

## Authority Board **STAFF REPORT**

**Meeting Date:** December 21, 2022

<b>Subject</b>	<b>NEW ITEM: Coordinating Entity (CE) Update and Recommendation</b>
<b>Summary of Issues</b>	<p>The Accessible Transportation Strategic Plan (ATSP) recommends creating a Countywide Coordinating Entity (CE) responsible for countywide strategy implementation in order to address long-standing barriers to progress. The ATSP Task Force (TF) identified a need for a coordinated structure to address needs and gaps in Contra Costa County’s accessible transportation and implement the recommendations in the ATSP.</p> <p>At the October 20, 2022 meeting, the ATSP TF committee approved recommending to the Authority Board the establishment of a framework for the Countywide CE as a non-profit/Authority partnership.</p>
<b>Recommendations</b>	Staff seeks approval for the establishment of a framework and concept for the Countywide CE and input from the Authority Board to inform next steps.
<b>Staff Contact</b>	Ying Smith
<b>Financial Implications</b>	Financial implications of the recommendation would be limited to further planning work to develop the framework for the Countywide CE. Additional actions are required for implementation, which will have more defined financial implications.
<b>Options</b>	The Authority Board could choose to not approve the recommendation at this time and request the ATSP TF to further consider the development of the framework for the

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<b>Attachments</b>	Countywide CE. <b>A.</b> Accessible Transportation Research Findings and Recommendations Report <b>B.</b> ATSP Guiding Principles <b>C.</b> Central Contra Costa Transit Authority Letter and Resolution <b>D.</b> Tri Delta Transit Resolution
<b>Changes from Committee</b>	N/A

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**Background**

The origin of the ATSP was the 2017 Countywide Transportation Plan, which identified a need to address the challenges associated with: (1) different types of accessible transportation services for older adults and people with disabilities; (2) multiple transportation providers including cities/towns, transit operators, social services agencies, and non-profit organizations; and (3) diverse, and sometimes overlapping service areas.

The ATSP is also intended to address several unimplemented recommendations of three previous studies which were similar in scope. The 2016 and 2020 Transportation Expenditure Plans (TEP) were unsuccessful in assessing new sales tax measure funds; however, they did further set expectations for the ATSP to ultimately "implement a customer-focused, user-friendly, seamless coordinated system". The ATSP will also help fulfill a requirement by the Metropolitan Transportation Commission (MTC) in its Resolution 4321, that County Transportation Agencies (CTA)/Congestion Management Agencies (CMA) must establish or enhance a mobility management program.

Development of the ATSP took approximately eighteen months and involved significant public outreach. The planning team was able to gather significant input from seniors and people with disabilities, as well as stakeholders, advocates, and service providers.

The ATSP's three primary goals were to:

1. Evaluate the existing services and provide corresponding recommendations for

improvements.

2. Identify alternative models for service delivery, present those alternatives to stakeholders, and select a final preferred model.
3. Develop a detailed implementation plan for that model.

The project team set up a Technical Advisory Committee and a Policy Advisory Committee to guide the development of the study.

The primary recommended strategy developed in the ATSP necessary to implement several of the mobility strategies is the implementation of a Coordinated Structure as defined in detail below.

### **Coordinated Structure**

A coordinated structure will need to be in place to implement countywide and centralized mobility strategies. Due to the complexity of implementing a coordinated service, establishment of this structure is proposed to be an iterative, two-phase process. In the short-term, the TF was established to be responsible for identifying which mobility strategies require a dedicated entity to increase the likelihood of implementation of countywide study recommendations, and which strategies could be assigned to existing entities for implementation in the shorter term. The coordinating structure is the framework that is presented to be approved in this item.

### **Phase 1: Establish a Task Force (TF)**

The ATSP recommended that a TF be established to take the study recommendations to the next level of implementation. The ATSP TF identified the following elements for implementation:

1. Identify ATSP recommended strategies that can be delegated to existing agencies or non-profit organizations that do not require a CE for short-term implementation.
2. Define and establish a dedicated countywide CE for implementation of countywide strategies.
3. Identify funding.

