



Equality Impact Assessment [version 2.12]

Title: Cemetery Capital Programme – EqIA to support Cabinet Papers for Bristol Cemetery Capacity and Options for Future Provision.	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other	<input type="checkbox"/> New <input type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: Growth & Regeneration	Lead Officers name: Jonathan James
Service Area: Bereavement Services	Lead Officer role: Head of Service Natural and Marine Environment

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.

To consider options for future provision of burials and internment of cremated remains:	
<ul style="list-style-type: none"> Continuation of the current project to expand South Bristol Cemetery, as approved by the former Cabinet in in January 2024 and planning permission secured in November 2023. Continuation with the project but on a reduced scale, which would allow burials to take place outside the Site of Nature Conservation Interest (SNCI) and enable up to ten years of burial provision. This will still require the Attenuation Pond to be formed within the SNCI. This would enable a member task and finish group to consider Bristol’s burial needs for the 2030’s and beyond. Stopping the expansion project in its entirety and ceasing providing burial plots from 2026, when the current provision ends. To set up a member task and finish group to determine the immediate and longer-term future of Bristol’s burial provision. 	

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input checked="" 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.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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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: [How we measure equality and diversity \(bristol.gov.uk\)](https://www.bristol.gov.uk/equality-diversity)

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](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us																																	
<p>ONS Census 2021 – Proportion of city population with specific religious burial requirements, specifically the requirement for burial.</p> <table border="1" data-bbox="108 1653 555 2094"> <thead> <tr> <th colspan="3">ONS Census 2021</th> </tr> <tr> <th>Belief</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>No religion</td> <td>241,924</td> <td>55.1%</td> </tr> <tr> <td>Christian</td> <td>152,126</td> <td>34.6%</td> </tr> <tr> <td>Muslim</td> <td>31,776</td> <td>7.2%</td> </tr> <tr> <td>Hindu</td> <td>3,545</td> <td>0.8%</td> </tr> <tr> <td>Buddhist</td> <td>2,710</td> <td>0.6%</td> </tr> <tr> <td>Sikh</td> <td>2,247</td> <td>0.5%</td> </tr> <tr> <td>Jewish</td> <td>1,228</td> <td>0.3%</td> </tr> <tr> <td>Others</td> <td>3,697</td> <td>0.8%</td> </tr> <tr> <td>Total</td> <td>439,253</td> <td></td> </tr> </tbody> </table>	ONS Census 2021			Belief	Number	%	No religion	241,924	55.1%	Christian	152,126	34.6%	Muslim	31,776	7.2%	Hindu	3,545	0.8%	Buddhist	2,710	0.6%	Sikh	2,247	0.5%	Jewish	1,228	0.3%	Others	3,697	0.8%	Total	439,253		<p>Bristol City Council has a Public Sector Equality Duty under the Equality Act 2010. The Council is responsible for a growing, diverse community and it is essential that it provides the necessary infrastructure to accommodate all citizens who will encounter bereavement at some point and ensure it adequately plans for the long-term future. Alongside personal choice for burials and cremations a number of faiths have specific requirements associated with their religious beliefs. For burial provision this includes Orthodox Jews, Muslims, and the Greek Orthodox Church, and for cremation this includes Hindu and Sikh faiths. To meet the requirements of the City's diverse communities it is therefore important that both burial and crematorium provision remains available within the City, as proposed by this project.</p>
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Charity organisation: SANDS – Saving Babies’ lives. Supporting bereaved families.

SANDS exists to reduce the number of babies dying and to support anyone affected by the death of a baby, before, during or shortly after birth, whenever this happened and for as long as they need support. SANDS has extensive experience in supporting families with grief and helping shape spaces that support this process.

SANDS have provided the following statement about the importance of bereavement spaces for families in respect of the proposed baby burial provision included within the planning application in December 2023:

“Sands Gardens and Remembrance spaces – at Sands we understand how important it is that families have somewhere outside and in nature to remember their babies that is calm, safe and a dedicated space. Having time to reflect and remember away from the hustle and bustle of daily life can be healing and enable bereaved parents, siblings and families to take time out, create new memories and grow around their grief.”

There is limited remaining baby burial provision available at South Bristol Cemetery. Information and advice provided by SANDS through stakeholder engagement activity has highlighted the importance of providing ongoing and sensitively designed baby burial provision to meet the needs of bereaved families.

Quality of Life 2023-24 Indicator:
% satisfied with the quality of parks and green spaces.

Group	Percentage
Bristol Average	71.1
10% most deprived	43.8
16 to 24 years	69.2
50 years and older	71.0
Disabled	57.3
Asian/Asian British	71.1
Black/Black British	61.0
Mixed/Multiple ethnic groups	64.3
Black, Asian and Minority Ethnic	65.8
White Minority Ethnic	70.7
White British	72.0
Female	72.0
Male	69.9
LGB+	66.9
Trans	56.4
Christian	69.3
Other religion	67.6
No religion or faith	72.7
Rented from housing association	69.5
Rented from private landlord	70.3
Rented from the council	49.8

There are very varied differences in how people in Bristol feel about parks and green spaces depending on their characteristics and circumstances.

The data shows that Disabled, Black/Black British, Mixed/Multiple ethnic groups/Black, Asian and Minority Ethnic, LBG+ and Trans communities have a lower satisfaction with the quality of Bristol Green Spaces, than the Bristol average.

All carers	66.1
Single parents	58.6
No qualifications	62.0

Additional comments:

The presentation of demographic and socioeconomic data for Bristol illustrates the groups of people who use the bereavement services, cremation and cemeteries. It is known that Disabled people the elderly and people with a lower socioeconomic status will be negatively impacted by changes to these services that reduce ease / cost of access, increase journey lengths (including by public transport) and risk a reduction of accessibility within the sites.

