

**REPORT FOR: TRAFFIC & ROAD
SAFETY ADVISORY
PANEL**

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|---|---|
| Date of Meeting: | 23 rd November 2011 |
| Subject: | Transport and Disabilities Procedure |
| Key Decision: | No |
| Responsible Officer: | Brendon Hills – Corporate Director Community & Environment |
| Portfolio Holder: | Councillor Phillip O'Dell, Environment & Community Safety |
| Exempt: | No |
| Decision subject to Call-in: | Yes |
| Enclosures: | Appendix A: Transport and disabilities procedure paper Appendix 1: Transport and disabilities Funding Appendix 2: Transport and disabilities – Blue Badges |

Section 1 – Summary and Recommendations

This paper provides a comprehensive review of how the Public Realm Infrastructure (PRI) service in the Community and Environment directorate addresses transport issues for people with disabilities.

Recommendations:

The Panel is requested to note the content of the paper and to recommend the Portfolio Holder for Environment and Community Safety that this working procedure be adopted.

Reason: Providing this information will provide greater clarity and transparency as to how transport and disabilities issues are addressed in the Council. It is intended that this will be of benefit to the public, members and officers.

Section 2 – Report

Introduction

- 2.1 The report on transport and disabilities provided in Appendix A does not contain any new policies. It provides a comprehensive summary of all policies provided in the Harrow Transport Local Implementation Plan (LIP2) and explains how these are put into practice.
- 2.2 This report supports many of the corporate priorities as well as supporting the aims of the Public Sector Equality duty.

Options considered

- 2.3 There are no alternative options under consideration. The report is mainly concerned with consolidating all existing policies into a single reference document for greater transparency, clarity and consistency.

Background

- 2.4 The policies included in the report are all agreed Council policies approved by Cabinet (19 May 2011) and full Council (7 July 2011) as part of the approval of the Transport Local Implementation Plan.
- 2.5 This document explains the way the policy is put into practice and all the issues considered by Public Realm Infrastructure in implementing the policy. This will provide increased clarity to all concerned, better explain the funding to such works and show the legislative background to these issues.

- 2.6 The report explains the importance of total journey improvements and how simply improving one part of the journey is not sufficient for those whose mobility is limited through disability. Areas covered in the report include legislation, community engagement, policy, funding and enforcement.
- 2.7 Topics covered in more detail include setting criteria and standards for parking, signals and crossings, public realm and enforcement.
- 2.8 Parking is the area which affects nearly all people with mobility difficulties. Issues covered in the report include:
- Controlled parking zones
 - Double yellow lines
 - Disabled parking bays
 - H-bar markings
- 2.9 Although Harrow doesn't control the signals installed on the highway, there are considerable benefits for people with disabilities from these facilities included in the report. Although Transport for London do have responsibility for installing and maintaining signals Harrow is the client responsible for promoting new installations or changes to existing facilities. Issues covered include:
- Signal controls – sensory and audible
 - Tactile crossings
- 2.10 All public realm improvements schemes should create streets that are more accessible for all and which support positive public interactions. Issues covered include:
- Area decluttering
 - Design principles
 - Signage
 - Pavement and road conditions
 - Level road surfaces and road entry treatments
 - Dropped kerbs
 - Roadworks
 - Benches
 - Accessible bus stops
- 2.11 Enforcement of regulations is explained for the following:
- Disabled parking bay enforcement
 - Blue badge enforcement

Implications of the Recommendation

- 2.12 There are no direct implications of the recommendation as this procedure is already in practice.

- 2.13 Once agreed the report will be made available on Harrow's website and sent out on request to interested parties.

Financial Implications

- 2.14 There are no direct financial implications as a result of this report.
- 2.15 The financial implications of introducing specific measures to support people with disabilities as described in the report are considered when the particular schemes affected are put forward to TfL as bids or as Harrow capital bids.

Risk Management Implications

- 2.16 There is an operational risk register for transportation projects, which covers all the risks associated with developing and implementing the physical alterations to the highway. The risk register is included in the Community & Environment Directorate Risk Register.

Equalities implications

- 2.17 The report covers procedure only and refers to policies included in the Harrow Transport Local Implementation Plan (LIP) which has had an Equalities Impact Assessment. There were positive impacts identified for the disabled equality group which demonstrated improved accessibility to the transport system and thereby opportunities to access employment and services.

Corporate Priorities

- 2.18 This report supports the following corporate priorities in the ways shown below:

Keeping neighbourhoods clean, green and safe:

This is addressed by improvements made to the street environment through the introduction of appropriate parking for people with disabilities. This removes illegal and dangerous parking and thereby improves the whole local environment.

United and involved communities:

Disabled bays are predominantly introduced at the request of those who need them. In addition, local consultations can result in more appropriate positioning of disabled parking bays.

Supporting and protecting people who are most in need:

All work identified in the report supports and protects the most vulnerable road users.

Supporting our town centre, our local shopping centres and businesses:

Providing appropriate transport facilities for those with disabilities to

better access these locations enables an additional source of income to businesses in Harrow and increases wider inclusion in all of society.

Section 3 - Statutory Officer Clearance

| | | |
|---------------------|-------------------------------------|--|
| Name: Kanta Hirani | <input checked="" type="checkbox"/> | on behalf of the* Chief Financial Officer |
| Date: 08/11/11 | | |
| Name: Matthew Adams | <input checked="" type="checkbox"/> | on behalf of the* Monitoring Officer |
| Date: 09/11/11 | | |

Section 4 - Contact Details and Background Papers

Contact: Ann Fine, Transport Policy Officer, 020 8424 1496 (int. ex 2496)

Background Papers: Harrow Transport Local Implementation Plan

<http://www.harrow.gov.uk/downloads/file/9917/lip2>

APPENDIX A

TRANSPORT AND DISABILITIES PROCEDURE

THIS DOCUMENT IS ALSO AVAILABLE IN LARGE PRINT

TRANSPORT AND DISABILITIES

Introduction

This paper has been prepared to better explain how Harrow Council addresses transport issues for people with disabilities. The Public Realm Infrastructure (PRI) service in the Community and Environment directorate comprises of Traffic and Highway Network Management (THNM) and Engineering Services. PRI services attempt to alleviate some of the obstacles faced by people with mobility difficulties and this paper explains what we do and how improvements are made.

