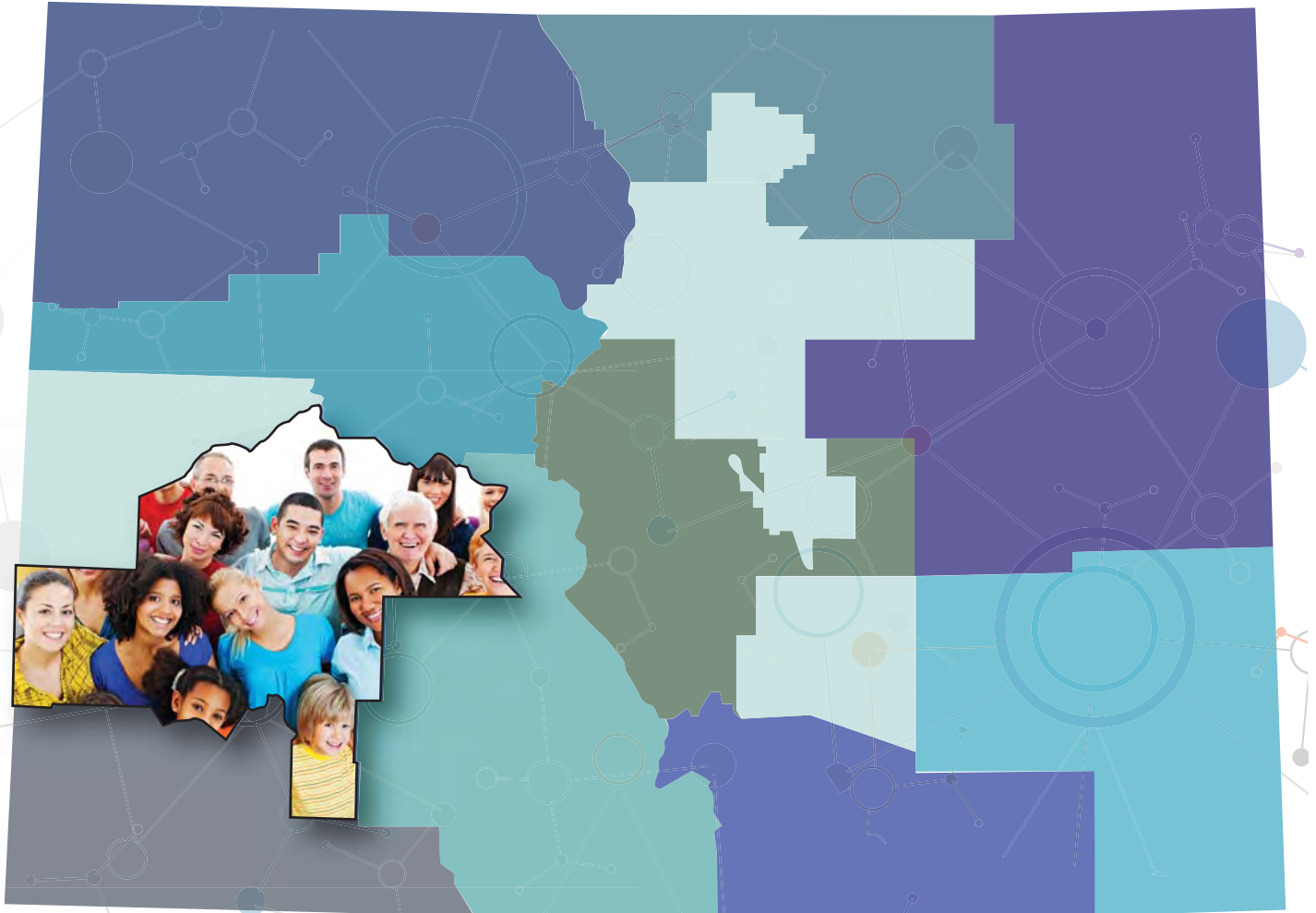


Gunnison Valley

Transportation Planning Region
Regional Coordinated Transit &
Human Services Plan



Prepared for:
**Colorado Department of Transportation
Division of Transit and Rail
and Gunnison Valley Transportation Planning Region**

December 2014

Prepared by:



In association with:
Cambridge Systematics
Nelson\Nygaard Consulting Associates
OV Consulting
TransitPlus

**GUNNISON VALLEY TRANSPORTATION
PLANNING REGION
REGIONAL COORDINATED TRANSIT AND
HUMAN SERVICES PLAN**

Prepared for:

Colorado Department of Transportation
Division of Transit and Rail and
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1.0 INTRODUCTION

Public transportation is a lifeline for many residents throughout the Gunnison Valley Transportation Planning Region (TPR) and state of Colorado. Transit services connect residents, employees, and visitors to major activity centers such as jobs, schools, shopping, medical care, and recreation. These transit services are important contributing factors to the economic, social, and environmental health of the state and also provide many benefits to individuals and communities. The following are just a few of the benefits:

- ▶ Economic benefits of transit include providing access to jobs, shopping, and other destinations; creating jobs in public transit and related industries; reducing the cost of transportation for individuals and families with a portion of the cost savings redirected to the local economy; providing businesses with access to a broader labor market with more diverse skills; and providing savings associated with the reliability and effects of reduced congestion.
- ▶ Social benefits of transit include providing transportation options to access destinations; reducing household expenditures on transportation, allowing savings to be spent in the local economy; reducing non-transportation service costs; reducing travel time and accidents because of less congestion on the road; providing accessibility of transit by all segments of the population; providing health benefits associated with walking to/from transit; and providing an overall savings in time and money.
- ▶ Environmental benefits of transit include reducing emissions and the carbon footprint, reducing gas consumption, improving air quality with a reduction in associated health issues; and lessening impacts on the environment and neighborhoods due to transit's typically smaller footprint.

The Division of Transit and Rail (DTR) within the Colorado Department of Transportation (CDOT), in cooperation with the Gunnison Valley TPR, developed this Regional Coordinated Transit and Human Services Plan to meet all CDOT and Federal Transit Administration (FTA) planning requirements for funding eligibility and planning for Colorado's transit needs.

CDOT will use this plan to evaluate grant applications for state and federal funds received by regional transit and human service providers over the next five years. Transit and human service providers in the TPR will use this plan to prioritize transit investments in the next several years that work toward implementation of the TPR's long-term transit vision and goals, and priority strategies.

1.1 Purpose of Plan

This plan serves as the Regional Coordinated Transit and Human Services Plan for the region per FTA requirements. It identifies projects and strategies to enable the region's transit and human service providers to improve mobility of the populations who rely upon human service transportation or public transit, to minimize duplication of federally-funded services, and to leverage limited funds. The coordination projects and strategies identified generally have a short-term focus and are based on the prioritized needs of the TPR.

In addition, this plan identifies a regional transit vision and financial plan to guide transit investment over the next 20+ years. Along with the State's other Regional Coordinated Transit and Human Services Plans, this plan will act as the foundation for Colorado's first Statewide Transit Plan, setting the stage for CDOT's vision, goals, policies and strategies for long-term transit investment.

Key findings and recommendations from this Regional Coordinated Transit and Human Services Plan will be integrated into the Statewide Transit Plan and into the region's Regional Transportation Plan (RTP). Both of these documents will become part of the Statewide Transportation Plan, which is a long-term comprehensive policy document intended to address the state's multimodal transportation needs.



1.2 *Federal and State Planning Regulations*

There are a variety of federal and state planning regulations and requirements that are met through the development of this plan and its incorporation in the Statewide Transit Plan. These are described below.

1.2.1 **Federal Planning Regulations**

Federal planning regulations are codified in 23 Code of Federal Regulations 450, which requires each state to carry out a continuing, cooperative, and comprehensive statewide multimodal transportation planning process. This includes developing a long-range statewide transportation plan with a minimum 20-year forecast period for all areas of the state and a statewide transportation improvement program that facilitates the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and that fosters economic growth and development within and between states and urbanized areas, while minimizing transportation-related fuel consumption and air pollution in all areas of the state. The long-range transportation plan shall consider connections among public transportation, non-motorized modes (e.g., bicycle and pedestrian facilities), rail, commercial motor vehicle, and aviation facilities, particularly with respect to intercity travel.

The transportation planning process considers projects, strategies, and services that address several planning factors including:

- ▶ Economic vitality of the United States, state, metropolitan and non-metropolitan areas
- ▶ Safety of the transportation system for motorized and non-motorized users
- ▶ Security of the transportation system for motorized and non-motorized users
- ▶ Accessibility and mobility of people and freight
- ▶ Protection and enhancement of the environment, promotion of energy conservation, improvement of the quality of life, and promotion of consistency between transportation improvements and state and local planned growth and economic development patterns
- ▶ Enhancement of integration and connectivity of the transportation system, across and between modes throughout the state, for people and freight
- ▶ Promotion of efficient system management and operations
- ▶ Preservation of the existing transportation system

The planning process is to be conducted in coordination with local officials in metropolitan and non-metropolitan areas, federal land management agencies, Tribal governments, health and human services agencies, and agencies responsible for land use management, natural resources, environmental protection, conservation and historic preservation. In addition, preparation of the Regional Coordinated Transit and Human Services Plans should be coordinated and consistent with the statewide transportation planning process.

1.2.2 **MAP-21**

On July 6, 2012, President Obama signed into law Moving Ahead for Progress in the 21st Century Act (MAP-21), providing approximately \$10 billion per year nationally for transit funding in fiscal years 2013 and 2014. CDOT receives and distributes a portion of these federal transit funds to transit and human service providers throughout Colorado through a competitive grant process. Under MAP-21, several transit programs were consolidated and streamlined, and there is a new requirement that transit fund recipients develop a Transit Asset Management Plan. There is also new emphasis on performance-based planning and establishment of performance measures and targets that must be incorporated into the long-range planning and short-term programming processes. Seven national goal areas were established: safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays. In August 2014, MAP-21, which was set to expire on September 30, 2014, was given a short-term extension to May 31, 2015.



Similar to the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the previous transportation authorization bill, MAP-21 requires that projects selected for federal funding under the Elderly Individuals and Individuals with Disabilities program (Section 5310) be derived from a locally developed, coordinated public transit human services transportation plan. This plan meets this requirement for the region. While not a requirement for other FTA funds, FTA recommends, as a best practice, that all projects be identified through a coordinated planning process and be consistent with a plan.

1.2.3 Title VI

Title VI is a federal statute that is intended to ensure that programs (including public transit and human services) receiving federal financial assistance do not discriminate or deny benefits to people based on race, color, or national origin, including the denial of meaningful access to transit-related programs and activities for people with limited English proficiency (LEP). Title VI applies to CDOT and all CDOT grant partners receiving federal funds. While this document is not intended to be a Title VI compliance report, it does provide information on the demographic characteristics in the region compared to services provided in the region to assist with a Title VI assessment. The process to develop this transit plan includes information and outreach to individuals by providing language assistance upon request and by providing public information materials in Spanish.

1.2.4 Environmental Justice

Executive Order 12898 calls on all federal agencies to make environmental justice part of their mission by identifying and addressing disproportionate and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations. Similar to Title VI, this plan does not provide a comprehensive environmental justice evaluation. It does, however, provide information on low-income and minority populations in comparison service areas in the region to assist with understanding how well these populations are served by transit serves in the region. The process to develop this transit plan included information and outreach to low-income and minority populations in the Gunnison Valley TPR and throughout the state.

1.2.5 Colorado Planning Requirements

CDOT is the agency responsible for providing strategic planning for statewide transportation systems to meet the transportation needs and challenges faced by Colorado; promoting coordination between different modes of transportation; and enhancing the state's prospects to obtain federal funds by responding to federal mandates for multimodal planning. State planning regulations, consistent with federal planning regulations, call for a multimodal plan that considers the connectivity between modes of transportation, coordination with local land use planning, focuses on preservation of the existing transportation system to support the economic vitality of the region, enhances safety of the system, addresses strategic mobility and multimodal choice, supports urban and rural mass transit, promotes environmental stewardship, provides for effective, efficient and safe freight transport, and reduces greenhouse gas emissions.

In 2009, state legislation created DTR with responsibility for planning, developing, operating, and integrating transit and rail into the statewide transportation system. As part of that mandate, a statewide transit and passenger rail plan that identifies local, interregional, and statewide transit and passenger rail needs and priorities shall be developed and integrated into the Statewide Transportation Plan. As a first step, a State Freight and Passenger Rail Plan was developed by DTR and adopted by the Colorado Transportation Commission in March 2012 (see **Section 1.3.2** for a summary). The next step was to develop the Statewide Transit Plan, which was done concurrent to the development of this Regional Transit Plan. The Division may also expend funds to construct, maintain, and operate interregional transit, advanced guideway, and passenger rail services, among other things.



In addition, DTR is responsible for administering federal and state transit grants. In accordance with FTA, DTR will use this plan to determine if grant applications are consistent and compatible with the Plan's vision, goals and strategies. Those that are consistent will be eligible for state and federal funding allocations through CDOT.

1.3 Relevant Statewide Background Reports/Plans

The following section describes transportation planning documents that have been completed in the last five years and their key findings and recommendations relevant to this Regional Transit Plan.

1.3.1 Statewide Bicycle and Pedestrian Plan

CDOT adopted Colorado's first Statewide Bicycle and Pedestrian Plan in October 2012. The plan's focus was the development of investment criteria for evaluating bicycle and pedestrian projects and programs, and performance measures. These criteria are based on a vision and eight broadly supported goals that can be achieved in part through improved bicycle and transportation projects and increased bicycling and walking activity. The goals were identified through extensive public and stakeholders input, and include the following:

1. Enhance safety
2. Increase bicycling and walking activity
3. Expand recreational opportunities and enhance quality of life
4. Improve public health
5. Improve environment, air quality, and fossil fuel independence
6. Provide transportation equity
7. Maximize transportation investments
8. Improve the state and regional economies

The plan points out that nearly all transit trips begin and end with a walking trip and many also include a bicycle trip at the origin and/or destination and that successful bicycle and pedestrian networks have the potential to greatly expand the reach and effectiveness of public transit. Colorado's major metropolitan transit agencies, as well as many mountain communities, operate buses with bike racks. The plan suggests that the next step will be to increase the percentage of transit stops and stations that are easily accessible by bike or on foot and the percentage that provide secure bicycle parking.

1.3.2 Colorado State Freight and Passenger Rail Plan

The Colorado State Freight and Passenger Rail Plan, completed in March 2012, offers recommendations for both short- and long-term investments in the state's rail system while embracing a performance-based evaluation process and positioning Colorado to receive federal funding for infrastructure projects. This plan provides guidance for investing in future rail needs and presents ways to enhance passenger and freight rail development to support economic growth and environmental sustainability. It is a project-based plan required to have a major update at least every five years. In 2014, CDOT amended the passenger rail elements with a high speed transit vision based on the conclusions of the Advanced Guideway System (AGS) Feasibility Study and the Interregional Connectivity Study (ICS). The high speed transit vision encompasses 340 miles of high-speed passenger transit network through or affecting four I-70 Mountain Corridor counties west of the Denver region from Eagle County Regional Airport to Denver International Airport (DIA), and twelve I-25 Front Range counties from Fort Collins to Pueblo. The next update for the Plan is anticipated to begin in 2016.

1.3.3 Colorado 2011 Aviation System Plan

The Colorado Aviation System Plan Update, completed in 2011, is a performance-based plan that summarizes how airports of different classifications are meeting their assigned objectives and how the state airport system as a whole measures up. It identifies and describes actions and projects with the potential to improve system performance and offers generalized cost estimates for these policy choices.



This plan includes an objective for all airports in the Major and Intermediate categories to have access to ground transportation services for the millions of visitors who reach Colorado each year by air and support the Colorado economy. Ground transportation could include shuttles, taxis, buses, rail, and rental cars. No airports in the Gunnison Valley region have been identified in the plan as needing improved ground transportation.

1.3.4 Southwest Energy Efficiency Project – Economic Benefits of Transit Systems: Colorado Case Studies

In September 2013, the Southwest Energy Efficiency Project released their report, “Economic Benefits of Transit Systems: Colorado Case Studies,” which examined Fort Collins, the Roaring Fork Transportation Authority (RFTA), and Grand Valley Transit (GVT). This study showed quantifiable annual net benefits created by transit systems in each of the respective communities. These benefit calculations took into account gasoline savings, vehicle maintenance savings, reduced congestion savings, avoided public assistance payments, reduced parking infrastructure demand, reduced cost of medical trips, and income from employment accessible by transit. Other transit benefits that cannot be monetarily quantified include increased independence for elderly and disabled citizens, improved air quality, and health benefits of walking or biking to and from transit stops.

1.3.5 Colorado Statewide Intercity and Regional Bus Network Plan

The 2014 Colorado Statewide Intercity and Regional Bus Network Plan updates the 2008 plan. The plan develops a regional network and provides policies for extending regional services within Colorado, in addition to state-to-state trips served by intercity bus. It also provides a specific analysis of the I-70 corridor. Several types of service are evaluated in the plan, including:

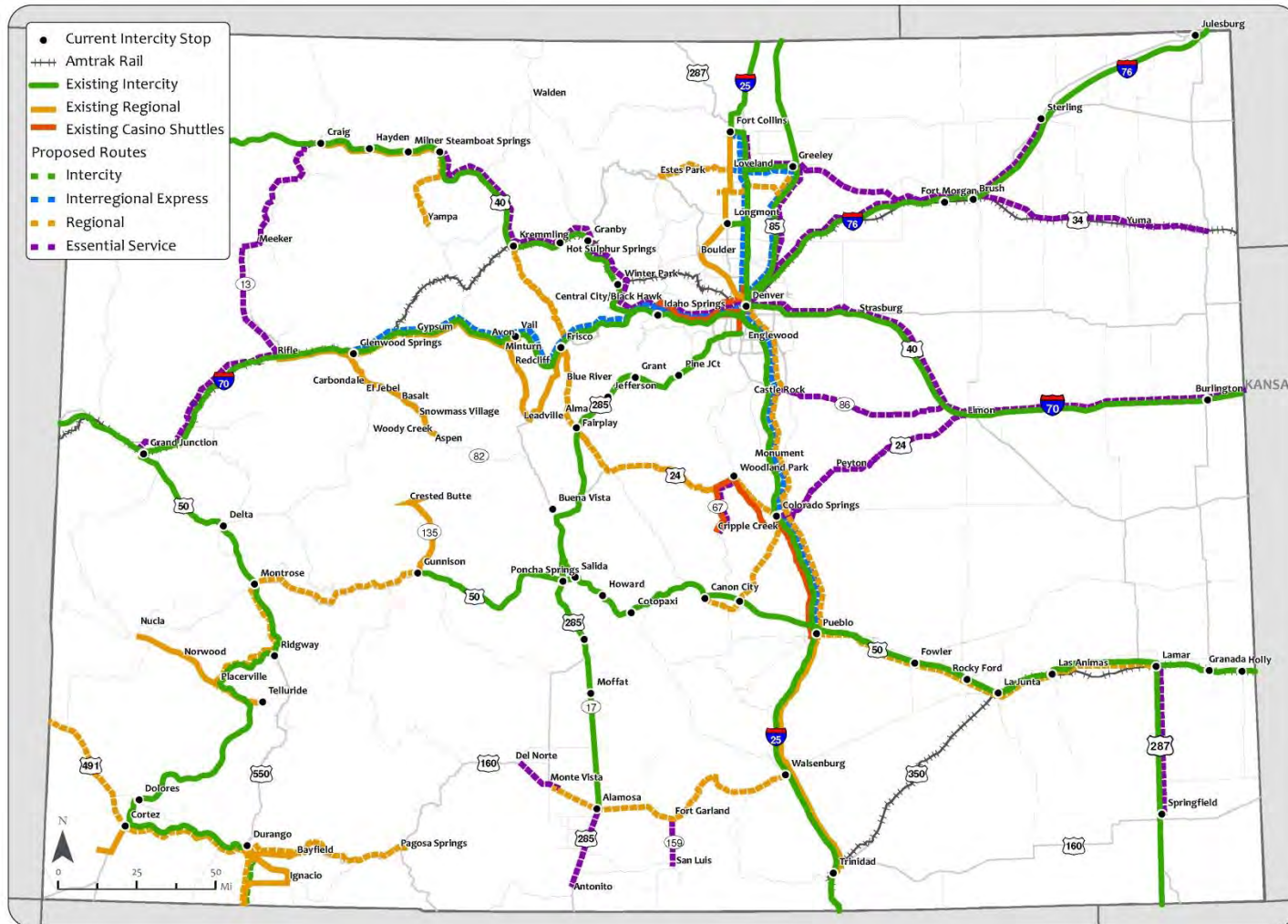
- ▶ **Interregional express bus service:** Travels between regions and focuses on commuter service; it typically operates weekdays and attempts to provide time sensitive travel times.
- ▶ **Intercity bus service:** Provides long-distance travel connecting major hubs throughout the nation. They are typically funded with fares and carry luggage and sometimes packages.
- ▶ **Regional bus service:** Provides travel into urban areas and resort communities, typically provides more frequent bus service each day than intercity bus service. Operating and administration funds come from federal, state and/or local sources.
- ▶ **Essential bus service:** Focuses on meeting the needs of residents in rural areas for medical and essential services, and typically provides very infrequent service.

Recommendations made in this plan for the Gunnison Valley TPR include regional routes from Montrose to Telluride with a stop in Placerville (to operate 8 trips/day, 5 days/week), Montrose to Gunnison (to operate 6 trips/day, 5 days/week), and additional Nucla to Telluride service (to operate 4 trips/day, 5 days/week).

Figure 1-1 includes the existing and proposed statewide routes identified in the Intercity and Regional Bus Network Plan.



Figure 1-1 Existing and Proposed Statewide Routes



Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan



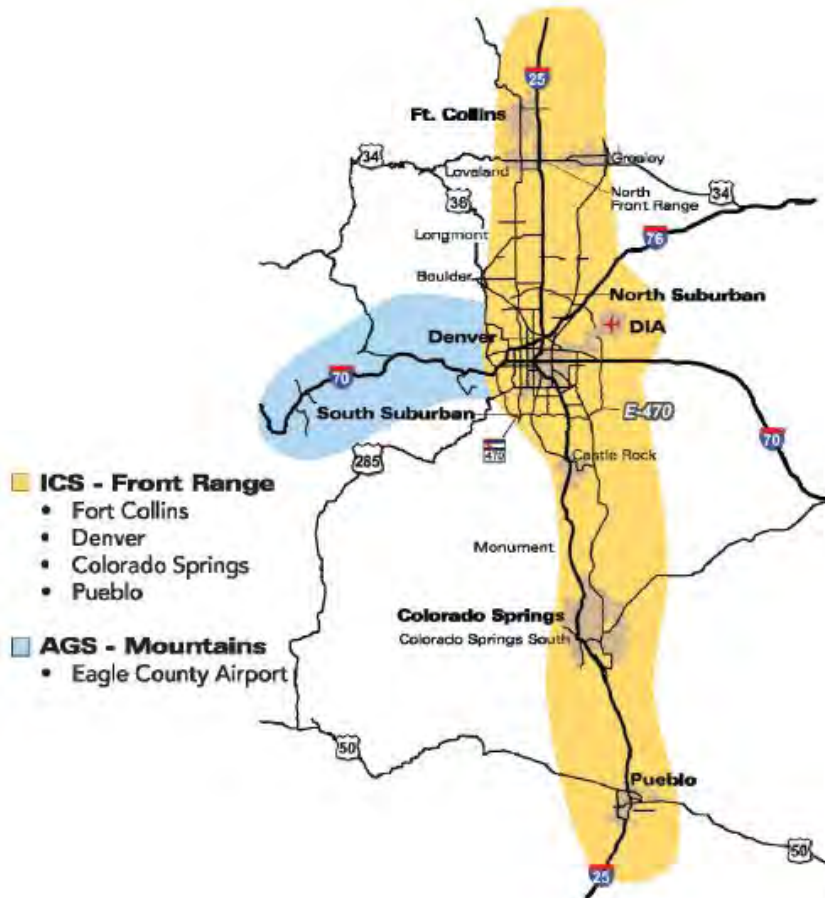
1.3.6 Interregional Connectivity Study and Advanced Guideway System Feasibility Study

The ICS and the AGS Feasibility Study, together, represent the vision for a comprehensive future high speed transit system in the state. The two studies were conducted between April 2012 and 2014 and were coordinated throughout the planning processes, each examining the potential for high speed transit alignments and ridership along different corridors. The ICS study limits included DIA to the east, the C-470/I-70 interchange near Golden to the west, the city of Fort Collins to the north, and the city of Pueblo to the south. The AGS study limits extended from the C-470/I-70 interchange near Golden west to Eagle County Regional Airport. **Figure 1-2** provides a snapshot of the study area.

The recommendations for the ICS system, combined with the I-70 Mountain Corridor AGS system, estimate 18 million riders per year in 2035, with corresponding revenue of \$342 million to \$380 million annually. Implementation of the high speed transit vision (both ICS and AGS combined) is estimated at over \$30 billion in capital costs. Implementation of the full high speed transit vision from Fort Collins to Pueblo is assumed to begin with a Minimum Operating Segment such as DIA to Briargate to the south or DIA to Fort Collins to the north.

Detailed information and reports on each of these studies can be found on CDOT's Transit and Rail Program website.

Figure 1-2 ICS and AGS Study Area



Source: *Interregional Connectivity Study, 2014*



1.4 *Relevant Gunnison Valley TPR Background Studies/Plans*

Past studies conducted within the Gunnison Valley TPR provide a framework for understanding the transportation needs throughout the region. The following subsections list relevant reports and plans, along with a brief description and key findings.

