

# **Stakeholders and practices in the field of senior safety and mobility**

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## **Preface**

This report is the deliverable of work package 4 in the CONSOL project. The aim of work package 4 was to map stakeholders who have a responsibility with bearing on senior road user mobility and safety issues in seven European countries: Austria, Czech Republic, Denmark, France, Spain, Sweden and United Kingdom. This empirical report gives the results of this analysis. The reader who is mainly interested in an overview of the results can read the last chapter of the report, “Summary discussion”. The reader who is interested in the results of a specific country should go to the chapter describing the case study of that country. The first two chapters describe the background, aims and method of the mappings.

This report has been written in collaboration between the work package leader VTI and all the partners. Each partner has collected the empirical data of their country and is thus responsible for the data and the final review of their case study. Satu Heikkinen at VTI has together with Annette Meng at DTU structured the mappings and also often written drafts of the case studies based on summaries of the interviews conducted by the partners. In a few cases the partner has written a first draft. The partners have also modified and corrected the case studies in the process of writing this report. This means that the style of different case studies may vary even if they have been checked and modified afterwards by Heikkinen and Meng. Moreover, Satu Heikkinen has written the introduction, method and final chapter and has had the main responsibility of the overall report. Daniel Bell, Eike Pokriefke and Aline Alauzet have made an internal review of the report. Andrew Parkes checked the language before the report was sent for external review.

We want to thank all contributors to the data collection and the report among the partners. Besides the main authors of each country’s case study we want to thank: Gunilla Sörensen, Per Henriksson and Åsa Aretun from VTI. We also want to thank the reference group and stakeholders participating in project meeting for constructive feedback. The report was externally reviewed and commented by Liisa Hakamies-Blomqvist from the reference group. Thanks for valuable comments!

Finally we want to thank all interviewees and all persons who have helped us with the sometimes time consuming task of mapping actors and practices. We are most grateful for your help and patience with all our questions.

## Executive summary

There is today a significant body of knowledge on several issues concerning senior mobility and safety. However, we know little about how knowledge translates into policies, and why certain policies are implemented while others are not. There is a clear need to better understand policymaking and the institutional and political conditions influencing implementation. The overall aim of the present study was therefore to map and analyse societal actors in the field of senior road users in seven European countries: Austria, the Czech Republic, Denmark, France, Spain, Sweden and United Kingdom. Besides getting descriptions of the collaborations and important actors in each country, the study also aimed to increase the knowledge of what forces may facilitate and hinder implementation of important policies and measures.

The mappings had two strategic starting points – the main national governmental organisations dealing with transportation and national senior organisations. Based on the results of the initial mapping, complementary mapping was made in order to explore important collaborations and barriers and facilitators in the field of ageing and transportation. Interviews, documents and homepages were the main sources of data.

The results of the mappings are described in separate chapters for each country and summarized and compared in the final chapter. The main results can be summarised as below:

- National transportation policies. Generally older road users and the issue of ageing are mentioned in the national transportation policies of the mapped countries and thus regarded to be of importance. However, seniors often seem to be incorporated in the categories of persons with disabilities or vulnerable road users in safety and accessibility policies and seldom as an area of focus by itself. There are nevertheless variations between the countries in how senior road users are incorporated in national transportation policies.
- National governmental organisations. The results indicate that there are variations in how governmental organisations deal with senior mobility and safety. In Austria, for example, there seems to be many activities focusing on senior road users while in Denmark, as a contrast, it is claimed in interviews that activities have stopped due to lack of resources. Generally, the results indicate that there is a lack of a specific focus on seniors who are incorporated in the categories of persons with disabilities/mobility impairments or vulnerable road users. With regard to single senior pedestrian accidents, the issue is highly prioritised only in Sweden.
- National senior organisations. The results indicate there are clear variations between the mapped countries in the work and activities of senior organisations with regard to mobility and safety. In some countries such as France, the involvement of senior organisations in traffic issues seem low while in other countries such as Austria, Sweden and Denmark the involvement seem higher.

- Barriers and facilitators. Several barriers were mentioned in the interviews. One important barrier was the lack of priority and focus specifically on older road users. This was viewed as an obstacle to get funding for activities focusing on senior road users. Another barrier was the lack of involvement of senior organisations in some countries, and difficulties of getting senior organisations interested in matters of transportation. The organisations cover a wide range of topics and traffic safety and mobility are often marginalised in relation to topics such as health, social and financial issues. A third important barrier mentioned was conflict of goals, for example, the goal of efficiency versus the needs of vulnerable users in public transportation. It is also brought up that in the planning of transport, commuting to work and freight traffic are prioritised and the main factors in socio economic calculations of benefits and costs. The loss of work time for a commuter who has to wait is incorporated in the calculations while the cost for a non-working senior often is not. This means that measures improving the conditions for seniors in planning can be neglected.

Facilitators were not expressed as clearly as barriers in the interviews. Nevertheless, our results indicate that the involvement of senior organisations can be a strong force in implementing measures. The collaboration between the National Society of Road Safety and the senior organisations in Sweden is one example of this. Our results also indicate that the existence of policies focusing on senior road users as well as (a) strong coordinating actor(s) which can legitimise issues of senior road users and mobilise other actors are important facilitators.

- Single senior pedestrian accidents. Generally this issue was not viewed as a high priority among the actors interviewed in the mapped countries. The issue were viewed as difficult to handle due to its multi-sectorial character and it was unclear which actors that ought to be involved. Traditionally, single senior pedestrian accidents have not been regarded as traffic accidents, still many actors needed to prevent these kinds of accidents are actors from the transportation field. At the same the focus with regard to fall accidents has been on indoor environments and single pedestrian accidents has frequently been left out. One exception to the inattention was Sweden where there was a strong mobilization among several actors on single pedestrians accidents. It seems that the work of a governmental commission as well as coordination work by governmental organisations had overcome some of the challenges of multi-sectoriality and brought actors from different sectors together.
- Senior public transport incidents and accidents. The results indicate that the issue of senior public transport incidents and accidents is not a key issue in any of the mapped countries. The activities and work within this area are fragmented rather than systematic.
- Driving licence issues and seniors. There are variations in the overall views on older drivers which seem to follow the traditions and practices in the respective country with regard to fitness to drive. In countries with restrictive policies (e.g. mandatory assessments of older

drivers) several interviewees seem to view older drivers as a safety problem. In contrast, in countries where there are no mandatory medical assessments such as Sweden and United Kingdom, interviewees among the authorities clearly expressed that older drivers as a general population are not a safety problem. One clear result was also that senior organisations generally were against or critical towards existing mandatory assessments of older drivers.

The issue of fitness to drive is broad and involves several practices beside the controversial measure of mandatory assessments. Examples of activities and practices brought up in the interviews were information, workshops, training and education. Many interviewees emphasised the importance of driving for older drivers and that prolonged driving could be essential for their mobility. In this context the opportunities of a graduated licence were put forward. Physicians were also mentioned as an important group to involve in the practices of fitness to drive.

Four concluding remarks are made in the report. The first is based on the tendency of incorporating senior road users in the categories of disability/mobility impairment or vulnerable road users. In many cases this may be a fruitful way of organising work and resources in a field of many competing issues. However, there is also a need of complementary policies and work where different issues of concern to senior road users are brought together and integrated. The mappings in this report indicate that there is currently in some countries a lack of this complementary focus on senior road users.

The second remark is based on the variation of the involvement and work of senior organisations. In some countries national senior organisations seem inactive with regard to transportation issues. This is a problem concerning the implementation of measures as well as the incorporation of the user perspective in the planning of the transportation system. There is a need to explore these results further in research.

The third remark is based on the variations in how the mapped countries deal with driving licence issues and seniors. In order to better understand the variations, we urge that there is a need for in-depth research on the implementation of practices, for example, by studies focusing on policies, politics and actors.

The fourth remark is that this report mainly focuses on policies and activities on the national level and thus largely leaves out issues on regional/local levels as well as the international level. In order to understand implementation processes, there is a need to understand how actors and policies work at different levels as well as how policies and activities on different levels can be formed to strengthen each other.

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# 1. Introduction

In transport research generally, the focus has often been on problems and measures to solve them. In the case of ageing and transport, traditionally the user group (i.e., older road users) has been described in terms of age and gender distribution, safety, travel patterns and problems, and in terms of design solutions or policies that would be beneficial for older road users. This information is without doubt essential in order to understand who the older road users are and what their needs are, but it gives limited understanding of how the knowledge translates into policies, and why certain policies are implemented while others are not.

Recently in the field of transport research, there has been increasing interest in trying to understand the institutional and political conditions influencing the implementation of suggested measures. In the area of traffic safety, for example, the need for a social science approach focusing on actors, collaborations and implementation was stated in 1997 by OECD and highlighted again in 2003 in ETSC's conference on traffic safety (Wegman, 2003). In recent years, several transport related studies in Sweden, Norway, the Netherlands and Switzerland have studied actors and policy, focusing on, for example, central actors and their understanding of traffic safety (Forward et al. 2008; Forward & Ojala, 2008; Heikkinen & Hakamies-Blomqvist, 2000; Ross & Nyberg, 2005), cross-organisational co-operation in implementing policies (European Transport Safety Council, 2003; Olsen & Ravlum, 2006; Sørensen & Assum, 2005; Vägtrafikinspektionen, 2007; 2008), goal conflicts (Andersson & Vedung, 2010; European Transport Safety Council, 2003; Ross & Nyberg, 2005), changing formulations of problems, goals and important measures in relation to older drivers during history (Heikkinen, 2008), and on how science-based knowledge is used in policy making (Bax, Elvik & Veisten, 2009; Frey, 2010; SWOV, 2009).

The need to study policymaking, actors and implementation in research on ageing and transport is also driven by a broadening perspective on transportation as well as changing policies. Transportation research has traditionally focused on transportation per se. In recent years however, a broader view of transportation has developed which acknowledges its multi-sectorial character. In the case of ageing and transport, the linkages between mobility and issues such as health, environment and living, and social issues; for example, social inclusion/exclusion and active ageing have been highlighted (e.g., see CONSOL WP1 report). The changing field of transportation and ageing constitutes a challenge to policymaking. As the perspectives on senior mobility have changed in research and policy, traditional actors and their collaborations also change as new actors enter the field. There is little knowledge about the present situation on important actors and collaborations, as studies on these kinds of issues so far, apart from a few exceptions, have largely been absent in the area of ageing and transport. There is a clear need for more analyses on how knowledge – and which knowledge – translates into

policies, how relevant societal actors co-operate, and what kind of goal conflicts there are that have a bearing on older persons' mobility. The analysis needs to consider both existing co-operations and practices and lack of co-operations and practices in the field of transportation and ageing.

### ***Mapping a multi-sectorial field such as transportation and ageing***

The very multi-sectorial character of many senior mobility issues implies that the societal actors who may have an impact on older road users constitute a large and diverse group, and thus are difficult to describe and map. The societal actors are active at local, regional, national and transnational levels and their actions concern older people's activities and opportunities of transportation such as walking, cycling, driving, public transportation, possibilities of shifting modes of transportation and so on.

A few studies have focused on the role and action of the different societal actors who are working on issues concerning older road users. Heikkinen and Hakamies-Blomqvist (2000) conducted a study of older car users in Sweden to describe how various organisations were working on issues that directly or indirectly influenced conditions for them. Both road safety and mobility were discussed. Heikkinen and Hakamies-Blomqvist view older car drivers as the centre in an arena surrounded by different actors on a macro level. Actors included in the study were government departments, the National Road Administration, County Administrative Boards, County Councils, municipalities, insurance companies, driving schools and organisations for older people. A few transnational organisations were also discussed such as OECD and CIECA. The report focused on actors in the transportation sector, even if important actors in the social sector were included such as The Ministry of Health. The study was exploratory and qualitative, using information from many sources in order to create thorough descriptions of the organisations in Sweden: interviews, official homepages of the actors on the internet, annual reports, brochures and literature were used to inform the study. The report gives an extensive picture of macro level actors in the arena of older drivers at the end of the twentieth century in Sweden where most actors worked explicitly with traffic safety. One contribution of the report was, based on existing research, to discuss the lack of explicit awareness of the importance of mobility for older drivers as well as the linkages between mobility and health.

A different approach was taken by Wennberg, Ståhl and Hydén (2009) in a study focusing on how planners in Swedish municipalities deal with accessibility issues in order to examine how those needs of older people are met in daily practice. The study thus focuses on one specific actor, identified as being of great importance with regard to accessibility, and on this actor's co-operation with relevant organisations and implementation of measures. Also, among other things, the planners' knowledge of governmental directives and recommendations concerning accessibility and the existence of policy documents on accessibility in the municipality were investigated. The investigation was made by a postal questionnaire sent to all municipalities in Sweden (N=290). The results show a large variation in how accessibility is treated in the municipalities in Sweden. Factors such as the existence of planning documents, employment of an accessibility advisor, co-operation with senior organisations and use of

governmental directives and recommendations had a positive relationship with the treatment of accessibility. One important contribution of the paper is how the role of the local level (municipalities) in relation to accessibility is highlighted. The paper also indicates the importance of national guidelines as well as the great variations at the local level in knowledge and implementation of the guidelines.

Another approach was used by Kochtitzky, Freeland and Yen (2011) when they examined, among other things, the impact of community design on senior's mobility, delving into how "traditional and nontraditional actors" such as architects, urban planners, transportation engineers, occupational therapists and housing authorities play important roles in ensuring that the physical environment serves as a facilitator rather than a barrier to senior's mobility. The authors analysed two American databases: HAN Database of Environmental and Policy change resources and CDC Healthy Community Design Initiative's resource list. The analysis resulted in identifying key fields that are crucial in creating supportive environments. The authors then examined and attempted to identify important actors at different levels: the interpersonal environment (the physical environment where individuals interact with family, friends and coworkers at home and work), the institutional level (the individual's larger neighbourhood environment in which individuals receive necessary services such as grocery stores and health care), community level (community-wide or regional environments in which individuals engage in the larger community) and finally public policy domain (the policies that concern environments e.g., building codes and land use regulations).

The above studies are examples of how very different approaches and questions have been asked when analysing and mapping a multi-sectorial field such as ageing and transport. A mapping which aims to be transparent and valid must be very clear on demarcations made and points of departure as every mapping is limited and just gives one piece of information of the whole picture.

Work package 4 in the CONSOL project is a mapping of actors and practices working with, or in other aspects important to, issues of senior road users in seven European countries: Austria, the Czech Republic, Denmark, France, Spain, Sweden and United Kingdom. The mapping focuses on senior road safety. However, as safety and mobility are issues tightly interwoven it was determined that the scope of issues would be empirically determined for each country. All mappings include road safety but depending on empirical data, the issues discussed could expand. Furthermore, the mapping in each country strategically focuses on the national level and takes as its point of departure the perspectives, experiences, co-operations and evaluations of two kinds of societal actors: national transportation authorities (or other relevant national governmental organisations focusing on transportation) and senior organisations.

Governmental organisations such as national transportation authorities are key actors with coordinating functions in the transportation field. They are important links between national transportation policies and regional and local policies as well as between governmental authorities and other societal actors. The senior organisations are important to map in order to, first of all, take the

user perspectives into account and second, bring in the very multi-sectorial character of senior safety as they can be assumed to co-operate with actors in a wide range of fields: health, environment and living, transportation. The interviews with national governmental organisations and senior organisations will thus give two viewpoints on actors and collaborations between them in each country. Based on these two viewpoints, complementing interviews were conducted with societal actors in order to explore important issues as well as giving possibilities to take some of the unique features of each country into account.

### ***Objectives and delimitations***

The objective of work package 4 is to map and analyse societal actors in the field of older road users in seven European countries: Austria, the Czech Republic, Denmark, France, Spain, Sweden and United Kingdom. More specifically the work package 4 aims to:

- describe the societal actor's activities and interplay as well as forces facilitating and hindering the implementation of safety policies in each country
- compare and discuss the results of the mappings in the seven countries

The focus is on road safety, even if mobility as well as other issues may be included if brought up and discussed as important by the societal actors. In order to systematise the mapping of a diversified field, the work package focused on the national level, and had national transport authorities (or other relevant governmental organisations) and national senior organisations as points of departure in the mapping process. Moreover, based on the initial mapping, complementing interviews were conducted in order to explore important results as well as giving the opportunity to incorporate and adapt the mapping to some of the unique character of each country.

### ***Important concepts***

#### **Societal actors**

The concept of a societal actor is used as a distinction to individual actors. A societal actor is a collective actor and refers in this report to different kinds of organisations. In work package 4 we use a classification of three types of organisations: governmental, commercial and non-governmental (NGOs).

#### **Governmental organisations**

Governmental organisations of the national state govern the territorial area of the country and its citizens. The membership is usually non-voluntary and the members are born into citizenship within a country and its specific regulations and institutions. Even if there are some possibilities of changing citizenship, it is regulated. Governmental activities and responsibilities require continuity which make

them differ from, for example, a commercial organisation. The government cannot cease to provide some level of social service or building infrastructure. Governmental organisations often do not have as clear priorities as commercial organisations and usually need to handle goal conflicts in their daily work (Ahrne 1994). Governmental organisations are financed by public means. There is often a political structure of policy- and decision-making and an operative structure, for example, with authorities responsible for implementing policies. Policy documents are therefore of great importance in the analysis of governmental organisations. According to Johansson (1997) the government may be viewed as an umbrella organisation without a clear centre of power. It forms a strategic terrain where different forces and interests are playing, rather than a top-down structure (Johansson 1997, Bruzelius & Skärvad 1995, p 162-166).

### **Commercial organisations**

The primary “members” of private organisations are the owners of the organisation (or the capital). Membership is voluntary and the capital (machines, employees, money etc) is the primary resource. Compared with other organisations, private organisations usually have clear, rather narrow, goals and priorities. The commercial organisation operates as long as it generates (enough) profit. The capital can easily shift owners and the flexibility of commercial organisations as well as the often narrow goals may cause problems in co-operations with other kinds of organisations (Ahrne 1994).

### **Non-governmental organisations (NGOs)**

Peter Willets (2002) has defined NGOs as “an independent voluntary association of people acting together on a continuous basis for some common purpose other than achieving government office, making money or illegal activities”. The term originates from the United Nations and usually refers to organisations that are not governmental organisations and are not private for-profit businesses. Often NGOs refer to organisations which try to pursue wider societal aims such as environment, human rights and health. In this report however, NGO refers to all kinds of organisations with voluntarily membership working to pursue aims for their members and/or society. NGOs can be oriented inwards, organising activities, courses and so on exclusively for the members and/or oriented outwards, trying to influence policy and politics (cf. Ahrne 1994). NGOs can be funded in a variety of ways, for example, members, sponsors and the government.

Besides the above three types of organisations there are also *hybrid organisations* where at least two of these types of organisations overlap. One example is how public transportation is organised in Sweden where commercial organisations (e.g., bus companies) are working for wider societal goals (e.g., mobility for all), and who are regulated by governmental policies and authorities and partly financed by public means. Moreover, the interactions of societal actors can become more or less institutionalised e.g., regular meetings of city planners from municipalities in a region. These kinds of

*institutionalised interactions* between representatives from different organisations are important and thus of interest in the mapping of work package 4.

The rough descriptions above of different types of organisations will be useful for distinguishing between different organisations and their specific preconditions and possibilities of action. However, the exact types of organisations and institutionalised collaborations which are operating in the field of senior safety and mobility are an empirical question and will be described in the case studies below. It can be assumed to be variations between different countries in the characteristics of organisations and interactions, depending on, for example, political and organisational history and culture.

## ***Outline***

Chapter 1 and 2 of the report discuss issues of a general character such as the background of the project, the aim of the mappings and methodological aspects. Chapter 3 to 9 are the case studies with the results of the mapped countries beginning with Austria followed by Czech Republic, Denmark, France, Spain, Sweden and United Kingdom.

Each case study begins with specific methodological issues such as the selection of organisations to interview and the mapping procedure. A list of the organisations and the positions of the interviewees are presented. After these methodological issues the results are presented. First there is a description of general national transportation policy. Then there are three sections on different organisations point of view: Governmental organisations, senior organisations and other organisations. The results describe policies, activities and collaborations of organisations. The main barriers and facilitators of implementation experienced by the interviewees are also described. Single senior pedestrian accidents, senior public transport incidents and accidents and driving licence issues are also discussed, in the case that they are brought up in the interviews. Finally there is a general discussion for each case study.

Chapter 10 summarises all the case studies and the results from the mapped countries are compared and discussed briefly.

## 2. Method

Work package 4 aimed at mapping societal actors whose actions have a bearing on senior citizens' safety and mobility. The work package analysed interactions of the actors, including possible goal conflicts between them. Barriers and facilitators in implementing goals and policies were also an important part of the analysis. The task had a comparative approach where seven different countries representing different parts of Europe were included in the mapping. The countries included for comparison were Austria, the Czech Republic, Denmark, France, Spain, Sweden and United Kingdom.

### *The mapping procedure*

The overall design of the mapping was guided by a strategic focus on national transportation authorities and senior organisations on a national level in the countries. The first step was to identify the relevant organisations which ought to be the starting points of the mapping. However, during the first step some dilemmas turned up as some deep and embedded differences emerged between different European countries with regard to organisational infrastructure and political culture. For example, the role of authorities in relation to ministries showed variations. In countries such as Sweden, authorities are clearly demarcated from the ministries, even if they still belong to ministries. There is a law against “ministerial rule” in Sweden which means that the minister of a ministry cannot intervene in the specific decisions and daily work of an authority. The operative structure of implementation is thus clearly separated from the ministries. Authorities, such as the national transportation authority in Sweden, also have a high degree of independence in how to interpret, develop and implement national policies. In Sweden thus, the national transportation authorities can be considered as the key actors in the field of transportation on the national level. In other countries, such as Austria, the demarcation line between the level of policy making and operative structures is not drawn between ministries and authorities in a similar way. The Austrian ministry of transportation is for example involved in operative work such as producing information brochures targeting senior road users. In Austria the ministry of transportation was considered to be the key actor. Moreover, in a multi-sectorial field such as senior safety and mobility other governmental organisations than transportation ministries and transportation authorities may also be involved, for example governmental organisations focusing on health, housing etcetera.

*This means that the starting point of national transport authorities in the mapping procedure widened to include relevant national governmental organisations. In each country's case, the selection of the starting point with regard to national governmental organisations is discussed and argued for in order to show the relevance of starting with the chosen organisations.*

Also in the case of national senior organisations there were variations. In some countries, taking Sweden once more as an example, the major senior organisations are NGOs. They are un-political in that they are not related to any political party and they work both inwards with activities for their members and outwards with lobbying. The Swedish senior organisations are involved in and interested in matters of mobility and safety, thus it was easy to find key persons to interview. The structures of national senior organisations in France and Spain are very different. In France there are just a few national senior organisations and they are not involved, according to interviews with governmental authorities, in matters of mobility and safety. The senior organisations which were contacted refused to participate in interviews as they had no-one who felt responsible or keen on issues of mobility and safety. Finally however, one interview was conducted with a senior organisation member. The same holds for Spain where we could not find any key person from a senior organisation.

*This means that even if senior organisations were one starting point of the mapping, not all countries have been able to do such interviews. The structures of senior organisations and efforts to involve senior organisations are separately described for each country.*

The mapping and selection of organisations were complemented with other societal actors in order to explore important collaborations and lack of collaborations, and barriers and facilitators in the field of ageing and transportation in each country. Each country's selection of organisations and mapping procedure are more thoroughly described in the case studies.

Concerning the conduct of interviews, they were all based on the same semi-structured interview guide, which was translated by each partner to their native language. The interview guide incorporated themes on on-going work, collaborations, facilitators and barriers with regard to work on senior mobility and safety. The specific issues of single senior pedestrian accidents, senior public transport incidents and senior driving licence issues were also highlighted in the guide. In this way all interviews had a similar original basis on what issues and themes the interviews were supposed to cover. However, as the interviews were qualitative, the interview guides were often modified in relation to the individual or, as in a few cases, the group being interviewed. The semi-structured character of the interviews also meant that spontaneous questions as well as follow-up questions were frequently asked and that the interviews varied in content as well as character.

The interviews were then summarised and sent to the work package leader. Some parts of the case studies were also written by the partners and then sent to the work package leader. In a collaborative task between the work package leader and the partners, the case study of each country has been outlined. This means that the case studies show some variations in style. Each partner is responsible for the content of their case study. The case studies are nevertheless structured in a similar way in relation to headlines and comparisons between the countries are made in the final chapter of this

report. Besides the interviews, documents and homepages have been of importance in order to describe and analyse practices and actors in the field of senior mobility and safety.

### ***Organisations, key persons and individuals as social centaurs***

One challenge in studying organisations is conducting interviews with certain individuals identified as key persons. This creates tension in at least two ways. The first is that an individual in an organisation is, what Ahrne (1994) has called, a social centaur. He or she is partly an organisational creature and partly a private person. The individual is affected by the policies and culture of the organisation and acts in accordance with the organisation. However, the individual may also act in accordance with his or her private interests. Therefore, the specific person, having a certain position, may talk from the point of view of the organisation as well as from an individual point of view. Individuals may also represent several organisations making the analysis of an interview more complex. Most of our interviews were individual interviews. A few were conducted with two or three persons at the same time. In this study we have viewed individual key persons as well as the small groups of two or three persons as unproblematic representatives of organisations. However, in analysing interviews we have not included statements which have been linguistically marked to be from an individual point of view, for example, “*my personal* opinion is however”, “*my auntie* did not drive well” etcetera.

The second way tension is created is through each individual in the organisation having a certain position, and thus experiencing the organisation from that point of view. This means that it is important to find the right key persons in the organisations and not simply conduct an interview with a random person in the organisation. Usually, each interview has therefore been preceded by several phone calls in order to find the person most involved in issues about senior mobility and safety or most relevant in other aspects. In many cases several interviews with persons at different positions in the same organisation have been conducted in order to get a more thorough picture. We have also complemented the interviews with official documents of the organisation, such as policy documents and official homepages. They are usually collectively processed and reviewed and thus are important general statements about an organisation. Nevertheless, in many cases the results have to be read in relation to who has been interviewed and may not be interpreted as representative of all parts of a complex organisation. We therefore try, when we judge it necessary, to write out the organisational position of the interviewee when presenting a statement. In many cases however, we deliberately present the interviews collectively in order not to over-expose the interviewees. In order to increase transparency we also present a list of the interviewees and organisational positions for each country.

### ***Quality criteria – reliability and validity***

The mappings in the seven countries can be described as small systematised qualitative case studies. In qualitative research quality criteria such as reliability and validity are somewhat differently used than in quantitative research from where the concepts originate. Reliability, which refers to the quality of

research instrument, procedures and craftsmanship and is important with regard to the possibilities of repeating a study, is somewhat difficult to apply in qualitative case studies (see e.g., Bryman 2011). The social environments are changing and what is important differs from one point in time to another, and the question of mere “repetition” is not so relevant even if qualitative studies of course can and should be related to other studies. Instead, reliability in qualitative studies (cf. “dependability”) mainly concerns craftsmanship and the tools used; in the current study: the conduction of interviews, selection procedures of key persons, etcetera. In order to strengthen the reliability, the basic interview guide and guidelines of mapping have been processed and discussed between the partners. The points of departure, the research process and the positions of interviewees have been described for each country in order to increase the transparency of the research and to enable critical reading. There has also been a dialogue in the research process which means that there has been continuous reflection on how to proceed and how to interpret data.

Validity implies that the descriptions and the results of an investigation accurately describe those features of the phenomena that are intended to be described and analysed (Bryman 2011). Internal validity (cf. “credibility”) deals with, for example, whether the results are acceptable to the actors in the field or to other researchers. In the current study we have given all interviewees the possibility to comment on how their interviews have been used in the report. Relevant parts of the report or summaries of their interviews were sent to the respondents before the final editing of the report. Preliminary results have been presented and discussed at stakeholder meetings and with the reference group of researchers. One important prerequisite for internal validity is also the transparency of who (from what position) has said what. The transportation field is complex and issues can be viewed as well as handled very differently at different sites in society. If several interviewees from different organisations from different sites in society give similar descriptions of a state of affair it can increase internal validity (it is a form of empirical triangulation, cf. Bryman 2011). However, even single claims can be of high importance if they can be connected to powerful actors or may be illustrating tensions and differences in society. The relevance of single claims is often regarded as more difficult to judge because they are more sensitive to methodological factors such as the interview situation or the selection of key persons. In short, the results of the interviews have been interpreted and should be read in relation to the positions of the interviewees. The results are not all-compassing broad general descriptions and there may be missing parts. Nevertheless, the validity of the interviews has been strengthened by inclusion of other data such as documents on policies and descriptions from web pages.

The systematisation of the case studies can be seen as double-edged with regard to criteria of qualitative studies. On the one hand, ultimately qualitative studies ought to be highly sensitive to the context, the unique characteristics of situations and provide rich descriptions (Bryman 2011, Larsson 1998). A high level of structure and systematisation of the mapping procedure and interviews may lessen these features. On the other hand, the ambition of summarising and comparing several small

case studies creates a need for systematisation. This increases the validity of *the comparisons* as the systematisation means that similar issues have been in focus in all the mapped countries. We have nevertheless, to some extent, tried to incorporate explorative elements and possibilities of elaborations in the guidelines of the mapping (in order to open up for sensitiveness to context and unique characteristics of situations). Moreover, with regard to rich descriptions – expert interviews are usually more focused on descriptions of state of affairs and facts than many other kind of qualitative interviews aiming at understanding the social worlds of the interviewees. This affects the (desired) character of the interviews.

## 3. Austria

### *Methodological considerations*

#### **The selection of organisations as starting points**

In Austria, the Federal Ministry of Transport, Innovation and Technology (BMVIT) is responsible for issues of traffic, transport and mobility including safety in public environments as well as individual and public transportation (see e.g., BMVIT 2013). The ministry provides the administrative and financial grounds for infrastructural and service-oriented traffic, as well as formulates transport policies which are in turn applied and implemented on federal and local levels by the respective administrative entities. The BMVIT produces the Traffic Masterplan for Austria (the *Gesamtverkehrsplan für Österreich*, see BMVIT 2012) but also monitors the implementation and deployment of the defined measures. The federal ministry is thus responsible for connecting all relevant actors in the fields of traffic and transport in Austria (i.e., transport and infrastructure service providers, public owned corporations and other interest groups) to ensure a successful implementation of the defined transport policies. In this regard the BMVIT was considered as the main stakeholder with regard to national governmental organisations. The Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) is also responsible and active in the fields of seniors, but with no specific focus on out-door-mobility (BMASK 2013) and was therefore discarded.

There is a wide variety of associations and organisations focused on the needs of seniors. Generally these associations are closely associated with political parties. The Austrian Senior's Council is the umbrella organisation of the other, often party related, senior citizen organisations with currently about 2 million members. In addition there are also various smaller organisations as well as smaller senior's organisations of political parties (e.g., The Green Seniors). All of the senior organisations in Austria are working with lobbying for senior's interests and offer services related to information and support in various fields of life (i.e., insurance, mobility, health, etc.). These associations generally have high political and societal influence, partly due to their direct political associations and partly due to their number of members.

Besides public authorities and senior organisations, other organisations generally relevant in the fields of road safety and mobility were contacted. Experts from the VCÖ (Austrian Association for Sustainable Mobility), the KfV (Austrian Traffic Safety Board), ARGUS (Austrian Cyclist's lobby) and the AUVA (Austrian General Accident Insurance Association) were therefore also interviewed in course of the process. Finally two interviews with local authorities of the City of Vienna and one interview with the transport company of Vienna (Wiener Linien) were conducted.

## **Procedure**

In Austria all but one of the 15 interviews, which was conducted as face-to-face interview, were conducted via telephone. The duration of the interviews ranged between 0,5 to 1,5 hours.

The whole interview process was based on a comprehensive screening process, in order to be able to organise a broad range of interviews, starting with interest group representatives and representatives of the Austrian transport authority, which was based on web and literature searches focusing on the aspects of road safety and older road users. The first interview was conducted with a representative of a senior organisation, The Green Seniors.

Each of the interviewed experts was asked to refer the interviewer to one or more reference persons in the fields of interest which yielded four additional experts from various organisations who have been contacted. Each time an important expert or study was mentioned in course of the interview the respective person was contacted or the project report was searched for, retrieved and the responsible author contacted.

The final sample of interviews sent in for analysis consisted of only 12 of the initially 15 interviews, as three of the interviews were dismissed due to a lack of relevant information in view of the interview guideline and the discussed topics.

**List of the organisations and positions of the key persons**

	<b>Organisation</b>	<b>Position of the interviewee and responsibilities</b>
<b>National Governmental organisations</b>	Austrian Federal Ministry for Traffic, Innovation and Technology (BMVIT)	Directive deputy at the department of Technic and Traffic Safety. Also directive deputy of the VSF (traffic safety fund)
<b>Senior organisations</b>	Green Seniors	Chair person
	The seniors division of the ÖGB (Austrian federation of trade unions)	Chair person of the division
<b>Other organisations</b>	Austrian Board for Traffic Safety (KfV)	No formal title, chosen as expert in the field of senior mobility and safety
	Argus, a NGO for cyclists.	Chair person
	Transportation Association Austria (VCO). A NGO for sustainable forms of traffic	Traffic expert
	Austrian General Accident Insurance Association (AUVA)	Road traffic safety expert
	Austrian Red Cross (ÖRK)	Head of health and social services
	Organisation for people with restricted eyesight for Vienna, lower Austria and Burgenland (Sehbehinderten- und Blindenorganisationen der Ostregion) as well as Eyecontact (Blickkontakt)	Head of both organisations
	City of Vienna	Authorized representative for seniors for the City of Vienna (The "SeniorInnenbeauftragte der Stadt Wien")
	Municipality of the City of Vienna	Spatial and urban planner for traffic management and traffic safety of Vienna
	Wiener Linien (the main carrier of public transportation in Vienna, the subway)	Planning engineer, also teaching at the technical university of Vienna

## ***Results of the mapping in Austria***

### **National transportations policies with regard to senior mobility and safety**

The national transportation policies of Austria are integrated in the Austrian Transport Masterplan issued by the Federal Ministry for Transport, Innovation and Technology (BMVIT 2012). As these policies issued by the responsible federal ministry this is the main guideline for application of programmes and initiatives in the fields of transport and mobility.

Mobility and transportation policies are treated on different levels:

#### **1) General level: National transportation policy**

The Austrian Transport Masterplan includes guidelines and fact sheets on how to develop, improve and extend the road infrastructure and to ensure both barrier-free mobility as well as a functioning road system for person and freight transportation. The master plan aims at the following goals:

- Improve the social aspect of traffic and allow all road user groups access to mobility
- Improve traffic safety
- Improve the eco-friendliness of the Austrian transport system
- Improve efficiency of the Austrian transport system.

In view of senior mobility the Austrian Transport Masterplan mentions the barrier-free access for older road users as one of the goals that has to be achieved in ongoing and upcoming transport policies by explicitly focussing on development processes that support the adaptation of current infrastructures to increase usability and accessibility of senior road users.

#### **2) Specific level**

The competences concerning building and maintenance of infrastructure are divided between the federal governments and the communities. Communities, for example, are responsible for creating, maintenance and clearing of sidewalks. Each political party has formulated its own transport policy within their political programs.

The specific issues of traffic and road safety are integrated in the Austrian Road Safety plan also issued by BMVIT including mobility scenarios, potential traffic safety risks and respective measures (BMVIT 2011). This master plan on traffic safety is issued with focus on providing guidelines on how to improve traffic safety.

Campaigns or other activities on special issues, like traffic safety of senior citizens, are organised only punctually by different actors, like the KfV (Austrian Road Safety Board).

National policies with focus on older road users include fact sheets informing on traffic safety, traffic accidents and influencing factors. Basic fact sheet for the year 2010 on senior road user's traffic safety,

includes information on differences between Austrian regions and federal states, differences between genders and age groups, between different transport mode users and specific information on accident circumstances (BMVIT 2010).

Information materials on the most important mode of transportation for older road users are available. Walking in older age, including strategies on how to safely stay mobile on foot and on how to use walking aides (BMVIT 2011b) is distributed within information brochures. The paper is not only addressing planners, experts and political decision makers but also older road users themselves including the above mentioned strategies. The paper produced by the BMVIT has an own section on accidents of older road users as pedestrians. The section is mostly of descriptive nature, showing the high numbers of injuries and fatalities for older pedestrians.

Cycling as transport mode of choice of senior road users, including suggestions on how to safely cycle, potential issues and hazards as well as strategies on how to overcome individual insecurities in regards to the bicycle as transport mode of choice (BMVIT 2012b).

The fields of transport and mobility in Austria, including different sub-groups of interest, are responsibilities of BMVIT. This also includes commission of a variety of tenders focusing on aspects such as: traffic safety, alternative and sustainable forms of transportation, ITS, etc.

The current Austrian Federal Government explicitly included the mobility of older road users in their working programme for the period 2008-2013 to help support participation and mobility of seniors by supporting measures that generally improve usability and accessibility to public infrastructures and enforce measures to inform and educate senior citizens on how to actively and safely stay mobile (The Austrian Government 2008). For example, the Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) is aiming at social aspects including support and preservation of mobility in old age.

## **Senior mobility and safety from the point of view of national governmental organisations**

### **The Federal Ministry for Traffic, Innovation and Technology (BMVIT)**

The Federal Ministry for Traffic, Innovation and Technology is as a ministry closely connected to the government and led by the Federal Minister of Transport, Innovation and Technology. The ministry is divided into four departments: Executive Committee and International Affairs; Infrastructure Planning and Financing; Coordination, Innovations and Telecommunication and Transport.

One interview was made with a traffic safety expert (directive deputy of the Austrian traffic safety fund) at section STII (Street II). This section focuses on traffic safety and covers all aspects of traffic (including areas such as highways, tunnels, etc.). The main goal of the section is to provide guidelines, recommendations and set the ground for general traffic conditions that help support traffic safety in Austria. All ongoing projects and actions are funded by VSF ("Verkehrssicherheitsfonds" traffic safety

fund) which is fed by federal revenues from vanity plates and penalties from freight transportation. The VSF is not only providing financial basis for national projects in traffic safety but is also split up into divisions for each federal state, where very specific regional traffic safety projects are commissioned. On a federal level the VSF is focused on general traffic safety strategies for Austria.

### **The present work of national governmental organisations**

One important work of BMVIT and its traffic safety section is the traffic safety program for Austria. The latest program provides safety strategies for the years 2011 to 2020 (BMVIT 2011). This program formulates the general strategies which actors working with traffic safety should follow and strive for. The program also provides measures for ensuring traffic safety for many different road user groups, ranging from children to seniors, different modes of transportation and other issues connected to traffic safety such as drunk driving or drug use. The program proposes for each discussed topic measures to improve traffic safety within a 10 year period.

In the case of senior mobility and safety it can be noted that the program discusses age related cognitive and physical performance differences among the older road users. The interviewee puts forward that there is a general awareness regarding the importance of mobility for older road users which leads the ministry to try to initiate work on measures to ensure safe mobility for the older age groups in Austria.

The BMVIT represents the most important actor regarding traffic safety in Austria; most other ministries are only working in this field to a minor extent. However, The Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK) who is responsible of old age policies is now incorporating mobility in general policies on older people (BMASK n.d.) and funding some research on age and mobility (Amann n.d.).

Measures promoted by BMVIT to ensure safe mobility include awareness raising among older road users regarding potential decreases in traffic relevant performance by providing them with possibilities to utilize their strengths (i.e., compensation strategies such as driving at day, avoid driving at night). Basis for traffic safety work, including specific problem areas, is the national accident database produced by Statistics Austria. Statistical data is analysed to identify potential problem areas and need for action. Based on the results certain projects are commissioned to assess and evaluate these phenomena and to develop specifically adapted counter measures. This approach also includes assessments of traffic safety aspects that are just emerging to provide measures on a pro-active level (i.e., accident potential of e-vehicles).

In addition to identification of specific problem areas based on accident data, certain topics are determined by the responsible political and administrative authorities, including identification of the regional and federal responsibilities (i.e: infrastructure adaptation and development processes need to be initiated and financed based on given guidelines). Moreover certain recurring and continuing traffic safety issues are designated themes for a certain year of traffic safety work (i.e., traffic safety theme of

2012 was “fatigue and distraction”). Identification of fields actions are also based on requests from the police force to assess traffic safety aspects where there is a lack of empiric data or an expected high share of unknown cases such as accidents due to distraction.

If there is a specific need for research on a given topic, the BMVIT commissions’ research facilities and external experts (BMVIT 2010), based on a comprehensive audition process, to assess a given topic, which is funded by the VSF. Actual projects focused on the issues of older road users and future needs regarding the transport infrastructures in Austria include such as MOTION 55+, focusing on the future mobility for the 55+ generation including mobility scenarios for active participation in transport systems drawing on all necessary transport technologies. Another current project is focussing on risk competence training for older motorists with the goal to maintain safe mobility of older drivers by focussing on their strengths and enhancing them by applying education and information techniques.

