

# Equality Impact Assessment [version 2.10]



Title: Changes to the Council's workforce arising from the requirement to make budget savings	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input checked="" type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: All	Lead Officer name: James Brereton
Service Area: All	Lead Officer role: Head of Human Resources

## 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.

The Council is required by law to set a balanced budget. In the 2023/24 financial year there is a gap between the predicted cost of providing services and the available funding. The gap is around £31m. 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 Medium Term Financial Plan underpins the Council's financial planning process and outlines the approach we will take to meet the challenge.

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.

Some measures to reduce spending have recently been implemented, including reducing the number of directors and managers through a succession planning scheme, deleting vacant positions and controls around recruitment.

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**

This Equality Impact Assessment covers all potential workforce implications arising from the budget proposals for 2023/24. These include a freeze or deletion of vacancies and a review of some services.

These could have an impact on the Council's workforce if implemented. Taken together these measures would reduce our overall capacity (the number of council jobs) and mean we will have to focus on core priorities.

Service changes will be subject to their own Equality Impact Assessment.

Where colleagues are in scope for a specific saving proposal (that goes ahead following Full Council's setting of the budget), we will carry out consultation in line with our Managing Change Policy where required. Whilst such a significant reduction in budget will inevitably reduce the overall number of jobs in the council, we are already taking steps to reduce the impact on employees. For example, through vacancy management and also reducing the number of managers through succession planning.

Where any jobs are subject to change we will prioritise redeployment opportunities for affected colleagues. A programme of support will also be offered to all colleagues and managers affected by the change.

## 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 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: [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 \(sharepoint.com\)](https://www.bristol.gov.uk/data-statistics-intelligence). 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 \(sharepoint.com\)](https://www.bristol.gov.uk/hr-analytics-power-bi-reports) 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
<p data-bbox="108 210 687 277"><a href="#">HR Analytics: Power BI reports (sharepoint.com)</a> [internal link only]</p> <p data-bbox="108 315 767 421"><a href="#">Equality and Inclusion Annual Progress Report 2021-22</a> Appendix – Workforce Diversity Data – summary analysis</p> <p data-bbox="108 459 663 526">Pay Gap Report <a href="#">BCC Pay Gap Report - 31-03-21(bristol.gov.uk)</a></p>	<p data-bbox="821 210 1458 562">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 staff employed by schools/nurseries, casual workers and agency workers. The details of the report are collected via the sensitive information section that staff themselves update in Employee Self Service on the Council’s HR system (called iTrent).</p> <p data-bbox="821 600 1422 815"><b>Age</b> - Younger staff are significantly under-represented within our workforce and the council has a much older age profile compared to Bristol Working Age population:</p> <ul data-bbox="821 745 1430 815" style="list-style-type: none"> <li>• 12.4% of staff aged 16–29 compared with 39%</li> <li>• 41.2% of staff are over 50.</li> </ul> <p data-bbox="821 857 1401 963"><b>Disability</b> - We have an under-representation of disabled staff: 9.1% compared to the Bristol Working Age population at 12%.</p> <p data-bbox="821 1003 1401 1256"><b>Ethnicity</b> - Some particular minoritised ethnic groups are underrepresented within the Council workforce:</p> <ul data-bbox="821 1115 1337 1256" style="list-style-type: none"> <li>• Asian or Asian British 2.9% versus 5.8%</li> <li>• Black or Black British 5.1% versus 5.3%</li> <li>• Mixed 3.7% versus 2.9%</li> <li>• Other Ethnic Groups 0.4% versus 1%.</li> </ul> <p data-bbox="821 1294 1437 1400">There is a higher representation of Black, Asian and Minority Ethnic staff in lower pay-brackets within the council as set out in our Race Pay Gap report.</p> <p data-bbox="821 1440 1442 1861"><b>Sex</b> - Women are over-represented as staff: 60.2% versus the Bristol Working Age population of 49%. The council’s gender pay gap analysis indicates that mean pay for men is 4.16% higher than that of women and the median pay for men is 8.24% higher than that of women. The difference between the median and the mean figures is due to the high proportion of women in the top quartile of employees. There is a negative gender pay gap for women in senior roles within the pay structure, which means that women are more likely to be paid more than men.</p> <p data-bbox="821 1904 1417 2009"><b>Religion/Belief</b> - 32.6% of our workforce say they have a religion/belief compared with 51% in the Bristol Working Age population.</p> <p data-bbox="821 2049 1401 2114"><b>Sexual Orientation</b> - 5.9% of our workforce have told us they are lesbian, gay or bisexual, which</p>

