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Larimer County Senior Transportation Needs Assessment

Prepared for Larimer County through the
Larimer County Office on Aging

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GLOSSARY

Door through door: *Transportation service between a user's specific origin and destination that offers mobility assistance from the vehicle and into one's destination such as the home or doctor's office.*

Door to door: *Transportation service between the door of a user's home and the door of their destination where mobility assistance is generally not provided any further than the door of the rider's home or destination.*

First mile, last mile challenge: *The gap between a user's origin/destination and a fixed route transit stop or station. This distance provides a barrier to using transit, especially in low density communities that cannot sustain reliable fixed route transit and where biking and walking to transit may not be feasible.*

Fixed route: *Transportation service that operates on a fixed schedule and route.*

Focus group: *An outreach tool applied in this planning process where small groups gathered to provide feedback on their travel behavior and transportation recommendations through a combinations of structured activities and open dialogue.*

Mobility assistance: *Assistance provided by the driver as a part of a transportation service for a user to help the user navigate into and out of a vehicle as well as provide other physical support as needed.*

On-demand and/or demand responsive: *"An advanced, user-oriented form of public transport characterized by flexible routing and scheduling of small/medium vehicles operating in shared-ride mode between pick-up and drop-off locations according to passengers' needs."¹ A rider is usually picked up the same day as the ride is requested.*

Operations and maintenance: *Includes annual costs to keep a program effectively running such as labor, fringe benefits, materials and supplies (e.g., fuel), maintenance of the fleet, office space, equipment, and administrative costs. Administrative costs support the performance of a program's basic function of providing transit service.*

¹ <https://ec.europa.eu/easme/en/managenergy>

Outside of incorporated area: One of the three geographies of Larimer County in addition to rural and unincorporated/small town. Refers to the area immediately surrounding a larger incorporated city such as Fort Collins, but still refers to the area defined as unincorporated Larimer County. This area is more dense and developed than a rural area.

Paratransit: A special transportation service for those with disabilities or seniors that often serves as a supplement to fixed route transit. Paratransit can vary in its structure from a small bus that runs on a fixed route to an on-demand service provided by a passenger vehicle.

Platform: A mobile or computer interface; in this context, the platform is generally used to search for and/or book a trip.

Public private partnership: "A contractual arrangement between a public agency (federal, state or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public."²

Ride-hailing: A form of transportation where a passenger hails a ride, usually through an online platform, and is picked up for the requested ride within hours of the request being made. Synonymous with on-demand.

Rural: One of the three geographies of Larimer County in addition to outside of incorporated City and unincorporated/small town. Refers to an area that has very low-density with residences that are far apart and not located within close proximity to other amenities or land uses.

Shared rides/ride-sharing: When a ride is shared between multiple passengers who do not necessarily know each other; passengers are paired by the service provider and are generally traveling along similar routes to prevent out of direction travel.

Shared fleets: A set of vehicles that are not owned by a single individual, but rather shared amongst multiple people and can be owned by a company, agency or organization.

Transportation Network Company (TNC): A service that connects riders with drivers through a mobile or online booking platform. (Examples: Uber, Lyft)

Trip chain: To pair transportation to multiple destinations within one trip.

² <http://www.ncppp.org/ppp-basics/7-keys/>

Unincorporated/small town: One of the three geographies of Larimer County in addition to outside of incorporated City and rural. Refers to an area that has a cluster of development, generally of mixed use, but is not an incorporated area, as defined by the Census.

Volunteer driver service: A transportation service where volunteers are the drivers; drivers do not get paid for their service but may or may not be offered reimbursement for fuel.



EXECUTIVE SUMMARY AND INTRODUCTION

The Larimer County Senior Transportation Needs Assessment is a part of the effort by Larimer County to identify barriers to mobility for seniors in unincorporated parts of the county and establish recommendations to overcome them.

The unincorporated regions of Larimer County are home to nearly 70,000 residents, a growing percentage and number of which are senior citizens (60 years and older). In the next ten years, the senior population in these regions is expected to increase by 71% and make up over 30% of the total population. Growth of the senior cohort is expected to take place at a much faster rate than growth of the population under the age of 60. This trend is occurring nationally, but is even more exaggerated in Larimer County, as show in **Figure 1**.

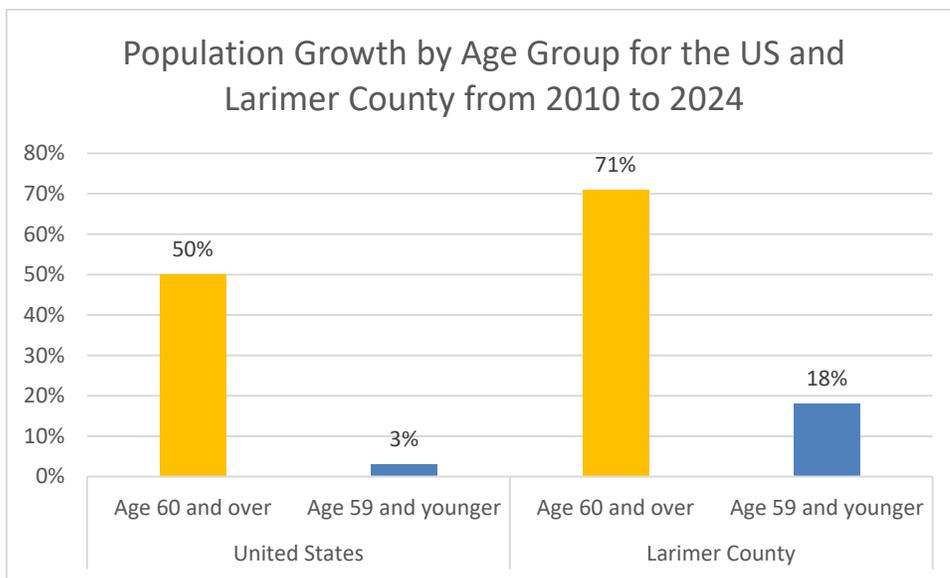


Figure 1: Population growth

Surveys and focus groups completed as a part of this planning effort revealed that a large portion of this growing cohort of older adults wants to continue to live where they do, or “age in place,” for a variety of reasons. However, as seniors’ mobility decreases and alternatives to driving are limited in unincorporated parts of the county, a lack of transportation services becomes a significant barrier to aging in place.

Recommended Solutions

This plan separates unincorporated Larimer County into three different geography types—rural areas, unincorporated towns, and areas surrounding incorporated cities. Based on different land uses, terrain, and access to existing resources, these three geographic terms are used broadly and informally in order to consider various types of recommendations throughout the plan.

This plan recommends and prioritizes five service solutions and five programmatic solutions to improve transportation for seniors in unincorporated Larimer County. The recommendations listed below were reviewed and prioritized based upon effectiveness in mitigating transportation gaps and potential for implementation. The solutions are presented below, in order of priority, based on multiple criteria. As funding becomes available, Larimer County and partner agency staff can select the highest ranked project that is most competitive based on the focused purpose and criteria for each individual program. Solutions are as follows:

Service Recommendations

1. **Family and friend subsidy**- per mile reimbursement provided to family and friends of seniors for providing transportation
2. **On-demand paid services**- employs drivers who are paid for providing door to door transportation services
3. **Expansion of existing services**- expansion of service hours, service area, or flexibility in booking rides for existing services in the region
4. **Volunteer driver program**- service where rides are provided by trained volunteers who are not getting paid to provide transportation services
5. **Fixed route shuttle**- van or bus that runs on a fixed route and schedule about weekly or monthly

Programmatic Recommendations

1. **Education: marketing**- Programs and distribution of material that educates residents about available transportation options
2. **Dispatch: call center**- A central hot line that seniors can call to book rides and find out more about available transportation options
3. **Education: senior commission/transit ambassador**- a group of senior volunteers who live in the region who lead trainings and identify key challenges and opportunities for seniors
4. **Education: travel trainings**- Educational programs that teach seniors about their transportation options and lead trips to show seniors how to use various transportation options
5. **Dispatch: online platform**- A mobile app or website that seniors can use to book rides and find out more about available transportation options

EXISTING TRANSPORTATION CONDITIONS

The Larimer County Government is dedicated to protecting the health, safety and welfare of its citizens, while also making the most efficient use of taxpayer dollars. Larimer County, in its mission statement, has committed to improving services and enhancing knowledge to serve county residents in a competent and effective manner. As part of this mission, Larimer County commits to maintaining a safe and efficient transportation system that works for people of all ages. As such, the County's 2013 *Strategic Plan* called for an evaluation of transportation needs and challenges for seniors in unincorporated Larimer County. In pursuit of these goals, this Senior Transportation Needs Assessment has identified those needs and makes recommendations for addressing the gaps in transportation services for older adults in unincorporated Larimer County.

The unincorporated regions of Larimer County are home to nearly 70,000 residents, a growing percentage and number of which are senior citizens (60 years and older). In the next ten years, this senior population is expected to increase by 71% and make up over 30% of the total population. Seniors live in unincorporated parts of the county for a number of reasons including the area's beauty, health benefits, and affordability, and their long-standing roots in the community. Regardless of whether the desire or need to "age in place" is due to cost or relationships, the older population is looking for options to continue living where they do in unincorporated Larimer County, as long as possible. As the mobility of the senior population decreases, transportation often becomes a significant barrier to aging in place. Currently, transportation services are unreliable or nonexistent in many parts of unincorporated Larimer County. The lack of transportation services forces a large portion of the senior population to move closer to family or to more urban areas for services. Some continue to drive when it is no longer safe to do so, putting themselves and others at risk. Fatal crash rates are highest among drivers ages 85 and older³.

³ National Highway Traffic Safety Administration, <https://www.nhtsa.gov/research-data/fatality-analysis-reporting-system-fars>

Previous Studies

A number of studies and surveys have been completed in the county over the past five years that provide valuable data and feedback on current challenges and opportunities for seniors traveling in the region. These studies informed the planning process and recommendations in this report and are summarized in this section.

Growing Older in Fort Collins- Silver Tsunami as a Golden Opportunity (February 2012)

This report is a summary of a series of events held on November 10, 2011, where 140 people from the Fort Collins region gathered to discuss the growing senior population in the area. Small group discussions were held to brainstorm how the community should respond to these demographic changes. Transportation came up as the most important issue facing this population that should be addressed. Participants expressed a need for local and regional public transportation services and more walkable communities. In a voting exercise, over half of respondents chose increased public transit as one of their top three goals and over ¼ of respondents selected transit connections to regional cities. Transportation also got almost twice as many votes as other topics during small group break outs as the issue people felt the most strongly about.

Rethinking Transportation: Creating an Aging Friendly Community (March 2013)

The Rethinking Transportation: Creating an Aging Friendly Community symposium was held March 5, 2013 in Loveland. The presentation began by reviewing demographic trends in the region. The compelling message was that the number of Larimer County residents who are 65 and older will increase 141 percent in the next 20 years. This presentation framed the growth of seniors as a golden opportunity, with a number of benefits and an opportunity to redefine how communities value seniors. This session presented four approaches to how senior transportation could be addressed: 1. Seniors need to take more responsibility, 2. Expand non-profit and citizen initiatives, 3. The business community should play a large role, 4. Local government should increase the quality and quantity of services

Attendees completed a worksheet on these four approaches, noting how they supported each and other key concerns. The overall most important short-term efforts should be community coordination, improving public transit, and educating seniors and businesses. Long-term, there

should be a focus on all four approaches including increased funding and involving business and volunteers.

The results of polling from the event revealed that 40% of attendees drove by themselves as their primary mode of transportation in the last three months. Over 25% said they rode with family or friends and less than 5% said they took public transit. In Fort Collins, 29% drove themselves, 23% rode with family or friends, and 11% took public transit. The biggest barriers for seniors utilizing alternative transportation were identified as not being close enough to their destinations, followed by people being unsure of schedules and routes, and routes being inconvenient and time consuming.

Connecting Seniors to Our Community- A Community Conversation to Explore the Future Growth of Our Senior Population in Loveland and Larimer County (May 2013)

This event was held on May 2, 2013, where 50 attendees joined the Loveland Senior Advisory Board and the CSU Center for Public Deliberation to discuss the changing demographics of Larimer County and how the community can respond to these changes. Transportation was determined to be the most important issue that needs to be addressed for the aging population. It was acknowledged that transportation options have improved but still require additional attention. A special focus should be given to accessible transportation options. Several participants mentioned transportation as a current strength, including the service provided by Senior Alternatives in Transportation (SAINT), but that expanded options would be necessary. Some of the specific recommendations include educating people about their transportation options, asking users to potentially pay more, implementing ride sharing services, enacting policy changes, expanding shuttle systems, expanding regional bus routes and discounting transit for seniors on certain days.

The NFRMPO Coordinated Public Transit/Human Services Transportation Plan (December 2013)

This plan, adopted by North Front Range Metropolitan Planning Organization provides a framework for coordination of transportation services in the North Front Range ensuring individuals have the transportation services they need to be self-sufficient and live independently. This plan identifies challenges, previous successes, demographic trends, goals, strategies, and public outreach for a self-sufficient transportation system for the next five years. The document guides the work plans of mobility councils and keeps the programs on track and

in line with their goals. Goals under this plan include to: coordinate efforts of the various agencies, jurisdictions, and transit providers; seek policy level changes and funding options that improve mobility; address transportation for those requiring specialized transportation services; improve transportation options for low-income employees; and increase education and awareness of transportation services. Strategies to implement these goals include pursue opportunities for: funding for Mobility Coordination staff; support and work for projects that address employment transportation; support for funding that increases access to bus stops, capital expenses and ongoing operations; and increased fixed and flex-route transit service; an online resource guide; partnership with other agencies; and public outreach that improves the perception of transit.

Partnership for Age Friendly Communities Workshop (February 2014)

The Partnership for Age Friendly Communities held a workshop on February 20, 2014 in Fort Collins. This event was the first one put on by the Partnership for Age-Friendly Communities in Larimer County (PAFC). PAFC was developed through a National Association of Area Agencies on Aging (n4a) MetLife Foundation-funded Livable Communities Collaborative grant. The purpose of the event was to bring together key stakeholders and community members, brainstorm and elicit creative ideas, and launch a multi-stakeholder community effort to advance livability in Larimer County. The workshop focused on four key areas: mobility and access, housing, health and wellness, and culture of aging. Long-term outcomes that were identified for mobility and access were: incorporation of technology, awareness of public transit benefits, walkability supported by design, funding for public transit, comprehensive transportation planning, facilitating neighborhood support and expansion of mobility services.

Community Assessment Survey for Older Adults (CASOA) Larimer County (2014)

The Community Assessment Survey for Older Adults (CASOA) is a statistically valid survey of the strengths and needs of seniors in communities across America in order to educate stakeholders of potential recommendations of services for older adults. Survey participants were asked to rate their overall quality of life, as well as aspects of quality of life in Larimer County. They also evaluated characteristics of the community and gave their perceptions of safety in Larimer County. The survey touched on overall community quality, safety, availability of information, productive activities, health and wellness and community design

and land use, which includes transportation. Only 33% of respondents ranked ease of travel by public transportation as excellent or good. In 2010, 8% of respondents used public transportation instead of driving, while 15% did in 2014. In 2010, 77% of respondents noted excellent or good ease of getting to places you usually have to visit; that percent shrank to 70% in 2014.

