

# Cabinet Agenda



**Date:** Tuesday, 5 April 2022

**Time:** 4.00 pm

**Venue:** The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

## Distribution:

**Cabinet Members:** Mayor Marvin Rees, Donald Alexander, Nicola Beech, Craig Cheney, Kye Dudd, Asher Craig, Helen Holland, Ellie King and Tom Renhard

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**Date:** Monday, 28 March 2022



# Agenda

## 8. Recommendations of the We Are Bristol History Commission

(Pages 3 - 9)





## Equality Impact Assessment [version 2.9]

Title: Recommendations of the History Commission and the broader considerations	
<input type="checkbox"/> Policy <input checked="" type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: G&R	Lead Officer name: Fiona Gilmour
Service Area: Culture & Creative Industries (EoP)	Lead Officer role: Project Manager

### Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

#### 1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

Cabinet is asked to endorse and give authority to explore the steps required to implement the six recommendations within the We Are Bristol History Commission report “Colston Statue: What Next?”. To also include acknowledgement of the three broader considerations, where they impact on Bristol City Council, and how these might be folded into the wider work done by the Council.

Background: On 7<sup>th</sup> June 2020, during global protests for the Black Lives Matter movement, the statue of Edward Colston situated in the centre of Bristol since 1895 was pulled from its plinth, daubed in graffiti, rolled to the harbour’s edge, and pushed into the water. The damaged statue was retrieved from the harbour three days later and taken into the care of the museum service where conservation work was undertaken to stabilise the object. Shortly afterwards the Mayor set up The History Commission to help Bristol better understand its history and how it became the city it is today. In June 2021 a temporary display was opened in M Shed where visitors could see the object and learn about its history. Alongside the display was a short survey which gathered views and ideas and encouraged people from Bristol and beyond to share their thoughts. Three questions were asked about the future of the plinth and the statue and feelings about the events.

The museum display closed on 3<sup>rd</sup> January and a month later the History Commission published a report based on the data gathered from nearly 14,000 completed surveys, 55% of which were from Bristol area postcodes. A shorter, more accessible report was also published in conjunction with Bridging Histories.

The results generated pointed to a considerable amount of thinking and feeling in the city about the

events of June 2020 and the future of the plinth and statue with a majority expressing positivity about the statue being pulled down.

Six recommendations were laid out by the commission which can be found at [Microsoft Word - History Commission Full ReportFinal.docx \(bristol.gov.uk\)](#).

These relate to the future of the statue and how it should be cared for and displayed, and the future of the plinth and how the recent history should be referenced and how the space can be used in the future. The report also highlighted the broader issues which have emerged from the data gathered during the consultation which the Council and other national bodies have been asked to consider.

Whilst these are not specific recommendations, the thoughts expressed, particularly those specifically in relation to the city's involvement in the transatlantic enslavement of African people, could assist in supporting the Council's wider equality and diversity work and the work being identified by the Legacy Steering Group in Project Truth. This is a significant opportunity to include this work in the wider approach to embedding equality and inclusion in the Council's corporate strategy and in tying the different strands together in coherent and meaningful way. Additionally, the significant amount of information provided in the survey represents a unique data set the History Commission feels important to be made available as a valuable resource for the public and academics for reviewing and researching in depth.

The option of providing comments in the free text boxes has led to a great deal of content that could be of interest to researchers. Due to the method by which the data was collected there will be a process needed to manually work through in to redact any identifiable data. This will need to be done in conjunction with Bristol Archives who can store the results and make available appropriately in accordance with Data Protection legislation.

Furthermore, there is opportunity to consider more broadly the existence of named streets, buildings and structures that have contentious history.

The Cabinet paper recommends the creation of a multi-disciplinary, cross departmental project team to thoroughly explore and lay out the steps necessary and identify resources needed to implement the recommendations that are taken forward.

## 1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

## 1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

**Yes**
                 
  **No**
                 
 [please select]

Recommendations set out are believed to have a positive affect for Bristol communities, and the historic prevalence that still prevails today for communities who are still discriminated against because of the colour of their skin. By achieving and developing a pathway for all communities to address their concerns with respect to monuments this will pave the way for participatory and inclusive pathways for communities to be included in what their city looks like helping to reduce future community tensions. This project could be used as a model of participatory involvement.

**Step 2: What information do we have?**

**2.1 What data or evidence is there which tells us who is, or could be affected?**

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Equalities Statistics January 2022 <a href="#">Equalities Statistics: What is available and where to get it? (bristol.gov.uk)</a>	This data provides information about the demographics of the Bristol population.
<a href="#">Microsoft Word - History Commission Full Report Final.docx (bristol.gov.uk)</a>	A Report detailing information on who was consulted and next steps
<b>Additional comments:</b>	

**2.2 Do you currently monitor relevant activity by the following protected characteristics?**

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input checked="" type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input checked="" type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

### 2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

The report is based a survey that was undertaken during the display of the Colston Statue. Nearly 14,000 people completed the survey (13,984). Of these, just over half were from Bristol (55 per cent). The Bristol participants were a cross-section of the city with people of every age, gender, ethnicity and deprivation level participating in large numbers. Every geographical area of the city took part. However, a few neighbourhoods had lower response rates initially, so outreach was used to encourage more people to join in from these neighbourhoods.