Activities should include prioritizing of the strategies presented in the ATSP, and

development of an incremental approach to strategy implementation. This would ensure that select study recommendations can be implemented in the short-term rather than waiting for the creation or designation of a unified entity for implementation of large-scale, longer-term strategies.

### **Phase 2: Establish a Dedicated Countywide Coordinated Entity (CE)**

A dedicated CE should either be created or designated to implement countywide study recommendations. The ATSP TF is responsible for determining where this entity should be housed – it could be in an existing non-profit or public agency, or the ATSP TF could determine that a new entity will need to be established.

The role of the CE would be to implement study recommendations. Examples of strategies to be implemented by the CE could include:

1. Identify and pursue new funding sources.
2. Administer a uniform countywide Americans with Disabilities Act of 1970 (ADA) paratransit eligibility certification.
3. Expand mobility management function.
4. Procure joint paratransit scheduling software.
5. Present a unified voice regarding policy and funding at the local, state, and federal levels.

The ATSP effort was a partnership between the Authority and Contra Costa County and was adopted by both the Authority Board and the Contra Costa County Board of Supervisors (BOS) in March 2021. This action included the formation of the ATSP TF to begin implementation as described above.

The ATSP TF is made up of appointed members of the Authority Board, Contra Costa County BOS, representatives from the Regional Transportation Planning Committees, all Contra Costa County transit operators, non-profit non-governmental organizations, accessible transportation advocates, and the Contra Costa County Health Department.

The ATSP TF identified a need for a coordinated structure to address needs and gaps in Contra Costa County's accessible transportation. This recommendation is consistent with

recommendations from prior plans but has not been implemented to date. The ATSP recommends creating a Countywide CE responsible for countywide strategy implementation in order to address long-standing barriers to progress.

### **Structural Considerations**

The structure selected will require a partnership with Contra Costa County's transit operators, other non-profit and social service accessible transportation providers (such as Mobility Matters, Choice in Aging, County Health, etc.), and the Authority to provide increased coordination and mobility management services. The structure selected will also need to be implemented in a careful and calculated manner to mitigate for challenges and barriers documented in the ATSP and supporting documents. A consultant specializing in non-profit governance, Belinda Lyons-Newman from Lyons-Newman Consulting, was retained to assist in developing the Countywide CE.

The Project Team, Working Group, and ATSP TF examined the following structural options:

1. Transit agency
2. Authority
3. Non-profit entity
4. Hybrid of the above (Authority/non-profit partnership)
5. Joint powers agreement

On August 18, 2022, the ATSP TF asked the Project Team to continue research and present next steps in pursuing option 4, the Hybrid option. Authority staff provided an update to the Authority Board on October 19, 2022 regarding the TF's direction.

At the October 20, 2022 meeting, the ATSP TF approved the staff recommendation for the establishment of a framework for the Countywide CE as a non-profit/Authority partnership to the Authority Board for approval.

### **Proposed Framework**

The continued research was guided by a central strategic question: How should the Authority best implement the ATSP recommendation, for establishment of a Countywide CE, to address

needs and gaps in Contra Costa County's accessible transportation system, and overcome long-standing barriers? Lyons-Newman Consulting conducted interviews with Authority staff, transit operators, non-profit providers, and other key informants and industry leaders. The findings are summarized in Attachment A.

Based on the assessment and further collaboration, a draft framework for the Contra Costa County's Accessible Transportation Countywide CE was developed. The framework embodies the Guiding Principles adopted by the ATSP TF in February 2022 (Attachment B) and is based on these foundations:

- The Authority will continue to oversee the coordination of Contra Costa County's accessible transportation.
- The Authority will seek potential designation as a Consolidated Transportation Services Agency (CTSA).
- Establish an Office of Accessibility and Equity (OAE) and hire a dedicated full-time equivalent (FTE) to oversee accessible and equitable transportation in Contra Costa County.
- Establish an OAE Advisory Committee.
- Form a new non-profit to serve as the Countywide CE to coordinate the accessible transportation programs and services.

