

**COUNCIL:**

**17 MARCH 2022**

---

**CABINET PROPOSAL**

---

**CARDIFF AND THE VALE OF GLAMORGAN POPULATION NEEDS  
ASSESSMENT 2022**

**Reason for this Report**

1. To note and consider the Population Needs Assessment 2022 (attached at Appendix 1) in line with the requirements of Part 2 of the Social Services and Well-being (Wales) Act 2014
2. To recommend that Council consider and approve the Population Needs Assessment 2022 at its meeting on 17th March 2022 and that the Assessment is revisited and updated in relevant areas following the release of Census 2021 data.

**Background**

3. Part 2 of the Social Services and Well-being (Wales) Act 2014 requires Local Authorities, in partnership with Local Health Boards, to assess the care and support needs of the population, including carers who need support.
4. The purpose of the Population Needs Assessment (PNA) is to ensure that local authorities and Local Health Boards jointly produce a clear and specific evidence base in relation to care and support needs and carers' needs to underpin the delivery of their statutory functions and inform planning and operational decisions.
5. Legislation specifies themes which should be included within the assessment and allows for regions to include additional themes as appropriate to the local population. The statutorily required themes are:
  - Children and young people
  - Sensory impairment
  - Health/Physical Disabilities
  - Older People
  - Learning Disability/Autism
  - Mental Health

- Carers who need support
- Violence against women, domestic abuse and sexual violence
- Secure estate.

The additional regional themes included in the report are:

- Asylum Seekers and Refugees
- Substance Misuse
- Armed Forces Service Leavers (Veterans)

6. Themes are presented in the report as individual chapters although clearly many of the themes have overlapping populations of interest. Supplementary guidance issued in March 2021 by Welsh Government requested consideration of the Socio-Economic Duty, as well as the impact of COVID-19. Increased emphasis on housing needs and Welsh language was recommended. The assessment presents these components within each chapter.
7. The PNA must be published on the websites of all local authorities and Local Health Boards involved in their production. A copy of the report must also be sent to Welsh Ministers at the time of publication and should be drafted using accessible language so that it can be considered by members of the public. To increase accessibility, an online summary of the report will be available using Microsoft Sway alongside the full report.
8. The PNA should be reviewed as required, but at least once mid-way through the population assessment period. The findings of the report will be used to plan future “deep dive” research, inform strategic commissioning plans and input into the regional Market Stability Report due to be completed in summer 2022.
9. The analysis of the health and wellbeing and care and support needs of the population groups contained within the PNA cannot be viewed in isolation from the wider economic, social, environmental and cultural characteristics of the communities in which people live and the social determinants of health and wellbeing at a local and national level. For example education, access to employment, housing and accommodation, healthy lifestyles and the physical environment are all identified in the PNA as key determinants of health and wellbeing outcomes.
10. The Wellbeing of Future Generation Act (2015) requires Public Services Boards to investigate the social, economic, environmental and cultural well-being of their area and for this assessment to be undertaken once per 5 year cycle. The Cardiff Wellbeing Assessment 2022 which assesses Cardiff’s overall wellbeing in each of the Council and PSB’s seven wellbeing objectives, was published for consultation by the Cardiff Public Services Board in January 2022. The PNA and Wellbeing Assessment were developed concurrently and through close partnership working between the Regional Partnership Board and PSB support teams.

11. For a comprehensive understanding of the region the analysis presented in this report should therefore be read alongside the Public Services Boards' Well-being Assessments for Cardiff and for the Vale of Glamorgan. The final Population Needs Assessment report will be updated to contain hyperlinks to the online Well-being Assessments (once published) to provide the reader with a comprehensive place-based understanding.

## **Issues**

12. The PNA has been led by colleagues in Public Health, was sponsored by the Regional Partnership Board and involved all members of the partnership including representatives from the third sector.
13. The PNA should be seen as a "live" document utilising existing data and reports from a wide range of sources and able to be refreshed and updated with quantitative and qualitative data as it becomes available. This is important as the range of information required to inform the assessment is significant and data reporting cycles can vary substantially. The 2021 Census Data, for example, will be reported in Summer 2022 and will provide a wealth of information to refresh the baseline data of the PNA.
14. Engagement work across the region was undertaken with local residents, service users, carers, health and social care professionals, and independent providers. A total of 661 general public surveys were returned and 118 responses were received from professional and providers. 23 focus groups were held across 18 themes in which a total of 132 participants took part. Given the wide range of themes, the ongoing inclusion of qualitative data from existing networks and commissioned surveys will assist in assuring the widest representation of views are included over the life span of the PNA.
15. Detailed findings and recommendations encompassing the combined work of all partners across the region are reported in the relevant themed chapter in the report.

