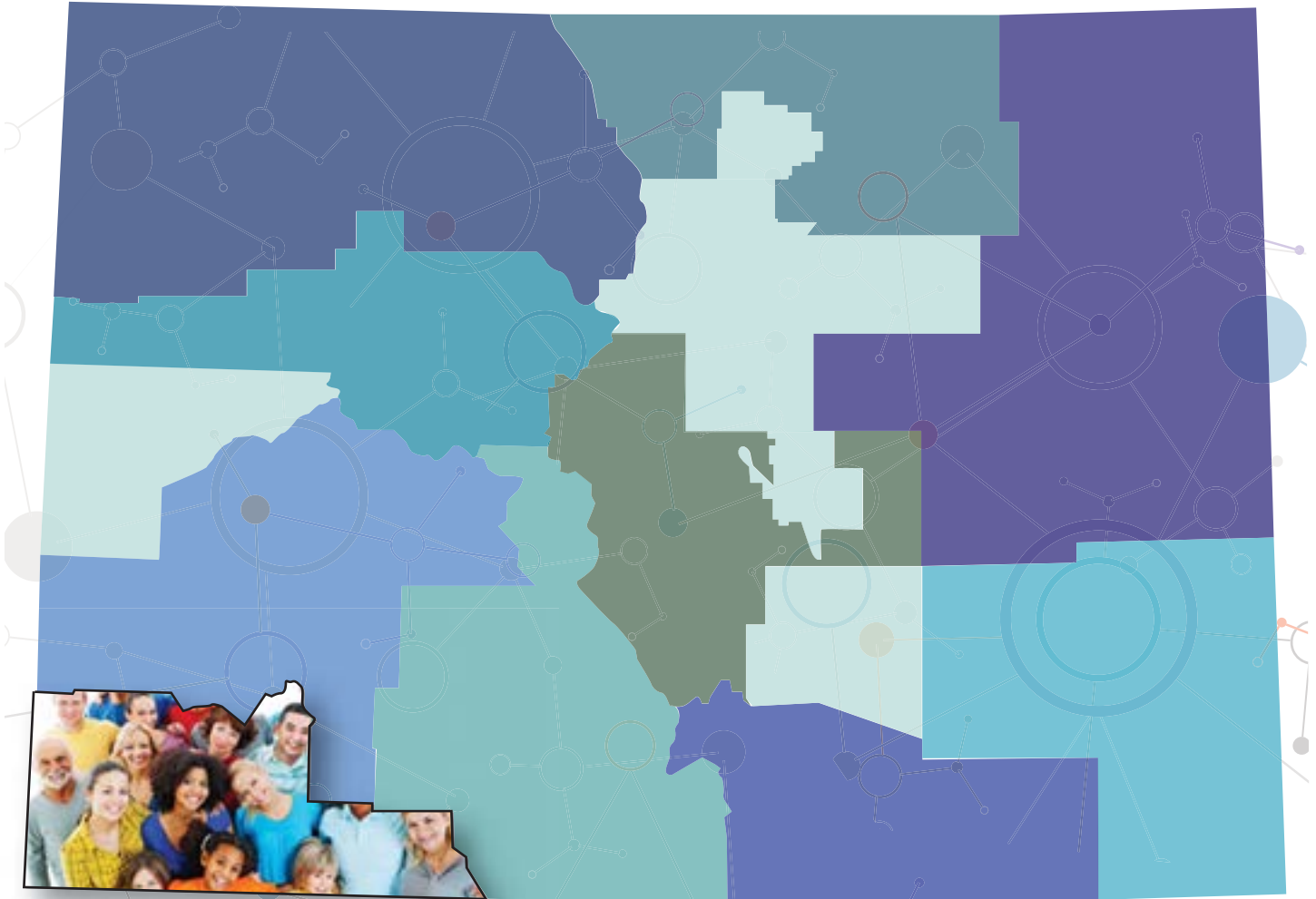


Southwest

Transportation Planning Region
Regional Coordinated Transit &
Human Services Plan



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

December 2014

Prepared by:



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

**SOUTHWEST TRANSPORTATION
PLANNING REGION
REGIONAL COORDINATED TRANSIT AND
HUMAN SERVICES PLAN**

Prepared for:

Colorado Department of Transportation
Division of Transit and Rail and
Southwest Transportation Planning Region

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1.0 INTRODUCTION

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

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

The Division of Transit and Rail (DTR) within the Colorado Department of Transportation (CDOT), in cooperation with the Southwest TPR, developed this Regional Coordinated Transit and Human Services Plan to meet all CDOT and Federal Transit Administration (FTA) planning requirements for funding eligibility and planning for Colorado's transit needs. CDOT will use this plan to evaluate grant applications for state and federal funds received by regional transit and human service providers over the next five years. Transit and human service providers in the TPR will use this plan to prioritize transit investments in the next several years that work toward implementation of the TPR's long-term transit vision and goals, and priority strategies.

1.1 Purpose of Plan

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

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

Key findings and recommendations from this Regional Coordinated Transit and Human Services Plan will be integrated into the Statewide Transit Plan and into the Southwest TPR 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 (e.g., bicycle and pedestrian facilities), rail, commercial motor vehicle, and aviation facilities, particularly with respect to intercity travel.

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

- ▶ Economic vitality of the 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 provides 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 gathering information and providing outreach to low-income and minority populations in the Southwest region.

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 among 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 among modes of transportation, coordinate with local land use planning, focuses on preservation of the existing transportation system to support the economic vitality of the region, enhances safety of the system, addresses strategic mobility and multimodal choice, supports urban and rural mass transit, promotes environmental stewardship, provides for effective, efficient and safe freight transport, and reduces greenhouse gas emissions.

In 2009, state legislation created DTR with responsibility for planning, developing, operating, and integrating transit and rail into the statewide transportation system. As part of that mandate, a statewide transit and passenger rail plan that identifies local, interregional and statewide transit and passenger rail needs and priorities shall be developed and integrated into the Statewide Transportation Plan.

As a first step, a State Freight and Passenger Rail Plan was developed by DTR and adopted by the Colorado Transportation Commission in March 2012 (see **Section 1.3.2** for a summary). The next step was to develop the Statewide Transit Plan, which was done concurrent to the development of this Regional Transit Plan. DTR 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 focused on developing 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 identified through extensive public and stakeholder input 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.

No projects in the plan directly affect the Southwest region.

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. There are no airports in the Southwest region that have been identified in the plan as needing improved ground transportation.

1.3.4 Colorado Statewide Intercity and Regional Bus Network Plan

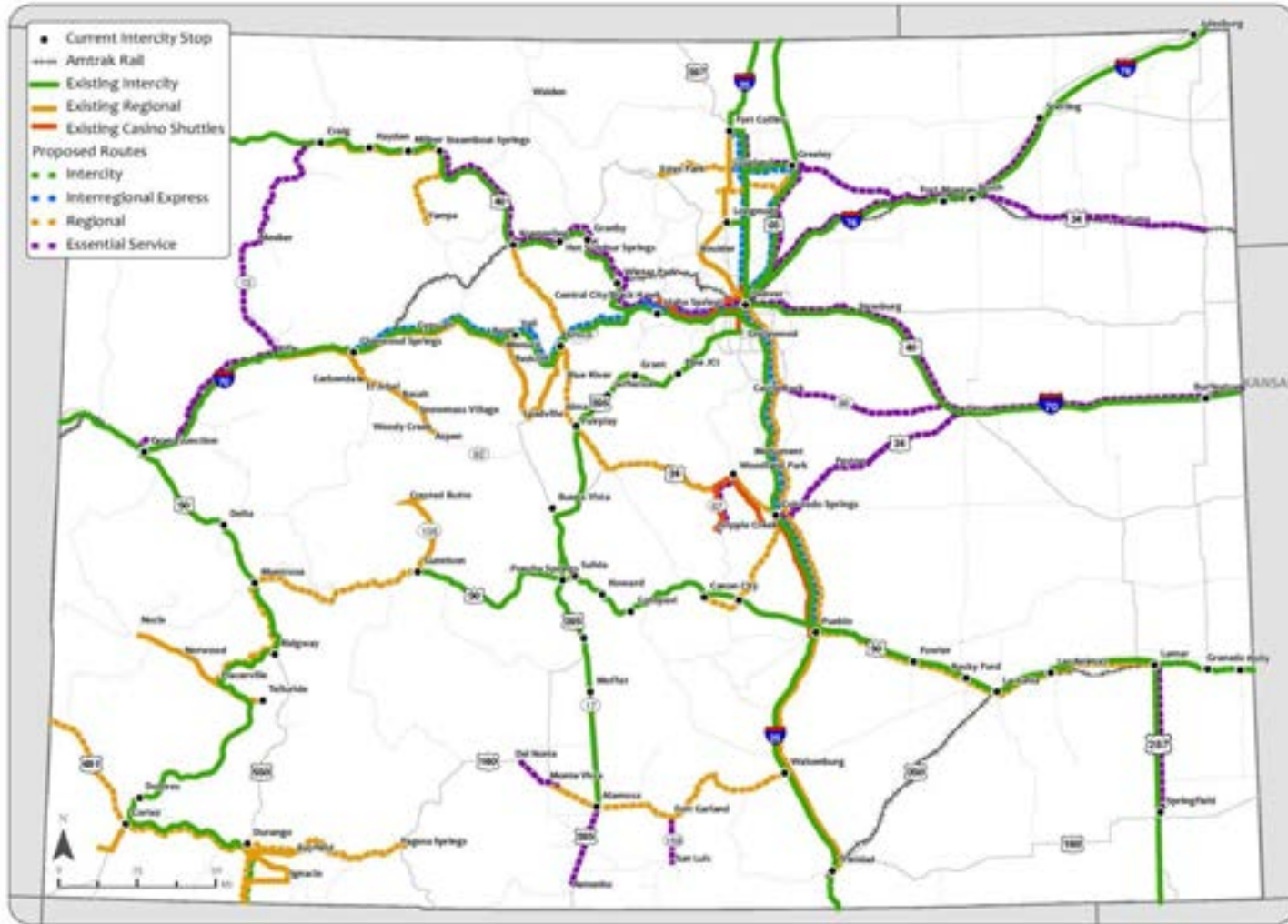
The 2014 Colorado Statewide Intercity and Regional Bus Network Plan updates the 2008 plan. The plan develops a regional network and provides policies for extending regional services within Colorado, in addition to state-to-state trips served by intercity bus. It also provides a specific analysis of the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

- ▶ **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; 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. Administration and operating funds come from federal, state and/or local sources.
- ▶ **Essential bus service:** Focuses on meeting the needs of residents in rural areas for medical and essential services and typically provides very infrequent service.

Figure 1-1 includes the existing and proposed statewide routes identified in the Intercity and Regional Bus Network Plan. Recommendations made in this plan for the Southwest TPR include:

- ▶ A long-term plan emphasizing activities in early years
- ▶ Identified Pagosa Springs, San Juan County, Durango, Bayfield, southern La Plata County, Mancos, Cortez, and Dove Creek as high transit dependent communities
- ▶ Identified unserved potential intercity bus stops but did not include any communities with less than 2,500 residents, which excluded many of the rural Southwest communities identified in the needs analysis. Recommended Bayfield (outside Durango) and Pagosa Springs as candidate stops on the intercity bus network.
- ▶ Proposed routes in the Southwest TPR that included a regional bus network with stops in Cortez, Durango, Bayfield, Pagosa Springs, and New Mexico.
- ▶ For rural areas, suggested establishing mechanisms to enable rural services to pick up and drop off passengers en route to regional service centers, in addition to building coordination opportunities and pursuing federal and state funding for rural human services agencies.

Figure 1-1 Existing and Proposed Statewide Routes

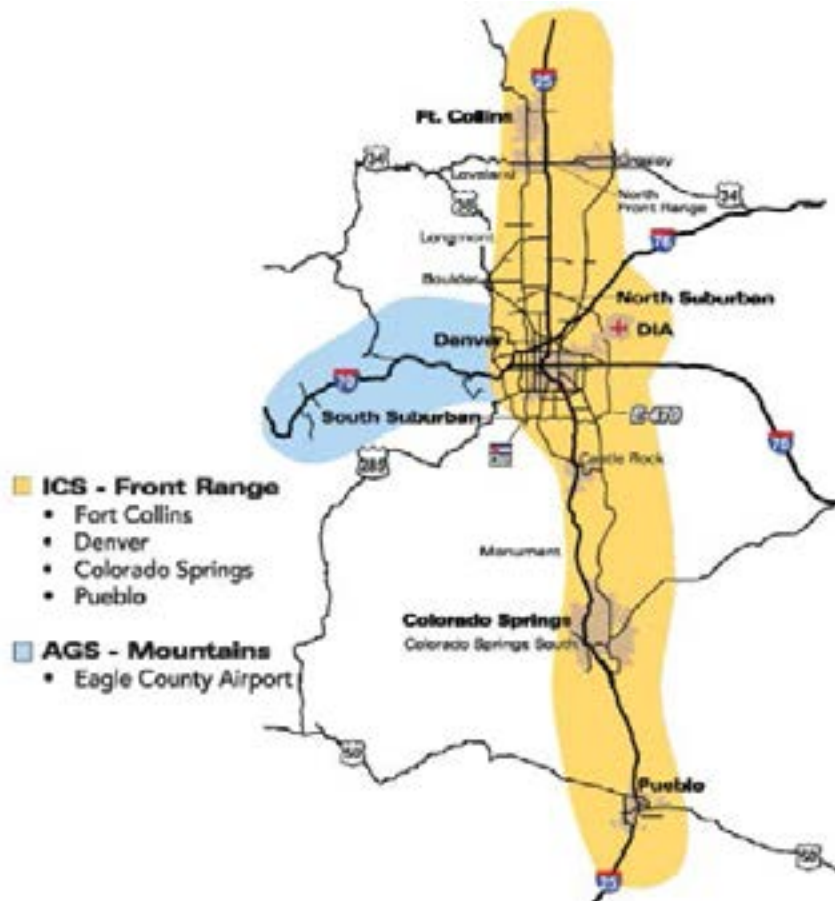


Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan

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 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, estimate 18 million riders per year in 2035, with corresponding revenue of \$342 million to \$380 million annually. Implementation of the high-speed transit vision (both ICS and AGS combined) is estimated at over \$30 billion in capital costs. Implementation of the full high-speed transit vision from Fort Collins to Pueblo is assumed to begin with a Minimum Operating Segment such as DIA to Briargate to the south or DIA to Fort Collins to the north. Detailed information and reports on each study 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 each respective community. 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 benefits of transit 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 Southwest TPR Background Studies/Plans

Past studies conducted within the Southwest 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 Southwest Regional Transit Coordinating Council Action Plan

The Southwest Regional Transit Coordinating Council (RCC) Action Plan was originally drafted in 2011 and revised in August 2012.

The plan has four main goals. Information on the status of each goal is included below.

- ▶ Sustain and expand public and specialized transportation services in the region
 - The RCC notes that several organizations in the region are having difficulty identifying needed funding, including the Archuleta County Senior Center, Road Runner Transit, and the Southwest Center for Independence’s short-term rental car program.
 - Policies and procedures were established for a Regional Transit Voucher Program to provide support to human service agencies through transit vouchers for their clients. The program has yet to be implemented.
- ▶ Develop a mechanism to coordinate existing public and specialized transit service providers
 - The Southwest Colorado Community College Mancos campus is interested in using a portion of its student fees to fund transportation service between Durango, Mancos, and Cortez. The school is working with the RCC, the Southwest Colorado Council of Governments, and SUCAP/Road Runner Transit to develop a plan for students, with the Ute Mountain Ute Tribe as one potential partner to operate this service.
 - RCC served as a point of contact for statewide transit planning efforts.
- ▶ Develop a mechanism to sustain and strengthen the RCC
 - The RCC sees consistent attendance and engagement from a small group of five to six individuals representing diverse interests from across the region. They actively seek participation from other providers by offering information, assistance, and coordination. They have a large distribution list of individuals who are interested in being involved but who are unable to attend regular meetings.
 - The RCC is looking at ways to support their efforts, including hiring a mobility manager.
- ▶ Complete Southwest Colorado Accessible Transportation Plan for end users
 - The RCC administered a survey of residents about transportation issues

1.4.2 2035 Southwest Local Transit and Human Service Transportation Coordination Plan and Regional Transportation Plan

In 2008, the Southwest TPR completed its Local Transit and Human Service Transportation Coordination Plan as part of its 2035 Regional Transportation Plan. The information and the outcomes from this plan were incorporated into the Southwest 2035 Regional Transportation Plan to reflect the multimodal needs of the region. The recommendations included in the transit plan were used as a starting place for discussion of transit needs and in developing this plan.

The 2035 Regional Transportation Plan includes the following findings about the Southwest region. Many of these findings are still true as of 2014. The plan can be found at http://scan.org/uploads/Current_2035_RTP.pdf.

- ▶ Population and employment growth are affecting transportation needs in the region.
- ▶ Growth in the second home market is affecting how the population is distributed, forcing some local workers to move farther away from employment centers.
- ▶ There is a strong desire among residents to fund modal choices, such as regional public transportation, Transportation Demand Management programs, and better bicycle and pedestrian facilities.
- ▶ There is a strong desire among residents to expand coordinated and comprehensive planning.
- ▶ The study recommended the Durango Transit Center, which was implemented and opened in 2009.

1.4.3 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 and by transportation planning region. Additional information and findings from the survey are included in Chapter 5 of this plan. **Appendix E** includes the full survey report for the Southwest region.

1.4.4 Southwest Colorado Regional Transit Feasibility Study

This study was completed in 2009 for the Region 9 Economic Development District of Southwest Colorado. The primary focus of the study was to determine the needs for regional transit services and to identify the most feasible, cost-effective and efficient means of providing transit services along potential transit corridors. The major corridors studied include: US 160, US 491, SH 145, SH 172, and US 550. The study includes a preferred service plan with levels of service and an implementation plan for the recommended services. Many of the issues and recommendations captured in this study remain today.

1.4.5 Ignacio Area Corridor Access Plan

The Ignacio Area Corridor Access Plan (<http://www.southernute-nsn.gov/tribal-planning/>), a joint project of the Southern Ute Indian Tribe, CDOT, the Town of Ignacio, and La Plata County, was adopted in 2011. Two key findings relate to transportation service in the region:

- ▶ Expected new development will put a strain on existing transportation resources.
- ▶ Stakeholders identified lack of public transit as the top issue facing Ignacio and surrounding areas.

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

TRAC Guiding Principles

- ▶ When planning and designing for future transportation improvements, CDOT will consider the role of transit in meeting the mobility needs of the multimodal transportation system. CDOT will facilitate increased modal options and interface to facilities for all transportation system users.
- ▶ CDOT will consider the role of transit in maintaining, maximizing, and expanding system capacity and extending the useful life of existing transportation facilities, networks, and right-of-way.
- ▶ CDOT will promote system connectivity and transit mobility by linking networks of local, regional, and interstate transportation services.
- ▶ CDOT will work toward integrating transit to support economic growth, development, and the state's economic vitality. CDOT will pursue transit investments that support economic goals in an environmentally responsible manner.
- ▶ CDOT will establish collaborative partnerships with local agencies, transit providers, the private sector, and other stakeholders to meet the state's transit needs through open and transparent processes.
- ▶ CDOT will advocate for state and federal support of transit in Colorado including dedicated, stable, and reliable 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 Southwest 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, veteran organizations, community centered boards, elected officials, municipal staff, CDOT DTR, DTD, and regional staff, and key consultant team members. The TWG convened at key intervals throughout the planning process with the following objectives:

- ▶ **Meeting 1 (August 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 (February 2014):** Review key concepts and major findings; identify final plan strategies; provide an overview of financial scenarios; and concur 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 compatible with the larger statewide transit vision and goals. The TWG refined and provided comment on the region’s transit vision and goals to ensure that it met the needs of the region. The transit vision and supporting goals were used to vet key strategies and projects to include in the plan. At Meeting 3, the TWG identified high-priority strategies for inclusion in the implementation portion of this plan. **Appendix B** includes a list of TWG invitees, TWG meeting materials and minutes, and TWG meeting sign in sheets.

Additionally, as part of the plan development process, a transit provider and human service agency survey was developed and distributed to obtain provider service, operational, and financial information. The TWG assisted with completion of the 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 development of a future transit demand methodology. The methodology used general population growth projections through 2040 and the growth of the population aged 65+ through 2040.

1.5.3 Public Involvement Process

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

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

The Southwest TPR public open house meetings were held on October 23, 2013, at the La Plata County Fairgrounds in Durango, at the City of Cortez, and at the City of Pagosa Springs Town Hall. The meetings had an open house format with the project team making a presentation. Public comments were collected via computer, hard copy comment forms, and the Transit Plan website. Additionally, an online GIS-based mapping tool was created to record geographically based comments. Attendees included



general public, transit providers, elected officials, and agency staff. Input received from attendees included the following key comments:

- ▶ There is a lack of service for medical trips, especially in the more rural areas of the region.
- ▶ The frequency of service is a big challenge.
- ▶ There is a need for operating funds to help increase frequency and gain and keep ridership.
- ▶ Improved signage and branding of today's services would help to increase ridership.
- ▶ There is a need to coordinate with the hospitals to provide transportation.
- ▶ Funding for transit, other than the gas tax, is needed.
- ▶ It should be recognized that highways are also subsidized, not just transit, and millions go to pay for low-volume roads – it's a double standard, paying for low-volume roads but not rural transit.
- ▶ There is a need for better access to the airport especially for people with disabilities.
- ▶ Regional service between Pagosa Springs and Durango is important for commuters and medical and shopping trips.
- ▶ Improvement is needed for local transit circulation and interregional service.

