

# Northwest

Transportation Planning Region  
Regional Coordinated Transit &  
Human Services Plan



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

**December 2014**

Prepared by:



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

# **NORTHWEST TRANSPORTATION PLANNING REGION REGIONAL COORDINATED TRANSIT AND HUMAN SERVICES PLAN**

***Prepared for:***

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Division of Transit and Rail and  
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## 1.0 INTRODUCTION

Public transportation is a lifeline for many residents throughout the Northwest 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 access to jobs, shopping and other destinations; creation of jobs in public transit and related industries; reduction in the cost of transportation for individuals and families with a portion of the cost savings redirected to the local economy; provides businesses with access to broader labor market with more diverse skills; and savings associated with the reliability effects of reduced congestion.
- ▶ Social benefits of transit include providing transportation options to access destinations; reduction in household expenditures on transportation, allowing savings to be spent in the local economy; reduction in non-transportation service costs; less congestion on the road resulting in reduced travel time and accidents; accessibility of transit by all segments of the population; health benefits associated with walking to/from transit; an overall savings in time and money.
- ▶ Environmental benefits include reduction in emissions and carbon footprint, reduction in gas consumption, improved air quality with reduction in associated health issues; fewer impacts on the environmental 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 Northwest 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 Northwest TPR 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 26 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 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. 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 (such as 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 US, 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 service 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 recipients of transit funds 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 services in the region. The process to develop this transit plan included information and outreach to low-income and minority populations in the Northwest 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, coordinates 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 concurrently 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 the administration of 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 focuses on 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 stakeholder 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.

Passenger rail elements of the Colorado State Freight and Passenger Rail Plan that could potentially impact travel in and to the Northwest region are numerous. The State Rail Plan identifies these suggested projects without any statement about the feasibility or likelihood of action. The projects have been compiled based on recommendations/options from other plans or studies, as well as through stakeholder and public comment during the plan development. Projects include upgrades to the passenger rail cars on Amtrak's California Zephyr route, the acquisition of additional cars for Amtrak's California Zephyr route, possible increased passenger rail through Fraser and Granby via the reinstatement of the Pioneer Line between Denver and Seattle, and possible passenger rail from Glenwood Springs to Steamboat Springs.

### 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. Two airports in the Northwest region have been identified in the plan as needing improved ground transportation. Access to rental cars is recommended for the Meeker Airport, while access to some form of ground transportation at the Rangely Airport is also recommended.

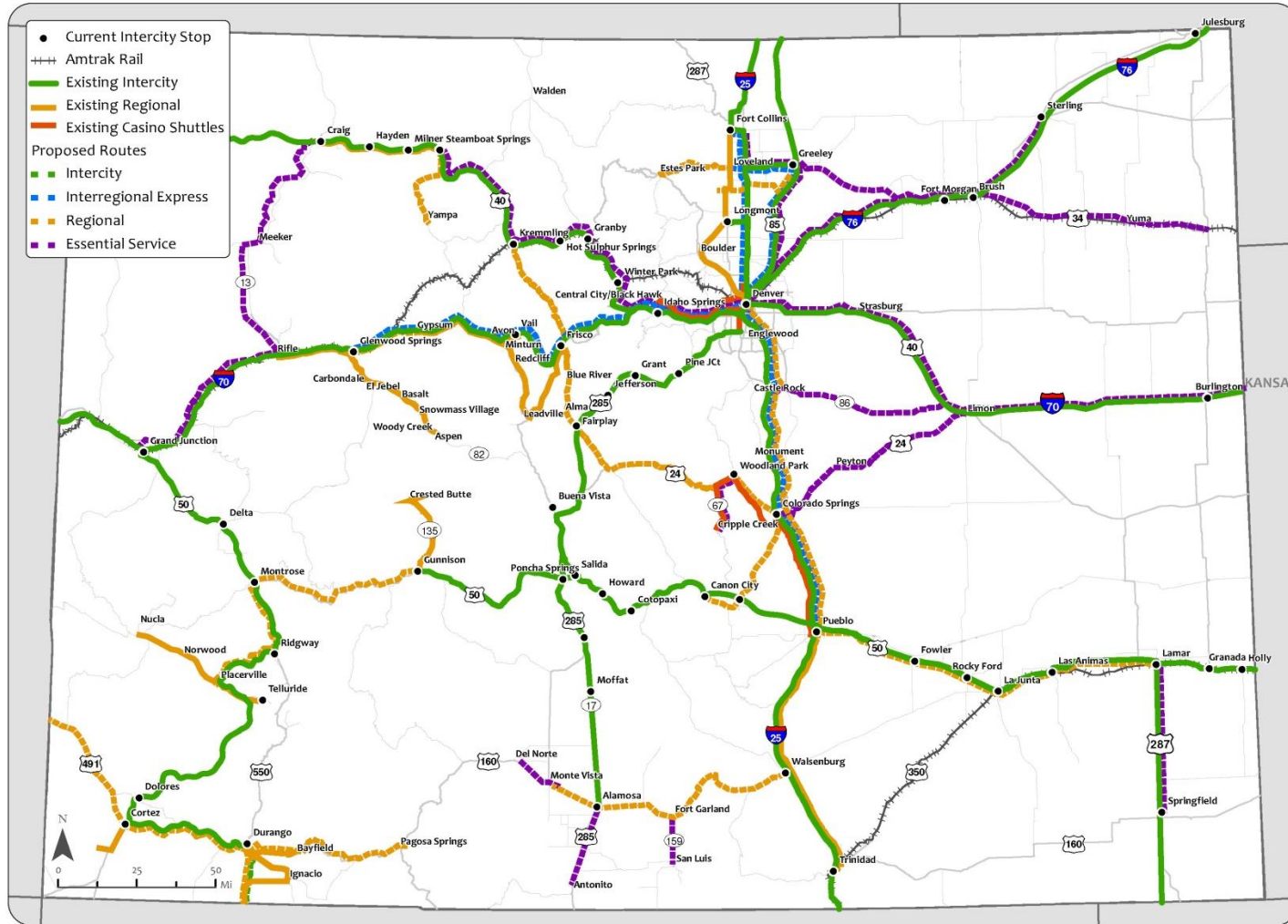
### 1.3.4 Colorado Statewide Intercity and Regional Bus Network Plan

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, focuses on commuter service, typically operates weekdays, and attempts to provide time sensitive travel times.
- ▶ **Intercity bus service:** Provides long-distance travel connecting major hubs throughout the nation, is typically funded with fares, and carries 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. Administrative and operating funds come from federal, state and/or local sources.
- ▶ **Essential bus services:** 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 Northwest TPR include a regional route from Kremmling to Frisco, a regional route from Steamboat Springs to Yampa, the addition of an essential services route from Craig to Grand Junction, and the addition of an essential services route from Steamboat Springs to Denver via Winter Park. **Figure 1-1** includes existing and proposed statewide routes identified in the Intercity and Regional Bus Network Plan.

Figure 1-1 Existing and Proposed Statewide Routes

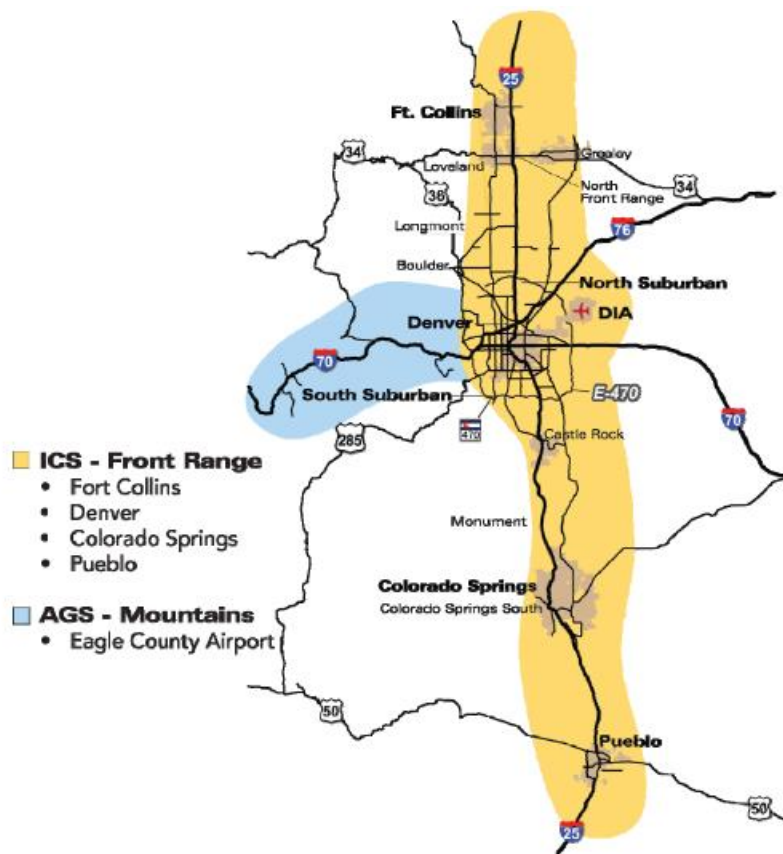


Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan

### 1.3.5 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.

**Figure 1-2 ICS and AGS Study Area**



Source: *Interregional Connectivity Study, 2014*

The recommendations for the ICS system, combined with the I-70 Mountain Corridor AGS system, brings in an estimated 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.



### 1.3.6 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 Valley, and Grand Valley. This study showed quantifiable annual net benefits created by transit systems in the respective communities. Roaring Fork Transportation Authority (RFTA) provides an annual net benefit of \$38.6 to \$49.9 million to the Roaring Fork Valley. 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.

#### 1.4 *Relevant Northwest TPR Background Studies/Plans*

Past studies conducted within the Northwest TPR provide a framework for understanding the transportation needs throughout the region. Relevant reports and plans are listed below with a brief description and key findings.

##### 1.4.1 2035 Northwest Local Transit and Human Service Transportation Coordination Plan

In 2008, the Northwest TPR completed its Local Transit and Human Service Transportation Coordination Plan as part of its 2035 Regional Transportation Plan. The Northwest region had two plans developed for sub-areas within the region: one for Grand County and another for Jackson, Moffat, Rio Blanco, and Routt counties. The information and outcomes from these plans were incorporated into the Northwest 2035 Regional Transportation Plan to reflect the multimodal needs of the region. The recommendations included in the transit plans were used as a starting place for discussion of transit needs and in developing this document.

##### 1.4.2 CDOT Statewide Survey of Older Adults and Adults with Disabilities (2013)

In 2013, CDOT DTR conducted a statewide survey to learn about the travel behavior and characteristics of older adult (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 Northwest region.

##### 1.4.3 Department of Planning and Zoning Grand County Master Plan (2011)

This document updates the existing Grand County Master Plan adopted in 1998 by the Grand County Planning Commission. Its purpose is to guide and coordinate harmonious development of the county. The Plan Update sets forth a series of goals and strategies to effectively continue guiding future land use in Grand County in a manner consistent with a shared community vision.

Policies and actions related to transit include:

- ▶ Promote the strategic integration of open space, trail corridors, and potential mass transit amenities into future areas of development to provide diverse recreational opportunities, access to public lands and community activity centers, and enhance the overall character of the community.
- ▶ In conjunction with mass transit planning efforts, encourage transit-oriented development that supplies a broad range of types of housing, particularly in growth areas.
- ▶ Review land use regulations to ensure compatibility with current transit planning efforts and potential land uses, particularly in growth areas and other existing development areas.
- ▶ Develop transit and trail systems with cyclists' safety in mind, thereby encouraging bicycle use for recreational and local transportation.
- ▶ Continue to promote the development of transit alternatives to major recreation and tourist attractions.
- ▶ Evaluate the county's role in the development of a county-wide mass transit system and modify as necessary to reflect current county policy.

#### 1.4.4 Fraser Valley Public Transit System Analysis (2008)

The Town of Winter Park developed an implementation plan for public transportation service to serve the Fraser Valley area. The plan recommends that the Town of Winter Park develop a Transit Division and negotiate a contract with a private transit management firm to operate the service. The plan recommends that service be funded through FTA grants, local public funds and private funds from the existing resort operator. The plan also provides a detailed implementation schedule for getting the service in operation in six months.

#### 1.4.5 Moffat County Master Plan

The 2003 Moffat County/City of Craig Master Plan is a broad public policy tool for guiding decisions concerning land use and future growth. The Plan builds on and succeeds previous master planning efforts, primarily the Moffat County Master Plan completed in 1982 and revised in 1992, and the Moffat County Land Use Plan: Chapter One adopted in 2001. The plan states that 30 percent of workers in Moffat County and Craig commuted to work by means other than driving alone. The Plan includes the following direction and actions related to transit:

- ▶ **Direction:** Support capital improvements for improving local and regional transit.
- ▶ **Action:** Investigate the feasibility of designing and constructing a transit center to meet current and projected bus service.

#### 1.4.6 Rio Blanco County Master Plan (2003)

The Rio Blanco County Master Plan sets a path that supports future growth in a deliberate, planned, and affirmative approach that accommodates new housing, businesses, industry, agriculture, services, jobs, open spaces, transportation and environmental protection. The Plan also provides tools to Rio Blanco County citizens, staff, and decision-makers with the intent of supporting sustainable growth systems and County Core Values. The plan states that transportation infrastructure should include provision of bus/van transit and carpool lots in locations that are logically used by energy workers from Rangely, Meeker, and other nearby communities. The Plan also includes the following goal related to transit:

- ▶ **Goal - LU-8:** Rio Blanco County subscribes to the 10 principles of Smart Growth to provide a framework within which informed decisions are made about improved ways to grow, create jobs, support economic development, provide housing, encourage transit options, and achieve a variety of other long-term benefits.

### 1.4.7 Routt County Master Plan (2003)

The Routt County Master Plan considers the best way to solve problems of future county growth and development while respecting the rights of private property owners. The Master Plan outlines policies that will guide future development in the unincorporated portions of the County. The general goal of the Plan is to ensure the rural character while accommodating appropriate development. The plan includes the following goals and policies related to transit:

- ▶ Encourage the development of shuttle/mass transit alternatives to major recreational and tourist attractions
- ▶ Create a multimodal transportation system of corridors, highways, pathways, and mass transit options that will, at a minimum, not increase congestion and will move people throughout the Yampa Valley in an efficient, environmentally sound, affordable and appealing manner.
- ▶ Encourage the use of non-motorized and public transit for recreational and local transportation needs.
- ▶ Encourage transit-oriented development. Educate the public and development community on the benefits of a multimodal transportation system and transit-oriented development.

### 1.4.8 Steamboat Springs Area Community Plan Update – Transportation & Mobility Analysis (2003)

Overall, the purpose of this plan is to direct the type, location, and quality of growth, while addressing its impacts and reinforcing its desirable characteristics within Steamboat Springs. A broad range of planning issues created the need for the plan update, including population growth and changing economic and social conditions within the Valley. Some of the key transit findings in the plan include the addition of park and ride facilities, addition of service to outlying areas, public transit service to the Yampa Valley Regional Airport, increased summer service, and higher frequency service between the ski area remote lot and the retail area. The goal for implementation of these improvements is to decrease the reliance on the personal auto for work and recreational trips while at the same time evolving Steamboat Springs into a transit-oriented community.

### 1.4.9 Town of Hayden Comprehensive Plan

The Comprehensive Plan considers the potential for a dramatic residential growth and Hayden's potential as a bedroom community for commuters. It proposes an approach to create balanced growth that will pay its own way. The plan seeks to enhance quality of life by supporting Hayden's character and creating new opportunities for shopping, services, jobs, and tax revenues for the Town and its residents. The plan includes an analysis of roadways but does not explicitly address other modes of transportation. The plan does identify that Hayden's residential street grid that feeds US 40 cannot handle increased traffic and that about half of Hayden's workforce commutes out of town.

### 1.4.10 Winter Park Multimodal Transportation and Mobility Plan (2007)

The Multimodal Transportation and Mobility Plan was developed to provide the Town of Winter Park with the information needed to make decisions and plan for the future with regard to transportation and mobility. The planning process involved transportation modeling, downtown planning, and the consideration of the need for a more comprehensive transit system. The plan recommends that in the long term the transit system evolve into a year-round service and that consideration must be given to the service levels if and when a gondola from downtown is constructed. Additionally, the plan highlights the importance of providing effective employee transit service to those that live outside of the core visitor area. Funding is going to be the critical issue in service expansion as the identification of a dedicated local fund source will be needed to support year-round service.



## 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 create a framework for the development of 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

The TRAC developed the following guiding principles that 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 and 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 funding sources for transit. 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 Northwest region, the planning team identified key stakeholders to be invited to participate in a 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, veterans, 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; identification of final plan strategies; overview of financial scenarios; and 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 compatible with the larger statewide transit vision and goals. The TWG refined and commented on the region's transit vision and goals to ensure that they 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 surveys. 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 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 developed included the use of general population growth projections through 2040, as well as 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 and 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 hear-impaired. Meetings were held in ADA accessible facilities.

The Northwest TPR public open house meetings were held on October 16, 2013, at the Steamboat Springs Community Center in Steamboat Springs and on October 17, 2013, at the Grand Park Recreation Center in Fraser. The meetings followed an 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



**You're Invited...**  
...to the CDOT Statewide Transit Plan Public Open House!

CDOT's Statewide Transit Plan addresses the local and regional transit and human service transportation needs in your region and across the state.  
Your input is greatly needed!

Please join us for one of the two public meetings in your area:	
<b>Date:</b> Wednesday October 16th	<b>Date:</b> Thursday October 17th
<b>Location:</b> Steamboat Springs Community Center 1605 Lincoln Avenue Steamboat Springs, CO 80487	<b>Location:</b> Grand Park Community Recreation Center 1 Main Street Fraser, CO 80442
<b>Time:</b> 4:00 pm - 6:00 pm	<b>Time:</b> 4:00 pm - 6:00 pm
Open House format with overview presentation at 5:15.	

