

Appendix D: Coordinated Human Services Transportation Plan

Appendix D Introduction

Purpose

MAP-21 furthers several important transit goals, including safety, state of good repair, performance, and program efficiency. The act puts new emphasis on restoring and replacing our aging public transportation infrastructure by establishing a needs-based formula program and new asset management requirements. In addition, it establishes performance-based planning requirements that align Federal funding with key goals. New programs established under MAP-21 available to the PACOG MPO are Bus and Bus Facilities Program (Section 5339), Urbanized Area Formula Grants (Section 5307), Rural Area Formula Grants (Section 5311), and Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310). These programs are required to be derived from a cooperative process designed to foster involvement by all users of the system, such as businesses, community groups, environmental organizations, the traveling public, and the general public, through a proactive public participation process that is a locally developed, coordinated public transit-human services transportation plan. Guidance issued by the Federal Transportation Transit Administration (FTA) indicates that the plan should be a “unified, comprehensive strategy for public transportation service delivery that identifies the transportation needs of individuals with disabilities, older adults, and individuals with limited income, laying out strategies for meeting these needs, and prioritizing services.” The funding programs focus on the needs of transportation for disadvantaged persons, or those with special transportation needs that cannot be met through traditional means (access to automobile or public transportation). For purposes of this plan, the definition of people with special transportation needs is: “those people, including their attendants, who because of physical or mental disability, income

status, or age, are unable to transport themselves or purchase transportation.”¹

Transit Funding Programs

Projects funded with the above sources of grant funds are selected through a competitive process derived from the coordinated planning effort. Many if not all of the suggested strategies and solutions could be structured to take advantage of available program funds. The sources of funds and examples of eligible projects are described below:

Bus and Bus Facilities Program (5339)

This grant program is established under Section 5339, replacing the previous Section 5309 discretionary Bus and Bus Facilities program. This capital program provides funding to replace, rehabilitate, and purchase buses and related equipment, and to construct bus-related facilities. This program requires a 20 percent local match.

Consolidated Funding Programs

Urbanized Area Formula Grants (5307)

This is the largest of FTA’s grant programs that provides grants to urbanized areas to support public transportation. Funding is distributed by formula based on the level of transit service provision, population, and other factors. Under MAP-21 the program remained largely unchanged from the SAFETEA-LU, with these exceptions:

- *Job Access and Reverse Commute Activities Now Eligible*
Activities eligible under the former Job Access and Reverse Commute (JARC) program, which focused on providing service to low-income individuals to access jobs, are now eligible under the Urbanized Area Formula program. This includes operating assistance with a 50 percent local match for job access and reverse commute

¹ <https://www.transit.dot.gov/regulations-and-guidance/regulations-and-guidance>

activities. In addition, the urbanized area formula for distributing funds now includes the number of low-income individuals as a factor. There is no floor or ceiling on the amount of funds that can be spent on job access and reverse commute activities.

- *Expanded eligibility for operating expenses for systems with 100 or fewer buses*

MAP-21 expands eligibility for using Urbanized Area Formula funds for operating expenses. Systems operating 75 or fewer buses in fixed-route service during peak service hours may use up to 75 percent of their “attributable share” of funding for operating expenses. This expanded eligibility for operating assistance under the Urbanized Area Formula Grants program excludes rail systems.

Rural Area Formula Grants (5311)

This program provides capital, planning, and operating assistance to support public transportation in rural areas, defined as areas with fewer than 50,000 residents. Funding is based on a formula that uses land area, population, and transit service. This program remains largely unchanged with a few exceptions:

- *Job access and reverse commute activities eligible*

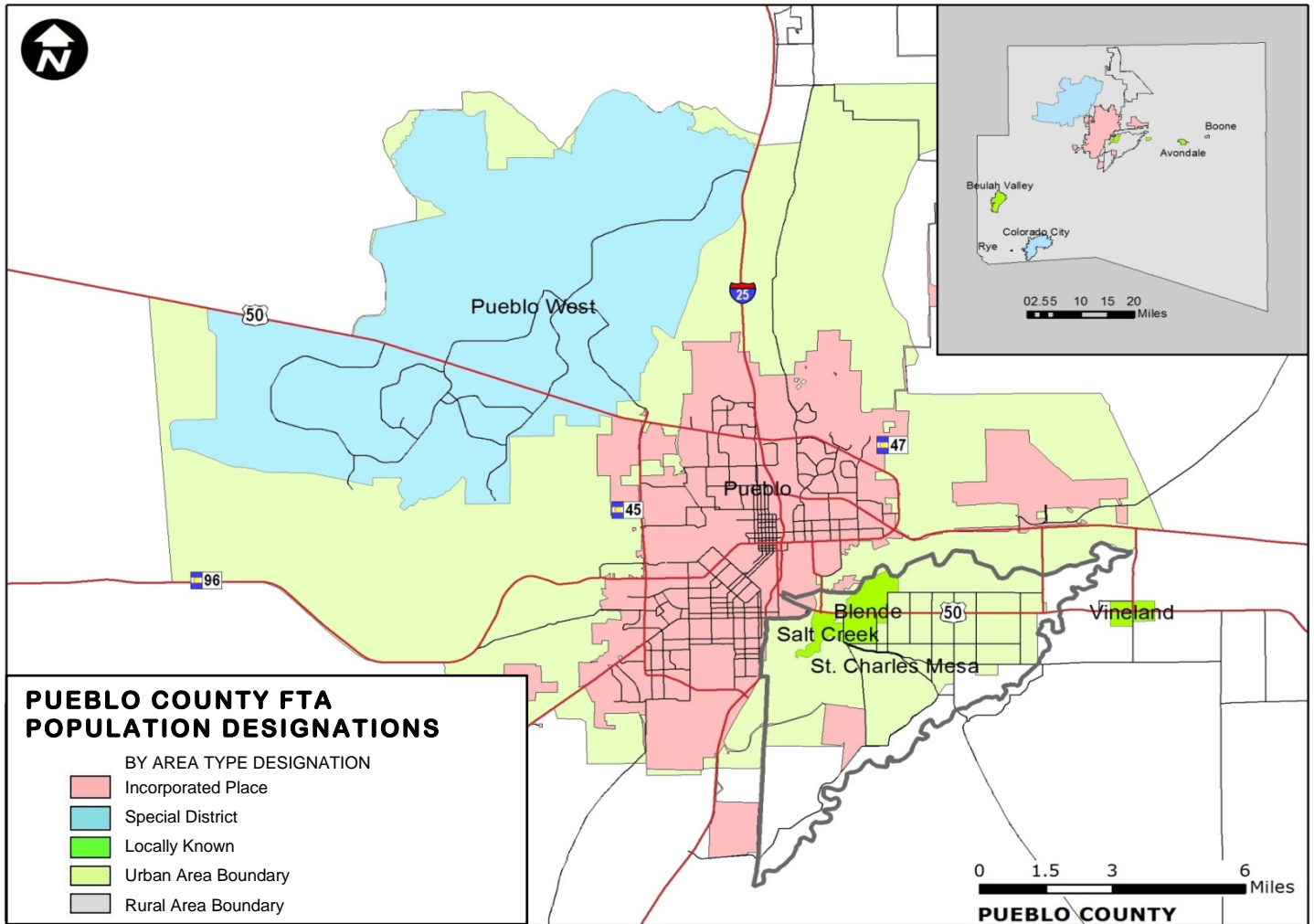
Activities eligible under former Job Access and Reverse Commute (JARC) program, which provided services to low-income individuals to access jobs, are now eligible under the Rural Area Formula program. In addition, the formula now includes the number of low-income individuals as a factor. There is no floor or ceiling on the amount of funds that can be spent on job access and reverse commute activities.

- *Enhanced Mobility of Seniors and Individuals with Disabilities (5310)*

This program provides formula funding to increase the mobility of seniors and persons with disabilities. Funds are apportioned based on each State’s share of the targeted populations and are now apportioned to both States (for all areas under 200,000) and large urbanized areas (over 200,000). The former New Freedom program (5317) has been incorporated into this program. Activities eligible under New Freedom are now eligible under the Enhanced Mobility of Seniors and Individuals with Disabilities program.

Projects selected for funding must be included in a locally developed, coordinated public transit-human services transportation plan; and the competitive selection process, which was required under the former New Freedom program, is optional. At least 55 percent of the program funds must be spent on the types of capital projects eligible under the former Section 5310 – public transportation projects planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable. The remaining 45 percent may be used for: public transportation projects that exceed the requirements of the ADA; public transportation projects that improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit; or, alternatives to public transportation that assist seniors and individuals with disabilities. Using these funds for operating expenses requires a 50 percent local match while using these funds for capital expenses (including acquisition of public transportation services) requires a 20 percent local match.

Figure 1: Federal Transit Administration (FTA) Population Designations



Organization of Appendix D

This appendix provides a condensation of the content of the Pueblo Coordinated Human Services - Transit Plan, produced as a requirement for eligibility for 5310, 5316, and 5317 funds. The included material describes the characteristics of the community and existing services. This is followed by an assessment of needs and identification of basic issues to consider as the region moves forward with coordination. New service components to increase access to jobs for individuals with low incomes and criteria for evaluating projects are also presented. This is followed by a summary of potential sources of funding.

Community Characteristics

Introduction

This section describes key community characteristics that impact the need for transit services, and repeats information that is also included in **Chapter 3 – Socioeconomic Profile**. It includes a description of the study area, key demographic characteristics, the location of activity centers, and information on the location of employment, key employers, and training facilities in the area.

Study Area Overview

The primary study area is the Pueblo, Colorado 3C Planning Area, illustrated in **Figure 2** and described in detail in **Chapter 1 - Overview** of this Long Range Transportation Plan (LRTP). The 3C Planning Area is the Pueblo UZA. This area has been defined for purposes of transportation planning under MAP-21, and the joint planning regulations (23 CFR Part 450 and 49 CFR Part 613) of the Federal Highway Administration (FHWA) and

Federal Transit Administration (FTA). These legislative mandates require that metropolitan areas have a continuing, comprehensive, and coordinated transportation planning process (3C) that results in plans and programs that consider all transportation modes and support metropolitan community development and social goals. The focus of the work for coordination of human services transportation and for employment transportation falls within the 3C boundary.

Figure 2: PACOG 3C Planning Area



Population

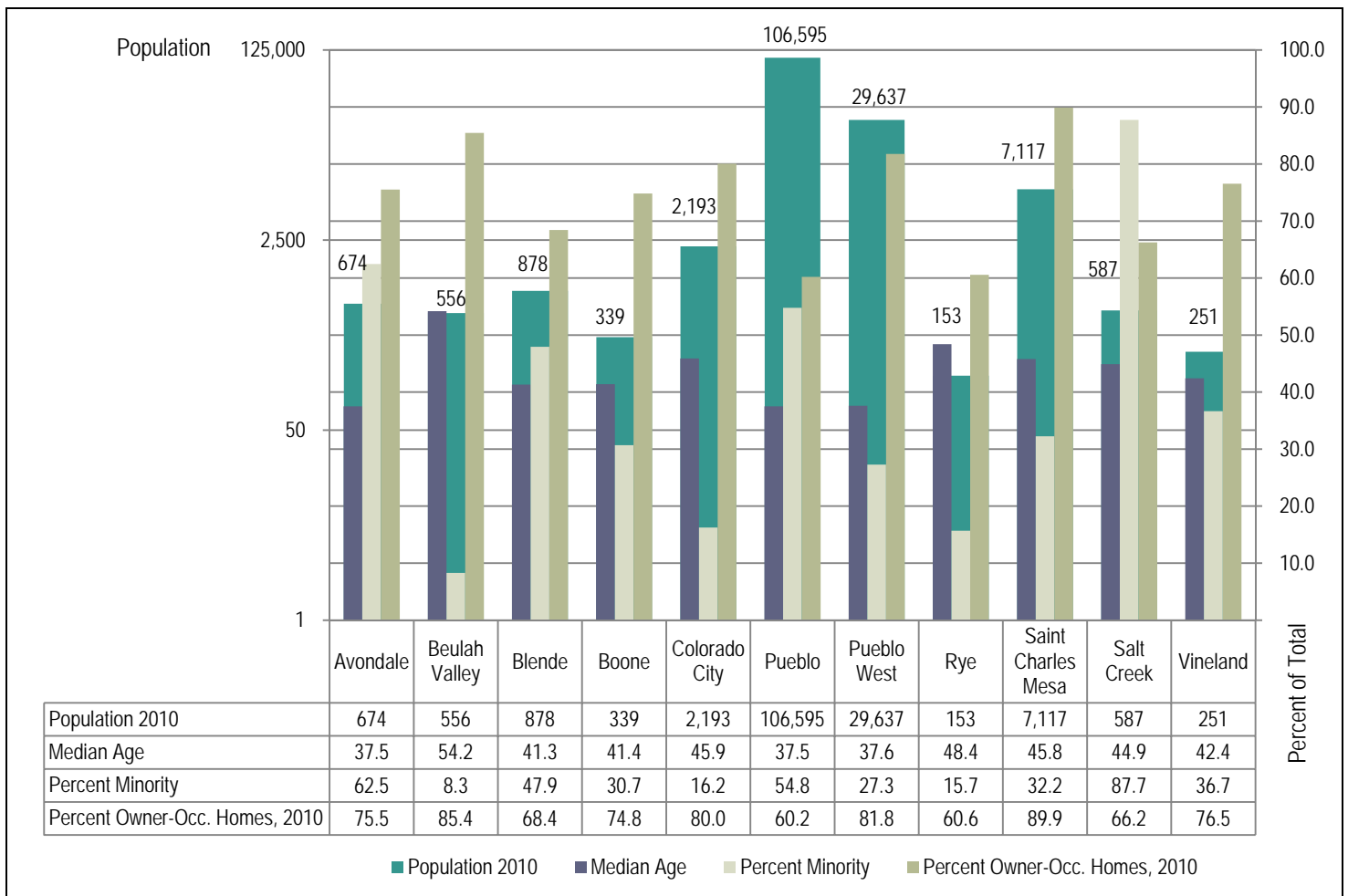
Demographic information for the 3C Study Area is presented in **Chapter 3 – Socioeconomic Profile**. The 3C Study Area contains 86 percent of Pueblo County’s estimated 2010 population of 159,063 residents, concentrated in two large urbanized communities, the City of Pueblo and Pueblo West. Between 2000 and 2010 the percentage of the County’s population living in the City of Pueblo shrank from 80.2 percent to 67.0 percent. Population growth in Pueblo has been moderate in recent years, growing 0.4 percent per year from 2000-2010.

From 1990 to 2000, Pueblo West’s population almost quadrupled, increasing from 4,386 residents to nearly 17,000. The rapid growth continued between 2000 and

2010 to a population of 29,637 residents. This translates into an estimated annual population increase of 10.5 percent per year. **Figure 3** below summarizes the relative sizes of the Pueblo County communities and the contrast in their growth rates between 1980 and the estimated population in 2013. **Figure 4** shows the locations of these communities within the 3C Study Area.

The density of population is an important characteristic when considering the delivery of transit services. Densities based on estimates developed by the Pueblo Area Council of Governments Urban Transportation Planning Division are depicted in **Figure 5**. It can be seen that higher urban-level densities are distributed fairly evenly across the City of Pueblo, especially the older sections of the City platted before 1970.

