Plan Estratégico de Accesibilidad Universal para la ciudad de Madrid, PEAUM

Executive Summary

obras y equipamientos | MADRID

INTRODUCTION

The "Universal Accessibility Strategic Plan for the city of Madrid" (hereinafter to be called PEAUM, for its initials in Spanish, or "the Plan") is a new instrument for the management and promotion of universal accessibility (UA) in the municipality of Madrid.

It focuses on ordering and enhancing the actions of the Madrid City Council, which has been committed for many years to the implementation and promotion of accessibility in buildings, public spaces, transport and services.

The Plan is innovative and begins from a renovating vision: which has been described as "Accessibility 3.0", and which goes beyond a conventional vision of accessibility as embodied in sectoral regulations or solely linked to inclusion and equal opportunities for people with disabilities, and opens up to other fields and approaches, such as the UN Sustainable Development Goals. It also includes other approaches and strategies to link with groups such as the elderly, women and children; including services, media or innovation that affect them.

The Plan is based on the current situation of UA in Madrid, which has been achieved thanks to great efforts and investments, as reflected in many of the diagnostic studies carried out. Madrid has come a long way in the field of accessibility and has much to be proud of. At the same time, there is an almost unanimous view among the agents consulted on the need to increase communication and information on the work carried out and the progress achieved, this being one of the aspects that the Plan aims to correct and improve.

A complete diagnosis has been carried out which analyses the key aspects to understand the current situation: training, internal management, participation formulas, social awareness, involvement of professionals and the private sector, and the use of new technologies.

The conclusions drawn from the analysis and diagnosis have led to the definition of the main strategic lines that will define the Plan. The PEAUM is not configured as a plan of interventions on the actual accessibility conditions currently available to the public. Instead, it is a management instrument that seeks to improve the tools used, the protocols and mechanisms that make improvements more effective, and the way they are perceived. This involves the entire administrative structure of the municipal corporation and enriches the content and mission of the recently created General Directorate of Accessibility (hereinafter referred to as the DGA, from its initials in Spanish).

A key starting point is the 2006 International Convention on the Rights of Persons with Disabilities, Article 9 of which reads that: States shall take appropriate measures to ensure accessibility for persons with disabilities to the physical environment, transportation, communications and services for public use. Ensuring accessibility to people who have greater needs of it, people with disabilities, universal access is guaranteed.

The Municipal Corporation, in June 2019, made a long-standing aspiration of Madrid City Council a reality with the creation of the Accessibility Office, raising it in 2021 to the status of Directorate General of Accessibility, making effective Institutional Declaration number 2017/8001793, approved by Agreement of the (31/2017) ordinary session of the Plenary held on November 29, 2017, which expressed the unequivocal determination and commitment of the entire Municipal Corporation in favour of universal accessibility.

The DGA was born with a specific competence to "Develop and monitor the strategic accessibility plan for the city of Madrid" giving shape and dynamism to an historical aspiration.

1. INITIAL DIAGNOSIS: THE UA IN MADRID

1.1. Regulations and reference plans for the preparation of the PEAUM

Accessibility in Spain has had a long history since the 1970s, reflected in numerous regulatory texts at State, Autonomous Community and Municipal levels. For an updated review of the current regulations, please refer to this link.

In addition to these regulations, the contents of these documents, strategic plans and sectorial plans that, due to their operational importance in municipal policies, have greater relevance in the preparation of the PEAUM have been reviewed:

- Government Operational Plan 2019-2023 and Strategic Plan Agenda 2030.

- Madrid Strategy for the Care of Persons with Disabilities 2018-2022 of the Community of Madrid.

- Madrid, Safe City for Women and Girls. Action Plan 2021-2023.

- Madrid, Friendly City for the Elderly. Action Plan 2021-2023.

- Accessibility guidelines in the area of Building Works and Facilities for the Strategic Accessibility Plan Madrid 2020-2030.

