AGENDA

RTD Accountability Committee
Governance Subcommittee
Monday, April 19, 2021
4:00- 5:00 p.m.
VIDEO/WEB CONFERENCE
Denver, CO

1. Call to Order

2. April 5, 2021 Meeting Summary
   (Attachment A)

3. Discussion of revised draft partnership recommendations
   (Attachment B)

4. Continued discussion of RTD boundary focus area
   (Attachment C)

5. Next Steps

   ADMINISTRATIVE ITEMS

6. Member Comment/Other Matters

7. Next meeting: May 3, 2021 at 4:00 p.m.

8. Adjournment
Chair Mullica called the meeting to order at 4:00 p.m.

March 15, 2021 Meeting Summary
Meeting summary was submitted. No revisions were requested.

Discussion of draft partnership recommendations
Staff summarized the components of the recommendations. Specific questions/comments about the subregional service council recommendation included:

- **Jackie Millet**
  - Appreciated the recommendations but suggested language to talk to opportunities for RTD to partner with established local service being provided. For example, Lone Tree has provided intra-city service of its own for some time and also pays into the RTD system. Despite providing ridership to RTD service, RTD isn't currently a Lone Tree Link funding partner. Ms. Millet felt there was opportunity to expand the first recommendation to incentivize local communities to do more.

- **Elise Jones**
  - Agreed with Ms. Millet’s suggestion.
  - Suggested adding a recommendation that as more federal stimulus funds become available, that RTD consider more of these partnership opportunities. This would build off an earlier Committee recommendation around federal CRRSA funds.

- **Rutt Bridges**
  - Was impressed by the efficient service Lone Tree is able to provide ($6/ride).
  - Finance and Operations subcommittees are working on finding first/final mile solutions at a reasonable cost, but it has been challenging without a data-sharing agreement with TNCs.
• Jackie Millet
  o Suggested expanding the innovation grants to explore other RTD services (e.g., paratransit service) to see if there are other providers that may specialize in a particular service that might be able to offer it at a lower cost.

• Chair Mullica
  o Suggested adding language to the first bullet to include Transportation Management Organizations (TMOs)

• Deya Zavala
  o Suggested adding language to the first bullet to include anchor institutions (e.g., universities)

Discussion of RTD boundary
Annie Rice presented background information on population and employment density in the RTD district along with other demographic data for the region. Specific questions/comments about the subregional service council recommendation included:

• Jackie Millet
  o What is the year of the data used in the presentation? Ms. Rice responded that the data came from the 2019 American Community Survey (ACS).
  o How do you account for future population and job growth for the planning area? Ms. Rice explained that the presentation did not include future year comparison but could provide 2020 and 2050 comparison maps at the next meeting.

• Elise Jones:
  o How does the data compare to peer agencies with regards to geography? Do other transit agencies deal with the issue of density as much as we do? Ms. Rice explained that the region is unique in that we have one service provider for the entire region. Staff will try to provide some density information for other regions at the next meeting.

• Rutt Bridges:
  o It's not only how many people are in a specific area but are they better candidates for transit. Need to have good information before we do pilots to ensure the market is available.

• Chair Mullica
  o What are the expectations for the focus area? What problem are we trying to solve?
  o Jackie Millet
    ▪ There is a sense that some communities are not getting the service for the investment they are making. Ms. Millet wondered if it even makes sense for areas of low density to remain in the District. Has RTD done any analysis about “right-sizing” the District? Also need to be forward thinking and include future growth in that analysis.
  o Ron Papsdorf
    ▪ Commented that it is important to determine how to gauge the “value” of having a regional system at your disposal. You may not ride it every day but having the option may be important.
Jackie Millet agreed, but if there is never going to be service to a community, does it make sense for them to be paying taxes….there just needs to be a minimum service threshold

Rutt Bridges
- A benefit of transit is that it relieves congestion. Maybe RTD needs to have a more dynamic service area boundary where it could expand or contract depending on where service opportunities are.

