

Distribution Sub-Group (2024) Paper 13 – Population data decision for the 2025-26 Settlement

This discussion paper has been written by officials of the Welsh Government. Ministers have not had an opportunity to comment on the contents. Exemplifications of changes are provided simply to inform discussion by DSG members. They are not Welsh Government proposals or statements of Government policy for or against changes.

Population data for the 2025-26 settlement

Summary

1. Following the publication of the mid-2022 population estimates the **decision for the 2024-25 settlement was to use the latest available data, the mid-2022 population estimates**. This paper assesses the population data to be used within the 2025-26 Local Government Settlement.

Views sought

2. DSG are asked to discuss the population data presented within this paper and agree the most appropriate dataset to be used in the 2025-26 Settlement.

Related papers

3. Distribution Sub-Group (2023) Paper 18 – Population data decision for the 2024-25 Settlement
4. Distribution Sub-Group (2023) Paper 05 – Population data for the 2024-25 Settlement
5. Distribution Sub-Group (2022) Paper 08 – Population data Census 2021 for the 2023-24 Settlement
6. Distribution Sub-Group (2022) Paper 05 - Population data for the 2023-24 Settlement
7. Distribution Sub-Group (2021) Paper 10 - Population data
8. Distribution Sub-Group (2020) Paper 11 - 2018-based subnational population projections and 2019 mid-year estimates.

Background

9. For the 2024-25 settlement the DSG had agreed to use the mid-2022 Population Estimates.
10. [Mid-2023 population estimates and revised mid-2022 population estimates \(revised to reflect changes to international migration figures\)](#) were published by ONS on the **15th July**.
11. The [mid-2023 population estimates](#) refer to the population on 30 June of the reference year and are published annually. Estimates for mid-2022 have been revised by the ONS to account for updated estimates of international migration for Wales and England. This means that the population of Wales in mid-2022 is now estimated to be around 1,000 people higher than the figure originally published on 23 November 2023.

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Initial Analysis

12. The following section will investigate the financial implications of **mid-2023 population estimates** on the 2025-26 settlement.

Comparison across population datasets

13. [Table 1](#) in [Annex A](#) shows the population data used for the 2024-25 settlement i.e the mid-2022 population estimates as published on 23rd November 2023. [Table 2](#) shows the mid-2023 population data.
14. [Table 3](#) in [Annex A](#) considers the relative change in population numbers used for the 2024-25 settlement compared to the mid-2023 population estimates.

Re-distributional effect

15. [Table 4](#) in [Annex B](#) analyses and exemplifies the re-distributive financial impact on the 2024-25 settlement of using the mid-2023 population estimates.
16. Using the **mid-2023 population data**, Cardiff, Swansea and Ceredigion have the largest monetary increases of £4,915k (0.79%), £2,031k (0.47%) and £423K (0.31%) respectively. The largest monetary decreases can be seen in Caerphilly and Carmarthenshire with decreases of £996k (0.29%) and £937k (0.27%) respectively.

Discussion

17. DSG are asked to consider the effects of applying the mid-2023 population estimates to the 2025-26 Settlement and provisionally agree the latest data.
 - i) **Recommendation:** Use the **mid-2023 population estimates** for the 2025-26 Settlement.

