# Memorandum City of Lawrence Public Transit

TO: David L. Corliss, City Manager

FROM: Robert A. Nugent, Public Transit Administrator

CC: Diane Stoddard, Assistant City Manager

Date: May 30, 2013

RE: Johnson County Request to Participate in Funding the K-10

**Connector Service** 

#### **Background**

Johnson County Transit (JCT) is looking to close a projected \$1.3 million deficit operating budget for 2013. This deficit would increase to \$2.8 million in 2014 without actions in the 2013 budget year. Johnson County officials are attributing this deficit to a decrease in both federal and state funds. County funding for both 2013 and 2014 are projected to remain constant. Johnson County has specifically requested assistance beginning in the 2014 budget year.

JCT, which started operations in 1982, is the public transit operator for Johnson County, Kansas. It currently operates 22 routes. The majority of these routes provide long distance service connecting Johnson County to Douglas, Miami, and Wyandotte Counties in Kansas and Jackson County in Missouri.

Service to Lawrence and Douglas County began in 2007. The primary focus was to connect the University of Kansas in Lawrence and the Johnson County Community College and University of Kansas, Edwards campus in Johnson County with service on K-10 (named the K-10 connector). The primary funding for this service was provided through the use of Congestion Mitigation Air Quality (CMAQ) and State Grant funding.

Since 2007 ridership has steadily increased and currently averages approximately 600 passengers per day. Since the majority of the passengers are students ridership fluctuates greatly when school is in and out of session. The following represents the annual ridership on the K-10 Connector:

		Average
		Passengers
Year	Total Passengers	Per Day
2007	67,478	259.53
2008	115,612	444.66
2009	119,110	458.12
2010	130,712	502.74
2011	149,703	575.78
2012 (est.)	159,000	611.54

Two recent surveys performed by JCT have found that 50-60% of the ridership was from Douglas County. Lawrence Transit staff has determined that 95% of these riders are students or are associated with one of the three academic institutions the K-10 Connector serves.

The estimated operating cost for the K-10 Connector for 2014 is \$988,153. Of this, passenger fares make up 52% (\$516,991) of the revenues for the service. The balance would be made up of 3% (\$34,139) Federal funds, 11% (\$118,203) State funds and 32% (\$318,821) Johnson County funds. Currently the University of Kansas, KU-Edwards, Johnson County Community College, City of Lawrence, and Douglas County do not provide financial support for this route.

In an effort to address the projected 2013 and 2014 budget deficits JCT initially proposed eliminating nine of the system's 20 routes. This initial plan has recently been revised and would only target the elimination of five routes while reducing or combining services on four other routes.

As part of this process the Johnson County Board of Commissioners has prioritized transit services as follows:

- 1. Protecting the most vulnerable county residents.
- 2. Supporting TIGER investments.
- 3. I-35 Xpress
- 4. K-10 Connector
- 5. Local Services and Local Links

The Johnson County Transportation Council (JCTC), which acts as an advisory committee to the Board of County Commissioners, has begun looking at the revenue side of the equation by recommending the first fare hike in three years. In specific, the JCTC recommended increasing fares on the K-10 Connector route between Lawrence and Overland Park. Beginning on January 1, 2013 the K-10 Connector one-way fare would increase fifty cents (\$.50) with an additional increase of fifty cents (\$.50) on July 1, 2013. They also recommended a full review of all other routes with a possible fare increase of up to 20% effective July 1, 2013.

#### Late 2012 Meeting

In late 2012, Johnson County officials approached the City of Lawrence about participating in a meeting to discuss the future funding issues associated with JCT. Participants in the meeting included officials from the City of Lawrence, Lawrence Transit, Douglas County, University of Kansas Parking and Transit, the KU Edwards Campus, Johnson County Community College, Kansas Department of Transportation (KDOT), Johnson County and Johnson County Transit.. During this meeting Johnson County and JCT staff provided background (see Attachment 1) and support information which has been summarized in the beginning of this memo.

