

# Statewide Transit Plan

*connecting people across Colorado*



**COLORADO**  
Department of  
Transportation



Prepared for:  
**Colorado Department of Transportation**  
**Division of Transit and Rail**  
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## 1.0 INTRODUCTION

Public transit is an integral part of Colorado’s multimodal transportation system providing mobility to thousands of residents and visitors throughout the state. Not only does transit connect residents, employees, and visitors to major activity centers for jobs, schools, shopping, medical care, and recreation, but it also promotes greater personal independence. Provision of transit services contribute greatly to the economic, social, and environmental health of the state and provide many benefits to individuals and communities in both rural and urban areas from fostering economic development along routes and at station locations to creating mobility options for all.

Transit comes in many forms and is not limited to urban areas only - some form of transit is available in many parts of the state. Colorado is lucky to have a variety of transit options that include bus service (local, regional, interregional, intercity, bus rapid transit, trolley bus), vanpools, passenger rail service (light rail, commuter rail, and intercity rail), private shuttles and taxis, as well as human services transportation. Services can be operated by a public, private or non-profit entity. **Chapter 4** includes more information on existing transit systems in Colorado. For the purposes of this plan, the use of the term transit will include bus and passenger rail service, unless otherwise noted in the text. See **Appendix A** for a glossary of terms.

Over the next few years population growth and demographic shifts will make providing transit even more important to the economic, social, and environmental health of Colorado. While most population growth will be concentrated in the counties along the Front Range, several rural counties will see their population double or nearly double. By 2040, the state’s population as a whole will increase by 47 percent. The demographic shifts include an increase in people age 65 and older and the trend toward auto-free living by the Millennial generation. The Colorado Department of Transportation (CDOT) and

### Economic Benefits 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
- Providing savings associated with the reliability and effects of reduced congestion

### Social Benefits Include:



- Providing transportation options to access destinations
- Reducing household expenditures on transportation
- Reducing non-transportation service costs
- Reducing travel time and accidents because of less roadway congestion
- Providing accessibility to all population segments
- Providing health benefits associated with walking to/from transit

### Environmental Benefits Include:



- Reducing emissions and the carbon footprint
- Reducing gas consumption
- Improving air quality with a reduction in associated health issues
- Lessening impacts on the environment and neighborhoods due to transit’s typically smaller footprint

transit agencies providing service across the state must consider commuters, transit-dependent users, and the Millennial generation when planning and implementing transit services. In addition, because transportation funds are scarce and there are many challenges in expanding and maintaining the roadway/highway network, it has become imperative that the state and local communities develop implementation plans that efficiently use these limited resources to meet the growing public mobility needs.



Expanding transit services and implementing highway enhancements, such as bus on shoulders can help address highway capacity needs around the state.

To ensure that CDOT's mission "to provide the best multimodal transportation system for Colorado that most effectively and safely moves people, goods and information" is achieved, in 2009 the Colorado state legislature created the Division of Transit and Rail (DTR) within CDOT. This Statewide Transit Plan and the State Freight and Passenger Rail Plan (2012) guide DTR in planning, developing, operating and integrating transit and rail into the statewide transportation system to move people and goods in an effective, efficient and safe manner.

### **1.1 Purpose of Plan**

DTR initiated the development of Colorado's first Statewide Transit Plan to establish a framework for creating an integrated statewide transit system that meets the mobility needs of Coloradans, while minimizing duplication of services and leveraging limited funds. The plan also meets state and federal requirements, and will guide CDOT's transit investments, grant processes and actions over the short-, mid-, and long-term.

Over the past couple of years, DTR has developed several plans and conducted numerous planning studies, many of which have focused on passenger rail, including high-speed rail. This Plan includes recommendations from these plans and studies to provide a comprehensive picture of existing and future transit and passenger rail in the state:

- ▶ Regional Transit Plans
- ▶ State Freight and Passenger Rail Plan
- ▶ Intercity and Regional Bus Network Plan
- ▶ North I-25 Commuter Rail Update Study
- ▶ Interregional Connectivity Study

- ▶ **Advanced Guideway System Feasibility Study**

The above listed plans and studies are available on CDOT's website and contain more detailed information than what is included in this Plan. Recommendations from the plans were not reevaluated as part of the development of the Statewide Transit Plan, and they all serve as standalone plans to be updated on a regular basis.

Using the Plans identified above as a foundation, CDOT will be able to implement policies and strategies for funding enhanced transit services throughout the state. These transit services will facilitate mobility for the citizens and visitors of Colorado, offer greater transportation choice to all segments of the state's population, improve access to and connectivity among transportation modes, relieve congestion, promote environmental stewardship, and improve coordination of service with other providers.

This plan supports programs and projects that:

- ▶ Increase the availability and attractiveness of transit through effective intermodal connections including first and last mile connections for pedestrians and bicyclists
- ▶ Make transit more time-competitive with automobile travel
- ▶ Maximize the role of transit within the broader transportation system to improve mobility, enhance system capacity and improve system efficiency
- ▶ Reduce vehicle miles traveled and greenhouse gas emissions

### **1.2 Federal and State Planning Regulations**

The development of this Plan and its incorporation in the Statewide Transportation Plan meet federal and state planning regulations and requirements as described in the following sections.

### 1.2.1 Federal Planning Regulations

Federal planning regulations, as codified in 23 Code of Federal Regulations (CFR) 450, require 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 that considers and includes, as applicable, other modes that provide for the development and implementation of a multimodal transportation system for the state. The process also includes developing a statewide transportation improvement program that facilitates the safe and efficient management, operation, and development of surface transportation system serving the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities). These systems also foster 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. Federal planning regulations require that the long-range transportation plan 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; health and human service agencies; federal land management agencies; Tribal governments; and agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation.

Preparation of the Statewide and Regional Transit Plans was coordinated and consistent with the statewide and regional transportation planning process and was conducted concurrently. For more information on the Statewide and Regional Transportation Plans, please visit CDOT's website.

#### **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 received and distributed 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 was a new requirement that transit fund recipients develop a Transit Asset Management Plan. MAP-21 also provided 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.

### **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 Statewide Transit Plan is not intended to be a Title VI compliance report, it provides information on the state demographic characteristics compared to federal and state funds distributed throughout the state to assist with a Title VI assessment. The process to develop this transit plan includes providing information at readily accessible locations such as public libraries, providing information and outreach to individuals who may have LEP by providing language assistance upon request, and providing public information materials in Spanish.

### **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 the state to assist with understanding how well transit serves these populations. The process to develop this transit plan included information and

outreach to low-income and minority populations throughout the state.

### **1.2.2 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 transportation planning requirements, consistent with federal planning regulations, call for a multimodal transportation plan that:

- ▶ Considers the connectivity among modes of transportation
- ▶ Coordinates with local land use planning
- ▶ Focuses on preservation of the existing transportation system to support the economic vitality of the region
- ▶ Enhances safety of the system
- ▶ Addresses strategic mobility and multimodal choice
- ▶ Supports urban and rural mass transit
- ▶ Promotes environmental stewardship
- ▶ Provides effective, efficient and safe freight transport
- ▶ Reduces greenhouse gas emissions

With the state legislature's creation of the DTR in 2009, DTR is responsible for planning, developing, operating, and integrating transit and rail into the statewide transportation system. As part of that mandate and as a first step, DTR completed a Statewide Freight and Passenger Rail Plan in 2012 with recommendations for both short- and long-term investments in the state's freight and passenger rail system. The rail plan will be updated in 2016 in compliance with the Federal Railroad Administration's State Rail Plan Guidance and will take into account recent efforts undertaken by the Governor appointed Southwest Chief Rail Line Commission and the recent high-speed and commuter rail studies conducted by DTR.

In spring 2013, DTR began developing this Statewide Transit Plan focusing on the statewide transit network and developing a framework for creating an integrated transit system that meets the mobility needs of Coloradans. This plan identifies local, regional, interregional and statewide transit needs and priorities and integrates the recommendations from other plans and studies conducted to provide a comprehensive picture of transit in the state.

DTR may also expend funds to construct, maintain, and operate interregional transit, advanced guideway, and passenger rail services, among other things. DTR also is responsible for administering several federal and state transit grants, primarily to rural areas. Urban areas receive most federal funds directly. In accordance with FTA, DTR will use this Plan and the Regional Transit Plans to determine if grant applications are consistent and compatible with the vision, goals, and strategies established in these plans and help to achieve performance objectives. Those that are consistent and compatible will be eligible for state and federal funding allocations through CDOT.

### **1.3 Guiding Principles for Transit Planning**

To guide the development of CDOT's first Statewide Transit Plan, the following principles were developed by CDOT's Transit and Rail Advisory Committee. These principles also serve as a foundation for developing transit policies at CDOT:

- ▶ 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 in extending the useful life of existing transportation facilities, networks and right-of-way.

- ▶ CDOT will promote system connectivity and transit mobility by linking local, regional, and interstate transportation services networks.
- ▶ 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.

### **1.4 Emerging Transit Trends and Challenges**

Ever changing funding streams, planning and policy issues, and shifting demographics have an effect on the demand for future transit and the options to serving that demand. This section includes an overview of the emerging trends and challenges in transit in Colorado.

#### **An Aging Population**

Across the United States, older adults (65+) are putting more emphasis on how and where they choose to age. While many older adults want to "age in place", many are also now making purposeful decisions about where they want to spend their retirement years based on the availability of public transportation. When older adults are able to easily and safely access public transportation, they are able to continue to meet their basic needs such as medical appointments, shopping, and recreation without having to drive or rely on others. Based on demographic projections, the number of older adults (65+) in Colorado is expected to increase by 120 percent

by 2040. Colorado needs to be ready for the impact the aging baby boomers will have on the larger transportation system and also be ready for the shift in how and where this population is choosing to live.

### **Millennial Generation**

Another new trend that has increased transit ridership over the last several years is the increase in the Millennial population (born between 1980 and 2000) choosing to use public transportation. 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 Millennials' demand for transit services and improved first and last mile connections to transit will have on their transit system.

### **Economic Development, Land Use and Transportation Planning**

Transportation's purpose is moving people and goods from one place to another, but transportation systems also affect community character, the natural and human environment, and economic development patterns. Local governments are increasingly considering the economic, social and environmental benefits achieved through coordinated land use and transportation planning. Development that occurs around stations and along routes generates tremendous economic benefit to nearby businesses and residents, and the economy as a whole. Moving into the 21<sup>st</sup> century, the linkages between economics, land use and transportation are likely

to become more prominent as regions work to create sustainable, healthy and vibrant communities.

### **Asset Management & Performance Based Planning**

Asset management and performance-based planning is becoming critical to creating productive transit systems in the state of Colorado. As discussed previously, MAP-21 requires that fund recipients develop Transit Asset Management Plans and emphasizes performance-based planning and the establishment of performance measures.

### **Eroding Gas Tax Revenues**

Colorado's gas tax has been 22 cents per gallon (20 cents for diesel) for more than 20 years – since 1991. Gas taxes are not indexed to inflation and the result is a decline in the purchasing power of the gas tax, which now has only about one-third of the buying power it had in 1991. Federal gas taxes have also not increased in 20 years and have stood at 18 cents per gallon (24 cents for diesel) since 1993. More fuel-efficient vehicles are contributing to the erosion of the amount of funding gained from the gas tax, as fuel tax is calculated based on gallons purchased and not on per gallon rates. Revenues generated by the gas tax are used to fund, in part, transit services throughout the state.

### **Managed Lanes**

Given the limited opportunities to provide new capacity on the state highway system, CDOT adopted Policy Directive 1603.0 in December 2012 requiring that managed lanes be strongly considered during the planning and development of capacity improvements on state highway facilities. Per CDOT's Policy Directive, managed lanes in Colorado can include tolled express lanes, Bus Rapid Transit lanes, HOV-only lanes, and others. The consideration of managed lanes provides opportunities for enhanced operational performance on highways and creates the potential of new revenue streams.

### **Complete Streets Concepts**

Over the last several years, the concept of “Complete Streets” has become an important planning principle for many counties and municipalities across the state. Complete Streets is a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient, and comfortable travel and access for users of all ages regardless of their mode of transportation. A “complete street” includes the facilities that enable walking and biking to be linked to transit trips. It is anticipated that this comprehensive planning approach will continue to gain momentum with local municipalities and counties.

### **Bus-on-Shoulder**

Bus-on-shoulder policies allow for the implementation of low-cost strategies to provide improved transit service along congested arterials or freeways. Bus-on-shoulder operations typically allow buses to travel at or near free-flow speeds, resulting in improved travel times and an increase in transit service reliability. CDOT has been considering the use of bus-on-shoulder lanes along congested corridors to increase capacity and passenger throughput during peak periods.

## **1.5 Overview of Plan Content**

Overall, the Statewide Transit Plan paints a picture of transit in the state; identifies the transit needs and gaps based on demographic data and trends and stakeholder input; illustrates available funding; and recommends strategies for meeting the needs over the short-, mid-, and long-term. This plan, along with the Regional Transit Plans, serves as an action plan and guides CDOT and its grant partners in effectively investing limited resources in transit services that increase mobility and offer transportation choices for the residents and visitors of the state. The plan is organized into seven chapters as described below.

Chapter 1 – Introduction: Describes the purpose of the plan, the process used to develop the plan, and the planning regulations fulfilled by the plan. It also identifies CDOT’s guiding principles for transit planning and emerging trends and challenges.

Chapter 2 – Plan Development Process: Describes the process to develop the Statewide and Regional Transit Plans, the Statewide Transit Vision, Goals and Objectives and the public outreach process.

Chapter 3 – State Profile: Describes the state’s key demographics and travel patterns. It includes existing data on populations that are often associated with transit demand in a community (people over age 65, low-income people, and households without vehicles), as well as choice riders. Other data are included on persons with disabilities, veterans, minority populations, and English proficiency to provide a comprehensive picture of the region’s need for transit. This chapter summarizes data from the state demographer and describes anticipated population growth between now and 2040 and how this will affect the state’s transportation needs.

Chapter 4 – Existing Transit Profile: Summarizes the characteristics of the state’s existing public and private transit providers and presents an overview of the human service agencies providing transportation services in the state. This chapter also provides information on coordination activities taking place throughout the state.

Chapter 5 – Transit Service Gaps and Needs: Identifies and summarizes the needs and gaps across the state identified during the regional transit plan development process. It describes temporal, spatial, governance, and funding gaps among others.

Chapter 6 – Funding and Financial Outlook: Describes 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. It summarizes historic funding trends and

looks to future needs, along with funding opportunities. This chapter includes revenue projections for transit through 2040.

Chapter 7 –Recommendations and Implementation: Describes the proposed transit service network for the state including recommendations from the Regional Transit Plans, State Freight and Passenger Rail Plan, Intercity and Regional Bus Network Plan, Interregional Connectivity Study, Advanced Guideway System Feasibility Study and other relevant plans and studies. This chapter also addresses coordination activities, governance and oversight of regional services and implementation actions for CDOT. Performance measures that will be used to track CDOT’s progress toward achieving the implementation of the plan are also identified.

## 2.0 PLAN DEVELOPMENT PROCESS

Development of a Statewide Transit Plan is one of the primary responsibilities of the Division of Transit and Rail. As part of this, the Division, in coordination with the Transportation Planning Regions (TPRs), developed nine of the state's 10 rural Regional Transit Plans. The tenth plan was prepared as part of an independent work effort by that TPR and the local transit agencies and provided to CDOT for inclusion in the Statewide Transit Plan. The five Metropolitan Planning Organizations (MPOs), representing the urbanized areas of the state, are responsible for developing their own plans.

Of Colorado's 15 TPRs, five are MPOs for urban areas with populations greater than 50,000. The remaining 10 TPRs are considered rural TPRs. MPOs in Colorado include the Denver Regional Council of Governments (DRCOG), Grand Valley MPO, North Front Range MPO, Pikes Peak Area Council of Governments (PPACG), and the Pueblo Area Council of Governments (PACOG).

As stated in Chapter 1, the Statewide and rural Regional Transit Plans were developed consistent with federal and state planning regulations and requirements and included the following key tasks:

- ▶ Evaluating the existing transit network
- ▶ Assessing the state's existing and future demographics
- ▶ Identifying future transit needs
- ▶ Reviewing funding availability
- ▶ Conducting public outreach and coordinating with stakeholders
- ▶ Integrating the key findings and recommendations from the Regional Transit Plans and other plans and studies
- ▶ Developing a statewide transit vision and implementation plan

To support development of the Regional Transit Plans, Transit Working Groups (TWG) were formed in each rural TPR and consisted of representatives from a variety of stakeholders with an interest or role in providing transportation services. The TWGs met three times during the development of their Regional Transit Plans providing insight to the region's transit needs. The TWGs established regional transit visions, goals and implementation strategies that reflected the unique characteristics and needs of their region. Each rural TPR's Transit Plan is available on CDOT's website.

To guide development of the Statewide Transit Plan, CDOT established a Statewide Steering Committee (SSC) including interested stakeholders from around the state. The SSC met five times to provide input on the plan content, vision and goals, performance measures, and implementation actions, and to review the Statewide Transit Plan.

In addition to coordination with the TWGs and SSC, a public outreach program was developed to gather input from the general public. Public open houses were held in each of the 15 TPRs and all meeting materials and presentations were made available in English and Spanish. Telephone town halls were also conducted in all 15 TPRs as part of the Statewide Transportation Plan, and transit needs and issues were addressed in these calls.

The Statewide Transit Survey of Older Adults and Adults with Disabilities was conducted to identify the local, regional and statewide transportation needs and priorities of these two population groups.

### **2.1 Rural Transit Plans**

The transit plans developed for the rural regions of the state serve as the Coordinated Public Transit-Human Services Transportation Plans per FTA requirements. These plans identify strategies and projects to enable the transit and human service providers in each



region to improve mobility of the populations who rely upon their services, to minimize duplication of federally funded services, and to leverage limited funds. The coordination strategies and projects identified in the plans generally have a short-term focus and are based on the prioritized needs of the region.

Each plan also identifies a regional transit vision and goals, and a financial plan to guide transit investments over the next 20+ years. While each region is unique there were common themes heard in each region throughout the state and include:

- ▶ Additional and more flexible operating funds
- ▶ Increased coordination and marketing of public and human service transportation information
- ▶ More local, regional and interregional transit service
- ▶ Better connectivity and coordination between services
- ▶ Enhanced transit service for transit dependent populations
- ▶ Equitable distribution of funding to rural areas
- ▶ Increase communication with railroads, where possible to further passenger rail options and use of abandoned rail lines
- ▶ Improved multimodal connectivity and first/last mile connections

## **2.2 MPO Transit Plans**

Each of Colorado's five MPOs is currently developing or has completed their 2040 Regional Transportation Plan (RTP) and Coordinated Transit Plan. The following is a brief description on the status of each of the MPO plans. More detailed information on the MPO plans can be found on their respective websites.

### **DRCOG**

DRCOG is in the process of adopting its 2040 Fiscally Constrained Regional Transportation Plan (2040 RTP), scheduled for February

2015. The 2040 RTP contains fiscally constrained transit revenues and expenditures as well as a description of the existing and 2040 fiscally constrained transit system and performance measures. The transit component of the 2040 Metro Vision Regional Transportation Plan (2040 MVRTP), including the Coordinated Public Transit Human Service Transportation Plan, is currently under development. The transit component will be adopted as part of the 2040 MVRTP in mid-2015. The transit component provides a framework for the coordination of transit services serving the DRCOG region. Please visit the DRCOG website for more information on transit and transportation planning.

### **Grand Valley MPO**

The Grand Valley 2040 RTP was adopted by the Grand Valley Regional Transportation Committee in December 2014 and will be included in CDOT's Statewide Transportation Plan. The RTP will help guide investments in the region's transportation system to maintain and efficient and effective transportation system that supports the regional economy. As part of the RTP a Coordinated Transit and Human Services Transportation Plan was completed in November 2014. This plan highlights the transit needs in the region and recommends coordination strategies as well as a six-year financial plan for operating and capital needs. Please visit the Grand Valley MPO website for more information on their plans.

### **North Front Range MPO**

The NFRMPO is updating the Regional Transit Element (RTE) ahead of the 2040 Regional Transportation Plan (RTP). This plan will update information about the existing transit services that serve the region and the recommendations presented in the 2035 RTE. The updated 2040 RTE will summarize the performance and costs of locally provided transit systems, review goals and objectives for potential future corridors, and take into consideration the inter-regional bus services being proposed by the Colorado Department of

Transportation for the I-25 corridor. Please visit the NFRMPO website for more information.

**PPACG**

PPACG is in the process of updating the Moving Forward Plan (2040 RTP) and developing the Transit and Specialized Transportation Plans with cooperation from the City of Colorado Springs’ Mountain Metropolitan Transit. The regional transit plan recommends route and operational improvements to the region’s public transport network and the specialized transportation plan recommends how to provide door-to-door transportation services for people with special needs, such as those with disabilities or who are aging. They will outline 5, 10 and 20+ year scenarios that serve as the basis for future planning and funding allocations. The plans are expected to be complete in spring 2015. Please visit the PPACG website for more information.

**PACOG**

PACOG is currently developing the new 2040 RTP, including the transit element. Once information is available it will be posted on the PACOG website.

**2.3 Transit Working Groups**

A TWG was formed in each rural TPR to guide development of the Regional Transit Plans. TWGs included representatives from public and private transit providers, human service agencies, senior services, workforce centers, area agencies on aging, veteran organizations, community centered boards, elected officials, county and municipal staff, CDOT Division of Transit and Rail (DTR), Division of Transportation Development, and regional staff, and key consultant team members. Fifty to 100 representatives were invited to each TWG meeting. Attendance at each meeting was typically between 10 to 20 representatives. The TWGs convened at three key

milestones (see **Table 2-1** for meeting dates) throughout the plan development process with the following objectives:

- ▶ **Meeting 1:** Identify the region’s transit and human service transportation issues and needs and provide information on the plan approach. Develop draft regional transit vision and goals.
- ▶ **Meeting 2:** Finalize regional transit vision and goals; gather input on the approach to prioritize regional transit projects; and identify potential regional coordination strategies.
- ▶ **Meeting 3:** Review key concepts and major findings; identify final plan strategies; provide an overview of financial scenarios; and reach concurrence on plan recommendations.

**Table 2-1 Transit Working Group Meetings**

TPR	Meeting 1	Meeting 2	Meeting 3
Central Front Range	July 29, 2013	Oct. 7, 2013	Jan. 27, 2014
Eastern	July 8, 2013	Oct. 15, 2013	Jan. 20, 2014
Gunnison Valley	July 30, 2013	Oct. 1, 2013	Jan. 22, 2014
Intermountain	July 26, 2013	Oct. 2, 2013	Feb. 28, 2014
Northwest	July 25, 2013	Oct. 16, 2013	Jan. 23, 2014
San Luis Valley	Aug. 20, 2013	Oct. 22, 2013	Feb. 20, 2014
South Central*			Feb. 27, 2014
Southeast	July 24, 2013	Oct. 1, 2013	Jan. 21, 2014
Southwest	Aug. 20, 2013	Oct. 23, 2013	Feb. 19, 2014
Upper Front Range	Dec. 11, 2013	Jan. 30, 2013	April 1, 2014

*\* South Central conducted an independent coordinated transit and human service transportation plan and meetings.*

## 2.4 Statewide Steering Committee

The SSC was formed to create a framework for the development of the regional and statewide transit plans, to create a statewide transit vision and supporting goals, and to guide the overall transit plan development process. The SSC included representatives from transit agencies from across the state, urban and rural transportation planning regions, the Federal Transit Administration (FTA), CDOT, and human service agencies. Members also represented nonprofit organizations, environmental action groups, Colorado tribes, economic development agencies, and rail advocacy organizations. **Table 2-2** identifies the five times the SSC met to provide input on the content of the statewide transit plan, vision and goals, performance measures, implementation actions, and review of the Statewide Transit Plan.

**Table 2-2 Statewide Steering Committee Meetings**

Date	Key Agenda Items
May 29, 2013	<ul style="list-style-type: none"> <li>▪ Key issues or concerns for transit in Colorado</li> <li>▪ Vision for transit in Colorado over the next 20 years</li> </ul>
August 7, 2013	<ul style="list-style-type: none"> <li>▪ Statewide &amp; regional demographic data and trends</li> <li>▪ Refine vision, create goals &amp; objectives</li> <li>▪ Performance based planning overview</li> </ul>
October 30, 2013	<ul style="list-style-type: none"> <li>▪ Performance measures / targets</li> <li>▪ Funding sources, Expenditures, Future Funding Scenarios</li> </ul>
February 13, 2014	<ul style="list-style-type: none"> <li>▪ Regional Transit Working Group Feedback</li> <li>▪ Implementation recommendations</li> </ul>
June 24, 2014	<ul style="list-style-type: none"> <li>▪ Elderly &amp; Disabled Survey results</li> <li>▪ Regional Transit Plans &amp; roll-up to State Transit Plan</li> <li>▪ Implementation recommendations &amp; action steps</li> </ul>

### 2.4.1 Statewide Transit Vision, Goals, and Objectives

As an initial step, working with the SSC, a statewide vision for transit with supporting goals and objectives was created. The statewide transit vision and goals are broad and were used to develop strategies and will guide investment in transit to meet identified needs around the state.

#### 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

- ▶ **System Preservation and Expansion:** Establish public transit as an important element within an integrated multimodal transportation system by supporting and implementing strategies that:
  - Preserve existing infrastructure and protect future infrastructure and right-of-way
  - Expand transit services based on a prioritization process
  - Allocate resources toward both preservation and expansion
  - Identify grant and other funding opportunities to sustain and further transit services statewide
  - Develop and leverage private sector investments
- ▶ **Mobility/Accessibility:** Improve travel opportunities within and between communities by supporting and implementing strategies that:
  - Strive to provide convenient transit opportunities for all populations

- Make transit more time-competitive with automobile travel
- Create a passenger-friendly environment, including information about available services
- Increase service capacity
- Enhance connectivity among local, intercity, and regional transit services and other modes
- Support multimodal connectivity and services
- ▶ **Transit System Development and Partnerships:** Increase communication, collaboration, and coordination within the statewide transportation network by supporting and implementing strategies that:
  - Meet travelers' needs
  - Remove barriers to service
  - Develop and leverage key partnerships
  - Encourage coordination of services to enhance system efficiency
- ▶ **Environmental Stewardship:** Develop a framework of a transit system that is environmentally beneficial over time by supporting and implementing strategies that:
  - Reduce vehicle miles traveled and greenhouse gas emissions
  - Support energy efficient facilities and amenities
- ▶ **Economic Vitality:** Create a transit system that will contribute to the economic vitality of the state, its regions, and its communities to reduce transportation costs for residents, businesses, and visitors by supporting and implementing strategies that:
  - Increase the availability and attractiveness of transit
  - Inform the public about transit opportunities locally, regionally, and statewide

- Further integrate transit services into land use planning and development
- ▶ **Safety and Security:** Create a transit system in which travelers feel safe and secure and in which transit facilities are protected by supporting and implementing strategies that:
  - Help agencies maintain safer fleets, facilities, and service
  - Provide guidance on safety and security measures for transit systems

## **2.5 Public Outreach**

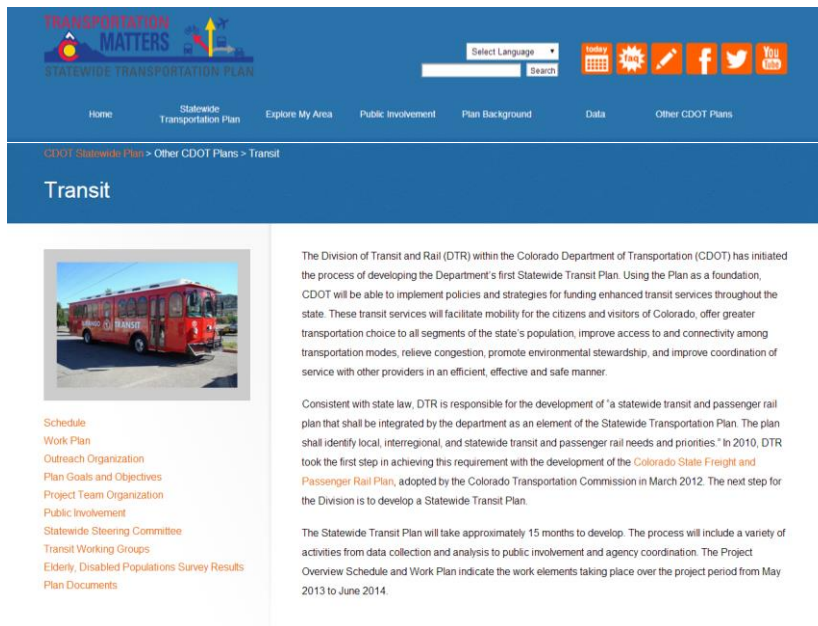
A comprehensive public and agency outreach program was conducted for the Regional Transit Plans and the Statewide Transit Plan. Throughout the planning processes, public engagement was designed to inform the public about the transit planning efforts occurring in their regions and throughout the state, and solicit input on local, regional and statewide transit needs. Stakeholder and public input was critical to the development of plan recommendations. Numerous engagement strategies and communication tools were used to ensure that the rural and urban communities participated in the development of their area transit plans and the statewide transit plan.

A database with over 4,000 contacts was developed and used to send meeting notices and provide updates. The database includes state and federal agencies, transit providers, elected officials, advocacy groups, human services agencies, and interested stakeholders. Public meeting attendees could add their names to the database, and any interested person could add their name online. Email notifications were sent to regional and statewide contacts at project milestones.

### 2.5.1 Website

The website, an essential part of the public outreach and information program, highlighted plan progress and schedule, public and committee meetings, and SSC direction throughout the development of the plans. Presentations, meeting notices, and meeting materials were posted in English and Spanish. Viewers had the ability to select from a number of languages in which to view the information on the website. The website provides information not only on the Statewide and Regional Transit Plans, but also includes information on a number of other CDOT modal plans.

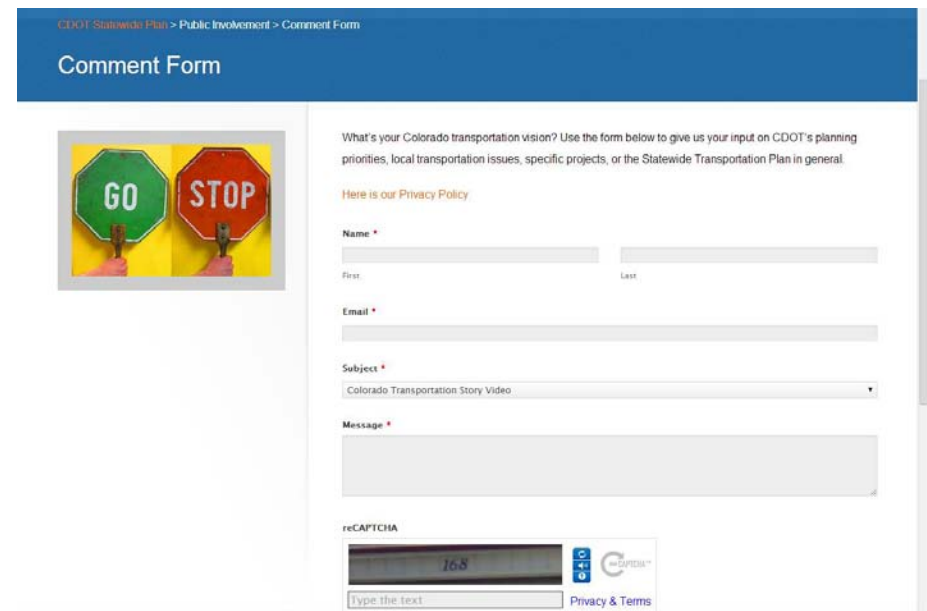
#### Transit Plan Main Page



The screenshot shows the website's main navigation bar with a search box and social media icons. Below the navigation is a 'Transit' section featuring a red bus and a detailed text block about the Division of Transit and Rail (DTR) and the Statewide Transit Plan. A sidebar on the left lists various documents and reports related to the transit plan.

A comment form and corresponding database tracked public comments and questions throughout the planning process and were an integral part of collecting input on a regional and statewide basis. In addition, an online geographic information system (GIS) tool and map were available for the public to post comments directly to a statewide map. CDOT reviewed and considered all comments in the development of the Statewide and Regional Transit Plans. In addition to the online commenting options, attendees at public meetings could submit comments via a hard copy comment form at the meeting or mail in at a later date.

#### Online Comment Form



The screenshot displays the 'Comment Form' interface. It includes a breadcrumb trail, a title, a 'GO STOP' sign image, and a form with fields for Name (First and Last), Email, Subject (with a dropdown menu), and Message. A reCAPTCHA verification box is located at the bottom of the form.

### 2.5.2 Rural Public Meetings

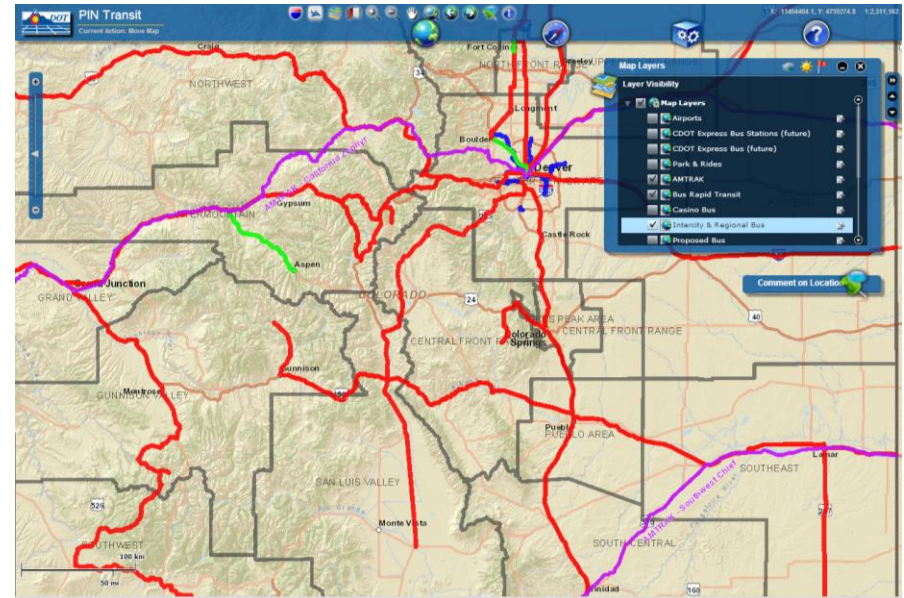
Seventeen public open house meetings were held in the 10 rural TPRs across the state. The contact database was updated for each TPR to include TWG members and numerous regional contacts such as health and human service agencies, transit service providers, senior centers, recreation and community centers, libraries and other civic offices. E-postcards advertising the public meetings were developed in English and Spanish for each TPR and sent directly to TWG members with requests to be forwarded to their constituents.

Additionally, E-postcards were emailed to all TPR contacts within the database, and hard copy flyers mailed directly to primary human service agencies, transit service providers, senior centers, recreation centers and libraries in each TPR. Transit service providers were provided copies of flyers for distribution to their passengers. CDOT issued press releases to media outlets within each TPR describing the plan and announcing the specific public meetings within the area.

Translation services were provided upon request for language and hearing impaired. Meetings were held in Americans with Disabilities Act (ADA) accessible facilities.

The meetings were open house format and included a presentation. Public comments were collected via computers at the meetings, the online mapping tool, hard copy comment forms, and the plan website. Attendees included the general public, transit providers, elected officials, and agency staff.

### GIS Commenting Tool



### 2.5.3 Urban Public Meetings

Joint Statewide Transit Plan and Regional Transit Plan open houses were held in each of the five MPO areas: Denver (DRCOG), Pikes Peak Area Council of Governments (PPACG), Pueblo Area Council of Governments (PACOG), Grand Valley MPO and Northern Front Range MPO. The contact database was updated for each of the five MPO areas to include MPO staff, health and human service agencies, transit service providers, senior center, recreation and community centers, libraries and civic offices. E-postcards advertising the



public meetings were developed in English and Spanish and sent to both the Statewide Transit Plan and MPO contact databases. Each MPO advertised the meetings individually within the MPO area, and



press releases were issued by CDOT to all media outlets announcing the MPO meeting schedule, dates and locations.

The five MPO public meetings, held throughout May 2014, included an open house format with informational display boards and an informative presentation on both the MPO's

2040 Regional Transit Plan and the Statewide Transit Plan. Both CDOT and the MPO advertised each meeting. CDOT posted all presentations on the Statewide Transit Plan website. **Appendix B** includes materials from these meetings.

#### 2.5.4 Agency Coordination and Consultation

As part of the plan development process, outreach was made to state and federal agencies to keep them informed and to solicit input. To identify any environmental concerns, per federal regulations, a webinar was conducted with state and federal environmental resource and regulatory agencies and an online mapping and commenting system was used to gather input. Agencies were asked to look at priority corridors around the state and to provide input on potential conflicts that may arise at the project level.

In addition, state, federal, and tribal agencies participated as members of either the SSC or the regional TWG. Agencies were notified of the availability of the Statewide Transportation and Transit Plans for a 30-day review period.

#### 2.5.5 Telephone Town Halls

As part of the outreach effort of the multimodal Statewide Transportation Plan, telephone town halls were held in each TPR to hear from the public on what matters most to them in terms of transportation. Statewide, over 31,000 people participated in the calls.

As part of the call, participants were asked to participate in three polling questions:

1. What is most important to you about transportation?
2. How should CDOT invest limited dollars?
3. What kinds of transportation improvements can best help the economy in your area?

For the first question, survey participants in almost every region indicated that “safety” was most important to them. “Lets me live my life the way I want” and “gets me to work or vital services” were also most important to many participants. In the Denver metro area, the top response was “having transportation options besides a car.”

Most respondents felt that CDOT should invest limited dollars in maintaining the existing system. Other top responses included safety improvements and providing more travel options.

The three top responses for the types of transportation improvements that can best help the economy were providing better bus or rail to support tourism, improving pavement, and improving rail service. In the urban areas, a top response was reducing traffic congestion/providing more reliable conditions.

### 2.5.6 Public Review and Comment Period

To gather agency and public input on the Statewide and Regional Transit Plans, plans were made available for a 30-day review and comment period. Several strategies were used to notify agencies and the public:

- ▶ Plans were posted on the [coloradotransportationmatters.com](http://coloradotransportationmatters.com) website.
- ▶ Hard copies were available at CDOT Headquarters, CDOT regional offices and TPR offices.
- ▶ Information on how to access the documents on the website was provided to libraries for posting.
- ▶ Contact information was provided on the website to request a hard copy, an electronic copy or translation services.
- ▶ Spanish translation of the Draft Statewide Transit Plan was available upon request.

Prior to the public release of the plans, draft Regional Transit Plans were provided to the members of each of the rural Transit Working Groups for their review and a draft of the Statewide Transit Plan was provide to members of the Statewide Steering Committee for their review.

## 2.6 *CDOT Statewide Survey of Older Adults and Adults with Disabilities (2014)*

In 2013, CDOT 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, with over 3,000 respondents completing the survey. Both Spanish and English versions and an online version were available for respondents. Survey results are reported at the statewide level as well as by TPR and are discussed in **Chapter 5**. Information collected through this survey was used to inform recommendations made in the Statewide and Regional Transit Plans. The two issues deemed of highest importance for respondents were supporting the development of easily accessible and understandable transportation information and referral services, and providing lower fares for seniors and disabled riders. Also of importance were expansion of transportation services within communities and to regional destinations. The most frequently cited barriers to using public transportation and paratransit were a lack of service and wanting to use service during hours it was not available. **Appendix C** includes the Statewide Survey of Older Adults and Adults with Disabilities.



### 3.0 STATE PROFILE

Colorado, located in the Rocky Mountain region, is home to approximately 5 million people and 3 million jobs. Colorado is the 22<sup>nd</sup> most populous of the 50 states and the 8<sup>th</sup> largest in land area, with a relatively low population density in many areas of the state. By 2040, the population is expected to increase to 7.8 million people (a 47 percent increase) and 5 million jobs (a 51 percent increase).

Key industries include agriculture, tourism, and energy development. Approximately 40 percent of the land area in the state is comprised of state, federal and tribal lands, including parks and forests. **Figure 3-1** illustrates these designated lands.

Colorado's largest urbanized areas are Denver, Colorado Springs, Fort Collins, Pueblo, and Grand Junction. Outside the urbanized areas, the state's mountainous terrain and low population densities create challenges to providing transit service efficiently. However, Colorado transit providers serve more rural transit trips than any other state, largely attributed to the demand for transit in the mountain resort areas by residents and visitors alike.

**Chapter 3** includes an overview of the state's key industries and employment sectors and presents a review of demographics that typically align with transit use.

#### 3.1 *Key Industries and Employment Sectors*

In 2012, there were approximately 2.9 million total jobs (DOLA NAICS data, 2012) in Colorado. Jobs are largely focused on the state's largest urbanized areas: Denver region, North Front Range region, Pikes Peak region, Pueblo region and Grand Valley region. The three largest job sectors are government, health services, and retail trade and represent the top three industries in the state.

