

# Equality Impact Assessment [version 2.12]



Title: Cemetery Capital Programme – EqIA to support Cabinet Papers for South Bristol Cemetery Expansion	
<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: Sharon Radnedge & Ariaif Hussain
Service Area: Bereavement Services	Lead Officer role: Snr Project Manager & Cemeteries and Crematoria 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.

To provide adequate burial land for the residents of Bristol and to ensure this service is provided to meet the future needs of an increased city population.

The Council owns eight cemeteries within Bristol. This proposal concerns the expansion of South Bristol Cemetery.

Only South Bristol Cemetery now has capacity to accept new burials. Part of the approved budget was used in 2022 to develop new burial provision within previously unused parts of the cemetery. This additional provision is expected to be fully utilised before the end of 2025.

Failure to provide new land would mean that families from across the city or those who have chosen to cremate their loved ones and wish to bury them close to the crematorium would be unable to do so. In order to deliver additional burial space, land has been identified which will provide adequate burial land close to the existing site at South Bristol.

### 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:		

The South Bristol Cemetery Extension will continue to provide space for different kinds of burial requirements, including meeting requirements of different faith groups and age groups. Provision will include interment of ashes from cremations. With reference to access to grazing by lease for the neighbouring farm, the Council owns all land associated with the expansion of South Bristol Cemetery. The project has developed proposals to minimise the net loss of grazing land available to lease as an outcome of the cemetery expansion, alongside granting temporary grazing access with the adjacent landowner: Yew Tree Farm ahead of any future longer-term lease of residual land for grazing.

### 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]

The proposals are associated with Capital Works to allow the continuation of existing burial service provision through new expanded burial provision. There is potential for there to be some minor beneficial impacts through changes to provision delivered.

There would be an adverse impact if the project is not progressed. In that instance a separate equalities impact assessment would need to be undertaken by the Bereavement Service to assess the impact of the reduction or loss of associated burial provision within the City and alternative options available, which is outside of the scope of this assessment.

## 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 \(bristol.gov.uk\)](http://bristol.gov.uk)

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="108 383 555 824"> <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><b>Total</b></td> <td><b>439,253</b></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%	<b>Total</b>	<b>439,253</b>		<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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<p><b>Charity organisation: SANDS – Saving Babies’ lives. Supporting bereaved families.</b> 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.</p> <p>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: <i>“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.”</i></p>	<p>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.</p> <p>If the expansion proposals at South Bristol Cemetery were not bought forward, there would be an adverse equalities impact on bereaved residents who presently rely on cemetery provision provided by the Council.</p>																																	
<p><b>Additional comments:</b> 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.</p>																																		

## 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 do 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.

Recognising the significant impact of grief of a loss of a baby on families and friends the Council engaged closely with SANDS, a stillbirth and neonatal death charity in the design of the new provision.

The project team have worked closely with the Bristol Muslim Burial Group to address quality issues raised with existing burial provision within South Bristol Cemetery and to plan for future burial provisions.

The project engaged with Funeral Directors to understand any key considerations associated with their use of the site and feedback from residents that they provide services for.

South Bristol Cemetery expansion engagement has also included adjacent land owners and ecological stakeholder groups. This engagement has highlighted key concerns from the consultees regarding the potential impact of the proposed works on the ecological, social and agricultural value of the effected land. For some consultees these concerns have become an emotive issue, the Council recognises and understands this. As described below, consultation with these groups will continue and the mitigation measures proposed will form part of the planning conditions and project scope. This means the mitigation measures will be formally added to the scope of the project and legally protected under planning law.

## 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.

Engagement with stakeholders will continue in relation to South Bristol Cemetery provision. Engagement will take place primarily during the pre-construction design and consenting phase. For South Bristol Cemetery Expansion planning, this consultation has been largely completed, with ongoing stakeholder engagement activity largely focused on future cemetery and ecological management arrangements.

### 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 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)	
The South Bristol Cemetery Expansion Project proposes improvements to the provision of cremation (interment of ashes) and burial services in a location that significantly mitigates the potential adverse impacts of a lack of bereavement services, should the proposed extension not proceed.	
<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:	
Mitigations:	
<b>Age: Older People</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Reduced accessibility of bereavement services due to location of crematoriums and cemetery. Increased cost of journeys. Reduction in accessibility due to provision of services in 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:	The south Bristol Proposal improves ease of access to bereavement services in local area, served by public transport and with safe access for the less physically mobile. Minimising cost of transport / journey length. Ensuring availability of parking close to ceremony and burial areas. Ease of access to local Cemetery services for the elderly who may rely more heavily on public transport and have specific accessibility requirements in terms of the location of services.
<b>Disability</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Disabled people may be negatively affected during the building and refurbishment works.
Mitigations:	Disabled People using wheelchairs / other mobility aids should be able to access the site more easily following the completion of the changes and provision will 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.
<b>Sex</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Sexual orientation</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>

Potential impacts:	
Mitigations:	
<b>Pregnancy / Maternity</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Gender reassignment</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Race</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Religion or Belief</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Lack of burial space to meet religious needs – specially Muslims, Orthodox Jewish and the Greek Orthodox Church. Faiths that do not allow cremation and require provision of burial space to meet their religious requirements.
Mitigations:	Proposal for expanding South Bristol Cemetery will provide sufficient future burial space to accommodate these requirements.
<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:	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:	Proposal for expanding South Bristol Cemetery will mitigate of these potential impacts through the maintenance of the provision of local bereavement services.
<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 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

As described above, the proposal essentially ensures the ongoing provision of cremation and burial services in Bristol. This provision will specifically benefit (or protect the provision of a service for) people with protected characteristics of age, disability and religion or faith.



## 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>
The equality impact assessment has identified that the proposed works will mitigate potential negative impacts resulting from the proposals not being implemented. The project as proposed does not present any negative impacts.
<b>Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:</b>
Avoid a reduction in quality / accessibility or cost of accessing bereavement services that could result from not proceeding with the proposed works. Improved provision for specific protected characteristics of age, disability, religion or faith and the provision of dedicated baby burial areas.

### 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
Approval of proposed South Bristol Cemetery Expansion project to maintain bereavement services in the city.	Jon James	Spring 2024

### 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.

As a minimum, success can be measured by maintain the current service provision with not permanent reduction in bereavement services capacity or reduction in accessibility of these services. Measurement by objective assessment of the proposals by Equality and Inclusion Team at the point of project approval (to capture any last minute changes to the proposal) and then at project completion. A positive impact is expected, an improvement of burial services for specific faith groups (specially Muslims, Orthodox Jewish and the Greek Orthodox Church) and in baby burial provision.
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## 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>	<b>Director Sign-Off:</b>
<i>Reviewed by Equality and Inclusion Team</i>	

<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.

A handwritten signature in black ink, appearing to read 'P. Keller', is written in the upper right quadrant of the page.

Date: 21/12/2023

Date: 2 January 2024