

Sheerwater Regeneration

Predictive Equality Impact Assessment: Compulsory Purchase Order

Report to Woking Borough Council

Dr Sophia Skyers, Consultant Researcher

Final Report - March 2018

Table of Contents

Executive Summary	3
1. Introduction and context	7
2. The context for equality	8
3. Methodology	10
4. The scope of the CPO and the Sheerwater regeneration proposals	11
5. Baseline profile: groups with protected characteristics	15
6. Deprivation analyses: cross cutting EqIA themes	20
7. Consultation and engagement leading to the CPO	24
8. The EqIA of the CPO effects and mitigation	29
a. Housing development and redevelopment	29
b. Community, recreational and leisure facilities	37
c. Employment, training and the labour market	38
d. Local businesses	42
e. Public realm, open space, and safety and security	43
f. Travel, transport, and connectivity	46
g. Community cohesion	48
9. Conclusions, recommendations and action plan	49
Appendix A - Interviewees	52
Appendix B - References	53
Appendix C - Summary EqIA Table and Action Plan	55

Executive Summary

Introduction: In October 2017, Woking Borough Council (WBC) commissioned Dr Sophia Skyers of CIBS IQ Research to undertake a predictive Equality Impact Assessment (EqIA) on a planning Compulsory Purchase Order (CPO). The CPO is part of the implementation of proposals that have been developed as part of WBC's plans for the regeneration of Sheerwater. In tandem with its statutory planning obligations, WBC has a statutory responsibility, under the Equality Act, 2010, to consider the impact of its decisions in relation to age, disability, sex, gender reassignment, sexual orientation, race, religion and belief, pregnancy and maternity, and marriage and civil partnership.

Approach to the EqIA: An EqIA provides a systematic and comprehensive tool to assist the Council in fulfilling its statutory obligations. In the case of the Sheerwater CPO, it is by assessing the impact of the CPO process and associated proposals, through the prism of equality, and the steps that have been taken to mitigate any potential negative impacts and unlawful discrimination, and enhance positive impacts.

The EqIA has been structured around an appraisal of WBC Council and Executive papers relating specifically to the regeneration proposals for Sheerwater and other documents. This has provided some of the relevant background detail. The approach to the assessment has also centered on a desk review of relevant equality and planning legislation and guidance, local and national policies and strategies, and an examination of the results of two Sheerwater Master Planning consultation exercises and processes. There is a wider body of knowledge on urban and suburban inequalities and regeneration schemes, and health inequalities, and this has also been examined as it has particular salience for areas like Sheerwater in enabling broader equality implications to be drawn about the potential impact of the CPO and regeneration proposals. A comparative analysis of demographic data across groups with protected characteristics living in Sheerwater at Lower Super Output Area (LSOA) level, and an analysis of data from the available results of the most recent 2018 Housing Needs Analysis Survey has also been undertaken. This has been used to identify the key groups and the potential issues likely to arise from implementing the CPO.

In addition to the desk research, a number of in-depth interviews have been carried out with WBC officers and Councilors, including the Leader of the Council who is the portfolio holder for regeneration, the Canalside ward member, Halo, independent consultation and engagement specialists who were appointed in November 2017 by WBC to undertake a statutory consultation on the proposed changes being considered to the existing tenancy agreement for secure tenants, Woking Access Group, Woking Asian Business Forum, the Vice Chair of Sheerwater Together, and a member of Sheerwater Residents Association. In addition, an on site visit with members of the Sheerwater Regeneration team and Thameswey Developments Limited was undertaken, and a focused discussion with members of the Housing Needs Assessment Team, followed by a tenant home visit. This approach formed part of a pre-emptive approach to assessing the development of the Sheerwater regeneration proposals to date, the incorporation of changes throughout the process, and the potential impact of the process and implementation going forward.

The EqIA has focused its analysis on a set of questions, structured around the following EqIA framework. These are set out in the following table:

EqIA Assessment Framework

- What is the current situation in Sheerwater?
- What is the existing situation in relation to groups with protected characteristics?
- What is the potential negative impact of the CPO and related proposals on residents?
- How can potentially negative proposals be effectively mitigated and in what way(s)?
- Are there any protected groups that are disadvantaged by the CPO and related proposals and if so in what way(s)?
- Are there any protected groups on which the CPO and related proposals has a positive impact and if so in what way(s)?
- What is the potential for positive medium and longer-term impacts of the CPO and related proposals on residents in Sheerwater?
- How can potentially positive impacts be enhanced and in what way(s)?
- What is the specific impact on commercial and owner-occupiers, leaseholders, and tenants who share protected characteristics within the footprint on the proposed CPO area and proposed development?
- To what extent do the regeneration proposals potentially reduce the degree and/or the extent of disadvantage among and between groups with protected characteristics in Sheerwater?
- How will the CPO directly impact and contribute to the realisation of the potential equality effects of the planned regeneration?
- What is the potential impact of the CPO on community cohesion in Sheerwater at the current stage of the CPO process?
- How will the results of the EqIA be publicised and monitored?

Key Conclusions: The CPO effects have been considered from an equality perspective in relation to the following key themes:

- Housing development and redevelopment
- Community recreational and leisure facilities
- Employment and training
- Local businesses
- Public realm, open space, and safety and security
- Travel, transport, and connectivity
- Community cohesion

The CPO proposals are considered overall to have a potentially positive impact in terms of the phasing of the housing proposals, which will enable residents to remain in Sheerwater if that is their wish, and the potential positive impact it will have in stimulating inward investment by transforming the physical fabric of the area and powering economic and social progress. The thinking underpinning the scheme does recognise the inbuilt contradictions arising from regeneration in rendering urban space more expensive, and giving rise to higher prices. It is for this reason that a profit cap has been put in place, alongside a number of compensatory and support measures for home owners, tenants, and private rented tenants to mitigate the potential for negative impact, particularly on low-income groups, among which, groups with protected characteristics are disproportionately represented.

The scheme will be led by the community recreation and leisure provision and this is considered to be potentially positive in its impact in providing residents with tangible expressions of progress, prior to the implementation of the housing proposals. The overall scheme will deliver a net increase in affordable housing, including provision for some of the most vulnerable residents currently living in Sheerwater, a net increase in the amount of useable open space, and increased road safety and this is also considered to be positive in terms of its potential impact on the health and future well being of residents. The proposals in relation to employment and training arising from the redevelopment are considered to have the potential for positive impact as they are allied to specific supply side interventions to support local people. These interventions will be needed to operate in tandem with specific employer and provider demand side positive action measures if they are to be effective, targeting areas such as construction for example, where some protected groups are under-represented, to ensure that these benefits are evenly dispersed.

The consultation underpinning the scheme has been extensive and intensive. The opportunity arising from the revised timescale for the CPO also means that WBC can undertake more and varied kinds of consultation with groups that are traditionally harder to hear, and who, through a variety of access needs, may not be able to engage with the more formal approaches to consultation or the more obvious tools of self-expression. This will build on the existing good relations between different groups in the area. The process has already started through the face-to-face work of the Housing Needs Assessment Team and also Halo. There is now a need to engage with retail outlets operating in the area and the smaller organisations currently using the Parkview Community Centre going forward in order to understand more of what the potential impact will be from their perspective as the proposals are implemented to further inform mitigation measures.

Recommendations: It is recommended that:

1. A broad community engagement strategy should be developed that takes account of groups who are '*harder to hear*', and which builds on the extensive engagement undertaken to date. The strategy should be reviewed at key stages of planning, relocation and construction if the CPO is approved, and the customised engagement approaches fully incorporated to facilitate broader engagement, and fill any gaps.
2. As part of the development of a broader community engagement strategy, a wider menu of intensive engagement options should be developed, in order to engage with groups that

have specific access needs. This includes residents with sight impairment, and residents with a variety of access needs who do not have the resources, knowledge, and/or agency to make their voices heard.

3. As part of the on-going assessment of impact, effective monitoring of the consultation and evaluation should be cross-referenced with and informed by the EqIA equality baseline. In addition, a broader approach to evaluating impact of the consultation should be developed, that moves beyond paper-based approaches.
4. As part of the CPO consultation and process, there is a need to engage small businesses in the area, in particular, home based businesses, and the retailers in the shopping parade who tend to be black and minority ethnic family run small businesses.
5. The Council consider monitoring the end destination of owners and those currently employed in retail establishments in Sheerwater.
6. The rich data on the needs of secure tenants through the Housing Needs Assessment Team should be captured and used to inform the wider engagement approaches with secure tenants those who are *'harder to hear'*.
7. As part of the CPO process, there is a need for more detailed engagement work with the organisations that use the Parkview Community Centre to provide their services.
8. As part of the implementation of the CPO, the Council should have recourse to The Public Services (Social Value) Act, 2012, which places a duty on public bodies to consider social value ahead of procurement and S106 of the Town and Country Planning Act, 1990 (as amended) to help to ensure that the employment and training benefits are evenly dispersed.
9. The Council should make the EqIA available to the stakeholders cited in the report, and make the EqIA publicly available.
10. The Council consider the action plan that forms Appendix A to this report.

1. Introduction and context

1.1 **Background to the EqlA and its purpose:** In October 2017, Woking Borough Council (WBC) commissioned Dr Sophia Skyers of CIBS IQ Research to undertake an Equality Impact Assessment (EqlA) on a planning Compulsory Purchase Order (CPO). The CPO is part of the implementation of proposals that have been developed as part of WBC's plans for the regeneration of Sheerwater. In tandem with its statutory planning obligations, WBC has a statutory responsibility, under the Equality Act, 2010, to consider the impact of its decisions in relation to age, disability, sex, gender reassignment, sexual orientation, race, religion and belief, pregnancy and maternity, and marriage and civil partnership.¹ An EqlA provides a systematic and comprehensive tool to assist the Council in fulfilling its statutory obligations. In the case of the Sheerwater CPO, it is by assessing the impact of the CPO process and associated proposals, through the prism of equality, and the steps that have been taken to mitigate any potential negative impacts and unlawful discrimination, and enhance positive impacts.

1.2 The area of land in Sheerwater that falls within the scope of a CPO now lies within the Canalside ward, but until the reorganisation, formed part of the Maybury and Sheerwater ward. The area covers some 31 hectares, and has an estimated population of 1,565, evenly split between the number of men and women. The development and redevelopment of the CPO land sits within the context of the delivery of WBC's wider aims for mixed housing provision, economic development, and regeneration of the borough's deprived areas, as well as the implementation of specific proposals for housing delivery, economic development and the regeneration of Sheerwater. The stated aims of the development proposals for Sheerwater centre on increased housing provision to meet the needs of a changing, and diverse population, including affordable homes for rent and sale, and the provision of enhanced sheltered accommodation. The proposals also centre on improving social and economic opportunities for residents by addressing the deteriorating fabric of the neighbourhood, capitalising on employment and training opportunities arising from the development, and enhancing existing local community, leisure, sporting, recreational, and health facilities. A proposal for the regeneration of Sheerwater had received planning consent in 2016. This was followed by a number of suggestions for material enhancements to the consented scheme after further consultation and representation made to the Council. The proposals, which centred on an increase in the total number of units by 20%, a revision of the housing mix to increase the number of smaller properties, and an increase in the amount and quality of open space were therefore subsequently revised to take these considerations into account and set out in a report to WBC Council on 8 February 2018, where approval was given to Thamesway to submit a revised Hybrid Planning Application.

1.3 This EqlA therefore examines the CPO process and proposals to determine:

¹ Public authorities need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status. This means that the first arm of the duty applies to this characteristic but that the other arms, that is, advancing equality and fostering good relations do not apply.

- a) Whether there are any negative effects on protected group(s) resulting from the Sheerwater CPO.
- b) Examines whether there are any negative equality effects that would give rise to unlawful discrimination for any protected group(s).
- c) Identifies measures that might be needed to mitigate negative equality impacts on protected group(s) that might arise.
- d) Identifies potential positive equality impacts and identifies measures that might maximise them.
- e) Examines the potential impact of the CPO process and the proposals on community cohesion.

1.4 **Organisation of the EqIA:** The EqIA is structured in the following way: Section 2 sets the relevant legislative and policy context and Section 3 sets out the methodology for conducting the EqIA. Section 4 sets out the scope of the CPO and the development proposals for Sheerwater, Section 5 discusses the demographic profile of the CPO area, and Section 6 discusses some of the cross-cutting EqIA themes and deprivation indices that are relevant to assessing potential impact of the regeneration proposals. Section 7 presents the findings of the EqIA in relation to the consultation and engagement relating to the CPO process and implementation, and Section 8 examines the potential equality impacts of specific deliverables in relation to housing, employment, business, and transport and connectivity, community leisure and recreational facilities, open space, and in relation to fostering community cohesion. The final section 9 concludes the EqIA and sets out a series of recommendations. It also makes reference to an Action Plan accompanying the EqIA that summarises the potential for positive, negative, and differential impacts, and mitigation measures, identified during the analysis.

2. The context for equality

2.1 **The legislative and policy context:** The legislative context for equality is anchored in a paradigm that has shifted over the past four decades from individual acts of restitution, to delivering equality, and addressing unlawful discrimination in a proactive and pre-emptive way. This approach embraces entire organisational systems, cultures, processes, policies, practices and procedures, identifying the potential for negative impacts and unlawful discrimination. It relates to those who are referred to in the Equality Act 2010 as sharing a protected characteristic, specifically: age, disability, sex, gender reassignment, sexual orientation, race, religion and belief, pregnancy and maternity, and marriage and civil partnership. The Equality Act 2010 provides the legal framework to protect the rights of individuals against unlawful discrimination and to advance equal opportunities for all. As such, it means that in exercising its powers of compulsory purchase, WBC, as is the case for all public authorities, must take a considered view of the effect of any differential impacts on groups with protected characteristics, assess negative impacts, take steps to mitigate them, assess negative impacts against long-term positive impacts, and enhance positive impacts.

2.2 Section 149 of the Equality Act, 2010, sets out the general Public Sector Equality Duty to which public bodies are subject. The general equality duty is underpinned by specific duties that are

designed to integrate equality considerations into the day to day business of public bodies by ensuring that, in the exercise of their functions, they 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.

2.3 As well as the legal framework for equality, which is a central consideration in assessing the potential impact of WBC's strategic regeneration objectives for Sheerwater, there are a range of statutory instruments, guidance, and national and local policies and strategies that have direct relevance to equality in relation to the exercise of a CPO. In the case of WBC's planning CPO, Section 226(1)(a) of the Town and Country Planning Act, 1990 (as amended by the Planning and Compulsory Purchase Act 2004) empowers an acquiring authority, following authorisation by the Secretary of State, to compulsorily acquire land in its area. This is in circumstances where the authority can demonstrate that there is a '*compelling case in the public interest*' to do so in order to enable development, redevelopment or improvement likely to deliver the sustainable economic, social and environmental well being of its area. The National Planning Policy Framework, 2012, sets out the more detailed requirements for the planning system to the extent that it is both '*proportionate*' and '*necessary*' to: support economic growth; achieve a wide choice of high quality homes; widen opportunities for home ownership, and create sustainable inclusive and mixed communities. The National Policy Planning Framework is underpinned by a set of core principles that include engaging and empowering local people in the shaping of development plans. The Government has also published a National Strategy for Estate Regeneration that sets out its expectations for the way in which landlords, developers and local authorities should engage with residents throughout an estate regeneration scheme, and for how residents should be protected. While the socio-economic duty has now been removed from the Equality Act, 2010, socio-economic considerations are nevertheless integral to equality considerations, and planning legislation and policy. This is because group experiences intersect and are inextricably linked with socio-economic factors. Indeed, the government has produced guidance on the application of EqIA's in CPO cases and the guidance makes absolutely clear that in addition to assessing differential impact on groups with protected characteristics, and balancing short term negative impacts with longer term positive impacts, consideration must be given to the impact of low income, as there is for example, a disproportionate representation of older people, disabled people and black and minority ethnic people in low income groups.²

2.4 At the regional and local level, Surrey County Council has adopted a Surrey Strategic Partnership Plan 2010-2020. This is an important consideration in the regeneration of Sheerwater as

² Guidance on Compulsory Purchase Process and The Crichel Down Rules for the disposal of surplus land acquired by, or under the threat of, compulsion (DCLG, 2015)

its principal objectives centre on high standards of sustainable social, economic and environmental development, and on the promotion of learning opportunities and healthy lifestyles. These key objectives are mirrored in the Woking Core Strategy, 2012 that likewise centres on strong, sustainable and competitive economies and specifically designates Sheerwater as a *Priority Place* for targeted intervention by WBC, Surrey County Council, NHS Surrey, and other local authorities in the county.

2.5 **Community Cohesion:** The development of approaches to ensuring that communities are cohesive is a policy imperative of the current government and a key policy objective for WBC in the context of regeneration.³ In 2001 in the UK, following disturbances in the north of England the term community cohesion, although not a new concept, became a centerpiece of policy making. Indeed, the Home Office report of the Ministerial Group on Public Order and Community Cohesion, also known as the Denham Report published in December 2001, highlighted community tensions.⁴ There were other reports published at the same time, specifically, the report of the Community Cohesion Review Team, also known as the Cattle Report, and the findings of Lord Clarke, David Ritchie, and Lord Ousley, that broadly concurred on many of the underlying social and economic issues that contributed to the disturbances. The reports also identified the need to look holistically at communities and to develop and harness the existing economic and social capital to counteract potential fragmentation and division. This is seen as one of the cornerstones of successful urban renewal, and ultimately more cohesive communities.

