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FY 2018 Grants for Buses and Bus Facilities Infrastructure Investment Program 5339(b)

Applicant and Proposal Profile

Is this a resubmission due to an invalid/error message from FTA? Yes No

Section I. Applicant Information

Organization Legal Name:

FTA Recipient ID:

- Applicant Eligibility:
- Designated recipient
 - State
 - Local governmental entity that operates fixed route bus service
 - Tribe (Federally recognized Native American Tribe)

- Project Location:
- Small Urbanized Area
 - Large Urbanized Area
 - Rural

Description of services provided and areas served.

The City of Greenville is the contract service provider for the Greenville Transit Authority (d.b.a. Greenlink) and provides public transportation services to the greater Greenville and Mauldin/Simpsonville UZAs in South Carolina. GTA operates 11 fixed routes (ten hourly headway and one half hour headway route) and four downtown trolley routes providing service to 188,991 individuals within a 97-square mile service area in the heart of Greenville County, South Carolina.

As of July 1, 2016, US Census Bureau Population Estimates show the City of Greenville's population (67,453) increased 5.8% – making it the fourth fastest growing large city in the country. Greenville County also continues to grow with an estimated population of 498,766 individuals – a 10.5% increase from 2010 – making it one of the most densely populated counties in the state. Furthermore, the ten-county Upstate region – of which the City of Greenville is the center – is projected to add an additional 300,000 net individuals by 2040 per Ten at The Top's, a regional organization focused on promoting economic vitality, 2017 Shaping our Future Scenario Plan.

This population growth is reflected in Greenlink's steady increase in ridership. Between 2013 and 2015, ridership grew 22.75%, surpassing a million unlinked passenger trips annually as reported by the National Transit Database (NTD) and resulted in 1,084,682 unlinked passenger trips in 2015. This is due in no small part to the continuous efforts of local partners investing in growing the public transportation system – a familiar model to Greenville as a national leader in seeking and establishing public-private partnerships.

From working with local philanthropic organizations to fund capital and operational studies to charitable foundations investing in customer-friendly technology improvements such as automated vehicle locator systems, and healthcare and education providers providing funding for transit routes and extended service hours demands of their constituents, GTA consistently demonstrates the ability to deliver an economic return on local investment. Additionally, the private sector is showing an increased interest in transit access. Businesses looking to locate headquarters or manufacturing sites routinely ask the region's economic development corporations and departments about access to public transportation service as a part of their decision-making process. Increasing Greenlink's services, as well as attracting new riders by improving the perception of public transportation in GTA, will serve as an economic development tool

for the region.

In a 2017 Economic Impact Analysis utilizing an economic evaluation tool developed for the Florida Department of Transportation, it was determined for every \$1 dollar invested locally in GTA, a \$3.51 net return on investment in the local community was realized through gross sales, additional goods, services produced, and employee earnings (Attachment 8).

To further increase this net return, in 2017 GTA commenced a Comprehensive Operational Analysis (COA) focused on identifying current efficiencies that would overhaul the existing route and service delivery systems to better serve the residents of Greenville County. This study will help GTA maximize potential ridership increases by expanding passengers' mobility options. This study also will transition directly into a Transit Development Plan that will generate mid-to-long range planning targets as well as strategic planning documents, such as an Operating and Maintenance Cost Plan, critical to the long-term success of GTA.

Section II. Project Information

About the Project

Project Title:

Project Executive Summary: (Short sentence explaining request)

GTA is requesting \$15.7 million to build a 100% green maintenance facility; replacing the current facility which is an undersized 35 year old facility previously serving as a beer distributor building

Project Statement of Work: (Description of Project)

Building a new facility on a larger 8 acre parcel will allow GTA to vacate its current, ill-suited facility which lacks the proper size and equipment to maintain or grow the current transit fleet.