Figure 3: Pueblo County Communities Summary Demographics



Source: U.S. Bureau of the Census; in 1990 Pacific Islander included in Asian category

Figure 4: Communities in Pueblo County

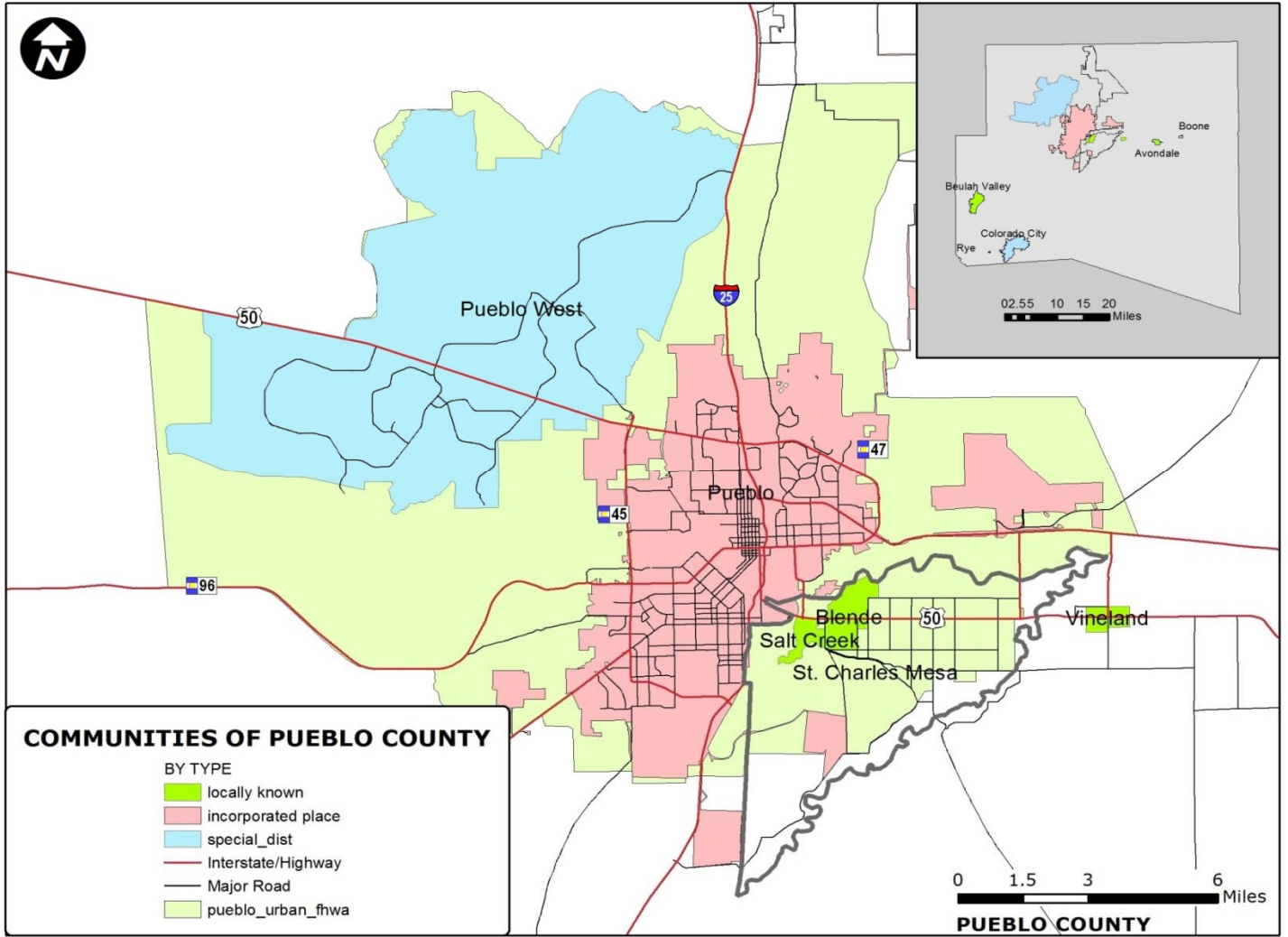
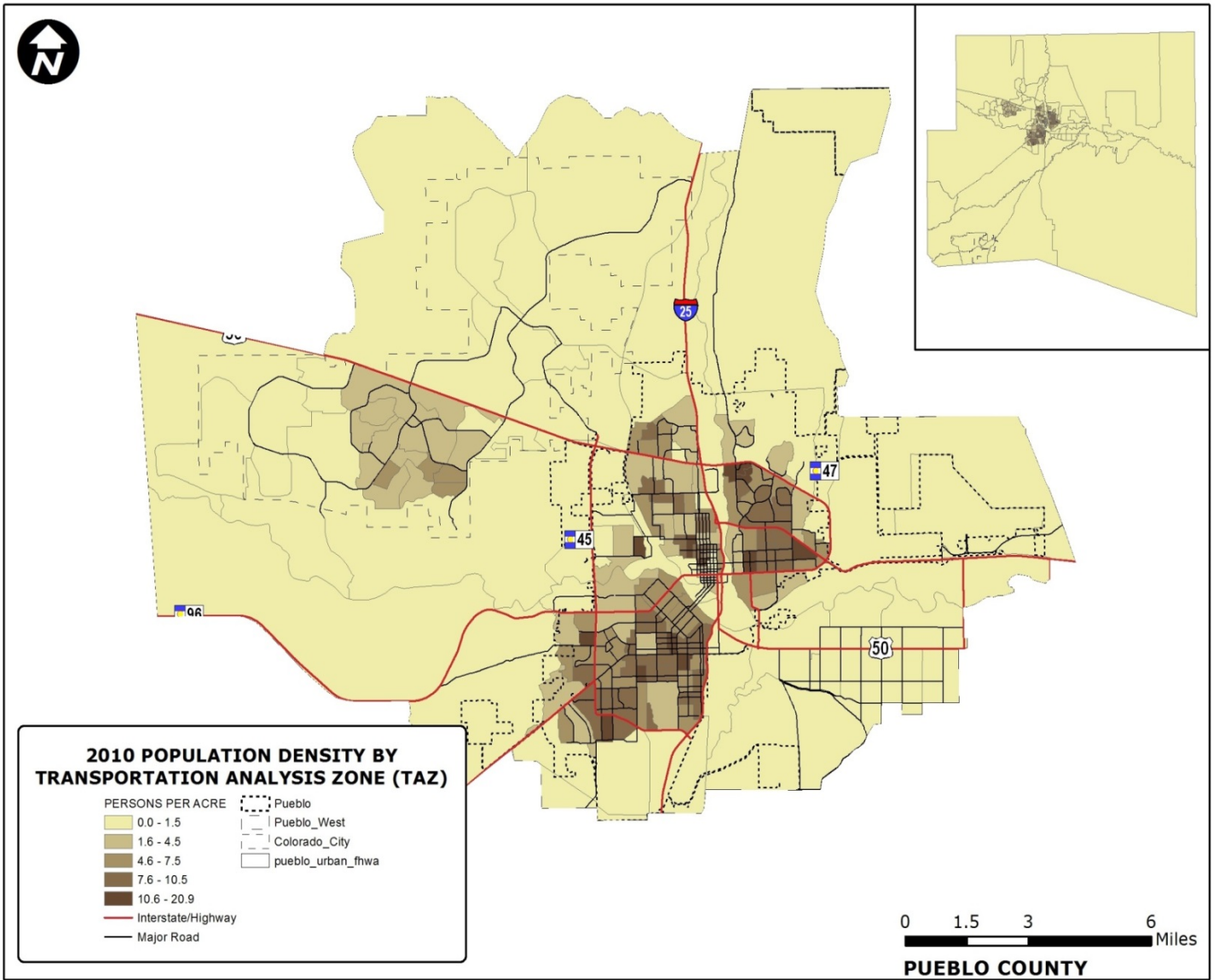


Figure 5: Population Density (2010 Population per Acre)



Transit Dependent Populations

Several characteristics tend to identify population segments that may be dependent on public transit. In general, these are population characteristics that prevent individuals from driving. Salient characteristics include the number of individuals over age 65, individuals with disabilities, and families with low incomes. Older adults face the decision about curtailing driving due to strength limitations and age-related physical impediments such as reduced vision. Other individuals with temporary or permanent disabilities that limit their ability to drive are another important market served by transit or specialized transportation services. Youth under the age of 16 are often transit riders. Finally, financial limitations make it difficult for some residents to purchase and maintain an automobile.

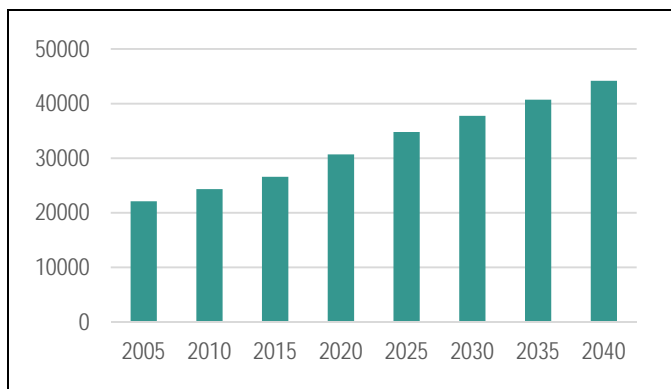
On the basis of American Community Survey statistics compiled for 2010-2014, 19 percent of Pueblo County’s population lived in families with incomes below the poverty level as measured by the federal government’s official poverty definitions. On average, areas within the City of Pueblo have higher concentrations of poverty. Over 23 percent of families citywide are living at or below the poverty line. This compares to 12 percent Statewide.

The Pueblo metro area is economically diverse. While many areas are impacted by high levels of poverty, others, as for example, Pueblo West, are economically relatively affluent.

The Census also reports that 15.3 percent of Pueblo County’s population (24,346 individuals in 2010) is 65 years of age or older. An average of 10.9 percent of the Colorado population is aged 65 and above, and the U.S. has an average of 13.1 percent. The aging of the population is an important trend for the region, with a continuing aging of the population structure forecasted. Between 2005 and 2015, this population is projected to increase 20.4 percent; between 2015 and 2025 an increase of 30.8 percent is anticipated; and between 2025 and 2040, a gain of 26.9 percent is envisioned. The population of older adults will nearly double from 24,346 in 2010 to over 44,166 in 2040 as illustrated in **Figure 6**. Elderly population density in Pueblo is dispersed into areas throughout the community. The neighborhood of Belmont, located in the northeast portion of the City of Pueblo accounts for a heavy concentration. In the southwest portion of the City, the neighborhood of Sunset Park and several other areas account for significant concentrations. The demographic makeup of the elderly

within these areas is diverse, and might typically include elderly, somewhat affluent homeowners, impoverished householders who either own or rent their homes, and residents of nursing homes or other institutional care facilities.

Figure 6: Growth in Population Aged 65+, 2005-2040



Source: U.S. Bureau of the Census, ACS; Colorado Department of Local Affairs, Office of the State Demographer

The 2013 Census estimate reported 26,440 individuals having a disability, representing 16.9 percent of the population. It should also be noted that disabilities increase as one ages. The 2013 Census estimate reported 40.3 percent of the population aged 65 and over as having a disability. **Figure 7** illustrates the density of persons with mobility limitations, as identified in the 2000 Census.

As a corollary to this, a surprisingly large number of Pueblo County households did not have regular access to a motor vehicle. The 2013 Census estimate enumerated 5,885 households, representing 9.4 percent of total households with no motor vehicle available. There is a higher concentration of households within the City of Pueblo, totaling 11.9% with no motor vehicle available. , as shown in **Figure 8**. No clear pattern of distribution emerges other than the correlation with those areas having concentrations of low-income households.

Over the thirty year period of 2010-2040, the population under age 20 is expected to decrease from 27.4 percent to 21.9 percent. Conversely, those age 65 and above are expected to increase from 15.3 to 24.5 percent of the population, so that by 2040, almost one in four persons will be this age. The working age population, classically defined as being those age 20 to 65, is slated to shrink from 57.2 to 53.5 percent of total population. Median age, the interval where one-half of the population is older than this value, and one-half younger, is expected to increase from 38.7 years in 2010 to 43.5 years by 2040.

