

# ***Roads for All***

**The Trunk Road Network  
Disability Equality Scheme  
and  
Action Plan**

**Transport Scotland  
Glasgow  
4 December 2006**

## **Acknowledgements**

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This DES and AP represents the first step in our commitment towards implementation of Transport Scotland's Disability Equality Duty towards all trunk road users. We commend it to our staff, consultants, contractors, operating companies and suppliers for immediate implementation. Inclusive Design is now a fundamental requirement of Transport Scotland's Trunk Road responsibilities.

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Transport Scotland: Trunk Roads

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# 1 Introduction

Roads make the journeys to and from our front doors possible for all of us. They allow us to travel for work, shopping, leisure, healthcare and education and to access buses, railway stations, ferry ports, and airports. Roads are essential to our way of life, our security, and our full participation in society. As such, they must avoid features that create physical and psychological barriers to travel for individuals and groups of people. An inclusive society requires roads that our diverse population can benefit from equally and independently, with choice and dignity.

Transport Scotland is responsible for the operation, maintenance, and improvement of the Trunk Road Network. As Trunk Road Authority, it is our statutory duty to produce and publish the first Trunk Road Disability Equality Scheme and Action Plan by 4 December 2006. We welcome this new duty and present this, our first Disability Equality Scheme and Action Plan, *Roads for All*.

*Roads for All* forms part of the wider Transport Scotland and Scottish Executive Public Sector Equality Duty Schemes which can be accessed through the Transport Scotland and Scottish Executive websites. *Roads for All* is available in Braille and in other formats and languages.

## **2 The Disability Equality Duty**

There are two principal parts to the 'General' Disability Equality Duty under the terms of the Disability Discrimination Act 2005. These are as follows.

- Non-discriminatory requirements in relation to Public Functions
- The Duty to Promote Disability Equality

The first part of the duty extends the principles of Part III of the DDA 1995, which prohibits discrimination in the provision of goods, facilities and services and premises to the delivery of public authority functions. Therefore, broadly speaking, public authorities must make adjustments to the way in which they carry out their functions to ensure that disabled people are not discriminated against by the way in which those functions are carried out.

The second part of the duty brings in the requirement for public authorities to actively promote disabled equality. Both parts of the duty require the active involvement of disabled people in the decision-making process and in the delivery of the functions and services.

Transport Scotland, like most other public authorities, also has specific duties under the Act. These specific duties assist the authority in meeting the general duty. At the core of the specific duty is the requirement to produce a DES. The Scheme is a framework to assist us in planning, delivering, evaluating and reporting on our compliance with the general duty.

The essential elements that the DES must cover are as follows.

- A statement of how disabled people have been involved in developing the Scheme
- An Action Plan of the steps which the authority will take towards fulfilling its general duty
- Arrangements for gathering and using information about the performance of the public body on disability equality
- Arrangements for assessing the impact of the activities of the authority on disability equality
- Details of how the authority is going to use the information gathered, in particular in reviewing the effectiveness of its action plan and preparing subsequent Schemes

More detailed information on what is expected of public authorities in meeting the DED is available from the current Disability Rights Commission at [www.drc-gb.org](http://www.drc-gb.org).

### **3 Transport Scotland**

Transport Scotland is the country's national transport agency. Established in January 2006, its purpose is to deliver the Scottish Executive's vision for transport, making a real difference to travel for people and businesses using the Trunk Road and National Rail Networks.

Transport Scotland is responsible for the following.

- Delivering the Scottish Executive's transport capital investment programme over the next decade.
- Operating, maintaining and improving the country's Trunk Road Network and funding and overseeing the safe and efficient running of the rail network.
- Establishing and running a national scheme for concessionary travel in Scotland

Transport Scotland is also responsible for:-

- Delivering transport improvements by building a centre of excellence with the right professional skills.

Transport Scotland has a continuous recruitment policy. If you have skills and knowledge that you believe will benefit the Agency then contact us at the web address on our Home Page.



