

Equality, Diversity, Cohesion and Integration Impact Assessment



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. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: City Development	Service area: Asset Management
Lead person: Stacey Walton	Contact number: 0113 2243406
Date of the equality, diversity, cohesion and integration impact assessment: April 2014	

1. Title: Kirkgate Market Improvement and Refurbishment Scheme		
Is this a:		
<input type="checkbox"/> Strategy /Policy	<input checked="" type="checkbox"/> Service / Function	<input type="checkbox"/> Other
If other, please specify		

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Stacey Walton	LCC, Asset Management	Project Assistant
Sue Burgess	LCC, Kirkgate Market	Manager of service
Chris Coulson	LCC, Asset Management	Project Manager
Manjit McKenzie	LCC, Policy Performance & Improvement	Performance & Improvement Manager
Geoff Turnbull	LCC, Citizens & Communities	Senior Policy & Performance Officer
Adrian Dean	LCC, Asset Management	Service based Equality Lead
Claire McCall	LCC, Economic	Service based Equality Lead

3. Summary of strategy, policy, service or function that was assessed:

Kirkgate Market has been given Executive Board approval to undertake a £12.3m improvement and refurbishment scheme including exploring options for improvements to George Street shops. The scheme would see:

- replacement of the roof covering of the 1976 and 1981 halls;
- improvement to ventilation throughout the building but in particular to the current Fish & Game Row which is proposed to become the fresh food zone;
- introduction of a Covered Daily Market in the 1976 hall;
- creation of an events space in the 1976 hall (upper);
- recreation of a blockshop which replaces the 1875 blockshop on the current Fish & Game Row destroyed in 1975 fire;
- upgrade and improvement to drainage;
- upgrade to floor coverings;
- improvements to way finding and signage;
- creation of a fresh food zone by bringing together the butchers and fish traders
- introduction of a 'market village' that could respond to a day and evening economy;
- relocation of market management team into 1976 hall;
- light touch improvement to central toilets;
- creation of a Changing Places facility which could be available 24/7;
- upgrade of sprinkler system; and
- light touch improvement to decor and external lighting.

As a consequence of the improvements, current traders in the 1976 hall will be given notice to terminate their licence and accept statutory compensation or take up a suitable alternative stall within the market if available. This Equality Impact Assessment (EIA) will touch on this although the main focus of this report is the improvement and refurbishment work.

The Victoria Gate development will be opposite the market and includes the construction of major retailer store, John Lewis. The improvement and refurbishment of the market will respond in a positive and sympathetic manner to this development but will not comprise its roots as the predominant market for Leeds, which is accessible by all and inclusive.

4. Scope of the equality, diversity, cohesion and integration impact assessment
 (complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan (please tick the appropriate box below)	
The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>
Please provide detail:	

4b. Service, function, event please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant)	<input checked="" type="checkbox"/>
Please provide detail:	
Improvement and refurbishment of the building and enhancement of the customer experience.	

5. Fact finding – what do we already know

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

Throughout the project the project team have engaged and consulted with a wide range of stakeholders. These include:

- Traders;
- Customers of the market;
- The Public;
- Market Staff;
- Leeds Civic Trust;
- English Heritage;
- Kirkgate Quarter Stakeholder Hub;
- LCC Urban Design & Planning;
- LCC Plans Panel;
- Metro;
- National Car Parks (NCP),
- Leeming House;
- Hammerson PLC (for Victoria Gate);
- Equalities Assembly;
- LCC's Corporate Staff Networks; and
- LCC Access Officers.

For the purposes of this EIA, the report focuses on providing an update on the outcome of meetings identified in the EIA Screening Document published with the 2nd April 2014 Executive Board report and identifies further consultation undertaken so far and identifies engagement and consultation required as the project progresses.

