

Equality Impact Assessment [version 2.10]



Title: GAP006 GR HLS: Overhead contribution from a proposed new property licensing scheme

Budget Proposal New Already exists / review Changing

Directorate: Growth and Regeneration Lead Officer name: Tom Gilchrist

Service Area: Private Housing Lead Officer role: Service 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.

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

The City Council has just finished a consultation on two proposals on whether to introduce new property licensing schemes that will affect the private rented sector in the city. The proposals will be considered by Cabinet in February 2024.

If one or both proposals are agreed to proceed by Cabinet, some of the income generated from any new property licensing scheme(s) can be used to pay operational 'on costs' provided to enable the Licensing service to enable it to work. 'On Costs' relate to organisational costs such as human resources, Finance and ICT.

The two proposals included in the consultation were:

- Introduce a citywide additional licensing scheme covering all houses in multiple occupation in the city;
- Introducing Selective licensing for private rented family homes in three wards: Ashley Down and Bishopston, Cotham and Easton.

The aims of the property licensing will be to improve the management and condition of houses in multiple occupation across the city and improve poor property conditions in the three selective licensing wards.

If Cabinet agrees to proceed with one or both of these proposals, private landlords will be charged a fee to license their properties. The license fee will pay for the administration of the licensing programme and to undertake property inspections and property improvements during the five-year life of the licensing programme. If one or both proposals are implemented the licensing income will pay for the entire costs for delivering the licensing program.

The aim of licensing is to improve property conditions and poor management practises in the private rented sector. The positive impact of licensing schemes are the numbers of improvements made to properties that are below minimum standard. The negative impact is that for the landlord there is a financial cost and for some tenants, landlords will increase rents to cover these additional costs of relevant scheme even though for the majority the costs are low – maximum £7.15 (additional scheme) or £3.50 per week (selective scheme), before discounts.

There are risks that landlords may leave the rental market rather than pay the fees but the rental income they can receive far outweighs this one-off cost of selective and additional licensing. Analysis from earlier schemes has shown that although some landlords have left the market, new landlords have joined and although there may be an initial drop, most landlords do come back as it is a very lucrative market.

Rental costs have increased over the last few years and now demand is so high in Bristol, landlords have been increasing rents anyway because of market conditions. Those increases are outside of our control and are down to the individual landlord.

Landlords who do not make an application for a licence when they should, will be at risk of enforcement action or even prosecution if they do not licence their properties and yet continue to rent them out. Tenants can apply for Rent Repayment Order if a landlord continues to let a property that has no licence. This means they can get some or all their rent back for the time the property was unlicensed when it should have been. Landlords who do not comply with relevant housing legislation in relation to meeting licensing conditions or addressing disrepair where they have a duty to comply, are at risk of enforcement action including formal enforcement notices, civil penalty notices and prosecution.

There will be a lot of publicity about the scheme to make as many landlords and agents as possible aware of the scheme (and relevant private tenants). Applicants are given three months to make an

application before we consider them to be unlicensed. Those who do not licence when they should, will be investigated by caseworkers to encourage and assist them to apply for a licence to avoid enforcement action. We will work with voluntary and community sector also to ensure the message reaches those who need it. Even properties owned and let by charities will require a licence to ensure conditions are met but no fee will be payable - Section 63(3), Housing Act 2004. Charities are legally exempt from paying a fee but must still make an application, be inspected and meet all licensing standards. Normally landlords will be asked to comply with housing legislation through informal if appropriate or relevant means prior to any formal enforcement action.

As part of the procedure of taking formal legal action in a case, Private Housing consider whether there are any equalities issues that should be considered and actions that should have been taken when deciding whether formal action is to be taken/appropriate/determining level of financial penalty.

If one or both of the proposals to introduce a new licensing scheme(s) are agreed by Cabinet, there will need to be a recruitment round to deliver the administration and inspection of all properties covered by the approved licensing schemes.

1.2 Who will the proposal have the potential to affect?

<input 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?