The BMVIT does also provide information materials and specific measures aimed at older road users that promote alternative forms of transportation. Factsheets on cycling in older age for instance provide information specifically aimed at seniors who are willing to change their mode of transportation or depend on a new main mode of transport due to a variety of possible reasons.

### **Collaborations**

Important collaborations in the area of senior road safety include joint projects with medical professionals and the Austrian medical association, car driver’s lobbies, driving schools and KfV. In course of certain information and workshop events not only representatives of senior road user interest groups, including the Austrian senior organisations, but also actual representatives of the group of senior road users are integrated in exploratory approaches to evaluate the state of traffic safety and general access to mobility.

### **Barriers and facilitators of implementing goals**

Potential barriers for implementing goals and measures are usually, according to the interviewee, connected to financial restrictions which especially holds true for large-scale information and awareness raising campaigns. Other potential problems in relation to campaigns can arise from the chosen mode to access a certain target group, as medium as well as content of information need to be chosen carefully and need to be adapted to the target group at hand to allow for sustainable information on a given topic.

Certain traffic safety related aspects need to be taken up by the economy and considered relevant for further development and implementation in order to help distribute safety measures on a broader basis (i.e., integrating reflectors and reflecting materials in clothing to increase visibility in darkness, etc.).

### **Single pedestrian accidents and incidents and accidents in relation to public transport**

Overall single pedestrian accidents and incidents in public transportation are not generally viewed as an urgent traffic safety issue in the same way as drunk driving or younger car drivers according to the

interviewee, leading to a less comprehensive discussion of these issues on a political and consequently a public level.

Projects in the fields of single pedestrian accidents and falls in public space are hard to assess due to the fact that these specific accidents are not registered in the national accident databases. A project together with the KfV, based on data from insurance carriers and hospitals, provided specific results and measures on how to resolve problems especially relevant for pedestrians. Older pedestrians were not in focus of this study but one group of relevance among others ("Das Unfallrisiko auf Fußwegen in Österreich" (Accident risk on foot paths in Austria), 2011).

### **Driving licence issues**

Fitness to drive screening represents a topic of discussion in BMVIT and is currently in focus of workshops together with interest groups of older road users including the major senior organisations). But as this topic is currently not a hot topic in Austria despite the new EU legislation with the introduction of fitness to drive tests for one specific group not being envisaged. Therefore focus of Austrian policy still is on voluntary fitness to drive tests.

The BMVIT has initiated a pilot project integrating older car drivers in the course of workshops to assess their mobility behaviour, their needs and actual practices when driving a car (time of day, distances travelled, etc.) and to inform them about other relevant factors for fitness to drive and measures that can help to maintain their level of mobility. These workshops can be held by partner organisations and provide older road users with the opportunities to adapt their mobility behaviour to their actual skills on a voluntary basis without the need of obligatory testing procedures. As this project is currently in a pilot phase there are still open questions regarding the organisations to execute these workshops, or financing (i.e., by insurance companies, etc.).

There has been a project together with the Austrian medical association to help inform older car drivers about the possible negative effects of certain medication of fitness to drive. Of special importance in this project are family physicians and general physicians as these professionals have direct access to affected older drivers and have access to relevant medical background information indicating a need to be aware of potential shortcomings.

Other possibilities to distribute awareness in regard to fitness to drive are via car driver lobbies to inform and sensitize the group of older road users on potential dangers and coping strategies.

### **Senior mobility and safety from the point of view of national senior organisations**

There is a wide variety of organisations of seniors. Generally these organisations are closely associated with political parties. There are larger organisations Austrian Senior's Council (Österreichischer Seniorenrat ÖSR), the seniors division of ÖGB (Österreichischer Gewerkschaftsbund PensionistInnen, the senior division of the Austrian trade union) and various

smaller organisations. The Austrian Senior's Council is the umbrella organisation of the other often party related senior citizen organisations with currently about 2 million members. There are also smaller organisations as well as smaller senior organisations of political parties (i.e., The Green Seniors). Due to problems of getting access to representatives of the umbrella organisation as well as some other organisations only interviews with two representatives of senior organisations were conducted. Transportation seemed to be viewed as a side issue in many organisations while more traditional health issues and health care were central. In general results of the interviews with representatives of the senior organisations show that topics, such as barrier-free mobility, as well as general access to mobility, are an issue of discussion, but that there are only few projects or activities aimed at these topics.

### **The seniors division of the ÖGB (Austrian federation of trade unions)**

The seniors division of the ÖGB is focusing on all topics the ÖGB is working on with specific focus on the relations of senior citizens including: social quality, pensions, health policy, care, strong state (welfare system), mobility, inflation (ÖGB 2012). Main focus of these activities lies on the economic situation of senior citizens on the definition of guidelines and requirements to be fulfilled on an administrative, economic and social level to provide the basis for the quality of life of the older Austrian population.

Topics relating to mobility and traffic safety are mostly on public transportation and economic aspects of access to transportation, often related to aspects of billing, etc.

### **The Green Seniors**

The Green Seniors is the senior division of the Green Austrian Political Party (Die Grünen). The division has less than 10 000 members comprised of active seniors from the political party Die Grünen. The aim is to support and promote age related topics on a regional, national and international level. As the association is strongly tied to an political party it has political influence, especially in ecological fields of discussion.

The organisation has regional departments for each Austrian federal state, with a general overarching department responsible for all departments in Austria. On an international level the association is integrated in the ENGS (the European Network for Green Seniors), which is actively promoting and supporting general ecologic topics but also focuses on age based issues.

### **The present work of national senior organisations**

The Green Seniors conduct many information events where age related topics are included. The association has for example highlighted issues of age related restrictions and accessibility in public space in recent years. They are also currently conducting a survey in Vienna focusing on accessibility for older people which includes an assessment for seniors of the possibilities to fulfill their mobility

needs in their residential district. Issues of importance are possibilities to access public transportation, including the perceptions of safety in certain situations. The results will be used in policymaking.

For example, problems on an individual level connected to certain forms of impairment are addressed by providing compensation strategies as well as information and access to existing ITS.

General policies (of the green seniors) regarding senior road users are focusing on sustainable mobility concepts for older road users with road maps aimed at sustainable modes of transportation (i.e., walking, cycling, e-mobility and public transport) and focus on aspects such as spatial planning and financial viability of the mobility of the older population (Seidler 2012). Two specific initiatives of the organisation discussing road safety of senior road users are:

- Discussing problems at Zebra crossing for older road users due to the short green-phases; demand for a stronger focus on vulnerable road users and senior pedestrians in general (G-Plus 2008):
- Discussion of the financial viability of public transportation in Vienna and reduction of the public transport tickets due to political intervention, and lobbying (Meinhard-Schiebel 2012) is done by the green seniors.

According to the interviewee from the senior division of ÖGB, mobility plays an important role in the activities of the seniors division as for example decreasing numbers of transport option in residential areas have detrimental effect on the actual mobility behaviour older road users. In this regard financial resources and health related aspects play a vital role in the discussion of a basic demand for mobility. Moreover topics such as health care in rural areas, opportunities to go shopping, etc. are increasingly related to topics of spatial development and sustainable and safe transport systems. Moreover problems connected to dependency on others to be mobile and fear of social exclusion are currently being discussed. The view on mobility is thus broad in the organisation and difficult to separate from other matters such as health and residential environment.

The Senior division of ÖGB has put forward topics of barrier-free mobility and design for all in public transportation, especially on a technical level. Available specifically adapted infrastructures are of concern for the association, as these aspects are of increasing relevance for the members of this organisation. The main practices of the seniors division of the ÖGB in this regard are aimed at information activities and raising societal awareness by means of press releases, leaflets for member, talks with the respective stakeholders and politically responsible contact persons and public events to claim responsibility and action as well as foster public interest on these topics.

The senior organisations are also highly involved in international cooperation. The senior division of ÖGB is e.g. part of European Federation of Retired and Older Persons (FERPA 2013), which is very similar to the structure and organisation of the ÖGB and has overall about 10 millions members. Therefore the seniors division of the ÖGB is also representing its members on an international and EU level.

## **Collaborations**

The representative of the Senior division of ÖGB describes how the Austrian senior organisations work together and in many ways even are integrated. The Austrian Seniors Council is the umbrella organisation for all Austrian seniors associations and an important actor when it comes to political influences. If specific topics, such as transport and mobility are brought up within the senior organisations then collaborations with respective federal ministry is sought for. In addition there are also collaborations on regional levels where specific associations and local players and stakeholders are contact persons for specific projects. One example of examples of this kind of collaboration is for example "Verkehrssicherheit für ältere Menschen" (Traffic safety for older people) (MA46 n.d.) of the city of Vienna is an initiative together with the ÖAMTC and the KfV especially focusing on the risk perception and awareness of older road users in traffic conflict situations. The results are directly integrated into regional traffic safety policies and serve as a basis for specifically adapted guidelines on traffic safety.

The interviewee from the Green Seniors talks about how she is cooperating with associations for seniors, associations of people with disabilities, residential homes for older people, the Austrian umbrella association for rehabilitation (ÖAR) and Vienna senior council (Wiener Seniorenrat). The Green Seniors are invited to meetings and forums for discussions on senior matters organised by authorizes, for example, they were recently been invited to meetings on cycling and walking in Vienna.

## **Barriers and facilitators of implementing goals**

Main barriers for implementing goals focused on seniors are related to financial aspects according to the representative of the senior division of ÖGB. In general funding of projects, including initiatives on traffic safety, concerning senior citizens is problematic due to both the general financial situation of the sponsors on the level of responsible ministries and due to the actual resources of the organisations themselves as these mainly consist of volunteers who are usually not able to invest more time and effort in projects with longer durations. There can also be a certain inertia on a political level when it comes to innovative ideas and changes. That is why information activities and raising awareness on a public level are important to facilitate changes for older road users.

The representative of The Green Seniors thinks that one barrier is related to social class. Senior groups with low income and low education are less articulated and engaged in fulfilling their needs. There is thus less knowledge on these groups and they are not so well represented in discussion forums. Anyway, these groups need to be addressed. Another barrier is that some older people have difficulties with the technical development, which results also in decrease of mobility if technical applications are refused to use.

### **Single pedestrian accidents and Incidents and accidents in relation to public transport**

Both representatives of the senior organisations put forward that single pedestrian accidents and incidents/accidents in relation to public transport are no major fields of activities even if they can be considered to be part of a general discussion of traffic safety within the organisations.

The representative of Green Seniors however raises the question of conflicts between cyclists and senior pedestrians. The rising number of cyclists is perceived as a threat among many older people and she would like to arrange an event where cyclists and seniors come together and discuss this topic.

### **Driving licence issues**

This topic has been of high relevance for the discussion within the association as the new legislation at the European level has led to intense reactions in Austria due to the high emotional value of this topic. The seniors division of the ÖGB is basically consenting to the Austrian solution in this regard. The seniors division of the ÖGB is strictly against the introduction of age-based fitness-to-drive screenings, except for individual cases where a screening is important due to a certain event that indicates the need for such a procedure. This attitude is also represented on a European level (FERPA) and is supported by other senior organisations.

The association is nevertheless aware of the multi-dimensional character of this topic as there has also been intense discussion in connection with certain health conditions and certain forms of medication which has been relevant for the association and its members.

The interviewee from the Green seniors puts forward that there needs to be differentiation between urban and rural surroundings. Especially rural seniors need accessibility to the car in order to be mobile. Still she thinks that checking the abilities to drive a car is a useful instrument. She definitely supports a restriction of driver licenses. She knows many people who do drive but are not capable of driving. Older people drive more cautiously but still there might be a point where one cannot drive a car anymore.

### **Senior mobility and safety from the point of view of other organisations**

In this chapter a wide spectrum of different organisations has been interviewed. Five interviews with representatives for NGOs have been interviewed consisting of handicap organisations of visual impairment, a charity organisation and three organisations focusing on mobility and transportation. Also an interview with a representative of an insurance company has been made. The local and regional level is exemplified by two interviews with representatives of the City of Vienna as well as an interview with a planning engineer of public transportation (subways) working in Wiener Linien.

### **KfV (Austrian Board for Traffic Safety)**

The KfV (Austrian board for traffic safety) is a NGO focusing on research and consulting in all fields tangent to transport and mobility. The KfV is an association with motor- and cycle organisations (e.g., ÖAMTC - Österreichischer Automobil-, Motorrad- und Touring Club, ARBÖ - Auto-, Motor- und Radfahrerbund Österreichs) and insurance companies (e.g., AUVA) being members. The organisation has about 200 employees.

Projects and services conducted and offered by the KfV can be on regional, national as well as international level. In addition, not only topics regarding transportation are covered, but also residency, leisure time and sports are fields of activity and expertise in the organisation. The KfV is considered as an important reference entity for political decisions in the fields of traffic safety and is regarded to have a major influence on the policies regarding older road users on a national level. The organisation have also got projects from the ministry and authorities in Austria.

### **Austrian Red Cross (ÖRK)**

The Austrian Red Cross is a NGO which works with charity. In relation to seniors in Austria the organisation works with medical assistance, medical insurance systems and safety issues like first aid. They also organise various activities for seniors on regional and national levels. General focus regarding senior citizens is mainly concerning health care and assistance but there are initiatives that also touch upon traffic safety (i.e., the project "safe housing 60+" (ÖRK 2011)) together with BMVIT not only assesses accidents in home environments but also strategies to improve outside mobility and traffic safety.)

### **VCÖ (Austrian Traffic Club, NGO for ecological and sustainable forms of traffic)**

VCÖ was established 25 years ago. There are not so many other NGO's in the field of sustainable traffic and traffic safety, so the organisations have close collaborations on the governmental level. VCÖ is in contact with the Federal Ministry for Traffic, Innovation and Technology (BMVIT). The Federal Ministry for Environment (Lebensministerium), very recently contacted and collaboration has also been established with The Federal Ministry of Social Affairs (BMAK).

The main focus of work is to identify and assess current and relevant topics regarding traffic and traffic safety. Results of research projects are disseminated especially to political decision makers and stakeholder groups. The VCÖ is less engaged in informing or awareness campaigns for the general public. The channels to communicate and disseminate findings include: personal discussions, public relations, events, mobility award (an award given by the VCÖ for outstanding and innovative projects in the fields of transport, mobility and traffic).

### **Austrian Association in Support of the Blind and Visually Impaired (Die Hilfsgemeinschaft)**

The Austrian Association in Support of the Blind and Visually Impaired has existed since 1935 as a secular, non-profit association without affiliations to a political party or group.

“Our goal is to improve the living conditions of visually impaired and blind people. At present we provide support and guidance for about 4,200 members from all over Austria. Almost all the activities of the organisations are funded from private donations.” (Austrian Association in Support of the Blind and Visually Impaired 2013). One important goal of the association is the elimination of barriers to persons with visual impairment as well as to raise awareness in campaigns and events.

### **The AUVA (General Accident Insurance Agency)**

AUVA (general accident insurance agency) writes in their self description: The AUVA “is the Austrian social insurance for occupational risks for more than 3 millions employed persons and 1.3 million school children and students“ It is a corporation under public law (AUVA 2013).

AUVA holds personalized accident data as well as it conducts research with this data. As an insurance company they have an interest in accident prevention and therefore collaborate with companies and corporations. They have a main focus on employment related accidents, which includes traffic accidents on the way to and from work.

### **Argus**

Argus (Arbeitsgemeinschaft umweltfreundlicher Stadtverkehr / working associations eco-friendly urban traffic) is a non-profit lobbying association for cyclists with the aim to promote non-motorized traffic, focusing on cycling. ARGUS collaborates and advice politicians and authorities. In Vienna, they collaborate closely with another cycling association, the Radlobby IGF (Argus 2013).

They do not have a special focus on senior road users but are interested in senior road users as cyclists. Traffic safety is an important concern for cyclists as vulnerable road users.

### **Wiener Linien**

Wiener Linien GmbH & Co KG is a limited partnership with a limited liability company as a general partner and 100 per cent subsidiary of Wiener Stadtwerke Holding AG. Wiener Linien provides public transport in the city of Vienna. Wiener Linien had 875 million passengers in 2011 and around 2.4 million passengers per day (Wiener Linien 2013).

As a service provider Wiener Linien collaborates with a vast range of organisations, institutions and associations from both private and public sectors. They have a special interest in older persons and also persons with impairments, since these groups are especially dependent on public transport.

### **The municipality of the City of Vienna**

The City of Vienna is the capital of Austria with 1.9 million inhabitants. The federal state of Vienna is part of the federal republic of Austria. The Mayor and governor is Michael Häupl. The City of Vienna has a department for transportation and urban planning as well as a department for education & research that are both, involved in the traffic safety of older road users. The city of Vienna is committed to a general design for all philosophy in view of planning and construction processes concerning traffic management (Municipality of the city of Vienna 2013).

The City of Vienna has one authorized representative for seniors of the city of Vienna. This position was created by the mayor 1996 years ago. As it can be assumed that the person of this position has general knowledge on on-going policies and practices regarding seniors in Vienna we made one interview with the person having this position.

One other interview was made with the spatial and urban planner at the Viennese municipal authority for traffic management and traffic safety (MA 46). The MA46 represents the interface in regard to all planning and building as well as traffic safety and management processes in Vienna leading to a significant influence on the current infrastructural and practical aspects of traffic safety of older road users. The MA46 also represents the local authority which is responsible for demanding equal usability and accessibility for all road user groups.

### **The present work of other organisations**

Based on the interviews and the information we have obtained, one very active NGO in the field of senior mobility and safety in Austria is the KfV (Austrian board of traffic safety). The representative of KfV puts forward the need to take seniors into account with regard to traffic safety and mobility. She means that due to the demographic change and the need to stay mobile in old age, new questions will arise about the effects of these changes on traffic safety as well as about how to develop preventive measures. KfV focuses on seniors as pedestrians, as drivers, as victims of crimes and as general participants in traffic safety. KfV also deals with senior mobility and safety with regard to issues of residential surroundings and neighbourhoods.

The work of KfV involves campaigns, information activities such as brochures as well as research projects on senior mobility and safety. One recent traffic safety campaign for seniors was, for example, made together with the city of Vienna (KfV 2004) specifically aiming at improving the walkability of the urban infrastructure while also improving on traffic safety of senior pedestrian by providing guidelines for technical measures. Another information campaign focused on reflectors and the need for pedestrians to be visible in evening and night time. As people 65 year and above make up about half of all fatalities among pedestrians, reflectors are an important question for seniors (Merz 2011). The campaign was a collaboration between KfV, Seniorenbund (a senior organisation) and Oberösterreichische Versicherung (an insurance company). An information folder directed towards the public has also recently been produced: *Safe mobility 60+* (Sichere Mobilität 60+). This is a folder on safety aspects for older road users discussing different modes of transportation (KfV n.d.). A brochure with safety tips for older road users including information on health screenings has been produced together with Novartis, a Swiss pharmaceutical company actively participating in various research projects in the fields on a European level (KfV n.d.).

With regard to research projects, KfV has together with the Technical university of Wien and Herry Consult GmbH (a consultancy firm) studied the mobility needs of older road users with focus on the heterogeneity of the older age groups and a set of adapted measures. The research project was initiated by the BMVIT within its ways2go project line which is a "research program line ways2go

supports development of innovative transport technologies designed to address evolving mobility needs” (<http://www.bmvit.gv.at/en/innovation/mobility/ways2go/index.html>) The project published a catalogue of mobility scenarios for the age group 55+ (Aigner-Breuss et al. n.d). Main results show that scenarios of future mobility need to be assessed based on perspectives varying by regional aspects and different road user groups. Especially in view of the existing differences, in regards to the individual economic situation and the availability of public transport options, between Austrian urban and rural areas, focus of future transport policies need to be placed on improving mobility especially in rural areas to allow older road users to maintain autonomous mobility as long as possible. Traffic safety is discussed on various levels including subjective safety in public transport and traffic safety training focusing on different modes of transportation, including bicycle and driving a car.

The Austrian Red Cross is another NGO which is involved in the area of senior mobility and safety. They provide, according to the representative of the organisation, memory training, physical training but also social activities for seniors. Their interest in mobility is connected to health issues, rather than transportation per se and they mostly focus on active seniors.

One interviewee represented four NGO’s for persons with impaired eyesight. The organisations work with the problems which people with impaired eyesight are confronted with in infrastructures and public transport. Even if the focus is not seniors, most of the members of the organisations are of old age as impairments in eyesight becomes more common on the older ages. The interviewee thus puts forward that issues of impaired eyesight is of relevance in relation to seniors. On the regional level there has been a lot of collaboration with Wiener Linien which developed the first tactile guidance system in Europe as a way to increase the safety and accessibility of transportation for persons with impaired eyesight.

The Argus (cyclist organisation), VCÖ (organisation for ecological and sustainable transportation) and AUVA have not, according to the interviewees, worked so much on senior mobility and safety. In the case of Argus, they urge older persons as well as other user groups to start cycling, but they are a small organisation with small resources. They have not the ability to start activities for seniors. VCÖ has not been working on issues focusing on senior mobility and safety, however they have recently tried to establish contact with senior organisations for projects of mobility. The interviewee from Auva (insurance company) does not know of any on-going work or project on senior mobility and safety in the insurance company.

The two interviewees from the city of Vienna give many examples of how local authorities can work with senior mobility and safety. The senior representative talks about how she and her colleagues on the one hand take care of individual cases. That might be questions, complaints about many different things such as stops of public transport, frequencies of buses, accessibility in public transport or aspects about public space. They then contact the responsible organisations which in the case of public transportation can be Wiener Linien (the organisation responsible of the subway in Vienna) or the Austrian railways. On the other hand they are also involved in different kinds of outwards

communication activities and information exchange activities such as for example Senior 21 which is a conference with Viennese authorities and associations which are responsible of the needs of seniors.

Safety issues are discussed among other relevant issues for senior citizens, but the output of these discussions is not binding for policy makers. Mobility is treated as a cross-sectional issue, needs and concerns of elderly in the field of mobility are discussed among the topics health or leisure.

The senior representative of the city of Vienna emphasizes the important work made by the Local Senior council, where she is member of the board of directors. This council consists of the authorities in charge of senior of the Viennese district. Once a year, there is also a meeting of the authorities in charge of senior's issues on a federal state level of each of the 9 federal states. Barrier-free infrastructure and safety for elderly persons, not only in traffic, are topics, which are discussed at these meetings (Seniors office of the city of Vienna n.d.). A further informal "institution" for information exchange are regular meetings of senior citizens, so called "senior clubs", where elderly members of political parties or other institutions (e.g., churchly) meet in order to maintain social contacts to like-minded persons.

Various other workshops and events on local levels aimed traffic safety and sustaining different forms of mobility of senior road users are conducted together with local authorities, senior organisations and experts on regional levels in Austria, such as the initiative "...Sichere Mobilität - Mobilität sichern...60+" (Vorarlberg Online 2011) (safe mobility – ensure mobility – 60+), which is aimed at improving traffic safety of older road users based on 40 stakeholder workshops informing about responsibility, risk awareness and safety strategies.

One topic that was in recent discussion is that of cobblestone where they got in contact with the city. Cobblestones are a challenge for persons with impaired mobility for example, for people using a walking frame. So they have to do educational advertising about walking frames. Because there are different types, for indoor or outdoor activities and depending on the size of wheels they are more or less fit to walk on cobblestone.

The spatial and urban planner at the Viennese municipal authority for traffic management and traffic safety (MA46) gives a complementing view and explains the importance of spatial planning in local authorities in relation to senior mobility and safety. In the case of Vienna, the master plan has a special focus on pedestrians and a specification of different groups of pedestrians, for example, mobility impaired or older people. This focus on pedestrians has a long history (since the 1990s) as Vienna has worked on improving pedestrian infrastructures and public transport modes, which has lead to a certain level of sensitivity and awareness among the responsible authorities and a majority of the involved stakeholders according to the spatial and urban planner.

One important example of the work in this respect is a comprehensive assessment on the mobility conditions for pedestrians in Vienna and an evaluation of the different pedestrian groups. After this assessment and evaluation the MA46 initiated a research project together with KfV (Austrian Board for traffic safety) to analyze mobility needs and issues of older pedestrians with focus on the vicinities of

senior residential homes, where there is an increased demand for a safe walking infrastructure. All 30 locations of these senior homes were assessed by integrating and surveying residents of these facilities as well as different interest groups. The results of this project will, according to the spatial and urban planner, have a persistent influence on newly initiated projects tangent to older road user groups.

The Senior representative of the city of Vienna points out that she mostly focus on seniors in higher age classes. Younger and more active seniors are in lesser need of special attention in her opinion. The spatial and urban planner puts forward that older people is a heterogeneous group, however he means that special focus is mostly on them who no longer cannot drive and have to resort to walking or public forms of transportation. He also talks about persons who are severely impaired (sensory, motor, cognitively) as an important group to focus on.

The interview with the representative of Wiener Linien gives examples of how a public transport company may deal with senior mobility and safety. For Wiener Linien everybody has to be included in their services. While there are information folders on how to (safely) use public transport, they do not concentrate on one specific group in particular but on all customers. However, special attention has been given to accessibility and usability for mobility impaired or handicapped persons. The company has developed a process on how to certificate “barrier free” accessibility and usability of public transport. It is standard policy to include people who are actually suffering from mobility impairments to validate the findings and results of the projects. For different impairments they have developed measures, ramps and elevators to serve different groups of customers with special needs. In regard to impaired eyesight a tactile guidance system has been developed.

## **Collaborations**

As the organisations are heterogeneous there is also a wide array of collaborations. In this chapter we focus on collaborations which directly deal with activities of senior mobility and safety or statements on collaborations which directly are referred to senior mobility and safety. We also include statements of problems of collaboration, missing partners etc in relation to senior mobility and safety.

KfV has intensive collaboration with various actors with regard to campaigns, information brochures and research. They collaborate with governmental organisations, research organisations, NGO's and private companies. In the case of senior mobility and safety Seniorenbund, The technical university of Vienna, Oberösterreichische Versicherung (an insurance company and Herry Consult GmbH (a consultancy firm) were mentioned.

The Austrian Red Cross also collaborates with a variety of other organisations. They work together with other organisations which deal with care and health of older people like Caritas and Diakonie. These organisations also have an umbrella association National Association for non-statutory welfare (Bundesarbeitsgemeinschaft freie Wohlfahrt). Even if these collaborations are not focused on transportation per se they are important in organising activities and helping older people around.

Concerning mobility of older people the Red Cross however works together with NGO's in the field of mobility such as Walk space (association for pedestrians, <http://www.walk-space.at/>). The interviewee from The Red Cross puts forward that the organisation has close and well established collaboration with governmental organisations such as the Federal Ministry of Social Affairs and the Federal Ministry of Health (BMASK). They also collaborate with authorities of the federal states on a regional level. Senior organisations are of course an important partner. Occupational unions, "Österreichischer Berufs- und Krankenpflegeverband" (accident prevention & insurance association) and union of psychologists are also mentioned as important collaborators. Generally collaboration with partner organisations and representatives of other associations are working smoothly.

The representative of Organisation of the visually impaired and blind of the Viennese eastern region puts forward the importance of collaboration in order to agglomerate power and influence. The organisations he is representing is, for example, part of a wider umbrella handicap organisation where various handicap organisations collaborate and coordinate their actions. His organisations also have close collaboration with many different organisations such as Wiener Linien as well as the authorities such as the infrastructure department of the city of Vienna, road construction offices and administratives in lower Austria and Burgenland. These collaborations have been successful and ideas which help his members with impaired eyesight have been implemented. His organisations also cooperate with Austrian Railways(ÖBB) which he is however critical of. They do not take attention to what his organisation puts forward, for example, the need to put signs on glass doors in trains in order to make them more visible. The interviewee means that it is a lack of interest and understanding from the side of Austrian Railways.

VCÖ (an organisation for ecological and sustainable transportation) is an important NGO in the field of sustainable transportation and have well established collaborations with for example governmental organisations such as the ministries. VCÖ has not focused on senior mobility but have recently taken contact with senior organisations. These topics are growing in importance and relevance in view of the VCÖs activities especially in view of ongoing research projects funded by BMVIT (i.e., Fact Sheets on improving quality of life of senior citizens by supporting sustainable forms of mobility) (Urbanek 2012).

At the local and regional level the interviews clarifies how local authorities have many different kinds of collaborations externally as well as the heterogeneity of the organisation of authorities internally making the work and collaborations very different depending on the positions of the interviewees. The senior representative puts forward how the city of Vienna has a coordinating function regarding senior issues and organises or are involved in different forums such as Senior Clubs, Senior 21 (a yearly conference) and Seniorenbeirat. These are important meeting points for information exchange and dialogues between different authorities and stakeholders. Other important collaborators mentioned are Wiener Linien, which is the company responsible for the major part of public transport in Vienna, (the status of this company) and senior organisations. She also mentioned internally the department of urban development of Vienna as an important internal collaborator.

The Spatial and urban planner puts forward how his work concerns a wide variety of collaborations both in context of day-to-day business of the magistrate and in the context of specific projects aimed at road safety in general and with focus on specific groups of interest. In the case mentioned above of the project aimed at the mobility situation of residents of senior residential homes, the department of traffic management and traffic safety collaborated closely with the KfV, both with research and how to integrate the findings in planning processes. Other cooperations include working with authorities in the fields of construction and planning, trade unions, building departments and various kinds of interest groups (i.e., senior interest groups and senior unions, etc.). Collaborations are usually concluded by project commissions (in specific cases), workshops (with interest groups and external experts) and audits (with other regional authorities in the course of planning processes). In the course of projects aimed at improving and assessing fitness to drive there are also cooperations with ÖAMTC (car driving) and ARBÖ (cycling).

The interviewee of the transport company Wiener Linien puts forward the collaboration with regard to accessibility work. Associations for impaired people are important in various projects and he especially mentions the collaborations with organisations of persons with impaired eyesight. The umbrella organisation for people with impairment OEAR is also part of many projects. BMVIT is mentioned as the most important part of the Austrian Federal Ministries.

### **Barriers and facilitators of implementing goals**

In this section we summarize and describe barriers and facilitators for implementing goals of senior mobility and safety brought up in the interviews.

Barriers for implementing measures aimed at older road users at the local level, that were mentioned by the Spatial and urban planner at the municipality of Vienna, were that implementation is usually taking place in a field of tension between planning and construction authorities, interest groups and political decision makers. This can make implementation slow and different interests have to be considered locally.

Another basis for conflicts and barriers for implementing measures reducing mobility barriers do include missing awareness and knowledge on issues regarding the mobility of older road users on part of technical professionals such as architects and traffic planners. This barrier was raised both by the Spatial and urban planner at the municipality of Vienna and the planning engineer at Wiener Linien. The education of university level engineers has too little content on accessibility and usability for users and ought to be improved. This, it is suggested, would facilitate the implementation of measures reducing mobility barriers.

In general the industry tangent to the transport field (i.e., manufacturers of ticket machines, or public transport vehicles) poses a huge barrier; which also is a sign that free market is not working in this regard. Usually businesses are only contributing in projects, that are actually profitable or where they may be able to develop or sell products. For example, manufacturers of ticketing machines for public

transport vehicles are mostly interested in selling their standard products and not in satisfying the needs of all user groups. Events such as the ITS world congress can be used as prime example, as the projects were concerned on products and cars rather than with people and their needs.

There is also a risk that single events and actions like being aware of illumination in wintertime is drawing away attention from the problem as a whole, the planner of Wiener Linien says. One has to picture the whole system and therefore barrier free accessibility should not be addressed as a special case but as part of the whole transport system and public space.

One barrier mentioned was the difficulty for small organisations such as ARGUS to get involved in activities due to lack of financial and personnel resources. Also membership organisations consisting of mostly volunteers were brought up by the Senior representative in the city of Vienna, as difficult to get involved in projects. This also concerns senior organisations that, even if senior mobility and safety is a topic of their own interest, are hard to interest as they are very busy and most members work voluntarily. The same holds true for sport associations which could be an important actor with regard to health issues and mobility.

### **Single pedestrian accidents and incidents and accidents in public transportation**

At the local level in Vienna a lot of work has been done on single pedestrian accidents and public transportation. Wiener Linien had, for example, the first tactile guidance system in Europe that was developed for the accessibility and safety of persons with impaired eyesight. There is also projects on navigation in public space "Ways for all" and even projects on vehicle navigation in public transport when more than one bus comes and people with impaired eyesight do not know which line it is. Then the person with impaired eyesight has a smartphone and communicates with the driver. These measures improve accessibility as well as the feelings of safety, and probably they also lead to less incidents.

Generally road safety (including specific actions regarding older road users) aspects are approached on a local planning level, including guidelines predetermined in the traffic master plan according to the Spatial and urban planner at Vienna city. In addition adaptation processes of already existing practices and infrastructures, including public transportation, are initiated on the basis of special cases (i.e., pavement cafes that pose a threat and can potentially lead to falls if they are not properly indicated). Therefore falls in public space as well as in public transportation vehicles are important topics of planning and adaptation with specific actions initiated on cases that are bound to a certain location in public space. Especially technical aspects regarding public space and traffic zones are the main area of expertise for the MA46 (including: surface conditions, sidewalks, visibility, traffic management, access to public transport vehicles, etc.).

Subjective safety is also an essential aspect that needs to be evaluated to avoid potential barriers and corresponding reduction of individual mobility. This holds true, for example, in the fields of traffic safety for pedestrians, especially for older road users. Factors such as overlapping traffic lanes (between

pedestrians and cyclists) can lead to conflicts and are perceived as dangerous, especially by those who are impaired in their mobility.

The Austrian Red Cross offers emergency wristlets to seniors, which inform caregivers of falls and alerts medical care units. They are also concerned with information on how to move safely in public space. The representative of the organisations for persons with impaired eyesight also points to how cycling and electro mobility can be a threat to people of impaired eyesight walking in the streets because of the low noise.

### **Driving licence issues**

Only the representative of KfV talks about activities in relation to the driving licence. This issue is, for example, discussed in the mobility scenarios catalogue developed in course of the project MOTION 55+. None of the other interviewees have been working with driving licence issues. Some of them though express positive values of regular mandatory assessments of health with regard to driving licences. These assessments could be directed to either older people or all drivers.

### ***General results on Austria***

The impression based on interviews and documents is that senior mobility and safety is a prioritized issue and taken into account at many different levels and areas in Austria. In general, Austrian policies are much aware of the issues and problems encountered by senior road users in view of general mobility as well as traffic safety. The main responsibility for these issues on both the level of implementation and adaptation of the current traffic and transport systems and the conceptualization of research and development funding schemes lies with the Austrian Ministry for Transport, Innovation and Technology (BMVIT). While there are a rising numbers of projects and activities focusing on the needs of older road users, there is still an emphasis on the technological aspects of mobility, with basic research on motives, needs and barriers being a minority of funded projects.

Besides the ministry there seem to be many stakeholders which are aware of the topic of senior mobility and safety and are actively participating in initiatives and projects in the field, with initiatives mainly focusing on sustaining safe forms of mobility over longer periods in older age. Specific topics such as single-pedestrian accidents are hardly touched upon. Discussion on driver's licensing of older road users has just started on a general public level in Austria as the legislator is not planning on intruding any measures of older driver screenings. Therefore discussions are either on a still very general level or are among experts in the fields of transport and related legislations.

The senior organisations are also involved in collaborations and are themselves organising activities concerning senior mobility and safety. However, some interviewees have also put forward that there is some difficulties in getting senior organisations interested in matters of mobility and safety. This may be due to that most seniors are working on voluntarily basis and transportation issues are competing with a wide range of other issues considered of importance.

The interviews in Austria also show examples of work and collaboration on the local and regional level, more specifically in Vienna area. In Vienna there has been a lot of work in bringing public transportation and public space accessible for people with restricted eyesight. These work has involved intense collaboration between planners from the city of Vienna, the transportation company Wiener Linien and user groups. There is also a practice that assessments of accessibility ought to include involvement of mobility impaired users.

**A special thanks to the interviewees:**

Robert Radetzky\_ (Austrian Federal Ministry for Traffic, Innovation and Technology, BMVIT; VSF), Birgit Meinhard-Scheibel, (Green Seniors), Werner Thum (The seniors division of the ÖGB, Austrian federation of trade unions), Alexandra Burda (Austrian Board for Traffic Safety KfV), Andrej Felzack (Argus), Bettina Urbanek (Transportation Association Austria VCÖ), Felicitas Pollak\_ (Austrian General Accident Insurance Association, AUVA), Monika Wild (Austrian Red Cross, ORK), Wolfgang Kremser (Organisation for people with restricted eyesight for Vienna, lower Austria and Burgenland, Eyecontact), Angelika Rosenberger-Spitzky (City of Vienna), Gabriele Steinbach (City of Vienna) and Roland Krpata (Wiener Linien)

## 4. Czech Republic

### *Methodological considerations*

#### **The selection of organisations as starting points**

In the Czech Republic the Ministry of Transport is responsible for making policies and activities in road transport, driving licenses and training of driving instructors, examiners and applicants for a license. It also deals with air transport, rail transport and river transport. Under the Ministry of Transport is BESIP (Road safety department) who has a key coordinating role in the process of transport policies and bringing important stakeholders together. BESIP is secretary in The Czech Governmental Council for Road Safety which has an advisory and coordinating role in the transport policy process. The council has got 25 members. This council was our starting point of conducting interviews (see below).

#### **Organisations represented in The Czech Governmental Council for Road Safety**

Czech Government				
Czech Governmental Council for Road Safety				
Consisting of representatives of both ministries and NGOs				
Chairman – the Minister of Transport				
Ministry of Transport  Road Safety department (BESIP)  – secretariat of the Council for Road Safety	Ministry of Interior  Police of the Czech Republic  Directorate of the Traffic Police, Police Presidium		Ministry of Labour and Social Affairs, Ministry of Health, Ministry of Education, Youth and Sports, Ministry of Finance, Ministry of the Environment, Ministry of Industry and Trade, Ministry of Defence, Ministry of Regional Development	Representatives of the Parliament, Association of Towns and Municipalities, Association of Regions of the Czech Republic
BESIP Regional representatives	Regional Traffic Inspectorates	Preventive and Information group (not under the Traffic police)		
Transport research centre (CDV)				
NGOs				
Civil association (Autoclub, Czech Red Cross, Central Automotoclub of the Czech Republic.), private sector, interest organisations (Czech Insurance association, Association of the Automobile Industry, Association of Road Transport Operators, Car Importers Association)				

The council represent important actors active in the field of transportation. However, as the council has a limited number of members many actors which can be of importance for different issues of transportation are not members. This is the case of NGO's such as the Czech Senior Council (associates organisations dealing with and relevant for issues if seniors such as Union of retirees of the Czech Republic, Czech union of women, Czech union of freedom fighters, Tenants Association of the Czech Republic) etc., as well as universities and research institutes and several commercial organisations.

## **Procedure**

We started the mapping by asking the members of the Czech Governmental Council for Road Safety to participate in the interviews. The members of the council represent institutions that are perceived as relevant in the field of road safety – Government departments, representatives of the parliament, police representatives, municipality and regions representatives, NGOs and other organisations of interest. Representatives from the Ministry of Transport and BESIP were approached as they are key actors in the transportation field. Representatives from the Ministry of Interior which deals mainly with the general senior safety (especially general criminality prevention and traffic accidents prevention) were contacted. Representatives from the Ministry of health, which deals with the medical check-up of the senior drivers, charges for the check-ups and also the policy of the health support and prevention were also approached. Also the Ministry of Labour and Social Affairs which deals with conceptual strategies of ageing in relation to the social status of seniors in society was contacted. Besides governmental organisations we contacted Association of Towns and Municipalities and the Association of Regions of the Czech Republic.

Besides governmental organisations we contacted NGOs in the council such as Autoclub which is focusing on automobile and motorcycling issues and Czech Insurance. However we faced many problems at the beginning of the process. When we contacted all the members of the Czech Governmental Council for Road Safety, many of the selected people refused to take part in the interviews, many of them declared themselves as not knowing about issues of senior mobility and safety or they did not consider these issues as a priority. Since many of the respondents were busy unexpected delays occurred. We also contacted local authorities and transport companies in the council.

No senior organisation is represented in the Czech Governmental Council for road safety. We thus asked the Czech Senior Council, an umbrella association for Czech senior NGOs. The Council declared willingness to cooperate even if it at the moment does not participate in any special activity connected with the senior transport issues (except the campaign for the price reductions for seniors on the railways or payments for the medical check-ups of senior drivers). As far as we know none of the senior organisations deals with the senior transport safety problems. We also contacted universities.

The final sample of interviews and email communication which was sent for analysis consisted of 10 stakeholders. One of the interviews was conducted face-to-face, the others were conducted by telephone. The duration of the interviews ranged between 0,5 to 4 hours. We also got answers on the interview questions from two stakeholders by e-mail which have been included in the analysis. There were 5 more interviews realized, but they did not give any relevant data on senior road users.

