

# **Pueblo Area Long-Range Transportation Plan**

## **DRAFT PLAN TRANSIT ELEMENT**

Pueblo Area Council of Governments  
SEH No. A-PACOG0303.00

JUNE 1, 2004

**NOTE:** This document has been prepared using Federal funding from the United States Department of Transportation. The United States Department of Transportation assumes no responsibility for its contents or use thereof.

## TABLE OF CONTENTS

<b>Executive Summary .....</b>	<b>1</b>
<b>1.0 Inventory of Transit Service Providers .....</b>	<b>2</b>
1.1 Pueblo Transit .....	2
1.2 Senior Resource Development Agency (SRDA) .....	11
1.3 Pueblo County Department Of Social Services .....	13
1.4 City Cab Company .....	13
1.5 Colorado Bluesky Enterprises, Inc. ....	13
1.6 Shuttle Service Of Southern Colorado .....	14
1.7 Ramblin Express, Inc .....	14
<b>2.0 Assessment of Existing Fixed Route Transit Service.....</b>	<b>15</b>
2.1 Existing System.....	15
2.2 Transit Demand.....	16
2.3 Alternatives for Service Improvement .....	19
2.4 Potential Alternatives for Expanded Service .....	23
<b>3.0 Analysis of Transit Populations.....</b>	<b>25</b>
3.1 Elderly and Youth Population .....	25
3.2 Mobility Limited Population.....	25
3.3 Low Income Population .....	26
3.4 Zero Vehicle Population .....	26
<b>4.0 Potential Sources Of Transit Funding.....</b>	<b>31</b>
4.1 Federal Funding Sources .....	31
4.2 State Funding.....	32
4.3 Local Funding.....	32
4.4 User Fees.....	32
<b>5.0 Long Range Transit PPlan.....</b>	<b>33</b>
5.1 Vision for Transit .....	33
5.2 Transit Strategies .....	33
5.3 Preferred Plan .....	34
5.4 Revenue Projections .....	34
5.5 Financially Constrained Transit Plan .....	35
<b>6.0 Short Range Transit Plan .....</b>	<b>37</b>
6.1 Pueblo Transit .....	37
6.2 Senior Resource Development Agency (SRDA) .....	40

## EXECUTIVE SUMMARY

The Transit Element for the Pueblo Area Long Range Transportation Plan presents the long range needs for transit services within Pueblo’s urban area and the surrounding rural Transportation Planning Region (TPR). Recommendations from the Transit Element will be used to distribute state and federal funding for transit programs.

The Transit Element is divided into six sections:

- Section 1.0: Inventory of Transit Service Providers
- Section 2.0: Assessment of the Current Fixed-Route Transit Service
- Section 3.0: Analysis of Transit User Populations
- Section 4.0: Overview of Potential Sources of Transit Funding
- Section 5.0: Long Range Transit Plan
- Section 6.0: Short Range Transit Plan

The Pueblo Region is facing two big challenges to providing effective service over the next twenty-five years. The first is the age and condition of its vehicle fleet for both the fixed-route system and the on-call para-transit service. The second is the possibility of restructuring the fixed-route system to improve system efficiency and service a greater number of riders with little to no increase in service hours. Other challenges include expanding service to a growing population and job centers and adjusting to recent changes to Medicaid benefits that curtail funding for transportation to medical appointments and services.

The Transit Element presents several programs that address these issues, including a focus on vehicle replacement over the first few years of program implementation and the development of a alternative route system for Pueblo Transit. Funding these programs will allow the transit services to continue to meet the needs of the Pueblo Community over the next 25 years.

### Transit Advisory Committee (TAC)

Development of the Transit Element has been directed by the Transit Advisory Committee (TAC). The TAC was formed to guide development of the Transit Element for the Pueblo Area Long Range Transportation Plan and to advise the on-going implementation of transit improvements within the region. The committee meetings were facilitated by Amy Ostrander whose firm, Ostrander Consulting, Inc. provided technical services for the Transit Element.

TAC members include:

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>▪ Gary Agnes, Ramblin’ Express Transportation</li> <li>▪ Alyce Buoy, National Federation for the Blind</li> <li>▪ Brenda Broyles, Pueblo Transit</li> <li>▪ Kristen Castor, Pueblo Access for All</li> <li>▪ Dan Centa, Pueblo Transportation</li> <li>▪ George Chintala, Citi-Lift</li> <li>▪ Laurie Clark, PACOG Citizens’ Advisory Committee</li> </ul> | <ul style="list-style-type: none"> <li>▪ Arnold Gallegos, Shuttle Service of S.Colorado</li> <li>▪ George Kirby, City Cab</li> <li>▪ Kerry Kramer, Colorado Blue Sky Enterprises</li> <li>▪ Pat Manzanares, Pueblo Transit</li> <li>▪ Gene Montoya, SRDA</li> <li>▪ Don Saling, Pueblo West Metro District</li> <li>▪ Jennifer Stewart, CDOT Transit Planning</li> <li>▪ Don Vest, City Planning</li> </ul> |
|---|---|

# 1.0 INVENTORY OF TRANSIT SERVICE PROVIDERS

Public transportation in the Pueblo Area is provided by a variety of public, non-profit, and private for-profit organizations. These services are examined below along with a more detailed assessment of the publicly-funded Pueblo Transit fixed-route system and the corresponding Citi-Lift demand-response service.

Table 1 lists these providers along with their owner, type of service provided and critical issues that were identified in a Transit Provider Survey distributed in October 2003 and Information on providers that did not respond to the survey is based on information from the Colorado PUC and on phone interviews.

**Table 1  
SUMMARY OF TRANSIT  
SERVICE PROVIDERS**

<b>Service</b>	<b>Owner</b>	<b>Service Type</b>	<b>Critical Issues</b>
<b>Pueblo Transit</b>	City of Pueblo	Fixed Route service to general public	- age of bus fleet - route efficiency
<b>Citi-Lift</b>	City of Pueblo	On-Demand service to qualified users	- changes to Medicaid benefits
<b>SRDA</b>	Non-Profit	Region-wide on-demand for seniors; meal delivery.	- growth of elderly population - vehicle replacement - need dispatch services
<b>Social Services</b>	Pueblo County	Coordinates & subsidizes services	- changes to Medicaid rules - limited hours and service area for providers
<b>City Cab</b>	Private	Private Cab service Contract with Social Services	- changes to Medicaid rules
<b>Colorado BlueSky Enterprises</b>	Non-profit	Home to work trips	- none identified
<b>Shuttle of Southern Colorado</b>	Private	Airport Shuttle Service	- none identified
<b>Ramblin' Express</b>	Private	Charter bus	- none identified

Source: Ostrander Consulting, Inc.  
Transit Provider Survey (10/03), Colorado Public Utilities Commission (9/03)

## 1.1 PUEBLO TRANSIT

Pueblo’s original transit service started at the turn of the century with horse-drawn street cars connecting downtown Pueblo with the neighborhoods to the south and east. In the mid-1940’s, the

system was updated to use electric powered street cars on a fixed rail system. The system was owned and operated by the Southern Colorado Power Company until 1949 when a group of New York investors purchased the rolling stock and formed the Pueblo Transit Company. The company was able to obtain lease agreements with the City of Pueblo exempting them from certain local taxes and providing a franchise payment from the City to support operations. Pueblo Transit operated under authority from the Colorado Public Utilities Commission until 1968.

In December 1968, operation of the Pueblo Transit Company was taken over by the Bus Study Committee, a committee of local government officials. The City continues to operate the service today.

**Pueblo Transit Mission Statement**

To provide safe, reliable and timely transit service to the public in a courteous and professional manner as cost effectively as possible.

**Fixed Route Service Description**

Pueblo Transit provides fixed route service on twelve routes through the City of Pueblo. The system is a type of service sometimes referred to as a pulse system, with the majority of vehicles arriving at the Downtown Transit Center close to the same time to facilitate transfers. Service frequency varies from every thirty minutes to every hour.

Pueblo Transit services are provided Monday through Saturday from approximately 6:00 am to 6:30 pm. Peak period hours are 6:30 am to 8:30 am and 2:30 pm to 5:30 pm. Table 2 summarizes current route frequencies and timing based on the schedule Monday through Friday.

**Table 2  
Pueblo Transit Service Frequency**

Route	Service Frequency	Initial Departure Time
Peak Half Hour Service:		
1 – Eastside	30 minutes	:30
2 – Bessemer	30 minutes	:30
3 – Irving Place	30 minutes	:30
4 – Berkeley – Beulah	30 minutes	:30
Hour Service:		
5 – Fairmount Park	60 minutes	:30
6 – Pueblo Mall	60 minutes	:30
7 – Highland Park	60 minutes	:30
8 – Centennial	60 minutes	:00
9 – University	60 minutes	:30
10 – Belmont	60 minutes	:00
11 – Lake Avenue	60 minutes	:00
12 – Red Creek Drive	60 minutes	:30

