

Report to the Chief Officer (Highways and Transport)

Date: 22 May 2018

Subject: Provision of highway access measures to benefit disabled residents

Capital Scheme Number: 16290

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): All		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

- 1 The purpose of the report is to enable Leeds City Council to continue to provide disabled parking bays, dropped kerbs, raised bus stop boarders and other access measures as requested by disabled residents in Leeds, and to make small scale improvements that benefit all pedestrians.
- 2 The implementation of measures will be demand responsive and builds on similar successful projects funded and implemented over the last ten years.
- 3 The measures to assist disabled people and pedestrians in general help fulfil Leeds' ambition to be the best city for communities by directly improving the quality of life of some of its most vulnerable residents. They also contribute to the Best City to Grow Old in Breakthrough Project in creating a 'welcoming city, accessible to all, where older people feel and are safe'.
- 4 Costs will be kept to a minimum by closer integration with Highways Maintenance and by keeping the alterations to the highway infrastructure to the minimum required for access.

Recommendations

- 5 The Chief Officer (Highways and Transportation) is requested to :
 - i) give approval to these proposals to enable the installation of minor access/ pedestrian measures; and
 - ii) give authority to incur expenditure of £70,000 funded from the LTP Transport Policy Capital Programme.

1. Purpose of this report

- 1.1. The purpose of this report is to obtain approval for funding of the annual programme for the provision of access measures which assist disabled and older people in using the public highway and provide small scale highway improvements, where justified. These comprise infrastructure measures such as dropped kerbs, raised bus stop boarders, steps, ramped access, less restrictive access barriers, handrails, tactile paving and provision of advisory designated disabled parking spaces (disabled bays).

2. Background information

- 2.1. Leeds has the ambition to be the Best City, with several Breakthrough projects, including Child Friendly City, Best City to Grow Old in and Strong Communities Benefiting from a Strong City, and the Best Council Plan aimed at achieving this ambition.
- 2.2. Key outcomes of the Best Council Plan 2018/19 -2020/21 include, for everyone in Leeds, to be able to 'enjoy happy, healthy, active lives, enjoy greater access to green spaces, leisure and the arts, move around a well-planned city easily and Live with dignity and stay independent for as long as possible' These sit at the heart of Leeds' ambition to be a compassionate city with a strong economy.
- 2.3. Accessible streets, paths and bus stops contribute to realising the overall Best City ambition and the objectives set out in the Best Council Plan in that they enable disabled people and older people and also carers, parents with push chairs and children, access their local neighbourhood, public transport, shops and services and recreational opportunities. This improves equality by reducing costs of travel and reliance on private transport, thus contributing to the clean air and carbon reduction objectives, and reduces reliance on care being delivered in house. It also helps build stronger communities, with all generations being able to participate in activities and interact on daily basis.
- 2.4. The Leeds Transport Conversation highlighted the importance of getting around local neighbourhoods specifically for older people and people with disabilities. Highway maintenance schemes are generally able to install accessible features as part of street refurbishment. Additionally, for the last decade or so, Leeds City Council has ran a programme of providing targeted access improvements in areas of greatest demand. The programme aims to complement the planned maintenance programme and other parts of the Capital Programme such as the Pedestrian Crossing Review and enables Transport Strategy to meet requests for the provision of accessible features such as dropped kerbs, additional short sections of footway, handrails, steps and minor bus stop improvements where their lack currently puts a disabled person at a disadvantage, thus helping Leeds City Council meet the Public Sector Equality Duty.
- 2.5. However, for many disabled people their car remains the main mode of transport, especially outside their local area. Accessible parking close to their home enables many disabled residents to get out and about, confident that they will be able to park on their return in a place that enables them to access their home and transfer any equipment or mobility aids. The programme which provides minor access measures is able to consider and fund the provision of advisory disabled parking bays for residents that lack an accessible off street parking provision and whose mobility would be hampered without it.