- Project Type:
- Bus replacement
 - Bus rehabilitation
 - Bus expansion
 - Bus facility replacement
 - Bus facility rehabilitation
 - Bus facility expansion
 - Bus equipment
 - Other

If Other, specify:

For vehicle replacement/facility rehabilitation projects only:

VIN/Unique Identifier	Make/Model	Length	Year Put in Service	Current Vehicle Mileage

Insert Item

	Years Facility Used by Applicant	Facility Construction Date	Last Renovation Date
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154 Augusta Road (Greenlink Maintenance Facility)	35	04/08/1983	
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Insert Item

Project Budget

Description	QTY	5339(b) Amount	5339(b) Match Amount	Other Federal	Other	Total Cost	
Preliminary Engineering, NEPA, Geotechnical Analysis	1	225,000	225,000	0	0	450,000	<input type="checkbox"/>
Right of Way Acquisition	1	225,000	225,000	0	0	450,000	<input type="checkbox"/>
Final Design, Permitting, Bidding	1	537,500	537,500	0	0	1,075,000	<input type="checkbox"/>
Construction	1	14,448,000	2,662,000	0	5,290,000	22,400,000	<input type="checkbox"/>
Construction Services, Commission, Facility Start Up	1	274,500	350,500	0	0	625,000	<input type="checkbox"/>
	Total:	15,710,000	4,000,000	0	5,290,000	25,000,000	

Insert Item

Project Scalability

Is Project scope scalable? Yes No

If Yes, specify minimum 5339(b) Funds necessary:

Provide explanation of scalability with specific references to the budget line items above.

N/A

Matching Funds Information

Matching Funds Amount : (Must match Project Budget Amount)

4,000,000

Source of Matching Funds.

The City of Greenville has operated the Greenlink system under contract with the Greenville Transit Authority (d.b.a. Greenlink) since 2008. Additionally, the City provides administration and overhead services in-kind to GTA through the Human Resources, Legal, Office of Management and Budget, Employee Health, and Procurement departments. The City is committing \$4,000,000 of local cash match, contingent on grant award.

Additionally, GTA would use the net proceeds of its sale of 106 and 154 Augusta Street parcels to cover, the remaining funds needed to fulfill the project. GTA's latest property assessment, conducted on 05/30/18 (Attachment 4), determined an assessed valuation of \$6,290,000, less demolition costs. This estimate is based on current market conditions, the parcel's marketable proximity to Fluor Field and anchor to the West End neighborhood, and its transportation access directly to Augusta Road - a major roadway that serves as the southern gateway to downtown Greenville.

The opinion of the market value does not take into consideration of potential environmental concerns on the 154 Augusta Street parcel which has been utilized for fuel dispensing and vehicular repair for 35 years; the extent to which is not yet known. A worst case scenario assumes \$1 million to be reserved for NEPA and possible environmental clean up activities. Should the property not exhibit adverse environmental conditions, GTA would have an additional \$1 million to cover any additional project contingencies.

Supporting Documentation of Local Match.

GTA attached a PDF copy of the City of Greenville's letter of commitment as Attachment 2.

Project Timeline (Please be as specific as possible)

Timeline Item Description	Timeline Item Date	
FTA Awards Announced	01/31/2019	<input checked="" type="checkbox"/>
Update TIP	02/18/2019	<input checked="" type="checkbox"/>
Submit TrAMS Application	03/29/2019	<input checked="" type="checkbox"/>
Update STIP	05/31/2019	<input checked="" type="checkbox"/>
Final Engineering	08/23/2019	<input checked="" type="checkbox"/>
TrAMS Application Awarded	09/06/2019	<input checked="" type="checkbox"/>

Ground Broken at New Facility	04/30/2020	<input checked="" type="checkbox"/>
Construction Completed	07/31/2023	<input checked="" type="checkbox"/>

Section III . Evaluation Criteria

*****Address each of the evaluation criteria as described in the Notice of Funding Opportunity.*****

Demonstration of Need

Age of Facility

GTA’s nearly 11,000 sq. ft. maintenance facility, located at 154 Augusta Street in the West End District of the City of Greenville, SC, was built in 1981 as a local beer distributor. GTA purchased the facility along with a neighboring parcel (106 Augusta Street) in 1983 to house its combined bus operations and maintenance facility. At the time of purchase, GTA’s revenue fleet consisted of 17 buses. In the 34 years since, the fleet has expanded to 29 buses and these facilities have undergone significant modifications to meet GTA’s evolving and expanding operational needs. Now, four years beyond the end of its useful life, 154 Augusta’s (a non “purpose-built” transit facility) repairs have drastically outpaced available capital funds resulting in a facility in a state of disrepair.

