



Form to be used for the Full Equalities Impact Assessment

Affordable Housing Supply Section:	Date of Initial assessment: 09.10.23	Key Persor assessmen D. Scholes	n responsible for it:	09.10.23	sment commenced:
Name of Policy to be assessed:	Site appropriation at Bertie	e Place Recre	eation Ground from recre	ation ground to	o a planning purpose
1. In what	Race		Disability		Age
area are there concerns that	Gender reassignm	nent	Religion or Be	lief	Sexual Orientation
the policy could have a differential impact	Sex		Pregnancy and Maternity M		Marriage & Civil Partnership
Other strategic/	Safeguarding/ Welfare of Children and vulnerable adults		Mental Wellbeing/ Co Resilience	ommunity	

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equalities consideration s	
2. Background: Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.	Project summary The report is in relation to the appropriation of land to facilitate an affordable housing development on land at Bertie Place Recreation Ground. The development is dependent on the land being appropriated to a planning purpose. A planning application for the site was submitted in May 2023 (23/00988/FUL) and the scheme remains subject to planning consent. A decision is anticipated in summer 2024. The whole site comprises two areas; Site A and Site B. The appropriation applies only to part of the land on Site A which currently encompasses open space, a children's play area with play equipment and a Multi-Use Games Area (MUGA). The Land is presently held by the Council as a pleasure ground under section 164 of the Public Health Act 1875. The land to be appropriated to a planning purpose is the land identified for affordable housing development. The part of the land where a children's play area is currently situated, and where a re-sited play area and MUGA will be located, will remain as land held as a pleasure ground and will not be appropriated to a planning purpose. Site B is an area of scrub land which will be developed as a nature trail as part of the scheme.



Image 1: Red line drawing of the land on Site A to be appropriated to a planning purpose.

Items for consideration

The immediate effects of the appropriation will be two-fold:

First it will allow that part of Site A to be appropriated to a planning purpose which will, subject to planning permission, allow the land to be developed to accommodate an affordable housing development along with reprovision of the MUGA and a children's play area.

Second, private rights of access to this land will cease to be capable of being enforced.

The loss of public recreational space has the potential to impact all parts of the local community, but more so for those using the space for exercise and younger residents using the space for informal play and gathering spaces. However, mitigations have been put in place to address this.

Given the potential impact on residents and the known value that is placed on access to open space in terms of providing mental wellbeing benefits this EqIA is necessary to consider the potential impact based on the information available and consider in the socio-economic context in Hinksey Park ward.

Development details

The appropriation will enable, subject to planning permission, the development which comprises:

Site A

- 31 affordable homes of which 22 are social rent tenure and 9 are for shared ownership.
- At social rent tenure there are 11 x 1-bed/2-person flats; 1 x 2-bed/3-person flat and 10 x 3-bed/5-person houses. 1 x 1bed/2person unit will be at accessible standard M4(3) which is a wheelchair user dwelling.
- 9 x 2-bed/4-person houses will be available for shared ownership
- A MUGA and children's play area will be re-sited (currently also on Site A)

Site B

• Improved access to Site B through a new accessible footbridge leading to a nature path

The plans fulfil the land use requirements set out in the Local Plan the land being appropriated is currently public open space (and play facilities) and as such is it necessary to consider whether there are any access and usage impacts as a result of the appropriation, and whether there is likely to be a disproportionate negative impact on the community as a result of this change.

Programme of development

The development remains subject to planning consent. Current milestones indicate that the scheme will go to Planning Committee in summer 2024 with a physical start on site in 2024/25 and practical completion anticipated in 2025/26.

Drivers of change

The site in question has been allocated in successive Local Plan's for 18 years. The Local Plan was subjected to a full range of assessments, including an Equalities Impact Assessment. The loss of the sites in question is justified to provide much needed affordable housing, contributing to the delivery of the Council's Corporate
Strategy 2020-2024 and the Housing, homelessness and rough sleeping strategy 2023-2028.

Along with 31 affordable homes the scheme will provide access to a green space and re-provide the MUGA and play area.

What will happen if the change is not implemented?

Not implementing the change will mean the council will be unable to deliver the 31 new affordable homes, and the other planned activities across the site and be unable to fulfil the Local Plan policy.

