



MEMORANDUM

To: Town Council
From: Drew Nelson, Town Manager
Date: May 19, 2015
Re: Transit Service Plan/Grant Application/Transit Advisory Committee Member

BACKGROUND

On May 5, 2015, the Winter Park Town Council approved a Memorandum of Understanding (MOU) with Winter Park Resort to transition the existing private transit service to a public, year-round service. The next steps will be to 1) consider the Transit Service Plan (attached), 2) consider a grant application to the Colorado Department of Transportation for 5311 grant funds, and 3) appoint a Town representative to the Transit Advisory Committee that was created in the MOU.

ANALYSIS

First, the Transit Service Plan is a necessary compliance document for public transit systems when they expand more than 25%, which will occur with the addition of year-round service. The Service Plan includes a basic budget of \$2,070,000, which preserves the existing fixed transit routes identified in the MOU as well as the addition of summer and shoulder season on-demand service. The draft budget also includes revenue of \$200,000 in federal and state operating funds. The Town Council must consider the Transit Service Plan as part of a public hearing on the matter.

Second, the Colorado Department of Transportation recently sent out a call for projects for 5311 grant funds. In order to be eligible for said funds, the Town must operate a year-round transit system, which is what is contemplated in the MOU. In order to have authorization to apply for funds, the Town Council must approve of the grant application. The actual application an online application tool that requests information out of the Transit Service Plan. Staff would request authorization from the Town Council to apply for federal 5311 grant funds in the amount of \$200,000.

Lastly, the MOU creates a Transit Advisory Committee (TAC) that will be initially be made up of two representatives selected by Winter Park Resort and one representative selected by the Town Council. At a previous meeting, it was suggested that Councilor Banks may be interested in sitting on the TAC once it was created. It would be appropriate to select the TAC member via motion.

RECOMMENDATION

Transit Service Plan

Staff recommends the Town Council approve the attached Transit Service Plan by adopting the following motion:

I move to adopt the Transit Service Plan as identified in the TransitPlus memo dated May 14, 2015 with the following findings of fact:

- The Town Council of the Town of Winter Park has reviewed and considered the Transit Service Plan; and
- The Town Council considered this matter as part of a public hearing on May 19, 2015 and took testimony regarding the Transit Service Plan; and
- The Town Council believes the Transit Service Plan is in the best interest of the health, safety and welfare of the citizens and guests of the Town of Winter Park.

and I further move to instruct staff to prepare a resolution to this effect to be signed by the Mayor.

Alternative Motion

In the event the Town Council wishes to deny the proposed Transit Service Plan, staff recommends the Town Council make the following motion:

I move to deny the Transit Service Plan as identified in the TransitPlus memo dated May 14, 2015 due to the following findings of fact:

- _____
- _____
- _____

and I further move to instruct staff to prepare a resolution to this effect to be signed by the Mayor.

Grant Authorization

Staff further recommends the Town Council authorize staff to apply for federal 5311 grant funds as noted in the memo above by adopting the following motion:

I move to authorize Town staff to apply for federal 5311 grant funds through the Colorado Department of Transportation in the amount of \$200,000 with the following findings of fact:

- The Town Council of the Town of Winter Park has reviewed and considered the Transit Service Plan and the budget therein; and
- The Town Council believes the Transit Service Plan is in the best interest of the health, safety and welfare of the citizens and guests of the Town of Winter Park.

Alternative Motion

In the event the Town Council wishes to deny the proposed grant authorization, staff recommends the Town Council make the following motion:

I move to deny the authorization of Town staff to apply for federal 5311 grant funds through the Colorado Department of Transportation in the amount of \$200,000 due to the following findings of fact:

- _____
- _____
- _____

Transit Advisory Committee Appointment

Lastly, staff recommends an appointment for membership to the Transit Advisory Committee created by the MOU for transition of service with Winter Park Resort by adopting the following motion:

I move to appoint _____ to the Transit Advisory Committee created by the Memorandum of Understanding with Winter Park Resort concerning the transition of transit services.