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>



**Lo invitamos...**  
...a la reunión pública sobre el Plan Estatal de Transporte Público de CDOT

El Plan Estatal de Transporte Público de CDOT responde a las necesidades locales y regionales de tránsito y de transporte para personas en su región y en todo el estado. ¡Su opinión será muy valiosa!

Por favor, haga planes para participar en una de estas dos reuniones públicas en su área:	
<b>Fecha:</b> Miércoles 16 de octubre	<b>Fecha:</b> Jueves 17 de octubre
<b>Lugar:</b> Steamboat Springs Community Center 1605 Lincoln Avenue Steamboat Springs, CO 80487	<b>Lugar:</b> Grand Park Community Recreation Center 1 Main Street Fraser, CO 80442
<b>Hora:</b> 4:00 pm - 6:00 pm	<b>Hora:</b> 4:00 pm - 6:00 pm
Se trata de una reunión pública informal. Habrá una presentación a las 5:15 pm.	

Para más información, para solicitar acomodaciones especiales para personas con discapacidad, o para pedir servicios de traducción (incluyendo lenguaje de signos), 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 incapacitadas.

**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>

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:

- ▶ Many workers live in the more affordable Town of Yampa and commute to Steamboat Springs.
- ▶ Previous vanpool attempts in the Steamboat Springs area were not well used due to inflexibility and poor management.
- ▶ The regional route between Steamboat Springs and Craig could be better advertised.
- ▶ Stronger consideration should be given to compatible land use development patterns that make transit more viable.
- ▶ Regional connections from Denver and DIA to the Winter Park/Grand County area are very important to the local economy, as is a connection to the I-70 corridor.
- ▶ Residents and commuters need local service between Winter Park and Grand Lake, Granby, Fraser, Winter Park and Rocky Mountain National Park.
- ▶ There is a significant commuter pattern between Steamboat Springs, Kremmling, and Fraser/Winter Park.
- ▶ Attendees specifically asked that CDOT look for opportunities to discuss passenger rail with the railroad and take the lead in coordinating a transit board or council for the Fraser area to better coordinate local service.

**Appendix C** includes meeting materials and the sign-in sheets from the Northwest 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, as well as the Regional Transportation Plan. The Statewide Transit Plan and Regional Transportation Plan 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**

The Northwest 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 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 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
<b>System Preservation and Expansion</b>	Establish public transit as an important element within an integrated multimodal transportation system.	<ul style="list-style-type: none"> <li>▪ Portion of CDOT grantees with Asset Management Plans in place for state or federally funded vehicles, buildings, and equipment by 2017 (PD 14)</li> <li>▪ Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14)</li> <li>▪ Annual revenue service miles of regional, interregional, and intercity passenger service (PD 14)</li> </ul>
<b>Mobility/Accessibility</b>	Improve travel opportunities within and between communities.	<ul style="list-style-type: none"> <li>▪ Percentage of rural population served by public transit</li> <li>▪ Annual revenue service miles of regional, interregional, and intercity passenger service (PD 14)</li> <li>▪ Percent of agencies providing up-to-date online map/schedule information</li> <li>▪ Annual small urban and rural transit grantee ridership compared to five year rolling average (PD 14)</li> </ul>
<b>Transit System Development and Partnerships</b>	Increase communication, collaboration, and coordination within the statewide transportation network.	<ul style="list-style-type: none"> <li>▪ Percentage of grantee agencies reporting active involvement in local/regional coordinating councils or other transit coordinating agency</li> </ul>



Category	Goal	Performance Measure
<b>Environmental Stewardship</b>	Develop a framework of a transit system that is environmentally beneficial over time.	<ul style="list-style-type: none"> <li>▪ Percentage of statewide grantee fleet using compressed natural gas, hybrid electric or clean diesel vehicles or other low emission vehicles</li> <li>▪ Passenger miles traveled on fixed-route transit</li> </ul>
<b>Economic Vitality</b>	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"> <li>▪ Percentage of major employment and activity centers that are served by public transit</li> </ul>
<b>Safety and Security</b>	Create a transit system in which travelers feel safe and secure and in which transit facilities are protected.	<ul style="list-style-type: none"> <li>▪ Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14)</li> <li>▪ Number of fatalities involving transit vehicles per 100,000 transit vehicle miles</li> <li>▪ Percentage of grantees that have certified CDOT Safety and Security Plans which meet FTA guidance</li> </ul>

### 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.

Furthermore, 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 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 consulting 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 part of this plan. Asset management related strategies are discussed in Chapter 7.

## 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 that are often associated with transit demand in a community (people over age 65, low income people and households without vehicles). Other data is included on persons with disabilities, veterans, race, ethnicity, and English proficiency to paint 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. This chapter also describes 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, as well as the funding needed through 2040 based on population growth, and lists the recommended strategies for meeting the region’s transit vision and goals.

**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 Northwest 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 Northwest TPR includes five counties: Grand, Jackson, Moffat, Rio Blanco, and Routt. The region includes 15 incorporated towns and cities, with the largest municipalities being Steamboat Springs and Craig, followed by Meeker, Rangely, Granby, and Kremmling. The TPR is 13,840 square miles with an approximate population of 61,200 in 2013, which represents about 1 percent of the state's total population. The topography is mountainous in the eastern half of the region, while the western half consists of plains with rolling hills. With even the largest cities and towns representing a relatively small percentage of their respective county populations compared to other regions of the state, most of the region's population lives outside of municipalities in significantly rural areas. Given the low density of development throughout the region, many trips require long distance travel.

Portions of the Northwest TPR are major year-round tourist destinations for activities such as skiing, hiking, camping, biking, hunting, and fishing. There are four ski areas in the region, including Steamboat and Howelsen Hill in Routt County, and Winter Park Resort and Ski Granby Ranch in Grand County. The TPR is also home to national forests and parks, including the southern gateway for Rocky Mountain National Park and Dinosaur National Monument in western Moffat County.

Given the vast recreational opportunities in the region, it is not surprising that the top employment industry in the Northwest region is tourism and outdoor recreation. Health and wellness, and energy and natural resources (a growing sector) are the other top two industries in the region, while agriculture and ranching have also been historically significant to the region.

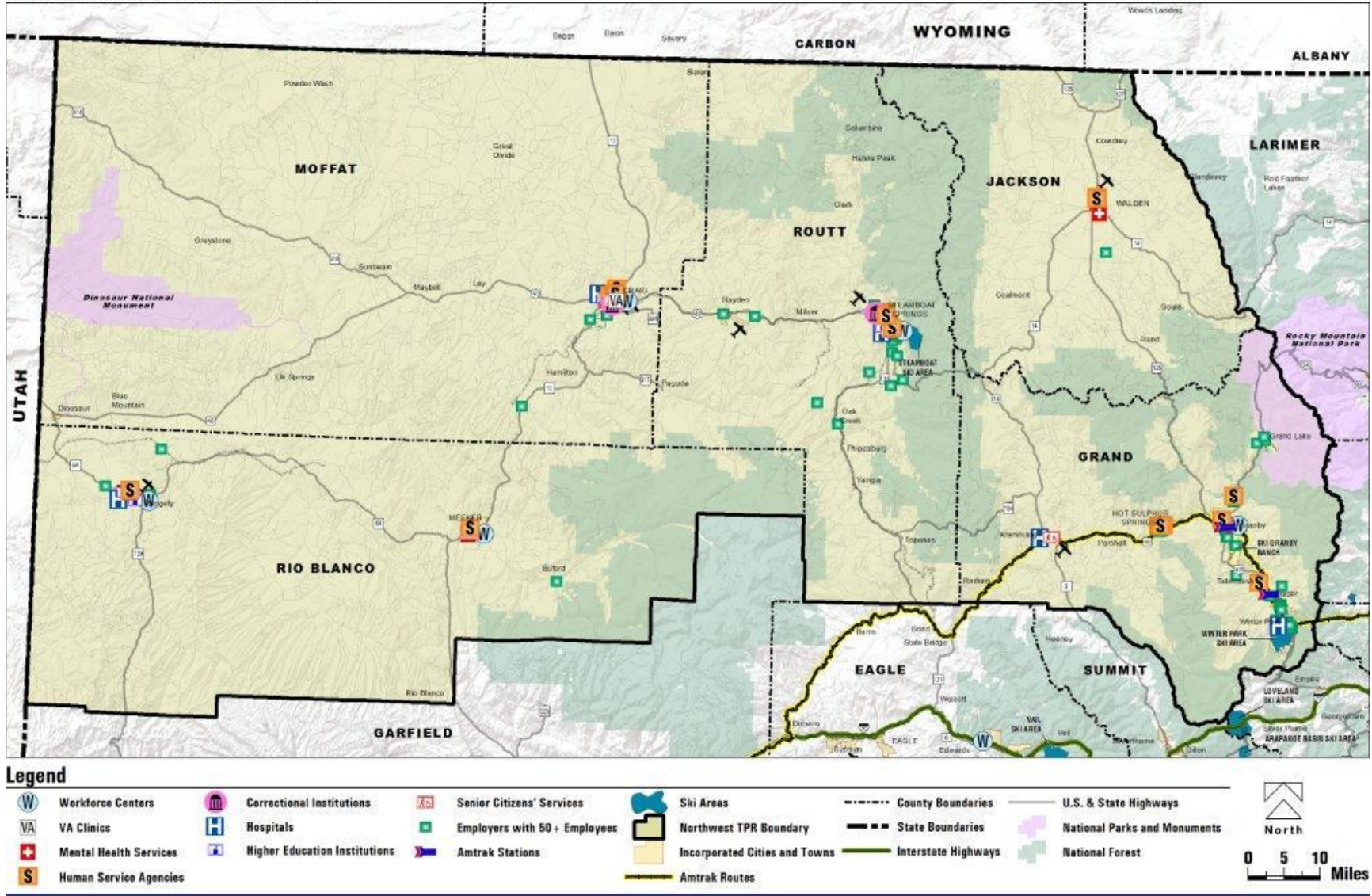
The major transportation corridors/facilities in the TPR are US 34, US 40, SH 9, SH 13, SH 14, SH 64, SH 125, SH 127, SH 131, SH 134, SH 139, SH 317, SH 318, and SH 394. The only airport in the region with commercial service is the Yampa Valley Regional Airport in Hayden. Amtrak provides general public passenger rail service in the region to/from Denver and Glenwood Springs (California Zephyr) with stops in Fraser and Granby.

**Figure 2-1** identifies the major activity centers and destinations within the Northwest 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. The Northwest region's major activity centers and destinations are mostly located within the larger municipalities, along US 40 north of Berthoud Pass to Kremmling, and surrounding the Steamboat Springs area. 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.



## 2.2 Regional Transit Vision and Goals

The Northwest 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. 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 Northwest TPR.

### **Northwest Transit Vision:**

*To form an enhanced, expanded, and cohesive network of transit options providing access and improved quality of life for the Northwest region's diverse population and visitors.*

### **Supporting Goals:**

- ▶ Collaborate to maintain, enhance, and expand existing transit services.
- ▶ Improve connectivity and coordination between the region's transit systems and services along I-70.
- ▶ Provide safe and reliable transit choices with multimodal connections for both transit dependent and choice users.
- ▶ Enhance and expand transit access to medical services, employment, and other activity centers throughout the region, especially in the more rural areas where service does not exist.
- ▶ Engage citizens with education and outreach on transit options within the region.

## 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, 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 who do not always have access to a private automobile. This grouping 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 are those who 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, a choice rider might choose to add 10 minutes to their overall trip via bus to save a \$10 all-day parking charge. A commuter 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 also the impact that the Millennial 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 Northwest TPR is primarily aligned with the US 40 corridor and other spurs of state highways. Thus, you see higher transit dependent populations 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 population.

### 2.3.1 Population Growth

**Table 2-1** and **Figure 2-2** summarize the growth in population anticipated in each county in the Northwest region. The counties with the highest overall populations in the region in 2013 are Routt and Grand counties and the projections indicate that this will continue into 2040. Each county within the Northwest TPR is anticipated to grow in population by the year 2040, with substantial growth occurring in Grand County (86.7 percent) and Routt County (83.8 percent). The total population in the TPR is projected to grow overall by almost 42,000 or 68.4 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**

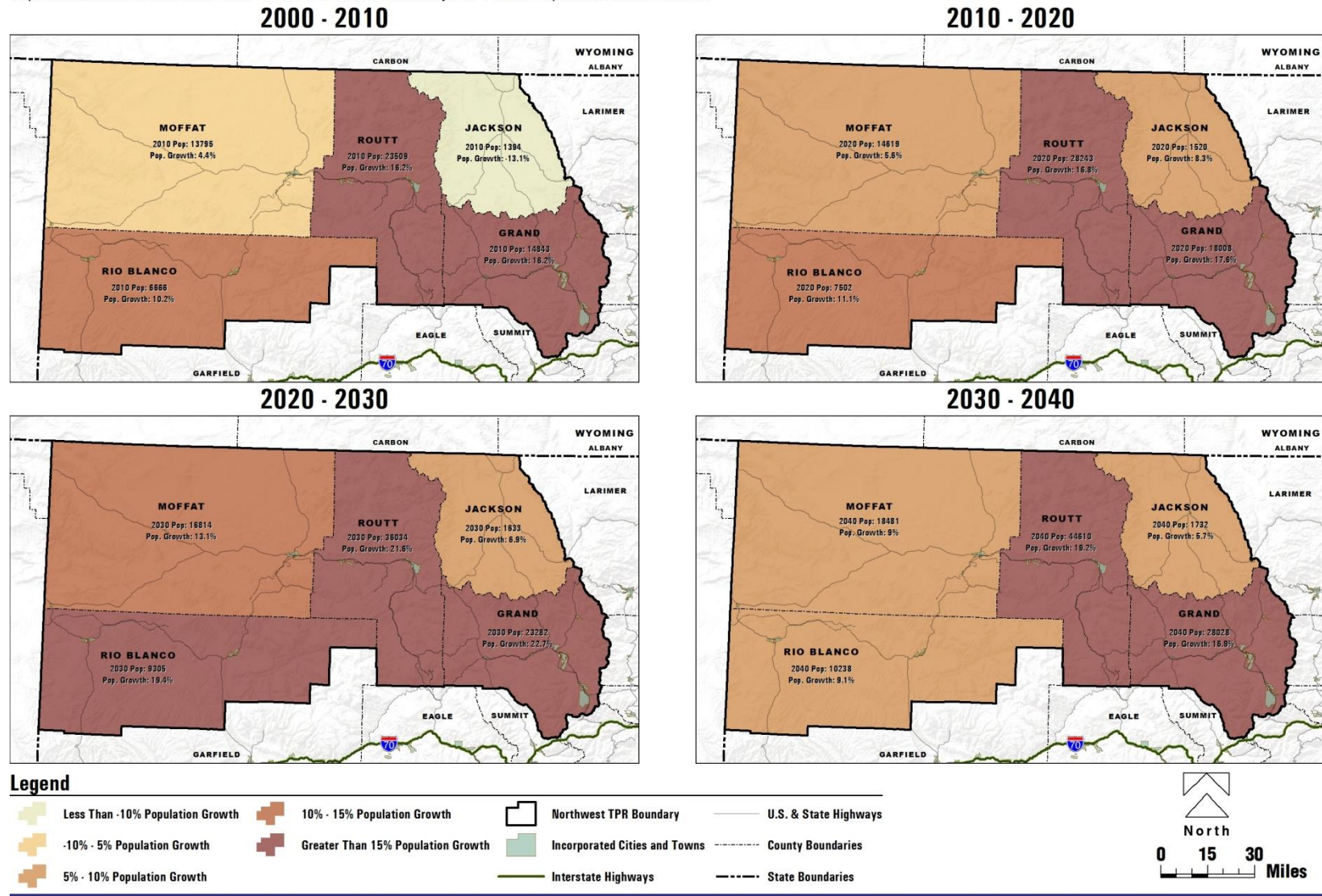
County	2013	2020	2030	2040	Total % Growth from 2013 to 2040
Grand	15,016	18,008	23,282	28,028	86.7%
Jackson	1,394	1,520	1,633	1,732	24.2%
Moffat	13,659	14,619	16,814	18,481	35.3%
Rio Blanco	6,868	7,502	9,305	10,238	49.1%
Routt	24,277	28,243	36,034	44,610	83.8%
<b>TPR Overall</b>	<b>61,214</b>	<b>69,892</b>	<b>87,069</b>	<b>103,089</b>	<b>68.4%</b>
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** illustrates the anticipated growth in the population over the age of 65 from a base year of 2013 extending out to 2040. The anticipated growth of the entire TPR's 65+ population from 2013 to 2040 is 120.9 percent; however, percent growth varies significantly county to county. The counties with the highest anticipated growth in the 65+ population are Grand and Routt counties, with growth of 183.8 percent and 132.4 percent, respectively, by 2040. In contrast, Jackson County is expected to have only an 8.5 percent increase by 2040. In comparison, the 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
Grand	1,997	3,360	5,011	5,668	183.8%
Jackson	270	312	335	293	8.5%
Moffat	1,616	2,163	2,794	2,867	77.4%
Rio Blanco	917	1,103	1,448	1,489	62.4%
Routt	2,481	3,863	5,100	5,765	132.4%
<b>TPR Overall</b>	<b>7,281</b>	<b>10,801</b>	<b>14,688</b>	<b>16,082</b>	<b>120.9%</b>
Statewide Total	645,735	891,805	1,240,944	1,423,691	120.5%

