Tasmania: a regional perspective on population change and trends into the future

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Tasmania’s Population: size and growth rate

- Focus often on population ageing, size and growth rates at a state and/or national level
- In Tasmania, population growth is at its strongest rate since 2009
  - Growth rate is not linear
  - Can not assume that trend rates will continue
Population change: the process

Population change is a function of:
1) the population age structure
2) migration

The balance between births and deaths is an indicator of future demographic development

- Size and age structure of a region is largely a function of migratory movements based on economic opportunity
- The age profile of migrants can aggravate demographic imbalances

Population change is driven by individual decisions
1) whether to have a child
2) whether to relocate

- Population ageing is a global phenomenon caused by lower fertility rates and longer life expectancy
- At a regional level, population ageing is also caused by migration – the age profile of those leaving a region and those arriving in a region
- Population ageing heralds the end of population growth and the start of depopulation.
- A region can be growing and ageing at the same time
- The tipping point is when ‘hyper-ageing’ is reached
- Depopulation occurs first at a regional level before becoming a state and then national issue.
- Eventually, population decline will be unavoidable
Components of population change

Source: ABS, Australian Demographic Statistics, 2016-17, Cat. No. 3101.0
Tasmania’s population

Tasmania’s population is currently growing at its greatest rate in a decade
• growth shifted from natural increase to be driven by migration

• Tasmania’s population is projected to enter decline by mid-Century
  • Oldest and fastest ageing in the country
    • Oldest population - 42.3 years
    • Ageing at 2.6 months per year (5 year average)
  • The age profile of migrants in and out of the state is contributing to the faster rate of ageing

• The nature of aggregated statewide data masks the true picture of how the population is changing within the state.

• much of the state’s local government areas are already experiencing population decline

Components of projected population change – Series B, ABS, 2018
Population projections – Tasmania

**ABS PROJECTIONS, 2013 AND 2018**

**ACTUAL TRAJECTORY**
Sub-state population change (LGA)

At the state level, aggregated data can smooth or mask the realities of population change at a local area level.

Prolonged economic restructuring has manifested in uneven patterns of regional development and thus economic opportunities within the State.

This impacts a region’s population - particularly its size and age structure – leading to large-scale, differential population change within Tasmania.

Depopulation does not occur in a uniform manner – it is unique to the local context

◦ Two types – old and new

Population change and the location, population size, area size, population density, timing, speed and spatial distribution all have a substantial impact on the future demand for infrastructure, services, and community amenities, including the type, location and age-appropriateness of each.

The spatial variation in population change has profound implications at a regional and local level.

Uneven population change results in differing implications at the local level and leaves councils - as planning authorities - in disparate positions.

Differential population change can create circumstances of uneven competition and conflict between regions to attract both people and investment.

The process of population change can be distinct and differ widely between LGAs but the effect and implications are not always isolated and can be shared or shifted.

Results in a range of demographic change scenarios within the state which LGAs and regions need to strategically plan for – short, medium and long term.

Response does not need, nor should be, contained within defined spatial or administrative boundaries.
Population change within Tasmania

Population change differs substantially by local government area

- Since 2013
  - 17 LGAs experienced average annual growth
  - 12 LGAs experienced average annual decline

Change is driven by different factors in each LGA

- Economic opportunity
- Lifestyle choice
- Population age structure
  - Proportion of women of child-bearing age
  - Proportion aged 65 and older (hyper-ageing)
- Total fertility rate
- Internal migration
- Overseas migration

Nine demographic profiles:

1. Absolute decline (1)
2. Absolute decline: natural decline is greater than migration gains (1)
3. Absolute decline: natural increase is less than migration losses (3)
4. Natural decline – migration replacement (4)
5. Cusp of decline – very low growth (5)
6. Recovery (3)
7. Natural increase (1)
8. Migration led growth (10)
9. Sustainable growth (1)
Types of population change

**Natural increase – more births than deaths**
- Better able to predict demand for infrastructure, services and amenities
- Enables greater longer term planning and fiscal sustainability

**Migration-led growth**
- Many contributors – internal, overseas (students, skilled, family, NZs)
- Unpredictable, higher risk, uncertain, more volatile
- Increased demand on infrastructure, services and amenities
- Difficult to plan for
- Harder to project future population size and structure

