

MEMORANDUM

DEPARTMENT OF TRANSPORTATION

Division of Transit and Rail
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TO: Transit & Intermodal Committee

FROM: Mark Imhoff, Director, Division of Transit & Rail

DATE: June 7, 2013

RE: DTR Update Memo

The purpose of this memo is to give the Transit & Intermodal Committee (and the full Transportation Commission) a status of current activities on select projects and initiatives. These same items will be covered at the Transit & Intermodal Committee meeting on Thursday, June 20. In addition, there will be a tour of the Denver Union Station project on Wednesday afternoon, June 19; Bill Mosher, the DUSPA project manager, will also be presenting a brief history of the project highlighting CDOT's involvement.

PD 14 Mobility Performance Measures

Background

Policy Directive 14 provides an overall framework for the transportation planning process through which a multimodal, comprehensive Statewide Transportation Plan will be developed that optimizes the transportation system by balancing preservation and maintenance, efficient operations and management practices, and capacity improvements. PD 14 will guide allocation of resources in support of performance objectives for the Statewide Transportation Plan, the Statewide Transportation Improvement Program, and the annual budget.

PD 14, last revised in 2008 for the 2035 Statewide Plan update, will be updated to reflect new CDOT budget processes, MAP-21 legislation, and input from TRAC on a "framework" for establishing performance measures for transit.

"System Performance" is one five measures being considered overall. Transit plays prominently in this measure and the already-established "Infrastructure Condition" measure.

Proposed Revisions to Earlier PD 14

The overall system performance measure is presented below, with transit measures shown in italics. The text under "MEASURES" describes what is being measured followed in the "OBJECTIVES" section by a description of how it is proposed to be measured. Given that this

is a high-level policy document, the intent is not to come up with a broad range of detailed measures, but to have a few indicator measures of the “health” of the transportation system. The measures here are further intended to focus on those aspects of the transportation system that are within the ability of CDOT to either directly control or to directly influence. Finally, the measure must be based on existing, easily-available data.

3. SYSTEM PERFORMANCE:

Budget Categories: Maximize, Expand, Pass-Through Funds/Multi-Modal Grants

MEASURES:

- Traffic congestion - Annual hours of delay above a congestion threshold on Interstate and NHS roadways
- Performance of Interstates – Reliability Index, the ratio of travel time to a threshold travel time
- Performance of NHS Roadways - Reliability Index, the ratio of travel time to a threshold travel time
- *Transit utilization - ridership statewide and by subcategory: large urban, small urban, and rural.*
- *Transit connectivity – revenue miles of service provided*

OBJECTIVES:

- Maintain travel time delay on congested Interstates and national highway system (NHS) roadways at or below ___ annual hours of delay.
- Attain a Reliability Index of ___ percentile travel time in congested sections of Interstates and NHS roadways,
- Reduce incident clearance times by ___% per year.
- Increase person throughput in congested sections of NHS and Interstates ___% per year.
- *Small urban and rural grantees show a ridership increase of ___ % as a moving average over a ___year period.*
- *Maintain or increase statewide transit system connectivity, by preserving or increasing the total number of revenue miles of regional, inter-regional, and inter-city passenger service.*

Ridership Measure & Objective: CDOT has already committed to tracking statewide transit ridership within Your CDOT Dollar (YCD) on a year-by-year basis. This measure is an extension of the statewide measure, subdividing transit operators according to FTA funding categories. Large urbanized systems receive operating funding directly from the FTA, which manages performance reporting for these systems. CDOT is the oversight agency for funds passed-through to small urban agencies, rural operators, and for those providing specialized services for the elderly and disabled. The intent is that, with rare exception, transit agencies should have more ridership in a current year than a prior year. Growth in transit ridership would be expected to reflect general population and economic growth trends in the state—with exceptions for gas price spikes, large economic downturns, and areas experiencing population decreases.

Statewide Transit Connectivity Measure & Objective: System connectivity is the goal. The expectation of this measure is that only efficient and effective service will be operated in the long run. Similar to the road network, the State is primarily interested in transit services connecting parts of the state, operating on State Highways, the National Highway System, and Interstate Highways. With that expectation in mind, revenue service miles is a good indicator of transit services within transit service areas (regional), among different transit service areas of the state (inter-regional), and among cities nationally (intercity). This measure will capture passenger rail and bus services in all categories, including Amtrak, public and specialized transportation, and most private contracted services using public funds.

Statewide Transit Plan

DTR kicked off the development of the Statewide Transit Plan in April 2013. As part of this effort the team will prepare local transit and human service transportation coordination plans for rural Transportation Planning Regions (TPR), conduct a survey to determine the transportation needs of elderly and disabled persons, and develop a statewide transit plan that integrates rural TPR as well as MPO transit plans. The statewide transit plan will also integrate several studies currently underway in DTR.