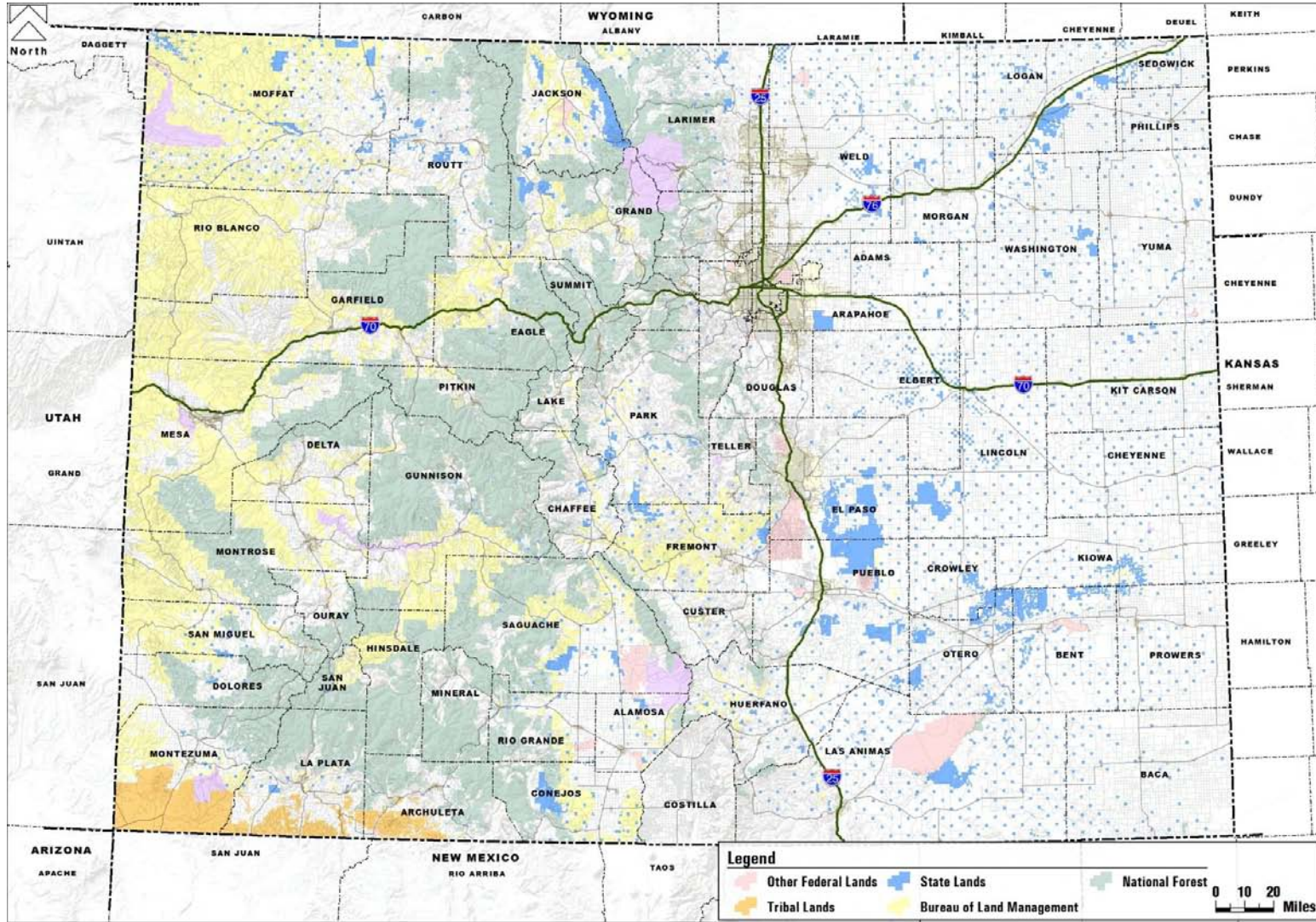
Transit plays an important role in connecting residents to the job market. The ratio of jobs to residents in each county ranges from a

low of 0.25 to a high of 1.13, with a state average of 0.55 jobs per person. Counties whose ratio is particularly low often find that residents travel to nearby counties for work. **Table 3-1** summarizes the job to resident population ratio for each county. Those with high ratios typically attract residents from nearby counties.

**Figure 3-2** illustrates the density of jobs throughout the state. As shown, the highest density of employment is concentrated in the state's urbanized areas.

**Figure 3-3** illustrates county to county work flows recorded in the American Community Survey. As shown, the largest commuter travel patterns are to/from and within the Denver metropolitan area. There are also significant travel patterns between Larimer, Weld and Adams counties to the north, Teller, El Paso, Pueblo and Fremont counties to the south, and Pitkin, Eagle, Garfield, and Mesa counties to the west.

1 **Figure 3-1 Colorado Land Jurisdiction**



Land jurisdiction mapping provided by the Colorado Ownership and Management and Protection (COMaP)

2

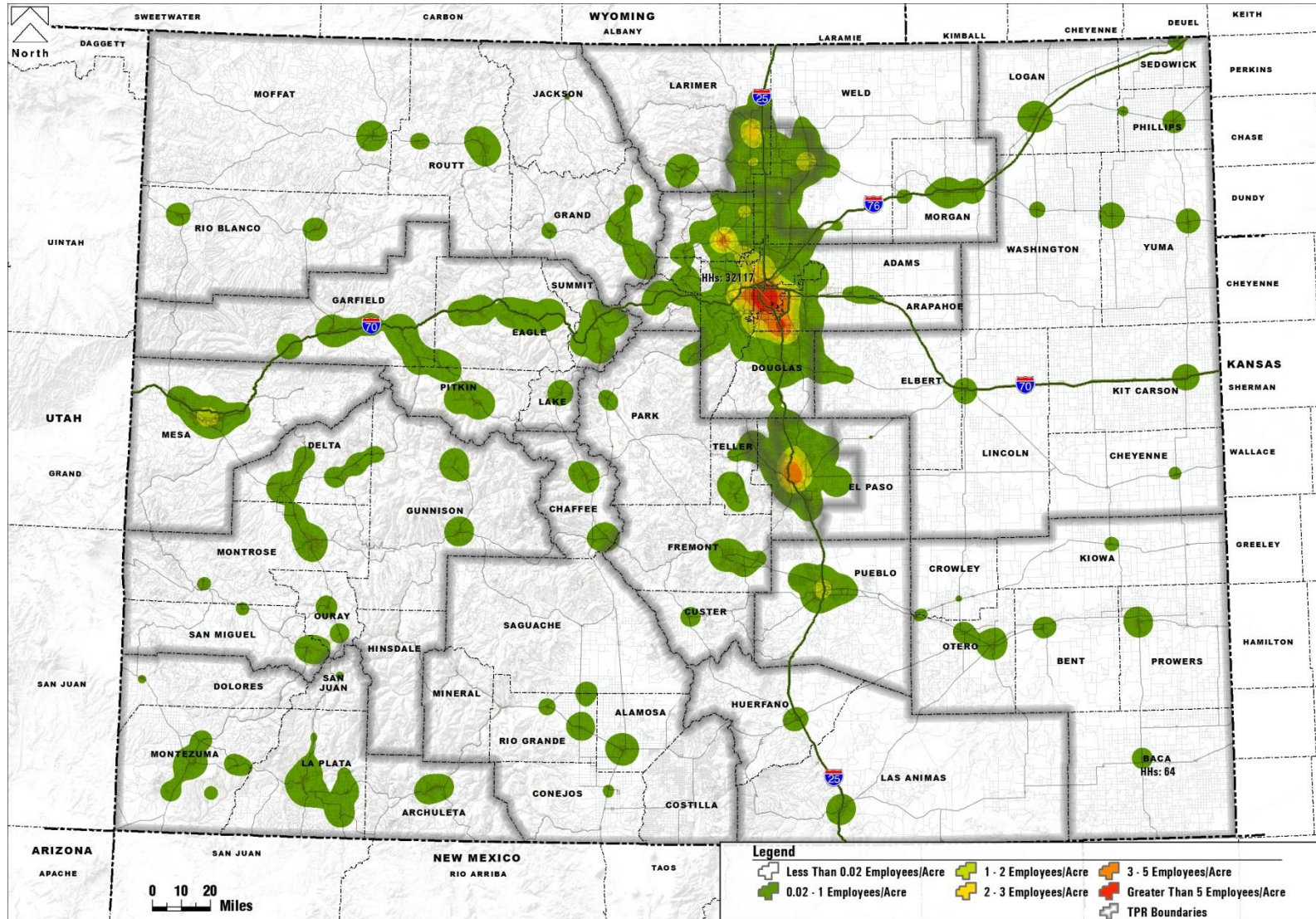
**Table 3-1 Ratio of Employment to Residents by County**

County	Employment to Population Ratio	County	Employment to Population Ratio
Adams	0.42	Dolores	0.33
Alamosa	0.60	Douglas	0.43
Arapahoe	0.59	Eagle	0.66
Archuleta	0.43	Elbert	0.51
Baca	0.51	El Paso	0.51
Bent	0.27	Fremont	0.35
Boulder	0.68	Garfield	0.54
Broomfield	0.63	Gilpin	1.06
Chaffee	0.49	Grand	0.59
Cheyenne	0.60	Gunnison	0.66
Clear Creek	0.47	Hinsdale	0.50
Conejos	0.28	Huerfano	0.39
Costilla	0.31	Jackson	0.57
Crowley	0.25	Jefferson	0.51
Custer	0.34	Kiowa	0.68
Delta	0.39	Kit Carson	0.53
Denver	0.82	Lake	0.36

County	Employment to Population Ratio	County	Employment to Population Ratio
La Plata	0.58	Pitkin	1.13
Larimer	0.55	Prowers	0.47
Las Animas	0.44	Pueblo	0.42
Lincoln	0.54	Rio Blanco	0.59
Logan	0.49	Rio Grande	0.47
Mesa	0.50	Routt	0.74
Mineral	0.88	Saguache	0.42
Moffat	0.47	San Juan	0.56
Montezuma	0.45	San Miguel	0.79
Montrose	0.44	Sedgwick	0.50
Morgan	0.51	Summit	0.77
Otero	0.41	Teller	0.41
Ouray	0.52	Washington	0.49
Park	0.26	Weld	0.42
Phillips	0.51	Yuma	0.56
<b>Statewide Average</b>			<b>0.55</b>

Source: DOLA 2012

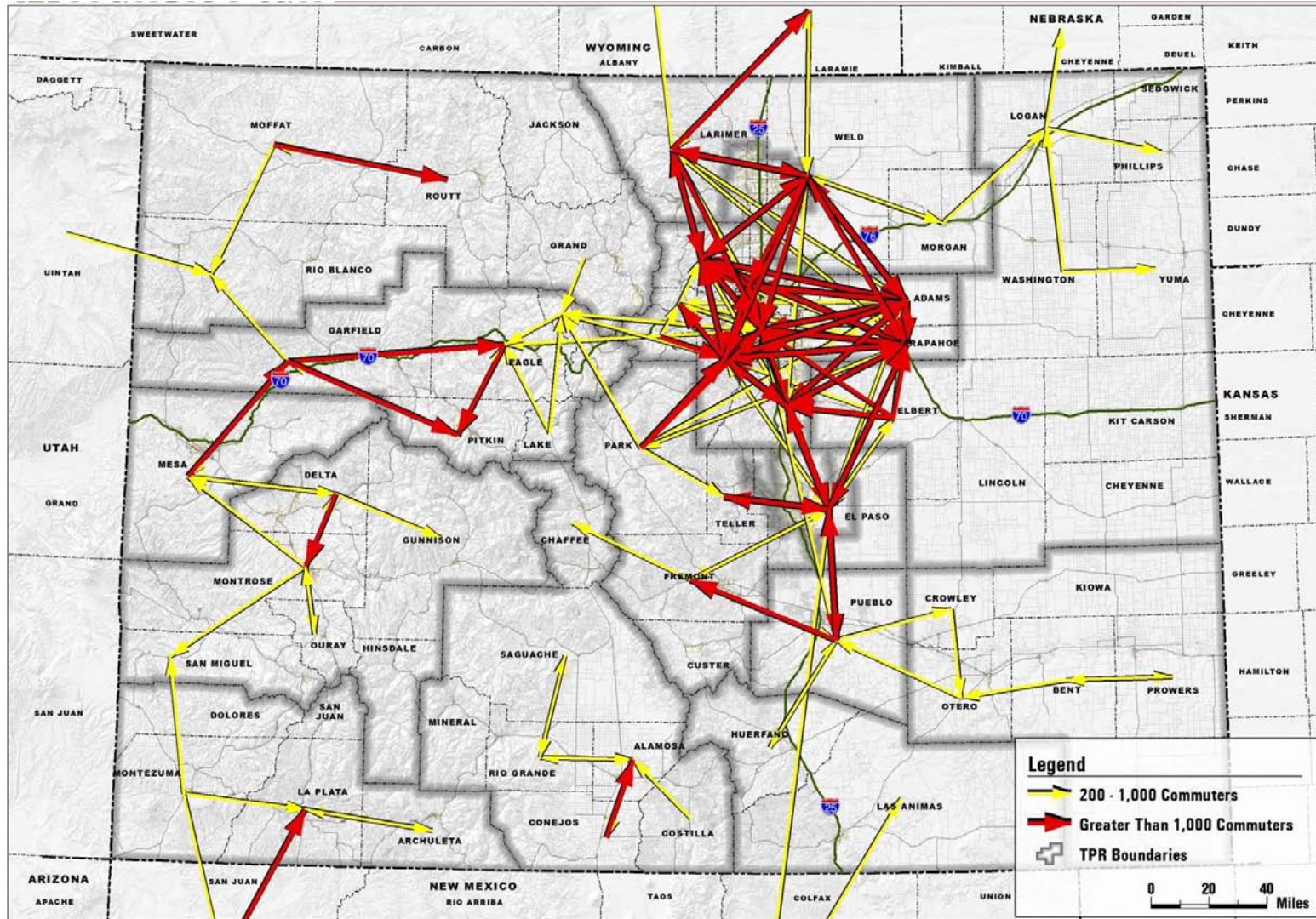
1 Figure 3-2 Existing Employment Density



Based upon 2011 ESRI business location and employment data, calculated using kernel density with a search radius of 10,000 meters.

2

1 **Figure 3-3 County to County Work Flows**



2  
3 *Source: US Census 2010.*

## 3.2 Population Characteristics

Understanding the distribution and density of the population and related characteristics is an integral part of the transportation planning process. Demographics such as population, income, and age distribution can tell a story about the complex travel needs of residents and employees, especially as they relate to the use of transit service. The presentation of relevant data in this chapter focuses on transit-dependent persons and is illustrated in a series of maps.

Typically, transit dependency is related 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).

Some demographic groups demonstrate a greater willingness to use local transit service to access employment, even when they do not need to rely on transit as a primary means of transportation. These “choice” riders tend to be more receptive to express services to employment hubs.

In general, there are two markets for public transportation services:

- ▶ “Transit Dependent” riders do not always have access to a private automobile and include individuals who may not be physically or legally able to operate a vehicle, or those who may not be able to afford to own a vehicle.
- ▶ “Choice” riders usually or always have access to private automobiles (either by driving a car or by being picked up by someone) but choose to take transit because it offers more or comparable convenience. For example, choice

riders might choose to add 10 minutes to their overall trip via bus to save a \$10 all-day parking charge. Choice riders might also choose to take a bus if they can work along the way rather than focusing on driving.

Figure 3-4 illustrates demographics collected from the U.S. Census and the State Demographer and compares the state’s transit propensity demographics to those at the national level.

### 3.2.1 Population Growth

In 2013 the state’s population was approximately 5.27 million. By 2040, the state demographer estimates that the population will increase by 47 percent to approximately 7.75 million. Projections take into account several variables, including economic, age and gender-specific survival rates, fertility rates, migration patterns, elderly population, and special populations such as college students, prison inmates, and military populations.

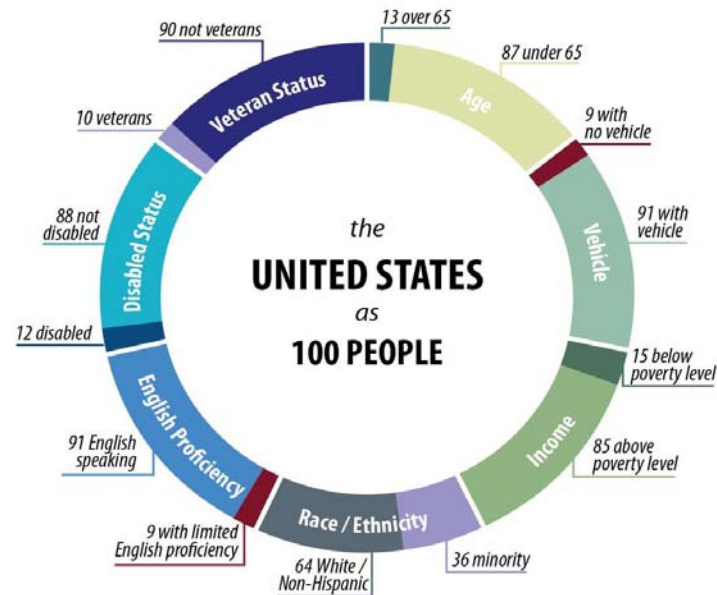
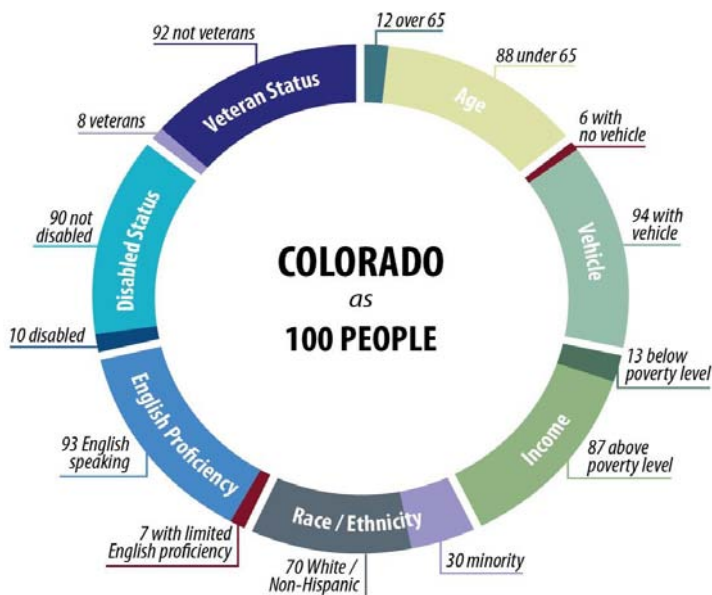
Colorado’s population is projected to increase by 47% by 2040.

The following sections analyze the spatial distribution of the general population as well as people who are more likely to use transit, as well as the location of activity centers and destinations that are likely to generate transit ridership.

### General Population

The state’s population growth is expected to be concentrated along the Front Range in the Denver metropolitan area counties, El Paso County, Larimer County, and Weld County. In addition, several counties with small populations are expected to double or nearly double in population by 2040. This large relative increase in population will impact transportation within Archuleta, Custer, Delta, Eagle, Elbert, Garfield, Montrose, Park, San Miguel and Summit counties.

1 **Figure 3-4 Comparison of Colorado and US Transit Propensity Demographics**

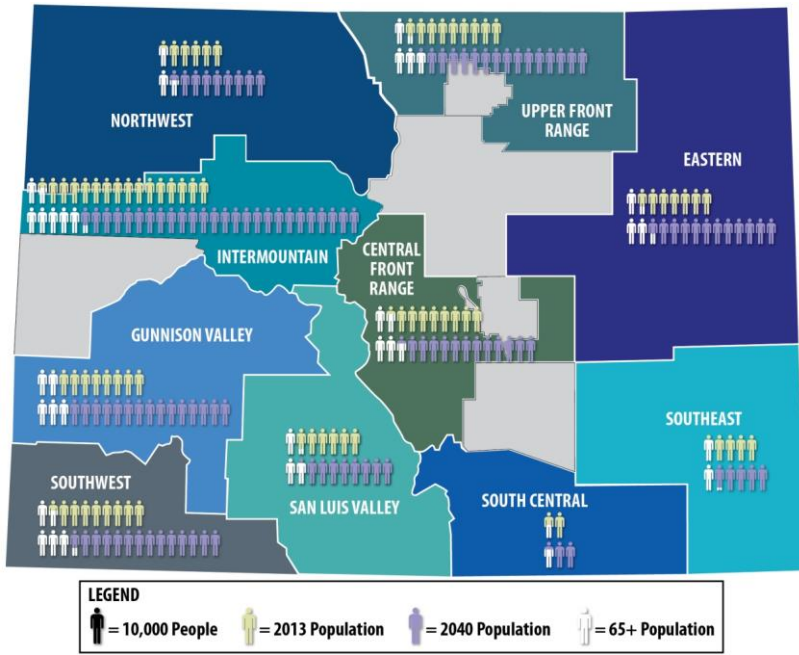


2  
3 **Population Over Age 65**

4 Transportation is a critical service that enables people to age in  
5 their community. By 2040, the state will see a sizeable increase in  
6 the number of people over the age of 65. In 2013, people age 65 and  
7 older accounted for 12 percent of the state's population  
8 (approximately 646,000 people). In 2040, this portion is expected to  
9 increase to 18 percent of the population (approximately 1,424,000  
10 people). This equates to an increase of approximately 120 percent.

12 **Figure 3-5** illustrates anticipated growth in the general population and  
13 and in people over the age of 65 for each rural transportation  
14 planning region. **Figure 3-6** illustrates anticipated growth in the  
15 general population and in people over the age of 65 for each urban  
16 transportation planning region. **Please note that the two figures**  
17 **use different scales in accounting for population size and**  
18 **growth.**

1 **Figure 3-5 Colorado Population Growth 2013 to 2040 by Rural**  
2 **Transportation Planning Region (based on**  
3 **increments of 10,000 people)**



4  
5

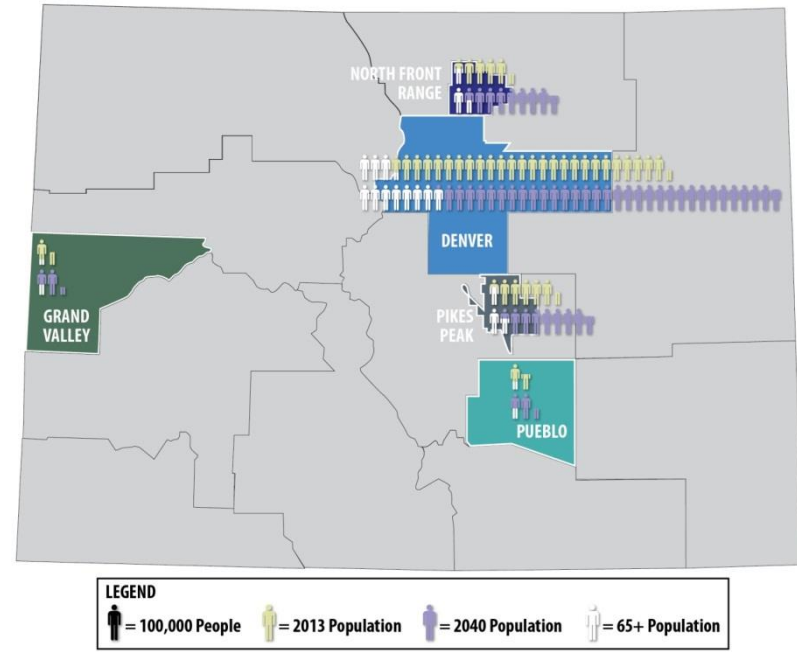
6 **3.2.2 Other Demographics**

7 This section summarizes other key demographic features used as an  
8 indicator of a community's propensity and need for transit services.

9 **Zero Vehicle Households**

10 Because people without ready access to an automobile have  
11 more constraints on their ability to travel, transit planners must  
12 consider those populations that do not have vehicles in their  
13 household. According to the 2011 American Community Survey  
14 5-year estimates, nearly 6 percent (over 110,000) of households  
15 in the state were "zero vehicle households."

16 **Figure 3-6 Colorado Population Growth 2013 to 2040 by**  
17 **Urban Transportation Planning Region (based on**  
18 **increments of 100,000 people)**



19  
20

21 These numbers will likely increase as Millennials are choosing not  
22 to own vehicles in addition to those who cannot afford to own a  
23 vehicle.

24 A comparison of the state's counties shows that Denver County has  
25 both the highest number of households (over 32,000) and the highest  
26 percentage of households (12 percent) without a vehicle. The  
27 following 15 counties have the greatest portion of zero vehicle  
28 households: Alamosa, Cheyenne, Conejos, Costilla, Denver, Huerfano,  
29 Las Animas, Lincoln, Logan, Otero, Prowers, Pueblo, Rio Grande, San  
30 Juan, and San Miguel. **Figure 3-7** illustrates the locations of zero  
31 vehicle households throughout the state.





### 1 **Low-Income**

2 Data from the American Community Survey provide an overview of  
3 how wealth and poverty are distributed throughout the state. Due  
4 to the costs of owning and maintaining a car, poverty is one factor  
5 used to identify populations that may need to rely on transit.

6 Federal poverty thresholds take into account household size, ages of  
7 persons in the household, and number of children. The statewide  
8 poverty rate is 13 percent. County averages range from 3 percent to  
9 26 percent of the population being low income. In the following nine  
10 counties, 20 percent or more of the population is identified as low  
11 income: Alamosa, Bent, Costilla, Huerfano, Lake, Otero, Prowers,  
12 Saguache, and San Juan. These same counties also have the greatest  
13 portion of low-income people. **Figure 3-8** illustrates the portion of  
14 low-income people by county.

### 15 **Minority**

16 Information on minority populations is derived from Census data on  
17 race and ethnicity. While race and ethnicity have no direct bearing  
18 on a person's willingness or ability to use public transit services,  
19 these characteristics are often considered for fairness reasons. Title  
20 VI is a federal statute intended to ensure that programs (including  
21 public transit and human services) receiving federal financial  
22 assistance do not discriminate or deny benefits to people based on  
23 race, color, or national origin. Information on CDOT's Title VI  
24 program is available on the CDOT website.

25 The 2011 US Census American Community Survey 5-year estimate  
26 indicates that approximately 30 percent of the state's population  
27 identifies themselves as a minority by either race or ethnicity.  
28 County averages range from 3 percent to 69 percent.

29

30 Portions of the following counties have the greatest minority  
31 populations: Arapahoe, Conejos, Costilla, Denver, El Paso, Fremont,  
32 Huerfano, Lake, Montezuma, Otero, Prowers, Pueblo, Saguache, and  
33 Weld. **Figure 3-9** illustrates the portion of minority populations by  
34 census tract.

### 35 **Limited English Proficiency**

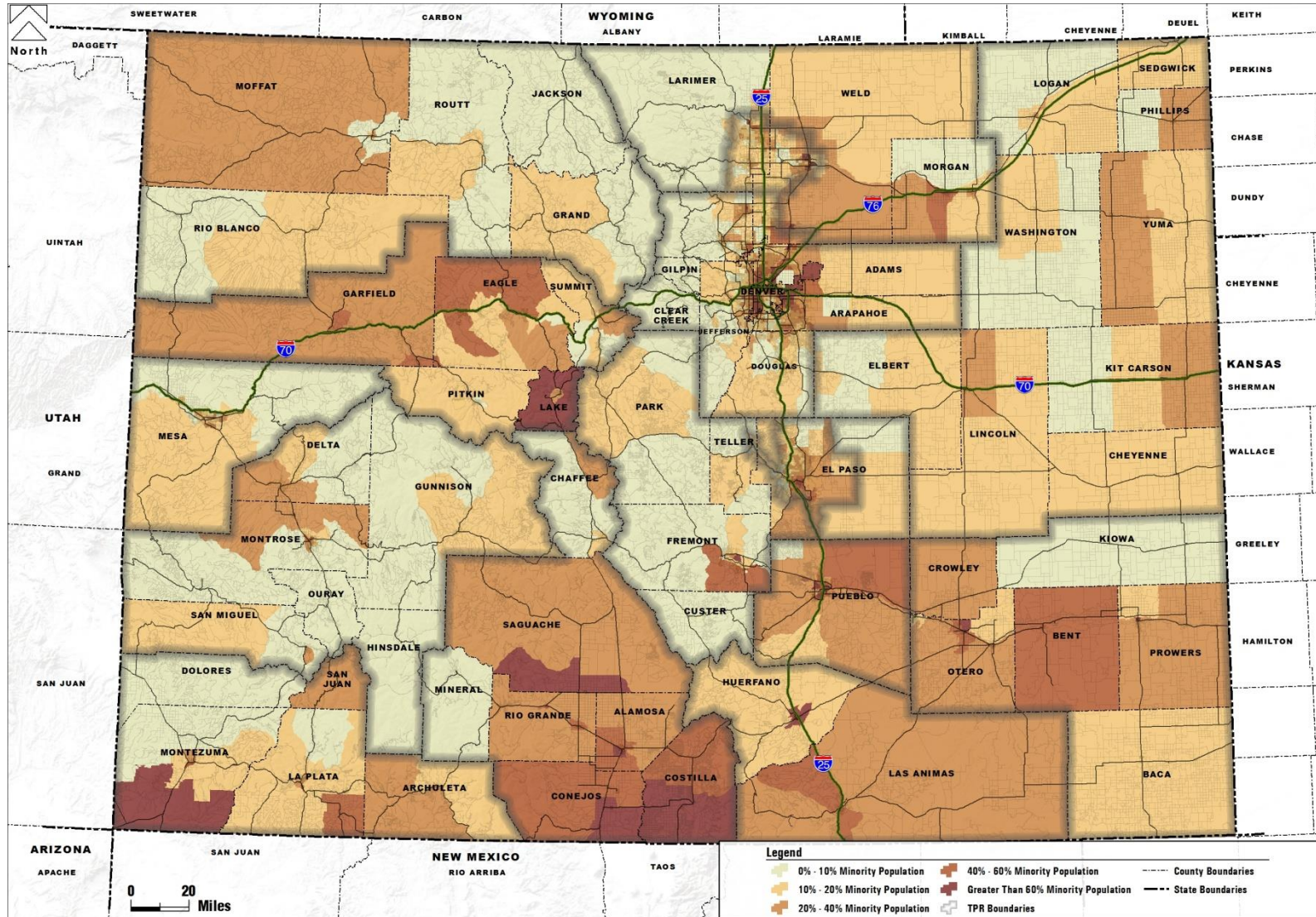
36 English proficiency is also considered under Title VI and is  
37 important to understand to ensure that potential riders are  
38 provided information in a comprehensible format. **Figure 3-10**  
39 illustrates the portion of LEP persons by county throughout the  
40 state. The American Community Survey categorizes this information  
41 based on how much English people are able to speak. For the  
42 purposes of this Statewide Transit Plan, the portion of the  
43 population that is classified as having LEP represent those who  
44 speak English "not at all," "not well," or "well" but not fluently.

45 Overall, the rate of LEP in the state is 7 percent. County averages  
46 range from almost zero LEP to over 15 percent LEP. Counties with a  
47 notably high LEP population include those counties in the Denver  
48 metropolitan area, as well as Lake and Summit counties.

49



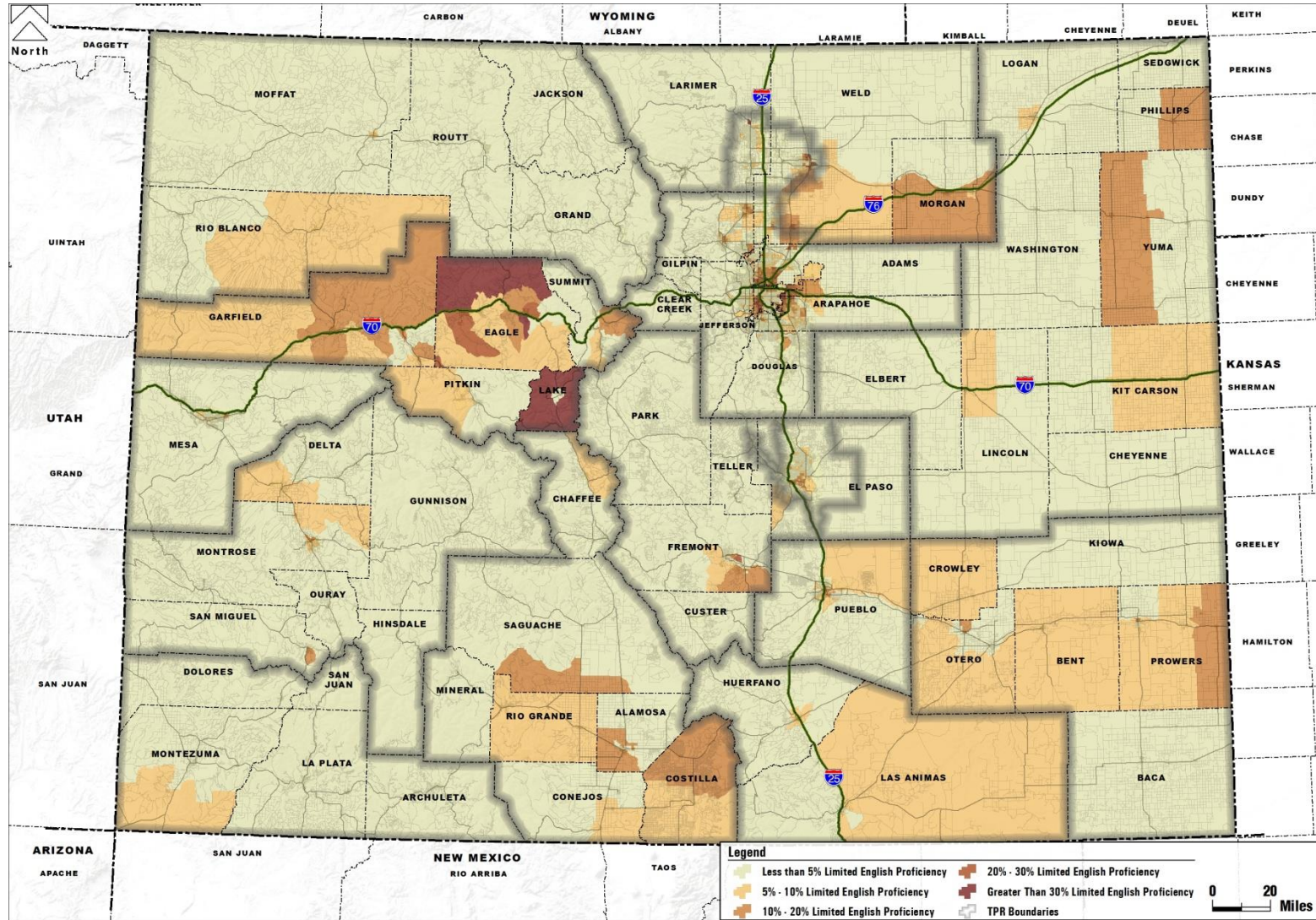
1 **Figure 3-9 Minority Population by Census Tract**



Minority Population is based on the 2007-2011 American Community Survey Table B02001 - Race; based upon non-white population (does not separate hispanic ethnicity) by 2010 Census Tract.

2

1 **Figure 3-10 Limited English Proficiency by Census Tract**



Percentage is based on the 2008-2012 American Community Survey Table B16004, and on values for "Speak English - well, not well, or not at all".

2  
3

## 1 **People with Disabilities**

2 **Figure 3-11** illustrates the percent of the population that has a  
3 disability by county. People with disabilities are likely to depend on  
4 transportation services to maintain their personal mobility. Rural  
5 counties with a sizeable disabled population are likely to exhibit a  
6 strong need for transportation services, especially to provide access  
7 to critical medical services in other counties. According to the  
8 American Community Survey, about 10 percent of the overall  
9 population in the state is disabled. County averages range from  
10 4 percent to 26 percent. Counties with a notably high portion of  
11 disabled people include Bent, Costilla, Crowley, and Huerfano.

## 12 **Veterans**

13 Veterans do not have an inherent transit dependency, but because  
14 many veterans receive medical care at centralized Veterans hospital  
15 facilities, it is important to understand a person's status as a veteran  
16 and the potential need for transit service to access medical services.

17 **Figure 3-12** illustrates the veteran population throughout the state.  
18 Veterans represent approximately 8 percent of the state's  
19 population. County averages range from 3 percent to 16 percent.  
20 Counties with a notably high portion of veterans include Chaffee,  
21 Costilla, Crowley, Custer, El Paso, Fremont, Hinsdale, Huerfano,  
22 Jackson, Mineral, and Teller.

## 24 **Demographic Summary**

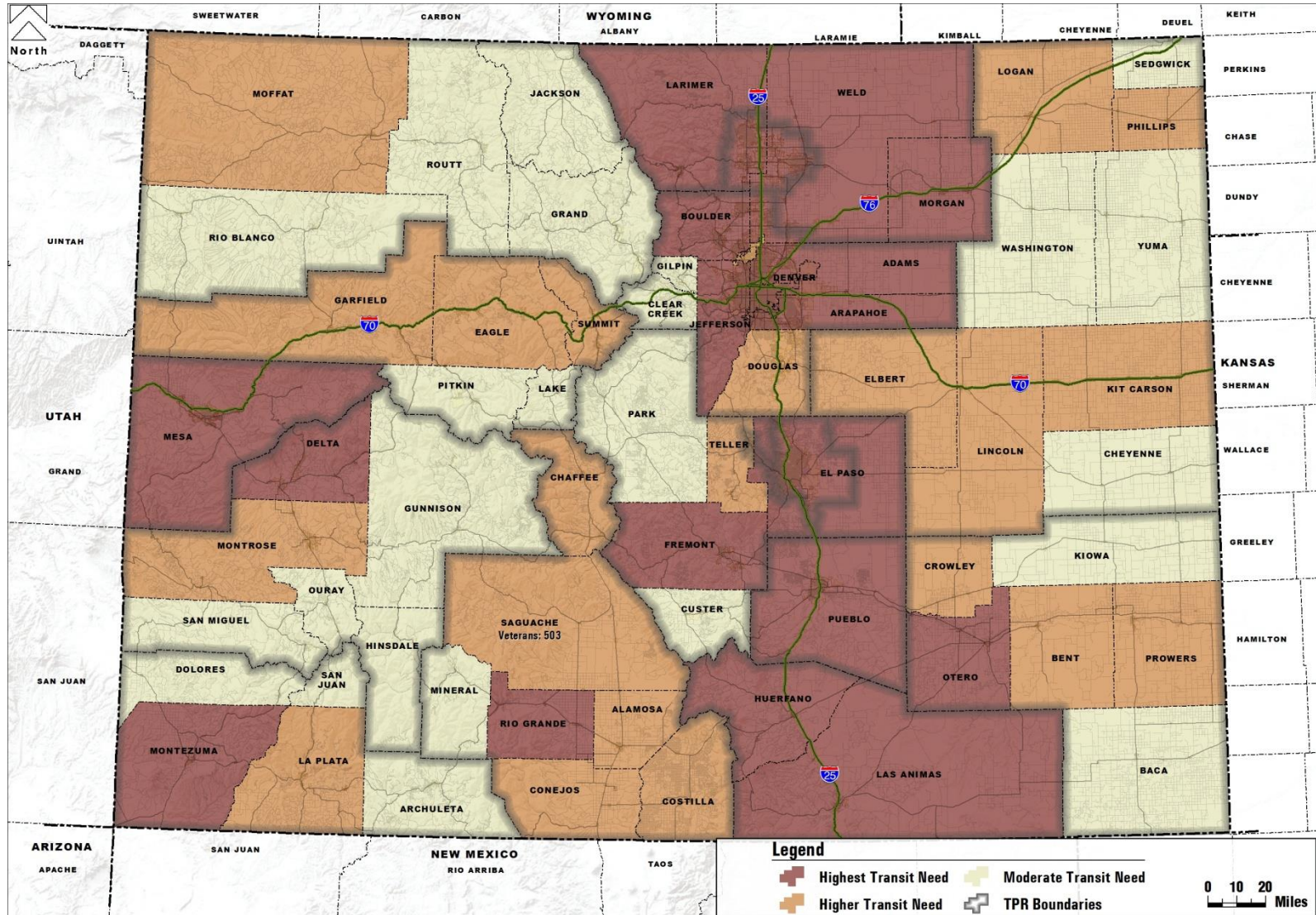
25 Together, the demographics described above help to understand  
26 where transit-dependent populations are located within the state  
27 and can help to identify where limited transit resources should be  
28 focused to ensure that mobility is provided throughout the state. To  
29 identify those counties with the highest level of transit need, the  
30 demographic characteristics were compared to that particular  
31 county's total population and then to the state's total for each  
32 characteristic. Then counties were ranked based on each transit-  
33 dependent characteristic. The use of this methodology revealed the  
34 counties exhibiting the highest level of combined transit-dependent  
35 characteristics: Adams, Arapahoe, Boulder, Delta, Denver, El Paso,  
36 Fremont, Huerfano, Jefferson, Larimer, Las Animas, Otero, Pueblo,  
37 Mesa, Montezuma, Morgan, Rio Grande, and Weld. **Figure 3-13**  
38 illustrates the results graphically.







1 **Figure 3-13** Compilation of the Transit Need and Propensity Indicators by County



Transit Need Index produced through aggregate ranking of over 65, zero vehicle household, minority, limited english proficiency (LEP), disabled, and veteran populations.

2

## 4.0 EXISTING TRANSIT PROFILE

This chapter summarizes the key features of the state’s existing (includes those under construction) public and private transit and rail services, and presents an overview of the human service agencies providing specialized transportation services in the state. Information includes service types, service areas, passenger eligibility, and ridership, where available.

### 4.1 Existing Transit Systems in Colorado

The state of Colorado has over 55 urban and rural public transit and rail providers, over 100 human service agencies that provide transportation services, and many private transit providers. These providers offer a wide range of services

to effectively meet the needs of the traveling public in their area. They are both public and private entities, with the private entities operating as both nonprofit or for profit organizations.

Local or regional agencies fund publicly operated bus and rail services, which are open to all members of the public. Cities, counties, or regional authorities typically operate these services. Sometimes they operate in partnership with nonprofit agencies.

Human service organizations provide transportation to qualifying clients to augment local public transportation services. To qualify, clientele typically meet some of the following criteria: over 65 years of age, veteran, low-income, or disabled. Nonprofit entities operate most of these services.

Privately operated public transportation includes resort bus and shuttle operators, taxi services, intercity bus operations (e.g., Greyhound), and shuttle services. Each is available to the general

Colorado has over 55 urban and rural public transit and rail providers, over 100 human services transportation providers and a number private transit providers.

public. Private for profit or private nonprofit entities may operate these services.

Intercity passenger rail service through Amtrak is publicly funded operating as a for profit corporation.

**Figure 4-1** shows the overall Colorado Transit Network of existing bus and passenger rail services. Each service type is also discussed and illustrated in the following sections.

#### 4.1.1 Existing Bus Services

Various bus services operate across Colorado to provide intercity, regional, interregional and local services. This section provides an overview of the various service types, providers, and existing services.

