



CONTRA COSTA
transportation
authority



Lyons-Newman
CONSULTING

Accessible Transportation Research Findings and Recommendations

Prepared for Contra Costa Transportation Authority
Lyons-Newman Consulting | October 20, 2022

Our planning process and research was guided by a central strategic question



CCTA's Strategic Question

How should the Contra Costa Transportation Authority best implement the ATSP recommendation for establishment of a Countywide Coordinating Entity to address transportation needs and gaps in Contra Costa County's accessible transportation system and overcome long-standing barriers?

Several interview themes and areas of agreement were identified from the views of multiple interviewees and/or sources

Interview Themes
A. Eagerness to do something and get the Coordinating Entity in place
B. A shared vision for providing excellent accessible transportation for the Contra Costa County community
C. There may be some resistance to change , including resistance to a new entity in the system
D. Transit operators do not want to lose control, funding, or autonomy
E. Success of a CE depends on it having a governing structure that represents all major players, including operators
F. Financial incentives are an effective engagement tool for facilitating cooperation and collaboration with the CE
G. Additional revenue is needed to fund accessible transportation needs
H. Consider regional Bay Area transportation accessibility as well as within Contra Costa County and a single point of entry
I. Successful coordination will take building relationships and trust

Based on insights from the research conducted and our social impact systems expertise, we recommend the principles to guide development of the Accessible Transportation Coordinating Entity

- 1 Take a whole ecosystem approach**

- 2 Use and deepen investment in existing resources before starting new ones**

- 3 Design the CE's core function to be coordination**

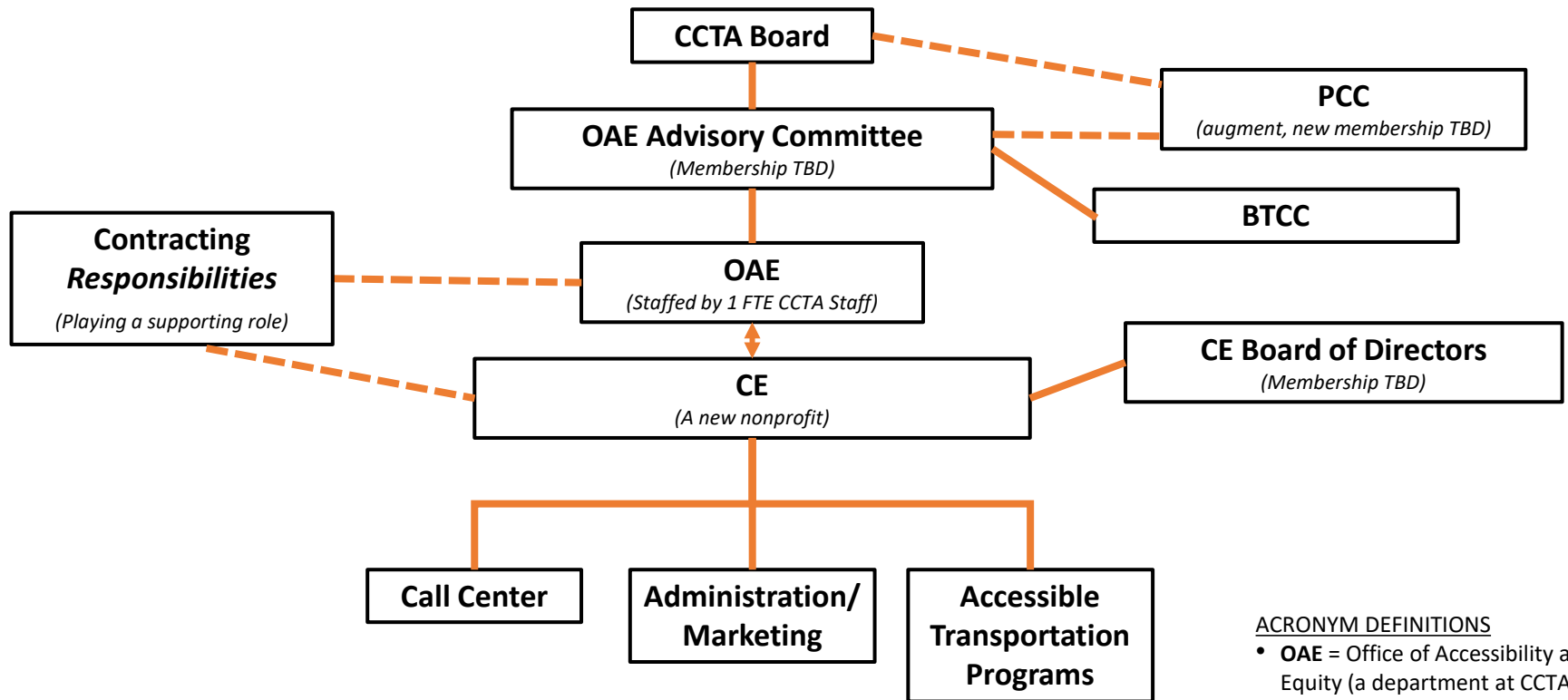
- 4 Recognize that advocacy objectives can be accomplished by a CE and/or existing nonprofits with policy support from CCTA**