Trader Engagement

On 18th November 2013, all Kirkgate Market traders were invited to an Information and Engagement Session which was held in the evening to ensure that trading could continue through the day and to maximise the numbers attending. At this session the traders were presented with the RIBA Stage C design which detailed the works proposed, potential phasing sequence, the likely impact of the works on traders and customers and the likelihood of their stall being affected by the works either through demolition or physical move. Their concerns and comments/ design suggestions were noted and where possible incorporated into the design (refer to Appendix A for questions and answers).

During January 2014, traders from each of the individual areas were invited to a further Information Session where their specific areas were discussed and their specific concerns could be addressed by the Markets Management Team and the Design Team. These sessions were as follows:

- 13th January 2014 Butchers and Block Shops;
- 14th January 2014 1976 Hall;

- 20th January 2014 1981 Hall; and
- 21st January 2014 & 3rd February 2014 Open Market.

At these meetings an update was given on the physical design, particularly highlighting areas that had changed as a result of trader comment/ suggestions at the 18th November 2013 meeting and how the new proposals could have an impact on them. Compensation (where applicable) was also discussed.

The indoor traders that attended the sessions were receptive and positive to the proposed design and demonstrated an understanding of the potential negative impact of noise/dust pollution and physical temporary structures such as crash nets, scaffold and other plant on site may have.

Outdoor traders expressed a concern with the removal of the George Street wall and this was taken into consideration and removed from the design with a much reduced treatment now being proposed.

In addition to the projects formally arranged session's, the Markets' management team also invited traders to directly engage with them via appointment or through 'Meet the Manager' meetings to provide feedback on the design. This opportunity was taken up by a small number of traders and relevant information was fed through to the design team for consideration and practicality.

A further Trader Information Session took place on the 24th March 2014 where all the traders were invited to view the proposals being presented to Executive Board on 2nd April 2014. The design did not have any fundamental changes to that discussed at the small group sessions during January, but it did include the introduction of a refurbishment financial package available to traders who would have to relocate to a different unit within the market and who wanted to improve their stall. The traders were not happy with the financial package presented and the focus changed from the design proposals to individual impacts. Refer to Appendix B – notes of meeting. Traders are not obliged to take up this offer.

During the spring of 2014 and still continuing at the writing of this report are the consultation meetings with individual traders who are affected by the works. The meetings focus on how their business will be affected, their options, the council's statutory obligations and to discuss a list of requirements if the trader wishes to remain in the market and if specialist equipment is required (particularly butchers). Consultation with traders will continue throughout the project and a Trader Liaison Officer will be employed by the council on a temporary basis to provide a dedicated single point of contact to help and assist traders both during and after the construction phase.

Staff Consultation

The market management team have consulted with their staff on the scheme designs throughout the concept and design stages of the project and have also provided regular updates at their team meetings where reaction to the proposals have been positive.

Public Consultation

On 22nd April 2014, a public consultation event was undertaken in the Trinity Leeds Centre between 10am and 4pm. The exhibition event was publicised in the local media such as

Leeds Guardian, leeds.gov.uk news and events pages, Kirkgate Markets webpages and on social networks, Twitter and Facebook. Posters advertising the exhibition were also displayed throughout Kirkgate Market in order to maximise the awareness of the event.

Design visuals were on display at the event stand to enable members of the public to view the proposed design proposals and members of the project and design team were available to answer any queries or concerns expressed. The design visuals were then permanently erected throughout the market to inform customers of the proposals. Please refer to Appendix C – Design Visuals.

It is estimated that circa 200 members of the public visited the exhibition with 61 people providing feedback on the design proposals. For those who could not attend the event, the design visuals and questionnaire were made available on line through the Council's consultation portal, Talking Point where 118 members of the public provided their feedback. Analysis of the results are available to view in the Statement of Community Involvement.

Stakeholder Consultation

An Information Session was scheduled on 28th February 2014 with the equality representatives from the Equalities Assembly, LCC's Corporate Staff Networks and LCC Access Officers where the Stage D designs were presented and feedback obtained. In order to ensure the meeting was open to all, reasonable access arrangements were made available. The meeting was successful with all attendees responding positively to the design.