This paper does not cover all aspects of transport relating to disability. In particular it does not cover door-to-door transport, Dial-a-ride, Freedom cards, Taxi cards, Community Transport services or any of the transport services provided by Transport for London (TfL).

It is important to recognise that a more accessible transport environment increases educational, employment and recreational opportunities for all. This in turn reduces social exclusion and has both economic and communal benefits to everyone.

Current situation

Busy lives pressurised by demands of the fast pace of everyday living can be difficult for those with full mobility. For those with mobility difficulties the challenge of going about everyday activities can be overwhelming. Getting a bus, train, tube, taxi, car, accessing shops, doctors, hospitals, the post office and other services poses challenges that the rest of the population does not have to face. It is not just those dependent on wheelchairs who face these obstacles, but also many others that have problems such as those with visual or hearing impairments and the elderly, adults with children or a pushchair, those with heavy shopping, pregnant mothers and people who tire more quickly than others and therefore have to sit down more often.

An estimated 12% of the population in Harrow currently experience reduced mobility. This includes wheelchair users, people with other disabilities and people with walking difficulties. The number is expected to increase in line with the expected population increases.

| | 2010 | 2018 estimates | 2031 estimates |
|--|-------------|-----------------------|-----------------------|
| Estimated total number of people with reduced mobility | 26,620 | 26,878 | 28,447 |
| Estimated total population | 219,847 | 223,113 | 227,758 |

As the number of people with mobility difficulties increases, the importance of improving overall accessibility of public transport and services increases. Improvements have been made but much more still needs to be done.

The types of accessibility improvements required are varied and challenging. Prioritising one type of improvement may not benefit others. Accessibility improvements are needed to services beyond the issue of mobility and include sensory requirements for those with hearing or sight problems or simple assistance for those with learning difficulties.

While a lot still remains to be done, substantial improvements in accessibility in Harrow have been made. These include tactile and audible signals across the borough, extended opening hours for the Shopmobility service in the town centre and an increasing number of bus stops suitable for low floor buses.

Legislation

Part III of the Disability Discrimination Act 1995 (DDA) gives disabled people a right of access to goods, facilities, services and premises. These rights were phased in over the period 1996 to 2004. Since 1996, it has been unlawful for service providers to treat disabled people less favourably than other people for a reason related to their disability.

Since October 1999 service providers have had to take reasonable steps to change practices, policies and procedures which make it impossible or unreasonably difficult for disabled people to use a service; to provide auxiliary aids or services which would make it easier for, or enable, disabled people to use a service; and to overcome physical features, which make it impossible or unreasonably difficult for disabled people to use a service, by providing the service by a reasonable alternative method.

The legislation does not require the transport system or the public realm to be entirely accessible for those with mobility difficulties. In an ideal world this would be the case. However funding limitations limit the standards we are able to provide.

From 1 October 2010, the Equality Act replaced a range of anti-discrimination legislation, including the Disability Discrimination Act 1995 (DDA) and subsequent amendments.

The Equalities Act 2010 requires public bodies to consciously and rigorously think about the three aims of the Public Sector Equality Duty (PSED) as part of its decision-making process. In Harrow, an Equalities Impact Assessment (EqIA) process is used to ensure that we do this.

An Equality Impact Assessment is a systematic tool to test the impact of new and existing policies and services to establish if there is any adverse / differential impact or illegal discrimination or any unmet need or requirements. EqlAs are used for all policy changes in the borough. EqlAs help ensure that we constantly promote equal opportunities and maintain good relations across the whole community.

Community engagement with those with disabilities and mobility difficulties

Key input into improving the accessibility of transport in the borough needs to come from disabled people experiencing barriers to their use of transport. THNM discuss all access needs and improvements with those most affected by access issues. There are a number of ways that this is done. These include:

- Harrow Association of Disabled People are a statutory consultee for all transport works and are consulted on for all proposed traffic scheme design
- Frequent meetings take place with HAD representatives on new scheme designs particular where issues of concern are thought to arise
- A group representing people with a variety of disabilities meet twice a year with officers to discuss issues of concern to them
- Harrow Senior Residents Association are kept informed by officers regarding all works programmes and have the opportunity to suggest issues to be included for future works
- People with mobility difficulties that are residents are consulted on transport issues for all matters that have an impact on their needs.

Harrow policies

Borough transport policies were set as part of the development of the second Transport Local Implementation plan (LIP) which was adopted by Harrow Council in July 2011. Policies for people with disabilities were included in the LIP and not presented as a separate issue from overall transport policies. This was considered as the best way to ensure that disabled transport issues are not overlooked and are seen in the wider context of borough wide transport improvements.

The following are all existing policies that are relevant to improving overall accessibility.