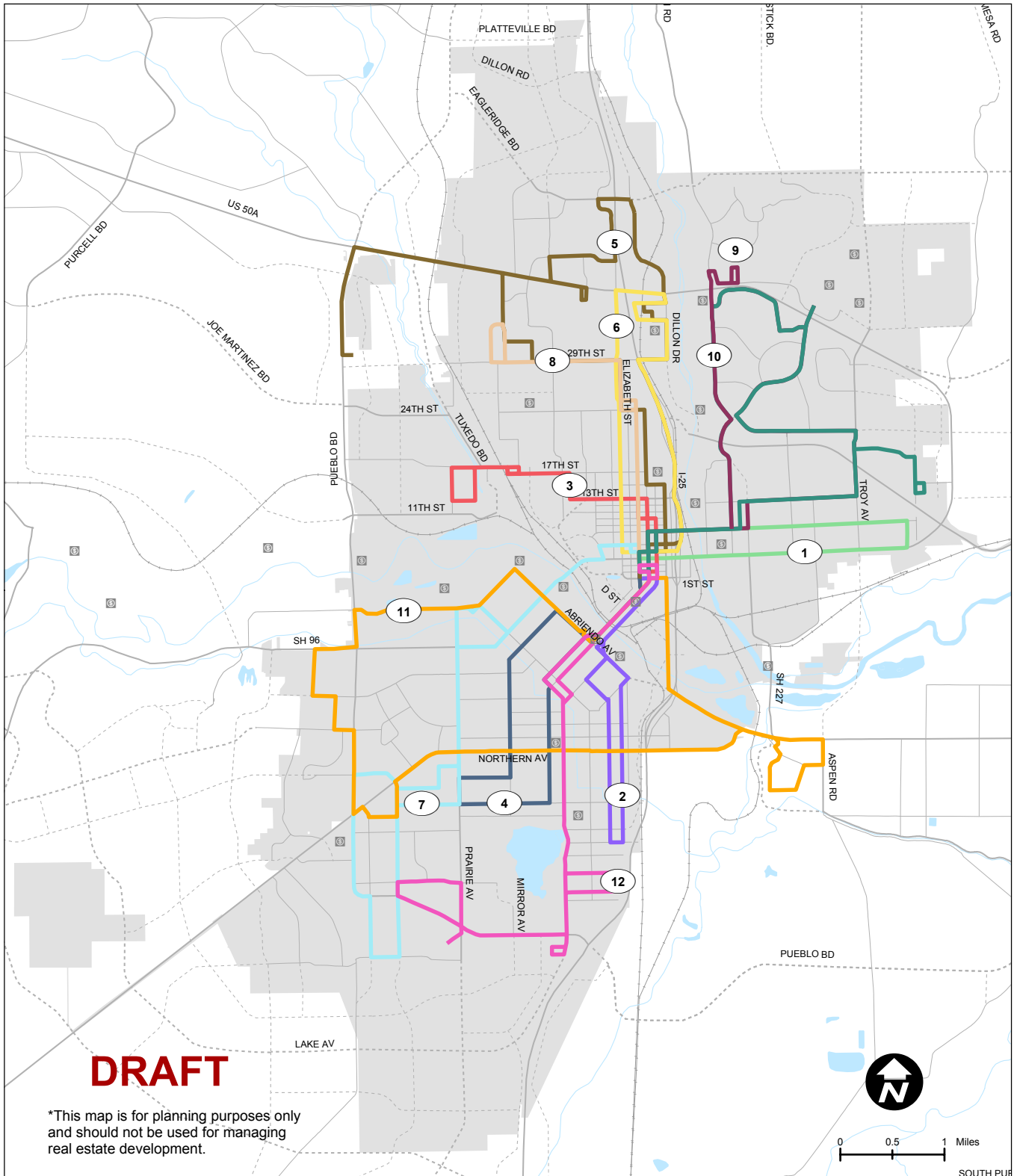
Source: Pueblo Transit, 10/03

**TABLES**

Table 1 Summary of Transit Service Providers .....	2
Table 2 Pueblo Transit Service Frequency.....	3
Table 3 Pueblo Transit Service Type.....	5
Table 4 Pueblo Transit Fares .....	6
Table 5 Pueblo Transit Ridership Demographics .....	6
Table 6 Transit Vehicle Summary.....	7
Table 7 FTA Recommended Service Life.....	8
Table 8 Operating and Capital Costs, 2002.....	9
Table 9 2002 Revenue .....	9
Table 10 Pueblo Transit Performance Measures, 2002 .....	10
Table 11 SRDA Ridership, 2000-2002 .....	12
Table 12 SRDA Vehicles .....	12
Table 13 CBE Transportation Staff.....	14
Table 14 Pueblo Transit 2003 Service Productivity .....	16
Table 15 TNBS Estimate For Pueblo County .....	17
Table 16 Transit Ridership Models .....	18
Table 17 Estimates of Transit Demand* .....	18
Table 18 Estimates Of Transit Demand* By Planning Quadrant .....	19
Table 19 Potential Service Changes to Fixed Route Transit Service .....	21
Table 20 Pueblo County Demographics .....	25
Table 21 Fiscally Constrained Transit Plan, Pueblo Transit .....	36
Table 22 Fiscally Constrained Transit Plan, SRDA .....	36
Table 23 Pueblo Transit Six-Year Service Plan.....	38
Table 24 Colorado Transit Coalition Capital Request.....	39
Table 25 Six-Year Funding Plan - SRDA.....	40

**FIGURES**

Figure 1 - Pueblo Transit Existing Fixed Route System .....	4
Figure 2 - Pueblo Transit Organizational Structure.....	7
Figure 3 - Pueblo Transit Potential System Alternative .....	22
Figure 4 - Concentration of Elderly Populations .....	27
Figure 5 - Concentration of Limited Mobility Populations.....	28
Figure 6 - Concentration of Low Income Populations .....	29
Figure 7 - Concentration of Zero Vehicle Population .....	30



**DRAFT**

\*This map is for planning purposes only and should not be used for managing real estate development.

Route Number		6 - Pueblo Mall	
Employment Center		7 - Highland Park	
1 - Eastside		8 - Centennial	
2 - Bessemer		9 - University	
3 - Irving Place		10 - Belmont	
4 - Berkeley/Beulah		11 - Red Creek Drive	
5 - Fairmont Park		12 - Lake Avenue	

**FIGURE 1  
PUEBLO TRANSIT  
EXISTING FIXED  
ROUTE SYSTEM**

Source: Pueblo Transit 10/03

### Demand-Response Services

Citi-Lift is the complementary paratransit service provided by Pueblo Transit. The service is a federal requirement under the Americans with Disabilities Act and is designed for individuals who are unable to use the fixed route bus service due to a disability. The service, run by the Senior Resource Development Agency under contract with the City, requires each rider to qualify under an eligibility process and to make reservations in advance.

### Service Summary

In 2002, Pueblo Transit provided over one-million rides while traveling nearly 700,000 miles.

**Table 3  
Pueblo Transit Service Type**

Service Type	Vehicle Miles	Vehicle Hours	Passenger Trips
Fixed Route	528,781	36,731	1,022,376
Citi-Lift	160,831	13,155	24,189
<b>Total</b>	<b>689,612</b>	<b>49,886</b>	<b>1,046,565</b>

Source: Pueblo Transit, 10/03

### Fares

Fares are collected for both fixed route and Citi-Lift services. Daily and monthly passes may be purchased at the Transit Center during operating hours or at the Administrative Office during week day hours. Exact change is required if a rider does not have a pass. The last fare increase was in 1996. The current fare structure is shown in Table 4.



**Table 4  
PUEBLO TRANSIT FARES**

Type of Ride	Fare
Adult Fare	\$ .75
Student Fare: age 7 through 18	\$ .50
College Student with valid I.D.	
Child Fare - age 6 and under	Free
Senior Citizen, Disabled, Medicare Recipients - With valid I.D. for 60+, Medicare or Disabled Reduced Fare Card	\$ .35
Transfer	Free
Adult Monthly Pass: (unlimited one-way trips)	\$20
Student Monthly Pass	\$15
Senior Citizen, Disabled, Medicare Monthly Pass	\$10
Citi-Lift Monthly Pass	\$20
Daily Pass	\$3

Source: Pueblo Transit, 10/03

### Ridership

While fixed-route system provides an essential service to both disabled and elderly riders, the majority of riders on the Pueblo system do not fall into either category. Table 5 shows the ridership numbers for these groups based on on-board surveys conducted throughout the year by Pueblo Transit staff.

**Table 5  
Pueblo Transit  
Ridership Demographics**

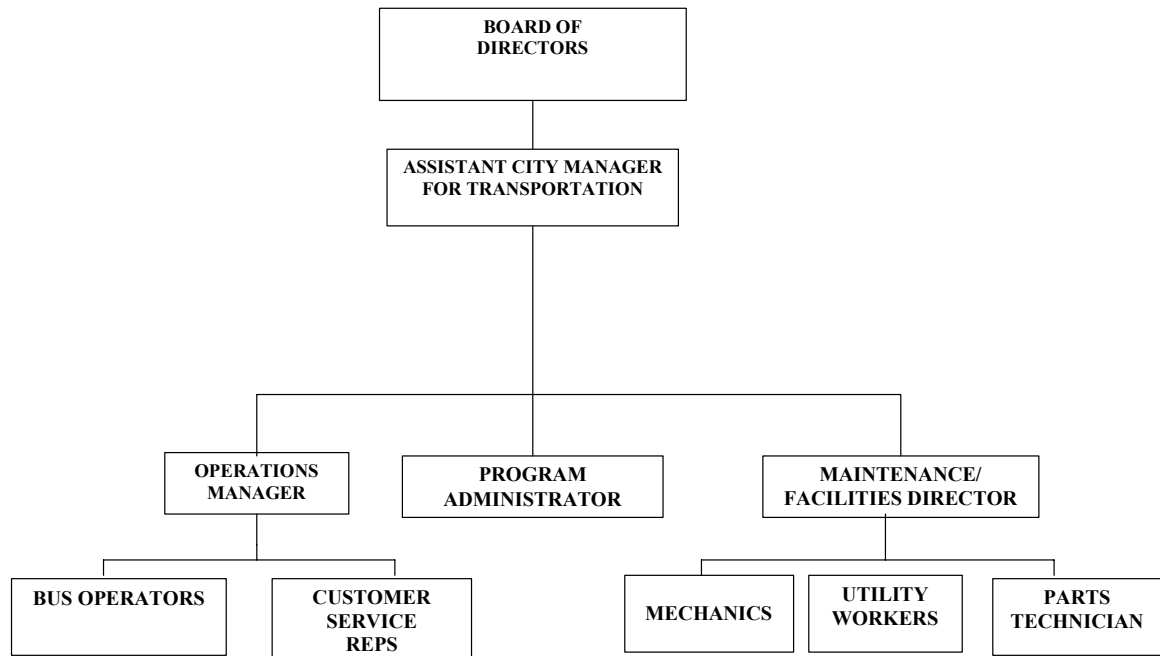
Category	Trips per Year	% of All Trips
Elderly (60+)	47,460	5 %
Disabled	37,560	4 %
Under 60 Years / Non-Disabled	937,360	91%
Total	1,022,380	100 %

Source: Pueblo Transit, 2002

### Operations/Vehicle/Facilities

Pueblo Transit employs 35 full-time and 3 part-time personnel, including 20 full-time and 2 part-time drivers. All drivers are required to have a Commercial Driver’s License (CDL). Non-management employees are represented by the Amalgamated Transit Union - Local 662. Figure 2 shows the organizational structure of the agency.

**Figure 2 -  
Pueblo Transit Organizational Structure**



The vehicle fleet includes two sizes of vehicles, the larger vehicles seating 30 or more passengers used for the fixed route service and mid-size vehicles, often referred to as cutaways, used to provide the Citi-Lift demand responsive service.

**Table 6  
Transit Vehicle Summary**

Vehicle Class	Model Year	Age	Number.	Avg. Mileage	Condition
Large Bus/Heavy Duty	1979 - 1980	23 years	6	580,000	Poor
Large Bus/Heavy Duty	1992	9 years	4	490,000	Fair
Large Bus/Heavy Duty	1996	7 years	3	275,000	Fair
Large Bus/Heavy Duty	2001-03	< 2 years	3	20,000	Excellent
Citi Lift Van	1995		3	18,000	Good
Citi Lift Van	2002		4	22,000	Excellent

Source: Pueblo Transit, 10/03

The Federal Transit Administration (FTA) has established service life vehicle classes to provide transit operators with a standard for comparing characteristics that impact expenditures in capital, operations and maintenance for differing vehicle sizes.

**Table 7  
FTA Recommended Service Life**

Vehicle Class	Length	Service Years	Service Mileage
Large size, Heavy duty transit bus	34-40'	12 years	500,000
Medium size, Heavy duty transit bus	30'	10 years	350,000
Medium size, Heavy duty transit bus	30'	10 years	350,000
Medium size, Medium duty transit bus	30'	7 years	200,000
Medium size, Light duty transit bus	25-30'	5 years	150,000
Light duty, small buses and vans		4 years	100,000

Source: Federal Transit Administration

Based on the FTA recommended standards, Pueblo Transit’s fixed-route fleet is in very poor condition. Seven vehicles are beyond their recommended service life and three vehicles are within 50,000 miles of the retirement mileage.

Retiring these vehicles without replacements would leave the transit system with a shortage of operable vehicles. Industry standards recommend that a transit agency the size of Pueblo Transit maintain a spare vehicle ratio of 20 percent - three spare vehicles for the 12 routes to use while other vehicles are scheduled for maintenance. This would require a fleet of 17 vehicles. Retiring the seven vehicles in poor condition would reduce the fleet to nine vehicles with six in fair condition.

The seven vehicles in Citi-Lift service are in good condition. Replacement cost for these vehicles is \$50,000. (The replacement cost for the larger vehicles is \$285,000).

All transit operations are conducted from a building that includes administrative office, bus storage, bus wash and vehicle and radio shop. This building, built in 1979, is 33,730 square feet and located at 350 S. Grand Avenue.

A 4,638 square foot Transit Center was built in 1996. In addition to providing a hub for bus transfers, this covered facility has a customer service counter to sell fare instruments and provide route information. Pull outs are provided for eleven buses. Restrooms are available for both employees and the public.

**Financial Information**

Total operating and capital costs for 2002 are shown in Table 8 and Table 9. The total operating cost to provide all service is over \$2.7M. Fixed route service accounts for 90% of the total cost, or \$2,520,642 with Citi-Lift accounting for the remaining 10% or \$265,000. Capital costs are \$304,458.

Grant funding, primarily from the FTA Section 5307 program provides 45% of the total revenue. City of Pueblo General Funds contribution is 40%, or \$1,251,403. Farebox collections provided \$345,538 or 11% of total revenues.