Local Government Finance Policy and Sustainability Welsh Government

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Annex A

Table 1: 2024-25 Settlement Population Data Mid-Year 2022 Population Estimates

	Mid-year 2022 Population Estimates													
	Total	Aged 3	Aged 3 to 11	Aged 3 to 16	Aged 11 to 15	Aged 11 to 20	Aged 16 and over	Aged 16 to 18	Aged 0 to 17	Aged 18 to 64	Aged 18 and over	Aged under 60	Aged 60 and over	Aged 85 and over
Isle of Anglesey	69,049	596	6,762	10,624	3,969	7,220	57,404	2,174	13,104	37,431	55,945	45,413	23,636	2,259
Gwynedd	117,591	1,053	10,937	17,519	6,585	13,993	98,274	3,810	21,857	68,146	95,734	81,747	35,844	3,845
Conwy	114,290	972	10,307	16,508	6,294	11,362	96,135	3,540	20,558	62,103	93,732	73,831	40,459	4,481
Denbighshire	96,558	968	9,554	15,357	5,842	10,680	79,554	3,321	19,303	53,166	77,255	65,479	31,079	3,098
Flintshire	155,319	1,485	15,251	24,624	9,431	17,156	128,035	5,298	30,887	90,672	124,432	111,158	44,161	3,939
Wrexham	135,394	1,370	14,092	22,382	8,396	15,422	110,699	4,695	27,925	79,567	107,469	99,001	36,393	3,478
Powys	133,891	1,187	11,772	18,874	7,104	13,138	113,192	4,182	23,551	72,546	110,340	85,431	48,460	4,823
Ceredigion	71,610	565	5,875	9,269	3,464	9,014	61,430	2,220	11,538	41,358	60,072	47,542	24,068	2,328
Pembrokeshire	124,367	1,118	11,863	18,995	7,171	13,178	103,628	4,077	23,539	67,880	100,828	81,931	42,436	4,171
Carmarthenshire	189,117	1,847	18,472	29,494	11,155	20,597	156,766	6,357	36,679	105,994	152,438	128,707	60,410	5,805
Swansea	241,282	2,376	23,519	37,329	13,993	30,092	200,047	8,008	46,469	145,123	194,813	176,794	64,488	6,795
Neath Port Talbot	142,158	1,421	14,262	22,666	8,467	17,508	117,345	5,113	28,161	83,458	113,997	101,897	40,261	3,758
Bridgend	146,136	1,498	14,852	23,339	8,750	15,999	120,269	4,880	29,192	86,142	116,944	105,659	40,477	3,805
The Vale of Glamorgan	133,492	1,420	14,263	22,505	8,493	14,935	108,658	4,491	27,849	75,911	105,643	94,876	38,616	3,788
Rhondda Cynon Taff	239,018	2,572	24,901	39,300	14,626	28,016	195,406	8,262	49,208	142,481	189,810	176,665	62,353	5,411
Merthyr Tydfil	58,883	670	6,489	10,003	3,588	6,644	47,697	1,927	12,476	35,186	46,407	43,700	15,183	1,261
Caerphilly	176,130	1,827	18,471	29,189	10,868	20,042	143,924	6,075	36,233	103,845	139,897	128,816	47,314	3,958
Blaenau Gwent	67,014	738	6,640	10,408	3,820	7,058	55,269	2,098	13,190	40,055	53,824	48,753	18,261	1,475
Torfaen	92,860	1,017	9,729	15,366	5,697	10,511	75,768	3,232	19,352	54,089	73,508	67,249	25,611	2,458
Monmouthshire	93,886	796	8,318	13,579	5,291	9,446	78,991	2,943	16,903	52,447	76,983	62,466	31,420	3,362
Newport	161,506	2,030	18,721	28,857	10,390	18,708	128,728	5,572	36,549	97,588	124,957	124,783	36,723	3,560
Cardiff	372,089	3,889	38,348	59,747	21,857	53,817	305,134	12,934	75,106	243,083	296,983	299,664	72,425	7,269
Wales	3,131,640	31,415	313,398	495,934	185,251	364,536	2,582,353	105,209	619,629	1,838,271	2,512,011	2,251,562	880,078	85,127

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Table 2: 2025-26 Settlement Population Data Mid-Year 2023 Population Estimates