3. Methodology

3.1 **Approach to undertaking the EqIA:** The EqIA has been structured around an appraisal of WBC Council and Executive papers relating specifically to the regeneration proposals for Sheerwater and other documents. This has provided some of the relevant background detail. The approach to the assessment has also centered on a desk review of relevant equality and planning legislation and guidance, local and national policies and strategies, and an examination of the results of two Sheerwater Master Planning consultation and processes. There is a wider body of knowledge on urban and suburban inequalities and regeneration schemes, and health inequalities, and this has also been examined as it has particular salience for areas like Sheerwater in enabling broader equality implications to be drawn about the potential impact of the CPO and regeneration proposals. A comparative analysis of demographic data across groups with protected characteristics living in Sheerwater at Lower Super Output Area (LSOA) level, and an analysis of data from the available results of the most recent 2018 Housing Needs Analysis Survey has also been undertaken. This has been used to identify the key groups and the potential issues likely to arise from implementation of the CPO.

3.2 In addition to the desk research, a number of in-depth interviews were carried out with residents, WBC officers and Councilors, including the Leader of the Council who is the portfolio holder for regeneration, the Canalside ward member, and Halo, independent consultation and engagement specialists who were appointed in November 2017 by WBC to undertake a statutory consultation on the proposed changes being considered to the existing tenancy agreement for

³ WBC Social Inclusion and Community Cohesion Strategy, 2004

⁴ Building Cohesive Communities: A report of the Ministerial Group on Public Order, Home Office 2001

secure tenants. In addition, an interview was held with the Vice Chair of Sheerwater Together, a member of Sheerwater Residents Association, and an on site visit made with members of the Sheerwater Regeneration team and Thamesway Developments Limited, and a focused discussion with members of the Housing Needs Assessment Team, followed by a tenant home visit. This approach formed part of a retrospective and pre-emptive approach to assessing the development and revision of the Sheerwater regeneration proposals to date, and the potential impact of the process and implementation going forward.

3.3 The EqIA has focused its analysis on a set of questions, structured around the following EqIA framework. These are set out in the following table:

EqIA Assessment Framework
<ul style="list-style-type: none"> • What is the current situation in Sheerwater? • What is the existing situation in relation to groups with protected characteristics? • What is the potential negative impact of the CPO and related proposals on residents? • How can potentially negative proposals be effectively mitigated and in what way(s)? • Are there any protected groups that are disadvantaged by the CPO and related proposals and if so in what way(s)? • Are there any protected groups on which the CPO and related proposals has a positive impact and if so in what way(s)? • What is the potential for positive medium and longer-term impacts of the CPO and related proposals on residents in Sheerwater? • How can potentially positive impacts be enhanced and in what way(s)? • What is the specific impact on commercial and owner-occupiers, leaseholders, and tenants who share protected characteristics within the footprint on the proposed CPO area and proposed development? • To what extent do the regeneration proposals potentially reduce the degree and/or the extent of disadvantage among and between groups with protected characteristics in Sheerwater? • How will the CPO directly impact and contribute to the realisation of the potential equality effects of the planned regeneration? • What is the potential impact of the CPO on community cohesion in Sheerwater at the current stage of the CPO process? • How will the results of the EqIA be publicised and monitored?

4. The scope of the CPO and the Sheerwater regeneration proposals

4.1 **The Sheerwater regeneration area:** The Sheerwater regeneration area, one of the most ethnically diverse areas in Woking was formerly within the Sheerwater and Maybury ward, but

following the electoral reorganisation, now falls within the Canalside ward. The northern border of Sheerwater is demarcated by the Basingstoke Canal, and at its southern end by the South Western Main Line. The area identified for regeneration, which has long been in need of capital investment, is principally residential and currently contains 576 residential housing units. The area has a canal and mature woodland, open spaces, business parks and light industrial and commercial retail units. The main shopping parade is located along Dartmouth Avenue and includes two convenience stores, fast food outlets, a cafe, a post office, a pharmacy, a glazing firm, and other retailers. The majority of housing is two-story post-war brick construction, while the Dartmouth Avenue area around the shopping district comprises 3 storey 1960s residential blocks, and 1960s 4 storey residential blocks. A small mosque, which was opened in 2017, is also located on Dartmouth Avenue. A large ASDA superstore opened on Albert Drive in 2014. The area had one public house, The Birch and Pines but the building has now been demolished.

4.2 The designated regeneration area is served by social, health, recreational, and educational facilities, and these include: the Sheerwater Youth Centre, Woking Sure Start Children's Centre Nursery, Woking Athletics Club, Parkview Community Centre, Sheerwater Recreation Ground, Sheerwater Football Club, Sheerwater Health Centre, and Waterside Dental Centre. The Bishop David Brown School, also located in Sheerwater, contains a children's playground, playing fields, an athletics track, a floodlit multi-use games area, and two football pitches. The area is not optimally served by public transport but there are local bus services that provide access to Woking and other areas, and access to the railway stations of Woking and West Byfleet, which are approximately a mile in each direction from Sheerwater.

4.3 **Poverty, inequality and decline in Sheerwater:** Whilst Woking as a borough is generally affluent, Sheerwater falls within one of the most deprived wards in Surrey, and is inscribed with some of the classic hallmarks of decline not generally associated with life in the suburbs. Indeed, Sheerwater is characterised by poor housing conditions and some of the seemingly intractable and systemic issues associated with this including unemployment, under-employment, poverty, increased premature mortality, increased morbidity including heart disease, cancer, diabetes, stroke, and other concomitant problems resulting from a lack of investment and a declining infrastructure. Moreover, there is a lack of suitable play areas for children, and while there are many open spaces in Sheerwater, they are largely unattractive, structurally disconnected, and do not benefit from the natural surveillance that would afford children a high degree of safety. When assessed against the Indices of Multiple Deprivation, Sheerwater ranks as the worst in Surrey on dimensions of Income deprivation, Health deprivation and disability, and Employment deprivation. Moreover, large parts of the proposed regeneration area are ranked among the 20% most deprived neighbourhoods in the country and the Devonshire Avenue and Dartmouth Avenue area of Sheerwater are identified as being within the 14% most deprived areas nationally. This challenges the generally accepted notion of the suburb as being the apotheosis of the prosperous leafy idyll, thus providing a new dimension to place-based notions of decline and social and economic distress, which are generally seen as being exclusively inner-city urban phenomenon. The hallmarks of deterioration and concentrated disadvantage in parts of Woking such as Sheerwater are not

isolated, but are expressions of wider demographic and economic forces.⁵ Indeed, between 2001 and 2011, the number of suburban areas with above average poverty increased by 34% across England and Wales and the gap in concentrations of poverty between urban centres and the suburbs is narrowing.⁶

4.4 Without minimising the impact of urban poverty in larger cities and its deleterious effects, there are in fact more people experiencing poverty in suburban areas. The suburbs score higher on particular indicators, specifically: lone parents, part-time workers, disabled people, and recipients of pension credit.⁷ This has major implications for our understanding of community and place-based notions of social and economic decline and regeneration from an equality perspective. The Sheerwater CPO regeneration area, as stated above, is referenced in Surrey County Council's Strategic Partnership Plan 2010-2020, and has been designated as a Priority Place in WBC's Woking Core Strategy. This is in order for specific action and resources to be deployed in the provision of a wider range of mixed tenure new homes, an upgrading of the physical infrastructure, and addressing some of the underlying causes and effects of decline, through a range of targeted social and economic investment measures and initiatives. The stated aims of the regeneration scheme are to provide the critical scale of development that is needed to underpin and power social and economic progress, and meet WBC's strategic planning objectives for the regeneration of Sheerwater, and its broader development and redevelopment strategy for the borough as a whole.

4.5 **The CPO and regeneration proposals:** The delineated CPO area covers most of the land within Sheerwater of some 31 hectares, and within that, principally but not exclusively, land on which residential properties are situated. In 2017, pursuant to its powers under section 116(1) of the Town and Country Planning Act, 1990, WBC gave full planning permission for Phase One of the Sheerwater regeneration scheme, and land on which residential properties are situated, and outline planning consent for a remaining three phases. The original scheme was revisited and Thamesway Developments Limited, an arms length company that is wholly owned by WBC was invited to submit proposals for enhancements. The changes were set out in a report to Council on 8 February 2018, giving approval to Thamesway to submit a revised Hybrid Planning Application and revised timetable for consideration of the CPO. The scheme will enable WBC to regenerate Sheerwater through a programme of comprehensive development and redevelopment, assist in stemming the spiral of decline, and enhance the living and working environment which has become degraded through historic lack of investment and disinvestment. The regeneration proposals, which are the subject of the CPO and address the decline in the physical fabric, are pivotal to this, and to ensuring future sustainability. They also seek to capitalise on significant opportunities for developing and stimulating wider social and economic benefits. The implementation of the scheme will be through Thamesway Developments Limited, and the social housing element will be transferred to Thamesway Housing Limited on completion.

⁵ Richard Florida, *The New Urban Crisis: Gentrification, Housing Bubbles, Growing Inequality, and What We Can Do About It*, Oneworld Publications, 2017

⁶ Paul Hunter, *Poverty in Suburbia: A Smith Institute Study Into the Growth of Poverty in the Suburbs of England and Wales*, Smith Institute, April, 2014

⁷ Ibid

4.6 The specific proposals for the regeneration of Sheerwater centre on multi-use development and redevelopment comprising mixed tenure housing with a range of property sizes and types to create a wider choice of homes on the Sheerwater estate, coupled with a net gain in social housing, and improved space and amenity standards. The housing development will also be underpinned by enhanced retail, and employment and training opportunities, and social, health, recreational, sports, and leisure provision that will lead the development. This is detailed more fully as follows:

- a) The demolition of 576 residential units consisting of 449 existing affordable dwellings and 127 existing private dwellings, as well as non-residential buildings and sports facilities currently on the designated CPO land.
- b) The comprehensive redevelopment of Sheerwater to deliver approximately 1,117 new mixed use high quality, energy efficient residential homes, and low and medium rise homes, which will include approximately 520 affordable homes. These will include the Assisted Living Accommodation as set out in (c) below.
- c) The provision of 129 Assisted Living Accommodation units included in the proportion of 'affordable dwellings' comprising 66 affordable units located in the central core of the development, and retaining original proposals for an additional 63 Assisted Living Accommodation units.
- d) The provision of enhanced community, leisure, recreational and play facilities including swimming pools and a gym, the provision of a community and youth centre, enhanced nursery facilities, a health centre, improved and accessible public spaces, an increase in retail, a new convenience store, improved pedestrian and cycling routes, car parking, and transport connections.
- e) The plan also seeks to address skill levels in Sheerwater, and to promote opportunities for local people to secure employment and training opportunities in the area during the lifetime of the development and beyond.

4.7 The development comprises 4 phases. Phase One will centre exclusively on the construction of a leisure centre and the football, rugby and cricket pitches. There will be no demolition of residential buildings in the initial phase, but the road at Spencer Close will need to be widened to make a construction access route so the verges will become smaller and parking restrictions will need to be enforced. The intention is for the social and recreational elements to lead the regeneration and at the same time, ensure that the level of disruption in the area is kept to an absolute minimum. The redevelopment, which is scheduled to take place over some seven years, will start in 2018, and end in 2025.

4.8 The revised proposals increase the amount of public open space within the regeneration area, and also increase the proportion of affordable housing. This includes an increase in the number of smaller affordable units within Sheerwater, and within that provision for a significant number of one-bedroom properties, missing from the previous scheme, and a significant increase in supported housing.

5. Baseline profile: groups with protected characteristics

5.1 **Protected groups:** In order to gain a detailed understanding of Sheerwater, a baseline has been established, based on the 2011 Census, using the most detailed LSOA information where it is available to provide a detailed level of aggregate need for the regeneration area, and relevant comparative data at ward, borough, county and national level, where needed to elucidate LSOA data, or where detailed LSOA data are not available.⁸ The analysis has centred on groups with protected characteristics, as explained in paragraphs 2.1 and 2.2 above. The section that follows, this section, Section 6, includes an additional analysis of cross cutting and overlapping inequalities that are relevant to protected groups. This is in line with government guidance on EqIAs in relation to CPOs and wider considerations that relate to protected groups such as socio-economic concerns.

5.2 One of the key questions that this EqIA seeks to answer relates to the existing position of protected groups in Sheerwater, and how adverse impacts can be mitigated and positive impacts enhanced in relation to the CPO and the associated regeneration proposals. The EqIA has looked at all of the protected characteristics as discrete categories and where data permits, it has also attempted to illustrate the intersections between and within the protected groups. This is important in that individuals do not live their lives according to analytical categories, but have complex, multiple, and often overlapping needs and identities. Indeed, as research on various policy issues has shown, and as government guidance makes clear, people often experience discrimination and exclusion on more than one dimension, and have different experiences at a variety of institutional sites. This can have the effect of compounding disadvantage. Therefore, identifying these potential adverse impacts is fundamental to implementation of the CPO.

5.3 There is not always sufficient evidence in relation to the protected groups for an assessment to be made with the highest level of confidence. Moreover, there is a risk that in the absence of more sophisticated data, inequalities will not be identified, measured or reduced for people who experience multiple disadvantage. Whilst some of the data gives a broad picture, it is not always sufficiently nuanced enough to capture the fine-grained distinctions that disguise very different experiences for particular groups and it is therefore necessary to guard against the risk of over simplification. As an illustration, while a group of people may be objectively identical in terms of their ethnicity, nationality, religion, gender or sexuality, the individuals within a group may see themselves as completely dissimilar. Moreover, identities are not fixed but change over time.

5.4 **Age:** The proportion of residents in Sheerwater who are aged 0-4 and 5-15 is 8.9% and 15.1% respectively. This is higher than the average for Woking where the proportion is 7.3% and 6.3% in the case of both Surrey and England. There is a slightly higher proportion of working age residents, that is, those aged 18-64 in Sheerwater, 63.3%, compared with the Woking, Surrey, and England proportions which are 62.6%, 61.0% and 62.3% respectively, but a significantly lower proportion of residents in the 65+ age range, 9.6% compared with the average for Woking, Surrey and for England where it is correspondingly, 15.0% 17.2% and 16.3%. This is likely due to the relatively higher proportion of black and minority ethnic residents in Sheerwater who have a

⁸ The ward level data are for the Maybury and Sheerwater ward based on the 2011 Census, prior to the incorporation of Sheerwater in the Canalside Ward

younger age structure than is the case for the population generally. The population projections estimate that by 2020, the proportion of working age adults age 25-54 will increase. The age profile of the population of Surrey is older than the national average, while the age profile of Woking, as is the case in Sheerwater, is younger than the national average. The number of people aged 65 years and over in England and Wales is projected to increase by 65% in the next 25 years to more than 16.4 million in 2033.⁹ The number of people aged 60 or over is expected to exceed the 20 million mark by 2030 and the number of people age 65+ is projected to increase by 40% in the next 17 years to over 16 million. The number of people 85+ is set to double in the next 23 years to over 3.4 million.¹⁰ Moreover, the older population is more ethnically diverse and the number of black and minority ethnic people aged 70+ is projected to be in the region of 1.9 million by 2051 nationally. Furthermore, the LGBT charity Stonewall has estimated that there are 1 million lesbian, gay, and bisexual people, aged over 55 in the UK. The proportion of older people in Sheerwater and in the ward is likely to mirror the ageing population of England with the largest projected growth in the 55-64 age group and while the proportion of the population age 65+ and 85+ will remain a smaller proportion of the overall population, with modest increases, this does nonetheless have important implications for service planning and delivery in the regeneration area, and for the revised scheme which brings forward enhanced provision to meet the needs of a young working age population, homes for adults with support needs, and enhanced supported housing provision for older people, disabled people and other residents requiring a supported living environment.

Age	Sheerwater %	Woking %	Surrey %	England %
0-4	8.9	7.3	6.3	6.3
5-15	15.1	12.8	13.0	12.6
16-17	3.1	2.3	2.5	2.5
18-24	9.3	6.9	7.7	9.4
18-64	63.3	62.6	61.0	62.3
65+	9.6	15.0	17.2	16.3
85+	1.9	2.3	2.7	2.2

5.5 Disability: The proportion of residents in Sheerwater who consider that their daily activities are limited, to some extent by having a disability or illness is 19.2%. This is higher than the average for Woking, Surrey, and England where it is 13.0% 13.5% and 17.6% respectively. The proportion of residents who consider themselves to be considerably limited by having a disability in Sheerwater is 9.9%, compared with the significantly lower proportions of 5.5% for Woking, 5.7% for Surrey and 8.3% for England as a whole.