-   Survey on quality of life and satisfaction with public services in the city of Madrid 2021 (published in March 2022).

It has been noted that accessibility appears in these documents as an element to be taken into consideration, albeit with varying degrees of emphasis and importance. These contents have inspired some of the proposals presented in the Plan.

1.2. METHODOLOGY OF DIAGNOSIS

In order to prepare the way for the analysis of the current situation of accessibility and its management in Madrid, a methodology has been developed in two areas:

-   **Internal diagnosis:** knowledge of the Madrid City Council through its areas and entities from the perspective of accessibility management, participation, its organisational structure and mechanisms used for the promotion and improvement of accessibility.
-   **External diagnosis:** information and perception coming from the different agents external to the City Council who are involved and/or affected by the management and conditions of universal accessibility in Madrid, particularly those determined, directly or indirectly, by municipal activity.

In order to prepare said diagnoses, surveys, interviews and focus groups were carried out, which contribute to a single, combined and complete result. Other participatory instruments designed to gather information and perceptions of the different internal and external agents have also been incorporated.

In all cases, the design of the instruments is based on the same thematic axes:

1. Vision and Perceptions on Universal Accessibility.
2. Universal Accessibility in Madrid: Its Current Situation, Perspectives and Image of the City.
3. Management and Communication of Universal Accessibility by the Madrid City Council.
4. Conception and Ideas about the PEAUM and its Contents.
5. The Need and Role of the General Directorate of Accessibility.

2. **RATIONALE FOR THE PLAN.**

2.1.   GENERAL OBJECTIVE

The Plan seeks to create the vision and roadmap to be followed by the City Council in terms of accessibility for the coming years, establishing the strategic lines that will serve as reference for the development of municipal policies with a cross-sectoral nature. It aims to be the source of modernisation and guidance to achieve higher quality municipal environments and services for the entire population and to bring their benefits closer to all residents and visitors.

2.2.   MISSION, VISION, VALUES

Mission

The Madrid City Council, in terms of accessibility, offers services to guarantee the inclusive and participatory life of all people through equal opportunities, with a cross-sectoral reach and in all areas, both public and private, of its competence.

On the other hand, the DGA, as an organisational unit, has the task of promoting, aligning, coordinating, and providing coherence to the policies and actions in the field of accessibility promotion that are undertaken by the different areas of municipal government in a cross-sectoral way.

Vision

The goal to be achieved is that Madrid become a reference in the management, governance, promotion, and implementation of universal accessibility with a broad, multi-dimensional nature and with a capacity for innovation and leadership, both nationally and internationally; for Madrid to be a city known and valued by its citizens, users and visitors, for its high level of accessibility to environments, products and services, with high standards of quality and usability.

Values

The main values underpinning the management, development, promotion and implementation of Universal Accessibility in the Madrid City Council are the following:

- Equal Opportunities and Non-Discrimination
- Universal Design

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- Personal Autonomy and Independent Living
- Social Inclusion, Participation and Transparency
- Flexibility and Adaptation
- Sustainability and Multidimensionality
- Person-Centred Management
- Continuous Improvement with Effectiveness and Efficiency
- Quality and Innovation

2.3. A CONCEPTUAL APPROACH TO THE PEAUM

The Plan responds to a vision of UA as one of the most important vectors of transformation of cities in the coming years. Accessibility, which evolved markedly during the final two decades of the last century and the two decades of the present, is projected into the future, broadening its scope and relevance. The PEAUM arises from an interpretation of that process to elucidate what could be called Expanded Universal Accessibility or Accessibility 3.0, adding the transformation instruments in line with the most current trends in the evolution of cities: those linked to environmental and social sustainability, the Sustainable Development Goals (SDGs) of the United Nations, the 2030 urban agendas or the new parameters of gender and childhood urbanism.

