

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Economic Development
Lead person: Fiona Moore	Contact number: 39 50465

1. Title: Kirkgate Market Strategy

Is this a:

☒

Strategy / Policy

☐

Service / Function

☐

Other

If other, please specify

2. Please provide a brief description of what you are screening

On 27 July 2011 the Executive Board approved the vision and objectives for Kirkgate Market and on 10 February 2012 the Executive Board approved recommendations to undertake a feasibility study to redevelop and refurbish the market and to undertake an appraisal on future management arrangements.

A feasibility study has been undertaken to determine what improvement and development proposals could be taken forward to fulfil the Council's vision for the market. It has involved extensive analysis and review of existing technical data about the condition, suitability and sufficiency of the market site and buildings. Further comprehensive surveys and technical reports were also commissioned to underpin the study and consideration was given to the feedback received from the stage 1 and stage 2 engagements and the key issues developed from the project board, project team, technical advisor and Design Review Panel

In parallel with the feasibility study, officers have developed an investment case to

help determine what the improvement and development priorities are, what a capital investment scheme would comprise and how much funding and investment will be required. The investment case considers the benefits and disbenefits of each element, the stage 2 engagement feedback, existing rents and charges, existing and historical footfall data, comparison with two other successful markets (Birmingham Bullring and Bury), capital costs, including initial capital, borrowing costs and lifecycle costs, decant strategies, compensation payments, the effect on revenue streams during redevelopment and post redevelopment, investment opportunities post redevelopment and the economic impact on the wider Leeds economy

An options appraisal on the potential future management arrangements for Kirkgate Market (indoor and open market) has been undertaken. The management options available are, in order of “more Council control, less complexity, low risk” to “less Council control, more complexity, higher risk”: No change – Managed by Leeds City Council, Alternative Leeds City Council management model, Wholly Owned Management Company, Civic Enterprise, Management Contract, Social Enterprise and Limited Liability Partnership. Each option has been appraised taking account of operational sustainability, financial sustainability and deliverability

1. Relevance to equality, diversity, cohesion and integration

All the council’s strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	✓	
Have there been or likely to be any public concerns about the policy or proposal?	✓	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	✓	
Could the proposal affect our workforce or employment practices?	✓	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> Eliminating unlawful discrimination, victimisation and harassment Advancing equality of opportunity Fostering good relations 	✓	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?**
(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Any proposals to refurbish Leeds Kirkgate Market or improve the way the market is managed will have an effect on Leeds City Council Staff, market tenants and traders, market customers and future market customers. The project team have opted for very early engagement with tenants and stakeholders to help shape the ideas and feasibility options for the market before it is decided exactly what changes there could be at the market and any designs are drawn up. The project team have also started early engagement with tenants and stakeholders on how the market could be managed in the future by gathering views and ideas to help identify the future management arrangements.

The current reporting stage for this Equality Impact Assessment is feasibility which covers 'RIBA A & B' (RIBA is an architectural term to classify a particular stage in a project). At this stage there aren't any fixed designs or approaches. It simply outlines what would be feasible and architecturally possible within the scope of the current building or any new building work which could be accommodated within the confines of the site. There isn't any detail about how things would look and feel in refurbished or new build sections of the market. This will be explored in the next stage of the project, post March 2013 Executive Board, where we will begin to develop more detailed plans and proposals for the market site. However, even at this very early stage the project team have considered Equality and Diversity.

Fact finding:

The main activities during this reporting period (Feb 2012 – Mar 2013) are building surveys, technical investigations, very high-level architectural ideas and public/stakeholder engagement to understand what people thought were the priorities to be considered for any changes to the market and then working with people to understand how important certain 'elements' for improvement in the market are.

Engagement Stage 1 – what we asked people:

Here it was important to gather lots feedback on what people thought about the market

so other than the 'about you' questions as many as possible were open ended.

Questions included:

1. Rating aspects of the market – product selection, quality of products, cleanliness, personal service, market layout, ease of shopping, shopping environment, overall shopping experience.
2. How would you describe Kirkgate Market? (open ended)
3. What 5 things would you change about Kirkgate Market (open ended)
4. What is the best thing about Kirkgate Market (open ended)

Engagement Stage 2 – what we asked people

Here the Council considered all the feedback from the stage 1 engagement survey, face to face sessions and the interim findings from the feasibility study (advising on what could be improved or change the current market buildings and environment) and grouped the findings into 'elements'. As part of stage 2 it was explained the Council couldn't afford to deliver all of the elements 'in one go' therefore it was important people told us which elements they felt were the most important. The project team pulled together a booklet to support the survey to explain more about the 12 'elements' and potential new management options for the market. The 12 'elements' we asked people to rate as 'high', 'medium', 'low' and 'don't know' were:

1. Fixing the basics
2. Replacing the roof of the 1976 and 1981 Halls
3. Heating and cooling
4. Finding your way around
5. Creating zones
6. Creating a heart
7. Creating a new route through the market
8. Layout
9. Improving the look and feel of the market
10. Reducing the size
11. Improving George Street
12. Improving public external spaces

We also asked people if they had a preference on 'how the market was managed' and what those preferences were. This was an open-ended question.