### List of the organisations and positions of the key persons

	Organisation	Position of the interviewee and responsibilities
<b>National Governmental organisations</b>	BESIP – Road safety department, Czech Ministry of Transport	Head of the department
	Parliamentary Committee for Transport	Member of the parliament
	The Police Presidium	Director
<b>Senior organisations</b>	The Czech senior council	Head of the council
<b>Other organisations</b>	Association of the automobile industry	Head of the association
	Autoclub BESIP department	Head of the department (NGO) (e-mail)
	Municipality of Brno	Head of Office Brno-Healthy City
	City Transport Company Brno	Head of the Press Division, DPMB
	Masaryk University Brno	Head of the Department of Social Medicine and Health Care Administration
	Masaryk University Brno	Researcher, Faculty of social studies (e-mail)

## ***Results of the mapping in the Czech Republic***

### **National transportation policies with regard to senior mobility and safety**

General goals of transportation in the Czech Republic are stated in the strategic document called Transportation policy (Ministry of Transport, 2005). It is issued by the Ministry of Transport. At the moment, the version for years 2005-2013 is valid and the version which states goals for years 2014-2020 is now available in a draft version (Ministry of Transport, 2013). It declares, what the state and its executive in the transportation area must do (based on international links and contracts), what it wants to do (in the fields of safety, sustainable development, economy, environment, public health) and what it can do (given financial and spatial aspects).

The main goals at which the Transportation policy aims are in following domains:

- Users – e.g., to improve conditions to make CR more competitive in the international scale, to optimize logistics in freight transport system, to improve the quality of public transportation etc.
- Traffic – e.g., to build quality transport infrastructure, to reduce negative impact of traffic irregularities (such as traffic congestions), to support new concepts of city logistics, to integrate public transportation in regions, to improve traffic safety on different levels (human factor, technical condition of vehicles, technical condition of transport infrastructure) etc.
- Resources – e.g., to get resources for transportation through conventional financing, as well as through alternative ways, to distribute resources so as to support balanced development of different transport modes etc.
- Transport infrastructure – e.g., to secure operability, quality maintenance and repairs of the infrastructure, to develop new infrastructure for different transport modes, to improve quality of road constructions etc.
- Modern technology, research and development, space technology – to generate and use new knowledge and solutions in order to use alternative energy sources, improve safety of roads and vehicles, optimize costs invested in transport infrastructure etc.
- Reducing the impact on public health and environment – e.g., to minimize negative impact of noise and air pollution from traffic, to improve throughput of traffic infrastructure for wild animals and for humans etc.
- Social issues, employment, education, qualification – e.g., to ensure there is enough quality experts in specialized areas of transportation, to conduct campaigns and educational events targeting road users.

Strategic documents that are based on the transportation policy serve for implementation of the goals in different areas. For the area of transportation safety the document is called National Road Safety Strategy (Ministry of Transport, 2011). The National Road Safety Strategy is an obligatory basic document for Government departments, municipality, regions, NGOs and other companies that have accepted it as a commitment. There is also an action plan that specifies particular activities – its fulfilment is monitored and reported annually.

The National Road Safety Strategy highlights some aspects of senior mobility (Ministry of Transport, 2011, p. 65). It says:

*“Ageing of population is one of the current demographic phenomena. The share of inhabitants over 65 years will increase from the current 15 % to 20 % in 2020. In parallel, senior citizens will be more active, thus requiring more mobility. Nevertheless better quality of healthcare cannot fully compensate higher vulnerability of older persons together with reduced abilities to quickly analyse environment and react to increasingly complicated situations in road traffic. Attention must be given mostly to older pedestrians. In 2010, 44 % of killed pedestrians were over 64, while the portion/amount of killed seniors in general was 19 %”.*

*Even though the issue of ageing population will hit the Czech Republic more significantly only in 2030, it is necessary to undergo preparation for the new situation already during this decade. The respective measures and activities should lead in the target year 2020 to the reduction in the number of:*

*\*Seniors killed 25 persons less (per year)*

*\*Seriously injured seniors 50 persons less (per year)”*

Senior road users are thus brought up as an important road user group in the national transportation safety policy. Interesting to note is how it is stated that pedestrian ought to get most attention. However, so far there is no systematic conception of how to work with these kinds of issues.

## **Senior mobility and safety from the point of view of national governmental organisations**

Ministry of Transport and its road safety department BESIP have a key role in national road safety policy. They are responsible for preparing and fulfilment of the National Road Safety Strategy, basic document that is created mainly by Transport Research Centre (CDV) together with BESIP and other governmental institutions and NGOs that are part of the Czech Governmental Council for Road Safety. Interviews were made with representatives of BESIP – Road safety department (Czech Ministry of Transport), the Parliamentary Committee for Transport and The Police Presidium.

### **BESIP – Road safety department of the Ministry of Transport of the Czech Republic (secretary of the Czech Governmental Council for Road Safety)**

Ministry of Transport is responsible for making policies and activities in road transport, driving licenses and training of driving instructors, examiners and applicants for a license. It also deals with air transport, rail transport and river transport. BESIP is as an integral part of the Ministry of Transport of the Czech Republic. The BESIP - Road Safety Department is the coordinating institution in the field of road safety. It focuses on preventive activities aimed at the general public through media-supported nationwide campaigns, traffic education for children and teenagers, and regional coordinators' in individual regions, cities, and towns in the Czech Republic. Closely cooperates with other

governmental bodies operating in the field of traffic accident prevention, and it is the initiator of all strategic governmental documents focusing on road safety. Nowadays its role is mainly informational, but the coordinating and forming power increases (for information on BESIP see also BESIP 2012).

### **Parliamentary Committee for Transport**

Parliamentary Committee for Transport is a part of Committee on Economic Affairs of the Chamber of Deputies, Parliament of the Czech Republic. Besides the fact that Parliamentary Committee for Transport consists of members of parliament who approve the laws (e.g., age increase of obligatory preventive medical check-ups for seniors), Parliamentary Committee for Transport may comment on the National Road Safety Strategy prepared by CDV and BESIP. It can make recommendations to the final version of the document, especially to Action Program (AP) of the National Road Safety Strategy. Action Program specifies activities for state administrations and local governments, NGOs and companies, in order to ensure fulfilment of the road safety strategy. Some of the members of parliament are members of the Czech Governmental Council for Road Safety and as such they are involved in the final approval of the document.

### **The Police Presidium**

The Police Presidium as a part of the Ministry of the Interior and the Police of the Czech Republic is a main player in compiling and commenting on the National Road Safety strategy. The Police Presidium together with the Directorate of the Traffic Police do not contribute to the creation of the National Road Safety Strategy itself but they determine the boundaries of the strategy in terms of supervision of road traffic safety, for example, what is possible to ensure, how the police may help in the fulfilment of the strategy, what kind of steps may be implemented etc. Derived from the National Road Safety Strategy the Ministry of the Interior with the Police of the Czech Republic have prepared the Departmental action plan on safety and traffic flow (RAP) to fulfil the criteria of the National Road Safety Strategy.

### **The present work of national governmental organisations**

The Ministry of Transport, the Road safety department (BESIP), which is responsible for safety issues and seniors in terms of transport, does not consider ageing of the Czech population as an urgent problem. Based on the statistical figures they expect ageing to become a crucial problem in 2030. Despite of this some preliminary arrangements and activities are already getting done now. BESIP plans to run a big education campaign that might help to provide seniors with the necessary information. BESIP has already produced an information brochure for seniors as participants of the traffic. This brochure is also used as an information utility for the senior trainings and courses organised by the senior clubs and senior (retirement) homes (about 140 courses per year). According to national transportation safety policy, there is a strong emphasis on the reducing traffic injuries and fatalities.

The Ministry of Transport (as a coordinator cooperating with other organisations) also outlines the National transportation safety policy declaration and monitors the fulfilment of the National Road Safety Strategy.

The key role of BESIP is of informational and preventive character. BESIP guarantees the realization and implementation of the National Road Safety Strategy for the period 2011 – 2020. It involves set of campaigns, traffic education etc.

The Parliament is not involved in particular activities towards seniors. One of the key transport experts even declared that seniors are an obtrusive road element and Parliament does not plan to prioritize these issues.

### **Collaborations**

The Czech Ministry of Transport has a key coordinating role in senior mobility and safety issues. It cooperates with the Ministry of Labour and Social Affairs, NGOs, regional institutions, Transport research centre (CDV) and other organisations that accepted the commitment to follow the National transportation safety policy. BESIP as a safety department has a key leading and information role. BESIP cooperates with the police as well as with other organisations (both governmental and NGOs).

Ministry of Transport or BESIP closely cooperates with Ministry of Interior, and parliament of the Czech Republic in terms of laws approval (e.g., age increase of obligatory preventive medical check-ups for seniors)

### **Barriers and facilitators of implementing goals**

The main barrier to implement strategic goals is a lack of resources, especially financial ones. There is also a lack of appropriate data (detailed statistics about senior accidents). Police provides BESIP with statistics but there is still a lack of detailed and structured information on senior road safety issues. Not all of the organisations fulfil the tasks and commitments of the National Road Safety Strategy.

### **Single pedestrian accidents**

Seniors pedestrian and bicycle accidents are considered as a key issue according to the interviewees. 32 per cent of the pedestrians involved in accidents are seniors. 39 per cent of bicycle accident fatalities are seniors.

There is a special brochure published by BESIP that provides seniors with information about safe mobility. This brochure serves as basis for courses and trainings which are organised in senior clubs and rest homes. BESIP focuses on providing information that might prevent senior-car collision (how to cross street safely, how to walk when leading a bicycle etc.). It also shortly mentions how to walk when leading a dog, so that the leash doesn't endanger other pedestrians, but it doesn't mention fall accidents. What BESIP views as a problem is lack of detailed statistical data on senior accidents.

Traffic Police also perceives senior pedestrians as a risk group that requires special informational support and care. Traffic Police organises activities (such as discussions or lectures) in which it provide seniors with information about safe behaviour in general (crime prevention) and also about safe behaviour in traffic (e.g., how to travel safely by means of public transport, how to prevent senior-bicycle accident etc.).

### **Incidents and accidents in relation to public transport**

There are brochures made by BESIP that provide seniors with the necessary information about safe mobility (Ministry of Transport, 2009). BESIP also plans a big campaign about senior mobility issues – using a wide media mix, including internet, television, press and brochures. The campaign should start during autumn 2013.

The Traffic Police cooperates in this issue too. The brochure about safe mobility of seniors provides also some basic information concerning safe travel by public transport vehicles, such as how to get on and off the vehicle safely, how to prevent falling when being on the bus etc. The newly prepared campaign should also cover these topics. At the moment, BESIP communicates with public transport companies and collects data about typical senior problems in public transport vehicles, which should then serve as a basis for the campaign.

### **Driving license issues**

Senior driving licenses issues are mainly handled by physicians (and police - in case of traffic offenses). There have been some changes in legislation – increase of the health limit for regular medicine controls from 60 to 65 years (from 1.1. 2014). Seniors older than 65 years are obliged to undergo medical check-ups – periodically bi-yearly.

Especially the traffic police complain that not all of the medical check-ups are done properly. Police sometimes has to face medically insufficient drivers and does not have many instruments to make the situation better. The police in the Czech Republic is not allowed to take a driver's licence away. This competence belongs only to the authorities who issue driving licences, which is the transport administration department of the municipalities.

The director of the traffic police also mentions driving skills and a lack of knowledge among senior drivers. Many of the seniors have had their driving licenses for many years yet never checked changes in rules and legislation. In the Czech Republic, as in many countries in EU, there is no legal obligation to continuously renew the novel transport information and rules in a special training or education.

## **Senior mobility and safety from the point of view of national senior organisations**

There is a wide variety of local or smaller organisations of seniors. There is also one national umbrella senior organisation in the Czech Republic and that is Czech Senior Council. This institution is interested in the senior road safety issues very marginally and there are no significant projects or activities aimed at these topics. It is rather a political institution that associates other "senior like organisations" such as for example Union of retirees of Czech Republic, Czech union of women, Czech union of freedom fighters, Tenants Association of the Czech Republic etc. That is the reason why we contacted only Czech Senior Council for interview and no other institution that it associates. Additionally, Czech Senior Council is not a part of Czech Governmental Council for Road Safety.

### **The Czech Senior Council**

The Czech Senior Council is a NGO that associates senior organisations, institutions, senior clubs and also individuals. It represents its members in communication with governmental organisations and it supports and coordinates activities of its members. The Czech Senior Council aims to build intergenerational relationships, dialogue and tolerance and to help seniors develop in spiritual, cultural, social and economic realms. Specifically, it aims to ensure that seniors are provided with quality health and social care, to help them with legal issues or to support informational and educational programs for seniors.

As far as we know none of the senior organisations deals with the senior transport safety problems seriously. We contacted Czech Senior Council (Rada seniorů ČR), an umbrella association for Czech senior organisations (for information on the council see Czech Senior Council n.d). The Council declared willingness to cooperate on any project focused on senior transport, however, at the moment it does not participate in any special activity connected with the senior transport issues (except the campaign for the price reductions for seniors on the railways or payments for the medical check-ups of senior drivers).

### **The present work of Czech senior organisations**

The interview brought forward a picture that senior organisations generally do not work with issues of mobility and safety. When considering seniors in transport Czech NGOs usually focus on the financial aspects (price reductions for seniors in the public transport or railways, prices of the medical check-up etc.).

The role of the NGO sector is very weak in the Czech Republic. Senior non-governmental organisations are mainly focused on medical issues, everyday care, senior education (sometimes with connection to mobility – usually facilitated by BESIP or municipality), and general safety (criminality) or financial issues. There are currently no activities within Czech Senior Council or involving the

organisation in activities of defining or preparing strategies focused on the senior transport issues. Despite of this, most of the senior organisations are according to the interviewee willing to cooperate in projects that deal with the senior transportation issues in the future. Senior organisations also help BESIP and municipalities with organisation and coordination of education activities, although the role of NGOs is mainly supportive, not leading or forming and has no compact conception. However, sometimes NGOs influence the legislation change processes, for example, Czech Senior Council cooperated with other NGOs such as Autoclub of the Czech Republic on pushing ahead the increase of the age limit for medical check-ups.

### **Senior mobility and safety from the point of view of other organisations**

Three kinds of other organisations were involved in the interviews: NGO's, local organisations such as local authorities and local transport companies, and research institutions.

NGOs which are part of the Czech Governmental Council for Road Safety can have an impact on senior road safety issues. Most NGOs associate professionals or individuals within the field of particular interest (e.g., Autoclub is focusing on automobile and motorcycling issues; Czech Insurance Association is focusing on money and insurance issues etc.). The NGOs organise different events such as sports, cultural events etc. where seniors as citizens or as a group professionals or members of particular NGOs may participate. Representatives of The Association of the Automobile Industry and the Autoclub were interviewed.

In order to incorporate the perspectives of local authorities and transport companies representatives from the Municipality of Brno (The Office Brno – Health City) and The City Transport Company Brno were interviewed.

There are also some activities on the field of research and research applications. We therefore decided to address also the universities and public institutions dealing with the research outputs to see how the theoretical background on one side and everyday policy application on the other side work. Two representatives from the Masaryk University BRNO were approached: one from The Department of Social Medicine and Health Care Administration at the Faculty of Medicine, and one from The Office for Population Studies at the Faculty of Social Studies.

### **The Association of the Automobile Industry**

The Association of the Automobile Industry associates about 150 organisations (corporate entities), which carry out activity in the field of production, sale and reparations of motor vehicles. It aims at the development of automobile industry, at the improvement of competitiveness of the Czech automobile producers on the international market, it wants to assert the national automobile industry and its needs in the national context and abroad etc.

### **Autoclub**

Autoclub of the Czech Republic is a NGO that associates both individual motorists and organisations interested in motoring. Currently it has got about 200 000 members organised in 700 clubs all over the Czech Republic. The main subject of its activity is development of motoring and protection of the interests and needs of motorists, organising programmes and activities in the field of traffic safety, organising sports activities and other activities for special groups of motorists (e.g., physically impaired, veteran racers etc.).

### **Municipality of Brno (The Office Brno – Health City)**

The Office Brno – Health City of the Brno municipality has been created in connection with the Health City project initiated by the WHO. Brno has been taking part in this project since 1994. The office participates at the community planning for healthier city, it initiates and runs preventive programs focusing on, for example, injury prevention, traffic safety, physical activity or healthy ageing.

### **The City Transport Company Brno**

The City Transport Company Brno provides public transport in Brno and surroundings. It operates trams, buses and trolleybuses, but also minibuses and steamers on the Brno lake. It has a legal status of a joint-stock company, but the sole shareholder is the municipality of Brno.

### **Masaryk University BRNO**

*The Department of Social Medicine and Health Care Administration* at the Faculty of Medicine, Masaryk University Brno, is mainly focused on the education of the students of the Faculty of Medicine (860 students per year). It carries out research in population health and the outcomes, effectiveness, cost-effectiveness and humanity in health services interventions and care. The disciplines represented in the Department are public health medicine, epidemiology, statistics, operational research, economics, and law. The main part of the department's research is desk-top analysis of data from cooperating institutions, internet resources and information provided by WHO.

*The Office for Population Studies* at the Faculty of Social Studies of Masaryk University Brno is a research centre grounded in the long academic tradition of the FSS Mu Department of Sociology. It interconnects knowledge from the fields of sociology, demographics, social policy, economics and political science and applies it in studies on population affairs and processes.

### **The present work of other organisations**

NGOs as members of Czech Council Road Safety cooperate with governmental organisations and as such they can influence the transport policy in the Czech Republic, including senior transport issues. Nonetheless, as far as we know they have no powerful impact regarding senior transport safety issues since seniors are not in their priorities. As mentioned above, there are however also examples of work

where they have worked together with senior organisations such as the collaboration between the Autoclub of the Czech Republic and Czech Senior Council on pushing ahead the increase of the age limit for medical check-ups.

Particularly, Autoclub of the Czech Republic is a NGO that associates both individual motorists and organisations interested in motoring. Currently it has got about 200 000 members organised in 700 clubs all over the Czech Republic. The main subject of its activity is development of motoring and protection of the interests and needs of motorists, organising programmes and activities in the field of traffic safety, organising sports activities and other activities for special groups of motorists (e.g., physically impaired, veteran racers etc.).

Autoclub runs specialized activities and campaigns for various groups of motorists, some of which relate also to seniors (e.g., activities for physically impaired drivers, campaigns about priority on pedestrian crossings etc.). A group that according to Autoclub needs special interest is the group of older women who have to start driving unexpectedly (e.g., when their partner for medical reasons cannot drive anymore or dies). The question of medical check-ups of drivers is also viewed as a problem by Autoclub, while on the one hand the GPs shouldn't be too benevolent, but on the other hand the mobility of those seniors who don't pass the check-up can be significantly reduced, as at some places medical care, stores etc. may not be accessible by means of public transport. Another problem is the behaviour of older pedestrians on zebra crossings, as some of them tend to enter the roadway too close to approaching vehicles. In this regard, more intense traffic police control and more information on this topic in media would be useful.

The Faculty of Medicine and the Faculty of Social Studies both focus on the education of professionals. Especially the faculty of social studies (at Masaryk University) also is involved in relevant research activities. Municipalities and transport companies are focused on everyday arrangements that help to improve senior traffic safety.

### **Collaborations**

Autoclub of the Czech Republic is a member of Czech Governmental Council for Road Safety, and as such it contributes to the creation of conceptual materials and it cooperates with both governmental and non-governmental organisations in the Czech Republic and abroad. The local clubs associated in Autoclub cooperate with regional and local organisations. The main barrier that prevents Autoclub of the Czech Republic from running campaigns is lack of financial resources, as the state doesn't contribute to its activity.

Brno municipality cooperates with the municipal police (that is trained to provide seniors with help and support).

Faculty of social studies (Masaryk University Brno) cooperates with the Faculty of social sciences (Charles university Prague) – both institutions research specific seniors problems as a part of the sociology of the city.

Faculty of medicine (Masaryk University Brno, Department of Social Medicine and Health Care Administration) cooperates with the Association for Social Medicine and Health care management (Společnost sociálního lékařství a řízení péče o zdraví) – this institution creates policy of the health support and prevention for Ministry of Health. This institution is influencing the national policy in this regard. However there is still no relevant focus on the senior mobility issue.

### **Barriers and facilitators of implementing goals**

Resources, both human (lack of personal capacities) and financial (lack of financial resources) were mentioned as barriers. The interviewee from the Faculty of medicine mentions that there is a persisting emphasis on solving existent problems instead of prevention. Conversely to this, transport companies and municipality declare a strong emphasis on prevention. There is access to the international data but together with weak sharing of knowledge and information.

### **Single pedestrian accidents**

Many of the seniors are afraid of travelling by public transport. Therefore they prefer walking, which might increase their risk of being insured due to pedestrian accidents. Brno municipality decided to start education programmes that help seniors understand the risks of walking, as well as using the public transport or bicycle. Brno municipality also prepared The Program of active ageing Brno, where problems of the urban environment are concerned.

### **Incidents and accidents in relation to public transport**

The faculty of medicine (physicians) declared an emphasis on public transport used by seniors. They highly appraise public transport as a safer alternative of seniors transport. Public transport as one of the healthy transport modes is considered as an indiscerptible part of a healthy lifestyle. However accidents and incidents in public transport are not considered as an issue. Conversely to this Faculty of social studies (sociologists) perceives public transport incidents as one of the crucial problem. Public transport is not always designed in a way that fits seniors. Some of the public transport drivers are also not aware in appropriate dealing with the senior passengers. Many of the seniors are therefore afraid of using the public transport systems. They rather use cars (sometimes with the help of friends or relatives) or they go on foot.

City transport companies, on the other hand, consider safety issues related to older road users as important. For example, the Brno City transport company works on improvements that can make the travelling in public transport easier and more comfortable - purchasing of low floor vehicles, operating the "invalid" lines, delivery of jump-shift handles or levers, reserved seats (also as a prevention of

accidents), the "DP assistant," who is a companion in vehicles, training staff, notion enlightenment on the LED panels in public transport vehicles and various publications.

Brno municipality plans the educational programs that might help seniors cope with the challenges connected with the public transport.

### **Driving license issues**

None of the respondents deal with driving licenses. The faculty of medicine, however, prefers public transport and perceives individual transport and senior drivers as rather inefficient or undesirable.

### **Other relevant information**

There are separated institutions dealing with the problem of senior mobility. Most of them do not communicate with each other. The outputs of the research are often contradictory.

The municipality and transport companies do not use the university research outputs very often.

## ***General results on Czech Republic***

The key document of the Czech transport safety policy issues is the National Road Safety Strategy. The document is prepared by the Ministry of Transport and cooperating organisations (including Transport Research Centre – CDV). The strategy is an imperative for government organisations, municipality, regions and also NGOs and companies that apply to it.

Seniors are considered as one of the endangered groups and there is an emphasis on their safety (seniors as pedestrians and seniors as bicyclists), although factual activities are at a very beginning phase. The key coordinating role has the Ministry of transport – and its safety department BESIP. The advisory and coordinating body for BESIP is Czech Governmental Council for Road Safety.

The Czech Transportation Policy has several priorities, and its scope is quite broad, covering topics such as development of the infrastructure, improvement and optimization of transport services etc. Traffic safety is only one of the priorities, and our interpretation is that many of the government officers are overloaded by more urgent agenda and may not have enough capacity to deal with the safety issues. Specific problems of ageing seem to be discussed and solved just marginally.

Some of the activities of senior mobility and safety are just beginning now and organisations often act separately. There is a significant lack of shared information. There seems currently to be no strong central coordinating and forming power that would help to facilitate the whole process. Senior issues had, as it seemed, been considered peripheral in the Czech Governmental Council for Road Safety and there were no other central actor in the field. Since the number of Czech seniors is increasing we can however see a significant increase of the interest in the senior issues and therefore also in their mobility. The process seems however to be slow and so far with little impact.

**Special thanks to the interviewees:**

Zuzana Ambrožová, (Czech Ministry of Transport), Tomáš Lerch (The Police Presidium), Stanislav Huml (member of Parliamentary Committee for Transport), Zdeněk Pernes (Czech senior council), Antonín Šípek (Association of the automobile industry), Václav Špička (Autoclub BESIP department), Ivana Draholová, (Municipality of Brno), Jan Holčík (Masaryk University Brno), Linda Škrancová (City Transport Company Brno) and Lucie Vidovičová, (Masaryk University Brno).

## 5. Denmark

### *Methodological considerations*

#### **The selection of organisations as starting points**

##### **Transport authorities**

Several institutions are placed under the Ministry of Transport in Denmark. These institutions are concerned with different aspects of transportation, such as aviation, rail transport, marine transport, and public transportation and road transport. The Road Directorate is responsible for the state-owned roads in Denmark and the Danish Transport Authority is concerned with among other public transportation and “cars and green transport” and they were therefore the two institutions relevant to interview in the context of this project. The Road Directorate used to be involved in various activities related to older road users and therefore a good starting point for interviewing transport authorities.

##### **Senior organisations**

An internet search identified five larger senior organisations in Denmark. DaneAge, Ageforum, and the National Association of Senior Citizens Councils were selected for interviews because they represent different types of senior organisations and may therefore have different experiences and ways of working. DaneAge is a large interest organisation with older adults themselves as members. It has both professionals and volunteers working for the organisation. AgeForum is set up by the Danish Ministry of Social Affairs and consists of 13 members. Four of the members and the chairperson are appointed personally by the minister of social affairs while the remaining members are appointed after recommendation. The members currently include two retired mayors, a physician, and a journalist, three representatives from senior organisations, a representative from the union of municipalities and Danish regions respectively and finally, representatives from three ministries, the ministry of transportation and the ministry of justice are not represented. Although consisting of only 13 members, it is nationwide and regarded as an important organisation working on issues related to older adults. Finally, the National Association of Senior Citizens Councils is required by law and represents the local councils placed in each of the 98 municipalities in Denmark. The representatives in these councils are older adults taking on this task on a voluntary basis and elected by the older adults in the municipalities.

##### **Procedure**

The Road Directorate was first contacted and a phone interview arranged with a subject-coordinator (fag coordinator) from the safety department who used to be involved in their activities aimed at older

road users. This interview only took around 20 minutes because the activities related to older road users in the Road Directorate has been closed down. It was therefore only a limited amount of the questions that were relevant. The interview was recorded. Then the Danish Transport Authority was contacted over the phone. The person informed that they do not deal with the issue of older road users and that an interview therefore was not meaningful. We then judged that it would be important to move up to the political level in order to try to find out how governmental organisations work with issues on senior mobility and safety and thus contacted the Ministry of Transport by mail. Two contact persons were recommended. Phone interviews with both of these persons revealed that the Ministry does not have special focus on older road users, and they therefore would not be able to answer the questions in the questionnaire, which had been mailed to them beforehand. Therefore no in-depth interviews were conducted, however, some relevant information was obtained through the phone interviews. These phone interviews were not recorded.

With regard to senior organisations, interviews were conducted with the Head of secretary in both Ageforum and the National Association of Senior Citizens Councils. The senior consultant responsible for the area of older adults' mobility and transport was the interview person from DaneAge. A total of three interviews were conducted and each interview took around 45 minutes and they were all conducted over the phone. All three interviews were recorded.

Altogether six interviews were conducted. Four of the interviews were recorded and two of them not.

**List of the organisations and positions of the key persons**

	<b>Organisation</b>	<b>Position of the interviewee and responsibilities</b>
<b>National Governmental organisations</b>	Ministry of Transport (Transportministeriet)	Head Clerk, Centre for public transport. <i>(only short informal phone interview and mail exchange)</i>
	Danish Transport Authority (Trafikstyrelsen)	A short informal phone conversation with an unspecified person
	The Danish Road Directorate (Vejdirektoratet)	Subject co-ordinator (fag koordinator), Department of traffic safety
<b>National senior organisations</b>	DaneAge (ÆldreSagen)	Senior consultant (senior konsulent), focus on issues of older adults and mobility and traffic safety
	AgeForum (ÆldreForum)	Head of Secretary (sekretariatsleder), Responsible for the daily administration
	The National Association of Senior Citizens Councils (Danske ældreråd)	Head of Secretary (sekretariatsleder), Responsible for the daily administration

## ***Results of the mapping in Denmark***

### **National transportation policies with regard to senior mobility and safety**

There is not a general national transport policy in Denmark, formulated in a separate governmental policy document. Instead Denmark is one of few European countries which have a strong national spatial planning. Many matters of transportation, such as infrastructure development and planning, are thus integrated in the documents on national spatial planning (Olesen, 2011).

However, the homepage of the Ministry of Transport provide links to specific policies of transportation, for example, policy of green transport and of accessibility. In “The Ministry of Transport accessibility policy: Transport policy for people with a handicap” it is stated that the goal of accessibility for people with handicap is to create a system which is as accessible as practically possible, while maintaining the functionality and effectiveness of the transport system as a whole. The policy covers trains/metro, bus/taxi, air travel and roads. It also covers rights to transport for older adults and people with handicaps to special services. Older adults are mentioned several times in the policy together with children, people with heavy luggage, bikes, and children’s trolleys but are not treated separately.

There is a document from 2010 named “New goals for traffic safety” from the Ministry of Transport, listing the areas the Ministry are prioritising and will support financially. No subgroups of road users are highlighted or mentioned in this document, thus older road users are not mentioned at all in this document either. The focus areas are:

- Safe behaviour where the proposed intervention is campaigns addressing speeding on motorways, distraction/inattention in traffic, and motorcyclists and traffic safety
- Safe infrastructure where focus is on black spots and “gray roads” (hazardous roads), ghost drivers (drivers driving on the wrong side of the roads), right turn accidents, and wider use of ITS
- Safer vehicles where focus is on influencing the EU requirements
- Best/most traffic safety for the money through new and better knowledge, focussing on research needs
- Focus on collaboration

Nevertheless, this document appears to be more or less outdated because many of the initiatives mentioned in the document have already been realised. But to the authors knowledge a new document replacing this one has not been produced.

However, in May 2013, the Road Safety Commission published a new national action plan for 2013 - 2020 (Road Safety Commission, 2013). This is not a legal document and therefore only serves as

recommendations and guidelines. In the introduction of this report, it is acknowledged that the population is ageing and that this has to be taken into account when addressing road safety. Furthermore, it is stated that older adults are a vulnerable group and thus at greater risk of injury, particularly as pedestrians and cyclists. The report lists ten areas of focus:

1. Speeding
2. Alcohol, drugs and medication
3. Distraction/inattention
4. Lack of seatbelt and helmet use
5. Pedestrians
6. Cyclists and moped riders
7. Young drivers (<25)
8. Head on collisions
9. Single vehicle accidents
10. Accidents in junctions in rural areas

Older adults are not one of the focus areas. Nevertheless, they are mentioned under a couple of the focus areas. Under the area alcohol, drugs and medication, it is stated that medication and driving is particularly relevant for older adults, and as the population is ageing, this issue will need greater attention and information and educational intervention is recommended. However, drunk driving is regarded as the largest problem and young drivers are seen as the greatest concern in this regard. Under the area pedestrians, older adults and children are highlighted. For older adults, it is because of their greater physical vulnerability, and for children it is because of their inexperience and lack of knowledge of road safety. It is stated that because the population is ageing, special initiatives are required which will benefit all age groups as well. However, it is not specified which kind of initiatives are required. Under the area of cyclists, older adults are not mentioned, despite the statement in the introduction that they are particularly vulnerable as pedestrians and cyclists. Under this area focus is on helmet use and the use of lights, as well as on infrastructure and awareness of risky situations. In the end of the report, strategic research areas are listed. It is stated that there is need for research to document the needs of older adults in the transport system, to ensure the safe mobility of older adults (which will benefit the other road users as well).

## **Senior mobility and safety from the point of view of national governmental organisations**

### **The Ministry of Transportation**

The Ministry of Transportation does not have special focus on older road users and therefore no staff dedicated to the issue. They do, however, have a person responsible for the discount prices for seniors in the public transportation and another person, who is responsible for the “driving service for disabled persons” which is also used by older adults with severe mobility impairments.

### **The Danish Road Directorate**

The Danish Road Directorate consists of six departments located at six different geographical locations in Denmark. Each department has its own area of responsibility. It has around 800 employees. It is responsible for the state-owned roads in Denmark and is an institution under the Ministry of Transport. In addition, it has the accident investigation board (AIB) conducting in dept analyses of accidents but not with particular focus on older road users (see description below).

### **The Danish Transport Authority**

The Danish Transport Authority is a national authority under the Ministry of Transport (Danish Transport Authority, 2013). It consists of eight centres each covering a specific area, for example, “centre for cars and green transport” and “centre for public transportation”. The Danish Transport Authority does not deal with older road users. Their purview includes the following functions:

- The Danish Government's railway authority, responsible for regulation, planning, safety and transport co-ordination nationally and internationally.
- Civil Aviation Authority (CAA) in Denmark, Greenland and the Faroe Isles.
- Road traffic safety and environmental regulation for heavy and light vehicles and regulation of vehicle type approval and inspection.
- Regulation, approval and oversight regarding market access for railway, aviation and postal services.
- International relations regarding transport markets including representation in forums within the European Union, intergovernmental organisations and the coordination of EU-matters and –hearings.
- Adviser to the Ministry of Transport on matters relating to transport policy and the strategic development of the transport sector.
- Licensing and transport-related training of personnel in the areas of railway, road and aviation.
- Collection of data and publishing statistical information regarding railway safety, punctuality, etc.
- Enforcement of Danish legislation regarding commercial road transport.
- Promotion of environmentally-friendly road transport.

### **The present work of national governmental organisations**

According to the interviews and conversations the only organisation who works or recently had worked with issues of senior mobility and safety is the Danish Road Directorate. The directorate used to be involved in regional road safety committees who had so called campaign projects. One of these projects was “how to improve the safety of older road users”. In this connection they arranged, for instance, senior driving courses and did presentations on the safety of older road users in various contexts. These units were closed down in February 2012. It was a political decision to close them down due to financial cuts. So now the Road Directorate does not any longer have special focus on older road users. Nevertheless, they still do work that at a more indirect level influence the safety and mobility of older road users:

*Ministry service.* The Danish Road Directorate does “ministry service” and in this connection they provide input to the *Road Safety Commissions action plan*. In this action plan they focus on pedestrians but not older road users per se, however, pedestrians aged 70+ are the ones most often injured. The action plan includes interventions aimed at improving the safety for pedestrians and thereby pedestrians aged 70+. So indirectly there is a political attention on senior safety.

*Safety/accessibility revisions:* Whenever the Directorate has a road project it has a person doing a safety revision of the project. They do not have special focus on older road users but they are indirectly taken into account. There is a general awareness of the fact that the proportion of older road users is rising but it has not resulted in any concrete plans on how to address this factum in the future. Where relevant they also do accessibility revisions. This is mostly with regard to pedestrians. Because they are mainly responsible for large roads (state owned roads) it is only in very few projects it is relevant. They do not have special focus on older road users but pedestrians of cause also include pedestrians aged 70+. These revision reports give recommendations on the best solution regarding safety and accessibility.

*Accessibility revision consultancy.* The Directorate does consultancy for various companies building infrastructure, for example, the METRO. They do accessibility revisions of the projects for these companies and focus on pedestrians including the accessibility for older adults and people with handicaps. The perspective or focus is on accessibility so they do not focus on specific user groups per se but of cause the needs of people with handicaps and older adults are taken into consideration. These revision reports give recommendations on which solution is best. They do not have any power, so they can only make these recommendations but not ensure that they are actually implemented.

*In depth accident analysis projects:* The road directorate has an accident investigation board (AIB). They do not generally have special focus on any particular road user groups. But they do themes, for example, accidents with motorcyclists or right turn accidents. They recently had a theme on accidents involving older drivers. They have also had a theme on accidents on rural roads which led to recommendations regarding older drivers. Currently, they have a theme on pedestrian accidents which

includes pedestrians aged 70+, however, these accidents all have a vehicle involved. The report is not available yet but the interviewee expects it to include recommendations regarding the safety of pedestrians aged 70+. These reports give recommendations on how to improve the road safety and they influence policy makers. Often various initiatives are implemented following the publication of these reports. Also, the Road Safety Commission's action plan is informed by these reports.

### **Collaborations**

The Danish Road Directorate no longer has direct collaborations with anyone regarding older road users. Senior organisations such as DaneAge were involved in the development of the education for the accessibility revision staff. So in that sense the staff is trained to take into account the needs of older adults. According to the interviewee, the Danish Road Directorate does not have regular meetings with handicap organisations or with senior organisations.

### **Barriers and facilitators of implementing goals**

The interviewee at the Danish Road Directorate mentions economy as a great barrier. It was due to general financial cuts that the educational activities for senior road users were closed down. Economy is also a barrier with regard to implementation of accessibility measures. The accessibility revision staff, at the Directorate, only make recommendations on what the best solutions are. But sometimes there is not enough money in the projects to implement the best solutions and accessibility may be compromised.

### **Other relevant information**

Driving licence issues were not discussed in the interviews. When bringing up questions on the procedure of mandatory assessment in Denmark the response was given that they had no opinion about it. None of the organisations involved in the interviews dealt with the administrative or legal tasks of governing this practice. This task is handled by Ministry of Justice.

## **Senior mobility and safety from the point of view of national senior organisations**

### **The National Association of Senior Citizens Councils**

The National Association of Senior Citizens Councils (also called the Senior Citizens Committees) is a voluntary organisation, which consists of 98 Senior Citizens Councils, each representing one of the 98 municipalities in Denmark. Each Senior Citizens Council is elected on a democratic basis, by the senior citizens (defined as all persons aged 60+) living in the municipality. It is stated by law in Denmark that all municipalities shall have a Senior Citizens Council. Their purpose is to work as a connection between the elderly people and the local decision makers by being consulted in all matters

regarding elderly people. By being a member of The National Association of Senior Citizens Councils, each council will have a national political representation in relation to national politics, as well as in relation to other national NGOs.

### **AgeForum**

AgeForum is an independent council set up by the Danish Ministry of Social Affairs to monitor and assess the conditions of older adults in Denmark on all relevant fronts. It has 13 members. (Including representatives from the national association of senior citizens committees, Age mobilization, and DaneAge). It is nationwide.

### **DaneAge**

DaneAge is an interest organisation. It has 614,000 members and 217 local departments nationwide. They have around 13,240 active volunteers helping older adults in various ways or performing tasks that serve the interest or protect the interest of older adults, for example, in local policies. The headquarters in Copenhagen has 105 employees. They have co-operations internationally with HAI (HelpAge International), SPF (Sveriges Pensionärsförbund), Help the Aged, and Age Concern. They are also involved in the European road safety charter.

### **The present work of national senior organisations**

The National Association of Senior Citizens Councils and Ageforum do not deal specifically with the issue of older road users. They deal with all issues related to older adults and if an issue related to traffic comes into focus, they deal with it. For example, AgeForum have been active regarding the relicensing procedure recently by raising the issue in the media, and addressing a letter to the Ministry of Justice asking for the age limit to be raised and for the procedure to be made less complex. However, DaneAge do have a specific focus on mobility in regards to public transport, private cars, and the physical environment in the public space as well as traffic safety.

The three senior organisations work with the issue of older road users in many different ways. AgeForum mainly focus on passing on knowledge to relevant stakeholders such as the older adults themselves and their families and to professionals working with older adults.

The main tasks of the National Association of Senior Citizens Councils are to support and be “knowledge bank” for the local senior councils and to be the connection to the decision makers in the parliament. They support the local councils by functioning as a hotline so they are available on the phone. They send out newsletters where they share experiences and raise awareness of issues they have become aware off. They arrange theme days and conferences about various political issues relevant for older adults. They send out news mails with information about relevant projects and issues. They do hearings. They are automatically heard when a new law relevant to older adults is proposed.

One of their goals is to optimise the public transport/service in order to maintain the mobility of older adults. In this connection they make the local councils aware of where they can act.

The overall goal of DaneAge is to ensure the safe mobility of older adults so they can participate actively in society. They focus both on public transport, on private driving in own cars and on the physical environment in the public space – whether it facilitates accessibility of older adults. They work in several different ways to achieve this. They do hearings, advocacy, and have dialogs with relevant actors and stakeholders such as municipalities and politicians/decision makers. They bring up issues in the media. They arrange theme days both targeting older adults but also targeting professionals and experts working with older adults. They participate in working groups. They offer advice on various issues related to transport and traffic to older adults over the phone, through written material, and via their homepage (DaneAge, 2013). For approximately 15 years they have offered senior driver refreshing courses in collaboration with the union of Danish driving instructors. They do nationwide initiatives, but the local departments also do many initiatives and do so independently. The head office is not informed about all of the activities happening at the local level. They base their work on scientific knowledge, on issues brought up by their members (older adults calling in raising various issues), on political decisions and visions. They also do small projects such as surveys to explore various issues for example to get an idea of the size of a problem, which is then used in their political negotiations. They do not focus on specific groups of older adults. They appreciate that older adults are a very heterogeneous group; some transport themselves with busses only others will only use car and so forth. So they work very broadly and aim to take every ones interests into account.

## **Collaborations**

There is not much systematic and organised collaboration between the Danish senior organisations according to the interviewees. However, many of the same persons are members of and active in several senior organisations and this way, they are aware of each others' work and may get inspired on issues to bring up. They do, however, occasionally collaborate on, for example, arranging a conference or theme day on some topic. This lack of systematic collaboration is not regarded as problematic though.