UA thus expanded acquires a more active role in the conception and transformation of environments, goods and services, both at the individual level (citizens in their diversity), and in terms of larger collectives, by categories of age, gender, disability, economic activity, use of public space, etc. UA becomes a prism from which to analyse reality and its impact on different groups of citizens.

Also forming part of the strategic vision of this plan is the need to combine two necessary orientations in UA action. On the one hand, what we call GUARANTEE, referring to rights, services in districts and neighbourhoods, territorial balance, coherence of solutions…. On the other hand, what we can call FASCINATION, is linked to projecting a more innovative, exciting and forward-looking vision of universal accessibility as a vector of quality and modernity, attracting participation, a friendly and creative face. Promoting UA as a something proactive and outreaching, that can integrate creatively with the solution of diverse needs, as well as being understandable and attractive to the general public.

The PEAUM will also constitute the conceptual and argumentative support to optimise actions, promoting the development of objectives through the General

Directorate of Accessibility to turn it into an instrument of reference, both internally and externally, effective, and the driver of these transformations.

2.4. THE GENERAL DIRECTORATE OF ACCESSIBILITY (DGA) IN THE CONTEXT OF THE PLAN

The Directorate General of Accessibility (DGA) created by the Agreement of March 11, 2021 of the Governing Board of the City of Madrid, formerly the Accessibility Office and constituted by Agreement of the Governing Board of the City of Madrid on the organisation and competencies of the Government Area of Building Works and Equipment of June 27, 2019, has been key to producing progress in the institutional positioning of accessibility in the City Council itself, which has led to raising the need for the PEAUM.

As expressly stated in the **Government Operational Program (Government Commitment: 33**: Creation of the Accessibility Office; Strategy set by the Governing Board on 25/3/2021), the existence of the Accessibility Office is the key to the implementation of the PEAUM, being the main element of its mission to provide accessibility criteria to the management of the City Council itself*.

3. **STRUCTURE AND CONTENTS OF THE PEAUM**

3.1. STRUCTURE OF THE PLAN

The Plan is structured in a hierarchical manner based on five strategic lines:

1. **Image and Communication:** showcasing the work on accessibility inside and outside the City Council and to multiply the knowledge of what is being done.
2. **Inclusion and Rights:** guaranteeing equality through an inclusive and participative life.
3. **Boosting the Internal Management of UA in the Madrid City Council:** Increasing effectiveness and efficiency in the work carried out and to offer the highest quality in processes, goods and services.
4. **Awareness and Training (Internal and External):** Transforming society and turning an ever-greater number of people into ambassadors of accessibility, and contributing to its implementation and respect. Making knowledge a hallmark of our daily effort.

5. **New Frontiers and innovation:** Advancing without limits, to be at the forefront of resources that contribute to improving the quality of life.

Each of these strategic lines is developed through operational objectives (17), and these in turn, through proposals (64), which will be implemented on a regular basis for the first 4 years anticipated for implementation of the PEAUM.

The proposals can be directed to the municipal corporation itself or to the activities, services or interventions that it carries out in the city or towards its citizens.

LE1: Image and Communication

This strategic line is developed in 2 operational objectives and 10 proposals:

OO1-1 Enhance UA in the Communication and Information Strategies and Channels of the Madrid City Council.

It includes the following proposals:

P1-1.1. Improve municipal information and communication channels to ensure universal accessibility, including the right to an LSE interpreter and personal assistant, where appropriate, ensuring the accessibility of the website and mobile applications on municipal information.

P1-1.2. Improve communication and information on UA improvement interventions in districts and neighbourhoods, with emphasis on the impact on different citizen groups, such as the elderly, women or people with disabilities.

P1-1.3. Improve the attention to and follow-up of complaints and demands on UA problems received through different media.

P1-1.4. Promote and project UA through new information and communication technologies.

OO1-2 Enhance the Image of the City through Better Dissemination, Information and Commitment to Interventions carried out in the area of UA.

