



# Equality Impact Assessment (EqIA) Screening Template

April 2020

**Proposal/Brief Title:** Decision to rename or retain the street name of Slave Hill, Haddenham

**Date:** 24th August 2020

**Type of strategy, policy, project or service:**

**Please tick one of the following:**

- |                              |                                     |
|------------------------------|-------------------------------------|
| Existing                     | <input checked="" type="checkbox"/> |
| New or proposed              | <input checked="" type="checkbox"/> |
| Changing, update or revision | <input checked="" type="checkbox"/> |
| Other (please explain)       | <input checked="" type="checkbox"/> |

This screening covers the decision to rename or retain the street name of Slave Hill in Haddenham, under the Buckinghamshire Council Street Naming and Numbering Policy

## This report was created by

<b>Name</b>	Jacqueline Williams
<b>Job Title</b>	System Administration Manager
<b>Email address</b>	<a href="mailto:jaqueline.williams@buckinghamshire.gov.uk">jaqueline.williams@buckinghamshire.gov.uk</a>

## Briefly describe the aims and objectives of the proposal below:

The Street Naming and Numbering service for Buckinghamshire Council fulfils the legal obligation of the Authority to allocate house numbers/names and assign names to new roads. It also provides powers to re-name and re-number streets where necessary. The purpose of the document is to guide customers on what is acceptable, ensure a consistent approach, and to try and reduce the number of queries, or rejected applications.

Prior to the formation of Buckinghamshire Council on 1 April 2020, each of the former sovereign District authorities operated using their own Street Naming and Numbering Policies and the decision was taken to align these into a central policy ahead of vesting day.

At the time of approving the policy it was decided that an EqIA was not needed as it was considered that the equalities position was already dealt with in the policy itself however we are now screening a decision to be made under the policy that concerns the renaming of a street called Slave Hill in Haddenham.



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## What outcomes do we want to achieve?

### 1) Screening Questions

#### 1.1 Does this proposal plan to withdraw a service, activity or presence? No

Please explain your answer: Decisions on street names is part of the service.

#### 1.2 Does this proposal plan to reduce a service, activity or presence? No

Please explain your answer: No, see above.

#### 1.3 Does this proposal plan to introduce, review or change a policy, strategy or procedure? No

Please explain your answer: See above.

#### 1.4 Does this proposal affect service users and/or customers, or the wider community? Yes

Please explain your answer: Yes, the name of the street could be considered to hold connections to slavery which may have an impact on residents of Buckinghamshire Council area.

#### 1.5 Does this proposal affect employees? Yes

Please explain your answer: The outcome of the decision will be enacted by employees of Buckinghamshire Council. We will also consider the outcome when making decisions around street names in the future and when reviewing the policy in January 2021.

#### 1.6 Will employees require training to deliver this proposal? No

Please explain your answer: Employees would need to be advised of changes but should not need any additional training.

#### 1.7 Has any engagement /consultation been carried out? Yes

Please explain your answer: The policy has been reviewed by representatives from Legal and Finance and has been approved by both Informal Shadow Executive and Formal Shadow Executive. The policy was amended slightly considering comments from the Informal Shadow Executive prior to final approval.

Regarding the renaming of Slave Hill, property owners on the street were consulted around the name change, as were the Parish Council and Ward Councillors. We are also aware of social media interest and community engagement with the Council.

### 2) Are there any concerns at this stage which indicate that this proposal could have negative or unclear impacts on any of the group (s) below? (\*protected characteristics). Please include any additional comments.

A) Age	No
B) Disability	No
C) Gender Reassignment	No
D) Pregnancy & maternity	No
E) Race & Ethnicity	Yes



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F) Religion & Belief	No
G) Sex	No
H) Sexual Orientation	No
I) Marriage & Civil Partnership	No
J) Carers	No
K) Rural isolation	No
L) Single parent families	No
M) Poverty (social & economic deprivation)	No
N) Military families / veterans	No
O) Gender identity	No

## Additional comments (please indicate which of the protected groups you are commenting on):

E) Due to the information gathered, as detailed within this EqIA, it is considered that the street name does not celebrate or glorify the slave trade, is an historical reference to the locality and is therefore difficult to construe in a pejorative way.