- A1 The council will seek to secure a fully integrated approach to the provision and operation of public transport services within Harrow, including:
- Improving the ease and convenience of approach routes to service access points, and the quality and clarity of the access signing
 - Taking account of the specific needs of people with impaired sight or impaired mobility

- Improved taxi facilities at rail and underground stations

- A2 Work towards introducing a fully integrated, accessible bus and underground station at Harrow on the Hill
- A3 In partnership with public transport service providers and regulators, seek to ensure that all stations and bus stop locations in the Borough are progressively improved with the intention of developing at access points, if appropriate, a fully wheelchair-accessible boarding / alighting points, as a basis for supporting a network of fully wheelchair-accessible scheduled bus services
- A4 Lobby TfL to improve the quality, capacity and accessibility of Harrow-on- the-Hill station and Harrow bus station
- A5 Petition TfL to bring forward improved accessibility of Harrow on the Hill station as a priority in support of Harrow town centre and to facilitate the levels of growth proposed for the Harrow & Wealdstone Intensification Area, and improve the accessibility of all other stations where there is no disabled access
- A6 Seek to ensure that all stations and bus stop locations in the Borough are progressively improved as a basis for supporting a network of fully wheelchair-accessible scheduled bus services
- A7 Increase the number of bus stops in the borough which are DDA Compliant
- A8 Ensure that all aspects of the walking environment are effectively considered when delivering works for major schemes, neighbourhood and corridor improvements. This will include signage, barriers and permeability and design to facilitate pushchairs or wheelchairs
- A9 In all neighbourhoods, corridors and major schemes the borough will consider the Better Streets principles and in particular the need to reduce clutter, improve traffic management, increase the permeability of streets, creating spaces that make it easier for cyclists, pedestrians and disabled people to get about.
- A10 Work to implement the statement of action identified in Harrow's Rights of Way Improvement Plan in order to improve overall accessibility of the network to all but giving particular consideration to those with mobility difficulties
- A11 Take into account the needs of those with mobility difficulties who would benefit from additional seating in all new schemes giving particular consideration to road side seating in areas beyond the town centres which would enable many people to take short walking trips outside their own homes.
- A12 In the development of parking schemes, the council will ensure convenient car parking for people with disabilities is considered
- A13 Where alternative options exist, prevent or deter parking on footways and verges ensuring that the safety and convenience of pedestrians, the visually impaired and disabled people is paramount
- A14 In considering planning applications for non-residential development the council will have regard to the specific characteristics of the development including provision made for convenient car-parking for people with disabilities

- A15 Prioritise in all schemes, the needs of those with mobility difficulties who need to drive to work, shops or other facilities
- A16 When financially possible, continue to support of the expansion of the Harrow Shopmobility services and their opening hours

Funding

Funding for works to improve overall accessibility in the borough is predominantly from the TfL borough formula allocation which supports the delivery of the borough LIP. Some other funding from Planning Section 106 and Harrow Capital also contributes to improvements.

Regular TfL funding that supports improved accessibility is as follows:

| Funding stream | Work details | Benefit to disabled people |
|--------------------------------|---|--|
| TfL formula funding | Improved bus stop accessibility Increased disabled parking provision More appropriately located dropped kerbs Street decluttering | Better access to a wider range of amenities for people with mobility and visual disabilities |
| TfL principal road maintenance | Improved condition of principal roads | Smoother and easier journeys for those with mobility difficulties or in motorised traffic. Significantly less risk of falling down for those with mobility difficulties. |
| TfL major scheme funding | Improved provision of disabled parking Better provision of road crossings Smoother roads and pavements Street decluttering Improved lighting Additional public seating | Localised benefits including smoother and easier journeys for people with mobility difficulties and safer crossing facilities for all. Increased perception of safety for all but particularly for visually impaired |

Other types of works funded by TfL which generally benefit people with disabilities are:

- 20mph zones
- Local safety schemes
- Accident reduction schemes
- Junction improvements
- Lighting improvements
- Area decluttering

Regular Harrow revenue and capital funding that supports improved accessibility is as follows:

Work details

Controlled parking zones (CPZs) reviews and extension

Road maintenance

Light maintenance and improvement

Benefit to disabled people

More disabled parking spaces and better located spaces

Smoother roads and pavements suitable for safer walking and wheelchair use

Improved perception of safety for all but particularly for visually impaired

Available funding for works to improve accessibility do change throughout the year, however the proposed future funding is shown in Appendix A.

Improving the journey

7.1 Total journey

Most journeys for people with mobility difficulties start or finish with walking or wheeling and may involve transfer to an additional mode of transport as part of the journey. Alleviating obstacles to access for any part of the journey is not always beneficial unless accessibility for the whole journey is achieved. There is little point in making buses accessible to people in wheelchairs if people in wheelchairs cannot get to their local bus stops or even out from their own homes.

Barriers faced by those with mobility difficulties include street clutter, street lighting, non-tactile crossing facilities, steps, ineligible signage, non-audible street information etc.

No single public authority has responsibility for all the accessibility improvements required for the total journey. Harrow works in partnership with other bodies to improve total journey accessibility and does frequently lobby other organisations to make the appropriate improvements. The Council will continue to make improvements where possible and considers improving accessibility to be a major and important challenge for the borough. In addition, the Council is committed to working with all neighbouring authorities to improve accessibility for people with disabilities.

7.2 Streets

Streets make up the greater part of the public realm. Better-designed streets therefore contribute significantly to the quality of the built environment and play a key role in the creation of sustainable, inclusive, mixed communities. The inclusive role of the street is critical to ensuring neighbourhood cohesion and successful design. The needs of people with mobility difficulties must be considered throughout any process to redesign any part of the street environment. Considering these issues as an afterthought is not an option.

The design work carried out by PRI services involves redesign of borough locations in order to deliver an improved environment for all. The following shows the key mobility improvement measures undertaken by PRI services as part of neighbourhood improvements:

- Disabled parking bays
- Sensory and audible signal controls
- Tactile crossing facilities
- Dropped kerbs

- Accessible bus stop
- Additional benches
- Signage
- Pavements and road conditions

Criteria and standards

8.1 *Parking*

Parking revenue

In Harrow, surplus funds from parking revenue are predominantly spent in support of the freedom pass and taxicard schemes. More information on these schemes is provided in Section 0. Surplus parking funds is the available money once the costs of providing, managing and maintaining parking facilities and administration have been met. The legislative requirement is to restrict surplus parking revenue funds to the provision of transport improvements in line with the Mayor of London's Transport Strategy.

