What Do You Do When Your Car Won’t Take You Where You Want To Go?

Transportation Issues Affecting Older Adults in Orange County, Florida

Prepared by the Winter Park Health Foundation

REPORT TO THE COMMUNITY MAY 2005
Message to Community

We are living on the cusp of a major societal demographic shift. The Baby Boomer generation begins to turn 65 in about five years. This generation has changed things from birth, particularly when it comes to public and private services. With the arrival of the Boomers, more pediatricians were needed, new schools had to be built, all types of consumable product manufacturing geared up, home building ballooned, how people work changed and continues to evolve. The focus of health and social services is shifting from primarily intervention to giving attention and value to prevention. These shifts are not occurring quickly. In fact, until recently, changes to supportive community social and health systems were almost imperceptible. But as the demographic tipping point grows ever nearer there is an increased urgency to be prepared.

Dr. Douglas Beach, Chief Executive Officer for the Senior Resource Alliance in Central Florida, talks about four outcomes needed for an older adult service delivery system redesign to succeed.

1. A system must be client centered—all resources must be designed and offered in a manner that is accessible to all, and consistent with the manner in which people will actually utilize them.

2. It is important to accept that this is not a perfect world—change is inevitable and providers, payors, planners, and consumers have to adapt and respond to impending changes.

3. As the demographics shift, the goal must be to increase the number of those in the “Well Majority” and decrease the number in the “Frail Fraction.” Ninety percent of older adults fall into the “Well Majority”
category, 6% use, or are in need of, community-based long-term care services, and 4% percent are residing in assisted living and skilled nursing settings. This combined 10% makes up the "Frail Fraction" category.

4. The new system requires entry through a consistently reliable information and referral network, emphasis on prevention, early intervention and easily accessible and reliable services that blend and respond to social and health needs.

The key to success is mobility, and the keys to mobility for older adults are providing transportation alternatives they can use when driving is no longer an option. What good are excellent social and health resources if people cannot access them?

The health and well-being of older adults is one of four focus areas established by the Winter Park Health Foundation (WPHF). More specifically, the overall goal for its Older Adults projects is “To create the healthiest elders in the U.S. by promoting physical and mental health and well-being through an elder friendly environment.” The objectives are; “To optimize physical and mental health and well-being, and “To promote social and civic engagement.” As the Foundation sought to help develop and support programs to meet these objectives, it became apparent that they couldn’t be met until transportation needs were addressed. This was the 800-pound gorilla blocking the success of almost every initiative designed to improve the health and well-being of older people in the community.

Where do you begin? Transportation is an issue complicated by geography, fragmented planning and coordination of public and private endeavors, eligibility criteria and limited availability. Traditionally, people would just throw up their hands in frustration. It was apparent that no one entity was willing to tackle this issue in its entirety. The WPHF set upon a plan in 2004 that included creating an environment and potential infrastructure to support the development of a recommended transportation plan. This plan will address the many needs of those who require transportation assistance. It will include publicly-funded as well as fee-for-service alternatives.

This report to the community serves as the foundation for the development of that plan. It includes background information on national, state and local trends and issues, a review of available options, and recommendations for next steps as endorsed by the community Elder Transportation Council.

We would like to acknowledge Fran Carlin-Rogers, primary author, for her expertise, diligence and dedication to the safety of older adults everywhere and to Dr. Beach and Brenda Reff of the Senior Resource Alliance, as well as the SRA Board and Advisory Council, for their commitment to the safety and well-being of older adults in our community. In addition, the Orange County Commission on Aging is to be commended for its recognition that there must
BACKGROUND

Americans enjoy a high level of mobility and depend to a large degree on use of the private automobile. Current findings of Federal research show that more seniors are driving, they are driving far more miles than ever and are driving at older ages.

Use of the private automobile accounts for 90% of all trips taken across all age groups according to the 2001 National Household Transportation Survey (Bureau of Transportation Statistics, Department of Transportation). Non-drivers (passengers) take far fewer trips than drivers in all age groups. For example, in the 85+ age group, drivers take an average of about 3 trips per day, as compared to 1 trip per day for non-drivers. Use of public transportation is very low, between 1% and 2%. The conversion rate from driving to use of public transit is 1%. Walking trips constitute less than 9% of all trips for Americans of all ages.

Our dependence on the automobile in Orange County was also demonstrated in the results of the 2004 AdvantAge Initiative survey. The survey of 610 randomly selected Orange County adults, age 65 and over, was designed to determine how well the community provides for the needs of older adults in Central Florida. The results and 33 key recommendations are summarized in "AdvantAge Initiative: Report to the Community." (It can be found at www.wphf.org) In it, 75% of the respondents indicated the most frequently used means of transportation is driving a car. This figure is 19% higher than the cross community average (nine other communities across the country performed similar AdvantAge Initiative surveys) and only 2% lower than the highest community studied, and it does not address the question of driving ability. Riding in a car accounts for an additional 20% of
transportation issues affecting Orange County is not a valid predictor of driving performance, but it is a marker of increased levels of risk to the driver. The central issue is an individual's functional ability to perform the very complicated task of driving safely.

Changes in driver abilities can often improve with reeducation and from remediation of medical, vision or other physical changes. Cognitive impairments present special challenges for drivers, pedestrians and users of public transportation services.

