UNIVERSAL DESIGN AND ACCESSIBILITY FOR ISRAELIS WITH INTELLECTUAL DISABILITIES

Submitted to the Division of Services for

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Introduction

The Israeli Equal Rights for Persons with Disabilities Law, 5758-1998 (Equal Rights Law), and its 2005 accessibility amendment, defines accessibility as "The ability to reach a place, move and navigate in it, use and enjoy a service, receive information provided within or with regard to a service or place, use facilities and take part in programs and activities, all in an equal, respectable, independent and safe manner".[1] Unfortunately, accessibility rights and needs of people with intellectual disabilities are often ignored, and are invisible to legislators, professionals and lay people alike.

The Division of Services for People with Mental Retardation (Division) seeks to ensure within this legislation the rights of individuals with intellectual disabilities. To realize this mission, the Israel Ministry of Social Affairs and Social Services and the Burton Blutt Institute (BBI) established a collaborative project which was officially launched by signing an agreement in the Minister of Social Affairs and Social Services chamber in June 2007. The Phase I period of this project included the establishment of an extensive steering committee which includes stake holders from all major authorities and organizations currently involved in the area of disability rights and accessibility in Israel.

The field of accessibility and universal design is rapidly developing. Best practice models, guidelines and regulations are available in many countries. However, these are often geared mainly towards people with physical and sensory disabilities, while models, guidelines, and regulations applicable to people with intellectual disabilities are preliminary at best.[2] This report assesses the current knowledge in the area of accessibility and universal design as pertaining to people with intellectual disabilities, and provides initial recommendations for improving accessibility and thus social participation for Israelis with Intellectual disabilities. The report is based on the steering committee meetings and discussions held between July, 2007 and June 2008. In addition, the report will juxtapose a review of the information garnered from the published literature and the

[1] Equal Rights of Persons with Disabilities Law, 5758 - 1998 (including Amendment No. 2, chapter on accessibility) (Hebrew)

[2] Salmi, P. (2007). Wayfinding design: Hidden barriers to universal access. *Implications*, *5*, 106.

BBI resources, with an analysis of the information gathered through a series of in-depth interviews conducted by steering committee members.

Equal rights legislation

One of the important aims of Equal Rights legislation for people with disabilities is to enshrine their right to equal and active participation in society. In the United States and other countries disability related policies have undergone a remarkable transformation over the last three decades. Shifting from an emphasis on people with disabilities' limitations and their need for economic support through welfare and social security (based on the medical model) to an anti-discrimination focus based on a civil rights framework that emphasizes full social and economic participation.[3]

In Israel, since its establishment, the policy towards people with disabilities has been predominantly characterized by assurance of their social security and delivery of personal, medical, and rehabilitative assistance.[4] Accordingly, the legislation in this area, which was based on the medical model, emphasized benefits and service provision, and not legislation based on the social model which emphasizes rights and social inclusion.[5] The enactment of the Israeli Equal Rights Law in 1998, and its 2005 accessibility amendment, represented a shift from medical to social model of disability in Israel. This law combines two legal approaches. On one hand it prohibits discrimination against a person on grounds of disability, as does the European Community, and in the spirit of the American statute, it emphasizes human rights. On the other hand it strives to achieve equality by meeting special needs as is common practice in North and South America,

[3] Blanck, P.D. (2000). The Economics of the Employment Provisions of the ADA: Workplace Accommodations. In Blanck (ed.), *Employment, Disability, and the Americans with Disabilities Act: Issues in Law, Public Policy, & Research* (pp. 201-27). Evanston, IL: Northwestern U. Press.

[4] Feldman, D. (2005). Shaping Vision into Policy and its Implementation - People with Disabilities in Israel. *Bridges*, Feb-Mar, 8-12.

[5] Rimmerman, A. & Herr, S.S. (2004). The power of the powerless: A study of the 2000's disability strike in Israel. *Journal of Disability Policy Studies*, *15*, 12-18.

and in the Scandinavia, where legislation emphasizes the right to services.[6] The underlying assumption guiding the Israeli legislation was that reliance on one approach alone would be insufficient to ensure real equality of opportunity.[7]

Accessibility

Accommodating the needs of a person with a disability enables her/him to live with maximum independence, privacy and dignity. Thus, most equal rights and anti-discrimination for people with disabilities legislation include an accessibility section. While some variations exist with regard to the definition of accessibility in various legislation, it is commonly regarded a major enabler of social and economic participation.