1.4.1 **CDOT Statewide Survey of Older Adults and Adults with Disabilities (2013)**

In 2013, CDOT DTR completed a statewide survey to learn about the travel behavior and characteristics of the elderly (65 years or older) and disabled (18 years or older) residents of Colorado, and to determine their transportation priorities, needs, and preferences. The survey also gathered information on the gaps and barriers to using transit and identified areas of focus to help address the transportation needs of older adults and adults with disabilities. The survey was conducted through direct mail efforts and also distributed by agencies throughout the state that serve older adults and adults with disabilities. Both Spanish and English versions were available for respondents. Survey results are reported at the statewide level as well as by TPR. Chapter 5 of this plan includes additional information and findings from the survey. **Appendix E** includes the full survey report for the Gunnison Valley region.

1.4.2 **Four County Transit Feasibility Study Update (2013)**

The Four County Transit Feasibility Study Update complemented and extended the 2008 Four County Transit Feasibility Study. This Study Update focused on developing and prioritizing further transit service options to maintain a 5-year Transit Development Plan for Delta, Montrose, Ouray, and San Miguel counties. The Transit Development Plan focused on how the Three Rivers Regional Transportation Coordinating Council could operate limited general public and specialized transit services in key corridors that include US 50, US 550, SH 145, and SH 62. Specific recommendations from this plan are:

- ▶ To connect Durango-Grand Junction with Inter-City Bus
- ▶ To establish a Carpool/Rideshare program
- ▶ To provide general public service between Delta and Cedaredge
- ▶ To expand the Vanpool program between San Miguel, Ouray, Montrose, and Delta counties
- ▶ To provide general public service between Montrose and Delta
- ▶ To expand specialized services (0.5 trips per capita)

The Final Report can be found at http://www.region10.net/download/TransitStudy_Final_05-21-2013.pdf.

1.4.3 **Upper Gunnison Valley Transportation Plan Update (2008)**

The Upper Gunnison Valley Transportation Plan 2008 Update was an update to the original Gunnison Valley Transportation Plan completed in 1999. This Update was a collaborative effort involving community residents, stakeholders, staff, and elected officials and managed by Gunnison Valley Rural Transportation Authority, with funding and other support provided by Gunnison County, the City of Gunnison, and the towns of Crested Butte and Mt. Crested Butte. The study focused on major transportation-related community issues in regard to the roadway, transit, parking, bike/pedestrian, and growth and development as identified for separate locations within the study area including Gunnison, Crested Butte South, Crested Butte, Mt. Crested Butte, and region-wide.

The Final Report can be found at

[http://www.gunnisonvalleyrta.org/packets/report/Gunnison%20Report%20\(10%20Dec%2008\)%20v3.pdf](http://www.gunnisonvalleyrta.org/packets/report/Gunnison%20Report%20(10%20Dec%2008)%20v3.pdf).



1.4.4 2035 Gunnison Valley Local Transit and Human Service Transportation Coordination Plan

In 2008, the Gunnison Valley TPR completed its Local Transit and Human Service Transportation Coordination Plan as part of its 2035 RTP. The Gunnison Valley region had four plans developed for sub-areas within the region: Delta County, Gunnison and Hinsdale counties, Montrose and Ouray counties, and San Miguel County. The information and outcomes from these plans were incorporated into the Gunnison Valley 2035 RTP to reflect the multimodal needs of the region. The recommendations included in this plan were used as a starting place for discussion of transit needs in developing this document.

1.5 *Plan Methodology*

Many strategies were used to obtain the data and public input needed to develop this Regional Coordinated Transit and Human Services Plan. One of the foundational elements of the methodology was to use the Guiding Principles developed by CDOT's Transit and Rail Advisory Committee (TRAC) to guide the process. A Statewide Steering Committee (SSC) was formed to develop a framework for the regional and statewide transit plans, to create a statewide vision, supporting goals and objectives for transit, and to guide the overall plan development process. Demographic data were used to identify regional characteristics and growth projections for transit demand in the future. Additionally, the region created a Transit Working Group (TWG) that met three times over the course of the planning process, developed a survey to obtain operational data and issues and needs from stakeholders, and held public open houses to gather input from the public.

1.5.1 Transit and Rail Advisory Committee Guiding Principles

TRAC developed the following guiding principles, which serve as a foundation for developing transit policies at CDOT. The guiding principles were also used to guide the development of this plan.

TRAC Guiding Principles

- ▶ When planning and designing for future transportation improvements, CDOT will consider the role of transit in meeting the mobility needs of the multimodal transportation system. CDOT will facilitate increased modal options and interface to facilities for all transportation system users.
- ▶ CDOT will consider the role of transit in maintaining, maximizing and expanding system capacity, and extending the useful life of existing transportation facilities, networks, and right-of-way.
- ▶ CDOT will promote system connectivity and transit mobility by linking networks of local, regional, and interstate transportation services.
- ▶ CDOT will work toward integrating transit to support economic growth, development, and the state's economic vitality. CDOT will pursue transit investments that support economic goals in an environmentally responsible manner.
- ▶ CDOT will establish collaborative partnerships with local agencies, transit providers, the private sector, and other stakeholders to meet the state's transit needs through open and transparent processes.
- ▶ CDOT will advocate for state and federal support of transit in Colorado including dedicated, stable, and reliable transit funding sources. Through partnerships, CDOT will leverage the limited transit funds available to seek new dollars for transit in Colorado.

1.5.2 Plan Development Process

At the inception of the planning process for the Gunnison Valley region, the planning team identified key stakeholders to be invited to participate in a Transit Working Group (TWG) to guide and direct the development of the Regional Coordinated Transit and Human Services Plan. The TWG included representatives from public and private transit agencies, human service organizations, workforce centers, area agencies on aging, veteran organizations, community centered boards, elected officials, municipal staff, CDOT DTR, DTD and regional staff,



and key consultant team members. The TWG convened at key intervals throughout the planning process with the following objectives:

- ▶ **Meeting 1 (July 2013)** – Identify the region’s transit and human service transportation issues/needs and provide information on plan approach. Develop draft transit vision and goals.
- ▶ **Meeting 2 (October 2013)** – Finalize regional transit vision and goals; gather input on approach to prioritization of regional transit projects; and identify potential regional coordination strategies.
- ▶ **Meeting 3 (January 2014)** – Review key concepts and major findings; identify final plan strategies; provide an overview of financial scenarios; and achieve concurrence on plan recommendations.

The TWG identified visionary concepts for transit within their region at Meeting 1, and from that juncture, the planning team drafted a transit vision statement and key supporting goals. At Meeting 2, the TWG reviewed the statewide transit vision, goals, and objectives developed by the SSC to ensure that their region was also in compatible with the larger statewide transit vision and goals. At Meeting 3, the TWG reviewed the key concepts and major findings, including the final plan strategies and financial scenarios and offered concurrence on the plan recommendations. The TWG refined and provided comment on the region’s transit vision and goals to ensure that it met the needs of the region. The transit vision and supporting goals were used to vet key strategies and projects to include in the plan. At Meeting 3, the TWG identified high priority strategies for inclusion in the implementation portion of this plan. **Appendix B** includes a list of TWG invitees, TWG meeting materials and minutes, and TWG meeting sign in sheets.

Additionally, as part of the plan development process, a transit provider and human service agency survey was developed and distributed to obtain provider service, operational, and financial information. The TWG assisted with completion of the suryes. Survey results were used to identify needs and gaps in service for human services and general public transit, to develop financial summaries of agencies in the TPR, and to support the development of high priority strategies for implementation in the TPR. **Appendix D** includes provider and human service agency survey respondents, and provider and human service agency survey questionnaires.

Another element of the planning process was the review of demographic characteristics, growth projections, and the development of a future transit demand methodology. The methodology included the use of general population growth projections through 2040 and the growth of the population aged 65+ through 2040.

1.5.3 Public Involvement Process

Public outreach and involvement for the Statewide Transit Plan and Regional Coordinated Transit and Human Services Plans was conducted to be inclusive of all interested stakeholders. Strategies included public open houses, three TWG meetings, a Transit Plan website for sharing plan information, and an online comment form. The website provided up-to-date information on SSC meetings, TWG meetings, and public meetings in each TPR. Exhibit boards, PowerPoint presentations, meeting materials, and meeting notes for all meetings were made available on the website.

Seventeen public open house meetings were held throughout the rural areas of the state across the 10 rural TPRs. Notification of the open houses was provided to the TWG members, local agencies, transit providers, local libraries, community centers, senior centers, and local media. Information was prepared in both Spanish and English. Translation services were provided upon request for language and hearing impaired. Meetings were held in ADA accessible facilities.



The Gunnison Valley TPR public open house meetings were held on September 30, 2013, at the Gunnison County Fairgrounds in Gunnison and on October 1, 2013, at the Region 10 League for Economic Assistance and Planning in Montrose. The meetings were open house format with the project team making a presentation. Public comments were collected via computer, hard comment form, and the Transit Plan website. Additionally, an online GIS-based mapping tool was created to record geographically based comments. Attendees included general public, transit providers, elected officials, and agency staff. Input received from attendees included the following key comments:

- ▶ Public transit service is needed between Gunnison, Montrose, and Grand Junction, and between Gunnison and Salida with connecting service to Denver or Pueblo.
- ▶ Existing bus service should be continued between Gunnison and Denver.
- ▶ More fixed route service should be provided within the region, especially to the mountain towns along Highway 50 that have no alternative transportation.
- ▶ Park-n-ride facilities would facilitate better use of transit.
- ▶ There is a need for more operating funds.

For more information, or for those who require accommodation for disabilities or a language interpreter, including hearing impaired, please contact Beth Vogelsang at (303)589-5651 no later than 3 business days before the meeting. The facility is accessible for disabled individuals.

Can't make the meeting?
View materials and provide comments at our project website: <http://coloradotransportationmatters.com/other-cdot-plans/transit/>
Comments can also be made using the CDOT PinTool at: <http://dtdapps.coloradodot.info/pintransit>

Para más información, para solicitar acomodaciones especiales para personas con discapacidad, o para pedir servicios de traducción (incluyendo lenguaje de señas), llamar a Beth Vogelsang al (303)589-5651 por lo menos tres días antes de la reunión. El lugar de la reunión es accesible para personas discapacitadas.

Si no puede asistir a la reunión, lo invitamos a que revise los materiales y comparta sus comentarios en el sitio del proyecto: <http://coloradotransportationmatters.com/other-cdot-plans/transit/>
Los comentarios también se pueden hacer usando el sistema PinTool de CDOT en <http://dtdapps.coloradodot.info/pintransit>

Appendix C includes meeting materials and the sign-in sheets from the Gunnison Valley TPR public meetings.

1.6 Relationship to Statewide Planning Efforts

As previously mentioned, this Regional Coordinated Transit and Human Services Plan will be integrated into the Statewide Transit Plan and the RTP. The Statewide Transit Plan and RTP will then be integrated in the Statewide Transportation Plan, which is a long-term comprehensive policy document intended to address the state's multimodal transportation needs.

The Statewide Transit Plan is a performance-based plan that includes a statewide transit vision statement and a set of performance measures to track CDOT's progress at achieving the statewide transit vision and goals over time.

1.6.1 Statewide Transit Vision and Goals

This region's transit vision and goals directly support the statewide transit vision, supporting goals, and objectives that were developed through the statewide planning process. The statewide transit vision and goals are broad and reflective of the entire state. They were developed through a series of meetings with the SSC over the course of this plan's development.



Statewide Transit Vision

Colorado's public transit system will enhance mobility for residents and visitors in an effective, safe, efficient, and sustainable manner; will offer meaningful transportation choices to all segments of the state's population; and will improve access to and connectivity among transportation modes.

Supporting Goals and Objectives

Goals and objectives that are related to the impacts of transit on the statewide transportation network were crafted in the planning process. Statewide goals and objectives include:

System Preservation and Expansion

Establish public transit as an important element within an integrated multimodal transportation system by supporting and implementing strategies that:

- ▶ Preserve existing infrastructure and protect future infrastructure and right-of-way
- ▶ Expand transit services based on a prioritization process
- ▶ Allocate resources toward both preservation and expansion
- ▶ Identify grant and other funding opportunities to sustain and further transit services statewide
- ▶ Develop and leverage private sector investments

Mobility/Accessibility

Improve travel opportunities within and between communities by supporting and implementing strategies that:

- ▶ Strive to provide convenient transit opportunities for all populations
- ▶ Make transit more time-competitive with automobile travel
- ▶ Create a passenger-friendly environment, including information about available services
- ▶ Increase service capacity
- ▶ Enhance connectivity among local, intercity, and regional transit services and other modes
- ▶ Support multimodal connectivity and services

Transit System Development and Partnerships

Increase communication, collaboration, and coordination within the statewide transportation network by supporting and implementing strategies that:

- ▶ Meet travelers' needs
- ▶ Remove barriers to service
- ▶ Develop and leverage key partnerships
- ▶ Encourage coordination of services to enhance system efficiency

Environmental Stewardship

Develop a framework of a transit system that is environmentally beneficial over time by supporting and implementing strategies that:

- ▶ Reduce vehicle miles traveled and greenhouse gas emissions
- ▶ Support energy efficient facilities and amenities



Economic Vitality

Create a transit system that will contribute to the economic vitality of the state, its regions, and its communities to reduce transportation costs for residents, businesses, and visitors by supporting and implementing strategies that:

- ▶ Increase the availability and attractiveness of transit
- ▶ Inform the public about transit opportunities locally, regionally, and statewide
- ▶ Further integrate transit services into land use planning and development

Safety and Security

Create a transit system in which travelers feel safe and secure and in which transit facilities are protected by supporting and implementing strategies that:

- ▶ Help agencies maintain safer fleets, facilities, and service
- ▶ Provide guidance on safety and security measures for transit systems

1.6.2 Statewide Transit Performance Measures

Under MAP-21, the U.S. DOT will establish performance measures and state DOTs will develop complementary performance targets. For transit, MAP-21 focuses on the state of good repair and asset management. Transit agencies receiving federal assistance are required to develop performance targets for state of good repair. They will also be required to develop asset management plans, which include capital asset inventories, condition assessments, decision support tools, and investment prioritization. Within four years of the enactment of MAP-21 and every other year thereafter, states are required to submit reports on the progress made toward achieving performance targets.

DTR initiated the development of transit performance measures in their document entitled *Establishing a Framework for Transit and Rail Performance Measures*, December 2012. They have continued the effort through the inclusion of measures in CDOT Policy Directive 14, which provides a framework for the statewide transportation planning process, which will guide development of a multimodal, Statewide Transportation Plan and distribution of resources for the Statewide Transportation Plan, the Statewide Transportation Improvement Program, and the annual budget.

Based on this work, an initial set of performance measures was developed and reviewed with the SSC for the Statewide Transit Plan. Comments and suggestions from the SSC were then taken to the TRAC Performance Measure Subcommittee and the TRAC Statewide Transit Plan Subcommittee for review followed by approval of the full TRAC. Through this process, the performance measures below were identified as a reasonable starting point for DTR to initiate its performance-based planning work. These performance measures meet the MAP-21 requirements.

At the regional level, transit agencies are encouraged to review and use these categories and performance measures to identify and implement projects that help achieve the state's transit vision and meet the national goals.



Table 1-1 CDOT Division of Transit and Rail Performance Measures

Category	Goal	Performance Measure
System Preservation and Expansion	Establish public transit as an important element within an integrated multimodal transportation system.	<ul style="list-style-type: none"> Portion of CDOT grantees with Asset Management Plans in place for state or federally funded vehicles, buildings, and equipment by 2017 (PD 14) Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14) Annual revenue service miles of regional, interregional, and intercity passenger service (PD 14)
Mobility/Accessibility	Improve travel opportunities within and between communities.	<ul style="list-style-type: none"> Percentage of rural population served by public transit Annual revenue service miles of regional, interregional, and intercity passenger service (PD 14) Percent of agencies providing up-to-date online map/schedule information Annual small urban and rural transit grantee ridership compared to five-year rolling average (PD 14)
Transit System Development and Partnerships	Increase communication, collaboration, and coordination within the statewide transportation network.	<ul style="list-style-type: none"> Percentage of grantee agencies reporting active involvement in local/regional coordinating councils or other transit coordinating agency
Environmental Stewardship	Develop a framework of a transit system that is environmentally beneficial over time.	<ul style="list-style-type: none"> Percentage of statewide grantee fleet using compressed natural gas, hybrid electric, or clean diesel vehicles or other low emission vehicles Passenger miles traveled on fixed-route transit
Economic Vitality	Create a transit system that will contribute to the economic vitality of the state, its regions, and its communities to reduce transportation costs for residents, businesses, and visitors.	<ul style="list-style-type: none"> Percentage of major employment and activity centers served by public transit
Safety and Security	Create a transit system in which travelers feel safe and secure and in which transit facilities are protected.	<ul style="list-style-type: none"> Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14) Number of fatalities involving transit vehicles per 100,000 transit vehicle miles Percentage of grantees that have certified CDOT Safety and Security Plans that meet FTA guidance

1.6.3 Transit Asset Management

Asset management is a critical area of focus for any transportation provider regardless of mode. In fact, it is seen as so important that it will soon become the driving force behind CDOT’s department-wide approach to resource allocation and project prioritization.

With the adoption of MAP-21, Transit Asset Management (TAM) is now a priority area of focus for the FTA. MAP-21 requires that all FTA grant recipients develop TAM plans and that the states certify these plans. CDOT’s approach to helping its grant partners meet this new set of requirements is based on a combination of general oversight of asset management practices at the agency level and providing focused and direct technical assistance where appropriate.



At the time of this writing, FTA had not yet provided final rules or guidance regarding how to satisfy the new asset management requirements in MAP-21. However, the legislation itself articulates two basic requirements that TAM plans must contain: an inventory of all transit capital assets and a prioritized capital development & replacement plan. CDOT is helping its grant partners meet these most basic requirements through the ongoing Statewide Transit Capital Inventory (STCI) project, which will provide a comprehensive inventory of transit assets throughout the state, including rolling stock, facilities, and park and rides. In addition to completing an asset inventory for each recipient of federal funds, CDOT and its STCI consultant team will prepare prioritized capital development/replacement plans for each transit provider. In the case that an agency has already developed an asset management plan, CDOT will review the plan for conformity with FTA's expectations and regulations.

CDOT is also providing technical assistance in the form of a guide to the preparation of Asset Management Plans, a revised guide to implementing a preventative maintenance program for rolling stock, as well as training and information sessions at conferences. A Transit Infrastructure Specialist is an available resource to all grant partners as a subject matter expert on the creation and implementation of TAM plans, maintenance procedures and policies, and the development of capital projects.

Progress on CDOT's asset management initiatives will be measured by several performance metrics. Some of these are identified in CDOT's Policy Directive 14 and others have been developed as a part of this plan. Chapter 7 discusses asset management related strategies.

1.7 Overview of Plan Contents

The Regional Coordinated Transit and Human Services Plan is organized into seven chapters as described below. Overall, the plan is intended to paint a picture of the region, document the transportation needs based on various demographic data and trends, illustrate available funding, identify the transit needs and recommend strategies for meeting the needs over the short-, mid-, and long-term. This plan is intended to be an action plan and used to guide the region in making decisions about how best to invest limited resources to implement transit projects that improve mobility and offer transportation choices for the region.

Chapter 1 – Introduction: Describes why the plan was developed, the process used to develop the plan, and the planning requirements fulfilled by this plan.

Chapter 2 – Regional Overview: Describes the region's major activity centers and destinations, key demographics, and travel patterns. It includes existing data on populations often associated with transit demand in a community (people over age 65, low-income people, and households without vehicles). Other data are included on persons with disabilities, veterans, race, ethnicity, and English proficiency to provide a comprehensive picture of the region's need for transit.

Chapter 3 – Existing Transit Provider and Human Service Agencies: Summarizes the key features of the region's public and private transit providers as well as the human service agencies in the region. Information is provided on service areas, types of service, eligibility, and ridership.

Chapter 4 – Current and Potential Funding: Describes the variety of transit funding sources at various levels of government and the challenges faced by transit and human service transportation providers in seeking these various funding sources.

Chapter 5 – Transit Needs and Service Gaps: Describes key findings from the review of the region's demographic profile and the existing and future unmet transit needs.

Chapter 6 – Financial and Funding Overview: Summarizes the anticipated funding through 2040 and the funding needed through 2040 based on population growth.

Chapter 7 – Implementation Plan: Provides an overview of the high priority strategies identified in the region to meet the region's transit vision and goals over the next 15 years to 2030.



2.0 REGIONAL OVERVIEW

This Chapter includes an overview of the Gunnison Valley Transportation Planning Region (TPR), provides a map that identifies major activity centers and destinations in the region, and provides demographic information about populations that are typically aligned with transit use.

2.1 *Transportation Planning Region Description*

The Gunnison Valley TPR includes six counties: Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel. The region includes more than 40 incorporated towns and cities, with a few of the largest towns and cities being Delta, Gunnison, Montrose, and Telluride. The approximate population in the TPR in 2013 was 103,000, which represents about 2 percent of the state's total population. The TPR is 9,612 square miles, and of that, 6,902 square miles is public and forest land. The topography of the region is mostly mountainous with the majority of the population living in areas in and near incorporated towns and cities. Given the low density of development throughout the region, many trips require long distance travel.

The Gunnison Valley is a major year-round tourist destination for activities such as skiing, hiking, camping, biking, and fishing. There are three resorts in the region: Crested Butte in Gunnison County, and Mountain Village and Telluride in San Miguel County. The TPR is also home to Black Canyon of the Gunnison National Park. Another major regional attractor in the region is Western State Colorado University located in Gunnison County.

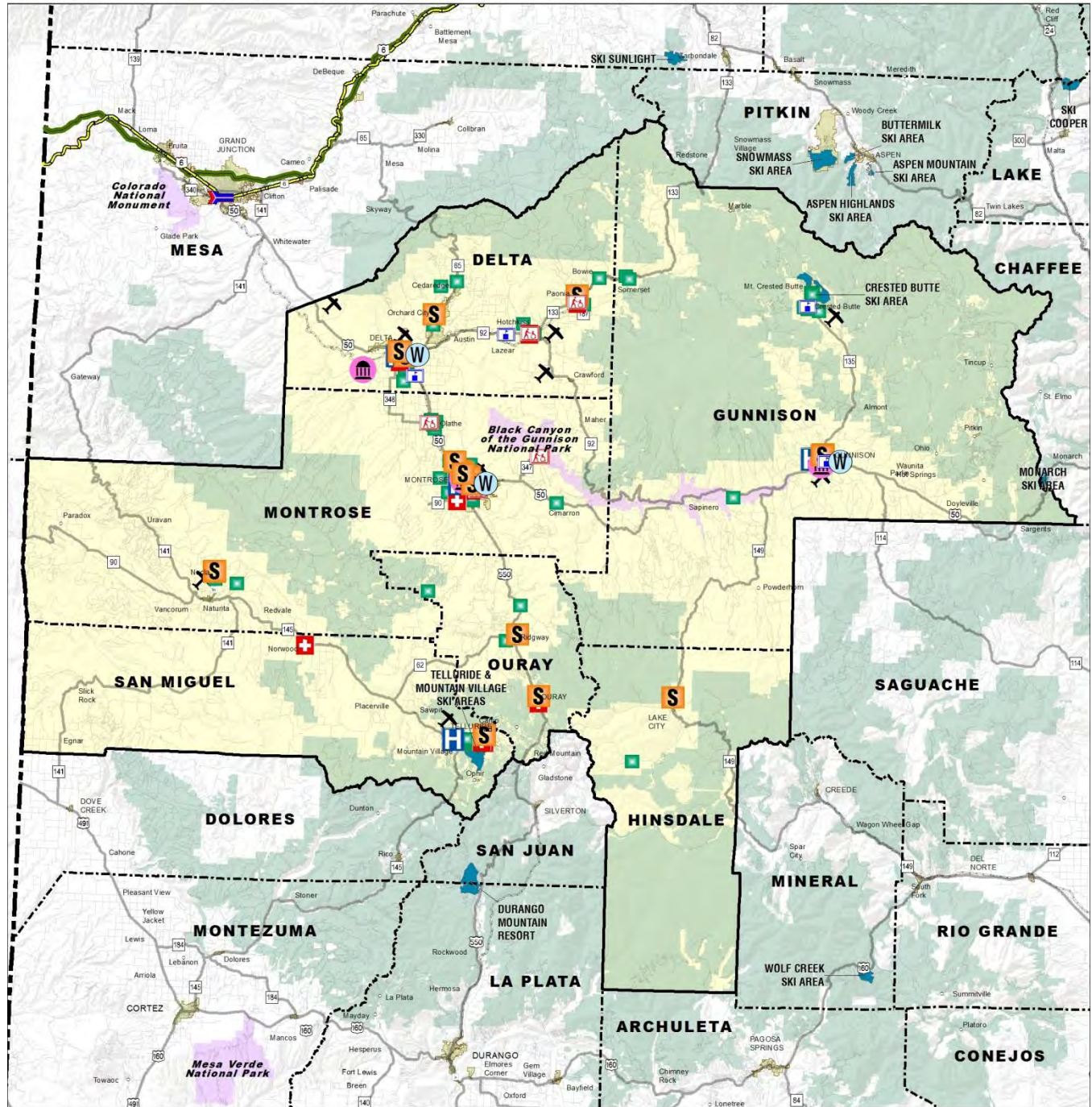
The major transportation corridors/facilities in the TPR are US Highways 50 and 550, with State Highways 62, 65, 90, 92, 97, 114, 133, 135, 141, 145, 149, 187, 347, and 348 providing regional access throughout the region. The three primary airports in the region with commercial service are Gunnison-Crested Butte Regional Airport, Montrose Regional Airport, and Telluride Regional Airport.

