

Equality Impact Assessment [version 2.9]



Title: Budget Proposal GR003 & GR004	
<input checked="" type="checkbox"/> Budget Proposal	<input checked="" type="checkbox"/> Changing
Directorate: Growth and Regeneration	Lead Officer name: Kate Murray
Service Area: Libraries	Lead Officer role: Head of Libraries

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.

Budget context:

Bristol City Council is required by law to set a balanced budget however we face a potential gap in our core budget of around £23.1 million next year. With such a significant challenge the budget cannot be balanced without additional funding, making greater efficiencies (doing the same for less money) or by transforming the way we do things.

The Council has defined statutory responsibilities, but deliver against a far broader agenda, providing universal services benefiting the whole community, and targeted services aimed at individuals, communities with particular needs, and businesses – administered by our workforce, city partners, stakeholder organisations and commissioned services.

The COVID-19 pandemic has been far reaching, with a lasting impact on our people and our economy. Our finances are stretched to the limit, and the UK Government has stopped funding local COVID-19 responses. Up and down the country councils are facing this funding crisis with less money to keep services going. This is because more money is needed to: help citizens with the impact of the COVID-19 pandemic; support low-income households and local businesses in need of support post-COVID-19; support more people than ever with mental health and social care services; and meet the rising need and cost of home to school transport for children with special educational needs and disabilities (SEND) etc. At the same time, the pandemic saw us receive less income from business rates, commercial rentals, parking, sports facilities, and our museums, shops and cafes.

The [Medium Term Financial Plan](#) underpins the Council's financial planning process and outlines the approach we will take to meet the challenges presented by focusing primarily on delivering efficiencies, service re-design programmes which cut across directorate boundaries, and increasing external income and Invest to Save revenue.

This proposal:

The library service has three budgets – two are non-staffing.

1. The Material Fund funds the purchase of all the material bought for the library service in 27 libraries. This includes the physical books, audio, DVDs, reference material etc. as well as the electronic versions including e books, e audio, information databases and electronic comics and newspapers.
2. The second budget (Supplies and Services) contains all the items required to manage a large service, from the Libraries West subscription to stationery and individual printers to IT service contracts for library technology.

The staffing budget which makes up almost 80% of the service budget and funds all the staff in the libraries would not be affected.

The proposal is to reduce the two non-staffing budgets by £50,000 each on a permanent basis. The total library service budget would be reduced by £100,000. We are not proposing to make any changes to library opening times in any of the libraries

1.2 Who will the proposal have the potential to affect?

<input 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 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: <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																						
Census 2011 and Census 2021 2011 Census Key Statistics About Equalities Communities	The Census details the demographic profile of Bristol. The first results of the 2021 census will not be available until Spring 2022, so demographic data is still informed by 2011 census and other population related documents (listed below)																						
The population of Bristol	Updated annually. The report brings together statistics on the current estimated population of Bristol, recent trends in population, future projections and looks at the key characteristics of the people living in Bristol.																						
New wards: data profiles Ward Profiles - Power BI tool	The Ward Profiles provide a range of data-sets, including Population, Life Expectancy, health and education disparities etc. for each of Bristol's electoral wards.																						
Bristol Quality of Life survey 2020/21 final report Quality of Life 2020-21 — Open Data Bristol	<p>The Quality of Life (QoL) survey is an annual randomised sample survey of the Bristol population, mailed to 33,000 households (with online & paper options), and some additional targeting to boost numbers from low responding groups. In brief, the 2020 QoL survey indicated that inequality and deprivation continue to affect people's experience in almost every element measured by the survey.</p> <p>The Open Data 'Equalities View' tool shows at a glance the disparities for each Quality of Life indicator based on people's characteristics and circumstances including protected characteristics, caring responsibility, tenancy, education level, and deprivation.</p> <table border="1" data-bbox="735 1608 1355 2107"> <thead> <tr> <th>Characteristic</th> <th>% satisfied with libraries</th> </tr> </thead> <tbody> <tr> <td>16 to 24 years</td> <td>52.1</td> </tr> <tr> <td>50 years and older</td> <td>53.9</td> </tr> <tr> <td>65 years and older</td> <td>56.6</td> </tr> <tr> <td>Female</td> <td>58.0</td> </tr> <tr> <td>Male</td> <td>50.4</td> </tr> <tr> <td>Disabled</td> <td>44.4</td> </tr> <tr> <td>Black Asian & Minority Ethnic</td> <td>51.0</td> </tr> <tr> <td>White Minority Ethnic</td> <td>54.6</td> </tr> <tr> <td>White British</td> <td>54.5</td> </tr> <tr> <td>Asian/Asian British</td> <td>56.3</td> </tr> </tbody> </table>	Characteristic	% satisfied with libraries	16 to 24 years	52.1	50 years and older	53.9	65 years and older	56.6	Female	58.0	Male	50.4	Disabled	44.4	Black Asian & Minority Ethnic	51.0	White Minority Ethnic	54.6	White British	54.5	Asian/Asian British	56.3
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<u>Citizens' Assembly</u>	The citizens' assembly is composed of 60 randomly selected participants. The group reflects as far as possible the diversity of the population in terms of age, sex, ethnicity, disability, employment status, and geographical location. Bristol Citizens' Assembly was part of a process created by the city of Bristol to gather public input to inform its COVID-19 recovery plan.																																														
<u>Joint Strategic Needs Assessment (JSNA)</u>	The Joint Strategic Needs Assessment reports on the health and wellbeing needs of the people of Bristol. It brings together detailed information on local health and wellbeing needs and looks ahead at emerging challenges and projected future needs. The JSNA is used to provide a comprehensive picture of the health and wellbeing needs of Bristol (now and in the future); inform decisions about how we design, commission and deliver services, and also about how the urban environment is planned and managed; improve and protect health and wellbeing outcomes across the city while reducing health inequalities; and provide partner organisations with information on the changing health and wellbeing needs of Bristol, at a local level, to support better service delivery.																																														
<u>Final report on progress to address COVID-19 health inequalities - GOV.UK (www.gov.uk)</u> December 2021	Multiple sources of data and evidence have highlighted the disproportionate impact of COVID-19 on equalities communities, and the impact of measures taken to address this. This final report highlights the government response to the original recommendations and the long lasting 'take homes'. This highlights the importance of not treating ethnic minorities like a homogenous group and nurturing existing local partnerships and networks for public health programmes. It also gives recommendations around																																														

