

Equality Impact Assessment / Equality Analysis

(Version 4)

Item name	Details
Title of service or policy	<p>Public Spaces Protection Order to control dogs in the following council owned cemeteries:</p> <p>Locksbrook Cemetery, Upper Bristol Road, Bath, BA1 3DQ</p> <p>Harptree Cemetery, West Harptree Road, East Harptree, Somerset, BS40 6BQ</p> <p>St. Michael's Cemetery, St. Michael's Road, Lower Weston, Bath, BA1 3BJ</p> <p>Smallcombe Cemetery, 6 Widcombe Hill, Bath, BA2 6DD</p> <p>St. James Cemetery, Lower Bristol Road, Bath, BA2 3BQ</p> <p>Twerton Cemetery, Bellotts Rd, Bath, BA2 3RT</p>

Name of directorate and service	PLACE – Bereavement Services
Name and role of officers completing the EqIA	Vincent Young – Service Manager, Bereavement Services
Date of assessment	Updated May 2026

Equality Impact Assessment (or ‘Equality Analysis’) is a process of systematically analysing a new or existing policy or service to identify what impact or likely impact it will have on people and different groups within our community. The main aim is to identify any adverse impacts (i.e. discriminatory or negative consequences for a particular group or sector of the community, and to identify areas where equality can be better promoted). Equality impact Assessments (EqIAs) can be carried out in relation to services provided to customers and residents as well as employment policies/strategies that relate to staffing matters.

This toolkit has been developed to use as a framework when carrying out an Equality Impact Assessment (EqIA) or Equality Analysis. **Not all sections will be relevant – so mark N/A any that are not applicable.** It is intended that this is used as a working document throughout the process, and a final version will be published on the Council’s website following relevant service lead approval.

1.1 Identify the aims of the policy or service and how it is implemented

Key questions	Answers / notes
1.1 Briefly describe purpose of the service/policy e.g. <ul style="list-style-type: none"> How the service/policy is delivered and by whom 	The Anti-social Behaviour, Crime and Policing Act 2014 created a range of new powers to deal with antisocial behaviour including the Public Spaces protection Order (PSPO).

<ul style="list-style-type: none"> ● If responsibility for its implementation is shared with other departments or organisations ● Intended outcomes 	<p>Purpose of a PSPO:</p> <ul style="list-style-type: none"> ● Designed to stop people committing anti-social behaviour in a public space. ● To address behaviour having or likely to have a detrimental effect on quality of life. ● The behaviour must be persistent or continuing in nature. <p>Bereavement Services oversee the maintenance of the aforementioned Cemeteries including grass cutting, hedge trimming, minor tree trimming and set aside land for biodiversity. They also facilitate interments in existing graves should there be available space for further burials.</p> <p>The Council considers that the PSPO represents a proportionate response to identified issues, balancing the need to maintain dignity and safety within cemeteries with the requirement to ensure continued inclusive access for all members of the community.</p>
<p>1.2 Provide brief details of the scope of the policy or service being reviewed, for example:</p> <ul style="list-style-type: none"> ● Is it a new service/policy or review of an existing one? ● Is it a national requirement?). ● How much room for review is there? 	<p>Under the PSPO the police officer or accredited person is empowered to enforce a 'dogs on leads' requirement and a 'Immediately remove faeces' requirement where the conditions above apply. Failure to comply with such a request is punishable by a fine (£100).</p> <p>These cemeteries are owned by the Council and which we are obligated to maintain in an appropriate manner. Along with ensuring access to the cemetery is available throughout the day for members of the public.</p> <p>This clearly acknowledges our commitment to be an inclusive authority and one which does not disadvantage any group or people with protected characteristics.</p>
<p>1.3 Do the aims of this policy link to or conflict with any other policies of the Council?</p>	<p>The aims of this policy align with the Council's strategic priorities, including:</p> <ul style="list-style-type: none"> • Giving People a Bigger Say • Delivering for Local Residents