Limiting Illness	Sheerwater %	Woking %	Surrey %	England %
Day to day activities limited a little	19.2	13.0	13.5	17.6
Day to day activities limited a lot	9.9	5.5	5.7	8.3

5.6 In Sheerwater a significantly higher proportion, 20.2% of the population claim working age benefits, compared with Woking, 6.8%, Surrey 6.1%, and 11% in England. While older people lead very productive lives, contributing to the economy and to civic society, there is also a direct relationship between disability and age, as the onset of disability does tend to increase with age.

⁹ Challenges of an ageing population, Age UK, 22 April, 2013

¹⁰ Later Life in the United Kingdom, Age UK, August 2017

Indeed, disability free life expectancy has declined for both women and men in the older population nationally. Whereas in 2010-12, a woman age 65 could anticipate 11.2 additional years free from disability, this has now declined to 10.9 years. Moreover, whereas men could have expected 10.6 years disability free life expectancy, this has declined to 10.3 years.¹¹ This too has important implications in terms of the revised scheme given the relatively higher proportion of Sheerwater residents requiring a supported environment, the high proportion of residents with a life-limiting illness, and the necessity for there to be sufficient housing provision to meet the current and changing housing need.

5.7 **Sex:** There is an equal 50% split in the proportion of men and women in Sheerwater. This compares with the average for the ward, Surrey and England as a whole where, in all cases, the proportion of women is higher than the proportion of men. This is set out in the following table:

Sex	Sheerwater	Woking %	Surrey %	England %
Men	50.0	49.5	49.0	49.2
Women	50.0	50.5	51.0	50.8

5.8 **Sexual orientation and gender reassignment:** There is a dearth of reliable data on sexual orientation in England, the UK, and at a sub-regional level. The ONS Integrated Household Survey (IHS) introduced questions on self-perceived sexual identity of adults in the UK, which is one component of sexual orientation. Data from the most recent 2014 IHS indicates that 1.1% of UK residents identified as lesbian or gay, 0.5% as bisexual, 98% as heterosexual or straight and 0.3% as other sexual identity. The IHS found that younger people were more likely to identify as LGB and that this correspondingly decreased with age with 0.6% of adults over the age of 65 being likely to identify. Moreover, men were more likely to identify as being gay 1.5%, than women who identified as lesbian, 0.6%. Women were however, twice as likely to identify as being bisexual, 0.7%, compared with men, 0.3%. A recent aggregate study by Public Health England that synthesised 22 key surveys to provide an estimate of the LGB population found that a maximum of 3.2 million people from a population of 54.3 million would self-identify as belonging to a sexual minority in England. There was also correspondence with the IHS whereby the Public Health England Survey found that the proportion of people who identify as LGB is highest, 4.74%, among young adults up to age 34 and decreases with every older age group. The proportion is also higher in men, 3.10%, than in women, 1.92%, and in the mixed ethnic groups, which is linked to its younger age structure. It is likely that in the future, there will be more people from black and minority ethnic groups identifying as LGB given the current younger age profile.¹² Notwithstanding sub-regional variations, this has implications for Sheerwater given the high proportion of black and minority ethnic young people living in the area, and as the black and minority ethnic population increases and as it ages. According to the data from the Joint Strategic Needs Assessment, there were 0.8% of couples living in a same sex civil partnership or co-habiting in Woking.

5.9 There are major gaps in equality data in relation to gender reassignment, and no local level statistics. According to a report by the House of Commons Women and Equalities Committee, the

¹¹ Ibid

¹² Producing modelled estimates of the size of the lesbian, gay and bisexual (LGB) population of England, Final Report, Public Health England, January 2017

transgender population is estimated to be in the region of 650,000 people in the UK, and this may be an underestimate.

5.10 Race: The ethnic profile of Sheerwater differs markedly from the composition for Surrey and the UK as a whole. This is mainly due to the very large black and minority ethnic population, which is the highest proportion in Woking, giving the area a truly international character. In fact, in areas such as Sheerwater, it is no longer accurate to talk of a minority ethnic community since, while Sheerwater is a long established community, there have been significant changes in the demographics of the local population over the last 20 years as a result of inward and outward migration. As illustrated in the following table, the proportion of White British residents in Sheerwater is 51.9%. This is significantly lower than the average for Woking Surrey and England, which are 74.9%, 83.5% and 79.8% respectively. In terms of the proportion of all non-white British minority ethnic communities, the proportion is 48.1%, compared with 25.1% for Woking, 16.5% for Surrey and 20.2% for England as a whole. The largest minority ethnic group in Sheerwater is the Pakistani group comprising 26.3% of the population, and this compares with the significantly lower proportion of 5.7% for Woking, 1.0% for Surrey, and 2.1% for England. This is followed by the white Other group which comprises 8.9% of the population, and the black African and black Caribbean group which comprises 2.3%, and the Indian group which comprises 1.4%. The mixed population of Sheerwater comprises 3.1% of the population compared with 2.4% for Working, 2.1% for Surrey and 2.3% for England as a whole. Moreover, in the UK, the mixed population is the fastest growing in percentage terms.

Ethnic Groups	Sheerwater	Woking %	Surrey %	England %
White British	51.9	74.9	83.5	79.8
White Other	8.9	8.7	6.9	5.7
Black African, Caribbean and Black British	2.3	1.4	1.1	3.5
Asian/Asian British: Indian	1.4	2.3	1.8	2.6
Asian/Asian British: Pakistani	26.3	5.7	1.0	2.1
All non-white ethnic groups	39.2	16.4	9.6	14.6
All non white British ethnic groups	48.1	25.1	16.5	20.2
Mixed	3.1	2.4	2.1	2.3

5.11 In Sheerwater, a lower proportion of residents, 79.4% have English as a principal language. This compares with a significantly higher proportion of residents who have English as a principal language in Woking, 89.9%, Surrey, 94.1%, and 92.0% in England. There is also an increasing feminisation of migration to the UK, which has implications for Woking in that it is part of a global trend where women migrate to join their families, as well as for economic reasons.

5.12 Religion or belief: The religious make up of Sheerwater reflects its diverse ethnic composition, with a correspondingly much lower proportion of Christian religions and a much higher proportion of Muslim and non-Christian religions than is the case at the borough, regional or national level. The proportion of residents who describe themselves as Christian in Sheerwater is 41.2% and this forms the largest religious group. This compares with considerably higher proportions of Christians for Woking 58.8% Surrey, 62.8%, and England, 59.4%. The next largest grouping is for all non-Christian religions comprising 32% in Sheerwater, compared with dramatically smaller proportions of 10.7% for Woking, 5.0% for Surrey and 8.7% for England. The next largest

religious group in Sheerwater is the Muslim religion comprising 29.9%, compared with the considerably smaller proportion for Woking of 7.4%, Surrey 2.2%, and the average for England, 5.0%. There are 20.8% of residents who describe themselves as having no religion in the Sheerwater, and this compares with 23.1% for Woking, 24.8% for Surrey and an average of 24.7% for England.

Religion and Belief				
Religion	Sheerwater %	Woking %	Surrey %	England %
Christian	41.2	58.8	62.8	59.4
Hindu	1.0	2.0	1.3	1.5
Muslim	29.9	7.4	2.2	5.0
All non Christian religions	32.0	10.7	5.0	8.7
No religion	20.8	23.1	24.8	24.7

5.13 Pregnancy and maternity: There are significant deprivation and equality issues for women at the developmentally sensitive stage of pregnancy and also when caring for newly born children. While lone parents are not a homogenous group, lone parent households do tend on average to be poorer than two parent households. As evidenced by a proxy measure for poverty and disadvantage, in Sheerwater, the proportion of lone parent households with a dependent child, which tend to be headed by women, is considerably higher in the regeneration area 9.4% compared with the average for the borough, 4.6%, for Surrey, 4.7%, and for England, 7.1%. There is scientific evidence that the impact of disadvantage on health begins before birth, and can then be transmitted through successive generations. This is the effect of the cumulative influence of factors operating contemporaneously, social, environmental, economic, and genetic, and which include epigenetic effects and our epigenetic endowment.¹³ During pregnancy, mothers in deprived areas are more likely to face multiple stressful life situations, which are exacerbated by having fewer resources to deal with the effects. The early child health consequences of poverty during pregnancy and in the early stages of life can therefore set a newly born child on a life-course of disparities in health outcomes, initially through an increased risk for preterm birth, intrauterine growth restriction, and neonatal or infant death, and subsequently through delayed cognitive development, poor school performance, and behavioural problems, all of which are linked to poverty. Moreover, continuing to experience poverty throughout childhood reinforces inequalities at birth, with the profound health consequences, potentially remaining throughout the duration of life.

5.14 In Maybury and Sheerwater, the rate of under-18 conception is in the 4th highest decile of local authority wards nationally, compared with the Woking average, which is in the 2nd lowest decile. The effect of teenage pregnancy is also linked to deprivation with babies born to teenage mothers experiencing worse health outcomes than those born to older mothers. This includes premature death in the first year of life, and accidental harm, and teenage mothers being at a higher risk of poor mental health, being more likely to smoke, less likely to breastfeed and more likely not to be in education, employment or training, and as a consequence, more likely to live in poverty. While the rate of teenage conception is not statistically significant when compared to the average

¹³ Nesa Carey, *The Epigenetics Revolution: How modern biology is rewriting our understanding of genetics, disease and inheritance*, Icon Books, 2011
Helen Pearson, *The Life Project: The extraordinary story of our ordinary lives*, Penguin, 2016

for England, the local differences, albeit based on very low numbers, do underline the need for local action to address the higher rate in Maybury and Sheerwater.¹⁴

5.15 **Marriage and civil partnership:** Same-sex couples who register as civil partners have the same rights as married couples in employment and must be provided with the same benefits available to married couples including flexible working, maternity/paternity pay, and training opportunities. This has implications for the Sheerwater regeneration proposals in that a part of the CPO process, the Housing Needs Survey has collected up to date data which has revealed that out of the total 71 respondents to date, 6 residents have described themselves as living in a civil partnership.

6. Deprivation analyses: cross cutting EqIA themes

6.1 This section examines some of the cross cutting and overlapping inequalities that are relevant to the EqIA and potential impact of the CPO proposals on groups with protected characteristics on some specific domains of experience: income poverty and inequality; educational attainment; inequalities in health; business and employment; housing and households, and the public realm and open spaces.

6.2 **Income, poverty and inequality:** According to the Index of Multiple Deprivation (IMD) 2015, Woking is a relatively affluent borough. The Devonshire Avenue and Dartmouth area of Sheerwater, within the regeneration area, has been identified as being within the 14% most deprived areas nationally and among the most deprived in the country. Moreover, Sheerwater as a whole is ranked as the most deprived in Surrey on the income and employment domain, on the health deprivation and disability domain, and ranks the fourth poorest on the education, skills and training domain. The area is also ranked as the most deprived in Surrey on the sub-domains of income deprivation affecting older people, and among the most deprived wards for income deprivation affecting children. Indeed, deprivation in children is a major issue for the regeneration area and the MOSAIC profile shows a significantly higher proportion of lower income families than is the case for Woking or Surrey, and a higher proportion of lone parent families who, as stated in the section on pregnancy and maternity above, are more likely to be women parenting alone. It is also the case that 24.4% of people in Sheerwater were living in poverty compared with 9.6% for Surrey and 11% for the borough.

6.3 **Educational attainment:** In Sheerwater, 30.1% of residents have no qualifications which is dramatically higher than the proportion for Woking, 15.2%, Surrey, 15.9%, and England, 22.5%. Moreover, only 15.0% of residents in Sheerwater age 16-64 have NVQ level 4+ qualifications and this is significantly lower than the average for the borough 38.4%, Surrey, 36.2%, and England, 27.4%. In terms of educational attainment levels at the Key Stages, these are noticeably lower within Sheerwater compared with Woking, Surrey and England, and is particularly pronounced at Key Stage 4, that is, pupils between 14 and 16, studying for GCSE qualifications. The result is that a significant number of young people going to school in Sheerwater do not remain in education after the age of

¹⁴ Maybury and Sheerwater Health Needs and Assets Assessment Full Report, Surrey Public Health, August 2013

16, 56.2% compared with Woking as a whole 21.6%, Surrey 21.5% and England 14.0%. The number of young people not in education, employment and training is also significantly higher in Sheerwater, 26% than is the case for Surrey, 6%.

6.4 Inequalities in health: The World Health Organisation defines health as a *'state of complete physical, mental and social well-being and not merely the absence of disease or infirmity'*. This definition is predicated on a social model of health. Again, as illustrated in the section above on pregnancy and maternity, it is the case that the conditions in which people are born, live, work, and grow older, combine to shape and influence their health and wellbeing. The milieu in which people go about their daily lives, the ability to access necessary economic resources, access to information and networks of social support all have an impact on health and life outcomes. Moreover, what happens to individuals in terms of health outcomes is not the same as health outcomes for particular groups of people or outcomes for the population as a whole.¹⁵ As an illustration outcomes delineated by gender, disability, by membership of a particular social or ethnic group vary, often dramatically, from the norm and overall population averages. There are also pronounced differences within communities, as well as between communities, and different conceptions of health and the body.¹⁶

6.5 The Sheerwater regeneration area shows a very high incidence of health deprivation across the IMD within the health and disability domain. The average life expectancy at birth in the Maybury and Sheerwater ward is 76.9 years. This is considerably lower than the average for life expectancy at birth for Woking of 82.9 years, and Surrey, 82.6 years. The average life expectancy at birth in Sheerwater is also a dramatic 9 years below the life expectancy at birth in Brookwood ward where it is 85.1 years, the highest life expectancy at birth in Woking. As well as a decreased average life expectancy, Sheerwater ranks poorly on mental health indicators for adults under 60 suffering mood and anxiety disorders. Moreover, the proportion of the Sheerwater resident adult population who are in treatment with the Drugs and Alcohol Services in the Maybury and Sheerwater ward is more than twice the average for Surrey and over one and a half times the average for Woking. When this is delineated further it becomes clear that despite the relatively younger age structure of Sheerwater residents compared with Woking, Surrey and England averages, there is a higher proportion of clients in drugs services in older 45 to 54 age groups. All of the health and wellbeing issues in Sheerwater as an area of significant disadvantage and relative poverty underline the need for a life course approach to tackling health inequalities, articulated by Marmot.¹⁷

6.6 Business and employment: Woking as part of the wider London and the South East mega city region, has a relatively highly specialised industrial sector with strong representation in financial and business services, professional and scientific industries, a growing cluster of environmentally focused businesses, advanced engineering, and a strong cluster of technology-based businesses with numerous IT and software development companies. Furthermore, Woking, which is ranked in the

¹⁵ Michael Marmot and Richard G. Wilkinson (ed) *Social Determinants of Health (Second Edition)* Oxford University Press, 2006
Michael Marmot, *The Health Gap: The Challenge of an Unequal World*, Bloomsbury, 2015

¹⁶ Sophia Skyers, Campbell Kerr, and Pauline Johnson, *Count Me In! Informing the future of personalised medicine from bench to bedside*, September 2017

¹⁷ *Hidden Disadvantages in Surrey: Taking action on poor wellbeing*, Public Health Annual Report, 2012 – 2013
Michael Marmot, *The Health Gap: The Challenge of an Unequal World*, Bloomsbury, 2015

top 20% of UK local authorities for economic vibrancy is a rapidly growing business location, having increased its business base by over a quarter in the last six years, outperforming both Surrey and the South East, and its knowledge economy having grown at a significantly faster rate since 2010 than Surrey and the South East region as a whole. In 2016, the proportion of knowledge-based businesses in Woking was 27% compared to 17% in Surrey and 14% in the region as a whole.¹⁸

6.7 In line with its relatively highly qualified resident population, the borough of Woking has a higher proportion of people employed in the Standard Occupational Group 1-3, that is, 56% compared with the South East, 49.6% and slightly less than the Surrey average of 56.5%.¹⁹ In stark contrast with the economic vibrancy of the borough, unemployment in Sheerwater is the highest within any of the areas that have been designated Priority Places in Surrey, and this is linked to low educational attainment and skills that are not congruent with the demands of national regional and local labour markets. In Sheerwater 20.2% of the population age 16-74 are working age benefit claimants, compared with 6.1% in Surrey. Wage inequality is distinct from income inequality. Income inequality is an aggregate of those at the top of the scale as well as the economic conditions of people who are unemployed or do not work, while wage inequality, measures the gap between the lowest paid and the highest paid workers and in the south east region there is a very wide dispersion between the wages of the more highly paid and lower paid workers. This is in part the result of structural labour market changes that have bifurcated workers into higher paid industrial sectors such as knowledge based workers, and lower paid service jobs, including flexible forms of labour, zero hour contracts, and an increase in low paid part time work. Added to this is the fact that the low wages and the uncertain nature of full time work can no longer guarantee a route out of poverty and social exclusion.²⁰

6.8 The impact of horizontal and vertical occupational segregation also has a pronounced ethnic and gender dimension, as well as a geographical one and this gives rise to disparities in earnings that fragment along equality lines. This is a reflection of the fact that highly paid workers are disproportionately men, and are more likely to be non-disabled men, and a reflection of the fact that women, and black and ethnic minorities, and disabled people, are over-represented as a whole in low paid employment sectors, and are under represented at higher paid levels in other employment sectors such as business, financial, managerial, professional and technical occupations. There are also significant gender, ethnic, and other variations across and within protected groups.²¹ As an illustration of this disparity, the level of employment for the Maybury and Sheerwater ward at the time of the 2011 census was 61.7% compared with 68.8% for the borough as a whole. This ward also has a higher proportion of black and minority ethnic residents, a higher proportion of lone parent households with dependent children, and a higher proportion of residents who are permanently sick and disabled in comparison with the borough as a whole. There is also a higher proportion of economically inactive men in Sheerwater, 8.9% compared with Surrey, 2.1% and England, 4.3%. The proportion of women who are economically inactive is less for women than it is for men but is still

¹⁸ Woking Economic Development Strategy, 2017-2022

¹⁹ Woking Economic Development Strategy 2017 - 2022

²⁰ Richard Florida, *The New Urban Crisis: Gentrification, Housing Bubbles, Growing Inequality and What We Can Do About It*, One World, 2017

Joseph Rowntree Foundation, *Annual Monitoring Poverty and Social Exclusion Report*, 2016

²¹ Race Disparity Audit, Cabinet Office, 2017

significantly high at 6.5%, compared with 2.0% for Surrey, and 3.8% in England. In Sheerwater less people work full time, 70% compared with Woking 74.4%, Surrey 72.7%, and the South East, 71.4%. By contrast, more people in Sheerwater work part time, which tends to be lower paid, 30.1%, which is among the highest in the borough, compared with Woking 25.5%, Surrey, 27.3%, and the South East, 28.6%. Therefore, income inequality is driven by a confluence of factors including being economically inactive, unemployment, under-employment, ethnic, gender, and disability penalties, economic restructuring of labour markets, being employed in low paid sectors, lower educational attainment, the rising incomes of those who are employed in very highly paid sectors, and the declining economic conditions of those employed in low waged flexible service sectors.

