

# **Ebury Bridge Estate Redevelopment**

Initial Equality Impact Assessment

June 2018



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# Issue and Revision Record

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# Executive summary

## Overview of the commission

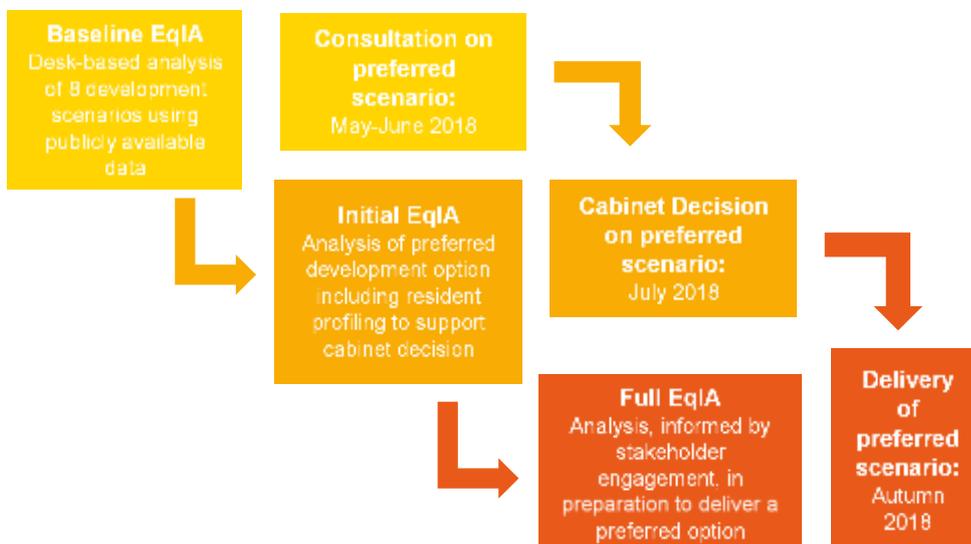
Mott MacDonald have been commissioned by Westminster City Council (the Council) to undertake an Equality Impact Assessment (EqIA) of the redevelopment of the Ebury Bridge Estate in Westminster.

## Summary of the EqIA

In order to fully understand the impacts of the redevelopment, the EqIA process has been split into three stages. The whole process is focussed on the actual and potential impacts likely to be experienced by residents and leaseholders of the Estate in light of their 'protected characteristics'. It identifies any disproportionate impacts (both positive and negative) on residents with protected characteristics arising from the redevelopment and sets out the mitigation or enhancement measures put in place by the Council.

This initial EqIA is the second stage and is aligned to the Council's decision-making process, set out below. This initial EqIA is intended to analyse the preferred development scenario established by the baseline EqIA, and as such will inform the Council of the potential beneficial and adverse impacts of the preferred scenario.

Figure 1: EqIA phases



Source: Mott MacDonald

## Findings

The research and analysis process for this initial EqIA has identified several impacts that are likely to arise because of residents being temporarily relocated and the redevelopment of the

Estate. The residents are likely to experience impacts as a result of their protected characteristics.

**Table 1: Summary of impacts for temporary relocation**

Temporary relocation				
Positive impact	Negative impact	Groups affected	Mitigation	Recommendation
Potential to reduce overcrowding		<ul style="list-style-type: none"> <li>• BAME</li> <li>• Children</li> </ul>		Ensure temporary accommodation is appropriate for families or residents being relocated
	Loss of established social infrastructure and social capital	<ul style="list-style-type: none"> <li>• Older people</li> <li>• BAME</li> <li>• Minority faith groups</li> </ul>	<p>A range of options are available for resident leaseholders who want to stay in or close to the Estate to suit different circumstances.</p> <p>Five re-housing options for secure tenants</p>	Access to existing facilities maintained where possible. Provide information about how and where to access other facilities and community resources.
	Changing schools, longer journey times.	<ul style="list-style-type: none"> <li>• Children</li> <li>• Young people</li> </ul>	One to one sessions available to resident leaseholders.	Minimise the number of residents with school-aged children that move away from the Estate.
	Can affect employment due to longer commuting and travelling times, which may be unreasonable.	<ul style="list-style-type: none"> <li>• Older people</li> <li>• BAME</li> </ul>	Additional support available to secure tenants.	Involve local businesses in the consultation process. Provide information to BAME communities about where to access health care, cultural and religious facilities.
	Barrier to access of cultural and religious facilities			
	Difficulties finding a suitable and accessible home.	<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• Children</li> <li>• BAME</li> </ul>	For resident leaseholders, needs and preferences will be established	Disabled residents should be moved to a location that suits their needs or has the potential to be adapted to suit their needs.
	Difficulties finding a home with a suitable number of bedrooms.		For secure tenants, rehousing will be based on need.	Maintain accurate and up to date records of residents' needs.
	Direct impact of stress from relocation on low birth weight in babies.	<ul style="list-style-type: none"> <li>• Children</li> <li>• Pregnant women</li> </ul>	Secure tenants will be provided with additional support during redevelopment.	<p>Increased levels of access and support from social services.</p> <p>Relocate residents to health facilities.</p>

Source: Mott MacDonald 2018

**Table 2: Summary of impacts for estate re-development**

**Estate redevelopment**

Positive impact	Negative impact	Groups affected	Mitigation	Recommendation
	Increase in financial outgoings	<ul style="list-style-type: none"> <li>• Young people</li> <li>• Ethnic minorities</li> <li>• Older people</li> </ul>	<p>Options for homeloss payments, support and reimbursement of reasonable costs.</p> <p>Equity loan scheme – designed to help resident leaseholders benefit from the Estate.</p>	Ensure access to information about budgeting decisions, housing allocation and other finance related information.
Homes re-built with better sound proofing and low energy costs and consumption levels.		<ul style="list-style-type: none"> <li>• Children</li> <li>• Older people</li> <li>• Ethnic minority groups</li> </ul>		Provide an appropriate mix of housing to suit the diverse needs within the Estate.
Affordable housing		<ul style="list-style-type: none"> <li>• BAME communities</li> </ul>		Pay attention to equitability during the allocation process to ensure that it addresses BAME residents needs.
Integrating new or refurbished community facilities		<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• Older people</li> <li>• BAME communities</li> <li>• LGBT</li> </ul>		Access to existing facilities should be maintained where possible. Access to new facilities should be provided as soon as possible.
Improved quality of public spaces within the Estate		<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• BAME communities</li> <li>• Children</li> </ul>		Involve residents and stakeholders early on in the Estate design process and take on board best practice for public space design.
Community safety and security is anticipated to improve as a result of estate redevelopment		<ul style="list-style-type: none"> <li>• BAME communities</li> <li>• Young people</li> <li>• Disabled people</li> <li>• LGBT</li> </ul>		Ensure best practices for enhancing safety and preventing crime should be considered.

Source: Mott MacDonald 2018

# 1 Introduction

## 1.1 Overview

This report presents the next stage of the Equality Impact Assessment (EqIA) for the redevelopment of the Ebury Bridge Estate ('the Estate') in the City of Westminster, London. The EqIA has been undertaken by Mott MacDonald on behalf of Westminster Council ('the Council').

The report sets out the requirements of the Equality Act 2010, and the potential impacts of the redevelopment of the Estate on people with characteristics protected under the Act. The findings set out within this report are based on analysis of a preferred development scenario and profiles of Estate residents that have been determined through Office of National Statistics (ONS) and Census data.

The EqIA is focussed on the actual and potential impacts likely to be experienced by residents and leaseholders on the Estate in light of their protected characteristics. It identifies any disproportionate impacts (both positive and negative) on residents with protected characteristics arising from the redevelopment and sets out the mitigation measures put in place by the Council.

## 1.2 The Equality Impact Assessment

### 1.2.1 The Equality Act 2010 and Public Sector Equality Duty

This EqIA has been undertaken in partial fulfilment of the Council's obligations under current UK equality legislation, and in particular the Equality Act 2010. The Act sets out a Public Sector Equality Duty (PSED), at section 149 and is set out in Figure 1 below.

**Figure 2: Article 149 of the Equality Act 2010: The Public Sector Equality Duty**

- (1) A public authority must, in the exercise of its functions, have due regard to the need to—
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is

disproportionately low.

The Council must demonstrate that it has shown due regard to the aims of the PSED throughout the decision-making process to deliver the renewal of the Estate. The PSED is intended to support good decision-making – it encourages public bodies such as the Council to understand how different people will be affected by their activities. This means policies and services are appropriate and accessible to all and meet different people’s needs. The process used to do this must take account of the protected characteristics which are identified below in section 1.2.3.

### 1.2.2 Assessing equality impacts

While the PSED does not specify a particular process for considering the likely effects of policies, programmes and projects on different sections of society for public authorities to follow, this process is usually undertaken through some form of equality analysis, which can include EqIA.

Undertaking equality analysis such as an EqIA helps to demonstrate how a public body is complying with the PSED by:

- providing a written record of the equality considerations which have been taken into account;
- ensuring that decision-making includes a consideration of the actions that would help to avoid or mitigate any negative impacts on particular protected groups; and
- supporting evidence-based and more transparent decision-making.

By understanding the effect of their activities on different people, and how inclusive delivery can support and open up opportunities, public bodies can be more efficient and effective. The EqIA process therefore helps public bodies to deliver the Government’s overall objectives for public services.

### 1.2.3 Protected characteristics

An EqIA provides a systematic assessment of the likely or actual effects of policies or proposals on social groups with the following protected characteristics (as defined by the Equality Act):<sup>1</sup> The table below provides a definition of each protected characteristic.

**Table 3: Protected characteristic table and definitions**

Protected characteristic	Equality and Human Rights Council (EHRC) definition
Age	A person belonging to a particular age (for example 32-year olds) or range of ages (for example 18 to 30 year olds).
Disability	A person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person’s ability to carry out normal day-to-day activities.
Gender reassignment	The process of transitioning from one gender to another.
Marriage and civil partnership	Marriage is a union between a man and a woman or between a same-sex couple. Same-sex couples can also have their relationships legally recognised as ‘civil partnerships’. Civil partners must not be treated less favourably than married couples (except where permitted by the Equality Act).

<sup>1</sup> Government Equalities Office / Home Office (2010): ‘Equality Act 2010’. Available at: [www.legislation.gov.uk](http://www.legislation.gov.uk)

Protected characteristic	Equality and Human Rights Council (EHRC) definition
Pregnancy and maternity	Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Race	Refers to the protected characteristic of race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.
Religion and belief	Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.
Sex	A man, woman or non-binary person.
Sexual orientation	Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

An EqlA does this by:

- Assessing whether one or more of these groups could experience disproportionate effects (over and above the effects likely to be experienced by the rest of the population) as a result of the proposed policy being implemented. An EqlA includes examining both potential positive and negative effects.
- Identifying opportunities to promote equality more effectively or to a greater extent.
- Developing ways in which any disproportionate negative impacts could be removed or mitigated to prevent any unlawful discrimination and minimise inequality of outcomes

### 1.3 Approach

#### 1.3.1 Our overall approach to the EqlA

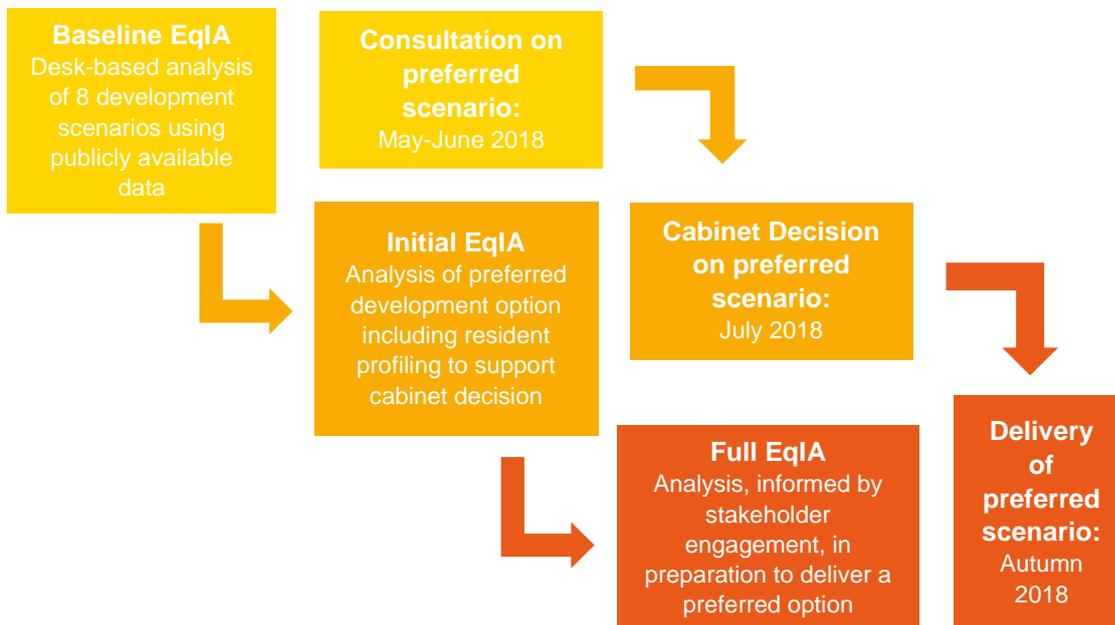
The approach to EqlA employs the following steps:



#### 1.3.2 Stages of the EqlA

The EqlA is in the second stage of a three-stage process, aligned to the Council's decision-making process, set out in Figure 2 below. This initial EqlA is intended to analyse the preferred development scenario established by the baseline EqlA, and as such will inform the Council of the potential beneficial and adverse impacts of the preferred scenario.