Livability for All in Fort Collins and Loveland, CO: An Age-Friendly Community Survey of Residents Age 50-Plus (AARP) (June 2016)

In June 2016, AARP conducted a survey of residents over 50 years old in Larimer County on topics including home, transportation, health and wellness, and demographics. 500 phone interviews were completed. The results summarized here are for respondents within the entire county. Of the respondents over 50, 91% own their own home and have resided in their current community for an average of 11 years. Seventy-four percent of respondents say remaining in their current home is extremely or very important. The top factor for 44% of respondents over 50 was to stay in a home that will allow them to live independently. The two transportation features that ranked the most poorly were accessible/convenient transportation and timely public transport. Over 33% of respondents felt that these features ranked fair or poor. Ninety-six percent of Larimer County residents over the age of 50 drive themselves around and only 7% use public transportation. Taxis are used by 1% of respondents and special transportation services by 10%.

Existing Services

Existing services in the region are generally provided through local governments or non-profit agencies. The services can be categorized as fixed route, paratransit or a volunteer driver program, as defined in the glossary. These services range in how, where, who and when they provide transportation options; they are identified and summarized in this section.

Fixed Route

Fixed route services describe public transportation that operates along a prescribed route and is consistent with a predetermined, fixed schedule.

Bustang

A service run by the Colorado Department of Transportation (CDOT) that connects commuters between downtown Denver and Loveland/Fort Collins. This service runs Monday through Friday. Rides cost between \$6.75 and \$7.50 for seniors.

COLT (City of Loveland Transit)

COLT offers fixed route transit service that serves Loveland with two different service types: three fixed bus routes that serve the City of Loveland and the FLEX regional fixed route service that goes between Fort Collins, Loveland, Berthoud and Longmont and is operated by Transfort. COLT operates Monday through Saturday. Rides cost \$.60 for seniors.

Estes Park Shuttle

The Estes Park Shuttle is available to visitors and residents. There are six free shuttle routes within the town and three to Rocky Mountain National Park. This service operates June through September, from 9 am to 9 pm every day of the week. The shuttle is free to all users.

Transfort (City of Fort Collins)

Transfort offers fixed route transit service consisting of 22 bus routes, as well as the MAX Bus Rapid Transit, and FLEX regional fixed route service that goes between Fort Collins, Loveland, Berthoud and Longmont. Transfort operates Monday through Saturday. Rides cost \$.60 for seniors.

Paratransit

Paratransit services supplement fixed route services by providing transportation options for those with disabilities or to seniors. Paratransit varies on its degree of flexibility and operational characteristics, depending on the service.

Berthoud Area Transportation Service (BATS)

BATS operates a door to door paratransit service serving residents of Berthoud between the town of Berthoud and incorporated Loveland and Longmont from 8 am to 4 pm, Monday through Friday. Although this service operates on a fixed schedule, door to door service is provided, picking riders up from their homes in Berthoud and dropping people off at their destinations in Loveland and Longmont. BATS makes one weekly trip to Longmont and four to five trips per week to Loveland. Services are free for seniors, but donations are accepted. Reservations need to be made at least a day in advance.

COLT

COLT offers a door to door paratransit service within Loveland's Growth Management Area for those with disabilities or over the age of 60. COLT paratransit operates Monday through Friday from 6:30 am to 6:30 pm and Saturday from 8:30 am to 5:30 pm. The regular fare for a single trip is \$2.00. Reduced fares of \$1.00 are available for those who qualify.

Dial-a-Ride (Transfort)

Dial-a-Ride is a door to door paratransit service that coordinates shared rides with other passengers based on origins and destinations. Dial-a-Ride eligibility is determined by the Americans with Disabilities Act (ADA) federal requirements; therefore, not all seniors are eligible for this service. The service area for this program is defined as the area within $\frac{3}{4}$ mile from any Transfort fixed bus route. Service is operated Monday through Saturday, 6 am to 11 pm. Reservations for trips must be made at least the day before and up to two weeks in advance. Trips cost \$2.50 one way.

Dial-a-Taxi (Transfort)

Dial-a-Taxi is an arm of Transfort that provides paratransit service that is outsourced through Yellow Cab. Like Dial-a-Ride, Dial-a-Taxi eligibility is determined by ADA requirements. The service operates like a regular cab fare, except that the City of Fort Collins pays for the first \$20 on the meter. This service is available all days of the week and during evenings. Users can book

a ride the same day as their trip, but advanced booking depends on driver and voucher availability.

Disabled American Veterans (DAV) Van Transportation

DAV provides a van service upon reservation from a user's home (if they live in Loveland or Fort Collins) to Cheyenne and Denver VA Medical Centers for injured and ill veterans only; no wheelchair access is available. All qualifying residents of Larimer County are eligible for the service. DAV operates Monday through Friday from 8:30 am to 12:30 pm. This service is free for riders.

Heart & Soul

Heart & Soul provides door to door and door through door transportation service in all of Larimer and Weld Counties for seniors and others in need of transportation. It is recommended that bookings be made 48 hours in advance to guarantee scheduling. This service costs a fixed \$10 for pick up and an additional \$2.50 per mile, but prices may vary depending on where the rider lives. The service has five paid, trained drivers and vans that accommodate wheelchairs. Service hours are 5 am to midnight, seven days a week.

Rural Alternatives for Transportation (RAFT)

RAFT is primarily a service operated by volunteer drivers (described in the Volunteer Service section) but has one paratransit vehicle. RAFT serves seniors of unincorporated Larimer County over 60 who are no longer able to drive. The service area consists primarily of the unincorporated areas of the Berthoud Fire Protection District, bordered by I-25 to the east, Chimney Hollow Road to the west, just south of 42nd Street to the north, and between County Line Road and Highway 34 to the north. Reservations are required three days in advance. There are no fees for eligible riders; however, contributions are encouraged. Clients are assisted door to door and door through door from their home to destinations in Berthoud, Loveland and Longmont on weekdays from 8 am to 4 pm with a three day notice.

Veyo

Veyo is a state contracted Medicaid transportation broker for non-emergency medical transportation services for Medicaid-eligible customers who require transportation to a Medicaid-funded medical appointment. Veyo is available for those living anywhere within Larimer County and serves destinations within 25 miles of the pick-up location. This service must be scheduled 48 hours in advance. This service is free to users and operates Monday

through Friday. Veyo also provides reimbursement for mileage for transportation by a family member, friend, or through one of their registered volunteer driver programs. Mileage is reimbursed at the State mandated level of 38¢ per mile.

Via Mobility Services

Via runs a shared paratransit ride service for adults over the age of 60. It currently operates primarily within the incorporated Estes Park region and a small section of unincorporated Larimer County around Estes Park. Rides can be scheduled anywhere from seven days in advance to the same day a ride is being requested. Via operates Monday through Friday from 8 am to 5 pm. The service is free for seniors over 60. Via runs a volunteer driver program in addition to the paratransit service but does not currently offer this service in Larimer County; this program does not have set operating hours and is up to the volunteer. Via Mobility Services offers a reimbursement program where family and friends can be reimbursed per mile or up to a certain amount for driving Via-registered riders; this program does not have set operating hours and is up to the family/friend driving.

Wellington Senior Resource Center

Wellington Senior Resource Center provides transportation for Wellington residents ages 60 and over. This service operates Monday, Wednesday and Friday from 9 am to 2 pm. Service is provided at no cost to residents that live within a 10 mile radius of the Wellington Senior Center. Riders are brought to the senior center or to appointments in Fort Collins.

Volunteer Services

Volunteer transportation services have trained volunteers as the drivers of the programs, but may have paid staff serving administrative duties.

Rural Alternatives for Transportation (RAFT)

In addition to paratransit service, RAFT primarily provides transportation by volunteers. RAFT serves seniors of unincorporated Larimer County over 60 who are no longer able to drive. The service area consists primarily of the unincorporated areas of the Berthoud Fire Protection District, bordered by I-25 to the east, Chimney Hollow Road to the west, just south of 42nd Street to the north, and between County Line Road and Highway 34 to the north. Reservations are required three days in advance. There are no fees for eligible riders; however, contributions are encouraged. Clients are assisted door to door and door through door from home to

destinations in Berthoud, Loveland and Longmont on weekdays 8 am to 4 pm with a three day notice.

Senior Alternatives in Transportation (SAINT)

SAINT is a volunteer-run door to door transportation service provided for those 60 and older within primarily incorporated parts of Fort Collins and Loveland with only small pockets of unincorporated areas; wheelchairs are not accommodated. SAINT operates from 8:15 am to 4 pm Monday through Friday. Riders must call to make reservations at least three business days in advance of the requested date; the service is first come first serve and is often booked out two weeks in advance. There is no charge for SAINT's services, but donations are appreciated and volunteers are reimbursed for mileage.



Existing Programs

In addition to transportation services, there is a current program that educates seniors on transportation options in the region.

Senior Travel Training Program

This program consists of three different geographic branches of training—Fort Collins, Loveland and Berthoud. The program allows residents, focusing on seniors, to ride fixed route transit services, often requiring transfers to different bus routes and services, accompanied by a designated staff person or representative from the transit agency, to downtown Fort Collins. The program is operated semi-independently by each jurisdiction, but with the same overarching curriculum and coordination. The program has been taking place since 2014. It allows residents to explore transit options in their region comfortably and with the guidance of a local expert. This experience is designed to empower residents and seniors to use these transit options on their own for trips after the trainings.

PEER REVIEW

In order to learn from peer communities with similar demographics and innovative transportation programs and services, interviews were conducted with three communities—Marin County, California; Centennial, Colorado; and Lone Tree, Colorado. These programs provide more insight into the challenges, lessons learned and nuances of proposing and implementing successful transportation services and programs for seniors.

Marin County

The Marin County senior population, is growing at a rapid rate—seniors make up one in four residents currently and are projected to be one of every three in the next 10 years. In order to address the transportation needs of this aging population, there are a number of dedicated funding sources, services, and programs to empower residents to comfortably and safely age in place.

Services and Programs

Marin County provides a number of transportation services and educational programs to its senior residents, which are described in this section.

Marin Catch-a-Ride

The Catch-a-Ride service provides discounted taxi rides to Marin County seniors anywhere in the county. This transportation option enables seniors, ages 80 and older, seniors between 60 and 80 who no longer drive, and paratransit eligible riders to take taxi rides at a discounted rate. Seniors call Catch-A-Ride’s call center to schedule a ride and receive an exact mileage-based price, immune to traffic. Eligible participants receive \$14 off their ride, reducing the cost of long rides and fully subsidizing short rides. Marin Catch-A-Ride is a program of Marin Transit’s Marin Access family of transportation services and is funded by Marin County’s voter approved vehicle registration fee, Measure B.

Volunteer Driver Programs

Carepool- Carepool is a volunteer-run service that offers free rides for Marin County senior residents. Volunteer drivers are reimbursed on a per mile basis. The supply of Carepool is

limited by volunteer availability. This program is run by Whistlestop, a private company in the region that promotes active aging.

Safe Transport and Reimbursement (STAR) Program- The STAR program offers free mileage reimbursement for seniors' friends and family members who are willing to drive them. The STAR program does not provide a pool of volunteer drivers, but rather allows the rider to find their own trusted driver and provide a mileage reimbursement. The intent of this program is to lower the barrier for seniors to ask family and friends for rides and to increase safety by encouraging others to drive if the senior no longer feels comfortable doing so. STAR is run by the Marin County and is part of their family of access programs and funded by Measure B.

TRIP Programs- This program pairs seniors with volunteer drivers. Arrangements for travel are made between the rider and their volunteer driver, as mutually convenient. Reimbursement is limited to 400 miles a month and occurs at \$.40 a mile. This program only operates in West Marin and is run by West Marin Senior Services.

Call A Ride for Sausalito Seniors (CARSS)- CARSS provides free rides for seniors 60 and older anywhere within Sausalito (a city in Marin County), Monday through Friday 10 am through 2 pm. CARSS is run by Sausalito Village, a volunteer-based non-profit organization that has been offering services since October 2010.



Travel Navigators

Travel Navigators provides a one-stop shop to help guide seniors in their transportation service and program options and eligibility. Travel Navigators helps customers determine the services they would qualify for and which service is most appropriate and cost effective for a user given the specific trip. This service is available from 8 am to 5 pm Monday through Friday. Travel Navigators service is contracted from Marin Transit to a third party provider.

Travel Trainings

Travel Trainings is the educational arm that accompanies the Marin County transportation services. These programs offer several different formats for educating Marin senior residents about their travel options. There are currently three different formats through which these trainings are offered: group presentations called Navigating Transit, individualized travel trainings and the Transit Ambassador Program.

Navigating Transit is a free, one-hour presentation which educates residents about alternative transportation options to driving including travel trainings and the Transit Ambassador Program, trip planning, fares and public transit. Individualized travel training, or “transit tours”, is a free service where a Marin Transit employee does a mock trip with groups that is customizable to the group and includes trip planning, traveling, and transferring as appropriate. The Transit Ambassador Program is currently being established but will feature trained volunteers who will teach other individuals about transportation and transit options.

These programs are operated through Marin Transit and currently only require a portion of time from a staff member but have the potential to require more resources if demand increases. These programs are funded by Measure B.

Funding Sources

Marin has a number of funding streams that provide important sources of funding that are designated for increasing transportation services and programs for seniors in the county.

Measure A Sales Tax

Residents passed a sales tax increase in November 2004, Measure A, that enacted a half-cent sales tax to reduce local traffic congestion by implementing a 20-year Transportation Plan. Measure A created local funding to enhance Marin County bus service, with an emphasis on expanding and enhancing transit services for seniors.

Measure B Vehicle License Fee

Residents passed Measure B in 2010, a ballot initiative to increase annual vehicle license fees by \$10. This funding generates about \$700,000 annually to increase transportation services for seniors and those with disabilities.

City of Centennial and Arapahoe County

The City of Centennial, a suburb about 12 miles south of Denver, has a strong focus on their growing senior population and addressing mobility challenges through programs and services.

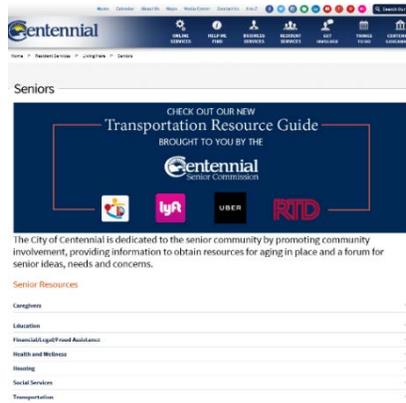
Senior Commission

The City hosts a Senior Commission consisting of a volunteer group of resident seniors that advises the City Council on issues affecting seniors. This group serves as a forum for the

expression of ideas, needs and goals of seniors; enlists community-wide input on these issues; and provides seniors the opportunity to participate in community activities and programs. This group serves as the trainers or ambassadors in train-the-trainer style programs.

Senior Website

The City runs a website dedicated just to seniors and resources for seniors. The site is frequently updated and contains an events calendar and information on caregivers, education, housing, social services and transportation. Under the “transportation” tab, the site provides descriptions of various transportation services, and instructional guides and videos for using certain programs.



Arapahoe County Senior Transportation Program

This program, provided by Arapahoe County and the Seniors' Resource Center, offers residents of Arapahoe County over the age of 60 a donation-based transportation service to medical appointments, senior dining centers, grocery stores and food banks. Rides are offered in small, wheelchair accessible vehicles. Trips should be booked a week in advance.

Denver Regional Mobility & Access Council (DRMAC) Getting There Guide

This guide provided by DRMAC, available in both English and Spanish, provides an overview of the transportation services available within the Denver Metro area including the City of Centennial. It provides a clear table of the transit provider, cost, wheelchair accessibility, hours of service, geography of service, and eligibility. DRMAC is a project of the Colorado Nonprofit Development Center (CNDC), which is the legal governing body of DRMAC.