The initial framework is illustrated on page 14 of Attachment A. This framework is a first step and will be discussed and updated throughout the implementation process with input from all stakeholders. The following key elements are described to begin the discussion with the ATSP TF:

***Authority Board***

- Approves annual budget and work program for the OAE and Countywide CE.
- Approves Key Performance Indicators (KPI) for the Countywide CE.
- Receives reports and progress from the Countywide CE relative to meeting KPI.

- Approves the membership of the OAE Advisory Committee.
- Seeks and potentially designates Authority as a CTSA.
- Provides funding for the accessible transportation programs.

***Office of Accessibility and Equity (OAE)***

- Oversees Measure J funded transportation services for seniors and people with disabilities (Programs 15 and 20) in accordance with the voter-approved Expenditure Plan.
- 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 Countywide CE.
- Staffs the OAE Advisory Committee meetings.

***Accessibility and Equity Advisory Committee***

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

The Authority would establish a Contracts Office to support contract management and procurements for the OAE and Countywide CE based on the complexity of potential funding opportunities and grants from regional, state, and federal governments.

### **Consolidated Transportation Service Agency (CTSA)**

CTSAs are designated by county transportation commissions, local transportation commissions, regional transportation planning agencies, or metropolitan planning agencies under auspices of the Social Services Transportation Improvement Act to achieve the intended transportation coordination goals of that Act and promote service coordination. In the Bay Area, MTC can designate an agency as a CTSA. The designee can be an existing agency, new agency (such as a joint powers authority), or a non-profit organization. A CTSA could be designated countywide or by a smaller area (e.g. by planning area). CTSA designation may give preferential access to certain funds, such as Federal Section 5310, Transportation Development Act (TDA), and State Transit Assistance (STA) funds.

Relative to funding, this topic has received intensive discussions among the transit operators. The County Connection Board of Directors unanimously passed a resolution at its November 17, 2022 meeting in support of the development of a CE with a set of roles and responsibilities that does not impinge upon existing paratransit programs. Additionally, the resolution opposes the Authority being designated as a CTSA, unless the designation does not jeopardize access to the TDA, STA and Measure J funds that support the three Contra Costa County public transit operators (Attachment C). Tri Delta Transit Board of Directors unanimously passed a similar resolution on December 14, 2022 (Attachment D).

### **Funding**

Potential funding sources that could support the Countywide CE include: Measure J (Authority); Measure X (Contra Costa County); Community Development Block Grants; Federal Transit Administration 5310; funding and grants from philanthropic foundations, private donations, TDA; STA; and planned California Public Utilities Commission/Senate Bill 1376.

Staff recommends that while TDA and STA funds could be available to the Authority should it become a CTSA, these funds should continue to flow directly to the transit operators to support ADA paratransit services. Staff will work directly with the transit operators and MTC to set up guardrails to protect these funds from being diverted away from ADA paratransit services.

Discretionary funding sources could be used to fill gaps in services in different parts of the county. A non-profit or hybrid model can potentially sponsor a simple majority sales tax



initiative. New funding sources should be identified as well.

The Measure J Transportation Sales TEP states that Program 15, Countywide Transportation for Seniors & People with Disabilities funds, shall be available for: (a) continued operations of services under Measure C (the predecessor sales tax to Measure J); (b) expansion of those services; (c) managing the program; (d) retention of a mobility manager; (e) coordination with non-profit services; (f) establishment and/or maintenance of a comprehensive paratransit technology implementation plan; and (g) facilitation of countywide travel and integration with fixed route and Bay Area Rapid Transit specifically, as deemed feasible.

Measure J Program 15 collects 5 percent of annual transportation sales tax revenues but only designates 4.7 percent (average annual over 25 years) through its allocation formula. The remaining .3 percent could be used to support options c-e (as described above) without affecting the 4.7 percent allocation to existing operators.