Figure 7: Percent Disabled Aged 16-64 Years by Block Groups

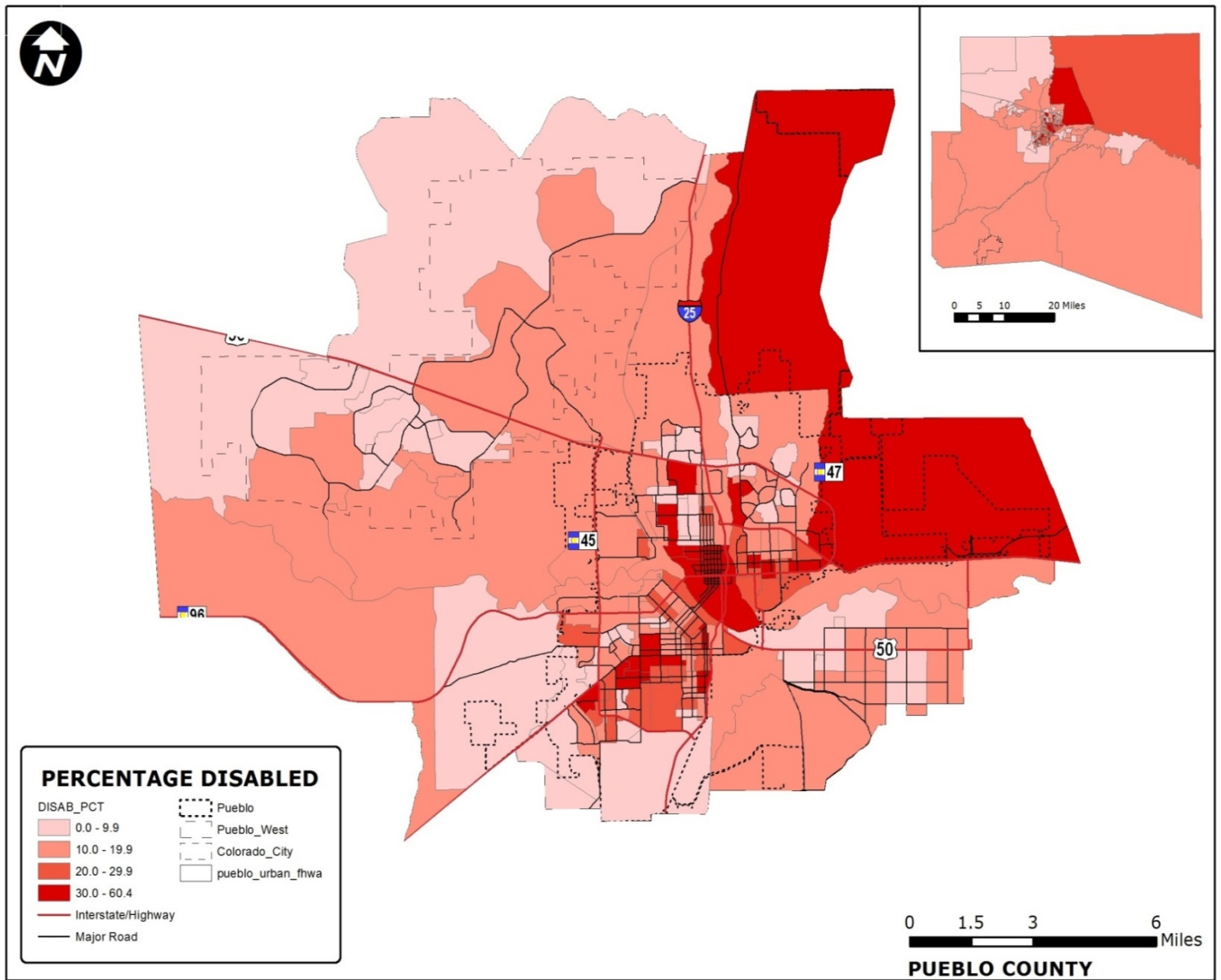


Figure 8: Percent with No Vehicle Available by Block Groups

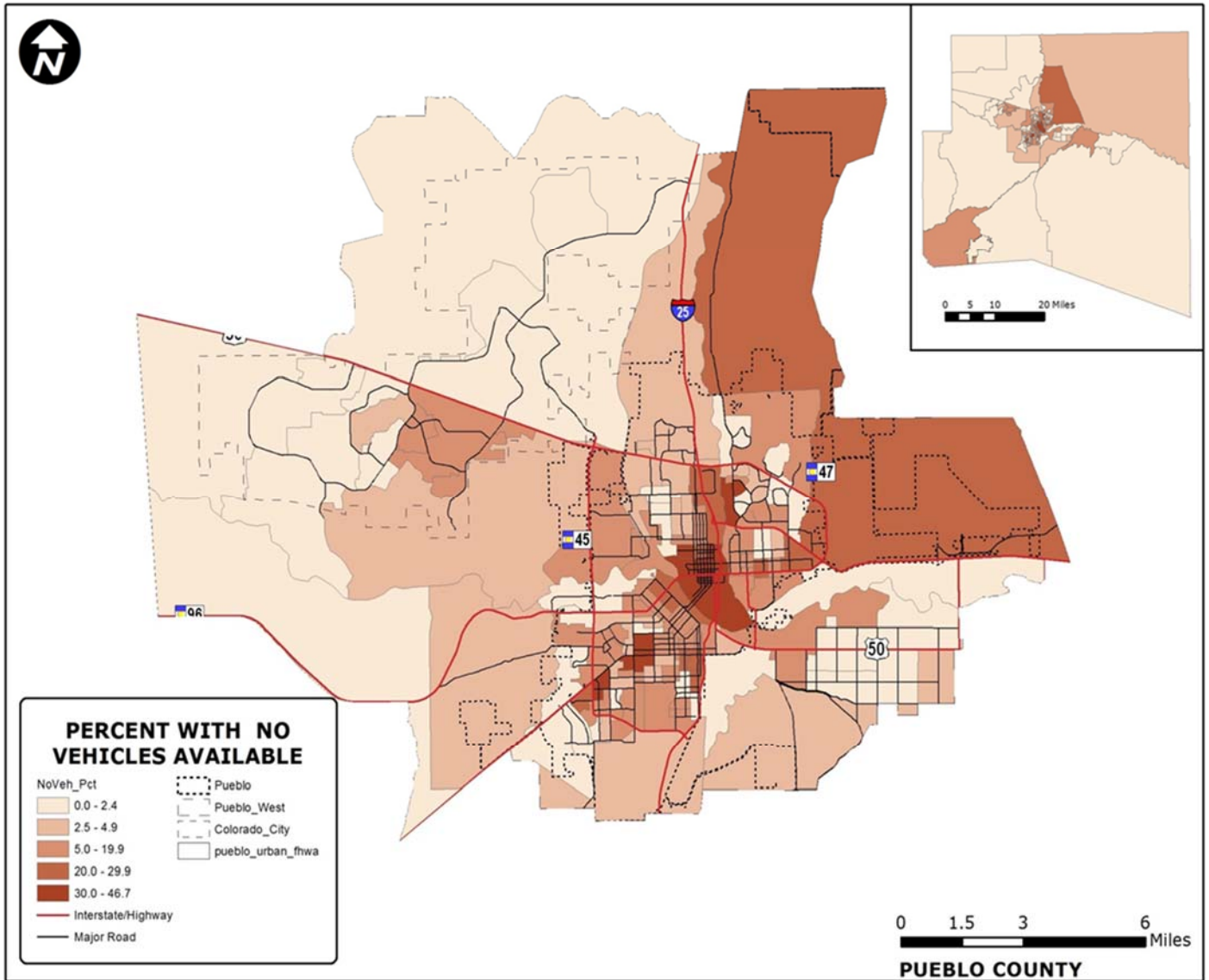


Table 1 below summarizes the possible level of demand for potentially transit-dependent populations in the City. Because of the overlapping nature of these populations,

a single summative estimate of demand is not possible, but easily 50,000 to 60,000 citizens of the City can be implied.

Table 1: Summary of Potentially Transit-Dependent Populations

Total Population	City of Pueblo/Pueblo West CDP		County	
	<i>City of Pueblo</i>	<i>Pueblo West</i>	<i>Total</i>	<i>%</i>
Total Population	106,595	29,637	159,063	100.0%
Persons under 15	21,350	6,802	32,225	20.6%
Persons 65 and over	16,717	8,209	24,346	15.3%
Mobility Limited Population	20,307	3,689	27,450	17.2%
Below Poverty Population	25,476	2,638	30,222	19.0%
	<i>City of Pueblo</i>	<i>Pueblo West</i>	<i>Total</i>	<i>%</i>
Number of Households	43,290	10,715	62,606	100.0%
Zero Vehicle Households	5,584	107	5,885	9.4%

Source: <http://factfinder.census.gov>, accessed 3/10/2016

Activity Centers and Employment Centers

Throughout the UZA there are various government and non-profit center offices that provide public services and are frequented by transit-dependent populations. These are distributed across all quadrants of the City, with concentrations in the downtown, Highway 50 West corridor, Belmont and East Side. The Activity Centers include:

- Shopping Centers
- Pueblo Work Link
- Pueblo County Department of Social Services
- Social Security Office
- Veterans Administration Clinic
- Special Housing and Homeless Services (*Baltimore Court, Bluesky properties, Rio Sacramento, La Posada Homeless Services, Wayside Cross Mission, Salvation Army Soup Kitchen, Cooperative Care Center*)
- Senior Housing Facilities
- Pueblo Diversified Industries, Goodwill, ARC
- County/City Departments of Housing and Citizen Services
- Colleges and Universities, Student Housing
- Community Health Centers, Spanish Peaks Mental Health Center, Crossroads Turning Points, Inc.

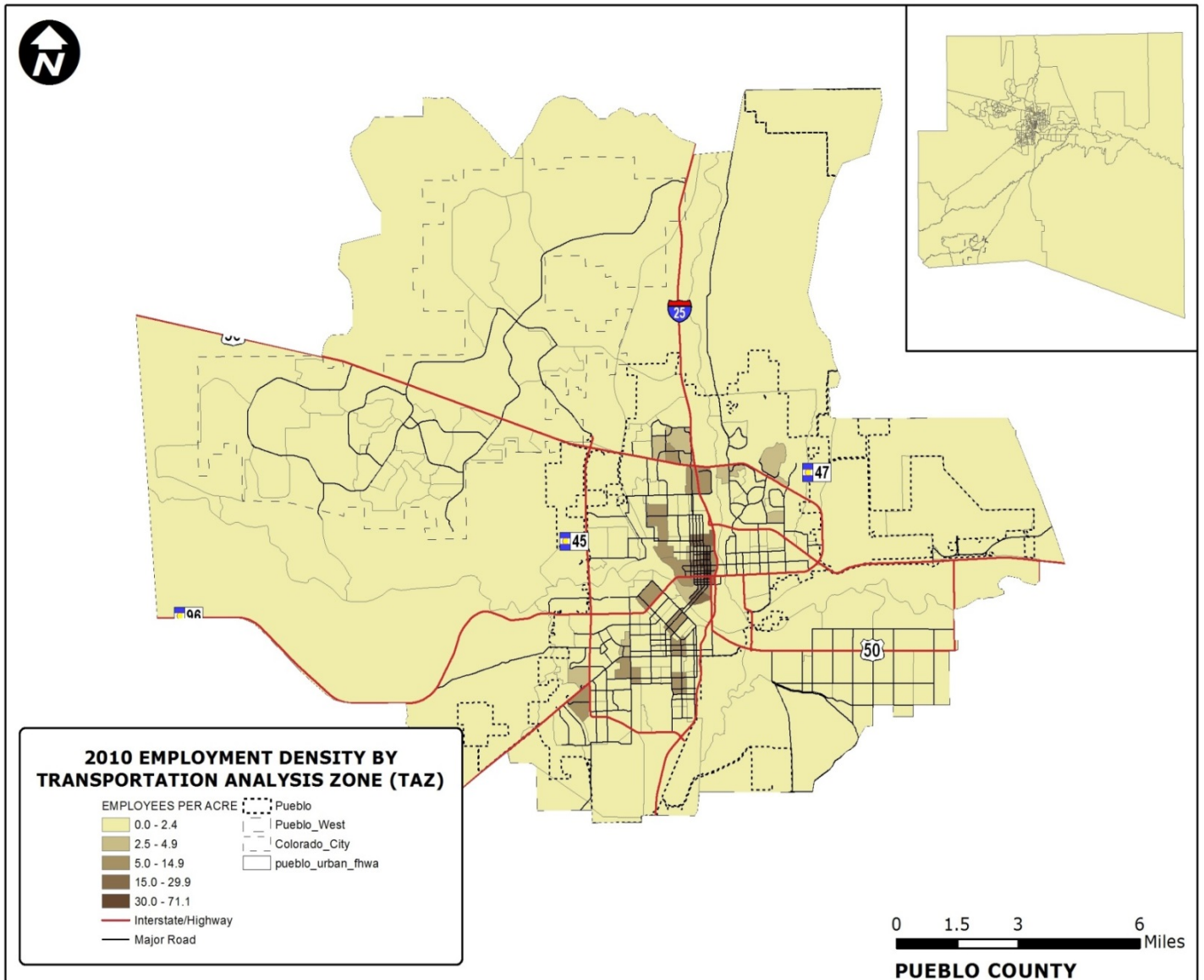
- Parkview Hospital and Clinic, St. Mary Corwin Hospital
- Centura Center for Occupational Medicine
- Colorado Bluesky Enterprises
- Senior Resources Development Agency
- Pueblo Transit Center
- Libraries
- YMCA, YWCA
- Pueblo Cooperative Care Center, Inc.
- High Schools
- Pueblo County Court House, County Judicial Center
- Pueblo Police Department, Pueblo Municipal Court
- Sangre de Cristo Independent Living Center
- Colorado Mental Health Institute at Pueblo
- Community Correctional Facility
- Hyde Park Community Center

Figure 9 illustrates employment densities within the service area incorporating major employment centers, including hospitals, colleges and other educational facilities, major retail centers, and other large manufacturing and service establishments. These are common locations to which low-income workers or people who use specialized transportation services may travel.

Downtown Pueblo and its surrounding vicinity remains the location for many large Pueblo employers. Retail activity tends to be concentrated on Pueblo's north side. The Pueblo Memorial Airport Industrial Park shows a concentration of large manufacturing, warehousing, and other employers, including Trane Co., the Target Distribution Warehouse, Innotrac Corp., UTC Aerospace, Atlas Pacific Engineering, and other public and private sector employers. As is illustrated in **Figure 10**, most major employers are within ¼ mile of existing fixed route transit except those in Pueblo West and the Airport Industrial Park. Employment continues to be concentrated in the downtown area and the northern portion of the City of Pueblo adjacent to the intersection of I-25 with U.S. Highway 50.

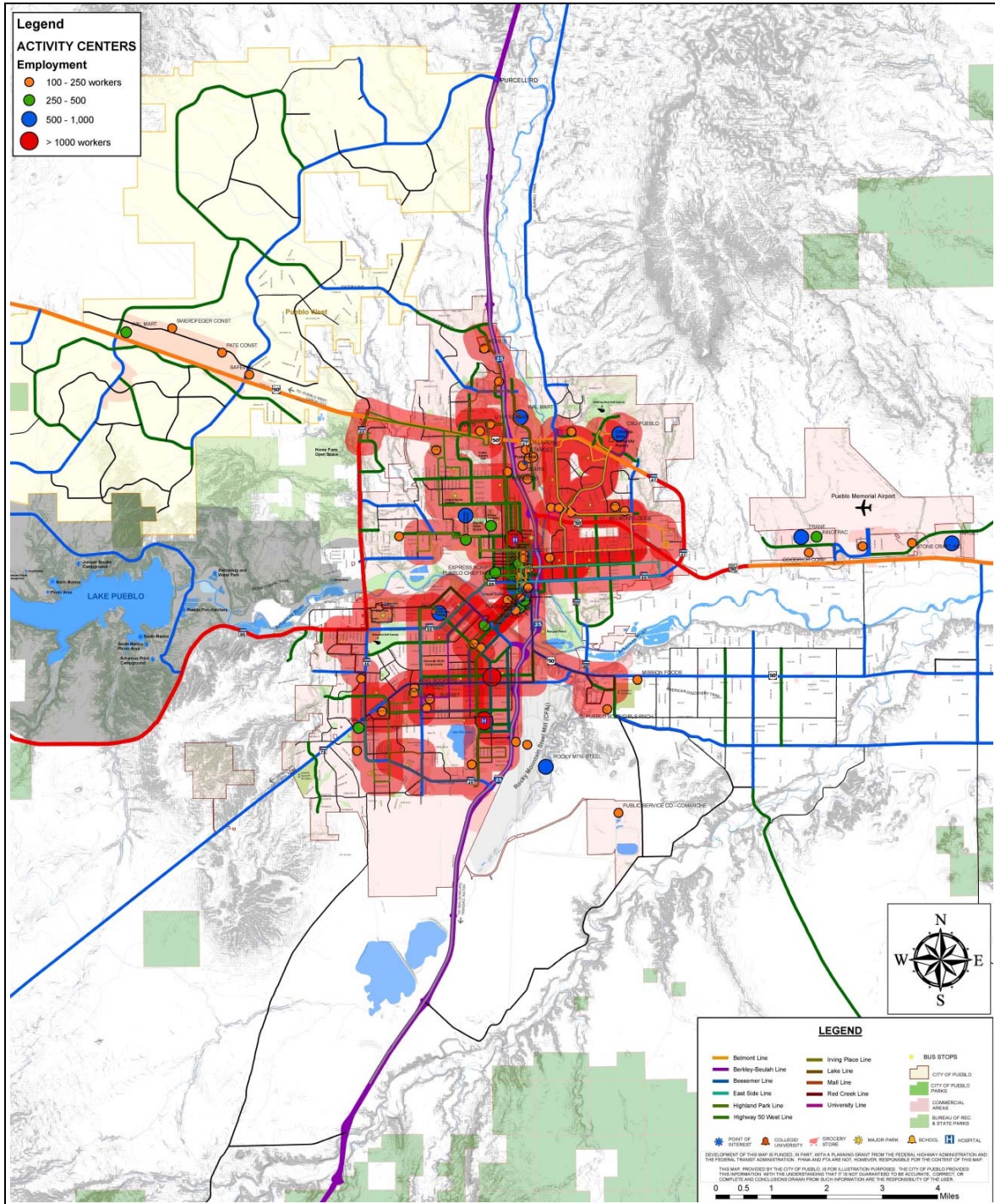
In February, 2011, the Greyhound Lines, Inc., the largest provider of intercity bus transportation in North America, relocated its operations for Pueblo, Colorado to the Pueblo Transit Center, 123 Court Street. The Greyhound ticket office is open 7:30am to 3:30 pm, Monday through Saturday. Greyhound serves Pueblo with at least 12 daily stops. Since 2011, Pueblo Transit has also become the ticket agent for Americanos (an interstate provider), Prestige (serving Wichita, Kansas to Pueblo) and Chaffee Shuttle (serving Gunnison, Colorado to Pueblo). The full-service operation allows for passengers to purchase tickets to some of the area's most popular destinations, including Colorado Springs and Denver. In addition, this location offers affordable package shipping and receiving services through Greyhound Package Express.

