Short Range Transit Plan 2021-2025

Prepared for:
Summit Stage – Summit County, Colorado

December 30, 2020

DN20-0668

Fehr & Peers
# Table of Contents

## Chapter 1 - Executive Summary .............................................................. 1

- Study Purpose and Context ........................................................................ 1
- Existing Conditions Review ........................................................................ 1
- Public Outreach .......................................................................................... 3
- Evaluation Criteria ...................................................................................... 4
- Alternatives Development .......................................................................... 4
- Additional Opportunities ........................................................................... 5
- Final SRTP Recommendations .................................................................... 5
- Financial Plan and Implementation ............................................................. 6

## Chapter 2 - Project Context ................................................................. 9

- Overview ..................................................................................................... 9
- Study Purpose ............................................................................................ 9
- Study Context ............................................................................................ 9
  - Driver Shortage ......................................................................................... 9
  - Facility and Fleet Needs .......................................................................... 10
  - Growth in Traffic, Visitation .................................................................... 10
  - COVID-19 ............................................................................................... 10

## Chapter 3 - Organizational Overview .................................................. 12

- Summit Stage Today .................................................................................. 12
- History ......................................................................................................... 14
- Mission and Goals ..................................................................................... 14
  - Goals ....................................................................................................... 14
- Service Philosophy ...................................................................................... 15
- Organizational Structure .......................................................................... 16
  - Department of Summit County ................................................................. 16
  - Transit Board .......................................................................................... 16
- Current Fleet and Facilities ........................................................................ 17
  - Vehicle Fleet ............................................................................................ 17
  - Facilities .................................................................................................. 20
  - Intelligent Transportation Systems ........................................................... 21

## Chapter 4 - Community Conditions ..................................................... 22

- Service Area .............................................................................................. 22
Chapter 5 - Route Assessment ................................................................. 30

General Service Characteristics .................................................................. 30
Summit Stage Bus Routes ............................................................................ 31
  Routes within Summit County .................................................................... 31
  Commuter Routes (Intercounty) ................................................................. 40
Other services ............................................................................................ 42
  Contracted Routes .................................................................................. 42
  Mountain Mobility .................................................................................. 42
Ridership and Performance Analysis ............................................................ 42
  Annual Ridership .................................................................................... 42
  Monthly Ridership ................................................................................ 47
Ridership Analysis ...................................................................................... 48
  Service Supplied .................................................................................... 48
  Ridership by Stop .................................................................................. 50
  Route Productivity ................................................................................. 52

Chapter 6 - Financial Analysis .................................................................... 54

Budget History .......................................................................................... 54
Revenue Sources ....................................................................................... 55
Expense Categories ................................................................................... 56
Financial Performance ............................................................................... 56
Grant Status ............................................................................................... 58
Peer Comparison of Financial Effectiveness

Chapter 7 - Public and Stakeholder Outreach Results

Advisory Committee Input
Themes
Community Survey Results
Public Open House

Chapter 8 - Identification of Evaluation Criteria and Needs

Evaluation Criteria
Establishment of Criteria
Needs Assessment
Top Route and Service Needs
Top Organizational and Supporting Needs

Chapter 9 - Alternatives Development

New Route and Service Opportunities
Opportunity 1: New Route between Frisco, Dillon, and Keystone
Opportunity 2: New Version of Swan Mountain Flyer Serving Summit Cove
Opportunity 3: New Express Route between Silverthorne and Keystone
Opportunity 4: New Express Route between Frisco and Breckenridge
Opportunity 5: Additional Trips on Existing Blue River and Park County Commuter Route
Summary of All New Route Opportunities
Restoring Service Cut in Recent Years
Other Route and Service Opportunities
Organizational Opportunities
Public Input

Chapter 10 - Final Short Range Transit Plan Recommendations

GOAL 1: Restore Service Recently Cut from Existing Routes
Recommendation 1.1: Restore Swan Mountain Flyer
Recommendation 1.2: Restore Swan Mountain Express for Summer
Recommendation 1.3: Restore Late Night Service

GOAL 2: Establish New Express Routes
Recommendation 2.1: Start New Express version of Silverthorne-Dillon-Keystone
Recommendation 2.2: Start New Express Version of Frisco-Breckenridge

GOAL 3: Develop Organizational Capacity
List of Figures

Figure 1.1: Summit Stage Snapshot .............................................................................................................................................. 2
Figure 1.2: Summary of Summit Stage operational strengths and challenges ............................................................ 3
Figure 1.3: SRTP Recommendation Summary ........................................................................................................................... 6
Figure 1.4: Phased Implementation Timeline ............................................................................................................................ 8
Figure 3.1: Summit Stage Snapshot ........................................................................................................................................... 12
Figure 3.2: Summit Stage System Map (Winter Service, 2019-2020) ........................................................................... 13
Figure 3.3: Summit Stage Goals and Objectives ................................................................................................................... 15
Figure 4.1: Population Density by Census Block Group (ACS, 2014-2018 5-year estimates) .............................. 24
Figure 4.2: Where Summit County Residents Work (LEHD, 2017) ................................................................................. 25
Figure 4.3: Commute Flows into and out of Summit County (LEHD, 2017) ............................................................... 26
Figure 4.4: Jobs by Community in Summit County (LEHD, 2017) .................................................................................. 27
Figure 4.5: Summit County Commute Mode Split (ACS 5-year estimates, 2014-2018) ........................................ 28
Figure 5.1: Frisco to Breckenridge Route ................................................................................................................................. 31
Figure 5.2: Silverthorne to Frisco Route ................................................................................................................................... 32
Figure 5.3: Silverthorne - Dillon - Keystone Route ............................................................................................................... 33
Figure 5.4: Frisco to Copper Route ............................................................................................................................................. 34
Figure 5.5: Swan Mountain Flyer Route .................................................................................................................................... 35
Figure 5.6: Boreas Pass Loop Route ........................................................................................................................................... 36
Figure 5.7: Silverthorne Loop Route .......................................................................................................................................... 37
Figure 5.8: Wildernest Loop Route ............................................................................................................................................. 38
Figure 5.9: Blue River Commuter Route ................................................................................................................................... 39
Figure 5.10: Lake County Link Route ........................................................................................................................................ 40
Figure 5.11: Park County Commuter Route ............................................................................................................................ 41
Figure 5.12: Annual Ridership by Route (2010-2019) ......................................................................................................... 44
Figure 5.13: Town-to-Town and Town-to-Resort Route Ridership Trends ................................................................ 45
Figure 5.14: Residential/Neighborhood Route Ridership Trends .................................................................................. 46
Figure 5.15: Commuter Route Ridership Trends ................................................................................................................... 46
Figure 5.16: Monthly Ridership by Route (2019) .................................................................................................................. 47
Figure 5.17: Route Ridership by Time of Day (night hours begin at 6 p.m.) .............................................................. 48
Figure 5.18: Ridership Compared to Service Supplied (2019) ......................................................................................... 49
Figure 5.19: Ridership by Stop (March 11-17, 2019) ........................................................................................................... 50
Figure 6.1: Revenue Sources (2019) ...................................................................................................................................... 55
Figure 6.2: Expense Categories (2019) ................................................................................................................................. 56
List of Tables

Table 1.1: New Route Opportunity Summary with Costs and Ridership Estimates...............................................5
Table 1.2: 5-year SRTP Financial Plan .................................................................7
Table 3.1: Revenue Vehicle Fleet, as of October 2020.........................................................18
Table 4.1: Summit County Housing Characteristics..................................................................................22
Table 5.1: Service Characteristics (based on Summer 2019 and Winter 2019-20 data)...........................30
Table 5.2: Annual Ridership by Route (2010-2019) .............................................................43
Table 5.3: Ridership Compared to Service Supplied (2019)......................................................48
Chapter 1 - Executive Summary

The Summit Stage Short Range Transit Plan (SRTP) for 2021-2025 is a planning effort to evaluate and analyze existing services, understand travel demand and market potential, identify needs and opportunities, create system concepts, and develop a final plan with financial implications, phasing, and implementation strategies. This study includes:

- Review of existing conditions
- Analysis of demand, route performance, and financial indicators
- Development of refinement of service and network design
- Performance measures
- Operating and capital plan for the next five years

Study Purpose and Context

The study seeks to address how Summit Stage should conduct transit operations within its service area while evaluating limited expansion outside the existing service area to address the high volumes of commuter traffic coming in from outside Summit County. Recommendations from the SRTP could result in adaptations to the Summit Stage transit system architecture and fleet replacement plan. The SRTP comes at a unique time in history, both locally and globally. A recent bus operator shortage that has occurred concurrent with growth in visitation to Summit County has created operational constraints for Summit Stage. Meanwhile, the global COVID-19 pandemic has placed external burdens onto Summit Stage operations.

Existing Conditions Review

Summit Stage is the primary transit provider for Summit County with commuter service to the City of Leadville in Lake County and the communities of Alma and Fairplay in Park County. An existing conditions review was conducted to learn Summit Stage’s strengths and resources, as well as to consider Summit Stage’s challenges and opportunities. Figure 1.1 shows a summary of the current Summit Stage system’s operational characteristics.
The existing conditions analysis, which examined the fleet characteristics, facilities, service area socioeconomic characteristics, individual routes, ridership and performance, and agency financials found that the Stage is in a good position to sustain and improve current operations, while it also works to address current challenges presented by COVID-19 and the ongoing driver shortage. **Figure 1.2** summarizes the general findings of the existing conditions review.
Public Outreach

The public outreach process for the SRTP included formation of an Advisory Committee, distribution of an online survey, and convening a virtual open house event.

The Advisory Committee included members of the Summit Stage Transit Board and key staff members from Summit Stage. A kick-off meeting was held with the Committee in September 2020 to review the project goals, outcomes, and key issues. The Committee members cited the driver shortage, increased local traffic congestion, and an aging bus fleet as the top challenges facing Summit Stage. Committee members felt that the SRTP could recommend improvements for decreasing travel time, identify service opportunities to better connect riders with affordable housing opportunities, and to improve service within Silverthorne, Dillon, and Dillon Valley.

The community survey was distributed online for approximately one month and received 528 responses. Survey respondents identified increasing bus frequency, decreasing travel times, and restoring service that had previously been cut as top priorities. Survey respondents also identified improved connections
between Dillon and Frisco/Breckenridge, more service to the Summit Cove neighborhood, service to Frisco Adventure Park, and recreational equipment storage on buses as potential improvements to Summit Stage service that would make the system friendlier to riders.

The December 9th, 2020 open house event was held virtually due to public health restrictions related to COVID-19. Participants were informed of the potential service opportunities that may be included in the SRTP; a new express route between Frisco and Breckenridge emerged as the most popular option.

**Evaluation Criteria**

Prior to developing route/service opportunities, the Advisory Committee members were asked to identify their top criteria for evaluating alternatives. The top five criteria that emerged were:

1. Potential to make existing connections quicker, more direct  
2. Impact on staffing needs  
3. Potential to increase ridership  
4. Impact on operational budget  
5. Potential to connect to unserved areas

**Alternatives Development**

Based on community input, Transit Board discussions, opportunity analysis, and historical service changes, five new or expanded route alternatives were identified, reviewed against the evaluation criteria, and presented to the community for feedback as part of a virtual open house. These five opportunities (detailed in Chapter 9) are:

- Opportunity 1: New Route between Frisco, Dillon, and Keystone  
- Opportunity 2: New Version of Swan Mountain Flyer Serving Summit Cove  
- Opportunity 3: New Express Route between Silverthorne and Keystone  
- Opportunity 4: New Express Route between Frisco and Breckenridge  
- Opportunity 5: Additional Trips on Existing Blue River and Park County Commuter Route

The service characteristics of the alternatives, along with costs and ridership estimates, are summarized in Table 1.1.
Table 1.1: New Route Opportunity Summary with Costs and Ridership Estimates

<table>
<thead>
<tr>
<th>Option description</th>
<th># of new vehicles required</th>
<th>Span of service</th>
<th>Headway (frequency)</th>
<th>Seasonality</th>
<th>Annual new vehicle service hrs.</th>
<th>Cost estimate*</th>
<th>Ridership estimate</th>
<th>Cost per passenger estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - New Route between Frisco-Dillon-Keystone</td>
<td>1</td>
<td>7:00 AM-6:00 PM</td>
<td>60 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1700</td>
<td>$160,000 - $190,000</td>
<td>34,000 - 43,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>2 - New Version of Swan Mountain Flyer Serving Summit Cove</td>
<td>2</td>
<td>7:00 AM-6:00 PM</td>
<td>60 minutes</td>
<td>Year-round, 7 days/wk</td>
<td>4000</td>
<td>$380,000 - $440,000</td>
<td>40,000 - 56,000</td>
<td>$7.00 - $11.00</td>
</tr>
<tr>
<td>3 - New Express Route between Silverthorne and Keystone</td>
<td>2</td>
<td>7:00 AM-10:00 PM and 3:00 PM-6:00 PM</td>
<td>30 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1800</td>
<td>$170,000 - $200,000</td>
<td>32,000 - 40,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>4 - New Express Route between Frisco and Breckenridge</td>
<td>2</td>
<td>7:00 AM-10:00 PM and 3:00 PM-6:00 PM</td>
<td>30 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1800</td>
<td>$170,000 - $200,000</td>
<td>32,000 - 40,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>5 - Additional Trips on Blue River and Park County Commuter</td>
<td>1</td>
<td>4 additional roundtrips</td>
<td>60 - 120 minutes</td>
<td>Year-round, 7 days/wk</td>
<td>2200</td>
<td>$210,000 - $240,000</td>
<td>15,000 - 22,000</td>
<td>$10.00 - $16.00</td>
</tr>
</tbody>
</table>

* Note: Cost estimate does not include vehicle lease or purchase costs.
Source: Fehr & Peers, 2020

Additional Opportunities

Chapter 9 also describes additional identified opportunities, including restoration of service that was previously cut and organizational opportunities for:

1. Adding new bus stops and park-and-rides
2. Addressing bus stop safety and access improvements, especially in Blue River area
3. Continuing to improve and electrify bus fleet
4. Addressing the ongoing driver shortage
5. Improving technology for counting riders
6. Renewing focus on organizational excellence, including employee and customer satisfaction

Final SRTP Recommendations

The final set of recommendations in the SRTP are organized around five goals that were developed based on the key themes that emerged during the planning process:

- Overall, the Summit Stage system is working well with high ridership, so major system changes are not necessary or preferable at this time.
- Some new express routes could enable quicker travel between major destinations.
- The reductions of service over recent years due to lack of bus drivers should be addressed.
- Summit Stage needs to build organizational capacity to implement the identified opportunities.
- Supportive ongoing and new capital equipment and infrastructure projects must be completed.
The final SRTP goals and corresponding recommendations are summarized in Figure 1.3 and described in more detail in Chapter 10.

**GOAL 1: Restore Service Recently Cut from Existing Routes**
- Recommendation 1.1: Restore Swan Mountain Flyer
- Recommendation 1.2: Restore Swan Mountain Express for Summer
- Recommendation 1.3: Restore Late Night Service

**Goal 2: Establish New Express Routes**
- Recommendation 2.1: Start New Express Version of Silverthorne-Dillon-Keystone
- Recommendation 2.2: Start New Express Version of Frisco-Breckenridge

**GOAL 3: Develop Organizational Capacity**
- Recommendation 3.1: Address the Driver Shortage
- Recommendation 3.2: Increase Employee and Customer Satisfaction
- Recommendation 3.3: Add Support Staff for Critical Functions

**GOAL 4: Develop Supportive Infrastructure and Fleet**
- Recommendation 4.1: Continue Vehicle Fleet Upgrades
- Recommendation 4.2: Complete Critical Infrastructure Projects
- Recommendation 4.3: Continue to Improve Bus Stop Accessibility
- Recommendation 4.4: Develop Additional Park-and-Ride Capacity
- Recommendation 4.5: Improve Transit Technology Systems

**Goal 5  Assess and Adapt Over the Course of the SRTP Timeframe**
- Recommendation 5.1: Reevaluate Other Identified Route Opportunities
- Recommendation 5.2: Address Current Route Challenges and Continue to Adapt to New Development
- Recommendation 5.3: Remain Adaptable and Responsive to Changing Conditions

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**Figure 1.3: SRTP Recommendation Summary**

**Financial Plan and Implementation**

The SRTP includes a five-year financial plan, which is summarized in Table 1.2. Summit Stage may also want to adjust priorities and pursue some of the recommendations of this plan immediately and to a more extensive degree given the level of uncertainty with transit planning during a pandemic. Chapter 11 includes a funding adjustment tool in the event that revenues are lower than anticipated. In addition, Chapter 11 includes a set of potential funding sources, as well as a summary of the advantages and disadvantages to forming a Regional Transportation Authority.
Table 1.2: 5-year SRTP Financial Plan

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>YEAR 1</th>
<th>YEAR 2</th>
<th>YEAR 3</th>
<th>YEAR 4</th>
<th>YEAR 5</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OPERATING EXPENSES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Status Quo Service Operating Expenses (2020</td>
<td>$11,500,000</td>
<td>$11,730,000</td>
<td>$11,965,000</td>
<td>$12,204,000</td>
<td>$12,448,000</td>
</tr>
<tr>
<td>baseline)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Operating Expenses (GOALS 1 through 3)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GOAL 1: Restore Service Recently Cut from</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Existing Routes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1 - Restore Swan Mtn. Flyer</td>
<td>$60,000</td>
<td>$61,000</td>
<td>$62,000</td>
<td>$63,000</td>
<td>$64,000</td>
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<tr>
<td>1.2 - Restore Swan Mtn. Express for Summer</td>
<td>$80,000</td>
<td>$82,000</td>
<td>$84,000</td>
<td>$86,000</td>
<td>$88,000</td>
</tr>
<tr>
<td>1.3 - Restore late night</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
<td>$270,000</td>
<td></td>
</tr>
<tr>
<td>GOAL 2: New Routes</td>
<td></td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>2.1 - Silverthorne-Dillon-Keystone Express</td>
<td></td>
<td></td>
<td></td>
<td>$240,000</td>
<td>$238,000</td>
</tr>
<tr>
<td>2.2 - Frisco-Breckenridge Express</td>
<td></td>
<td></td>
<td>$235,000</td>
<td>$240,000</td>
<td>$245,000</td>
</tr>
<tr>
<td>GOAL 3: Organizational Capacity</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>3.1 - Address driver shortage</td>
<td>$250,000</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
<td>$270,000</td>
</tr>
<tr>
<td>3.2 - Increase employee/customer satisfaction</td>
<td>$25,000</td>
<td>$25,500</td>
<td>$26,000</td>
<td>$26,500</td>
<td>$27,000</td>
</tr>
<tr>
<td>3.3 - Add support staff</td>
<td>$60,000</td>
<td>$90,000</td>
<td>$120,000</td>
<td>$122,400</td>
<td>$124,800</td>
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<tr>
<td>Total New Operating Expenses</td>
<td>$475,000</td>
<td>$769,000</td>
<td>$1,047,000</td>
<td>$1,308,000</td>
<td>$1,327,000</td>
</tr>
<tr>
<td>Total Operating Expenses</td>
<td>$11,975,000</td>
<td>$12,499,000</td>
<td>$13,012,000</td>
<td>$13,512,000</td>
<td>$13,775,000</td>
</tr>
<tr>
<td>(Status quo plus SRTP recommendations)</td>
<td></td>
<td></td>
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</tr>
<tr>
<td><strong>CAPITAL EXPENSES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Status Quo Capital Expenses (ongoing projects</td>
<td>$5,630,000</td>
<td>$3,453,000</td>
<td>$1,860,000</td>
<td>$8,880,000</td>
<td>$8,940,000</td>
</tr>
<tr>
<td>in Recommendations 4.1 and 4.2)</td>
<td></td>
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</tr>
<tr>
<td>New Capital Expenses (Recommendations 4.3, 4.4,</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>and 4.5)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3 - Bus stop improvement program</td>
<td>$150,000</td>
<td>$175,000</td>
<td>$200,000</td>
<td>$225,000</td>
<td>$250,000</td>
</tr>
<tr>
<td>4.4 - Additional park-and-ride lots</td>
<td>$75,000</td>
<td>$250,000</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
</tr>
<tr>
<td>4.5 - Transit technology program</td>
<td>$255,000</td>
<td>$51,000</td>
<td>$52,000</td>
<td>$53,000</td>
<td></td>
</tr>
<tr>
<td>Total New Capital Expenses</td>
<td>$225,000</td>
<td>$680,000</td>
<td>$506,000</td>
<td>$537,000</td>
<td>$568,000</td>
</tr>
<tr>
<td>Total Capital Expenses</td>
<td>$5,855,000</td>
<td>$4,133,000</td>
<td>$2,366,000</td>
<td>$9,417,000</td>
<td>$9,508,000</td>
</tr>
<tr>
<td><strong>EXPESE SUMMARY</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL EXPENSES (Operating+Capital)</td>
<td>$17,830,000</td>
<td>$16,632,000</td>
<td>$15,378,000</td>
<td>$22,929,000</td>
<td>$23,283,000</td>
</tr>
<tr>
<td><strong>REVENUES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mass Transit Tax</td>
<td>$13,000,000</td>
<td>$13,130,000</td>
<td>$13,261,000</td>
<td>$13,394,000</td>
<td>$13,528,000</td>
</tr>
<tr>
<td>Operating Assistance Grants (5311)</td>
<td>$794,000</td>
<td>$802,000</td>
<td>$810,000</td>
<td>$818,000</td>
<td>$826,000</td>
</tr>
<tr>
<td>Capital Project Grants (State and Federal)</td>
<td>$4,684,000</td>
<td>$3,306,000</td>
<td>$1,893,000</td>
<td>$7,534,000</td>
<td>$7,606,000</td>
</tr>
<tr>
<td>Commuter Service Revenue</td>
<td>$255,000</td>
<td>$258,000</td>
<td>$261,000</td>
<td>$264,000</td>
<td>$267,000</td>
</tr>
<tr>
<td>Advertising</td>
<td>$159,000</td>
<td>$161,000</td>
<td>$163,000</td>
<td>$165,000</td>
<td>$167,000</td>
</tr>
<tr>
<td>Commuter Fares</td>
<td>$95,000</td>
<td>$96,000</td>
<td>$97,000</td>
<td>$98,000</td>
<td>$99,000</td>
</tr>
<tr>
<td>Other (rental, interest, misc.)</td>
<td>$71,000</td>
<td>$72,000</td>
<td>$73,000</td>
<td>$74,000</td>
<td>$75,000</td>
</tr>
<tr>
<td>TOTAL REVENUE</td>
<td>$19,058,000</td>
<td>$17,825,000</td>
<td>$16,558,000</td>
<td>$22,347,000</td>
<td>$22,568,000</td>
</tr>
<tr>
<td>NET REVENUE MINUS EXPENSES</td>
<td>$1,228,000</td>
<td>$1,193,000</td>
<td>$1,180,000</td>
<td>($582,000)</td>
<td>($715,000)</td>
</tr>
</tbody>
</table>

The STRP includes a plan for phased implementation of all recommendations (Figure 1.4). Chapter 12 includes a set of performance measures and benchmarks for tracking progress on SRTP implementation.
### Phase 1 (years 1-2)

**GOALS 1 and 2**
- Focus on restoring service and planning for new routes

**GOAL 3**
- Build organizational capacity and pursue driver recruitment strategies

**GOAL 4**
- Start planning and design for new capital projects while finishing existing projects

**GOAL 5**
- Develop solutions to existing route operational challenges

### Phase 2 (years 3-4)

**GOALS 1 and 2**
- Implement new express routes and evaluate performance of Phase 1 route changes

**GOAL 3**
- Continue investment in driver recruitment, implement customer satisfaction strategies

**GOAL 4**
- Evaluate capital project implementation, especially BEB purchases and new facility

**GOAL 5**
- Revisit other identified route opportunities

### Phase 5 (year 5 and beyond)

**GOALS 1 and 2**
- Continue to monitor performance and adapt route and service changes

**GOAL 3**
- Evaluate organizational capacity and make adjustments for the next five-year period

**GOAL 4**
- Evaluate transition of entirety of fleet to BEBs

**GOAL 5**
- Plan for implementation of other opportunities

---

*Figure 1.4: Phased Implementation Timeline*
Chapter 2 - Project Context

Overview

The Summit Stage Short Range Transit Plan (SRTP) for 2021-2025 is a planning effort to evaluate and analyze existing services, understand travel demand and market potential, identify needs and opportunities, create route concepts, and develop a final plan with financial implications, phasing, and implementation strategies. The last Summit Stage SRTP was completed in 2011.