Alternative Motion

In the event the Town Council wishes to not appoint anyone to the TAC, staff recommends the Town Council make the following motion:

I move to deny the appointment of _____ to the Transit Advisory Committee created by the Memorandum of Understanding with Winter Park Resort concerning the transition of transit services due to the following findings of fact:

- _____
- _____
- _____

Memorandum



To: Drew Nelson, Town of Winter Park
From: Suzanne O'Neill
Date: May 14, 2015
SUBJECT: Transit Service Plan

This memorandum summarizes the Town of Winter Park's transit service plan and budget for a grant application to the Colorado Department of Transportation for transit funds. The service plan includes year-round service. The budget only covers operating and administrative expenses under contract. It is not a line-item budget but rather shows purchased services and contract revenues. The budget assumes the Town Council will consider a long-term sustainable funding source as part of the fall ballot. Until such time as a sustainable funding source is in place, the Town and Resort remain responsible for funding winter services.

Overview

The Town of Winter Park (Town) and Winter Park Resort Operating Company (Resort) have reached an agreement to transition services from Resort operation to Town operation, as detailed in an MOU. The Town Council approved a resolution on May 5, 2015 authorizing entering into the MOU, and the MOU has been approved and signed by Winter Park Resort.

The transition will be a process that takes time to bring to fruition, as the existing structure for service delivery will take some effort to unwind and some time to re-establish the necessary operating and funding agreements, facilities, and financing. A transition plan that identifies a step-by-step approach for the transition has been drafted for Winter Park.

There are several reasons for this transition.

- While the Resort is presently obligated to fund winter transit services based on a development agreement, this obligation will only be in place for a few more years and is limited in scope. The Town and Resort want to maintain and expand transit services.
- There is a need for year-round transit services.
- There is a need for expanded services, within Winter Park, Fraser, unincorporated County area, and Granby, as well as a need to establish regional connections to the Front Range.
- There is a need to provide a modern fleet and facilities, and to assure that all services are high quality and accessible.

In order to provide for a sustainable long-term system, upgrade the fleet and operating facility, and meet the needs for service, it will be necessary to provide local public funding and to access State and Federal funds for operating and capital transit expenses. The Town of Winter Park anticipates placing a ballot measure for a sustainable funding source before its voters in the fall of 2015.

Service Plan

Generally the service plan provides for different levels of service in the winter season and in the rest of the year. In addition, the current service is a mix of services that serve the general public, internal resort operations, and charter services. The service plan for the winter season will be the same as at present. The service plan for the summer and shoulder season is illustrated in Figure 1.

The service plan and related budget tables describe the complete network of services. CDOT administered 5311 funds are requested for only that service that will operate year-round: one bus, plus ADA Complementary Paratransit as needed, operating 19 hours a day. Costs for the proposed 5311 service are broken out separately.

Before looking at the service plan, some background may be useful.

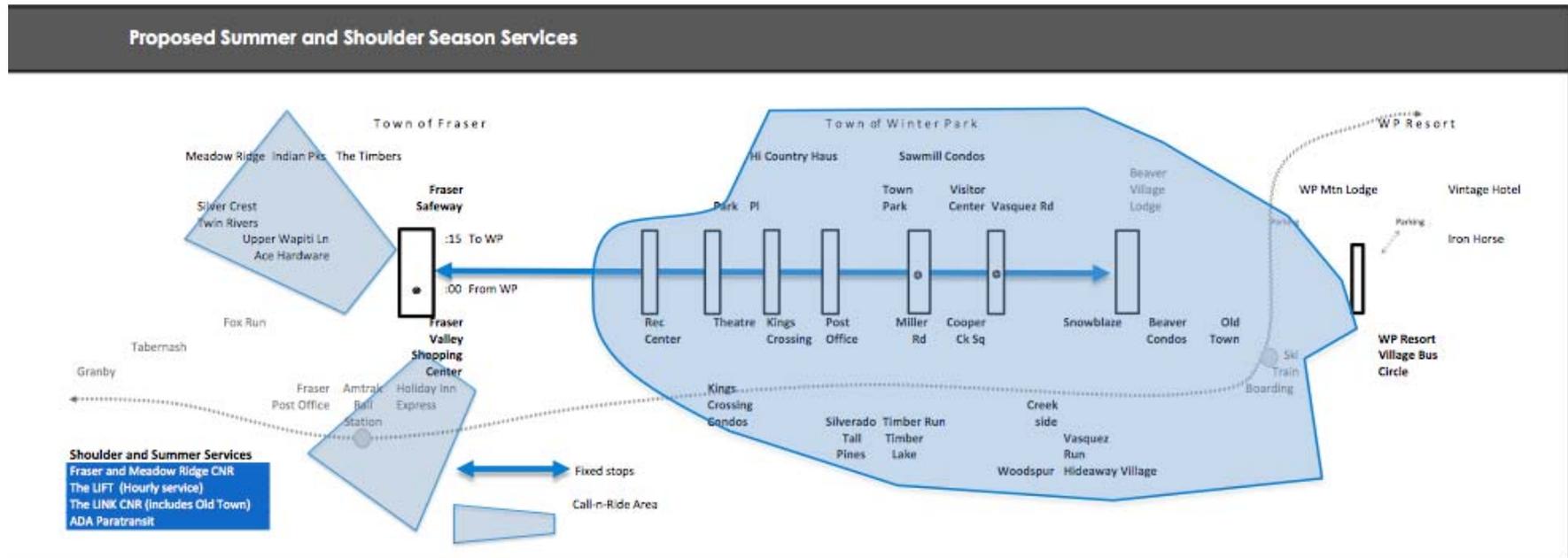
(a) At present, services for the general public are funded by a combination of the Resort, other jurisdictions, homeowner’s associations and business associations. Part of the unwinding that needs to occur is separating the various types of services, maintaining the service levels and availability while assuring that the parties that benefit from the services pay for those services. Table 1 describes the various services by type and potential funding source.