The plan development process includes data collection and analysis, funding and financial analysis, inventory of existing services, identification of transit needs and gaps, public involvement, agency coordination and a vision and framework for transit. To support the process, the team will conduct technical working group meetings (up to 3) and public open houses (2) in each rural TPR. A statewide steering committee has been created to bring together various agencies, providers and advocacy groups to provide advice to the process and help set the vision for transit in the state. The first meeting of the statewide steering committee was held on May 29, 2013. It is anticipated this group will meet at key points in the process (approximately 5 to 7 times).

A website has been created for the statewide transit plan. The link is: <http://www.coloradodot.info/programs/transitandrail/statewidetransitplan>

- Status: Developing schedule for the technical working group meetings and public open houses; creating a mailing list; conducting data inventory
- Duration: 15 months (April 2013 – June 2014)

Calendar of upcoming events:

SWP TPR Outreach – see other document for dates, times and locations

Statewide Steering Committee

- August 7th, tentative, CDOT HQ

TPR Technical Working Group Meetings – not yet set, but probably in July

TPR Open Houses – not yet set, but probably in July

Regional Commuter Bus Plan

The Regional Commuter Bus plan development is progressing. The Plan is being closely coordinated with the Colorado Intercity and Regional Bus Network Study. Our consultant is preparing recommendations on the service plan for both the I-25 and I-70 routes, with a focus on an initial phase to serve the Colorado Springs to Denver and North Front Range/Fort Collins to Denver markets.

The TRAC Subcommittee (expanded to include the seven major transit agencies along the corridors) met on May 9, and will meet again on June 11. There remains a significant concern with some members of the Subcommittee, including CASTA, that CDOT would utilize FASTER Statewide Transit funds to operate the RCB service, and that local providers who operate regional services are ineligible to apply for operating assistance.

One of the primary goals for a statewide transit program is the development of a statewide transit network providing connectivity throughout the state and linking local transit systems. This is the concept that inspired the RCB conceptual plan and investment strategy. To achieve the broad statewide goal, CDOT needs to encourage local entities to embrace the statewide transit network and connect into the system, including the operation of regional services that benefit their local areas. Many local transit systems already provide such service, and a few operate outside their jurisdictional boundaries to link with neighboring communities to provide access to jobs, medical facilities and shopping centers. Local budgets are tight and consequently the ability to adequately offer these regional transit services is strained. Those providing input are generally supportive of the CDOT RCB plan, but believe that operating assistance for other regional transit services should also be eligible.

A primary DTR concern is the limited amount of funds available and the potential number of regional routes statewide, as well as a reduction in funding set aside for capital. As scenarios are developed, eligibility criteria will be evaluated. We have received suggestions for operating assistance funding distribution, both for a competitive process and a formula process; both will be assessed.

In order to respond to the Subcommittee concerns, DTR has agreed to explore the possibility of dedicating a fixed amount of the annual FASTER Statewide Transit funds for regional service operating assistance. We believe the RCB Subcommittee is limited in perspective (I-25 and I-70 corridors only) and that this issue needs broader consideration with input from the full TRAC. With T&I concurrence, we will bring this issue to the TRAC at their July meeting. The annual cycle for FASTER Transit funding is expected to begin later this summer with the call for projects for FY 2015 and 2016. This timing suggests that IF a regional operating service program was created, the initial offering would be for FY 2016. This would give DTR staff and the Transportation Commission a year to develop the program.

FASTER Transit Program (FY 2015-16 cycle)

Another round of FASTER Transit funding is fast approaching. Staff is currently examining a formula change for the allocation of FASTER Transit Local funds to the Regions, in response to the new CDOT engineering region boundary revisions. We are also revisiting our mileage and usage criteria for vehicle replacement requests in response to grantee feedback. Both of these issues are being reviewed by the TRAC Asset and Performance Measurement Subcommittee.

The schedule for the FY15-16 FASTER Transit call for projects will likely be similar to that used last year. We anticipate a call for projects to be issued late summer, due in mid-fall, with applications reviewed in late fall, and presentation to the Commission for approval in February 2014. This schedule gives ample time for local agencies to develop applications and for DTR and Region staff to conduct coordinated funding deliberations.