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.

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 \(sharepoint.com\)](http://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 2021	The Census details the demographic profile of Bristol.												
The population of Bristol Bristol Key Facts 2022	<p>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.</p> <p>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.</p>												
Ward profile data (bristol.gov.uk)	The Ward Profiles provide a range of datasets, including population, life expectancy, health and education disparities etc. for each of Bristol’s electoral wards.												
Bristol Quality of Life Survey 2021-22	<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 most recent QoL survey indicated that inequality and deprivation continue to affect people’s experience in almost every element measured by the survey.</p> <p>The Quality of Life 2021/22 data dashboard highlights those indicators, wards and equality and demographic groups which are better or worse than the Bristol average.</p> <p>For example, there are significant disparities based on people’s characteristics and circumstances in the extent to which they find it difficult to manage financially:</p> <table border="1" data-bbox="655 1765 1501 2094"> <thead> <tr> <th data-bbox="655 1765 975 1854">Quality of Life Indicator</th> <th data-bbox="975 1765 1501 1854">% who find it difficult to manage financially</th> </tr> </thead> <tbody> <tr> <td data-bbox="655 1854 975 1906">16 to 24 years</td> <td data-bbox="975 1854 1501 1906">12.5</td> </tr> <tr> <td data-bbox="655 1906 975 1957">50 years and older</td> <td data-bbox="975 1906 1501 1957">6.7</td> </tr> <tr> <td data-bbox="655 1957 975 2009">65 years and older</td> <td data-bbox="975 1957 1501 2009">3.2</td> </tr> <tr> <td data-bbox="655 2009 975 2060">Female</td> <td data-bbox="975 2009 1501 2060">8.6</td> </tr> <tr> <td data-bbox="655 2060 975 2094">Male</td> <td data-bbox="975 2060 1501 2094">8.5</td> </tr> </tbody> </table>	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
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<p>HR Analytics: Power BI reports (sharepoint.com) [internal link only]</p> <p>Equality and Inclusion annual progress report 2021-22 (bristol.gov.uk) Appendix – Workforce Diversity Data – summary analysis</p> <p>Additional sources of useful workforce evidence include the Employee Staff Survey Report and Stress Risk Assessment Form completed by individuals and teams [internal links only]</p>	<p>If one or both of the proposals to introduce a new licensing scheme(s) are agreed by Cabinet, there will need to be a recruitment round to deliver the administration and inspection of all properties covered by the approved licensing schemes.</p> <p>The service has fewer employees who are:</p> <ul style="list-style-type: none"> - Young, - from Asian or Asian British ethnicity - fewer male than female members of staff <p>The recruitment process offers the opportunity to further diversify the workforce and will follow usual internal protocol in relation to equality and inclusion.</p>																																																		
<p>Nomis - Official Labour Market Statistics (nomisweb.co.uk)</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. Of those who are economically</p>																																																		

<p><u>Business demography, UK - Office for National Statistics (ons.gov.uk)</u></p>	<p>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. 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%. 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>In 2020 (most recent data) the South West continued to have the highest five-year ‘survival rate’ in the UK of businesses that survived into 2020 (this has been the case since 2012). The largest proportion of these surviving businesses, 22%, was in the professional, scientific and technical industry.</p>
<p><u>Bristol One City: Cost of Living Crisis – Bristol’s One City approach to supporting citizens and communities (Oct 2022)</u></p>	<p>The rising cost of living is not impacting on everyone equally. People who are already experiencing inequity and poverty will be disproportionately impacted:</p> <ul style="list-style-type: none"> • People on the lowest incomes - will have less available income but also pay more for the same services. For example, people unable to pay their bills by Direct Debit and those borrowing money are subject to higher costs and interest rates. This is what anti-poverty campaign group Fair by Design has referred to as a Poverty Premium • Households with pre-payment energy meters - households with pre-payment meters often pay above-average costs for their fuel. They will face a significant rise in their monthly bills in autumn and winter with increased energy usage as they do not benefit from the “smoothing” effect of Direct Debits, which spread usage costs evenly across the year • Parents and young families – parents of young children are more likely to seek credit and alternative support as they are less able, on average, to afford an unexpected expense. Single parents will be disproportionately affected; and one in four single parents find it difficult to manage financially (28.6%). • Disabled people – just under half of all people in poverty in the UK are Disabled people or someone living with a Disabled person. Disabled people have higher living costs, and tend to pay more for their heating, travel, food/diet, prescription payments, and specialist equipment. It is estimated that UK households that include Disabled children pay on average £600 more for their energy bills than an average household • Black and Minoritised people – A higher proportion of Black and minoritised ethnic groups reported finding it difficult to manage financially (14.9%) in 2021. In 2020 the Social Metrics Commission found that almost half of people living in a family in the UK where the head of the household is Black are in poverty. Age UK report that poverty among older Black and minoritised ethnic groups is twice as high as for white pensioners • People in rented accommodation – it is estimated that 69% of low-income private renters in England will be forced to go