A major concern was the lack of a Changing Place facility and subsequently to the meeting it has been agreed by Project Board to make funding available to create a Changing Places facility that will be unique to the City as it will be located by the sub-station of the 1981 entrance and will therefore be available at all times of the day and night. All other facilities are located within buildings that close to the public during the evening. Leeds City Council Access Officers are working with the design team to ensure the designs fulfil all the necessary requirements.

The current layout of Kirkgate Market is acceptable in terms of being level access and this is not going to change through the design, however it is intended to improve the floor treatment which could have a positive impact for customers and users with mobility problems and those who are partially sighted. The design team are considering floor colour schemes and/or tactile flooring; the Equalities Assembly responded positively to this idea.

The currently 1976 hall has a sloping floor and it is proposed that the new event performance area will be levelled to ensure it is attractive, practical and physically accessible to all potential users.

For event visitors with mobility impairments and parents/carers with pushchairs a dedicated high level area will be created by the stage and seating area to ensure they are not disadvantaged by the sloping aspect of the hall floor.

It is anticipated that the event space will bring different cultures and communities together, helping foster good relationships and improve community integration and cohesion through diverse public events.

The new layout of the 1976 hall offers a flexible trading environment by enabling flexible/daily let 'pop up' stalls therefore giving more people the chance to take up short term trading opportunities and 'test the market', without having to acquire and make substantial financial investment in fixed trader stalls.

The signage and way finding will be improved as part of the refurbishment and, through further consultation with equality groups; the most appropriate solution will be developed, this may include 'you are here' maps, coloured zones etc.

Further meetings took place in the spring with NCP, National Express, Metro and owners of Leeming House who are located within close proximity to Kirkgate Market. The feedback received from these organisations was positive and they seem to see the project as a further catalyst to regenerating the area.

NCP and Metro in particular had concerns with potential construction traffic causing issues for their customers. It has been agreed to restrict access to the builder's access to the site to ensure disruption is kept to a minimum.

On 10th April 2014, the design team presented Plans Panel with the refurbishment proposals and the indicative timetable for the works.

Panel Members considered that the principle of relocation of the butchers to Fish and Game Row to create a single fresh produce area, and to enable the rationalisation of services, including new drainage and extraction was acceptable.

The main points made were outlined in the extract from the Panel Minutes, below:

- *“that the ‘Market Village’ concept was acceptable in principle*
- *that the approach taken to the proposed new Block Shop and its relationship to the original 1875 Block Shop arrangements and layout was correct*
- *that the proposed daily covered market layout and the new flexible events space were acceptable in principle*
- *that the proposed routes maximised the benefit of the proximity to Victoria Gate by strengthening the connections to it*
- *that this rationalisation was a reasonable approach to take given the proposed change in character of this area”*

Members welcomed the proposals and the investment in Kirkgate Market.

Ongoing Communications & Engagement

The project team will continue to engage with traders, customers, neighbours and members of the public through a number of media. As internet browsing is increasing in popularity the project team are developing a dedicated web page on www.leeds.gov.uk which will be updated with information such as work progress, area closures within the market and other important information and facts about the scheme. This media allows 24 hour access to information and can be translated to a foreign language via the user's software and into speech for the blind and partially sighted. It will also enable feedback straight to the project team rather than through the Council's contact centre therefore queries can be responded to appropriately and in a timely manner.

To readily identify activities associated with the scheme, the project team have developed a sub-brand to that already used by the Market to help promote and identify important information about the project and without creating confusion through the main markets branding. The branding will be used for:

- social media messages through Twitter/Facebook etc., using hashtag;
- local media communications;
- poster and literature associated with the scheme and
- construction hoarding.

To complement the electronic media format of communication, the project team will continue to use traditional forms of communications through the Markets Messenger publication and information boards.