Figure 9: Employment Densities - Employees per Acre in 2010



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Figure 10: Major Employment Areas Within ¼ Mile of Fixed Route Transit Service



Employment and Wages

Health care, government, retail trade, food and accommodation, and manufacturing comprise the five largest sectors of the Pueblo economy. Their impact is substantial, accounting for 66.8 percent of all jobs. The accommodation and food services sector accounts for the lowest average annual wages but represents 11.4 percent of the total employed workforce. At an average wage of \$11,900, the 7,405 workers employed in this category earn a little over one-third of the median Pueblo wage of \$28,653 (U.S. Census, 2010). The impacts of the recession of 2007-2009 resulted in over a 2.75% loss in jobs in Pueblo County. Economic recovery commenced in 2010. Subsequent job growth reveals that while the Colorado economy has made good progress in overcoming the effects of the recession, Pueblo's economy has lagged in its rate of growth in jobs.

Individuals working in the service sectors and other low wage sectors are often transit-dependent, as low paying jobs often make ownership of an automobile difficult. **Table 2** illustrates the great diversity of wages by economic sector in Pueblo. Additionally, the overall low level of wages relative to other communities adversely impacts Puebloans. A low relative cost of living in Pueblo is of great benefit to its residents in making their dollars stretch. However, it does not entirely negate the problems of low-income residents in owning and maintaining a motor vehicle.

Table 2: Pueblo County Employment and Earnings, 2010

Industry Class	# of Jobs	% of Jobs	Median Annual Earnings
Agriculture, forestry, fishing, hunting, and mining	931	1.4%	\$ 43,194
Construction	4,853	7.4%	\$ 30,683
Manufacturing	4,986	7.6%	\$ 41,604
Wholesale trade	1,336	2.0%	\$ 28,622
Retail trade	9,031	1.4%	\$21, 819
Transportation, warehousing and utilities	2,510	3.8%	\$ 40,325
Information	1,268	1.9%	\$ 30,344
Finance, insurance, real estate rental and leasing	2,899	4.4%	\$ 32,235
Professional, scientific, management, administrative, and waste management services	5,547	8.5%	\$ 23,606
Educational services, health care and social assistance	17,687	27.1%	\$ 30,680
Arts, entertainment, recreation, accommodation and food services	7,405	11.4%	\$ 11,900
Other services, except public administration	2,289	3.5%	\$ 20,105
Public administration	4,498	6.9%	\$ 47,604
Total	65,240	100.0%	\$ 28,653

Minority Populations, Housing and Poverty

Estimates of the low and moderate income population are published by the U.S. Department of Housing and Urban Development (HUD) for evaluating the eligibility of local jurisdictions to receive Community Development Block-Grant (CDBG) funding. The U.S. Bureau of the Census is responsible for the compilation of the data for HUD. The 2006-2010 American Community Survey (ACS)² provides the basis for the tabulation.

An area is considered entitled to receive CDBG funding if more than 51 percent of its residents fall within the low or moderate income household category. The distribution of low and moderate income households within the Pueblo Urbanized Area, by block group, is shown in **Figure 11**.

Minority populations are defined as:

- American Indian and Alaskan Native – a person having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition.
- Asian or Pacific Islander (including Native Hawaiian) – a person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands.
- Black/African American – a person having origins in any of the black racial groups of Africa, or
- Hispanic/Latino – a person or Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.

The distribution of minority population households within the Pueblo Urbanized Area, by block group is shown in **Figure 12**.

² <https://www.hudexchange.info/manage-a-program/acs-low-mod-summary-data/>

Figure 11: Low-Moderate Income Block Groups

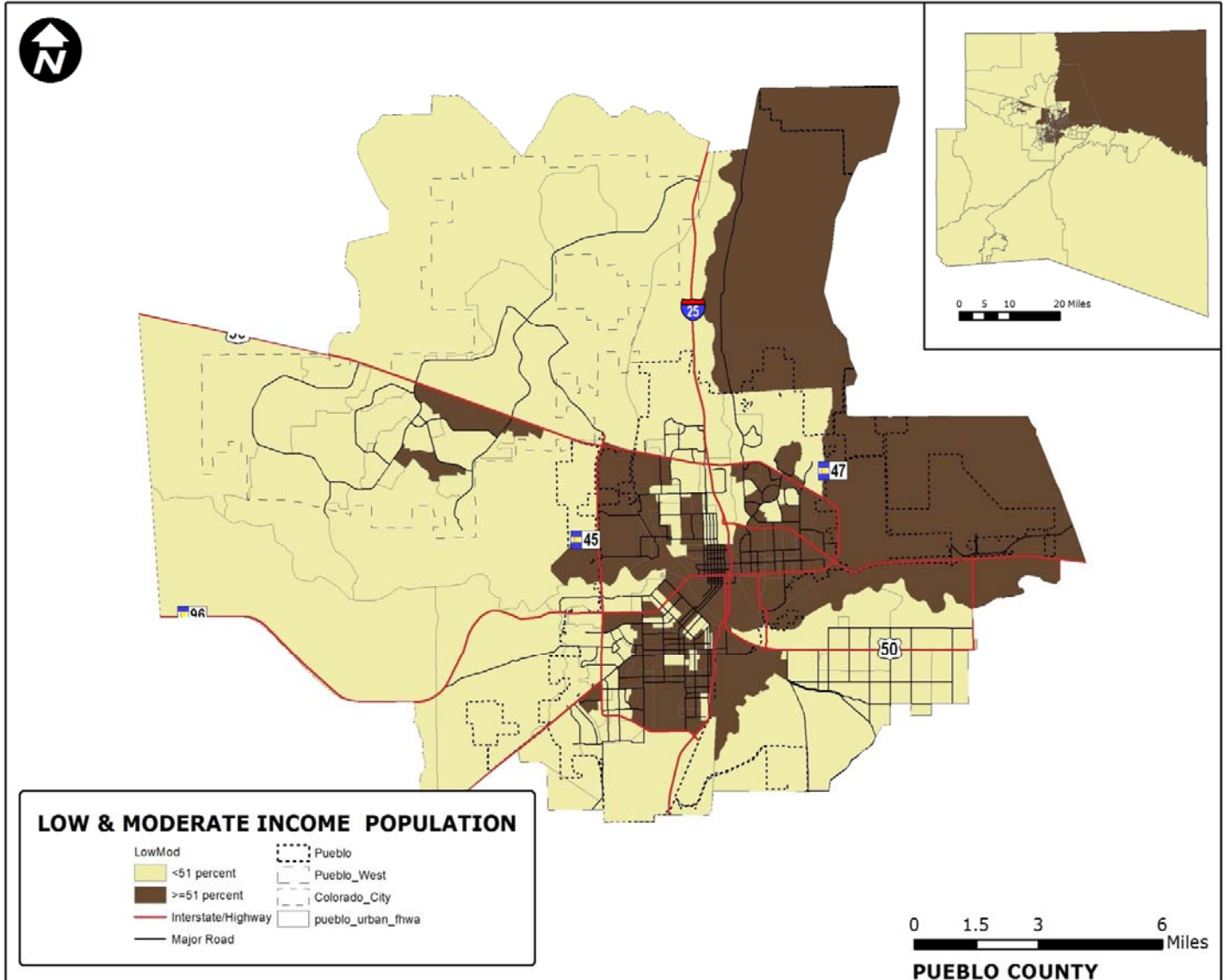
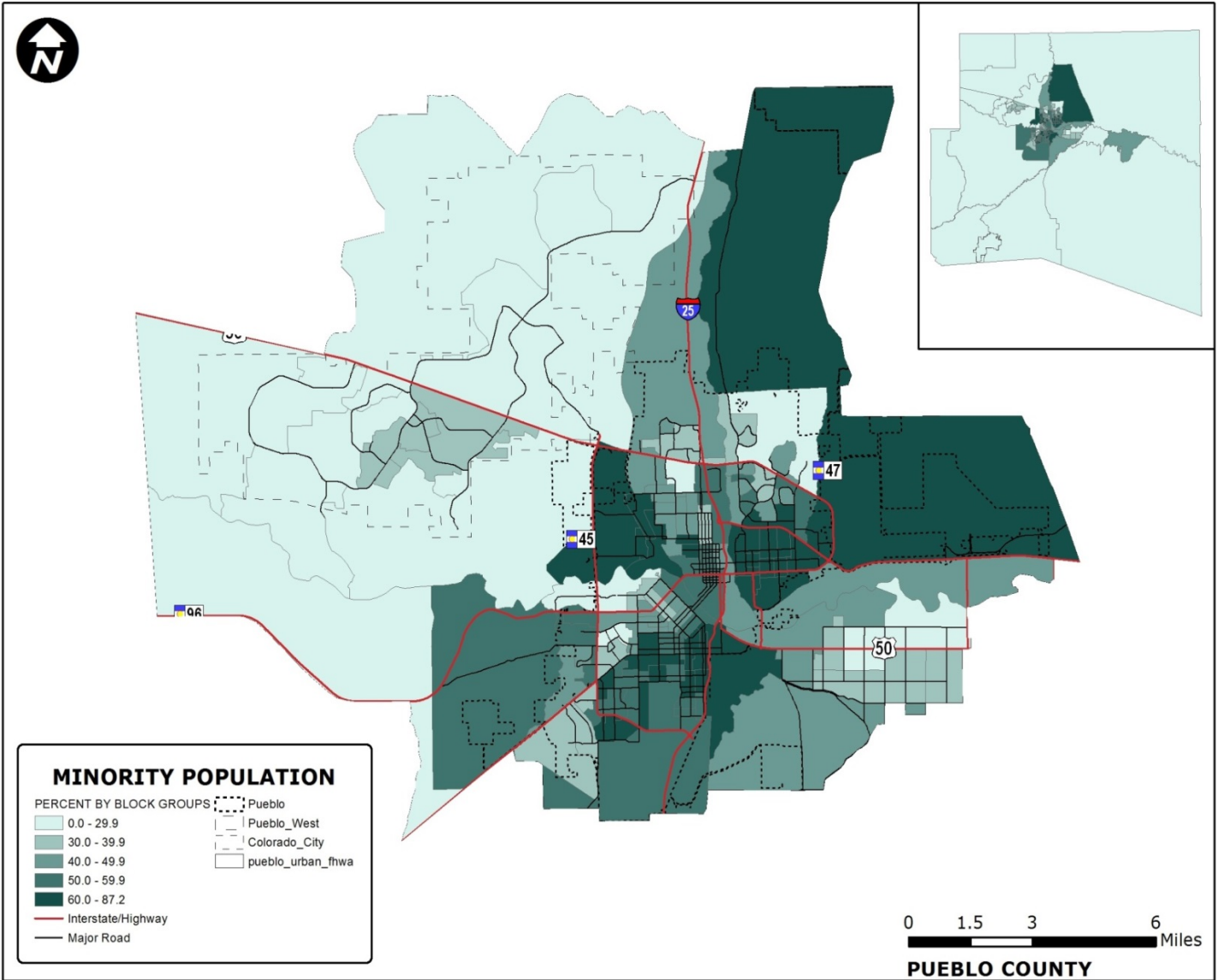


Figure 12: Minority Population Block Groups



Inventory of Transit Service Providers

Public transportation in the Pueblo Area is provided by a variety of public, non-profit, and private for-profit organizations. These services are examined below, along with a more detailed assessment of the publicly funded Pueblo Transit fixed-route system and the corresponding Citi-Lift demand-response service.

In late 2007, there will be a significant change in the operations of the paratransit services. The City of Pueblo requested bids for the Citi-Lift Service in January 2007. The contract was awarded with the service provider changing from SRDA to MV Public Transportation.

Table 3 lists these providers along with their owner, type of service provided and critical issues that were identified in the PACOG 2035 LRTP.

Table 3: Summary of Transit Service Providers

Service	Owner	Service Type	Critical Issues
Pueblo Transit	City of Pueblo	Fixed Route service to general public	- Service Hours
Citi-Lift	City of Pueblo	On-Demand service to qualified users	- Changes to Medicaid benefits
SRDA	Non-Profit	Region-wide on-demand for seniors; meal delivery.	- Growth of elderly population - Vehicle replacement - Need dispatch services
MV Public Transportation Inc.	For Profit	Paratransit service to qualified users	
Social Services	Pueblo County	Coordinates & subsidizes services	- Changes to Medicaid rules - Limited hours and service area for providers
City Cab	Private	Private Cab service Contract with Social Services	- Changes to Medicaid rules
Shuttle of Southern Colorado	Private	Airport Shuttle Service	- None identified
Ramblin' Express	Private	Charter bus	- None identified
YMCA Pueblo	Non-profit	Youth Activities Buses	- None identified
Boys and Girls Club of Lower Arkansas	Non-profit	Youth Activities Buses	- None identified

Pueblo Transit

As in many communities, with the growth of the City in the late 19th and early 20th century, a need for mass transportation was realized. A horse drawn streetcar system was in place as early as 1878³. The early form of mass transportation was an electrically powered streetcar on a fixed rail system, developed by the Southern Colorado Power Company and in use from 1890 to 1947. It was replaced in 1947 and early 1948 with a fleet of diesel buses.

In 1949, a group of New York investors formed the Pueblo Transit Company and purchased the rolling stock from the Power Company. In 1956, local citizens acquired the assets of these New York investors and formed the Pueblo Transportation Company, a Colorado Corporation.

After several years of operation, the Pueblo Transportation Company made application to the Colorado State Public Utilities Commission and the City of Pueblo for the right to abandon and liquidate the corporation. This was necessary due to the declining patronage and increasing costs that prevailed during the late 50's.

The right was granted. However, the City of Pueblo, being unable to interest another company in operating the bus system in Pueblo, persuaded the Pueblo Transportation Company to continue its operations. A lease agreement between the City and Pueblo Transportation Company was entered into, whereby the Pueblo Transportation Company was exempted from several taxes, and paid a direct franchise payment to the City.

In December 1968, the Pueblo Transportation Company notified the City it would no longer continue under the present agreement. The City Council then authorized the acquisition of all assets of the Company and approved a management contract for the continual operation of the now publicly owned mass transportation system.

In January 1969, a Bus Study Committee, consisting of the City Manager, Traffic Engineer, Planning and Development Engineer, and the Finance Director, was appointed. This committee served as a continuing vehicle for the updating and improvement of the bus system.