**Transportation Commission of Colorado
Transit & Intermodal Committee
Meeting Agenda
Thursday, June 19, 2013
4201 East Arkansas Avenue
Denver, Colorado**

**Mark Imhoff, Director
Division of Transit and Rail**

**Ed Peterson, Chairman
District 2, Lakewood**

**Kathy Connell
District 6, Steamboat Springs**

**Kathy Gilliland
District 5, Livermore**

**Les Gruen
District 9, Colorado Springs**

**Steve Parker
District 8, Durango**

**Herman Stockinger, Secretary
Transportation Commission**

**Debra Perkins-Smith, Director
Division of Transportation
Development**

- **Approval of the March 2013 T&I Meeting minutes – 5 minutes**
- **PD14 Performance Measures - 10 minutes**
- **State Transit Plan - 10 minutes**
- **Regional Commuter Bus – 10 minutes**
- **FASTER Program – 10 minutes**

THE AGENDA MAY BE ALTERED AT THE CHAIR'S DISCRETION

STATEWIDE PLAN AND TRANSIT AND INTERMODAL COMMITTEE MEETING

Date: March 20, 2013

Committee Members Attending: Commissioner Ed Peterson, Commissioner Kathy Gilliland, Commissioner Steve Parker, Commissioner Steven Hofmeister, Commissioner Steve Parker, Commissioner Doug Aden, Commissioner Kathy Connell, Commissioner Gilbert Ortiz, Sr., Commissioner Gary Reiff.

Others Attending: CDOT HQ: Don Hunt, Debra Perkins-Smith, Ben Stein, Sandi Kohrs, Mark Imhoff, Tom Mauser, Gail Hoffman, Marissa Robinson, Tom Mauser, Dave Krutsinger, and Dave Averill. Regional Transportation Directors: Kerrie Neet, Johnny Olson, and Dave Eller. Others: Vince Rogalski, STAC Chairman; Steve Cook, DRCOG; Randy Baumgartner, Parsons Brinkerhoff; Craig Secrest, Highstreet Consulting; Jeff Kullman, Adkins; and Dan Grunig, Bicycle Colorado.

- *Meeting Minutes:* Minutes were approved for the Dec. 20, 2012 meeting of the Transit and Intermodal Committee and for the Feb. 20, 2013 meeting of the Statewide Plan Committee.
- *Revenue Scenarios:* Staff presented an additional revenue scenario the Statewide Plan Committee requested last month showing the projections used in developing the “baseline” for state revenue projections and the Congressional Budget Office forecast for federal revenue. This Scenario #4 assumes a 1% increase in MAP-21 level revenues from 2016-2020 including general fund transfer, and for 2021-2040 the federal revenues are adjusted to reflect the Congressional Budget Office forecast and general fund transfers held constant. Staff requested guidance on inclusion of SB -09-228 funds. Discussion was that 228 is in current law and if not included we could not plan for the use of these funds. The Statewide Transportation Advisory Committee (STAC) recommended including SB09-228 revenues. Commissioners unanimously approved the staff recommendation to accept Scenario #4 with the addition of SB 09-228 transfers beginning in FY 2016.
- *Overall Funding Program Recommendations for FY 2015 and Beyond:* MAP-21 made changes to Congestion Mitigation and Air Quality (CMAQ) and Surface Transportation Program (STP) programs, and created the Transportation Alternatives Program (TAP) that combines Safe Routes to Schools (SRTS), part of Scenic Byways, Recreational Trails, and Transportation Enhancements but with reduced funding compared to previous years. Staff recommended and the Commission concurred that for FY 2015 and beyond, allocations specific to the funding programs would be developed as part of the overall Statewide Plan and Statewide Transportation Improvement Program (STIP) process where program

distributions are identified to ensure fiscal constraint. It was clarified that the decisions for FY 14 did not set a precedent for future years. This process will be conducted in 2013 in coordination with planning partners. The schedule will allow for definition of an approach for FY 2015 as well as for the next STIP and Plan, which begins with 2016.

- *Safe Routes to Schools (SRTS)*: Under MAP-21 SRTS is included within the TAP funds. Thirty-seven organizations submitted letters asking CDOT to continue bicycle education funding at \$750,000 a year. One commissioner pointed to development entirely with private money of 50 miles of bike-pedestrian trails in the Durango areas as a model for bicycling and pedestrian advocate groups. There was general discussion about the merits of the SRTS program but questions about CDOT's future role in this area.

Commissioners unanimously approved the two staff recommendations. One was to forward for Commission action the FY 2013 project list identified by the Advisory Committee to be funded with MAP-21 funds. The other was to recommend funding in FY 2014 with the remaining approximate \$1.5M in SAFETEA-LU SRTS funds. The FY 2013 project list allocates \$1.5M among seven infrastructure projects and eight non-infrastructure/education projects.

- *Transportation Alternatives Program* – Recreational Trails funds included in TAP are going to the Department of Natural Resources. Discussion took place about how to use the remaining \$9.3M in federal TAP funds in FY 2014 to keep the program as whole as possible since many projects have already been approved using the previous Transportation Enhancement revenue allocations.

