

Brown County Rural Specialized Transportation Study



Prepared by the Brown County Planning Commission Staff for the Aging & Disability Resource Center of Brown County

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Adopted by the Aging and Disability Resource Center of Brown County on September 22, 2016

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Section One Introduction and Background

Introduction

Brown County is changing. Its population is growing, diversifying, and aging. Green Bay, although still the central and most prominent City within Brown County, is no longer the only location for commercial goods and services, social activities, or owning a home. These activities are increasingly spread across central Brown County in the suburban communities of Allouez, Ashwaubenon, Bellevue, De Pere, Howard and the rapidly growing communities of Hobart, Lawrence, Ledgeview, Scott, and Suamico. As new residents move in to



these areas, medical offices, dentist offices, faith-based institutions, grocery stores, drug stores, and other similar uses follow, creating a more dispersed development pattern than existed only a few decades before.

As these uses become more spread out across Brown County, it becomes increasingly important to have the means of transportation to efficiently reach them for such daily tasks as worship, medical appointments, banking, getting groceries, or simply meeting people's social needs. For Brown County's senior citizens and mobility challenged persons in the urban area, there are a number of alternatives available to help them meet these needs even if they choose to not or cannot drive their own vehicle. However, for Brown County's rural citizens whom choose to not or cannot drive, the distance to the doctor, drug store, place of worship, or social activity from the rural parts of the County can act as a significant barrier to meeting their daily needs.

The Brown County Planning Commission staff works with many of Brown County's rural communities to develop their local comprehensive plans. Comprehensive plans are official documents adopted by local municipalities that set forth a vision of how the community should develop or redevelop over the next 20 years. Within the comprehensive plans are a set of goals and objectives specific to the local community to attain this vision that covers such topics as land use, transportation, economic development, housing, natural/cultural/agricultural resources, and utilities/community facilities. As Brown County Planning Commission staff has been working with rural Brown County communities to develop their comprehensive plans over the past 15 years, the concern regarding a lack of access to rural specialized transportation options for their residents is an issue that is continually brought up for discussion. Rural Brown County residents are recognizing that most of their older residents would

prefer to remain in their homes and communities they are comfortable with; however, with extended families living further apart, the family support network to drive their older or mobility impaired relatives to their appointments, shopping, worship, and social activities is increasingly unavailable.

Nationally, according to a 2010 AARP Inc. survey, nearly 90 percent of those over age 65 want to stay in their home for as long as possible, and 80 percent believe their current residence is where they will always live.¹ Aging in place, as defined by the Centers for Disease Control and Prevention is *“the ability to live in one’s own home and community safely, independently, and comfortably, regardless of age, income, or ability level.”*² In Brown County’s rural areas in the northeast, northwest, and particularly in the south, this percentage is likely higher due a relative lack of alternative housing within these areas conducive to senior citizens and citizens with disabilities. Considering it is the desire of the vast majority of persons over age 65 to remain in their existing homes as long as possible, and the rural areas of Brown County simply don’t have the services available in close proximity to support them, this study is intended to provide an idea of what rural transportation services are available, where they are available, and whether there is a need to consider additional rural transportation services to ensure these citizens’ daily needs are met.

The intent of this study is to:

- Examine applicable demographic trends impacting Brown County and its rural communities;
- Review existing transportation resources and service areas available to qualified Brown County seniors and persons with disabilities;
- Identify potential gaps in rural specialized transportation options, and determine appropriate recommendations to address these gaps.

Funding for this study was provided by the Brown County Aging & Disability Resource Center (ADRC) through the State of Wisconsin Specialized Transportation Assistance Program for Counties (Section 85.21 Wis. Stats.).

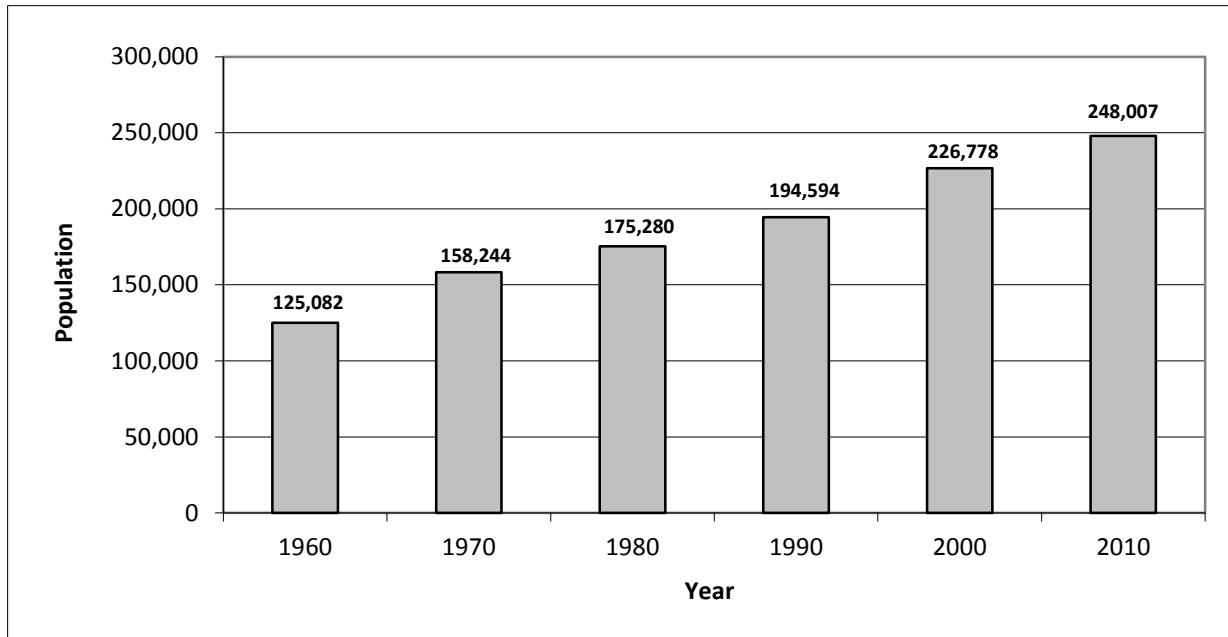
Historic Population Trends

Over the past 50 years, Brown County has experienced strong population growth as the total county population increased from 125,082 in 1960 to 248,007 in 2010. Between 2000 and 2010, the County added 21,229 residents, for a growth rate of 9.4 percent. On average, Brown County has added just over 20,000 residents per decade over the past 50 years. Figure 1-1 depicts the population growth of Brown County from 1960-2010 and Figure 1-2 compares Brown County’s rate of population growth with the State of Wisconsin.

¹ Teresa A. Keenan, Ph.D., Home and Community Preferences of the 45+ Population (Washington D.C.: AARP, 2010) 4.

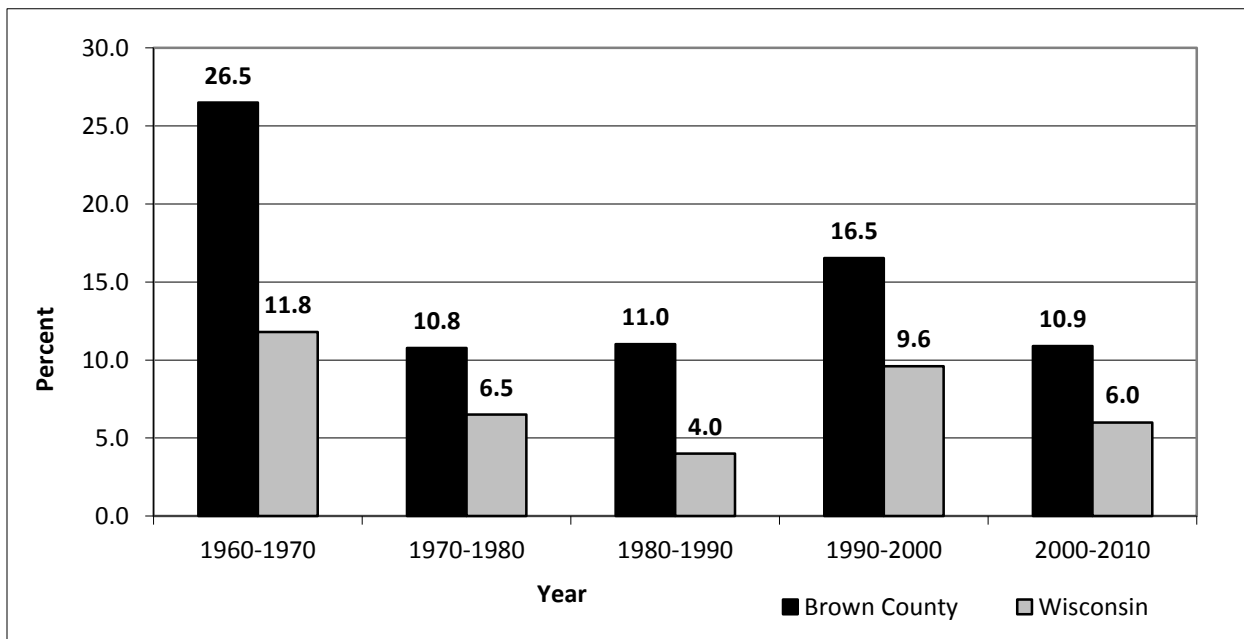
² Centers for Disease Control and Prevention, Healthy Places Terminology (Washington D.C.: Centers for Disease Control and Prevention, 2010); <http://www.cdc.gov/healthyplaces/terminology.htm>.

Figure 1-1: Brown County Historical Population Growth, 1960-2010



Source: U.S. Census of Population, 1960-2010.

Figure 1-2: Brown County and State of Wisconsin Historical Population Growth Rates



Source: U.S. Census of Population, 1960-2010.

The largest community in terms of population continues to be the City of Green Bay as it has increased its population from 62,888 people in 1960 to 104,057 people in 2010. However, over the same time period, its relative share of total population in Brown County has decreased from 50.3 percent in 1960 to 42.0 percent in 2010. This trend is indicative of the comparatively faster demographic growth in the suburban communities. Figure 1-3 identifies the historical population growth of the individual municipalities for the time period of 1960-2010.

Figure 1-3: Brown County Municipality Growth Trends Ranked by 2010 Census Population

Community	Year						Percent Change 2000 – 2010	Numeric Change 2000 – 2010	
	1960	1970	1980	1990	2000	2010			
C. Green Bay	62,888	87,809	87,899	96,466	102,313	104,057	1.70%	1,744	
C. De Pere	10,045	13,309	14,892	16,594	20,559	23,800	15.76%	3,241	
V. Howard	3,485	4,911	8,240	9,874	13,546	17,399	28.44%	3,853	
V. Ashwaubenon	2,657	10,042	14,486	16,376	17,634	16,963	-3.81%	-671	
V. Bellevue	1,007	1,736	4,101	7,541	11,828	14,570	23.18%	2,742	
V. Allouez*	9,557	13,753	14,882	14,431	15,443	13,975	-9.51%	-1,468	
V. Suamico	2,073	2,830	4,003	5,214	8,686	11,346	30.62%	2,660	
T. Ledgeview	1,109	1,365	1,535	1,568	3,363	6,555	94.92%	3,192	
V. Hobart	2,343	2,599	3,765	4,284	5,090	6,182	21.45%	1,092	
T. Lawrence	1,571	1,622	1,431	1,328	1,548	4,284	176.74%	2,736	
T. Scott	1,869	1,969	1,929	2,044	3,712	3,545	-4.49%	-167	
V. Pulaski	1,540	1,717	1,875	2,200	3,013	3,321	10.22%	308	
V. Wrightstown	840	1,020	1,169	1,262	1,934	2,676	38.37%	742	
T. Pittsfield	1,273	1,647	2,219	2,165	2,433	2,608	7.19%	175	
T. Wrightstown	1,301	1,463	1,705	1,750	2,013	2,221	10.33%	208	
V. Denmark	1,106	1,364	1,475	1,612	1,958	2,123	8.43%	165	
T. Green Bay	886	958	1,106	1,292	1,772	2,035	14.84%	263	
T. Rockland	777	983	882	974	1,522	1,734	13.93%	212	
T. Morrison	1,351	1,473	1,565	1,493	1,651	1,599	-3.15%	-52	
T. New Denmark	1,188	1,203	1,420	1,370	1,482	1,541	3.98%	59	
T. Holland	1,078	1,211	1,268	1,237	1,339	1,519	13.44%	180	
T. Eaton	950	1,049	1,106	1,128	1,414	1,508	6.65%	94	
T. Humboldt	908	1,101	1,281	1,334	1,338	1,311	-2.02%	-27	
T. Glenmore	1,035	1,110	1,046	1,057	1,187	1,135	-4.38%	-52	
T. Preble	12,245	Consolidated with the City of Green Bay							
Brown County	125,082	158,244	175,280	194,594	226,778	248,007	9.36%	21,229	

Source: U.S. Census Bureau, 1960-2010.