It includes the following proposals:

P1-2.1. Reinforce the positioning of the city as a friendly and accessible destination in tourist, commercial and international market forums, making profitable the investments made and the commitment to an accessible Madrid.

P1-2.2. Submit nominations for national and international awards, based on the progress made in the integrated management of the UA and the institutional strength that encourages these actions through the PEAUM and the DGA itself, in addition to achievements in the sectors of transport and urban space, tourism, etc.

P1-2.3. Incorporate links with the principles and actions of the 2030 Agenda into the communication processes on UA improvement.

P1-2.4. Develop and use a symbology associated with the PEAUM that points out good practices in terms of UA in new projects, works, etc.

P1-2.5. Incorporate and promote the new accessibility symbol developed by the UN.

P1-2.6. Promote the development of a homogeneous pattern of urban signage and information throughout the city that brings together the best accessibility features - particularly those of a cognitive nature- in a singular design for its progressive implementation.

LE2: Inclusion and Rights

This strategic line is developed in 3 operational objectives and 9 proposals:

OO2-1 Update and Optimise Regulatory Development.

It includes the following proposals:

P2-1.1. Apply UA criteria to Municipal Ordinances, both in terms of content and format (clear communication, etc.). Publish easy-to-read versions.

P2-1.2. Promote corrective measures arising from the analysis and application of UA regulations.

OO2-2 Ensure Compliance with UA Regulations.

It includes the following proposals:

P2-2.1. Develop and disseminate a support and advisory service on UA regulatory issues.

P2-2.2. Develop and implement procedures and systems for evaluating accessibility conditions in environments, services and products for use by various municipal operating units.

P2-2.3. Develop tools to facilitate the application of UA regulations, both internally and externally to the municipal organisation.

P2-2.4. Develop models for the application of the sanctioning procedure, clearly establishing the system for allocation of competencies.

P2-2.5. Promote the exercise of rights from the social model, to guarantee, through UA, personal autonomy and an inclusive and participatory life.

OO2-3 Include the Perspectives of Gender, Childhood, Disability and the Elderly in the Guidelines and Actions on UA carried out by the Madrid City Council.

It includes the following proposals:

P2-3.1. Develop documents and activities to promote the inclusion of gender, children, disability and elderly perspectives, and their specific needs, as part of municipal UA policies.

P2-3.2. Promote the development of UA conditions and technical parameters adapted to the perspectives of gender, children, disability and the elderly and disseminate these contents internally and externally through technical documents.

LE3: 3. Boosting the Internal Management of UA in the Madrid City Council

This strategic line is developed in 4 operational objectives and 15 proposals:

OO3-1 Boost networking and participation.

It includes the following proposals:

P3-1.1. Create, energise and consolidate internal UA networks that incorporate the entire municipal organisation.

P3-1.2. Create, energise and consolidate external UA networks, with the participation of relevant stakeholders.

OO3-2 Develop and Enhance UA Management Mechanisms to Maximize their Functionality and Efficiency.

It includes the following proposals:

P3-2.1. Boost UA in the public procurement process.

P3-2.2. Ensure a fair balance within the territory in municipal actions related to UA.

P3-2.3. Adapt the design of the DGA to the scenario proposed by the PEAUM.

P3-2.4. Strengthen and consolidate the leadership of the DGA as a municipal reference body on interpretation, good practice and promotion in accessibility matters.

P3-2.5 Incorporate user validation procedures in the development and implementation processes of accessible products and services.

OO3-3 Facilitate Tools for Effective and High-Quality Implementation and Management of UA.

It includes the following proposals:

P3-3.1. Publish support documentation (criteria, instructions, guides, manuals, etc.) for the implementation of UA in environments, products and services.

P3-3.2. Develop evaluation instruments and indicators on the results of policies and actions with repercussions in the field of accessibility.

P3-3.3. Design procedures to simplify and expedite the processing of files with an impact on the promotion and application of UA.