The project team are currently engaging with children and young people by working with the Child Friendly Leeds team. A plan of activities are being considered where the views of young people are particularly important such as creating a welcoming comfortable space to relax and enjoy the market and market promotion and reporting.

**Are there any gaps in equality and diversity information
Please provide detail:**

Traders are sent equality monitoring forms to complete at the point they sign up for their tenancies. There has traditionally been a reluctance to complete and return this information and it is also anonymous and not collected based on where people are located within the market. As a result this data is poor at present.

Project staff have undertaken extensive consultation regarding the proposed changes and Market staff work with traders on a daily basis however and this has provided extensive anecdotal knowledge of the makeup of the market traders across the building who will be affected by the changes. We do not believe the proposals will have an adverse effect on any particular protected characteristic group.

Consultation and engagement work will continue throughout the implementation of the proposals and we will also endeavour to strengthen the equality data held on traders as part of this process.

Action required:

Consultation will be ongoing throughout the project with traders and stakeholders. Members of the public will be advised of developments via the dedicated web page on www.leeds.gov.uk and within the market itself.

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

Yes

No

Please provide detail:

A wide range of stakeholders and customers have been involved in the consultation process and updates are been provided on a regular basis through various channels.

These include:

- Traders;
- Customers of the Market;
- The Public; Market Staff;
- Civic Trust;
- English Heritage;
- Kirkgate Quarter Stakeholder Hub;
- LCC Urban Design & Planning;
- Plans Panel;
- Metro;
- NCP;
- Leeming House;
- Hammerson PLC (for Victoria Gate);
- Equalities Assembly;
- LCC's Corporate Staff Networks; and
- LCC Access Officers.

Action required:

Continue to engage with the above and any other relevant stakeholders.

7. Who may be affected by this activity?

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

(**Other** can include – marriage and civil partnership, pregnancy and maternity, and those areas that impact on or relate to equality: tackling poverty and improving health and well-being)

Please specify:

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify

Potential barriers.

Built environment

Location of premises and services

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

Financial exclusion

Employment and training

specific barriers to the strategy, policy, services or function

Please specify

8. Positive and negative impact

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

The main positive impact on traders, customers and staff is that the scheme ensures the future sustainability of Kirkgate Market and seeks to resolve some of the long term maintenance issues.

Kirkgate Market is inclusive and does not disadvantage any equality characteristic. It has a diverse mix of traders and customers from all backgrounds and all parts of the economic demographic and this scheme looks to improve these further. The design proposals look to complement the new Hammerson PLC Victoria Gate development but still retain its features as a heritage building and keep the feeling and atmosphere of a market which is welcoming to all classes, religion, faith and gender, as well as improving physical accessibility.

The proposals see the introduction of the first Changing Places facility in Leeds that can be accessed 24 hours a day (via register) and includes better signage, way finding and floor covering (in parts) to ensure traders and visitors who have a disability are able to access and enjoy the market.

The proposals will contribute to increasing financial inclusion by encouraging new enterprising businesses and start-ups, giving businesses the opportunity to trade in a vibrant environment and 'test the waters' without a heavy financial burden to determine the financial viability of new businesses in the current economic environment and Kirkgate Market's customer base.

These broadened opportunities will be available to all, increasing the cultural and diverse mix of Traders and also the mix of customers using Kirkgate Market by widening the products on offer. This would lead to increased interaction between communities leading to increased community cohesion and integration, in particular of different races, religions, disabled people, carers and also children.

The work started with the Child Friendly Team will bring people from various age backgrounds together for example in the use of the Events' space, with events appealing to all ages and backgrounds. The interaction of children with the markets, will support the provision and accessibility of a healthy diet for children including the cheaper availability of fresh fruit and vegetables, and may help develop 'healthier choices'.

Many aspects of the works will look to improve the complete customer experience.

Action required:

To promote links with Business Support staff in the Economic Development Service and sign post new businesses to take advantage of any support that can be offered/ provided.