Table 1: Services by Type and Funding Source

Type of Service		Funding Sources			
		Local	Resort	CDOT	FTA
General Public	- Connecting Town residential areas to activity centers, from Winter Park Resort through Old Town, and into Town neighborhoods	● Winter Park		●	●
	- Connecting Fraser, surrounding developed County land, and Granby (via an employee shuttle) to the transit network	● Jurisdictions and HOAs		●	●
Resort Services	- Internal circulation		●		
	- Cabriolet backup		●		
Charter Services	- For Resort		●		
	- For other parties		□□□□ □□□□□□		

(b) At present there exist a variety of contracts, between the Resort and First Transit, the Town and Resort, the Town and First Transit, and Grand County, Fraser, and more than a dozen HOAs and business associations and First Transit that will need to be renegotiated and aligned into a single or limited number of contracts that can be effectively managed by both the Town and First Transit.

Figure 1: Schematic of Summer and Shoulder Season Services



(d) The Town and Resort understand and will comply with the FTA charter regulations. At present all services operate out of the same facility, and First Transit is able to provide charter services using the existing fleet (which First Transit owns) so long as they maintain adequate vehicles to operate the services required by the Resort. As the Town, Resort and First Transit work to transition services to the Town, it will be done in a manner that abides by the FTA charter regulations while recognizing the importance of maintaining charter operations to the local economy. The parties understand that the FTA Charter regulations do not allow FTA-funded equipment or facilities to be used for charter services and that the fleet for the Resort internal services will likewise not be publicly funded. It is in the interest of the Town and Resort that charter work be available to any company wishing to operate in the area.

DETAIL OF SERVICE NETWORK

The Winter season is between 159 and 166 days in length, varying with each year's calendar. The shoulder and summer seasons are the balance. For the purpose of planning, winter is estimated at 166 days and summer is 199 days.

Summer and Shoulder Seasons

Table 2 describes the proposed summer and shoulder season services. Section 5311 funding is requested for all of this service. The summer service will require two vehicles and one spare. Service is planned to operate daily, from approximately 6 AM – 11:30 PM. With ADA service, it is estimated that 19 hours of service will be operated daily.

These will be new services and the final hours and days of service are considered to be somewhat malleable as the experience in year one is likely to suggest improvements for year two. If experiences in other resort communities are a guide, it is likely that initially ridership will be low, especially in the Spring, but will grow over time.

Table 2: Summer and Shoulder Season Services

SERVICE	Span of Service	Vehicle Hours		Vehicle Miles		Estimated Riders	Vehicles in Service
		Per Day	For Season	Per Day	For Season		
CNR - Expanded LIFT	6:00 AM – 11:30 PM	17.5	3,483	175	34,825	20,895	1 to 2
ADA Paratransit	Available during all hours of service.	1.5	299	20	3,980	390	1
TOTAL SUMMER & SHOULDER SEASON		19.0	3,781	195	38,805	21,285	2 peak

Winter Season

Table 3 (on the next page) describes the complete network of services proposed for the general public network. (This includes contract service hours for general public services. A green font is used under hours to identify the contracted services.)

