

JAC Transit Development and Coordinated Human Services Plan

February 4, 2026



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SECTION 1: INTRODUCTION AND BACKGROUND

Introduction

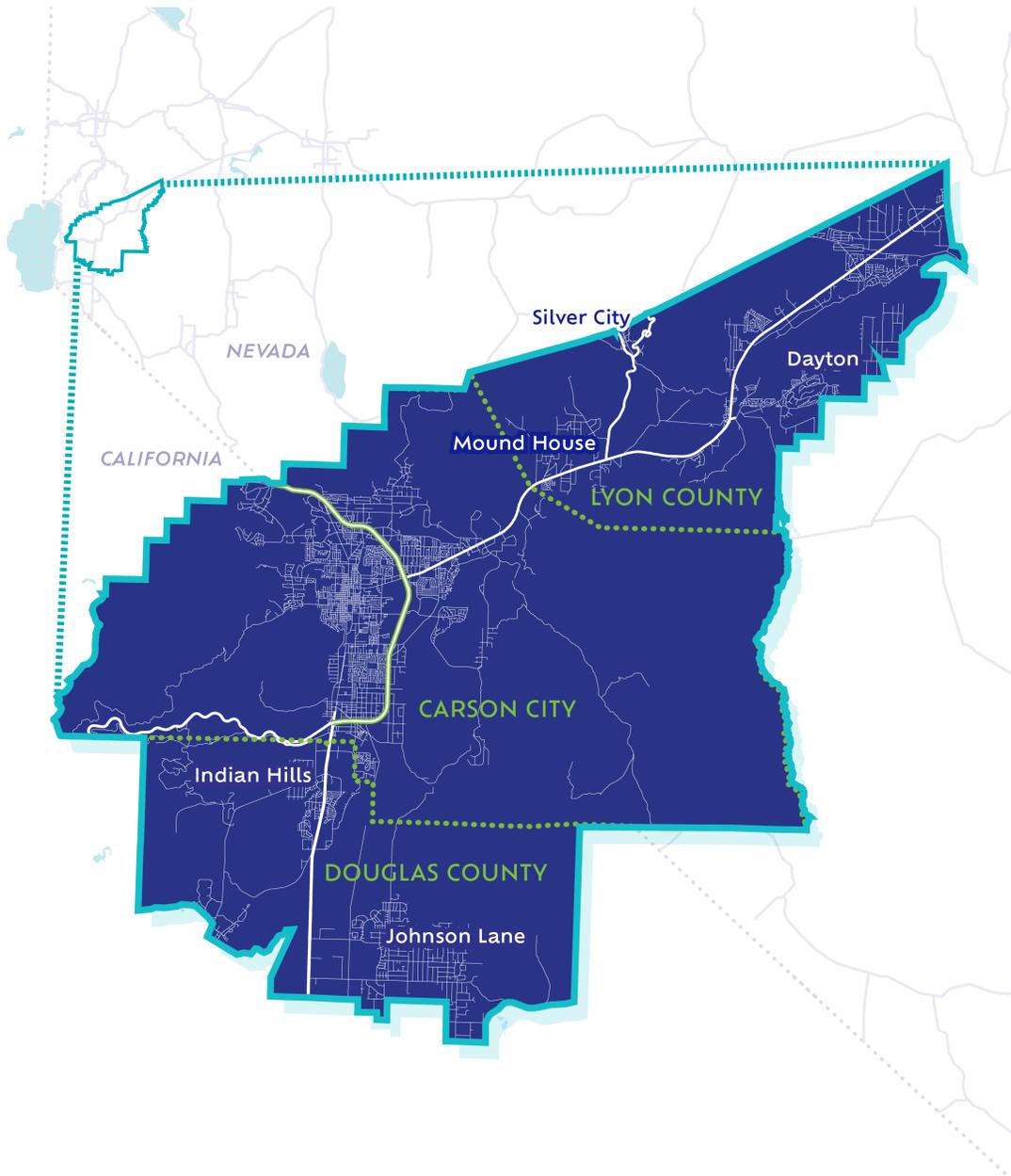
This document represents both the Jump around Carson (JAC) Transit Development and Coordinated Human Services Plan. Each plan has its own set of required elements as defined by the Federal Transit Administration (FTA), though some are common to both. While there are many similar themes and contexts, each of these plans serve different purposes, and thus have unique strategies and actions for making progress toward goals and recommendations. However, both plans share the overall goal of providing effective, efficient, and sustainable public transportation options for community residents and visitors in the CAMPO region.

Carson Area Metropolitan Planning Organization

CAMPO is the federally recognized Metropolitan Planning Organization (MPO) responsible for transportation planning in the Carson City urbanized area. CAMPO was formed on February 26, 2003, after the Carson City urbanized area surpassed the MPO population threshold of 50,000 based on the 2000 Decennial Census. CAMPO is governed by a seven-member board consisting of five members of the Carson City Regional Transportation Commission (RTC), one member representing Douglas County, and one member representing Lyon County. A representative from the Nevada Department of Transportation (NDOT) sits on the board serving as an ex officio, non-voting member.

The metropolitan planning area (MPA) boundary encompasses nearly all of Carson City (except for the area within the Tahoe Basin, which is included in the Tahoe MPA) and portions of northern Douglas County, including Indian Hills and Johnson Lane, and western Lyon County, including Mound House, Silver City, and Dayton, as shown in Figure 1.

Figure 1. Metropolitan Planning Area



The Carson City RTC oversees the administration of the JAC transit service, and as such, the five members also serve as transit representatives on the CAMPO Board. CAMPO is housed within the Carson City Public Works Department, whose employees provide the staffing for the CAMPO operations. The Transportation Manager is the Public Works Division Manager and serves as the CAMPO agency director responsible for administering all CAMPO activities. Day-to-day operations of JAC are overseen by the Transit Coordinator, who is responsible for applying and administering FTA funds and is the primary contact person for duties related to CAMPO's role as the FTA Designated Recipient and Grantee.

Jump Around Carson

The Carson City RTC operates JAC, a public bus service featuring four fixed routes which operates entirely within Carson City, as well as JAC Assist, an Americans with Disabilities Act (ADA) paratransit service. JAC Assist provides curb-to-curb transportation for eligible people with disabilities who cannot use the fixed route bus service. JAC Assist operates during the same days and hours as the fixed route system, with an origin and destination within $\frac{3}{4}$ mile of any fixed route. As a matter of local policy, extended paratransit service is provided for an additional $\frac{1}{4}$ -mile (total of 1 mile from any fixed route). JAC has been operating in Carson City since October 2005.

CAMPO staff works closely with JAC to increase mobility for all users, enabling independent mobility and expanding mobility options beyond single-occupancy vehicles. Additionally, CAMPO facilitates and advocates for regional transit options between Reno, Douglas County, Lyon County, and the Tahoe Basin. An example of improving regional transit options and reducing vehicle use include the creation of mobility centers near CAMPO boundaries, where vehicles can park to ride transit, carpool, or ride-share.

Existing Planning Documents

The development of this plan recognizes the local, regional, and national context in which it exists. Plans referenced during the development of this plan included:

- CAMPO 2050 Regional Transportation Plan (2026)
- JAC Transit Development and Coordinated Human Services Plan (2019)
- FY2023, 2024 and FY2025 JAC Monitoring Reports
- Title VI Program for Jump Around Carson Federal Fiscal Year 2026-2028 (2025)
- Envision Carson City Master Plan (2025)
- 2024 ADA Transition Plan for Carson City's Pedestrian Facilities in the Public Right-of-Way
- Carson City Safe Routes to School Action Plan (2025)
- JAC Transit Asset Management Plan for Federal Fiscal Year 2023 – 2026
- CAMPO Zero-Emissions Transition Plan (2024)
- Carson City JAC Transfer Center Study (2023)

SECTION 2. EXISTING CONDITIONS

The region's urban center, Carson City, is surrounded by public lands and scenic desert valleys, offering recreational access and a growing multimodal trail system. This balance of urban and rural character creates both unique opportunities and challenges in planning a connected and coordinated transportation system that meets the needs of all residents, including older adults, people with disabilities, veterans, and low-income households in the CAMPO region, and a public transit system that can be supported in more densely populated areas in Carson City.

Demographics

Demographic trends help to anticipate and plan for the future. For coordinated human services planning, the CAMPO region is used. For short term transit planning, the JAC service boundary is used, though regional travel needs are considered as part of the process. Population size and population density are associated with transit efficiency and effectiveness because more people translates to more trips across all modes of travel, and higher density supports transit services that can meet the needs of many people at the same time. The more dispersed that people and destinations are, the more expensive it is to operate at service levels that are viewed as a viable alternative to other modes. Where people live and want to travel plays a crucial role in the ability of public transit to conveniently and safely meet demand within available funding constraints.

Population growth in the CAMPO region is projected to slow over the next 25 years, with Douglas County projected to lose population, according to the Nevada Department of Taxation. The total population of the CAMPO MPA is anticipated to reach approximately 97,000 people by 2050. Changes at the county and state levels are highlighted below.

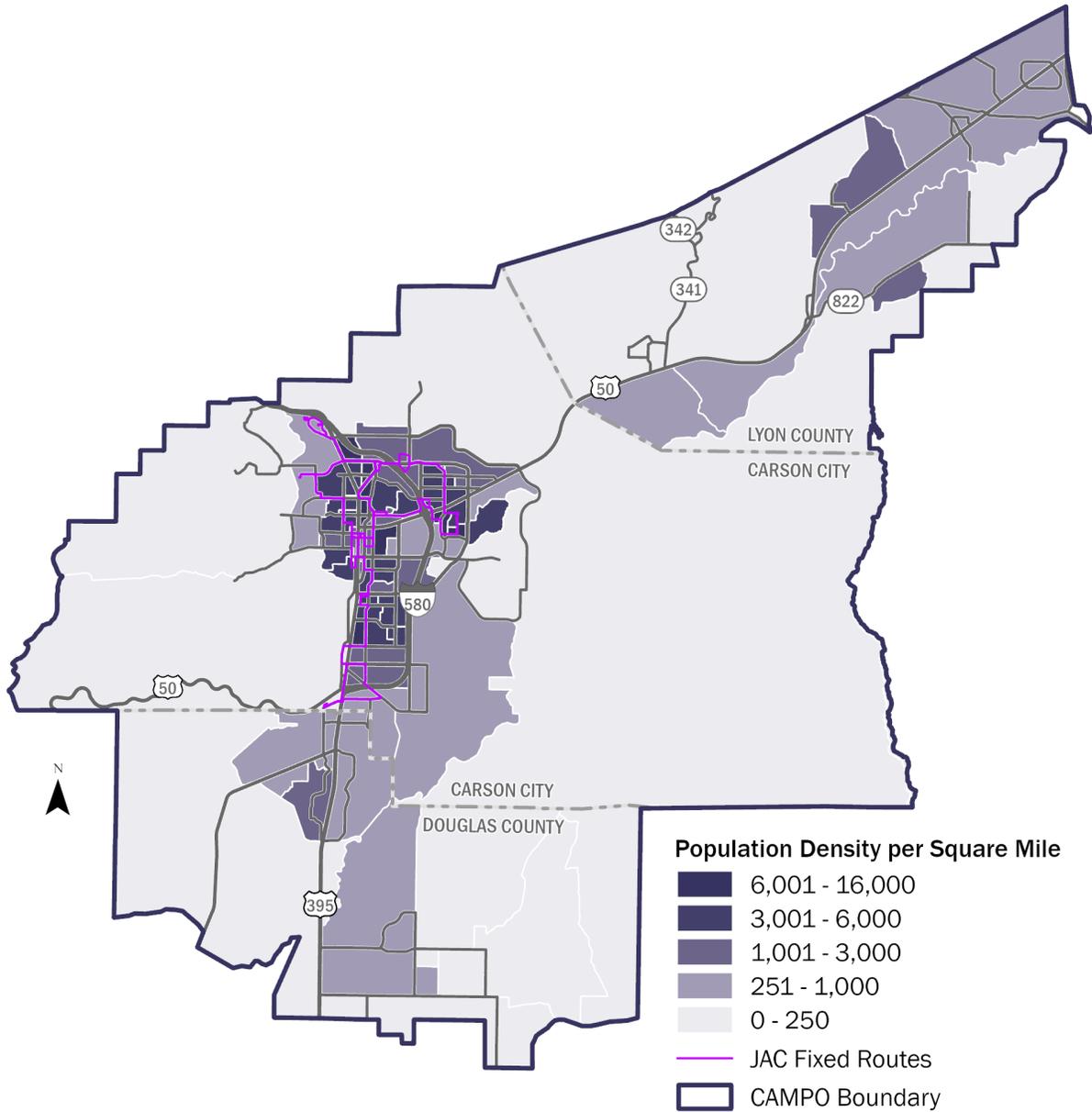
Table 1 shows the changes at the county and state levels. Figure 2 shows the population density distribution by US Census Tract in 2023.

Table 1. Historic and Projected Populations

	Historic					Current	Projected	
	1980	1990	2000	2010	2020	2025	2035	2044
Carson City	32,022	40,443	52,457	55,274	58,639	60,829	64,068	64,275
Annual Change	--	2.40%	2.60%	0.50%	0.57%	0.36%	0.51%	0.03%
10-Year Change	--	26%	30%	5%	6%	4%	5%	0%
Douglas County	19,421	27,637	41,259	46,997	49,488	56,052	57,221	55,768
Annual Change	--	3.60%	4.10%	1.30%	0.50%	1.17%	0.20%	-0.26%
10-Year Change	--	42%	49%	14%	5%	13%	2%	-3%
Lyon County	13,594	20,001	34,501	51,980	59,235	66,358	74,504	77,099
Annual Change	--	3.90%	5.60%	4.20%	1.22%	1.07%	1.09%	0.34%
10-Year Change	--	47%	72%	51%	14%	12%	12%	3%
State of Nevada	800,493	1,201,833	1,998,257	2,700,551	3,104,614	3,326,902	3,569,882	3,699,249
Annual Change	--	4.10%	5.20%	3.10%	1.30%	0.67%	0.68%	0.35%
10-Year Change	--	50%	66%	35%	15%	7%	7%	4%

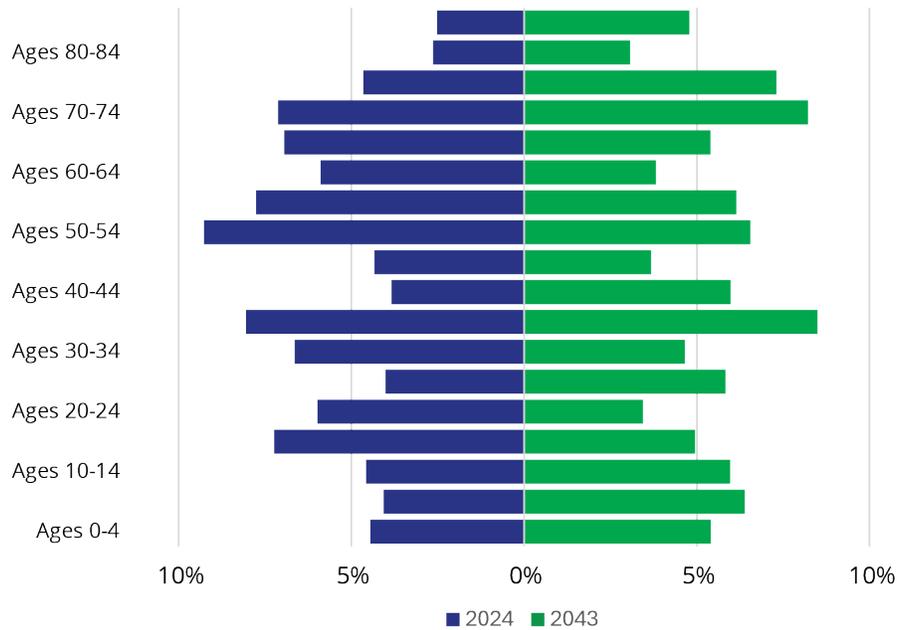
Source: US Census Bureau and ASRHO Estimates and Projections Summary, State of Nevada Demographer, 2025

Figure 2. Population Density



Between 2024 and 2043, the older adult population is expected to grow as a percentage of the total population in Carson City, Douglas County, and Lyon County, as shown in Figure 3 through Figure 5.¹ This has implications for future transportation needs such as a potential increase in the percentage of the transit-dependent population as older drivers become unable to or uncomfortable operating a personal vehicle. Additionally, there may be more demand for transportation to services such as health care and senior services.

Figure 3. Carson City Projected Population by Age



¹ Data is from the ASRHO Estimates and Projections Summary, State of Nevada Demographer, 2025

Figure 4. Douglas County Projected Population by Age

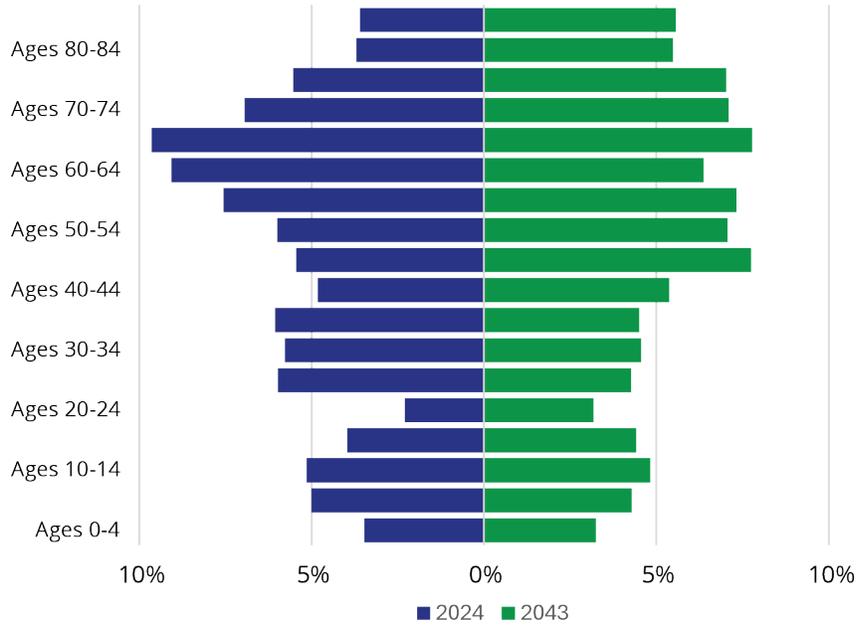
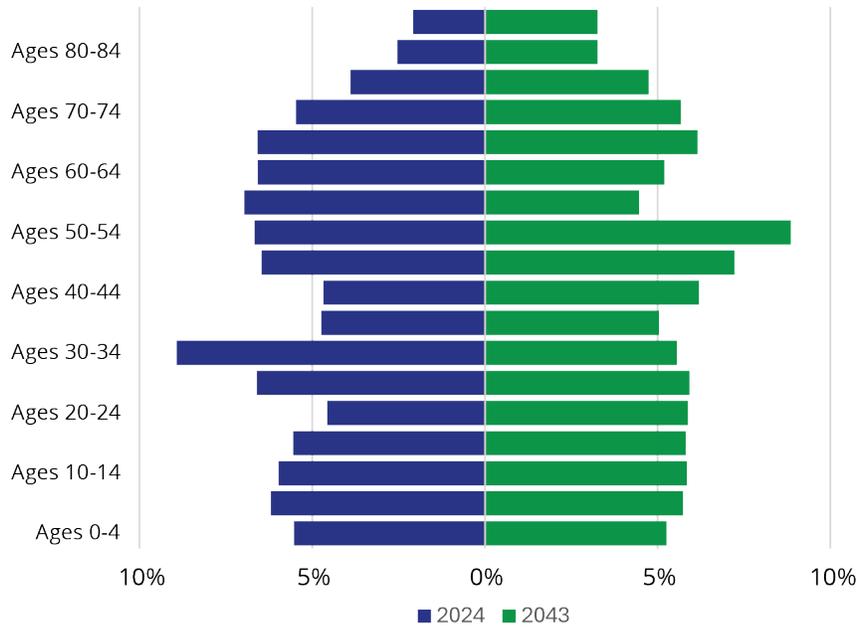


Figure 5. Lyon County Projected Population by Age



Transit Propensity

Transit propensity refers to the likelihood a person or group of people will use public transit. Demographic indicators of demand for transit include people who are low-income, older than 65, under 18, disabled, individuals who have limited English proficiency, and/or those who do not drive or don't have access to a car. These individuals are more likely than the general population to access transit services. Table 2 highlights changes in key demographic variables in Carson City since 2017.

Table 2. Carson City Demographic Trends

Indicator	2017	2023	Change	Percent Change
Population	54,219	58,364	4,145	8%
Employed Population	24,354	24,931	577	2%
Low-Income Households	7,698	6,183	-1,515	-20%
Youth (<18)	8,320	8,789	469	6%
Older Adults (65+)	10,499	12,128	1,629	16%
People with Disabilities	12,197	9,059	-3,138	-26%
Limited English Proficiency Households	1,075	523	-549	-51%
Renter-Occupied Households	9,830	8,704	-1,126	-11%
Zero-Vehicle Households	1,513	1,464	-49	-3%

Source: 2017: US Census American Community Survey 2017 5-Year Estimates. 2023: US Census American Community Survey 2023 5-Year Estimates

During this time, the population increased by 8% and employment by 2%. The number of people under 18 and over 65 has also grown. There are fewer low-income households, people with disabilities, people who rent, and households without a vehicle.

JAC staff provided maps to show the geographical distribution across the CAMPO region detailing density of low-income households, older adults over 60, people with disabilities, and zero car households by census tract. They are shown in Figure 6 through Figure 9. Figure 10 shows the resulting transit propensity by block group. The transit propensity score is the sum of the score of each indicator, which was ranked by quartile at the block group level, except for zero-car households, in which there were three categories for 0, 1, or 2 or more cars available. Higher scores indicate block groups who have higher densities of multiple populations or households than the average.

