

Report of the Cabinet Member for Adults and Vulnerable People

Council - 23 March 2017

WESTERN BAY POPULATION ASSESSMENT

Purpose:	<p>To approve the Western Bay Population Assessment.</p> <p>To authorise the Chief Social Services Officer to publish a link to the Population Assessment on the Council's website.</p> <p>To authorise the Director of People to submit the Population Assessment to Welsh Ministers on behalf of the three local authorities and the health board in the Western Bay region.</p>
Policy Framework:	<p>Social Services & Wellbeing (Wales) Act 2014, The Care and Support (Population Assessments (Wales) Regulations 2015</p>
Consultation:	<p>Access to Services, Finance, Legal.</p>
Recommendation(s):	<p>It is recommended that Council:</p> <ol style="list-style-type: none">1) Approve the Western Bay Population Assessment.2) Authorise the Chief Social Services Officer to publish a link to the Population Assessment on the Council's website.3) To authorise the Director of People to submit the Population Assessment to Welsh Ministers on behalf of the three local authorities and the health board in the Western Bay region.
Report Author:	<p>Sara Harvey Regional Programme Director, Western Bay</p>
Finance Officer:	<p>Chris Davies</p>
Legal Officer:	<p>Pamela Milford</p>
Access to Services Officer:	<p>Phil Couch</p>

1. Introduction

- 1.1 The Social Services and Wellbeing (Wales) Act 2014 requires that local authorities and local health boards must jointly carry out an exercise known as a Population Assessment.
- 1.2 The purpose of the Population Assessment is to create an evidence base that will support the delivery of the statutory functions of the local authorities and the health board and also inform planning and operational decisions.
- 1.3 There is detailed statutory guidance which governs how population assessments should be developed and the minimum content that each should contain.
- 1.4 The Assessment must be published in the form of a regional report but within the report the situation for each local area must be set out.
- 1.5 The first Assessment must be completed, approved and published by 31st March 2017.
- 1.6 The report for the Western Bay area consists of three layers of detail:
 - 1.6.1 A suite of web-pages designed to provide a high level summary of care and support needs, services and key issues for the Western Bay area;
 - 1.6.2 A suite of downloadable documents ('chapters') which provides a more detailed description of arrangements;
 - 1.6.3 A suite of technical reports ('topic papers') which contain the evidence and analysis that the two other products are based upon.
 - 1.6.4 The Population Assessment will be used to develop an Area Plan by the Regional Partnership Board for developing services across the Western Bay Region;
 - 1.6.5 Evidence collated for the Population Assessment also forms part of the Wellbeing Assessment which will be presented to Council on 15th March 2017.

2. Legislation

- 2.1 Section 14 of the Social Service and Wellbeing (Wales) Act 2014 ('SSWB Act') requires that local authorities and Local Health Boards must jointly carry out an assessment of the needs for care and support, and the support needs of carers in the Local Authority's area.
- 2.2 This assessment must also identify:
 - the extent to which those needs are not being met

- the range and level of services required to meet those needs
- the range and level of services required to deliver the preventative services required in section 15 of the Act; and
- how these services will be delivered through the medium of Welsh

3. Purpose of the Population Assessment

- 3.1 The purpose of the population assessment 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. This will ensure services are planned and developed in an efficient and effective way by public sector partners to promote the well-being of people with care and support needs.
- 3.2 The population assessment will drive change, including by enabling both local authorities and Local Health Boards to focus on preventative approaches to care and support needs. It will provide the information required to support resource and budgetary decisions; ensuring services and outcomes are targeted, sustainable, effective and efficient. It will underpin the integration of services and particularly support the duties set out in Part 9 of the Act.

4. Links to other Strategic Planning Arrangements

- 4.1 The Population Assessment must be taken into account by Public Services Boards when preparing the Wellbeing Assessments required by the Wellbeing of Future Generations (Wales) Act 2015.
- 4.2 The Population Assessment must inform and be informed by the Integrated Medium Term Financial Plans prepared by Health Boards as well as linking to other relevant key plans, such as housing and homelessness plans.

