


Grant Application Staff Report

DATE: DECEMBER 31, 2024
TO: DOUGLAS COUNTY BOARD OF COUNTY COMMISSIONERS
THROUGH: DOUGLAS J. DEBORD, COUNTY MANAGER
FROM: TERENCE T. QUINN, AICP, DIRECTOR OF COMMUNITY DEVELOPMENT 
CC: RYAN J. ARTHUR, COMMUNITY PROGRAM COORDINATOR
RAND M. CLARK, CCAP, NCRT, COMMUNITY SERVICES MANAGER
JENNIFER L. EBY, AICP, ASSISTANT DIRECTOR OF COMMUNITY SERVICES
SUBJECT: 2025 COLORADO DEPARTMENT OF TRANSPORTATION FEDERAL TRANSIT ADMINISTRATION 5310 GRANT APPLICATION IN THE AMOUNT OF \$84,000 WITH A REQUIRED LOCAL CONTRIBUTION OF \$84,000 FOR A PROJECT TOTAL OF \$168,000

BOARD OF COUNTY COMMISSIONERS MEETING: January 14, 2025 @ 1:30 PM

I. EXECUTIVE SUMMARY

The request is for approval of the 2025 Federal Transit Administration (FTA) 5310 grant application to the Colorado Department of Transportation (CDOT) in the amount of \$84,000 to enhance the mobility of seniors and individuals with disabilities. A local contribution of \$84,000 is required for a project total of \$168,000. The application is due on January 24, 2025.

II. REQUEST

Approval of the 2025 CDOT FTA 5310 application in the amount of \$84,000 with a required local contribution of \$84,000 for a project total of \$168,000.

III. DISCUSSION

On December 6, 2024, CDOT issued a Request for Proposal for FTA 5310 transportation services to provide mobility services for older adults and people with disabilities. CDOT FTA 5310 grant application will serve residents in the central portions of the County within the Castle Rock Small Urbanized Area (SUZA).

The County does not provide transit services directly. Instead, subgrantee agreements are executed with local transportation providers to offer services within the Castle Rock

SUZA. The funding request will provide 2,400 trips. Residents living in the Town of Castle Rock, the City of Castle Pines and neighboring portions of unincorporated Douglas County in the Castle Pines Village area will benefit from the services provided through these funds.

Based on partners’ request for funding, the proposed grant budget is as follows:

TRANSPORTATION – TRIPS			
	Aging Resources of Douglas County	600	\$ 21,000
	Castle Rock Senior Center	1,800	\$ 63,000
Sub Total of Requested Funds			\$ 84,000
REQUIRED LOCAL CONTRIBUTION			
	Partner Cash Contribution		\$ 84,000
Sub Total of Match Funds			\$ 84,000
PROJECT TOTAL			\$ 168,000

The required local contribution is comprised of partner cash contributions through provider matched trips. No County funds are required to meet the match obligations. The funds have a period of performance from July 1, 2025, to December 31, 2025.

IV. RECOMMENDED ACTION

Staff recommends that the 2025 CDOT FTA 5310 grant application in the amount of \$84,000 with a required local contribution of \$84,000 for a project total of \$168,000 be approved by the Board of County Commissioners as it complies with all federal, state, and County approval standards and policies.

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2025 CDOT FTA 5310 Grant Application

Applicant Information

Agency Details

Agency: Douglas County

Tax ID (FEIN): 84-6000761

SAM Expiration Date: 9/17/2025

Cognizant Agency: N/A

Application Name: A2.0-0006991

UEID Number: LXE5XEA44AH6

Fiscal Year End Date: 12/31

Did you spend more than \$750,000 in Federal funds in the last fiscal year?:

Yes.

Civil Rights

Does your agency have a process for handling discrimination complaints?:

Yes.

Contact person for complaints:

Holly Carrell, Special Projects Manager

ADAcoordinator@douglas.co.us

(303) 660-7401

Is your agency a minority owned entity?:

No.

Does your agency currently provide any language assistance?:

Yes.

Can your agency provide language assistance upon request?:

Yes.