**Table 8  
Operating and Capital Costs, 2002**

	Fixed Route		Demand Response		Total	
<b>OPERATING COSTS</b>						
Driver Salary	\$ 738,691	29%		0%	\$ 738,691	27%
Other Salaries	\$ 513,052	20%	\$ 148,351	56%	\$ 661,403	24%
Fringe Benefits	\$ 480,407	19%	\$ 19,543	7%	\$ 499,950	18%
Prof. Services	\$ 177,017	7%	\$ 21,850	8%	\$ 198,867	7%
Fuel	\$ 109,865	4%	\$ 17,000	6%	\$ 126,865	5%
Tire/Tubes/Supplies	\$ 26,441	1%	\$ 5,737	2%	\$ 32,178	1%
Utilities	\$ 55,716	2%	\$ 368	0%	\$ 56,084	2%
Insurance	\$ 106,644	4%	\$ 16,000	6%	\$ 122,644	4%
Misc. Expenses	\$ 312,809	12%	\$ 36,151	14%	\$ 348,960	13%
<b>Total Operating</b>	<b>\$ 2,520,642</b>	<b>100%</b>	<b>\$ 265,000</b>	<b>100%</b>	<b>\$ 2,785,642</b>	<b>100%</b>
<b>CAPITAL COSTS</b>						
Vehicles	\$ 239,651		\$ 59,455		\$ 299,106	
Equipment	\$ 5,352				\$ 5,352	
<b>Total Capital</b>	<b>\$ 245,003</b>		<b>\$ 59,455</b>		<b>\$ 304,458</b>	
<b>TOTAL COSTS</b>	<b>\$ 2,765,645</b>		<b>\$ 324,455</b>		<b>\$ 3,090,100</b>	

Source: Pueblo Transit, 10/03

**Table 9  
2002 Revenue**

Source	Revenue	Total	
Fares/Donation	-	\$ 354,538	11 %
Advertising	-	\$ 17,620	1 %
<b>Grants</b>			
FTA 5307	\$ 1,182,154		
5309	\$ 205,651		
		\$ 1,387,805	45 %
<b>Local</b>			
Pueblo County	\$ 21,875		
City General Fund	\$ 1,251,403		
Other	\$ 58,978		
Local		\$ 1,332,256	43 %
<b>TOTAL REVENUE</b>		<b>\$ 3,092,219</b>	<b>100%</b>

Source: Pueblo Transit, 10/03

### Transit System Performance

Several yardsticks used by transit agencies could be applied to measure the operating performance of Pueblo Transit. While these benchmarks are useful, it is misleading to compare one transit system or one type of transit service with another. However, these measurements provide a means of monitoring the on-going performance of the transit service and identify possible changes.

Table 10 provides a summary of operating performance. The average operating cost per vehicle hour is \$68.62 for fixed route service and \$20.14 for Citi-Lift. This is in a large part based on the difference in driver wages. Union starting wage is \$13.31 per hour with SRDA drivers starting at \$6.00 per hour. All SRDA are part-time, which reduces fringe benefits. Pueblo Transit fixed route operations absorb administrative costs associated with contract administration and monitoring the eligibility process.

As would be expected, the productivity, expressed as passengers per hour, is much higher for the fixed route with 27.8 trips versus just under two for the door-to-door pick-up provided by Citi-Lift. Fixed route service cost per trip is \$2.47. Citi-Lift cost per trip is \$10.96.

**Table 10  
Pueblo Transit Performance Measures, 2002**

Measure	Number			Percentage	
	Fixed-Route	Citi-Lift	Total	Fixed-Route	Citi-Lift
Vehicle Miles	528,781	160,831	689,612	77%	23%
Vehicle-Hours	36,731	13,155	49,886	74%	26%
One-Way Trips	1,022,326	24,189	1,046,515	98%	2%
Operating Costs	\$ 2,520,642	\$ 265,000	\$ 2,785,642	90%	10%
Cost per Hour	\$ 68.62	\$ 20.14			
Cost per Trip	\$ 2.47	\$ 10.96			
Pass. per Hour	27.8	1.8			

Source: Pueblo Transit, 10/03

### Demand for Citi-Lift Services

The July 2003 changes to the federal Medicaid program is expected to substantially increase the number of trips provided by the City-sponsored Citi-Lift program. Citi-Lift request for service has increased to 120-160 trips per day compared to 80-90 in 2002.

For the short term, Citi-Lift vehicles are being supplemented with Senior Resource Development Agency (SRDA) vehicles. One or more SRDA vehicles are being used for the Citi-Lift program on 70 percent of service days. The full impacts of these changes are unknown at this time, however, Citi-Lift expects that the recent increase in demand will require additional vehicles and will forestall the ability to expand the service area for the transit agency.

## **Short-Term and Long-Term Needs**

As part of the Transportation Provider Survey, Pueblo Transit staff was asked to provide information about current deficiencies, future needs and project costs for the short and long term.

### **Short-term needs (1 to 6 years)**

- Replacement of 10 transit buses (35 foot) at a cost of \$285,000 each
- Replacement of 4 paratransit vans at a cost of \$50,000 each
- Additional 2 paratransit vans at a cost of \$50,000 each
- Purchase of security system for 16 buses
- Purchase of ASA voice enunciator for 16 buses at \$2,200 each
- Reprint/update Citi-Lift brochure at \$1,500
- Maintain current management staff levels
- Hire an Operations Supervisor at \$32,000 annually
- Hire an Administrative Assistant at \$26,000 annually
- Contract assistance to restructure route system/timetable at \$50,000
- Electronic fare boxes/smart cards at \$133,000

### **Long-term needs (7 to 20 years)**

- Expansion of service area and hours
- Provide transit service to Pueblo West and the Airport Industrial Park
- Establish student rider program with Colorado State University Pueblo and Pueblo Community College
- Relocate administrative offices, maintenance shop and bus barn buildings.

## **1.2 SENIOR RESOURCE DEVELOPMENT AGENCY (SRDA)**

The Senior Resource Development Agency (SRDA) transportation service promotes mobility and independence by providing quality transportation to individuals who cannot access or afford other transportation alternatives. These services are in addition to the contract operations provided to Pueblo Transit for Citi-Lift service. All Citi-Lift operating statistics and financial information are reported by Pueblo Transit.

The organization emphasizes safety responsiveness, efficiency and accountability. Some of the other programs that SRDA provides include nutrition support, information and referral, family caregiver support, home repair and maintenance, and recreation services. A volunteer driver program, RSVP, also assists seniors in getting to necessary appointments.

The service area includes the City of Pueblo and rural Pueblo County including Avondale, Boone, Blend, Salt Creek, Beulah, Rye, Colorado City and Pueblo West. Service is provided Monday through Friday from 8:00 a.m. to 5:00 p.m.

The majority of trips provided are for medical appointments for senior citizens. SRDA ridership decreased over the past year based on reduction of funding from various state and federal sources.

**Table 11**  
**SRDA Ridership, 2000-2002**

	2000	2001	2002
Clients Served	637	796	858
Trips Provided	19,091	23,594	18,971
Daily Average	76	91	73

Source: Transit Provider Survey (10/03)

Service is provided by nine part-time drivers operating from the SRDA offices on North Union Avenue in Pueblo. In addition to providing trips to medical appointments, meal sites and other daily activities, SRDA supports other activities with delivery of meals to various senior nutrition sites and provides back-up services to local senior centers. These centers may have a van for use locally, but need the services of a driver temporarily. SRDA has a total of fifteen vehicles in the fleet. However, the vehicle profile is mixed.

SRDA’s annual operations budget is \$277,000. Salaries and fringe benefits account for \$122,000 or 44% of this amount. Federal, state and county grants account for \$211,000 or 76% of the total revenue of \$277,000.

**Table 12**  
**SRDA Vehicles**

Utility/Size	Number
Service Van	2
Compact Car	4
Passenger Van	3
Wheelchair Accessible	6

Source: Transit Provider Survey (10/03)

### Short Term and Long Term Transportation Needs

As part of the Transportation Provider Survey, SRDA staff provided the following list of current deficiencies, future needs and project costs.

#### Short-term needs (1 to 6 years)

- Replace 4 vans at a cost of \$42,000 each
- Expand fleet by 2 vans at a cost of \$42,000 each
- Hire one part-time dispatcher at \$6,300 annually
- Hire two additional part-time drivers at \$6,500 each

#### Long-term needs (7 to 20 years)

- Continue to apply for and obtain funding from FTA Section 5310/Elderly and Disabled Capital Program and FTA Section 5311/Rural General Public Operating/Administrative Program
- The elderly population in Pueblo County is growing at a rate which exceeds current funding levels.

### 1.3 PUEBLO COUNTY DEPARTMENT OF SOCIAL SERVICES

As part of the continuum of services provided for disadvantaged clients, Pueblo County Department of Social Services attempts to arrange transportation services to medical and other appointments. Social Services serves as a broker to arrange for transportation being provided by others and does not operate any vehicles directly.

Social Services uses Medicaid funds to provide bus passes for Pueblo Transit, arrange for rides with City Cab, and refer clients to the Senior Resource Development Agency (SRDA). Children 17 and under are scheduled on Kids Wheels, a for-hire service operated under Public Utilities Commission authority. Past use of the service is estimated at approximately 400-500 trips per week.

In July 2003, changes to Medicaid funding and eligibility standards reduced Statewide Medicaid funding for transportation related services by 66 percent - from \$10.6M to \$3.6M. New eligibility rules require passengers to obtain a Medical Certification from a physician that identifies a medical condition that prevents the client from using public or private transportation. These conditions are limited to the following:

- Ambulance service for non-emergency / bed-stretcher confined, only.
- Accessible Van service for clients unable to transfer from wheelchair to a passenger car

These funding decreases and changes in certification requirements has reduced the number of trips scheduled by Social Services from 400-500 per week to approximately 25 per week.

Other challenges for providing transportation to Social Service clients includes limited operating hours and service areas for transit services. SRDA, the primary local provider of accessible transit, operates on limited days of the week and does not go outside the Pueblo City limits. Limited operating hours cannot meet the needs of dialysis patients, especially for the return trip following dialysis. Because of SRDA's limited capacity, the option to schedule a ride is a problem, with riders sometimes waiting up to two hours for a return trip.

### 1.4 CITY CAB COMPANY

City Cab Company is authorized by the Colorado Public Utilities Commission and operates within a 16 mile radius of the City of Pueblo. Based on the Annual Report filed for 2002, City Cab owns and operates 12 cabs. 86,002 vehicle trips provided 143,337 passenger trips. This is down from the reported 159,694 passenger trips in 1998.

Total revenue was \$1,028,533. Operating costs were reported as \$1,042,029 producing a net loss of \$13,496. There is concern that the reduction in Medicaid payment available from the County Social Services discussed previously will erode the viability of this service.

### 1.5 COLORADO BLUESKY ENTERPRISES, INC.

Colorado Bluesky Enterprises, Inc. (CBE) provides transportation services to individuals with developmental disabilities within Pueblo County. The program is part of a statewide system of local Community Centered Boards that were formed in 1963 by the State of Colorado to provide services to children and adults with developmental disabilities and neurological disorders. Transportation Services is one of six programs run by the organization. They receive funding from the Colorado Department of Human Services, Developmental Disabilities Services, and Medicaid.



CBE has a fleet of 30 vans that provide transportation to 850 individuals. The program has a staff of fifteen, with 16 additional staff available to drive vehicles during peak needs.

**CBE Services**

CBE provides transportation services to 850 low-income individuals within Pueblo County who suffer from developmental disabilities. Transportation services to employment and day programs are provided 4 days-a-week. Services to community activities, medical appointments, and family-related activities are provided 7 days-a-week. CBE operates from 8am to 6pm, 52 weeks per year with no seasonal variation in schedule.

**Vehicle Fleet**

CBE operates 28 vans out of an available 30-vehicle fleet. Twelve vans are used for scheduled trips to jobs. Sixteen are used for medical visits and other activities. Two vans are kept in reserve for emergency needs. Twelve of the vehicles are wheelchair equipped.

**Table 13  
CBE Transportation Staff**

Number	Position
1	Transportation Coordinator
1	Dispatcher
2	Mechanics
11	Drivers

Source: BE (3/04)

Bluesky provides substantial transportation service to the developmentally disabled in Pueblo County. The service provides scheduled home to work trips and operates Monday through Thursday.

