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Chapter 10: Implementation

1. Introduction

Once a decision is made to initiate a public transit program for the City of Winslow, a series of steps must be taken to ensure successful implementation. Key steps to successful initiation are: formal establishment of partnerships, coordination with NACOG's Mobility Management Program, establishing a governance structure, identification of funding sources, including application for federal 5311 funds, and establishing a timeline for implementation. This chapter addresses those key components of starting a transit system.

2. Partnering Opportunities

As identified throughout this report, there are currently transit services already existing in or near Winslow. Capitalizing on those current offerings is the first step in establishing a transit program. The first step in initiating service is to identify partnerships and establish formal Intergovernmental Agreements or Memorandums of Understanding. Discussions with partners will require significant investment in time, in order to best identify the partnering opportunities.

To diffuse the risk and reduce overhead costs, public commuter and local transit services may Partner with existing ADOT/FTA with Section 5311. Transit services provided by Hopi Senom Transit, Navajo Transit, The White Mountain Connection (Show Low), and NAIPTA (Flagstaff) may be expanded in partnership with the City of Winslow.

Existing services provided through the ADOT/FTA Section 5310 program is also an opportunity to partner. However, this is more complex because Section 5310 provides specialized transportation services, often time with Not-For-Profit organizations, which may not be as able to partner. Their resources may be limited to capital expenditures only, and they may not be able to "mix-and-match" service modes effectively. The highest potential for partnership with an existing ADOT/FTA Section 5310 are the service offered by Alice's Place. If the City chooses to pursue specialized paratransit service, there may be appropriate overlap to partner.

Another avenue to pursue is to improve regional connections in partnership with regional or national providers. Greyhound is positioned to partner with Winslow to enhance current service opportunities.

Other partners may exist in terms of funding only and not as operational partners. These include other jurisdictions and agencies, and businesses with a high interest level in mobility including health centers, education institutions and major business.

Figure 10.1 Potential Commuter Service Partnerships for exploration

Potential partners	Commuter Bus Flagstaff	Commuter Bus Holbrook	Vanpool
Show Low		x	
Hopi Senom	X		
Navajo Transit	X	X	
NAIPTA	X		X
Northland Pioneer College		X	
Twin Arrows Casino	X		
Navajo County		X	X
City of Holbrook		X	X

Figure 10.2 Potential Partners for exploration (Current Local FTA Recipient)

Potential Partners	Frequency Route	Coverage Route	ADA Paratransit	Demand Response
Hopi Senom	X	x		
Winslow Council on Aging			x	
Alice's Place				
Winslow Indian Health Care Center				
ChangePoint Integrated Health				

Figure 10.3 Potential Transit Hub Partners for exploration

Potential partners	Transit Hub
Little Colorado Community Development Corporation	X
Wal-Mart	X
Flying Jay	X
Maverick	X
La Posada	X

3. Regional Mobility Management

ADOT funds Mobility Management statewide through the ADOT/FTA Section 5310 program. The purpose of mobility management is to improve coordination among providers in order to expand the availability of transportation options. Coordination and mobility management have become important priorities for the State in determining the projects meeting the most critical needs in the Region¹. Winslow is represented by the

¹<https://www.azdot.gov/planning/TransitProgramsandGrants/5311-rural-public-transportation-program/overview>

Northern Arizona Council of Governments (NACOG) for mobility management. NACOG's Mobility Manager can play an important role in facilitating partnerships including:

- Teaming with Hopi Senom on Local Fixed Route services;
- Teaming with NACOG to promote Mobility Management Program;
- Partnering with Greyhound/local businesses to develop a Winslow regional stop;
- Creating a ride-sharing program using local NFPs, carpooling, and taxi-vouchers;
- Investing in a Transportation hub, supporting Hopi Senom, local ride sharing; Greyhound, and Navajo Transit development.

For more information, go to:

<https://nacog.org/filelibrary/2017%20Coordinated%20Mobility%20Plan%20Draft%201%20201.pdf>

4. Governance

The City must undertake an effort to identify key governance issues. Governance topics to be determined include:

- Identify, recruit, and retain a Transit Manager
- Identify program revenue streams.
 - Local dollars will be required to provide transit service. The City needs to decide if it will commit money from the general fund, establish new tax or ask for an increase to an existing tax.
 - The City must apply and be awarded an ADOT-FTA Section 5311 Program in order to maximize local dollars.
- Create supporting policy and infrastructure necessary for successful implementation.
 - The City needs to adopt policies including, deciding what service will be provided, and how much should fares be, in addition to others.
- Determine “who” will operate the service.
 - The City must decide if it will establish a transit department, some other new entity, or contract services.