	<p>compares with 9.1% for the Bristol Working Age population.</p> <p><b>Marital Status</b> – 14.1% of our workforce are Married, in a Declared Partnership or Civil Partnership. However, we do not have this data for 79% of staff and there is currently no comparative data for the Bristol Working Age population.</p> <p><b>Pregnancy/Maternity</b> – 2.5% of our colleagues are currently pregnant or on maternity leave.</p> <p><b>Trans</b> – 0.1% of our colleagues have recorded they are trans, however very few employees have made a declaration on this and there is no comparative data for the Bristol Working Age population.</p> <p><b>Socio-Economic (deprivation)</b> – 5.1% of the Council’s workforce live within Bristol’s most deprived areas.</p>
<p><u><a href="http://nomisweb.co.uk">Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a></u></p>	<p>84% of all people in Bristol are economically active which is higher than nationally (78.6%) and in the South West (80.7%). Of economically active people in Bristol 6.9% are self-employed, compared to 9.5% nationally.</p> <p>Of those who are economically inactive in Bristol, 33% are Students, 29% are ‘long-term sick’ and 16% are looking after family/home, as well as 9.2% who are retired.</p> <p>The percentage of ‘workless households’ in Bristol is 12.1%, compared to 13.6% nationally, and the proportion of working age people who are benefit claimants is 11.2%.</p> <p>Bristol has a higher proportion of people working in ‘professional occupations’ (36.2) than for the South West (24.4%) and nationally (25.8%).</p>
<p><b>Additional comments:</b></p>	

## 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.

Referenced in 2.1 above.

## 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 change or restructure \(sharepoint.com\)](https://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.

Our public Budget Consultation (Friday 11 November 2022 until Friday 23 December 2022) included details of our initial equalities considerations for savings proposals in relation to service users and citizens only. We made it clear that the equality comments did not include our consideration of the potential internal impacts for our workforce, and that any specific impacts for staff will be assessed alongside wider consideration of council workforce changes.

We will be undertaking staff and trade union consultation in line with the Council's Managing Change Policy and subject to the decisions of the Cabinet and Full Council. Timelines for consultation may vary in line with the nature of each proposal.

We will have an open dialogue with the workforce whilst the public budget consultation is live. There will be clear and accessible communication about potential workforce changes, where colleagues will have the opportunity to discuss how the changes might impact them.

## 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 2023. 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 2023.

We will continue our dialogue with the workforce, trade unions and staff led groups so that we continue to assess and mitigate the impact on those from protected groups.

There will be clear and accessible communication about potential workforce changes, where colleagues will have the opportunity to discuss how the changes might impact them.

Where colleagues are in scope for a specific saving proposal, that goes ahead following Full Council's setting of the budget, we will carry out consultation in line with our Managing Change Policy where required.

### 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)

Even when we plan to consult in more detail on specific service delivery proposals at a later time, we must ensure that any budget setting decisions that are likely to affect future services are informed by sufficient consultation and proper analysis. This is so that decision makers can have due regard to any likely disproportionate or negative impact on the basis of their protected and other relevant characteristics at the time the budget is approved – not afterwards<sup>1</sup>.

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), 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.

We are also aware of existing structural inequalities and particular considerations, issues and disparities for people in Bristol based on their characteristics, which we will take into account.