In addition, the rapid pace of development of neighboring parcels means GTA’s maintenance facility no longer conforms to the zoning adopted for the district. As of August 2017, seven major redevelopments, totaling over \$62.5 million, have occurred within ¼ mile of 154 Augusta (see Attachment 4). Given this level of mixed-use development, rezoning the property is highly unlikely. This, plus the property’s state of disrepair, inhibits GTA’s capacity to conduct routine maintenance activities as well as accommodating any future expansion.

Condition of Facility

GTA’s bus maintenance garage (154 Augusta’s main facility) is a single-story brick building with a one + one maintenance bay setup. The parcel also has approximately 36 employee parking spaces, 30 bus parking spaces (at capacity), and a tire and equipment storage building. The main bay accommodates much of the maintenance activity while a pull-through double bay is used primarily for vehicle washing, servicing, and other light maintenance activities. This setup restricts maintenance crews to working on only two vehicles at a time in the main bus bay that regularly causes either workflow bottlenecks when additional vehicles require servicing or forces maintenance activities to occur in the wash bay.

The maintenance building’s remaining space is comprised of multiple parts storage rooms, an informal IT room, a farebox maintenance room, an undersized locker room, and a converted refrigeration room that serves as the money counting/vault room. Photographs of the facility are attached (Attachment 6). These spaces were cobbled together from square footage that was never intended to serve in these various capacities. As mentioned earlier, aside from the building’s space and functionality issues, it is also in dire need of costly improvements—in 2016 a leaking roof required an \$84,000 emergency fix. With 42% of its fleet three years beyond its useful life, GTA’s preventative maintenance demands are considerable. Keeping pace with these demands in a rapidly deteriorating facility never intended for use as a bus maintenance facility is hampering GTA’s ability to provide reliable transportation for its passengers.

In a 2015 Bus Maintenance Facility Assessment, GTA explored four possible options to address the facility’s problems: 1) maintain the current facility with minor improvements, 2) maintain the current facility with major capital improvements, 3) develop a new facility on a new site, or 4) switch to a contract maintenance system. Selling the 35-year-old 154 Augusta parcel and acquiring land better suited to construct a purpose-built facility was deemed the most viable option as well as the one that would best meet GTA’s needs.

Unfortunately, a substantial backlog of deferred capital replacement and insufficient 5339 annual apportionments prevent GTA from pursuing this option outside of competitive grant cycles. 5339(b) funds combined with net proceeds from the sale of 154 Augusta and \$2,516,667 in matching funds will provide GTA the capital needed to construct a modern, green facility that is responsive to current and future needs.

Demonstration of Benefits

System Condition

Constructing a new maintenance facility will end a decade-long deficiency in GTA's system. Prior to conducting the updated 2015 Facility Assessment, the trade-offs for rehabilitation versus relocation of 154 Augusta were unknown. If GTA were to upgrade its 154 Augusta facility (assuming zoning limitations were a non-issue), a single-story rehabilitation would cost \$5 – \$6 million while a two-story facility would cost \$10 – \$11 million (Attachment 5).

While these costly improvements would bring the current facility into a state of good repair for existing fleet maintenance, the parcel's awkward layout and topographical challenges would still undercut GTA's ability to expand service and rectify long-standing safety issues. For example, the execution of three left-hand turning movements per vehicle re-entering the yard after refueling will still be present due to the limitations of the site's configuration and surrounding land uses. The optimal choice for system performance, improved safety for vehicle operators and mechanics, and future service expansion is to construct a new facility on a new site.