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

1.6 Relationship to Statewide Planning Efforts

As previously mentioned, this Regional Coordinated Transit and Human Services Plan will be integrated into the Statewide Transit Plan and the Southwest TPR 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

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

Statewide Transit Vision

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

Supporting Goals and Objectives

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

System Preservation and Expansion

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

- ▶ Preserve existing infrastructure and protect future infrastructure and right-of-way
- ▶ Expand transit services based on a prioritization process
- ▶ Allocate resources toward both preservation and expansion

- ▶ Identify grant and other funding opportunities to sustain and further transit services statewide
- ▶ Develop and leverage private sector investments

Mobility/Accessibility

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

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

Transit System Development and Partnerships

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

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

Environmental Stewardship

Develop the 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.

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

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

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

Category	Goal	Performance Measure
System Preservation and Expansion	Establish public transit as an important element within an integrated multimodal transportation system.	<ul style="list-style-type: none"> ▪ Portion of CDOT grantees with Asset Management Plans in place for state or federally funded vehicles, buildings, and equipment by 2017 (PD 14) ▪ Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14) ▪ Annual revenue service miles of regional, interregional, and intercity passenger service (PD 14)
Mobility/Accessibility	Improve travel opportunities within and between communities.	<ul style="list-style-type: none"> ▪ Percentage of rural population served by public transit ▪ Annual revenue service miles of regional, inter-regional, and intercity passenger service (PD 14) ▪ Percent of agencies providing up-to-date online map/schedule information ▪ Annual small urban and rural transit grantee ridership compared to five year rolling average (PD 14)
Transit System Development and Partnerships	Increase communication, collaboration, and coordination within the statewide transportation network.	<ul style="list-style-type: none"> ▪ Percentage of grantee agencies reporting active involvement in local/regional coordinating councils or other transit coordinating agency
Environmental Stewardship	Develop a framework of a transit system that is environmentally beneficial over time.	<ul style="list-style-type: none"> ▪ Percentage of statewide grantee fleet using compressed natural gas, hybrid electric or clean diesel vehicles, or other low emission vehicles ▪ Passenger miles traveled on fixed-route transit



Category	Goal	Performance Measure
Economic Vitality	Create a transit system that will contribute to the economic vitality of the state, its regions, and its communities to reduce transportation costs for residents, businesses, and visitors.	<ul style="list-style-type: none"> Percentage of major employment and activity centers that are served by public transit
Safety and Security	Create a transit system in which travelers feel safe and secure and in which transit facilities are protected.	<ul style="list-style-type: none"> Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions (PD 14) Number of fatalities involving transit vehicles per 100,000 transit vehicle miles Percentage of grantees that have certified CDOT Safety and Security Plans which meet FTA guidance

1.6.3 Transit Asset Management

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

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

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

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

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

1.7 *Overview of Plan Contents*

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

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

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

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

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

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

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

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

2.0 REGIONAL OVERVIEW

This Chapter includes an overview of the Southwest 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 Southwest Transportation Planning Region (TPR) encompasses the five-county area located in southwestern Colorado (Archuleta, Dolores, La Plata, Montezuma, and San Juan) and includes portions of the Southern Ute Indian Tribe and the Ute Mountain Ute Indian Tribe reservations. The Southwest TPR encompasses over 6,000 square miles; is characterized by a mix of public, private, and tribal lands; and is predominantly rural in character. Geographically, the Southwest TPR is located in a transitional zone between the southwestern edge of the Rocky Mountains and the eastern edge of the Colorado Plateau. It also offers opportunities for outdoor recreation, limited stakes gambling, and tourist attractions as discussed in the Southwest 2035 Regional Transportation Plan (see **Section 1.4.2**). It includes Mesa Verde National Park, San Juan National Forest, and the Durango Mountain Resort.

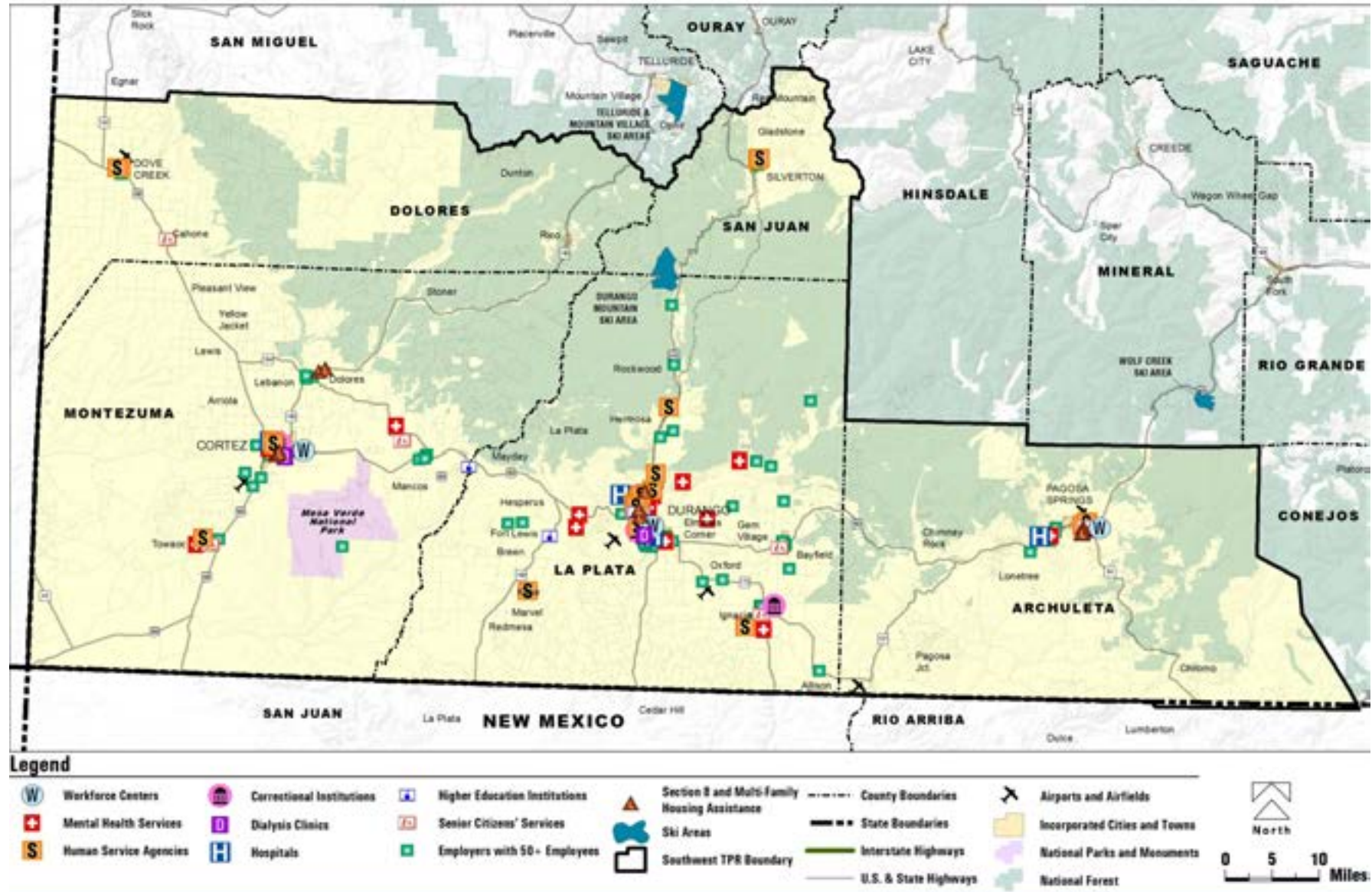
The region is rural with long distances between communities. US Routes 550, 160, 491, and 84 traverse the area. Several State Highways also provide connections between smaller communities and include SH 184, SH 145, SH 172, SH 511 and SH 151. Cortez (in Montezuma County), Durango (in La Plata County), and Pagosa Springs (in Archuleta County) can be thought of as the region's "activity hubs"—communities with the highest concentration of jobs and services (such as workforce centers, medical clinics, and educational institutions). Durango is the most populated of these three communities, located in the most populous county in the region—La Plata. **Sections 2.3 and 2.4** provide detailed demographic and economic information about the region, focusing on transit-dependent populations.

Figure 2-1 illustrates the activity centers and major destinations within the Southwest TPR. Chapter 3 presents information on the region's public and private transit and human services providers.

Regional Coordinated Transit and Human Services Plan

Figure 2-1 Major Activity Centers and Destinations Map

Business locations derived from 2011 ESRI data.



2.2 Regional Transit Vision and Goals

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

Southwest Transit Vision:

The Southwest TPR will provide coordinated transportation services that encourage transit travel among the region's residents, employees, and visitors.

Supporting Goals:

- ▶ Adopt policies that encourage sustainable, transit-oriented development that maximize choices and incentives for reducing dependency on the private automobile.
- ▶ Identify and explore funding opportunities to preserve existing transportation services, expand the transportation network, and share funding information with all transportation providers.
- ▶ Consider regional bus service to boost commerce, tourism, and economic development.
- ▶ Ensure mobility and access for seniors, people with disabilities, people on limited incomes, and other transit dependent populations.
- ▶ Support existing and future transportation services with informational programs, outreach, and incentives.

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. In this Chapter, 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, 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 dollar 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 consider the impact that the Millennial generation will have on their 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 Southwest region is heavily concentrated in Durango and a few smaller communities such as Cortez and Pagosa Springs. 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

As shown in **Table 2-1** and **Figure 2-2**, each county in the Southwest region is expected to experience population growth between 2013 and 2040, but some counties (Archuleta especially) will grow faster than others. San Juan is expected to grow the least over the next few decades.

These growth projections take into account several variables, including economic variables, age- and sex-specific survival rates, fertility rates, migration patterns, the base year population, elderly population, and “special populations” (including college students, state prison inmates, ski resorts, and military populations), whose growth projections differ systematically from the projection for the population at large. Archuleta County has seen a high rate of second home production relative to the other counties, which drives both population and economic activity and explains the high rate of growth predicted for that county relative to others in the region.

The region is expected to grow significantly faster than Colorado as a whole (77 percent growth in the region versus 47 percent for the state overall). The next several sections discuss segments of the population that are predicted to drive that growth.

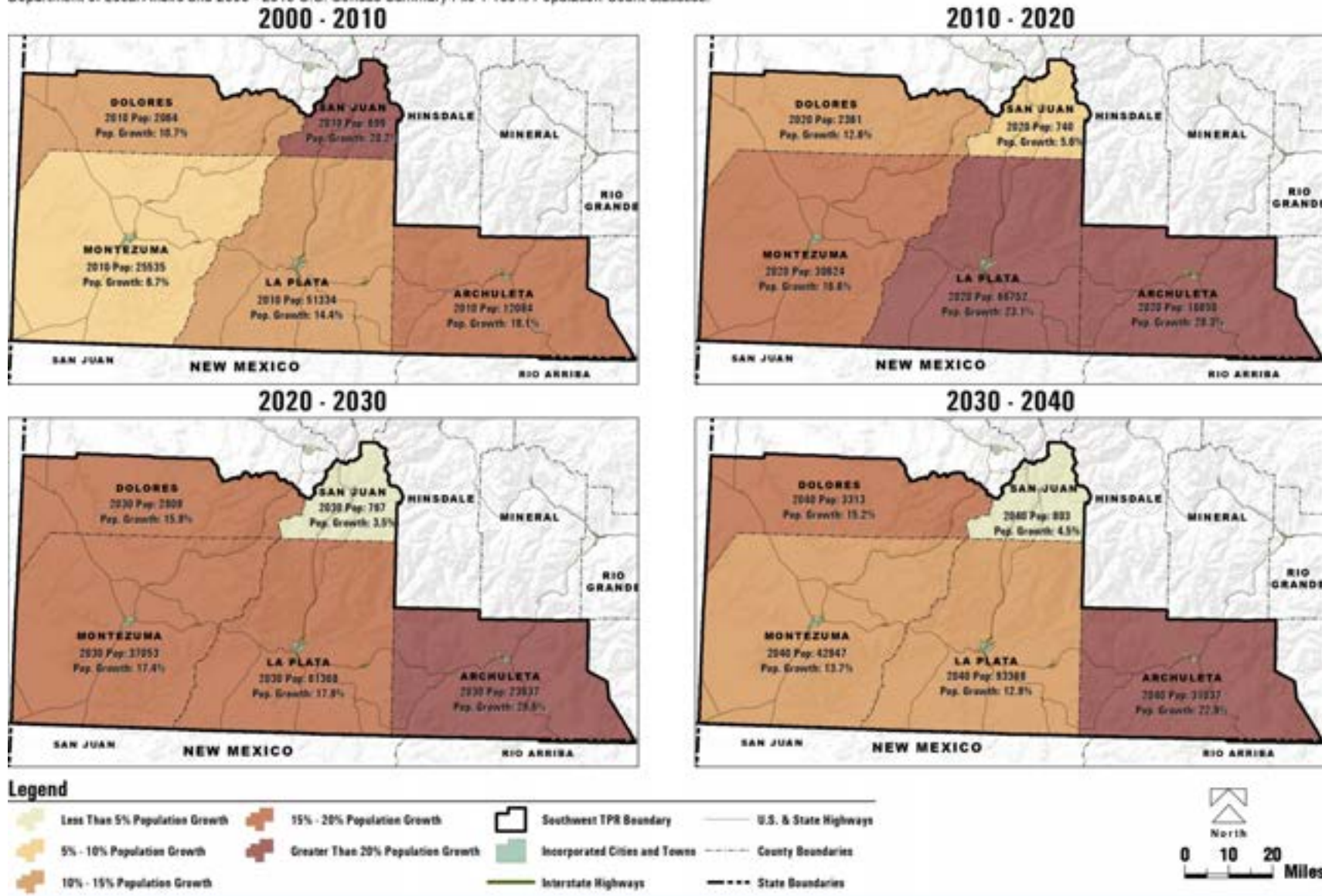
Table 2-1 Projected Population Growth by County

County	2013	2020	2030	2040	Total % Growth from 2013 to 2040
Archuleta	12,729	16,850	23,937	31,037	144%
Dolores	2,097	2,361	2,808	3,313	58%
La Plata	55,104	66,752	81,308	93,368	69%
Montezuma	26,481	30,624	37,053	42,947	62%
San Juan	697	740	767	803	15%
TPR Overall	97,108	117,327	145,873	171,468	77%
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+

Transportation is a critical support that enables people to age in their community. **Table 2-2** presents the projected growth in older adults (people aged 65 and older) for the Southwest region. Overall, the area is projected to see a very high rate of increase of older adults (more than doubling its current 65+ population by 2040). However, the older adult population will grow more slowly in the Southwest TPR than in the state overall.

The change over time differs drastically among counties. The two fastest growing counties, Archuleta and La Plata, are expected to see their older adult population more than double between 2013 and 2040. In La Plata, the growth rate for the senior population is double that of the population overall. Dolores County will see the slowest growth in older adult population, and given its overall population projection, the county will become younger by 2040 (growth in its population overall will outpace growth in its older adult population).

Table 2-2 Projected Growth of Residents Age 65+

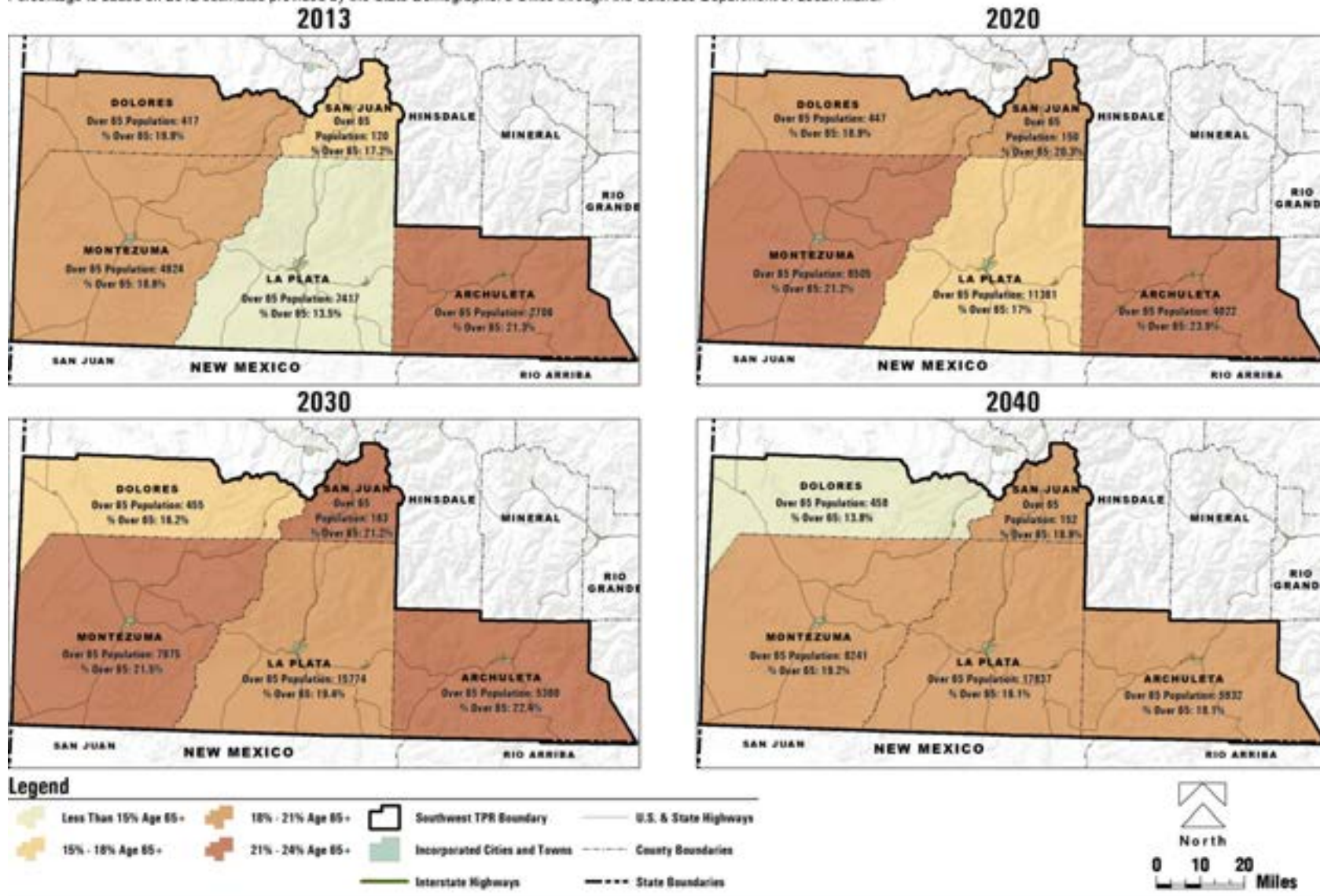
County	2013	2020	2030	2040	Total % Growth from 2013 to 2040
Archuleta	2,706	4,022	5,369	5,932	119%
Dolores	417	447	455	458	10%
La Plata	7,417	11,381	15,774	17,837	140%
Montezuma	4,924	6,505	7,975	8,241	67%
San Juan	120	150	163	152	27%
TPR Overall	15,584	22,505	29,736	32,620	109%
Statewide Total	645,735	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 growth of the total population of residents aged 65+ in 10-year increments, with the 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

Because people without ready access to an automobile have more constraints on their ability to travel, there is a need to consider those populations that do not have vehicles in their household.

According to the 2011 American Community Survey five-year estimates, about 3.6 percent of households in the region were “zero vehicle households.” The least populous county, San Juan, had the highest share of households without access to a vehicle (9.4 percent) when these data were recorded. Archuleta County, projected to be the fastest growing of any county in the region, and Dolores County had the lowest percentage of zero vehicle households (1.4 percent) in 2011. In Archuleta County, this could mean that many new vehicles will be added to roads over the next 20 to 30 years.

The region overall has a lower rate of zero vehicle households than the state as a whole, which is not surprising given its rural setting and long distances between economic hubs. **Table 2-3** contains the data shown geographically in **Figure 2-4**.