Elise Jones
- Mentioned the important role transit plays in reducing vehicle miles traveled and resulting improvement to air quality. It is also important to manage expectations regarding the amount of service a community might get since not everyone is going to have the same level especially if they have really low density. Ms. Jones expressed the importance of educating the public on the benefits of RTD even if you don’t ever ride a train or a bus.

Deya Zavala
- How do we right-size the service where we need to right-size the service? Ms. Zavala mentioned that Houston operates dynamic circulators in lower density areas and is it possible to offer that level of service if that is what the community needs without having to invest in fixed route service. Ms. Zavala worries that if fixed route service is not the right solution, we could be taking it away from areas that rely on fixed route transportation. Need to ensure we are not “spreading the peanut butter to thin” but rather are right sizing the services.

Lynn Guissinger
- Confirmed that service area size is part of the Reimagine RTD scope.
- Need to think about service delivery by population area. For example, Nederland bus is very popular, and they tax themselves to get EcoPass.

Jackie Millet
- Because of the value of the regional system to attaining certain state air quality and GHG goals/targets, should the state have a role in funding a portion of the service?
  - Chair Mullica agreed that finding additional funding is essential and this could even be part of a future recommendation.
- Ms. Millet agreed that it makes sense for a recommendation to include a conversation about state funding for transit services.

Debra Johnson
- Trying to discern what outcome the committee is trying to achieve.

Elise Jones
- Current state transportation proposal needs to address air quality goals and transit is part of the solution, so this conversation is a very timely.

Jackie Millet
- The subcommittee needs to weigh in now…a letter needs to be drafted ASAP.
• Chair Mullica
  o suggested drafting a letter for the full RTD Accountability Committee to consider.

Adjournment
The meeting adjourned at 5:01 p.m.
To: Members of the Governance Subcommittee  
From: Douglas W. Rex, Executive Director  
(303) 480-6701 or drex@drcog.org

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SUBJECT
Draft partnership recommendations

PROPOSED ACTION/RECOMMENDATIONS
N/A

ACTION BY OTHERS
N/A

SUMMARY
The second of the four subcommittee focus areas is an exploration of how to enable partnerships with other transit agencies and nonprofits to provide for better service inside and outside of the RTD service area.

Staff has revised the draft partnership recommendations based on conversations that occurred at the April 5 meeting.

PREVIOUS DISCUSSIONS/ACTIONS
N/A

PROPOSED MOTION
N/A

ATTACHMENT
1. Draft Partnership Recommendations
2. Recommendations to RTD for use of COVID-19 Relief Funds

ADDITIONAL INFORMATION
If you need additional information, please contact Douglas W. Rex, Executive Director, at drex@drcog.org or (303) 480-6701.
Draft Partnership Recommendations

As RTD continues to evaluate new innovative solutions to improve service delivery, collaborative partnerships will be an important facet of its strategic plan. Building on the RTD Accountability Committee’s partnership recommendations for the use of COVID-19 relief funding, the governance subcommittee recommends RTD consider the following:

- Leverage existing and new partnerships to improve service efficiency and grow ridership. RTD should emphasize partnerships with local governments, anchor institutions, transportation management organizations (TMOs) and employers or employment centers who have a unique understanding of local mobility needs.
- Incentivize communities to enter cost-sharing arrangements with RTD to provide new or existing local transit solutions in an effort to minimize service gaps and increase ridership.
- Explore opportunities to provide cost-effective local transportation services through collaboration with existing mobility service providers (e.g., Via, Uber, Lyft) in areas where traditional fixed route may not be the most appropriate mobility solution. Also, explore opportunities to contract with other third-party providers that may specialize in a particular service (e.g., paratransit) at a reduced cost.
- As more federal relief funds become available, expand these partnership opportunities to improve service efficiency.
- Consider developing a competitive Innovation Grant program to drive bold ideas to increasing ridership. Recipients would receive funds to dive deeper into project concepts and implementation, creating models of innovation for the entire service area.
- Encourage RTD to develop a public-facing partnership dashboard to highlight existing private and public partnerships.
- Regularly evaluate existing partnerships to determine their effectiveness and opportunities to “re-scope” relationships to ensure maximum benefit.
RTD Accountability Committee: Finance Subcommittee
Recommendations to RTD for use of COVID-19 Relief Funds