The relevant Corporate priorities in relation to the development of Bertie Place and are:

- Deliver more affordable housing: Intervention is needed to address Oxford's housing crisis where existing homes are unaffordable for many and demand for good quality homes outstrips what is available.
- Support thriving communities: Oxford's diverse communities should be equipped, supported and enabled to tackle inequality and ensure everyone is able to play a full part in the life of our city.

3. Methodology and Sources of Data:

The methods used to collect data and what sources of data

- 1) Engagement with the community has taken place through various methodologies. This includes two community events run by OX Place (including one aimed directly at young people), an online space introducing the scheme and calling for views and ongoing communication with ward Members.
- 2) The formal (statutory) consultation period through the planning process. This applies both to the successive Local Plans and the specific planning application for this development.
- 3) Notice of intention to Appropriate was published in the Oxford Times over a two-week period in September 2023.
- 4) Housing Needs data
- 5) A Local Insight profile for Hinksey Park Ward (2023)

4. Consultation

Consultation on the wider development scheme has been undertaken consistently since 2019. This has been through pre-application discussion, public exhibition, leaflet drops and targeted youth consultation. In line with OCC's SCI best practice, the following consultations were undertaken:

This section should outline all the consultation that has taken place on the EQIA. It should include the following. Why you carried out the consultation. Details about how you went about it. A summary of the replies you received from people you consulted. An assessment of your proposed policy (or policy options) in the light of the responses you received. A statement of what you plan to do next

The following consultation activities were undertaken:

- 8th October 2019 Representative from OX Place attended South Oxfordshire Community Forum.
- 19th November 2019 Letter with updated information sent to all local residents.
- 10th March 2020 Representative from OX Place attended South Oxfordshire Community Forum.
- January 2022 Post card with updated information sent to all local residents.
- 9th Oct 2022 FAQ document addressing common concerns published.
- 1st Nov 2022 18th Nov 2022: Drop-in Community Event.
- 17th Feb 2023 24th Feb 2023: Youth Consultation including on-line presence seeking views on play facilities
- 17th February 2023 A Youth Consultation event at the park
- 21 September 2023 Public notice of intention to appropriate published in Oxford Times for two weeks

A full summary of all engagement events, along with analysis of comments received and the incorporation based on comments received are detailed in the Land at Bertie Place Statement of Community Involvement.

At the event on 1 November 2022 112 comments were collected for consideration. They display a good level of support, with condition, for the development. In terms of the key issues these included:

- Loss of green space/play area
- Flooding
- Loss of trees
- Connection of Bertie Place A & B
- Car free housing
- Noise

The youth consultation was arranged during half-term week with Youth Ambition representatives who are specialists at youth work. 29 respondents shared their views on the play equipment.

In addition to the activities listed above residents and members of the public have been able to submit comments and objections on the scheme through the formal planning process.

Throughout the process residents have also been able to liaise with their local ward Member.

Members of the public and statutory organisations have been invited to comment on the planning application for the site, currently being considered by the Local Planning Authority, (planning application number 23/00988/FUL). Comments most relevant to the subject of this EqIA are detailed below.

Consultations have been undertaken both to ascertain and guide drafting and development of consecutive local plans and in relation to the specific planning application relating to the Bertie Place development.

In terms of the former the process requires.... The current Local Plan 2036 states "Planning permission will be granted for residential development (Plot A). The minimum number of homes to be delivered is 30." An alternative of a new school was also identified as an option but Oxfordshire County Council do not require the site for a school

Below provides a summary of key concerns identified in the Statement of Community Involvement and any design changes or mitigating factors in response.