Figure 2-1 identifies many of the major activity centers and destinations within the Gunnison Valley TPR. Major activity centers for the purpose of this plan include human service agencies, correctional institutions, grocery stores, hospitals, higher education institutions, senior citizens' services, workforce centers, mental health services, employers with 50+ employees, and ski areas. Mapping the selected activity centers listed above provides a general understanding of where people who are using transit and/or are in need of human service transportation are likely to be traveling to and from within the region.



Figure 2-1 Major Activity Centers and Destinations Map

Business locations derived from 2011 ESRI data.



Legend

- | | | | |
|-------------------------------|------------------------------|-------------------------------|---------------------|
| Human Service Agencies | Workforce Centers | Incorporated Cities and Towns | Interstate Highways |
| Correctional Institutions | Mental Health Services | Airports/Airfields | County Boundaries |
| Hospitals | Employers with 50+ Employees | State Boundaries | North |
| Higher Education Institutions | Gunnison Valley TPR Boundary | U.S. & State Highways | 0 5 10 15 Miles |
| Senior Citizens' Services | Amtrak Stations | Amtrak Routes | |



2.2 Regional Transit Vision and Goals

The Gunnison Valley Transit Working Group (TWG) developed a high level vision and supporting goals for transit in the region. These were developed with consideration for the vision and goals developed for the Statewide Transit Plan by the Statewide Steering Committee (SSC). The TWG was charged with crafting a regional transit vision and supporting goals that align with the Statewide transit vision and goals. The outcome of this process resulted in the following transit vision and goals for the Gunnison Valley TPR.

Gunnison Valley Transit Vision:

To provide a safe, convenient, reliable, and efficient transit network to serve residents and visitors throughout the region.

Supporting Goals:

- ▶ Preserve, maintain, and enhance existing services
- ▶ Provide additional general public transit service within and between communities
- ▶ Improve and promote transportation options
- ▶ Increase transit funding through public and private mechanisms
- ▶ Integrate general public and human transit services

2.3 Population Characteristics

An understanding of the distribution and density of population and employment is an integral part of the transportation planning process. Demographics such as population, employment, and age distribution can tell a story about the complex travel needs of residents and employees, especially as they relate to the use of transit service. The presentation of relevant data focusing on transit-dependent persons including older adults, persons with disabilities (including some veterans and older adults), and low-income individuals, in this Chapter is based largely on a series of maps and tables. They show key population characteristics emphasizing the transit-dependent populations that tend to have limited mobility options and a higher propensity to use and need public transit services.

Some population segments have a greater need for public transit and depend on it as their primary form of transportation. Typically, the reasons relate to economics, ability, or age, and whether individuals own or have access to a private vehicle. Transit dependency characteristics based on age include both youth (individuals 18 or younger) and older adults (persons age 65 or older). Others who typically rely on public transit include people with disabilities, individuals with low income, people living in zero-vehicle households, veterans, and persons with limited English proficiency (LEP).

In general, the two key markets for public transportation services are:

- ▶ "Transit Dependent" riders do not always have access to a private automobile. This group includes individuals who may not be physically (or legally) able to operate a vehicle or those who may not be able to afford to own a vehicle.
- ▶ "Choice" riders usually or always have access to a private automobile (either by driving a car or getting picked up by someone) but choose to take transit because it offers them more or comparable convenience. For example, choice riders might choose to add 10 minutes to their overall trip via bus to save a 10 dollar all-day parking charge. Commuters might choose to take a bus if they can work along the way rather than focusing on driving.

Another newer trend that has increased transit ridership over the last several years is the increase in the Millennial population choosing to use public transportation as a lifestyle choice. This generational shift is occurring across the United States as the Millennials and many other Americans are increasingly choosing to use



modes of transportation other than the private automobile, such as transit, carpools, vanpools, biking and walking. Millennials are choosing to live in walkable communities closer to jobs, recreation and amenities so that they can use transit and eliminate the expense of vehicle ownership. This is impacting the typical travel patterns that have been seen in the United States since the coming of age of the automobile in the 1950s. Transit agencies must now consider not only the transit dependent users but the impact that the Millennials generation will have on transit system ridership.

The following sections detail various demographic data as collected from the U.S. Census and from the State Demographer, that are typically aligned with the primary markets for transit ridership and use. They also analyze the spatial distribution of people who are more likely to take transit, as well as the location of activity centers and destinations that are likely to generate transit ridership. Population within the Gunnison Valley region is heavily aligned with the US Highways 50 and 550 corridor and other spurs of state highways. Thus, higher transit dependent populations are located along these corridors. The key demographic characteristics highlighted in this plan include older adults (65+), households with no vehicle, low-income, race and ethnicity, LEP, persons with disabilities, and veteran populations.

2.3.1 Population Growth

Table 2-1 and **Figure 2-2** summarize the growth in population anticipated in each county in the Gunnison Valley region. The counties with the highest overall populations in the region in 2013 are Delta and Montrose counties. Projections indicate that this will continue into 2040. Each county within the Gunnison Valley TPR is anticipated to see substantial growth in population by the year 2040, with the highest growth shown in San Miguel County (101.6 percent), Delta County (86.3 percent), and Montrose County (79.8 percent). The total population in the TPR is projected to grow overall by approximately 77,000 or 74.7 percent by 2040 from the base year of 2013. Comparatively, the projected growth from the entire state during the same timeframe is 47.1 percent.

Table 2-1 Projected Population Growth by County

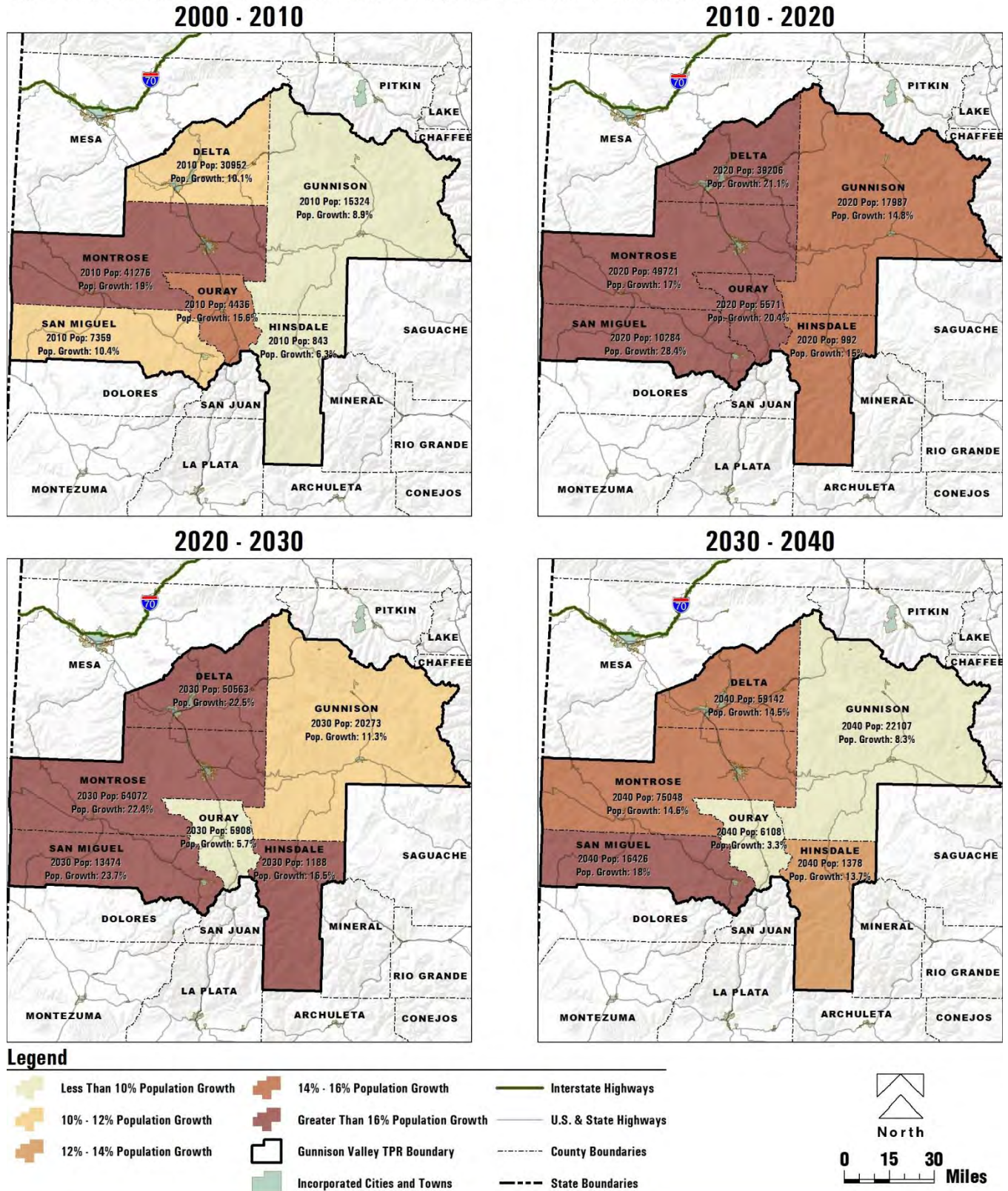
County	2013	2020	2030	2040	Total % Growth from 2013 to 2040
Delta	31,741	39,206	50,563	59,142	86.3%
Gunnison	15,982	17,987	20,273	22,107	38.3%
Hinsdale	853	992	1,188	1,378	61.5%
Montrose	41,751	49,721	64,072	75,048	79.8%
Ouray	4,662	5,571	5,908	6,108	31.0%
San Miguel	8,148	10,284	13,474	16,426	101.6%
TPR Overall	103,137	123,761	155,478	180,209	74.7%
Statewide Total	5,267,800	5,915,922	6,888,181	7,749,477	47.1%

Source: Based on 2012 estimates provided by the Colorado State Demographer's Office through the Department of Local Affairs



Figure 2-2 Population Growth

Population growth based on 2012 estimates provided by the State Demographer's Office through the Colorado Department of Local Affairs and 2000 - 2010 U.S. Census Summary File 1 100% Population Count statistics.





2.3.2 Population Growth Ages 65+

Table 2-2 and **Figure 2-3** illustrate the anticipated growth in the population over the age of 65 from a base year of 2013 extending out to 2040. The overall anticipated growth of the entire TPR population from 2013 to 2040 is 63.1 percent. The highest anticipated growth in the 65+ population is in San Miguel County, which projects a growth of 195.6 percent by 2040. **Figure 2-3** shows the growth in ages 65+ in 10-year increments, with this age population growing continuously in most counties until 2040. The total projected statewide growth of residents age 65+ is 120.5 percent from 2013 to 2040.

Table 2-2 Projected Growth of Residents Age 65+

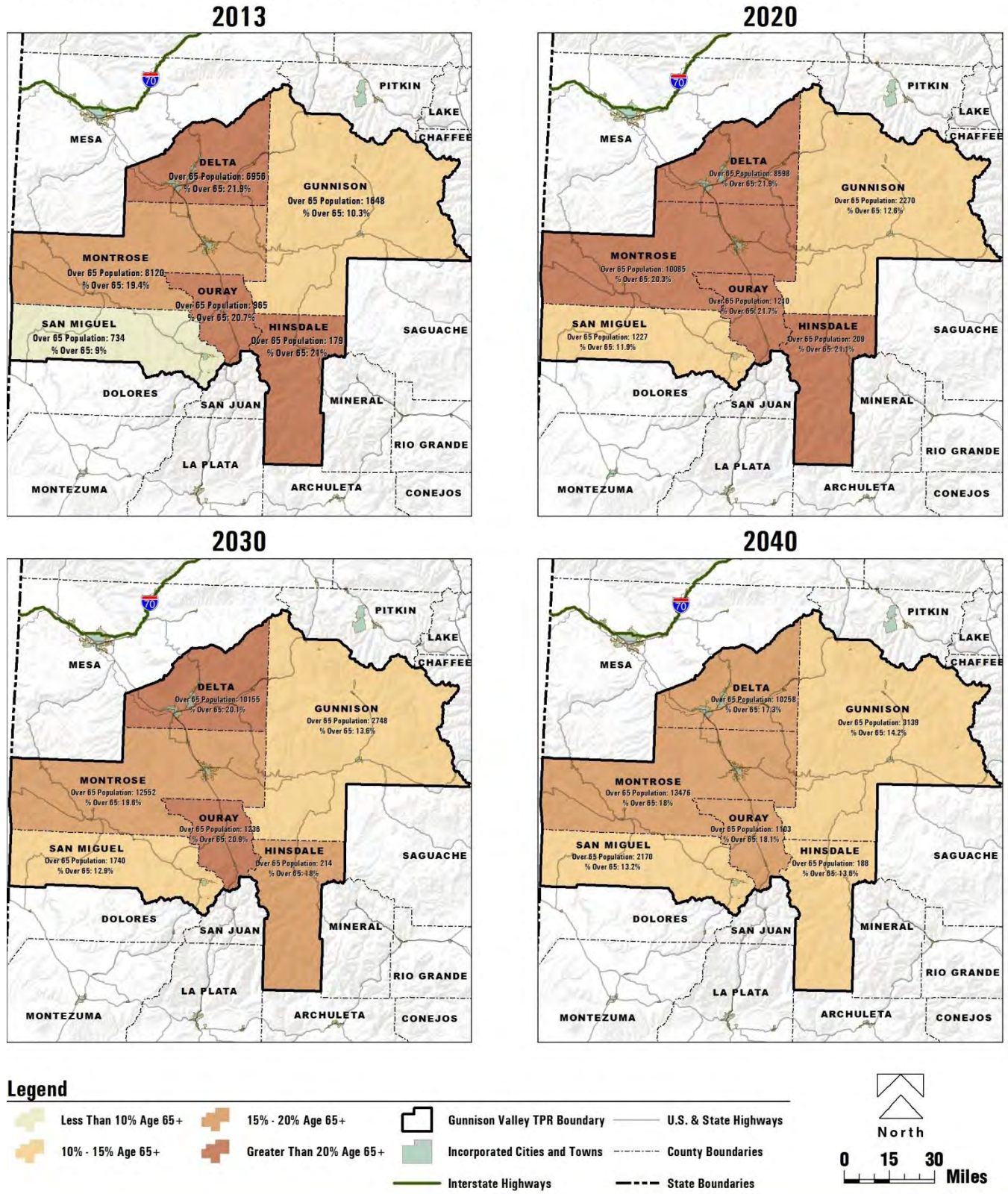
County	2013	2020	2030	2040	Total % Growth from 2013 to 2040
Delta	6,956	8,598	10,155	10,258	47.5%
Gunnison	1,648	2,270	2,748	3,139	90.5%
Hinsdale	179	209	214	188	5.0%
Montrose	8,120	10,085	12,552	13,476	66.0%
Ouray	965	1,210	1,236	1,103	14.3%
San Miguel	734	1,227	1,740	2,170	195.6%
TPR Overall	18,602	23,599	28,645	30,334	63.1%
Statewide Total	645,735	891,805	1,240,944	1,423,691	120.5%

Source: Based on 2012 estimates provided by the Colorado State Demographer's Office through the Department of Local Affairs



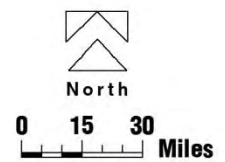
Figure 2-3 Projected Growth of Residents Age 65+

Percentage is based on 2012 estimates provided by the State Demographer's Office through the Colorado Department of Local Affairs.



Legend

- Less Than 10% Age 65+
- 10% - 15% Age 65+
- 15% - 20% Age 65+
- Greater Than 20% Age 65+
- Gunnison Valley TPR Boundary
- U.S. & State Highways
- Incorporated Cities and Towns
- County Boundaries
- Interstate Highways
- State Boundaries





2.3.3 Zero Vehicle Households

Table 2-3 and **Figure 2-4** identify the number of households without vehicles in the six-county Gunnison Valley region. San Miguel County has the highest percentage of households with no vehicle at 6.4 percent, and Gunnison County follows at 5.1 percent. The total number of households without vehicles in the region is approximately 1,500, which represents 3.7 percent of total households. The TPR falls below the statewide average of 5.7 percent of households with no vehicle.

Table 2-3 2011 Households with No Vehicle

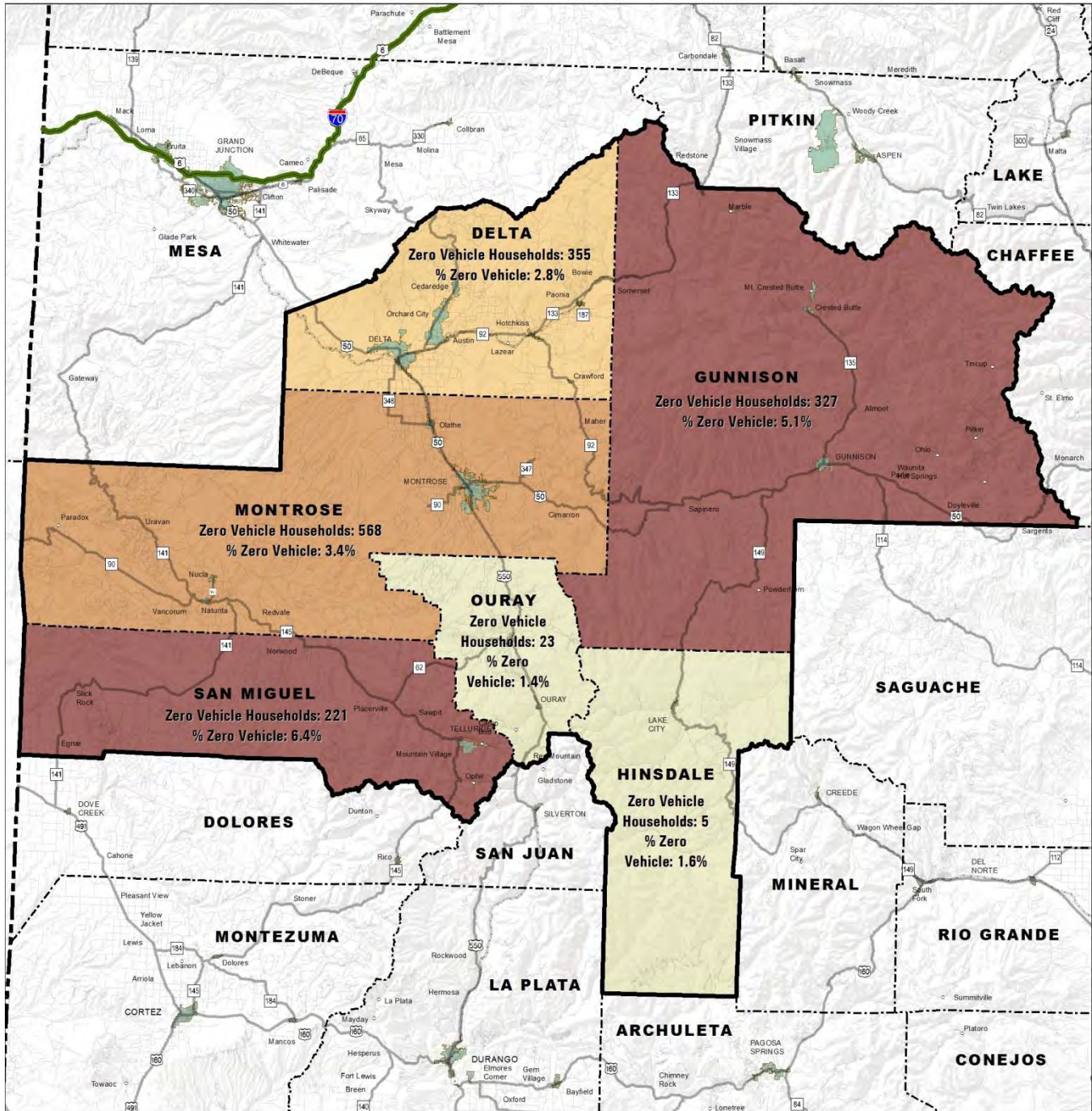
County	2011	% Households with No Vehicle
Delta	355	2.8%
Gunnison	327	5.1%
Hinsdale	5	1.6%
Montrose	568	3.4%
Ouray	23	1.4%
San Miguel	221	6.4%
TPR Overall	1,499	3.7%
Statewide Total	111,148	5.7%

Source: 2011 U.S. Census American Community Survey Five-Year Estimate



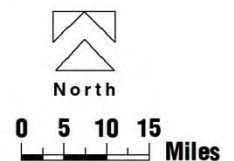
Figure 2-4 2011 Percentage of Households with No Vehicle

Zero vehicle household data extracted from 2011 U.S. Census American Community Survey Table B08201 - Household Size by Vehicles Available.



Legend

- Less Than 2% Zero Vehicle Households
- 2% - 3% Zero Vehicle Households
- 3% - 4% Zero Vehicle Households
- 4% - 5% Zero Vehicle Households
- Greater Than 5% Zero Vehicle Households
- Gunnison Valley TPR Boundary
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways
- County Boundaries
- State Boundaries





2.3.4 Poverty Level

Table 2-4 and **Figure 2-5** illustrate the number of people who fall below the federal poverty level in the Gunnison Valley region. Delta County (14.1 percent) has the highest number of people in this category, followed by Gunnison County with 13.8 percent and Montrose County with 12.6 percent below the federal poverty level. The average percent of the population below the federal poverty level is 12.5 percent, which is equal to the statewide average.

While federal poverty data are shown here, local Hinsdale County experience suggests the poverty level may be higher on a seasonal basis. Unlike other counties in this region with winter tourism/recreation economies, Hinsdale County's economy slows during the winter. This local experience does not change the findings or strategies later in the plan, but is worth noting here.

Table 2-4 2011 Population Below Federal Poverty Level

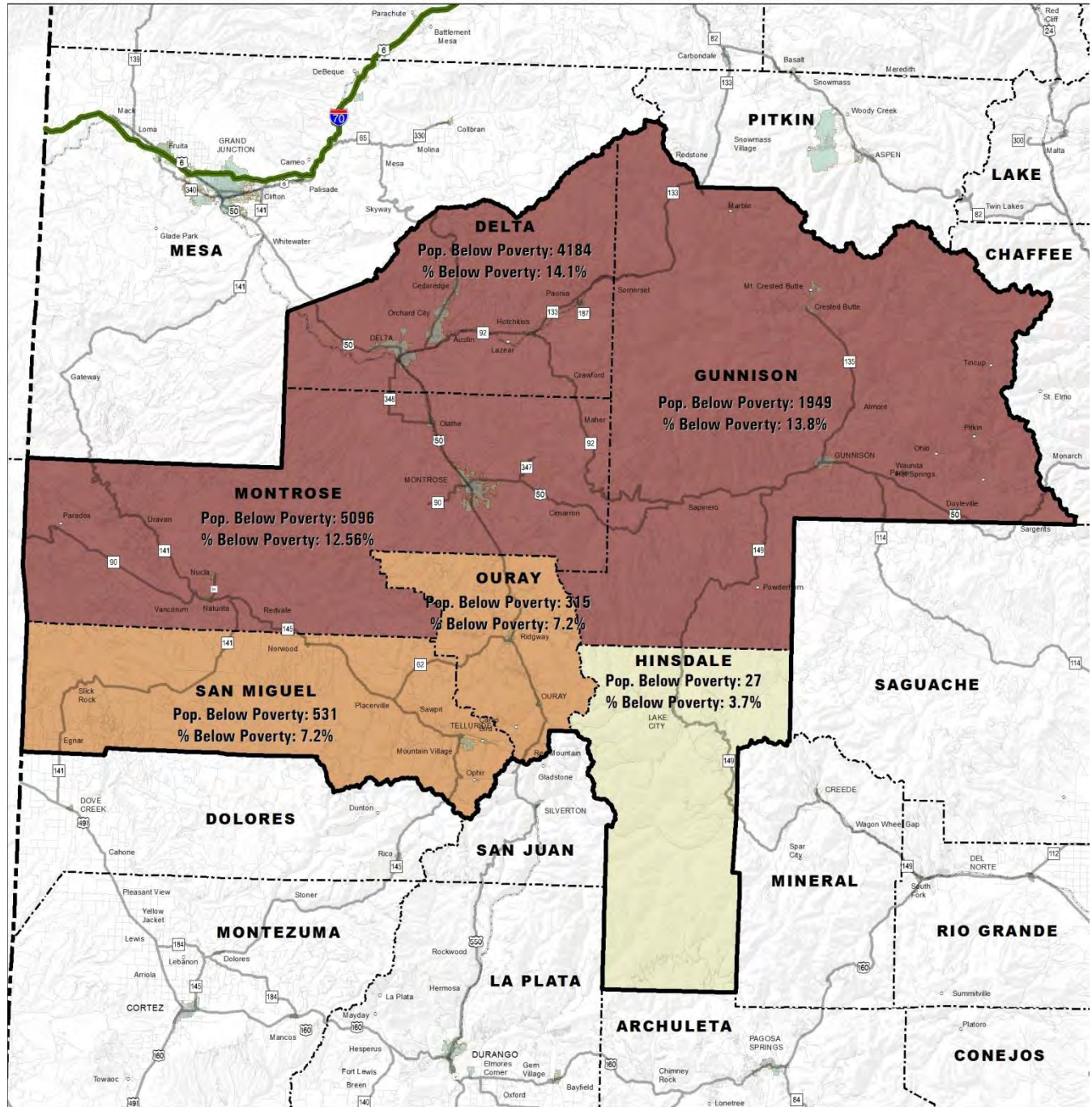
County	2011	% Below Federal Poverty Level
Delta	4,184	14.1%
Gunnison	1,949	13.8%
Hinsdale	27	3.7%
Montrose	5,096	12.6%
Ouray	315	7.2%
San Miguel	531	7.2%
TPR Overall	12,102	12.5%
Statewide Total	607,727	12.5%

Source: 2011 U.S. Census American Community Survey Five-Year Estimate



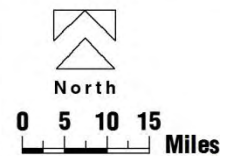
Figure 2-5 2011 Population Below Federal Poverty Level

Poverty status data extracted from 2011 U.S. Census American Community Survey Table S1701 - Poverty Status in the Past 12 Months



Legend

- Less Than 4% of Population Below Poverty Level
- 4% - 6% of Population Below Poverty Level
- 6% - 8% of Population Below Poverty Level
- 8% - 10% of Population Below Poverty Level
- Greater Than 10% of Population Below Poverty Level
- Gunnison Valley TPR Boundary
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways
- County Boundaries
- State Boundaries





2.3.5 Race and Ethnicity

Table 2-5 and **Figure 2-6** provide an indication of the racial composition of the region and an overall understanding of the distribution of minority populations within Gunnison Valley TPR's six counties. Montrose County has the highest minority (non-white alone) population at 9.1 percent. Every county in the TPR falls below the statewide average of 16.1 percent minority population. The Gunnison Valley region has a relatively low Hispanic and Latino population, approximately 14 percent. Throughout the state, Hispanic and Latino people account for approximately 20 percent of the population.