**1.6 SHUTTLE SERVICE OF SOUTHERN COLORADO**

Shuttle Service of Southern Colorado is authorized by the Colorado Public Utilities Commission to provide charter or other services in all southern Colorado from Colorado Springs to the state line east and south. A major service is daily scheduled runs from Pueblo to the Colorado Springs Airport.

Based on the 2002 Annual Report filed with the Public Utilities Commission, the Shuttle Service operates four vehicles including one passenger car and three vans. A total of 3,898 one-way trips were provided. Total revenue was \$111,603 with carrier operating expenses of \$113,318, a loss of \$1,714.

**1.7 RAMBLIN EXPRESS, INC**

Ramblin Express primary service is to the gaming area in Cripple Creek from Colorado Springs and Pueblo. Operating Authority issued by the Colorado Public Utilities Commission also allows them to provide a wide range of charter service in the Pueblo area. Most recent information available indicates the fleet includes 42 vehicles, including 24 buses, three vans and 15 passenger automobiles. 153,861 one-way trips were provided under the scheduled service to Cripple Creek. 3,320 charter and limousine trips were reported.

## 2.0 ASSESSMENT OF EXISTING FIXED ROUTE TRANSIT SERVICE

Pueblo Transit fixed-route and demand-response system provides just under one-million one-way passenger trips per year. With estimates of transit demand at approximately 1,300,000 trips, the service appears to accommodate 80 percent of the ridership needs. This estimate includes potential ridership of transit dependent groups such as the elderly, low income, and mobility limited.

There does appear to be several opportunities to expand ridership to the general population. For example, connecting the CSU-Pueblo campus with the shopping/activity centers near the Pueblo Mall could attract additional riders to the system by providing an east-west connection that does not currently exist.

A realistic strategy for improving transit services without additional funding is to increase the efficiency of the existing route structure. A preliminary framework that adds half hour arterial service between the Pueblo Mall and the Downtown Transit Center connection to a North Circulator has been developed. This would be supported by a consolidation of several routes in all quadrants.

The potential to expand service to new areas such as the Airport Industrial Park, Pueblo West or extend service hours is restricted in the short-range by limited funding and the lack of concentrated areas for transit service. An alternative would be to introduce a variety of Transportation Demand Management strategies.

Based on input from the Transit Advisory Committee, the alternative to improve fixed route service efficiency by developing an arterial route from the Pueblo Mall to the Downtown Transit Center, a North Circulator, and consolidation of other quadrant routes will be refined with support from Pueblo Transit staff. Transportation Demand Management strategies could be reviewed as an alternative for expanding service to new areas.

### 2.1 EXISTING SYSTEM

Pueblo Transit currently operates twelve fixed routes. This service is supported by the Citi-Lift, providing complementary paratransit service for individuals who are unable to use the fixed route bus service due to a disability. Many persons with mobility limitations also use the fixed-route bus services that are equipped with wheelchair lifts. A review of these twelve routes offers an indication of the relative productivity of the service. It also provides an opportunity to identify potential for realigning the resources of Pueblo Transit to better service the community.

#### System Description

The Pueblo Transit route service pattern is considered a “radial network” with routes converging into and then diverging from a central transfer point, the Downtown Transit Center. With many of the routes timed to arrive and depart at the same time, it could also be considered a “pulse system.” The “Radial Pulse” system offers easy transfers for trips through the downtown, as all routes are available at the same time. However, the system makes for a significant overlap of service along the corridors within Downtown and does not offer efficient transfers for non-downtown destinations.

### Route Productivity

Productivity for fixed route transit service is measured by the number of riders-per-hour-of-revenue-service. The number of revenue hours of service drives the cost of transit service while ridership indicates the results of this service. High productivity usually indicates routes with a low cost per passenger. Conversely, low productivity routes are expensive on a per passenger basis. Typical productivity for a fixed route in a small urban area has been estimated to be between 15 and 20 riders per hour of operation.

Table 14 shows these productivity measures for the twelve Pueblo Transit Routes, based on riders per revenue hour. Overall, Pueblo Transit carried 2,476 riders a day with 118 hours of service daily. Route productivity is relatively consistent across the system with Fairmount Park, Lake Avenue, Belmont and Red Creek Drive performing below the system-wide average of 21 riders-per-revenue-hour.

**Table 14  
Pueblo Transit  
2003 Service Productivity**

Route	Weekday Revenue Hours	Daily Ridership (2003)	Riders / Revenue Hour
9 – University	12	321	27
2 – Bessemer	8.5	218	26
7 – Highland Park	12	285	24
8 – Centennial	6	142	24
3 – Irving Place	8.5	198	23
6 – Pueblo Mall	6	134	22
4 – Berkley / Beulah	8.5	188	22
1 – Eastside	8.5	182	21
5 – Fairmount Park	12	224	19
12 – Lake Avenue	12	219	18
10 – Belmont	12	191	16
11 – Red Creek Drive Ride	12	174	15
<b>Total</b>	<b>118</b>	<b>2,476</b>	<b>21</b>

Source: Pueblo Transit, 1/04

## 2.2 TRANSIT DEMAND

In addition to an assessment of route productivity, the ability of a transit system to meet transit demand is an indicator of overall system effectiveness. Estimates of transit demand can vary widely depending on the methodology used. Therefore, several demand calculations need to be examined.

Demographic information relative to groups that rely on transit can be used to develop information about potential ridership. Demand for transit is based on demographic information relative to “transit dependent” populations. The most useful demographic characteristics for demand models are:

- total population
- elderly population
- low-income population
- zero-vehicle families
- and persons with mobility limitation.

**Transit Needs and Benefits Study (TNBS)**

In 1999 the Colorado Department of Transportation conducted a statewide Transit Needs and Benefits Study (TNBS), that is based on 1996 data. The study estimated transit needs for each planning region and on a county-by-county basis. An Update to the study was completed in 2000, based on 1999 data.

The TNBS estimated a total transit demand of 5,404,000 trips for Pueblo County. With current ridership in Pueblo County of just over one-million, the TNBS report suggests that current transit systems capture less than 20 percent of total demand. The TNBS approach should be viewed at the “perfect” world scenario – a measurement of ridership if unlimited funds were available to develop a full-service transit system. The transit demand estimate summary based on transit dependent demographic characteristics could be considered a more realistic approach.

**Table 15  
TNBS Estimate For Pueblo County**

Year	Disabled	Program Trips	Urban Area	Total
1996	13,950	1,472,958	3,916,973	5,404,000
1999	15,700	1,472,958	4,309,344	5,798,000

Source: Colorado Department of Transportation, 2000

**Demand Models**

Table 16 lists the demand estimation models used to estimate demand for transit service. Common elements of all these models include:

- require valid data on population to produce consistent results
- rely on assumptions to calculate demand
- require assumptions that are valid for the local circumstances.

Additional detail on these transit demand models are included at the conclusion of this report.

**Table 16  
Transit Ridership Models**

	Populations Used			
	Elderly	Low Income	Mobility Limited	General Population
USDOT Regression Model for Zonal Demand	YES	YES	NO	YES
Survey Research Method (Mesa County, Colorado)	YES	NO	YES	YES
Peat Marwick Elderly and Disabled Trip Factor Model	YES	NO	YES	NO
Peterson and Smith Regression Model	NO	NO	NO	YES

Source: Ostrander Consulting, Inc (1/04)

The results of the various transit demand estimation techniques used to estimate overall transit need for the study area are summarized in Table 17. These various techniques provide a snapshot of the various transit rider groups and estimate of need by quadrant and make use of the demographic data and trends discussed in the Pueblo Regional Socioeconomic and Environment Profile.

As could be anticipated, major transit needs are identified for the elderly and mobility limited. These two groups account for over 60 percent of the potential ridership. Need for service is most prevalent in the southwest quadrant, with the lowest potential ridership in the northeast quadrant. The student population of CSU-Pueblo is not represented in northeast census data. College age students are often without immediate access to a car and have consistently proven to be supportive of transit alternatives. Therefore, the potential for ridership from the Northeast Quadrant may be underestimated.

**Table 17  
Estimates of Transit Demand\***

	USDOT	Peat Marwick	Mesa County	Peterson and Smith
Elderly	823,420	213,689	159,993	-
Low Income	207,896	-	-	-
Mobility Limited	-	722,441	187,235	-
General Population	362,700	-	108,260	267,188
<b>Total Est. Demand</b>	<b>1,394,016</b>	<b>936,130</b>	<b>455,488</b>	<b>267,188</b>

\*number of one-way transit trips per year  
Source: Ostrander Consulting, Inc. 1/04

**Table 18**  
**Estimates Of Transit Demand\***  
**By Planning Quadrant**

	Southwest	Southeast	Northwest	Northeast	Total
Elderly	177,176	110,172	100,093	11,593	<b>399,034</b>
Low Income	89,648	66,040	48,204	4,004	<b>207,896</b>
Mobility Limited	188,498	133,851	120,104	12,385	<b>454,838</b>
General Population	100,949	71,046	66,903	7,152	<b>246,050</b>
<b>Total Est. Demand</b>	<b>556,271</b>	<b>381,109</b>	<b>335,304</b>	<b>35,134</b>	<b>1,307,818</b>

\*number of one-way transit trips per year  
Source: Ostrander Consulting, Inc. 1/04

Total ridership in 2002 was 1,046,565. Based on this recap of the estimate of ridership by transit dependent factors, Pueblo Transit is providing 80 percent of the transit needs of the community. The opportunity to extend transit service to the additional 300,000 potential riders without increasing overall costs will be the focus of the Short Range Transit Element. In the Long Range Transit Element, alternatives to expand services to the level projected by the TNBS will be reviewed.

The effort to estimate ridership for the Pueblo area is enhanced by the access to Census 2000 data that has been aggregated in a consistent manner for the four quadrants. Many of the commonly used models are designed for rural areas. The more complex modeling used in large urban areas are beyond the scope of this study. As an option, several modeling technique have been pooled to provide an insight to potential ridership.

## 2.3 ALTERNATIVES FOR SERVICE IMPROVEMENT

The challenge to improving the fixed-route transit system is to improve productivity while serving as much of the transit demand as possible. This section of the Transit Element lays out several changes in service that do this while maintaining the existing service hours offered by Pueblo Transit.

SEH is recommending that the Transit Advisory Committee (TAC) examine a new alternative system of transit routes. This new alternative increases the efficiency of the system by establishing a series of **Neighborhood and Commercial Circulators**, connected to the downtown transit station via simultaneous transfers (where two routes arrive at the transfer point at the same time). The alternative relies on a combination of **service improvements** and **efficiency improvements** to provide better service without increasing the total revenue hours of service.

These alternatives were developed through focus group discussion on January 23, 2004, with staff from Pueblo Transit and were presented to the TAC at their January 27, 2004 meeting. Subsequent refinements to the system have resulted in an alternative that dramatically improves service and should improve route efficiency by attracting additional riders.

### Service Improvements

- Establish a **Northside Circulator** to connect CSU-Pueblo with the commercial centers west of Fountain Creek.
- Improve frequency and directness of service to the **Pueblo Mall (Route 6)** by increasing service to half-hour service and using I-25 for both northbound and southbound buses. Extend the route north to Eagleridge Boulevard to serve commercial centers north of US50.
- Improve directness of service and service coverage of **Fairmont Park (Route 5)** by removing the Eagleridge Mall from the route (now served by Route 6 and by the Northside Circulator) and extending service to the Park West community.

### Efficiency Improvements

- Combine Route 9 and Route 10 to establish a “**Belmont Circulator**” that would serve the Eastside and Belmont neighborhoods and would offer “simultaneous transfers” to the Downtown Transit Center via Route 1 and the Pueblo Mall via the Northside Circulator. Express transfer locations would need to be established along Hudson (at 8<sup>th</sup> or 4<sup>th</sup>) and at CSU-Pueblo.
- Eliminate Eagleridge Mall portion of **Route 5 – Fairmont Park**.
- Combine Route 2 and Route 4 to establish a “**Bessemer Circulator**” that would better serve riders in the Bessemer and Abriendo neighborhoods and provide direct transfers to the Downtown Transit Mall via Route 12 and to the commercial centers on Northern Avenue via Route 7. Express transfer locations would need to be established at the Pueblo Library and at the corner of Prairie Avenue and Wedgewood Lane.