5. Approval and Publication Requirements

- 5.1 A single regional report must be prepared for the Western Bay area and that report must be approved by the Board of the ABMU Health Board and the full Council meetings of each of the constituent local authorities.
- 5.2 Upon completion, assessment reports must be published on the websites of all local authorities and Local Health Boards involved in their production. A copy of the population assessment report must also be sent to Welsh Ministers at the time of publication. This function can be delegated to the lead co-ordinating body, who in this case is the City & County of Swansea.

5.3 The population assessment report should be drafted using accessible language so that it can be considered by members of the public. It is important the assessment report explains clearly how the local authorities and the Local Health Board have arrived at their decision in relation to the needs identified and the level of services required to meet those needs.

5.4 The report must be published by 31st March 2017, which will be completed on 31st March, following approval by Neath Port Talbot CBC on 15th March, Bridgend CBC Council on 29th March and the ABMU Health Board on 30th March 2017.

6. Overview of Arrangements Established to Prepare the Population Assessment

6.1 A steering group, chaired by the Director of Public Health, Sara Hayes, was established to prepare the Population Assessment with members drawn from the three local authorities, the Health Board, Public Health Wales and the Councils for Voluntary Service.

6.2 There are three layers of data/information to the assessment:

6.2.1 A detailed, technical level of data in the form of topic papers;

6.2.2 Summaries of the topic papers available in downloadable format. Learning disabilities / autism chapter is included in **appendix 1**.

6.2.3 A suite of web pages drawing out the headlines of the assessment.

6.3 In line with the statutory guidance produced by Welsh Government, each level of data has been structured in accordance with core themes:

- Learning disabilities/Autism
- Mental health
- Health/ Physical disability
- Sensory impairment
- Carers
- Violence against women, domestic abuse and sexual violence
- Secure Estate
- Older people
- Children and Young People

- Safeguarding

6.4 Additionally, there is an introductory section explaining the purpose of the Population Assessment and its limitations, together with resource sections which provide high level context for the delivery of health and social care, making reference particularly to financial and workforce arrangements.

7. Developing the Topic Papers ('technical reports')

7.1 A Data Sub-Group developed the technical level of detail for the assessment in the form of topic papers. Data collection was structured to provide consistency across the core themes. Topic papers were developed for each local authority area and drew on a range of published statistical data as well as qualitative and quantitative data held by partner organisations. Where possible, service managers were involved in providing or confirming the data collection and the interpretation placed on the data collected.

7.2 At the conclusion of the data collection phase, 10 individual topic papers had been produced. It is not intended that these are "published" but they can be made available on demand as technical reports. Final formatting of the topic papers is currently taking place. Learning disabilities / autism topic paper for Swansea is included in **appendix 2**.

8. Incorporating the Voice of Service Users and Carers and Wider Stakeholders

8.1 The statutory guidance emphasises the importance of ensuring citizens and wider stakeholders can contribute to the development of the Population Assessment.

8.2 An Engagement Sub-Group was formed to explore how this requirement could be accommodated within the timescale of the project. It was identified that work was being undertaken in parallel by the three Public Services Boards across the Western Bay region to engage with a wide range of stakeholders to explore their perceptions of wellbeing, as part of the requirements for the Wellbeing of Future Generations (Wales) Act 2015. Arrangements were made to incorporate questions relating to the wellbeing of people who need care and support and their carers in that exercise. Additionally, the research contract – that was awarded to Miller Research Ltd., following a competitive bidding exercise – provided for all secondary research available across the Western Bay area which contained information about the wellbeing of people with care and support needs and carers to be analysed.

8.3 The research report prepared by Miller Research Ltd., summarises the findings of both the primary research conducted by the company and the secondary research evidence made available by the partners who have participated in this exercise.

8.4 The Western Bay Regional Citizen's Panel has received updates about the Population Assessment, as it has been developed and the final report will be shared with the Regional Citizen's Panel as the principal engagement mechanism for receiving feedback on the report and its findings. The ABMU HB Stakeholder Reference Group has also been part of the engagement exercise. Any feedback from the Regional Citizen's Panel and the SRG will be collated and worked into future iterations of the Population Assessment and will inform the Area Plan.

9. Developing the Regional Report

9.1 The regional report has been produced as a digital output, supported by other formats to meet the accessibility requirements in the guidance. Essentially, the top level of the report is a suite of webpages which attempts to convey a straightforward and accessible account of:

- the needs of people for care and support across the Western Bay region;
- the range of services in place to meet those needs; and
- the factors that will need to be planned for in the next period.