**Sustainable growth**
- Balance between natural increase and migration (40/60)
- A rate of growth which is maintainable over the long term, better able to be planned for and serviced appropriately without negative impact; fiscal, environmental, social and so forth

**Decline – ‘old’ depopulation** - Natural increase is less than net migration loss
- Possible to reverse depending on age structure and with right policy intervention
- Policy needs to adapt to changing needs of population

**Decline – ‘new’ depopulation** - Natural decline is greater than migration gains
- Unlikely to ever achieve longer term growth
- Policy approach needs to cater to shrinking population and changing needs

**Absolute decline** - Natural decline and net migration loss
- Unlikely to ever reverse or achieve population growth
- Policy approach needs to cater to shrinking population and revenue base and changing needs

**Cusp of Decline**
- Very low rates of population growth, hyper-ageing, natural decline, variable migration
- Policy needs to be place-based with local lens
Local Government Areas: Population growth rates

- Average annual population growth rates between 2013 and 2018
- Tasmania’s five year annual average growth rate is 0.6%
Components of population change: Local Government Area

- Natural Increase/Decline (2 year average)
- Net Internal Migration (2 year average)
- Net Overseas Migration (2 year average)
# Decline

<table>
<thead>
<tr>
<th>Natural decline and net migration loss</th>
<th>Natural decline &gt; net migration gain</th>
<th>Natural increase &lt; net migration loss</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dorset</td>
<td>Waratah/Wynyard</td>
<td>Central Highlands, Circular Head, West Coast</td>
</tr>
<tr>
<td>Hyper-ageing</td>
<td>Hyper-ageing</td>
<td>Natural increase is not sufficient to replace net migration loss</td>
</tr>
<tr>
<td>Net migration loss despite NOM gain</td>
<td>Natural decline is greater than the gain from migration</td>
<td>Smaller, remote populations</td>
</tr>
<tr>
<td>Area experiencing economic restructuring – demise of the forestry industry</td>
<td>Improved on five year average due to overseas migration gains</td>
<td>Central Highlands is hyper-ageing</td>
</tr>
<tr>
<td></td>
<td>Economic restructuring and demise of forestry and primary production</td>
<td>Population change driven by internal migration loss – NOM gain</td>
</tr>
<tr>
<td></td>
<td>Medium sized population suggests that some scale is still possible</td>
<td>But – different population age profiles</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Suggests structural issues – all with difference industry profiles</td>
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</tbody>
</table>
# Decline trajectory – short term

<table>
<thead>
<tr>
<th>Natural decline</th>
<th>Cusp of Decline</th>
<th>Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Break O'Day, Flinders, Glamorgan/Spring Bay, Tasman</td>
<td>George Town, Kentish, King Island, Meander Valley, Southern Midlands</td>
<td>Central Coast, Devonport, Launceston</td>
</tr>
<tr>
<td>Hyper-ageing</td>
<td>Hyper-ageing</td>
<td>Hyper-ageing (except Launceston)</td>
</tr>
<tr>
<td>Migration is replacing natural decline – for now</td>
<td>Low, no or negative rates of population growth</td>
<td>Low, no or negative growth but have seen a turnaround in recent two years</td>
</tr>
<tr>
<td>All coastal, small populations which typify seachange destinations particularly for retirees</td>
<td>Internal migration losses</td>
<td>Migration driven turnaround</td>
</tr>
<tr>
<td></td>
<td></td>
<td>BUT</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Different for each area</td>
</tr>
<tr>
<td>On the cusp of absolute decline</td>
<td>Overseas migration in last two years has slowed decline trajectory</td>
<td>Service centres to neighbouring areas, little industry of their own</td>
</tr>
<tr>
<td></td>
<td>Small and regional</td>
<td>Very different population change profiles</td>
</tr>
</tbody>
</table>
### Growing

