Eastern TPR Coordinated Public Transit & Human Services Transportation Plan

The Eastern (EA) Transportation Planning Region (TPR) includes Cheyenne, Elbert, Kit Carson, Lincoln, Logan, Phillips, Sedgwick, Washington and Yuma Counties. The largest incorporated municipalities in the Region are Sterling, Burlington, Yuma, Wray, Holyoke, Limon, Akron, Elizabeth, and Julesburg. Public transit and human services transportation play an integral role in the Region’s multimodal transportation network by providing mobility and promoting personal independence to residents in the Region. Transit improves quality of life and supports public health by providing access to jobs, schools, shopping, food, medical care, senior centers, social services, and recreation in the Region while also providing connectivity to goods and services in nearby major activity centers.

Every four to five years, Colorado Department of Transportation (CDOT), in coordination with regional planning partners, updates regional transit plans in all rural regions of the state. This Plan serves as the Coordinated Public Transit and Human Services Transportation Plan for the EA TPR and establishes a framework for creating an integrated statewide transit system that meets the mobility needs of Coloradans. CDOT’s Division of Transit and Rail (DTR), in coordination with the EA TPR members and transit agencies, took input from the general public to develop this Plan in accordance with all CDOT and Federal Transit Administration (FTA) planning requirements. The TPR will use this Plan to prioritize transit investments and work towards the long-term implementation of the Region’s unique transit vision and goals.

EA Transit Vision

In the Eastern TPR, the transit vision is to provide an efficient, safe, and accessible transit network that serves the needs of individual communities while making future investment decisions to enhance the quality of life for Eastern Colorado residents.

EA Transit Goals

1. Increase the awareness of mobility services among elected officials, agencies, clients, and the public to encourage greater utilization of existing transit services.
2. Increase access to medical services within the Region and to larger service areas.
3. Expand transit services to meet identified needs.
4. Provide transit service for the transit-dependent populations within the Region.
5. Maximize (maintain) existing transit services to meet current and future transit needs.
Transportation — whether walking, biking, taking transit, vanpooling, carpooling, or driving a car — is a critical element of everyone’s daily life and well-being. Providing access to safe and reliable transportation for all, regardless of who they are or where they come from, results in the creation of accessible and inclusive communities, healthier lifestyle choices, and improved economic prosperity.

When considering the EA TPR’s mobility future, reviewing and analyzing available data helps uncover potential gaps and needs in the transportation network. Populations that often have a higher than average need for transit and/or have limited access to transportation services and facilities include:

- Older adults (65+)
- People with disabilities
- Communities of color
- Low-income residents
- People with limited English proficiency
- Households without a car

Equality vs. Equity of Colorado’s Transportation Network

Colorado’s statewide transit planning efforts consider the needs of all people — not only from an equality perspective, but also through the lens of equity. An equitable transportation network offers convenient and affordable access to jobs, medical services, education, grocery shopping, and social/recreational activities. Access results in opportunities that can often positively influence personal health and quality of life.

Equality vs. Equity

When everyone is treated the same

When everyone is given what they need to be successful

Projected Age 65+ Population Growth

Equality vs. Equity

When everyone is treated the same

When everyone is given what they need to be successful

Identified Transit Needs

Projected Employment Decrease

Projected Population Growth

7%

16%

23%

Population & Employment Projections through 2045

Projections show a decrease in employment, whereas overall population and older adults will see growth through 2045. The decrease in employment may be due to the increase in older adults leaving the job sector in the Region.