Within the Israeli legislation, accessibility is defined as "The ability to reach a place, move and navigate in it, use and enjoy a service, receive information provided within or with regard to a service or place, use facilities and take part in programs and activities, all in an equal, respectable, independent and safe manner ".[1] The legislation and regulation mandates the provision of reasonable accommodation to ensure access to all of the above for people with disabilities. Similarly, the British Disability Discrimination Act (DDA) mandates an anticipatory strategy where service providers are required to plan continually for reasonable adjustment they may need to make all services accessible for people with disabilities.[8] Within the Australian legislation accessibility is defined as a general term that describes the degree to which a system, facility or service is usable by as many people as possible without modification.[9]And the American with Disabilities Act (ADA) mandates the provision of reasonable accommodations so as to

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[6] Ziv, N. (1998). Disability law in Israel and the United States - A comparative perspective. *Israel Year Book on Human Rights*, *28*, 171-202. (Hebrew)

[7] Ophir, A., & Ohrenstein, D. (2001). Equal Rights of Persons with Disabilities Law, 5758 - 1998: emancipation at the end of the 20th century. In: A. Barak, S. Adler, R. Ben Israel, Y. Eliasof and N. Feinberg (eds.), *Menachem Goldberg Book*. Sedan Publishers, Tel Aviv. 43-87. (Hebrew)

[8] Disability Discrimination Act (1995). http://www.webcredible.co.uk/user-friendly-resources/web-accessibility/uk-website-legal-requirements.shtml

[9] Australian Government Information Management Office (AGIMO). *Accessibility and Equity.* http://webpublishing.agimo.gov.au/Accessibility_and_Equity

ensure equality of opportunity and full participation for people with disabilities.[10] Excellent resources on accessibility best practice and models can be found on the ***DEBTAC*** website[11], and on the Israeli websites of ***Access Israel*** [12] and ***Accessible Service***[13]**.**

Universal Design (UD)

The concept of Universal Design (UD) originated in the 1970s from architect Michael Bednar's belief that functional capacity is enhanced when environmental barriers are removed and a broader and more universal concept beyond accessibility was needed.[14] By 1987, architect Ron Mace, who used a wheelchair due to childhood polio, and the disability community argued that special purpose designs and accessibility laws unintentionally stigmatize people with disabilities, causing them to stand out and feel unequal. In contrast to assistive technologies, which aid the user to overcome barriers in an original design, UD contemplates flexibility to meet broad and divergent needs in the original design. By the early 1990s, the term "Universal Design" largely was understood as "the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design."[15]

The Center for Universal Design at North Carolina State University provides excellent resources on UD that are available online.[16] A poster of the core principles of UD is provided as Appendix 1 of this report.

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[10] Americans with Disabilities Act of 1990 ("ADA"). www.ada.gov/pubs/ada.htm

[11] DBTAC: Southeast ADA Center. http://www.sedbtac.org/

[12] Access Israel: The Association for the Advancement of Accessibility and Independence of people with Disabilities in Israel. http://www.aisrael.org/ (Hebrew)

[13] Accessible Service. http://www.negishut.com/55500/%D7%A9%D7%99%D7%A8%D7%95%D7%AA-%D7%A0%D7%92%D7%99%D7%A9

[14] Bender, M. J. (1974). *Architecture for the Handicapped in Denmark, Sweden*. University of Michigan

[15] Mace, R. L., Hardei, G. J., & Place, J. P. (1996). *Accessible Environments: Toward Universal Design*. The Center for Universal Design: NC State University. http://www.design.ncsu.edu/cud/pubs_p/pud.htm

[16] The Center for Universal Design: Environments and Products for all People. http://www.design.ncsu.edu/cud/index.htm

In 1997 the seven core principles of UD were articulated by this center to include:

(1) Equitable Use: Does not disadvantage or stigmatize any group of users.

(2) Flexibility in Use: Accommodates a wide range of individual preferences and abilities.