	<p>without food and heating at least one day per week to meet rising housing and living cost. Almost three in ten homes in Bristol are privately rented</p> <ul style="list-style-type: none"> • Underserved populations - It is likely that populations that are not typically well represented in data and research are likely to also face increased risk from rising cost of living. For example, refugees and asylum seekers, people experiencing homelessness, and Gypsy/Roma/Traveller groups.
<p>National statistics: English Housing Survey 2021 to 2022: private rented sector</p>	<p>The recently published report found:</p> <ul style="list-style-type: none"> • 14% of private rented sector homes, or 615,000 occupied dwellings, are estimated to contain a Category 1 hazard (for example severe damp and mould). This is higher than for social rented (4%) or owner occupied (10%) dwellings. • Private rented homes were more likely to be non-decent than owner-occupied homes. • Private rented homes were more likely to have damp than all other tenures. Almost 11% (465,000 dwellings) of private rented homes had dampness compared with 4% (177,000 dwellings) of social rented homes and 2% (262,000 dwellings) of owner-occupied homes.
<p>Building Research Establishment (BRE) Bristol City Council report August 2023</p>	<p>The report provides evidence to identify suitable areas or types of housing that would most benefit from the introduction of licensing schemes and meet the licensing criteria in the Housing Act 2004. The proposals going to Cabinet are:</p> <ul style="list-style-type: none"> - To introduce a citywide Additional licensing scheme covering all private rented houses in multiple occupation in the city; and/or - Introduce Selective licensing scheme covering private rented homes three wards: Bishopston and Ashley Down, Cotham and Easton. <p>Licensing will enable the City Council to inspect each licensable property to ensure they meet licensing standards and thereby improving standards for many private tenants in the selected areas.</p> <p>Under the proposal for a citywide Additional licensing scheme covering all houses in multiple occupation it is estimated that 8,041 properties would be affected by the additional licensing proposal. Many vulnerable people live in HMOs and these properties are poorly managed and in poor condition which can result in significant impacts on the local community in which these properties are located.</p> <p>Under the proposal for a targeted selective licensing scheme, it estimated that 4,307 properties would be affected and be required to be licensed and meet licensing standards.</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.

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. The service has limited diversity data about our service users, and citywide and ward level diversity data is unavailable for some protected characteristics e.g., gender reassignment.

The Building Research Establishment (BRE) report focuses on the property details as licensing is property led irrespective of the tenants except by the number and relationship of the households who occupy these properties to determine the type of licence required where licensing is introduced. Many private landlords and tenants are unknown to us and therefore we do not hold equalities data for the majority of these.

The service does collect the equalities data through our consultations, and we have just completed our 5th consultation on licensing across different areas of the city. The data held is respondents who completed the consultation questionnaires and is not therefore representative of all those who may be affected by the proposal.

The Private Housing Service also has online equalities monitoring forms linked to our online service user forms which service users can choose to complete. However, this has only been fully in place since June and there have not been sufficient responses to allow use of data.