Where People Travel to Work (by County)

Projected Employment Decrease

Projected Population Growth

7%

16%

23%

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Projections show a decrease in employment, whereas overall population and older adults will see growth through 2045. The decrease in employment may be due to the increase in older adults leaving the job sector in the Region.
CDOT conducted a comprehensive stakeholder and public engagement effort to gather input from elected officials, stakeholders, and community members about transportation needs - including transit and human services transportation - in the EA TPR through one-on-one meetings, online surveys, participation in community events, and small group meetings. In total, 34 comments were received from the EA TPR. The highest priority transit trends and issues that emerged from this outreach included:

- **Interest in passenger rail**: 29%
- **Need for additional transportation options**: 18%
- **Interest in expansion of existing bus services**: 32%
- **Desire to accommodate the travel needs of historically underrepresented populations**: 12%
- **Interest in transit supportive infrastructure improvements**: 6%
- **Concerns over lack of transit funding**: 3%

### Ranking of Potential Travel Option Improvements

Your Transportation Plan online survey respondents were asked to identify how much they value five potential multimodal transportation strategies that could help improve travel options in the EA TPR.

#### Preferred Travel Option Improvement Strategies:

1. **Improve travel time reliability**
2. **Enhance local & regional transit**
3. **Expand intercity transit**
4. **Provide multimodal hubs/connections**
5. **Expand the bicycle & pedestrian network**

### Transit Provider Desired Transit Improvements

In fall 2019, a survey was distributed to transit and human services agencies in the EA TPR. One of the survey questions asked providers what improvements are most needed in the Region. As shown below, EA TPR providers indicated that increasing service frequency and updating or providing new infrastructure are the most desired improvements.

- **Increase service frequency**: 1
- **Update or provide new infrastructure**: 2
- **Increase service coverage**: 3
- **Increase span of service**: 4
- **Increase specialized transportation services**: 5
- **Update or provide new technology**: 6
- **Provide transit access improvements**: 7
In 2014, CDOT conducted its first ever statistically valid statewide survey of older adults and adults with disabilities to learn about specific travel behavior and transportation needs of these populations and their preferences and priorities. The survey was conducted again in 2019 to understand changes and trends of these populations over time. The number of people that need transportation for medical appointments has increased substantially since 2014, however finding transportation for all other trip types has either decreased or remained stable.

### Barriers to Using Public Transportation Services

The most common barrier identified in the EA TPR related to public transportation was coverage of existing services. Other common barriers included insufficient frequency of service and span of service. The survey results from people in the EA TPR are consistent with most of the statewide averages.

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**2019 Statewide Transportation Survey of Older Adults and Adults with Disabilities**

Do you ever have trouble finding transportation for trips you want or need to make?

Compared to the statewide average, the EA TPR survey respondents had a higher proportion of people who said they have trouble finding transportation for a lot of trips. All other category results are consistent with the statewide averages.

For what types of trips do you need transportation but have trouble finding transportation?

The EA TPR survey respondents said they have trouble finding transportation for medical appointments more than any other trip type. EA TPR survey respondents ranked this category 31 percent higher than the statewide average.
**Existing Providers & Coordination Activities**

All transit service provider information and associated data for the EA TPR was collected from the 2019 Statewide Transit Plan Provider Survey, National Transit Database, previous plans, CDOT’s Division of Transit and Rail, and internet research. While extensive efforts were made to collect information about all providers, the information may not be comprehensive.

**Bustang Outrider**

Bustang Outrider - Bustang Outrider is an interregional bus service funded by CDOT. CDOT is planning to add a Bustang Outrider line in 2021 between Sterling and Greeley, operating five days a week. In Greeley, Bustang Outrider will connect with Greeley Evans Transit’s (GET) new Poudre Express providing access to Windsor, Fort Collins, and the North Bustang line connecting to Denver. The service will most likely be operated by a local provider.

**Intercity Transit**

Amtrak

Amtrak operates the daily California Zephyr between Chicago, Illinois and San Francisco, California. The train serves six stops in Colorado.

Eastern TPR stop: Fort Morgan

Arrow Stage Lines

Arrow Stage Lines – a nationwide charter service – operates the Express Arrow. Express Arrow serves the EA TPR on the Omaha-Denver line. Roundtrip service from Denver to Omaha, Nebraska is available once per day.