Table 2-5 2011 Race

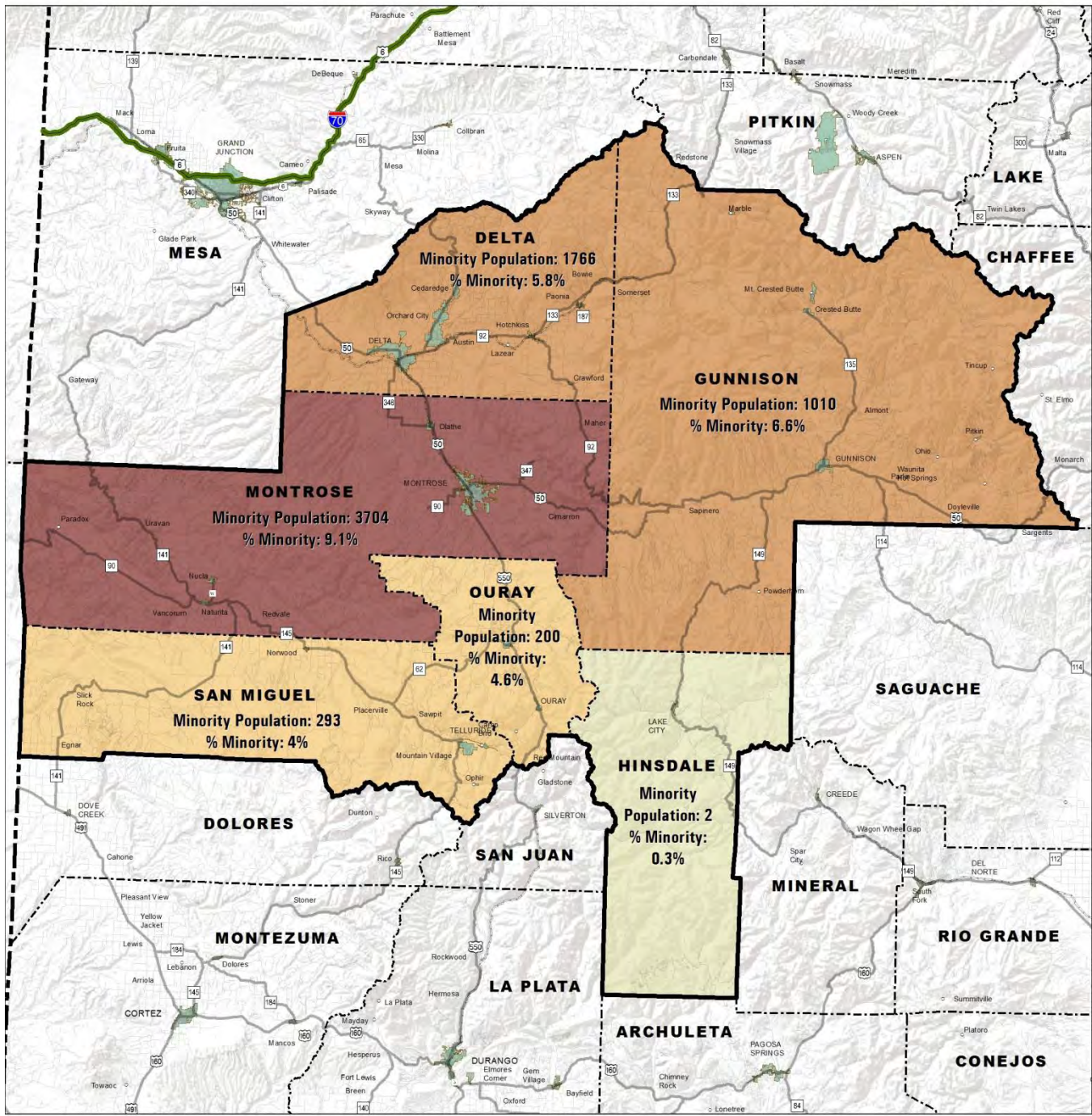
County	White Alone	Black or African American Alone	American Indian and Alaska Native Alone	Asian Alone	Native Hawaiian and Other Pacific Islander Alone	Some Other Race Alone	Two or More Races	Minority Percentage (Non-White Alone)
Delta	28,900	375	186	165	0	675	365	5.8%
Gunnison	14,264	94	418	98	0	154	246	6.6%
Hinsdale	729	0	0	0	0	0	2	0.3%
Montrose	37,108	258	277	260	8	1,455	1,446	9.1%
Ouray	4,171	0	16	42	62	0	80	4.6%
San Miguel	7,090	15	34	142	12	17	73	4.0%
TPR Overall	92,262	742	931	707	82	2,301	2,212	7.0%
Statewide Total	4,167,044	195,640	48,201	134,228	5,798	255,364	159,786	16.1%

Source: 2011 U.S. Census American Community Survey Five-Year Estimate



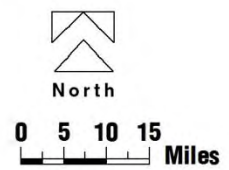
Figure 2-6 2011 Minority Population

Minority population data extracted from 2011 U.S. Census American Community Survey Table B02001 - Race



Legend

- | | | | | | |
|--|----------------------------------|--|-------------------------------------|--|-----------------------|
| | Less Than 1% Minority Population | | Greater Than 9% Minority Population | | Interstate Highways |
| | 1% - 5% Minority Population | | 7% - 9% Minority Population | | U.S. & State Highways |
| | 5% - 7% Minority Population | | Gunnison Valley TPR Boundary | | County Boundaries |
| | | | Incorporated Cities and Towns | | State Boundaries |





2.3.6 Limited English Proficiency Population

Table 2-6 and **Figure 2-7** illustrate the number of people within the region who have LEP. The American Community Survey categorizes this information based on how much English people are able to speak. For the purposes of this plan, the portion of the population that is classified as having LEP represents those who speak English “not at all, not well or well” but not fluently. As a percentage of the total population, Montrose County has the highest proportion of LEP people at 6.1 percent, with Gunnison County following at 4.2 percent. The overall percentage of the LEP population in the TPR is 4.7 percent, which is below the overall statewide total of 5.7 percent.

Table 2-6 2011 Limited English Proficiency Population

County	2011	% Limited English Proficiency
Delta	1,118	3.9%
Gunnison	604	4.2%
Hinsdale	2	0.3%
Montrose	2,351	6.1%
Ouray	35	0.8%
San Miguel	327	4.7%
TPR Overall	4,437	4.7%
Statewide Total	264,397	5.7%

Source: 2011 U.S. Census American Community Survey Five-Year Estimate, based on values for “Speak English – not at all, not well or well but not fluently”



2.3.7 Population of People with Disabilities

Table 2-7 and **Figure 2-8** provide information about the percentage of the population that has a disability within the Gunnison Valley region. The highest number of disabled persons live in Delta and Montrose counties. The highest percentages of disabled persons as a percent of total population are located in Delta and Hinsdale counties with 16.3 percent. Gunnison County is the lowest with 6.3 percent. The percentage of disabled persons as a share of the total population for the entire State of Colorado is 9.8 percent, indicating that the Gunnison Valley region has a relatively high disabled population.

Table 2-7 2012 Disabled Population

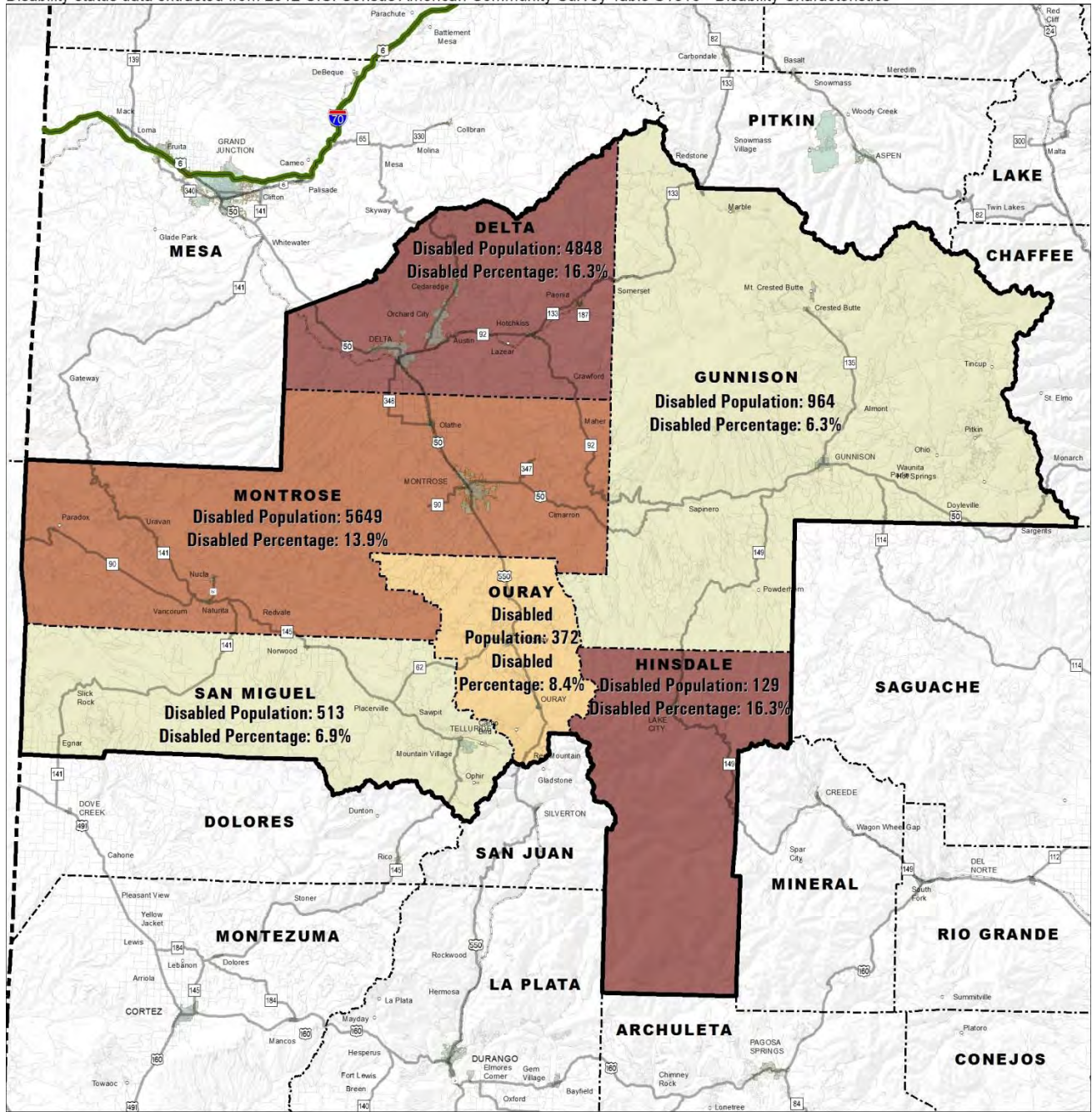
County	2012	% Disabled Population
Delta	4,848	16.3%
Gunnison	964	6.3%
Hinsdale	129	16.3%
Montrose	5,649	13.9%
Ouray	372	8.4%
San Miguel	513	6.9%
TPR Overall	12,475	12.7%
Statewide Total	487,297	9.8%

Source: 2012 U.S. Census American Community Survey Five-Year Estimate



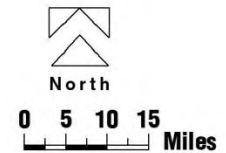
Figure 2-8 2012 Disabled Population

Disability status data extracted from 2012 U.S. Census American Community Survey Table S1810 - Disability Characteristics



Legend

- | | | | | | |
|--|----------------------------------|--|--------------------------------------|--|-----------------------|
| | Less Than 8% Disabled Population | | Greater Than 14% Disabled Population | | Interstate Highways |
| | 8% - 10% Disabled Population | | 12% - 14% Disabled Population | | U.S. & State Highways |
| | 10% - 12% Disabled Population | | Gunnison Valley TPR Boundary | | County Boundaries |
| | | | Incorporated Cities and Towns | | State Boundaries |





2.3.8 Veteran Population

Table 2-8 and **Figure 2-9** illustrate the veteran population within the Gunnison Valley region. The highest number of veterans resides in Delta and Montrose counties. However, the highest percentage of veterans as a percent of total population is Hinsdale County with 16.3 percent. The percentage of veterans as a percent of total population for the entire State of Colorado is 8.2 percent, indicating that the Gunnison Valley region has a relatively high veteran population.

Table 2-8 2011 Veteran Population

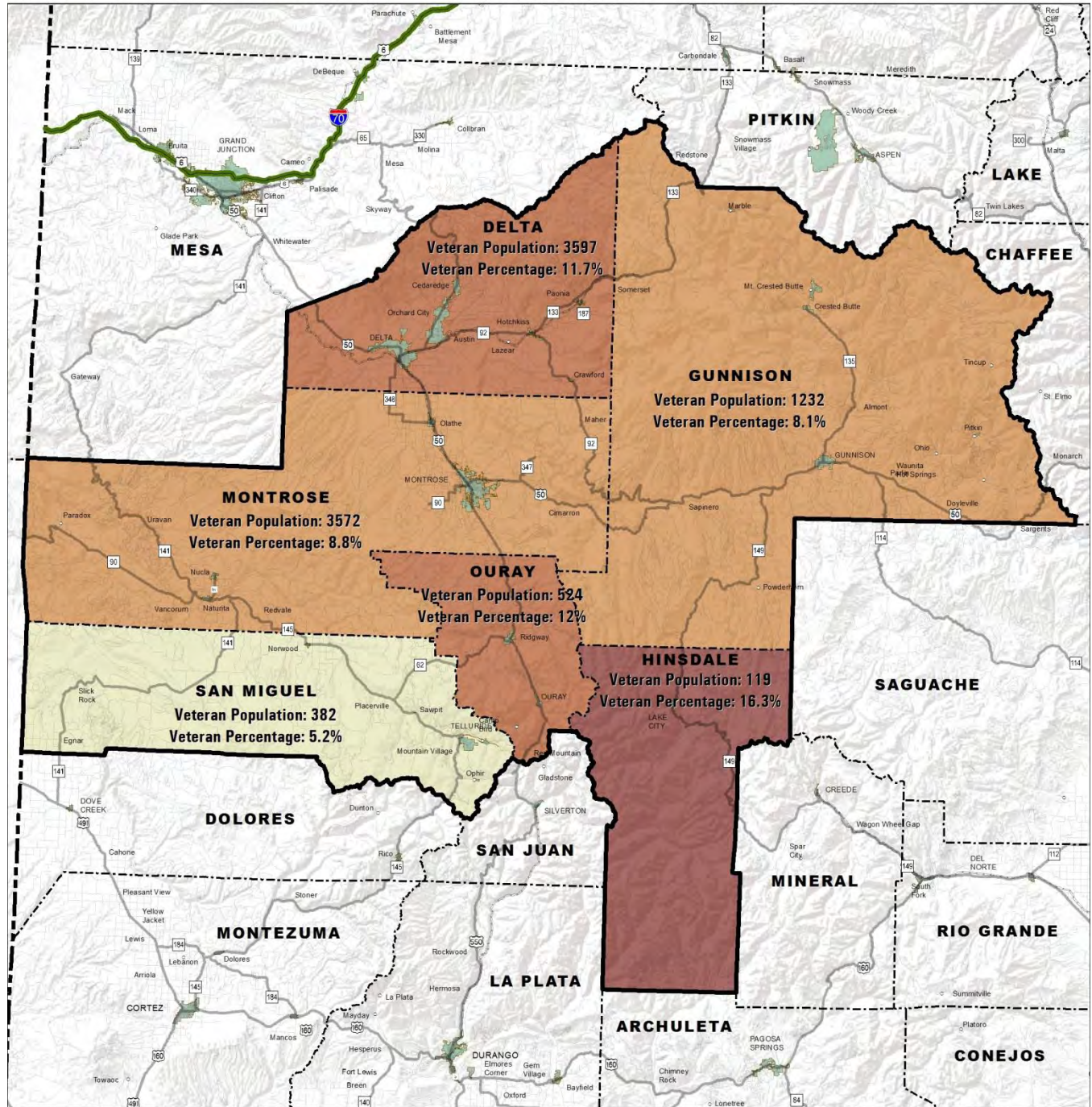
County	2011	% Veteran Population
Delta	3,597	11.7%
Gunnison	1,232	8.1%
Hinsdale	119	16.3%
Montrose	3,572	8.8%
Ouray	524	12.0%
San Miguel	382	5.2%
TPR Overall	9,426	9.5%
Statewide Total	405,303	8.2%

Source: 2011 U.S. Census American Community Survey Five-Year Estimate



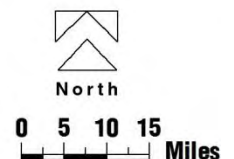
Figure 2-9 2011 Veteran Population

Veteran status data extracted from 2011 U.S. Census American Community Survey Table S2101 - Veteran Status



Legend

- | | | | | | |
|--|---------------------------------|--|-------------------------------------|--|-----------------------|
| | Less Than 6% Veteran Population | | 10 - 12% Veteran Population | | Interstate Highways |
| | 6% - 8% Veteran Population | | Greater Than 12% Veteran Population | | U.S. & State Highways |
| | 8% - 10% Veteran Population | | Gunnison Valley TPR Boundary | | County Boundaries |
| | Incorporated Cities and Towns | | State Boundaries | | |





2.4 *Employment and Job Characteristics*

The major employment base in the Gunnison Valley region is based on tourism and recreational activities. The region is home to two ski resorts that draw visitors from across the globe in the winter and has also developed a strong tourism draw in the summer months as well due to the attraction of National Forests, fishing, biking, and other outdoor recreational activities. Tourism and recreation in the region require a significant employment base in the resort, lodging, retail and food service industries. Many of this extensive number of employees may also have transit dependent characteristics. Additionally, Western State Colorado University located in Gunnison provides a significant population interested in using transit.

Figure 2-10 illustrates the job growth from a base year of 2000 out to 2040. As the figure shows, the most significant job growth in the region is projected to occur between 2010 and 2020, at greater than 15 percent. Job growth then levels out between 2030 and 2040. Most counties in the region see job growth between less than 15 percent.

Figure 2-11 provides a snapshot of the commuting patterns in the region with each line indicating the number of commuter trips taken per day between counties (county-to-county trips with less than 50 commuters are not depicted). The most significant number of commuter trips in the Gunnison Valley region occur from Delta County to Gunnison County, from Delta County to Montrose County, and from Montrose County to San Miguel County. The commuter travel patterns identify that a large number of employees live a significant distance from their places of employment.

2.5 *Summary of Community Characteristics*

Overall the region is expected to experience significant population growth by 2040 with a 74.7 percent increase in population. As the population grows, there is also expected to be a commensurate increase in the number of adults aged +65 by 2040 with an increase of 63.1 percent. As shown in **Figure 2-12**, Montrose County is expected to see the highest population growth and increase in the number of adults aged 65+ by 2040 in the Gunnison Valley region. To maintain transit services with the same levels of service for the population as exist today, the system will have to be enhanced to keep up with demand. Based on the comparison of the transit need indicators for each county in the TPR to the TPR average and the statewide average, San Miguel County has the most significant number of transit indicators, indicating a higher than average need for both public and human service transit options in the future.

Job growth is expected to increase significantly in the Gunnison Valley region until 2020, which will spur the need for additional transit options. After 2020, job growth is expected to plateau until 2040 meaning a continued need for transit access will continue for the foreseeable future. Due to the high cost of living in the resort communities and the large concentrations of jobs in these areas, increased transit options will be needed to meet the demand of the workforce to get to and from jobs, often over long distances. These characteristics are all indicators of the need for transit service and provide insight into how to plan for transit services both now and in the future.



Figure 2-10 Job Growth

Job growth based on 2012 estimates provided by the State Demographer's Office through the Colorado Department of Local Affairs.

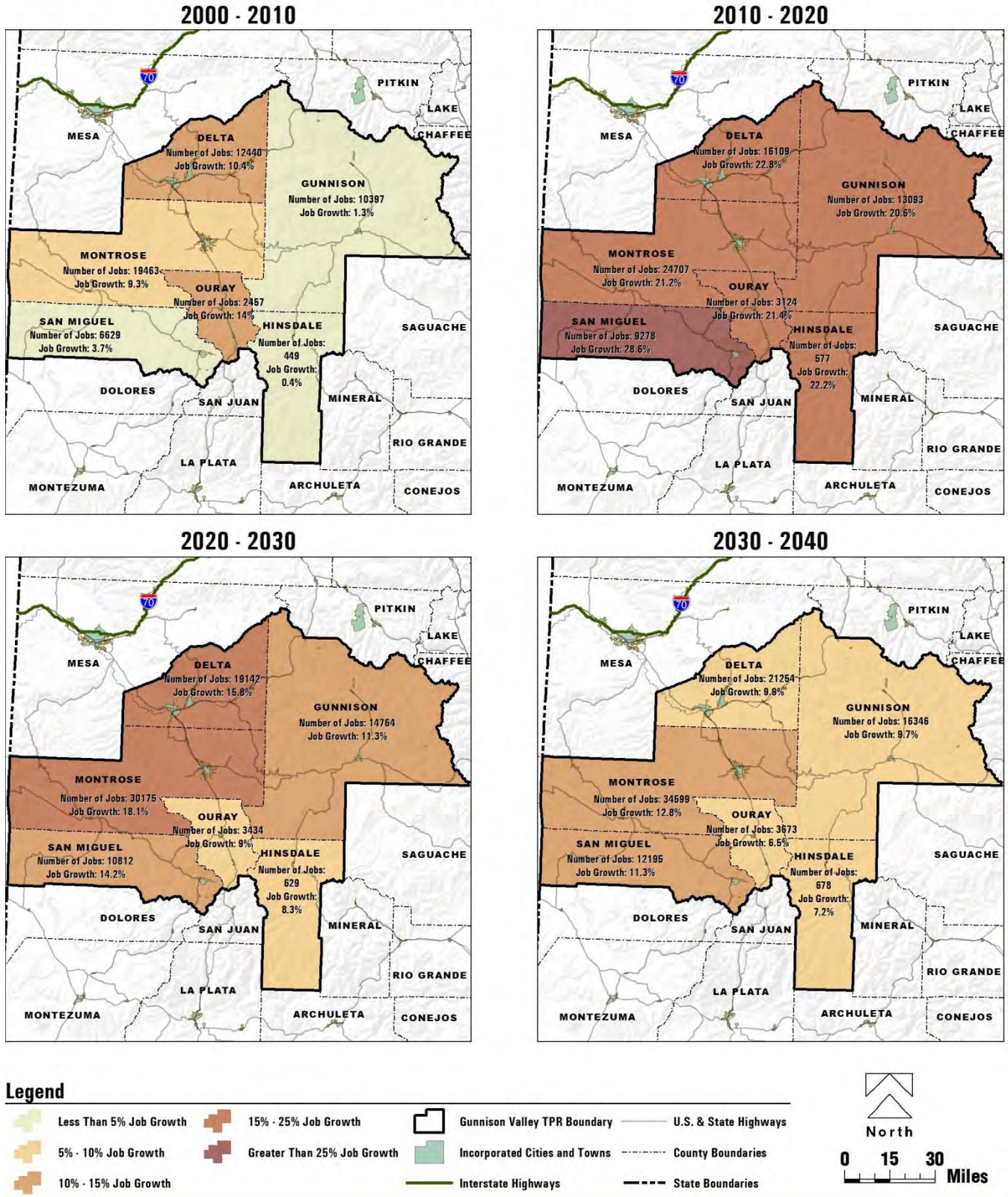
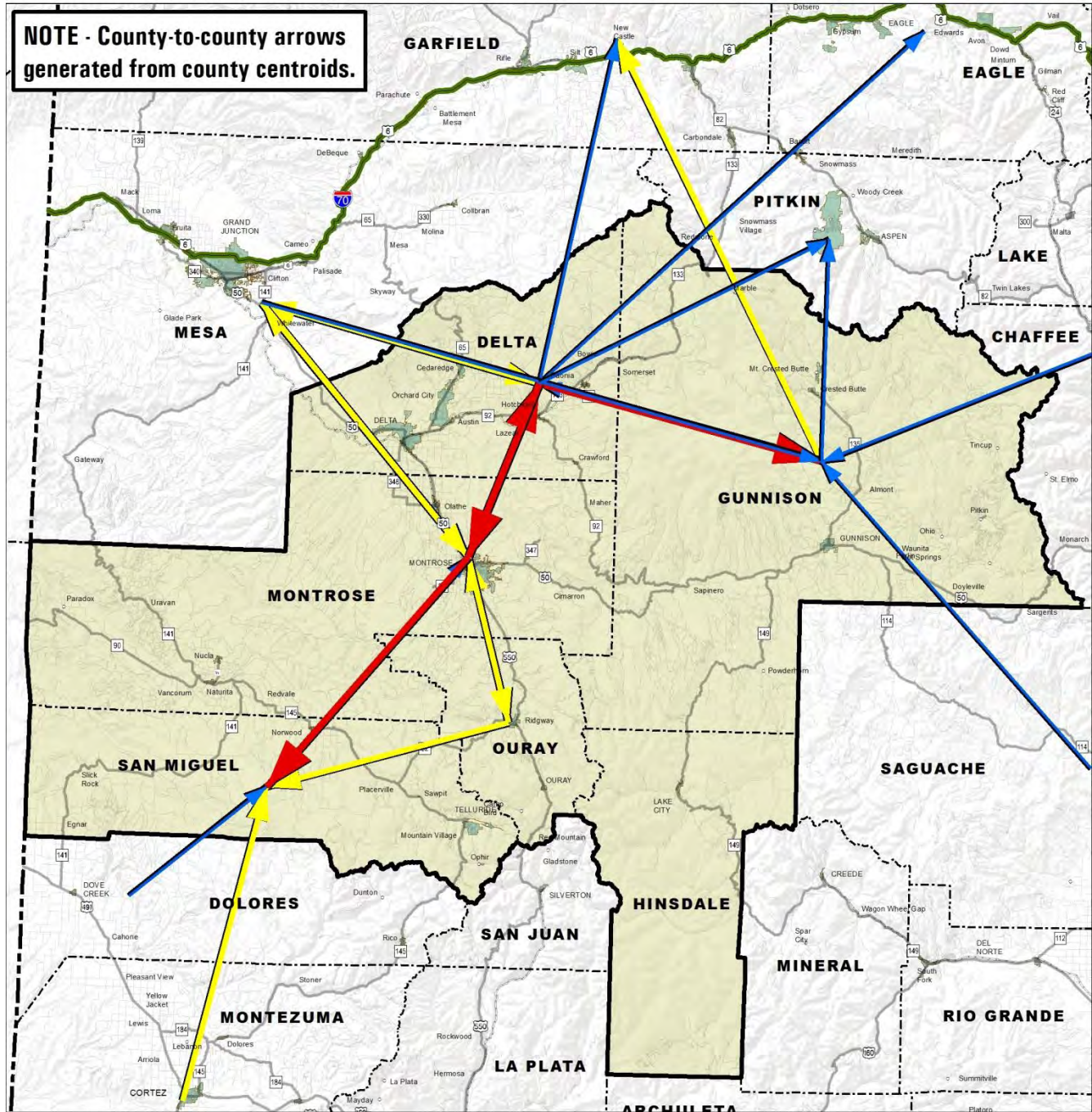




Figure 2-11 Employed Working Outside of County of Residence

*Note: Values are based on the 2006-2010 US Census American Community Survey (ACS) Metropolitan and Micropolitan Table 2 - Residence County to Workplace County Flows for the U.S. by Workplace Geography and 2009 ACS Table S0804 - Means of Transportation to Work by Workplace Geography



NOTE - County-to-county arrows generated from county centroids.