Figure 6. Density of Low-Income Households

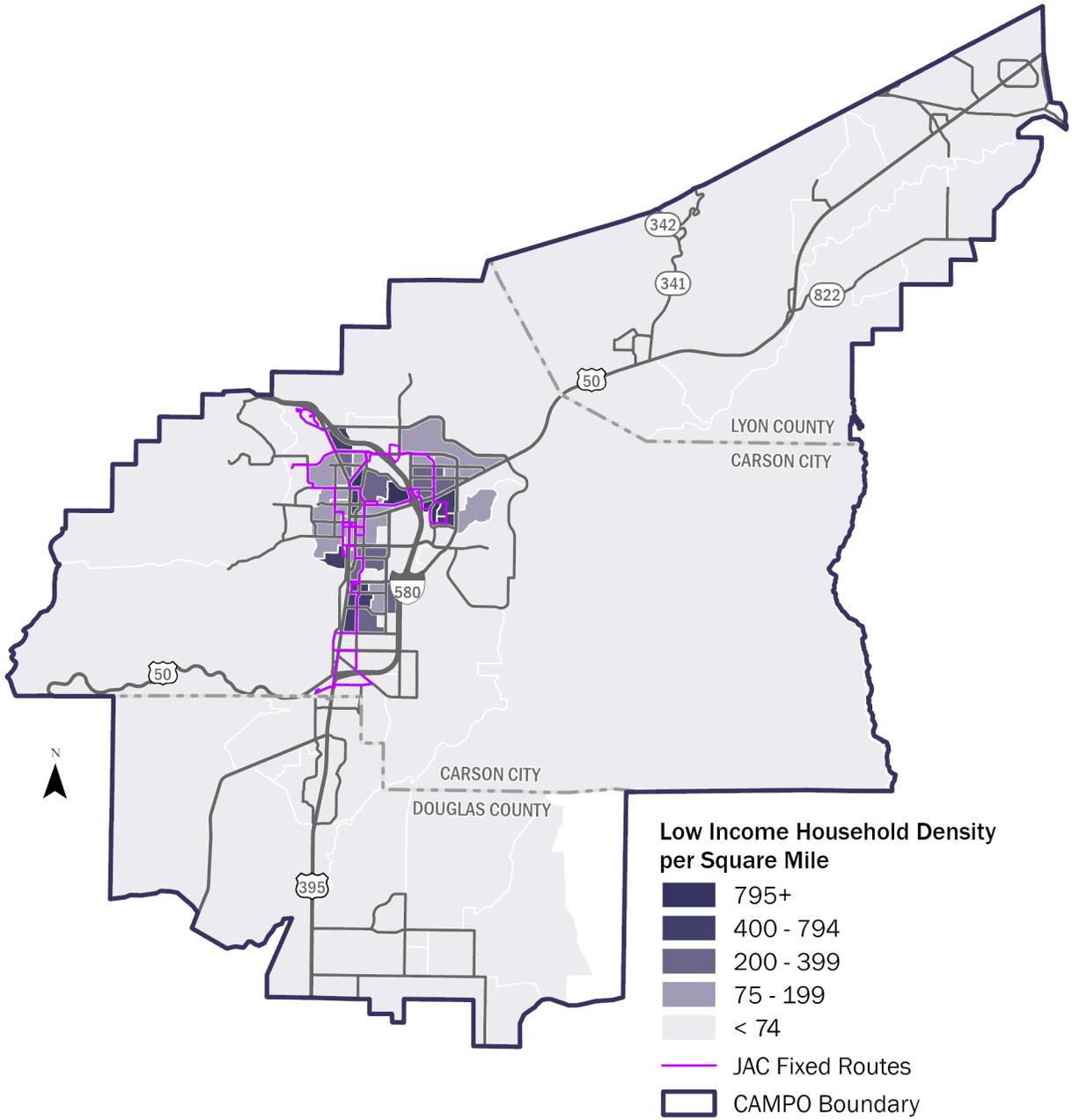


Figure 7. Population Density of People 60 and Older

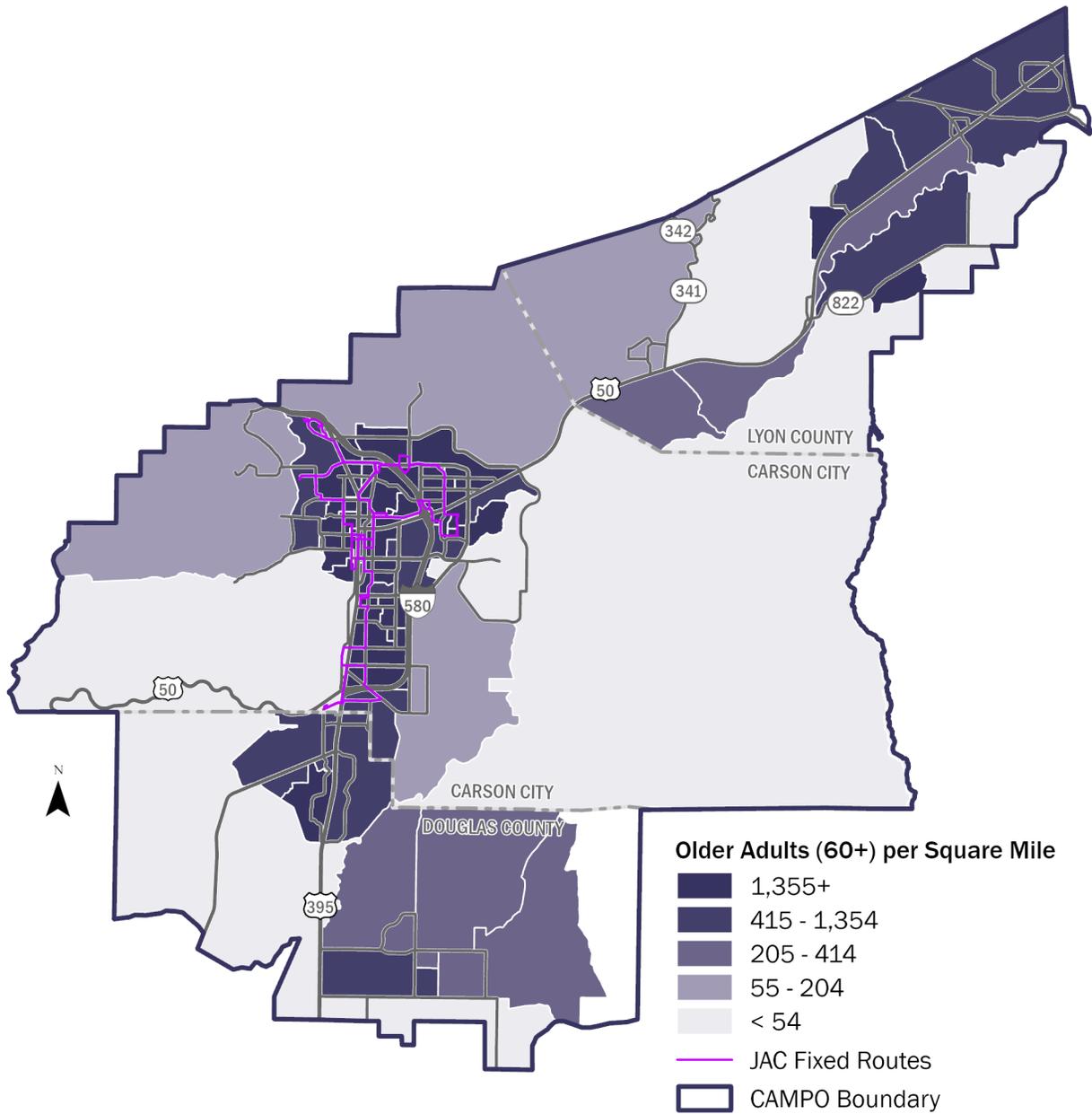


Figure 8. Population Density of People with Disabilities

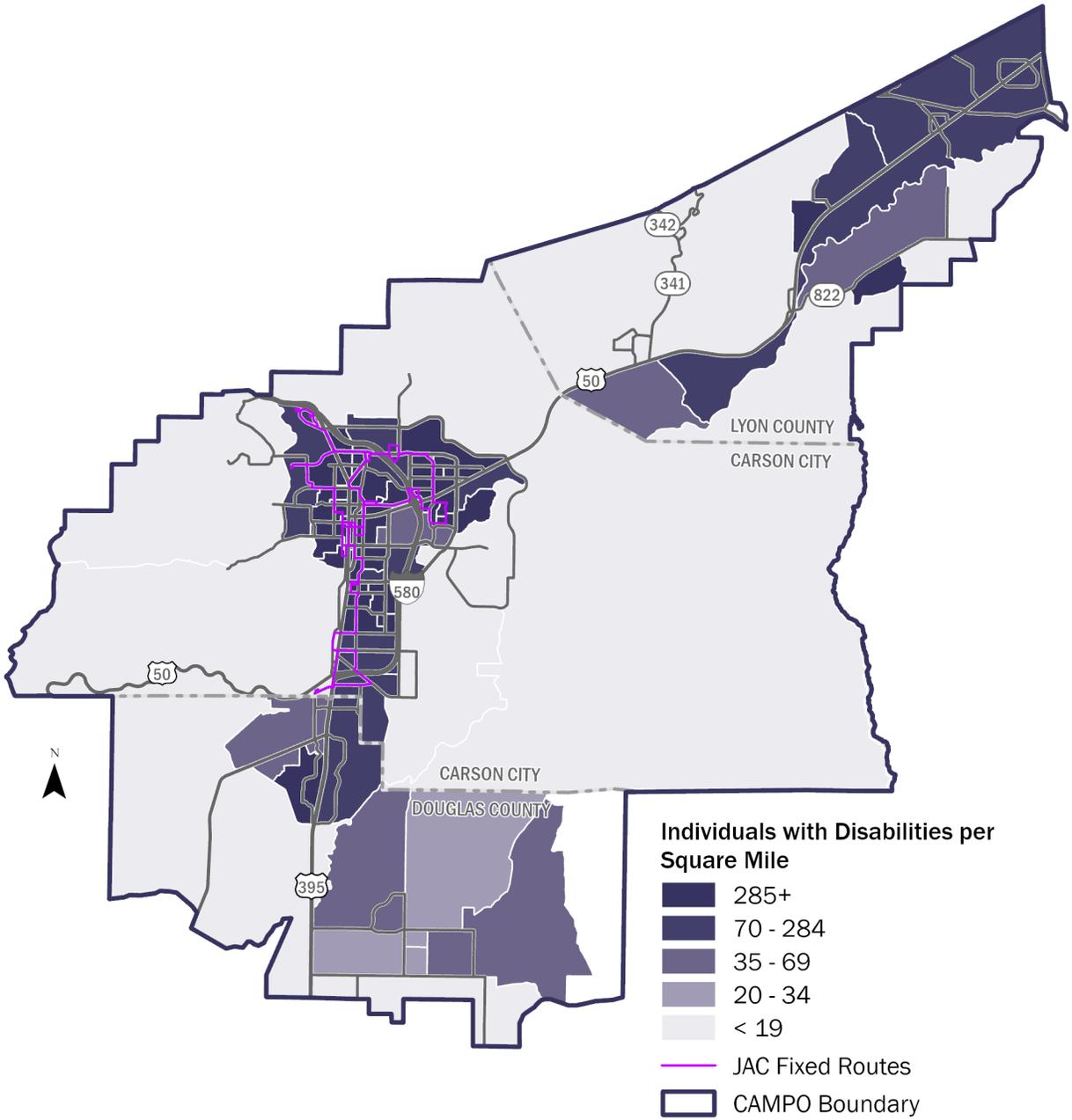


Figure 9. Density of Zero-Car Households

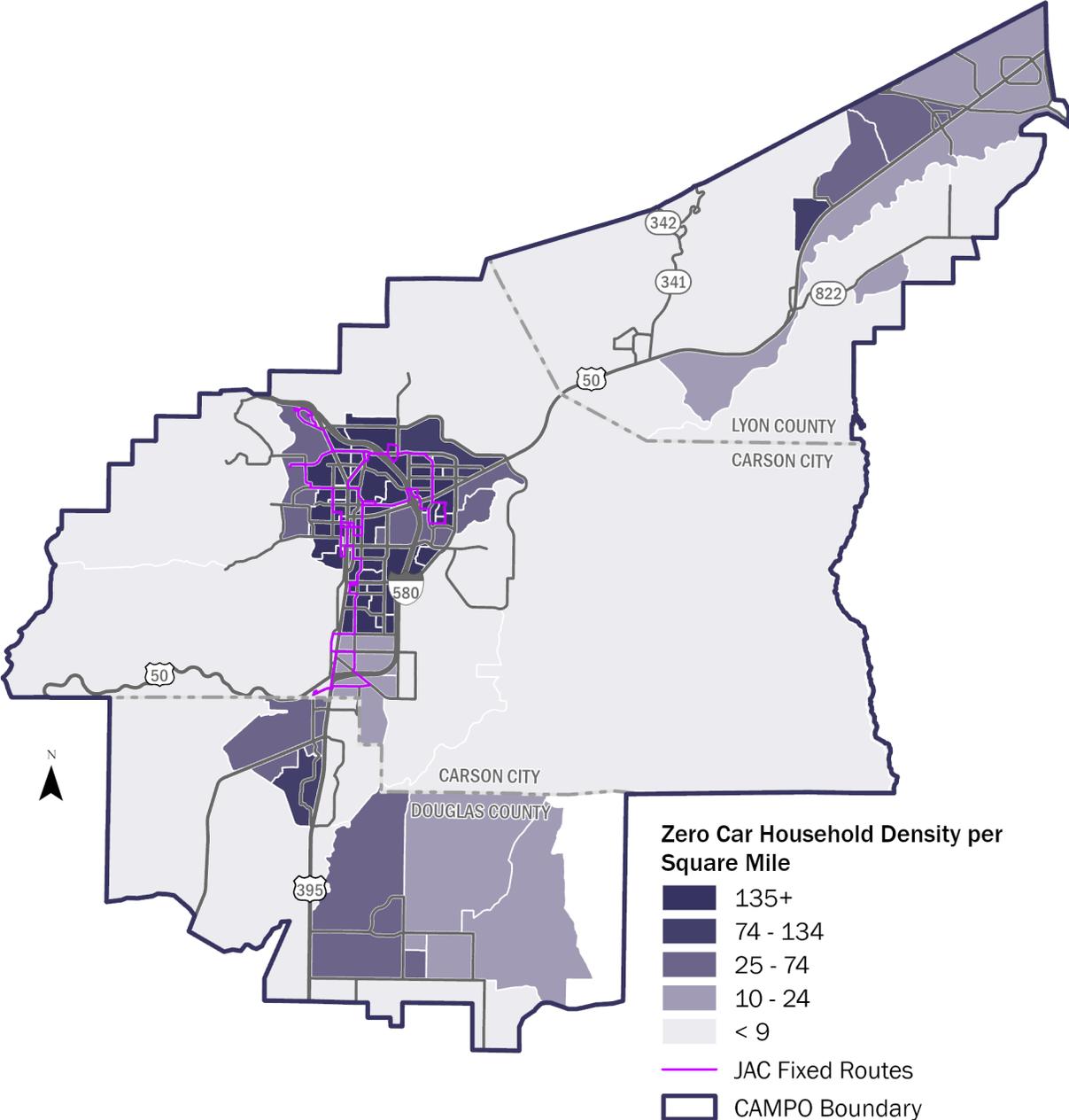
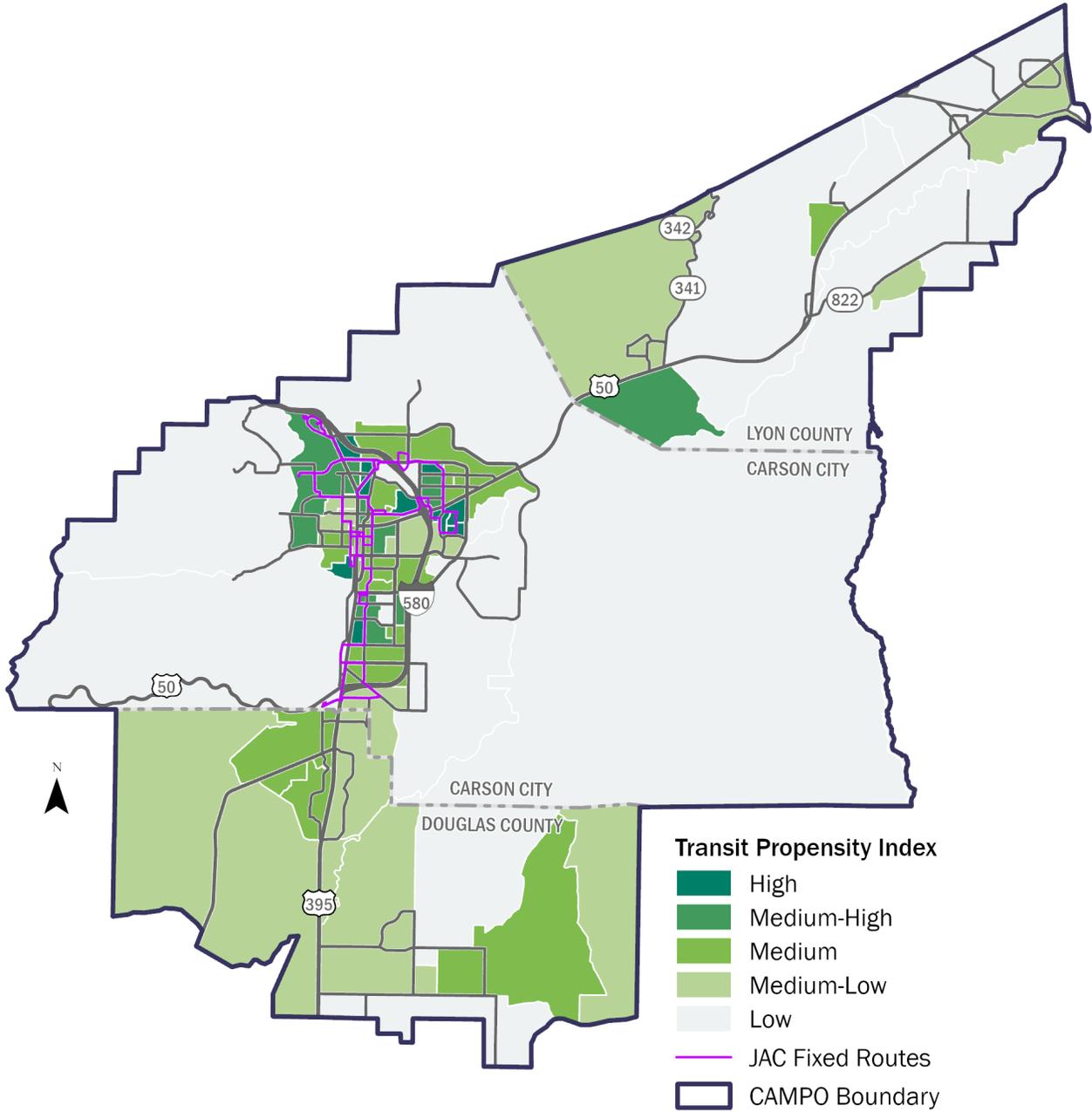


Figure 10. Transit Propensity Index



Employment

In the United States, commuting to or from work was a key driver in transit ridership before the COVID-19 pandemic. Although work trips are still an important source of ridership for agencies, national trends show that trips taken during non-peak times and weekends have grown. In Carson City, American Community Survey (ACS) Census 5-year estimates indicate commuting by public transportation makes up a very small percentage of commuters. The 2017 ACS 5-year estimates indicate that only 0.28% (68 individuals) of workers age 16 and over who commuted to work did so by public transportation. The 2023 ACS 5-year estimates show this percentage at 1.51% (402 individuals). Though still a relatively small percentage of the commuting population, this represents almost a sixfold increase in the number of individuals who commute by public transportation.

The size of the workforce and employment density can still be an indicator of latent demand for transit ridership or areas where future emphasis on service could increase ridership. In 2023, the largest industries in Carson City were public administration, health care and social assistance, and retail trade.²

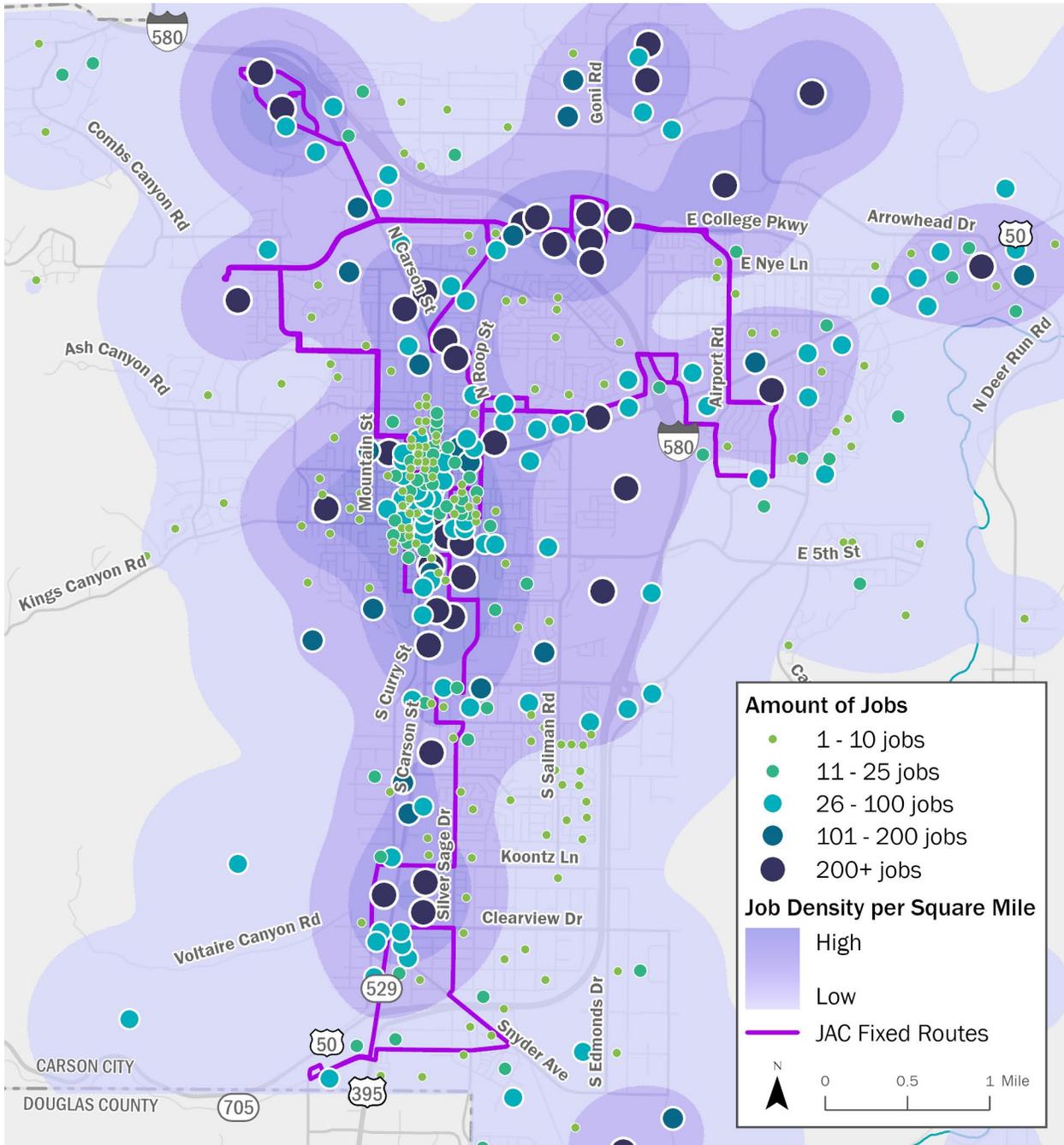
Table 3 lists employment status in the CAMPO area by census tract, and Figure 11 shows employment density across the JAC service area, based on Census Longitudinal Employer-Household Dynamics data.

² <https://datausa.io/profile/geo/carson-city-nv#occupations>

Table 3. CAMPO Employment Status 2023

Census Tract	Population in Labor Force	Population Employed	Population Unemployed	Unemployment Rate	Population Not in Labor Force
Carson City					
1	2,537	1,393	175	6.9%	969
2	3,499	1,917	234	6.7%	1,347
3	3,811	1,627	191	5.0%	1,993
4	3,188	1,549	0	0.0%	1,639
5.01	4,935	3,405	296	6.0%	1,234
5.02	2,403	1,175	24	1.0%	1,204
6.01	2,414	706	169	7.0%	1,539
6.02	2,151	1,398	112	5.2%	641
7.01	3,397	2,337	54	1.6%	1,006
7.02	2,846	1,713	159	5.6%	973
8	4,942	1,917	193	3.9%	2,832
9	4,632	2,575	269	5.8%	1,788
10.01	3,507	2,181	284	8.1%	1,042
10.02	3,844	2,572	88	2.3%	1,184
Subtotal	48,106	26,468	2,249	5.0%	19,390
Douglas County Within CAMPO					
19	1,464	572	108	7.4%	783
20	2,923	1,763	53	1.8%	1,108
21	1,804	1,003	45	2.5%	756
22	5,995	2,608	42	0.7%	3,345
Subtotal	12,186	5,946	248	3.1%	5,992
Lyon County Within CAMPO					
9603.1	1,439	873	69	4.8%	496
9603.3	4,317	2,456	384	8.9%	1,476
Subtotal	5,756	3,330	453	6.9%	1,973
CAMPO Region	66,048	35,744	2,950	5.0%	27,355
Source: US Census American Community Survey 2023 5-Year Estimates					

Figure 11. Employment Density



Urban Design

Land use development patterns have a direct relationship to the viability of public transit. Land use development is outside the control of transit agencies, which means agencies rely on sound regional and local policies to plan for a future that incentivizes the use of existing services and infrastructure. Higher densities of development improve the ability for transit to connect people to multiple trip purposes with the same resources, but road network connectivity, and distance between key destinations also plays a role in how much public transit can be provided within funding constraints.

With connected road networks and infrastructure that makes getting to bus stops feel safe and comfortable, more people can access service.

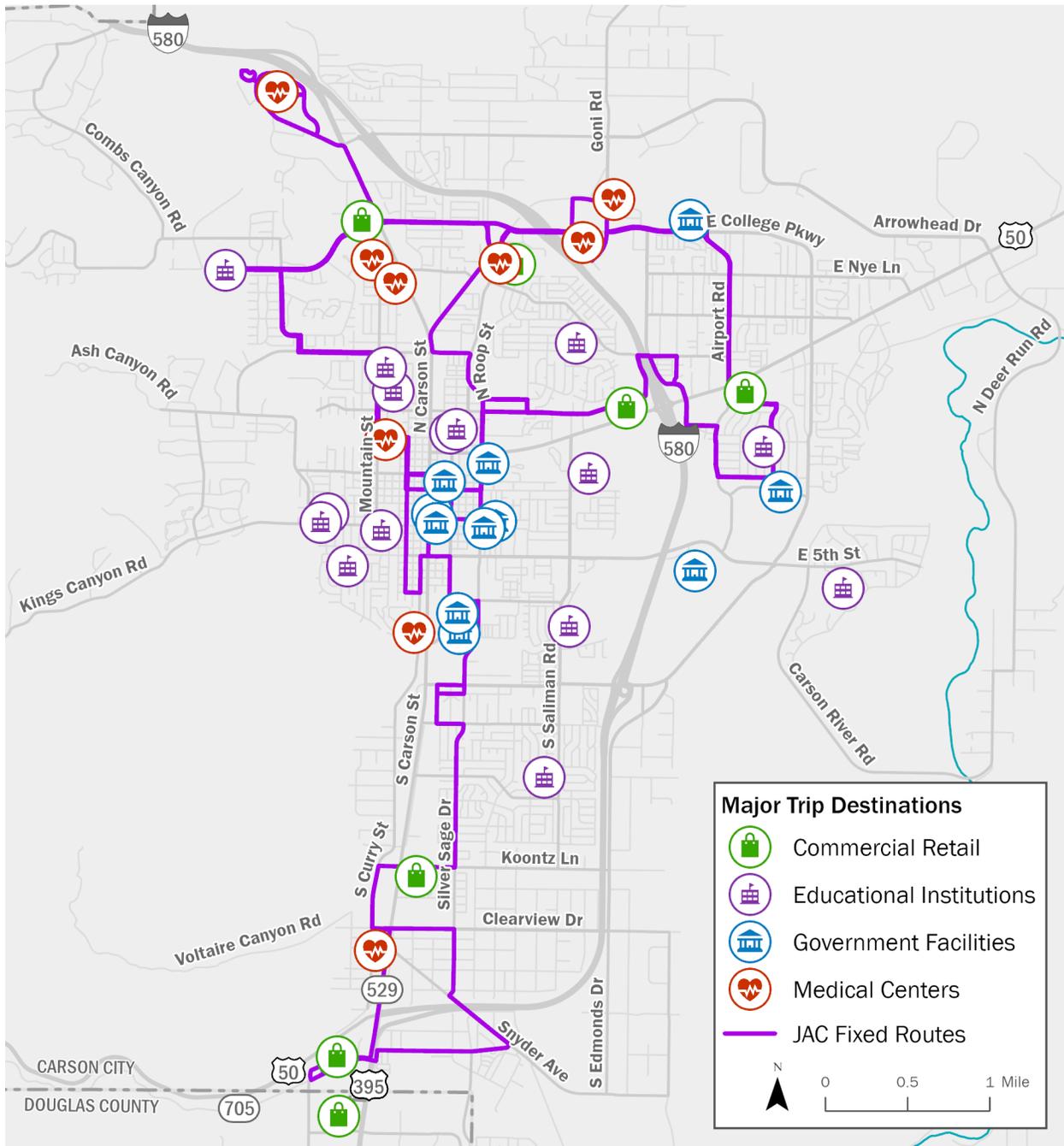
For example, a new housing development with moderate density that could bring demand for transit and increase ridership is only true when the access to transit is a short distance away, usually between 0.25 miles and 0.5 miles. Developments that require people to walk, ride, or roll longer distances to get to the main road to access a transit stop decreases the likelihood of considering transit as a viable mode choice. Improving pedestrian and bicycle infrastructure can help improve access to transit stops. The city's efforts to improve multimodal connections are an example of improvements that benefit public transit users.

Travel time and policies such as unlimited free parking are also important motivators of mode choice. Historic development patterns such as large parking lots along South Carson Street, which require transit riders to walk through parking lots or along long, unshaded blocks to reach their final destination, can reduce the likelihood of consideration of transit. Where buses choose to use side streets instead of main arterials, travel times become less competitive with personal vehicles and reduce the viability of transit as a mode choice.

Major Activity Centers

Major activity centers represent key destinations where people access employment, shopping, medical facilities, schools, recreational sites, social services, and friends and family. These are often areas with greater employment densities as well. Activity centers with multiple trip purposes, or those that have large numbers of visitors, allow transit to be more efficient by capturing where and when people want to travel. Figure 12 illustrates a variety of major activity centers in Carson City.

Figure 12. Major Activity Centers



Existing Transit and Transportation Services

In addition to JAC, there are four public transit service providers operating within the CAMPO region. CAMPO provides for the regional coordination of these providers. Additional information on these transit services is provided below:

Regional Transportation Commission of Washoe County – Regional Connector – Carson Express

The Carson City RTC and the Regional Transportation Commission of Washoe County (RTC Washoe) partner to provide intercity bus service between Carson City and Reno, Monday through Friday, excluding major holidays. Passengers can transfer between JAC, Tahoe Transportation District, RTC Ride (Washoe County’s bus system), and Amtrak.

Tahoe Transportation District (TTD) – Valley Express, South Shore Service & Lake Express

Operated by the Tahoe Transportation District (TTD), Valley Express (19X) and South Shore Service & Lake Express (22) operate daily commuter bus service between South Lake Tahoe, Carson Valley and Carson City. Passengers can transfer between JAC buses and Douglas Area Rural Transit (DART) buses at specific stops along these routes.

Douglas Area Rural Transit (DART)

Operated by Douglas County, Douglas Area Rural Transit (DART) provides a dial-a-ride curb-to-curb bus service for senior and disabled riders as well as a deviated fixed-route service (DART Express). The dial-a-ride service area includes the Johnson Lane and Indian Hills residential areas, which are both located within the CAMPO region. While transfer agreements are not in place, DART riders are able to transfer onto other regional bus services to reach their destination. DART Express, which operates within the Minden/ Gardnerville area (outside of the CAMPO region) uses existing TTD stops, which provide access to Carson City and South Lake Tahoe.

Eastern Sierra Transit Authority (ESTA)

The Eastern Sierra Transit Authority was established in November of 2006 as a Joint Powers Authority between the Counties of Inyo and Mono, the City of Bishop, and the Town of Mammoth Lakes. ESTA offers a variety of bus services, including deviated fixed routes, local in-town dial-a-ride services, multiple town-to-town services throughout the U.S. 395 and U.S. 6 corridors, extending from Reno, Nevada, to Lancaster, California. Table 4 provides a comparison of these publicly funded transit and transportation services.

Table 4. Summary of Transit Service in Carson City Open to the General Public

Service	Geography Served	Types of Service	Days and Hours of Service
CAMPO: Jump Around Carson (JAC)	Carson City	Fixed route, demand response (ADA paratransit, and beyond ADA paratransit)	Monday – Friday 6:30am – 7:30pm Saturdays 8:30am – 4:30pm
RTC Washoe: Carson Express	Reno to Carson City	Fixed commuter route	Weekdays Round trips: 3 morning, 3 afternoon
Tahoe Transit District - 19X Valley Express Daily	Douglas County Community/Sr Center to Downtown Carson City	Fixed route	All days 4 northbound, 5 southbound trips
Douglas Area Rural Transit (DART Express)	Douglas County	Deviated Fixed Route in Minden, Gardnerville, Gardnerville Rancheros	All days 4 northbound, 2 southbound trips
Eastern Sierra Transit - Route 395 North	Reno to Lone Pine, via Carson City (Walmart JAC stop)	Fixed route, call to reserve seat	All days 1 northbound, 1 southbound trip

The CAMPO region also includes transportation options available to riders who fit specific eligibility requirements. Table 5 summarizes these transportation services.

The Carson City School District (CCSD) operates yellow school bus service when school is in session. School-focused transportation options update routes as student enrollment changes from year to year, and aim to be flexible as bell times change between regular days, minimum days (shortened hours), and special bell times.

The Nevada Rural Counties Retired & Senior Volunteer Program (RSVP) provides escorted, door-to-door transportation for seniors and adults with disabilities. Services of the RSVP Program include rides to medical appointments, prescription pick-ups, and nutrition needs such as grocery shopping.

Table 5. Limited or Restricted Eligibility Transportation Services in Carson City

Service	Eligibility	Geography Served	Agency Information	Days and Hours of Service
JAC Assist Complementary ADA Paratransit	ADA paratransit certification with JAC	Carson City	Contracted service	Monday - Saturday Same hours as JAC fixed route
Carson City School District	Public school students	Carson City	CCSD employees	School bell times, school year only
Nevada Rural Counties Retired & Seniors Volunteer Program (RSVP)	Seniors (55+) and adults with disabilities	Full CAMPO boundary (and beyond)	Self-sponsored non-profit 501(c)(3) Corporation	Varies

Private Options

Ride-hailing services are open for all and available 24/7. Capital Cab Company, Uber, and LYFT are available in the CAMPO region. Uber partners with local cab drivers to fulfil some trip requests and advertises a one-way trip between Reno to Carson City to be about \$50. Some senior living facilities also provide shuttles for their residents.

SECTION 3. COORDINATED HUMAN SERVICES PLAN

The CHSP aims to make transportation more seamless for older adults, individuals with disabilities, and others facing mobility challenges in the CAMPO region. Coordinated human services plans have a specific legal context at the federal, state, and regional levels, and must be updated every five years. This document represents the latest update of the CHSP for the CAMPO region.

Why a Coordinated Plan?

There is a common need to travel throughout the CAMPO region in day-to-day life - whether that means getting to work, making it to a medical appointment on time, running errands, shopping for groceries, or visiting loved ones.

For many people such as, older adults, people with disabilities, veterans, people with low incomes who may not be able to afford a car, youth, and people who speak limited English getting from point A to point B can be a major barrier to living life to its fullest.

This is especially true in rural areas outside of more urbanized areas like Carson City, where distances between destinations can be long, inclement weather can present challenges, and public transit is less feasible. Even when destinations are nearby, invisible barriers like jurisdictional boundaries can have an isolating effect for reasons that aren't always understood by the public, regardless of physical barriers like highways, railroads, and rivers that can have similar effects.

How can we address transportation needs and fill gaps for these target population groups? Ultimately, answering this question is the purpose of the CHSP.

Whom Does this Plan Serve?

The primary focus of CAMPO's CHSP is to improve transportation options and access to services for the following target population groups:

						
Older Adults (Aged 65 and older)	Youth (Ages 10 to 17)	Individuals with Disabilities	Individuals Living in Poverty	Individuals with Limited English Proficiency	Tribal Nations	Veterans

Historically, these population groups have higher rates of transit dependency and lower access to personal vehicles. As described in Figure 13, these conditions make mobility a challenge, particularly in rural areas and in locations without access to public transit services. The following sections provide a further look into the socioeconomic characteristics of the target populations within the study area, as well as a discussion of major trip generators and employers in the region.

Two additional target populations this plan focuses on are households with no vehicles and unhoused individuals. Individuals and families with no vehicle have limited mobility options when there is no direct access to transit services. Without transit, these individuals must rely on rides from friends and family members. Similarly, unhoused and transitional populations often struggle with limited access to transit and often have limited means to pay for public transit services. These populations significantly benefit when transit services are designed to provide access to government services, employment, and food access.

Figure 13. Mobility Challenges of Target Populations

Target Population	Common Mobility Challenges
 <p>Older Adults (aged 65 and older)</p>	<p>There are a variety of reasons older adults may drive less frequently or even at all, including health challenges, comfort behind the wheel, and the need to use or bring mobility devices. As such, older adults may need additional support for mobility, and transit can help meet that need.</p>
 <p>Youth Populations (ages 10 to 17)</p>	<p>Youth populations, particularly those younger than 18, may have issues accessing key destinations like schools, after school care, or community centers, due in part to the fact that many cannot yet drive themselves; however, some families may have only one or no vehicle at all. Further, families may not live in a location where they have direct access to public transportation services.</p>
 <p>Individuals with Disabilities</p>	<p>Individuals with disabilities may have physical or cognitive challenges that make it difficult to operate a vehicle, or to travel on their own without assistance from others. Individuals with disabilities may need additional support for mobility from caregivers or family members.</p>
 <p>Individuals Living in Poverty</p>	<p>Individuals living in poverty tend to use transit more frequently than the general public because they may not have the financial ability to purchase, own, maintain, or fuel a personal vehicle. However, even public transportation services may be cost-prohibitive for these populations.</p>
 <p>Limited English Proficiency</p>	<p>Limited English speakers may face additional challenges accessing and understanding available transportation programs, including public transit. The needs of this demographic group are important to consider improving access to services such as healthcare, grocery shopping, and jobs.</p>
 <p>Tribal Nations</p>	<p>Indigenous populations commonly live on tribal lands, often located in more “rural” and isolated areas of a given region or state. Transportation often is a challenge for tribal areas given limited access in that many individuals often fall under other target categories as well (i.e., may have a disability, be an older adult, living in poverty, etc.)</p>
 <p>Veterans</p>	<p>Veterans often face several barriers to receiving care and may have financial challenges that make travel costs for healthcare appointments burdensome. Veterans living in rural areas must travel longer distances and may not have immediate access to healthcare providers or specialists. Further, many Veterans need to access the Veterans Administration or hospitals, which may be long distances away and have a limited number of appointments.</p>

How Does the CHSP Fit into the Federal, State, and Regional Context?

Federal Context

The Enhanced Mobility of Seniors & Individuals with Disabilities Program (FTA Section 5310) is a key federal funding source that supports transportation services for older adults and individuals with disabilities. To receive Section 5310 funds, proposed projects must be included in a locally developed and adopted coordinated public transit-human services transportation plan (coordinated plan). The FTA requires that coordinated plans:

- Be developed through a participatory public process that includes input from older adults, individuals with disabilities, low-income populations, veterans, caregivers, and representatives of public, private, and nonprofit transportation and human service agencies.
- Identify transportation needs, gaps, and barriers, especially for transportation-disadvantaged populations.
- Include strategies and prioritized projects that improve mobility and coordination.
- Be updated at least every five years.

State Context

In Nevada, NDOT administers federal Section 5310 funding and provides statewide guidance for coordinated planning. NDOT requires that local and regional coordinated plans meet federal criteria and demonstrate meaningful collaboration among stakeholders. While NDOT does not approve local plans, it must certify to FTA that the required plan elements are included before awarding Section 5310 funds.

According to NDOT guidance, coordinated plans in Nevada must:

- Be locally developed through an open, inclusive process with participation from:
 - Older adults
 - Individuals with disabilities
 - Tribal representatives
 - Veterans
 - Low-income individuals
 - Public, private, and nonprofit transportation providers
 - Human services agencies and other stakeholders

- Include:
 - A community and regional profile
 - An inventory of existing transportation services
 - An assessment of transportation needs and service gaps
 - Strategies and coordination opportunities
 - Priority projects eligible for Section 5310 funding

- Be adopted by local governing bodies
- Be updated every five years

NDOT is currently conducting an update of the Nevada Statewide Coordinated Public Transit-Human Services Transportation Plan (2025–2029). This update will establish statewide goals and strategies to improve mobility and coordination for transportation-disadvantaged populations. The CAMPO CHSP update aligns with this statewide effort and is intended to complement and inform NDOT’s statewide framework.

Regional Context

CAMPO is the federally designated MPO for the urbanized area covering Carson City, northern Douglas County, and western Lyon County. As the MPO, CAMPO is responsible for administering a continuous, cooperative, and comprehensive (3C) transportation planning process in cooperation with the state and public transportation operators. As such, CAMPO has historically assumed the lead role in the development of the CHSP.

This plan builds on CAMPO’s Regional Transportation Plan (RTP) and integrates priorities from local transit providers, including Jump Around Carson (JAC), Douglas Area Rural Transit (DART), Lyon County Human Services, and mobility programs operated by public agencies, and nonprofits. The plan also supports ongoing efforts to provide access to employment, medical services, education, veterans’ services, social service programs, and intercity travel connections.

Regional Coordination

Transportation needs in the CAMPO region extend beyond city and county boundaries, requiring strong cross-agency and interregional collaboration. Residents frequently travel for employment, medical appointments, education, veterans' services, and social services to nearby destinations such as Reno/Sparks, Lake Tahoe, Minden/Gardnerville, Dayton, and Fallon. To support this regional mobility, CAMPO works closely with neighboring planning organizations and service providers to coordinate service delivery, funding strategies, and program eligibility.

Regional mobility coordination in the CAMPO region includes collaboration with:

- **Tahoe Transportation District (TTD)** – Provides fixed-route and demand-response services connecting Lake Tahoe communities with Carson City.
- **RTC Washoe** – Offers interregional transit connections to Reno/Sparks, including medical and employment access.
- **Lyon County Human Services (LCHS)** – Provides demand-response transportation for residents in Dayton, Fernley, and Silver Springs with links to Carson City.
- **Douglas Area Rural Transit (DART)** – Operates demand-response and deviated fixed-route services in Minden/Gardnerville with connections to Carson City.
- **Nevada Rural Counties Retired & Senior Volunteer Program (RSVP)** – Supports volunteer driver programs serving older adults and individuals with disabilities across rural Nevada.
- **Neighbor Network of Northern Nevada (N4)** – Offers mobility assistance and volunteer transportation options for people with disabilities.
- **Tribal partners**, including the **Washoe Tribe of Nevada & California**, who operate community transportation services that link tribal communities to urban amenities and services.
- **Health and human service agencies**, including the Carson City Senior Center, Carson-Tahoe Regional Medical Center, and Western Nevada College, among others, which rely on coordinated mobility to support access to essential services.

These partnerships help reduce duplication of services, leverage limited transit resources, support coordinated eligibility systems, and improve network connectivity across rural and urban areas. Continued regional coordination is essential for addressing unmet mobility needs, especially among older adults, veterans, people with disabilities, and low-income residents who depend on specialized transportation options.

Transportation Needs Assessment

The CAMPO region faces a range of transportation challenges that affect older adults, individuals with disabilities, low-income residents, and other populations who rely most heavily on public and human service transportation. Input from the CAMPO RTP public survey and community meetings, agency and community partner interviews, and past planning efforts reveal both persistent needs and emerging issues. In addition, two Steering Committee workshops were held to first identify needs and then prioritize strategies. The following themes summarize the most significant challenges facing the region.

Limited Service Hours and Regional Connectivity

Transit service remains limited in the evenings and on weekends, restricting access to jobs with non-traditional schedules, evening classes, community activities, and urgent medical appointments. Some residents living within Carson City as well as many residing in neighboring areas like Reno, Dayton, Minden, and Gardnerville struggle to reach destinations outside of their respective communities for a variety of needs and services. Evening and weekend service hours, along with strengthening regional connections, support workforce participation, access to medical care, and overall mobility.

Stakeholders emphasized the need for:

- Interconnected stops and regional hubs that link Carson City with Lyon County and neighboring jurisdictions.
- Improved coordination between regional services and more flexible scheduling to accommodate same-day medical appointments or multiple trips in one week.
- Amenities such as Wi-Fi and bike racks at hubs to make regional travel more accessible and attractive.
- Interlocal agreements to share costs of intercounty routes, maximizing cost efficiencies.

Further expansion of service hours and regional connectivity will require increased funding and strengthened partnerships with neighboring counties.

Access and Infrastructure Deficiencies

The physical environment continues to pose barriers to transit use, especially for seniors and individuals with disabilities. Many stops lack shelters, benches, and lighting, and incomplete sidewalk networks often make reaching transit unsafe or inconvenient.

To address these challenges, stakeholders identified the need for:

- Access enhancements such as ADA-compliant curb ramps, sidewalk improvements, and better roadway conditions (particularly in residential areas).
- Clear signage and route information at stops and online.

- Better “first/last mile” connections from riders’ front doors to transit hubs.
- Expanded bike and pedestrian infrastructure, including bike racks and improved connectivity to JAC hubs.
- Design considerations for poor weather conditions to make travel safe year-round.

Such improvements are vital to ensuring transit is safe, comfortable, and accessible for all residents.

Paratransit, Flexibility, and Specialized Services

While existing paratransit and volunteer driver programs are highly valued, riders increasingly seek flexible, door-to-door, and same-day service options that reduce travel time and accommodate a wide range of mobility needs.

Stakeholders highlighted additional needs:

- Increased funding and availability for low-income and specialized services.
- Expanded operating hours for paratransit and specialized transportation.
- More one-off, individual trips for urgent or non-routine needs (e.g., same-day medical appointments, transportation for single parents with children).
- Enhanced coordination and communication between transit providers and medical offices to align scheduling with transportation capacity.
- Partnerships with healthcare and human service providers to streamline client transportation.

Affordability, Equal Access, and Language Access

Although fares are generally viewed as affordable, challenges remain in purchasing and accessing fare media, particularly for those without smartphones or bank accounts. Stakeholders also raised concerns about language access and communication barriers.

Additional needs identified include:

- Cheaper fares and expanded access to financial assistance resources (e.g., free or subsidized bus passes).
- Bilingual or multilingual customer service, including phone support and verbal announcements in multiple languages.
- Simplified fare systems and physical pass outlets that are accessible by transit.
- Additional signage and real-time updates during poor weather or service changes.

Addressing affordability and language access will help ensure all residents—regardless of income or language proficiency—can use transit the same as any other resident.

Service Quality and Workforce Sustainability

Transit reliability, frequency, and customer experience are core concerns across the region. Riders have reported frustration with inconsistent service, and many agencies face systemic issues related to driver shortages and limited operating resources.

Steering Committee and workshop participants underscored the importance of:

- Improving driver retention and compensation to ensure consistent service quality.
- Enhanced customer service training for drivers and staff.
- Creating mechanisms for ongoing rider feedback through regular surveys.
- Developing a central hub or office that is more accessible to the public for lost items or service information.

Addressing workforce sustainability is foundational to maintaining reliable and responsive transit service in the long term.

Information, Awareness, and Rider Education

Many residents remain unaware of available services or find information difficult to navigate. Riders expressed interest in clearer signage, real-time updates, and easier access to route maps, fees, and schedules.