Mobility Ambassadors Program (MAP)

MAP is a train-the-trainer style program to educate seniors about the transportation options and services available to them. This program also includes the Mobility Ambassadors Program (MAP) Transportation Resource Guide, which is a comprehensive guide to navigating transit in the Denver Metro Area. MAP is run through the City of Centennial.

Go Centennial Pilot Program

Go Centennial was a public private partnership between the City of Centennial, Lyft, Xerox and Bloomberg Philanthropies to help travelers get between their origins/destinations and the Dry Creek light rail station in Centennial, Colorado. The pilot is the first program in the nation to provide a fully subsidized on-demand, demand responsive ride-hailing service, including wheelchair accessible transportation that connects to a transit station. The program also included a point-to-point ADA service that provided wheelchair users transportation between any two points, not restricted to transit stations. In addition to providing no-fee ride-hailing service to users in Centennial, Go Centennial tested an entirely new platform for seamless and accessible door to door transit planning through the Go Denver app that has the potential to streamline payment and other modes.

City of Lone Tree and Douglas County

The City of Lone Tree is a suburb 15 miles south of Denver, situated on the I-25 corridor, with light rail access to downtown Denver. Douglas County contains Lone Tree at its northern edge and stretches south to Colorado Springs. Both the city and county are implementing a number of transportation services and programs for their growing senior population.

Services and Programs

Lone Tree and Douglas County provide a number of transportation services and educational programs to their senior residents and visitors, which are described in this section.

Lone Tree Link

The Lone Tree Link is public private partnership between the City of Lone Tree, Denver South Transportation Management Association, Charles Schwab, Sky Ridge Medical Center, and Park Ridge Corporate Center. It is a free service that provides a circulator between key destinations including the Lincoln light rail station, the Lone Tree entertainment district, Sky Ridge Medical Center and several large employers. This service is open to all users. This has been a hugely successful program with high ridership from not only commuters, but seniors accessing medical facilities and entertainment.

Neighborhood Network

Neighborhood Network is a non-profit that supports the seniors of Douglas County and is funded by grants and donations. This program offers housekeeping, companionship and handyman work, but transportation is the largest component of the organization. Neighborhood Network pairs volunteers with seniors who request trips. The driver provides a ride both ways, and stays during the senior's doctor visit or can help with the senior's grocery shopping needs. This model requires five to seven days advanced notice and is limited by the availability of volunteer drivers. Neighborhood Network does work to recruit volunteers in areas with high senior demand. The service is free to seniors, but donations are accepted.

First Call

Funded by Federal Transit Administration (FTA) Grants, this county-run service provides a call center for seniors if they are not sure who to contact for a service. It directs the user to the provider that is best able to meet their needs. First Call addresses the challenge that seniors face of navigating multiple providers with different service geographies and hours by streamlining the trip planning process. Every month, all providers serving the transportation needs of seniors in Douglas County meet to discuss the supply and demand for these services at a high level. This coordination between providers is important to ensure that vehicles and drivers are optimized to best serve the needs of residents.

Local Taxi Voucher

In 2011, the Taxi Voucher program was launched and funded by the Town of Castle Rock to replace a discontinued fixed route transit service. The program provides rides that begin and end in Town limits. Transportation services are limited to work, medical/dental, grocery and pharmacy trips for Castle Rock residents. Registration is required in order to receive transportation services. This program is funded through Town tax dollars.

Educational Programs

There are a number of different committees, resources and events that are organized with the goal of educating resident seniors about transportation options. This includes a Living and Aging ad hoc committee that holds monthly luncheons for seniors to socialize and learn about different topics, including transportation. These lunches have had up to 80 attendees. Douglas County also had a listening tour where they traveled to hear about the primary challenges that

seniors face. The County's website has resources that pair users with services based on their needs.

Funding

Lone Tree and Douglas County receive funding through a number of different sources.

Grants

Douglas County provides a large number of senior transportation services through grants including Federal Transit Administration (FTA) 5310, American Automotive Association (AAA), Denver Regional Council of Governments (DRCOG), and the Older Americans Act.

Shared Provider Model

Douglas County subcontracts its transportation services for seniors to local providers outside of the county. This allows the county flexibility to build off the resources of the third parties. For example, the county pays the Douglas County Senior Center to provide a certain number of trips using their existing vehicle fleet. This ultimately saves the county money by being able to optimize resources and take advantage of the economies of scale.

Future Programs

The City of Lone Tree and Douglas County are actively planning to accommodate their growing senior population and are currently assessing the feasibility and implementation of the following new transportation services.

Coordinated Dispatch System

A coordinated dispatch system will enhance the service provided by First Call with a more optimized method of matching riders to providers. This system would create one pool of riders and providers to maximize the economies of scale and be able to better match seniors with other riders traveling to similar locations as well as available drivers located nearby.

First Mile Last Mile Ride-Hailing Service

With the Highlands Ranch Call-n-Ride service shut down in January 2017, the county is planning to provide a service that replaces the Call-n-Ride and addresses the gap between a user's origin/destination and the Lincoln light rail station. The Board of County Commissioners is

interested in a model similar to the Go Centennial pilot that operated in Centennial. Acknowledging that seniors are hesitant about riding with strangers, the county is pursuing a program where retired police officers serve as the drivers in order to eliminate the sense of a stranger driving.

SERVICES INTERVIEWS

In addition to interviews of peer communities, two service providers specializing in senior transportation that operate around the country were interviewed—ITNAmerica and Liberty Transportation.

ITNAmerica

The Independent Transportation Network of America (ITNAmerica) is the only national non-profit, on-demand, ride-hailing service for older people. The organization started in 1990 to fill a consumer-oriented set of services that people were willing to buy. The transportation model that transpired was one of the first forms of a Transportation Network Company (TNC) in the country.

ITNAmerica is intended for larger, denser communities, however, the organization is beginning to launch *ITNCountry* for smaller and more rural communities. *ITNCountry* can be housed within another organization or on its own. *ITNCountry* service hours and fees are established by the local communities. Because small, rural community programs often run with little or no paid staff, *ITNCountry* recommends that the program be run solely with volunteers. *ITNCountry* builds a large on-line learning community where all of ITN's innovative programs are taught and supported so that *ITNCountry* communities learn how to run the service on their own.

In addition to connecting riders with drivers, *ITNCountry* hosts programs including *CarTrade*, Transportation Social Security, Ride & Shop, Healthy Miles, Ride Services, and Personal Transportation Accounts. Through these programs, older people may trade the cars they can no longer drive to cover the cost of their rides, or volunteers may earn credits for their volunteer effort and bank them to plan for their own future needs. An adult child may volunteer for ITN with any affiliate community and send their volunteer credits to a parent, to cash in for rides through *ITNCountry*. Merchants and healthcare providers can help pay for rides through Ride & Shop or Healthy Miles. A software will be used to connect every participating community through one information system, but the information can be easily accessed or provided

through a staff member who has access to the online software. More information can be found at <http://www.itnamerica.org/>

Liberty Transportation

Liberty Transportation is a transportation logistics service that began in April 2016 to enhance mobility in rural communities. The goal of Liberty is to connect users with various providers within a region to ensure that there is an even match between supply and demand of trips. The business applies a community approach to transportation to ensure that a service matches the needs of the community.

The program consists of affiliate regions or communities that each operate their own service that is overseen nationally by Liberty Transportation. When a region decides to become an affiliate, a mobility manager in that community is hired by Liberty. The mobility manager is a local community partner, designated with the role of learning the local politics and needs to create a successful affiliate program. The mobility manager is responsible for gathering the existing services, providers, and technologies in the region and merging them into one database. As long as the drivers of these services have a smartphone, they can be integrated into the database. This integration allows for an optimized pairing of riders and drivers based on geography and demand. For transportation providers, this means a more optimized use of fleets and drivers.

The compilation of services gathered by the mobility manager is used to create a platform containing the transportation options available in that region. Residents of the affiliate region can then use an application on a computer, smartphone or other device, or reach the 24-hour call center to plan their trip and book a ride through this umbrella service. The service is on-demand and demand responsive. The user's request for a ride is then linked with the GPS coordinates of the operating drivers in real time. Services are guaranteed to be provided 24 hours a day. Liberty is responsible for ensuring that the demand for rides is matched by the number of providers and vehicles on the road. Liberty has their own drivers with vehicles to fill in supply gaps from existing providers in the region. Liberty has the data from all ride requests to then help advise and advocate to service providers in the region to modify supply to more appropriately match demand.

The fee for Liberty's logistics service to coordinate with other services is free. However, the fee for the ride is dependent on the provider. For Liberty rides, the fee for the user is \$1 per mile. To become an affiliate community, there is an initial cost for the first year of \$100,000 to



\$200,000 depending on the size of the region, amount of demand and other factors. By the second year, most communities are self-supported and do not pay an additional annual fee. More information can be found at <http://libertymobilitynow.com/>

COMMUNITY OUTREACH

Extensive outreach was conducted with seniors in unincorporated Larimer County to capture their transportation challenges and opportunities. The two primary forms of outreach were a statistically significant mail-in survey and four in-person focus groups. These two forms of outreach were successful in reaching a number of seniors throughout the county and capturing a large amount of input on existing gaps and potential solutions.

Table 1 summarizes key issues in transportation needs and gaps as captured by both the survey and focus groups. Where applicable, the table includes specific locations of problem areas and suggested improvements from participants. Multiple mentions of certain barriers or specific locations have been collated. Issues have been organized by the frequency of which they were mentioned.

Table 1: Transportation needs and gaps

Key issue	Barriers	Locations and details	Suggestions
Services not offered to or from where users want to go	Services are not present or service areas are inadequate	Everywhere	New services or expand existing service
Evening and weekend travel not covered	Hours of existing service operation	Everywhere	Expand existing services or offer new service on evenings/weekends
Lack of flexibility of existing services	Not enough supply of drivers	Via and RAFT are viable options but have to book far in advance and when limitations in their service area	Increase driver supply
Seniors are not fully aware of all transportation options	Resources are not available; seniors are continuing to drive due to habit and familiarity	Everywhere	Distribute information at key locations and through various suggested mediums; create a dispatch service or call center
Accessing fixed route transit is challenging	Mobility, timing, and feasibility of pairing modes or accessing fixed routes	Inside of unincorporated towns and outside incorporated towns	Coordination of schedules; supplemental on-demand first mile last mile service
Getting out of driveway in winter can be challenging	Not a door through door service	Estes Park region and others with challenging topography	Provide a door through door service
Lack of transportation to facilitate social activities	Need to rely on single occupancy vehicle and lack of coordinated shared-ride services	Everywhere	Fixed route shuttles that facilitate social interactions and group transit

Survey

A survey was undertaken to better understand the transportation needs of older adults in unincorporated Larimer County. A total of 1,500 households in unincorporated Larimer County, with a high likelihood of having an adult age 60 or over, were randomly selected to receive the survey. Surveys were not mailed to those living in nursing homes or other types of “group quarters.” A total of 557 completed surveys were returned, out of 1,404 received (596 survey packets were returned as undeliverable due to vacant housing units), for a response rate of 40%. The results were weighted to reflect the demographics of older adults in unincorporated Larimer County.

Key Findings

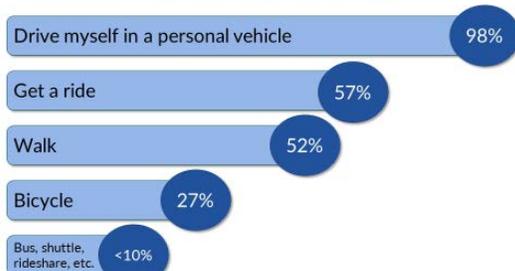
Existing Conditions

While nearly all older adult survey respondents in unincorporated Larimer County report driving regularly, only three in 10 said they would definitely continue to live where they do if they were no longer able to drive.

Research has shown that the vast majority of older adults prefer to “age in in place;” that is, live in the home or community where they are currently living as they grow older.⁴ However, to live in the unincorporated areas of Larimer County likely requires dependence on an automobile (whether as driver or passenger). Once older adults can no longer drive, even if they would prefer to remain where they are, they may have to move out of unincorporated Larimer County to areas where they can more easily use other forms of transportation or be near family. They may also be continuing to drive even when they no longer feel comfortable doing so or are unsafe doing so.

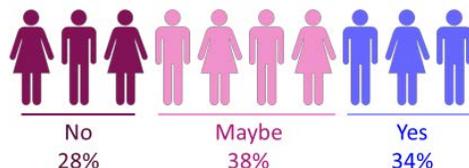
⁴ See for example the April 2014 AARP Public Policy Institute report “What is Livable? Community Preferences of Older Adults”
http://www.aarp.org/content/dam/aarp/research/public_policy_institute/liv_com/2014/what-is-livable-report-AARP-ppi-liv-com.pdf

Nearly all survey respondents in unincorporated Larimer County report regularly driving.



In a typical month, how often do you use each of the following forms of transportation?

When those respondents who do regularly drive were asked whether they would continue to live where they do if they were no longer able to drive, only a third said they definitely would.

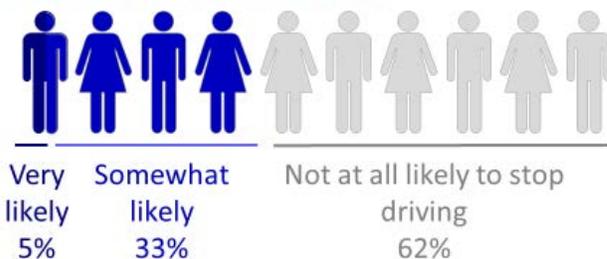


In response to the question “In a typical month, how often do you use each of the following forms of transportation?”, 98% of respondents said they drive in a private vehicle. Accordingly, 98% of respondents had a driver’s license and 97% said they regularly drive. When asked how comfortable they were driving in more adverse conditions, only half of respondents were very comfortable driving when it was raining or during a thunderstorm, and only four in 10 were very comfortable driving at night or when it was snowing. The proportion of respondents who were very comfortable driving in these conditions fell dramatically with age, with about six in 10 respondents from ages 60 to 64 feeling very comfortable in these conditions compared to less than three in 10 among adults age 75 or older.

Only three in 10 respondents who regularly drive said they would continue to live where they do if they were no longer able to drive. About four in 10 said they would “maybe” continue to live where they do, and the remaining three in 10 said they would not live where they do if they were no longer able to drive. This is an indication that respondents are aware they may not be able to age in place due to transportation limitations.

When asked if they would retire from driving if there were good alternatives in place, 38% said they would be somewhat or very likely to do so. Older respondents (age 75+) were more likely

4 in 10 respondents said they would be somewhat or very likely to retire from driving if good alternatives were in place.



to say they would be likely to retire from driving if there were good alternatives in place than were younger respondents.

That six in 10 older adults said they would not be at all likely to stop driving if there were good



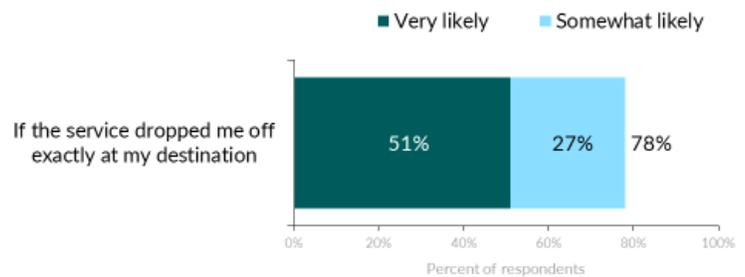
alternatives may indicate that seniors are continuing to drive when it is no longer safe, due to a lack of awareness of or comfort with alternative transportation options.