### Revenue Hours / Operations

Table 19 presents the changes that would be required on each route. The Alternative System adds one revenue-hour of service to the Pueblo Transit System, bringing the total to 119 revenue hours per day. Refinements to the system, such as exact routing and stop locations for the three “circulators” will require further coordination with Pueblo Transit administrative staff, dispatchers, and driver representatives. The route changes will also require a public process and one-time marketing effort to alert riders to the new system.

Several additional improvements could be added to the system if additional funds became available. These improvements would “fill in” some of the service lost to certain areas of the system.

- **Route 1 - Eastside:** Add 3.5 revenue hours to provide half-hour service at off-peak.
- **Route 2 - Bessemer Circulator:** Add 8.5 hours service to provide half-hour service at peak hours.

These additional improvements would require 12 additional service hours per day. Several operational issues remain to be addressed by Pueblo Transit staff. However, the potential for increasing the efficiency of the system by establishing a system of Neighborhood and Commercial circulators is clearly feasible in the near term.

**Table 19  
Potential Service Changes to  
Fixed Route Transit Service**

Service Route	Existing Revenue Hours	Productivity Rating	Potential Service Change	Future Revenue Hours
<b>Northwest Quadrant</b>				
8 – Centennial	6.0	24	Maintain service to serve high school	6.0
3 – Irving Place	8.5	23	Improve wheelchair lifts to maintain efficiency. Minor revisions to route could allow extension of service west.	8.5
6 – Pueblo Mall	6.0	22	Provide a more direct connection between the Pueblo Mall and Downtown. Extend the route to Eagleridge Mall, run SB leg onto I-25 and increase frequency to ½ hour frequencies.	12.0
5 – Fairmount Park	12.0	19	Drop service to Eagleridge Mall (duplicated by new circulator and extension of route 6). Extend to Park West.	12.0
<b>Northeast Quadrant</b>				
9 – University	12.0	27	Remove route from system. Combine service with route 10 – Belmont.	0
10 – Belmont	12.0	16	Provide half-hour service by combining with Route 9 and eliminating dorm service at CSU-Pueblo. Terminate southern end of route at transfer point on Hudson.	12.0
Northside Circulator	0	-	Add an east-west circulator service between the University and the commercial areas south and north of US50.	12.0
<b>Southeast Quadrant</b>				
1 – Eastside	8.5	21	Maintain service. Extending half-hour service to all day would improve transfers to the Belmont Circulator and would require an additional 3.5 revenue hours.	8.5
11 – Red Creek Drive	12.0	15	Retain service on new route. Look for improved ridership. Look at long-term extension onto St Charles Mesa area.	12.0
<b>Southwest Quadrant</b>				
2 – Bessemer	8.5	26	Combine service with 4 - Berkley/Beulah to establish a new “Bessemer Circulator” with two half-hour loops.	12.0
7 – Highland Park	12.0	24	Retain existing service	12.0
4 – Berkley / Beulah	8.5	22	Eliminate route by combining with 2 – Bessemer.	0
12 – Lake Avenue	12.0	18	Retain existing service	12.0
<b>Total</b>	118	21		119



**Figure 3 - Pueblo Transit Potential System Alternative**

## 2.4 POTENTIAL ALTERNATIVES FOR EXPANDED SERVICE

In addition to the modifications to transit service within the existing areas, the Transit Element has identified three areas for possible expansion of service.

- University / Pueblo Mall connector
- Airport Industrial Park
- Pueblo West

The opportunities for expanding into these markets are currently limited by funding restrictions. However, it is important to develop information about these areas and establish a prioritized list for consideration during the development of long range plans.

### **University Pueblo Mall Connector**

The CSU-Pueblo Campus covers more than 275 acres on the north side of Pueblo. Enrollment is more than 4,000 students in 2003. This is a 3 percent gain compared with the previous year and reversed a slow but steady enrollment slide that dates back to the mid-1980's. School leaders linked the enrollment gains directly to the changes put in place in recent years, culminating with the name-change package: This effort included a new name, slightly higher admission standards, and a mission statement that draws more attention to the school's comprehensive course offerings.

The general demand for public transit would be for students to access the Pueblo Mall, Tinseltown, Walmart, and restaurants/bars. Current service connects to these locations. However, all routes currently go to the Downtown Transit Center, requiring a lengthy ride and transfer. A ten-minute auto trip becomes a 45 minute transit trip, making it an unattractive alternative.

The strategy to improve service efficiency by quadrant includes improved service to the CSU-Pueblo campus. In addition to connecting directly with shopping and restaurant/ entertainment centers on the North Circulator, half hour service would be available to downtown on the Pueblo Mall Arterial.

### **Airport Industrial Park**

The Airport Industrial Park (AIP) is located six miles east of downtown Pueblo at the city-operated Pueblo Memorial Airport. Located adjacent to U.S. Highway 50, there is a connection to Interstate Highway 25 within five miles. The AIP consists of more than 1,000 acres, the majority to be subdivided and improved according to occupant's specifications. Utilities include City of Pueblo water and sewer, electricity (Aquila, Inc.), natural gas (uninterruptible service, Xcel Energy) and telephone (Qwest Communications).

Operated under the umbrella of the Pueblo Economic Develop Corporation (PEDCO), approximately 5,500 people work at the park.

Part of the development strategy was to spread out business and there are no main arterials that would accommodate transit service. Most streets are discontinuous and were not designed for automobile traffic. Additionally, workers are scheduled for a wide range of shift times.

The most realistic option to introduce transit alternatives to this location would be to implement transportation demand management strategies such as carpool and vanpool.

## **Pueblo West**

Pueblo West Metropolitan District was formed in 1969. It is located approximately seven miles due west of the City of Pueblo. It is a planned community with covenants and is governed by a Board of Directors.

Pueblo West is bisected by east-west US Highway 50 and its eastern border is bordered by north-west Interstate Highway 25. Recent population is estimated to be over 20,000. In addition to the availability of recreation land and facilities around the Pueblo Dam and Reservoir, there are multiple recreation opportunities for the area.

Developed for single family living, the road configuration does not encourage transit alternatives. Transportation demand management alternatives such as vanpool and carpool with convenient park and ride locations may be feasible.

### 3.0 ANALYSIS OF TRANSIT POPULATIONS

As of the 2000 Census, approximately 20 percent of the population within the study area could be considered as transit-rider populations. Typical transit-dependent population segments include the elderly, persons with mobility limitations, and zero-vehicle households.

This data not only assists in identifying market areas for transit riders, but provide information to address Environmental Justice issues. These evaluation criteria must be used during project evaluation to ensure minority population groups are not disproportionately impacted by proposed actions.

**Table 20  
Pueblo County Demographics**

	Quadrant				Total	%
	NW	NE	SE	SW		
Total Population	41,020	4,583	40,214	55,655	141,472	
Persons under 15	8,759	960	8,846	11,442	30,007	21%
Persons 60 and over	6,872	796	7,564	12,164	27,396	19%
Mobility Limited Population	2,822	291	3,145	4,429	10,687	8%
Below Poverty Population	4,840	497	6,636	8,476	20,449	14%
<hr/>						
Number of Households	15,433	1,530	15,226	22,390	54,579	
Zero Vehicle Households	1,188	45	1,560	2,119	4,912	9%

source: 2000 Census

#### 3.1 ELDERLY AND YOUTH POPULATION

Approximately 21 percent of Pueblo’s population are under the age of 15 and 19 percent are over the age of 60. This compares with a statewide average of 21 percent and 13 percent respectively. These populations can benefit from effective public transportation when it is provided, as both youth and elderly are often unable to use a car unless driven.

Elderly populations are located throughout the urban area, but are more concentrated in the southwest quadrant of the city than in other areas. Figure 4 identifies the relative concentration of elderly populations in the Pueblo Urban Area.

#### 3.2 MOBILITY LIMITED POPULATION

Approximately 8 percent of Pueblo’s population are identified as “Mobility Limited” by the 2000 Census. Persons are identified as having a mobility limitation if they have a health condition that has lasted for 6 or more months and which makes it difficult to go outside the home alone. Examples of

outside activities on the questionnaire included shopping and visiting the doctor's office. The term "health condition" refers to both physical and mental conditions. A temporary health problem, such as a broken bone that is expected to heal normally, is not considered a health condition.

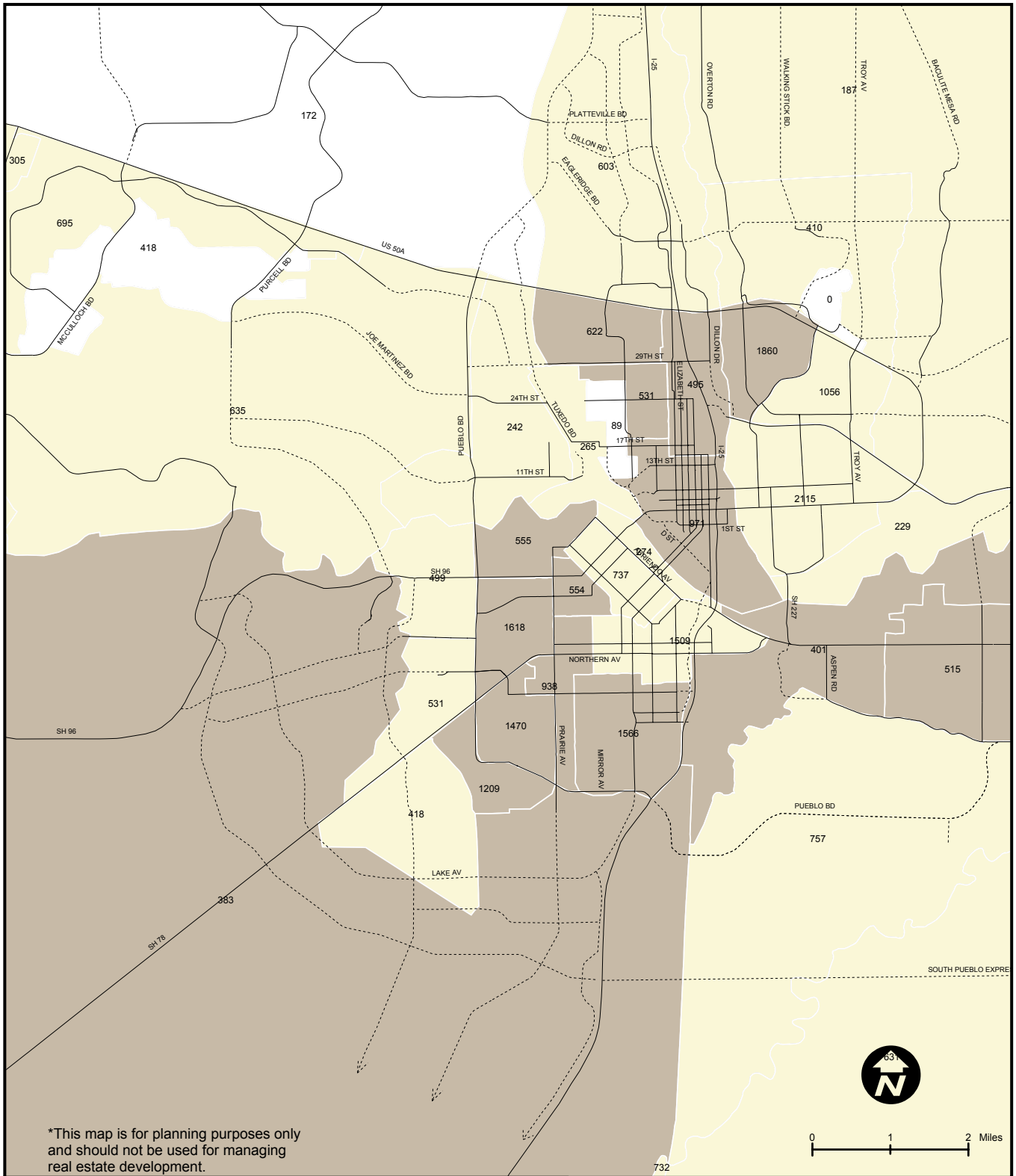
Figure 5 identifies the relative percentage of mobility limited persons within the Pueblo area. The size and location of mobility limited populations indicates areas of possible need for para-transit and fixed-route transit services.