**Figure 3: EqIA activity against development process**



### 1.3.3 Tasks undertaken as part of the baseline EqIA

The baseline EqIA comprised a series of tasks undertaken to understand the equality impacts of several scenarios for the redevelopment of the Estate. To better understand the Estate area and the options for redevelopment, discussions with the Council and Pinnacle Regen<sup>2</sup> were undertaken, along with an initial review of the Ebury Bridge Renewal scenarios matrix.

Following this, a desk-based evidence and literature review was conducted, in conjunction with a demographic analysis of the site and surrounding area, to help identify potential impacts, mitigations, and opportunities associated with the project. Findings from the Council-led stakeholder engagement were reflected in the assessment where appropriate.

Once potential impacts were identified, they were assessed against the redevelopment scenarios and mitigation measures proposed by the Council. From this analysis, a series of 'next steps' were established to guide future decision-making, along with additional mitigation or enhancement measures to supplement those proposed by the Council.

### 1.3.4 Tasks undertaken as part of the initial EqIA

This initial EqIA builds on the baseline EqIA, focussing on the preferred scenario identified by the Council and providing more detailed analysis on that basis. The following tasks have been undertaken to deliver this initial EqIA:

- **Site visit:** A site visit was undertaken to further identify any community facilities and resources located onsite and nearby. This provided context and site-specific information which helped to inform the impacts section of the report.
- **Analysis of individual household requirements:** The Council has undertaken an equalities survey. The survey was provided through paper forms, online, in person on the

<sup>2</sup> Pinnacle Regen provide expertise on regeneration and are providing advice to the Council on the redevelopment of the Ebury Estate.

doorstep, at Regeneration Base, and across all Council project team interactions. Analysis of the findings of this assessment will help to identify the specific needs of Estate residents.

- **Updates to literature review and data analysis:** Where new evidence has been identified, the literature and data analysis has been updated accordingly.
- **Updates to impact analysis, reporting and recommendations:** In line with the additional evidence gathered, the analysis of potential impacts and recommendations have been updated.

### 1.3.5 Future tasks to be undertaken as part of the full EqIA

The full EqIA will be delivered in autumn 2018. It will cover:

- **Stakeholder engagement:** A selection of stakeholder interviews will be undertaken with estate residents to help add depth and context to the analysis within the EqIA.
- **Updates to literature review and data analysis:** Where new evidence comes to light, the literature and data analysis will be updated accordingly.
- **Updates to impact analysis, reporting and recommendations:** In line with the additional evidence gathered, the analysis of potential impacts and recommendations will be updated.

## 1.4 Methodology for identifying impacts

### 1.4.1 Differential impacts

Differential impacts occur where people with protected characteristics are likely to be affected in a different way to other sections of the general population. This may be because groups have specific needs or are more susceptible to the impact due to their protected characteristic. These impacts are not dependent on the number of people affected.

The desk-based research stage is used to explore the potential impacts of the redevelopment on residents of the Estate. The exercise identifies the potential issues arising from the preferred scenario that could have an impact on equality groups that is different to the impact on other parts of the general population. The outputs of this work identify the equality groups that are predicted to experience impacts arising from the redevelopment.

### 1.4.2 Disproportionate impacts

Disproportionate impacts occur where there is likely to be a comparatively greater effect on equality groups than on other members of the general population. Disproportionate effects may occur if the affected community comprises of a higher than average proportion of people with a particular protected characteristic, or because people from a particular protected characteristic group are the primary users of an affected resource.

Identifying disproportionate impacts involves determining the demographic composition of the area where impacts are expected to arise; this work identifies the numbers and proportions of people from protected characteristic groups living on the Estate.

The demographic analysis is therefore designed to understand the composition and characteristics of people living on the Estate. For each defined protected characteristic, information from the equalities survey of Estate residents is analysed. In addition, publicly available data is analysed and mapped. The populations of protected characteristic groups on the Estate are compared to regional (London) and national (England) levels.

### 1.4.3 In-combination impacts

In-combination impacts may occur on a protected characteristic group where a particular group experiences multiple impacts, or where a disproportionately represented group are also likely to experience differential impacts.

### 1.4.4 Assessing impacts

The assessment of impacts across the EqlA process is predominantly qualitative, and describes, where possible and applicable:

1. Whether the impact is positive, negative or neutral.
2. Whether the impact is a direct relationship (e.g. loss of property) or an indirect relationship (e.g. disrupted access to services), affecting lives of people from protected characteristic groups.
3. The duration, frequency and permanence of the impacts.
4. The severity of the impact and the amount of change relative to the baseline.
5. Any existing regulatory standards already in place.
6. The size of the population experiencing the impact or the extent of usage of a particular facility or service.
7. Local equality priorities, supported by evidence and the views of professional stakeholders.
8. The views of local people, captured through consultation and engagement.
9. The capacity of the affected groups to absorb the impact (their resilience), including access to alternatives.

### 1.4.5 Structure of the report

The information contained within the remainder of the report is structured as follows:

**Chapter 2 – The Ebury Bridge Estate redevelopment context:** An overview of the history of Ebury Bridge Estate and a description of the Estate site and buildings.

**Chapter 3 – Residential profile of the Estate:** A demographic description of the resident population of the Estate, focussed on protected characteristics. The chapter contains publicly available information collected through the office for national statistics and census data.

**Chapter 4 - Impacts, mitigations and recommendations:** An analysis of the potential impacts of the preferred scenario for redevelopment on protected characteristic groups, supplemented by a description of the planned mitigations and enhancements from the Council, and recommendations to further those mitigations and enhancements.

**Chapter 5 – Summary and next steps:** A summary of findings from the assessment, along with next steps for the EqlA.

**Appendix A – Bibliography:** A catalogue of sources relied on for the assessment.

**Appendix B – Demographic profile maps:** A series of demographic heat maps of people with protected characteristics in the Estate and its surrounding area.

**Appendix C – Literature review:** A more detailed description of findings from literature relied on in the impacts, mitigations and recommendations section.

## 2 The Ebury Bridge Estate: redevelopment context

### 2.1 Overview: The Ebury Bridge Estate

#### 2.1.1 Ebury Bridge Estate

The Estate is located south of London Victoria and north of the River Thames, bordered by Ebury Bridge Road and Pimlico to the west, and railway lines running into Victoria station to the east. The surrounding area is of primarily residential character in an urban setting, with some surrounding taller, higher density buildings that indicate a more central city setting.

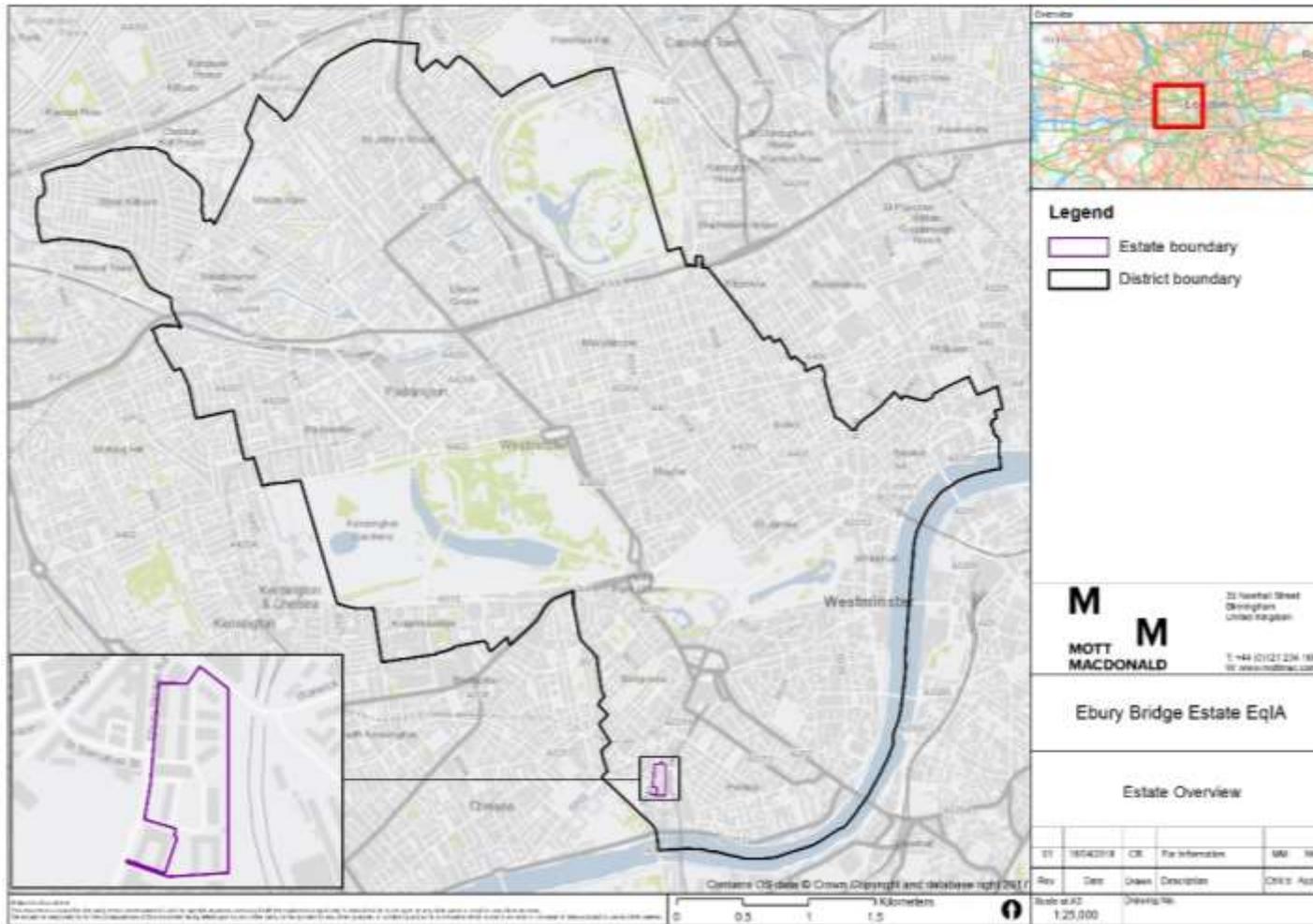
Figure 4: Ebury Bridge Estate



Source: Mott MacDonald, 2018

Figure 4, below, shows the location of the Estate within Westminster and Greater London.

**Figure 5: Ebury Bridge Estate, City of Westminster**



Source: Mott MacDonald, 2018

Currently, there are 13 council owned housing blocks that exist within the Estate boundary, excluding Cheylesmore, a privately-owned block not included in the redevelopment. These housing blocks comprise 336 flats socially rented and private leasehold (originally sold through the Right to Buy) and are referred to throughout the report and are as follows:

- Bridge
- Bucknill
- Dalton
- Doneraile
- Edgson
- Hillersdon
- Mercer
- Pimlico
- Rye
- Victoria
- Wainwright
- Wellesley
- Westbourne

A Building Condition Survey of the external and common elements of all blocks on the Estate was conducted by Keegans from April-May 2018. The survey noted that 11 of the 13 blocks were constructed in 1930, and that Edgson House and Wainwright House were constructed later, in the 1970s and 1990s, respectively.<sup>3</sup>

A walk-through site visit of the Ebury Bridge Estate found that though the buildings used similar material, they tended to differ in form, character and community feel. The visit identified several facilities on site including a children's playgrounds, a youth centre, a number of small central green spaces, a fenced community garden and a fenced multi-use games area.

Figure 5 below details the location of the housing blocks mentioned above.

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<sup>3</sup>Keegans Group (2018): 'Condition report for Ebury Bridge Estate'



## 2.2 Renewal of the Estate

### 2.2.1 Proposed redevelopment

In June 2017, the Council informed residents that the previously consented scheme was not viable and could not be taken forward. They reiterated their commitment to a renewal scheme for the Estate and their overarching strategic objective of Estate renewal relating to affordable housing, density, play space, housing quality, inclusive access, and energy.

### 2.2.2 Renewal scenarios

Eight scenarios were initially considered for the redevelopment of the Estate. Of the eight scenarios, one involved the complete refurbishment of the Estate with no new builds, four required part refurbishment / part demolition of the Estate and new builds, and three required the complete demolition of the Estate with new builds.

Following the development of these scenarios, a methodical assessment was carried out involving residents of the Estate and the Community Futures Group. The assessment focussed on the extent to which each scenario could match the following criteria:

- **Desirability:** how well each scenario met the Council's strategic objectives and priorities of residents and stakeholders;
- **Viability:** how financially viable and sustainable the scenarios are; and
- **Desirability / Feasibility:** how can each scenario be implemented and attract a delivery partner.

The eight scenarios were scored against the above criteria to show which scenarios performed well overall, with the preferred scenario identified in May 2018.

### 2.2.3 Preferred scenario

Following consultation and engagement with residents, the Council determined that its preferred scenario for the Estate was scenario seven – the complete demolition and redevelopment of the Estate. This scenario includes phased decant, demolition and re-provision of all blocks, with the provision of around 400 new homes built across the Estate (of which at least 35% will be affordable). The redevelopment would improve the public realm offering on the Estate, and create new retail offerings and community facilities. The key benefits of this scenario include:

- New homes built to meet the housing needs of residents;
- Provision of high quality homes with lower energy and maintenance costs;
- Provision of a significant number of new affordable homes in Westminster;
- Integration of new community facilities including a community centre and play spaces;
- Re-provision of retail units and improved access for deliveries to the Estate;
- Improved quality of public spaces and enhancing levels of security and safety; and
- Creating a place with a unique identity.