If they found they could no longer drive, respondents indicated they would most likely rely on getting rides from family members, friends or neighbors. About three-quarters would consider using taxi or ride-hailing services. About two-thirds would consider using paratransit.

Potential New Services

In spite of many respondents saying they would be unlikely to retire from driving even if there were good alternatives in place, nearly eight in 10 respondents would be at least somewhat likely to use a door-to-door transportation service, and half would be very likely to do so.

If a potential new transportation service that provided rides from home to various destinations within Larimer County were offered, about 8 in 10 respondents were at least somewhat likely to use it if the service dropped them off exactly at their destination.



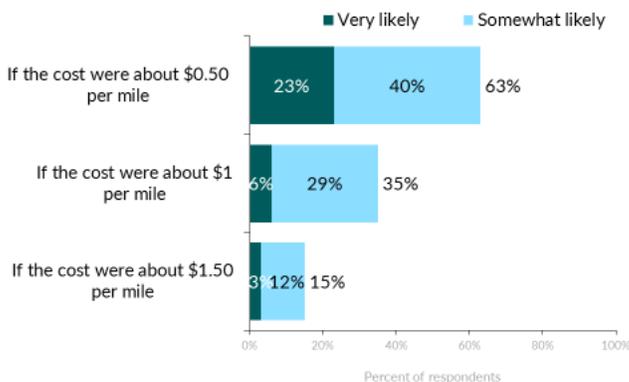
Support declined by 30% if the service dropped them within three blocks of their destination rather than at their door; about half said they would be very or somewhat likely to use that service.

The cost of the service would impact use more than sharing rides with strangers.

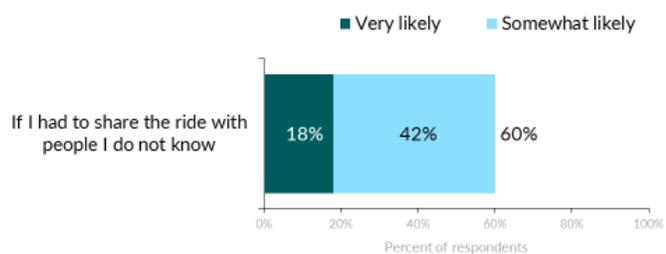
About two-thirds of respondents would be very or somewhat likely to use the service if the cost were about \$0.50 per mile, but if the cost rose to \$1.00 per mile, likely users dropped to only 35%, and if the cost were \$1.50 per mile, only 15% thought they would be very or somewhat likely to use the service.

Sharing a ride with people they did not know is not a big deterrent; about 60% said they would be very or somewhat likely to use the service even if meant sharing the ride with people they did not know.

Cost was also a factor

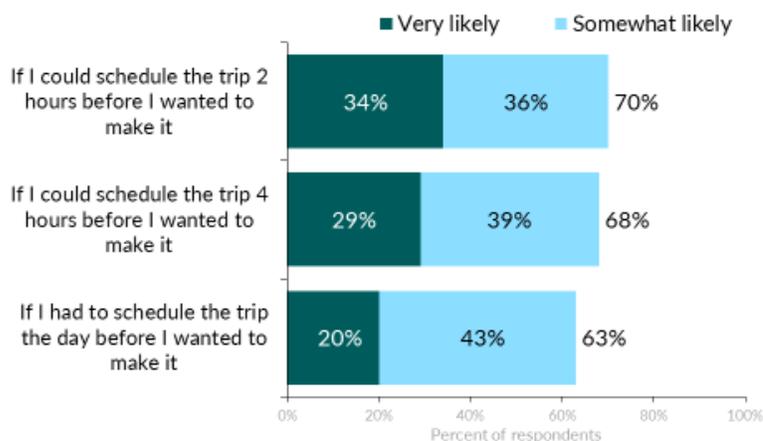


Sharing a ride with people they did not know did not seem to be a big deterrent



Longer wait times were not a big deterrent to using a service

Only 7 percent more respondents indicated they were at least somewhat likely to use the potential new service if they could schedule a trip 2 hours before they wanted to make it than if they had to schedule the trip the day before.



Most respondents were comfortable with computers, and scheduling rides by computer or by phone were both acceptable to most respondents.

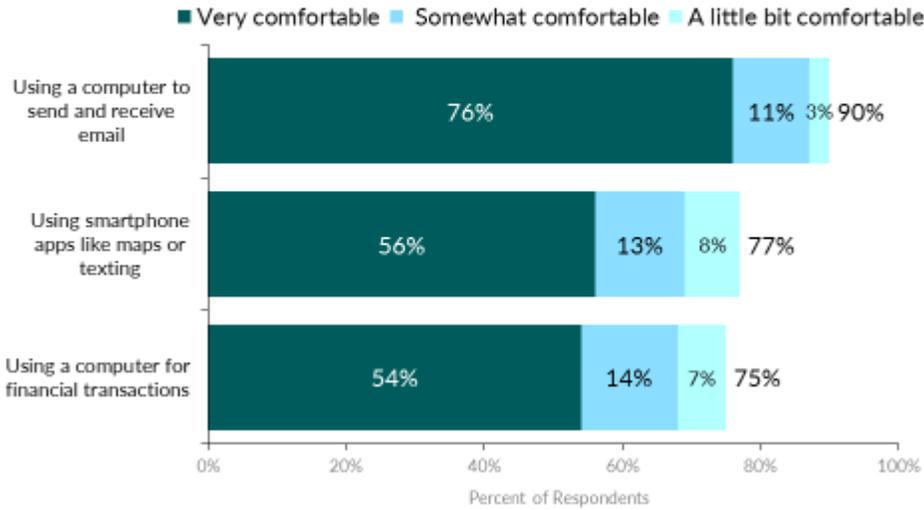
About two-thirds of respondents thought they would be very or somewhat likely to use the service if they had to use a smartphone or computer to schedule a ride. A similar proportion said they would be very or somewhat likely to use the service if they had to phone a call center to schedule the trip.

As many potential new ride-hailing services require using a computer or smartphone with internet access, the survey included a question to determine what type of internet connection, if any, respondents had at home.

Nearly nine in 10 said they had high-speed internet access at home, and about half of the older adults surveyed had a smartphone.

Nine in 10 were at least a little bit comfortable using a computer to send and receive email. Nearly eight in 10 were at least a little bit comfortable using smartphone apps. About three-quarters were a little bit, somewhat or very comfortable using a computer for financial transactions. Responses to this question varied by age. For example, 92% of respondents ages 60 to 64 were comfortable using smartphone apps but only 56% of respondents age 75 to 84 were comfortable with this technology.

Most respondents were comfortable using technology



Focus Groups

Four focus groups were held in February and March 2017 at locations throughout Larimer County—Red Feather Lakes, Estes Park, Berthoud, and LaPorte. Focus groups were intended to supplement feedback received through the mail-in survey by providing a venue to engage seniors on transportation issues in unincorporated Larimer County. Each focus group was planned with interactive activities including large maps for marking up, live polling questions and small group conversations to gain feedback from attendees on the current challenges and opportunities of transportation programs and services in the region. Feedback heard at the focus groups is organized into two sections: existing conditions and proposed solutions.

The Red Feather Lakes focus group had seven attendees ranging in age from 42 to 74, primarily from Red Feather Lakes and Glacier Point. The majority of attendees were fully retired. Most attendees had a driver’s license and continue to drive. Most attendees utilize smartphones or high speed internet for their internet needs at home. While most are comfortable using smartphones, cellular service is poor in most areas near Red Feather Lakes.

The Estes Park focus group had 12 attendees and three observers (service providers and residents of the incorporated area), ranging in age from 68 to 88. All participating attendees lived within the Estes Park area and are fully retired. The majority of attendees had driver’s licenses, and all of that subset drive frequently. Most attendees utilize smartphones or high speed internet for their internet needs at home. While most are comfortable using

smartphones, cellular service is unreliable and spotty in the area. Most of the focus group attendees were relatively mobile, with limited handicaps. However, some input was given on behalf of spouses and friends with limited mobility.

The focus group hosted in Berthoud had 22 attendees—12 participants and 10 observers including transit providers and people from incorporated parts of Berthoud. All but one



attendee had a driver's license and most commonly drive. All but two attendees were fully retired. A handful of attendees had difficulty seeing, hearing, climbing stairs or walking ¼ mile. Almost all attendees had access to high speed internet and a handful had smartphone access as well.

Lastly, the LaPorte focus group had 15 attendees ranging in age from 62 to 96 years old. All but four attendees commonly drive. Some attendees spoke on behalf of family members who were not present but have mobility challenges. All but one attendee was fully retired and most have access to high speed internet.

Existing Conditions

The first part of each focus group gathered information from attendees on how they currently travel throughout the region, the types of trips they make and the frequency of those trips, and the challenges and positive aspects of existing transportation services and programs. Assessing the existing conditions establishes an important foundation from which to determine gaps and needs in services to address when proposing recommendations.

Trip Types and Destinations

Seniors identified the types of trips that they frequently make, how flexible those trips are, and where typical destinations are located. This information was valuable in informing the types of recommendations made for new transportation services and programs.

Attendees of the Red Feather Lakes focus group expressed the need for additional transportation services to access amenities in Fort Collins and expressed less of a need for assistance in accessing local destinations in Red Feather Lakes. Seniors stated they are more comfortable driving in the neighborhoods along Red Feather Lakes Road/County Road (CR) 74

but are less comfortable driving themselves on major arterials and populated areas in and around Fort Collins. Residents noted that they drive to Fort Collins approximately once every one to two weeks. They go to Fort Collins for a range of reasons including medical appointments, visiting family members, and grocery shopping. Residents are generally flexible in their trip times and tend to plan their trips multiple days in advance. Due to the infrequency of the trips to Fort Collins, these trips tend to include multiple stops and take the majority of the day.

Input from the Estes Park focus group revealed similar trends to Red Feather Lakes—residents are flexible with the majority of their trips except for doctor’s appointments. Most attendees try to see doctors in Estes Park but often travel to Loveland, Longmont or Fort Collins to see specialist doctors. The majority of other trips are errands that residents complete in larger cities in the region including Loveland, Longmont, Fort Collins, Boulder, Denver or Cheyenne, Wyoming. These trips occur less frequently (every one to two weeks), are flexible in scheduling, and consist of a number of trip-chained errands. The third trip type that attendees frequently make is from their homes into the town of Estes Park. Some participants make this trip with the Town of Estes Park free shuttle, but it only runs during the summer months and has a limited service area. Attendees also use Via Mobility Services but their service area only covers a small part of the unincorporated part of Estes Valley. Given Estes Park winter conditions and topography, even short trips between one’s home and the highway can be challenging.

Most attendees of the Berthoud focus group live south of Town in the unincorporated part of Larimer County. There are some errands that seniors living in this area can do in Berthoud, but primarily they need to travel to Longmont or Loveland to get to their doctors and do the majority of their shopping. Residents also travel to Fort Collins less frequently for errands or certain doctors. Attendees said that most trip types are flexible in nature, except for doctor’s appointments and emergency trips. Attendees prefer not to drive on I-25 or US 287 because of the congestion and fast speeds. Many participants use RAFT to serve their transportation needs; users acknowledged that this service is a reliable and viable transportation option, but that there is potential for an expanded service area and more flexibility in booking trips through this service.

Those at the LaPorte focus group frequently travel to Wellington and Fort Collins for groceries and medical services. They also go to the King Soopers in the northern part of the City, Elderhaus in Fort Collins, the VA clinic in Cheyenne, and a number of medical providers in the southeastern part of Fort Collins. For entertainment, attendees go to the Senior Center in Fort Collins, Horsetooth Reservoir, various parts of downtown Fort Collins, Wellington, or other parts

of the mountains near Fort Collins. Like the previous focus groups, most trips are flexible and can be scheduled far in advance, except for doctor's appointments and unanticipated emergency trips.

Current Travel Behavior and Mode Choice

In Red Feather Lakes, residents along CR 74 travel primarily via single occupancy vehicles, only carpooling when convenient. Residents utilize Nextdoor, a private social network for neighborhoods, for many needs, ranging from emergencies to regular errands. Currently, residents have minimal access to fresh produce unless they can drive to Fort Collins. Of the focus group attendees, 57 percent of them would not continue to live in the area if they were unable to drive. Of the 43 percent who stated they would stay, they would be able to do so by relying on family and/or friends for transportation. However, many felt it would be burdensome to depend heavily upon family and/or friends if they were not able to drive themselves.



The Estes Park focus group attendees almost always drive in their own single occupancy vehicle as well. Those living closer to town walk when possible or take the free Estes Park shuttle. Some attendees drive to Lyons and take an RTD bus to Boulder from there. Attendees currently use or would be interested in using Via Mobility Services. Via currently operates in a service area containing incorporated Estes Park and a small amount of unincorporated Larimer County adjacent to Estes Park. Via provides rides to destinations within Estes Park, but does not go to the towns and cities along the Front Range. The need for transportation services for attendees is often tied to changes in weather. During the winter, there are additional challenges of icy driveways and dangerous roadway conditions that prohibit seniors from driving routes that would otherwise not be a problem.

Attendees of the Berthoud focus group most frequently drive themselves places. They rely sometimes on RAFT, but would prefer if this service was more flexible in order to accommodate booking trips on short notice. RAFT has the challenge of recruiting enough volunteers to allow for consistent supply. Some attendees rely on family and friends to meet their transportation needs. Attendees like the Transfort fixed route FLEX route, but are generally not conveniently within the service area. Walking to fixed route bus stops can also be a challenge given the land

use and pedestrian infrastructure. Existing fixed route and volunteer services also have limited or no capacity on weekends and evenings, when users like to travel for entertainment or to visit family and friends. There is a gap in services for people who live outside the Fire District boundaries (RAFT's service area) and the south part of Loveland. RAFT and BATS work together to bridge this gap by allowing a user to take RAFT from a rural area into Berthoud and then using BATS to travel from Berthoud to Loveland and Longmont. This partnership can be further formalized with increased coordination and syncing of schedules.

Attendees from LaPorte like the existing Wellington transportation service, but they are limited in the days of the week and hours of the day that they run. Most users have a smartphone but internet service is not reliable. Users would prefer one central call in number to access all transportation services. Consistent with all focus groups, attendees will sometimes travel with the assistance from family, friends and neighbors, however, this is not a long-term viable option.

Proposed Solutions

A significant amount of time in the focus groups was spent discussing the value, effectiveness and appeal of certain types of potential transportation services and programs being considered for recommendation. Feedback on potential proposed solutions are discussed in this section and organized by theme. The themes— which consist of technology, fixed route service, shared rides, first mile



last mile, mobility assistance and education— are a synthesis of input from the community to inform more concrete recommendations. When input from a focus group contains differing opinions on a certain theme, the range of input is noted.

Technology/On-Demand Service

Feedback heard on technology at all four focus groups was very similar. Many attendees have smartphones, tablets, or high speed internet and the majority of them feel comfortable using these devices to book travel. While most feel comfortable using this technology, it was noted

that some residents who were not present at the focus group meetings, especially at the LaPorte focus group, might not have the same level of comfort with technology. A concern for many, especially in the more rural areas such as Red Feather Lakes and the Estes Valley, was the unreliable and spotty cell phone reception and service in the region. Attendees were interested in the convenience and flexibility offered by on-demand service that applies mobile platforms, but they would prefer if there was an additional alternative mechanism to book trips such as calling a phone number. The majority of attendees agreed most trips can be planned in advance, but sometimes certain trips arise where on-demand service would be desired. Technology is helpful in facilitating last minute trips to allow for the flexibility of booking a trip from anywhere.