9.2 The webpages are structured according to the core themes, with the addition of the introductory and resource sections referenced earlier in this report.

9.3 Bridging the gap between the high level web pages and the more detailed technical topic papers are a set of downloadable summaries, or chapters. There is a chapter summary for each core theme which brings together the three detailed topic papers for each core theme, adopting an easy to read format.

9.4 Both the webpages and the downloadable summaries are available in Welsh and English and there will be audio book and other formats made available, where appropriate, to ensure adherence to the guidance regarding accessibility, which also takes into account policies partner organisations have in place for their public information.

9.5 The task of preparing both the webpages and the downloadable summaries was overseen by an Editorial Sub-Group. Essentially, the work involved drawing out the main themes from the technical documents produced by the Data Sub-Group and the findings of the Engagement Sub-Group. An external provider was engaged to create the web resources as there was no resource available from within partner organisations to undertake this aspect of the work. Draft outputs were reviewed and signed off by the Editorial Group members.

9.6 The web pages can be accessed here:
<http://westernbay.dns-systems.net/index.php/en/home/>

10. Emerging Themes

10.1 The Social Services and Wellbeing (Wales) Act 2014 provides a statutory framework for local authorities to exercise their social services functions with their partners and it is therefore the new law for improving the well-being of people requiring care and support, including both service users and carers.

10.2 It is worth reflecting that the fundamental principles of the SSWB Act are to promote:

- **Voice and control** – putting the individual and their needs, at the centre of their care, and giving them a voice in, and control over, reaching the outcomes that help them achieve well-being;
- **Prevention and early intervention** – increasing preventative services within the community to minimise the escalation of critical need;
- **Well-being** – supporting people to achieve their own well-being and measuring the success of care and support;
- **Co-production** – encouraging individuals to become more involved in the design and delivery of services.

10.3 An initial mapping of the themes emerging from the Population Assessment suggests the following:

Mapping of themes from Western Bay Population Assessment (2017)	
Needs relating to regional demographics	<ul style="list-style-type: none"> • Chronic conditions • Childhood - obesity • Childhood - smoking • Early deaths – males • Mental Health – adults • Mental Health – children • Links to poverty and deprivation/homelessness • Older people including those with complex needs • People experiencing social isolation • People who depend on public transport • Dementia/Early onset • Vulnerable people living in rural areas • Available accommodation/tenancy – with support
Demand which is increasing	<ul style="list-style-type: none"> • Safeguarding children • Safeguarding adults • Mental Health - support • Mental Health- substance misuse

	<ul style="list-style-type: none"> • Older people including those with complex needs • Violence against women • Carers – support for wellbeing • Prisoners with the Secure Estate • People requesting Direct Payments • Transitions • Respite care • Telecare/Assistive • Substance misuse • Risks associated with vulnerability – children and young people, learning disabilities, mental health and secure estate
New population demand	<ul style="list-style-type: none"> • Older people with learning disabilities with long term sensory conditions • Children and young people with complex conditions e.g. autism and complex behaviour/emotions • Physical disabilities/Health/ Brain injury • Refugee/Asylum seekers • Resettlement of prisoners

10.3.1 Some early key messages emerging from above analysis:

Safeguarding: balancing efforts to focus on prevention with the need to respond to an increasing number of safeguarding concerns

Meeting needs: early intervention and effective assessments promoting strengths and positive solutions can help to meet outcomes as well as reduce future demand.

Violence against women: The need to ensure effective links between social services and health and the new Violence Against Women, Domestic Abuse and Sexual Violence Partnerships.

Mental Health: gap in Child and Adolescent Mental Health Service availability/ accessibility.

Learning Disability: data suggests an ageing population who are outliving carers, and may suffer long term conditions such as dementia, sensory loss and chronic conditions.

Transport: the importance of public transport, especially for older people, children and young people

Place: the importance of good facilities and the physical environment for wellbeing – especially in terms of children, young people and older people and their perceptions of crime and safety.

Remodelling services and upskilling workforce: in order to promote independence and improved outcomes through targeted interventions, and to help manage demand (**outcomes- based commissioning**)

IAA: Promoting access to up to date information and advice as well as improved management of expert knowledge held by professionals and within third sector, and wider communication of what is available via web and other public channels.