Under the preferred scenario, all existing secure tenants and resident leaseholders are guaranteed a right to return to a new home on the Estate. The re-housing of residents would occur in stages, with a primary objective of minimising disruption.

Although this is the preferred scenario at this stage of assessment, this is not the final design of the redevelopment. The final design of the Estate will be subject to a detailed planning

application in which the Council will need to demonstrate the value of the redevelopment to the wider area and local streets and spaces.<sup>4</sup>

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<sup>4</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

## 3 Residential profile

### 3.1 Overview

The Estate demographic profile is outlined below. This shows the proportion of people with protected characteristics living on the Estate and uses the City of Westminster, London and England as comparators. Maps of the Estate footprint based on nationally available data are included in Appendix B.

### 3.2 Age

Table 4 below shows the population by age for the Estate, City of Westminster, London and England.

**Table 4: Population by age**

Age	Estate	City of Westminster	London	England
Under 16	23.9%	16.1%	20.4%	19.1%
16 – 17	2.0%	1.7%	2.2%	2.3%
18 – 24	7.5%	9.2%	8.6%	8.8%
25 – 34	18.2%	21.8%	19.2%	13.7%
35 – 44	17.6%	17.5%	15.8%	12.8%
45 – 54	12.1%	12.8%	13.0%	14.0%
55 – 64	8.3%	9.1%	9.1%	11.4%
65 – 74	6.5%	6.5%	6.3%	9.8%
75 – 84	2.9%	3.8%	3.7%	5.7%
85+	1.0%	1.6%	1.6%	2.4%

Source: Office for National Statistics (2016) Mid-Year Population Estimates

The table above shows the following:

- The Estate’s population of those aged under 16 is higher than the national average (23.9% compared to 19.1% in England).
- The Estate’s proportion of 25-35 year olds is higher than the national average (18.2% compared to 13.7%) but lower than the City of Westminster (21.8%) and London (19.2%).
- The Estate has a lower than national average post-retirement age population (65+) than London and England.

### 3.3 Disability

Table 5 below shows the proportion of the population with a disability that limits their day-to-day activities according to the Estate, City of Westminster, London and England.

**Table 5: Population with a disability limiting day-to-day activities**

Disability	Estate	City of Westminster	London	England
Day-to-Day Activities Limited a Lot	8.0%	7.0%	6.7%	8.3%

Disability	Estate	City of Westminster	London	England
Day-to-Day Activities Limited a Little	8.9%	7.1%	7.4%	9.3%
Day-to-Day Activities Not Limited	83.1%	85.9%	85.8%	82.4%

Source: Nomis (2011) National Census

The table above shows the following:

- The Estate has a higher than average proportion of people describing themselves as having their day-to-day activities limited a lot by long term illness or disability in comparison to the City of Westminster (8% versus 7%) and London (6.7%) but marginally lower than the England average of 8.3%.
- The Estate has a higher than average number of people whose day to day activities are limited a little (8.9%) compared to the City of Westminster and London (7.1% compared to 7.4%). However, it is lower than the England average of 9.3%.
- The number of people describing themselves as having their day to day activities not limited by long term illness or disability is 83.1%, This is lower than the City of Westminster and London yet higher than the England average.

### 3.4 Gender reassignment

There are no official or census data for the number of gender variant people in the study area, London or England. The ONS, though, has estimated that the size of the Trans community in the UK could range from 65,000 to 300,000.<sup>5</sup>

### 3.5 Pregnancy and maternity

Table 6 below shows the number of live births, the General Fertility Rate and the Total Fertility Rate for City of Westminster, London and England. No data is currently available for pregnancy and maternity at Estate level.

**Table 6: Pregnancy and maternity rates of the City of Westminster population**

Births and fertility rate	City of Westminster	London	England
Live births	2,654	128,803	663,157
General Fertility Rate (GFR)*	45.9	63.6	62.5
Total Fertility Rate (TFR)**	1.2	1.72	1.81

Source: Office for National Statistics (2016) Maternity Statistics

\* number of live births per 1,000 women aged 15-44

\*\* number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year in question throughout their childbearing lifespan

The City of Westminster has a lower general fertility rate (number of live births per 1000 women) than London and England.

<sup>5</sup> ONS (2009): 'Trans Data Position Paper'.

### 3.6 Race and ethnicity

Table 7 below provides a breakdown of the population of the Estate, City of Westminster, London and England by ethnicity.

**Table 7: Population by race and ethnicity**

Race and ethnicity		Estate	City of Westminster	London	England
White	White British	37.3%	35.2%	44.9%	79.8%
	Irish	2.5%	2.3%	2.2%	1.0%
	Gypsy or Irish Traveller	0.0%	0.0%	0.1%	0.1%
	Other White	19.2%	24.1%	12.6%	4.6%
Mixed/multiple ethnic groups	White and Black Caribbean	1.3%	0.9%	1.5%	0.8%
	White and Black African	2.0%	0.9%	0.8%	0.3%
	White and Asian	1.2%	1.6%	1.2%	0.6%
	Other Mixed	1.5%	1.8%	1.5%	0.5%
Asian/Asian British	Indian	1.4%	3.3%	6.6%	2.6%
	Pakistani	0.8%	1.1%	2.7%	2.1%
	Bangladeshi	3.9%	2.9%	2.7%	0.8%
	Chinese	1.9%	2.7%	1.5%	0.7%
	Other Asian	5.9%	4.6%	4.9%	1.5%
Black/African/Caribbean/Black British	Black African	6.9%	4.2%	7.0%	1.8%
	Black Caribbean	2.8%	2.0%	4.2%	1.1%
	Other Black	1.8%	1.3%	2.1%	0.5%
Other ethnic group	Arab	5.6%	7.2%	1.3%	0.4%
	Any Other Ethnic Group	4.0%	3.9%	2.1%	0.6%

Source: Nomis (2011) National Census

The table shows the following patterns:

- The Estate and the City of Westminster have a lower proportion of people who are Black African, Black Caribbean and Other Black ethnic groups in comparison to London but higher than the England average.
- There is also a higher percentage of Other White people in the Estate compared to the England average.

### 3.7 Religion and belief

Table 8 below provides a religious profile of the Estate and City of Westminster, compared with London and England.

**Table 8: Population by religion and belief**

Religion and belief	Estate	City of Westminster	London	England
Christian	53.3%	44.6%	48.4%	59.4%
Buddhist	1.3%	1.5%	1.0%	0.5%

Religion and belief	Estate	City of Westminster	London	England
Hindu	0.3%	1.9%	5.0%	1.5%
Jewish	0.5%	3.3%	1.8%	0.5%
Muslim	19.5%	18.3%	12.4%	5.0%
Sikh	0.2%	0.2%	1.5%	0.8%
Other Religion	0.6%	0.6%	0.6%	0.4%
No Religion	16.0%	20.3%	20.7%	24.7%
Religion Not Stated	8.3%	9.4%	8.5%	7.2%

Source: Nomis (2011) National Census

The table shows the following:

- The Estate has a high proportion of Christian residents in comparison to the City of Westminster and London but lower than the England average.
- The Estate also has a higher percentage of Muslim residents in comparison to the City of Westminster, London and England.
- The proportion of population in the Estate who claim to have no religion is lower than all other areas.

### 3.8 Sex

Table 9 below shows the proportion of the population who are male and female in the Estate and City of Westminster, compared to London and England. The ratio of men and women on the Estate is in line with the national average.

**Table 9: Population by sex**

Sex	Estate	City of Westminster	London	England
Male	48.9%	52.1%	49.8%	49.4%
Female	51.1%	47.9%	50.2%	50.6%

Source: Office for National Statistics (2016) Mid-Year Population Estimates

### 3.9 Sexual orientation

There is no data available on this protected characteristic for the study area. However, emerging experimental statistics relating to sexual identity are available nationally and at a regional level.

In 2016, estimates from the Annual Population Survey (APS)<sup>6</sup> showed that 93.4% of the UK population identified as heterosexual or straight and 2.0% of the population identified themselves as lesbian, gay or bisexual (LGB). This comprised of:

- 1.2% identifying as gay or lesbian
- 0.8% identifying as bisexual
- A further 0.5% of the population identified themselves as “Other”, which means that they did not consider themselves to fit into the heterosexual or straight, bisexual, gay or lesbian categories.

<sup>6</sup> Source: Office for National Statistics (2017): . See:

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2016>

- A further 4.1% refused, or did not know how to identify themselves.

In the same survey, London had the highest percentage of the population who identify as LGB. In 2016, around 2.7% of the population in London identified themselves as LGB, the highest proportion of any English region. The Office for National Statistics suggested that this could be explained by the younger age structure or the diversity of the population of London.

### **3.10 Residents equalities survey**

The Council has begun an equalities survey across the Estate. This will provide a more detailed and accurate representation of the residential profile. The data from this survey, once complete, will be used to update the profile in the subsequent EqIA.

## 4 Impacts, mitigations and recommendations

### 4.1 Impacts, mitigations and recommendations

This section of the report summarises the impacts that have been identified in relation to protected characteristic groups, with further literature and supporting evidence found in Appendix D. Mitigation measures and other actions that have been put forward by the Council have been considered alongside these impacts to determine whether the mitigation or action will successfully manage negative impacts, or enhance positive impacts. Finally, a series of recommendations have been set out for consideration, which address further mitigations and enhancements that can be made to improve the outcomes of the relocation and redevelopment process.

As the preferred scenario is the complete redevelopment of the Estate, all residents will need to relocate to a alternative home. For some this move will be permanent, while for others it will be temporary; some will choose to return to the Estate, some will not. Following this, the redevelopment will result in new and additional homes, and an improved environment on the Estate.

At this stage of the assessment it is unclear how rehousing will be implemented as it will differ between households. Whilst some households may be relocated locally within Westminster, others may be relocated elsewhere in London (those currently living in Temporary Accommodation on Ebury). The duration of the relocation would also differ, with some households relocating away from the estate permanently (this may be by choice), and others relocating on a temporary basis. Both the location and duration of the relocation will influence the severity of the impact. It is therefore important that these indicators are reassessed once this information is made available.

### 4.2 Social infrastructure

#### Potential impacts

The preferred scenario will result in the phased decant and demolition of existing homes on the Estate. The temporary relocation will impact all residents, potentially increasing their distances from places of social connection located on or in close proximity to the Estate. However, those with certain protected characteristics are likely to be disproportionately impacted in terms of the potential loss of established social infrastructure and social capital. Groups more likely to be adversely affected when compared to others include **older people**,<sup>7</sup> **children** and **young people**,<sup>8</sup> and people from **BAME** and **minority faith** communities.<sup>9</sup> For example, children and young people may no longer be easily able to use the playground and sports pitch for recreational use.

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<sup>7</sup> Age UK, (2012): 'Loneliness and isolation evidence review'.

<sup>8</sup> Greater London Authority (2017): 'The Draft London Plan 2017: Chapter 5 Social Infrastructure'. Available at: [https://www.london.gov.uk/sites/default/files/draft\\_london\\_plan\\_chapter\\_5.pdf](https://www.london.gov.uk/sites/default/files/draft_london_plan_chapter_5.pdf)

<sup>9</sup> I Cole & J. Flint, (2007): 'Joseph Rowntree Foundation, Demolition, Relocation and affordable rehousing; lessons from the housing market renewal pathfinders'.

## Demographics

Of the residents living in the Estate, those that could experience impacts from the loss of social infrastructure include:

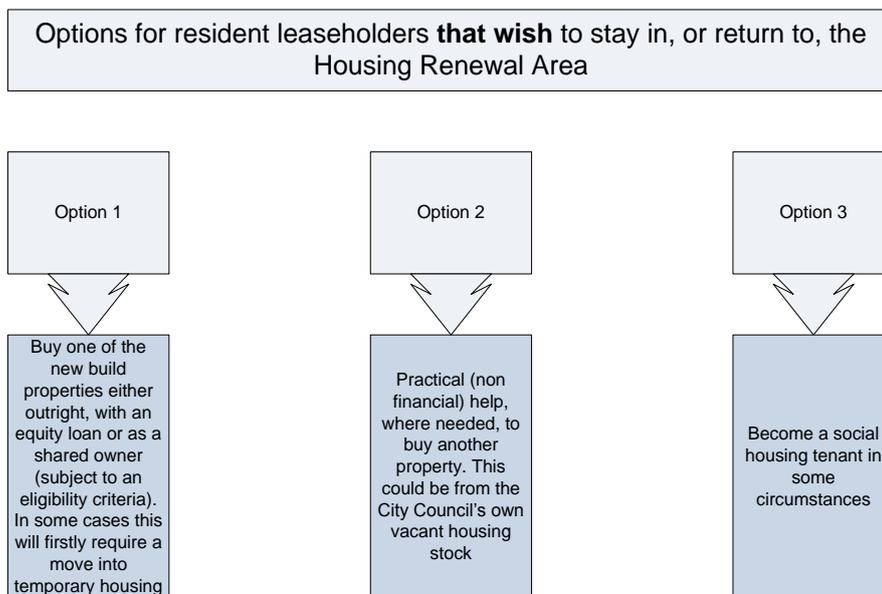
- **older people**, aged 65 or older, who represent just over 10% of the Estate population;
- **children**, aged 16 or under, who represent almost 24% of the Estate population;
- **young people**, between the ages of 16-24, who approximately 10% of the Estate population;
- those of a **BAME** background, who make up almost 63% of the Estate population; and
- those of a **minority faith**, who make up over 22% of the Estate population.