- Preparing for the Future
- Focusing on Prevention

2. Consideration of available data, research and information

Key questions	Data, research and information that you can refer to
<p>2.1 What equality focussed training have staff received to enable them to understand the needs of our diverse community?</p>	<ul style="list-style-type: none"> • Avon and Somerset Police Inclusion and Diversity Plan 2019-2024. • Member of the National Equalities Standard (NES) • Disability Confident Employer • Corporate Equalities Training • Relevant staff have completed Neurodiversity Training too.
<p>2.2 What is the equality profile of service users?</p>	<p>Bereavement Services are used by a broad cross-section of the community, including people with a wide range of protected characteristics. This includes disabled people, older residents, people from diverse ethnic and religious backgrounds, and those experiencing bereavement.</p> <p>While detailed demographic data on cemetery users is not routinely collected, it is recognised that cemeteries are sensitive public spaces used by all sections of the community, and therefore any restrictions must be carefully assessed to ensure they do not disproportionately impact particular groups.</p>
<p>2.3 Are there any recent customer satisfaction surveys to refer to? What were the results? Are there any gaps? Or differences in experience/outcomes?</p>	<p>There are no customer surveys which relate to these Cemeteries.</p>
<p>2.4 What engagement or consultation has been undertaken</p>	<p>A public consultation was undertaken as part of the PSPO process, including residents, cemetery users and statutory consultees.</p>

<p>as part of this EIA and with whom? What were the results?</p>	<p>Consultation responses identified general support for measures to improve cleanliness, safety and dignity within cemeteries. Specific equality-related issues raised included:</p> <ul style="list-style-type: none"> • concerns from some disabled respondents and those with limited mobility regarding the ability to comply with dog fouling requirements • the need for clear signage and accessible information <p>These issues have directly informed this EqIA and the proposed mitigation measures, including:</p> <ul style="list-style-type: none"> • the application of proportional enforcement and officer discretion • clear communication of requirements in accessible formats • explicit consideration of exemptions and reasonable adjustments <p>The consultation findings have therefore been used to refine both the PSPO proposal and the mitigating actions set out in this EqIA.</p>
<p>2.5 If you are planning to undertake any consultation in the future regarding this service or policy, how will you include equality considerations within this?</p>	<p>The PSPO proposal with regards to dogs on leads should not discriminate against those with protected characteristics and if anything could enhance the wellbeing of some people within this category.</p> <p>A public consultation was conducted. All residents and stakeholders had the opportunity to engage in the consultation process. The consultation process assisted in identifying any groups with shared protected characteristics which the PSPO may have a disproportionate impact on. We ensured that our consultation survey included equality monitoring. Consultation materials and surveys were made available on request in a range of formats to accommodate different needs, such as large print and easy read.</p>

3. Assessment of impact: 'Equality analysis'

Based upon any data you have considered, or the results of consultation or research, use the spaces below to demonstrate you have analysed how the service or policy:

- Meets any particular needs of equalities groups or could help promote equality in some way.
- Could have a negative or adverse impact for any of the equality groups

Key questions	Examples of what the service has done to promote equality	Examples of actual or potential negative or adverse impact and what steps have been or could be taken to address this
<p>3.1 Issues relating to all groups and protected characteristics</p>	<p>Bereavement services recognise the importance of delivering individualised services to the public in a sensitive and responsive way. This by way of definition means that we cater for all groups and people with protected characteristics.</p> <p>PSPO's help control anti-social behaviour and provide councils with the ability to tackle the issue by providing an authorised officer to enforce against a list of specified anti-social behaviours.</p> <p>PSPO's can be a positive device that help to prevent anti-social behaviour and can provide an effective response to some of the issues local residents face on a daily basis.</p> <p>A PSPO is likely to enhance the area in terms of improving the environment and reducing fear of ASB. These positive outcomes have helped foster good relations between communities.</p>	<p>The PSPO is behaviour-based rather than person-based; however, potential indirect impacts have been identified.</p> <p>In particular, some disabled people or individuals with limited mobility may find it difficult to comply with requirements relating to dog fouling removal. There is also a risk that individuals with cognitive differences may require additional time or support to understand and respond to enforcement requests.</p> <p>These impacts are mitigated through:</p> <ul style="list-style-type: none"> • a proportionate enforcement approach, with emphasis on engagement and education in the first instance • officer discretion in all cases, including consideration of disability, vulnerability and individual circumstances • the availability of exemptions (including for assistance dogs)