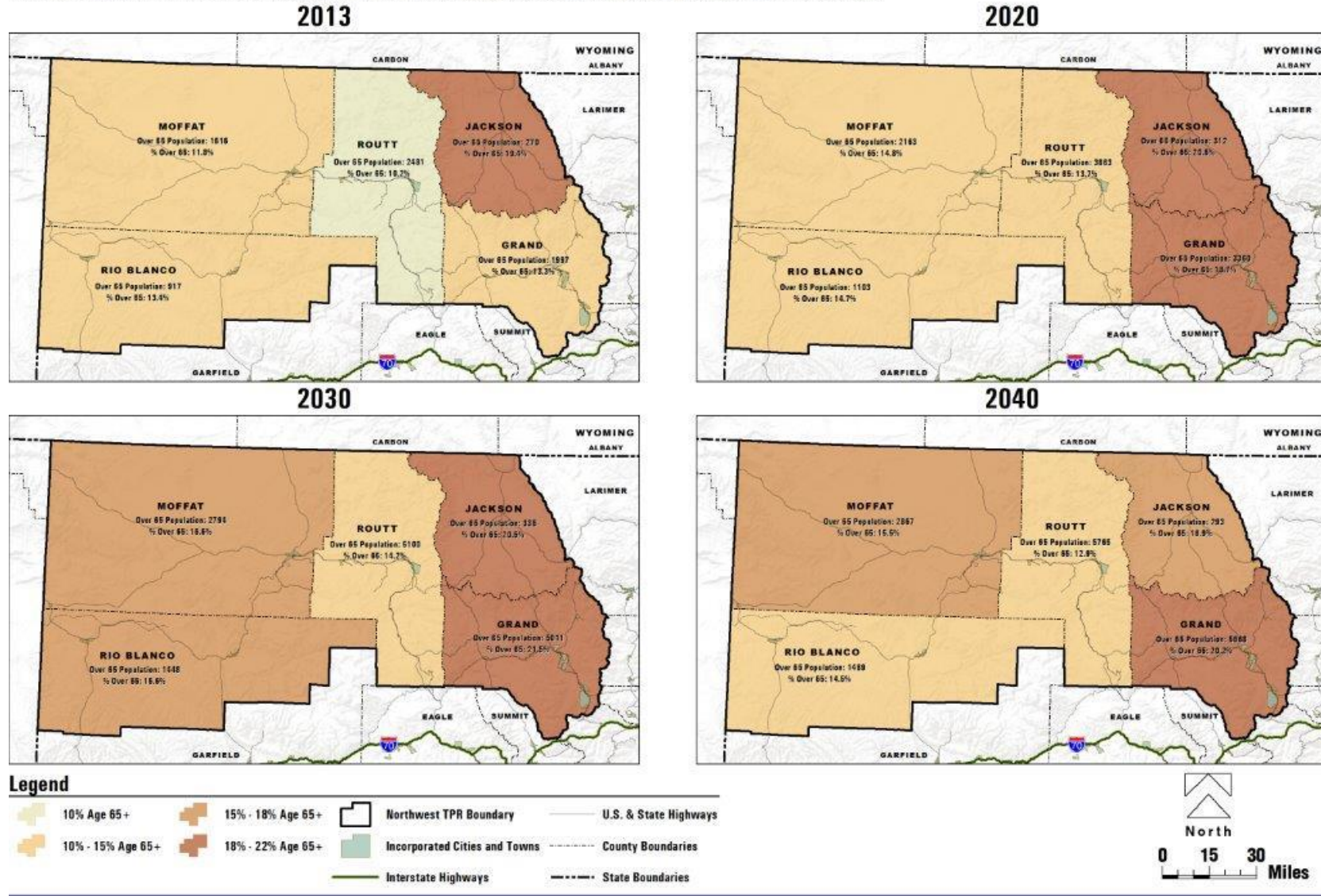
*Source: Based on 2012 estimates provided by the Colorado State Demographer's Office through the Department of Local Affairs*

**Figure 2-3** shows the change in growth of the total population of residents age 65+ in 10-year increments, with this age population at its peak in 2030 and tapering off in some counties by 2040.



**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.



### 2.3.3 Zero Vehicle Households

**Table 2-3** and **Figure 2-4** identify the number of households without vehicles in the five-county Northwest region. Moffat County has the highest percentage of households with no vehicle at 5 percent and Rio Blanco County follows at 4.8 percent. The total number of households without vehicles in the region is approximately 773, which is 3.3 percent of total households. The TPR falls below the statewide average of 5.7 percent of households with no vehicle in each of the five counties.

**Table 2-3 2011 Households with No Vehicle**

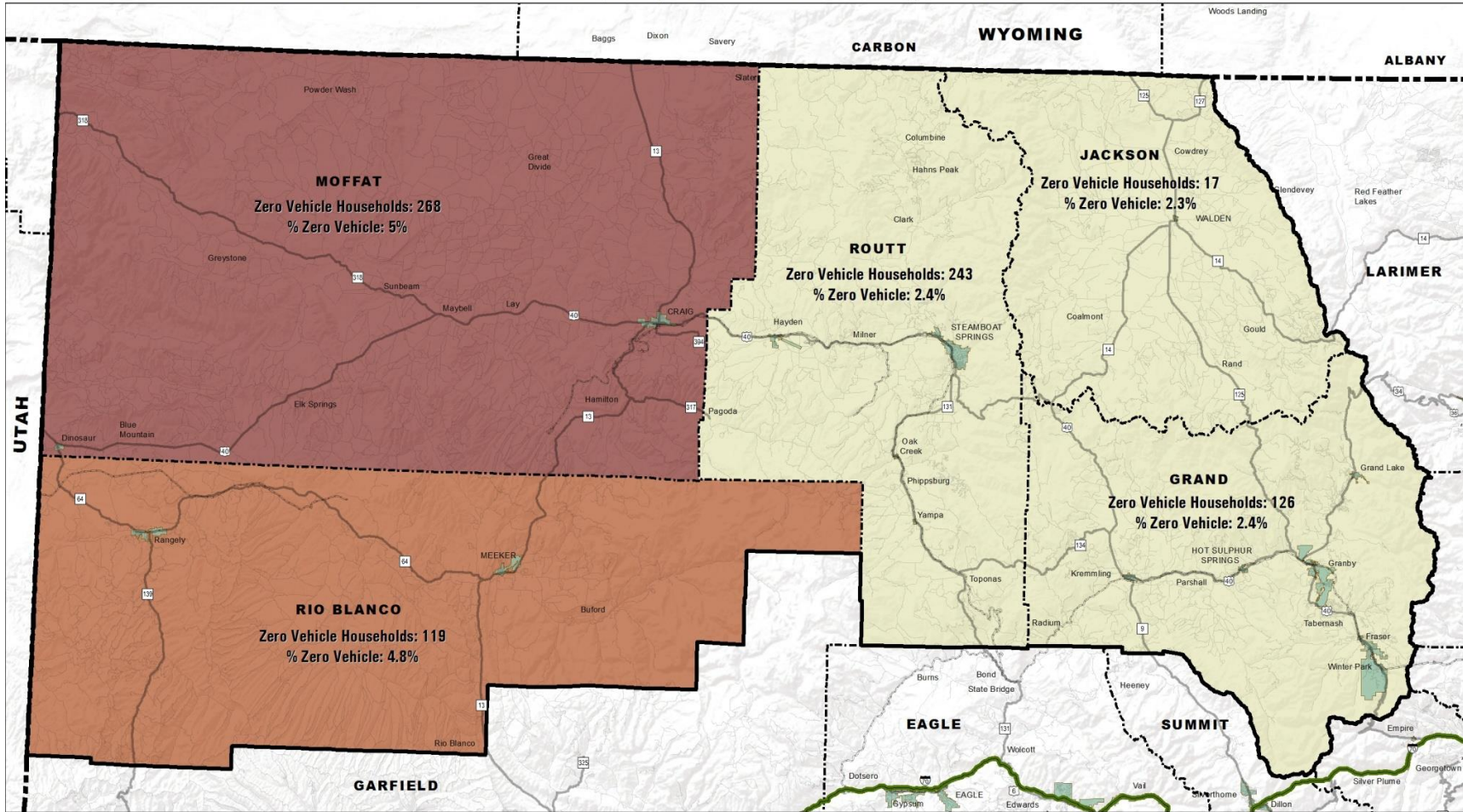
County	2011	% Households with No Vehicle
Grand	126	2.4%
Jackson	17	2.3%
Moffat	268	5.0%
Rio Blanco	119	4.8%
Routt	243	2.4%
<b>TPR Overall</b>	<b>773</b>	<b>3.3%</b>
Statewide Total	111,148	5.7%

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 2.5% Zero Vehicle Households
- 2.5% - 3% Zero Vehicle Households
- 3% - 4% Zero Vehicle Households
- 4% - 5% Zero Vehicle Households
- Greater Than 5% Zero Vehicle Households
- Northwest TPR Boundary
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways
- County Boundaries
- State Boundaries



North

0 5 10 Miles



### 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 Northwest region. While Moffat County has the highest number of people in this category, Jackson County has the highest overall percentage (14.8 percent) of the population that fall below the federal poverty level and Routt County has the lowest (6.9 percent). The average percent of the population below the federal poverty level is 9.5 percent, which is below the statewide average of 12.5 percent.

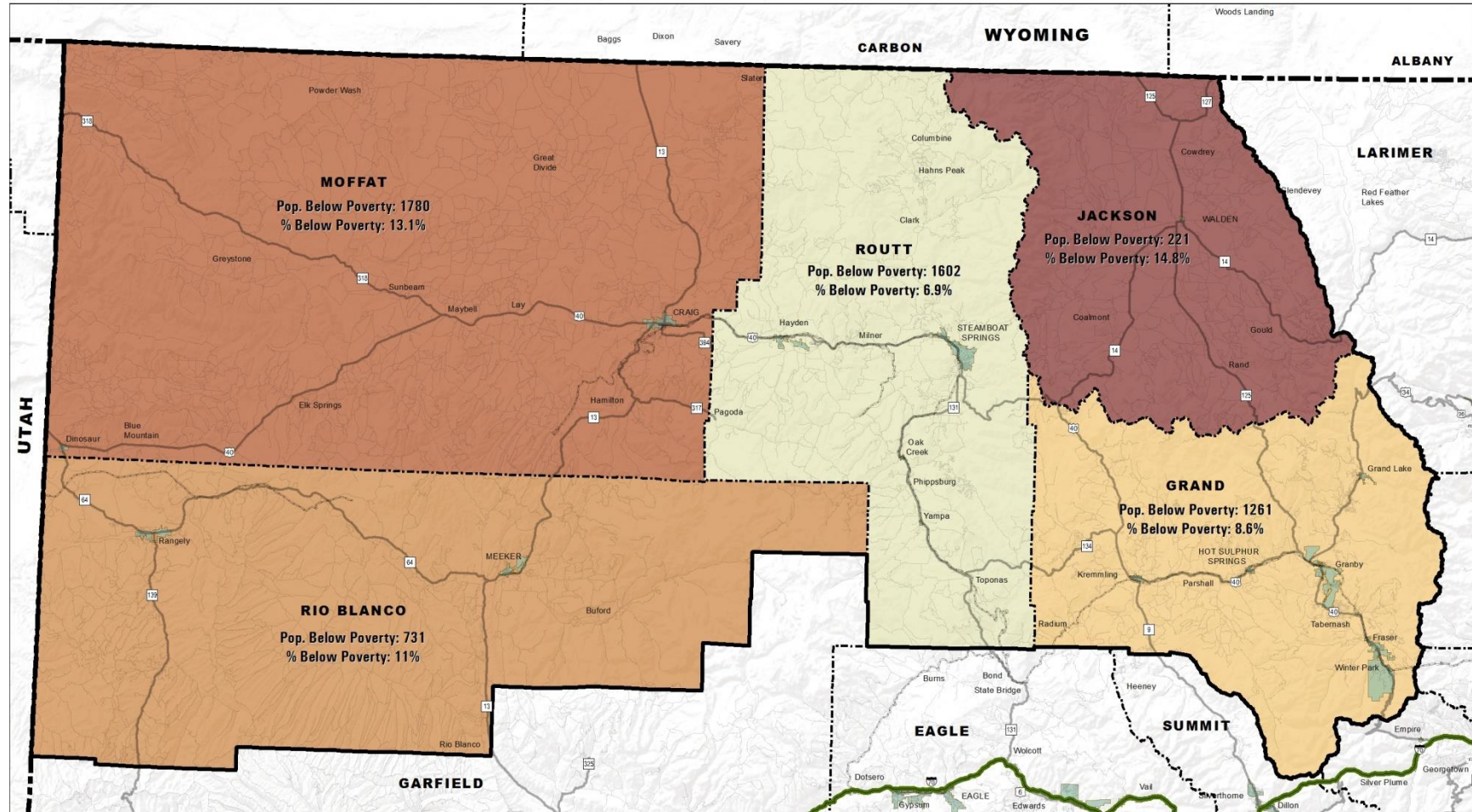
**Table 2-4 2011 Population Below Federal Poverty Level**

County	2011	% Below Federal Poverty Level
Grand	1,261	8.6%
Jackson	221	14.8%
Moffat	1,780	13.1%
Rio Blanco	731	11.0%
Routt	1,602	6.9%
<b>TPR Overall</b>	<b>5,595</b>	<b>9.5%</b>
Statewide Total	607,727	12.5%

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

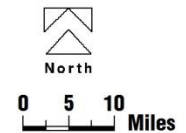
**Figure 2-5 2011 Population Below Federal Poverty Level**

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



**Legend**

- Less Than 8% of Population Below Poverty Level
- 8% - 10% of Population Below Poverty Level
- 10% - 12% of Population Below Poverty Level
- 12% - 14% of Population Below Poverty Level
- Greater Than 14% of Population Below Poverty Level
- Northwest 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 the Northwest TPR's five counties. Moffat County has the highest minority (non-white alone) population at 8.5 percent, while Jackson County has the lowest minority population at 2.6 percent. Every county in the TPR is nearly half of or less the statewide average of 16.1 percent minority population.

In addition, less than 10 percent of the Northwest TPR population identified themselves as Hispanic/Latino. This is less than half of the statewide average of 20 percent.

**Table 2-5 2011 Race**

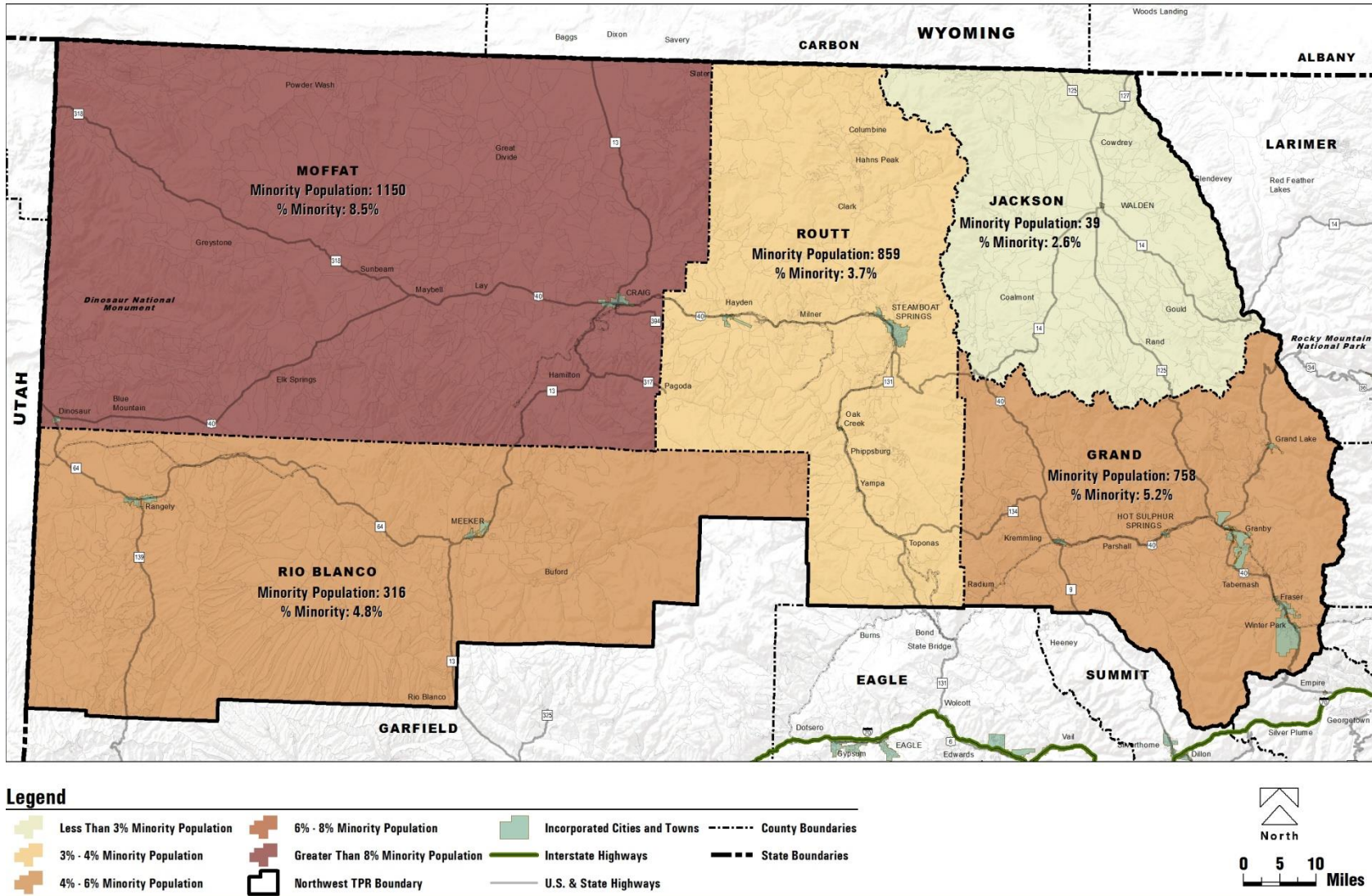
County	White Alone	Black or African American Alone	American Indian and Alaska Native Alone	Asian Alone	Native Hawaiian and Other Pacific Islander Alone	Some Other Race Alone	Two or More Races	Minority Percentage (Non-White Alone)
Grand	13,876	31	48	164	12	280	223	5.2%
Jackson	1,455	4	6	7	0	11	11	2.6%
Moffat	12,436	42	351	70	9	343	335	8.5%
Rio Blanco	6,300	45	80	23	0	31	137	4.8%
Routt	22,342	28	166	349	0	80	236	3.7%
<b>TPR Overall</b>	<b>56,409</b>	<b>150</b>	<b>651</b>	<b>613</b>	<b>21</b>	<b>745</b>	<b>942</b>	<b>5.2%</b>
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



### 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 is those that speak English “not at all, not well or well” but not fluently. As a percent of the total population, Moffat County has the highest number of LEP people at 5.6 percent, with Rio Blanco County following at 4 percent. The overall percent of the LEP population in the TPR is 3.1 percent, which is below the overall statewide total of 5.7 percent.