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 \(sharepoint.com\)](#) 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 of 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.

In relation to the two proposed licensing schemes, a public consultation was undertaken between 29th August 2023 and 7th November 2023. The consultation ran for ten weeks via the Ask Bristol hub with an online survey form and paper copies of the consultation documents made available on request and pre-paid envelopes provided for the completed surveys to be returned and uploaded for those with no

access to the internet. A Press release was issued, and the council's private housing website was updated with details about the consultation.

Private Landlords, private tenants and other residents living in the proposed areas were invited by letter or email to participate along with landlord and tenant organisations, councillors and neighbouring LAs. In all 12,636 letters and 43,565 emails were sent during the consultation. The consultation included easy read versions than could be downloaded and sent in the post. Alternative language formats were also available upon request.

Information was posted online and posts on Facebook and on Twitter were made throughout the consultation period. Posters were placed in all 27 libraries and distributed by Community Development Team. Also, an electronic version of the poster shared through their network e.g., Community Exchange network (over 100 organisations), Avon Task groups and other contacts. Landlords who had signed up for the Private Housing Landlord newsletter were also emailed with full details of the consultation and proposals via the Landlord Newsletter including a reminder 3 weeks before the end of the consultation period. Meetings were held both with Landlord and tenant organisations.

The results of the consultation will be published on the Consultation Hub from mid-December 2023. We received 1,562 responses. Overall, 52.57% of respondents agreed with the proposals for a citywide additional licensing scheme and 39.19% disagreed. 38.96% respondents agreed with the proposal for a selective licensing scheme and 51.22% disagreed with the proposal.

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 with protected, and other characteristics 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.

No further contact will made until the Cabinet decision is known at which time we will once again write to all known landlords with properties in the area, with private tenants living in the area and with consultees who wished to be kept informed, of the decision. Also, landlord and tenant organisations will be kept updated through our Bristol landlord's forum and West of England Landlords Panel meetings.

If the scheme is approved by Cabinet, prescribed public notices must be published in two local papers every other week for ten weeks declaring the scheme details.

We will also write out to all those affected again – mainly landlords and tenants and other stakeholders and equalities groups when the scheme is about to go live and update our web pages, newsletters etc. to

publicise as widely as possible with details about how to apply for a licence. Those that remain unlicensed after the initial three-month application period will be contacted and encouraged to make an application, with help from a caseworker if necessary.

We monitor progress throughout the term of the scheme to ensure that all properties that should be licensed are licensed. All properties are inspected, and action is taken to remedy any failings that are undertaken. Statistics are kept throughout on performance and monitored against the scheme's aims. A review of the scheme is taken halfway through and again at the end to check progress is being made and to measure its impact on the number of properties improved, enforcement action taken and analysis of the private rented sector market.

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)

Licensing aims to improve living conditions for those renting in the private rented sector, so the overall impact is anticipated to be positive for tenants living in private rented accommodation. All tenants will benefit from any improvements and better management that licensing can bring and may have cost savings through utility bills if property improvement related to energy efficiency. Tenants from particular protected characteristic groups are overrepresented in the private rented sector, for example,

- young people are often over-represented in tenants and so the schemes are anticipated to have a positive impact on young people
- Older people - Most landlords tend to be older who have bought buy-to-let properties as part of their retirement fund
- Disabled tenants should be positively supported if they live in rented accommodation as their homes will be in better repair, well insulated and heated.
- Black, Asian and minority ethnic residents living in the rented sector are less likely to be satisfied overall with the quality of their home in the private rented sector.

The aim of licensing is to improve property conditions and poor management practices in the Private Rented Sector (PRS). The financial impact on landlords is minimal given the income collected from the rent. Additional impact will be a maximum of £7.15 (additional scheme) or £3.50 per week (selective scheme), before discounts. Landlords may have longer term savings through better management of properties in terms of maintenance costs by addressing disrepair before it becomes a more serious issue. Without the proactive work carried out under declared licensing schemes, many properties in the private rented sector could continue to be let in sub-standard conditions and we would only be able to do something about them on a responsive basis.