As our citizens live longer, we are faced with a new dynamic. In Florida in 2005, there are 4.67 million drivers who are 55 years or older. This represents 31% of the licensed drivers in the State. We know that normal age-related changes in physical condition can impact our ability to drive. Chronic diseases such as heart disease, stroke, diabetes, certain neurologic disorders, depression, dementia as well as use of certain medications, can have a direct effect on an individual's ability to drive safely. Age alone is not a valid predictor of driving performance, but it is a marker of increased levels of risk to the driver. The central issue is an individual's functional ability to perform the very complicated task of driving safely.

Changes in driver abilities can often improve with reeducation and from remediation of medical, vision or other physical changes. Cognitive impairments present special challenges for drivers, pedestrians and users of public transportation services.

The commonly held belief that senior drivers present a significant risk to others is not supported by research findings. To the contrary, as shown in Chart 1, seniors who are involved in a crash are much more likely to be seriously injured or to die, than is the case for younger cohorts.

Chart 2 demonstrates that the senior age groups are the only age groups nationally which have not seen a decline in fatalities over a twenty year period.

**Chart 1**

*Driver Fatality Rates (per 100 million Vehicle Miles Traveled)*

![Graph showing driver fatality rates by age group.](source: Crash Data and Rates for Age-Sex Groups of Drivers, 1996 (NHTSA Research Note))
As drivers, passengers or pedestrians, older people are far more fragile than younger people. This is exemplified by their fatality rates in crashes (Department of Transportation: Safe Mobility for a Maturing Society: Challenges & Opportunities).

As we rely so exclusively on the private automobile for our transportation needs, we are also reliant upon safe roadways and vehicle design, which has direct impact on safe journeys. The Federal Highway Administration and the U.S. Department of Transportation have developed highway design standards as well as guidelines and recommendations for older drivers and pedestrians. The criterion measure for inclusion of these recommendations is that a particular action must benefit all roadway users in addition to seniors. The guidelines are just that. States and local communities have discretion as to how many or how few of the recommendations to implement.

The availability and affordability of transportation alternatives and choices is critical to consider, as we endeavor to develop a transportation system that meets the needs of older Americans, their families and the rest of society. Better resources for information are needed to educate the public about safe mobility issues, how to recognize an unsafe driver and to empower professionals to address transportation needs with their clients. Most of all, communities must begin to develop new and innovative ways of providing a richer menu of transportation choices at all levels.

Key Issues Regarding Transition from Driving

Chart 3
The Changes of Life: Mobility Choices

Changing Mobility Choices

Reliance on Private Automobile for Mobility
Personal Attention to Changes in Driving Abilities
Family and/or Professional Intervention
Transition for Driving Planning/Mobility Counseling
Use of Transportation Alternatives

Carlin Rogers Consulting, 2004

It is a given that:

- As a society, Americans have an overwhelming reliance on the private automobile.
- That some seniors outlive their ability to safely operate a motor vehicle.
- Few of us, when given an option, will choose to use public transportation.

- That the onset of chronic medical conditions and diseases in mid life put some drivers at significant risk of crash and death.

Chart 3 is used to demonstrate the various stages an individual goes through when he or she begins to deal with changes in their mobility choices. For purposes of this discussion, and given our heavy reliance on driving our own automobiles, this focuses on transitioning away from driving and toward transportation alternatives. These may include becoming a passenger in one's own vehicle, shared or individual rides for hire, rides from friends, volunteers or personal assistants, walking or the use of a bicycle or other more creative modes of transportation.

The goals in educating drivers who face the possibility of transitioning away from driving are to:

- Provide individuals of all ages with the opportunity for safe mobility for life
• To enable seniors to stay connected in their community and to age in place

These goals are consistent across all ages and all stages of life.

Reliance on Transportation Alternatives

Recently published data (Foley) from the National Institutes on Aging demonstrates that, on average, both men and women at age 70 will drive for another 11 years. At the point that they cease driving, women will need other types of transportation for an additional 10 years and men for more than 7 years. It is expected that this “transportation gap” will grow as life expectancy increases.

It is clear that the availability of suitable forms of alternative transportation is a critical component for a mobile and aging society such as ours.

Federal Government and National Association Initiatives

• The federal government, through its offices in the Department of Transportation, has been proactive in its attempt to deal with the multifaceted aspects of mobility issues. Much attention has been given to the many issues surrounding at-risk driving behaviors, recognition of warning signs, and driver skill assessment methodologies. The availability of a range of transportation alternatives in a community is a linchpin, which is essential to avoiding social isolation, depression and the onset of medical complications and/or precipitating a need to move from one's home to a facility where supportive services such as transportation are provided. Pedestrian and bicycle safety play an important role as well.

• The National Highway Traffic Safety Administration has developed research-based strategies to deal with many aspects of transportation, including human factors and alternative transportation services. The national research agenda is developed by the priorities identified collaboratively by the Transportation Research Board and its work groups and committees. This effort is part of the National Academies of Sciences.

• Focus groups were held at several locations across the country in 1999 (including two in Florida) to solicit broad input into what has become the national mobility plan. The report, “Safe Mobility for a Maturing Society: Challenges & Opportunities” was released in January, 2004. The focus of efforts supports the notion of “Safe Mobility for Life” with all of its interlocking elements.
• The special transportation challenge of rural communities is an area of focus.

• The Federal Transit Administration recently announced a program entitled "United We Ride: Building the Fully Coordinated Human Service Transportation System." This includes a self-assessment kit for communities and states.