**Table 2-6 2011 Limited English Proficiency Population**

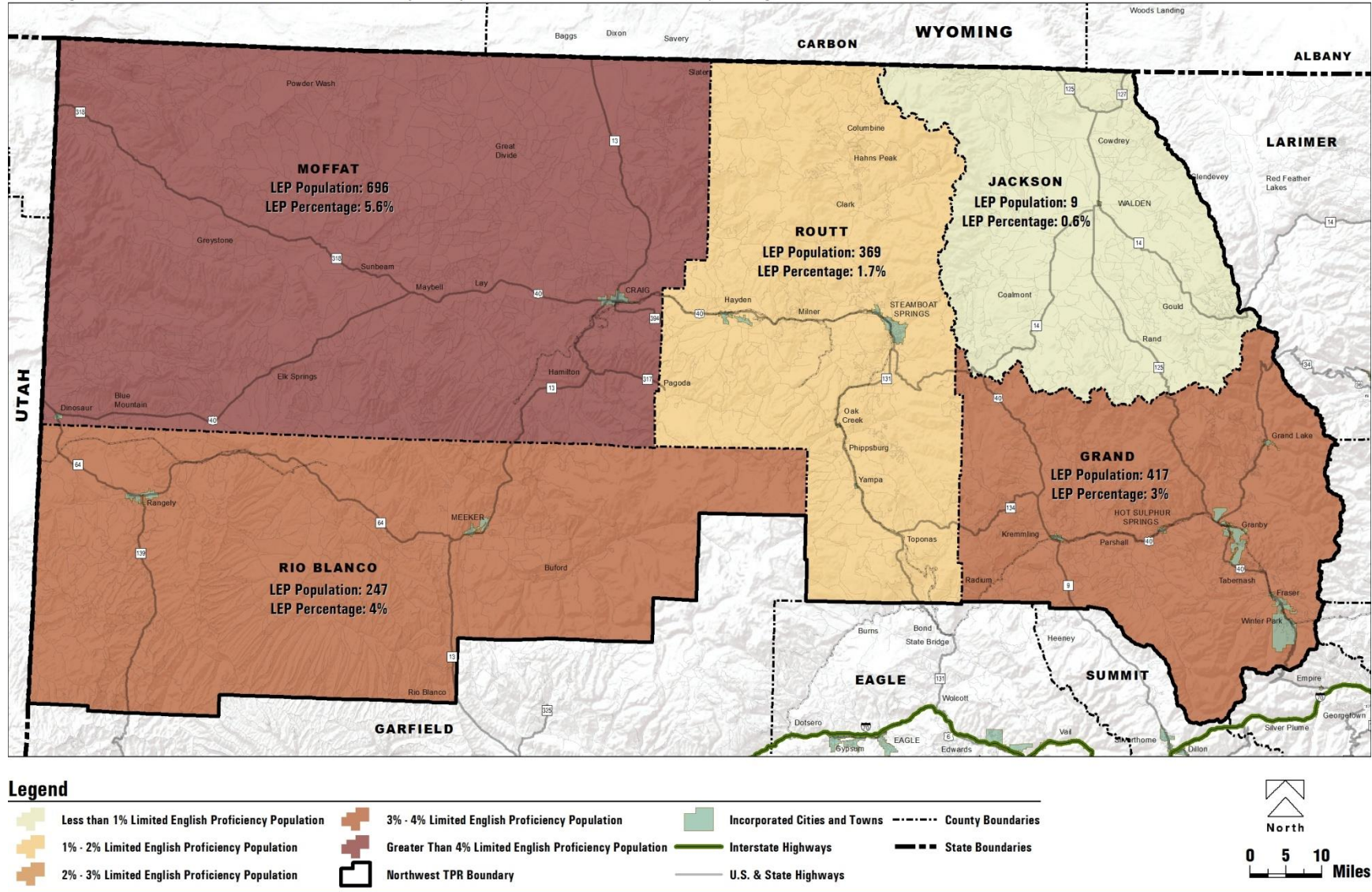
County	2011	% Limited English Proficiency
Grand	417	3.0%
Jackson	9	0.6%
Moffat	696	5.6%
Rio Blanco	247	4.0%
Routt	369	1.7%
<b>TPR Overall</b>	<b>1,738</b>	<b>3.1%</b>
Statewide Total	264,397	5.7%

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



**Figure 2-7 2011 Limited English Proficiency Population**

Percentage is based on the 2007-2011 American Community Survey Table B16004, and on values for "Speak English - well, not well, or not at all".



### 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 Northwest region. The highest number of disabled persons live in Routt County, and the lowest number live in Jackson County. However, the highest percentage of disabled persons as a percentage of total population is located in Jackson County with 13.6 percent and Routt County is the lowest with 7.3 percent. The percentage of disabled persons as a share of the total population for the entire TPR (9.4 percent) is nearly the same as that of the state of Colorado (9.8 percent).

**Table 2-7 2012 Disabled Population**

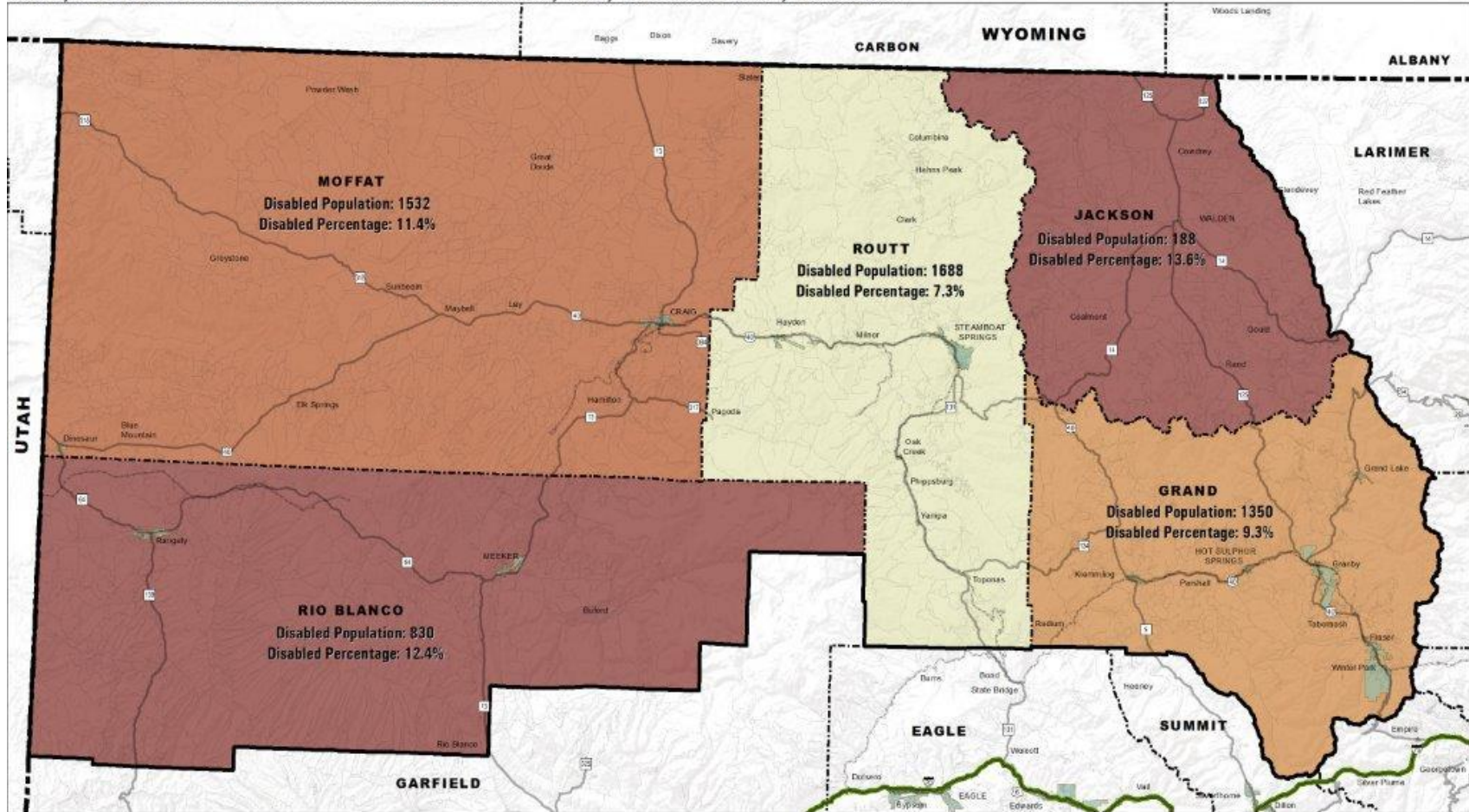
County	2012	% Disabled Population
Grand	1,350	9.3%
Jackson	188	13.6%
Moffat	1,532	11.4%
Rio Blanco	830	12.4%
Routt	1,688	7.3%
<b>TPR Overall</b>	<b>5,588</b>	<b>9.4%</b>
Statewide Total	487,297	9.8%

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



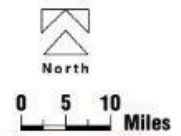
Figure 2-8 2012 Disabled Population

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



Legend

- Less Than 8% Disabled Population
- 8% - 9% Disabled Population
- 9% - 10% Disabled Population
- 10% - 12% Disabled Population
- Greater Than 12% Disabled Population
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways
- County Boundaries
- State Boundaries
- Northwest TPR Boundary





### 2.3.8 Veteran Population

**Table 2-8** and **Figure 2-9** illustrate the veteran population within the Northwest region. The highest number of veterans reside in Grand County and the lowest number in Jackson County. However, the highest percentage of veterans as a percent of total population is Jackson County with 16 percent, and Routt County is the lowest with 5.8 percent. The percentage of veterans as a percent of total population for the entire state of Colorado is 8.2 percent, indicating that the Northwest region has a moderate veteran population at 9.9 percent.

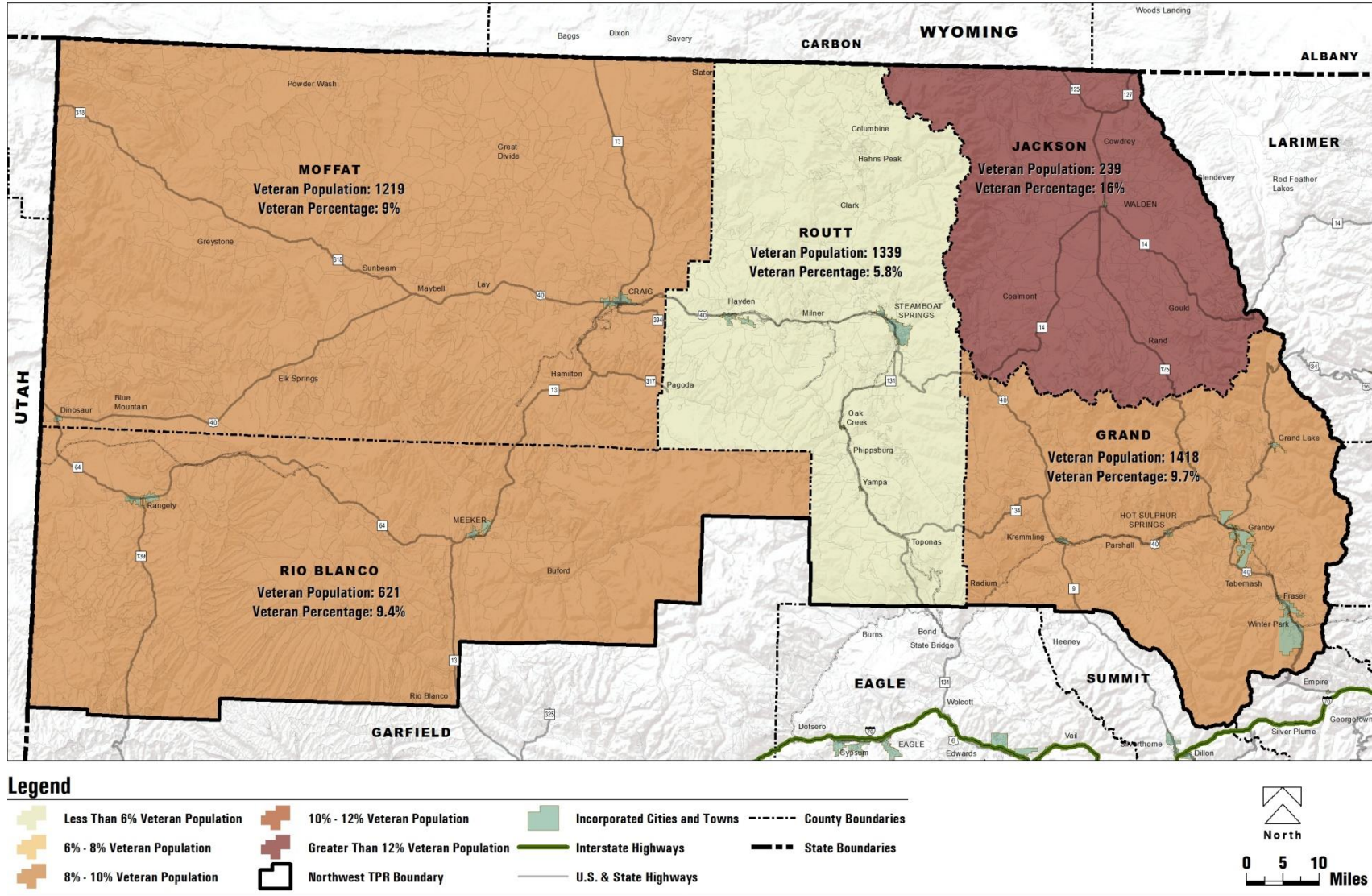
**Table 2-8 2011 Veteran Population**

County	2011	% Veteran Population
Grand	1,418	9.7%
Jackson	239	16.0%
Moffat	1,219	9.0%
Rio Blanco	621	9.4%
Routt	1,339	5.8%
<b>TPR Overall</b>	<b>4,836</b>	<b>9.9%</b>
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



## 2.4 *Employment and Job Characteristics*

The major employment base in the Northwest region is primarily based on tourism and recreational activities. The region is home to four ski areas that primarily draw visitors in the winter, but the region has also developed a strong tourism draw in the summer months due to outdoor recreational activities. Resort, lodging, retail, and food service industries associated with tourism and recreation activities in the region require a significant employment base. Many of these employees may have transit dependent characteristics. Other substantial employment industries in the TPR are health and wellness and the energy and natural resource sectors.

**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, with most of the TPR experiencing between 10 to 25 percent growth, while Rio Blanco County is estimated to experience greater than 25 percent growth. Job growth then levels out between 2020 and 2040, with Grand and Routt Counties maintaining the highest level of growth during this time (10 to 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 100 commuters are not depicted). The most significant number of trips in the Northwest region take place from Moffat to Routt counties, followed by trips between Rio Blanco County and both Moffat County and Uintah County, Utah. The commuter travel patterns identify that a large number of employees live a significant distance from their places of employment. In the central portion of the region, it is likely that the commuting trip distances are for trips between Craig and Steamboat Springs related to the high cost of living in this area, while trips in the western portion of the region are likely related to the energy sector (including trips to/from Vernal, UT).

## 2.5 *Summary of Community Characteristics*

As shown in **Figure 2-12**, Grand County is expected to see the highest percentage of population growth and growth in the number of adults aged 65+ by 2040 in the Northwest region, followed closely by Routt County. Although the TPR's growth in elderly population is comparable to the overall state average percentage, anticipated growth in Grand and Routt counties is above average and will likely require more human service transportation options to meet the increased demand. The Northwest region is below the statewide percentage for households with no vehicle, minority population, persons with LEP, and disabled populations. Based on the comparison of the transit need indicators for each county in the TPR to the TPR average, Moffat and Rio Blanco Counties have the most significant number of transit indicators. This indicates a higher than average need within those counties for both public and human service transit options.

Other populations with an increased need for transit service include veterans. The TPR has a higher portion of veterans, with Jackson County having substantially higher portion and Routt County being the only county with a lower percentage of veterans than the state.

Job growth is expected to increase in the Northwest region until 2020 and then taper off for non-resort counties by 2040. Grand and Routt counties will continue to see a higher level of job growth compared to the rest of the TPR, likely related to the tourism industry. Due to the high cost of living in those areas, increased transit options will be needed to meet the demand of the workforce to get to/from jobs. Immediate growth in Rio Blanco County is likely related to the energy sector. 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.