Measure X is a countywide 20-year, ½ cent sales tax approved by Contra Costa County voters in November 2020. The funds are intended to fund hospitals/clinics, emergency response, safety-net and childhood services and generally protect vulnerable populations. The Contra Costa County BOS approved an Authority request for 1.4 million annually in Measure X funds in November 2021 for implementation of the ATSP. The BOS recommended ongoing funding but it is subject to annual budgetary decisions.

Measure J and Measure X, as described in the previous two paragraphs, would be the primary fund sources to support the OAE and standing up the CE. The CE will be responsible to seek funding for ongoing activities.

### **Accessible Transportation Programs and Services and Function of the CE**

The ATSP TF identified a wide range of programs for the Countywide CE to support. The ATSP TF, Working Group, and Project Team have continued to refine that list under the proposed framework, which would be vetted by the OAE and the OAE Advisory Committee, to help determine priority, funding, and support implementation.

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
- Travel training
- Means-Based Fare Subsidy Program
- ADA paratransit support
- Intercity Trip Program
- Volunteer Driver and Door through Door programs
- Ongoing community outreach and engagement
- Governmental Liaison Activities
- Supporting and building capacity of Community-Based Organizations 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, but rather coordinate their delivery by other entities.

The primary function of the CE is to maintain a database of certified users in Contra Costa County, determine needs, and coordinate service to fulfill those needs upon request by the users. For example, a user would call the CE to book an accessible trip. Depending on the need and trip, the CE could book a ride for door-to-door service using available non-paratransit services or transfer to the appropriate transit operator to fulfill an ADA paratransit request. The intent of the CE is providing a seamless experience for the user overcoming the confusing and fragmented system of accessible transportation services in Contra Costa County.

The CE would not operate ADA paratransit services. The transit operators will continue to be responsible for providing federally required ADA paratransit services complimentary to fixed route service. The CE would coordinate with transit operators to align appropriate service to

fulfill user need and request.

Based on needs in the County, the CE would evaluate existing services to determine if there are any gaps in services, potential efficiencies, or overlaps in services. At which time, the CE could recommend expansion of existing service, new service, or additional services in coordination with transit operators and stakeholders. The CE would be responsible for identifying any additional funding required to support recommendations. Any potential recommendations for expansion of existing service, potential efficiencies, or overlaps in services would be consulted with the OAE and approved by the OAE Advisory Committee.

### **CE Development Stages**

Substantial effort will be required to implement and establish the CE through a strong partnership with transit operators, stakeholders, and the Authority. Some of the considerations including but not limited to are funding, authority, function, resolution of legal issues, governance decisions, incorporating and otherwise incubating a non-profit. It is anticipated that this process will take 12 to 36 months, depending on the direction provided by the TF and Authority Board in partnership with the transit operators and stakeholders. Authority staff is anticipating three development stages. The stages below outline basic next steps to implement recommendations from the TF to establish the framework and concept for a Countywide CE. This list is not all inclusive and will continue to be vetted with the TF as the discussion evolves to address any concerns from the Authority, transit operators, and stakeholders. All of these next steps will require extensive discussion with the ATSP TF and Authority Board in partnership with the transit operators and stakeholders.

#### *Stage 1: Development of the OAE, January – June 2023*

##### Tasks:

- Establish OAE and recruitment of an OAE Program Manager (1 FTE)
- Development of OAE Advisory Committee roles, responsibilities, membership, and bylaws
- Authority Board appointment of OAE Advisory Committee
- OAE develops budget and work program, seeks Authority Board approval

- OAE continues ATSP near-term implementation
- OAE develops CE
- Authority potentially seeks CTSA designation

*Stage 2: Formation of the CE, July 2023 – December 2024*

Tasks:

- Formation of the CE Board: develop CE Board roles, responsibilities, membership, and bylaws
- Recruitment of CE Executive Director
- Establish agreement between the Authority and CE
- CE develops budget and work program
- CE continues and expands ATSP near-term implementation
- CE enhances coordination and service programs

*Stage 3: Growth and Enhancement, 2025 and beyond*

Tasks:

- CE seeks grant funds and/or other independent revenue sources
- Regular updates to OAE Advisory Committee and Authority Board
- Authority and CE continue to refine work program

Staff seeks approval for the establishment of a framework and concept for the Countywide CE and input from the Authority Board to inform next steps.