• Efforts to develop social marketing campaigns around the issue of driving cessation are underway. A recently concluded American Society on Aging pilot project, Older Driver Public Information Project, used five sites across the United States, including the Area Agency on Aging of Pasco/Pinellas (St. Petersburg, FL) and a control site at the Senior Resource Alliance here in Orlando, to test the attitudes of older persons regarding driving cessation issues and transition to alternative forms of transportation.

• The American Medical Association has released guidelines for physicians to use to encourage their members to begin addressing transportation and driving issues with patients. Education tools for patients and families are included.

• Several national professional associations are addressing driving and transportation issues as a matter of policy. For example, the American Occupational Therapy Association is developing strategies to encourage more of their members to become certified in driver rehabilitation and vehicle adaptations.

• Collaboration among AARP, the Automobile Association, the American Occupational Therapy Association and the American Society on Aging has resulted in the development of a project called CarFit®. This program is designed to check the safety and positioning of a senior in his or her vehicle. The program is in the pilot phase. AARP has increased its focus on mobility options for seniors to compliment its long-standing and strong presence with driver safety education. Sponsorship of the pilot program CarFit® is an example of one of the new initiatives to address the many mobility needs of seniors.

• AARP recognizes the critical nature of mobility needs of older adults, including alternatives to driving. It has released a five-year action agenda, entitled "Enhancing Mobility Options for Older Americans."

• The American Society on Aging and the National Highway Traffic Safety Administration have created an expert speakers bureau to implement a program called DriveWell, which helps deliver information about safe mobility for seniors into the hands of community service providers who work with seniors. Florida is fortunate to have two of the 16 national experts in our state.
- The Automobile Association has released a consumer CD ROM called “Roadwise Review” which is intended to provide a tool for seniors to check driving abilities in the privacy and comfort of their own home.

- Easter Seals has developed a program called Transportation Solutions for Caregivers which provides a toolkit for families and volunteer transportation services. This program is in its pilot phase. Easter Seals and the Beverly Foundation have also developed a template for community planners called Senior Transportation Options Template which is designed to help communities identify existing resources and gaps.

- The American Association of Motor Vehicle Administrators has created and piloted a program called GrandDriver, which provides information about aging and driving.

### Best Practices Models of Alternative Transportation Programs

These programs are all recognized as national models in transportation innovation: Each has been an award winner.

#### Senior Transportation Program (Jacksonville, Florida)

**Sponsoring Agency:** City of Jacksonville/Community Services Department  
**Contact Information:** Larry Dixon  
**Web Address:** n/a

**Description:** Door-to-door transportation service to 5,000 “units of service” for seniors per week. Trips include grocery shopping, malls, special events, medical appointments and congregate meal sites. Donations are accepted. A client assessment process is used to collect data. A benchmarking process has been completed.

**Funding and Sustainability:** Public funding from the City of Jacksonville general revenue and ridership fees.

**Comments:** The Department of Elder Affairs has recognized this program as a Best Practice model.

#### Lauderhill Transportation System (Lauderhill, Florida)

**Sponsoring Agency:** City of Lauderhill, Florida  
**Contact Information:** 954-717-1519  
**Web Address:** http://www.lauderhill.net/comm_strans.html

**Description:** On-demand senior transportation service which helps elderly and disabled residents gain access to local shopping, medical appointments, banking and senior programs. On-demand service is provided to four cities: Tamarac, Sunrise, Plantation and Fort Lauderdale. Appointments are requested two weeks in advance for the on-demand service for seniors, but the program may be able to accommodate trips requested one...
Transportation issues affecting Orange County

day ahead if space allows. Clients enroll for services. Free bus service is provided for all by the City of Lauderhill. Services for seniors are provided in 20-person vans. Bus service is also provided for children's programs utilizing full-size buses.

**Funding and Sustainability:**
Ridership charges are $1 each way. Program operates with city funding and also applies for grants. Service has been in place for 20 years.

**Comments:** Recognized by the Beverly Foundation and AAA Foundation for Traffic Safety as an award-winning Supplemental Transportation Program for Seniors (STPs) in 2001.

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**Independent Transportation Network (Portland, Maine)**

**Sponsoring Agency:** Independent Transportation Network (ITN) of America

**Contact Information:** Katherine Freund 207-854-0505

**Web Address:** www.itninc.org

**Description:** ITN is a non-profit transportation service for seniors and people with visual impairments. It is a model for consumer-oriented, community-based, senior transit. It also services individuals who are visually impaired, but is specifically designed to meet the special needs of seniors. Without sacrificing the comfort and convenience of the private automobile, ITN incorporates the efficiency of mass transit through shared rides if requested and advance planning. Automobiles are used by paid and volunteer drivers who provide door-to-door service, seven days a week, and 24 hours a day. Service is provided within a defined 15 mile radius.

**Funding and Sustainability:**
People who use the service open accounts and pay for their rides by the mile. Members fund their transportation accounts through monetary or vehicle donation, volunteer hours, gift donations from friends or family. Corporate sponsorships are actively pursued by the organization. Sustainability is reliant upon membership size and operating efficiencies, including use of volunteer drivers. A broad base of community support is required.

**Comments:** ITN has been in business for 10 years and is currently operating in the black. It has applied for a Federal Transit Administration planning grant to begin to establish a "nationally affiliated, economically sustainable, community based non-profit transportation service for the aging population." It is recognized for its community connectivity, valuation of freedom of choice and innovative partnerships. It does not compete with government funded transportation services.