PROTECTED CHARACTERISTICS

Age: Young People	Does your analysis indicate a disproportionate impact? Yes
Potential impacts:	<ul style="list-style-type: none"> • Young people are often under-represented in engagement and consultation in Bristol and are less satisfied than average with the way the council runs things. • Children and young people in Bristol are considerably more ethnically diverse than the overall population of Bristol. • Children and young people from the most deprived areas of Bristol have the poorest outcomes in health and education in terms of health, education and future employment etc. • Young people in Bristol are more likely to: <ul style="list-style-type: none"> ○ have poor emotional health and wellbeing ○ find inaccessible public transport prevents them from leaving their home when they want to ○ 6.8% of 16–17-year-olds (2020/21) were “not in education, employment or training” (NEET), worse than the national average (5.5%) • Young adults are most likely to have lost work or seen their income drop because of COVID-19 and the cost-of-living crisis. • As most people renting in the private rented sector are younger people, they will be impacted the most by licensing.
Mitigations:	<ul style="list-style-type: none"> • Licensing aims to improve living conditions for those renting in the private rented sector so the overall impact should be positive. All tenants will benefit from any improvements and better management that licensing can bring and may have cost savings through utility bills if property improvement related to energy efficiency. • Please also see Section 1.
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"> • Older people in Bristol are: <ul style="list-style-type: none"> ○ 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. • Some landlords rent out property as a retirement fund so licensing and the additional costs involved may impact those and potentially reduce their profit in the first year.
Mitigations:	Licensing aims to improve living conditions for those renting in the private rented sector so the overall impact should be positive. All tenants will benefit from any improvements and better management that licensing can bring and may have cost savings through utility bills if property improvement related to energy efficiency.
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • 17% of Bristol’s population are disabled. There are more disabled women than men living in Bristol. • A higher proportion of disabled people rent from a social provider (local authority or housing association) • Disabled people should be empowered to make independent living choices and have a say in access to service provision.

	<ul style="list-style-type: none"> 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: <ul style="list-style-type: none"> 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. Tenants: Disabled people in Bristol are less likely to be satisfied overall with their current accommodation, therefore the licensing scheme is likely to have a positive impact on Disabled people and potential health and wellbeing improvements from improved accommodation quality. Landlords: Disability (including hidden impairments and neurodivergent conditions such as Dyslexia, ADHD, Dyscalculia or Autism) may be a factor in not being able to achieve compliance with legislation.
Mitigations:	<ul style="list-style-type: none"> Tenants: Licensing aims to improve living conditions for those renting in the PRS so the overall impact should be positive. Landlords: Checks and balances forms will be completed prior to enforcement to enable officers to identify when Disabled landlords may require reasonable adjustments such as; additional time to complete works, alternative means of communication, additional time or visits with landlords to discuss requirements. BCC will work with landlords to support any reasonable adjustments needed.
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"> The average UK pay gap is 15.4% in favour of men. The Southwest average is 16.6% with women paid 83p for every £1 earned by male counterparts. Nationally 27% of women experience domestic abuse in their lifetimes. The rate of recorded domestic abuse incidents in Bristol has shown a significant rise over the last two years and 74% of victims were female. Landlords: Although the service doesn't collect local data, national indicates that female landlords are more likely to own one property (55% of landlords owning one property were female compared to 45% male) English Private Landlord Survey 2021: main report - GOV.UK (www.gov.uk). However male landlords made up a higher proportion of all portfolio size categories owning more than one property.
Mitigations:	<ul style="list-style-type: none"> Landlords: Although men would appear therefore to be more greatly affected than females by the licensing fees, they are also receiving greater rental income having more than property in the rental market. The fees are payable per property and would only ever come under one scheme not both. As part of the procedure of taking formal legal action in a case, Private Housing consider whether there are any equalities issues that should be considered and actions that should have been taken when deciding whether formal action is to be taken/appropriate/determining level of financial penalty
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