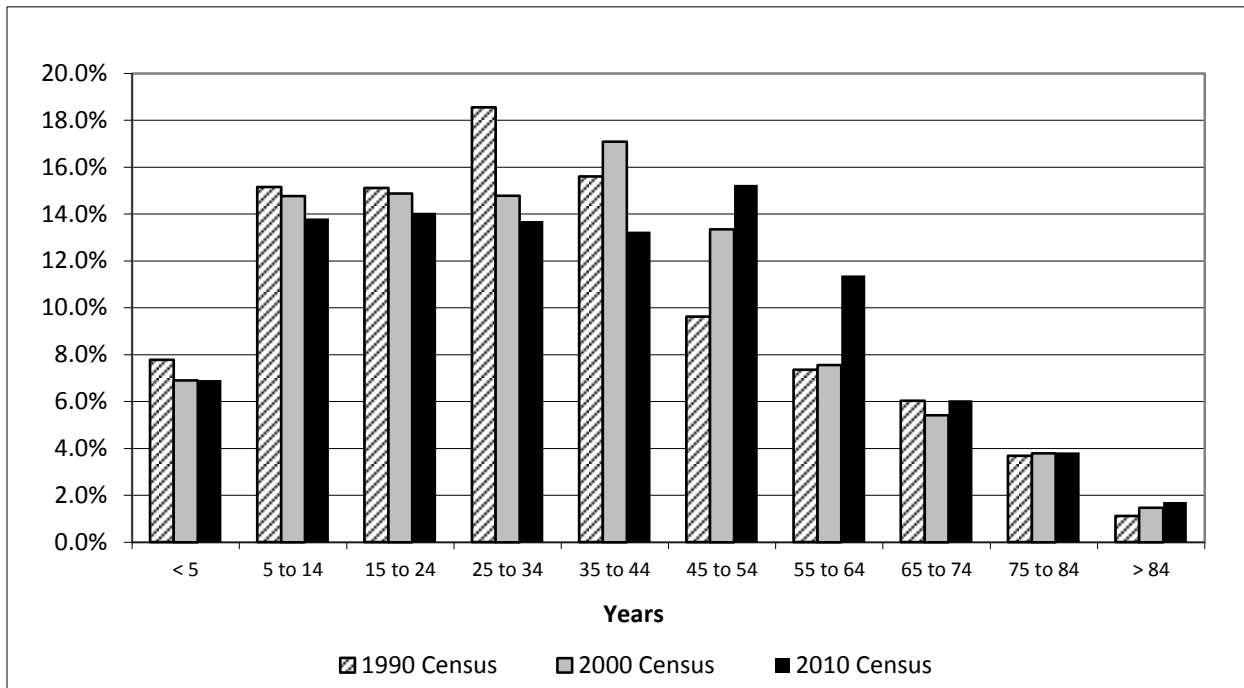
*Error in 2000 Census prison population resulted in an overstatement of 925 persons in final 2000 population count for Village of Allouez.

Based upon the data presented, it is evident the suburban communities largely within the Green Bay Metropolitan Area continue to exhibit the strongest numeric gains in population over the past 10 years, with much smaller numeric gains in the non-metro communities. However, it is important to note the relatively high rates (percent change) of population growth in the more outlying communities, most notably the Towns of Lawrence and Ledgeview and Village of Wrightstown.

Age Distribution

Census figures indicate that the 2010 median age for Brown County residents was 36.2 years, as compared to 34.2 years in 2000 and 31.4 years in 1990. The continued increase in the median age is largely a result of the “baby boomer” generation continuing to age and people generally living longer. This trend is depicted in Figure 1-4, as the census identifies the largest age segment for each decade.

Figure 1-4: Age as a Percentage of Population in Brown County, 1990 - 2010



Source: U.S. Bureau of the Census 1990, 2000, and 2010.

Figure 1-5 depicts the median age of Brown County residents by U.S. Census Block Group. A block group is a census defined area within which certain demographic characteristics are surveyed through either the decennial census, or the American Community Survey. Areas of relatively high median age include the northeastern part of Brown County, generally including the Towns of Humboldt, Green Bay, and Scott; as well as the northwestern part of the County including portions of the Village of Suamico and Town of Pittsfield. Additional areas of relatively high median age outside of the core urban area include portions of the Village of Hobart, Town of Ledgeview, Town of Glenmore, Town of Morrison, Town of Lawrence, and Town of Eaton.

Larger than block groups, a census tract is also a U.S. census defined area within which additional census data is collected. A geographically similar collection of block groups comprises a census tract. Figure 1-6 depicts areas of Brown County based upon the number of persons aged 65 and older estimated to live within the identified census tracts. As depicted on the map and similar to Figure 1-5, areas of older Brown County residents can be found on the east side of Green Bay, the Hobart/Lawrence/Oneida Nation areas, Pulaski/Pittsfield, and the northeastern part of the County, including the Towns of Green Bay, Humboldt, and Scott.

Figure 1-5

Median Age by Census Block Group

Brown County, Wisconsin

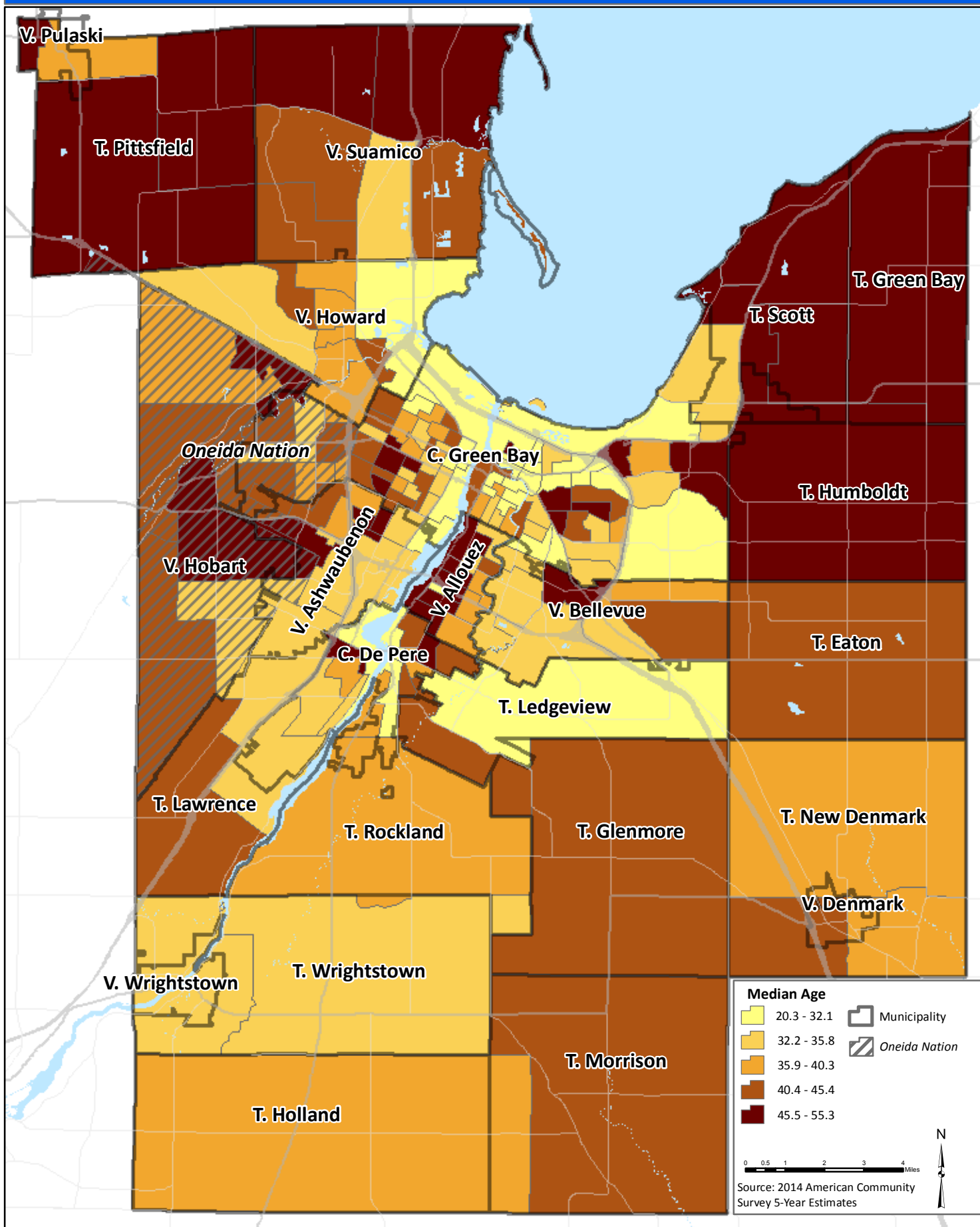
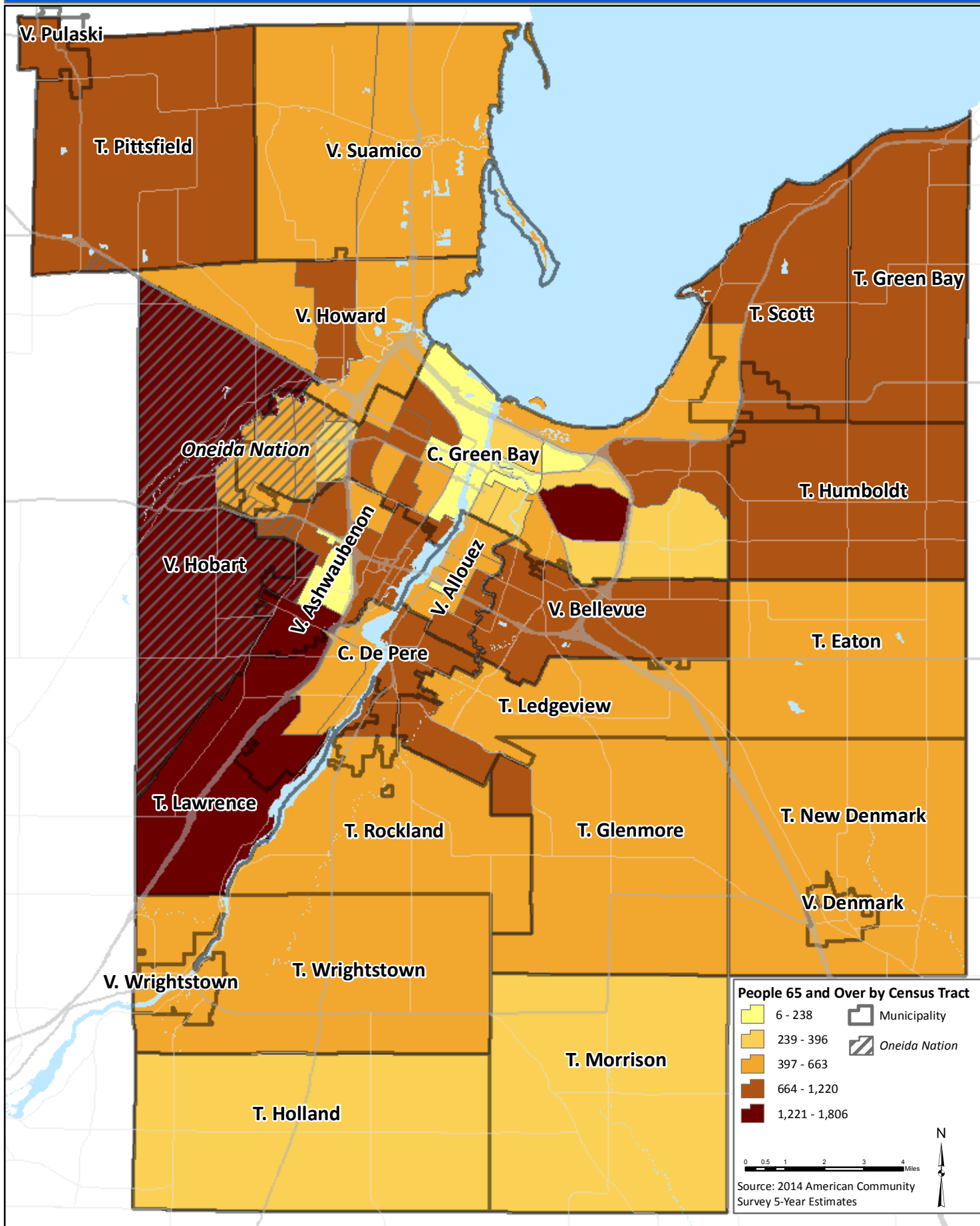


Figure 1-6

Number of Persons 65 Years and Older

Brown County, Wisconsin



Population Projections

The Wisconsin Department of Administration – Demographic Services Center has prepared population projections for all local municipalities and counties through the year 2040. Similar to the historic population totals, the population projections for Brown County and its municipalities depict continued strong growth in the County, adding over 64,000 (25.9 percent) new residents between 2010 and 2040. Consistent with recent trends, strong population growth is projected by WDOA within the City of Green Bay and the surrounding suburban communities with generally lower numbers of new residents in the more rural portions of the County. Figure 1-7 charts the projected population changes, ranked by projected numeric change from 2010 through 2040.