	communications, developing and providing materials in multiple languages and working with community partnerships to improve understanding and co-create content for key audiences.
HR Analytics: Power BI reports (sharepoint.com) [internal link only] Equality and Inclusion Annual Progress Report 2020-21 (pdf, 982KB) Appendix – Workforce Diversity Data – summary analysis	The Workforce Diversity Report shows Bristol City Council Workforce Diversity statistics for Headcount, Sickness, Starters and Leavers data. The report is updated once a month with data as at the end of the previous month. It excludes data for Locally Managed Schools/Nurseries, Councillors, Casual, Seasonal and External Agency employees. The report is based on the sensitive information that staff add to Employee Self Service on iTrent (ESS).
Designing a new social reality - Research on the impact of covid-19 on Bristol's VCSE sector and what the future should be – Black South West Network 2020	Local research has highlighted how long-term underinvestment and lack of equity in funding and procurement has eroded the local Voluntary and community sector – in particular for Black and minority ethnic led organisations. 30% of the organisations surveyed stated to operate on an annual budget below £5,000, and an additional 18% operated on below £25,000. 42% of the organisations sampled had no paid staff at all and fully relied on volunteers to deliver their activities and services.
Additional comments:	

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

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

Although our corporate approach is to collect diversity monitoring for all relevant characteristics, there are gaps in the available local diversity data for some characteristics, especially where this has not always historically been included in census and statutory reporting e.g. for sexual orientation. For the library service, diversity monitoring is currently mainly achieved through the Quality of Life surveys.

Diversity data is not routinely collected from library users as it is not currently possible to anonymise such data and avoid such data being shared across six other libraries authorities and their staff. We are working on a project to collect customer data via ipads at each site.

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.

We held a public Budget Consultation from Friday 5 November 2021 until Friday 17 December 2021. Alongside asking for views on different options for Council Tax next year, we shared some of the broad areas where we were looking at to reduce council spend to seek citizen's view. We made it clear in our communications that "We know we may need to consult with you about some of our more detailed saving proposals before we make any final decisions about them in future, and they may include difficult choices."

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.

All responses to the Budget Consultation will be analysed and included in a report that will be published on the Bristol City Council website in early 2022. We will take Budget consultation responses into account when developing our final proposals to put to the Cabinet and a meeting of the Full Council for approval. The final decision will be taken by Full Council at its budget setting meeting in February 2022.

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.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)

We must ensure that any budget setting decisions that are likely to affect future services are informed by proper analysis. This is so that decision makers can have due regard to any likely disproportionate or negative impact for citizens and service users on the basis of their protected and other relevant characteristics at the time the budget is approved – not afterwards¹.

Decision makers will have the ability to make changes to the individual spending plans following further consultation as appropriate and detailed evaluation of the impact of specific proposals. Within the proposed budget envelope there will be financial mitigation put aside for any non-delivery or amendments to proposals which may occur due to future consideration of equalities issues or other factors.

As well as identifying whether budget changes will have a disproportionate impact on particular groups (e.g. because they are over-represented in a particular cohort of affected service users), we need to pay particular attention to the risk of indirect discrimination: when an apparently neutral decision puts members of a given group at a particular disadvantage compared with other people because of their different needs and circumstances.

¹ [Bristol judgment clarifies Councils' Budget consultation duties — The Consultation Institute](#)

Because the underlying reasons for the Council's budget deficit are very far reaching and likely to impact other public bodies and providers - we need to avoid making any assumptions that people's needs will still be met by other / external provision if we reduce or decommission our existing services.