KDOT staff provided an update on the upcoming changes in State funding. For the last ten years funding levels for the five urban providers (Wichita, Topeka, Johnson County, Lawrence and Unified Governments) was based solely on population. Annually, the funds available for the five urban providers was \$3,540,000 and was allocated as follows:

KDOT Urban Transit Funding	<u>Current</u>
Johnson County Transit	\$1,282,715
Wichita Transit	\$1,085,375
Unified Gov't	\$460,462
Topeka Transit	\$460,462
Lawrence Transit	\$250,986
Total	\$3,540,000

As a result of T-Works and increases in transit funding, KDOT worked in a collaborative effort with the five urban transit providers in Kansas to develop a process of allocating funding that focused more on service performance and less on population. In doing so the five urban providers agreed to funding levels based on ridership (40%), population (40%), and vehicle revenue miles (20%). These changes and the increase in transit funding from the existing \$3,540,000 to \$5,491,200 are reflected in the following funding levels which will start in July 2013:

		Change From
KDOT Urban Transit Funding	July 2013	Existing
Johnson County Transit	\$1,119,845	-\$162,870
Wichita Transit	\$1,827,723	\$742,348
Unified Gov't	\$760,912	\$300,450
Topeka Transit	\$724,424	\$263,962
Lawrence Transit*	\$1,058,296	\$807,310
	\$5,491,200	

<sup>\*</sup> The "Lawrence Transit" allocation is based on ridership and vehicle revenue miles for both the City of Lawrence Transit system and KU Parking and Transit system. As the result of coordination, starting in 2010 all Federally mandated reporting of performance data for the two systems were combined. Prior to 2010 both systems reported separately. During this period KU Parking and Transit did not receive funding as part of the KDOT current allocation.

Additional comparative statistics between Lawrence Transit and Johnson County Transit are provided in Attachment 3, for information. These statistics are provided from the National Transit Database.

The remainder of the meeting staff discussed possible strategies and options that may be possible in order to assist JCT and their future shortfalls. Some of the options that were discussed were financial assistance, operational efficiencies, coordinated or shared operations, and fare adjustments. Staff agreed to continue to work on possible solutions in the future.

#### May 2013 Update:

Staff believes that given the ridership from Douglas County and the City of Lawrence area on this route, there is benefit to maintaining the route and that the City of Lawrence should financially participate in some way to recognize this benefit.

Over the last few months of 2013, staff from Johnson County and the City of Lawrence have discussed possible strategies and participatory funding scenarios and also sought additional funding assistance through the Kansas Department of Transportation and the Federal Transit Administration for this route. Efforts to seek additional outside funding for the route have not been fruitful to date, but may remain possibilities. Staff from Johnson County and the City of Lawrence are still actively discussing a possible funding formula that could be applied to

designate the appropriate share of the funding between Johnson County and the City of Lawrence. However, the staff has prepared the attached (Attachment 2) draft correspondence to Johnson County officials that would set forth a possible funding allocation from the City of Lawrence over the next few years. Additionally, staff has suggested that the City of Lawrence examine possible operation of the route as it looks at its upcoming operational contract for transit management services to see if the City of Lawrence could operate the route more cost effectively than Johnson County.

#### Attachment 1

#### **History of K-10 Connector Service**

Johnson County Transit (JCT) and its partners researched the feasibility of implementing transit service in the K-10 Corridor to address the need for commuter transit service between Johnson County and Lawrence, Kansas.

During the FY 2007 budget process, Johnson County Transit (JCT) was provided the opportunity to research and implement transit service in the K-10 Corridor through the use of Congestion Mitigation Air Quality (CMAQ) and State Grant funding.

Johnson County Transit (JCT) received numerous requests from K-10 commuter transit services dating back to the early 1990s. Various meetings of potential commuters, employers, municipalities and chambers of commerce took place to discuss potential demand, operations, and funding options.