- 5 Ground our work in everyone's shared purpose to create an integrated, dignified, and effective public transportation system for older adults and people with disabilities.**

PROPOSED FRAMEWORK

Contra Costa County's Accessible Transportation Coordinating Entity and its Supporting Networked Infrastructure

The following recommended design for Contra Costa County's Accessible Transportation Coordinating Entity (CE) was collaboratively developed:



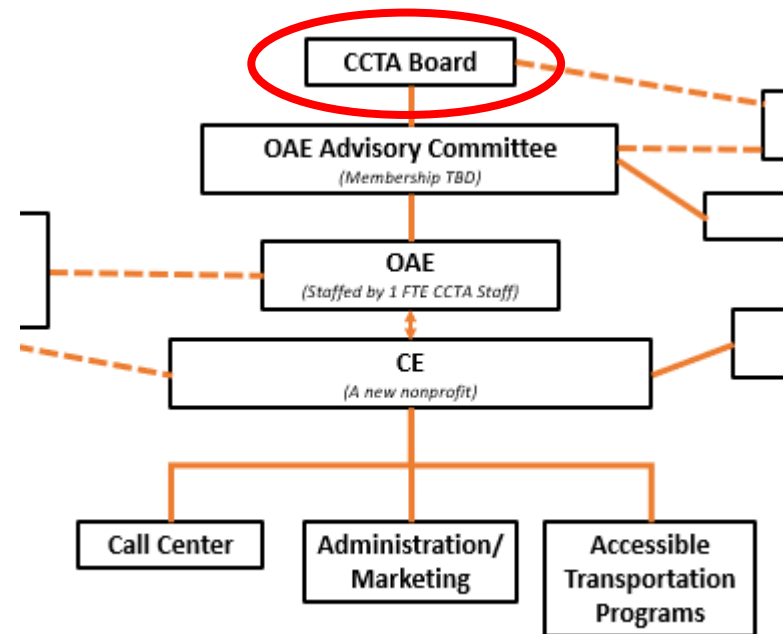
ACRONYM DEFINITIONS

- **OAE** = Office of Accessibility and Equity (a department at CCTA)
- **BTCC** = Bus Transit Coordinating Committee
- **CCTA** = Contra Costa Transportation Authority
- **CE** = Accessible Transportation Coordinating Entity
- **PCC** = Paratransit Coordinating Council

CCTA will continue to oversee the coordination of the county's accessible transportation

The CCTA Board:

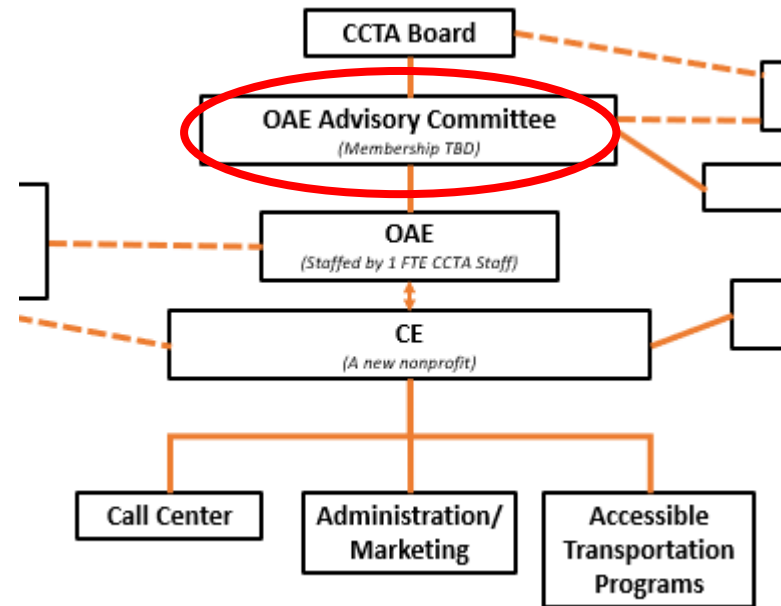
- Approves annual budget and work program of the OAE and CE
- Approves key performance indicators (KPIs)
- Receives reports and progress from the CE relative to meeting KPIs
- Approves the membership of the OAE Advisory Committee
- Seeks and designates CCTA as the CTSA
- Provides funding for the accessible transportation programs