Concerns/comments	Mitigation
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	Loss of green space "There will be less space to play at present if kids are playing on the MUGA, you can play on the grass."	There will be a loss of open green space on Site A. The landscaping at Bertie Place Site B will provide a green space equivalent in size to Bertie Place A, connected to the area via an accessible footbridge which leads to a nature path. The path is designed to accommodate walking and wheeling activities, including the use of wheelchairs, pushchairs, bicycles and scooters. The local community will therefore benefit from an increased area of accessible open space as well as a brand new MUGA and children's playground. The opening up of Bertie Place B would provide great benefit to the local community, as an attractive area of open space.
	Reduction of play equipment "The proposed play and green areas are smaller and will accommodate fewer children;"	These concerns are recognised as legitimate and there is a reduction in area of 10.7% of the proposed play area. The community has been consulted on the plans for the new play area and MUGA design. If permission were to be granted for the scheme, the applicant would continue to engage with the local community before finalising the details of the proposals.
	Reduction in size of MUGA	There is a reduction in the size of the MUGA of 25.5%. The current design provides the best option for reproviding the MUGA. It is acknowledged that this will be a smaller size but still offers the facilities to local people to access space for free-play and court games.
	An area of significant concern for local residents is the potential for increased flooding	To respond to this concern, a FAQ document was published on the 9th October 2022. It explains in detail the measures taken to ensure that the development of the site will not increase the flood risk to neighbouring areas and sets out the infrastructure plans which will manage flood waters in the future. Flood risk will be taken into account during the planning process.

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	was published in the Oxford Times for 2 were invited during this time. Three con	The scheme has been designed as car free in response to adopted Council planning policy M3. This has had the benefit of enabling more soft landscaping to be added to the development and it will create a safer environment for children to play. Limited visitor parking will be provided as well as one accessible car-parking space. The application is accompanied by a Noise Assessment which concludes that the new development will not have a detrimental impact on the existing environment. In relation to the MUGA it accords with Sport England Guidelines and is located at an acceptable distance from residential dwellings. The MUGA has been set down at a lower level to help reduce any impact from noisy play. The MUGA has also been designed to minimise noise with the proposed boundary fencing chosen to help limit banging and crashing sounds. The MUGA will not be lit at night which will help limit use of the area to daylight hours again helping to ensure that noise from this area is controlled. The of part of Site A, a notice of the intention to appropriate land a weeks from 21 rd September to 6 th October 2023. Comments ments on the appropriation itself were received. Comments a turn in the 15 November 2023 Cabinet paper.	
5. Assessment of Impact: Provide details of the assessment of	is detailed in Policy SP32 : Bertie Plac A is a public recreation ground and Plot	and subject to appropriation and subsequent proposed development for housing at Bertie Place railed in Policy SP32: Bertie Place Recreation Ground and Land Behind Wytham Street . Plot public recreation ground and Plot B is overgrown land formerly used for landfill. Plot B is ole only for a replacement recreation ground.	

the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy. strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults

The park and play area is listed on the Council list of <u>Play areas and recreation grounds</u>. The MUGA is listed on the <u>Playing Pitch & Outdoor Sports Strategy 2012-2026</u>. As per the Local Plan planning permission is dependent on the recreation ground, including a replacement of the MUGA, being replaced. The play area is not referenced in the Local Plan. A re-provision of the MUGA and play equipment is detailed as part of the request for planning.

The land is also used by dog walkers, people exercising and those using the facilities at the near-by campsite. Current park users will continue to be able to use the park and access the proposed nature walk on Site B. This includes the provision of a safe space for young people to gather and play.

Currently there is pedestrian access from Bertie Place to Wytham Street and this will be retained.

The Local Plan is informed by the Oxford City Council Green Infrastructure Study (July 2022). Bertie Park is referenced as a small site which has a high number of functions due to the facilities available. The re-provided play area and MUGA will continue to allow a high level of function and improved access and a nature trail at Site B will potentially increase the use of this area, particularly the planned accessibility for wheeling activities which will improve access for those using wheelchairs, pushchairs and bikes/scooters.

The Green Infrastructure Study notes that there is increasing evidence to show that access to high quality open space and Green Infrastructure plays an important part in people's health and wellbeing. The report notes that whilst this is true for the whole population, disadvantaged communities appear to accrue an even greater health benefit from living in a greener environment.

The value of green infrastructure has also been keenly recognised during the COVID 19 pandemic where access to green space has played a key role in people's well-being: alongside a wider appreciation of nature.

Public Health England's report Improving Access to Greenspace (2020), outlines 3 main barriers to accessing green space. These are:

- Physical barriers: proximity, physical obstacles, transport, and lack of facilities.
- Social and cultural barriers: social experiences, cultural experiences, and different values.

• Perceptions, awareness, self-efficacy, and interest: perception of safety, lack of awareness, low confidence, time constraints, and lack of interest.

It is intended that there will be no additional barriers to accessing the facilities on the site.