Your agency must not discriminate against its employees because of race, religion, color, sex, disability, national origin or ancestry, or age in the admission or access to, or treatment or employment in, its programs or activities. Has your agency had any discrimination complaints based on these EEO (equal employment opportunity) requirements within the last year?:

No.

Has your agency had any transit-related discrimination complaints, investigations, or lawsuits in the last three years?:

No.

R/LCC

Does your agency's primary service area have a regional/local coordinating council (R/LCC) in place?:

Yes.

General description of your R/LCC including the name, the goals, and your role and involvement:

Douglas County Transit Solutions (DCTS) is a collaborative comprised of local jurisdictional representatives, community-based organizations, transit service providers and County staff. The mission of DCTS is to develop, leverage and responsibly allocate financial resources and transportation information to meet the mobility and accessibility needs of the County's growing senior, disabled and other vulnerable populations.

Project Information

Project Title: Douglas County Transit Solutions 2025

Project Description

Working with community-based organizations, stakeholders, businesses, and local government agencies, Douglas County uses a multifaceted approach to increase transportation options for older adults and individuals with disabilities through a strategic and collaborative program. Douglas County transportation includes a broad range of service options designed to meet the needs of older adults and people with disabilities who require various transportation services to ensure quality of life and access to employment. This program supports transportation services to meet the special needs of older adults and disabled populations in the regions of Douglas County within the Castle Rock Small Urbanized Area (UZA).

Douglas County requests \$84,000 to fund the operations of transit services to eligible residents within the Castle Rock Small UZA. Douglas County partners with local, community-based providers with experience and expertise in providing residents with quality and reliable transportation services. The funds will provide 2,400 one-way trips to older adults and residents with disabilities. The proposed program aligns with Douglas County's 2040 Transportation Master Plan by facilitating an integrated transit plan that coordinates and supports existing and future transportation services to fulfill service demands of county residents, to include older adults and people with disabilities. This program also aligns with CDOT's efforts towards an equitable transportation system, as cited in the 2045 Statewide Transportation Plan, to ensure equitable treatment for historically underrepresented communities.

Project County: Douglas County

Please describe the population this project will serve and to what extent this project will impact minority and low-income persons (include census or ridership data):

The proposed project will ensure that coordinated transit services continue in the Castle Rock Small UZA. In 2023, due to population growth identified in the 2020 census, certain areas of Douglas County that were previously included in the Denver-Aurora UZA were designated by the Federal Transit Administration (FTA) as a part of the new Castle Rock Small UZA. As a result, residents living within the Castle Rock Small UZA became ineligible for services funded through Denver Regional Council of Government's (DRCOG) 5310 program.

The proposed project will improve the efficiency, accessibility, and availability of transportation in the Castle Rock Small UZA portions of Douglas County by maintaining the connection for residents to mobility. Enabling transportation options to bring individuals to places of employment, education, housing, community centers, and other essential resources strengthens the community and builds a vibrant economy.

For many, the County's transportation program is the only transportation available. For seniors who can no longer drive, or those who are unable to drive, lack of transportation can lead to isolation and health issues by foregoing essential trips to the doctor and grocery store. The transportation services provided by these funds help maintain health, well-being, and social connections for many older adults and other vulnerable populations.

Enhancing mobility, especially for individuals who face barriers in transportation, such as older adults, people with disabilities, or those with limited access to vehicles, remains an objective of Douglas County. As residents aged 65 and older are expected to grow 154% between 2020 and 2050, according to the Colorado State Demographer Office, Douglas County is focused on providing access to resources, places, and events that fulfill daily needs and quality of life. Residents aged 65 and over are expected to increase by 5.3% from 2024 to 2025 alone, the greatest percent during this period of any county in Colorado. According to the American Community Survey, in 2022, 11% of the adult population in Douglas County has a disability. Our diverse systems of support include partnering with community-based organizations to provide transportation that is more than just a means to get people to their destinations. Transportation is vital in all health, human service, and economic activities and is a key social health determinant.

The Douglas County Integrated Transit & Multimodal Feasibility Study, having commenced in early 2024, is designed to expand on previous planning efforts, identify gaps in the transit and multi-modal transportation network, recommend

physical and operational improvements, identify pilot projects for implementation, and provide a framework to enhance, sustain, and expand transit and multimodal transportation in the County. The Study will engage a broad spectrum of stakeholders, including local government, community-based organizations, businesses, and community members, to ensure an inclusive approach to mobility management.

The Older Adult Initiative (OAI) began in March 2023 with the Aging Well in Douglas County Town Hall and continued with a series of listening tour events. These community conversations were designed to help determine the strengths and needs of older adults within Douglas County. The OAI Executive Committee analyzed the data collected in 2023 and identified transportation, housing, at-home services, and access to information and resources as priorities to address. Each priority included action items to achieve the goals of that area. An Aging Well Town Hall with participation from over 3,600 community members, was held in February 2024 to report these priorities.

During the summer of 2024, OAI roadshow events were held in 13 locations throughout Douglas County to gather input from residents and refine proposed priorities and action items. More than 800 residents participated in the OAI roadshow event series. The OAI executive committee used this feedback to refine action items and recommend future programming in each of the four priority areas for the Board of County Commissioners consideration that will strengthen and promote well-being and independence for Douglas County older adult residents.

Please describe the expected outcome of this project:

Douglas County aims to work with community stakeholders and service providers to create a more integrated and seamless transportation network. Funding for transit operations will allow Douglas County to collaboratively implement transit services provided by local partners within the Castle Rock Small UZA of Douglas County. With the newly formed Castle Rock Small UZA, future coordination of services between designated regions within Douglas County will be critical to ensure no resident is left behind.

In 2023, DCTS provided 19,111 trips county-wide, 11,433 were within the new Castle Rock Small UZA and 5,962 of those were grant funded with FTA 5310. In 2024, DCTS provided 18,468 trips county-wide, with 12,221 within the new Castle Rock Small UZA. With the designation of the new Castle Rock Small UZA, FTA 5310 funds that normally would have served the residents within the UZA have only been eligible for residents within the Denver-Aurora UZA. In 2025, DCTS projects to provide approximately 21,000 trips. Funding will allow Douglas County partners within the Castle Rock Small UZA to provide an estimated 2,400 one-way trips.

Douglas County has identified the following goals in 2025:

- Promote grant-funded transportation services to residents within the Castle Rock Small UZA area
- Increase the number of trips provided to those with the greatest social and economic need
- Explore technology solutions to integrate service options for residents
- Identify additional services and funding available to support the transportation needs of residents within the Castle Rock UZA

Douglas County aims to promote a healthy, inclusive, and livable community with a strong economy through a comprehensive and efficient transportation system that addresses the diverse needs of our residents.

Project Management

Information for the Agency Project Manager

Name: Ryan Arthur Title: Community Program Coordinator (Transit Mobility)

Email: rarthur@douglas.co.us Work Phone: +1 (303) 814-4326

Cell Phone: +1 (720) 425-3210

Information for the Alternative Agency Project Manager

Name: Rand Clark Title: Community Services Manager
Email: rclark@douglas.co.us Work Phone: +1 (720) 673-4116
Cell Phone: +1 (720) 245-0718

Project Service Type

Type(s) of service that will be part of this project: Demand Response

Purchased Transit Service; Supporting local partnerships that coordinate transportation services (R/LCC's).

Demand Response Service

Please describe the demand response service being provided as part of this project, including the service area, estimated number of trips, and days and hours of service.

Door-to-door and door-through-door, demand-response transportation services would be provided by two organizations specializing in services within the Castle Rock Small UZA for Douglas County's growing vulnerable populations. Those two providers are non-profit organizations, who provide both paid and volunteer-based ADA accessible transit services. These providers focus on providing needed medical, grocery, local priority, and quality of life trips to our vulnerable residents. Transportation services are offered for residents living in the Castle Rock Small UZA's 36 square miles. Individuals seeking transit service contact Douglas County First Call, the local information and assistance line, to coordinate and schedule needed rides. Consumer demographic and travel data is collected, and trips are allocated to the most appropriate service provider. Trips are arranged based upon program requirements for qualification, originating location, physical mobility needs of the traveler, and travel destination. Service is offered Monday through Friday from 8:30 am to 3:00 pm.

Please describe your agency's provision of equivalent service for all abilities.

Douglas County offers equivalent services for all abilities. Current on-demand providers within the Castle Rock Small UZA utilize ADA-accessible vehicles to provide equivalent service to older adults and people with disabilities, to include wheelchair users.

Will this demand response service be used solely for public transportation services?

Yes.

Coordinated Public Transit & Human Services Plan

Is this project either listed in your area's Coordinated Public Transit & Human Services Transportation Plan, consistent with an identified implementation strategy in your area's plan, or both?:

Yes.

If the project is listed in your area's plan, cite the document and page number where it is listed. If the project is consistent with an implementation strategy, describe which strategy and cite the page number where it is listed. Upload a copy of the page of the plan in the Attachments section of this application.

(Plans) CDOT 2045 Statewide Transit Plan, pg. 10

(Strategies) CDOT 2045 Statewide Transit Plan, pg. 50

Project Criteria

Coordination/Performance Effort

Please describe your efforts to coordinate with other organizations to promote the service(s) that are part of this project and reduce service duplication, overlapping service areas, and conflicts.:

Douglas County actively facilitates regular meetings to facilitate effective and efficient delivery of coordinated transportation services. The Provider Network meets quarterly to discuss issues relevant to the delivery of coordinated services for our older adult and disabled residents. Providers utilize this time to discuss opportunities or concerns with their capacity to strengthen coordination amongst providers and provide the best trip option for residents. These coordination meetings are the medium through which providers collaborate to ensure that trips provided to residents that live within the Denver-Aurora UZA, Castle Rock Small UZA, DRCOG's borders, and those in rural communities are identified for appropriate funding utilization and duplication elimination. Douglas County's leading and coordination of grant funds emphasize our integrated approach to transportation services.

All coordinated services are tracked through the County's secure data system. Providers enter client demographic data, delivered service information, and request monthly reimbursements through this system. The data system assists providers in managing multiple funding sources. Providers can efficiently allocate funds with the ability to charge one leg of a trip to one source and the second leg to another. The system provides reporting tools that summarize total trips provided, types of trips and where the trips originate and end.

Service & Financial Needs

Please describe the current service need for this project. Include any surveys, studies, or other materials to substantiate the need for this project. Show your trends in ridership, unserved trips or destinations, cost per trip, providers, and fleet characteristics over the past three or more years.:

The 2023 Douglas County Citizen Survey asked if the County has a transportation system that is effective and adequate. 31% of surveyed residents responded that was not very accurate and 19% responded that was not at all accurate. The survey also asked about the level of funding that the County has put towards a safe, affordable, and accessible transportation system. 25% of respondents said that some more should be spent and 15% said that much more should be spent on a transportation system for residents.

The Town of Castle Rock adopted their Castle Rock Transit Feasibility Study in October 2020. The results of the survey found the most common mobility improvement identified through the survey was to establish public transportation. Specifically, the study recommended point-to-point on-demand transportation, a regional commuter service to pre-established Regional Transit District (RTD) stations, and microtransit services to best address the needs of the town. These services are targeted for transit dependent households with limited access to vehicles, identifying the under 18 population, over 65, disabled, and vehicle deficient comprising 49% of the population makeup of Castle Rock.

Every three years a Community Needs Assessment is conducted as a requirement for the Community Services Block Grant. The survey targets the County's vulnerable and low-income residents. The last five Community Needs Assessments have identified transportation as a top community need.

Douglas County reached out to seniors through the Older Adult Initiative (OAI) and transportation was identified as a high priority need. The OAI Executive Committee analyzed the data collected in 2023 and identified transportation, housing, at-home services, and access to information and resources as priorities to address. Each priority included action items to achieve the goals of that area. An Aging Well Town Hall with participation from over 3,600 community members, was held in February 2024 to report these priorities.

During the summer of 2024, OAI roadshow events were held in 13 locations throughout Douglas County to gather input from residents and refine proposed priorities and action items. More than 800 residents participated in the OAI roadshow event series. The OAI executive committee used this feedback to refine action items and recommend future programming

in each of the four priority areas for the Board of County Commissioners consideration that will strengthen and promote well-being and independence for Douglas County older adult residents.

The current population of the Castle Rock Small UZA is estimated at 111,000 (2023) and has an estimated 15,000 seniors. Since the Small UZA designation is new, additional data still needs to be collected to determine accuracy in the demand for trips. The Castle Rock Small UZA is not a part of RTD service area, therefore there is no regional transit service to provide a direct connection between Denver and the Town of Castle Rock. With no transit support from RTD and access to FTA 5310 funds through DRCOG no longer of eligible use for the Castle Rock Small UZA, hundreds of residents are susceptible to reduced services if the previously available funds are not made available through CDOT.

Please describe the financial need for funding assistance. Show how the requested funding is needed to maintain and/or expand service. If you have seen demonstrable decreases in funding, describe where this funding came from, why it is no longer available at its original levels, and explain your plans for reduced funding and the impact this reduced funding would have for your service.:

In the 2023 calendar year, 19,111 total trips for seniors and persons with disabilities were performed by service providers within Douglas County. Of these trips, 8,087 were funded by DRCOG 5310. In the 2024 calendar year, approximately 18,468 total trips for seniors and persons with disabilities were performed by service providers who within Douglas County. Due to designation of the Castle Rock Small UZA by the FTA only 4,773 of these trips were funded by 5310; a 3,314-trip decrease. As a result, local providers have resorted to using reserve funds or operating at a loss to continue providing services within the Castle Rock Small UZA. Without access to 5310 funds appropriated federally to support all small UZAs, local providers will either be forced to continue operating at a loss or reduce much needed services to eligible residents within the Castle Rock Small UZA.

Should Douglas County be unsuccessful in securing Operation funds, transit services to vulnerable of County residents living in the Castle Rock Small UZA would be reduced. In addition, the loss of funding would make it increasingly more difficult for the state to meet its state and federal transit goals and objectives for seniors and persons with disabilities.

Describe your agency's efforts to leverage funding from sources other than CDOT to support the implementation of the project.:

Douglas County currently receives the following funding from sources other than CDOT:

- Human Services Transportation (HST): Douglas County has received HST funding through DRCOG for trips targeted toward benefiting vulnerable populations including, but not limited to, older adults, persons with disabilities, Veterans, low-income individuals, etc. The County was notified of a funding amount of \$50,705.
- Older Americans Act (OAA): Funding to provide transportation and assisted transportation for Douglas County residents aged 60 and over. Douglas County has public transportation in limited areas of the county leaving many residents reliant on grant-funded transit services. The County was awarded \$299,700 in FY24.

Is this project dependent on any other project submitted by your agency or another agency? If so, please identify the other project or other agency and describe the relationship to this project.:

No.

Technical & Financial Capacity

Please describe your technical capacity to carry out this project. If your agency has past experience managing FTA-funded projects, explain your process(es) and the personnel dedicated to project and fund management.:

Douglas County has successfully managed FTA grant funded projects since 2013. The Douglas County Transit Solutions Mobility Manager oversees the administration of operation assistance with local partners to provide on-demand transit services to older adults and people with disabilities. This team provides supervision and fiscal oversight of the program to ensure continued growth and development of services. This group also promotes strengthened coordination between providers, to ensure compliant use of funds for trips and to prevent duplicate trips. In addition to staff resources with grant management experience, staff from Legal, Finance and Accounting consult with the Mobility Manager to provide guidance on project and fund management.

This program accomplishes its objectives through the relationships built by the Community Programs Coordinator, County staff, partner agencies and private citizens who donate time and leverage resources in support of transit diversity in Douglas County. The program also addresses the human service transit goals outlined by the State and FTA. The program promotes accessibility, mobility, and healthy aging in place for Douglas County seniors and persons with disabilities.

Please describe the technical training your employees have received in the past three years. List all training activities your drivers and other personnel are involved in and training sessions your agency requires of drivers and others involved in your transportation program.:

The County promotes continued education and training. Staff attend yearly trainings and conferences in their respective roles. DCTS coordinates with the Denver Regional Mobility and Access Council (DRMAC) to offer training opportunities to DCTS members and transportation providers.