CCTA would establish an Accessibility and Equity Advisory Committee

The OAE Advisory Committee:

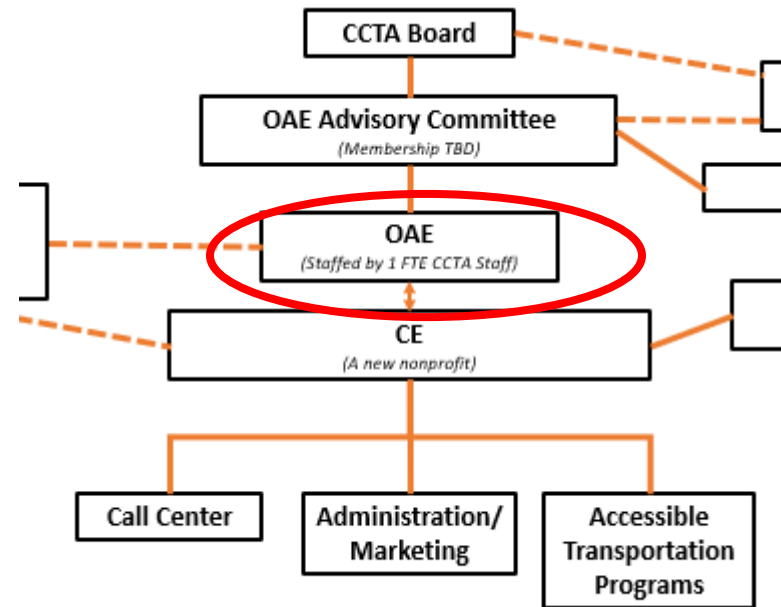
- Advises the CCTA Board on accessible transportation
- Makes recommendations to the CCTA Board
- Potential representation could be members from the Authority Board, Paratransit Coordinating Council, Bus Transit Coordinating Committee, and CE Board of Directors
- Provides guidance and input to the OAE and CE on the work program
- Approves projects and programs proposed and initiated by the OAE and CE as the workplan is being implemented



CCTA would establish an Office of Accessibility and Equity (OAE)

The OAE department:

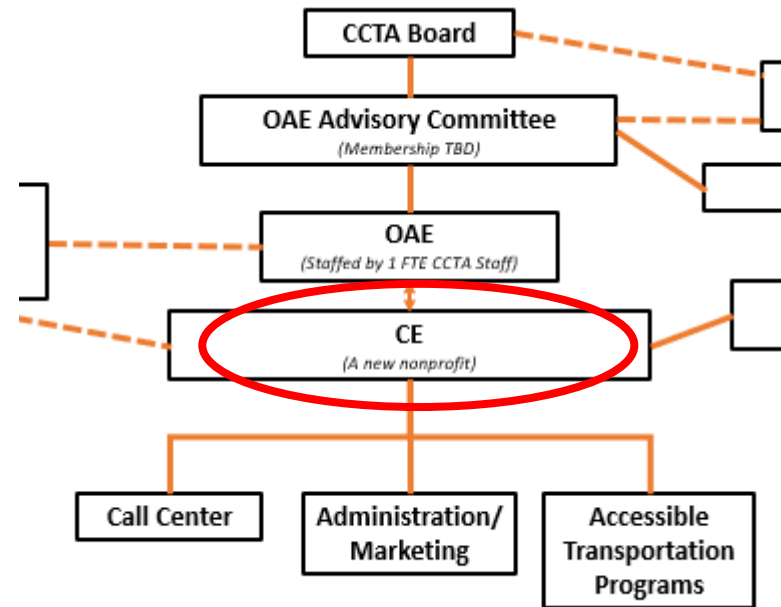
- Develops the accessible transportation work program and budget
- Makes recommendations to the OAE Advisory Committee
- Oversees the delivery of the work program
- Provides support, oversight, and technical assistance to the Coordinating Entity
- Staffs the OAE Advisory Committee