CONTRA COSTA  
transportation  
authority



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# Accessible Transportation Research Findings and Recommendations

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

# 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.**



# ASSESSMENT PROCESS

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?

# 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 Geringer, *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*

# ASSESSMENT FINDINGS

# 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"> <li>• <i>"Let's get it done!"</i></li> <li>• <i>"Like Nike. Just do it!"</i></li> </ul>
B. Shared vision for providing excellent accessible transportation for the Contra Costa County community	<ul style="list-style-type: none"> <li>• <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></li> <li>• <i>"My vision is a more coordinated and integrated accessible transportation system."</i></li> <li>• <i>"Travel training is so important."</i></li> </ul>
C. There may be some resistance to change, including resistance to a new entity in the system	<ul style="list-style-type: none"> <li>• <i>"It would be a mistake to break down what is already working and reconstitute it."</i></li> <li>• <i>"Consolidated funding will hit a wall of resistance."</i></li> <li>• <i>"Isn't this what CCTA does? Why can't CCTA be the coordinating entity?"</i></li> <li>• <i>"I have a bit of heartburn at the thought of another agency, another layer."</i></li> <li>• <i>"Northern California has been resistant to CTSA's in the past."</i></li> <li>• <i>"The CTSA can be seen as a direct competitor."</i></li> </ul>
D. Transit operators do not want to lose control, funding, or autonomy	<ul style="list-style-type: none"> <li>• <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></li> <li>• <i>"We do not want someone between us and our funder, CCTA."</i></li> <li>• <i>"There is a lot of competition for the same dollars."</i></li> </ul>
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"> <li>• <i>"The CE needs to have teeth."</i></li> <li>• <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></li> <li>• <i>"Unless the transit operators have institutional support on the board from the start, then the whole initiative will be a non-starter."</i></li> <li>• <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></li> </ul>

**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"> <li>• <i>“Set up the design to incentivize success.”</i></li> <li>• <i>“It’s important to find the political will and dollars.”</i></li> <li>• <i>“People are less resistant to making change or doing hard things if there are dollars.”</i></li> </ul>
<p>G. Additional revenue sources are needed to fund accessible transportation needs</p>	<ul style="list-style-type: none"> <li>• <i>“Accessible transportation is very expensive. We need additional revenue sources.”</i></li> <li>• <i>“Simple majority sales tax could be passed with funds for accessible transportation.”</i></li> <li>• <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></li> <li>• <i>“A nonprofit CE could raise private funds beyond what is available to CCTA.”</i></li> <li>• <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></li> </ul>
<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"> <li>• <i>“The problem is Bay Area wide.”</i></li> <li>• <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></li> </ul>
<p>I. Successful coordination will take building relationships and trust</p>	<ul style="list-style-type: none"> <li>• <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></li> <li>• <i>“Building trust will require a thoughtful, strategic, viable plan and structure.”</i></li> </ul>

Based on insights from the research conducted and our social impact systems expertise, we recommend the principles below to guide planning for implementing Contra Costa County's Accessible Transportation Coordinating Entity (CE)