6.9 Housing households: The majority of the residents in Sheerwater are local authority tenants, 63%. The Sheerwater Estate was developed in the early 1950s by the London County Council and was then transferred to Woking following abolition of the Greater London Council. As already stated above, the area suffers from historic under investment and lack of planned maintenance, and is dilapidated. A further 20% of the properties are owned by private individuals, the remaining 7% are owned by Registered Social Landlords, 6% are leasehold properties, 3% are commercial premises, and 1% are shared ownership properties. The local authority housing in Sheerwater is in a poor state of repair with some of traditional brick construction and others 1960 and 1970s construction. The impact of poor housing is exacerbated by the multiple manifestations of poverty and inequality on the estate, both visible and hidden. 9.4% of households with dependent children in Sheerwater are lone parents, compared with a significantly lower proportion, 4.6% at borough level, 4.7% for Surrey, and 7.1% for England. Lone parent households are usually headed by women, and poverty as we have seen, is much more likely to be an issue for lone parents. In addition, 20.3% of households are overcrowded in Sheerwater, compared with 6.8% for Surrey and 8.7% for England. For the LGBT community, housing, households and 'invisibility' is a critical issue as research has shown that there is rarely a recognition that sheltered housing schemes, for example, include LGBT people, that there is potential prejudice in neighbourhoods, or that there is a need for specific support for LGBT residents.²²

6.10 The public realm and open spaces: A number of strategies influence WBC's approach to the development and redevelopment of open spaces in Sheerwater and key among these are: the Woking Borough Local Plan, the Local Development Framework Core Strategy, the Woking Community Strategy, and the Woking Cultural Strategy. The Woking Countryside Strategy and Natural Woking, also has direct relevance to the CPO and its allied proposals, particularly in relation to the emphasis placed on the protection and management of open spaces within the borough. There are consistent themes running throughout all of the strategies, which have direct implications for Sheerwater residents, specifically: the importance of safe and attractive places in which to live, work, and relax, and in which to invest time and resources; equality of access to open spaces that can support a variety of impromptu uses as well as organised programmes of activity, and open spaces that are sustainable, and which encourage and enhance the personal health and wellbeing of residents, and foster cohesive communities. At the national level, PPS 1, PPS 3 and PPG 17 incorporate a range of provisions to ensure that housing developments provide or enable good

²² Joanna Jeffery and Richard Seager, Why Sexual orientation is important for social housing providers, Stonewall Housing, August, 2010

access to community and green and open amenity and recreational space, including play space, and built into this, there is a recognition that sports and recreation undergird quality of life, and help to promote social inclusion and community cohesion.

6.11 There is an emerging body of evidence on the inter-relationship between open space and public places and varied patterns of use or indeed avoidance, delineated for example by gender, age, race, disability, sexual orientation, and income.²³ There is also evidence that while residents in deprived areas value the potential benefits of open space, they tend to underuse the spaces in the areas in which they live, precisely because they are often of very poor quality, and because, when combined with poor layout, fears about safety and security are often compounded.²⁴ The Sheerwater CPO regeneration area has a range of open spaces. The existing open land use configuration in the area however, does not work synergistically within the broader context of the public realm and therefore does not provide opportunities for the older population of Sheerwater for example, to meet and experience passive outdoor enjoyment, or to take part in socially connective outdoor activities. The open spaces are not currently located in a way that would enable them to benefit from natural community surveillance where children and young people for example, can participate in outdoor activities in safety. In addition, the previously consented scheme did not have sufficient open space provision for less-managed open space activities and the revised scheme addresses this issue with the provision of connected open spaces that support multifunction and multigenerational use, and safe walking and cycling spaces that give people precedence over cars.

7. Consultation and engagement leading to the CPO

7.1 **The process of engagement:** The process of engagement is critical as local and national policies and legislation in respect of urban development and redevelopment have engagement at the axis. It is therefore fundamental to this EqlA that the process of engagement is examined as well as the various approaches to involvement, and that an assessment is made of the extent to which they have given voice to residential communities, communities of interest, and various other stakeholders within Sheerwater. It is also important that some assessment is made of areas where there are perceived gaps in both the process and modes of involvement so that they can be addressed to inform the regeneration proposals going forward, and in respect of the CPO.

7.2 **The planning application and development of the Master Plan:** The pre-planning application process and the development of the previously consented scheme was underpinned by consultation and engagement overseen by the Sheerwater Regeneration Team. This element of the consultation which was structured around an expansive and intensive suite of consultative and collaborative and engagement approaches, was developed and implemented over a period of 24 months to develop the Masterplan, and was delivered through New Vision Homes, WBC's housing management partner. The process of engaging the community, alongside existing quantitative and qualitative data about Sheerwater, its shifting demographics, and its myriad housing and socio-

²³ Community green: using local spaces to tackle inequality and improve health, CABE, 2010

Hate crime against LGBT people in Britain increased by 78 per cent since 2013, Stonewall, September, 2017

Yasminah Beebeejaun, Gender, urban space and the right to everyday life, *Journal of Urban Affairs*, 23 December, 2016: 323-334

Takemi Sugiyama, Catherine Ward Thompson and Susana Alves, Associations Between Neighbourhood Open Space Attributes and Quality of Life for Older People in Britain, *Sage Journals*, 41 (1) 2009: 3-21

²⁴ Community green, using local spaces to tackled inequality and improve health, CABE, 2010

economic challenges, helped to inform the proposals in the previously consented scheme. This included a mix of tenures and unit sizes, as well as the broader social, recreational and environmental plans. As stated above, as a result of further feedback arising from the consultation and representation to the Council, Thamesway Developments Ltd was invited to bring forward enhanced proposals to the consented development, which were then presented at a planning public consultation on 18 January 2018 at Parkview Community Centre, attended by just over 300 people, subsequently presented to Council on 8 February.

7.3 The expansive and extensive process of consultation, as part of the consented scheme, has been centred on various forms of appreciative inquiry as well as traditional survey approaches. These have included but have not been limited to: a launch event in June 2013 which was attended by 547 people, 56% of whom lived within the proposed development area, 34% within the wider regeneration area, and 4% in neighbouring areas. There have also been a number of public meetings, focus groups, one to one meetings with potentially affected residents and neighbouring communities, a number of design workshops and exhibitions, drop-in events at local community venues, mosques, churches and other places of worship, and a series of community visioning workshops across the regeneration area. There have also been regular updates in the local press, and a regular newsletter continues to be distributed to over 1,000 households. There has also been and continues to be on going and direct mail correspondence with the residents potentially directly impacted by the regeneration proposals. In addition to this, a dedicated telephone line, email address, and consultation website, has been established, and information has also been housed in Regen Central in a vacant shop unit, where residents passing by can drop in. The approach to engagement has been augmented by door-knocking, and by the facilitation of multiple events and updates in community venues, the local youth club, and local schools in an effort to ensure that information about the regeneration proposals as they change and develop is widely dispersed, effectively transmitted, received, and understood. As an illustration, there have been several events and presentations made to the residents at Woodlands House to ensure that those who have not been able to be present at specific ones, are included at a later stage. There have also been less formal methods including a visit to an area addressing similar changes, and opportunities for brief impromptu encounters employed as part of the process of widening participation. These have included, for example, a visit made by supported housing residents to Oak Tree Sheltered Accommodation in Reading, and a tour of the facilities, and a serviced stall in the local ADSA where residents have been able to get information at their convenience. The Sheerwater Regeneration Team also attended the MASCOT (Maybury and Sheerwater Community Trust) hub launch, a community initiative organised by church groups, with the aim of identifying and addressing the underlying causes of deprivation and social exclusion in the ward. MASCOT is located in the Dartmouth area of Sheerwater in a vacant retail unit and attendance at the launch enabled the project team to meet and engage with local service providers and community groups, to discuss the proposals.

7.4 There has also been outreach via more high profile existing community initiatives and this has included the Sheerwater Festival, an annual community fun day. At the Sheerwater Festival, the Sheerwater Regeneration team hosted a stall that provided information, and set up a number of competitions, with the objective of communicating details about the regeneration of Sheerwater in ways that have also actively engaged younger people. In place of a more traditional Residents'

Steering Group which was seen as having limited opportunities for wider participation, a Community Consultation Forum (CCF) has been established with the specific aim of ensuring that the large number of residents who expressed an interest in playing an active role in developing the proposals for the original Masterplan, alongside the regeneration team, would have the opportunity to do so. The CCF is a self-selected forum comprised of social and private sector tenants, home owners, and other statutory and voluntary agencies from inside and outside the redline area.²⁵

7.5 Statutory consultation with secure tenants and housing needs assessment: As illustrated, there have been various forms of consultation that have taken place in Sheerwater in respect of the original Masterplan and its development. In accordance with its obligation under Section 105 of the Housing Act, 1985, WBC undertook a consultation with secure tenants on WBC's proposal to change the proposed developer from New Vision Homes, and invite Thamesway Developments Ltd to submit the proposals for undertaking the regeneration of Sheerwater, and as part of this, consultation on the proposal for the affordable housing to be operated by Thamesway Housing Ltd. There has also been engagement undertaken in respect of the terms of the proposed new tenancy conditions to be offered by Thamesway Housing Limited, , whereby Halo was commissioned to undertake a consultation with secure tenants, specifically in connection with the Housing Act, and the statutory responsibility to consult them specifically. The consultation that started at the beginning of December was carried out through a postal questionnaire sent to all of the secure tenants potentially affected by the changes. Halo is now following this up door-to-door, with consultation packs to engage those tenants who have not responded to the questionnaire or who are not able to respond. Prior to finalising the consultation questionnaire, Halo did undertake a 'sense' check of the draft questions, exploring terminology, language, interpretations and meanings, and the implications of the questions in relation to the proposed housing management changes. The 'sense' check was with a sample group of 30 tenants, selected at random by WBC. The sample included tenants with a range of general needs, as well as tenants with mental health issues, substance abuse issues, and elderly and supported tenants. The purpose of this was to enable the team at Halo to discuss the potential changes with the group, and to identify whether the questions were clear, and whether there were any gaps that needed to be filled.

7.6 As well as the statutory consultation, WBC's Housing Needs Assessment Team has collected data on the specific needs of all secure tenants who will be impacted by the CPO, coupled with information on the characteristics of all members of households. This is informing mitigation measures in respect of social housing tenants with a focus also on groups with protected characteristics and the team designed an equality monitoring form specifically to inform the housing needs assessment process.. The Housing Needs Survey data that has been collected for 133 respondents to date through a series of home visits, is developing a detailed and vivid picture of the support needs, vulnerabilities, language translation and interpretation requirements, disabilities, and other relevant information to ensure that tenants are properly aided when moving during Phase One of the regeneration, and that they are housed appropriately. To date, the Housing Needs Assessment team has established that a number of tenants will require an interpreter, and that 16% of those surveyed so far have some form of disability, impairment, and/or mental health need. It is

²⁵ Sheerwater Regeneration Statement of Community Engagement: Prepared in support of the Hybrid Planning Application for the Sheerwater Regeneration Project, 2015, contains full details of the suite of engagement activities that informed the Masterplan

the case that 29% of respondents did not respond to the disability question and given the extent of under reporting of a disability, this may be significant. In addition, to date, the team has identified and supported the move of two older people with significant health issues who were housed inappropriately with no access to lifts and as a result, had suffered social isolation for years, as they were under the radar of statutory and voluntary agencies. The work of the Housing Needs Assessment has therefore afforded and will continue to afford residents with high support needs, and older residents who are currently unsupported, a process by which their needs can be identified and addressed. A snapshot of some of the results from the Housing Needs Survey to date are summarised in the table below:

Disability	Numbers	%
Non-disabled	75	56
Visual Impairment	1	1
Physical disabilities	7	5
Cognitive or learning disabilities	2	2
Mental health condition	5	4
Other long-term condition	5	4
Non-responses	38	28
Grand Total	133	100

7.7 What more needs to be done: The revised plans, and the revised timeline for implementation of the proposed CPO offer WBC an important opportunity to further engage with residents. The consultation to date, while being expansive and intensive does need to engage with the small businesses in the area, in particular, those in the shopping parade. Indeed, most of the businesses are small, local black and minority ethnic businesses, that tend to be family run, and the impact of the CPO and what it means for the viability of those businesses needs to be carefully considered, as well as the impact on home businesses, two of which have been identified as a result of the consultation undertaken to date. There are also a number of smaller community groups that use the Parkview Community Centre with whom it will be necessary to do more detailed engagement work as part of the CPO process in terms of assessing the potential impact of the CPO on them and the services they provide for protected groups. In December 2017, the regeneration team began the first in an on-going series of newsletters entitled Sheerwater Regeneration Update. The newsletter provides information on what is happening at each stage of the development, the activities that are being undertaken alongside the development and with the wider community in Sheerwater, introduces members of the team, and gives contact numbers for homeowners and residents with queries.

7.8 While Sheerwater is an established community, there have been significant changes in terms of demographic diversification over the last 20 years in particular. The consultation to date has been very much reliant on paper based and visual approaches, through established organisations. Moreover, this approach has not fully engaged those who have varying language requirements, including those who cannot read English or read their parent tongue. In addition, the consultation has not engaged those for whom the reading of A0 display boards, iPad or web based technology, local media, website, posters, direct mail shots, letters, or other paper-based and visual modes of engagement may be problematic due for example to sight impairment, language proficiency due to low levels of educational attainment, learning disabilities, and those who lack the knowledge, resources and agency to make their voices heard, or who are unable to engage effectively due to

poor concentration, anxiety, self-doubt, low self-esteem, lifestyle issues which make active participation particularly challenging and daunting, as well as those who hold the view that there is little point in participating as they do not believe their views, insight and experience will be recognised and valued. The consultation going forward as part of the revised scheme can do more to fully consider the varied access needs of residents, building in a more explicit consideration of equality impacts. As an illustration, ensuring that adjustments are made where required through loop systems, signers, and ensuring that information is made available in large print, and audio formats. This is one of the central challenges in terms of giving voice to those who are unable to access some of the more obvious tools of self-expression. As the revised scheme will necessarily mean that there will be further rounds of public consultation, there is a space for the Council to take on board some of the challenging issues raised in relation to wider engagement. This is important in that while the consultation on the new Masterplan engaged just over 300 residents, the extent to which the process engaged the harder to hear, due to the type of engagement activities employed, that is the Council's website, local media, poster and direct mail can be questioned. In addition, the feedback forms were only accessible only to those who are functionally literate, or able to access the forms from the Council's website. This leaves a large number of groups who may not have been included.

7.9 There are lessons to be learned from participation in other compensatory programmes in terms of the process of engagement, and communicating the wider objectives of the regeneration. This has implications for community cohesion, and is important in guarding against potential polarisation, resentment, or the opening up of a chasm of different constituencies as the scheme is implemented.²⁶ In other words, it is important to ensure that any perceived social and economic inequities among various groups are not exacerbated through lack of engagement, disenchantment, and feelings of being disconnected from the proposed changes to the area, among particular groups. The members of the Citizens Panel for example are more likely to engage, but not everyone is affiliated with a structure or has an affinity to an organisation. Furthermore, more inter-generational engagement work could be undertaken not only within groups but also across the diversity spectrum, outside of formal consultation approaches.