Blue badges

The Blue Badge Scheme provides a range of parking concessions for people with severe mobility problems who have difficulty using public transport. The badge enables holders to park close to where they need to go. The scheme operates throughout the UK, and is administered by local authorities who deal with applications and issue badges.

There are just under 10,000 blue disabled parking badges on issue to borough residents. These are issued through the Access Harrow service and are issued to those receiving the high rate mobility component of Disability Living Allowance benefit; those registered blind or those receiving war pensioners mobility supplement allowance. In addition blue badges can be issued on a discretionary basis. The bulk of blue badges issued in the borough are issued on the discretionary criteria following a doctor's report.

In Harrow, Blue Badge holders may park for up to three hours on all single yellow lines and on double yellow lines where there are no loading restrictions present. In areas where there is no controlled parking there are adequate spaces for disabled parking. In areas of controlled parking, disabled bays are provided at key locations.

A standardised European parking card for people with disabilities has been adopted throughout Europe. Holders of the new blue card are entitled to the same parking concessions in other EU member states, and in some other European countries, that are given to disabled residents of those countries. Holders of European parking cards for people with disabilities are also entitled to the same parking concessions as holders of blue badges in the UK.

Controlled parking zones

Controlled parking zones (CPZ) are introduced in areas of the borough where residents have requested changes to the parking regulations to address their

parking concerns. For people with disabilities, key benefits of controlled parking schemes are:

- Following implementation there are fewer illegally parked cars and a reduction in road obstructions such as pavement parking and other obstructions that make crossing roads and walking along pavements difficult for all but particularly difficult for those with visual or mobility difficulties;
- Specific spaces for disabled parking are usually allocated as part of the scheme design to ensure that where needed those with disabilities can access local services and residents with disabilities can park close to their homes.
- Increased provision of pay and display bays which provide free parking for vehicles displaying the blue badge.

Double yellow lines

Double yellow lines are introduced in the borough through the introduction of CPZs and also through the local safety parking programme which addresses parking issues around a selection of streets where problems have been identified.

Double yellow lines are used at corners in Harrow to increase compliance with the Highway Code by reducing parking at road corners. In particular in residential areas at junction corners they allow people with disabilities to make use of the dropped kerbs and cross the roads more easily.

Disabled parking bays

Disabled parking bays are bays that are reserved strictly for use by people with disabilities in possession of a blue badge or a European disability parking card. The provision of blue badges to people with mobility difficulties is a national scheme and the use of disabled bays in Harrow is not restricted to use by those in the borough with disabilities. The bays are introduced through a statutory legal order.

Disabled bays are provided specifically in response to individual requests and also at key locations to increase access for disabled people to all amenities across the borough. This includes provision at shopping centres, key public transport locations, libraries etc.

The Council also provides disabled parking bays in all Council run car parks. Vehicles correctly displaying a blue badge or European disability parking card can park free in all these locations with the exception of Gayton Road car park, Queens House car park and Peel House car park. Although there are designated disabled bays in all the car parks, vehicles displaying a blue badge or European disability parking card are not restricted to parking in the disabled bays.

The Council has increased the funding put aside to provide disabled parking bays. However this is a limited budget and prioritisation for introducing disabled parking bays across the borough is required. The increased funding

has enabled the borough to improve the programming and implementation of additional bays over several years.

Most disabled bays in Harrow are a maximum of 2m wide in Harrow. If your vehicle is wider than this, it is possible that providing a suitable disabled parking bay may not be feasible. It should be noted, that some *motability* cars are too large for regular disabled parking bays and cannot be accommodated. This is generally for road safety reasons or reasons concerning disrupting other road traffic.

There are approximately 200 designated on-street disabled bays in the borough and around a further 50 designated disabled spaces available at off-street car parks within the borough. Disabled parking bays are spread throughout the borough. In residential areas they have usually been introduced at the specific request of a driver with mobility difficulties. At other locations they have been introduced to ensure that those with mobility difficulties are not excluded from local amenities and services offered in Harrow. The spaces provided are not person specific.

The criteria for providing residential area disabled persons parking place applications are shown in Appendix B to this document.

The Council does try to accommodate appropriate disabled parking whenever possible. However not all locations are suitable for dedicated disabled parking bays.

Where disabled bays are not provided to residents because off-street parking is available or can be provided at their location or because the existing road layout does not allow space to be made available for disabled bays, H-bar advisory road markings can be provided to keep vehicle accesses clear of obstruction.

H- bar marks

H-bar marks are white carriageway markings which are provided to highlight the presence of a vehicular access to a property. They are frequently provided where premises which have blue badge holder parking facilities are obstructed. The road marking will mark out the width of the driveway and therefore usually start and finish where the dropped kerb starts and finishes. The H-bar markings are only advisory and therefore cannot be enforced.

Because H-bar marks are advisory only, it is important that if an application for an H bar is accepted, then the resident does not park any vehicles there, regardless of whether or not they have a disabled badge. If people are visiting them, they should also avoid parking there. The whole point of the bay markings is to show that it is important that there is access available to the driveway at all times, and if someone consistently parks over the markings, then the H-bars may be removed by the council as they will be deemed not necessary.

H-bar marks are also occasionally provided at premises serving more than 10 parking spaces and at locations soon to be covered by yellow lines.

8.2 *Signals and crossings*

TfL's Directorate of Traffic Operations (DTO) is responsible for the management and operation of all of London's traffic signals and systems. This includes the design, installation and commissioning of signal schemes as well as providing consultancy advice on traffic signal systems. All new traffic signals provided at controlled crossings in the borough provide either tactile rotating cones and/or audible devices as standard for safe crossing. The tactile or audible devices always operate at the same time as and are interlocked with the Green Man indication. All pedestrian crossings in Harrow have either tactile cones or audible devices fitted.

Sensory signal controls

Tactile signal devices give a tactile indication when it is safe to start to cross the road. The person wishing to cross the road puts their finger on a cone sticking out of the bottom of the push button unit on a crossing. When the traffic signal shows a green man the cone rotates indicating that it is safe to cross.