Fixed Route Service

The majority of attendees at all four focus groups were open to fixed route services and some currently use fixed route when they are in larger urban areas. There is concern about potential barriers associated with fixed route service. The four primary barriers to using fixed route service are 1. Difficulty coordinating medical appointments to align with a fixed route system, 2. Accommodating large loads (groceries, other shopping, etc.), 3. Accessing the stops of the fixed route service, and 4. Limitations in the operating hours. Due to the infrequent nature of grocery trips, residents tend to have multiple bags and large items which could be difficult to take on a regular fixed route bus. Additional storage areas on a bus would be ideal. Attendees also had concerns about the number of transfers, challenge of those transfers, being within walking distance of a bus stop, and the total time required to make a trip given the frequency of routes and connection to routes. There was a desire for more coordination between paratransit services, volunteer services and fixed route services.

A variation on the typical fixed route service that all focus groups proposed as an ideal service is a shuttle that runs on a regular schedule between various hubs in the County. Attendees were receptive to planning certain trips around a weekly or monthly shuttle schedule that provided an alternative to driving long distances on corridors that are uncomfortable. For example, in Red Feather Lakes, area residents visit Fort Collins about every one to two weeks. They tend to plan their trips ahead of time and said they would be willing to plan their trips around a fixed bus schedule. In Estes Park, grocery stores are very expensive and crowded, so residents in the Estes Park area usually travel to Fort Collins, Loveland, Denver or Boulder to purchase groceries about bi-weekly. Most residents said they would be willing to travel short distances to access a local starting point for this shuttle, but there was some concern about walking to a bus stop especially in winter and into the future as mobility becomes more challenging.



Shared Rides and Volunteer Programs

The majority of focus group attendees were receptive to the idea of sharing rides with people they do not know. People saw this as an opportunity to meet others in their region and to more efficiently create solutions to transportation challenges. However, a small number of attendees were not comfortable with the idea of sharing rides with people they do not know.

In multiple focus groups, an appealing alternative transportation option for attendees was a volunteer-based driver program. This solution satisfies the need for door to door service and reduces the need to consistently ask family and friends for rides. Because of the more credible nature of these types of programs, most attendees said they would be willing to share rides with strangers under this type of model.

First Mile Last Mile(s)

A major point of discussion at all four focus groups was first mile last mile solutions—providing access between bus stops and a rider's home or final destination. Attendees noted the challenge of providing a fixed route service given the low density of residences. Attendees would be willing to access bus stops by walking or driving, but noted barriers of parking and icy driveways and mobility challenges in the long-term. There is also a need for door to door, or door through door, service to help with carrying parcels and mobility challenges, especially as people age. Attendees also noted concerns about the ease of travel on the destination end of their trip, for example, from the Transfort MAX route to their doctor's appointment.

Mobility Assistance

The majority of focus group attendees did not have difficulty driving themselves and did not have many physical restrictions. Most attendees revealed that although they currently did not require mobility assistance, in the future this assistance would likely become necessary. Many attendees also noted that they have friends or family in the region who have difficulty walking, seeing, hearing or following written or verbal directions.

In a polling question given to all focus groups, over 66% of attendees stated that mobility assistance would be somewhat or very appealing. Considering that half of focus group attendees want to continue living where they do even as they are unable to drive, along with many others who could not attend the focus group because of mobility restrictions, transportation services with lifts on vehicles and drivers that can assist passengers is important.

Both door to door and door through door services were important to many attendees, especially planning into the future as their mobility decreases.

Education

All focus groups revealed a need for increased education on available transportation services and programs. The sessions revealed that even the self-selected attendees that were present at the focus groups did not know about some of the currently available transportation options. Attendees brainstormed a comprehensive list of effective mediums to promote and educate seniors about transportation options. These include the local newspaper, Nextdoor online platform, neighborhood associations, websites, senior centers, Facebook and other social media channels, 211 presentations, community boards at grocery stores or the food bank, through existing services, mailers, churches, libraries, community centers and senior centers, email blasts through existing listservs, commissioner meetings, the Larimer County Office on Aging, and hosting in-person training sessions.

Other Solutions

Attendees provided additional ideas for transportation programs and services that did not fit under a particular category. These ideas include:

- Flexible access to four-wheel drive vehicles: Transportation needs are often tied to weather, which can be unpredictable in the region. Having door to door service with a four-wheel drive vehicle that can accommodate demand during these conditions is important.
- Social outings: Transportation is not just for necessary trips but can be important for facilitating entertainment and social need. The Berthoud focus group discussed the need for organized social outings.
- Central call-in number: Attendees want one general dispatch number that they can use to access all available transportation services. This streamlines and simplifies the ride-booking process for those who do not want to incorporate high-tech options.
- Low-cost options: Most attendees said they would pay more for convenience (i.e.. on-demand and door to door). Minor increases in cost was not noted as a major problem for most attendees of all four focus groups. However, there were attendees who noted that a significant increase in the costs of services would preclude their use.
- Highly comfortable bicycle facilities: Attendees at the LaPorte focus group noted the desire for highly comfortable bicycle facilities where they can comfortably ride to their destination without being forced to share the road with vehicles.



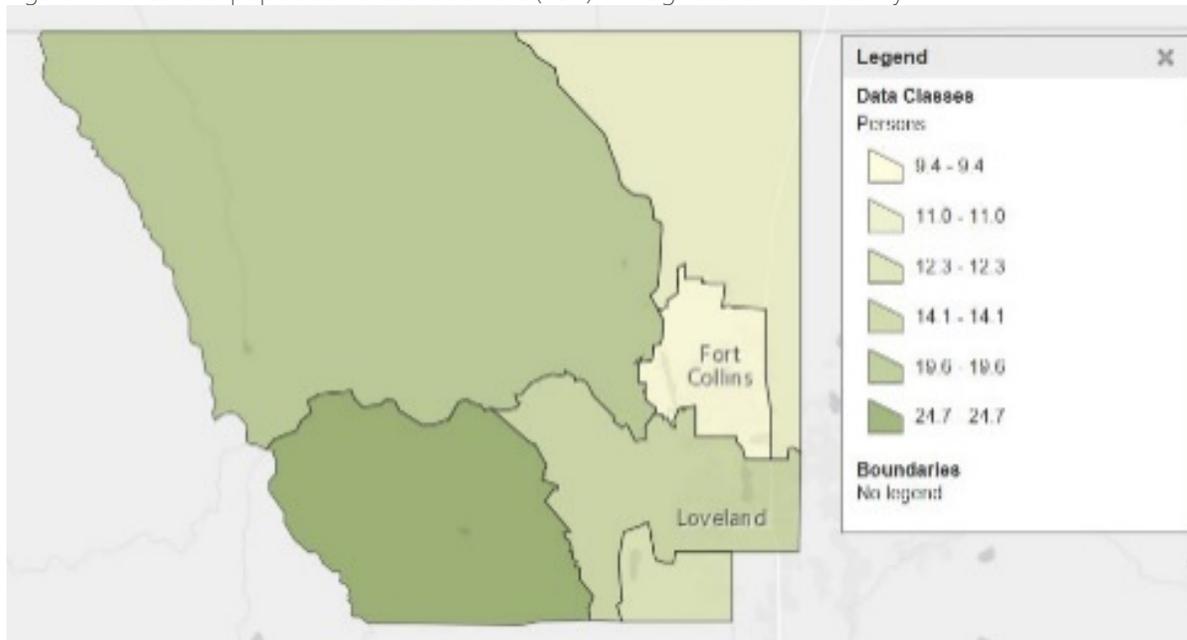
Conclusion

The 57 attendees over the four focus groups provided valuable insight into how and where they currently travel, what their existing and anticipated challenges are to travel, and how various solutions would address these needs. This feedback is valuable and informs the recommendations and prioritization for the region identified in this plan. However, it is important to consider that focus groups attendees were only a small percentage and a select group of seniors in unincorporated Larimer County.

The survey and focus groups show that seniors currently living in the unincorporated county have varying levels of transportation options depending on where they live. Depending on the age of the respondent/participant, they have limited or no experience with the services currently provided. Younger seniors tend to be more mobile and active and have less of a demand for transportation services beyond their own personal vehicle. However, that starts shifting significantly in the older senior demographic.

Larimer County’s population is expected to grow by almost 25% by 2030. Seniors currently comprise 10% of the county’s population, but are projected to grow to 20%, or about 80,000 seniors, by 2030. The map in **Figure 2** shows the percent of the population that are seniors in various parts of the county. Although transportation services are needed throughout the county, areas with high percentages of seniors should be prioritized.

Figure 2: Percent of population that are seniors (65+) throughout Larimer County



TRANSPORTATION STRATEGIES AND RECOMMENDATIONS

The following transportation strategies address the transportation needs and gaps identified by seniors in unincorporated Larimer County. Recommendations are separated into two areas, services and programs. Services provide physical transportation options while transportation programs focus on educational and procedural strategies.

All recommended services and programs can be run and funded in primarily four different ways, with county involvement ranging from limited to fully county-run. The four possibilities are:

- Operated by the county and fully funded by a government funding source
- Operated through a faith-based or non-profit organization and partially or fully subsidized by the county
- Operated by a private provider and partially or fully subsidized by the county
- Operated through a public private partnership that includes a partnership between various organizations, with partial or full subsidy from the county

For each service and program, relative costs, and timeframe for implementation are identified. Relative costs are defined on the scale shown in **Table 2**:

Table 2: Cost key	
\$	<\$50,000/annually
\$\$	\$50,000-\$300,000/annually
\$\$\$	>\$300,000/annually

Costs include both initial startup costs as well as the first year of operations and maintenance. Costs are high-level estimates that are determined based on peer services and programs in other communities. These costs have the potential to vary greatly depending on the details of implementation and changes in technology. The cost identified for each recommendation consists of costs incurred by the county or through alternative funding; costs incurred by users are discussed qualitatively within the advantages and disadvantages of each service.

The relative timeline is defined in **Table 3**:

Table 3: Implementation timeline key

Short-term	<1 year
Medium-term	1-3 years
Long-term	3+ years

Services and programs were reviewed and prioritized separately, based upon effectiveness in addressing transportation needs, feasibility of implementation, and cost. The purpose of the prioritization process is to provide a list of services and programs rated against a series of criteria that are frequently used for grant programs and other funding sources. Larimer County can use the list to pursue federal, state, regional, and local grants and funding sources as they arise. A description of the methodology used to prioritize these strategies and the results of the analysis are presented in the prioritization section.

Each service and program should be studied in greater detail prior to implementation.

Services

Volunteer Driver Service

A volunteer driver service is a transportation service for seniors where the drivers of the vehicles are all volunteers. The service can be run through the county, by a faith-based or non-profit organization, or by a private company. It can be funded by donations and/or subsidized by the county. This service is generally free to riders, but may include a sliding scale donation or a very low cost to the rider. The organizational group, agency or company often offers drivers a reimbursement for mileage if funding is available through the program, however existing services show that volunteers often do not take advantage of the mileage reimbursement.

The characteristics of this service-type can range greatly. Volunteer drivers usually use their own personal vehicle, but some programs own a paratransit vehicle to be used for riders in wheelchairs. Rides can, but are not obligated to, include door through door service, where the driver stays with the rider through their whole trip and can provide mobility assistance out of the vehicle and into the building, if necessary.

Volunteer driver programs can be organized through a number of different mediums including senior centers, faith-related organizations, other transportation providers or community

groups. This service includes the recruitment of volunteers, the matching of drivers and riders, and determining various other parameters of the program. Operational and funding characteristics will vary by program. The success of a volunteer-run transportation program is determined in large part by steadiness in the supply of drivers.

Additional resources on best practices of establishing a volunteer driver program include the National Volunteer Transportation Center,⁵ which features materials that describe how volunteer driver programs are organized and their risk factors (including liability, exposure, and insurance) as well as a variety of models, case examples, and workbooks.

Advantages

The flexible nature of a volunteer driver program makes it effective at filling in gaps in the existing services. Volunteer programs lend themselves to creating relationships between the driver and rider. Input from the focus groups revealed that seniors prefer a service that is more personal, where the driver is engaged and invested in the rider beyond simply providing a transportation service.

This service is relatively low cost to start up and operate. User fees are also low. The survey revealed that the cost of using a taxi or ride-hailing service has prevented 50% of respondents from making a trip they would have liked to make. Sixty-two percent of respondents said they were likely to use a service that cost \$.50 per mile, but only 15% would use a service that cost \$1.50 per mile.

Disadvantages

Representatives from existing volunteer services in the area, including SAINT and RAFT, note that finding and recruiting volunteer drivers is a barrier to expanding service. This unstable source of volunteers creates a challenge in effectively matching the supply and demand of rides, and decreases the flexibility that can be offered to the rider.

Although drivers are volunteers, this model requires staffing for a volunteer coordinator position and infrastructure for a dispatch center. There are also additional barriers and resources necessary to accommodate the insurance requirements for volunteers. A dispatch center is essential to the functioning, efficiency and cost effectiveness of a volunteer-run program. Due to these needed resources, volunteer programs require funding that is stable

⁵ <http://web1.ctaa.org/webmodules/webarticles/anmviewer.asp?a=3767&z=132>

and diverse. Funding sources may come with specific requirements such as rider eligibility or service area that result in restrictions to the program.

Estimated cost: \$

Timeframe for implementation: Medium-term

On-Demand Paid Services

A paid driver program employs drivers who are paid for their services of transporting seniors. The model for a paid service program can be run through a public private partnership, non-profit, subset of a public agency, or a third party private company. Riders are charged to use the program by assessing a fixed amount plus a per mile fee. The operational characteristics of this service type including cost, booking platform, and flexibility can vary greatly depending on the service.

On-demand services come in many forms and are quickly evolving as transportation shifts to shared fleets and on-demand, demand-responsive services. These services range from employing well-established ride-hailing services (such as Uber and Lyft) to hiring a non-profit or startup to be based in Larimer County.

Since Larimer County does not currently operate any form of transit services fully through the county, hiring a third party provider is the most feasible option for implementing on-demand service. The county should explore the balance of a third party provider's service costs against customer care and responsiveness.

Public Private Partnerships

Uber and Lyft are the two primary players in the ride-hailing industry currently. Neither service currently operates in the unincorporated Larimer County region, but they are both continually expanding to new markets where there is demand. Both Uber and Lyft also have programs that cater specifically to seniors that have been launched in other communities around the country.⁶ These programs generally exist in the form of public private partnerships between the ride-hailing companies and either transit service providers or jurisdictions. A study to determine the funding and operational characteristics of this public private partnership is recommended to determine the specific details and feasibility of implementation. This study should perform a

⁶ <http://www.latimes.com/business/technology/la-fi-tn-lyft-uber-seniors-20160829-snap-story.html>

spatial analysis to determine the latent demand for this program, demographic characteristics of the county, and annual costs of running the program.

Non-Traditional Partners

On-demand services can be provided through non-traditional partners such as colleges and universities or those transitioning to retirement. For example, AARP recently launched a program that partners with Uber to help empower recent retirees with additional income opportunities by serving as Uber drivers.⁷

Third Party Providers

There are a number of companies, startups and non-profits that offer a packaged set of services specifically for senior transportation. ITN*Country* and Liberty Transportation, as described in the Service Interviews section of this plan, are examples of providers that efficiently respond to the demand of the community with a supply of drivers. Every service differs slightly in their operational and funding characteristics. Additional research and inquiries to these providers will provide more details on the cost, structure and flexibility in outsourcing this service.

Advantages

Using an on-demand paid service to provide transportation services and programs has the benefit of relying on a program that is focused solely on the goal of effectively matching supply and demand. These services likely employ the most up to date technology that is effective and user-friendly and they have the resources to provide advanced and flexible booking. These services are generally more agile as conditions change to effectively match supply with demand.