7.10 The process of engagement with residents with complex needs was not actively considered at the outset, but has been taken on board through the on-going work of the Housing Needs Assessment Team, which has the specialist skills to engage people with varied needs. The team is also multilingual and has therefore been able to explain the objectives of the regeneration to residents of different nationalities, and the various options as they have developed. What is coming through via the needs assessment is confirmation that tenants did not previously feel that communication was effective, although it is now seen to be getting better. The face-to-face visits of the Housing Needs Assessment Team who have had a physical presence in Sheerwater since September 2017 has offered a wider group of secure tenants the opportunity to learn considerably more, to be updated, to articulate their views, and to express their concerns and their desires. Indeed communication via the team is seen as very good and the team is regarded locally as doing

²⁶ Jude Cummins, Sophia Skyers, Riette Oosthuizen and Janet Poorman, *Building Community Cohesion in Area Based Initiatives: A guide for residents and practitioners*, Home Office, October 2004

its utmost to engage residents. The team also makes full use of the MASCOT Hub, where interpreters can be accessed, and they also work with the health centre and other agencies to communicate their local presence and availability.

8. The EqIA of the CPO effects and mitigation

8.1 The proposals in the revised scheme, as already stated, address some of the issues identified in the 2016 scheme, and mitigate some of the unintended adverse impacts that were also identified. The proposals specifically, increase the number of affordable housing units, including provision for one-bedroom properties, increase the number of larger units, and revise the proposals for open space to identify additional opportunities for residents to engage in more informal play and activities, thus reducing the emphasis on managed space which the consented scheme was oriented more towards. The EqIA therefore considers the impact of the revised proposals, along the lines of a number of themes that have been identified as potentially impacting the local community and within that, groups with protected characteristics. While the themes have been separated out analytically, in practice, there are many areas of overlap and this has been reflected. The themes are as follows:

- Housing development and redevelopment
- Community recreational and leisure facilities
- Employment and training
- Local businesses
- Public realm, open space, and safety and security
- Travel, transport, and connectivity
- Community cohesion

a. Housing development and redevelopment

8.2. **Housing and housing stimulus:** The need for decent housing in a safe and secure environment is one that transcends all of humanity. The baseline analysis set out above has provided evidence of the degree and extent of deprivation in Sheerwater, and its complexity, manifest in the innumerable socio-economic challenges faced by residents, the poor and deteriorating condition of housing, and the generally depressed and derelict appearance of the public realm. The CPO proposals have the potential for positive impact in that they provide the necessary stimulus to address the physical condition of housing in Sheerwater, including specialist provision that is no longer fit for purpose. This will make a significant contribution to enhancing the general appearance of the area, resulting in a more attractive place in which to live, and in which to invest time and resources. The potential for positive impact is further enhanced as the regeneration proposals and their development have been informed by active learning from the myriad lessons drawn from 1960s and 1970s urban policy, particularly in relation to large monolithic multi-story system-built estates which did not, at the time, recognise or indeed understand the centrality of resident engagement, and the pivotal importance of attending to broader social, economic and

environmental concerns to anchor future sustainability. As the CPO sits within a holistic approach to the physical renewal and revitalisation of Sheerwater, it will therefore have a potentially positive impact. The learning from approaches to urban redevelopment in previous decades has been embedded in the plans for the Sheerwater scheme, and its implementation, in recognising that poverty and inequality cannot be tackled solely through housing provision, and that housing provision must be in sympathy with the surrounding area and open space provision. As, stated elsewhere in this EqIA however, on-going consultation does need to actively engage and amplify the voices of those who are traditionally 'harder to hear' as the development of scheme proceeds. Indeed, WBC recognises that this was formerly a weakness in the programme of engagement, allied to a general view that as a diverse constituency, residents were not always engaged in the most effective of ways. WBC has been and is currently proactively taking steps to address this and the on-going consultation arising from the new proposals will address this.

8.3 Tenure balance and increased housing density: The CPO involves the demolition of 576 residential dwellings of which 449 are affordable dwellings and 127 existing private dwellings. The proposals for high-density build, within a consensual approach to regeneration, is seen as offering one solution to increased housing demand and acute land shortage, particularly in the South East.²⁷ The housing proposals will therefore have a potentially positive impact, in delivering a significant net increase in mixed tenure accommodation. The area will benefit from the construction of approximately 1,117 high quality energy efficient new homes, of which, circa 520 will be affordable homes representing an approximate net gain of +58 homes in comparison with the consented scheme where the net gain was +13. There will also be 129 homes specifically designated for supported living accommodation. WBC's Strategic Housing Market Assessment, conducted in 2009 and updated in 2015, examined current and future need for varied types of housing and size of accommodation in the borough as a whole, including family sized homes, open market accommodation, affordable housing, and specific supported housing needs. The affordable housing component in the Sheerwater CPO is a response to an increased need for housing, particularly in lower income socio-economic groups among which, groups with protected characteristics tend to have significantly higher representation.²⁸

8.4 There are currently 18 formally designated sheltered housing units owned by WBC and the proposals accommodate residents in Woodlands House and provide more sheltered housing units represents a significant increase in addressing the existing needs of older Sheerwater residents and other residents with varied support needs, as well as the future care support needs of Sheerwater residents, not currently in sheltered housing. The residents in Woodlands House were not supportive of the proposed location for supported housing and provision has therefore been made for 66 supported units to be constructed along Devonshire Avenue, a central and core part of the development. In addition to this, the revised scheme has retained 63 older supported units in the original location thus increasing the amount of supported accommodation from the original 62 in the previous proposal to 129 as already stated. The increased affordable housing provision will

²⁷ Planning Policy Statement 3 PPS3

Neighbourhoods: making higher densities work, CABE, 2005

²⁸ Sheerwater Regeneration draft planning application, June 2015

therefore have a potentially positive impact given the older population is increasing, and therefore current and potential future support needs can be met.

8.5 The most significant change between the originally consented scheme and the revised scheme is in the addition of a podium approach to medium rise units, which also includes supported housing with communal facilities in a re-provision of the current Woodlands offer. The proposals will have the effect of meeting increased parking needs in a way that is not at all obtrusive, within a green and integrated environment and this therefore has a potentially positive impact. In addition to this, the new housing proposals respond to specific requests to the Council for bespoke shared three-bedroom properties to address the challenge of the current benefit system which limits benefit payments to young claimants to shared housing. The proposals therefore have a potentially positive impact given the younger age profile of the community and the high number of benefit claimants by addressing this need and enabling semi-independent living.

8.6 The tenure balance in Sheerwater is currently 22% market housing and 78% affordable housing. The proposed tenure mix as detailed in the original CPO proposals was evenly balanced in a 53% open market led and 47% affordable housing split and these proportions have been maintained in the revised scheme, albeit within an overall increase in the number of properties and a net increase of 58 affordable units within the regeneration area. The overall increase in housing density potentially makes for a more efficient and effective approach to land use than is the case for the existing development, and the increased capacity of high quality affordable and market housing, coupled with higher space and amenity standards, will have a potentially positive impact on the lives of local residents, addressing overcrowding for example, which is an issue in Sheerwater, through more suitable accommodation for individuals, couples, children, and families. The density of the development could potentially help to promote pedestrian scale mixing in a more tenure diverse neighbourhood with housing that is available and affordable to more people, and people from varied income groups than is currently the case. This presupposes that the homes and larger homes for sale in the area for example are purchased as homes to be lived in within a genuinely mixed community, and not as empty vehicles for investment, or a share in a geographical space, that is unoccupied for significant periods. In addition, 4% of the residential units will be fully adapted for wheelchair use including a lift in the low-rise residential units along with an increase in floor space. It is however shared experiences and shared interests that foster a coming together, not bricks and mortar as it is often pointed out that public housing and private housing sit side by side in many parts of London for example but this does not mean that people in public and private housing have significant social contact.²⁹

8.7 The original proposals previously resulted in a significant reduction of one-bedroom properties and studio flats in Sheerwater. A reduction of this type of property on the scale proposed did represent a potentially negative impact as it effectively meant insufficient local provision to meet the needs of residents currently housed in studio and one bedroom accommodation. This group is vulnerable with medium to high mental health and other support needs, including issues relating to substance misuse. The process of implementing the CPO is focused on ensuring that this highly

²⁹ David Goohart, *The Road to Somewhere: The populist revolt and the future of politics*, Hurst and Company, 2017

vulnerable group of residents has access to support, through the work of the Housing Needs Assessment Team. The team as already stated, has a highly visible presence being located in Sheerwater, and as part of the process of relocation, has considered the accommodation requirements of vulnerable tenants, buttressed by an assessment of the level of individual support needed. The CPO proposals are an informed response to identified local housing need in Sheerwater, and at the same time, are set within the broader and interrelated context of housing need and provision across the borough as a whole. The provision of 217 one-bedroom accommodation as part of the revised scheme does mean that residents currently living in the studio flats, and one bedroom properties will potentially be able to remain in Sheerwater, in a community with which they are familiar, in order to be housed appropriately whereas this would not have been possible under the originally consented scheme. The housing proposals by responding to a clear and identified need therefore mitigate any potentially negative impact and enhance the positive impacts of the regeneration scheme. The effect of delaying the CPO will be positive in allowing more engagement with tenants and residents and the impact of this is therefore potentially positive.

8.8 Demolition and re-provision: The redevelopment of any area is not just about bricks and mortar. Moreover, development with residents in situ poses a complex set of challenges given that: it is a destabilising process for residents for whom rootedness, familiarity, and continuity is a priority, and who will have deep attachments to their homes. This will be coupled with fears and insecurities about change and loss, and potential disruption to daily life and daily routines, and fears about the rupturing of social and practical support networks that older people and parents with young children for example are particularly reliant on, with grandparents playing an increasing role in childcare. According to the Understanding Society surveys, while geographical mobility is more common, 42% of people live within five miles of where they lived when they were fourteen and 60% live within twenty miles.³⁰ The provision of social and recreational facilities in Sheerwater has been designed to lead the development of housing rather than follow it, to provide residents with a tangible and encouraging expression of progress as the CPO proposals are implemented. This approach will have a potentially positive impact in that while there will inevitably be some disruption in implementing a scheme of this magnitude, by allowing the social and recreational provision to take precedence over decanting and housing construction, disruption to residents' day-to-day lives will be kept to the minimum possible. An important mitigation and potentially positive impact of the proposals in the revised scheme is the reconfiguration of school and leisure parking to improve vehicle and pedestrian safety and security in the car park, and the reconfiguring of front gardens and the bus route. As well as responding to issues of safety, the need for demolition of four properties along Devonshire Avenue in the originally consented scheme has been removed and residents in those properties will therefore be able to remain and this has therefore mitigated a potentially negative impact of the proposals for this group.

8.9 The approach to mitigation of potentially negative impacts is a deliberative response to possible psychological distress, particularly in the case of residents who are older and who may be

³⁰ Ludi Simpson and Nissa Finey, Spatial patterns of internal migration: evidence for ethnic groups in Britain, *Population Space and Place*, Volume 15, Issue 1. January/February 2009: 37-56
David Goodheart, *The Road to Somewhere: The New Tribes Shaping British Politics*, Penguin 2017

less mobile, as well as disabled residents, vulnerable residents with mental health issues, others with medium and high support needs, those with less organised or chaotic lifestyles, and parents and lone parents with young children. As well as anticipating and mitigating the potential for disruption by allowing re-provision to proceed in advance of demolition, the phasing of the development in the way proposed will have a potentially positive impact in which the provision of replacement housing will be a crucial ingredient in the smooth relocation and resettlement of residents. The phased approach will maximise the opportunity for residents within the CPO area to purchase a new dwelling or move into a newly constructed property in Sheerwater if that is their wish, before the properties they are currently living in are demolished. The proposals also allow tenants the option of moving early and out of Sheerwater if they wish, and some residents have already taken this route. WBC began early resettlement planning through: on-going resident consultation, the on-going detailed housing needs assessment and gathering of equality monitoring data, and through the current statutory housing consultation. This will provide a positive foundation for the identification and triangulation of evidence relating to various needs among residents, and informing specific interventions for the CPO area overall, and on an individual case-by-case basis. To date the team has engaged with 191 (62%) of Secure Tenants, of which 144 (75%) said they were willing to leave early and surrender the right to return. The team are continuing to see the remaining Secure Tenants who have not yet responded to contacts and as stated above, are seeking to establish their respective needs through the Housing Needs Survey, which is being completed. The number of tenants willing to waive their right to return is higher than expected and the challenge will therefore be to maintain their goodwill as the ability to relocate tenants quickly is limited due to availability of appropriate housing. To date 13 tenants have relocated. There are now 100 properties in Sheerwater with temporary tenants in place who will need assistance with housing when the area is redeveloped and they are easier to relocate than Secure Tenants. There are 42 properties in the CPO area owned by Registered Social providers. The original proposal was for a re-provision of these homes and discussions are in hand with the providers but no arrangements are in place at the current time, and the Council is not involved in the tenancy relationships with the providers.

8.10 Diverse households: The households in Sheerwater reflect the diversity of the community and its changing demographics. Therefore, delivering affordable well-designed homes that allow for future demographic change is key to meeting diverse needs as well as being a centrepiece for reducing existing health inequalities. The CPO housing proposals will thus have a potentially positive impact given that the housing design allows for meeting the needs of existing residents, whilst also being cognisant of future demographic changes and changing requirements. The CPO proposals will enable vulnerable people in studio flats and one-bedroom properties to continue to reside in Sheerwater and this is potentially positive impact. There are other households that are potentially adversely impacted by the CPO proposals and this includes households with school age children who go to school locally, and who could face disruption if suitable alternative accommodation cannot be provided to enable children to continue attending their current school. The phased approach to demolition and removal where an appropriate proportion of new build housing will be available, as far as possible, to support a single relocation process, should mitigate this potentially negative impact as it maximises the number of residents who wish to stay being able to do so.³¹ Indeed, a consideration in the development and proposed implementation of the CPO proposals has been

³¹ New Vision Homes: Sheerwater Regeneration, Woking Affordable Housing Statement, 2015

ensuring that this is the case. The existing childcare arrangements for some residents, given the younger age structure of the population may be adversely affected in the case of working parents, where the carer decides to relocate, or is relocated temporarily to another part of the borough, or where residents are providing childcare services from home in Sheerwater. The assessment process has identified a resident childcare business, as well as other residents whose employment is home-based and the potentially negative impact of relocation in this respect is being taken account of and responses are being formulated to mitigate this.

8.11 The older residents in the CPO area, residents with mental health issues, those with support needs, and those requiring forms of language support will be vulnerable to disruption, and will require practical assistance to vacate their existing homes and move to new properties. To pre-empt the potentially negative impact of this, the detailed housing needs assessment, as explained, has examined the requirements of all members of households in depth, and on the basis of face-to-face visits. The team is also multi-lingual and has been able to access to translators and interpreters as and when required. All of the properties in the area have been visited by housing officers and a detailed assessment of the household requirements has being conducted from a housing resettlement and from an equality perspective. The information is being used to inform general as well as customised approaches to relocation to ensure that all tenants receive the support needed. Those residents with long and established family and community links in the area, and this includes older people and black and minority ethnic residents, may be particularly vulnerable to disruption, and to losing important community connections. Indeed, these are concerns that have been vocalised and this is a potentially negative impact that is mitigated by the offer to the majority of residents of remaining in Sheerwater.

8.12 Many older LGBT people have experienced a lifetime of discrimination, fear and isolation, and this may have impacted their expectations for housing support and care as they age. The older LGBT residents may remember a time when they were ‘illegal’ and they may have suffered consequences in terms of loss of employment, family, and being subject to hostility and vulnerability to physical attacks. The anxiety of having to move which affects all residents may be intensified in the case of LGBT residents by anxieties about facing further discrimination resulting from having to move to a new community, coupled with fears about how their sexual identity will be received by new neighbours, by managers and workers in support agencies, and in the case of sheltered schemes, by staff and other residents.³² Indeed, Stonewall has provided national evidence that in the case of LGBT people across all age groups, nationalities, and genders who approach the organisation for housing advice, two out of three state that their housing problem is directly related to their sexual orientation or to their gender identity. Moreover, a national Stonewall study entitled *Gay in Britain* found that there is a real fear about what a future care home could hold with almost 31% of LGB people and 35% of those age over 50 saying that they would expect to be treated worse than heterosexual people by staff if they were resident. These negative experiences also extend to housing with one in five, that is 18% of LGB people saying that they expect to be treated worse than heterosexual people when applying for social housing and this rises to one in four, that is 25% of gay people aged over 65.³³ The provision of housing in Sheerwater, and the process of relocation could

³² The International Longevity Centre – UK, *Housing Issues Affecting Older Gay, Lesbian and Bisexual People in the UK: A Policy Brief*, 2008

³³ *Gay in Britain: Lesbian, Gay and Bisexual People’s Experiences and Expectations of Discrimination*, Stonewall, 2013

therefore have a potentially negative impact for LGBT people if their needs are not explicitly recognised, but which need to be dealt with sensitively and taken into account in the provision of local housing support services, in allocation, and sheltered scheme provision.