³ Thomas, A. (2007), *The Northside Intensive Historic Building Survey*, Estes Park, CO, Historitecture.

In September 1971, all stock of the previous transportation company was put into a voting trust that could be administered by city officials. The City Council, by Resolution, appointed the City Manager, Director of Finance, and Director of Transportation as trustees of the Pueblo Transportation Company. On September 15, 1971, the Department of Transportation took over management of the publicly owned transit system.

Pueblo Transit Operations

The mission of Pueblo Transit is to provide safe, reliable and timely fixed route transit service in a courteous and professional manner to the citizens of Pueblo. It also provides paratransit transportation to disabled riders who are unable to use the regular transit coaches. With a fleet of 29 vehicles, including 18 heavy-duty coaches and 11 paratransit vans, Pueblo Transit transports over 1,000,000 passengers annually. This City department is responsible for providing service on 11 fixed routes and a mirrored paratransit system, operating in a 38.6 square mile area of Pueblo City limits, plus one rural route that extends outside city limits into the Salt Creek area.

Pueblo Transit's objectives include the following:

- Ensure accessibility to public transportation in the Pueblo community by carefully planning and executing transit services.
- Support the system's day-to-day clientele made up of 43% adults, 38% seniors, and persons with disabilities, and Medicare cardholders, 17% students and 2% children less than 6 years of age.
- Fully utilize resources afforded to provide quality transportation services.
- Strengthen safety awareness programs for employees and the public.
- Ensure credible programs to meet the growing demand for reliable, safe and convenient transit services.

Pueblo Transit provides fixed route service on eleven routes through the City of Pueblo. The system is sometimes referred to as a pulse system, with the majority of vehicles arriving at the Downtown Transit Center at the top and bottom of each hour to facilitate transfers. Service frequency varies from every thirty minutes to every hour.

Pueblo Transit services are provided Monday through Friday from 6:00 am to 6:30 pm and Saturdays from 8:00 am to 6:30 pm. Peak hours are from 6:30 am to 8:30 am and 2:30 pm to 4:30 pm. Pueblo Transit has identified peak hours of service for the Mall route to be from 9:00

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am to 5:00 pm, Monday through Saturday, and provides 30 minute service for that route during those hours. Pueblo Transit has also identified peak hours of service for the Highland Park route to be 9:00 am to 5:00 pm, Monday through Saturday, and provides 30 minute service for that route during those hours. Pueblo Transit schedules and service hours are summarized below by **Table 4**.

Table 4: Pueblo Transit Service Frequency

Route Number - Name	Service Frequency	Initial Departure Time
<i>Peak Half Hour Service:</i>		Starts at 6 am or 6:30 am Last Bus Departs at 5:30 pm or 6:00 pm
1 – Eastside	30 minutes, 6:30-8:30 am, 2:30-4:30 pm	:30
2 – Bessemer	30 minutes, 6:30-8:00 am, 2:00-4:00 pm	:30
3 – Irving Place	30 minutes, 6:30-8:30 am, 2:30-4:30 pm	:30
4 – Berkeley – Beulah	30 minutes, 6:30-8:00 am, 3:00-4:00 pm	:30
6 – Pueblo Mall	30 minutes, 8:30 am-4:30 pm	:30
7 – Highland Park	30 minutes, 8:30 am-4:30 pm	:30
<i>Hour Service:</i>		Starts at 6 am or 6:30 am Last Bus Departs at 5:00 pm or 5:30 pm
8- Highway 50 West	60 minutes	:00
9 – University	60 minutes	:30
10 – Belmont	60 minutes	:00
11 – Red Creek	60 minutes	:00
11 – Lake Avenue	60 minutes	:30
Saturday Service Starts at 8:30 am and is Provide Hourly; Last Bus Departs Transit Center at 5:30 pm		

Source: Pueblo Transit

Figure 13 shows the Pueblo Transit fixed route transit service routes. **Figure 14** shows the areas of the City of Pueblo where paratransit services are required because they are within .75 mile of an existing fixed route. The fixed routes were buffered by 0.75 miles to show areas where paratransit services are required to be provided.

In 2013, Pueblo Transit provided approximately one million passenger trips while traveling over 540,601 miles, as shown in **Table 5** below.

Table 5: Pueblo Transit Service Type

Service Type	Annual Vehicle Revenue Miles	Annual Vehicle Revenue Hours	Annual Unlinked Passenger Trips
Fixed Route	540,601	39,173	995,589
Citi-Lift	307,865	23,304	56,445
Total	848,466	61,477	1,052,034

Source: National Transit Database, retrieved 11/2015

Fares are collected for both fixed route and Citi-Lift services. Day passes, unlimited use monthly passes, and limited ride passes may be purchased at the Transit Center during operating hours and on-line on the Transit website, www.pueblotransit.com. Exact change is required if a rider does not have a pass. The last fare increase was in 2011. The current fare structure is shown in **Table 6**.

Table 6: Pueblo Transit Fares

Type of Ride	Fare
Adult Fare	\$ 1.25
Student Fare: age 7 through 18, College Student with valid I.D.	\$1.00
Child Fare - age 6 and under	Free
Senior Citizen, Disabled, Medicare Recipients - With valid I.D. for 60+, Medicare or Disabled Reduced Fare Card	\$ 0.60
Transfer	Free
Monthly Pass - Adult	\$44.00
Monthly Pass - Student	\$34.50
Monthly Pass - Senior Citizen, Disabled, Medicare	\$22.00
22-Ride Pass - Adult	\$21.00
22- Ride Pass - Student	\$ 16.00
22-Ride Pass Senior Citizen, Disabled	\$11.00
Daily Pass	\$3.75
Citi-Lift (One Ride)	\$2.50
Citi-Lift (Monthly Pass)	\$50.00

Source: Pueblo Transit website, 10/2015

Figure 13: Pueblo Transit Fixed Route Service Route Map

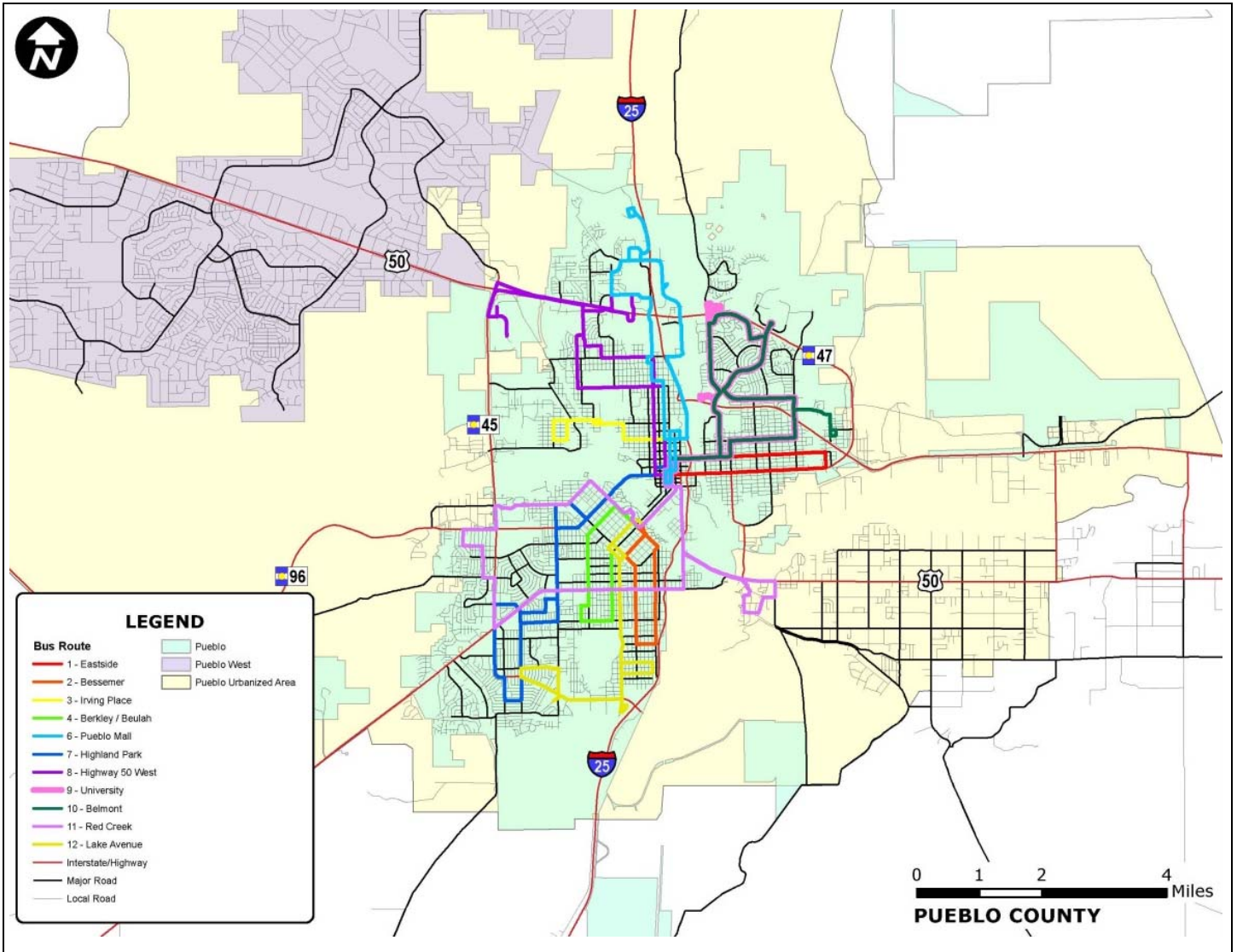
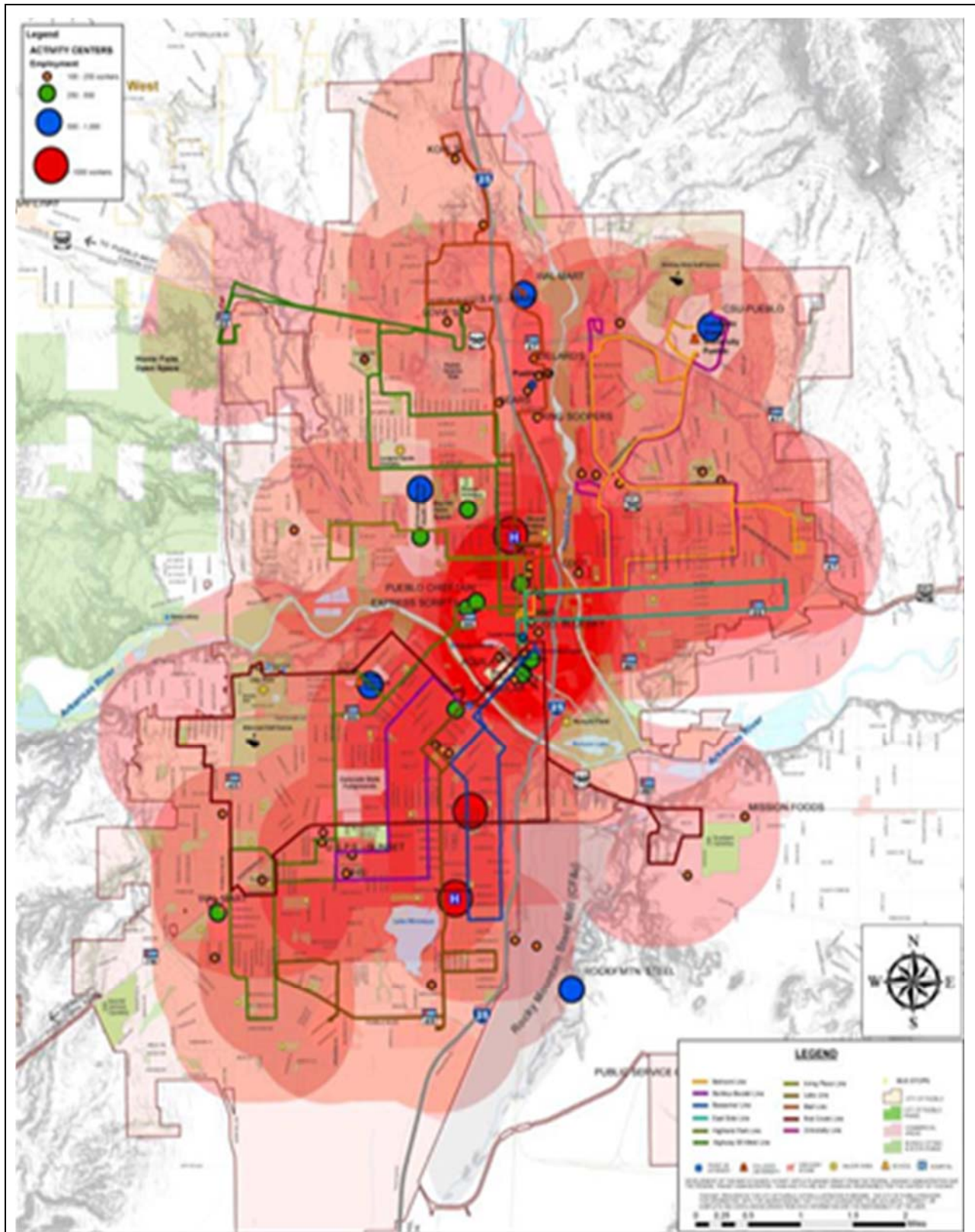


Figure 14: Required ADA Service Area Within ¾ Mile Distance From Fixed Routes



While the fixed-route system provides an essential service to both disabled and elderly riders, the majority of riders on the Pueblo system may not fall into either category. **Table 7** shows the ridership numbers for these groups based on on-board surveys conducted throughout the year by Pueblo Transit staff.