Disadvantages

On-demand paid services would be expensive for the county to startup, operate and maintain. The fee to the rider would typically be more than a volunteer or fixed route service as well. Additionally, a service run by a private company is less stable and predictable than a program run fully through a public agency or non-profit; the pricing and operational characteristics are subject to change as the company's business model evolves with the market. The provider may

⁷ <https://press.aarp.org/2015-07-30-Life-Reimagined-Announces-Collaboration-with-Uber-to-Offer-New-Income-Opportunities-to-Members>

not be required to provide wheelchair accessible vehicles, leaving a gap in services for those requiring mobility assistance.

Feedback from the focus groups revealed that some users are hesitant to get in the vehicle of a stranger and ride with a driver who they do not feel has been comprehensively vetted. Additional efforts would need to be taken to ensure seniors feel safe and the program and driver have been appropriately screened.

Estimated cost: \$\$\$

Timeframe for implementation: Medium to long-term

Family and Friends Subsidy

This program offers qualifying riders additional funding to subsidize or partially subsidize family and friends who provide transportation services. The model for a subsidy service program can be run through a public private partnership, non-profit, subset of a public agency including Larimer County, or a third party private company. The amount of the subsidy is set by the program but is generally assessed per mile and capped either per trip or per month. The reimbursement per mile provided to family and friends of seniors can be dynamic depending on the price of gas, but generally ranges between \$.50 and \$.60 and is capped at around \$100 per month or \$25 per trip per senior. The process of using this program for riders will depend on the source of funding and its requirements, but should include an initial user registration and processing of paper work for each ride that is subsidized. The paper work associated with the subsidy is generally completed by the rider. The rider distributes the funding at his or her discretion. This program can operate as an arm of an existing service, or independently. Restrictions can also be put on this reimbursement in order to reduce opportunities for illegitimate use. These can include:

- Use for medical trips only, requiring evidence of a doctor's appointment
- Use only as a second choice if a trip needs to be made out of the service area or operating hours of other providers
- Use for 'emergency trips' that need to be made on short notice.

Advantages

Survey results show that 93% of respondents might or would definitely get rides from family members or friends if they were no longer able to drive. This was the highest likelihood of the

five transportation alternatives provided as choices. This program supports that option and takes some of the pressure and guilt out of asking others to help.

If run from within the county, this service requires minimal staff time; although, a level of administration of funds is necessary. This program offers a high degree of flexibility—in service area, hours, days, trip type, mobility assistance and advanced “booking.” The ride arrangement occurs directly between the user and the rider.

Disadvantages

Although the subsidy takes some of the perceived guilt off of riders, it does not eliminate reliance on others. The survey showed that 63% of respondents were unable to take a trip they would have made because a family member or friend was not available. Focus group attendees discussed that family and friends are not always available to provide rides. It is not known whether providing subsidies to family and friends would increase their availability to provide rides or if it would just subsidize the rides that are already being given. Oversight is important to ensure funding sources are being appropriately used.

Estimated cost: \$\$

Timeframe for implementation: Short-term

Fixed Route Shuttle

A fixed route shuttle runs on a regular schedule with fixed stops from a concentrated hub of origins to a concentrated hub of destinations. For Larimer County seniors, this proposed shuttle would likely run weekly, bi-weekly or monthly from an unincorporated town or rural incorporated town to a larger, incorporated city. The shuttle could make several stops in the smaller town, to reduce the first mile last mile challenge and capture a broader ridership. The shuttle could then travel to a larger city, on a fixed schedule making several stops at key destinations. Based on outreach feedback and best practices, the shuttle could spend about three to six hours in the larger city, before traveling back to the smaller town. Details on the frequency and stop locations of the shuttle can be determined through additional outreach to the community and coordination with existing services. This type of service is optimal for pre-planned, flexible trip types such as grocery shopping, social outings, and other errands. For those in rural areas who cannot walk or easily drive to shuttle stops, an additional on-demand, door to door service can be paired with a fixed route shuttle. Potential routes for the fixed route shuttle include from Estes Park to Loveland, from Estes Park to Longmont, and from Red Feather

Lakes to Fort Collins. Specific routes and schedules should be determined based on an additional feasibility study and set of outreach efforts.

Advantages

Focus group attendees in all four geographies, but especially in more rural areas, described wanting weekly or bi-weekly trips to Fort Collins, Loveland or Longmont to run errands. These trips would be planned in advance and would most likely include a near full day of trip chaining errands in the City. The fixed route shuttle takes advantage of the fact that many riders are going to the same general location. This service can carry a number of passengers cost-effectively.

The importance of social interaction and the opportunity for transportation and group trips to address this need was heard in the focus groups. The fixed route shuttle provides an opportunity for socialization, in addition to addressing travel needs.

Disadvantages

This service does not necessarily provide door to door access when running as a fixed route. Seventy eight percent of survey respondents said they were likely to use a service that dropped them off at their destination but only 48% were likely to use a service that dropped them off three blocks from their destination. Access and carrying a large number of packages may also be challenging for a number of seniors. Thirty-eight percent of survey respondents reported having difficulty with certain activities, including walking ¼ mile, lifting or carrying a bag, hearing or seeing. Depending on the funding and service type, a provider may be required to provide paratransit service along with the fixed route service, resulting in additional costs and barriers to implementation.

Based on the distribution of seniors in unincorporated Larimer County, many residents who live in the rural parts of the county will be unable to access fixed route shuttle stops without additional transportation services. To make this service accessible to these rural residents, an additional service and transfer is required.

Estimated cost: \$\$\$

Timeframe for implementation: Long-term

Expansion of Existing Services

Existing services in the region include fixed route, volunteer driver programs, paratransit service, and family and friend subsidies. These services range greatly in their service hours, service days, service area and operational characteristics. This recommendation considers expanding these existing services in a variety of ways.

Existing paratransit services in the region include COLT paratransit service, Disabled American Veterans (DAV) Van Transportation, Dial-a-Ride, Dial-a-Taxi, Heart & Soul, Rural Alternatives for Transportation (RAFT), Veyo, Via Mobility Services, and Wellington Senior Resource Center. Existing volunteer services in the area include Senior Alternatives in Transportation (SAINT) and Rural Alternatives for Transportation (RAFT). Feedback from the survey and focus group outreach demonstrated that users like these existing paratransit and volunteer services, but feel limited by their operating hours, service areas and need for advanced booking.

Each service provider should be contacted individually to discuss opportunities for expansion of their existing services, including a larger service area, longer service hours that include weekends and evenings and more flexible booking. The service area can be expanded through a phased approach, by applying a needs assessment that includes a spatial analysis to prioritize certain areas based on demand, demographics and feasibility. Flexible booking can be enabled through a greater supply of drivers and vehicles and more advanced booking technology.

Advantages

The initial startup fees, marketing and feasibility analysis are reduced with a program that is already implemented. A user-base, branding, and capital investment in vehicles or a booking platform have already been established. This makes expanding an existing service more cost-effective and also allows for a short timeframe until implementation.

Disadvantages

Existing services and programs may have restrictions to service type or service area due to funding source, mission statement or staff and board of directors' interest. Having been in the industry and region for a period of time, potential users may hold expectations or preconceptions as to the direction of the company or organization.

Estimated cost: \$ to \$\$

Timeframe for implementation: Short to medium-term

Programs

To supplement recommended transportation services, proposed programs facilitate the ease of use, implementation and awareness of transportation service options.

Dispatch Center

A dispatch center provides a central medium through which to manage the coordination between ride requests and providers. A dispatch center can help streamline the process of booking a ride, clarify to users all of their options, and identify the most convenient and appropriate option. This service can also optimize transportation services by pairing users together and eliminating unnecessary redundancy in trips. A dispatch center can exist as a call center or an online and mobile app platform, or both operating in tandem to provide users with options. More advanced dispatch centers could require GPS units in vehicles to coordinate and track vehicles to accommodate last minute rides.

Call Center

A call center, or hotline, is generally staffed by an individual who can help provide friendly and personalized assistance in identifying the best transportation options for a user; the call center operator is intended primarily to recommend trips for riders. Unlike a dispatch center that is intended primarily to book and pair trips, a call center fields more general questions related to transportation and serves as a platform for all transportation inquiries and advice.

Online Trip Planning Platform

A user-friendly online platform with a mobile, app-based component would allow for more streamlined, cost-effective trip planning and booking, but a less personalized service. This service allows users to enter their origin and destination, and then book a provider and trip details based on available services.

Estimated cost: \$\$ (set up, operate and maintain)

Timeframe for implementation: Medium-term

Education

Especially while seniors are still able to drive, exploring alternative transportation options is valuable. Knowing about and using alternative transportation options early, while still driving,

can ease the transition in the future and better inform housing and transportation decisions. Travel behavior is very habitual; therefore, educating users in a way that is thorough, intuitive and easily accessible can help to comfortably transition them to new services. Seniors should not only know that transportation services exist, but also know details about using the service including its frequency, service area, schedules and booking information.

The survey and focus group results both revealed a disconnect between the services and programs available and seniors' awareness of transportation options. The survey asked users if not knowing about transportation options has prevented them from making trips they would like to have made. Overall, 58% of all respondents said "yes", and 100% of respondents age 85 and older said "yes".

The Larimer County Office on Aging is currently providing information on senior programs. However, based on this feedback, additional educational programs would be valuable. Three different approaches to education are recommended and described in this section: marketing, travel trainings, and an ambassador program.

Marketing

Marketing is a form of education that increases seniors' awareness of transportation options through communication and advertising. Marketing can come in a variety of forms from mailers to social media to neighborhood group meetings. Specific opportunities and mediums for education and marketing are identified based on outreach efforts and discussed in the Focus Group section of this report. This form of education allows people to make informed decisions about travel by knowing all of their transportation options.

Estimated cost: \$

Timeframe for implementation: Short-term and ongoing

Travel Trainings

Travel trainings are an educational technique that provides seniors with customized, personal and experiential exposure to transportation services. Travel trainings are similar to Larimer County's current Senior Travel Training Program described in the Existing Programs section, but are more customized and catered to individual's needs and questions and incorporate a broader set of transportation services beyond fixed route buses. These programs can offer several different formats for educating senior residents about their travel options. Two different ways that travel trainings can be offered in the county are through group presentations and

individualized travel trainings. Group presentations are generally an hour-long and available to various groups in the region. They cover travel options and the logistics of booking a ride. This is modeled after Marin County's travel training program, described in the peer review.

Estimated cost: \$

Timeframe for implementation: Short-term and ongoing

Senior Commission/Transit Ambassador Program

A Senior Commission is a group of eligible senior volunteers from around the county who serve as a voice to represent senior issues. This commission can include transportation as part of a more comprehensive program for seniors or focus on it exclusively. This group is responsible for organizing events and educating their peers through a train-the-trainer model. This is a cost-effective way to reach a number of residents by empowering other seniors and targeting new or complex services. This recommendation is modeled after the successful implementation of the Senior Commission in the City of Centennial.

A Transit Ambassador Program can be modeled after Marin County's peer program, where trained volunteers can teach other individuals about transportation and transit options. This program can be run through a Senior Commission or other medium of volunteers.

The Senior Transportation Council may be a starting place for this type of program.

Estimated cost: \$

Timeframe for implementation: Short-term and ongoing

Prioritization

The transportation strategies described above were scored on a series of criteria to provide Larimer County with a tool for future transportation programming efforts and determination of grant solicitation priorities. The criteria were defined and scored under two categories—benefits and costs. The summed scores for each category are kept separate in order to allow for an unbiased assessment of benefits that is not influenced by cost.

The criteria used to prioritize the benefit of strategies was categorized by "Effectiveness" and "Feasibility" to identify projects that would most benefit the community as well as identify projects that would be the easiest to implement. Through this approach, projects that would

have the most benefit to the community but may be difficult to implement would not lose their high importance. Respectively, projects that may not be as important to the community but would be easy to implement would not be overlooked.

Within the "Effectiveness" and "Feasibility" categories, five criteria groups were used to further describe the relative effectiveness and feasibility of each project. Effectiveness is characterized by benefitting a large portion of the senior population and addressing the population of the greatest need. Feasibility is represented by ease of implementation, support and scalability. The cost criteria includes cost-effectiveness and total cost. The criteria used for this prioritization are described in the following section. Each potential project was evaluated by these criteria with a score of 1 (Low) to 3 (High), with High reflecting that the project best fit the criteria.

Benefits

Effectiveness: Benefits a large portion of the senior population

Does this strategy improve transportation options for a wide-ranging segment and large portion of the senior population?

Effectiveness: Addresses population of greatest need

Does this strategy target the senior population with the greatest barriers to mobility, specifically low-income and mobility-impaired groups?

Feasibility: Ease of implementation

Does this strategy involve the cooperation of many jurisdictions and agencies? Does this strategy trigger compliance requirements that would result in adherence to local, state, and/or federal regulations? In addition, would a group or individual champion this strategy or could such a champion or sponsor be identified? Can the strategy be completed within a short timeframe?

Feasibility: Scaleable/phaseable

Can this strategy be implemented in a phased approach over time? Can it apply to a number of communities within the county?

Cost

Cost-effective

Is the cost of the strategy reasonable as compared to the number of people who would benefit?
Can the project sustain itself in the long-term in a cost-effective manner?

Total cost and funding sources

Has a potential funding source for the strategy been identified and/or committed? Can the strategy be implemented for a relatively low cost (or no cost) compared to other options? In addition, is it phaseable?

A high in this category represents a low cost recommendation. Costs include startup, operations and maintenance costs to the county and do not consider costs to the user, although the two cost types are often proportional. Costs to the user are considered under the "effectiveness" category.

Results

Scores for each criteria are shown for services in **Table 4** and programs in **Table 5**. Each service or program will need to be further evaluated, including an assessment of political support from the county and other jurisdictions.

Table 4: Service recommendation prioritization

Recommendation	Benefit				Sum of benefit scores	Cost		
	Effectiveness		Feasibility			Cost-effective	Total cost and funding sources*	Sum of cost scores
	Benefits a large portion of the senior population	Addresses population of greatest need	Ease of implementation	Scalable/phaseable				
On-demand paid services	3	2	2	2	10	1	1	2
Volunteer driver program	2	3	1	2	9	3	3	6
Expansion of existing service	2	2	3	1	8	2	2	4
Family and friend subsidy	2	2	3	3	8	2	2	4
Fixed route shuttle	1	1	1	1	4	1	2	3

*A high score equates to a low cost

Table 5: Program recommendation prioritization

Recommendation	Benefit				Sum of benefit scores	Cost		
	Effectiveness		Feasibility			Cost-effective	Total cost and funding sources*	Sum of cost scores
	Benefits a large portion of the senior population	Addresses population of greatest need	Ease of implementation	Scalable/phaseable				
Education: marketing	3	2	3	3	11	3	1	4
Dispatch: call center	3	2	3	2	10	2	2	4
Education: senior commission/transit ambassador	1	3	2	3	9	1	1	2
Education: travel trainings	1	2	2	3	8	1	1	2
Dispatch: online platform	2	2	2	2	8	2	2	4



IMPLEMENTATION

Three primary geographies comprise unincorporated Larimer County, as addressed in this assessment—rural areas, unincorporated towns and denser areas adjacent to incorporated cities. Refer to the glossary for definitions of these geographies. **Table 6** shows a matrix of origin and destination pairs by these three geographies. “Urban” is an additional category under destinations since many seniors in unincorporated Larimer County are travelling to urban areas in the county. This matrix identifies the transportation services that are feasible for each type of trip. This table does not propose specific recommendations, but rather serves as a guide for the implementation of transportation services described previously. Services will vary in which residents of unincorporated Larimer County they can serve and for which trips, this matrix provides additional context for implementation considerations.