Identify, recruit, and retain a Transit Manger

An effective transit system will require on-site transit management. With a start-up transit system, many key efforts must be undertaken, some of those efforts required include:

- Complete program management training for Section 5311 recipients provided by ADOT
- Identify transit system partners
- Begin marketing efforts and system branding
- Identify operating policies and procedures
- Identify operating methodology (contracting relationships)
- Initiate and complete any/all procurement efforts

Identify Program Revenue Streams

Having a sustainable, reliable local revenue source is an important component of a start-up public transit system. As discussed in Chapter 5, Page 77, local match objectives can be achieved in many ways, including:

- General Fund contributions
- Local dedicated sales tax (0.1 percent, or 10 cents on \$100, would raise approximately \$130,000 annually)ⁱ
- Financial support provided through partnering with businesses and/or other governments

The City will also want to begin seeking federal dollars to support transit programs. This is done through the ADOT/FTA Section 5311 application process. According to the ADOT website link, financial support from the local government is a key element in developing and sustaining an effective transit program. “Applications lacking significant local public financial support generally do not rank as high as those with a solid base of local funding.”ⁱⁱ

ADOT hosts the FTA Section 5311 Program and has developed a process to identify, justify, and fund any Rural Transportation Program. Winslow much proceed with this process in order to receive Federal funding. This is explained in detail on the ADOT website (<https://www.azdot.gov/planning/TransitProgramsandGrants/5311-rural-public-transportation-program>).²³

Beginning in 2016, the 5311 Application is now on a 2-year application cycle, where applicants apply in even years. All awards will be eligible for funding for 2 years. At ADOT’s discretion, ADOT may call for projects for new applicants in the off year. All new Applicants must contact ADOT and have completed a planning study to be considered eligible for funding. **According to ADOT publications, this study meets the ADOT planning study requirement and the City of Winslow is an eligible applicant.**

The next ADOT application cycle is:

- Guidelines/ Application Distribution: February 2018
- Applicants’ Workshop February 2018
- Application Open* March 1, 2018
- Application Deadline April 15, 2018
- Federal Fiscal Year 2019 Begins October 1, 2018

The complete application process is described in the 5311 Guidebook.

Supporting Policy and Infrastructure

On-going planning, reporting, and compliance functions are necessary to support transit services. ADOT will require a variety of quarterly and annual monitoring and reports identified in Chapter 7: Performance Measures pages 98 and 99. Additional policy and infrastructure needs include:

² FY2016 information most recent at time of publishing. Check ADOT website for FY2018 update.

³ (<https://www.azdot.gov/planning/TransitProgramsandGrants/5311-rural-public-transportation-program>)³

- Staffing: Winslow will be required to dedicate some staff resources to a transit program. Depending upon whether operated internally, or contracted, may dictate the level of City employee involvement
- Policy: To begin a program, the City should develop transit standard operating procedures and related policies, including financial and revenue (farebox recovery, local) goals, performance based measures, asset management plans and sustainability plans as identified throughout this Plan.
- Administrative services: Administrative services may include a variety of personnel and finance services. Additionally, a variety of training programs to manage the administrative effort are required on a regular basis, including quarterly and annual training certifications.

Because of the various responsibilities of operating a transit system, the City should consider a part-time to full time staff position to manage and account for these functions.

Who Will operate the Service?

The City may consider, in coordination with partnering opportunities (existing FTA Section 5311 programs) or as a stand-alone strategy, to competitively procure and contract for the provision of any transit service options instead of using City personnel. There are many private sector national and regional companies that specialize in providing transit services either in a management-only capacity or as a full-service contractor. Potential partnerships for each service are identified in figure 10.1. In general, where an opportunity for partnership with an existing provider exists, the City should pursue that partnership. The most difficult services to partner with for operations are the local alternatives identified in this plan. To provide these alternatives, the City will need to determine whether to procure a contractor for full or for management services only, or to run the local service themselves.

Management-only services typically vests responsibility in a contractor to manage services and all employees based upon the City's line-item budget for specified services. Conversely, full-service contracting places responsibility in a contractor to manage and operate specified agreed-upon services at a fixed cost (per mile or per hour). The primary differences between these two options is the acceptance of risk for variances in fixed and variable costs. As a management contractor, those variations in a full-service environment are a risk to the City and are borne by the contractor. See Chapter 6: Risks for further details.

Some cities recognize value in contracting services for several reasons, including professional experience, risk mitigation, managing employee head counts, labor-relations, and of course, price.

Purchasing services can be achieved through one of two methods: competitive procurement with a private sector profit or non-profit provider, or purchase of service from or through another government provider (in this case a neighboring FTA Section 5307, 5310, or 5311 program).