### 2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

A consultation took place to support what happens next with the Colston Statue, all of Bristol's communities were consulted however we know that the most affected communities will need to be further engaged.

### 2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

If the Report recommendations are supported by Cabinet further engagement with local communities will take place as part of delivery of the key recommendations. We will use black led organisations to raise awareness of these recommendations, and update all who participated in the consultation.

## Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

### 3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

<b>GENERAL COMMENTS</b> (highlight any potential issues that might impact all or many groups)	
Nearly 14,000 people completed the survey (13,984). Of these, just over half were from Bristol (55 per cent). The Bristol participants were a cross-section of the city with people of every age, gender, ethnicity and deprivation level participating in large numbers.	
<b>PROTECTED CHARACTERISTICS</b>	
<b>Age: Young People</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Responses were received from a wide range of ages.
Mitigations:	There was lower representation from under 16s therefore there was a targeted consultation programme in school with high levels of deprivation and minoritised communities
<b>Age: Older People</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	There was strong engagement in the consultation by those in other age ranges with over-representation of Bristol residents in all age cohorts from 25 to 74, with a reasonable representation from those with ages 75-84.
Mitigations:	N/A
<b>Disability</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	There was a slight overrepresentation of respondents who described themselves as a disabled person (9 per cent of all respondents and 10 per cent of Bristol respondents compared to 8 per cent of Bristol population)
Mitigations:	N/A
<b>Sex</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	There was slight overrepresentation of respondents identifying as female (53 per cent of all respondents and 55 per cent of Bristol respondents compared to 50 per cent of Bristol population)
Mitigations:	N/A
<b>Sexual orientation</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	N/A
Mitigations:	
<b>Pregnancy / Maternity</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	N/A
Mitigations:	
<b>Gender reassignment</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	N/A
Mitigations:	
<b>Race</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The consultation engaged all ethnic groups in the city, although there was slight overrepresentation of White British/White Irish/White Other (88 per cent of respondents compared to 84 per cent of Bristol population) and underrepresentation of Black/African/Caribbean/Black British (4 per cent compared to 6 per cent of Bristol population) and particularly Asian/Asian British (3 per cent of all respondents and 2 per cent of Bristol respondents compared to 6 per cent of Bristol population)
Mitigations:	If the Report recommendations are supported by Cabinet further engagement with African and Black African local communities will take place as part of delivery of the key recommendations.
<b>Religion or Belief</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	

Mitigations:	
<b>Marriage &amp; civil partnership</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>OTHER RELEVANT CHARACTERISTICS</b>	
<b>Socio-Economic (deprivation)</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	If the Report recommendations are supported by Cabinet further engagement with deprived communities' local communities will take place as part of delivery of the key recommendations.
Mitigations:	
<b>Carers</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Other groups</b> [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	
Mitigations:	

### 3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

These recommendations will provide the city with learning about the history of Bristol, and the historic context to why discrimination still takes place 200 years later for citizens who are of Black African and Caribbean heritage. The project will Advance equality of opportunity between people who share a protected characteristic and those who don't, and will Foster good relations between people who share a protected characteristic and those who don't.

## Step 4: Impact

### 4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

<b>Summary of significant negative impacts and how they can be mitigated or justified:</b>
N/A
<b>Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:</b>
The project aims to have a positive impact on Bristol Citizens, supporting these recommendations will reduce community tensions regarding permanent memorials which may be seen as contentious.

## 4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Ensure that communication with African and Caribbean Communities, and other groups underrepresented in the consultation are progressed so they can input into the delivering of the recommendations	Fiona Gilmour	ASAP
Ensure communication with young people through schools is progressed, with the option of this issue being included in the One Bristol Curriculum	Fiona Gilmour	ASAP

## 4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

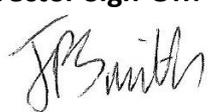
Recommendations will be implemented with the involvement of a range of communities including the younger generation, Black Caribbean, and African communities.

The creation of a process that will engage community representation in public space, notwithstanding the involvement of deprived communities.

The Legacy Steering group will also be involved in the process, ensuring that the delivery of recommendations address and respond to the transatlantic trafficking and enslavement of African people, as well as the wider recommendations from the Project Truth report (<https://www.blacksouthwestnetwork.org/acc>).

## Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director<sup>1</sup>.

<b>Equality and Inclusion Team Review:</b> Reviewed by the Equality and Inclusion Team	<b>Director Sign-Off:</b> 
Date: 01/4/2022	Date: 01/04/2022

<sup>1</sup> Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.