Figure 1-7: Brown County Municipality Population Projections Ranked by Projected Numeric Change

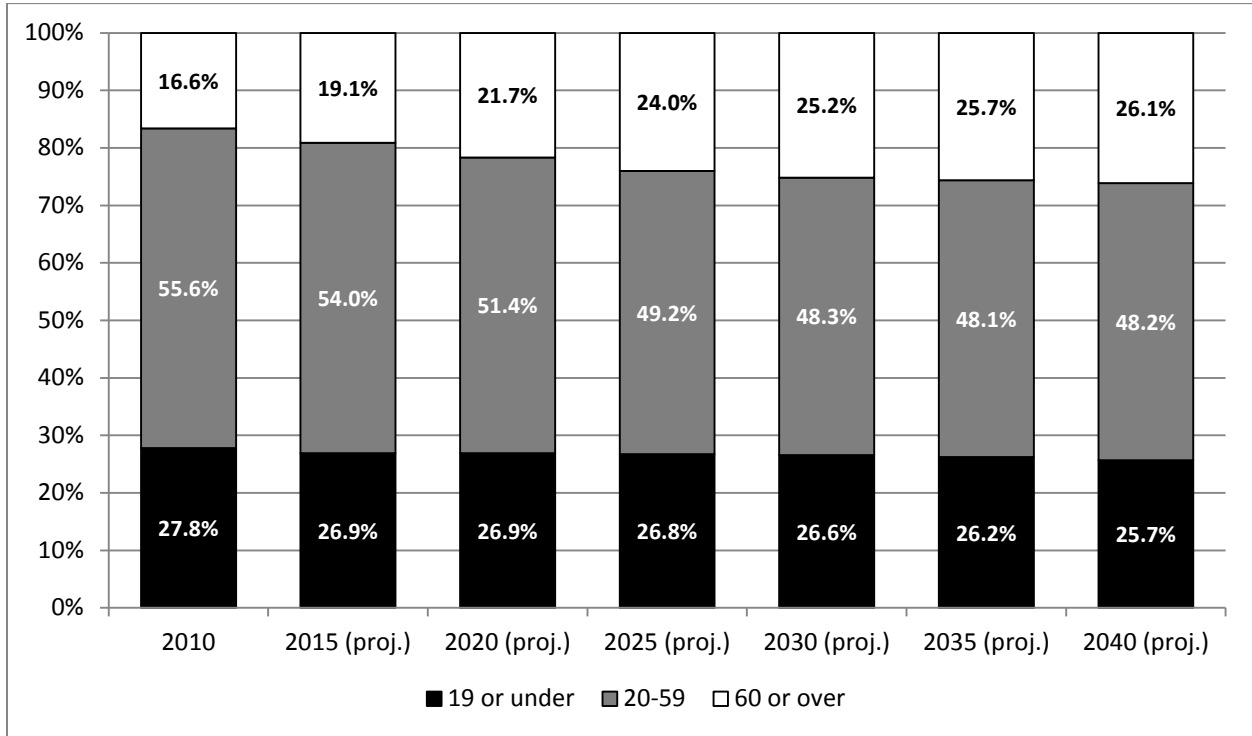
	Year							Projected Percent Change 2010-2040	Projected Numeric Change 2010 - 2040
	2010 Census	2015 Proj.	2020 Proj.	2025 Proj.	2030 Proj.	2035 Proj.	2040 Proj.		
V Howard	17,399	19,090	21,480	23,820	26,110	28,000	29,370	68.8%	11,971
C Green Bay	104,057	104,300	108,050	111,200	113,850	114,700	113,500	9.1%	9,443
C De Pere	23,800	24,450	26,260	27,950	29,550	30,700	31,280	31.4%	7,480
V Hobart	6,182	7,450	8,585	9,705	10,810	11,750	12,480	101.9%	6,298
V Bellevue	14,570	15,080	16,480	17,840	19,140	20,150	20,780	42.6%	6,210
V Suamico	11,346	11,900	13,180	14,430	15,650	16,620	17,290	52.4%	5,944
T Ledgeview	6,555	7,455	8,590	9,710	10,810	11,760	12,480	90.4%	5,925
T Lawrence	4,284	4,750	5,480	6,195	6,900	7,505	7,965	85.9%	3,681
V Wrightstown	2,676	2,775	3,065	3,350	3,625	3,840	3,985	48.9%	1,309
T Scott	3,545	3,640	3,935	4,210	4,470	4,665	4,770	34.6%	1,225
V Pulaski	3,321	3,345	3,555	3,740	3,915	4,025	4,060	22.3%	739
T Green Bay	2,035	2,080	2,240	2,385	2,530	2,625	2,675	31.4%	640
T Rockland	1,734	1,780	1,930	2,075	2,210	2,310	2,370	36.7%	636
T Pittsfield	2,608	2,660	2,815	2,960	3,090	3,165	3,190	22.3%	582
T Wrightstown	2,221	2,260	2,400	2,535	2,655	2,725	2,755	24.0%	534
V Ashwaubenon	16,963	16,890	17,320	17,630	17,870	17,810	17,440	2.8%	477
V Denmark	2,123	2,155	2,275	2,385	2,490	2,550	2,565	20.8%	442
T Eaton	1,508	1,545	1,640	1,730	1,815	1,870	1,895	25.7%	387
T Holland	1,519	1,540	1,630	1,715	1,790	1,840	1,855	22.1%	336
T New Denmark	1,541	1,565	1,645	1,715	1,780	1,820	1,825	18.4%	284
T Morrison	1,599	1,595	1,635	1,670	1,695	1,695	1,665	4.1%	66
T Humboldt	1,311	1,310	1,345	1,375	1,395	1,390	1,365	4.1%	54
T Glenmore	1,135	1,125	1,155	1,175	1,190	1,185	1,160	2.2%	25
V Allouez	13,975	13,810	14,030	14,150	14,200	14,030	13,600	-2.7%	- 375
Brown County	248,007	251,495	254,550	270,720	285,650	299,540	308,730	25.9%	64,313

Source: Wisconsin Department of Administration, *Wisconsin Minor Civil Division (MCD) Projections, 2010-2040, Vintage 2013* <http://www.doa.state.wi.us/divisions/intergovernmental-relations/demographic-services-center/projections>. Accessed 3/1/2016.

Building upon this data, the Wisconsin Department of Administration – Demographic Services Center also prepared county-based age projections through the year 2040. This data was compiled into general age cohort (school-age, work-age, and retirement age) to determine how these age groups will be distributed through the year 2040. The data is compiled in Figure 1-8 and depicts how the “retirement

age” cohort (60 and over) is projected to proportionately increase from 16.6 percent of Brown County’s population to 26.1 percent by 2040. During this same period, the “working age” cohort is projected to decrease from 55.6 percent in 2010 to 48.2 percent, and the “school age” cohort is also projected to decrease from 27.8 percent in 2010 to 25.7 percent. It is important to note as stated in the accompanying report to the population projections, “Population projections are not a statement of what will happen, but an inference of what might happen if past patterns and probable future trends hold true.”³

Figure 1-8: Brown County Projected Population by Broad Age Group, 2010-2040

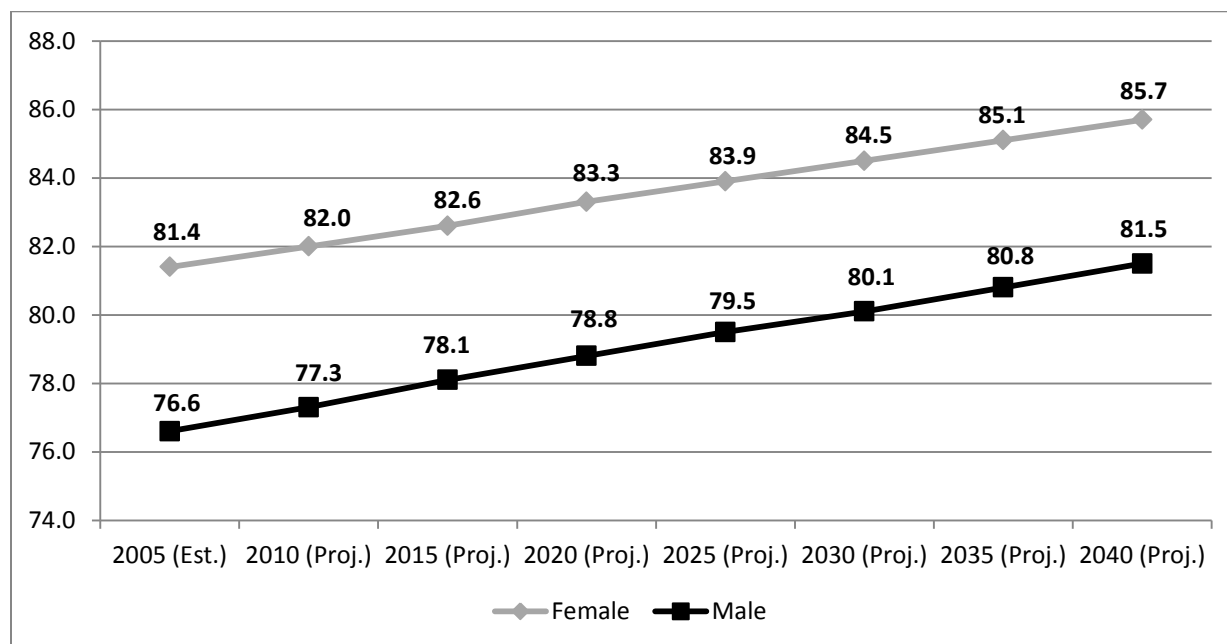


Source: Wisconsin Department of Administration – Demographic Services Center, “County Age-Sex Population Projections, 2010-2040”, <http://www.doa.state.wi.us/divisions/intergovernmental-relations/demographic-services-center/projections>, accessed 3/1/2016.

³ Egan-Robertson, David, UW-Madison Applied Population Laboratory: *Wisconsin’s Future Population: Projections for the State, Its Counties and Municipalities, 2010-2040*, December 2013. http://www.doa.state.wi.us/Documents/DIR/Demographic%20Services%20Center/Projections/FinalProjs2040_Publication.pdf.

In addition to the county population projections, the report further identifies a steady increase in the average statewide life expectancies for both men (from 72.9 years in 1980 to 76.6 years in 2010) and women (from 79.7 in 1980 to 81.4 in 2010). Although this is statewide data, the population trends within Brown County generally mirror those at the state level, and therefore are likely similar for Brown County. The increase in life expectancy, in combination with the aging of the “Baby Boomer” generation are the primary contributors to the general aging population trend demonstrated in Figure 1-5. This trend is projected to continue through 2040 with an average life expectancy of 85.7 years for women and 81.5 for men in 2040. The life expectancy projection is depicted in Figure 1-9. With senior citizens proportionately projected to continue to increase as a percentage of population in Brown County, it can reasonably be expected that demand for specialized transportation options, including in the rural areas, will continue to grow.

Figure 1-9: Wisconsin Average Life Expectancies, 2005 Estimated and 2010-2040 Projected



Source: Wisconsin Department of Administration – Demographic Services Center, “County Age-Sex Population Projections, 2010-2040”, <http://www.doa.state.wi.us/divisions/intergovernmental-relations/demographic-services-center/projections>, accessed 3/1/2016.

Population of Individuals with a Disability

Specialized transportation options serve the populations of the elderly and persons with a disability in Brown County. While elderly Brown County residents comprise a projected growing population, Brown County’s residents with a disability also comprise a significant and growing part of the overall population. For instance, from 2010 to 2014, the number of persons with a disability in Brown County is estimated to have increased from 23,619 persons to 26,888 persons (3,269 person increase) or a 13.8 percent increase. Correspondingly, the number of persons aged 65 with a disability is estimated to have increased from 8,414 persons in 2010 to 9,779 persons in 2014 (1,365 person increase) or a 16.2 percent increase. As Brown County’s population continues to grow out from the center, the number of persons

with disabilities in the suburban and rural areas will also continue to increase, and it is critical they have transportation options for employment-related activities.

