Equality Impact Assessment [version 2.10]



Title: GAP004 Legible City	
□ Budget Proposal	☐ New ☑ Already exists / review ☐ Changing
Directorate: Growth & Regeneration Lead Officer name: Anesa Kritah/Jason Thorne	
Service Area: Economy of Place Lead Officer role: Head of Economic Development / Ser	
	Manager City Centre and High Streets

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 <u>Equality and Inclusion Team</u> 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 <u>plain English</u>, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

Budget context

Every year, the council must agree an annual budget which balances the money we spend with the money we are expecting to receive. Councils across the country are continuing to face financial challenges and based on our current forecasts, we face a funding gap over the next five years (to 2028/29) of up to £81.2 million dependent on the severity of factors such as inflation, funding changes, and unavoidable service pressures. This is in addition to the £17.7 million of savings and efficiencies proposals for 2024-2028 outlined in the 2023/24 budget and assumed delivery of 2023/24 savings in the current year.

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.

To address these challenges we are looking across all of our services with a focus on:

- maximising our transformation programmes where we are looking to improve services whilst achieving the best value for money
- income opportunities where we are looking to improve our external income and most effectively apply that income

 targeted reviews – where we are looking at services that are comparatively high in cost compared to other councils to see where we can do things differently to reduce costs, be more efficient in how we do things and, in some cases, stop doing some things entirely.

This proposal - Bristol Legible City Maintenance and Update Budget.

Preamble:

- The Bristol Legible City project was developed in the late 1990s to improve people's understanding and experience of the city through the use of identity, information and transportation projects.
- The project was the first of its kind with Bristol pioneering a system that has since been replicated both nationally and internationally.
- Through the use of both mapping monoliths, finger post signs and printed walking maps visitors to the city have been able to navigate and explore with ease.
- Over the past 30 plus years since the first map monolith was installed Bristol has grown and developed. This means that the Legible City project must evolve to reflect those changes to remain relevant.

The proposal is for the Legible City project to spend £60,000 less in 2024/25. This means that there will be less budget for signage and wayfinding information that help people navigate the city, signs will be updated and maintained less frequently and may not always have the latest information about new developments or transport.

1.2 Who will the proposal have the potential to affect?

☐ Bristol City Council workforce	⊠ Service users	☑ The wider community	
	☐ City partners / Stakeholder organisations		
Additional comments:			

1.3 Will the proposal have an equality impact?

⊠ Yes	□ No	[please select]
∠ Yes	⊔ No	[please select]

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.

Any reduction in project spend will reduce some of the maintenance, updating of existing signs and creation of new signs. This will leave some out-of-date information on the signs that show facilities no longer open to the public. New amenities need to be included on updated signs in order for the public to access these including accessible routes and facilities.

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)

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
<u>Census 2021</u>	The Census details the demographic profile of Bristol.
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.
Bristol Key Facts 2022	Population Profiles for Equalities Groups bring together detailed analysis looking at equalities groups and how they differ in relation to age, health, employment, education and housing, and maps the distribution of equalities groups across the city.
Ward profile data (bristol.gov.uk)	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 2021-22

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 most recent QoL survey indicated that inequality and deprivation continue to affect people's experience in almost every element measured by the survey.

The <u>Quality of Life 2021/22 data dashboard</u> highlights those indicators, wards and equality and demographic groups which are better or worse than the Bristol average.

Quality of Life Indicator	% who find it difficult to manage financially
16 to 24 years	12.5
50 years and older	6.7
65 years and older	3.2
Female	8.6
Male	8.5
Disabled	21.6
Asian /Asian British	9.9
Black/Black British	19.8
Mixed/Multiple Ethnicity	16.3
White British	7.8
White Minority Ethnic	8.4
Lesbian Gay or Bisexual	12.7
No Religion or Faith	8.0
Christian Religion	8.3
Other Religions	18.2
Carer	10.7
Full Time Carer	14.0
Part Time Carer	9.7
Single Parent	28.6
Two Parent	9.6
Parent (all)	12.0
No Qualifications	10.0
Non-Degree Qualified	12.9
Degree Qualified	6.7
Rented (Council)	20.3
Rented (HA)	20.6
Rented (Private)	14.6
Owner Occupier	4.6

Bristol Average	8.7
Most Deprived 10%	18.8

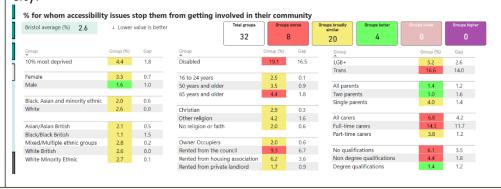
% for whom accessible venues would encourage them to visit venues and events more often at night.