Audible signal controls

Audible signals are installed where appropriate to give an auditory indication that it is safe to start to cross. The signal sounds when the green man is showing. They are commonly used at isolated sites where pedestrians cross the road in a single movement. Audible signals cannot be used where they may give confusing signals, for instance where a crossing is located near to another crossing or where the pedestrian must cross a carriageway in two sections.

Tactile crossings

For people who are partially sighted or who have little residual vision, tactile surfaces are essential for safe crossing of roads. Tactile surfaces comprising blister surfaces used in Harrow are sufficiently shaped so that blind people can feel them through their shoes and not so bumpy that they cause problems to other pedestrians or to those using wheelchairs. They also are coloured to be readily distinguishable by colour and tone from the general pavement area.

Generally, two colours of tactile surfaces are in use in the borough. A buff coloured surface is used for all uncontrolled crossings and a red coloured surface is used for all controlled crossings. However in conservation areas tactile paving is used in sympathetic materials and colours suitable for the local environment.

8.3 *Public Realm*

All street improvements schemes should create streets that are more accessible for all and which support positive public interactions. The aims of improved streets are always to create a better street for all users and increase

community cohesion. Accessible streets not only support freer movement but also boost the economic vitality of high streets.

De-cluttering

Cluttered streets can be difficult for walkers to negotiate and even harder for people with mobility difficulties or visual impairments. The removal of street clutter can improve accessibility to amenities and a wide range of services for people with disabilities. The removal of street clutter also has benefits to cyclists and pedestrians.

In all neighbourhoods, corridors and major schemes the borough considers the Mayor of London's Better Streets principals and in particular the need to reduce clutter, improve traffic management, increase the permeability of streets, creating spaces that make it easier for cyclists, pedestrians and disabled people to get about.

When new schemes are introduced, the reduction of street furniture is considered through street audits, street furniture assessment and where appropriate street furniture removal.

Design principles

Layouts of all pedestrian areas should be simple, logical and consistent. This enables people to memorise environments that they use regularly and predict and interpret environments that they are encountering for the first time.

Contrasts in colour and tone are used to accentuate the presence of certain key features. This enables people to use their residual vision to obtain information.

Important information about the environment is conveyed by the use of non-visual features, for example audible and tactile features.

Signage

Clear, concise, accurate and timely information is required for all signs. However for disabled people this is particularly important. Many visually impaired people can read signs if they are properly positioned and if the design incorporates contrasting colours and tones, is adequately sized and styled text and is of a matt finish.

Legible London signs are being introduced across London and will soon be installed in Harrow and Wealdstone town centres. This will provide maps positioned appropriately for people with limited mobility and who use wheelchairs. The maps on the signs are positioned between 90cm and 180cm above the ground, which is useful to people with limited mobility and wheelchair users. The locational and directional information is positioned at the top of the sign so that it is not obscured by people walking or standing in front of it, but can be seen from a distance.

Legible London has been designed with the help of organisations representing disability groups to ensure the Legible London design is as inclusive as possible. For example, its maps show steps, pavement widths and pedestrian crossings, which are important for visually-impaired people, wheelchair users and others with limited mobility.

Pavements and road condition

Roads with potholes and poor surfaces can be very difficult to use for people with mobility difficulties. It is a fact of nature that both roads and pavements deteriorate over time and that repairs are continually needed to maintain standards. There is never enough money to maintain the roads or pavements to the desired standards. However there is a distinction in the condition of road surfaces between roads that are difficult to use and dangerous problems.

The condition of roads and pavements across the borough are routinely checked by the Council highway inspectors. Repairs are prioritised dependent on the defectiveness of the problem and the severity of the hazard. This is influenced by the size of the damage observed and the location of the problem.

The problem that poor roads or pavements cause for people with disabilities is considered in prioritising repairs. If a location is identified as one that is particularly used by people in wheelchairs or is located near a hospital or care home it is considered to be of increased importance and assigned a higher priority.

All roads and pavements are checked on a periodic basis. This is a minimum of once a year but a higher frequency of inspection is required on more strategic routes within the highway network and/or those with a higher volume of pedestrian traffic.

Level road surfaces and road entry treatments

Roadside kerbs are a constant barrier to free urban movement for people dependent on wheelchairs and to those with various other types of mobility disabilities. However in many locations kerbs are required for safety reasons, traffic segregation and road drainage purposes. There are selected locations within Harrow where the level of the road is raised to be level with the pavements to provide a continuous level surface for all pedestrians along pedestrian desire lines and improve ease of use, though this is particularly useful for people with disabilities. Examples of this are pedestrianised streets, entry treatments and certain types of road humps introduced at shopping locations and near schools in the borough.

Road entry treatments are used on side roads so that drivers leaving a major road are in no doubt that they are entering a road of a different character. In Harrow these are predominantly used at the entry roads to 20mph zones. In general these include tactile paving and sometimes level road crossing surfaces achieved by introducing a road platform at the start of the zone. An added benefit of this is that the level road crossing allows for easy road crossing by wheelchair users and people with other mobility difficulties. The

use of coloured surfacing and tactile paving at these locations also ensures that people with visual impairments do not accidentally walk into ongoing traffic.

Tactile surfaces

Tactile surfaces are used to convey information to those with varying degree of visual impairment. Different colours and types of tactiles convey different information. The most frequently used in Harrow are blister surfaces used at both controlled and uncontrolled crossing points, corduroy hazard warning surfaces used predominantly where footpaths join a segregated shared route for cyclists and pedestrians and central delineator strips used to help visually impaired pedestrians keep to the pedestrian side. Details of these are as follows:

- Corduroy hazard warning surfaces - The purpose of these surfaces is to warn visually impaired people of the presence of specific hazards such as steps, level crossings, the approach to on-street level crossings etc. In Harrow this surface is particularly used where a footpath or footway joins a segregated shared route for cyclists and pedestrians on the cyclist's side. It is also always a contrasting colour to the surrounding area.
- Central cycle track / footway surfaces / delineator strips - The central delineator strip runs the entire length of nearly all cycle routes in the borough creating a kerb between the designated pedestrian side and the designated cyclist side. Gaps may be placed along the route to assist with drainage.