Legend

- Inter-County Commuter Trips**
- ▶ 50 - 100 Commuters
- ▶ 100 - 500 Commuters
- ▶ 500 - 1100 Commuters
- Gunnison Valley TPR Boundary
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways
- County Boundaries
- State Boundaries

North

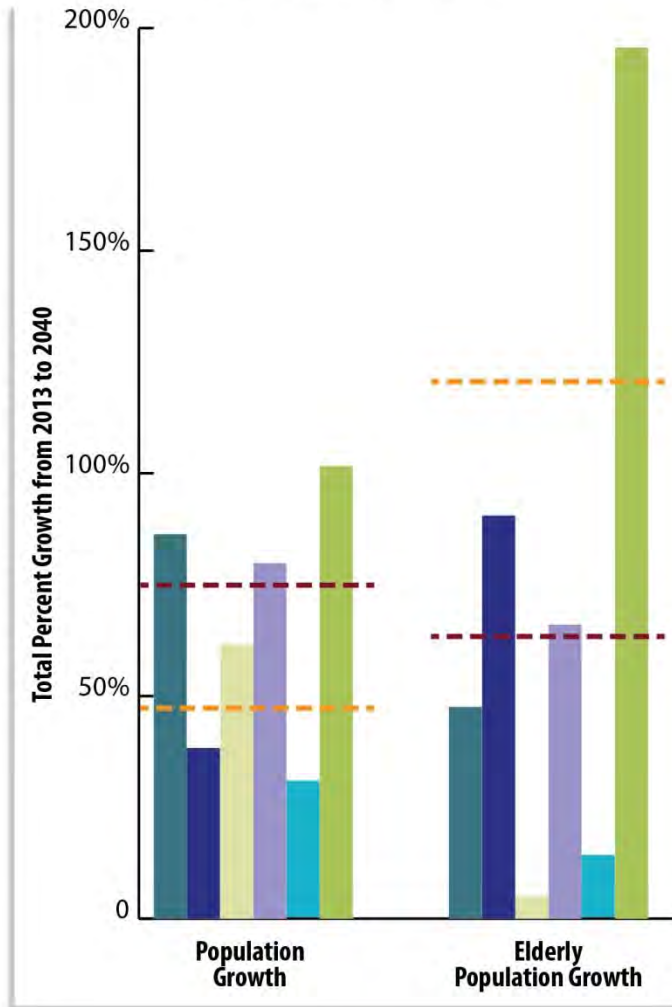
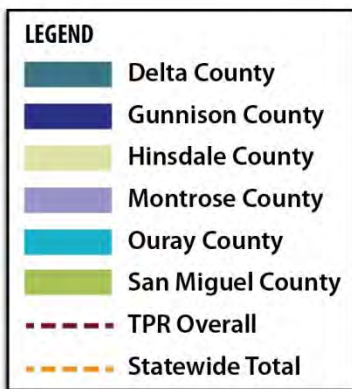
 0 5 10 15 Miles



Figure 2-12 Counties with Higher than Statewide and TPR Average Transit Needs Indicators

Population Growth Projections from 2013 to 2040

Source: Based on 2012 estimates provided by the Colorado State Demographer's Office through the Department of Local Affairs

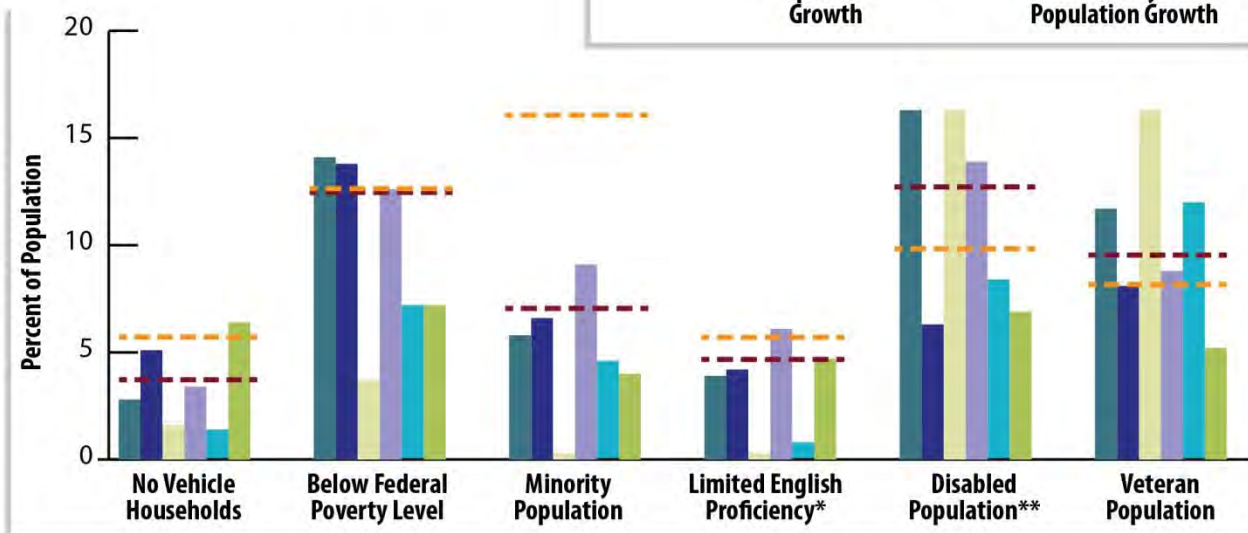


Demographic Profile Summary

Source: 2011 U.S. Census American Community Survey

*Source: 2011 U.S. Census American Community Survey, based on values for "Speak English - not at all, not well or well"

**Source: 2012 U.S. Census American Community Survey



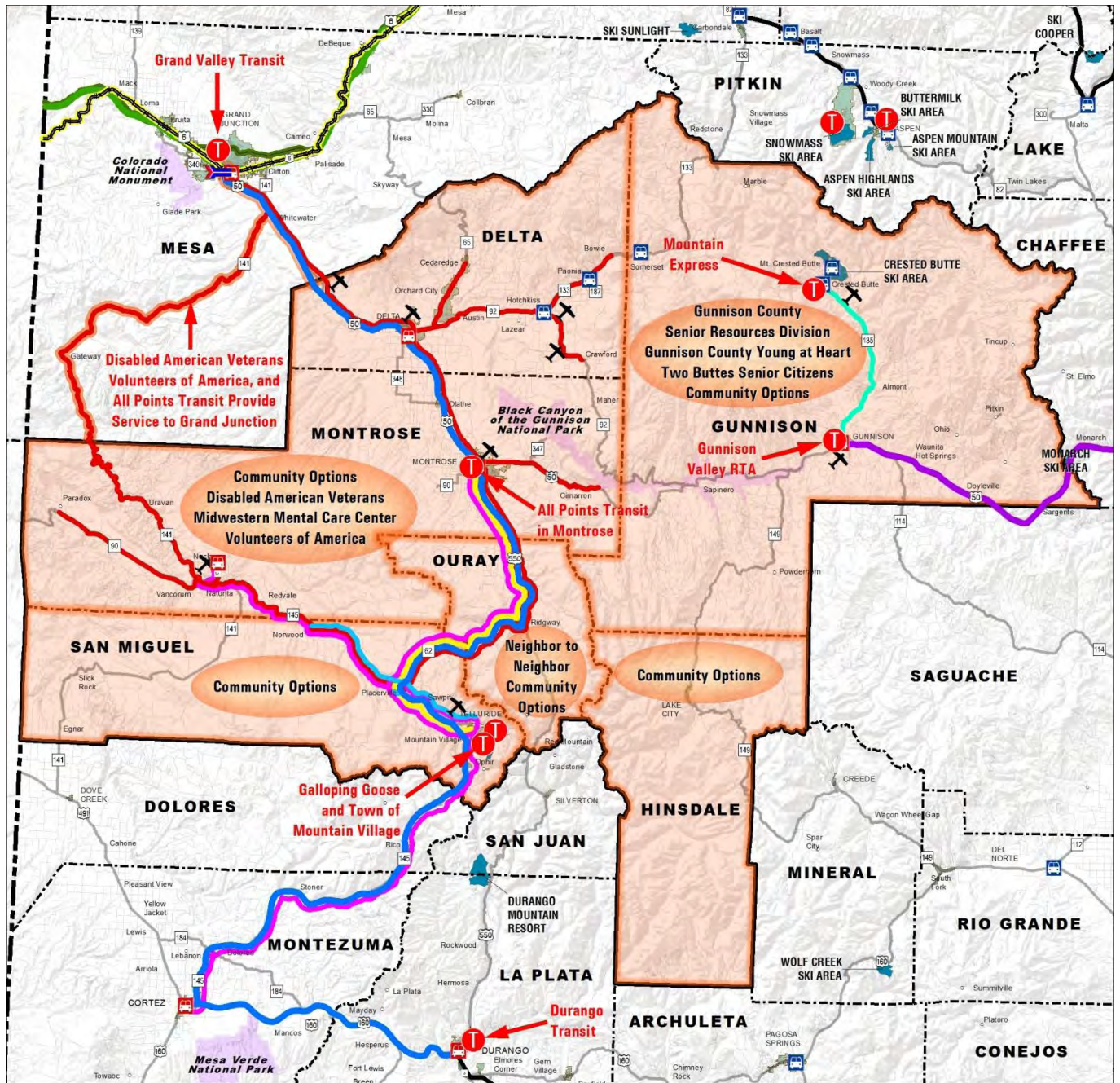


3.0 EXISTING TRANSIT PROVIDERS AND HUMAN SERVICE AGENCIES

This Chapter describes existing public and private transit providers and the human service agencies in the region, as well as their current coordination activities. The information included in this Chapter was gathered through detailed surveys distributed to all transit providers and human service agencies in the Gunnison Valley TPR and supplemented by telephone interviews and web research. **Figure 3-1** provides a snapshot of the primary public and private transit providers, resort transit providers, and human service agency transportation services available in the Gunnison Valley TPR. This map provides a useful summary of the services that are available and illustrates the existing gaps in service. **Appendix A** includes definitions of key terms used throughout this Chapter and the rest of the plan.

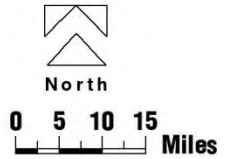


Figure 3-1 Transit Provider System Map



Legend

- | | | |
|--|---|-------------------------------|
| All Points Transit | Local Transit Services | Gunnison Valley TPR Boundary |
| Galloping Goose | Southern Ute C.A.P. (Grand Junction - Durango) | Ski Areas |
| Gunnison Valley RTA | Greyhound #555 (Denver-Green River-LA) | Incorporated Cities and Towns |
| San Miguel County | Black Hills Stage Lines #879 (Denver-Salida-Gunnison) | Airports/Airfields |
| Town of Mountain Village | Inter-City Bus Stations | Amtrak Routes |
| Regional Bus Routes | Regional Bus Stations | Amtrak Stations |
| Human Service Transportation Providers | | |





3.1 Public Transit Providers

The Gunnison Valley region has many public transit providers. Public transportation services are those that are funded by the local or regional agencies and are open to all members of the public. These differ from human service transportation services that are limited to clientele who qualify, e.g., people over the age of 65. The public transit providers in the TPR serve residents, annual visitors, and employees across the region. **Table 3-1** includes key information about each public transit provider in the region.

Table 3-1 Public Transit Provider Services Overview

Provider	Service Area	Service Type(s)	Span of Service	Days of Service	Adult Fares	2012 Annual Ridership (includes all service types)	2012 Annual Operating & Admin Budget (includes all service types)
All Points Transit: Montrose City Bus, Olathe Shuttle, West End Shuttle	Montrose, Olathe, Nucla/ Naturita, Norwood, Hotchkiss, Cedaredge, and Paonia, and Montrose, Delta and San Miguel counties	<ul style="list-style-type: none"> ▪ Flex route ▪ Demand Response/ Dial-A-Ride 	6:00 AM – 7:00 PM	M T W Th F	\$1.00/ride \$3.00/day	76,000	\$1,059,000
Gunnison Valley RTA	Gunnison, Crested Butte, Mount Crested Butte	<ul style="list-style-type: none"> ▪ Deviated fixed-route 	7:00 AM – 8:00 PM	S M T W Th F Sa	Free	67,000	\$495,000
Mountain Express – Crested Butte	Crested Butte, Mount Crested Butte	<ul style="list-style-type: none"> ▪ Fixed-route ▪ Complementary ADA ▪ Late Night Service 	7:15 AM – 12:00 AM Late Night	S M T W Th F Sa	Free	67,000	\$1,169,000
San Miguel County	Telluride to Ridgway, Montrose and Grand Junction	<ul style="list-style-type: none"> ▪ Door to Door 	Morning and Evening	M T W Th F	Varies	Not Available	Not Available
Town of Mountain Village	Mountain Village, Telluride to Montrose to Norwood to Cortez	<ul style="list-style-type: none"> ▪ Fixed-route ▪ Commuter Shuttle ▪ Fixed Guideway (Aerial Gondola) 	7:00 AM – 12:00 AM (5/22 – 10/19)	S M T W Th F Sa	Free \$2.00 one way for commuter shuttle	2,289,000	\$3,973,000
Town of Telluride (Gallopig Goose)	Telluride, Mountain Village, Lawson Hill, Norwood, Sawpit, and Placerville	<ul style="list-style-type: none"> ▪ Fixed-route ▪ Complementary ADA 	7:00 AM – 12:00 AM	S M T W Th F Sa	Free to \$2.00	282,000	\$860,000
Road Runner Stage Lines – operated by Southern Ute Community Action Programs, Inc. (SUCAP) -	Durango, Mancos, Cortez, Dolores, Rico, Telluride, Placerville, Ridgway, Montrose, Delta, Grand Junction	<ul style="list-style-type: none"> ▪ Fixed Route Intercity Bus 	7:00 AM	M T W Th F	\$40 one way Durango to Grand Junction	Not Available	Not Available

Source: Transit Agency Provider Survey, 2013



3.2 Human Service Transportation Providers

Human service organizations often provide transportation for program clients to access their services and augment local public transportation services. **Table 3-2** describes human service organizations that fund or operate transportation service and participated in this coordinated planning process.

Table 3-2 Human Service Transportation Provider Overview

Provider	Service Area	Passenger Eligibility	Service Type(s)	Days of Service
All Points Transit: Dial-A-Ride <i>(also see prior table for All Points Transit fixed / flex route services)</i>	Montrose, Olathe, Delta, Cedaredge, Crawford, Hotchkiss, Orchard City, Paonia, Nucla, Naturita, Redvale, Norwood, Placerville, Eckert, Paradox, Corey, Telluride, Austin, Colona, to Grand Junction	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response ▪ Americans with Disabilities Act (ADA) ▪ VA Scheduling ▪ Dialysis Demand Response ▪ San Miguel Medical Shuttle 	M T W Th F Sa
Community Options	Montrose, Delta, Gunnison, San Miguel, Ouray, and Hinsdale counties	<ul style="list-style-type: none"> ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	S M T W Th F Sa
Disabled American Veterans	Montrose, Olathe, Delta, to Grand Junction	<ul style="list-style-type: none"> ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	M T W Th F
Gunnison County Senior Transportation	City of Gunnison, Crested Butte to Gunnison	<ul style="list-style-type: none"> ▪ Seniors 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	M W F
Midwestern Mental Care Center/The Center for Mental Health	Montrose and Delta counties	<ul style="list-style-type: none"> ▪ Cognitive 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	M T W Th F
Ouray County Neighbor to Neighbor	Ouray, Ridgway, to Montrose and Ouray County	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	Th
Volunteers of America	Montrose and Delta counties	<ul style="list-style-type: none"> ▪ Seniors 	<ul style="list-style-type: none"> ▪ Demand Response ▪ ADA 	M T W Th F

3.3 Other Human Service Agencies/Programs

Many types of human service agencies in the region provide critical services and fund transportation programs but do not provide transportation for their clients. These agencies rely on public transit and human service transportation programs to get their clients where they need to go. The following types of human service agencies/programs will be considered when determining transportation needs in the region:

- ▶ Area Agencies on Aging
- ▶ Community Centered Boards
- ▶ Departments of Human Services/Social Services (all counties)
- ▶ Departments of Public Health (all counties)
- ▶ Division of Vocational Rehabilitation (all counties)
- ▶ Healthcare Facilities
- ▶ Low-Income Housing
- ▶ Mental Health Facilities and Services
- ▶ Senior Services, Nursing Homes, Senior Centers



- ▶ Veteran’s Services (all counties)
- ▶ Workforce Centers (all counties)
- ▶ Independent Living Centers
- ▶ Educational Institutions

3.4 Privately Operated Public Transportation Services

Table 3-3 provides an overview of the privately operated public transportation services that are available in the Gunnison Valley TPR. These services are open to the public, but operated by private companies. This includes private resort bus and shuttle operators, taxi services, other shuttle services (e.g., airport, etc.) and intercity bus services.

Table 3-3 Privately Operated Public Transportation Services Overview

Provider	Service Area	Service Type(s)	Passenger Eligibility	Span of Service	Days of Service	Fares
Black Hills Stage Lines	Gunnison to Pueblo to Denver	▪ Intercity Bus	General Public	6:15 AM DEP 6:55 PM ARR	S M T W Th F Sa	Varies
Alpine Express	Crested Butte, Gunnison, Mt. Crested Butte	▪ Shuttle Service	General Public	Varies	S M T W Th F Sa	Varies
Mountain Limo	Montrose, Telluride	▪ Limo Service	General Public	Varies	S M T W Th F Sa	Varies
Telluride Express	Telluride to Placerville to Norwood	▪ Shuttle Service	General Public	Varies	S M T W Th F Sa	Varies
Unique Taxi	Delta	▪ Taxi Service	General Public	Varies	S M T W Th F Sa	Varies

Source: Rates and schedules based on stakeholder input and internet information in Q1 2014.

3.5 Existing Coordination Activities

The Gunnison Valley region has been actively working on coordination efforts for a number of years. The main coordination categories completed and/or underway in the region include those listed below. Specific projects and coordination efforts are described in more detail below.

- ▶ Regional Transit Coordinating Council
- ▶ Gunnison Valley Rural Transportation Authority
- ▶ Contracting for Services

3.5.1 Regional Transit Coordinating Council

The Three Rivers Regional Transit Coordinating Council (3RRTCC) was created for the Gunnison Valley region in 2011 to review transit plans, projects, and proposals, and to approve budgets, including expenses and sources of funds for planning and implementing projects. The 3RRTCC meets quarterly or as necessary to work on strategic coordination within the region and to assist in providing transportation information and services to residents, employees, and visitors. Membership for the 3RRTCC includes two members from each county’s Transit Advisory Committee (each county has a Transit Advisory Committee responsible for coordinating transit issues and determining transit priorities), the Chair of the Gunnison Valley TPR, and a Region 10 representative. Recently, the 3RRTCC completed the Four County Transit Study Update (dated April 2013), which developed and prioritized further transit service options within Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties.



3.5.2 Gunnison Valley Rural Transportation Authority

The Gunnison Valley Rural Transportation Authority (RTA) was an idea conceived in 2001. It took approximately 12 months of coordination and effort to place the RTA on the ballot for voters. The main selling point of an RTA for Gunnison Valley was that it provided a stable funding source for air service, an economic development program, open forum, ability to develop company partnerships. The key objection raised during the creation of the RTA was that public tax funding was being used to support (subsidize) private businesses (airlines). The arguments for overall economic development potential resulting from that subsidy were successful, and the RTA passed in 2002. It was reauthorized by voters in 2008 with about 80% of the voters voting yes.

The mission of the Gunnison Valley Rural Transportation Authority is to provide and improve air transportation to and from the Gunnison-Crested Butte Regional Airport on a year-round basis, and to develop a long term and energy efficient public ground transportation system within Gunnison County. The RTA has a board of directors that is made up of 8 elected officials. Each municipality appoints two council members and the county appoints two county commissioners to be RTA board members. The board elects its own chairperson and makes all policy decisions for the RTA. The board of directors hires an executive director and an airline consultant to perform the majority of the RTA tasks.

The RTA also has a citizen advisory committee which meets to give advice to the board of directors. The committee is made up of the Board of Directors of the Gunnison – Crested Butte Tourism Association (GCBTA).

3.5.3 Contracting for Services

All Points Transit provides transit services for multiple jurisdictions within the region, including Delta, Montrose and parts of San Miguel counties. As such, coordinated travel between these three counties is consolidated. Additionally, All Points Transit has a mobility manager tasked with coordinating the services, provides travel training for local residents to learn to use the transit system, and operates a centralized call center that provides reservation services for Delta, Montrose and portions of San Miguel counties and also for the Disabled American Veterans. Chapter 5 further discusses coordination activities and the recommendation to expand to include the rest of the Gunnison Valley region.

3.6 *Summary of Existing Services*

The Gunnison Valley region is home to six public transit agencies that primarily provide service within their respective communities. In 2012, these six public transit agencies provided 2,781,000 trips using a system of fixed-route, flex-route/deviated fixed-route, complementary ADA, and fixed guideway (aerial gondola) services. Road Runner Stage Lines, operated by SUCAP, provides intercity bus service between Durango and Grand Junction with stops in Telluride, Placerville, Ridgway, Montrose and Delta, and Black Hills Stage Lines provides intercity bus service between Gunnison and Pueblo and Denver. The region also has many human service agencies that provide trips to seniors and persons with disabilities throughout the region including All Points Transit, Community Options, Disabled American Veterans, Gunnison County Senior Transportation, Midwestern Mental Care Center/The Center for Mental Health, Ouray County Neighbor to Neighbor, and Volunteers of America. Given the resorts in the region, there are also private transportation operators who provide service to visitors trying to get around the mountain resorts from local airports and throughout the communities. Taxi services also provide local transportation services.