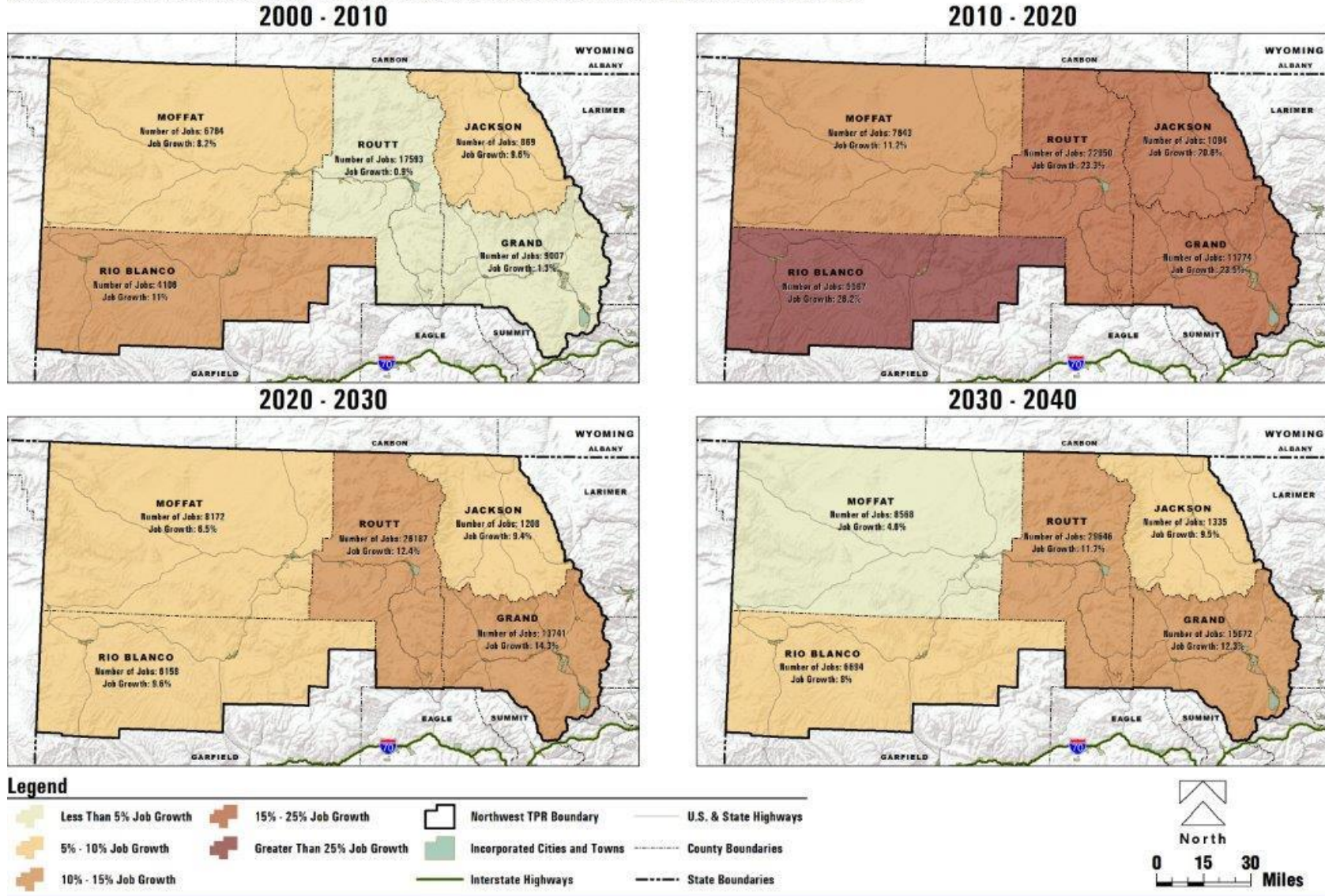
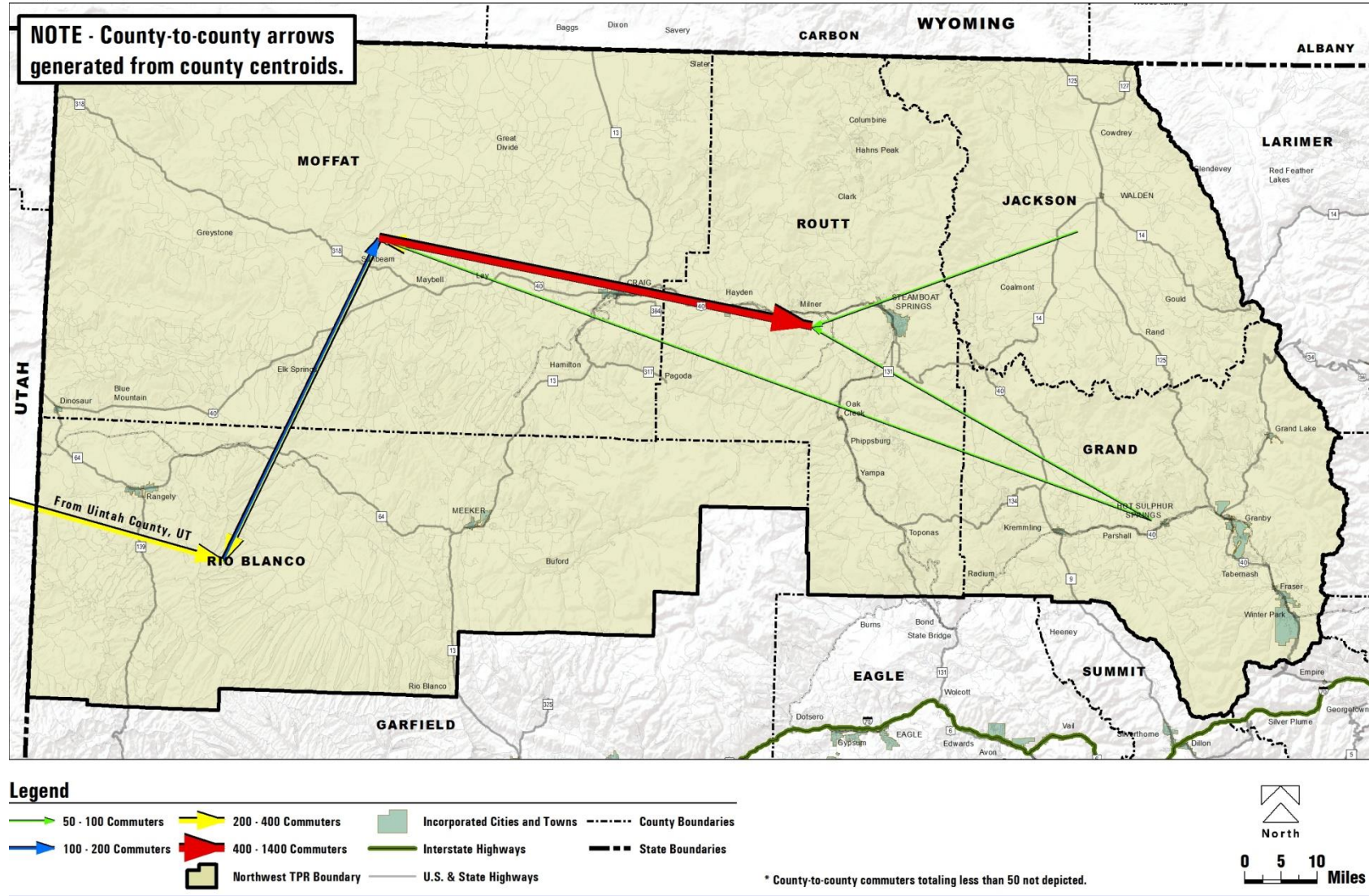




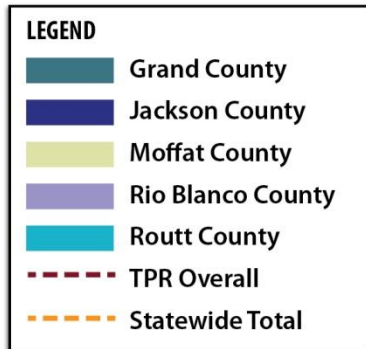
Figure 2-11 Employed Working Outside of County of Residence

\*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.



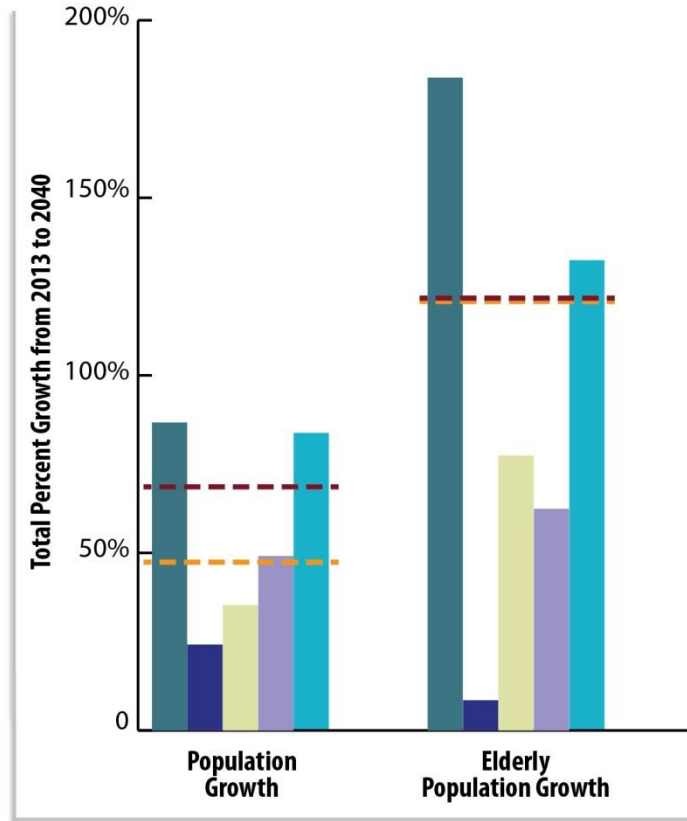


**Figure 2-12 Counties with Higher than Statewide and TPR Average Transit Needs Indicators**



**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

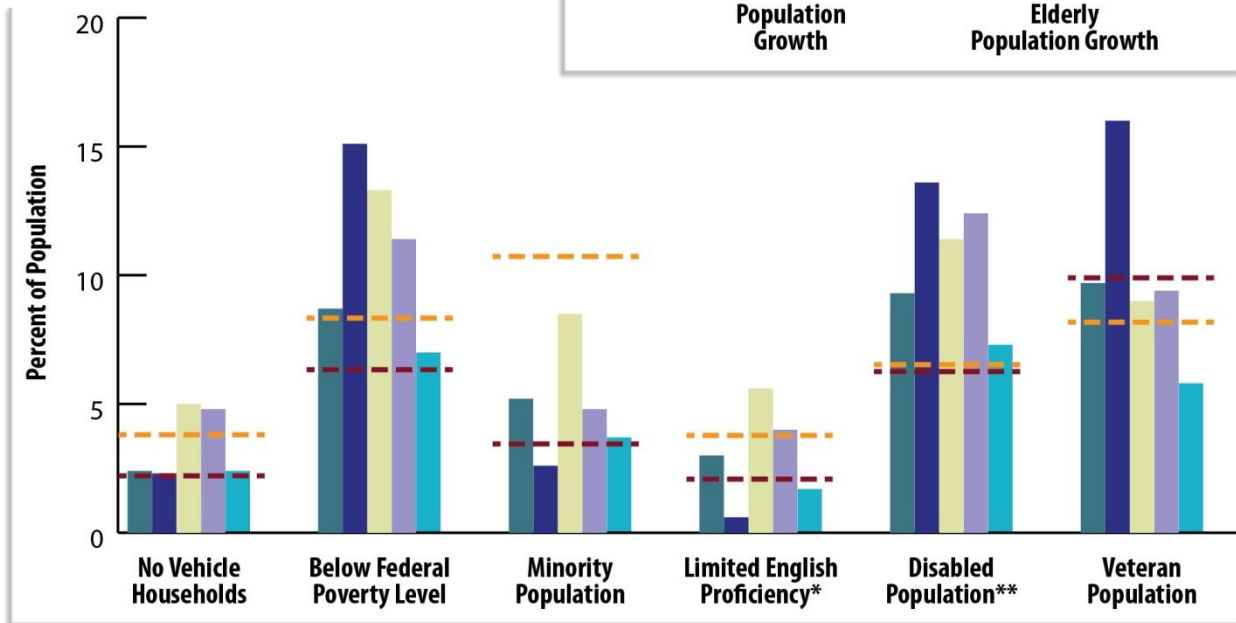


**Demographic Profile Summary**

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

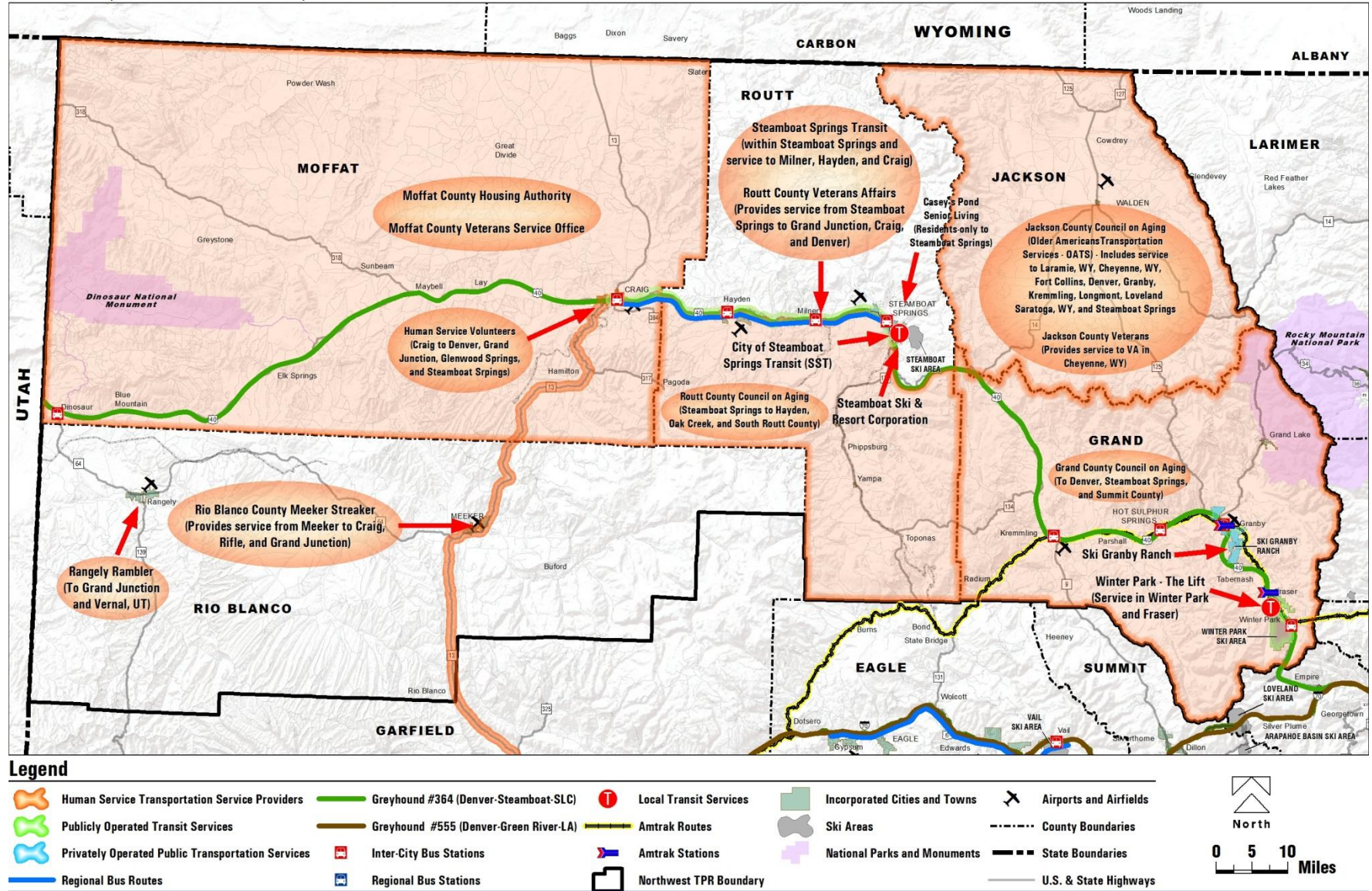


### 3.0 EXISTING TRANSIT PROVIDERS AND HUMAN SERVICE AGENCIES

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 that were distributed to all transit providers and human service agencies in the Northwest Transportation Planning Region (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 Northwest region. While the map in **Figure 3-1** is not inclusive of every small agency, private taxi service, or mountain resort transportation provider, it provides a useful summary of available services and illustrates some gaps in service. **Appendix A** includes definitions of key terms used throughout this Chapter and the rest of this plan.

**Figure 3-1 Transit Provider System Map**

Transit service provider information based upon 2013 research.