## **Key Findings**

16. A key headline from the report is that improvements in care and support services have been made across all population groups since the 2017 Population Needs Assessment, despite the challenges of COVID-19. COVID-19 has had a number of impacts, including increasing demand for services, especially mental health, and changing models of delivery for many services.

## **Demography and wider determinants of health and wellbeing**

17. The populations of Cardiff and the Vale of Glamorgan are increasing and projected to continue to increase. The change is driven by the 16-64 age

group who now make up 65% of the population with this proportion being slightly higher in Cardiff.

18. The percentage of people in Cardiff who are Black, Asian or from a minority ethnic group has increased from 10.4% in 2004 to 20.1% in 2020. For children aged 5-15 the percentage who identified as from a Black, Asian or minority ethnic group in the annual school census 2020/21 was 36%. Cardiff has the lowest proportion of people speaking English or Welsh as their first language at 91.7% compared to a Welsh average of 97.1%
19. Healthy life expectancy at birth for males in Cardiff has increased over time and is currently above the Welsh average, whereas for females, healthy life expectancy at birth has fallen overall from the 2011-13 position, but has been rising steadily from following a low point in 2015-17. For both males and female healthy life expectancy in Cardiff is above the Welsh average.
20. Deprivation remains one of the major long term drivers of poor health outcomes and, over the past two years, the COVID-19 pandemic has shone a spotlight on inequalities as a root cause of the increased morbidity and mortality seen in some communities. In Cardiff around one fifth of residents live in the most deprived 10% LSOA's in Wales, with these areas concentrated in parts of the south, east and west of the city, and approximately 50% of the population live in the 50% least deprived LSOA's. In 2019, 13% of adults in Cardiff lived in material deprivation (the extent to which people can afford items such as heating and food), which was marginally above the Welsh average and down from 16% in 2016-17.
21. The PNA contains an analysis across all themes of the wider social, economic and environmental factors that influence health, wellbeing and inequalities. This is important as many of the drivers of poor health outcomes, and many of the long-term solutions to improved health outcomes, are what can be considered wider determinants of health and wellbeing. For example, respondents to the PNA engagement work did not ask for traditional care and support services, but identified that their needs could be met through issues such as:
  - a. Education and Employment (paid or voluntary) was seen as a crucial determinant of health. Access to employment was a common theme to improve personal finances, as well as to provide a sense of purpose, reduce isolation, and to help protect people's mental health and well-being.
  - b. Housing and accommodation should be available, accessible, safe, and supportive of what matters most to the individual. This was a key issue addressed in each theme of the report.
  - c. Encouraging and supporting healthy behaviours such as physical activity and exercise to improve mental well-being and prevent falls.
  - d. The physical environment was also identified across a number of themes as a key determinant in areas such as access to leisure

activities, green spaces and healthy food, availability of transport, the design of the built environment and air quality.

22. As noted above, the Cardiff PSB's Wellbeing Assessment 2022, developed alongside the PNA and through close partnership working, contains a more comprehensive analysis of the wider economic, social and environmental determinants of health and wellbeing and should be read in parallel to the PNA.

### **Pandemic Impacts**

23. Overall the PNA finds that Covid-19 has had a tremendous impact on population needs:

- The pandemic has had a significant negative impact on children and young people in Wales particularly in relation to mental health and well-being. Regionally, attendances to the Paediatric Emergency Department for mental health disorders such as self-harm, suicidal ideation, eating disorders and increased behaviours of concern increased significantly for 0-17 year olds in 20/21.
- Covid-19 has had a significant impact upon older people, including ill health, mental and physical well-being and mortality perspectives. There was an identified increased need for domiciliary support and packages of care and increased dependency amongst service users.
- The impact of inequalities is identified as a cause of the increased morbidity and mortality seen in some population groups and of amplifying the impact of restrictions and service closures.
- Harm from a reduction in non-covid activity was identified following the reduction in GP attendances over the period of the pandemic. Between March and November 2020, 3,500 fewer cancers were diagnosed compared to what might be expected for that period of time in Wales.
- There were some identified positive impacts from the response to Covid with some service adaptations enabling more people access with more flexible and agile ways of working. New connections have been made and many people volunteered through the "Together for Cardiff" initiative to support older people in particular with shopping, collecting prescriptions or befriending via telephone.
- The report identifies a "triple challenge" facing health and social care services describing the combined impacts of Brexit, Climate Change and Covid 19. The factors are dynamic, and impacts are broad across the wider determinants of health.
- The need for revised service responses to the changing nature of demand was identified across a wide range of needs.