		<ul style="list-style-type: none"> • use of accessible communication methods where required (e.g. clear verbal explanations, interpreters where appropriate) <p>The policy is therefore considered to be proportionate, with safeguards in place to minimise the risk of disadvantage.</p>
<p>3.2 Sex – identify the impact/potential impact of the policy on women and men.</p>	<p>Safe spaces - women are significantly more likely than men to say they feel unsafe in their area after dark, and therefore this group may feel safer to be in an area where PSPO's are implemented.</p> <p>To ensure the PSPOs do not disproportionately impact one sex, the decision to take enforcement action will not be based on the sex of the perpetrator of the anti-social behaviour. Decisions will be made on the anti-social behaviour taking place and the impact this has on others. PSPOs will assist in creating a safer and cleaner environment and positively impact on both males and females.</p>	<p>B&NES Council does not expect enforcement officers' actions to be influenced by a person's sex; the treatment and process of applying a PSPO is solely focused on the restricted activities.</p> <p>The PSPO will assist in creating a safer environment.</p>
<p>3.3 Pregnancy and maternity</p>	<p>PSPOs would positively impact by virtue of being in an environment with less dogs being walked off the lead.</p>	<p>Some individuals experiencing pregnancy or birth related mobility reduction may find it difficult to comply with requirements relating to dog fouling. These impacts are mitigated through:</p>

		<ul style="list-style-type: none"> • a proportionate enforcement approach. • officer discretion in all cases, including consideration of individual circumstances <p>The police are trained to be able to identify and assess situations they may encounter and to identify any present risk in order that they may ensure that they react appropriately in any situation.</p>
3.4 Gender reassignment – identify the impact/potential impact of the policy on transgender people	Transgender people or people undertaking gender reassignment may feel safer in an environment where PSPO's are in place.	<p>No known negative Impacts.</p> <p>B&NES Council does not expect enforcement officers' actions to be influenced by gender reassignment. PSPO is solely focused on the restricted activities.</p>
3.5 Disability – identify the impact/potential impact of the policy on disabled people (ensure consideration of physical, sensory and mental health needs/differences)	The PSPO may have a positive impact on some disabled residents by contributing to a cleaner, safer and more predictable environment within cemeteries. This may be particularly beneficial for individuals with sensory sensitivities or those who may feel vulnerable in less controlled environments.	<p>There is potential for disproportionate impact on disabled people, particularly those with limited mobility who may be unable to bend to remove dog faeces, and individuals with neurodivergent differences and learning differences who may require additional time to understand or respond to enforcement requests. These risks are mitigated through:</p> <ul style="list-style-type: none"> • a clear expectation that enforcement officers will take account of disability and act in

		<p>accordance with Equality Act 2010 duties, including reasonable adjustments where required</p> <ul style="list-style-type: none"> • a proportionate approach to enforcement, with emphasis on advice and compliance rather than immediate penalty • provision for assistance dog users, who are exempt from relevant restrictions • use of discretion and, where appropriate, support mechanisms such as advocates, interpreters or appropriate adults. <p>With these measures in place, the impact is considered to be mitigated and proportionate.</p>
<p>3.6 Age – identify the impact/potential impact of the policy on different age groups</p>	<p>PSPOs will contribute to a safer environment for all age groups.</p> <p>Elderly people and children may feel safer in an environment where PSPOs are in place.</p> <p>The Council has sought to promote equality by regulating specific behaviours within cemeteries rather than restricting access to those spaces or targeting particular groups. The proposed PSPO</p>	<p>B&NES Council does not expect enforcement officers' actions to be influenced by a person's age; the treatment and process of applying for a PSPO is solely focused on the restricted activities.</p> <p>The police are trained to be able to identify and assess situations they may encounter and to identify any present risk in order that they may ensure that they react appropriately in any situation.</p>