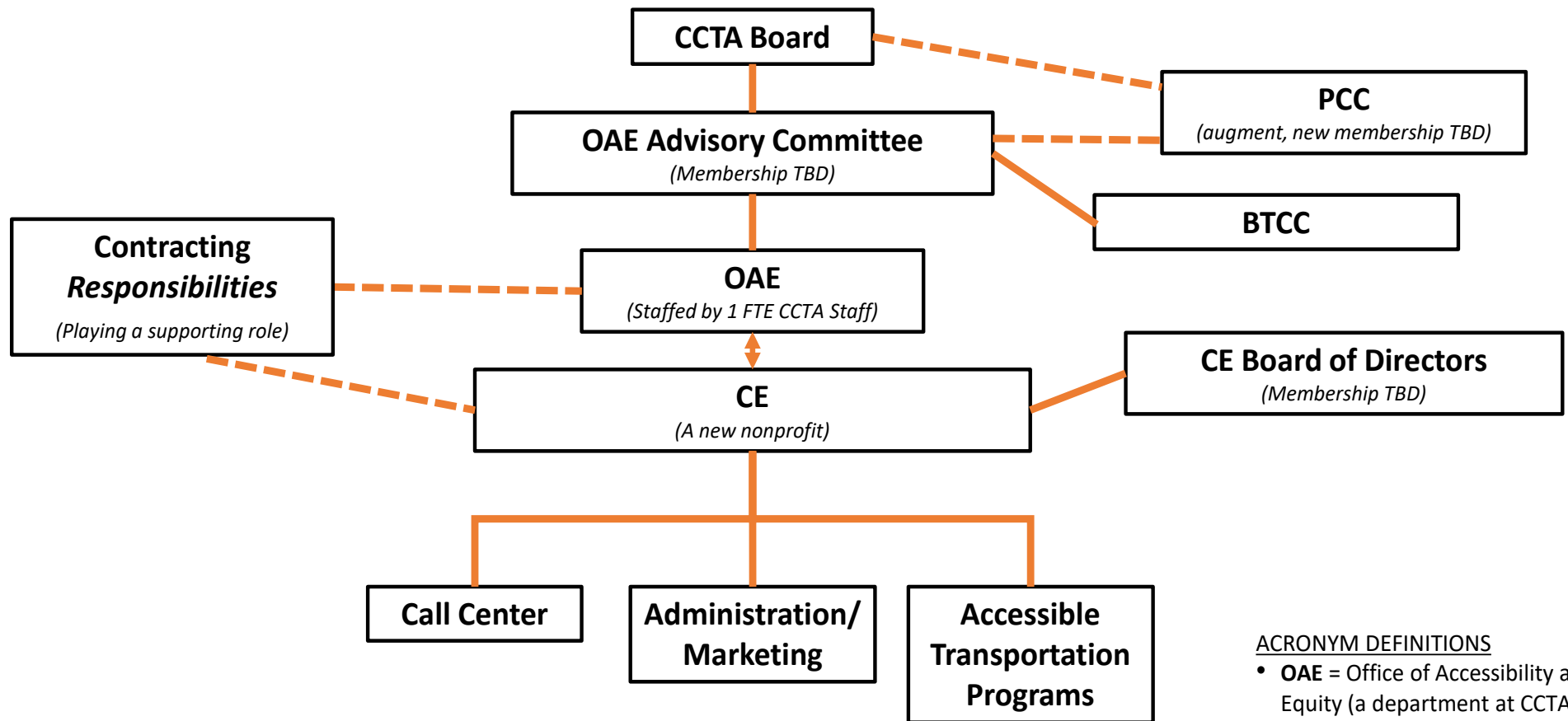
- 1 Take a whole ecosystem approach.** We are configuring a system and structure within an interconnected transportation ecosystem, not just designing a linear process, single entity, or set of independent tasks.
- 2 Use and deepen investment in existing resources before starting new ones.** There is capacity in the current ecosystem that can be utilized and bolstered.
- 3 Design the CE's core function to be coordination.** Separate out the need for the delivery of specific programs and services from the need for system coordination. Programs and services can be delivered by a portfolio of vendors that are coordinated by the CE.
- 4 Recognize that advocacy objectives (e.g., a tax measure on the ballot) can be accomplished by a CE and/or existing nonprofits with policy support from CCTA.** CCTA can help with policy convenings and identifying needs of the community, projects, and programs relative to accessible transportation.
- 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.