- 2.6. This programme has been successful, directly benefiting many disabled people and generating positive publicity and feedback from residents and ward members. Post-implementation surveys have demonstrated that the implementation of access measures is cost effective, as it prioritises locations where there is an existing, unmet demand and where the facility is likely to have maximum impact. Users' feedback indicates that, in some cases, addressing the request makes a difference between going out daily and visiting a range of locations and not going out at all. Dropped kerbs and accessible bus stops have also enabled disabled people to make better use of public transport, thus reducing their reliance on door-to-door transport, including the Access Bus.

3. Main issues

- 3.1. Requests for access improvements are assessed by the Access and Mobility officer and implemented throughout the year. It is therefore crucial that there is a funding package in place to facilitate the delivery of small scale access works.
- 3.2. During the financial year 2017 - 2018, 280 access-related enquires have been received. This resulted in the provision of
- 193 disabled parking bays,
 - 67 dropped kerbs,
 - several short extensions of footway, and
 - improvements to two bus stops to make them accessible to wheelchair users
- 3.3. These adaptations helped improve access around local neighbourhoods and formed vital links to local facilities, as well as enabling many residents to access both private and community transport. In addition, existing advisory disabled parking bays have been re-furbished to comply with the current provisions under the TSRGD.
- 3.4. A budget of £70,000 from the LTP allocation is required to continue with this programme in the current financial year. Currently, unfunded requests include 26 dropped kerbs and improvements to highway infrastructure at two bus stops to make them accessible to disabled residents locally. Based on previous experience, this list will grow steadily throughout the year.
- 3.5. Having a budget in place will enable Transport Strategy to continue responding to these requests and be able to implement accessible features in a timely manner, where these cannot be met by the maintenance of traffic engineering programmes.

4. Corporate Considerations

4.1. Consultation and Engagement

- 4.1.1. Highways and Transportation has adopted a grassroots approach to the provision of access improvements. Disabled residents are directly involved in identification and development of schemes, resulting in high public participation in the development of proposals. This in turn ensures that measures are prioritised in the areas of high existing demand, as identified by disabled people.

4.1.2. Local residents are consulted in writing on the proposed provision of disabled parking bays. Dropped kerbs and other minor access measures do not require detailed consultations in all but exceptional cases, as these are a form of a minor adjustment to the existing infrastructure and in most cases have no adverse impact on residents. Where a proposal is more sensitive, a more in-depth consultation takes place.

4.1.3. Traffic and road safety issues are taken into consideration in the design of the schemes and relevant sections are consulted on individual schemes as required. NRASWA notices for schemes other than white lining are circulated internally.

4.2. Equality and Diversity / Cohesion and Integration

4.2.1. The provision of access measures directly benefits several of the equality strands. Dropped kerbs in particular have a positive impact on disabled people, older people, carers and children by creating highway infrastructure that is accessible to wheelchair, mobility scooters, other walking aids and people with a mobility impairment, as well as to pushchairs, buggies, very young children and children's scooters by removing a barrier that is a high kerb. Impacts on blind and partially sighted people in areas of high demand and potential conflict is minimised by the provision of tactile paving.

4.2.2. The provision of disabled parking bays has a positive impact on disabled people and older people as well as parents and carers of children with disabilities including behavioural disabilities such as Aspergers, but can, potentially, have a negative impact on other equality characteristics, such as parents and carers. These impacts are minimised through careful consultations on schemes before a decision on implementation is reached.

4.2.3. An Equality Impact Assessments have been prepared for the provision of highway infrastructure measures given reduced availability of funding and for the provision of disabled parking, where the above benefits and disbenefits have been recognised and mitigation through consultations recommended.

4.3. Council policies and City Priorities

4.3.1. The delivery of demand-responsive access measures directly contributes to meeting a number of the Best City Outcomes:

- **Be safe and feel safe**
- **Enjoy happy, healthy, active lives**
- **Live with dignity and stay independent for as long as possible**
- **Move around a well-planned city easily**

and contribute to the following priorities aiming to achieve the above objectives:

- **Providing an inclusive, accessible range of transport options**

- **Promoting physical activity**
- **Enhancing the quality of our public realm and green spaces**

4.3.2. The provision of the small access measures has the potential to contribute directly to achieving the objective of **Enhancing Quality of Life** in the third Local Transport Plan, and indirectly towards the Low Carbon objective. It will also contribute to the three of the four Themes of the LTP3:

- **Travel Choices** enabling residents to make the most sustainable choices about when and how they travel
- **Connectivity** ensuring people can make integrated and safe journeys using transport networks on which they can rely.
- **Enhancements** improving the overall network to make it more fit for journeys in the future

4.3.6 The schemes will comply with Article 1 of the Council's Constitution through:

- design, securing and delivery of services which put the needs of the public first,
- are non-discriminatory and are appropriate to the different needs within the community;
- prioritisation of services and targeting resources to communities and individuals in greatest need;
- provision of an opportunity for citizens to get involved and make their views heard;
- Consideration of the impact of decisions upon the City's diverse and disadvantaged communities and the positive promotion of equality of opportunity.

4.4. Resources and value for money

4.4.1. **Full scheme estimate:** The total approval sought from this report is £70,000

4.4.2. **Capital Funding and Cash Flow:** It is envisaged that £70,000 overall will form the budget for access and other pedestrian improvements to be installed during the financial year 2018/19, funded from the Transport Policy Capital Programme (LTP grant funded).

4.4.3. In accommodating requests for disabled access measures residents are given a direct say in what facilities are installed and which locations are prioritised. The resources are automatically focused at areas where proven demand exists.

4.4.4. Estimated costs and funding profile :

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2018 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL	TO MARCH	FORECAST				
	£000's	2018 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	70.0		70.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	70.0	0.0	70.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2018 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
Government Grant- LTP	70.0		70.0				
Total Funding	70.0	0.0	70.0	0.0	0.0	0.0	0.0

Parent Scheme Number : 99609

Title : Transport Policy Capital Programme

4.5. Legal Implications, Access to Information and Call In

- 4.5.1. There are no implications under Section 17 of the Crime and Disorder Act 1998 for the proposed work. The schemes have a potential to contribute to the safety and well-being of residents by providing appropriate facilities addressing the existing access barriers.
- 4.5.2. Details of disabled applicants and any consultees are confidential and are subject to the Data Protection Act 2018. Details of specific schemes are available to ward members and members of the public.

4.6. Risk Management

- 4.6.1. If the programme of provision of small access measures cannot be continued, there is a very real risk that the authority will be found at fault in failing to make reasonable adjustments to enable disabled people to use the highway safely, contrary to the Equality Act. This may result in cases being submitted to the Local Authority Ombudsman or a direct legal challenge. It could also compromise the Authority's Excellence standard achieved for its approach to equality and diversity and lead to negative publicity.
- 4.6.2. Infrastructure works are subject to New Road and Street Works Act (NRASWA) and Traffic Management Act procedures. These minimise the impact and risk of damage and disruption to highways

5. Conclusions

- 5.1. Local access measures are an important element in enhancing people's mobility, wellbeing and safety, including disabled people, by assisting their participation in public life and improving their independence and therefore potentially reducing burdens on LCC and other public services. The funding sought in this report will enable the service to continue and to address the most pressing requests, which would not be otherwise met through planned maintenance in the near future

6. Recommendations

- 6.1. The Chief Officer (Highways and Transportation) is requested to :
- i) give approval to these proposals to enable the installation of minor access/ pedestrian measures; and
 - ii) give authority to incur expenditure of £70,000 funded from the LTP Transport Policy Capital Programme.

7. Background documents¹

- 7.1. Policy Note on the provision of disabled parking bays – In Appendix 1.

¹ The background documents listed in this section are available for download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Equality, Diversity, Cohesion and Integration Impact Assessment



As a public authority we need to ensure that all our strategies, policies, services, functions, and structures 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, and 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: Transport Policy
Lead person: Kasia Speakman	Contact number: 0113 2476312
Date of the equality, diversity, cohesion and integration impact assessment: 4/3/11; updated 14/05/2018	

1. Title: Provision of on-highway access measures to benefit disabled residents.						
Does this relate to:						
Strategy	Policy	Service	Function	Structure	Other	
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is this:						
<input type="checkbox"/> New/ proposed		<input checked="" type="checkbox"/> Already exists and is being reviewed			<input type="checkbox"/> Is changing	
(Please tick one of the above)						