Additional needs include:

- Outreach and education campaigns at community events, schools, and senior centers.
- Creative and unified advertising to improve visibility of all mobility options in the CAMPO region.
- Partnerships with local organizations to expand communication channels.
- A single, easy-to-use “one-stop” app or resource that consolidates all transit provider information.

Enhanced communication and education efforts will be key to increasing ridership and ensuring residents can confidently navigate the regional transportation network.

Coordination and Innovation

Stakeholders consistently call for stronger coordination among jurisdictions, service providers, and partner organizations to reduce duplication and increase efficiency. Priorities include:

- Working with medical providers, schools, and human service agencies to coordinate trip scheduling and service delivery.
- Expanding partnerships with nonprofits and employers in high-use industries where transit is currently limited.

- Developing integrated technology systems or applications that connect users to all available transportation resources.
- Encouraging community-wide understanding of how various transportation programs fit into the broader mobility landscape.

Collaborative and innovative approaches, particularly technology-driven and cross-sector initiatives, will be essential for improving service delivery and long-term sustainability.

Summary

The CAMPO region’s transportation needs reflect both enduring service and infrastructure gaps and new challenges shaped by workforce and demographic trends. The highest priorities identified include:

- Expanding service hours and regional connections.
- Addressing infrastructure and access gaps.
- Enhancing flexibility and specialized transportation options.
- Improving affordability, language access, and communication.
- Strengthening the transit workforce and coordination among partners.

These identified needs provided a basis in formulating the themes developed in subsequent community engagement efforts. Meeting these needs will require sustained funding, interagency collaboration, and a people-centered approach that places equal mobility and inclusion at the forefront of planning and operations.

Community Engagement

In addition to the input received from the CAMPO RTP public survey, RTP community meetings, and agency and community partner interviews, two Steering Committee workshops were held to identify needs and prioritize strategies.

Steering Committee Workshop Summary

In October 2025, CAMPO convened a Steering Committee Workshop as part of the CHSP update process. The workshop brought together representatives from local government agencies, transportation providers, human and social service organizations, and community partners. Participants included representatives from the following agencies and organizations:

- Carson City Board of Supervisors
- Carson Tahoe Regional Medical Center
- Lyon County Human Services
- Nevada Department of Transportation
- Nevada Rural Counties Retired & Senior Volunteer Program
- Rural Center for Independent Living

- Western Nevada College

The purpose of the workshop was to review progress on the plan, validate emerging themes from public outreach, and collaboratively identify key transportation needs, opportunities, and strategies for improving mobility in the region.

Workshop Structure and Activities

The session began with introductions and background context on the purpose of the CHSP—highlighting its role in improving mobility for seniors, individuals with disabilities, and low-income residents, and its federal requirement for inclusion of FTA Section 5310-funded projects. Facilitators reviewed previous planning efforts, including the 2019 JAC Transit Development and Coordinated Human Services Plan, and discussed demographic and policy changes since that time, such as population shifts, new funding programs, and lessons learned from the COVID-19 pandemic.

Participants then engaged in a series of interactive small-group exercises designed to encourage discussion and collaboration across agencies to identify needs and opportunities.

Needs and Opportunities Exercise

Participants reflected on how transportation mobility has evolved over the past five years, identifying what works well today and where service or access remains limited. Groups reported key needs and opportunities which were grouped into themes.

Strategy Development Exercise

Building on identified needs, participants brainstormed actionable strategies for inclusion in the plan's implementation framework. The resulting ideas emphasized interagency collaboration, expanding partnerships, workforce flexibility and sustainability, innovative programs to support outreach, and exploring funding solutions.

Outcomes and Next Steps

The workshop outcomes reaffirmed and refined the seven plan themes guiding the CHSP update. Participants reached consensus on the importance of expanding regional connectivity and service flexibility, strengthening coordination among providers and funding partners, investing in infrastructure and workforce development, enhancing public awareness and communication tools, and ensuring affordable access for all riders.

Facilitators summarized the group discussions, noting broad agreement around prioritizing funding for specialized transportation, developing partnerships with healthcare and social service agencies, and incorporating technology to improve access and coordination. These inputs directly informed revisions to the Needs Assessment and Strategy Framework sections of the plan.

The session concluded with an overview of next steps, including compiling and refining the strategy list, drafting implementation actions, and scheduling follow-up Steering Committee meetings to review the full draft plan and funding recommendations.

Summary

The Steering Committee Workshop served as a cornerstone event in the CHSP update process, providing a collaborative forum to ground the plan in real-world experience and stakeholder expertise. Through group discussion and structured exercises, participants confirmed regional priorities, surfaced new ideas, and helped shape a forward-looking, coordinated framework for improving mobility options for the CAMPO region's most vulnerable populations.

Goals and Strategies

The project team developed goals based on the themes identified during the needs and opportunities exercise at the first Steering Committee workshop. Goals and strategies articulate what the coordinated plan seeks to achieve and highlight the value that coordination brings to regional transportation. Goals provide the overarching context for the plan, defining what it aims to accomplish from a regional perspective. They also serve as guideposts for implementing strategies and shaping the ongoing and future work of the Steering Committee. The goals and their descriptions are captured in the following section. The themes and their respective goals are numbered for easy reference, but are not in any order:

-
- THEME 1** **SERVICE & CONNECTIVITY**
- ✔ Extend hours via partnerships
 - ✔ Strengthen regional links
-
- THEME 2** **ACCESS & INFRASTRUCTURE**
- ✔ Safer, more accessible facilities
-
- THEME 3** **SPECIALIZED MOBILITY**
- ✔ Options for seniors, people with disabilities & rural residents
 - ✔ Improved service for special populationsn regional links
-
- THEME 4** **AFFORDABILITY & EQUITY**
- ✔ Affordable access for all
 - ✔ Equitable & multilingual information
-
- THEME 5** **SERVICE QUALITY & WORKFORCE**
- ✔ Reliable service & better rider experience
 - ✔ Workforce recruitment & retention
-
- THEME 6** **RIDER INFORMATION**
- ✔ Service awareness
 - ✔ Modern information tools
-
- THEME 7** **COORDINATION & INNOVATION**
- ✔ Provider & agency coordination
 - ✔ Innovation support

Strategy Development

The development of strategies preceded the formal articulation of goals during the first Steering Committee workshop. The session began with a guided discussion, followed by facilitated breakout groups in which participants identified needs and opportunities related

to each of the themes outlined above. A complete record of the workshop notes, including all identified needs and opportunities, is provided in Appendix A. Examples of some of the most salient needs and opportunities are summarized below:

IDENTIFIED NEEDS	IDENTIFIED OPPORTUNITIES
 <p>Expanded service hours, flexible scheduling (especially for medical, workforce same-day needs)</p>	 <p>Partnerships: healthcare, workforce, school districts, public works, economic development, Managed Care Organizations</p>
 <p>Regional connectivity, inter-county travel options</p>	 <p>Development of mobility management consortium (quad-county)</p>
 <p>Improved coordination between transit, medical, schools, human services</p>	 <p>Marketing, outreach, education campaigns (multi-stream, multi-platform)</p>
 <p>Infrastructure upgrades: sidewalks, stops, hubs, accessibility improvements</p>	 <p>New technology tools: apps, TVs/screens, route info displays, enhanced fare media</p>
 <p>Affordable service, access to fare support for low-income riders</p>	 <p>Vanpool / microtransit expansion concepts</p>
 <p>More specialized transportation options (low-income, single parents, disability support, same-day trips)</p>	 <p>Sponsorships, advertising revenue (business/community partners)</p>
 <p>Workforce stability, competitive driver wages</p>	 <p>Training: better customer service, disability competency, driver professional development</p>
 <p>Better rider information access (maps, signage, wayfinding, service clarity)</p>	 <p>Using data, shared transparency to improve trust, delivery, and system performance</p>
 <p>Stronger public-facing customer service, language support</p>	 <p>Learn from peer best practices models (including “Disney-level customer experience” expectations)</p>
 <p>Technology-enabled access: real-time info, all-in-one app, easier communication channels</p>	

The project team worked with the Steering Committee at the October workshop to establish more detail in the development of the strategies, and included feedback received through the public survey to ensure the strategies were echoing the needs of both the steering committee and the community as a whole.

Strategy Prioritization

Based on feedback from the second Steering Committee workshop, strategies were prioritized as high, medium, and low, with suggested implementation timelines for each priority level. Project timelines range from short (1-2 years) to medium (3-4 years) to long (5+ years). Priority level is not synonymous with implementation readiness, or the time a strategy may take to implement.

High Priority. To begin meeting project goals and closing needs, CAMPO should consider prioritizing several basic investments and programs in coordination with regional stakeholders. The measures included in the high priority tier are those which have been deemed important by the Steering Committee in the next couple of years.

Medium Priority. The impacts of these strategies are also consequential, but they are not the highest priority. Some strategies under the Medium Priority tier may also benefit from High Priority strategies being implemented. For example, a pilot flexible transit route may be more successful if there is already an understanding of which communities would be most likely to ride such a service, along with more direct in-person marketing of transit options.

Low Priority. Included in the proposed strategies are proposed policies that address larger ongoing challenges, for example, the impacts of census changes and unintended consequences of isolation. These proposed policies are assigned a long-term timeframe, as they will require consideration in the context of all future transportation decisions

The project team used the strategy rankings to create the implementation plan for the region. The implementation plan depicts strategies with their goals, proposed implementation agency (or team—to be discussed later in the plan), proposed time to implement, and the priority assigned to the strategy.

Coordinated Plan Strategy Matrix

The strategy matrix is summarized in Table 6 through Table 12, broken out by theme. Based on the prioritization activity captured in the second workshop, *in general*, strategies receiving the most support were listed in the top two spaces as “high” priority, strategies in the 3rd and 4th spaces are “medium” priority, and strategies in the 5th ranked spot and greater are “low” priority. Other factors, such as funding availability, may impact a strategy’s overall ranking as well as feasibility of the implementation schedule.

It is important to note that while some of the strategies listed below were ranked as a high priority, all the strategies established by the Steering Committee are of equal importance for region-wide coordinated planning. The strategies below are simply those designated for priority implementation by the Committee and were identified as initial steps the community partners must take to become better coordinated.

Note: Strategies that have an asterisk (*) are incorporated as part of the STTP. A coordinated effort must be made by JAC and the Steering Committee for documentation of joint strategies.

Table 6. Theme 1: Improved Service and Regional Connectivity for Target Populations

Goal	Strategy	Timeline	Priority Ranking
Goal 1.1 – Increase access through partnerships for extended transit hours	1.1.1 Analyze demand for evening/weekend service.*		
	1.1.2 Pilot late-evening service for workforce and education needs.*		
	1.1.3 Use flexible driver scheduling to support expanded hours.*		
	1.1.4 Coordinate with employers and schools to align service.*		
Goal 1.2 – Strengthen regional connections	1.2.1 Develop cross-county connector services.*		
	1.2.2 Establish interlocal agreements for cost-sharing.		
	1.2.3 Conduct regional mobility study.		
	1.2.4 Coordinate with healthcare providers for medical trips.		
	1.2.5 Explore potential contracting partnerships with MTM, the current statewide broker for Non-Emergency Medical Transportation (NEMT) trips.		



Table 7. Theme 2: Universal Access and Infrastructure Enhancements

Goal	Strategy	Timeline	Priority Ranking
Goal 2.1 - Improve safety, comfort, and access to transit facilities	2.1.1 Inventory and prioritize bus stop upgrades.*		
	2.1.2 Develop a plan for amenity improvements: shelters, lighting, benches, and ADA upgrades.* <i>(There is an ADA transition plan for Carson City)</i>		
	2.1.3 Improve pedestrian and bicycle access to stops.*		
	2.1.4 Prioritize snow removal and safety measures.*		
	2.1.5 Create accessibility maps for mobility device users.*		



Table 8. Theme 3: Flexible and Specialized Transportation Services

Goal	Strategy	Timeline	Priority Ranking
Goal 3.1 – Provide mobility options for seniors, individuals with disabilities, and rural residents	3.1.1 Examine paratransit service area to determine service effectiveness.*		
	3.1.2 Pilot microtransit in underserved areas.*		
	3.1.3 Partner with taxis and rideshare for same-day service.*		
	3.1.4 Coordinate non-emergency medical transportation programs.		
	3.1.5 Develop urgent one-time trip protocols.		
Goal 3.2 – Enhance service quality for special populations	3.2.1 Expand driver customer service and disability training.		
	3.2.2 Establish a Paratransit Advisory Group which meets regularly.		
	3.2.3 Partner with human services on individualized travel support.		



Table 9. Theme 4: Affordability, Equal Access, and Language Access

Goal	Strategy	Timeline	Priority Ranking
Goal 4.1 - Ensure transit affordability and access to all residents	4.1.1 Expand reduced fare programs using income verification.*		
	4.1.2 Introduce family and youth discounts.*		
	4.1.3 Implement fare capping and mobile wallets.*		
Goal 4.2 - Improve equal access of information and communication	4.2.1 Offer bilingual customer service.*		
	4.2.2 Translate key rider information.		
	4.2.3 Ensure cash and non-digital fare options.*		



Table 10. Theme 5: Service Quality and Workforce Sustainability

Goal	Strategy	Timeline	Priority Ranking
Goal 5.1 - Improve reliability and rider experience	5.1.1 Improve on-time performance tracking.*		
	5.1.2 Reassess routes for efficiency.*		
	5.1.3 Implement rider feedback dashboard.		
Goal 5.2 - Support workforce recruitment and retention	5.2.1 Offer part-time and flexible shifts.*		
	5.2.2 Establish safety and wellness programs.		



Table 11. Theme 6: Rider Awareness, Information, and Education

Goal	Strategy	Timeline	Priority Ranking
Goal 6.1 – Increase awareness of available services	6.1.1 Create regional mobility guide.		
	6.1.2 Conduct outreach at schools, libraries, and clinics.		
Goal 6.2 – Modernize information tools	6.2.1 Install real-time info displays.*		
	6.2.2 Enhance trip planner and service alerts.*		
	6.2.3 Improve stop signage with QR codes and maps.*		



Table 12. Theme 7: Coordination and Innovation

Goal	Strategy	Timeline	Priority Ranking
Goal 7.1 – Strengthen coordination among providers and agencies	7.1.1 Continue participation in Quad-County Mobility Working Group (different than para group for JAC).		
	7.1.2 Expand data sharing and scheduling collaboration with transit providers in the CAMPO region.*		
	7.1.3 Develop partnerships with healthcare, education, and workforce agencies.		
Goal 7.2 – Support innovation	7.2.1 Pilot regional mobility app integration.*		
	7.2.2 Advance mobility management partnerships.		
	7.2.3 Pursue joint funding and grant opportunities.		
	7.2.4 Develop transit value briefing materials.*		



Strategy Implementation Champions

The project team guided the steering committee to continue a discussion on which agencies would support the implementation of each strategy once the plan is approved. Some agencies can volunteer to lead the implementation of strategies; others may offer general support toward the implementation of a strategy. The team has created a shared table so agencies can “volunteer” by signing up to be a strategy champion. There are still some strategies which community partners need to identify a champion. As such, the Strategy Champions document will continue to be a working document on a shared drive for CAMPO and the Steering Committee to actively manage for tracking and updating progress.

Plan Funding Sources

Potential Funding Sources

Federal programs provide the backbone of human services transportation funding. Medicaid's Non-Emergency Medical Transportation (NEMT) program is the largest source, covering trips to medical appointments, while the Veterans Transportation Service (VTS) supports veterans' access to healthcare. The Older Americans Act (Title III-B and Title VI) funds senior and Native elder transportation, and the Nevada Temporary Assistance for Needy Families Program (TANF) supports low-income families with children.

The FTA provides essential funding through several programs:

- **Section 5310 (Enhanced Mobility of Seniors & Individuals with Disabilities):** Provides vehicles and services specifically for seniors and people with disabilities (approximately \$597,000 for the State of Nevada in 2024). JAC uses this funding source as a capital costs for operating for the contracted services.
- **Section 5339 (Bus and Bus Facilities):** Nevada received a partial apportionment of \$4M for new buses and facility improvements.
- Broader federal transit funding also increased through the 2022 omnibus and the **Infrastructure Investment and Jobs Act (IIJA)**, which boosted highway and transit funding by 44–58% over 2021 levels.

In addition, FTA funds technical assistance and planning through programs such as the National Aging and Disability Transportation Center (NADTC) and the National Center for Mobility Management (NCMM), which regularly release grants for accessibility, innovation, and community planning.

State and local funding options are limited, and some potential sources would require legislative action. For example, Nevada Revised Statutes (NRS) Chapter 377A.080, which is the statute that allows for the creation and authority of a regional transportation commission (RTC), also allows tax for a public transit system. Specifically, an RTC may “appropriate money in the public transit fund accumulated by a county to provide a public transit system for that county if the system is included in a regional transportation plan adopted by the regional transportation commission.” The JAC system meets this basic requirement and therefore would be eligible for a dedicated tax to support the system. This could come from a percentage of the sales tax as the RTCs in Clark and Washoe Counties have implemented but would require voter approval.

Similarly, NRS 271 pertains to the ability of a municipal governing body to designate an improvement district which could be assessed for a special benefit such as “a project to provide local transportation for public use, and includes works, systems and facilities for transporting persons, rolling stock, equipment, terminals, stations, platforms and other

facilities necessary, useful or desirable for such a project.” The Carson City Board of Supervisors would need to approve any improvement district.

Other potential revenue sources include funds generated through advertising on buses and shelters or through interlocal funding agreements with partner agencies.

Plan Implementation

Implementation Priorities

The number and complexity of the strategies outlined in the prior tables pose difficulties when considering where to start. Using the timeline and priority metrics, along with considerations regarding the complexity of implementation. Table 13 recommends which strategies should be implemented first. As these recommended strategies are completed, additional ones can be started or new ones added as time, funding, or resources become available.

Implementation Processes

Public engagement planning and stakeholder meetings, along with other considerations, will play a key role in the CHSP and how the recommendations are implemented. As JAC and CAMPO staff, working with the Steering Committee begin implementing elements of the CHSP, there are several next steps to consider, including the continuance of working group meetings, the development of appropriate performance measures, and the formation of implementation groups to help move strategies forward. The following considerations are intended to assist in the implementation of the strategies outlined.

Table 13. Implementation Roadmap

Goal	Strategy	Timeline	Priority
4.2.3	Ensure cash and non-digital fare options		
1.2.5	Ensure potential contracting partnerships with MTM, the current statewide broker for Non-Emergency Medical Transportation (NEMT) trips		
3.2.1	Expand driver customer service and disability training		
2.1.2	Develop a plan for amenity improvements: shelters, lighting, benches, and ADA upgrades		
6.1.2	Create regional mobility guide		
4.2.2	Translate key rider information		
4.2.1	Offer bilingual customer service		
7.1.3	Develop partnerships with healthcare, education, and workforce agencies		
5.1.2	Reassess routes for efficiency		
1.2.2	Establish interlocal agreements for cost-sharing		



Annual Reporting on the CHSP: Coordination in the CAMPO Region

Provide regular Coordinated Plan updates to community partners. Regular progress updates on the CHSP are important for community partners, including the CAMPO Board, Carson City RTC, organizational boards of directors, and health and human services leadership.

These updates should occur on an annual basis, similar to, and along with other transit monitoring reports. The update may include dashboards showing initial baseline performance metrics for year one, with a performance metric for each year that follows. This will keep community partners apprised and build rapport and trust, leading to greater future investments.

Lead Agencies for Implementation and Performance Measurement



The Steering Committee should continue to meet to discuss final strategy development and proposed lead organizations for each strategy.

To assist strategy implementation, the project team created a shared matrix for keeping track of the proposed lead and support organizations. Since this matrix is a fluid, working document, it is not included as a part of this report. Committee members, in conjunction with CAMPO, will continue to have access to the matrix as they establish implementation working groups.



During implementation, lead and support organizations can monitor performance to establish a baseline. The baseline may be as simple as a “yes, this item was completed” or “no, the item was not completed” or may be a number or percentage associated with the strategy itself. At this time, the lead and support agencies will be responsible for monitoring

progress, with CAMPO oversight for final reporting purposes.

Implementation Committees



As a subset of the larger Steering Committee, it would be beneficial to form strategy implementation groups for plan implementation. These groups are smaller, consisting of a few committee members with shared interests focusing on specific strategy implementations. Focused small groups have the ability to be nimble—often meeting with more frequency than the Steering Committee.

Group designations can be based on the plan goals. For example, one focused on funding and finance, one focused on communication and education, and so forth. These committees can bring proposals and suggestions back to the larger group, or implementation and report updates.

Mobility Trends and Plans



Several agency plans address transportation throughout the region, but few of these plans are specific to transit planning and development. Transportation providers in the region could benefit from the development of consistent policies and plans for their respective organizations for better alignment of shared goals. Coordinated planning becomes more effective if providers have plans that address specific, realistic transit planning needs, as well as market analyses, and transit implementation scenarios coupled with costs. The JAC STTP is included as an element in Section 4 of this document and serves as an example for other agencies to reference in development of cross-disciplinary plans.



CAMPO leads a variety of transportation plans and studies throughout the region. In any given region, it is helpful when plans and studies support shared mobility goals for the region. As additional plans and studies are conducted, whether through state, regional, or local efforts, it is helpful to ensure that transit stakeholders are involved in the planning processes, whether it is a feasibility study for new service or an updated active transportation plan.

Next Steps

Steering Committee Meetings



CAMPO, in conjunction with the Steering Committee members, should act on moving strategy implementation forward. With most coordinated plans, steering committees continue to meet at frequent intervals to discuss steps for funding and implementation of recommended coordination strategies. Whether the regional Steering Committee or CAMPO takes the lead on plan implementation, it's important to establish consistent meeting intervals, and is recommended that meetings occur no less than quarterly if not more frequent.

Performance Metrics



Performance management allows agencies to measure the effectiveness of their coordinated planning implementation projects through established parameters that provide a means to gauge achievement of goals and strategies. It is recommended that lead agencies measure performance to determine the effectiveness of the plan update as well as strategy implementation.

Performance measurement became a federal legislative requirement in 1993, when the Government Performance and Accountability Act was passed. Performance measurement is also an integral component of outcome evaluation and renders several benefits. These benefits include insights into the outcomes of investment in public programs, managerial efficiency, and administrative accountability. Additionally, performance measurement, as it relates to coordinated planning, allows for consistent reporting and clear delineation on whether the strategies were accomplished.

Moving forward, it will be helpful to establish targets for the strategies through the implementation process. As strategies are implemented and the lead agencies for those strategies provide regular reports, CAMPO can establish a baseline for implementation to measure the success of each strategy.

SECTION 4. SHORT-TERM TRANSIT PLAN

What is a STTP?

A STTP represents a fiscally constrained transit planning document with a planning horizon of five years that generally supports a long-term transit vision. This Plan supports the vision and goals of the CAMPO RTP and documents the steps recommended to achieve those goals.

Transit agencies that receive federal funding are required by the FTA to develop and update transit plans in coordination with their MPO or state. The elements in this section of the plan satisfy the federal planning requirements.

System Description

JAC operates four fixed routes and provides complementary paratransit service through JAC Assist to serve the needs of eligible passengers in compliance with the ADA of 1990.

JAC routes service major activity centers around Carson City, with all routes meeting at the Downtown Transfer Plaza and departing at regular intervals half past the hour. On weekdays, each route runs 13 one-hour headway trips, between 6:30 a.m. and 7:30 p.m. On Saturdays, each route completes eight one-hour headway trips between 8:30 a.m. and 4:30 p.m. Paratransit service runs during the same service span as the fixed route system.

Fixed Routes

Figure 14 shows the fixed route system map.

Route 1 is a bi-directional route that travels between the Downtown Transfer Plaza and the Carson Tahoe Medical Center, serving the Carson City Public Library, Carson City Senior Center, Walmart shopping center, and the Carson City Community Center.

Routes 2A and 2B are coverage-based loop routes that primarily follow the same alignment, with Route 2A operating clockwise, and Route 2B operating counterclockwise. They both serve Western Nevada Community College, the Walmart shopping center, the Multi-Purpose Athletic Center (MAC), the Boys and Girls Club, the Carson City Public Library, and the Downtown Transfer Plaza.

Route 2A directly serves Carson Community Mental Health and Carson City Health and Human Services, whereas Route 2B serves the Sierra Nevada Health Center and the Carson City Senior Center.

Route 3 is a partial bi-directional route serving the southern portion of Carson City, with significant areas of one-way service. It operates between the Downtown Transfer Plaza and the Costco at the southern border of Carson City. It serves Carson City Hall, Nevada

Department of Motor Vehicles (NDMV), Galaxy Theaters, Raleys, Stewart Community, and residential neighborhoods east of South Carson Street, and west of Downtown.

Figure 14. JAC Fixed Route System Map



JAC Assist

Figure 15 illustrates the JAC Assist boundaries are published in the *JAC Assist ADA Complementary Paratransit Policies & Procedures*, revised January 2024.³ JAC Assist provides curb-to-curb transportation for eligible people with disabilities who cannot use the fixed route bus service. This service is operated by the same contractor as the fixed-route service, and all operators are trained to transport ADA paratransit riders.

JAC Assist operates during the same days and hours as the fixed route system, with an origin and destination within $\frac{3}{4}$ mile of any fixed route. As a matter of local policy, extended paratransit service is provided for an additional $\frac{1}{4}$ mile (total of 1 mile from any fixed route in Carson City only). Door-to-door service is provided upon request; however, JAC Assist primarily operates as a curb-to-curb service.

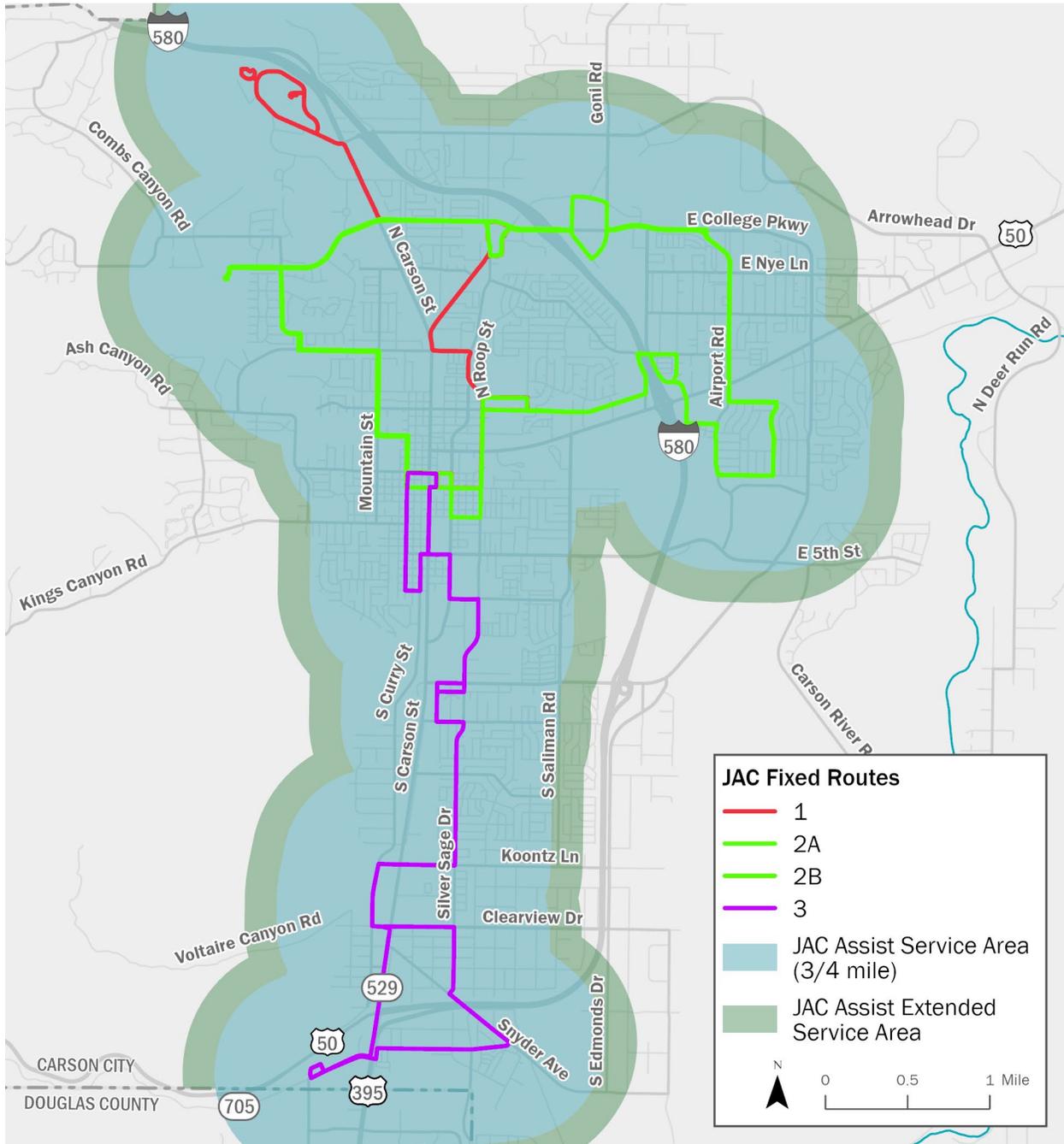
JAC Assist also ensures next-day service with trip reservations taking place during normal business hours and provides service without constraints on capacity. This means trips cannot be denied and riders cannot be prevented from booking trips due to excessively long hold times on the telephone. Trips must also be reasonable in duration and comparable to an equivalent trip on the fixed-route system, including transfer times and reasonable allowances for curb-to-curb pickup. Riders may also travel with a personal care attendant, who is eligible to ride fare free. Additional companions may ride but must pay the ADA fare.

Certification/How to apply

To receive certification to ride JAC Assist, a person must complete an application, have the information verified by a medical professional (individuals 80 years or older do not require a medical professional's verification), and then be certified by JAC staff at the JAC Admin building on Butti Way. Applicants can call to request a ride to their appointment. Determination must be completed within 21 days of the application submittal, and applicants have the right to an appeal if they are denied. Once certified, rides can be scheduled.

³ [Microsoft Word - JAC Assist ADA Complementary Paratransit Policies & Procedures 2023 FINAL](#)

Figure 15. Paratransit Service Area



Source: Carson City Public Works Department

Fare Structure

Following a brief period of a fare free policy during the COVID-19 pandemic, fares were reinstated January 3, 2023 (FY2023), and there are a number of payment options as shown in Table 14. Standard JAC fixed route fares for a one-way trip are \$1.50 for adults and \$0.75 for seniors, youth, military, and persons with disabilities. Children aged four and under ride free with an adult. Standard and reduced monthly passes are also offered for \$40 and \$20 respectively. JAC Assist fares are \$3 per one-way trip within ¾ mile of a fixed route, and \$6 per one-way trip in the extended 1-mile zone of a fixed route. Monthly passes are also available for \$60, and JAC Assist service allows a personal care attendant at no cost to riders. JAC now offers contactless payment through Token Transit, which is a phone-based application.

Table 14. JAC Fares

JAC Fixed Route	Cash Fares	Contactless Fares through Token Transit
Standard Adult	\$1.50	X
Reduced Senior/Youth/Disabled/Military	\$0.75	X
Monthly Pass Standard	\$40	X
Monthly Pass Reduced	\$20	X
Children 4 & under	Free	
Transfers	Free (for one hour)	
JAC Assist	Cash Fares	Contactless Fares through Token Transit
One-Way Trip within 3/4 mile of fixed route	\$3	X
One Way Trip within 3/4 and 1 mile of a fixed route	\$6	X
JAC Assist Monthly Pass	\$60	X
Personal Care Attendants	Free	

Monthly and One-Trip Hopper bus passes are available at four locations:

- JAC Operations Office, 3770 Butti Way, not accessible by fixed-route transit
- Treasurer's Office, City Hall, 201 N. Carson St., accessible on Route 3
- Carson City Library, 900 N. Roop St., accessible on Routes 2A and 2B

Discount Program for Seniors: A state grant from the Nevada Aging and Disability Services Division offers seniors 60 and older unlimited free fixed-route rides upon registration with JAC at the Carson City Senior Center. It is known as the Senior Bus Pass Program, and passes are valid from July 1 to June 30th, as long as funding remains available.

Transfers throughout the JAC system are free to customers with cash fares to complete a trip in one direction only. They must be used within one hour of the time they are purchased and cannot be used to go between Routes 2A and 2B.

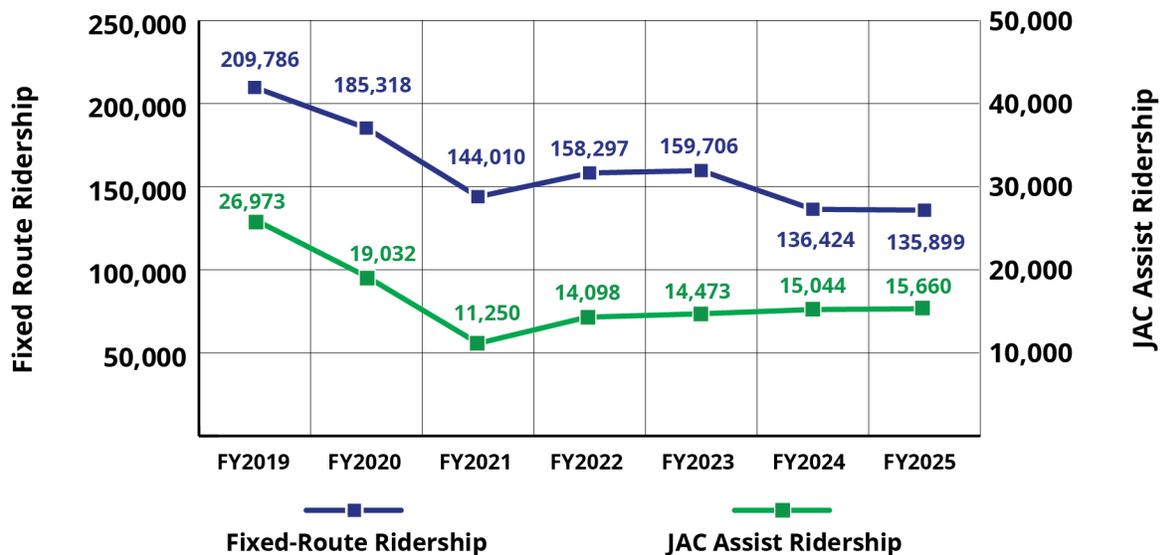
Transfers between JAC and the RTC REGIONAL CONNECTOR, which provides service between Reno and Carson City, are free. Passholders who present a transfer with their pass do not have to pay an additional fare.

JAC Performance

System Ridership

Total ridership has fallen since pre-COVID-19 pandemic levels as shown in Figure 16, dropping 35% since FY2019. Nationally, bus ridership has recovered to 86% of pre-COVID levels, with cities under 100,000 in population generally showing slightly higher recovery rates.⁴ The American Public Transit Association has found that bus ridership gains since COVID-19 have tended to have a younger average age than prior riders, and work in service industry jobs that require in-person attendance.