# COLLABORATIVE SYSTEM DESIGN

# 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

# 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
- Establish a Contracts Office at CCTA to support accessible transportation and other contracts
- 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 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***

# 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 CSTA
- Provides funding for the accessible transportation programs

# 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 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

**APPENDIX:  
PROJECT OVERVIEW/  
BACKGROUND**

# 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***



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## Contra Costa County Accessible Transportation Strategic Plan

# Guiding Principles



1

The Task Force (TF) and future Coordinated Entity (CE) plan to implement a person-centered, user-friendly, and seamless accessible transportation system including enhancing mobility management to provide equitable and effective access to transportation.

2

All stages of implementation of the Contra Costa Accessible Transportation Strategic Plan (ATSP) including planning, policy, engagement, design, operations, and evaluation will involve multiple stakeholders. Stakeholders will include relevant human service agencies, transit agencies, elected officials, disability and older adult advocates representing a range of segments of these communities, veterans, all County sub-regions, funding bodies, and other representatives.

3

Public outreach and planning activities will include countywide needs and characteristics, with the ultimate goal of providing equitable, consistent, and scalable service across the County.

4

In order to facilitate accessible transportation to and from destinations outside of the County, and to advocate for increased resources for these and other trips, the TF and CE will engage with outside agencies and in state and regional planning processes.

5

The TF and CE will prioritize strategies that were identified through the extensive public engagement during development of the ATSP, and will conduct future public engagement through ATSP updates at regular intervals.

6

New strategies, approaches, and programs being considered by the CE will be subject to review and consultation with all stakeholders, existing and/or new, in a consensus-based process.

7

The TF and CE will not recommend adding responsibilities to a transportation or human service provider without identifying new revenue sources. The TF and CE will not recommend redistributing revenues without providing recommendations for achieving a corresponding decrease in obligations funded by those revenues.



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# Coordinating Entity Proposed Framework

Prepared for the CCTA Board  
December 21, 2022

# Background on Coordinating Entity (CE) Development

- **Accessible Transportation Strategic Plan (ATSP)**

Adopted by CCTA Board and Board of Supervisors, March 2021

- **ATSP Task Force**

Began meeting in October of 2021

- **ATSP Task Force August 2022 Recommendation**

Continue research in pursuing the hybrid Authority/non-profit partnership as the CE structural option

- **ATSP Task Force October 2022 Recommendation**

Approval of staff recommendation for the establishment of a framework for the Countywide CE as a non-profit/Authority partnership to the Authority Board for approval.

# Key Excerpts from the ATSP Guiding Principles

- ...“person-centered, user friendly, and seamless accessible transportation system”...
- ... “involve multiple stakeholders” ...
- ... “countywide needs and characteristics” ... “goal of providing equitable, consistent, and scalable service” ...
- ... “engage with outside agencies and in state and regional planning processes.”
- ... “prioritize strategies” ... “extensive public engagement”
- ...“review and consultation with all stakeholders, existing and/or new, in a consensus-based process.”
- “The TF and CE will not recommend adding responsibilities to a transportation or human service provider without identifying new revenue sources”...



# Measure J Expenditure Plan and Regional Initiatives

## Measure J Transportation Sales Tax Expenditure Plan

Transportation for Seniors & People with Disabilities funds shall be available for retention of a mobility manager, and establishment and/or maintenance of a comprehensive paratransit technology implementation plan.