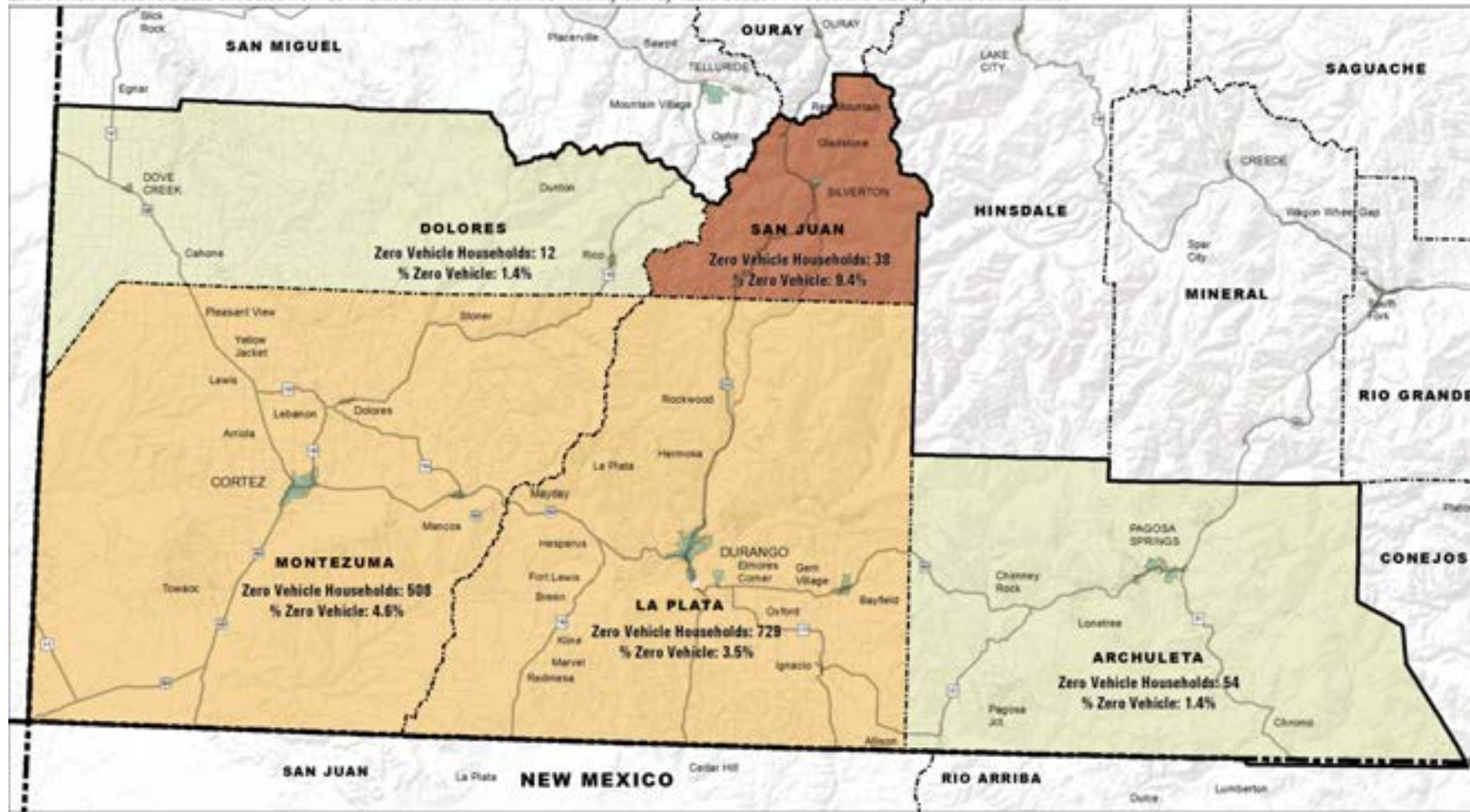
Table 2-3 2011 Households with No Vehicle

County	2011	% Households with No Vehicle
Archuleta	54	1.4%
Dolores	12	1.4%
La Plata	729	3.5%
Montezuma	508	4.6%
San Juan	38	9.4%
TPR Overall	1,341	3.6%
Statewide Total	111,148	5.7%

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

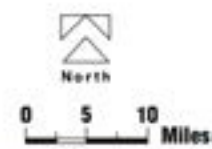
Figure 2-4 2011 Percentage of Households with No Vehicle

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



Legend

- Less Than 3% Zero Vehicle Households
- 3% - 6% Zero Vehicle Households
- 6% - 9% Zero Vehicle Households
- Greater Than 9% Zero Vehicle Households
- Southwest TPR Boundary
- County Boundaries
- Incorporated Cities and Towns
- State Boundaries
- Interstate Highways
- U.S. & State Highways



2.3.4 Poverty Level

Data from the American Community Survey provides an overview of how wealth and poverty are distributed in the Southwest region (see **Figure 2-5**). Due to the costs of owning and maintaining a car, poverty is one of several factors used to identify populations that may need to rely on transit.

Federal poverty thresholds take into account household size, ages of persons in household, and number of children. **Table 2-4** shows the estimated population within each county that falls below the poverty level, as indicated in the 2007–2011 American Community Survey.

San Juan County, the smallest and slowest growing county in the Southwest TPR, stands out for its high poverty rate, which is the highest in the five-county region and almost twice the rate for Colorado overall. Archuleta County, expected to grow the most between now and 2040, has the lowest poverty rate in the region (7.6 percent). The region's poverty rate is very similar to the state overall.

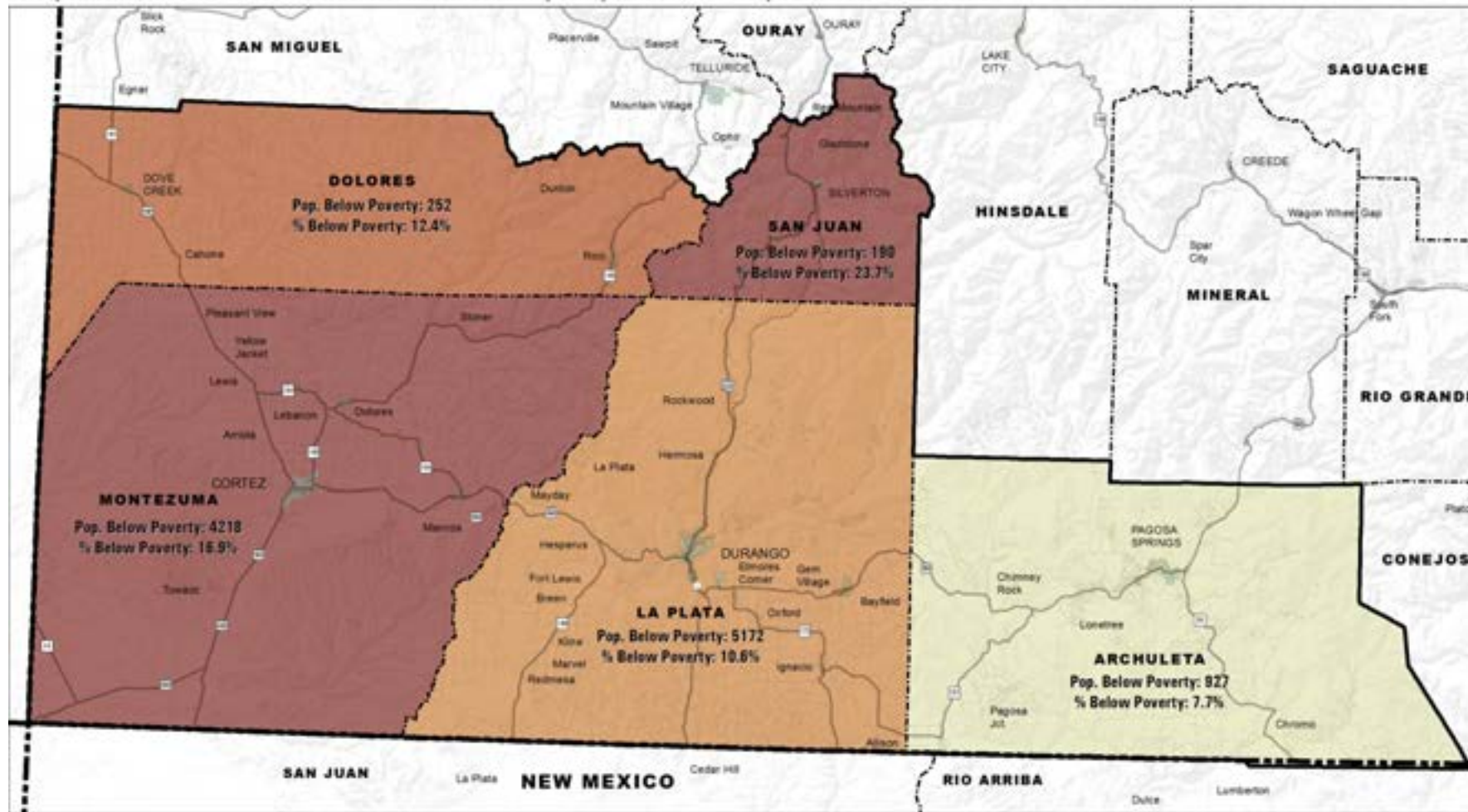
Table 2-4 2011 Population Below Federal Poverty Level

County	2011	% Below Federal Poverty Level
Archuleta	927	7.6%
Dolores	252	12.3%
La Plata	5,172	10.2%
Montezuma	4,218	16.9%
San Juan	190	23.7%
TPR Overall	10,759	12.1%
Statewide Total	607,727	12.5%

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

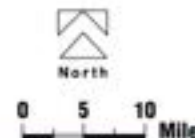
Figure 2-5 2011 Population Below Federal Poverty Level

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
- Southwest TPR Boundary
- Incorporated Cities and Towns
- County Boundaries
- State Boundaries
- Interstate Highways
- U.S. & State Highways



2.3.5 Race and Ethnicity

While race and ethnicity have no direct bearing on a person's willingness or ability to use public transit services, these characteristics are often correlated with other factors that could influence individuals' transit-dependency.

The most diverse county in the region is Montezuma; about one-sixth of its population is non-white. Dolores and San Juan counties are the least diverse with more than 95 percent of their populations being white. While the TPR as a whole has a similar racial makeup to the state, four of its five counties have a larger white population (as a percentage) than that of the state. In addition, 12 percent of the population in the TPR identified themselves as Hispanic/Latino. This is somewhat lower than the statewide average of 20 percent.

Table 2-5 and **Figure 2-6** illustrate the geographic distribution of the non-white population in the Southwest TPR.

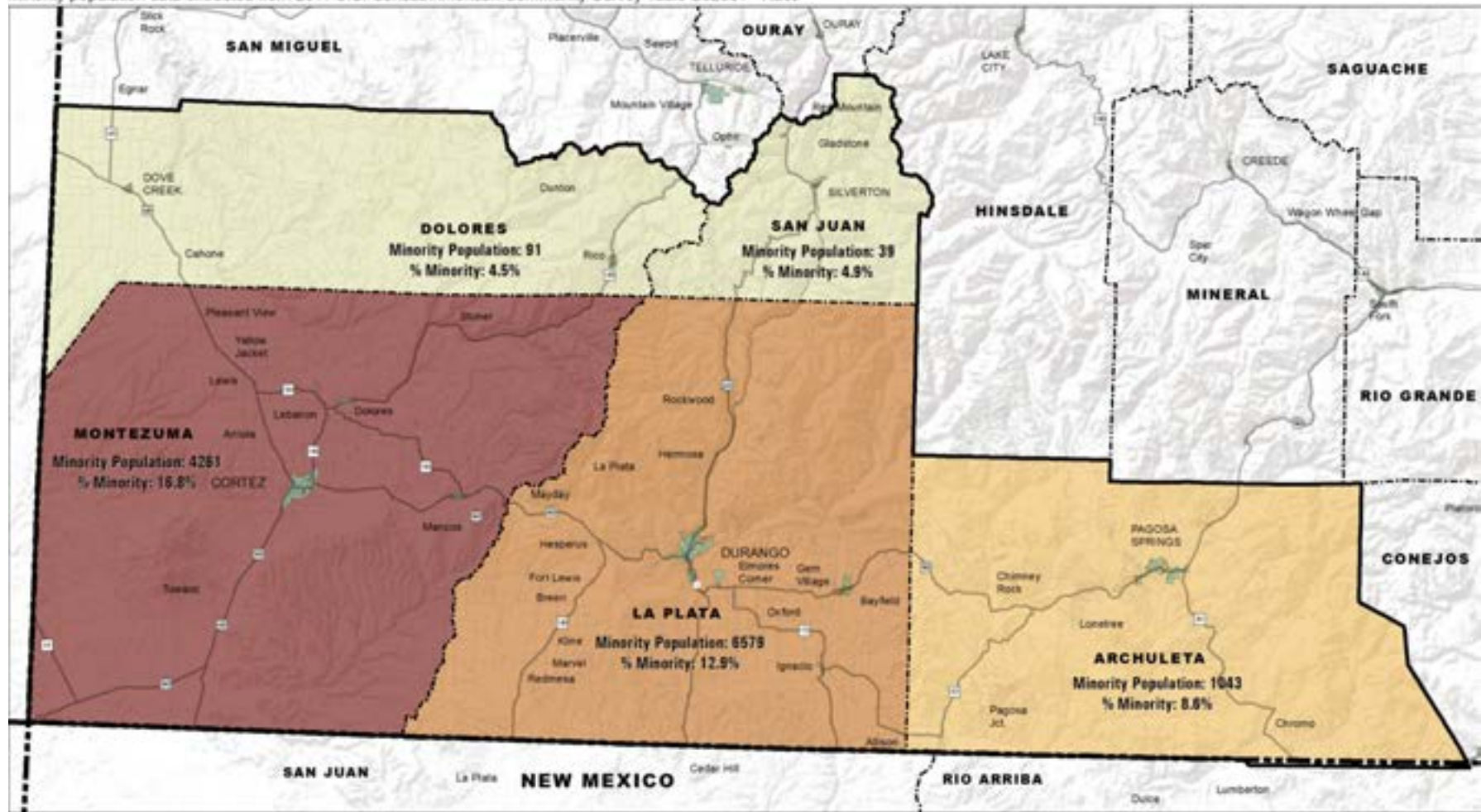
Table 2-5 2011 Race

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)
Archuleta	11,109	31	29	59	12	448	464	8.6%
Dolores	1,952	0	45	7	0	0	39	4.5%
La Plata	44,241	305	3,177	370	35	1,557	1,135	12.9%
Montezuma	21,111	11	2,958	112	0	382	798	16.8%
San Juan	762	0	3	14	0	11	11	4.9%
TPR Overall	79,175	347	6,212	562	47	2,398	2,447	13.2%
Statewide Total	4,167,044	195,640	48,201	134,228	5,798	255,364	159,786	16.1%

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

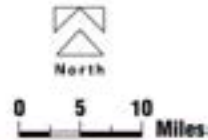
Figure 2-6 2011 Minority Population

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



Legend

- Less Than 5% Minority Population
- 5% - 10% Minority Population
- 10% - 15% Minority Population
- Greater Than 15% Minority Population
- Southwest TPR Boundary
- County Boundaries
- State Boundaries
- Incorporated Cities and Towns
- Interstate Highways
- U.S. & State Highways





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 report, the portion of the population that is classified as having LEP is those who speak English “not at all,” “not well,” or “well” but not fluently.

Overall, rates of LEP in the region are very low, and there is not much variation across counties. San Juan has the highest percentage of LEP (2.9 percent), suggesting that transportation-related materials and training should be sensitive to these needs. However, given that it is such a low percentage, there is not a strong need for transit information and programming in other languages at this time. In fact, the region has a much higher rate of English proficiency than the state overall.

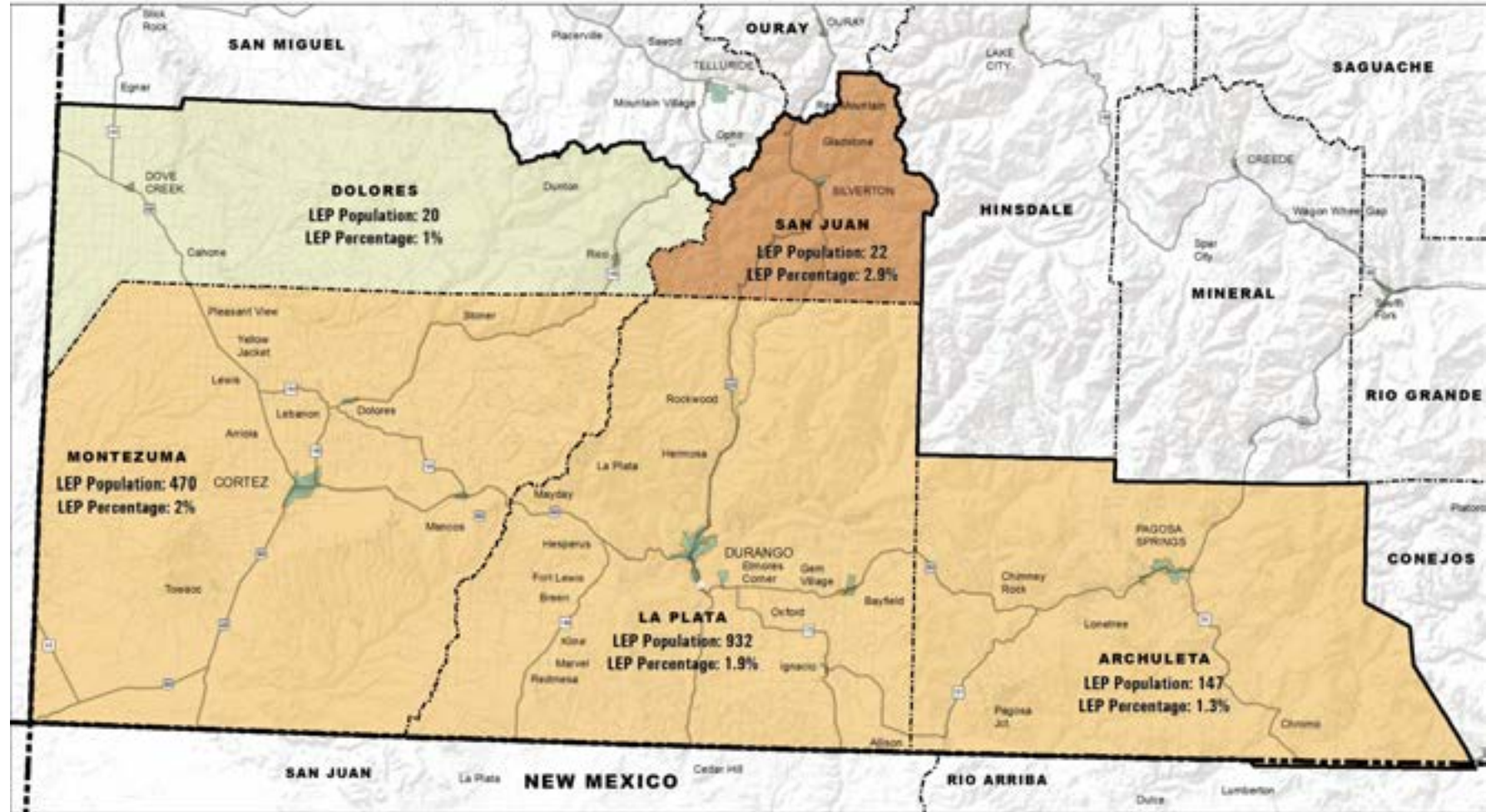
Table 2-6 2011 Limited English Proficiency Population

County	2011	% Limited English Proficiency
Archuleta	147	1.3%
Dolores	20	1.0%
La Plata	932	1.9%
Montezuma	470	2.0%
San Juan	22	2.9%
TPR Overall	1,591	1.8%
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”

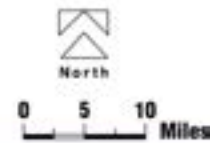
Figure 2-7 2011 Limited English Proficiency Population

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".



Legend

- Less than 1% Limited English Proficiency Population
- 1% - 2% Limited English Proficiency Population
- 2% - 3% Limited English Proficiency Population
- 3% - 4% Limited English Proficiency Population
- Greater Than 4% Limited English Proficiency Population
- Southwest TPR Boundary
- Incorporated Cities and Towns
- County Boundaries
- State Boundaries
- Interstate Highways
- U.S. & State Highways



2.3.7 Population of People with Disabilities

People with disabilities are likely to depend on transportation services to maintain their personal mobility. According to the American Community Survey, about 11.3 percent of the overall population in the Southwest TPR is disabled. This is slightly higher than Colorado overall, in which almost 10 percent of people have disabilities.

Almost one-fifth of the population of Dolores County has a disability. This county, which is one of the region's smallest and most rural, is likely to exhibit a high need for transportation services, especially to provide access to critical medical services in other counties. Archuleta and Montezuma counties have large populations of people with disabilities, which represent more than 10 percent of their overall populations.