During the feasibility stage, which covers RIBA A&B, the design team operated within the principles of the Disability Discrimination Act (DDA) in terms of compliancy and accessibility. The bulk of the work undertaken by the design team so far is surveys of the existing building and understanding what 'development massing' (size and scale of buildings) may be possible within the confines of the existing site. An example of a survey would be the current floor levels within the market; this was carried out to understand if these will need to be altered as part of any changes to the buildings to ensure they are DDA compliant. Once the project moves forward into RIBA stages C – E (post March 2013 Executive Board) design work will commence and it is at this stage more detailed consideration can be given to DDA, accessibility, equality and diversity within the context of the building and surrounding site.

The customer and stakeholder engagement stages of the feasibility study were designed to minimise negative impact upon equality and diversity and promote different opportunities for people to find information and respond.

The project team has worked closely with Leeds City Council's Equality Team and Corporate Consultation Manager to ensure any engagement is as inclusive as possible.

Accessing information at any time on the project:

Throughout the feasibility study there has been a dedicated website, where documents and survey information are published and plain English is used where possible (some documents are minutes of meetings and cannot be altered so the project team may have to write a short explanation). On the website there are clear statements on how to access materials in alternative formats. There is also an email address to which any questions or suggestions can be submitted at anytime to the project team.

There is a pictorial timeline in the market on butchers row which simply sets out what people can expect during the feasibility (running up until March 2013 Executive Board), when people will be asked for their views and when decisions will be made. This also gives the website address.

There was such a vast amount of information relating to this project it would have been impractical to store it in the public domain in any other way than electronically. Although not everyone has a computer, there is free public access to computers in libraries across Leeds and where possible, as part of the engagement process, we have organised public displays and drop-ins.

How people have their say:

There were two separate occasions in this current feasibility phase where people could have their say. April – June 2012 (stage 1) and October – December 2012 (stage 2). Each stage of engagement was live for at least 8 weeks.

During the engagement periods it was important that information was easily accessible to people and there was support in place if people needed help to enable them to contribute.

This was done by:

1. Promotional materials contained the LCC contact centre number. Here people could request assistance or alternative formats. Contact centre staff were briefed on the project and how to respond to enquiries;
2. Text-phone number available to relevant groups;
3. Email address available to ask questions or request support;
4. All promotional materials and surveys contained information on how to request alternative formats and how to contact Leeds City Council about the feasibility study;
5. Plain English was used;
6. Where possible diagrams and pictures with a short narrative were used;
7. Minimum font size was used for easy readability;

8. Large print correspondence produced when requested;
9. BSL sign language support staff made available at specific meetings;
10. Personal assistants made available at specific meetings;
11. Taxi transport supplied by Leeds City Council and made available to attendees with specific requirements to enable them to come to their workshop/meeting;
12. The same information was available in both electronic and paper versions;
13. Content and associated materials for face to face activities tailored to meet audience needs;
14. Staff available at published times at the stall in the market to talk people through information on a one on one basis;
15. Venues for any workshops or meeting were chosen with guidance on accessibility from Leeds City Council's Equality and Diversity team.

Information was provided at a number of different locations within different communities:

1. Information stall within the market (staffed at advertised times);
2. Kirkgate Market information centre;
3. Libraries and one stop centres across Leeds;
4. Online at the Kirkgate Market Strategy website;
5. Online at the LCC talking point pages;
6. Civic buildings (stage 1 'quick pick up' for the surveys not practical for stage 2);
7. Email networks including Voluntary Action Leeds and Concord;
8. Public drop-ins (stage 2) *;
9. Pre-arranged stakeholder meetings.

* For the second stage of engagement there was more detailed information for people to digest before they could respond to the survey. In recognition of this 4 public drop-ins were held through the day and evening where anyone could turn up and ask questions/find out more about the project and have their say. This was additional to the market stall drop-ins. These were advertised in the local press and on the website.

Publicising opportunities to get involved:

The project team used newspapers, radio, website (2 different sites), twitter, targeted emails and mail outs e.g. Voluntary Action Leeds, Concord and Leeds City Council Equality Hub network. People also had the opportunity to come across the information as part of their daily routine via the information stall in the market and information in the libraries and one stop shops.

Face to Face work:

Although the stage 1 and stage 2 engagement opportunities for the feasibility were far-reaching it was important to target specific groups to ensure that the project team had

more in-depth views and opinions from those groups. With this in mind the project team set up specific meeting/workshops/drop-ins for the following stakeholders:

1. Markets Management Team;
2. Markets Staff;
3. Market Tenants / Traders;
4. Councillors;
5. Leeds City Council Equality Hubs;
6. Members of the public;
7. Citizens Panel;
8. Young People;
9. Local Interest Groups – e.g. Friends of Leeds Kirkgate Market and Civic Trust;
10. Leeds City Council Urban Design and Planning;
11. Local Business and Development Forums.