Figure 16. Total Ridership



⁴ American Public Transit Association APTA Public Transportation Ridership Update. <https://www.apta.com/wp-content/uploads/APTA-Policy-Brief-Transit-Ridership-May-2025.pdf>

Beginning March 2020, stay-at-home orders in response to the COVID-19 pandemic began rolling out nationwide. The three prior quarters of normal ridership trends mitigated the overall annual ridership loss experienced during the fourth quarter of FY2020 (April-June). FY2021, however, marked the first full fiscal year with significant impacts from changes in travel patterns due to COVID-19. In FY2021, FTA began supporting transit agencies by distributing temporary funding for operating expenses.

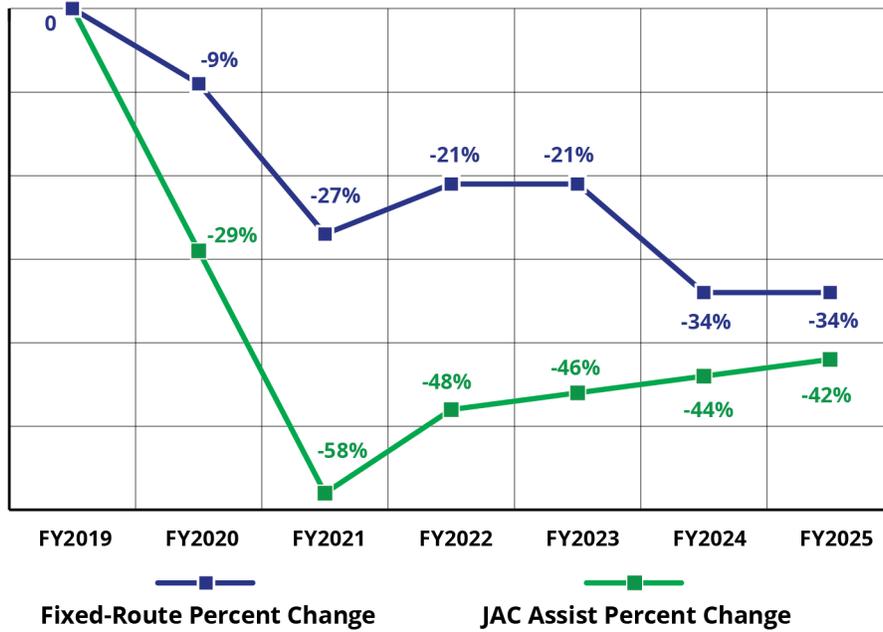
Many transit agencies went fare free during the pandemic, as did JAC. As restrictions lifted in FY2022, ridership began a slow recovery, and JAC's initial ridership patterns matched those of transit agencies around the nation. Fares returned in the third quarter of FY2023, which marks the last year of ridership growth and correlates to the re-introduction of fares. The obvious impacts of the pandemic aside, ridership was also heavily influenced by the local economy's recovery.

Data is still being collected, but national ridership recovery indicates higher levels of residential-to-commercial trips over commuters returning to the office for work. Non-office jobs, such as those in the restaurant industry, seem to be rebounding faster. The types of employment that people are currently using transit for are those associated with lower wages and non-traditional hours. Although the amount of office-commute ridership on JAC before the pandemic was likely low due to frequency of service, midday is when the system is most utilized, which corroborates trip purposes other than commuting (during traditional morning and evening hours).

The impact on the transit industry from national and global events of the last few years as well as current economic uncertainty, including changing local and tourist-based travel demand, hiring and workforce implications, uncertainty of public funding, and the impacts of increased costs of goods and services, may take years to understand the full effect on rider behavior. In the face of economic uncertainty, transit can be the public safety net that helps people stay housed and remain in the region because they can access critical services and needs.

JAC Assist ridership was disproportionately impacted by COVID-19. Between FY2019 and FY2021, there was a 58% reduction in paratransit ridership compared to a 27% reduction in the fixed route system as shown in Figure 17. While paratransit service experiences significantly fewer annual boardings than fixed route service, magnifying this stark difference, the disruption caused by the public health crises cannot be understated. In the years since, JAC Assist has reached more parity with fixed routes.

Figure 17. Change in Ridership by Mode



Fixed Route Ridership

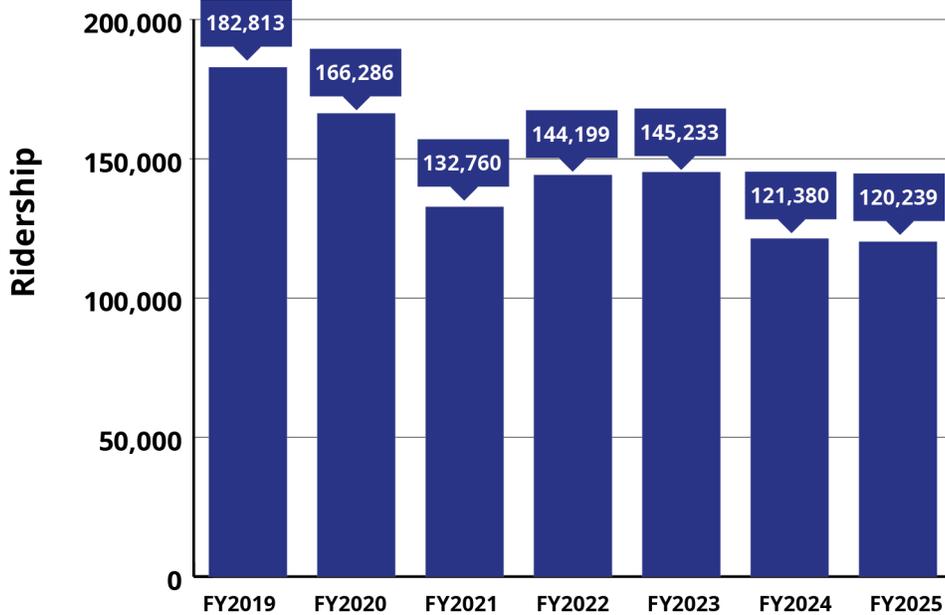
Annual Ridership

Figure 18 shows how fixed route ridership has changed over the past eight years, peaking at approximately 182,000 riders in FY2019 and decreasing to just over 120,000 in FY2025. Ridership temporarily rebounded during the fare free period that ended in FY2023.

Reasons for the downturn in ridership in FY2024 and FY2025 are not as obvious as a global pandemic. Data will lag, but there may be a number of factors contributing to the decline. These include:

- Reinstatement of fares in January 2023 (FY2023)
- A potential shift to other modes by former riders
- A potential increase in personal vehicle ownership
- Inconsistencies in service reliability

Figure 18. Fixed Route Annual Ridership



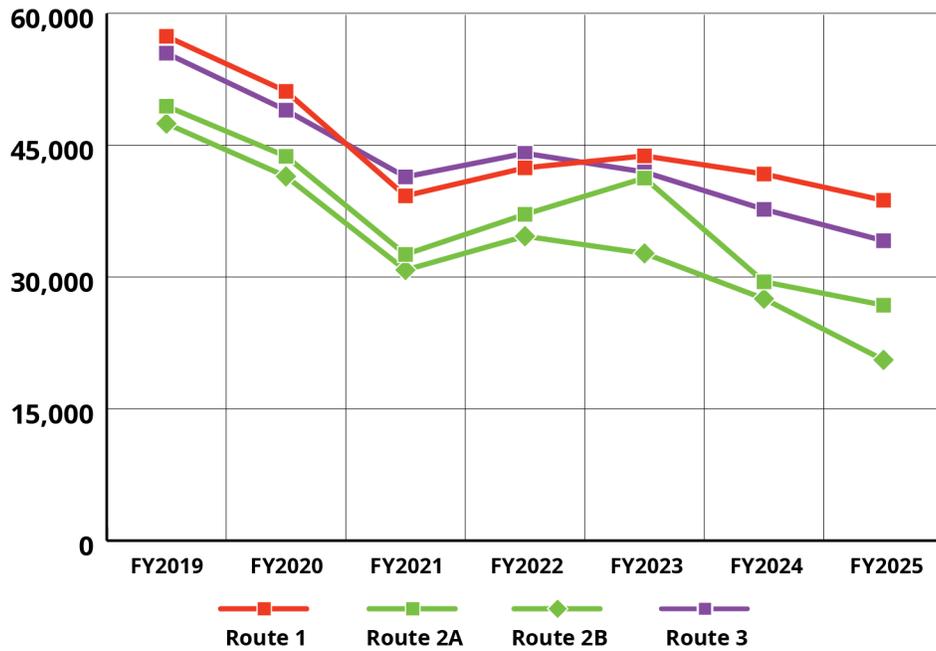
During the early years of the pandemic, economic policies were established to support communities experiencing hardship. Federal relief from the CARES Act in Q4 of FY2020 expanded unemployment benefits to those impacted by the pandemic, which spiked to just over 8% in calendar year 2020.⁵ In Q4 of FY2021, the American Rescue Plan Act (ARPA) was signed, which provided rental support and cash assistance to keep people in their homes and in the workforce. The Nevada governor issued a moratorium on evictions and foreclosures.

Ridership by Route

Over the past five years, Route 1, followed closely by Route 3, has had the most boardings, as shown in Figure 19. The one-way loops that make up Routes 2A and 2B provide bi-directional service except for a few deviations along each route by running in opposite directions (clockwise, and counterclockwise, respectively) have the lowest ridership. Linear, bi-directional routes with few deviations from the main road are associated with higher ridership, and the JAC system is no exception. Loop routes are meant to provide geographic coverage that ensure people without other means of transportation, particularly those eligible for paratransit, have service. Ridership is likely impacted by the routes being more circuitous than is convenient for riders, in at least one direction.

⁵ Nevada Governor's Office of Economic Development (GOED). <https://goed.nv.gov/wp-content/uploads/2025/04/2024-GOED-Annual-Report.pdf>

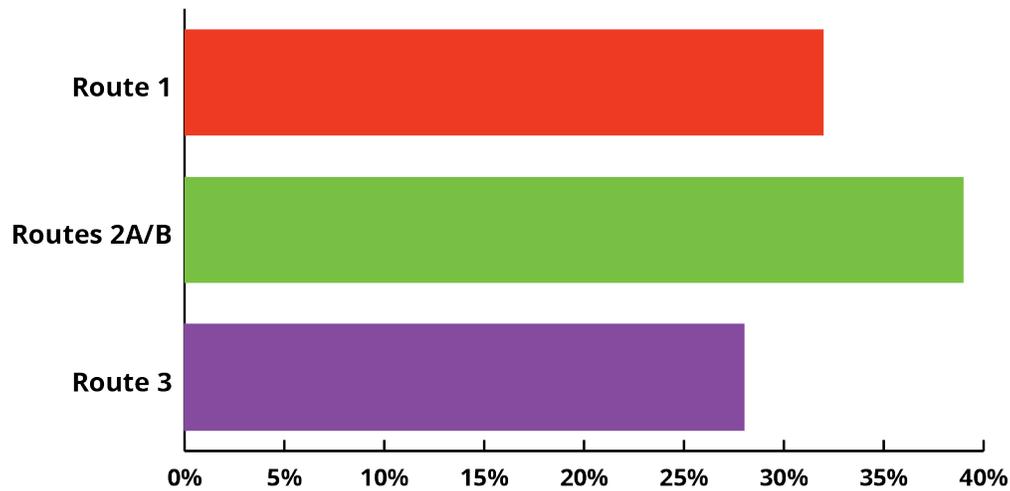
Figure 19. Ridership by Route



Since FY2019, ridership has fallen 33% on route 1 and 38% on Route 3. Route 2A has dropped 46% and Route 2B has dropped 57%. The biggest year-over-year drop for all routes was in FY2021, as expected. During the pandemic, transit systems across the country were able to identify routes that carried riders most dependent on transit, and traveled to destinations that stayed open for business by looking at the smallest declines in ridership loss. For JAC, that was Route 3, which lost only 15% of boardings from FY2020, compared to 23% on Routes 1, and 26% on Routes 2A and 2B, respectively. Route 3 continued to have the highest boardings among all routes in FY2022. All routes saw a slight recovery in FY2022, with ridership increasing by 8% on Route 1, 14% on Route 2A, 12% on Route 2B, and 6% on Route 3.

All routes operate hourly, but with Routes 2A and 2B providing two buses to serve the same geography, The 2A/B account for 50% of the service provided. As shown in Figure 20, the combined ridership of Routes 2A and 2B accounted for 39% of total riders in FY2025. This suggests there is room for improvement on these routes to make the service more useful.

Figure 20. Percent of Total Boardings by Route, FY2025

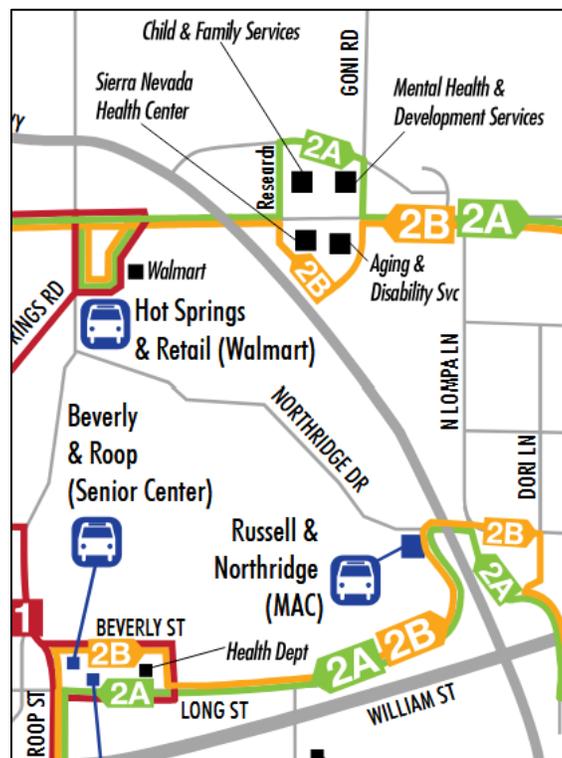


During the pandemic, transit agencies dealt with spikes in labor shortages and disruptions to the supply chain, which impacted maintenance and vehicle fleet. JAC did experience service disruptions during this time, and JAC and the contract operator worked to mitigate the negative impact on riders by ensuring geographic coverage. For Routes 2A and 2B, this meant service in only one direction at times. From a rider perspective, if a rider waits on the wrong side of the street because they did not get an update that buses are only operating in one direction, it can reduce confidence in the bus system and turn people away from riding in the future. Missed trips will happen in all transit system as unexpected circumstances arise. The ability to inform customers and recover quickly before the next scheduled trip are key components of instilling confidence in riders.

Route frequency is one reason ridership may be low on Routes 2A and 2B. Loop routes with hourly service work best for short distance trips, and when the duration of the trip works for the schedule. For example, a person at Airport Road and E Nye Lane can arrive at the Walmart in 10 minutes on Route 2B, but the next return trip on Route 2A is either 45 minutes later or an hour and 45 minutes later, including walk time to and from the bus stop from Walmart. If a rider considers the options for the short return trip to be either too soon, or too long to wait, they may find alternative travel modes. A service operating more frequently would make the service more attractive to potential riders.

Route consistency and stop locations may also impact Routes 2A and 2B ridership. Each route deviates from the other in a few locations throughout the system, as shown in Figure 21, at East College Parkway just east of I-580, at the residential area at N Lompa Lane, Carmine Street, and Dori Way, and at Long and Beverly Streets between Marian Avenue and North Roop Street. There is a learning curve for new riders regarding the correct place to wait for a bus in each direction, the farther the stop is from the first trip. Wayfinding, signage, and online information are needed to help passengers feel confident where to catch a return trip on the opposite route. This also requires riders to know that the route they use to get somewhere is not the same route they would ride to return to their starting point, unless they ride all the way around the full loop.

Figure 21. Route Deviations on Routes 2A and 2B



Ridership by Time of Day

Boardings per revenue hour is a key metric for transit agencies. With JAC service operating hourly, average boardings per trip is the same as average boardings per revenue hour. This measure helps indicate when the service is useful to most riders.

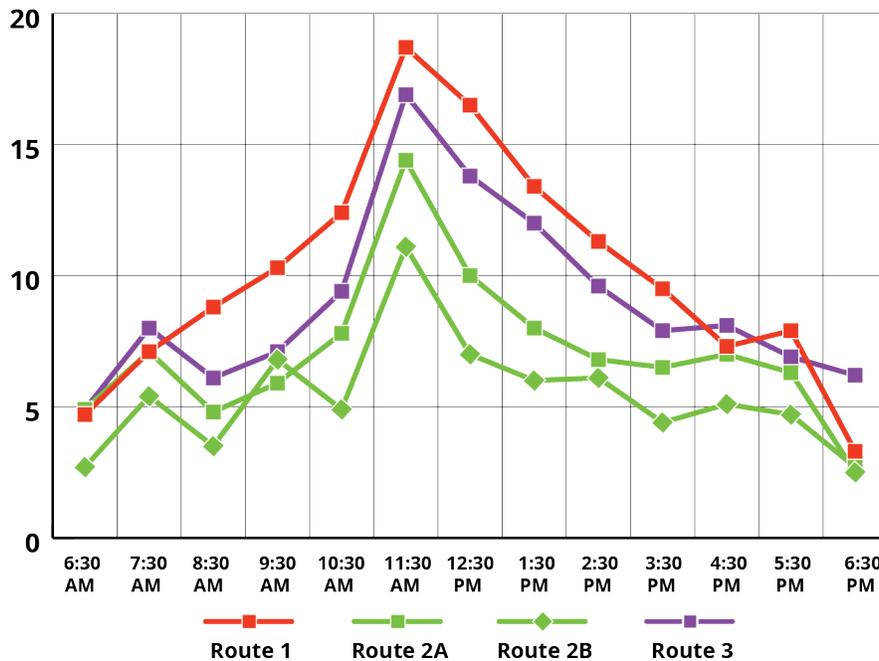
For a small urban system with hourly service, 10 boardings per revenue hour is often considered efficient. Hourly boardings should aim for at least eight boardings per revenue hour.

As shown in Figure 22, based on an ideal target of 10 or more riders per hour, the most productive routes and trips in FY2025 were:

- Route 1: Trips between 9:30 a.m. and 4:26 p.m.
- Route 2A: Trips between 10:30 a.m. and 2:26 p.m.
- Route 2B: The 11:30 a.m. trip.
- Route 3: Trips between 10:30 a.m. and 3:26 p.m.

Trip information at the route level by day of week was not available at the time of this analysis, but is being collected now for future monitoring. Saturday ridership has ranged between 42% and 67% of weekday ridership over the past two fiscal years, and so this graph likely underestimates weekday demand.

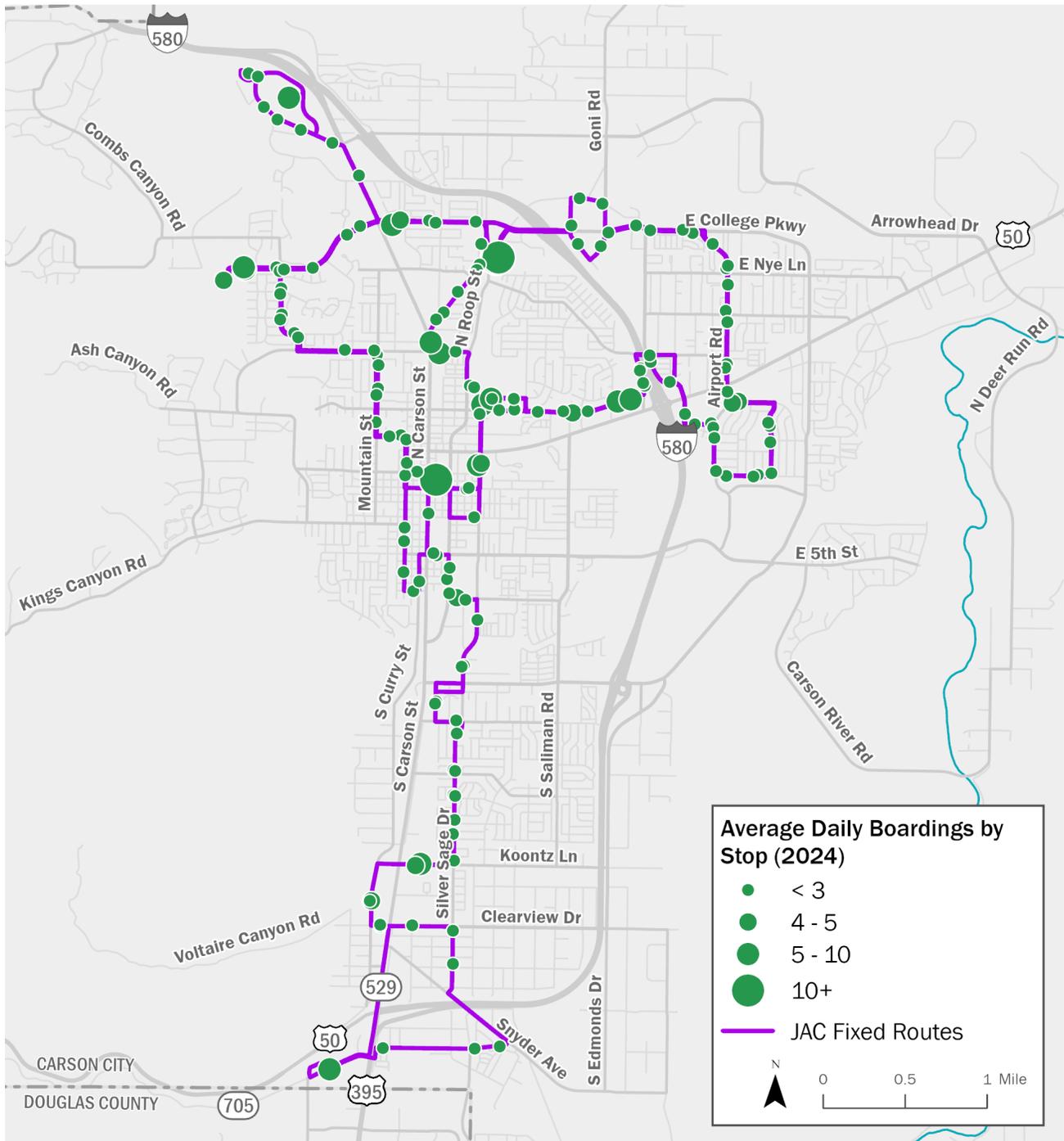
Figure 22. FY2025 Average Daily Boardings by Trip, by Route



Ridership by Stop

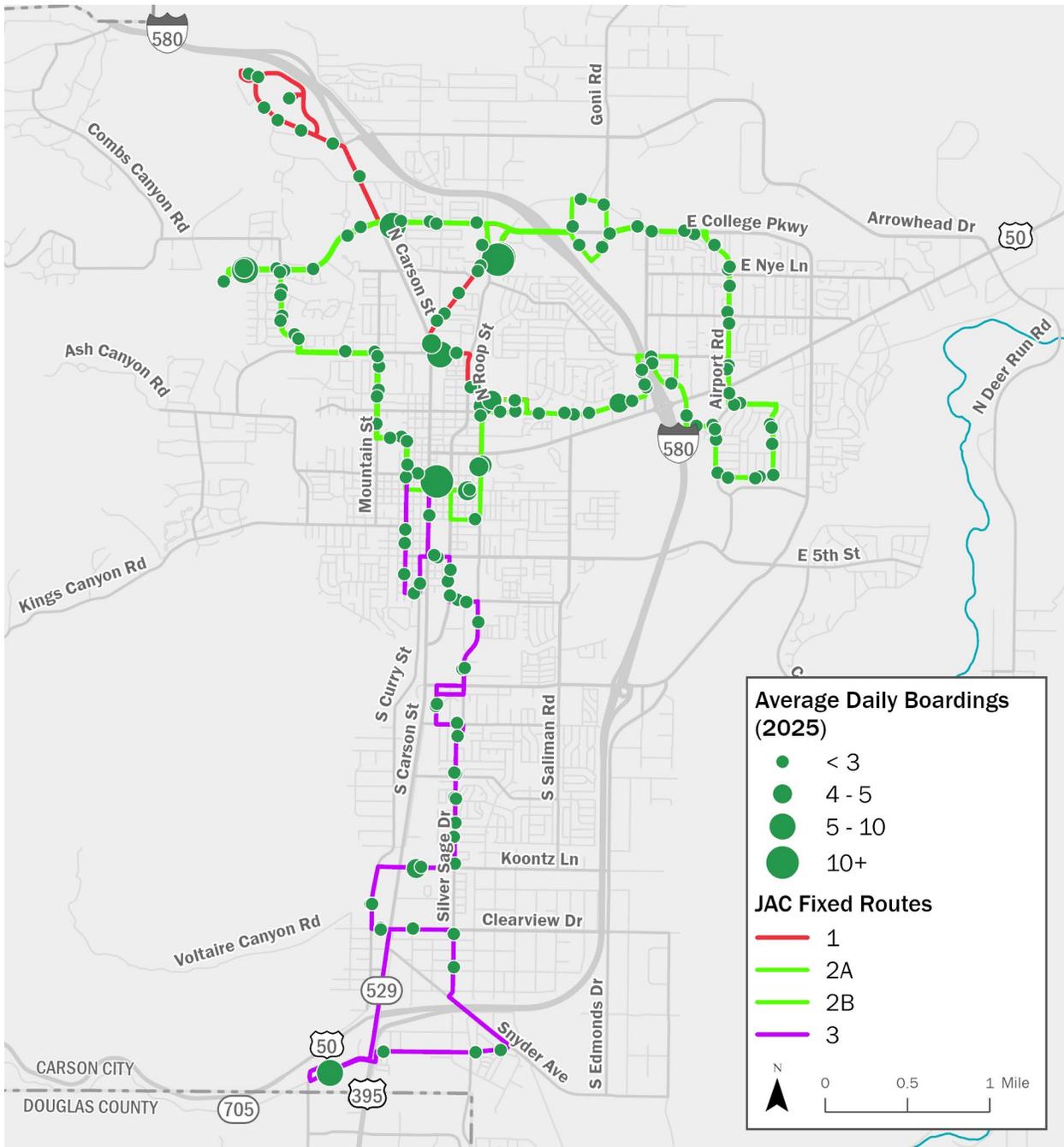
Ridership at the stop level, based on average daily boardings calculated from annualized data, shows where ridership hotspots are located throughout the network, and provides a look at corridors that may be underutilized. Figure 23 shows hotspots from FY2024 based on average daily boardings. This same information for FY2025 is shown in Figure 24 for comparison.

Figure 23. FY2024 Average Daily Boardings by Stop



Key destinations are the Downtown Transfer Plaza, Walmart, Carson City Senior Center, North Carson Street & Winnie Lane, the Carson Tahoe Regional Medical Center, Western Nevada College, Carson City Public Library, Raleys, and Costco.

Figure 24. FY2025 Average Daily Boardings by Stop



There were 307 days JAC operated in FY2025. While some stops are served by multiple routes, each stop is served at least eight times per day on Saturdays, and 13 times per day on weekdays. An average of one boarding per day would be about 308 boardings per year.

The Walmart stop, which is served by Route 1, 2A, and 2B, averages 30.3 boardings per day. With three routes serving it, that means on 255 weekdays of the fiscal year, Walmart was served on 39 on-hour headway trips, and on Saturdays, 53 days of the year, there were 24 one-hour headway trips available. There are likely certain times of the day than others when greater numbers of riders are traveling to key destinations such as Walmart, as ridership is not uniform across the span of any given day. This data is not available at the level of granularity needed to refine the analysis. However, in areas like the Costco at the southern end of Carson City as an example, it would be useful to better understand if the transit system is serving employees on their way to work and whether there are alternative services that could be considered at certain times of day that could provide connections to other destinations with peak demand.

There are several key takeaways based on a review of JAC stop level ridership. Many of the challenges listed below could be addressed with very little cost, if any. These observations include the following:

- There tends to be lower ridership at locations where bus stops are not evenly paired (i.e. both sides of the street) for a return trip.
- The two-mile corridor along Routes 2A and 2B between downtown Carson City and College Parkway near Western Nevada College only has one stop (northbound/Route 2A) with less than one boarding a day and is located less than a third of a mile from North Carson Street, which means if service were moved to North Carson Street, many current riders would still have access to the route.
- Boardings in some areas with one-way only service have higher boardings than expected, such as near West 10th Street, where all trips arrive from downtown but do not return to downtown. In this situation, the closest stop to connect with another route or to go back to downtown is over a third of a mile away at East 5th Street and South Plaza Street. This similar scenario also exists along Clear Creek Avenue where all trips head north, but a return trip requires a rider to wait for a driver layover at Fuji Park near Costco.
- More than five riders per day board at the hospital on the Medical Parkway loop on Route 1, however there is very little daily ridership on the rest of the loop.
- There is a significant amount of service to and near the Carson City Senior Center. The stop closest to the Senior Center picks up an average of seven riders per day between Routes 1 and 2B. Northbound Route 1 trips deviate off Rook Street to provide near front door service to the Senior Center, but there is a stop at Rook Street between Long Street and Beverly Drive that is less than a tenth of a mile from the Senior Center door. The current Route 1 deviation adds four minutes to the trip for riders trying to access higher ridership stops along North Carson Street, Hot Springs Road, Walmart, and the Carson Tahoe Medical Center. The stop along westbound Long Street is also less than a tenth of a mile from the entrance to the Senior Center.

With the Senior Center and the Department of Health and Human Services closing between 4:30 p.m. and 5 p.m. on weekdays, there is an opportunity to reduce deviations after normal business hours.

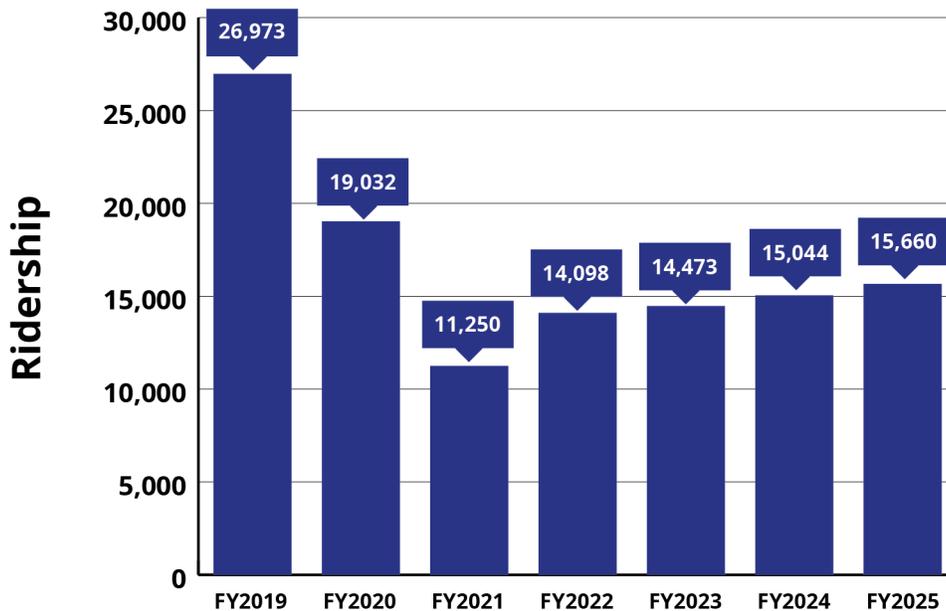
- The stop at the Raleys on Route 3 is likely successful because it is an example of a stop that serves many uses. There is higher density housing to the north side of Koontz Lane and major trip generators (grocery shopping, medical, and other commercial). It is also a short walk to the destinations people are likely to be accessing.

JAC Assist Ridership

Measuring complementary paratransit success looks different from that of fixed route service. Whereas more riders on fixed routes represent increased efficiency, because each scheduled trip happens whether there are riders or not; JAC Assist only completes requested trips. However, the goal for paratransit service is not to have the lowest possible ridership, but rather to understand whether available resources are meeting the existing and projected needs of the community.

In FY2025, JAC Assist had 382 eligible riders. Figure 25 shows the change in annual JAC Assist ridership. Ridership is lower than its pre-COVID peak, however, has grown at a slow pace since the recovery began in FY2022.

Figure 25. JAC Assist Ridership by Fiscal Year



Of the top 15 pickup or drop off locations, nine were residential, which suggests there are some users who rely heavily on this service. The top five non-residential destinations of paratransit riders, and the total count of pickups or drop-offs at these locations in FY2025 were:

- DaVita Dialysis at 3246 North Carson Street: 9,224
- Liberty Dialysis at 4500 South Carson Street: 1,344
- Moving Forward at 284 East Winnie Lane: 1,267
- Marshalls at 911 Topsy Lane: 549
- Walmart (North) at 3200 Market Street: 544

JAC Productivity

Understanding where and when people ride the bus is a crucial first step in understanding whether the service is living up to its potential. By examining ridership against the level of service (as mentioned previously in the Walmart example) as well as the cost to operate the service, there is a better understanding of what benefits riders most while maintaining sustainable operations.

System Productivity

Operating costs are linked to vehicle hours because much of the labor costs are associated with driver and staff time, which is a function of vehicle performance and amount of time vehicles are in service. The number of miles helps account for maintenance costs, fuel, and other materials and supplies. Together, they make up the bulk of operating costs. Table 15 shows key productivity metrics for the past five fiscal years.

Table 15. Network Productivity Summary

Fiscal Year	Annual Boardings	Revenue Hours	Operating Cost	Boardings per Revenue Hour	Operating Cost per Boarding	Operating Cost per Vehicle Revenue Hour
2019	196,040	23,350	\$1,278,239	8.4	\$6.52	\$54.74
2020	185,318	20,975	\$1,488,902	8.8	\$8.03	\$70.98
2021	144,010	17,919	\$1,528,486	8.0	\$10.61	\$85.30
2022	158,297	19,091	\$1,900,951	8.3	\$12.01	\$99.57
2023	159,706	20,905	\$1,953,593	7.6	\$12.23	\$93.45
2024	136,424	20,941	\$2,210,378	6.5	\$16.20	\$105.55
2025	135,899	18,979	\$2,307,133	7.2	\$16.98	\$121.56

Source: JAC Transit

Fixed Route Productivity

Using the figures CAMPO submitted to the National Transit Database (NTD), it becomes clear that rising costs to operate a mostly stable amount of service without increasing ridership results in productivity measures that aren't trending in a positive direction as shown in Table 16.

Transit productivity measures are cyclical and often impacted by external factors outside the control of transit agencies, such as gas prices and unemployment. However, during harder times, fiscally constrained plans become even more important because they help guide agencies by identifying available resources and message expectations to the community. Riders can also help determine the best way to mitigate hardship. It is crucial during times of service restrictions that riders who are impacted by these decisions have a voice and an opportunity to help shape the system. Potential options to mitigate these challenges will be explored in the service alternatives section.

Table 16. Fixed Route Productivity Summary

Fiscal Year	Annual Boardings	Revenue Hours	Annual Vehicle Revenue Miles	Operating Cost	Boardings per Revenue Hour	Operating Cost per Boarding	Operating Cost per Vehicle Revenue Hour	Operating Cost per Revenue Mile
2019	169,067	14,972	173,684	\$776,126	11.3	\$4.59	\$51.84	\$4.47
2020	166,286	14,930	172,492	\$1,237,602	11.1	\$7.44	\$82.89	\$7.17
2021	132,760	13,045	150,741	\$1,116,587	10.2	\$8.41	\$85.60	\$7.41
2022	144,199	13,330	156,711	\$1,486,219	10.8	\$10.31	\$111.49	\$9.48
2023	145,233	14,784	170,734	\$1,432,317	9.8	\$9.86	\$96.88	\$8.39
2024	121,380	14,777	171,025	\$1,647,933	8.2	\$13.58	\$111.52	\$9.64
2025	120,239	13,620	168,441	\$1,770,600	8.8	\$14.73	\$130.00	\$10.51

Source: JAC Transit

JAC Assist Productivity

JAC Assist ridership has fallen from Pre-COVID levels, the operating costs per boarding and revenue hour have also fallen in recent years, as shown in Table 17.