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Kasia Speakman	Sustainable Transport - Leeds City Council	Access & Mobility Officer
Timothy Parry	Policies & Programmes – Leeds City Council	Senior Transport Planner
Lisa Powell	Performance & Improvement Manager	Equality Lead

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

Transport Policy is responsible for the development and implementation of programmes to improve accessibility for people in line with the requirements of the Equality Act. Specifically, this involves:

- Responding to requests from individuals, ward members and other Leeds City Council services, in relation to the provision of disabled parking bays, dropped kerbs, tactile paving provision, hand rails, access barriers, ramps and accessible bus stop infrastructure
- Performing site assessments and providing feedback to stakeholders
- Working with developers to pro-actively identify appropriate sites to enable better access
- Working with internal teams and contractors to install identified schemes, and to ensure that highway schemes originated in other sections consider the needs of disabled people.

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, structure or event)

4a. Strategy, policy or plan

(please tick the appropriate box below)

The vision and themes, objectives or outcomes

☐

The vision and themes, objectives or outcomes and the supporting guidance

☐

A specific section within the strategy, policy or plan

☒

Please provide detail:

4b. Service, function, event

please tick the appropriate box below

The whole service
(including service provision and employment)

☐

A specific part of the service
(including service provision or employment or a specific section of the service)

☒

Procuring of a service

☐

(by contract or grant) (please see equality assurance in procurement)	
<p>Please provide detail:</p> <p>The service uses its budget to consult and implement small scale, locally required schemes which improves accessibility and safety for highway users. These can include disabled parking bays, dropped kerbs, tactile paving provision, hand rails, access barriers and ramps and improvements to bus stop accessibility.</p> <p>The schemes can be identified by local residents or through consultation on proposed development schemes which may result in localised new demand from disabled pedestrians.</p> <p>Each scheme is assessed in terms of its costs and benefits, i.e. the demand at a particular location, how many features are required, how urgent is the demand and whether the need is best addressed through targeted action.</p> <p>Funding is provided through the Integrated Transport Package, which is part of the Local Transport Plan's capital funding and the current budget is circa £70,00 p/a – this amount remained unchanged now for a number of years.</p>	

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, service-level equality targets and customer/staff feedback.

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

Service - Background Information

The service is provided throughout the city. Customers of the service include:

- Residents
- Businesses
- Community Groups
- Councillors
- Local organisations e.g. – schools, disability / local residents groups
- Parish Councils
- Other Council Services e.g. Social Care and Outreach staff

The service receives, on average, 300 requests for service/items of correspondence per year.

Assessment Process

When requests for service are made, site assessments are undertaken to identify costs and benefits. Factors used to make the assessment include:

- Demand from disabled residents
- Overall provision of dropped kerbs/ parking/ disabled parking (any gaps in provision) and availability of alternatives
- Road safety issues
- Feasibility of addressing the issue outside of the planned maintenance programme
- Any other planned works in the area

These items are recorded and evaluated, and a recommendation on the course of action is made.

The feedback received from residents and groups indicates that these small and relatively inexpensive targeted schemes have the ability to dramatically improve accessibility and consequently the quality of life for disabled residents.

Are there any gaps in equality and diversity information

Please provide detail:

None. The service is provided throughout the City based on need.

Action required:

Not applicable.

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

☐

Yes

☒

No

Please provide detail:

Service users and stake holders are closely involved in the design and implementation of individual schemes as the service is demand responsive. Customer satisfaction surveys were conducted in the past and a small study of the impacts of the improvements on the mobility and independence of those who requested them was carried out jointly with the University of Leeds.

Action required:

No action required.

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

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify:

The work undertaken by the service has a positive effect on local people and communities generally, but in particular; older and younger people, pregnant women, people with children and disabled people.

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

☐

Specific barriers to the strategy, policy, services, function or structure

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 provision of access measures has a positive impact on people with a mobility impairment (disabled people and older people) and carers as it boosts the ability to travel independently and to access a range of services. Dropped kerbs and raised bus boards in particular also have a positive impact on those caring for children, and on children themselves, enabling them for example to 'scoot to school'.