Table 7: Ridership Demographics

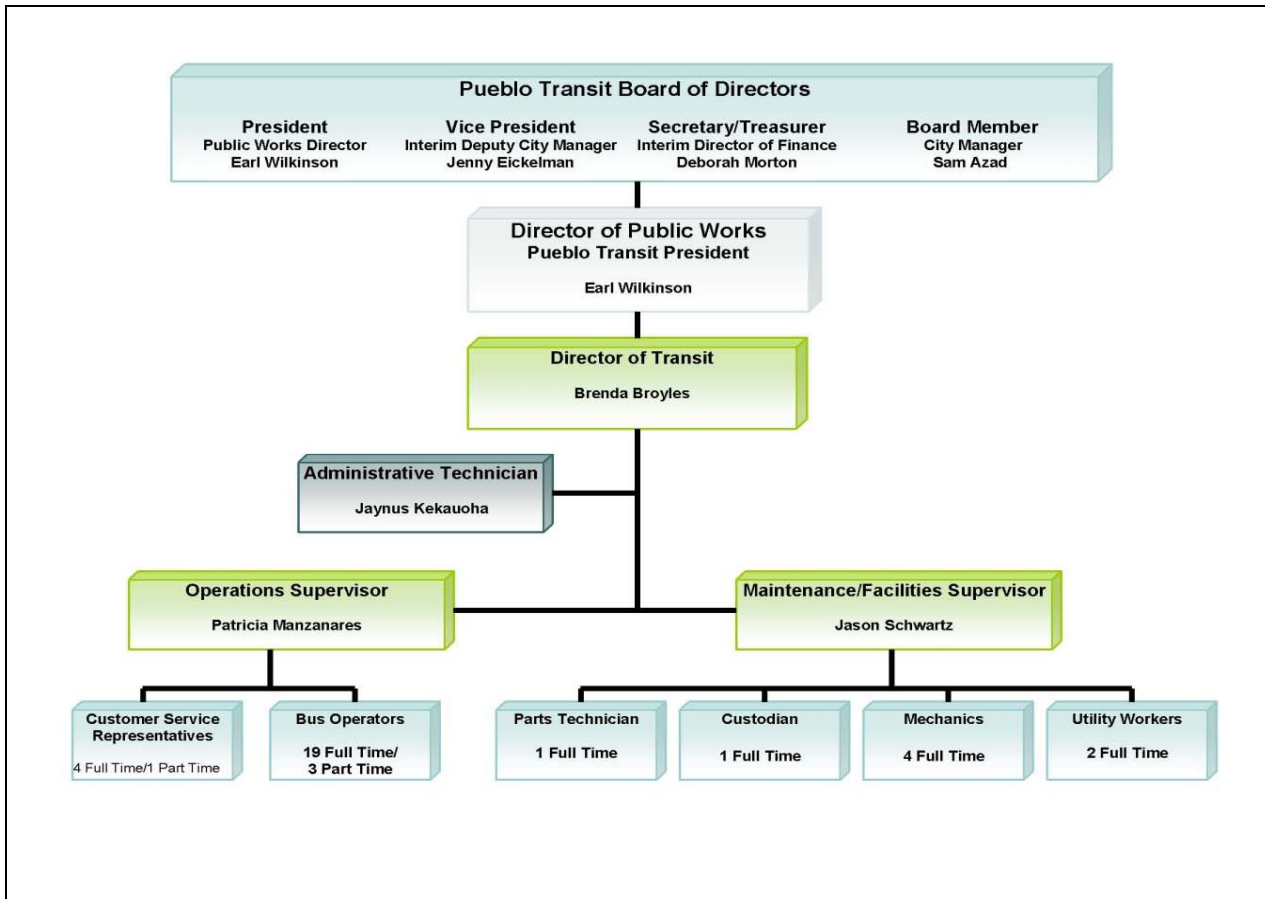
Category	% of All Trips
Adults	43%
Seniors & Persons with Disabilities	38%
Students	17%
Children less than 6 Years Old	2%
Total	100 %

Source: Pueblo Transit, 2013

Organization, Vehicles & Facilities

Pueblo Transit employs 35 full-time employees, 4 part-time employees, including 19 full-time and 3 part-time drivers. All drivers are required to have a Commercial Driver’s License (CDL). Non-management employees are represented by the Amalgamated Transit Union - Local 662. **Figure 15** shows the organizational structure of the agency.

Figure 15: Pueblo Transit Organizational Structure



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The vehicle fleet includes two sizes of vehicles, the larger vehicles seating 30 or more passengers used for the fixed route service and mid-size vehicles, often referred to as cutaways, used to provide the Citi-Lift demand responsive service. The Federal Transit Administration (FTA) has established service life vehicle classes, as shown in **Table 8**, to provide transit operators with a standard for comparing characteristics that impact expenditures on capital purchases, operations and maintenance for differing vehicle sizes.

Pueblo Transit Fleet Conditions

Pueblo Transit currently operates 13 local fixed route general public transit buses on 11 local routes. Six (6) of the 11 routes currently operate at 30 minute headways, Monday through Friday with the remainder operating at 60 minute headways. Pueblo Transit has a local fixed-route bus fleet of 20 (total) low-floor 35' and 40' buses, with wheelchair ramps. Most buses are relatively new Gillig brand and are outfitted with GFI fareboxes. Ticket media currently is magnetic swipe cards. Pueblo

Transit operates 11 ADA paratransit vehicles at peak times within ¾ mile of the fixed route system during the times that the fixed route system operates.

As shown in **Table 9**, seven Pueblo Transit fixed route vehicles are beyond their recommended service life and three vehicles are within 50,000 miles of the retirement mileage. Retiring these vehicles without replacements would leave the transit system with a shortage of operable vehicles. Industry standards recommend that a transit agency the size of Pueblo Transit maintain a spare vehicle ratio of 20 percent - three spare vehicles for the 12 routes to use while other vehicles are scheduled for maintenance. This would require a fleet of 17 vehicles. Retiring the seven vehicles in poor condition would reduce the fleet to nine vehicles with six in fair condition.

The seven vehicles in Citi-Lift service are beyond their recommended service life. Replacement cost for these vehicles is approximately \$50,000 each. (The replacement cost for the larger vehicles is \$285,000 each).

Table 8: Federal Transit Administration Recommended Service Life

Vehicle Class	Length	Service Years	Service Mileage
Large size, Heavy duty transit bus	34-40'	12 years	500,000
Medium size, Heavy duty transit bus	30'	10 years	350,000
Medium size, Heavy duty transit bus	30'	10 years	350,000
Medium size, Medium duty transit bus	30'	7 years	200,000
Medium size, Light duty transit bus	25-30'	5 years	150,000
Light duty, small buses and vans		4 years	100,000

Source: Federal Transit Administration

Table 9: Pueblo Transit Vehicle Summary

Transit Vehicle Type	Vehicle Characteristics				
	Model Year	Age	Number	Avg. Mileage	Condition
Fixed Route Fleet					
Large Bus/Heavy Duty	1980	25	3	864,454	Poor
Large Bus/Heavy Duty	1992	13	4	645,530	Fair
Large Bus/Heavy Duty	1996	9	3	499,112	Fair
Large Bus/Heavy Duty	2001-06	6	10	123,291	Good
Paratransit Fleet					
Citi Lift Van – Ford Econoline 350	1995	12 years	3	281,000	Poor
Citi Lift Van – Ford Aerolite 350	2001	6 years	3	139,750	Good
Citi Lift Van – Ford Aerolite 350	2002	5 years	1	144,132	Good
Citi Lift Van – Ford E450	2003	4 years	1	83,169	Good
Citi Lift Van – Ford E450	2006	1 year	3	25,263	Excellent

Source: Pueblo Transit, September 2007; Note: Values in red represent vehicles past FTA recommended service life for that type of vehicle.

Pueblo Transit Facilities

A 4,638 square foot Transit Center was built in 1996. In addition to providing a hub for bus transfers, this covered facility has a customer service counter to sell fare instruments and provide route information. Pullouts are provided for eleven buses. Restrooms are available for both employees and the public.

All transit operations are conducted from a building that includes administrative office, bus storage, and bus wash and vehicle and radio shop. This building, built in 1979, is 33,750 square feet and located at 350 S. Grand Avenue. The existing site is part of the Historic Arkansas Riverwalk Project (HARP) expansion. It is expected that all of the operations currently located at this site will need to be relocated as part of the HARP Project.

In 2011 Pueblo Transit became the ticket agent for Greyhound. The Greyhound ticket office is located at the Pueblo Transit Center at 123 Court Street and is open 7:30am to 3:30 pm, Monday through Saturday. Greyhound serves Pueblo with at least 12 daily stops. Since 2011, Pueblo Transit has also become the ticket agent for Americanos (an interstate provider), Prestige (serving Wichita, Kansas to Pueblo) and Chaffee Shuttle (serving Gunnison, Colorado to Pueblo).

HARP Impacts to Pueblo Transit

The recommendation of future HARP Development Plan identifies the need for the relocation of the Pueblo Transit Operations and Administration building from the current location at 350 South Grand Ave. A site selection process will need to be undertaken as part of the analysis of possible new locations for the Pueblo Transit Operations and Administration building.

Pueblo Transit Finances

Total operating and capital costs for 2013 are shown in **Table 10** and **Table 11**. The total operating cost to provide all service is over \$4.75M. Fixed route service accounts for 84% of the total cost, or \$4,749,978 with Citi-Lift accounting for the remaining 16% or \$889,800. There were no capital costs for the year.

Grant funding, primarily from the FTA Section 5307 program provides 41% of the total revenue. City of Pueblo General Funds contribution is 41%, or \$1,461,225. Farebox collections provided \$535,942 or 15% of total revenues.

Transit System Performance

Several yardsticks used by transit agencies could be applied to measure the operating performance of Pueblo Transit. While these benchmarks are useful, it is misleading to compare one transit system or one type of transit service with another. However, these measurements provide a means of monitoring the on-going performance of the transit service and identify possible changes.

Table 12 provides a summary of operating performance. The average operating cost per vehicle hour is \$98.54 for fixed route service and \$39.89 for Citi-Lift. This is in a large part based on the difference in driver wages. The Pueblo Transit Union starting wage are approximately twice as much per hour as the SRDA drivers. All of the SRDA are part-time, which reduces fringe benefits. Pueblo Transit fixed route operations absorb administrative costs associated with contract administration and monitoring the eligibility process.

As would be expected, the productivity, expressed as passengers per hour, is much higher for the fixed route with 25.4 trips versus just over 2.5 for the door-to-door pick-up provided by Citi-Lift. Fixed route service cost per trip is \$3.88. Citi-Lift cost per trip is \$15.76.

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Table 10: Pueblo Transit Operating and Capital Costs, 2013

	Fixed Route		Demand Response		Total	
<i>Operating Costs</i>						
Vehicle Operations	\$2,333,278	60%	\$ 684,300	77%	\$3,017,578	64%
Vehicle Maintenance	\$ 661,300	17%	\$ 38,400	4%	\$ 699,700	15 %
Non-Vehicle Maintenance	\$ 98,400	3%	\$ 101,600	12%	\$ 200,000	4 %
General Admin.	\$ 767,200	20%	\$ 65,500	7%	\$ 832,700	17%
Total Operating	\$3,860,178	100%	\$889,800	100%	\$4,749,978	100%
<i>Capital Costs</i>						
Vehicles	\$0		\$0		\$0	
Total Costs	\$3,860,178		\$889,800		\$4,749,978	

Source: 2013 National Transit Database, retrieved 11/2015

Table 11: 2013 Operating Revenue

Source	Revenue	Total
Fares/Donation	\$ 605,345	13 %
Local funds	\$ 2,032,440	43 %
State funds	\$ 0	0%
Federal Assistance	\$ 1,932,667	41 %
Other Funds	\$ 179,526	4%
Total Revenue	\$ 4,749,978	100%

Source: 2013 National Transit Database, retrieved 11/2015

Table 12: 2013 Pueblo Transit Performance Measures

Measure	Number			Percentage	
	<i>Fixed-Route</i>	<i>Demand Response</i>	<i>Total</i>	<i>Fixed-Route</i>	<i>Citi-Lift</i>
Vehicle Revenue Miles	540,601	307,865	848,466	64%	36%
Vehicle Revenue Hours	39,173	22,304	61,477	64%	36%
Annual Unlinked Trips	995,589	56,445	1,052,034	95%	5%
Operating Costs	\$3,860,225	\$889,753	4,749,978	81%	19%
Cost per Revenue Hour	\$98.54	\$39.89			
Cost per Trip	\$3.88	\$15.76			
Pass. per Hour	25.42	2.53			

Source: 2013 National Transit Database, retrieved 11/2015

Demand-Response Services

Citi-Lift is a complementary ADA paratransit transportation service *that supplements larger public transit systems by providing individualized rides without fixed routes or timetables*. Service is provided for individuals who, because of their disability, are unable to use the fixed route bus service. This does not include disabilities that only make the use of accessible transit service difficult or inconvenient.

Citi-Lift provides comparable service to the regular fixed route in terms of shared rides, door-to-door pickup, service area, and hours and days of service. All rides are \$2.00 per one-way trip. The cost of rides may be subject to changes. Rides must be scheduled at least one day in advance, up to 14 days in advance, The ADA allows Pueblo Transit to negotiate a revised pickup that may be up to one hour before or after the requested pickup time.

Demand for Citi-Lift Services: In the PACOG 2040 LRTP, the Transit Element anticipated a significant increase in the number of trips provided by the City-sponsored Citi-Lift program. **Table 13** shows the history of the Demand Responsive Service between 2008 and 2013. The number of trips was grew annually at a rate of just over 3%, except for 2013.

Pueblo Transit Short-Term and Long-Term Needs

As part of the Transportation Provider Survey, Pueblo Transit staff was asked to provide information about

current deficiencies, future needs and project costs for the short and long term.

Short-term needs (1 to 6 years):

- Install security cameras on remainder of fixed route vehicles
- Install security system at Transit Center
- Upgrade security system at Administration building
- Install GPS/AVL and automated annunciation system on remainder of fixed route vehicles
- Install GPS/AVL on Citi-Lift vehicles
- Increase hours of service for Greyhound ticket office
- Hire Street Supervisor to monitor daily operations of fixed route and Citi-Lift
- Resume replacement schedule for Citi-lift vehicles
- Resume replacement schedule for fixed route vehicles
- Hire consultant to evaluate current fixed route system and make recommendations for system improvements
- Decrease headways on all current routes

Long-term needs (7 to 20 years):

- Construct and relocate administrative office, bus barn and maintenance shop.
- Expand hours of service, including Sunday service
- Expand service area to Airport and Pueblo West
- Establish Student Rider Program with Colorado State University Pueblo and Pueblo Community College

Table 13: Demand Responsive Services Changes

Measure	2008	2009	2010	2011	2012	2013
Vehicle Revenue Miles	247,656	263,758	294,506	239,920	294,713	307,865
Vehicle Revenue Hours	17,880	19,552	20,879	17,833	21,700	22,304
Annual Unlinked Trips	47,599	49,446	51,441	55,160	58,284	56,445
Operating Costs	\$ 804,580	\$ 804,307	\$ 775,943	\$ 869,385	\$ 858,458	\$ 889,753
Operating Costs	247,656	263,758	294,506	239,920	294,713	307,865
Cost per Revenue Hour	\$ 45.00	\$ 41.14	\$ 37.16	\$ 48.75	\$ 39.56	\$ 39.89
Cost per Trip	\$ 16.90	\$ 16.27	\$ 15.08	\$ 15.76	\$ 14.73	\$ 15.76
Pass. per Vehicle Revenue Hour	2.66	2.53	2.46	3.09	2.69	2.53

Source: Source: 2013 National Transit Database, retrieved 11/2015

Senior Resource Development Agency

The Senior Resource Development Agency (SRDA) transportation service promotes mobility and independence by providing quality transportation to individuals who cannot access or afford other transportation alternatives. These services are in addition to the contract operations provided to Pueblo Transit for Citi-Lift service. All Citi-Lift Paratransit operating statistics and financial information are reported by Pueblo Transit or retrieved from the National Transit Database.

The organization emphasizes safety responsiveness, efficiency and accountability. Some of the other programs that SRDA provides include nutrition support, information and referral, family caregiver support, home repair and maintenance, and recreation services. A volunteer driver program, RSVP, also assists seniors in getting to necessary appointments.

SRDA provides transportation services via several funding sources including: FTA Section 5310 (Elderly and Disabled) FTA Section 5311 (General Public Transportation: Non-urbanized), Pueblo County, and through the Pueblo Area Agency on Aging (Title III funds).