Table 6: Service index by geography

		<i>Destination</i>			
		Rural	Unincorporated town	Outside of incorporated city	Urban
<i>Origin</i>	Rural	On-demand	On-demand	On-demand <u>or</u> On-demand + fixed route shuttle	On-demand <u>or</u> on-demand + fixed route shuttle
	Unincorporated town	On-demand	On-demand <u>or</u> fixed route shuttle	On-demand <u>or</u> fixed route shuttle	On-demand <u>or</u> fixed route shuttle
	Outside of incorporated city	On-demand	On-demand	Fixed route transit <u>or</u> on- demand	Fixed route transit <u>or</u> on- demand

Notes:

1. Family and friends subsidy can be applied to all trip origins and destinations
2. On-demand can be either paid or volunteer services

All services can be implemented anywhere in the County. In addition, these services can be operated in four different potential ways, with varying levels of involvement from the County:

1. Operated by the County and fully funded by a government funding source.
2. Operated through a faith-based or non-profit organization and partially or fully subsidized by the County.
3. Operated by a private provider and partially or fully subsidized by the County.

4. Operated through a public private partnership that includes a partnership between various organizations and partially or fully subsidized by the county.

Service Packages

Due to the range of geographies (rural, unincorporated town, outside of incorporated urban areas) and client needs in unincorporated Larimer County, one service type often cannot effectively serve the needs of all seniors living in various parts of the county. To provide transportation options that are most appropriate for seniors living in each geography type, packages of transportation services and programs have been created and proposed. These packages build off the previous service recommendations and existing services in the area. These packages serve as a guide for the county to consider, pairing services in a way that comprehensively addresses the transportation needs of seniors throughout the region. Packages are not mutually exclusive; one or multiple packages can be implemented concurrently in the county.

Package 1: Fixed Route Shuttle

Package 1 consists of a fixed route shuttle from smaller towns to larger cities, supplemented by on-demand service, as shown in **Table 7** and **Figure 3**. For this package, those in rural areas use an on-demand service that can include shared rides that they have scheduled in advance to access a fixed route shuttle stop. The shuttle then travels at a fixed schedule to a larger city in the region where it makes multiple stops based on previously identified common and key destinations. However, since it is less convenient for seniors in unincorporated areas around the larger City to use the proposed fixed route shuttle, these residents can take already existing fixed route transit (COLT or Transfort) or use an on-demand service to access any destination. This service is ideal for flexible trips such as grocery shopping, errands or social outings that can be clumped together and happen at a predetermined time. This package should be supplemented by programs including marketing, a dispatch service and travel trainings. A summary of characteristics of this package is as follows:

- **Trip type:** errands, grocery shopping
- **Booking:** flexible, but fixed schedule
- **Shared:** shared
- **Mobility assistance:** limited

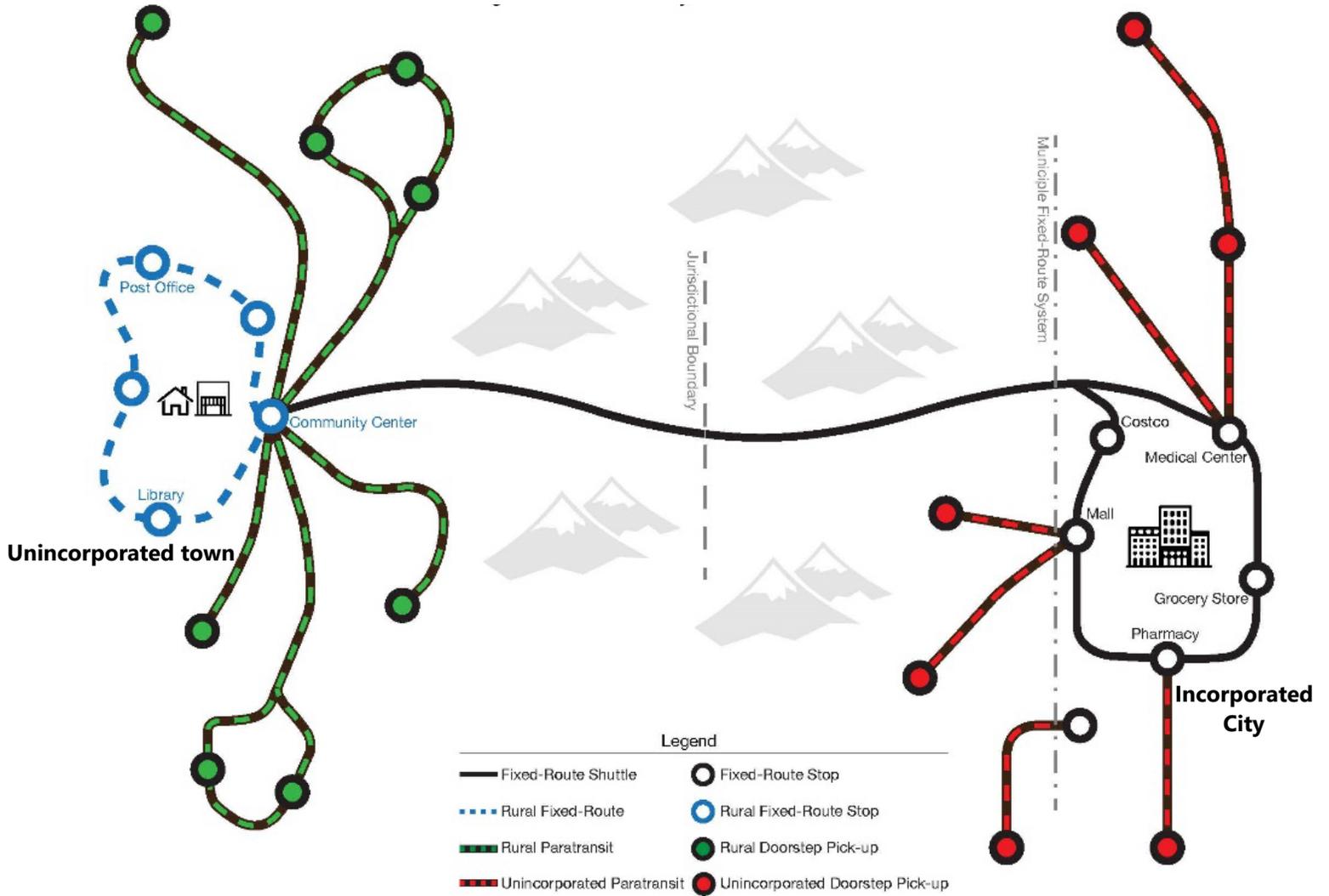


See the On-Demand Paid Services and Fixed Route Shuttle portions of the recommendations section previously for more details on these two service components that comprise Package 1.

Table 7: Package 1 Groceries, errands, social trips

Geography	Service type
Rural	On-demand to shuttle stop, shared rides, advance scheduling
Unincorporated/small town	Fixed route shuttle with multiple stops
Outside of incorporated city	On-demand to destinations, door to door, shared rides

Figure 3: Implementation package 1



Package 2: On-Demand, Door to Door, Non-Shared, Flexible Scheduling

Package 2 provides door to door service for seniors in all geographies, as shown in **Table 8** and **Figure 4**. These rides are not shared and can be booked with little advanced notice. Because trips are not shared and require a supply that exceeds demand in order to be able to accommodate last minute trips, this service type is costly and should be reserved for emergency trips that cannot be anticipated or scheduled in advance. Both the survey and focus groups revealed that most trips can be booked far in advance; however, emergency trips arise and a service to accommodate these infrequent trip types is important. This package should be supplemented by programs including marketing, a dispatch service and travel trainings. A summary of characteristics of this package is as follows:

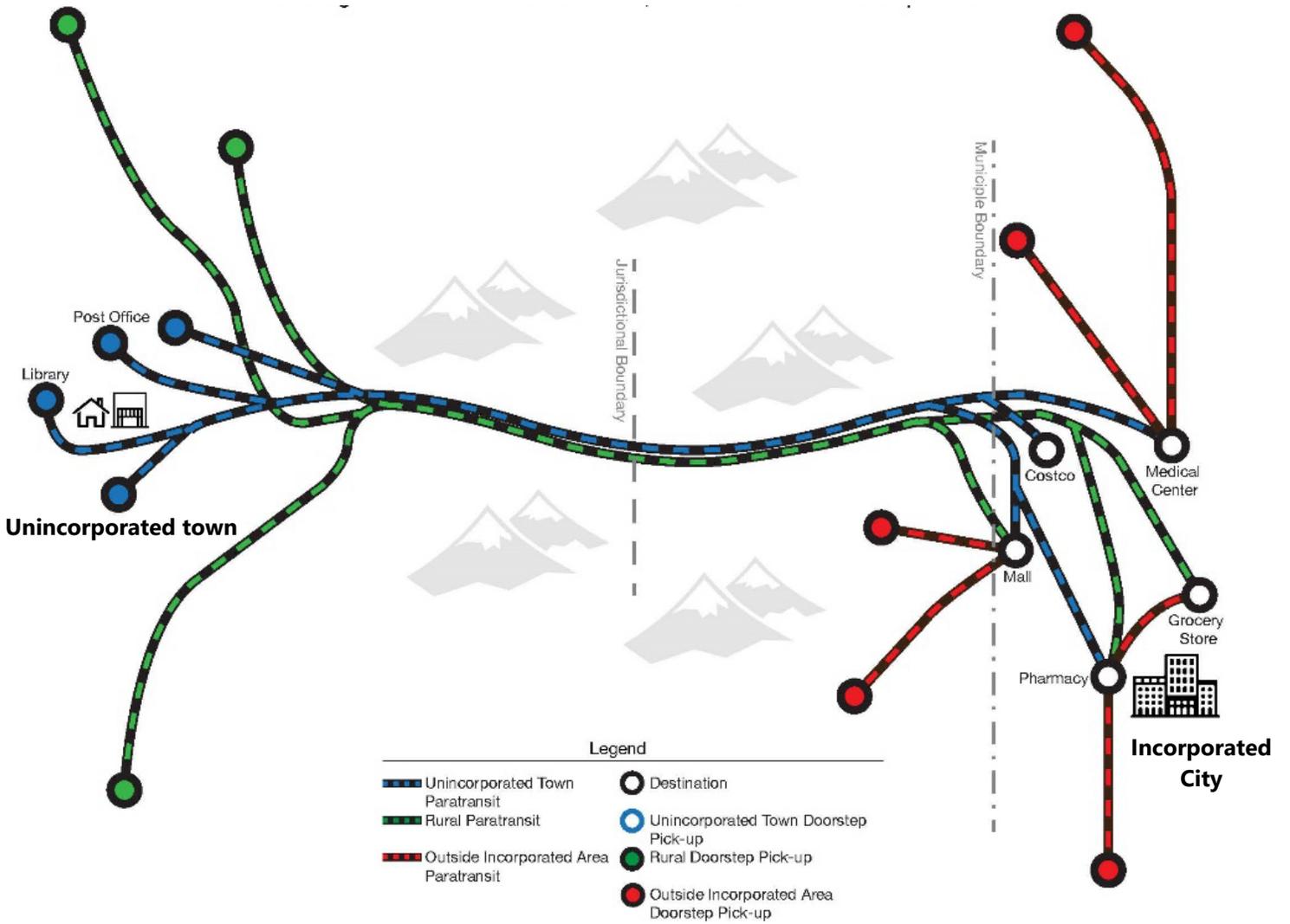
- **Trip type:** emergencies
- **Booking:** flexible, same day
- **Shared:** not shared
- **Mobility assistance:** door to door

See the On-Demand Paid Services portion of the recommendations section previously for more details on this service component that comprises Package 2.

Table 8: Package 2 Doctors' appointments, emergency trips

Geography	Service type
Rural	On-demand, door to door, non-shared rides, flexible scheduling
Unincorporated town	On-demand, door to door, non-shared rides, flexible scheduling
Outside of incorporated city	On-demand, door to door, non-shared rides, flexible scheduling

Figure 4: Implementation package 2





Package 3: On-Demand, Door through Door, Shared, Advanced Scheduling

Package 3 provides on-demand trips that are shared with users with similar origins and destinations, as shown in **Table 9** and **Figure 5**. Trips have to be booked at least one day in advance but provide mobility assistance into home or destination. The advanced booking allows the provider to optimize the scheduling and routing of trips, offsetting the cost of providing door through door service. Mobility assistance through the completion of the final destination for this package should be limited (i.e. not through a full doctor’s appointment or grocery shopping). This service is ideal for those who need more extensive mobility assistance but have the flexibility to schedule trips in advance. This package should be supplemented by programs including marketing, a dispatch service and travel trainings. A summary of characteristics of this package is as follows:

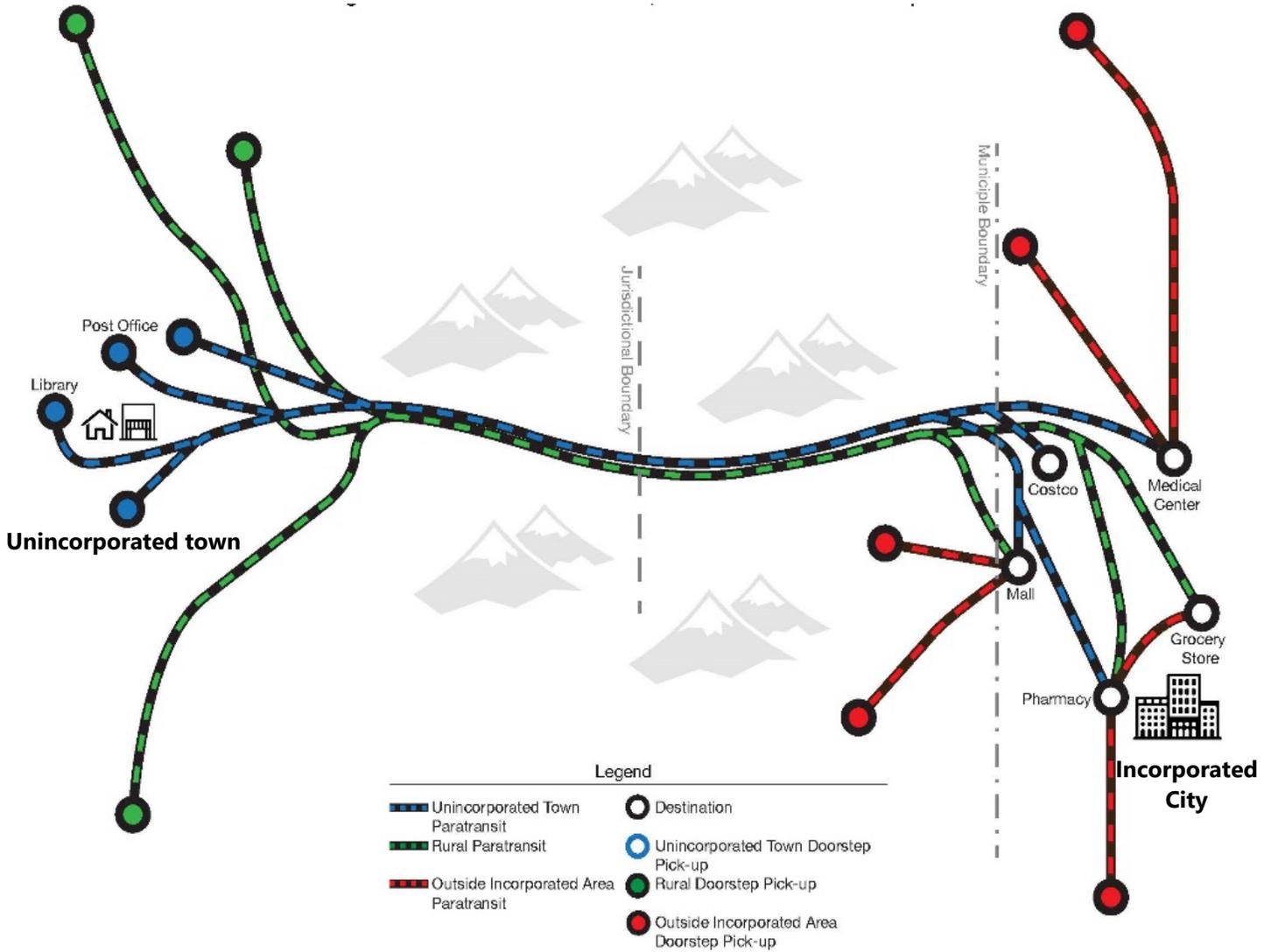
- **Trip type:** errands, doctor, family/friend visits
- **Booking:** advanced, 1 to 3 days
- **Shared:** shared
- **Mobility assistance:** door through door

See the On-Demand Paid Services portion of the recommendations section previously for more details on this service component that comprises Package 3.