(3) Simple, Intuitive Use: Easy to understand, regardless of … experience, knowledge, language skills, or current concentration level.

(4) Perceptible Information: Communicates necessary information effectively … regardless of ambient conditions or … sensory abilities.

(5) Tolerance for Error: Minimizes hazards and the adverse consequences of accidental or unintended actions.

(6) Low Physical Effort: Efficiently and comfortably [used] with a minimum of fatigue.

(7) Size and Space for Approach & Use: Appropriate size and space … for approach, reach, manipulation, and use, regardless of … body size, posture, or mobility.

UD is consistent with the paradigm that disability is a social construct caused by the inadequacies of such things as the built environment rather than inherent in the person. Examples of UD best practices in product and environmental design, especially for use by consumers who are elderly or have disabilities, have become commonplace. Psychological access, ensuring people with disabilities are comfortable using programs, services and products, and are not initiated by settings, including layout, sounds, formalities in accessing services is another factor in access.

The ***Universal Design New York 2***[17] is another excellent resource of UD best practice design strategies for implementing universal design, and can be found on the BBI-Israel on-line repository.

Accessibility and UD for people with Intellectual disability

Accessibility and UD are aimed towards ensuring the ability to reach and navigate a place, the opportunity to participate, use and enjoy a service or facility, and the right to receive information for all people. Entrance ramps are nearly ubiquitous examples of common accessibility accommodations and UD. However, the barriers to accessibility faced by able-bodied people with intellectual disability are not always apparent and therefore providing reasonable accommodations or ensuring they are universally included in UD requires exploration and clarification. The main accessibility challenges faced by people with intellectual disability can be categorized by four domains: Stigma, Pace, Complexity, and Literacy[18]

Stigma

The largest barrier to accessibility for individuals with intellectual disability is the stigma that renders their accessibility needs invisible, and limits the awareness of their inherent accessibility rights by policy makers, legislators, service providers and laypersons alike. The basic right of people with intellectual disability to self determination, independence and access is not universally accepted. People with intellectual disability are often still treated as patients or people in need of protection and are expected to be escorted or supervised when accessing community programs and services. While this might be the case for some people with intellectual disability who have intensive support needs, the range of functional abilities and support needs

[17] Livine, D. (2003). *The NYC Guidebook to Accessibility and Universal Design*. Center for Inclusive Design & Environmental Access, University at Buffalo, NY. http://bbi-israel.syr.edu/DigitalLibrary/PublicDocuments/tabid/880/Default.aspx

[18] Yalon-Chamovitz, S. (2008). *The invisible access needs of people with intellectual disabilities: A conceptual model of practice*. Manuscript submitted for publication.

of people with intellectual disabilities is very wide[19], and many could function independently given a truly inclusive design and appropriate accommodations.

Not surprisingly, recent studies indicate a significant correlation between levels of self determination and quality of life measures among people with intellectual disability living in the community.[20] [21] Moreover, not only do higher levels of self determination predict better transition from institutional to community setting,[22] but they also correlate with levels of accessibility to health[23] and education.[24] As more and more people with intellectual disability are moving from institutional to community settings, society faces the challenge of providing them with reasonable accommodation that will enable them to utilize community services and facilities of their choice[25].

Consumers, family members and service providers interviewed all emphasized attitudes and service providers training as a major barrier to the utilization of public accommodations and services by people with intellectual disabilities. *Take for example the testimony of R., a 30 year-old self advocate who works with young*

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[19] Luckasson, R., Borthwick-Duffy, S., Buntinx, W. H. E., Coulter, D. L., Craig, E. M., Reeve, A., et al. (2002). *Mental retardation: Definition, classification, and systems of support* (10th ed.).Washington, D.C. American Association on Mental Retardation.

[20] Bonham, G. S., Basehart, S., Schalock, R. L., Marchand, C. B., Kirchner, N., & Rumenap, J. M. (2004). Consumer-Based quality of life assessment: The Maryland Ask Me! project. *Mental Retardation, 42*, 338-355.

[21] Lachapelle, Y., Wehmeyer, M. L., Haelewyck, M. C., Courbois, Y., Keith, K. D., Schalock, R. L. et al. (2005). The relationship between quality of life and self-determination: An international study. *Journal of Intellectual Disability Research, 49*, 740-744.