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

- | | | |
|---------------------------------------------------------|----------------------------------------------|----------------------------------------------|
| <input type="checkbox"/> Age | <input type="checkbox"/> Disability | <input type="checkbox"/> Gender Reassignment |
| <input type="checkbox"/> Marriage and Civil Partnership | <input type="checkbox"/> Pregnancy/Maternity | <input type="checkbox"/> Race |
| <input type="checkbox"/> Religion or Belief | <input 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 service does not monitor by protected characteristic. The data collected is under age 16, and for those that identify as Muslim. In this case, as identification is self-determined it would not provide relevant monitoring data to ask people to provide the equalities monitoring information.

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.

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 a change process 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.

The Council have engaged with a number of individuals, community groups and stakeholders, through a range of mechanisms and processes:

- SANDS - a stillbirth and neonatal death charity
- Funeral Directors – those based in Bristol and the surrounding area who use the service.
- Bristol Muslim Burial Group
- Bristol Mosques
- Yew Tree Farm
- Land License Holder

Bristol Tree Forum
 Ward Members
 Cabinet Lead Members
 Mayor's Office (and subsequently Leader's Office)
 Planning Portal Consultation

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.

Following any decision taken by the Policy and Public Health Committee of which option to progress a stakeholder engagement plan will be developed to have the widest possible appropriate engagement and consultation to progress the chosen option.

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 \(EqIA\) \(sharepoint.com\)](http://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 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.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Exact impact to be accessed once a decision is taken on which option to progress by the Policy and Public Health Committee. However, depending on the option taken there may be an impact on the level of accessibility of bereavement services due to location of crematoriums and cemetery; possible increased cost of journeys; or possible reduction in accessibility due to a more remote location or in a location where the site physical characteristics are less favourable, such as less parking, steeper terrain, more steps or other obstacles.
Mitigations:	Older people should be able to access burial locations that are not a disadvantage to compared with people who are not older
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	To be accessed once a decision is taken on which option to progress by the Policy and Public Health Committee. However, depending on the option taken Disabled people may be temporarily impacted during any building and refurbishment works.
Mitigations:	If works were to go ahead Disabled People using wheelchairs / other mobility aids should be able to access the site more easily following the completion of changes and

	provision would need to be made for alternative methods of access and to ensure their safety in the event of an emergency evacuation whilst these are ongoing.
Sex	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Decision makers should consider when appraising these options the overarching need to provide sufficient burial space to meet religious needs – specially Muslims, Orthodox Jewish, Catholic and the Greek Orthodox faiths. Faiths that do not allow cremation and require provision of burial space to meet their religious requirements.
Mitigations:	Faith based communities who bury should be able to access burial locations that are not a disadvantage compared with people who are not faith based who bury.
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	A reduction in the provision of local burial services, and / or a reduction in the supply of these services may lead to increased costs for both bereavement services and accessing these services.
Mitigations:	To be accessed once a decision is taken on which option to progress by the Policy and Public Health Committee
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
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

The existing South Bristol Cemetery site has the following provision for the listed faith/communities which are designated separately, and there is sufficiency for the years indicated, based on current population figures.

Faith/Community	Mapped Grave Plots Available	Grave Plots Used	Projected number of years available
Jewish	56	10 in the last 20 years	112 years
Polish Catholic	94	13 in the last 20 years	144 years
Chinese	119	19 in the last 20 years	125 years
Bahai	26	7 in the last 20 years	74 years
Muslim	120	13 in 2023/24	9 years
Baby Graves			
Baby (not Muslim)	38	23 in the last 3 years	5 years
Baby Muslim	33	13 in the last 3 years	7 years

The service however has been approached by other faith communities to allocate provision, including the wider Catholic faith/communities, and the Romanian Orthodox faith, which is difficult to provide due to the current lack of burial spaces

Option 1

Continuation of the current project to expand South Bristol Cemetery, as approved by the former Cabinet in in January 2024 and planning permission secured in November 2023.

- No negative impact as this would give choice to all communities.

Option 2

Continuation with the project but on a reduced scale, which would allow burials to take place outside the Site of Nature Conservation Interest (SNCI) and enable up to ten years of burial provision. This will still require the Attenuation Pond to be formed within the SNCI. This would enable a member task and finish group to consider Bristol's burial needs for the 2030's and beyond.

- No negative impact as this would give choice to all communities.

Option 3

Stopping the expansion project in its entirety and ceasing providing burial plots from 2026, when the current provision ends. To set up a member task and finish group to determine the immediate and longer-term future of Bristol's burial provision.

- May reduce burial space available.

Option 1 and Option 2 will further help meet the Council's obligations around improving accessibility in situations where a Disabled person would otherwise be placed at a substantial disadvantage compared with people who are not disabled.

- Benches provided throughout the site to provide seating for those having to walk any distance on the site.
- Existing site levels altered to reduce slopes and undulations to ensure the site and facilities are more accessible for visitors and staff.
- The surface of parking bays designated for Disabled people, particularly the area surrounding the bays, allow the safe transfer of a passenger or driver to a wheelchair.

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.

Summary of significant negative impacts and how they can be mitigated or justified:
The equality impact assessment has identified different impacts depending on the options to be discussed. With Option 3 there may be a risk of reduced burial space available.
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
There may be an opportunity to improve provision for specific protected characteristics of age, disability, religion or faith and the provision of dedicated baby burial areas for Option 1 and Option 2.

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
n/a at this stage		

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.

- | |
|--------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none">• Ongoing service monitoring• Relevant Quality of Life metrics. |
|--------------------------------------------------------------------------------------------------------------------------|

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 Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: 
Date: 13/9/2024	Date: 16.09.2024

¹ 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.