<table>
<thead>
<tr>
<th>Natural increase</th>
<th>Migration-led growth</th>
<th>Sustainable growth</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Burnie</strong></td>
<td>Clarence, <strong>Derwent Valley, Glenorchy</strong>, Hobart, Huon Valley, <strong>Kingborough</strong>, Latrobe, <strong>Northern Midlands</strong>, Sorell, West Tamar</td>
<td><strong>Brighton</strong></td>
</tr>
<tr>
<td><strong>Growing – just</strong></td>
<td>Higher than state average rates of population growth</td>
<td>Recent gains in internal migration shifted profile to sustainable from natural increase</td>
</tr>
<tr>
<td><strong>Younger population</strong></td>
<td>Led either by either internal or overseas migration – not both</td>
<td>Balance between growth from natural increase and migration (56/44)</td>
</tr>
<tr>
<td><strong>Overseas migration has reversed the recent decline</strong></td>
<td>Migration contribution ranges from 72% (Glenorchy) to 98% (Latrobe)</td>
<td>High fertility rate - above the population replacement rate</td>
</tr>
<tr>
<td><strong>Very low migration</strong></td>
<td>Internal migration peri-urban locations - Suggests infrastructure pressures such housing resulting in moves to outer-CBD areas</td>
<td>Very young population – not ageing</td>
</tr>
<tr>
<td><strong>Internal and overseas migration cancels out</strong></td>
<td>Relatively lower levels of natural increase - Hyper-ageing in Latrobe, Huon Valley and West Tamar suggests internal migration likely to be older ages</td>
<td>Balanced aged structure between non-working and working age groups</td>
</tr>
<tr>
<td><strong>Service centre - economic restructuring and decline of manufacturing</strong></td>
<td>Should be an attractive place to live, housing affordability, access to services and amenities, good infrastructure, local jobs, good commuting distance</td>
<td></td>
</tr>
</tbody>
</table>

**Notes:**
- Higher than state average rates of population growth.
- Recent gains in internal migration shifted profile to sustainable from natural increase.
- Balance between growth from natural increase and migration (56/44).
- High fertility rate - above the population replacement rate.
- Very young population – not ageing.
- Balanced aged structure between non-working and working age groups.
- Should be an attractive place to live, housing affordability, access to services and amenities, good infrastructure, local jobs, good commuting distance.
Population projections

The Tasmanian Department of Treasury and Finance released its population projections for Local Government Areas on 30 April 2019


- based on most recent historical data to 2018
- 25 year trajectory to 2042

- projects
  - 14 LGAs to grow over the period
  - 15 LGAs to decline over the period
  - Only 4 LGAs will be experiencing natural increase by end of projection period
    - Burnie
    - Brighton
    - Hobart
    - Glenorchy
  - Any future population growth will need to be sourced from migration (internal or overseas)
## Projected population change by LGA to 2042