**Community Association for Rural Transportation (CART) (Rockingham, Virginia)**

**Sponsoring Agency:** as above

**Contact Information:** Kimberly Hall 540-432-8646

**Web Address:** www.ridecart.org

**Description:** Provides subsidized medical and non-medical transportation to elders, persons with disabilities and those at or below the poverty level in Rockingham, VA. Trips are provided by volunteers in their own vehicles. Contracts are in place with taxi companies.
to augment services. Non-medical trips are limited to four one-way trips. Clients are certified to receive services.

**Funding and Sustainability:** Grant subsidized with sliding scale co-pay of $4-$18 per one-way trip. Sliding fees scale based on mileage. Funding sources include local foundations, individual and business donations, local, state and federal funding and the United Way.

**Comments:** Recipient of Community Transportation Association of America/Easter Seals Project Action planning grant. This is also a nationally-recognized innovation program by the Transportation Research Board of the National Academies of Science work group on rural transportation.

**PasRide (Pasadena Area Seniors Ride) (Pasadena, California)**

*Sponsoring Agency: Beverly Foundation*

*Contact Information: 626-792-2292*

*Web Address: www.seniordrivers.org/STPs/PasRide.cfm*

**Description:** PasRide was developed by the Beverly Foundation as a low cost, low maintenance model for supplemental transportation for seniors (STPs). After an 18-month pilot was completed, the program was transferred to Intervale Senior Services as its permanent home. The pilot was one element of a 3-year partnership project by Beverly Foundation and AAA Foundation for Traffic Safety. This program is considered to be a real world incubator for smaller supplemental transportation programs for seniors (STPs) fitting the "low cost low maintenance" model.

**Funding and Sustainability:** Program developed as a pilot test. No rider fees (included in "lessons learned" as a policy position).

**Comments:** Start-up funding was provided by the two foundations mentioned. Mileage reimbursement for volunteer drivers, insurance and program coordination were accomplished with a $20,000 annual budget. Beverly Foundation is currently developing a new model called "Volunteer Friends" which will include a turnkey kit for communities considering volunteer driver programs: information should be available in summer, 2005.

**Seniors Resource Center (Denver, Colorado)**

*Sponsoring Agency: same; non-profit*

*Contact Information: 303-235-6972*

*Web Address: www.srcaging.org*

**Description:** Non-profit organization serving metropolitan Denver area. It provides six basic supportive services, including transportation needs. It provides services through brokerage, direct service and program development. It brokers the transportation services of ten vendors and provides its own direct services. Rides are provided 24/7 with one point of contact number.

**Funding and Sustainability:** Blend of local municipality, county, federal funding and local foundations. Client fees are kept very low/donation level. Program has been in operation for 27 years.
Many Approaches Are Needed

There are many community solutions to meet the transportation needs of non-driving seniors. Just as travel requirements vary greatly from one individual to another, community mobility options differ from town to town.

Churches and synagogues, senior centers, service providers, neighbors and friends, as well as community leaders and elected officials and seniors themselves, are all key to identification of the particular needs of their community and their citizens.

Innovative local solutions, such as the faith-based Community Care Teams model in Orange County, are designed to help the elderly, frail, ill, injured and those who are alone without access to services such as transportation to medical appointments and other necessary errands. Using a model infrastructure, faith communities and other organizations launch their own volunteer programs to help meet the needs of their members and neighbors.

The Volunteers in Motion program in Brevard County, which joins together volunteer drivers and County vehicle resources, is an important example of the type of community-based programs which provide important services to seniors.
Profile of Florida’s Mobility-Related Issues

A) Demographics:
- In 2005, there were a total of 15,007,005 licensed drivers in the State of Florida, with 4.6 million Florida drivers 55 years of age or older.
- In 2004, the Florida Estimating Conference projected that we had 435,263 of citizens with probable Alzheimer's disease. An ultra-conservative projection that perhaps 20% of those individuals may still be driving, leads us to believe that as many as 87,000 may be active drivers. This does not include the many individuals with mild cognitive impairment who may not yet be diagnosed and who are actively engaged in their community activities, despite cognitive changes beginning to show. This is significant because these drivers are at the highest risk of a crash and have unique requirements (e.g., escort/companionship) as users of public transit services.

B) Infrastructure:
- The Road Information Program (TRIP), a national non-profit transportation research group, released a report in July of 2003 listing Florida as leading the nation in the number of older drivers (age 70 and above) killed in traffic crashes, with 268 deaths in 2001. They noted a 27% increase nationally in the number of older drivers killed in crashes. In Florida, older driver fatalities increased by 70% during the same ten year study period.
- Florida is the only state in the nation that has a legislative mandate which establishes a coordinated transportation system with a focus on the utilization of paratransit services. The responsibility for this function sits with the Commission for Transportation Disadvantaged (CTD), as codified in Ch 427, F.S. All public monies associated with transportation services for the elderly and disabled are mandated to go through this coordination system for transportation disadvantaged. All of these services have both income and functional ability eligibility criteria.
- A distinction is made between fixed route and paratransit bus systems. There is a toll-free number established to connect seniors with available services in their area (1-800-983-2435).
- The Florida Department of Transportation has been proactive in implementing the Federal Highway Design Handbook for seniors and the related guidelines. Strategies like redundant signage in critical locations, lettering size, highway marking styles, cuts in curbs, left turn lanes and traffic arrow indicators, help older drivers as well as every user. Many communities are actively
adding sidewalks and bicycle paths to their neighborhoods and in new construction.