Service Reliability

A new maintenance facility will deliver significant improvements to GTA's service reliability and ability to meet existing and future ridership demands by facilitating: a reduction in miles between road calls and vehicle breakdowns, the diversification of the fleet by providing the infrastructure for additional fuel options, and the overall expansion of the transit system.

With a relocated and expanded maintenance facility, preferably 8-12 acres in size, GTA could fully focus on its backlog of preventative maintenance activities and improve vehicle uptimes. Specifically, the new facility would grant GTA the space it needs both to house the proper fleet service equipment and to increase its fleet size and maintenance staffing levels to keep pace with growing ridership demand (whether through increasing frequencies and/or providing later service hours). Currently, GTA averages 3,395 miles between road calls and roughly 40 major mechanical failures a month. Thus, on-time performance suffers (49% average), which simultaneously impacts Greenlink's public perception in terms of reliability. An expanded facility and workforce would greatly improve system reliability and begin to significantly improve mobility for the transit riding public.

GTA also intends to outfit this facility with the infrastructure to service multiple fuel types—electric, CNG, and diesel fuel—to guarantee the asset's future adaptability beyond the typical 40-year useful life determination. Likewise, this diversification enables Greenlink's fleet to effectively respond to volatility in the fueling market by reducing its reliance on a single vehicle fueling type.

A new facility also offers GTA better control over its future as a parcel with favorable zoning, graded land that eliminates topographical issues, and better access to major arterials would deftly position the system for service expansion. For example, Greenlink's current bus yard sits atop of a hill that slopes significantly on the eastern edge of its property. Logistically, the yard can fit up to thirty 35' buses and is currently at maximum capacity. This limitation of space forces GTA to retire a vehicle for every new vehicle acquired simply due to a lack of parking and thwarts any ability to expand the system.

Planning and Local/Regional Prioritization

Constructing a new maintenance facility to meet GTA's service reliability and expansion challenges is consistent with a series of local and regional planning documents (Attachment 13):

- 2015 GTA Bus Maintenance Facility Assessment and Feasibility Study – This study examined issues related to the current facility and charted various options for the future of the maintenance facility including a SWOT analysis on nine potential properties suitable for GTA operations. This study outlined the ramifications of investing in the current facility versus re-purposing portions of the property for facilities more suited to the surrounding business district. Consequently, 106 Augusta, the neighboring and idle parcel purchased along with 154 Augusta, was converted into a Park and Ride facility per study recommendations.

- 2014 The Greenville Housing Authority (TGHA) 5-Year Agency Plan – This study outlines TGHA’s quantifiable objectives necessary to meet the needs of low-income residents in Greenville in 2015-2019. TGHA has indicated disposing of the Chamlee Housing Development site is needed to reposition its housing portfolio and reduce its reliance on federal funding. GTA has engaged TGHA in discussions to acquire the Chamlee property for use as the future site of GTA’s Maintenance and Operations facility.
- 2017 Comprehensive Operational Analysis (COA) – This study identified current system weaknesses while capitalizing on operational strengths where improvements in efficiency and increased passenger usage can be found. An early finding notes increasing failures have reduced miles between road calls, leading to increased maintenance costs and worsening vehicle reliability. The plan recommends replacing buses and identifying a suitable location for a new maintenance facility as soon as possible to avoid critical system failure.
- 2017 Transit Development Plan (TDP) – This planning effort is set to begin in September 2017 and will build upon short-term recommendations outlined in the COA. The TDP will provide a ten-year planning horizon that will include an updated vehicle replacement schedule and costs, a service expansion plan, and an operating cost plan to initiate necessary system improvements. Implementing the service expansion will be contingent upon having an adequate maintenance facility.
- 2016 SC State Energy Plan (SEP) – One of the SEP’s eight focus areas is achieving state agency energy efficiency targets and diversifying state agencies’ fuel base for their fleets. GTA’s new maintenance facility and its plans for including infrastructure for three different fueling types will help advance this statewide goal.
- 2010 Transit Vision and Master Plan – This plan included an update to a 2004 effort to relocate GTA’s maintenance facility and incorporated estimated costs for a new operating facility into the Vision and Master Plan’s capital budget needs projection.
- Greenville-Pickens Area Transportation Study (GPATS) Horizon2040 (on-going study) – This study is updating the area’s 2030 Long Range Transportation Plan (LRTP) and will include a regional transit project prioritization list aimed at bolstering current regional transit services.
- 2030 GPATS LRTP – This plan discusses GTA system expansion including developing bus rapid transit (BRT) service and the explicit need for fleet replacement and modernization. Preliminary costs to initiate the following services were estimated: BRT, regional bus service, and rail service. Cognizant that launching any service would require a new maintenance facility to adequately service each mode’s operational needs, each cost estimate incorporated costs for a new maintenance facility.
- 2017 Economic Impact Analysis – This economic analysis determined for every \$1 dollar invested locally in GTA a \$3.51 net return on investment is realized. When this return is applied to this project, there is the potential to realize a nearly \$79.3 million return on investment.