Creating a new nature trail with accessible green space along with safe areas to play and socialise will address some of these issues and offer an inclusive space for all users.

Residents also have other recreation facilities including parks with play areas available within a close distance. Hinksey Park has a wide range of recreation facilities including play equipment, sporting facilities and, further, access to Dean's Ham Meadow. This is a 16-minute walk from Bertie Place. Fox Crescent Park is a play area a 7-minute walk from Bertie Place. Iffley Meadows is a nature reserve a 9-minute walk from Bertie Place (Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust).

Improvements to green infrastructure/replacement open space

There will be a period of disruption when the construction takes place, however, the new development will offer the following benefits:

- Quality play equipment and a new MUGA
- Improved access to green space with a new pedestrian bridge and level nature trail
- A 10 per cent increase in biodiversity via retained urban trees; introduced shrub, a variety of native and non-native tree species, modified grassland, hedgerow; and enhanced habitats of heathland and scrub

Impact on public facilities and access

It is noted that there are no public toilets currently on the site (and there are no public toilets planned within the development) so there is no reduction in public facilities.

There is one bench on the site and there is a bench proposed as part of the play area.

There are no disabled parking bays currently identified. As part of the new development there will be one disabled parking bay for visitors to the scheme (along with another non-disabled space and two car-club spaces).

There is now a statutory duty on local authorities to consider Section 507B of the Education Act 1996 ('Section 507B'). Section 507B requires local authorities to, so far as reasonably practicable, secure access for all qualifying young people to a sufficient quantity of 'youth services'. To this end it is noted that access to a MUGA and play area will remain. Bertie Place is not a site for formal youth work and there are no formal recreation services/facilities/outreach offered from the site. Should voluntary sector organisations use Bertie Place for these purposes then Oxford City Council could offer support to groups to help assess any impact of the re-provision.

There will be no changes to public access following construction.

Site closure during construction

For safety reasons the site will need to be closed during active construction (including land remediation works) of the re-provided recreational facilities as well as the housing development and bridge/Site B development. This will include closing the public footpath. The construction period is estimated to be 18 – 20 months. While this will obviously prevent the use of the footpath and recreational facilities in the short-term there is no viable option to allow the development to go ahead while securing public safety.

To mitigate the impact of such closure an alternative route for pedestrians will be signed locally during the works. Local residents will have normal access to other recreation and playgrounds.

Demographics

<u>A Local Insight profile for Hinksey Park Ward</u> area was published in 2023 by the Oxford City Council and District Data Service. This study includes a population profile, including the level of deprivation in the area, local services and the community insight.

There are 5,524 people living in Hinksey Park Ward with 83 per cent stating they are 'satisfied with their neighbourhood'. This is higher than average across England (79.3 per cent).

Summary statistics

- 10 per cent of households have no qualifications compared with 22 per cent across England
- 43 per cent of people aged 16-74 are in full-time employment compared with 39 per cent across England
- 52 per cent of households are not deprived in any dimension compared with an England average of 042.5 per cent
- 0.8 per cent of households suffer multiple deprivation compared with an England average of 0.5 per cent
- 38 per cent of households have no car compared to 26 per cent across England
- The crime rate is lower than the average across England

Table 1: Key stats on protected characteristics where the impact is likely to be <u>neutral</u> but where ongoing monitoring will be required over the development

Protected Group	Data Analysis (Hinksey Park ward)	
Ethnicity	White British: 63.3%, England Av: 79.8%) Non-White: 19% (England Av 14.6%) White non-British: 17.7% England Av: 5.7%) Mixed: 3.8%, England Av: 2.3%) Asian: 11.1%, England Av: 7.8%) Black: 2.9%, England Av: 3.5% Other ethnic Group: 1.2%, England Av: 1% Households with multiple ethnicities: 22.3%, England Av: 8.9%) Born in England: 65.6%, England Av. 83.5%	