Background
RTD received approximately $232 million in federal CARES Act funding in 2020. Through service reductions and other cost cutting measures including furlough days for non-represented staff, travel and training reductions, and deferred asset management projects, RTD was able to retain all employees during 2020 and add approximately $80 million to reserve funds. The Accountability Committee has reviewed RTD’s use of those funds with the following findings:

- RTD utilized CARES funding in alignment with the earmarked intention for spending – to support operating costs and employee salaries in the interest of avoiding layoffs. Funds were reimbursed by the Federal government for the following two expense types:
  - Represented and Non-Represented Wages and Benefits: Employee wages for both unionized and non-union employees; roughly 64% of CARES funding drawn through September 2020.
  - Purchased Transportation – Bus OR CRT (“Commuter Rail Transit”): Externally contracted routes with Denver transportation partners; roughly 36% of CARES funding drawn through September 2020.
- Funding appears to have been spent in alignment with FTA intentions.
- RTD appears to have balanced provision of transportation options with responsibility for its workforce and regional economic stability in its funding decisions.
- RTD appears to have worked to implement cost cutting measures to reduce the funds required for continued operations as buoyed by CARES funding.
- RTD’s use of CARES Act funds was not transparent or easily understandable.

In anticipation of continued declines in ridership, farebox revenues, and sales and use tax receipts, RTD adopted its 2021 budget based on a continued service level of approximately 60% of pre-pandemic levels and a reduction of approximately 400 positions. The 2021 budget is $1.66 billion, a reduction of $125.3 million from the amended 2020 budget and did not assume any additional federal COVID relief funds beyond the CARES Act.

On January 11, the Federal Transit Administration (FTA) released the apportionments for $14 billion in Federal funding appropriated by Congress through the Coronavirus Response and Relief Supplemental Appropriations Act of 2021 (CRRSAA). The apportionment to RTD is approximately $203.4 million.

Recommendations
The RTD Accountability Committee offers the following recommendations to RTD on the use of these additional federal relief funds. The recommendations are aimed at stabilizing RTD operations, restoring services, rebuilding trust, attracting new and returning riders, and positioning the agency for strategic recovery from the COVID-19 pandemic.

1. Provide a transparent process and make priorities clear
   RTD should provide full transparency during its process to consider its use of CRRSAA funds so that stakeholders and members of the public can follow the tradeoffs and pros and cons of their decisions. RTD should clearly define its priorities for this funding, what issues are being addressed by additional funds, and the amount of funding allocated to each priority.
This transparency should continue as funds are spent so that the public can track expenditures.

2. **Strategically recall previously laid off front line employees**
The Committee acknowledges and supports RTD’s decision to recall approximately 200 direct-service employees. However, in keeping with the above recommendation, RTD should explain the amount of CRRSAA funding needed to recall these workers and what amount of funding is available for additional priorities. The focus of these recalls should be to ensure that RTD has capacity to restore quality transit service, particularly to transit-dependent communities as quickly as possible.

3. **Share federal stimulus funding with other transit service providers in the metro area**
There are several non-profit and community-based transit service providers in the RTD district. They supplement RTD’s fixed-route and para transit services, often at lower cost than RTD could provide comparable service. As with RTD, these providers have been impacted by reduced ridership and revenues due to the COVID-19 pandemic and will benefit from CRRSAA funding.