### **3.3 LOW INCOME POPULATION**

Approximately 14 percent of Pueblo's population live in families with incomes below the poverty level as measured by the federal government's official poverty definitions. The majority of these persons live in the Southwest quadrant of Pueblo. Figure 6 shows the concentration of low-income individuals for each of the census tracts within the study area.

### **3.4 ZERO VEHICLE POPULATION**

Approximately 9 percent of Pueblo households have no vehicle available to the household. Figure 7 shows the relative concentration of households with no vehicles available.

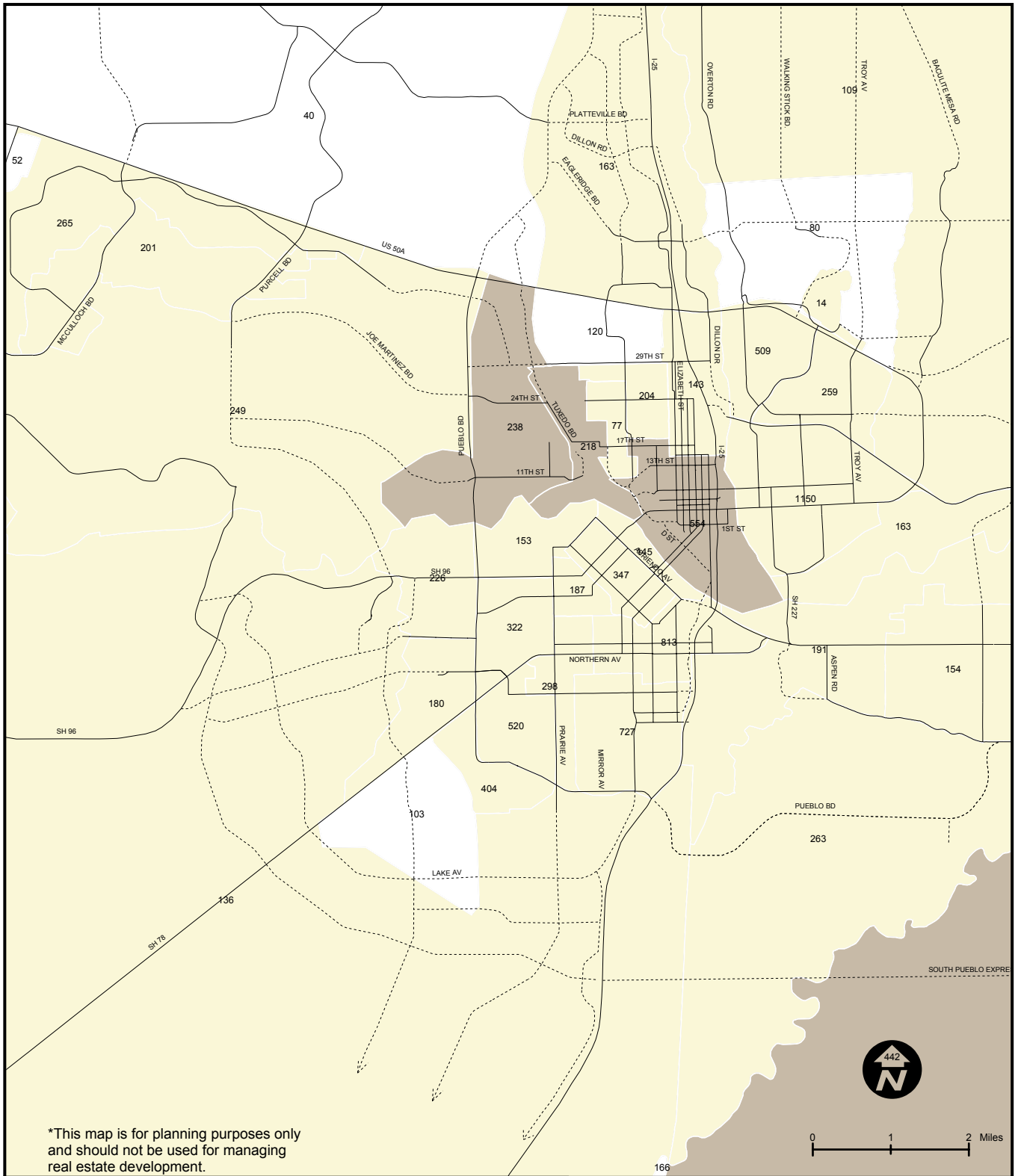


\*This map is for planning purposes only and should not be used for managing real estate development.

- High (> 20% Population Above 65)
- Medium (10 - 20% Population Above 65)
- Low (0 - 10% Population Above 65)
- TEXT Population Above 65

**FIGURE 4  
CONCENTRATION OF  
ELDERLY POPULATION  
2000**

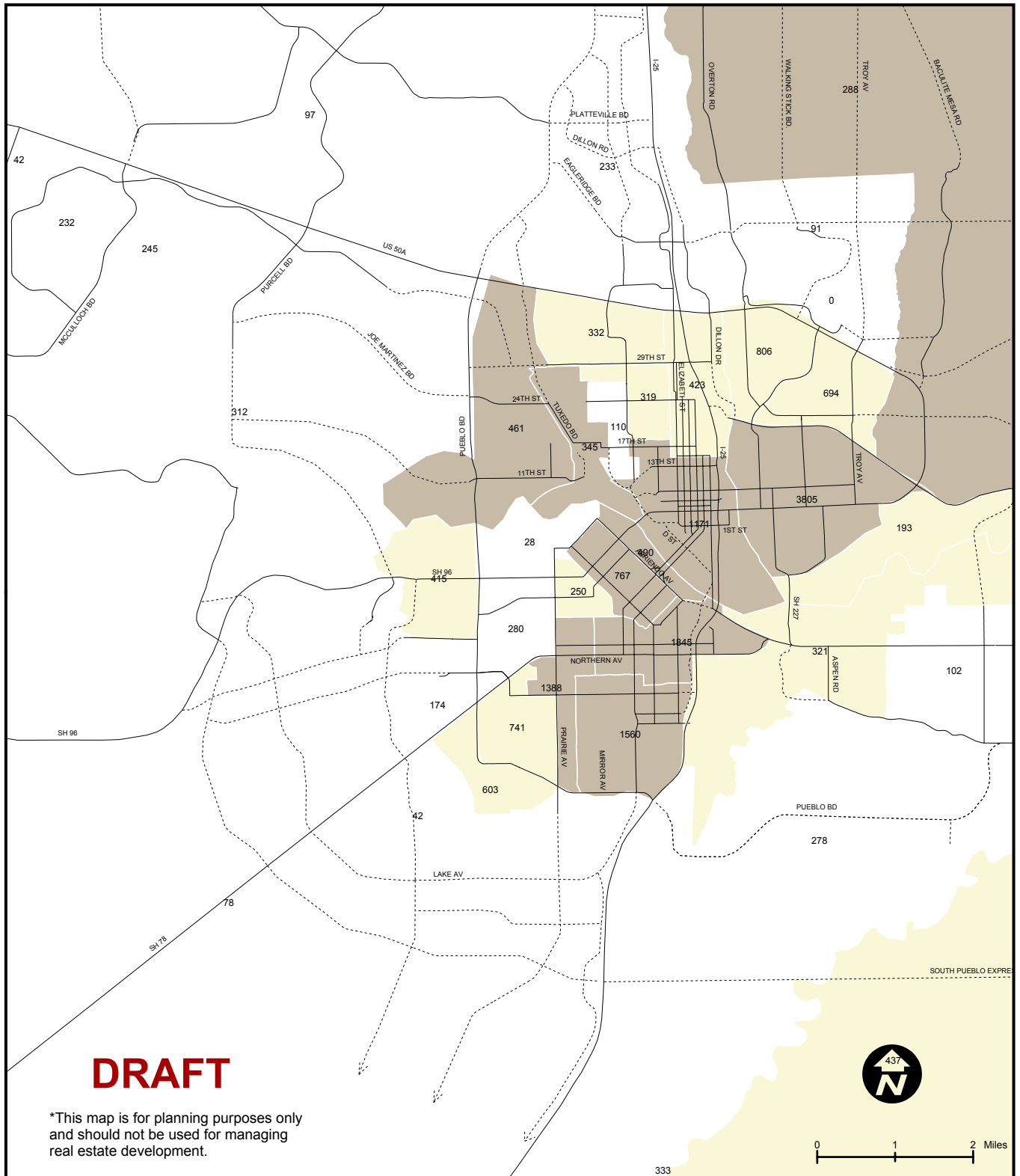
Source: 2000 Census



- High (> 10% Limited Mobility Population)
- Medium (5 - 10% Limited Mobility Population)
- Low (0 - 5% Limited Mobility Population)
- TEXT Limited Mobility Population

**FIGURE 5**  
**CONCENTRATION OF**  
**LIMITED MOBILITY**  
**POPULATION**  
**2000**

Source: 2000 Census



**DRAFT**

\*This map is for planning purposes only and should not be used for managing real estate development.

- High (> 20% Population Below Poverty Level)
- Medium (10 - 20% Population Below Poverty Level)
- Low (0 - 10% Population Below Poverty Level)
- TEXT Population Below Poverty Level

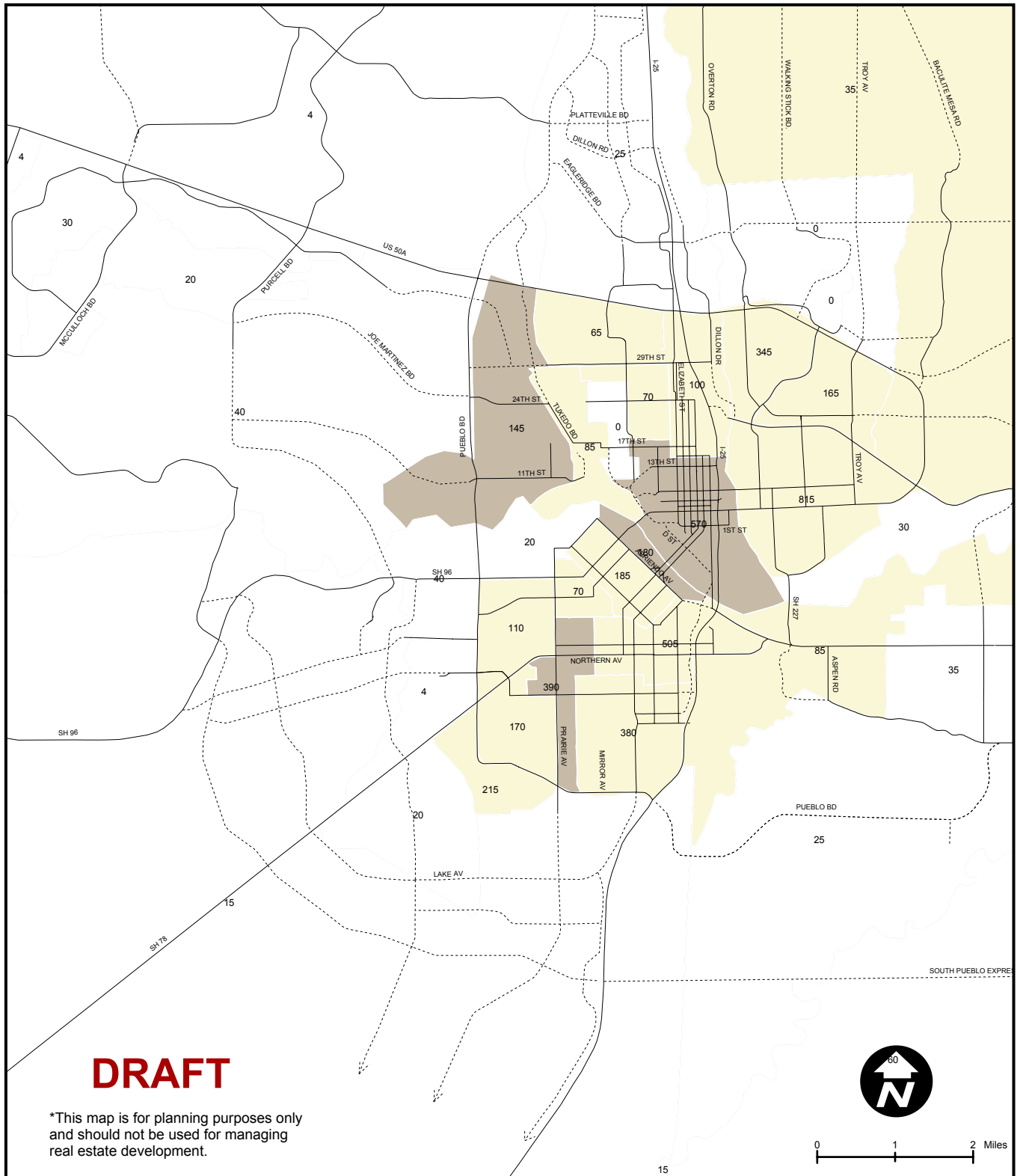
**FIGURE 6  
LOW-INCOME  
POPULATION  
2000**