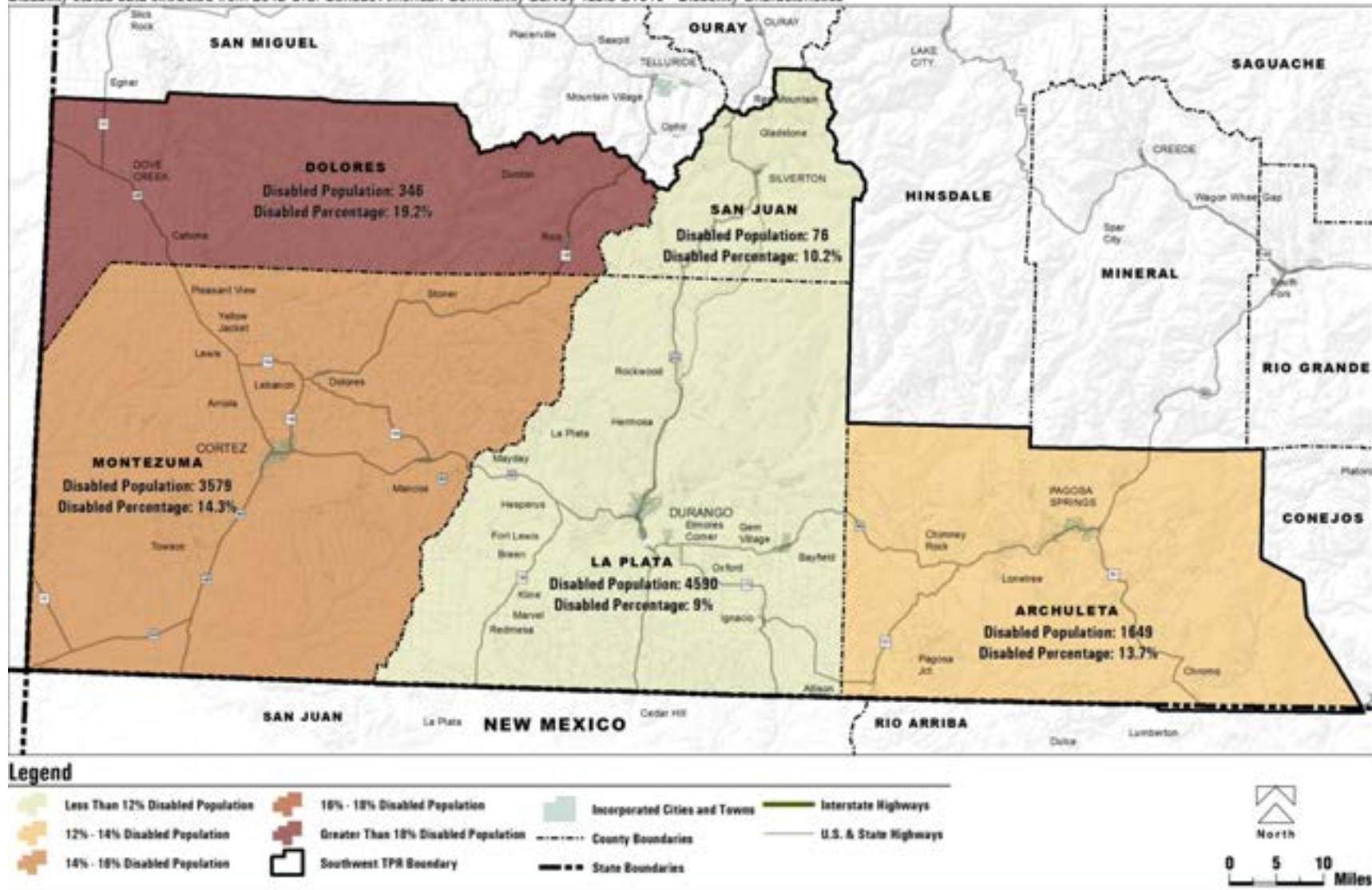
Table 2-7 2012 Disabled Population

County	2012	% Disabled Population
Archuleta	1,649	13.7%
Dolores	346	19.2%
La Plata	4,590	9.0%
Montezuma	3,579	14.3%
San Juan	76	10.2%
TPR Overall	10,240	11.3%
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





2.3.8 Veteran Population

Veterans do not have an inherent transit dependency, but a person's status as a veteran is often associated with other characteristics that suggest certain services (such as medical or transportation) may be important for their well-being.

Table 2-8 and **Figure 2-9** illustrate the veteran population within the Southwest region. Unsurprisingly, the highest numbers of veterans reside in La Plata County, which is the most populated county in the TPR. All counties within the region include 8 to nearly 11 percent veterans, which is higher than that of the state overall.

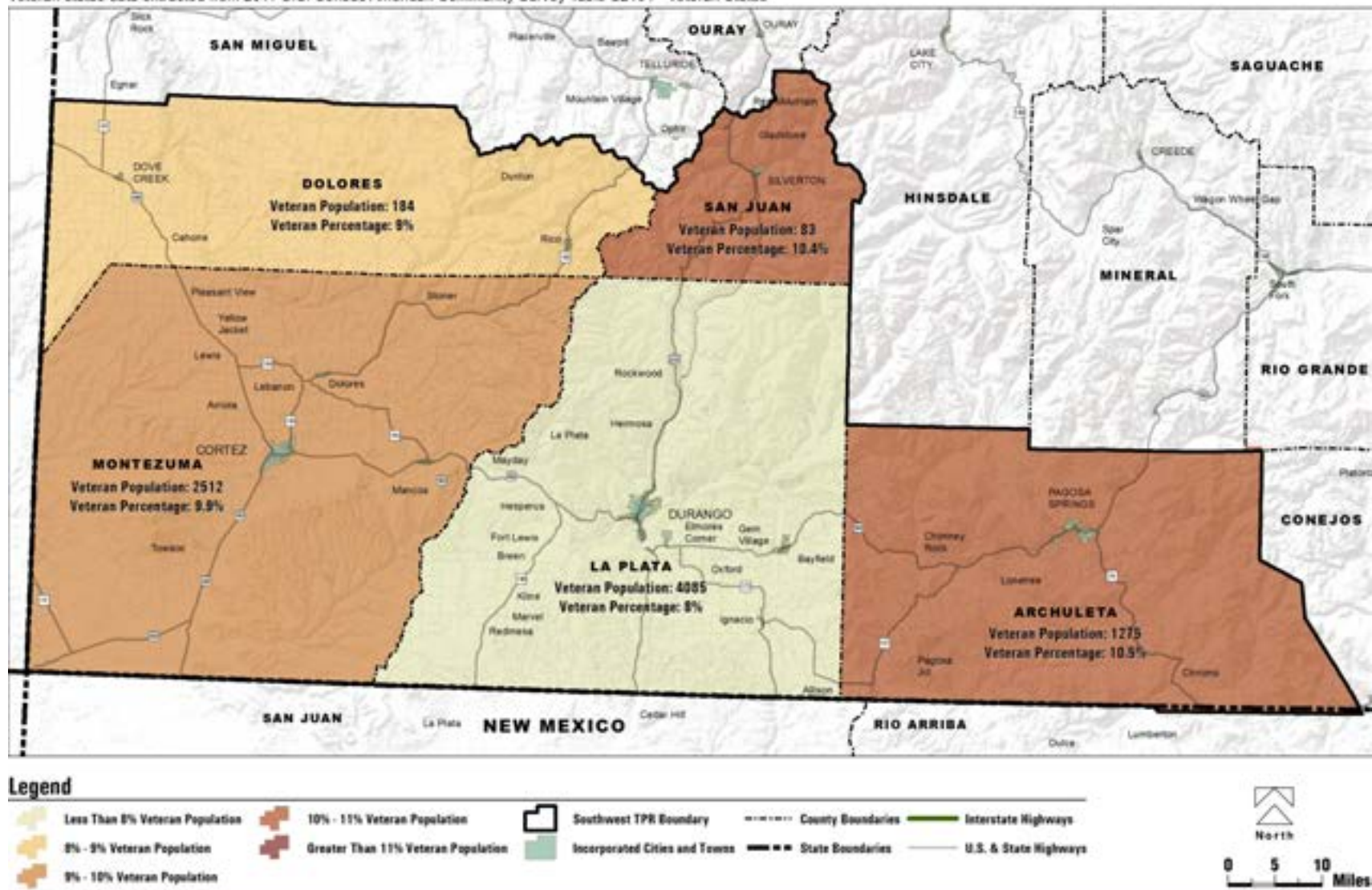
Table 2-8 2011 Veteran Population

County	2011	% Veteran Population
Archuleta	1,275	10.5%
Dolores	184	9.0%
La Plata	4,085	8.0%
Montezuma	2,512	9.9%
San Juan	83	10.4%
TPR Overall	8,139	8.9%
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*

As a region, the main employment sectors include tourism, industrial jobs, and regional and national services. A significant percentage of the TPR is made up of national parks, forests, and monuments in addition to ski resorts. These destinations attract tourists and require an associated service and tourism employment base.

Figure 2-10 illustrates projected job growth in the region through 2040. While the region's employment grew relatively slowly between 2000 and 2010, growth is projected to increase between 2010 and 2040, particularly in Archuleta, La Plata, and Montezuma counties. Archuleta's fastest growing employment sector is in retiree-generated jobs, suggesting an increased need for both commute-based transportation and services for older adults.

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. La Plata County (home to Durango) and Montezuma County (home to Cortez) are the region's two main employment centers. Each attracts employees from neighboring counties and New Mexico. The most common commute patterns in the region include the west-east route from Montezuma to La Plata and the north-south route from New Mexico to La Plata. Montezuma attracts most of its commuters from La Plata and Dolores counties and from New Mexico. These patterns demonstrate that many commuters travel long distances to reach their jobs.

2.5 *Summary of Community Characteristics*

The demographic and economic characteristics described in this chapter provide insight into locations and populations that are likely to need transportation-related services and investments over the next few decades (see **Figure 2-12**).

As a region, the Southwest TPR is expected to experience concentrated population growth, particularly among the older adult population, and currently has a large population of veterans and people with disabilities. The region also has a high rate of poverty. Taken together, these characteristics suggest that transportation services will be an increasing need in the TPR, especially given its rural character and limited transportation options in the outlying sections of the region. When prioritizing among investments, translated informational and training materials likely will not be a near-term need; the region has a high level of English proficiency.

Looking at specific counties, the older adult population, employment, and general population growth projected in Archuleta County suggests there will be an increased need for the region's residents to access jobs in Archuleta and for Archuleta's residents to access social services, particularly in La Plata and Montezuma counties. Archuleta also is the region's least poor county and has a growing second home market, suggesting that the service and tourism-based workers in that county may need to commute from other locations.

Durango and Cortez will continue to be regional economic hubs, attracting commuters from elsewhere in the region and out of state. La Plata and Montezuma counties also will experience a growing older adult population. La Plata's senior population growth rate is almost double that of the state overall. Montezuma County has a high poverty rate. Intra-county transportation services for the aged and inter-county transportation services for those unable to afford their own transportation will be needed to provide access to regional services and jobs.

San Juan and Dolores counties will be a challenge to address their increasing transportation needs. San Juan is the slowest growing county in the region but has twice the growth rate in its senior population than that of the state. It also has the highest poverty rate of any county in the region and about one-tenth of its households have no vehicle available, the same percentage of its population living with disabilities. Therefore, San Juan is likely to be a very highly transit dependent county. However, being the least populated county in the region with long distances between Silverton (its population center) and services in Durango and Cortez, it will be difficult to serve with regular transit service. Dolores County presents a similar challenge given its small population, rural character, and high percentage of people with disabilities.

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.

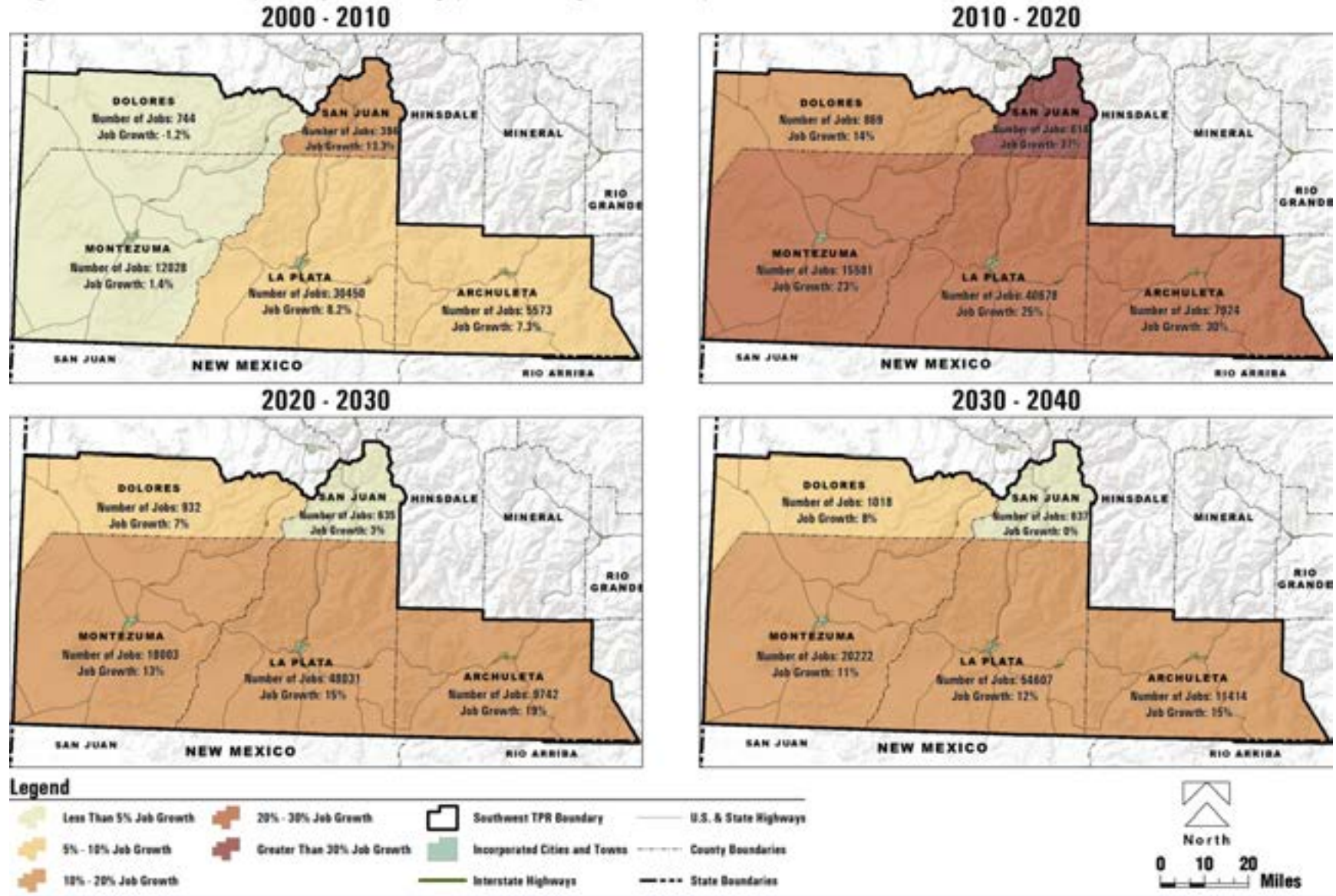


Figure 2-11 Employed Working Outside of County of Residence

*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

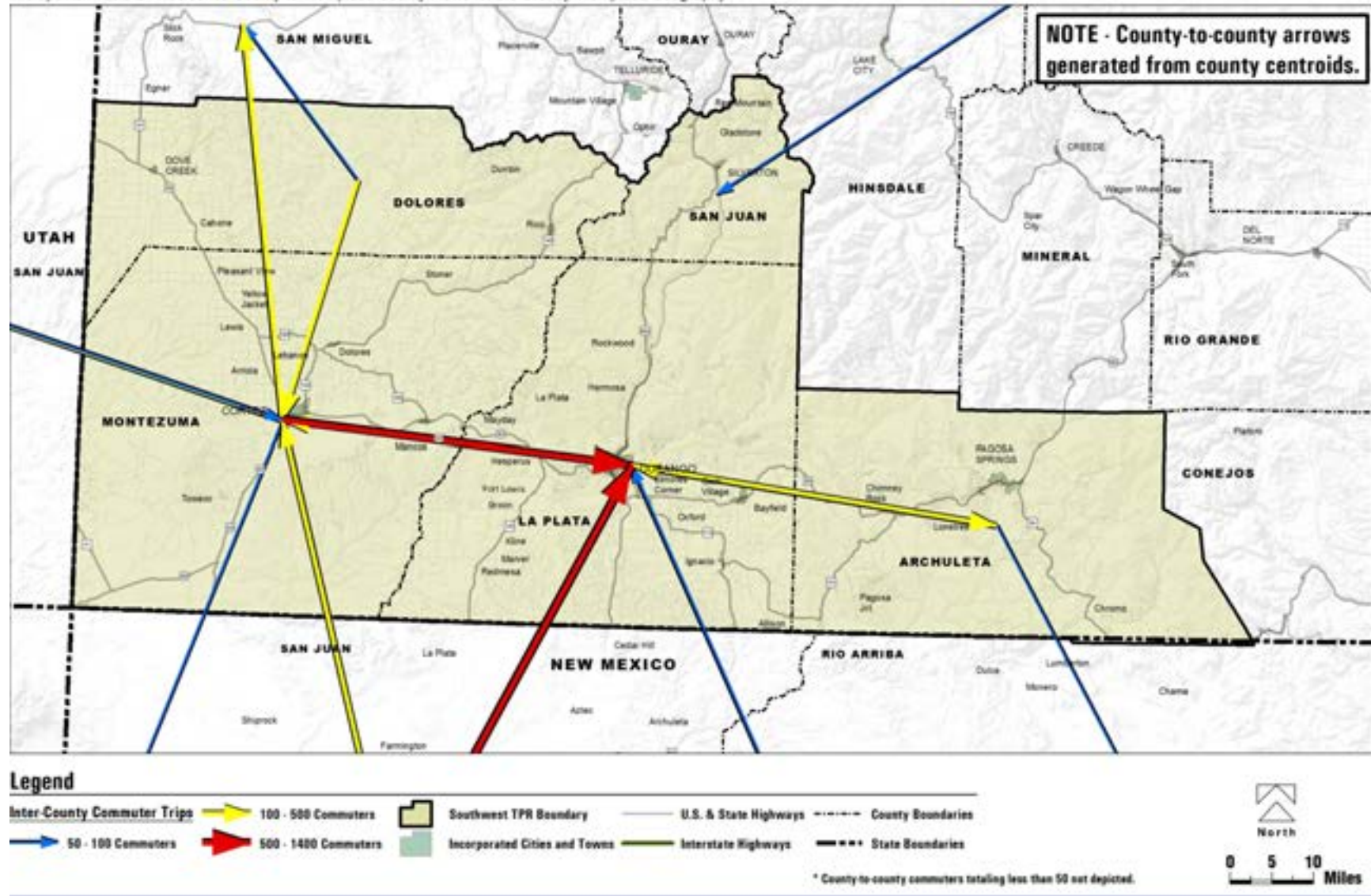


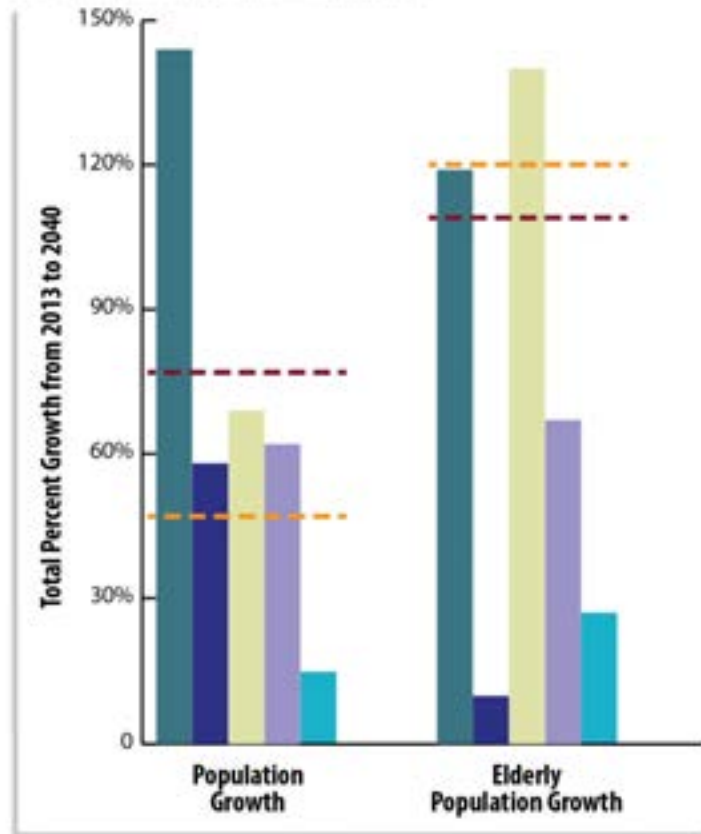


Figure 2-12 Counties with Higher than Statewide and TPR Average Transit Needs Indicators



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

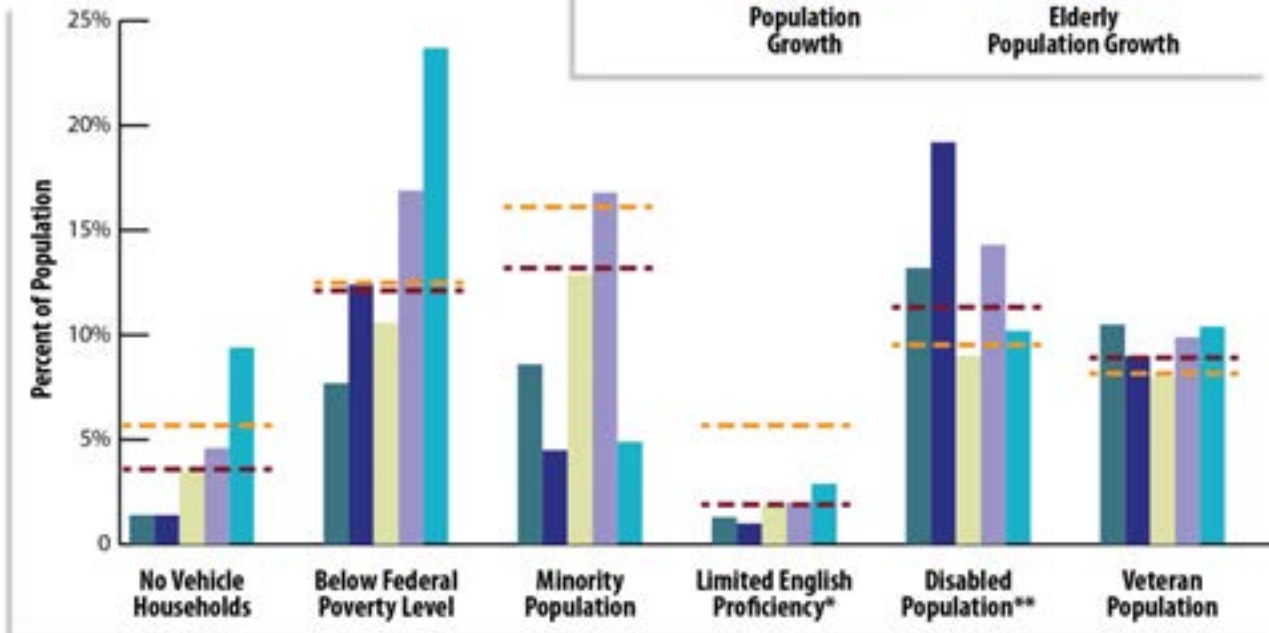


Demographic Profile Summary

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 Southwest 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 Southwest region. While this map is not inclusive of every small agency, taxi service, or mountain resort transportation, it does provide a useful summary of the services that are available as well as an illustration of some gaps in service.