4. **Implement a reduced flat fare for 6 months to rebuild ridership and attract new riders**
Market it as a simple, affordable, and easy to understand way to ride RTD and an incentive to attract returning and new riders. Offer half-off fare for seniors/people with disabilities, as necessary to comply with FTA requirements and consider extending half-ff fares for youth riders. This will reduce costs for financially struggling essential workers who are still riding RTD. During the pilot program, use this time to explore other ways to improve affordability of existing and/or new pass programs, including LiVE, that can be put in place as a longer-term solution.

5. **Work to improve uptake and ease of use of passes**
Allow flexibility in the EcoPass programs and contracts so that more neighborhoods and businesses can participate. For example, allow master EcoPass contracts to support county-wide affordable housing programs and create more options for businesses to obtain employee EcoPasses for a subset of their workers.

   Help fund PEAK eligibility technicians/caseworkers at county HHS departments to help people through LiVE enrollment. Continuing to get the LiVE ID cards in qualified participant’s hands is essential and counties can provide this customer assistance, but need funding to help support this function.

6. **Offer free RTD parking and transit “Day Pass” benefits to anyone traveling to a COVID vaccination facility for a primary or ‘second dose’ shot**
A printed a digital COVID immunization reservation acknowledgment would serve as an RTD “Day Pass” on the vaccine appointment day. No additional RTD staff effort is required other than notifying drivers and security staff of this benefit. A verbal “I am scheduled for (or I received) a COVID vaccination today” comment to the driver would be sufficient for boarding, though fare inspectors may ask for the printed or digital documentation.
7. **Implement an RTD trial ridership program by offering temporary free RTD rail or bus service for anyone receiving a COVID vaccination**

Offer free RTD rail or bus service for anyone receiving a COVID vaccination, valid until three days after their second dose shot is due. After the second dose, they get another pass valid for 15 days of free rides. Those receiving a single-dose vaccine receive a 30-day pass.

People receiving vaccinations are required to remain on-site for 15 minutes to monitor for adverse reactions. With the cooperation of existing vaccine distributors, RTD would set up a table nearby to offer this special RTD COVID vaccination passes. The person issuing the pass and the recipient would both sign the pre-printed paper pass (see example).

The large text would ensure that drivers could easily read the expiration date through their plexiglass shields. A detailed embossed background image would help make them more difficult to counterfeit.

RTD would incur no cost for people who decline this benefit. If someone does give RTD a try, they may become regular customers, thus building ridership and generating revenue. If they are already RTD customers, we just added a vaccinated rider—increasing their safety and the safety of our buses, trains, and neighborhoods. For loyal customers who already have a monthly pass, RTD might allow a free pass renewal with proof of vaccination.

8. **Leverage new partnerships**

Develop, expand, and leverage existing and new partnerships to improve service efficiency and grow ridership. This can also provide cost-effective service in areas experiencing RTD service cuts and leverage local community investments in the transit system. For example:

- Partnerships with new job centers
- Expanded partnerships with communities and non-profits to grow local FlexRide and other similar on-demand services (ex. Boulder County operated Lafayette service) to serve more people during and post-COVID
- Lyons/Boulder taxi voucher program, co-funded with Boulder County
- Pursue other partnerships similar to the Englewood Trolley, DRCOG Vanpool, and support for the Lone Tree Link
- Evaluate partnerships with both for-profit and non-profit entities to address the need for first/last mile services for poorly served communities
- Merge several FlexRide services (and a Boulder County operated Lafayette service) into a joint SE Boulder County/Broomfield SuperFlexRide service area
- A mini-grant program with RTD and local communities to incentivize co-funding existing and/or new services to build back from prior service cuts as well as to grow service in the future
- Consider pursuing a partnership with CDOT for the I-25/SH119 grant
To: Members of the Governance Subcommittee

From: Douglas W. Rex, Executive Director
(303) 480-6701 or drex@drcog.org

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SUBJECT
The RTD boundary discussion

PROPOSED ACTION/RECOMMENDATIONS
N/A

ACTION BY OTHERS
N/A

SUMMARY
The third of the four subcommittee focus areas is an assessment of whether the size and structure of RTD’s service area is appropriate relative to its ability to provide transit service.