4/23/04



Source: 2000 Census





**DRAFT**  
\*This map is for planning purposes only and should not be used for managing real estate development.

- High (> 15% Zero Vehicle Households)
- Medium (5 - 15% Zero Vehicle Households)
- Low (0 - 5% Zero Vehicle Households)
- TEXT Zero Vehicle Households

**FIGURE 7  
CONCENTRATION OF  
ZERO VEHICLE  
POPULATION, 2000**

4/23/04

Source: 2000 Census



## 4.0 POTENTIAL SOURCES OF TRANSIT FUNDING

Ostrander Consulting, Inc. has compiled an overview of funding sources for transit systems in Colorado. The summary includes descriptions of federal and local sources and identifies the relevance of each to the Pueblo Region. It does not include any recommendations for funding, at this time.

### 4.1 FEDERAL FUNDING SOURCES

Transit systems in Colorado are eligible for federal assistance under several programs. These include four Federal Transit Administration (FTA) grant programs; newer federal initiatives, local funding sources and user fees.

- **Section 5303 Large Urban Area Formula Fund**– Funding for transit operations for Urban Areas with populations greater than 200,000.
- **Section 5307 Small Urban Area Formula Fund** – Funding for transit operations for Urban Areas with populations between 50,000 and 200,000. Allocation based on formula of population and population density. Pueblo Transit received close to \$1.2 million in 2002.
- **Section 5309 Capital Fund** – Discretionary Grants administered by the Colorado Association of Transit Agencies (CASTA) to fund capital projects such as transit facilities and equipment. Pueblo Transit received \$205,651 for equipment purchases in 2002.
- **Section 5310 Elderly and Disabled Capital Fund** – Grant program administered by CDOT Transit Unit to improve mobility for the elderly and persons with disabilities. Must go towards capital needs. Requires a 20 percent local cash match.
- **Section 5311 Capital and Operating Assistance for Non-Urban Areas** – Grant program administered by CDOT Transit Unit for non-urbanized areas (population less than 50,000). Required local match: 30 percent for administrative expenses; 20 percent for capital expenses; 50 percent for operating expenses.
- **Section 5313(b) Planning and Research Programs** – Grant program administered by CDOT for planning and research programs. In Colorado, this fund program is usually reserved for rural areas and have been used for funding the Transit Element Updates for rural TPRs. Urban planning funds are included in the Section 5307 program.
- **Welfare-to-Work Program Grants** – Possible FTA grants over next few years that focus on getting disadvantaged labor forces to job locations. These include the *Joblink Demonstration Program* to test transportation strategic for linking unemployed persons with job sites. *Livable Communities Program* focused on linking land use issues to transit; the *Bridges to Work Program* that links inner-city residents with other job opportunities; and the *Access to Jobs Program* (JARC) to link job training centers or Private Industry Council efforts with transit programs.
- **Section 5319 Bikes to Bus Program** – FTA grants to link bicycle facilities to buses.
- **Title III Older Americans Program** - It is common to include senior services in the same budget as general public transit services. Particularly in the case where the local governments fund both programs, taking an integrated approach can allow an area to use the Title III funds and senior program matching dollars to leverage additional Federal Section 5311 dollars.

## 4.2 STATE FUNDING

The State of Colorado does not currently fund transit services. However, recent legislation may make limited funds available.

- **SB1 Funds** – State Senate passed legislation in 2002 to dedicate a portion of SB1 funds to transit. Estimated to be approximately \$675 million statewide from 2006–2020.

## 4.3 LOCAL FUNDING

Local funding is the most critical source of funding for transit systems since many other funding sources require a commitment of funds from local sources.

- **City and County General Funds** – Pueblo Transit receives approximately \$1.2 million a year in funding from the City of Pueblo General Fund and \$22,000 a year from Pueblo County to support transit operations, maintenance, and transit capital needs.
- **Dedicated Sales Tax** - CRS Sec. 29-2-103 allows counties to levy a sales tax, use tax, or both to fund transit operations, maintenance and capital needs. Sales tax is limited to 1 percent, but is exempt from the 7 percent ceiling. Some mountain resort communities, specifically Summit and Eagle counties, have used this funding source successfully. Voter approval is required.
- **Regional Transportation Authorities (RTA)** - RTAs allow for a wider range of funding sources than the dedicated sales tax. RTAs are able to impose up to a \$10 annual vehicle registration fee and may levy a sales tax of up to one percent and/or a visitor benefit fee of up to two percent on overnight lodging. Voter approval is required.
- **Ad Valorem Property Tax** - Counties are authorized by CRS Sec. 30-25-202 to impose property taxes for specific capital projects. Such special property taxes are exempt from the 5.5 percent property tax limit. Requires voter approval.
- **Special Districts** – Local districts funded from fees or property taxes to fund specific improvements. In general, these districts are limited in their usefulness as mechanisms for funding transit systems, particularly in a multi-jurisdictional setting.

## 4.4 USER FEES

As with local funding sources, user fees demonstrate a commitment by those who use the service.

- **Fare Revenues** - Reporting of the farebox recovery ratio is required by CDOT for Federal Section 5311 funds. Nationwide, a farebox recovery of 20% of the cost of operations is considered standard. Farebox revenue for Pueblo Transit was \$354,538 in 2002.
- **Advertising** – Revenue from advertising on vehicles, bus stops, and promotional material. Provides revenue and a connection with the business community.
- **Client Service Revenue** – Cost sharing agreements with local businesses or government agencies to provide transit service. Employers get employees that arrive rested and on time and the transit agency receives a stable source of funding and additional ridership.

## 5.0 LONG RANGE TRANSIT PLAN

### 5.1 VISION FOR TRANSIT

The Pueblo Area Regional Vision for transportation is: *to provide the facilities and services necessary to support the continued development of a quality community with sustainable growth, economic vitality, and adequate mobility options.*

The community has identified four overarching goals for transit. They include:

#### 1. Mobility

- Develop alternate routes to accommodate local trips parallel to the interstate.

#### 2. Livability

- Involve community organization and neighborhood groups in the transportation planning process.
- Consider the plans for new employment centers when prioritizing transportation programs and facilities.

#### 3. Intermodalism

- Identify possible locations for future Park and Ride facilities, trailhead locations, and public transportation transfer points.

#### 4. Implementation

- Develop a transit operations plan that increases the productivity of the Pueblo Transit system.

### 5.2 TRANSIT STRATEGIES

The Pueblo regional Transit Advisory Committee (TAC) identified, discussed and recommended several strategies to support the Long Range Goals. These include:

1. **Increase efficiency of the system** by establishing a series of Neighborhood and Commercial Circulators, connected to the downtown transit station via simultaneous transfers (where two routes arrive at the transfer point at the same time). This alternative relies on a combination of service improvements and efficiency improvements to provide better service without increasing the total revenue hours of service.
2. **Expand service** to serve new activity and employment centers as well as regional connections.
  - University Pueblo Mall Connector: Service for the over 4,000 students on this growing campus to Pueblo Mall, shopping and restaurants/bars.
  - Airport Industrial Park: Approximately 5,500 people work at this economic park located six miles east of downtown Pueblo. The most realistic option to introduce transit alternative to this location would be to implement transportation demand management strategies such as carpool and vanpool.

- Pueblo West: Formed in 1969, current population estimates are over 16,000 residents. Convenient Park and Ride facility with vanpool and carpool alternatives would be feasible.
3. **Expansion of service hours** and days of service would be appropriate as funding becomes available. Current service is limited to 6:30 am to 6:30 pm, Monday through Saturday. Significant interest was expressed for late night and Sunday service.

### 5.3 PREFERRED PLAN

Based on discussions and recommendations from the TTC/TAC and the Transit Sub-Committee (TAC) as well as review by Pueblo Transit staff, the three alternatives approved for the Long Range Transit Element include:

- **Alternative A – No Build:** Continue to serve existing riders with existing system. Replace vehicles as needed. Route productivity would likely remain the same or decline as continued inefficiencies prevent or discourage use.
- **Alternative B - Expand System:** Expand system to new areas including Pueblo West, Airport Industrial Park and St. Charles Mesa. Would require substantial additional funding for vehicles, increased operations and infrastructure. Would require expansion of Citi-Lift program for all locations within ¾ mile of routes. Funding agreement would need to be secured from areas being served.
- **Alternative C - Modified System:** Reconfigure fixed routes to improve service and increase route productivity. Convert existing “radial pulse” system to a series of three circulators linked to the Downtown transit center by existing routes.

Alternative A and C are included in the Six Year Plan. Alternative B is recommended as part of the Long Range Transit Plan.

### 5.4 REVENUE PROJECTIONS

A comprehensive listing of funding sources was identified and reviewed. This listing included description of federal and local sources and identified the relevance of each to regional transit providers including Pueblo Transit and SRDA. CDOT-Transit Unit provided Average Control Funding levels based on historical budget information for the significant federal funding sources.

#### **Section 5307 Urbanized Area Formula Grants (Pueblo Transit)**

This program allocates funds based on legislative formulas. For areas of 50,000 to 199,999 in population, the Section 5307 funding is based on population and population density. *Average Control Funding for 2005 is \$1,458,27.3*

#### **Section 5309 Discretionary Grant (Pueblo Transit)**

This discretionary grant program is available to support capital projects and provides funding nationwide for bus facilities and equipment. It also supports fixed guideway and commuter rail operations. In Colorado, the Colorado Association of Transit Agencies (CASTA) administers the Colorado Transit Coalition (CTC) in applying for these funds. Over the past six years this coalition of 20-25 transit agencies, ranging from the smaller rural transit services to RTD serving the Denver

Metropolitan area, has joined together to support an earmark of these funds at the federal level. Funds are available for capital equipment purchase or facility projects. *Average Control Funding for 2005 is \$310,545.*

**Section 5310 Elderly and Disabled Capital Funds (SRDA)**

The goal of this program is to improve mobility for the elderly and persons with disabilities. This funding is distributed statewide to both rural and urban areas. In Colorado, CDOT-Transit Unit has the responsibility to administer this program and to comply with program elements must:

- Notify eligible local entities of funding availability
- Develop project selection criteria
- Determine applicant eligibility
- Select projects for funding
- Ensure that sub-recipients comply with federal regulation

*Average Control Funding for 2005 is \$36,793*

**Section 5311 Capital and Operating Assistance for Non-Urban Areas (SRDA)**

This program provides grants for transportation projects in non-urbanized areas (population less than 50,000) and is administered, along with the Section 5310 program, by CDOT-Transit Unit. A grant under this program may not provide more than 80 percent of the net cost of a project. A grant to pay a subsidy for operating expenses, a major allocation of these funds in rural areas, may not be more than 50 percent of the net cost of the operating expenses. *Average Control Funding for 2005 is \$15,601.*

**5.5 FINANCIALLY CONSTRAINED TRANSIT PLAN**

A fiscally constrained plan covering the twenty years from 2005 – 2025 was prepared for Pueblo Transit and SRDA. This plan incorporates the control level funding and has been expanded to 2025 at 3% per year. The possibility of increased funding from the FTA Section 5309 Capital Funding Program was not included. These funds are dependent on the federal appropriation process and are included in the Long Rang Plan based on previous funding levels.