Otherwise the senior organisations typically collaborate with municipalities, physicians, decision makers, transportation companies. For example, they sometimes invite the traffic companies to give presentations at their theme days. But sometimes the traffic companies also approach them for discussions about the needs of older adults or the METRO company asked for their advice regarding accessibility. In addition, DaneAge collaborate with the health sector and town planners regarding issues of older road users. They also collaborate with researches to make sure they are updated with scientific knowledge by, for example, inviting for meetings to share knowledge on recent research findings.

DaneAge reckon that they are the most influential organisation in the work for senior mobility and safety both due to the many years they have offered refreshing courses for older drivers but also due to their work in protecting the interests of older adults in relation to public transport.

### **Barriers and facilitators of implementing goals**

A large barrier is the lack of focus on older road users. Since the close down of the regional road safety committees and thereby the campaign project on older road users in the Road Directorate, the transport authorities no longer deal with the issue of older road users. Also, economy can be a barrier to the implementation of optimal solutions.

Sometimes the senior organisations lack access to relevant data. They may need to know an exact cost of something or some measure of the size of a problem in order to argue for the need for a policy change. This data can both be information from authorities and scientific knowledge.

Dialog with decision makers facilitates the implementation of goals but it is a negotiation so compromises usually have to be made.

They point out the dilemma that it is important that the needs of older adults are integrated in policies but at the same time, they also want to avoid stigmatising older adults by presenting them as helpless people who are a burden to the society. They put effort into emphasising the heterogeneity of older adults and how they are a resource in the society.

Finally, the senior organisations deal with all issues related to older adults and topics such as health, social care of the elderly, and economy are very comprehensive and claim a lot of attention. Therefore the topic of traffic and transport is often secondary to these themes.

### **Single pedestrian accidents**

Again there is lack of focus on this issue. DaneAge has information about traffic safety for pedestrians on their homepage inspired from the Danish Road Safety Council. At the local level there may be initiatives such as information meetings/theme days on pedestrian safety for older adults. One example is special offers for members on special soles to prevent falls. Age Forum has had initiatives related to falls in general which includes falls on the streets but focus was not on the public space in particular.

### **Incidents and accidents in relation to public transport**

The extent of the problem in Denmark is not known. But DaneAge has received calls from older adults complaining about bus drivers driving before they are seated and fear of falling for this reason. DaneAge has dialogs with the bus companies regarding this problem and some places special services have been implemented where the bus driver waits for the passengers to be seated. In addition, some of the local senior councils have addressed the issue and they have an ongoing

discussion in the board that it would be a good idea to have a codex for good bus driving practice taking the problem into account.

### **Driving license issues**

In Denmark the license needs to be renewed first time when the driver reaches the age of 70. In order to have the license renewed, the driver needs to get a health certificate from a physician. The driver then has to hand in the health certificate and application to the citizen service. The law requiring the age related relicensing is under the Ministry of Justice.

There is consensus between the three senior organisations that were interviewed that the age limit for license renewal should be raised if not removed. The way they work with this issue very much reflects the way they work in general. They raise awareness of the issue in the media. They write letters to the Ministry of Justice, they collect scientific knowledge on the issue to back up their argumentation. They communicate with older drivers' who call in and complain about various aspects of the procedure, such as long waiting times for the administrative procedure, and raise awareness of these problems in the media.

One barrier to reach the goal of removing the age limit is probably that there is a lack of understanding that it is not about age. Also, if the decision makers get rid of the quantitatively measurable criteria for screening, they are left with a complex situation where it is an individual judgement of who needs to be assessed, which is much more difficult to deal with politically.

### **Senior mobility and safety from the point of view of other organisations**

No interviews were made with other Danish organisations

### ***General results on Denmark***

The impression that is left behind, after having read various documents and spoken to persons from the transportation authorities, is that older adults in general are largely neglected in transport policies. However, as soon as older adults get special needs due to disability they are included in or covered by policies focusing on people with disabilities. The challenges healthy older adults with age-related functional decline may face in the transport system do not seem to be addressed anywhere among national governmental organisations according to our data.

DaneAge has special focus on older adults' mobility and transport on a permanent basis. AgeForum and the National Association of Senior Citizens Councils do not have special focus on transport on a permanent basis but deal with issues related to transport when they emerge, for example, through hearings or if an issue is raised in the media. Thus, there is a tendency for transport and traffic safety to be a rather marginal topic within these two senior organisations. This can probably be explained by the fact that it is a very comprehensive area they deal with and many issues fall within health and care.

To put it a bit on edge: older adults are marginal in transport and traffic policies while transport and traffic is marginal within senior organisations in general.

**A special thanks to the interviewees:**

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## 6. France

### *Methodological considerations*

#### **The selection of organisations as starting points**

##### **Governmental organisations**

In France, national policy related to older and disabled people has always been initiated and developed by the ministry in charge of social affairs and health with the support of the ministry in charge of transport and land planning. Road safety, which was previously attached to the ministry in charge of transport and land development, has been moved to the Ministry of the Interior. Then for the purpose of the CONSOL project, it has been necessary to find relevant contact in several administrative offices (see below under the headline List of the organisations and positions of the key persons and more specifically the figure which describes French government).

##### **Senior organisations**

We first made an internet search in order to identify and get contact details of senior organisations in France. But for the majority of them, it has not been possible to find a direct contact partner or even any interest in these associations on mobility issues. Furthermore most of the emails we finally sent remained unanswered. We then preferred to adopt another strategy to identify and reach senior organisations: we choose to ask the people from the French transport authorities we interviewed, who were the senior organisations they were in contact with, and we asked them to give us their contact details. We then tried to establish contact.

##### **Procedure**

For France, 7 interviews have been conducted, 4 face to face, and 3 by phone; 4 of the interviews were individual interviews; 3 were conducted with 2 interviewees. The interviews lasted from 45 minutes, to 1 hour and 45 minutes. All interviews have been recorded except one (with the Advisor of the Delegate Minister in charge of Social Services and Health) because the interviewee refused to have the interview registered.

The first interviews were conducted with people in charge of the “senior transportation point”, inside French administration. We started from the Ministry of Ecology, Sustainable Development and Energy (MEDDE) with the directorate in charge of Infrastructures, Transport and Sea (DGITM), and a specific service, the Ministerial Delegation for Accessibility (DMA), which depends also on another ministry, the Ministry of Equality of Territories and Housing (METL). Another important institutional actor for the

domain is the delegation for Road Safety and Traffic (DSCR) which depends on the Ministry of Interior. Inside these structures, we have chosen services and people who were more likely to have information about governmental policy and actions targeted to senior transportation issues. Another entry point for French administration was the Ministry of Social Affairs and Health. We succeeded to have a phone interview with the advisor of the Delegate Minister, in charge of Senior Citizens and Autonomy. With these 4 interviews (with 6 persons), we had a good picture of where and how the senior transportation issues are taken into account inside the French administration.

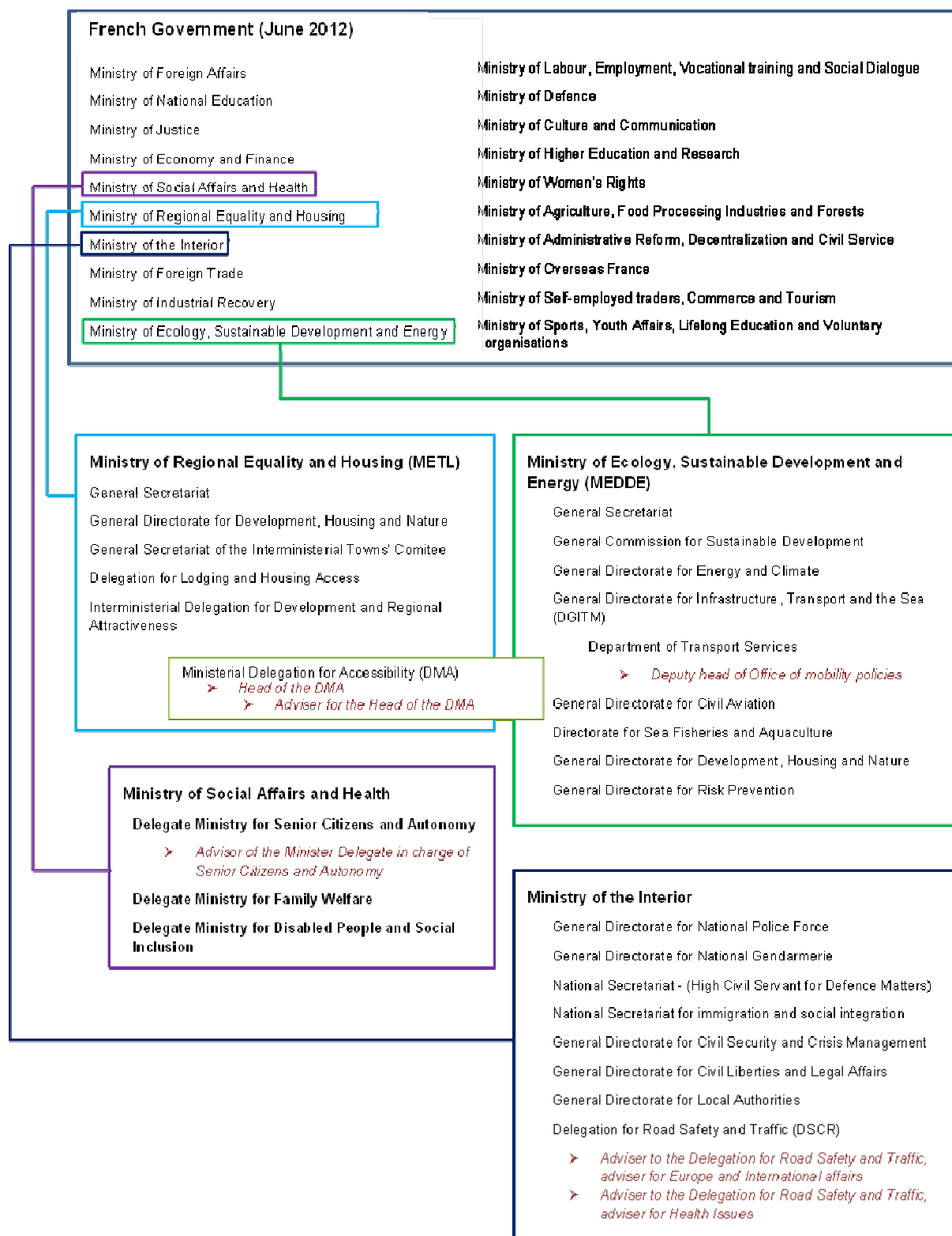
Another approach to assess senior consideration for transport issues in France has been to gather information with authorities in the area of transport organisation. That's why we started with the GART, big French associative federation of authorities responsible for organising transport, with 280 members (Urban transport organising authorities, regions, departments). Then we interviewed a person from a big transport operator, RATP, operator for a part of the Île-de-France region and Paris urban transport network.

There are very few big national senior associations and we had difficulties to reach people who wanted to speak about senior transportation issues. In spite of several solicitations, we we got only one interview.

### List of the organisations and positions of the key persons

Type of organisation	Organisation	Position of the interviewees and responsibilities
<b>National Governmental organisations</b>	Delegation for Road Safety and Traffic (DSCR) of the Ministry of the Interior	2 interviewees (face to face): <ul style="list-style-type: none"> <li>• Adviser, also adviser for Europe and International affairs</li> <li>• Adviser, also adviser for health issues</li> </ul>
	Delegate Ministry in charge of Senior Citizens and Autonomy for the Ministry of Social Affairs and Health	1 interviewee (by phone): <ul style="list-style-type: none"> <li>• Advisor of the Delegate Minister, mission: adaptation of the society to the ageing challenge</li> </ul>
	Ministerial Delegation for Accessibility (DMA), a service under the Ministry of Ecology, Sustainable Development and Energy (MEDDE) and the Ministry of Regional Equality and Housing (METL)	2 interviewees (face to face): <ul style="list-style-type: none"> <li>• Head of the delegation</li> <li>• Main adviser to the delegation</li> </ul>
	Directorate General for Infrastructure, Transport and the Sea (DGITM) in the Department of Transport Services (DST).	1 interviewee (face to face): <ul style="list-style-type: none"> <li>• Deputy head of Office of mobility policies</li> </ul>

	DGITM is a Directorate of the MEDDE (Ministry for Ecology, Sustainable Development and Energy)	
<b>Seniors organisations</b>	CORERPA Île-de-France	1 interviewee (by phone): <ul style="list-style-type: none"> <li>• Member of the Housing and transport committee</li> </ul>
<b>Other organisations</b>	GART	2 interviewees (face to face): <ul style="list-style-type: none"> <li>• Director of the Technology, Transport and Accessibility Department</li> <li>• Head of the Statistics, Economic Analysis and Transport Network Observatory Department</li> </ul>
	RATP	1 interviewee (by phone): <ul style="list-style-type: none"> <li>• Head of the accessibility department</li> </ul>



## ***Results of the mapping in France***

### **National transportations policies with regard to senior mobility and safety**

The law of the domestic transport (LOTI in French), was the fundamental law of organisation of the public transport services in France. It was published on December 30th, 1982. It asserts the right of transport, allowing moving "in reasonable conditions of access, quality and price as well as costs for the community". This law has been embedded in December 2010 in the Transport Code text, which includes more than 2,200 articles in its legislative part. The Transport Code took over a lot of existing old codes and laws, such as:

- Code of the civil aviation
- Code of the river public domain and the inner navigation
- Codes for retirement pensions of the French sailors of the merchant navy, the fishing and the sailing
- Code of the seaports

The Transport Code (Code des transports, 2013) establishes in its initial part (chapter 1) generic principles relevant for CONSOL, like the rights relative to transport:

- Firstly, the transport system has to satisfy users' needs and make effective the fundamental right that every person, including those with reduced mobility or with disability, can move and has the freedom to choose the transport modes, as well as the recognized power to execute itself the transport of its goods or to entrust it to the body or to the company of its choice.
- The progressive implementation of the transport rights allows the user to move in reasonable conditions of access, quality, price and cost for the community, in particular, by the use of a means of transportation open to the public.
- The rights relative to transport include the right for the user to be informed about the means which are offered to him (her) and on the modalities of their use.
- Particular measures can be taken in favour of the disabled persons or those whose mobility is reduced as well as in favour of their accompanying persons.

In its chapter two, the Transport Code is dealing with the accessibility of transport services to the persons with reduced mobility or disability:

- The public transport services are made accessible to people with disability or whose mobility is reduced, according to the clauses of the first paragraph of the article L. 114-4 of the code of the social action and the families, before February 13th, 2015.

It can be noted that older people are not explicitly mentioned in this document, but the meaning of the term “persons with reduced mobility” in France includes older people.

Another law relevant for the purpose of CONSOL is the Road Code (Code de la route, 2013).

The Road Code includes all the laws and regulations relative to the use of public highways (sidewalk, road, highways, etc.) by the users (pedestrians, cyclists, power-driven two-wheelers, motorists, etc.). As in certain countries it is a legislative code, as well as the code of the environment or the penal code, but it also indicates more generally the combination of laws, regulations and rules of public-spiritedness and manners. The Article R221-10/11/12 establishes medical conditions that are not compatible with driving. This article and its annex list a big number of diseases, some of them being quite frequent for older people. However, age is not identified in this list as a functional condition that will require specific interest.

## **Senior mobility and safety from the point of view of national governmental organisations**

### **The Delegation for Road Safety and Traffic (DSCR)**

The Delegation for Road Safety and Traffic (DSCR) is attached to the Ministry of the Interior (it was previously attached to the ministry in charge of transport and land planning) but its director has an interministerial action. He has 5 advisors on: health; justice; Europe and international affairs; research and disability. The role of DSCR is to implement the decision of the CISR (Conseil Interministériel de la Sécurité Routière - Interministerial Committee of Road Safety) which is a high Committee at Ministers' level and to elaborate national policies; during the process, an interministerial group involving high level ministry staff can be solicited to make the technical work on the policy text. This organisation has been established 40 years ago.

The two main actors of road safety policy regarding driver's issues are the road safety education direction (driving license curriculum, kids awareness) and the DSCR.

### **The Ministerial Delegation for Accessibility (DMA)**

The Ministerial Delegation for Accessibility - “Délégation Ministérielle à l'Accessibilité” (DMA) is a transversal section for two French ministries: Ministry for Ecology, Sustainable Development and Energy, and Ministry for Regional Equality and Housing. This section exists since 1999 and at the present time it's a team of six persons. DMA is in charge of the coordination of ministries' policies and actions in the different domains which are concern by accessibility issues: land, maritime and air transport, urban planning, built environment, road network, public places, buildings or equipment receiving people. The missions of DMA are also: to make actors sensitive to accessibility issues, to

elaborate French law texts relative to accessibility, and to contribute to normalization works, at French, European and international levels.

**DGITM: General Directorate for Infrastructure, Transport and the Sea (Directorate of the Ministry of Ecology, Sustainable Development and Energy – MEDDE)**

As part of MEDDE, DGITM (“Direction Générale des Infrastructures, des Transports et de la Mer”) is responsible for all matters relating to land and maritime transport and for the planning of airports, with the exception of road safety, handled by the delegation for road safety and traffic management. DGITM consists of two directorates: Infrastructures Directorate and Directorate for Transport Services, both transverse to departments and relative to all transport modes. The Department of Transport Services (DST) is one of the three departments of the DGITM, and is dedicated to regulation, security, safety, control and social aspects of road and railways services, the major maritime and waterway ports, as well as projects relating to public transport. In this respect,, DST is: in charge of the regulations for road, railways and maritime transport; administrative control of big transport operators such SNCF (French national railways), RATP (Independent authority for Parisian transport) and EPSF (Public commission for rail safety). DST has also a role of support and contribution to legislation elaboration for urban public transport and sustainable mobility. In that context, DST has to follow-up and to be watchful on the implementation of the French national policy for transport accessibility for people with reduced mobility. Inside the DST, these issues are treated by the FCD (sub-directorate for rail, collective transport and urban travels).

**The Delegate Ministry in charge of Senior Citizens and Autonomy for the Ministry of Social Affairs and Health**

The present Delegate Minister in charge of Senior Citizens and Autonomy for the Ministry of Social Affairs and Health is in charge of all the national policy concerning older people: prevention policies for the loss of autonomy support for the dependence, housing, rights of older people, Alzheimer national program, etc.

The objective of the Delegate Minister is to prepare the next new law and national framework for the ageing challenge. The needs to take into account several aspects like urban infrastructure, transport and housing have been clearly identified. The next law will be built on three pillars: care, anticipation and adaptation of society. The idea is also to group in one main text a lot of policies which are currently spread out in a lot of different text laws.

### **The present work of French national governmental organisations**

For the DSCR, older people are not identified as a specific group; older people are related to health issues as far as they are considered as one important part of the group of vulnerable road users. Officially there are no special defined subgroups of older people, however, statistics of road accidents show an increase of the fatal crash rate after 75 years old, which could mean that specific attention should have to be paid on this older road users subgroup.

The road safety department has currently a specific concern about pedestrians and the interviewees talk about how they will be actively involved in the next European Road Safety Day (Brussels) and the Global Road Safety Week organised by the UN.

The adviser for Health issues at the DSCR comes from the ministry of health and is working at the DSCR; her charge includes the issue of fitness to drive. She has coordinated a working group on physiological and pathological states and criteria related to the delivery or renewal of the driving license. The working group involved, for example, researchers, general practitioners, gerontologists, rehabilitation specialists, members of other administrative division and police. It should be remarked that older road users are not represented in this working group, mainly because of the lack of representative structure active on this topic.

One of the current objectives of the Delegate Minister in charge of Social Affairs and Health is to prepare the next new law and national framework for the ageing challenge. There are needs to take into account several aspects like urban infrastructure, transport and housing. The next law will be built on three pillars: care, anticipation and adaptation of society to the ageing challenge. For the finalisation of the text, several working groups have been set up, with participation of some older people representatives; however, they have few input regarding the mobility issues.

Concerning accessibility issues, the delegation for road safety and traffic management (DST) has to follow the enforcement of the 2005 French law about equality of rights and chances, social participation and citizenship of disabled people (Loi n° 2005-102 du 11 février 2005 pour l'égalité des droits et des chances, la participation et la citoyenneté des personnes handicapées, 2005). In that context, DST define technical prescriptions, in particular for accessibility to public transport vehicles such coaches, buses, trains, for people with reduced mobility; these technical prescriptions are included in law application decrees. DST asks for and finances surveys and studies about transport users' behaviours and needs. This department had no actions dedicated or targeted to older road users. It has changed very recently (after the interviews conducted for the CONSOL project): DST is involved in the preparation of a new French law about the adaptation of the society to the ageing of the population, and has to make proposals in urban transport domain, in order to take into account elderly people specific needs. It is also planned for 2014: to establish a good practice collection about mobility platforms for elderly people in France and abroad, and to ask to IFSTTAR to make a study about mobility aid vehicles (scooters, tricycles) embarked on collective transport vehicles.

Overall, older road users seemed not to be a prioritized group within French administration even if there were some work and discussions that relate to this group. Vulnerable road users and pedestrians are of special concern for the DSCR. Older road users are considered as one important part of these broader road user groups. Disabled people group is another road user groups which gets a lot of attention in French administration because of the enforcement of the 2005 French law about equality of rights and chances, social participation and citizenship of disabled people. However, it was also mentioned that issues of transport and urban infrastructure ought to be included in future old age policy, and since a few months, preparatory works have begun in order to define concrete objectives dedicated to seniors needs.

### **Collaborations**

The DSCR has many contacts with other ministries and central administration. There are also collaborations with representative of road accidents victims, two-wheelers, professional drivers, but less relation with association representative of older people. The adviser for Health issues at the DSCR, who is part of the Ministry of Health but has been temporarily assigned to the DSCR, has active collaboration with institutional health actors (General Health direction) and health professionals, but has no contacts with organisations representative of older people. Most of the needs of these users are reported by gerontologists (for example, Dr Bonin Guillaume, expert for the CONSOL project, is an expert working in this group).

At the Ministry of Social Affairs and Health, there are main collaborations with local authorities and regulation bodies; there are contacts also with representatives of older people but they are not organised in identifiable structures and it is difficult to have interlocutors. Two reports have been ordered by the Ministry of Social Affairs and Health and delivered recently: one compares the different local policies regarding ageing in towns (Broussy 2013), and the other gives the direction to follow in order to adapt the French society to the ageing challenge (Pinville 2013). Under the ten challenges highlighted by the Broussy report, the fourth is about the adaptation of the transportation system: because if the country wants to promote independent living for older people it can only be possible if the transportation system is adapted. Recommendations are, for older drivers, not to define an age limit with regular mandatory medical assessment, but to develop refreshing courses, car adaptations and specific mentions on the driving licence limiting its use. For older pedestrians, a better design of urban environment (more inclusive) and a restoration of confidence in the public transport network are recommended.

Being in charge of the application of the ministries' policy about accessibility issues and the coordination of ministerial actions related to it, DMA has many relations with other ministerial services, including other ministerial sections and scientific internal network. DMA has a dual referent and link role. Outside ministries, DMA has relations with transport actors such as: big transportation operators, GART (Group of French transportation authorities), medical association, users associations, and

associations of disabled people. Actors who have to apply laws take advice from DMA, and those who want the law to be applied for them bring their needs, demands and claims. DMA is member of the OBIAÇU (Interministerial Observatory of accessibility and universal design) and follows actively its activities. OBIAÇU is a special dialogue committee, created in 2010, where several actors (transport authorities, administrative authorities and associations of disabled people) are in charge of the evaluation of accessibility in the context of the application of the 2005 French law about equality of rights and chances, social participation and citizenship of disabled people. One organisation representative of older people is member of the observatory, the “Comité national des retraités et des personnes âgées” (national committee of the retired people and the elderly); however, it seems that this organisation is not very active on the mobility issues and is more following the proposal of the representative organisations of people with disabilities.

Besides collaborations with ministerial services, about accessibility issues, DST has many relations with other actors. In particular, for the follow-up of the implementation of the 2005 French law for disabled people and the perspective of the 2015 deadline for improvements, the DST has relations with GART, SNCF (French national railways), RATP (Independent authority for Parisian transport) and FNTV (Federation of French coaches companies). DST prepares technical files that are studied by the CNCPH (national advisory board for disabled people), instance created in 1975, whose aim is to associate disabled people to the preparation and the implementation of policies that are made for them. CNCPH members are mainly representatives of associations of disabled people. . At the French level, DST participates to the OBIAÇU. DST has also an action at the European level for the definition of texts like the technical specification of interoperability relating to persons with reduced mobility (TSI-PRM) for rail systems, and the rights and obligations of passengers (including people with reduced mobility) in the road, railway or maritime domains.

Generally, there seems to be a lack of collaboration with senior organisations in French administration. They try to collaborate with senior organisation (for example they put senior representatives in consultation committees), but according to the interviewees, there is nevertheless the problem that senior organisations have no specific demand on “senior mobility and transportation issues”. They just tend to follow the disabled representatives demands, considering that what is made for disabled people (notably for accessibility issues) is good for elderly.

### **Barriers and facilitators of implementing goals**

From the DSCR point of view, there are no particular barriers but regarding the older driver's issues, difficulties can come from the civil society who is more prone to react negatively to a road accident involving an older driver, than to a road accident occurred with another age group driver. It was also noted that car insurance companies could be more involved.

For the Advisor of the Delegate Minister in charge of Senior Citizens and Autonomy, the main barrier is that local authorities are not so much happy to have to deal with the ageing adaptation, because it is very costly.

According to DMA, it is difficult to deal with older users about what their specific needs could be concerning transport accessibility. There are indeed very few big associations representative of older people in France and they are not really active about accessibility or mobility issues. There is no representative actor with a strong discourse and claiming for older users accessibility needs, although places exist for such representatives in dialogue committees (about accessibility and participation in public life) set up by French government. The suggestions for transport accessibility done by associations representative of disabled people (who are very active and claiming for the improvement of their transportation conditions) appears to be sufficient to cover older users' needs.

It is difficult to identify specific actions targeted to seniors transport users. DGITM can finance studies targeted to senior users, but according to 2005 law, senior users are more generally considered as part of the population of people with reduced mobility (PRM). The identified main difficulties for older people are: they are slow and can have some cognitive difficulties. At the policy level, these potential difficulties are already targeted in the regulations dedicated to PRM. More generally, actions taken to improve transport accessibility for disabled people are useful for everybody. In terms of needs, senior users could be situated between disabled people and the rest of the population.

Older people are also identified as being concerned by analyses conducted about rural territories, poorly served by public transport, and where people are very much car-dependent. So far, local transport authorities are able to organise transport by coach or bus, but they are not authorized to organise other solutions like for example car sharing. Within the framework of the French decentralization law, several principles will be enounced, which will be implemented at local level. The idea is to favour the emergence of innovative initiatives, in order to cover the lack of implementable solutions.

### **Single pedestrian accidents**

The interviewees bring forward that no accident data is collected on single senior pedestrian accidents. Consequently the issue gets little attention within French administration. One interviewee means that some elements may be available at the National observatory of daily life accidents; this organisation collects home and leisure injuries but does not collect injuries occurring in the public area like streets or in public buildings like metro stations.

### **Incidents and accidents in relation to public transport**

Incidents and accidents in relation to public transport are also neglected issues in French administration. One problem is, as in the case of single senior pedestrian accidents, the lack of accident and incident data. Information is sometimes given to DMA when an accident in public

transport concerning disabled people occurs, but it is not systematic, because DMA is not in charge of the collection of such accidents. This is done by the “Service Technique des Remontées Mécaniques et des Transports Guidés” (STRMTG), in charge of safety-related activities in passenger transportation. This organisation produces every year reports on the accidents in tramways and metro (plus Paris trains area) based on data coming from the transport operators. If some details are available in these reports, they do not make reference to the age of the injured or killed travellers.

### **Driving license issues**

In 2002, a decision has been taken at Minister’s level to establish a mandatory medical examination after the age of 75 years; this was a reaction to an accident involving an older driver where 5 firemen were killed on a motorway. But this decision has never been put at an operational level and has not been written down in the road safety legislation.

The DSCR promotes the view that mandatory regular checking of older drivers’ fitness to drive is not “the” solution. The new EU driving licence directive nowadays in force allows modulating the use of the driving licence according to the driver’s health i.e. driving at night, at xx km from home, avoid highway etcetera.

The philosophy of the approach is to help older drivers to keep their mobility as long as possible, but with good safety level. This logic is to go with solutions that can be: refreshing courses, car adaptation, alternative mobility option (car sharing, community transport). Instead of establish a mandatory renewal, it has been decided to involve the general practitioners more actively on the issue of fitness to drive. The first difficulty was that these persons did not know very well the legislation. An extensive leaflet has then been produced and sent to all the general practitioners in France (270 000).

### **Senior mobility and safety from the point of view of national senior organisations**

Several senior organisations exist in France, mainly linked with labour unions and are mainly interested in issues like the retirement pension or the social welfare. The organisation “Générations Mouvement - les Aînés Ruraux” (rural older people) is participating in several institutional groups like the interministerial Observatory of accessibility and universal design (OBIAÇU) but its action regarding mobility is not specific. According to members of OBIAÇU they usually agree with the position of the disability organisations (associations for the paralysed, APF, association for the person suffering from muscular dystrophy, association for the visually impaired ...)

In 2008, a new organisation called “Old Up” (<http://www.old-up.eu/>) has been created by a group of intellectuals; its objectives are to promote an active ageing through the active participation in society and extensive use of technology like Internet. This new organisation seems to develop - more than the others - an interest in mobility but it is still limited, due to the size of the organisation.

There are also efforts from the government to involve seniors and senior organisations in political issues. Created in 1982, the national Committee of the retired people and the elderly (CNRPA) is a consultative administrative authority placed beside the Minister in charge of older people. Chaired by the Minister, this committee allows the participation of the retired people and the elderly to the elaboration and the implementation of the policy of national solidarity concerning them (article D149-1 of the code of the social action and the families). A decree of May 2006 concerning the national committee of the retired people and the elderly widens considerably its role: its consultation by the Minister in charge of older people is now mandatory on the projects of statutory texts concerning older people and relative to the prevention policies for the loss of autonomy, support for the dependence, housing, gerontological coordination as well as in the quality of care services by dedicated establishments. Its regional components are called CORERPA and are in charge of collecting information to be transferred at the national level coming from local level, CODERPA.

We succeed in finding interviewees willing to participate in interviews on senior mobility and safety for only one senior organisation: the CORERPA from Île-de-France.

### **The present work of French national senior organisations**

Currently, the main work of CORERPA Île-de-France is to work within the RATP consultative committee on accessibility, both on pre-project in their early phase of design/definition and on corrective actions linked to difficulties expressed by travellers. Their position on the question of older people needs is that actions conducted for disabled people are also relevant for older citizens. They promote a “travel chain” approach, because accessible transport solutions are not only low floor buses: it is necessary to have also good access to bus stop or to subway station. They are asking for more lifts (and more availability when existing) and more mechanical stairs with specific adaptation for older people when entering and exiting (double handrail).

CORERPA is not considering different groups of older people according to age, however, they are aware that after the age of 75 years, mobility tends to decrease.

### **Collaborations**

CORERPA Île-de-France has no real collaboration with other organisation than the RATP; they have few contacts with the City of Paris administration. They have also collaborated with the Île-de-France transport authorities (STIF) on the elaboration of the global accessibility master plan, and Urban Mobility Plans.

The main issue is the lack of volunteers and the fact that this organisation is not structured as some of the main organisations representative of disabled people (like the APF - organisation of the physically impaired) which have staff specialized in mobility issues.

### **Barriers and facilitators of implementing goals**

A lot of improvements have been made during the past years, at least inside the Paris area, but people tend to see always what is not working well; it is also true for older people.

Older people tend to focus only on their personal trips and needs; it is difficult to ask them to have a broader view of the question. It is also difficult to go from very practical things to the national policy level.

There is still a pending question about the line maps displayed in the buses, that are not really well located.

### **Single pedestrian accidents**

The organisation does not use data; they strongly argue, each time they have the opportunity, against the use of potential slippery floor material, as this is very dangerous for older people. They are also promoting an adaptation of mechanical stairs for the older users: they claim more space for the exit platform and a fixed handrail.

### **Incidents and accidents in relation to public transport**

The organisation has been solicited by the RATP to collaborate to training sessions for bus drivers; during these sessions they highlight the fact that the phase when the bus moves off after a stop has to be very smooth.

### **Driving license issues**

The interviewee from the CORERPA Île-de-France estimates that a periodic mandatory medical checking for older drivers will be a discriminatory measure and he will not accept that. He considers that older drivers stop driving by themselves when they are not safe enough.

CORERPA Île-de-France is not involved in refreshing courses and has never had this kind of requirement for its members.

## **Senior mobility and safety from the point of view of other organisations**

### **The Public Transport Authority Group (GART)**

The Public Transport Authority Group (GART), was founded in 1980. It is a non-profit organisation (under the French law of 1901). Its membership is composed of 281 public transport authorities including: 194 Cities, 64 Counties and 23 Regions. It also includes Club partners with 10 industrials from the public transport area.

GART goal is to promote public transport and represent local policy makers. More specifically its missions are:

- To be the public contact for local councils, as well as their representatives to institutions, the government, parliament, organs of the European Union, and the press.
- To offer to its members economic, financial, juridical, technical advice and expertise.
- To stimulate and animate transportation debates through the proposal of innovative and practical solutions.
- To federate the players in transportation administration

**RATP, the public transport operator of the Paris area and Île-de-France (great suburb area around Paris).**

The accessibility department aim is to define the policy of RATP regarding the accessibility of the network to people with reduced mobility or with disabilities and to follow this policy; this role is transversal through RATP. It is linked to the project department and the deputy director in charge of the public transport services. The accessibility department has then an internal role inside the company (detailed below) as well as an external role of contact point for the transport administration, policy makers and representative of travellers, including those with reduced mobility.

Internal role of the accessibility department:

- To assist all the RATP services on their projects if they have a potential impact on the accessibility; this includes also staff training, awareness about the specificities of users with reduced mobility or with disabilities
- To be in charge of the animation of the consultative committee on accessibility; this committee involved 8 representative associations, 7 from people with disabilities and one for older people (CORERPA).

It is reported that in the marketing division of RATP, there is a person in charge of the older clients.

**The present work of other French Organisations**

For the Public Transport Authority Group (GART), older people are seen as travellers with various disabilities: mobility, hearing, seeing. Improving the situation of one category of disability will improve the situation of older people. So there is no specific action focusing on older people.

On the contrary, RATP indicated that an older person should not be seen as a person having several disabilities, but more as a person who is slower than younger, which generates anxiety, modulated by the flow of other passengers, the previous knowledge of the area and the time of the day. Several equipment implemented on the RATP network are useful for older people: auditory messages, place to seat on the metro platforms, restraint bars in metro, information on priority seats.

On-going actions by RATP are:

- Smooth driving for buses: formally linked with eco driving but it is also very relevant for older and users with disabilities
- Mobility workshop: for people with mental disabilities or for older with the help of a senior organisation: AGIR ABCD, which is a NGO non-profit organisation operated by senior volunteers
- Research with a clinical team: design training program to reduce the fear to fall in stairs

### **Collaborations**

GART has no specific contact with older people representatives, sometimes issues focusing on senior mobility and safety can be raised by the federation of public transport users.

In the GART working group on network and transport, a subject has been recently reported: the case of older people who use electric scooters and want to use public transports like electric wheelchair users (Strasbourg).

RATP has collaborations with older user groups:

- CORERPA: institutional mainly; their requests mainly concern physical issues like stairs (provide mechanical), not enough seats, restraint bars; for the information accessibility problems, they adopt the same position than the visually impaired organisations.
- Old up: this is a recent senior association which has been created by people belonging to the “highly educated” part of the society (university professors, professors of medicine, ..); they promote an active participation of the older people in society and have developed actions like: university courses for the older, involvement in local projects.
- AGIR ABCD (Association Générale des Intervenants Retraités - Actions de Bénévoles pour la Coopération et le Développement, <http://www.agirabcd.org/>): NGO composed of retired volunteers who make education support for socially disadvantaged children, develop projects for emerging countries, and give punctual aids for older people.

RATP regrets the lack of a main senior organisation that could represent elderly people point of view, because it would be easier for them to have fewer interlocutors. The main point of tension with older organisation (as the disabled) concerns the metro in Paris, which is out of the scope of the 2005 law, due to its age, and then is not accessible (and will not be). Efforts are however made on new lines and extensions.

One the topic of disabled people, RATP has established collaboration with:

- University of Paris 8 (Master on Ageing and Disability: movement and adaptation)
- Clinical teams from the Pitié Salpêtrière hospital

- CEREMH, a resource centre on mobility issues for disabled people; providing driving adapted cars for learning, test of wheel chair and making awareness in different companies about disability.

GART has evoked also the pricing issue. There is no mandatory necessity for gratuity for the older travellers; but 88 % of the public transport networks propose reduction fees for the older, 17 % proposed free travelling pass. Most of the networks apply a modulation based on the annual income. This policy is costing a lot of money and many public transport authorities are thinking about the possibility to change that. GART reported that the authorities of Grenoble decided to cancel the free traveling pass for older people during non-rush hours but they faced to a strong opposition of people and decided to cancel this decision.

### **Barriers and facilitators of implementing goals**

For RATP, the law adopted in 2005 promotes a real shift in the social paradigm, but the delay of 10 years for making everything fully accessible for all was too short. One barrier is also the economic crisis which slows down the process.

One difficulty also concerns the jurisdictions given to public transport operators. Public transport does not only consist in vehicles, there are also the infrastructures, which are not on the jurisdiction of RATP. By 2015, 100 % of the urban buses in the Paris area will be accessible, but the infrastructure will not be adapted.

It is also mentioned in the interviews that: the more improvement you made on the public transport network, the more accessible they are, the more the mobility of people increase and new mobility behaviour appear and new needs are formulated. It is a perpetual improvement process.

It is also important to share the knowledge about practices, characteristics of the population between organisations. Research results are not enough disseminated in a format that could be useful for operators.

### **Single pedestrian accidents**

The interviewees mean that their organisations do not work with issues on single senior pedestrian accidents. There is no data on this issue.

### **Incidents and accidents in relation to public transport**

GART interviewees explained that there is some reporting on incidents and accidents in guided vehicles (metro, tramway) but not for urban buses. There is though no systematic work on this matter.

### **Driving license issues**

The organisations are not working with driving license issues.

**Other relevant information**

In France, several public transport services are available in addition to mainstream like door-to-door services; GART's members reported that there are an increasing number of older people who asked for door-to-door services and that this has strong cost consequences.

***General results on France***

So far, according to information collected with the interviewees, “senior citizens” didn’t constitute a specific target group in France for transportation and safety issues. More exactly, seniors were considered either as part of the group of “vulnerable users”, if the focus was on safety, or part of the “disabled people” group if the focus was on accessibility or mobility issues.

About safety issues, at the ministerial level, there are some previous and intended work about physiological and pathological states and criteria related to the delivery or renewal of the driving license, that include issues relative to pathological ageing. Specific attention is also given to sub-groups like pedestrians and 75 years old sub-group.

However, it has been recognised in the discussions and the preparations of the next law and national framework for the ageing challenge that issues of senior mobility and safety needs attention. Still, there are just a few inputs of transport mobility and safety matters in this work. But more recently, things seem to be about to change, in the context of the new law preparation at administrative level: practical proposals are made for the senior group consideration, in particular for transport issues.

We had difficulties in finding any interviewee willing to participate in the interviews on senior mobility and safety regardless of several attempts of contacting senior organisations. There seems also generally to be a lack of collaborations with senior organisations in French administration when it concerns transport mobility and safety. Senior organisations are not represented in the working group on the physiological and pathological states and criteria related to the delivery or renewal of the driving licence. When they are represented in for example accessibility work, the senior organisations are felt as passive and mainly following the goals of the more active disability organisations, the idea seems to be that what is good for disable people are also good for seniors. This is experienced as a barrier among interviewees within the French administration when trying to deal with the specific needs of senior road users.

Both single senior pedestrian accidents and senior incidents and accidents in relation to public transport are according to the interviews neglected issues in France. One barrier in this case is the lack of data on accidents and incidents. There has also been a discussion on implementing mandatory check-ups in France after a highly debated accident involving an older driver. However, the responsible authority DSCR does not view these kinds of check-ups as efficient and it has been decided that general practitioners have to be more involved in the issue of fitness to drive.

**Special thanks to the interviewees:**

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## 7. Spain

### *Methodological considerations*

#### **The selection of organisations as starting points**

Following the guidelines of the CONSOL project for this work package, two types of players were considered as target "societal actors" for these interviews: the national transport authorities and the organisations of seniors. Nevertheless, we considered it interesting to complement the national transport authorities with the perspective of the regional and local administration, which we considered as another type of target players. In addition, because in Spain there is a particular model for health recognition of drivers, in which psychologists participate, we considered it appropriate to add this kind of target players constituting of psychologists involved in these check-ups, and finally still another type of actors, namely researchers in the field of transport and traffic safety.