The study includes:

- Review of existing conditions
- Analysis of demand, route performance, and financial indicators
- Development of refinement of service and network design
- Performance measures
- Operating and capital plan for the next five years

This SRTP will culminate in recommendations for solutions that will address future population growth and transit demand, organizational capacity, regional transit connectivity, anticipated financial revenue and transit investment opportunities, and fleet electrification. The result will be the continuation and incremental improvement of Summit Stage with the goal of creating a best-in-class rural/resort transit system for Summit County.

Study Purpose

The study seeks to address how the Summit Stage should conduct transit operations within its service area while evaluating limited expansion outside the existing service area to address the high volumes of commuter traffic coming in from outside Summit County. Recommendations from the SRTP could result in adaptations to the Summit Stage transit system architecture and fleet replacement plan.

Study Context

The SRTP comes at an interesting time in history, both locally and globally. An ongoing bus operator shortage that has occurred concurrent with a growth in visitation to Summit County has created operational constraints for Summit Stage. Meanwhile, the global COVID-19 pandemic has placed external burdens onto Summit Stage.

Driver Shortage

For the past three to four years, Summit Stage has faced a persistent driver shortage that has led to reductions in service, significant overtime for existing bus operators (and related driver burnout), organizational stress and capacity challenges, and inability to consider new or expanded service.
Securing and providing driver housing in the future is one strategy Summit Stage is investigating. Other strategies are considered as part of this study to ensure consistent and high-quality delivery of service.

**Facility and Fleet Needs**

Summit Stage has begun the process of transitioning its fleet to battery electric buses, while many buses currently in operation have exceeded their useful life. Two of Summit Stage’s primary transit hubs are currently undergoing upgrades and renovation. Additionally, Summit Stage has secured initial planning funds for designing a new administration and bus storage facility. Continuing to improve the Summit Stage fleet and associated supporting infrastructure is important to ongoing and future success.

**Growth in Traffic, Visitation**

The Summit County region has seen significant growth in traffic and visitation in recent years. Highway 9 traffic alone has increased approximately 20 percent over the past five years, and skier visitation has been setting new records in recent years. This pressure has resulted in transit capacity issues and operational challenges to staying on schedule during peak traffic conditions throughout Summit County.

**COVID-19**

This SRTP study comes at a historic moment when daily life around the world has been significantly altered by the threat of a spreading airborne viral infection, COVID-19, or “coronavirus.” Due to low ridership and intentional safety precautions which most transit agencies have enacted during the pandemic to reduce bus capacity to a fraction of the true vehicle capacity, Summit Stage has had to make many service adjustments since March of 2020. Ridership has recently started to rebound even though Summit Stage is currently limited to 50 percent of capacity, per local and state requirements. This reduced capacity will be a challenge as the busy winter season starts and ridership continues to rebound.

COVID-19 has imposed some limitations on the planned activities for the SRTP, including eliminating the opportunity to conduct in-person outreach in the community and to hold a public open house. However, sufficient historical data is available to evaluate Summit Stage, and many outreach activities have been moved to an online format.

*How the Pandemic May Reshape Transit*

A significant unknown facing the Summit Stage and all other transit agencies in the U.S. is not only when it will be safe and advisable for agencies to remove precautions limiting passenger capacities, but when customers who have the choice to use other modes of transportation will feel comfortable returning to transit. Many agencies, such as Summit Stage, have experienced continued system usage by people riding either out of necessity or because they feel their personal risk is low, but ridership remains a fraction of what it was prior to the pandemic. This varies widely by agency and by route, with some routes facing crowding even beyond intended capacity limitations, in part because agencies are not prepared to quickly reallocate service from one route to another to increase bus capacity or doing so would require reducing or eliminating service on other routes. Transit agencies will face these challenges for an unknown time, which imposes significant financial concerns from operating service at even higher per-passenger...
subsidies in order to provide a safe environment. Agencies will also need to quickly adapt to changing circumstances.

Furthermore, even when the threat of coronavirus transmission is in the past, the economic and cultural changes as a result of the pandemic (such as increased ability to work from home, more people in the habit of driving or using other modes of travel) could alter travel patterns for many months or even years. Based on research Fehr & Peers has conducted during the pandemic, transit ridership has been slow to recover even in cities (including international locations) where work and travel restrictions were lifted by early summer of 2020, due to trips apparently having shifted to driving and bicycling. Agencies planning for future transit service should be prepared to reevaluate the travel market of the post-pandemic world as potentially different than how people traveled previously.
Chapter 3 - Organizational Overview

Summit Stage Today

The Summit Stage is a regional public transportation provider based in Summit County, Colorado that provides fixed route bus service within Summit County; commuter bus service connecting Summit County to points outside of the County including Leadville, Alma, and Fairplay; and paratransit service associated with fixed route service within Summit County.

Summit Stage Snapshot

- Operating Budget (2020) = $11,223,000
- Annual Ridership (2019) = 1,741,500
- 28 buses, 4 paratransit vans, 8 support vehicles
- Operated as a department of Summit County
- 10 intracounty fixed routes, 2 intercounty commuter routes, plus paratransit

*Figure 3.1: Summit Stage Snapshot*

The recent Summit Stage Winter 2019-2020 route map is shown in *Figure 3.2*. 
Figure 3.2: Summit Stage System Map (Winter Service, 2019-2020)
History

The Summit Stage formed in 1977 through support from a coalition of partners including members of Ski the Summit, representatives from Summit County ski areas, Summit County government representatives, and local municipal government representatives. Initially formed as a service focused on moving skiers and operating only during the ski season, the Summit Stage operated from 1977 until 1989 strictly as a ski bus service. With the increasing demand for intercity and year-round transit service, Summit County assumed operation of the Summit Stage in 1989 and began operating as a regional provider of public transportation services.

In 1990, Summit Stage benefited from the passage of House Bill 1081, which granted authority of counties outside the Regional Transportation District to impose a sales tax for the purpose of funding a mass transportation system. As Summit Stage grew and demand increased, grants from the Federal Transportation Administration (FTA) and Colorado Department of Transportation (CDOT) were instrumental in developing the bus fleet and completing the Frisco Transit Center. In 2001, an additional sales and use tax was passed by Summit County voters; the tax enabled Summit Stage services to increase the span of service and operate during late night hours until 2:00 a.m.

Ridership has grown significantly over the past thirty years since Summit Stage began regional public transportation services. In 1992, ridership totaled 432,000 one-way passenger trips per year. In recent years, Summit Stage ridership has fluctuated between 1.7 and 1.9 million riders annually. Summit Stage is the second-busiest rural transit system in Colorado, in terms of ridership.

Mission and Goals

Summit Stage has established a mission and associated goals to guide its development of service and performance of operations.

**Summit Stage Mission:** To promote and provide quality transportation to residents and visitors of Summit County

Goals

Summit Stage established goals and associated objectives are shown in Figure 3.3.
### Service Philosophy

Based on interviews with staff about the service history, some key unwritten but previously discussed guiding tenets of Summit Stage service include:

- Keep Summit Stage fare free within Summit County
- Balance needs of commuters and tourists
- Serve major public facilities
- Get employees to work on time
- Extend service day into late night for non-traditional work shifts and to reduce drinking and driving
- Look for funding partnerships to support intercounty commuter routes

#### Goal 1: Provide high quality service year-round

- Service frequency during peak periods will be at least every 30 minutes on Town-to-Town and Town-to-Resort routes. Off-peak service will be at least hourly. Service on Residential routes will be at least hourly.
- Annual guest surveys will be conducted.
- Schedule reliability, vehicle condition, driver courtesy, and overall quality of service will receive a rider rating of 3.4 or higher, based on annual survey.
- The Board will review goals, objectives, and performance standards annually.

#### Goal 2: Provide efficient, effective, and safe services

- Total annual fixed route productivity will average at least 22 guests/hour.
- Individual Town-to-Town or Town-to-Resort route productivity will average at least 16 guests/hour.
- Individual Residential route productivity will average at least 11 guests/hour.
- Fixed routes that do not meet the minimum productivity standard or have a cost per passenger trip of more than twice the category average will be evaluated for restructure or elimination.
- An accident rate of 2.2 preventable accidents per 100,000 miles or less.
- Total annual fixed route productivity of at least 8 guests per hour for trips after 11:30 p.m.

#### Goal 3: Service will be targeted to meet the needs of residents and visitors, including persons with disabilities

- Service will be provided between the communities of Breckenridge, Dillon, Frisco.
- Informational materials will be provided in English and Spanish and efforts will be made to accommodate guests with information in other languages.
- Routes for visitors will operate between lodging areas, commercial areas, and resorts.
- Routes for permanent residents and commuters will operate between residential areas and areas of employment.
- Mountain Mobility paratransit will operate between Summit County addresses and will comply with all requirements of the Americans with Disabilities Act (ADA).
Organizational Structure

Department of Summit County

Summit Stage operates as a department of Summit County. All staff are employees of Summit County except for the Transit Director, who is a contracted employee.

Unionized Drivers

Summit Stage has a union for bus operators, per the Collective Bargaining Agreement (CBA) between Summit County Government and the Amalgamated Transit Union, Local 1751, AFL-CIO dated January 1, 2020. The CBA defines, among other things:

- Union membership and dues
- Management rights
- Employment status and seniority
- Layoff and recall process
- Discipline actions
- Allowed union activities
- Scheduling, work assignment staffing and bidding process
- Vacation scheduling/bidding and overtime procedures
- Benefits, wages, and performance bonus
- Grievance and dispute procedures, as well as a no strike/no lock-out provision

Transit Board

Summit Stage is overseen by a Transit Board that was established by the Board of County Commissioners (BOCC) of Summit County Resolution No. 14-04 adopted on January 28, 2014, a “Restated Resolution Providing for the Administration of the Summit Stage.”

Per this resolution, the Summit Stage Transit Board has the following powers and duties:

a. To adopt such bylaws as it deems appropriate, which are consistent with this Resolution and approved by the County Attorney.

b. To oversee the operation of the Summit Stage and to make recommendations to the Board of County Commissioners as needed or requested for improving or modifying Summit Stage operational plans, policies, or procedures, realizing that the Summit Stage is a public transportation system.

c. To work with transit staff on the annual budget process in order to make a recommendation to the BOCC on the upcoming calendar year budget in accordance with the BOCC’s annual budget process. The Stage Board may also review other revenue sources such as fares and advertising and make recommendations on inclusion in these other revenue sources in the upcoming calendar year budget.
d. To recommend to the Board of County Commissioners service plans that propose adjustments to mass transit services at least ninety (90) days prior to the proposed date of implementation. The service plans will provide information on anticipated costs, ridership, routing, schedules, and personnel needs.

e. To report at least once annually to the Board of County Commissioners, on or before October first of each year, regarding the efforts which have been made to implement new or existing operating plans as the Board of County Commissioners may have adopted to meet long and short-term mass transportation goals.

f. To provide for Stage Board subcommittees to review those issues assigned it by the Stage Board. However, the recommendations of any subcommittee shall not be deemed a decision/recommendation of the Stage Board unless approved by vote of the Stage Board.

g. To do all things necessary to accomplish its duties as described herein.

The Summit Stage Transit Board has defined representation from throughout the community. Defined areas of representation, along with the current representative as of October of 2020, include:

- Town of Breckenridge: Jennifer Pullen
- Town of Dillon: Kyle Hendricks
- Town of Dillon (Alternate): Dan Burroughs
- Town of Frisco: Kent Willis, Transit Board Chair
- Town of Silverthorne: Tom Daugherty
- Summit County: Elisabeth Lawrence
- Summit County (Alternate): Bentley Henderson
- Upper Blue Basin (At Large Member): Ted Pilling
- Tenmile Basin (At Large Member): Liz Burnham
- Lower Blue Basin (At Large Member): Steve Swanson
- Snake River Basin (At Large Alternate): vacant
- Arapahoe Basin: Patrick O'Sullivan
- Breckenridge Resort: Ryan Thomas
- Copper Mountain Resort: Cindi Gillespie
- Keystone Resort: vacant

**Current Fleet and Facilities**

**Vehicle Fleet**

The Summit Stage vehicle fleet consists of primarily 40’ buses but also includes some 30’ buses and smaller paratransit vehicles, as shown in Table 3.1.
Table 3.1: Revenue Vehicle Fleet, as of October 2020

<table>
<thead>
<tr>
<th>Fleet #</th>
<th>Year, Make</th>
<th>Body Type</th>
<th>Max Seated Capacity</th>
<th>Max Wheelchair Positions</th>
<th>Current Mileage (Sept. 2020)</th>
<th>Target Replacement Year*</th>
<th>Replacement Cost</th>
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<tr>
<td><strong>Buses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>556</td>
<td>2004 Gillig</td>
<td>BUS 30'</td>
<td>28</td>
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<td>608,361</td>
<td>Overdue</td>
<td>$500,000 if diesel, $950,000 if electric</td>
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<tr>
<td>561</td>
<td>2008 Gillig</td>
<td>BRT Low Floor</td>
<td>37</td>
<td>2</td>
<td>693,465</td>
<td>To be replaced by 582, summer 2021</td>
<td>$500,000 if diesel, $950,000 if electric</td>
</tr>
<tr>
<td>562</td>
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<td>BRT Low Floor</td>
<td>37</td>
<td>2</td>
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<td>37</td>
<td>2</td>
<td>660,831</td>
<td>2020 – on order</td>
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<td>694,811</td>
<td>2021</td>
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<td>37</td>
<td>2</td>
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<td>2021</td>
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<td>37</td>
<td>2</td>
<td>661,313</td>
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<td>37</td>
<td>2</td>
<td>659,274</td>
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<td>573</td>
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<td>BRT Coach</td>
<td>37</td>
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<td>622,996</td>
<td>2021</td>
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<td>37</td>
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<td>37</td>
<td>2</td>
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<td>2028</td>
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<td>Fleet #</td>
<td>Year, Make</td>
<td>Body Type</td>
<td>Max Seated Capacity</td>
<td>Max Wheelchair Positions</td>
<td>Current Mileage (Sept. 2020)</td>
<td>Target Replacement Year*</td>
<td>Replacement Cost</td>
</tr>
<tr>
<td>---------</td>
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<td>-----------------------------</td>
<td>--------------------------</td>
<td>-------------------------</td>
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<tr>
<td>576</td>
<td>2018</td>
<td>GILLIG</td>
<td>BRT Low Floor</td>
<td>37</td>
<td>2</td>
<td>133,863</td>
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<td>577</td>
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<td>GILLIG</td>
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<td>2</td>
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<td>578</td>
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<td>582</td>
<td>2020</td>
<td>PROTERRA</td>
<td>Battery Electric Low Floor</td>
<td>37</td>
<td>2</td>
<td>&lt;500 miles</td>
<td>2034</td>
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<td>583</td>
<td>2020</td>
<td>PROTERRA</td>
<td>Battery Electric Low Floor</td>
<td>37</td>
<td>2</td>
<td>&lt;500 miles</td>
<td>2034</td>
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<td>584</td>
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<td>PROTERRA</td>
<td>Battery Electric Low Floor</td>
<td>37</td>
<td>2</td>
<td>&lt;500 miles</td>
<td>2034</td>
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**Paratransit vans and cutaways**

<table>
<thead>
<tr>
<th>Fleet #</th>
<th>Year, Make</th>
<th>Body Type</th>
<th>Max Seated Capacity</th>
<th>Max Wheelchair Positions</th>
<th>Current Mileage (Sept. 2020)</th>
<th>Target Replacement Year*</th>
<th>Replacement Cost</th>
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<tr>
<td>512</td>
<td>2009</td>
<td>Ford E450</td>
<td>Cutaway</td>
<td>12</td>
<td>2</td>
<td>154,790</td>
<td>Overdue</td>
</tr>
<tr>
<td>514</td>
<td>2015</td>
<td>VPG MV-1</td>
<td>Van</td>
<td>3</td>
<td>1</td>
<td>113,385</td>
<td>2023</td>
</tr>
<tr>
<td>518</td>
<td>2020</td>
<td>Ford ECII E350</td>
<td>Cutaway</td>
<td>8</td>
<td>2</td>
<td>5,140</td>
<td>2030</td>
</tr>
<tr>
<td>519</td>
<td>2020</td>
<td>Ford ECII E350</td>
<td>Cutaway</td>
<td>8</td>
<td>2</td>
<td>5,441</td>
<td>2030</td>
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</table>

* Note – target replacement year based on FTA Default Useful Life Benchmarks (ULB). Actual replacement year may vary based on individual fleet assessments with some vehicles lasting longer or shorter than ULB.


It should be noted that almost half of the Summit Stage bus fleet (46 percent) is either overdue or due for replacement in the next three years. This will be a significant cost; details regarding fleet replacement are provided in Chapter 10.
Facilities

Summit Stage Operations Facility

Summit Stage currently operates out of a facility located in the Summit County Complex. The facility houses administrative offices, dispatch, driver break room and lockers, and indoor bus storage. Buses are maintained at a separate county facility which services the Summit County fleet.

The current operations facility is constrained both in terms of administrative space and bus storage space, and Summit Stage currently has funding to begin site assessment and preliminary design for a new facility on a different parcel within the County Complex.

Frisco Transit Center

Summit Stage owns and maintains the Frisco Transit Center (FTC), a six acre property used by a variety of transportation services including Summit Stage, Greyhound intercity bus service, Bustang regional bus service provided by CDOT, Hertz car rental, and a variety of privately operated airport shuttle services.

The redevelopment of the FTC includes a new transit center, improved pedestrian plaza, new and expanded bus bays, improved vehicle circulation, park and ride lot, dedicated space for airport shuttles, and bicycle and pedestrian connectivity. The stated project goals of the redevelopment project are to:

- Expand and improve the existing facilities to better accommodate the needs of transit users
- Improve circulation and enhance safety for all modes of travel: buses, cars, bicycles, and pedestrians
- Better connect and integrate the transit center with the surroundings
- Improve visibility and wayfinding signage
- Provide a helpful information center with local and regional transit information, and other tourism/visitor information for those arriving in Summit County

Silverthorne Station

Silverthorne Station is currently being rebuilt as part of a new development and incorporated into a parking garage. This new facility will have a small passenger waiting area, driver restroom, and three bus pull-outs located along Adams Avenue.
Breckenridge Station

Breckenridge Station is located adjacent to the Breck Connect Gondola Station and serves Breck Free Ride routes, Breckenridge resort routes, and Summit Stage routes. It has public bathrooms and a dedicated transit bus horseshoe pull-out area.