	Mid-year 2023 Population Estimates													
	Total	Aged 3	Aged 3 to 11	Aged 3 to 16	Aged 11 to 15	Aged 11 to 20	Aged 16 and over	Aged 16 to 18	Aged 0 to 17	Aged 18 to 64	Aged 18 and over	Aged under 60	Aged 60 and over	Aged 85 and over
Isle of Anglesey	69,291	601	6,644	10,639	4,106	7,362	57,688	2,154	13,071	37,430	56,220	45,124	24,167	2,410
Gwynedd	119,173	1,049	10,743	17,344	6,631	14,179	100,124	3,952	21,683	69,565	97,490	82,814	36,359	3,811
Conwy	114,410	993	10,147	16,488	6,372	11,509	96,367	3,580	20,473	61,952	93,937	73,307	41,103	4,412
Denbighshire	97,156	988	9,522	15,480	5,923	10,913	80,182	3,428	19,279	53,555	77,877	65,605	31,551	3,137
Flintshire	155,812	1,526	15,142	24,692	9,489	17,413	128,665	5,419	30,817	90,949	124,995	111,009	44,803	4,062
Wrexham	136,149	1,412	13,901	22,300	8,488	15,653	111,605	4,797	27,766	80,103	108,383	99,122	37,027	3,467
Powys	134,439	1,138	11,655	18,871	7,157	13,314	113,870	4,277	23,424	72,687	111,015	85,073	49,366	4,905
Ceredigion	73,050	569	5,756	9,235	3,518	9,693	62,982	2,276	11,432	42,670	61,618	48,571	24,479	2,349
Pembrokeshire	125,006	1,133	11,708	18,948	7,318	13,528	104,360	4,185	23,485	68,177	101,521	81,788	43,218	4,190
Carmarthenshire	190,083	1,761	18,239	29,562	11,331	21,110	157,809	6,535	36,684	106,228	153,399	128,796	61,287	5,812
Swansea	246,742	2,388	23,642	37,786	14,346	30,716	205,171	8,192	46,947	149,557	199,795	181,641	65,101	6,880
Neath Port Talbot	142,898	1,340	14,011	22,511	8,586	18,214	118,241	5,203	27,992	84,058	114,906	102,227	40,671	3,718
Bridgend	146,743	1,400	14,460	23,224	8,821	16,292	121,111	4,966	28,941	86,507	117,802	105,439	41,304	3,930
The Vale of Glamorgan	134,733	1,366	14,180	22,781	8,711	15,527	109,914	4,706	27,983	76,647	106,750	95,567	39,166	3,794
Rhondda Cynon Taff	241,178	2,486	24,560	39,272	14,832	28,370	197,810	8,372	48,901	144,240	192,277	177,880	63,298	5,593
Merthyr Tydfil	58,593	649	6,423	10,012	3,654	6,738	47,487	1,956	12,456	34,784	46,137	43,339	15,254	1,265
Caerphilly	176,437	1,807	18,206	29,105	10,956	20,268	144,485	6,062	36,060	104,032	140,377	128,561	47,876	3,996
Blaenau Gwent	67,356	730	6,626	10,506	3,912	7,195	55,479	2,149	13,324	40,160	54,032	48,815	18,541	1,519
Torfaen	93,419	1,027	9,688	15,435	5,808	10,732	76,232	3,334	19,428	54,354	73,991	67,487	25,932	2,452
Monmouthshire	94,572	828	8,304	13,683	5,297	9,492	79,637	3,048	17,039	52,654	77,533	62,558	32,014	3,431
Newport	163,628	2,011	18,921	29,413	10,642	19,126	130,364	5,678	37,036	98,959	126,592	126,373	37,255	3,529
Cardiff	383,536	3,909	38,193	60,258	22,449	56,463	316,306	13,646	75,747	252,932	307,789	309,925	73,611	7,395
Wales	3,164,404	31,111	310,671	497,545	188,347	373,807	2,615,889	107,915	619,968	1,862,200	2,544,436	2,271,021	893,383	86,057

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Table 3: Relative Change in population Mid-Year 2023 estimates vs Mid-Year 2022 estimates