At this stage there is insufficient detailed information on who might be impacted by the proposals, however we are aware that workforce changes can disproportionately affect employees with particular protected characteristics, and therefore we are seeking to mitigate impacts through the following:

- Tight controls on the engagement, extension and conversion of agency and fixed term workers and a vacancy freeze have been in place since July 2022.
- A review of funded vacant positions is currently underway (October 2022). Those that can be left unfilled either for a period or permanently will be frozen/deleted as appropriate and others will be used as opportunities for those in redeployment.
- In both 2021/22 and 2022/23, the Succession Planning Policy has enabled managers to apply to leave the council on a voluntary basis. This has reduced the cost of the Council's management structure and opened up development opportunities for other Council staff.
- A range of support will be made available alongside the changes, including well-being support for all colleagues, job search support for those at risk of redundancy (whether voluntary or compulsory)
- Pro-active matching of redeployees (for those at risk of redundancy or medical redeployment) to Suitable Alternative Employment and support and development plans for those redeployed to other jobs.

Service changes will be subject to their own Equality Impact Assessments and the Council's Managing Change Policy will apply. The policy sets out expectations regarding consultation, who should have priority consideration for vacancies, redeployment to other roles across the Council and pay protection.

Inevitably these savings will have an impact on our capacity as an organisation and we won't be able to deliver everything we have done previously. It will be the main focus of the senior leadership team and managers to look at the impact of these changes and how we re-prioritise our work against our Corporate Strategy priorities.

#### PROTECTED CHARACTERISTICS

<b>Age: Young People</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	A smaller workforce and less recruitment could mean it will take longer to address the under-representation of young people.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Age: Older People</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	41.2% of our workforce are over 50, which is a significant over-representation compared to the general population, This proposal may not negatively impact the representation of employees aged over 50 within the workforce in comparison to the general population.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Disability</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Existing under-representation of disabled staff could be compounded – for example, if reasonable adjustments are not promptly and properly made in selection processes and redeployment situations.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Sex</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Women could be disproportionately impacted because they are generally over-represented in the Council's workforce. This would depend on the demographics of employees affected by changes in roles or loss of jobs.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Sexual orientation</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Lesbian, gay and bisexual people are under-represented in the Council's workforce at present, and this could be further compounded by workforce changes.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Pregnancy / Maternity</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Colleagues on maternity leave may be less able to engage in change processes and could be overlooked.
Mitigations:	Specific reminders will be given to managers leading changes to ensure that those currently away from work are properly included (in line with the Managing Change Policy), and so that the legal protections afforded are understood and applied appropriately.
<b>Gender reassignment</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Given the comparatively small number of Trans employees it is difficult to identify what the impacts might be at this stage.
Mitigations:	
<b>Race</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	We have an under-representation of some minoritised ethnic groups within the council. There is a higher representation of minoritised ethnic staff in lower pay-brackets within the council as set out in our Race Pay Gap report. Workforce changes could potentially compound this under-representation because of less recruitment.

Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Religion or Belief</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	32.6% of our workforce has a religion/belief compared with 51% in the Bristol Working Age population. This proposal might further compound this under-representation.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Marriage &amp; civil partnership</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Given the limited data available it is difficult to identify what the impacts might be.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<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:	5.1% of the workforce live within Bristol's most deprived areas. This proposal might further compound this under-representation.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<b>Carers</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Given the limited data available it is difficult to identify what the impacts might be.
Mitigations:	At this stage, please refer to general comments above. Further mitigations will be identified during the course of consultation and implementation.
<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

We are primarily focusing on mitigating the negative impacts of the proposals however we will seek opportunities for developing future leaders, address equality gaps and continue to develop a leadership team which is representative of the city we serve.

## 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:**



Please refer to 3.1 above. There will be a number of EQIAs for these proposals. The cumulative impact of these will be kept under review for this overarching EQIA, which will be updated. Change processes could have a differential impact based on age. Less recruitment could compound existing under-representations and mean it will take longer to address them.

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

Please refer to 3.2 above. There will be a number of EQIAs for these proposals. The cumulative impact of these will be kept under review for this overarching EQIA, which will be updated

**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
To be completed during engagement/consultation		

**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.

Representation levels across the workforce will be monitored on a monthly basis via the HR Dashboard.

**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> <i>Reviewed by Equality and Inclusion Team</i>	<b>Director Sign-Off:</b> Steph Griffin
Date: 12/12/2022	Date: 12/12/22

<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.