On-street Facilities

Summit Stage operates and maintains over 100 bus stops and shelters. Bus shelters vary based on community design standards but generally have room for one to two people in wheelchairs, a bench for four to six people, and bike racks. Bus stops generally have posted route and schedule information and many stops also have solar lighting.

Intelligent Transportation Systems

Summit Stage utilizes a variety of Information Transportation Systems (ITS) for support of its transit services including:

- Two-way radios for dispatch communication
- Electronically verified pre- and post-trip inspection systems
- On-board camera system and event archiving system
- Computer-aided dispatch/automatic vehicle location (CAD/AVL) system
- Paratransit scheduling software
- Web and smartphone based real-time bus location passenger information system

Summit Stage has tried to use its CAD/AVL system for passenger counting and reporting, but the system was not able to perform this function consistently. Passenger counting and reporting is still done manually via on-board personnel with spreadsheets – a new solution may need to be evaluated.
Chapter 4 - Community Conditions

Service Area

Summit Stage is the primary transit provider for Summit County with commuter service to the City of Leadville in Lake County and the communities of Alma and Fairplay in Park County. Summit County is adjacent to the Continental Divide in the Rocky Mountains of Colorado. With its proximity to major ski resorts and proximity to Denver, Summit County experiences high rates of recreational tourism visitation. Summit Stage serves population centers like Silverthorne and recreational destinations like Copper Mountain and Breckenridge Resort.

Land Use Trends

Current Housing Units

Summit County currently has over 32,000 housing units that are predominantly owner occupied (Table 4.1). The median monthly cost of owning a home is higher than renting. At 3.09, there are more persons per household in Summit County than the national average of 2.63.

Table 4.1: Summit County Housing Characteristics

<table>
<thead>
<tr>
<th>Housing Characteristic</th>
<th>Current Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing Units</td>
<td>32,085</td>
</tr>
<tr>
<td>Owner-Occupied Rate</td>
<td>66%</td>
</tr>
<tr>
<td>Median Monthly Housing Costs for Owners</td>
<td>$1,925</td>
</tr>
<tr>
<td>Median Monthly Rent</td>
<td>$1,402</td>
</tr>
<tr>
<td>Persons per Household</td>
<td>3.09</td>
</tr>
</tbody>
</table>

Source: American Community Survey (ACS), 2018 5-year estimates

Major Employment and Activity Centers

Summit Stage serves several activity centers in Summit County and in neighboring Park and Lake Counties.
Breckenridge

The Town of Breckenridge is the Summit County seat and a major employment hub for the County. Breckenridge Ski Resort is a significant destination that draws high volumes of tourist traffic to the region. The Town operates a transit service called the Breckenridge Free Ride, which connects with Summit Stage service at Breckenridge Station.

Frisco

The Town of Frisco is a regional hub for County government and medical services. The Frisco Transit Center is a hub for both Summit Stage and CDOT Bustang service, which provides intercity bus service throughout Colorado. In addition, Frisco has both a commercial core with multiple grocery stores and other community-serving retail, along with a Main Street district offering shopping and dining opportunities. Summit Stage is the main transit service providing connections within the Frisco community.

Silverthorne

The Town of Silverthorne is a community of 4,800 residents and is located along I-70 at the northern edge of the Summit Stage service area. Silverthorne is the commercial hub of Summit County, which a cluster of major retailers as well as an outlet mall that serves as a regional shopping destination.

Socioeconomic Characteristics

County Demographics

Summit County has 31,011 residents and a median household income of $77,589 per year. Of those residents, 12,295 are employed. The population density of the service area is relatively low (Figure 4.1). Most census blocks in the service area have fewer than 10 residents per square mile. The more relatively densely populated areas such as the Town of Frisco, City of Leadville (population 2,900, located in Lake County), and the Town of Breckenridge are either the location of a route terminus or a major transfer point for the Summit Stage system.
Figure 4.1: Population Density by Census Block Group (ACS, 2014-2018 5-year estimates)
**Employment**

The majority (94 percent) of employed Summit County residents work within the County. The primary destination for Summit County commuters is the Town of Breckenridge, where nearly 22 percent of County jobs are located (Figure 4.2).

![Figure 4.2: Where Summit County Residents Work (LEHD, 2017)](chart)

**Transit Dependent Population Characteristics**

The Summit County population has demographic characteristics that tend to correlate with lower transit dependency. In Summit County households with employed residents, just 0.5 percent have no access to a vehicle. However, 15.8 percent of households with commuters have one vehicle, which suggests that households with two or more workers may either carpool or use transit.

Higher poverty levels tend to correlate with higher transit ridership. Summit County has 6.7 percent of residents living below the poverty level, which is lower than the national level of 10.5 percent.

Older adults and people with disabilities also tend to use transit at higher rates than the general population. In Summit County, adults 65 years of age and older account for 14.3 percent of the population, vs. 16.5 percent nationally, and 5.2 percent of individuals under the age of 65 have a disability, compared to 8.6 percent nationally. Based on these demographics, it is reasonable to assume that
Summit County residents might have a lower level of potential transit dependency than what might be assumed at the national level. However, the tourism-based economy, parking capacity constraints, and service industry employment are all supportive of higher Summit Stage ridership beyond typical transit dependent populations.

**Primary Traveler Markets**

**Commute Characteristics**

Of the workers in Summit County, 7,234 live and work in Summit County while 5,061 residents commute outside Summit County for work. Summit County sees a relatively large influx of workers each day with 12,213 individuals commuting into the County (Figure 4.3).

![Figure 4.3: Commute Flows into and out of Summit County (LEHD, 2017)](image)

Approximately 50 percent of Summit County workers commute less than 10 miles to work, making transit a potentially viable option for many commute trips. The Town of Breckenridge has the most employment opportunities in Summit County, with approximately 5,500 jobs (Figure 4.4). The communities with the
most employment opportunities are also the most densely populated areas of the County, suggesting that Summit County residents have opportunities to work near their home location.

Figure 4.4: Jobs by Community in Summit County (LEHD, 2017)

The majority of Summit County commuters travel to work by driving alone while 4.9 percent commute using transit (Figure 4.5). The average commute time is 16.4 minutes and 27 percent of commute trips are under 10 minutes. This suggests that many driving commutes are relatively short, which may present a barrier to attracting new choice transit riders onto Summit Stage service without other disincentives.
Travel Markets

Unmet/Underserved Transit Needs

There are several communities within the Summit Stage Service area that are currently underserved by the system.

Summit Cove, a residential neighborhood along US-6 between the Town of Dillon and Keystone Resort, has no direct transit access leaving most riders with a one-mile gap between their homes and the nearest Summit Stage stop.

The residential portions of the Town of Silverthorne are currently served by the Silverthorne Loop route. However, as the Town expands, service might need to be extended to provide residents with additional coverage.

The Town of Blue River is a small but growing community south of Breckenridge. Summit Stage service is provided via the Blue River route on Route 9, but the low population density and lack of adequate and safe bus stops in the area creates a real challenge for providing efficient and cost-effective transit service.

Summary of Recent Related Planning Documents

Breckenridge Free Ride Transit Master Plan

The 2020 Breckenridge Free Ride Transit Master Plan was developed to address several operational challenges including limited service hours, insufficient frequency, lack of coordination between public parking operations and transit service, and difficulty managing fluctuations in demand. The Plan resulted in new route recommendations and operating schedules that would meet the network objectives of
improving reliability, making the Free Ride service more user friendly, providing faster service between key destinations, integrating transportation services that are offered by both the Town and the ski resort, planning for future demand, and offering supplemental service that connects with other providers like Summit Stage.

**Frisco Community Plan**

The 2019 *Frisco Community Plan* serves as the town’s comprehensive plan and incorporates many transit service and infrastructure goals. The importance of transit within Frisco is emphasized throughout and investments supporting quality core services and mobility are identified within the policy framework.
Chapter 5 - Route Assessment

General Service Characteristics

Summit Stage operates year-round service on 12 routes, with daily service throughout Summit County, as well as to/from Park County and Lake County. Service is operated in two distinct seasons:

- Summer Season: third week of April to third week of November
- Winter service: third week of November until third week of April (essentially a typical ski season for the ski resorts of Breckenridge, Copper Mountain, and Keystone)

Table 5.1: Service Characteristics (based on Summer 2019 and Winter 2019-20 data)

<table>
<thead>
<tr>
<th>Route</th>
<th>Span of Service</th>
<th>Frequency</th>
<th>Roundtrips per Day</th>
<th>Span of Service</th>
<th>Frequency</th>
<th>Roundtrips per Day</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frisco-Breckenridge</td>
<td>6:30am-1:59am</td>
<td>30 min. day; 60 min. evening*</td>
<td>31</td>
<td>6:30am-1:37am</td>
<td>30 min. day; 60 min. evening</td>
<td>31</td>
</tr>
<tr>
<td>Silverthorne-Frisco</td>
<td>6:00am-1:30am</td>
<td>30 min. day; 60 min. evening*</td>
<td>32</td>
<td>6:00am-1:40am</td>
<td>30 min. day; 60 min. evening</td>
<td>32</td>
</tr>
<tr>
<td>Silverthorne-Dillon-Keystone</td>
<td>5:40am-1:55am</td>
<td>30 min. day; 60 min. evening*</td>
<td>30</td>
<td>5:40am-1:43am</td>
<td>30 min. day; 60 min. evening</td>
<td>33</td>
</tr>
<tr>
<td>Frisco-Copper Mountain</td>
<td>6:30am-1:38am</td>
<td>30 min. day; 60 min. evening*</td>
<td>29</td>
<td>6:30am-1:38am</td>
<td>60 min.</td>
<td>20</td>
</tr>
<tr>
<td>Boreas Pass Loop</td>
<td>6:35am-1:35am</td>
<td>30 min. day; 60 min. evening*</td>
<td>30</td>
<td>7:05am-1:35am</td>
<td>30 min. day; 60 min. evening</td>
<td>30</td>
</tr>
<tr>
<td>Silverthorne Loop</td>
<td>6:45am-1:15am</td>
<td>60 min. day; 120 min. after 8:45pm</td>
<td>18</td>
<td>6:00am-1:15am</td>
<td>60 min.</td>
<td>19</td>
</tr>
<tr>
<td>Wilderness Loop</td>
<td>6:15am-12:45am</td>
<td>60 min. day; 120 min. after 8:45pm</td>
<td>18</td>
<td>6:15am-12:45am</td>
<td>60 min.</td>
<td>20</td>
</tr>
<tr>
<td>Purple (contracted)</td>
<td>6:15am-11:35pm</td>
<td>30 min. until 10:15pm</td>
<td>33</td>
<td>6:15am-11:35pm</td>
<td>30 min. until 10:15pm</td>
<td>33</td>
</tr>
<tr>
<td>Swan Mountain Flyer/Express</td>
<td>7:00am-5:45pm</td>
<td>60 min.</td>
<td></td>
<td>7:00am-6:20pm</td>
<td>60 min.</td>
<td></td>
</tr>
<tr>
<td>Blue River Commuter</td>
<td>7:11am-9:26pm</td>
<td>Various</td>
<td>5</td>
<td>7:11am-8:27pm</td>
<td>Various</td>
<td>5</td>
</tr>
<tr>
<td>Park County Commuter</td>
<td>6:43am-6:52pm</td>
<td>Various</td>
<td>3</td>
<td>6:43am-6:52pm</td>
<td>Various</td>
<td>2</td>
</tr>
<tr>
<td>Lake County Link</td>
<td>5:20am-10:40pm</td>
<td>Various</td>
<td>4</td>
<td>5:30am-10:40pm</td>
<td>Various</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: Summit Stage.
Summit Stage Bus Routes

Routes within Summit County

Summit Stage directly operates eight fixed routes and one commuter route within Summit County with varying seasonal service levels and route variations/exceptions. Routes are coordinated at the three transit centers served, providing passengers with opportunities to transfer between services. Many routes are interlined to improve operational efficiency and simplify transfers for passengers.

Frisco – Breckenridge

Figure 5.1: Frisco to Breckenridge Route

This route connects the Frisco Transit Center (FTC) on the northern end of the route with the Breckenridge Station on the southern end. Major activity centers along the route include the Frisco Walmart and Base...
Camp area, downtown Frisco, County Commons, the Frisco St. Anthony Summit Medical Campus, Summit High School and Farmers Korner, City Market Breckenridge, and downtown Breckenridge.

Operationally, this route has experienced increased one-way travel times in the past few years due to increasing development and traffic along the route. In past years, this route has operated an express variation, but a shortage of drivers caused this to be cancelled. This route is interlined with the Boreas Pass Loop.

Silverthorne – Frisco

Figure 5.2: Silverthorne to Frisco Route
This route connects the Silverthorne Station on the northern end of the route with the FTC on the southern end of the route. This route operates with limited stops; besides serving the two transit centers, the only other activity center served is the Frisco Walmart.

Operationally, this route is challenged by the winter closures of I-70 that happen frequently and cause significant route disruption. This is operated as a standalone route during the day and is interlined with the Silverthorne-Dillon-Keystone route at night.

*Silverthorne – Dillon – Keystone*

![Silverthorne - Dillon - Keystone Route](image)

*Figure 5.3: Silverthorne - Dillon - Keystone Route*
This route connects the Silverthorne Station on the western end of the route with Keystone Resort on the eastern end of the route. Major activity centers along the route include Dillon Valley, Dillon, Summit Cove, Keystone Lodge, and River Run base area.

Operationally, this route can experience weekend traffic delays on the approach to Keystone, which can require an extra bus. As with many Summit Stage routes, this route is serving many needs including the community circulation needs for Silverthorne and Dillon, the commuter needs from Silverthorne and Dillon to Keystone, and tourists needs to Keystone. As a result, the route travel time is less efficient for some passengers, such as skiers and snowboarders wanting a quick trip from Silverthorne to Keystone. This route is interlined with the Silverthorne-Frisco route at night.

_Copper Mountain_

_Figure 5.4: Frisco to Copper Route_
This route connects the FTC on the eastern end of the route with the Copper Mountain village area on the western end of the route. Major activity centers along the route include the retail/hotel area at Highway 9 and I-70, Main Street Frisco, the East Village at Copper, and the Center Village at Copper.

Historically, this route was interlined with other routes but frequent I-70 winter closures made this difficult, so Copper Mountain is no longer interlined with any other routes.

Swan Mountain Flyer/Swan Mountain Express

![Swan Mountain Flyer Route](image)

Figure 5.5: Swan Mountain Flyer Route

This Swan Mountain Flyer route connects Breckenridge Station on the southwest end of the route with Keystone and Arapahoe Basin on the northeastern end of the route. Major activity centers served include...
central Breckenridge, the Breckenridge Recreation Center, Summit High School and Farmers Korner, Summit Cove, Keystone Lodge, River Run, and Arapahoe Basin Ski & Snowboard Area (A-Basin). This route operates in the winter season and for a limited time during the summer season.

The Swan Mountain Express was a variation of the route that provided one roundtrip per day from Breckenridge to Silverthorne via Swan Mountain Road, but the route was recently cancelled due to the on-going driver shortage.

The Swan Mountain Flyer route serves both commuters and skiers traveling to Keystone and A-Basin. It is also coordinated with Silverthorne-Dillon-Keystone route to allow transfers between the two routes.

**Boreas Pass Loop**

*Figure 5.6: Boreas Pass Loop Route*
This route connects Breckenridge Station to the Boreas Pass neighborhood area to the southeast of Breckenridge. Major activity centers served include The Village at Breckenridge, Breckenridge Ice Rink, Illinois Gulch, Emmett Lode, Club House Road, and Silver Queen areas.

Operationally, this route is challenged by Breckenridge traffic at certain times, which requires the Boreas Pass route to be operated independently of Frisco-Breckenridge route (normally, it is interlined with Frisco-Breckenridge).

*Silverthorne Loop*

![Silverthorne Loop Route](image)

*Figure 5.7: Silverthorne Loop Route*
This route connects Silverthorne Station to points within the Town of Silverthorne. Major activity centers served include the Outlet Stores, Tanglewood area hotels, Silverthorne Recreation Center, Silverthorne Library, Silverthorne Elementary School, Willowbrook, Blue River Apartments, Villa Sierra Madre, and Target.

Operationally, this route has grown increasingly more difficult to keep on schedule due to development and traffic. As a result, Summit Stage has recently changed the Silverthorne elementary school stop to a request only stop due to low ridership and potential time savings associated with not having to take the extra four to five minutes to serve this stop without picking up or dropping off any passengers. This route is interlined with the Wildernest Loop.

**Wildernest Loop**

*Figure 5.8: Wildernest Loop Route*
This route connects Silverthorne Station with the Wildernest area just southwest of Silverthorne. Major activity centers served include Lowe’s, Wildernest Center, Silver Queen East and West, Timber Ridge, and a trailhead at the top of Ryan Gulch Road.

Operationally, this route is interlined with the Silverthorne Loop, which can cause problems staying on schedule.

*Blue River Commuter*

*Figure 5.9: Blue River Commuter Route*
This route connects Breckenridge Station to the Town of Blue River and neighborhood areas along Highway 9, south of Breckenridge. Major activity centers served include the southern end of downtown Breckenridge, Blue River Road, and Blue River Town Hall area.

Operationally, this route is challenged by lack of adequate bus stop and bus pullout infrastructure along Highway 9. Stops are not paired and often require dangerous crossings of Highway 9 where there are no designated crosswalks and vehicle speeds can be high. This route is interlined with the Park County Commuter route for six of the 10 daily one-way trips.

**Commuter Routes (Intercounty)**

*Lake County Link*

*Figure 5.10: Lake County Link Route*
This route connects Frisco Station in Summit County on the northern end of the route with Leadville in Lake County to the south. Major activity centers served include Leadville City Hall, Leadville Family Dollar, Leadville Safeway, Eagles Nest area of Leadville, Climax, and the East Village at Copper Mountain.

Operationally, this route runs over 11,318’ Fremont Pass and requires two buses to operate, which are garaged in Leadville overnight.

*Park County Commuter*

*Figure 5.11: Park County Commuter Route*
This route connects Breckenridge Station on the northern end of the route to towns of Alma and Fairplay in Park County to the south. Major activity centers served include downtown Fairplay, Main Street in Alma, Blue River, and downtown Breckenridge.

Operationally, this route runs over 11,539' Hoosier Pass and requires two buses to be garaged overnight in Fairplay.

Other services

Contracted Routes

Purple

This route is operated by Breck Free Ride under an agreement between Summit County and Town of Breckenridge, whereby Summit County/Summit Stage pays Breckenridge an annual fee for operating the route. The Purple Route operates year-round and connects Breckenridge Station with the Wellington neighborhood to the east of Breckenridge. Major activity centers served include downtown Breckenridge, French Street, Wellington Road, Reiling/Huron Road, and the Breckenridge Recreation Center.

Mountain Mobility

Mountain Mobility is the complementary paratransit service operated by Summit Stage in support of the fixed route service. Mountain Mobility provides curb-to-curb service to anyone with a qualifying disability, per the ADA. Service is provided for travel anywhere in Summit County that is within three-quarters of one mile from Summit Stage and Breckenridge Free Ride fixed route bus stops. Service is not provided for stops serving commuter routes.

Mountain Mobility days and hours of service are the same as Summit Stage fixed route bus service and must be scheduled at least one day in advance between the hours of 8:00 a.m. and 4:00 p.m. Monday through Friday.

Ridership and Performance Analysis

Annual Ridership

Summit Stage ridership has been relatively stable over the past decade, as shown in Table 5.2 and Figure 5.12, averaging around 1.76 million annual passenger boardings from 2010 through 2019. The highest total annual ridership of 1,875,395 occurred in 2015 and the lowest annual ridership of 1,664,581 occurred in 2018. It should be noted that Summit Stage has had to cut service levels over the past three years due to the persistent driver shortage – ridership would likely have been higher if there had been enough drivers to maintain consistent service levels.
Table 5.2: Annual Ridership by Route (2010-2019)

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Silverthorne-Keystone</td>
<td>448,751</td>
<td>432,554</td>
<td>478,778</td>
<td>489,497</td>
<td>490,394</td>
<td>499,893</td>
<td>473,963</td>
<td>449,165</td>
<td>415,035</td>
<td>427,650</td>
</tr>
<tr>
<td>Frisco-Breckenridge</td>
<td>357,241</td>
<td>355,218</td>
<td>381,829</td>
<td>376,813</td>
<td>400,365</td>
<td>395,035</td>
<td>388,163</td>
<td>381,059</td>
<td>375,676</td>
<td>377,181</td>
</tr>
<tr>
<td>Silverthorne-Frisco</td>
<td>284,966</td>
<td>259,540</td>
<td>269,774</td>
<td>262,146</td>
<td>277,182</td>
<td>277,294</td>
<td>261,878</td>
<td>246,483</td>
<td>243,113</td>
<td>245,149</td>
</tr>
<tr>
<td>Copper Mountain</td>
<td>204,722</td>
<td>185,646</td>
<td>195,255</td>
<td>201,319</td>
<td>209,260</td>
<td>212,330</td>
<td>201,900</td>
<td>185,965</td>
<td>183,212</td>
<td>188,630</td>
</tr>
<tr>
<td>Silverthorne/Wildernest Loop</td>
<td>221,710</td>
<td>195,030</td>
<td>179,654</td>
<td>151,081</td>
<td>155,378</td>
<td>178,965</td>
<td>177,525</td>
<td>159,861</td>
<td>143,770</td>
<td>159,079</td>
</tr>
<tr>
<td>Boreas Pass Loop</td>
<td>110,056</td>
<td>131,480</td>
<td>147,982</td>
<td>154,420</td>
<td>163,282</td>
<td>150,864</td>
<td>156,989</td>
<td>141,736</td>
<td>134,793</td>
<td>139,297</td>
</tr>
<tr>
<td>Purple Route (contracted)</td>
<td>68,421</td>
<td>65,835</td>
<td>73,451</td>
<td>76,007</td>
<td>79,676</td>
<td>97,429</td>
<td>99,848</td>
<td>79,563</td>
<td>87,662</td>
<td>86,398</td>
</tr>
<tr>
<td>Swan Mtn. Flyer/Express</td>
<td>40,536</td>
<td>51,680</td>
<td>50,042</td>
<td>44,615</td>
<td>46,618</td>
<td>45,783</td>
<td>47,088</td>
<td>39,852</td>
<td>40,466</td>
<td>35,574</td>
</tr>
<tr>
<td>Lake County Commuter</td>
<td>3,543</td>
<td>5,899</td>
<td>8,459</td>
<td>11,137</td>
<td>12,396</td>
<td>16,776</td>
<td>27,446</td>
<td>28,527</td>
<td>32,475</td>
<td>31,606</td>
</tr>
<tr>
<td>Blue River/Park Commuter</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1,026</td>
<td>8,483</td>
<td>8,427</td>
<td>8,379</td>
<td>17,218</td>
</tr>
<tr>
<td><strong>SYSTEM TOTAL</strong></td>
<td><strong>1,739,946</strong></td>
<td><strong>1,682,882</strong></td>
<td><strong>1,785,224</strong></td>
<td><strong>1,767,035</strong></td>
<td><strong>1,834,551</strong></td>
<td><strong>1,875,395</strong></td>
<td><strong>1,843,283</strong></td>
<td><strong>1,720,638</strong></td>
<td><strong>1,664,581</strong></td>
<td><strong>1,707,782</strong></td>
</tr>
</tbody>
</table>

Source: Fehr & Peers.