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	Born outside the UK: 30.3%, England Av: 13.8%	
	All people in household have English as main language: 78.9%, England av: 83.5%	
	No adults but some children have English as main language: 0.9%, England av: 0.8%	
	No household members have English as main language: 9.1%, England av: 4.4%	
Gender reassignment	No specific data is available for Hinksey Park. Data for Oxford shows, 16 and over): -Gender identity the same as sex registered at birth (88.8%) (Lower than Oxfordshire and England)	
	- Gender identity different from sex registered at birth but no specific identity given (0.6%)	
Religion/Belie f	Christian- 43.3%, England average 59.4% Buddhist- 1.2% (England average 0.5%) Hindu- 1.1%, England average 1.5% Jewish – 0.8%, compared to 0.5% England average Muslim- 5.2%, compared to 5% England average Sikh- 0.4%, compared to 0.8% in England Other- 0.6%, compared to 0.4% in England No religion- 38.4% compared to 24.7% in England	
Sexual	No specific data is available for Hinksey Park.	
Orientation	Data for Oxford shows, (for 16 and over): 80.4% = Straight or Heterosexual (Oxfordshire = 88.4%) Bisexual= 3.6% (higher than Oxfordshire and England)	
Pregnancy and Maternity	No data available locally for this. Birth rate data available at Oxfordshire level.	
Marriage and Civil Partnership	Married couple family 24.1.0%, England average is 33.2% Cohabiting households 9.4%, England average is 0.6%	
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Table 2: Key stats on protected characteristics where the impact is likely to be negative

Protecte d Group	Data Analysis (Hinksey Park Ward)	Analysis/ insights/ impact considerations	Mitigation
Disability	Attendance Allowance claimants (paid to people over the aged of 65 who are severely disabled. Physically or mentally and need a great deal of help) - claimants is 10.4%, compared to 12.5% in England Personal Independence Payment (PIP) (helps with some of the extra costs caused by long-term disability, ill-health, terminal ill-health)- 3.4%, compared to 6.0% in England	Impact: negative (immediate) Lower than average number of residents with disabilities and or long term/terminal ill-health.	In the longer term the redevelopment is likely to have a positive impact re age and disability – creating more inclusive and accessible access to green space: A new accessible footbridge to Site B and a quality footpath for the nature trail are proposed facilitating pedestrian and wheelchair movement.
Age	17.8% are aged 0-15; lower than the England average of 19.2% 67.5% are aged 16-64, compared to the England average of 62.4% 14.9% aged 65+, compared to 18.4% England average. 70.4% of pensioner households	Impact: negative (immediate) Broadly average population, but clear lots of young suggesting lots of families live in the area. Average number of lone	Facilities currently available in the park will be re-provided in Site A and access to green space will be provided on Site B. The new facilities will still provide space for play, have trees/planting and provide space for walking and recreation.
	have a pension living alone, compared to 59.3% in England.	parent households.	New access to Site B will enhance accessibility. The design includes a new nature trail.

Lone parent families with dependent children: 22.2%, compared to England average of 24.5% For reference Image 2 (below) displays the population breakdown by age and gender.	Considerably higher number of pensioner households living alone. Impact on children who may use the space to play and have a kickabout and adults and elderly who may use the space for walking, dog walking etc. Child development/Life chances/opportuniti es are severely reduced by families in difficult circumstances Isolation - due to lack of income, reduced mobility links increases limited access to information/resourc es, less social interaction with neighbours, single older people living
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Sex (M/F)	50.9% male, 49.1% female	Gender is	
		balanced.	
Census			
2021		Impact: Neutral	

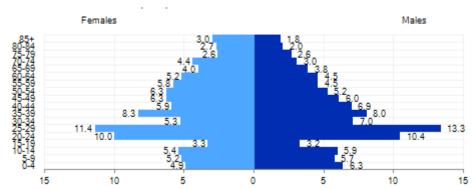


Image 2: % of total population in each age and gender band

Housing tenure and affordability

47.4% of homes are owner-occupied against an England average of 64.1%. Of these 1.3% are shared ownership properties against the England average of 0.8%. 17.8% of households live in social rented homes almost in line with an England average of 17.7%.

The average house price to August 2020 is £401,360 where the England average is £304,430. The Lower Quartile house price ('affordable housing') is £125,321 against an England average of £39,328. The total ratio of years to earnings in Hinksey Ward is 6.89 compared to the England average of 3.57 years and the total ratio of years of earnings for a house is 8.3 against an England average of 5.5 (Source: ONS House Price Statistics for Small Areas Oct 16-17; ONS earnings data 2015/16).