A more detailed assessment of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England.

## Mitigation and enhancement measures

All existing secure tenants and resident leaseholders living on the Estate are guaranteed a right to return to a new home on the Estate.<sup>10</sup> In addition, the Council has a 'Policy for Leaseholders in Housing Renewal Areas'. Within the policy, the Council recognises that many resident leaseholders have connections to their local area and will want to remain there. A range of options are available for leaseholders who want to stay in or close to the Estate to suit different circumstances. The Council has stated that it will make 'every reasonable effort' for resident leaseholders to remain home owners where possible, should this be their wish.<sup>11</sup> This will help to ensure that residents are ultimately able to return to the Estate, and therefore continue to access the social infrastructure that is important to them. The figure below outlines the options available to those who wish to remain in the area, and therefore continue to access local social infrastructure.

**Figure 7: Re-housing options for resident leaseholders**



<sup>10</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>11</sup> Westminster City Council (2017): 'Policy for Leaseholders in housing Renewal Areas'.

Source: Westminster City Council, 2017

In terms of secure tenants, the Council's 'Tenant Decant Policy for Housing Renewal Areas' sets out the Council's proposals for re-housing tenants in regeneration areas who need to move to facilitate redevelopment.<sup>12</sup> The five re-housing options for secure tenants, as set out in the 2015 re-housing policy, are:

1. Move straight into one of the new homes built: This option is only possible in cases where new homes are built before secure tenants have had to move out of their previous home.
2. Get high priority on Choice Based Lettings to bid for other homes in the local area or across Westminster: This option is attractive if there is a particular estate, family member, work place or school that a tenant wants to live closer to.
3. Move into housing schemes for the over-60s: Those over the age of 60 can be re-housed in one of Westminster's Community Supportive Housing Schemes. Or, if they would like to move out of London, they could relocate via the Seaside and Country Homes Scheme.
4. Become a home owner through a low-cost home ownership scheme: Secure tenants receive top priority for new homes built in their neighbourhood.
5. Accept a temporary re-housing offer but have the option to return to the new homes when construction is complete: This option is available to tenants when new homes are not built before they are required to move out of their previous home.

These five options form the basis of the Decant Policy and the offer and support that will be available to secure tenants that need to move as a result of the renewal scheme. As the majority of options available to tenants (all except option five) make reference to tenants either being rehoused within the borough or directly on the estate itself, it is likely that tenants will still be able to access social infrastructure in the local area, without extensive travel required.

### Recommendations

Beyond the existing mitigations proposed by Council, residents should be given choice in how many times they move, and in where they move to.

Feelings of social isolation can also be remediated by holding community meetings or gatherings during the process of redevelopment, to bring together residents who have temporarily relocated in a social setting.

In addition, access to existing community facilities should be maintained where possible, and information should be provided to those that relocate, in multiple languages, about how and where to access facilities and community resources of a similar nature in their area.

## 4.3 Access to services

### Potential impacts

The complete redevelopment of the Estate and subsequent temporary relocation of residents has the potential to be particularly disruptive to **children** and **young people**. Such disruption may include the need to changing schools, or take longer journeys travelling to school. There are several schools in close proximity to the Estate. These include St Barnabas Primary school (located on St Barnabas Street), St Gabriel's School (Churchill Gardens Road), Churchill Gardens Primary Academy (Ranlagh Road) and Pimlico Academy (Lupus Street).

Following the announcement of demolition of the Estate, local amenities and services, such as shops like the one pictured in Figure 8 below, may decide to close until after the redevelopment

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<sup>12</sup> Westminster City Council (2015) 'Westminster City Council's Tenant Decant Policy for Renewal Areas'. Accessed here: [https://www.westminster.gov.uk/sites/www.westminster.gov.uk/files/tenant\\_decant\\_policy\\_23\\_mar\\_15.pdf](https://www.westminster.gov.uk/sites/www.westminster.gov.uk/files/tenant_decant_policy_23_mar_15.pdf)



## Mitigation and enhancement measures

The Council's 'Shaping the preferred scenario' report highlights the measures that the Council will undertake to mitigate negative impacts. With secure tenants considered to be vulnerable, the Council will offer additional support. With resident leaseholders, the Council will offer one to one sessions as early as possible.<sup>15</sup> However, at this stage of assessment it is unclear what the additional support and one to one sessions will comprise. The mitigation measures highlighted in the 'social infrastructure' section of the report are also relevant to this impact. Ensuring that both resident leaseholders and secure tenants are able to return to the estate (should they wish) means that they can continue to access services in the local area. This will ensure that those who relocate away from the Estate will be unlikely to experience disadvantage through both the lack of access to services and social capital.

The mitigation measures highlighted in the 'social infrastructure' section of the report (section 4.2.2) are also relevant to this impact. Ensuring that both resident leaseholders and secure tenants have the option to be rehoused within the borough.

## Recommendations

It is recommended that the additional support and one to one sessions should be used by the Council to provide information to residents on accessing services, such as health care and cultural and religious facilities, in their new, temporary neighbourhood. In addition, distances from the Estate neighbourhood should be minimised in order to prevent children from having to change schools or travel long distances.

The ongoing involvement of local businesses in the consultation process can serve to prevent business closures and ensure vulnerable residents remaining in the area can continue to access their services.

## 4.4 Appropriate and accessible housing

### Potential impacts

As the preferred scenario will involve the rehousing of all residents, issues regarding sourcing suitable housing for people with a **disability** may arise, as there are people with a limiting long-term illness or disability living on the existing Estate. Research suggests that there is a severe shortage of accessible housing across all tenures.<sup>16</sup> This means that disabled people (particularly those with mobility impairments) often experience difficulties trying to find a suitable, accessible home.<sup>17</sup> For example, homes that provide disabled parking bays such as the ones pictured in Figure 9 may be difficult to find.

Disabled people who live in social housing could experience particularly acute impacts. The introduction of the 'Removal of the Spare Room Subsidy' or 'Bedroom Tax' in 2013 has had a disproportionate impact on disabled people in social housing; two thirds of those affected have a disability. Research shows that disabled people have found it difficult to take up proposed mitigation measures, such as taking up work, working longer hours or downsizing, and thus have had their income reduced by £12 to £22 per week, depending on the number of spare

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<sup>15</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>16</sup> Equality and Human Rights Commission (2018): 'Housing and disabled people: Britain's hidden crisis'. Available at: <https://www.equalityhumanrights.com/sites/default/files/housing-and-disabled-people-britains-hidden-crisis-main-report.pdf>

<sup>17</sup> Leonard Cheshire Disability (2014): 'The hidden housing crisis'

bedrooms. These changes have resulted in increased poverty and adverse effects on health, well-being and social relationships of disabled residents in social housing<sup>18</sup>.

**Figure 9: Disabled parking bays at Ebury Bridge Estate**



Source: Mott MacDonald

A temporary move may help to address any issues with overcrowding. This is likely to impact **BAME communities** and **children**.<sup>19</sup> Research suggests that both children and BAME groups are more likely to live in overcrowded housing. And, the impacts of overcrowded housing can be exacerbated when children are residents because of its impact on their emotional and physical health and educational performance in the long term.<sup>20</sup> On the other hand, negative impacts may be realised by these groups if the temporary relocation is not adequate for their needs.

### Demographics

Of the residents living in the Estate, those that could experience impacts from the potential difficulties in finding accessible and appropriate housing include:

- people with a **disability**, who represent almost 17% of the Estate population;
- **children**, aged 16 or under, who represent just under 24% of the Estate population; and
- those of a **BAME** background, who make up approximately 63% of the Estate population.

A more detailed review of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England.

<sup>18</sup> Moffatt, S., Lawson, S., Patterson, R., Holding, E., Dennison, A., Sowden, S., & Brown, J. (2015). A qualitative study of the impact of the UK 'bedroom tax'. *Journal of Public Health*, 38(2), 197-205.

<sup>19</sup> Runnymede Trust (2016): 'Ethnic Inequalities in London: Capital For All'.

<sup>20</sup> National Children's Bureau (2016): 'Housing and the health of young children: Policy and evidence briefing for the VCSE sector'

## Mitigation and enhancement measures

The Council has set out the redevelopment support that will be made available to residents of the Estate under the preferred scenario. For secure tenants, rehousing will be based on need. This means that the number of bedrooms (an aspect related to overcrowding) and any mobility requirements will be assessed. With resident leaseholders, the leaseholder's needs and preferences will be established. This will lead to the facilitation of appropriate housing options, including adaptations.<sup>21</sup>

## Recommendations

The Council should maintain accurate and up to date records of the needs of its tenants as they are likely to change over time. Maintaining these records will help to ensure that the temporary location remains appropriate for the accessibility needs of residents and evades the risks posed by overcrowding.

To further address changing needs, it is essential that the Council consider how the circumstances of people with a disability in the Estate have been affected by the removal of the spare room subsidy, and how resettlement and new housing situations may affect their vulnerability.

## 4.5 Health impacts

### Potential impacts

Recent public health research suggests a link between housing demolition and subsequent housing displacement with low birth weight in **babies**. This is due to the potential for the expectant mother to experience an increase in stress and loss of social support when displacement occurs.<sup>22</sup> As the preferred scenario involves both demolition of the Estate and relocation of the residents, this negative impact may arise.

### Demographics

Of the residents living in the Estate, those that could experience direct health impacts associated with housing demolition and housing displacement include **children**, aged 16 or under, who represent just under 24% of the Estate population.

A more detailed review of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England. It should be noted that although there is no information available for **pregnancy** and **maternity** at the Estate level, care should be taken to consider expectant mothers that may reside within the Estate.

## Mitigation and enhancement measures

The Council has stated that vulnerable secure tenants will be provided with additional support during the redevelopment. Such support may include furniture packing and unpacking, or the provision of transport to the new property where tenants are rehoused.<sup>23</sup> Such support is likely to be beneficial as it may alleviate some of the stress developed by relocation.

## Recommendations

The Council should work to identify the specific needs of pregnant women living on the Estate, including providing information about mental health or other social service support that may help

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<sup>21</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>22</sup> Kramer, M., et al. (2012) 'Housing Transitions and Low Birth Weight Among Low-Income Women: Longitudinal Study of the Perinatal Consequences of Changing Public Housing Policy', *Am J Public Health* 102(12).

<sup>23</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

to alleviate the adverse health impacts. Support for relocation and support to deal with the stress of relocation can reduce adverse health impacts for many vulnerable residents in the Estate, so it should be made available where possible.

An additional consideration for relocating pregnant women and residents with health issues is the proximity of their new location to health facilities or services. Where possible, moving distances should be minimised so contact can be easily maintained with their GP, obstetrician or health specialist.

## 4.6 Access to finance

### Potential impacts

The preferred scenario will result in demolition of existing homes and leaseholders being relocated elsewhere. Such resettlement has the potential to lead to an increase in financial outgoings. Access to finance is increasingly difficult when individuals are at risk of experiencing financial exclusion,<sup>24</sup> and, in the UK, certain groups are particularly vulnerable to this:

- **older people**, receive less than 1% of all mortgage lending,<sup>25</sup> which suggests they may experience difficulties in accessing finance;
- **young people**, between the ages of 16-24, may struggle to access housing due to cutbacks in social housing and increased house pricing.<sup>26</sup>
- those of a **BAME** background, are more likely to live in low income households than people from White British and Other White ethnic groups.<sup>27</sup> This suggests they may struggle to access finance to purchase a house.

With older people, research shows that they can often lack the financial means and income flexibility that make relocation possible.

### Demographics

Of the residents living in the Estate, those that could experience impacts from reduced access to finance include:

- **older people**, aged 65 or older, who represent around 10% of the Estate population;
- **young people**, between the ages of 16-24, who make up almost 10% of the Estate population; and
- those of a **BAME** background, who make up just over 62% of the Estate population.

A more detailed assessment of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England.

### Mitigation and enhancement measures

The 'Shaping the preferred scenario' report published by the Council highlights mitigation measures the Council will put in place under the preferred scenario.<sup>28</sup> In terms of access to finance, the report states that the following support will be provided:

- Homeloss payments for all secure tenants, currently £6,100 (as of May 2018);

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<sup>24</sup> Joseph Rowntree Foundation (2008): 'Financial inclusion in the UK: Review of policy and practice'. Available at: <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/2234.pdf>

<sup>25</sup> Council of Mortgage Lending (2015) 'Pension tension: the challenges for older borrowers'

<sup>26</sup> Financial Conduct Authority (2016) 'Access to Financial Services' Accessed here: <https://www.fca.org.uk/publication/occasional-papers/occasional-paper-17.pdf>

<sup>27</sup> Department for Work and Pensions (2015) 'Low income'

<sup>28</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

- Homeless payments and disturbance costs for resident leaseholders in accordance with statutory guidelines;
- Support offered to resident leaseholders when securing a new mortgage for buying a new home;
- Reimbursement of reasonable costs incurred by secure tenants that qualify as a disturbance payment. These include:
  - Redirection of mail;
  - Early contract termination fees;
  - Removal costs from the current home to the new home;
  - Washing machine, cooker, dishwasher and plumbed fridge disconnection and reconnection; and
  - The cost of new carpets and curtains to an equivalent standard if existing carpets and curtains cannot be used in the new property.

According to the Council's Policy for Leaseholders in Housing Renewal Areas,<sup>29</sup> regardless of how leaseholders' properties are acquired (either by agreement or compulsorily), the Council will pay the necessary and legal compensation, as per the Compensation Code. This compensation will serve to manage the main financial impacts of home loss and rehousing.