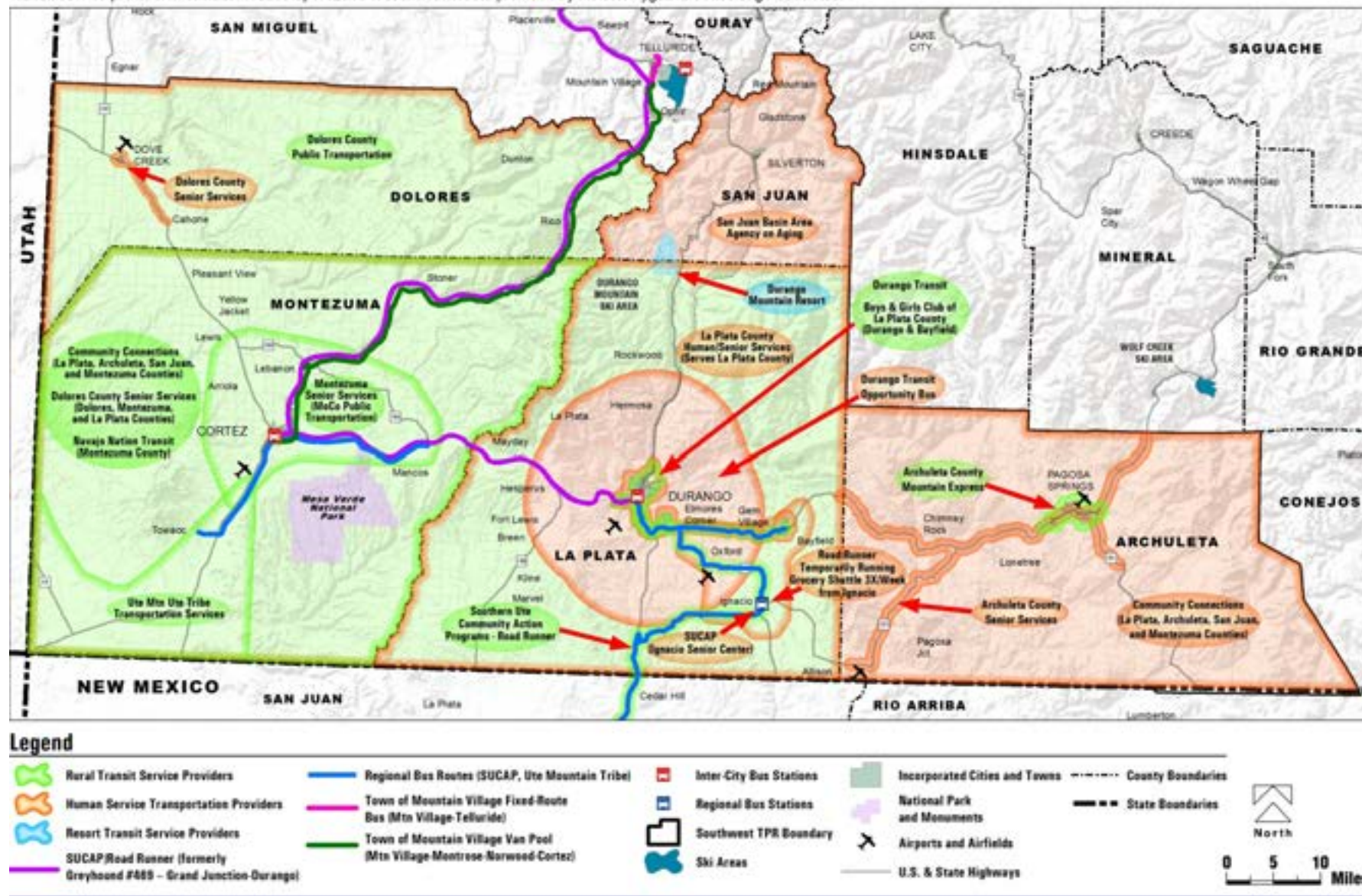
The inventory of services was developed primarily through survey responses collected from transit providers and human services agencies. Additional information was collected through feedback from the Transit Working Group, public meeting attendees, and agency websites.

Appendix A includes definitions of key terms used throughout this Chapter and the rest of the plan.

Regional Coordinated Transit and Human Services Plan

Figure 3-1 Transit Provider System Map

Transit service provider information based upon 2013 research and data provided by Nelson/Nygaard Consulting Associates.



3.1 Public Transit Providers

Public transit services are those that are funded by the local or regional agencies and that are open to all members of the public. These differ from human service transportation services that are limited to clientele who qualify, e.g., people over the age of 65.

The region has three fixed/deviated route transit services: Durango Transit in Durango, Mountain Express Transit in Pagosa Springs/Archuleta County (seasonal), and Road Runner Transit. All services are open to the general public.

- ▶ **Durango Transit** provides four bus routes and trolley service within the municipal limits of Durango, serving downtown, Fort Lewis College, Walmart and the Mercy Regional Medical Center. Durango Transit also operates the Opportunity Bus which provides door to door service for the elderly and disabled. Service is available in the evenings and Saturdays.
- ▶ **Mountain Express Transit** provides bus service in the Pagosa Springs area. A 'call & ride' door to door service is also available.
- ▶ **Southern Ute Community Action Programs (SUCAP) Road Runner Transit service** connects Bayfield and Ignacio with Durango, and Ignacio with Aztec, New Mexico. SUCAP's new intercity bus service, Road Runner Stage Lines, began in July 2014 and provides a new connection between Durango/Cortez and Grand Junction, Colorado. A dial-a-ride service is also available within the town of Ignacio and surrounding area within one mile of town limits.

There are also several demand-response services available to the general public within the region. In 2011, Dolores County began providing service to the general public on a demand response basis rather than a fixed route schedule, whereby service is pre-arranged through requests made by passengers. Montezuma County also provides demand response services to the general public through MoCo Public Transportation. Ute Mountain Ute Tribe provides service between Towaoc, Cortez and Mancos.

The Town of Mountain Village, in the Gunnison Valley TPR provides a commuter shuttle/vanpool service for town and non-town employees. One of the routes is from Cortez/Rico to Town Hall in Mountain Village.

Overall, there is good service coverage both for fixed route and demand response systems in terms of day of week and time of day in all counties except San Juan. Most services operate on weekdays with limited evening, Saturday and Sunday service.

Table 3-1 summarizes key information about each public transit provider in the region.



Table 3-1 Public Transit Provider Services Overview

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 and Admin Budget (includes all service types)
Dolores County Public Transportation	Dolores County including Cahone, Dove Creek, Rico; Durango, Cortez; Farmington, NM and Monticello and Moab, UT	<ul style="list-style-type: none"> ▪ Demand Response (door to door) 	8 AM – 5 PM	M – F	\$5 to \$25 depending on trip distance	6,400	\$130,800
Montezuma County (MoCo) Public Transportation	Montezuma County (including Dolores, Mancos, Cortez)	<ul style="list-style-type: none"> ▪ Demand Response 	8:30 AM – 4:30 PM	M–F	Varies between \$3 and \$15	8,700	\$158,685
Durango Transit – operated by City of Durango	Durango	<ul style="list-style-type: none"> ▪ Fixed Route ▪ Demand Response ▪ Travel Training ▪ Trolley 	6:30 AM - 7:00 PM (Winter Weekdays) 7:00 AM - 7:00 PM (Winter SA) 6:30 AM - 10:40 PM (Summer Weekdays) 7:00 AM - 10:40 PM (Summer SA)	All Days	\$.50 to \$1.00 Monthly passes can also be purchased	634,555	\$2,544,341
Mountain Express Transit* - operated by Archuleta County Transportation	Pagosa Springs and Archuleta County	<ul style="list-style-type: none"> ▪ Fixed Route ▪ Demand Response 	6:00 AM – 4:40 PM	M - F	\$1.00 to \$2.00	Not available	\$125,000
Road Runner Transit – operated by Southern Ute Community Action Programs (SUCAP)	Durango, Ignacio, Bayfield, Aztec, NM	<ul style="list-style-type: none"> ▪ Deviated Fixed Route ▪ Demand Response/ Dial-a-Ride ▪ ADA 	5:40 AM – 9:30 PM (Fixed Route) 11:00 AM – 9:30 PM (Demand Response)	M – F (Fixed Route) Sa - Su (Demand Response)	\$3.00 \$.50 for Dial-a-Ride Monthly passes can also be purchased	Not available	Not available

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 and Admin Budget (includes all service types)
Road Runner Stage Lines – operated by SUCAP	Durango, Mancos, Cortez, Dolores, Rico, Telluride, Placerville, Ridgway, Montrose, Delta, Grand Junction	<ul style="list-style-type: none"> Fixed Route Intercity Bus 	7:00 AM	M – F	\$40 one-way Durango to Grand Junction	Not available	Not available
Town of Mountain Village	Cortez/Rico to Mountain Village	<ul style="list-style-type: none"> Commuter Shuttle/ Vanpool 	3:30 AM – 5:30 PM	M – F	\$2.00	Not available	Not available
Ute Mountain Ute Tribe	Towaoc and Cortez	<ul style="list-style-type: none"> Demand Response 	4 runs per day	M - F	Donation	4,530	Not available

Source: Transit Agency Provider Survey, 2013, Web research, and Transit Working Group feedback

*Archuleta County Mountain Express Transit currently provides transportation on an interim basis for Archuleta County Senior Services (in association with Archuleta Seniors, Inc.)

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 transportation services available in the Southwest TPR.

The region’s primary population center, Durango is the focus of most of the human service transportation providers and is the primary destination of services that originate in other communities. Services are provided specifically for seniors, veterans, homeless people, people on limited incomes, members of local Native American tribes, and attendees of the Southwest Colorado Community College. Some of the services available offer direct transportation service and others offer other types of assistance such as fuel or transit subsidies, discussed further in **Section 3.3**.

Table 3-2 Human Service Transportation Provider Overview

Human Service Transportation Provider Overview				
Provider	Service Area	Passenger Eligibility	Service Type(s)	Days of Service
Volunteers of America - Southwest Safehouse	Durango	<ul style="list-style-type: none"> Women and children survivors of domestic violence 	<ul style="list-style-type: none"> Volunteers transport clients Bus tickets/passes Contract with other providers Gas vouchers Car repair vouchers 	Not available
Volunteers of America – Southwest Colorado Division	Durango	<ul style="list-style-type: none"> Veterans Low Income Homeless 	<ul style="list-style-type: none"> Program staff transport clients Volunteers transport 	Not available



Human Service Transportation Provider Overview

Provider	Service Area	Passenger Eligibility	Service Type(s)	Days of Service
			<ul style="list-style-type: none"> clients ▪ Car repair vouchers ▪ Referrals 	
Durango Transit – Opportunity Bus	Durango	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand response (door to door) 	M - F
Montezuma County Senior Services (operated by MoCo Public Transportation)	Montezuma County (including Cortez, Dolores, Mancos)	<ul style="list-style-type: none"> ▪ Seniors ▪ Medicaid 	<ul style="list-style-type: none"> ▪ Non-Emergency Medical Transportation ▪ Shopping 	M – F 8:30 AM – 4:30 PM
Southwest Colorado Community College	Durango	<ul style="list-style-type: none"> ▪ High School Graduates/GED 	<ul style="list-style-type: none"> ▪ Volunteers transport clients ▪ Bus tickets/passes 	Not available
La Plata County Senior Services	La Plata County	<ul style="list-style-type: none"> ▪ Seniors ▪ Medicaid ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response (door to door) ▪ Bus tickets/passes ▪ Gas vouchers 	M – F 8:30 AM – 5:00 PM
Dolores County Senior Services	Dolores County and the communities of Dove Creek Egnar and Cahone; Durango, Cortez, NM and UT	<ul style="list-style-type: none"> ▪ 60+ ▪ Medicaid ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand response (door to door) ▪ Assistance with shopping ▪ Adaptive transportation 	M -F 8:00 AM – 5:00 PM
Archuleta County Senior Services / Archuleta Seniors, Inc.*	Pagosa Springs / Archuleta County; Durango, Farmington, NM	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response 	M T W F 9:00 AM – 4:00 PM
Colorado Disabled American Veterans Van Program	Durango, Cortez, Pagosa Springs	<ul style="list-style-type: none"> ▪ Disabled ▪ Veteran 	<ul style="list-style-type: none"> ▪ Fixed Route 	Durango- Albuquerque VA Medical Center (M W F) Cortez-Albuquerque VA Medical Center (T W Th) Pagosa Springs- Farmington, NM (M F)
Ute Mountain Ute Tribe	Towaoc, Cortez; Durango and Farmington, NM by request	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled ▪ Developmentally disabled 	<ul style="list-style-type: none"> ▪ Demand Response 	M - F
Ignacio Senior Center (operated by SUCAP)	Ignacio town limits; Durango and Bayfield for medical appointments	<ul style="list-style-type: none"> ▪ Seniors ▪ Disabled 	<ul style="list-style-type: none"> ▪ Demand Response (door thru door) ▪ Non-Emergency Medical Transportation ▪ Assistance with Shopping ▪ Escorted transportation 	M – F 1:00 to 3:30 PM

* Archuleta Seniors, Inc., a non-profit, has taken over Archuleta County Senior Services. Their transportation services are currently being offered by Mountain Express Transit.



3.3 Other Human Service Agencies/Programs

Many other types of human service agencies in the region do not provide direct transportation for their clients but depend on others to provide it. These agencies rely on public transit and human service transportation programs to get their clients where they need to go and provide support services such as reduced cost or free bus passes or ridesharing programs. **Table 3-3** lists these other human service agencies/programs that need to be considered when determining transportation needs in the region.

Table 3-3 Human Service Transportation Supportive Services

Provider	Service Area	Clients Served	Supplementary Services
Volunteers of America – Durango Community Shelter	Durango		<ul style="list-style-type: none"> ▪ Bus tickets/passes ▪ Gas vouchers ▪ Car repair vouchers
Women’s Resource Center	Durango		<ul style="list-style-type: none"> ▪ Car repair vouchers
Manna – The Durango Soup Kitchen	Durango		<ul style="list-style-type: none"> ▪ Bus tickets/passes
Axis Health System	Pagosa Springs, Durango, Cortez	<ul style="list-style-type: none"> ▪ Mental Health/ Substance Abuse diagnosis 	<ul style="list-style-type: none"> ▪ Bus tickets/passes
Mercy Housing – Durango Properties	Durango	<ul style="list-style-type: none"> ▪ Low Income 	<ul style="list-style-type: none"> ▪ Bus tickets/passes ▪ Contract with other providers
Southwest Center for Independence	Archuleta, Dolores, La Plata, Montezuma, San Juan counties	<ul style="list-style-type: none"> ▪ Disabled 	<ul style="list-style-type: none"> ▪ Travel training
San Juan Basin Health Department	Archuleta, La Plata counties	<ul style="list-style-type: none"> ▪ Elderly ▪ Blind ▪ Disabled ▪ People living with AIDS 	<ul style="list-style-type: none"> ▪ Bus tickets/passes
San Juan Basin Area Agency on Aging	Archuleta, Dolores, La Plata, Montezuma and San Juan counties	<ul style="list-style-type: none"> ▪ Elderly (60+) 	<ul style="list-style-type: none"> ▪ Gas vouchers
Sunshine Gardens Senior Community	Durango	<ul style="list-style-type: none"> ▪ Elderly ▪ Medicaid 	<ul style="list-style-type: none"> ▪ Contract with other providers
The Training Advantage (a program division of SUCAP)	Archuleta, Dolores, La Plata, Montezuma, San Juan counties	<ul style="list-style-type: none"> ▪ Eligibility determined as part of Colorado Workforce Center procedures 	<ul style="list-style-type: none"> ▪ Bus tickets/ passes ▪ Gas vouchers ▪ Car repair vouchers

3.4 Privately Operated Public Transportation Services

Table 3-4 provides an overview of the privately operated transportation services that are available in the Southwest region. This includes private resort bus and shuttle operators, taxi services, intercity bus services, and other shuttle services (e.g., airport shuttles). Most are available to the general public except for the Boys and Girls Club (must be a member of the club) and Community Connections (requires an application to be eligible).

These services offer limited geographic coverage, with most services near the population center in Durango. The largest service area is offered by Community Connections, which is available only to a limited population, and Cortez Cab, which can be an expensive service for long distances.

Table 3-4 Privately Operated Public Transportation Services Overview

Provider	Service Area	Service Type(s)	Passenger Eligibility	Span of Service	Days of Service	Fares
Community Connections, Inc.	Archuleta, La Plata, Montezuma, San Juan counties	▪ Demand Response	Disabled Low Income	Not available	All Days	Not available
Boys and Girls Club of La Plata County	La Plata	▪ Fixed Route	Youth / Low Income / Members Only	2:00 PM – 6:00 PM	Weekdays	Not available
San Juan Sentry, LLC (Cortez Cab)	Dolores, La Plata, Montezuma, San Miguel	▪ Demand Response	General Public	6:00 AM – 2:00 AM (Weekdays and Saturdays) 6:00 AM – Mid-day (Sundays)	All Days	Not available
Durango Mountain Resort	Durango, Durango Mountain Resort, Durango Airport	▪ Fixed Route ▪ Demand Response	General Public	Not available	F Sa S during ski season	\$10 roundtrip
Ute Mountain Ute Tribe Transportation Services	Towaoc, Cortez, Mesa Verde National Park, Ute Mountain Tribal Park	▪ Demand Response ▪ Tourist/Guided Transportation	General Public	Morning only	Not available	Not available

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

3.5 Existing Coordination Activities

The main coordination activities that have been implemented and/or that are underway in the region are categorized in five areas:

- ▶ Regional Transit Coordinating Council
- ▶ Partnerships
- ▶ Online Resource Portal
- ▶ Voucher Program
- ▶ Travel Training

Specific projects and coordination efforts are described in more detail in the following sections.

3.5.1 Regional Transit Coordinating Council

A Regional Transit Coordinating Council (RCC) was established for the Southwest region in 2010. The RCC received funding in 2014. The RCC’s overall mission is to “assist local governments and existing public transit and specialized transportation providers in the region with strategically managing a more coordinated transportation network within available funding for the maximum benefit of the community.” The Council has been meeting approximately monthly or bi-monthly for the past four years.

The RCC maintains a Regional Transit Guide, which is an inventory of the services available in southwest Colorado. In 2012, the Council created a Transit Action Plan, with four main goals:

- ▶ Sustain and expand public and specialized transportation services in the region
- ▶ Develop mechanisms to coordinate existing public and specialized transit service providers

- ▶ Develop mechanisms to sustain and strengthen the Regional Transit Coordinating Council
- ▶ Complete Southwest Colorado Accessible Transportation Plan for end users

3.5.2 Partnerships

There are several partnerships among transportation providers and human service agencies in the region.

- ▶ **Archuleta Seniors, Inc. (ASI)** is a private non-profit that runs senior services in Archuleta County. Previously, Archuleta County Transportation (ACT) provided transportation for seniors. As of early 2014, the fate of ACT was somewhat uncertain with the potential of going out of business in June 2014. As such, Mountain Express Transit currently provides transportation services for ASI clientele as an interim solution.
- ▶ **Sunshine Gardens**, a senior assisted living community, contracts with an outside party to provide transportation services for its residents.
- ▶ **Durango Transit** bulk purchases fuel with La Plata County. Durango Transit provides training to all transit agencies in the region. The Durango Transit Center is shared between Durango Transit, Durango Mountain Resort, and SUCAP's Road Runner Transit.
- ▶ **SUCAP's Road Runner Transit** shares the Durango Transit Center with Durango Transit. They also bulk purchase fuel with the Southern Ute Indian Tribe Motor Pool.
- ▶ **Dolores County Senior Services** shares training with Montezuma County Transportation and Durango Transit.

3.5.3 Online Resource Portal

SWConnect.org is a “resource portal and an online gathering center designed to highlight collective resources in our local communities of Archuleta, Dolores, La Plata, Montezuma, and San Juan counties.” The goal of the portal is to “create an opportunity to access quality information, to invite contributions from community members and host educational gatherings, all while growing our networks of peers, mentors, and partners within our five counties.”