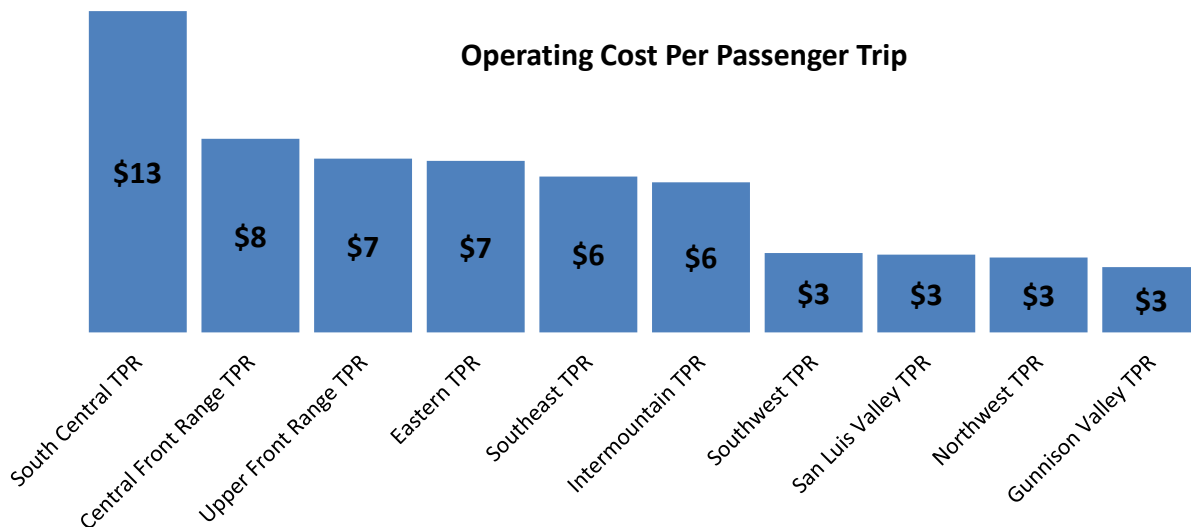
4.0 CURRENT AND POTENTIAL TRANSIT FUNDING

This Chapter presents a snapshot of current transit funding levels and potential sources of funds for the Gunnison Valley Transportation Planning Region (TPR). This Chapter also summarizes significant current and potential future funding programs and provides estimates of funds generated through future potential revenue mechanisms.

4.1 Current Transit Expenditures

Per capita operating expenditures provide an approximate indicator of current and future resource needs. **Figure 4-1** illustrates the various levels of transit service provided in each of Colorado’s rural TPRs as measured by operating cost per passenger trip. Each region varies considerably in the scale and type of operations, system utilization and ridership, full-time resident population, and population of seasonal visitors and other system users. In 2012, approximately \$3 per trip was expended to support critical transit services within the Gunnison Valley TPR. Transit operating costs in the Gunnison Valley TPR are lower compared to other regions in Colorado. However, operating expenses in the region remain high due to the type of transit systems, higher cost of labor and fuel, trip distances, and, general maintenance imposed by the region’s geography. Gunnison Valley’s low average transit operating expenses are significantly impacted by the high ridership numbers produced by the Mountain Village Gondola. Removing the Gondola cost and passengers, the regional operating costs are \$6 per passenger trip, which is more in line with other rural transit services throughout the state.

Figure 4-1 Operating Cost per Passenger Trip in Colorado Transportation Planning Regions



Source: 2012 Self-reported data from CDOT Transit Agency Provider Survey, 2013

4.2 Current Transit Revenue Sources

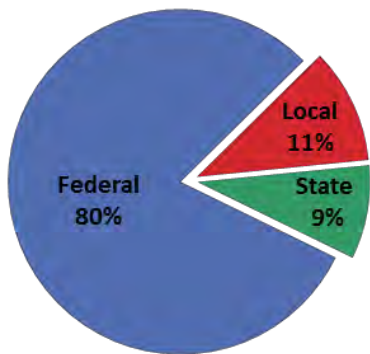
Transit service providers in the Gunnison Valley TPR and across Colorado rely on a patchwork of funding sources to continue operations or fund improvements and system expansions. **Figure 4-2** displays information from the National Transit Database of rural providers for the nation and for Colorado. This information is compared to the aggregate regional financial information as reported to the Division of Transit and Rail (DTR) by providers in the region.



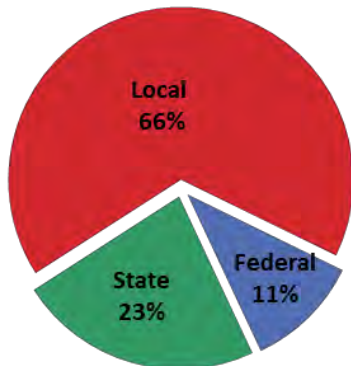
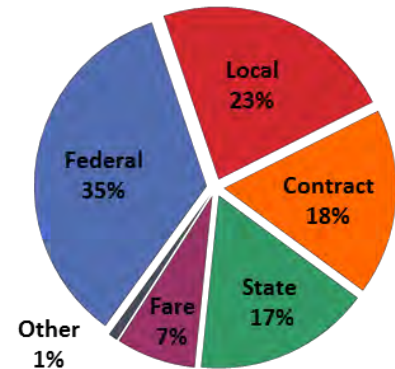
Figure 4-2 Comparison of National, State, and Regional Revenue Sources

Capital Revenue Sources

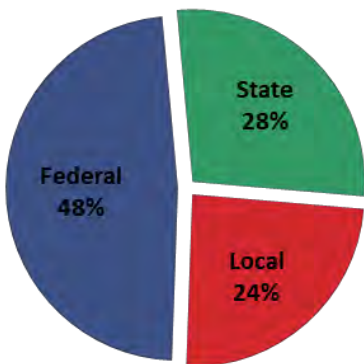
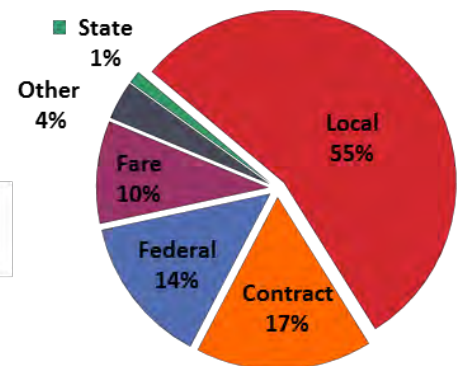
Operating Revenue Sources



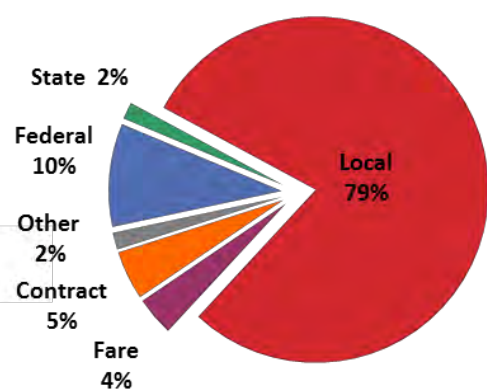
*National Average - Rural Providers
2012 National Transit Database*



*Colorado Average - Rural Providers
2012 National Transit Database*



*Gunnison Valley TPR Average
2012 Self-Reported Survey Data*



Source: National Transit Database, 2012 | CDOT Transit Agency Provider Survey, 2013

At the national level, the majority of capital revenues are derived from federal sources, primarily Federal Transit Administration (FTA) grants. Over the past five years, federal capital spending increased substantially through the American Recovery and Reinvestment Act (ARRA) and some of those investments are still being awarded. In 2012, ARRA funding represented one-third of all federal transit-related capital funding nationally. However, in Colorado, relatively few ARRA investments and other large-scale transit capital projects are underway and the federal share of capital revenues is substantially less at the state level—at just 11 percent. The State of Colorado contributes more than twice the national average toward capital investments, primarily through the Funding Advancement for Surface Transportation and Economic Recovery (FASTER) program.



In the Gunnison Valley TPR, capital funding is diverse compared to other regions and to the state. Most funding is provided through federal grants, including FTA 5310 and 5311 programs.

State support was primarily provided through FASTER funding. Local funding includes a wide variety of local government contributions to services throughout the region, particularly from the Mountain Village Metropolitan District. Capital expenditures are not consistent over time and different sources are used to fund different projects as needs arise.

At the national level, operating revenues are relatively diversified among federal, local, agency-derived, and state funding sources. Colorado, on average, is more dependent on local sources and less reliant on federal and state sources for operating funds. However, within the Gunnison Valley TPR, the local share of operating revenues is greater than the state average (79 percent compared to 55 percent). Nearly every provider in the region reports receiving operating support from local municipalities. Federal operating grants make up the next largest source of operating funding sources, primarily from human services and health programs. State veterans funds, contracts, fares, and other sources such as charitable contributions are not significant sources of operating funds in the region.

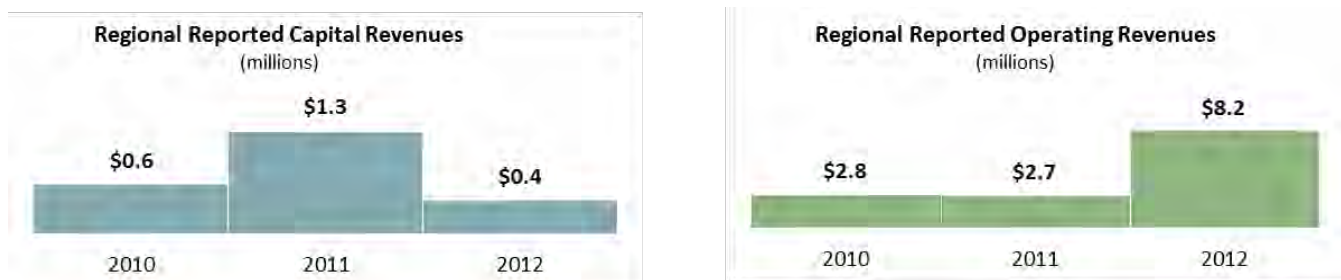
4.3 Regional Transit Revenue Trends

While federal operating support for rural transit is relatively stable and predictable, many other funding sources are highly variable, including federal or state competitive grant awards, one-time transfers from local governments, private or philanthropic donations, or local tax revenues that are subject to fluctuations in local economies. When these funding streams decline or remain stagnant, transit agencies are forced to respond by reducing service, raising fares, eliminating staff positions, delaying system expansions, or postponing maintenance activities.

Figure 4-3 illustrates trends in reported capital and operating revenues in the Gunnison Valley TPR for the past three years. Because trend data are limited, the best available data were used for the region. It should be noted that data for 2010 and 2011 are compiled from the National Transit Database and are not directly comparable to data derived from survey information reported by providers in the region in 2013 based on 2012 data.

Capital investments in new services and vehicle replacement have fluctuated in the region in recent years. State FASTER funds have been used in previous years to fund capital projects. Reported operating revenues have remained relatively stable in the region, with continuing levels of federal, local, contract, and fare revenues. The large uptick in reported operating revenues in 2012 is due to a lack of trend data.

Figure 4-3 Recent Trends in Regional Transit Revenues



Source: 2012 Self-reported data from CDOT Transit Agency Provider Survey, 2013



4.4 *Current and Potential Transit and Transportation Funding Sources*

Public funds are primarily used to support transit and transportation services in Colorado's rural areas. Support from federal agencies, state programs, and local governments provides most funding to support capital construction and acquisition. Operating and administration activities are most often supported by local governments, FTA grants, private or civic gifts, and agency-generated revenues such as contract services, service fares, and investments.

The following sections detail a number of commonly used funding streams and provide estimates of potential new revenue sources for the region.

4.4.1 **Federal Grant Programs – U.S. Department of Transportation**

Grant programs administered by the FTA provide the most significant source of ongoing funds to support transit services in rural areas. CDOT conducts a statewide competitive application process to determine awards of FTA grants and to ensure that it and the local grantees follow federal laws and regulations. CDOT contracts with the local grantees once it selects the funding recipients. FTA funds are complex and governed by varying requirements and provisions for use.

Only the 5311 grant programs are specifically intended to support transit in rural areas; however, under certain circumstances and with the discretion of the state, many other programs may be used to support rural services. The following list of major FTA and U.S. DOT programs covers grant assistance programs for rural areas. Providers in the Gunnison Valley region may not be eligible for some of these programs. CDOT provides a clearinghouse of information on current grant programs and can provide limited technical assistance with grant applications.

FTA Section 5311 Formula Grants for Rural Areas Program provides formula funding to states for the purpose of supporting public transportation in areas with populations of less than 50,000. Funds may be used to support administrative, capital, or operating costs, including planning, job access, and reverse commute programs, for local transportation providers when paired with local matching funds. States may distribute funding to public, private non-profit, or tribal organizations, including Local and Regional Coordinating Councils. Within this program, Section 5311(f) requires at least 15 percent of a state's funds under this program to be used to support intercity bus services, unless the governor has certified that such needs are already being met. The Rural Transit Assistance Program and the Tribal Transit Program are funded as a takedown from the Section 5311 program. The federal share of eligible capital and project administrative expenses may not exceed 80 percent of the net cost of the project. For operating, the federal share may not exceed 50 percent of the net operating cost of the project. For projects that meet the requirements of the Americans with Disabilities Act (ADA), the Clean Air Act, or bicycle access projects, they may be funded at 90 percent federal match.

FTA Section (5311)(b)(3) Rural Transit Assistance Program (RTAP) provides a source of funding to assist in the design and implementation of training and technical assistance projects and other support services tailored to meet the needs of transit operators in rural areas. States may use RTAP funds to support non-urbanized transit activities in four categories: training, technical assistance, research, and related support services. Colorado receives a base allocation of \$65,000 annually in RTAP funds. There is no federal requirement for a local match. CDOT provides RTAP funding to the Colorado Association of Transit Agencies (CASTA).

FTA Section 5304 Statewide and Metropolitan Planning funds can be used for a wide variety of transit planning activities, including transit technical assistance, planning, research, demonstration projects, special studies, training, and other similar projects. These funds are not available for capital or operating expenses of public transit systems. First priority is given to statewide projects, which includes grant



administration; the provision of planning, technical, and management assistance to transit operators; and special planning or technical studies. The second priority is given to updating existing regional transit plans. Third priority is given to requests for new regional transit plans. Fourth priority is given to requests to conduct local activities such as research, local transit operating plans, demonstration projects, training programs, strategic planning, or site development planning.

FTA Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities is a formula grant program intended to enhance mobility of seniors and persons with disabilities. It is used to fund programs that serve the special needs of transit-dependent populations beyond traditional public transportation services and ADA complementary paratransit services. Eligible recipients include states or local government authorities, private non-profit organizations, or public transportation operators. At least 55 percent of program funds must be used on public transportation capital projects that are intended to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable. The remaining 45 percent of program funds may be used for projects that exceed the ADA requirements or that improve access to fixed-route service and decrease reliance by individuals with disabilities on paratransit services or that provide alternatives to public transportation for seniors and individuals with disabilities. The 5310 program funds certain capital and operating costs, with an 80 percent federal share for capital and 50 percent federal share for operating.

FTA Section 5312 Research, Development, Demonstration, and Deployment Projects supports research activities that improve the safety, reliability, efficiency, and sustainability of public transportation by investing in the development, testing, and deployment of innovative technologies, materials, and processes; that carry out related endeavors; and that support the demonstration and deployment of low-emission and no-emission vehicles to promote clean energy and improve air quality. Eligible recipients include state and local governments, public transportation providers, private or non-profit organizations, technical and community colleges, and institutions of higher education. Federal share is 80 percent with a required 20 percent non-federal share for all projects (non-federal share may be in-kind).

FTA Section 5322 Human Resources and Training program allows the FTA to make grants or enter into contracts for human resource and workforce development programs as they apply to public transportation activities. Such programs may include employment training, outreach program to increase minority and female employment in public transportation activities, research on public transportation personnel and training needs, and training and assistance for minority business opportunities. Eligible recipients are not defined in legislation and are subject to FTA criteria. This program is initially authorized at \$5 million total through 2014. The federal share is 50 percent with a required 50 percent non-federal share for all projects.

FTA Section 5339 Bus and Bus Facilities program provides capital funding to replace, rehabilitate, and purchase buses, vans, and related equipment and to construct bus-related facilities. This program replaces the previous 5309 program and provides funding to eligible recipients that operate or allocate funding to fixed-route bus operators. Eligible recipients include public agencies or private non-profit organizations engaged in public transportation, including those providing services open to a segment of the general public, as defined by age, disability, or low income. States may transfer funds within this program to supplement urban and rural formula grant programs, including 5307 and 5311 programs. Federal share is 80 percent, with a required 20 percent local match.

FTA Section 5309 Fixed Guideway Capital Investment Grants (New Starts) Program is the primary funding source for major transit capital investments. The 5309 program provides grants for new and expanded rail and bus rapid transit systems that reflect local priorities to improve transportation options



in key corridors. This program defines a new category of eligible projects, known as core capacity projects, which expand capacity by at least 10 percent in existing fixed-guideway transit corridors that are already at or above capacity today, or are expected to be at or above capacity within five years. This discretionary program requires project sponsors to undergo a multi-step, multi-year process to be eligible for funding. Projects must demonstrate strong local commitment, including local funding, to earn a portion of this limited federal capital funding source. Generally, program requirements limit funding to major urban providers; however, some rural systems have been competitive and received funding in recent years, including RFTA for the new VelociRFTA BRT service along SH 82. Maximum federal share is 80 percent.

FHWA Surface Transportation Program (STP) provides flexible funding that states and local governments may use for a variety of highway-related projects; pedestrian and bicycle infrastructure; transit capital projects, including vehicles and facilities used to provide intercity bus service; transit safety infrastructure improvements and programs; and transportation alternatives as defined by MAP-21 to include most transportation enhancement eligibilities. Funds may be flexed to FTA programs, local governments, and transit agencies to support transit-related projects.

FHWA Transportation Alternatives Program (TAP) provides funding for programs and projects defined as transportation alternatives, including transit-related projects, pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, and community improvement activities. TAP replaced funding from pre-MAP-21 programs, including the Transportation Enhancement Activities, Recreational Trails Program, and Safe Routes to School Program. Program requirements and guidelines, as related to transit, largely remain similar to the previous transportation enhancement program. TAP funds transferred to FTA are subject to the FTA program requirements, including a required 20 percent matching local funds.

FHWA National Highway Performance Program (NHPP) provides funding specifically to support the condition and performance of the National Highway System (NHS). While this is a highway-oriented program, NHPP funds can be used on public transportation projects that support progress toward achieving national performance goals. Public transportation eligible projects include construction of publicly owned intracity or intercity bus terminals servicing the NHS, infrastructure-based intelligent transportation system capital improvements, and bicycle transportation and pedestrian walkways.

Veterans Transportation and Community Living Initiative (VTCLI) is a competitive grant program to support activities that help veterans learn about and arrange for locally available transportation services to connect to jobs, education, health care, and other vital services. The initiative focuses on technology investments to build One-Call/One-Click Transportation Resource Centers. The VTCLI program is a joint effort of the Departments of Transportation, Defense, Health and Human Services, Labor, and Veterans Affairs but is managed and administered by the FTA. Funded in 2011 and 2012 only, future funding for the effort has not been announced.

4.4.2 Federal Grant Programs – Other

Other federal agencies, including the Department of Health and Human Services, Department of Veterans Affairs, Department of Labor, Department of Education, and others, provide grants or continuing financial assistance to support the needs of aging residents, military veterans, unemployed workers, and other populations. A 2011 Government Accountability Office report found that over 80 federal programs may be used for some type of transit and transportation assistance. For a complete inventory of other available federal programs, see recent reports from the National Resource Center for Human Service Transportation Coordination (http://www.unitedweride.gov/NRC_FederalFundingUpdate_Appendix.pdf). Most federal human services related funding assistances flow through state or regional organizations and may be used to cover a wide range



of services, including, but not dedicated to, transit and transportation assistance. These other federal programs may provide for contracted transportation services, or offer reimbursement for transportation services provided to covered individuals or may be used as “non-federal” matches for FTA grants or may support transportation assistance and coordination positions

The following section briefly describes current and major federal grant programs that are most frequently used to support transit and transportation services, according to the National Resource Center for Human Service Transportation Coordination.

Medicaid is the only program outside the U.S. DOT that requires the provision of transportation. This federal-state partnership for health insurance and medical assistance is provided for low-income individuals. In Colorado, Non-Emergency Medical Transportation (NEMT) is provided for medical appointments and services for clients with no other means of transportation. Medicaid in Colorado provides a significant source of funds for many transit service providers. However, these funds are provided on a reimbursement basis.

Older Americans Act (OAA), Title III provides funding to local providers for the transport of seniors and their caregivers. Eligible recipients include transportation services that facilitate access to supportive services or nutrition services, and services provided by an area agency on aging, in conjunction with local transportation service providers, public transportation agencies, and other local government agencies, that result in increased provision of such transportation services for older individuals. Under certain conditions, OAA funds can be used to meet the match requirements for programs administered by the FTA.

Workforce Investment Act (WIA) funds for Temporary Assistance to Needy Families (TANF) is a federal program that provides funding to states. State TANF agencies, including Colorado Works, may use TANF funds to provide support services including transportation. States have wide latitude on how this money can be spent, but the purchase of vehicles for the provision of transportation services for TANF-eligible individuals is included. For example, supporting and developing services such as connector services to mass transit, vanpools, sharing buses with elderly and youth programs, coordinating with existing human services transportation resources, employer provided transportation, or guaranteed ride home programs are all activities that may be covered under the TANF program.

Community Development Block Grants (CDBG), administered by the Department of Housing and Urban Development (HUD), cover funding for transportation. A portion of CDBG funds are spent directly on operated transit services, transit facilities or transit-related joint facilities, and services for persons with disabilities, low-income populations, youth, and seniors. These grants have statutory authority to be used as the “non-federal” matching funds for FTA formula grants.

Community Services Block Grants (CSBG), administered by the Department of Health and Human Services, cover funding for transportation. CSBG funds are primarily intended to alleviate the causes and conditions of poverty in communities. Eligible transportation activities include programs or projects to transport low-income persons to medical facilities, employment services, and education or healthcare activities.

Vocational Rehabilitation grants are from the Department of Education. Often, a portion of these grants are used to provide participating individuals with transportation reimbursements, vouchers, bus passes, or other purchased transportation service, often from FTA grantees and subrecipients. State vocational rehabilitation agencies are encouraged to cooperate with statewide workforce development activities under the WIA. In Colorado, the Statewide Independent Living Council and State Rehabilitation Council administer these grants.



4.4.3 State, Local, and Agency-Derived Revenue Sources

In Colorado, local revenue sources provide an important source of funding for transit agencies and service providers. Transfers and grants from local governments provide ongoing operating support and assistance with one-time planning efforts or matching funds for major capital projects. The State of Colorado provides direct funding for capital equipment investments and for projects that support transit activities. Providers and agencies use a variety of other relatively small, but important funding sources to meet the needs of transit dependent populations in the state.

Funding Advancement for Surface Transportation & Economic Recovery (FASTER) is a state funding source that provides direct support for transit projects. FASTER funds provide \$15 million annually for statewide and local transit projects, such as new bus stops, bike parking, transit maintenance facilities, multi-modal transportation centers, and other capital projects. FASTER transit funds are split between local transit grants (\$5 million per year) and statewide projects (\$10 million per year). CDOT DTR competitively awards the \$5 million in local transit grants and statewide funds. Local recipients are required to provide a minimum 20 percent local match. Among the types of projects that have been awarded are the purchase or replacement of transit vehicles, construction of multimodal stations, and acquisition of equipment for consolidated call centers.

In 2014, the Colorado Transportation Commission approved the use of these funds for operating costs as well as capital costs. As a result, \$3,000,000 of the FASTER transit funds are now allocated to cover the cost of the planned Interregional Express Bus service and another \$1,000,000 is available annually to cover the operating costs of other regional/interregional routes. From fiscal years 2010 to 2013, over \$52 million in FASTER funds have been invested in transit projects throughout the state. However, while total revenues collected under the overall FASTER program (\$252 million FY 2013) are projected to increase over time, the allocation for transit projects remains at a flat \$15 million per year.

The Colorado Veterans Trust Fund, administered by the Colorado Department of Military and Veteran Affairs, supports organizations providing transit and transportation assistance to veterans. The state supports Veterans Service Offices in each county and grants are awarded to non-profit organizations providing transportation and other services to veterans. An estimated \$200,000 a year is directed to supporting the transportation needs of veterans.

Highway Users Tax Fund (HUTF) is funded through revenues raised from the statewide gas tax, vehicle registration fees, license fees, and user fees. These taxes are not indexed to inflation or motor fuel prices. As a result, revenues within this fund do not keep pace with actual construction or program costs over time. Funds are distributed based on a formula to CDOT, counties, and municipalities. Under Senate Bill 13-140, local governments (counties and municipalities) are authorized to flex HUTF dollars to transit-related projects. Transit and other multimodal projects allowed include, but are not limited to bus purchases, transit and rail station constructions, transfer facilities, maintenance facilities for transit, rolling stock, bus rapid transit lanes, bus stops and pull-outs along roadways, bicycle and pedestrian overpasses, lanes and bridges. Local governments may expend no more than 15 percent of HUTF allocations for transit-related operational purposes.

Local Governments, including cities, counties, and special districts, support or directly fund rural transit services. These services are typically funded through a city or county's general fund, although mass transit districts, metropolitan districts, and rural transportation authorities can levy and collect dedicated funding from sales and use taxes. Local funds flow to public or non-profit transit or transportation service agencies either on a contract basis or in the form of general operating support. Transit agencies also often seek direct local support to provide matching funds to federal grant awards.



Local governments in Colorado are most commonly funded through general sales and use taxes or property taxes.

In 1990, Colorado provided the “authority of counties outside the Regional Transportation District to impose a sales tax for the purpose of funding a mass transportation system.” Eagle, Summit, and Pitkin counties currently employ this Mass Transit District mechanism to support transit services. Unlike a rural transportation authority, this option does not require a geographic boundary separate from the county and does not require the creation of a legal authority.

In 1997, Colorado enabled the “Rural Transportation Authority Law” to allow any single or coalition of several local governments to create rural transportation authorities. These authorities are empowered to develop and operate a transit system, construct and maintain roadways, and petition the citizens within the authority boundary to tax themselves for the purpose of funding the authority and the services provided. There are currently five active Rural Transportation Authorities in Colorado (Roaring Fork, Gunnison Valley, Pikes Peak, Baptist Road, and South Platte Valley).