## **4 The Trunk Road Network**

Scotland's Trunk Road Network is diverse - from the braided multiple lanes of the M8 motorway in central Glasgow to single track roads in the West Highlands. Although it represents just over 6% of our total road network, the Trunk Road Network carries 37% of all traffic and 62% of all heavy goods traffic. But not only do our roads support travel, they also provide corridors for telecommunications, gas and electricity transmission, water distribution, sewage disposal, cable television and broadband internet services and all the paraphernalia that support, enhance and make contemporary life what it is.

The Trunk Road Network is 3,500 kilometres in length and is valued at around £12.5 billion in resource accounting terms. In maintaining and supporting communications it is one of Scotland's most important assets, and invaluable. Because of its strategic importance to Scotland's economic, social and environmental wellbeing, the Trunk Road Network is under the authority of central government. Transport Scotland is Trunk Road Authority accountable to Scottish Ministers for the Network's operation, maintenance and improvement.

Transport Scotland aims to deliver a safe, efficient, reliable and environmentally acceptable Trunk Road Network that meets the current and future needs of all users. But our responsibilities don't stop there. Together with the Highways Agency in England, and the equivalent Departments in Wales and Northern Ireland,

Transport Scotland is one of the four Overseeing Organisations responsible for the development and application of the UK Design Manual for Roads and Bridges.

These responsibilities put Transport Scotland in a unique position as regards the DDA. We are guardians and developers of road design standards and good practice guidance that is used daily by designers. We are also client to numerous world renowned traffic and transportation, geotechnical, civil, structural, advanced transport telematics, environmental and safety engineering Consultants, Contractors and Suppliers.

In addition we are responsible for development control in terms of planning proposals that impact upon the Trunk Road Network as well as being controllers of the what, where and when of operations by third parties on the Trunk Road Network including public utilities. This means we are able to influence directly the impact of barriers to travel for all users of the country's strategic road network and, indirectly, the barriers to travel elsewhere.

As such we undertake to ensure Equality for all users of the Trunk Road Network and to promote such Equality through our development and guardianship of the Design Manual for Roads and Bridges, as clients to design consultants, contractors and suppliers and as Trunk Road Authority in relation to our development control duties and management of statutory undertakers.

# A Map of the Trunk Road Network



## 5 Summary of Process and Equality Scheme

### Summary of Process

Transport Scotland was established as an Executive Agency in January 2006. The Agency's staff are civil servants. Transport Scotland commissioned the Halcrow Group in July 2006 to assist in taking forward our Disability Equality Duty for the Trunk Road Network. Under the Disability Discrimination Act 2005 public authorities must involve disabled people in this work and a wide cross-section of willing hands was recruited to the working group as both individuals and representatives of disabled groups (see acknowledgements).

The working group agreed that the first Scottish Trunk Road Disability Equality Scheme and Action Plan should be based on a representative sample audit of barriers to travel for **ALL** users. The Group determined that some 250km of urban and rural sections of the Trunk Road network should be audited and the barriers to travel for all users identified. The Group further determined that the sample audit should be used to guide the development of the first Disability Equality Scheme and Action Plan as well as the audit of the whole trunk road network and the subsequent work programme.

The sample audits were conducted in September/October 2006 by experienced safety audit personnel guided by qualified disability trainers and access consultants. In parallel with the sample audit process the Working Group engaged with local access groups to

discuss and identify known and perceived physical and psychological barriers restricting accessibility. This also involved consultation with representative groups from the voluntary sector and a questionnaire survey of individuals and groups to complete the understanding of barriers to all users.

The findings of the sample audit, local access group engagement, and other representative group involvement, were appraised at independently facilitated workshops to determine the Objectives and Actions for the “Roads for All” document. These were subsequently refined and ratified by the Directors of Transport Scotland responsible for the Trunk Road Network.

## **Equality Scheme**

The Scheme requires action on a number of fronts and these are set out in the Action Plan. A parallel concept is the ‘4E’s’ of road safety, namely, Engineering, Education, Enforcement and Encouragement.