We are also aware of existing structural inequalities and particular considerations, issues and disparities for people in Bristol based on their characteristics, which we have taken into account in making this budget proposal (detailed below).

Mitigations – The reduction of the budget is not likely to have a disproportionate impact on one or more protected characteristics or Ward area. The needs of each library will be taken into consideration when implementing the reduction

Bristol Libraries are part of Libraries West – a seven authority consortium with access to material from all authorities. Bristol Libraries offer free reservations so that residents can freely access material from Libraries West if collected in a Bristol library.

PROTECTED CHARACTERISTICS

Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts	<p>Community and living / engagement</p> <ul style="list-style-type: none"> • Young people are often under-represented in engagement and consultation and in Bristol are less satisfied than average with the way the council runs things. • Low income families are less likely to have books within the home • Low income families are more likely to rely on public computers for digital inclusion <p>Health and wellbeing</p> <ul style="list-style-type: none"> • Children and young people from the most deprived areas of Bristol have the poorest outcomes in health and education <p>Economic / Education and Skills</p> <ul style="list-style-type: none"> • 6.8% of 16-17 year olds (2020/21) were “not in education, employment or training” (NEET) • Young adults are most likely to have lost work or seen their income drop because of COVID-19
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • Those over 50 make up a disproportionately high number of active library users in comparison with the population as a whole. Therefore, we need to be aware that any changes to the provision of the library service could impact disproportionately upon this age group.
Mitigations:	See general comments above
Disability	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts	<ul style="list-style-type: none"> • We have a legal duty to make reasonable adjustments for disabled people - Disabled people must not be charged for their reasonable adjustments, accessible formats or other adaptations. It is a legal requirement under the Equalities Act to ensure information is accessible to disabled employees and service users. • Any changes to the furniture or environment of the libraries must take disabled peoples' needs into consideration – e.g. in terms accessibility including contrast, lighting, size and height etc. • Disability increases with age: 4.1% of all children, for the working age population it increases to 12.3% and for people aged 65 and over it increases to 55.9%. • We will ensure that there continues to be a wide range of library materials in alternative and accessible format at that disabled people are not disproportionately impacted by savings.
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • While we do not have current data, we know that historically a disproportionately higher proportion of women were active members of the library than men. Therefore, we need to be aware that any changes to the provision of the library service could impact disproportionately upon women.

Mitigations:	See general comments above
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts	No specific impacts identified
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts	No impact identified – there are no planned cuts to library resources which are likely to disproportionately impact on pregnant people, parents or babies
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
	No specific impacts identified
Race	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
	Council services should budget and make arrangements for providing translations of documents and information based on their own needs and demand. Whilst there is no automatic right in UK law for translation or interpretation into another language on request (unless that language is Welsh because of the Welsh Language Act 1993, or for deaf people e.g. if their main language is British Sign Language), the Equality Act 2010 prohibits direct and indirect discrimination on the basis of a protected characteristic, and the public sector equality duty requires all public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations. So providing translation and interpretation goes a long way to advancing equality on the basis of 'Race' for people who have little or no English because of their ethnic background. We should also consider communication needs of groups who may have poor levels of literacy or learning difficulties through the use of plain English, easy read versions of documents and using pictures instead of translation etc.
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts	People from faith groups are most likely to hold a library card (52%) compared with other groups; they are also the most satisfied with than any other group. Any changes to the libraries or facilities need to be made with the needs of faith groups in mind. For example, spaces to pray.
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
	No specific impacts identified
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
	Whilst we have not identified any disproportionate impact on deprivation and potential savings are not focused on any locality, people from deprived areas are less likely to hold a library card but are also least satisfied with library services. 1 in 8 children from low income families do not have books at home so may rely more heavily on libraries for books.
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Other groups [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:	n/a
Mitigations:	n/a

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

It is unlikely that the proposals under considerations will have any potential benefit other than to contribute to a balanced budget

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:

There should be no significant negative impacts on particular, though in theory there could be some disproportionate impact on services for people aged over 50, and women. Where potential impacts have been identified for disabled people, ethnic minorities and people of faith, these will be taken into consideration when making decisions to ensure that savings are made equitably, and worse off areas are not disproportionately affected

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

None identified – we will ensure that future allocation or resources takes into account our PSED including the duty to advance equality of opportunity and foster good relations between different communities

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
We will ensure that any reduction in material fund spending will not be disproportionately targeted at materials for aimed at any protected group.	Kate Murray	2022-23 ongoing
We will ensure that our duty to provide a safe and accessible service for all is not compromised by the reduction in funding of our 'Supplies and Service' budget.	Kate Murray	2022-23 ongoing

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

Review of material fund spending; health and safety checks; customer feedback

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 Director².

Equality and Inclusion Team Review:

Director Sign-Off:

² 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.

Reviewed by Equality and Inclusion Team

Handwritten signature of J.P. Smith in black ink.

Date: 21/12/2021

Date: 22/12/2021