Concerning the first type, in Spain one main national transportation authority is the Traffic General Directorate (DGT). The authority is in charge mainly of the control tasks like control of traffic, control of vehicles (registration, authorisations, etc.), control of drivers (driving exams, driver licenses, license renewals, etc.) and traffic safety (measures, velocity control, enforcement, traffic fines, accident analysis, etc.), only on road transport. The DGT belongs, for historical reasons, to the Ministry of the Interior. The Ministry of Development [Foment] is another transportation actor, which is responsible for the roads, infrastructures, signalling, means of transport, and the traffic control of other modes of transport different from automobiles (railways, civil aviation, ...). Besides, and within urban areas there is still another authority, at a lower level than the former ones, the Metropolitan Mobility Observatory (OMM) which is composed of the Public Transport Authorities (ATP) of the main Spanish municipalities, plus the Ministry of Agriculture, Food and Environment and the Ministry of Foment in order to reflect the contribution of public transport in improving the quality of life and sustainable development in cities. Among these national transportation actors, the DGT was selected because it is more connected with aim of this project than the Ministry of Foment (Development), and because its responsibility is more extent and general (national scope) than the Metropolitan Mobility Observatory.

Concerning senior organisations in Spain, most of them have connections with political parties and/or trade unions. However, we had difficulties in finding key persons which were willing to participate in interviews on senior mobility and safety. We therefore tried to include pedestrian associations, traffic victim's associations, retirement clubs, and entities with actions *in favour of senior associations* as a third type of organisation. Nevertheless, from eight associations and entities of this type which we invited to participate, only one gave a positive response: the Co-ordination of Services for the Elderly (through retirement clubs) of the Social Fund (founding) of Burgos Saving Bank. It is not really an

association of senior citizens, but a private organisation which devotes actions and has policies for seniors. We thus chose to regard it as a charity organisation rather than a senior organisation. The Social Fund of the Burgos Savings Bank is part of the social work that the semi-public financial institutions had to do with its profit in Spain prior to the privatisation of the Banks, and that some of them, even if private, continue doing. Despite having its official address in the city of Burgos, it operates at a national scope.

Concerning administration at regional (Autonomous Community) and local scope, we chose the Traffic Council of Catalonia because it is the Autonomous Community with most advanced policies in this field, and the Burgos City Hall, because it is participating in another European project (SAMERU) closely related to CONSOL. We only got a response from the City Hall of Burgos, confirming the participation of the Service of Accessibility, Mobility and Transport.

Concerning psychologist dealing with health recognition of drivers, the *Official Colleges of Psychologists (C.O.P.)*, the professional Spanish Psychological Associations agreed to participate. All psychologists practicing psychology are required to be members of the COP and currently there is a COP in each Spanish region, which regulates the professional practice and ethics. There is also a central coordinating council, The *General Council of COP's*. The COP structure has collaborated with 4 interviews: one representing a Centre of check-ups, to which drivers and aspirants to drive have to go to obtain the certification on health status, one representing the *Commission on Traffic and Safety Psychology* in the *General Council of COP's*, one psychologist who is expert in this field and advisor to the COP on behalf of the *General Council of COP's*, and one representing a regional association (*COP of Alava*).

Finally, concerning researchers in the field of traffic and transport safety, we got the collaboration of two different research units: one interview in a general university, the *University of Burgos* (participant in the SAMERU project), and the other in a technical university, the *Transport Department* of the *Polytechnic University of Valencia (UPV)*.

## **Procedure**

In the first stage, we mapped the population of organisations and persons, which constituted the sample of interest. They have been described in the section above. Once the target population was defined and selected, we tried to establish contact with the organisations. The interview questions were distributed by Internet to the contact persons, in some cases directly to the key person, in other cases using mediators, who interviewed the key person face-to-face and sent back the results written directly in the questionnaire. In some cases the interviews were conducted with a team of people, on behalf of the entity. Due to difficulties of recording phone calls, phone calls were only used to clarify or elaborate responses already given. Some of the interviews were not completed or even conducted because no final response was received even though they had accepted participation at the first stage.

Despite that, a total of 9 valid interviews were conducted in Spain, in which a total of 16 people participated. List of the organisations and positions of the key persons

	<b>Organisation</b>	<b>Position of the interviewee and responsibilities</b>
<b>National Governmental organisations</b>	General Directorate of Traffic (DGT), Ministry of the Interior	Educational Technical Advisor.
	General Directorate of Traffic (DGT), Ministry of the Interior	Head of the Research Coordination Unit.
	General Directorate of Traffic (DGT), Ministry of the Interior	Psychological Technical Advisor.
<b>Other organisations</b>	Social Fund of the Burgos Savings Bank	Coordinator of the Socio-cultural Programs and Centres of the Retirement Clubs.
	Burgos City Hall	Manager of the Transport Service.
	Burgos City Hall	In charge of Innovation.
	Burgos City Hall	Head of section of the Service of Accessibility, Mobility and Transport.
	Burgos City Hall	Councilman for Accessibility, Mobility and Transport.
	The Official Association of Psychologists in the Valencian Community (COP-CV)	Member of the Commission (work group) on Traffic and Safety Psychology.
	The Official Association of Psychologists in the Valencian Community (COP-CV)	Member of the Commission (work group) on Traffic and Safety Psychology.
	The Official Association of Psychologists in the Valencian Community (COP-CV)	Member of the Commission (work group) on Traffic and Safety Psychology.
	The Official Association of Psychologists in Álava (País Vasco) (COP-A)	Representative of the Area of Traffic Safety on the Board of Directors.
	The national General Council of Official Associations of Psychologists.	Coordinator of the Area/Division of Psychology applied to Traffic Safety.
	Medical-Psychological Driver Testing Centre.	Psychologist and co-director.
	University of Burgos	Professor and member of a research group.
	Polytechnic University of Valencia (UPV)	Professor, researcher in Transportation Department.

## ***Results of the mapping in Spain***

### **National transportation policies with regard to senior mobility and safety**

In connection with the European common policy, the *Estrategia Española de Seguridad Vial 2011-2020* (the *Spanish Road Safety Strategy 2011-2020*) establishes six priorities, the first of which is "to protect vulnerable road users" and the second, to "boost safe mobility in urban areas" (Observatorio Nacional de Seguridad Vial-DGT 2011). Both are directly related to the elderly population.

Regarding the protection of vulnerable road users, the objectives that the *Strategy* lays down for the older population are:

- to improve the monitoring of the capabilities of older people in their driving ability
- to provide safe mobility spaces for older people
- to deepen the understanding of accidents, and of the mobility of older people

And as pedestrians (in addition):

- to promote travel on foot as a healthy and economic mode of mobility.

Regarding safe mobility in urban areas, the aforementioned *Strategy* sets the following aim for the most vulnerable road users:

- to increase the protection of pedestrians (especially children and older people), cyclists and people with reduced mobility.

These objectives are specified in a number of generic measures (or plans), developed and/or favoured by the national authority on traffic (DGT). These measures will take form in specific regulations, most of them under the authority of municipalities, upon whom territorial responsibility falls.

There is no specific national policy in Spain focusing on older road users. Older people are usually included within the wider group of vulnerable people (children, youth, women, rural residents, disabled people, pedestrians, cyclists ...). And specifically, the philosophy which is applied to older people is the same as the one which is applied to disabled people, due to the overall objective of achieving equality (of movement, access, safety, quality of life, opportunities, etc.).

However, there are more and more experts who are providing evidence in favour of a mobility policy specific to seniors. It is worth mentioning here a study by the RACC (Fundación RACC - Centre d'Estudis Demogràfics (2011) that supports the idea that older people are a key group in the design of mobility policies.

## **Senior mobility and safety from the point of view of national governmental organisations**

### **The Traffic General Directorate (DGT)**

The Traffic General Directorate (DGT) is in charge of the control tasks like control of traffic, control of vehicles (registration, authorisations, etc.), control of drivers (driving exams, driver licenses, license renewals, etc.) and traffic safety (measures, velocity control, enforcement, traffic fines, accident analysis, etc.), only on road transport. The DGT belongs to the Ministry of the Interior.

### **The present work of national Spanish Transport Authorities and Ministries**

The national transportation objectives are specified and developed by DGT in a number of generic measures (or plans). These measures will take form in specific regulations, most of them under the authority of municipalities, upon whom territorial responsibility falls. DGT also develops the criteria to be fulfilled for driving license renewal

In parallel, the DGT organises and promotes different nationwide educational campaigns aimed specifically at the elderly population, as pedestrians, drivers and public transport users. The policies which have been developed at DGT are as follows:

#### Older citizens as pedestrians:

- 1) Insist on the need to use the safe zones to cross the street and respect their regulation.
- 2) Report on the difficulties in calculating distances and times in the regulated and non-regulated crosswalks.
- 3) Inform about the risk of using the roads at times and in spaces where there are large numbers of people, to avoid falls and collisions. Special attention to the entrances and exits to and from schools, shows, etc. A large number of elderly people drop off and pick up their grandchildren in these circumstances.

#### Older citizens as drivers:

- 1) Inform about the most frequent difficulties in some specific manoeuvres, such as entering fast roads, due to the reduction in the visual field and their difficulty in turning their bodies.
- 2) Rationalize long distance trips, with rest periods, and avoid heavy traffic on the roads.
- 3) In the case of medical treatments with the use of medication, know about and discuss with their doctor the effects the drugs can have on driving.

#### Older citizens as users of public transport:

1) Inform about the risk when getting on and off the transport vehicle and the importance of waiting in the safe zones at the stops.

2) Inside the transport vehicle, adequately use the safety elements in intercity buses and use the safety bars on city buses; get ready to get off ahead of time and use the safety bars when the bus starts out and brakes.

Thus, policies to promote the mobility of older people currently focus on the perspective of health, both physical and psychological (autonomy, quality of life, exercise, social interaction,...), with initiatives at local level (municipalities). The interviewees did not mention any on-going activities or work besides educational activities. There is an educational department at DGT.

### **Collaborations**

The DGT collaborates with any person or organisation who/which has been identified as relevant in this field and has a public interest. Some examples are associations of pedestrians and cyclists, senior organisations, other ministries and town halls, companies such as car manufactures and transport enterprises, and researches. However, no specific name of a senior organisation was mentioned.

### **Barriers and facilitators of implementing goals**

Lack of coordinated interventions which leads to less than optimal interventions, for example, the traffic safety courses for the elderly are often too technical and broad and do not match the needs of the elderly. Also, the heterogeneity of this group is often not acknowledged in these types of interventions. This is seen as barriers to implement the policies mentioned above.

### **Single pedestrian accidents**

The DGT does not work directly with single senior accidents. They believe that the biggest problem, with regard to traffic safety, is that senior pedestrians' are hit by cars.

### **Incidents and accidents in relation to public transport**

DGT does not work directly with this issue but point out that it is particularly when busses start and stop that falls occur. Some drivers take this risk into account but this problem should be emphasised more in their general training. This would also benefit other user groups such as children and people with temporary mobility limitations.

### **Driving licence issues**

The DGT establish and develop the criteria for obtaining and renewing the driving license. They are currently working on improving the system for evaluating the fitness to drive of drivers.

In addition, they conduct driving exams; transact the driving licenses (administrative process), control the expiration date of licenses and notify the holder when the expiration date is approaching, they

issue and withdraw licenses, in other words, DGT is responsible for all activities related to the obtainment, renewal and possession of driving licenses.

They also carry out the control of the Check-up Centres (whether they are functioning according to the required standards): they check the staff (physicians and psychologists), the materials and tests for diagnosis, and the check-up procedures.

DGT point out that evaluating the cognitive impairments that lead to license withdrawal is an especially sensitive topic and that there is a need to improve the self-evaluation of older drivers. They also think that there is a need to raise the awareness of the families on the issue so they can exert external control.

## **Senior mobility and safety from the point of view of other organisations**

### **Social Fund of the Burgos savings bank**

Because we did not get access to any representative of a senior organisation we included the Social Fund of the Burgos savings bank as a representative of charities working for the needs of seniors.

### **Services for the elderly of the Social Fond of Burgos Savings Bank – retirement clubs**

In Spain there was a special type of saving bank named 'Caja' (box), derivate from the old pawnshops warranted by the government. These saving banks were near public, and so, they should invest part of their profits in social activities for the community. Nowadays most of them are in the process of disappearing, privatising, or being bought by other bigger banks. The Burgos savings bank, a saving bank of this type, develops its activity mainly in the county of Burgos but it has offices in 12 Spanish counties (with 211 main and branch offices). The 'Obra Social' (Social Fund) is the batch of social activities on which it expends part of its profit. The part of the social activities the Social Fund of the Burgos savings bank devotes to older adults is supporting two kinds of institutions (and the activities within them): homes for elderly, and, clubs (leisure) for retirees (7 retiree clubs across the county, plus several activity centres). Due to the fast changes which are connected to this kind of entities, it is not possible to know how many employees are involved in these tasks, neither how many employees the entity has (many of them are in process of early retirement).

### **Burgos Town Hall**

The Burgos City Hall is the municipal council or local government of the Spanish city of Burgos, which has participated in other European project (SAMERU) closely related with this one. They accepted collaborate in this project through the *Service of Accessibility, Mobility and Transport*, one of the services provided by the municipality government and specially connected with the aims of this project. Burgos is an historical city in northern Spain, historic capital of Castile. It has about 180,000 inhabitants in the actual city and another 20,000 in the metropolitan area. It is the capital of the

province of Burgos, in the autonomous community of Castile and León. The city forms the principal crossroad of northern Spain along the Camino de Santiago, which runs parallel to the River Arlanzón. It has a well-developed transportation system, forming the main communication node in northern Spain. In 2008, the international Burgos Airport started to offer commercial flights. Furthermore, AVE high speed trains are planned to start in service in 2015.

### **Official Colleges of Psychologists (C.O.P.)**

Official Colleges of Psychologists (C.O.P) is the professional Spanish Psychological Association, integrated in the *General Council of Psychologists of Spain (General Council of COP's)*. This professional association is the only officially recognized one in Spain and created by law. It is the Spanish member in the *EFPA (European Federation of Psychologists Associations)* among many other international organisations and networks. All psychologists practicing psychology are required to be members of the COP and currently there is a COP in each Spanish region, which regulates the professional practice and ethics. The *General Council of COP's* had registered, at the end of 2012, 56,049 members, and the number of them making psychological check-ups, in the approximately 2000 specific centres devoted to the health recognition of drivers, is estimated to 6000 psychologists. The COP structure has collaborated with 4 interviews: one representing a Centre of check-ups, to which drivers and aspirants to drive have to go to obtain the certification on health status; one representing the *Commission on Traffic and Safety Psychology* in the *General Council of COP's*, a psychologist who is an expert in this field and advisor to the COP on behalf of the *General Council of COP's*, and one representing a regional association (*COP of Alava*).

### **University of Burgos**

The University of Burgos is a small university, with around 10,000 students studying at 5 centres: the Science Faculties, the Faculty of Economics and Business Studies, the Faculty of Humanities and Education, the Faculty of Law, and the Higher Polytechnic School, as well as at three associated schools, the School of Nursing, the School of Labour Relations and the School of Tourism. It currently offers over 30 different undergraduate degrees and, in addition, over 20 PhD programs, as well as several official Masters and other graduate courses.

Two professors from this university, both involved in research projects related to road safety and transport have participated as interviewees in this project. More information in English: <http://www.ubu.es/en/english-information>

### **The Transport Department of the Polytechnic University of Valencia (UPV)**

The Polytechnic University of Valencia (UPV) is the second university of importance (the historical University of Valencia (UVEG) is the main) in the Autonomous Community of Valencia (which includes 3 counties: Castelló, Valencia, and Alicante),

The UPV has its origin in the former Technical Schools, where studies for architects and engineers, were originally offered, with 3 engineering specialities and Schools (Colleges): Industrial, Agronomical, and for Roads, Canals and Ports (nowadays there are more). In this last School a department devoted to transport was created and a professor from this department participated as interviewee in this project.

### **The present work of other Spanish Organisations**

The interviews with other Spanish organisations give a somewhat mixed picture as they are chosen to give examples of work from four different types of actors: charity, local authority, professional psychologists and researchers.

The Social Fund of Burgos Savings Banks also deals with aspects of road safety. They provide information to older adults and do social educational work. So they are primarily involved in educational activities including speeches, conferences, workshops, role playing, visits to hospitals, and all kind of activities aiming to raise the awareness of the older adults about the risks of accidents, of their vulnerability, and providing them with training on how to prevent accidents. One example carried out in centres and clubs of senior citizens is the « Programme Recrea » (activities of dissemination for « Youth of more than 55 years old » )

The local authority, in this case Burgos city hall provide information to older adults on the use of various transport modes and how to use them safely by providing information on various risk factors for the elderly when using the different transport modes. They provide this information among other in elderly centres. They also run campaigns and bicycling courses. The City Council of Burgos also participates in the European project SAMERU (*Safer Mobility for Elderly Road Users*)

The psychologists are doing various kinds of activities in the field of senior mobility and safety. The psychologists working at the centres of check-ups write reports about the psycho-physical aptitude for safe driving after the assessment of drivers. They regard cognitive and motor disorders and other diseases as well as senior friendly road environments as some of the most important topics.

The psychologists working in the associations of the psychologists themselves (i.e., the general council and the regional association in Alava) are instead active in the political field which means that they are answering hearings from the government/parliament on relevant issues both when new laws are made, old laws changed, and when decisions on how to implement laws are made.

The researchers try to develop lines of research that identify the mobility needs of older adults. It is, however, difficult to get funding for these projects particularly in this period of time because of the economic crisis. Also, the practitioners are more concerned with the fitness to drive evaluation; which tools to include, criteria for passing the assessment and so forth.

## **Collaborations**

The Social Fund of Burgos Savings Bank collaborates with services for the elderly, the local police and social action of the public institution. The national police and the road police (Guardia Civil).

The Burgos City Hall collaborates with senior associations and public and private initiatives promoting the mobility of older adults.

The psychologists at the centre of check-ups do not have as function to collaborate with anyone as a collective. It is the general Council of the official association of psychologists who canalizes the collaboration with public administration and private entities of all types. The association of psychologists in Alava collaborates only with local and regional administration.

The researchers collaborate with “La Fe” public hospital where they have a professorship on accessibility of people with limited mobility to public transport.

## **Barriers and facilitators of implementing goals**

The interviewee from the Social Fund of Burgos Savings Bank reckons that there is an attitude among older adults that there is no danger because they are older and have a lot of life experience. This is regarded as one of the most difficult issues to work with.

The psychologists at the centre of check-ups feel that one main barrier for implementing goals is the poor relationship between political parties. The problem is that each political party changes the law when they enter the government. There are no basic agreements; nothing is untouchable. If two different administrations belong to two different parties, they cannot collaborate or collaboration is very difficult. They reckon that good communication between administrators could improve this.

The interviewees working in the associations of psychologist state that one crucial barrier is the conflict between technical experts/decision makers and citizens suggestions. Also, the lack of involvement of the associations of handicapped, dependent, and the elderly is problematic because the technical experts and decision makers do not take their needs into account.

The researchers believe that there is a lack of knowledge about the needs and difficulties in relation to the mobility of older adults. This is seen as the main reason for the lack of specific measures favouring the mobility of older adults. More detailed study of the mobility needs of older adults may accommodate this problem.

## **Single pedestrian accidents**

The Social Fund of Burgos Savings Bank works on issues on single pedestrian accidents by doing programs and activities such as conferences, workshops, and speeches to provide information to older adults. The aim of these activities is to make the older adults aware of the risks of having accidents and of their vulnerability, and to offer them training on how to prevent the accidents. Lack of

awareness of road dangers among older adults in the rural areas is seen as a particular challenge. A solution to this could be to transfer the concept of prevention, information and socio educational work to the rural areas.

Burgos Town hall does not work directly with this issue. However, if the pavements etc. do not meet the requirements regarding accessibility, they try to fix them. If it is a specific temporary problem such as broken tiles, the problem is taken care of by the department of Civil Engineering and Works. If there are falls due to slippery crosswalks it is the department of “Traffic’s problems”.

According to the general Council of the official associations of psychologists there is a need for education of older adults to prepare them for old age. For example, make the older adults aware of the risks of having accidents and of their vulnerability, and to offer them training in how to prevent the accidents.

### **Incidents and accidents in relation to public transport**

The social fund of the bank works on the issues of incidents and accidents in relation to public transport in a similar way as with single senior pedestrian accidents i.e., doing programs and activities such as conferences, workshops, and speeches to provide information to older adults. The aim of these activities is to make the older adults aware of the risks of having accidents and of their vulnerability, and to offer them training on how to prevent the accidents. They do not point out any special challenges or issues they focus on.

The interviewee from Burgos Town Hall points out that the major problem regarding buses is getting on and off the busses. This challenge has been met by increased accessibility such as establishing ramps on all busses, adding suspensions to bring the busses closer to the bus stop, and installing a safety mechanism so the braking and acceleration of the bus is done gradually to prevent falls at the beginning and end of the journeys. However, another challenge is the sudden braking during the trips which is much less predictable and thus more difficult to deal with. One solution could be to provide better training for the bus drivers to raise their awareness of this issue.

According to the general Council of the official associations of psychologists there is a need for education of older adults to prepare them for old age.

The association of psychologists in Alava reckons that the most difficult issue to work on is to facilitate access for the elderly and to provide enough time for the elderly. Paying attention to the suggestions and needs of the associations of the elderly would facilitate the work on this topic.

The participating researchers have not worked with this topic.

### **Driving licence issues**

Also in the case of the driving license issues the Social Fund of Burgos Savings Bank work with activities similar to the ones related to single senior pedestrian accidents and incidents and accidents

related to public transport. The older drivers are seen as the problem and it is believed that they need to go back to driving school. The interviewee also expressed the opinion that there is a need for greater control over drivers aged 65+.

Burgos Town Hall does not deal with this issue.

The psychologists at the centre for check-ups write reports about the psycho-physical aptitude for safe driving after the assessment of drivers.. A challenge is when older people believe that their capacity to drive will not be altered by age. Their focus is on the criteria for selection and the use of the assessment tools and for making decisions regarding fitness to drive based on the results of these assessments.

According to the general Council of the official associations of psychologists there is a need for education of older adults to prepare them for old age. That is, information on the challenges ageing brings to the safe mobility in old age and how to prevent accidents.

The researchers do not work on driving licence issues but believe that the most difficult issue to work with is to verify the real physical condition (fitness to drive) of the elderly drivers. They reckon there is a need for stricter medical and psychological evaluation of the elderly drivers.

### ***General results on Spain***

The case study of Spain illustrate that there are clear formulated national traffic safety policies focusing on senior road users. They include older drivers, pedestrians as well as public transport users. However, the interviews with governmental organisations (i.e., DGT) did not bring up specific examples of on-going work other than educational and work with criteria of competencies and assessments of driving licence.

One important result is the difficulty of involving representatives from senior organisations in the study. It is not possible for us to explore the reasons for these difficulties deeper. This could be due to flaws in the research process of approaching senior organisations as well as an expression of a general lack of involvement in mobility and safety issues among Spanish senior organisations. Interesting to note is however that the interviewees working in the associations of psychologist explicitly mentioned the lack of involvement of senior associations as a barrier in the work of adapting the transportation system for the needs of this user group. The work and involvement of Spanish senior organisations in issues of traffic safety and mobility we thus suggest is an important question for future research to dwell on.

The mapping of the other organisations show a focus of educational activities and measures directed on the senior road users themselves: to raise their awareness of road safety issues and to train them to become safer road users. This focus is particularly evident regarding older drivers. The older road users' lack of insight into their age related limitations is often mentioned as a barrier to implement goals or as a particular difficult issue to work with. Interesting to note is also how the national traffic

safety policy mentions the objective of improving the monitoring of older drivers as an objective in relation to vulnerable road users. One exception of this tendency to of viewing the seniors mainly as the problem to be adapted is the local authorities who bring up issues of infrastructure and adaption of vehicles in public transportation as important in the work to adapt the transport system for the elderly

Generally, the Spanish case study gives an impression that the measures are mainly focused on the older road users rather than the infrastructure, spatial planning etcetera. This view may, however, also to some degree reflect the selection of organisations interviewed. Single pedestrian accidents and public transport incidents and accidents were not issues which were brought up in any higher degree in the interviews.

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## 8. Sweden

### *Methodological considerations*

#### **The selection of organisations as starting points**

In Sweden the *Ministry of Enterprise, Energy and Communications* (Näringsdepartementet) is responsible for issues concerning regional development, energy, transport, infrastructure, information technology and the business sector. The ministry governs six transportation authorities. Two authorities are working with statistics, description of the state of affairs in the transportation sector and/or transportation research. One authority is focusing on sea transportation and one authority is focusing on aviation. We judged these four authorities as not relevant in relation to our subject: actors and practices concerning senior road mobility and safety. Instead the *Swedish Transport Administration* (Trafikverket) and *Swedish Transport Agency* (Transportstyrelsen) were identified as possible important actors. The Swedish Transport Administration has the coordinating role of being overall responsible of the long-term planning of the transportation system for all kinds of transportation which made us identify this actor as one key actor. The Swedish Transport Administration is also responsible for the construction, operation and maintenance of all state owned roads and railways as well as some aspects of driver licence system (the exams and test of the driving license). The Swedish Transport Agency, on the other hand, formulates and monitors the compliance of regulations (e.g., regarding the driving license) as well handle congestions taxes and vehicle taxes (The Swedish Transport Administration 2012). We viewed the Swedish Transport Agency as an important actor, however we wanted to start with the actor who had the overall responsibility of implementing national transportation policies. We thus chose to start with The Swedish Transport Administration as the starting point with regard to governmental authorities.

The five largest senior organisations in Sweden organise 900 000 individuals and represent the 1,6 million people which are above 65 years in Sweden (Government's Senior Council 2008). These five organisations are all politically active as well as organise activities for their members. Our starting point with regard to senior organisation was to make interviews with the two largest organisations: *National Pensioners' Organisation* (Pensionärernas Riksorganisation, PRO) and *Swedish Pensioners Association* (Sveriges Pensionärsförbund, SPF).

#### **Procedure**

In Sweden 11 interviews were conducted and the interviews lasted between 0,5- and 2 hours. In one case there was first a face-to-face interview which then was followed up by a phone interview. All the other interviews have been conducted as phone interviews. In one phone interview there were first two interviewees, after a short time the other interviewee had to leave. We have excluded this interviewee from the list of key persons as the analysis has not been based on that first part of the interview

discussing general back ground information on the structure of the organisation. All interviews can thus be described as being individual interviews.

The Swedish Transport Administration was used as a starting point with regard to governmental transportation authorities. In order to map the organisation, 4 interviews were conducted, starting with the person responsible for questions of senior mobility and safety. This interview was complemented with one interview with the strategic director of safety, one interview with one of the strategic directors of accessibility and finally one interview with the strategic director of health and environment. We judged that these interviews gave a good picture of the status of and future plans on senior road users in the overall strategic work of the Swedish Transport Administration as well as on-going work on senior mobility and safety.

With regard to senior organisations, the two largest senior organisations were used as the other starting point. One interview was conducted with a representative of National Pensioners' Organisation and the other with a representative of Swedish Pensioners' Association. These two interviews gave a similar picture with regard to important actors and practices in the field of senior mobility and safety. These two interviews also described how the five largest senior organisations collaborated in many instances. We judged that these two interviews gave good descriptions of the work of senior mobility and safety in the individual organisations as well as important aspects more generally of the work of Swedish senior organisations.

These interviews were then complemented by other interviews in order to deepen and broaden the picture given by the first interviews. Another governmental authority, *Swedish Civil Contingencies Agency* (Myndigheten för samhällsskydd och beredskap, MSB) was described as one important actor in the field in both interviews from the Swedish transport authorities and interviews from the senior organisations. Thus we conducted an interview with the person responsible for senior safety at the Swedish Civil Contingencies Agency. *The National Society for Road Safety* (Nationalföreningen för trafiksäkerhetens främjande, NTF) was described as an important NGO cooperating with and organising traffic safety matters with senior organisations. Thus we conducted an interview with *The National Society for Road Safety*. We also included an interview with a representative from *The Swedish Transport Agency* in order to figure out the present Swedish work and policies of regulations of the driving license system. We conducted one interview with the *Swedish Association of Local Authorities and Regions* (Sveriges kommuner och landsting, SALAR). We judged this as an important organisation on national level as it is the national organisation of local and regional authorities in Sweden. However, it was difficult to find a representative overall responsible of senior mobility and safety issues. After making several phone calls we ended up with one interview with a representative of the SALAR. Finally, after recommendations from other interviewees, we made one interview with a representative of *The Swedish Public Transport Association* (Svensk kollektivtrafik).

In relation to the interviews many of the interviewees have sent documents on policies, action plans and activities on senior mobility and safety within their organisations. We have also searched information on homepages in order to deepen the descriptions and analysis.

### List of the organisations and positions of the key persons

	Organisation	Position of the interviewee and responsibilities
<b>National governmental organisations</b>	Swedish Transport Administration (Trafikverket)	Official responsible of senior and disability issues
	Swedish Transport Administration	Director of safety, strategic planning
	Swedish Transport Administration	Director of accessibility (one out of two directors), strategic planning
	Swedish Transport Administration	Director of environment and health, strategic planning
	Swedish Transport Agency (Transportstyrelsen)	Chief Doctor
	Swedish Civil Contingencies Agency (Myndigheten för samhällsskydd och beredskap, MSB)	Official responsible of senior safety
<b>National senior organisations</b>	National Pensioner's Organisation (Pensionärernas riksorganisation, PRO)	Official responsible of issues concerning traffic safety, consumer advice and health and wellness training at the national level
	Swedish Pensioner's Association (Sveriges pensionärsförbund, SPF)	Official responsible of issues of traffic safety at the national level. Also the president of the National Senior council at the National Society of Road Safety
<b>Other organisations</b>	National Society for Road Safety (Nationalföreningen för trafiksäkerhetens främjande, NTF)	Secretary and organiser of the National Senior council at NTF. Project leader of NTF in Stockholm and Gotland
	Swedish Association of Local Authorities and Regions (Sveriges kommuner och landsting, SALAR)	Director of infrastructure and estates
	Swedish Public Transport Association (Svensk kollektivtrafik)	Official responsible of security, safety and accessibility. Also deals with questions of research and innovation, ITS and development of the organisation

## ***Results of the mapping in Sweden***

### **National transportation policies with regard to senior mobility and safety**

The overall goal of Swedish transportation policy is to support a socio-economic effective and long term sustainable transportation for citizens and business in the whole country, as it is stated in the central government bill on transportation policy (Prop. 2008/09:93). This overall goal is divided into one functional goal *Accessibility* and one consideration goal *Safety, environment and health*. The functional goal is formulated as: “The design, function and use of the transport system will contribute to give everyone a basic accessibility of good quality and usability, as well as contribute to the power to develop the whole country” (Prop. 2008/09:93, p 16, our transl.). At the same time, the transport system should be equal to meet women's and men's transport needs. The functional goal is specified into:

- The citizen's travel is improved by better reliability, security and comfort.
- The working practices, implementation and the results of the transportation policy contribute to a gender-equal society.
- The transportation system is formed to be useful for persons with disabilities ('usability').
- Children's opportunities to use the transportation system and dwell in traffic environments in a safe way are improved.
- The conditions to choose public transportation, walking and cycling are improved.

Important to note is how gender equality is highlighted in Swedish transportation policy as well as how the categories of children and persons with disabilities are emphasized. It is also interesting to note how public transportation, walking and cycling are underlined with regard to accessibility.

Issues of ageing and seniors are briefly mentioned twice in relation to the specifications of the functional goal. The first time is when it is stated that the question of adaptations of public transport will be even more pressing due to the ageing society (Prop. 2008/09:93, p 25). This statement is related to a more general discussion on usability for persons with disabilities illustrating how ageing is connoted to disability. The second time is in relation to the specification of the conditions to choose public transportation, walking and cycling. Rural areas have specific preconditions for public transport which is about offering an alternative to the private car. This may be of especial importance to youth and older people. One important matter in rural areas is also how to coordinate public transport and special services as public transport may be very circumscribed (Prop. 2008/09:93, p 28).

Accessibility, which is the function of transportation, must however take form under considerations of safety, environment and health. The consideration goal is more generally formulated as: “The design, function and use of the transport system will be adjusted so that no one is killed or seriously injured and so that it contributes to the achievement of the environmental quality goals and better health” (Prop. 2008/09:93, p 30, our transl.). The consideration of safety is specified by a clear quantitative

statement that the number of fatalities and serious injuries should be reduced by one fourth between 2007 and 2020. It is stated that especially children's traffic safety ought to be prioritized. Older people are mentioned later in the discussion of the consideration of traffic safety in a formulation that traffic safety work ought to observe groups which are especially vulnerable in the traffic environment: children, older people and persons with disabilities.

The consideration of environment and health is specified as follows: "The transport sector contributes to the achievement of the environmental goal *Reduced Climate Impact* by a gradual increase in energy efficiency in the transport system and cutting off the fossil fuel dependence. In the year 2030, Sweden should have a vehicle fleet that is independent of fossil fuels. The transport sector contributes to the achievement of other environmental quality goals and to reduce ill-health. Priority is given to the environmental sub goals where the development of the transport system is of great importance to achieve the set goals" (Prop. 2008/09:93, p 52, our transl.). The goal is dealing with a shift towards a more environmentally sustainable transport system. Important to note is the introduction of the term "health", which is a novelty in Swedish transportation policy. The policy of health is about reducing the emissions of pollutions and particles caused by transportation as well as reducing disturbing noise. Moreover, transport related health aspects are also about measures encouraging physical activity by walking and cycling. Older people are not mentioned in relation to the goal of environment and health (Prop. 2008/09:93).

To summarize, issues of senior mobility and safety are not highlighted in Swedish transportation policy in a similar way as, for example, disability, gender equality and children. However, senior mobility and safety are mentioned 1) in relation to usability for persons with disabilities and public transportation, 2) in relation to public transportation in rural areas and 3) as one of the vulnerable groups in relation to traffic safety. As Mörkenstam (1999) has pointed out, national governmental policy documents are filtered through many instances and even more peripheral statements may be of high relevance. In the sections below we will study how different actors in the field relate to and work with issues of senior mobility and safety in Sweden.

## **Senior mobility and safety from the point of view of national governmental organisations**

This section is based on interviews with representatives of three governmental organisations as well as documents and homepages from these organisations.

### **The Swedish Transport Administration**

The Swedish Transport Administration belongs to the the Ministry of Enterprise, Energy and Communications and is responsible for the construction, operation and maintenance of all state owned roads and railways. They also develop long-term plans for the transport system on road, railway, sea and flight. Overall, the authority has 6 500 employees and was founded in 1 of April 2010 by merging the authorities dealing with road, railway, sea, flight to one general authority on transportation.

Geographically, the head office is in Borlänge. There are six regional offices (Luleå, Gävle, Stockholm, Eskilstuna, Göteborg, Kristiansstad) covering six regions. Besides the “main regional office” in each region, the regional offices are spread out by a few more offices in different locations in every region.

The four interviews with representatives of this authority were all conducted with officials at the head office as these persons have coordinating functions and overall strategic responsibilities. One interview was conducted with the investigator responsible of issues of older people and persons with disability. Three interviews were made with the directors of strategic planning: one director of strategic planning of accessibility, the director of strategic planning of traffic safety and the director of strategic planning of environment and health.

### **The Swedish Transport Agency**

The Swedish Transport Agency also is governed by The Ministry of Enterprise, Energy and Communications and was established on the 1st of January 2009 and has about 1 650 employees. The agency is working to achieve good accessibility, high quality, secure and environmentally aware rail, air, sea and road transport. The organisation has overall responsibility for drawing up regulations and ensuring that authorities, companies, organisations and citizens abide by them. One area of responsibility is regulations of the driving licence (Swedish Transport Agency 2010). We made an interview with the chief medical officer who works with issues of fitness to hold a driver's license.

### **The Swedish Civil Contingencies Agency (MSB)**

The Swedish Civil Contingencies Agency is an authority governed by the Ministry of Defence. The authority has about 850 employees and the task is to enhance and support societal capacities for preparedness for and prevention of emergencies and crises. When one does occur, the authority supports the stakeholders involved. The authority aims to encompass the entire threat and risk scale, from minor everyday accidents to major disasters (Swedish Civil Contingencies Agency n.d). We conducted an interview with the person responsible of the work with senior accidents and incidents.

### **The present work of Swedish national governmental organisations**

The interviews reveal that the Swedish Transport Administration has rather few activities in progress that *focus* on the elderly. One interviewee said that an obvious difference is noticeable compared to the situation five-ten years ago. During 2005-2006, a project called SeniorOLA was carried out which got a lot of attention. The idea behind the project was that authorities and organisations would come together to solve problems of older people's road safety. This approach was used for several road safety issues in Sweden. In the case of older people's road safety, 15 organisations, besides Swedish Road Administration (now incorporated in Swedish Transport Administration), were involved in the project and wrote declarations of intent for how they would work with this issue. Senior organisations, car manufacturers, SALAR and the Traffic Medicine Centre are examples of some types of organisations and show how broad the project was. After the presentation of the declarations of intent in 2006 at Tylösand Seminar, a road safety conference, the SeniorOLA project is described to formally

have ended (Swedish Transport Administration 2012c). Nevertheless, based on the declarations of intent, the organisations were supposed to continue to work with the older people's road safety. However, in the interviews done at the Swedish Transport Administration, it is described that the work that was initiated by SeniorOLA has faded away and that there is no more talk about SeniorOLA today.

Nevertheless, one recent important policy work in which the Swedish Transport Administration has been involved in, together with several other organisations, is a government commission lead by the National Board of Health and Welfare (Socialstyrelsen). The commission has developed a national plan for actions and measures for safety promotion for older people. The areas addressed are falls, motor vehicle accidents, fire accidents, drowning, suicide, and violence and other criminal acts. The final report was submitted 1<sup>st</sup> December 2011 (National Board of Health and Welfare 2011). This type of plans for actions can be vital for legislation, political goals and allocation of resources, but at the time for the interviews the action plan was still under consideration and it is unclear what will happen in the end. It is important to notice, for the first, that traffic accidents are treated in the framework of older people's accidents rather than traffic accidents in general; secondly, that the work is run by another authority and is handled in the ministry dealing with old age policy (the Ministry of Health and Social Affairs) rather than the ministry where traffic issues usually are handled, and thirdly, that it may be some uncertainty on how to classify falls in the traffic environment. Fall accidents in the traffic environment are included in the report in the chapter on falls, while reports of road accident statistics in the chapter on traffic accidents excludes falls in the traffic environment.

Still another more regular and important policy- and planning work carried out by the Swedish Transport Administration is the formulation of planning documents and more specific policies for the transportation sector. According to the interviews from the Swedish Transport Administration older people has not been especially highlighted in this context, as there are so many issues to handle. There are however a few documents where older people are treated as a prioritized group. One interviewee said that they recently completed a planning document for children, older people and people with disabilities concerning the transportation system's usability. This documentation is of high strategic importance and shall constitute a basis for planning in long-term as well as short-term and in activity planning and in the direct operational planning (Swedish Transport Administration 2012b). Older people are defined in the planning documents as persons aged over 65 years. Older people with disabilities are treated within the group of persons with disabilities. Overall, according to the interviewee, there are few older people's issues in the document compared to the issues of people with disabilities. This depends, according to the interviewee, on that for the disabled there is a national action plan with defined goals and clear policies. This is also visible in the document as the number of pages that deal with people with disabilities is twelve while the number of pages that deal with older people is five. For children, the number of pages is seven. In the case of people with disabilities, a number of policy documents, regulations and guidelines are mentioned in the planning document. For children and older people, no such regulations are mentioned.

A gap analysis for increased accessibility for older people is presented in the planning document.<sup>1</sup> As it is based on an analysis of defects and insufficiencies in the present transportation system and identified actions to deal with them, we present a modified version below. The gap analysis shows some aspects of what the Swedish transport administration has identified as most important issues to handle with regard to older people's accessibility.

### Increased accessibility for older people - gap analysis

Present situation	The desired situation	What should be done?	How should it be done?
The perspective of older people is missing in the early stage of planning	The perspective of older people is taken into account in the early stage of planning	Increase knowledge among those who are involved in the planning of the transport needs of older people, especially on older women's need for security.	Information by presentations, Intranet
Many elderly stay at home due to concerns for injuries or not coping with the transport system.	The transport system does not support older people's mobility.	Improve lighting along walking and cycling paths. Benches. Separate walking and bike paths. Maintenance of surfaces. Snow and ice clearance on walking and cycle paths, sidewalks, pedestrian crossings and at interchanges. Develop the escort service. Informers in "yellow jackets" at railway stations	Analyses and action programs are developed regionally, in consultation with the working area Society in the organisation. The working area Maintenance is reviewing planning and priorities (combined with analysis and action programs for other customer groups)
Older people find it too uncomfortable and difficult to use public transport.	The public transport is perceived as easy to use and comfortable	Reduce walking distance to the nearest transfer point. Seats at the transfer point. Information; general and about the traffic. Simple ticketing system. Seats on board. Positive staff. Easy ingress and egress. Frequency of buses/train. STS. Parking at transfer points.	Regional analysis about stop location and standard, as well as the service options. (combined with analysis and action programs for other customer groups)

However, while there are some planning activities highlighting senior road users, the interviewees have difficulties in mentioning concrete projects focusing on older people. The interviewees also *explicitly* bring forth that there have been little concrete activities and investments in work focusing on older people. Several reasons for that were mentioned:

- 'Customer groups are not so central anymore. We work in a different way today and structure the activities in a different way.'
- 'Much of the strategic work with older people in traffic got lost during the reorganisation in 2009.'