The most recent potential demand for transit service along K-10 was identified during a Kansas Department of Transportation (KDOT) Corridor Study of K-10 that was completed in FY 2004. The Findings and Recommendations statement from the document (October 2004) stated:

Transit: It is recommended that a fixed-route bus service, with the potential for route deviations, be implemented along K-10. An operating plan should be developed (by the transit operator(s)) for service to generally operate between the K-10/I-435 industrial area and the University of Kansas (KU)/Downtown Lawrence. with additional fixed stops kev at residential/employment centers. The study estimated that the potential for daily transit ridership in this corridor could range from 350 to 500 patrons. Potential riders would include commuters living in Douglas County traveling to/from employment in Johnson County, commuters living in Johnson County traveling to/from employment in Douglas County, students living in Johnson County traveling to/from KU, and students living in Douglas County traveling to Johnson County Community College.

Following the award of the CMAQ funds by the Federal Transit Administration, JCT engaged the services of a contractor to assist with the development of the service plan. A K-10 Transit Task Force was formed to review options for transit service on K-10. The Task Force included representation from JCT, Johnson County Planning, The T (City of Lawrence Public Transit agency), KDOT, and the University of Kansas (KU) Transportation Center, KU Transit System, The KU-Edwards Campus, Johnson County Community College, the Mid America Regional Council and several KU students.

The Task Force met on a monthly basis to work through service options, operating parameters, service operator, type of service and primary market. After much discussion, it was determined that initial plans for transit service on the K-10 corridor would focus on service between the two University of Kansas campuses and Johnson County Community College. Providing a connection between these three destinations would tap into an existing commuter market of both student and faculty populations.

The K-10 Connector began service on January 17, 2007, in time for the spring semester at both KU campuses and the Johnson County Community College. The K-10 service is designed primarily to serve travel in the corridor among the various educational institutions. The route operates Monday through Thursday from 6:30 a.m. to 10:30 p.m. and Friday from 6:30 a.m. to 6:30 p.m. Cash fare is \$2.50 per one-way trip (\$5.00 round trip). Ten ride passes will be offered at a deep discount of \$15.00.

Cash fare increased to \$3.00 per one-way trip and the 10-ride pass increased to \$22.50. Currently we are evaluating and taking public comment on increasing the 10-ride pass to \$27.00 so it would be in line with the other 10-ride passes in the system (10% discount).

#### Data

- Originally, there were nine eastbound and nine westbound trips Monday through Thursday
- In February 2007, three additional trips were added to improve time connections
- Monday through Thursday ridership averaged 257 daily from service inception in January 2007 through February 2007
- Total ridership in 2007 − 67,478

#### Marketing

Innovative marketing strategies were used to bring awareness of the service and help increase ridership. Initial marketing efforts focused on the following:

- Email campaign to KU student database, JCCC student database, and faculty of both institutions
- Website (JCCC, KU, The JO) postings
- Print advertisements in local newspapers
- Radio advertisements on four different stations selected with help from the KU Student Affairs Office
- Multiple media releases picked and ran by 16 different media venues

#### A few items of interest

- Limited stops, express service, affiliated originations/destinations make the K-10 Connector service extremely appealing.
- There are nearly 20 round-trip opportunities on the K-10 Connector Monday through Thursday. Friday service ends earlier to coincide with lack of late evening classes.
- While a large daily ridership on the K-10 Connector is associated with student populations, a growing percentage of daily trips are commuters not related to either campus.
- An emergency funding request to the Johnson County Board of Commissioners to purchase used vehicles to handle increased ridership on full routes was approved in 2008. The vehicles delivered included three over-the-road coaches capable of seating 55 riders. Those vehicles are used exclusively on the K-10 Connector.