CCTA would establish a new non-profit entity (CE)

The CE would:

- Collaborate with the OAE and OAE Advisory Committee on the development of the budget and work plan
- Carry out the day-to-day activities required in the work plan
- Fulfill its obligations under its implementing by-laws and master agreement
- Work with the OAE and OAE Advisory Committee to identify and receive sustainable funding



The recommended design for Contra Costa County's Accessible Transportation Coordinating Entity (CE) would involve a number of actions

Following a recommendation from the Task Force, once CCTA adopts the recommendation to approve the establishment of the Coordinating Entity as a nonprofit/CCTA partnership, then CCTA staff would take the following actions:

- Establish an Office of Accessibility and Equity (OAE) at CCTA
- Establish an OAE Advisory Committee representing all major stakeholders in the Contra Costa County accessible transportation ecosystem
- Collaboratively develop roles, responsibilities and by-laws for the OAE Advisory Committee
- Refresh the Paratransit Coordinating Council to bolster its membership with additional representation
- Apply for the Coordinated Transportation Services Agency (CTSA) designation for CCTA
- Allocate 1 FTE at CCTA to support the OAE and CE
- Establish a Contracts Office at CCTA to support accessible transportation and other contracts
- Collaboratively develop roles, responsibilities for the by-laws and master agreement for the CE (Non-Profit)
- Establish a coordinating entity (a new nonprofit) that has the primary purpose to coordinate the accessible transportation system and vendors

The CCTA Board would consider a recommendation from the Task Force at an upcoming CCTA Board meeting

THANK YOU
Questions/Comments

**APPENDIX:
PROJECT OVERVIEW/
BACKGROUND**

Project background

CCTA completed the Accessible Transportation Plan (ATSP) in March 2021. The ATSP identified the need for a coordinated structure led by a new Coordinating Entity.

The Coordinating Entity will:

- Identify and pursue new funding
- Administer uniform ADA paratransit eligibility
- Expand mobility management
- Implement joint paratransit software strategy
- Oversee seamless rides to interjurisdictional trips
- Support beyond ADA transportation service
- Expand Travel Training
- Establish a means-based fare subsidy

Lyons-Newman Consulting and CCTA worked together to prepare this report

Belinda Lyons-Newman, MBA was engaged to assist CCTA to **evaluate and design options for the accessible transportation coordinating entity**. With expertise in nonprofit governance, multi-stakeholder collaboration, and experience with government agency and nonprofit services for older adults and people with disabilities, Lyons-Newman took a **systems approach to looking at how the CCTA and its network of partners** can best implement the CE.

This report provides an **overview of work completed thus far, some initial findings and insights, and next steps**.

Current status of the development of the Coordinating Entity (CE)

At its meeting on August 18, 2022, the **Task Force discussed a recent memo** from the Accessible Transportation Strategic Plan (ATSP) implementation team **outlining structural considerations and options for the CE**, and a presentation by consultants at Nelson\Nygaard.

The Task Force decided to move forward with examining and developing next steps involved with a **“hybrid” approach**, meaning a nonprofit/CCTA partnership approach to implementing the CE.

The concept, while not strictly defined, is intended to **capture both the benefits of a government entity** such as the CCTA (organizational stability, oversight, and access to resources) **and the benefits of a nonprofit entity** (flexibility, entrepreneurship, and ability to engage in advocacy).

After investigating options and engaging accessible transportation leaders, CCTA staff are seeking the **ATSP Task Force Committee’s approval to recommend Authority Board approval for the establishment of the CE as a nonprofit/CCTA partnership.**

Project background

Contra Costa County completed its Accessible Transportation Strategic Plan (ATSP) in March of 2021. The ATSP identified a need for a coordinated structure to address transportation needs and gaps in Contra Costa County's accessible transportation system. The plan recommends creating a Countywide Coordinating Entity responsible for ATSP strategy implementation in order to address long-standing barriers to progress. The vision is that the Coordinating Entity (CE) would identify and pursue new funding, develop and administer uniform countywide ADA paratransit eligibility certifications, expand mobility management, implement joint paratransit scheduling software, oversee seamless rides for inter-jurisdictional trips inside and outside the county, support service beyond ADA service areas and regular service times, expand travel training, advocate for safe routes for all, and help establish a means-based fare subsidy.