P3-3.4. Develop mechanisms for evaluation, monitoring and follow-up of the UA actions carried out by the City of Madrid, to ensure consistent and unified results.

P3-3.5 Create and maintain updated documentary databases to support the interpretation and application of technical criteria and best practices, as well as the expansion of knowledge related to UA.

OO3-4 Enhance Talent and Manage Knowledge Related to UA.

It includes the following proposals:

P3-4.1. Promote the detection, within the municipal organisation, of specially trained and conscientious people to be linked to UA development processes.

P3-4.2. Expand and revitalise the channels of dissemination and knowledge management.

P3-4.3. Promote the edition and publication of specialised works and collaborate in advanced studies.

LE4: Awareness and Training (Internal and External)

This strategic line is developed in 4 operational objectives and 17 proposals:

OO4-1 Raise Awareness among the Different Operational Units of the City Council Regarding the Importance, Necessity and Implementation of Accessibility Requirements.

It includes the following proposals:

P4-1.1. Disseminate the actions carried out by the Madrid City Council and its Autonomous Organisations and municipal companies in terms of UA.

P4-1.2. Design internal awareness strategies and tools for the different operational units on the role, content, monitoring and indicators of UA.

OO4-2 Raise Awareness among Citizens and Social Agents through Specific Campaigns.

It includes the following proposals:

P4-2.1. Develop explanatory and simple dissemination tools to make different agents aware of the commitments, obligations and benefits of a well understood and implemented UA.

P4-2.2. Include messages on accessibility in sectoral activities (sports, cultural, social events, etc.).

P4-2.3. Incorporate UA in the different Citizen Awareness Campaigns promoted by the Madrid City Council, such as those related to Sustainable Mobility (in application of the Sustainable Mobility Law promoted by the EU).

P4-2.4. Develop specific awareness campaigns in UA.

P4-2.5. Develop and collaborate in UA awareness projects aimed at minors.

OO4-3 Improve and Promote Internal Training on UA.

It includes the following proposals:

P4-3.1. Implement general and specific UA training itineraries.

P4-3.2. Encourage municipal employees to attend UA training actions.

P4-3.3. Incorporate UA training in those jobs that are deemed to have a special impact on the application of UA criteria.

P4-3.4. Promote and support the attendance of municipal employees in postgraduate courses on UA.

P4-3.5. Apply UA criteria in the design of training actions: materials, documentation, premises, furniture, devices, computer applications, etc.

P4-3.6. Promote the training of municipal personnel in personal care and the use of support devices and products made available to users by the City Council.

004-4 Develop External Collaboration Actions for Training in UA.

It includes the following proposals:

P4-4.1. Promote agreements and collaboration agreements with third sector entities for activities and/or establishment of training cycles.

P4-4.2. Organise and participate in the organisation of conferences and/or training courses on accessibility aimed at the business sector in general and especially at professionals in the tourism industry, using as a reference the Second Madrid Incluye Plan, in its line of action 7.6.2.

P4-4.3. Promote agreements and collaboration agreements with universities and training centres for activities and/or establishment of training cycles.

P4-4.4. Promote agreements and collaboration agreements with professional associations and other public administrations for the development of activities and/or establishment of training cycles.

LE5: New Frontiers and Innovation

This strategic line is developed in 4 operational objectives and 13 proposals:

OO5-1 Incorporate Municipal Action on UA in Current Debates on Development and New Urban Models.

It includes the following proposals:

P5-1.1. Incorporate UA in municipal actions related to the implementation of the UN SDGs, Smart Cities, Sustainable Mobility, etc.

P5-1.2. Incorporate UA in municipal action related to technological frontiers in building and housing: Assistive Technologies, and Information and Communication Technologies for people care, Housing for Life, etc.