Despite this, the international spotlight on racial minority issues means that the decision to change or retain the street name could impact those in protected groups due to race or ethnicity. The Council's actions relating to a street name which references slaves could affect the protected group due to the perceived view of the Council's decision as well as the perceptions around the name itself, even when the history or origins of the name are known.

As a council, it should however be recognised that whilst changing names (or not) could be seen as symbolic, the deeper feelings of degradation and worthlessness are still relevant and are part of the much larger social problem that has affected society for hundreds of years.

## As a result of this screening, is an EqIA required?

(If you have answered yes to any of the screening questions or any of the group (above), a full EqIA should be undertaken)

Yes

No

**Briefly explain your answer:** There are concerns around the impact of an existing street name for one of the protected characteristics so a full EqIA is required.

## EqIA Screening Sign off

Officer completing this Screening Template: Jacqueline Williams

Date: 3<sup>rd</sup> August 2020

Equality Lead: (Please insert name) Date: (Please insert Date)

Shadow Buckinghamshire Corporate Board sign off (Please insert name) Date: (Please insert Date)

Please continue to the next page to complete a full EqIA.



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## EqIA – Full Equality Impact Assessment

### Step 1: Introduction

**Policy or Service to be assessed:** Decision to rename or retain the street name of Slave Hill

**Service and lead officer:** Jacqueline Williams

**Officers involved in the EqIA:** Keith Shearman, Teresa Bull

**What are you impact assessing?**

- |                          |                                     |
|--------------------------|-------------------------------------|
| Existing                 | <input checked="" type="checkbox"/> |
| New/proposed             | <input checked="" type="checkbox"/> |
| Changing/Update revision | <input checked="" type="checkbox"/> |

### Step 2: Scoping – what are you assessing?

**What is the title of your service/strategy/policy/project?**

We are now assessing a decision to be made under the Street Naming and Numbering Policy that concerns the renaming of a street called Slave Hill in Haddenham.

**What is the aim of your service/strategy/policy/project?**

The Street Naming and Numbering service for Buckinghamshire Council fulfils the legal obligation of the Authority to allocate house numbers/names and assign names to new roads. It also provides powers to re-name and re-number streets where necessary. The purpose of the policy is to guide customers on what is acceptable, ensure a consistent approach, and to try and reduce the number of queries, or rejected applications.

Section 3.7 of the policy deals with the renaming of existing streets and states:

*3.7 The changing of a street name or sequence of property numbering shall be avoided, unless there is specific and sufficient reason to do so. This may come in the form of a new development in the street, or a request from the emergency services. The council will pursue alternative solutions and only change the name or numbering as a last resort. In the event that the street name or numbering needs to be changed the following steps shall be taken:*

- (i) Consultation takes place with all affected rate-payers and the appropriate Ward and Parish Councillors. Two-thirds of the Council Tax or Non- Domestic Rates payers must be in favour of the proposed change to proceed.*
- (ii) A report, with evidence of the rate-payers' approval, shall be made to the Corporate Director with responsibility for Street Naming and Numbering, seeking their endorsement to instigate the change.*

This assessment will form part of a report to decide if the street should be renamed or if the original name should be retained.



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The Policy does include criteria to ensure that new street names are not racist and does not contravene the Council's Equal Opportunities Policies. The Policy does promote historical references as relevant to street naming.

## **Who does/will it have an impact on? E.g. public, visitors, staff, members, partners?**

The street name impacts the residents of both Slave Hill primarily however the effect of the name on protected groups means the impact could be felt nationally among those in minority ethnic groups due to the implied link to slavery.

Whilst the issue to potentially rename Slave Hill has only seen local coverage, we are aware of a petition to change the name during a Black Lives Matter protest in Aylesbury and online via Change.org. There is also a counter petition to retain the name on the same website. There has also been social media campaigns.