[22] Wehmeyer, M.L., Garner, N., Lawrence, M., Yeager, D., & Davis, A.K. (2006). Infusing self-determination into 18-21 services for Students with Intellectual or Developmental Disabilities: A multi-stage, multiple component model. *Education and Training in Developmental Disabilities, 41*, 3-13.

[23] Shogren, K., Wehmeyer, M.L., Reese, M., & O'Hara, D. (2006). Promoting self-determination in health and medical care: A critical component of addressing health disparities in people with intellectual disabilities. *Journal of Policy and Practice in Intellectual Disabilities, 3,* 105-113.

[24] Lee, S.H., Wehmeyer, M.L., Palmer, S.B., Soukup, J.H., & Little, T. D. (2008). Self-determination and access to the general education curriculum. *The Journal of Special Education, 42,* 91-107.

[25] Yalon-Chamovitz, S. (2007). Explicit disability – Implicit accessibility: The story of people with intellectual disability. In D., Feldman, Y., Danieli-Lahav, & S., Haimovitz, (Eds.) *The Accessibility of the Israeli Society for Persons With Disability on the Threshold of The 21st Century*. Israel: Governmental Advertising Agency. (Hebrew)

children in a nursery, with regards to the extent of her independence and use of community services "I go by myself only to places I know, places were people will talk to me nicely and with respect…the [bank] *teller they are so impatient, if only they did not get angry so quickly…I am afraid they will take advantage of me, …". And in reference to visiting health services "It is sometimes so hard to understand the doctor, I ask them to talk to me…would you please talk to me and not to my escort…it is insulting!". H. who is a social worker and in charge of in-service training in her facility when asked about important accessibility accommodations in various community services "Our guys don't always look so good; we are trying to be part of the community here but they are not always welcome…doesn't matter what the building is like…if people are willing to except us that is what really counts, then we can come"*

Training and education of service providers is often a key to the promotion of accessible services for people with intellectual disability. Such training should aim to increase awareness of accessibility needs of people with intellectual disabilities, and provide practical guidelines for the provision of accessible, equal and respectful service to all. An example of guidelines for accessible service found on the Accessible Service website[26] is provided as Appendix 2 of this report.

Pace

The stressful temporal demands of modern life are not fully recognized until we find ourselves in a situation of temporal stress. Studies have repeatedly shown that people with intellectual disability present slow processing and reaction times in many different tasks and settings.[27] This slow reaction correlates, not surprisingly, with low performance of everyday tasks.[28] Thus, for people with intellectual disability, the experiences of temporal challenges are not necessarily restricted to atypically

[26] Eilam, G. Accessible service tips. http://www.negishut.com/55500/שירות-נגיש---טיפים-להתנהגות (Hebrew)

[27] Kail, (2000). Speed of information processing developmental change and links to intelligence. *Journal of School Psychology, 38*(1), 51-61.

[28] Su, C. Y., Chen, C. C., Wuang, Y. P., Lin, Y. H., & Wu, Y. Y. (2008). Neuropsychological predictors of everyday functioning in adults with intellectual disabilities. *Journal of Intellectual Disability Research, 52* (1), 18–28.

stressful situations, but rather, are routine experiences and a major barrier to social participation. Traditionally, according to the medical model, people with intellectual disability were expected to adjust to the above mentioned temporal stress, and rehabilitation efforts aimed at overcoming pace and reaction time incompatibility. However, the shift from a medical model to a social model of practice also included a shift from societal expectation for individual change and adaptation to societal responsibility for environmental change and accommodations in order to enable full access and participation.[29]

Accessibility regulations and standards in various countries provide very limited guidelines with regards to temporal adaptations and accommodations, a table providing representative examples of the limited temporal accommodation can be found as Appendix 3 of this report. When such guidelines are provided, they relate usually only to relatively obvious domains such as cross-walk signal timing or automatic door opening timing. But, are these really the only domains were people with intellectual disability could benefit from pace accommodations?