Relative Change percentage points (pp) in population Mid-Year 2023 estimates vs 2024-25 Settlement Population Data														
	Total	Aged 3	Aged 3 to 11	Aged 3 to 16	Aged 11 to 15	Aged 11 to 20	Aged 16 and over	Aged 16 to 18	Aged 0 to 17	Aged 18 to 64	Aged 18 and over	Aged under 60	Aged 60 and over	Aged 85 and over
Isle of Anglesey	-0.02	0.03	-0.02	0.00	0.04	-0.01	-0.02	-0.07	-0.01	-0.03	-0.02	-0.03	0.02	0.15
Gwynedd	0.01	0.02	-0.03	-0.05	-0.03	-0.05	0.02	0.04	-0.03	0.03	0.02	0.02	0.00	-0.09
Conwy	-0.03	0.10	-0.02	-0.01	-0.01	-0.04	-0.04	-0.05	-0.02	-0.05	-0.04	-0.05	0.00	-0.14
Denbighshire	-0.01	0.09	0.02	0.01	-0.01	-0.01	-0.02	0.02	-0.01	-0.02	-0.01	-0.02	0.00	0.01
Flintshire	-0.04	0.18	0.01	0.00	-0.05	-0.05	-0.04	-0.01	-0.01	-0.05	-0.04	-0.05	0.00	0.09
Wrexham	-0.02	0.18	-0.02	-0.03	-0.03	-0.04	-0.02	-0.02	-0.03	-0.03	-0.02	-0.03	0.01	-0.06
Powys	-0.03	-0.12	0.00	-0.01	-0.03	-0.04	-0.03	-0.01	-0.02	-0.04	-0.03	-0.05	0.02	0.03
Ceredigion	0.02	0.03	-0.02	-0.01	0.00	0.12	0.03	0.00	-0.02	0.04	0.03	0.03	0.01	-0.01
Pembrokeshire	-0.02	0.08	-0.02	-0.02	0.01	0.00	-0.02	0.00	-0.01	-0.03	-0.02	-0.04	0.02	-0.03
Carmarthenshire	-0.03	-0.22	-0.02	-0.01	-0.01	0.00	-0.04	0.01	0.00	-0.06	-0.04	-0.05	0.00	-0.07
Swansea	0.09	0.11	0.11	0.07	0.06	-0.04	0.10	-0.02	0.07	0.14	0.10	0.15	-0.04	0.01
Neath Port Talbot	-0.02	-0.22	-0.04	-0.05	-0.01	0.07	-0.02	-0.04	-0.03	-0.03	-0.02	-0.02	-0.02	-0.09
Bridgend	-0.03	-0.27	-0.08	-0.04	-0.04	-0.03	-0.03	-0.04	-0.04	-0.04	-0.03	-0.05	0.02	0.10
The Vale of Glamorgan	0.00	-0.13	0.01	0.04	0.04	0.06	-0.01	0.09	0.02	-0.01	-0.01	-0.01	0.00	-0.04
Rhondda Cynon Taff	-0.01	-0.20	-0.04	-0.03	-0.02	-0.10	-0.01	-0.09	-0.05	-0.01	0.00	-0.01	0.00	0.14
Merthyr Tydfil	-0.03	-0.05	0.00	0.00	0.00	-0.02	-0.03	-0.02	0.00	-0.05	-0.03	-0.03	-0.02	-0.01
Caerphilly	-0.05	-0.01	-0.03	-0.04	-0.05	-0.08	-0.05	-0.16	-0.03	-0.06	-0.05	-0.06	-0.02	-0.01
Blaenau Gwent	-0.01	0.00	0.01	0.01	0.01	-0.01	-0.02	0.00	0.02	-0.02	-0.02	-0.02	0.00	0.03
Torfaen	-0.01	0.06	0.01	0.00	0.01	-0.01	-0.02	0.02	0.01	-0.02	-0.02	-0.02	-0.01	-0.04
Monmouthshire	-0.01	0.13	0.02	0.01	-0.04	-0.05	-0.01	0.03	0.02	-0.03	-0.02	-0.02	0.01	0.04
Newport	0.01	0.00	0.12	0.09	0.04	-0.02	0.00	-0.03	0.08	0.01	0.00	0.02	0.00	-0.08
Cardiff	0.24	0.19	0.06	0.06	0.12	0.34	0.28	0.35	0.10	0.36	0.27	0.34	0.01	0.05
Wales														

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Annex B

Table 4: Exemplifications on the 2024-25 settlement (AEF), Mid-2023 Population Estimates

£'000				
Unitary Authority	Settlement 2024-25	Mid-2023 Estimates	Difference Value Mid-2023 Estimates	Difference % Mid-2023 Estimates
Angelsey	127,586	127,558	-28	-0.02%
Gwynedd	233,317	233,251	-66	-0.03%
Conwy	203,526	202,655	-871	-0.43%
Denbighshire	200,795	200,683	-112	-0.06%
Flintshire	258,527	258,152	-375	-0.14%
Wrexham	232,865	232,434	-431	-0.19%
Powys	235,865	235,263	-602	-0.26%
Ceredigion	135,286	135,709	423	0.31%
Pembrokeshire	218,870	218,421	-449	-0.21%
Carmarthenshire	350,646	349,710	-937	-0.27%
Swansea	435,021	437,052	2,031	0.47%
Neath Port Talbot	285,594	284,763	-831	-0.29%
Bridgend	258,925	258,229	-696	-0.27%
Vale of Glamorgan	209,781	209,655	-126	-0.06%
RCT	485,567	485,413	-154	-0.03%
Merthyr	123,492	122,884	-608	-0.49%
Caerphilly	348,864	347,868	-996	-0.29%
Blaenau Gwent	144,044	143,910	-133	-0.09%
Torfaen	178,733	178,481	-252	-0.14%
Monmouthshire	126,019	125,962	-57	-0.05%
Newport	304,045	304,400	355	0.12%
Cardiff	623,158	628,072	4,915	0.79%
Total Unitary Authorities	5,720,524	5,720,524		