The Gunnison Valley RTA is a 0.6% (six-tenths of one percent) sales tax, with exemptions for food, non-auto vehicles & machinery including farm equipment, residential gas & electricity, charitable organizations, low-emitting vehicles, and a few others. The Gunnison Valley RTA tax is applied to all of Gunnison County except the towns of Marble, Ohio, Pitkin, and Somerset. The RTA tax is 0.35% within the city limits of Gunnison. The tax rates translate to 3.5 cents on a \$10.00 sale in the City of Gunnison and 6 cents on a \$10.00 sale in the rest of the district. Depending upon the economic activity in the district, this generates anywhere between \$900,000 and \$1.2 million. The RTA also applies for and receives grants for buses and bus operations. The RTA receives federal dollars each year from CDOT to help with the operation of the buses.

Fares and other revenues (such as advertising) generated by transit agencies are used to offset operating expenses. Farebox recovery varies by agency, but rarely do passenger fares cover more than half of total operating and maintenance expenses. Because of this, transit agencies are dependent on the federal, state, and local revenue sources they receive to continue operating.

Service contracts are a way for local agencies to fund operations for specific economic or employment centers, such as universities or the campuses of major employers. Examples around the country include CityBus in Lafayette, Indiana, which has a service contract with Purdue University and Ivy Tech State College; Kalamazoo Metro Transit in Michigan, which contracts with Western Michigan University; Corvallis Transit in Oregon, with a contract with Oregon State University. Service contracts can also be made with neighboring counties or municipalities. In addition to service contracts, another way to partner with local colleges or universities is through a College Pass Program. These programs often involve a student activity fee for transit services that is administered by the school. This can be paired with a discounted or free pass that students can use to ride the transit system.

Private support from major employers within a transit agency service area can be a source of funds. These employers may be willing to help support the cost of vehicles or the operating costs for employee transportation. Individual companies or business groups may also fully fund or subsidize new express routes, dedicated vehicles, or improved transit facilities that specifically serve their employees. Sponsorship opportunities can range from small-scale benefits programs to encourage ridership (such as commuter passes) to service subsidies (such as direct contract payments or on-vehicle advertising) to larger capital investments in new vehicles or facilities serving business centers.

Charitable contributions are a source of revenue for many rural transit or service providers. While contributions from individuals are uncommon, community or private foundations may provide ongoing operating support or one-time grants for operating positions or even capital investments.



4.5 Future Funding Options

The following section describes options that can be considered by Colorado's local agencies to fund transit service. These sources include revenue streams that are relatively common across the country or those that are not often implemented, except in a small number of communities. Available options for any given community are dependent on state and local regulations, funding needs, and political considerations. Many of the examples listed in this section are drawn from TCRP Project J-11, Task 14: Alternative Local and Regional Funding Mechanisms.

Local Sales Taxes: Local sales and use taxes are one of the most common sources of revenue used to fund public transit by counties, cities, and special districts. Revenues derived from sales taxes may be dedicated to a transit agency or special district or may be collected by a local government and transferred to a local public provider for ongoing support. Dedicated assessments commonly range from 0.25 to 1 percent of total taxable sales. The use of these revenues is generally flexible, can provide funding for specific capital projects, or can provide dedicated operating revenue to an entire agency. In Colorado, formation of special districts and any tax policy change resulting in net revenue gains requires voter approval under the TABOR constitutional amendment.

Property Taxes: Another common source of funding for transit agencies is property taxes. Property tax assessments are usually levied as a percentage of assessed residential and commercial value within a transit agency's service area. Property tax assessments that are levied solely on mineral or natural resource property value are infrequently used, but do exist. As with sales tax assessments, local communities seeking to raise property tax mil rates must seek voter approval and must consider TABOR and Gallagher limits.

Motor Fuel Taxes: Motor fuel taxes are commonly levied by states for transportation and most state funding for transit comes from fuel tax revenues. At the local or regional level, state motor fuel taxes are generally dedicated to roadways, although some local governments can transfer fuel tax revenues to transit, including in Colorado. In addition to state-collected fuel taxes, at least 15 states allow local-option motor fuel taxes to be administered and collected at the city or county level.

Those states that enable local-option fuel taxes that may be used to support transit services within a local area include Tennessee, California, Florida, Illinois, Hawaii, and Virginia.

Vehicle Fees: Fees tied to vehicle ownership most commonly include annual registration titling fees as well as other mechanisms such as vehicle titling or sales fees, rental or lease taxes, toll revenues, parking, or taxi company licensing fees. State collected vehicle-related fees are used to support transit, including the FASTER program in Colorado. Locally collected vehicle related fees are not in widespread use to directly support transit, though there are a few examples around the country.

Triangle Transit in North Carolina and New York MTA both receive multiple types of vehicle fees that are collected at the local level. Allegheny County in Pennsylvania enacted a \$2 rental car fee to support transit services in the Pittsburgh region.

Parking Fees: Fees and fines for parking vehicles within certain city areas may be imposed to achieve local goals, including managing congestion and encouraging mode shifts to transit. Local transit agencies may receive funding for operations from parking fees and fines levied by local governments or they may receive parking related revenues generated at facilities (e.g., parking garages or park and ride lots actually owned by that transit provider).

The San Francisco Metropolitan Transportation Agency (Muni) receives a significant amount of revenues for the provision of transit services through parking fees and fines. Eighty percent of city parking revenues are dedicated to Muni operations.



Employee or Payroll-Based Taxes: Payroll taxes are generally imposed on the gross payroll of businesses within a transit district or transit agency service area and are paid by the employer. An income-based tax is imposed on employee earnings and may be administered by a local government based on employees' place of work.

Transit agencies currently using payroll taxes include TriMet in Oregon, New York MTA, and CityBus in Lafayette, Indiana.

Value Capture: Value capture describes a range of revenue mechanisms related to residential or commercial development, including impact fees, tax increment financing (TIF), and special assessment districts. Impact fees are based on anticipated traffic and transit volumes of major new developments and are used to offset the costs of new transportation infrastructure. TIF mechanisms seek to capture some portion of the value of redevelopment or new development property value within a certain geographic area and usually administered by local business improvement or special districts.

Tampa, Florida's Hillsborough Area Regional Transit Authority uses a combination of three value capture mechanisms. Impact fees provide matching funds for bus capital projects, TIF funds operations for the city's streetcar system, and a special assessment district funds the capital costs of the city's streetcar system.

Utility Taxes or Fees: Utility fees are annual flat assessments per household or housing unit that range from \$5 to \$15. These fees are widely used in Oregon for operations and maintenance expenditures for transit and capital improvements of transportation infrastructure, primarily local roads and streets. Local governments in other states such as Florida, Texas, and Washington have enacted utility fees for transportation, but their use is not widespread across the country.

In 2011, the Corvallis Transit System implemented a Transit Operations Fee that is a hybrid revenue mechanism but is most closely associated with a utility fee. The fee is indexed to the average price of a gallon of gas and is adjusted each year. In 2012, the fee was \$3.73 per month for single family residences and \$2.58 per unit per month for multifamily properties. Pullman Transit in Washington State levies a voter-approved 2 percent utility tax on natural gas, electricity, telephone, water, sewer, and garbage collection services within the city of Pullman. This tax brings in approximately \$1 million annually.

Room and Occupancy Taxes: Additional sales taxes for hotel and lodging purchases are common across the country and include flat service fees and percentage based sales taxes. This revenue source is popular in areas with high tourism demand to fund additional needs associated with visitors.

Savannah, Georgia uses room occupancy fees to fund free public transportation and Park City Transit in Utah relies on occupancy taxes to fund services.

Lottery or Limited Gaming Taxes: Taxes are imposed on the sale of lottery tickets, most often by a state, while local municipalities may tax casino revenues or assess a fee per machine. In Colorado, state lottery taxes are devoted to fund costs associated with open space and recreation as well as the state and local library system. Those municipalities or tribal governments that allow for gaming may also transfer limited gaming fees to support local transit systems, including in Cripple Creek, Colorado.

The State of New Jersey diverts a portion of the state Casino Revenue Fund to support a Senior Citizens and Disabled Residents Transportation Assistance Program. The Commonwealth of Pennsylvania dedicates a percentage of lottery revenues to a free transit program for persons over 65 years old traveling in off-peak hours.

Vehicle-Miles Traveled Fees: A number of states are increasingly researching alternatives to fuel taxes that would instead charge drivers a fee based on the amount of miles traveled rather than a tax on the amount of fuel used. Fees could also be variable to help manage congestion at peak times. Generally,



those states examining VMT-based fees consider this system to be a revenue-neutral alternative to fuel taxes, rather than a source of additional new funding.

Corporate Sponsorship: Businesses across the country have practiced funding private employee shuttles or vanpool options for decades and subsidized or fully funded transit passes are a common employee benefit. Individual companies or business groups may also fully fund or subsidize new express routes, dedicated vehicles, or improved transit facilities that specifically serve their employees. Sponsorship opportunities can range from small-scale benefits programs to encourage ridership (such as commuter passes) to service subsidies (such as direct contract payments or on-vehicle advertising) to larger capital investments in new vehicles or facilities serving business centers. Private sponsorship can be uncertain and unsustainable, but partnerships and contracts do provide alternative revenue streams and offer opportunities for increasing system ridership.

Public-Private Partnerships: Public-private partnerships, or P3 arrangements, generally refer to a range of project delivery and financing agreements (loans) between a public agency and private business to complete infrastructure projects. P3 arrangements are becoming increasingly common for major public works or infrastructure projects. However, according to the National Council of State Legislatures, P3s are used for less than 20 percent of transportation projects nationally and not typically used for transit projects. In Denver, a recent agreement between the Regional Transportation District and Denver Transit Partners was the first full design-build-finance-operate-maintain transit P3 project in the United States.

States and communities across the country have enabled and enacted a wide variety of revenue mechanisms to directly or indirectly support transit services. Generally, those states with more robust local transit operations or with state policies that are more supportive of public transit allow for more innovative revenue options. In Colorado, the constitutional TABOR amendment restricts state and local governments from implementing new taxes without voter approval and from raising revenues collected under existing tax rates in excess of the rate of inflation and population growth, without voter approval. Additional constitutional restrictions in Colorado limit the ability of local governments to creatively finance transit services.

4.6 Potential Revenue Estimates

Transit providers in the Gunnison Valley TPR rely on federal grant programs and state funds to support major capital projects and almost exclusively rely on local governments to fund operating expenses. However the future of some federal programs is not clear and funding levels may be substantially reduced. Local governments that are reliant on sales and use taxes, as well as property or real estate transfer taxes, have been impacted by the recent economic downturn. To meet future needs and continue to provide critical services in the region, alternative revenue sources should be considered.

Table 4-1 provides an approximate estimate of potential new revenues in the Gunnison Valley TPR based on feasible and currently available revenue sources. This estimate is intended to portray the approximate value of these potential funding sources and does not constitute an endorsement or recommendation. Values are based on currently published information for Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties.

Table 4-1 Estimates of Funds Generated Through Alternative Revenue Sources

	Mechanism	Revenue Source	2012 Revenue Base	Annual Funds Generated
1.	0.5% sales tax	Net Taxable Sales	\$1,156,160,000	\$5,780,080
2.	1.0 mill levy	Assessed Property Value	\$2,553,828,610	\$2,553,829
3.	1.0 mill levy	Assessed Oil and Gas Property Value	\$35,973,050	\$35,973



	Mechanism	Revenue Source	2012 Revenue Base	Annual Funds Generated
4.	\$15 annual fee	Total Housing Units	55,124	\$837,825
5.	2% equivalent fee	Local Tourism Tax Receipts	\$16,071,700	\$321,420
6.	10% flex transfer	Local Highway Users Tax Fund	\$12,603,834	\$1,890,575

- 1. Sales Tax Increase:** If each county in the region were to enact an additional levy of 0.5 percent of net taxable sales in the region annual revenues could have reached nearly \$580,000 in 2012. An increase in sales taxes would require voter approval and would be collected by either a dedicated regional transportation authority or by local governments and then transferred to support transit services. Several counties and transportation authorities in the state (and in the region) currently levy dedicated mass transit sales taxes ranging from 0.4 percent to 0.8 percent, varying by city and county.
- 2. Property Tax Increase:** If each county in the region were to increase property taxes, the equivalent of 1.0 mill (or \$1 per \$1,000 of assessed value), the potential revenue generated in 2012 could have reached over \$2.5 million. An increase in taxes would require voter approval and local cities and counties may be limited by existing TABOR revenue limits. If a similar levy were applied only to the assessed value of oil and gas property, the potential revenue generated could reach over \$35,000.
- 3. Utility Fee Enactment:** If each county in the region were to enact a \$15 per housing unit annual fee to provide transportation and transit services, potential revenue could have reached nearly \$840,000 in 2012. Housing units account for single and multi-family residences, including those for seasonal use or second-home ownership. Housing units do not account for nightly lodging or rental units.
- 4. Tourism Tax Enactment:** Visitors to the region generated over \$16 million in local tax receipts in 2012. If each county in the region were to enact a fee or daily tax on lodging equivalent to 2 percent of all local tourism-based tax receipts, approximately \$320,000 in annual revenues could have been generated. New taxes require voter approval in Colorado.
- 5. Transfer of HUTF:** If each county in the region were to allocate 10 percent of HUTF receipts to transit, then approximately \$1.9 million could have become available for transit-related investments. Some counties in the region do use these funds to support transit infrastructure.

4.7 CDOT Grants Process

CDOT's DTR is responsible for awarding and administering state and federal transit funds to public transit and human service transportation providers throughout Colorado. State transit funds are provided through the FASTER Act passed by the state legislature in 2009. FASTER provides a fixed \$15 million per year for statewide, interregional, regional and local transit projects.

On the federal side, FTA provides funding for transit services through various grant programs. FTA directly provides several grant programs to Designated Recipients, primarily in urbanized areas. For rural areas, FTA transit funds are allocated by formula to the state and are administered by DTR through a competitive application process. These grant programs provide funding assistance for administrative, planning, capital, and operating needs. For more information on the various FTA grant programs, visit the FTA website at <http://www.fta.dot.gov/index.html>.

To begin the grant application process, DTR issues a Notice of Funding Availability (NOFA) and a "call for projects" for FASTER and FTA funds annually or biannually. Capital and operating/administrative calls for projects are conducted separately and at different times during the year. Applications for FTA operating and administrative funds are solicited every two years. Applications for FTA and FASTER capital funds are solicited every year in a single application and DTR determines the appropriate source of funds (FTA or FASTER).



From the date of the NOFA, grant applicants have a minimum of 45 days to submit an application. The application process will soon be available online using DTR's new CoTRAMS grant management program. Prior to submitting an application, each grant applicant must submit an agency profile and capital inventory. Applications will not be reviewed until this is complete. Applicants applying for funds for a construction project must have National Environmental Policy Act (NEPA) documentation completed and submitted with the application and demonstrate the readiness of the project to proceed.

Following the 45 day grant application period, applications for operating/administrative funds are then evaluated, scored, and ranked by both internal DTR staff and an Interagency Advisory Committee comprised of individuals outside of DTR (including the Colorado Department of Human Services and the Public Utilities Commission). Amounts awarded are often less than the amount requested. Applications for capital funds are evaluated primarily on performance metrics (age, mileage, and condition).

DTR announces the awards and obtains CDOT Transportation Commission approval for projects that are awarded FASTER transit funds. Transportation Commission approval is not necessary for FTA awarded funds. All awards require a local match—50 percent local match for operating funds and 20 percent for administrative and capital funds. All funds are awarded on a reimbursement basis; that is, grant recipients must first incur expenses before seeking reimbursement from CDOT.

Once funding awards are made, a scope of work for each awarded project is developed and negotiated between DTR and the grant applicant. Once the scope of work is complete, the project can be offered a contract. Once both DTR and the grant applicant fully execute a contract, CDOT issues a notice to proceed. For more information on the grant application process, visit the DTR Transit Grants website.



5.0 TRANSIT NEEDS AND SERVICE GAPS

This Chapter provides an assessment of key quantitative factors that play a role in assessing and understanding transit gaps and needs in the Gunnison Valley region. Additionally, an assessment of existing public transit and human service transportation services are reviewed with the gaps and needs expressed by a variety of sources and data collection efforts conducted as a part of this plan development. The sources used to prepare this subjective assessment of gaps and needs in the Gunnison Valley Transportation Planning Region (TPR) included, but were not limited to, the Gunnison Valley Transit Working Group (TWG), provider and human service agency survey results, geographic analysis of the locations/concentrations of the likely transit user populations (see Chapter 2), CDOT survey of older adults and adults with disabilities, and input received from two public meetings in the region.

5.1 *Quantitative Assessment of Needs and Gaps*

This section provides information relevant to general population growth, elderly population growth, and growth in resort/tourism dollars spent in the TPR. These data aid in the quantitative assessment of transit gaps and needs in the Gunnison Valley region.

5.1.1 Population and Elderly Population Growth

Based on 2012 estimates from the Colorado State Demographer's Office (see Chapter 2), the general population in the Gunnison Valley region is expected to see significant growth by 2040, increasing from 103,000 residents in 2013 to approximately 180,000 residents in 2040, a 75 percent increase. While the general population is likely to grow quite significantly in every county in the region, the highest growth rates are San Miguel, Montrose, and Delta counties. As all of the counties in the TPR are large counties and rural in nature, travel over long distances to reach services and employment will continue to be a challenge for transit providers and passengers alike. Because transit systems in the region are already heavily relied upon for employment and access to human services, this growth will need to be considered to meet the growth projected in the long-term.

Overall, the elderly population for the region is anticipated to grow 63.1 percent from 2013 to 2040. San Miguel County will see the most significant growth in the 65+ population in the region with a 195.6 percent increase from 2013 to 2040, but Gunnison County also has a high growth projection at 90.5 percent. To ensure transit services are available for the elderly population, active planning for both public transit and human service transportation will be necessary. The elderly population increases throughout the region will likely produce an increased number of transit dependent individuals who will rely heavily on human service transportation to get to major activity centers, healthcare facilities, and meal sites.

5.1.2 Resort/Tourism Demand Assessment

Tourism and outdoor recreation are significant economic engines in the Gunnison Valley region and by looking at tourism dollars spent in each county, reasonable assumptions can be made that the number of visitors will ebb and flow relative to increases and decreases in tourism dollars spent in each county and the region as a whole. In 2004 travel spending in the Gunnison Valley region was \$445 million and it increased to \$474 million by 2012; the average growth in travel spending between 2004 and 2012 was 0.8 percent. This period includes the economic recession, and in 2008 the region was hard hit by a decrease in travel spending. In 2007, the regions resort spending had climbed to \$491 million only to fall to \$457 million in 2009. By 2012, the region had recovered and is experiencing strong gains similar to those experienced before the recession.

Based on the historical travel spending growth from 2004 to 2012 in the Gunnison Valley region, it is reasonable to assume that there will be an average of 2.3 percent annual growth in travel spending in future years (determined by averaging the growth during each of the positive growth years between 2004 and 2012). In 2012 travel spending in the Gunnison Valley region was \$474 million. Assuming a growth rate of 2.3 percent in future



years, travel spending could reach \$570 million by 2020, \$717 million by 2030, and just over \$900 million by 2040. These projections indicate that transportation demand relative to tourism and recreation in the Gunnison Valley TPR could continue to grow through the planning horizon of 2040 and require significant increases to transit services throughout the region to keep up.

5.2 *Qualitative Assessment of Needs and Gaps*

Various limitations impact transit service delivery to the general public and specialized populations. By reviewing these gaps within the Gunnison Valley TPR, a baseline is established which then helps to identify the larger service needs and gaps. Identified service gaps and needs for the six-county TPR are reviewed below.

5.2.1 **Spatial Limitations**

Spatial limitations were observed in many parts of the Gunnison Valley TPR. Spatial limitations make it challenging for some travelers to access education, medical, service, shopping and employment centers outside their home service area. The following spatial imitations were identified in the Gunnison Valley TPR.

- ▶ There is currently no regional general public transit service connecting Gunnison and Montrose. This provides a significant barrier to passengers trying to access Grand Junction from the Gunnison and Crested Butte areas for recreation, human services, and employment.
- ▶ There is a need for general public transit service between Delta and Montrose. This service would aid in employment and recreational access between both communities. This is in addition to existing intercity bus service provided by SUCAP and human services transportation services.
- ▶ There is a need for general public transit service between Montrose and Telluride. Telluride represents a significant employment hub for the region, with many workers living outside of San Miguel County due to high cost of living. The general public would also benefit from increased transit between the two communities for recreation trips. This is in addition to existing intercity bus service provided by SUCAP, human services transportation, and vanpool services.
- ▶ There is a need for general public transit service between Delta and the North Fork communities. This service would aid in employment access for residents working in both the Delta and North Fork areas. The general public would also benefit from an increase in human services and recreation access.
- ▶ There is a need for additional Gunnison County human services transportation. These services would provide demand responsive transit service throughout Gunnison County.
- ▶ There is a need for additional City of Montrose human services transportation (provided by All Points Transit). The TWG identified that existing human services provided by the City are in high demand, which has resulted in long wait lists for passengers.
- ▶ There is a need for new Hinsdale County human services transportation. This service would connect the small, remote communities within Hinsdale County with Gunnison and Grand Junction.
- ▶ There is a need for demand response general public transit service in Ouray County. While it is one of the smallest counties in the TPR with under 5,000 people in 2013, there is a need to connect residents of Ouray County, especially the communities of Ouray and Ridgway, to other parts of the region and Grand Junction and Durango.
- ▶ During discussion of the transit system, the region identified the need to improve accessibility to transit. This could be accomplished in several ways, including by constructing park-and-rides and improving stops and stations to be more bicycle and pedestrian friendly. These improvements would benefit all transit users and increase the ability for travelers to access transit.

Additionally, supporting the needs identified through analysis of the region and from the TWG, the Colorado Statewide Intercity and Regional Bus Network Plan indicates the following spatial gaps in the Gunnison Valley TPR:



- ▶ Need for regional service from Montrose to Telluride with stops in Placerville and Ridgway (to operate 8 trips/day, 5 days/week)
- ▶ Need for regional service from Montrose to Gunnison (to operate 6 trips/day, 5 days/week)
- ▶ Need for additional regional service from Nucla to Telluride (to operate 4 trips/day, 5 days a week)

CDOT's survey of older adults and adults with disabilities also showed concurrence with many of the spatial needs identified in the Gunnison Valley TPR, including:

- ▶ Forty-three percent of respondents indicated that they rely on others for some to all of their transportation needs, with the majority of respondents (63 percent) unable to get somewhere because they could not find transportation once or more in the last month.
- ▶ The majority of the elderly and disabled surveyed have difficulty finding transportation to medical appointments (55 percent), for accessing activity centers for shopping and pharmacy trips (59 percent) and for recreation (50 percent).
- ▶ General public transportation service and paratransit service are not available where 53 percent of the survey respondents live and/or where they want to go, indicating that this was a "major problem."
- ▶ The distance to a bus stop showed to be a major problem for 29 percent of survey respondents and is a barrier to their use of transit.

5.2.2 Temporal Limitations

Temporal limitations were also observed in many parts of the Gunnison Valley TPR. Similar to spatial limitations, temporal limitations create challenges for passengers trying to access education, medical, service, shopping, and employment centers outside their home service area at certain times during the week/day. The following are the temporal limitations and needs noted for the Gunnison Valley TPR:

- ▶ A limitation on transit service frequency in the late evening and early morning hours was identified in the region. The lack of services during these times impacts the ability of service industry workers to access employment where jobs do not typically fall in the 8:00 AM to 5:00 PM timeframe.
- ▶ Several human service agencies in the region identified the need for additional and/or expanded weekend transit service. Again, weekend service allows specialized populations access to employment, recreation/social activities, and services.

CDOT's survey of older adults and adults with disabilities in the Gunnison Valley also indicated temporal needs of those surveyed, including:

- ▶ Forty-one percent of respondents indicated that service not operating during needed times was a "major problem" and a barrier to their using transit.
- ▶ Fifty-nine percent of respondents indicated that it was difficult to find transportation on weekdays from 10:00 AM to 4:00 PM, and 51 percent indicated this same challenge on weekdays from 4:00 PM to 7:00 PM. While many of the service providers offer daytime service, those respondents who indicated transportation challenges may be indicating a lack of frequency on fixed route services or inability to get appointments on demand response services. Lack of transportation services during the day on Saturday and Sunday also was a time that survey respondents indicated needing transportation services, 38 percent and 34 percent, respectively.

5.2.3 Funding Limitations

All general transit and human service transportation providers identified funding limitations and needs in the region. The following are the main issues identified:

- ▶ All providers identified the need for additional operating and capital funds to maintain existing services as a major issue. The lack of ongoing, consistent funding remains an issue in Colorado and within the



Gunnison Valley TPR. While capital funds are needed, all providers noted the lack of operating funds as a major limitation. The Federal Transit Administration (FTA) is also now requiring all grantees to develop asset management plans. CDOT will work with its grant partners to meet this new requirement with the goal of having the asset management plans in place for all grantees by 2017.

- ▶ Growth in the elderly population in the Gunnison Valley region will put additional strain on general public and human service transportation agencies, which will likely require additional funds to expand services to meet demand.
- ▶ Projected tourism growth of 2.3 percent annually will likely result in a need for additional funds to expand service to meet demand. With the limitations on maintaining existing services, this is going to become a bigger issue as the region grows and tourism increases.