As R., said in response to the questions with regards to her need for accommodations in public transportation: "Bus drivers are insulting!...just because I am a little slower getting my ticket he shouldn't call me names" and in the bank "I just need a little more time, they should be patient, let me finish a sentence don't cut me off in the middle or say my words for me"

As a rule of thumb, accessibility assessment should always include temporal aspects. Pace accommodation applies to both environmental design and procedures of service provision. Research is still necessary to establish solid guidelines for temporal accommodations, and advocates must employ great efforts to validate the inclusion of temporal considerations in universal and inclusive design

[29] Feldman, D. (2007). "Environmental Justice" and Persons with Disabilities in Israel. *Disability Studies Quarterly, 27*(4).

Complexity level

Complexity seems to be the most apparent accessibility barrier for people with intellectual disability. All stake holders interviewed whether policy makers, service providers or consumers indicated the need to simplify instructions and communications and "make things easier" in general for people with intellectual disability. While adults with intellectual disability benefit from simplified environment or information, these should be provided in an age-appropriate manner. When asked to simplify instructions and communication, service providers often tend to comply by speaking louder or adopting a childish vocabulary and intonation. In fact, publications by self-advocacy groups of people with intellectual disability repeatedly bring forth the request to refrain from treating them as if they were children.[30] [31]

As K., a director of an community program for adolescents and adults with intellectual disability said: "you know, sometimes it is really frustrating… all you need to do is rephrase, use three words in stead of twenty but it is not easy to choose the right words…."

The use of simple, or plain, language appropriate for adults with intellectual disability is not necessarily intuitive and, like any translation, should follow clear rules and protocols.[32] While the need to provide information in a language that can be understandable by a person with intellectual disability is recognized in most accessibility legislation, standards and regulations,[8,10] obligatory standards for easy language translation are yet to be developed. The growing awareness of complexity as an accessibility barrier, combined with efforts by self advocacy groups led to the development of guidelines for easy language translation. Good resources include the

[30] Disabilityisnatural (2007). Progressive self advocacy. www.disabilityisnatural.com/peoplefirstlanguage.htm.

[31] Frawley, P., Bigby, C., & Forsyth, H. (2006). Why are conferences "Sometime about us, without us?" *Journal of Intellectual & Developmental Disability*, *31*(4), 249-251.

[32] Karreman, J., Van der Geest, T., & Buursink, E. (2007). Accessible website content guidelines for users with intellectual disabilities. *Journal of Applied Research in Intellectual Disabilities*, 20(6), 510-518.

Easy Read Guide[33] that was developed by the Disability Rights Commission in collaboration with the "Easy read" self advocacy group - provided as Appendix 4 of this report, and Mencaps' ***Am I Making Myself Clear***[34] guidelines that can be accessed on line. These guidelines were developed mainly for the translation of written information, however, some of the rules and recommendations provided can be useful for verbal communication as well. While the above mentioned guidelines and many others were developed in English speaking countries none are currently available in Hebrew.

Complexity, in terms of accessibility, is expressed not only in the level of verbal communication but in many other domains such as: layout of the physical environment, product operating instructions, and procedures (both formal and informal) encountered in any service or program. Most accessibility legislation, standards and regulations recognize the need for simplicity, but, their definition and implementation are often insufficient. The Israeli accessibility standard mandates the need for simplicity of the built environment[35] as well as communication[36]. However, it lacks clear definitions of simple layout or clear guidelines as to how to create simple communication.

Literacy

The challenges of complexity level faced by people with intellectual disability are often interrelated with the challenges of illiteracy. Literacy levels among people with intellectual disabilities are relatively low. Surveys conducted in England and the USA found that 87% of people with intellectual disability functioned at the lowest level of literacy skills as oppose to only 21% of the general population.[37]

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[33] Disability Rights Commission (2006). Easy Read Guide: How to use easy words and pictures.

[34] Mencap (2000). Am I Making Myself Clear? Mencap's guidelines for accessible writing. http://november5th.net/resources/Mencap/Making-Myself-Clear.pdf

[35] IS – 1918, Part 1(1998). Accessibility of the built environment: General principles. http://www.justice.gov.il/MOJHeb/NetzivutNEW/Negishut/HukimVetakanot/Tkanim/ (Hebrew)

[36] IS – 1918, Part 4 (2001). Accessibility of the built environment: Communication. http://www.justice.gov.il/MOJHeb/NetzivutNEW/Negishut/HukimVetakanot/Tkanim/ (Hebrew)

[37] Kirsch, I.S., Jungeblut, A., Jenkins, L., & Kolstad, A. (1993). Adult literacy in America: A first look at the findings of the National Adult Literacy Survey.