##### Intercity Bus Service

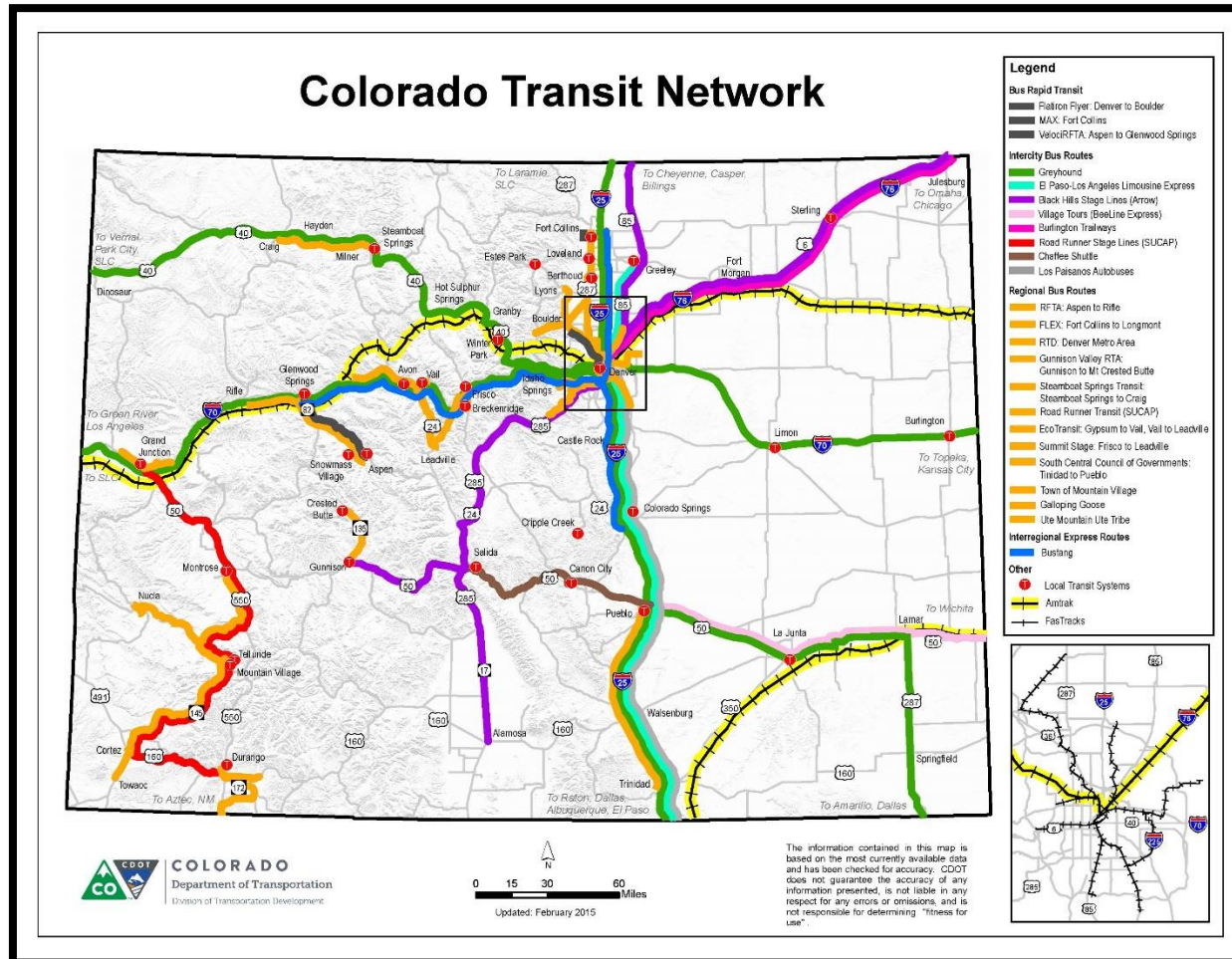
Intercity bus service provides regularly scheduled long-distance travel connecting urban areas throughout the nation, is typically funded with fares, carries luggage and sometimes packages, and connects with national intercity services. Intercity bus generally operates with limited frequency (often one trip per day in each direction), but usually operates every day. Intercity service is provided by private, for-profit carriers with CDOT providing financial assistance to support these services.

In Colorado there are eight providers of intercity bus services. There are six private operators of fixed-route intercity bus services, along with two nonprofit providers. Three of the six private providers support the national intercity bus network (Greyhound, Black Hills Stage Lines and Burlington Trailways), one is a rural feeder system (Village Tours-BeeLine Express), and two are specialized intercity bus carriers that do not connect to the intercity bus network, but instead focus on direct point-to-point service from the US to Mexico (El Paso-Los Angeles Limousine Express and Los Paisanos Autobuses). The Chaffee Shuttle operates as a nonprofit and provides service from Salida to Pueblo and operates the

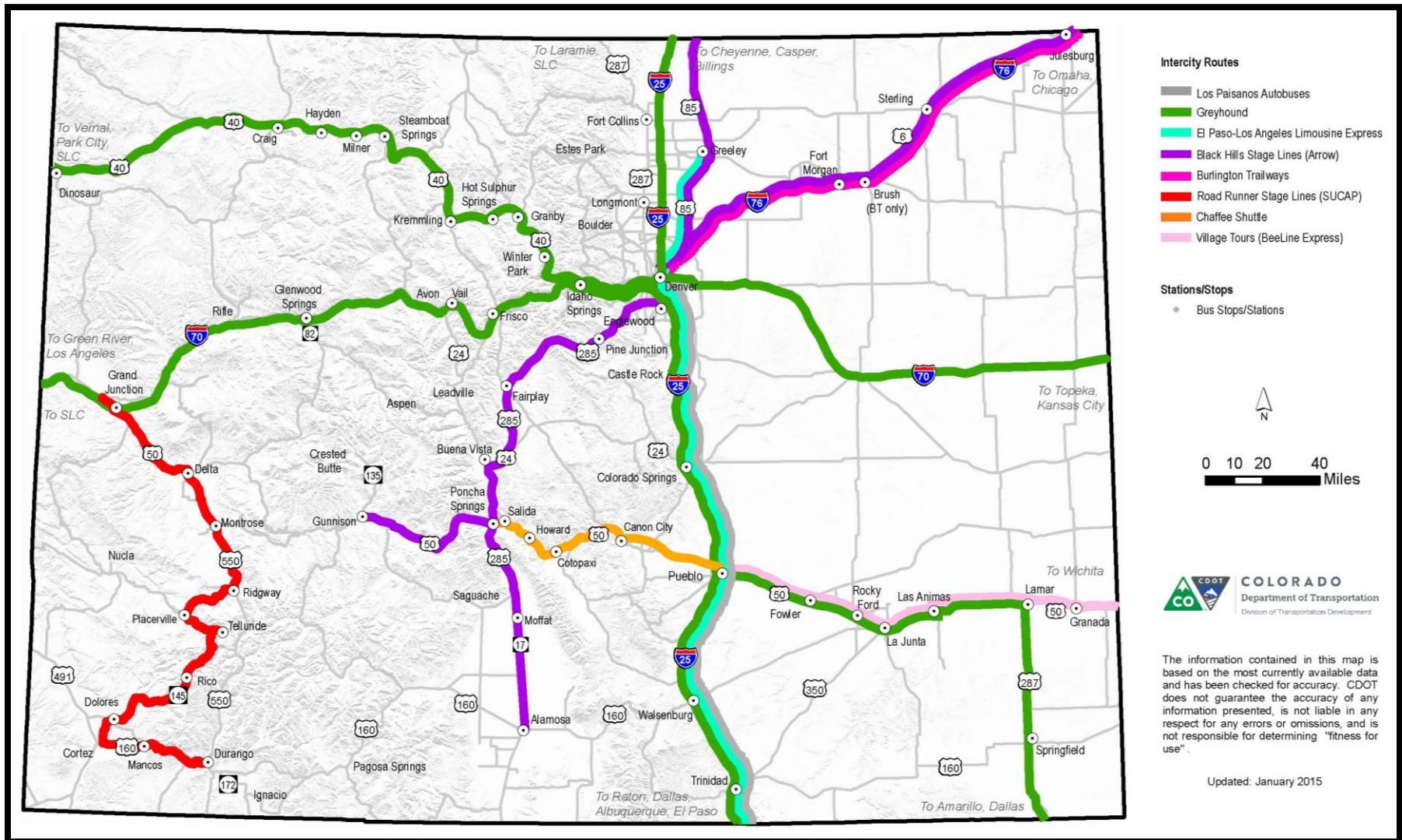
- 1 Gunnison to Salida route for Black Hills Stage Lines. Southern Ute
- 2 Community Action Programs is the other intercity nonprofit
- 3 operator providing service between Durango and Grand Junction.

- 4 **Figure 4-2** shows the existing intercity bus routes in Colorado and
- 5 **Table 4-1** provides an overview of the existing intercity bus service
- 6 providers and current services.

7 **Figure 4-1 Colorado Existing Transit (Bus and Rail) Services**



1 **Figure 4-2 Existing Intercity Bus Routes**



2

1 **Table 4-1 Existing Intercity Bus Services**

Provider	Route	Frequency
<b>Black Hills Stage Lines</b> (wholly owned subsidiary of Arrow Stage Lines)	<i>Denver – Omaha, NE</i> <ul style="list-style-type: none"> <li>Colorado stops include Sterling and Fort Morgan</li> </ul>	One round-trip daily
	<i>Alamosa – Salida – Denver (plus one trip from Gunnison to Salida)</i> <ul style="list-style-type: none"> <li>Stops include Moffat, Poncha Springs, Buena Vista, Fairplay, and Pine Junction</li> </ul>	One round-trip daily
	<i>Denver – Greeley – Cheyenne, WY</i>	Two round-trips daily
<b>Burlington Trailways</b>	<i>Denver – Indianapolis, IN</i> <ul style="list-style-type: none"> <li>Colorado stops include Sterling, Brush, and Fort Morgan</li> </ul>	One round-trip daily
<b>Chaffee Shuttle (nonprofit)</b>	<i>Salida – Cañon City - Pueblo</i> <ul style="list-style-type: none"> <li>Colorado stops include Howard/ Cotopaxi, Cañon City, Penrose, and Pueblo West</li> </ul>	One round-trip daily
	<i>Gunnison – Salida (operated for Black Hills Stage Lines)</i>	On round-trip daily
<b>Greyhound Lines</b>	<i>Denver – Grand Junction – Las Vegas, NV</i>	Three round-trips daily
	<i>Denver – Salt Lake City (via US 40)</i> <ul style="list-style-type: none"> <li>Colorado stops include Idaho Springs, Winter Park, Granby, Hot Sulphur Springs, Kremmling, Steamboat Springs, Milner, Hayden, Craig, and Dinosaur</li> </ul>	One round-trip daily
	<i>Denver – Colorado Springs – Pueblo</i> <ul style="list-style-type: none"> <li>Service on to Rocky Ford, Lamar, and Springfield</li> <li>Service on to Walsenburg and Trinidad</li> <li>Amtrak Thruway bus service from Denver to Colorado Springs, Pueblo, Raton, NM, and Albuquerque, NM</li> </ul>	Five round-trips daily Two round-trips daily One round-trip daily
	<i>Denver – Fort Collins – Salt Lake City – Portland (via I-25 and I-80)</i>	Two round-trips daily
	<i>Denver – St. Louis – New York City</i> Colorado stop in Burlington	Two round-trips daily
	<i>Denver – St. Louis – New York City</i> Colorado stop in Burlington	Two round-trips daily
<b>El Paso-Los Angeles Limousine Express, Inc.</b>	<i>Greeley – New Mexico – Texas</i> <ul style="list-style-type: none"> <li>Colorado stops include Denver, Colorado Springs, and Pueblo</li> </ul>	Three round-trips daily
	<i>Greeley – Denver – Pueblo</i>	Two round-trips daily

Provider	Route	Frequency
Los Paisanos Autobuses, Inc.	Greeley – El Paso, TX <ul style="list-style-type: none"> <li>Colorado stops include Longmont and Denver</li> </ul>	Two round-trips daily
Southern Ute Community Action Programs (SUCAP) (nonprofit)	Durango – Grand Junction <ul style="list-style-type: none"> <li>Stops include Mancos, Cortez, Dolores, Rico, Telluride, Placerville, Ridgway, Montrose and Delta</li> </ul>	One round-trip daily
Village Tours - Beeline Express	Pueblo – Wichita, KS <ul style="list-style-type: none"> <li>Colorado stops include Fowler, Rocky Ford, La Junta, Las Animas, Lamar, and Granada</li> </ul>	One round-trip daily

## Regional Bus Service

Regional bus service provides travel into urban areas and resort communities, typically provides more frequent bus service each day than intercity bus service, and operates with federal, state and/or local funding assistance. Regional services can provide long-distance travel to access government services, medical trips or other destinations. They are typically scheduled to allow users to make a day trip and provide connections to the intercity bus network.

Thirteen providers offer regional bus service in Colorado (see **Figure 4-3**):

- ▶ **Denver RTD:** RTD provides a variety of “Regional” and “SkyRide” routes that operate across the Denver metropolitan region. Approximately 76 regional trips operate between Denver and Boulder, 42 trips between Denver and Longmont, 90 trips between Boulder and Longmont, 25 trips between Pine Junction and Denver, 20



trips between Evergreen and Denver, 25 trips between Nederland and Boulder, 14 trips between Parker and Denver, 18 trips between Brighton and Denver, and 12 trips between Lyons and Boulder on typical weekdays. RTD operates several SkyRide routes that connect DIA with areas throughout the Denver region. RTD’s regional routes and SkyRide routes connect with intercity bus network providers, including Greyhound, Black Hills Stage Lines, and Burlington Trailways. Detailed route and schedule information can be found at RTD’s website.

- ▶ **Eagle County Transit:** ECO Transit operates regional routes that travel along Highway 6, which parallels I-70 and serves Vail, Eagle-Vail, Avon/Beaver Creek, Edwards, Eagle, Eagle Regional Airport and Gypsum. During the winter, 16 daily round-trips are operated between Gypsum and Vail and 28 daily round-trips between Edwards and Vail with additional peak hour service. Regional service also travels north-south along Highway 24 providing two daily round-trips



connecting Leadville, Red Cliff, and Minturn to Vail and Avon. Detailed route and schedule information can be found at Eagle County’s website.

- ▶ **Transfort’s FLEX:** FLEX is a regional route in northern Colorado serving Fort Collins, Loveland, Berthoud, and Longmont, where riders can connect to RTD bus services to Denver and Boulder. On weekdays, 18 round-trips are provided, including 9 that serve Longmont and Berthoud (others only connect Loveland and Fort Collins). On Saturdays, 14 round-trips are provided, including 4 that serve Longmont and Berthoud. Detailed route and schedule information can be found at Transfort’s website.



- ▶ **Galloping Goose Transit:** The Town of Telluride and San Miguel County offer regional commuter transit service between Norwood and Telluride, via Placerville and Lawson. Two round-trips are provided on weekdays with service to Telluride in the mornings and service to Norwood in the evenings. One daily round-trip is provided over the weekend, with service in the peak direction only. Five additional round-trips run in both directions between



Placerville and Telluride during the week. Detailed route and schedule information can be found at the Town of Telluride’s website.

- ▶ **Grand Valley Transit:** Grand Valley Transit provides local and regional bus, dial-a-ride and paratransit services in the Grand Valley (Mesa County) area. Two regional routes provide service between Grand Junction and Fruita and Grand Junction and Palisades. Route 8 travels to and from the Mesa Mall Transfer Station to Fruita with service from 4:45 am to 8:35 pm. Route 4 travels to and from the Clifton Transfer Station and Palisades with service from 4:45 am to 8:35 pm. Detailed route and schedule information can be found at Grand Valley Transit’s website.



- ▶ **Gunnison Valley Rural Transportation Authority (RTA):** The RTA provides bus service between Gunnison, Crested Butte and Mount Crested Butte. The summer schedule consists of three round-trips daily. The winter schedule consists of 12 round-trips daily. Detailed route and schedule information can be found at the Gunnison Valley RTA’s website.



1 ▶ **Roaring Fork Transportation Authority (RFTA):** RFTA  
 2 provides regional commuter  
 3 bus service along SH 82  
 4 between Aspen and  
 5 Glenwood Springs (Roaring  
 6 Fork Valley), and along I-70  
 7 between Glenwood Springs  
 8 and Rifle (Grand Hogback  
 9 route). The Valley service  
 10 has 41 round-trips on  
 11 weekdays. The Grand Hogback  
 12 Route includes stops in New Castle and Silt and has 17 trips  
 13 per day. RFTA also began a new Bus Rapid Transit system,  
 14 VelociRFTA (see following section). Detailed route and  
 15 schedule information can be found at RFTA’s website.



16 ▶ **South Central Council of Governments (SCCOG):** This  
 17 regional service operates three days  
 18 per week between Trinidad,  
 19 Walsenburg, and Pueblo. It connects  
 20 with intercity bus providers at the  
 21 Pueblo Transit Center. Detailed route  
 22 and schedule information can be  
 23 found at SCCOG’s website.



24 ▶ **Southern Ute Community Action Programs (SUCAP):**  
 25 Road Runner Transit  
 26 connects the east side of La  
 27 Plata County with services in  
 28 Durango. Primary regional  
 29 routes include Ignacio to  
 30 Durango, Bayfield to  
 31 Durango, and Ignacio to  
 32 Aztec, New Mexico. Detailed  
 33 route and schedule  
 34 information can be found at SUCAP’s website.



35 ▶ **Steamboat Springs Transit (SST):** SST provides regional  
 36 bus service between Steamboat  
 37 Springs and Craig with stops in  
 38 Hayden and Milner. Summer and  
 39 fall service consists of two round-  
 40 trips daily. Detailed route and  
 41 schedule information can be  
 42 found at the City of Steamboat  
 43 Spring’s website.



44 ▶ **Summit Stage:** Regional service is provided between  
 45 Leadville and Frisco and operates as a commuter transit  
 46 service called the Lake  
 47 County Link. Two round-  
 48 trips are provided daily  
 49 with service northbound  
 50 to Frisco in the mornings  
 51 and southbound to  
 52 Leadville in the  
 53 evenings. Detailed route  
 54 and schedule information can be found at Summit County’s  
 55 website.

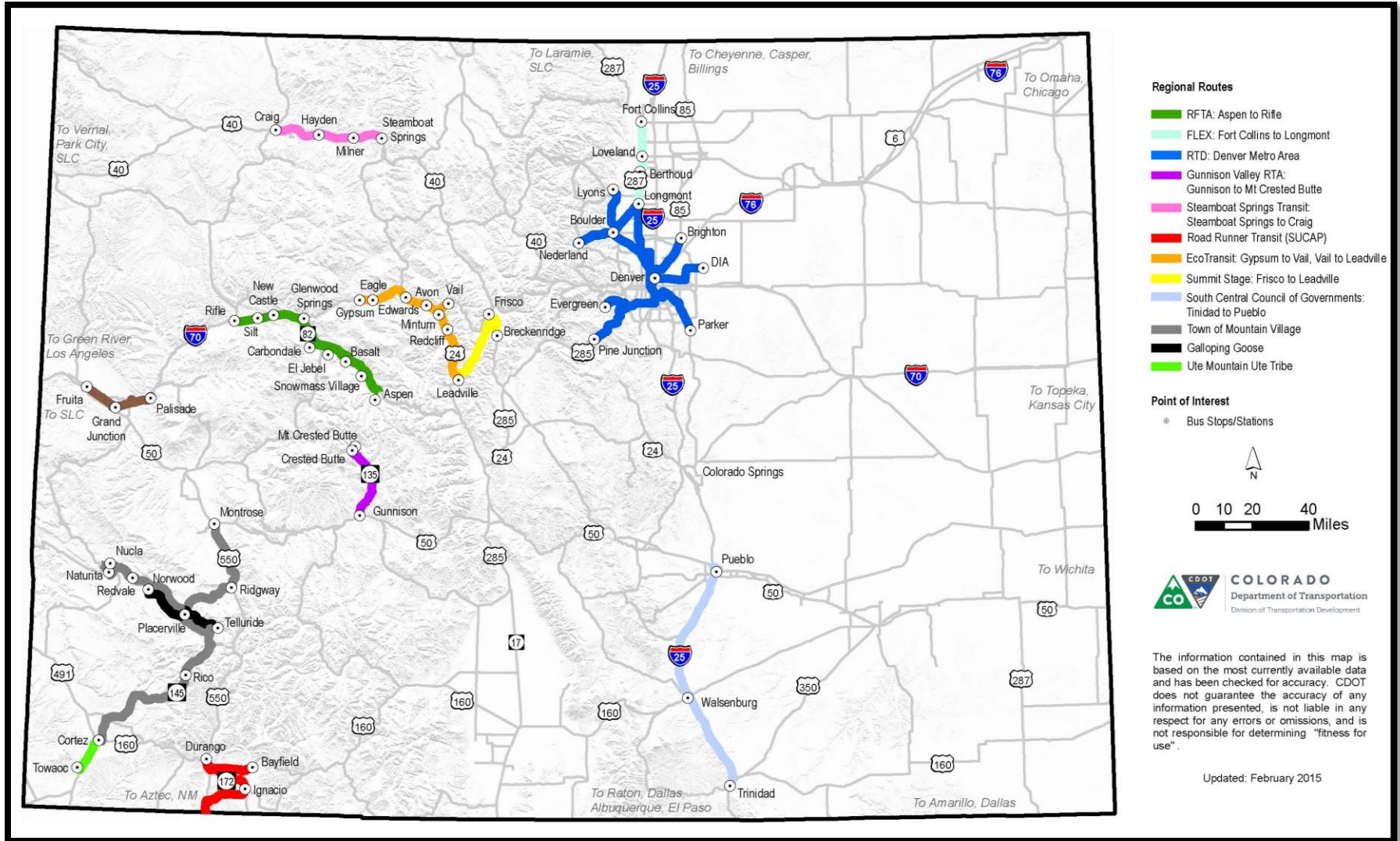


56 ▶ **Town of Mountain Village:** A regional commuter shuttle  
 57 program is offered to town and non-town employees along  
 58 three different routes: Montrose/Ridgway route, Norwood/  
 59 Nucla/Naturita route, and Cortez/Rico route. Daily service  
 60 varies by route and is generally provided in the morning  
 61 and evening. Schedule information for the shuttle is  
 62 available on the Town of Mountain Village website.

63 ▶ **Ute Mountain Ute Tribe:** provides free service between  
 64 Towaoc and Cortez. This service is available to the general  
 65 public as well as students, seniors and disabled passengers.  
 66 Three trips are provided daily.



1 **Figure 4-3 Existing Regional Bus Routes**



2

**Bus Rapid Transit**

Three bus rapid transit (BRT) systems exist or are under construction in the state (See **Figure 4-4**):

- ▶ **Flatiron Flyer:** RTD's new BRT along US 36 is currently under construction and expected to open in 2016. It is approximately 18 miles long, connects downtown Denver Union Station and Boulder, and travels along semi-exclusive lanes on US 36. This project is a collaborative effort between RTD and CDOT.



- ▶ **MAX:** This BRT serves major activity and employment centers in Fort Collins. It generally parallels US 287 and the BNSF Railway tracks from the South Transit Center (south of Harmony Road) on the south end to the downtown Fort Collins Transit Center on the north end, a length of approximately 6 miles. It serves 12 stations/stops along the corridor. It operates on 10-minute peak frequencies Monday through Saturday. The service opened in May 2014 and early ridership numbers (while the service was still operating fare free) were around 3,000 passengers per day.



- ▶ **VelociRFTA:** In September 2013 RFTA began BRT service (VelociRFTA) and is the first rural BRT system in the nation. It serves the Roaring Fork Valley connecting communities along SH 82 between Glenwood Springs and Aspen, a length of



approximately 40 miles. It operates every 12 minutes during the peak periods, 7 days per week and serves 9 stations. Since opening daily ridership is approximately 3,200 passengers per day.

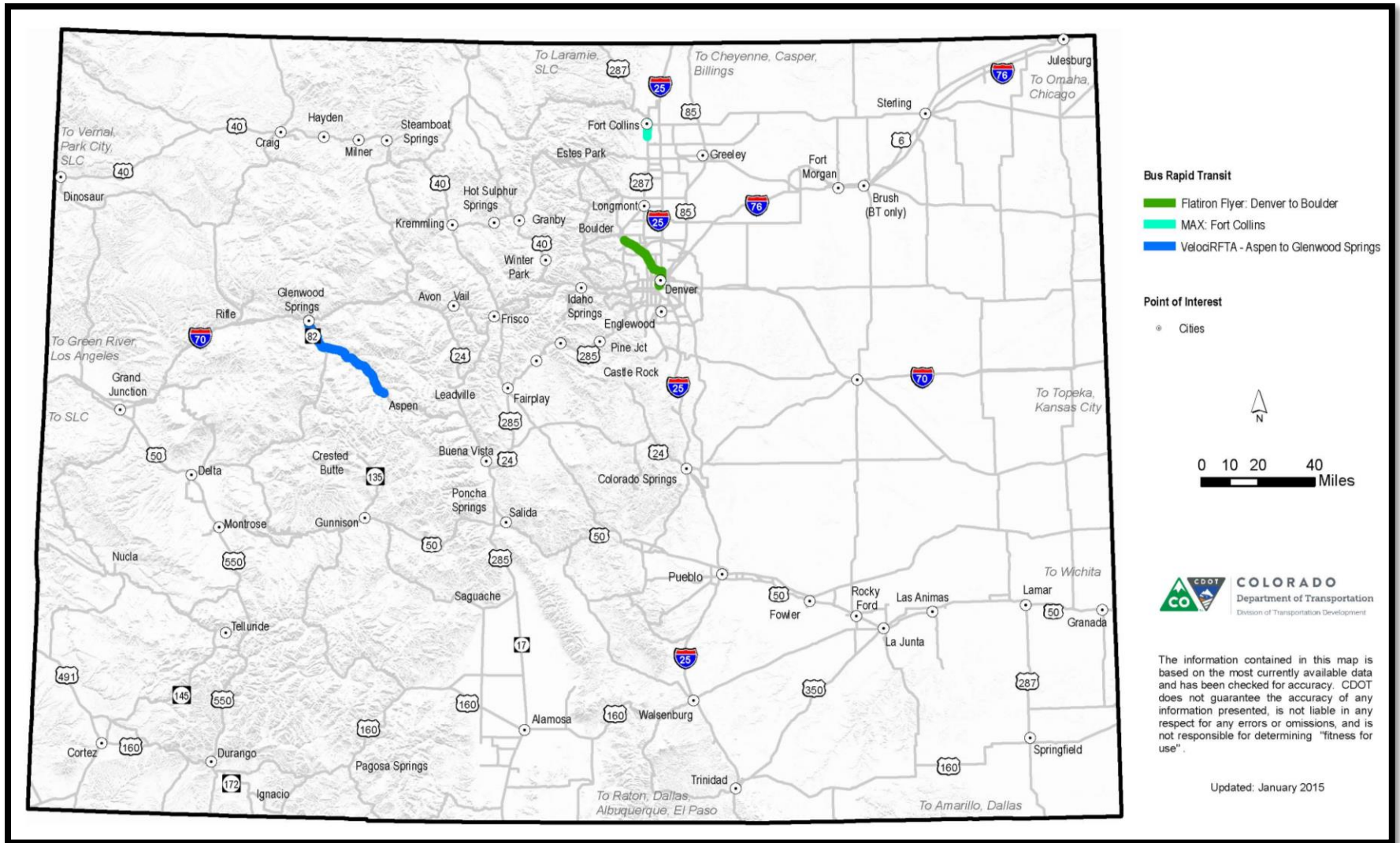
**Interregional Express Bus Service - Bustang**

Interregional express bus service travels between regions connecting urbanized



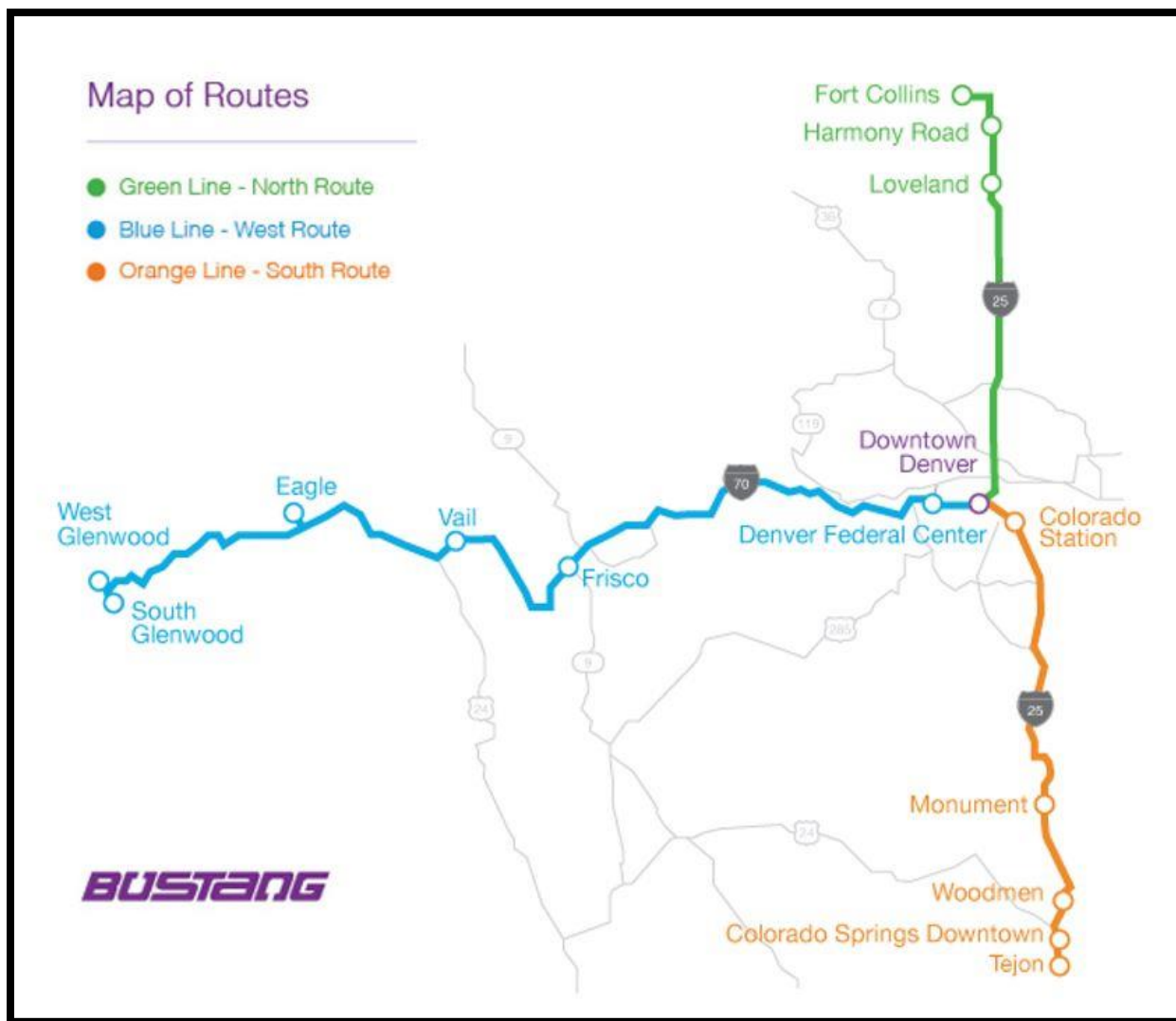
areas that have existing local transit services. Service focuses on commuters providing high frequency express service. It typically operates weekdays and attempts to provide auto-competitive travel times. CDOT's Bustang service on three interregional express bus routes will begin in spring 2015. Bustang will connect commuters along the I-25 Front Range and I-70 Mountain Corridors. By linking major local transit systems together, Bustang responds to demand from the traveling public to have a reliable transit alternative along the highest traveled corridors in the state. To begin, there are 6 round trips/week day between Fort Collins and Denver; 7 round trips/weekday between Colorado Springs and Denver; and 1 roundtrip/weekday between Glenwood Springs and Denver. There are 13 over the road 50-passenger coaches to be used on the three routes. All buses are equipped with a restroom, bike racks, free WIFI and are ADA compliant. **Figure 4-5** illustrates the CDOT interregional express routes and stops.

1 **Figure 4-4 Existing Bus Rapid Transit Systems**



2

1 **Figure 4-5 Interregional Express Bus Routes – Spring 2015**



Source: Colorado Department of Transportation, 2014.

2  
3

**4.1.2 Existing Passenger Rail Services**

Passenger rail services in Colorado consist of the Regional Transportation District’s (RTD) FasTracks program of light rail and commuter rail services (see **Figure 4-6**), Amtrak’s national intercity rail service, and Colorado’s scenic tourist railways. Services described below include existing and those currently under construction.

**Light Rail**

As part of the voter- approved FasTracks transit program, RTD has implemented light rail service in the Denver metropolitan area with five light rail lines in existence or under construction. In May 2014, the average weekday light rail ridership for operational lines was approximately 148,000 passengers per day. These light rail lines provide frequent high-capacity service:



- ▶ **Central Rail Line:** This line opened in 1994 as Denver’s first light rail line. The 5.3-mile line currently runs from I-25/Broadway, through downtown Denver and along Welton Street to 30<sup>th</sup>/Downing. A 0.8-mile extension is planned to 38<sup>th</sup>/Blake where passengers can connect with the East Rail Line (Denver Union Station to DIA). In May 2014, average weekday ridership on the Central line was approximately 79,000 passengers per day.
- ▶ **Southwest Rail Line:** This 8.7-mile light rail line opened in 2000 and connects Littleton (Mineral Avenue) to downtown Denver. The Southwest Rail Line has 5 stations and nearly 2,600 parking spaces. A 2.5-mile extension of this line to C-470/Lucent Boulevard and a 1,000 space Park-n-Ride facility are planned as part of the FasTracks initiative. In

May 2014, average weekday ridership on the Southwest line was approximately 15,500 passengers per day.

- ▶ **Southeast Rail Line:** This 19.1-mile light rail line opened in 2006 and connects Lincoln Avenue and the Denver Technological Center to downtown Denver, primarily along I-25. A 2.3-mile extension of this line is planned from Lincoln Avenue to RidgeGate Parkway, with stops at the Sky Ridge Medical Center and Lone Tree City Center as part of the FasTracks initiative. The RidgeGate station will also include a new 1,300 space Park-n-Ride facility. In May 2014, average weekday ridership on the Southeast line was approximately 39,500 passengers per day.
- ▶ **West Rail Line:** This 12.1-mile light rail line opened in 2013 and connects the Jefferson County Government Center in Golden to the Auraria Campus in downtown Denver. With 12 stations and nearly 5,000 parking spaces, the line serves Denver, Lakewood, the Federal Center, Golden, and Jefferson County. In May 2014, average weekday ridership on the West line was approximately 14,000 passengers per day.
- ▶ **I-225 Rail Line:** This 10.5-mile light rail line is within the city of Aurora and travels along I-225 connecting to the Southeast Rail Line to the south and eventually the East Rail Line to the north. The line currently operates from I-25 to Parker Road/Nine Mile. The extension to Peoria Street to connect to the East Rail Line is under construction and scheduled to open in 2016. The line includes stops at major activity centers like the Aurora City Center, Anschutz/ Fitzsimons Medical Center, and DIA through a transfer at Peoria to the East Rail Line.

**Commuter Rail**

RTD’s FasTracks program also includes construction of the following commuter rail lines:



- ▶ **East Rail Line:** This 22.8-mile electric commuter rail line, scheduled to open in 2016, will connect downtown Denver Union Station to Denver International Airport (DIA). The East Rail Line will have 6 stations and roughly 3,500 parking spaces.
- ▶ **Gold Line:** This 11.2-mile electric commuter rail line, scheduled to open in 2016, will connect downtown Denver Union Station to Wheat Ridge (Ward Road) through Adams County and Arvada. The Gold Line will have 7 stations and 2,300 parking spaces.
- ▶ **Northwest Rail Line:** This 41-mile commuter rail line will connect downtown Denver Union Station to downtown Longmont, passing through North Denver, Adams County, Westminster, Broomfield, Louisville, and Boulder. The first 6.2-mile segment from Denver Union Station to south Westminster (71<sup>st</sup> Avenue/Lowell Boulevard) is scheduled to open in 2016. The remainder of the line to Longmont will be built as funding becomes available, however, this is not anticipated to occur before 2040. Funds have been allocated to the construction of the Longmont station.
- ▶ **North Metro Rail Line:** This 18.5-mile electric commuter rail line will run from downtown Denver Union Station through Commerce City, Thornton, and Northglenn to 162<sup>nd</sup>/SH 7 in northern Adams County. The first 12.5-mile phase from Denver Union Station to 124<sup>th</sup> Avenue with six stations is scheduled to open in 2018. The final 6 miles to 162<sup>nd</sup> Avenue/SH 7 and two stations will be built as funds become available.

35 **Figure 4-6 RTD FasTracks Program**



36

1 **Colorado Scenic Railways**

2 Colorado is home to eight scenic  
3 railroads that operate on standard  
4 or narrow gauge tracks, or in one  
5 case, on a cog rail system. These  
6 tourist oriented carriers typically  
7 operate under different authority  
8 and are privately funded and  
9 maintained. **Figure 4-7** displays  
10 Colorado's scenic railroad corridors that generate significant  
11 economic activity in the communities and regions in which they  
12 operate.



13 **Electric Trolley Systems**

14 In Colorado, there are two electric trolley systems in operation.

- 15 ▶ **Fort Collins Municipal Railway:** The Fort Collins  
16 Municipal Railway Society and the Fort  
17 Collins Museum have partnered to  
18 restore and operate this electric trolley  
19 system. The system operates on a 1.5-  
20 mile line from City Park to Howes Street  
21 (downtown) on summer weekends and  
22 holidays.



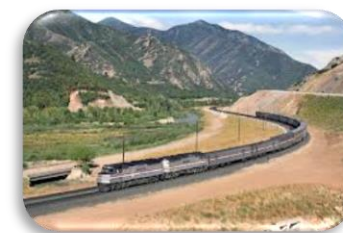
- 23 ▶ **Platte Valley Trolley:** This  
24 trolley system operates in  
25 Denver along the South  
26 Platte Greenway from  
27 Confluence Park past the  
28 Downtown Aquarium,  
29 Children's Museum and  
30 Sports Authority Field at Mile  
31 High. The trolley normally runs on summer weekends and  
32 during football season, shuttling fans to the games.



33 **Intercity Passenger Rail Service**

34 Amtrak, the National Railroad Passenger Corporation, is the only  
35 provider of long-distance passenger rail service in Colorado.  
36 Nationwide, Amtrak operates more than 300 trains each day  
37 covering 21,000 route miles and serving more than 500  
38 destinations providing critical intercity service to many rural  
39 communities. Currently there are two routes operating through  
40 Colorado (see **Figure 4-8**):

- 41 ▶ **California Zephyr:** This  
42 passenger rail service  
43 connects Colorado to Salt  
44 Lake City, Oakland/  
45 Emeryville, Omaha, and  
46 Chicago and is Amtrak's  
47 longest route. It traverses  
48 the entire state, generally  
49 paralleling I-70 and I-76.  
50 Colorado stops include Fort Morgan, Denver, Fraser/Winter  
51 Park, Granby, Glenwood Springs, and Grand Junction. East of  
52 Denver, the BNSF Railway owns, operates and maintains the  
53 majority of the route to Chicago. West of Denver, the UP  
54 owns the track for this portion of the route. In 2014, the  
55 Zephyr served more than 366,000 passengers, down  
56 slightly from 2013.



- 57 ▶ **Southwest Chief:** This  
58 passenger rail service  
59 connects the southeast  
60 region of Colorado to  
61 Albuquerque, Los  
62 Angeles, Kansas City, and  
63 Chicago. Colorado stops  
64 include Lamar, La Junta,  
65 and Trinidad. The Southwest Chief operates on track  
66 owned by the BNSF Railway. In 2014, the Southwest Chief  
67 carried over 352,000 passengers.



1 In 2014, the Colorado General Assembly created the  
2 Southwest Chief Commission to coordinate and oversee  
3 efforts to retain service through Colorado and the potential  
4 of routing service to Pueblo and adding a stop in  
5 Walsenburg. More information on the Southwest Chief  
6 Commission can be found in **Section 7.1.2**.

7 Colorado had two additional Amtrak routes that were discontinued  
8 in 1997 due to reductions in federal funding support. These two  
9 trains were the Pioneer, operating between Denver and Seattle, and  
10 the Desert Wind, which operated from Denver to Los Angeles by  
11 way of Salt Lake City and Las Vegas.

### 12 **Amtrak Thruway Service**

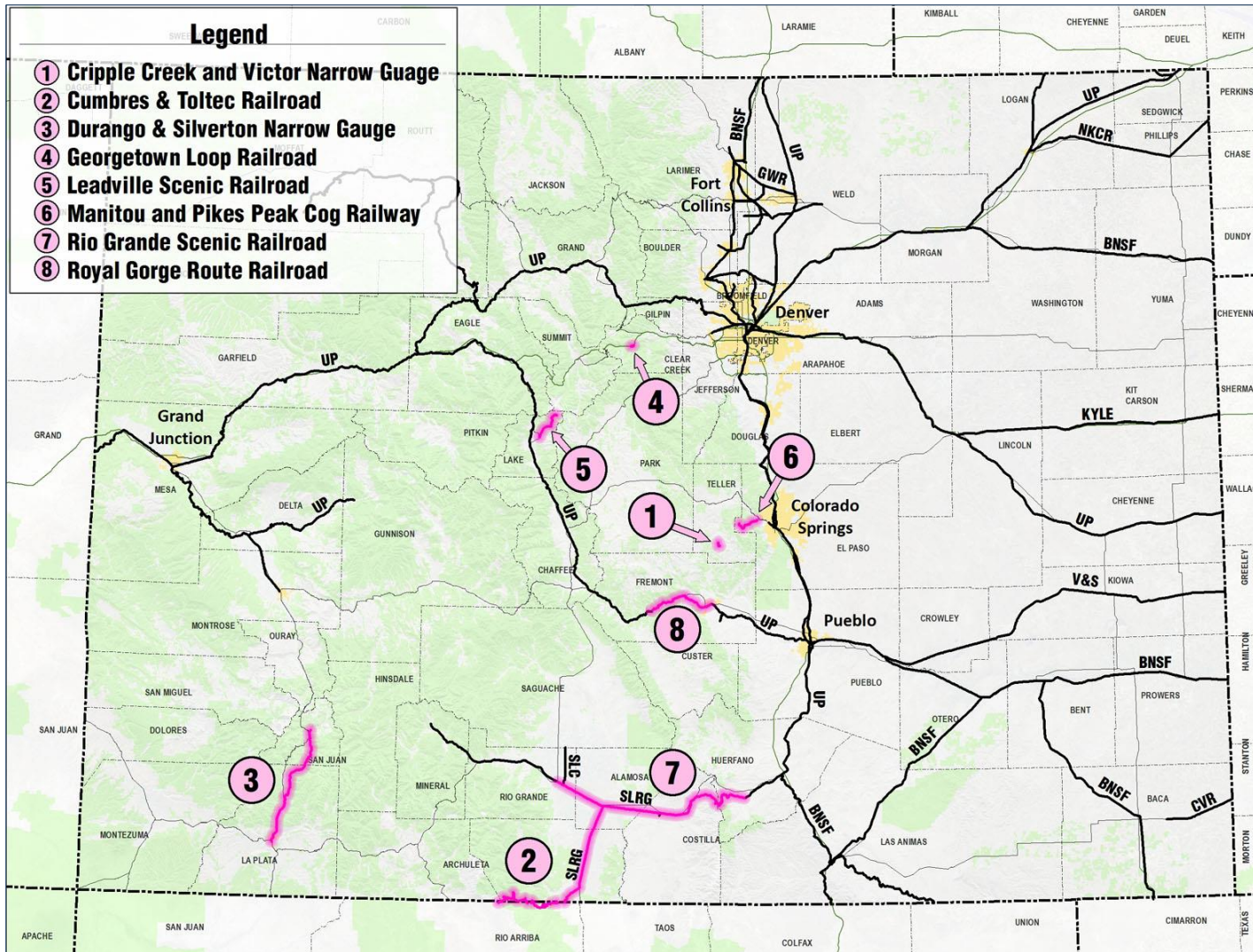
13 Amtrak also provides Thruway bus service to allow passengers to  
14 reach destinations not served directly by rail passenger service. The  
15 Amtrak Thruway services provide connecting services to and from  
16 scheduled Amtrak trains from train stations. Train and Thruway  
17 tickets can be purchased together from Amtrak for the length of a  
18 passenger's journey. In Colorado, these services are operated by  
19 Greyhound and Black Hills Stage Lines and provide connections to  
20 the intercity bus network at Denver Union Station and Glenwood  
21 Springs. In other locations, passengers must transfer to the  
22 intercity bus stations/stops from the Amtrak station.