Lastly, the Council also has an equity loan scheme for housing renewal areas. The scheme has been designed to help resident leaseholders benefit from the redevelopment of their Estate. The scheme is designed to help with buying one of the brand-new properties which will be of a higher value, and still have similar housing costs to those at their existing home. Residents would buy the new home directly from the developer and/or Council (depending on the delivery model) with funding (the equity loan) from the Council. The funding would make up the difference between the residents' contribution and the price of the new property. If permission is granted by the mortgage lender, residents may be able to rent the property out once it has been purchased. Should the resident wish to sell the property, permission must be granted by the Council. The resident would be responsible for the costs associated with the sale of the property.

To qualify for the scheme, a resident must be; a resident leaseholder in one of the housing renewal areas; have agreed to sell their home to the Council and agree to contribute the market value of the existing home plus home loss payment to the payment of a new property.

## **Recommendations**

During the redevelopment process, and throughout the implementation of such mitigation measures, special attention should be paid to those at risk of financial exclusion. It should be ensured that residents are provided with information about budgeting decisions, housing allocation, and other finance-related information. Steps should be taken to support choice for

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<sup>29</sup> Westminster City Council (2015) 'Westminster City Council's Tenant Decant Policy for Renewal Areas'. Accessed here: [https://www.westminster.gov.uk/sites/www.westminster.gov.uk/files/tenant\\_decant\\_policy\\_23\\_mar\\_15.pdf](https://www.westminster.gov.uk/sites/www.westminster.gov.uk/files/tenant_decant_policy_23_mar_15.pdf)

these groups in the decision to remain in the Estate or resettle elsewhere, with a particular focus on supporting older people.

#### 4.7 Accessible and high-quality home provision

##### Potential impacts

Under the preferred scenario, homes will be re-provided to a high standard resulting in homes built with better sound proofing. Homes will be built sustainably using smart building strategies to reduce energy consumption and operational costs. Energy consumption will also be reduced by improving building performance and carbon footprint.<sup>30</sup> An independent Building Condition survey by Keegans in April-May 2018 noted that some existing blocks on the Estate would benefit from an update to heating systems, general improvements to insulation, and the enclosure of the balcony decks shown below in Figure 10.

**Figure 10: Ebury building with open balcony decks**



Source: Mott MacDonald

Housing quality can have an impact on all residents, but may disproportionately affect a number of different groups. For example, research shows that noise can negatively affect **children's** cognitive ability, including learning and memory. Similarly, raised noise levels can cause several adverse health outcomes for **older people**, including cardiovascular disease, stress, dementia and sleep disturbances.<sup>31</sup> Reductions in levels of noise, as a result of new homes being built with better sound proofing, may therefore impact these groups.

Fuel poverty is likely to disproportionately affect those from **ethnic minority** groups.<sup>32</sup> And, the effects of cold housing are disproportionately likely to negatively impact both older people<sup>33</sup> and

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<sup>30</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>31</sup> World Health Organisation (2011): 'Burden of disease from environmental noise Quantification of healthy life years lost in Europe'

<sup>32</sup> This does not include White ethnic minority households.

<sup>33</sup> The Housing and Ageing Alliance (2013) 'Policy Paper: Health, Housing and Ageing', Available at [www.housingling.org/HAA/](http://www.housingling.org/HAA/)

children.<sup>34</sup> Research also suggests that **disabled** people (including those with impairments, medical conditions or long term limiting illnesses) are often likely to consume more energy, resulting in heightened costs.<sup>35</sup>

The redevelopment of the Estate has the potential to further impact people with a disability, as research shows that there is a severe shortage of accessible housing across all tenures.<sup>36</sup> This means that disabled people (particularly those with mobility impairments) often experience difficulties trying to find a suitable, accessible home.<sup>37</sup>

## Demographics

Of the residents living on the Estate, those that could experience impacts from accessible and high-quality home provision include:

- **older people**, aged 65 or older, who represent just over 10% of the Estate population;
- **children**, aged 16 or under, who represent almost 24% of the Estate population;
- people with a **disability**, who represent approximately 17% of the Estate population; and
- those of a **BAME** background, who make up just over 62% of the Estate population.

A more detailed review of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England.

## Mitigation and enhancement measures

The Council's rehousing policies and process will provide resident leaseholders with a choice of housing and priority status within existing rehousing systems. The Council also has a legal duty to ensure that secure tenants are suitably housed in appropriate accommodation.

Overall, the Council plans to enhance housing provision in the Estate through:

- re-providing homes to meet residents' housing needs and provide high quality homes with lower energy and maintenance costs;
- improving the quality of the public spaces and addressing issues of security and safety;
- ensuring City West Homes will continue to carry out work to keep the Estate in good working order throughout the regeneration of the estate;
- minimising the number of moves for residents; and
- involving residents in the design of their new homes<sup>38</sup>.

## Recommendations

To enhance these commitments from Council and consider the specific needs of equality groups, new housing should be built to high energy standards to prevent the detrimental effects on health and well-being that result from fuel deprivation.

In re-providing housing, Council should also consider accessibility needs of **disabled** people and **older people** with limited mobility. An independent building condition survey of the Estate in April-May 2018 established that Ebury Bridge buildings and grounds will benefit from increased

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<sup>34</sup> Marmot Review Team (2011) 'The Health Impacts of Cold Homes and Fuel Poverty'. London: Department of Epidemiology and Public Health, University College London.

<sup>35</sup> Scope (2018) 'Out in the Cold', Available at <https://www.scope.org.uk/Scope/media/Images/Out-in-the-cold.pdf>

<sup>36</sup> Equality and Human Rights Commission (2018): 'Housing and disabled people: Britain's hidden crisis'. Available at: <https://www.equalityhumanrights.com/sites/default/files/housing-and-disabled-people-britains-hidden-crisis-main-report.pdf>

<sup>37</sup> Leonard Cheshire Disability (2014): 'The hidden housing crisis'

<sup>38</sup> City of Westminster Council (2018): 'Ebury Bridge News: June 2018'.

accessibility standards.<sup>39</sup> The new building scheme should address the accessibility issues noted in the condition report, ensuring that there is adequate specialized housing for disabled people, which includes homes designed for wheelchair access.

As there is a high proportion of **children** and **young people** that currently live on the Estate, there should be adequate housing to suit the needs of families; this includes providing a sufficient number of homes with more than two bedrooms within the total number of units provided, to prevent any overcrowding. Additional measures to protect the health and well-being of residents include minimising disruption and maintaining good place making principles during construction and creating unified construction sites so that new development will create complete urban blocks more quickly, to achieve a higher quality living environment.

## 4.8 Affordable housing provision

### Potential impacts

The preferred scenario includes plans to build 400 new homes, of which 35% will be affordable for social and intermediate rent.<sup>40</sup> The availability of affordable housing<sup>41</sup> disproportionately affects BAME households, as evidence suggests that rents are less affordable for most ethnic minority groups when compared to White British households.<sup>42</sup>

### Demographics

Of the residents living in the Estate, those that could experience impacts from affordable housing provision include people from a **BAME** background, who make up approximately 62% of the Estate population.

A more detailed assessment of demographic information can be found in Chapter 3, along with further comparisons to London, City of Westminster and England.

### Mitigation and enhancement measures

The preferred scenario includes plans to build over 400 new homes, of which 35% will be affordable for social and intermediate rent. The availability of affordable housing is particularly important for BAME households as evidence suggests that market rents are less affordable for most ethnic minority groups when compared with White British households."

### Recommendations

To mitigate negative impacts the Council should ensure that affordable housing share is sufficient to meet the needs of existing Estate residents. An additional measure that could be taken would be to mix the location of where redevelopment takes place between higher value sites and less valuable sites during each phase, so that the benefits are spread across all income groups in the Estate and the risk to the project is balanced<sup>43</sup>. Finally, work should begin as early as possible on sites where there is a large increase in the number of new affordable homes.

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<sup>39</sup> Keegans Group (2018): 'Condition report for Ebury Bridge Estate'.

<sup>40</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>41</sup> According to the National Planning Policy Framework (2012), affordable housing is social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market. A household's eligibility is determined by looking at local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled and used for alternative affordable housing provision. See: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

<sup>42</sup> Shelter (2017): 'BAME homelessness matters and is disproportionately rising – time for the government to act'. Available at: <http://blog.shelter.org.uk/2017/10/bame-homelessness-matters-and-is-disproportionately-rising-time-for-the-government-to-act/>

<sup>43</sup> Southwark Council (2009) 'Equalities Impact Assessment for Aylesbury Area Action Plan.'

## 4.9 New community facilities

### Potential impacts

The preferred scenario includes integrating new community facilities such as a community facility, multi-purpose games area, play spaces and community gardens.<sup>44</sup> An example of a playground on site that will be improved by the development is pictured below in Figure 11. Affordable and accessible facilities for sports and physical activity are likely to positively impact groups that often face barriers to participation, including **disabled** people, **older** people, **BAME** communities, and those who identify as **LGBT**.<sup>45</sup>

**Figure 11: A playground in the Estate**



Source: Mott MacDonald

### Demographics

Of the residents living in the Estate, those that could experience impacts from new and improved community facilities include:

- **older people**, aged 65 or older, who represent around 10% of the Estate population;
- people with a **disability**, who represent approximately 17% of the Estate population; and
- those of a **BAME** background, who make up just over 62% of the Estate population.

A more detailed assessment of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England. It should be noted that although there is no information available for **LGBT** people at the Estate level, care should be taken to consider LGBT people that may reside within the Estate.

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<sup>44</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>45</sup> Assembly, N. I. (2010). 'Barriers to Sports and Physical Activity Participation'.

## Mitigation and enhancement measures

The Council's plans to enhance community facility provision on the Estate in the future, and its plans to explore opportunities for temporary uses of empty spaces, flats and gardens is likely to benefit certain groups<sup>46</sup>. As a result, no mitigation measures have been identified.

Recommendations for further enhancement have been made below.

## Recommendations

In order to enhance the positive impacts of community facilities in the Estate, during the redevelopment process, good access to existing facilities, such as the multi-use games area and children's playground, should be maintained where possible. Access to newly built and upgraded facilities should be provided as soon as possible, and built to a high standard of accessibility and design. New facilities and community programmes provided should consider and address needs of all residents, and where there are barriers to access for certain groups, there should be supports in place to ensure that they are able to get involved.

### 4.10 Improved public realm, safety and security

#### Potential impacts

As part of the preferred scenario being taken forward, the quality of public spaces and safety and security within the Estate will be improved.<sup>47</sup>

The ability to access and use the public realm is vitally important to ensuring people feel that they are active members of their society. However, it has been acknowledged that people with a **disability** and **BAME** communities are less likely to take part in public life than other sections of the population.<sup>48</sup> And, for **disabled people**, public spaces can often be inaccessible.<sup>49</sup> Meanwhile, access to, and management of, the public realm is also important to the provision of play space for **children**.<sup>50</sup> Community safety and security is anticipated to improve as a result of the Estate redevelopment, as addressing these issues is a part of the delivery of the preferred scenario.

As a result of improvements being made to the public realm, number of equality groups within the Estate are likely to benefit from improved safety and security. An Ipsos MORI survey on public views of policing in England and Wales in 2016 determined that certain groups of people were more likely to have had contact with their local police as a victim or witness, including those from **BAME** backgrounds, **younger people** aged 16-34, **disabled** people, and **LGBT** respondents<sup>51</sup>.

#### Demographics

Of the residents living in the Estate, those that could experience impacts from improvements in the public realm include:

- **children**, aged 16 or under, who represent around 24% of the Estate population;

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<sup>46</sup> City of Westminster Council (2018): 'Ebury Bridge News: June 2018'.

<sup>47</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>48</sup> Greater London Authority (2017): 'The Mayor's vision for a diverse and inclusive city: Draft for consultation'.

<sup>49</sup> House of Commons Women and Equalities Committee (2017): 'Building for Equality: Disability and the Built Environment'.

<sup>50</sup> Play England (2008): 'Design for play: A guide to creating successful play spaces'. Available at: <http://www.playengland.org.uk/media/70684/design-for-play.pdf>

<sup>51</sup> Ipsos MORI (2016): 'Public views of policing in England and Wales'. Available at: <https://www.ipsos.com/sites/default/files/migrations/en-uk/files/Assets/Docs/Publications/sri-public-views-of-policing-in-england-and-wales.pdf>

- **young people**, between the ages of 16-24, who make up around 10% of the Estate population;
- people with a **disability**, who represent approximately 17% of the Estate population; and
- those of a **BAME** background, who make up just over 62% of the Estate population.

A more detailed review of demographic information can be found in Chapter 3, along with further comparisons to the City of Westminster, London and England.

No demographic information is currently available on the percentage of **LGBT** people living in the Estate.

### **Mitigation and enhancement measures**

As improving the public realm and safety and security is likely to generate positive outcomes for several equality groups, no mitigations measures are necessary. However, the section below highlights recommendations for ensuring successful implementation.

### **Recommendations**

How the Estate and surrounding public space is designed will be key to the success of the redevelopment, therefore residents and stakeholders should be involved early on in the design process, and best practices for public space design should be taken on board to create shared areas that improve accessibility, safety, and well-being.