The top three routes, in terms of ridership, are Silverthorne-Keystone, Frisco-Breckenridge, and Silverthorne-Frisco – these routes account for 61 percent of the total Summit Stage ridership.
Figure 5.12: Annual Ridership by Route (2010-2019)

Trends by Route Type

Figure 5.13 shows the ridership trends over the past ten years for town-to-town and town-to-resort routes. A review of the trends shows that ridership was generally increasing for all routes from 2010 through 2015, when ridership started to fall, most noticeably for Silverthorne-Keystone. In the past two years, ridership has stabilized and has started to increase slightly in some cases.
Figure 5.14 shows the ridership trends over the past ten years for residential/neighborhood routes. A review of the trends shows that ridership varied route to route from 2010 through 2015. Silverthorne/Wildernest showed a drop in ridership between 2010 and 2013, when it then started to grow again for a few years only to fall and then recover again. Boreas Pass showed growth in ridership between 2010 and 2014, when it then started to fall slightly through 2018. Purple route ridership grew from 2010 through 2016, fell significantly in 2017, and has stabilized in recent years. Swan Mountain Flyer ridership has remained relatively stable for the past 10 years but has since seen a decrease in the past two years.
Figure 5.14: Residential/Neighborhood Route Ridership Trends

Figure 5.15 shows the ridership trends over the past ten years for the two commuter routes. A review of the trends shows Lake County ridership grew significantly from 2010 through 2018 and saw a slight dip in ridership in 2019. As a newer route, Blue River/Park County ridership has been growing, especially in 2019 with the extension of service into Park County.

Figure 5.15: Commuter Route Ridership Trends
**Monthly Ridership**

As a mountain resort transit system, ridership significantly fluctuates month-to-month, as shown in Figure 5.16. In 2019, ridership peaked in January at 224,419 and bottomed out in October at 98,076. Overall, system ridership can vary by 56 percent from peak season to offseason. Individual route offseason ridership can also vary significantly. Examples include the Frisco to Copper Route, which has 84 percent lower ridership in October than in January and the Silverthorne/Wildernest route, what has only 19 percent lower in October than in January.

*Figure 5.16: Monthly Ridership by Route (2019)*

The majority of riders use the system during daytime hours, with the rate of nighttime (or post-6 p.m.) ridership ranging from 17 percent to 27 percent for the five routes with available data (Figure 5.17).
Figure 5.17: Route Ridership by Time of Day (night hours begin at 6 p.m.)

Ridership Analysis

Service Supplied

To understand how many vehicle service hours and vehicle service miles are supplied relative to ridership, a comparison of the pro rata percentage of ridership, hours, miles for each route is shown in Table 5.3. If all three percentages are equal, this indicates a route that produces equivalent ridership for the service hours and service miles provided. Vehicle service hours and miles refer to the time and miles that each individual bus is active on a published route schedule. These metrics do not include the time and miles getting to and from the beginning and end of a route, driver breaks, training, or other non-published route service time and miles.

Table 5.3: Ridership Compared to Service Supplied (2019)

<table>
<thead>
<tr>
<th>Routes</th>
<th>Total 2019 Ridership</th>
<th>% of total system</th>
<th>Total 2019 Hours</th>
<th>% of total system</th>
<th>Total 2019 Miles</th>
<th>% of total system</th>
</tr>
</thead>
<tbody>
<tr>
<td>Silverthorne-Keystone</td>
<td>427,650</td>
<td>24.7%</td>
<td>17,250</td>
<td>22.2%</td>
<td>300,370</td>
<td>22.2%</td>
</tr>
<tr>
<td>Frisco-Breckenridge</td>
<td>377,181</td>
<td>21.8%</td>
<td>15,270</td>
<td>19.7%</td>
<td>249,722</td>
<td>18.4%</td>
</tr>
<tr>
<td>Silverthorne-Frisco</td>
<td>245,149</td>
<td>14.2%</td>
<td>5,876</td>
<td>7.6%</td>
<td>98,704</td>
<td>7.3%</td>
</tr>
<tr>
<td>Copper Mountain</td>
<td>188,630</td>
<td>10.9%</td>
<td>8,670</td>
<td>11.2%</td>
<td>164,721</td>
<td>12.2%</td>
</tr>
<tr>
<td>Routes</td>
<td>Total 2019 Ridership</td>
<td>% of total system</td>
<td>Total 2019 Vehicle Service Hours</td>
<td>% of total system</td>
<td>Total 2019 Vehicle Service Miles</td>
<td>% of total system</td>
</tr>
<tr>
<td>------------------------------------</td>
<td>----------------------</td>
<td>-------------------</td>
<td>----------------------------------</td>
<td>-------------------</td>
<td>----------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>Silverthorne/Wildernest Loop</td>
<td>159,079</td>
<td>9.2%</td>
<td>7,163</td>
<td>9.2%</td>
<td>103,189</td>
<td>7.6%</td>
</tr>
<tr>
<td>Boreas Pass Loop</td>
<td>139,297</td>
<td>8.0%</td>
<td>7,570</td>
<td>9.7%</td>
<td>111,706</td>
<td>8.2%</td>
</tr>
<tr>
<td>Purple Route</td>
<td>86,398</td>
<td>5.0%</td>
<td>6,370</td>
<td>8.2%</td>
<td>74,734</td>
<td>5.5%</td>
</tr>
<tr>
<td>Swan Mountain Flyer/Express</td>
<td>59,875</td>
<td>3.5%</td>
<td>4,944</td>
<td>6.4%</td>
<td>104,508</td>
<td>7.7%</td>
</tr>
<tr>
<td>Lake County Commuter</td>
<td>31,606</td>
<td>1.7%</td>
<td>3,159</td>
<td>4.0%</td>
<td>104,940</td>
<td>7.8%</td>
</tr>
<tr>
<td>Blue River/Park Co. Commuter</td>
<td>17,218</td>
<td>1.0%</td>
<td>1,422</td>
<td>1.8%</td>
<td>41,698</td>
<td>3.1%</td>
</tr>
<tr>
<td><strong>SYSTEMWIDE</strong></td>
<td><strong>1,732,083</strong></td>
<td><strong>100%</strong></td>
<td><strong>77,693</strong></td>
<td><strong>100%</strong></td>
<td><strong>1,354,291</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Summit Stage, Fehr & Peers.

For easier visualization and comparison, the data from Table 5.3 is shown graphically in Figure 5.18.

*Figure 5.18: Ridership Compared to Service Supplied (2019)*
A review of Table 5.3 and Figure 5.18 shows that:

- Keystone-Silverthorne, Breckenridge-Frisco, and Frisco-Silverthorne all produce more ridership for their service supplied in hours and miles.
- Copper Mountain, Silverthorne/Wildernest, and Boreas Pass all produce approximately equivalent ridership for service supplied.
- Purple Route produces less ridership for hours supplied but similar ridership for miles supplied.
- Swan Mountain Flyer, Lake County Commuter, and Blue River/Park County Commuter all produce lower ridership for hours supplied and much lower ridership for miles supplied – this is primarily due to their nature of having longer mileage routes with higher operating speeds and less stops per mile.

**Ridership by Stop**

A ridership analysis for one week from a peak month showed that stops serving multiple routes tend to have the highest ridership (Figure 5.19). During March 11-17, 2019, the sample week of ridership analysis at the stop level, it was found that Breckenridge Station had the highest ridership, followed by 3rd Street Station in Silverthorne and the Frisco Transfer Center (Table 5.4). These stops are on the three most productive routes, which are profiled in the following section.
### Table 5.4: Stops with Highest Ridership (2019)

<table>
<thead>
<tr>
<th>Stop Name</th>
<th>Average Daily Riders</th>
</tr>
</thead>
<tbody>
<tr>
<td>Breckenridge Station</td>
<td>828</td>
</tr>
<tr>
<td>3rd Street Station</td>
<td>763</td>
</tr>
<tr>
<td>Frisco Transfer Center</td>
<td>613</td>
</tr>
<tr>
<td>River Run</td>
<td>537</td>
</tr>
<tr>
<td>Passage Point</td>
<td>448</td>
</tr>
<tr>
<td>Target</td>
<td>391</td>
</tr>
<tr>
<td>Main &amp; 6th (to Breck or Copper)</td>
<td>204</td>
</tr>
<tr>
<td>Dillon Ridge</td>
<td>179</td>
</tr>
<tr>
<td>Dillon Valley East</td>
<td>163</td>
</tr>
<tr>
<td>Village Resort</td>
<td>118</td>
</tr>
</tbody>
</table>

Source: Summit Stage, Fehr & Peers.

### Route Productivity

An analysis of individual route and total system productivity (passenger trips per hour and per mile) using 2019 data is shown in Table 5.5.

### Table 5.5: Route Productivity (2019)

<table>
<thead>
<tr>
<th>Route</th>
<th>Passenger trips per hour</th>
<th>Passenger trips per mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>Silverthorne-Keystone</td>
<td>25</td>
<td>1.42</td>
</tr>
<tr>
<td>Frisco-Breckenridge</td>
<td>25</td>
<td>1.51</td>
</tr>
<tr>
<td>Silverthorne-Frisco</td>
<td>42</td>
<td>2.48</td>
</tr>
<tr>
<td>Copper Mountain</td>
<td>22</td>
<td>1.15</td>
</tr>
<tr>
<td>Silverthorne/Wildernest Loop</td>
<td>22</td>
<td>1.54</td>
</tr>
<tr>
<td>Boreas Pass Loop</td>
<td>18</td>
<td>1.25</td>
</tr>
<tr>
<td>Purple Route (contracted)</td>
<td>14</td>
<td>1.16</td>
</tr>
<tr>
<td>Swan Mountain Flyer/Express</td>
<td>12</td>
<td>0.57</td>
</tr>
<tr>
<td>Lake County Commuter</td>
<td>10</td>
<td>0.30</td>
</tr>
<tr>
<td>Blue River/Park Co. Commuter</td>
<td>12</td>
<td>0.41</td>
</tr>
<tr>
<td>Route</td>
<td>Passenger trips per hour</td>
<td>Passenger trips per mile</td>
</tr>
<tr>
<td>------------------------</td>
<td>--------------------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>SYSTEMWIDE w/out Paratransit</td>
<td>22</td>
<td>1.28</td>
</tr>
<tr>
<td>Paratransit</td>
<td>1</td>
<td>0.10</td>
</tr>
<tr>
<td>SYSTEMWIDE w/Paratransit</td>
<td>21</td>
<td>1.22</td>
</tr>
</tbody>
</table>

Source: Summit Stage, Fehr & Peers.

Summit Stage has established total system productivity goal of 22 passengers/hour, which was met in 2019 without paratransit included. Summit Stage’s productivity goal for town-to-town and town-to-resort routes is 16, which all routes of that type met, and a goal of 11 for residential routes, which all routes of that type met. Historically, commuter routes have not had a formally established goal, but there has been an informal goal of 11 for commuter routes, which Park County met but Lake County Commuter did not. Since the Lake County Commuter travels the longest distance with passengers on board for the longest time, it is difficult for this route to meet the commuter productivity goal of 11, and this goal is reevaluated in the performance measures section of this report (Chapter 12).
Chapter 6 - Financial Analysis

Budget History

Summit Stage revenues, operating expenses, and capital expenses are shown in Table 6.1 for 2017-2019 actuals and 2020 budget.

Table 6.1: 2020 Budget and 2017-2019 Actuals

<table>
<thead>
<tr>
<th>Category</th>
<th>2017 Actual</th>
<th>2018 Actual</th>
<th>2019 Actual</th>
<th>2020 Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Revenues</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mass Transit Tax (net of fees)</td>
<td>$11,016,120</td>
<td>$10,356,795</td>
<td>$11,627,215</td>
<td>$12,959,400</td>
</tr>
<tr>
<td>Grants</td>
<td>$482,040</td>
<td>$2,436,227</td>
<td>$688,353</td>
<td>$12,294,381</td>
</tr>
<tr>
<td>Commuter Service Revenue</td>
<td>$248,752</td>
<td>$266,825</td>
<td>$193,591</td>
<td>$255,000</td>
</tr>
<tr>
<td>Advertising</td>
<td>$167,061</td>
<td>$115,218</td>
<td>$176,258</td>
<td>$159,400</td>
</tr>
<tr>
<td>Commuter Fares</td>
<td>$75,438</td>
<td>$91,379</td>
<td>$102,198</td>
<td>$95,000</td>
</tr>
<tr>
<td>Other (rental, interest, misc.)</td>
<td>$54,267</td>
<td>$47,597</td>
<td>$141,379</td>
<td>$71,303</td>
</tr>
<tr>
<td><strong>Total Revenues</strong></td>
<td>$12,043,678</td>
<td>$13,314,040</td>
<td>$12,928,994</td>
<td>$25,834,484</td>
</tr>
<tr>
<td><strong>Operating Expenses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Compensation and Benefits</td>
<td>$5,856,971</td>
<td>$5,941,110</td>
<td>$5,771,881</td>
<td>$6,528,668</td>
</tr>
<tr>
<td>Administration/Prof. Assist.</td>
<td>$718,020</td>
<td>$915,067</td>
<td>$918,591</td>
<td>$1,080,702</td>
</tr>
<tr>
<td>Purchased Transportation</td>
<td>$478,125</td>
<td>$540,887</td>
<td>$543,728</td>
<td>$497,760</td>
</tr>
<tr>
<td>Fuel</td>
<td>$622,653</td>
<td>$742,475</td>
<td>$689,986</td>
<td>$770,986</td>
</tr>
<tr>
<td>Repair/Maintenance</td>
<td>$2,634,843</td>
<td>$2,224,391</td>
<td>$1,944,834</td>
<td>$2,098,000</td>
</tr>
<tr>
<td>Insurance/Safety</td>
<td>$75,363</td>
<td>$27,839</td>
<td>$58,085</td>
<td>$60,000</td>
</tr>
<tr>
<td>Office Expenses, Supplies, Misc.</td>
<td>$240,307</td>
<td>$173,213</td>
<td>$180,528</td>
<td>$186,800</td>
</tr>
<tr>
<td><strong>Total Operating Expenses</strong></td>
<td>$10,626,283</td>
<td>$10,564,981</td>
<td>$10,107,183</td>
<td>$11,222,916</td>
</tr>
<tr>
<td><strong>Capital Expenses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capital Outlay</td>
<td>$275,726</td>
<td>$3,232,101</td>
<td>-$</td>
<td>-$</td>
</tr>
<tr>
<td>Buildings</td>
<td>-$</td>
<td>-$</td>
<td>$67,384</td>
<td>$531,250</td>
</tr>
<tr>
<td>Improvements (excl. buildings)</td>
<td>-$</td>
<td>-$</td>
<td>$451,378</td>
<td>$10,451,438</td>
</tr>
<tr>
<td>Buses/Transit Equipment</td>
<td>-$</td>
<td>-$</td>
<td>$46,368</td>
<td>$3,426,367</td>
</tr>
<tr>
<td><strong>Total Capital Expenses</strong></td>
<td>$275,726</td>
<td>$3,232,101</td>
<td>$565,130</td>
<td>$14,409,055</td>
</tr>
</tbody>
</table>

**Summary**

<table>
<thead>
<tr>
<th>Total Expenses (Operating+Capital)</th>
<th>2017 Actual</th>
<th>2018 Actual</th>
<th>2019 Actual</th>
<th>2020 Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Net</td>
<td>$1,141,668</td>
<td>$(483,042)</td>
<td>$2,256,681</td>
<td>$202,513</td>
</tr>
</tbody>
</table>

Source: Summit Stage.
An analysis of the budget details of Table 6.1 shows that:

- Operating expenses have remained relatively stable, averaging $10,630,341 over 2017-2020.
- Grant revenue has varied year-to-year due to variable federal and state funding for capital projects. Generally, grant revenue for operating expenses has remained relatively stable, apart from new funding for new routes such as the Park County Commuter route.
- Capital expenses have significantly fluctuated year-to-year (and account for the large variance in revenues year-to-year), but this is typical for most transit agencies, as capital projects and associated grants vary greatly each year depending on bus replacements and infrastructure projects.
- The net budget has produced a surplus of $2,915,307 over 2017 through 2019, which is typically used to build a reserve for providing matching funds for capital grants and for protecting against unknowns.

**Revenue Sources**

A chart of the 2019 revenue sources is shown in Figure 6.1 and shows that the local mass transit sales tax makes up the biggest single source of revenue for Summit Stage at 90 percent of all revenue. Grants are the second highest share of revenue at 5 percent.

![Figure 6.1: Revenue Sources (2019)](image-url)
Expense Categories

A chart of the 2019 expense categories is shown in Figure 6.2 and shows that the top three expense categories for the Summit Stage are:

- Compensation and benefits at 57 percent
- Repair and maintenance at 19 percent
- Administration and Professional Assistance at 9 percent

![Expense Categories Chart]

Figure 6.2: Expense Categories (2019)

Financial Performance

A cost allocation by route and service has been created by Summit Stage and is shown in Table 6.2 and Figure 6.3. As expected, the routes with the highest amount service have the highest budget share, and cost per hour of service is relatively consistent across all services, apart from the Purple route, which is contracted with the Town of Breckenridge.

Table 6.2: Cost Allocation and Financial Performance by Route

<table>
<thead>
<tr>
<th>Route</th>
<th>Budget Allocation</th>
<th>% Budget Share</th>
<th>$/Rider</th>
<th>$/Hour</th>
<th>$/Mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>Silverthorne-Keystone</td>
<td>$2,421,358</td>
<td>22%</td>
<td>$5.66</td>
<td>$140.37</td>
<td>$8.06</td>
</tr>
<tr>
<td>Route</td>
<td>Budget Allocation</td>
<td>% Budget Share</td>
<td>$/Rider</td>
<td>$/Hour</td>
<td>$/Mile</td>
</tr>
<tr>
<td>------------------------------</td>
<td>-------------------</td>
<td>----------------</td>
<td>---------</td>
<td>--------</td>
<td>--------</td>
</tr>
<tr>
<td>Frisco-Breckenridge</td>
<td>$2,137,252</td>
<td>19%</td>
<td>$5.67</td>
<td>$139.96</td>
<td>$8.56</td>
</tr>
<tr>
<td>Copper Mountain</td>
<td>$1,216,927</td>
<td>11%</td>
<td>$6.45</td>
<td>$140.36</td>
<td>$7.39</td>
</tr>
<tr>
<td>Boreas Pass Loop</td>
<td>$1,068,616</td>
<td>9%</td>
<td>$7.67</td>
<td>$141.16</td>
<td>$9.57</td>
</tr>
<tr>
<td>Silverthorne/Wildernest Loop</td>
<td>$1,005,432</td>
<td>9%</td>
<td>$6.32</td>
<td>$140.36</td>
<td>$9.74</td>
</tr>
<tr>
<td>Silverthorne-Frisco</td>
<td>$824,736</td>
<td>7%</td>
<td>$3.36</td>
<td>$140.36</td>
<td>$8.36</td>
</tr>
<tr>
<td>Paratransit</td>
<td>$784,844</td>
<td>7%</td>
<td>$125.49</td>
<td>$140.38</td>
<td>$11.94</td>
</tr>
<tr>
<td>Swan Mountain Flyer/Express</td>
<td>$622,957</td>
<td>6%</td>
<td>$17.51</td>
<td>$126.00</td>
<td>$5.96</td>
</tr>
<tr>
<td>Purple Route (contracted)</td>
<td>$497,760</td>
<td>4%</td>
<td>$5.76</td>
<td>$78.14</td>
<td>$6.66</td>
</tr>
<tr>
<td>Lake County Commuter</td>
<td>$443,398</td>
<td>4%</td>
<td>$14.03</td>
<td>$140.36</td>
<td>$4.24</td>
</tr>
<tr>
<td>Blue River/Park Co. Commuter</td>
<td>$199,633</td>
<td>2%</td>
<td>$11.59</td>
<td>$140.39</td>
<td>$4.79</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$11,222,913</strong></td>
<td><strong>100%</strong></td>
<td><strong>$6.55</strong></td>
<td><strong>$134.75</strong></td>
<td><strong>$7.91</strong></td>
</tr>
</tbody>
</table>

Note: Analysis was completed using 2020 Summit Stage budget and 2019 ridership, hours, and miles. Source: Summit Stage, Fehr & Peers.