Table 3: PUBLIC TRANSIT SYSTEM		Span of Service		Frequency		Vehicles		Annual Riders	Riders/ Hr.	Annual Service Hours	Annual Service Miles	
		Day	Night	Pk/Mid/Pk	Night	Day	Eve					
		Ltd.	Full	Ltd.	Full	Ltd.	Full					
Meadow Ridge Express*	Ltd.	8, 9,10 AM, 2,3,4,5 PM		:60	:30	1	0	41,097	13.8	1,495	25,565	
	Full	7:30 AM - 5:30 PM		"	"	1	0					
Black Line Fraser Express	Ltd.	7:20 AM-5:50 PM	5:45 PM (1 run)	:30 all day	N/A	2	0	51,853	15.0	3,464	48,107	
	Full	" "	" "	"	"	2	0					
Green Line	Ltd.	8:00 AM-5:45 PM	--	:20 all day	N/A	1	0	54,205	31.8	1,702	13,479	
	Full	" "	--	"	"	1	0					
Yellow Line	Ltd.	8:15 AM-4:15 PM	--	:60	N/A	0.5	0	29,682	21.7	1,367	22,631	
	Full	7:45 AM - 5:07 PM	--	:30	"	1	0					
Brown Line	Ltd.	7:45 AM-5:20 PM	--	:60	N/A	1	0	38,830	14.6	2,655	32,367	
	Full	" "	--	:30	"	2	0					
Blue Line	Ltd.	7:30 AM - 5:27 PM	--	:60	N/A	0.5	0	33,091	22.9	1,447	27,700	
	Full	" "	--	:30	"	1	0					
Orange Line	Ltd.	7:30 AM - 5:30 PM	--	:60	N/A	0.5	0	35,946	24.6	1,464	27,700	
	Full	" "	--	:30	"	1	0					
Mary Jane Shuttle*	Ltd.	8:15 AM-6:15 PM	--	:30 all day	N/A	1	0	19,140	11.0	1,313	20,000	
	Full	" "	--	"	"	1	0					
Granby/ Fraser Commute	Ltd.	5:55, 6:55, 11:55 A	4:45, 5:45 PM	N/A	N/A	2	0	10,133	8.7	1,162	36,188	
	Full	" "	" "	"	"	2	0					
Fox Run Commuter*	Ltd.	6:15, 7:15-xfer, 7:25 AM	Eve: use Fraser Exp.	N/A	N/A	1	0	1,070	3.4	319	3,984	
	Full	" "	" "	"	"	1	0					
The Lift Night	Ltd.	--	5:34 PM-11:42 PM	N/A	:30	0	1	40,770	16.1	1,734	25,207	
	Full	--	" "	"	:30	0	2					
Meadow Ridge Night*	Ltd.	--	5:30 PM - 11:00 PM	N/A	:30	0	1	4,204	3.9	1,079	9,960	
	Full	--	" "	"	:30	0	1					
Link Call-n-Ride Night	Ltd.	--	5:30 PM - 11:00 PM	N/A	N/A	0	1	17,410	21.1	1,079	12,948	
	Full	--	" "	"	"	0	1					
Village Night*	Ltd.	--	6:30 PM - 8:30 PM	N/A	:30	0	1	7,094	8.5	609	6,308	
	Full	--	6:30 PM - 10:30 PM	"	:30	0	1					
Paratransit/ ADA	Ltd.	5:55 AM-5:30 PM	5:30 PM-11:42 PM	N/A	N/A	1	1	2,037	1.3	1,909	16,600	
	Full	" "	" "	N/A	N/A	1	1					
Total Public System	Limited Schedule: Peak Vehicle Requirements						11.5	5	386,562	17.0	22,798	328,744
	Full Schedule Peak Vehicle Requirements						14	5				

Of the total winter network, it is proposed that hourly service on the Black line (Fraser Express) and The Lift Night service be included in the grant request, along with some Paratransit services for a total of 19 hours of service daily.

Combined Services

Table 4 identifies the combined annual service network. This is the publicly funded network and includes the various contracts that are in place at present. A total of 18 vehicles are needed with 15 full-size transit coaches and three small vehicles for ADA paratransit and low-ridership services (such as the night time call-and-ride service or services in the shoulder and Summer seasons).

Ridership estimates are based on ridership in the 2014-15 season for winter routes and estimated for shoulder and off-season service.