Identification of Urban / Rural Areas

As previously discussed, a concern expressed by the rural Brown County communities is the need for their senior and mobility impaired residents to have access to transportation options for their daily needs. This issue becomes particularly acute when senior citizens of the rural communities wish to age in place, but either chooses not to or simply cannot safely drive their own vehicle. According to a 2004 study, older citizens who do not drive make 15 percent fewer trips to the doctor, 59 percent fewer trips to shopping and restaurants, and 65 percent fewer trips for social or religious activities than those who do drive⁴. The reduction in trips can lead to a serious degradation in health and overall quality of life. This is especially the case in rural areas, where roads do not have pedestrian facilities, the area is not served by fixed route public transportation, and land uses are too dispersed for an older citizen to comfortably walk.

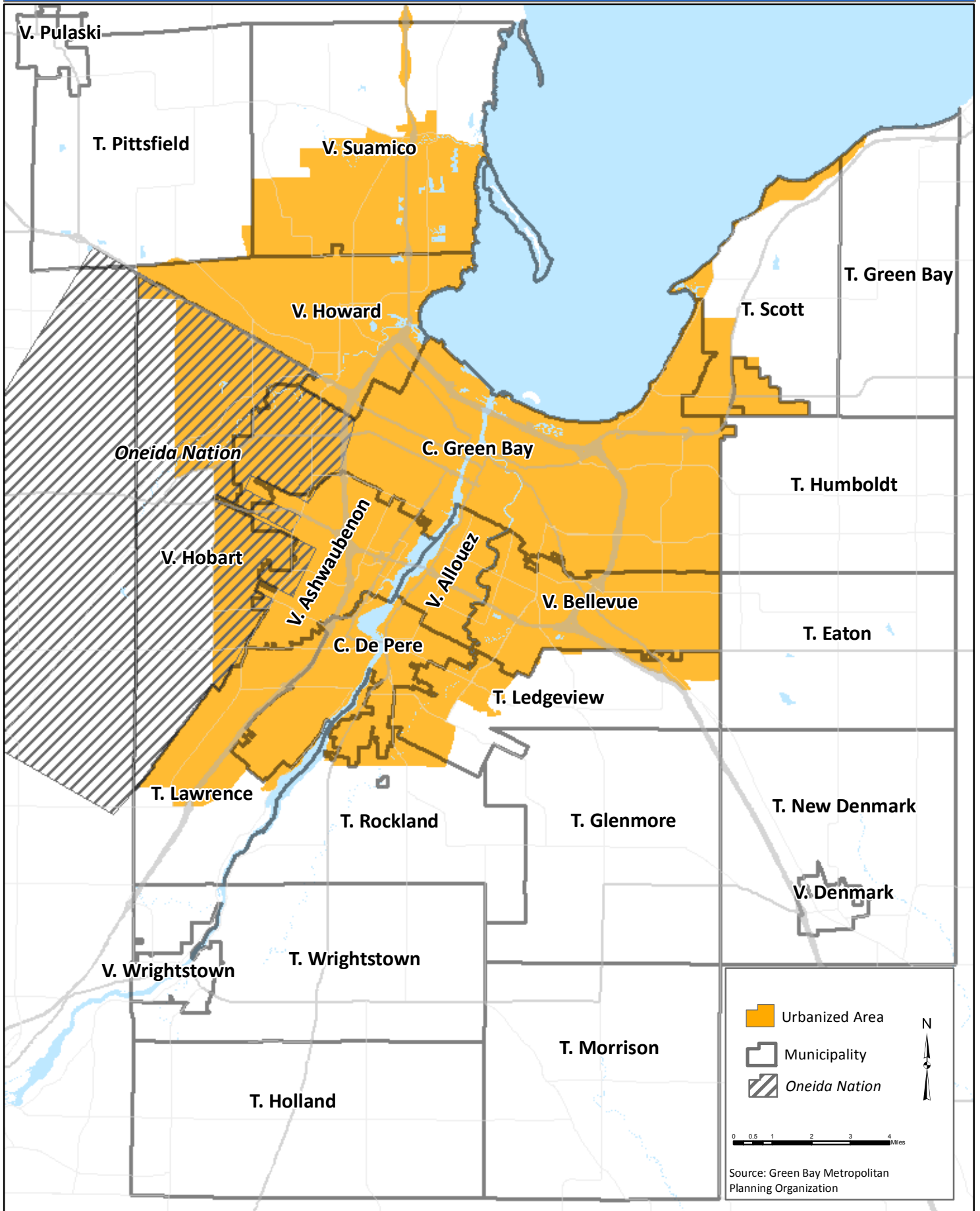
Whether an area is urban, rural, or somewhere in between is very subjective and subject to the interpretation and perspective of the researcher. Therefore, for purposes of this study, the Green Bay Metropolitan Planning Organization (MPO) Urbanized Area Boundary will be utilized to determine which portions of Brown County are considered to be urban and which are rural. The Urbanized Boundary is determined every 10 years following the U.S. Census determination of “urbanized areas”. The Census-defined urbanized areas are based largely upon density of development and therefore may not follow generally accepted boundaries, whether physical or municipal. The MPO Urbanized Area Boundary refines the Census-defined urbanized boundary into generally recognized boundaries that also take into account density of development and local knowledge of existing and planned development that may take place over the following 10 years. Although the focus of this study will be on the rural portions of Brown County, it is important to keep in mind that the urbanized area boundary is simply an indicator of which parts of Brown County may have urban-level population densities for purposes of this study. Figure 1-10 depicts the boundaries of the Green Bay Urbanized Area.

⁴ Bailey, Linda. 2004. *“Aging Americans: Stranded Without Options,”* Surface Transportation Policy Project, 1.

Figure 1-10

Green Bay Urbanized Area

Brown County, Wisconsin



Section Two

Specialized Transportation Providers, Service Areas, and Issues

Specialized transportation services are those that are designed and implemented to meet the special transportation needs of seniors and individuals with disabilities. These transportation services take many different forms including such programs as reduced-fare fixed-route mass transit or demand-response programs from social services providers, non-profits, or private businesses. Providing transportation options for seniors and individuals with disabilities allows for greater freedom in their choices to remain in their homes and/or communities for longer than may otherwise be possible.

Specialized Transportation Options

The number and availability of specialized transportation providers in Brown County varies greatly depending on a number of factors, including but not limited to, specific service areas, client age, governmental funding sources, and physical ability of a client. In discussions with a number of stakeholders during the preparation of this study, many noted the difficulty their clients or clients' caregivers have in determining the appropriate provider of specialized transportation for their particular situation. The stakeholders noted having a "one-stop shop" or travel trainer who could assist clients and caregivers with finding the most appropriate and cost-effective transportation options would be very helpful.

It is important to note that specialized transportation options in Brown County funded through the County Elderly and Disabled Transportation Assistance program are prioritized due to limited resources, as permitted under state law. Specific priorities include⁵:

- Medical Activities – the procurement of medical or medically –prescribed services or products and participation in medical or medically-prescribed activities. Training, maintenance and supervision, and education programs do not fall within this definition.
- Nutritional Activities – the consumption, purchase, or receipt of food.
- Work-Related Activities – the performance of work, either voluntarily or for compensation, in order to produce goods or services. Trips for training or education do not fit this definition. A trip's purpose is established by the primary reason a client makes a trip.

The following section will identify the existing specialized transportation options, their clientele served, and areas of Brown County covered by each specific option.

⁵ Wisconsin Administrative Code Trans 1.035(1) accessed 8/15/2016: http://docs.legis.wisconsin.gov/code/admin_code/trans/1

Green Bay Metro Reduced Fare

Green Bay Metro provides fixed-route bus service to much of the urbanized area, including all or portions of Green Bay, Allouez, Ashwaubenon, Bellevue, and De Pere. Metro provides fixed-route service from generally 5:15 a.m. – 9:45 p.m. during the week and generally 7:15 a.m. to 6:45 p.m. on Saturdays. In terms of specialized transportation, Green Bay Metro's reduced fare program is for people who are age 65 and older, Medicare recipients, and individuals with disabilities. In order to qualify for the



program, potential reduced fare riders must first fill out an application with supporting medical documentation for review and approval. Green Bay Metro buses include accessible features, such as bus kneeling capabilities, ramp for wheelchair boarding, on-board wheelchair securement areas, drivers trained to safely secure wheelchairs, and automated stop announcements. The stop announcements are pre-recorded and triggered with use of Geographic Positioning System (GPS) software.

In terms of geographic coverage, the bus system provides service within the aforementioned communities; however, as depicted in Figure 2-1, significant areas of the urbanized area are currently without access to Green Bay Metro bus service. These are generally growing areas on the fringes of the communities, making extending bus service to these areas problematic due to the drive times necessary to complete routes, and reluctance by the local municipalities to fund route extensions. Rapidly growing urbanized area communities without any Green Bay Metro bus service include the Villages of Howard, Suamico, Hobart, and Towns of Lawrence, Ledgeview, and Scott.

Green Bay Metro ADA Paratransit Service

In addition to the fixed-route service, Green Bay Metro, through a private contractor, provides Americans with Disability Act (ADA) service for persons with disabilities whom are unable to use the fixed-route system due to:

- Inabilities to navigate the transit system without assistance, including an inability to board, ride, or disembark from a fully accessible Metro bus.
- A person, who because of a disability, cannot travel to or from the bus stop due to, for example, distance, terrain, weather, safety, or other obstacles that impede them due to their disability.⁶

⁶ Green Bay Metro ADA Paratransit Service Policy Document, Effective February 17, 2014, p. 4. Accessed 3/7/2016. http://www.greenbaymetro.org/App_Uploads_Docs/Paratransit/ADA%20Policy%20revised%202.17.14.pdf.

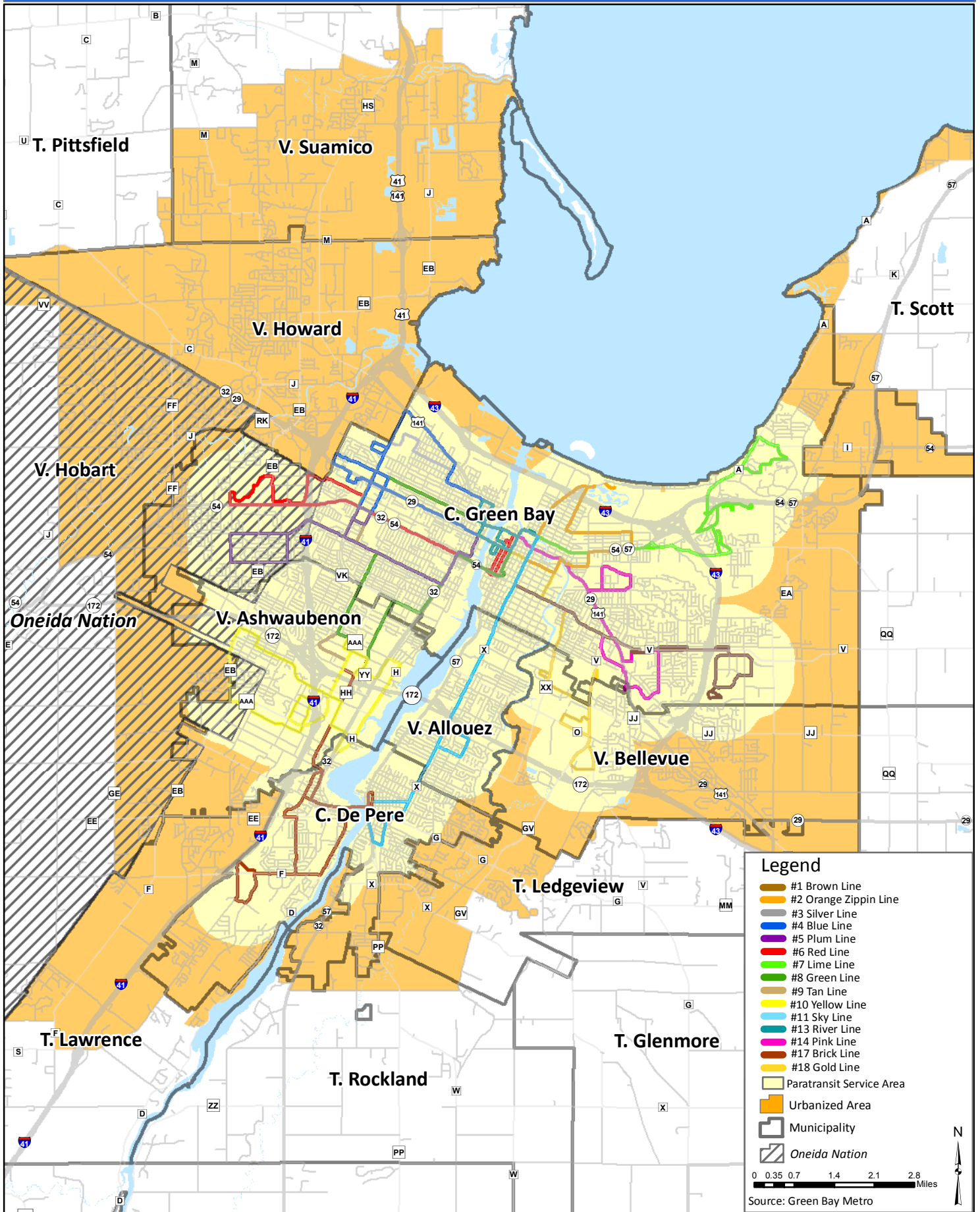
The paratransit service is a demand-response program, meaning the vehicle does not follow a fixed route or schedule, but rather provides origin to destination service, and may include additional riders. Trips are served in the order received and as scheduled. Trips may be scheduled for pick-up as early as 8:00 a.m. and as late as 5:00 p.m. Monday through Friday. Saturday trips can be scheduled for pick-up as early as 7:15 a.m. and as late as 6:00 p.m., but service is not available on Sundays or major holidays. The service area for paratransit service includes areas within three-quarter mile of a fixed route, excepting portions of those communities that do not participate in Green Bay Metro service.