• Florida Department of Highway Safety and Motor Vehicles has a well-established program called Transportation Lifetime Choices (TLC) which provides tips on driving safely for longer.

• The Department of Elder Affairs has a well-recognized program called Communities for a Lifetime which encourages communities to begin assessing those aspects of the community that impact the quality of life for all citizens. The adequacy of transportation services is certainly included.

C) Legislation

• In the 2003 session of the Florida Legislature, SB 52 sponsored by Senator Stephen Wise (Jacksonville) and Representative Irving Slosberg (West Palm Beach), required proof of compliance with vision standards at the time of license renewal, for drivers over the age of 79.

The new law created the Florida At-Risk Driver Advisory Council within the Department of Highway Safety and Motor Vehicles. Additionally, it required the Department to conduct a study of the effects of aging on driving. This report was presented to the Legislature in February 2004. The report, “The Effects of Aging on Driving Ability” included four areas of concentration: prevention, education and early recognition of at-risk drivers; assessments; remediation, rehabilitation and adaptation of alternatives and accommodations for transportation. One of the major recommendations made was to increase assessment, remediation and alternative transportation services.

D) Program Development

• In cooperation with the National Highway Traffic Safety Administration, the Florida Department of Transportation and the Department of Highway Safety and Motor Vehicles, four pilot sites for Florida Senior Safety Resource Centers have been established in St. Petersburg, Boca Raton, Miami and Orlando. Locally, the program is located at the Senior Resource Alliance. The purpose of the Centers is to conduct community education, driver skill assessments and to provide mobility counseling, all in an effort to support “safe mobility for life”.

• The Senior Resource Alliance Driver Safety Program also includes a comprehensive driver skill assessment utilizing the DriveABLE system.

• Currently, there are 11 Occupational Therapists in the State who have the certification to conduct driver assessment and to provide remediation training.

E) Communities for a Lifetime

In addition to these specific actions by the aging network, nine Orange County communities have become involved in the Communities for
Central Florida is recognized as an innovative community and therefore an excellent partner for pilot programs and new strategies regarding senior transportation. There are few communities which can point to as much focus and concern and collaboration about transportation services for seniors. Yet, there is still much work to be done to begin to meet the needs today and in our future.

The Transit Situation in Orange County

A) Driver Demographics:

As of January 1, 2005, there were 827,479 licensed drivers in Orange County. Drivers 55 years of age or older represent 20.6% of the licensed population. The age breakdown for drivers at or over the age of 55 years of age is as follows:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Number</th>
</tr>
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<tbody>
<tr>
<td>55-64</td>
<td>89,962</td>
</tr>
<tr>
<td>65-74</td>
<td>47,364</td>
</tr>
<tr>
<td>75-84</td>
<td>26,919</td>
</tr>
<tr>
<td>85+</td>
<td>6,318</td>
</tr>
</tbody>
</table>

Total, Orange County Senior Drivers 170,563

Source: Florida Department of Highway Safety and Motor Vehicles

In comparing this data to 2002 (last available reporting period), it is interesting to note that, for Orange County, the total number of drivers has increased almost 2%. For the 55+ cohorts as a group, there has been a 1% increase. There has been a 6% increase for the 55-64 year old group, however, the number of licensed drivers for the 65-74, the 75-84 and the 85+ group has decreased over 3 years earlier.

From another data source, the Department of Elder Affairs, we know that the total number of licensed drivers in Orange County who are 60 years or older, has increased 3.24% in one year, between 2004 and 2005. This would suggest that the population of seniors who are licensed drivers has increased.

On a statewide level, we are able to compare the total number of 55+ drivers between 2001 and 2005. In
this view, we know that the total number of senior drivers decreased 12.5%. While conclusions cannot at present be drawn as to the reasons for such a shift, it does raise questions regarding trends.

Driver statistics have been used, rather than population data, to bring focus on the individuals for whom transportation issues may at some point present new service requirements.

B) Transportation Disadvantaged Services: In Orange County, Access Lynx serves as the Coordinated Transportation System provider. These paratransit services have eligibility criteria and require an application.

C) Growth Impact Study: In May of 1999, a Transportation Alternatives Study was undertaken collaboratively between Orange and Lake Counties to assess growth impact. This study included a growth management plan for the areas affected.

D) MetroPlan Orlando: This is the planning agency responsible for transportation planning in the county. The Metroplan 2002/2003 Annual Report states the Agency's "staunch backing this year (2002) to the redesignation of Lynx as the Community Transportation Coordinator (CTC) for paratransit services in Orange, Osceola and Seminole counties..." In March, 2003, the Commission on Transportation Disadvantaged appointed a subcommittee to oversee Access Lynx operations...” The 2020 Long Range Transportation Plan includes 21 Vision Goals which focus heavily on roadway and multi-modal transportation systems. It does include as one of the goals an interconnected network of sidewalks, bicycle ways and trails.

E) The Area Plan on Aging: This is developed by the Senior Resource Alliance and contains components regarding the transportation needs of seniors.

F) Orange County Commission on Aging (OCCOA): In previous recommendations: The Interim Orange County Commission of Aging issued a report on Housing and Transportation in November, 2000 including improvements in the now Access Lynx door-to-door services. It found that there is an underutilization of existing community resources (local non-profits, the faith community, etc) and of volunteer transportation programs such as the Volunteers in Motion program in Brevard county. The 2004-2005 OCCOA Strategic Plan includes goals to

1. Identify building blocks of an elder-friendly community, and determine whether select communities in Orange County have these building blocks.