An independent building condition survey of the Estate in April-May 2018 established that Ebury Bridge buildings and grounds will benefit from increased accessibility standards. The condition report suggested a full remodelling of the Estate walkways and access roads, as well as additional provision of **Disabled** Parking bays within a suitable distance of flat entry doors<sup>52</sup>. As there is a higher proportion of people living with a disability or limiting long term illness within the Estate, compared to The City of Westminster and London, it is critical that the new building scheme addresses the accessibility issues noted in the condition report, ensuring that accessibility improvements are made in the Estate's public spaces, which will improve the health and well-being of those with mobility issues and older people.

Should the redevelopment go forward, access, design, and management of public spaces within the Estate should be improved. Providing green space, keeping shared areas clean, ensuring public spaces promote community safety, and providing engaging play spaces can all contribute to improving inclusion, social cohesion, health and well-being for the entire Estate community, and **children** and **BAME** communities in particular.

The design of the redeveloped Estate will also play a key role in the safety and security of equality groups. Best practices for enhancing safety and preventing crime should be taken on board in the redevelopment of the Estate, and current aspects of the design that negatively impact safety and security can be 'designed out' using the concept of crime prevention through environmental design (CPTED).

CPTED does not include design elements that exclude certain groups, such as uncomfortable surfaces to deter rough sleepers, rather, CPTED reduces crime through manipulating the built environment. This can include creating symbolic barriers, limiting certain movement, maximising surveillance through clear sightlines, management and maintenance of properties and high standards of physical security<sup>53</sup>. For example, the newly built Estate could provide increased

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<sup>52</sup> Keegans Group (2018): 'Condition report for Ebury Bridge Estate'.

<sup>53</sup> Armitage, Rachel (2017). 'Crime Prevention through Environmental Design (CPTED) and Housing in the UK'. Safety in the Making: Lessons from and for Urban Planners. 16th February 2017, Stockholm, Sweden. (Unpublished). Available at

access to private gardens and courtyards, or include a number of houses with street-level access doors, which can generate more street-level activity. A full 'Secured by Design' England and Wales police-preferred guide to housing design is available online, containing a series of useful recommendations for designing housing and the public areas surrounding them<sup>54</sup>.

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<sup>54</sup> Police Crime Prevention Initiatives Limited (2016). 'Secured by Design Interactive Guide.' Available at: <http://www.securedbydesign.com/industry-advice-and-guides/interactive-design-guide/>

## 5 Summary and next steps

### 5.1 Summary

The research and analysis process for this initial EqlA has identified several impacts that are likely to arise because of residents being temporarily relocated and the redevelopment of the Estate. There is potential for residents to experience impacts as a result of their protected characteristics.

Table 12 below summarises the potential impacts of the renewal of the Estate on different groups of residents and the proposed mitigations and recommendations.

**Table 12: Summary of potential impacts, mitigations and recommendations**

Impact	Groups affected	Mitigation	Recommendation
Potential to reduce overcrowding	<ul style="list-style-type: none"> <li>• BAME</li> <li>• Children</li> </ul>		Ensure temporary accommodation is appropriate for families or residents being relocated
Potential loss of established social infrastructure and social capital	<ul style="list-style-type: none"> <li>• Older people</li> <li>• BAME</li> <li>• Minority faith groups</li> </ul>	<p>A range of options are available for resident leaseholders who want to stay in or close to the Estate to suit different circumstances.</p> <p>Five re-housing options for secure tenants</p>	<p>Access to existing facilities maintained where possible. Provide information about how and where to access other facilities and community resources.</p>
Potential need to change schools, longer journey times.	<ul style="list-style-type: none"> <li>• Children</li> <li>• Young people</li> <li>• Older people</li> </ul>	<p>A range of options are available for resident leaseholders who want to stay in or close to the Estate to suit different circumstances.</p>	<p>Minimise the number of residents with school-aged children that move away from the Estate.</p>
Potential to affect employment due to longer commuting and travelling times, which may be unreasonable.	<ul style="list-style-type: none"> <li>• BAME</li> </ul>	<p>One to one sessions available to resident leaseholders.</p> <p>Five re-housing options for secure tenants</p>	<p>Involve local businesses in the consultation process.</p> <p>Provide information to BAME communities about where to access health care, cultural and religious facilities.</p>
Risk of presenting barriers to accessing cultural and religious facilities		<p>Additional support available to secure tenants.</p>	
Potential challenges securing a suitable and accessible home.	<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• Children</li> </ul>	<p>For resident leaseholders, needs and preferences will be established and will be given priority status in Council rehousing systems</p>	<p>Disabled residents should be moved to a location that suits their needs or has the potential to be adapted to suit their needs.</p>
Potential challenges securing a home with a suitable number of bedrooms.	<ul style="list-style-type: none"> <li>• BAME</li> </ul>	<p>For secure tenants, rehousing will be based on need. The Council has a statutory duty to provide secure tenants with appropriate accommodation.</p>	

Impact	Groups affected	Mitigation	Recommendation
Potential impact of stress from relocation on low birth weight in babies.	<ul style="list-style-type: none"> <li>• Children</li> <li>• Pregnant women</li> </ul>	Secure tenants will be provided with additional support during redevelopment.	<p>Maintain accurate and up to date records of residents' needs.</p> <p>Increased levels of access and support from social services.</p> <p>Relocate residents to health facilities.</p>
Potential increase in financial outgoings	<ul style="list-style-type: none"> <li>• Young people</li> <li>• Ethnic minorities</li> <li>• Older people</li> </ul>	Options for homeless payments, support and reimbursement of reasonable costs. Equity loan scheme – designed to help resident leaseholders benefit from the Estate.	Ensure access to information about budgeting decisions, housing allocation and other finance related information.
Homes re-built with better sound proofing and low energy costs and consumption levels.	<ul style="list-style-type: none"> <li>• Children</li> <li>• Older people</li> <li>• Ethnic minority groups</li> </ul>	Beneficial impacts. No mitigation measures to be applied.	Provide an appropriate mix of housing to suit the diverse needs within the Estate.
Additional affordable housing	<ul style="list-style-type: none"> <li>• BAME communities</li> </ul>	Beneficial impacts. No mitigation measures to be applied.	Pay attention to equitability during the allocation process to ensure that it addresses BAME residents needs.
Integrating new or refurbished community facilities	<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• Older people</li> <li>• BAME communities</li> <li>• LGBT</li> </ul>	Beneficial impacts. No mitigation measures to be applied.	Access to existing facilities should be maintained where possible. Access to new facilities should be provided as soon as possible.
Improved quality of public spaces within the Estate	<ul style="list-style-type: none"> <li>• Disabled people</li> <li>• BAME communities</li> <li>• Children</li> </ul>	Beneficial impacts. No mitigation measures to be applied.	Involve residents and stakeholders early on in the Estate design process and take on board best practice for public space design.
Community safety and security is anticipated to improve as a result of estate redevelopment	<ul style="list-style-type: none"> <li>• BAME communities</li> <li>• Young people</li> <li>• Disabled people</li> <li>• LGBT</li> </ul>	Beneficial impacts. No mitigation measures to be applied.	Ensure best practices for enhancing safety and preventing crime should be considered.

Source: Mott MacDonald 2018

## 5.2 Next steps

### 5.2.1 Final equality impact assessment

The next stage of this process will be a full equality analysis, delivered in Autumn 2018 after a decision on the preferred options has been formally announced.

The full EqIA will cover:

- **Stakeholder engagement:** A selection of stakeholder interviews will be undertaken with estate residents to help add depth and context to the analysis within the EqIA.
- **Updates to literature review and data analysis:** Where new evidence comes to light, the literature and data analysis will be updated accordingly.
- **Updates to impact analysis, reporting and recommendations:** In line with the additional evidence gathered, the analysis of potential impacts and recommendations will be updated.

Further equality analysis or impact assessment will be undertaken as part of all future phases of the redevelopment of the Estate. This will help to ensure compliance with the PSED, and ensure that all opportunities to maximise equality of outcome and to manage any adverse consequences are identified.

# Appendices

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## B. Demographic profile maps

The maps below show the population density for key groups covered by the protected characteristics within the Equality Act 2010.

Children (people aged under 16)

Younger people (people aged 16-24)

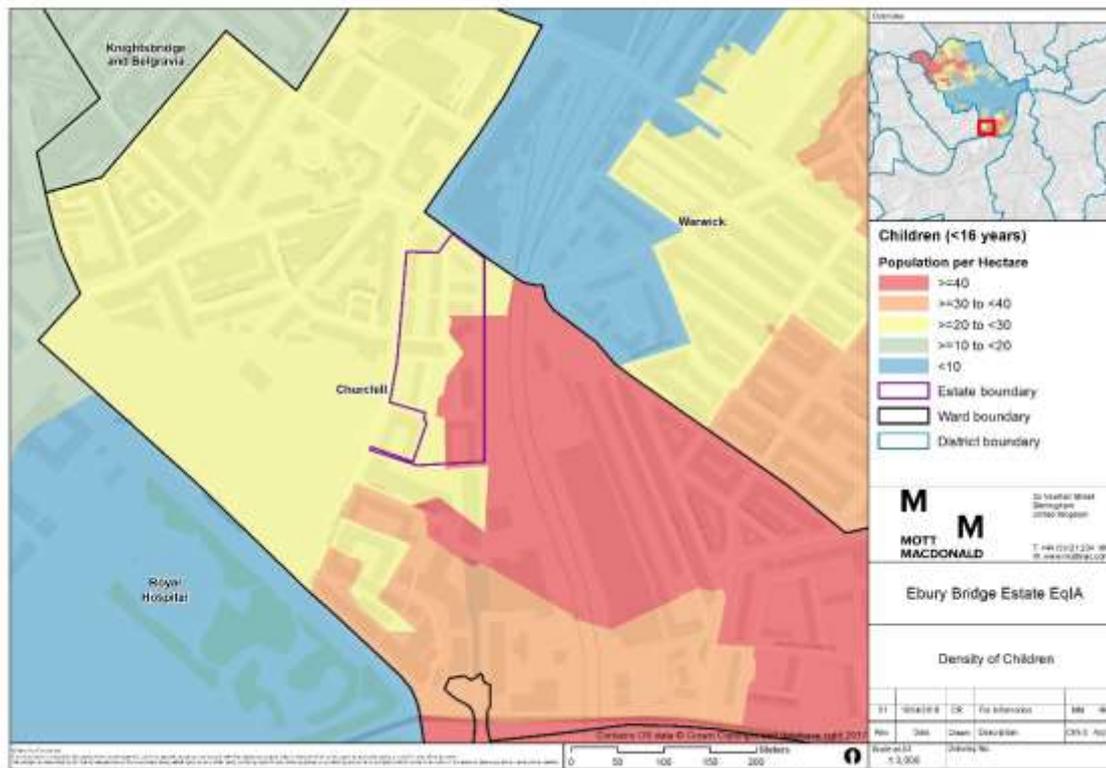
Older people (people aged 65 and over)

Disabled people (people with a limiting long-term illness)

People from a BAME background (people who are non-White British)

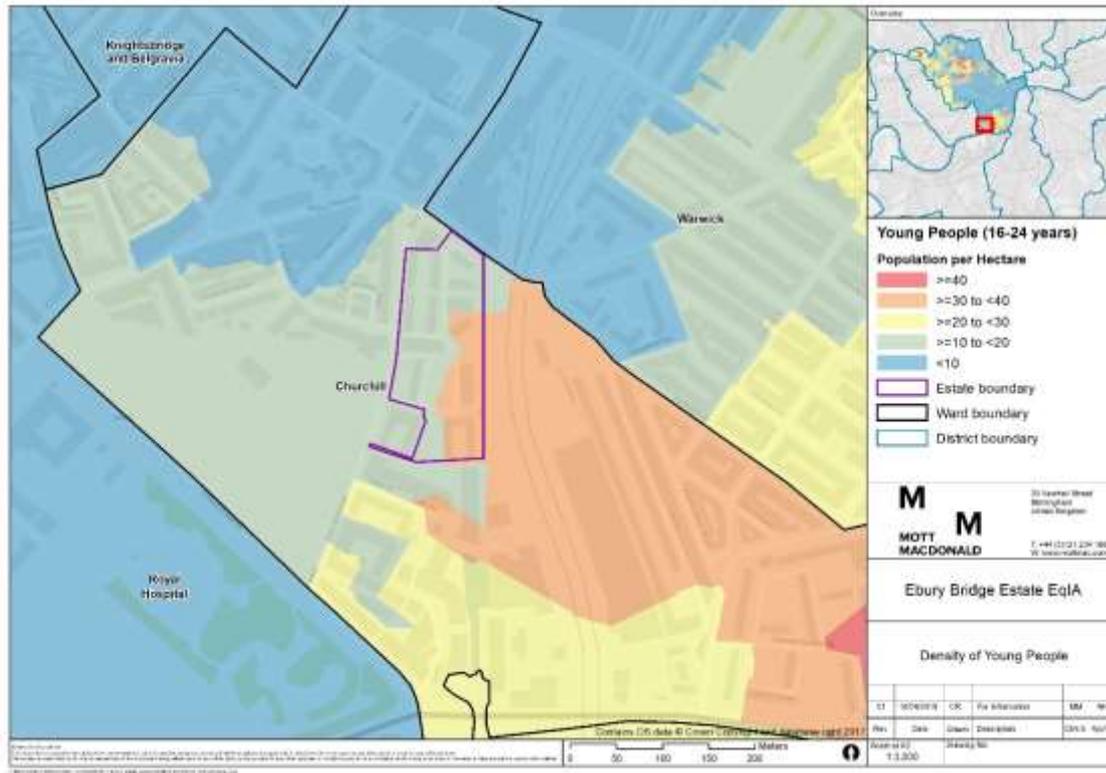
People from a minority faith group (people identify as Buddhist, Hindu, Jewish, Muslim, Sikh or 'other')