Eastern TPR stop: Sterling

Burlington Trailways

Burlington Trailways is a privately owned and operated motor coach company that provides transportation services within and between Colorado, Illinois, Indiana, Iowa, Missouri, and Nebraska. Burlington Trailways operates one bus per day in each direction between Denver and Des Moines.

Eastern TPR stop: Sterling
Five-year historic trends for key transit operating metrics (ridership, revenue miles, and revenue hours) for all local and regional public transit service providers in the EA TPR show that ridership is down, but revenue miles and hours are generally up since 2014.

### Total TPR Annual Ridership

<table>
<thead>
<tr>
<th>Year</th>
<th>Ridership</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>139,382</td>
</tr>
<tr>
<td>2015</td>
<td>139,056</td>
</tr>
<tr>
<td>2016</td>
<td>158,955</td>
</tr>
<tr>
<td>2017</td>
<td>158,267</td>
</tr>
<tr>
<td>2018</td>
<td>178,636</td>
</tr>
</tbody>
</table>

### Total TPR Vehicle Revenue Miles

<table>
<thead>
<tr>
<th>Year</th>
<th>Revenue Miles</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>704,462</td>
</tr>
<tr>
<td>2015</td>
<td>981,651</td>
</tr>
<tr>
<td>2016</td>
<td>1,014,080</td>
</tr>
<tr>
<td>2017</td>
<td>834,971</td>
</tr>
<tr>
<td>2018</td>
<td>822,970</td>
</tr>
</tbody>
</table>

### Total TPR Vehicle Revenue Hours

<table>
<thead>
<tr>
<th>Year</th>
<th>Revenue Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>54,440</td>
</tr>
<tr>
<td>2015</td>
<td>53,970</td>
</tr>
<tr>
<td>2016</td>
<td>50,235</td>
</tr>
<tr>
<td>2017</td>
<td>53,235</td>
</tr>
<tr>
<td>2018</td>
<td>53,417</td>
</tr>
</tbody>
</table>

Key performance data indicate the efficiency of an agency’s service operations. EA TPR cost/trip, cost/revenue hour, and cost/revenue mile are shown below.

### ANNUAL COST/TRIP

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Transit Provider</th>
<th>Demand Response Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fixed-Route and Deviated-Fixed Route Services</td>
<td>$5.81</td>
<td>$9.98</td>
</tr>
<tr>
<td>East Central Council of Local Governments</td>
<td>$4.97</td>
<td>$15.00</td>
</tr>
<tr>
<td>Northeast Colorado Association of Local Governments - County Express and Prairie Express</td>
<td>$5.81</td>
<td>$15.00</td>
</tr>
</tbody>
</table>

Source: 2018 National Transit Database and 2019 Statewide Transit Plan Provider Survey

### ANNUAL COST/REVENUE HOUR

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Transit Provider</th>
<th>Demand Response Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fixed-Route and Deviated-Fixed Route Services</td>
<td>$51.15</td>
<td>$37.85</td>
</tr>
<tr>
<td>East Central Council of Local Governments</td>
<td>$42.09</td>
<td>$33.61</td>
</tr>
<tr>
<td>Northeast Colorado Association of Local Governments - County Express and Prairie Express</td>
<td>$51.15</td>
<td>$33.61</td>
</tr>
</tbody>
</table>

Source: 2018 National Transit Database and 2019 Statewide Transit Plan Provider Survey

### ANNUAL RIDERSHIP

<table>
<thead>
<tr>
<th>Transit Provider</th>
<th>Ridership</th>
</tr>
</thead>
<tbody>
<tr>
<td>34,351</td>
<td>72,143</td>
</tr>
<tr>
<td>45,312</td>
<td></td>
</tr>
<tr>
<td>34,351</td>
<td>98,973</td>
</tr>
</tbody>
</table>

Source: 2018 National Transit Database and 2019 Statewide Transit Plan Provider Survey
Several human services agencies operate transportation services in the EA TPR; however, for many of these providers, transportation is only one of the services they provide. The table below identifies human services agencies in the Region that provide transportation services and the populations they serve. The list below is limited to those that responded to the 2019 Statewide Transit Plan Provider Survey and may not be comprehensive.