Transportation providers have individual training offered for staff, volunteer and paid drivers, board members and designated trainers. These include but are not limited to mandatory reporting training, PASS certification, CPR and First Aid, vehicle safety, disability etiquette, HIPPA, personal medical information, confidentiality, conflict of interest, compassion fatigue, senior fraud and safety and any other training that pertains to the transportation program. County staff review the trainings offered at each transportation provider at annual on-site monitoring visits.

Please describe your financial capacity to carry out this project. Describe the financial management systems in place to track different awards and separate funding types.:

As of the close of the 2023, Douglas County's governmental funds reported combined ending fund balances of \$351,871,870, an increase of \$8,987,842 in comparison with the prior year. The 2023 year total consists of nonspendable fund balance of \$7,500,207, restricted fund balance of \$238,833,422, committed fund balance of \$65,221,061, and assigned fund balance of \$40,317,180.

At the end of the current fiscal year the County's general fund, which is used to account for the general operations of the County, had an unrestricted fund balance (the total of the committed, assigned, and unassigned components of fund balance) of \$35,114,799 of total general fund expenditures.

All other major and nonmajor governmental funds had total combined fund balances of \$300,458,527 at the end of the current fiscal year. Of this amount \$3,219,060 is nonspendable, \$226,816,025 is restricted, \$49,943,218 is committed, and \$20,480,224 is assigned (\$293,774,473 for special revenue funds and \$6,684,054 for capital project funds).

Douglas County has an annual A-133 audit conducted by an independent auditor and a Comprehensive Annual Financial Report (CAFR). The 2023 audit results showed an "unmodified" opinion on both our Financial Statements Audit as well as on each of our Major Federal Programs.

The Government Finance Officers Association of the United States and Canada (GFOA) has awarded a Certificate of Achievement for Excellence in Financial Reporting to Douglas County for its CAFR for the fiscal year ending December 31, 2021. To be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report. The report must satisfy both generally accepted accounting principles and applicable legal requirements. The Certificate of Achievement is for a period of one year only. Douglas County believes that its current annual comprehensive financial report continues to meet the program requirements and has submitted to GFOA to determine eligibility for another certificate.

Budget

Budget Information

What were your end-of-year Operating expenses for the previous year? Do not include capital expenditures.:

\$32,556,693 (2023)

PLEASE UPLOAD DOCUMENTATION OF YOUR END-OF-YEAR EXPENSES FOR THE PREVIOUS YEAR IN THE ATTACHMENTS SECTION.

What is your draft Operating budget for the Award Year, not including capital expenditures (e.g. vehicle purchases, facility construction)?:

\$592,000,000 (2025)

PLEASE UPLOAD DOCUMENTATION OF YOUR DRAFT OPERATING BUDGET FOR THE AWARD YEAR IN THE ATTACHMENTS SECTION.

Detailed Project Budget

Please provide a detailed project budget in the table below. This budget should represent the Total Cost (FTA and Local share amounts) for each expense type for which you are seeking funds. You will be responsible for the 50% local match for operating expenses. Admin expenses are not reimbursable in this funding program.

Description	Type	Total Cost	Grant Amount	Local Match
Purchased Transit Services	Operating	\$168,000	\$84,000	\$84,000

Local Funds

Local Funding

Please identify the source, amount, and status of secured matching funds you plan to use for this project. Do not include other FTA funds, program income, or fare revenues. Your Total Local Match amount here needs to equal or exceed the Total Local Match amount listed under the Detailed Project Budget. Upload documentation or letters of commitment for funds coming from a third-party.

Source of Funds	Local Match Amount	Status
Partner Cash Contributions	\$84,000	- Pending

In-Kind & Indirect Rate

In-Kind Match

Note on In-Kind Match:

The use of in-kind contributions in lieu of cash match is under review and will not be approved as a source of local match for admin, operating, or mobility management expenses in 2025.

Indirect Cost Rate

Do you plan to charge an indirect cost rate or use a cost allocation plan for this project?:

No.

Attachments

Be sure to attach all required and relevant supporting documentation, including, but not limited to:

- *Documentation supporting project/service need*
- *Documentation supporting financial need*
- *Project implementation plans*
- *Proof of local match*
- *Support letters*