Paratransit has notably higher cost per passenger and per mile due to the low number of trips performed and low productivity of paratransit in general. This is common for most transit agencies. Cost per mile varies widely, given differences in roundtrip route mileages throughout the Summit Stage system. It should also be noted that the Purple Route is contracted through an Intergovernmental Agreement (IGA) between Summit County and the Town of Breckenridge. The IGA defines the total service cost and is reviewed periodically to update the cost per hour and service parameters, as needed.
Figure 6.3: Cost Allocation by Route

Grant Status

Summit Stage receives a variety of state and federal grants for supporting operating and capital projects. The current grant breakdown for Summit Stage is shown in Table 6.3.

Table 6.3: Active Grant Breakdown (as of October 2020)

<table>
<thead>
<tr>
<th>Project</th>
<th>Grant Amount</th>
<th>Project Budget</th>
<th>Grant Program</th>
<th>Year of Award</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frisco Transit Center Phase I</td>
<td>$4,376,868</td>
<td>$5,471,085</td>
<td>FASTER</td>
<td>2014 - 2016</td>
</tr>
<tr>
<td>Frisco Transit Center Phase II</td>
<td>$4,087,892</td>
<td>$5,602,344</td>
<td>SB267/MMOF</td>
<td>2018 - 2019</td>
</tr>
<tr>
<td>One Replacement Battery Electric Bus (BEB)</td>
<td>$705,936</td>
<td>$1,005,936</td>
<td>5339</td>
<td>2020</td>
</tr>
<tr>
<td>Emergency Operating Assistance for Summit Stage</td>
<td>$3,023,692</td>
<td>$3,023,692</td>
<td>CARES Act</td>
<td>2020</td>
</tr>
<tr>
<td>Operating Assistance for Summit Stage</td>
<td>$630,120</td>
<td>$630,120</td>
<td>5311</td>
<td>2020</td>
</tr>
<tr>
<td>Operating Assistance for Lake County Link</td>
<td>$118,400</td>
<td>$118,400</td>
<td>5311</td>
<td>2020</td>
</tr>
<tr>
<td>Operating Assistance for Park County Commuter</td>
<td>$45,000</td>
<td>$45,000</td>
<td>5311</td>
<td>2020</td>
</tr>
<tr>
<td>Initial Design, New Transit Headquarters</td>
<td>$425,000</td>
<td>$531,250</td>
<td>SB267/MMOF</td>
<td>2019</td>
</tr>
<tr>
<td>Project</td>
<td>Grant Amount</td>
<td>Project Budget</td>
<td>Grant Program</td>
<td>Year of Award</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>--------------</td>
<td>----------------</td>
<td>---------------</td>
<td>---------------</td>
</tr>
<tr>
<td>Three Replacement BEBs</td>
<td>$2,669,292</td>
<td>$2,869,275</td>
<td>5339a,c/5311</td>
<td>2019</td>
</tr>
<tr>
<td>Four Replacement Body on Chassis Buses</td>
<td>$358,872</td>
<td>$448,590</td>
<td>5311</td>
<td>2019</td>
</tr>
<tr>
<td>Short Range Transit Plan</td>
<td>$40,000</td>
<td>$50,000</td>
<td>5304</td>
<td>2017</td>
</tr>
</tbody>
</table>

Source: Summit Stage.

**Peer Comparison of Financial Effectiveness**

Table 6.4 compares operating characteristics and performance metrics of Summit Stage to the other mountain resort transit agencies in various locations in Colorado and one in Utah. While each transit agency is unique with different cost structures, route demands, and service characteristics, these metrics allow for comparison in terms of service supplied, cost to deliver service, and the number of passengers attracted, based on agency reporting to the National Transit Database (NTD) for 2018.

**Table 6.4: Comparison of Mountain Resort Transit Agencies Service and Financial Effectiveness**

<table>
<thead>
<tr>
<th>Metric</th>
<th>Summit Stage</th>
<th>RFTA</th>
<th>Park City Transit</th>
<th>Eco Transit</th>
<th>Breck Free Ride</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ridership</td>
<td>1,697,776</td>
<td>4,969,920</td>
<td>2,331,398</td>
<td>1,058,885</td>
<td>1,174,127</td>
</tr>
<tr>
<td>Operating Expenses</td>
<td>$10,579,762</td>
<td>$32,342,251</td>
<td>$13,268,562</td>
<td>$10,091,853</td>
<td>$4,292,123</td>
</tr>
<tr>
<td>Service Hours</td>
<td>84,929</td>
<td>264,173</td>
<td>118,339</td>
<td>85,189</td>
<td>52,224</td>
</tr>
<tr>
<td>Service Miles</td>
<td>1,670,783</td>
<td>4,703,371</td>
<td>2,018,179</td>
<td>1,984,302</td>
<td>498,839</td>
</tr>
<tr>
<td>Passenger trips per Hour</td>
<td>20.0</td>
<td>18.8</td>
<td>19.7</td>
<td>12.4</td>
<td>22.5</td>
</tr>
<tr>
<td>Passenger trips per Mile</td>
<td>1.0</td>
<td>1.1</td>
<td>1.2</td>
<td>0.5</td>
<td>2.4</td>
</tr>
<tr>
<td>Cost per Hour</td>
<td>$124.57</td>
<td>$122.43</td>
<td>$112.12</td>
<td>$118.46</td>
<td>$82.19</td>
</tr>
<tr>
<td>Cost per Mile</td>
<td>$6.33</td>
<td>$6.88</td>
<td>$6.57</td>
<td>$5.09</td>
<td>$8.60</td>
</tr>
<tr>
<td>Cost per Passenger Trip</td>
<td>$6.23</td>
<td>$6.51</td>
<td>$5.69</td>
<td>$9.53</td>
<td>$3.66</td>
</tr>
</tbody>
</table>


Summit Stage’s cost performance metrics (cost per hour, cost per mile, and cost per passenger trip) are similar to RFTA, Park City Transit, and Eco Transit, while Breck Free Ride has a lower cost per hour and cost per passenger trip. Summit Stage has higher productivity (passenger trips per hour) than all peers shown except for Breck Free Ride. It should be noted that the methods by which transit agencies report data and account for indirect costs can vary from agency to agency and may account for some of the variance seen in cost per hour and cost mile calculations, as well as minor discrepancies in reported versus actual amounts (e.g., Summit Stage’s 2018 actual operating expenses were $10,564,981, as shown in Table 6.1, but Summit Stage’s NTD reported expenses were $10,579,762).
Chapter 7 - Public and Stakeholder Outreach Results

Input for improving the system was gathered from three separate and independent sources:

- Advisory Committee
- Online Survey
- Online Open House

Advisory Committee Input

An Advisory Committee (AC) was created that included members of the Summit Stage Transit Board and key staff members from Summit Stage. A kick-off meeting was held with the AC in September 2020 to review the project goals, outcomes, and key issues.

A set of questions was asked to solicit input for guiding the development of the study:

- In your opinion, why is this SRTP project important for Summit Stage right now?
- What are the top three challenges currently facing Summit Stage you would like to see addressed in the SRTP?
- What are the top three opportunities you see for service or route improvements in the coming five-year time horizon of the SRTP?

Themes

Importance of the SRTP

The AC underscored the importance of conducting the SRTP now, given the current context of public transportation in Summit County with financial and ridership challenges brought on largely by the COVID-19 pandemic and the ongoing driver shortage. Many committee members stated the importance of planning for lower revenue in the years to come and noted that Summit Stage may have to be more creative in the way it funds and plans its services going forward. Some members noted that it has been many years since Summit Stage took a fresh look at routes, schedules, stops, and operational procedures. The importance of looking at ways to restore services cut in the past few years was stated, as well as a desire to focus on improvements to core routes that meet the highest community needs of moving people to jobs and to help reduce visitor-related traffic. One AC member expressed a desire to look at the possibility of forming a regional transportation authority (RTA) to access potential new funding sources and tax mechanisms.

“What has worked in the past may not be the best approach going forward.”

- Advisory Committee Member
Challenges

AC members were asked to comment on the top challenges facing Summit Stage. While there were a variety of responses, the three most prominent challenges were:

1. The driver shortage, as well as support staffing needs and general recruitment and retention
2. Increasing local traffic congestion and its impact on bus operations and passenger travel times
3. An aging fleet and costs associated with replacing vehicles and transitioning to battery electric buses

Another theme expressed by several AC members was a concern about how to maintain or even increase revenues to support improved services.

Opportunities

When asked how the SRTP could be used to leverage potential improvements, the AC identified the following three opportunities:

1. Identify service changes or new route configurations that can make travel time by bus competitive with comparable car travel time
2. Continue to develop Summit Stage routes and schedules as a key strategy to addressing lack of affordable housing
3. Improve service within Silverthorne, Dillon, and Dillon Valley, as well as connections between those areas and other destinations within Summit County

Other opportunities included electrification of the entire bus fleet, addressing pedestrian connectivity and safe access to bus stops, use of emerging transit technologies, guest service training for drivers, and the possibility of new tax revenue mechanisms.

Community Survey Results

A community survey was developed with the goal of learning how existing riders use the system, what types of improvements those riders would like to see, what types of service improvements or changes would
be most valuable, and what types of barriers prevent non-riders from using the system. Questions were
developed with input from Summit Stage and Summit County staff.

The Summit Stage SRTP community survey was posted on the Summit Stage website in both English and
Spanish and was open for four and a half weeks from October 19, 2020 until November 19, 2020. During
that time, 528 individuals completed the survey. Of those, 41 respondents (7.8 percent) completed the
Spanish language version. The majority of respondents completing the Spanish language version
identified as Summit County residents. According to the American Community Survey 2018 5-year
estimates, 13.3 percent of Summit County residents speak Spanish at home, which suggests that the
survey may not fully represent the Spanish-speaking population of Summit County.

More than three-quarters (81 percent) of respondents self-identified as Summit County residents. The
overwhelming majority (92 percent) of respondents said they had used Summit Stage service previously
but on an infrequent basis of less than six times per year. Just 7 percent of respondents identified
themselves as daily riders, so regular riders were underrepresented in the survey. Survey respondents who
have used the service were most likely to have been on one of the following four routes: 1) Frisco to
Breckenridge, 2) Copper Mountain, 3) Silverthorne-Dillon or Frisco-Silverthorne (Figure 7.1).

![Survey Respondent Route Usage](image)

*Figure 7.1: Routes Used by Survey Respondents*

When riders were asked whether they make transfers between buses, 58 percent responded that they do
not. Of the respondents who do make transfers, 43 percent identified the Frisco Transfer Center as their
transfer point. Of those respondents who did provide a home location, 37 percent said they lived in Frisco,
and 14 percent said they lived in Silverthorne. Of the remaining respondents, 10 percent identified their
home location as elsewhere in Summit County and the remainder of respondents were evenly split
between Summit Cove, Dillon, Blue River, and other communities in the service area. When asked about
travel destinations, 33 percent of respondents identified Breckenridge as their primary destination, 25
percent said Copper Mountain, and 16 percent said Friso. The primary reason respondents used Summit Stage was to avoid having to deal with parking (Figure 7.2). The primary trip purpose was for skiing or snowboarding (Figure 7.3).

![Primary Reason for Riding](image)

**Figure 7.2: Primary Reasons for Riding Summit Stage**

![Primary Trip Purpose](image)

**Figure 7.3: Primary Trip Purpose when Riding Summit Stage**

Relatively few respondents identified lack of access to a car as their reason for riding and less than a quarter of respondents identified work as their primary trip purpose. This suggests the majority of respondents who use Summit Stage service are not transit dependent and given the infrequency with
which respondents use the service, the findings also suggest that Summit Stage currently fulfills unique but irregular trip types. The survey asked a question on whether riders use the Summit Stage app. Of people who responded to the question, 57 percent use the app and, of those respondents, 65 percent regularly use the app while riding Summit Stage and only 6 percent felt the app is not user friendly.

Survey respondents who identified as non-riders were asked to provide their primary reason for not using Summit Stage. Nearly half responded either that the bus is inconvenient (25 percent) or that they simply prefer driving (21 percent) (Figure 7.4). Another significant reason was lack of a bus stop near their home or travel destination (18 percent).

![Reasons for not Riding Summit Stage](image)

When asked to prioritize a set of potential improvements, respondents identified the following top three priorities:

- Increasing frequency by adding additional trips (composite score of 5.3 with 30 percent of respondents ranking this as the top priority)
- Making existing routes more direct to shorten travel times (composite score of 4.8)
- Restoring service that has been cut in the past (composite score of 4.5)

Adding later evening service and adding more summer service were identified as the lowest priority improvements. This suggests that riders would find service improvements to existing routes during peak times more valuable than late night or summer service expansion. Survey respondents were also asked about improvements to Summit Stage beyond service improvements. Driver recruitment and retainment
emerged as the top priority and transitioning to battery electric buses was identified as the second priority.

Respondents also provided a range of answers to an open-ended question asking for additional ideas on how to improve Summit Stage service. Of the 157 ideas, some common themes that emerged were:

- Improving the transit connection between Dillon and Frisco/Breckenridge by making the route more direct and faster and eliminating transfers.
- Adding service into the Summit Cove neighborhood to reduce the walking distance between residents’ homes and the existing bus stop on Cove Boulevard.
- Adding service to the Frisco Adventure Park.
- Providing ski/snowboard and additional bicycle storage on buses.

**Public Open House**

A virtual community open house was held online on December 9th, 2020. The online format was used to address the COVID-19 public health restrictions on public gatherings (Figure 7.5). The open house was designed as an opportunity for community members to learn about and give input on the potential route, service, and organizational options.

A series of informational presentation slides were developed illustrating each of the opportunity areas and associated possible solutions. Polling was incorporated so that open house participants could give immediate feedback on their opinions of each of the possible solutions.

The feedback received and polling results are included in Chapter 9.
Figure 7.5: December 9, 2020 Open House Event

Welcome!

Today we will present and discuss what Summit Stage service could look like for 2021 through 2025 and beyond.
Chapter 8 - Identification of Evaluation Criteria and Needs

Evaluation Criteria

Understanding the lens through which to view potential Summit Stage service alternatives and organizational opportunities is a critical piece of the SRTP study process. To that end, Fehr & Peers developed the following list of potential, relevant evaluation criteria:

- Compatibility with Summit Stage mission/goals
- Potential to increase total ridership
- Potential to improve productivity (riders per hour)
- Potential to make connections between key destinations quicker, more direct
- Potential to make connections to unserved areas
- Ease of initial implementation
- Ease of use for passengers
- Ease of ongoing operations for drivers/staff
- Impact on fleet needs
- Impact on staffing needs
- Impact on operational budget
- Impact on operations (schedule, policies, procedures, compliance)
- Impact on infrastructure (bus stops, admin/maintenance facility, transfer centers)

Establishment of Criteria

The list of evaluation criteria was presented to the AC members through a survey. Committee members were asked to pick their top evaluation criteria. The most important evaluation criteria identified by AC members, along with percentage of AC members who chose each criterion, are shown in Figure 8.1.
Figure 8.1: Evaluation Criteria

These top five identified evaluation criteria were used to assess the route and service options presented in Chapter 9 of this report.

**Needs Assessment**

The AC members were also asked to identify Summit Stage’s needs for the coming five years and to prioritize these needs in two categories: routes/services and organizational support.

**Top Route and Service Needs**

The top route and service needs identified were:

1. Express buses with limited stops on Frisco-Breckenridge and/or Silverthorne-Dillon-Keystone routes (composite score of 9.1)
2. Increased rush hour trips (e.g., buses every 15 minutes) for routes connecting town-to-town or town-to-resort (composite score of 8.9)
3. More direct, quicker connection between Dillon and Frisco/Breckenridge (composite score of 7.9)
4. More direct, quicker connection between Frisco and Keystone (composite score of 6.9)
5. Additional trips on commuter routes (composite score of 5.9)

Several other important needs, which did not make it into the top five, include new service within Summit Cove, restoring year-round Swan Mountain Flyer route, and reconfiguration of local service within the Dillon and Silverthorne area.

**Top Organizational and Supporting Needs**

The top organizational and supporting needs were:

1. Solve the driver shortage and driver recruitment challenge (composite score of 8.1)
2. Invest in new buses, including full electrification of fleet (composite score of 6.5)
3. Improve information technology for better real-time bus information, ridership counting, and data reporting (composite score of 6.0)
4. Invest more in improved bus stops and park-and-ride locations (composite score of 5.6)
5. Renewed focus on employee and customer satisfaction (composite score of 5.6)

Several other needs, which did not make it into the top five, include: identifying additional funding mechanisms, planning for the new Summit Stage administration and bus storage facility, improved marketing/messaging, and dealing with potentially lower revenue in the future.
Chapter 9 - Alternatives Development

New Route and Service Opportunities

Based on community input, Transit Board discussions, opportunity analysis, and historical service changes, five new or expanded route alternatives were identified, reviewed against the evaluation criteria, and presented to the community for feedback as part of the virtual open house discussed in Chapter 8.

These options were developed as high-level concepts and are not meant to be fully developed at this time. Not all stops are shown in the conceptual maps, and details such as exact routing, schedules, and hours of service would need to be refined.

It is also important to note that:

- Implementation requires trade-offs and decisions around how and when to fund new services that require additional funding (and if there is no new funding, are other services reduced to provide funding for new services?).
- It may take many years before any of the options are in place and operating due to funding and staffing requirements.
- The route opportunities are presented independently but could be coordinated in a final plan.
- There are many other opportunities that may be worth considering – these five represent the most impactful and requested options.
- Several of the options are not brand-new ideas and may have existed in a similar form in the past.

Opportunity 1: New Route between Frisco, Dillon, and Keystone

This option provides for a completely new route starting at the Frisco Transit Center on the west end of the route and connecting through Dillon Town Center to Keystone on the east end of the route. This route would have limited stops and would provide a quick and direct connection that currently does not exist (travel is currently possible between Frisco and Keystone but requires a transfer and a travel time that is more than double what it would take by car).

Some characteristics of this option include:

- Winter season only
- Hours of operation between 7:00 AM-6:00 PM
- Service every 60 minutes
- Route length of 13 miles one-way with 25-minute one-way travel time
- Requires one additional peak bus and adds 1,600 new vehicle service hours per year

The conceptual route map and evaluation against the established criteria for this new route are shown in Figure 9.1. Variations to this option could include stopping at Dillon Ridge instead of Dillon Town Center, a stop at Summit Cove, and additional summer service.
OPPORTUNITY 1:  
New Route between Frisco-Dillon-Keystone

Evaluation:

- Make Connections Quicker/Direct
- Budget Impact
- Increase Ridership
- Staffing Impact
- Connect New Areas

<table>
<thead>
<tr>
<th>Positive</th>
<th>Negative</th>
<th>Positive</th>
<th>Negative</th>
<th>Neutral</th>
</tr>
</thead>
</table>

Figure 9.1: Route Opportunity 1

Opportunity 2: New Version of Swan Mountain Flyer Serving Summit Cove

This option adapts the existing Swan Mountain Flyer route to serve the Summit Cove neighborhood by looping through the residential area to serve more potential riders. The route would connect Breckenridge Station on the southwest end of the route with Summit Cove, Keystone, and Arapahoe Basin on the northeast end. This route would add Swan Mountain Flyer year-round.

Some characteristics of this option include:

- This route would operate all year
- Hours of operation between 7:00 AM-6:00 PM
- Service every 60 minutes
- Route length of 24 miles one-way with 50-minute one-way travel time
- Requires two additional peak buses and adds 4,000 new vehicle service hours per year
The conceptual route map and evaluation against the established criteria for this new route configuration are shown in Figure 9.2. Variations to this option could include not serving Arapahoe Basin during the summer (or at least until summer activity at Arapahoe Basin warrants summer service), not adding full summer service (only operate through Memorial Day, as current), a smaller or different loop through Summit Cove.

**OPPORTUNITY 2:**
New Version of Swan Mountain Flyer Serving Summit Cove

![Route Opportunity 2: New Version of Swan Mountain Flyer Serving Summit Cove](image)

**Evaluation:**

| Make Connections | Negative | Make Connections | Negative | Budget Impact | Positive | Increase Ridership | Negative | Staffing Impact | Negative | Connect New Areas | Positive |

*Figure 9.2: Route Opportunity 2*

**Opportunity 3: New Express Route between Silverthorne and Keystone**

Opportunity 3 provides for a new express route connecting Silverthorne Station to the west with Keystone to the east with the only intermediate stop at Dillon Town Center; possibly with a shorter and quicker loop to the Dillon Post Office stop only. This option allows for much quicker travel between Silverthorne, Dillon, and Keystone than the current route.

Some characteristics of this option include:

- Winter season only
- Hours of operation between 7:00 AM-10:00 AM and 3:00 PM-6:00 PM
• Buses would operate every 30-minutes but the combination of the existing route with this new express would create a net 15-minute effective peak frequency between Silverthorne, Dillon, and Keystone
• Route length of nine miles one-way with 20-minute one-way travel time
• Requires two additional peak buses and adds 1,800 new vehicle service hours per year

The conceptual route map and evaluation against the established criteria for this new route are shown in Figure 9.3. Variations to this option could include longer or shorter hours of operation and summer operations for peak days.