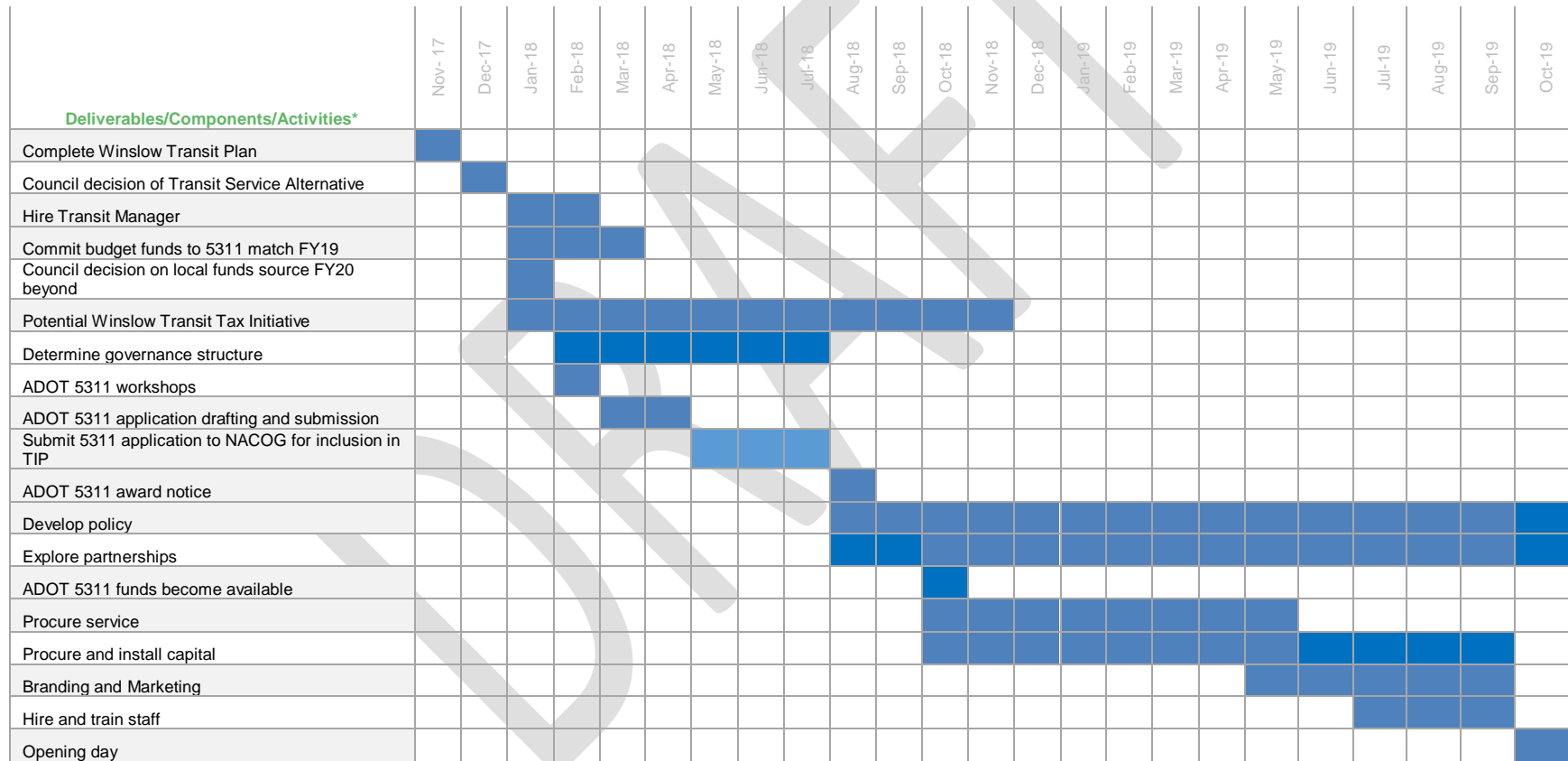
There are other benefits to purchasing services, such as cost savings in the form of less internal administration and/or employee head count. However, there can be disadvantages to doing so, including loss of control, ineffective communications, response to passenger concerns, and some performance management. A thorough examination of these benefits and disadvantages should be considered as the transit program is developed.

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5. Timeline for Service Initiation

The current funding for planning and implementation ends September 30, 2018. In order to have any federal funds to assist in implementation beginning October 1, 2018, the City MUST apply to ADOT 5311 process, beginning in February 2018. This includes the need to have a local cash match.

Figure 10.4 Timeline



*Timelines may change depending upon a variety of factors, including decisions on what types of service to initiate, the timing of “first day” of service is variable.

6. Summary

Implementation of a public transportation program requires significant pre-planning and commitment in order to provide the best service solution that meets many of the City's goals. To do so, will require coordination between various entities, sound planning, and ample preparation time.

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Endnotes

ⁱ Per City of Winslow, Elias Jouen, Monday, September 11, 2017.

ⁱⁱADOT:

<https://nacog.org/filelibrary/2017%20Coordinated%20Mobility%20Plan%20Draft%201%201.pdf>

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