5.2.4 Program Eligibility and Trip Purpose Limitations

Program eligibility and trip purpose limitations also result in gaps and unmet needs in existing services. Examples in the Gunnison Valley TPR include:

- ▶ Many human service transportation programs are often available to only their program clients with no comingling of various subsets of the population allowed. This is often due to the funding limitations, liability concerns, vehicle needs, and passenger behavior. The region specifically identified a need for increased comingling of passengers for medical trips to Grand Junction to reduce the number of trips and to increase the number of clients served on each trip.
- ▶ Many quality of life trips (e.g., shopping, meals, and friends) are often not eligible trips through human service transportation providers. This becomes especially problematic as the elderly population grows and these older adults want to age in place.

5.2.5 Human Services Transportation Coordination Limitations

The Gunnison Valley TPR has made significant progress in its coordination efforts since this plan was last updated in 2008. The Regional Transit Coordinating Council (RTCC) has been meeting for several years to discuss transit needs and planning goals to aid service throughout the region. Additionally, All Points Transit currently provides a mobility manager, travel training, and a centralized call center, all coordination strategies that should be considered for action by the rest of the region. The following are ways the region can continue to coordinate to meet the needs of residents, businesses, and visitors in the years to come:

- ▶ Region 10 League for Economic Assistance and Planning currently facilitates coordination between the transit agencies, including a role with the 3RRTCC. The Gunnison Valley TWG recommends hiring a Mobility Manager/Coordinator. Among this person's roles would be to encourage active and regular participation in coordination council activities, develop joint decision making processes, and implement a travel training program inclusive of all regional services. Additionally this person would champion coordination strategies for the region, including:
 - Market the availability and benefits of transit region-wide.
 - Develop a single-resource rider information pamphlet and website designed to inform the general public about all of the transit services available throughout the region. This strategy will be particularly valuable as other new route suggestions are implemented throughout the region and connectivity becomes possible within the TPR.
 - Implement a centralized call center designed to consolidate all transit needs throughout the region into a single point of contact so that detailed assistance about transit options throughout the region can be provided to the general public.
 - Establish Travel Demand Management (TDM) programs throughout the region. These services could include rideshare, vanpools, carpool programs, and bike promotion. These services should be customized and tailored to target specific trip purposes throughout the region, for example, employee trips to major work destinations within or outside the region.



6.0 FINANCIAL AND FUNDING OVERVIEW

This Chapter presents current and estimated future operating expenses and revenues available in the Gunnison Valley Transportation Planning Region (TPR) through 2040. These estimates are based on survey reported data from providers in the region. Through Transit Working Group meetings, every attempt was made to be inclusive of all providers and agencies operating in the region and to verify the accuracy of this data. These estimates reflect best available data and are intended solely to illustrate long-term trends in operating needs.

The 2040 operating revenue and expense projections presented here are intended to estimate the general range of future revenues available and the magnitude of future resource needs. While any forecast is subject to uncertainty, estimates may help guide regional actions and may indicate the need for future coordination, collaboration, and alternative revenue strategies.

6.1 Current and Future Operating Expenses

In recent years, operating expenses for major transit providers in the Gunnison Valley TPR have grown faster than available revenues and population growth. Between 2008 and 2012, the average annual percent change in operating expenses for service providers in the region ranged from -2 percent to +22 percent. This reflects the impacts of the economic downturn on sales and use tax collections and real estate transfer revenues of local governments in the region. As shown in **Table 6-1**, operating expenses are expected to grow by 1.9 percent (average annual growth) between 2013 and 2040, while operating revenues are projected to grow by 1.3 percent in the same time period. The region’s full-time resident population is expected to grow 1.8 percent annually between 2013 and 2040 and reach approximately 180,000 by 2040. Visitor and seasonal resident populations are likely to grow rapidly over the same time period.

Table 6-1 Existing and Projected Operating Expenses and Revenues to Maintain Existing Service Levels (2013 – 2040)

Gunnison Valley TPR	Year 2013	Year 2020	Year 2030	Year 2040	Average Annual Growth (2013-2040)
Operating Expenses	\$7,270,056	\$9,126,000	\$11,459,000	\$13,379,000	1.9%
Operating Revenues	\$7,270,056	\$8,024,000	\$9,362,000	\$10,475,000	1.3%
<i>Potential Funding (Gap) / Surplus</i>	0	<i>(-\$1,102,000)</i>	<i>(-\$2,097,000)</i>	<i>(-\$2,904,000)</i>	-0.6%

Source: CDOT, Transit Agency Provider Survey, 2013. Dollars in year of expenditure value.

In 2013, approximately \$7.3 million, or \$73 per capita, was expended to support critical transit and transportation services in the Gunnison Valley TPR. To provide the same level of service (as measured by per capita expenditures) in 2040 as today, the region will require approximately \$13.4 million in operating funds.

Table 6-2 provides an overview of several indicators often used to measure performance of transit systems. The operating cost indicators provide an additional perspective on the operational costs in the Gunnison Valley TPR and the regional influences. Influences on operating cost measures include the rural nature of the area, long trip distances, and higher fuel and maintenance costs.



Table 6-2 Gunnison Valley TPR Average Transit Operating Cost

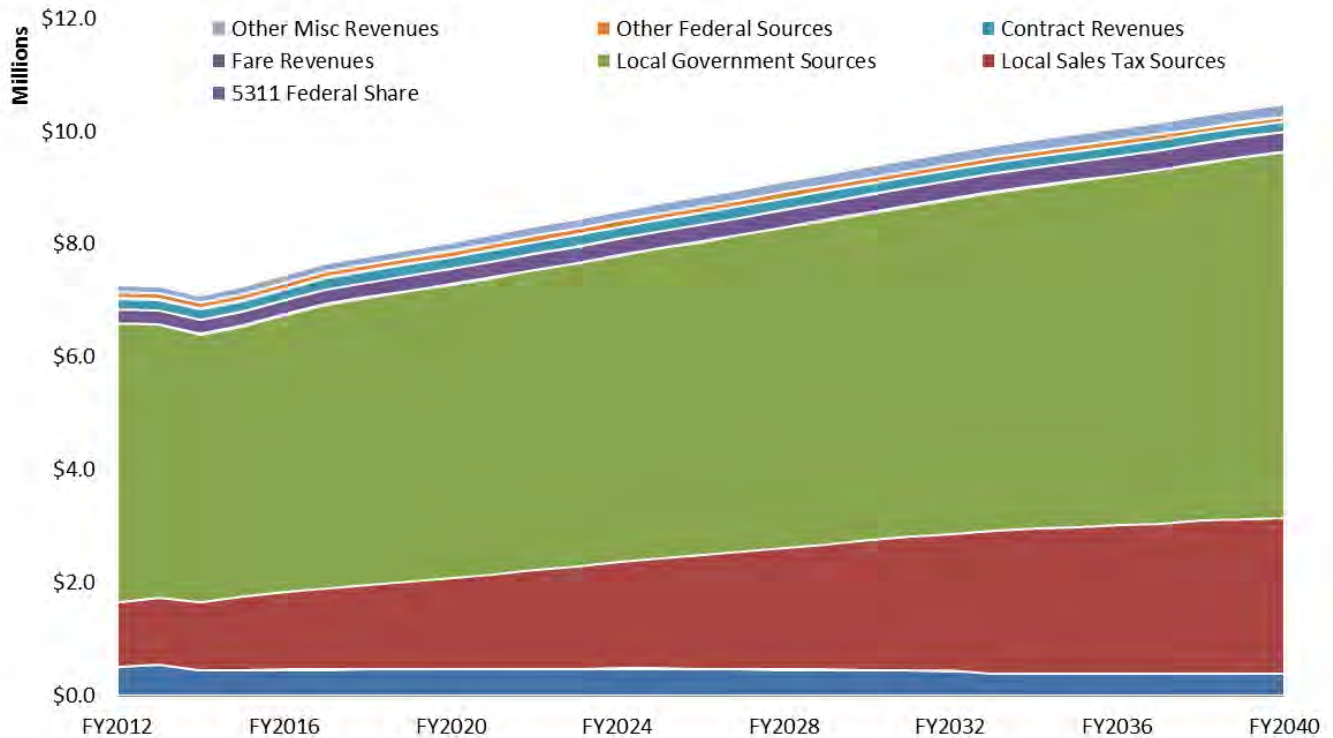
Performance Measure	Operating Cost
Cost per Capita	\$73
Cost per Passenger Trip	\$3
Cost per Revenue Mile	\$2
Cost per Revenue Hour	\$106

Source: Transit Agency Provider Survey, 2013

6.2 Current and Future Operating Revenues

By 2040, the Gunnison Valley TPR could expect transit revenues available for operating and administration purposes to reach an estimated \$10.5 million. **Figure 6-1** illustrates potential future trends in major operating revenue sources currently used within the region. Future revenue projections are based on historical trends in transit operating budgets, current estimates of federal revenue growth, and state and regional population and economic growth rates. (All operating expenses also include administrative expenses as reported by transit operators and as collected from the National Transit Database and other direct data.)

Figure 6-1 Forecasted Operating Revenues in the Gunnison Valley TPR



The following information summarizes each revenue category identified in **Figure 6-1**:

- ▶ **Federal Transit Administration (FTA) 5311 revenues** are dependent on fuel tax revenues, which are expected to grow more slowly from 2020 through 2040. FTA awards provide a significant portion of transit service funding in the region today, including continuing operating support through FTA 5311 rural funds. CDOT estimates future FTA funding levels per Congressional Budget Office forecasts.



- ▶ **Local sales tax sources** provide an important source of revenue in the region, particularly for sales taxes dedicated to transportation purposes. Growth in sales tax revenue is expected to slow in the future as consumer spending shifts from durable goods to non-taxable services such as healthcare.
- ▶ **Local government sources** include local matching funds for grant awards, general fund transfers, and dedicated local revenue streams. These sources are highly variable and depend on the fiscal health and economy of local municipalities. The region as a whole has experienced slow growth in local government revenues with the recession, particularly the Town of Mountain Village, which accounts for most local funds in the region. Over the past decade, local property tax revenues have grown at a compound annual average rate of 1.1 percent. Economic growth factors driving property tax assessment in the region could push this forecast much higher or even lower in the future.
- ▶ **Fare and donation revenues** is also variable and linked to personal income growth, system ridership, and policy changes. Based on historic trends, growth in fare revenues are anticipated to remain steady and then slow over the long-term.
- ▶ **Contract revenues** include fees provided by a transit agency> For example, All Points Transit provides service to several jurisdictions in the region.
- ▶ **Other federal revenues** include relatively stable sources such as payments through Title III of the Older Americans Action (OAA). Other federal programs are highly variable including payments through the NEMT Medicaid program. Revenues from Medicaid have grown quickly in the region, as much as 20 to 30 percent year over year. Medicaid case loads and payments are expected to continue to grow in the near-term but to begin to slow in the long-term with changes in the population demographics within the region. Sequestration or other changes in federal programs will impact the revenues available through Medicaid, OAA, Community Service Block Grants (CSBG), and other programs.
- ▶ **Other revenues**, including Temporary Assistance for Needy Families/Workforce Investment Act (TANF/WIA), Head Start, other FTA grant programs, and agency-derived sources such as investments and contracts are important but relatively small sources of revenues and not directly included in this forecast.

Estimating future revenues is challenging, particularly for the diverse federal, state, and local funding mechanisms used to support transit services in rural areas. Federal legislation, such as Moving Ahead for Progress in the 21st Century Act, OAA, Social Security Act, and WIA provide significant and ongoing funding for transit and transportation services but is subject to periodic reauthorizations and annual budget appropriations. Individual programs funded through the FTA, Department of Veteran Affairs, and Department of Health and Human Services continue to evolve over time and changes in state funding formulas can significantly impact the monies available to providers in Colorado.

Other federal grant awards are competitive, often one-time grants, and highly uncertain over the long term. Revenues from local governments or regional transportation authorities are often not dedicated and are subject to variations in local tax revenues and local budget processes. Donations and awards from private, civic, or philanthropic sources are highly variable and not often recurring. Fare and contract revenues reflect demand for services but may also vary substantially with local economic fluctuations or changes internal to the agency. Every effort has been made to reasonably estimate the overall level of revenues available to support operating expenses at the regional level.

6.3 Status Quo Revenue and Expense Summary

Based on best available information and known trends, it is currently forecast that transit expenses in the Gunnison Valley TPR will grow faster than transit revenues by approximately 0.6 percent (average annual growth including inflation) between 2013 and 2040. As illustrated in **Table 6-1**, these trends could result in a potential funding gap of nearly \$2.9 million in 2040. In terms of potential projects and strategies, this means the region will have to secure new funding sources to address funding gaps.



Future operating expense estimates represent only the resources necessary to maintain transit services at current levels on a per capita basis. These estimates do not take into account any cost increases beyond inflation. For example, higher costs of labor, fuel, administration, and maintenance can significantly increase operating costs. As a result, actual operating expenses in future years may run higher than anticipated. Additionally, revenue forecasts are highly variable and actual future values may be higher or lower than expected. In particular, sales and use tax collections are cyclical and depend entirely on economic conditions.

Given the magnitude of potential future funding shortfalls in the region, alternative revenue sources, such as those described in Chapter 4, or growth in current revenue streams will more than likely be necessary to continue to fund improvements and to meet the growing needs of the general public, seasonal visitors, businesses, elderly, veterans, low-income, and transit dependent populations.



7.0 IMPLEMENTATION PLAN

Transit is an important economic engine that helps drive the state of Colorado's economy. Transit helps connect employees, residents, and visitors to jobs and recreation and much more throughout the Gunnison Valley Transportation Planning Region (TPR). The strategies identified in this Chapter highlight the importance of continuing to make meaningful investments in transit in the region.

Based on the financial scenarios and the projected growth in the Gunnison Valley TPR, the highest priority strategies for the region have been identified, including the associated costs, common funding sources, local champions and partners, and the ideal implementation timeframe. Each strategy falls in line with the vision identified by the Gunnison Valley TPR Transit Working Group (TWG), aligns with one or more of the region's supporting goals, and supports the statewide goals and performance measures (see Chapter 1) established by CDOT with input from the Statewide Steering Committee.

7.1 High Priority Strategies

The following strategies are to be used as an implementation plan to help prioritize and fund projects over the next 15 years (through 2030). The implementation plan should be used as a guide for moving the Gunnison Valley region's transit vision forward. The TWG identified these strategies based on input from the public, needs and gaps in service, and input from transit and human service providers in the region. The strategies are categorized by the regional goal that it supports and also includes information, as appropriate, on the performance measure categories the strategy supports. **Appendix D.5** includes a full list of regional transit projects identified by the Gunnison Valley TWG.

It should be noted that the strategies identified in this Chapter complement and are congruent with the recommendations that have been identified in plans and studies completed in the region within the last five years. This includes the local plans identified in Chapter 1 and the Statewide Intercity and Regional Bus Network Plan. It is important to connect all planning efforts to meet the overall combined vision and goals of various stakeholders and entities throughout the region.

Regional Goal 1: Preserve, maintain, and enhance existing services.

Strategy 1.1: Continue operation of existing transit services.

- ▶ 2030 Operating Cost: \$11,459,000 (1.9% average annual growth)
- ▶ Timeframe: Ongoing
- ▶ Champions/Partners: All existing agencies
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, and Safety and Security
- ▶ Potential Funding Sources:
 - Operating* – FTA 5310, FTA 5311, Agency Revenues, Local Government, Gunnison RTA, Local Highway User Trust Fund (HUTF)
 - Capital* – FTA 5310, FTA 5311, FTA 5337, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP



Strategy 1.2: Improve accessibility to transit for all users. Includes constructing park-and-rides (including at Ridgway, Society Turn, within City of Montrose, along SH 135), and improving stops and stations (including sidewalks, curb cuts, and shelters).

- ▶ Capital Cost: \$1,150,000 (assumes 5 park-and-rides with 100 spaces each [\$1 million]), stops and station improvements (\$150,000)
- ▶ Timeframe: Ongoing
- ▶ Champions/Partners: All existing agencies
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources:
Capital – FTA 5310, FTA 5311, FTA 5337, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP

Strategy 1.3: Implement asset management program to report to FTA the condition of the system and progress toward meeting performance targets set by FTA and CDOT.

- ▶ Administrative Cost: Unknown
Note: It is anticipated that the cost of implementing and maintaining asset management plans will be offset by the savings accrued through the streamlining of maintenance and capital costs associated with managing assets more effectively.
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Region 10; All existing agencies
- ▶ Performance Measure Categories: System Preservation and Expansion
- ▶ Potential Funding Sources:
Administrative – FTA 5304, FTA 5326, FTA 5337, FASTER

Regional Goal 2: Provide additional general public transit service within and between communities.

Strategy 2.1: New Gunnison-Montrose general public transit service along US 50.

- ▶ Capital Cost: \$60,000
- ▶ Annual Operating Cost – \$150,000 (assumes 2 round trips, 5 days/week)
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Gunnison Valley RTA; All Points Transit, Montrose
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:
Operating – FTA 5311, Agency Revenues, Local Government, Gunnison RTA, Local HUTF, Corporate Sponsorship/ Contract Services
Capital – FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership

Strategy 2.2: New Montrose-Delta general public transit service along US 50.

- ▶ Capital Cost \$60,000
- ▶ Annual Operating Cost - \$150,000 (assumes 4 round trips, 5 days/week)
- ▶ Timeframe: 7–12 years
- ▶ Champions/Partners: All Points Transit; Delta, Montrose
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality



▶ Potential Funding Sources:

Operating – FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate Sponsorship/ Contract Services

Capital – FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership

Strategy 2.3: New Montrose-Telluride general public transit service. Potential stops include Montrose, Colona, Ridgway, Placerville and Telluride.

▶ Capital Cost \$120,000

▶ Annual Operating Cost –\$420,000 (assumes 4 round trips, 7 days/week)

▶ Timeframe: 1–6 years

▶ Champions/Partners: Montrose, Ouray and San Miguel Counties; Montrose, Ridgway, Mountain Village, Telluride; Telluride Express, All Points Transit

▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality

▶ Potential Funding Sources:

Operating – FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate Sponsorship/Contract Services

Capital – FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership

Strategy 2.4: Additional Delta-North Fork Valley general public transit service.

▶ Capital Cost \$60,000

▶ Annual Operating Cost –\$150,000 (assumes 5 days/week, 8 hours/day)

▶ Timeframe: 7–12 years

▶ Champions/Partners: Delta County; All Points Transit

▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality

▶ Potential Funding Sources:

Operating – FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate Sponsorship/ Contract Services

Capital – FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership

Strategy 2.5: Additional Gunnison County human services transportation.

▶ Capital Cost \$60,000

▶ Annual Operating Cost - \$150,000 (assumes demand responsive service, 5 days/week, 8 hrs/day)

▶ Timeframe: 7–12 years

▶ Champions/Partners: Gunnison County; Crested Butte – Mt. Crested Butte Mountain Express

▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality

▶ Potential Funding Sources:

Operating – FTA 5310, FTA 5311, Agency Revenues, Local Government, Gunnison RTA, Local HUTF, Corporate Sponsorship/ Contract Services, Medicaid, TANF, CSBG/CDBG, OAA Title III

Capital – FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership, TANF, CSBG/CDBG, OAA Title III

Strategy 2.6: Additional City of Montrose human services transportation.

▶ Capital Cost \$180,000 (3 buses)

▶ Annual Operating Cost - \$450,000 (assumes demand responsive, 5 days/week, 8 hrs/day)



- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: All Points Transit; City of Montrose, Montrose County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:
 - Operating* – FTA 5310, FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate, Medicaid, TANF, CSBG/CDBG, OAA Title III, Sponsorship/ Contract Services
 - Capital* – FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership, TANF, CSBG/CDBG, OAA Title III

Strategy 2.7: New Hinsdale County human services transportation.

- ▶ Capital Cost \$60,000
- ▶ Annual Operating Cost - \$90,000 (assumes demand responsive, 3 days/week, 8 hrs/day)
- ▶ Timeframe: 7–12 years
- ▶ Champions/Partners: Hinsdale County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:
 - Operating* – FTA 5310, FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate, Sponsorship/ Contract Services, Medicaid, TANF, CSBG/CDBG, OAA Title III
 - Capital* – FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership, TANF, CSBG/CDBG, OAA Title III

Strategy 2.8: New Ouray County combined general public/human services transportation.

- ▶ Capital Cost \$60,000
- ▶ Annual Operating Cost - \$90,000 (assumes demand responsive, 3 days/week, 8 hrs/day)
- ▶ Timeframe: 7–12 years
- ▶ Champions/Partners: Ouray County, All Points Transit
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:
 - Operating* – FTA 5310, FTA 5311, Agency Revenues, Local Government, Local HUTF, Corporate, Sponsorship/ Contract Services, Medicaid, TANF, CSBG/CDBG, OAA Title III
 - Capital* – FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership, TANF, CSBG/CDBG, OAA Title III

Strategy 2.9: Conduct a detailed feasibility study/network plan for proposed new/expanded service in the region. The analysis would include county needs (all counties in the region) as well as regional connectivity needs.

- ▶ Administrative Cost: \$30,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Region 10
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility
- ▶ Potential Funding Sources:
 - Administrative* – FTA/FASTER Administrative, Local/Regional Government, FTA 5304



Regional Goal 3: Improve and promote transportation options.

Strategy 3.1: Develop single-resource rider information pamphlet and website.

- ▶ Administrative Cost: \$30,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Future 3RRTCC Coordinator/Mobility Manager
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources:
Administrative – CDOT, CSBG/CDBG, OAA Title III, Other Federal, Private/In-kind Contributions, Corporate Sponsorship

Strategy 3.2: Market availability and benefits of transit.

- ▶ Administrative Cost: \$10,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Future 3RRTCC Coordinator/Mobility Manager
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources:
Administrative – FTA/FASTER Administrative, Advertising, Private/In-kind Contributions, Local/Regional Government

Strategy 3.3: Establish TDM Programs (including rideshare/vanpool/carpool programs, bike promotion).

- ▶ Administrative Cost: \$10,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Future 3RRTCC Coordinator/Mobility Manager
- ▶ Performance Measure Categories: Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources:
Administrative – FTA/FASTER Administrative, CSBG/CDBG, OAA Title III, Local/Regional Government, Other Federal, Private/In-kind Contributions, Corporate Sponsorship

Regional Goal 4: Increase transit funding through public and private mechanisms.

Strategy 4.1 Pursue stable dedicated funding source (e.g., regional RTAs, statewide funding, local funding).

- ▶ Capital Cost: \$200,000 (assumes hiring one staff person or consultant to advocate and organize pursuit [\$75,000], including printing and materials costs [\$125,000])
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Region 10; Transit Stakeholders
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources:
Operating – Private Contributions, Contract Services
Capital – Public-Private Partnerships
Administrative – FTA 5304



Regional Goal 5: Integrate general public and human transit services.

Strategy 5.1: Implement centralized call center.

- ▶ Capital Cost: \$250,000
- ▶ Timeframe: 7–12 years
- ▶ Champions/Partners: Future 3RRTCC Coordinator/Mobility Manager
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources:
Capital – FTA 5311, FASTER

Strategy 5.2: Hire Regional Coordinating Council Coordinator/Mobility Manager. Encourage active and regular participation in coordinating council activities, develop joint decision making process, and implement travel training program inclusive of all regional services.

- ▶ Capital Cost: \$10,000
- ▶ Administrative Cost: \$70,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: Region 10
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources:
Administrative – FTA 5311, FTA 5337, FTA 5339, FTA Veterans Transportation and Community Living Initiative, RTAP

7.2 Implementation Plan Financial Summary

Table 7-1 provides an overview of estimated costs over the next 15 years associated with maintaining the existing system compared to implementing the high-priority strategies as identified in Section 7.1. The implementation plan strategies are ongoing, near (1-6 years), and mid-term (7-12 years) transit enhancements evaluated in this financial summary.

To maintain existing service levels in 2030, the region would require operating funds in the amount of approximately \$11.5 million. Overall inflation rates in Colorado over the last decade have averaged 2 percent per year. Price inflation for goods and services has averaged 3 percent per year, and motor fuel price inflation has averaged more than 10 percent over the last decade. Inflation erodes the purchasing power of current revenue streams.

To implement the “growth” scenario, the region would require an additional \$2.7 million in operating and administrative funds between now and 2030. Capital costs associated with implementation of the high-priority strategies will require approximately \$2.4 million over the next 15 years in 2013 dollars and \$3.8 million in 2030 dollars.

As shown, to maintain existing services and implement high priority strategies identified in the region, it will cost the Gunnison Valley TPR \$14.2 million. The Gunnison Valley TPR will need to secure new funding to ensure growth and expansion of transit and human services transportation in the region.



Table 7-1 Financial Summary

2030 Projected Annual Operating/Administrative Costs	
Status Quo – Maintain Existing Service Levels	\$11.5 million
Growth – Implement High Priority Strategies	\$2.7 million
Total - Status Quo and Growth Costs	\$14.2 million
2030 Anticipated Revenues	\$9.4 million
Shortfall	(\$4.8 million)
<i>Values in 2030 dollars</i>	
2014-2030 Projected Capital Costs	
Growth – Implement High Priority Strategies	\$2.4 million in 2013 dollars \$3.8 million in 2030 dollars

As discussed in Chapter 6, it is currently forecast that transit expenses in Gunnison Valley TPR will outstrip the growth in transit revenues by as much as 0.6 percent, resulting in a potential funding gap of approximately \$2.9 million to maintain existing service levels in 2040. In terms of potential projects and strategies, this means the region will have to secure new funding sources to address funding gaps.

Future operating expense estimates represent only the resources necessary to maintain transit services at current levels on a per-capita basis. These estimates do not take into account any cost increases beyond inflation. For example, higher costs of labor, fuel, administration, and maintenance can significantly increase operating costs. As a result, actual operating expenses in future years may run higher than anticipated.

To provide the same level of service (as measured by per capita expenditures) in 2040 as today, the region will require approximately \$13.4 million in operating funds.



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