### Private Transportation Providers

From the information available online as of November 2019 or in CDOT plans and records, there are no local taxi or shuttle companies providing services in the EA TPR. Additionally, there may be the possibility of ride-hailing services, such as Uber and Lyft providing transportation in some of the more populated cities in the Region. Private companies that do not have information online and are not documented in previous plans may have not been included.

### Other Human Services Providers

Human services providers may not offer transportation services but may offer transportation related services, fund transportation programs, or simply coordinate with transportation providers in the Region. The list below is limited to those who responded to the 2019 Statewide Transit Plan Provider Survey.

### State of Good Repair Data

CDOT’s DTR comprehensive Transit Management Plan meets federal requirements and was last updated in fall 2018. The Plan identifies the condition of assets funded with state or federal funds to guide optimal prioritization of investments to keep transit systems in Colorado in a state of good repair. Currently, 55 percent of CDOT tracked transit vehicles in the EA TPR are beyond their state of good repair.

### Regional Coordination Activities

Coordination of transportation services, funding sources, information, vehicles and equipment is paramount when looking for ways to minimize service duplication, create more efficient and productive systems, and provide trips to as many people as possible. A variety of existing coordination activities are occurring between transit providers and human services agencies in the EA TPR. The 2019 Statewide Transit Plan Provider Survey gathered information from providers in the EA TPR about coordination to better understand current activities and identify barriers.

### Current Coordination Activities

<table>
<thead>
<tr>
<th>Type of Service</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Referring clients</td>
<td>4</td>
</tr>
<tr>
<td>Coordinate services/schedules</td>
<td>3</td>
</tr>
<tr>
<td>Regularly communicate with partners</td>
<td>2</td>
</tr>
<tr>
<td>Participate in local/regional coordinating council</td>
<td>1</td>
</tr>
<tr>
<td>No coordination</td>
<td>3</td>
</tr>
</tbody>
</table>

### Barriers to Coordination Activities

<table>
<thead>
<tr>
<th>Type of Service</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of funding</td>
<td>7</td>
</tr>
<tr>
<td>Distance to other providers is too great</td>
<td>6</td>
</tr>
<tr>
<td>Lack of an organized transportation coordinating council or equivalent</td>
<td>3</td>
</tr>
<tr>
<td>Funding regulations/limitations</td>
<td>3</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
</tr>
<tr>
<td>Technology limitations</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: 2019 Statewide Transit Plan Provider Survey
There are two entities, ECCOG and NECALG, that act as the coordinating councils for the EA TPR. Both organizations were formed in the 1970’s to serve the rural communities in the northeastern section of Colorado. Both agencies are also the Area Agencies on Aging (AAA) for their jurisdictions and help provide and coordinate transportation and other needed services to the TPR’s aging population. ECCOG’s AAA operates transportation to provide seniors in the Central Plains Region with access to medical and nutritional care or long-distance destinations like Denver and Colorado Springs. NECALG’s AAA provides senior discount vouchers for services to those age 60+ that need transportation. These transportation services also provide older adults with transportation to and from AAA community-based meal sites.

Mobility management continues to emerge as an innovative approach to managing and delivering coordinated transportation services to customers. Mobility management focuses on meeting individual customer needs through a wide range of transportation options and service providers. It also focuses on coordinating these services and providers to achieve a more efficient transportation delivery system. ECCOG currently provides mobility management in the Region.

The ECCOG currently provides vehicles to the City of Burlington to operate a weekday demand response service around the City.

The Town of Limon has a similar program that is in operation using a vehicle that is partially funded by ECCOG’s Outback Express service. While this service is more limited, it gives people a reliable source of transportation to essential places like the grocery store, pharmacy, and bank.

Limon Workforce Center, ECCOG, and Lincoln County Department of Human Services all report referring clients to other providers in the Region. ECCOG and Lincoln County Department of Human Services also report regularly communicating with partners.