23 The Thruway bus service routes include:

- 24 ▶ Denver – Colorado Springs – Pueblo (Greyhound)  
25 connecting with the California Zephyr at Denver Union  
26 Station and
- 27 ▶ Denver – Frisco – Vail - Glenwood Springs (Greyhound)  
28 connecting with the California Zephyr at Denver Union  
29 Station and Glenwood Springs
- 30 ▶ Raton, NM – Pueblo – Colorado Springs - Denver  
31 (Greyhound) connecting with the Southwest Chief in Raton
- 32 ▶ Alamosa/Gunnison – Denver (Black Hills Stage Lines)  
33 connecting to the California Zephyr at Denver Union Station  
34

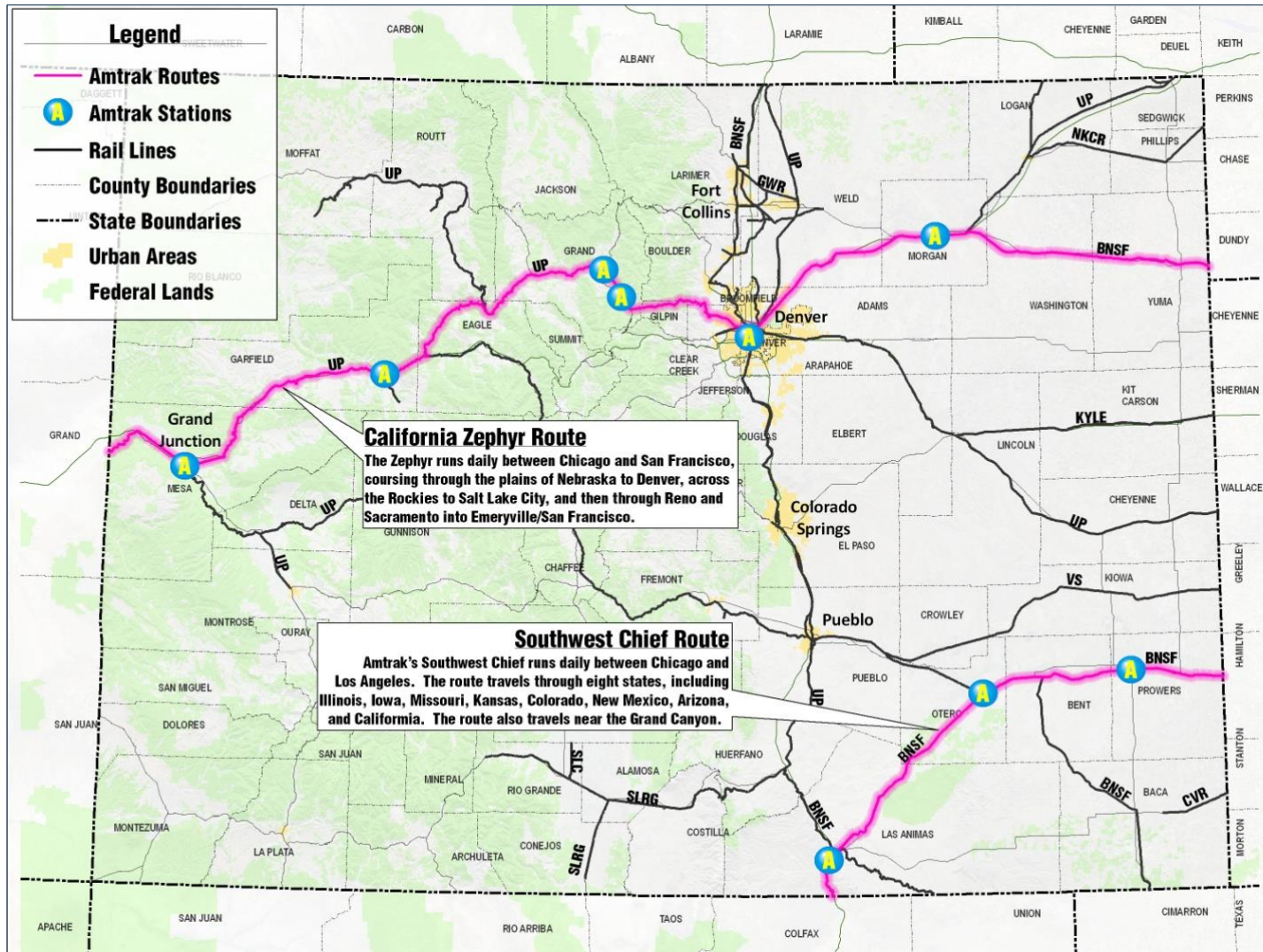


1 **Figure 4-7 Colorado Scenic Railways**



Source: Colorado State Freight and Passenger Rail Study, 2012

1 **Figure 4-8 Existing Colorado Amtrak Routes and Stations**



2  
3 Source: Colorado State Freight and Passenger Rail Study, 2012

1 **4.1.3 Specialized Privately Operated Transportation** 34  
 2 **Services** 35

3 Colorado also has many specialized privately operated public 36  
 4 transportation services. These include resort buses and shuttle 37  
 5 operators, casino buses and shuttles, and taxi services. These 38  
 6 include but are not limited to: 39

- 7 ▶ **Colorado Mountain Express (CME)** provides airport 40  
 8 transportation to Mountain Resorts including Breckenridge, 41  
 9 Keystone, Copper Mountain, Vail, Beaver Creek, Bachelor 42  
 10 Gulch, Aspen, Snowmass Village, and surrounding areas. 43  
 11 CME’s fleet includes vans and sport utility vehicles. CME 44  
 12 shuttles depart from Vail and Summit between 5:30 am and 45  
 13 6:30 pm and from DIA between 9:30 am and 9:30 pm. 46
- 14 ▶ **GO Alpine Shuttle** provides ground transportation 47  
 15 between DIA and Steamboat Springs, and Yampa Valley 48  
 16 Regional Airport (Hayden, Colorado) and Steamboat 49  
 17 Springs. GO Alpine also provides local taxi service, charters, 50  
 18 limousines, and special occasion shuttles. 51
- 19 ▶ **Estes Park Shuttle** focuses on transporting visitors 52  
 20 between DIA and the Estes Park area. 53
- 21 ▶ **Fresh Tracks Transportation** provides shared ride shuttle 54  
 22 and charter shuttle services between DIA and Summit 55  
 23 County, ski shuttles to and from Vail and Summit County 56  
 24 resorts, and wedding shuttle service in Summit County. The 57  
 25 Fresh Tracks service area includes Breckenridge, Keystone, 58  
 26 Copper Mountain, Frisco, Dillon, and Silverthorne. 59
- 27 ▶ **High Country Shuttle** is Clear Creek County’s only shuttle 60  
 28 service to and from DIA. The service area includes the 61  
 29 Colorado mountain communities of Georgetown, Empire, 62  
 30 Downeyville, Idaho Springs, and the Floyd Hill area. 63
- 31 ▶ **Home James** offers airport shuttle services from DIA to 64  
 32 Winter Park and Grand County. There is also an elite service 65  
 33 from DIA to Winter Park, Grand County, Aspen, Summit 66  
 67

County, Steamboat Springs, and Vail/Beaver Creek. It also provides private service anywhere in the state of Colorado.

- ▶ **MTN Shuttle** provides airport shuttle services from DIA to Breckenridge, Estes Park, Keystone, Winter Park, and Colorado Springs. They provide services from Denver hotels or DIA to all ski resorts: Vail, Beaver Creek, Copper Mountain, Winter Park, Breckenridge, Keystone, and Georgetown. MTN Shuttle’s fleet includes vans, SUVs, Hummers, and deluxe XLT vehicles.
- ▶ **Peak 1 Express** provides Colorado mountain airport shuttle service between DIA and Summit County and shuttle service to Vail/Beaver Creek from Breckenridge. Services are provided all year long and include charter shuttles, private event shuttles, wedding shuttles, and group transportation.
- ▶ **Powderhound** provides transportation services for DIA shuttles, weddings, concerts, and private events. Powderhound serves Vail resorts, Aspen, Copper Mountain, Steamboat Springs, Winter Park, Telluride, Summit County, Red Rocks, and Montrose Regional Airport.
- ▶ **Summit Express** offers scheduled shuttle service to and from DIA and Summit County. Shared shuttles are offered to and from DIA and private shuttles are offered from the Eagle Airport. Summit’s fleet includes private SUVs, private vans, and luxury vans.
- ▶ **Green Ride** offers private charter service with services between Wyoming (Laramie and Cheyenne) and Colorado and between DIA and Fort Collins. Green Ride’s fleet includes vans and buses.
- ▶ **SuperShuttle** offers hourly airport shuttles between DIA and Fort Collins, Loveland, Greeley, Windsor, Longmont, and Estes Park. Northern Colorado SuperShuttle uses new, propane-fueled vans to pick people up and then transfer passengers on to larger, propane mini-buses.

- 1 ▶ **Ramblin Express** provides daily casino shuttle bus  
2 transportation service to Black Hawk, Central City, and  
3 Cripple Creek. Shuttle service is available to casino players  
4 and employees from Pueblo, Colorado Springs (3 locations)  
5 and Woodland Park to Cripple Creek and from Aurora to  
6 Black Hawk and Central City.
- 7 ▶ **Horizon Coach Lines** provides daily service to the casinos  
8 in Black Hawk and Central City from locations in the Denver  
9 metro area including Arvada, Lakewood, Thornton, Golden  
10 and Denver (3 locations).

## 12 4.2 Rural Transit Services

13 Rural transit services in Colorado are typically demand response  
14 service with a limited number of fixed-route services. Rural  
15 providers face many challenges in providing services including the  
16 large geographic areas they cover to pick up passengers and the  
17 long distances they travel to get their passengers to their  
18 destinations, which are often essential services in the urban areas.  
19 Based on survey information collected in 2013 as a part of the  
20 development of the rural Regional Transit Plans, **Table 4-2**  
21 provides an overview of the existing public, human service, and  
22 private transit services in rural Colorado. The table does not  
23 identify specific local services in each region; however, listings of  
24 the public, human services, and private providers for each rural TPR  
25 are included in **Appendix D**. For more information on rural transit  
26 services, the rural Regional Transit Plans are available on CDOT's  
27 website.

28 **Table 4-2 Rural Transit Services**

Central Front Range TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		4	6	4
<b>Service Types</b>		<ul style="list-style-type: none"> <li>▪ Local Service (fixed-route, complementary ADA, demand response)</li> <li>▪ Intercity Bus Service</li> </ul>	<ul style="list-style-type: none"> <li>▪ County-wide service available in Custer, Fremont, and Park counties and the rural portions of El Paso and Teller counties</li> </ul>	<ul style="list-style-type: none"> <li>▪ Casino Shuttle</li> <li>▪ Intercity Bus</li> <li>▪ Taxi</li> </ul>
Eastern TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		5	1	5
<b>Service Types</b>		<ul style="list-style-type: none"> <li>▪ County-wide demand response in Logan, Morgan, Phillips, Sedgwick, Washington and Yuma Counties through NECALG</li> <li>▪ County-wide demand response in Cheyenne, Elbert, Lincoln, and Kit Carson Counties through ECCOG</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public transit also meets human service needs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Intercity Bus</li> <li>▪ Passenger Rail</li> <li>▪ Shuttle Service</li> </ul>

Gunnison Valley TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		7	7	5
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local Service (fixed-route, complementary ADA, demand response, vanpool)</li> <li>Intercity Bus Service</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties</li> </ul>	<ul style="list-style-type: none"> <li>Intercity Bus</li> <li>Limo</li> <li>Resort Shuttles</li> <li>Taxi</li> </ul>
Intermountain TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		9	9	13
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Bus Rapid Transit</li> <li>Local Service (fixed-route, complementary ADA, demand response)</li> <li>Regional Service</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Eagle, Garfield, Lake, Pitkin, and Summit counties</li> </ul>	<ul style="list-style-type: none"> <li>Intercity Bus</li> <li>Passenger Rail</li> <li>Resort Shuttles</li> <li>Resort Transit</li> <li>Taxi</li> </ul>
Northwest TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		2	13	9
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local Service (fixed-route, complementary ADA, demand response)</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Grand, Jackson, Moffat, Rio Blanco, and Routt counties</li> </ul>	<ul style="list-style-type: none"> <li>Passenger Rail</li> <li>Resort Shuttle</li> <li>Resort Transit</li> <li>Intercity Bus</li> <li>Taxi</li> </ul>
San Luis Valley TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		1	9	3
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local service (fixed-route, complementary ADA, demand response)</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties</li> </ul>	<ul style="list-style-type: none"> <li>Intercity Bus</li> <li>Resort Shuttle</li> <li>Taxi</li> </ul>
South Central TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		2	4	3
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local service (complementary ADA, demand response)</li> <li>Regional Service</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Huerfano and Las Animas counties</li> </ul>	<ul style="list-style-type: none"> <li>Taxi</li> <li>Passenger Rail</li> <li>Intercity Bus</li> </ul>

Southeast TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		5	6	3
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local Service (fixed-route, complementary ADA, demand response)</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Baca, Bent, Crowley, Kiowa, Otero, and Prowers counties</li> </ul>	<ul style="list-style-type: none"> <li>Intercity Bus</li> <li>Passenger Rail</li> </ul>
Southwest TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		8	11	5
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local Service (fixed-route, complementary ADA, demand response, vanpool)</li> <li>Fixed Guideway (aerial gondola)</li> <li>Intercity Bus Service</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Archuleta, Dolores, Montezuma, La Plata counties</li> </ul>	<ul style="list-style-type: none"> <li>Demand Response</li> <li>Fixed-Route</li> <li>Resort Transit</li> <li>Tourist/Guided Transportation</li> </ul>
Upper Front Range TPR		Public Transit	Human Service	Private
<b>Number of Providers</b>		3	6	5
<b>Service Types</b>		<ul style="list-style-type: none"> <li>Local Service (fixed-route, complementary ADA, demand response)</li> </ul>	<ul style="list-style-type: none"> <li>County-wide service available in Weld and Larimer counties</li> </ul>	<ul style="list-style-type: none"> <li>Intercity Bus</li> <li>Passenger Rail</li> <li>Taxi</li> </ul>

1 *Source: Self-reported data from CDOT Transit Agency Provider and Human Services Surveys, 2013*

2 **Table 4-3** provides an overview of the overall investment in transit  
 3 in the rural regions of Colorado and the relative transit system  
 4 characteristics. It is important to keep in mind the unique  
 5 circumstances of each region and what impacts ridership. For  
 6 example, the Intermountain region’s cost per capita is high  
 7 compared to other regions because their ridership numbers are

8 very high from visitor utilization as compared to the relatively low  
 9 permanent resident population. As shown in **Table 4-3**, the 10 rural  
 10 transportation planning regions had nearly 16 million boardings in  
 11 2012 with total operating expenses of approximately \$81 million.  
 12 This equates to approximately five dollars per boarding.

1 **Table 4-3 Rural Transit System Characteristics**

Transportation Planning Region	Annual Operating Expenses	Annual Boardings	2012 TPR Population	Annual Boardings/Capita	Cost/Boarding	Cost/Capita
Central Front Range	\$670,921	85,685	96,000	0.9	\$8	\$7
Eastern	\$1,434,740	206,764	82,307	2.5	\$7	\$17
Gunnison Valley	\$7,270,056	2,760,372	99,586	27.7	\$3	\$73
Intermountain	\$63,532,894	10,463,435	161,764	64.7	\$6	\$374*
Northwest	\$3,123,617	1,031,603	58,621	17.6	\$3	\$53
San Luis Valley	\$418,166	132,806	64,515	2.1	\$3	\$6
South Central	\$606,558	44,812	21,462	2.1	13	\$28
Southeast	\$453,212	71,884	47,350	1.5	\$6	\$10
Southwest	\$2,231,605	694,363	92,741	7.5	\$3	\$24
Upper Front Range	\$1,715,495	244,306	95,000	2.6	\$7	\$18
<b>Total / Average</b>	<b>\$81,459,264</b>	<b>15,736,030</b>	<b>819,346</b>	<b>19.2</b>	<b>\$5</b>	<b>\$99</b>

2 *Source: 2012 Self-reported data from CDOT Transit Agency Provider and Human Services Surveys, 2013, National Transit Database, and Enhancing Transit Services in South*  
 3 *Central Colorado, 2014. \*NOTE: The approach to calculate the cost per capita does not take into account the dynamics and unique nature of the resort*  
 4 *communities and their labor force and may not be a comparable measure for comparison.*

6 **4.3 Urban Transit Services**

7 **4.3.1 Urban Public Transit Services**

8 There are eight major urban area public transit providers in the  
 9 state and several smaller providers. These urban providers serve  
 10 the major metropolitan areas and provide scheduled fixed-route  
 11 service as well as dial-a-ride or paratransit service.

12 **DRCOG**

13 The DRCOG area includes Adams, Arapahoe, Boulder, Broomfield  
 14 Clear Creek, Denver, Douglas, Gilpin, Jefferson and southwest Weld  
 15 counties. Within the DRCOG area, there are numerous public transit  
 16 providers, including:

- 17 ▶ **Regional Transportation District**
- 18 **(RTD):** RTD is Colorado’s largest public
- 19 transit provider with more than 140
- 20 Local, Express and Regional bus routes
- 21 serving 10,000 bus stops, six light rail



lines serving 46 stations, four commuter rail lines and more than 70 Park-n-Rides. The bus system operates 365 days a year and nearly 24 hours a day, across eight counties in the Denver metro area. Light Rail lines operate up to 7 days a week and up to 22 hour service, though some lines do not provide weekend and late night service. RTD also provides Access-a-Ride paratransit service, Sky Ride service to Denver International Airport (DIA), SeniorRide services for group outings, Call-n-Ride local curb-to-curb service, SportsRide services during sporting events, Ski-n-Ride service to Eldora Mountain Resort, and the Free Mall Ride and Free Metro Ride in Downtown Denver.

Six major facilities serve as hubs for travelers: Denver Union Station, the Civic Center, Colfax-Federal Bus Transfer Center, DTC Transfer Center, Centrepont & Sable Transfer Center, and Boulder Transit Center. See <http://rtd-denver.com/> for detailed route, fare and schedule information.

- ▶ **Boulder Community Transit Network (CTN):** The Boulder CTN is a network of local transit services designed to reduce automobile use in and around the City of Boulder and Boulder County. The network has 10 bus routes – HOP, SKIP, JUMP, LONG JUMP, BOUND, STAMPEDE, DASH, BOLT, CLIMB, and H2C (Hop to Chautauqua, summer only). Services for CU Boulder students include STAMPEDE, the Buff Bus, and Late Night Transit services (Thurs-Sat night, fall/spring semesters). The buses run as early as 5:21 am and as late as 3:00 am. All routes are part of the RTD system, with RTD operating or contracting all of the services, with the exception of Via Mobility’s HOP and



CLIMB services. GO Boulder collaborates with RTD to fund and plan local buses (approximately 6 routes). Several regional routes serving Boulder are also provided by RTD.

Two major facilities serve as hubs for travelers: Boulder Transit Center and Table Mesa Park-and-Ride. See <https://bouldercolorado.gov/goboulder/bus> for detailed route, fare and schedule information.

- ▶ **Additional Public Transit Providers:** There are a few transit providers in the DRCOG area that provide small-scale local service such as the Black Hawk/Central City Tramway, Lone Tree Link, Douglas County First Call, and the City of Englewood’s *art* Shuttle (funded by RTD).

**NFRMPO**

The NFRMPO is comprised of the urban areas within Larimer and Weld counties. There are several public transit providers with service in the cities of Fort Collins, Greeley and Loveland, and the town of Berthoud.

- ▶ **Transfort:** The Transfort system is owned and operated by the City of Fort Collins providing fixed-route and paratransit services to the city. Transfort operates 19 local routes, one regional route - FLEX, and a new BRT system – MAX (see Section 4.1.1). Routes generally run from 6:30 am to 6:30 pm, Monday through Saturday, but vary by route. MAX BRT service runs Monday through Saturday from 5:00 am to midnight.



Three major facilities serve as hubs for travelers: Downtown Transit Center, Colorado State University Transit Center, and South Transit Center. See <http://www.ridetransfort.com/> for detailed route, fare and schedule information.



- ▶ **Greeley-Evans Transit (GET):** GET is operated by the city of Greeley providing fixed-route, demand response and paratransit services. Six local routes plus evening demand response services are provided throughout the Greeley area. Routes generally run from 6:45 am to 6:45 pm, Monday through Friday and 9:00 am to 6:00 pm on Saturdays, but vary by route. Evening demand response service is available Monday through Saturday until 9:00 pm and Sunday demand response service is available from 7:45 am to 1:45 pm. Paratransit service operates Monday through Friday, 6:15 am to 7:00 pm and Saturday, 6:15 am to 3:00 pm.



Two major facilities serve as hubs for travelers: Downtown Transit Center and Greeley Mall Transit Center. See <http://www.greeleygov.com/services/greeley-evans-transit> for detailed route, fare and schedule information.

- ▶ **City of Loveland Transit (COLT):** The COLT system is operated by the city of Loveland providing fixed-route and paratransit services. Three local routes are provided throughout Loveland. Routes generally run from 6:40 am to 6:40 pm, Monday through Friday and 8:40 am to 5:40 pm on Saturday for both the fixed-route and paratransit service. See <http://www.ci.loveland.co.us/index.aspx?page=175> for detailed route, fare and schedule information.



- ▶ **Berthoud Area Transportation Services (BATS):** BATS is operated by the town of Berthoud providing demand response service for the general public within Berthoud town limits. Passengers can also



be transported to Loveland or Longmont. BATS operates Monday through Friday between 8:00 am and 4:00 pm. At least 24 hours notice is required. See <http://www.berthoud.org/Town/bats.php> for more information.

- ▶ **VanGo Vanpool Program:** The VanGo program, managed by the NFRMPO, provides vanpool services to meet the origin and destination needs of commuters in the region and between the North Front Range and the Denver metro area. At peak ridership, VanGo provides service for more than 500 riders.



**PPACG**

The PPACG area is comprised of the urban areas within Teller and El Paso counties. There is one major public transit provider:

- ▶ **Mountain Metropolitan Transit (MMT):** MMT is the City of Colorado Spring's public transit provider, with 22 bus routes providing over 11,000 one-way trips per day to the Pikes Peak region. MMT also provides complementary demand-response ADA paratransit service for persons with mobility needs. The buses run as early as 5:15 am and as late as 9:42 pm, with some routes operating on weekends. In addition to serving the City of Colorado Springs, Mountain Metro Transit provides service into Manitou Springs, north to the Chapel Hills Mall, east to Peterson Air Force Base and south into the Widefield area. The Downtown Terminal is MMT's major facility that serves as a hub for travelers. See <http://transit.coloradosprings.gov/> for detailed route, fare and schedule information.



**PACOG**

The PACOG area covers all of Pueblo County. There is one major public transit provider:

- ▶ **Pueblo Transit System:** Pueblo transit has 11 bus routes serving the city of Pueblo. Pueblo Transit also operates Citi-Lift, a complementary ADA paratransit service. The



normal operating hours are Monday – Friday 6 am - 6:30 pm and Saturday 8 am - 6:30 pm

The Transit Center is Pueblo Transit’s major facility that serves as a hub for travelers. See <http://www.pueblo.us/104/Pueblo-Transit> for detailed route, fare and schedule information.

**Grand Valley MPO**

The Grand Valley MPO covers all of Mesa County. There is one major public transit provider:

- ▶ **Grand Valley Transit (Mesa County):** There are currently 11 fixed-routes providing bus service to Grand Junction, Fruita, Orchard Mesa and Palisade. Paratransit service is also provided. The Redlands area is served by a public dial-a-ride service. Grand Valley Transit operates Monday - Saturday, 5:15 am - 8:35 pm excluding major holidays.



There are three transfer centers that serve as hubs for travelers. See <http://gvt.mesacounty.us/> for detailed route, fare and schedule information.

**Table 4-4** summarizes key statistics about each system. As shown, these systems have over 100 million boardings per year with total annual operating expenses of approximately \$450 million. This equates to approximately \$4 per boarding, of which about 26 percent is covered by fares. The national average farebox recovery ratio is 33 percent, according to the 2012 National Transit Database for all reporting agencies.

**Table 4-4 Urban Area Transit System Characteristics**

Agency	Annual Operating Expenses	Annual Boardings	Population Served	Boardings/ Capita	Cost/ Boarding	Cost/ Capita
Berthoud Area Transportation Service	\$226,342	9,739	15,000	0.65	\$23	\$15
City of Loveland Transit	\$1,062,035	142,172	60,000	2.4	\$7	\$18
Grand Valley Transit (Mesa County)	\$3,500,154	1,028,430	120,000	8.6	\$3	\$29
Greeley-Evans Transit	\$2,662,155	538,143	93,000	5.8	\$5	\$29
Mountain Metropolitan Transit (Colorado Springs)	\$17,153,553	2,930,118	559,409	5.2	\$6	\$31
Pueblo Transit System	\$4,700,246	1,134,984	105,000	10.8	\$4	\$45

Agency	Annual Operating Expenses	Annual Boardings	Population Served	Boardings/ Capita	Cost/ Boarding	Cost/ Capita
Regional Transportation District	\$416,562,134	98,518,888	2,619,000	37.6	\$4	\$159
Transfort (Fort Collins)	8,306,343	2,306,969	143,986	16.0	\$4	\$58
<b>Total / Average</b>	<b>\$454,172,962</b>	<b>106,609,443</b>	<b>2,715,359</b>	<b>28.2</b>	<b>\$4</b>	<b>\$122</b>

Source: 2012 National Transit Database Urban Area Profiles

### 4.3.2 Urban Private Transit Services

Private transit services include destination shuttles that carry people from the urban areas to resorts, casinos, and other visitor attractions throughout the state. Additionally, private providers transport passengers throughout the urban area. Examples of private urban transit services are:

- ▶ Casino shuttles
- ▶ Intercity bus carriers (Greyhound)
- ▶ Passenger rail services (Amtrak)
- ▶ Resort shuttles
- ▶ Airport shuttles
- ▶ Taxis

### 4.3.3 Urban Human Service Transportation

Similar to the rural areas, human service organizations often provide transportation for program clients to access their services and augment local public transportation services. Both public and private organizations provide human service transportation. The largest public human service transportation providers are typically the ADA services that complement the fixed-route public transit service. Large private providers include Via Mobility (Boulder, southwest Weld and Larimer, Adams, Arapahoe, Broomfield, and Gilpin counties), Seniors' Resource Center (Denver metro area), Senior Resource Development Agency (Pueblo), Silver Key Senior

Services (El Paso County), and Colorado West Mental Health (Mesa County). In the five urbanized areas of Denver, Grand Valley, North Front Range, Pikes Peak and Pueblo, there are over 80 human service transportation providers. **Table 4-5** summarizes the urban human service transportation providers based on available information contained in the MPO Transit Plans.

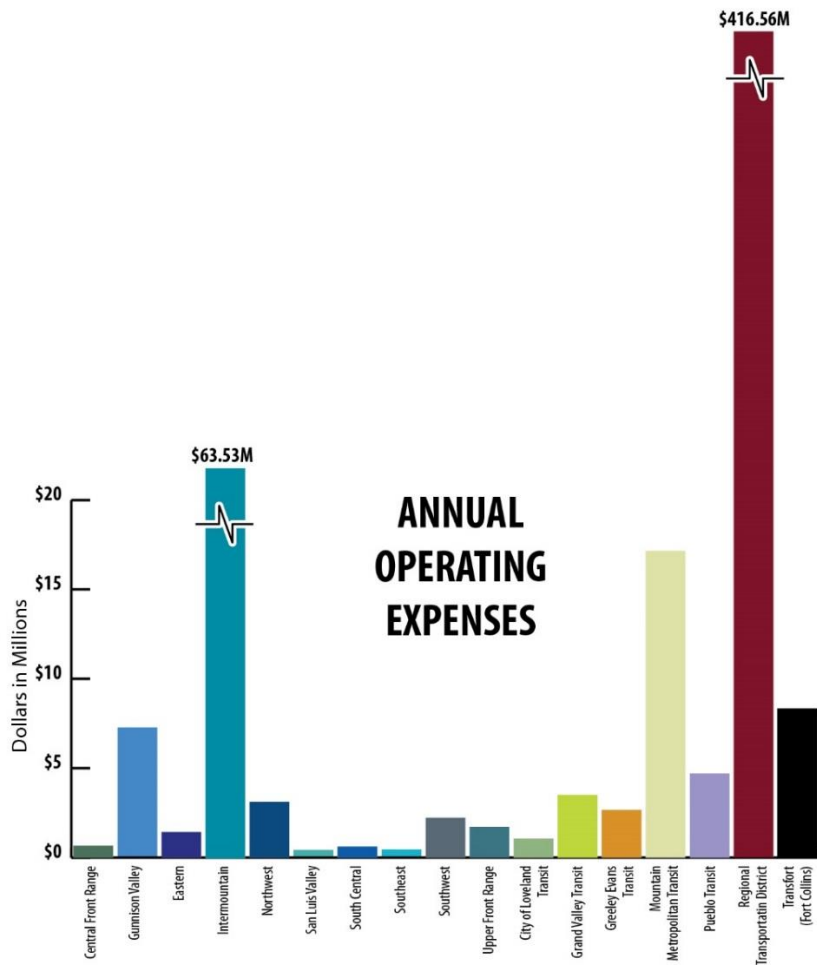
**Table 4-5 Urban Human Service Transportation Providers**

Transportation Planning Region	Number of Providers	Counties Served
Denver Region	45	Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Gilpin, Jefferson
Grand Valley	14	Mesa
North Front Range	8	Larimer, Weld
Pikes Peak	12	El Paso, Park, Teller
Pueblo	3	Pueblo

Note: Numbers are approximate and based on MPO planning documents



1 **Figure 4-11 Statewide Annual Operating Expenses**



2  
3

4 **4.4 Existing Facilities**

5 Developing infrastructure that supports and enhances transit  
6 efficiency is a primary objective of transit operators. A wide variety  
7 of facilities are used for bus, passenger rail and human services  
8 transportation operations. Some facilities, such as multimodal  
9 facilities, intercity bus stops, and park-and-rides, are used by more  
10 than one type of service.

11 Statewide there are hundreds of facilities used to support and  
12 connect transit services. Some stops are located at private  
13 businesses while others are public facilities. Private businesses  
14 serving passengers include convenience stores, gas stations, hotels,  
15 and ticket and insurance agencies. Public facilities include transit  
16 centers and park-and-rides.

17 These facilities support both the transfer of passengers between  
18 modes and private operators who do not also have to provide  
19 separate facilities. The shared use of public facilities happens on all  
20 scales, from Denver Union Station where many passengers and  
21 private providers are served, to resort communities like Steamboat  
22 Springs where perhaps only one intercity bus a day may serve a  
23 location. Vail, Pueblo and Frisco are examples of facilities with  
24 significant intermodal activity for rural and small urban areas.

25 CDOT is currently developing a Statewide Transit Capital Inventory  
26 (STCI) project in order to provide a comprehensive inventory of  
27 transit assets throughout the state, including rolling stock, facilities,  
28 and park-and-rides. The STCI will help CDOT and its grant partners  
29 in maintaining the statewide inventory in a state of good repair and  
30 help guide the process for upgrades and replacements.

#### 1 **4.4.1 Intercity and Regional Bus Stops/Stations**

2 There are just over 100 stops for private intercity and regional  
3 buses in 43 communities in Colorado. Many of these facilities are in  
4 good condition. There are a few locations where facilities are  
5 lacking or need upgrades. In addition, some stops are inconsistently  
6 or poorly signed, but this can be remedied fairly easily with  
7 significant benefit.

#### 8 **4.4.2 Passenger Rail Facilities**

9 Both RTD and Amtrak operate passenger rail within Colorado. Each  
10 system has a number of stations, some of which include connections  
11 to the local, regional and/or intercity bus network. However, in  
12 many locations, buses do not directly serve the existing Amtrak  
13 stations. Denver Union Station does provide connections between  
14 Amtrak, RTD and private intercity bus carriers. In addition, RTD has  
15 constructed a commuter rail maintenance facility to for its new  
16 commuter rail service.

#### 17 **4.4.3 Park-and-Ride Facilities**

18 Existing park-and-ride facilities are provided by a combination of  
19 transit agencies, CDOT and private providers. While those facilities  
20 designed for transit services are suitable for large transit coaches,  
21 many of the park-and-ride facilities provided by CDOT are geared to  
22 automobiles only. Some of these can be upgraded to provide both  
23 circulation width and necessary pavement depths for large buses;  
24 others will remain carpool lots.

#### 25 **4.4.4 Intermodal/Multimodal Facilities**

26 Bringing bus, shuttles, taxis and passenger rail service into the same  
27 facility greatly enhances the ability of passengers to make  
28 connections between various routes or services. Often, these  
29 services operate from different locations in the same city, making it  
30 difficult to use these services as a network.

31 The larger intermodal facilities in the state are located in Denver,  
32 Grand Junction, Pueblo, Salida, Breckenridge/Frisco, Vail, Durango  
33 and Steamboat Springs. These facilities have received significant  
34 public investments. Investments are planned for intermodal  
35 stations in Glenwood Springs, Trinidad and La Junta.

#### 36 **4.5 Existing Coordination Activities**

37 Coordinated transportation is intended to make the most efficient  
38 use of limited transportation resources by avoiding duplication and  
39 encouraging the use and sharing of existing community resources.  
40 Coordination can improve overall mobility within a community  
41 through enhanced transportation and higher quality services.

42 Coordination encompasses many types of activities that can be  
43 implemented to improve communication and provide better service.  
44 The following is a list of the types of coordination activities, many of  
45 which have been implemented in Colorado in both urban and rural  
46 areas:

- 47 ▶ Travel training, technical assistance and planning
- 48 ▶ Centralized call centers and Medicaid billing systems
- 49 ▶ Joint procurement of vehicles, equipment and insurance
- 50 ▶ Joint grant applications
- 51 ▶ Voucher programs
- 52 ▶ Combined human service agency trips
- 53 ▶ Joint public relations and marketing
- 54 ▶ Centralized resource directories
- 55 ▶ Coordinating councils and mobility management
- 56 ▶ Vehicle sharing
- 57 ▶ Service coordination – contracts, reservations, scheduling  
58 and dispatching
- 59 ▶ Volunteer driver programs
- 60 ▶ Taxi subsidy programs

1 Coordination between public transit and human service agencies is  
 2 recommended and sometimes required for FTA grantees under  
 3 MAP-21 for 5307, 5310, and 5311 non-rail grant programs. Also,  
 4 under the federally mandated *United We Ride* program, federal  
 5 agencies have been charged with working together to promote  
 6 coordination of their particular transportation programs to reduce  
 7 duplication and overlap of services. This means that, at the state  
 8 level, funds are being dispersed through programs with the intent of  
 9 coordination and collaboration. However, this is not always easy.  
 10 Many federal programs distribute funds to statewide programs with  
 11 different boundaries and regulations, making coordination difficult.

12 **Figure 4-12 to Figure 4-15** provide boundary maps for four  
 13 different statewide programs:

- 14 ▶ **Area Agencies on Aging:** Aging services are funded  
 15 through the Older Americans Act (OAA). Funds are  
 16 dispersed to the Area Agencies on Aging throughout the  
 17 state.
- 18 ▶ **Community Centered Boards:** Community Centered  
 19 Boards are funded through Medicaid to provide services for  
 20 those with developmental disabilities.
- 21 ▶ **Workforce Centers:** Workforce Centers receive funding  
 22 through the Department of Labor and Employment and  
 23 assist employers and job seekers.
- 24 ▶ **Planning and Management Regions:** Comprised of local  
 25 governments, these organizations serve as a forum to  
 26 identify and address regional issues and opportunities.

27 Despite the challenges, coordination of transportation is an  
 28 important component of ensuring that the transportation network  
 29 across the state of Colorado is as effective and efficient as possible  
 30 in meeting the human service and travel needs for a variety of  
 31 populations. While many human service agencies provide  
 32 transportation services directly, as part of their programs, many  
 33 other agencies provide only their programs and rely on

34 transportation services from others. In addition to those listed  
 35 above, the following are other types of human service  
 36 agencies/programs that need to be considered when coordinating  
 37 and identifying transportation needs and available funding:

- 38 ▶ Departments of Human/Social Services (state and local)
- 39 ▶ Departments of Public Health (state and local)
- 40 ▶ Divisions of Vocational Rehabilitation (state and local)
- 41 ▶ Healthcare Facilities
- 42 ▶ Low-Income Housing Facilities
- 43 ▶ Mental Health Facilities and Services
- 44 ▶ Senior Services, Nursing Homes, Senior Centers
- 45 ▶ Veteran’s Services (state and local)
- 46 ▶ Independent Living Centers
- 47 ▶ Tribal Services
- 48 ▶ Educational Institutions

#### 49 **4.5.1 Regional and Local Coordinating Councils**

50 Throughout the state, various regional and local coordinating  
 51 councils organize, promote, oversee and/or implement the  
 52 provision of coordinated human service transportation in a defined  
 53 area by facilitating collaboration among stakeholders. These  
 54 stakeholders are interested in improving mobility for the  
 55 transportation disadvantaged. Across the state, coordinating  
 56 councils are developing and some have hired mobility managers  
 57 who support the local/regional coordinating council in  
 58 implementing the mission and goals of the council and include  
 59 transit and human service agencies. Examples of Regional  
 60 Coordinating Councils with a mobility manager in Colorado include  
 61 the Denver Regional Mobility and Access Council (DRMAC) in an  
 62 urban area and the Northwest Colorado Council of Governments  
 63 Regional Transportation Coordinating Council in a rural area.

1 In the Denver Metro Area, DRMAC works to bring together  
2 transportation providers and human service agencies to maximize  
3 efficiencies of scale, to provide access to specialized transportation  
4 services, and to improve the overall specialized transportation  
5 system. DRMAC provides coordination, training and information  
6 through the Getting there Guide.

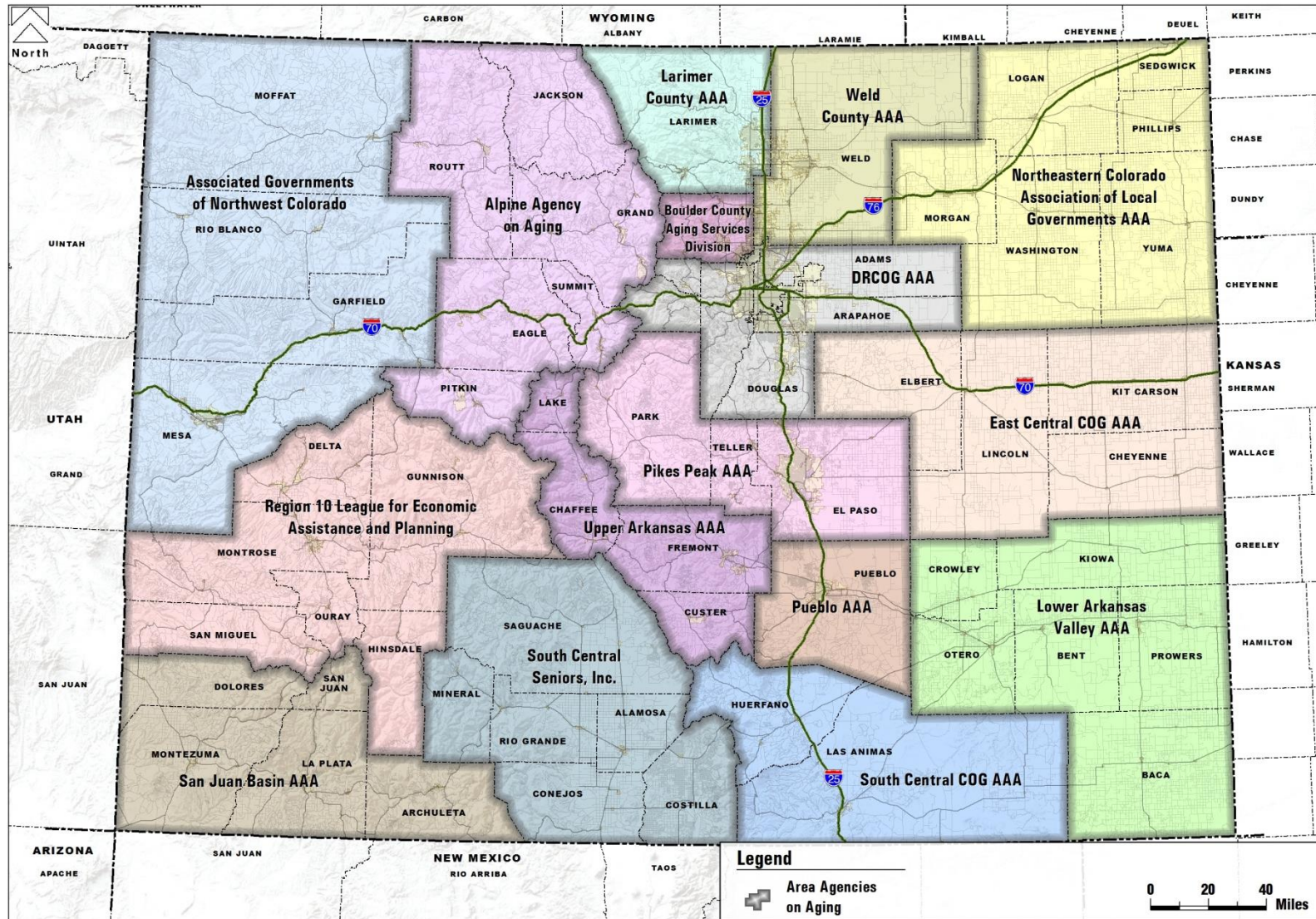
7 In the northwest area of the state, a Regional Transportation  
8 Coordinating Council (RTCC) was formed covering eight rural  
9 counties and is working to improve transportation coordination and  
10 options for veterans, disabled, older and low-income adult  
11 populations. Efforts are focused on coordinating the existing public

12 and private transit providers with other human services providers  
13 by promoting, enhancing and facilitating seamless access to  
14 transportation services through a coordinated system that is easily  
15 available. The RTCC has recently implemented a one-call/one-click  
16 center for region residents to access information on available  
17 services.

18 CDOT supports the development of regional and local coordinating  
19 councils and the hiring of mobility managers using FTA  
20 Section 5310 funding. **Figure 4-16** provides a snapshot of the  
21 regions and counties of Colorado that currently have a regional  
22 and/or local coordinating council in place.