**Figure 12: Children, aged under 16**



Source: Office for National Statistics (2016) Mid-Year Population Estimates

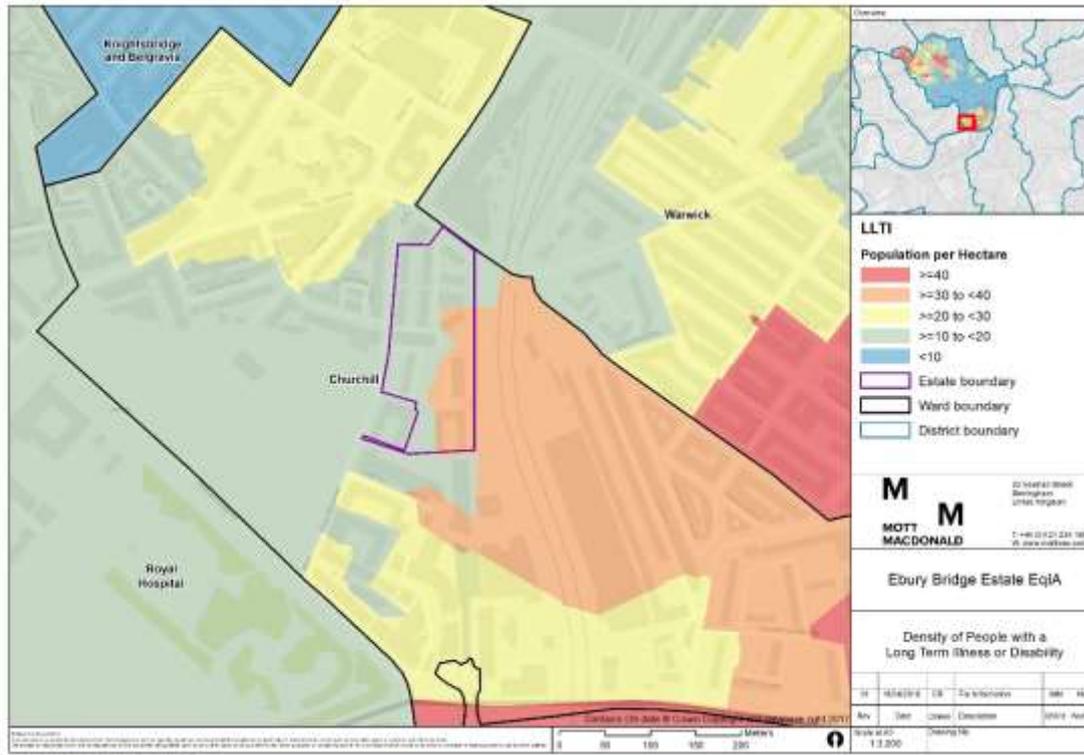
**Figure 13: Younger people, aged 16-24**



Source: Nomis (2011) National Census

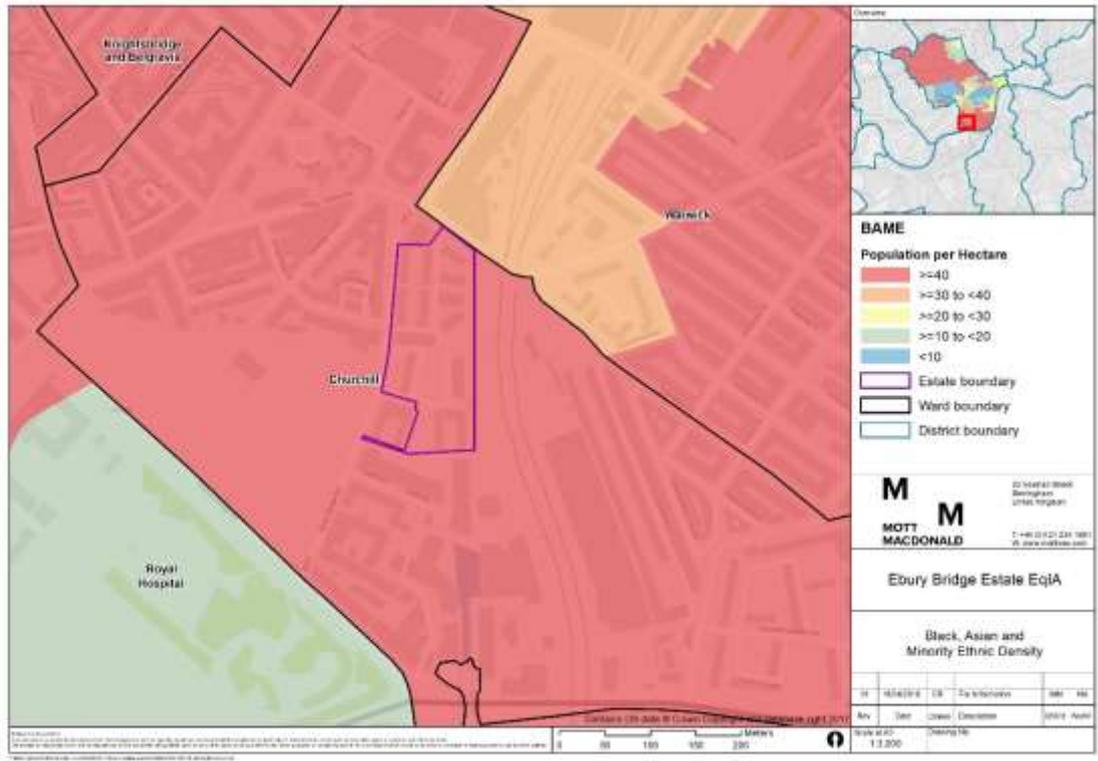


**Figure 15: People with a limiting long-term illness (LLTI)**



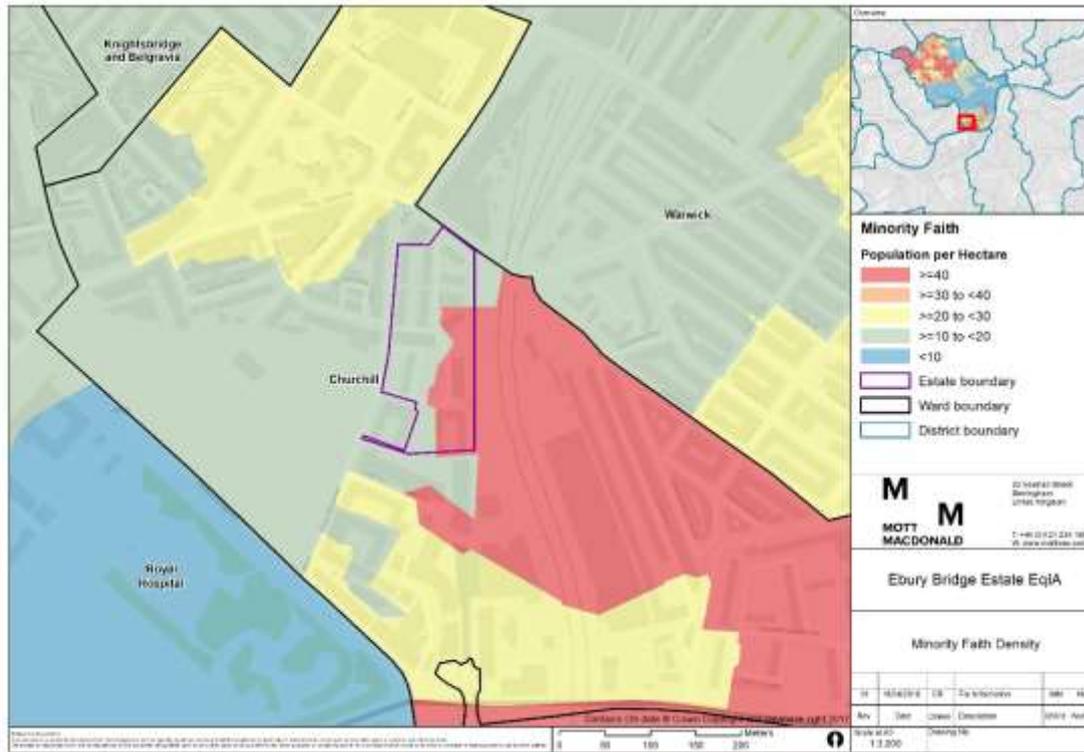
Source: Nomis (2011) National Census

**Figure 16: People from a BAME background**



Source: Nomis (2011) National Census

**Figure 17: People from a minority faith group**



Source: Nomis (2011) National Census

## C. Literature review

### C.1 Impacts

#### C.1.1 Temporary relocation

The following impacts may arise as a result of residents relocating for the duration of the Estate redevelopment.

##### C.1.1.1 Social infrastructure

The preferred scenario will result in the phased decant and demolition of existing homes on the Estate. The temporary relocation will impact all residents, however those with certain protected characteristics are likely to be disproportionately impacted in terms of the potential loss of established social infrastructure and social capital. Groups more likely to be negatively affected when compared to others include **older people, young people, children** and people from **BAME** and **minority faith** communities.

Age UK research indicates that physical isolation, a lack of social resources and a removal of familiarity can all contribute to feelings of isolation and loneliness amongst older people.<sup>55</sup> As there is a link between older people and the likelihood of experiencing feelings of isolation and loneliness, this group are likely to be disproportionately negatively impacted by the relocation that will arise with this scenario.

Research suggests that spaces that encourage recreational interaction between children and young people is beneficial to their wellbeing and development. Such spaces are particularly beneficial if they are accessible, inclusive and stimulating.<sup>56</sup>

In addition, the loss of social networks and cultural and religious facilities can be a particular concern for people from **BAME** and **minority faith** communities, as well as fears of isolation in new locations.<sup>57</sup>

##### C.1.1.2 Access to services

The complete redevelopment of the Estate and subsequent temporary relocation of residents has the potential to be particularly disruptive to **children** and **young people**. Such disruption may include dealing with changing schools, or a longer journey travelling to school.

In terms of educational attainment, only 27 % of students who move secondary schools three times or more achieve five A\* to C grade GCSEs, which is significantly lower than the 60 % national average.<sup>58</sup> Other research has indicated that two or more home moves before the age of two can lead to behavioural problems later in childhood.<sup>59</sup>

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<sup>55</sup> Age UK, (2012): 'Loneliness and isolation evidence review'.

<sup>56</sup> Greater London Authority (2017): 'The Draft London Plan 2017: Chapter 5 Social Infrastructure'. Available at: [https://www.london.gov.uk/sites/default/files/draft\\_london\\_plan\\_chapter\\_5.pdf](https://www.london.gov.uk/sites/default/files/draft_london_plan_chapter_5.pdf)

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<sup>59</sup> Cited in The Centre for Social Justice (2016): 'Home Improvements, a social justice approach to housing policy'.

Following the announcement of demolition of the Estate, local amenities and services, such as shops, community centres and health facilities, may decide to close until after the redevelopment is complete. This has a disproportionately negative effect on **older people**, who may find it challenging to travel to new services outside of the area.<sup>60</sup> For local businesses, the loss of traditional customer base following the decanting of residents can force closures, further reducing the choice of services available to vulnerable residents.<sup>61</sup>

Relocation can create a barrier to access of cultural and religious facilities. This can be a particular concern for **BAME** communities, as well as fears of isolation in new locations.<sup>62</sup> In addition to this, as people from BAME communities tend to have more difficulty in accessing health care than the rest of the population,<sup>63</sup> rehousing members of these communities is likely to exacerbate the issue.

### C.1.1.3 Appropriate and accessible housing

As the preferred scenario will involve the rehousing of all residents, issues regarding sourcing suitable housing for disabled people may arise. This will impact disabled residents. According to a report by Leonard Cheshire Disability, only 4% of those with mobility impairments who have looked for accessible homes said they were easy to find. **Disabled people** also said that some local authorities were reluctant to fund adaptations that would allow them to live independently.<sup>64</sup>

A report published by the Equality and Human Rights Commission further highlights the existing issues around disabled people and housing. The report states that, across all housing tenures, there is a severe shortage of accessible housing. For example, one in three disabled people living in private rented properties live in unsuitable accommodation. This figure is one in five for disabled people living in social housing, and one in seven for disabled people who own their own home. Overall, in England, only 7% of homes offer minimal accessibility features. One conclusion of the report was that there are too many gaps in data held by local authorities. For example, 65% of local authorities do not know whether its social or affordable rented housing stock is accessible.<sup>65</sup>

People with a disability who live in social housing could experience particularly acute impacts. The introduction of the 'removal of the spare room subsidy' or 'bedroom tax' in 2013 has had a disproportionate impact on disabled people in social housing; two thirds of those affected have a disability. Research shows that disabled people have found it difficult to take up proposed mitigation measures, such as taking up work, working longer hours or downsizing, and thus have had their income reduced by £12 to £22 per week, depending on the number of spare bedrooms. These changes have resulted in increased poverty and adverse effects on health, well-being and social relationships of disabled residents in social housing<sup>66</sup>.

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<sup>60</sup> A. Power (2008): 'Does demolition or refurbishment of old and inefficient homes help to increase our environmental, social and economic viability'. Energy Policy Vol 12 Issue 12, pp4487-4501.

<sup>61</sup> London Tenants Federation, L. Lees, Southwark Notes Archive group (2014): '[Staying put: an anti-gentrification handbook for council estates in London](#)'.