## **Will there be an impact on any other functions, services or policies? If so, please provide more detail**

Yes, should the name be changed we will need to arrange a new street name plate with Estates. Further liaison in relation to the larger social issues may be relevant as part of the Council's functions relating to community cohesion.

## **Are there any potential barriers to implementing changes to your service/strategy/policy/project?**

No, there are no potential barriers to the outcome of the decision.

## **Step 3: Information gathering – what do you need to know about your customers and making a judgement about impacts**

### **What data do you already have about your service users, or the people your policy or strategy will have an impact on, that is broken down by equality strand?**

#### Overall Context

Slave Hill is not a street that is newly named and has been in use for over 45 years. Equally, the Black Lives Matter movement has been in existence for some years. The national and international spotlight on racial minority issues during 2020 has brought the discussion around changing the name to the fore.

Additionally, we must consider the Public Sector Equality Duty set out below:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;



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- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

## Background Information: Haddenham Parish

The parish and village of Haddenham, Buckinghamshire is located around 5 miles southwest of Aylesbury and 2 miles northeast of Thame. Figures from the 2011 census indicate that there were 2,029 households containing 4,502 usual residents in the parish with a mean age of 45.2 years. Growth in the parish since this time shows there are now 2,493 households.

The parish contains several facilities that attract visitors from the surrounding area including a garden centre, a farm shop and restaurant and Tiggywinkles Wildlife Centre. Also located in the village is a junior school, library, a range of shops, a garage and several public houses.

The last data collected on the ethnic groups usually resident in Haddenham was collected during the 2011 census. It is not anticipated that the figures collated at this time will have varied widely in the years since collection and the full breakdown can be found below.

## Ethnic group

	Persons Haddenham Parish	
	count	%
All usual residents	4,502	100.0
White	4,414	98.0
English/Welsh/Scottish/Northern Irish/British	4,278	95.0
Irish	31	0.7
Gypsy or Irish Traveller	1	0.0
Other White	104	2.3
Mixed/multiple ethnic groups	40	0.9
White and Black Caribbean	6	0.1
White and Black African	4	0.1
White and Asian	20	0.4
Other Mixed	10	0.2
Asian/Asian British	32	0.7
Indian	12	0.3
Pakistani	8	0.2
Bangladeshi	1	0.0
Chinese	6	0.1
Other Asian	5	0.1
Black/African/Caribbean/Black British	8	0.2
African	3	0.1
Caribbean	5	0.1
Other Black	0	0.0
Other ethnic group	8	0.2
Arab	5	0.1
Any other ethnic group	3	0.1



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It is not unusual for a rural area of Buckinghamshire to see a high proportion of White British residents and this is true of Haddenham.

## Background Information: Slave Hill, Haddenham

Slave Hill is accessed via Whitecross Road and Sheerstock to the south west of the village and contains 40 residential properties backing onto a large area of allotments. The street is not accessed from a main thoroughfare and as it is a close, is unable to be used as a through road. It is therefore unlikely to be accessed by visitors to the parish unintentionally.

The properties located on Slave Hill are some of the largest in the area with an average property price of £705,000 according to Rightmove.co.uk. Comprising of 4 and 5 bedroom homes, most of the residents own their properties and have done so for some years.

There is no information available about the composition of residents living in the street only. Based on the statistics for the parish as a whole and Council Tax data, however, it is likely that the street is occupied by those who are white British in the most part.

The street name Slave Hill was agreed in 1974. The street was historically named by local people after an allotment that was present on the site. While there is no connection to the street or parish and the slave trade, there is a link in vocabulary to slavery.