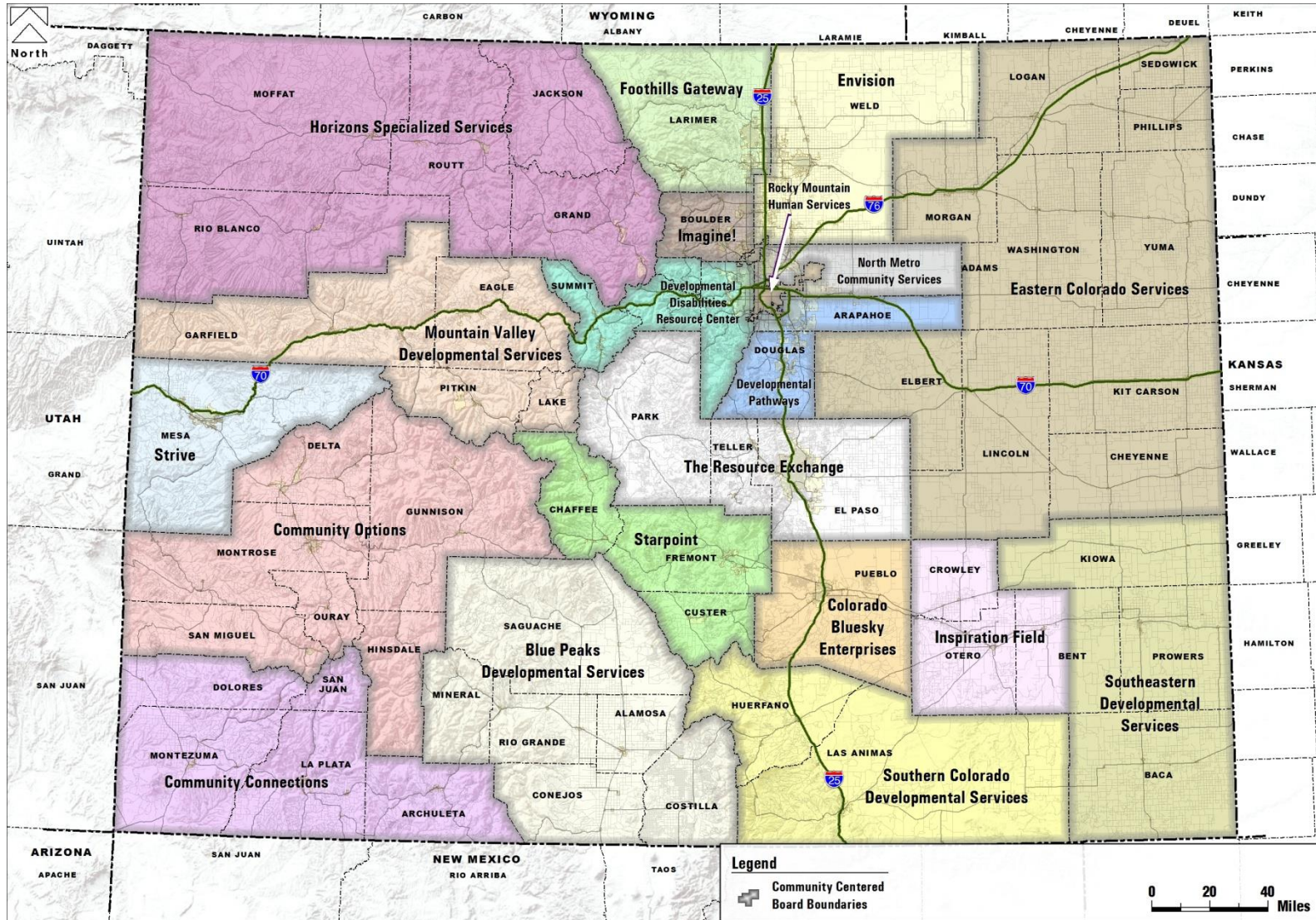


1 **Figure 4-12 Colorado Area Agencies on Aging**



Area Agencies on Aging locations derived from mapping provided by the Colorado Department of Labor and Employment

1 **Figure 4-13 Colorado Community Centered Boards**

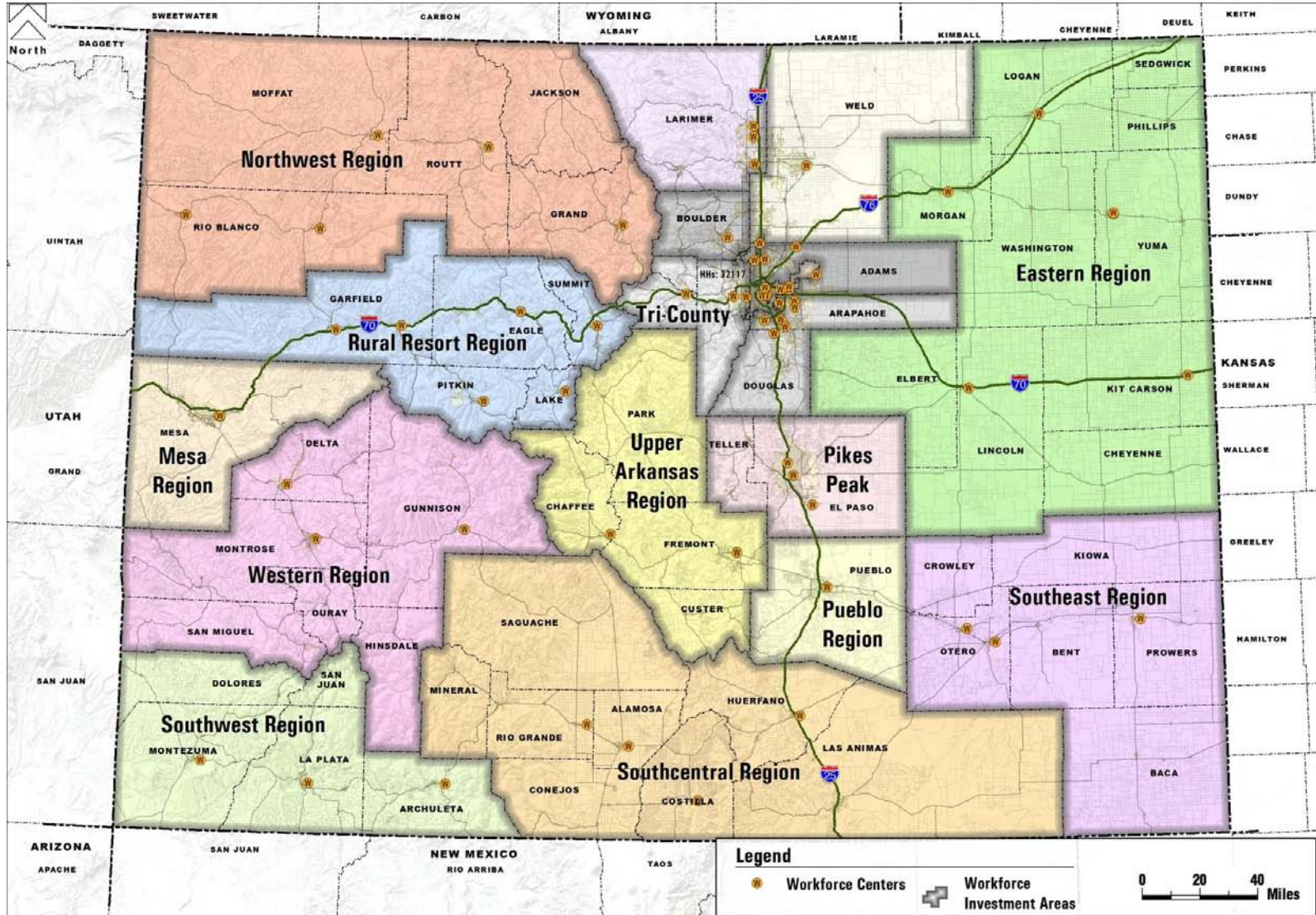


Community Centered Boards derived from mapping provided by the Colorado Department of Labor and Employment.

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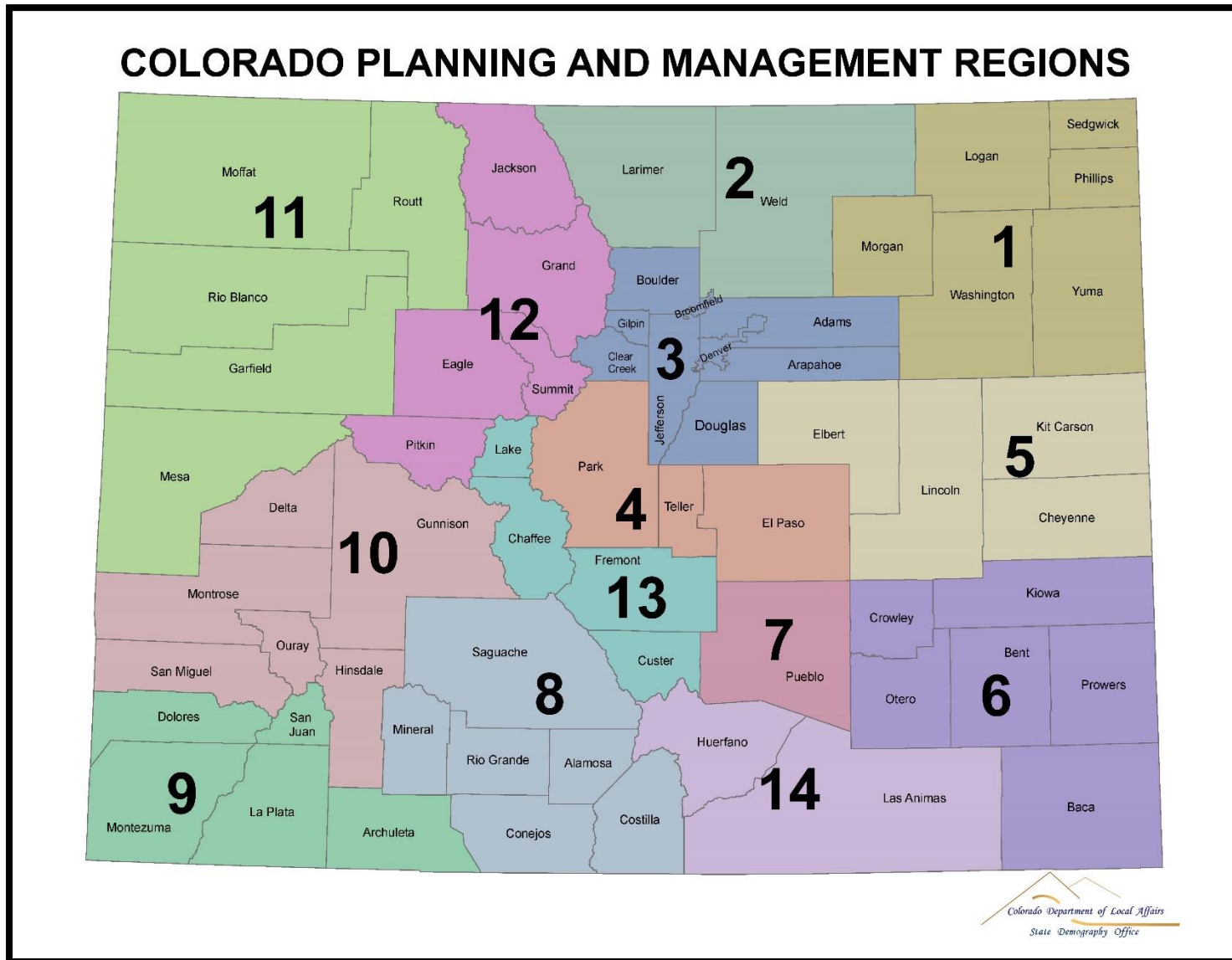
1 **Figure 4-14 Colorado Workforce Investment Areas and Workforce Centers**



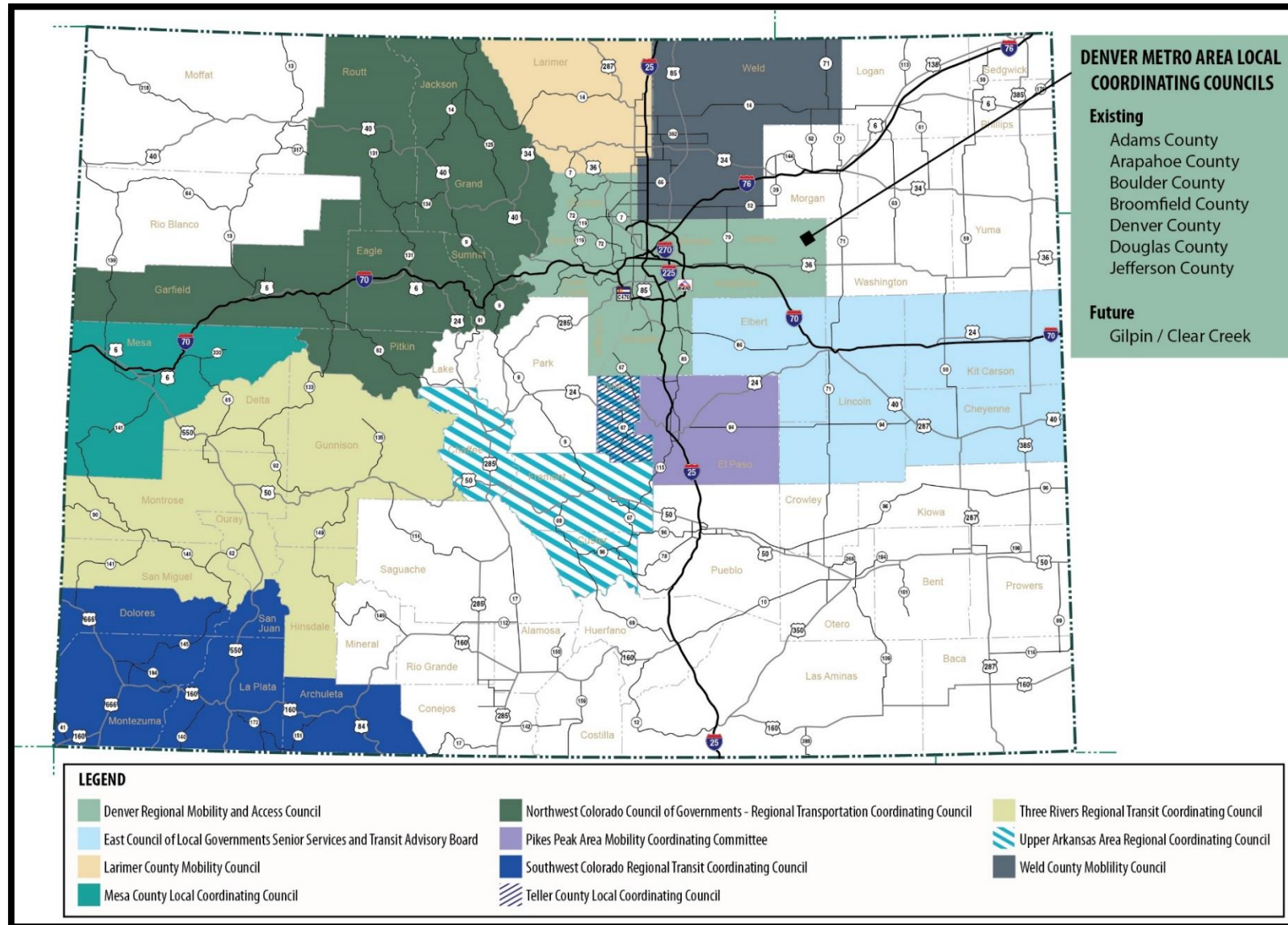
Workforce Investment Areas and Workforce Center locations derived from mapping provided by [www.coworkforce.com](http://www.coworkforce.com) and the Colorado Department of Labor and Employment

2  
3

1 **Figure 4-15 Colorado Planning and Management Regions**



1 **Figure 4-16 Colorado Regional and Local Coordinating Councils**



## 5.0 TRANSIT SERVICE GAPS AND NEEDS

This chapter identifies the regional and interregional service gaps and needs throughout the state of Colorado. These gaps were identified through the development and integration of 10 rural Regional Coordinated Transit and Human Services Transportation Plans, five urban area Transit Plans, and the 2014 Intercity and Regional Bus Network Plan. The gaps are broken down by type, including spatial, temporal, facility, coordination, governance, and funding. The analysis does not identify gaps and needs by mode (bus vs. rail), but rather shows where there is a lack of service in general.

On the rail side, the State Freight and Passenger Rail Plan will be updated in 2016 and will provide analysis and detail on the gaps and needs in rail service statewide. The current plan is available on the CDOT website and includes a rail system needs assessment. Rail plan recommendations identified by stakeholders are discussed in **Chapter 7**.

### 5.1 Spatial Gaps

Spatial gaps identify geographic areas that lack transit service. This can include lack of service to employment centers, medical services, shopping, and social services. Spatial gaps make it challenging or impossible for travelers to access these destinations using transit. **Figure 5-1** illustrates the gaps identified throughout development of the Statewide and Regional Transit Plans. As shown, many of the identified gaps focus on travel to the metropolitan areas. These trips are often needed to access specialized medical care and jobs. Within the urban areas, providers identified gaps in providing service to newly developing areas and those that are currently underserved.

CDOT's Statewide Survey of Older Adults and Adults With Disabilities also identified spatial gaps. The following includes summary data of all survey respondents (urban and rural) from across the state:

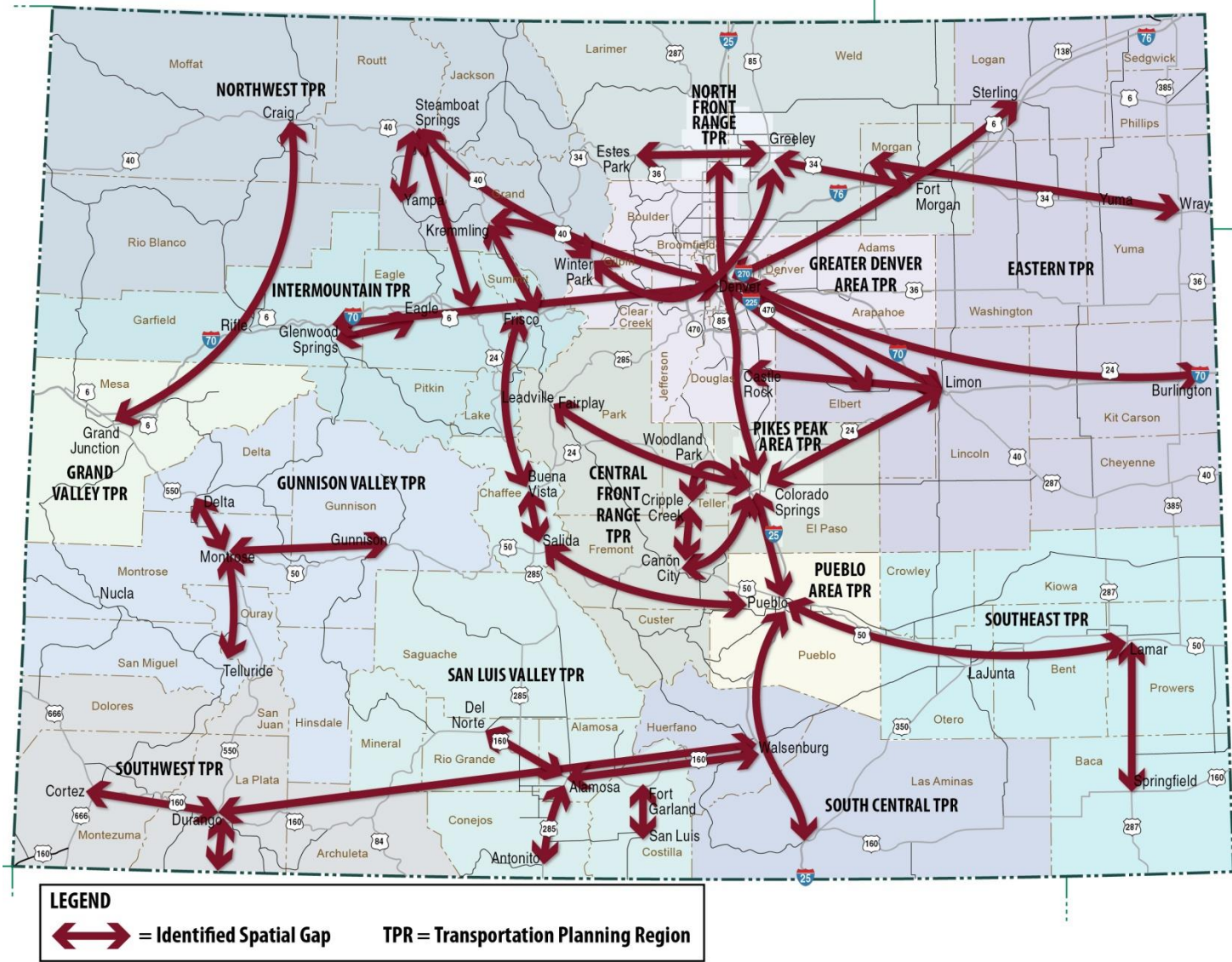
- ▶ Most of older adults and adults with disabilities surveyed have difficulty finding transportation to medical appointments (51 percent) and accessing activity centers for shopping and pharmacy trips (46 percent).
- ▶ Sixty-four percent of respondents indicated that they were unable to get somewhere because they could not find transportation at least once over the course of a month.
- ▶ Forty-seven percent of respondents have had trouble finding transportation for trips they needed or wanted to make.
- ▶ General public transportation service is not available where 66 percent of the survey respondents live and/or where they want to go.
- ▶ Paratransit service is not available where 60 percent of rural survey respondents live and/or where they want to go and 44 percent for urban respondents.
- ▶ Providing more transportation service to regional destinations was somewhat or very important for 58 percent of respondents.

### 5.2 Temporal Gaps

Throughout the Plan development process, it became apparent that there are also temporal gaps in many regions. Temporal gaps identify a need for more transit service across a span of time. Temporal gaps may include a need for expanded service hours in the early morning or late evening hours or the extension or addition of service hours on the weekend. Similar to spatial gaps, temporal gaps create challenges for passengers trying to access education, medical, service, shopping, and employment centers at certain times during the week/day. The following provides an overview of the recurring temporal gaps identified across the state:

- ▶ A limitation on transit service frequency in the late evening, in the early morning hours, and on weekends. The lack of services during these times impacts the ability of service industry workers to access employment where jobs do not typically fall in the 8:00 am to 5:00 pm timeframe.

1 **Figure 5-1 Statewide Regional and Interregional Spatial Service Gaps**



2

- 1 ▶ A need for additional and/or expanded weekend human
- 2 service and fixed-route transit service. Weekend service
- 3 allows transit-dependent populations access to
- 4 employment, recreation, social activities, and services.
- 5 ▶ Many human service transportation providers offer service
- 6 only on limited days during the week. This limits the ability
- 7 of transit-dependent populations to access employment,
- 8 medical services, recreation, and social activities on a daily
- 9 basis.
- 10 ▶ Interregional and intercity services operate with low
- 11 frequencies, which often means that people cannot access
- 12 medical and other services in urban/centralized locations
- 13 without also incurring the costs of an overnight stay.

14 CDOT’s Statewide Survey of Older Adults and Adults With  
 15 Disabilities also indicated temporal needs of those surveyed. The  
 16 following includes summary data of all survey respondents (urban  
 17 and rural) from across the state:

- 18 ▶ Fifty-eight percent of respondents indicated public
- 19 transportation service not operating during needed times
- 20 was a “major or minor problem” and a barrier to their using
- 21 transit.
- 22 ▶ Fifty-one percent of respondents indicated that it was
- 23 difficult to find transportation on weekdays from 10:00 am
- 24 to 4:00 pm; 36 percent indicated this same challenge on
- 25 weekdays from 4:00 pm to 7:00 pm.
- 26 ▶ Lack of transportation services during the day on Saturday
- 27 and Sunday also was a time that many survey respondents
- 28 indicated needing transportation services, 45 percent and
- 29 50 percent, respectively.
- 30 ▶ Forty-five percent of respondents indicated that paratransit
- 31 service does not operate during the needed times.

- 32 ▶ Eighty-two percent of respondents indicated that expanding
- 33 hours during which transportation services are offered is
- 34 either somewhat or very important.

35 There are many challenges to addressing a passenger’s desire for  
 36 more service versus the operator’s ability to deliver the service.  
 37 The *Transit Capacity and Quality of Service Manual, 3rd Ed.*, offers  
 38 guidance and provides analysis to assist a transit operator with  
 39 service planning to best meet the needs of passengers within budget  
 40 constraints. The cost and logistics of adding more service can be  
 41 very complicated for transit operators.

### 42 **5.3 Older Adults and Adults with Disabilities**

#### 43 **Needs**

44 In addition to the spatial and temporal gaps and needs identified in  
 45 previous sections from the Statewide Survey of Older Adults and  
 46 Adults with Disabilities, additional survey findings provide an  
 47 overall perspective into the needs of these user groups across the  
 48 state:

- 49 ▶ Fifty-two percent of respondents rely on family, friends,
- 50 aides, or volunteers for transportation for some or all of
- 51 their trips.
- 52 ▶ Many older adults and adults with disabilities report
- 53 making trips by driving themselves in a personal vehicle;
- 54 the proportion doing so in the Rural TPRs (78 percent) was
- 55 higher than that in Urban TPRs (65 percent).
- 56 ▶ About 4 in 10 respondents who drove themselves said they
- 57 would be very likely or somewhat likely to use public
- 58 transportation or paratransit in their community instead of
- 59 driving.
- 60 ▶ The most frequently cited barriers to using public
- 61 transportation and paratransit were a lack of service and
- 62 wanting to use the service during hours it was not available.



1 Two issues were deemed most important for the Statewide Transit  
2 Plan by those completing the survey: 1) developing easily accessible  
3 and understandable transportation information and referral  
4 services and 2) providing lower fares for seniors and disabled  
5 riders.

#### 6 **5.4 Facility Needs**

7 Many facility needs were identified through the development of the  
8 Statewide and Regional Transit Plans and the Intercity and Regional  
9 Bus Network Plan. Most of these needs fall into the following  
10 categories:

- 11 ▶ Administrative/office facilities
- 12 ▶ Bike/pedestrian improvements and infrastructure
- 13 ▶ ADA compliance
- 14 ▶ Intermodal facilities
- 15 ▶ First/last mile connections
- 16 ▶ Maintenance facilities
- 17 ▶ Park-and-rides/parking
- 18 ▶ Shelters/stops/stations
- 19 ▶ Transfer/multimodal centers

20 All regions across the state have a need for ongoing maintenance of  
21 existing facilities, and many regions also identified facility needs  
22 that are more unique to their area. For example, the Intermountain  
23 region has identified a high number of bike and pedestrian  
24 improvements that support transit, such as the building of major  
25 pedestrian bridges over roadways, the addition of bike lanes, and  
26 enhanced sidewalk/trail connectivity projects. The Gunnison Valley,  
27 Central Front Range and San Luis Valley TPRs identified a number  
28 of park-and-rides that will need to be built to support transit service  
29 development in the short- and mid-term planning timeframes.  
30 Parking and other facility improvements are also identified along  
31 the I-25 corridor to support the implementation of interregional  
32 express bus service between Fort Collins, Denver, and Colorado

33 Springs. Several regions and cities have identified the need for new  
34 transit/transfer centers, including Colorado Springs and Trinidad.

35 CDOT's Statewide Survey of Older Adults and Adults With  
36 Disabilities identified that a lack of adequate facilities limits transit  
37 usage. About 36% of survey respondents indicated that the lack of  
38 sidewalks, curb cuts or safe roadway crossings impacts their ability  
39 to access bus stops or rail stations.

#### 40 **5.5 Transit Asset Management Needs**

41 Under MAP-21, Transit Asset Management (TAM) is a priority area  
42 of focus for the FTA. MAP-21 requires that all FTA grant recipients  
43 develop TAM plans and that the states certify these plans. Today,  
44 many of Colorado's FTA grant recipients do not have TAM plans in  
45 place. This has been identified as a gap that needs to be addressed  
46 in order for all areas to be compliant with MAP-21 requirements.

#### 47 **5.6 Coordination Needs**

48 Coordinating human service transportation and public transit  
49 programs can increase efficiency in the use of limited transportation  
50 resources. While the state has made progress in the development of  
51 Regional/Local Coordinating Councils and the implementation of  
52 coordination strategies, gaps still persist. As identified in **Chapter 4**,  
53 not all regions in the state have coordinating councils in place. In  
54 addition, many coordinating councils reported having lack of staff  
55 and sporadic attendance making it difficult to take action on  
56 recommendations and providing limited feedback to CDOT  
57 regarding their activity. Improved coordination among providers,  
58 an increase in the number of coordinating councils and their  
59 attendance and additional staff, such as a mobility coordinator is  
60 needed.

## 5.7 Regional Governance Needs

Lack of a regional governing structure can limit the improvement and expansion of regional and interregional transit services. Several transit agencies and municipalities stated that while a need for service had been identified, limited regional governance structure has made it difficult to develop and implement services that require coordination between multiple jurisdictions and transit operators.

The following needs were identified through development of this plan and the supporting Regional Transit Plans:

- ▶ Assistance with development of intergovernmental agreements
- ▶ Identification of equitable cost sharing agreements
- ▶ Development of oversight and decision making structures
- ▶ Assistance with the creation and implementation of Regional Transportation Authorities

## 5.8 Funding Gaps

Demand for general public and human service transportation is expected to grow in the years to come due to increases in population, increases in the older adult (65+) population, and an increase in tourism in some of the mountain regions. Several funding gaps currently, and in the future, will impact the ability of service providers to maintain and expand services:

- ▶ The lack of ongoing, consistent operating funding remains an issue in the state of Colorado. While capital funds are needed, the lack of operating funds to maintain current service and to support the development of new service is a major concern among providers. Urban and rural areas identified a need for a dedicated funding source to fill this gap.

- ▶ Exponential growth of the older adult population in most TPRs in the state will put additional strain on general public and human service transportation agencies, which will likely require additional funds to expand services to meet demand.
- ▶ Limited capital funding for replacing aging fleets, constructing park-and-ride lots, or expanding existing vehicle fleets puts strain on all service providers.
- ▶ The state of Colorado provides limited financial support for transit across the state. The addition of FASTER funds for transit is a needed first step, but the very small and fixed amount of funding (\$15 million) to be spread across the state is not a long-term solution. FASTER funds for transit do not increase as FASTER revenue increases.
- ▶ Medicaid's Non-Emergency Medical Transportation (NEMT) Program, which funds a significant portion of transportation services, is expected to be depleted by 2026. The stability of other federal funding sources used across the state, including Title III of the Older Americans Act, Temporary Assistance for Needy Families/Workforce Investment Act, Head Start, and Community Services Block Grants, is uncertain in the long term.
- ▶ Tourism is expected to grow in several mountain TPRs and will result in the need for additional funds to expand service to meet demand. With already limited funding available, an increase in tourism will place additional strain on service providers.

**Chapter 6** includes a more detailed discussion on Colorado's funding and financial outlook for transit.

## 6.0 FUNDING AND FINANCIAL OUTLOOK

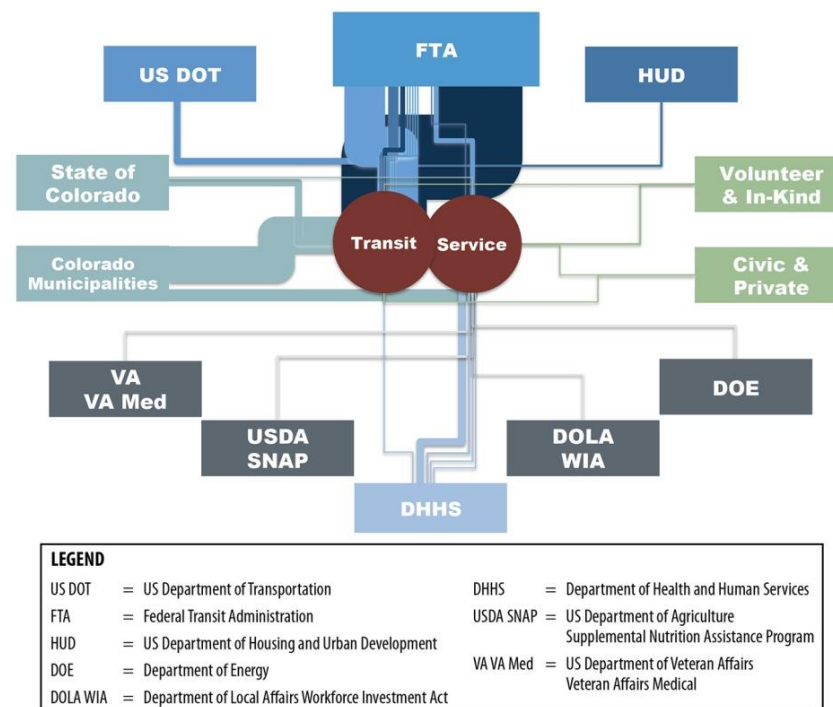
### 6.1 Transit Funding in Colorado

Funding for transit and transportation services in Colorado is a complex partnership among federal, state, and local agencies. **Figure 6-1** illustrates the flow of funds from major federal, state, and local sources to Colorado’s transit agencies and human services transportation providers. The width of lines in the figure represents the estimated value of transit funds from each major source.

The Federal Transit Administration (FTA) provides funding directly to larger transit providers. FTA grants to smaller transit providers pass through the Colorado Department of Transportation (CDOT). Other federal agencies, state programs, local governments, and civic organizations also provide funding directly to transit providers. Transit agencies also generate a portion of revenues directly from fares, advertising, contract services, and other miscellaneous revenue sources.

The result is a complicated patchwork of annual grants, one-time competitive awards, and reimbursement payments for services. Funding sources are often dedicated for a specific project or purpose or may be used to provide services to only certain populations. Relatively few funds are flexible, and many cannot be applied to ongoing operating and maintenance expenses or used to cover unexpected opportunities or costs that may arise. As a result, transit providers are faced with annual financial challenges to budget for expected expenses, adjust services to match revenues, secure additional local match funding, and compete for federal awards.

**Figure 6-1** Flow of Major Funding Services to Colorado’s Transit and Human Service Providers



Transit services are costly to operate and maintain, whether in rural areas with extensive routes covering large geographic areas and less developed infrastructure, in resort economies with high costs of labor and supplies, or in major metropolitan areas with significant fleet maintenance needs. The costs of providing services in these areas continue to increase with rising fuel prices, labor and benefits, and other inflationary pressures. Colorado continues to experience some of the highest population growth rates in the nation. Transit ridership is increasing as more and more people demand transportation choices and need options to travel to and from workforce centers, medical appointments, schools, shops, or

workplaces. Yet, the revenues available to cover rising costs and meet increasing demand are already stretched and likely to remain stagnant or even decrease in the future based on current policy.

This chapter details the major federal, state, and local funding sources for transit and rail in Colorado. It examines current funding levels and trends and provides estimates of future transit operating investment needs and potential alternative revenue sources. The State Rail Plan describes rail funding sources in greater detail.

## 6.2 Sources of Transit Funding

Transit funding is generally dedicated to fulfilling capital needs (purchasing new equipment, vehicles, facilities, or construction services) or supporting ongoing operating and maintenance expenses (labor, fuel, vehicle maintenance, and other supporting services). Rural and urban transit providers have access to different funding sources through federal grants or local governments. As a result, funding sources can be very different depending on whether a transit provider operates in a rural or an urban area, or whether the source of funds is dedicated to capital or operating expenses.

**Figure 6-2** compares the proportion of operating and capital revenues supported by federal, state, local, fare and other funding sources for all providers across the U.S. and Colorado. The National Transit Database is the primary source for financial information of transit agencies across the country. However, this database does not cover all providers operating in Colorado and includes unverified, self-reported data. These data were supplemented by a self-reported transit provider survey conducted on behalf of CDOT in fall 2013.

### Operating Revenue Sources

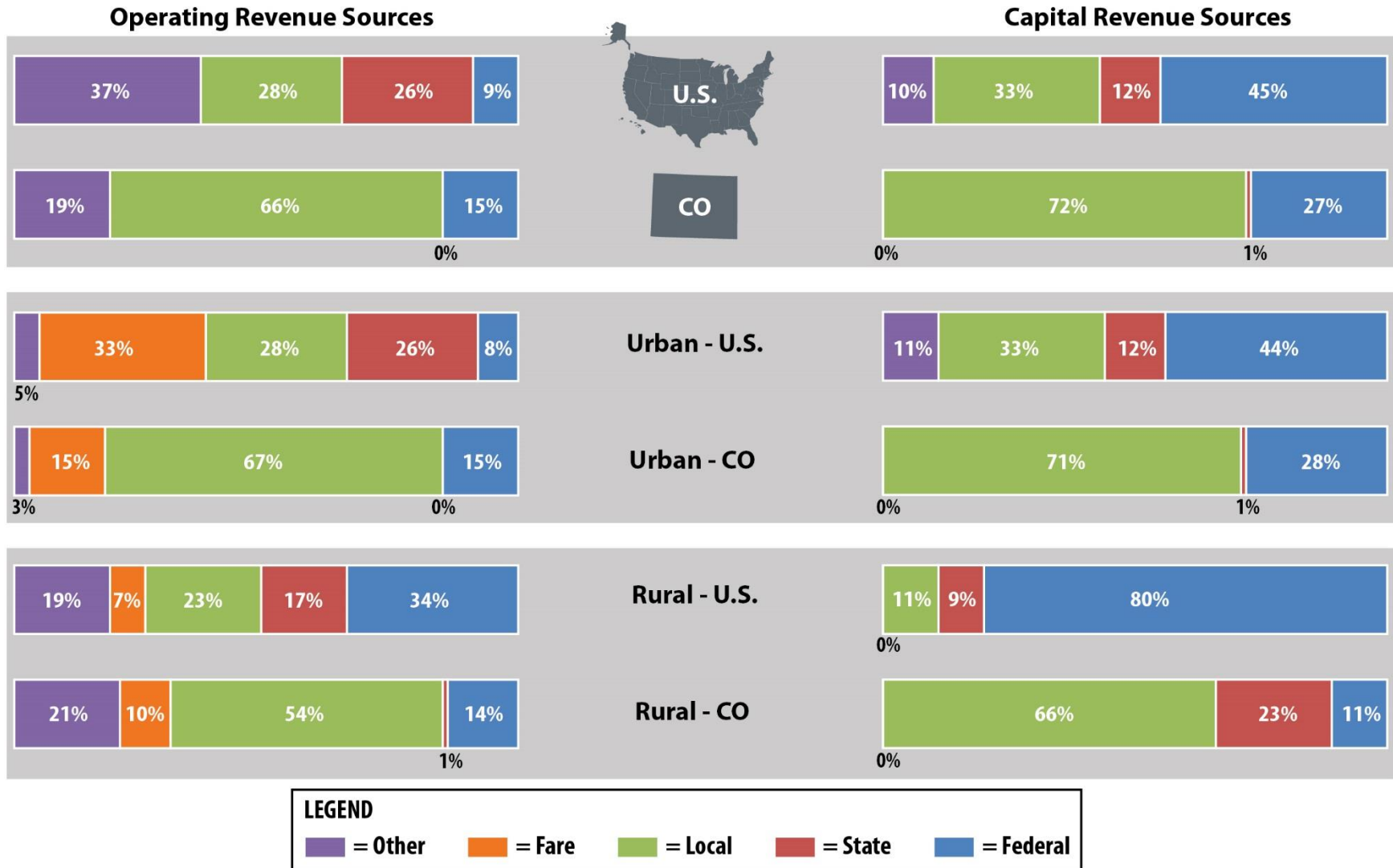
Operating revenues across the U.S. are, on average, derived primarily from other revenues (37 percent), including fares, contracts, advertising and other agency-generated funds. Local

governments (28 percent) and state funds (26 percent) also provide significant revenues, while federal sources account for only 9 percent. However, in Colorado, local government sources (66 percent) are more often used for funding ongoing operating and maintenance needs. Little state funding for operating costs has been available, although the state will provide operating assistance beginning in fiscal year (FY) 2016 for select regional and interregional services. No local agency assistance for operating expenses is available through CDOT. Total operating, administrative, and maintenance costs of Colorado's transit agencies (both rural and urban) are estimated at over \$530 million annually. CDOT administers some state funding through the Funding Advancement for Surface Transportation & Economic Recovery (FASTER) program and some FTA pass-through grants. However, the total value of funding that CDOT may direct is the equivalent of less than 2 percent of total operating expenses.

### Capital Revenue Sources

Capital revenues across the U.S. are, on average, primarily provided through FTA grants supplemented by local governments providing matching dollars. Colorado is less reliant on federal sources than the national average. However, this pattern may change from year to year because large federal discretionary awards for major capital investments, such as New Starts, Small Starts, Transportation Investment Generating Economic Recovery (TIGER), and American Recovery and Reinvestment Act (ARRA) economic-recovery grants, can skew averages. In Colorado, urban providers tend to depend heavily on local revenue sources to fund capital projects, while rural providers depend heavily on state funding. Colorado implemented the FASTER program in 2009-2010, which provides up to \$15 million annually to support local and statewide transit investments. State and local funding is critical to support capital investments by Colorado's transit providers.

1 **Figure 6-2 Comparison of U.S. and Colorado Operating and Capital Funding Sources**



2  
3 Source: National Transit Database, 2012/CDOT Transit Agency Provider Survey, 2013

1 **6.2.1 Sources of Transit Funds - Federal**

2 An array of federal agencies provide grants or continuing financial  
 3 assistance to support the transit and transportation needs of  
 4 residents, seniors, military veterans, unemployed workers, and other  
 5 populations. These agencies include FTA, Department of Health and  
 6 Human Services, Department of Veterans Affairs, Department of  
 7 Labor, Department of Education, and others. A 2011 Government  
 8 Accountability Office report found that over 80 federal programs  
 9 may be used for some type of transit and transportation assistance.

10 **Table 6-1** lists the most significant federal programs to Colorado’s  
 11 transit providers.

12 Most federal human services-related funding assistance flows  
 13 through state agencies or community organizations and is used to  
 14 cover a wide range of services, including transit and transportation  
 15 assistance. Federal programs often fund contracted transportation  
 16 services, offer reimbursement for transportation services provided  
 17 to covered individuals, may be applied as “non-federal” matches for  
 18 federal Department of Transportation (DOT) grants, or support  
 19 transportation assistance and coordination staff positions at  
 20 community organizations.

21 FTA-administered grant programs provide the most significant  
 22 source of federal funds to support transit services. FTA funds are  
 23 derived from the U.S. DOT Highway and Mass Transit Account and  
 24 are divided into different programs or “section” grants, named for  
 25 the legislative sections of the U.S. Code of Federal Regulations. A  
 26 portion of FTA funding is allocated to states and transit providers in  
 27 urban areas by formula, while other funds are made available  
 28 through discretionary and competitive awards. FTA funds are  
 29 complex, governed by varying requirements and provisions for use,  
 30 and require local matching funds (at least 20 percent for capital  
 31 projects and 50 percent for operating).