The increase in the boardings per revenue hour is particularly positive, because although boardings per revenue hour is still 9% lower than in FY2019, there was an almost 20% increase between FY2024 and FY2025.

Table 17. JAC Assist Productivity Summary

Fiscal Year	Annual Boardings	Annual Vehicle Revenue Hours	Annual Vehicle Revenue Miles	Operating Cost	Boardings per Revenue Hour	Operating Cost per Boarding	Operating Cost per Revenue Hour	Operating Cost per Revenue Mile
2019	26,973	8,378	81,720	\$502,113	3.2	\$18.62	\$59.93	\$6.14
2020	19,032	6,045	55,960	\$251,300	3.1	\$13.20	\$41.57	\$4.49
2021	11,250	4,874	42,629	\$411,899	2.3	\$36.61	\$84.51	\$9.66
2022	14,098	5,761	52,664	\$414,732	2.4	\$29.42	\$71.99	\$7.88
2023	14,473	6,121	55,302	\$521,276	2.4	\$36.02	\$85.16	\$9.43
2024	15,044	6,164	58,187	\$562,445	2.4	\$37.39	\$91.25	\$9.67
2025	15,660	5,359	43,227	\$536,534	2.9	\$34.26	\$100.12	\$12.41

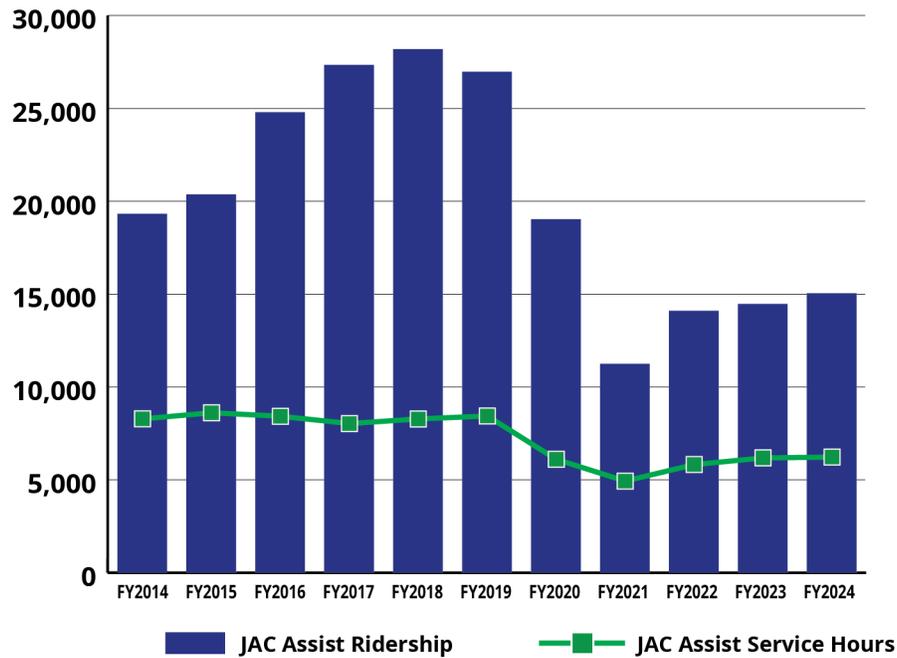
Source: JAC Transit

JAC operating costs increased 6.9% between FY2019 and FY2025. However, adjusting for the consumer price index, the equivalent of the \$502,113 operating cost in 2019 would be the equivalent of \$632,300 of buying power in 2025.⁶ This cumulative rate of inflation of 25.9% helps explain the increase in operating cost per boarding, per revenue hour, and per revenue mile.

Looking at pre-COVID data, ridership on JAC Assist was significantly higher than today, but the service hours have remained relatively stable since FY2022, as shown in Figure 26. This means most rides in recent years have been scheduled with more people on board than during the time leading up to the pandemic.

⁶ Calculator.net: <https://www.calculator.net/inflation-calculator.html> , US Inflation Calculator: <https://www.usinflationcalculator.com/>.

Figure 26. JAC Assist Ridership Compared to Service Hours



Capital Assets

JAC capital assets include vehicle fleet, facilities and infrastructure, and technology and equipment. Tracking and management of capital assets, and planning efforts for vehicle replacement can be found in the following plans:

- CAMPO Transportation Improvement Program for Federal Fiscal Year 2025 through 2028⁷
- JAC Transit Asset Management Plan for Federal Fiscal Year 2023 – 2026⁸
- CAMPO Zero-Emissions Transition Plan (2024)⁹
- Carson City JAC Transfer Center Study (2023)¹⁰

⁷ [Transportation Improvement Program](#)

⁸ [638681239567700000](#)

⁹ [638676041599400000](#)

¹⁰ [638586406879570000](#)

Fleet

Seven vehicles are used daily for fixed route and paratransit service, four for fixed route, and three for paratransit. To futureproof the system, newer fleet purchases are intended to be flexible for use for fixed route or paratransit service. This allows JAC to stay current with preventative maintenance and reduce out-of-service time when there are unexpected fleet issues. JAC has one non-revenue vehicle. Table 18 provides detailed information on the JAC rolling stock.

Table 17. JAC Rolling Stock and Equipment

Rolling Stock or Equipment	ID Number	Asset Class	Asset Description	Make and Model	Seating Capacity	Wheel-chair Seats	Acquisition Year	Age	Mileage (6/30/25)
Rolling Stock	4238	Cutaway Bus	21-ft Chevy G3500	Arboc Spirit of Mobility	8	2	2012	13	227,270
	4239								235,237
	4241	Cutaway Bus	24-ft Chevy G3500		17	2	2015	10	109,716
	4242								127,631
	4243	Bus	35-ft GMC C5500	Arboc Spirit of Liberty Low Floor	34	2	2016	9	175,260
	4244								213,638
	4245						2017	8	191,438
	4249	Bus	34-ft Freightliner	Arboc SOL34	32	2	2019	6	136,786
	4250								134,165
	4251	Cutaway Bus	24-ft Chevy Express 4500	Arboc Spirit of Mobility	19	1	2020	5	71,288
	4252								51,758
	4253	Minivan	19-ft Minivan	Ram Promaster 3500	9	1	2022	3	37,926
	4254	Cutaway Bus	28-ft Chevy Express 4500	Arboc Spirit of Mobility	18	2	2022	3	74,215
	4255								67,473
	4256								77,972
	4257								68,827
4258	50,178								
Equipment	5354	Automobile	Truck 1500 Double Cab	Chevy 1500	N/A	N/A	2023	2	7,777

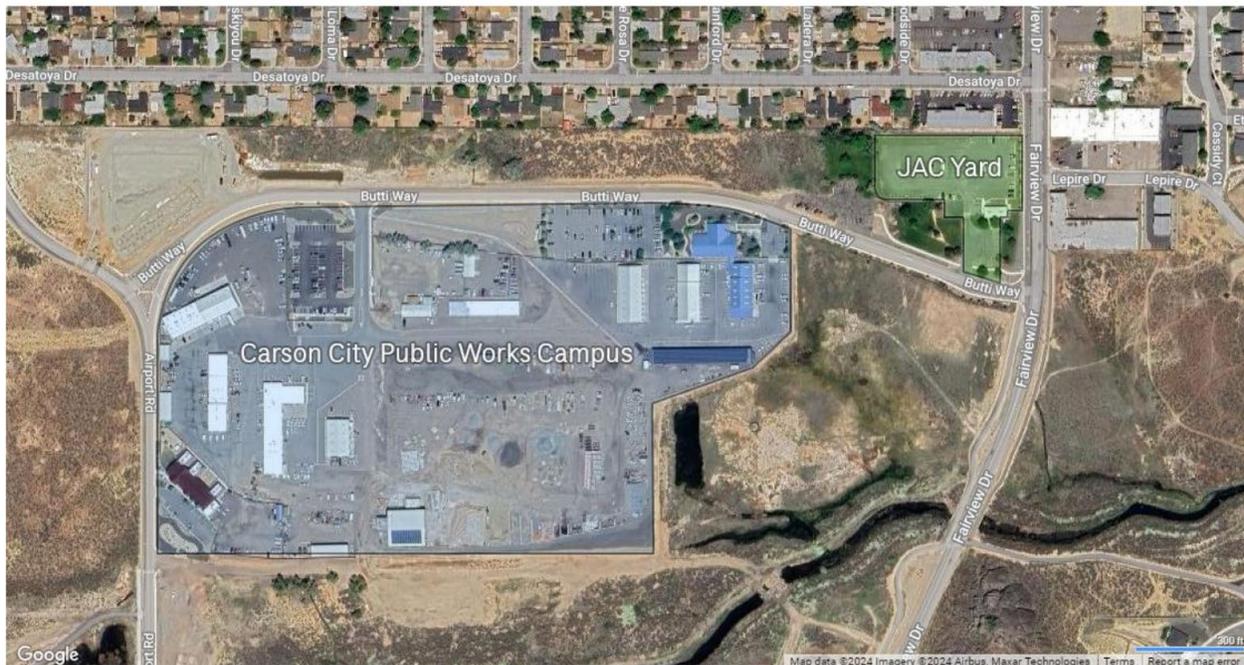
Source: JAC Transit

Per the 2024 CAMPO Zero-Emissions Transition Plan, fixed routes average between 135 and 145 revenue miles per day, and 145 to 165 miles per day including non-revenue miles. Paratransit vehicles average 50 to 90 total miles per day.

Facilities and Infrastructure

JAC administration services are located at 3770 Butti Way, which is open to the public during normal business hours. Vehicles are stored in a gated yard next to the administration building. Access is limited to JAC employees and contracted operators. The maintenance facility and washing bays are across the street at 3303 Butti Way. This area is also gated and access is restricted. Figure 27, shows an aerial view of the facilities includes the Public Works building (blue roof south of Butti Way), Maintenance Facilities (White Roof at the corner of Butti Way and Airport Rd.), JAC yard, and maintenance and washing stations from the CAMPO Zero-Emission Transition Plan.

Figure 27. Carson City Public Works Campus and JAC Yard



Source: Figure 5 of the CAMPO Zero-Emission Transition Plan

Transit Center

The Downtown Transfer Plaza is the hub of the fixed route transit system. There are 200 feet of right-side curb space for transit vehicles. All four routes meet at the plaza once an hour at the same time, referred to as a pulse, which allows for reliable transfers for riders, and is efficient for managing operations such as operator shift changes. Figure 28 shows the transfer plaza from the north, looking south.

Figure 28. JAC Downtown Transfer Plaza



In 2023, a Transit Center Study was completed that recommended improvements to the site.¹¹ Coordination with property owners and pursuit of capital funding for construction, operations, and maintenance were identified as next steps, along with further environmental review and design work.

Short-term recommendations for improvements included:

- Additional shelter space and benches for peak passenger loads
- ADA sidewalk and curb ramp upgrades
- Improved lighting
- Reduction in the distance between stops for bus transfers
- Wayfinding and clear designation for passenger waiting areas so as not to encroach on nearby property

¹¹ [638586406879570000](https://www.638586406879570000.com)

Long-term recommendations for improvement included:

- Restroom facilities for drivers
- Additional and defined vehicle bays
- Real-time route information displays

The recommendations also suggested a modest enclosed building for passenger waiting, staff office, and break facilities, and the installation of vending machines, but noted the site does not have space for this type of facility.

Amenities at Bus Stops

All JAC bus stops have signs indicating where riders should board and alight. Some bus stops have shelters and/or benches. JAC is in the process of initiating a Transit Stop Lighting Project, which is tasked with replacing bus stop signs and providing lighting to selected stops across the city.

Technology and Equipment

JAC contracts with EcoLane for paratransit operations, and TransLoc for real-time vehicle location and on-time performance tracking. Both software applications are used by the contract operator. JAC uses Token Transit for mobile-based fare payment.

Peer Review Analysis

A peer analysis of comparable systems is a method used to identify JAC's strengths and where it might learn from other similar agencies. This review uses 2024 NTD Agency profiles and information publicly available online. The transit systems selected as peer agencies are the same as those in the previous JAC STTP, allowing for a comparison over time, which is particularly interesting post-COVID pandemic. The systems are:

- **River Cities Transit, Longview, Washington.** Located in southwestern Washington, this transit system serves a slightly larger population than JAC, but has over 50% more boardings at approximately 275,000 passengers per year. The system operates 11 fixed routes with hourly and half-hourly service and varying operating hours, with most operating 12.5 hours on weekdays and 10 hours on Saturday.¹²
- **City of Loveland Transit (COLT), Loveland, Colorado.** COLT operates within a slightly larger service area than JAC, but with a comparably sized vehicle fleet. COLT provides service six days a week for 12 hours weekly and nine hours on Saturday through paratransit service and seven fixed routes: five hourly and two half-hourly routes¹³. Though the transit system operates a similar number of service vehicles as

¹² <https://rctransit.org/#more>

¹³ <https://www.lovgov.org/services/public-works/bus-service>

JAC, COLT's annual operating costs are nearly 60% more at approximately \$3.3 million.

- **Great Falls Transit, Northeastern Montana.** Great Falls Transit serves a population and service area similar to Carson City, with 64,735 people over 20 miles. The transit district operates seven fixed routes and paratransit 12.5 hours on weekdays and 8 hours on Saturdays. Six routes provide half-hourly service during peak periods and hourly service mid-day, while one route runs hourly.¹⁴
- **Casper Area Transportation Coalition (CATC), Casper, Wyoming.** CATC serves a population and service area size similar to Carson City. Fifteen full-time bus operators and five part-time bus operators operate nine fixed routes and paratransit service 12 hours a day on weekdays and eight hours on Saturdays.¹⁵

Network Comparison

Table 19 details the service characteristics of the entire transit system (fixed route and demand response/paratransit) were compared to peer transit systems for FY2024.¹⁶ Figure 29 through Figure 32 compare the productivity of JAC to these peers, as well as how JAC performs compared to the group average.

¹⁴ <https://www.gftransit.com/routes>

¹⁵ https://www.casperwy.gov/services/casper_area_transit/about.php

¹⁶ <https://www.transit.dot.gov/ntd/transit-agency-profiles>

Table 18. Peer Agency Service Characteristics

System Name	City	Service Area Population	Service Area (in Square Miles)	Population Density (per Square Mile)	Annual Ridership	Vehicle Revenue Hours	Vehicle Revenue Miles	FY2024 Operating Costs	Maximum Vehicles Operated in Service
River Cities Transit	Longview, Washington	61,598	31	1,987	271,500	44,432	497,601	\$6,178,473	22
City of Loveland, Colorado	Loveland, Colorado	79,352	46	1,725	129,983	28,411	477,071	\$3,869,402	10
Great Falls Transit District	Great Falls, Montana	64,735	20	3,237	363,628	56,803	172,660	\$4,835,829	24
City of Casper	Casper, Wyoming	57,561	27	2,132	134,817	29,024	353,392	\$2,370,886	24
Jump Around Carson	Carson City, Nevada	58,639	26	2,255	121,380	20,941	229,212	\$2,210,378	8
Average		64,377	30	2,267	204,262	35,922	345,987	\$3,892,994	16
Percent Difference from Average		-9%	-14%	-1%	-51%	-53%	-41%	-55%	-67%

Source: National Transit Database <https://www.transit.dot.gov/ntd/transit-agency-profiles>, 2024

Figure 29. Total Ridership per Capita

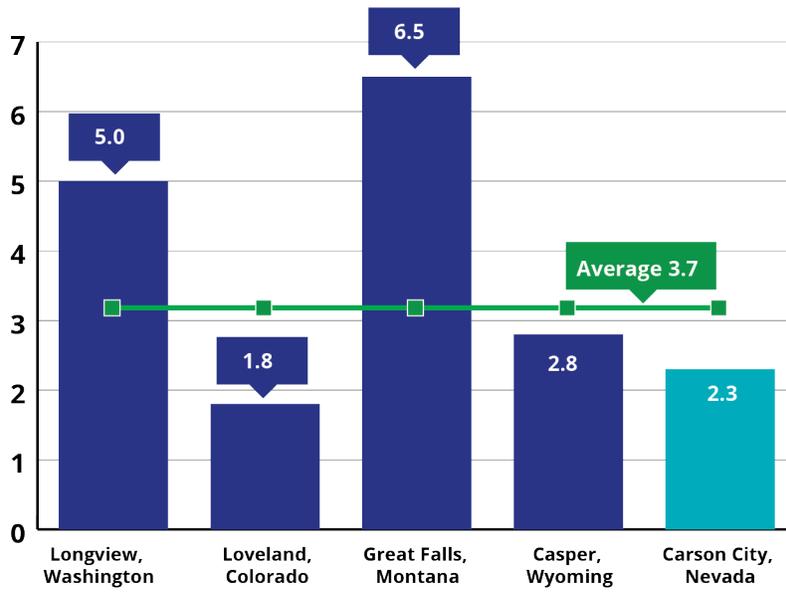


Figure 30. Boardings per Revenue Hour

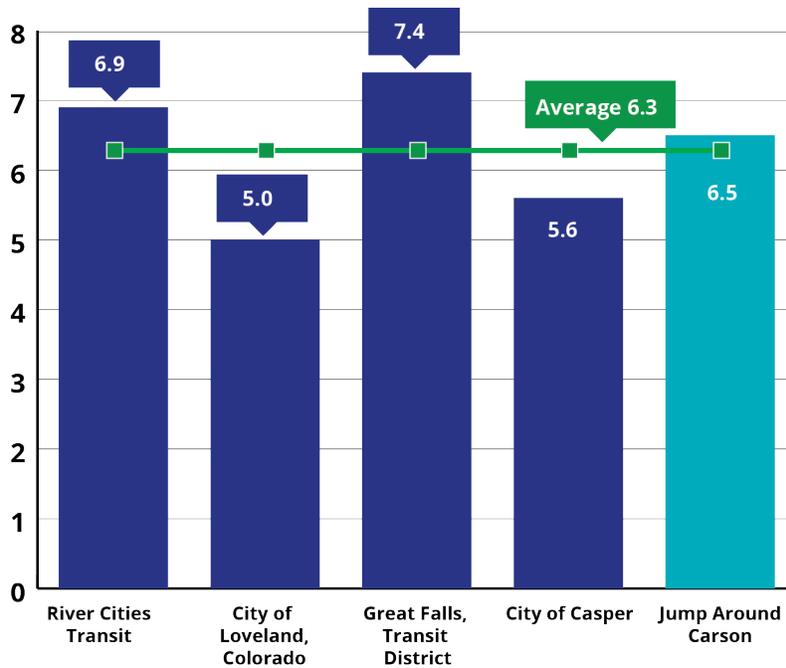


Figure 31. Operating Cost per Revenue Hour

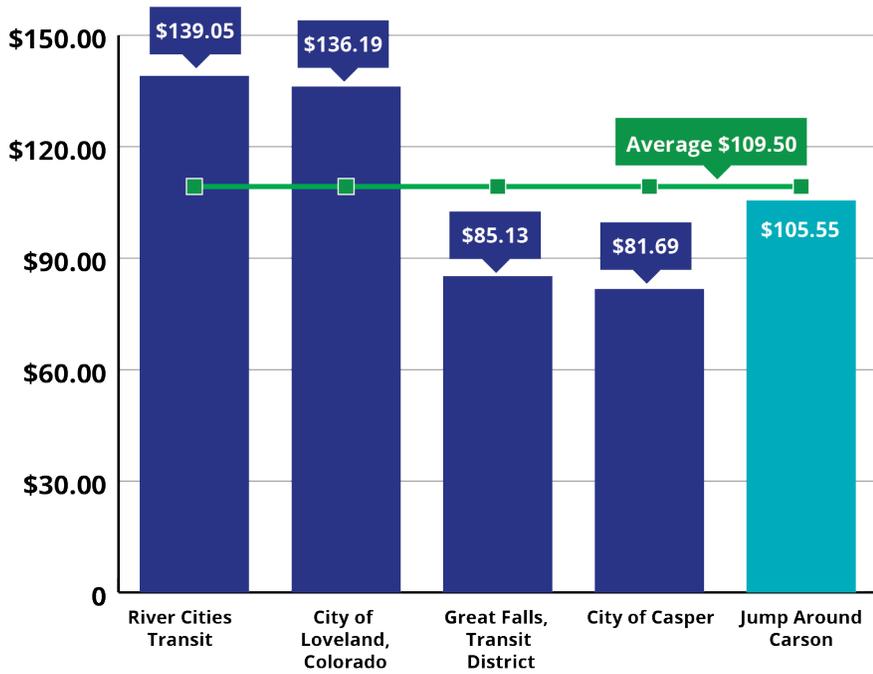
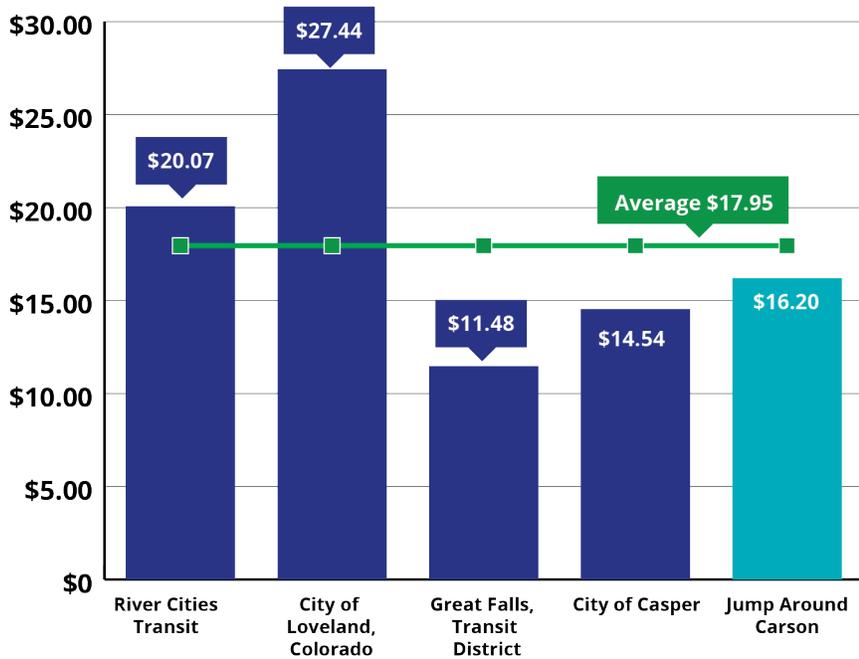


Figure 32. Operating Cost per Boarding



Although JAC has a slightly smaller population and population density compared to the average of the peers, operating costs are significantly lower than the other agencies, which results in less than half of the revenue hours and miles compared to peers. Ridership, however, is only lower than the average by about a third.

Overall, JAC underperforms against the peer average, but represents the median for ridership per capita, cost per revenue hour, and cost per boarding.

Fixed Route Service Characteristics

Fixed route network maps for each peer transit system are shown in Figure 33 through Figure 37. The JAC map is referenced below, but a larger system map is available in Figure 14 in the Jump Around Carson System Description section of this report.

Figure 33. COLT System Map

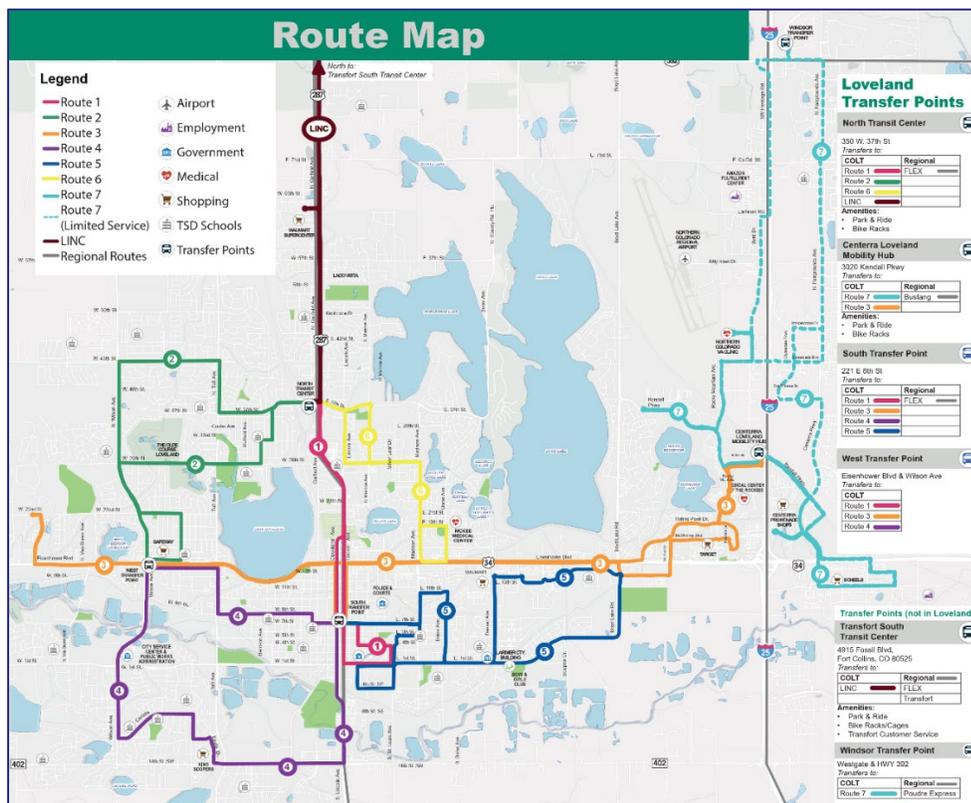


Figure 34. River Cities Transit System Map

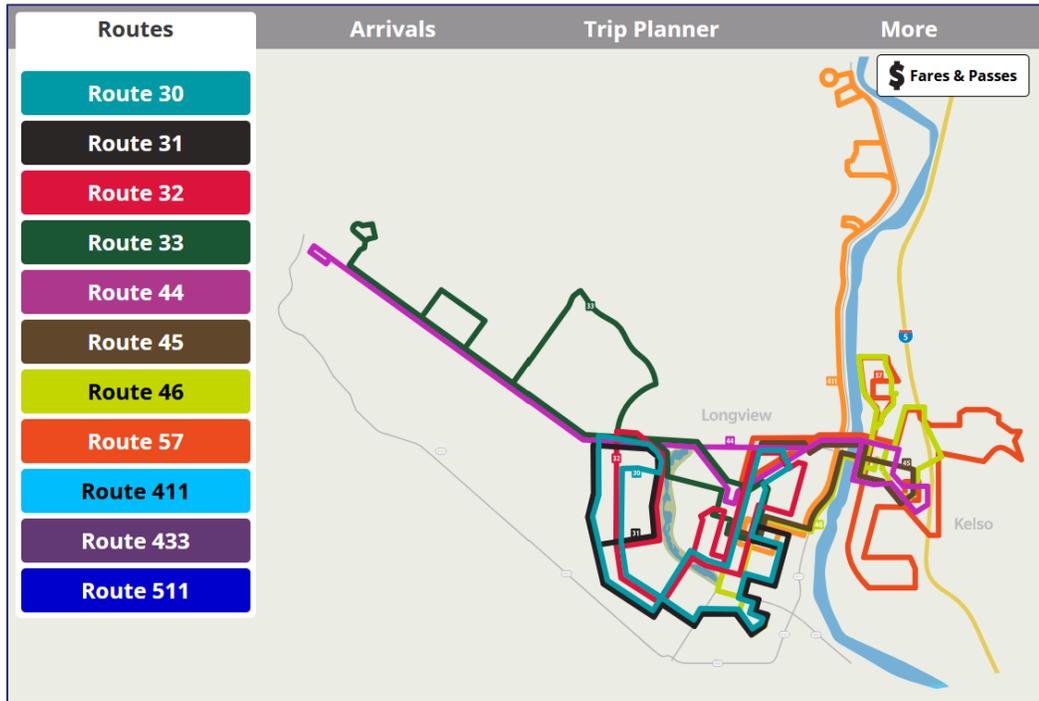


Figure 35. Great Falls Transit System Map

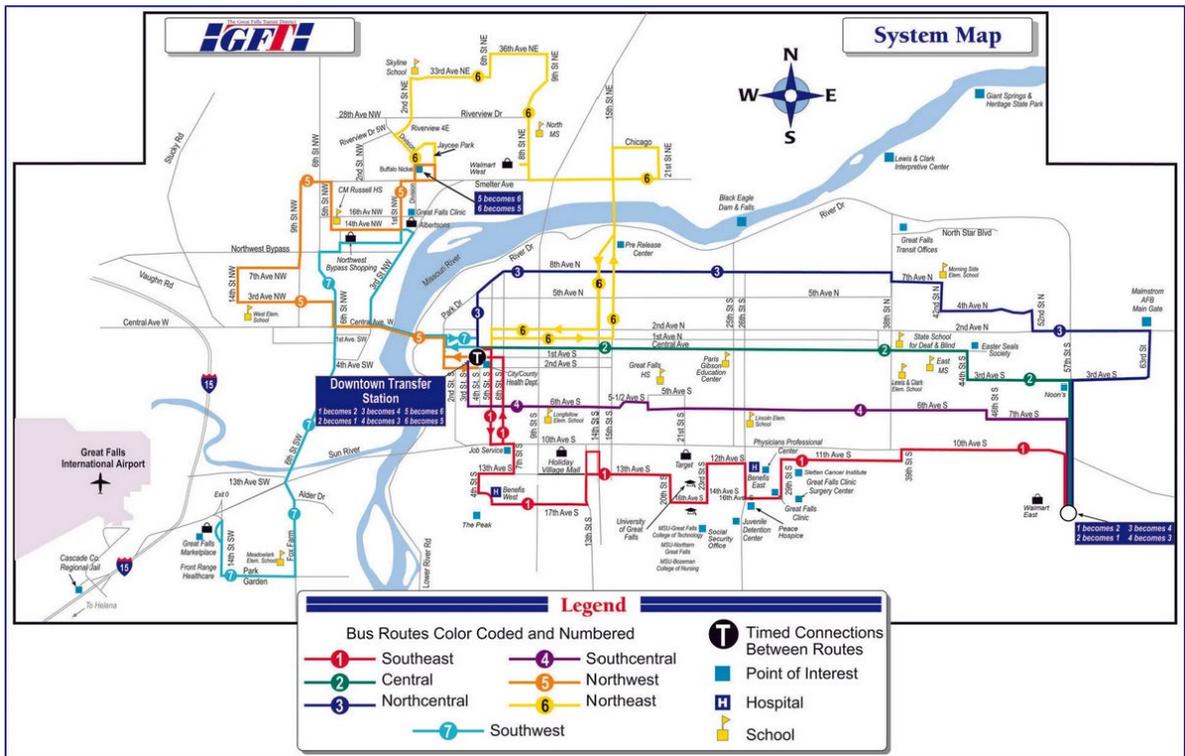


Figure 36. Casper Area Transit System Map

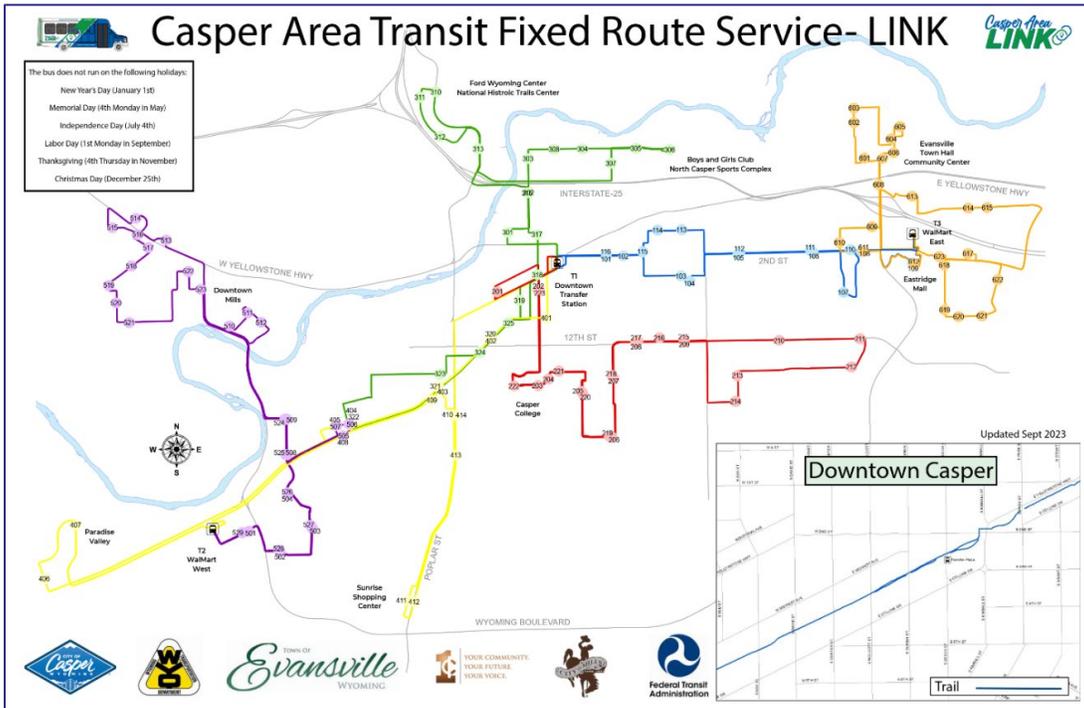


Figure 37. Jump Around Carson Transit System Map

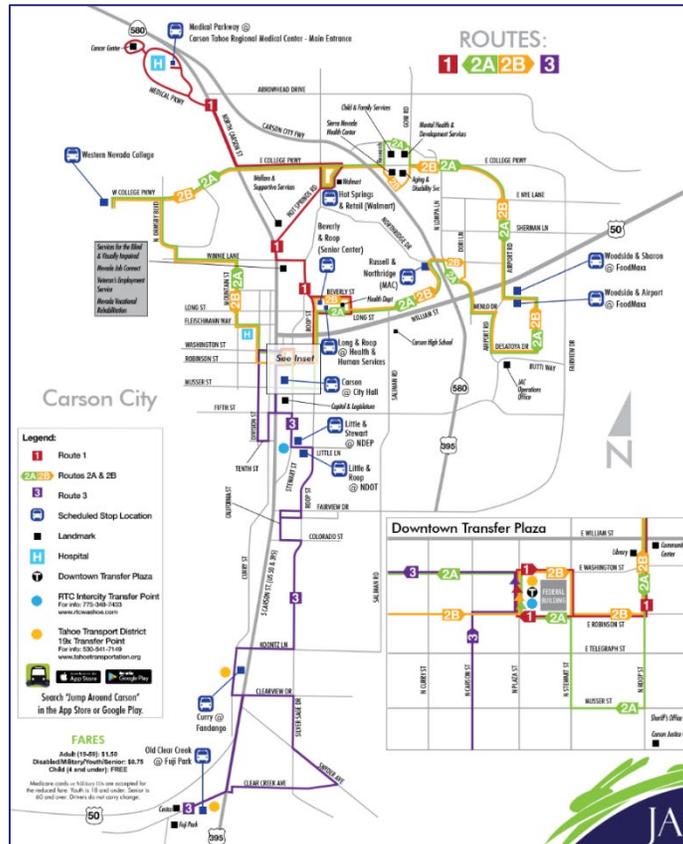


Table 20 compares service characteristics for fixed route service, and Figure 38 through Figure 40 compare JAC productivity to the peer agencies.