Accordingly, many people with intellectual disabilities are largely excluded from many aspects of information and communication in our predominantly literal society. Accessibility or UD include not only the right to enter and navigate a place, but also the right to receive services and information.

By analogy, the experience of people with intellectual disability is sometimes similar to the case of a western tourist in the far-east were he/she can't read the language and no English translation is available. This tourist may find in difficult to navigate, get information, or even order food. Such literacy barriers are obvious and most countries try to accommodate for these needs. The literacy barrier is also obvious for minority groups, and accordingly translations are increasingly provided and mandated. The lack of such translations (e.g. from English to Spanish) is today considered obvious discrimination. But this is not always obvious for people with disabilities.[38] A person with intellectual disability, for whom English is the mother language, but who still needs translation to simple language or to graphic representations, has a much harder time proving discrimination when such translation is not provided.

Appropriate accommodations to address the literacy barrier include a) Easy language translation, b) Signs and pictograms, and c) Alternative modalities.[39] These accommodations are obviously useful not only for people with intellectual disability. Like many other UD applications, such accommodations would probably be useful for most people, especially in high-stress situations.[40]

In addition to easy language translation as described above, the utilization of graphic representation of information is very beneficial for people with intellectual

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[38] Young, D. A., & Quibell, R. (2000). Why rights are never enough: Rights, intellectual disability and understanding. *Disability & Society, 15*, 747-764.

[39] Yalon-Chamovitz, S. (2008). Got it!?! Wayfinding of people with intellectual disabilities. *A matter of Access, 7*, 41-50. (Hebrew)

[40] Calori, C. (2007). *Sinage and Wayfinding Design: A Complete Guide to Creating Environmental Design Systems*. San-Francisco: Wiley.

disability.[41] Symbols, pictures and pictograms can be excellent replacements for wordy signs or written verbal information. The development of a systematic, visual graphic communication system within the built environment contributes to the well-being, safety and security in unfamiliar, high-stress environments.[40] Various pictograms can be used for the same activity, and often interpreting these images themselves can be challenging. Therefore, pictograms and all other graphic representation should include internationally agreed upon symbols, or as simple and intuitive graphic illustration as possible. ISO 9186:2001[42] provides detailed guidelines and methods for testing the comprehensibility of graphical symbols, so as to make sure that they are readily understood. However it is important to note that despite the drive towards international signage, the characteristics of clear and intuitive signage are culturally sensitive and therefore can not necessarily be fully adopted as is from another country.

Alternative modalities can also be used to alleviate literacy demands. The utilization of alternative modalities, such as visual information provided also via auditory and tactile measures, is well developed as accommodation for sensory disabilities, and supported by various standards and regulations.[43] People with intellectual disability could greatly benefit from alternative modality accommodations. However, for these accommodations to be appropriate and effective for people with intellectual disability, they must of course confirm to the required pace and complexity levels criteria as described above.

Accessibility regulations

[41] Salmi, P., Ginthner, D., & Guerin, D. (2004). Critical Factors for Accessibility and Wayfinding for Adults with Intellectual Disabilities. Designing for thr 21st Century III: An International Conference on Universal Design, Adaptive Environments: Boston, MA. http://www.designfor21st.org/proceedings/proceedings/forum_salmi.html

[42] ISO 9186:2001. *Graphical symbols -- Test methods for judged comprehensibility and for comprehension.* http://www.iso.org/iso/catalogue_detail?csnumber=23669

[43] Arditi, A. & Brabyn, J. (2000). Signage, wayfinding and universal design. In B. Silverstone, M.A. Lang, B. Rosenthal and E. Faye (Eds) *The Lighthouse Handbook on Vision Impairment and Vision Rehabilitation*. New York: Oxford University Press.