**OPPORTUNITY 3:**
New Express Route between Silverthorne and Keystone

![Route Opportunity 3](Figure 9.3: Route Opportunity 3)

**Evaluation:**

<table>
<thead>
<tr>
<th>Make Connections Quicker/Direct</th>
<th>Budget Impact</th>
<th>Increase Ridership</th>
<th>Staffing Impact</th>
<th>Connect New Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Positive</td>
<td>Positive</td>
<td>Positive</td>
<td>Positive</td>
<td>Neutral</td>
</tr>
<tr>
<td>Negative</td>
<td>Negative</td>
<td>Negative</td>
<td>Negative</td>
<td>Neutral</td>
</tr>
</tbody>
</table>

**Opportunity 4: New Express Route between Frisco and Breckenridge**

Opportunity 4 provides for a new express route connecting Frisco Transit Center on the northwest end with Breckenridge Station to the southeast with no intermediate stops. This option allows for quicker travel between Frisco and Breckenridge than the current route, as it would only have two stops on the route, one at each transit center.
Some characteristics of this option include:

- Winter season only
- Hours of operation between 7:00 AM-10:00 AM and 3:00 PM-6:00 PM
- Buses would operate every 30-minutes but the combination of the existing route with this new express would create a net 15-minute effective peak frequency between Frisco and Breckenridge
- Route length of 10 miles one-way with 17-minute one-way travel time
- Requires two additional peak buses and adds 1,800 new vehicle service hours per year

The conceptual route map and evaluation against the established criteria for this new route are shown in Figure 9.4. Variations to this option could include longer or shorter hours of operation and summer operations for peak days.

**OPPORTUNITY 4:**
New Express Route between Frisco and Breckenridge

**Evaluation:**

<table>
<thead>
<tr>
<th>Make Connections Quicker/Direct</th>
<th>Budget Impact</th>
<th>Increase Ridership</th>
<th>Staffing Impact</th>
<th>Connect New Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Positive</td>
<td>Negative</td>
<td>Positive</td>
<td>Negative</td>
<td>Neutral</td>
</tr>
</tbody>
</table>

*Figure 9.4: Route Opportunity 4*
Opportunity 5: Additional Trips on Existing Blue River and Park County Commuter Route

Opportunity 5 adds additional service on the Blue River and Park County Commuter Route to improve connectivity and service levels. This option would operate the same route alignment as the existing route but with four additional trips to fill in the gaps in the current service.

Some characteristics of this option include:

- Four additional trips for Blue River, two of which would go to Park Co.
- Would fill in gaps in mid-morning, mid-afternoon, and evening
- Requires one additional peak bus and adds 2,200 new vehicle service hours per year

The conceptual route map and evaluation against the established criteria for this option are shown in Figure 9.5. Variations to this option could include additional trips, fewer trips, or adjustment to portion of trips that serve Blue River only versus Blue River/Park County together.

**OPPORTUNITY 5:**

*Additional Trips on Blue River and Park County Commuter*

![Route Opportunity 5](image)

**Evaluation:**

- Make Connections Quicker/Direct
- Budget Impact
- Increase Ridership
- Staffing Impact
- Connect New Areas

<table>
<thead>
<tr>
<th>Neutral</th>
<th>Negative</th>
<th>Positive</th>
<th>Neutral</th>
</tr>
</thead>
</table>

*Figure 9.5: Route Opportunity 5*
Summary of All New Route Opportunities

The service characteristics, along with estimated incremental costs, ridership gains, and cost per passenger estimates are shown in Table 9.1.

Table 9.1: New Route Opportunity Summary with Costs and Ridership Estimates

<table>
<thead>
<tr>
<th>Option description</th>
<th># of new vehicles required</th>
<th>Span of service</th>
<th>Headway (frequency)</th>
<th>Seasonality</th>
<th>Annual new vehicle service hrs.</th>
<th>Cost estimate*</th>
<th>Ridership estimate</th>
<th>Cost per passenger estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - New Route between Frisco-Dillon-Keystone</td>
<td>1</td>
<td>7:00 AM-6:00 PM</td>
<td>60 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1700</td>
<td>$160,000 - 190,000</td>
<td>34,000 - 43,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>2 - New Version of Swan Mountain Flyer Serving Summit Cove</td>
<td>2</td>
<td>7:00 AM-6:00 PM</td>
<td>60 minutes</td>
<td>Year-round, 7 days/wk</td>
<td>4000</td>
<td>$380,000 - 440,000</td>
<td>40,000 - 56,000</td>
<td>$7.00 - $11.00</td>
</tr>
<tr>
<td>3 - New Express Route between Silverthorne and Keystone</td>
<td>2</td>
<td>7:00 AM-10:00 AM and 3:00 PM-6:00 PM</td>
<td>30 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1800</td>
<td>$170,000 - 200,000</td>
<td>32,000 - 40,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>4 - New Express Route between Frisco and Breckenridge</td>
<td>2</td>
<td>7:00 AM-10:00 AM and 3:00 PM-6:00 PM</td>
<td>30 minutes</td>
<td>Winter only, 7 days/wk</td>
<td>1800</td>
<td>$170,000 - 200,000</td>
<td>32,000 - 40,000</td>
<td>$4.00 - $6.00</td>
</tr>
<tr>
<td>5 - Additional Trips on Blue River and Park County Commuter</td>
<td>1</td>
<td>4 additional roundtrips</td>
<td>60 - 120 minutes</td>
<td>Year-round, 7 days/wk</td>
<td>2200</td>
<td>$210,000 - 240,000</td>
<td>15,000 - 22,000</td>
<td>$10.00 - $16.00</td>
</tr>
</tbody>
</table>

* Note: Cost estimate does not include vehicle lease or purchase costs.
Source: Fehr & Peers, 2020

Restoring Service Cut in Recent Years

Another opportunity for Summit Stage over the course of the SRTP is to restore service cuts to those routes impacted by the driver shortage in recent years. A summary of those service restorations along with associated hours, costs, and performance estimates are shown in Table 9.2.
Table 9.2: Service Restoration Summary with Costs and Ridership Estimates

<table>
<thead>
<tr>
<th>Option description</th>
<th>Annual new vehicle service hours</th>
<th>Cost estimate</th>
<th>Ridership estimate</th>
<th>Cost per passenger estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Restore Swan Mtn Express for Summer (4 trips, as operated in Summer 2019)</td>
<td>500</td>
<td>$50,000 - 60,000</td>
<td>5,000-6,000</td>
<td>$8.00 - $12.00</td>
</tr>
<tr>
<td>Restore Swan Mtn Flyer (1 trip winter, 2 trips summer; Apr-May)</td>
<td>700</td>
<td>$70,000 - 80,000</td>
<td>4,500-6,000</td>
<td>$8.00 - $13.00</td>
</tr>
<tr>
<td>Restore late night service cut in past 3-4 years*</td>
<td>2200</td>
<td>$210,000 - 250,000</td>
<td>18,000-26,000</td>
<td>$8.00 - $14.00</td>
</tr>
</tbody>
</table>

* Note: This includes restoring late night service to Silverthorne-Dillon-Keystone, Frisco-Breckenridge, Frisco-Silverthorne, Copper Mountain, and Boreas Pass routes.
Source: Fehr & Peers, 2020

Other Route and Service Opportunities

Although falling outside of the top identified route and service opportunities, the following service and route opportunities may be appropriate to consider in the future, based on board, stakeholder, and public input:

- A standalone Frisco circulator route
- A more direct route configuration for the Silverthorne-Dillon-Keystone route in combination with a solution for connectivity within and between Silverthorne, Dillon Valley, Dillon Ridge, and Dillon Town Center
- On-demand service for hard to serve areas such as Blue River or Summit Cove

These other potential opportunities would require further study and a funding plan prior to implementation

Organizational Opportunities

In addition to the route opportunities, the following organizational and infrastructure opportunities were identified and presented to the community:

1. Add new bus stops and park-and-rides
2. Address bus stop safety and access improvements, especially in Blue River area
3. Continue to improve and electrify bus fleet
4. Address the ongoing driver shortage
5. Improve technology for counting riders
6. Renew focus on organizational excellence, including employee and customer satisfaction

Public Input

Attendees of the December 9, 2020 Open House event learned about each proposed route opportunity and were able to provide feedback. Participants had a mix of reactions to the options.

- **Opportunity 1:** Participants were neutral on the idea of a new route providing service between Frisco and Keystone. Some participants expressed a feeling that the route would not enhance Summit Stage Service.
- **Opportunity 2:** Some Open House participants felt that reestablishing year-round service on the Swan Mountain Flyer while also expanding service into Summit Cove would be beneficial. However, the majority of participants expressed a neutral reaction given the service would benefit a relatively small segment of the Summit County population. Overall, this opportunity received the least support from the Open House participants.
- **Opportunity 3:** The opportunity for a new express route between Silverthorne and Keystone received generally favorable reactions.
- **Opportunity 4:** A new express route between Frisco and Breckenridge was the most popular option discussed during the Open House. The majority of participants felt the route would enhance Summit Stage service overall by meeting a demand for a faster transit trip between Frisco and Breckenridge.
- **Opportunity 5:** Open House participants who reside in Blue River and Park County expressed interest in additional service for their communities. However, non-residents were more neutral on this option.

Based on the input received from the Open House participants, the service option of an express route between Frisco and Breckenridge (Opportunity 4) emerged as the most favored recommendation, followed by support for an express route between Silverthorne/Dillon and Keystone. Other opportunity options received more limited support. Some participants identified service to the Frisco Adventure Park as preferred, suggesting that adding a stop at the Adventure Park either as part of the potential express route or on the existing local route would be beneficial for community members.
Chapter 10 - Final Short Range Transit Plan Recommendations

This chapter details the final Short Range Transit Plan (SRTP), and associated goals, and offers recommendations for the coming five or more years. The goals and recommendations are informed by the Summit Stage system analysis, the community survey, stakeholder and staff input, the project Advisory Committee (Summit Stage Transit Board), and a realistic approach to achievability over the next five years. The final SRTP recommendations are built around key themes heard throughout the process:

- Overall, the Summit Stage system is working well with high ridership, so major system changes are not necessary or preferable.
- Some new routes could be beneficial to make travel between major destinations quicker.
- The reductions of service over recent years due to lack of bus drivers should be addressed.
- Summit Stage needs to build organizational capacity to implement the identified opportunities.
- Supportive ongoing and new capital equipment and infrastructure projects must be completed.

GOAL 1: Restore Service Recently Cut from Existing Routes

Over the past few years, service has been cut on a variety of existing routes, primarily due to the on-going shortage of bus drivers. Throughout the SRTP development process, the need to restore these cuts in the future has been identified as a priority goal.

Recommendation 1.1: Restore Swan Mountain Flyer

This recommendation is to restore the Swan Mountain Flyer Route to its 2018-2019 service levels for both summer and winter seasons (Figure 10.1).

- Winter: Restore to 13-14 roundtrips per day between Breckenridge and Keystone and 12 roundtrips per day between Keystone and Arapahoe Basin (restore to Winter 2018-2019 Schedule)
- Summer (April through Memorial Day only): Restore to 11 roundtrips per day between Breckenridge and Keystone and 12 roundtrips per day between Keystone and Arapahoe Basin (restore to Summer 2019 Schedule)
- Estimated Cost: $60,000
- Recommended Implementation: Year 1

Figure 10.1: Swan Mountain Flyer Route
Operationally, this service would operate on the same schedule with service to the same stops as it currently operates.

**Recommendation 1.2: Restore Swan Mountain Express for Summer**

This recommendation is to restore the Swan Mountain Express – shown in Figure 10.2 – during the summer season, as it ran most recently during the summer of 2019 with four trips total (one AM roundtrip and one PM roundtrip).

- Summer only
- Estimated Cost: $80,000
- Recommended Implementation: Year 1

![Swan Mountain Express Route Opportunity](image)

**Figure 10.2: Swan Mountain Express**

**Recommendation 1.3: Restore Late Night Service**

This recommendation is to restore late night service that has been reduced over the past three years.

- Year-round
- Would restore historical level of evening and late-night service frequency of buses every hour, as opposed to the current reduced evening service frequency of every two hours after a certain point, depending on the route
- Would restore evening service to Silverthorne-Dillon-Keystone, Frisco-Breckenridge, Frisco-Silverthorne, Copper Mountain, and Boreas Pass routes
- Estimated cost: $250,000
- Recommended Implementation: Year 2

**GOAL 2: Establish New Express Routes**

Through the SRTP planning process, two new express route opportunities have been identified as the top priorities for service expansion (shown as Opportunities 3 and 4 in Chapter 9).
Recommendation 2.1: Start New Express version of Silverthorne-Dillon-Keystone

One of the recommended new routes for implementation is a Silverthorne-Dillon-Keystone Express route that would provide more direct connectivity and efficient travel between Silverthorne Station, Dillon Town Center, and Keystone-River Run (Figure 10.3).

- Winter only
- Hours of operation between 7:00 AM-10:00 AM and 3:00 PM-6:00 PM (these three-hour blocks may need further refinement upon implementation)
- Buses would operate on 30-minute frequency but the combination of the existing route with this new express would create a net 15-minute effective peak frequency between Silverthorne, Dillon, and Keystone
- Requires two additional peak buses (given these buses are only needed during the winter, it is recommended that buses be leased for the winter season)
- Estimated Cost: $225,000 (including winter bus lease cost)
- Recommended Implementation: Year 4

Figure 10.3: Silverthorne - Dillon - Keystone Express
Recommendation 2.2: Start New Express Version of Frisco-Breckenridge

One of the recommended new routes for implementation is a Frisco-Breckenridge Express route that would provide more direct connectivity and efficient travel between Frisco Transit Center and Breckenridge Station (Figure 10.4).

- Winter only
- Hours of operation between 7:00 AM-10:00 AM and 3:00 PM-6:00 PM (these three-hour blocks may need further refinement upon implementation)
- Buses would operate on 30-minute frequency but the combination of the existing route with this new express would create a net 15-minute effective peak frequency between Frisco and Breckenridge
- Requires two additional peak buses (given these buses are only needed during the winter, it is recommended that buses be leased for the winter season)
- Estimated Cost: $225,000 (including winter bus lease cost)
- Recommended Implementation: Year 3

GOAL 3: Develop Organizational Capacity

There are several organizational recommendations necessary to help support the other SRTP goals and recommendations.

Recommendation 3.1: Address the Driver Shortage

Summit Stage has faced a significant shortage of drivers over the past three to five years, and the shortage does not show any signs of abating soon. Currently, Summit Stage already does a great deal of local recruiting and advertising, but there are some additional strategies that could help recruit and retain more drivers, especially for the winter season.

- **Enhance and expand local recruiting**
  A strategy used successfully by many other agencies is to build a messaging campaign around all the positive aspects of driving such as schedule flexibility, fun environment, customer service focus, and impact on the local community. A local campaign could include traditional ads, online videos, social media, and local earned media and could be targeted at audiences such as retirees who may want to drive part-time.
• **Driver referral rewards program and sign-on bonus**
To encourage more friends and family referrals of existing staff, an incentive program could be created to reward those who refer a candidate who ends up working for a determined amount of time (usually 2-3 months). New drivers could also be offered a sign-on bonus and an end of season bonus.

• **Market to drivers in summer resort areas**
Other mountain resort areas have successfully recruited winter drivers from other transit systems that are busier during the summer such as national parks or port areas. START Bus in Jackson Wyoming recently sent its operations supervisor to Alaska to meet with bus drivers who work at cruise ship ports moving passengers from the cruise ship docks to hotels and local attractions. From this direct recruitment trip to Alaska, START Bus was able to recruit 15 new winter drivers to come work in Jackson for the upcoming winter.

• **Increase the driver wage to be more competitive**
Summit Stage recently increased its starting driver wage, but it is still below other local driving opportunities. Raising driver wages is a proven way to attract more candidates.

• **Increase seasonal and year-round subsidized housing opportunities**
Affordable housing for seasonal and year-round drivers is a significant barrier for many driver candidates and could help make Summit Stage driving opportunities more attractive. Summit Stage, as part of the County, could seek to own and operate housing units dedicated to drivers or partner with existing housing providers and organizations.

An analysis of the relative cost and associated return on investment is shown in **Table 10.1**.

**Table 10.1: Driver Recruitment Strategies, Costs, and Return on Investment**

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Relative Cost</th>
<th>Return on Investment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase local marketing and awareness campaign</td>
<td>$</td>
<td></td>
</tr>
<tr>
<td>Create referral program and sign-on bonus</td>
<td>$ $</td>
<td></td>
</tr>
<tr>
<td>Market to drivers in summer resort areas</td>
<td>$ $</td>
<td></td>
</tr>
<tr>
<td>Strategy</td>
<td>Relative Cost</td>
<td>Return on Investment</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>---------------</td>
<td>----------------------</td>
</tr>
<tr>
<td>Increase driver wage</td>
<td>$ $ $</td>
<td></td>
</tr>
<tr>
<td>Increase housing opportunities</td>
<td>$ $ $</td>
<td></td>
</tr>
</tbody>
</table>


This recommendation should start in year one of the SRTP and continue throughout the next five years. As this is a high priority, it is recommended that Summit Stage dedicate $250,000 per year to this effort and continuing throughout the SRTP timeframe. However, costs are variable for this recommendation and may be higher or lower depending on which driver recruitment strategies are employed. If, after several years, driver recruitment is no longer a challenge, this cost could be reduced or eliminated.

**Recommendation 3.2: Increase Employee and Customer Satisfaction**

Summit Stage faces the challenge of providing a high level of customer satisfaction while maintaining an organizational culture that attracts and retains the personnel needed to operate a successful transit agency. This recommendation is split into three sections: strategies for building a culture of excellence within Summit Stage, improving customer satisfaction, and increasing driver recognition. Adopting these strategies can help raise ridership while retaining employees by showcasing Summit Stage’s commitment to being a dedicated partner to each community within its service area.

*Build a Culture of Excellence by Emphasizing Safety*

A core aspect of ‘excellence’ is a continuous focus on providing both a safe transit system and workplace. Summit Stage can empower its drivers to not just report incidents immediately but also preempt safety issues by sharing concerns regarding vehicle maintenance issues and reporting issues on the roadway. While Summit Stage is not responsible for roadway maintenance, partnering with local agencies and CDOT to ensure Summit Stage vehicles have safe access throughout the system will promote awareness that Summit Stage is safe. A systemic safety approach can be achieved by formation of a Safety Committee within Summit Stage leadership.

*Improve Customer Satisfaction*

In the short-term, Summit Stage can address the concerns existing and potential riders have regarding the health risks associated with riding transit by continuing to maintain a rigorous vehicle cleaning regimen,
requiring face coverings, and continuing to limit bus capacity to 50 percent. In addition to these measures, Summit Stage can promote its COVID-19 response efforts through promotional advertising so that community members are aware that measures are being taken to keep transit a healthy travel option.

In the longer term, Summit Stage can pursue multiple options for increasing customer satisfaction:

- **Frequent Rider Rewards Program**: High frequency riders could opt into a Summit Stage program that logs each trip with riders completing the most trips being rewarded periodically with items like gift cards to local eateries. This strategy can improve the community perception of Summit Stage while also enabling the agency to better understand the travel habits of its most dedicated riders, which will in turn be helpful for service planning. This strategy would require modest investment.

- **Allow riders to rate each trip using the Summit Stage app**: At the current time the Summit Stage app allows users to submit feedback on the app itself but not on the experience of riding Summit Stage. By adding a rating option, and potentially pairing the rating invitation with a push notification directly asking smartphone users to share their experience following their ride, Summit Stage can collect real-time data on operational issues and be more responsive to customer needs. Linking the customer rating with a specific bus would also allow Summit Stage to recognize drivers who provide high quality service (this is further discussed in the following section on driver recognition strategies). This can be accomplished through enhancements to the existing app, making it a low-cost strategy for improving the customer experience.

- **Increase accountability by making Summit Stage personnel more accessible**: The bus operator is the primary representative of Summit Stage. However, customers can experience benefit from having opportunities to interface with transit managers directly. This can be accomplished through informal means like a Summit Stage representative stationed at high ridership stops to speak with riders. More formal opportunities, like scheduled listening sessions, can be advertised onboard buses and at stops so riders can join a meeting and speak directly with an agency representative about concerns or ideas. Demonstrating a desire to directly communicate with riders can show that Summit Stage feels highly accountable for the quality of its service. This strategy does not require additional investment beyond staff time.

*Recognize Drivers and Bring Them into System Planning and Improvement*

In addition to the strategies listed in Recommendation 3.1 on driver recruitment and retention, there are other opportunities for engaging drivers and fostering a sense of pride in Summit Stage. These can include:

- **Regular employee surveying paired with actionable follow-up**: Surveying bus operators regularly about their level of workplace satisfaction is an effective tool for determining opportunities to make Summit Stage an enjoyable place to work. Pairing surveying with visible responses to feedback submitted from drivers demonstrates a willingness to make decisions about Summit Stage operations collaboratively.
• **Forming a service planning committee:** Collaborating with drivers on planning and implementing service changes can instill a sense of ownership in the system among bus operators. The committee can convene at regular intervals and serve as an opportunity for drivers – the set of Summit Stage employees who are most intimately aware with the system – to weigh in regarding opportunities for improving the system and being more responsive to customer demand.

• **Instituting a spot bonus program for drivers:** If Summit Stage begins inviting riders to rate their trips through the Summit Stage app – as discussed in the preceding set of strategies on improving the customer experience – then information about the customer’s interaction with the driver may also be available. Summit Stage can periodically recognize drivers who are routinely receiving high ratings from riders with a spot bonus. This strategy would require a minor addition to the personnel budget.