2. Create community-wide approaches to build elder-friendly roads, and increase safety of at-risk drivers.
Central Florida is Proactive

Central Florida has a strong record of initiating programs to increase transportation options for seniors. In the late 1990s, a shared cost program, the Volunteers in Motion van service, was started in collaboration with Brevard County housing resources. This program uses county vehicles and volunteer drivers. Late in the decade, the Senior Tran program began to service the senior towers in downtown Orlando. This program is supported by the City of Orlando and the Senior Resource Alliance and includes ridership fees. This program continues in downtown Orlando.

Comprehensive driver safety services, including community education, driver skill assessment and mobility counseling, are provided by the Senior Resource Alliance. This program is offered in collaboration with a statewide network of centers supporting seniors’ needs for safe mobility.

The AARP Driver Safety Program has taught older drivers about defensive driving techniques, age-related cognitive and physical changes which can affect driving and how to adjust driving and their vehicle in response.

The Community, with leadership from the Winter Park Health Foundation and others, has held or participated in several important policy initiatives which have been instrumental in advancing awareness of these issues and in bringing visibility and support at a critical time. See Chart 4. Specific policy forums include:

G) 2000: The Orange County Interim Commission on Aging report included recommendations related to transportation needs.

H) 2003: The AdvantAge Initiative survey, conducted with support from the Winter Park Health Foundation and in collaboration with the Senior Resource Alliance, Delta Leadership Council and the Orange County Commission on Aging, included questions regarding transportation patterns and needs of seniors. Comparative information with nine other participating US cities was available.

I) 2003: The post AdvantAge survey “Frame the Issues” workshops included a special session on transportation. This forum gave key stakeholders an opportunity to learn about survey results and to evaluate information and to make recommendations for next steps.

J) 2003: The Senior Resource Alliance was chosen by the American Society on Aging and the National Highway Traffic Safety Administration as one of seven cities to participate in the national Older Driver Social Marketing Survey. Critical information was learned about seniors’ attitudes toward driving, concerns about using various transportation options and their
frequency of conversations when they are faced with these life-changing transitions from driving to alternatives to the automobile.

K) 2004: The Winter Park Health Foundation sponsored a community planning summit on transportation which resulted in specific recommendations for community action.

L) 2004: The City of Orlando Mayor’s Committee on Aging sponsored a senior forum on “Safer Driving, Safer Roads, As We Age” which included highway design, pedestrian safety tips, safe driving and alternative transportation information.

M) 2004: With the support of the Winter Park Health Foundation, the Senior Resource Alliance conducted a site visit to Portland, Maine to see the Independent Transportation Network operation.

N) 2004: In collaboration with Seniors First and with the support of the Winter Park Health Foundation, replication of the successful Community Care Team model is being planned for four faith communities. This program is designed to help the elderly, frail, ill, injured and those who are alone without access to services such as transportation to medical appointments and other necessary errands. Using a model infrastructure, faith communities and other organizations launched their own volunteer programs to help meet the needs of their members and neighbors. For more information, contact Seniors First, 407-292-0177.

O) 2005: The Community Traffic Safety Team (CTST) and Metro Plan Orlando held safety summits in response to the 40% increase in road fatalities in Central Florida in one year’s time. Community leaders and law enforcement officials are resolute in their efforts to take action to make our roads safe for all to travel.

P) 2005: Orlando was selected to be one of the first two cities in the nation to pilot the CarFit® program. In one day, more than 30 seniors received a vehicle safety checkup.

Q) 2005: The Elder Transportation Council (ETC) has been created as an ad hoc committee of the Senior Resource Alliance to provide an interdisciplinary forum for community leaders interested in actively addressing senior transportation issues.

R) 2005: The Senior Resource Alliance and the Orange County Commission on Aging are co-sponsoring one of the first sessions of the DriveWell “Train the Trainer” program in the nation. This program is designed to provide resources about older driver issues to local leaders who commit to bringing the information back to their communities.
Chart 4

Transportation Milestones in Central Florida

1996
Volunteers in Motion: Brevard
Shared Cost Pilot Program

2000
Interim Comm. on Aging Report

1999
Senior Tran: Orlando

2003
AdvantAge Survey
“Frame the Issues” Workshop on Transportation
SRA Driver Safety Program
Grant awarded as site for national social marketing project

2004
Trans Summit
Senior Forum
ITN Site Visit
Community Care Teams Replication Feasibility Study

2005
CarFit Pilot site
Drive Well Sponsor
Community Care Teams Replication Implementation
Invited ITN Replication Site
Creation of Elder Transportation Council
**Identification of Transportation Alternatives in Orange County**

The following chart profiles the transportation alternatives available to citizens of Orange County. Assistance in developing this list was provided by the Florida Senior Safety Resource Center at the Senior Resource Alliance in Orlando.