	applies equally to all users and is intended to support respectful shared use of cemeteries, having regard to their sensitive purpose as places of remembrance and reflection.	
3.7 Race – identify the impact/potential impact on across different ethnic groups	Facilities are inclusive and accessible to all people and is respectful of all ethnicities. Translation services are available on request for individuals.	<p>B&NES Council does not expect enforcement officers' actions to be influenced by a person's ethnicity; the treatment and process of applying for a PSPO is solely focused on the restricted activities.</p> <p>Avon & Somerset police are governed by the Code of ethics Ethical policing principles College of Policing and the Equality Act. They are fully certified for the National Equality Standard and have achieved the NES compliant accreditation for best practice in Equality, Diversity, and Inclusion .As such they aim to ensure greater dignity, fairness and respect in treatment and outcomes, tackling prejudice, unintended bias and reducing inequalities in service delivery.</p>
3.8 Sexual orientation – identify the impact/potential impact of the policy on lesbian, gay, bisexual, heterosexual, questioning people	The PSPO should have a positive impact on residents regardless of their sexual orientation.	<p>B&NES Council does not expect enforcement officers' actions to be influenced by a person's sexual orientation; the treatment and process of applying a PSPO is solely focused on the restricted activities.</p> <p>No specific adverse impacts have been identified; however, the policy will be</p>

		monitored to ensure it does not result in unintended disproportionate impacts on this group.
3.9 Marriage and civil partnership – does the policy/strategy treat married and civil partnered people equally?	PSPOs should have a positive impact on all residents regardless of their married or civil partnership status by reducing anti-social behaviour.	B&NES Council does not expect enforcement officers' actions to be influenced by a person's marital status; the treatment and process of applying a PSPO is solely focused on the restricted activities. No specific adverse impacts have been identified; however, the policy will be monitored to ensure it does not result in unintended disproportionate impacts on this group.
3.10 Religion/belief – identify the impact/potential impact of the policy on people of different religious/faith groups and also upon those with no religion.	PSPOs should have a positive impact on all residents regardless of their religion/belief by reducing crime and anti-social behaviour.	B&NES Council does not expect enforcement officers' actions to be influenced by religion/ belief; the treatment and process of applying a PSPO is solely focused on the restricted activities.
3.11 Socio-economically disadvantaged* – identify the impact on people who are disadvantaged due to factors like family background, educational attainment, neighbourhood, employment status can influence life chances (this is not a legal requirement, but is a local priority).	PSPOs seek to ensure the designated areas remain safe places to live, visit and work. This has a positive impact on society as well as helping to assist the vibrancy and economy of the areas. PSPOs should have a positive impact on all residents by reducing crime and anti-social behaviour.	B&NES Council does not expect enforcement officers' actions to be influenced by anyone's socio-economic status; the treatment and process of applying a PSPO is solely focused on the restricted activities. Those who are economically disadvantaged are able to pay a lesser amount if they do so within 10 days.

<p>3.12 Rural communities* identify the impact / potential impact on people living in rural communities</p>	<p>PSPOs should have a positive impact on all residents regardless of their religion/belief by reducing crime and anti-social behaviour.</p>	<p>The treatment and process of applying a PSPO is solely focused on the restricted activities.</p> <p>No known negative Impacts</p>
<p>3.13 Armed Forces Community ** serving members; reservists; veterans and their families, including the bereaved. Public services are required by law to pay due regard to the Armed Forces Community when developing policy, procedures and making decisions, particularly in the areas of public housing, education and healthcare (to remove disadvantage and consider special provision).</p>	<p>B&NES Council does not expect enforcement officers' actions to unduly impact on the armed forces community.</p>	<p>The treatment and process of applying a PSPO is solely focused on the restricted activities.</p> <p>No specific adverse impacts have been identified; however, the policy will be monitored to ensure it does not result in unintended disproportionate impacts on this group.</p>
<p>3.14 Care Experienced *** This working definition is currently under review and therefore subject to change:</p> <p>In B&NES, you are 'care-experienced' if you spent any time in your childhood in Local Authority care, living away from your parent(s) for example, you were adopted, lived in residential, foster care, kinship care, or a special guardianship arrangement.</p>	<p>PSPOs should have a positive impact on all residents by reducing anti-social behaviour.</p>	<p>The treatment and process of applying a PSPO is solely focused on the restricted activities.</p> <p>Persons who are care experienced may have trauma responses so similar to neurodivergent processing time and unintended reactions.</p> <p>These impacts are mitigated through:</p> <ul style="list-style-type: none"> • a proportionate enforcement approach • officer discretion in all cases, including consideration of individual circumstances.