8.13 Rents and tenancy changes: The proposals will deliver an increase in affordable homes which will have rental levels set. In order to secure affordable rents, a profit cap will be applied to Thamesway Developments Limited so that it can make a profit of 2.5% of the total construction costs, likely to be some £300 million. A target profit of £7.5 million will therefore be retained by WBC and will be secured by requiring Thamesway Development Limited to pay a Grant to Thamesway Housing Limited to enable the rent levels for the new affordable homes to be kept within reasonable bounds. This approach is predicated on the view that regeneration has its own in-built contradictions in terms of increasing the competition for limited urban space, with competition rendering urban space more expensive, and which in turn gives rise to higher and higher prices. This is particularly the case in the South East, which is becoming more and more out of the reach of people on low incomes, and increasingly middle-income people.

8.14 The profit package has been put in place to mitigate the potentially negative impact of unconstrained market rents on low-income groups, among which, groups with protected characteristics are disproportionately represented. This will therefore have a potentially positive impact. At the same time, social housing in Sheerwater, when it is demolished, will move from being wholly owned by the Council, to being wholly owned by Thamesway Housing Limited or a newly established subsidiary. The re-provided housing will then have the semantic distinction of being designated 'affordable' housing rather than 'social' housing. Whereas social housing is tagged to average income and remains relatively stable, affordable rent is tagged to 80% of market forces and rent levels can and do change dramatically. The potentially negative impact of this and the implications for residents has been taken into account and rents in Sheerwater will be set at social rent levels, will not exceed Local Allowance Levels, and will be in line with a S106 planning agreement. There is a similar model in operation in Kingsmoor Park, where the rents have been stipulated within the S106 agreement, mirroring Local Allowance Levels and where increases are linked to inflation, not to market levels. The Chartered Institute of Housing has stated that social rents represent the only affordable option for residents and therefore, the potentially negative impact for vulnerable tenants and those on lower incomes is mitigated by the approach taken by WBC in relation to rent control. The major changes and reduced terms in tenancy agreements from secure tenancies as is the case with Council tenancies, to assured shorthold tenancies that would be granted by Thamesway does however represent a potentially negative impact, added to which is the question of what will happen to the setting of rent levels in perpetuity, and the future levels at which they will be set. This is a concern for secure local authority housing tenants who are more likely to be from groups with protected characteristics and it is therefore a potentially negative impact. The Council is however the ultimate shareholder of Thamesway and therefore will input into the terms and conditions.

8.15 Assistance and Compensation: The Council has made commitments to assist affected residents wishing to relocate to other areas, or who need to relocate outside Sheerwater, as well as residents seeking to relocate within the new Sheerwater development. The core premise

underpinning this is that anyone displaced by the CPO should not be financially worse off than before. WBC's Sheerwater Community Charter, a non-statutory document sets out in detail, a range of assistance packages which include but are not limited to: removal, packing and unpacking services, access to independent advice, priority housing status, and ensuring necessary adaptations are in place.³⁴ The Council has also set out a compensation regime for home loss and disturbance payments for freeholders leaseholders, homes in shared ownership, and secure social housing tenants. In the case of social housing tenants, as well as the services set out above, secure tenants will receive a disturbance payment at a level set by the government of £6,100 on a flat rate, and a disturbance payment based on the number of existing bedrooms from £1,850 for a studio, up to £4,400 for a five bedroom house. Those in shared ownership will receive the market value of their equity stake, plus an additional 10% of the market value of that stake, and may also be entitled to disturbance payments for related costs incurred. In the case of freeholders and lease holders, WBC will provide the £1,600 home loss payment, and compensate for losses in connection with the transfer of a mortgage and the market value of the property plus an additional 17.5%, as well as the right of first refusal to buy a new property constructed as part of the development. In the case of non-resident freeholders, the allocation will also be the market value plus 17.5% where ownership pre-dated 3 December 2015.³⁵ To date, of the 123 privately owned properties in the CPO area required for demolition, the Council has completed the purchase of 21 who have taken compensation and have relocated, and a further 38 have accepted the terms offered. There are still 64 properties that the Council needs to reach agreement with. In summary, 84 owners, that is, 68% have engaged and 39 owners, that is 33% have not engaged. The delay in the consideration of the new CPO arising from changes to the proposals will have a potentially positive impact in allowing more time for engagement with residents with a view to reaching an agreement on the voluntary sale of their homes, under the terms of the Community Charter. This may therefore mitigate the necessity of invoking the CPO, as a position of last resort.

8.16 The proposals for compensation will have a potentially positive impact in that social housing tenants, as already explained, are more likely to be on lower incomes, and from groups with protected characteristics. In the case of homeowners, it is the case that properties in the regeneration area are cheaper relative to the rest of Woking and are more likely to be owned by those on lower incomes including older residents, and black and minority ethnic residents, who might find it more difficult to purchase homes in the new development and on the open market in other parts of the borough given the high cost of housing in the South East. The compensation package that is being offered by WBC seeks to mitigate the effects of this in being above the statutory level set out in the Code of Compensation. There still remains a potentially negative impact for residents, particularly older residents and/or those on lower incomes who are disproportionately represented among groups with protected characteristics in terms of the ability to obtain a mortgage. WBC has addressed this by recourse to provisions in the Housing Act, 1985, which empowers local authorities to advance funds for the purpose of acquiring a house other than through Right to Buy. With the exception of the interest rate, local authorities can set the terms of the mortgage and WBC has thus undertaken to do this, alongside building flexibility into payment

³⁴ Woking Borough Council Community Charter: January 2016

³⁵ The figure for non-resident homeowners was revised so that it is in line with resident homeowners at 17.5%. This decision was made by WBC's Sheerwater Regeneration Oversight Panel, 23 November 2016 and therefore was not reflected in the 2016 Community Charter which predates that meeting, and where the offer at that time was market value plus an additional 12.5%

periods on a needs basis. This approach seeks to mitigate potential negative impacts and enhance positive impacts. To date, three households have gone down the assisted purchase route and there are a number of other requests that have been made. In the case of vulnerable residents with issues relating to alcohol and substance misuse, as well as those with mental health issues, there is the potential for harm and increased vulnerability where it is known that large financial compensation payments are being made to individuals. Moreover, there is the potential for negative impact among this group in relation to effective financial management of large sums of money. There are therefore safeguarding issues as well as money advice and money management issues that need to be carefully examined. The Housing Needs Assessment Team is seen as filling an invaluable advocacy role for vulnerable tenants but the role of the team is not an advocacy one. The importance of meeting the need for advocacy and support of vulnerable tenants as the CPO is implemented therefore cannot be overstated.

8.17 In the case of resident homeowners who are unable to purchase a property with a mortgage due to affordability, there is a potentially negative impact. In these circumstances, WBC has agreed to put in place an assisted purchase scheme where the Council will take an equity stake, capped at 33% of the market value, or £100,000, whichever is the smaller. This mitigates the potentially negative impact in allowing a wider pool of residents to benefit and at the present time, two residents have taken up this offer. A potentially negative impact however for mortgagees as well as shared equity stakeholders is in cases where residents may have owned their own homes outright and having cleared the debt, do not wish to take on a mortgage again. In the case of private tenants, they are one of the most vulnerable and insecurely housed groups and comprise a significant proportion of children, young people, black and ethnic minorities, and low-income households. Research carried out by the Fabian Society, endorsed by Shelter, and the Chartered Institute of Housing showed that families in private rented accommodation struggle to get by after paying rent.³⁶ Moreover, the Joseph Rowntree Foundation identified the private rented sector as a significant cause of in work poverty.³⁷ The CPO proposals therefore have a potentially negative impact for private rented tenants in adding to an existing insecurity. While WBC has no commitment to house private tenants, to ameliorate some of the potentially negative impacts, WBC is providing support in signposting to advice on accommodation. While the nature of shorthold tenancies involves risk and high turnover, it is important that the Council continues to provide support to this vulnerable group, also taking specific actions to ensure that those with protected characteristics receive accessible support to find suitable accommodation as it will have a beneficial impact on the wider community, whilst also enhancing positive impacts for this group in the process.

b. Community, recreational and leisure facilities

8.18 **Multi-use environment:** The ethos underpinning the regeneration of Sheerwater is that the re-provision of the recreational and leisure facilities should head the redevelopment as part of an organic approach to implementation of the CPO proposals and the regeneration of the area. As with the provision of open space, the provision of leisure and sports facilities play a vital role in communities bringing benefits that help to improve health well being, and at the same time,

³⁶ Chartered Institute of Housing, Mind the Gap: The growing shortfall between private rents and help with housing costs, May 2016
Fabian Society, For us All, Redesigning social security for the 2020s

³⁷ Joseph Rowntree Foundation, UK Poverty 2017: A comprehensive analysis of poverty trends and figures

empower and connect people and communities across age ranges, skill levels and abilities, and provide diversionary activities for at risk young people. The nature of the recreation and leisure offer in Sheerwater will centre around a Community Hub, located via access to land surrounding Bishop David Brown School and will include: a 3 G floodlit football pitch, a rugby pitch, a cricket pitch, and a leisure centre. Indeed, the first sign of construction activity in the area will be the improved rugby, football and cricket pitches, and these will be followed by the construction of the new leisure centre, housing a gym, studios, sports hall, swimming pool, health suite, and a function room, as well as a running track with spectator seating, tennis courts, and ample space for parking. The CPO proposals also include a pharmacy, a new health centre, and a nursery situated around a Central Square and therefore in locations that are accessible and in the heart of the development.

8.19 The provision of recreational and leisure facilities at the start of the regeneration of Sheerwater will have a potentially positive impact in that residents, particularly vulnerable groups who may be fearful of change, will have a concrete and positive expression of the wider aspirations for the area. This potentially positive impact will be enhanced by the fact that the delivery of leisure and recreational facilities will not result in any loss of provision or disruption to residents' lives as implementation of the CPO proceeds. After construction of the facilities, a community use agreement will be put in place to ensure that they are shared between different uses in the community, including schools, community groups representing diverse interests, local sports clubs, women only activities as required, and so forth. The location of a new health centre, a community centre, a nursery and a pharmacy in the Central Square will be more easily accessible to Sheerwater residents than is currently the case. This will particularly benefit residents with access needs, those with young children, and other caring responsibilities, as they will be more carefully balanced with the residential development, including accommodation for older people which will be located in close proximity. The location will also facilitate collaboration between the different services located in the Central Square.

c. Employment, training and the labour market

8.20 **Employment and training of local people:** As one of the key components of its approach to ensuring that the regeneration of Sheerwater is sustainable, WBC has developed a Community Value Plan in which the employment and training of local people is an important driver underpinning the development.³⁸ The approach is embedded in the activities and opportunities that will arise directly from the redevelopment of Sheerwater, as well a longer-term focus on education and training during and post redevelopment, working with partners to take forward measures to ensure that Sheerwater residents have the requisite skill sets attuned to labour market demands. These opportunities will be as a direct result of the CPO proposals, and will sit within the context of other development strategies and plans in the borough, the sub-region, and the region.

8.21 The specific opportunities arising within Sheerwater as a result of the CPO proposals will be buttressed by active engagement with schools and community agencies operating in the area. This will enable the promotion of employment and training opportunities locally. These interventions include, a job skills club to provide people with assistance in securing employment, the development

³⁸ Sheerwater Regeneration WBC Community Value Plan, October 2015

of a partnership with Job Centre Plus to ensure that site vacancies are advertised and promoted in the regeneration area, and partnerships with other local agencies and training providers as part of the work of an Employment and Skills Group that is to be established as part of the scheme. This will ensure that there is long-term support for residents across all of the protected groups, with a focus and co-ordination of activities also on those on low incomes and those not in education, employment and training. There are plans to organise a career fair to promote wider understanding of the construction industry and the broad spectrum of potential employment and skilled training opportunities that are available within the sector.

8.22 There is indeed a wealth of national evidence that demonstrates the low awareness of opportunities in the construction sector, which is seen as being principally about brick laying and laboring, and not about offering a range of opportunities for the application of skills in digital technology, design, land planning, carpentry, electrical engineering, surveying, sales, business development and so forth. The level of awareness of these opportunities is therefore also likely to be low in Sheerwater. It is the case that despite progress that has been made, women continue to be under represented in the construction industry and the associated trades. There is also some evidence that, principally because of its image, that the sector can also be potentially off-putting for LGBT people and other protected groups. The CPO employment and training proposals overall do have the potential to have a positive impact in relation to openings for residents but to enhance potential positive impacts, targeted financial investment, must be underpinned by an intensive and sustained focus on supply side measures. That is, addressing the comparative lack of literacy, numeracy and the lack of high-level qualifications among residents with protected characteristics in Sheerwater, as well as targeting residents whose jobs may be displaced as a result of the development. The proposals must also operate in tandem with specific employer and provider demand side positive action measures to address under representation. Given structural labour market changes, as already illustrated in the baseline analysis, employment alone is not a guaranteed route out of poverty and while 'low skill' and 'low pay' are often conflated and used interchangeably, they are in fact distinct, with the designation low skilled sometimes being the result of the low social valuation placed on certain jobs that are then low paid giving rise to in work poverty. Therefore, as part of an approach to implementing demand side measures, WBC should consider making the notion of a 'living wage' central to its proposals and to the arrangements that it enters into with contractors. At the present time, the employment and training proposals are oriented more towards the supply side measures and therefore offer only a partial response. In order for economic growth to be inclusive, there is evidence that neither demand side nor supply side policies alone will be sufficient and emerging evidence drawn from international examples that they are most effective when operating simultaneously.³⁹

8.23 The recruitment and retention of women working in the construction and manual trades is extremely low as already stated, with women representing approximately 11% of the workforce in the construction sector and as little as 1% per cent of manual trades. Indeed construction has the undesirable distinction of having the lowest representation of women employed. Moreover, where women are employed in the sector, they are found predominantly in secretarial positions, rather than in occupations that are a direct part of construction activity. This has been slow to change

³⁹ Andy Pike, Neil Lee et al, Job creation for inclusive growth in cities, Joseph Rowntree Foundation, August, 2017

despite a high representation of women on construction related courses at colleges and universities, and despite industry action to attract new recruits, alongside equality measures that have been put in place by professional organisations, trades unions, government, schools, and a range of training providers to bring about positive change.⁴⁰ A survey of 1,000 women, commissioned by Keepmoat has also revealed that there are pronounced inequalities within groups with protected characteristics in that a mere 13 percent of women aged 16-25 would consider a career in construction.⁴¹ By contrast, workers over 60 in the construction industry see employment tenure as one of the most important issues affecting them.⁴² There are other concerns among groups with protected characteristics that have implications for the Sheerwater proposals. An important illustration is that 60% of gay respondents to a survey on their experiences in the construction industry said that they felt comfortable about being open about their sexual orientation with immediate colleagues. This figure however varied dramatically across the industry ranging from 70% feeling comfortable in architectural practice, to 27 per cent of those working for contractors.⁴³ In relation to disabled people, according to the Construction Industry Council, less than 5% of people in the construction industry disclose a disability, which is lower than reported disability across the UK, and there is evidence of particular recruitment challenges experienced by disabled people.⁴⁴ Thus, equality considerations will be major challenge for implementation of the regeneration proposals in Sheerwater if the benefits arising from construction and associated employment opportunities are to be evenly dispersed.

8.24 The Council through the CPO and other incentives at its disposal can work with and through its partners to promote and enhance the image of construction as inclusive, through local initiatives. This does however need to be backed up by a range of measures across the supply chain in relation to flexible working, reasonable adjustments and so forth, as well as supply side measures operating in tandem. The Public Services (Social Value) Act, 2012 places a duty on public bodies to consider social value ahead of procurement and S106 of the Town and Country Planning Act, 1990 (as amended) are a mechanism for site-specific mitigation proposals. WBC can therefore require providers and contractors, through a social value clause and a local labour clause, to consider how they will deliver greater value for Sheerwater by for instance, promoting careers in construction to local people so that they can make informed choices as a result of a greater understanding of the

⁴⁰ Not Just for Boys, Smith Institute, 2017

Women in the Construction Industry Ranstad, 2016

Also, the Construction Industry Training board has stated that construction output is expected to grow by 1.7% in the next five years in the UK. This means 179,000 new jobs will be created and more than 35,000 workers will be needed each year. In addition, post Brexit restrictions on migrant labour will potentially have an impact on the construction sector

⁴¹ Keepmoat Homes, Women in Construction Infographic, February 2017, www.keepmoatcorporate.com (Accessed 7 February, 2018)

⁴² The impact of the ageing population on the construction industry, CIOB

Joanna Leaviss, Alistair Gibb and Phil Bust, Understanding the Older Worker in Construction, Strategic Promotion of Ageing Research Capacity, funded by Engineering and Physical Sciences Research Council, and the Biotechnology and Biological Sciences Research Council, 2008

⁴³ LGBT Construct, LGBT+ Inclusion in Construction, presentation by Christina Riley, Senior Planner, and Co-Chair, Balfour Beatty LGBT & Allies Network, 2017

Lucy Anderson, Workers consider quitting construction industry over homophobia, Construction News, 11 October, 2016

⁴⁴ A Blueprint for change, Construction Industry Council, 24 February, 2016

Disabled people still face barriers in the workplace, The HR Director, 24 June
Construction must change diversity culture as it did on health and safety

breadth of the offer, by having consideration to the age profile of the construction workforce, and by requiring practical equality and support measures as part of contractual terms.