## **Early Help and Prevention/Partnership approach**

24. The PNA consistently identifies the importance of services and activities being focussed to prevent needs arising or escalating across all populations. This included the need to ensure the earliest possible interventions at the right time and in the right place. Care focussed on delivering services as close to people's homes as possible was also identified as important.
25. The report also recommends that a whole system approach to care and support provision should prioritise continuity of care (for example, in transition between services); and joined up services between public, private and third sector providers for a "seamless" experience for service users.
26. There were many examples in the report of the range of existing joined up, multi-agency approaches that were focused on prevention. These included Early Help services for children and young people; housing services including the Young Persons Gateway noted for the support it provides alongside accommodation in areas such as mental health, access to education, employment and independent living skills; services for the homeless; the independent living service for older people; support for those not in Employment, Education or Training and inclusive exercise and well-being strategies as a source of support, in particular for mental health and well-being such as described for those respondents from the secure estate.

## **Person Centred**

27. The PNA references Cardiff as the first city in Wales to develop the Child Friendly City Strategy with the aim of empowering children and young people to understand their rights and providing equality of opportunity and high quality education. This person centred approach is one that the PNA endorses across all populations and is clearly articulated in the qualitative responses from the engagement activity.
28. Dementia Friendly Cardiff was identified for its person-centred approach to help businesses and organisations recognise the needs of people affected by dementia, and pledge their commitment to become more welcoming through improving staff awareness, creating more accessible physical environments, and increasing the availability of information about dementia.

## **Assets to support well-being**

29. Individual sources of support across all groups included friends, families, and hobbies. Local community support like community groups, neighbours, and community-based organisations including religious places of worship, choirs, and places to exercise were all identified as

important with many examples referenced in the PNA. Local authority, NHS, and third sector services (both on a national and local footprint) were praised throughout engagement work. Examples of third sector services praised in engagement work include Cardiff Women's Aid, Cardiff MIND, Cardiff People First, and Oasis.

30. People with lived experience providing peer support (face to face or online) or as service providers were identified as important assets; and supported the need for inclusive recruitment across all sectors.

### **Community focused services**

31. Services available to and within local communities was another theme of the report. Access to services should be equitable and inclusive and tailored to the individual. The report references the work to develop more locality focused service alignment through programmes such as the RPB @ Home approach which aims to integrate care and support services to enable older people to live independently and well at home for as long as possible.
32. Learning from the pandemic response has shown that outcomes can be improved significantly with care and consideration of the need for tailored communications and service responses to specific community requirements such as in relation to the vaccination programme.
33. The theme of a locality focus has been exemplified in recent years by the approach taken within Childrens services for locality based teams , within Education for the team around the school approach and for the community safety partnership approach to locality based multi- agency problem solving.

### **Next Steps**

34. The recommendations and findings of the PNA will help to inform the future policy and operational plans of all regional partners. The themes identified in the report correspond with the approaches already being implemented across a wide range of council policies and initiatives and it will be important to ensure that the PNA assessment is regularly refreshed as additional quantitative and qualitative information becomes available.

### **Consultation**

35. Consultation is not formally required under the Social Services and Well-being (Wales) Act 2014, however, the Code of Practice stipulates the need for citizen engagement, which was emphasised in the Supplementary Guidance issued in March 2021. This assessment took the following approach:

#### **Surveys:**

- Public survey (available online, hard copy, and Easy Read)

- Children and young people survey (available online, hard copy, and Easy Read)
- Survey for people in HMP Cardiff (available as hard copy)
- Professional and provider survey (available online or hard copy)

**Focus group discussions:** 23 focus groups were conducted, to obtain rich information for each theme. The focus groups were led by Cardiff Third Sector Council, with input from third sector organisations. Further details are available in the report.