Two providers currently coordinate services/schedules: Dynamic Dimensions, Inc. and Sedgwick County Department of Human Services.

Transit funding is complex and Colorado providers typically use a patchwork funding approach that includes federal, state, local fares, donations, and/or tax revenues. Public funds are primarily used to support transit and transportation services in rural parts of Colorado, with most agencies relying on federal funds from the FTA. Based on 2014-2018 budget data, most of the CFR’s capital revenues and over half of its operating revenues were from federal sources. Operating revenues were supplemented by state and local funds, fares, and other donations/partnerships.

Financial Snapshot

Capital Revenue Sources

Operating Revenue Sources

Historic Revenue Data

The chart below shows five-year EA TPR operating and capital funding trends. Operating funds increased by nearly 40 percent over the five-year period with capital funding flat except for in 2016 and 2017.

Additional 10-Year Capital & Operating Needs

Additional capital and operating projects were identified by EA TPR participants, transportation providers, CDOT staff, and other key transit stakeholders throughout the Region. Project needs identified do not include any anticipated fleet replacement funds needed to maintain all assets in a state of good repair. See page 23 for the full list of additional project needs.

Capital Project Needs: $4.06M
Operating Project Needs: $10.22M
Total Identified Need: $14.28M
Scenario 1: Maintain the Status Quo

Projected Surpluses/Deficits 2020-2045

Scenario 2: Maintain the Status Quo + New State Funding

Projected Surpluses/Deficits 2020-2045

Federal transit funding is the primary revenue source for transit and human services providers in the State of Colorado for both operating and capital projects. CDOT serves as the designated recipient for Federal Transit Administration (FTA) Enhanced Mobility of Seniors and Individuals with Disabilities/Mobility Management (5310) and Grants for Rural Areas (5311) funding. FTA 5311 funding is allocated based on a Colorado-defined rural funding allocation methodology and FTA 5310 funds are awarded based on a competitive application process for small urban and rural providers in the State. Additionally, CDOT allocates Bus and Bus Facilities (5339(a)) and Planning (5304) funds through an annual competitive grant application process open to rural providers in the State.

Historically, limited funding for operating and capital transit needs has been available. In 2017, the state legislature approved Senate Bill 267 (SB-267), which allocates $500 million in general funds for each of four years to address transportation needs. SB-267 mandates that at least 10 percent, or $50 million, is allocated to transit capital projects annually. Twenty-five percent of the SB-267 transit funds are allocated to CDOT projects, including Bustang; approximately 50 percent of funds are to be allocated to CDOT and partner agency projects; and 25 percent of funds are allocated to local agency transit improvement projects. SB-267 is only a four-year program; for the funding to continue, the state legislature would have to approve such legislation.

Given the limited state funding for transit, many transit agencies in the state rely heavily on local funds to support their service, especially operating dollars. Alternative funding sources to support transit services locally and regionally include:

- General funds
- Lodging taxes
- Parking fees
- Property taxes
- Public-private partnerships
- Sponsorship/donations
- Rural transportation authorities
- Sales and use taxes
- Tourism taxes
- Utility taxes/fees
- Vehicle fees

Federal Transit Administration Funding Programs

- Accelerating Innovative Mobility - 5310
- Access and Mobility Partnerships - 5310
- Bus and Bus Facilities Discretionary Program - 5339(b)
- Capital Investment Grant - 5309
- Enhanced Mobility of Seniors and Individuals with Disabilities - 5310
- Grants for Buses & Bus Facilities - 5339(a)
- Grants for Rural Areas - 5311
- Human Resources & Training - 5314
- Integrated Mobility Innovation - 5310
- Low or No Emission Vehicle Program - 5339(c)
- Mobility for All Pilot Program Grants - 5310
- Mobility on Demand (MOD) Sandbox Demonstration Program - 5312
- Pilot Program for Transit-Oriented Development Planning - 20005(b)
- Planning Grants - 5304
- Public Transportation Innovation - 5312
- Rural Transportation Assistance Program - 5311(b)(3)
- State of Good Repair Grants - 5337
- Technical Assistance & Standards Development - 5314(a)
Implementation Strategies

Implementation actions are meant to be near-term, practicable measures related to the TPR’s transit vision and goals and to support the implementation of identified transit projects in the Region.