The website www.swconnect.org maintains a searchable database of services in these counties, including many transportation resources. Each database entry includes information about hours of operation, eligibility, location, and contacts.

3.5.4 Regional Transit Voucher Program

The RCC has developed policies and procedures around a Regional Transit Voucher Program, but it has yet to be implemented.

3.5.5 Travel Training

In January 2014, the Durango Multi Modal Transportation Department launched the Way to Go! Club, a point rewards system that encourages people not to drive alone. The Department runs a complementary service—travel training—to provide people the resources and information necessary to make a change in the way they travel.

For businesses in Durango, Department staff will visit workplaces, assess strengths and potential barriers to alternatives to driving, and train any interested staff about the available transportation options, routes specific to the business' location, and tools for commuting without driving alone. Staff will also meet with interested individuals to help them find the best routes and modes of transportation for their travel needs. This free service is funded by a Federal Transit Administration Section 5316 (“Job Access and Reverse Commute” program) grant.

3.6 *Summary of Existing Services*

Southwest Colorado has several general public transit services with regional connectivity, especially within La Plata County and between Durango, Cortez, and destinations in New Mexico to the south and counties to the north. A number of demand-response services are also available throughout the region.

Local public transit is available within Durango (Durango Transit), Pagosa Springs (Archuleta County Mountain Express), the Durango Mountain Area (Durango Mountain Transit), Ignacio (Road Runner Transit) and the Ute Mountain Tribal Park (Ute Mountain Ute Transportation Services). Weekend and evening service for the general public is significantly limited. In addition transportation within and from San Juan County to other areas of the region is limited. Dolores and Montezuma counties provide demand-response service to the general public throughout their respective boundaries with some service to Durango.

Several human service transportation providers supplement public transit services to specific, transit-dependent population groups. The region's human services transportation is based in all counties of the region except San Juan County. Transportation programs for seniors are also available in each county through social services departments or private providers.

Some human service agencies provide supportive services, such as gas vouchers, bus passes or car repair reimbursement. These services are primarily available in Durango and to a broader population including seniors, people on low incomes, disabled, veterans, and women and children victims of domestic violence. The San Juan Basin Area Agency on Aging provides gas vouchers through a United Way grant, which is particularly important in San Juan County as there are no existing service providers.

The main coordination activity in the Southwest TPR is the RCC. Other activities include partnerships between human service agencies and transportation providers, an online inventory of available services, a developing transit voucher program, and travel training services.

Generally, coordination in the region is performed by the Southwest Colorado Council of Governments and the RCC. The RCC, however, has limited capacity and is looking to acquire funds for full-time staff support.



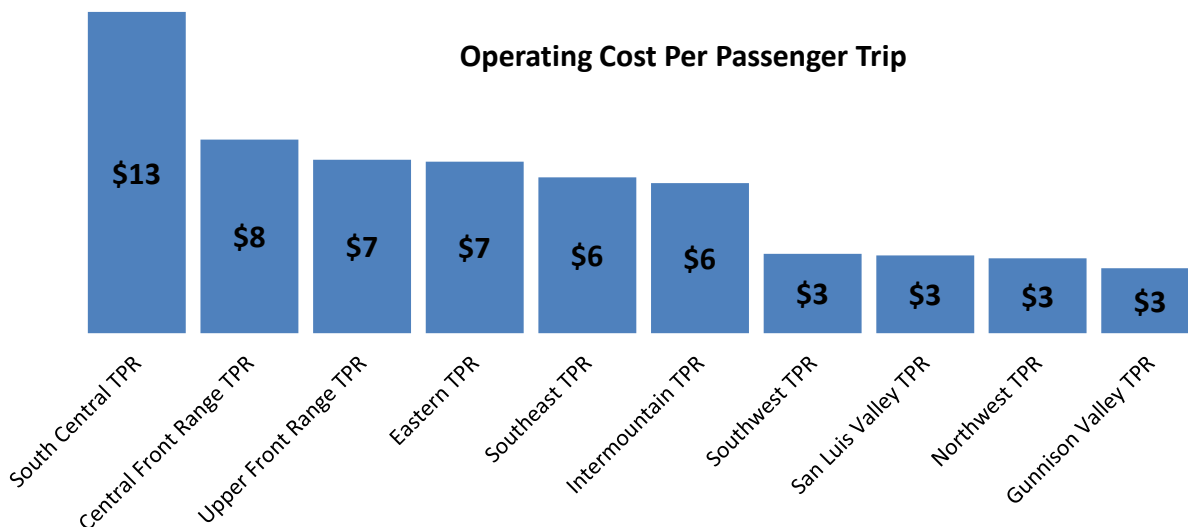
4.0 CURRENT AND POTENTIAL TRANSIT FUNDING

This Chapter presents a snapshot of current transit funding levels and potential sources of funds for the Southwest 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.

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 Southwest TPR. While relatively low compared to other regions in Colorado, transit operating costs in the Southwest TPR are still high due to the higher cost of fuel, trip distances, and general maintenance imposed by the region’s geography and economy.

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

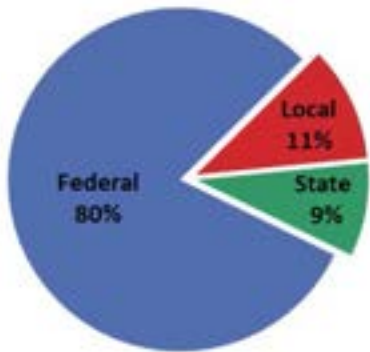
Transit service providers in the Southwest region and across Colorado rely on a patchwork of funding sources to continue operations or fund improvements and system expansions. Figure 4-2 displays information from the National Transit Database of rural providers for the nation and for Colorado. This information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



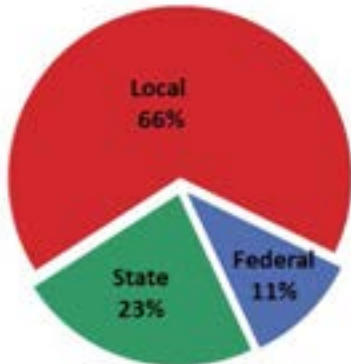
Figure 4-2 Comparison of National, State, and Regional Revenue Sources

Capital Revenue Sources

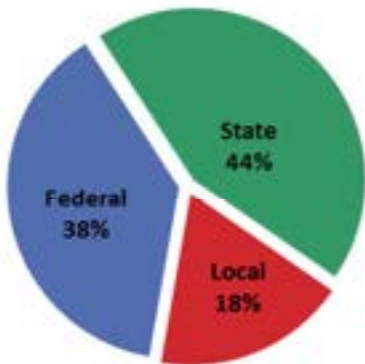
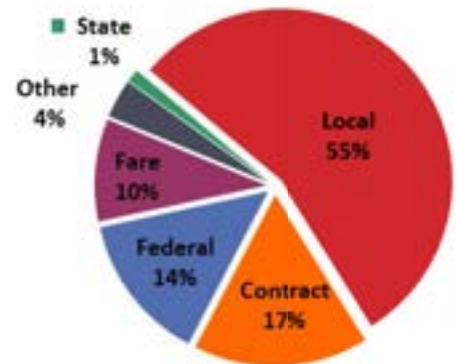
Operating Revenue Sources



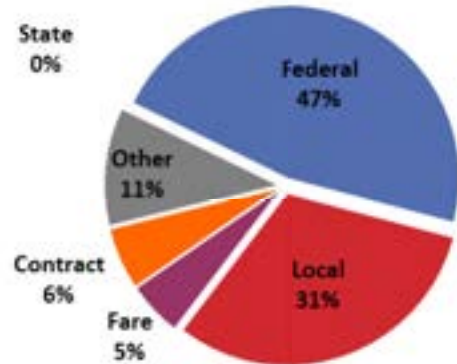
National Average - Rural Providers
2012 National Transit Database



Colorado Average - Rural Providers
2012 National Transit Database



Southwest TPR Average
2012 Self-Reported Survey Data



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—at just 11 percent. The State of Colorado contributes more than twice the national average toward capital investments, primarily through the Funding Advancement for Surface Transportation and Economic Recovery (FASTER) program.



In the Southwest TPR, capital funding sources are relatively diversified with state and federal sources together accounting for most funds. State support was primarily provided through FASTER funding. Federal capital investments made up 38 percent of regional capital funding in 2012. 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 18 percent of capital investments and includes a wide variety of local government contributions to services throughout the region.

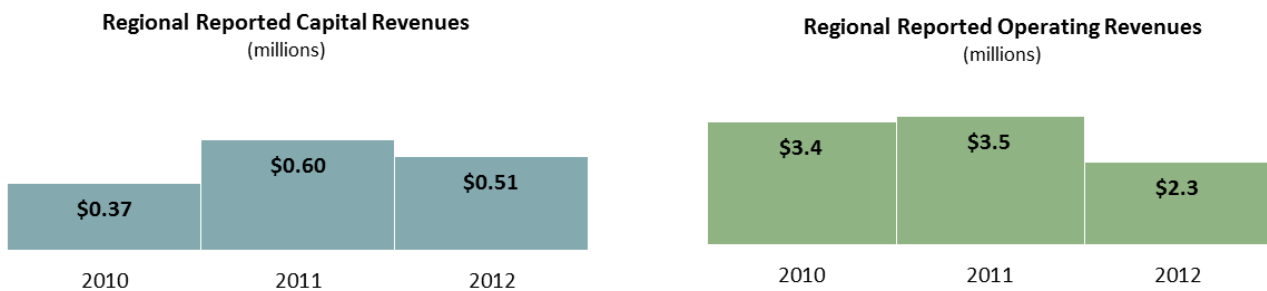
At the national level, operating revenues are relatively diversified among federal, local, agency-derived, and state funding sources. Colorado on average is more dependent on local sources and less reliant on federal and state sources for operating funds. However, within the Southwest TPR, the local share of operating revenues is less than the state average (31 percent compared to 55 percent). Federal operating grants make up nearly half of operating funding sources. Many providers in the region provide a variety of important local human services needs, which tend to be primarily funded through federal human services and health programs. Other sources such as private and philanthropic funds are also important sources for providers in the region.

4.3 Regional Transit Revenue Trends

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

Figure 4-3 illustrates trends in reported capital and operating revenues for the past three years. Capital investments in new services and vehicle replacements have remained relatively consistent in the region in recent years. Operating revenues have also remained relatively stable recently. However, local funding has declined for many providers, and revenues derived from fares and donations vary from year to year. 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 from agency-generated revenues such as contract services, service fares, and investments.

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

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

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

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

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

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

FTA Section 5311(c) Tribal Transit Program provides funding for federally recognized tribes. Tribes may use the funding for capital, operating, planning, and administrative expenses for public transit projects. A 10 percent local match is required under the discretionary program; however, there is no local match required under the formula program.

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 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 secondary priority is given to the updating of 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 5312 Research, Development, Demonstration, and Deployment Projects support 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 non-profit organizations, technical and community colleges, and institutions of higher education. Federal share is 80 percent with a required 20 percent non-federal share for all projects (non-federal share may be in-kind).

FTA Section 5322 Human Resources and Training program allows the FTA to make grants or enter into contracts for human resource and workforce development programs as they apply to public transportation activities. Such programs may include employment training, outreach 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 non-profit organizations engaged in public transportation, including those providing services open to a segment of the general public, as defined by age, disability, or low income. States may transfer funds within this

program to supplement urban and rural formula grant programs, including 5307 and 5311 programs. Federal share is 80 percent with a required 20 percent local match.

FTA Section 5309 Fixed Guideway Capital Investment Grants (New Starts) program is the primary funding source for major transit capital investments. The 5309 program provides grants for new and expanded rail and bus rapid transit systems that reflect local priorities to improve transportation options in key corridors. This program defines a new category of eligible projects, known as core capacity projects, which expand capacity by at least 10 percent in existing fixed-guideway transit corridors that are already at or above capacity today, or are expected to be at or above capacity within five years. This discretionary program requires project sponsors to undergo a multi-step, multi-year process to be eligible for funding. Projects must demonstrate strong local commitment, including local funding, to earn a portion of this limited federal capital funding source. Generally, the program requirements limit funding to major urban providers; however, some rural systems have been competitive and received funding in recent years, including RFTA for the new VelociRFTA BRT service along SH 82. Maximum federal share is 80 percent.

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 as well as 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 the effort has not been announced.

4.4.2 Federal Grant Programs – Other

Other federal agencies, including the Department of Health and Human Services, Department of Veterans Affairs, Department of Labor, Department of Education, and others, provide grants or continuing financial assistance to support the needs of aging residents, military veterans, unemployed workers, and other populations. A 2011 Government Accountability Office report found that over 80 federal programs may be used for some type of transit and transportation assistance. For a complete inventory of other federal programs available, see recent reports from the National Resource Center for Human Service Transportation Coordination (http://www.unitedweride.gov/NRC_FederalFundingUpdate_Appendix.pdf). Most federal human services related funding assistances flow through state or regional organizations and may be used to cover a wide range of services, including, but not dedicated to, transit and transportation assistance. These other federal programs may provide for contracted transportation services or offer reimbursement for transportation services provided to covered individuals or may be used as “non-federal” matches for FTA grants or may support transportation assistance and coordination positions.

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

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

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

Workforce Investment Act (WIA) funds for Temporary Assistance to Needy Families (TANF) is a federal program that provides funding to states. State TANF agencies, including Colorado Works, may use TANF funds to provide support services including transportation. States have wide latitude on how this money can be spent, but the purchase of vehicles for the provision of transportation services for TANF-eligible individuals is included. Activities that may be covered under the TANF program include 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.

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, the Statewide Independent Living Council and State Rehabilitation Council administer these grants.

4.4.3 State, Local, and Agency-Derived Revenue Sources

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

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

In 2014, the Colorado Transportation Commission approved the use of these funds for operating 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, supports organizations providing transit and transportation assistance to veterans. The state supports Veterans Service Offices in each county and grants are awarded to non-profit organizations providing transportation and other services to veterans. An estimated \$200,000 a year is directed to supporting the transportation needs of veterans.

Highway Users Tax Fund (HUTF) is funded through revenues raised from the statewide gas tax, vehicle registration fees, license fees, and user fees. These taxes are not indexed to inflation or motor fuel prices. As a result, revenues within this fund do not keep pace with actual construction or program costs over time. Funds are distributed based on a formula to CDOT, counties, and municipalities. Under Senate Bill 13-140, local governments (counties and municipalities) are authorized to flex HUTF dollars

to transit-related projects. Transit and other multimodal projects allowed include, but are not limited to, bus purchases, transit and rail station constructions, transfer facilities, maintenance facilities for transit, rolling stock, bus rapid transit lanes, bus stops and pull-outs along roadways, bicycle and pedestrian overpasses, lanes and bridges. Local governments may expend no more than 15 percent of HUTF allocations for transit-related operational purposes.

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

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

In 1997, Colorado enabled the "Rural Transportation Authority Law" to allow any single or coalition of several local governments to create rural transportation authorities. These authorities are empowered to develop and operate a transit system, construct and maintain roadways, and petition the citizens within the authority boundary to tax themselves for the purpose of funding the authority and the services provided. There are currently five 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 one-half of total operating and maintenance expenses. Because of this, transit agencies depend on the federal, state, and local revenue sources they receive to continue operating.

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

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

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

4.5 *Future Funding Options*

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

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

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

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

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

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

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

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

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

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

In 2011, the Corvallis Transit System implemented a Transit Operations Fee that is a hybrid revenue mechanism but 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 and recreation as well as 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 for more innovative revenue options. In Colorado, the constitutional TABOR amendment restricts state and local governments from implementing new taxes without voter approval and from raising revenues collected under existing tax rates in excess of the rate of inflation and population growth, without voter approval. Additional constitutional restrictions in Colorado limit the ability of local governments to creatively finance transit services.

4.6 *Potential Revenue Estimates*

Transit providers in the Southwest TPR rely primarily on federal grant programs. However, the future of some of these programs is not clear and future funding levels may be substantially reduced. 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 depends on voter approval, implementation of the mechanism, and local limitations and tax policy. Values are based on currently published information for Archuleta, Dolores, La Plata, Montezuma, and San Juan 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	\$1,251,812,000	\$8,762,684
2.	1.0 mill levy	Assessed Property Value	\$3,401,623,424	\$3,401,623
3.	\$15 annual fee	Total Housing Units	48,846	\$732,690
4.	2% equivalent fee	Local Tourism Tax Receipts	\$11,755,600	\$235,112
5.	10% flex transfer	Local Highway Users Tax Fund	\$9,001,241	\$900,124

- 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 would vary but could have reached nearly \$9 million in 2012. An increase in sales taxes would require voter approval and would be collected by either a dedicated regional transportation authority or local governments and then transferred to support transit services.
- 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 over \$700,000 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 \$11 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 \$235,000 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 \$900,000 could have become available for transit-related investments. Some counties in the region do use these funds to support transit infrastructure.

4.7 CDOT Grants Process

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

On the federal side, FTA provides funding for transit services through various grant programs. FTA 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 are administered by DTR through a competitive application process. These grant programs provide funding assistance for administrative, planning, capital, and operating needs. For more information on the various FTA grant programs, visit the FTA website at <http://www.fta.dot.gov/index.html>.

To begin the grant application process, DTR issues a Notice of Funding Availability (NOFA) and a “call for projects” for FASTER and FTA funds annually or 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. Prior to submitting an application, each grant applicant must submit an agency profile and capital inventory. Applications will not be reviewed until this is complete. Applicants applying for funds for a construction project must have 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 made up of individuals outside of DTR (including the Colorado Department of Human Services and the Public Utilities Commission). Amounts awarded are often less than the amount requested. Applications for capital funds are evaluated primarily on performance metrics (age, mileage, and condition).

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

Once funding awards are made, a scope of work for each awarded project is developed and negotiated between DTR and the grant applicant. Once the scope of work is complete, the project can be offered a contract. Once a 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 Southwest TPR. 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 Southwest TPR include, but are not limited to, the Southwest Transit Working Group (TWG), provider and human service agency survey results, geographic analysis of the locations/concentrations of the likely transit user populations (see Chapter 2), CDOT survey of older adults and adults with disabilities, and input received from two public meetings in the region.

5.1 *Quantitative Assessment of Needs and Gaps*

This section provides information relevant to general population growth, elderly population growth, and growth in resort/tourism dollars spent in the TPR. These data aid in the quantitative assessment of transit needs and gaps in the Southwest 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 Southwest region is expected to experience significant growth by 2040, with La Plata County absorbing most of the new population and Archuleta growing at the fastest pace. San Juan, the region's smallest county, is expected to grow only 15 percent. As a whole, the region is expected to add population at a higher rate than statewide (77 percent locally versus 47 percent statewide).

The counties in this region are large, rural, and mountainous. Travel over long distances to reach services and employment will continue to be a challenge for transit providers and passengers alike. Existing transit services in the region are primarily focused on providing access to social services during business hours. Only one system, Durango Transit, is designed to transport the general public within an urbanized area. Other transportation services focus on intercity connections within the region, but there are no strong existing connections between the region's main population centers in La Plata County and the region's fastest growing county, Archuleta.

Archuleta and La Plata counties also present a challenge from the perspective of growth in their older adult populations. These two counties are the fastest growing in the region overall, and 10 to 25 percent of that growth is expected to come from an increase in the older adult population. The growth of the region's 65+ population by 2040 (109 percent) is similar to the state's overall (120 percent). Veterans, who are not all seniors but whose average age is older, also have particular needs to travel outside the Southwest region to access critical services at Veterans Affairs medical centers in Grand Junction and Albuquerque.

To the extent that the elderly population settles in existing population centers, such as Durango and Pagosa Springs, many of those individuals' service needs may be met locally, without the need to travel long distances. This could be the case especially in Durango. However, given the rural character of these counties and the increasing need for medical, food, and other support services as people age, transportation needs could become a barrier to reaching critical services in the region. Community Connections serves some of this demand currently (for low-income and disabled populations).

5.1.2 Resort/Tourism Demand Assessment

As a region, tourism is one of three predominant employment sectors. Since 2004, the region has experienced just over 1 percent growth in travel spending, with average annual spending of about \$375 million over that period. There are several small-to-large ski resorts in the area, including Durango Mountain Resort. The Southern Ute and Ute Mountain Ute Indian Tribes have limited stakes gambling casinos located near Durango and Cortez, which offer attractions for tourists who are less interested in the outdoor opportunities. However, tourism in the Southwest TPR is not supported only by resorts. It is wedged between the southwestern edge of the Rocky Mountains and the eastern edge of the Colorado Plateau. Such a landscape, which is home to Mesa Verde National Park and the San Juan National Forest, offers many opportunities for outdoor recreation, such as mountain biking, rafting, hiking, rock climbing, and camping. Resort spending alone in the area is expected to increase at an accelerating rate between now and 2040.

Transportation for visitors is an important consideration for encouraging growth in tourism in the region. Durango Mountain Resort is currently served by a demand response system from Durango and the Ute Mountain Ute tribal area offers reservation-based transportation from Cortez. As mentioned previously, the growth in Archuleta County is due in large part to a growth in the retiree population, who are themselves potential regional tourists. To attract that population to regional destinations, especially as that population ages, there may be a need for an improved connection between Archuleta and La Plata counties.

5.2 Qualitative Assessment of Needs and Gaps

Various limitations impact transit service delivery to the general public and specialized populations. According to CDOT's 2014 Statewide Survey of Older Adults and Adults with Disabilities, the three biggest limitations in southwestern Colorado are transportation affordability, service availability, and information about available services.