Dropped kerbs

Dropped kerbs are primarily provided at pedestrian crossing points and vehicular crossing points to provide access to residential parking. For pedestrians specifically they are provided across the borough at all pedestrian crossing points and at other locations deemed suitable to enable wheelchair users and those with pushchairs to cross roads more easily. Many disabled bays also include dropped kerbs as they have been introduced specifically to help people using wheelchairs. At side roads dropped kerbs are always located away from a direct line joining sections of footway on the main road. In order to prevent blind people walking into the side road being crossed without realising it.

Road works

Roadworks and scaffolding can create obstacles and hazards for many pedestrians including wheelchair users. It is a legislative requirement to take into account the needs of children, elderly people and people with disabilities, having particular regard for visually impaired people when carrying out any roadworks. In order to do this where road works are taking place, a suitable barrier system is provided to separate pedestrians from hazards and provide sufficient access for people using wheelchairs and those with prams or pushchairs.

When pedestrians have to be diverted to temporary footways in the carriageway, suitable ramps are provided to enable people using wheelchairs or pushchairs to negotiate the kerbs safely. Ramps cover the full width of the temporary footway, and are constructed from materials strong enough to support pedestrians, often with edging to prevent wheelchairs slipping over the edge. Ideally, the layout will include a platform at kerb level which will allow wheelchair users to turn through 90° before descending the ramp in a line that is parallel to the kerb. Ramps are fixed in position, allowing for rain water to run along the gutter and have a slip resistant surface.

Since 5th September 2011 the London Permit scheme has been in operation in Harrow. This scheme requires permits for any party carrying out works on the public highway. When permits are issued conditions are specified regarding how works are undertaken and what safety requirements are necessary. Where necessary, permits require the provision of pedestrian ramps edged in yellow and temporary walkways as a consequence of proposed works and that a minimum road space of 1.2m is available to pedestrian traffic. The 1.2m ensures wheelchair access at all times. The yellow edging ensures they are easily noticed by those with visual impairments. Compliance officers check ongoing works and identify any breaches of permit conditions. When these are identified fixed penalty notices are issued to those contravening the permit requirements. Permits can be revoked if conditions are routinely ignored.

Benches

For people with poor mobility, even a short walk to the shops can be hampered by the lack of public seating. Independence and health of people with mobility difficulties is often worsened by their dependence on motorised transport. A road side seat appropriately located can make all the difference in such situations. A walk to the shops can be made independently if there is a seat to rest located en route to the final destination.

Street improvements often include additional seating opportunities, whether they are benches or space for open air food and beverage outlets that can be used by people who may need to take a break after having been on their feet for a long time or when walking longer distances.

In providing additional road side seating, issues such as local maintenance and possible crime are also considered. For this reason, the borough attempts to locate public seats in well lit areas and where there is passing footfall.

Accessible bus stops

A fully accessible bus service is a critical element in delivering a transport system for a fully inclusive society. Bus stops are a vital link in this vision and to this end TfL provides accessible bus stop design guidelines which Harrow follows.

Low floor buses reduce the height differential between the kerb and bus floor. Whilst they are generally seen as a means of improving accessibility for

passengers with disabilities, including wheelchair users, all passengers benefit from low floor bus services. Passengers with pushchairs and heavy shopping also benefit greatly from the introduction of bus stops suitable for low floor buses. The entire TfL bus network is now operated using low floor vehicles, which have a single step entry, a low floor in the front part of the vehicle, and either a sloping gangway, or step towards the rear, over the drive axle. They also have dedicated space for wheelchairs or pushchairs.

At an ideal bus stop the bus should be able to stop parallel to, and as close to the kerb as possible to allow effective use of the bus facilities by those with mobility difficulties. The critical dimensions are the step height from the kerb to the bus floor and the horizontal gap from the kerb edge to the side of the bus. A well designed bus stop should minimise these two distances. The size of the vertical gap between the kerb and floor of the bus will affect the gradient of the bus wheelchair ramp when it is deployed. If this gradient is too severe, some wheelchair users may be unable to enter or exit safely from the bus.

The preferred kerb height at all bus stops in Harrow is 140mm, though a decision is made for each individual location as to whether the height is achievable. For all bus stops, the aim is that buses can pull up to within a maximum of 200mm from the kerb.

Bus stops must be located to allow passengers to board and alight safely and conveniently. Ideally, they are situated near places of particular need, such as local shops, libraries, clubs, health facilities and sheltered housing. Stop locations are determined by London Buses in consultation with Harrow. Harrow also consults Harrow Public Transport Users Association and the police regarding the location decision and then notifies local residents and businesses.

Consideration is also needed for the routes taken by passengers to and from the bus stop. Locating stops near pedestrian crossing facilities, and in particular at junctions, is convenient and helps passengers complete the rest of their journey safely. There is little point in making a bus stop accessible to wheelchairs (and pushchairs) without also considering the accessibility of routes to and from the bus stop. It is sometimes necessary to provide additional dropped kerb crossings and/or crossing facilities in the vicinity of the stop as part of any bus stop improvements. Accessibility is always considered in terms of the whole journey.

The bus stop marking on the carriageway is referred to as the bus stop clearway. It consists of a yellow box called a 'cage' and a thick yellow line (200mm to 300mm thick) adjacent to the kerb. The clearway is used to define the limits of the bus stop. The purpose of the bus stop clearway is to define an unobstructed area of the carriageway where the bus can:

- approach;
- straighten up;
- stop; and
- exit.