8.25 A critical equality challenge will therefore clearly be how the CPO employment and training proposals move from the general to the specific. They will need to be backed up by the setting of robust, nuanced, and meaningful equality targets and outcome measures and proposals for effective monitoring and evaluation frameworks, as part of a coherent and workable community value plan. In this, the type of jobs created and worker profile is as important as the number of jobs. The development of fit for purpose targets and outcome measures will need to form a core element of the implementation of the CPO, taking account of the complex experiences of for example, women returning to training or employment following a break in employment, younger women, older people, disabled people, and LGBT groups. These measures need to be based on an awareness of the different barriers that protected groups face, and their complex, multiple and overlapping experiences and needs. For example, older people could also be targeted for a range of jobs across the sector that do not require physical strength, coupled with reasonable adjustments and flexible working practices that make the prospect of a job in construction a reality for a broad spectrum of workers with protected characteristics.⁴⁵ The aspirations of the CPO proposals for employment and training and the setting of meaningful targets and measures has the potential to ensure a positive impact by ensuring that the services of funders and delivery agencies are also held to account and are responsive to local equality considerations. It does need to be borne in mind however that in the current climate, targeting particular groups can have an adverse impact on community cohesion, and can serve to reinforce stereotypical views if not handled sensitively. This is particularly the case where policy and the action that follows is not effectively communicated and informed by robust evidence to support the groups and communities targeted. As an example, increased community tensions can occur where initiatives are not carefully managed and are seen to be targeting particular groups as a rule of thumb, rather than responding to a clear and identified need, of potential benefit to the wider community, not a zero sum game of winners or losers.

8.26 As part of the implementation of the employment and training proposals, with the accent on the employment of 'local' people, in order to further enhance positive impacts for Sheerwater residents, it needs to be borne in mind that inequality, as illustrated in the baseline assessment, has a particular spatial dimension in Sheerwater as the most deprived in Surrey on the income and employment domain, and the fourth poorest on the education, skills and training domain, with a high proportion of working age benefit claimants. The practical application of the term 'local' is therefore important in this context given the distinctiveness of the area and the myriad of equality and inequality challenges it faces compared with the borough of Woking as a whole, the sub region, and indeed the region. As Sheerwater fares badly on the employment and training domain, and lack of qualifications, connecting residents with higher quality jobs arising from the scheme will be a key challenge as qualifications are one of the most important predictors of job quality. There could potentially therefore be a displacement or mismatch effect caused by a fault line in which high quality jobs created in Sheerwater may be taken by people living outside of the area and commuting

⁴⁵ Older workers crucial to curbing construction industry skills gap, CIC, 9 December, 2017

in. This will be a positive outcome overall for Woking as a borough but may not necessarily benefit residents living in Sheerwater and does not meet the notion of inclusive growth.

d. Local businesses

8.27 **Impact on local businesses:** The CPO proposals for Sheerwater include 1650m of retail space situated around the Central Square which is at the heart of the development, and close to the community hub. There are at present, 15 retail businesses that fall within the proposed regeneration area, in an environment that is dilapidated and unattractive. The CPO process is expected to result in the compulsory purchase of freehold and leasehold interests in business properties, and provision made for the development of new retail units within an appealing and green environment. This will have a potentially positive impact in terms of attracting investment and providing a more pleasant environment in which to shop and relax. There is however potential for negative impact in that the majority of the retail units in the existing shopping parade are struggling family owned black and minority ethnic businesses and are also used for convenience shopping and take away meals by residents. The owners of those businesses may not be in a position to set up again either locally or elsewhere in Woking once the CPO is implemented which is a potentially negative impact. This potentially negative impact will also be coupled with a loss of employment which will impact black and minority employees more acutely given that the businesses are predominantly black and minority ethnic family run ones where more than one family member may be employed, with a correspondingly adverse impact on family income.

8.28 As well as providing employment and convenience shopping which also reflects the diverse demographic, the retail units also fulfil an important local presence, providing home delivery services, assistance with financial management for vulnerable residents, and also operate as eyes in the community for residents by providing an alert in circumstances where someone may not have been seen for a few days. To date, the retail businesses have not been actively engaged in the consultation in any formal sense. The Council recognises that there is a need to do some intensive work with them to gain an understanding of what the likely impact of the CPO proposals will be from their perspectives, and to look at support for those affected businesses that wish to continue to trade being able to relocate either to suitable retail units in the redeveloped area, or elsewhere in Woking. The Council's Asset Management team is therefore putting in place plans to engage with existing businesses, and to examine which businesses will be able to relocate. Given that the new retail units will be opened before the existing retail is closed, the impact is potentially positive in allowing the customer base of retailers to be retained, therefore helping to mitigate potentially negative effects on business owners and residents using those services. It is likely however that a number of businesses will cease to trade.

8.29 A key part of the Community Value Plan will centre on providing customised guidance for those businesses that will be unable to relocate in Sheerwater including, establishing a new business, looking at new opportunities and signposting owners and employees to relevant support to potentially mitigate some of the negative impact. To mitigate the effect of loss of employment resulting from the closure of the existing retail premises, the Council has also proposed an End User Agreement, and an Employment and Skills Plan. These would include asking new businesses to commit to employing a proportion of local people where possible, as well as to adopt an annual

training plan that demonstrates how employees will be developed. There are potential opportunities business and employment opportunities arising as new facilities retail, recreational and leisure and hospitality services are developed in Sheerwater that will have a potentially positive impact if the necessary support and commitment to residents can be put in place. As part of the measures the Council is putting in place the Council might also wish to consider monitoring the end destination of those currently employed and the owners of retail establishments.

e. Public realm, open space, and safety and security

8.30 Attractive public spaces: The CPO proposals are embedded in WBC's local policy objective of developing a high quality network of open spaces, that enhance quality of life, seek to meet the diverse needs of existing and future residents, and positively influence patterns of use in ways that can offer everyone varied opportunities for richer outdoor experiences.⁴⁶ A centrepiece in the development of the original Sheerwater Master Plan and its associated regeneration proposals is therefore, the provision of attractive, safe, and accessible open spaces, within a parkland setting, which enhances the public realm, and caters for a wide range of needs. The overall vision is to provide spaces where residents, visitors, and people who work in the area can mix, relax, and enjoy taking part in a variety of outdoor activities. As well as safe, well lit, and accessible spaces for all, increasing the amount of open space in Sheerwater is also central to the regeneration. The current proposals for an enhancement to the existing scheme, outlined above, seek to optimise the use of land within the regeneration area, and its re-development, by further increasing the amount of open space beyond that originally proposed, as well as addressing concerns about reduced opportunities for informal play due to the emphasis on 'managed' open space. The new scheme addresses these issues and at the same time, increases the amount of open space from 9.32 hectares, as was the case under the originally consented scheme, to 10.48 under the new development proposals. This represents a potentially positive impact as an increase in open space has been achieved whilst also maintaining the quality of open space, and has been coupled with traffic calming measures to ensure a safer environment. These measures further enhance potentially positive impacts given that deprivation is inextricably linked with issues of road safety in deprived areas like Sheerwater.⁴⁷

8.31 Accessibility to open space from an equality perspective: An important equality consideration in relation to open space and the public realm is the view of the 'physical space' as 'dynamic', rather than 'static', changing seasonally, and in accordance with patterns and timings of use. The physical open space can also be a defined contiguous area within a locality that is negotiated with others for specific uses and activities. Therefore, from a planning and equality perspective, assessing and taking different interests and potential interests into account has been a central concern in the development of the regeneration proposals and in the enhancements to the scheme. An example of this is the issue of open space, gender, disability, safety, the way people experience space according to social, cultural and economic background, and the range of activities for which open spaces may be used by children, young people, older people and so forth. As the development proposals are implemented, WBC will need to continue to ensure that the interests of

⁴⁶ Natural Woking: Biodiversity and Green Infrastructure Strategy, Woking Borough Council, 2016

⁴⁷ Social factors in road safety: Policy Paper, Royal Society of the Prevention of Accidents
Understanding the link between disadvantage/deprivation and road safety, DfT Road Safety Research and Dissemination Learning, 21 January, 2009

protected groups are actively considered. A sensitive and inclusive open space planning will need to ensure that full account is taken of the identified needs of groups with protected characteristics in the amenities that are provided, how they are provided, and which, balance various needs. The open space and public realm designs of previous decades are replete with examples of restrictions to physical accessibility, and designs that have compromised feelings of safety, and walkability. This is currently the case with the open space configuration in parts of Sheerwater, combined with poor lighting, and small scale crime, which many residents experience as intimidating, particularly after 6.00pm. Therefore, addressing these fundamental access issues through the regeneration will have a positive impact on the lives of residents, and will leave an important legacy for future generations.

8.32 The regeneration area has a high black and minority ethnic population and a review undertaken by CABI has revealed that in urban areas, black and minority ethnic residents tend to have less local green open space, and that where they do live in areas with open spaces, they are of poorer quality and are inaccessible. The regeneration area in Sheerwater has a high proportion of black and minority ethnic residents, compared with other areas of Woking. The importance of parks and green spaces where people feel safe are among the key factors that contribute to individual quality of life in neighborhoods.⁴⁸ There is also evidence of greater health benefits afforded by access to a public realm and areas where people feel that they can walk and engage in outdoor activities in relative security compared with areas where they do not. These positive health benefits include reduced prevalence of obesity related chronic disease, reduced cardiovascular disease, and reduced depression.⁴⁹ As already illustrated, health inequalities follow a social gradient and it is the case that people living in poor areas, such as Sheerwater, are more likely to and indeed do experience adverse health. The proposals for Sheerwater which have increased the amount and quality of open space, ensuring also that the re-provision of open space benefits from natural surveillance, and addresses the current problems of accessibility through more inclusive design, will have a positive impact by increasing the potential for active outdoor impromptu use, thus making an important contribution to residents' quality of life and to tackling health inequalities.

8.33 **The Community Garden Project:** As part of the regeneration of Sheerwater, a new community garden will be located adjacent to the shopping parade on Dartmouth Avenue. The garden project was conceived by a local residents' group Sheerwater Together, and is being designed and steered by the group, in partnership with RHS Wisley School of Horticulture, and Surrey County Council. The aim of the project is to provide an attractive and green outdoor space to improve the area, whilst also providing residents with the opportunity to get involved in the development of the garden and its maintenance. The design which will be fully worked up by April 2018, will include community vegetable grow and share, sensory plants, and flowers. This will have a positive impact given Sheerwater residents currently experience a significant disadvantage in being unable to access and use extant public spaces. There are a number of studies that have shown that families who participate in community gardens have a healthier diet than those who do not. They have also been shown to promote exercise, bring environmental benefits to the wider community, and to help stimulate positive action on a range of other issues. This includes the wider dissemination of nutritional knowledge among family and friends, and acting as an informal

⁴⁸ Community Green: using local spaces to tackle inequality and improve health, CABI, 2015

⁴⁹ Ibid

educational resource in a tangible expression of the relationship between ‘growing’ and ‘scientific’ learning.⁵⁰ The development of the garden project in Sheerwater is already proving positive in its impact as a focal point for the practical application of design, project management, and teamwork skills. As the community garden project is implemented, it will potentially have positive impacts as an active space for outdoor engagement, as a safe space to retreat, as an important source of social support for vulnerable people, and as an access point for new communities, older residents, and for residents whose principal language is not English. It will have a potentially positive impact in enabling the community to cohere and to develop relationships around a shared interest and productive activity, as well as joint pride as custodians of a socially meaningful space.⁵¹

8.34 The benefits of the garden project need to be kept at the forefront of thinking and development as it is implemented, as a vital source of local support and which, can provide therapeutic benefits for residents with mental health issues, and for example, engage residents with disabilities, sensory impairments, and sheltered housing residents with various support needs. The first community newsletter for Sheerwater published and disseminated in December 2017 has begun the process of promoting the project to residents. It will be important to promote the community garden further through the dissemination of information via a variety of channels, and in a variety of other forms to ensure that a wide group of residents have the opportunity to learn about it, and to participate. The experience of community garden projects in other parts of the country reveals that engagement is in part dependent on knowledge of their existence, and that this can be limited when promotion relies on word of mouth. The use of a community newsletter is therefore a positive step and engagement should be developed further through active promotion in local schools, community radio, faith organisations, local community groups, and agencies working directly with individuals at the local level. As well as the overall potential benefits for residents, the inclusion of a diverse group of participants in the project can bring enormous benefits to the direction, focus and emphasis of the community garden. A large proportion of residents in Sheerwater are for example from rural growing cultures, or are from families who are from rural growing cultures, and therefore have invaluable knowledge that they can contribute on growing different varieties of fruits and vegetables, and on different gardening practices. As part of a relationship of mutual exchange, residents who have a longer history in Sheerwater can also impart knowledge about gardening practices, and knowledge about varieties of fruits and vegetables that are more readily available.

⁵⁰ Helen Quale, *The true value of community farms and gardens: social, environmental, health and economic*, Federation of City Farms and Community Gardens, 2007

Also in London, Bostall Gardens in Abbey Wood, the Royal Borough of Greenwich is a community based gardening project that has brought together men and women from an ethnically diverse community comprising residents from Nepal, Taiwan, residents who are second-generation Jamaican, and white British residents, disabled residents, and residents spanning the age spectrum. As well as developing the land, which was originally on a derelict site, the community garden now grows a variety of produce in unenclosed spaces and a poly tunnel, and also provides residents with individual small plots. The garden also provides relaxation spaces where people can sit and socialise. The members of the community garden host monthly meetings and social gatherings in their homes where a variety of national dishes are contributed and shared, as well as education about different gardening practices and varieties of fruits and vegetables. The social aspects of the events that have brought residents together would not have happened in the absence of the community garden. The members of the gardening project have gone on to attract funding to develop a meeting space on the land and to fund related projects to further enhance the communal areas of the garden.

8.35 **Accessibility to open spaces during the development:** As the regeneration proposals are practically implemented, maintaining accessibility to open space in Sheerwater will be a crucial on-going equality consideration, as will the safety and security of the site. The scheme has been considered and developed from the standpoint of ensuring that re-provision of safe and accessible spaces will take place, prior to the removal of existing open space. The consideration that has therefore gone into re-provision will ensure that any potential for negative impact as the regeneration proceeds in terms of loss of space, is effectively mitigated through seamless and continued accessibility throughout all the development phases. Furthermore, as already stated, increasing the overall amount of open space in Sheerwater beyond that which is currently available will have a positive impact on protected groups by providing more accessible space for outdoor enjoyment. The new dwellings within Sheerwater will have smaller gardens attached to them than is currently the case, and this could be seen as having a negative impact. The enlargement of the park area and the re-provision of more open space overall, however, and in a way that is actually, useable and safe, and connected to residential areas, and supported living, coupled with the proposals for a community garden, serves to mitigate any potential negative impacts and enhances positive impacts. In addition, the podium medium rise units are in sympathy with the proposals for delivering more connected open space, whilst also achieving higher levels of parking. This has a potentially positive impact and mitigates any potential negative impact by directly addressing residents' concerns about congestion.

f. Travel, transport, and connectivity

8.36 **Enhancing travel and transport accessibility:** Sheerwater, despite its proximity to Woking Town Centre, has a lower public transport accessibility rating in comparison with areas such as Goldsworth Park and St Johns which, while being a similar distance away, have a higher accessibility score.⁵² The Sheerwater area is served by two buses that run along Albert Drive, the main road of entry and exit. The proposals for improvement in the public realm and open spaces and addressing issues of safety and security are designed to support and encourage travel and transport by a variety of means. They are anchored in and fully integrated with wider strategies and plans for the borough as a whole, specifically the approach that has been set out by Surrey County Council as the Highways authority, in partnership with Woking Borough Council, to meeting needs of residents. The borough of Woking is one of Cycling England's flagship cycle towns and the proposals for the regeneration of Sheerwater are also integrated with the Cycle Woking project.⁵³ In specific terms, they hinge on the improvement of transport and travel infrastructure with enhanced parking provision, traffic calming measures, encouraging cycling, and walking through improved pedestrian access, encouraging the use of public transport, and identifying and removing barriers to access. The development will ensure access to public transport is as convenient as possible through a robust design sympathetic to potential public transport routes. The Dartmouth Avenue area will be improved to allow buses into the new development and the introduction of these services will be subject to discussions with the bus operators nearer the time. As the proposals develop, the travel, transport and the connectivity of Sheerwater must be considered in its broadest context, in terms of the differential impact on groups with protected characteristics.