- One new over-the-road coach was approved for purchase and was delivered in early 2012. Again, that vehicle will be used exclusively for the K-10 Connector.
- There has been initial discussion on how a bus-on-shoulder operation on K-10 would make a tremendous amount of sense.
- Vehicle Miles Travelled (VMT) actually dropped for K-10 in 2010 KDOT has attributed much of that to the successful K-10 Connector service.
- To date, the University of Kansas, KU-Edwards, Johnson County Community College, City of Lawrence, and Douglas County have not provided any financial support for the route

#### Ridership Statistics

FY 2007	67,478
FY 2008	115,612
FY 2009	119,110
FY 2010	130,712
FY 2011	149,703
Est. FY 2012	159,000

In FY 2011 approximately 62% of the ridership was from Douglas County. The estimated split between students and commuters is a 60/40 split.

#### Ridership by County of Residence

County	Num	Pct		
Douglas	1,005	62.2%		
Johnson	535	33.1%		
Other	77	4.8%		
Total	1,617			
Data collected April 4-9, 2011				

The JCT FY 2011 Ridership Survey (a 22-question survey that we gave to riders system-wide) included questions on trip origin and trip destination (address or nearest major intersection of your home and your destination). 50 riders from the K-10 Connector provided this information, and 25 of these respondents lived in Lawrence. The K-10 Connector was not very well represented in this survey (as % of total route ridership). The 62% in the table above is a much better estimate due to a larger sample size.

#### Capital Expenditures

FY 2007	\$969,653 (four 40' low-floor Gillig coaches)
FY 2009	\$695,000 (three used over the road 55' Van Hool coaches)
FY 2012	\$560,000 (one new over the road 55' MCI coach)



Overland Park - Lawrence

Express service between
Overland Park and Lawrence,
connecting Park & Ride lots
to KU-Lawrence, KUEdwards, and JCCC.

#### Regular Schedule:

Daily Trips: 45
Daily Hours: 58.92
Daily Ridership: 824.12
\*Note: Statistics are for MondayThursday. Fridays have less service and less ridership.

Break Schedule:
Daily Trips: 14
Daily Hours: 19.75
Daily Ridership: 114.00

\*Note: Operates when JCCC and KU are both not in session. Statistics are for Jan 3-14. 2012.

Summer Schedule:

Daily Trips: 28
Daily Hours: 39.07
Daily Ridership: N/A

\*Note: Summer schedule is new for

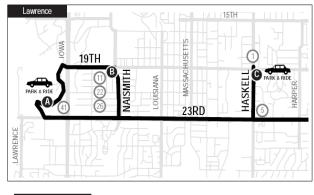
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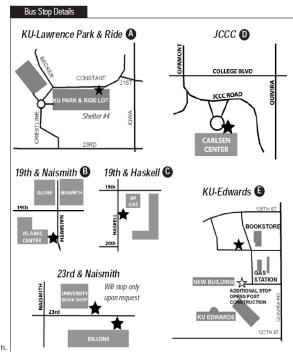
# Funding: Federal formula, State, County

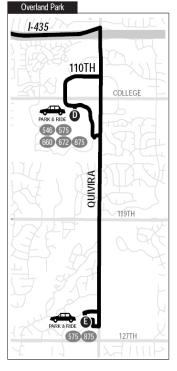
The K-10 Connector began operation in 2007 and ridership has increased each year since, becoming JCT's most popular route. A survey in 2011 found that about 60% of K-10 Connector riders are Douglas County residents. Due to limited stops and the difficulty of parking at JCCC and KU, travel time is comparable to that of a private automobile.

### Primary destinations include:

Johnson County Community College University of Kansas-Edwards University of Kansas-Lawrence Haskell Indian NationsUniversity







**Estimated FY 2012 Route Information** 

Ridership: 159,074
Operating Costs: \$682,787
Fuel: \$251,154
Total: \$933,941
Farebox Revenue: \$389,437

CMAQ: \$ 21,691 Federal: \$ 97,545 State: \$239,623 County: \$185,645

Farebox Recovery: 41.70%



## K-10 Connector - Weekday Eastbound

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After KU Park & Ride on the last trip, bus will drop off at Stouffer Place Apts, Hashinger Hall, Jayhawk Towers, Lindley Hall, Frasier Hall, or GSP/Corbin upon reque

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#### Attachment 2

-DRAFT-

May 23, 2013

Hannes Zacharias County Manager Johnson County 111 S. Cherry #3300 Olathe, Kansas 66061

Re: K-10 Connector Funding Request

Dear Mr. Zacharias,

As you know, at the end of 2012, Johnson County approached the City of Lawrence regarding assisting with funding the K-10 Connector bus route which connects our community with Johnson County. Our understanding is that Johnson County is expecting a significant shortfall in transit funding and is requesting City of Lawrence participation in funding to maintain the route. The City of Lawrence has a shared interest with Johnson County in continuing this route.