33 **Table 6-1 Significant Federal Transit Funding Sources in**  
 34 **Colorado**

Federal Funding Source	Use of Funds	Type of Funds	Estimated Colorado Revenues
Federal Transit Administration	Assistance for public transportation services	Capital and operating grants to providers and community organizations	<b>\$254.4 million</b> in 2012
Medicaid Non-Emergency Medical Transportation (NEMT)	Medical transportation for Medicare and Medicaid recipients	Reimbursement to providers	<b>\$4.4 million</b> in reimbursements to providers in FY 2011–2012
Veterans Transportation Services	Support for medical-related transportation needs of veterans	Grants to providers and community organizations and reimbursements to individuals	<b>\$1.3 million</b> in one-time Veterans Transportation and Community Living Initiative grants awarded in 2013. Other Veteran Affairs payments unknown.
Older Americans Act (OAA), Title III	Transportation needs of older residents	Block grants to community organizations	<b>\$985,855</b> in assisted transportation services in FY 2010
Workforce Investment Act (WIA) and Temporary Assistance to Needy Families (TANF)	Transportation needs for public assistance recipients	Block grants to states and community organizations and reimbursements to individuals	<b>\$2.9 million</b> in 2012/13 went to transportation; approximately 2.15% to individuals

Federal Funding Source	Use of Funds	Type of Funds	Estimated Colorado Revenues
Community Development Block Grants (CDBG) and Community Services Block Grants (CSBG)	Purchased transportation services or equipment to meet needs of specific populations	Block grants to states and community organizations	\$399,722 went to transportation in 2013; approximately 15%

1 Colorado received approximately \$260 million in total FTA funding  
 2 in 2014. **Figure 6-3** shows Colorado’s total FTA funding levels and  
 3 share of total funding between 2000 and 2014. As Colorado’s  
 4 population, transit ridership, and capital investment needs have  
 5 grown over the last decade, so has the state’s share of FTA funding.  
 6 Total FTA funding increased 116 percent between 2000 and 2012 in  
 7 inflation adjusted constant 2000 dollars.

8 CDOT conducts a statewide competitive application process to  
 9 determine awards of FTA grants and to ensure that federal laws and  
 10 regulations are followed. CDOT contracts with the local grantees  
 11 once funding recipients are selected and acts as the fiscal agent and  
 12 distributor of FTA funds for approximately 5 percent, or \$13 million,  
 13 of total FTA funding that flows into the state.

14 FTA funds are distributed through section grants that are either  
 15 formula-based or discretionary awards. The purposes, requirements,  
 16 and funding levels of each section are determined through federal  
 17 transportation authorization legislation. MAP-21 consolidated  
 18 several FTA grants and created new section programs but largely  
 19 held transit funding stable through FY 2014. At least 20 major FTA  
 20 grant programs are funded today. Those programs can be grouped,  
 21 as shown in **Figure 6-4**, into four major categories. Most FTA  
 22 funding flows to Colorado to support major capital investments,  
 23 followed by formula funds to urbanized areas.

## 24 Other Federal Sources and Programs

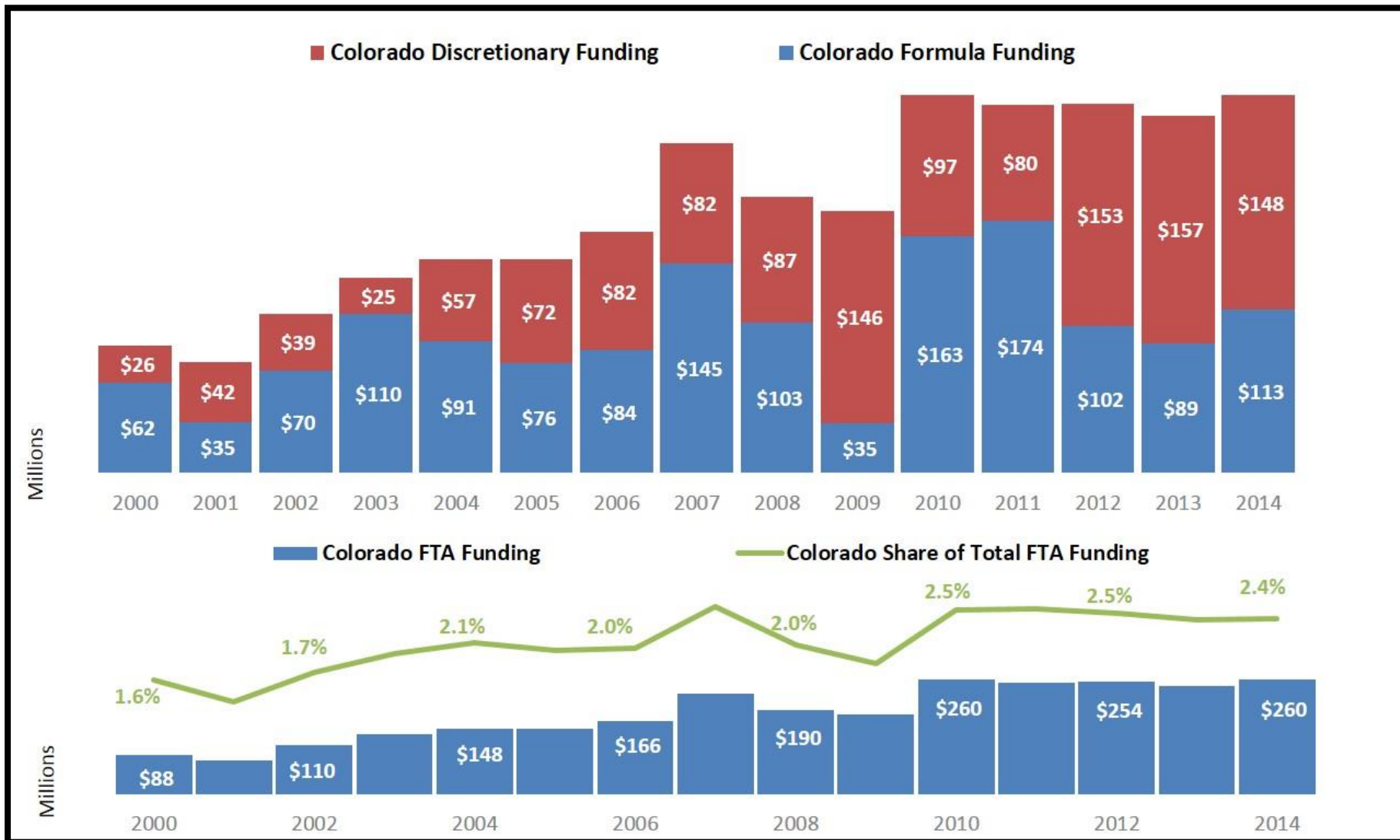
25 The Passenger Rail Investment and Improvement Act (PRIIA) is the  
 26 federal authorization that focuses on intercity passenger rail and  
 27 authorizes the appropriation of funds to Amtrak, and supports state-  
 28 sponsored corridors and the development of high-speed rail  
 29 corridors. PRIIA authorized more than \$13 billion between 2009 and  
 30 2013. PRIIA, last authorized in 2008, expired in 2013 and is awaiting  
 31 reauthorization.

32 The Federal Railroad Administration (FRA) in the lead agency in  
 33 supporting passenger and freight rail services through a variety of  
 34 competitive grant, dedicated grant, and loan programs to develop  
 35 safety improvements, relieve congestion, and encourage the  
 36 expansion and upgrade of passenger and freight rail infrastructure  
 37 and services. FRA also provides training and technical assistance to  
 38 grantees and stakeholders. For more detailed information on FRA  
 39 and rail funding in general, please see the State Freight and  
 40 Passenger Rail Plan on CDOT’s website.

41 FRA Competitive Discretionary Grant programs include:

- 42 ▶ High-Speed Intercity Passenger Rail Program (HSIPR) –  
 43 addresses long-term high and higher speed passenger  
 44 transport needs in key corridors thought the country. HSIPR  
 45 grants were mostly allocated through American Recovery  
 46 and Reinvestment Act (ARRA) funds, with the intention of  
 47 building new high-speed rail corridors, upgrading existing  
 48 intercity passenger rail corridors, and laying the  
 49 groundwork for future high-speed rail services. The FRA is  
 50 currently not accepting applications for this program.
- 51 ▶ Transportation Investment Generating Economic Recovery  
 52 (TIGER) –invests in critical road, rail, transit, and port  
 53 projects across the nation and provided over \$300 million  
 54 during FRA’s 2009-2012 funding cycles.

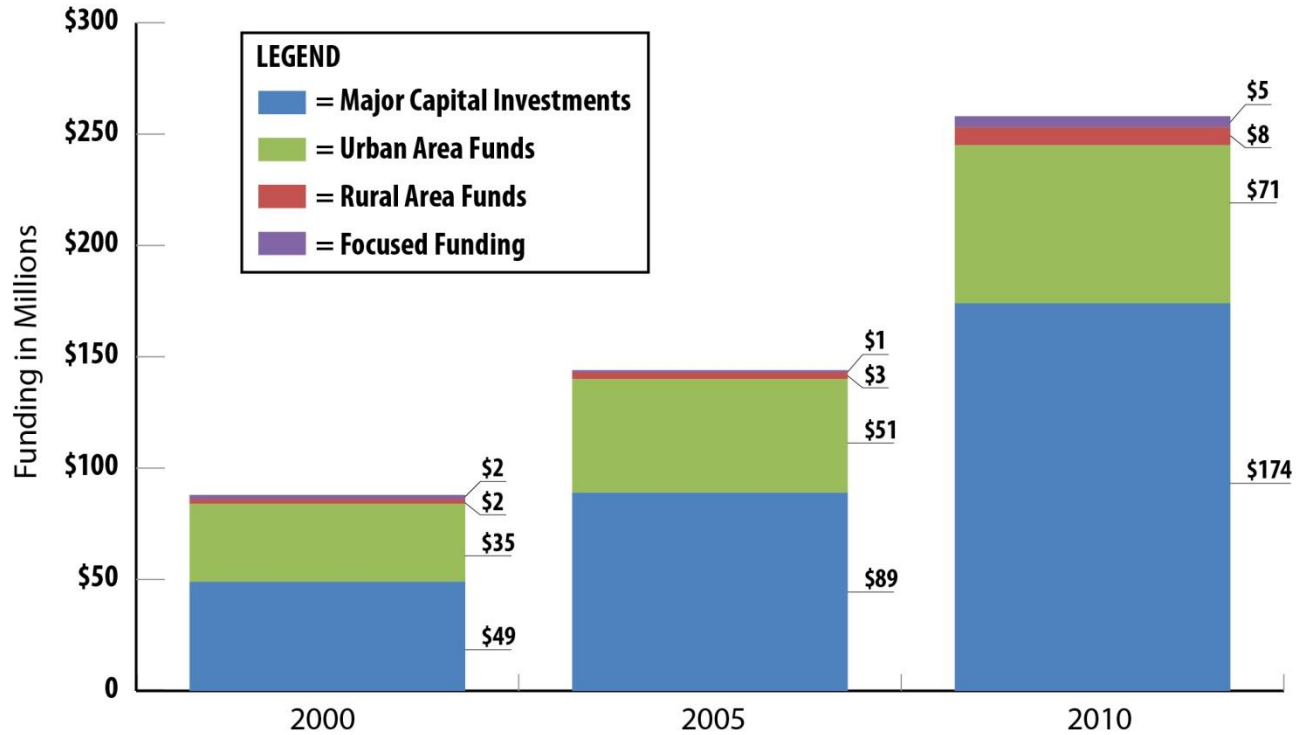
1 **Figure 6-3 Federal Transit Administration Funding Levels, 2000-2014 (in 2000 dollars)**



2



1 **Figure 6-4 FTA Funding to Colorado by Major Program Area**



2

3 **Focused Funding:** Section 5310 Elderly & Disabled / Section 5316 JARC / Section 5317 New Freedom / Section 5308 Clean Fuels

4 **Rural Area Funds:** Section 5311 Rural Areas / Section 5311(b)(2) RTAP

5 **Urban Area Funds:** Section 5307 Urbanized Area Formula / Section 5303 Metropolitan Planning / Section 5313(b) & Section 5304 Statewide Planning

6 **Major Capital Investment:** Section 5309(b)(1) New Starts / Section 5309 Fixed Guideway / Section 5337 State of Good Repair / Section 5339 Bus and Bus  
7 Facilities / Section 5309 Bus Allocation

8

9

- ▶ Rail Line Relocation and Improvement Program (RLR) – provides financial assistance for local rail line relocation and improvement projects that mitigate the adverse effects of rail traffic on safety, motor vehicle traffic flow, community quality of life, or economic development. The FRA is currently not accepting applications for this program.
- ▶ Railroad Rehabilitation and Repair (Disaster Assistance) – provides funding assistance to repair and rehabilitate Class II and Class III railroad infrastructure damaged by natural disasters in areas for which the President has declared a major disaster. Colorado received one grant through this program following the 2013 floods.
- ▶ Railroad Safety Technology Grant Program – provides financial assistance to passenger and freight rail carriers, railroad suppliers and state and local governments for the deployment of positive train control (PTC) collision avoidance systems and complementary advanced technologies. The FRA is currently not accepting applications for this program.
- ▶ Railway-Highway Crossing Hazard Elimination Program – provides funding for safety improvements at both public and private highway-rail grade crossings along federally designated high-speed rail corridors. This program is jointly administered by FRA and FHWA, however authorization expired in 2012.

FRA’s Dedicated Grant Programs include:

- ▶ Amtrak Capital Grants – Funding for the National Railroad Passenger Corporation (Amtrak), which the Corporation uses to fund operating and capital expenditures, is requested annually both by the Administration through the Department of Transportation (DOT) budget request and directly by Amtrak through its Federal Grant and Legislative Request to Congress. Some states also provide funding for Amtrak, however, at present, Colorado does not provide any funding. Federal grants to Amtrak are administered through

the FRA. The FRA monitors Amtrak’s grant monies on a monthly basis through designated operating and capital expense accounts. Federal grants to these accounts are disbursed quarterly rather than in a lump sum; and Amtrak must submit a detailed business plan, updated as necessary, for approval by the Secretary of Transportation. In conjunction with operating revenues and funds from state and local governments, Amtrak uses its federal appropriations to cover its operating expenses and to maintain and improve its rolling stock (e.g. locomotives and passenger cars) and fixed capital assets (e.g. stations, track, and signals).

- ▶ Operation Lifesaver, Inc (OLI) is a national not-for-profit rail safety organization. OLI uses FRA funding to support public education efforts to reduce collisions between trains and motor vehicles at railroad crossings, and to discourage illegal trespassing on railroads.

In addition to the FRA and FTA grant programs, there are also DOT loan programs. Two primary loan programs are:

- ▶ Transportation Infrastructure Finance and Innovation Act (TIFIA) – this is a DOT program which makes three forms of credit assistance available for surface transportation projects of national or regional significance: secured (direct) loans, loan guarantees and standby lines of credit.
- ▶ Railroad Rehabilitation & Improvement Financing (RRIF) Program – provides direct loans and loan guarantees to acquire, improve, or rehabilitate intermodal or rail equipment or facilities, including track, bridges, yards, buildings and shops; refinance outstanding debt incurred for the purposes listed above; and develop or establish new intermodal or railroad facilities.

These two loan programs were used to complete the Denver Union Station project, which received a \$145.6 million TIFIA loan and a \$155 million RRIF loan.

1 **6.2.2 Sources of Transit Funds – State**

2 CDOT primarily provides state funding for transit services in  
 3 Colorado through the FASTER program. The Colorado Department of  
 4 Military and Veteran Affairs and other state agencies also provide  
 5 limited funds to support the transportation needs of specific  
 6 populations within the state.

7 Nationally, state governments provide more funding for transit  
 8 providers than the federal government. According to the *2013 Survey*  
 9 *of State Funding for Public Transportation*, states provided nearly  
 10 \$14 billion compared to \$10 billion from the federal government in  
 11 FY 2011. As mentioned previously, Colorado’s FASTER program  
 12 dedicates approximately \$15 million annually in state funding to  
 13 transit; however, the state still ranks 25<sup>th</sup> in the nation in terms of  
 14 state support for transit. Colorado’s investment in transit is similar  
 15 to nearby states such as Iowa or New Mexico, but below the  
 16 hundreds of millions that similarly populated states such as  
 17 Wisconsin or Minnesota invest.

18 Across the U.S., the most common state funding sources used to  
 19 support transit include:

- 20 ▶ General funds (15 states)
- 21 ▶ Gas taxes (14 states)
- 22 ▶ Bond proceeds (12 states)
- 23 ▶ Registration or license fees (8 states)
- 24 ▶ Vehicle or rental vehicle fees (7 states)
- 25 ▶ Sales tax (6 states)
- 26 ▶ Trust funds (4 states)

27 Nationally, 37 states and 51 percent of funding are directed toward  
 28 operating expenditures, and 17 states and 20 percent of total  
 29 funding are not restricted to a specific use.

30 **Funding Advancement for Surface Transportation & Economic**  
 31 **Recovery (FASTER) - Transit Program**

32 Colorado’s FASTER program provides direct support for bridge,  
 33 safety and transit projects. FASTER transit funds provide \$15 million  
 34 annually for statewide and local transit projects, such as new bus  
 35 stops, bike parking, transit maintenance facilities, vehicle  
 36 replacements, multimodal transportation centers, and other capital  
 37 projects. FASTER transit funds are split between local transit grants  
 38 (\$5 million per year) and statewide projects (\$10 million per year).  
 39 CDOT competitively awards \$5 million in local transit grants, and  
 40 \$10 million for statewide, interregional, and regional projects. Local  
 41 recipients are required to provide a minimum 20 percent local  
 42 match. From FY 2010 to FY 2013, over \$52 million in FASTER funds  
 43 have been invested in transit projects throughout the state.  
 44 However, while total revenues collected under the overall FASTER  
 45 program (\$252 million FY 2013) are projected to increase over time,  
 46 the allocation for transit remains at a flat \$15 million per year.

FASTER funding provides a fixed \$15 million a year for DTR operations and statewide and regional transit projects.

47 In 2013, the Colorado Transportation  
 48 Commission directed staff in all  
 49 portions of CDOT to move CDOT’s  
 50 financial management systems toward  
 51 goal-based performance budgeting in  
 52 congruence with federal-level MAP-21  
 53 law. This also included direction to the  
 54 Division to enhance and improve the  
 55 distribution of FASTER transit funds through performance planning.  
 56 From June 2013 through summer 2014, DTR engaged transit  
 57 partners in a process of examining this change in policy. The result  
 58 was a new FASTER Transit distribution method, designed to  
 59 implement performance-based allocation of funds, to fulfill federal  
 60 requirements of performance-based planning and administration of  
 61 federal funds alongside state FASTER funds, and to guide decisions  
 62 for at least a three-year period from FY 2016 to FY 2018 prior to

reevaluation. Most transit partners felt that the reduction in the flexibility of FASTER fund distribution before this policy change should be more than made up through increased certainty and reliability of funding, as well as the “opening” of CDOT funding for selected operating purposes. **Table 6-2** shows the changes in the distribution policy.

**Table 6-2 CDOT FASTER Program Distribution Policy**

	FY 2010–2015 Distribution Policy	FY 2016+ Distribution Policy
\$5 million local pool	\$5 million in competitive awards to all local agencies, including Mountain Metro, RTD, and TransFort	\$4.1 million small agency capital (all except MMT, TransFort, RTD)
		\$0.9 million large urban capital (MMT & TransFort)
\$10 million statewide pool	\$9.0 million in competitive awards for projects of statewide significance	\$1.0 million for DTR administration, planning, tech. assistance
		\$3.0 million for CDOT Interregional Express (IX) Bus Service
		\$1.0 million operating assistance for other regional / interregional bus service
		\$3.0 million for large urban capital (RTD)
		\$2.0 million statewide competitive capital pool

Source: CDOT Division of Transit & Rail, 2014.

### Other State Funding

The state of Colorado also periodically implements legislative mechanisms that transfer general fund revenues to CDOT. Senate Bill (SB) 97-1 was in place from 1997 to 2009 (when it was repealed) and resulted in annual transfers to CDOT for investment in strategic transportation corridors.

In 2009, SB 09-228 was enacted to transfer 2 percent of general fund revenues to CDOT when certain revenue conditions were met. Initially estimates indicated that up to \$160 million annually in additional transportation funding could be available between FY 2016 and FY 2020 under SB 09-228. The legislation directed that, of these funds, “no less than 10 percent may be used for transit purposes or transit capital improvements.” The Colorado Transportation Commission will set priorities for projects under the Strategic Transportation Project Investment Program. If at least 10 percent of funds are devoted to transit projects, up to and potentially more than \$80 million could be available over the next five years to fund strategic transit capital improvements. If the Colorado economy grows too slowly, then these funds may be reduced or not available. If the Colorado economy grows too quickly, then Taxpayer Bill Of Rights (TABOR) triggers for taxpayer refunds may also reduce the availability of these funds. More recent forecasts of revenue suggest that these funds may be substantially reduced or eliminated with the latest forecast calling for only a little over a total of \$100 million to CDOT, of which there would \$10 million for transit.

The Colorado Department of Military and Veteran Affairs administers the Colorado Veterans Trust Fund to support organizations providing transit and transportation assistance to veterans. The state supports Veterans Service Offices in each county and awards grants 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

1 veterans through this program. The Colorado Veterans  
2 Transportation Task Force helps coordinate and direct  
3 transportation services for veterans throughout the state.

### 4 **6.2.3 Sources of Transit Funds – Local**

5 Funding by local governments is critical to urban and rural transit  
6 providers and provides the most funding for ongoing operating and  
7 maintenance expenses. Local funding accounts for an average of two-  
8 thirds of Colorado operating revenues and nearly three-quarters of  
9 capital revenues.

10 Local city and county governments typically enter into long-term  
11 agreements to fund transit agencies operating in their areas. Funding  
12 levels often remain stable over time and are not adjusted to account  
13 for inflation or cost increases in labor or fuel costs. Local transit  
14 funds are commonly drawn from general funds, which in Colorado  
15 primarily depend on local sales and property taxes. Other local  
16 government funds may include transfers from local gaming taxes,  
17 tourism bed taxes, or local vehicle registration fees.

18 Of the 41 rural transit providers responding to the CDOT 2013  
19 Transit Provider Survey, 37 percent reported receiving local funds in  
20 support of capital expenditures. All 8 of Colorado’s urban area transit  
21 providers receive local support for capital expenses. Together,  
22 Colorado’s local governments funded over \$500 million in capital  
23 improvements in 2012–2013. Over 39 of Colorado’s rural transit  
24 providers reported receiving local funds to cover ongoing operating  
25 and maintenance expenses. Local governments in rural areas  
26 provided over \$56 million in operating support in 2012; most of  
27 these funds were generated in the Intermountain region in counties  
28 with high tourism numbers and well-developed transit networks.  
29 Colorado’s urban transit providers received over \$418 million from  
30 local sources.

31 Many home-rule cities and counties may elect to dedicate local tax  
32 revenues to transportation funds. Special districts and dedicated  
33 sales taxes generate the highest levels of local funding. In 1990,  
34 Colorado provided legal authority to counties outside the Denver-  
35 area Regional Transportation District (RTD) to impose a sales tax for  
36 the purpose of funding a mass transportation system. Eagle, Summit,  
37 and Pitkin counties currently employ this Mass Transit District  
38 mechanism to support transit services. Unlike a rural transportation  
39 authority or RTA, this option does not require a geographic  
40 boundary separate from the county and does not require the  
41 creation of a legal authority.

42 In 1997, Colorado created the “Rural Transportation Authority Law”  
43 to enable local governments to create transportation authorities in  
44 rural areas. These authorities are empowered to develop and  
45 operate a transit system and may construct and maintain roadways.  
46 They are also allowed to impose dedicated taxes to fund investments  
47 and services. There are currently five active RTAs in Colorado:  
48 Roaring Fork, Gunnison Valley, Pikes Peak, Baptist Road, and South  
49 Platte Valley.

50 Colorado counties also receive a share  
51 of the state Highway Users Tax Fund  
52 (HUTF), which is funded through  
53 revenues raised from statewide gas  
54 taxes, vehicle registration fees, license  
55 fees, and other user fees. As of 2013,  
56 SB 13-048 reinterpreted restrictions  
57 on this fund to enable local  
58 governments to flex HUTF dollars to  
59 transit-related projects. Transit and  
60 other multimodal projects now eligible for this funding include bus  
61 purchases, transit and rail station construction, transfer facilities,  
62 maintenance facilities for transit, bus rapid transit lanes, bus stops  
63 and pull-outs along roadways, and bicycle and pedestrian

Up to 15% in local HUTF funds may be used for transit-related projects, providing local agencies another source of funding to provide needed transit services.

1 overpasses, lanes, and bridges. Local governments may expend no  
2 more than 15 percent of HUTF allocations for transit-related  
3 purposes. HUTF distributions to counties and municipalities totaled  
4 \$264 million in 2013. If 10 percent of these funds were flexed to  
5 transit projects, this could result in 10 times the amount of local  
6 funding currently available for capital projects (excluding the  
7 Denver-area RTD).

#### 8 **6.2.4 Sources of Transit Funds – Other**

9 Colorado’s transit agencies also generate revenues directly, which  
10 help offset ongoing operating expenses. Examples of agency-  
11 generated revenues include fares, contracts, advertising,  
12 contributions, investment income, or sale or rental of tangible assets.

13 Fare recovery varies by agency but  
14 rarely do passenger fares cover more  
15 than half of total operating and  
16 maintenance expenses. Among  
17 Colorado’s providers, fares account  
18 for between 0 and 20 percent of  
19 annual operating revenues, and some  
20 individual routes see fare revenue as high as 40 percent among  
21 urban providers. Many of Colorado’s rural transit and transportation  
22 service providers offer free or reduced fare services and do not  
23 generate a significant return from fares. Most transit agencies must  
24 support operations with federal, state, and local revenues.

In Colorado, fares  
account for 0 to 20%  
of annual revenues  
with many transit  
agencies offering free  
or reduced fares.

25 Service contracts are also a mechanism for transit providers to fund  
26 operations for specific economic or employment centers, such as  
27 universities or campuses of major employers or major tourist  
28 destinations. For example, Aspen Skiing Company contracts with the  
29 Roaring Fork Transportation Authority to provide transit services  
30 and routes to resort areas. The City of Durango provides transit  
31 services to Fort Lewis College students under an annual contract  
32 agreement. RTD’s corporate and community passes are also an

33 example of service contracts to provide transit services to a certain  
34 area or to employees of a business. Transit providers may also  
35 contract directly with another provider to fulfill some services, such  
36 as NEMT, demand-responsive, or shuttle services.

37 Charitable contributions are a revenue source for some rural transit  
38 and transportation service providers. Community or private  
39 foundations may provide ongoing operating support or one-time  
40 grants for operating positions or even capital investments. Direct  
41 contributions from individuals are uncommon, though some  
42 community organizations and transportation providers do fundraise  
43 directly. In-kind contributions from volunteer drivers and other  
44 workers, as well as in-kind services and maintenance, are significant  
45 to many rural providers. These in-kind contributions are not often  
46 quantified or tracked.

#### 47 **6.3 Transit Revenue Projections**

48 Estimating future transit revenues presents unique challenges.  
49 Complete data are not available on all current revenues for all transit  
50 providers in the state, and the information that is available is most  
51 often self-reported through surveys and subject to reporting errors.  
52 Any forecast is subject to uncertainty; but with a multitude of diverse  
53 revenue streams, unpredictable future federal funding levels, and  
54 state and local revenues that depend on changing economic  
55 conditions, forecasts of transit revenues in particular are highly  
56 uncertain. The revenue projections presented in this chapter are  
57 intended to estimate the general range of future revenues available  
58 and the magnitude of future resource needs. These estimates may  
59 help guide state, regional, and local/municipal actions and indicate  
60 the need for future coordination, collaboration, or alternative  
61 revenue strategies.

### 6.3.1 Future Federal Transit Revenues

FTA grants account for most federal funding for transit services and investments in Colorado. These grants are funded through the Mass Transit Account of the Highway Trust Fund. Under current revenue sources, which are primarily derived from fuel taxes, the Highway Trust Fund cannot continue to support spending at current levels. According to the Congressional Budget Office, from 2015 to 2024, the transit and highway accounts are projected to face a total cumulative shortfall of \$157 billion. Projections for future FTA funding levels are included within this section.

CDOT estimates future revenues from the FTA through 2040. Total FTA funding to Colorado’s urban and rural areas is estimated to peak at \$280 million in 2025 and then to decline annually to approximately \$230 million by 2040. As shown in **Figure 6-5**, FTA funding could decline 12 percent by 2040.

Federal funds provide a significant source of capital investment funds for urban and rural providers. Fewer federal funds will likely make discretionary programs more competitive, require greater match commitments from state and local governments, and make it more challenging for transit providers to maintain and upgrade aging infrastructure and fleets.

Federal and State Transit funds are expected to decline over the next 20 years.

Other federal funding sources are also insolvent or unstable over the long run. For example, the Older American Act (OAA) funds supportive services for the elderly and is subject to reauthorization every five years. Funding for this program has grown over the past decade, but according to the Office of Management and Budget, is expected to decline in the future. For FY 2013, Colorado’s OAA Title III funding allotment for home and community based care fell

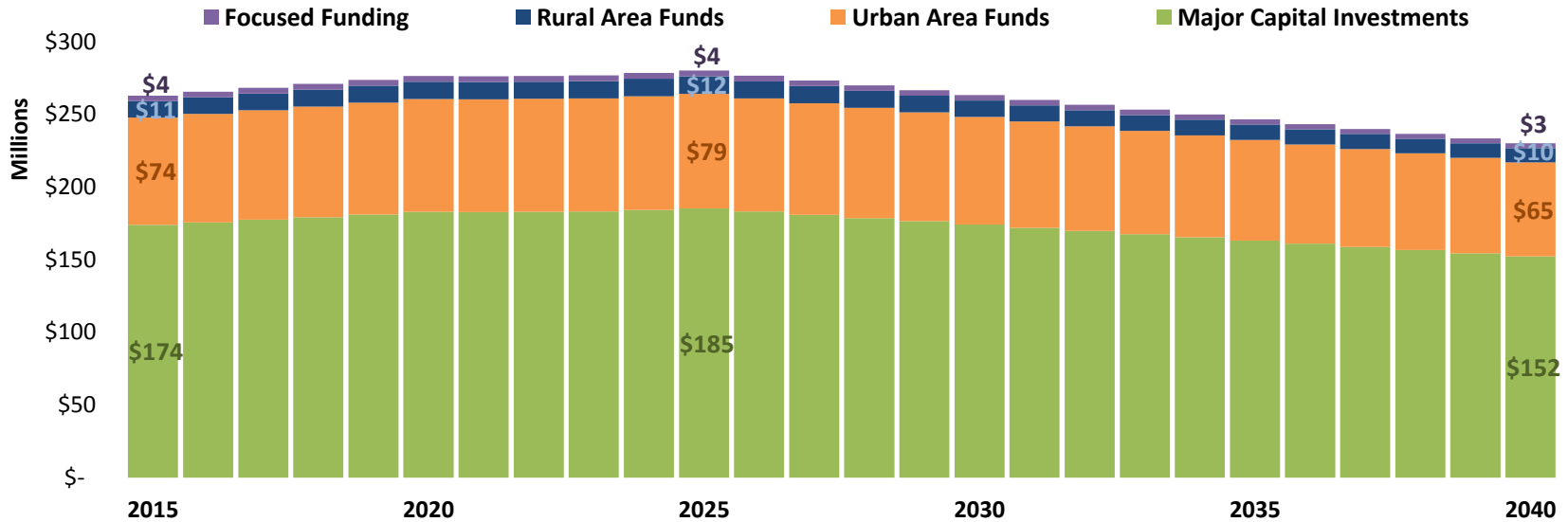
by 15 percent from the previous year. Other federal programs are also variable, including NEMT funding through Medicaid and grants such as CSBGs. Federal budget deficits or other changes in federal programs will have an impact on the revenues available through these and other important programs in the near term. Over the long run, the revenues available for discretionary spending within these programs, such as transportation assistance, are also likely to decline as funding shifts to direct care.

### 6.3.2 Future State Transit Revenues

CDOT funds local transit capital and operating expenses through the FASTER program and from one-time transfers from the state’s general fund. A set amount of \$15 million annually from FASTER revenues supports statewide and local transit improvements. However, current legislation does not enable this cap to be raised or adjusted for inflation or project cost escalations. While FASTER revenues available for highways will continue to grow into the future, the funds devoted to transit will remain fixed and lose purchasing power. After adjusting for inflation over the next 25 years, that \$15 million funding provided now may only be able to purchase \$7 million worth of transit investments in the future. General fund transfers from mechanisms such as SB 09-228 are not capped; however, these revenues are available for only a limited time and are not guaranteed. As stated previously, approximately \$80 million could be available for transit through SB 228 transfers.

The Colorado State Veterans Trust Fund also supports Veteran Services Offices throughout the state and awards grants directly to community organizations providing transportation assistance to veterans. The trust fund is funded through the Tobacco Master Settlement Agreement of 1998. These funds will no longer be available sometime after 2025, and payments have declined in recent years.

**Figure 6-5 Projected FTA Revenues –2015–2040 (Year of Expenditure Dollars)**



**Focused Funding:** Section 5310 Elderly & Disabled | Section 5316 JARC | Section 5317 New Freedom | Section 5308 Clean Fuels

**Rural Area Funds:** Section 5311 Nonurbanized | Section 5311(b)(2) RTAP

**Urban Area Funds:** Section 5307 Urbanized Area Formula | Section 5303 Metropolitan Planning | Section 5313(b) & Section 5304 Statewide Planning

**Major Capital Investments:** Section 5309(b)(1) New Starts | Section 5309 Fixed Guideway | Section 5337 - State of Good Repair | Section 5339 - Bus and Bus Facilities | Section 5309 Bus Allocation

**\*\* Capital investment programs such as New Starts are not guaranteed and funding levels will vary in the future. Estimates presented here for illustrative purposes only.**



### 6.3.3 Future Local Transit Revenues

Funding from local governments is critical to support the ongoing operating and maintenance needs for Colorado's transit providers. Local funds provide matching funds as required for federal grant awards and may also provide direct support for local agencies as required by intergovernmental agreements. Most local funds are derived from sales or property tax collections with supplemental revenues from vehicle registration or title fees, lodging taxes, gaming fees, and other miscellaneous sources. As of 2013, local governments may also flex up to 15 percent of their local HUTF funds to transit-related projects.

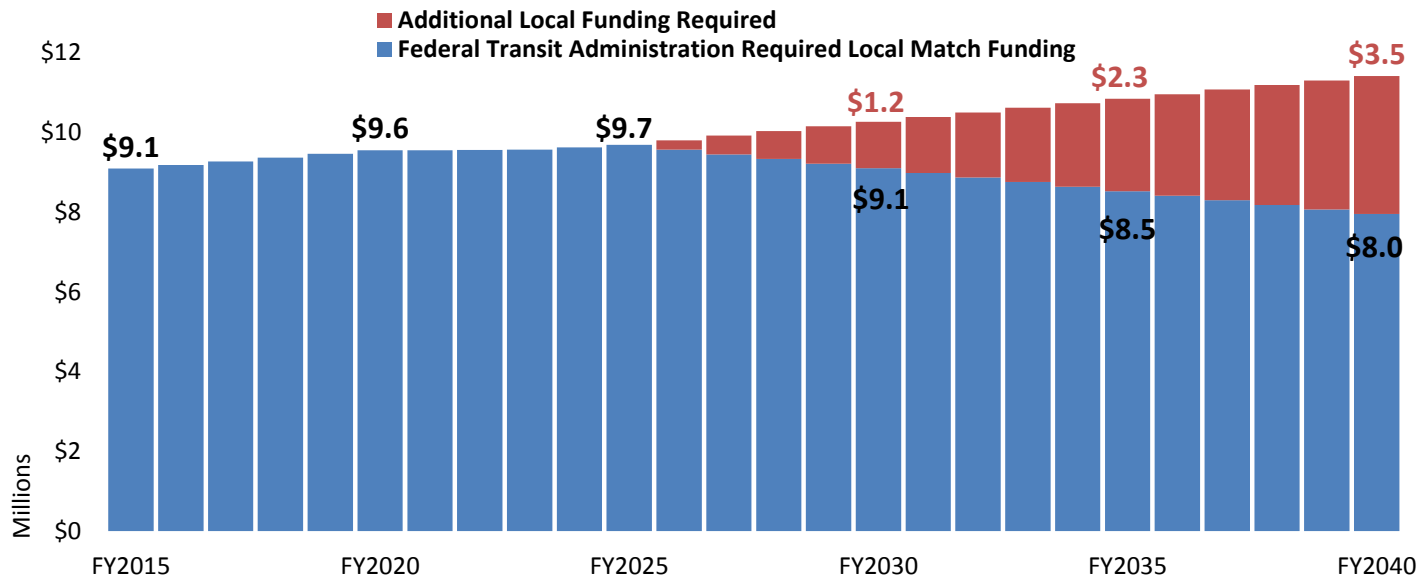
Local tax revenues vary with the fiscal health of governments and the state of the economy. Local governments currently face increasing fiscal pressures and declining or stable revenues. For example, the total assessed value of property in Colorado peaked in 2007 and declined between 2010 and 2013, resulting in reduced property tax collections and increasingly stretched local government budgets. Local sales and use tax collections fund a significant portion of transit operations in many municipalities, particularly those with independent taxing districts or dedicated sales taxes. Total sales and use tax collections in Colorado have only recently returned to pre-recession levels. Growth in sales tax revenue is expected to slow in

the future as consumer spending shifts from durable goods to non-taxable services, such as healthcare. RTD estimates that sales tax revenues will grow an average of 4.8 percent from 2011 through 2020. Between 2020 and 2040, growth will slow to 3.1 percent. CDOT estimated future inflation rates at 3 percent annually through 2040. This means sales tax revenues may only keep pace with inflation.

Local governments directly fund annual operating expenses of transit providers and may also provide matching funds required by FTA awards and grants. Many FTA programs require a 50 percent match to receive operating grant funding, and a 20 percent match for capital funding.

**Figure 6-6** shows the total amount of local match dollars required by future FTA funding levels based on CDOT forecasts of future FTA revenues. As federal revenues are expected to decline, so may local match requirements, shown in blue. However, the decreased availability of federal funds will also make FTA grants more competitive and local matching funding more important. Local governments may have to increase matching funds and provide additional funds to make up the difference in reduced federal support. Local funding levels are based only on matching fund requirements and do not include ongoing local support or other direct financial assistance to transit agencies.

1 **Figure 6-6 Estimated Local Funding Required by FTA Grants**



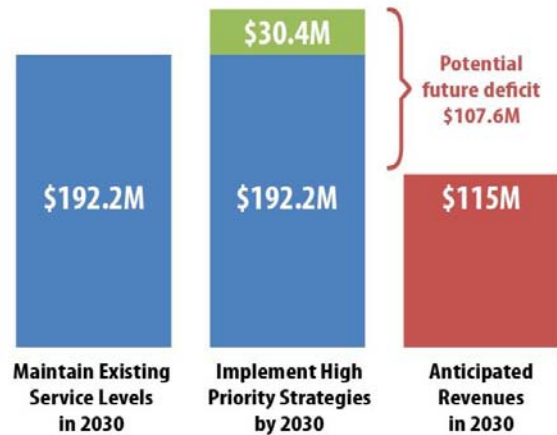
2  
3 **6.3.4 Future Transit Funding Needs**

4 Current transit funding levels are expected to grow more slowly or  
5 even decline in the future. Federal funds are subject to legislative or  
6 program changes. Federal gas tax revenues are not keeping pace  
7 with inflation and are not expected to increase in the future. State  
8 funding for transit is likely to remain stable over the long run.  
9 However, FASTER transit funds are set at a fixed amount of total  
10 FASTER revenues. Without adjustments for inflation or cost  
11 escalation, the purchasing power of state funds will decline over  
12 time. Local government funding is not guaranteed and may fluctuate  
13 with changes in economic or political conditions. With decreased  
14 future funding, Colorado’s transit providers may respond by  
15 reducing service, raising fares, eliminating staff positions, delaying  
16 system expansions, or postponing maintenance activities.

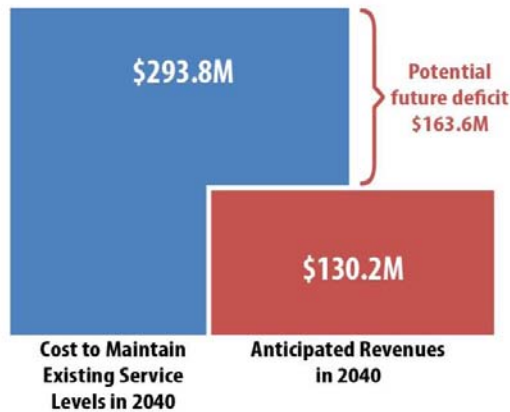
17 **Rural Transit Funding Needs**

18 The rural Regional Transit Plans document the anticipated gap  
19 between forecasted operating revenues in 2030 and anticipated  
20 operating expenses needed to maintain current systems and services  
21 as shown in **Figure 6-7**. More than \$192 million may be needed in  
22 2030 for rural transit providers to maintain existing service levels.  
23 High priority investments and strategies identified by regional  
24 agencies could be implemented at an additional cost of \$30 million  
25 between now and 2030. However, revenues are projected to fall  
26 short of these future needs resulting in a potential funding gap of  
27 over \$107 million in 2030. That gap could grow to over \$163 million  
28 by 2040.

1 **Figure 6-7 Forecast Operating Revenues and Expenses for**  
2 **Rural Providers – 2030 & 2040**



Order of magnitude estimates based on projected operating and administrative expenses and revenues to 2040. Reference regional TPR plans for complete estimates and methodology.



Order of magnitude estimates based on projected operating and administrative expenses and revenues to 2040. Reference regional TPR plans for complete estimates and methodology.

5 **Urban Transit Funding Needs**

6 For the urban areas, the MPO plans are in various stages of  
7 development and the information on funding needs presented  
8 below was obtained from the most recent plans available.

9 The DRCOG MPO forecasts a \$23 billion transit deficit by 2040 to  
10 implement the region’s future transit vision. Most of the deficit is for  
11 rapid and intercity transit capacity projects. In addition, the region’s  
12 rapidly aging population will result in additional human service  
13 transportation needs beyond anticipated revenues. DRCOG  
14 anticipates total available transit revenues and expenditures of \$26  
15 billion through 2040, and total transit capacity and operating needs  
16 of \$49 billion; this results in a \$23 billion deficit through 2040.

17 The North Front Range MPO estimates its annual deficit at  
18 approximately \$1.2 million for bare minimum costs of maintaining  
19 existing transit systems. If the region pursues all transit projects in  
20 the high level alternative, the annual deficit will be approximately  
21 \$13.8 million. Projected out through 2040, the total transit system  
22 deficit could be in excess of \$30 million in 2011 dollars. When  
23 accounting for inflation and using 2040 dollars, these transit system  
24 deficits could be greater than \$37.5 million by 2040. This  
25 information is based on data in the NFRMPO 2035 Plan (2011).