P5-1.3. Promote the holding in Madrid of international events related to the new frontiers of UA in the framework of social and environmental sustainability, which promote a qualitative leap in the identification of UA as the origin of new urban design solutions and the provision of services to citizens.

P5-1.4. Incorporate UA in municipal action related to technological frontiers in urban planning and transportation.

P5-1.5. Promote and give visibility to innovative studies and projects, through publication, support, awards, etc.

P5-1.6. Participate in innovation and knowledge forums on UA.

OO5-2 Develop Solutions for the Application of "Reasonable Accommodation" and Case Libraries with the intent of Creating Doctrine for Enforcement in the Consolidated City.

It includes the following proposals:

P5-2.1. Collaborate with representative entities for the application of reasonable accommodation and accreditation in UA in retail and hospitality premises.

P5-2.2. Collaborate with professional associations to exchange information and share the design of solutions and criteria for regulatory application.

OO5-3 Identify and Solve Accessibility and Digital Divide Problems in Online Services Provided by the Madrid City Council.

It includes the following proposals:

P5-3.1. Monitor possible digital divide problems in computerised media and services provided by the City Council by carrying out detailed studies, with the participation of users, designing preventive, follow-up and corrective actions to address them.

P5-3.2. Update municipal information -on programs and services, financial aid and benefits, sports facilities, etc.- on different platforms, in social networks and new digital formats, with UA criteria.

OO5-4 Promote the Implementation of Innovative Solutions that Facilitate UA in the City of Madrid.

It includes the following proposals:

P5-4.1 Encourage the adoption of innovative solutions that contribute to guaranteeing UA to citizens.

P5-4.2. Incorporate the most up-to-date technological products into the catalogues of products for accessibility and personal autonomy that are eligible for subsidies.

P5-4.3 Encourage the development and application of innovative accessible technology.

4. PEAUM IMPLEMENTATION AND MONITORING

4.1. AGENTS FOR THE IMPLEMENTATION OF THE PLAN

The Madrid City Council has an administrative organisation made up of nine Thematic Areas that, with their corresponding General Directorates, General Technical Secretariats and General Coordination, are integrated in one or more of the nine thematic areas, and their composition and/or competencies may vary between legislatures or even over the same legislature.

The entire municipal structure is involved in the area of UA. The coordination units of the Areas have a special responsibility in the implementation of the UA in their departments. The General Technical Secretariats of the Areas have the primary function of providing administrative support to the UA initiatives within the different departments under their jurisdiction.

4.2. MONITORING, EVALUATION AND INDICATORS

The coordination, promotion, monitoring and evaluation of the Plan will be carried out by the DGA, although much of the information will come directly from the agents involved.

The monitoring and evaluation scheme will comprise two phases:

The **annual monitoring** will consist of a report detailing the actions carried out as part of the successive action plans derived from the PEAUM during the previous year. Each action will have its own evaluation indicators. As a monitoring body, a Strategy Working Group of the Accessibility Board will be set up, based on an initial proposal with biannual monitoring.

The **biennial evaluation** corresponds to the progress made and the impacts achieved at the level of the Strategic Plan. This evaluation will provide knowledge of the achievements reached, and based on the results, and facilitate adaptation of the strategy to the social and economic reality of any given moment. It will consist of two main elements:

A. Evolution of perceptions and awareness of UA.
   Citizens' perception and knowledge of the city's accessibility conditions. Methodologies similar to those developed for this initial diagnosis will be used and the most significant variables will be compared to observe their performance over time.
B. Performance over time of quantitative or/and objectifiable indicators on material execution of the PEAUM and, if applicable, accessibility conditions.

The quantitative indicators will come entirely from the municipal organisation itself, except when official statistical data can be incorporated.

At the end of the Plan's period of validity, a **Final Evaluation** report will be prepared based on the previous monitoring reports, which will be complemented with other available information and with a process of participation of all the internal actors involved within the City Council and externally, through organised civil society, the third sector of disability, and citizens in general.