Staff from the City of Lawrence and Johnson County has met on several occasions to gather information and discuss possible funding formulas for the route. It appears to us that considering a funding formula which is based 50% on ridership and 50% on population would be a good starting point for a formula to apply to the local share of funding for the route. The figures that we were provided indicate a total local share of \$776,882, a significant portion of which represents fully allocated administrative and capital depreciation costs. I am supportive of recommending to the City Commission that we contribute funding toward sustaining this route and ramp our participation up over the next three years as follows: \$120,000 for 2014, \$200,000 in 2015 and \$275,000 in 2016. This would be contingent upon formal City Commission approval during the budget process and also assuming that the City of Lawrence would receive state credit for a proportionate share of the ridership on the K-10 route, based on funding participation. Additionally, our transit staff has committed to evaluating whether the City of Lawrence could operate the route more cost effectively as part of our upcoming transit management contract discussions and we would know more on this point leading up to the 2015 calendar year. This can be a topic of discussion during 2014.

The City of Lawrence, Douglas County and the University of Kansas residents, students and faculty benefit from having the K-10 connector route sustained. We look forward to our continued discussions on this topic and wish to work cooperatively with Johnson County toward that end. Please contact me if you have any questions, comments, or concerns and I will advise you of the outcome of our budget process later in the summer.

Sincerely,

David L. Corliss City Manager c: City Commission
Robert Nugent, Transit Administrator
Diane Stoddard, Assistant City Manager
Cynthia Wagner, Assistant City Manager
Casey Toomay, Budget Manager

# Attachment 3: Comparative Statistics

	2010 NTD		2011	2011 NTD		
	JoCo	Lawrence	JoCo	Lawrence		
SERVICE AREA						
Square Miles	135	30	162	30		
Population	262,455	90,000	425,067	90,000		
SERVICE CONSUMPTION						
Annual Passenger Miles	9,682,016	5,528,423	12,000,130	5,989,964		
Annual Passenger Trips	603,056	2,912,495	701,746	2,819,471		
Average Weekday Trips	2,365	11,167	2,752	10,725		
Average Weekend Trips	0	1,199	0	1,613		
Average Sunday Trips	0	0	0	0		
SERVICE SUPPLIED						
Annual Vehicle Revenue Miles	2,045,399	1,166,019	2,030,526	1,130,157		
Annual Vehicle Revenue Hours	95,292	111,132	104,674	109,007		
Maximum Vehicles	81	51	95	51		
Total Vehicles	108	72	120	78		
Base Vehicles	1	39	1	39		
OPERATING REVENUES						
Fare Revenues	\$1,429,935	\$3,269,864	\$1,562,727	\$3,310,636		
Local Funds	\$3,025,693	\$1,830,216	\$4,482,879	\$2,110,575		
State Funds	\$1,333,893	\$117,041	\$1,282,715	\$100,952		
Federal Funds	\$2,851,003	\$1,611,488	\$2,941,335	\$1,527,779		
Other Funds	\$747,118	\$8,000	\$188,249	\$8,200		
OPERATING REVENUES PERC	ENTS					
Fare Revenues	15.23%	47.83%	14.94%	46.91%		
Local Funds	32.23%	26.77%	42.87%	29.90%		
State Funds	14.21%	1.71%	12.27%	1.43%		
Federal Funds	30.37%	23.57%	28.13%	21.65%		
Other Funds	7.96%	0.12%	1.80%	0.12%		
CAPITAL REVENUES						
Local Funds	\$145,661	\$0	\$434,021	\$91,891		
State Funds	\$0	\$333,474	\$0	\$6,599		
Federal Funds	\$1,091,221	\$353,231	\$1,504,899	\$2,535,836		
Other Funds	\$0	\$150,000	\$0	\$285,754		
OPERATING EXPENSE SUMMA	ARY					
Admin Salary, Wages, Benefits	\$820,096	\$349,410	\$1,423,243	\$367,208		
Materials, Supplies	\$1,845,812	\$1,251,012	\$2,273,754	\$1,533,451		
Purchase Transportation	\$6,625,957	\$5,099,911	\$6,645,621	\$4,796,447		
Other	\$95,775	\$136,276	\$115,287	\$359,038		
OPERATING EXPENSE PERCE	NT					
Admin. Salary, Wages, Benefits	8.74%	5.11%	13.61%	5.20%		
Materials, Supplies	19.66%	18.30%	21.74%	21.73%		
Purchase Transportation	70.58%	74.60%	63.55%	67.98%		
Other	1.02%	1.99%	1.10%	5.09%		