The project team also arranged site visits to other markets with Councillors and traders so lessons could be learnt from other recently developed markets.

Additional to the wider feasibility study discussions as part of the stage 1 and 2 engagement process the project team have undertaken detailed discussions with market traders and their consultant on potential management options for the market. Starting these discussions early with the trader representatives was important as any changes to the management of the market will affect market tenants and traders. The purpose of changing the management approach for the market is to bring about improvements as laid out in the vision and objectives of the market. There have also been discussions with Markets Staff around the potential management options as this could potentially have an impact upon their job. The March 2013 Meeting Executive Board will consider a range of possible management options. Post Executive Board there will be more in-depth work with staff and traders to bring forward the new management arrangements; this will be additional to any wider stakeholder engagement.

Data:

When asking people their views on the market, data was also gathered about the respondent; this included:

1. First part of postcode
2. Age
3. Ethnicity
4. Employment status
5. Disability

This allowed data to be extracted and reviewed for different demographics and enables the Project Team to identify any gaps in the process. Using the Citizen's Panel also ensures that we reach a broad demographic of Leeds residents. The project team have used this data to understand what is important and what preferences particular

demographics or groups hold. This has been taken into account when recommending proposals for the market. It was noted from the data that there were only small differences between the overall results and results filtered by characteristic. This has been explored further within the stage 1 and stage 2 engagement reports.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

In the feasibility study stage 1 and stage 2 engagement sessions it was important that we spoke to single or grouped similar interest groups. At feasibility stage it was important that everyone's voice was heard to understand the broad range of opportunities, challenges and ideas surrounding the market. Mixed groups will be brought together, as appropriate, in the next stage(s) of the project.

There were some opportunities for people with a common interest in the market to come together through the public drop-ins (open to everyone), visiting the stall in the market and through the Citizen's Panel focus groups (the Citizen's Panel is open to all Leeds' residents). Anyone can interact on the subject of the market on our twitter feed.

As part of the data analysis for stage 1 and 2 engagement the data was sifted by characteristic. Given the number of open questions for stage 1 there were a wide variety of answers across all characteristics. For the full breakdown please refer to the 'Kirkgate Market Stage 1 Engagement Report' at www.leedsmarkets.co.uk/strategy and attached as a background paper to the Executive Board report. The variations did not necessarily imply a statistical pattern.

For the most recent stage of engagement, stage 2, the majority of the questions had a 'tick box' format. For the full breakdown please refer to the 'Kirkgate Market Stage 2 Engagement Report' which is available at www.leedsmarkets.co.uk/strategy and is attached as a background paper to the Executive Board report. There was little difference between the priorities when split by gender, this was again the case when reviewed by age. However, it was noted that as respondents age increases so did the importance of 'heating and cooling', 'reducing the size of the market', 'replacing the roof', 'fixing the basics' and 'improving the look and feel of the market'. Respondents from BME (Black and Minority Ethnic) groups were more likely to wish to see improvements in terms of being able to navigate the market so factors such as 'finding your way around', 'creating zones' and 'creating a new route through the middle' were more likely to be mentioned as 'important' by this demographic group. In terms of employment status, whilst there were a number of significant differences between groups, these differences did not appear to follow any discernable pattern. For a full breakdown of findings please refer to the stage 2 report.

As the project progresses past March 2013 Executive Board there will be opportunities to bring mixed groups and communities together to discuss specific improvements in the market. This is when the project moves into the design phase and discussions commence around what will change 'on the ground' in the market and more detailed work

on the management arrangements will take place. Here mixed groups will need to understand other people's perspectives and priorities to come to a consensus on what could be changed.

Communication and clear and accountable decision making is key to make sure people understand why and how decisions are being made and how what they have told us feeds into that process. This will help to dispel any perceptions that the proposals could benefit one group at the expense of another.

As part of the feasibility study process we will have published all the redacted responses to the surveys and the stage 1 and stage 2 engagement reports. It is important to do this so people can understand the information we review as part of the decision making process and help dispel any misconceptions about the engagement process.

In the future given that we want to increase the customer base for the market there maybe campaigns targeted at particular groups or communities who don't currently shop in the market.

- **Actions**

(**think about** how you will promote positive impact and remove/ reduce negative impact)

A critical element of the project is communication and clear and accountable decision making is key to make sure people understand why and how decisions are being made and how what they have told us feeds into that process.

The website is vital in keeping people up to date on what is happening in the project, here we share meeting minutes and reports as well as providing a contact point for any survey information. News releases are also used to share positive messages about the market.

Continued stakeholder engagement is also key to the success of the project and for the next stages the project team will be building on the existing work done as part of the stage 1 and stage 2 engagement process. Looking at good practice and identifying any areas where the process could be made to work even better.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment**.**

Date to scope and plan your impact assessment:	n/a
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Date to complete your impact assessment	n/a
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Lead person for your impact assessment (Include name and job title)	n/a
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6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
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7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	06/02/13
If relates to a Key Decision send to Corporate Governance	
Any other decision please send to Equality Team (equalityteam@leeds.gov.uk)	