Bus stop clearway markings allow easy entry and exit at bus stops and improved accessibility of the bus service. The length of the bus stop clearway

will vary depending on the highway layout and number of buses per hour using the stop. Within the bus stop clearway area, stopping by vehicles other than buses is prohibited.

Harrow has a programme of improving accessibility of all bus stops across the borough. The aim is to ensure that all bus stops in the borough are suitable for low floor buses and are DDA compliant.

Street lighting

Street lighting across the borough is introduced to improve safety and perceptions of safety for all. One of the main aims of this is to provide uniform lighting and reduce glare and dark areas across the borough.

Lighting columns and illuminated sign posts can cause obstruction to the footway particularly for people with visual impairments, those in wheelchairs and those with wider prams. Where possible, the Council minimises this obstruction by positioning columns and posts at the rear of the footway. However, the positioning of columns also needs to take into account the location of trees, vehicular accesses, overhead lines, etc, as well as the edge of sign faces.

8.4 Enforcement

Improvements to the provision of facilities are worthless if not accompanied by appropriate enforcement measures. For many people with disabilities, the enforcement of misuse of blue badge and the misuse of disabled parking bays is critical to ensure that these offer real benefits to people with disabilities.

8.4.1 Disabled parking bay enforcement

Legitimate use of disabled spaces is enforced by the Council 24 hours per day, 365 days per year to prevent misuse by other members of the public. When badges are not displayed drivers of cars using the bays are liable to receive a Penalty Charge Notice.

8.4.2 Blue badge enforcement

In order to remain an effective way of enabling Blue Badge holders access jobs, services and facilities there is a need for effective enforcement. Blue Badge related misuse and counterfeiting includes:

- Bays being used by non-badge holders
- Badges being used by non disabled people
- Bays being used by a disabled person staying in the vehicle while parked waiting for the driver/passenger to return

The Government has recently introduced changes to Blue Badge provision which is intended to improve efficiency, improve customer service and prevent abuse of badges. Changes being taken forward are:

- A new design that is harder to copy, forge and alter, change arrangements for printing and distribution, and enhance monitoring of cancelled, lost and stolen badges

- Amend legislation to provide improved powers to tackle abuse and fraud including providing local authorities with an on-the-spot power to recover badges that have been cancelled and misused
- Transfer eligibility assessment funding from the NHS to local authorities
- Require the wider use of independent mobility assessments to determine eligibility
- Extend eligibility to more disabled children under three years old with specific medical conditions
- Provide continuous automatic entitlement to severely disabled service personnel and veterans
- Introduce an online application facility for faster renewals for people whose circumstances do not change
- Raise the maximum fee for a badge from £2 to £10
- Issue good practice guidance in scheme administration and eligibility assessment

A blue badge has to be displayed in the car whenever the vehicle is in use, however, you don't have to have a car yourself to be entitled to a Blue Badge. You can put the badge in the window of a friend's car, as long as you are also in the vehicle yourself.

Blue Badges issued by the Council remain the property of Harrow Council. If misuse is identified, the badges are taken away. If the criteria for the issue of the Blue Badge are no longer met, or in the event of the death of the holder, the badge must be returned to the Council to prevent misuse.

Joint operations between Harrow Council officers and police Safer Neighbourhood Teams are proactive in identifying disabled blue parking badge misuse. Where misuse has been identified, offenders have been prosecuted for the fraudulent use of the badge. Prosecutions are publicised in order to discourage similar behaviour.

The maximum fine for someone convicted of misusing a blue badge is £1,000 plus any additional penalty for the related parking offence. However if the offender is prosecuted under criminal laws for fraud then the fine can be unlimited.

Services

In addition to the physical work implemented, PRI services provide additional funding to support travel training and Shopmobility services.

Travel training

Travel training can help to improve access and independence for people who often face social exclusion by the difficulties they face in getting around. Training can assist in overcoming challenges, can remove barriers to independence and give people greater access to jobs, services and social networks. Travel training can empower people to take greater control in their lives, enabling them to learn new skills and take advantage of opportunities in

the community. This independence can significantly reduce the social exclusion of participants.

PRI services provide some funding for specific travel training projects. The projects considered must enable travel training to those with learning difficulties who need help learning to use the public transport network.

Shopmobility

Shopmobility is a nationwide scheme that lends manual wheelchairs, powered wheelchairs, and scooters to people with limited mobility allowing them to shop and visit leisure and commercial facilities within a town, city or shopping centre. A Shopmobility service in Harrow town centre provides this service for those shopping in the town centre. Walkers, walking sticks, blankets, shopping bags, cushions, rain capes and children's wheelchairs are also provided by the service. All of the equipment provided by Shopmobility service is also available for users for longer than just the single shopping visit. The service is predominantly managed by volunteers and funded through grants. Without the equipment loaned out by Shopmobility services, many people would simply be unable to use the town centre facilities. Shopmobility services are only open as long as volunteers continue to provide the service. The scheme is open to anyone with a mobility issue, be it permanent or temporary. Each local scheme operates slightly differently; some provide Shopmobility as a free service while others make a charge.

PRI services provide some funding for specific needs of the Shopmobility service where other funding has not been available. Funding provided is of direct benefit to service users and to increasing service provision.