This recommendation should be implemented in the first year of the SRTP and should continue throughout the five years of implementation. It has a modest investment of $25,000 per year, as many of the tactics of this recommendation are low- or no-cost. It is recommended to start this during year one of implementation.

**Recommendation 3.3: Add Support Staff for Critical Functions**

As Summit Stage has grown over the years, the indirect, support staff roles have not grown commensurately. This recommendation is to add one full-time equivalent (FTE) support staff position initially with growth to two FTEs by the end of this SRTP timeframe.

The highest priority support function will need to be identified and prioritized by Summit Stage leadership but could include positions such as customer relations, specialty technology technician, additional bus cleaners, additional administration staff, special projects coordinator, additional dispatcher, or route scheduler.

- Estimated Cost: starting at $60,000 up to $120,000 ($60,000 per FTE with benefits)
- Recommended Implementation: Years 1 through 5
GOAL 4: Develop Supportive Infrastructure and Fleet

Recommendation 4.1: Continue Vehicle Fleet Upgrades

As noted in Chapter 3, 46 percent of the Summit Stage bus fleet is due for replacement in the next two to three years. There is a strong support among the Transit Board members, decision-makers, and community members for the transition to battery-electric buses (BEB), as evidenced by stakeholder input and the community survey. To support a state of good repair of the vehicle fleet and continue the transition to BEB, it is recommended that Summit Stage continue to pursue a proactive fleet replacement and upgrade plan. It should be noted that BEBs are recommended only for 40’ buses at this point, as limited options exist for vans and smaller buses.

Fleet Needs

As shown in Table 10.2, Summit Stage has the need for 18 replacement vehicles over the next five years. If Summit Stage were to transition only a portion of its 40’ bus fleet to BEBs (the three BEBs received in 2020 plus the four programmed in Table 10.2) it would result in one third of the 40’ bus fleet becoming electrified.

Table 10.2: Existing Fleet Replacement Needs, Mix of Diesel and Battery Electric Buses

<table>
<thead>
<tr>
<th>FLEET</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Diesel buses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>0</td>
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<tr>
<td>Cost* ($570k each)</td>
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<td>$-</td>
<td>$1,710,000</td>
<td>$1,710,000</td>
<td>$1,710,000</td>
</tr>
<tr>
<td><strong>Battery Electric Buses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>1</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Cost* ($1.1 million each w/charger)</td>
<td>$1,100,000</td>
<td>$3,300,000</td>
<td>$-</td>
<td>$-</td>
<td>$-</td>
</tr>
</tbody>
</table>
### Impact of Full Electrification

If Summit Stage were to pursue a more aggressive BEB transition plan (with all new 40’ buses ordered as BEBs), as many stakeholder and community members prefer, there would be both cost and fleet size implications. Each new BEB ordered currently costs around $950,000 plus $150,000 for the installation of a depot charger, resulting in a total capital cost of $1,100,000.

Complicating the fleet issue is the fact that fleet operators in cold weather environments may have to increase their fleet size by as much as 25 percent to accommodate the more frequent BEB vehicle switching needed in winter due to the drop in thermal efficiency and the increased use of onboard heaters. For example, Park City Transit (UT) has indicated to Fehr & Peers’ staff that they have needed a BEB fleet that is 25 to 30 percent larger than an equivalent diesel bus fleet size.

Table 10.3 presents the scenario for fleet size and replacement costs for transition to all BEBs. This scenario builds in 25 percent extra BEBs to account for decreased in-service range considerations. It is notable that by the end of 2025 this would result in approximately 50 percent of the 40’ bus fleet as BEBs. Beyond 2025 another 12 BEBs would have to be planned and budgeted.

#### Table 10.3: Fleet Size and Replacement Costs

<table>
<thead>
<tr>
<th>FLEET</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cutaway/ body-on-chassis buses</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Cost ($115k each)</td>
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<td>$-</td>
<td>$-</td>
<td>$-</td>
<td>$230,000</td>
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<tr>
<td>Van/paratransit vehicles</td>
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<tr>
<td>Quantity</td>
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<td>1</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Cost* ($85k each)</td>
<td>$-</td>
<td>$85,000</td>
<td>$-</td>
<td>$170,000</td>
<td>$-</td>
</tr>
</tbody>
</table>

**TOTAL UNITS** 18

**TOTAL COST** $10,015,000

* Note: Costs are based on 2020 costs without inflation factor.
Table 10.3: Existing Fleet Replacement Needs with All 40’ Buses Replaced as Battery Electric

<table>
<thead>
<tr>
<th>FLEET</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Diesel buses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Cost* ($570k each)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Battery Electric Buses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>1</td>
<td>3</td>
<td>4</td>
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<td>4</td>
</tr>
<tr>
<td>Cost* ($1.1 million each w/charger)</td>
<td>$1,100,000</td>
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<td>$4,400,000</td>
<td>$4,400,000</td>
<td>$4,400,000</td>
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<tr>
<td><strong>Cutaway/ body-on-chassis buses</strong></td>
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<td></td>
<td></td>
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</tr>
<tr>
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<td>Cost ($115k each)</td>
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<td>-</td>
<td>-</td>
<td>-</td>
<td>$230,000</td>
</tr>
<tr>
<td><strong>Van/paratransit vehicles</strong></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Cost* ($85k each)</td>
<td>-</td>
<td>$85,000</td>
<td>-</td>
<td>$170,000</td>
<td>-</td>
</tr>
</tbody>
</table>

**TOTAL UNITS** | 21

**TOTAL COST** | $18,085,000

* Note: Costs are based on 2020 costs without inflation factor.
Recommendation 4.2: Complete Critical Infrastructure Projects

Over the five-year period of the SRTP, Summit Stage will complete two critical capital infrastructure projects: the renovated/expanded Frisco Transit Center and the design/construction of a new Summit Stage administration and bus storage facility (Table 10.4). The Frisco Transit Center renovation, rebuild, and expansion project is already underway, as shown in Figure 10.6, with construction projected to finish in 2021. The other major project to relocate and build a new administration and bus storage facility will begin in 2021 with initial planning and design. The new facility is envisioned to be built on a new site within the County Commons complex.

Table 10.4: Planned Capital Infrastructure Projects

<table>
<thead>
<tr>
<th>FACILITY</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frisco Transit Center</td>
<td>Activity</td>
<td>Complete Construction</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estimated Cost</td>
<td>$4,000,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Admin/Storage Facility</td>
<td>Activity</td>
<td>Planning and Initial Design</td>
<td>Engineering, Final Design</td>
<td>Construction – Year 1</td>
<td>Construction – Year 2</td>
</tr>
<tr>
<td>Estimated Cost</td>
<td>$530,000</td>
<td>$150,000</td>
<td>$7,000,000</td>
<td>$7,000,000</td>
<td></td>
</tr>
</tbody>
</table>


It should be noted that the Silverthorne Station construction project will be completed in 2021, but this project is not funded by Summit Stage and not included as part of this recommendation.
Recommendation 4.3: Continue to Improve Bus Stop Accessibility

It is recommended that a comprehensive bus stop improvement program be pursued over the coming five years and beyond with the goal of making pedestrian and bicyclist connections easier, more comfortable, and safer. Strategies to pursue include:

- **Low-cost, near-term/ongoing**
  - Upgrades to existing stops - signage, benches, bike racks, lighting
  - New bus shelters, as part of development projects adjacent to existing stops
  - Ensure consistent snow removal and winter maintenance for pedestrian connections

- **Mid-cost, mid-term**
  - Consolidate the County Commons stops into a single, improved bus stop with passenger amenities and pedestrian connectivity
  - Evaluate functionality of new pedestrian underpass to/from the Frisco Adventure Park and address any needed improvements

- **High-cost, long-term**
  - Comprehensive pedestrian access and safety improvements within Blue River area, in coordination with CDOT
  - Develop bus stops on Hwy. 9 at Coyne Valley Rd. with pedestrian access and connectivity to Colorado Mountain College

This recommendation has many unknowns related to funding, funding partnerships, and implementation strategies. An initial funding level of $150,000 is recommended for year one and increasing by $25,000 per year to allow for ongoing stop upgrades, as well as one to two larger projects each year.

Recommendation 4.4: Develop Additional Park-and-Ride Capacity

Additional park-and-ride lots were identified as a need within the Summit Stage system. Park-and-ride lots usually work best when the time it takes to drive from a passenger’s home to the park-and-ride lot is much less than the travel time from the park-and-ride lot to the end destination or when the parking barriers at the end destination are high, in terms of costs and availability. For Summit Stage, park-and-ride users would likely be both commuters and skiers/snowboarders.
Summit Stage has parking available at the Frisco Transit Center but the system could benefit from additional/new park-and-ride capacity at:

- The Summit Cove bus stop, especially if no new service is implemented to loop further into the neighborhood
- Blue River area, adjacent to existing stops and possibly in conjunction with pedestrian improvements noted in Recommendation 4.3
- Within the commuter route communities of Fairplay, Alma, and Leadville
- Dillon Town Center
- Silverthorne Station

Land for park-and-ride lots within the Summit Stage service area is expensive and often difficult to secure, so strong partnerships are crucial to develop any new park-and-ride lots. It is recommended that Summit Stage pursue new park-and-ride lots through opportunistic partnerships with landowners, developers, CDOT, and local municipalities. Once land is secured, Summit Stage could pursue state or federal grants to build the facility. Summit Stage could also investigate shared parking agreements for use of existing parking lots that have surplus parking at certain times, such as churches or shopping centers. This shared parking strategy would be lower cost and easier to implement, assuming latent parking capacity exists.

This recommendation will likely take longer than five years to implement and in some cases could take 10 years or more. It also has many unknowns related to funding, funding partnerships, and implementation strategies. An initial funding level of $75,000 is recommended for year one for planning and design of one to two facilities with funding increasing to $265,000 annually over the course of the SRTP to fund park-and-ride lot construction.

**Recommendation 4.5: Improve Transit Technology Systems**

Summit Stage has had transit technology in place for years that supports communications with drivers, vehicle inspections, on-board event recording, vehicle location, GPS (computer-aided dispatch/automatic vehicle location, also known as CAD/AVL), paratransit trip scheduling, a real-time bus information app, etc.

Overall, the technology employed by Summit Stage has generally been able to meet the needs of the system. However, Summit Stage has recently tried to use its CAD/AVL system for passenger counting and reporting, but the system was not able to perform this function consistently. Passenger counting and reporting is still done manually via on-board personnel with spreadsheets. A new solution should be evaluated and implemented that allows for CAD/AVL, real-time bus location smartphone app, paratransit scheduling and dispatch, automated passenger counting, robust ridership reporting, and real-time bus arrival location at key transit centers and transfer points.
This recommendation would begin in year two of the SRTP and would have a one-time cost estimated at $250,000 for initial equipment, set-up, and initial implementation. The annual subscription cost is estimated to be $50,000.

**GOAL 5: Assess and Adapt Over the Course of the SRTP Timeframe**

**Recommendation 5.1: Revisit Other Identified Route Opportunities**

Through the SRTP planning process, several route and service opportunities were identified as community needs but which did not make it into the final recommendations of Goals 1 and 2. Over the five-year timeframe of this SRTP, there may be new funding opportunities, increased community interest, or unique situations that allow for some of these other identified routes and services to be reconsidered within the five year span of the SRTP including:

1. **New Route between Frisco, Dillon, and Keystone** (presented as Opportunity 1 in Chapter 9)
2. **New Version of Swan Mountain Flyer Serving Summit Cove** (presented as Opportunity 2 in Chapter 9)
3. **Additional Trips on Existing Blue River and Park County Commuter Route** (presented as Opportunity 5 in Chapter 9)
4. **Connection to Colorado Mountain College (CMC)** through either having only northbound Breckenridge to Frisco buses travel from Breck Station to CMC along Airport Road OR having buses come off of Highway 9 in both directions. The second idea was tried in the past and created a significant time penalty, so this may only make sense for certain trips. Alternatively, connectivity to CMC could be gained through pedestrian and bus stop improvements, as presented in Recommendation 4.3. (identified through stakeholder and community input)
5. **New Frisco Circulator route** providing more coverage to underserved or unserved areas within Frisco such as neighborhood areas, new housing developments, and the Adventure Park. This could be similar to the local connections that the Silverthorne route provides. (identified through community input)
6. **A more direct route configuration for the Silverthorne-Dillon-Keystone route** in combination with a solution for connectivity within and between Silverthorne, Dillon Valley, Dillon Ridge, and Dillon Town Center, possibly as a new standalone route or possibly in combination with the existing Silverthorne Route. (identified through stakeholder input and system analysis)
7. **On-demand transit service** (with smartphone app powered responsive flex routes or flex zones, generally referred to as microtransit) for hard to serve areas such as Blue River or Summit Cove. (identified through stakeholder input and system analysis)

The recommendation is to pursue Goals 1 through 4 of the SRTP plan first and consider these identified opportunities of Goal 5 only after the other goals are moving ahead under an accelerated timeframe with necessary funding.
Recommendation 5.2: Address Current Route Challenges and Continue to Adapt to New Development

Staff have identified many operational issues associated with current route operations that should be a recommended priority in the coming years. These issues include:

- **Left turn challenge for Boreas Pass Loop when departing Breckenridge Station**
  - At certain peak hours, making the left onto Park Avenue from Watson Avenue is very challenging and can cause a route delay of five minutes or more. Staff should work with the Town of Breckenridge to see if there are roadway operational solutions to this issue that could be implemented in the future or determine if there is an alternative routing that could be considered (for example, traveling across Main Street to French Street).

- **Silverthorne Loop timing challenge**
  - The current route is very tight with little to no recovery time. Recently, staff have addressed this problem by making the most northern stop at the Silverthorne Elementary school a request-only stop. Within the next year, the route should be reevaluated to see if this change has created enough recovery time in the route. If not, more changes to the route may be necessary.

- **Silverthorne Station alignment challenge**
  - The new configuration of Silverthorne Station puts buses facing north that need to be traveling south. This creates operational challenges and extra route time. Summit Stage should work with the Town of Silverthorne to determine if there are any roadway operational solutions that might allow buses to turn around quickly after leaving Silverthorne Station.

- **Serving new development**
  - As Summit County sees ever-increasing development pressure, Summit Stage must continuously work proactively with new development projects to figure out how a new development might receive transit service from existing routes and what infrastructure improvements might be necessary to do so safely. Summit Stage is contacted for most development projects but should be a formally notified agency for any development project that occurs within one-quarter of a mile of an existing route. This will require coordination with all town planning staffs and commission/boards.
Recommendation 5.3: Remain Adaptable and Responsive to Changing Conditions

As the year 2020 has shown, a myriad of unknowns can conspire to challenge the best of plans. The implementation of this plan and its associated goals and recommendations will face challenges and opportunities that cannot currently be identified. As such, the Summit Stage staff, Transit Board, and funding partners need to continuously monitor local economic conditions, ridership trends, and transit funding trends to determine how, when, and to what extent the SRTP can be implemented. This system monitoring and adaptability is especially important in the coming year as economic uncertainty is likely to continue as the COVID-19 vaccine is released and made available (but with an unknown timeframe for general public availability).

It is recommended that Summit Stage staff and the Transit Board conduct strategic planning sessions every six to 12 months to assess, adapt, and respond to a changing environment over the five-year timeframe of the SRTP. These strategic planning sessions should include a focus on the SRTP goals and recommendations, and how to continue to refine and develop detailed implementation strategies. In addition to using the SRTP as a guiding document, it is recommended that the Summit Stage Transit Board adopt an annual work plan to detail strategies and tactics for each year that are adaptable and responsive.

SRTP Recommendation Summary

A summary of SRTP goals and recommendations is shown below in Figure 10.10.
GOAL 1: Restore Service Recently Cut from Existing Routes
• Recommendation 1.1: Restore Swan Mountain Flyer
• Recommendation 1.2: Restore Swan Mountain Express for Summer
• Recommendation 1.3: Restore Late Night Service

Goal 2: Establish New Express Routes
• Recommendation 2.1: Start New Express Version of Silverthorne-Dillon-Keystone
• Recommendation 2.2: Start New Express Version of Frisco-Breckenridge

GOAL 3: Develop Organizational Capacity
• Recommendation 3.1: Address the Driver Shortage
• Recommendation 3.2: Increase Employee and Customer Satisfaction
• Recommendation 3.3: Add Support Staff for Critical Functions

GOAL 4: Develop Supportive Infrastructure and Fleet
• Recommendation 4.1: Continue Vehicle Fleet Upgrades
• Recommendation 4.2: Complete Critical Infrastructure Projects
• Recommendation 4.3: Continue to Improve Bus Stop Accessibility
• Recommendation 4.4: Develop Additional Park-and-Ride Capacity
• Recommendation 4.5: Improve Transit Technology Systems

Goal 5 Assess and Adapt Over the Course of the SRTP Timeframe
• Recommendation 5.1: Revisit Other Identified Route Opportunities
• Recommendation 5.2: Address Current Route Challenges and Continue to Adapt to New Development
• Recommendation 5.3: Remain Adaptable and Responsive to Changing Conditions

Figure 10.10: SRTP Recommendation Summary
Chapter 11 - Financial Plan

Five-Year Financial Plan

The five-year financial plan for the SRTP is shown in Table 11.1. The table contains columns for each implementation year and rows for the various revenue and expense categories, according to the recommended SRTP strategies.

Items important to note about the financial plan include:

- The status quo operating expense and revenue baseline is based on Summit Stage’s 2020 budget.
- A two percent inflation factor was used for estimating year-over-year annual expense growth (however, some expenses such as capital projects and certain SRTP recommendations increase and decrease each year due to implementation phasing). Expenses that begin beyond year one have this inflation factor applied.
- A one percent annual increase was used for estimating year-over-year annual revenue growth.
- The status quo capital expenses are based on converting one-third of the bus fleet to BEB by year five (Table 10.2), versus having half of the bus fleet convert to BEB by year five (Table 10.3). This is a more conservative financial approach but may need to be reevaluated if additional BEB grant opportunities are identified.
- All new capital expenses are assumed to have 80 percent paid from federal capital grants or other funding partners.
- Years four and five have high total expenses primarily due to the capital costs associated with the construction of the new administration and bus storage facility.
- The first three years of the financial plan generate a total surplus (revenue in excess of expenses) of $3,601,000 while the last two result in a combined two-year deficit of $1,304,000. Overall, the financial plan generates a surplus of $2,297,000, which is necessary to fund local match for future and ongoing capital projects beyond year five of the SRTP. It is also helpful to have a positive fund balance for protection against many of the funding unknowns for the years ahead.
Table 11.1: 5-year SRTP Financial Plan

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>YEAR 1</th>
<th>YEAR 2</th>
<th>YEAR 3</th>
<th>YEAR 4</th>
<th>YEAR 5</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OPERATING EXPENSES</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Status Quo Service Operating Expenses (2020 baseline)</td>
<td>$11,500,000</td>
<td>$11,730,000</td>
<td>$11,965,000</td>
<td>$12,204,000</td>
<td>$12,448,000</td>
</tr>
<tr>
<td><strong>New Operating Expenses (GOALS 1 through 3)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GOAL 1: Restore Service Recently Cut from Existing Routes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1 - Restore Swan Mtn. Flyer</td>
<td>$60,000</td>
<td>$61,000</td>
<td>$62,000</td>
<td>$63,000</td>
<td>$64,000</td>
</tr>
<tr>
<td>1.2 - Restore Swan Mtn. Express for Summer</td>
<td>$80,000</td>
<td>$82,000</td>
<td>$84,000</td>
<td>$86,000</td>
<td>$88,000</td>
</tr>
<tr>
<td>1.3 - Restore late night</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
<td>$270,000</td>
<td></td>
</tr>
<tr>
<td><strong>GOAL 2: New Routes</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 - Silverthorne-Dillon-Keystone Express</td>
<td></td>
<td></td>
<td></td>
<td>$240,000</td>
<td>$245,000</td>
</tr>
<tr>
<td>2.2 - Frisco-Breckenridge Express</td>
<td></td>
<td></td>
<td></td>
<td>$235,000</td>
<td>$240,000</td>
</tr>
<tr>
<td><strong>GOAL 3: Organizational Capacity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1 - Address driver shortage</td>
<td>$250,000</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
<td>$270,000</td>
</tr>
<tr>
<td>3.2 - Increase employee/customer satisfaction</td>
<td>$25,000</td>
<td>$25,500</td>
<td>$26,000</td>
<td>$26,500</td>
<td>$27,000</td>
</tr>
<tr>
<td>3.3 - Add support staff</td>
<td>$60,000</td>
<td>$90,000</td>
<td>$120,000</td>
<td>$122,400</td>
<td>$124,800</td>
</tr>
<tr>
<td><strong>Total New Operating Expenses</strong></td>
<td>$475,000</td>
<td>$769,000</td>
<td>$1,047,000</td>
<td>$1,308,000</td>
<td>$1,334,000</td>
</tr>
<tr>
<td><strong>Total Operating Expenses</strong></td>
<td>$11,975,000</td>
<td>$12,499,000</td>
<td>$13,012,000</td>
<td>$13,512,000</td>
<td>$13,782,000</td>
</tr>
</tbody>
</table>

**COSTS**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>YEAR 1</th>
<th>YEAR 2</th>
<th>YEAR 3</th>
<th>YEAR 4</th>
<th>YEAR 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programmed Capital Expenses (ongoing projects in Recommendations 4.1 and 4.2)</td>
<td>$5,630,000</td>
<td>$3,453,000</td>
<td>$1,860,000</td>
<td>$8,880,000</td>
<td>$8,940,000</td>
</tr>
<tr>
<td><strong>New Capital Expenses (Recommendations 4.3, 4.4, and 4.5)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3 - Bus stop improvement program</td>
<td>$150,000</td>
<td>$175,000</td>
<td>$200,000</td>
<td>$225,000</td>
<td>$250,000</td>
</tr>
<tr>
<td>4.4 - Additional park-and-ride lots</td>
<td>$75,000</td>
<td>$250,000</td>
<td>$255,000</td>
<td>$260,000</td>
<td>$265,000</td>
</tr>
<tr>
<td>4.5 - Transit technology program</td>
<td>$225,000</td>
<td>$680,000</td>
<td>$506,000</td>
<td>$537,000</td>
<td>$568,000</td>
</tr>
<tr>
<td><strong>Total New Capital Expenses</strong></td>
<td>$5,855,000</td>
<td>$4,133,000</td>
<td>$2,366,000</td>
<td>$9,417,000</td>
<td>$9,508,000</td>
</tr>
<tr>
<td><strong>Total Capital Expenses</strong></td>
<td>$17,830,000</td>
<td>$16,632,000</td>
<td>$15,378,000</td>
<td>$22,292,000</td>
<td>$23,290,000</td>
</tr>
</tbody>
</table>

**EXPENSE SUMMARY**

| TOTAL EXPENSES (Operating + Capital)                                   | $17,830,000 | $16,632,000 | $15,378,000 | $22,292,000 | $23,290,000 |

**REVENUES**

| Mass Transit Tax                                                      | $13,000,000 | $13,130,000 | $13,261,000 | $13,394,000 | $13,528,000 |
| Operating Assistance Grants (5311)                                    | $794,000   | $802,000   | $810,000   | $818,000   | $826,000   |
| Capital Project Grants (State and Federal)                            | $4,684,000 | $3,306,000 | $1,893,000 | $7,534,000 | $7,606,000 |
| Commuter Service Revenue                                              | $255,000   | $258,000   | $261,000   | $264,000   | $267,000   |
| Advertising                                                            | $159,000   | $161,000   | $163,000   | $165,000   | $167,000   |
| Commuter Fares                                                        | $95,000    | $96,000    | $97,000    | $98,000    | $99,000    |
| Other (rental, interest, misc.)                                       | $71,000    | $72,000    | $73,000    | $74,000    | $75,000    |

**TOTAL REVENUE**

| TOTAL REVENUE                                                         | $19,058,000 | $17,825,000 | $16,558,000 | $22,347,000 | $22,568,000 |

**NET REVENUE MINUS EXPENSES**

| NET REVENUE MINUS EXPENSES                                           | $1,228,000  | $1,193,000  | $1,180,000  | ($582,000)  | ($722,000)  |

**Funding Adjustment Tool**

The current situation for public transportation nationally and within Summit County involves many unknowns and variables. When and to what degree winter tourism returns to pre-pandemic levels (and the associated impact on Summit Stage’s transit tax revenues), to what extent people return to riding transit, how much additional emergency federal funding may be allocated to transit (and for how long), and a myriad of other unknown risks could impact Summit Stage’s funding and overall ability to implement the goals and recommendations of this SRTP.