The SRDA provides transportation service within both the FHWA designated Urbanized Area (City of Pueblo, Pueblo West, Blende, and Salt Creek) and the balance of Pueblo County, which has the FHWA Rural Designation (rural Pueblo County including Avondale, Boone, Beulah, Rye, Colorado City). Service is provided Monday through Friday from 8:00 a.m. to 5:00 p.m.

The majority of trips provided are for medical appointments for senior citizens. SRDA ridership decreased over the past year based on reduction of funding from various state and federal sources, as shown in **Table 14** below.

Table 14: 2013 SRDA Elderly Ridership

Ridership Segment	2013
Clients Served (Non-Duplicated)	627
Trips Provided (Unlinked)	10,677
Daily Average	41

Source: SRDA 09/2007

Service is provided by nine part-time drivers operating from the SRDA offices on North Union Avenue in Pueblo. In addition to providing trips to medical appointments, meal sites and other daily activities, SRDA supports other activities with delivery of meals to various senior nutrition sites and back-up services to local senior centers. These centers may have a van for use locally but need the services of a driver temporarily. As shown in **Table 15**, SRDA has a total of fifteen vehicles in the fleet. However, the vehicle profile is mixed.

SRDA’s annual operations budget is \$277,000. Salaries and fringe benefits account for \$122,000 or 44% of this amount. Federal, state and county grants account for \$211,000 or 76% of the total revenue of \$277,000.

Table 15: Senior Resource Development Agency Vehicle

Utility/Size	Number
Service Van	2
Compact Car	5
Passenger Van	2
Wheelchair Accessible	10

Source: SRDA 09/2007

Transportation Goals

The Senior Resource Development Agency (SRDA) Transportation Services promotes mobility and independence by providing quality transportation to individuals who cannot access or afford other transportation alternatives. Transportation services are provided to access regional medical facilities, employment centers, social activities, and other essential life services.

Transportation Service Delivery Goals

- Expanded service to the rural Pueblo County areas that include Avondale, Boone, Beulah, Rye, and Colorado City. The goal is to provide general public transportation Monday thru Friday, and later on as the program grows, on Saturdays.
- Expanded service in the Blende, Salt Creek and Pueblo West areas. The goal is to provide services with the 5317 New Freedom program to promote service outside the boundaries that the ADA paratransit system provides now. This project would provide opportunities for people to get to medical appointments, shopping and general activities that are not available to them except through the taxicab system. These areas are in close proximity to the city of

Pueblo and they have grown to the point where they are now considered urbanized. However these communities do not have access to public transportation.

- Expanded funding from the Small Urbanized Area funds for Pueblo West, Blende and Salt Creek, currently not utilized by Pueblo Transit.

Pueblo County Department of Social Services

As part of the continuum of services provided for disadvantaged clients, Pueblo County Department of Social Services attempts to arrange transportation services to medical and other appointments. Social Services serves as a broker to arrange for transportation being provided by others and does not operate any vehicles directly.

Social Services uses Medicaid funds to provide bus passes for Pueblo Transit, arrange for rides with City Cab, and refer clients to the Senior Resource Development Agency (SRDA).

New Medicaid eligibility rules require passengers to obtain a Medical Certification from a physician that identifies a medical condition that prevents the client from using public or private transportation. These conditions are limited to the following:

- Ambulance service for non-emergency / bed-stretcher confined, only.
- Accessible Van service for clients unable to transfer from wheelchair to a passenger car.

Funding cuts and changes in Medicaid certification requirements have reduced the number of trips scheduled by Social Services from 400-500 per week to approximately 25 per week.

Other challenges for providing transportation to Social Service clients include limited operating hours and service areas for transit services. City-Lift, the primary local provider of accessible transit, operates on limited days of the week and does not go outside the Pueblo City limits. Limited operating hours cannot meet the needs of dialysis patients, especially for the return trip following dialysis. Because of SRDA's limited capacity, the option to schedule a ride is a problem, with riders sometimes waiting up to two hours for a return trip.

City Cab Company

City Cab Company is authorized by the Colorado Public Utilities Commission and operates within a 16-mile radius

of the City of Pueblo. Based on the Annual Report filed for 2006, City Cab owned and operated 12 cabs. 87,246 vehicle trips provided 109,075 passenger trips. This is down from the 143,337 passenger trips in 2002 and 159,694 passenger trips reported in 1998.

Total revenue was \$786,787. Operating costs were reported as \$809,729 producing a net loss of \$22,942. There is concern that the reduction in Medicaid payment available from the County Social Services discussed previously will erode the viability of this service.

Colorado Bluesky Enterprises, Inc.

When the 2030 LRTP was being prepared, Colorado Bluesky Enterprises, Inc. (CBE) provided transportation services to individuals with developmental disabilities within Pueblo County. Due to problems with funding, these services have been discontinued.

Shuttle Service of Southern Colorado

Shuttle Service of Southern Colorado is authorized by the Colorado Public Utilities Commission to provide charter or other services in all southern Colorado from Colorado Springs to the state line east and south. A major service is daily scheduled runs from Pueblo to the Colorado Springs Airport.

Based on the 2006 Annual Report filed with the Public Utilities Commission, the Shuttle Service operated four vehicles including one passenger car and three vans. A total of 6,821 passengers were transported. A total of 3093 round trips were provided. Total revenue was \$169,121 with carrier operating expenses of \$172,157, a loss of \$3,035.

Ramblin' Express, Inc.

Ramblin' Express primary service is to the gaming area in Cripple Creek from Colorado Springs and Pueblo. Operating Authority issued by the Colorado Public Utilities Commission also allows them to provide a wide range of charter service in the Pueblo area. Most recent information available indicates the fleet includes 64 vehicles, including 32 large buses, 12 small busses, 6 large vans and 14 passenger automobiles. 336,742 one-way trips were provided under the scheduled service to Cripple Creek. 9,363 charter and limousine trips were reported.

Assessment of Existing Fixed Route Transit Service

Pueblo Transit fixed-route and demand-response system provides just fewer than one million one-way passenger trips per year. With estimates of transit demand ranging from 5.4 million in the CDOT TNBS⁴ study to approximately 1.3 million trips in the Ostrander Transit Demand Study⁵ completed for the 2030 LRTP. The first value represents a perfect transit world situation, whereas the second represents a more real world estimate of the transit demand based on the service area and operating hours currently provided. These transit demand studies will be presented in detail in the section immediately following.

There appear to be several opportunities to expand ridership to the general population. For example, connecting the CSU-Pueblo campus with the shopping/activity centers near the Pueblo Mall could attract additional riders to the system by providing an east-west connection that does not currently exist.

A realistic strategy for improving transit services without additional funding is to increase the efficiency of the existing route structure. A preliminary framework that adds half hour arterial service between the Pueblo Mall and the Downtown Transit Center connection to a North Circulator has been developed. This would be supported by a consolidation of several routes in all quadrants.

The potential to expand service to new areas such as the Airport Industrial Park, or Pueblo West or extend service hours is restricted in the short-range by limited funding and the lack of concentrated areas for transit service. An alternative would be to introduce a variety of Transportation Demand Management strategies.

Based on input from the Transit Advisory Committee, the alternative to improve fixed route service efficiency by developing an arterial route from the Pueblo Mall to the Downtown Transit Center, a North Circulator, and consolidation of other quadrant routes will be refined with support from Pueblo Transit staff. Transportation Demand Management strategies could be reviewed as an alternative for expanding service to new areas.

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⁴ Colorado Department of Transportation. 1999. Transit Needs and Benefits Study.

⁵ Ostrander Consulting, Inc. 2004. Prepared for the PACOG 2030 Long Range Transportation Plan.

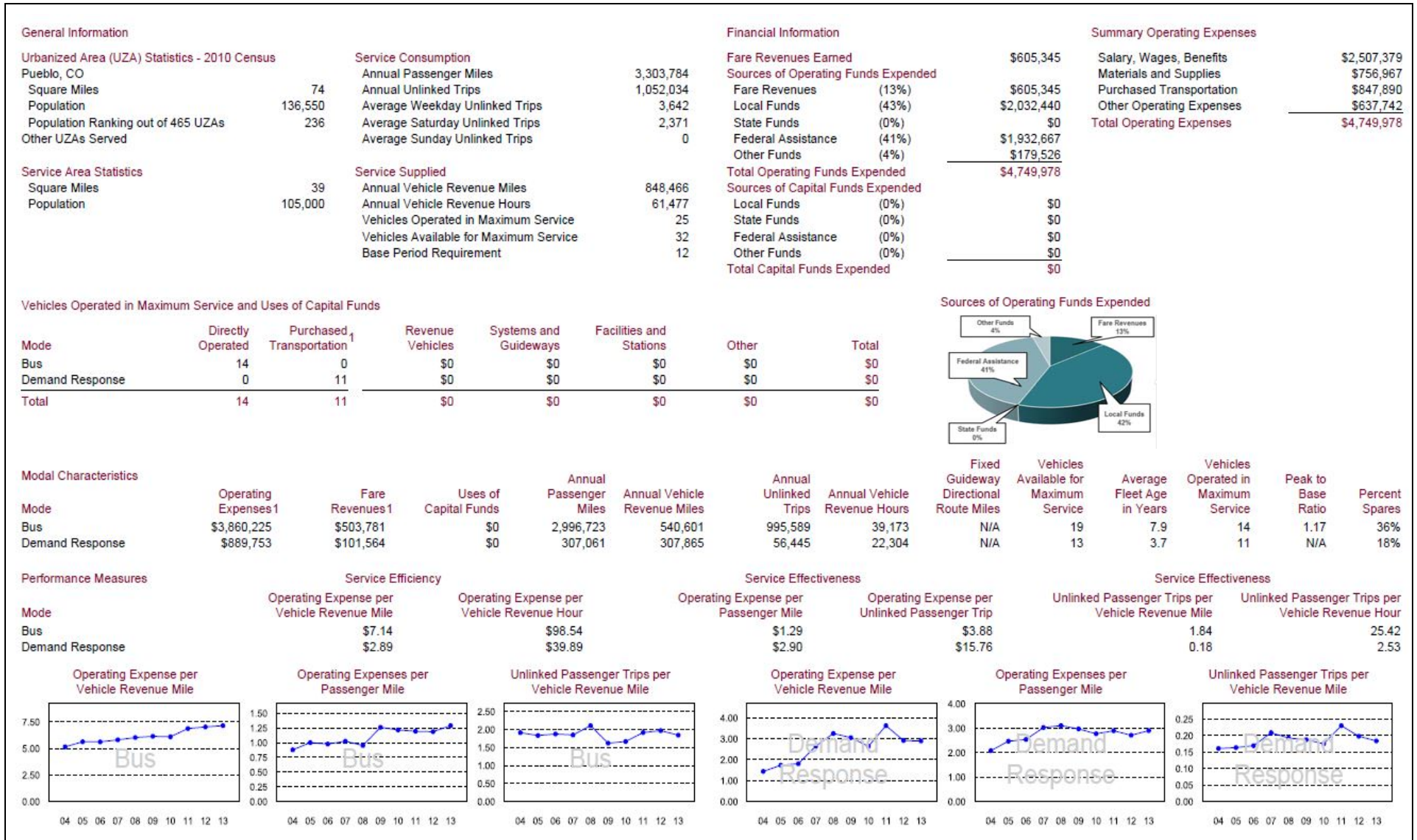
Route Productivity

Productivity for fixed route transit service is measured by the number of riders-per-hour-of-revenue-service. The number of revenue hours of service drives the cost of transit service while ridership indicates the results of this service. High productivity usually indicates routes with a low cost per passenger. Conversely, low productivity routes are expensive on a per passenger basis. Typical productivity for a fixed route in a small urban area has been estimated to be between 15 and 20 riders per hour of operation. In 2013, Pueblo Transit fixed route service carried an average of 25.4 unlinked passenger trips per vehicle revenue hour, a level that was slightly above this range, with another 2.5 unlinked passenger trips per vehicle revenue hour provided by Citi-Lift demand responsive service.

Figure 16 shows detailed Pueblo Transit service financial and performance characteristics for 2013. Overall, Pueblo Transit carried 3,430 unlinked passenger trips a day with 196 revenue hours of service daily. Route productivity is relatively consistent across the system with the Eastside, Bessemer, Irving Place, Berkley / Beulah, Pueblo Mall, Centennial, and Red Creek Drive Ride routes performing below the system-wide average. With the changes to the system in 2007, it was expected that the new Highway 50 West Route would have a substantial increase in riders per revenue hours. The extension of the Pueblo Mall route also increased use of this route due to new service to the Pueblo Crossing Shopping Center.

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Figure 16: Pueblo Transit 2013 Operating Characteristics



Source: <https://www.transit.dot.gov/ntd/transit-agency-profiles/pueblo-transit-system-0> ; accessed 03/10/2016

Transit Demand

In addition to an assessment of route productivity, the ability of a transit system to meet transit demand is an indicator of overall system effectiveness. Estimates of transit demand can vary widely depending on the methodology used. Therefore, several demand calculations need to be examined.

Demographic information relative to groups that rely on transit can be used to develop information about potential ridership. Demand for transit is based on demographic information relative to “transit dependent” populations. The most useful demographic characteristics for demand models are:

- total population
- elderly population
- low-income population
- zero-vehicle families
- persons with mobility limitation

Transit Needs and Benefits Study (TNBS)

In 1999 the Colorado Department of Transportation conducted a statewide Transit Needs and Benefits Study (TNBS), which is based on 1996 data. The study estimated transit needs for each planning region and on a county-by-county basis. An update to the study was completed in 2000, based on 1999 data.

The TNBS estimated a total transit demand of 5,404,000 trips for Pueblo County as shown in **Table 16**. With current ridership in Pueblo County of just over one-million, the TNBS report suggests that current transit systems capture less than 20 percent of total demand. The TNBS approach should be viewed as the “perfect” world scenario – a measurement of ridership if unlimited funds were available to develop a full-service transit system. The transit demand estimate summary based on transit dependent demographic characteristics could be considered a more realistic approach.

There is a significant difference between the TNBS study results and the average results estimated by the four different models shown above. In the TNBS study, only 20 percent of a theoretical ridership is utilizing the system. In the results shown in **Table 17**, the estimated ridership would be 1,307,818. Actual transit ridership in 2009 was 1,162,488; therefore the current ridership is 89% of the estimated transit demand.

Table 16: TNBS Estimate For Pueblo County

Year	Disabled	Program Trips	Urban Area	Total
1996	13,950	1,472,958	3,916,973	5,404,000
1999	15,700	1,472,958	4,309,344	5,798,000

Source: Colorado Department of Transportation, 2000

The results of the various transit demand estimation techniques used to estimate overall transit need for the study area are summarized in **Table 18**. These various techniques provide a snapshot of the various transit rider groups and estimates of need by quadrant. The models make use of the demographic data and trends discussed in the Pueblo Regional Socioeconomic Profile provided in **Chapter 3** of this plan and above.

As could be anticipated, major transit needs are identified for the elderly and mobility limited. These two groups account for over 60 percent of the potential ridership. Need for service is most prevalent in the southwest quadrant, with the lowest potential ridership in the northeast quadrant. The student population of CSU-Pueblo is not represented in northeast census data. College age students are often without immediate access to a car and have consistently proven to be supportive of transit alternatives. Therefore, the potential for ridership from the Northeast Quadrant may be underestimated.