Although Buckinghamshire Council records do not go this far back, Haddenham Parish Council have been able to provide some background information to us:

*Slave Hill (1976) The Parish Council minutes for May 1974 say 'it was resolved that the names White Cross Road and Slave Hill should be given to the two main roads on the new development off Station Rd' and the Parish Council list says it was named 'After part of the allotments on this site; nicknamed Slave Hill because it was considered hard to work'.*

*[AR] amplified this brief explanation in the Haddenham Museum Trust's newsletter for February 2005: 'Peter Gulland recalled that he was on the Parish Council at the time of the naming and that the chairman Ian Chalk was responsible for pressing the case. There was some resistance, particularly from the developers who were advertising the estate by the genteel title of "The Meadows". The story is that the Parish Council consulted Roger William Rose's pre-enclosure map but there were no names of fields in that area.*

*However, there used to be a road [or track] running parallel to Townside through what is now the allotments and the Slave Hill estate. It ran from the end of Greenway through to Station Road ( ... then called Whitecross Road). It was shown as road number VI on the [commissioners'] 1831 [pre-enclosure] map but it was one of those extinguished at the time of Enclosure in 1830-1834. Haddenham had plenty of stones in the arable fields and these were put onto the roadways, filling in the ruts, and over time the roads became mounded.*

*When the road was extinguished it left a stony mound and this is still visible today [from the alleyway alongside the allotments' south boundary]. The ground was hard to cultivate, one had to work like a slave, and this area thus became known as Slave Hill.*



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*It is not remembered who on the Parish Council recalled this name but I found an advert in the Bucks Herald in 1896 for the sale of a field in Haddenham of 6 acres 0 roods 38 poles known as Slave Hill [see Lot 3 in the advert]. It was said to be let out as allotments in the occupation of J Will, J Piggott, F Rose, T Bates, J Richmond, and others.*

**By Messrs. MUMFORD & BOND.**

**HADDENHAM, BUCKS.**

**VALUABLE ACCOMMODATION LAND.**

**MUMFORD & BOND**  
Are instructed by the Representatives of the late Mrs. Richmond, deceased,

**T O S E L L B Y A U C T I O N,**  
At the SPREAD EAGLE HOTEL, THAME,  
On **TUESDAY Next, FEBRUARY 18th, 1896,** at  
Three for Four o'Clock in the Afternoon,

The undermentioned  
**VALUABLE PROPERTIES:—**

**LOT 1.**  
**A**LL that VALUABLE ENCLOSURE of SOUND OLD PASTURE LAND, containing 1A. 0r. 16P., having a double frontage to the road, situate in the Back Street, Haddenham, in the occupation of Mr. C. Pigott, as yearly tenant at £5:10 per annum.

**LOT 2.**  
The VALUABLE ACCOMMODATION CLOSE of OLD PASTURE, known as "CYDER HOUSE CLOSE," containing 0A. 2r. 10P., situate abutting on the road leading from Haddenham to Cuddington, and adjoining the Cyder House Inn.

**LOT 3**  
The Highly Valuable ENCLOSURE of most PRODUCTIVE ARABLE LAND, known as "Slave Hill," situate in the Back Street, Haddenham, containing 6A. 0r. 38P., of which 1A. 1r. 9P. is Freehold, let out in Allotments, in the respective occupations of J. Will, J. Piggott, F. Rose, T. Bates, J. Richmond, and others, and producing £23:9:8 per annum.

The Properties are Copyhold in composition of the Manor of Haddenham, except 2r. 2P. of Lot 3, which is Copyhold out of composition. Land Tax of £1:9:11, which will have to be apportioned.

For further Particulars apply to H. F. Galpin, Esq., Solicitor, 4, George Street, Oxford; or to the Auctioneers, Brill and Thame.

## Media and Social Media Coverage

There has been coverage in the Bucks Herald newspaper and website around the potential change of name, prompted by a press release made by Haddenham Parish Council that can be read here:

<http://www.haddenham-bucks-pc.gov.uk/VirDir/CoreContents/News/Display.aspx?id=29578>





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Both the Bucks Herald and Parish Council then publicised their articles on social media which drew some comment from members of the public. Unfortunately, it appears that the posts made to the Haddenham.net Facebook Group which received 171 comments and the Haddenham Parish Council Facebook page have since been deleted and therefore cannot be referenced in this report.