⁵² Surrey Transport Plan: Woking Borough Draft Local Transport Strategy & Forward Programme

⁵³ Ibid

8.37 As stated in the Department for Transport's action plan, Transport for Everyone, while there are many barriers to travel and transport experienced by the general public, the impact on specific groups who face various forms of disadvantage can vary significantly. These include key issues such as lighting, combined with fears about safety and use of public transport or walking at night for women, black and minority ethnic groups, disabled people, gay and transgender people and older people.⁵⁴ There are also transport access challenges that are faced by people as they age, become more prone to ill health, and who therefore need to access primary and secondary health facilities and which need to be carefully considered. Moreover, women tend to have more caring responsibilities compared with men and undertake more journeys with dependents such as taking children to school, or supporting family members in attending health facilities. The mobility of care is thus an important equality consideration in the regeneration of Sheerwater. The Department for Transport found for example that 69% of missed maternity appointments were due to transport related factors.⁵⁵ The issue of access to transport and connectivity is therefore an important equality issue for Sheerwater given the younger age structure of the population, as well as the ageing nature of the population.

8.38 The buses in Sheerwater, are not fully accessible for all residents, and in particular, older residents, disabled residents, those with mobility issues, and women with small children, particularly those who are not located close to bus stops. There are no covered bus shelters with the exception of the bus stop at ASDA, and the service does not stop at the local shops in Sheerwater. While there was a bus service in Sheerwater that went directly to St Peter's Hospital, this is no longer the case. The rail stations of West Byfleet and Woking are approximately 2.0 and 2.6 kilometres from the centre of the estate and therefore accessibility to Woking Town Centre is an issue for groups with protected characteristics who are disproportionately more likely to be on low incomes and therefore less likely to own a car. The current position is negative in its impact on residents and therefore facilitating wider access to public transport as well as other forms of travel to connect Sheerwater with wider geographical areas must be a key consideration in the context of the regeneration proposals. This is particularly the case given the likely increase in population and therefore demand for public transport, and in the context of the current and changing demographics of Sheerwater.

8.39 As illustrated in the deprivation analyses in 5.4 above the proportion of older people in Sheerwater and in the ward will likely reflect the ageing population of England particularly in the 55-64 age group. The travel proposals seek to encourage walking and cycling and it is important that cycling and walking initiatives are targeted at protected groups in Sheerwater as the scheme is developed and implemented. A 2015 Age UK and ILC report reveals that there is a gender dimension to cycling in England with 22-27% of men aged 16-54 cycling compared with 11-14% of women in the same age group. This also compares with a mere 15% of men in the 55-64 age group cycling and only 8% of men in the over 65 age group. The corresponding figures for women are significantly less at 7% in the 55-64 age group and 3% over 65's, considerably lower than other EU countries with a well-developed cycling infrastructure.⁵⁶ In building on the development of the boroughs cycling infrastructure through the regeneration of Sheerwater, the transport and connectivity proposals

⁵⁴ Transport for Everyone: An action plan to promote equality, Department for Transport, December 2012

⁵⁵ Ibid

⁵⁶ The Future of Transport in an Ageing Society, Age UK and ILC, 2015

therefore have the potential to have a positive impact in that cycling and activities can provide important physiological and mental health benefits for residents. This is evidenced by studies that demonstrate the benefits of cycling and also walking in reducing the risks associated with numerous diseases.⁵⁷

8.40 A major change in the new scheme is in the approach that has been taken to roads, arising from issues raised in the consultation in relation to congestion. This is in terms of reducing the number and scale of roads accessible to vehicles and a reduction in their priority through traffic calming measures. This facilitates improved pedestrian and cycle routes and safety and therefore addresses residents' concerns. Moreover, the proposed reconfiguration of the entrance to Broadmere School with new drop off and parking areas off Devonshire Avenue will reduce the need for vehicles to progress into the wider estate and pedestrian and cycle routes have also been enhanced with routes being primarily off road from the new estate to encourage a greater access to the school for local residents without using a car and this therefore is potentially positive in its impact.

g. Community cohesion

8.41 **Community sustainability:** The importance of community cohesion is reflected in WBC's approach to the regeneration of Sheerwater, which is a holistic response to the targeting of resources in an area that has experienced the effects of historic underinvestment and spiraling decline. There is national evidence highlighting the potential for tensions within and between communities living in areas that are in receipt of compensatory funding from regeneration programmes, particularly where the regeneration is not managed sensitively.⁵⁸ This underlines the importance of aligning community cohesion considerations with an equality perspective as community cohesion is centered around one of the core legislative equality principles, that is, promoting good relations between different groups, by encouraging and engaging in dialogue with all people, targeting resources in a transparent way, and amplifying the voices of those who are more likely to be excluded and who may therefore be 'harder to hear'. One of the main fears of regeneration is that of gentrification and its negative impact whereby existing disadvantaged groups are displaced and replaced by wealthier newcomers, followed by increased rents and property prices. As an integral part of the development of its proposals, the Council has considered the potential for negative impact on community cohesion and as already explained above, has taken active steps to mitigate this by putting in place a profit cap on the development, suppressing social rent levels, and putting in place measures to ensure that existing Sheerwater residents, both homeowners and secure tenants can remain in the area post regeneration if they desire to. The residents in the current studio and one bedroom properties were seen as facing a potentially negative impact under the previously consented scheme in being forced to move from Sheerwater due to the shortage of suitable properties. The Council having considered the effect of this, through

⁵⁷ Pollock, R.D. et al, 2015: An investigation into the relationship between age and physiological function in highly active older adults, *The Journal of Physiology*, 593(1)

⁵⁸ Building Community Cohesion in Area Based Initiatives: A guide for residents and practitioners, Jude Cummins, Sophia Skyers, Riette Oosthuizen and Janet Poorman, Office of Public Management, October 2004

Thamesway, brought forward 217 one-bedroom properties to mitigate the potentially negative impacts.

8.42 There is little if any empirical evidence that tenure mix is an effective means for achieving the social objectives of neighbourhood regeneration as income, education, and so forth are the key influential factors. There is evidence that the process of regeneration can give rise to social divisions and conflict between different groups of interest, as well as competition between various interests seeking to influence the outcomes of the regeneration. With this in mind, by enabling the recreational and social aspects of the regeneration to lead the process, the Council is seeking to work towards the fostering of community cohesion and community sustainability by providing high quality and supportive services, and safe, open, and useable spaces that build on what the community has to offer, and which provide spaces for mixing and interaction. It is the case that community cohesion is impacted, not as a result of differences between people but from social, economic and environmental issues that undermine feelings of trust and security. The regeneration proposals are an ambitious attempt to regenerate Sheerwater. The community which is a mixed one live very comfortably together, and the regeneration does need to be handled in a way that builds on this existing cohesion.

9. Conclusions, recommendations and action plan

9.1 **Recommendations:** This EqIA has taken a predictive and pre-emptive approach to assessing the equality implications of the CPO for Sheerwater. The CPO proposals do have the potential to have a positive impact overall and where the potential for negative impacts have been identified, mitigating measures have been put in place by the Council. Specifically, the measures underpinning the proposals for redevelopment bring a net increase in the amount of useable open space, increased safety as a result of traffic calming measures. They also increase the proportion of affordable housing, enabling residents to remain in Sheerwater if that is their wish in an enhanced and safe environment. Moreover, the changes to the previously consented scheme also mean that there will be sufficient provision to rehouse more vulnerable secure tenants currently occupying one-bedroom and studio properties in Sheerwater. The fact that the housing needs assessment has been carried out also means that support measures can be put in place for secure tenants who were previously under the radar of statutory agencies as part of the implementation of the CPO going forward. Moreover, the recreation, leisure and community provision will lead the CPO, and there will be no decanting before housing construction which will mean the potential negative impact on residents is mitigated.

9.2 A higher number of secure tenants have taken up the offer of moving out of Sheerwater altogether and while there are issues of supply that potentially present an issue in relation to rehousing in other parts of Woking, the Council is actively responding to this. The proposals in seeking to physically transform Sheerwater will have the potentially positive impact of making Sheerwater an attractive place to live, work and invest in. As land values tend to increase where focused regeneration activity takes place, the Council has proposed a profit cap in order to suppress prices, alongside a suite of compensation measures for home owners, secure tenants, and tenants who are privately renting in order to mitigate any negatives impacts on groups with protected characteristics that have been identified as potentially arising from the CPO.

9.3 There are a number of proposals in relation to employment and training resulting from the redevelopment and which, form part of an added Value Community Plan. These proposals do have the potential for positive impact as they are linked to specific supply side support measures. In order for local people to benefit however, the supply side interventions will need to be conjoined with specific employer and provider demand side positive action measures, targeting areas where some groups protected groups are under-represented, for example, in construction, to ensure that the employment and training benefits are evenly distributed.

9.4 The consultation that has informed development of the CPO proposals has been extensive and intensive. The opportunity arising from the revised timescale for the CPO also means that WBC can undertake more and wide-ranging forms of consultation with groups that are traditionally 'harder to hear', and who have a variety of access needs and therefore, may not be able to engage with the more formal approaches to consultation or the more obvious tools of self-expression. An enhanced approach to the consultation as part of a communications strategy, will build on the existing good relations between different groups in the area. The process has already started through the face-to-face work of the Housing Needs Assessment Team and also Halo. There is now a need to engage with retail outlets operating in the area and the smaller organisations currently using the Parkview Community Centre going forward in order to understand more of what the potential impact will be from their perspective as the proposals are implemented to further inform mitigation measures.

9.5 A number of recommendations resulting from the EqIA of the Sheerwater CPO proposals have been identified and these are set out below. In addition, a summary of the EqIA and potential impacts follows the recommendations and is set out in Appendix C.

1. A broad community engagement strategy should be developed that takes account of groups who are '*harder to hear*', and which builds on the extensive engagement undertaken to date. The strategy should be reviewed at key stages of planning, relocation and construction if the CPO is approved, and the customised engagement approaches fully incorporated to facilitate broader engagement, and fill any gaps.
2. As part of the development of a broader community engagement strategy, a wider menu of intensive engagement options should be developed, in order to engage with groups that have specific access needs. This includes residents with sight impairment, and residents with a variety of access needs who do not have the resources, knowledge, and/or agency to make their voices heard.
3. As part of the on-going assessment of impact, effective monitoring of the consultation and evaluation should be cross-referenced with and informed by the EqIA equality baseline. In addition, a broader approach to evaluating impact of the consultation should be developed, that moves beyond paper-based approaches.
4. As part of the CPO consultation and process, there is a need to engage small businesses in the area, in particular, home based businesses, and the retailers in the shopping parade who tend to be black and minority ethnic family run small businesses.

5. The Council consider monitoring the end destination of owners and those currently employed in retail establishments in Sheerwater.
6. The rich data on the needs of secure tenants through the Housing Needs Assessment Team should be captured and used to inform the wider engagement approaches with secure tenants those who are *'harder to hear'*.
7. As part of the CPO process, there is a need for more detailed engagement work with the organisations that use the Parkview Community Centre to provide their services.
8. As part of the implementation of the CPO, the Council should have recourse to The Public Services (Social Value) Act, 2012, which places a duty on public bodies to consider social value ahead of procurement and S106 of the Town and Country Planning Act, 1990 (as amended) to help to ensure that the employment and training benefits are evenly dispersed.
9. The Council should make the EqIA available to the stakeholders cited in the report, and make the EqIA publicly available.
10. The Council consider the action plan that forms Appendix A to this report.

Appendix A - Interviewees

List of Interviewees	
David Bittleston	Leader, Woking Borough Council
Mohammad Ilyas Raja	Councillor, Canalside Ward, Woking Borough Council
Ben Carisco	Surrey County Council
Ray Morgan	Chief Executive, Woking Borough Council
Zafar Iqbal	Senior Policy Officer (Community Engagement) Corporate Strategy, Woking Borough Council
Paola Capel-Williams	PFI Project Manager and Project Support, Woking Borough Council
Hazel Craig-Waller	Project Officer, People Directorate, Woking Borough Council
Shanaz Ashraf	Housing Support Officer, Woking Borough Council
Karen Champion	Housing Support Officer, Woking Borough Council
Giuseppe Amico	Housing Project Support Officer, Woking Borough Council
Ben Jones	Housing Project Support Officer, Woking Borough Council
Cliff Bush	Woking Access Group
Trevor Millard	Halo Works
Shahid Azeem	Chair of Woking Asian Business Forum
Ian Lelliott	Head of Residential Services, Thameswey Homes Limited
Chris Louca	Sheerwater Together and Sheerwater Residents Association
Ian Vousden	Vice Chairman Sheerwater Residents Association
Robin de Wreede	Partner, Davitt Jones Bould

Appendix B - References

1. Building Cohesive Communities: A report of the Ministerial Group on Public Order, Home Office 2001
2. Draft Statement of Reasons, 02 10 2017
3. Guidance on Compulsory Purchase Process and The Criche Down Rules for the disposal of surplus land acquired by, or under the threat of, compulsion (DCLG, 2015)
4. Hidden Disadvantages in Surrey: Taking action on poor wellbeing, Public Health Annual Report, 2012 – 2013
5. Woking Social Inclusion and Community Cohesion Strategy, 2004
6. Maybury and Sheerwater Health Needs and Assets Assessment Full Report, Surrey Public Health, August 2013
7. Natural Woking: Biodiversity and Green Infrastructure Strategy, Woking Borough Council, 2016
8. Woking Local Development Framework Core Strategy, 2012
9. Woking Cultural Strategy and Action Plan, 2004
10. Woking Economic Development Strategy, 2017-2022
11. New Vision Homes: Sheerwater Regeneration, Woking Affordable Housing Statement, 2015
12. Planning Policy Statement 3 PPS3
13. Sheerwater Regeneration draft planning application, June 2015
14. Sheerwater Regeneration Statement of Community Engagement: Prepared in support of the Hybrid Planning Application for the Sheerwater Regeneration Project, 2015
15. Report of the Independent Sheerwater Scrutiny Panel: Sheerwater Regeneration Proposals – A Review of processes and actions taken by Woking Borough Council, 2015
16. Challenges of an ageing population, Age UK, 22 April, 2013
17. Chartered Institute of Housing, Mind the Gap: The growing shortfall between private rents and help with housing costs, May 2016
18. Community green: using local spaces to tackle inequality and improve health, CABE, 2010
19. Fabian Society, For us All, Redesigning social security for the 2020s
20. Gay in Britain: Lesbian, Gay and Bisexual People's Experiences and Expectations of Discrimination, Stonewall, 2013
21. Gemma Burgess, Planning and the Gender Equality Duty – why does gender matter? People, Place and Policy Online (2008) 2/3, pp.112-121
22. Hate crime against LGBT people in Britain increased by 78 per cent since 2013, Stonewall, September, 2017
23. Helen Pearson, The Life Project: The extraordinary story of our ordinary lives, Penguin, 2016
24. Inclusion by Design, Equality, diversity and the built environment, CABE Commission for Architecture and the Built Environment (CABE) 2009
25. Jude Cummins, Sophia Skyers, Riette Oosthuizen and Janet Poorman, Building Community Cohesion in Area Based Initiatives: A guide for residents and practitioners, Home Office, October 2004

26. Joanna Jeffery and Richard Seager, Why Sexual orientation is important for social housing providers, Stonewall Housing, August, 2010
27. Joseph Rowntree Foundation, Annual Monitoring Poverty and Social Exclusion Report, 2016
28. Joseph Rowntree Foundation, UK Poverty 2017: A comprehensive analysis of poverty trends and figures
29. Later Life in the United Kingdom, Age UK, August 2017
30. Michael Marmot and Richard G. Wilkinson (ed) Social Determinants of Health (Second Edition) Oxford University Press, 2006
31. Michael Marmot, The Health Gap: The Challenge of an Unequal World, Bloomsbury, 2015
32. Neighbourhoods: making higher densities work, CABE, 2005
33. Nesa Carey, The Epigenetics Revolution: How modern biology is rewriting our understanding of genetics, disease and inheritance, Icon Books, 2011
34. Paul Hunter, Poverty in Suburbia: A Smith Institute Study Into the Growth of Poverty in the Suburbs of England and Wales, Smith Institute, April, 2014
35. Poverty in suburbia: a smith institute study into the growth of poverty in the suburbs of England and Wales, 2017
36. Producing modelled estimates of the size of the lesbian, gay and bisexual (LGB) population of England, Final Report, Public Health England, January 2017
37. Race Disparity Audit, Cabinet Office, 2017
38. Richard Florida, The New Urban Crisis: Gentrification, Housing Bubbles, Growing Inequality, and What We Can Do About It, Oneworld Publications, 2017
39. Andy Pike, Neil Lee et al, Job creation for inclusive growth in cities, Joseph Rowntree Foundation, August, 2017
40. Sophia Skyers, Campbell Kerr, and Pauline Johnson, Count Me In! Informing the future of personalised medicine from bench to bedside, September 2017
41. Takemi Sugiyama, Catherine Ward Thompson and Susana Alves, Associations Between Neighbourhood Open Space Attributes and Quality of Life for Older People in Britain, Sage Journals, 41 (1) 2009: 3-21
42. The International Longevity Centre – UK, Housing Issues Affecting Older Gay, Lesbian and Bisexual People in the UK: A Policy Brief, 2008
43. Yasminah Beebeejaun, Gender, urban space and the right to everyday life, Journal of Urban Affairs, 23 December, 2016: 323-334
44. Not just for boys: Women in construction, Smith Institute, 2017
45. Equality and diversity: good practice for the construction sector, Equality and Human Rights Commission, 2012