The first and basic Engineering part of the Scheme requires the full audit of the Trunk Road Network to capture the extent of each barrier identified in the sample audits. Each barrier type will be subjected to an Equality Impact Assessment and Test of Reasonableness and prioritised on the basis of Highest Impact as a function of the degree of physical restriction and number of users affected. It is expected that this will result in the low cost, high impact urban barriers associated with crossings and footways being tackled first while high cost, low impact barriers such as

quiet rural trunk road bridge footways may await the cycle of bridge maintenance programmes. The *Roads for All* Forum will inform such decisions.

The second part of the Scheme strategy is Education. Most of the solutions that will remove physical and perceived / psychological barriers to travel for all users of the trunk road network already exist in good practice design standards and guidance such as the Design Manual for Roads and Bridges. However, the concept and practice of Inclusive Design requires to be disseminated widely and adopted as part of the intellectual process that Transport Scotland, as a client, demands of its designers. To this end the Agency will set up a programme of lectures, seminars and conferences to ensure that our own staff as well as those of our consultants, contractors and suppliers are equipped to take forward our Equality Duty in their everyday work. The *Roads for All* Forum will advise upon suitable Trainers and Access Consultants best equipped to run this education programme as well as refresher / new entrant courses.

The third aspect of our Scheme strategy is Enforcement. Here not only does Transport Scotland have its own rigorous internal approval procedures for trunk road improvements but also requires a system of independent Safety Audits to be undertaken at salient stages of design and construction. It is proposed that the role of our independent Safety Auditors be expanded to include Enforcement of the Agency's Equality Duty. This will be taken forward in consultation with the Roads for All Forum and Safety Audit representatives.

The final part of our Scheme is Encouragement. Not only will we motivate those directly involved in delivering the operation, maintenance and improvement of the Trunk Road Network to deliver our Equality Duty but we will also engage with other individuals, businesses, authorities, operators and service providers whose activities and services impact upon users of our Network. Public Utilities/statutory undertakers, bus operators, oil companies, local road authorities, regional transport partnerships, tourist facility operators and others are all stakeholders towards whom we will look and encourage to assist the Agency in carrying out our Equality Duty. By facilitating improvements in a holistic way and reducing our stakeholders' impact upon travel we consider that many of the psychological barriers to travel on the Trunk Road Network will be lowered to encourage confidence in independent travel with dignity. Here a demonstration project may be a useful way forward.

As with any strategy we will continuously monitor progress, develop, refine and evolve the Scheme and Action Plan and produce annual reports on progress together with the latest version of the Action Plan. These will feed into the overall Transport Scotland and Scottish Executive multi-faceted Public Sector Equality Duty that will be reported upon in accordance with Scottish Ministers statutory duty. Finally, we commit the Agency to working with the new Equality and Human Rights Commission to achieve our aim of ***Roads for All***.

## **6 Objectives of the Trunk Road Network Disability Equality Scheme**

- 1** To make Scotland's Trunk Road Network safer and more accessible for all users by the removal of barriers to movement along and across Trunk Roads.
- 2** To develop all professional and technical staff involved in the design, maintenance and operation of the Trunk Road Network to recognise and understand the needs of disabled people.
- 3** To ensure the design, maintenance and operation of the Trunk Road Network meets the needs of disabled people through the involvement of disabled people in the development of good practice guidance.
- 4** To make facilities and services more accessible from the Trunk Road Network.
- 5** To make journeys secure and comfortable for all by working with other service providers and utilising appropriate technology.
- 6** To promote journeys by public transport by working with Local Authorities, Regional Transport Partnerships and operators to improve access, facilities and information at bus stops etc directly accessed from Trunk Roads.