### 3.1 Public Transit Providers

Public transit services are those funded by the local or regional agencies and 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. **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	Fares	2012 Annual Ridership (includes all service types)	2012 Annual Operating & Admin Budget (includes all service types)
City of Steamboat Springs	Steamboat Springs; regional service to Milner, Hayden, and Craig	<ul style="list-style-type: none"> <li>▪ Fixed-Route</li> <li>▪ Deviated Fixed-Route</li> <li>▪ Demand Response</li> <li>▪ Complementary ADA</li> </ul>	5:30 AM – 3:30 AM (Winter) 6:00 AM – 12:00 AM (Summer)	S M T W Th F Sa	No Fare for local service, \$1.50-6 per one way regional trip	1,020,000	\$2,730,000
The Lift* (First Transit)	Fraser, Winter Park, Grand County (parts)	<ul style="list-style-type: none"> <li>▪ Fixed-Route</li> <li>▪ Demand Response</li> <li>▪ Complementary ADA</li> </ul>	6:00 AM – 11:30 PM	S M T W Th F Sa	No Fare	483,942	\$860,442

Source: Transit Agency Provider Survey, 2013

\* Seasonal Service

### 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
American Legion Post 44	Steamboat Springs to Denver and Grand Junction	<ul style="list-style-type: none"> <li>▪ Veterans (of Post 44)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-to-Door</li> </ul>	*
Casey’s Pond Senior Living	To/From Steamboat Springs	<ul style="list-style-type: none"> <li>▪ Elderly (60+), residents only</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response</li> </ul>	S M T W Th F Sa
Grand County Council on Aging	Grand County with medical trips to Denver, Steamboat Springs, and Summit County	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> <li>▪ Disabled</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-to-Door</li> </ul>	M T W Th F
Grand County Veterans Service Office	Grand County	<ul style="list-style-type: none"> <li>▪ Veterans</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	*
Human Service Volunteers	Craig to Denver, Grand Junction, Glenwood Springs, and Steamboat Springs	<ul style="list-style-type: none"> <li>▪ Elderly(60+)</li> <li>▪ Disabled</li> <li>▪ Low Income</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-to-Door</li> </ul>	M T W Th F

Provider	Service Area	Passenger Eligibility	Service Type(s)	Days of Service
Jackson County Council on Aging (Older Americans Transportation Services - OATS)	Jackson County to Laramie (WY), Cheyenne (WY), Fort Collins, Denver, Granby, Kremmling, Longmont, Loveland, Saratoga (WY), and Steamboat Springs	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> <li>▪ Disabled</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-through-Door</li> </ul>	S M T W Th F Sa
Jackson County Veterans Service Office	Jackson County to Cheyenne (WY)	<ul style="list-style-type: none"> <li>▪ Veterans</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-to-Door</li> </ul>	*
Meeker Streaker (Rio Blanco County)	Within 10 miles of Meeker and to Craig, Rifle, and Grand Junction	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> <li>▪ Disabled</li> <li>▪ LEP</li> <li>▪ Low Income</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	M T W Th F
Moffat County Housing Authority	Craig, Moffat County	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response -Door-through-Door</li> </ul>	*
Moffat County Veterans Service Office	Moffat County	<ul style="list-style-type: none"> <li>▪ Veterans</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	*
Rangely Rambler	Rangely to Grand Junction and Vernal (UT)	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> <li>▪ Disabled</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	M T W Th F
Routt County Council on Aging	Steamboat Springs to Hayden, Oak Creek, and South Routt County	<ul style="list-style-type: none"> <li>▪ Elderly (60+)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	M T W Th F
Routt County Veterans Service Office	Steamboat Springs to Grand Junction, Craig, and Denver	<ul style="list-style-type: none"> <li>▪ Veterans</li> </ul>	<ul style="list-style-type: none"> <li>▪ Demand Response – Door-to-Door</li> </ul>	*

Source: Stakeholder meetings and Human Service Provider Survey, 2013

\* Information not available/received

### 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 human service agencies/programs need to 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 Northwest region. 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 shuttles), passenger rail service (Amtrak), and intercity bus services.

**Table 3-3 Privately Operated Public Transportation Services Overview**

Privately Operated Public Transportation Services Overview						
Provider	Service Area	Service Type(s)	Passenger Eligibility	Span of Service	Days of Service	Fares
Amtrak – California Zephyr	<ul style="list-style-type: none"> <li>▪ Chicago – Omaha-Denver-Salt Lake City-Emeryville</li> <li>▪ Stations located in Fraser and Granby</li> </ul>	<ul style="list-style-type: none"> <li>▪ Private long-distance passenger train service</li> </ul>	General Public	N/A	S M T W Th F Sa	Varies
Colorado Tour Transportation	Denver International Airport to Winter Park and all of Colorado's major ski resorts	<ul style="list-style-type: none"> <li>▪ Private Shuttle Service (Door-to-Door shared-ride shuttle service and Point-to-Point service to set mountain locations for discounted rates)</li> <li>▪ Private Charter services</li> </ul>	General Public	By Reservation	S M T W Th F Sa	Varies
GO Alpine Taxi	Within Steamboat Springs and to Yampa Valley Airport and Denver International Airport	<ul style="list-style-type: none"> <li>▪ Private Shuttle Service (Door-to-Door shared-ride shuttle service and Point-to-Point service to set mountain locations for discounted rates)</li> <li>▪ Private Charter services</li> <li>▪ Local Taxi Service</li> </ul>	General Public	Varies	S M T W Th F Sa	Varies

**Privately Operated Public Transportation Services Overview**

Provider	Service Area	Service Type(s)	Passenger Eligibility	Span of Service	Days of Service	Fares
Greyhound	Denver–Vernal–Salt Lake City with a full-service station in Granby, a limited station in Steamboat Springs, and pickup locations in Winter Park, Hot Sulphur Springs, Kremmling, Milner, Hayden, Craig, and Dinosaur	<ul style="list-style-type: none"> <li>Intercity Bus Service</li> </ul>	General Public	Varies	S M T W Th F Sa	Varies
Home James Transportation	Denver International Airport to Winter Park, Granby, and Grand Lake	<ul style="list-style-type: none"> <li>Private Shuttle Service (Airport-to-Resort shared-ride shuttle service)</li> <li>Private Charter services</li> </ul>	General Public	Varies by Season	S M T W Th F Sa	\$33.50 - \$92
Ski Granby Ranch	Ski Granby Ranch Lodging	<ul style="list-style-type: none"> <li>Fixed-Route Resort Shuttle Service</li> </ul>	Resort Guests/Visitors	Varies by Season	*	No Fare
Steamboat Ski & Resort Corporation	Between remote parking lot and the ski area base	<ul style="list-style-type: none"> <li>Fixed-Route Resort Shuttle Service</li> <li>Complementary ADA</li> </ul>	Resort Guests/Visitors, General Public	7:15 AM – 6:30 PM	S M T W Th F Sa (Winter season only)	No Fare
Storm Mountain Express	Steamboat Springs, to Yampa Valley Airport, Eagle/Vail Airport, and Denver International Airport	<ul style="list-style-type: none"> <li>Private Shuttle Service (Airport-to-Resort shared-ride shuttle service)</li> </ul>	General Public (Groups)	24 hours per day	S M T W Th F Sa	\$480 - \$1,764 (One-Way)
Valley Taxi	Within Winter Park, Fraser, and all of Grand County, and to Denver and Black Hawk	<ul style="list-style-type: none"> <li>Taxi Service</li> <li>Private Door-to-Door Shared Ride Shuttle Service to Winter Park Resort from Rendezvous</li> <li>Private Charter services</li> </ul>	General Public	Varies by Season	S M T W Th F Sa	Varies by Season

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

\* Information not available/received

### **3.5 Existing Coordination Activities**

Given the geographical layout and size of the Northwest region and the lack of major population centers, little coordination has been implemented at the service provider level. The primary source of coordination has come from the Northwest Colorado Council of Governments (NWCCOG), which covers a portion of the TPR, but not all. 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.

- ▶ Local/Regional Coordinating Council
- ▶ Marketing and Information Campaigns
- ▶ Mobility Management
- ▶ Partnerships
- ▶ Vehicle Sharing

#### **3.5.1 Local/Regional Coordinating Council**

A Regional Transportation Coordinating Council (RTCC) was developed for the region in 2010, whose mission is to “coordinate, manage, consolidate, educate, promote, enhance, and facilitate seamless access to transportation services for the veteran, disabled, older, and low-income adult populations in the geographic region composed of Garfield, Pitkin, Eagle, Summit, Grand, Jackson, and Routt Counties.” The RTCC for the region meets bi-monthly to work on strategic coordination projects to assist the streamlining of transportation information and services to residents, employees and visitors.

The RTCC has been very project oriented this past year, as the NWCCOG was awarded Veterans Transportation and Community Living Initiative funding to create a centralized call center with information on all types of transportation providers and services in the region. The NWCCOG contracted with RouteMatch for the software for a One-Call/One-Click Center and began a soft opening in August 2014. Following the roll out of One-Call/One-Click Center, the RTCC will use funding that it has received to implement a marketing campaign to educate the public, transportation providers, and human service agencies about this new resource.

#### **3.5.2 Marketing and Information Campaigns**

A marketing campaign spearheaded by the RTCC will kick off in 2014 to educate the public and transit/human service agencies about the centralized call center.

#### **3.5.3 Mobility Management**

In July 2012, the NWCCOG hired a mobility manager with a goal of streamlining coordination efforts in the region. The Mobility Manager works across parts of two Transportation Planning Regions—Northwest and Intermountain—including Garfield, Pitkin, Eagle, Summit, Grand, Jackson, and Routt counties. Having a paid mobility manager ensures that staff resources are available and creates a community resource to energize coordination activities. The NWCCOG Mobility Manager leads the activities of the RTCC in the region and is working primarily on development and implementation of a One Call/One Click Center, implementing a regional billing mechanism for Non-Emergency Medicaid Transportation, maintaining a regional transportation services inventory, including both human service agencies and transit providers, along with conducting a detailed gap analysis of the transit needs across the region to expand coordination of and access to existing and new resources.

### 3.5.4 Partnerships

The Meeker Streaker demand-response service in Meeker is a joint venture between Rio Blanco County and the Pioneers Medical Center that provides the elderly and disabled transportation within 10 miles of Meeker for medical and personal care appointments, meals (Thursdays), worship services, and shopping. It also provides occasional transportation to Craig, Grand Junction, and Rifle.

### 3.5.5 Vehicle Sharing

The Grand County Council on Aging allows the Cliffview Assisted Living Center exclusive use of one of their ADA accessible minivans.

## 3.6 *Summary of Existing Services*

Steamboat Springs Transit is the only year-round public transit service in the Northwest region, while The Lift provides winter seasonal public transit service in the Winter Park area. Both services are free of charge and open to the general public. Steamboat Springs Transit also operates low-fare regional commuter bus service to/from Craig, with stops in Milner and Hayden. In 2012, these public transit agencies provided nearly 1 million fixed-route trips, nearly 27,000 deviated fixed-route trips, and almost 1,700 demand response and paratransit trips. Several human service agencies in this region also provide trips for seniors persons with disabilities, veterans, and other transit-dependent populations throughout the region. These services typically operate within a small perimeter of the municipality they are located in and may provide pre-arranged trips to larger population centers (including Denver and Grand Junction) on a limited basis for medical appointments.

Given the mountain resorts in the region, there are also many private transportation operators. This includes small resort shuttle operators, several operators that provide shuttle and charter services to visitors trying to get to mountain resorts from Denver and mountain airports, general public services such as Amtrak and Greyhound, and taxi services that provide local transportation services and other chartered transportation services. The two resort-operated services (Steamboat Ski Resort and Ski Granby Ranch) are free for visitors, while other private services range in cost (though usually cost-prohibitive to use as a frequent transit service). The intercity service provided by Greyhound connects communities within the region along US 40 and the region to Vernal, Utah, and Salt Lake City to the west and Denver to the east. The Amtrak route that serves the region, the California Zephyr, originates in Chicago, connects through Denver, and heads west through the mountains with stops in Fraser and Granby before going on to Glenwood Springs and Grand Junction with a final destination of Emeryville, California. The Amtrak station in Fraser is served by The Lift during its operation in the winter ski season, providing a transit link to Winter Park. The Amtrak station in Granby is near the Greyhound bus station, allowing for transfers to communities along US 40 that Greyhound serves. The Greyhound bus stops in Steamboat Springs and Winter Park are served by their local public transit agencies, though Winter Park's service is only available during the winter.

There are several gaps in the regional service network, as the region's transit services operate with few designed regional connections between services. Greyhound and reservation-based services are currently the only way to travel within the region via transit, meaning regularly available service is not available. Thus there is no convenient service for local residents to regionally access employment or to get to human services on a regular basis. Chapter 5 further discusses recommendations for these service gaps and other spatial, temporal, and financial limitations and needs.



## 4.0 CURRENT AND POTENTIAL TRANSIT FUNDING

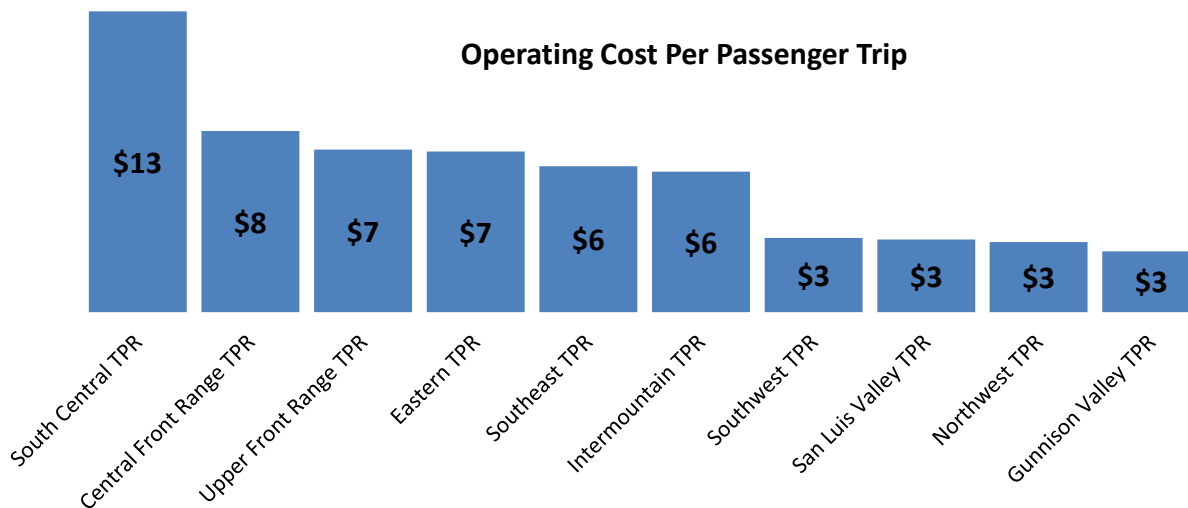
This Chapter presents a snapshot of current transit funding levels and potential sources of funds for the Northwest Transportation Planning Region (TPR). Significant current and potential future funding programs are summarized and estimates of funds generated through future potential revenue mechanisms are provided.

Providing public transit and human service transportation in the Northwest region is challenging, especially given the large geographical nature of the TPR. The influx of seasonal residents, workers, and visitors during peak tourism months can cause additional strain on providers, while excess capacity may be available during other parts of the year. Transit agencies must provide services within and connecting smaller rural communities, but with system ridership demands and infrastructure needs that are more characteristic of larger urban centers.

### 4.1 Current Transit Expenditures

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 region. Transit operating costs in the Northwest 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.

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

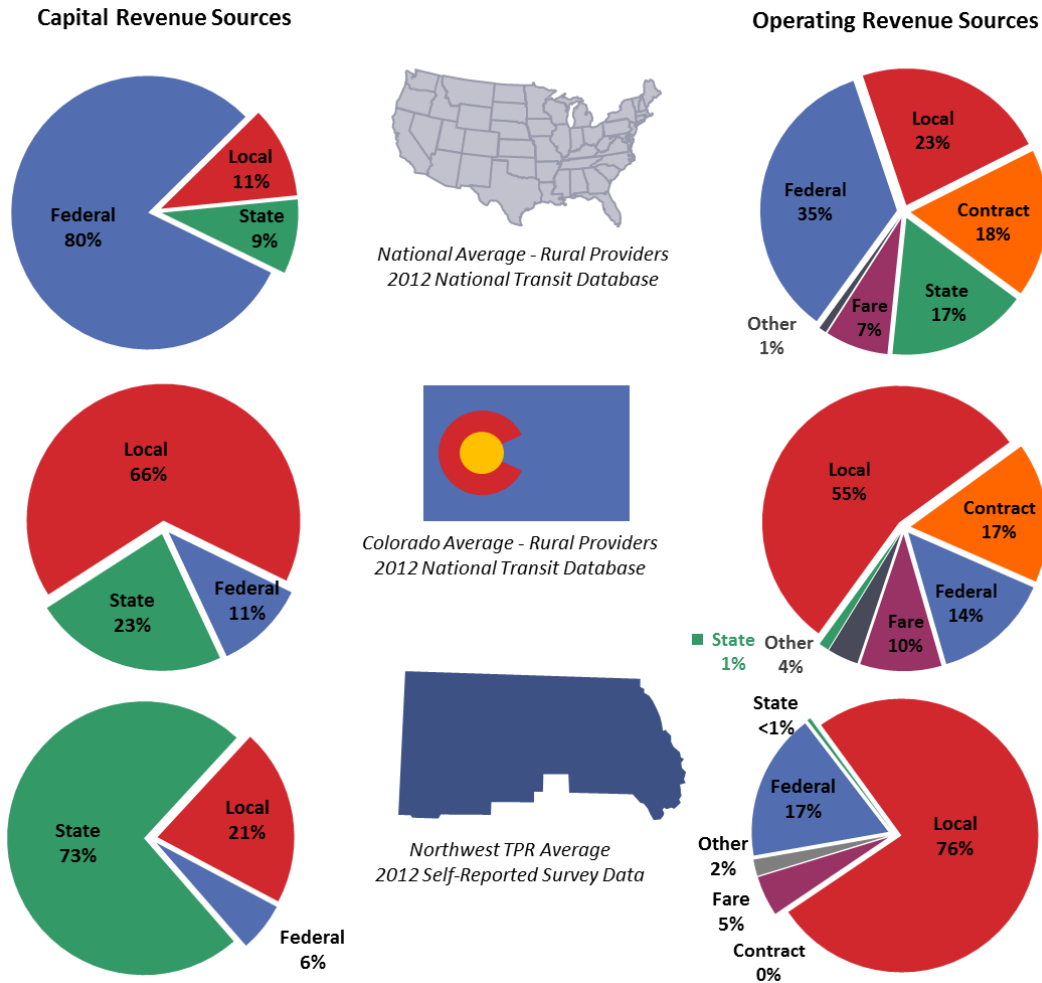


Source: 2012 Self-reported data from CDOT Transit Agency Provider Survey, 2013

### 4.2 Current Transit Revenue Sources

Transit service providers in the Northwest region 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**



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

At the national level, most 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, just 11 percent. The state of Colorado contributes more than twice the national average toward capital investments, primarily through the FASTER program.

In the Northwest TPR, Colorado provided most of the financial support for major capital investment projects in 2012. State support in this year was primarily directed to the City of Steamboat Springs. In 2012, federal capital investments made up the smallest portion of regional capital funding. However, in previous years federal investments have been the largest contributor. Capital expenditures and revenues are not consistent over time and different sources are used to fund different projects as needs arise. Local funding accounts for the remaining 20 percent of capital investments and includes a wide variety of local government contributions to services throughout the region.