By reviewing these limitations and others within the Southwest 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

Due to the region's rural character and size, there are several transportation needs related to spatial limitations. The following needs were identified throughout the planning process.

- ▶ Limited transportation options for veterans needing to travel outside the region to Veterans Affairs hospitals in Albuquerque and Grand Junction
- ▶ Lack of a plan for who assumes the responsibility of providing for senior transportation in Archuleta County, previously provided by Archuleta County Transportation and currently provided by Mountain Express Transit
 - "Archuleta [...] has discontinued transportation for seniors and non ambulatory persons because of funds. These people need transportation for medical purposes."¹
- ▶ Limited funding and/or vehicles to increase capacity of Road Runner Transit, though it has potential to increase connectivity to other destinations
- ▶ Mountainside Concierge is the only public transit available in San Juan County; there is a need to expand service to the general population to increase affordable access to La Plata County and Durango

¹ Respondent to 2014 CDOT Statewide Survey of Older Adults and Adults with Disabilities – Southwest Region

- ▶ Increasing demands on Dolores County Senior Services and La Plata County Human Services to increase availability to serve the demands of regional growth
- ▶ No employee-focused transportation for long-distance commutes and/or commutes at odd hours (for example, to casinos near Ignacio and Cortez and service workers from La Plata to Archuleta County)
- ▶ No transportation services for students between Durango, Cortez, and the Mancos Southwest Colorado Community College campus; Regional Transit Coordinating Council, Southwest Colorado Council of Governments, SUCAP/Road Runner Transportation, and the Ute Mountain Ute Tribe are working with the school to determine a solution

Transit cannot realistically bridge all the spatial gaps in such a large rural region, and people will need to continue to drive as they age in place. There are additional needs for resources to facilitate safe driving throughout the region.

The spatial limitation needs discussed above are supported by the following findings from CDOT's Statewide Survey of Older Adults and Adults with Disabilities for the Southwest region (see **Appendix E**).

- ▶ A majority of respondents (53 percent) rely on others for transportation.
- ▶ Twenty five percent of respondents have difficulty "sometimes" or "a lot of times" in finding transportation for trips they need or want to make. Of those 66 percent have difficulty finding transportation for medical appointments, 54 percent for shopping and pharmacy trips, and 45 percent for social activities, such as visiting friends and family, and community events.
- ▶ Fifty three percent of respondents who had trouble finding transportation indicated they were unable to get somewhere in the last month because they could not find transportation
- ▶ The biggest barrier to people's ability to use public transportation and/or paratransit is simply a lack of service provided where they live and/or where they want to go

5.2.2 Temporal Limitations

Similar to spatial limitations, temporal limitations create challenges for passengers trying to access education, medical, service, shopping, and employment centers at certain times during the week/day. The following are the temporal limitations and needs noted for the Southwest TPR.

- ▶ Limited frequency of Durango Transit and Road Runner Transit service
- ▶ Limited weekend service on Durango Transit (no Sunday service during the winter months) and Road Runner Transit
- ▶ Limited winter service on Durango Transit and Road Runner Transit, especially weekdays after 7:00 PM
- ▶ No MoCo Public Transit service after 4:30 PM or on weekends

CDOT's Statewide Survey of Older Adults and Adults with Disabilities for the Southwest Region indicated that service not operating during needed times was one of the biggest barriers to using transit. Weekends and weekdays from 10 AM to 4 PM are the most common timeframes during which these residents have difficulty finding transportation.

5.2.3 Funding Limitations

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

- ▶ Extremely limited operating funding for maintaining and enhancing existing public transit and human service providers
- ▶ Limited financial support from the state
- ▶ Extremely limited capital funding to
 - Replace aging fleets

- Purchase vehicles and expand fleets
- Plan for and construct park-and-ride lots
- ▶ Financial strain on Dolores County Public and Senior Transportation, which is considering increasing fares to meet the financial needs of the program
- ▶ Limited grant funding to support fuel subsidies, regional voucher and/or short-term car rental programs
- ▶ Limited funding to support a full-time staff person for the RCC and/or support transit training for staff
- ▶ Limited funding to support and enhance SW Connect online resource

5.2.4 Program Eligibility and Trip Purpose Limitations

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

- ▶ Limited inter-county services for the aging population in Archuleta County and Montezuma County
- ▶ Limited public transit for people accessing employment opportunities, especially for bringing residents from San Juan County and Montezuma County to job centers and resources in La Plata and Durango
- ▶ Increasing demand for transportation for service workers to and within Archuleta County
- ▶ Limited intra-regional transportation for tourists
- ▶ Difficulty for older adults and adults with disabilities to access medical appointments, shopping/pharmacy trips, community events, and visit family and friends in the Southwest region²

5.2.5 Human Services Transportation Coordination Limitations

The Southwest region established a RCC in 2010. The RCC has taken several steps to improve transit coordination in the region since that time, including drafting an Action Plan, hiring a part-time staff person, and continuing to work directly with service providers to develop new programs. Still, there are many opportunities to continue the RCC's work.

- ▶ Limited capacity of the RCC given that it only employs one part-time staff person
 - Need for full time staffing to implement the RCC's action plan and other coordination activities.
 - Received grant money in 2014.
- ▶ Lack of a local champion to update and implement the important regional strategies and goals identified in RCC's Action Plan
 - Need additional support especially to implement and administer the Voucher Program
- ▶ Limited coordination with other regions and states to ensure access to larger regional amenities and services
- ▶ Limited involvement in the RCC (active participation by five to six individuals)
 - Need to increase opportunities to be involved outside regular in-person meetings
- ▶ Need to monitor and expand, as appropriate, Durango's Way to Go Club travel training program
- ▶ Need to align financial and temporal incentives for veterans' travel. Currently, reimbursements offered to veterans for travel to medical appointments are higher than costs and driving travel time is much less than for transit.

² 2014 CDOT Statewide Survey of Older Adults and Adults with Disabilities – Southwest Region

5.2.6 Public Information Needs

Even with significant transit coverage and service availability, people will not be well-served if they do not know about transportation options. The region has made some attempts to increase public awareness, but there are further opportunities for public information.

- ▶ Limited knowledge among residents about the existing transportation resources
 - Need to increase the completeness, marketing, and usability of the SW Connect online resource
 - Need to offer printed transportation information through places of residence
 - Opportunity to update and enhance the RCC's Regional Transit Guide
- ▶ Limited knowledge among transportation providers of existing and ongoing CDOT plans and studies
- ▶ Lack of centralized transportation information
 - Need for a staff person to field telephone calls for information and potentially coordinate trips
 - Opportunities include the 211 service, Adult Resources for Care and Help (ARCH), and SW Connect

The need for more and better public informational resources in the region is supported by residents' responses to the CDOT survey of older adults and adults with disabilities. The top three sources of information about transportation services and programs preferred by these individuals are:

- ▶ Printed materials
- ▶ Through a place of residence
- ▶ Electronic (websites, email, social media, smart phone)



6.0 FINANCIAL AND FUNDING OVERVIEW

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

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

6.1 Current and Future Operating Expenses

Generally, operating and administrative expenses for transit providers in the Southwest TPR have grown faster than available revenues or population growth, as a result of fast increasing fuel prices, workforce costs, and maintenance needs. The region’s full-time resident population is expected to grow 2.1 percent annually from 2010 to 2040 and reach approximately 171,500 persons by 2040. For some of the region’s larger providers, operating expenses have fallen in recent years as a result of service reductions. As shown in **Table 6-1**, operating revenues are projected to grow at a much slower pace than expenses; an average annual rate of just 0.9 percent through 2040.

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

Southwest TPR	Year 2013	Year 2020	Year 2030	Year 2040	Average Annual Growth (2013–2040)
Operating Expenses	\$2,231,605	\$2,815,000	\$3,536,000	\$4,200,000	1.3%
Operating Revenues	\$2,231,605	\$2,728,000	\$3,310,000	\$3,585,000	0.9%
<i>Potential Funding (Gap) / Surplus</i>	0	(-\$87,000)	(-\$226,000)	(-\$615,000)	-0.4%

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

In 2013, approximately \$2.2 million, or \$24 per capita, was expended to support critical transit and transportation services within all counties of the region. Per capita measures account only for full-time resident populations and do not capture seasonal visitors or workers. To provide the same level of service (as measured by per capita expenditures) in 2040 as today, the region will require approximately \$4.2 million in operating funds.

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



Table 6-2 Southwest TPR Average Transit Operating Cost

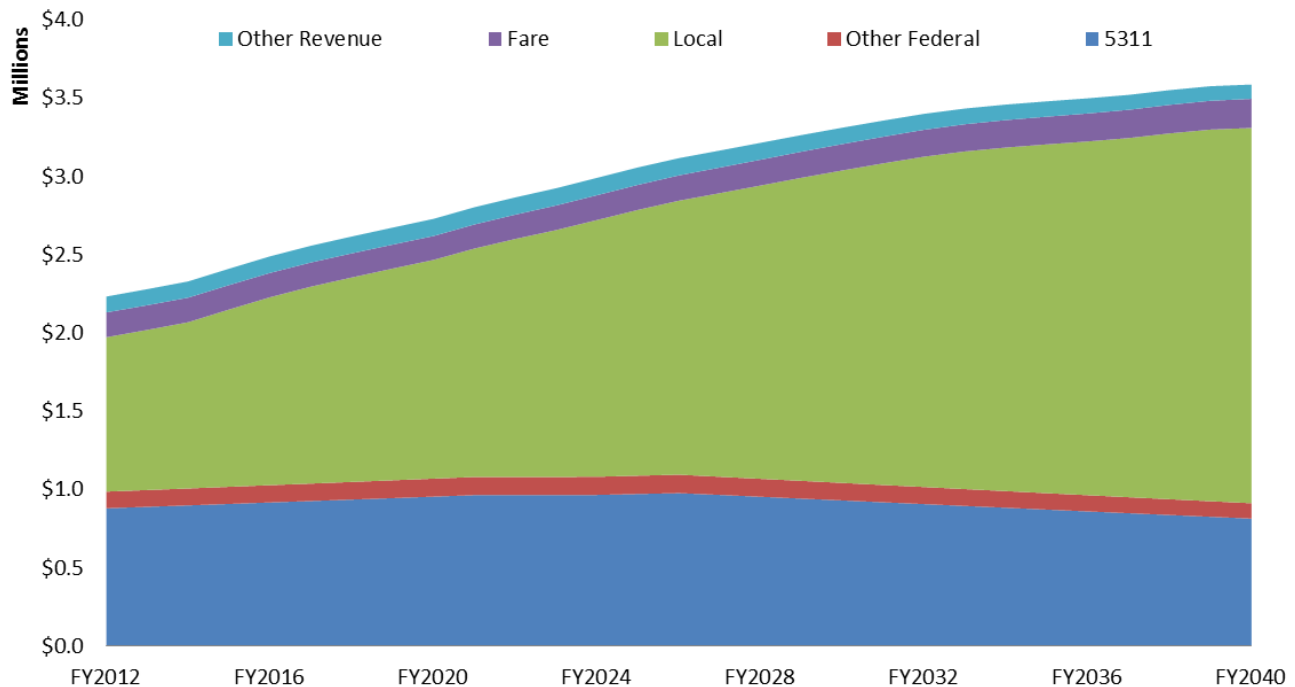
Performance Measure	Operating Cost
Cost per Capita	\$24
Cost per Passenger Trip	\$3
Cost per Revenue Mile	\$2
Cost per Revenue Hour	\$37

Source: Transit Agency Provider Survey, 2013

6.2 Current and Future Operating Revenues

By 2040, the Southwest region could expect transit revenues available for operating and administration purposes to reach an estimated \$3.6 million. Projections of future revenues are based on historical trends in provider 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 providers 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 Southwest TPR



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

- ▶ **Federal Transit Administration (FTA) 5311 revenues** depend on fuel tax revenues forecasted to grow slowly to 2025 and then decline through 2040. Operating support through 5311 rural funds is the primary FTA grant program supporting transit service in the region today. CDOT estimates future FTA funding levels per Congressional Budget Office forecasts.

- ▶ **Other federal programs** used in the region include Title III of the Older Americans Act (OAA), Non-Emergency Medical Transportation (NEMT) Medicaid, Temporary Assistance for Needy Families/Workforce Investment Act (TANF/WIA), Head Start, and Community Services Block Grants (CSBG). Revenues available through these programs are variable over the long-run. Sequestration, reauthorization, or policy and program changes could impact the funding available through these important programs. Additionally, over the long-run, funding available for discretionary spending (such as transportation assistance) within these programs is likely to decline, as spending shifts to direct care.
- ▶ **Local governments**, including tribal governments, contribute a significant portion of operating funds to support transit and transportation services in the region. Cities and counties may provide matching funds for grant awards, general fund transfers, contract services, or in-kind contributions. Local funds are highly variable and depend on the fiscal health of governments and state of the economy in the region. Local sales and use taxes provide a significant source of revenue for local governments in the region (approximately two-thirds of all revenues in many municipalities and counties). Future revenues are based on long-term taxable sales forecasts for the state. Growth in sales tax revenue is expected to slow by 2040 as consumer spending shifts from durable goods to non-taxable services, such as healthcare.
- ▶ **Fare revenues** tend to be variable and many transit agencies in the region operate on a subsidized or no-fare basis. Growth in fare revenues is linked to personal income growth, ridership growth, and fare policy changes. In the Southwest TPR, fare revenues have on average declined with reductions in service levels. Based on regional trends, fare revenues are anticipated to grow at just 0.5 percent annually over the forecast period.
- ▶ **Other revenues** include additional FTA operating grant programs, contract revenues to local colleges, businesses, or organizations, and agency-derived sources such as donations, investments, and fees. These sources are important but relatively small sources of revenues for most providers and are assumed to remain stable over the forecast period.

Estimating future revenues is challenging, particularly for the diverse federal, state, and local funding mechanisms used to support transit services in rural areas. Federal legislation, such as Moving Ahead for Progress in the 21st Century Act, OAA, Social Security Act, and WIA provide significant and ongoing funding for transit and transportation services, but is subject to periodic reauthorizations and annual budget appropriations. Individual programs funded through the FTA, Department of Veteran Affairs, and Department of Health and Human Services continue to evolve over time. 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 Southwest TPR will grow faster than transit revenues by .40 percent (average annual growth including inflation) between 2013 and 2040. As illustrated in **Table 6-1**, these trends could result in a potential funding gap of approximately \$615,000 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. Additionally, revenue forecasts are highly variable and actual future values may be higher or lower than expected. In particular, sales and use tax collections are cyclical and depend entirely on economic conditions. Given the magnitude of potential future funding shortfalls in the region, alternative revenue sources, such as those described in Chapter 4, or growth in current revenue streams will more than likely be necessary to continue to fund improvements and to meet the growing needs of the general public, seasonal visitors, businesses, elderly, veterans, low-income, 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 Southwest 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 Southwest 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 timeframe for implementation. Each strategy falls in line with the vision identified by the Southwest TPR Transit Working Group (TWG), aligns with one or more of the region’s supporting goals, and supports the statewide goals and performance measures (see Chapter 1) established by CDOT with input from the Statewide Steering Committee.

7.1 High Priority Strategies

The following strategies are to be used as an implementation plan to help prioritize and fund projects over the next 15 years between now and 2030. The implementation plan should be used as a guide for moving the Southwest region’s transit vision forward. The TWG identified these strategies based on input from the public, identified needs and gaps in service, and input from transit and human service providers in the region. The strategies are categorized by the regional goal that it supports and also includes information, as appropriate, on the performance measure categories the strategy supports. **Appendix D.5** includes a full list of regional transit projects identified by the Southwest 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. 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: Adopt policies that encourage sustainable, transit-oriented development that maximize choices and incentives for reducing dependency on the private automobile.

Strategy 1.1: Reintroduce a short-term car rental program in Durango.

- ▶ Annual Operating Cost: \$5,000
- ▶ Capital Cost: None
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: City of Durango, Southwest Center for Independence, Regional Transit Coordinating Council (RCC)
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources:
 - Operating* – General Funds/HUTF, Corporate Sponsorship, Charitable Contributions, Public-Private Partnerships

The Southwest Center for Independence ran a short-term car rental service temporarily but had to terminate the program due to a lack of funding. There continues to be desire in Durango to reinstate the program, as evidenced by conversations with the RCC, especially at the Durango Transit Center and Fort Lewis College. Short-term car rentals can reduce the need for car ownership by providing access to a shared pool of vehicles. These programs have been particularly successful at or near college campuses.



Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Reduced need for individual car ownership ▪ Enhances mobility when public transit service is limited, particularly on weekends or evenings ▪ Potential to reduce vehicle miles travelled 	<ul style="list-style-type: none"> ▪ Identifying an ongoing funding source ▪ Identifying an ongoing program manager

Strategy 1.2: Seek funding for full-time staff person for the Regional Transit Coordinating Council.

- ▶ Annual Operating Cost: \$50,000
- ▶ Capital Cost: None
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, CDOT/DTR, SWCCOG
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources:
 - Operating* – FTA 5322, FTA 5310, General Funds/HUTF, Corporate Sponsorship, Charitable Contributions, Public-Private Partnerships

The RCC already plays an integral role in supporting and enhancing transportation options in southwest Colorado. However, the RCC is hindered by a lack of capacity to take on new responsibilities. Without a funding commitment to secure a full-time, dedicated Mobility Manager for the region, the Southwest region may jeopardize opportunities for funding and coordination.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Increased coordination among transit providers and human service agencies ▪ Potential for cost savings and leveraging of funds 	<ul style="list-style-type: none"> ▪ Identifying sustainable funding

Strategy 1.3: Update, implement and monitor the Regional Transit Coordinating Council Action Plan for coordination activities in the Southwest region.

- ▶ Operating Cost: \$5,000 to \$10,000
- ▶ Capital Cost: None
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, SWCCOG
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources:
 - Operating* – FTA 5322, General Funds/HUTF, Corporate Sponsorship, Charitable Contributions, Public-Private Partnerships

As noted above, the RCC plays a critical role for transportation in the region. Its Action Plan has the potential to influence all regional coordination activities and service connections. The Action Plan needs a steward to remain effective.



Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Implementation of the RCC’s Action Plan ▪ Increased coordination 	<ul style="list-style-type: none"> ▪ Until a full-time staff person is identified, ongoing updating and monitoring will be difficult

Strategy 1.4: Seek funding to support and sustain SW Connect’s online Community Resource Portal.

- ▶ Annual Operating Cost: Staff time
- ▶ Capital Cost: None
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: SW Connect, Regional Transit Coordinating Council, CDOT Division of Transit and Rail
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources:
 - Operating* – FTA 5322, General Funds/HUTF, Corporate Sponsorship, Charitable Contributions, Public-Private Partnerships

SW Connect provides a unique service by offering an online, searchable database of community resources available in southwest Colorado. The resource portal has the potential to serve as a one-stop shop for transportation services (in addition to other community resources) by connecting people directly to the most appropriate service.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Promote awareness of community resources in Southwest Colorado ▪ Increase prominence of transportation services within the resource portal 	<ul style="list-style-type: none"> ▪ Identifying funding amidst critical operating funding needs

Strategy 1.5: Proactively pursue partnerships to maintain existing service, enhance coordination, and achieve economies of scale of existing services.

- ▶ Annual Operating Cost: RCC staff time
- ▶ Capital Cost: None
- ▶ Timeframe: Short-term (4–6 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, CDOT Division of Transit & Rail, other local providers and human services agencies
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources:
 - Operating* – Corporate Sponsorship, Public-Private Partnerships

To facilitate ongoing coordination and its associated benefits, partnerships between transportation agencies and other opportunities need to be proactively pursued. The RCC is in the best position to lead this effort although a full-time position is highly desirable to carry out this strategy.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Creation of new partnerships and coordination opportunities ▪ Potential cost savings and service coordination 	<ul style="list-style-type: none"> ▪ Agencies may be reluctant to partner unless they understand how it could benefit themselves ▪ Funding needed to support expanded RCC responsibilities



Regional Goal 2: Identify and explore funding opportunities to preserve existing transportation services and expand the transportation network, and to share funding information with all transportation providers.

Strategy 2.1: Support efforts at the local, regional, and state levels of government for more transportation funding.

- ▶ Annual Administrative Cost: Staff time
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Southwest Colorado Council of Governments, Regional Transit Coordinating Council, CDOT, local and county elected officials
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources: N/A

Cost sharing and leveraging limited funds is an integral part of effectively managing transportation services. Maximizing opportunities to leverage state and federal funding requires a joint effort by several agencies to demonstrate broad support for new and enhanced funding sources. It also requires a commitment of local funds to ensure the required matching funds. For many federal operating funds, a 50 percent local match is required and for federal capital funds, a 20 percent local match is required.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increased level of funding for transit services ▪ Efficient use of limited funds ▪ Leverages federal and state funds and increases the effectiveness of local funding sources 	<ul style="list-style-type: none"> ▪ Difficult to increase funds without broad support ▪ Challenging to enhance funding for ongoing operations ▪ Continued monitoring necessary to remain aware of opportunities

Strategy 2.2: Identify local funds to match federal funds.