## 6 Action Plan of the Trunk Road Disability Equality Scheme

No	Objective		Description of actions	Target
1	To make Scotland's Trunk Road Network safer and more accessible for all users by the removal of barriers to movement along and across Trunk Roads.	a	Audit the whole Trunk Road Network and conduct a desktop review of existing asset information including bus stops to identify the total extent of all types of barrier to travel for all users of the trunk road network.	August 2007
		b	Conduct a desktop review of good practice standards, develop appropriate Equality Impact Assessment and Test of Reasonableness tools, agree these through the <i>Roads for All</i> Forum and apply these to each barrier.	December 2007
		c	In conjunction with the <i>Roads for All</i> Forum, develop prioritised action programmes based on the findings of the full audit and Impact / reasonableness appraisal. The programmes will utilise existing maintenance and improvement programmes where possible. Progress will be monitored and reported annually.	March 2008

No	Objective	Description of actions	Target
2	To develop all professional and technical staff involved in the design, maintenance and operation of the Trunk Road Network to recognise and understand the needs of disabled people.	<p>a Sponsor and support the introduction of appropriate training programmes on Inclusive Design for all Transport Scotland staff involved in the design, maintenance and operation of the Trunk Road Network. This will include general disability awareness training and specific technical training for staff directly involved in design decisions. Develop and introduce Equality Impact Audits to Road Safety Audits and require Road Safety Auditors to undertake appropriate training.</p> <p>b Provide lectures, seminars and awareness training on Inclusive Design for consultants, contractors and others involved in designing, constructing and maintaining the Trunk Road Network.</p> <p>c Promote a National conference on the <i>Roads for All</i> Disability Equality Scheme and Action Plan to raise awareness among transport professionals and others across the country.</p>	<p>September 2007</p> <p>December 2007</p> <p>February 2009</p>

No	Objective	Description of actions	Target
3	To ensure the design, maintenance and operation of the Trunk Road Network meets the needs of disabled people through the involvement of disabled people in the development of good practice guidance.	<p>a Reconstitute the working group as the <i>Roads for All</i> Forum, comprising Transport Scotland engineering staff, representative groups, Police and road transport operators.</p> <p>b Resource Transport Scotland to ensure timeous progress with the Trunk Road Disability Equality Scheme and Action Plan.</p> <p>c Agree the terms of reference for the <i>Roads for All</i> Forum (e.g. Review policies and standards and help to establish priorities and monitor and review progress in addressing the Actions within this Plan).</p> <p>d Continue the involvement with local access and other representative groups and ensure that appropriate stakeholder groups are included on the list of non-statutory Trunk Road consultees for inclusive design purposes.</p>	<p>December 2006</p> <p>December 2006</p> <p>February 2007</p> <p>Ongoing</p>

No	Objective	Description of actions	Target
4	To make facilities and services more accessible from the Trunk Road Network.	<p>a Undertake journey surveys to establish the access needs of people to facilities and services and consider additional information, for example, existing bus stop location studies.</p> <p>b Working with other bodies including transport operators, consider the scope for improving access to facilities and services located on or adjacent to the Trunk Road Network.</p>	<p>December 2007</p> <p>December 2008</p>
5	To make journeys secure and comfortable for all by working with other service providers and utilising appropriate technology	<p>a Capture and evaluate information on emergency facilities and support services on Trunk Roads, considering potential changes in telecommunication technology.</p> <p>b Bring forward possible options for the introduction of contemporary technology in conjunction with other advances and transport initiatives.</p>	<p>December 2007</p> <p>December 2008</p>

No	Objective	Description of actions	Target
6	To promote journeys by public transport by working with Local Authorities, Regional Transport Partnerships and operators to improve access, facilities and information at bus stops etc. directly accessed from Trunk Roads.	<p>a Consult existing forums and stakeholders and bring forward proposals for improving public transport infrastructure on and adjacent to the Trunk Road Network.</p> <p>b In conjunction with the <i>Roads for All</i> Forum develop appropriate standards as regards the layout and access to public transport facilities on and adjacent to Trunk Roads. Consider the scope for pilot and demonstration projects.</p>	<p>June 2007</p> <p>December 2007</p>