Developing appropriate regulations, standards and codes of practice is crucial for the implementation of accessibility rights as mandated by legislation. While in the USA, Australia, UK and other European countries accessibility regulation have been in place for the last decade and more, Israeli accessibility regulations are just currently evolving. This is an exiting era in Israel as we are currently witnessing intensive progress in legislation, regulation and advocacy efforts, all geared towards closing the accessibility gap. Ensuring that the accessibility rights and needs of people with intellectual disabilities are clearly stated and incorporated into the regulations is therefore crucial so that this population is not excluded from the developments that are gradually leading Israel towards creating inclusive communities, thus ensuring the rights of people with disabilities to equal and active participation in all major spheres of life.

The Equal Right Law mandated the establishment of an Equal Rights for People with Disability Commissioner within the Ministry of Justice. The 2005 Accessibility amendment entrusted the commissioner with developing major accessibility regulation such as the accessibility of the built environment and service accessibility. Other Ministries are expected to develop and bring before the Knesset Committee appropriate accessibility regulations to their specific domains such as the provision of health services by the Ministry of Health or the provision of workplace accommodations by the Ministry of Ministry of Industry, Trade and Labor.

USA experience

The US National Council on Disability (NCD) is responsible for gathering information with regards to the implementation, effectiveness and impact of the ADA. In 2007 NDC concluded two extensive reports: ***The Impact of the Americans with Disabilities Act: Assessing the Progress Toward Achieving the Goals of the ADA*** (**Impact report**)[44] and ***The Implementation of the Americans with Disabilities Act: Challenges, Best practices, and New Opportunities for Success***

[44] National Council on Disability (2007). *The Impact of the Americans with Disabilities Act: Assessing the Progress Toward Achieving the Goals of the ADA.* *http://bbi-israel.syr.edu/LinkClick.aspx?fileticket=kx%2ff%2fvWBjxs%3d&tabid=880&mid=1782*

(**Implementation report**)[45], both reports can be found on the BBI-Israel repository website. The ***Impact report*** indicates that while the ADA seems to have had a significant effect on the lives of many people with disabilities, others still do not fully understand or enjoy many provisions of the law. The greatest impact was noted for people with physical disabilities, especially with regards to their access to public accommodations and services, while people with sensory or communication disabilities reported less significant progress. For people with intellectual and developmental disabilities, the most significant effect was in terms of Olmstead decisions and class actions with regard to release from institutions and the development of community services (p. 217). Similarly, the ***Implementation report*** suggests that while significant progress was achieved in some areas such as increased architectural accessibility or wheelchair accessibility accommodations in public transportation, progresses in other domains, such as stop announcement in public transportation, that are potentially significant for people with intellectual disability, are far from satisfactory.

The ADA, as well as most derivative guidelines and regulations such as the ***Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities (ADAAG)*** (Appendix 5), are not disability specific. The ADAAG provides technical requirements for accessibility to buildings and facilities by individuals with disabilities under the Americans with Disabilities Act (ADA) of 1990. The ADAAG provides detailed accessibility guidelines by facility characteristics though some specific references to physical disability or hearing impairment accommodations are provided. In order to infer applicability of the ADAAG for people with intellectual disability, it should be reviewed in light of mentioned barriers (i.e. stigma, pace, complexity, and literacy)

Israeli accessibility regulations

As oppose to the USA, the Israeli Equal Rights Law as well as accessibility standards and regulations are disability specific to a large extant. The Israeli Service

[45] National Council on Disability (2007). *The Implementation of the Americans with Disabilities Act: Challenges, Best practices, and New Opportunities for Success.* *http://bbi-israel.syr.edu/LinkClick.aspx?fileticket=0cEypoRKngo%3d&tabid=880&mid=1782*

Accessibility Regulation Draft (5-7-08) which is pending Knesset approval includes many specifications pertaining to specific population groups. For example section 31a which regulated information accessibility opens with a general clause stating the right to receive any information provided to the general public and continues with a list of specific accommodations for people with visual impairments and learning disabilities (sec 31a2), people with intellectual disabilities (sec 31a5) and so on. This pattern renders it crucial for the Division to ensure that all aspect pertaining to people with intellectual disabilities are covered under the regulations. Appendix 6 of this report includes the Israeli Service Accessibility Regulation Draft (5-7-08), highlighting all sections pertaining to people with intellectual disabilities.