As part of implementing the CE recommendation, CCTA engaged Belinda Lyons-Newman from Lyons-Newman Consulting to assist in evaluating and designing options. With expertise in nonprofit governance, multi-stakeholder collaboration, and experience with government agency and nonprofit services for older adults and people with disabilities, Lyons-Newman took a systems approach to looking at how the CCTA and its network of partners can best implement the CE. This report provides an overview of work completed thus far, some initial findings and insights, and next steps.

The Accessible Transportation Strategic Planning implementation team identified guiding principles for a successful Coordinating Entity (CE)

It is desired that the CE will:

- have a mission which is focused on accessible transportation.
- work collaboratively with all partners.
- be implemented in a careful and calculated manner to mitigate challenges and barriers.
- be prepared to administer and complete reporting at a rigorous and detailed level.
- hold high standards for transparency and accountability.
- maintain close, collaborative relationships with CCTA and the County (at the Board and staff level).
- be responsive to both the users of the service (disabled, elderly, qualifying veterans) and the public sector sponsor(s).
- hold political strength and durability.
- be operationally effective.

There are a number of desired activities and programs to be coordinated by the Coordinating Entity (CE) for the accessible transportation ecosystem

The Accessible Transportation Strategic Planning team has identified an initial inventory of CE scope and priorities outlined in its August 10, 2022 memo to the ATSP Working Group Members. The following list of priority programs and service types identified addresses current priorities, but the CE should also be prepared to evaluate and implement new programs and leverage opportunities when they become available.

Priority Programs and Service Types:

- Mobility management
- One-call/one-click program
- Mobility as a Service (MaaS)
- Travel training
- Means-based fare subsidy program
- ADA paratransit support
- Intercity Trip Program
- Volunteer Driver and Door through Door Programs
- On-Demand Transit Operations
- Ongoing community outreach and engagement
- Securing CTSA status
- Integration of existing related activities into the new CE-led ATS Framework
- Governmental Liaison Activities
- Effective fundraising and resource development, including via tax measures and other means requiring advocacy
- Supporting and building capacity of CBOs to implement needed accessible transportation functions

Note that although these are the needed services and program types, the CE does not need to be the deliverer of these services

Lyons-Newman Consulting accessed primary and secondary data sources to inform this report



Reviewed **secondary research** including a review of the ATSP, staff reports, and other documents.



Conducted interviews with CCTA staff, transit operators, nonprofit providers, and other key informants and industry leaders.

Experts from Contra Costa County and other transportation systems in California were interviewed about their insights on the Contra Costa CE

External Informants and Task Force Members

- Karen Mitchoff, *Chair of ATSP Task Force and Chair of Board of Supervisors*
- Debbie Toth, *Advocate, CEO of Choice in Aging nonprofit, Task Force member*
- Nancy Geisse, *Vivalon (Marin-based nonprofit providing accessible transportation services)*
- Rashida Kamara, *County Connection, Director of ADA Services, Task Force member*
- Leslay Choy, *Executive Director, San Pablo Economic Development Corporation*
- Diane Burgis, *ATS Task Force member, Board of Supervisors, East County*
- Katie Heatley, *formerly Outreach, Santa Clara County*
- Arun Prem, *Executive Director of FACT San Diego*
- Beth Kranda, *Executive Director, SolTrans*
- Tom Tamura, *Executive Director, Contra Costa Crisis Center/211*
- Teresa Gerring, *Vice Chair of ATS Task Force, Lafayette Mayor, CCTA Commissioner*
- Elaine Welch, *CEO, Mobility Matters Public Transit operators*

CCTA Team Members

- Tim Haile, *CCTA Executive Director*
- John Cunningham, *Contra Costa County*
- Peter Engel, *CCTA*
- Richard Weiner, *Nelson\Nygaard (CCTA Consultant)*