<sup>1</sup> Usability and accessibility are closely related terms. The gap analysis is named accessibility.

- ‘Although there are no initiatives in progress focusing on older people, still attention is paid to the group by the focused efforts directed towards *vulnerable road users* and *people with disabilities*. You do not need to regard older people as a separate group.’ The interviewees mention that there have, for example, been large investments in the field of road safety for vulnerable road users. This work is regarded as important for older people, although older people are not pointed out as a separate group. Also in the area of environment and health vulnerable road users are prioritized. It is about preventing inactivity. In relation to accessibility it is brought up that the needs of older people to a large extent are captured by the focus on impairments and disabilities in the work of accessibility.

While there are little on-going investments focusing on older people’s mobility and safety in the Swedish Transport Administration, another authority, the Swedish Civil Contingencies Agency, seems very active in some parts of the field. The Swedish Civil Contingencies Agency work on senior safety is primarily focused on municipalities and provides methodological support. It may concern organising senior fairs, seminars and preventive home visits as well as providing support to organisations working with issues of senior safety. The agency works with fall accidents, fires, traffic accidents and crimes. When it comes to traffic and older people, the representative from Swedish Civil Contingencies Agency points out that focus is on fall accidents. Another important part of the agency’s work with senior issues is directly focused on senior citizens themselves. One example is a folder which recently has been released called *Everyday safety: tips and advice for the elderly*. The folder addresses the areas of fall accidents, fires, traffic accidents and crimes. It also discusses the situation of being a vulnerable road user (Swedish Civil Contingencies Agency 2012).

The Swedish Civil Contingencies Agency is also initiating and coordinating a one-day-campaign each year for senior safety where the authorities provide materials. The campaign is then run in the municipalities. The involved actors are usually municipalities together with other local stakeholders such as the police, housing and pensioner associations. This activity is voluntarily for the municipalities but according to the representative for the Swedish Civil Contingencies Agency it has been appreciated. Another kind of work is focused towards research and development. Internally, the agency analyses and follows accident trends by gathering statistics and knowledge. They also fund research and development projects in the area.

The interviewee from the Swedish Transport Agency points out that older people are not in focus of activities or work of the agency.

## **Collaborations**

SeniorOLA, which was a prominent project led by the Swedish Road Administration (now incorporated in Swedish Transport Administration) in the middle of the 2000s, is an example of collaboration with a number of organisations represented who worked together with an issue, in this case traffic safety of older people. The organisations gathered in SeniorOLA was the six major Swedish senior organisation, the National Society of Road Safety (NTF), the Swedish Special Transport Service Association, the Automobile Association (Motormännens riksförbund), the Swedish cycling Union, the Association of

Local Authorities and Regions (SALAR), the Sweden traffic schools' Federation, Toyota Sweden AB, the Swedish traffic medical association and Karolinska Institutet. It shows the wide spectrum of organisations that can work with issues of the older people and also how it is possible to gather them and work with the question. At the same time SeniorOLA is an example of the problem of time-limited projects. When the project ends, soon afterwards the collaboration ends.

Collaboration about older people has also taken place in relation to the government commission to develop a national action plan for safety promotion for older people. This work has been conducted under the supervision of the National Board of Health and Welfare in collaboration with the Swedish Civil Contingencies Agency, Swedish National Institute of Public Health (Statens folkhälsoinstitut), National Police Board and in consultation with Swedish National Board of Housing, Building and Planning (Boverket), The Swedish National Council for Crime Prevention, the Swedish Transport Administration, the Swedish Association of Local Authorities and Regions (SALAR) and other actors (National Board of Health and Welfare 2011). This collaboration has ended and the result is under the consideration by the government. Traffic accidents, including falls, have been a part of this multi-sectoral safety work which focused on safety for older generally. In the interviews it was described that especially the Swedish Civil Contingencies Agency has an important coordinating role today in Sweden for the older people's accidents, especially fall accidents.

Swedish Transport Administration has a special consultation council, the *Council of accessibility and usability for people with disabilities* where disability organisations, municipalities, counties, SALAR and other organisations are represented. This collaboration, which is focusing on accessibility and usability for people with disabilities, is described as well-working. Since accessibility for people with disabilities is highlighted in the transport policy goal *accessibility* and Swedish Transport Administration is responsible for achieving the goal, the council constitutes an important support in this context. Senior organisations are not represented in the *Council of accessibility and usability for people with disabilities*.

An organisation of potential significance, but today largely absent in the collaboration about accessibility and usability for people with disabilities among Swedish Transport Administration is Swedish National Board of Housing, Building and Planning. In an interview, it emerges that it probably is a matter about resources. The Swedish National Board of Housing, Building and Planning is a relatively small organisation. Meanwhile, the Swedish National Board of Housing, Building and Planning has an important potential role for possibilities to integrate traffic and transport planning into a more general planning for accessibility. Another organisation mentioned to be of potential interest in relation to the transport policy goal environment and health is Swedish National Institute of Public Health. The director of Environment and Health at the Swedish Transport Administration states that the political public health goals are broad in their approach and takes into account, among other areas, social sustainability, an issue that is not really highlighted in the transportation sector. Such a broader view of health could have an impact on how the issues of older people's mobility and safety are treated.

The Swedish Civil Contingencies Agency collaborates a lot with senior organisations according to the representative of the agency. She also thinks that the collaboration works well. The activities of the agency are very much directed outwards, so the agency has close interaction with many municipalities and work actively to support municipalities in preventing accidents. Swedish Transport Administration and the Swedish Civil Contingencies Agency have also collaborated about traffic issues. Swedish Civil Contingencies Agency has had a collaboration group for injury prevention issues for older people, a group that has met regularly. The group is at the moment inactive. The representative of the agency does not perceive that any major actor is missing in their collaborations; they have many external contacts and possibilities to take up inactive collaborations.

### **Barriers and facilitators of implementing goals**

A key barrier to the work of accessibility that emerges from the interviews is that there are no good targets and measures for accessibility. It is not an easy task to formulate what needs and wishes older people have concerning accessibility. There is also an emphasis today on commuting to work and freight transportation. Accessibility is thus often considered as the travel time for goods and people who are working. An older person's possibility to visit friends may be important but accessibility is counted on the income losses based on travel time for commuters. There are different values of accessibility for different groups in the society and older people can be disadvantaged in this context. Measures that could benefit the older people may be down prioritized.

There are conflicting goals concerning accessibility in the public transportation field. There is, especially in metropolitan areas, a conflict between fast public transports in order to make public transport attractive and accessible for many travellers, and road user groups who need more time at transits or routes with many stops. According to the interviews there exist concrete examples of procurements based on travel time that resulted in that the bus drivers choose not to let people board the bus because they judged it would take too much time for them to get on and off. There is also a goal conflict between rapid public transport and safety, if not people are given enough time to sit down they may fall in the bus, or if they may fall when they step into or out of the vehicle. A goal conflict emerges also in relation to an environmental perspective. Focus on commuting and fast public transportation provides high flows which are good from an environmental perspective if the resources are limited. Investments in flexible public transportation systems, important for the accessibility of older people with mobility impairments, cost a lot of money but give limited positive climate effects.

### **Single pedestrian accidents**

It is evident in the interviews that single senior pedestrian accidents have been put forward in Sweden in recent years. The government commission to develop a national action plan for safety promotion work for older people under the supervision of the National Board of Health and Welfare takes falls in the traffic environment as one aspect of the general problem of falls among the elderly. It is also evident in the interviews that the Swedish Civil Contingencies Agency is highly active in this area.

The above activities also converge with how Swedish Transport Administration in recent years has been working with vulnerable road users. The Swedish Transport Administration has investigated surface standards of sidewalks and bike paths as well as how gritting and clearance of snow is done. A reverse priority has been launched so that cycling and walking paths to a greater extent are cleared from snow and gritted before car roads. However, the focus is not explicitly on older people but the measures are likely to have significance for older pedestrians.

### **Incidents and accidents in relation to public transport**

In the field of road safety, the "door-to-door"- perspective has started to be highlighted in relation to vulnerable road users. That means, according to the safety director, that public transport becomes an important area. Many accidents occur during modal changes. It happens at stops, when switching rapidly between different modes. The Transport Administration has through consultants tried to study where accidents happen in the travel chain. An important report was published at Lund University a couple of years ago about incidents in public transport (Berntman, Holmberg & Wretstrand 2012). It is not specifically about older people but has relevance for this group.

### **Driving licence issues**

Driving licence issues related to the elderly are not any prioritized area for the Swedish Transport Administration. The comments that emerge from the interviews with the administration are that it is no issue of greater interest to them. Older drivers are not seen as a problem for road safety and not prioritized as a group either in terms of accessibility and mobility. Neither the Swedish Transport Agency, which is responsible for the regulation of the driver's license and driving license tests, has a greater interest in having a particular focus on older people. The chief medical officer at the agency points out that diseases are of interest in the driving license assessments, not age. Some diseases are per se more prevalent with increasing age, but still it is the disease and the functional abilities that are essential in this context. The Swedish Civil Contingencies Agency has not been focusing on older drivers and does not view older people's driving as one of the most urgent problems of senior safety.

### **Other relevant information**

The new formulation of the transport political goal *environment and health*, where health is a new term, raised many thoughts in the interviews. The inclusion of health has already led to that questions about inactivity and air pollution effects on humans have been put on the agenda at the Swedish Transport Administration. The director of environment and health puts forward that many of those who die of poor air quality are older. Although the work directed on air pollution is not focused on the elderly, it can be regarded as beneficial for older people. However, the term health also raises many potential questions of concern to senior road users. According to the goal director of *environment and health*, issues of quality of life and social sustainability ought to be incorporated under that umbrella.

## Senior mobility and safety from the point of view of national senior organisations

This section is based on the interviews with senior organisations and homepages and documents provided by these organisations.

### National Pensioners' Organisation (PRO)

The National Pensioners' Organisation is politically independent and the largest senior organisation in Sweden with about 400 000 members (The Government's Senior Council 2008). This NGO is working inwards towards the members with activities such as studies, health and wellness training, dance, social activities among other things. Outwards the organisation is highly involved in consumer power as well as political work and lobbying in issues of interest of seniors, for example, better health care, senior housing, anti-ageism and taxes. The organisation has its own periodical, college and travel company. As many large NGO's it is organised with one central office, several district organisations and many local organisations (National Pensioner's Organisation 2012-02-14). One interview was conducted with the representative at the national level who had the responsibility of traffic safety issues.

### Swedish Pensioner's Association (SPF)

The Swedish Pensioner's Association is political independent and Sweden's second largest senior organisation. The organisation has about 270 000 members and it is organised by a central office at national level, 27 district organisations and 830 local clubs. This NGO works inwards its members with activities such as health and wellness training, education, lectures and cultural activities and travel among other things. Outwards the organisation is striving to influence old age politics and puts forward the interest of seniors (Swedish Pensioner's Association 2012). One interview was conducted with the representative responsible at national level of traffic safety issues in the organisation.

### The work of the senior organisations

The interviewees describe how the senior organisations are working with issues of older people's mobility and safety in several ways. An important basis of this work is a close collaboration with the National Society of Road Safety (NTF), a collaboration that includes all major Swedish senior organisations. Both interviewees who are responsible for traffic issues in their senior organisations are also participating in NTF's national council for senior safety. Important parts of this collaboration are:

- **Traffic delegates.** At the national, regional as well as local level, traffic delegates are appointed in the major senior organisations in Sweden. At the national level, the traffic delegates are represented in the NTF's national council for senior safety and at the regional level they are represented in NTF's regional associations. At the monthly meetings in the senior organisations, the traffic delegates give an up-date on road safety issues. Issues are

often initiated on the national level, which then are diffused to the regional and local level for further actions.

- **Project on general traffic issues.** When NTF pushes general road safety issues, this work often have been coordinated with the work of senior organisations. When NTF for example ran a project about bicycle helmet use, the issue was first presented internally in the senior organisations (how many of the members used a bicycle helmet?) and then the seniors assisted in the streets, e.g., to register bicycle helmet use for NTF's behalf. In this way, the senior organisations forms a *resource* in the road safety work run by the NTF.
- **Projects focusing on or strongly related to older people in traffic.** NTF and senior organisations have also run projects focusing on the elderly in traffic. One example is a senior project about identifying hazardous traffic environments in municipalities for pedestrians and cyclists, something which the elderly were viewed to be particularly affected by. In order to do that, criteria had to be formulated on how to find the dangerous environments, and then members of the senior organisations mapped traffic environments in their municipalities. Finally, the members wrote letters to the local politicians with requests for changes.

The collaboration on transport issues between the senior organisations and NTF has thus included many different aspects. The future of this organised collaboration about traffic issues is however unclear. NTF has lost its governmental funding and must find alternative sources of funding. The economy has thus become tighter, many projects and activities have weakened and sometimes been brought to a close. A concern arises in the interviews about what will happen to the work on safety and mobility in the senior organisations.

Another major Swedish work was, as discussed above in relation to the government organisations, Senior-OLA. Senior organisations were active in this effort. The opinion that this work has faded away was also confirmed in these interviews with representatives of senior organisations. Senior-OLA is not mentioned anymore in the work on traffic issues according to the interviewees.

Senior organisations are also actively working on influencing politicians and the political agenda so that key issues for older people are considered. Campaigns and lobbying are therefore a part of the organisations' work. There are also institutionalised channels of communication between the senior organisations and the government (see below under "Collaborations" for senior committees).

The senior organisations have also developed educational activities such as traffic study groups which are offered to the organisations' members. This education is to a large extent administrated by the senior organisations themselves but NTF is an important partner, especially in the education of traffic delegates. The National Pensioner's Organisation has for their members produced their own educational materials, which addresses issues of walking, cycling and car driving. The Swedish Pensioner's Association offers 1000 study groups each year to older road users and uses training materials from other organisations such as the Swedish Transport Administration, automobile organisations and traffic schools organisations.

Another issue that the senior organisations have on their agenda is free public transport for older people parts of the day. This has already been realized in some municipalities and the senior organisations wish that more municipalities would implement this. But the variations are large between different municipalities so the work on this issue is mostly conducted on the regional level, not national level.

## **Collaborations**

As shown above, the collaboration with NTF has been a key part of the senior organisations work with traffic issues in Sweden. Much of the senior organisations' ventures have also been part of NTF's ventures. In this collaboration, the senior organisations also have collaborated with each other in the councils for senior issues at NTF, both at national and regional level. At the same time, as were discussed in the interviews, the senior organisations collaborate outside of NTF's councils and meet each other's representatives in several different contexts.

One such collaboration is the *Government's Senior Council* and the *local senior committees*. The Government's Senior Council was founded in 1991 and aims to provide a forum for discussions between the government and senior organisations on issues that are central for seniors. The local senior citizen committees work in a similar way. The major Swedish senior organisations have representatives in these committees which regularly meet representatives of the municipality and local politicians. In this way, the senior organisations have a direct channel to the ruling political bodies in Sweden and can raise issues they view as essential to the government. This also concerns traffic issues; however these issues often fall off the agenda by competition with other issues which are perceived as more important, such as healthcare and pensions.

It is also mentioned that some traffic organisations have senior councils. For example, the Stockholm Public Transport (Stockholms Lokaltrafik, SL), has its own senior council to capture comments from older people. One of the interviewees is also a member of this senior council. He pushes the question of free public transport for older people in this forum. Another question the person pushes in this context is that there should be a speed limit of 30 km/h on roads adjacent to nursing homes.

An authority the interviewees see as an important actor in the field is the Swedish Civil Contingencies Agency. Senior organisations have had representatives in a collaborative body organised by the agency. The Swedish Civil Contingencies Agency is described as very active and has worked as a coordinating force concerning senior single pedestrian accidents. One of the interviewees points out this agency as an authority they will strive to further develop collaboration with in relation to traffic issues.

Meanwhile doubts are raised about the Swedish Transport Administration. There is no forum and direct channels to the administration. Even if Swedish Transport Administration has established the *Council of accessibility and usability for people with disabilities* to work with these issues, none of the major Swedish senior organisations are represented in this council. Neither is any collaboration

existing with SALAR, which the interviewees see as a shortcoming. SALAR is a national collaboration between local governments and is therefore an important channel. One explanation can be that the person who had previously pushed this question is no longer employed at SALAR.

There is no direct collaboration about traffic issues on an international level besides the European Road Safety Charter. Both senior organisations have joined the European Road Safety Charter which aims to reduce traffic accidents in Europe or as one of the interviewees puts it, "push the vision zero in Europe." This work is, however, described by one of the interviewees as watered down and the person cannot see that it has contributed anything to the own organisation.

### **Barriers and facilitators of implementing goals**

The barriers the respondents talked about were to a large extent a matter about economy. Firstly, the economical reductions to NTF, who has been an important driving force to organise the work on mobility and safety in senior organisations, were viewed as a barrier of future work. The interviewees explained that some of NTF's regional councils for senior safety became dormant for a period due to lack of resources. Secondly, applications for grants to support the senior organisations' work in the traffic area have been rejected, for example, by Swedish Transport Administration.

At the same time, the former collaboration with NTF can be regarded as an example of a facilitator of implementation. By NTF carefully supervising and structuring the work at the national, regional and local level in senior organisations, the power of large NGOs with large number of members was utilized. The senior organisations have served as a resource for the general road safety work in Sweden at the same time as specific issues of senior mobility and safety quickly have been spread out to a large number of older people.

Another barrier which was mentioned concerns local variations. It is difficult to work with some questions of special transport services since the conditions and the design of the service vary in different municipalities. One interviewee says that she can get calls about these issues from the members but the issues are difficult to work with.

Another potential barrier raised in the interviews was the status of traffic issues in senior organisations. In senior organisations, traffic issues are competing with a number of other topics such as care, health, recreation, culture, etc. So far, traffic issues have had a clear role among other topics, says one interviewee, because NTF has contributed financially and assisted in structuring the road safety work. Traffic issues have however often been treated separately and are not always integrated in the overall activities. For example, it is seldom traffic issues are discussed in the Government's Senior Council. Nevertheless, there is an internal exchange of information on different issues in the senior organisations. One interviewee mentions, for example, that the experts of the Swedish Pensioner's Association in various areas, such as traffic, drugs, geriatrics, etc. meet once a month to discuss current issues. It sometimes occurs cross-fertilization - one example is the issue whether different policies for use of medicines (and also incorrect use) in various municipalities can explain differences

in number of fall accidents in different municipalities. This question was raised as a result of communications between experts on geriatrics and traffic. The Swedish Penioner's Association wishes to analyze this issue statistically.

### **Single pedestrian accidents**

Fall accidents are an issue that has begun to be highlighted in the senior organisations according to the interviewees and they say there is a high ambition in the organisations to work with the issue. Previously this issue has fallen through the cracks. A concrete example that one interviewee tells about is a situation where a representative of a transport authority in a discussion claimed that fall accidents in the traffic environment were not traffic accidents. Hence, transport authorities would not work with fall accidents. This position has, however, begun to be reconsidered says the interviewee. This interviewee also refers to a study by Krister Spolander, from the Pedestrian association (FOT), where single pedestrian accidents/falls in the accident database STRADA have been reviewed (Spolander 2012). Based on this information different municipalities have been ranked. The differences between municipalities are great. The worst municipalities have four-five times more accidents in relation to their population than the best municipalities. The study was financed by Swedish Transport Administration confirming the results from above that Swedish transportation authorities may deal with the problem of single pedestrian accidents by their focus on vulnerable road users.

Fall accidents in the traffic environment happen, according to the interviewees, due to insufficient snow clearance, poor road maintenance and sidewalks in bad condition. Swedish transport administration and local authorities are key actors in this case to address the deficiencies. But also house- owners are responsible for skid prevention on sidewalks adjacent to their houses. The Swedish Civil Contingencies Agency is described as the driving force when it comes to coordinate activities aiming at preventing fall accidents.

### **Incidents and accidents in relation to public transport**

The interviewees did not talk much about the incidents and accidents in public transport. This appeared to be a more difficult issue to work nationally with in PRO and SPF. PRO's representative describes how she receives phone calls about elderly people who have fallen in the bus, but she means that it is more of local issue. The interviewee from PRO however points out that PRO is working on to purchase safe bus journeys for their own travels. The organisation has an amount of 170 000 travelers every year. One criteria which PRO uses is that there should to be safety belts in the buses. SPF's representative finds senior public transport incidents as interesting but so far he has as a traffic delegate on behalf of SPF and chairman of the NTF's national council for senior issues not worked with this.

### **Driving licence issues**

The interviewees think that license issues are a difficult question for many seniors. In the traffic education and study groups which senior organisations offer, the matter of driving cessation is discussed. SPF's representative says that car driving is the focus of their traffic education. 800 of the 1000 traffic study groups that SPF has each year are aimed at older drivers. There are also collaborations with local driving schools in these educational activities. There are also a few local courses targeted at older women in order to strengthen their self-confidence when they start driving again after a break in car driving.

Both SPF and PRO take a clear position against mandatory medical check-ups and SPF's representative also points out that older people should be able to drive as long as possible.

### **Other relevant information**

Another important aspect that emerges from the interviews is who the senior organisations reach when working with road safety and mobility. They only reach the organised older people, many older people are not members of the senior organisations. Education activities and information will therefore reach only a part of the elderly, a part that one of the interviewees describes as consisting of more active older. Meanwhile, according to the interviewees, the political work is generally targeted to older people in general and to improve the older people's situation in society.

Another aspect that emerges from the interviews is that the collaboration with NTF, even if it has been perceived as mostly positive, has implied a narrow view on traffic issues. One interviewee says that the traffic work in senior organisations has been safety-oriented and issues of mobility, accessibility and usability has sometimes been side stepped. A result of the weakened collaboration with NTF is that the safety umbrella has become thinner which can create new opportunities to orientate the work towards mobility as well as to move from a focus on car drivers to Special transport services and public transport.

### **Senior mobility and safety from the point of view of other organisations**

This section is based on interviews from The National Society for Road Safety (NTF), Swedish Association of Local Authorities and Regions (SALAR) and the Swedish Public Transport Association as well as documents and homepages from these organisations.

#### **The National Society for Road Safety (NTF)**

The National Society for Road Safety (NTF) was founded in 1934 by initiative from the then Minister of Communication in order to improve the traffic safety situation in Sweden. NTF is a politically independent organisation working towards safe transportation. The role of NTF is to be a uniting force with regard to traffic safety in Sweden as well as to work with lobbying and promotion towards politicians, authorities, NGO's, commercial organisations and individual citizens. The network of NTF consists of 60 national member organisations consisting of social movements, other NGO's,

governmental organisations and commercial organisations. NTF is organised nationally by a central office and regionally by 20 regional associations. Locally there are several local member organisations as well as local traffic safety organisations (National Society for Road Safety 2012).

At the homepage of NTF, two collaborations are especially mentioned. One is the collaboration with senior organisations, implying the very importance of this collaboration, and the other one a collaboration with regard to commercial drivers, where trade unions are an important partner (National Society for Road Safety n.d). NTF has got funding from the government but has lost it, and now has to increase its alternative funding.

### **Swedish Association of Local Authorities and Regions (SALAR)**

Swedish Association of Local Authorities and Regions (SALAR) is an employer's association and interest organisation for 290 municipalities, 20 county councils and the regions of Gotland, Halland, Skåne and Västra Götaland in Sweden. The organisation is politically governed by a congress which is elected by the members. There is also a political board with 230 members which meet once a month. Regular issues and operational activities are handled by the 440 officials working at the central office in Stockholm (SALAR 2009-09-08).

### **Swedish Public Transport Association (Svensk kollektivtrafik)**

The Swedish Public Transport Association is a service organisation for the active member organisations which consist of regional public transport authorities and transport companies. There are also associated members which consist of suppliers, consultancy bureaus and interest organisations in the field of public transport. The Swedish Public Transport Association aims to support and represent the members nationally and internationally, contribute to the development of public transport in collaboration with other organisations as well as to strengthen the trademark of public transport (Swedish Public Transport Association n.d)

### **The present work of other Swedish organisations**

The National Society for Road Safety (NTF) has in the interviews with senior organisations been described as an important partner. NTF has in collaboration with the senior organisations organised senior councils for traffic safety and supervised traffic safety projects conducted by senior organisations. However, NTF is at the moment undergoing major cuts which has affected the collaborations with senior organisations. In order to still being able to work with issues of senior mobility and safety the representative of NTF explains that these issues recently have been incorporated in another collaborative forum, ROT, Council for vulnerable road users. Seniors are nevertheless one of the prioritised road user groups at NTF (National Society for Road Safety 2012).

The representative of the Swedish Public Transport Association says that they do not have a special focus on the elderly. They are working with issues of disabled people and also tries to increase the knowledge of incidents in public transportation. Nor does Swedish Association of Local Authorities and

Regions (SALAR) have a particular focus on older people today. There is nobody who is responsible for matters concerning older people in traffic at SALAR. This has to be related, the interviewee puts forward, that among the 440 officials only 4 persons are working with traffic issues. However, the organisation works with designing STS and the safety of vulnerable road users - this includes older people as an important group according to the interviewee. There is no on-going work on senior road users such as compiling handbooks.

### **Collaborations**

The interview with the representative from NTF confirms the picture that has emerged in the interviews with senior organisations. There has been close collaboration but it has started to break down today due to lack of resources. An interesting development is how the interviewee from NTF states that they bring up elderly issues and coordinate senior council meetings with ROT meetings (vulnerable road user council) where organisations such as Cycling promotion, League of traffic injuries and more are participating. In other words, the view that efforts aimed at vulnerable road also takes into account the needs of older people, are prevalent at NTF. Moreover, the view is also expressed in the way senior councils are coordinated with ROT meetings.

### **Barriers and facilitators of implementing goals**

Economy is an important prerequisite for how the actors can organise their work and achieve goals. As a result of that NTF lost their financial organisational support, their opinion-forming work has weakened and they have fewer possibilities of supervising and collaborating with the senior organisations. There are examples of regional senior councils at NTF who became dormant during a period. How this will affect the senior organisations' work on traffic issues is an open question. One barrier, according to the NTF's representative, is also that the interest in traffic issues varies between different senior organisations. Sometimes there are internal tensions. How important are really the traffic activities?

A barrier mentioned in the interview with NTF is that they perceive that Swedish Transport Administration no longer prioritize seniors as a group. "They say that older people are a prioritized group, but in practice it is not noticeable." Therefore Swedish transport administration is not perceived as a central actor which they would turn to when it comes to working with issues of older people's mobility and safety. Another barrier to the practical work with issues of senior mobility and safety is that older people's issues largely have been associated with car driving issues and that many older women therefore not have been so interested in traffic issues. Work on older people's safety and mobility has thus not always reached the correct target groups, even if tailor made efforts like refreshing courses for older women have been made.

A barrier about "challenging definitions" is mentioned in the interviews. It is about concepts such as accessibility and disability which are experienced as difficult to work with. It becomes difficult to calculate on the concepts and prioritize. Also the goal conflict about public transportation, which is

highlighted in interviews with Swedish transport administration, is mentioned in these interviews with other organisations. It has therefore developed two different systems, firstly buses for commuting, and secondly Special transport services for those who have difficulties to move around. The goal conflict is nevertheless still prevalent about who should be prioritized and when, as well as questions about how well the transport systems meet the needs of different road users groups.

### **Single pedestrian accidents**

Also in these interviews, it emerges that fall accidents have attracted attention in Sweden. The representatives of NTF as well as SALAR mention fall accidents and unprotected road users as a key issue for them. They also say that single pedestrian accidents coincides with senior issues even if the focus is not exclusively on the elderly.

### **Incidents and accidents in relation to public transport**

Also incidents in public transportation are something that were raised in the interviews and was regarded as an important future issue. The representative of the Swedish Public Transport Association says that there must be a clearer description of how the responsibility of public transport accidents and incidents is shared. If someone gets injured, you have to ask where, when and how. If it occurs in public transportation, it is the public transport authorities and traffic operators' responsibilities. If it occurs on the way to or from public transportat, it is the municipality's responsibility.

Swedish public transport association has a national reporting system for incidents in public transportation. They invite all regional public authorities to register accidents and incidents in this system, but the progress is slow and the engagement varies between regions and municipalities. Västra Götaland is a region where the reporting system has worked successfully. If an incident occurs on the bus, is it initially the driver's responsibility to report to his company. The company will then go on with reporting further. It is often specified in the contracts between purchasers and providers that incidents and accidents should be recorded. But it is probably quite common to not record the accident or incident, says the representative from Swedish Public Transport Association. You do not like to give publicity to that those kind of things are happening. It is thus important to find common routines for follow-ups. You need to put some efforts to establish a culture of safety in the companies.

### **Driving licence issues**

The only one of the in this section interviewed actors who worked with driving licence issues with regard to seniors is NTF. This has been a part of the educational activities carried out together with senior organisations. The question of driving cessation is a difficult issue for many older people and there is a need for both discussions on the issue and sometimes also support to continue driving. Older drivers are not perceived as a major safety problem, and it also revealed in the interview with NTF that there seems to be a general shift of interest towards new issues as fall accidents and vulnerable road users in the field of traffic safety in Sweden.

## ***General results on Sweden***

In Sweden there seems to be ambivalence in the work of senior road users at the main national transport authority, Swedish Transport Administration. On the one hand senior road users are mentioned as a prioritised group in some strategic documents, on the other hand the interviews give a picture that there is little on-going activities focusing on senior road users. This picture is confirmed in interviews from authorities, senior organisations as well as other organisations. It is however important to note that senior road users are considered as part of vulnerable road users which is a prioritised group in the traffic safety context and as a part of the category of persons with disabilities which is one of the main target groups in accessibility work. Moreover, the issue of health, which has been put forward in national transportation policy connected to environment, raised questions in the administration about what this issue could mean in relation to older road users.

Nevertheless, Swedish Transport Administration has recently been involved in a governmental commission lead by the National Board of Health and Welfare (Socialstyrelsen) focusing on developing a national action plan generally on senior accidents (falls, motor vehicle accidents, fire accidents, drowning, suicide and violence and other criminal acts). Several organisations from different sectors of the society were involved in this work. Moreover, the Swedish Civil Contingencies Agency emerged in the interviews as an authority highly active in the field of senior accidents, including traffic accidents.

In Sweden there has also recently been a mobilisation on single senior pedestrian accidents and an awakening interest for the issue among several organisations. This issue was mentioned in most interviews and even appeared as *the* topic at the forefront. This interest can be related to the above mentioned governmental commission generally on senior accidents and the work of the Swedish Civil Contingencies Agency, which is even described by senior organisations as the driving force in the coordination of the work on senior single pedestrian accidents. The issue also fits well into the current high prioritisation of vulnerable road users within the Swedish Transport Administration. In the interviews however, it is brought up that single senior pedestrians traditionally have not been viewed as traffic accidents and that the issue has been somewhat neglected as it has not been viewed as an important instance of fall accidents either.

Swedish senior organisations seem highly involved and interested in issues of mobility and safety. One explanation for this involvement is the close collaboration with the National Society of Road Safety which occurs at the national, regional as well as local level. This collaboration is according to interviewees from senior organisations important for putting traffic issues on the agenda within senior organisations so that transportation is recognised as an central issue besides the more traditional focus on health, care and economy. This collaboration seems to have been important for the effectiveness of for example spreading information about traffic issues among seniors and traffic education. Moreover, senior organisations have also been a resource for the National Society of Road

Safety since senior members voluntarily have been engaging in general traffic safety work, such as data collection on the use of helmets on riders on bikes.

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## 9. United Kingdom

### *Methodological considerations*

#### **The selection of organisations as starting points**

The Department for Transport (DfT) is the government department responsible for the English transport network, including road, maritime, rail and aviation transport as well as for those transport matters in Scotland, Wales and Northern Ireland, which are not devolved. It was therefore chosen as the key government actor concerning senior road mobility and safety. The Department creates the strategic framework for transport services and coordinates its delivery through a wide range of public and private sector bodies, including its own executive agencies. These executive agencies are expanded on later. Specifically, the Departments for Transport's responsibilities, according to its website, include:

- Providing policy, guidance, and funding to English local authorities to help them run and maintain their road networks, improve passenger and freight travel, and develop new major transport schemes
- Setting the strategic direction for the rail industry in England and Wales – funding investment in infrastructure through Network Rail, awarding and managing rail franchises, and regulating rail fares
- Improving English bus services through funding and regulation
- Working to make our roads less congested and polluted by promoting lower carbon transport, including cycling and walking
- Encouraging the use of new technology such as smart ticketing and low carbon vehicles
- Maintaining high standards of safety and security in transport
- Supporting the maritime sector by producing the overall strategy and planning policy for ports in England and Wales
- Setting national aviation policy, working with airlines, airports, the Civil Aviation Authority and NATS (the UK's air traffic service).

Requests for an interview were sought and accepted by the Heads of two of the Department's divisions, the Head of the Sustainable Travel and Equalities Division and the Head of the Road Safety Policy Division.

The Department has six Executive Agencies that deliver central transport services. These are:

1. Driver and Vehicle Licensing Agency (DVLA): The Agency maintains a database of current drivers and of vehicles in Great Britain. It furthermore issues driving licences, organises the collection of vehicle excise duty and sells private number plates. The medical branch of the DVLA is the agency in charge of medical fitness decisions of professional and lay drivers and deals with licensing of disabled drivers.
2. Driving Standards Agency (DSA): The Agency is responsible for the setting of standards for driving and motorcycling, for education and training of drivers and riders, including the monitoring of driving instruction standards, for carrying out the theory and practical driving and riding test and for setting the standards for driver rehabilitation schemes, targeted, for example, at drink-driving offenders.

3. Highways Agency (HA): The Agency, created in March 1994, operates England's strategic road network, including motorways and major trunk roads on behalf of the DfT. This includes the network's maintenance and improvement the strategic network. In addition to traffic management interventions aimed at maximising capacity, the HA aims to improve the safety of its network through interventions such as driver information programmes.
4. Maritime and Coastguard Agency (MCA): The Agency works to prevent the loss of life at sea and is responsible for implementing British and International maritime law and safety policy. This involves coordinating search and rescue activities at sea, ensuring that ships meet international and UK safety standards, monitoring and preventing coastal water pollution and testing and issuing Merchant Navy Certificates of Competency for ships' officers and crew.
5. Vehicle Certification Agency (VCA): The Agency is Great Britain's type approval authority for all road-going vehicles, including cars, trucks, motorcycles, agricultural vehicles, buses and coaches, ambulances, fire engines, motor caravans, and replacement part systems and components. The VCA is Britain's leading certification body and also provides ISO Management System Certification for a number of certification schemes.
6. Vehicle and Operator Services Agency (VOSA): The Agency regulates, operates and administers the vehicle inspection test for all vehicles in Great Britain and enforces the law on vehicles to ensure that they comply with legal standards and regulations. It also enforces drivers' hours and licensing requirements, provides training and advice for commercial vehicle operators and enforces operator licensing requirements.

We regarded the MCA, VCA and VOSA as not relevant in relation to the subject of actors and practices concerning senior road mobility and safety. These agencies were therefore not contacted to establish their availability for interviews as part of the current research.

Whilst the HA's main role is the operation of the strategic road network, it does have a remit for road safety interventions which could include measures targeted at older drivers or riders. The Agency was therefore considered to be an important player in the context of this research and contacted for an interview. A representative of the HA's Strategic Safety team agreed to participate.

Two Executive Agencies of the DfT remained on the list as potential interviewees for the current research. Both agencies were contacted, initially by email to establish their availability for interviews. The DSA responded to the request (Personal communication with Ian Holden, Senior Education Officer at the DSA, 4th January 2013) stating that "the main thrust of our current work programme is around the young/novice driver and how we can help to reduce their overrepresentation in the crash statistics. We have published the DSA Driving Standard which is about being safe and responsible throughout your driving career, and provides a logical platform for work with older drivers. However, we are not doing any work in that area at the moment. DfT took the lead on this area of work within the Strategic Framework."

Similarly, the Medical Branch of the DVLA which is responsible for driver's fitness to drive decisions was contacted with a request for an interview. However, no organisation representative agreed to participate in the research.

As stated above the DfT works with local transport authorities in England by providing policy, guidance and funding to help them develop their local transport services and improve and maintain their infrastructure. Funding is issued in different ways, including needs-based allocations to bid-based grants. Because of the economic downturn the Government has focused on driving down the country

budget deficits and in the Localism Act (2011) has devolved powers from government back into local hands, arguing that this will facilitate the delivery of locally appropriate and targeted measures. In this situation of cuts of government spending and a localisation agenda, local transport authorities have greater freedom of planning road safety schemes at the price of considerably reduced funding. The current situation is characterised by limited interaction between DfT and local authorities and a great diversity regarding the activities and programmes that relate to (and are available for) older road users. For the purpose of this project, two local authorities that have implemented special programmes for older road users were contacted for an interview and agreed to participate.

The two major senior organisations in the UK, Age Concern and Help the Aged, merged in 2009 and launched as Age UK in April 2010 as a new charity dedicated to improving later life for everyone. The charity works towards equal treatment of older people, access to healthcare, ensuring well-being and community participation. Its activities comprise the provision of information and advice to older people, the running of campaigns, the provision of commercial products and services and the provision of training and research into age-related issues. As the key older person organisation, Age UK was contacted for a request for interview participation; unfortunately no one in the organisation agreed to participate.

Another organisation that we regarded as a potentially interesting actor in the context of older road users and older people's mobility was the British Saga Group, which provides a range of services targeted at people over 50 years of age. Services include holiday packages, insurance products, including motor insurance and personal finance services. As with Age UK, however, the request for participation in an interview was not taken up by the organisation.

## **Procedure**

Eleven interviews were conducted. Due to differences in the remit of the organisations and their involvement in older road users' mobility issues, the length of the interviews varied considerably between approximately 20 minutes to an hour. With the exception of one interview with the DfT, all interviews were conducted as telephone interviews as these were easier to agree and (re)arrange. Nine of the eleven interviews were interviews with individual organisation representatives, in one case, two representatives of the organisation were present and in the only face-to-face interview, three members of DfT staff were present.

The Department for Transport was the starting point for the exploration of key actors in the field of older road user safety and mobility as the governmental body responsible for the development of a national strategic framework for Great Britain. Because of funding cuts, the Department has recently undergone considerable restructuring. Interviews with the heads of two Divisions were conducted to map the organisation, the first with the Head of the Road Safety Policy Division, which focuses on education and enforcement measures to drive down road safety casualties, the second with the Head of the Sustainable Travel and Equalities Division, which promotes accessible transport policies for all

population groups, including older and disabled people. We felt that the interviews gave us a good overview of the current status and future plans for older road users in the strategic framework of the DfT and ongoing work on senior mobility and safety. Older road users were clearly not a priority for current or projected road safety policies. However, they did feature as an important, albeit not the most important, target group for accessible and sustainable transport options.

As outlined before, the DfT works with six Executive Agencies on the delivery of central transport services. After reviewing their remit we believed that three of these agencies, the DSA, the DVLA and the HA should be considered as relevant for the mobility of older road users. However, communication with the DSA illustrated the constrained situations government organisations currently find themselves in due to the debt crisis and budget cuts: whilst older road users *per se* have a place in policy frameworks, the need for prioritisation of budgets means that little actual work is currently carried out in the area. Whilst an interview with the DVLA could not be scheduled, we were able to conduct an interview with the Head of the Forum of Mobility Centres which in the UK have originally developed to support and facilitate the mobility of disabled drivers. Over time they have also taken on the role of conducting comprehensive fitness to drive assessments on behalf of the DVLA. Whilst Mobility Centres do only make a recommendation to the DVLA regarding someone's fitness to drive and have no statutory right to make decisions to revoke driving licences themselves, we regarded them as key actors in the field of older road user mobility.

Because of the budget cuts and the government's localisation agenda, local authorities carry a greater responsibility for interventions that will improve the road safety situation in their region. This however, also means greater variability of local initiatives, potential redundancy of effort in the development of interventions and a generally less systematic approach to tackling global issues, such as ageing. As a result, the exploration of programmes on local authority level has the character of case studies and cannot be generalised as established practice. Three local authorities that had been actively promoting interventions for older road users were chosen and approached for interviews, with two of them accepting.

With regard to senior organisations, the recent merger of the previous two largest charities left us with Age UK as the main representative body for older people. Attempts to schedule an interview with the charity failed. Similarly, the provider of services for older people, the Saga Group did not respond to requests for an interview.

Given the limited engagement of public sector institutions in ageing at present, additional interviews were scheduled with representatives from the private sector and research networks. In the absence of strong government commitment to the ageing agenda, we felt that private sector organisations may take on a lead role in developing and promoting services for older road users and to lobby for their needs.