Potential impacts:	<ul style="list-style-type: none"> • The Stonewall <u>LGBT in Britain - Health Report</u> shows LGBT people are at greater risk of marginalisation during health crises, and those with multiple marginalised identities can struggle even more. In communications we should signpost and refer where possible to mutual aid and community support networks². • Research has shown that LGBT people are more likely to be living with long-term health conditions, are more likely to smoke, and have higher rates of drug and alcohol use. • Half of LGBT people experienced depression in the last year • In previous schemes, consultees expressed concern that co-habiting same sex couples will be forced to come out to their landlord to avoid paying licence fees.
Mitigations:	<ul style="list-style-type: none"> • If any three or more people are living in a privately rented property which is not rented as a family dwelling it would be licensable regardless of their relationship status to each other – however they would not be required to declare what the nature of their relationship is. The definition of a family for the purposes of HMO licencing is defined by central government and outside the scope of this proposal. https://www.gov.uk/private-renting/houses-in-multiple-occupation • Under the selective licensing proposal, we are also licensing family accommodation, so the landlord does not need to be made aware of a relationship as all properties need to be licensed and will be based on numbers of occupants and whether it is an HMO or non-HMO. No other details are necessary. • Tenants living in properties in the proposed licensing areas along with landlords and managing agents will be written to as part of the licensing inspection programme and will have an opportunity to discuss options with the visiting offers to determine whether a property does/does not need to be licensed.
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • The Equality Act 2010 applies to those who are pregnant or have given birth in the past 26 weeks, as well as making provisions to protect the rights of breastfeeding mothers. • Ensure there is equality of opportunity for services in relation to pregnancy and maternity. This includes e.g. providing physical access when using prams and pushchairs, and availability of toilets and baby-changing facilities etc., and flexible working patterns and service times for childcare arrangements • Babies and children do not count as an occupant under the Housing Act 1985 in relation to the overcrowding provisions and so are not included in HMO occupants for the purposes of licensing. In fact, some landlords in previous schemes have stopped letting HMOs in preference to letting to families to avoid additional licensing.
Mitigations:	<ul style="list-style-type: none"> • If the property is unlicensed a landlord cannot evict any tenant (including their children or babies using the S21 powers). They can only use the mandatory provisions which are harder to enforce, in unlicensed properties. They can only use the S21 discretionary possession order power to repossess a property if it is licensed.
Gender reassignment	Does your analysis indicate a disproportionate impact? No
Potential impacts:	<ul style="list-style-type: none"> • As sexual orientation above trans people are statistically more vulnerable to verbal and physical abuse. Trans people regularly face prejudice and discrimination because of the way in which they transgress many of the norms of our culture and society. • 1 in 8 trans people (12%) in the workplace have been physically attacked by customers or colleagues in the last year because they were trans

Mitigations:	Gender identity does not need to be declared as part of the licensing process.
Race	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> • Ethnic minorities in Bristol experience greater disadvantage than in England and Wales as a 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. • Although the race or ethnicity pay gap has narrowed in recent years there are still wide pay differences between particular ethnic groups and most minority ethnic groups earn less on average than White British people. • 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, Asian and minoritised ethnic households are less likely to own their home and more likely to living in overcrowded housing and intergenerational households. Bangladeshi and Pakistani groups are more likely to live in multi-family households. • 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. • If English is not a landlords first language, there may be misunderstanding of the requirement to licence, and they may not understand the implications of enforcement which could lead to non-compliance and enforcement action. • Private tenants who do not speak English as a first language may not be aware of the scheme or their rights as a tenant. • Black, Asian and minority ethnic people in Bristol are also less likely to be satisfied overall with their current accommodation.
Mitigations:	<ul style="list-style-type: none"> • Information about the potential schemes will be disseminated to landlord and tenant groups and stakeholder contacts as well as posting on social media, online and by mail including information about how to access translation and interpretation services. • Renting of private properties is a business, and all landlords of private rented properties should be competent to manage their property(s). If they are not and then it is likely they have an agent or an appointed manager to manage the property for them. • Where circumstances require, and no family member or agent is available to translate, we can arrange for access to translation and interpretation services. • Licensing aims to improve living conditions for those renting in the PRS so the overall impact should be positive
Religion or Belief	Does your analysis indicate a disproportionate impact? No
Potential impacts:	<ul style="list-style-type: none"> • There are at least 45 religions represented in Bristol. Approximately 1 in 20 people in Bristol are Muslim, and Islam is the second religion in Bristol after Christianity