Table 19. Fixed Route Service Characteristics of Peer Agencies

System Name	Number of Fixed Routes	Annual Ridership	Vehicle Revenue Hours	Vehicle Revenue Miles	Annual Operating Costs	Maximum Vehicles Operated in Service
River Cities Transit	11	271,500	28,670	1,045,275	\$4,493,830	12
City of Loveland Transit	7	129,983	23,174	411,371	\$3,262,721	7
Great Falls Transit District	7	363,628	33,478	1,504,770	\$3,502,891	13
Casper Area Transit	6	134,817	15,194	185,107	\$958,879	13
Jump Around Carson	4	121,380	14,777	171,025	\$1,647,933	4

Source: National Transit Database <https://www.transit.dot.gov/ntd/transit-agency-profiles>, 2024

Figure 38. Fixed Route Boardings per Vehicle Revenue Hour

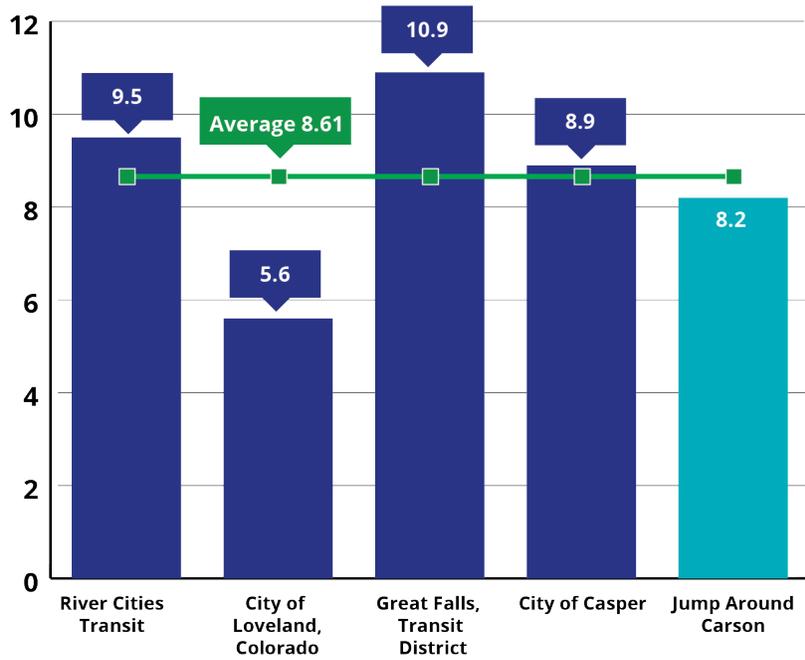


Figure 39. Fixed Route Operating Cost per Vehicle Revenue Hour

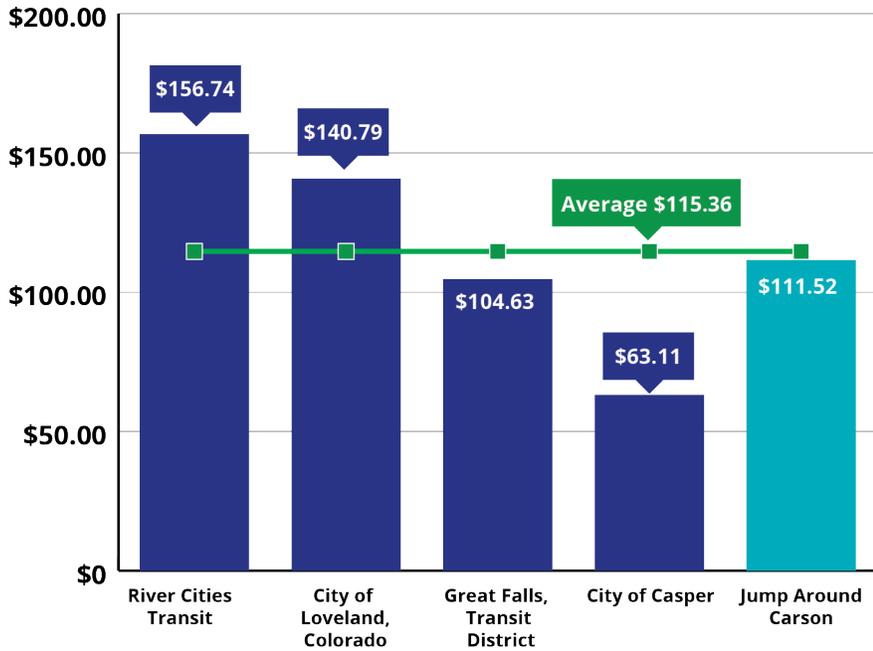
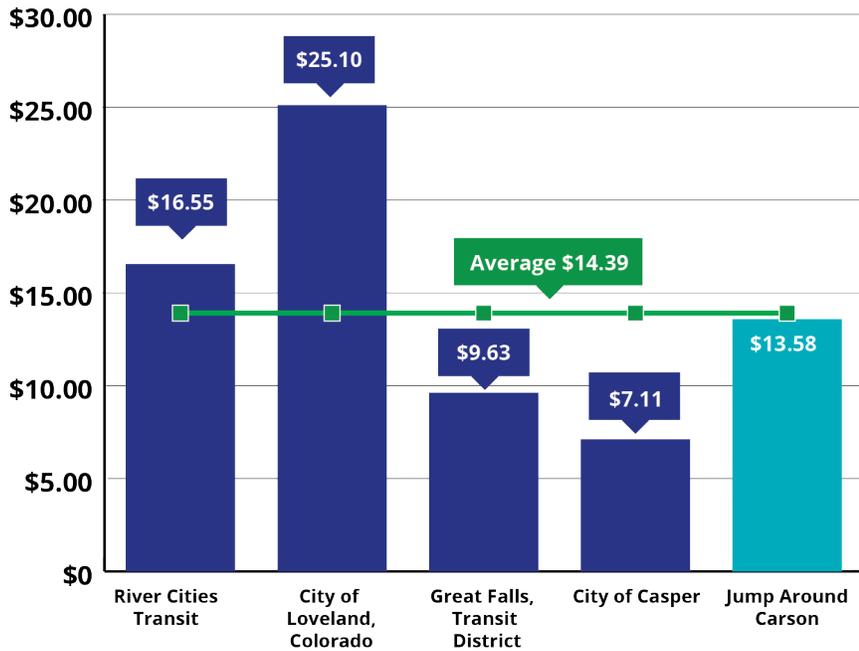


Figure 40. Fixed Route Operating Cost per Boarding



Demand Response Service Characteristics

Table 21 and Figure 41 through Figure 43 compare demand-response characteristics and performance were compared to peer agencies and summarized below. JAC has slightly higher boardings per revenue mile than the average between the peers, but slightly underperforms against the peer average for cost per revenue hour and cost per boarding.

Table 20. Demand Response Characteristics of Peer Agencies

System	Annual Ridership	Vehicle Revenue Hours	Vehicle Revenue Miles	Annual Operating Costs
River Cities Transit	36,301	15,762	133,148	\$1,659,063
City of Loveland Transit	11,043	5,237	65,700	\$591,785
Great Falls Transit District	57,749	23,325	286,614	\$1,332,948
Casper Area Transit	28,232	14,024	168,285	\$1,412,007
Jump Around Carson	15,044	6,164	58,187	\$562,445

Source: National Transit Database <https://www.transit.dot.gov/ntd/transit-agency-profiles>, 2024

Figure 41. Demand Response Boardings per Vehicle Revenue Hour

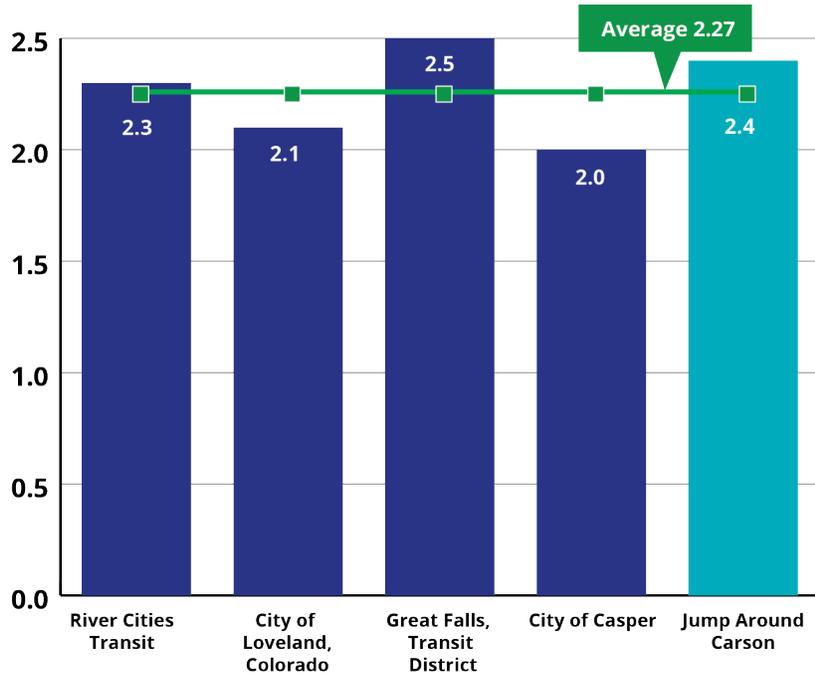


Figure 42. Demand Response Operating Expenses per Revenue Hour

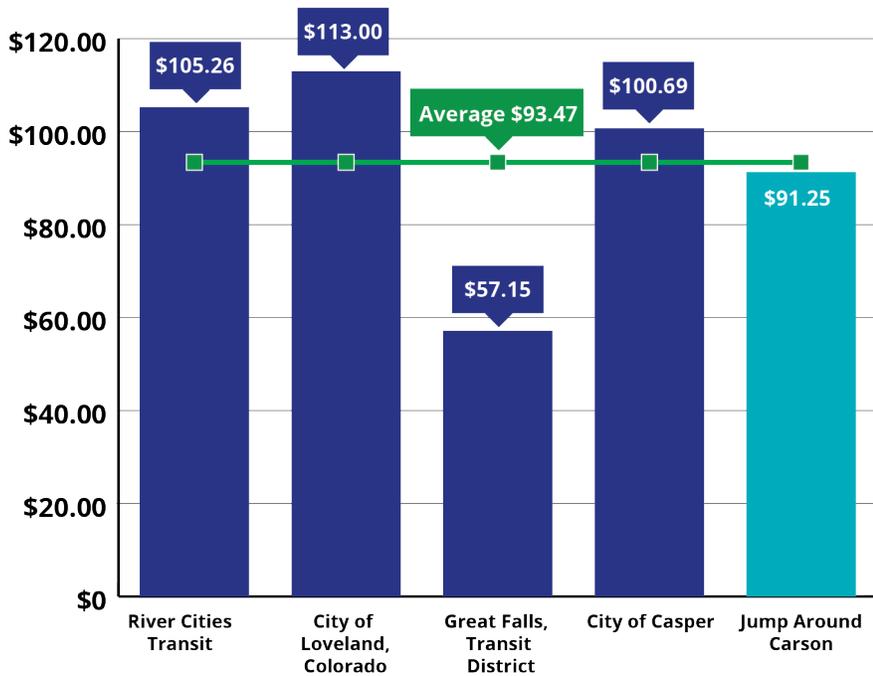
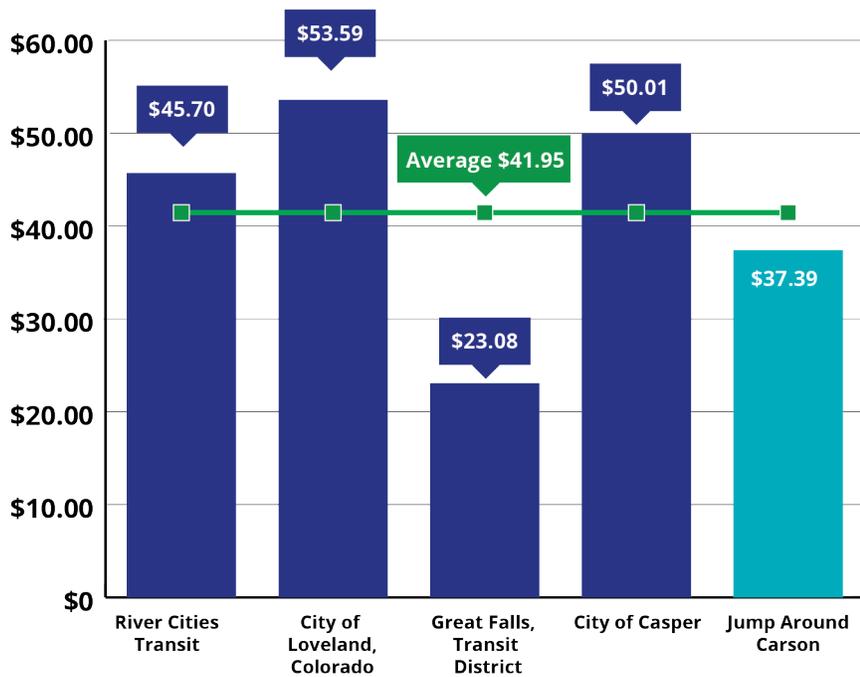


Figure 43. Demand Response Operating Expenses per Boarding



Outreach and Engagement

The first phase of outreach for the STTP was conducted in coordination with the CHSP and 2050 RTP outreach efforts. The specific requirements of the CHSP are detailed in Section 3 of this plan, and further details of the RTP outreach process can be found in that [plan](#).



A second round of outreach will be conducted for the STTP to seek feedback on the service alternatives proposed in this plan (detailed later in this section) prior to implementation of any recommendations. This pending community outreach will guide JAC in the development and execution of any of the proposed alternatives when taken into consideration with public feedback. Recommendations in this plan serve as a guide but are not static. Public participation is critical and required and will be conducted as funding allows for changes that can be sustainably operated. Phase one outreach for the STTP included:

Listening sessions: Listening sessions focused on topics such as commonalities in agency vision and goals; transportation system and transit needs and priorities; identification of issues, challenges, and possible solutions; review of planned projects within each region; project prioritization; financial challenges and opportunities; and identification of areas for continued collaboration between CAMPO and each respective agency.

Survey: A joint public survey included transit-focused questions for the STTP and the RTP development. The survey asked about transportation mode choice, barriers to public transportation, potential solutions for improvements to transit, and regional transportation investment priorities. More detailed survey results can be found in Appendix C of the RTP.

Public meetings: As part of the RTP outreach, the public was invited to provide feedback at an initial public meeting. JAC staff provided boards and discussion topics for the STTP. Additionally, CAMPO staff led a series of three community meetings in each of the CAMPO member jurisdictions of Carson City, Douglas County, and Lyon County during the public comment period for the draft RTP. Each of these meetings provided opportunities for engagement on the JAC transit system and public transportation in general. One example is shown in Figure 44.

Driver and dispatcher surveys: Several JAC drivers and one dispatcher participated in a survey to provide feedback from their perspective as operators of the transit service, as they have the benefit of regular firsthand observations and often serve as the primary point of contact when interfacing with the public. The survey tool can be found in Appendix B. Results were kept anonymous to encourage feedback.

Onboard survey: In 2023, after the publication of the 2019 Transit Development Plan, but prior to this planning effort, an onboard survey was conducted on JAC fixed routes and JAC Assist. Responses from 47 riders, shown in more detail in Appendix C, are critical for understanding existing rider experiences. Surveys that ask transit-specific questions to non-riders are important for information about local travel trends, potential demand, and support for transit in general, but do not often translate to actual transit ridership. Existing riders can provide feedback that is often actionable.

Like all industries, word of mouth is considered to be the best form of advertising because people trust recommendations from people they know.

Figure 44. JAC Board Displayed at the September 2025 Draft RTP Outreach Event

The Short Range Transit and Coordinated Human Services Plan guides spending priorities for transit over the next 5 years

TOP THEMES	IDENTIFIED GAPS	POTENTIAL SOLUTIONS
	<ul style="list-style-type: none"> The bus does not take people where they need to go The bus takes too long to get to destinations The bus is not available during the times people want it 	Service changes based on public outreach
	<ul style="list-style-type: none"> Lack of amenities at bus stops Lack of safe access to bus stops 	Capital Investment
	<ul style="list-style-type: none"> Limited awareness of how to use the system Riders appreciate clear signage, real-time tracking, and multilingual materials 	Marketing and coordination efforts

WE WANT TO HEAR FROM YOU

How might JAC prioritize transit investment with existing funding constraints?

ACCESS

Provide longer, less direct service to destinations with **shorter walks to stops**

Provide **faster, more direct service** to destinations with longer walks to stops

FREQUENCY

Provide **more frequent service** with reduced operating hours

Provide less frequent service with **longer operating hours**

DAYS OF SERVICE

Provide **less weekday service** and **more weekend service**

Provide **more weekday service** and **less weekend service**

Key Takeaways

Key themes from these combined outreach efforts are described below.

Community and Agency Partner Interviews

- Better connections are needed for those outside the urban area, specifically for medical trips.
- More public awareness of services is needed, including enhanced information on how to use the transit system.
- Improved accessibility and amenities are needed at bus stops, as well as investment in first mile/last mile connections.
- Improved regional coordination is needed.

Common challenges to using public transportation:

the bus **does not** take people **where they need to go**,

it **takes too long** to get to destinations, and

the bus is **not available** during the **times people need it**

Public Survey and Community Meetings

- There is limited JAC coverage in terms of geography and operating hours.
- JAC trips take too long to get to certain destinations.
- There is not enough access to information.
- People don't know how to ride the bus.
- Public transportation improvements are among top priorities for respondents.

JAC Driver and Dispatcher Survey

- Bus stops improvements are needed in many locations (shelters/benches, lighting, and improved ADA access).
- Riders would benefit from extended weekend hours.
- Riders ask for bus service to new locations such as the JAC Administrative Building, Topsy Lane, Slot World, Classy Seconds, and Douglas and Lyon Counties.

Transit Service Plan

The transit service plan proposes changes to how JAC allocates resources to meet the needs of the community. It builds from existing conditions and trends, outreach and community engagement, peer review, and transit service design best practices.

Goals

STTP goals are designed to help prioritize strategies for recommendations that can be implemented within the next five years. Goals can be in conflict with each other. For example, JAC currently operates a coverage-based system where most residents in Carson City have access to JAC Assist, if they are eligible. Coverage-based systems prioritize access. A transit system that prioritizes ridership will focus those same resources to geographical areas with population and density that supports more robust transit service.

Using the regional long-range transportation goals as a starting point for drilling down on mode-specific transit goals, JAC is seeking to grow ridership while still balancing mobility needs through strategies that can be categorized as:

1. **Safety:** Provide a transit system that is safe and secure for riders, employees, and the public.
2. **Sustainability:** Maintain a financially and environmentally sustainable transit system that supports long-term community resilience and supports economic vitality.
3. **Mobility and reliability:** Improve the ability of people to reach key destinations and essential services.
4. **Connectivity:** Improve multimodal integration between JAC and other modes such as walking and bicycling, and between regional transit providers.

Service Guidelines

Service guidelines provide a framework for managing, evaluating, planning, and communicating public transit investments. Establishing service guidelines sets expectations for how transit service should be designed and delivered in a way that is effective, transparent, and consistent.

Key performance metrics provide measurable indicators of how well the system is meeting its goals. Metrics such as ridership, reliability, cost efficiency, and customer experience enable agencies to monitor performance over time, identify trends, and diagnose where adjustments are needed. They allow agencies to clearly explain the rationale behind service changes and demonstrate progress toward safety, sustainability, mobility and reliability, and connectivity goals as well as ensure decisions are grounded in data.

Table 22 proposes guidelines and goals for performance metrics. JAC, along with the contracted operator, tracks these metrics today, and a quarterly report that summarizes monthly trends with graphics or through a dashboard is a way to provide the public and elected officials information about the system.

Table 21. Proposed Service Standard Guidelines

Performance Metric	Guideline	Goal
Annual boardings	Maintain fixed-route ridership	Increase fixed-route ridership over previous fiscal year
Boardings per revenue hour (fixed route)	8	10
Paratransit shared rides per hour	2.0	2.5
Operating cost per trip	Increase not to exceed inflation	Increase not to exceed inflation
Farebox recovery	5%	10%
On-time performance	85%	85%
Service availability	98%	100%
Preventative maintenance completed on time	100%	100%

Service Plan

The service plan is made up of two components: Service design and service availability. These answer what the network should look like, and when and how much service is available. Changes to where buses operate, when, and how often impact current riders and potential future riders.

If operating costs continue to rise, funding available to JAC through existing sources will not support existing service levels by FY2027. Thus, alternatives reflect a reduction in service to align with expected lower revenues. Some alternatives could be cost neutral in case funding becomes available for use. The Financial Plan will provide further details on cost projections.

Transit Network Design Principles

Public transit is a tool used to improve mobility within cities and regionally. Changing the Levels of service (where, when, and how transit shows up in the community) also changes who uses the services. To answer the best way to serve the most people with the resources available, there are key design principles that should be considered.

Type of service: Fixed route transit is most effective when it operates in dense, populated areas. For small cities like Carson City, transit service can range from a coverage-based system which offers some service to as many people as possible, often acting as a lifeline resource, as it currently does, or it can operate only when and where it will have the highest productivity. Transit systems often have a mix of productivity-focused routes and routes that provide lower levels of service to areas to ensure better geographical coverage. Table 23 provides an overview of land use and travel demand characteristics used as a starting point for applying appropriate types of service delivery.

Table 22. Characteristics by Transit Service Type

Transit Service Type	Land Use		Travel Demand	
Fixed Route	Dense urban corridor	7+ dwelling units (DU)/acre, mixed-use, major job centers	High	Concentrated along a corridor
	Urban/suburban arterial	4 - 7 DU/acre, strip retail, mid-size employers	Moderate	Somewhat concentrated
	Major activity hub	university, hospital, large employer campus	High	Concentrated at a single location
Demand Response, Flexible Fixed Route	Low-density suburb	1 - 4 DU/acre, cul-de-sacs, scattered jobs	Low	Dispersed
Demand Response	Rural / Small town	<1 DU/acre, small population centers	Very Low	Widely dispersed

Demand response in this context can refer to service that allows people to schedule rides in advance and is open to the public without eligibility requirements. Demand response is often comingled with ADA paratransit service only if ADA trips are prioritized to ensure agencies meet federal guidelines. Demand response services are not new, but newer variations of this type of service, such as on-demand and microtransit services, utilize technology to decrease wait times, improve ease of scheduling and fare collection, and use dynamic scheduling to improve the efficiency for the operator. Flexible fixed routes can be a way to extend the reach of fixed routes in designated areas along a route. They are useful in limited cases because the fixed route schedule still has time points it must adhere to.

Fixed route design principles include:

- Make service simple. This means operating along a direct path that minimizes deviations, with a route that is consistent in both directions.
- Maximize ridership through:
 - Operation along arterials.
 - Elimination/reduction of corridor duplication. This means two routes should not compete for the same rider, which is different from offsetting service along a corridor so that a rider has more trips to choose from.

- Service to well-defined markets. This includes a mix of residential and community destinations (routes should have an anchor).
- Spacing stops appropriately.
- Effective coordination of service. Examples include transfers between routes that are straightforward for users and bus routes that are scheduled efficiently to arrive or depart from key locations at important times, such as slightly before a school bell, or slightly after a business closes.

The biggest drivers of transit ridership are:

- Frequency of service.
- Span of service: days of the week and hours of the day.
- Reliability.
- Network connectivity.
- Trip duration compared to driving a personal vehicle.
- Comfort.
- Safety and perceptions of safety.
- Access to bus stops.

These principles were considered and incorporated into service design alternatives. Many alignments and networks were tested as cost-neutral alternatives to the existing JAC network.

Service Design Alternatives

Two network scenarios were analyzed, as shown in Table 24. In all alternatives, the more principles of network design that can be applied to a future network, the better the opportunity for ridership recovery. External economic, social, or environmental factors that drive transit ridership growth are not included here, and are instead measured against expected performance of not changing the network.

Table 23. Service Network Option Summary

Scenario	Description	Cost	Implementation Timeline	Potential Change to Ridership
1 Coverage	Minor updates to current system	Neutral	0 – 1 year	Small increase
2 Ridership	Optimize network for ridership recovery	Moderate Capital Costs	0 – 2 years	Moderate Increase

Service Network Alternatives

Scenario 1: Coverage

This network maintains four bus routes and the hourly pulse point at the Downtown Transfer Plaza while providing minor updates to the existing network. Cost savings would primarily be realized by changes to the level of available service, described in more detail in the next section.

Alignment Modifications:

- Route 1:
 - At the northern end of the route, serve only the Carson Tahoe Regional Medical Center after the other medical facilities have closed in the evening. Paratransit boundary would not be impacted.
 - Northbound trips would not deviate from Roop Street to the loop along Beverly Street, Marian Avenue, and Long Streets because there is an existing stop less than 0.1 mile away on Roop Street, and it is a duplication of Route 2B during the same time.
- Routes 2A/2B:
 - Reduce the circuitous routing at the Walmart by installing a southbound stop.
 - Provide bus access to the JAC Admin building.
- Route 3:
 - The one-way counterclockwise loop at the southern end of the route is longer than ideal but would require changes to traffic signalization along Snyder Avenue, such as at Center Drive, and at South Carson Street at Overland Street. If the City updates traffic flow in these areas, the route could be shortened allowing for a shorter travel time.

Stop Modifications: To increase ridership and improve safety, where routes have service bi-directionally, stops should be as close to the opposite side of the street of each other as is possible and safe. Examples along Route 1 include Hot Springs Road and North Carson Street.

JAC Assist: There would be no change to the JAC Assist boundary.

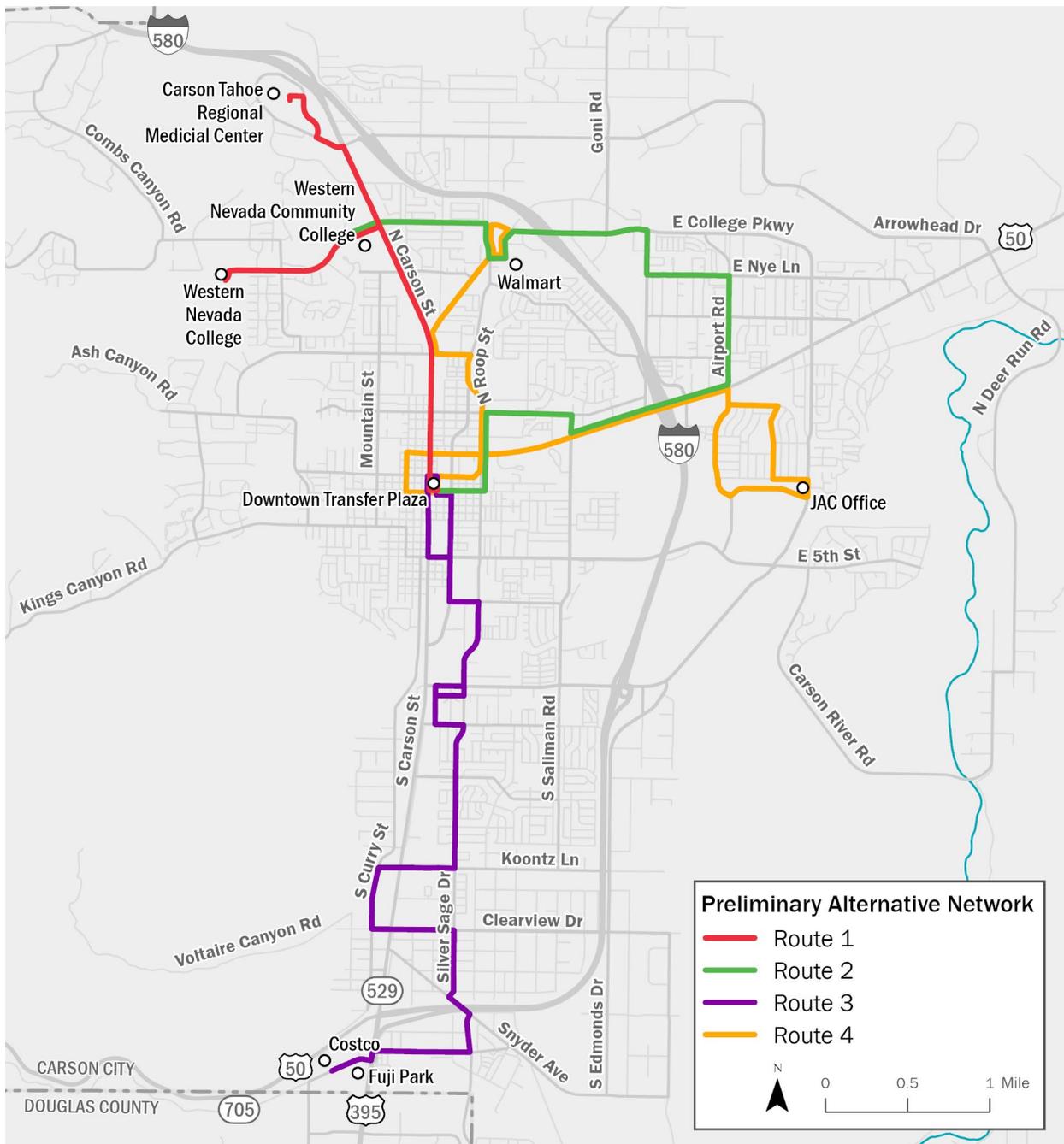
Ridership Expectations: This network does not reallocate service away from low-ridership corridors on Route 2A and 2B in northwest Carson City, or provide a solution to the large one-way loop to in the area of the Stewart Indian School Cultural Center, but it provides consistency. Small ridership gains could be realized by improving stop access and by making trips faster by making routes less circuitous.

Implementation Complexity: Low

Scenario 2: Ridership

This scenario aims to improve ridership by improving frequency along two corridors where there is potential demand for transit service. It would also reduce duplication of service. Presenting the map in Figure 45 to the public for feedback and further modification will likely provide solutions that would benefit the greatest number of people.

Figure 45. Scenario 2: Enhanced Ridership Goal



Alignment Modifications:

- **Route 1** would operate along North Carson Street and serve the Medical Parkway stops and Western Nevada College from the Downtown Transfer Plaza on alternating trips. The portion of the route south of College Parkway would be the trunk route served on all trips and have more frequent service, approximately every half hour. The portions of the route north of College Parkway or west on West College Parkway would be considered branches that would continue to be served hourly, as they are today.
- **Routes 2A and 2B** become linear Routes 2 and 4, with overlap along Highway 50, to provide better than hourly service, depending on how the routes are scheduled.
 - Route 2 maintains coverage of existing Routes 2A and 2B north of HWY 50 and east of I-580.
 - Route 2 proposes a new deviation between College Parkway and Airport Road, along East Nye Lane and North Lompa Lane. This recommendation is based on feedback received during public outreach. The ridership along the existing corridor of College Parkway and Airport Road between North Lompa Lane and North Nye Lane currently has very low ridership, and riders could easily walk or roll to the proposed new stops.
 - Newly proposed Route 4 maintains service to the Carson City Senior Center (via Roop Street) and along Winnie Lane and Hot Springs Road. It would meet at the Downtown Transfer Plaza when the other routes do, and pause for transfers, but the driver layovers would occur at the Walmart stop on the western/northern end, and a stop near Foodmaxx on the eastern end of the route.
 - Provide access to the JAC Admin building.
- **Route 3** would provide bidirectional service in the area of the Stewart Indian School Cultural Center.

JAC Assist: The proposed network reduces the JAC Assist boundary in the area north and west of the intersection at West King Street and North Ormsby Boulevard and south of Ash Canyon Road as it would no longer be within 0.75 miles of fixed route service. This neighborhood did not have any recorded trips on JAC Assist in FY2024.

Modifications to existing Routes 2A and 2B near the airport do not reduce service to any developed areas and the airport is still on the network. Similarly on Route 3, all of the area west of South Carson Street that has service today would continue to be within the JAC Assist service area.

Ridership Expectations: Ridership is expected to increase due to increased headways (higher bus frequency), route efficiencies, and broader geographic coverage when compared with existing service levels.

Tradeoff Considerations: This network reallocates resources from a corridor along Routes 2A and 2B through the northwest neighborhood between downtown Carson City and Western Nevada College which has low ridership on both fixed routes as well as JAC Assist. JAC Assist will still be available for eligible riders, and the two fixed route stops with daily usage are within walking distance to North Carson Street.

One potential tradeoff for Route 3 is the substitution of an alignment closer to downtown Carson City for existing service in both directions in the Stewart Community. The density and ridership west of South Carson Street between West Robinson and West 10th Streets can support transit and has ridership today despite only having one-way southbound service, but with financial constraints, and a disconnected street network east of South Carson Street, this area may be a great candidate for multimodal connections. This area of Carson City should be a focus of targeted outreach to understand how it might be better served by transit, or how other modes may help connect residents to key destinations.

Implementation Complexity: Medium. While loss of existing geographic coverage is minimal, the change will be significant for some riders, and community engagement will be important in adjusting proposed changes to mitigate potential impacts (perceived or real), providing an explanation of the benefits of the proposed changes, and to market these potential changes.