To ensure a varied cultural and child-friendly programme of events is developed for the Events Space.

Develop links with the Public Health Directorate to capitalise on opportunities for promotion of healthy living.

8b. Negative impact:

As a consequence of the works, a number of traders will be displaced particularly those located within the 1976 hall.

Currently the 1976 hall has a void rate of 45%. In recent years it has been a struggle to encourage new viable businesses and customers into this area. The other 55% of the hall has a mix of food retailers (fresh/frozen and cafes) and lifestyle retailers that sell fashion or craft items. The design proposals include the re-provision of cafes and current café traders will have the opportunity to bid for one of the new units.

In addition to this the design proposals include the introduction of a covered daily market and an events space that seeks to encourage interest and vibrancy not currently seen in this area.

As the scheme moves forward we will be undertaking equality monitoring profile of all traders that will enable us to profile the differential impact on all traders as we implement the scheme.

It is acknowledged that traders may be concerned/anxious about their future in the market and the Markets management team has been conducting one to one meetings to discuss the impact on each trader as well as all options available to them

Action required:

The Market management team have been undertaking one to one meetings with traders and those traders who are displaced throughout the market due to the works will be given the opportunity to apply for a suitable alternative stall or take the statutory compensation associated with their lease agreements. This process will include use of evaluation criteria to ensure transparency and fairness in the allocation process, this will be considered under a separate EIA.

9. Will this activity promote strong and positive relationships between the groups/communities identified?

Yes

No

Please provide detail:

Action required:

Ensure that the Covered Daily Market and event space have a diverse and varied programme of events, stalls and products; and activities to maximise interaction and integration between communities.

10. Does this activity bring groups/communities into increased contact with each other? (e.g. in schools, neighbourhood, workplace)

Yes

No

Please provide detail:

The covered daily market will look to encourage new enterprise for businesses that would not usually have the opportunity to have a public facing business and for a short term licence. The market team will also work with Child Friendly Leeds and the universities to bring together the knowledge and skills of young people throughout the city to participate in activities in the market.

Action required:

11. Could this activity be perceived as benefiting one group at the expense of another? (e.g. where your activity/decision is aimed at adults could it have an impact on children and young people)

Yes

No

Please provide detail:

The scheme objective is to create a vibrant, accessible and sustainable environment for traders, customers, enterprising businesses and members of the public or any age, gender or ability. The project will aim to see an increase in footfall, continue to have a diverse range of products and inject new interest and activity into the market through the creation of an events space as well as improving physical accessibility.

Action required:

Continue to develop the design proposals.

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Continue to engage with all traders and in particular those affected by the works	Throughout the project	Arrange meeting at the convenience of the trader and take notes of the meeting	Susan Burgess
Continue to engage with the Equalities Assembly and staff networks to provide guidance and opinion on design aspects that could have an impact on equality.	Summer 2014 to Winter 2014/15	Engagement to be arranged on the changing places facility, way finding and general accessibility	Chris Coulson
Continue to engage with stakeholders	Throughout the project		Susan Burgess/ Chris Coulson
Engage with Child Friendly Leeds through workshops and meetings	Summer 2014 to Winter 2014/15	Practical measures to encourage young people into the market	Susan Burgess
Develop web page on www.leeds.gov.uk to keep traders and members of the public informed of project developments	Summer 2014 to Autumn 2016	Regular and appropriate information published with the opportunity to feedback comments	Susan Burgess
Develop sub-brand for scheme to enable traders, customers	Spring 2014 to Summer 2014		Susan Burgess

Action	Timescale	Measure	Lead person
and members of the public easily identify activities associated with the scheme			
Regularly communicate activities/ important information through local and social media	Throughout the project		Susan Burgess/Dee Reid

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Susan Burgess	Markets Manager	18 th July 2014
Date impact assessment completed		18th July 2014

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board
Please specify which board
- Other (please specify)

15. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality impact assessment should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality impact assessments that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached assessment was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: