

Grant Application Staff Report

Date: May 12, 2026

To: Douglas County Board of County Commissioners

Through: Douglas J. DeBord, County Manager

From: Jennifer L. Eby, AICP, Director of Community Services

CC: Ryan J. Arthur, Community Programs Coordinator
Allison E. Cutting, Community Services Supervisor
Rand M. Clark, CCAP, NCRT, Assistant Director of Community Services

Subject: **2027 Colorado Department of Transportation Federal Transit Administration 5310 grant application in the amount of \$437,176.**

Board of County Commissioners' Business Meeting

May 26, 2026 @ 1:30 p.m.

I. EXECUTIVE SUMMARY

The request is for approval of the 2027 Federal Transit Administration (FTA) 5310 grant application to the Colorado Department of Transportation (CDOT) in the amount of \$437,176 to enhance the mobility of seniors and individuals with disabilities. The application is due on May 30, 2026.

II. REQUEST

Staff requests approval of the 2027 CDOT FTA 5310 application in the amount of \$437,176.

III. DISCUSSION

On April 13, 2026, 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 (UZA).

The County does not provide transit services directly. Instead, subgrantee agreements are executed with local transportation providers to offer services within the Castle Rock UZA. Residents living in the Town of Castle Rock, the City of Castle Pines and neighboring portions of unincorporated Douglas County will benefit from the services provided through these funds. The funding request will provide 5,097 trips and support the operation of a transportation circulator serving affordable senior living communities in Castle Rock.

Based on partners' request for funding and required local contributions, the proposed grant budget is as follows:

Transportation – Trips		
Aging Resources of Douglas County	2,097	\$ 77,588
Castle Rock Senior Activity Center	3,000	\$ 111,000
Sub-Total	5,097	\$ 188,588
Transportation – Fixed Route		
Aging Resources of Douglas County – Castle Rock Senior Circulator		\$ 30,000
Required Local Contribution		
Partner Matched Trips		\$ 188,588
Partner Cash Match		\$ 30,000
Project Total		\$ 437,176

No County funds are required for this application.

IV. RECOMMENDED ACTION

Staff recommends approval of the 2027 CDOT FTA 5310 grant application in the amount of \$437,176 as it complies with all federal, state, and county approval standards and policies.

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2027 CDOT FTA 5310 Grant Application

Application Type

5310 – small urban operating for specialized transportation

Applicant Information

Agency Details

Agency: Douglas County

Tax ID (FEIN): 84-6000761

SAM Expiration Date: 7/29/2026

Cognizant Agency: N/A

Application Name: A2.0-0009851

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

ADAcordinator@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 the County's coordinating council 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 2027

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 \$218,588 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 5,097 one-way trips to older adults and residents with disabilities, as well as support the operation of the Castle Rock Circulator, a shuttle program that provides regularly scheduled trips along a fixed route which allows residents of affordable senior living facilities to get to shopping centers and medical providers. The proposed program aligns with Douglas County's 2050 Transportation Master Plan by facilitating an integrated transit program 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.

For many, the County's transportation program is the only option available. For seniors or individuals with disabilities who can no longer drive, or are unable to drive, lack of transportation can lead to isolation and health issues by foregoing vital 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 and people with disabilities remains an objective of Douglas County. As residents aged 65 and older are expected to grow 185% 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 5.1% from 2026 to 2027 alone, the greatest percent during this period of any county in Colorado. According to the American Community Survey, in 2024, 9% 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 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 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.

Please describe the expected outcome of this project:

Funding for transit operations will allow Douglas County to collaboratively implement transit services provided by local partners within the Castle Rock Small UZA for an estimated 5,097 one-way trips and for the operation of the Castle Rock Senior Circulator.

Project Management

Information for the Agency Project Manager

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

Email: rarthur@douglasco.gov Work Phone: +1 (303) 814-4326

Cell Phone: +1 (720) 425-3210

Information for the Alternative Agency Project Manager

Name: Rand Clark Title: Assistant Director of Community Services

Email: rclark1@douglasco.gov 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: Fixed Route/Demand Response

Fixed & Deviated Fixed Route Service

Please describe the service being provided as part of this project, including the type of service (fixed, deviated fixed, or both), service area, estimated number of trips, and days and hours of service.

The Castle Rock Senior Circulator is a fixed-route shuttle that provides residents with a regularly scheduled transit service for residents to complete their grocery shopping, errands, pharmacy visits, and doctors' visits at no cost to the rider. With stops at three affordable senior living communities in Castle Rock, the Circulator provides low-income older adults with a scheduled service that allows riders to manage their schedules according to fixed departure times.

Describe how your agency meets the ADA complementary paratransit service requirement. If your agency only provides deviated fixed service, you do not need to provide ADA complementary paratransit service and should enter N/A. Douglas County partners with community service providers that provide ADA accessible services that would provide transit services for those unable to utilize the fixed route service. These complimentary services are door-to-door and door-through-door, utilizing ADA-accessible vehicles with trained drivers to transport those in wheelchairs. These services both overlap and operate beyond the hours and days of service and remain at no cost to the rider.