The potential name change was an emotive issue for both those who wanted to keep the original name and those who wished that it be changed to the proposed new name of Shipton Furlong.

We were emailed a copy of a post from a resident by Haddenham Parish Council, however, and this is below along with a screenshot from The Bucks Herald Facebook page:

14:25

Hannah Lou  
Yesterday at 17:56

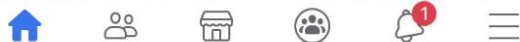
Hi people yesterday something was passed on to me though a friend, when I looked at what I was sent the first thing I thought was is this a joke, then after that I felt upset and angry

It came to my attention that Haddenham has a street called SLAVE HILL run by AVDC

I will be posting a petition on here to have this sign removed and renamed  
I will also be knocking doors and getting signatures

When I said this is not the end just the beginning I meant every word.

Im 100% for the movement and we will get results



**The Bucks Herald**  
7 July at 11:24

Residents of Haddenham's Slave Hill asked if they want to change the street's name in wake of Black Lives Matter demonstrations

BUCKSHERALD.CO.UK

**Residents of Haddenham's Slave Hill asked if they want to change the street's name in wake of Black Lives Matter...**

10 likes · 9 comments · 1 share

Like · Comment · Share

Most relevant

Write a comment...

**Daniel Langston** Piss poor reporting yet again.  
Like · Reply · 4w

**Jay White** Yet again the Bucks Herald censorship show  
Like · Reply · 4w

**Ian Proctor** A load of virtue signalling shite...  
Like · Reply · 4w

**Denise Mawby** What about cock lane in high Wycombe cause surely that is sexist  
Like · Reply · 4w · Edited

**Save Slave Hill Haddenham** SIGN THE PETITION TO STOP THE STREET NAME CHANGE OF SLAVE HILL  
On 3rd July 2020 Haddenham Parish Council announced it has decided to try and rename Slave Hill to Shipton Furlong after a short consultation with the residents of Slave Hill themselves.... See more

Like · Reply · 4w

1 reply

**Anita Bateman** Ridiculous!  
Like · Reply · 3w



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A Facebook Group created to originally promote the Haddenham Neighbourhood Plan changed its name to 'Save Slave Hill Haddenham' and a petition was created to keep the original name on Change.Org. This petition, created on 3 July 2020, currently has 238 signatures.

An alternative petition is also available on Change.org, created by the organiser of the Black Lives Matter protest in Aylesbury, that has attracted 308 signatures in support of removing the street sign and renaming the street.

## Consultation Response

According to the Buckinghamshire Council Street Naming & Numbering Policy, the residents of Slave Hill were consulted and asked if they wished the street name to be changed. A new street name of Shipton Furlong, named after a parcel of land, found next to Slave Hill and put forward as a suitable suggestion by Haddenham Parish Council, was offered.

Out of the 40 households consulted, the results were as follows:

Agreement to change:	4
Neutral to change:	1
Objections to change:	26
No response:	9

According to the policy, two thirds of residents must agree if the street name is to be changed and the results were overwhelmingly against making this change.

Some of the comments received from the residents who responded were:

- *As one of the few remaining residents of Slave Hill who has lived here since the houses were built in 1976 it is important that I let you know that I strongly object to the name being changed. The choice of the name Slave Hill was given to part of the development called The Meadows after appropriate consideration and I can testify that it was well chosen. The digging of the stoney, heavy soil in my garden especially when a patch of witchert is encountered merits the name. It does not matter how many times the stones are cleared, more will always appear the next time round. In return for the hard labour, plants thrive and flourish here. The name therefore has a rustic charm all of its own and should be allowed to remain.*
- *Regarding the letter we received about the proposed name change of Slave Hill in Haddenham, we as residents object to any change in the name. We are comfortable that the existing name is not an indication of any BAME or BLM related issues given the history of the original name which relates to the working of the land.*
- *My wife and I both understand that the name "Slave Hill" has a historical background and is not just linked to recent national events, however, we both think that the name Slave Hill was inappropriate 40 years ago when the houses were first built and is now quite offensive to a large proportion of the population of the UK. We therefore both strongly believe that the name change should go ahead.*