PREVIOUS DISCUSSIONS/ACTIONS
N/A

PROPOSED MOTION
N/A

ATTACHMENT
1. Staff presentation
2. Microtransit Summary
3. DRCOG Data Brief: Regional growth deceleration

ADDITIONAL INFORMATION
If you need additional information, please contact Douglas W. Rex, Executive Director, at drex@drcog.org or (303) 480-6701.
RTD SERVICE AREA

Transit supportive densities in the Denver region

ADDENDUM RE: Future growth

Annie Rice
Research Assistant
Regional Planning and Development
2020 POPULATION + EMPLOYMENT DENSITY IN THE RTD SERVICE AREA

SOURCE: DRCOG Household and Employment Forecasts, assuming an average of 2.6 persons per household
2050 POPULATION + EMPLOYMENT DENSITY IN THE RTD SERVICE AREA

SOURCE: DRCOG Household and Employment Forecasts, assuming an average of 2.6 persons per household
2050 POPULATION + EMPLOYMENT DENSITY IN THE RTD SERVICE AREA

SOURCE: DRCOG Household and Employment Forecasts, assuming an average of 2.6 persons per household
2020 VS. 2050 POPULATION + EMPLOYMENT DENSITY IN THE RTD SERVICE AREA

SOURCE: DRCOG Household and Employment Forecasts, assuming an average of 2.6 persons per household)
Could microtransit replace low-ridership fixed-route transit in Denver’s low-density suburbs?

Microtransit is privately or publicly operated, technology-enabled transit service that typically uses multi-pasenger/pooled shuttles or vans to provide on-demand or fixed-schedule services with either dynamic or fixed routing.

Some transit agencies have experimented with microtransit pilots in their service areas in order to supplement fixed-route transit, employ services that could allow them to compete with emerging technology like transportation network companies (TNCs), and attract new riders. The results of these pilots are mixed. Most microtransit pilots perform much worse than traditional fixed-route transit in terms of trips per service hour, and prove less efficient and more expensive to operate (for example, services provided by AC Transit in Alameda and Contra Costa Counties, LA Metro, Kansas City Area Transportation Authority, Santa Clara Valley Transportation Authority, Sacramento, and Minneapolis).

However, in situations in which a transit agency is attempting to extend the reach of fixed-route transit into lower density areas with dispersed ridership, microtransit can be slightly more effective (for example, Lone Tree’s Link On Demand has been immensely popular). Strengths and weaknesses of several microtransit pilots are explored below.

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Typical Passenger trips/service hour</th>
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<tbody>
<tr>
<td>Urban subway</td>
<td>&gt;200</td>
</tr>
<tr>
<td>Urban light rail</td>
<td>&gt;100</td>
</tr>
<tr>
<td>Urban frequent bus</td>
<td>40-100</td>
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<tr>
<td>Ridership-justified suburban bus</td>
<td>15-40</td>
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<tr>
<td>Coverage-justified suburban bus</td>
<td>10-15</td>
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<tr>
<td>General Public Dial-a-Ride</td>
<td>0-3</td>
</tr>
<tr>
<td>Microtransit Pilots to Date</td>
<td>0-3</td>
</tr>
<tr>
<td>Paratransit (senior-disabled)</td>
<td>0-2</td>
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</tbody>
</table>

Table courtesy Jarrett Walker/Human Transit

Strengths

- Can be more convenient for some people than travelling to a transit stop
- Reduced headways
- Similar to longstanding flexible transit or call-a-ride services, but new technology allows improved efficiency and quality of service
- A flexible service might provide first-and-last-mile connections with faster response times than is possible with scheduled service
- A tool to serve populations in low-density areas that are low-income, lacking other mobility options, or in political jurisdictions that are contributing to transit funding
- Way to provide service coverage in places without the density to support fixed-route transit (although even the worst performing fixed-route transit can support the same or greater ridership at lower cost)