Other transport and disabilities services

The following is a summary of other transport issues relevant to people with mobility difficulties. None of these are the responsibility of the Community and Environment directorate.

| Service | Purpose | Responsible authority |
|---------------------------|--|--|
| Disabled freedom pass | The scheme allows free travel on buses, tube, national rail (London network), DLR and Tramlink, for disabled people who reside in the Borough. | Harrow Council – Access Harrow |
| Older person freedom pass | The scheme allows free travel on buses, tube, national rail (London network), DLR and Tramlink, for older people who reside in the Borough. | Harrow Council - Apply online or at local post office |
| Blue badges | The scheme gives free and dedicated parking close to amenities for drivers and passengers with mobility related disabilities, or who are blind. Blue Badge holders are able to park on yellow lines for up to three hours and are also exempt from the central London congestion charge. A pass is | Harrow Council - Access Harrow |

valid for a 3 year period whereupon passholders have to reapply.

| | | |
|----------------------------|---|---|
| Taxicard | This scheme is for people with serious difficulties with walking (including breathing problems and sight loss) to travel in taxis at reduced rates. There is a maximum number of trips set by the Council that members are allowed to use each year. | Harrow Council - Access Harrow |
| Dial-a-ride | This is a multi-occupancy door-to-door service for disabled and older Londoners. It can be used for shopping; visiting friends and family; and travelling to recreational activities such as the theatre. It cannot be used for hospital appointments; getting to and from work; travelling from council day centres; going to school. | Transport for London |
| Motability cars | <p>The Motability Scheme enables disabled people to lease a car, powered wheelchair or scooter simply by using their government-funded mobility allowances. Participants exchange their allowance for a mobility package, including:</p> <ul style="list-style-type: none">• Car, powered wheelchair or scooter• Insurance• Servicing• Tyres• Breakdown cover• Adaptations and wheelchair accessible vehicles are also available | Motability Operations - non-profit company |
| Harrow Community Transport | Provides group transport vehicles for use to registered user groups from the voluntary and community sector together with statutory bodies such as social services. Also trains volunteer drivers which entitles them to drive any of the organisation vehicles. Also provides drivers if needed. Members include pensioners clubs, nursing homes, schools, churches, social clubs, tenants' association, youth clubs etc. | Harrow Community Transport - Independent non-profit organisation |

Glossary

| | |
|------|---|
| DDA | Disability Discrimination Act |
| DTO | Directorate of Traffic Operations |
| THNM | Traffic and Highway Network Management team |

| | |
|-----------------------|---|
| Controlled crossing | Pelican, zebra, puffin and toucan crossings and traffic signalled junctions with pedestrian phases |
| Tactile paving | Profiled paving surface providing guidance or warning to visually impaired people |
| Uncontrolled crossing | Pedestrian crossing points where there is no level difference between the footway and the carriageway. Typically across side roads, or at locations away from junctions |

Sources

Improving Transport Accessibility for All – A Guide to Good Practice, *European Conference of Ministers of Transport, OECD 2006*
Inclusive Mobility – *Department for Transport 2005*
Guidance on the use of Tactile Paving Surfaces – *Department of the Environment, Transport and the Regions 1998*
Traffic Advisory Leaflets – Department for Transport

Transport and Disabilities - Appendix 1

Funding shown on this page is indicative and may change throughout the period of the work.

Proposed formula funded allocation

| LIP allocation | Likely funding (£000) | | | Total |
|---|-----------------------|---------|---------|-------|
| | 2011/12 | 2012/13 | 2013/14 | |
| Disabled parking and dropped kerb programme | 35 | 65 | 65 | 165 |
| Bus stop accessibility improvements | 85 | 50 | 50 | 185 |

Other works which will improve general accessibility include:

| Project and funding source | Likely relevant disability improvement | Estimated total 3 yr funding (£000) |
|---|--|--------------------------------------|
| Stanmore Hill/Uxbridge Rd signal work (LIP) | Possible additional pedestrian crossing | 105 |
| Accident reduction schemes (LIP) | More level road crossings and entry treatments | 423 |
| 20mph zones (LIP) | More level road crossings and entry treatments | 250 |
| Controlled parking zones reviews and extensions (Harrow Capital) | More disabled parking bays and better located | 650 |
| Principal road maintenance (LIP) | Smoother roads and pavements suitable for safer walking and wheelchair use | 1,800 |
| Major schemes (LIP) | Better provision of road crossings, smoother roads and pavements, better location of disabled bays | Subject to separate bids for schemes |
| Slips trips and potholes maintenance for carriageways and footways (Harrow revenue) | Smoother and safer journeys with reduced risk of falling | 3,600 |
| Planned carriageway and footway works (Harrow capital) | Smoother and safer journeys with reduced risk of falling | 4,500 |
| Lighting repairs (Harrow revenue) | An increased perception of safety | 3,000 |
| Maintain existing lighting as well as other lit street furniture | | |
| Lighting improvements (Harrow capital) | An increased perception of safety | 4,500 |
| Improved lighting | | |

At this stage, none of the funding shown above is guaranteed.

Transport and Disabilities - Appendix 2

The criteria for residential area disabled persons parking place applications are considered on a case-by-case basis. Unless the application is for a passenger requiring a disabled person's parking space, all of the conditions listed below must be met in order for the Council to introduce a space. If a passenger requires a disabled person's parking space it can be provided if they meet item 3 of the criteria below:

1. Applicant must be a current "Blue Badge" holder.
2. The disability must be related to permanent mobility problems that make walking impossible or where the exertion required to walk would constitute a danger to life or a serious deterioration to health.
3. Applicant must be the driver of the Blue Badged vehicle, **or** if the applicant is a passenger of the Blue Badged vehicle it must be shown that;
 - (a) The applicant requires physical assistance from the driver of the vehicle and the driver is generally the only person available to assist the applicant. The driver must also live at the same address as the applicant; or
 - (b) The applicant is sufficiently disabled to require constant supervision by the driver of the vehicle. The driver of the vehicle should be the only person available to provide this supervision and must also live at the same address as the applicant; or
 - (c) The applicant is between the ages of 2 and 17 years and meets either or both of the criteria stated in sections (a) and (b) above.
4. The applicant's address must have no off-street parking space or space that could be reasonably made available for parking (eg. a front garden of sufficient depth for conversion and provision of a vehicle crossover).
5. Ability to park on-street is a major problem for most of the day.
6. Annual confirmation of need required (to be carried out by the Traffic Management Section in conjunction with Adult Care Management and Children's Services if necessary).