The opportunity to extend transit service to the additional 300,000 potential riders without increasing overall costs is the focus of the Short Range Coordinated Public Transit - Human Services Transportation Plan. Here, in the Long Range Coordinated Public Transit - Human Services Transportation Plan, alternatives to expand services to the level projected by the TNBS will be reviewed.

Table 17: Transit Ridership Models

Ridership Model	Populations Used			
	<i>Elderly</i>	<i>Low Income</i>	<i>Mobility Limited</i>	<i>General Population</i>
USDOT Regression Model for Zonal Demand	YES	YES	NO	YES
Survey Research Method (Mesa County, Colorado)	YES	NO	YES	YES
Peat Marwick Elderly and Disabled Trip Factor Model	YES	NO	YES	NO
Peterson and Smith Regression Model	NO	NO	NO	YES

Source: Ostrander Consulting, Inc. (1/04)

Table 18: Estimates of Transit Demand Based on Average Values from Varying Methodologies*

	U.S.DOT	Peat Marwick	Mesa County	Peterson & Smith	Values
Elderly	823,420	213,689	159,993	-	3
Low Income	207,896	-	-	-	1
Mobility Limited	-	722,441	187,235	-	2
General Population	362,700	-	108,260	267,188	3

Source: Ostrander Consulting, Inc. 1/04; Note:*Number of one-way transit trips per year

Key Findings from the Literature Review and Public Input Process: Service Gaps and Unmet Transportation Needs

Who Uses Transit/Why Do They Use Transit

It is important in the assessment of need to consider both the “Who” and the “Why” people use Public Transit. Several conclusions from previous work and current users are clear and robust. They include the following:

Service Frequency

The Analysis Of Impediments To Fair Housing Choice In Pueblo (May, 2001) report found that the current frequencies on half hour or full hour intervals between buses is a barrier to the usefulness of the system for many users. For example, taking into account the current transfer between routes, single working mothers do not have the time it takes for them to transport their children to day care, go to work and to respond to an emergency with the way the current public transportation system is setup.

Hours of Service

The Mobility Needs of Low Income And Minority Households Research Study (2001) found that the public transportation system’s hours of availability are not as flexible as the working hours of major employment sectors such as service and retail. Sunday and night service were also the mostly highly demanded service expansion priorities among the participants in four public input meetings held in 2007 for the present Coordinated Public Transit—Human Services Transportation Plan. Seventeen percent (17%) and fourteen percent (14%) of the total number of comments, respectively, requested night and Sunday service.

Service Area

The *Analysis of Impediments to Fair Housing Choice in Pueblo* report also concluded that there are no planned low-moderate housing units available for migrant farm workers in the county where they work in the farm fields. The few housing units available to migrant workers are located within the east end of the city perimeters, with no public transportation to jobs in the County.

Lack of Circulators

Based on input from the Transit Advisory Committee, the alternative to improve fixed route service efficiency by developing an arterial route from the Pueblo Mall to the Downtown Transit Center, a North Circulator, and consolidation of other quadrant routes will be refined with support from Pueblo Transit staff. Transportation Demand Management strategies could be reviewed as an alternative for expanding service to new areas.

Job Creation / Transit Disconnect

Public transportation in Pueblo is an impediment to low-moderate income families as it is primarily available only within the city limits. Primary jobs at the airport industrial park, the Transportation Test Center, in Pueblo West, and on the St Charles Mesa are not accessible by public transportation. Many of these jobs would be in demand by low/moderate income residents, and lack of public transportation is a barrier to their interest. For example, while there is technically migrant worker housing available within the city of Pueblo, the workers do not have reasonable access to their place of employment by means of public transportation.

Accessible Route Barriers to Bus Stops

Several safety issues were highlighted at the public input meetings. There are safety issues at the Tinseltown/Walmart shopping area where the bus stops now. It would be safer to stop/pickup (specifically the handicapped passengers) in the shopping center due to the traffic on Dillon. An ongoing issue is cars driving in the bus lanes in front of the Transit Center. It is perceived as unsafe for passengers to cross the street when they leave the bus or catch the bus in and around the Transit Center Area.

Service to Educational Facilities

Service to the new Delores Huerta Charter High School on the West Side is now a need.

Alternatives for Service Improvement

The challenge to improving the fixed-route transit system is to improve productivity while serving as much of the transit demand as possible. This section of the Coordinated Public Transit - Human Services Transportation Plan lays out several recently implemented and several proposed changes in service that do this while maintaining the existing service hours offered by Pueblo Transit.

In 2007, Pueblo Transit implemented a number of systems changes. The goal was to improve service without increasing costs. Primarily the changes were the combination of the Fairmount Park and Centennial routes into a new Highway 50 West Route, and by extending the Pueblo Mall Route to the Pueblo Crossings Shopping Center. It is anticipated that Pueblo Transit will undertake a comprehensive Transit Functionality Study in 2016. The study will provide a comprehensive evaluation of current operations, gaps and unmet needs and will provide a plan to optimize services provided by Pueblo Transit using current available resources.

Additional Proposed System Improvements

The 2035 LRTP recommended that the Transit Advisory Committee (TAC) examine a new alternative system of transit routes. This new alternative increases the efficiency of the system by establishing a series of **Neighborhood and Commercial Circulators**, connected to the downtown transit station via simultaneous transfers (where two routes arrive at the transfer point at the same time). The alternative relies on a combination of **service improvements** and **efficiency improvements** to provide better service without increasing the total revenue hours of service.

Service Improvements

The principal service improvement recommended was to establish a **Northside Circulator** to connect CSU-Pueblo with the commercial centers west of Fountain Creek.

Efficiency Improvements

There were two efficiency improvements recommended. First was to combine Route 9 and Route 10 to establish a **“Belmont Circulator”** that would serve the Eastside and Belmont neighborhoods and would offer “simultaneous transfers” to the Downtown Transit Center via Route 1 and the Pueblo Mall via the Northside Circulator. Express transfer locations would need to be established along Hudson (at 8th or 4th) and at CSU-Pueblo.

The second was to combine Route 2 and Route 4 to establish a “Bessemer Circulator” that would better serve riders in the Bessemer and Abriendo neighborhoods and provide direct transfers to the Downtown Transit Mall via Route 12 and to the commercial centers on Northern Avenue via Route 7. Express transfer locations would need to be established at the Pueblo Library and at the corner of Prairie Avenue and Wedgwood Lane.

Potential Alternatives for Expanded Service

In addition to the modifications to transit service within the existing areas, both the previous 2035 LRTP and the present analyses have identified three areas for possible expansion of service.

- University / Pueblo Mall connector
- Airport Industrial Park
- Pueblo West

The opportunities for expanding into these markets are currently limited by funding restrictions. However, it is important to develop information about these areas and establish a prioritized list for consideration during the development of long-range plans.

University Pueblo Mall Connector

The CSU-Pueblo Campus covers more than 275 acres on the north side of Pueblo. Enrollment is more than 4,100 students in 2007. This is a slight gain compared with the previous year and reversed a slow but steady enrollment slide that dates back to the mid-1980’s. The general demand for public transit would be for students to access the Pueblo Mall, Tinseltown Movie Theater, Wal-Mart, and restaurants/bars. Current service connects to these locations. However, all routes currently go to the Downtown Transit Center, requiring a lengthy ride and transfer. A ten-minute auto trip becomes a 45-minute transit trip, making it an unattractive alternative.

The strategy to improve service efficiency by quadrant includes improved service to the CSU-Pueblo campus. In addition to connecting directly with shopping and restaurant/ entertainment centers on the North Circulator, half hour service would be made available to downtown on the Pueblo Mall Arterial.

Airport Industrial Park

The Airport Industrial Park (AIP) is located five miles east of downtown Pueblo at the city-operated Pueblo Memorial Airport. The Airport is located along U.S. Highway 50, approximately 7 miles east of the I-25/SH 50/SH 47 interchange. Access to the airport has been limited to the Paul Harvey Boulevard Interchange with US50, located between mile makers 321 and 322. Paul Harvey Boulevard also provides access to the U.S. DOT road that leads to the U.S. Army Pueblo Chemical Depot and the Association of American Railroads’ Transportation Test Center, Inc. The Airport Industrial Park consists of 1,476 acres, divided into approximately 75 parcels. Utilities include City of Pueblo water and

sewer, electricity (Aquila, Inc.), natural gas (uninterruptible service, Xcel Energy) and telephone (Qwest Communications).

As part of the planning for the AIP, the decision was made to construct a single main internal roadway as a fixed spine off of which access to utility services would be provided. Initially, only a single access point to the AIP was provided. A second route was planned into the AIP from the mid 1980's. At the time of the development of the 2035 LRTP, construction of the second access to the AIP from State Highway 47 is underway.

The most realistic option to introduce transit alternatives to this location would be to implement transportation demand management strategies such as carpool and vanpool. The distance of buildings from the main roadway and the fact that many of the businesses run multiple shifts suggest that the use of transit will not likely be cost-effective until a much higher concentration of ridership is present.

Pueblo West

Pueblo West Metropolitan District was formed in 1969. It is a planned community with covenants and is governed by a Board of Directors. The area of the District, with inclusions, is about 26,830 acres or 49.10 square miles of contiguous lands extending west by northwest from points approximately 1.5 miles west of the limits of the City of Pueblo. The District is located immediately north of the Pueblo Dam and Reservoir. Pueblo West is bisected by east-west US Highway 50 and its northeastern border is Interstate Highway 25. Recent 2010 population estimates for Pueblo West indicate that there are about 29,637 residents. In addition to the availability of recreation land and facilities around the Pueblo Dam and Reservoir, there are multiple recreation opportunities for the area.

Developed for single family living, the road configuration does not encourage transit alternatives. Additionally, a density of less than 1 dwelling unit per acre suggests that transportation demand management alternatives such as vanpool and carpool with convenient park and ride locations may be more feasible than mass transit.

Potential Sources of Transit Funding

The following summary includes descriptions of federal and local funding sources for transit systems and identifies

the relevance of each to the Pueblo Region. It does not include any recommendations for funding at this time.

Federal Funding Sources

Transit systems in Colorado are eligible for federal assistance under several programs. These include four Federal Transit Administration (FTA) grant programs; newer federal initiatives, local funding sources and user fees.

- **Section 5307 Small Urban Area Formula Fund** – Funding for transit operations for Urban Areas with populations between 50,000 and 200,000. Allocation based on formula of population and population density. Pueblo Transit received close to \$1.2 million in 2002.
- **Section 5339 Capital Fund** – Discretionary Grants administered by the Colorado Association of Transit Agencies (CASTA) to fund capital projects such as transit facilities and equipment. Pueblo Transit received \$205,651 for equipment purchases in 2002.
- **Section 5310 Elderly and Disabled Capital Fund** – Grant program administered by CDOT Transit Unit to improve mobility for the elderly and persons with disabilities. Must go towards capital needs. Requires a 20 percent local cash match.
- **Section 5311 Capital and Operating Assistance for Non-Urban Areas** – Grant program administered by CDOT Transit Unit for non-urbanized areas (population less than 50,000). Required local match: 30 percent for administrative expenses; 20 percent for capital expenses; 50 percent for operating expenses.
- **Title III Older Americans Program** - It is common to include senior services in the same budget as general public transit services. Particularly in the case where the local governments fund both programs, taking an integrated approach can allow an area to use the Title III funds and senior program matching dollars to leverage additional Federal Section 5311 dollars.

State Funding

Senate Bill 09-108, also known as the Funding Advancements for Surface Transportation and Economic Recovery Act of 2009 (FASTER), was signed into law on March 2, 2009. Now in its fifth year, FASTER has allowed the State of Colorado to improve roadway safety, repair deteriorating bridges, and support and expand transit. The bill generates about \$200 million every year for state transportation projects across Colorado. Additional is provided for city roads (approx. \$27 million

annually) and county roads (approx. \$33 million annually). This revenue is generated through several vehicle registration fees and fines established or increased by FASTER.

State of Colorado FASTER Transit Grants support transit projects with \$15 million every year based on a statutory set aside from the road safety surcharge revenue. FASTER dollars have provided the first permanent infusion of state funds for transit, which have been instrumental in helping maintain existing local transit systems, guiding the first steps toward regional bus transit service, and determining the feasibility of a high speed rail system.

FASTER transit funds are split between local transit grants (\$5 million per year) and statewide projects (\$10 million per year). The \$5 million in local transit grants is awarded competitively by CDOT regional offices, while statewide funds are awarded by the CDOT Division of Transit and Rail to statewide, interregional, and regional projects. Local recipients are required to provide a minimum 20% local match. Among the types of projects that have been awarded are the purchase or replacement of transit vehicles; construction of multimodal stations, and acquisition of equipment for consolidated call centers. Since the first year of FASTER, three award cycles (FY 2010-12, FY 2012-13, and FY2014-15) have been completed, with 138 projects funded across the state.

Past Pueblo County transit projects that were awarded funded under the FASTER program are listed in

Table 19.

- **City and County General Funds** – Pueblo Transit receives approximately \$1.4 million a year in funding from the City of Pueblo General Fund and \$22,000 a year from Pueblo County to support transit operations, maintenance, and transit capital needs.
- **Dedicated Sales Tax** - CRS Sec. 29-2-103 allows counties to levy a sales tax, use tax, or both to fund transit operations, maintenance and capital needs. Sales tax is limited to 1 percent, but is exempt from the 7 percent ceiling. Some mountain resort communities, specifically Summit and Eagle counties, have used this funding source successfully. Voter approval is required.
- **Regional Transportation Authorities (RTA)** - RTAs allow for a wider range of funding sources than the dedicated sales tax. RTAs are able to impose up to a \$10 annual vehicle registration fee and may levy a sales tax of up to one percent and/or a visitor benefit fee of up to two percent on overnight lodging. Voter approval is required.

- **Ad Valorem Property Tax** - Counties are authorized by CRS Sec. 30-25-202 to impose property taxes for specific capital projects. Such special property taxes are exempt from the 5.5 percent property tax limit. Requires voter approval.
- **Special Districts** – Local districts funded from fees or property taxes to fund specific improvements. In general, these districts are limited in their usefulness as mechanisms for funding transit systems, particularly in a multi-jurisdictional setting.

User Fees

As with local funding sources, user fees demonstrate a commitment by those who use the service.

- **Fare Revenues** - Reporting of the farebox recovery ratio is required by CDOT for Federal Section 5311 funds. Nationwide, a farebox recovery of 20% of the cost of operations is considered standard. Farebox revenue for Pueblo Transit was \$605,345 in 2013.
- **Advertising** – Revenue from advertising on vehicles, bus stops, and promotional material. Provides revenue and a connection with the business community.
- **Client Service Revenue** – Cost sharing agreements with local businesses or government agencies to provide transit service. Employers get employees that arrive rested and on time and the transit agency receives a stable source of funding and additional ridership.

Table 19: Pueblo Faster Transit Grants

Project Name	FASTER \$	Status
SRDA - 3 paratransit buses, local match	\$29,482.00	Completed
Downtown Transit Terminal Renovation	\$20,000.00	In-Progress
SRDA – 2 transit vehicles, purchase	\$31,776.00	Completed
Purcell Boulevard Park and Ride	\$725,180.00	Suspended

Local Funding

Local funding is the most critical source of funding for transit systems since many other funding sources require a commitment of funds from local sources.