26 The Pikes Peak Area (PPACG) has projected its future costs through  
27 2040 based on available future revenue. The PPACG region’s future  
28 revenue through 2040 will be \$808 million. This allows for \$581  
29 million of System Maintenance, and \$226 million in future projects  
30 through 2040. However, this fiscally constrained approach does not  
31 allow Mountain Metro Transit to expand its system in any way. If  
32 the cost of expansion projects were to be factored in, the PPACG  
33 region would have many millions of dollars’ worth of a deficit  
34 through 2040. This information is based on transit data from the  
35 draft 2040 Regional Transportation Plan.

1 The Pueblo Area MPO (PACOG) is projected to have a \$126 million  
 2 transit deficit through 2035. Pueblo Transit’s system maintenance  
 3 costs will be \$134 million and its project costs will be \$50 million,  
 4 while the PACOG region’s transit funding revenues through 2035  
 5 will only total \$58 million. This information is based on data from  
 6 the 2035 Regional Transportation Plan.

7 The Grand Valley MPO is projected to have a \$244 million transit  
 8 deficit through 2040. Grand Valley Transit’s system maintenance  
 9 costs will be \$152 million and its project costs will be \$205 million,  
 10 while transit funding revenues through 2040 will only total \$113  
 11 million. This information is based on data from the 2040 Transit  
 12 Plan.

### 13 6.3.5 Potential Revenue Sources

14 Given the magnitude of potential future funding shortfalls  
 15 throughout the state, alternative revenue sources will more than  
 16 likely be necessary to continue to fund improvements and to meet  
 17 the growing needs of seasonal visitors, businesses, elderly, veterans,  
 18 low-income, and other transit-dependent populations, as well as  
 19 choice riders. Colorado’s transit agencies, municipal governments,  
 20 and state policymakers could consider alternative revenue sources  
 21 to help meet these future needs.

22 **Figure 6-8** presents sketch-level estimates of the potential  
 23 revenues that could be generated by enabling alternative revenue  
 24 sources. These estimates are intended to provide an approximate  
 25 gauge of the potential value of alternative revenue sources in  
 26 closing future funding gaps. The exact amount of revenues that  
 27 could become available depends on voter approval, implementation  
 28 of the particular funding mechanism, and local limitations and  
 29 policy choices. These estimates are intended to portray the  
 30 approximate value of a potential funding sources and do not  
 31 constitute an endorsement or recommendation by CDOT.

- 32 ▶ **Dedicated Sales Tax Increase:** If each county in Colorado  
 33 enacted a levy of 0.7 percent of net taxable sales, annual  
 34 revenues could have reached approximately \$506 million in  
 35 2012. An increase in sales taxes would require voter  
 36 approval and would be collected by either a dedicated  
 37 regional transportation authority or local governments and  
 38 then transferred to support transit services. Several  
 39 counties and state transportation authorities currently levy  
 40 dedicated mass transit sales taxes ranging from 0.4 percent  
 41 to 0.8 percent, varying by city and county.
- 42 ▶ **Property Tax Increase:** If property taxes were increased  
 43 by 1.0 mill (or \$1 per \$1,000 of assessed value), the  
 44 potential revenue generated in 2012 could have reached  
 45 approximately \$89 million. A tax increase would require  
 46 voter approval, and local cities and counties may be limited  
 47 by existing TABOR limits.
- 48 ▶ **Utility Fee Enactment:** If a \$15 per housing unit annual  
 49 utility fee were enacted to provide transportation and  
 50 transit services, potential revenue could have reached  
 51 approximately \$33 million in 2012. Housing units account  
 52 for single and multi-family residences, including those for  
 53 seasonal use or second-home ownership. Housing units do  
 54 not account for lodging (hotel/motel) or rental units.
- 55 ▶ **Transfer of HUTF:** If 10 percent of HUTF receipts were  
 56 used to fund transit, approximately \$18 million could  
 57 become available for transit-related investments. Some  
 58 counties in the state do use these funds to support transit  
 59 infrastructure.
- 60 ▶ **Tourism Tax Enactment:** Tourists generate over  
 61 \$550 million in local taxes statewide. If each county were to  
 62 enact a fee or daily tax on lodging equivalent to 2 percent of  
 63 all local tourism-based tax receipts, approximately \$11  
 64 million in annual revenues could have been generated.

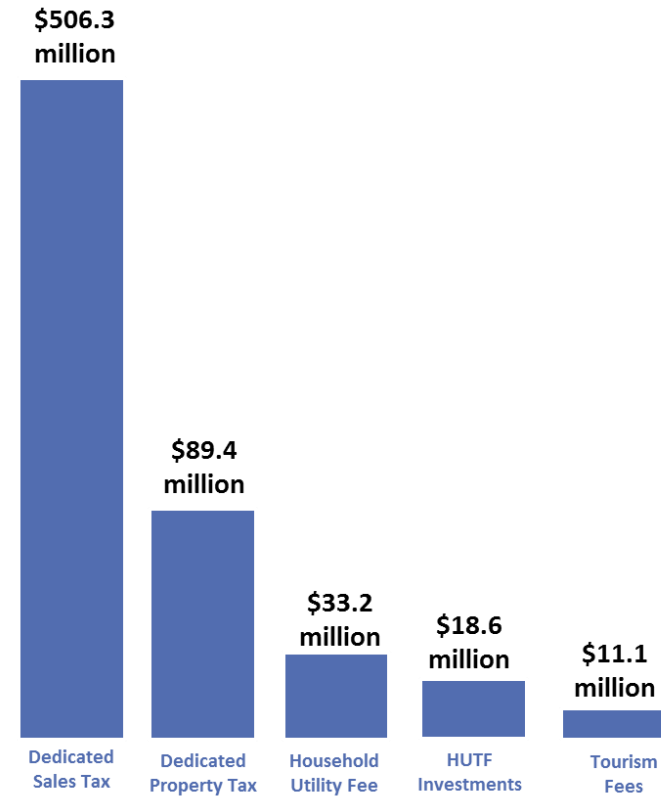
1 States and communities across the country have enabled and  
 2 enacted a wide variety of revenue mechanisms to directly or  
 3 indirectly support transit services. Available options for any given  
 4 community are dependent on state and local regulations. Generally,  
 5 those states with more robust local transit operations or with state  
 6 policies that are more supportive of public transit allow for more  
 7 innovative revenue options. In Colorado, the constitutional TABOR  
 8 amendment restricts state and local governments from  
 9 implementing new taxes without voter approval and from raising  
 10 revenues collected under existing tax rates in excess of the rate of  
 11 inflation and population growth, without voter approval. Additional  
 12 constitutional restrictions in Colorado limit the ability of local  
 13 governments to creatively finance transit services.

14 In addition to those listed above, other potential funding options  
 15 used across the country that could be considered by Colorado  
 16 agencies to fund transit services include:

- 17 ▶ Motor fuel taxes
- 18 ▶ Vehicle fees
- 19 ▶ Parking fees
- 20 ▶ Employee or payroll-based taxes
- 21 ▶ Value capture
- 22 ▶ Lottery or limited gaming taxes
- 23 ▶ Vehicle-miles traveled fees
- 24 ▶ Corporate sponsorship
- 25 ▶ Public-private partnerships

26  
27

28 **Figure 6-8** Estimates of Potential Funds Generated Through  
 29 **Alternative Revenue Mechanisms**  
 30



Order of magnitude estimates based on 2012 statewide revenue. Reference regional TPR plans for complete estimates and methodology.

## 7.0 RECOMMENDATIONS AND IMPLEMENTATION

The Statewide Transit Plan reflects the Colorado Department of Transportation's (CDOT) long-range transit goals, objectives, and actions needed to achieve the vision established by the Statewide Steering Committee and CDOT. It provides the framework for the next 20 years on how CDOT will implement and fund transit improvements. This chapter presents CDOT's current and planned implementation actions for a comprehensive, statewide network of transit services and facilities to meet the state's transit needs. Additionally, the chapter addresses transit assets, coordination, and governance.

The future transit service network consists of the existing transit services and those currently under construction (see **Chapter 4**) combined with future recommended bus, rail and human services transportation identified in the various plans and studies conducted by CDOT.

### 7.1 *Proposed Transit Service Network*

The transit service network should address the needs from across the state in a comprehensive and integrated way. It includes existing, under construction and recommended services that connect rural parts of the state to activity centers and major urban centers. It includes services along primary corridors across the state and includes services that improve mobility options for transit dependent populations as well as choice riders. Many existing and planned services operate on major transportation corridors throughout the state.

The transit service network includes intercity, interregional express, regional and essential bus services, bus rapid transit,

human services transportation; and passenger rail services (light rail, commuter rail and intercity rail).

The recommendations here incorporate recommendations from several other plans and studies, including the Intercity and Regional Bus Network Plan, State Freight and Passenger Rail Plan, Regional Transit Plans, Interregional Connectivity Study and Advanced Guideway System Feasibility Study.

The proposed services to augment the existing services are described in the following sections. To support the proposed transit system network, extensive capital improvements will be required to address facility and vehicle replacement needs. To implement the full range of proposed improvements, billions of dollars would be needed. With limited funds, tough decisions will need to be made to meet the needs of the traveling public.

#### 7.1.1 Proposed Bus Service Network

The 2014 Intercity and Regional Bus Network Plan (Bus Network Plan) presents a comprehensive statewide bus network and provides policies for extending bus services within Colorado in addition to state-to-state trips served by intercity bus. Several types of services were evaluated in the plan including:

- ▶ Intercity Bus service – Provides long-distance travel connecting major hubs throughout the nation, is typically funded with fares, and carries luggage and sometimes packages.
- ▶ Interregional Express Bus service – Travels between regions of Colorado, focuses on commuter service; it typically operates weekdays, and attempts to provide time sensitive travel times competitive with auto travel times.
- ▶ Regional Bus service – Provides travel into urban areas and resort communities, and typically provides more frequent bus service each day than intercity bus service.

Administrative and operating funds come from federal, state and/or local funds.

- ▶ Essential Bus service – Focuses on meeting the needs of residents in rural areas for medical and essential services, and typically provides very infrequent service.

Recommendations from the Bus Network Plan and Regional Transit Plans are included in the Statewide Transit Network and are described below.

### Intercity Bus Routes

There is only one new intercity bus route proposed, operating from Durango to Farmington, NM and serving residents and visitors in the Southwest TPR. This service, in the long-term, would operate two trips per day, seven days per week. **Figure 7-1** illustrates the existing and proposed intercity bus routes in Colorado.

### Interregional Express Bus Service

Over the next 7 to 12 years, additional Interregional Express Bus routes are anticipated to supplement the three initial routes between Denver and Fort Collins, Denver and Colorado Springs, and Denver and Glenwood Springs. These routes would have few stops, travel at high speeds, and connect to local systems. They are geared primarily to commuters, but would serve all trip purposes and connect existing transit systems leveraging existing investments. The future Interregional Express routes are listed in **Table 7-1** and **Figure 7-2** shows the existing and proposed interregional express bus routes. No phasing has been determined on which proposed route is implemented first or if current routes are expanded or enhanced. Operations of the Interregional Express service will be evaluated periodically to determine the route and service needs.

**Table 7-1 Proposed Interregional Express Routes**

Route	Long-term Days/Week	Long-term Trips/Day	TPR
Pueblo to Colorado Springs	5	12	Pueblo, Pikes Peak
Greeley to Denver	6	12	North Front Range, Denver Region

### Regional Bus Routes

Many regional bus routes were identified to address the growing need to develop a comprehensive regional bus network that connects to local and intercity bus networks. Regional bus service can augment intercity bus service, by providing more frequency allowing passengers to travel back and forth in a single day. **Table 7-2** lists the proposed regional bus routes that were identified through the planning process. **Figure 7-3** illustrates the existing and proposed regional bus routes. Some of these routes include modification or expansion of existing regional service

**Table 7-2 Proposed Regional Routes**

Route	Long-term Days/Week	Long-term Trips/Day	TPR
Trinidad to Walsenburg to Pueblo to Colorado Springs (connections with service to Denver)	5	2	South Central, Pueblo, Pikes Peak
Monte Vista to Alamosa to Fort Garland to Walsenburg	3	2	San Luis Valley, South Central

Route	Long-term Days/Week	Long-term Trips/Day	TPR
Loveland to Greeley	6	16	North Front Range
Fort Collins to Windsor to Greeley	5	16	North Front Range
Evans to Johnstown to Berthoud	5	8	Upper Front Range
Estes Park to Loveland	5	4	Upper Front Range, North Front Range
Glenwood Springs to Gypsum/Eagle	7	16	Intermountain
Vail to Frisco	7	12	Intermountain
Frisco to Denver	7	16	Intermountain, Denver Region
Winter Park to Idaho Springs to Denver	5	8	Northwest, Denver Region
Kremmling to Silverthorne	5	4	Northwest, Intermountain
Steamboat Springs to I-70	TBD	TBD	Northwest, Intermountain
Yampa to Steamboat Springs	5	2	Northwest
Gunnison to Montrose	5	4	Gunnison Valley
Montrose to Placerville	5	8	Gunnison Valley
Montrose to Telluride	7	8	Gunnison Valley
Montrose to Delta	5	8	Gunnison Valley
Cortez to Durango	5	8	Southwest

Route	Long-term Days/Week	Long-term Trips/Day	TPR
Cortez to Monticello, UT	5	2	Southwest
Pagosa Springs to Bayfield	5	4	Southwest
Durango to Farmington, NM	5	2	Southwest
Salida to Cañon City to Pueblo	5	6	San Luis Valley, Central Front Range, Pueblo
Summit County to Colorado Springs through Fairplay and Hartsel	5	4	Central Front Range, Intermountain, Pikes Peak
Cripple Creek to Woodland Park to Colorado Springs*	5	4	Central Front Range, Pikes Peak
Cañon City to Florence to Colorado Springs	5	4	Central Front Range, Pikes Peak
Lamar to La Junta to Pueblo	7	2	Southeast, Pueblo

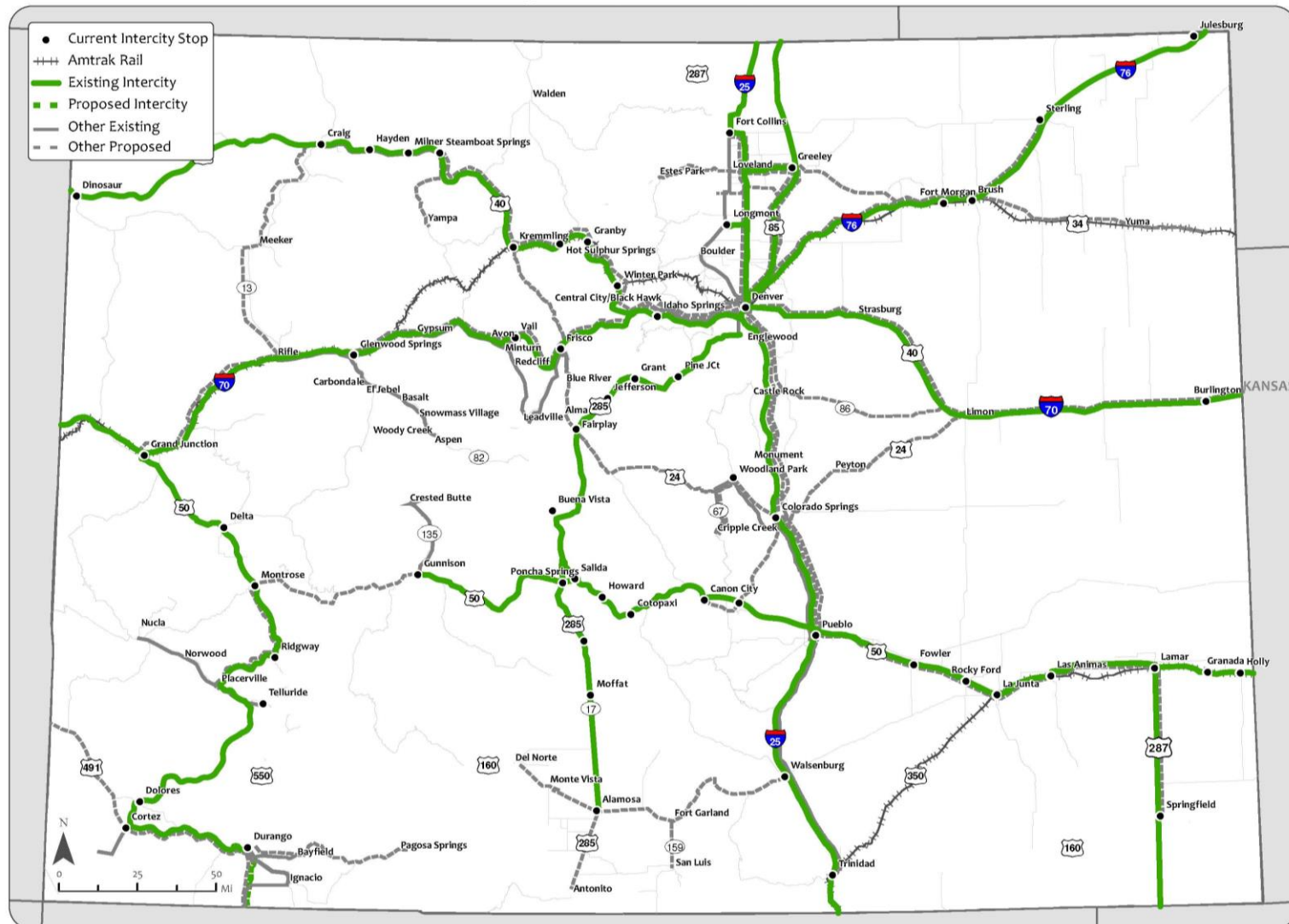
1 \*This route is also identified as a proposed essential services route and is shown  
 2 on that map (Figure 7-4)

### 3 Bus Rapid Transit Service

4 Currently no additional BRT routes have been committed to or are  
 5 under development. However, several major corridors are being  
 6 considered for future BRT systems in the Denver metro area and  
 7 include SH 119 from Boulder to Longmont, SH 7 from Boulder to  
 8 Brighton, and along Colfax Avenue. An extension of the VelociRFTA  
 9 BRT service west of Glenwood Springs has also been proposed.



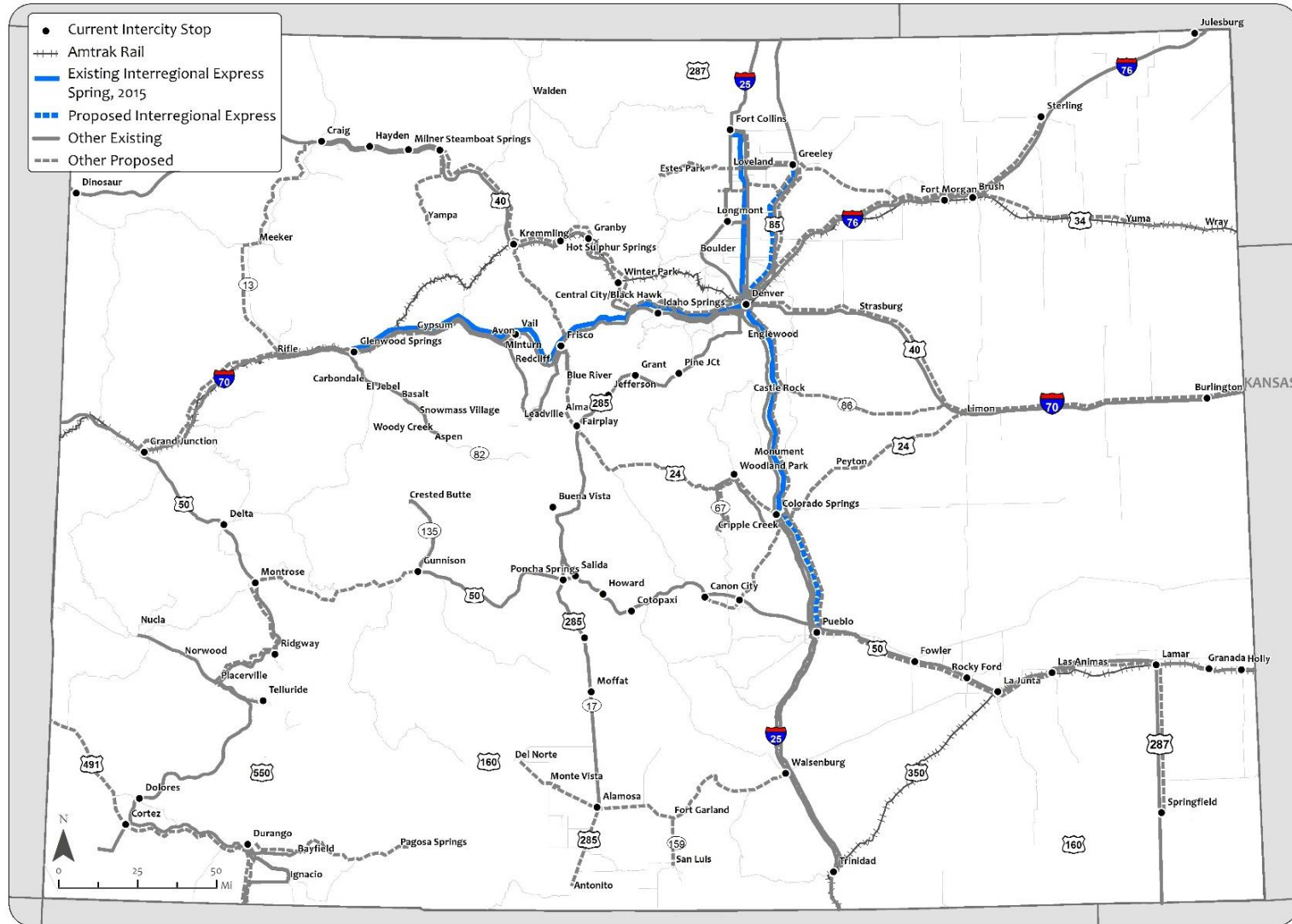
1 **Figure 7-1 Existing and Proposed Intercity Bus Routes**



Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan

2  
3

1 **Figure 7-2 Existing and Proposed Interregional Express Bus Routes**

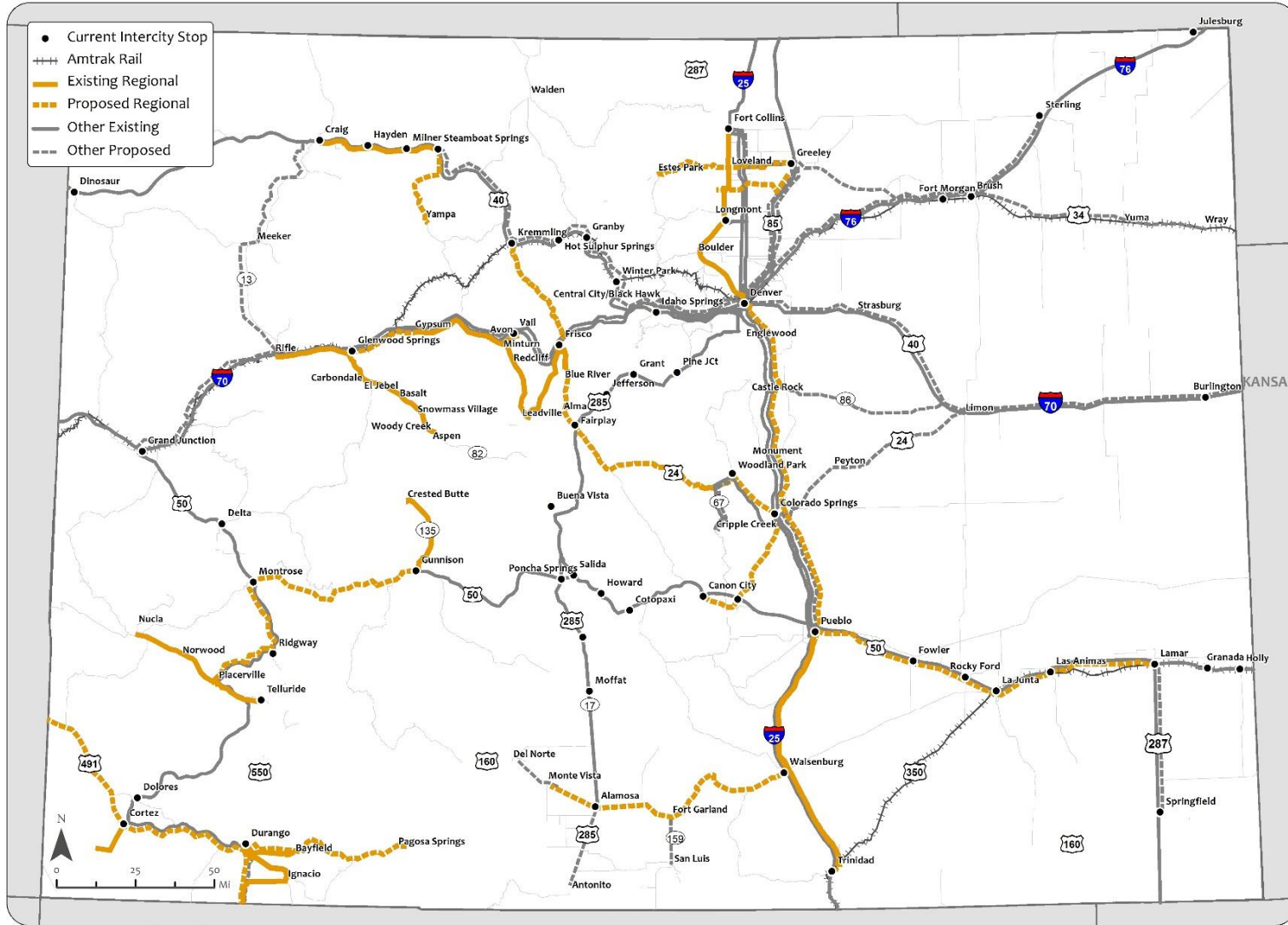


2

3

Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan

1 **Figure 7-3 Existing and Proposed Regional Bus Routes**



2  
3 Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan

### Essential Bus Services

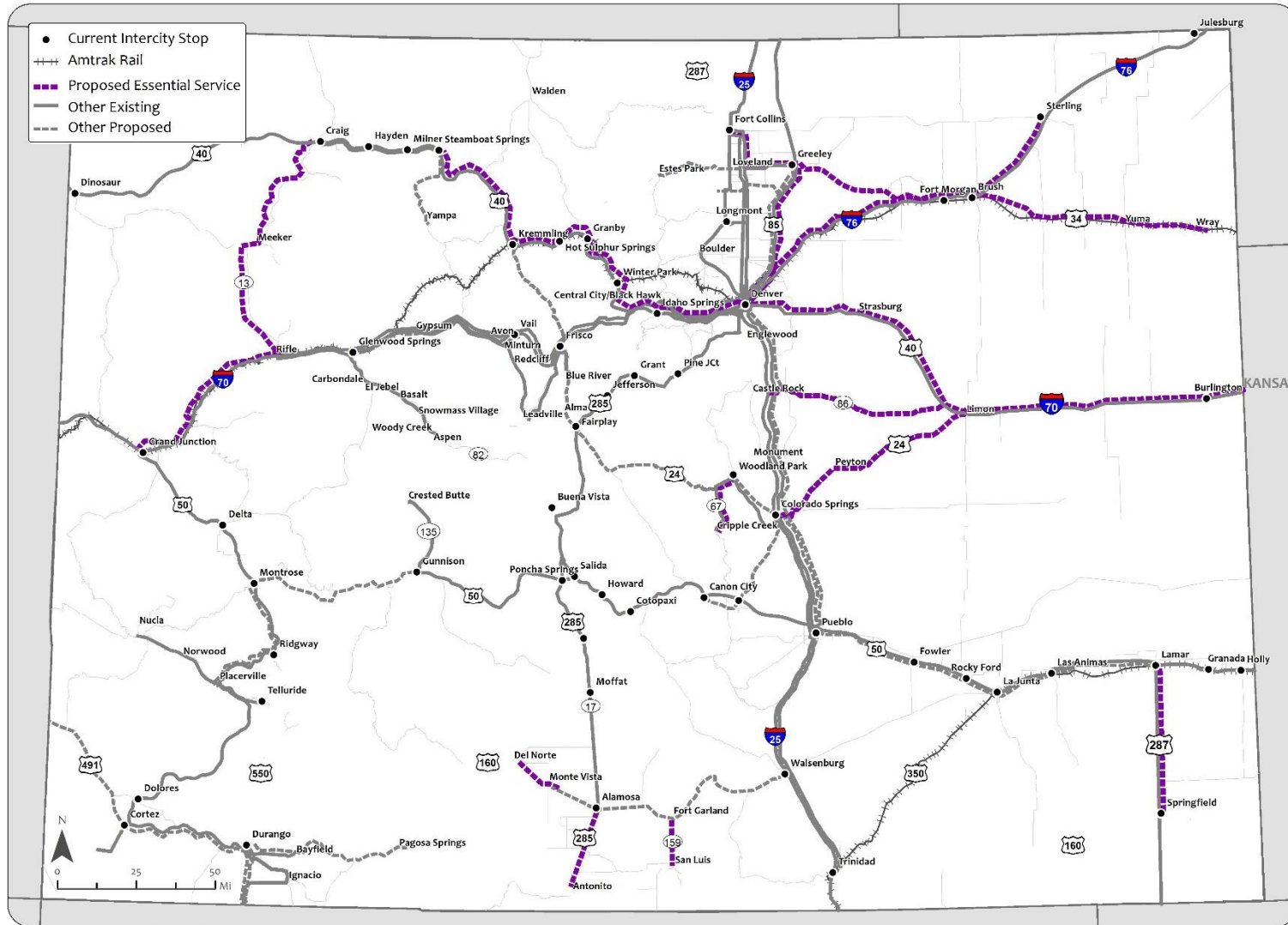
Essential bus services focus on meeting the needs of residents in rural areas and typically provide very infrequent service. They are designed to meet the needs of travelers requiring travel to regional urban centers for services and return on the same day. Currently, local providers offer essential services through demand responsive service. The Bus Network Plan identifies proposed essential bus services that would be provided as fixed-route bus service (see **Table 7-3**). Today no routes operate as fixed-route essential services. **Figure 7-4** identifies these proposed essential fixed-route services. Some of these routes would connect to proposed regional bus routes.

**Table 7-3 Proposed Essential Service Routes**

Route	Long-term Trips/Day	Long-term Days/Week	TPR
Sterling to Fort Morgan to Denver	3	2	Eastern, Upper Front Range, Denver Region
Wray to Fort Morgan/ Greeley/ Loveland/ Fort Collins	2	3	Eastern, Upper Front Range, North Front Range
Greeley to Denver	5	2	North Front Range, Denver Region
Limon to Castle Rock to Denver (US 86/I-25 and I-70)	2	2	Eastern, Denver Region
Limon to Colorado Springs	2	2	Eastern, Central Front Range, Pikes Peak
Burlington to Denver	3	2	Eastern, Denver Region

Route	Long-term Trips/Day	Long-term Days/Week	TPR
Springfield to Lamar	2	2	Southeast
Granby to Winter Park	3	2	Northwest
Steamboat Springs to Denver	3	2	Northwest, Intermountain, Denver Region
Craig to Rifle	2	2	Northwest, Intermountain
Grand Junction to Rifle	2	2	Grand Valley, Intermountain
Cripple Creek to Woodland Park to Colorado Springs	5	4	Central Front Range
Cañon City to Colorado Springs (See Figure 7.3)	3	2	Central Front Range, Pikes Peak
San Luis to Fort Garland	3	2	San Luis Valley
Antonito to Alamosa	3	2	San Luis Valley
Del Norte to Monte Vista	3	2	San Luis Valley
Alamosa to Colorado Springs (See Figure 7.3)	5	2	San Luis Valley, South Central, Pueblo, Pikes Peak

1 **Figure 7-4 Proposed Essential Bus Routes**

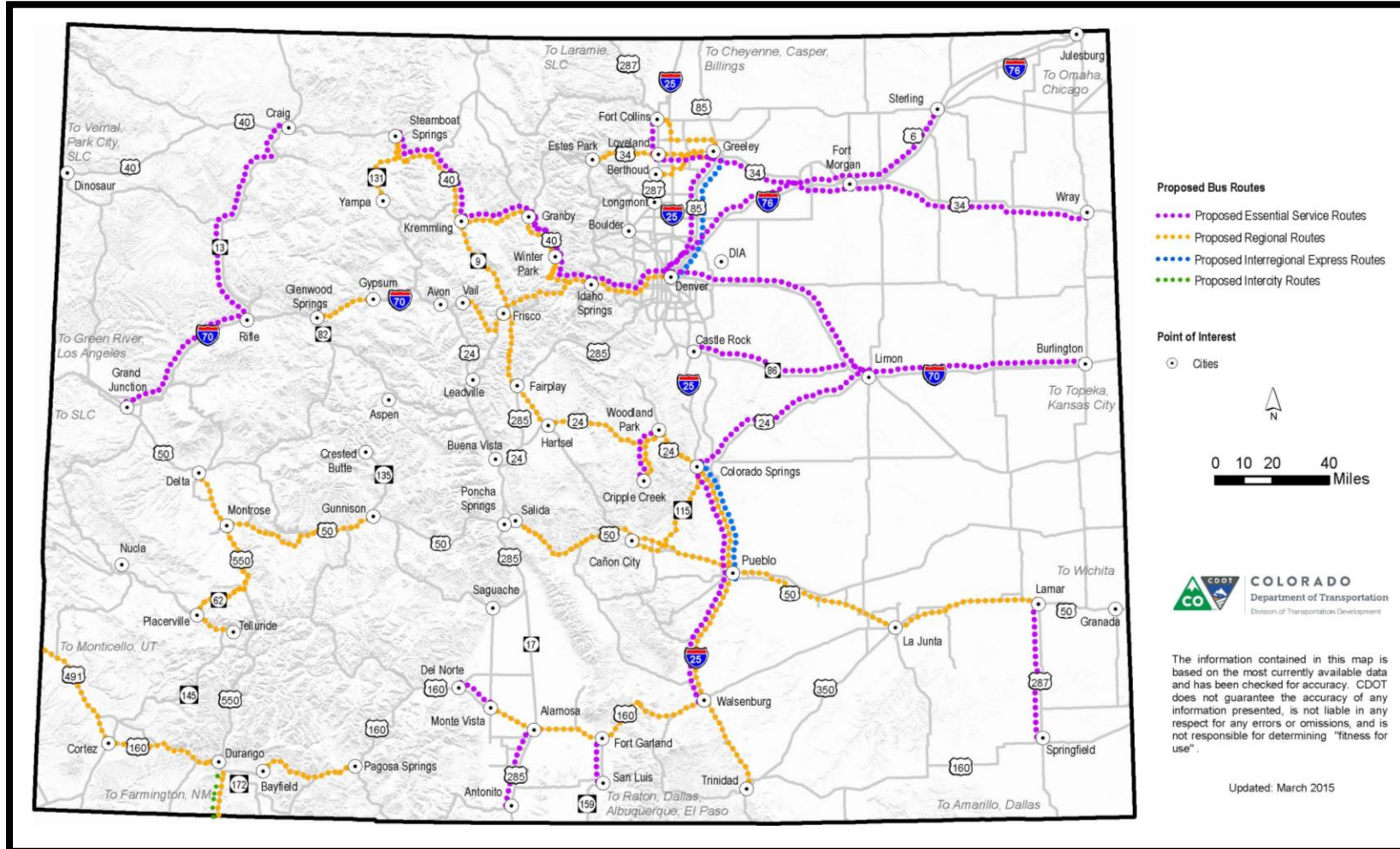


2  
3 *Source: 2014 Colorado Statewide Intercity and Regional Bus Network Plan*

1 **Figure 7-5** summarizes all the proposed bus services that would  
2 supplement the existing bus services to form a comprehensive bus  
3 network. This figure does not show existing bus services, only those

4 proposed. This network links communities to the intercity bus  
5 network and provides access to essential services.

**Figure 7-5 Proposed Statewide Bus Network**



### 7.1.2 Proposed Human Services Transportation

Human services transportation needs were identified throughout the state. As the population ages, the need for services to allow individuals to age in place will continue to increase, including demand for transportation to medical appointments, shopping, and social activities. **Table 7-4** lists needs for expanding or adding new human services transportation as identified in the Regional Transit Plans. In many areas of the state, providers are limited to service within their county and there is a need for services across county boundaries.

According to the Statewide Survey of Older Adults and Adults with Disabilities, respondents most often had difficulty finding transportation for medical appointments and shopping/pharmacy trips. This was true in both urban and rural areas. The biggest barriers to using general public or paratransit services was the service is not provided where people live or want to go and services do not operate during needed times.

**Table 7-4 Proposed Human Services Transportation**

TPR	Human Services Transportation Needs
Central Front Range	<ul style="list-style-type: none"> <li>Expand Starpoint service</li> <li>Expand Golden Shuttle service</li> <li>Expand/enhance services region-wide, especially in Park and Custer counties</li> </ul>
Eastern	<ul style="list-style-type: none"> <li>Expand ECCOG service to the Front Range</li> <li>Expand NECALG service to the Front Range</li> <li>Increase hours and frequency of human services transportation to the Front Range</li> </ul>
Gunnison Valley	<ul style="list-style-type: none"> <li>Additional service in Gunnison County</li> <li>Additional service in City of Montrose</li> <li>New service in Hinsdale County</li> <li>New service in Ouray County</li> </ul>

TPR	Human Services Transportation Needs
Intermountain	<ul style="list-style-type: none"> <li>Expand/enhance service, especially in very rural areas (e.g., Garfield County)</li> </ul>
Northwest	<ul style="list-style-type: none"> <li>Expand Routt County Council on Aging service</li> </ul>
San Luis Valley	<ul style="list-style-type: none"> <li>Create a regional volunteer driver program</li> </ul>
South Central	<ul style="list-style-type: none"> <li>New paratransit service in Trinidad</li> </ul>
Southeast	<ul style="list-style-type: none"> <li>Expand RSVP program</li> <li>Expand/enhance overall service region-wide</li> <li>Provide service from state line to Pueblo for shopping and medical services</li> </ul>
Southwest	<ul style="list-style-type: none"> <li>Maintain/enhance services region-wide</li> <li>Subsidize service in San Juan County</li> <li>Provider more options for Veterans</li> <li>Maintain services in Archuleta County</li> </ul>
Upper Front Range	<ul style="list-style-type: none"> <li>Maintain/expand Via Mobility services</li> <li>Expand/enhance services region-wide</li> </ul>

### 7.1.3 Proposed Passenger Rail Services

The passenger rail system in Colorado is comprised of light rail, commuter rail and intercity passenger rail. Denver’s Regional Transportation District (RTD) provides light rail and commuter rail services throughout the Denver metro area. Amtrak operates two intercity passenger rail routes in the state as part of its national long-distance service network. In addition, given Colorado’s railroad history and the state’s natural beauty, a number of scenic railroads provide tourist-oriented service in locations throughout the state.

In order to address the state’s freight and passenger rail system needs and be eligible for FRA funding, CDOT completed the Colorado State Freight and Passenger Rail Plan (SRP) in March 2012. The SRP identifies recommendations from stakeholders statewide for both

1 short- and long-term investments in the state’s rail system while  
2 embracing a performance-based evaluation process and positioning  
3 Colorado to receive federal funding for infrastructure projects. The  
4 SRP provides guidance for investing in future freight and passenger  
5 rail needs and presents ways to enhance freight and passenger rail  
6 development to support economic growth and environmental  
7 sustainability. It is a project-based plan and identifies high, medium  
8 and low priority projects. Per FRA guidelines, the Plan is required to  
9 have a major update at least every five years. The next update for the  
10 SRP is anticipated to begin in 2016. The SRP recommendations are  
11 included in this Section.

## 12 **Light Rail**

13 With the completion of the FasTracks light rail lines in the Denver  
14 metro area in 2016, no other light rail lines are currently proposed.

## 15 **Commuter Rail**

16 With the completion of the FasTracks commuter rail lines in the  
17 Denver metro area, RTD has no additional proposed commuter rail  
18 lines. Completion of the Northwest Rail line and the North Metro  
19 Rail line, will likely not occur before 2040.

20 Stakeholders involved in the development of the SRP proposed the  
21 following commuter rail services:

- 22 ▶ Develop commuter rail between Fort Collins and North  
23 Metro end of line per the North I-25 EIS.
- 24 ▶ Develop commuter rail from downtown Denver to  
25 downtown Colorado Springs
- 26 ▶ Develop commuter rail from downtown Colorado Springs to  
27 Pueblo

28 At this point in time, there is no funding identified for these services.

## 29 **North I-25 Environmental Impact Statement and Commuter Rail** 30 **Update**

31 CDOT has studied and recommended commuter rail connecting the  
32 Denver metropolitan area to northern Colorado. An alignment for a  
33 North I-25 Commuter Rail line is part of the Preferred Alternative  
34 included in the North I-25 Environmental Impact Statement (CDOT,  
35 2011). The alignment would start at the North Metro Commuter Rail  
36 end of line and travel primarily along US 287 to the transit center in  
37 downtown Fort Collins with stops in Erie, Longmont, north  
38 Longmont, Berthoud, downtown Loveland, north Loveland, south  
39 Fort Collins (South Transit Center), and Colorado State University.

40 CDOT is currently in the process of conducting the North I-25  
41 Commuter Rail Update study. This update was undertaken to adjust  
42 costs for inflation, and make other updates related to changes in  
43 operating assumptions and right-of-way availability. It is not  
44 intended to identify funding for the service, but instead to update  
45 information based on current conditions. Without an eastern bypass  
46 to serve freight rail traffic, the costs of a shared freight and  
47 passenger corridor are expected to increase costs of implementing  
48 passenger rail service by several hundred million dollars.

## 49 **Intercity Passenger Rail**

50 The SRP identified several proposed intercity passenger rail projects  
51 based on previous studies and stakeholder input. No funds have  
52 been identified. The recommended projects include:

- 53 ▶ Amtrak station improvements to bring stations into ADA  
54 compliance and state of good repair
- 55 ▶ Preserve Amtrak Southwest Chief service on the Colorado  
56 line (capital improvements)
- 57 ▶ Upgrade passenger rail cars on Zephyr route (Denver to  
58 Grand Junction)
- 59 ▶ Acquire additional cars to add seating capacity on the Zephyr  
60 route



- 1 ▶ Passenger rail link to Southwest Chief – Denver to La Junta
- 2 or Trinidad
- 3 ▶ Passenger rail service from Fort Collins to Trinidad
- 4 ▶ Passenger rail service from Cheyenne, WY to El Paso, TX
- 5 (either through Fort Collins or Greeley)
- 6 ▶ Re-establish Amtrak’s Pioneer Line (Denver to Seattle)
- 7 ▶ Passenger rail service between Glenwood Springs and Aspen
- 8 ▶ Passenger rail service on Tennessee Pass line between
- 9 Gypsum and Leadville
- 10 ▶ Provide connection to Amtrak’s California Zephyr, Pueblo to
- 11 Dotsero via Tennessee Pass
- 12 ▶ Passenger rail service between Glenwood Springs and
- 13 Steamboat Springs

14 **Southwest Chief Commission**

15 Created by the Colorado General Assembly (HB 14-1161), the

16 Southwest Chief (SWC) Commission has five voting, and two non-

17 voting members. The mission of the Commission is to coordinate

18 and oversee efforts by the state and local governments and

19 cooperate with the states of Kansas and New Mexico, Amtrak, and

20 the Burlington Northern and Santa Fe (BNSF) Railway to ensure

21 continuation of existing Amtrak Southwest Chief rail service in the

22 state, expansion of such service to include a stop in Pueblo, and

23 exploration of the benefits of adding an additional stop in

24 Walsenburg. HB 1161 also establishes a fund in the state treasury

25 (\$0 appropriated) to accept any/all funds received for the stated

26 mission.