**Existing engagement:** findings from prior engagement work were included where possible.

36. The report has been electronically distributed to members of the Communities and Adult Services Scrutiny Committee and the Children and Young People Scrutiny Committee for review and comment by members. The draft report was also distributed electronically to the Regional Partnership Board and Community Health Council for their feedback.

### **Reason for Recommendations**

37. To ensure that Cabinet members can exercise oversight of a key planning document for social care and well-being services to inform future priorities.
38. To secure approval by the full Council as required by the statutory framework for producing the assessment.

### **Financial Implications**

39. Whilst there are no direct financial implications arising from this report, the requirement for Area Plans to be subsequently developed and implemented, taking into account the findings of the assessment, will have potential resource implications. The priorities for action and detailed plans to address them, along with consequent financial implications, should be discussed and agreed as part of the Area Planning process

### **Legal Implications**

40. The publication of a Population Needs Assessment (PNA) is a statutory requirement imposed on Local Authorities (LAs) and Local Health Boards (LHBs) under section 14 of the Social Services and Well-being (Wales) Act 2014 ('2014 Act') and regulations made thereunder (the Care and Support (Population Assessments)(Wales) Regulations 2015 ('the PNA Regulations')). The Local Authority and the Local Health Board are together referred to as 'the Responsible Bodies' for these purposes.
41. In exercising their functions, the Responsible Bodies must also have regard to relevant requirements and guidance contained in the 2014 Act Part 2 Code of Practice issued by the Welsh Ministers (the Code of Practice).



42. The matters to be included in the PNA are set out in the 2014 Act and include the extent to which there are people in the local authority's area who need care and support and the extent to which there are carers in the area who need support. The PNA Regulations make provision for the persons and bodies with which the Responsible Bodies must engage when carrying out the assessments.
43. The Code of Practice says that one PNA must be produced for each local government electoral cycle; and that both the LA and the LHB are required to formally approve the PNA. For the Council, this means full Council must approve the PNA on recommendation from the Cabinet.
44. Once completed, the PNA must be published on the LA's and the LHB's websites and a copy sent to the Welsh Ministers.
45. The PNA Regulations require the Responsible Bodies to jointly keep the PNA under review and to issue an addendum to the report whenever they consider it appropriate to do so.
46. The Cabinet needs to be satisfied, based on the information set out in the report and appendices, that the draft PNA complies with the requirements of the 2014 Act, the PNA Regulations and the Code of Practice.
47. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief. The Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers and must be able to demonstrate how it has discharged its duty. An Equalities Impact Assessment should be carried out to identify the equalities implications of its decisions, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment.
48. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its decisions upon the Welsh language.
49. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well being objectives (set out in the Corporate Plan). Cabinet must also be satisfied that its decisions comply with the sustainable development

principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.

### **HR Implications**

50. There are none at this stage. The requirement for Area Plans to be subsequently developed and implemented, taking into account the findings of the assessment, may have potential HR implications.

### **Property Implications**

51. There are none at this stage. The Population Needs Assessment provides an overview of housing and accommodation needs for each of the population groups. The Area Plan developed based on this intelligence may have potential implications for property.

## **CABINET PROPOSAL**

Council is recommended to note and approve the Population Needs Assessment 2022 (attached at Appendix 1) in line with the requirements of Part 2 of the Social Services and Well-being (Wales) Act 2014

## **THE CABINET 10 March 2022**

*The following appendices are attached:*

Appendix 1: Cardiff and the Vale of Glamorgan Population Needs Assessment 2022

Appendix 2: Equality and Health Impact Assessment for the Cardiff and the Vale of Glamorgan Population Needs Assessment 2022

Appendix 3: Online summary of the Cardiff and the Vale of Glamorgan Population Needs Assessment 2022 for the General Public [Sway \(office.com\)](#)

*The following background papers have been taken into account*

*Social Services and Well-being (Wales) Act 2014 Code of Practice (Part 2 General Functions) (2015) [online]. Available from:  
<https://gov.wales/sites/default/files/publications/2019-05/part-2-code-of-practice-general-functions.pdf>*

*Population Needs Assessments: Supplementary Advice for Regional Partnership Boards (March 2021) [online]. Available from:  
<https://gov.wales/sites/default/files/publications/2021-03/population-needs-assessments.pdf>*PNA