**Chart Five**

<table>
<thead>
<tr>
<th>Provider</th>
<th>Type</th>
<th>Services</th>
<th>Criteria</th>
<th>Cost</th>
<th>Funding Source</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lynx</td>
<td>Public</td>
<td>Fixed route, pre-published schedule</td>
<td>Fee per ride</td>
<td>Standard fare is $1.50</td>
<td>Public subsidy and ridership fees</td>
<td>AdvantAge discount program for seniors 65+ reduces one way fare to $0.75. Multi-day passes are available</td>
</tr>
<tr>
<td>Access Lynx</td>
<td>Public</td>
<td>Provider of paratransit services (ADA) (door to door) van service</td>
<td>Individual determined to be unable to utilize fixed route system Eligibility assessment provided by Occupational Therapists</td>
<td>Reduced fare for seniors and those with disabilities</td>
<td>Public subsidy and ridership fees</td>
<td>Designated Community Transportation Coordinator Services contracted out to MV Transportation Program eligibility requirements apply, and application required Provides travel training for clients</td>
</tr>
<tr>
<td>Actell Elderly Care</td>
<td>For Profit</td>
<td>Companion services to assist seniors with transportation &amp; shopping</td>
<td>3 hr minimum</td>
<td>$14.75/hr</td>
<td>Client fees</td>
<td>M-F daytime only Licensed by AHCA Transportation for appointments &amp; shopping part of homemaker sitter service</td>
</tr>
<tr>
<td>Provider</td>
<td>Type</td>
<td>Services</td>
<td>Criteria</td>
<td>Cost</td>
<td>Funding Source</td>
<td>Other</td>
</tr>
<tr>
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<td>------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Seniors First</td>
<td>Not for Profit</td>
<td>Bus &amp; van service to their lunch sites, shopping trips</td>
<td>Individual request for services</td>
<td>No fee to client</td>
<td>Federal and local grant funding; private donations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>New pilot program underway with SRA, providing grouped trips</td>
<td></td>
<td>Donations accepted</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Care Teams</td>
<td>Not for Profit</td>
<td>Non medical assistance including transportation in time of crisis</td>
<td>Care Team Leader assessment</td>
<td>No charge: funded by church</td>
<td>Church funded</td>
<td>Volunteer program</td>
</tr>
<tr>
<td>Note: new pilot program underway with WPHF &amp; Seniors First</td>
<td></td>
<td>Transportation provided to doctor, grocery</td>
<td></td>
<td></td>
<td></td>
<td>Do provide services on an ongoing basis to some clients</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Clients not limited to parishioners</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;Need&quot; vs. &quot;want&quot;: do not provide transportation for all requests</td>
</tr>
<tr>
<td>Ace Special &amp; Personal</td>
<td>For Profit</td>
<td>Wheelchair vans</td>
<td>ADA eligible</td>
<td>$22 first 5 miles (ambulatory)</td>
<td>Private</td>
<td>For profit service 3 days notice required</td>
</tr>
<tr>
<td>Transportation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Christian Service Center</td>
<td>Not For Profit</td>
<td>Provides Lynx bus passes for low income seniors</td>
<td>N/A</td>
<td>Free</td>
<td>Donations &amp; church support</td>
<td>Provided transportation to doctor's appointment</td>
</tr>
<tr>
<td>Granny Nannies</td>
<td>For Profit</td>
<td>Transportation &amp; escort for medical appointments</td>
<td>N/A</td>
<td>$65.00 per 3 hour minimum</td>
<td>Private</td>
<td>M-F 9-4</td>
</tr>
<tr>
<td>Home Instead Senior Care</td>
<td>For Profit</td>
<td>Door to door transportation for shopping, medical appointments and social events</td>
<td>N/A</td>
<td>$15.95/hr with minimum of 3 hours plus mileage fee @ current Federal rate</td>
<td>Client Fees</td>
<td>Orange, Seminole and Osceola Counties 24/7</td>
</tr>
<tr>
<td>Meals on Wheels</td>
<td>Not For Profit</td>
<td>Door to door transportation for shopping, medical appointments and social events</td>
<td>N/A</td>
<td>Free</td>
<td>Public funding and donations of food and money</td>
<td>Transportation &amp; shopping assistance for clients</td>
</tr>
</tbody>
</table>
SUMMARY OF KEY ISSUES FACING ORANGE COUNTY COMMUNITIES

• Seniors want to preserve their independence and mobility as a last bastion of personal freedom.

• Lack of mobility is the primary contributing factor to social isolation, and social isolation is directly related to depression.

• Transportation alternatives are the linchpin for safe mobility for life. It is not available in sufficient quantity or style in most communities across the U.S.

• The public wants innovative solutions, which are available in very limited locations and quantities.

• Support or provide community education efforts to bring visibility to the issue of safe mobility for seniors.

• The percentage of seniors who elect to use public transportation is small (2% nationally). The number of seniors who stop driving and convert to use of public transportation is even smaller (1%).
Where We Are Now

In 2004, several goals were developed by the Winter Park Health Foundation Older Adults Work Group related to the issue of transportation for older adults.