- Advocate for stable funding to maintain the operation of existing transit services
- Maintain all assets in a state of good repair
- Advocate for full funding of TPR–identified transit capital and operating projects (see project list on page 23)
- Maximize existing and seek new funding sources to expand local and regional services to include additional days, hours, and geographic coverage
- Expand interregional transit service to provide access to goods and services in major activity centers while enhancing quality of life for historically disadvantaged populations
- Ensure greater service connectivity between transit options in the Region

Priority Projects

Based on findings from public input, data about gaps and needs, and input from stakeholders, EA TPR members prioritized their operating and capital projects for the Region. If projects were added after the TPR prioritization process, those projects are identified as “unranked.” It is important to note that while projects are ranked, priorities may change based on available funding, grant opportunities, agency needs, etc.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Planning Project ID</th>
<th>Project Name</th>
<th>Project Description</th>
<th>Capital Cost ($M)</th>
<th>10-Year Operating Cost ($M)</th>
<th>Project Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1460</td>
<td>Expansion of NECALG’s County Express Demand Response to Connect to Outrider</td>
<td>Additional operating dollars and vehicles to expand County Express Demand Reposes service to provider “first and last mile” connections to Outrider (project costs include annual operating at $20,000/year and 2 cutaway vehicles at $80,000 each)</td>
<td>$0.16</td>
<td>$0.20</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>1019</td>
<td>Essential Bus Service between Sterling and Fort Morgan and Greeley (Proposed Outrider Service)</td>
<td>Outrider bus service between Sterling-Fort Morgan-Greeley. Assumes one roundtrip per day 365 days/year, purchase of 2 vehicles. Cost based on $4.20 per mile.</td>
<td>$0.85</td>
<td>$1.39</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>1016</td>
<td>Essential Bus Service between Limon and Denver</td>
<td>Bus service between Limon and Denver. Assumes two days per week and purchasing 2 vehicles. Cost based on $4.20 per mile.</td>
<td>$0.85</td>
<td>$2.74</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>1094</td>
<td>Essential Bus Service between Burlington and Denver</td>
<td>Essential bus service from Burlington to Denver 3 days per week, 1 trip per day; two vehicles</td>
<td>$0.42</td>
<td>$2.00</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>1006</td>
<td>Essential Bus Service between Limon to Colorado Springs (Proposed Outrider Service)</td>
<td>Outrider bus service between Limon and Colorado Springs. Assumes one roundtrip per day 365 days/year, purchase of 2 vehicles. Cost based on $4.20 per mile.</td>
<td>$0.85</td>
<td>$1.12</td>
<td></td>
</tr>
<tr>
<td>Unranked</td>
<td>2465</td>
<td>Essential Bus Service between Sterling and Denver (Proposed Outrider Service)</td>
<td>Outrider bus service between Denver and Sterling. Assumes one roundtrip 3 days per week 52 weeks per year. Purchase of 2 vehicles. Cost based on $4.20 per mile.</td>
<td>$0.85</td>
<td>$2.77</td>
<td></td>
</tr>
<tr>
<td>Unranked</td>
<td>2491</td>
<td>Outrider Improvements at Sterling</td>
<td>Stop and shelter improvements in Sterling to support new Outrider service that will operate from Greeley to Sterling.</td>
<td>$0.08</td>
<td>TBD</td>
<td></td>
</tr>
<tr>
<td>Unranked</td>
<td>2606</td>
<td>Region 4 Mobility Hubs</td>
<td>TBD</td>
<td>TBD</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Legend

- Public Health
- Quality of Life
- Mobility
- Bike/Ped

Photo Credit: CDOT
TO LEARN MORE:
YourTransportationPlan.com