	306	362	316	328
30-39	376	439	267	318
40-49	538	600	510	554
50-59	605	598	569	602
60-69	732	801	679	689
70-74	289	302	274	304
75-79	225	252	220	276
80-84	161	173	154	250
85+	101	212	132	328
Total 60+	1508	1740	1459	1847
Total population in key area	4190	4593	3756	4267

Table 11: Leigh Park

Age Group	Barncroft		Battins		Bondfields		Warren park	
	Male	Female	Male	Female	Male	Female	Male	Female
0-10	501	505	607	591	546	498	695	621
11-19	422	411	460	451	466	409	619	543
20-29	475	360	441	537	424	382	455	502
30-39	334	329	388	504	365	383	328	417
40-49	353	498	474	548	527	517	476	567
50-59	345	354	322	367	348	423	401	455
60-69	336	274	213	263	286	318	299	313
70-74	124	139	85	131	142	138	114	139
75-79	88	114	86	126	109	141	83	112
80-84	58	81	71	132	59	85	57	70
85+	38	71	40	97	54	30	31	64
Total 60+	644	679	495	749	650	712	584	698
Total population in key area	3074	3136	3187	3747	3326	3324	358	3803

Table 12: Waterloo

Age Group	Cowplain		Hart Plain		Purbrook		Stakes		Waterloo	
	Male	Female								
0-10	521	467	633	600	433	459	691	726	452	443
11-19	478	478	520	526	488	425	672	634	483	469
20-29	432	479	511	478	523	387	560	614	393	466
30-39	449	497	491	441	530	446	589	672	418	529
40-49	685	705	604	655	786	730	629	726	712	748
50-59	626	600	592	659	594	667	590	589	606	640
60-69	571	607	647	668	512	520	461	478	597	672
70-74	203	246	275	252	212	184	168	192	220	256
75-79	160	208	187	183	181	172	134	161	201	225
80-84	119	136	122	147	111	152	93	110	141	176
85+	113	194	72	132	67	153	60	118	148	225
Total 60+	1166	1391	1305	1382	1083	1181	916	1059	1307	1554
Total population in key area	4357	4617	4657	4741	4437	4295	4647	5020	4371	4849

Office for National Statistics Tenure – Pensioners (2001 Census)

(2011 census data not yet available)

Table 13: Tenure of Housing - Pensioners

Type of household	Numbers of residents
Owned Households	12,030
Rented Households	1,641
Other Social Rented Households	1,385
Private Rented or Living Rent Free Households	772
All households where HRP is of Pensionable Age*	15,828
Total Households in Borough	48,460
Percentage of Households in Borough where HRP is of Pensionable Age	32.7%

* All households in the area at the time of the 2001 Census whose Household Reference Person (HRP) was of pensionable age. Pensionable age is 65 and over for males and 60 and over for females.

Mosaic Data

The Mosaic is a data analysis tool used by the public sector, focusing on the needs of citizens. It provides a detailed understanding of each citizen's location, demographics, lifestyles and behaviours. The Council's Housing SPD provides a full analysis of the Mosaic data on a ward by ward basis.

The data is categorised into 15 demographic groupings. Of these 15 groups, two categories (Group L and Group M) relate specifically to elderly demographic groups, the data from which has been provided below. This information has been provided for interest only and is not considered to include all individuals over the age of 60, as some will fall within other categories which are not based upon age. The data provided is nevertheless interesting and demonstrates where concentrations of active elderly and those reliant on state support are located within the borough.

Group L

In the table below, Group L refers to a demographic household grouping which has been classed as 'active elderly living in pleasant retirement locations'. These households are founded to predominately relate to people over the age of 65 whose children have grown up. On retirement these individuals have decided to uproot themselves from their family home in favour of life within a retirement community among people of broadly similar age. They are also likely to have paid off their mortgages.

Group M

By comparison to Group L above, Group M refers to a demographic household grouping which is considered to relate to 'elderly people reliant on state support'. Households in this grouping have been founded to relate in the majority to pensioners who are in their later years, many of whom have lived on low incomes in social housing or care homes. The group has a low number of recent retirees and a wider range of individuals in the oldest age categories, many of whom do not have the physical or mental ability to maintain their homes and gardens in a manner which they had in their earlier retirement years.

The figures for each ward have also been considered in relation to the Hampshire County Council (HCC) averages for these demographic groupings.

Table 14: Analysis of Ward Demographics

Ward	Total Households	Percentage of Households Group L	Compared to the HCC average (6.5%)	Percentage of Households Group M	Compared to the HCC average (5.4%)
Barncroft	2370	0	-6.5%	6.3	+0.9%
Battins	2913	0	-6.5%	12.8	+7.4%
Bedhampton	3761	7.6	+1.1%	3.7	-1.7%
Bondfields	2912	0	-6.5%	11.6	+6.2%
Cowplain	3977	5.6	-0.9%	3.2	+2.2%
Emsworth	4435	16.9	+10.4%	5.3	-0.1%
Hart Plain	4191	9.5	+3%	4.8	-0.6%
Hayling East	4466	22.3	+15.8%	3.3	-2.1%
Hayling West	4103	17.4	+10.9%	6.9	+1.5%
Purbrook	3904	5.4	-1.1%	8.8	+3.4%
St Faiths	4220	7.9	+1.4%	6.9	+1.55
Stakes	4103	1.6	-4.9%	11.6	+6.2%
Warren Park	2802	0	-6.5%	7.4	+2%
Waterloo	4361	12.2	+5.7%	9.2	+3.8%