Weaknesses

- Some pilots scrapped because they were a financially unsustainable business model
- Picking people up at their doorstep involves traveling greater distances, making it less efficient and more expensive per rider to provide the service
- Fixed-route transit can scale up—subsidies for bus and train service fall as more people ride, but microtransit requires additional subsidies as usage increases
- Even if cost neutral to switch from a low performing fixed route to microtransit, serves fewer riders
- In most agencies, the worst-performing suburban fixed routes typically pick up about 10 people/service hour – microtransit pilots to date have averaged about 3 passenger trips/service hour
REFERENCES FOR FURTHER READING

Learning Module: Microtransit (Shared-Use Mobility Center)
Is Microtransit a Sensible Transit Investment? (Human Transit)
UpRouted: Exploring Microtransit in the United States (Eno Center for Transportation)
Flexible transportation services (TransitWiki)
Link On Demand (City of Lone Tree)
Lone Tree to Relaunch Link On Demand Service with Major Upgrades (City of Lone Tree)
‘Link On Demand’ Popularity Surges as Colorado Commuters Turn to On-Demand Public Transit (City of Lone Tree)
The Limits of Microtransit (TransitCenter)
The Story of “Micro Transit” Is Consistent, Dismal Failure (Streetsblog)
Microtransit: The Next Mobility Revolution or Much Ado About Nothing? (Medium)
DENVER REGION DATA BRIEF
Regional growth deceleration
October 2020

Just the numbers

• By 2050, the Denver region could be home to 1.86 million households and 2.96 million jobs.

• Growth is slowing. Expect less regional growth over the next 30 years than the past 30 years, with 14% fewer households (81,300 less) and 21% fewer jobs (217,000 less) forecast to be added.

• Though the state and regional growth rates continue to outpace the nation’s, the same demographic realities slowing national growth will also affect the Denver region.

POPULATION AND ECONOMIC TRENDS

The region is subject to the same trends slowing growth rates across the state and the nation. Contributors, as identified in the State Demography Office’s “Colorado’s Population and Economic Trends” report, include lower birth rates and an aging population.

The region, along with the state, has experienced lower birth rates since 2007 — the peak birth year in U.S. history.

GROWTH IN PERSPECTIVE

The Denver region could be home to 1.86 million households and 2.96 million jobs by 2050. To put the forecast growth in perspective: it includes less growth over the next 30 years than the region experienced over the last 30 years.

Looking back and forward at 30 years of growth

IN PRACTICE: PLANNING OUT TO 2050

With the immediate concerns and uncertainties brought about by the COVID-19 pandemic and resulting economic recession, forecasting out to 2050 may seem premature. However, as the region’s federally designated metropolitan planning organization, DRCOG must facilitate a collaborative transportation planning process that includes a long-range perspective. Among other factors, DRCOG must promote consistency between planned transportation improvements and growth and development patterns. In the near term, DRCOG staff are:

- expanding collaboration with the State Demography Office by using DRCOG’s forecasting tools to equip local governments to explore how preliminary county-level forecast changes may affect their community in order to provide constructive feedback for consideration in the official forecast from the state
- incorporating insights from the 2020 census and other estimates or observations that reflect the effects of the COVID-19 pandemic, the economic downturn and the anticipated recovery from both
- finalizing the 2050 Metro Vision Regional Transportation Plan (drcog.org/mvrtp), which will present a vision for the multimodal transportation system needed to respond to future growth and demographic trends, as well as a fiscally constrained perspective of strategies and projects to improve the system.

Annual population growth rate

The Denver Regional Council of Governments is a planning organization where local governments collaborate to make the region a great place to live, work and play. To support decision-making, DRCOG staff maintains and analyzes various data sets. This briefing is an opportunity to highlight insights from the data sets.

Questions? Ideas for topics? Contact Andy Taylor at ataylor@drcog.org. For more data, visit data.drcog.org.


Data note: Projections and forecasts appear smooth in comparison to the cyclic ups-and-downs shown for past estimates and observations.