27 In 2014, the US DOT awarded over \$12 million in a TIGER grant for

28 improvements to the La Junta Subdivision of the Kansas Division of

29 the BNSF Railway. The overall project, at a cost of over \$24 million

30 will restore nearly 55 miles of the 158 miles of rail between

31 Hutchinson, KS and Las Animas, CO to FRA Class IV condition. The

32 project would reduce travel time along the corridor by

33 approximately 30 minutes per train, and avoid an additional 145

34 minutes in travel time caused by deterioration to the rail if left

35 unimproved by 2035.

36 The SWC Commission is charged with negotiating a rerouting of the

37 SWC from La Junta to Pueblo and then south to Trinidad; with the

38 possible addition of a station in Walsenburg. This concept would

39 better serve Colorado by adding Pueblo, and have a positive effect on

40 the local economy. The Interregional Connectivity Study determined

41 the future Front Range high speed rail corridor should stretch from

42 Fort Collins to Pueblo. The SWC rerouting to Pueblo would make a

43 meaningful connection with the high speed rail system once built.

44 However, a rerouting would require additional capital costs that

45 have yet to be estimated. Both the SWC reroute between La Junta

46 and Pueblo, and the reroute between Pueblo and Trinidad, would

47 traverse jointly-owned BNSF/UP alignments, thus bringing UP into

48 the final solution. The rerouting of the SWC has been estimated to

49 add an additional 90 minutes to the overall SWC travel time, and

50 Amtrak has agreed to discuss a potential reroute.

51 **High-speed Transit**

52 In March 2010, the Rocky Mountain Rail Authority (RMRA), a

53 governmental authority made up of over 50 local governmental

54 entities, completed a High-speed Intercity Passenger Rail (HSIPR)

55 Feasibility Study. The RMRA Study examined HSIPR along the Front

56 Range from Cheyenne, WY to Trinidad, CO and along the I-70

57 Mountain Corridor from Denver International Airport (DIA) to Grand

58 Junction, CO. The RMRA Study concluded that HSIPR is feasible

59 within FRA guidelines on I-25 from Fort Collins to Pueblo and on I-

60 70 from DIA to the Eagle County Regional Airport; but no specific

61 segment or technology was selected or recommended. To take the

62 level of analysis a step further, the RMRA Study recommended the

63 Interregional Connectivity Study (ICS) as one of the next steps

64 toward implementing HSIPR in Colorado.

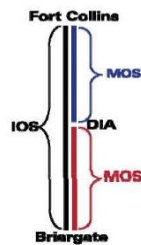
1 **Interregional Connectivity Study and Advanced Guideway**  
 2 **Feasibility Study**

3 In April 2014, CDOT initiated two high-speed transit studies: the ICS,  
 4 as recommended in the RMRA Study, and the Advanced Guideway  
 5 System (AGS) Feasibility Study per the I-70 Mountain Corridor  
 6 Environmental Impact Statement. Together, these two studies,  
 7 represent the vision for a comprehensive future high-speed transit  
 8 system in the state. The two studies examined the potential for high-  
 9 speed transit alignments and ridership along different corridors. The  
 10 study limits of the ICS included DIA to the east, the C-470/I-70  
 11 interchange near Golden to the west, the city of Fort Collins to the  
 12 north, and the city of Pueblo to the south. The study limits of the AGS  
 13 Feasibility Study extended from the C-470/I-70 interchange near  
 14 Golden west to Eagle County Regional Airport. **Figure 7-6** provides  
 15 an overview of the study area. These studies can be found on the  
 16 CDOT website.

17 The recommended ICS system, combined with the I-70 Mountain  
 18 Corridor AGS system, is estimated to carry 18 million riders per year  
 19 in 2035, with corresponding revenue of \$342 million to \$380 million  
 20 annually. The high-speed transit vision (both ICS and AGS combined)  
 21 encompasses 340 miles of high-speed passenger transit network  
 22 through or affecting four I-70 Mountain Corridor counties west of  
 23 the Denver region from Eagle County Regional Airport to DIA, and  
 24 twelve I-25 Front Range counties from Fort Collins to Pueblo.  
 25 Implementation of the Vision is estimated at over \$30 billion in  
 26 capital costs.

27 Implementation of the full vision from Fort Collins to  
 28 Pueblo must be phased due to the large investment  
 29 required. Two levels of phasing were considered:

- 30 ▶ Minimum Operating Segment – a smaller  
 31 project that would serve as a component of  
 32 an Initial Operating Segment, such as Fort  
 33 Collins to DIA or DIA to Briargate.



- 34 ▶ Initial Operating Segment – a larger project with broad  
 35 geographic representation such as from Fort Collins to DIA  
 36 to Briargate or DIA to Eagle County Regional Airport.

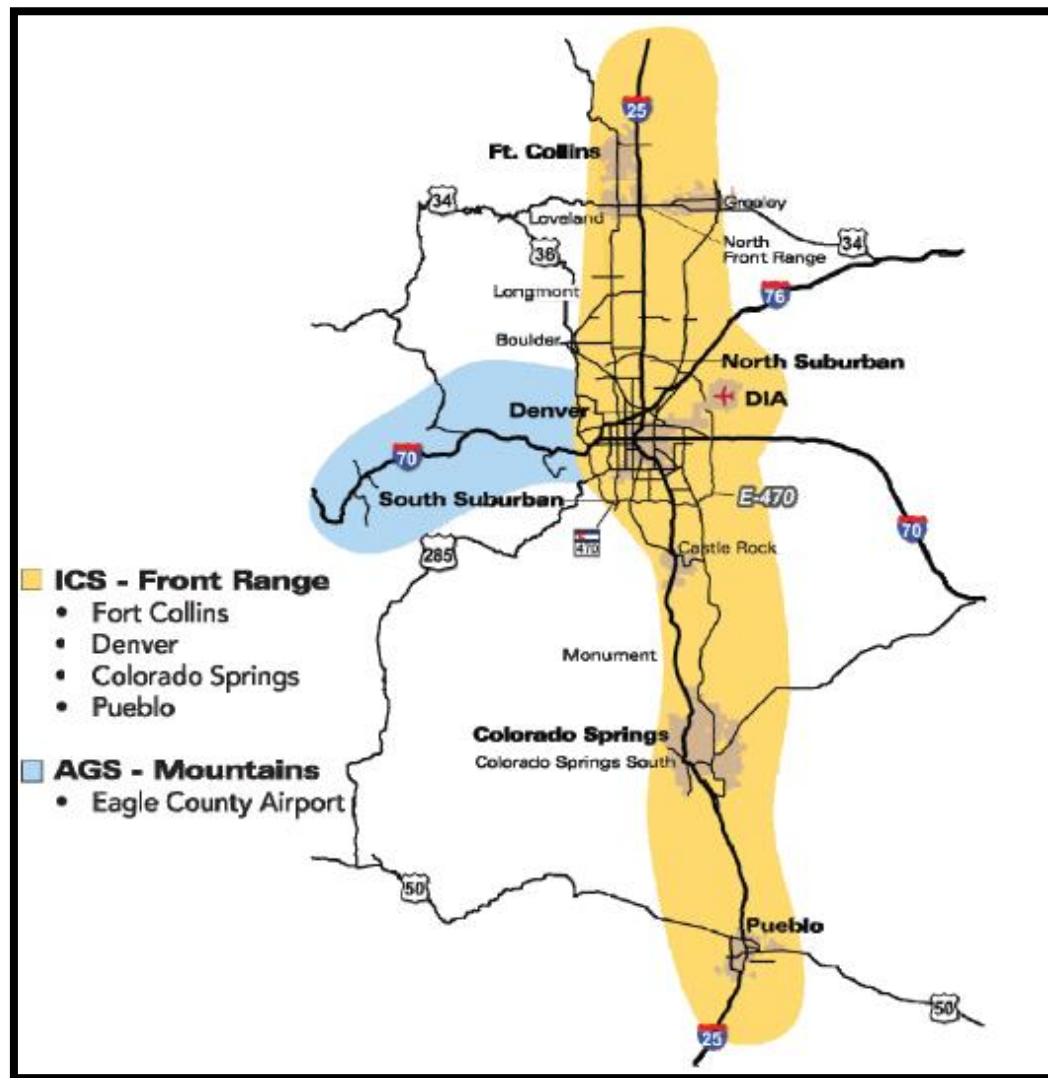
37 Stakeholders involved in the development of the State Rail Plan  
 38 identified the following additional high-speed transit projects:

- 39 ▶ High-speed rail on I-25 between Cheyenne, WY and  
 40 Albuquerque, NM
- 41 ▶ High-speed rail on I-70 between Denver and Burlington
- 42 ▶ High-speed rail on I-76 between Denver and Julesburg

43 **Figure 7-7** represents passenger rail systems that have been studied  
 44 in detail to date in the ICS, AGS and North I-25 studies. Funding for  
 45 any of these services has yet to be determined and is not likely to  
 46 occur before 2040. The alignments represented in the figure are  
 47 general alignments and are not to be construed as final alignments;  
 48 they are for illustrative purposes only.

49 **Figure 7-8** illustrates all proposed bus and rail services and  
 50 **Figure 7-9** shows a combined system network map comprised of  
 51 all existing and proposed services to illustrate the full potential  
 52 future network. One key thing to keep in mind is that while the  
 53 future transit system network of existing and proposed services  
 54 indicates transit coverage throughout much of the state, this does  
 55 not indicate the services adequately address the needs. While an  
 56 area may have service, it may be operated very infrequently or  
 57 not enough days of the week or hours per day whereby transit  
 58 needs are not being met and level of service is low. In planning  
 59 for the future system, needs and demand must be assessed to  
 60 ensure an appropriate level of service to meet current and future  
 61 transit needs as part of the overall multimodal transportation  
 62 system.

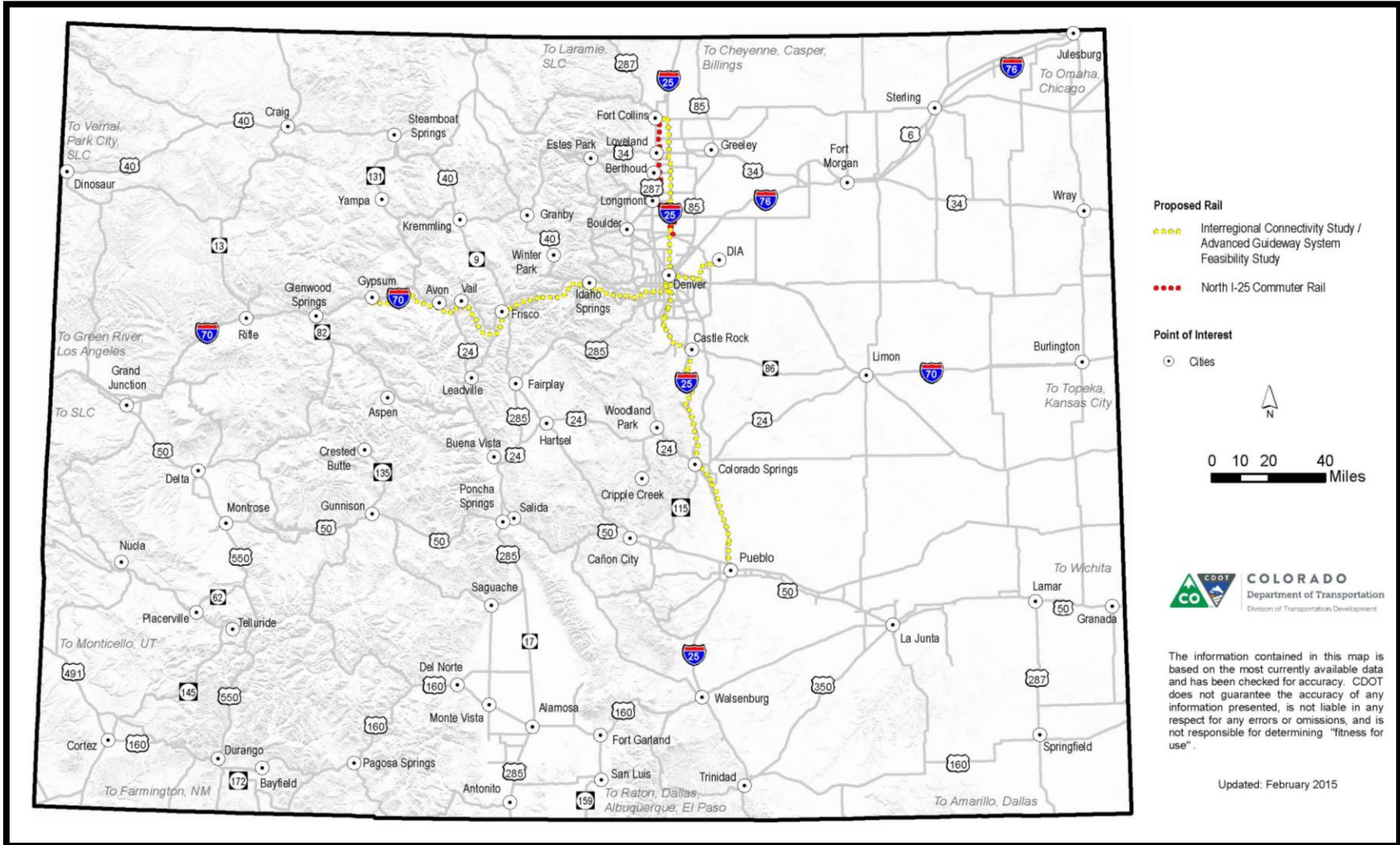
1 **Figure 7-6 ICS and AGS Study Area**



Source: Interregional Connectivity Study, 2014

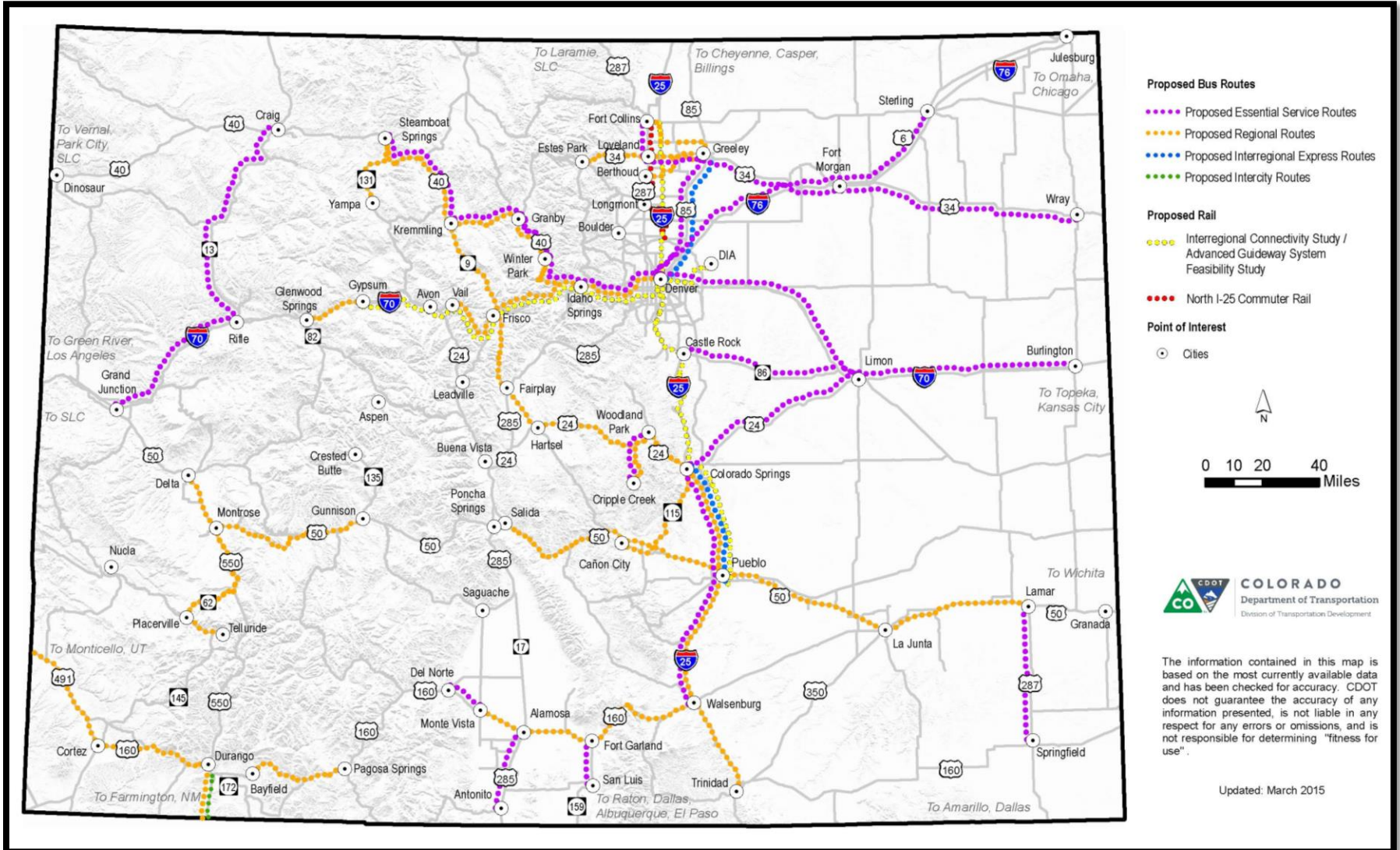
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1 **Figure 7-7 Proposed Rail System**



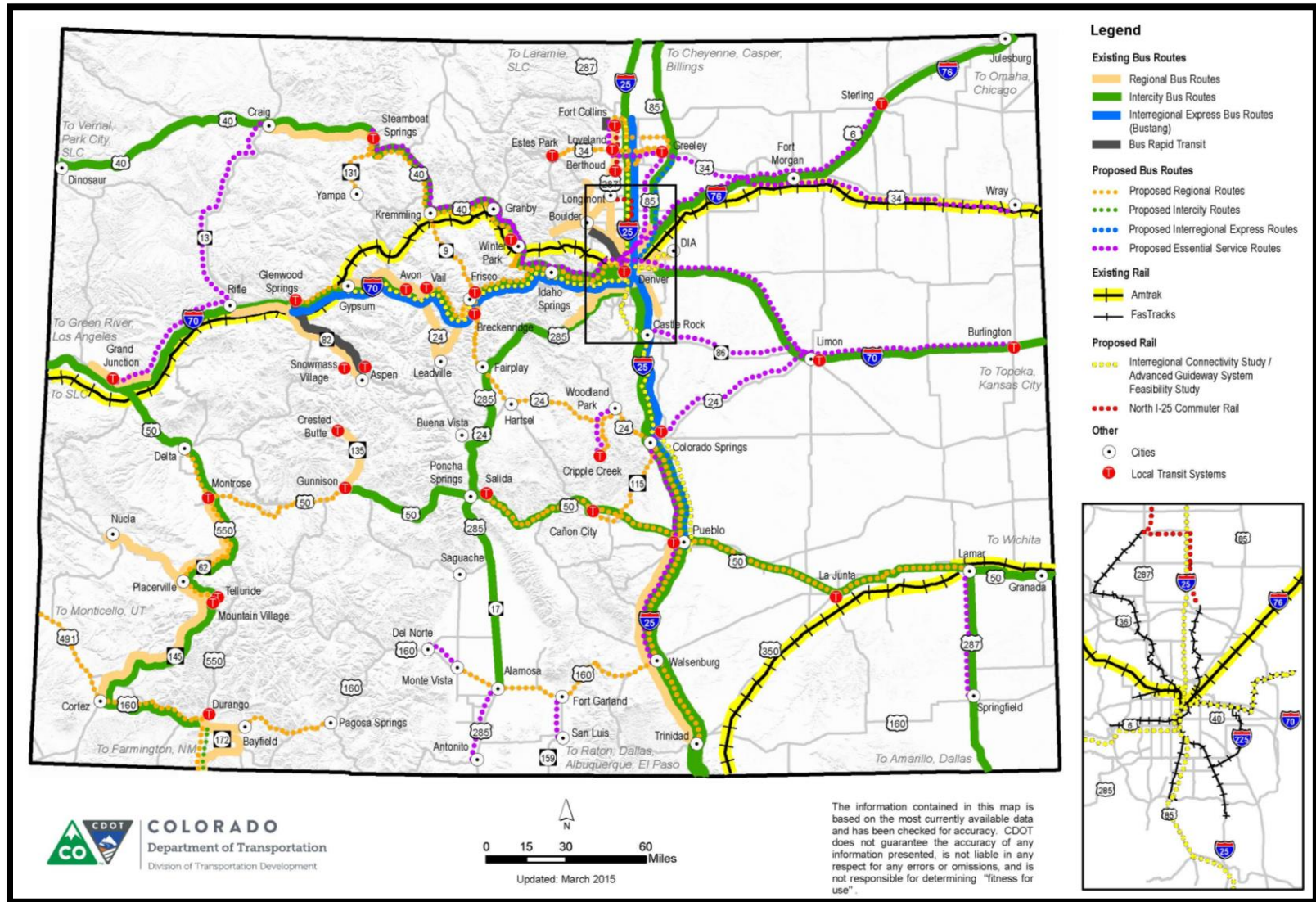
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1 **Figure 7-8 Proposed Transit (Bus and Rail) System**



2

1 **Figure 7-9 Existing and Proposed Transit (Bus and Rail) System Network**



## 7.2 Transit Assets

The various plans identify transit assets that are needed to support the transit service network. Assets include office space, bicycle and pedestrian facilities, maintenance facilities, parking lots, stations, intermodal centers, and fleet maintenance, replacement, and purchase. Because many of the state's transit agencies own and maintain many assets, asset management has become a critical area of focus for the state's transit agencies, the Colorado Department of Transportation (CDOT), and Federal Transit Administration (FTA). CDOT is implementing an asset management program to assist with resource allocation and project prioritization.

Moving Ahead for Progress in the 21st Century (MAP-21) requires that all FTA grant recipients develop transit asset management plans and that the states certify these plans. At the time of this writing, FTA had not yet provided final rules or guidance about how to satisfy the new asset management requirements in MAP-21. However, the legislation itself articulates two basic requirements that Transit Asset Management (TAM) plans must contain: an inventory of all transit capital assets and a prioritized capital development/replacement plan.

CDOT will provide assistance to its grant partners to meet these 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 federal grant recipient, the STCI project will prepare a prioritized capital development/replacement plan for each transit provider. If 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 TAM plans, a revised guide to implementing a preventative maintenance program for rolling stock, as well as training and information sessions at conferences. Access to a transit infrastructure specialist is an available resource to all grant recipients on the creation and implementation of TAM plans, maintenance procedures and policies, and development of capital projects.

**Table 7-5** provides an overview of the facility projects identified in each rural and urban plan. The facility projects are separated into six categories:

- ▶ Administrative/Office
- ▶ Bike/Pedestrian
- ▶ Maintenance/Storage
- ▶ Park-and-Rides/Parking
- ▶ Shelters/Stops/Stations
- ▶ Intermodal/Transfer Centers

**Table 7-5 Facilities Projects by Region**

Project Type	Transportation Planning Region
<b>Administrative/Office</b>	Central Front Range Intermountain Pueblo Area
<b>Bicycle/Pedestrian</b>	Greater Denver Area Grand Valley Intermountain North Front Range Pikes Peak Area Pueblo Area Southwest Upper Front Range
<b>Maintenance/Storage</b>	Central Front Range Eastern Greater Denver Area Grand Valley Gunnison Valley Intermountain Northwest Pueblo Area San Luis Valley Southeast Southwest
<b>Park-and-Rides/Parking</b>	Central Front Range Eastern Greater Denver Area Grand Valley Gunnison Valley

Project Type	Transportation Planning Region
	Intermountain North Front Range Northwest Pikes Peak Area Pueblo Area San Luis Valley Southeast Southwest
<b>Shelters/Stops/Stations</b>	Eastern Greater Denver Area Gunnison Valley Intermountain North Front Range Northwest Pikes Peak Area Southwest Upper Front Range
<b>Transfer/Intermodal Centers</b>	Central Front Range Greater Denver Area Grand Valley Gunnison Valley Intermountain North Front Range Pikes Peak Area San Luis Valley South Central Southeast Southwest



### 1 7.2.1 Rural TPR Facilities

2 During development of the rural Regional Transit Plans, CDOT  
3 worked with the region Transit Working Groups to identify facility  
4 needs throughout each region. These facility improvements play a  
5 critical role in providing services in the rural area of the state and  
6 will require a significant amount of funding to implement. Facility  
7 projects were identified for the short, mid and long term and would  
8 be funded over the next 20+ years.

9 Major facilities projects that have been planned in the Rural TPRs  
10 include Trinidad's Intermodal Facility, bus/rail facilities in La Junta  
11 and Lamar, bus storage facilities in the Central Front Range TPR, and  
12 new or expanded park-n-rides in several other TPRs.

### 13 7.2.1 Urban TPR Facilities

14 Urban area facility needs were drawn from the available transit and  
15 transportation plans prepared by each Metropolitan Planning  
16 Organization (MPO). For more details and to see the MPO plans,  
17 please visit their respective websites.

18 In the Greater Denver Area, RTD's facilities projects include  
19 expansion of the FasTracks system, new light and commuter rail  
20 stations (with and without parking), and new and expanded park-  
21 and-ride lots. RTD recently completed renovation of the historic  
22 Denver Union Station which opened for operation in July 2014.  
23 Other planned facilities projects are a Downtown transit center in  
24 the Town of Castle Rock, a Front Range Coach Center in Black Hawk,  
25 and a bus/dispatch facility in Clear Creek County.

26

27 Grand Valley Transit plans to construct a maintenance facility, new  
28 park-and-ride lots, and make ADA/bus stop pedestrian  
29 improvements. The new West Transfer Station is in the final stages  
30 of construction and should be completed in spring 2015.

31 In the North Front Range area, facilities projects include a new park-  
32 and-ride facility at Mulberry/I-25, expansion of the park-and-ride lot  
33 at Harmony/I-25, construction of bicycle/pedestrian facilities, and  
34 construction of a new Downtown Transit Center in Greeley.

35 The Pikes Peak area has several facilities projects planned from  
36 construction of new stations and park-and-rides to a new pedestrian  
37 bridge at the Downtown Terminal. Intermodal Centers will be built  
38 at Woodmen Road/1-25, at Fort Carson Gate #20, and in Monument.

39 The Pueblo Area's facilities projects include non-motorized facility  
40 construction for bicycle users, construction of park-and-ride lots  
41 when appropriate, and relocation of Pueblo Transit's operations and  
42 administration building.

### 43 7.2.2 Bus Network Facilities

44 The *Intercity and Regional Bus Network Study* also identifies facility  
45 improvements required to improve connectivity of services and to  
46 implement the new interregional express bus service. **Table 7-6**  
47 provides an overview of the identified facility and infrastructure  
48 improvements.

1 **Table 7-6 Bus Network Facilities**

Type	Project	Horizon
<b>Park-and-rides</b>	<i>I-70 Corridor</i> Parking needs identified in Glenwood Springs and between Gypsum and Edwards. ECO transit conducting parking study to identify specific needs.	Short
	<i>North I-25</i> Harmony Road park-and-ride – Between 50 and 100 spaces are needed in the short term. Adding a 20 percent buffer for daily variation increases need to 60 to 120 spaces. Loveland park-and-ride – Access and egress issues need to be addressed to improve circulation. Construct a new park-and-ride at Crossroads Boulevard as part of the future interchange improvements. Consideration of a slip ramp for southbound buses and easy access for northbound buses recommended.	Short
	<i>South I-25</i> Woodmen Road – 55 to 80 parking spaces needed for initial interregional bus service, with additional room for growth. Monument – 155 to 2,210 parking spaces needed for the initial interregional express bus service. Access and egress to the lot are needed to improve travel times.	Short
<b>Transfer/Intermodal Centers</b>	Fairplay – New facility to connect routes traveling along US 285 with service on SH 9	Short
	Montrose – New facility to connect routes traveling along US 550 with local transit services and future service between Gunnison and Montrose	Short
	Lamar – New facility to connect intercity bus lines traveling along US 50 and with Amtrak service	Short
	Idaho Springs – New facility for intercity bus services that will allow transfers from human service providers	Short

2

3

1 **7.2.4 Fleet**

2 As discussed previously, CDOT is currently conducting the Statewide  
 3 Transit Capital Inventory (STCI) project. This project will provide a  
 4 comprehensive inventory of transit fleets throughout the state and  
 5 prepare a prioritized capital development/replacement plan for each  
 6 transit provider.

7 **7.3 Coordination**

8 Coordination of transportation services is important and sometimes  
 9 required to increase the efficient use of funds and operate transit  
 10 service as effectively as possible. To move coordination efforts  
 11 forward in the State of Colorado as required by MAP-21 and as  
 12 identified by transit providers and stakeholders around the state,  
 13 there are several activities that would make these efforts successful  
 14 and meet the transit needs of the public. The following activities  
 15 would bolster and strengthen existing and future efforts in the state:

- 16 ▶ Create and develop coordinating councils in all regions of the  
17 state
- 18 ▶ Provide funding for ongoing staffing of coordinating councils  
19 (mobility coordinator/manager)
- 20 ▶ Create performance measures for local and regional  
21 coordinating councils that are reported back to CDOT
- 22 ▶ Help agencies understand how funds can be used for local  
23 match and the legality of comingling federal funds for the  
24 provision of transportation services
- 25 ▶ Assist at the regional level for the development of  
26 intergovernmental agreements for the provision of  
27 transportation services
- 28 ▶ Provide strategies on how to share the responsibilities of  
29 insurance and liability among partners

30 **7.4 Governance and Oversight of Regional  
31 Services**

32 In fulfilling the development of a coordinated and efficient transit  
 33 system, governance strategies must be implemented. Governance  
 34 strategies that CDOT could use to support the development of transit  
 35 in the state include:

- 36 ▶ Creating sample cost sharing agreements that providers can  
37 use to aid in the implementation of new regional services  
38 and making technical staff available to assist with the  
39 creation of cost sharing agreements as needed
- 40 ▶ Defining the role of decision making structures and  
41 statewide oversight of regional and local coordinating  
42 councils
- 43 ▶ Developing regional and local coordinating council  
44 performance measures to measure the progress and success  
45 of these organizations
- 46 ▶ Providing local and regional partners support as needed to  
47 create and implement Regional Transportation Authorities
- 48 ▶ Working with planning partners and regional transit  
49 agencies to leverage state FASTER transit funds and to  
50 provide support for operating funding, as possible

51 **7.5 Performance Measures**

52 CDOT will use performance measures, developed as part of this  
 53 Statewide Transit Plan process, to measure progress toward meeting  
 54 the state’s transit vision, goals, and objectives. The performance  
 55 measures will be evaluated and reported annually and reviewed at  
 56 the time of the Statewide Transit Plan update in approximately four  
 57 to five years. The annual performance measure review will help  
 58 track the subtle changes over time.

## 7.6 Implementation Actions

The Statewide Transit Plan and Regional Coordinated Transit and Human Services Plans are the result of the statewide coordinated planning effort over a nearly two-year period. The Implementation Actions developed as part of this process are intended to provide a consistent and transparent guide to CDOT transit priorities and investments. Each action aligns with the goals and objectives developed through this planning process and will guide implementation of Colorado's statewide transit vision.

All of the Implementation Actions are subject to the availability of state and federal funds. At present, with limited funds, maintenance

of existing transit service is a top priority. If additional funds become available, CDOT will work with transit providers to look at enhancing and expanding service as identified by the Implementation Actions.

Over the next several years, CDOT will work with planning partners, transit providers, and stakeholders around the state to implement the actions identified in this Plan. Some of the Implementation Actions may take years to develop fully and short-term impacts may not be readily apparent.

**Table 7-7** through **Table 7-13** summarize the Implementation Actions established by the Statewide Steering Committee and CDOT through development of this Plan. The tables also identify applicable performance measures and timeframes for implementation.

24

25

1 **Table 7-7 System Preservation and Expansion**

**GOAL: Establish public transit as an important element within an integrated multimodal transportation system** 

- 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 opportunities to sustain and further transit services statewide
- Develop and leverage private sector investments

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Implementation Actions	Performance Measures
<p>Using the existing funding stream, CDOT will allocate state and federal funds that maintain (preserve), maximize (enhance), and expand the statewide transit system by investing in identified local, regional, and statewide transit needs.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Annual revenue service miles of regional, interregional, and intercity passenger service.</p> <p><b>Target: maintain or increase 2012 miles</b></p>
<p>CDOT will create a statewide transit capital asset inventory comprised of park-and-rides, vehicles, and facilities. This inventory will be used as part of CoTRAMS (CDOT's transit grant management system) to guide a capital replacement program to be developed by CDOT.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition per FTA definitions.</p> <p><b>Target: 65% or higher</b></p>
<p>CDOT will develop a sample asset management plan template to help achieve the federal requirement of all grant partners having an asset management plan by 2017. CDOT will also provide technical assistance to transit providers in developing the plans.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>Portion of CDOT grantees with asset management plans in place for state or federally funded vehicles, buildings, and equipment by 2017</p> <p><b>Target: 100%</b></p>
<p>CDOT will continue to be involved in efforts that preserve and enhance existing and future passenger rail in the state. This includes regularly updating the State Freight and Passenger Rail Plan and related recommendations, and taking necessary steps to position Colorado to be eligible for funding. The next update to the State Rail Plan is scheduled to begin in 2016.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>State Rail Plan updates completed every 5 years to maintain eligibility for FRA funding.</p> <p><b>Target: 2017, 2022</b></p>

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**Table 7-8 Mobility and Accessibility**

**GOAL: Improve travel opportunities within and between communities**



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

<b>Implementation Actions</b>	<b>Performance Measures</b>
<p>CDOT will fund and operate Interregional Express (IX) Bus Service beginning in 2015. Subsequent to the initial service, other public and private regional and lifeline/essential transit service may be implemented where no service exists and a need has been identified in the Regional or Statewide Transit Plans.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Annual revenue service miles of regional, interregional, and intercity passenger service</p> <p><b>Target: Maintain or Increase 2012 miles</b></p>
<p>CDOT, working with transit providers, will support system improvements through dynamic technology-based enhancements (e.g., paperless ticketing, route matching software, real-time passenger information, one-call/one-click centers, automated stop notification, online transit map, etc.) to improve the passenger experience.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of agencies providing Google Transit or equivalent online map/schedule information</p> <p><b>Target: 100%; where applicable and over time</b></p>
<p>CDOT, in cooperation with local entities, will coordinate and support efforts to implement multimodal transportation infrastructure improvements (e.g. transit stations, bus bike racks, park-and-rides, slip ramps, travel time enhancements, etc.) that meaningfully integrate bicycle, pedestrian, and transit connectivity to the state's transportation network.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>None</p>
<p>CDOT, working in partnership with transit providers and human service agencies and through the State and Local/Regional Coordinating Councils, will develop and invest in coordination strategies that improve mobility for all Colorado Citizens.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percent of rural population served by public transit (Annual with more comprehensive update during Transit Plan Update periods)</p> <p><b>Target: 90%</b></p>
<p>When planning and designing future transportation improvements, CDOT will consider the role of transit in meeting the mobility needs of the multimodal transportation system.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Annual small urban and rural transit grantee ridership compared to five-year rolling average</p> <p><b>Target: 1.5% Annual Growth</b></p>
<p>CDOT will distribute the results of the Statewide Transit Survey of Older Adults and Adults with Disabilities and work with local human service agencies and transit providers to address the transportation needs and barriers identified in the survey.</p> <p style="text-align: right;"><b>Timeframe: short and mid-term</b></p>	<p>Post online/Distribute</p> <p><b>Completed 2014</b></p>

1 **Table 7-9 Transit System Development and Partnership**

**Goal: Increase communication, collaboration and coordination within the statewide transportation network** 

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

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Implementation Actions	Performance Measures
<p>CDOT will collaborate with public and private transit agencies, state agencies and local human service agencies in an effort to coordinate regional services (planning and operation) for all users as identified in the Regional and Statewide Transit Plans.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of grantee agencies reporting active involvement in local coordinating councils or other transit coordinating agency</p> <p><b>Target: 100% over time</b></p>
<p>CDOT will assist in creating local and/or regional coordinating councils as requested. CDOT will participate as part of the Organizing Work Group of the Colorado Mobility Action Coalition (CMAC) and continue to support the hiring mobility managers at the regional level.</p> <p style="text-align: right;"><b>Timeframe: short-term, ongoing</b></p>	<p>Percentage of grantee agencies reporting active involvement in local coordinating councils or other transit coordinating agency</p> <p><b>Target: 100% over time</b></p>
<p>CDOT, working with the Transit and Rail Advisory Committee (TRAC), will develop recommendations for policies and procedures that support the review and consideration of transit and rail in CDOT projects and activities</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>None</p>
<p>CDOT will continue to work with grant partners to provide meaningful assistance, information, education, and compliance support for the grant application and contracting process. CDOT will develop process improvements, provide training, and increase coordination among CDOT, FTA and grant partners around the grant application and contracting process. This includes implementing CoTRAMS, CDOT's grant management system, and providing clear guidance on the grant application and contracting process on CDOT's website.</p> <p style="text-align: right;"><b>Timeframe: short-term, ongoing</b></p>	<p>None</p>

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1 **Table 7-10 Transit System Development and Partnership (Continued)**

**Goal: Increase communication, collaboration and coordination within the statewide transportation network**



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

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Implementation Actions	Performance Measures
<p>CDOT will continue to provide technical assistance and financial support to CASTA in the development of transit information and services, such as CASTA's Transit Resource Directory, bi-annual conferences, e-newsletters, and reports. CDOT will continue to support CASTA in the management of the Rural Transit Assistance Program (RTAP).</p> <p style="text-align: right;"><b>Timeframe: short-term, ongoing</b></p>	<p>None</p>
<p>CDOT will coordinate with federal and state agencies to leverage, access, and coordinate use of the various available transportation funds. This will include coordination with human service agencies and agencies not traditionally viewed as transportation providers. Coordination will primarily occur through the State Coordinating Council and Local/Regional Coordinating Councils. In addition, CDOT will work with other agencies to identify the barriers that exist with coordinating various funding sources and work with congressional delegation to reduce these barriers as opportunities are made available.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of grantee agencies reporting active involvement in local coordinating councils or other transit coordinating agency</p> <p><i>Target: 100%</i></p>
<p>CDOT will assist TPRs and local providers to develop and coordinate marketing and education efforts to improve public, elected official, and agency knowledge of the transit services available, including development of resource directories. CDOT also will assist, as needed, in development of marketing materials such as brochures, flyers, website updates, online transit map, etc.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of agencies providing Google Transit or equivalent online map/schedule information</p> <p><i>Target: 100%</i></p>
<p>CDOT will update its State Management Plan per FTA regulations, including updating it to be consistent with federal funding requirements in preparation for the next FTA State Management Review.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>Review State Management Plan for updates annually or as needed; to coincide with March Transit Town Hall meetings. Prepare for FTA State Management Review every 3 years</p> <p><i>Target for FTA Review: 2015, 2018, 2021</i></p>



**Table 7-11 Environmental Stewardship**

**Goal: Develop a framework of a transit system that is environmentally beneficial over time**



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

<b>Implementation Actions</b>	<b>Performance Measures</b>
<p>CDOT will coordinate with state and local agencies and assist agencies' implementation of low emission vehicles and energy conservation practices.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of statewide grantee fleet using compressed natural gas, hybrid electric, clean diesel, or other low emission vehicles</p> <p><b>Target: 100% where applicable and over time</b></p>
<p>CDOT will assist agencies' activities that encourage and promote transit use.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Passenger miles traveled on fixed-route transit</p> <p><b>Target: Will be determined in the first annual performance measure review in FY 2015</b></p>
<p>CDOT will incorporate guidance into the NEPA manual on environmental clearance procedures for FTA funded transit projects and provide technical assistance to grantee agencies needing environmental clearance from FTA.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>None</p>
<p>CDOT will implement enhancements to improve transit travel time such as peak-period shoulder lanes, fixed guideways, and intelligent transportation systems, where appropriate, for use by transit to improve mobility while minimizing the impacts of transportation facility expansion into sensitive and/or constrained areas.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Passenger miles traveled on fixed-route transit</p> <p><b>Target: Will be determined in the first annual performance measure review in FY 2015</b></p>

1 **Table 7-12 Economic Vitality**

**Goal: 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** \$\$\$

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

2

<b>Implementation Actions</b>	<b>Performance Measures</b>
<p>CDOT will plan for and position the state for transit and rail investment opportunities.</p> <p style="text-align: right;"><b>Timeframe: long-term</b></p>	<p>State Rail Plan updates completed every 5 years to maintain eligibility for FRA funding.</p> <p><i>Target: 2017, 2022</i></p>
<p>CDOT will assist and support local efforts to better connect individuals with job assistance, employment, and other vital services via transit.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Percentage of major employment and activity centers that are served by public transit</p> <p>Determine reasonable target once baseline is identified</p>
<p>CDOT will partner with the Workforce Transportation Task Force of the State Coordinating Council to develop a template for demonstrating the economic benefits of coordinated transit in providing workers transit access to training and employment.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>None</p>
<p>CDOT will work with the Transit and Rail Advisory Committee (TRAC) and planning regions to develop materials that demonstrate the benefits of transit services to state and local economy.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>None</p>

3

1 **Table 7-13 Safety and Security**

**Goal: Create a transit system in which travelers feel safe and secure and in which transit facilities are protected**



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

2  
3

<b>Implementation Actions</b>	<b>Performance Measures</b>
<p>Pending guidance from FTA, CDOT will provide assistance to all agencies with development of a safety and security plan consistent with FTA requirements.</p> <p style="text-align: right;"><b>Timeframe: short-term</b></p>	<p>Percentage of grantees that have safety and security plans which meet FTA guidance</p> <p><i>Target: 100% by 2017</i></p>
<p>CDOT will work with transit providers to implement measures that improve the safety and security of those using public transit.</p> <p style="text-align: right;"><b>Timeframe: ongoing</b></p>	<p>Number of fatalities involving transit vehicles per 100,000 transit vehicle miles</p> <p><i>Target: 0</i></p> <p>-----</p> <p>Percentage of vehicles in rural Colorado transit fleet in fair, good, or excellent condition, per FTA definitions</p> <p><i>Target: 65% or higher</i></p>

4



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