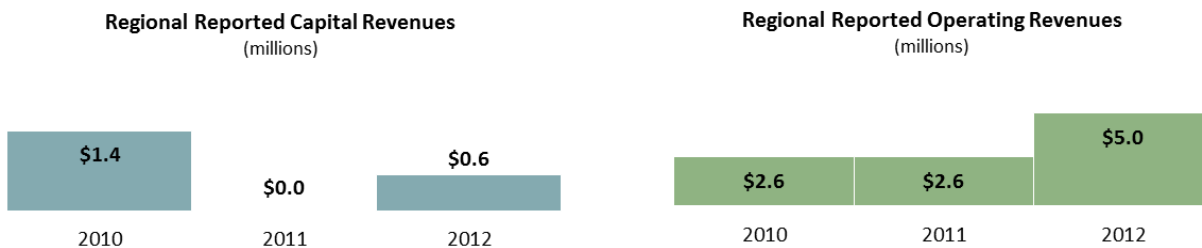
The breakdown of funding sources used to fulfill operating needs also emphasizes the importance of local funding to the state and region. At the national level, operating revenues are relatively diversified among federal, local, agency-derived, and state funding sources. Colorado on average is more dependent on local sources and less reliant on federal and state sources for operating funds. Within the Northwest region, the local share of operating revenues is substantially greater than the state average (76 percent compared to 55 percent). Local revenues include any General Fund transfers or dedicated revenues collected by counties and cities in the region. Every provider in the region reported receiving some local funds to support transit operations.

### 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 for the past three years. Within the Northwest region, capital revenues have varied in recent years, reflecting both data reporting issues and the variable needs for major capital replacement or expansion projects in the region. Providers in the Northwest region have strong local support, which has increased in recent years, despite economic downturns. However, to realize the region's long-term vision for transit, additional funding sources and partnerships must be explored. 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.

**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 provide 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 major FTA and U.S. DOT programs cover grant assistance to rural areas. Providers in the Northwest 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 nonurbanized 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 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; carry out related endeavors; and 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 nonprofit 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 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 programs 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 nonprofit 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 in the Intermountain TPR. Maximum federal share is 80 percent.

**Federal Highway Administration (FHWA) Surface Transportation Program (STP)** provides flexible funding that states and local governments may use for a variety of highway-related projects and for 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. The TAP replaced the funding from pre-MAP-21 programs, including the Transportation Enhancement Activities, Recreational Trails Program, and Safe Routes to School Program. Requirements and guidelines for this program, 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 a public transportation project that supports progress toward the achievement of 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 this effort has not been announced.

#### 4.4.2 Federal Grant Programs – Other

Other federal agencies, including the Departments of Health and Human Services, Veterans Affairs, Labor, 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 more than 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 at ([http://www.unitedweride.gov/NRC\\_FederalFundingUpdate\\_Appendix.pdf](http://www.unitedweride.gov/NRC_FederalFundingUpdate_Appendix.pdf)). Most federal human services related funding assistances flows 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, but 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)** are administered by the Department of Housing and Urban Development (HUD) and cover funding for transportation. A portion of CDBG funds are spent on directly 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)** are administered by the Department of Health and Human Services and 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, these grants are administered through the Statewide Independent Living Council and State Rehabilitation Council.

#### 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, multimodal 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). Both are awarded competitively by CDOT DTR. 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 and capital costs. As a result, \$3 million of the FASTER transit funds are now allocated to cover the cost of the planned Interregional Express Bus service and another \$1 million 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, to support 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 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 Rural Transportation Authorities active in Colorado (Roaring Fork, Gunnison Valley, Pikes Peak, Baptist Road, and South Platte Valley).

**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 that local agencies fund operations for specific economic or employment centers, such as universities or the campuses of major employers. 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 administered by the school. This can be paired with a discounted or free pass that students can use to ride the transit system.

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.

**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 Colorado's local agencies can consider 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, provides funding for specific capital projects, or provides dedicated operating revenue to an entire agency. In Colorado, formation of special districts and any tax policy change resulting in net revenue gains require 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 and 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-n-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 most closely associated with a utility fee. The fee is indexed to the average price of a gallon of gas and 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, recreation, and the state and local library system. Those municipalities or tribal governments that allow 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 are 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 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 Northwest region rely substantially on local funding sources, particularly to support continued service operations. To meet future needs and continue to provide critical services in the region, alternative revenue sources should be considered.

**Table 4-1** presents high-level estimates of the potential funds that could be generated by enabling additional or alternative revenue sources. These estimates are intended to provide an approximate gauge of the potential value of alternative revenue sources in closing future funding gaps. The exact amount of revenues that could become available is dependent on voter approval, implementation of the mechanism, and local limitations and tax policy. These estimates are intended to portray the approximate value of potential funding sources and do not constitute an endorsement or a recommendation. Values are based on currently published information for Grand, Jackson, Moffat, Rio Blanco, and Routt counties.

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

	Mechanism	Revenue Source	2012 Revenue Base	Annual Funds Generated
1.	0.7% sales tax	Net Taxable Sales	\$1,192,062,000	\$8,344,434
2.	1.0 mill levy	Assessed Property Value	\$3,876,900,030	\$3,876,900
3.	\$15 annual fee	Total Housing Units	\$42,676	\$640,140
4.	2% equivalent fee	Local Tourism Tax Receipts	\$19,451,300	\$389,026
5.	10% flex transfer	Local Highway Users Tax Fund	\$13,251,748	\$1,325,175

- 1. Sales Tax Increase:** If each county in the region were to enact an additional levy of 0.7 percent of net taxable sales in the region, annual revenues could have reached \$8 million in 2012. An increase in sales taxes would require voter approval and would be collected either by a dedicated regional transportation authority or by local governments and then transferred to support transit services. There are currently no transportation or transit authorities in the region.
- 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 \$3 million. An increase in taxes would require voter approval and local cities and counties may be limited by existing TABOR revenue limits.
- 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 \$640,000 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 \$19 million in local tax receipts. 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 \$390,000 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 million could have become available for transit-related investments.

#### **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, the FTA provides funding for transit services through various grant programs. FTA provides several grant programs directly to Designated Recipients, primarily in urbanized areas. For rural areas, FTA transit funds are allocated by formula to the state and 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 bi-annually. 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. Before 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 complete and submit National Environmental Policy Act (NEPA) documentation 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 composed of individuals outside 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 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 needs and gaps in the Northwest region. Additionally, an assessment of existing public transit and human service transportation services are reviewed with the needs and gaps 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 needs and gaps in the Northwest Transportation Planning Region (TPR) include, but are not limited to the Northwest 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's 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 needs and gaps in the Northwest 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 Northwest region is expected to see above average growth by 2040, increasing from 61,214 residents in 2013 to approximately 103,000 residents in 2040 a 68 percent increase. Most of this growth is expected to occur within Grand and Routt counties, with each having a total percent growth that is nearly double the state average. Rio Blanco County is estimated to grow at about the statewide average, while Moffat and Jackson counties are estimated to see below average growth. Because the TPR's counties are generally large, at times mountainous, 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, especially within resort communities, this growth will need to be considered to meet the growth projected in the long term.

The overall growth in the elderly population for the region is anticipated to grow 120.9 percent from 2013 to 2040, which is roughly the state average but third highest among TPRs. However, Grand County will see the most significant growth in the 65+ population in the region with a 183.8 percent increase from 2013 to 2040. Routt County also has above average growth with an estimated 132.4 percent increase from 2013 to 2040. The remaining counties have below average growth compared to the rest of the state, especially Jackson County with little growth expected. Even so, growth is still occurring and must be considered when planning for both public transit and human service transportation in the future. This is especially important and necessary in high growth areas such as Grand and Routt counties. The elderly population 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 the predominant economic engines in the Northwest 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 Northwest region was \$553 million (2012\$) and increased to \$621 million (2012\$) in 2007 before falling back to \$578 million in 2012. The average growth in travel spending between 2004 and 2012 was 0.7 percent. Of course, this dataset includes the time period of the great economic recession, and in 2009 and 2010 the region was hardest hit by the decrease in travel spending. Every county except Jackson County saw a reduction in travel spending starting in 2009, and by 2010 every county in the region felt the

retraction, with travel spending falling below 2004 levels to \$522 million (2012\$). Recovery has been inconsistent among the five counties, but overall the TPR has once again been experiencing growth in travel spending since 2011.

Based on the historical travel spending growth from 2004 to 2012 in the Northwest region, it is reasonable to assume that there will be an average of 2.4 percent annual growth in travel spending in future years. In 2012 travel spending in the Northwest region was approximately \$578 million. Assuming a growth rate of approximately 2.4 percent in future years, travel spending could reach \$697 million by 2020, \$881 million by 2030, and just over \$1.1 billion by 2040. These projections indicate that transportation demand relative to tourism and recreation in the Northwest TPR will continue to grow through the planning horizon of 2040.

## 5.2 *Qualitative Assessment of Needs and Gaps*

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

### 5.2.1 *Spatial Limitations*

Spatial limitations in the region were observed in many parts of the Northwest 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 highlights the spatial imitations identified in the Northwest TPR:

- ▶ There is currently no regional general public transit service connecting the municipalities of Yampa and Oak Creek with Steamboat Springs (SH 131 corridor). This creates a significant barrier to passengers trying to access human services and employment in Steamboat Springs, especially given that the area is home to some of the more affordable housing available to tourism and service industry employees. Past attempts at vanpool service for southern Routt County were not successful due to inflexibility and quality. A robust and flexible public-private partnership vanpool service could be a starting point toward more dedicated service. Agencies in Moffat County, including Craig, expressed an interest in vanpool service as well.
- ▶ The region is interested in establishing connections to the I-70 corridor because it is the primary major transportation corridor that provides access to/from important population centers such as Denver and Grand Junction.
- ▶ The Steamboat Springs area expressed the desire to bring back passenger train service to the region to improve regional travel and support visitor travel to the region from the I-70 corridor.
- ▶ There is a possible need for a transit plan that looks at fixed-route general public transit service in the City of Craig to help increase mobility and access for all within the city. This, in turn, could help free up some human service resources that can be used to improve longer distance travel.
- ▶ Currently, there is a gap in service in the western portion of Steamboat Springs, known as Steamboat Springs II. Steamboat Springs Transit has expressed a desire to provide service to this area (US 40 corridor).
- ▶ There are employment-related needs for service from Craig and other western municipalities to Vernal, Utah, and locations in Wyoming related to the energy sector, including training opportunities. Currently Greyhound provides service to Vernal, but it may not be frequent and convenient enough (US 40).
- ▶ There is a desire to create a more robust southern gateway into Rocky Mountain National Park, which would include providing transit service in and out of the park from Granby (US 34).
- ▶ Gaps in service between Winter Park and both Granby and Kremmling exist, especially related to tourism employment. Greyhound currently provides service, but it is not viable for commuting (US 40).

Given a variety of needs for regional service (both general public and human services, within the region and to other regions), including those proposed by the Colorado Statewide Intercity and Regional Bus Network Plan, it was determined that a regional connectivity study is needed to determine which routes are most needed and feasible. However, no existing agency currently covers the whole TPR. A regional coordinating council (RCC) may be needed to provide this leadership.

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 Northwest TPR:

- ▶ Need for regional service between Yampa and Steamboat Springs (SH 131)
- ▶ Need for regional service between Kremmling and Frisco (SH 9)
- ▶ Need for essential regional service, typically operating as demand response, connecting Craig and Grand Junction with service through Rifle (SH 13)
- ▶ Need for essential regional service, typically operating as demand response, connecting Steamboat Springs and Denver with service through Grand County communities along US 40

CDOT's Statewide Older Adults and Adults with Disabilities Survey also showed concurrence with many of the spatial needs identified in the Northwest TPR, including:

- ▶ Forty-seven percent of respondents in the Northwest region rely on others for some or all of their transportation needs, and a majority of respondents (70 percent) indicated they were unable to get somewhere because they could not find transportation once or more in the last month.
- ▶ Forty-four percent of respondents have difficulty finding transportation for trips they need or want to make. Of those 62 percent have difficulty finding transportation for medical appointments, 55 percent for shopping and pharmacy trips, and 36 percent for social activities, such as visiting friends and family, and community events.
- ▶ General public transportation (65 percent) and paratransit service (58 percent) is not available where respondents live or want to go and was identified as a "major problem."
- ▶ The distance to a bus stop presented as a major problem for 46 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 Northwest 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 Northwest 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 additional and/or expanded weekend transit service as a need. Again, weekend service allows specialized populations access to employment, recreation/social activities, and services.
- ▶ A need for year-round general public transit service in Grand County, especially the Winter Park-Fraser Valley area, has been identified in the past and remains today. Currently, service is limited to Winter Park and Fraser during the winter ski season (November to April). An increase in summer season activities in the area and the concentration of population along US 40 continues to make this need a top priority in the region to serve visitors, residents, and tourism-related employees. Previous plans have identified costs and other organizational aspects of such a service, but it was expressed at the open



house public meeting in Fraser that differences between municipalities within Grand County have delayed such a system to be established and funded.

- ▶ Improvement to the Greyhound service running through the region was identified as a need since it is the only long-distance regional service through the TPR. Reduced travel times, decreased cost, and improved reliability were all items expressed as needed service improvements.
- ▶ Steamboat Springs Transit would like to increase the frequency of bus service to keep up with peak hour demand during the winter ski season. Additionally, Steamboat Springs Transit would like to develop bus rapid transit to incorporate remote parking lots with high traffic areas.
- ▶ Grand County Council on Aging noted the need for an additional driver to provide more service.
- ▶ A need for increased service for all populations, but specifically transit-dependent populations, was noted for Jackson, Moffat, and Rio Blanco counties to provide better access to employment, medical services, shopping, and other needs.

CDOT's Statewide Older Adults and Adults with Disabilities Survey in the Northwest TPR also indicated temporal needs of those surveyed in the Northwest TPR, including:

- ▶ Fifty-two percent of respondents indicated that service not operating during needed times is a "major problem" and a barrier to their using transit.
- ▶ Sixty-nine percent of respondents indicated that it was difficult to find transportation on weekdays from 10:00 AM to 4:00 PM; 41 percent indicated this same challenge on weekdays from 4:00 PM to 7:00 PM; and 37 percent have difficulty finding trips from 6:00 AM to 10:00 AM. Lack of transportation services during the day on Saturday and Sunday also was a time that many survey respondents indicated needing transportation services, 34 percent and 31 percent, respectively.

### 5.2.3 Capital Limitations

Capital limitations in the region were also observed. Capital limitations involve infrastructure, facility, and vehicle needs that can prevent the implementation of services or hinder their efficiency and effectiveness. The following are the infrastructure limitations and needs noted for the Northwest TPR:

- ▶ Agencies in the region expressed a need for additional paratransit vehicles to expand/start service for disabled residents.
- ▶ There is a need for regionally shared maintenance facilities for smaller vehicles. Currently, operators must travel long distance to places such as Denver to service their transit vehicles.
- ▶ Steamboat Springs Transit expressed a need for alternative fuel stations and supporting infrastructure to support their use of alternative fuel vehicles.
- ▶ A need for a park-n-ride in Hayden to allow improved access to the regional service provided by Steamboat Springs Transit had been identified in the past and was confirmed to still exist by the Town of Hayden and Steamboat Springs Transit.
- ▶ Steamboat Springs Transit expressed a desire to upgrade existing facilities, including bus stops, to provide a higher quality of service, including real-time bus information and tracking.
- ▶ Steamboat Springs Transit expressed a need for new diesel/electric hybrid buses for increased service and additional vehicles to replace existing vehicles.
- ▶ With the introduction of a year-round transit service in Grand County, new fuel-efficient/environmentally friendly buses would be needed to replace existing outdated buses.
- ▶ Nearly every human service provider expressed a need to replace at least one existing vehicle, often to increase carrying capacity.
- ▶ The Steamboat Ski & Resort expressed the long term goal of building a gondola to transport people from the remote parking area to the base of the ski area. In the meantime, replacing and adding fuel efficient vehicles was expressed as a need.

## 5.2.4 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 the state of Colorado and within the Northwest TPR. While capital funds are needed, the lack of operating funds was a major limitation noted by all providers. Additionally, the Federal Transit Administration (FTA) now requires all grantees to develop asset management plans. CDOT will work with its grant partners to meet this new requirement with a goal of having the asset management plans in place for all grantees by 2017.
- ▶ Substantial growth in the elderly population in some portions of the Northwest region is going to 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 2.4 percent annually will likely result in a need for additional funds to expand service to meet demand. With the existing limitations on maintaining existing services, this is going to become a bigger issue as the region grows and tourism increases.
- ▶ Providers have had difficulty retaining transit vehicle drivers due to higher pay in the energy sector, which is a growing industry in the region.
- ▶ Additional funding may be necessary to increase the promotion of the regional service between Craig and Steamboat Springs. It was expressed that the service could be used more and that marketing and promotions might be necessary to increase ridership.
- ▶ Funding is needed to establish a year-round transit system in Grand County.

## 5.2.5 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 Northwest TPR include:

- ▶ Many human service transportation programs are often available only to 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 comingling of passengers for medical trips to Denver and 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.
- ▶ Organizations that operate or have clients in Craig, Meeker, Rangely, Walden, and Yampa expressed the need for improved demand response transit services that serve a variety of transit-dependent populations. Such services exist in these areas but are limited in where they can travel, how often, and to whom they serve. Trip purposes are varied and include employment, training, medical, and shopping trips for low income, disabled, elderly, veteran, and other populations.
- ▶ The Steamboat Ski & Resort noted the desire to implement a carpool program and charge more for single occupant vehicles to reduce traffic and parking needs at the resort.