The Green Bay Metro ADA Paratransit service area (light yellow) as compared to the Green Bay Urbanized Area (orange) is also depicted in Figure 2-1. It is important to note that urbanized area communities without Green Bay Metro bus service also do not have access to the Green Bay Metro ADA Paratransit Service.

Figure 2-1

Green Bay Metro Fixed Bus Routes and Paratransit Service Area Brown County, Wisconsin



Curative Connections

Curative Connections provides a subsidized fee-based demand-response service to persons with disabilities and persons 60 and over through their fleet of mini buses, vans, and sedans, many of which have wheel chair capacity. Trips are prioritized for medical, nutritional, and employment purposes, with social trips having a lower priority subject to scheduling and space constraints. With a mixture of



volunteer and paid drivers, Curative Connections provides door to door service within much of the urban area, including areas beyond the service area of Green Bay Metro fixed route and paratransit. In 2015, Curative Connections/Red Cross transportation service provided 52,524 trips totaling 456,944 miles or approximately 8.7 miles per trip.

In addition to transportation service within much of the urban area, Curative Connections maintains a vehicle and volunteer drivers through the Pulaski AddLife Center to provide transportation service to qualified Pulaski residents and to the larger service area. An additional Curative Connections vehicle is dedicated to serving qualified Village of Denmark residents both within the Village and to the larger service area.

Figure 2-2 depicts the extents of the Curative Connections transportation service area on top of a backdrop of the Green Bay Urbanized Area. The existing Curative Connections service area is based on an approximately 30 minute drive time (one-way) from client pick-up to drop-off. The current service boundaries include the majority of the urbanized area, but there are notable exceptions,



including all of the Village of Suamico, most of the Towns of Scott and Lawrence, and Village of Hobart, and significant portions of the City of De Pere, Village of Howard, and Town of Ledgeview. Additionally, the eastern bay shore areas of the Towns of Scott and Green Bay are also outside of the service area. As population growth and development continues to grow the urbanized area, absent any growth in the Curative Connections service area, the gap between the urbanized area and service area will continue to grow.

Figure 2-2

Curative Connections Transportation Service Areas Brown County, Wisconsin

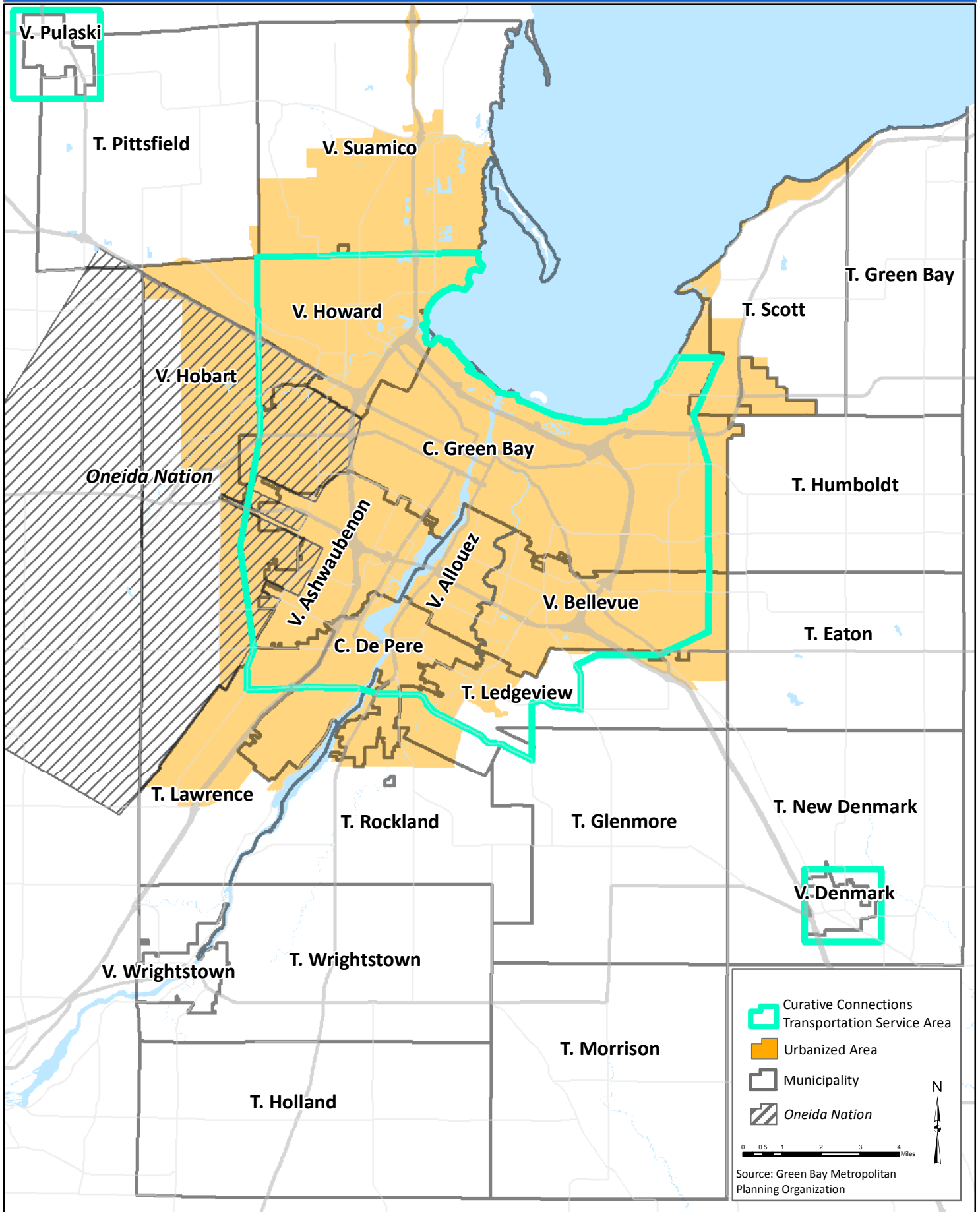
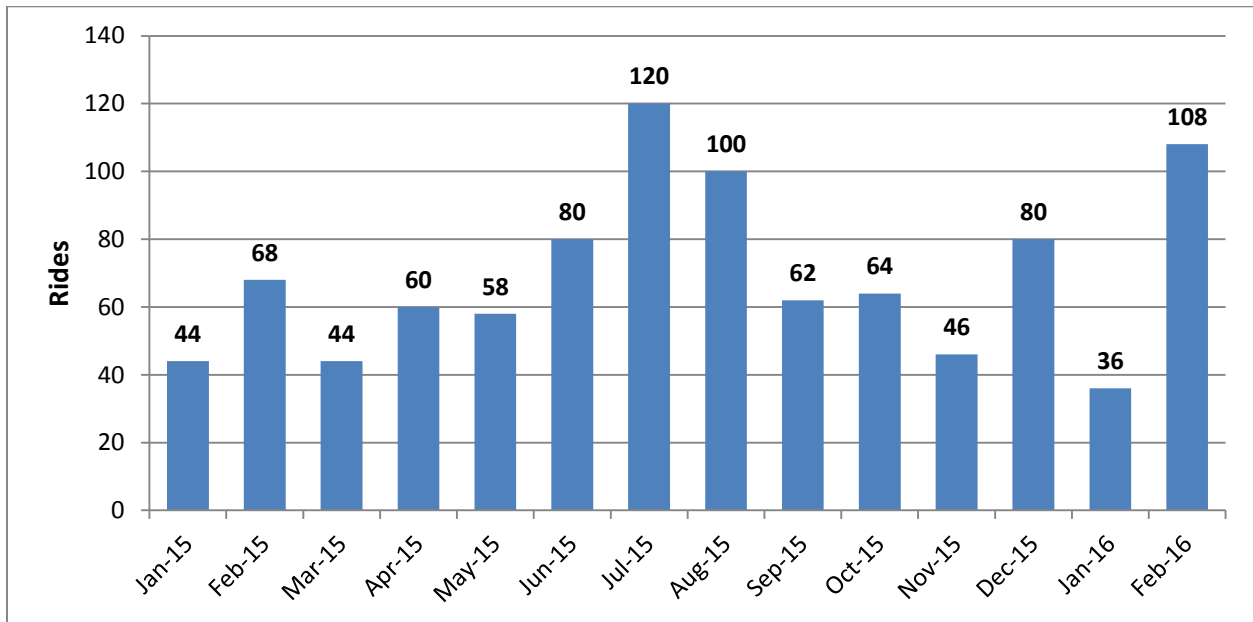


Figure 2-3: Combined Pulaski and Denmark Red Cross/Curative Connections Rides January 2015-February 2016



Source: Brown County ADRC, April 2016

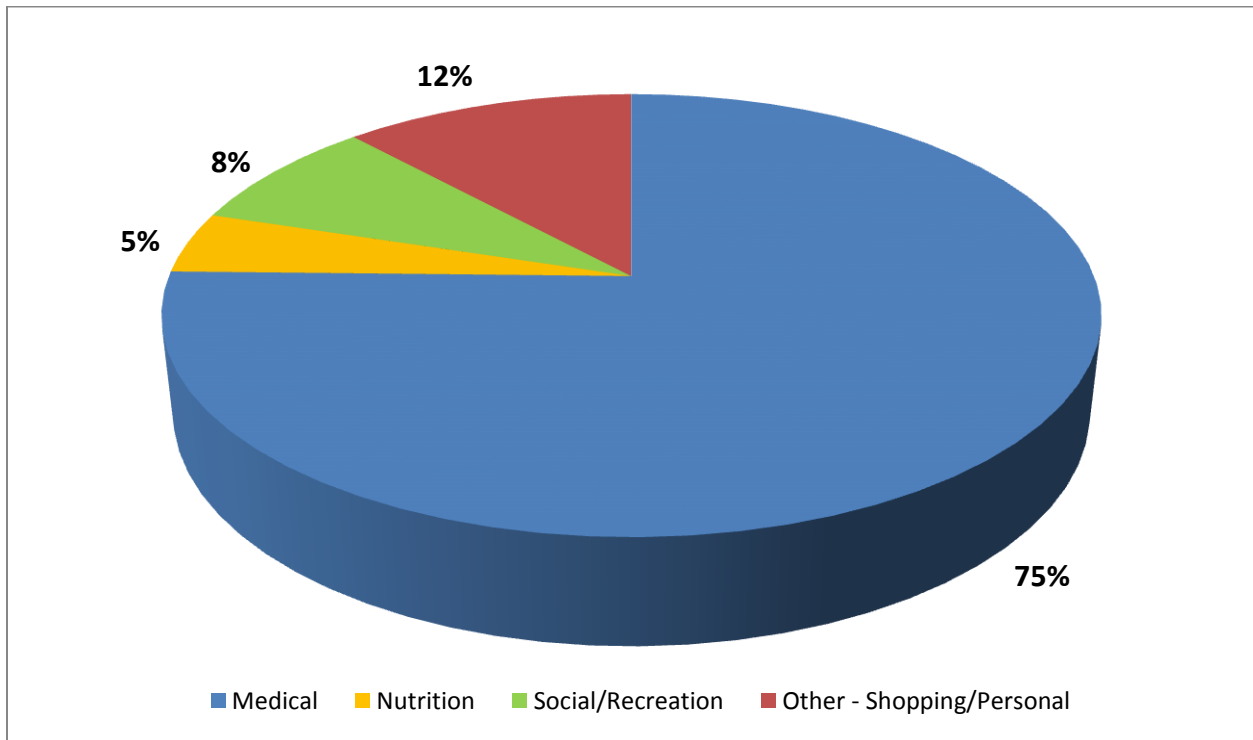
In terms of the rural Pulaski and Denmark service areas, Figure 2-3 identifies the number of combined rides by month from January 2015 through February 2016. As is evident in the chart, demand for rides tends to peak during summer with generally lower demand during the winter months. However, it is important to note that demand for rides in February 2016 was the second highest month during the period of analysis, and 58.8 percent higher than February 2015. This may be a result of a spike in health-related issues (influenza, cold, cough, etc.) during this time period.