Will this fixed and/or deviated fixed service be used solely for public transportation services?

Yes

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 organizations specializing in services within the Castle Rock Small UZA for Douglas County's growing vulnerable populations. Those 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 generally 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. Scheduled to begin in Summer of 2026, Douglas County is expanding the service area for its public regional rideshare service, Link On Demand, to Castle Rock. Link will provide on-demand public transit services at no cost to anyone within the service boundary, providing an accessible transit option to anyone needing to make routine trips to run errands, make their doctors' appointments, make their pharmacy pick-ups, and interact with their community. A portion of the Link vehicle fleet include ADA wheelchair equipped vehicles.

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 2050 Statewide Transportation Plan, pg. 46-47

(Plans) 2050 Metro Vision Regional Transportation Plan – Appendix J: Coordinated Transit Plan, pg. 27-34

(Strategies) 2050 Metro Vision Regional Transportation Plan – Appendix J: Coordinated Transit Plan, pg. 73-77

(Strategies) CDOT 2050 Statewide Transportation Plan, pg. 54

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 Partner Network emphasizes coordination and supports 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 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 needed 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 Castle Rock population.

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.

The current population of the Castle Rock Small UZA is estimated at 111,000 (2023) and has an estimated 15,000 seniors. In 2025, Douglas County conducted a Citizen Survey which asked if the County had a transit system that is effective and adequate. 55% of residents surveyed within the Castle Rock Small UZA indicated that the existing transit system was not effective and adequate. In the previous three years Douglas County has funded almost 23,000 trips at an average cost of \$36 per trip to older and disabled residents within the UZA. Just under 70% of these trips are needed for medical, grocery or meal related trips. Douglas County is striving to ensure funding is available to meet the expressed transit service need for older and disabled residents within the UZA.

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 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 within Douglas County. Due to the designation of the Castle

Rock Small UZA by the FTA, only 4,773 of these trips were funded by DRCOG 5310; a 3,314-trip decrease. In 2025, 4,266 total trips for seniors and persons with disabilities were funded by DRCOG 5310, continuing to demonstrate the impact that residents in the Castle Rock Small UZA are experiencing having been carved out of the Denver-Aurora UZA. 2,160 were funded by CDOT's Multimodal Transportation and Mitigation Options Fund (MMOF), which have been crucial in providing trips to transit dependent groups living in the Castle Rock Small UZA as they are no longer eligible for DRCOG 5310.

Due to recent cuts in the Colorado state budget to the amount of \$1.2 billion, the long-term viability of MMOF is at risk for our community partners that provide trips to seniors and persons with disabilities within the Castle Rock Small UZA. Local providers have continued to resort 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 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:

- 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 FY25.
- Partner Provided Cash Match: Aging Resources of Douglas County (ARDC) acts as the operator for the Castle Rock Senior Circulator. Developers of affordable senior living contribute financial support for the operation, recognizing its value to their residents. ARDC will allocate internal funds to meet required local matching obligations, thereby enhancing the effectiveness of appropriated resources dedicated to this service.
- Older Adult Initiative (OAI): In response to needs identified by the OAI Executive Committee, Douglas County allocated \$1.5 million in 2025 to enhance transportation, meal delivery, home assistance, care coordination training, accessibility initiatives, and workforce development. The objective is to support older adults in living safely and independently. As part of this strategy, the County contributed to the acquisition of a shuttle for the Castle Rock Senior Circulator and provides monthly funding for ongoing maintenance expenses.

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 during annual monitoring.

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 2024, the most recent year available, Douglas County's governmental funds reported combined ending fund balances of \$353,613,624, an increase of \$7,741,754 in comparison with the prior year. The 2024-year total consists of nonspendable fund balance of \$5,908,908, restricted fund balance of \$247,387,903, committed fund balance of \$51,889,694, and assigned fund balance of \$45,201,453.

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.:

\$36,178,430 (2024)

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	\$437,176	\$218,588	\$218,588

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	\$218,588	- Pending

In-Kind & Indirect Rate

In-Kind Match

In-kind contributions, typically provided by a third party, are used to reduce the amount of cash match you must provide to a project. Examples of in-kind contributions include donated goods or services. These goods or services are rendered without charge to your agency but would have otherwise been paid for in the normal course of business. In-kind may be used for up to 50% of the local share amount. For example, the cash match amount of a \$100 operating expense may be reduced by up to \$25.

In-kind contributions must comply with 2 CFR 200. In-kind must be necessary, allowable under the cost principles, and allocable to the award. These contributions must be made towards an eligible project cost and be an eligible source of match.

Applicants contemplating using in-kind must identify these contributions in their budget, formally document the fair market value of each in-kind contribution and ensure each one represents a cost that is otherwise eligible under the project. All valuations and in-kind plans must be pre-approved by DTR prior to any award being issued.

You should spend time reviewing the federal guidance concerning in-kind contributions if you plan to use in-kind contributions as a source of local match. If you have any questions about whether or not a contributed good or service is an eligible source of local match on this project, please reach out to your DTR Project Manager.

Will you be using in-kind contribution(s) as a source of local match for this project?

No.

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*