Table 4: Total Transit System

Transit Network	Annual Riders	Peak Vehicles**	Annual Service Hours	Annual Service Miles
Fixed Route Services				
Winter - Publicly Funded	367,115	13	19,157	286,993
Call-and-Ride or Flexible Route Services				
Summer & Shoulder Seasons	20,895	2	3,483	34,825
Winter - Publicly Funded (night service)	17,410	1	1,734	25,207
ADA Complementary Paratransit Service				
Summer & Shoulder Seasons	390	1	299	3,980
Winter - Publicly Funded	2,037	1	1,909	16,600
TOTAL PUBLIC TRANSIT NETWORK	407,847	14*	26,581	367,605

* Two additional vehicles needed for public peak service, plus spares for a total of 18 vehicles.

**Ten additional vehicles are required for peak resort operations, plus two spares for 12 Resort vehicles.

Budget

Operating budget estimates are based on the contract in place with First Transit. The rates structure provides for a fixed fee, paid out as a daily rate over the course of the winter season and hourly rates for each hour of service that is provided. Different hourly rates are charged to different customers; for example, the rate charged to the Resort (which is paying the fixed costs) is only for variable costs while the Town’s contract for night service is based on the full cost of operating services. For this estimate we have used the contract rates for the FY 15-16 season. If anything, these are conservative so for the total system financial plan they have been rounded up. The fees for public services are:

\$816,300	Fixed Fee estimate
\$162,376	Summer & Shoulder Seasons Variable
<u>\$984,278</u>	Winter Season Variable
\$1,962,960	Total

This has been rounded up to \$2,000,000 for the purposes of budgeting. At a minimum, additional maintenance staff will be needed in the winter at an extra cost. Until a new contract is negotiated, the Town will not know the exact purchased services costs but this is a reasonable and conservative estimate.

The total budget for the service and administrative expenses is estimated at:

EXPENSES	2016	2017
Purchased Transportation Services	\$2,000,000	\$2,030,000
Customer Information	\$20,000	\$20,000
Administrative Support	<u>\$50,000</u>	<u>\$50,000</u>
	\$2,070,000	\$2,100,000
REVENUES		
Town of Winter Park*	\$1,715,000*	\$1,710,000*
Granby, Fraser, Grand County and Various HOAs	\$155,000	\$155,000
CDOT 5311 funds	<u>\$200,000</u>	<u>\$205,000</u>
	\$2,070,000	\$2,100,000

* The numbers for the Town of Winter Park include \$280,000 that, in a fully allocated budget, would be paid by Fraser. Only approximations have been made of how much Fraser would pay. This one is based on miles of service in each jurisdiction because it is easy. Level of ridership or hours of service might also be used, each resulting in different numbers.

The budget for 2016 is dependent on a sustainable long-term funding source being approved in Winter Park. The initial budget includes a higher rate of expenditure by the Town of Winter Park than is desirable over the long term, as local resources will be needed for capital to replace vehicles. The budget also holds the contributions for Fraser, Grand County, and the HOAs to the level they are at presently. However, Town anticipates requesting the jurisdictions to consider a tax to fund their share of the service. In reality, Winter Park Resort has, for many years, been underwriting the cost of services by covering a base rate that includes many fixed costs. It makes sense to continue to do so for a couple of years to give the residents of other jurisdictions time to determine how much service they want to pay for. Long-term, a sustainable system will be one in which all parties pay the full cost of service. Until the other jurisdictions have an opportunity to consider a source of funding the services, the objective is to maintain service availability.

The capital budget will vary by year, and is anticipated to average \$540,000 per year for vehicles the first ten years when the system is obtaining a new fleet. Of

this amount, CDOT capital funds are expected to cover about \$350,000 and local funds will be needed for about \$190,000 in expenses.

Service Characteristics and Performance Measures

Based on an operating budget of \$2,070,000 and the service characteristics noted in Table 4, the following annual performance measures are derived:

\$5.63	Cost per mile
\$77.88	Cost per hour
\$5.08	Cost per passenger
15.3	Passengers per hour

The productivity varies between winter and the new shoulder and summer season service. The average ridership on the winter fixed routes is 19.2 passengers per hour while shoulder and summer season ridership is estimated at 6.0 passengers per hour. The existing night call-and-ride carries 10 passengers per hour.