The data shows that there are higher than average concerns surrounding accessible venues allowing people to visit venues and events more often at night from Disabled people, Carers, Older People, Transgender people, people without formal qualifications, people that rent from the council and people that live in the 10% most deprived areas. So, based on this data we can assume that this proposal may have a disproportionate impact on these groups that already are presented with barriers due to inaccessibility in Bristol. Any decrease in the accessibility of the signage would also = a decrease in accessibility in general. Any reduction in funding would prevent the addition of accessible information which is missing on the signs at present. and accessible information and signate would be a big contributor to some for being able to access the city.



% for whom accessibility issues stop them from getting involved in their community

The data shows that there are higher than average concerns surrounding accessibility issues stop them from getting involved in their community from Disabled people, Carers, Older People, Transgender people, people without formal qualifications, people that rent from the council and so, based on this data we can assume that this proposal may have a disproportionate impact on these groups that already are presented with barriers due to inaccessibility in Bristol. Any decrease in the accessibility of the signage would also = a decrease in accessibility in general. Any reduction in funding would prevent the addition of accessible information which is missing on the signs at present. and accessible information and signate would be a big contributor to some for being able to access the city.



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

☐ Age	☐ Disability	☐ Gender Reassignment
☐ Marriage and Civil Partnership	☐ Pregnancy/Maternity	☐ Race
☐ Religion or Belief	□ Sex	☐ 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. We also know there are some under-reporting gaps in our workforce diversity information - where personal and confidential information is voluntarily requested from staff.

We have no diversity monitoring information for legible city as a project.

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 <u>Managing change or restructure</u> (<u>sharepoint.com</u>) 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 launched a public consultation on our budget proposals between 09th November 2023 to the 21st December 2023. This consultation set out all the savings proposals we had identified to produce a balanced budget in the context of reduced available funding and increasing financial pressures.

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 the Council's Budget report that will be published on the Bristol City Council website in early 2024. We will take Budget consultation responses into account when developing this and other 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 / March 2024.

Following the setting of the overall budget envelope there will be extensive engagement, consultation and co-design with affected communities on particular proposals which will inform future decision making prior to implementation. Our approach to public engagement and consultation will proactively

target under-represented respondents to increase the participation of people from equality groups and their local representative organisations. This will help to ensure that our services and actions are informed by the views and needs of all our citizens.

We will develop a future strategy for Legible City working with various internal and external stakeholders including Transport, community groups, equalities groups, Visit West, Business Improvement Districts, Shopping Centre Managers.

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 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), 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.

PROTECTED CHARACTERISTICS			
Age: Young	Does your analysis indicate a disproportionate impact? Yes No ⊠		
People			
Potential	•		
impacts:			
Mitigations:			
Age: Older	Does your analysis indicate a disproportionate impact? Yes No x		
People			
Potential	Older people in Bristol are:		
impacts:	 less likely to be comfortable using digital services 		

	 more reliant on public and community transport more likely to be an unpaid carer more likely to help out or volunteer in their community less likely to have formal qualifications Bristol Ageing Better estimated at least 11,000 older people are experiencing isolation in the city. We must factor aging and the needs of older people into long term budgeting and service design
	 Older people are more reliant on the non digital forms of wayfinding. Monoliths and fingerposts. These are the items that would be effected by any budget cuts to the service.
Mitigations:	By using the reading distance guidelines as set out in the Legible City Design Guide both the text and pictograms can be set at a size which is easily read by most users. For example, finger post text set at 65mm tall can be read by a person with average eyesight at a distance of up to 15 metres away. Keeping a high contrast of background to text also ensures legibility is maintained even in low light conditions. During 2024 there will be and upgrade of 32 of the map monoliths to included updated map artwork and new internally illuminated panels. This will greatly increase visibility of the signs during low and nighttime light levels.
Disability	Does your analysis indicate a disproportionate impact? Yes ⊠ No □
Potential impacts:	 17% of Bristol's population are disabled. There are more disabled women than men living in Bristol. Disabled people are less likely to be employed in a managerial or professional occupation the national disability employment rate was 52.7% in Q2 2021, compared to 81.0% for non-disabled people. 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%. Disabled people on average have lower qualification levels than the population as a whole. Disabled people have lower car ownership levels Disabled people should be empowered to make independent living choices and a have a say in access to service provision. Budget setting needs to provide sufficient resource and flexibility to meet our legal duty to make anticipatory and responsive reasonable adjustments for disabled people including: changing the way things are done e.g. opening / working times; changes to overcome barriers created by the physical features of premises. providing auxiliary aids e.g. extra equipment or a different or additional service. is 'anticipatory' so we must think in advance and ongoing about what disabled people might reasonably need. 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. Disabled people need to understand their routes around the city are accessible and
	know where facilities are
Mitigations:	To aid navigation of the city centre by those with mobility challenges the addition of new accessible routes on existing signage plus new pictograms indicating facilities such as accessible toilets/baby changing facilities is urgently needed. These are also planned to be included on the mapping monolith upgrade program which is planned to roll out this year. Alignment of the finger posts and mapping monoliths is essential in order for the whole system of signage to work.
Sex	Does your analysis indicate a disproportionate impact? Yes No X
Potential	•
impacts:	
Mitigations: Sexual	Does your analysis indicate a disprepartionate impact? Vos. No. V
orientation	Does your analysis indicate a disproportionate impact? Yes No X