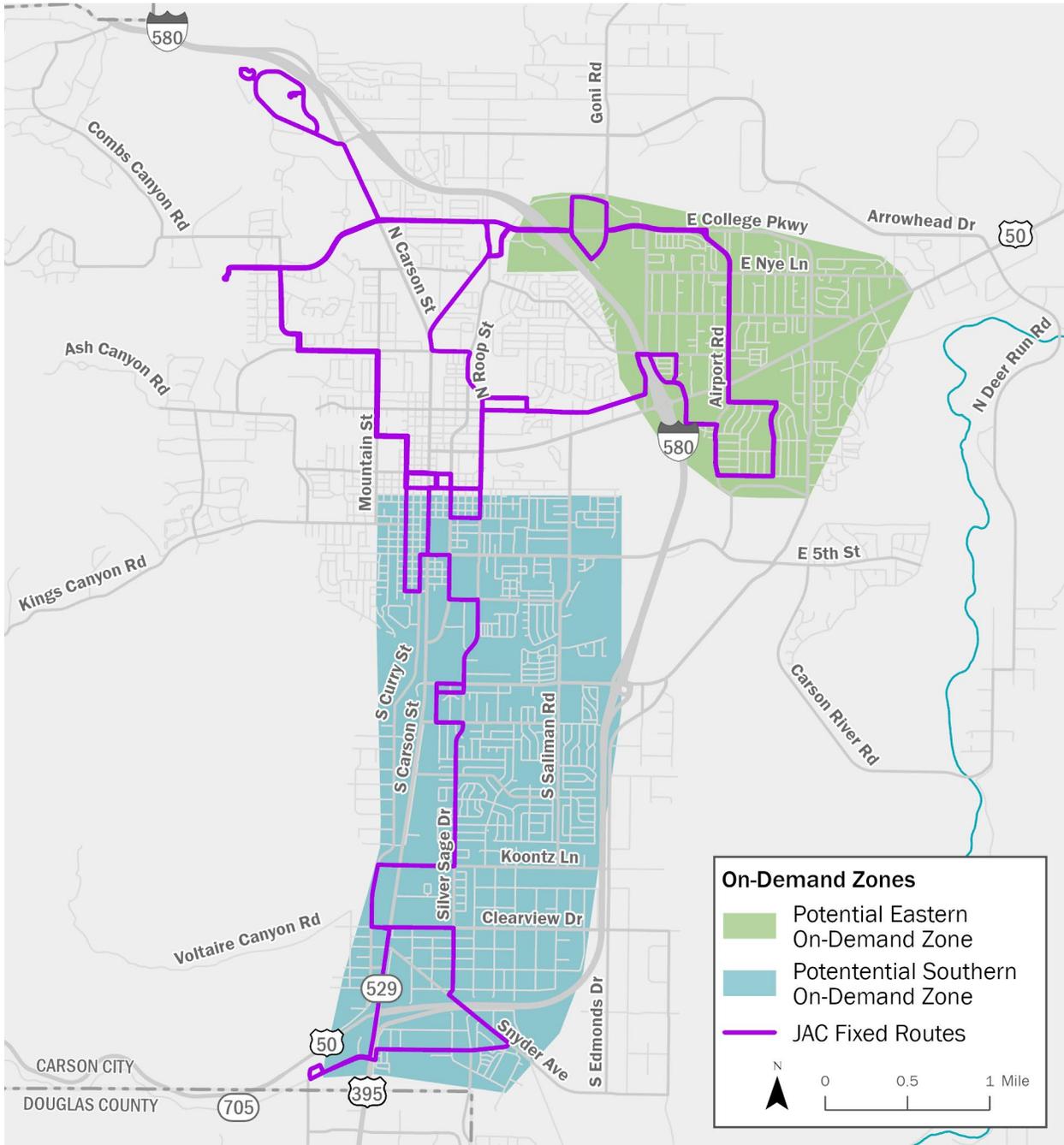
It's likely that some current riders who could lose service in this scenario would voice opposition. Feedback from community and rider outreach on how to best serve the areas west of South Carson Street between West Robinson and West 10th Streets will be crucial as this is an area that has a high potential to support transit. There may be opportunities to adjust the network shown in Figure 45 without sacrificing transit design principles that can grow ridership. JAC will need to balance community feedback with sound operating practices and help the Carson City RTC understand the tradeoffs to ensure the change can be successful.

Long Range Service Scenario: Hybrid Fixed-Route and On-Demand

While the Carson City RTC expressed opposition to potential hybrid fixed-route or on-demand service in the near-term due to financial constraints, these options still hold merit for long-term consideration as Carson City continues to change demographically, and land use patterns evolve through growth and adaptation.

This long-range scenario introduces an on-demand service delivery model in lower density areas of Carson City to provide an opportunity to increase service availability more cost effectively. It would maintain fixed route service along corridors that can support higher levels of transit service. Figure 46 shows the two zones that have the most potential for on-demand service based on population size, density, and proximity to key destinations and the potential fixed route network.

Figure 46. Hybrid Fixed Route and On-Demand Pilot Project Network



The existing JAC fixed route network is shown for reference but would need to be adjusted based on the on-demand zone geographies. Because on-demand service can comingle paratransit and general public passengers, there may be more than four vehicles available to provide the service.

Key decisions that would need to be made include:

- Zone size
- Policies:
 - Trip scheduling procedures, including advance scheduling policies
 - Wait times riders should expect
 - Comingling operations policies (paratransit and general public)
 - Trip tracking for ADA trips versus general public trips
 - Trip eligibility, if any
 - Late/no show policies
 - Fares
 - Procedures for connections to fixed route transit
 - Pick up locations (curb-to-curb, or designated areas for key destinations)
- JAC staff time: Increased hours to introduce, market, and educate customers on how to use a new form of transit. Increased hours during a pilot phase to work with the operating contractor (likely under a new contract) in mitigating administrative and operational issues (learning curve) and monitoring of the program.

Pilot Project options:

If a pilot project were implemented south of downtown, Route 3 could be:

- Fully eliminated which would free up one vehicle for permanent use in the zone, or
- Shortened (potentially to Raleys on Koontz Lane or the Fandango stop on Curry Street) to continue service to higher ridership destinations. This would likely require changes to the other fixed routes to ensure a vehicle would be available to operate in the zone.

This type of service would likely benefit residents in the Stewart Community, who have limited one-directional, existing hourly service on Route 3. Marketing, training, and outreach would be recommended to help users in areas previously unserved by transit to try the service.

If a pilot project were implemented primarily east of I-580, Routes 2A and 2B would need to be modified so that fixed route service could meet at Walmart or Foodmaxx, for example, but not fully overlap.

Considerations:

Planning for success. One potential challenge for this type of service would be if ridership demand outpaced funding. In this scenario, two potential solutions include transition to a fixed route based on travel trends; or restriction of service through eligibility requirements, availability of service, or a reduction in the number of trips allowed (non-ADA trips).

In January 2025, SacRT in Sacramento, California, recently scaled down their on-demand program because the costs were not sustainable. The new program:

- Limited eligibility to low-income individuals, older adults, people with disabilities, and children between the ages of 13 and 17 if they have a low-income parent or guardian
- Reduced the total number of vehicles operating in each zone to reduce costs
- Allowed for two-day advanced booking to help with scheduling

If JAC were to pilot an on-demand zone and opt to start with an eligibility-restricted requirement (but more expansive than ADA paratransit), then policies regarding documentation for proof of eligibility and staff time to administer and approve registration would be needed. After almost a year of the new service, SacRT reported that they spent more time registering people than they initially planned for and are expanding eligible documentation to make the process faster and allow more people to use the service.

Cost projections. Costs will be dependent on the policies developed for the program. Tracking the split between ADA paratransit trips and general public trips will also be crucial for the operating contract as well as understanding local match requirements for federal funding.

The microtransit service at the Utah Transit Authority is viewed as a cost-effective coverage-based service. It carries 1.4% of total ridership but uses only 3.6% of the operating budget while covering 21% of the agency's service area.¹⁷

If this type of service were to be considered in the future, it would require a separate analysis to obtain the level of detail necessary to determine feasibility. It is recommended that Scenarios 1 or 2 are implemented while JAC develops processes and policies that would allow for better cost estimation, continued coordination with community organizations, and lessons learned from transit agency peers who are open to sharing their experiences.

Level of Service Options

Service network alternatives presented as discussed beginning on page 95, could be operated at any service level. Due to expected budget shortfall as soon as FY2027, the next five years consider how to reduce service that will have the smallest negative impact on current riders. Service reductions lead to ridership loss; however, it remains crucial to match current funding realities for the sustainability of the transit service. Table 25 summarizes four service level options to consider.

¹⁷ Presentation at the 2025 MPACT Mobility Conference in Portland, Oregon October 28, 2025. Session title: Microtransit: Holy Crap!! It Can Work!

Option A is currently cost-neutral, however rising external costs may not support existing service levels. Conversely, Options B-D provide cost-savings opportunities to match budget projections through different service reductions. Estimated annual costs are based on FY2025 dollars and are not escalated. Traditionally, 3% is used to escalate costs, but based on current external factors, the costs here are left to show a level of magnitude, more than a precise operating cost. These costs do not factor in savings from mileage.

Table 24. Level of Service Options

Option	Route Network	Estimated Annual Change	Advantages	Risks
A	Maintain current span of service and annual operating hours	Cost: Increase dependent on external costs	Provides consistent service	Maintaining service levels in the short run may result in more drastic service cuts needed later
B	Reduce weekday hours	Save: \$25,000/ vehicle, per service hour	Concentrates loss of service to trips that impact the fewest riders, and can be scaled	Reduced service, particularly during off-peak times, disproportionately impacts transit dependent riders
C	Repurpose up to 13 daily weekday hours and 8 Saturday hours from Route 2B	Save: \$150,000	Route 2A would maintain service and reduced hours for 2B (lowest performing route), could be repurposed to serve more productive areas or held for cost savings	Ridership on Route 2A is likely to fall if Route 2B is eliminated
D	Eliminate Saturday service	Save: \$200,000	Some hours could be repurposed for enhanced service on weekdays	Disproportionately impacts transit dependent riders. Will also negatively impact weekday ridership

Recommendations

Network

Scenario 2 Ridership is recommended for its ability to better address the JAC goals of sustainability, mobility and reliability, and network connectivity. After updates from public outreach feedback, the system network would be further improved by:

- Ensuring intercity connections are timed with local service at key stops, which the operating contractor can help design correctly based on existing running time information.

- Offer more direct, bi-directional, and less redundant service, to continue to keep as much geographical coverage, while also providing redundancy along corridors only where ridership is expected to benefit from it.

Level of Service

Option B Reduce Weekday Hours is likely to have the smallest negative impact on existing riders and can be scaled as needed. JAC can work with the operating contractor to determine, using existing data and feedback from the public outreach, whether eliminating the first morning weekday trip, and then shifting all remaining trips earlier by 30 minutes would further reduce negative impacts of a service reduction.

Capital Plan

Providing cost-effective and reliable transit depends on the maintenance of JAC's capital assets. Long-term financial planning for capital infrastructure and rolling stock is a critical aspect of operating service. Understanding the financial resources required to maintain operations supports long-term sustainability of the system.

The capital plan aligns with financial resources already identified and programmed for capital projects, as opposed to unfunded projects with a longer horizon. Capital expenditures related to maintaining the State of Good Repair (SOGR) for vehicle fleet, facilities, and other capital assets are a priority. Financial demands to maintain SOGR can easily exceed five-year funding, so this plan reflects the JAC priorities for the short-term horizon.

This plan supports the City's efforts to complete capital projects that improve the JAC rider experience. During public outreach, feedback included support for sidewalk improvements that provide access to bus stops and safer street crossings. The Carson City region experiences hot and sunny summers as well as cold and windy winters, and potential riders are more inclined to choose transit if shade and shelter are available at bus stops. While capital resources are often limited, a good strategy would be to upgrade the stops with the highest numbers of passenger pick up and/or drop off.

Fleet

Due to current local funding constraints, JAC is encouraged to extend the life of its existing fleet before replacing vehicles or transitioning to a new fuel source that will require significant capital upgrades to the system to operate and maintain. Adherence to the JAC Transit Asset Management (TAM) Plan will help maximize vehicles in a state of good repair by providing flexibility in assigning vehicles to operate fixed route or the JAC Assist services, as the fleet can be dynamically assigned to keep mileage low on individual vehicles and ensure preventative maintenance is completed on time.

It's estimated that a total of 13 vehicles will be needed to maintain existing service over the next five years, based on current fuel assumptions, allocated as follows: Eight vehicles for fixed routes including four spare vehicles and five vehicles for JAC Assist including three vehicles in service and two spares. Some vehicles are recommended to be capable of operating in both fixed route and paratransit service, if required.

Minimal asset useful life standards for FTA grants are detailed in the 2012 FTA Circular 5010.1D Grant Management Requirements, and the 2024 FTA Circular 5010.1F Award Management Requirements include:¹⁸

- Large, heavy-duty transit buses 35 to 60-foot: At least 12 years or 500,000 miles
- Small, heavy-duty transit buses 30-foot: At least 10 years or 350,000 miles
- Medium, medium-duty transit buses 25 to 35-foot: At least 7 years or 200,000 miles
- Medium, light-duty transit buses: At least 5 years or 150,000 miles
- Light-duty vehicles (vans, light-duty buses, support vehicles): At least 4 years or 100,000 miles

Table 26 shows the plan for fleet replacement plan over the next five years, taking into consideration that five buses are classified as medium size, medium-duty, and 13 are light duty vehicles, 12 of which are in revenue service, and one is equipment. Two light-duty vehicles are expected to go into revenue service by the end of FY2026, replacing the two oldest light-duty vehicles in the revenue fleet. Two additional vehicles were purchased in FY2025 and are expected to be ready for revenue service in FY2027. Three more revenue vehicle purchases are expected between FY2026 and FY2027.

Over the next five years, six light-duty vehicles, and two medium-duty transit buses are expected to reach the mileage to classified them as meeting the minimum requirements for useful life that have not yet been identified for replacement. JAC is evaluating the performance and costs to maintain the existing fleet to inform how to reduce the revenue fleet from 17 to 13, so that future procurements enable the fleet to be used flexibly between fixed route and demand response service, and improve control over maintenance costs by reducing fleet type variability. It is expected that among the eight vehicles that may reach their useful lives in the next five years, four could be removed from revenue service outright without impacting fleet needed to meet current service levels. The others could continue to be used past their useful lives, as needed.

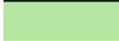
¹⁸ US DOT Circular FTA C 5010.1F Award Management Requirements. November 1, 2024. <https://www.transit.dot.gov/sites/fta.dot.gov/files/2024-09/C5010.1F-Circular-11-01-2024.pdf>. Page IV-35. US DOT Circular FTA C 5010.1 D Grant Management Requirements. August 27, 2012. https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/C_5010_1D_Grant_Management_Requirements_2012_Page_Changes_8-27-2012.pdf. Page IV-17.

Table 25. Vehicle Replacement Plan

ID	Vehicle Size (ft)	Vehicle Description	Age	Current Vehicle Mileage	Use	Beyond FTA Useful Life FY2025	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030
4238	21	Chevy G3500 Arboc Spirit of Mobility	13	227,270	Demand Response	Yes		Retire				
4239	21	Chevy G3500 Arboc Spirit of Mobility	13	235,237	Demand Response	Yes		Retire				
4241	24	Chevy G3500 Arboc Spirit of Mobility	10	109,716	Demand Response	Yes				Retire - Will not replace		
4242	24	Chevy G3500 Arboc Spirit of Mobility	10	127,631	Demand Response	Yes			Order expected		Retire	
4243	35	GMC C5500 Arboc Spirit of Liberty Low Floor	9	175,260	Fixed Route	Yes	Ordered		Retire			
4244	35	GMC C5500 Arboc Spirit of Liberty Low Floor	9	213,638	Fixed Route	Yes	Ordered		Retire			
4245	35	GMC C5500 Arboc Spirit of Liberty Low Floor	8	191,438	Fixed Route	Yes					Retire - Will not replace	
4249	34	Freightliner Arboc SOL34	6	136,786	Fixed Route	No			Order expected		Retire	
4250	34	Freightliner Arboc SOL34	6	134,165	Fixed Route	No				Order expected		
4251	24	Chevy Express 4500 Arboc Spirit of Mobility	5	71,288	Fixed Route	Yes				Expected UL	Order expected	
4252	24	Chevy Express 4500 Arboc Spirit of Mobility	5	51,758	Fixed Route	Yes					Order expected	

Year of replacement/retirement
Useful life/vehicle is being used
Beyond useful life benchmark

ID	Vehicle Size (ft)	Vehicle Description	Age	Current Vehicle Mileage	Use	Beyond FTA Useful Life FY2025	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030
4253	19	Minivan Ram Promaster 3500	3	37,926	Demand Response	No						
4254	28	Chevy Express 4500 Arboc Spirit of Mobility	3	74,215	Fixed Route	No			Expected UL			Order expected
4255	28	Chevy Express 4500 Arboc Spirit of Mobility	3	67,473	Fixed Route	No			Expected UL			Order expected
4256	28	Chevy Express 4500 Arboc Spirit of Mobility	3	77,972	Fixed Route	No			Expected UL			
4257	28	Chevy Express 4500 Arboc Spirit of Mobility	3	68,827	Fixed Route	No			Expected UL			
4258	28	Chevy Express 4500 Arboc Spirit of Mobility	3	50,178	Fixed Route	No				Expected UL		
4359	23	Chevy Express 4500 Arboc Spirit of Mobility	0	0	Both	No		Replaces 4238				
4360	23	Chevy Express 4500 Arboc Spirit of Mobility	0	0	Both	No		Replaces 4239				
4361	29	Low-floor Gillig	0	0	Fixed Route	No				Replaces 4243		
4362	29	Low-floor Gillig	0	0	Fixed Route	No				Replaces 4244		
5354	--	Truck 1500 Double Cab Chevy 1500	2	7,777	Equipment	No						

 Year of replacement/retirement
 Useful life/vehicle is being used
 Beyond useful life benchmark

The 2024 CAMPO Zero-Emission Transition Plan outlined the needs and strategies for moving toward a fleet of alternative fuel vehicles. This plan serves as a guide should JAC decide to move toward alternative fuels in the future. The purchase of alternative fuel vehicles is not currently anticipated.

Before assuming a transition to zero-emission vehicles, Carson City should continue to track full lifecycle cost projections, as there are fewer light-duty BEBs on the market and they are more expensive than traditional diesel or hybrid buses, come with other capital expenses, and have the same lifecycle minimums as today's fleet. The number of vehicles in the fleet may need to be higher to account for higher rates of downtime associated with BEB. Minimizing local matching funds needed to support passenger service over the next five years may provide an opportunity for JAC to focus on key upgrades to the system that help riders use the system, while positioning for grants and coordinating with utilities and other City departments as other non-revenue fleet transition to zero-emission as well.

Facilities and Infrastructure

JAC should continue to pursue recommendations for the transit center improvements at the Downtown Transfer Plaza, per the 2023 Carson City JAC Transit Center Study. Key steps that include JAC staff time are the continued coordination with adjacent property owners to consider partnership opportunities, conduct a focused traffic study to support the conversion of Plaza Street to one-way northbound, and retain a firm to develop plans for a new operator facility.

The Scenario 2 Ridership network alignment is designed to operate with hourly headways, as current routes do, but the proposed Route 4 is designed as a through route at the Downtown Transfer Plaza, and therefore coordination with Walmart and one of the businesses in the plaza near or at FoodMaxx will be important to ensure buses have designated spaces for parking during driver breaks. Paint and/or signage will be needed at the curb near the FoodMaxx to identify such an area.

Bus Stop Improvements

Access to bus stops and the waiting environment at bus stops are important to the convenience of using the system, as well as perceived and actual safety considerations, and the quality of service.

JAC plans to install bus stop lighting and replace bus stop signs across the City. The JAC Transit Stop Lighting Project has a budget of \$354,468 and will be funded with FTA grant money and a 20% local match.

After network modifications are finalized, bus stops will need to be removed from some areas and relocated to other areas. Stops that average more than one trip per day should be prioritized for additional amenities and cleaning or maintenance and stops at key

destinations where potential ridership could be higher based on nearby land uses should also be considered. Over time, bus stops should also be brought into compliance with the Americans with Disabilities Act (ADA).

As road improvements and multi-modal improvements occur in the following years through other funding sources, JAC staff should aim to provide feedback to project managers that support direct paths, and solutions that minimize ongoing maintenance, or that make maintenance at bus stops faster or more efficient.

Technology, Equipment, and Site Safety

Safety

Capital expenditures that improve safety for riders and operators can help costs, increase ridership, and ensure the safety of employees.

Cameras: Cameras at key stops, including the downtown transfer center help expedite insurance claims when crashes occur, and can provide safety data that can help inform decisions about stop citing and road design improvements. Insurance costs in the industry are rising, in terms of both number of claims and the average cost per claim, so technological solutions to mitigate this are encouraged.¹⁹ JAC also maintains cameras at its administration facility and fleet maintenance to monitor the security of the bus storage. Additionally, JAC is evaluating vehicle camera options to ensure audio and video footage is captured on buses when needed. This will be integrated with the system requirements of the contract operator to avoid duplication of efforts.

Building Safety and Security: Ensuring safe working conditions for transit employees is critical. Projects to improve facility safety and security include parking lot enhancements, including signing, striping, bollards, and parking stops. Building upgrades may include locking windows and doors, window blinds, screening, and other safety measures designed to prevent serious injuries. All safety elements should be in line with JAC's Public Transit Agency Safety Plan (PTASP).

Fare Collection

Increases in the use of electronic fare payment through Token Transit can reduce farebox hardware maintenance needs and potentially collection frequency. This type of payment also allows for data tracking using automatic passenger counters, known as APCs, to validate where riders board.

¹⁹ <https://riskandinsurance.com/public-transit-liability-costs-surge-9-annually-as-industry-grapples-with-post-pandemic-recovery/>

JAC may benefit from a modern transit payment method used by many transit agencies that lets riders pay with contactless bank cards. These systems use a reader that can deduct fares instantly from a debit or credit card and can track transfers. They are convenient for passengers and would be especially versatile if they were able to be integrated with neighboring systems. While JAC has existing agreements for free transfers between systems operated by RTC Washoe, DART and TTD, some riders might use these services independently at other times.

There are drawbacks to a touch pass system. JAC would need to develop policies on how operators should handle fares if there is a connectivity issue with card readers when mobile apps glitch or are unavailable, or if there are errors or delays in payments autoloading. JAC also needs to be mindful of data privacy breaches, and how to handle lost or stolen cards.

From the customer perspective, a technology barrier will always exist for some segment of riders, and some will always prefer paying cash. This enhances the need for clear policies, procedures, monitoring, reporting, and auditing for each of the three potential payment methods.

Mobile ticketing that requires JAC to pay annual subscriptions is at risk of increasing price structures over time. The cost to upgrade software or replace hardware for fare readers and cash fare collection, as well as rising contract costs for cash collection from fareboxes and audits, is also anticipated to rise over time. With farebox recovery ratios under 10%, it is recommended that JAC track costs to collect fares, as there is a tipping point at which not collecting fares saves money for the agency. Ridership increased during the fare-free period during FY2022, and if it is found that updates or upgrades will take years to recuperate costs, JAC should consider another fare free pilot.

Financial Plan

The financial plan includes an overview of trends since the 2019 JAC Transit Development and Coordinated Human Services Plan, and documents projections for revenue and expenditures over the next five years. Carson City financial reports and budgeting forecasts were used in considering service level, network, and other transit recommendations for the planning horizon.

The financial plan summarizes data at the time of the report and may not directly reference changes to new funding sources, or changes in distribution of federal funds as a result of the availability of required local match.

Current Financial Picture

JAC revenue is directly generated income from riders who pay fares, fare reimbursements from agencies who buy passes for their customers, and advertisement on buses and

shelters. The Carson City General Fund is the main source for local funds. The State of Nevada contributes to transit through two agencies: the Nevada Health Authority (NHA), and the Nevada Aging and Disability Services Division (ADSD).

JAC accesses three ongoing federal funds that are apportioned²⁰ based on legislative [formulas](#):²¹

- **The Urbanized Area Formula Funding program**²² (49 U.S.C. 5307), known as Section 5307 or 5307 is available for urbanized areas with populations of more than 50,000 and can be used for operating or capital expenses. For urbanized areas with under 200,000 people, the appropriations formula is based on total population, low-income population, and population density. For operating expenses, the federal share may not exceed 50% of the net project cost. For capital expenditures, the federal match may not exceed 80% of the project cost. However, the federal share may be up to 85% for vehicle purchase or 90% for vehicle-related equipment or facilities for the purpose of complying or maintaining compliance with the ADA and Clean Air Act.
- **The Enhanced Mobility of Seniors & Individuals with Disabilities**²³ (49 U.S.C 5310) was discussed in Section 3 Coordinated Human Services Plan. It is the formula fund that apportions funds based on state's share of the population of seniors and people with disabilities. It aims to remove barriers to transportation services and expand mobility options for older adults and people with disabilities. The funds can be used for capital projects, or operating projects that go beyond the scope of the ADA complementary paratransit services. For operating assistance, the federal match cannot exceed 50%. For capital projects, the federal share can be up to 80%. There is also 10% of the fund eligible to fund program administration, planning, and technical assistance, which can be fully covered.
- **The Grants for Buses and Bus Facilities Formula Program**²⁴ (49 U.S.C 5339) provides funding to rehabilitate and purchase buses and equipment and to construct bus-related facilities, which can also include technological changes to modify low- or no-emissions vehicles or facilities. Eligibility includes operating fixed route bus service. Section 5339 also includes two competitive programs: Bus and Bus Facilities Competitive Program and the Low or No Emissions Bus Vehicle Program.

²⁰ <https://www.transit.dot.gov/funding/apportionments/current-apportionments>

²¹ <https://www.transit.dot.gov/sites/fta.dot.gov/files/2022-06/Section-5307-Urbanized-Area-Program-BIL-update.pdf>

²² <https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307>

²³ <https://www.transit.dot.gov/funding/grants/enhanced-mobility-seniors-individuals-disabilities-section-5310>

²⁴ <https://www.transit.dot.gov/funding/grants/busprogram>

In calendar year 2020, the FTA began passing legislation to release billions of dollars to help support transit agencies operate during the COVID-19 pandemic. Temporary federal funding through the Coronavirus Aid, Relief, and Economic Security (CARES) Act in 2020 and the American Rescue Plan Act (ARPA) in 2021 allowed transit agencies to use for operational support to maintain service, which was deemed essential, during the first two years of the pandemic to cope with reduced ridership and increased costs to maintain service. The funding was administered by the FTA through Section 5307 urbanized area formula grants.

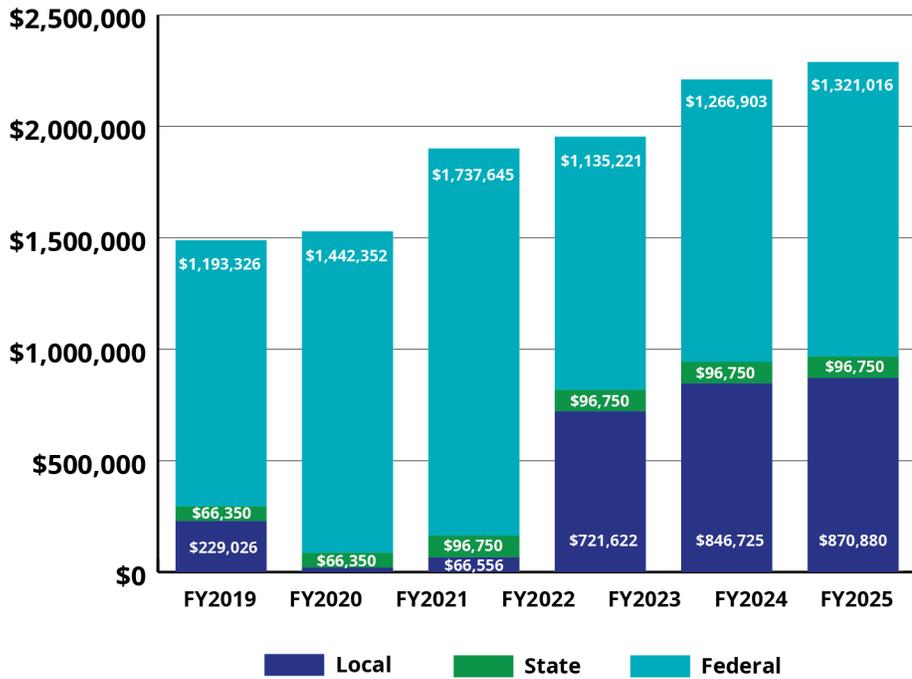
Revenue

Federal funding in FY2021 and 2022 to support transit agencies during the pandemic allowed for a significant reduction in local match, at a time when farebox recovery was low. Table 27 and Figure 47 show the distribution among sources. This data comes from the FY2026 Transit Fund Map that is part of Carson City’s annual budgeting process. It may vary slightly from figures reported in the NTD, as the annual budgeting process is able to reconcile anything that needs to be updated. Table 28 and Figure 48 highlight capital revenue funding sources.

Table 26. Operating Revenue, by Funding Source FY2020-2025

Source	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025
Local	\$160,671	--	\$46,141	\$616,715	\$722,724	\$754,800
Directly Generated	\$53,555	--	\$20,415	\$104,907	\$124,001	\$134,567
State	\$66,350	\$66,350	\$96,750	\$96,750	\$96,750	\$96,750
Federal	\$1,193,326	\$1,442,352	\$1,737,645	\$1,135,221	\$1,266,903	\$1,321,016
Other	--	\$19,784	--	--	--	--
Total	\$1,488,902	\$1,528,486	\$1,900,951	\$1,953,593	\$2,210,378	\$2,307,133
Source: JAC Transit						

Figure 47. Operating Revenue by Funding Source FY2020-2025



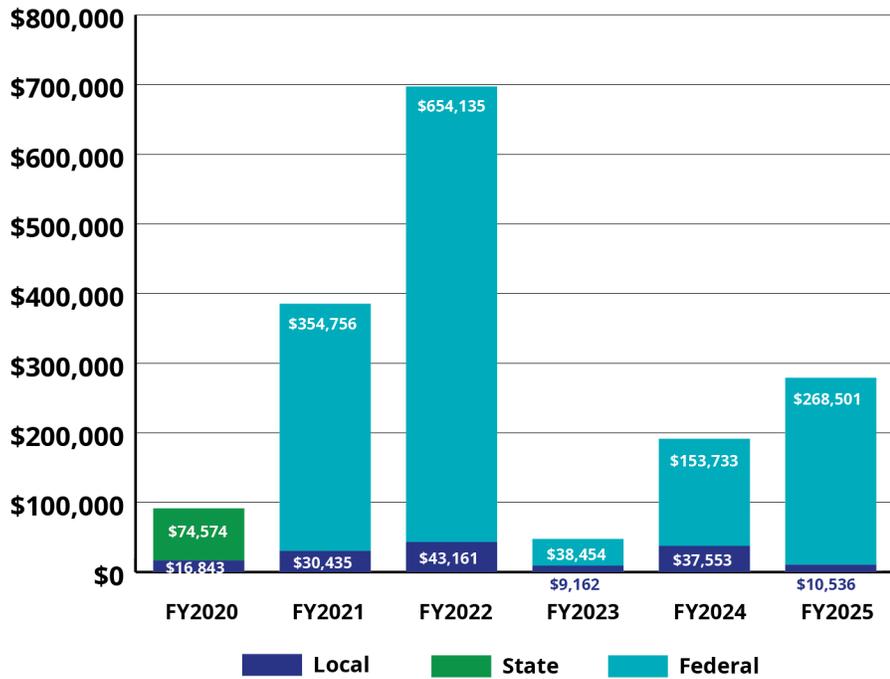
Source: [FTA NTD Transit Agency Profiles](#)

Table 27. Capital Revenue by Funding Source FY2020-2025

Source	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025
Local	\$16,843	\$30,435	\$43,161	\$9,162	\$37,553	\$10,536
State	--	--	--	--	--	--
Federal	\$74,574	\$354,756	\$654,135	\$38,454	\$153,733	\$268,500
Total	\$91,417	\$385,191	\$697,296	\$47,616	\$191,286	\$279,036

Source: JAC Transit

Figure 48. Capital Revenue by Funding Source FY2020-2025



Expenses

Although JAC fixed route service has provided a consistent level of service over the past 20 years, cost to provide the service has increased. Between calendar years 2019 and 2025, inflation increased by 26.8%, further eroding the purchasing power to maintain the system at existing levels of service.

Expenses related to operation and maintenance are shown in Table 29. This data comes from the City Transit Fund Map. Between FY2021 and FY2025, expenditures rose 58%. Although the operating contract rose 61% over the past five years, it remains about 65% of the total operations costs. Similarly, fuel costs have risen 76%, holding steady at about 7% of the total operating cost.

The category with the biggest increase over five years is associated with services. Software maintenance contracts are impacting many industries, and prior to FY2023, JAC had minimal software with annual fees. Now, transit agencies across the country are paying for software that is critical to operations, such as Ecolane paratransit scheduling software, Transloc, which tracks fixed route buses for customers, and tracks key performance metrics to ensure the system is running. Contactless fares through Token Transit, and others. Services are also expenses that are likely to include the cost of labor for work such as farebox collection and internal service charges billed to JAC by other City departments. Bus stop cleaning is done by Carson City staff with roles and responsibilities that fall under the Department of Public Works, and is likely a lower expense than if stop and cleaning services were contracted out,

as the labor hours can be spread to multiple cost centers for per full time employee. Table 30 highlights capital expenditures.

Table 28. Operations and Maintenance Expenditures FY2021 - 2025

Expenditure Category	FY2021	FY2022	FY2023	FY2024	FY2025
Salaries and Benefits	\$75,035	\$85,386	\$72,398	\$113,302	\$92,448
Operating Contract	\$989,978	\$1,124,380	\$1,173,153	\$1,494,221	\$1,557,707
RTC Intercity	\$50,601	\$69,154	\$75,829	\$89,712	\$87,330
Services and Supplies	\$48,970	\$109,050	\$58,876	\$123,516	\$112,216
Vehicle Maintenance	\$70,548	\$137,754	\$133,169	\$238,744	\$262,157
Vehicle Fuel	\$99,300	\$174,687	\$173,531	\$151,186	\$121,383
Admin/Other	\$212,686	\$178,438	\$186,304	-\$6	\$2
Total	\$1,547,118	\$1,878,849	\$1,873,259	\$2,210,674	\$2,233,244
Source: JAC Transit					

Table 29. Capital Expenditures FY2021 - 2025

Expenditure Category	FY2021	FY2022	FY2023	FY2024	FY2025
Vehicle Replacement Program	\$350,621	\$687,744	\$47,616	--	--
Facilities Upgrade	\$39,805	\$1,250	--	\$191,286	\$267,841
Equipment	--	\$9,552	\$80,320	--	\$11,139
Furniture and Fixtures	--	--	--	--	--
Total	\$390,427	\$698,546	\$127,936	\$191,286	\$278,980
Source: JAC Transit					

The total operating contract expenditures are divided as a ratio of 65% for fixed route and 35% for JAC Assist. After directly generated revenues of fares and advertising are subtracted from expenses, the resulting cost is then split by mode, using the 65/35 ratio to calculate the allowable federal and local funding matches. Figure 49 shows the operating costs by service type, and Table 31 shows the ratio of total operating costs between fixed route and JAC Assist.