- ▶ Annual Administrative Cost: Staff time
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Southwest Colorado Council of Governments, Regional Transit Coordinating Council, CDOT, Counties, local transit providers and human service agencies
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources: N/A

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Efficient use of limited funds ▪ Increases the effectiveness of local funding sources 	<ul style="list-style-type: none"> ▪ Garnering political will for local contributions

Strategy 2.3: Identify discretionary grant opportunities.

- ▶ Annual Administrative Cost: Staff time
- ▶ Timeframe: Short-term (4–6 years)
- ▶ Champions/Partners: Southwest Colorado Council of Governments, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources: N/A



Discretionary grants are typically highly competitive and often require a political champion, a high profile project, or a program or service that addresses relevant issues. Such grants are more often tied to capital funding although there are opportunities for discretionary grants to support demonstration projects or services, usually for a period of three years to “test” its effectiveness. Potential discretionary grant opportunities at the federal level include FTA Section 5310, 5311 and 5311 (f).

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Extends the availability of funding ▪ Potential to “jump start” new program or services 	<ul style="list-style-type: none"> ▪ Highly competitive and difficult to secure ▪ Non-ongoing nature of discretionary funding

Regional Goal 3: Consider regional bus service to boost commerce, tourism, and economic development.

Strategy 3.1: Garner political and financial support to implement and fund the Intercity and Regional Bus Network Plan including future extensions to neighboring states.

- ▶ Operating Cost: Staff time
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, Southwest Colorado Council of Governments, CDOT, other local agencies as appropriate
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources: N/A

To support all of the strategies recommended in the Intercity and Regional Bus Network Plan, the Southwest region will need a regional champion. This champion would be responsible for garnering the necessary political and financial support to implement the plan. The RCC and Southwest Colorado Council of Governments are well-positioned to lead this role in coordination with CDOT’s Division of Transit and Rail.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increases opportunity for recommended intercity services to be funded and implemented ▪ Addresses shortfall in funding to maintain existing services ▪ Potential for increasing funding long-term 	<ul style="list-style-type: none"> ▪ Making the case for increased funding in an area with low population and other high priority needs

Strategy 3.2: Conduct a planning study to identify strategic locations for park-and-ride lots to service bus and carpooling for commuters, tourists, and residents.

- ▶ Administrative Cost: \$50,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: CDOT, local agencies as appropriate
- ▶ Performance Measure Categories: TBD
- ▶ Potential Funding Sources: FTA 5307 and 5339, FHWA TAP/STP, FASTER, General Funds/HUTF

Park-and-ride lots support the use of transit, group transportation services and carpooling, and vanpooling. As these activities help the state achieve its transportation goals, CDOT could lead this study at a statewide level because park-and-ride lots need to be strategically located throughout the state to maximize their usage. In



urban areas, the park-and-ride lots could help increase ridership on existing transit services. In rural areas in southwest Colorado, they can create an opportunity for new mobility options.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Facilitates carpooling and vanpooling and creates potential for transit connections within the Southwest TPR and beyond ▪ Improves visibility for transit and ridesharing 	<ul style="list-style-type: none"> ▪ Identifying funding for planning studies ▪ Identifying locations for park-and-ride lots and funds to acquire property

Strategy 3.3: Study fare integration opportunities between regional and local services.

- ▶ Capital Cost: \$35,000 to \$50,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, Durango Transit, SUCAP, other local agencies as appropriate
- ▶ Performance Measure Categories: TBD
- ▶ Potential Funding Sources: FTA 5307 and 5339, FHWA TAP/STP, FASTER, General Funds/HUTF

Fare integration can help promote ridership by simplifying the process for transferring between modes and operators. It can increase the efficiency of services by reducing the amount of time it takes to pay the fare upon boarding. In southwest Colorado, the biggest potential for fare integration is between the existing and planned intercity bus routes, and local services such as Durango Transit, Dolores County Public Transportation, Montezuma County Public Transportation and areas outside the region.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Reduces barriers for transferring between services ▪ Creates seamless transferring between multiple services ▪ Potential to increase ridership and service efficiency 	<ul style="list-style-type: none"> ▪ Coordinating between all the small transportation providers in the region ▪ Consensus on revenue sharing agreements

Strategy 3.4: Provide feeder service and coordinate schedule for convenient access to intercity and regional bus service.

- ▶ Annual Operating Cost: \$100,000
- ▶ Capital Cost: \$75,000 (per vehicle)
- ▶ Timeframe: Mid-term (7–12 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources: FTA 5307, 5311, and 5339, FHWA TAP/STP, FASTER, General Funds/HUTF, Corporate Sponsorship, Public-Private Partnerships

Feeder or connector service can be offered as a fixed-route service, demand-response service, or a flexible service or combination thereof. It is designed to “feed” passengers from low-density environments or communities not served by traditional fixed-route transit to nearby transit centers or rail stations. Feeder service can also be used to shorten paratransit trips by providing service to fixed-route transit and are particularly important in environments with poor pedestrian networks or long walking distances.



As the planned enhancements are made to regional and intercity bus service in Colorado, feeder services that link more rural patrons with station areas will be critical to the success of the overall network.

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Increases access to improved regional transit connections, as planned in the Intercity and Regional Bus Network Plan ▪ Addresses first mile/last mile regional connections ▪ Potential to increase ridership 	<ul style="list-style-type: none"> ▪ Identifying funding for new services amid an operating budget shortfall for existing services ▪ Identifying an agency or organization to operate the services

Strategy 3.5: As feeder services develop, plan for increasing service frequency from one to two trips per day to three to four trips per day (as needed).

- ▶ Annual Operating Cost: \$100,000
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: To be determined
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality
- ▶ Potential Funding Sources: FTA 5307, 5311, and 5339, FHWA TAP/STP, FASTER, General Funds/HUTF, Public-Private Partnerships

Expected Benefits/Needs Addressed	Potential Obstacles and Challenges
<ul style="list-style-type: none"> ▪ Increases service levels for passenger convenience 	<ul style="list-style-type: none"> ▪ Identifying necessary additional operating funding

Strategy 3.6: Work toward full implementation of a voucher program to subsidize the cost of local transit service for low income, elderly and disabled passengers.

- ▶ Annual Operating Cost: \$30,000 (*depending on usage*)
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, Southwest Center for Independence
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources: FTA 5307 & 5310, FHWA TAP/STP, FASTER, General Funds/HUTF, Charitable Organizations

Voucher programs typically involve an arrangement between a sponsoring organization or its agent and taxi and companies, limousine operators, nonprofit transportation providers, or transit providers. These programs accept and accommodate requests from sponsored customers, clients, or residents and/or accept vouchers provided by the sponsoring organization to riders as partial payment for the trip.

A voucher program allows people to make a trip that might not be served by transit and pay a lower rate than they would otherwise pay; for example, if they were paying a full taxi fare. Under a voucher program, riders are issued “scrips” or vouchers to pay for part of their trip. Vouchers can come in the form of paper tickets, debit cards, or simply a form of identification that allows direct billing of services provided.

Human service agencies that use this strategy generally limit taxi subsidies to agency clientele or program participants. Discretionary grants may be a good source of funding for a voucher program.



<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increases affordability of transportation ▪ Leverages work already completed by the RCC and its partners ▪ Increases the mobility of particular population groups, such as seniors or people with disabilities 	<ul style="list-style-type: none"> ▪ Uncertain operating budget each year ▪ Identifying an ongoing funding source

Regional Goal 4: Ensure mobility and access for seniors, people with disabilities, people on limited incomes, and other transit dependent populations.

Strategy 4.1: Continue and support expanding van service for veterans to access VA hospitals and consider partnerships to provide transportation to the general public.

- ▶ Annual Operating Cost: \$50,000 to \$100,000
- ▶ Capital Cost: \$75,000 (for vehicles, as needed)
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Local Departments of Veterans Affairs, Regional Transit Coordinating Council
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility
- ▶ Potential Funding Sources: FTA 5310, 5311 and 5307, FHWA TAP/STP, VTCLI, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Currently, van service is offered to veterans traveling from Durango, Cortez, or Pagosa Springs to appointments in the Albuquerque, New Mexico VA Hospital. These transportation services offer critical connections to veterans in southwest Colorado, where a higher share of the population is veteran than the state as a whole. They should be maintained and expanded as needed. If capacity is available, then consider developing a partnership with the VA to open some seats to the general public.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Extends health care services available to veterans in Southwest Colorado ▪ Potential to increase transportation options for the general public to Farmington and Albuquerque, NM 	<ul style="list-style-type: none"> ▪ Funding controlled at the federal level ▪ May be difficult to identify funding for a service that comingles eligible veterans and the general public

Strategy 4.2: Maintain and enhance Archuleta County Mountain Express Transit services.

- ▶ Annual Operating Cost: \$50,000 to \$100,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Archuleta County Mountain Express, Archuleta County Senior Services, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311, TAP/STP, VTCLI, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Currently, Archuleta County Mountain Express offers a seasonal public transit service in the Pagosa Springs area. To increase transportation options for the general public—people who may not be eligible for other local services through Community Connections and Archuleta County Senior Services—the Archuleta County Mountain Express should be expanded to a year-round service. Also, to ensure continued service for Archuleta



County Senior Services patrons, Archuleta County Mountain Express should be considered a strong candidate to take over the transportation services previously provided by Archuleta County.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Maintain transportation service for Archuleta County Senior Services patrons ▪ Increase public transportation opportunities for people living in the eastern portion of the region 	<ul style="list-style-type: none"> ▪ Identifying funding to support expanded service

Strategy 4.3: Maintain and enhance Durango Transit services.

- ▶ Annual Operating Cost: \$50,000 to \$100,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Durango Transit, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311 and 5307, FHWA TAP/STP, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Durango Transit currently does not offer service on Sundays during the winter. Generally, service in the winter is more limited compared to summer months, including a lack of evening service. Given the population of students within its service area, expansion of service on nights and weekends should be considered as well as improved frequencies on weekdays.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Maintains existing service levels ▪ Potential to serve evening and weekend trip needs, which may be particularly relevant for students ▪ Could increase access to jobs, religious services, and other weekend or evening programs 	<ul style="list-style-type: none"> ▪ Identifying necessary operating funding ▪ Identifying necessary capital funding, as needed for vehicle replacements

Strategy 4.4: Maintain and enhance Road Runner Transit (SUCAP) services.

- ▶ Annual Operating Cost: \$50,000 to \$100,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: SUCAP, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311 and 5307, FHWA TAP/STP, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Road Runner Transit operates several critical services in the region, including intercity fixed-route trips and dial-a-ride service for non-emergency medical transportation. In recent years, Road Runner Transit has experienced increased difficulty in identifying both capital and operating funding to maintain current service levels. As such, a critical regional service, Road Runner Transit must be maintained to ensure Goal 4 is achieved.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Maintain critical transportation services for medical needs ▪ Maintain critical links between southwest Colorado and cities outside the region and state 	<ul style="list-style-type: none"> ▪ Securing significant new capital and operating funding sources

Strategy 4.5: Maintain and enhance MoCo Public Transportation services (Montezuma County).

- ▶ Annual Operating Cost: \$25,000 to \$50,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: SUCAP, Regional Transit Coordinating Council, CDOT, Montezuma County
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311, FHWA TAP/STP, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Fund/HUTF

MoCo Public Transportation provides a door-to-door demand response service within Montezuma County on weekdays. The service is offered to certain eligible individuals, such as those on Medicaid or HCBS clients. It is a critical service and should be maintained and expanded as funding permits. Enhancements could include weekend and/or evening service and potentially opening it to a larger segment of the population should be considered in the longer-term.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Maintain and enhance critical transportation for transit-dependent individuals 	<ul style="list-style-type: none"> ▪ Securing ongoing operating funding

Strategy 4.6: Maintain and enhance Dolores County Transportation services including a voucher program.

- ▶ Annual Operating Cost: \$25,000 to \$50,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Dolores County Senior Transportation, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311, FHWA TAP/STP, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Dolores County Senior Services currently provides transportation services for the general public (starting in 2011) and seniors between Cahone, Dove Creek, Rico and throughout the county, as well as to medical appointments outside the county and state. A voucher program could allow Dolores County residents near the CO-145 corridor access to regional SUCAP/Road Runner Transit service to points north and south. Dolores County is currently working with the Southwest Center for Independence and the Area Agency on Aging to implement a voucher program for individuals with low vision.

Secondly, almost one-fifth of Dolores County residents are people with disabilities. Senior transportation services do not necessarily cover these transit-dependent individuals. The County should explore options to extend eligibility to people with disabilities. The senior population in Dolores County is predicted to grow slowly relative to other counties in the region, which may allow capacity for other residents. However, this should be done only if seniors’ critical access needs could continue to be met.



<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increase accessibility to critical care services within and outside Dolores County ▪ Increase access for people living in eastern Dolores County ▪ Establish partnerships to increase service levels 	<ul style="list-style-type: none"> ▪ Securing additional operating and capital funds, as needed ▪ Ensuring the needs of existing riders continue to be met

Strategy 4.7: Maintain and enhance La Plata County Senior Transportation Services.

- ▶ Annual Operating Cost: \$50,000 to \$100,000
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: La Plata County Senior Transportation Services, Regional Transit Coordinating Council, CDOT
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Environmental Stewardship, Economic Vitality, Safety and Security
- ▶ Potential Funding Sources: FTA 5310, 5311, TAP/STP, VTCLI, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

The La Plata County transportation service for seniors and disabled currently operates on weekdays only. Maintaining this service is critical; increasing service span to include weekends and/the general public should be considered.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Continue to provide reliable transportation to senior centers, medical appointments, pharmacies, and other trip purposes for seniors in La Plata County ▪ Increase mobility options for people with disabilities if eligibility is broadened 	<ul style="list-style-type: none"> ▪ Maintaining funding levels and identifying new funding sources

Strategy 4.8: Work with employers to organize vanpools and for car sharing for employees to travel to/from work.

- ▶ Annual Operating Cost: \$5,000
- ▶ Capital Cost: TBD
- ▶ Timeframe: Short-term (3–5 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council
- ▶ Performance Measure Categories: Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources: FTA 5311, FHWA TAP/STP, CSBG, FASTER Match, CO VTF, General Funds/HUTF, Employer In-Kind Services

Southwest Colorado has a growing service employment market. Increasing transportation options for lower income residents to access regional job growth, particularly in Archuleta and La Plata counties, will increase job opportunities for residents and reduce transportation costs for families.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> Increases access to jobs Reduces individuals' transportation costs Provide alternatives to driving alone for commuter and related trip purposes 	<ul style="list-style-type: none"> Identifying employers and employees willing to participate Identifying a staff person responsible for managing the program

Strategy 4.9: Continue and expand safe driving classes offered through AARP for seniors who opt to maintain their driver's license.

- ▶ Annual Operating Cost: Staff time
- ▶ Timeframe: 1–6 years
- ▶ Champions/Partners: AARP, San Juan Basin Area Agency on Aging
- ▶ Performance Measure Categories: N/A
- ▶ Potential Funding Sources: FTA 5310, 5311 ,AP/STP, VTCLI, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Several counties in southwest Colorado are projected to see significant growth in their senior populations over the next several decades. Seniors who choose to maintain a rural lifestyle will become increasingly separated from social services, which are located primarily in the region's population centers of Durango, Cortez, and Pagosa Springs. Ensuring that these residents have the ability to continue to drive safely is important for their health and the safety of all who travel in the region.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> Maintains mobility of aging adults Increases access to critical services in population centers Improves safety for all travelers 	<ul style="list-style-type: none"> Ensure that seniors are aware of and take advantage of safe driving classes Relies on AARP to continue to provide this valuable service

Strategy 4.10: Coordinate with Silverton-Durango Rail to provide transportation for residents traveling to Durango from San Juan County.

- ▶ Annual Operating Cost: Staff time
- ▶ Timeframe: Mid-term (7–12 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, Southwest Colorado Council of Governments, Silverton-Durango Railroad Company
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources: FTA 5311 , TAP/STP, VTCLI, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

The residents of San Juan County are some of the region's poorest and least connected to critical services in La Plata County and other regional population centers. To increase residents' access to jobs and services, it is recommended that the RCC work with the Silverton-Durango Railroad Company, which currently provides tourist-based train excursions, to provide transportation for residents. This could come in the form of travel vouchers, train discounts, or even supplemental transportation such as on buses or vans.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> Improve mobility and accessibility for residents of San Juan County 	<ul style="list-style-type: none"> Must negotiate a mutually beneficial agreement with the railroad company



Strategy 4.11: Subsidize the Mountainside Concierge service for low income residents in San Juan County.

- ▶ Annual Operating Cost: \$10,000 to \$20,000
- ▶ Capital Cost: None
- ▶ Timeframe: Mid-term (7–8 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council, Southwest Colorado Council of Governments, Mountainside Concierge
- ▶ Performance Measure Categories: System Preservation and Expansion, Mobility/Accessibility, Economic Vitality
- ▶ Potential Funding Sources: FTA 5311, FHWA TAP/STP, VTCLI, TANF/WIA, OAA, CSBG, FASTER Match, CO VTF, General Funds/HUTF

Mountainside Concierge is a year-round privately operated demand response transportation service for San Juan County. People can reserve transportation for travel to airports, area attractions, ski areas, or other locations. The cost of this service is likely to be prohibitive for low-income residents in San Juan County. It is recommended that the region identify funding for travel on this service for eligible residents of San Juan County. This program could start as a pilot to assess demand and service effectiveness.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Improve mobility and accessibility for residents of San Juan County 	<ul style="list-style-type: none"> ▪ Operating costs could vary depending on usage ▪ Negotiating and mutually beneficial agreement

Regional Goal 5: Support existing and future transportation services with informational programs, outreach, and incentives.

Strategy 5.1: Update and enhance RCC's Regional Transit Guide to be more user-friendly and accessible to the target populations.

- ▶ Capital Cost: \$10,000 to \$15,000
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources: VTCLI, General Funds and Charitable and In-Kind Contributions

The RCC’s Regional Transit Guide, currently downloadable from its website, is a text document providing information about various transportation providers in the region. It is not regularly updated. The guide could be improved by redesigning it as a marketing piece and potentially adding a webpage to supplement the printed/downloadable guide. This should be viewed as a central strategy for increasing the awareness of transportation options available throughout the region.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increased awareness of transportation options available ▪ Increased accessibility of transportation information by providing multiple languages and formats 	<ul style="list-style-type: none"> ▪ Maintaining and updating guide (especially in print) can be challenging ▪ Identifying a funding source to create the new guide and update on an ongoing basis



Strategy 5.2: Develop wide distribution network for the Regional Transit Guide.

- ▶ Annual Operating Cost: \$5,000 to \$7,000
- ▶ Timeframe: Short-term (1–2 years)
- ▶ Champions/Partners: Regional Transit Coordinating Council
- ▶ Performance Measure Categories: Mobility/Accessibility
- ▶ Potential Funding Sources: VTCLI, General Funds and Charitable and In-Kind Contributions

To enhance the efficacy of the previous strategy, it is recommended that the RCC develop a marketing strategy to promote the Regional Transit Guide. Partnerships with existing transportation and human service providers will establish a target audience for the guide; additional marketing could be considered as funding becomes available.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Increases efficacy of funds already invested in updating and enhancing the guide ▪ Increases awareness of transportation options 	<ul style="list-style-type: none"> ▪ Prioritizing staff time to market the guide

Strategy 5.3: Establish a mobility management function within the RCC to provide a one-stop shop/clearinghouse of information.

- ▶ Capital Cost: \$75,000 to \$100,000
- ▶ Timeframe: Mid-term (7–8 years)
- ▶ Champions/Partners: RCC, CDOT, Southwest Colorado Council of Governments
- ▶ Performance Measure Categories: Transit System Development and Partnerships
- ▶ Potential Funding Sources: VTCLI, General Funds, Charitable Contributions

Mobility management is an overarching approach to transportation focused on individual customer travel needs rather than a “one size fits all” solution. It improves awareness of transportation options and reduces customer confusion, expands travel options and access for consumers, and provides more cost-effective and efficient service delivery through improved coordination and partnerships.

In the medium-term, it is recommended that the RCC increase its role as a mobility manager—a single entity with the responsibility of maintaining coordination and efficient service delivery.

<i>Expected Benefits/Needs Addressed</i>	<i>Potential Obstacles and Challenges</i>
<ul style="list-style-type: none"> ▪ Simpler and more comprehensive transportation information for customers ▪ Matching riders with the most appropriate service provider 	<ul style="list-style-type: none"> ▪ Obtaining agency commitments to support mobility manager ▪ Securing funding to establish mobility management function

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 \$3.5 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 \$1.5 million of operating and administrative dollars would be required, increasing the annual shortfall to approximately \$1.7 million. Capital expenses associated with the high-priority strategies will require an additional \$315,000 between 2014 and 2030 in 2013 dollars to implement.

As shown, to maintain existing services and implement high priority strategies identified in the region, the Southwest 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	\$3.5 million
Growth – Implement High Priority Strategies	\$1.5 million
Total - Status Quo and Growth Costs	\$5 million
2030 Anticipated Revenues	\$3.3 million
Shortfall	(\$1.7 million)

Values in 2030 dollars

2014-2030 Projected Capital Costs	
Growth – Implement High Priority Strategies	\$315,000 in 2013 dollars \$504,000 in 2030 dollars

As discussed in Chapter 6, it is currently forecast that transit expenses in the Southwest region will grow faster than transit revenues, resulting in a potential funding gap of approximately \$615,000 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 \$4.2 million in operating funds.



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