Summit Stage may also want to adjust priorities and pursue some of the recommendations of this plan immediately and to a more extensive degree (e.g., operate some of the restored or new route recommendations for more hours per day, days per year, or at a higher frequency).

As such, it is important for the Summit Stage leadership and Transit Board to have options for reducing overall operating costs as funding adjustments are needed, as shown in Table 11.2. It should be noted that these adjustment strategies are not recommendations and represent many undesirable changes – they only serve as a tool to address potential funding challenges or reprioritization needs.

### Table 11.2: Funding Adjustment Tool

<table>
<thead>
<tr>
<th>Adjustment Strategy</th>
<th>Potential Annual Cost Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Further reduction in night service (e.g., 120-minute frequency for all routes, all trips year-round)</td>
<td>$200,000 - $250,000</td>
</tr>
<tr>
<td>Reduce core service day for 30-minute frequency (e.g., have buses every 30 minutes from 7:30 AM until 5:30 PM with hourly frequency early morning and evening)</td>
<td>$200,000 - $350,000</td>
</tr>
<tr>
<td>Have Town of Breckenridge operate Boreas Pass Loop (assumes same cost structure as Purple Route contract)</td>
<td>$350,000 - $400,000</td>
</tr>
<tr>
<td>More conservative implementation of recommendations of the SRTP (e.g., smaller scale approach, longer timeframe)</td>
<td>$250,000 - $750,000</td>
</tr>
</tbody>
</table>

Funding Mechanisms

The existing mass transit sales tax of 0.75 percent provides Summit Stage with a stable source of funding. Beyond that, the agency is maximizing available state and federal funding sources for operating and capital expenses.

Review of Other Federal Funding Sources

Summit Stage should review potential funding sources annually and as part of any new added service or new capital project. Other federal funding sources to consider in the future include:

- **5310 Enhanced Mobility of Seniors and Individuals with Disabilities.** This formula fund supports public transportation for seniors and individuals with disabilities by funding eligible capital, purchased service, and preventive maintenance projects for transportation providers. Eligible projects include vehicle purchases, passenger shelters, purchased services, preventive maintenance, travel training, marketing programs, development of centralized call centers, and other equipment that supports transportation to meet the special needs of seniors and individuals with disabilities.

- **FTA Mobility On-Demand (MOD) Sandbox Program.** The MOD program envisions a multimodal, integrated, automated, accessible, and connected transportation system in which personalized mobility is a key feature. The Sandbox Demonstration Program seeks to fund project teams to innovate, explore partnerships, develop new business models, integrate transit and MOD solutions, and investigate new, enabling technical capabilities such as integrated payment systems, decision support, and incentives for traveler choices.

- **US DOT’s Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grants (formerly TIGER grants).** This formula grant program funds investments in transportation infrastructure, including transit. Projects are evaluated based on merit criteria that include safety, economic competitiveness, quality of life, environmental protection, state of good repair, innovation, partnership, and additional non-Federal revenue for future transportation infrastructure investments.

- **Public Transportation Innovation Program.** This program is a competitive grant process that provides funding to develop innovative products and services assisting transit agencies in better meeting the needs of their customers. It funds research, development, demonstration and deployment projects, and evaluation of technology of national significance to public transportation.

Review of Fare Structure

Keeping Summit Stage fare free has been a key tenet of the organization for many decades and remains a strong priority. Having the existing fixed routes within Summit County be fare free supports passenger ease of use and higher overall ridership and is not recommended to be altered as part of this SRTP.

However, there are several recommendations for evaluating and adapting fare structure going forward.
✓ Establishing a formal fare-free policy for existing routes operating within Summit County and a commuter fare based on mileage and/or cost allocation among regional funding partners
✓ Annually reviewing the fare policy
✓ Considering whether new routes or services that enhance existing baseline service should have a fare to help support operations – examples of potential services where a “premium” fare might be appropriate could be express buses or enhanced late night service

Consideration of a Regional Transportation Authority

Through the study planning process, the possibility of restructuring Summit Stage as a standalone Regional Transportation Authority (RTA) has been identified as an option for increasing long-term funding and providing greater regional participation and representation in how public transportation services are operated.

Under Colorado law (Colorado Statutes 43-4 Part 6), municipalities, counties, and special districts can join forces to create an RTA to address transportation needs within a specific geographic region. The general process to create an RTA involves the following steps.

1. Establishing the members of the potential RTA and holding public hearings within each of the potential member jurisdictions to consider participation
2. Writing a contract defining the term, members, functions, and boundaries of the potential RTA and submitting the contract to the Colorado Department of Transportation (CDOT) for review
3. Putting the formation of the RTA to the voters for approval at either a general or special election
4. Collecting revenues in January following voter approval

RTAs could collect revenue from a variety of funding mechanisms, as shown in Table 11.3.

Table 11.3: Regional Transportation Authority Financing Tools

<table>
<thead>
<tr>
<th>Financing Mechanism</th>
<th>Provisions</th>
<th>Statutory Citation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sales or Use Tax</td>
<td>RTAs may levy a sales or use tax, or both, of not more than 1 percent upon every transaction with respect to which a sales or use tax is levied by the state. If a member of the RTA is located within more than one authority, the total sales and/or use tax may not exceed 1 percent. The RTA may levy a sales or use tax at differing rates in designated parts of the authority. However, if the authority includes territory within the RTD's boundaries, the rate of the tax must be levied in such a way that the rate of tax within the territory of any single member of the combination is uniform.</td>
<td>Section 43-4-605 (1)(j)(f), C.R.S.</td>
</tr>
</tbody>
</table>
Financing Mechanism | Provisions | Statutory Citation
--- | --- | ---
Annual Motor Vehicle Registration Fee | RTAs may impose an annual motor vehicle registration fee of not more than $10 for each motor vehicle registered within any or all portions of the RTA boundaries. If a motor vehicle is registered in a county that is a member of more than one RTA, the total motor vehicle registration fees for that vehicle may not exceed $10. | Section 43-4-605 (1)(i), C.R.S.
Visitor Benefit Tax | RTAs may levy a visitor benefit tax on those purchasing overnight rooms or accommodations within the RTA’s boundaries. The visitor benefit tax may not exceed 2 percent of the price of the overnight room or accommodation. Further, at least 75 percent of the revenue derived from the tax must be used by the RTA to finance, construct, operate, and maintain the RTA’s regional transportation system and to provide incentives to overnight visitors to use public transportation. No more than one-third of the RTA’s total revenues may be derived from this tax. | Section 43-4-605 (1)(i.5), C.R.S.
Mill Levy* | RTAs may impose a uniform mill levy of up to five mills on all taxable property within the territory of the authority. Imposing such a levy does not affect the power of an authority to establish LIDs and impose special assessments | Section 43-4-605 (1)(j.5)(i), C.R.S.
Regional Transportation Activity Enterprises | RTAs may establish one or more enterprises. The enterprise must be owned by the entire authority, and may not be combined with another enterprise owned by a separate RTA. Enterprises may issue or reissue revenue bonds, and contract with other governmental or private entities for loans and grants related to the enterprise’s functions. | Section 43-4-606, C.R.S.
Bonds | Pursuant to a resolution of its board, an RTA may issue bonds for any of its corporate purposes. | Section 43-4-609, C.R.S.

Source: Colorado Legislative Council Staff Memo dated 9/14/2017.
*This provision is currently set to repeal January 1, 2029. The only RTA that has imposed a mill levy is the San Miguel Authority for Regional Transportation.

Currently in Colorado, there are five RTAs:

- Gunnison Valley Transportation Authority
- Pikes Peak Rural Transportation Authority
- Roaring Fork Transportation Authority
- San Miguel Authority for Regional Transportation
- South Platte Valley Regional Transportation Authority

Recommendation

An analysis of the applicability of an RTA for Summit Stage yields the following advantages and disadvantages.
<table>
<thead>
<tr>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provides for new and expanded funding opportunities</td>
<td>Requires new voter approval in each jurisdiction participating in the RTA</td>
</tr>
<tr>
<td>Allows potential participation and representation of new entities</td>
<td>Could jeopardize existing funding mechanism</td>
</tr>
<tr>
<td>Creates a standalone agency that is autonomous from any one county or municipality</td>
<td>Requires significant voter outreach and education campaign well ahead of election</td>
</tr>
<tr>
<td>Could allow for combination of Summit Stage and Breck Free Ride into a singular agency that may be able to deliver service more cost efficiently</td>
<td>May be difficult to garner approval of a new tax measure in municipalities and counties apart from Summit County</td>
</tr>
<tr>
<td>Takes multiple years to establish (from initial planning start to point RTA is approved and collecting revenue)</td>
<td></td>
</tr>
</tbody>
</table>

While the key advantage to creating an RTA is that it could provide new and expanded funding opportunities, the disadvantages of forming the RTA more than outweigh this advantages, particularly when the relatively stable and strong countywide sales tax mechanism is already in place. As a result, an RTA is not recommended as a strategy for Summit Stage in the coming five years.
Chapter 12 - Implementation

Implementation Strategies

As previously noted, the development of this SRTP is occurring at an unprecedented time in history. The SRTP planning and development process has been impacted by the global pandemic, as local agencies and community members have focused on how to adapt to all the local impacts that the coronavirus has created. Given that the SRTP is being completed amidst the pandemic, the implementation of the recommendations will need flexible and adaptable strategies.

Ridership Recovery Post-COVID-19

2020 provided tremendous challenges to Summit Stage ridership numbers and overall operations. The recovery of Summit Stage ridership may take many years. Fehr & Peers employed its TrendLab+ tool to explore the future of Summit Stage ridership recovery. TrendLab+ is a tool that uses both national research and local trends in Summit County to explore how the COVID-19 pandemic, its impacts on the economy, and other travel-related trends may affect short- and long-term travel behavior, traffic levels, and transit use in the Summit Stage service area. This includes changes such as labor force participation, telecommuting, goods and service delivery, and technology.

The TrendLab+ tool uses inputs on 16 variables that are grouped into four different topic areas: economic consequences, government and business response, transit and multimodal measures, and traveler/consumer behavior. TrendLab+ was calibrated to local travel patterns in Summit County to reflect how both driving behavior and transit ridership have changed between historical trends and immediately following March 2020 when the pandemic began changing travel demand substantially. The variables are based on a range of future scenarios and ask the user to offer predictions on whether things like employment rates will return to pre-pandemic levels or remain depressed.

The tool output was informed by inputs to the 16 variables based on local knowledge of how the COVID-19 pandemic has impacted Summit County (Figure 12.1).

It was found that based on initial trends following the onset of the pandemic, ridership would likely experience a slow recovery in 2021 and return almost to pre-pandemic levels by 2025, the horizon year for the SRTP.
Delayed Implementation

Given the extent of unknown future funding scenarios and ridership levels, implementation of this SRTP is recommended to be delayed until at least calendar year 2022. It is likely that ridership will remain depressed for 2021, funding may be less than expected, and local decision makers, stakeholders, and the community at-large will continue to be focused on immediate pandemic response strategies.

All SRTP phasing and timelines are shown as years one through five to allow for the SRTP to be implemented at any point in the future. If, by the summer of 2021, many unknowns remain, it may be sensible to delay implementation even further, perhaps until Winter 2022-2023. The Summit Stage staff, Transit Board, and community partners should have a discussion in the summer of 2021 about when to begin SRTP implementation.

Additional Public Outreach and Community Input

Before this SRTP is implemented, additional public outreach and community input should be sought out on the specific goals and recommendations. While the online community survey had a relatively strong response rate, it did not include enough community representation from frequent riders, Spanish speaking riders, and those living outside of Summit County or even within Silverthorne. Additionally, the virtual open house did not attract many general public participants, especially regular riders and those who might have benefitted most from some of the potential new route opportunities. The SRTP identified
opportunities and recommendations that would benefit from further community dialogue once there is more collective community attention available after the pandemic has subsided.

**Incorporate Marketing and Outreach**

At every step in the implementation process, marketing and public outreach are key to the successful launch of any new route or start of any service change. Funding should be dedicated to marketing and outreach for at least two months ahead of a new route or service change and continue for the first year of implementation. This is especially important for completely new routes that need repeated messaging to attract potential new riders and build ridership.

**Phasing and Timeline**

Implementation of the SRTP is envisioned to occur in three phases, as shown in *Figure 12.2.*
Performance Measures

An important aspect of the SRTP implementation is the monitoring of Summit Stage's performance over time through tracking and the benchmarking performance measures. Typically, performance measures are organized into performance categories:

- Ridership
- Safety
- Financial
- Customer Satisfaction

There are many possible metrics within each of these categories that could be measured, benchmarked, and reported, but it is important to develop a small list of two to three performance measures for each category so that the tracking of these measures over time is not overly burdensome or time-consuming.

Current Measures

Summit Stage has historically had several metrics and associated goals that have been tracked and reported on. These include:

1. Ridership and Service Delivery
   a. Ridership by route by month and year-to-date (YTD) with comparison to previous year (with percentage changes)
   b. Service hours by route by month and YTD with comparison to previous year
   c. Productivity (riders per hour) by route by month and YTD comparison to previous year
2. Safety
   a. Number of road calls
   b. Preventable accidents per 100,000 miles
3. Financial
   a. Actuals versus budget with comparison to previous year
   b. Mass transit sales tax receipts with comparison to previous year
4. Customer Satisfaction
   a. Annual customer survey rider rating of 3.4 or higher on a scale of 1-4

Updated Performance Measure and Benchmarks

Based on current measures, historical performance, and best practices, a list of updated measures and goals are presented in Table 12.1.
### Table 12.1: Recommended Updated Performance Measures and Goals

<table>
<thead>
<tr>
<th>Category</th>
<th>Performance Measure</th>
<th>Current Goal</th>
<th>Suggested Goal</th>
<th>Frequency of Measurement</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ridership and Service Delivery</strong></td>
<td>Overall Productivity (passengers per hour)</td>
<td>22</td>
<td>22</td>
<td>Monthly and YTD</td>
<td>Based on historical performance, this goal is reasonable. Exclude paratransit.</td>
</tr>
<tr>
<td></td>
<td>Town-to-Town and Town-to-Resort Route Productivity</td>
<td>16</td>
<td>22</td>
<td>Monthly and YTD</td>
<td>The current goal is too low, based on historical performance.</td>
</tr>
<tr>
<td></td>
<td>Residential Route Productivity</td>
<td>11</td>
<td>14</td>
<td>Monthly and YTD</td>
<td>The current goal is too low, based on historical performance.</td>
</tr>
<tr>
<td></td>
<td>Commuter Route Productivity</td>
<td>n/a</td>
<td>10</td>
<td>Monthly and YTD</td>
<td>Given longer trip distances, productivity will be lower.</td>
</tr>
<tr>
<td></td>
<td>Late Night Productivity</td>
<td>8</td>
<td>8</td>
<td>Quarterly</td>
<td>Based on historical performance, this goal is reasonable.</td>
</tr>
<tr>
<td></td>
<td>On-time Performance (within 0-6 minutes of scheduled time)</td>
<td>n/a</td>
<td>92%</td>
<td>Monthly and YTD</td>
<td>Requires implementation of new technology.</td>
</tr>
<tr>
<td><strong>Safety and Quality</strong></td>
<td>Preventable Accidents per 100,000 miles</td>
<td>&lt; 2.2</td>
<td>&lt; 1.5</td>
<td>Quarterly</td>
<td>Since 2017, Summit Stage has averaged 1.1 preventable accidents per 100k miles.</td>
</tr>
<tr>
<td></td>
<td>Vehicle Uptime</td>
<td>n/a</td>
<td>85% or higher</td>
<td>Monthly</td>
<td>Having maintenance performed quickly and buses available for service is important to service quality.</td>
</tr>
<tr>
<td></td>
<td>Road Calls</td>
<td>n/a</td>
<td>&lt; 1 per 15k service miles</td>
<td>Quarterly</td>
<td>Reducing breakdowns that require a bus replacement helps improve service quality.</td>
</tr>
<tr>
<td><strong>Financial</strong></td>
<td>Budget vs. Actual</td>
<td>n/a</td>
<td>&lt; 10% variance</td>
<td>Monthly and YTD</td>
<td>Tracking budget variance helps identify budget revenue and/or expense issues.</td>
</tr>
<tr>
<td></td>
<td>Cost per Vehicle Service Hour</td>
<td>n/a</td>
<td>&lt; $140</td>
<td>Quarterly</td>
<td>Based on similar systems and current costs, this goal is reasonable.</td>
</tr>
<tr>
<td></td>
<td>Cost per Passenger</td>
<td>n/a</td>
<td>&lt; $7.00</td>
<td>Quarterly</td>
<td>Based on historical performance and similar systems, this goal is reasonable.</td>
</tr>
<tr>
<td><strong>Customer Experience</strong></td>
<td>Rider Survey Rating</td>
<td>3.4 or better (on 1-4 scale)</td>
<td>90% or more satisfaction rate</td>
<td>Annually</td>
<td>The annual survey should ask passengers their overall satisfaction with Summit Stage (90% or more indicating they are satisfied or highly satisfied)</td>
</tr>
<tr>
<td></td>
<td>Verifiable Complaints per 100,000 boardings</td>
<td>n/a</td>
<td>&lt; 10 (0.1% complaint rate)</td>
<td>Monthly and YTD</td>
<td>Customer complaints registered and reviewed internally to assess legitimacy are a good way to track customer experience.</td>
</tr>
<tr>
<td></td>
<td>Spanish Translation Rate for Schedule and Route Info</td>
<td>n/a</td>
<td>100%</td>
<td>Annually</td>
<td>Having all route and schedule information translated into Spanish is important to the overall accessibility of system info.</td>
</tr>
</tbody>
</table>


**Performance Dashboard**

The measures tracked by Summit Stage are being manually captured and presented in a spreadsheet format. Having the ridership and service metrics captured in a more automated way through use of new...
automatic passenger counters and updated fixed route transit software would be helpful and also reduce staff time for this effort.

A goal over the course of the SRTP should be to develop a performance dashboard whereby all performance metrics could be viewed on one single page in an easy-to-read graphical format, possibly available online, that could be presented not only to the Transit Board but to other community decision-makers, partners, and the general public (example shown in Figure 12.3). Summit Stage currently performs highly in many areas, and it is important to highlight the organization’s performance and improvements over time.

Figure 12.3: Example of a Transit Performance Dashboard

During the implementation period of the SRTP, it will be important to update and track these performance measures so that ridership patterns, service quality, fleet reliability, and operating cost trends can be identified. This will allow for insights into possible transit system changes needed to improve performance.