	2010 NTD		2011	NTD
	JoCo	Lawrence	JoCo	Lawrence
FIXED ROUTE CHARACTERIST	TICS			
Operating Expenses	\$5,634,614	\$5,693,141	\$6,388,131	\$5,533,025
Fare Revenues	\$1,017,171	\$3,333,046	\$1,163,828	\$3,220,985
Capital Funds	\$1,236,882	\$575,580	\$1,882,938	\$2,920,080
Annual Passengers Miles	8,436,811	5,322,157	11,208,015	5,779,696
Annual Revenue Miles	1,292,435	917,900	1,292,077	867,924
Annual Unlinked Trips	491,014	2,862,331	602,565	2,765,405
Annual Revenue Hours	54,736	88,088	64,545	84,440
Total Vehicles	55	58	69	64
Average Fleet Age	8.30	10.10	8	11.90
Maximum Vehicles	48	40	61	40
Peak to Base	48.00	1.03	61	1.03
Spare Percent	15	45	13	60
DEMAND RESPONSE CHARAC	TERISTICS			
Operating Expenses	\$3,753,027	\$1,143,468	\$4,069,774	\$1,525,117
Fare Revenues	\$412,764	\$86,818	\$398,899	\$89,651
Capital Funds	\$0	\$261,125	\$55,982	\$0
Annual Passengers Miles	1,245,205	206,266	792,115	210,268
Annual Revenue Miles	752,964	248,119	738,449	26,223
Annual Unlinked Trips	112,042	50,164	99,181	54,066
Annual Revenue Hours	40,556	23,044	40,129	24,567
Total Vehicles	53	14	51	14
Average Fleet Age	4.90	2.30	5.10	2.70
Maximum Vehicles	33	11	34	11
Peak to Base	0	0	0	0
Spare Percent	61	27	50	27
FIXED ROUTE PERFORMANCE	•			
Cost per Revenue Mile	\$4.36	\$6.20	\$4.94	\$6.38
Cost per Revenue Hour	\$102.94	\$64.63	\$98.97	\$65.53
Cost per Passenger Mile	\$0.67	\$1.07	\$0.57	\$0.96
Cost per Trip	\$11.48	\$1.99	\$10.60	\$2.00
Trips per Mile	0.38	3.12	0.47	3.19
Trips per Hour	8.97	32.49	9.34	32.75
DEMAND RESPONSE PERFOR	MANCE			
Cost per Revenue Mile	\$4.98	\$4.61	\$5.51	\$5.82
Cost per Revenue Hour	\$92.54	\$49.62	\$101.42	\$62.08
Cost per Passenger Mile	\$3.01	\$5.54	\$5.14	\$7.25
Cost per Trip	\$33.50	\$22.79	\$41.03	\$28.21
Trips per Mile	0.15	0.20	0.13	0.21
Trips per Hour	2.76	2.18	2.47	2.2