*There is no requirement within the public sector duty of the Equality Act to consider groups who may be disadvantaged due to socio economic status, or because of living in a rural area. However, these are significant issues within B&NES and have therefore been included here.

** The Equality Act does not cover armed forces community. However, the Armed Forces Bill (which came in on 22 Nov 2022) introduces a requirement to pay ‘due regard’ to make sure the Armed Forces Community are not disadvantaged when accessing public services.

***The Equality Act does not cover care experienced people. B&NES adopted this group as a protected characteristic in March 2024 alongside over 80 other Local Authorities. Although we have data for care leavers and children/young people who are currently in the care of B&NES we do not have wider data on disadvantage experienced through being in care.

4. Bath and North East Somerset Council Equality Impact Assessment Improvement Plan

Please list actions that you plan to take as a result of this assessment/analysis. These actions should be based upon the analysis of data and engagement, any gaps in the data you have identified, and any steps you will be taking to address any negative impacts or remove barriers. The actions need to be built into your service planning framework. Actions/targets should be measurable, achievable, realistic and time framed.

Issues identified	Actions required	Progress milestones	Officer responsible	By when
Potential disproportionate impact on disabled people or those with limited mobility who may find it difficult to bend to remove dog faeces	Ensure Equality Impact Assessment explicitly considers mobility-related disabilities and records mitigation through proportional enforcement and discretion	EqlA reviewed and finalised to include mobility and disability considerations	Service Manager – Bereavement	Prior to PSPO decision

Risk that people may be unaware of PSPO requirements or enforcement consequences	Provide clear, accessible information on PSPO requirements, including signage and online content in plain English	Accessible signage installed and web content published	Bereavement Services Manager / Communications Team	Prior to PSPO commencement
Risk of rigid enforcement disproportionately affecting dog owners from certain protected groups	Reinforce enforcement guidance requiring officers to consider individual circumstances and exercise discretion	Enforcement guidance reviewed and issued to officers	Community Safety / Enforcement Manager	Prior to enforcement start
Concern that PSPO could deter people from certain protected groups from accessing cemeteries	Emphasise that PSPO regulates behaviour, not access, and that cemeteries remain open to all users.	Key messages included in communications and Member briefings	Communications Team	Prior to public launch
Need to ensure assistance dog users are not adversely affected	Confirm assistance dogs are exempt from PSPO requirements in line with Equality Act 2010	Exemptions clearly stated in PSPO wording and signage	Legal Services / Public Protection	At PSPO drafting stage
Risk of perceptions that PSPO unfairly targets people from certain protected groups	Monitor enforcement activity for any disproportionate impacts and review if required	Post-implementation monitoring report produced	Public Protection / Community Safety	6 months post-implementation
Risk that consultation did not sufficiently capture equality impacts	Record consultation feedback relating to disability and mobility and confirm how it informed decision-making	Consultation findings reflected in final EqlA	Public Protection / Equalities Team	Completed

5. Sign off and publishing

Once you have completed this form, it needs to be 'approved' by your Divisional Director or their nominated officer. Following this sign off, send a copy to the Equality Team (equality@bathnes.gov.uk), who will publish it on the Council's website. Keep a copy for your own records.

Signed off by: Chris Major
Date: 21/05/26

(Divisional Director or nominated senior officer)