Table 9: Package 3 High mobility needs, all trips

Geography	Service type
Rural	On-demand, door through door, shared rides, 1-3 day advance scheduling
Unincorporated town	On-demand, door through door, shared rides, 1-3 day advance scheduling
Outside of incorporated city	On-demand, door through door, shared rides, 1-3 day advance scheduling

Figure 5: Implementation package 3



Package 4: On-Demand, Door through Door, Non-Shared, Flexible Scheduling

This package also addresses those needing more extensive mobility assistance, due to its door through door feature, as shown in **Table 10** and **Figure 6**. Rides in this package are not shared and can be scheduled the same day of a trip. This service provides door through door service, where accommodation during a user's doctor's appointment or grocery shopping can be accommodated. This service should be reserved for emergency trips or trips requiring full mobility assistance. This package should be supplemented by programs including marketing, a dispatch service and travel trainings. A summary of characteristics of this package is as follows:

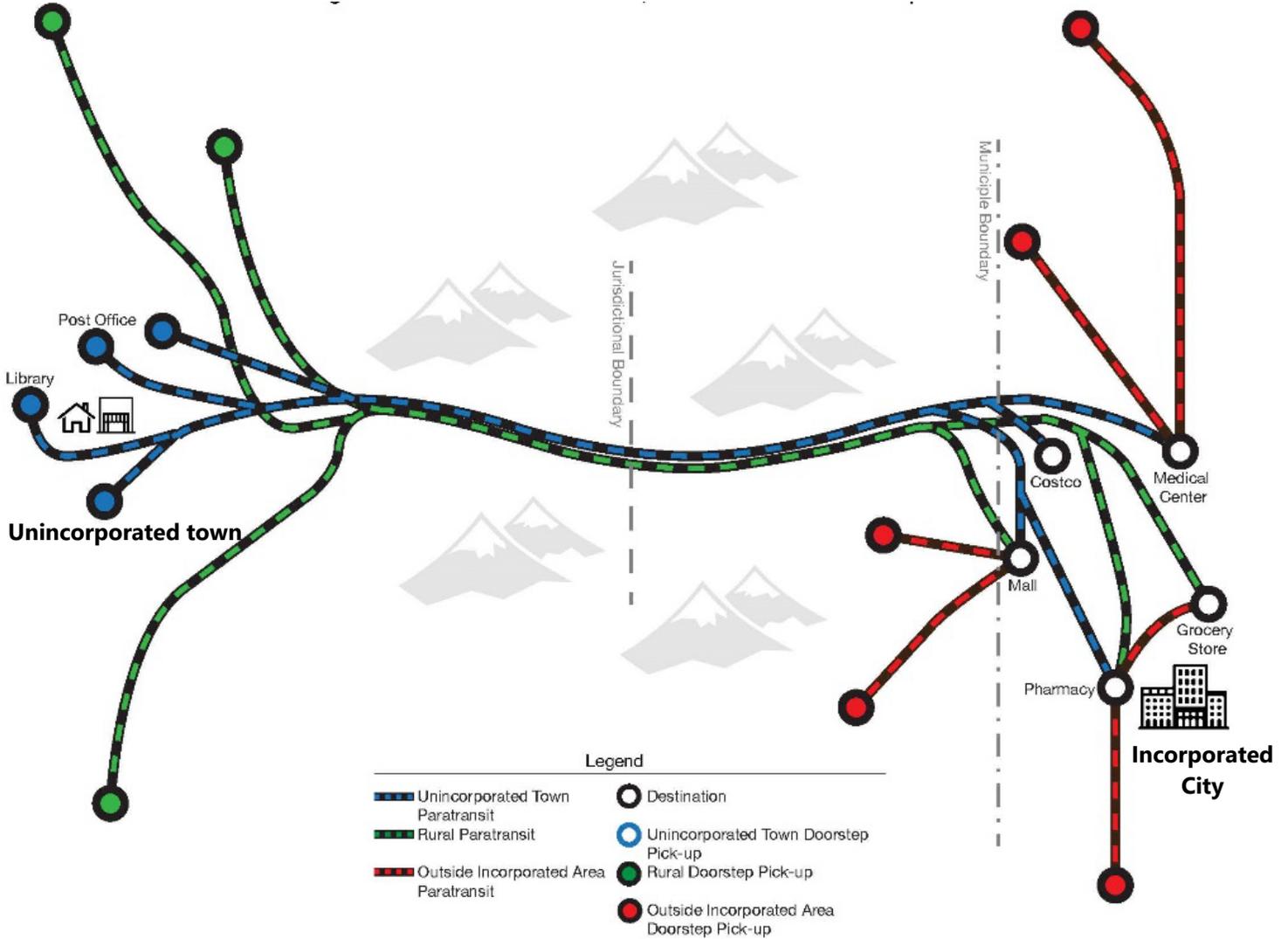
- **Trip type:** emergency or trips requiring mobility assistance
- **Booking:** flexible, same day
- **Shared:** non-shared
- **Mobility assistance:** door through door

See the On-Demand Paid Services portion of the recommendations section previously for more details on this service component that comprises Package 4.

Table 10: Package 4 High mobility needs, emergency trips

Geography	Service type
Rural	On-demand, door through door, non-shared rides, flexible scheduling
Unincorporated town	On-demand, door through door, non-shared rides, flexible scheduling
Outside of incorporated city	On-demand, door through door, non-shared rides, flexible scheduling

Figure 6: Implementation package 4



Other Considerations

Autonomous Vehicles

With autonomous vehicles on the horizon, considering how this will change transportation options for seniors and the barriers to aging in place is important. Autonomous vehicles, most often considered to be paired with shared fleets (a set of vehicles that is not owned by a single individual) in the future, will allow seniors to travel freely in a passenger vehicle without the need to drive or find a driver. This new technology will likely be adopted first by ride-hailing companies, lowering the price of the on-demand service option by reducing the need to pay a driver. Fully autonomous cars are expected to hit the market in 2020, with most cars being fully automated by 2025 to 2030. The possible phasing of the transition to autonomous technology, implementation of shared fleets and price of these options will shape how travel by seniors in unincorporated Larimer County will change into the future. The county should track this technology and adapt service recommendations accordingly as autonomous vehicles become more widespread and affordable.

"For the first time in history, older people are going to be the lifestyle leaders of a new technology... Younger people may have had smartphones in their hands first, but it's the 50 plus consumers who will be first with smart cars."

Joseph Coughlin, director of the MIT AgeLab

Delivery Service

A delivery service, delivering either cooked meals, groceries, household items, or medications can be considered as a supplement to certain transportation services. Users can sign up for the service on a subscription basis that is determined by the provider. This service can be outsourced to a third party company or run by the county but will be fully or partially subsidized by the county. The county can also help with the marketing and education of this service.

By bringing goods or services directly to one's home, service delivery addresses the needs of those with significant mobility challenges. Delivery routes can be optimized much more than a transportation service, since only the origin side of the trip needs to be considered and not the "destination" end (i.e. only people's homes and not a grocery store, medical facility, etc.); this allows for a more cost effective service.

However, input from focus groups showed that seniors prefer overwhelmingly to have the option to leave their home for errands and appointments, even if a service delivery option was available. Seniors prefer to travel, not just to access goods, but to limit feelings of isolation and

increase socialization and activity. Delivery services also cannot replace all the travel needs of seniors, but only those that consist of the purchasing of goods.

Interjurisdictional Cooperation

Efficiency and customer service can benefit from coordination with incorporated cities within Larimer County, or adjacent jurisdictions either impacted or willing to collaborate on transportation services or programs. Surrounding counties such as Weld and Boulder Counties have towns and cities that Larimer County residents travel to in order to access services.

Riders may also want to transfer to transit services that run within these cities. Integration with fixed route schedules and including these services within educational material can optimize the existing resources available. Collaboration is also important in order to coordinate the use of resources such as bus stops and online and print materials; improve cost effectiveness by eliminating duplicative administrative or capital expenditures; increase access to a variety of funding sources; and benefit from economies of scale. This coordination can range from just the sharing of information to formal agreements to sharing vehicles or clients to at the most complex level, integrating and consolidating services where feasible.

An example of leveraging collaboration for the benefit of seniors living in Larimer County is the potential collaboration between COLT and Transfort paratransit services. This integration has the potential to create a seamless ride for users between Fort Collins and Loveland.

Funding

This section discusses funding opportunities at the Federal, State, regional, and local levels as well as non-traditional funding sources. Each funding source has different restrictions on boundaries, how the service can be used, and who can use it. Sources also vary depending on if the entity is operating a transit system. As described in the implementation section of this report, who is running the program (private company, the county or a combination) would influence the funding sources that are available.

Funding options continue to evolve based on the federal transportation bill, state ballots and local funding availability. These sources should continue to be monitored and updated over time.

Federal

5309: Capital Investment Grants

Capital Investment Grants (CIG) is the Federal Transit Administration's (FTA) primary grant program for funding major transit capital investments such as light rail or bus rapid transit. This is a discretionary grant program, requiring competing projects to complete several steps over a series of years to be eligible.

More can be learned about 5309 funding here:

<https://www.transit.dot.gov/funding/grants/capital-investment-grants-5309>

Section 5310

Section 5310 funding is distributed by the Federal Transit Administration for improving mobility for seniors and individuals with disabilities by removing barriers to transportation service and expanding transportation mobility options in urban, small urbanized and rural areas.

More can be learned about 5310 funding here:

<https://www.transit.dot.gov/funding/grants/enhanced-mobility-seniors-individuals-disabilities-section-5310>

Section 5311

The Formula Grants for Rural Areas program provides capital, planning, and operating assistance to states and sub-recipients including local government authorities to support public transportation in rural areas with populations of less than 50,000. The program also provides funding for state and national training and technical assistance through the Rural Transportation Assistance Program. Eligible activities include planning, capital, operating, and the acquisition of public transportation services.

More can be learned about 5311 funding here:

<https://www.transit.dot.gov/funding/grants/grant-programs/formula-grants-rural-areas-5311>

5339: Bus and Bus Facilities Program

This funding source is intended for recipients that operate fixed route bus service or allocate funding for fixed route bus operators. Section 5339 provides federal funding to replace, rehabilitate and purchase buses and related equipment and to construct bus-related facilities

including technological changes or innovations to modify low or no emission vehicles or facilities.

More can be learned about 5339 funding here:

<https://www.transit.dot.gov/funding/grants/buses-and-bus-facilities-grants-program-5339>

Community Services Block Grant (CSBG)

The Community Service Block Grant is federal funding provided under the U.S. Department of Health and Human Services. This funding is distributed to states or Community Action Agencies (CAA) to apply to programs that address the needs of low-income individuals. This includes senior and transportation services.

State

Funding Advancement for Surface Transportation & Economic Recovery (FASTER)

FASTER allows the State of Colorado to improve roadway safety, repair deteriorating bridges, and support and expand transit. The bill generates about \$200 million every year for state transportation projects across Colorado. The FASTER Transit Grants Program is one of the three major funding programs. FASTER transit funds are split between local transit grants (\$5 million per year) and statewide projects (\$10 million per year). Local recipients are required to provide a minimum 20% local match. Among the types of projects that have been awarded include the purchase or replacement of transit vehicles, construction of multimodal stations, and acquisition of equipment for consolidated call centers.

More can be learned about FASTER funding here: <https://www.codot.gov/projects/faster>

Regional/Local

Rural Transit Assistance Program (RTAP)

The Rural Transit Assistance Program (RTAP) is an FTA program, a subcomponent of Section 5311 that provides funds for training, research and technical assistance for rural and specialized transit operators. This funding source does not require a local match.

Larimer County Area Agency on Aging

The Larimer County Area Agency on Aging, called Office on Aging has a limited amount of funding provided by the Older Americans Act to develop and implement coordinated systems for seniors.

Regional Transportation Authority (RTA)

A Regional Transportation Authority (RTA) creates a special taxing district that can be used to fund transportation services. This authority operates as a taxing subdivision of the state and requires a vote of the citizens to enact. Each municipality within the county can become a member of the RTA. Existing RTAs within Colorado include Roaring Fork, South Platte Valley, Pikes Peak and Gunnison Valley.

Sales Tax

Local areas are able to pass a local sales tax to support transportation when support is great enough. Rural areas in Colorado with local taxes include Summit County, Roaring Fork Valley, Eagle County, Gunnison Valley, and the Pikes Peak region. See Marin County peer review for an additional example of how a sales tax has been applied to senior transportations services. A sales tax could be enacted under the jurisdiction of an RTA.

Vehicle Registration Fees

Increased fees associated with vehicle registration can take place at the county level. This additional revenue can then be earmarked for specific transportation improvements, such as senior transportation services and programs. Marin County is an example of a region applying this funding sources; they voted to raise their vehicle registration fees by \$10 a year and dedicated 35% of the revenue to improving transit for seniors and those with disabilities. Vehicle registration fees could be enacted under the jurisdiction of an RTA.

Non-Traditional

Partnerships

Partnerships with businesses, medical centers or organizations around the county can result in potential funding sources. For example, a transportation service in Rochester, New York partnered with their regional grocery store chain to provide subsidized rides to the grocery

store for seniors. In Big Cabin, Oklahoma, a partnership with a Jiffy Lube qualified as a local match required as a part of a Federal transit grant.

Grant and Foundation Opportunities

Private foundations provide excellent opportunities for funding specific capital projects or single event programs. In general, private foundations are initially established for specific purposes (e.g. senior needs); for example, the Surdna Foundation and Zellerbach Family Foundation have a mission to strengthen communities and enhance urban places. An excellent source of information about foundations and their funding potential can be found in the Foundation Directory, available at many public libraries or online at <https://fconline.foundationcenter.org/>.

Next Steps

This Senior Transportation Needs Assessment provides a list of transportation service and program recommendations that provide support for seniors living in unincorporated Larimer County. Based on these recommendations, the county may choose to pick items for further study that could potentially lead to implementation.

It is recommended that the Larimer County Office on Aging continue to work with stakeholder groups including the Senior Transportation Coalition, Mobility Committee and Office on Aging Advisory Council to discuss the implementation of proposed recommendations in this Plan. It is also recommended that a small internal working group of county staff is established in order to further define the details of the recommended services including operational characteristics, budget and funding sources. Lastly, regular working sessions should be scheduled in order to provide updates to the Board of County Commissioners.



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Appendix A: Survey Results



Appendix B:
Focus Group Material