<table>
<thead>
<tr>
<th>LGA</th>
<th>2017</th>
<th>2042</th>
<th>Population Gain</th>
<th>% change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brighton</td>
<td>16,960</td>
<td>22,714</td>
<td>5,754</td>
<td>33.9</td>
</tr>
<tr>
<td>Sorell</td>
<td>14,771</td>
<td>19,666</td>
<td>4,895</td>
<td>33.1</td>
</tr>
<tr>
<td>Latrobe</td>
<td>11,109</td>
<td>13,762</td>
<td>2,653</td>
<td>23.9</td>
</tr>
<tr>
<td>Huon Valley</td>
<td>16,870</td>
<td>20,464</td>
<td>3,594</td>
<td>21.3</td>
</tr>
<tr>
<td>Hobart</td>
<td>52,785</td>
<td>63,280</td>
<td>10,495</td>
<td>19.9</td>
</tr>
<tr>
<td>Kingborough</td>
<td>37,133</td>
<td>44,175</td>
<td>7,042</td>
<td>19.0</td>
</tr>
<tr>
<td>Clarence</td>
<td>56,148</td>
<td>66,245</td>
<td>10,097</td>
<td>18.0</td>
</tr>
<tr>
<td>Glenorchy</td>
<td>47,214</td>
<td>55,636</td>
<td>8,422</td>
<td>17.8</td>
</tr>
<tr>
<td>West Tamar</td>
<td>23,530</td>
<td>26,882</td>
<td>3,352</td>
<td>14.2</td>
</tr>
<tr>
<td>Launceston</td>
<td>66,802</td>
<td>70,084</td>
<td>3,282</td>
<td>4.9</td>
</tr>
<tr>
<td>Northern Midlands</td>
<td>13,084</td>
<td>13,525</td>
<td>441</td>
<td>3.4</td>
</tr>
<tr>
<td>Derwent Valley</td>
<td>10,170</td>
<td>10,465</td>
<td>295</td>
<td>2.9</td>
</tr>
<tr>
<td>Flinders</td>
<td>957</td>
<td>978</td>
<td>21</td>
<td>2.2</td>
</tr>
<tr>
<td>Devonport</td>
<td>25,212</td>
<td>25,351</td>
<td>139</td>
<td>0.5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>LGA</th>
<th>2017</th>
<th>2042</th>
<th>Population Loss</th>
<th>% change</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Coast</td>
<td>4,162</td>
<td>2,963</td>
<td>-1,199</td>
<td>-28.8</td>
</tr>
<tr>
<td>Dorset</td>
<td>6,704</td>
<td>5,516</td>
<td>-1,188</td>
<td>-17.7</td>
</tr>
<tr>
<td>Tasman</td>
<td>2,390</td>
<td>1,978</td>
<td>-412</td>
<td>-17.2</td>
</tr>
<tr>
<td>King Island</td>
<td>1,592</td>
<td>1,340</td>
<td>-252</td>
<td>-15.8</td>
</tr>
<tr>
<td>Break O’Day</td>
<td>6,186</td>
<td>5,239</td>
<td>-947</td>
<td>-15.3</td>
</tr>
<tr>
<td>Central Highlands</td>
<td>2,148</td>
<td>1,834</td>
<td>-314</td>
<td>-14.6</td>
</tr>
<tr>
<td>Waratah-Wynyard</td>
<td>13,755</td>
<td>11,799</td>
<td>-1,956</td>
<td>-14.2</td>
</tr>
<tr>
<td>Circular Head</td>
<td>8,088</td>
<td>6,952</td>
<td>-1,136</td>
<td>-14.0</td>
</tr>
<tr>
<td>Burnie</td>
<td>19,210</td>
<td>16,880</td>
<td>-2,330</td>
<td>-12.1</td>
</tr>
<tr>
<td>Southern Midlands</td>
<td>6,053</td>
<td>5,492</td>
<td>-561</td>
<td>-9.3</td>
</tr>
<tr>
<td>Central Coast</td>
<td>21,835</td>
<td>20,031</td>
<td>-1,804</td>
<td>-8.3</td>
</tr>
<tr>
<td>Meander Valley</td>
<td>19,572</td>
<td>18,231</td>
<td>-1,341</td>
<td>-6.9</td>
</tr>
<tr>
<td>Glamorgan / Spring Bay</td>
<td>4,499</td>
<td>4,206</td>
<td>-293</td>
<td>-6.5</td>
</tr>
<tr>
<td>George Town</td>
<td>6,917</td>
<td>6,635</td>
<td>-282</td>
<td>-4.1</td>
</tr>
<tr>
<td>Kentish</td>
<td>6,296</td>
<td>6,294</td>
<td>-2</td>
<td>0.0</td>
</tr>
</tbody>
</table>
Policy responses

COUNTERING
Usually in response to fiscal challenges associated with ageing and population decline
Aimed at achieving growth – economic and population
Often with a focus on migration

Implications:
- Uneven population change between and within regions
- Potential to exacerbate population ageing
- Unexpected growth rates = infrastructure and services pressures
- Fails to consider needs of or impact on community – access to infrastructure and services; type and age-appropriateness

ACCEPTING
Aimed at retaining the population and managing the implications by appropriately servicing population with infrastructure and services
- focus on increasing quality of life of older people and their engagement in economy and society
- often requires changed governance framework to be effective
- multiuse and flexibility of facilities eg schools, childcare, libraries
- reforming aged care and social care
- e-health solutions
- Logistics and transport solutions to services
Summary

- As a state, Tasmania’s population is growing but is projected to decline.
- The experience of population change differs by municipal area.
- Uneven population change creates challenges within and between areas – domino effect.
- There are geographical/spatial clusters of similar population change experiences.
- The implications of difference are not isolated to an area or cluster of areas – they are experienced both across and within the state.
- Different experiences of population change require different policy responses at the community level.
- A region’s present day status reflects its past and future economic and demographic situation.
- Without policy intervention the demographic and economic future of many local government areas in Tasmania is restricted to and by their ageing populations.
Insight Nine
Regional population trends in Tasmania: Issues and options
Lisa Donny and Nyrene Picone
Institute for the Study of Social Change
University of Tasmania

Questions?