Potential	•
impacts:	
Mitigations:	
Pregnancy /	Does your analysis indicate a disproportionate impact? Yes No X
Maternity	
Potential	•
impacts:	
Mitigations:	
Gender	Does your analysis indicate a disproportionate impact? Yes No X
reassignment	The state of the s
Potential	•
impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes X No
Potential	Ethnic minorities in Bristol experience greater disadvantage than in England and Wales as a
impacts:	 whole in education and employment and this is particularly so for Black African people². In the last census (2011) 16% of the population belonged to a Black, Asian or minority ethnic group and this is likely to be higher now. The top three countries of birth outside UK for Bristol residents are Poland, Somalia and India. Bangladeshi, Pakistani, and Black ethnic groups are more likely to live in deprived neighbourhoods; and the same groups and Chinese ethnicities are about twice as likely to live on a low income and experience child poverty compared to White groups Black people in the UK are less likely to hold a driving licence and more likely to rely on public transport. Black, Asian and minority ethnic groups in Bristol are more likely to find inaccessible public transport prevents them from leaving their home when they want to Black African young people are disadvantaged in education compared to their White peers². A disproportionately high percentage of Bristol school pupils from Black, Asian and minority ethnic backgrounds are excluded from school and In Bristol pupils with the lowest 'Attainment 8' scores are from Black ethnic background (highest from Chinese ethnic background.) Organisations may lack cultural competence because minoritised ethnic staff are under- represented. People from Black African, Other, and Black Caribbean groups have persistently high levels of unemployment and almost all ethnic minority groups in Bristol experience employment inequality when compared to White British people. Black Asian and other minoritised ethnic groups are more likely to be self-employed than the Bristol average and over-represented in low income self-employment including taxis, takeaway restaurants People who do not speak English as a main language may require information in plain English and community language translations or videos etc. People who cannot read English may be more reliant on visible
Mitigations:	See general comments above Inclusion of new pictograms to the existing finger post signs will aid
Mitigations:	See general comments above Inclusion of new pictograms to the existing finger post signs will aid users for whom English is not their first language to navigate and locate facilities across the city centre. Currently many of these are missing due to the out of date nature of many of the finger post signs. Mapping monoliths will also have these additional pictograms added during the upgrade programme.
Religion or	Does your analysis indicate a disproportionate impact? Yes No X
Belief	2 22 y 22. 2.16. y 313 maiotic a disproportionate impact. 163 110 /
Potential	• .
impacts:	
Mitigations:	
iviitigations.	

Marriage &	Does your analysis indicate a disproportionate impact? Yes □ No ⊠
civil partnership	
Potential	
impacts:	
Mitigations:	
OTHER RELEVAN	T CHARACTERISTICS
Socio-Economic	Does your analysis indicate a disproportionate impact? Yes No X
(deprivation)	
Potential	•
impacts:	
Mitigations:	
Carers	Does your analysis indicate a disproportionate impact? Yes No X
Potential	•
impacts:	
Mitigations:	
Other groups [Ple	ease add additional rows below to detail the impact for other relevant groups as appropriate e.g.
Asylums and Refu	ugees; 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 <u>Public Sector Equality Duty</u> 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 scale of the potential gap in our core funding means that there is very limited opportunity to bring genuine additional benefit to equalities groups in the circumstances. However we have considered as far as possible the need to: eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010; advance equality of opportunity between people from different groups; and foster good relations between people from different groups.

Our budget savings proposals are aligned to our Corporate Strategy and although we have limited resources our future focus will be on achieving those priorities we have identified including tackling poverty and intergenerational inequality.

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:

Not updating the Legible City signs could have negative impacts, particularly on Disabled people and people who do not read English well. We will consider other sources of funding in order to maintain and update Legible City signage.

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

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
All relevant EqIAs will be published on the Council's website		
https://www.bristol.gov.uk/council-spending-		
performance/council-budgets and continue to be updated as		
appropriate.		

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.

Our Equality and Inclusion Annual Progress Reports show what we have done to achieve the aims of our Equality and Inclusion policy and strategy, and the progress we have made including reporting on all relevant KPIs and workforce diversity <u>Equalities policy - bristol.gov.uk</u>

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 <u>Equality and Inclusion Team</u> before requesting sign off from your Director¹.

Equality and Inclusion Team Review:	Director Sign-Off:
Reviewed by Equality and Inclusion Team	Allean
Date: 8/1/2024	11/01/2024

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.