Some of the interviewees sent documents or web links in addition to the interview to share strategic plans or information on on-going work with the research team.

### List of the organisations and positions of the key persons

	Organisation	Position of the interviewee and responsibilities
<b>National Governmental organisations</b>	The British department for transport, road safety policy division.	Head of branch. Advice on policy making.
	The British department for transport, road safety policy division.	Policy advisor (insurance and safety). Advice on policy making.
	The British department for transport, division of sustainable travel and equality.	Head of branch.
	The British Highways Agency, Strategic Safety Team.	In charge of communications and campaigns for road safety.
<b>Other organisations</b>	Hampshire County Council.	Senior Road Safety Officer. Responsible for the 'older driver skill scheme'
	Suffolk County Council.	Senior Road Safety Officer. In charge of running projects and partly responsible for the 'grand driver scheme'.
	Institute of Advanced Motorists (IAM) (Road safety charity).	Director of policy and research. Developing policy and research in road safety in general.
	The British Optical Federation	Director of Policy and Regulation. Responsible for anything policy related including NHS regulation, business and professional regulations, and public health initiatives.
	Forum of Mobility Centres.	Chief Executive.
	The Helen Hamlyn Centre, Royal College of Art.	Research associate. Research in mobility related projects.
	The Helen Hamlyn Centre, Royal College of Art.	Senior associate. Teaching and tutoring, research in mobility related projects.
	Brake (road safety charity).	Senior Campaigns Officer. Mainly involved in policy and media.
	KT-Equal.	Research Co-ordinator.

## ***Results of the mapping in United Kingdom***

### **National transportation policies with regard to senior mobility and safety**

The British Department for Transport is the government body that sets the strategic policies for national transport in Great Britain. It has a range of transport policies aimed at developing a transportation system that supports individual mobility and business in a safe and sustainable way. These policies are listed on the Department's website as follows (whereby the numbering does not imply a ranking of importance):

1. Supporting economic growth through local enterprise partnerships and enterprise zones
2. Improving local transport
3. Providing effective regulation of freight transport
4. Managing, improving and investing in the road network
5. Managing the risk to transport networks from terrorism and other crimes
6. Sustaining a thriving maritime sector
7. Reducing the UK's greenhouse gas emissions by 80% by 2050
8. Expanding and improving the rail network
9. Making transport more accessible to all
10. Reducing greenhouse gases and other emissions from transport
11. Increasing the use of low-carbon technologies
12. Developing a new high speed rail network
13. Making sure UK airports and airlines are safe, secure and competitive while reducing their impacts on the environment and communities
14. Making roads safer

The review of these policies suggested that policies 2, 9 and 14 have particular relevance to the safe mobility of older road users. They revolve around localism, accessibility and safe road use. As described earlier, the localism agenda devolves responsibility back from central government to local authorities, ultimately leading to greater regional diversity of practice, partly as a result of reduced central funding. Accessibility is closely related to sustainability and aims to facilitate access and use of public transport provisions to all transport users. Road safety heavily emphasises the process of initial driving skill acquisition, but also addresses maintenance over the life course.

Measures to improve local transport (bullet point 2) encompass DfT schemes for local buses, including free bus travel for older and disabled people, cycling improvement schemes to increase the use of this mode, journey planning facilities and guidance for local authorities and companies on existing regulations for taxis and private hire vehicle operators. The interventions under the umbrella of this local transport policy are predominantly funded through the Department's Local Sustainable Travel Fund.

To improve the accessibility of transport (bullet point 9) the Department's accessibility policy requires train, bus, coach, taxi and private hire vehicle operators to make their vehicle accessible for disabled people through the Equality Act 2010. The Act states that transport must be accessible to all, irrespective of any characteristics such as age, gender, religious belief and disability. It furthermore provides guidance and funding for community and voluntary transport used by disabled and older

people. A compendium of accessible transport solutions for older people, published by the DfT in February 2012, comprises good practice examples of schemes and programmes that can be adopted by local authorities and points transport planners to existing resources (DfT, 2012).

A Strategic Framework for Road Safety was published by DfT in May 2011 (bullet point 14) to lay out the plans and map the stakeholders in delivering sustained road safety improvements (DfT, 2011). The framework reiterates the Department's commitment to provide sustainable, accessible and safe transport to business and all members of the community and links the encouragement of sustainable travel options to health outcomes as illustrated in the following quote:

*"Road safety is only one contributor to the health of the nation and needs to be considered in a wider perspective. There can be health benefits for those who choose to make cycling or walking journeys, as well as benefits for society – the annual cost to the NHS as a result of inactivity is estimated between £1bn and £1.8bn. Work to improve safety and conditions for pedestrians and cyclists (including children) can therefore be considered in projects supported by the Local Sustainable Transport Fund. There are many synergies between safer, healthier and more sustainable travel. However, we recognise that this is not practicable for everyone. Car travel contributes to economic growth by helping people to access employment and helps facilitate continued independent living amongst our aging population, particularly for those living in areas with limited public transport, and this will be a vital context for future measures related to older drivers."* (DfT, 2011, p. 37)

The quote suggests that whilst the phenomenon of ageing road users and their need for appropriate transport options to maintain independence is recognised, the development of measures to address this need are predominantly envisaged for the future (most likely reflecting the current budget situation).

Further reference to older road users in the Strategic Framework are made in three more instances.

Under Sections 3.29 and 3.34 of the Strategic Framework DfT allocates a role to Central Government's to support the choice of safer vehicles and states that significant improvements in vehicle safety will need to take demographic developments such as the greater number of older and female drivers into account. In the context of vehicle safety improvements the Department also advocates research into the injury mechanisms and mitigation for these population groups.

Section 4 of the document describes DfT's role in the education of road users across their life course. The Department recognises the need to provide advice to older drivers and help them adapt to the effects of ageing on their driving ability and skills to maintain their continued and safe independence. The document suggests that age-based re-testing is not an appropriate solution and commends a number of available training programmes and training providers. The Department also asserts its interest in working with the voluntary sector representing the elderly and with the training industry to develop further training schemes for older drivers.

## **Senior mobility and safety from the point of view of national governmental organisations**

### **The Department for Transport**

The Department for Transport (DfT) is the government's national transport authority responsible for sustainable and safe transport policies in the UK. DfT has a number of executive agencies, including the Driving Standards Agency and the Highways Agency to set driving standards in the UK and maintain the strategic road network. DfT works with partners to facilitate sustainable mobility solutions for business as well as people in general. DfT provide policy, guidance and funding to UK local authorities to help them run, maintain and improve the local road networks for all users. DfT's remit for transport covers road, rail, and aviation (for more information see DfT, n.d)

The Sustainable Travel and Equalities Division at DfT focuses on disabled and older people, and specifically how policies impact these particular groups. They also look into how these policies fit into the needs of disabled and older road users.

### **The Highways Agency**

The Highways Agency (HA) is an executive agency of DfT and is therefore a government organisation. The HA is in charge of the development, operation and maintenance of the strategic road network in the UK. This includes the motorways and major roads ('A' roads). Local roads in the UK are managed and maintained by Local Authorities (for more information on HA see Highways Agency, n.d)

### **The present work of British Transport Authorities**

The DfT develops national road safety policy strategy documents. It also allocates funding and provides guidance to local authorities, mainly focusing on education and enforcement. DfT also works at the national and EU level, but has little knowledge of what is going on at the local level and very limited interaction with the local level. This is mainly due to lack of resources and man power. The Department strives to ensure its policies are evidence-based, and its statistics team identifies focus areas based on the analysis of transport statistics. DfT commissions research projects where required and makes use of research from other groups such as PACTS (Parliamentary Advisory Council for Transport Safety), RAC (Royal Automobile Club), AA (Automobile Association), and IAM (Institute of Advanced Motorists).

Because of limited resources, DfT has to select priority areas to focus on. At the moment its focus of attention is not on older drivers because they do not have high fatality rates. Efforts are directed at young male drivers currently. However, in the policy area of accessibility and sustainable transport the Department focuses on disabled people, and certain issues that are important for disabled road users are also relevant and important to older road users.

The HA has statistical data which the Agency analyses; it also liaises with its partners and produces resources such as a DVD and an educational booklet which their partners use/have used. In addition, any new engineering measures proposed or planned take into consideration all road users, including the elderly. The HA is involved in Road Safety forums (which are initiatives by local authorities to promote the exchange of good practice and information between experts and practitioners to improve transport plans of the Councils) and has been involved in public activities with partners to provide suggestions and information to people and specialists. Engagement with road users includes some educational/partnership work with the public, as well as exhibitions and consultations on new schemes. This work is anticipated to increase in the future. The HA influences policy by giving advice to DfT when required, but it is DfT who makes the final decisions. Also, when it comes to policies at EU level, the HA does not have an influence, because the DfT would take over as the parent organisation. In that sense the Agency's influence is limited. It works at all levels; national, regional, and local.

Regarding seniors, the HA considers keeping older drivers on the road for longer as the most important issue, but at the moment (and given the budget cutbacks) older driver educational safety (i.e., going out to talk to groups etc.) is not the main issue of concern. This is because statistics show that other road user groups are at higher risk. Furthermore the Agency has also changed its tactics from focusing on casualties (and therefore identifying particular groups), to focusing on particular types of incidents.

### **Collaborations**

DfT in general collaborates with PACTS, AA, RAC and IAM. The road safety policy division does not have specific stakeholder forums for older drivers and does not have formal collaborations (forums) in terms of older drivers. However, the sustainable travel and equalities division collaborates with the Department for Work and Pensions (DWP) (major collaborator). It is setting up a stakeholder group for discussing relevant issues – DfT is involved in this group. They also take part in the Ageing Forum and share best practices with groups such as Age UK. Other collaborations include disability groups and organisations, lobbyists, government departments, and charities (such as Age UK). This is very much an exchange of information, best practices and discussions about topics. Sometimes a stakeholder comes with a formal proposal for policy (as some are much more involved than others). In this case DfT would take this proposal into consideration in light of other current research and knowledge. PACTS is a crucial stakeholder as they are very 'vociferous' and quick to provide their views on subjects. DfT take good consideration of their views as PACTS has a strong record of using quality evidence to support its proposals and views.

Engaging at a local level can be challenging. Some local authorities are better than others at sharing information with the Department and relevant groups (older drivers, disabled road users). The role of DfT, and particularly the equalities group, is to understand how to make the successful local authorities and groups share best practices with those that show deficiencies. However, there is little information exchange with local authorities; DfT does not get involved at more local levels. They allow

the authorities/groups in that area to do their work as DfT regard their role to be setting the strategic framework rather than aiding the implementation on the local level.

Regarding seniors, DfT believe that there is the right level of activity given where the issue of older drivers is at the moment. The department does not believe it is one of the most pressing issues, and other than achieving a balance between mobility and safety, this group is not their priority.

The HA has a large number of individual partners, including RHA, IAM, Tyre Safe, a number of clubs, and so on. For older road users, it has particular partnerships with many local authorities, but Humberside, Devon, and Cornwall were felt to be most influential. This is in part because they have larger older group demographics in these areas.

The roles and responsibilities in the collaborations have changed because of budget cuts. Before they had budget, so partners contributed knowledge; HA produced the resources and these were then distributed among stakeholders and partners. Now the financial roles have changed as HA depends more on their partners to finance campaigns/resources in order to disseminate good practice. HA still actively contributes to the exchange of information, particularly in terms of advising DfT on any policy making/changes.

### **Barriers and facilitators of implementing goals**

The main challenge to DfT is how to deliver its goal of safe, accessible transport for everyone. The Department has come to depend on local authorities, who do not always have the funding to make necessary improvements; local authorities, mobility centres, or other organisations may approve of the ideas put forward by government for improvement, however, they may not have the funding required to implement these measures. For example, mobility centres are funded until 2014/15 and are under pressure to demonstrate the social benefits of the services they provide to ensure the continuation of their funding beyond that point. DfT also believes that it is important that individuals take action for themselves, and seek the information that they need. The example of driving cessation was quoted, and how it is increasingly important to create self-assessments, and ensure older drivers have the right information at hand.

Another potential problem is that local authorities may not be spending the money they are given appropriately (on the right programs, etc.).

Finally, when developing policy, the European dimension needs to be taken into account, as well as United Nations conventions. This can be a problem as conventions are not always well defined and can be difficult to work with. Also, when particular stakeholders are against a particular policy change or decision it can be challenging, and DfT need to take further steps to better understand the underlying issues. They wish to keep the other involved parties on board as well.

The HA likewise mentions lack of funding as a barrier to reaching its goals; the Agency depends much more on its partners. In terms of partnerships, it was mentioned that sometimes having many partners is quite challenging as there can be too many different opinions and it can be difficult to keep everyone

satisfied. For example the HA produced a resource and some of their partners did not like it and would not use it.

According to the HA, charities could be more involved in work related to older road users. Although involved, they face major problems in terms of being able to do things/participate actively because of lack of funding and other restrictions (marketing / resource). It was mentioned that there is a gap in the area, in terms of getting to the one-to-one level with people and providing them with information. This was believed to particularly be the case for older drivers in terms of keeping them informed and up to date with changes to the Highway Code and so on. It was felt that charities or partnerships could possibly fill this role, but are currently unable to. Nevertheless, local authorities play an important role in this regard because they are able to reach people locally – where people are more likely to listen.

### **Single pedestrian accidents**

A representative from DfT stated that older pedestrians have been of increasing concern because of some increases in pedestrian injuries/fatalities, although nothing has been undertaken formally as yet. The focus is on disabled people, but certain issues that are important for disabled road users are also relevant and important for older road users. For example, pedestrian accessibility is an important issue for both disabled road users and older road users. DfT provides guidance to local authorities on improvements to safety and other issues relating to pedestrians, such as infrastructure.

The HA does not work with this issue.

### **Incidents and accidents in relation to public transport**

Although the focus is not on older road users, DfT has also done work on public transport, and it was mentioned that regulations have been put in place to make public transport more accessible to disabled users. Some of these measures help support older road users as well. Public transport is very important, particularly as measures need to be taken to improve it in order to attain equality in safe transport for all; this is in order to support older road users in their decisions on driving cessation.

The HA reported not to carry out any specific work on this topic.

### **Driving licence issues**

According to the in DfT representative from the accessibility division, no work in relation to driver licences was carried out. Instead the division has responsibility for overall needs of older and disabled road users, and issues of equality. The issue of how to encourage people to have training is one of the more difficult issues to work with. The self-assessment approach is considered to be very useful in this regard.

## **Senior mobility and safety from the point of view of other organisations**

### **Hampshire County Council**

Hampshire County Council is the local authority for the county of Hampshire in the south of the UK. It consists of 78 councillors, and their priorities revolve around safety, wellbeing, and enhancing the quality of life for their citizens. Local authorities are responsible for the operation and maintenance of the local road network. Their level of activity in the older road user domain varies considerably from council to council, as there is no commonly shared target or strategy across the country (for more information see the web page: Hampshire County Council, 2013)

### **Suffolk County Council**

Suffolk County Council is a local administrative authority for the county of Suffolk, England. It is run by 75 elected county councillors. The Council is responsible for services such as business, education, public safety, social care and transport (see Suffolk County Council, 2013)

### **Brake**

Brake is a NGO working with road safety and funded by membership fees, charitable grants and donations. Brake engages in lobbying activities, for example the introduction of 20mph zones. It provides road safety information and organises road safety conferences.

### **Institute of Advanced Motorists (IAM)**

The IAM is a NGO that provides advanced driver training and advice to drivers and road users in the UK. The IAM publishes guidance and research and engages in lobbying activities to make UK roads safer. The charity draws its income from membership fees of over 100,000 members across the UK and offers members insurance benefits and vehicle breakdown cover.

### **The Optical Confederation**

The Optical Confederation includes several members in the vision/optical arena including the Association of British Dispensing Opticians (ABDO), The Association of Optometrists (AOP), FODO – the Federation of Ophthalmic and Dispensing Opticians (FODO), the Federation of Manufacturing Opticians (FMO), and the Association of Contact Lens Manufacturers (ACLM).

Vision statement of the Optical Confederation:

*“Our aim is to achieve eye health for all, delivered through world-class services, provided by regulated community-based professionals operating in a competitive environment. Wherever possible we act jointly with partner optical bodies and other stakeholders to present a united voice for eye health and the eye care sector.*

*Our members include the national and international high street and supermarket brands, regional and family companies, mobile domiciliary providers and individual opticians. We account for over three quarters of market activity and over two thirds of eye examinations.” (Optical Confederation, n.d)*

### **The Forum of Mobility Centres**

The Forum of Mobility Centres is a network of 17 independent organisations covering England, Scotland, Wales and Northern Ireland, who offer professional information, advice and assessment to individuals who have a medical condition or are recovering from an accident or injury which may affect their ability to drive, access or egress a motor vehicle.

A range of services are offered by accredited mobility centres including driving assessment, passenger assessment and information and advice on matters concerning independent mobility (primarily related to car and adapted vehicle use as a driver or passenger). Some centres also offer: driving tuition; advice on the selection and use of wheelchairs and scooters; fitting of car adaptations; advice and assessment for drivers who require to drive HGV, LGV and PSV.

### **The Helen Hamlyn Centre, Royal College of Arts**

The Helen Hamlyn Centre is a centre for design research at the Royal College of Art in London. It undertakes design research and projects with industry that will contribute to improving people's lives.

The Centre features three research labs:

- Age and ability: design for a more inclusive society irrespective of age and ability
- Health & Patient Safety: creating safer and better health services
- Work & City: research into changing patterns of work and urban life

The Helen Hamlyn Centre for Design has its origins in the DesignAge action research programme, which was founded in 1991. It became a fully-fledged research centre in 1999, widening its focus from design for ageing population to design to improve people's lives across a range of social needs.

The Helen Hamlyn Centre is endowed by the Helen Hamlyn Trust, a charity dedicated to supporting innovative projects that will effect lasting change and improve quality of life. The centre's Director is Jeremy Myerson, who holds the Helen Hamlyn Chair of Design.

### **KT-Equal**

KT-EQUAL is a consortium of UK researchers dedicated to extending quality life for older and disabled people. They work to ensure that years of investment in high-quality research translate into real benefits that have an impact on people's lives. They set out to show how ageing and disability research can make a difference to people's lives, by:

- Bringing together researchers, policymakers and service users to focus on the issues that are important to older and disabled people.
- Influencing regulations and good practice across a range of industries -- including inclusive product design, rehabilitation, and the built environment.

- Gathering and sharing knowledge and expertise about people's health and wellbeing, independent living, self-management and quality of life.
- Seeking out the views and involvement of older and disabled people and their advocates.

KT-Equal recognises that older and disabled people and their carers have knowledge and expertise which is crucial to developing solutions that improve quality of life. They bring together researchers from many different disciplines to exchange ideas and share good practice, and also have close links with the organisations and agencies that work with older and disabled people, building on the rapport that the EPSRC's EQUAL and SPARC programmes have already developed across many different communities and interest groups.

### **The present work of other British organisations**

The county councils primarily work at the local level. They run driver assessment schemes such as "Older Driver Skill Scheme" in Hampshire (see e.g., Hampshire County Council 2010) and "Grand Driver Scheme" in Suffolk (Suffolk Road Safe n.d). These schemes offer driving assessments to older drivers. The aims of these schemes are to provide feedback to older drivers on their driving skills as well as refreshing their knowledge. They are only allowed share the outcome of the assessment with third parties if the older drivers have given permission to do so. They do, however, not have the resources to evaluate older drivers with cognitive impairments.

Although most of their work is one-to-one with members of the public, they also take part in information sharing with different organisations to spread knowledge of their schemes.

Generally, the councils focus their resources depending on where the funding is coming from as well as where the statistics imply need for intervention. They also run workshops for different groups (as and when needed), although they face the problem of being short staffed. Currently, most of their funding has been for younger drivers. The schemes for older drivers were started up on funding from DfT, but they have not received any further funding for this so they now have to charge older drivers a fee for this service.

Brake is involved in research and influencing policy makers (e.g., lobbying government and other organisations, working with other charities and companies, fleet managers). The charity has regular meetings with the road safety minister, police officers, etc. It also has a good ability to influence the media and public opinion. Through the media Brake aims to influence road user culture, and issues best practice guidance based on evidence and practice. Its focus is UK-wide, but Brake is currently expanding and has recently opened an office in New Zealand with the aim of expanding to Australia, and eventually becoming a global brand.

Brake does have influence in the area of older road users, although it does not really work face-to-face with older road users. It regards fitness to drive as currently the most important issue in relation to older road users.

The charity has some campaigns on-going which are relevant to older road users: 'Sharpen up' - campaigning for the government to make it compulsory for drivers to have an eyesight test at the start of their driving career and at least every ten years thereafter; 'Fit to Drive' – campaign looking at systems for people with health issues that affect their driving, specifically how advice is given on medical fitness to drive; GP guidance – ensuring that GPs understand their responsibility to report unfit drivers to the DVLA; ensuring the DVLA have reporting systems in place (currently considered inadequate); improving police powers to be able to temporarily suspend drivers who are clearly medically unfit to drive.

The 'Go20' campaign was recently launched to appeal to drivers to drive at 20mph around homes, schools and shops. The campaign is run by a coalition (Brake, Living Street, Sustrans, the National Heart Forum, Campaign to Protect Rural England, Ramblers, and 20's Plenty for Us). The campaign aims to make the community safer for older road users, by encouraging authorities to implement more 20mph limits and encouraging the government to work towards 20mph limits being the norm in communities. Brake also campaign for the availability of more alternatives to driving so that older road users do not feel 'forced' into continuing to drive when they would prefer not to. For example, in relation to public transport, they campaign to get more, better, cheaper and regular transport.

All the campaigns are evidence-based. Brake has a research and information officer, and it also keeps up-to-date with research, articles etc. It has links with universities and academics that provide advice on campaigns.

The Institute of Advanced Motorists works on developing policy and research in road safety in general, though it focuses on older road user issues, due to the composition of membership.

The IAM tries to influence national policy through lobbying and campaigning to the media and government on behalf of IAM members (and other road users). For example, they are currently lobbying to government on the 'no change' campaign (this is, for re-licensing policies to remain the same). It also plays a role in policy making through research and providing information to its members and other members of the public.

IAM aims to improve the information available to older road users (particularly drivers) and to increase their products for this purpose. It was mentioned that a particular goal for 2013 is to increase online assessments. These are already available for fleet drivers, but IAM would like to extend this knowledge to older road users. This would be to help older drivers and their families to make better decisions about driving cessation.

IAM offers two forms of services relevant to older drivers:

1. Members can take advanced driving tests – this is for all ages, not only for older drivers. It's an intense driving training for people with a full driving licence, and has excellent success rates.
2. The 'Drive check 55' – an on-road assessment targeted for over 55s as a refresher course. It is not scored; its purpose is to help older drivers with decision-making on driving cessation or just to get an independent assessment of their driving skills.

IAM tends to operate at different levels, though there is a lack of involvement from key areas such as local governments. It is not structured to work at a European level, but at a national level.

Its main issue is that older drivers get 'bad press', and it tries to change that image through their research and campaigning. It endeavours to be an advocate for older drivers.

The IAM uses two main sources of research data:

1. Government statistical figures from Stats19 (info collected on road side). This data is then analysed by in-house researchers.
2. They also do small market research on their website – this happens once or twice a year and uses their pool of 100,000 members as participants.
3. Set piece research projects commissioned from external providers such as TRL who undertook a simulator study comparing the driving of different age groups in a simulator environment.

The Optical Confederation represents eye care providers from the UK and Republic of Ireland. It works with partner optical bodies and stakeholders to promote eye health and the issues relevant to the eye care sector.

Its main role is to lobby different stakeholders regarding the issues that are important to the vision sector. In terms of older road users, it sends forward proposals to improve vision tests (to the government and other partners/stakeholders), and presses the government to make the case to include better assessments of vision for older drivers (re-licensing). It also produces a number of guidance documents which it uses to promote its views and to communicate its positions.

The Confederation influences policy by partnering up with different organisations with similar groups, and using those collaborations to get its message across, and to influence government.

Some examples of its recent work include working with PACTS (Parliamentary Advisory Council for Transport Safety) to promote more vision tests for older drivers. Also, working with DfT on vision issues related to mobility scooters.

The Confederation does not do a lot of work at a local level, though the respondent mentioned an example, the 'National road safety week' campaign, which was carried out in partnership with Brake. For this campaign the Confederation created tools/guidance (to do with the importance of vision and driving) to be distributed at local level. However, most of the work it does is at national or EU level, where it does a lot of lobbying and exchanging information.

The Optical Confederation aims to raise awareness through as many channels as possible, including increasing vision checks (in general for all populations, but particularly for people over 45 or 50 - when eyesight begins to deteriorate), and also to raise awareness about the preventable nature of many eye conditions.

Some of its other goals include having higher participation of government and other stakeholders - such as (car) insurance companies and the DVLA – who have regular communications with its target audience. It would like these organisations to include leaflets, for example, with information about

vision and driving. It would also like to have higher police force involvement, as although at the moment it is an offence to drive with below standard vision; this was not felt to be enforced enough.

The Confederation creates guidance for mobility scooter users, and health care providers concerned with other issues. It also creates tools for older drivers (information packages etc) and campaigns to help spread the message of the importance of vision and driving and preventing eye conditions that could impair abilities such as driving.

The focus is on at risk groups in general (so older drivers, aged over 50 – when vision begins to decline and conditions may begin to develop). But they want the message of good vision to be spread across all ages.

It has a working group (at the confederation) that includes academics, clinicians, professional advisers and 'policy people' (experts in this area). But it does not produce its own research. With that being said, it does produce some research at EU level. For example, the Report on Driver Vision Screening in Europe (June 2011).

The Mobility Forum's goal is to 'empower' disabled people to maintain mobility (but it was acknowledged that there is a correlation between older and disabled users) and so the Forum does a lot of work with older people.

The organisation is UK-wide and operates on a system of referrals, which fall into three categories – self-referrals (where individuals contact mobility centres directly), DVLA referrals (where the DVLA contact mobility centres), and Motability scheme referrals (usually leading to vehicle adaptations and referred by GPs).

In terms of policy making, the organisation plays a role in influencing policy as it is funded by DfT and has an input into DfT strategy documents. However, historically, its focus has been more on disabled people rather than older people. The respondent felt that the influence on policy is indirect, i.e. typically influenced by other stakeholders with whom they engage in joint working and publication. The Forum works with other national charities and organisations to play a role in policy development by raising the profile of the issue of mobility. The organisation engages in a lot of joint working and publications (e.g., Ricability - an independent consumer research charity providing free, practical and unbiased reports for older and disabled people).

The Mobility Forum believes that achieving the right balance between mobility and safety is important (although this may be, in part, determined by society as there are political decisions about where to draw the line between issues of safety and issues of empowerment and maintaining peoples' mobility). It perceives its role as getting that balance right.

The Forum aims to constantly improve the techniques that it uses in assessing older and disabled people.

It tries to reach its goals by putting effort into a number of areas:

- Improved education and training of staff – it has set up two courses at undergraduate and postgraduate level in driving assessment and mobility. This is a core requirement of assessment staff over a period of time.
- Setting up an expert panel as part of a strategy to have input from outside the organisation from academics and clinicians to develop its research base and attempt to influence policy in a systematic way.
- Improving the processes of standards across the forum as a whole – so that anybody attending a centre across the UK could expect the same outcome, but still retain the ability of individual centres to innovate.

The Helen Hamlyn Centre (HHC) carries out design research to improve health and wellbeing. Focal areas of interest for HHC researchers are the areas of ageing, obesity and disability. With regards to transport and mobility, these areas may be explored in relation to in-vehicle design, transport infrastructure (pedestrian lanes, cycle lanes etc.) and transport communication design.

Design solutions targeted at older people are the focus of interest of one of the three research labs at the centre. The overarching aim, however, is to develop inclusive design for everyone, not just the elderly, but specific research questions may lead to a particular focus on a sub-population.

The centre works on research projects that a variety of public or private sector stakeholders may commission. For example, the government itself can sponsor projects, such as the current TfL project that investigates mobility issues around London Taxis. In these cases the outcomes of the research will influence policy directly. In other cases, for example if the project is sponsored by the automotive industry and explores inclusive and age-attuned vehicle design, this research is less likely to impact national policy directly, but will enable manufacturers to improve the standards and inclusivity of their products. Projects can also be funded through research councils, in which case the influence on national policy making would be predominantly through dissemination activities, such as research reports, conferences, tutorials and workshops. In addition, the centre delivers workshops in central government on a regular basis and therefore changes design thinking and policy making at the highest level in the UK.

KT-Equal task is to ensure that research relating to the quality of life for older people results in tangible benefits. It is EPSRC funded and UK-based. It is research co-ordinator for seven universities and three related consortia (i-design, I'DGO and SMART2 – I'DGO has the most relevance to older road users). The research can be used to inform policy making. For example, I'DGO research was cited by WHO in its report on global age-friendly cities. Their focus is not on road users. There is a very broad range of issues of concern, focusing on design, outdoor access and self-management.

## **Collaborations**

Hampshire County Council collaborates with Wessex Driveability – the organisations exchange information and sometimes refer participants, particularly those with medical conditions, as they feel the mobility group has better tools to assess how these conditions affect driving ability. They also collaborate with GPs in Hampshire – these can refer patients they believe may have problems with their driving, or who need some advice. This is a local scheme so GPs in the area know about it and

inform/refer their patients. GPs are able to reassure their patients that the scheme is confidential and will not lead to them losing their licence. Finally, memory clinics may also refer patients and they exchange information with Age UK.

Suffolk County Council collaborates with the RAC Foundation, PACTS, and Cranfield University. The council also runs a local road safety campaign, including the Suffolk Roadsafte Partnership Board which brings together the main agencies involved in road safety work in the council such as Suffolk Fire and Rescue Service, Suffolk Constabulary, Suffolk Safecam, the Highways Agency and the East of England Ambulance Service (for information see Suffolk Roadsafte Partnership Board, n.d). They also run schemes for young and older drivers. They have also worked with the police. The council provided police officers with leaflets about the Grand Drivers scheme, with contact details, and asked if they would pass it on to any drivers they stopped who may need the service. However, they did not get many self-referrals through this channel.

Brake has corporate partners who work closely with the charity and give them donations. There are also corporate donors and supporters who donate smaller amounts but help in other ways (e.g., by providing services). They also work with other charities including charities from other sectors such as health and environment. An example is the 'Go20' campaign which is run in collaboration with Living Street, Sustrans, the National Heart Forum, Campaign to Protect Rural England, Ramblers, and 20's Plenty for Us.

Brake also collaborates with other societal sectors, for example, smoking charities and health charities. There is also a good link between road safety and environmental issues (which is a popular subject with the public).

Road safety issues span a number of government departments including Ministry of Justice and Department of Health. It is difficult to get 'into' the Department of Health's budget, even though there are clear health benefits to improving road safety. Brake is trying to increase awareness amongst local authorities and also at a national level that there is a link. All collaborations need to be resource effective. If a collaboration is not producing results, they will aim their resources elsewhere. In any group of organisations there will be overlap, so they try to minimise this by working effectively with collaborators.

The IAM has some internal exchanges with organisations such as Age UK and they sometimes uses people from these organisations as spokespeople. Collaborations with the police forces and the Optical Confederation were also mentioned, but there are no formal partnerships. RAC foundation and RICA (Research Institute for Consumer Affairs) are the IAM's major collaborators in relation to older road users.

The partnerships are mostly about exchanging information and supporting each other's research. There is no direct influencing as they both do their own research, though they try not to duplicate.

The IAM choose to partner with organisations with similar views and pursuits (such as RAC foundation). Some opticians want compulsory eye tests to be included in re-licensing, however the IAM disagrees that this is a problem and does not think that a change in legislation is necessary. The reasoning behind this is that it believes the main problem to be ‘looked but failed to see’ accidents, which are not necessarily related to vision problems.

The Optical Confederation collaborates with various partners: RSA Group (an insurance company), Brake, Transport Select Committee, Peers - in the House of Lords, PACTS, ACPO (Association of Chief Police Officers), Road Safety Great Britain (an organisation formerly known as LARSOA (Local Authority Road Safety Officers Association) which promotes experience and information exchange between local authorities in the UK), DVLA (Driver and Vehicle Licensing Agency), driving instructors, insurance companies, DfT, and some charities as well: Diabetes UK, Epilepsy UK, ROSPA (The Royal Society for the Prevention of accidents), IGA (International Glaucoma Association), ILC (International Longevity Centre) and Age UK (though less so). Some examples of their recent collaborative work include working with PACTS to promote more vision tests for older drivers and working with DfT on vision issues related to mobility scooters.

Also, FODO engage with partners by sending their policy position to them (they also allow the partners to contribute to the policy position). They also meet with different stakeholders, and get other groups to support their position. Many times they submit joint responses, for example with Brake and RSA. This shows that there is a wide stakeholder agreement (i.e., that it is backed up by many influential partners).

In general, they let the partner with the most influence (or media presence) lead; those that are listened to the most have the most influence on the partnerships. Organisations like Brake have great media presence, so they work jointly with them to advise them, etc. Similarly, with insurance companies, they can communicate with a large section of the population of interest (older drivers) and so they are also an important partnership.

Forum of Mobility Centres collaborates at both a local and UK level. Partners at the local level – those within the health sector – include GPs, consultants, hospital trusts plus charities involving older and disabled people in terms of promoting work and establishing links. At a UK level, they operate with DfT and the DVLA and closely work with other organisations in their sector as well as organisations that produce useful information such as Rica (an independent consumer research charity providing free, practical and unbiased reports for older and disabled people). They meet regularly to share experiences and ideas, and try to work together to meet the needs of clients. The respondent also described how they work with other national charities and organisations to play a role in policy development by raising the profile of the issue of mobility. The Forum of Mobility Centres engage in a lot of joint working and publications (e.g., with Rica)

The Helen Hamlyn Centre may work with various partners on their research depending on the nature of the project. An important resource for partnership work is the college’s alumni network, which was

recently drawn on in workshops. Other partners include universities, age representative groups, experts, user groups, charities and industry representatives. The roles and responsibilities of partners depend on the project requirements.

KT-Equal have many collaborations/partnerships in place. KT-Equal has ten advisors including Age UK, Foundation of Nursing Studies, National Development Team for Inclusion and the Engineering and Physical Sciences Research Council. They have also worked and collaborated extensively across the voluntary sector, industries, schools, government, private companies, the NHS and social care, due to the broad nature of the work. Roles and responsibilities are determined by specific projects or activities, so they vary substantially.

### **Barriers and facilitators of implementing goals**

Suffolk County Council provided the following list of challenges or barriers: working with a small or no budget, staffing (not having enough staff and having to outsource), and a focus on engineering (rather than on training). The biggest challenge (in the respondent's view) is finding a realistic level of support for older drivers (achieving a balance between driving cessation and safety); achieving something deliverable, that will work and not reduce safety or increase likelihood of older people developing depression because of early driving cessation. Hampshire County Council also mentioned challenges regarding delivering the scheme because it is not easy to get the people needed to carry out the assessments, as they have specific requirements for these people. For example, they have to be qualified instructors (grade 5 or 6), they have to know how to work with older drivers, be reassuring, patient, etc.; they should have particular personal qualities that will put the drivers at ease.

The fact that there are a lot of different authorities can also present a challenge because it is difficult to get all the authorities to work together. It was felt that if the local authorities had more unity, they would have a stronger impact on policy; individual local councils can be 'possessive' about their practices and may be less likely to change them.

In addition, it is possible that the current relicensing procedures may hinder older drivers from participating in the scheme as they are mistrusting, and feel the assessment will be used in some way to remove their licence.

Finally, GPs and the National Health Service can be difficult to work with as well. GPs should be more involved – they are busy people, and so steps need to be taken to make it easy for GPs to advise their patients on driving cessation and/or taking part in a driving scheme. GPs can have a lot of influence on their patients, and this could help with encouraging safer driving by using services like the GrandDriver<sup>2</sup> scheme. It was felt that it would be good to have more links with GPs in the area, as well as opticians.

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<sup>2</sup> In order to assist in the continuation of safe driving into later life Suffolk County Council, with the help of Department for Transport funding, input from Cranfield University and the assistance of over 1,000 older drivers were able to produce a

Brake: The main restriction is with regard to funding. They need to maintain regular funds in order to have the resources to do what needs to be done. Fundraising is mainly through community and company fundraising. More funding would mean greater influence over policies.

The IAM likewise point towards financial issues and therefore not being able to have as many events as they would like to as a key barrier. They started off in 2007 with a large investment, but those resources have reduced and they do not have a constant source of funding. The government does not provide assistance. Road safety has taken a back seat in government and politicians do not seem to be interested in taking up the topic; it is not seen as a top priority.

The Government could be more involved in providing help and funding. Also, the National Health Service, GPs, and the British Medical Association need to have more involvement in providing information to older drivers. In terms of GPs and related associations, there is the problem that GPs do not like telling people to stop driving and that this could be improved by improving information sharing and training.

Furthermore, it was mentioned that there is no consistency in the level of service at local level (councils) and that this needs to improve as well. The consequences mean that people are missing out on obtaining information or opportunities for voluntary assessment. It is similar to a 'postcode lottery', as the level of service or interest in older road users depends largely on the individuals' location. Finally, the respondent believed that there is a lack of a central point of information for older drivers, so the IAM (as a charity) struggle to point members or other people in the right direction when they ask the IAM for advice.

The Optical Confederation: one of the key factors that restricts the Optical Confederation from influencing policy is the EU directive 2009/113/EC (from the European Parliament and of the Council of driving licences). This directive was felt to be unhelpful as it is unclear in relation to vision (i.e., phrases used within the document are unclear), and seems to suggest that vision tests are optional. This means that different EU member states implement the directive differently, with some countries being stricter than others. The UK is one of the less strict countries and they could be doing more. The lack of clarity in these documents is seen as a big hindrance. Furthermore, currently in the UK there is an anti-European political climate, which means that the country may not want to be viewed as doing things at European standards (this may mean that regulations do not become more strict like in other EU member states).

Other factors that restrict their influence on policy include people's fears of losing their independence (i.e., by having their licences removed) as this makes people less likely take the message in. Also, it is difficult to conduct a cost-benefit analysis of introducing more assessments for vision. It is difficult to establish a causal relationship between poor vision and road accidents because of the multi-factorial

nature of road accidents and because vision is not checked on site when an accident occurs (vision is only checked when a driver's vision is very poor). Another challenge mentioned by the respondent is that people (older drivers) believe that the authorities may wish to take away their licences, and that this is a hindrance to the progression of increased vision checks. These are all obstacles when trying to make a case for improved vision checks for drivers.

Greater engagement with the following partners would be useful:

**GPs** - they have trusted relationships with their patients and would be a very good source of information regarding issues such as vision and driving.

**Police force** - could be more engaged in terms of enforcing the laws related to vision standards for driving. This group has been hard to engage with, because of the national structure (the laws).

**Fire service and rescue** - has only recently become active in safety (could be more involved as well).

**Local governments** - they have not had much partnering with them, but FODO would like to be able to get down to a local level as well.

Finally, they lack the time to deal with other important issues related to older driver safety, and funding. Forum of Mobility Centres: One of the barriers that the organisation faces is that DfT puts less emphasis on this area (empowering older disabled drivers to maintain mobility) than it used to, so changes in the structure of DfT mean that direct access to ministers and a unit with sufficient influence is more problematic and difficult now than around ten years ago when there was a designated department. The general economic climate makes it a lot harder for the government to spend money. There are issues of power and funding, which are always difficult in a harsh economic climate. The politics of relationships between different organisations can also be difficult in terms of people feeling that you are treading on their territory.

The Helen Hamlyn Centre: As a research department, the adoption of the research findings by policy makers is not in the hands of the HHC staff. All research is project based and depending on who the client is, policy may or may not be influenced. However, one difficulty mentioned in the context of designing vehicles for the elderly included the fact that, in marketing, ageing is not "sexy or cool". Therefore vehicle manufacturers shy away from ageing or disability issues. Ford invested considerable amounts of money into the development of an age-adapted car that featured inclusive design, but then decided against marketing it as an age-attuned vehicle for fear of losing customers. With image being a key factor in vehicle design, age-adapted product development and marketing can be hampered.

The fact that manufacturers do not market products for older people specifically is difficult to overcome. Changing vehicle designs towards more inclusive design, and changing associated regulations, is also difficult. Whilst HHC can supply the design recommendations, it is for the client to implement these.

KT-Equals: Nothing on barriers.

### **Single pedestrian accidents**

Brake is not working with these issues so much; they are more focused on education and changing behaviours and attitudes. They are involved in safe environments to a degree, but this would fall more within the remit of charities such as Living Streets.

The IAM is indirectly working on this issue, for example, they look at things like pot holes and falling in these. But there is a lack of investment from the government. If the government invested more they may work more on the issue, though their main work is with drivers.

The Optical Confederation only works very little on the issue, mainly working with the role of vision in falls and prevention. They have some partner organisations in this area and have produced guidance. The focus at the moment is on older drivers, re-licensing, and preventing onset of eye conditions that could impair driving ability.