Commissioners unanimously approved the staff recommendation to distribute the TAP funds regionally based in FY 2014 by using the resource allocation formula for the former Transportation Enhancement program, keeping all areas "whole" except DRCOG, which will receive \$300,000 less in federal funds. DRCOG proposed backfilling this reduction with CMAQ funds. Commissioners thanked DRCOG for its offer and agreed with this proposal.

- *Congestion Mitigation and Air Quality Program* – Under MAP-21, CMAQ funds are largely directed to air quality non-attainment or maintenance areas with one exception: compressed natural gas (CNG) fueling stations or electric vehicle charging stations can be funded at any location in the state. Gov. John Hickenlooper is interested in using some CMAQ money as seed money for CNG fueling stations. CNG fueling station applicants must be governmental entities, although they can partner with private entities. Staff recommends holding back about \$13.2 million (the amount above the resource allocation amount) of the anticipated \$37.3M in federal funds for FY 2014 until the Colorado Energy

Office's statewide CNG plan can be completed. This idea is acceptable to major recipients if a decision on the funds can be made by fall of 2013. Some CMAQ recipients also said the private sector should bear a significant portion of the cost of setting up private CNG fueling stations. One commissioner said manufacturers won't build more CNG vehicles until consumers have reasonable access to CNG fuel distribution sites, and that CNG fueling stations around the state is a good first step.

Commissioners unanimously approved the staff recommendation to distribute CMAQ funds for FY 2014 to current recipients up to FY 2014 resource allocation amounts, to backfill the reduction in DRCOG TAP funds with CMAQ funds, and to hold the remainder in reserve pending further development of the statewide CNG plan, assuming a decision can be made about the use of those funds by fall 2013. A CMAQ fund distribution resolution will be prepared for Commission adoption in April.

Surface Transportation Program (STP) – MAP-21 requires flexible STP funds to be obligated 50 percent within population area categories and 50 percent to be obligated at any location in the state. This compares with the SAFETEA-LU percentage breakdown of 62.5 percent to population area categories and 37.5 percent to any other area of the state. Funds that go to the urbanized areas of 200,000 or more are called STP-Metro funds. Commissioners approved the staff recommendation to administer STP funds as MAP-21 requires for FY 2014, which includes the sub-allocation of STP-Metro funds to the three Transportation Management Areas (TMAs) based on the urbanized areas over 200,000 as a percentage of the state's population.

- *Transit Asset Management and Policy Directive (PD) 14* – Division of Transit and Rail is recommending including two objectives in PD 14 relating to transit asset management (the first time transit has been included in PD 14):
 - Maintain the percentage of vehicles in the rural Colorado transit fleet to no less than 65% operating in Fair, Good, or Excellent condition, per Federal Transit Administration (FTA) definitions.
 - By 2017, ensure that all CDOT transit grantees have Asset Management Plans in place for State or Federally funded vehicles, buildings, and equipment.Commissioners agreed with this approach. Next steps for PD 14 is discussion of Project Delivery in May (after the April road trip) and System Performance in later months.
- *Regional Commuter Bus Plan* – Development of a regional commuter bus plan will continue over the next several months, with a final plan to go to the Transportation Commission for action this summer with a goal of implementation of regional commuter bus routes using 14 CDOT-owned by summer/fall 2014. CDOT proposes purchasing 14 buses at a cost of \$7.5M

and having a contractor operate the regional commuter bus routes along I-25 and the I-70 mountain corridor. Operation of the regional commuter buses would be funded from the Statewide FASTER Transit funds at about \$2.5M a year. The purpose of the discussion was to get commissioners input on these issues: purpose statement, budget and finance plan, Statewide FASTER Transit fund limitations, governance, service plan options, and type of buses.

Commissioners identified these needs: a worst-case scenario for operating costs; for staff to further examine options of rolling stock ownership; and for consistent, frequent service to encourage ridership and provide a reliable alternative to private vehicles. Questions included: why CDOT isn't pursuing capturing a portion of the recreational market along I-70; and what lessons can be learned from the discontinued FREX bus from Colorado Springs to Denver and the Greeley to Fort Collins lines that would inform the start-up of the regional commuter bus.

Commissioners agreed that Statewide Transit funds should not go for operating expenses of local transit agencies; that the Transportation Commission should be the governing body for the service; and that service should be with diesel buses. CNG buses might be phased in later along the Front Range once the service is established. They also favored Scenario #2, which provides I-25 service along the Front Range and I-70 mountain corridor service. Scenario #2 would have stops in Castle Rock and in the Carbon Valley area (around Dacono) to pick up more I-25 ridership. Commissioners directed staff to look at phasing the service.

Next Steps: An analysis of fares, fare structure, and ridership will come before the Transit and Intermodal Committee at its next quarterly meeting.