	<ul style="list-style-type: none"> Budget proposals should take into account differing needs because of people's religion and belief (for example different requirements around diet, life events, and holidays)
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> Bristol has 41 areas in the most deprived 10% in England, including 3 in the most deprived 1%. The greatest levels of deprivation are in Hartcliffe & Withywood, Filwood and Lawrence Hill. In Bristol 15% of residents - 70,800 people - live in the 10% most deprived areas in England, including 19,000 children and 7,800 older people. There are an estimated 29,045 households living in fuel poverty in Bristol, 14.4% of all households (BEIS, 2022) 4.6% of households have experienced moderate to severe food insecurity, rising to 11.2% in the most deprived areas of the city (QoL 2021-22) 34.6% of people in Bristol are dissatisfied with the way the Council runs things, but this is 47.5% for people living in the most deprived areas of the city (QoL 2021-22). The inequalities gap in life expectancy between the most and least deprived areas in Bristol is 9.9 years for men and 6.7 years for women.
Mitigations:	<ul style="list-style-type: none"> The positive impact of licensing schemes are the numbers of improvements made to properties that are below minimum standard. This should improve living conditions for tenants who may be from lower socio-economic households. There is a financial cost and for some tenants, landlords will increase rents to cover these additional costs of relevant scheme even though for the majority the costs are low – maximum £7.15 (additional scheme) or £3.50 per week (selective scheme), before discounts. This risk is deemed to be low given the costings for licensing are relatively low. House prices locally will continue to be monitored by BCC.
Carers	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> Being a carer can be a huge barrier to accessing services and maintaining employment We need to consider the timing/availability of services, events etc. to allow flexibility for carers. . Studies show around 65% of adults have provided unpaid care for a loved one. Women have a 50% likelihood of being an unpaid carer by the age of 46 (by age 57 for men) Young carers are often hidden and may not recognise themselves as carers_
Mitigations:	
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:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our [Public Sector Equality Duty](#) to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

The 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.

The aim of licensing is to improve property conditions and as most private tenants are young people, they will feel the improvements more than other groups. All tenants of licensed properties have better protection and are more able to access services if there are issues as each property will have an assigned case officer who can be contacted.

Tenants from particular protected characteristic groups are overrepresented in the private rented sector. Any scheme which encourages better accommodation and better management of the accommodation would therefore benefit people with protected characteristics .

People who spend a considerable proportion of their time at home should benefit from better quality accommodation in particular – e.g., some Disabled people, single parents with small children, some older people.

Tenants with additional vulnerabilities, for example people with mental health needs, women leaving refuges, homeless men and women are increasingly placed in private rented accommodation. The scheme will make it easier for vulnerable tenants and their support workers to identify landlords and letting agencies who are licenced and offer good standards of accommodation.

Some private rented tenants are less settled within their communities than those in social housing or homeowners. Some accommodation sees a high turnover of tenants for example students. Poor quality accommodation can include severe overcrowding and result in a high turnover of tenants. High turnover can cause community cohesion issues with neighbours and creates additional strain on local services e.g., local schools.

Details of landlords who license their properties are placed on a 'Public register' and this information will be available to all. Our web site will also give information and how to contact the council if there are issues with the condition or management of these properties. It is a requirement of the licence to display the contact details of landlord within the rented property and inform the neighbouring property owners the details of the landlord/agent. This will enable tenants and neighbours to report concerns which will ease community cohesion tensions.