Action required:

Continuity of service provision

8b. Negative impact:
<p>The provision of disabled parking bays can have a negative effect on non-blue badge holders by reducing the overall availability of car parking. This can have a particular effect on parents/ carers with small children and potentially on older people who do not have a blue badge.</p> <p>Lack of a defined kerb edge can have an adverse effect on blind and partially sighted people. This is minimised by careful design of the positioning of the crossing away from the kerb radius and/ or the provision of tactile paving.</p> <p>Providing informal crossing points can potentially reduce the availability of frontage parking.</p>
Action required:
<p>The provision of disabled parking and informal crossing points is subject to consultation and assessment of localised impacts; due regard will continue to be given to concerns raised over the reduced availability of car parking spaces locally.</p>

9. Will this activity promote strong and positive relationships between the groups/communities/teams identified?
<div style="display: flex; justify-content: space-around; align-items: center;"> <div style="text-align: center;"> <input checked="" type="checkbox"/> Yes </div> <div style="text-align: center;"> <input checked="" type="checkbox"/> No </div> </div> <p>Please provide detail:</p> <p>Making the streets more accessible will benefit a range of equality characteristics, enabling older people, disabled people, carers and children to use their local streets on equal basis and interact with each other and with other segments of the population. Older and disabled people especially value access to local services in their neighbourhoods and can help the economic viability of those services.</p> <p>The provision of disabled parking spaces may be contentious and help fuel resentment toward the applicant.</p> <p>Action required:</p> <ul style="list-style-type: none"> • Continue to perform feasibility assessments on proposed schemes taking into account the needs of disabled people and feedback received through consultations. • Ensure the decision making is robust. • Ensure that stakeholders are made aware of the funding pressures faced by the service in an attempt to manage expectations.
10. Does this activity bring groups/communities/teams into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

☒

Yes

☐

No

Please provide detail:

As above; follow up studies have demonstrated that where requests for the provision of access measures (dropped kerbs in particular) this resulted in an increase in how often disabled people left their homes and visited location that offered opportunities for interaction, such as shops, cafes, parks etc.

Action required:

11. Could this activity be perceived as benefiting one group/community/team at the expense of another?

☒

Yes

☒

No

Please provide detail:

Requests for provision are prioritised according to proven demand from people with a mobility impairment due to funding constraints and therefore, whereas all measures implemented benefit a wide sector of the population, it is not possible to fund requests that come from parents travelling with pushchairs.

Action required:

Ensure transparency in the decision making process.

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 investigate and identify valid schemes which have a positive benefit on the lives of people	Ongoing	Alternative funding streams identified. Priority schemes implemented.	Nick Fletcher
Ensure that stakeholders are made aware of the funding pressures and there is transparency in the process to fairly manage expectations.	Ongoing	Fewer requests for service A model for assessment created No increase in the number of complaints related to schemes.	Nick Fletcher Kasia Speakman
Try to identify alternative funding streams such as Area Management, Parish Council, MICE and developer funding	Ongoing	Parish Councils and Area Management Committees made aware of the funding shortage. Provision of dropped kerbs identified in Travel Plans. Basis for developer contribution identified in the new Travel Plan Supplementary Planning Guidance.	Kasia Speakman Nick Fletcher Christine Hamshere
Develop cooperation with other sections/ service areas to ensure best value for money performance	Ongoing	Service level agreement reached with Highways Maintenance on the delivery of schemes.	Kasia Speakman Nick Fletcher
Seek opportunities to add value to works carried out by others (e.g. Highway Maintenance schemes) by introducing features	Ongoing	Close cooperation with the Depots in implementing targeted schemes and greater awareness of the Maintenance Programme priorities	Nick Fletcher
Reprioritise works against the remaining budget to maximise benefit	Ongoing	Most urgent requests addressed in the current financial year	Kasia Speakman Nick Fletcher

Action	Timescale	Measure	Lead person
Continue to perform feasibility assessments on proposed schemes taking into account the needs of disabled people and feedback received through consultations	Ongoing	Database of requests created and maintained. Schemes prioritised according to a transparent assessment process	Nick Fletcher

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
Andrew Hall	Head Of Transport Policy (Acting)	July 2011

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

Date sent to Equality Team	
Date published	