Collaboration: as way of managing resources and addressing demand, needs from new populations and meeting financial challenges

11. Next Steps

- 11.1 Once the Population Assessment has been approved by the three local authorities and the Health Board, arrangements will need to be established to prepare the Area Plan, setting out the future pattern of services for the Region.
- 11.2 As far as the Population Assessment is concerned, the webpages will be hosted by the City and County of Swansea on behalf of the Western Bay partnership (with links to/from partner websites as required in the Act). As part of the contract for creating the web resource, training is available to ensure the information asset created can be maintained and built upon.
- 11.3 The Steering Group and its sub-group members also intend to carry out a “lessons learned” exercise. The exercise will seek to identify learning to inform:
 - 11.3.1 The Western Bay partnership – in relation to future work connected with the assessment. In particular, to address limitations in the data and the analysis, as well as improvements that the participants identify could be made to the process of creating and publishing future assessments;
 - 11.3.2 Welsh Government - it was evident in completing this exercise that there was difficulty in meeting all of the statutory requirements set out in guidance as other aspects of the Act had not been fully embedded. It was also evident that there is significant overlap with other legislative requirements – in particular the Wellbeing of Future Generations (Wales) Act 2015 and the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2016. It will be important to draw these issues out clearly so that Welsh Government officials can reflect on whether changes to the policy framework might be made.
- 11.4 The Population Assessment has demonstrated that there is a commonality across the four statutory organisations in what we are trying to achieve in delivering health and social care services. It is going to provide the opportunity to focus on high level regional working priorities going forward which add value. The next steps include a workshop for the Regional Partnership Board to review the Population Assessment

and what it is telling us. The Population Assessment is a 'live' tool and therefore will be adapted and updated.

12. Role of the Regional Partnership Board

12.1 The Regional Partnership Board is required to ensure that partners work effectively together to respond to the Population Assessment. The Board is not required to approve the Population Assessment. Approval of the Population Assessment is the responsibility of the Health Board and the full councils of the three local authorities.

12.2 The Regional Partnership Board does however, have a critical role to play in identifying the main priorities emerging from the Population Assessment and to consider the implications for the Board in preparing the Western Bay Area Plan.

13. Financial Implications

13.1 A budget was established by the Regional Partnership Board to complete the Population Assessment which was funded through the Delivering Transformation Grant (Welsh Government).

14. Workforce Impact

14.1 The Population Assessment exercise itself has no significant workforce impacts.

15. Equality Impact

15.1 An equality impact assessment has been developed to support this exercise and it identifies that there is greater insight into the care and support needs of some people with protected characteristics than others. Gaps in the data have been identified and included in the equality impact assessment and should be used to inform future research and data development considerations. The equality impact assessment is included in **appendix 3**.

17. Legal Implications

17.1 The Population Assessment has been prepared to comply with Section 14 of the Social Service and Wellbeing (Wales) Act 2014, the Care and Support (Population Assessments) (Wales) Regulations 2015 and associated Statutory Guidance.

18. Risk Management

18.1 This is the first Population Assessment conducted under the Social Services and Wellbeing (Wales) Act 2014. There are a number of issues that have arisen in the course of completing the exercise which should be documented to inform further exercises. It is planned that a lessons

learned exercise will be completed to identify the salient issues. This will reduce the risks that resources are not used efficiently in completing future exercises; and the conflicts between this legislation and provisions contained within the Wellbeing of Future Generations (Wales) Act 2015 and the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2016 would otherwise continue.

19. Reason for Proposed Decision

19.1 To discharge the statutory duty placed upon the three local authorities and the ABMU Health Board operating as a Western Bay region to produce a regional population assessment report and to authorise the relevant officers to publish the assessment and submit the regional report to Welsh Ministers.

20. Implementation of Decision

20.1 The decision is for immediate implementation.

Background Papers:

Social Services and Wellbeing (Wales) Act 2014

Part 2 Code of Practice (General Functions)

Appendices:

- | | |
|------------|--|
| Appendix 1 | Sample downloadable 'chapter' document ('Learning Disability (LD) / autism chapter') |
| Appendix 2 | Sample 'topic paper' / technical report (Learning Disability (LD) / autism 'topic paper' for Swansea only) |
| Appendix 3 | Equality Impact Assessment |