Rural Driver Escort Program

The Brown County ADRC sponsors a limited number of volunteer drivers to transport seniors over 60 years of age and persons with disabilities from the rural parts of Brown County when clients have no other transportation options. The volunteer drivers are currently typically reimbursed based on mileage. The client must be able to travel in a regular vehicle and not require assistance getting in and out of the vehicle. The client is asked to provide a small donation based on mileage to offset some of the cost to the program. It is important to note that as of January 1, 2017, Curative Connections will be administering this program in order to create efficiencies between the Rural Driver Escort Program and other Curative Connections transportation programs.

According to ADRC records, the 2015 rural driver escort service program provided 580 one-way trips totaling 11,519 miles, or an average of 19.9 miles per one-way trip. The trips are categorized by purpose, including medical, nutrition, social/recreation, and other – shopping/personal. As is depicted in Figure 2-4, medical trips accounted for 75% of all the trips, followed by other-shopping/personal trips (12%), social/ recreation trips (8%), and nutrition trips (5%). Additional categories including employment, education, and day care did not register any trips.

Figure 2-4: 2015 Rural Driver Escort Program Trip Purpose Percentages



Source: Brown County ADRC, 2015

Wisconsin Non-Emergency Medical Transportation (NEMT)

Non-emergency medical transportation is available through a private contractor (MTM) as a “last resort” for persons to visit their Medicaid or BadgerCare Plus health care provider throughout Brown County, including the rural areas, when all other options for medical transportation are exhausted. The cost for the ride is paid with state and federal funds. Rides may take place Monday through Friday 7 a.m. to 6 p.m., but must be scheduled at least two business days in advance. Based upon the client’s particular needs, the NEMT contractor may offer alternative transportation options including:

- Mileage reimbursement
- Bus fare
- Ambulatory vehicles (sedan, van, or taxi)
- Vehicles capable of securing a wheelchair or stretcher.

Oneida Transit

According to the 2013 Coordinated Public Transit – Human Services Transportation Plan for Brown County, Wisconsin, Oneida Transit is a demand-response program that primarily serves the area of the Oneida Tribe of Indians of Wisconsin Reservation. However, Oneida Transit will transport passengers to medical and other appointments outside of the reservation boundaries as needed.⁷

⁷ 2013 Coordinated Public Transit – Human Services Transportation Plan for Brown County, Wisconsin. Brown County Planning Commission/MPO, November 2013, p. 20.

Salvation Army

The Salvation Army provides very limited transportation services for seniors and persons with disabilities through the use of small buses and volunteer drivers.

Disabled American Veterans (DAV)

The Disabled American Veterans (DAV) provides transportation to American veterans traveling to various Veterans Administration clinics in the region. Transportation services through the DAV are supported by volunteer drivers.

Private Transportation Providers

There are a number of private, for-profit operators that provide specialized transportation service in Brown County for medical, dental, and social appointments. Specific types of providers include private vans (such as operated by Lamers), taxis, and Internet-based on-call car service Uber. All operate on a demand/response mode of operation and their ability to address the specific needs of each client will vary depending upon the type of vehicle utilized by the provider. Private transportation service options are available throughout the county; however, as these services do not receive outside funding to offset the direct cost to the client, they tend to have much higher out of pocket cost to the client.

Rural Specialized Transportation Issues

Providing specialized transportation services to the rural portions of Brown County has over the years proven to have its own, unique set of issues for service providers and clients alike. As part of the process to develop this study, Brown County Planning Commission staff met with a number of rural specialized transportation stakeholders familiar with the issues facing their clients. Additionally, committee members surveyed users of rural specialized transportation services to determine their thoughts as well. The following section summarizes the primary issues identified by the stakeholders and rural specialized transportation users.

- Program Eligibility – Stakeholders acknowledged that many clients and caregivers have a difficult time determining the appropriate transportation provider(s) and details regarding pick-up/drop-off, vehicle type, and other issues germane to their specific situation. Stakeholders specifically mentioned having a person available to assist their clients with identifying the specific transportation option(s) that would best match their situation.
- Availability – The availability of non-private rural specialized transportation is limited simply due to the areas able to be currently served by Curative Connections and limited availability of volunteer drivers for the rural driver escort program. This has resulted in persons continuing to drive when they simply should not, using various social networks (friends, neighbors, relatives), not making necessary trips, or finding some other means of transport outside of rural specialized transportation services. Continuing to utilize social network support becomes especially problematic when dealing with ongoing appointments for such issues as regular dialysis or cancer treatments, which can quickly exhaust those resources. Last minute rides for

sickness, imprecise pick-up/ drop-off times, availability of wheelchair accessible vans, and lack of night and weekend options were also identified as major availability issues.

Curative Connections analyzed the number of times clients were turned down for service during the period of March 28, 2016 through June 13, 2016. Out of a total of 8,000 rides, there were a total of 196 rides that were declined, consisting of 137 medical trips, 13 nutrition trips, 41 social trips, and 5 employment trips; however, 43 of these trips were accommodated by offering alternative times, resulting in a turn-down rate of only 1.9 percent. Of the 37 clients that called the same day for a trip, 25 trips were accommodated.

- **Cost** – Many stakeholders and clients identified cost as a major issue. Of particular concern were the very local trips of no more than a few blocks for such travel as a trip from a home to a grocery store. Utilizing Curative Connections, this trip costs the same six dollars for a round trip as does a trip from a home in Denmark to a clinic in Green Bay. Clients have a difficult time justifying this cost, particularly if the very local trips occur more than a few times a month. However, Curative Connections analyzed the average cost per trip based on program expenses (including paid and volunteer drivers) and number of rides provided between July 1, 2015 and April 30, 2016. It is important to note that based on the analysis, the actual cost to provide the trips by Curative Connections is an average of \$14.47 per ride. Although private providers are available, if the trip is not for qualified non-emergency medical transport (NEMT), the cost to utilize a private provider is typically very high. For instance a ride via the Internet-based car service Uber from the Village of Denmark to Bellin Hospital in Green Bay is estimated to cost between \$30 to \$61 depending on the type of vehicle; however, wheelchair accessible vans are not yet available within the Green Bay market.⁸
- **Geography** – Serving the rural parts of Brown County with transportation services outside of the urban area can be problematic due to the large area this encompasses. Issues specific to rural areas that make providing transportation options difficult include a relative lack of population density to drive demand, long ride times, and weather-related problems such as unplowed, long driveways. Transportation service clients generally identified a demand for either very local rides within their community (Denmark, Pulaski, Wrightstown, New Franken, etc.) for groceries and social visits and in some instances local clinics or to Green Bay for more substantive medical appointments.

Rural Specialized Transportation Demand Analysis and Mapping

Specialized transportation clients may or may not have ready access to certain specialized transportation options based upon their geographic location within Brown County. For instance, clients living within the Green Bay urbanized area may have access to Green Bay Metro reduced-fare fixed route bus service, Green Bay Metro Paratransit, and/or Curative Connections transportation service, among others; while, clients living outside of these areas may depend on family, neighbors, private

⁸ Uber Green Bay website: <https://www.uber.com/fare-estimate/>. Accessed 7/12/2016.

transportation providers, faith-based institutions, or the rural driver escort program for transportation services, which may not provide the necessary level of service or may be cost prohibitive for clients.

In order to determine locations of potential demand for additional specialized transportation services in the rural parts of Brown County, the addresses of current participants in Brown County ADRC prevention, nutrition, and information/assistance (I&A) programs and Curative Connections transportation service clients were address matched (geocoded) and then generalized utilizing Brown County's Geographic Information System (GIS) Spatial Analyst extension. Spatial Analyst processes the client addresses' geographic location and number of records to create "heat" maps illustrating the relative density of clients throughout Brown County.

Figure 2-5 depicts the relative densities of addresses of clients that utilized the Curative Connections transportation service from July 1, 2015 through March 11, 2016, ranging from one client (green) through 56 clients (red) and varying shades in between. As would be expected, the vast majority of the client addresses are located within the current service area of the program, including the Green Bay urbanized area, Denmark, and Pulaski, with very limited usage outside of these areas.

As depicted in Figure 2-6, the highest densities of clients utilizing the prevention, nutrition, and information and assistance (I&A) programs of the Brown County ADRC register as red, with lower densities ranging from shades of orange to shades of green. The Green Bay urbanized area has the highest concentrations (as evidenced by the many shades of reds and oranges), while lesser, but still significant densities reside in the Suamico, Pulaski, Wrightstown, and Denmark areas. Within the more rural areas of Brown County, additional areas of relatively higher density of prevention, nutrition, and I&A clients include Oneida, northern Hobart, western Lawrence, and the Greenleaf, Champion, and Dyckesville areas.