Figure 49. Operating Expenditures by Service Type, FY2019-2024

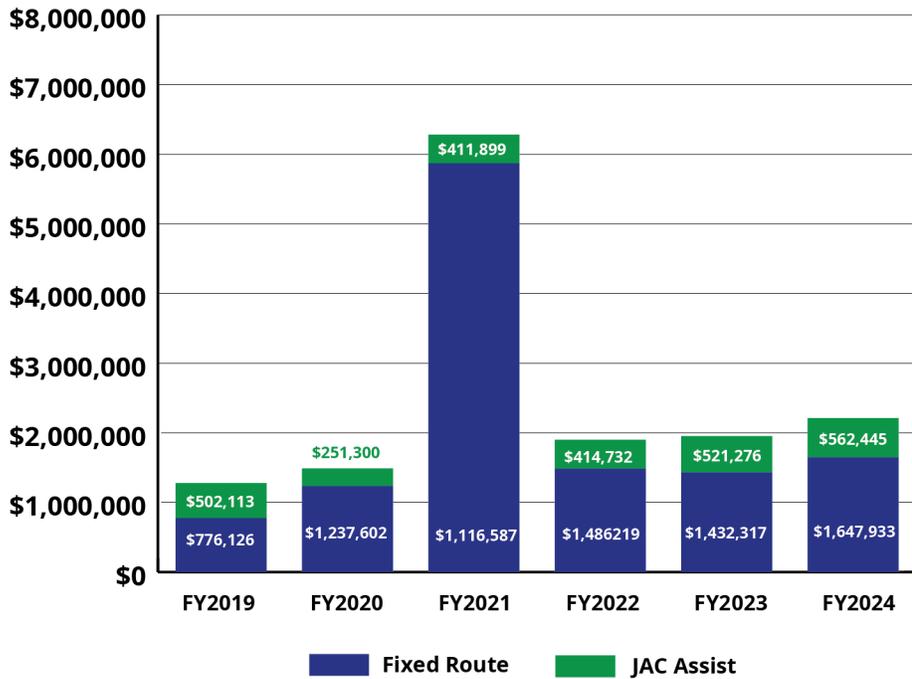


Table 30. Total Operating Expenditures by Service Type, FY2019-2025

	Fixed Route	JAC Assist	Total
FY2019	61%	39%	\$1,278,239
FY2020	83%	17%	\$1,488,902
FY2021	73%	27%	\$1,528,486
FY2022	78%	22%	\$1,900,951
FY2023	73%	27%	\$1,953,593
FY2024	75%	25%	\$2,210,378
FY2025	77%	23%	\$2,307,133
Source: JAC Transit			

Rising operating costs predate the COVID-19 pandemic. The exception is JAC Assist operating costs due to the decline in ridership in the last quarter of FY2020, and in FY2021. Only completed ADA paratransit trips are invoiced, compared to fixed route service that operates regardless of how many people ride, so the decrease in ridership has a direct correlation to expenses.

Capital costs vary from year to year, as expected, with the highest expenditures being related to procurement of rolling stock and major facilities projects, such as the Downtown Transfer Plaza. By mode, fixed route service accounts for most capital purchases, as shown in Table 32.

Table 31. Total Capital Expenditures by Service Type, FY2019-2025

	FY 2019	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025
Fixed Route	\$1,232,678	\$91,417	\$385,191	\$687,744	\$47,616	\$191,286	\$278,980
JAC Assist	--	--	--	\$9,552	--	--	--
Total	\$1,232,678	\$91,417	\$385,191	\$697,296	\$47,616	\$191,286	\$278,980
Source: JAC Transit							

Looking Forward: Five-Year Financial Plan

The five-year budget for JAC was prepared as part of the Carson City budget. Table 33 shows the projected expenditures by revenue source and category of expense are summarized below. The overall expenditures for JAC are expected to grow until FY2028 and then fall in FY2029. The total federal share is projected to shrink beginning in FY2029 over the previous year due to the temporary funds being expended and expiring. The inflation rates were calculated at 6% for FY2026 and 4% for FY2027 and then drop back to 3% for FY2028 and beyond. The operating forecast is further broken down by category of expense in Table 34.

Local match contribution is also projected to be a limiting factor in being able to access all available formula grant funds. However, as mentioned in the “Plan Funding Sources” section, the Carson City RTC could consider new and expanded funding sources such as a dedicated tax, improvement district, advertising, and interlocal funding agreements with partner agencies to offset local funding constraints.

Table 32. JAC Five-Year Expenditure Projection, FY2025-2030

	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030
Total Operating Costs	\$2,307,133	\$2,143,800	\$2,263,590	\$2,354,969	\$2,420,118	\$2,467,259
Vehicle Capital Costs	--	\$586,000	\$220,000	\$760,000	\$450,000	\$700,000
Other Capital Costs	\$278,980	\$380,000	\$642,868	\$475,004	\$492,354	\$399,925
Total	\$2,586,113	\$3,109,800	\$3,126,458	\$3,589,973	\$3,362,471	\$3,567,184
Source: JAC Transit						

Table 33. Five Year Operating Expenditure Projection, FY2026-2030

	FY2026	FY2027	FY2028	FY2029	FY2030
Salaries and Benefits	\$123,800	\$128,600	\$132,000	\$136,000	\$141,000
Operating Contract	\$1,649,600	\$1,649,600	\$1,700,000	\$1,750,000	\$1,802,000
RTC Regional Connector	\$75,000	\$87,000	\$92,000	\$92,000	\$100,000
Services	\$211,900	\$219,000	\$272,000	\$233,000	\$264,000
Vehicle Maintenance	\$293,000	\$293,000	\$309,000	\$314,000	\$320,000
Fuel	\$140,000	\$140,000	\$141,000	\$143,000	\$147,000
Other	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Total	\$2,498,300	\$2,522,200	\$2,651,000	\$2,673,000	\$2,779,000
Source: JAC Transit					

Implementation Plan

In the next five years, actions that can position transit service as a part of the transportation suite of mobility options, as opposed to a mode in competition with others, will be a great benefit to Carson City. With current funding levels, JAC must focus on its strengths, and not spread itself too thin, to ensure it is still useful to most people when it operates. Table 35 provides specific actions, along with an implementation timeline for each recommendation.

Long-range recommendations, as well as those to position towards in the next short term plan, include providing access across county lines to high demand locations, such as the Topsy Lane Walmart, and take steps to implement policies that would enable an on-demand service to be piloted in a low-density area of Carson City where ridership is low, but need for transit service exists.

Table 34. Guidance for Recommendations

ID	Recommendation	Action	Timeline
1	Improve data collection and monitoring processes by developing spreadsheets or dashboards that can aggregate and parse key metrics.	Operating contractor and JAC staff point of contact with software that tracks key performance metrics to develop a plan and execute the plan.	Year 0
		JAC staff should track monthly or quarterly and work with contracting operator or software vendors to correct issues.	
2	Improve reliability by updating time points.	Timepoints should be major destinations, and the same in both directions. JAC staff should work with contracting operator to confirm running times are accurate throughout the day and between weekdays and Saturdays. JAC staff should update the online and printed schedules, and the contracting operator should update the General Transit Feed Specification (standard open source data that is used by software and apps to access real time stop and vehicle location), advertise any updates.	Year 0, then annually
3	Finalize route network changes and services level changes to align with demand and fiscal constraints.	Gather public and partner feedback on network and service level options. JAC staff set up meetings, print materials, review and address feedback, update maps, and document the changes.	Year 0 – 1
		Work with businesses and regional transit providers to locate new stops in convenient places, and work to schedule trips so that wait times at key transfer locations are minimized.	
4	Advertise, market, and promote the approved network plan and changes to service hours or trips, particularly in areas where there will be changes in advance of changes.	JAC or city staff, with the help of contracted operator.	Year 1
5	Improve reliability by adjusting schedules to reflect travel times.	JAC staff should monitor routes by time of day and at least once per year (Through on-time performance reports and operator feedback).	Year 0, ongoing
6	Implement community-vetted, modified network.	JAC staff to work with contractor and all necessary parties.	Year 1
7	Ensure bus stops are on both sides of the street, as close to each other as possible, where applicable	JAC staff to work with appropriate Carson City staff to identify areas of improvement.	Year 1

ID	Recommendation	Action	Timeline
8	Continue to work with Douglas and Lyon Counties to look for opportunities to coordinate.	JAC staff should continue to coordinate and share ideas with representatives from Douglas and Lyon Counties. Look for opportunities to increase revenue and share expenses.	Ongoing
		JAC staff should reach out to peer agencies regionally and nationally for guidance and lessons learned.	
9	Monitor ridership and productivity of route changes	JAC staff to review key performance metrics reported by operating contractor. Meet with contractor at least quarterly if any trends warrant review or remediation.	Ongoing
10	Consider how residents in low-density areas of Carson City could be better served by on-demand service with existing resources.	JAC staff to connect with regional and national peers, read reports from agencies who have undergone pilot projects.	Year 3
		Collect feedback at local events to gauge opinion on what would get people riding the bus.	
11	Improve understanding of travel patterns of existing riders.	JAC staff can work with the contracting operator to look at transfer data. If none exists, JAC can partner with the contract operator to conduct a transfer survey, which uses paper denoting the previous route that operators can hole punch at the stop location of the second bus route, and then riders can drop into an envelope. JAC staff can tabulate results and map them.	Year 4
12	Advocate for increased revenue sources at the local, state and federal levels, and look for ways to reduce expenditures.	Track competitive federal and state funds. Lobby for non-traditional revenue sources to be allowable for operating costs for transit such as dedicated taxes/assessments, advertising, revenue sharing models or parking fees.	Ongoing
		Work with human service transportation providers to share resources to reduce capital expenses.	

Conclusions

This document presents administrative recommendations which can be immediately implemented by JAC staff and contractors, while other near-term actions, such as bus stop improvements, can be accomplished concurrently through existing Carson City Public Works programs. While there is no one simple solution to enhancing operational efficiency and increasing ridership, these incremental and low-cost actions have the potential to ignite transformative change within the existing operations model. Combined with the power of improved coordination with partner agencies, the region's public transit and human services networks can be better aligned to deliver valuable transportation options for those with the greatest needs. This approach can build momentum toward the feasible implementation of more aspirational service enhancements, which aren't realistic under current funding availability. As the population demographics and needs of the region continue to evolve, it is important to update this plan at least every five years to address changing priorities. The more this plan can be implemented in the interim, the better prepared the region will be for future disruptors.

Appendix A
Strategies, Needs, and Opportunities

DRAFT Strategies

(Created in the October Steering Committee Workshop)

- Develop joint interlocal agreements between the 4 counties (X) to jointly fund mobility hubs allowing services to cross county lines; allowing for greater service expansion
- Allow for flexibility in driver hours (across all modes) wherein drivers may work part time with the intent to create more employment opportunities for older adults and veterans
- Develop a regular schedule for steering committee meetings and ensure the appropriate representatives and decision makers from each agency attend.
- Design a briefing book for board members and elected officials to showcase not only the needs of public transit but also highlight the benefits, such as economic impact and return on investment.
- Leverage community support for public transportation
- Create a database of all bus stops and analyze the amenities, accessibility, and safety at each location so that this information may be used in increasing ADA compliance and be shared with the public for informed decision-making
- Design a one-stop resource for current and potential riders detailing services available, eligibility requirements, and service types. *(may be online and/or in large print for older adults).*
- Revive the transit ambassador program to promote available services, de-mystify public transit, and aid in answering questions. *(Program may be modeled as a speaker's bureau or as a "bus buddy" format—see peers).*
- Expand community partnerships to aid in the coordination, education, and promotion of services. Partnerships can potentially include human and social service agencies, government agencies, schools, higher education institutions, medical facilities, resource providers, and major employers).
- Ensure that fares and fees for service may be reduced for individuals and families using income-support programs, such as SNAP.
- Leverage fuel taxes to support sidewalk accessibility improvements as well as ensuring safe sidewalks in the winter months.
- Consider a sales tax ballot measure to increase public transit funding.
- Examine options to increase local match for current transit funding.
- Analyze the demand for evening and weekend public transit services.
- Create a regional service app to detail transportation information for Tahoe, Washoe, Douglas, and the Carson City areas.
- Procure funding to install bike racks on the front of buses.
- Initiate a connectivity analysis and plan between regional providers.
- Review and refresh current policies and procedures?
- Identify needs and gaps for the coordination of medical services; include a clear plan for serving those with specialty needs: (e.g. those with mental health, dialysis, other medical transport needs).
- Communication & outreach?

Flexible & Specialized Transportation Services

Needs

- Funding for low-income services
- More availability for specialized services
- Coordination and partnerships
- Ownership
- Enhance/expand hours of operations
- One-off individual transportation for all
- Single parents w/small children
- Service for same-day medical appointments
- Additional facilities
- Open communication w/physicians

Opportunities

- Online on app or TV so individuals with limited mobility can see accessible sidewalks, ramps, etc at stops
- Marketing & outreach
- Training & education
- Develop individualized option for special circumstances
- Partnerships
- Newsletter
- Vanpool services
- MCO partnerships & accountability

Improved Service and Regional Connectivity for Target Populations

Needs

- Inter-connected stops
- Connecting services
- Accommodating flexibility of scheduling (e.g. same day appointments; multiple requests in the same week)
- Wi-Fi
- Service to Lyon County
- Rideshare

Opportunities

- Shared transparent and clear service delivery
- Mimic Disney World (customer service/level of service)
- Create quad county mobility management entity; employment agency
- Leverage other funding sources (tourists/cultural)

- Train

Coordination & Innovation

Needs

- Help community see the bigger picture
- Work with medical providers for scheduling to align with transportation guidelines
- Work with medical providers for mass scheduling
- Work with school districts to coordinate scheduling for after school needs; i.e. dental, mental health, medical, & recreation
- Pay bus drivers more
- Access to technology
- High-use industries where no transit exists
- All-in-one app; resource button to include all providers; easy to use

Opportunities

- More frequent/regular meetings
- Advisory board to keep community engaged/informed/consulted
- Community outreach and focus groups
- Cost comparison between bus and private work
- Work with health professionals, school district leadership
- Sharing service for professional employment or resources
- Types of fare media
- Inter-county transit services or something similar
- Partner w/NV Health Authority on renal health infrastructure growth
- Screens/TVs—info on buses
- All-in-one app; mobile phone; notifications
- Research other transportation programs (peers; other cities)

Universal Access & Infrastructure Enhancements

Needs

- Bike racks & JAC hubs
- Hub to connect Lyon County to Carson City and other counties in general
- Signage and communication
- Connection from front door to hub
- Updates (particularly residential) to roadways; sidewalks
- Accessibility enhancements
- Expanded operation hours (PM scheduling or early morning)
- Poor weather

- Route information of stops
- Ease of information
- Access to JAC admin building/or other hubs/resource centers

Opportunities

- Work with businesses for sponsorship opportunities
- Work with medical, higher education, and professional work force entities for partnership opportunities
- Work with public works
- Partnering with other transportation agencies
- “Disney world” services—comprehensive user guide
- Partnership with economic development
- Attract rideshare apps (all in one)
- Shelters/benches/lighting
- Sell advertising
- Updated buses/vehicles (with ramps)

Service Quality & Workforce Sustainability

Needs

- Consistent drivers
- Wages
- On-time
- Better rider experience
- Increase rider surveys
- Customer service training for employees
- Access to transportation office—easier (lost items)
- Driver retention
- Hub for Connectivity

Opportunities

- Incentives
- Outreach to employment organizations
- Worker community
- Consistent policies that are based on driver input
- Fix the roads
- Competitive Salaries
- Training/education—knowledgeable drivers
- Operator and rider safety
- Collaboration through partnerships; enhance efficiencies

Rider Awareness, Information, and Education

Needs

- Outreach
- Education
- Access—Maps; info; fee structures
- Creative Advertising—one piece including all resources
- New branding for the quad-counties for all populations
- Partnerships

Opportunities

- Outreach—classes; visit schools, centers, employers, etc.
- Education and presentations
- Marketing—movies; billboards, local events, social media, businesses, schools, etc.
- Newsletter
- Regular stakeholder meetings
- Who “owns” it?

Affordability, Equal Access, and Language Access

Needs

- Answer phone in different languages
- Cheaper fares
- Can't talk to transit representatives
- Weather updates
- Resources of financial assistance (free bus passes)
- Additional signage
- Disney world services and verbal in multi-languages

Opportunities

- Translation services (linguistics)
- Better serve high-demand locations
- Fare media (types of fares)
- Resource info—get that out (languages needed)
- Mobile Access/super user friendly
- Combine Partners in one sign & communication

Appendix B
Driver and Dispatch Survey

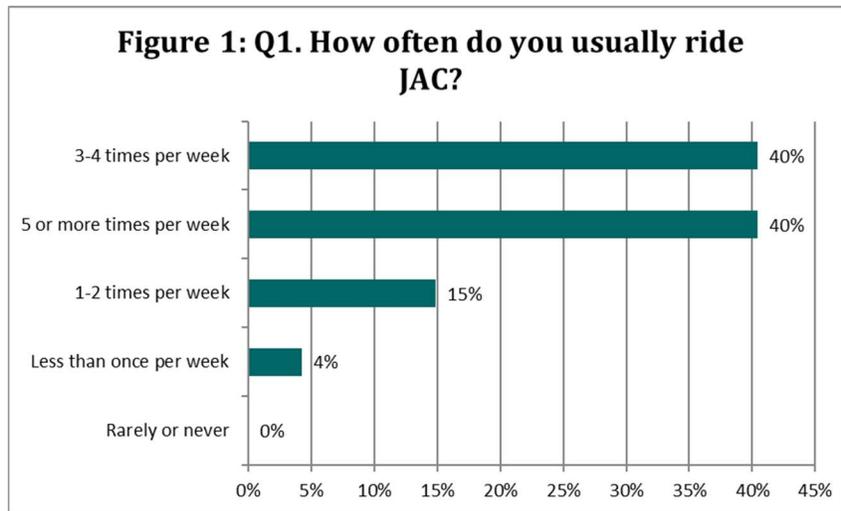
Operator Feedback/Interview

1. How long have you been driving for JAC?
2. How long is your commute to get to work?
3. Feedback on any specific bus stops?
 - a. Yours as a driver
 - b. What you've heard passengers talk about to you
 - c. Examples may include: waiting environment, safety concerns, intersection, road or curb conditions, bus stop spacing, bus stop signage.
4. Feedback on any of the routes themselves?
 - a. Yours as a driver
 - b. From passengers
 - c. Examples may include: tight turns, poor signal timing, left turns that are hard to get to the correct lane in time, one-way route directionality hard for customers to understand, poorly marked pedestrian crossings
5. Feedback on the hours or days of service?
 - a. As a driver picking shifts
 - b. From the rider perspective
6. Are there particular areas not served by JAC you get asked about?
7. Are there specific traffic congested areas that make it hard to stay on schedule?
 - a. When/where?
8. How is your experience at your layover location/s?
9. Are there other comments you hear from customers you'd like to pass on?
10. Do you have any specific changes you'd like to suggest to current routes?
11. Anything else you'd like us to know?

Appendix C
Onboard Survey

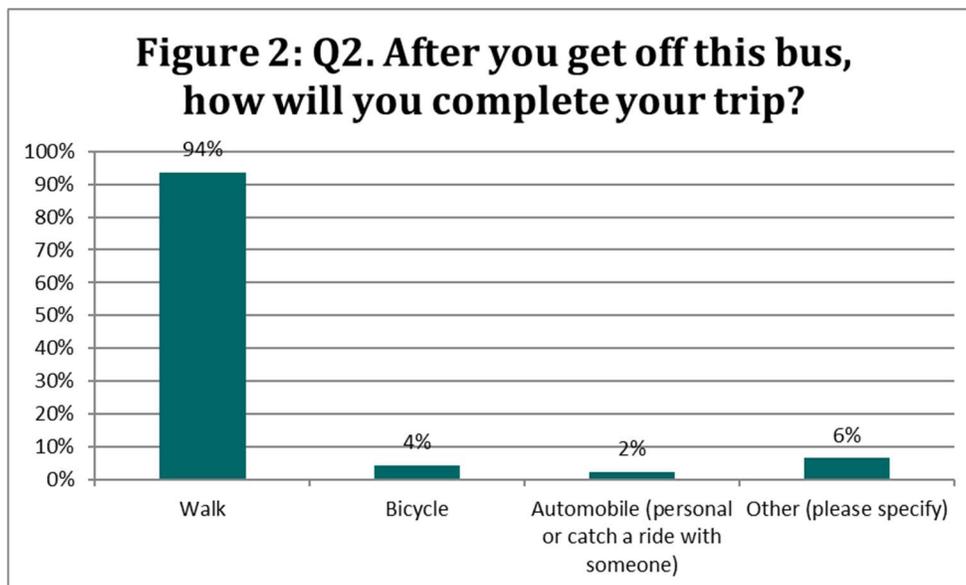
Q1: How often do you usually ride JAC? (47 Responses)

Most respondents reported using transit services frequently, with 40% reporting using the service 3-4 times per week and 40% of respondents indicating they used the service 5-6 times per week.



Q2: After you get off this bus, how will you complete your trip? (47 Responses)

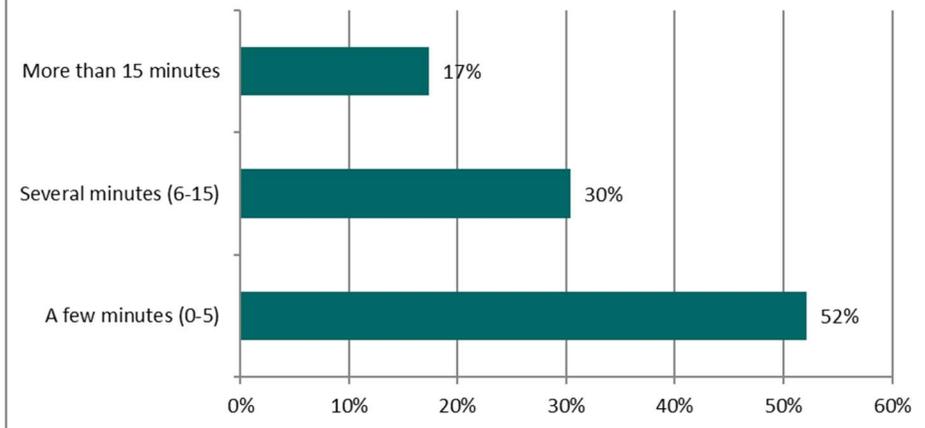
Walking was the most frequent answer, with 94% of respondents reporting walking as the way they would complete their trip. Other responses (6%) included completing the trip on other buses or JAC Assist.



Q3: How long does it take you to get to/from your preferred bus stop? (46 Responses)

More than half of respondents (52%) reported it only takes 5 minutes or less to travel to or from their preferred bus stop.

Figure 3: Q3. How long does it take you to get to/from your preferred bus stop?



Q4: Are you aware of JAC's Route Mobile Application (TransLoc)? (47 Responses)

A majority of respondents were aware of the app, with 77% answering Yes. Those respondents who had not heard of the app or answered No accounted for 23% of respondents.

Q5: Do you have a JAC's Mobile App account? (45 Responses)

The survey asked those who had answered Yes to Question 4 if respondents had a JAC Route Mobile App account. Most respondents reported No (53%) or that they did not know if they had an account (7%). Those who reported No represented 40% of respondents.

Figure 4: Q4. Are you aware of JAC's Route Mobile Application (TransLoc)?

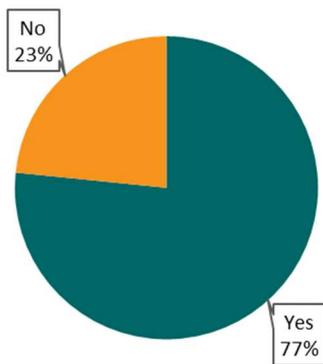
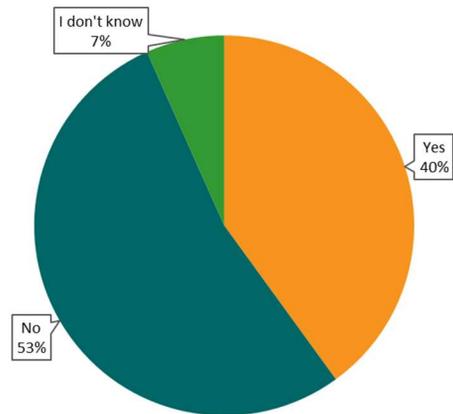
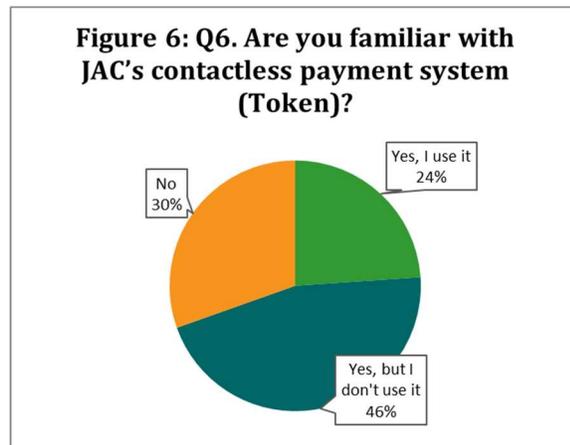


Figure 5: Q5. Do you have a JAC's Route Mobile App account?



Q6: Are you familiar with JAC's Contactless Payment System (Token)? (46 Responses)

In total, 70% of respondents do know about the contactless payment system, but only 24% who do know about it use it. Those who do not know about the contactless payment system represent 30% of respondents.



Q7: Please indicate whether you strongly agree (5) or strongly disagree (1) to the following statements (47 Responses)

Table 1 presents four statements about JAC service. The question asks respondents to rank each statement regarding transit services on a scale of 1 (strongly disagree) to 5 (strongly agree). In addition, the table presents an overall weighted score, with the highest priority transit improvements indicated by the greatest overall score. With this in mind, the survey respondents prioritized the following improvements:

- 60% strongly agreed and 16% agreed that bus fares are affordable. 55% strongly agreed and 15% agreed that the bus is convenient. A combined 68% agreed with feeling safe and secure on the bus and a combined 68% agreed that the buses are comfortable and clean.
- 13% strongly disagreed and 11% disagreed that they feel safe and secure on the bus. Combined, 18% disagreed that the buses were comfortable and clean, 17% disagreed that the bus service was convenient to them, and 13% disagreed that the bus fares were affordable.

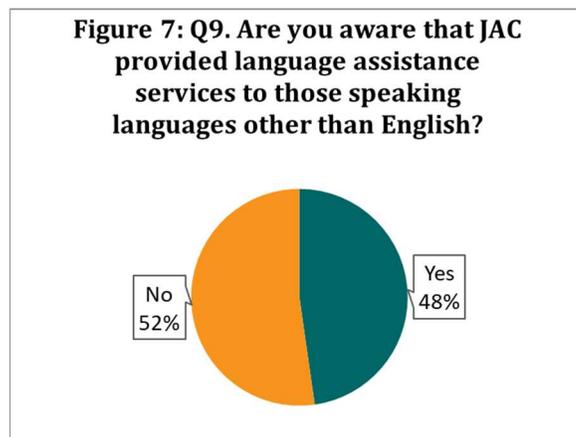
Table 1: Q7. Please indicate whether you strongly agree or strongly disagree to the following statements

	Strongly Disagree 1	2	3	4	Strongly Agree 5	Overall Score (Weighted)
I feel safe and secure on the bus.	13%	11%	9%	28%	40%	3.7
The buses are comfortable and clean.	11%	7%	15%	20%	48%	3.9
The bus service is convenient for me.	15%	2%	13%	15%	55%	3.9
The bus fares are affordable.	11%	2%	11%	16%	60%	4.1

Q8: How do you prefer to get information and news about JAC? (46 Responses)

Table 2: Q8. How do you prefer to get information and news about JAC?	
Answer Choices	Responses
Notices posted on buses	43%
JAC website	33%
Asking bus drivers	33%
JAC mobile app	30%
JAC System Map & Transit Guide	15%
Newspaper (i.e., Nevada Appeal)	11%
Word of mouth	9%
Other (please specify)	4%

Q9. Are you aware that JAC provided language services to those speaking languages other than English? (44 Responses)



Q10. What additional language assistance measures, information, or forms would be helpful to you? (39 Responses)

As shown in Table 3, 85% of respondents indicate that they do not require any additional language assistance measures, information, or forms. Those who wanted more outreach in other languages accounted for a combined 21 percent of respondents.

Table 3: Q10. What additional language assistance measures, information, or forms would be helpful to you?	
Answer Choices	Responses
Nothing additional as I speak English.	85%
More signs/forms in other languages	8%
More outreach in other languages	5%
More website/mobile app information in other languages	5%
Access to JAC staff who speak additional languages	3%

Q11. Please provide your thoughts on the following route improvements (19 responses)

Respondents were asked to provide their thoughts on improvements for four specific routes:

Route 1 – There were nine total responses with feedback for the Route 1 route. Five of those responses were positive, praising the bus drivers or the service. Four had improvement suggestions or feedback, including:

- Moving the Foothill stop near the new hydrant.
- Bus driver sometimes doesn't open the door for boarding and then drives off
- Sometimes the bus doesn't stop and passes the rider's stop.
- Buses sometimes arrive too early.

Route 2A – There were four total responses. Three responses were positive, praising the service. One response suggested service to additional destinations, with no specific destinations named.

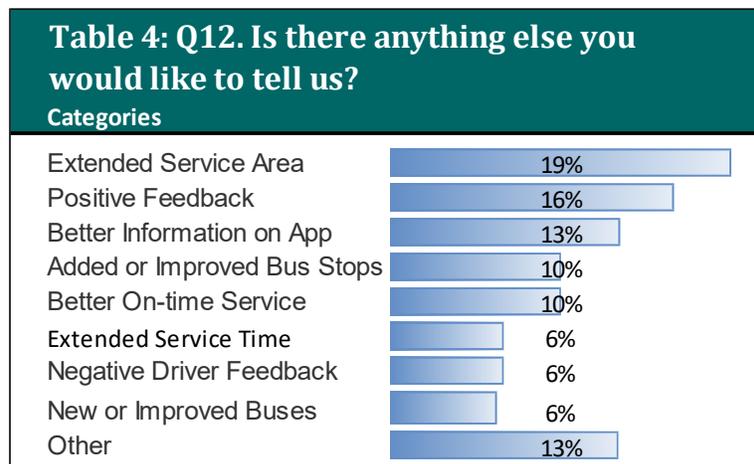
Route 2B: There were three total responses. Each were positive, praising the service.

Route 3: There were nine total responses with feedback for Route 3. Two responses were positive, praising the service.

- 5 responses would like to see a bus stop at the top of Topsy Lane or Walmart
- 1 response would like to see a bus stop along new developments in Carson City.

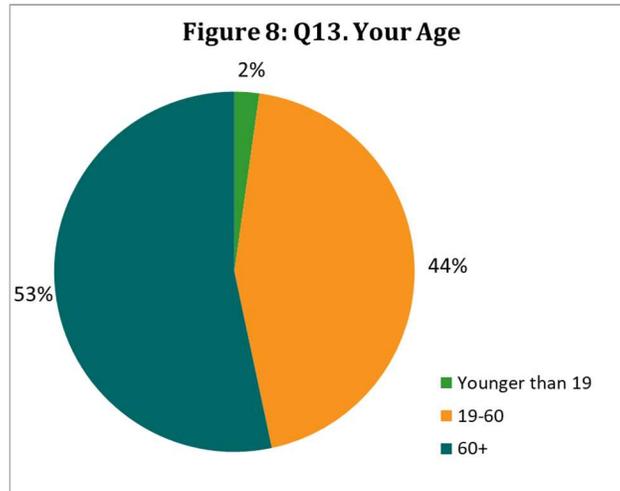
Q12: Is there anything else you would like to tell us? (31 Responses)

Table 4 is a summary of open-ended comments from respondents. The majority of responses wanted extended service area, (particularly to the Walmart/Topsy Lane area) and others wanted extended service time. General positive feedback made up 16% of responses. Added or improved bus stops (10%) or new or improved buses (6%) made up a combined 16% of responses. 13% of responses were commenting on the lack of live tracking of buses or announcements regarding late buses, closed stops, or other travel delays on the JAC Transit App, and 10% of respondents wanted better on-time service. Other responses included negative driver feedback, requests for better accessibility for disabled persons, no music played loudly on the bus, positive driver feedback, and a request to improve bus safety.



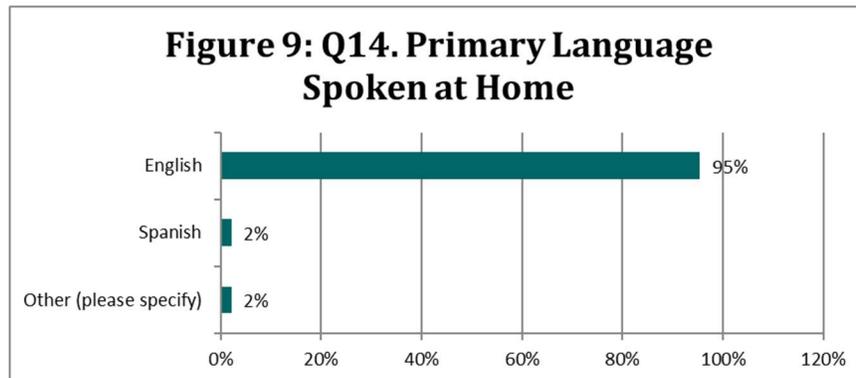
Q13: Your Age (45 Responses)

Figure 8 summarizes the ages of the respondents.



Q14: Primary Language Spoken at Home (42 Responses)

Languages spoken by respondents at home are shown in Figure 9.



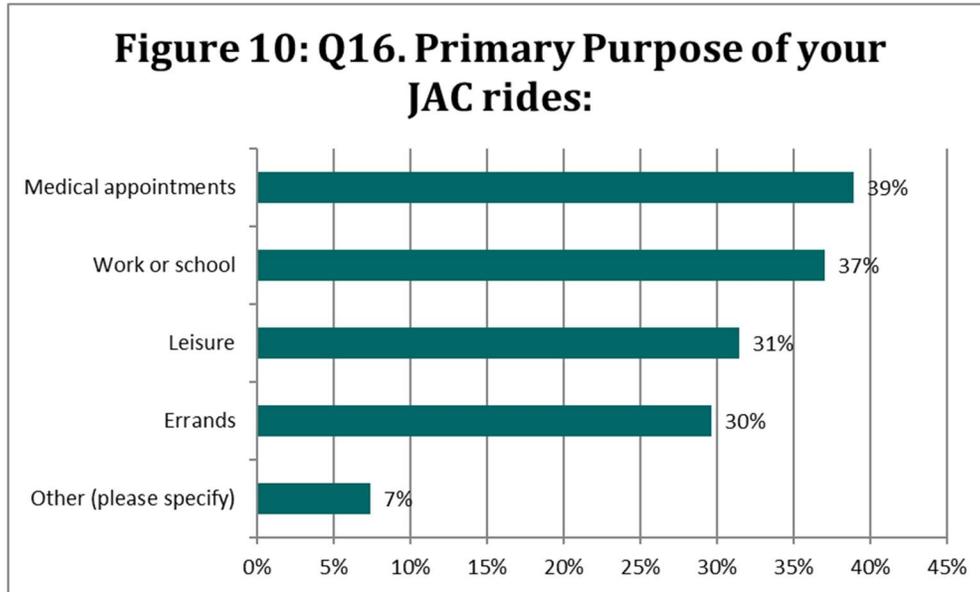
Q15: What is your race or ethnicity? (37 Responses)

Table 5 shows a summary of the respondent's self-reported race or ethnicity.

Table 5: Q15. What is your race or ethnicity?	
Answer Choices	Responses
White	77%
Hispanic or Latino	15%
Black or African American	8%
Multiracial or Multiethnic	5%
Native American or Alaska Native	3%
Asian	0%
Middle Eastern or North African	0%
Native Hawaiian or Pacific Islander	0%

Q16: Primary Purpose of Your JAC Rides (47 Responses)

The respondents were asked about the primary purposes of their JAC rides. Other purposes (7%) include using the transit service for independence, transportation needs, and access to the senior center.



Q17: Estimated Annual Income Level (37 Responses)

Table 6 shows that 92% of respondents have an income of less than \$50,000. The JAC Transit service provides service to lower and middle-income persons.

Table 6: Q17. Estimated Annual Income Level	
Answer Choices	Responses
less than \$25,000	70%
between \$25,000 and \$50,000	22%
between \$50,000 and 100,000	5%
more than \$100,000	3%