There is therefore significant need for affordable housing in the area.

Date taken from Local Insight profile for Hinksey Park Ward

Housing Need

Housing need remains high within Oxford City. Live application figures (from May 2024) show a total of 3,401 applications on the Housing Registers (general, homeless and the transfer register). Of these applications 1,649 are in the highest priority bandings (1-3).

Within Bands 1-3 the need for 1-beds represents 28% per cent of applicants with 471 applications. The need for 3-bed homes is currently 30 per cent of all applications (507).

22 of the units provided are at social rent tenure which is the Council's preferred tenure. Social rented housing is vital to provide homes for those in particular housing need and the Local Plan continues to prioritise this (Local Plan 2036).

One flat will be accessible for a wheelchair user. Currently 410 applicants are requiring a home with some level of accessibility. This includes 205 applicants requiring level access into and throughout the property.

Race	Disability	Age
Neutral	Neutral	Neutral

Gender reassignment	Religion or Belief	Sexual Orientation	
Neutral	Neutral	Neutral	
Sex	Pregnancy and Maternity	Marriage & Civil Partnership	
Neutral	Neutral	Neutral	

While the changes to current provision will impact on certain demographics, most notably young people and older people or those living locally who are less mobile, this is mitigated by the access to a new area of level-access green space and the increased provision for local families (10 x 3-bed homes at social rent) and single people (11 x 1-bed homes at social rent).

This is an initial assessment and it will develop over time as the project moves forward. Where the current assessment indicates a likely neutral impact this will require ongoing monitoring during the development.

The user brief that the professional team will take forward includes all of the consultation to take into consideration. Beyond the formal planning process, continued consultation with the community will take place with regard to the best options for new play equipment.

There will also need to be a plan drawn up and communicated to support residents during the construction process including how to mitigate disruption to residents.

6. Consideratio n of Measures:

This section should explain in detail all the consideration of alternative approaches/mi tigation of adverse impact of the policy We have involved the community at each stage of the project and will continue to do so. This is particularly relevant when finalising designs for the play area.

The key mitigations are as follows:

- Continue to focus on providing the most suitable facilities in the new development that make up
 for the loss of space. Create a safe space to meet and play and provide usable access to
 greenspace.
- Delivery of affordable housing for local residents.
- Provide ongoing updates on the progress of the development and addressing concerns on an ongoing basis.

The alternative would be to not develop Bertie Place, which would impact the ability to deliver 31 homes across the scheme as affordable homes. Not delivering the units would negatively impact on households in housing need including vulnerable single people and families.

6a. Monitoring Residents are able to engage with the Council either directly or through their elected representatives. Arrangement s: This EqIA will be shared with those designing the new open space as part of the wider redevelopment. Outline systems which The new open space and pay facilities will be monitored in line with the usage of other parks the will be put in Council monitors on a routine basis. Any further policy reviews in relation to parks will be subject to place to further equalities assessments. monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination. **TBC** 7. Date reported and

signed off by Cabinet						
8. Conclusions:	That this is a positive development that will provide much needed affordable housing to residents of Oxford City whilst re-providing play and recreation facilities for residents and visitors alike.					
What are your conclusions drawn from the results in terms of the policy impact	Whilst this change is likely to affect those who are currently using the space, the goal is to find a balance between the need for affordable housing development and the preservation or replacement of residents' access to open space and current play facilities. The mitigating actions and the alternative green spaces and parks available near-by suggest that the appropriation will not have a disproportionately negative impact on the protected characterises. It is vital that the impact is monitored through effective communication with the community throughout and after the development and that another EQIA is completed to better understand if the mitigations put forward have been sufficient in respect of the rights and well-being of the community. The closure of the site during development will create a short-term loss of access to facilities and pedestrian pathway. This, however, represents the best option to secure the safety of the public during the development. The Council will continue to engage with residents and respond to comments and concerns raised.					
9. Are there implications for the Service Plans?	No	10. Date the Service Plans will be updated		11. Date copy sent to Equalities Lead Officer	1 May 2024	
.13. Date reported to Scrutiny and Cabinet:		14. Date reported to Cabinet		12. The date the report on EqIA will		

	be published	
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Signed (completing officer)

Signed (Lead Officer)

Megan McFarlane (initial assessment)

Dave Scholes