The Forum of Mobility Centres, The Helen Hamlyn Centre, the departments interviewed in the county councils, and KT-Equal do not work with this issue.

### **Incidents and accidents in relation to public transport**

Brake is not working in this area. They may look at buses in relation to their fleet safety work (for example guidance on driver safety, hours, telematics) which may have an effect on reducing incidents/accidents on public transport. However, accessing/egressing public transport is not in their remit. They are more focused on the use of public transport as an alternative to driving.

IAM sometimes comment in the media regarding this issue, but it is not really undertaken in their research. Again, their focus is more on the drivers.

The Optical Confederation, Forum of Mobility Centres, the Helen Hamlyn Centre, the departments interviewed in the county councils, and KT-Equal do not work on this issue.

### **Driving licence issues**

The county councils do not get involved directly with licensing issues, but they work with them indirectly through the older driver schemes – these help people to have better confidence in their driving and make decisions about driving cessation.

Brake mostly considers this issue from a medical perspective – ensuring GPs know their responsibilities in relation to patients' fitness to drive etc.

The IAM: The message they want to send is that there is no one age at which all older drivers become unsafe or dangerous. Because of this, they support a 'no change but better information' policy, as they believe the current re-licensing procedure works well. Accidents increase after the age of 75, though they are not pursuing changes in the law in regards to this issue. At the moment there is media interest in change but no particular political pressure to change the current voluntary relicensing system, though there might be one at European level.

The Optical Confederation send forward proposals to improve vision tests (to the government and other partners/stakeholders), and they are pressing government to make the case to include better assessments of vision for older drivers (re-licensing).

According to the Optical Confederation the introduction of policies has been inconsistent in the UK (with relation to EU directive 2009/113/EC, and regulations on vision), with some policies being too lax and others not being flexible enough. One example of what may be considered a lax policy implementation is the lack of eye sight tests at re-licensing, as well as the lack of law enforcement of vision driving standards in general.

The government and EU need to look at how the directive has been implemented and what legislation has been put in place to do so in different countries. The UK needs to be more aligned with other EU countries in terms of how they have adopted the regulations on the directive.

Forum of Mobility Centres, the Helen Hamlyn Centre, and KT-Equal do not work with this issue.

### ***General results on United Kingdom***

The Department of Transport (Dft) is a main actor among the British authorities with regard to transportation. The DfT's role is mainly to develop policies, allocate funding and collect information/knowledge, identify areas of focus and inform further policy development. The Department also provides guidance and information to others. Highways Agencies (HA) which is another central actor in the transportation field works on the operational implementation and delivery of the policies set by the DfT through a programme of work. In general, older drivers are not a major area of focus as they are not a high risk group, and lack of funding requires the authorities to focus their work on areas that are regarded as more urgent priorities. The interviews also leave the impression that the authorities generally are not involved in work related to issues of single senior pedestrian accidents, accident with older adults in public transport, and the relicensing procedure. However, this may be a reflection of the interviewees' remit rather than an organisational disinterest in the topic

Despite several efforts to schedule interviews with representatives of senior organisations, they failed. Several interviews with representatives of other organisations were made instead, such as regional and local authorities (county councils), NGOs working with road safety, an optical federation, the Forum of Mobility Centres and research organisations. These organisations cover a variety of task with regard so senior road user issues: they lobby government and other stakeholders, run campaigns to promote their views and raise awareness on issues related to older road users, they provide older driver schemes, they are involved in policy making at different levels and degrees of influence, they produce information materials on various issues related to older road users, they do research and dissemination of research, and finally they engage in driver assessment and training. All of the organisations collaborate with various partners, for example, other charities, authorities and government, universities, and GPs. The collaborations likewise vary in nature. Some are financial, for example, Brake receives donations from partners. Others collaborate to run campaigns or join forces

to stand stronger when influencing policy. There is also collaboration in terms of supporting each other's research and sharing information as well as producing information material. Finally, the county councils have collaborations with health professionals and police in order to spread the knowledge of the older driver schemes to older drivers and to recruit participants for the scheme.

The interviews leave the impression that in general the major barriers to implementing the goals are lack of funding and lack of government involvement. In addition, IAM and the Optical Confederation perceive that greater involvement of GPs (and NHS IAM) is needed to provide information to the older drivers. One problem is that the GPs appear hesitant to advise older people to stop driving. The Optical Confederation also point towards the EU directive as a barrier; they believe it is too vague regarding vision testing and that the implementation of the directive is too lenient in the UK. Also, lack of unity among local authorities can be problematic. Furthermore, in relation to the driver scheme, many older drivers fear that participation in schemes may lead them to lose their licence which prevents them from taking advantage of this service. If GP's were more involved this problem could be reduced because they generally have influence on older drivers and could recommend and explain the scheme to a greater extent than is currently the case. Finally, the Helen Hamlyn Centre faces the challenge that inclusive design is not 'sexy or cool' and is therefore difficult to promote and implement.

The interviews leave the impression that the organisation representatives interviewed do not really deal with or only to a very small extent with single senior accidents and senior incidents and accidents in relation to public transport. However, this may be a reflection of the specific role and remit of the organisational representatives involved in the interview which in several cases was directed towards older drivers

Regarding the driving license issue, the Optical Confederation is pressing the government to make the case to include better vision tests for older drivers in connection to the re-licensing. However, the IAM support the "no change" policy because they do not believe that there is one age at which a driver becomes unsafe or dangerous. Also, they believe the main problem is 'looked but failed to see' accidents, which are not necessarily related to vision problems. Therefore they do not think that improved vision tests will make a difference. Brake focus on ensuring that the GP's know their responsibilities in relation to patients' fitness to drive. The rest of the organisations that were interviewed did not deal with the issue.

### **A special thanks to the interviewees:**

Mark Nevin (British Optical Federation), Ed Passant (Forum of Mobility Centres), Niels Roj, Merih Kunur (Helen Hamlyn Centre), Simon Surtees-Goodall, Catriona Henderson, Nigel Dotchin (The Department for Transport), Julie Smith (The British Highways Agency), Graham Mylward (Hampshire County Council), Michelle Howard (Suffolk County Council), Ellen Booth (Brake), Neil Greig (Institute of Advanced Motorists), Surinder Bangar (KT-Equal).

## 10. Summary discussion

In this report, societal actors, collaborations and practices in the field of senior mobility and safety have been mapped in seven different European countries: Austria, the Czech Republic, Denmark, France, Spain, Sweden and United Kingdom. Besides getting a description of the collaborations and work of important actors in each country the overall aim has been to increase the knowledge of what forces may facilitate and hinder implementation of important policies or may facilitate and hinder the work and activities of different societal actors in the field.

The mappings have had two strategic starting points – the main national governmental organisations dealing with transportation and national senior organisations. Based on the results of the initial mapping, complementing interviews were made to explore some results further or to adapt the mapping to some of the unique character of each country. This means that work package 4 focuses on organisations active on the national level; however in a few cases complementary interviews with regional and local actors have been made. The main data sources have been interviews, policy documents and other documents, and web pages. The case studies of each country have been described in separate chapters earlier in this report. In this final chapter the results of the mappings of the countries are summarised, compared and discussed.

### ***National transportation policies***

In all case studies there is a short description of national transportation policies and how senior road users are incorporated in these policies. These descriptions form a context with regard to which issues are viewed as crucial in the general policies, which road user categories are highlighted and thus also give some indications on how governmental resources most likely are distributed. This is also one important context that structures some of the pre-conditions which the societal organisations are dealing with. In this report, the descriptions of the national transportation policies are however only dealt with at a surface level, by referring to the main policy(ies) document(s) or homepages, and therefore caution must be taken when comparing the descriptions between the countries. The scope of the policies which are referred also vary, from general transportation policies to more specific road safety policies. Nevertheless, the descriptions may give some indications on how senior road users are handled in national transportation policies and can be a starting point of further in-depth research on policies on senior road users.

*Austria.* The main transportation policy document in Austria, Austrian Transport Master Plan, mentions older road users in relation to accessibility and usability, i.e., barrier-free access for older road users. The description of Austrian policies also illustrates how senior road users are mentioned in different contexts and at different policy levels.

*Czech Republic.* Seniors are not mentioned in the general transportation policy goals. In the National Road Safety Strategy however, senior road users are discussed and it is put forward that even if issues of the ageing population will not hit the Czech Republic significantly until 2030, there is a need to start to prepare for the situation already.

*Denmark.* There were difficulties in finding an overall transportation policy in Denmark. Transportation issues are often treated as part of national spatial planning in Denmark. There are, however, specific policy documents on for example accessibility focusing on disability as well as traffic safety. Older road users and the issue of ageing are recognised as important in the introductory part of the national action plan for 2013-2020 published by the Road Safety Commission 2013. However, seniors are not specified as one of the ten areas of focus put forward in the document, like for example younger drivers are. Seniors are mentioned in connection to medication and in the area of pedestrians though. In the end of the document it is stated that there is a need for research on the needs of seniors in the transportation system. In the accessibility policy, older road users are mentioned together with children, people with heavy luggage and other instances of mobility impairments with regard to the accessibility policies for people with disabilities.

*France.* Disabled persons and those with reduced mobility are mentioned in relation to transport rights in the Transport Code, which consists of the policies and laws governing transportation in France. The above mentioned two road user groups are also mentioned in relation to public transport and accessibility. In the Road Code the medical conditions that are not compatible with driving are established. Age is not identified in the list as a function that requires specific interest.

*Spain.* In Spain, the Spanish Road Safety Strategy 2011-2020 identifies vulnerable road users and safe mobility in urban areas as two of six priorities. In relation to both these two issues older road users are explicitly mentioned. In relation to vulnerable road users, mobility is also mentioned, for example, “to provide safe mobility spaces for the elderly”, “to promote travel on foot as a healthy and economic mode of mobility”. Interesting to note with regard to vulnerable road users is, however, the context in which older drivers are mentioned: “to improve the monitoring of the capabilities of the elderly in their driving ability”.

*Sweden.* In the main transportation policy document in Sweden (prop 2008/09:93) disability, gender equality and children are highlighted as road user groups and issues of road users. It is also clearly stated that the conditions of public transportation, walking and cycling shall be improved. Seniors are shortly mentioned in relation to usability for persons with disabilities and public transportation, in relation to public transportation in rural areas and as one of the vulnerable groups in relation to traffic safety.

*United Kingdom.* The transportation policies at the UK Department for Transport website put forward at least three highly relevant policies for senior mobility and safety. The policy of *local transport* incorporates, for example, free bus travel for older and disabled people. The policy of accessibility focuses on disabled people, however, there are also documents focusing on seniors on best practice

examples (Dft 2012). The policy of road safety is explicated by the Strategic Framework for Road Safety (Dft 2011) which mentions the importance of car travel for senior mobility, especially for those living in areas with restricted public transport.

To summarise, generally older road users and the issue of ageing are mentioned and thus recognised as being of importance in the transportation policies in the mapped countries. However, seniors often seem to be incorporated in the categories of persons with disabilities or vulnerable road users in safety and accessibility policies and seldom as an area of focus by itself. There are also variations in how older road users are discussed in the transportation policies in the mapped countries. The road safety policies of Spain seem to have some unique features as the improvement of the monitoring of older drivers is mentioned in the context of vulnerable road users. Older drivers thus seem to be viewed as a problem for pedestrians. In contrast, the policies of United Kingdom bring forward the importance of sustaining car travel for senior mobility.

### ***National governmental organisations***

The descriptions of the work and activities of National governmental organisations are based on interviews, documents and web pages. As was the case above, caution must be taken when comparing different countries because the case studies are small and dependent on access to key persons.

*Austria.* The interviews and documents from Austria give the impression that there are several activities and a focus on senior mobility and safety among national governmental organisations. The main actor is the Federal Ministry for Traffic, Innovation and Technology (BMVIT) and it is active in policy work as well as having an important coordinating function. The ministry also works with operative activities and has recently produced fact sheets on senior road user's traffic safety, including information on differences between Austrian regions and federal states, differences between genders and age groups and between different transport mode users, information materials aimed at different ways of being mobile in old age such as walking in old age and cycling in old age. In addition, the current Austrian Federal Government has explicitly included the mobility of older road users in their working programme for the period of 2008-2013 to support usability and accessibility to public infrastructures and to support measures to inform and educate senior citizens on how to actively and safely stay mobile. The BMVIT is also responsible for the traffic safety fund (VSF) and has funded several research projects on senior mobility and safety such as Motion 55+ focusing on the mobility of the 55+ generation.

*Czech Republic.* According to the interviews and documents, the Road safety department (BESIP) at the Ministry of Transport does not consider ageing of the Czech population as a current problem. However, based on statistics they expect ageing to become a crucial problem in 2030. Nevertheless, some preliminary arrangements and activities are already in place. BESIP plans to run an education campaign for seniors and has already produced an information brochure for senior road users.

*Denmark.* In Denmark the interviews and documents leave the impression that older road users are not a prioritized group. It was difficult to find interviewees from the governmental point of view and several of the persons which were contacted explicitly claimed that their organisation did not (or no longer) work with activities related to senior mobility and safety, this includes the Ministry of Transport and the Danish Transport Authority. The Road Directorate had, until February 2012, conducted senior driving courses as well as made presentations on the safety of older road users in various contexts. These activities have finished due to lack of financial resources. However, there are still activities which could be relevant to senior road users, such as accessibility revisions of infrastructure projects and the in depth accident analysis projects, even if the focus is not on older road users.

*France.* So far, older road users do not appear to be a prioritized group within French administration even if there has been some work and discussions that relates to this group. Vulnerable road users and pedestrians are of special concern for the Delegation for Road Safety and Traffic (DSCR) for example. Older road users are considered as an important part of these broader road user groups. Disabled people are another road user group that gets a lot of attention in French administration because of the enforcement of the 2005 French law about equality of rights and opportunities, social participation and citizenship of disabled people. More recently, things seem to be about to change in the context of the preparation of a new French law about the adaptation of society to population ageing. It is also stipulated that issues of transport and urban infrastructure ought to be included in future old age policy.

*Spain.* The descriptions of the national governmental organisations in Spain illustrate that the Traffic General Directorate (DGT) have formulated policies towards senior pedestrians, drivers as well as public transport users. With regard to on-going work the interviewees mention primarily educational activities as well as work with driving licence issues.

*Sweden.* The case study of Sweden shows ambivalence in the views towards older road users. At the Swedish Transport Administration seniors are, together with children and persons with disabilities, the prioritized groups in an important strategic planning document concerning the usability in the transport system (Swedish Transport Administration 2012). However, as one interviewee declared, there are few older people issues in the document compared to issues of persons with disabilities, as there are laws, regulations and a national action plan with regards to disability and accessibility while there is a lack of similar policies and action plans focusing on seniors. Moreover, even if senior road users are mentioned as a prioritized group in the planning document, the interviewees from the Swedish Transport Administration explicitly say that there is little on-going activity focusing on older road users. Instead, the activities focusing on disability and vulnerable road users are considered as also relevant for seniors even if they are not focusing on seniors. Nevertheless, there are activities and policy work driven by other governmental organisations. There is a government commission led by the National Board of Health and Welfare aiming at developing a national action plan for actions and measures for safety promotion for older people. Traffic accidents are in this case treated in the framework of older

people's accidents (old age policy) rather than transportation. The Swedish Civil Contingencies Agency is very active with regard to single senior pedestrian accidents (falls) and have activities for municipalities as well as has recently produced an information brochure for older people themselves.

*United Kingdom.* The Department for Transport (DfT) has to select priority areas to focus on due to limited resources. At the moment older drivers are not prioritized as they do not have high fatality rates, efforts are instead directed at young male drivers. Policies and work in the areas of accessibility and sustainable transport focuses on disabled people and some of these issues can be of importance to older road users as well. Also at the Highways Agency there is at the moment little attention given to senior drivers per se due to limited resources. The general policy in the agency is, however, that older drivers ought to be supported on the road as long as it is possible with regard to safety.

To summarise, the mappings indicate that there are variations in how governmental organisations deal with senior mobility and safety. In Austria there seem to be many activities focusing on senior road users. In Denmark, as a contrast, there are very few activities and it is claimed in the interviews that activities have stopped due to lack of resources. In several countries the results indicate that there is a lack of a specific focus on seniors who are often incorporated as part of the groups of persons with disabilities/mobility impairments or vulnerable road users. With regard to single senior pedestrian accidents, the issue is highly prioritised only in Sweden.

## ***National senior organisations***

The case studies of the seven countries involved in the mapping gave different and varied results with regard to senior organisations.

*Austria.* In general, Austrian senior's organisations seem to be active in a wide variety of aspects of senior citizen's quality of life. The areas of activity cover health and health care related concerns, financial situation, including pension and retirement and social issues. Mobility and traffic safety are usually treated as a side issue. Nevertheless, there are initiatives focusing on the safe access to mobility among older road users, including information on how to use certain modes of transport, compensate for certain impairments and on how to adapt everyday life to the mobility needs in older age. These activities are usually integrated in specific funded projects where representatives of these organisations participate as experts. In Austria, there has been an emphasis on getting users involved in the development of measures improving accessibility, usability and safety of transportation. This also holds true with regard to seniors. On regional levels there are co-operations as well as guidelines on how to integrate representatives of senior road users in the planning processes of transportation.

*Czech Republic.* The case study of the Czech Republic gave the impression that senior organisations are not very active in issues of senior mobility and safety. Senior organisations usually focus on medical issues, everyday care and financial issues among others. However, in relation to education senior organisations were sometimes involved in issues of mobility and safety – usually facilitated by

the BESIP or a municipality. The role of the NGO sector is generally weak in the Czech Republic and their role is mainly supportive. They seldom work in lobbying and activities of influencing policy.

*Denmark.* In Denmark, three different types of “senior organisations” were discussed. One type was an independent council focusing on senior issues initiated by the Ministry of Social Affairs. This council consisted of members from different organisations which worked together on promoting important issues for older people in the Danish society. There had been little attention to mobility and safety issues in this organisation. The second type of organisation was the National association of senior citizen councils. In all of the 98 Danish municipalities there are senior councils which are democratically elected by the senior citizens in each municipality. With regard to mobility and safety this National association and its members aimed at improving the public transport service for senior users and focused mostly on activities at the local level. The third type of senior organisation was a NGO consisting of senior members. This organisation had both inwards activities towards its members, for example, driving refresher courses, as well as outwards activities where they try to influence stakeholders, policy, and media.

*France.* In France, there were difficulties finding representatives of senior organisations willing to participate in interviews on mobility and safety. Several efforts were made without success. Finally however one interview was conducted, with the representative of a regional committee of retired people and senior citizens, linked to a national one. One explanation for this difficulty to find representatives, which emerged in the interviews with governmental organisations and also in the interview of the representative of the regional committee, was that French national senior organisations seems not interested in issues on senior mobility and safety and when included in consultative committees they seemed mostly to follow the proposals put forward by disability organisations. The lack of interest from senior organisations was put forward by governmental organisations as a barrier in implementing and adapting measures of mobility and safety with regard to senior needs.

*Spain.* Also in Spain there were difficulties in involving representatives of senior organisations. Even if no representatives of senior organisations were obtained, an interview was in the end conducted with a representative of an organisation funding senior activities and collaborating with senior organisations. This organisation mainly dealt with informational activities such as speeches, conferences, workshops, role playing, and visits to hospitals to raise awareness of safety issues among seniors.

*Sweden.* In Sweden, the major senior organisations had a close collaboration with one NGO focusing on traffic safety, namely the National Society of Road Safety (NTF). This collaboration involved activities at national, regional as well as local levels. When NTF pushed general road safety issues, the senior organisation assisted in the activities and work of NTF. The senior organisations were thus an important *resource* in the general traffic safety work driven by NTF. The collaboration also dealt with traffic issues focusing on seniors. The information and activities were often initiated and organized nationally and then disseminated locally within the senior organisations. The future of this organized

collaboration is however unsure because NTF has lost its' funding. The major senior organisations also participate in the Governments senior council as well as senior councils in municipalities. At the Governments senior council traffic issues are seldom discussed. The lack of collaboration with the Swedish Transport Administration was viewed as problematic.

*United Kingdom.* In United Kingdom there had been a recent merger of the two largest senior organisations which could be a contributing reason to the difficulties of finding interviewees willing to participate in interviews on mobility and safety. No interview was conducted. Another reason may be a lack of involvement in traffic safety issues among senior organisations which was brought up in interviews with governmental organisations. When the Highway Agency wanted to inform seniors of changes in the Highway Code, no senior organisation was interested and willing to participate in disseminating the information among their members.

To summarise: Even if some of the results may be attributed to differences in getting access to key persons, other results seem to reflect that there are great variations in the work and activities of senior organisations in the mapped countries. In some countries such as France, the involvement of senior organisations in traffic issues seems low while in other countries such as Austria, Sweden and Denmark the involvement seem higher. In Sweden senior organisations have traditionally even been an important resource in general traffic safety work as they have had a tight collaboration with the National Society of Road Safety (NTF). These kinds of differences most probably affect the conditions for implementation of policies and measures. One important issue with regard to implementation in the field of senior mobility and safety and future research may then be how to involve and engage senior organisations in the work of senior transport mobility and safety.

## ***Barriers and facilitators***

One of the main issues in the report has been what kind of barriers and facilitators are experienced in the field. Below we have tried to categorise the main issues which have been brought forward as barriers in the mapping (see below in the table). Detailed information on the barriers (e.g., who put forward the barrier in which context) can be obtained by reading the case studies.

*Lack of economic resources* was a barrier mentioned by several interviewees in the mapped countries. There are of course limited resources in the transportation field, as in all other fields, and there will be no ideal situation where all actors will be able to do all activities they press for. However, the question of resources is also a matter of priorities in policies, action plans and regulations which affects how governmental money is distributed. As the mappings also indicate that there is in many countries a *lack of priority of older road users* in policies which may also be one explanation of the experiences of lack of resources and difficulties among the actors in getting funding for activities *focused* on senior mobility and safety. It was also mentioned that there is a danger that a single activity takes attention from other important activities or that a single activity is used as an argument that there is significant

work focusing on seniors. There is a need for a systematised battery of measures and activities directed at different issues and subgroups of older people.

There seems also sometimes to be a gap between organisations active on different societal levels. It was brought up that *EU and UN regulations* are vague and difficult to interpret at national and regional/local levels. At the same time there was sometimes *a gap between actors on national and regional/local level* which was experienced as a difficulty, especially by local actors. Some issues of transportation such as public transportation are often handled at the local level; however the local variations makes it sometimes difficult to coordinate actions and implement best practices.

One important barrier in the implementation activities in some countries seems to be *the lack of involvement of senior organisations* and difficulties in getting them interested in questions of transport mobility and safety. This means difficulties in incorporating the user perspective of seniors. The results of the mapping indicates that there are clear variations in the character and work of senior organisations in different countries and if and how they are involved in matters of mobility and safety. Moreover, it was also mentioned in the interviews that senior organisations only organise a part of the senior population and that it is important and sometimes difficult to reach seniors that are not members of senior organisations. Besides senior organisations *the lack of involvement* of a few other kinds of relevant stakeholder were briefly mentioned: insurance companies, health organisations and housing organisations.

There are also *conflicts of goals* and *conflicts between stakeholders* which are experienced as difficulties in the attempt of implementing measures for senior mobility and safety. One important conflict of goal seems to be in public transportation where goals of efficiency (fast transport, attractive for many persons, economy) can be in conflict of adapting public transportation for all passengers, including mobility impaired users. In the interviews there are stories about how urban bus drivers have decided not to stop at bus stops when they have seen that a mobility impaired person is waiting. The bus drivers have had very tight time schedules. Moreover, in the planning of transport, commuting to work and freight traffic are prioritised and are the main factors in socio economic calculations of benefits and costs. According to the interviews, the loss of work time for a commuter who has to wait one hour for transportation is often incorporated in the calculations while the cost for a non-working senior waiting is not. This means that measures improving the conditions for seniors can be neglected, such as how bus stops are planned.

Also attitudes, both of other road users and citizens generally, as well as among seniors themselves were mentioned in the interviews as a barrier for implementing relevant measures for senior road users. There seem to be stereotypes and negative images of older road users, especially older drivers, which can prevent the implementation of relevant measures. Also the attitudes of senior citizen themselves were brought up as a problem in a few interviews. In these cases the older persons were viewed as a problem and a barrier of implementation of measures as they were not attentive enough

to possible age-related declines. This latter attitude was however not so common and the general idea seems to be that society ought to be adapted to the needs of the ageing population.

The lack of research knowledge and data was also put forward as a barrier in the implementation process. Some actors thought that it is not clear what the needs of older people are and that there is a need of more research on this issue. Also a lack of clarity in the definitions of mobility and accessibility were thought to be a hindrance in implementation and evaluation of measures. There would be a need of clarifications on the concepts and generally, some interviewees thought, research knowledge is not well adapted to practitioners. The lack of detailed and structured data on senior incidents and accidents is a major barrier, as it means that there is little knowledge on the prevalence of the problem, for example, in the case of single pedestrian accidents and public transport incidents and accidents.

### **List of barriers**

<b>Barrier</b>	<b>Examples/elaboration</b>
Lack of economic and other resources	<ul style="list-style-type: none"> <li>- The financial crisis makes it difficult to get funding</li> <li>- Particularly a problem for small organisations</li> <li>- Difficult to get enough qualified staff</li> <li>- Having to rely on volunteers</li> </ul>
Lack of priority of/focus on older road users	<ul style="list-style-type: none"> <li>- Policies focus on disability and other vulnerable users but not specifically on older road users</li> <li>- The needs of older road users with mobility restrictions are believed to be covered by measures for disabled people, and healthy older road users are regarded as having the same status as any other road users</li> <li>- Single events and actions may take away attention from the problem as a whole</li> </ul>
EU and UN regulations	<ul style="list-style-type: none"> <li>- It can be difficult to take EU and UN regulations/recommendations into account because they are often very vague and difficult to interpret</li> </ul>
Gap between national and regional/local level	<ul style="list-style-type: none"> <li>- Lack of communication between bodies at national level and regional/local level</li> <li>- The design of and level of services vary from municipality to municipality/county to county. This makes it difficult to coordinate questions related to public transport on national level</li> </ul>
Lack of involvement of the users (seniors)	<ul style="list-style-type: none"> <li>- Lack of involvement of senior organisations</li> <li>- Strong representatives of seniors is lacking in contrast to handicap organisations – so senior issues are not put forward</li> <li>- Lack of interest in road safety and mobility in senior organisations. The organisations cover a wide range of topics so traffic safety and mobility is marginalised because health, social, and financial issues are prioritised</li> <li>- Senior organisations only organises a part of the senior population. Difficult to involve and reach seniors which are not members of senior organisations</li> <li>- Seniors with low social status and educational level are often not members of senior organisations and thus not represented</li> </ul>

Lack of involvement of important/relevant stakeholders	<ul style="list-style-type: none"> <li>- Insurance companies</li> <li>- Health organisations</li> <li>- Housing organisations</li> </ul>
Conflict of goals/disagreement between stakeholders	<ul style="list-style-type: none"> <li>- Goal conflicts in public transport; efficiency versus the needs of vulnerable users</li> <li>- An emphasis on commuting to work and freight traffic in public transport means that senior issues can be neglected</li> <li>- Conflict between measures by technical staff and the citizens suggestions/needs</li> <li>- The dilemma of getting the needs of seniors integrated in policies while at the same time avoiding stigmatisation</li> <li>- No basic agreement between political parties and constant change of laws with the change of governments</li> <li>- Traffic safety courses for seniors are too technical and broad and do not match the need of the seniors</li> </ul>
Negative image of older road users	<ul style="list-style-type: none"> <li>- Society can react negatively to older drivers accidents</li> <li>- Older drivers are afraid of losing their license and therefore reluctant to test their vision</li> <li>- Ageing is not seen as appealing. Inclusive design of vehicles, making them more senior friendly, is not easy to market. This makes it difficult for seniors to identify cars that are particularly suited for them</li> </ul>
Attitude of seniors	<ul style="list-style-type: none"> <li>- Lack of acknowledgement of their vulnerability among older road users</li> <li>- Lack of acknowledgement of age-related decline in driving ability</li> </ul>
Lack of knowledge/data	<ul style="list-style-type: none"> <li>- Lack of research knowledge on the mobility/accessibility needs of seniors</li> <li>- Vague and challenging definitions of accessibility and mobility</li> <li>- Difficult to quantify the social benefits of measures</li> <li>- Research knowledge is not adapted in a good way to practitioners</li> <li>- Lack of detailed and structured data on accidents</li> </ul>
Other kinds of barriers mentioned	<ul style="list-style-type: none"> <li>- No central point of information for older drivers when they need help or have questions</li> <li>- If you improve the conditions for mobility, new mobility behaviour arises and new mobility needs appear. The need of improvement never ends</li> <li>- Some seniors have difficulties with the technical development</li> <li>- Free markets do not work in the field of public transport</li> </ul>

Facilitators of implementation were not expressed as clearly as barriers in the interviews. Nevertheless our results indicate that the involvement of senior organisations can be a strong force in implementing measures as well as a general resource in the traffic safety work. In Sweden the collaborations between senior organisations and the National Society of Road Safety have proved to be very fruitful with regard to how information on traffic safety matters effectively has been spread among the members of the senior organisations as well as in the promotion of safety and mobility on the agenda within senior organisations. This example of collaboration also illustrate how senior organisations can be an important resource in general traffic safety work as the organisations has mobilised members to

do voluntary traffic safety work for the National Society of Road Safety. However, this collaboration has been less intense in recent years due to lack of funding.

Another facilitator seems to be the existence of strong coordinating actor(s) which can legitimise and mobilise other actors working with senior mobility and safety. Policies and governmental organisations seem to be important in this aspect. The case of Austria gives the impression that the Federal Ministry for Traffic, Innovation and Technology (BMVIT) is an important mobilising force. In Sweden the governmental commission on senior accidents (which also includes single pedestrian accidents) as well as the work by The Swedish Contingencies Agency seem to have put the issue of single pedestrian accidents on the agenda in the transportation sector.

### ***Single senior pedestrian accidents***

One of the interesting points in the CONSOL project has been to increase the knowledge on single senior pedestrian accidents. In WP4 the interview guide thus incorporated a specific question on if and how the organisations worked with single pedestrian accidents. The results indicate that this issue generally is not viewed as a high priority issue among the actors interviewed in the mapped countries. One clear exception is Sweden where there is a strong mobilization among several actors on single pedestrian accidents. Most of the interviewees in Sweden claimed that single pedestrian accidents or falls both indoors and outdoors are key issues in relation to senior mobility and safety. On the governmental policy level, single pedestrian accidents are treated among other senior accidents (e.g., falls indoors, motor vehicle accidents, fire accidents, drowning, violence and other criminal acts) in a government commission aiming at a national action plan for safety promotion for older people. It is important to note that single pedestrian accidents in this case are framed as an old age policy issue rather than exclusively a transportation issue. The commission is also led by an authority under the Ministry of Health and Social Affairs rather than an authority under the Ministry of Enterprise, Energy and Communications, which usually deals with transportation issues.

Among governmental organisations The Swedish Contingencies Agency (under still another ministry, the Ministry of Defence), is highly involved in issues of older people's single pedestrian accidents. Moreover, there is a high awareness of senior single pedestrian accidents among more traditional transportation actors such as the National Society of Road Safety, an important NGO in traffic safety work in Sweden. Also senior organisations view the issue to be of high importance. The issue of single pedestrian accidents also fits into the current emphasis on vulnerable road users in Swedish Transportation Policy and the traffic safety work of the Swedish Transportation Administration, even if it sometimes seems that seniors are not always recognised as a group of specific interest in this context.

The above mentioned illustrates that the issue is treated multi-sectorial in Sweden. However, this is also a challenge which is sometimes mentioned in interviews. Single pedestrian accidents are not always viewed as a transportation issue, rather as one aspect of the more general case of fall

accidents. Many important actors needed to prevent senior single pedestrian accidents are nevertheless traditional transportation actors and have to be involved. At the same time the focus with regard to fall accidents has been on indoor environments and the single pedestrian accident has frequently been left out. Single pedestrian accidents have thus often been neglected. In Sweden it seems that the work of the government commission has brought actors from different sectors together and that policy and coordination work by governmental organisations are important to overcome some of the challenges of multisectoriality.

In the other countries single senior pedestrians did not appear as a central aspect in the interviews. One barrier mentioned was the lack of accident data in this case. Nevertheless, some actors mentioned the issue as important. In Austria the issue was brought up at the local level, i.e., urban planners at the city of Vienna, illustrating important activities at the local level even if the issue were not generally highlighted at the national level. In Denmark, senior organisations brought up single pedestrian accidents as an importation issue while transportation authorities currently had few activities focusing on seniors. In the Czech Republic senior pedestrian accidents were emphasized as important, however it was unclear how the specific issue of single senior pedestrian accidents was dealt with by different actors. In United Kingdom it was stated at the governmental level that older pedestrians have been of increasing concern, however, based on the interviews there seems not to be a clear mobilisation on the issue of single pedestrian accidents incorporating the transportation sector. It is important though to note that the mappings are small in each country and the results must be read as indications which need further mapping in order to give clearer pictures of the state of affairs in the mapped countries. To summarize, single pedestrian accidents did not generally seem to be a prioritised issue in the interviews in the mapped countries. However, in Sweden we could find a strong mobilisation and collaborations of several actors on national level in the attempt of dealing with issues of single senior pedestrian accidents.

### ***Senior public transport incidents and accidents***

Senior public transport incidents and accidents is another issue which the overall CONSOL project has highlighted. This issue was therefore also brought up in the interview guide in WP 4 specifically. The results of the interviews leave the impression that the activities and work done is fragmented rather than systematic. Often the issue is not viewed as central and the lack of systematic data on incidents and accidents is regarded as a main barrier in a similar way as is the case with senior single pedestrian accidents. There are still a few activities which are worth mentioning. In Czech Republic, the transportation authority currently tries to collect data on typical senior problems in public transport vehicles in order to incorporate the results in a major campaign on senior mobility issues. In Denmark, senior organisations have communicated directly with public transport companies in order to improve the conditions for senior travellers. There is also a discussion in the senior council's board on developing a codex of good bus driving practices. In Spain, interviews with local authorities show that they work on improving conditions for seniors in public transportation, once more showing the

importance of local organisations and authorities in this context. In Sweden, the door-to-door perspective, common in accessibility discussions, has been put forward also in the context of traffic safety. Many accidents occur during modal changes at transit places and when rapidly getting on and off vehicles. To summarise, the issue of senior public transport incidents and accidents seems generally not to be a key issue in the mapped countries even if there are some efforts and activities done.

### ***Driving licence issues and seniors***

Driving licence issues were also brought up in the interview guides as a specific topic. The results on this matter show that it is a both complex and sensitive topic. Some interviewees among the authorities even explicitly highlighted the sensitiveness of the topic and were reluctant to talk about it, i.e., mandatory assessments at a certain age. The results are thus somewhat difficult to interpret. To get a detailed overview of driving licence practices with regard to age in European countries we want to refer to the task 5.1 in this project of CONSOL. In the summarising section below we can only pinpoint a few results from the interviews.

First, there seems to be variations in the overall views on older drivers and in what ways they are considered to be of concern to traffic safety. Not surprising perhaps, these variations seem to follow the traditions and practices in the respective country with regard to fitness to drive. For example, in countries such as Spain (regular medical check-ups for all drivers) and Czech Republic (medical check-ups from 60 years) with restrictive policies, several interviewees seemed to view these assessments as necessary and viewed older drivers as a safety problem. In contrast, in for example United Kingdom and Sweden, where there are no mandatory medical check-ups of older drivers, interviewees among the authorities clearly expressed that older drivers as a general population are not a safety problem and they did not view age per se as a relevant criteria for procedures to check for fitness to drive either.

In France, there has been a discussion on implementing mandatory check-ups after a highly debated accident involving an older driver where 5 firemen were killed on a motorway. It was even decided at Minister's level, in 2002, to establish a mandatory medical examination after the age of 75. However, the responsible authority, The Delegation for Road Safety and Traffic, did not view these kinds of check-ups as efficient and it was instead decided that general practitioners have to be more involved in the issue of fitness to drive. This is an example of how public opinion can be involved in or influence issues of senior driving.

One clear result in the interviews was also that senior organisations generally were against or critical towards existing mandatory assessments of older drivers. This practice was even called discrimination in some interviews. In Denmark, there was a consensus in all three senior organisations which were interviewed that the age limit of 70 for license renewal in Denmark should be raised if not removed. The organisations tried to raise awareness of the issue in the media, wrote letters to the Ministry of

Justice and they collected scientific knowledge to back up their argumentation. In Czech Republic the senior council, which generally was not so involved in transportation issues, had nevertheless collaborated with other NGO's in an effort to raise the limit of regular medical controls from 60 to 65 (will be changed 1.1.2014). In Sweden, where there are no mandatory general medical check-ups, the two senior organisations involved in interviews still claimed that they were strictly against any mandatory assessments of older drivers.

Second, the issue of fitness to drive is broad and several practices, beside the controversial measure of mandatory assessments, were brought up in the interviews. There seem to be many different kinds of on-going activities. Important ways to deal with fitness to drive were information, workshops, training and education. These activities could be directed towards older people themselves. In Austria, for example, The Federal Ministry for Traffic, Innovation and Technology (BMVIT) had initiated workshops for seniors to assess their mobility behaviour and inform them about both relevant factors for fitness to drive as well as measures which can help them maintaining their level of mobility. In Sweden, senior organisations regularly organised traffic education and traffic courses for their members. One important question in these educations was fitness to drive. In United Kingdom, county councils had so called driver's schemes where the aims were to provide feedback to older drivers on their driving skills as well as refreshing their knowledge. Workshops could also be directed at relevant stakeholders (including senior organisations) as in the case of Austria in order to discuss the issue of fitness to drive and how to deal with it.

Many interviewees emphasised the importance of driving for older people and that prolonged driving could be essential for their mobility. In this context the opportunities of a graduated licence were put forward i.e., the possibility of adjusting the validity of the driving licence according to the driver's health, for example, no night time driving, only at a certain distance from the home and no driving on highways. Physicians were also viewed as an important group to get involved in the practises of fitness to drive. In Austria, there was a project with the Austrian medical association to help informing older car drivers about the possible negative effects of certain medications on fitness to drive. Of special importance in this project were family physicians and general physicians as these professionals have direct access to affected older drivers and have access to relevant medical background information. Self-assessment aids and tests were also brought up as important in the interviews.

To summarise, the interviews show that there are many on-going activities with regard to fitness to drive and driving licence issues. It is also stressed among some interviewees that focus should not be on age, but rather on health. The impression from the interviews is that the practice of mandatory assessments of older drivers is highly controversial.

## ***Concluding remarks***

Senior road users are recognised as a road user group of importance in most of the mapped countries. In the main national governmental transportation policies, issues of seniors were usually treated as an aspect of other broader road user categories: persons with disabilities/mobility impairments and vulnerable road users. In many cases this may be a fruitful way of organising work and resources in a field of many different competing issues. However, this also means there is a need of complementary policies and work where different issues of senior road users are brought together and integrated. Otherwise, we believe, there is a clear risk that important questions and needs of the older population will be neglected. The mappings in this report indicate that there is currently in some countries a lack of this other kind of focus on seniors which can be viewed as one barrier to systematic and effective work aiming at improving senior mobility and safety.

A focus on seniors makes it possible to take everyday life perspectives into account. In everyday life, we use many modes of transportation and change between them. It is thus important to understand the *patterns of use* of transport in order to understand the overall mobility and safety of different groups of road users (see e.g., the report of work package 1 in the CONSOL project for segmentation of older road users). A lack of focus on seniors means that knowledge and measures on different modes of senior transportation may not be related to each other as well as there will be few efforts of integrative approaches of the role of transportation in everyday life for seniors.

Another general important result in the mappings which ought to be highlighted is the variation of the involvement and work of senior organisations. In some countries national senior organisations seem inactive with regard to transportation issues. This is of course a problem concerning the implementation of measures, as well as the incorporation of the user perspective in the planning and forming of the transportation system. There is a clear need to explore these results further in research.

There are variations in how the mapped countries deal with the driving licence issues. In some countries there are mandatory assessments at old age, in others not. On which grounds are the different kinds of practices implemented? For example, there is little support in scientific literature for the effectiveness of mandatory assessments of older drivers, but still it is implemented. Why? In order to get a better understanding of this matter we urge that there is a need for in-depth research focusing on policies, politics and actors focusing on driving licence issues in order to understand the implementation of practices.

One remaining question of the mappings is also how the policies and activities on national level relate to the international level as well as regional/local levels. This report has focused on the national level and thus largely left out issues of other societal levels. Nevertheless, the mappings indicate that some issues are experienced to be difficult to work with on a national level, for example, incidents in public transportation, due to local variations. Also, sometimes there seems to be a gap between the national level and the local level where local actors can be frustrated by the lack of guidance or conflicting



recommendations from the national level. These kinds of issues also need further research in order to increase the knowledge on implementation processes and how policies and activities on different levels can be formed to strengthen each other.

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