Contra Costa Bus Operators

- Jeanne Krieg and Rashidi Barnes, *Tri Delta Transit*
- Rob Thompson, *WestCAT*
- Mike Hursh, Mallory Nestor, and Robert del Rosario, *AC Transit*
- Bill Churchill and Ruby Horta, *County Connection*

Several interview themes and areas of agreement were identified from the views of multiple interviewees and/or sources (1 / 2)

Interview Themes	Select Supporting Quotes
A. Eagerness to do something and get the CE in place	<ul style="list-style-type: none"> • <i>"Let's get it done!"</i> • <i>"Like Nike. Just do it!"</i>
B. Shared vision for providing excellent accessible transportation for the Contra Costa County community	<ul style="list-style-type: none"> • <i>"My hope is that we create a more efficient, cost effective, reliable accessible transportation delivery system. Delivering mobility solutions that provide our customers the freedom to live their lives with ease and dignity."</i> • <i>"My vision is a more coordinated and integrated accessible transportation system."</i> • <i>"Travel training is so important."</i>
C. There may be some resistance to change, including resistance to a new entity in the system	<ul style="list-style-type: none"> • <i>"It would be a mistake to break down what is already working and reconstitute it."</i> • <i>"Consolidated funding will hit a wall of resistance."</i> • <i>"Isn't this what CCTA does? Why can't CCTA be the coordinating entity?"</i> • <i>"I have a bit of heartburn at the thought of another agency, another layer."</i> • <i>"Northern California has been resistant to CTSA's in the past."</i> • <i>"The CTSA can be seen as a direct competitor."</i>
D. Transit operators do not want to lose control, funding, or autonomy	<ul style="list-style-type: none"> • <i>"We do not want to lose funds or see the pot of funds have to be divided between more players than there already are."</i> • <i>"We do not want someone between us and our funder, CCTA."</i> • <i>"There is a lot of competition for the same dollars."</i>
E. Success of a CE depends on it having a governing structure that represents all major players, including operators	<ul style="list-style-type: none"> • <i>"The CE needs to have teeth."</i> • <i>"The best way to ensure success would be to create a governing structure that includes the county and every transit operator and paratransit operator and other agencies in the social sector providing services to seniors and people with disabilities. This accomplishes the need for them to be coordinating with each other. Conversations will be happening at the top."</i> • <i>"Unless the transit operators have institutional support on the board from the start, then the whole initiative will be a non-starter."</i> • <i>"The CE cannot be led just by a majority of transit providers. It needs to be a mix of riders, family members, and nonprofit providers, with different disabilities represented."</i>

Interview themes continued on next slide →

Several interview themes and areas of agreement were identified from the views of multiple interviewees and/or sources (2/2)

Interview Themes	Select Supporting Quotes
<p>F. Financial incentives are an effective engagement tool for facilitating cooperation and collaboration with the CE</p>	<ul style="list-style-type: none"> • <i>“Set up the design to incentivize success.”</i> • <i>“It’s important to find the political will and dollars.”</i> • <i>“People are less resistant to making change or doing hard things if there are dollars.”</i>
<p>G. Additional revenue sources are needed to fund accessible transportation needs</p>	<ul style="list-style-type: none"> • <i>“Accessible transportation is very expensive. We need additional revenue sources.”</i> • <i>“Simple majority sales tax could be passed with funds for accessible transportation.”</i> • <i>“A sales tax measure could be hard to get passed and even if passed, it may be hard to secure adequate funds for accessible transportation.”</i> • <i>“A nonprofit CE could raise private funds beyond what is available to CCTA.”</i> • <i>“You could still have the same problem after you set up a CE, and the problem is there is not enough money for accessible transit.”</i>
<p>H. Consider regional Bay Area transportation accessibility as well as within Contra Costa County and a single point of entry</p>	<ul style="list-style-type: none"> • <i>“The problem is Bay Area wide.”</i> • <i>“A single point of entry model (e.g. Aging and Disability Resource Connection - ADRC model) is my best hope for a good accessible transportation model.”</i>
<p>I. Successful coordination will take building relationships and trust</p>	<ul style="list-style-type: none"> • <i>“It takes years of work building trust. Unless they know you personally, they will not coordinate with you. The CE will need to build this trust with every partner.”</i> • <i>“Building trust will require a thoughtful, strategic, viable plan and structure.”</i>



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