Figure 2-5

Generalized Curative Connections Ridership

Brown County, Wisconsin

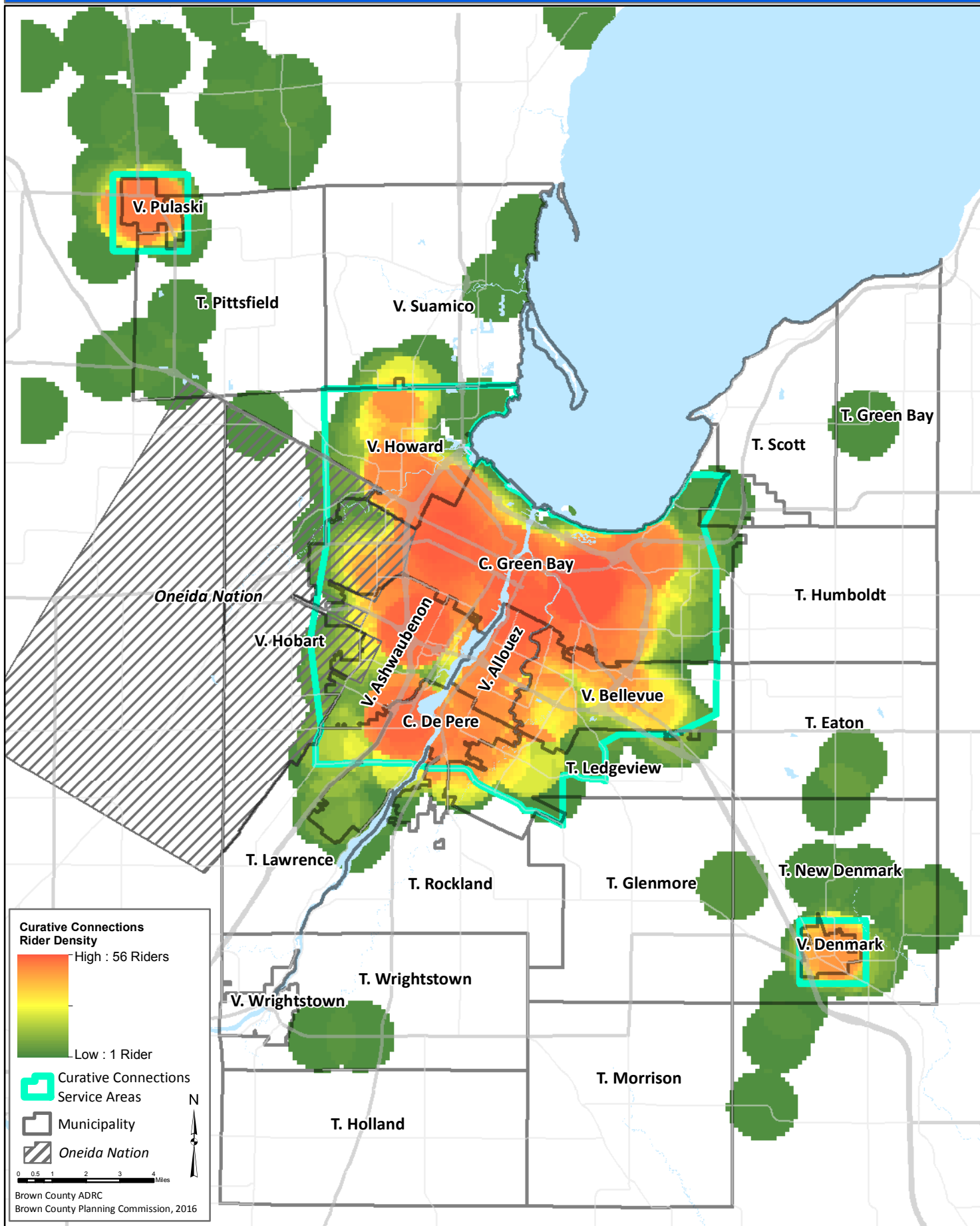
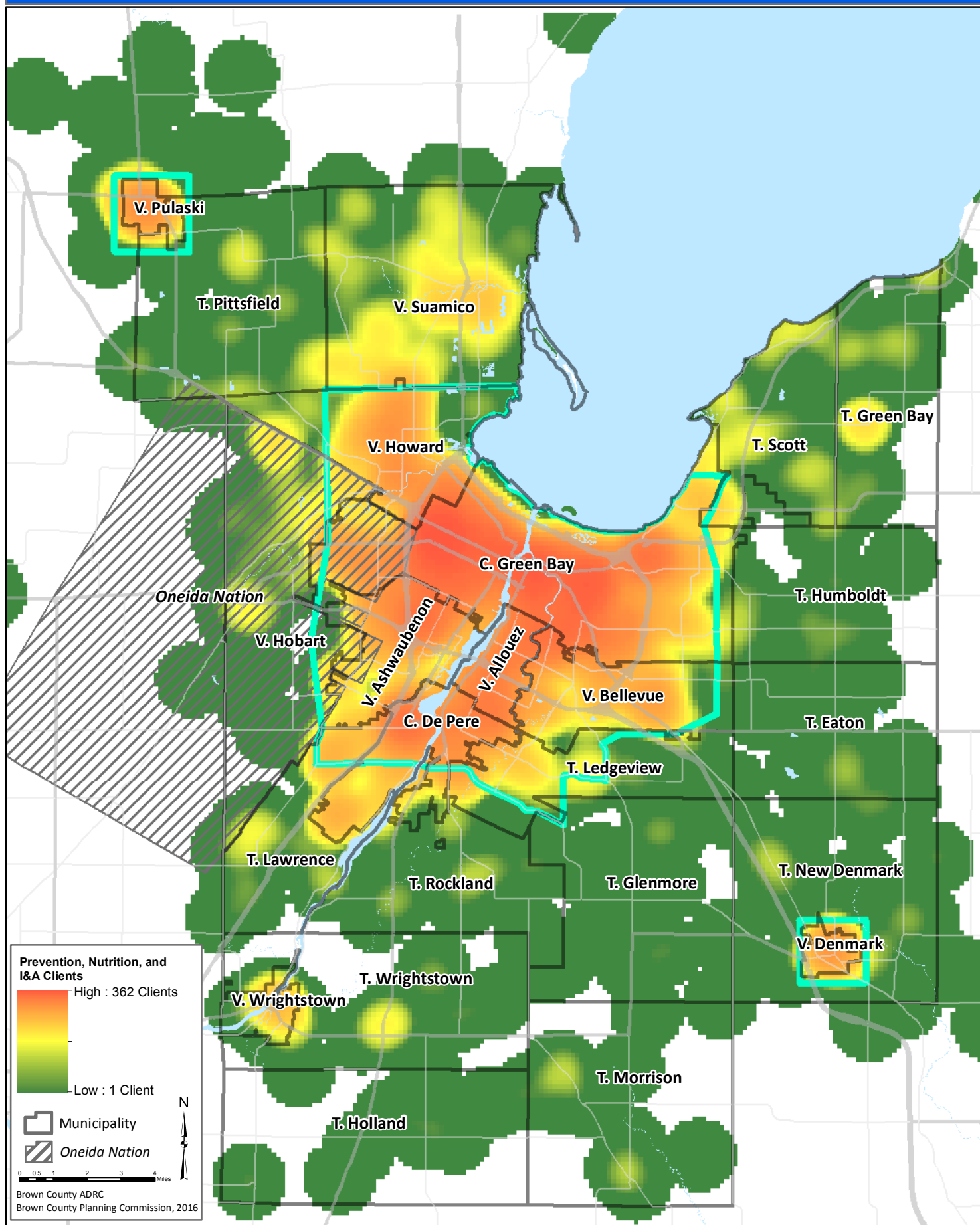


Figure 2-6

Brown County ADRC Prevention, Nutrition, I&A Clients

Brown County, Wisconsin



Section Three

Analysis of Data and Recommendations

Analysis of Data

Planning for rural specialized transportation services needs to take into account multiple factors, including the demographic trends summarized in Section One and current specialized transportation options and potential client demand identified in Section Two. The following section of the study will summarize the findings of the first two sections and synthesize them into a set of recommendations to efficiently and economically extend specialized transportation options to more rural portions of Brown County.

As discussed in Section Two, eligible residents within the core of the Green Bay Urbanized Area are well served through multiple specialized transportation options including:

- Green Bay Metro Reduced Fare
- Green Bay Metro ADA Paratransit Service
- Curative Connections
- Non-Emergency Medical Transportation (MTM)
- Various non-profit or specific group providers
- Private providers (Lamers, taxi, Uber, etc.)

The availability of Green Bay Metro Reduced Fare rides and Green Bay Metro ADA Paratransit Service provides an excellent option for persons requiring specialized transportation within Green Bay Metro's service area, including the three-quarter mile service area. However, this service does not cover all of the City of Green Bay, or all the participating communities of Allouez, Ashwaubenon, Bellevue, and De Pere due to distance, time, and/or municipal budget constraints.

Additionally, the urbanized area, as an indicator of potential clients, includes all or large parts of the communities of Hobart, Howard, Lawrence, Ledgeview, Rockland, Scott, and Suamico, but these communities do not currently participate in Green Bay Metro and therefore do not have access to either Green Bay Metro Reduced Fare service or Green Bay Metro ADA Paratransit Service. This creates additional demand on Curative Connections transportation service and the volunteer rural driver escort service discussed in Section Two.

As was depicted in Figure 2-5, Curative Connections provides many trips to clients within a larger portion of the urbanized area than Green Bay Metro, including all or large portions of the communities of Allouez, Ashwaubenon, Bellevue, De Pere, Howard, and Ledgeview. Residents within certain areas of the communities of Hobart and Lawrence and all of the rural villages of Denmark and Pulaski are also within the Curative Connections Service Area.

Although these areas are served by Green Bay Metro and/or Curative Connections, there are large portions of the urbanized area and rural areas with significant populations that are not currently served by either primary specialized transportation provider, as was previously identified in Figure 2-2. Persons

needing specialized transportation options in these areas are therefore reliant upon their social network (family, friends, neighbors, etc.), rural driver escort service, non-emergency medical transportation (MTM), various non-profit or specific group providers, or private transportation providers, as applicable. All of these options have significant limitations for the clients in terms of long-term sustainability, cost, eligibility, and availability. An expansion of specialized transportation service through Curative Connections would provide a stable, economical, long-term option to these areas, and potentially free up resources for the rural driver escort program to serve additional rural clients.

Recommendations

The following section includes both programmatic recommendations that deal with administrative processes and geographic/ service area recommendations to potentially expand the efficient reach of specialized transportation options into the rural portions of Brown County. The recommendations as proposed may require additional detailed cost/benefit analysis or by transportation providers and/or ADRC staff to identify the finer details necessary to potentially implement these recommendations.

Programmatic Recommendations

During the stakeholder interviews and committee meetings, there was much discussion centered on making sure seniors and persons with disabilities know their options for transportation and the procedures / contacts required to obtain specialized transportation services. Many committee members and stakeholders noted a need to have a single point of contact to assist seniors and persons with disabilities in determining which transportation services will provide the most efficient, cost-effective option for each specific case.

According to the Wisconsin Department of Transportation website, “Mobility management is an innovative approach for managing and delivering coordinated transportation services to customers, including older adults, people with disabilities, and individuals with lower incomes. Mobility management focuses on meeting individual customer needs through a wide range of transportation options and service providers. It also focuses on coordinating these services and providers in an effort to achieve a more efficient transportation service delivery system⁹.”

A key component to mobility management is having a mobility manager position designated to serve as a lead for coordination efforts, service outreach, identifying financial and other resources, and building partnerships among local municipalities, service providers, governmental agencies, and customers. Considering the number of different funding sources, service providers, and projected increase in numbers of persons utilizing specialized transportation, having a mobility manager to coordinate these efforts would likely lead to long-term efficiencies and improved service to both urban and rural areas.

In addition to a mobility manager position to coordinate operations and create efficiencies in the delivery of specialized transportation, creating a travel trainer position focused on customer service would directly fill a need identified by stakeholders and the committee. The number of transportation options, eligibility criteria, and service areas can be overwhelming to many people. A travel trainer

⁹ WisDOT website <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/mobility.aspx>. Accessed 7/12/2016

would be able to directly assist people with identifying the most appropriate and cost-effective specialized transportation option for their specific situation.

Geographic/Service Area Recommendations

Based upon the analysis of the urbanized area compared to the current Curative Connections service area, Brown County ADRC Prevention, Nutrition and Information/ Assistance client locations, and area demographics, there are certain areas of Brown County that may be considered as priority areas for Curative Connections transportation service expansion. These areas have adequate densities of population, and based upon age demographics, to potentially serve a significant number of people with minimal expansion of demand/response service. Specific areas of priority for demand/response service within the urbanized area include:

- Southern parts of the City of De Pere (east and west sides),
- Southern part of the Village of Suamico
- Northern and Central Village of Hobart and Oneida
- Southwestern part of the Town of Scott

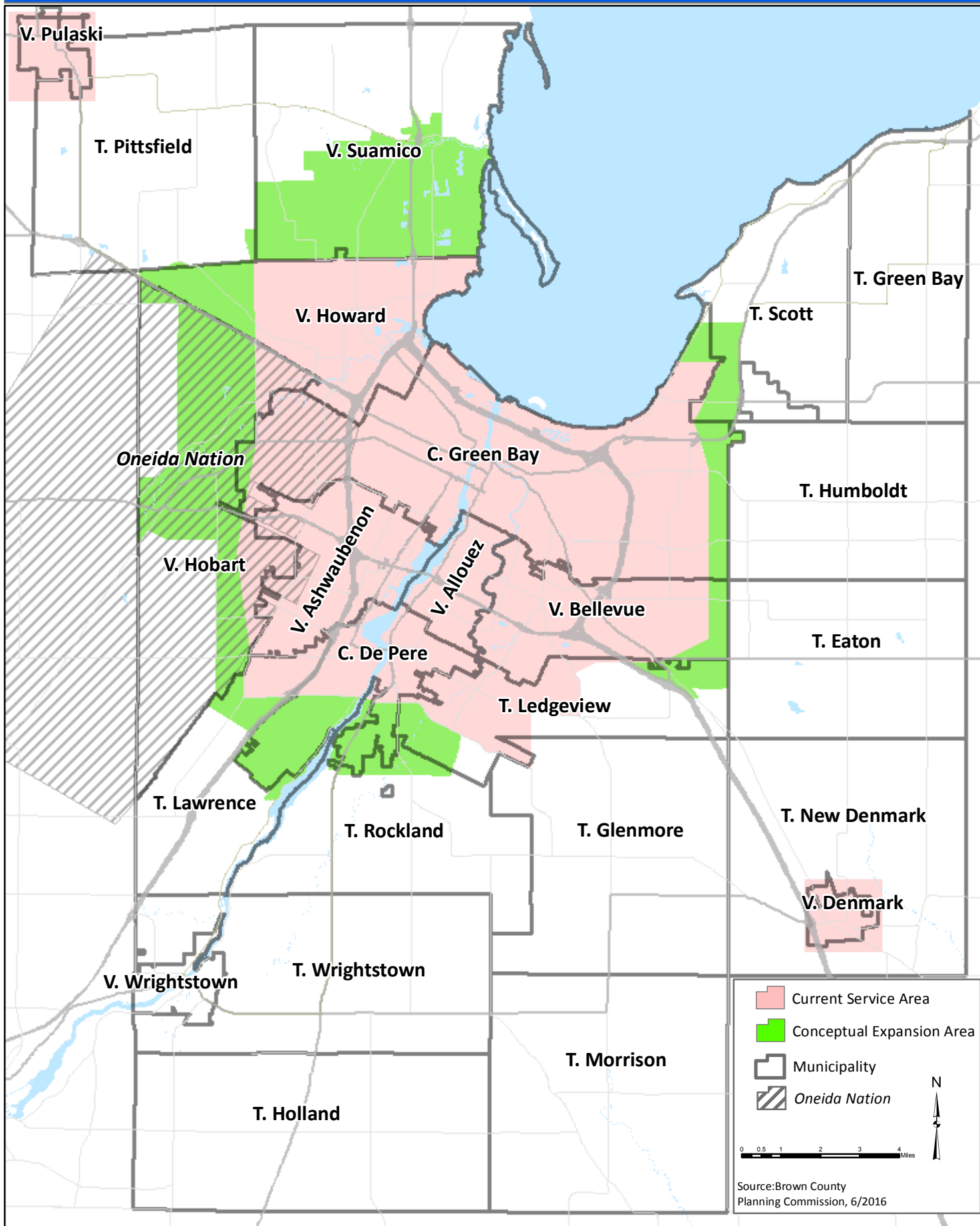
Due to the narrow urbanized area and distance along the eastern bay shore to Dyckesville, providing demand/response service to this area would not likely be cost effective. The potential expanded service areas are identified in Figure 3-1.