<table>
<thead>
<tr>
<th>Type</th>
<th>Goals &amp; Objectives</th>
<th>Status to Date</th>
</tr>
</thead>
</table>
| **Short Term Goals**  | 1. Become a catalyst for community dialogue regarding development of transportation alternatives  
2. Position Orange County to respond to RFP for pilot projects  
3. Leverage WPHF investments | 1. Well established as a sponsoring innovator for transportation solutions  
2. Orange County is very well positioned to respond to pilot project opportunities & has a track record of success  
3. WPHF support has been key in demonstrating community support for pilot programs |
| **Short Term Objectives** | 1. Build a community infrastructure and partnerships to ensure buy-in and collaboration  
2. Using Frame the Issues process identify, prioritize and develop implementation for transportation alternatives (Feb-April)  
3. Convene a Transportation Summit to include all three components of Safe Mobility (Safe Driving, Safe Roadways and Alternatives (May)  
4. Recommend an alternative to driving pilot project (WPHF) (May). Select lead agency and award 6 month planning grant using the Matrix model for program development  
5. Identify opportunities to respond to State pilot RFP when available  
6. Identify local sources of support to plan develop and implement the ITN model | 1. Establishment of Elder Transportation Council in January, 2005 provides forum for interagency stakeholder dialogue and recommendations for improvement  
2. Accomplished with recommendations resulting from the May Community Planning Summit  
3. Accomplished with Community Planning Summit held at Heart of Florida United Way on May 13, 2004  
4. Grant given to Seniors First to administer replication of the Community Care Team model with faith communities  
5. Accomplished. Demonstrated by garnering selection as possible national rollout for ITN pilot  
6. May 2005, WPHF awards grant for planning and development of the ITN model |
| **Long Term Goals**    | 1. Work with community & statewide partners  
2. Explore feasibility of innovative approaches to transportation alternatives and options (innovation grants) with a focus on Winter Park, Eatonville, Maitland and Orange County. | 1. Participation with the Elder Transportation Council provides an important multi stakeholder forum for community dialogue  
2. Ongoing |
A New Opportunity to Expand Services: Replication of the ITN Model

Orlando has been successful in securing a spot as one of the five replication sites for the national rollout of the Independent Transportation Network of America (ITN). This has been possible because of the strong support of the Senior Resource Alliance, in partnership with the Winter Park Health Foundation. Legislative support is being sought to request seed money for a planning phase for replication of ITN in Central Florida. AARP Florida and the Departments of Highway Safety and Motor Vehicles and the Department of Elder Affairs are supportive of this initiative.

However, it is imperative that the community move forward with this planning phase. Therefore, in lieu of publicly-funded support local or regional funding must be found. On May 3, 2005 the Older Adults Work Group of the Winter Park Health Foundation determined that the issue of available transportation alternatives was one of the primary factors keeping many older people from becoming involved in civic engagement. Although transportation on its own was not a goal for this Work Group, Civic Engagement is a primary goal. The Work Group decided to fund the planning and development of the ITN Replication and, in collaboration with the Delta Leadership Council, to secure sufficient funding to achieve program independence and sustainability. Subsequently, the SRA Board approved the allocation of funds needed in 2005. In addition to the support of the Winter Park Health Foundation and the SRA, there is the potential for some implementation funding from the State and there is legislation being presented at the Federal level to secure funding to support the national rollout sites in the future.
Recommendations for Next Steps
Endorsed by the Elder Transportation Council on April 21, 2005

Short Term Goals (1 Year)
Develop a strategic plan for safe driving, safe roadways and transportation alternatives, which should include marketing and sustainability considerations.

Encourage development of a variety of transportation options, such as Community Care Teams, through faith-based communities and with other key stakeholders.

Work with existing transportation providers such as Lynx, to expand senior friendly services.

Identify additional funding sources for study and/or replication of the Independent Transportation Network of America pilot project. (Planning money has been secured.)

Secure funding to conduct a market analysis for Orange County to determine the viability of a fee for service customer base for new transportation services.

Short Term Objectives (6 months)
Develop consensus on recommended actions and strategies with the newly formed Elder Transportation Council.

Develop and implement an education and advocacy plan.

Reference Materials
AAA Foundation for Traffic Safety, Supplemental Transportation Programs for Seniors www.aaafoundation.org/resources

AARP
- Enhancing Mobility Options for Older Americans A Five Year National Action Agenda, 2005.
- The Policy Book: AARP Public Policies, 2002


AdvantAge (and Frame the Issues) survey data & workshop recommendations on transportation www.wphf.org

Area Plan on Aging, PSA 7, Senior Resource Alliance, 2005 www.seniorresourcealliance.org


Centers for Disease Control National Center for Injury Prevention and Control Fact Sheet: Older Drivers www.cdc.gov/ncipc/factsheets/older.htm

Chapter 427.011–017, Florida Statutes
Department of Transportation Bureau of Transportation Statistics, 2001
National Household Transportation Survey www.fhwa.dot.gov/policy/ohpi/nhts/index.htm
Florida Department of Highway Safety and Motor Vehicles, "The Effects of Aging on Driving Ability" February, 2004
Freund, Katherine, Untitled Paper on Transportation Alternatives, prepared for a Transportation Research Board Circular (currently in press)
Generations Journal of the American Society on Aging, Summer 2003
The Road Information Report (Trip) Report, July 24, 2003
Traffic Safety Facts 2003 Older Population
Transportation Research Board, "Transportation in an Aging Society: A Decade of Experience," 2004
United States Department of Transportation Federal Highway Administration:
- Guidelines and Recommendations to Accommodate Older Drivers and Pedestrians, 2001
- Highway Design Handbook for Older Drivers and Pedestrians
- “Safe Mobility for a Maturing Society: Challenges and Opportunities,” November, 2003
Winter Park Health Foundation, Moving Toward an Elder Friendly Transportation System: Results Summary from the Community Planning Summit, May 13, 2004
Website Recommendations
Beverly Foundation: www.beverlyfoundation.org
Transportation Research Board: www.nas.edu/trb
Department of Transportation: www fhwa dot gov
Community Transportation Association of America: www.ctaa.org
Center for Disease Control & Prevention: www.cdc.gov
AARP: www.aarp.org
Easter Seals: www.easter-seals.org
National Association of Area Agencies on Aging: www.n4a.org
American Society on Aging: www.asaging.org
American Occupational Therapy Association: www.aota.org
Winter Park Health Foundation: www.wphf.org
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