**Table 21**  
**Fiscally Constrained Transit Plan, Pueblo Transit**

	Short Range 2005-2010	Long Range 2010-2030-	Total 2005-2030
(\$ millions )			
<b>EXPENDITURES</b>			
Fixed-Route Operations	18.2	57.4	75.6
Expanded Operations	0.8	2.8	3.6
Citi-Lift Operations	2.7	8.4	11.1
<b>Total Operating</b>	<b>21.7</b>	<b>68.6</b>	<b>90.3</b>
<b>Total Capital</b>	<b>2.3</b>	<b>7.1</b>	<b>9.4</b>
<b>Total Expenditures</b>	<b>\$ 24.0</b>	<b>\$ 75.7</b>	<b>\$ 99.7</b>
<b>REVENUE</b>			
Fares / Advertising	2.8	8.7	11.5
Federal Grants			
5307	9.4	29.7	39.1
5309	2.0	6.3	8.3
Local Funds	9.9	31.1	41.0
<b>Total Revenue</b>	<b>\$ 24.1</b>	<b>\$ 75.8</b>	<b>\$ 99.9</b>

Source: Ostrander Consulting, Inc. 4/04

**Table 22**  
**Fiscally Constrained Transit Plan, SRDA**

	Short Range 2005-2010	Long Range 2010-2030	Total 2005-2030
(\$ millions )			
<b>EXPENDITURES</b>			
Operations	2.0	6.5	8.5
Expanded Operations	0.1	0.3	0.4
<b>Total Operating</b>	<b>2.1</b>	<b>6.8</b>	<b>8.9</b>
<b>Capital</b>	<b>0.3</b>	<b>0.9</b>	<b>1.2</b>
<b>Total Expenditures</b>	<b>\$ 2.4</b>	<b>\$ 7.7</b>	<b>\$ 10.1</b>
<b>REVENUE</b>			
Donations / Contracts	0.5	1.7	2.2
Federal Grants			
5310	0.2	0.7	0.9
5311	0.1	0.3	0.4
Local Funds	1.6	5.0	6.6
<b>Total Revenue</b>	<b>\$ 2.4</b>	<b>\$ 7.7</b>	<b>\$ 10.1</b>

Source: Ostrander Consulting, Inc. 4/04

## 6.0 SHORT RANGE TRANSIT PLAN

The Short Range Transit Element identifies federally funded transit facilities and services to be provided within the first six years of the plan. The plan shows expected funding for both Pueblo Transit and Pueblo County Senior Resource Development Agency (SRDA) and is based on two of the three approved alternatives from the Long Range Plan:

**Alternative A** – “No Build”. Continue to service existing riders with existing system. Replace vehicles as needed. Route productivity would likely remain the same or decline as continued inefficiencies prevent or discourage use.

**Alternative C** – “Modified System”. Reconfigure fixed routes to improve service and increase route productivity. Convert existing “radial pulse” system to a series of three circulators linked to the Downtown transit center by existing routes.

### 6.1 PUEBLO TRANSIT

Table 23 provides the Six Year Service Plan for Pueblo Transit. Operating cost estimates for Pueblo Transit and Citi-Lift are projected using the 2003 Original Budget. Revenue estimates are projected subject to CDOT-Transit Unit Control Funding calculations.

Pueblo Transit operations include continuing existing services. \$72,800 to provide four additional service hours to support peak bus service five days is included in 2005. An additional 10 hours of service to provide Sunday service at a cost of \$36,400 is shown for 2006. The allocation of these additional service hours may be modified based on community input. The addition of a position for Operations Supervisor or Administrative Assistant is also included in 2005.

#### **Pueblo Transit: FTA Section 5309 Capital Funding Plan**

Pueblo Transit has been a participant in the Colorado Transit Coalition since the inception of this group in 1998. This statewide organization of transit agencies prepares a combined request for funding from the FTA Section 5309 Discretionary Capital Funding Program. To date, Pueblo Transit has received \$1,167,385 from this program.

There are two sections of funding, vehicle replacement/expansion and facilities development. Agencies may participate in both sections. The analysis of the age and condition of the Pueblo Transit vehicle fleet established that seven of the 16 vehicles are beyond the recommended service life and three vehicles are within 50,000 miles of the recommended retirement mileage. It is critical that Pueblo Transit actively seek additional funding for vehicles. At this point, the staff of Pueblo Transit is seeking financial alternatives that would allow them to accelerate access to these funds.

Table 24 includes the recommended request from the FTA Section 5309 Capital Funding Program. In addition to vehicles for Pueblo Transit service, it includes vehicles for the complementary paratransit service, Citi-Lift. A major project to replace and expand bus storage and maintenance facility, built in 1979, is included for 2008. All projects are contingent of receipt of funds from this program. The Six Year Service Plan is constrained to the Control Funding levels.



**Table 23  
PUEBLO TRANSIT  
SIX-YEAR SERVICE PLAN**

	2005	2006	2007	2008	2009	2010
<b>OPERATIONS</b>						
Continue Existing Service	2,811,222	2,895,559	2,982,425	3,071,898	3,164,055	3,258,977
Additional Peak Service	72,800	74,984	77,234	79,551	81,937	84,395
Sunday Service	-	36,400	37,492	38,617	39,775	40,969
Op. Supv./Admin. Assist	32,000	32,960	33,949	34,967	36,016	37,097
CitiLift	412,383	424,754	437,497	450,622	464,141	478,065
<b>Sub-Total</b>	<b>3,328,405</b>	<b>3,464,657</b>	<b>3,568,597</b>	<b>3,675,655</b>	<b>3,785,924</b>	<b>3,899,502</b>
<b>CAPITAL</b>						
Vehicle Replacement	348,827	359,292	370,071	381,173	392,608	404,386
<b>Sub-Total</b>	<b>348,827</b>	<b>359,292</b>	<b>370,071</b>	<b>381,173</b>	<b>392,608</b>	<b>404,386</b>
<b>TOTAL</b>	<b>3,677,232</b>	<b>3,823,949</b>	<b>3,938,667</b>	<b>4,056,827</b>	<b>4,178,532</b>	<b>4,303,888</b>
<b>FUNDING SOURCES</b>						
<b>Fares</b>	406,205	418,391	430,943	443,871	457,187	470,903
<b>Advertising</b>	20,188	20,794	21,417	22,060	22,722	23,403
<b>Grants</b>						
5307	1,458,273	1,502,021	1,547,082	1,593,494	1,641,299	1,690,538
5309	310,545	319,861	329,457	339,341	349,521	360,007
<b>Local</b>						
Pueblo County	25,063	25,815	26,589	27,387	28,209	29,055
City General Fund	1,433,772	1,476,785	1,521,089	1,566,721	1,613,723	1,662,135
Other	67,573	69,600	71,688	73,839	76,054	78,336
<b>Sub-Total</b>	<b>3,721,619</b>	<b>3,833,268</b>	<b>3,948,266</b>	<b>4,066,714</b>	<b>4,188,715</b>	<b>4,314,376</b>
<b>Reserve</b>	44,387	9,319	9,598	9,886	10,183	10,488

Source: Ostrander Consulting, Inc. 4/04

**Table 24**  
**Colorado Transit Coalition Capital Request**

	2005	2006	2007	2008	2009	2010
<b>Pueblo Transit</b>						
Replace Vehicles	1,375,000	1,425,000	855,000	-	1,710,000	885,000
Number	5	5	3		6	3
Unit Cost	275,000	285,000	285,000		285,000	295,000
Expand Vehicles						
Number						
Unit Cost						
<b>Total Vehicles</b>	1,375,000	1,425,000	855,000	-	1,710,000	885,000
Electronic Fare Box System	133,000					
Software		75,000				
<b>Total Equipment</b>	133,000	75,000	-	-	-	-
<b>Total Facilities</b>				10,000,000		
Pueblo Transit Total	\$ 1,508,000	\$ 1,500,000	\$ 855,000	\$ 10,000,000	\$ 1,710,000	\$ 885,000
<b>City-Lift/SRDA</b>						
Replace Transiti Vehicles	180,000	-	195,000	-	260,000	136,000
Number	3		3		4	2
Unit Cost	60,000		65,000		65,000	68,000
Expand Transit Vehicles				130,000		
Number				2		
Unit Cost				65,000		
<b>SRDA Total</b>	\$ 180,000	\$ -	\$ 195,000	\$ 130,000	\$ 260,000	\$ 136,000
<b>Total Request</b>	\$ 1,688,000	\$ 1,500,000	\$ 1,050,000	\$ 10,130,000	\$ 1,970,000	\$ 1,021,000

## 6.2 SENIOR RESOURCE DEVELOPMENT AGENCY (SRDA)

In addition to providing the complementary paratransit Citi-Lift service for Pueblo Transit, the Senior Resource Development Agency (SRDA) provide transportation services to individuals who cannot access or afford other transit alternatives. This service, in addition to local funding support, is also eligible to receive FTA Section 5310 (Elderly/Disabled) and FTA Section 5311 (Rural General Public) funding.

A Six Year Service Plan for SRDA is shown in Table 25. Additional funding is included to add a part-time dispatcher and one additional part-time driver. Funding from contracts and other program income was continued at the same level as 2002.

**Table 25  
SIX-YEAR FUNDING PLAN - SRDA**

	2005	2006	2007	2008	2009	2010
<b>OPERATIONS</b>						
Continue Existing Service	317,368	326,889	336,696	346,797	357,200	367,916
Part Time Dispatcher	6,700	6,901	7,108	7,321	7,541	7,767
Add Part-Time Driver	7,000	7,210	7,426	7,649	7,879	8,115
<b>Sub-Total</b>	<b>331,068</b>	<b>341,000</b>	<b>351,230</b>	<b>361,767</b>	<b>372,620</b>	<b>383,799</b>
<b>CAPITAL</b>						
Vehicle Replacement	46,000	47,380	48,801	50,265	51,773	53,327
<b>Sub-Total</b>	<b>46,000</b>	<b>47,380</b>	<b>48,801</b>	<b>50,265</b>	<b>51,773</b>	<b>53,327</b>
<b>TOTAL</b>	<b>377,068</b>	<b>388,380</b>	<b>400,031</b>	<b>412,032</b>	<b>424,393</b>	<b>437,125</b>
<b>FUNDING SOURCES</b>						
<b>Donations</b>	12,000	12,360	12,731	13,113	13,506	13,911
<b>Contracts</b>	22,200	22,866	23,552	24,259	24,986	25,736
<b>Program Income</b>	44,000	45,320	46,680	48,080	49,522	51,008
<b>In-Kind</b>	3,000	3,090	3,183	3,278	3,377	3,478
<b>Grants</b>						
5310	36,793	37,897	39,034	40,205	41,411	42,653
5311	15,601	16,069	16,551	17,048	17,559	18,086
<b>Local</b>						
Pueblo County	58,400	60,152	61,957	63,815	65,730	67,702
City General Fund	58,400	60,152	61,957	63,815	65,730	67,702
Other	127,000	130,810	134,734	138,776	142,940	147,228
<b>Sub-Total</b>	<b>377,394</b>	<b>388,716</b>	<b>400,377</b>	<b>412,389</b>	<b>424,760</b>	<b>437,503</b>
<b>Reserve</b>	326	336	346	356	367	378