It is important to note that the current Curative Connections boundary is based generally upon a 30 minute drive time. The proposed expansion may stretch the 30 minute drive time and cost to provide demand/response service. Considering the increasing numbers of primary care clinics, larger outpatient day clinics, grocery stores, and other potential stops outside of downtown Green Bay, trips for clients outside the current service area to these locations could actually take less time than traveling to downtown Green Bay. Additionally, to attempt to reduce at least the initial time spent driving to clients who are located further outside of the existing service area; Curative Connections may want to consider storing a few vehicles in more dispersed locations, such as in Suamico and De Pere. In addition to reducing the initial drive time, it may prove to be effective in recruiting volunteers from these communities since they will be starting close to home. It is however recognized that there may be a cost associated with this, and it may reduce efficiencies in terms of vehicle maintenance. Curative Connections may want to consider a slightly higher fee to clients that live further outside of the service area to help offset the likely higher costs to provide this service. Storing vehicles at dispersed locations and increasing the rider fee based upon distance traveled are options that Curative Connections may want to evaluate to determine if these options would be cost-effective over the long-term.

Figure 3-1

Conceptual Curative Connections Expansion Area

Brown County, Wisconsin



As identified in the age demographic component of this study, there are a number of areas in very rural Brown County that have an older population, have utilized ADRC prevention/nutrition/information/assistance, and could therefore potentially utilize a Curative Connections transportation option if one would be available. Specific areas that were identified in the analysis that are not currently served by Curative Connections and outside of the urbanized area included:

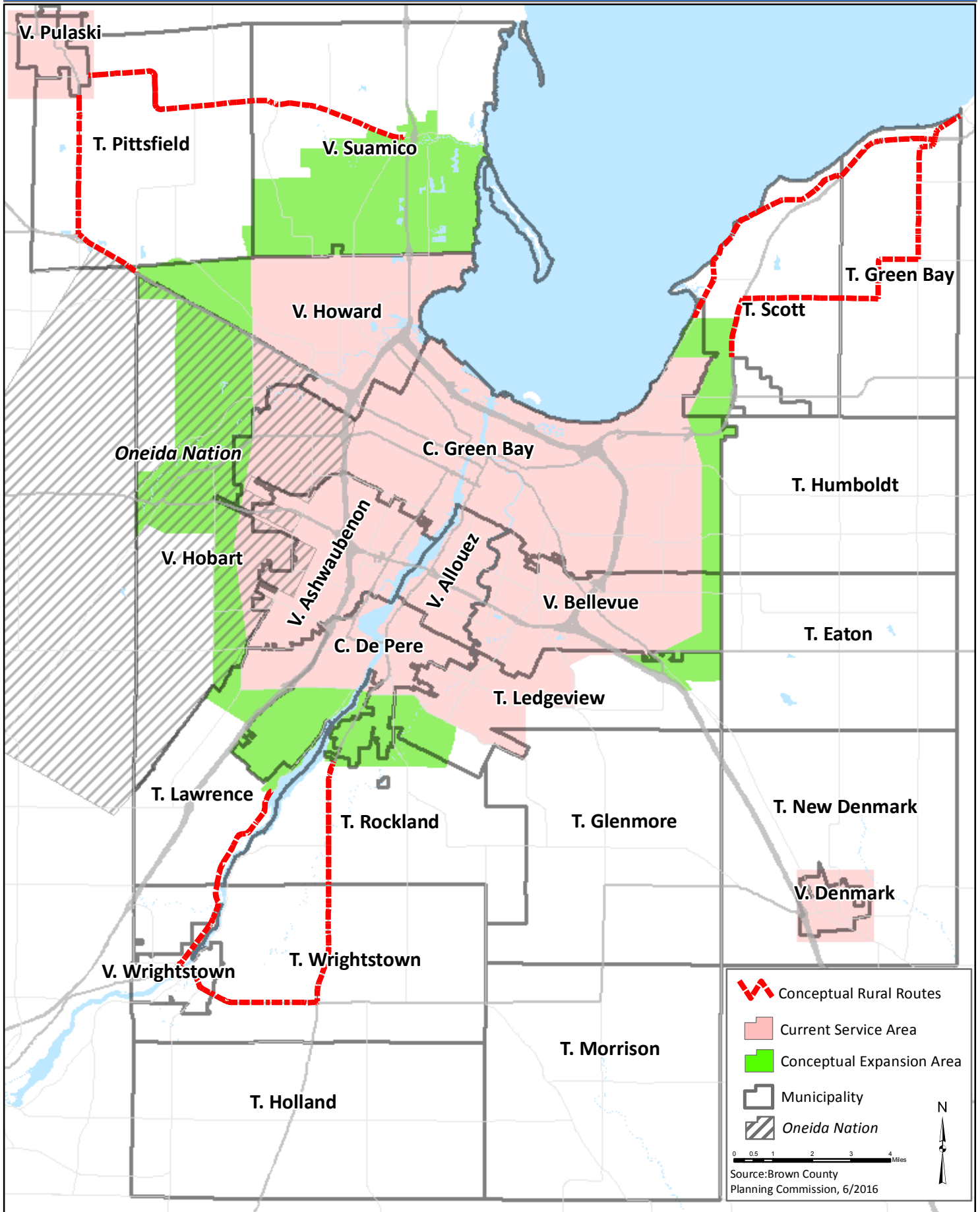
- Northern Suamico and Pittsfield
- Wrightstown and Greenleaf
- Eastern Bay Shore and Dyckesville

Due to the relative lack of population density, distance to the urbanized area, or narrow service area (such as along the Eastern Bay Shore and Dyckesville), these areas could not likely be efficiently served through a demand-response service; although, based on the analysis of ADRC clients, age demographics, and stakeholder interviews, there is a potential desire for rural specialized transportation service to this area. In order to maximize the potential usage, a service similar to that Curative Connections provides to the Village of Denmark may be the most cost-effective. However, rather than sending a vehicle out directly to these areas on a demand-response service, Curative Connections may want to consider creating a set route for a vehicle to run during certain days of the week. In this manner, clients could potentially schedule appointments further into the future based upon the vehicle route and the days of the week it is running. For instance, a van could travel the east side bay shore to Dyckesville and back twice a week on Mondays and Wednesdays, which could help clients in setting future appointments. The route may include a service area of a certain distance, similar to the Green Bay Metro paratransit service area. If Curative Connections specialized transportation service can be extended to the previously identified areas, it may provide opportunities for the rural driver escort service program to then reallocate its limited resources to better serve the very rural southern and eastern parts of Brown County, and any areas not within the “routed” Curative Connections service area. Figure 3-2 depicts the potential extended service area and conceptual routes to serve the identified areas.

Figure 3-2

Conceptual Expansion Area and Rural Routes

Brown County, Wisconsin



Resources

With any potential expansion of services, finding the resources (capital, human, vehicle) necessary to provide the desired service to adequate levels is paramount. Although not a comprehensive list, the following section will identify a few programs that could be utilized to help make an expansion of rural specialized transportation services possible in Brown County.

Section 5310 – Enhanced Mobility of Seniors and Individuals with Disabilities Program

According to the Wisconsin Department of Transportation¹⁰, the Section 5310 program utilizes federal and state funds for capital and operating projects that improve the mobility of seniors and individuals with disabilities. Eligible applicants for Section 5310 funding include private non-profit organizations and governmental entities. Eligible projects include:

- Purchase of human services vehicles
- Operating budgets
- Mobility management
- Non-vehicle capital

The 5310 program funds are split among urbanized areas (including the Green Bay urbanized area) and a statewide pool of funds. Since the proposed routes are primarily located outside of the urbanized area and are intended to provide specialized transportation options for rural residents, should 5310 funding be pursued, the statewide pool of funds would likely be the best fit, and not impact currently planned 5310 funded programs within the urbanized area.

Section 5311 – Federal Formula Grant Program for Rural Areas

According to the Wisconsin Department of Transportation¹¹, the Section 5311 program supports capital and operating expenses for public transportation services (typically bus or shared-ride taxi systems) that are scheduled for, and operated in, non-urbanized areas. The portions of the conceptual specialized transportation routes outside of the urbanized area serving rural portions of Brown County could potentially fit under this definition. Close coordination with WisDOT regarding any potential applications for funding under this program would need to occur before applying for these funds.

Local Government Support

Although many local governments face very tight budgets, the reality is that many urban and rural communities in Brown Counties are experiencing an increase in the percentage of persons who could benefit from increased access to specialized transportation options for medical, employment, social or other specific purposes. Any funding from the urbanized local units of government that could be placed toward supporting Curative Connections services within their communities would help to meet this growing need from their citizens. Furthermore, some level of base funding from the rural communities would also potentially provide greater access to economical specialized transportation options for their

¹⁰ WisDOT website: <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/enhanced-mob.aspx>. Accessed 7/11/2016

¹¹ WisDOT website: <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/fed-rural.aspx>. Accessed 7/11/2016

residents as well through support of the conceptual routes or rural driver escort program. Local governmental support can be used as a local match to leverage additional federal and/or state funding. Even if a local unit of government simply cannot provide funding, there may be opportunities to partner and serve as a storage point for Curative Connections vehicles to provide service to that area.

Volunteer Drivers

Recruiting adequate numbers of volunteer drivers for Curative Connections and the rural driver escort service program continues to be problematic. By partnering with local units of government to potentially base vehicles at their village halls, police stations, or fire stations, it provides a visible recruiting tool to potential volunteers. Volunteering may also be more attractive if the volunteers know they will be transporting their friends and neighbors from their community to and from areas with which they are already familiar. Local places of worship and fraternal organizations would also serve as good places to recruit potential volunteers.

Conclusion

As noted in the introduction to this study, Brown County continues to grow. Its urban area continues to expand and stores, clinics, religious institutions, and other destinations become increasingly spread out while at the same time, Brown County's population is aging. Figure 1-8 demonstrated between 2010 and 2040, the percentage of Brown County's population that is 60 years or older is projected to increase from 16.6 percent to 26.1 percent. Studies have documented that even as people age, they typically continue to desire to remain in their homes and neighborhoods with which they are familiar. However, one of the primary issues elderly persons and persons with disabilities face while living in their homes is access to transportation for medical, social, nutrition, and other purposes when they cannot, or choose not to, drive.

The options for specialized transportation are limited based upon various eligibility criteria such as home address, level of ability, and availability. For instance, Green Bay Metro may only provide service on its fixed bus routes to municipalities that financially support Green Bay Metro, while its paratransit provider may only provide service to clients located within three-quarters of a mile of an existing fixed route. Curative Connections provides service to a much larger area, but as identified in Figure 2-2, it does not cover the entirety of the urbanized area. The rural driver escort service program provides rides with volunteer drivers to the rest of the county, but is limited based upon volunteer availability. Non-Emergency Medical Transportation is available, but only to eligible clients for transport to Medicaid or BadgerCare Plus health care provider appointments. Private specialized transportation providers, taxi services, and web-based car service Uber also may provide transport, but are typically much more expensive for the client.

The identified expansion of the Curative Connections service area to the urbanized area boundaries, distributed placement of a few Curative Connections vehicles to facilitate the service area expansion, creation of fixed routes to the identified high demand rural areas, and targeted volunteer recruitment for both Curative Connections and the rural driver escort program as discussed in Section Three is

intended to provide a framework for implementation. Additionally, creation of mobility manager and travel trainer positions would help to focus implementation of the recommendations in a coordinated, efficient, and cost-effective manner. Implementation of the recommendations should occur in phases as funding and on-the-ground details are developed.