Summary and Recommendations

Accessibility describes the degree to which a system, facility or service is usable without modification by as many people as possible. The accessibility barriers faced by people with intellectual disability are not always apparent and their accessibility needs are often invisible, and are ignored by legislators, professionals and lay people alike. Therefore, ensuring universal design and providing reasonable accommodations for people with intellectual disabilities requires extensive exploration and clarification.

This report, which is based on steering committee discussions, published literature, BBI resources and a series of in-depth interviews, provides a general overview of current knowledge about accessibility and people with intellectual disability. It portrays the overarching barriers to accessibility and social participation facing people with intellectual disabilities, and provides a number of tools currently in use in the US and other countries.

Our major findings are as follows:

- The main accessibility challenges faced by people with intellectual disability can be categorized by four domains: Stigma, Pace, Complexity, and Literacy.

- Training and education of service providers is often a key to the promotion of accessible services for people with intellectual disability. Such training should aim to:
    - Increase awareness to accessibility needs of people with intellectual disabilities
    - provide practical guidelines for the provision of accessible, equal and respectful service to all.
- As a rule of thumb, accessibility assessment should always include temporal aspects, pertaining to both environmental design and procedures of service provision.
- Further research is required to establish solid guidelines for temporal accommodations, and to validate the inclusion of temporal considerations in universal and inclusive design.
- Providing accessible service for people with intellectual disabilities requires service providers to simplify all instructions and communications
- The use of simple, or plain, language appropriate for adults with intellectual disability is not necessarily intuitive and, like any translation, should follow clear rules and protocols
- Appropriate accommodations to address the complexity and literacy barriers may include
    - Easy language translation
    - Signs and pictograms
    - Alternative modalities.

Our preliminary analysis of Accessibility for People with Intellectual Disabilities leads us to propose that the Division of Services for People with Mental Retardation in the Ministry of Social Welfare and Services complete five action steps over a 12-month period:

1. Closely review all current and pending accessibility regulations, and provide recommendation to the appropriate Ministries, so as to ensure sufficient representation for people with intellectual disabilities.
2. Assess and prioritize needs
    a. Survey clients and their families as to knowledge and concerns.
    b. Survey service providers as to accessibility awareness and training needs.
    c. Survey Division residential and employment facilities to ensure accessibility.
3. Develop a Comprehensive Plan for Universal Design and Access for Israelis with Disabilities, with guidance for implementation from government and corporate stakeholders, people with disabilities and advocacy organizations.
4. Create manuals, training materials and informational resources.
    a. Develop a Hebrew guide to easy read.
    b. Develop a service accessibility training guide.
5. Develop and deliver training and follow up technical assistance to prepare public, and social service agencies, business, industry, and transportation concerns for employment planning and implementation of universal design, access programs and practices that facilitate employment of Israelis with intellectual disabilities

This is an exiting era in Israel as we are currently witnessing intensive progress in legislation, regulation and advocacy efforts, all geared towards closing the accessibility gap. As oppose to the USA, the Israeli Equal Rights Law as well as accessibility standards and regulations are disability specific to a large extant. Therefore, the Division of Services for People with Mental Retardation (Division) seeks to ensure, within this legislation, the rights of individuals with intellectual disabilities. To realize this mission, this reports provides the Division with a menu of next steps upon which to build the Phase II work plan and ensure that BBI as its

contractor succeeds in addressing the implementation priorities the Ministry has established.

Appendix 1

The principles of Universal Design

Appendix 2

Accessible Service Guidelines - Eilam, G.

Appendix 3

Table 1: Representative Accessibility regulation that consider temporal constrains

Country	Year	Regulation	Domain
USA	2002	ADA Accessibility Guidelines for Buildings and Facilities (articles 4.10.6 & 4.10.7)	Elevator hall signal timing; door protective and reopening device.
Australia	1992	Design for Access and Mobility for Buildings and Facilities Standard (AS 1482.1 & 1438.2.)	Time delay for lights at pedestrian crossing; rate of information transition in electronic display boards.
Austria	1991	ANSI/BHMA A156.10	Speed of closure of power operated pedestrian doors

Appendix 4

Disability Rights Commission: Easy Read Guide

Appendix 5

Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities

Appendix 6

Service Accessibility Regulation Draft (5-7-08)