<sup>62</sup> I Cole & J. Flint, (2007): 'Joseph Rowntree Foundation, Demolition, Relocation and affordable rehousing: lessons from the housing market renewal pathfinders'.

<sup>63</sup> National Institute for Mental Health in England (2003): 'Inside Outside: Improving Mental Health Services for Black and Minority Ethnic Communities in England, London, Department of Health'.

<sup>64</sup> Leonard Cheshire Disability (2014): 'The hidden housing crisis'

<sup>65</sup> Equality and Human Rights Commission (2018): 'Housing and disabled people: Britain's hidden crisis'. Available at: <https://www.equalityhumanrights.com/sites/default/files/housing-and-disabled-people-britains-hidden-crisis-main-report.pdf>

<sup>66</sup> Moffatt, S., Lawson, S., Patterson, R., Holding, E., Dennison, A., Sowden, S., & Brown, J. (2015). A qualitative study of the impact of the UK 'bedroom tax'. *Journal of Public Health*, 38(2), 197-205.

A 2016 report highlighted that 3.6 million **children** in England are thought to be affected by poor housing. And, a higher proportion of children live in overcrowded conditions than any other age group. Children that live in overcrowded accommodation have an increased risk of injury. For example, bed sharing, which is more likely to occur in overcrowded houses, has been identified as a factor contributing to Sudden Infant Death Syndrome (SIDS). Sleep disturbance is also more common amongst children in overcrowded households. Overall, overcrowded conditions present a potential source of stress and can negatively impact a child's emotional and physical health in the long term.<sup>67</sup>

London centric research by Runnymede Trust highlighted that people from all **BAME** groups are more likely to live in overcrowded housing when compared to the White British population. And, around 40% of Black African and 36% of Bangladeshi people live in overcrowded housing.<sup>68</sup> There is therefore the potential for issues surrounding sourcing suitable temporary housing for disabled people, families with children (particularly large families) and BAME groups to arise due to temporary relocation.

#### C.1.1.4 Health impacts

Evidence has suggested a link between housing demolition and subsequent housing displacement with low birth weight; **babies** born during a period of demolition and displacement were of a significantly higher risk of low-birth weight in comparison to babies not affected by demolition. This is due to the potential for the mother to experience an increase in stress and loss of social support when displacement occurs.<sup>69</sup> As the preferred scenario involves both demolition and subsequent housing displacement, this negative impact may arise.

### C.1.2 Estate development

#### C.1.2.1 Access to finance

The preferred scenario will result in deprovision of existing homes. Whilst all existing secure tenants and resident leaseholders are guaranteed the right to return to a new home on the Estate, such resettlement can lead to an increase in financial outgoings. These may include removal services and the need to buy new furniture. Access to finance is made increasingly difficult when individuals are at risk of experiencing financial exclusion. Financial exclusion arises when an individual faces difficulty when trying to access appropriate and mainstream financial services. In the UK, certain groups are particularly vulnerable to financial exclusion. These include, **young people** not in employment, **ethnic minority** groups and **older people**.<sup>70</sup>

Those people from a minor ethnic background are more likely to live in low income households compared to those who are White British or from Other White Ethnic<sup>71</sup> groups.

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<sup>67</sup> National Children's Bureau (2016): 'Housing and the health of young children: Policy and evidence briefing for the VCSE sector'

<sup>68</sup> Runnymede Trust (2016): 'Ethnic Inequalities in London: Capital For All'.

<sup>69</sup> Kramer, M., et al. (2012) 'Housing Transitions and Low Birth Weight Among Low-Income Women: Longitudinal Study of the Perinatal Consequences of Changing Public Housing Policy', *Am J Public Health* 102(12).

<sup>70</sup> Joseph Rowntree Foundation (2008): 'Financial inclusion in the UK: Review of policy and practice'. Available at: <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/2234.pdf>

<sup>71</sup> Department for Work and Pensions (2015) 'Low income'

Young people may be unable to purchase a property due to cutbacks in social housing and increased house pricing.<sup>72</sup>

Research shows that older people (particularly those who have paid off a previous mortgage or those with no recent experience of moving home) are more reluctant to move.<sup>73</sup> Evidence shows that less than 1% of all lending was to over 65s.<sup>74</sup> Older people are more likely to lack the financial means and income flexibility that afford younger age groups and those in full time employment the widest range of home ownership options. Relocation may also require older people who have savings and investments to use them in order to secure a new home.

#### C.1.2.2 High quality home provision

The preferred scenario will mean the complete demolition and redevelopment of the Estate. Homes will be re-provided to a high standard resulting in homes built with better sound proofing and lower energy costs and consumption levels.<sup>75</sup>

Research shows that noise can negatively affect **children's** cognitive learning and memory. Similarly, raised noise levels can cause several adverse health outcomes for **older people**, including cardiovascular disease, stress, dementia and sleep disturbances.<sup>76</sup> Reductions in levels of noise as a result of redevelopment of the Estate will therefore impact these groups.

With regards to insulation, the Decent Homes Standard (DHS) requires local authorities to make sure all social housing provides a reasonable degree of thermal comfort to its residents. This includes ensuring efficient heating is provided with use of minimum insulation levels. However, the DHS does not require local authorities to ensure all social housing is heated affordably, and therefore does not always automatically serve to address issues such as fuel poverty.<sup>77</sup>

Fuel poverty and cold housing can have several detrimental impacts on individual's physical and mental health. **Children** living in cold homes are more than twice as likely to suffer from a variety of respiratory problems than children living in warm homes. Cold housing can negatively impact children's educational attainment, emotional wellbeing and resilience.<sup>78</sup>

Effects of cold housing are also evident among **older people** in terms of higher mortality risk, physical health and mental health. Older people spend on average 80% of their time at home, making them more susceptible to cold or damp related health problems. Cold temperatures can increase the levels of minor illnesses such as colds and flu, contribute towards excess winter deaths, negatively affect mental health, and exacerbate existing conditions such as arthritis and rheumatism.<sup>79</sup>

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<sup>72</sup> Financial Conduct Authority (2016) 'Access to Financial Services in the UK' Available here: <https://www.fca.org.uk/publication/occasional-papers/occasional-paper-17.pdf>

<sup>73</sup> I Cole & J. Flint, (2007): 'Joseph Rowntree Foundation, Demolition, Relocation and affordable rehousing; lessons from the housing market renewal pathfinders'.

<sup>74</sup> Council of Mortgage Lending (2015) 'Pension tension: the challenges for older borrowers'

<sup>75</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>76</sup> World Health Organisation (2011): 'Burden of disease from environmental noise Quantification of healthy life years lost in Europe'

<sup>77</sup> Centre for Sustainable Energy (2006): 'Tackling fuel poverty at local and regional level: opportunities to deliver action and policies to stimulate success'. Available at: [https://www.cse.org.uk/downloads/reports-and-publications/fuel-poverty/tackling\\_fuel\\_poverty\\_at\\_local\\_&\\_regional\\_level.pdf](https://www.cse.org.uk/downloads/reports-and-publications/fuel-poverty/tackling_fuel_poverty_at_local_&_regional_level.pdf)

<sup>78</sup> Marmot Review Team (2011) 'The Health Impacts of Cold Homes and Fuel Poverty'. London: Department of Epidemiology and Public Health, University College London.

<sup>79</sup> The Housing and Ageing Alliance (2013) 'Policy Paper: Health, Housing and Ageing', Available at [www.housingling.org/HAA/](http://www.housingling.org/HAA/)

In England, fuel poverty is more common with **ethnic minority**<sup>80</sup> households when compared to White households. Data shows that in 2015, 16% of ethnic minority households were living in fuel poverty compared to 10% of White households.<sup>81</sup>

Research from **disability** charity Scope evidences that long term impairments or conditions have a significant impact on energy costs, with many disabled people consuming more energy because of their impairment or condition. In particular those with limited mobility report having to use more heating to stay warm.<sup>82</sup>

The redevelopment of the Estate has the potential to further impact people with a disability, as research shows that there is a severe shortage of accessible housing across all tenures.<sup>83</sup> This means that disabled people (particularly those with mobility impairments) often experience difficulties trying to find a suitable, accessible home.<sup>84</sup>

### C.1.2.3 Affordable housing provision

There are plans to build 400 new homes, of which 35% will be affordable.<sup>85</sup> The availability of affordable housing disproportionately effects **BAME** households. It was reported in 2017 that rents are less affordable for most ethnic minority groups when compared to White British households.<sup>86</sup> And, evidence from Runnymede Trust suggests that BAME communities are more likely to experience homelessness than their white counterparts. Affordable housing provision is therefore likely to disproportionately positively impact this group.<sup>87</sup>

### C.1.2.4 New community facilities

The preferred scenario includes integrating new or refurbished community facilities such as a community centre, multi-purpose games area, play spaces and community gardens.<sup>88</sup> Affordable and accessible facilities for sports and physical activity will positively impact groups that often face barriers to participation, including **disabled** people, **older** people, **BAME** communities, and those who identify as **LGBT**<sup>89</sup>.

The inclusion of community gardens and other public green spaces in the redeveloped Estate can also benefit **older** people, **children**, and **disabled** people. Research reports that interaction with nature or gardening can improve attentional functioning for children who have Attention Deficit Hyperactivity Disorder (ADD), and can also reduce stress levels and improve self-esteem for children. Such inclusion can also improve self-identity and a sense of purpose for those with dementia, and can generally improve social interaction, social mixing, and community building.<sup>90</sup>

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<sup>80</sup> This does not include White ethnic minority households.

<sup>81</sup> Department for Business, Energy and Industrial Strategy (2017): 'Ethnicity facts and figures: Fuel poverty'. Available at: <https://www.ethnicity-facts-figures.service.gov.uk/housing/housing-conditions/fuel-poverty/latest>

<sup>82</sup> Scope (2018) 'Out in the Cold', Available at <https://www.scope.org.uk/Scope/media/Images/Out-in-the-cold.pdf>

<sup>83</sup> Equality and Human Rights Commission (2018): 'Housing and disabled people: Britain's hidden crisis'. Available at: <https://www.equalityhumanrights.com/sites/default/files/housing-and-disabled-people-britains-hidden-crisis-main-report.pdf>

<sup>84</sup> Leonard Cheshire Disability (2014): 'The hidden housing crisis'

<sup>85</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>86</sup> Shelter (2017): 'BAME homelessness matters and is disproportionately rising – time for the government to act'. Available at: <http://blog.shelter.org.uk/2017/10/bame-homelessness-matters-and-is-disproportionately-rising-time-for-the-government-to-act/>

<sup>87</sup> Runnymede Trust (2014): 'Black and Asian Britons more likely to be homeless or live in overcrowded houses'.

<sup>88</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>89</sup> Assembly, N. I. (2010). 'Barriers to Sports and Physical Activity Participation'.

<sup>90</sup> Maheshwari, S. (2017). 'Food in the City: Review of Psychological Impact of Growing Food in Urban Spaces'. *Journal of Innovation for Inclusive Development*, 2(1), 36-43.

The improved social participation that will be made available through additional or refurbished community facilities can also reduce feelings of loneliness and their associated health impacts on **older** people<sup>91</sup>.

#### C.1.2.5 Improved public realm, safety and security

As part of the preferred scenario being taken forward, the quality of public spaces and safety and security within the Estate will be improved.<sup>92</sup>

The ability to access and use the public realm is vitally important to ensuring people feel that they are active members of their society. This includes basic activities such as using local shops or meeting up with people in a shared space outside close to home.<sup>93</sup>

However, it has been acknowledged that **disabled people** and **BAME** communities are less likely to take part in public life than other sections of the population.<sup>94</sup> For disabled people, public spaces can often be inaccessible. The presence of vehicular traffic and lack of accessible design (such as the use of appropriate paving and lighting) can present a barrier to using outdoor, shared public spaces.<sup>95</sup> And, evidence suggests that in areas where over 40% of residents are BAME, there is 11 times less green space when compared to areas where residents are largely White.<sup>96</sup>

Better access to, and management of, the public realm is also important to the provision of play space for **children**. When children are able to play in an outdoor environment they tend to be more active which supports positive mental health and wellbeing. If a space is poor quality, unimaginative

A number of equality groups within Ebury Estate will benefit from improved safety and security. An Ipsos MORI survey on public views of policing in England and Wales in 2016 determined that certain groups of people were more likely to have had contact with their local police as a victim or witness, including those from **BAME** backgrounds, **younger people** aged 16-34, **disabled** people, and **LGBT** respondents<sup>97</sup>.

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<sup>91</sup> Goll, J. C., Charlesworth, G., Scior, K., & Stott, J. (2015). 'Barriers to social participation among lonely older adults: the influence of social fears and identity'. *PLoS one*, 10(2), e0116664.

<sup>92</sup> City of Westminster Council (2018): 'My Ebury: Shaping the preferred scenario'.

<sup>93</sup> House of Commons Women and Equalities Committee (2017): 'Building for Equality: Disability and the Built Environment'.

<sup>94</sup> Greater London Authority (2017): 'The Mayor's vision for a diverse and inclusive city: Draft for consultation'.

<sup>95</sup> House of Commons Women and Equalities Committee (2017): 'Building for Equality: Disability and the Built Environment'.

<sup>96</sup> CABE (2016): 'Community green: using local spaces to tackle inequality and improve health'.

<sup>97</sup> Ipsos MORI (2016): 'Public views of policing in England and Wales'. Available at: <https://www.ipsos.com/sites/default/files/migrations/en-uk/files/Assets/Docs/Publications/sri-public-views-of-policing-in-england-and-wales.pdf>