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- *I fully support the sentiments behind the Black Lives Matter movement. As someone who was born and brought up in and around Bristol, I agree with the removal of Edward Colston's statue from the centre of Bristol, though would have preferred the City Council to have removed the statue and placed it into a museum years ago. However, the name "Slave Hill" has nothing whatever to do with slavery or exploitation. Its derivation is clear and based on historical records, because of the toil required to work the ground near the former track.*

*There is great danger in erasing any word that some might consider to be offensive through vague association. The danger is that it stops us asking "why" and "how", being inquisitive and wanting to understand.*

- *Obliterating a name will not change history and in this case it is totally unnecessary. We have lived at this address for 35 years and have not received any complaints or objections about it's name.*

We also advised the ward members for Bernwood which contains Haddenham. Councillor responses are contained within the report.

## Do you need any further information broken down by equality strand to inform this EqIA?

Yes

No

If yes, list here with actions to help you gather data for the improvement plan in Step 5

## Is there any potential for direct or indirect discrimination?

Yes

No

If yes, please provide more detail on how you will monitor/overcome this

The street name is offensive to some people, not only those in protected groups. It is considered that this is sufficient reason to consider the change of name. The Policy requires that street names are changed as a last resort after pursuing alternative options.

If there are no alternative options the Policy requires 66% of affected residents to be in favour of the change, whilst in this case only 10% were in agreement. Notwithstanding this, it is considered that the matter should be further considered to ensure that due regard of the requirements of the Public Sector Equality Duty takes place.

The reference to working like a slave does have a link to slavery, albeit not direct. The dictionary definition is: (i) noun: (especially in the past) a person who is the legal property of another and is forced to obey them (ii) Verb: work excessively hard (to toil, grind, labour).



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On the basis of the information provided it is clear that the origins of the name relate to the activity of working hard due to specific formation and content of the soil and land in that area, and was therefore coined by residents themselves and adopted for the historical significance to the area, it can be assumed, for these reasons.

It is reasonable to conclude that the name is not glorifying or celebrating the slave trade as it relates to the activity of work rather than the slave trade but it is also reasonable to conclude that its origins will not be widely known and could, and indeed does, therefore cause offence to those in protected groups due to both the immediate connotations of the name and deeper feelings and historical reference.

It is also accepted that the name can be offensive even where the history is known as having to work hard on a person's own allotment is in no way comparable with the servitude experienced by slaves themselves. Alternatively, the context could be viewed as sympathetic to or an acknowledgement of the plight of slaves.

The views of residents of a street is of importance as is history and historical knowledge, in this case village history.

**Conclusion:** The street name Slave Hill could divide people, even if they know the history as there is an implied connection to slavery which is offensive to people due to the connection to the treatment of certain minority groups.

There are however only 2 decisions which can be made. In making the decision, from an equalities point of view, ongoing offence should be considered and whether it would be possible to minimise this in any way. All equalities issues should be considered prior to making the decision and the proposed actions detailed in the improvement plan should be considered as potential minimising factors in the event the name is not changed.



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## Step 4: Improvement plan – what are you going to change?

Issue	Action	Performance target (what difference will it make)	Lead Officer	Achieved
Lack of explanation of street name	Proposal to Haddenham Parish Council to erect a plaque on site at Slave Hill explaining the origins of the name	Educate those who are interested about the origins of the name	Teresa Bull	
	Communicate with local and historical groups to explain origins	Explain origins and contribute to debate and knowledge of wider historical context	Jacqueline Williams	
Inclusiveness of Street Naming & Numbering Policy	Review Street Naming and Numbering Policy and EqIA screen the policy at this time (Whilst the Policy does take into account equalities issues a review to include policy and procedure can be used to update if considered necessary)	Encourage a balanced approach to new street names and consideration of further discretion for unforeseen and changing perception of names in historical context	Keith Shearman	

**EqIA approved by:**

**Date:**

**Next review date:**