It should also make it easier for people to stay in rented accommodation for longer, rather than needing to move because of poor quality accommodation.

We know that some Black, Asian and minority ethnic people and migrants are particularly vulnerable to exploitation regarding poor housing as they are less likely to know their rights and the standards that are deemed acceptable and appropriate. Licensing will highlight their rights through the provision of information, signposting and referrals to the relevant departments and organisations where necessary. For most private tenants licensing will have a positive impact in that the council will ensure that their home is safe and responsibly managed. Under a declared licensing scheme, every licensable property in the area will be inspected and steps taken to ensure the properties meet licensing conditions. This is done without any need for the tenant to contact us as would be necessary outside of licensing in a reactive complaint service.

The equalities screening process used by officers prior to enforcement action aims to eliminate unlawful discrimination, and advance equality of opportunity by the provision of relevant information and removing barriers such as communication barriers.

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 are concerns around the cost of the fees both on landlords and on the tenants - if the costs are passed on to the tenants but at a maximum fee equivalent of £5 pw or £3pw it is hoped that increase is minimal given the income collected from the rent and all tenants will benefit from any improvements and better management that licensing can bring.

There are risks that landlords may leave the rental market rather than pay the fees but the rental income they can receive far outweighs this one-off cost of selective and additional licensing. Analysis from previous schemes has shown that although there are fluctuations and some may initially leave, they seem to come back into the market especially as demand is currently so high.

Rental costs have increased over the last few years across the city and now demand is so high in Bristol, landlords have been increasing rents to take advantage of this market. Those increases are outside of our control and are down to the individual landlord.

Some landlords may try to continue to operate below the radar and not apply for a licence. However, we have a team of officers who investigate those properties that we believe require a licence and will encourage them to apply for a licence and meet licensing conditions or face prosecution if they still fail to engage. In those situations, we can assist tenants to make an application for a Rent Repayment Order as a landlord cannot legally charge a rent while being unlicensed when the property is required to be licensed.

As part of the procedure of taking formal legal action in a case, Private Housing consider whether there are any equalities issues that should be considered and actions that should have been taken when deciding whether formal action is to be taken and appropriate. The enforcement process normally

allows for landlords to provide representations which will be considered. See checks and balances form attached.

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

Licensing will improve property conditions and poor management practises in the private rental sector properties in the area and should have a positive impact on the local community if property standards are being improved and issues around ASB (Anti-Social Behaviour), noise etc are being dealt with. So, all people who live in these privately rented properties and other residents of various characteristics will feel the benefit.

We hope that individuals will be empowered to report poor conditions and poor management practises as we will already be involved in an inspection programme etc. so the tenants do not have to fear retaliatory action if they report anything because the landlord will assume that the actions, we take are normal licensing activity.

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 EqlAs 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 [Equalities policy - bristol.gov.uk](https://www.bristol.gov.uk/equalities-policy)

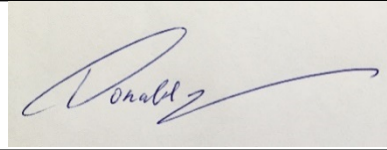
We monitor progress throughout the term of the scheme to ensure that all properties that should be licensed are licensed. All properties are inspected and action to remedy any failings are undertaken. A review of the scheme is taken halfway through and again at the end to check progress is being made and to measure its impact on the number of properties improved, enforcement action taken and analysis of the PRS market.

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqlA. EqlAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the [Equality and Inclusion Team](#) before requesting sign off from your Director¹.

Equality and Inclusion Team Review:
Reviewed by the Equality and Inclusion Team

Director Sign-Off: Donald Graham, Director Housing and Landlord Services

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.

A handwritten signature in blue ink, appearing to read "Ronald", is centered within a rectangular box. The signature is fluid and cursive.

Date: 22/12/2023

22/12/2023