Local Financial Commitment

GTA received 49 letters of support (Attachment 3) with a local financial commitment totaling \$4,000,000. Of the local financial commitment, 100% was provided by the City of Greenville as a cash match contingent on award amount (Attachment 2). The City of Greenville has operated the GTA system under contract with the Greenville Transit Authority (d.b.a. Greenlink) since 2008. As such, GTA will be able to secure 100% of these funds as a budget amendment after grant award amounts are announced by FTA. Additionally, grant funds can be obligated within 12 months of award announcement, as local cash match will be provided via a single, incorporated entity.

Project Implementation Strategy

Implementation to date

GTA's aforementioned 2015 Bus Maintenance Facility Assessment Feasibility Study (Attachment 5) has laid much of the groundwork for site selection given it identified nine available parcels that would accommodate a new facility. Since this report, GTA has engaged the Greenville Housing Authority (TGHA) in discussions to acquire property TGHA has been looking to dispose of as specified in the authority’s PHA 5-year Agency Plan and approved by the US Department of Housing and Development (HUD) in 2014 (Attachment 9).

Located at 695 Mauldin Road, this vacant 8.7-acre property previously served as the site of TGHA’s Chamlee Court public housing

community (Chamlee). To help fund future housing developments outlined in its plan, TGHA intends to dispose of this site at fair market value and utilize the sale proceeds to lessen its housing portfolio’s reliance on federal funding. Per the Greenville County Property Report, the property’s fair market value is estimated to be \$140,660 (Attachment 10), though an updated assessment would be needed to confirm or correct this valuation.

More recently, GTA has engaged neighboring Renewable Water Resources (ReWa), a wastewater recycling and treatment facility servicing over 343 miles of sewer lines in the Upstate, regarding a possible partnership involving the acquisition a portion of their property behind the Chamlee site. In exchange, ReWa would provide any combination of the following options: recycled wastewater (greywater) as a main water supply for Greenlink’s bus washing bays, use of a ReWa solar generation field as a fuel source, and possibly CNG to fuel buses for the new facility.

Additionally, GTA has conducted a preliminary engineering site fit for desired facility-type and layout to determine the site’s feasibility for future maintenance operations (Attachment 11). Though this parcel is currently zoned by the City of Greenville as RM-3 “Multi-family Residential”, GTA is confident it can quickly and successfully execute a zoning change given TGHA’s urgency to dispose of the vacant parcel and the fact that six of the eight neighboring parcels are zoned S-1 “Service District” – a zoning classification suited for uses such as maintenance garage facilities. Additionally, TGHA conducted an Environmental Assessment prior to demolishing the Chamlee site in preparation for site disposal.

This extensive prior planning positions GTA for an efficient transition into site acquisition, preliminary and final engineering, and a project schedule that accommodates obligating grant funds within 12 months from the time of award.

Local Planning/Coordination

The Greenville-Pickens Area Transportation Study (GPATS) is the local MPO for Greenville County. Pending announcement of 5339(b) awards prior to federal fiscal year end (Fall 2017), GTA could have the award amount reflected in the GPATS Transportation Improvement Program (TIP) by mid-October 2017. Once reflected in the regional TIP, GPATS would submit the newly adopted TIP to the South Carolina Department of Transportation (SCDOT) for adoption into the Statewide Transportation Improvement Program (STIP). This process typically takes three to five months which includes review and approval of recommended STIP changes from FTA prior to formal adoption by SCDOT.

GTA would simultaneously draft an application in TrAMS and await updated TIP and STIP documents required to upload an application for FTA review. Following TIP/STIP coordination and adoption, Greenlink’s TrAMS application can be submitted 5-7 months from announcement of 5339(b) awards. Additionally, GTA has pre-award authority and anticipates the project would have no negative environmental impact, likely falling under NEPA Categorical Exclusion #9 (Assembly or Construction of Facilities).

Can this project be obligated within 12 months? Yes No

Technical, Legal, and Financial Capacity

Technical

GTA’s technical capacity to complete the proposed project is best emphasized by its undertaking of terminal renovations in 2008 and its conversion of 106 Augusta Street into a Park and Ride facility in 2016. In 2008, GTA converted an existing Greyhound Terminal into a downtown transfer hub accommodating 12 bus berths for fixed route and GAP revenue service. The downtown transfer center also houses a renovated and expanded administrative building and renovated dispatch office for improved operations. Additionally, GTA’s Park and Ride project included the completion of an Environmental Assessment for the 106 Augusta Street property, the mitigation and abatement of asbestos prior to demolishing the facility and converting the parcel into a Park and Ride use that is served by Greenlink’s Route 10 (Augusta Road) and the Heart of Main and Augusta downtown trolley routes.

Furthermore, Greenlink’s staff are City of Greenville employees (Department of Public Transportation) and frequently work with other City departments on projects. In the Fall of 2017, the City of Greenville completed a \$25.6 million relocation of its Public Works facility. The 33.1-acre site has a combined administration and emergency operations center, an operations building housing the City’s streets, stormwater, solid waste department, a fleet maintenance and supply yard, and a combined fuel island and vehicle wash station. The old Public Works Facility will be demolished in preparation for a new 22-acre city park, also headed by the City of Greenville.

Additionally, the City completed construction on a new fire station, Verdae Fire Station #1, in March of 2017. With continued residential and commercial development in the area, combined with the resulting strain on the City’s six existing fire stations, this 13,600 square foot facility houses 12 firefighters and a police annex for officers working in the vicinity of the new station. The City’s familiarity with large

construction projects, combined with Greenlink’s experience with completing transit-specific projects, would provide sufficient and competent project oversight and support to ensure the completion of this project.

Legal

Greenlink is current on all certifications and assurances, including the authority’s System for Award Management (SAM) status, and is in good standing with FTA Region IV staff and executive director. Additionally, Greenlink addressed and closed all items found in the most recent FTA Triennial Review performed in 2015. Greenlink is in compliance with all of the FTA’s Civil Rights policies. Greenlink’s Title VI plan, submitted in January 2017, is under preliminary review in Region IV’s Civil Rights Office and Greenlink’s current DBE program and goals concur with FTA guidelines. Most recently, Greenlink has enlisted the services of Roe Cassidy Coates & Price, P.A. (local law firm) to represent the authority best interests on matters such as these, adding further legal oversight for Greenlink.

Financial Capacity

Greenlink has the added benefit of utilizing the City of Greenville’s Comptroller and a Senior Accountant to manage the GTA budget and all other financial matters. Additionally, Greenlink undergoes annual financial audits in accordance with generally accepted accounting principles. The audit for June 30, 2016 yielded no findings and auditors issued an unmodified opinion on financial statements for June 30, 2017.

Departmental Objectives

If applicable, describe how this application addresses one or more departmental objectives addressed in the announcement

GTA's project supports objectives A and B by maximizing its use of outside funds to replace an existing facility that has surpassed its original useful life and improving asset's state of good repair.

Congressional Districts (Place of Performance)

Congressional District

SC-004

Insert Item

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