## 5.2.6 Human Services Transportation Coordination Limitations

The portion of the Northwest TPR represented by the Northwest Colorado Council of Governments (NWCCOG) has made significant progress in its coordination efforts since this plan was last updated in 2008. The Regional Transportation Coordinating Council (RTCC) has been established and has been meeting for several years, the NWCCOG hired a mobility manager to lead the RTCC and to manage coordination projects and activities, and

agencies have been working collaboratively in many ways. The following are ways the region can continue to coordinate to help in meeting the needs of residents, businesses and visitors in the years to come.

- ▶ Develop and maintain a regional services inventory (public, private, and volunteer programs) to make it easier to refer travelers to transit systems/agencies and bring awareness to the services available in the Northwest TPR.
- ▶ Expand collaboration among regional partners on joint training programs, sharing drivers, sharing facilities and vehicles, linking services, and leveraging funding.
- ▶ Improve coordination and information sharing with other agencies regarding veteran transportation services, which tend to be operated independently. Many services appear to rely on volunteers on an as-needed basis. Increased coordination and communication with these services and other human services could help increase the quality of service for the many veterans who reside in the region.

## 6.0 FINANCIAL AND FUNDING OVERVIEW

This Chapter presents current and estimated future operating expenses and revenues available in the Northwest region 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 the data. These estimates reflect best available data and are intended solely to illustrate long-term trends in operating needs.

The 2040 revenue and operating 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 Northwest TPR have grown faster than available revenues and population growth. Revenues have grown for some providers and for some funding sources, while other funding sources have declined through the recession. Total operating expenses have varied with some providers pursuing cost savings or reducing services while others have expanded service with additional revenues or new funding sources. As shown in **Table 6-1**, operating expenses are projected to grow by 1.3 percent, while operating revenues are projected to grow at an average annual rate of just 0.8 percent through 2040.

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

Northwest TPR	Year 2013	Year 2020	Year 2030	Year 2040	Average Annual Growth (2013- 2040)
Operating Expenses	\$3,123,617	\$3,540,000	\$4,400,000	\$5,250,000	1.3%
Operating Revenues	\$3,123,617	\$3,685,000	\$4,300,000	\$4,700,000	0.8%
<i>Potential Funding (Gap) / Surplus</i>	0	\$145,000	(-\$100,000)	(-\$550,000)	-0.50%

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

The region's full-time resident population is expected to grow 1.7 percent annually from 2013 to 2040 and reach 103,000 by 2040. Visitors and seasonal resident population are likely to grow more rapidly. Approximately \$3.1 million, or \$53 per capita, was expended to support critical transit and transportation services in the Northwest TPR in 2013. Per capita measures account only for full-time resident populations and do not capture seasonal visitors, residents, and workers or reflect system ridership. To provide the same level of service (as measured by per capita expenditures) in 2040 as today, the region will require approximately \$5.2 million in operating funds (see **Table 6-1**).

**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 relatively higher operational costs in the Northwest TPR. Influences on operating cost measures include the rural nature of the area, long trip distances, tourism, and higher fuel costs.



**Table 6-2 Northwest TPR Average Transit Operating Cost**

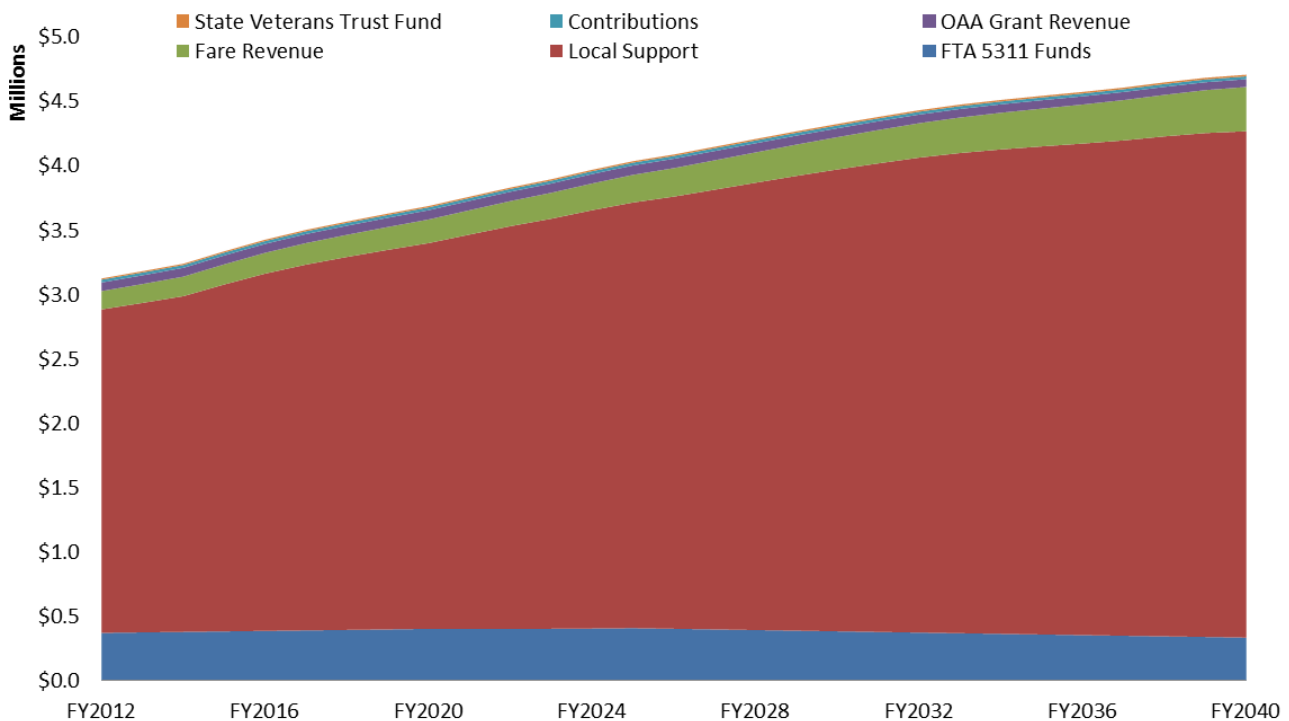
Performance Measure	Operating Cost
Cost per Capita	\$53
Cost per Passenger Trip	\$3
Cost per Revenue Mile	\$3
Cost per Revenue Hour	\$39

Source: Transit Agency Provider Survey, 2013

## 6.2 Current and Future Operating Revenues

By 2040, the Northwest TPR could expect to see transit revenues for operating and administration purposes reach an estimated \$4.7 million. 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 the transit operators and as collected from available National Transit Database and survey reported data.) **Figure 6-1** illustrates potential future trends in major operating revenue sources currently used within the region.

**Figure 6-1 Forecasted Operating Revenues in the Northwest TPR**



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

- ▶ **Federal Transit Administration (FTA)** 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 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. Local sales tax sources provide an important revenue source in the region, particularly for the City of Steamboat Springs, which makes up most of the local funds in the region. 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.
- ▶ **Fare Revenue** is variable and linked to personal income growth, system ridership, and policy changes. Based on historic trends, fare revenues are anticipated to grow steadily at 3.2 percent annually, though recovery rates could slow over the long term.
- ▶ **Contract revenues** include relatively stable sources such as payments through Title III of the Older Americans Act (OAA) and state payments through the Veterans Trust Fund. Other contract revenues are highly variable, including contracted payments through the Medicaid program. Sequestration or other changes in federal programs will impact the revenues available through Medicaid, OAA, Community Service Block Grants (CSBG), and other important programs.
- ▶ **Contributions** include donations from individuals, community foundations or local businesses.
- ▶ **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 fees, are important but relatively small revenue sources 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 21<sup>st</sup> 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 Northwest region will grow faster than transit revenues by 0.5 percent (average annual growth) between 2013 and 2040. As illustrated in **Table 6-1**, these trends could result in a potential funding gap of approximately \$550,000 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.

Revenue forecasts are highly variable and actual future values may be higher or lower than expected. Sales and use tax collections are cyclical and depend entirely on economic conditions. The impact of future tourism-related economic activity on sales and use taxes is particularly challenging to predict. Significant growth in retail tourism spending could benefit the region; however, tourists tend to purchase more services than goods and

most service transactions in Colorado are exempt from sales tax. Future increases in tourism activity are likely to indicate increased demand for transit services in the region.

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 Northwest 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 Northwest 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 Northwest 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 high priority strategies are to be used as an implementation plan to help prioritize and fund projects over the next 15 years between now and 2030. The implementation plan should be used as a guide for moving the Northwest region's transit vision forward. The TWG identified these strategies based on input from the public, identified needs and gaps in service, and input gathered 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 Northwest 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, as well as the Statewide Intercity and Regional Bus Network Plan and the Advanced Guideway System (AGS) Feasibility Study. 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: Collaborate to maintain, enhance, and expand existing transit services.**

##### **Strategy 1.1: Maintain operation of existing services to support the travel needs of residents, employees, and tourists throughout the region.**

- ▶ 2030 operating Cost: \$4.4 million (1.3% 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 and Regional Government, Local HUTF  
*Capital* - FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP



**Strategy 1.2: Develop and implement asset management plans. Grant partners and CDOT will need to work together with the FTA to define expectations for asset management activities and to properly budget and plan for them.**

- ▶ Annual Administrative Cost: TBD  
*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: All existing agencies
- ▶ Performance Measure Categories: System Preservation and Expansion
- ▶ Potential Funding Sources:  
*Administrative – N/A*

**Strategy 1.3: Form a county-wide transit board in Grand County and develop a year-round fixed-route transit service for the Winter Park-Fraser Valley area / Grand County.**

- ▶ Cost: Annual Capital - \$1,000,000  
Annual Operating - \$1,615,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Grand County, interested municipalities, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Capital - FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP, Public-Private Partnership*  
*Operating - FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF, Public-Private Partnership*  
*Administrative - FTA 5304, FASTER*

**Strategy 1.4: Expand Steamboat Springs Transit service into western Steamboat Springs (known as Steamboat II).**

- ▶ Annual Operating Cost: \$400,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Steamboat Springs Transit
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating - FTA 5310, FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF*

**Strategy 1.5: Expand Steamboat Springs Transit fleet with 4 Diesel/Electric Hybrid buses.**

- ▶ Capital Cost: \$2,400,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Steamboat Springs Transit
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Safety and Security
- ▶ Potential Funding Sources:  
*Capital - FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP*

**Strategy 1.6: Create a robust and flexible vanpool service in southern Routt County.**

Previous attempts at vanpool service have not been well received, likely due to poor quality of service and inflexibility.

- ▶ Capital Cost: \$400,000
- ▶ Annual Operating Cost: \$250,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Steamboat Springs Transit, Southern Routt County communities
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources:
  - Capital* - FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP
  - Operating* - FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF, Public-Private Partnership

**Strategy 1.7: Build a park-n-ride facility for the Steamboat Springs-Craig regional bus service in Hayden.**

- ▶ Capital Cost: \$1,500,000
- ▶ Timeframe: 7-12 years
- ▶ Champions/Partners: Steamboat Springs Transit, Town of Hayden
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility
- ▶ Potential Funding Sources:
  - Operating* - FTA 5310, FTA 5311, Agency Revenues, Local and Regional Government, Local HUTF
  - Capital* - FTA 5310, FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP

**Strategy 1.8: Identify champions, establish a Northwest TPR Regional Transportation Coordinating Council that incorporates all five TPR counties, and hire a part-time Regional Coordinating Council Coordinator/Mobility Manager to coordinate transit needs in the TPR.**

This strategy aims to compliment the efforts performed by the Northwest Colorado Council of Governments (NWCCOG), while covering gaps in coverage. It is expected that the new part-time mobility manager would work with the mobility manager from the NWCCOG and that the council would be the champion for the Regional Connectivity Planning Study (proposed below).

- ▶ Annual Administrative Cost: \$35,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: All agencies
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources:
  - Administrative* – FTA 5310, FTA 5311, FTA Veterans Transportation and Community Living Initiative, RTAP, TANF and other applicable federal funds.

**Strategy 1.9: Create and maintain a regional services inventory/directory (public, private and volunteer programs) to increase access to and information on all types of public transportation services within the region. This strategy supports coordinated transportation within the region.**

- ▶ Cost: N/A
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: NWCCOG, RTCC, All agencies
- ▶ Performance Measure Categories: Mobility/Accessibility, Transit System Development and Partnerships
- ▶ Potential Funding Sources:
  - Operating* - Private/In-kind Contributions, Corporate Sponsorship, Agency support
  - Administrative* - CDOT, CSBG/CDBG, OAA Title III, Other Federal

**Strategy 1.10: Produce a transit feasibility plan for the City of Craig to analyze and prioritize the possibility of general public fixed-route transit service in Craig.**

- ▶ Administrative Cost: \$30,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: City of Craig
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Administrative* - FTA 5304, FASTER, FHWA TAP/STP

**Regional Goal 2: Improve connectivity and coordination between the region's transit systems and services along I-70.****Strategy 2.1: Perform a regional connectivity planning study to analyze feasibility for regional service between TPR counties, to/from the I-70 corridor, and to/from Vernal, UT. This strategy supports the findings of the Statewide Intercity and Regional Bus Network Plan.**

- ▶ Administrative Cost: \$50,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: New NW TPR RCC
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Administrative* - FTA 5304, FASTER, FHWA TAP/STP

**Regional Goal 3: Provide safe and reliable transit choices with multimodal connections for both transit dependent and choice users.****Strategy 3.1: Improve bus stops in Steamboat Springs with increased hard surface waiting areas, better signs, and additional lighting.**

- ▶ Annual Capital Cost: \$80,000
- ▶ Timeframe: Ongoing
- ▶ Champions/Partners: Steamboat Springs Transit
- ▶ Performance Measure Categories: N/A - This strategy supports the safety and security of the system, but is not currently a measurable improvement.
- ▶ Potential Funding Sources:  
*Capital* - FTA 5311, FTA 5337, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP

**Strategy 3.2: Upgrade Steamboat Springs Transit GPS/information system.**

- ▶ Capital Cost: \$200,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Steamboat Springs Transit
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources:  
*Capital* - FTA 5311, FTA 5339, FASTER, Local HUTF, FHWA TAP/STP

**Regional Goal 4: Enhance and expand transit access to medical services, employment, and other activity centers throughout the region, especially in the more rural areas where service does not exist.****Strategy 4.1: Hire another driver for the Grand County Council on Aging.**

- ▶ Annual Operating Cost: \$12,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Grand County Council on Aging
- ▶ Performance Measure Categories: Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating* - FTA 5310, FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF, Medicaid, TANF, CSBG/CDBG, OAA Title III

**Strategy 4.2: Expand Routt County Council on Aging service to the weekend and early weekday morning.**

This strategy involves increased demand response service to add one weekend day of service for 8 hours, plus 2 additional hours per weekday before 9:00 AM.

- ▶ Annual Operating Cost: \$70,000
- ▶ Timeframe: 1-6 years
- ▶ Champions/Partners: Routt County Council on Aging
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating* - FTA 5310, FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF, Medicaid, TANF, CSBG/CDBG, OAA Title III, Veterans Transportation and Community Living Initiative

**Strategy 4.3: Implement general public transit services in Jackson County.**

This strategy involves providing demand response service for the general public (two days of service for 8 hours each).

- ▶ Annual Operating Cost: \$65,000
- ▶ Timeframe: 7-12 years
- ▶ Champions/Partners: Jackson County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating* - FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF

**Strategy 4.4: Implement general public transit services in Moffat County.**

This strategy involves providing demand response service for the general public (two days of service for 8 hours each).

- ▶ Annual Operating Cost: \$65,000
- ▶ Timeframe: 7-12 years
- ▶ Champions/Partners: Moffat County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating* - FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF



**Strategy 4.5: Implement general public transit services in Rio Blanco County.**

This strategy involves providing demand response service for the general public (two days of service for 8 hours each).

- ▶ Annual Operating Cost: \$65,000
- ▶ Timeframe: 7-12 years
- ▶ Champions/Partners: Rio Blanco County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources:  
*Operating* - FTA 5311, Agency Revenues, Local/Regional Government, Local HUTF

**Regional Goal 5: Engage citizens with education and outreach on transit options within the region****Strategy 5.1: Improve and coordinate marketing and information campaigns to increase awareness of public transportation services in the region.**

- ▶ Cost: N/A
- ▶ Timeframe: Ongoing
- ▶ Champions/Partners: NWCCOG, RTCC, All agencies
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources:  
*Operating* - Private/In-kind Contributions, Corporate Sponsorship, Agency support  
*Administrative* - CDOT, CSBG/CDBG, OAA Title III, Other Federal

## 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.

To maintain existing service levels in 2030, the region would require operating funds in the amount of approximately \$4.4 million. Inflation rates in Colorado over the last decade have averaged 2 percent per year. Price inflation for transportation commodities has averaged 3 percent and motor fuel price inflation has averaged over 10 percent over the last decade. Inflation erodes the purchasing power of current revenue streams.

To implement the “growth” scenario, which implements the high priority strategies, an additional \$4.2 million of operating and administrative dollars would be required between now and 2030. Capital costs associated with the high-priority strategies will require an additional \$5.6 million between 2014 and 2030 in 2013 dollars to implement. This cost jumps to \$8.9 million when looking at the inflated 2030 capital costs.

As shown, to maintain existing services and implement high priority strategies identified in the region, \$8.6 million is needed. Based on revenue projections, there is a shortfall of \$4.3 million. The Northwest 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	\$4.4 million
Growth – Implement High Priority Strategies	\$4.2 million
<b>Total - Status Quo and Growth Costs</b>	<b>\$8.6 million</b>
2030 Anticipated Revenues	\$4.3 million
<b>Shortfall</b>	<b>(\$4.3 million)</b>
<i>Values in 2030 dollars</i>	
2014-2030 Projected Capital Costs	
Growth – Implement High Priority Strategies	\$5.6 million in 2013 dollars \$8.9 million in 2030 dollars

As discussed in Chapter 6, it is currently forecast that transit expenses in the Northwest region will outstrip the growth in transit revenues by 0.5 percent, resulting in a potential funding gap of approximately \$550,000 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 \$5.2 million in operating funds.



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