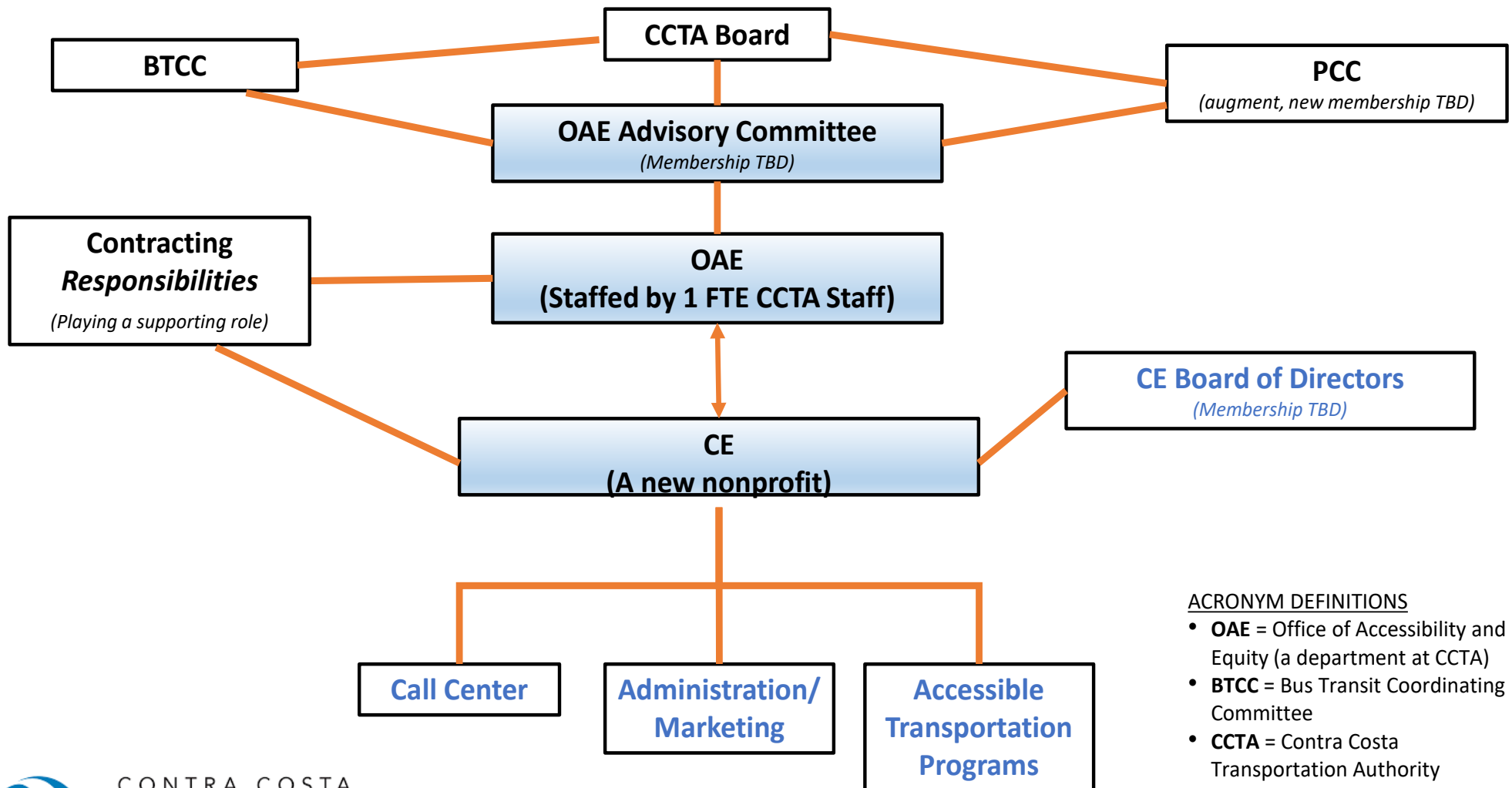
## Regional Initiatives

MTC's 2018 Updated Coordinated Public Transit–Human Services Transportation Plan (Coordinated Plan) for the Bay Area's first Coordination Strategy "Implement County-Based Mobility Management"

Action 21 of MTC's Blue Ribbon Transit Recovery Task Force: Designate a Mobility Manager to coordinate rides and function as a go-between for transit agencies in each county, serving people with disabilities, older adults and people with low incomes

# Proposed framework for 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:



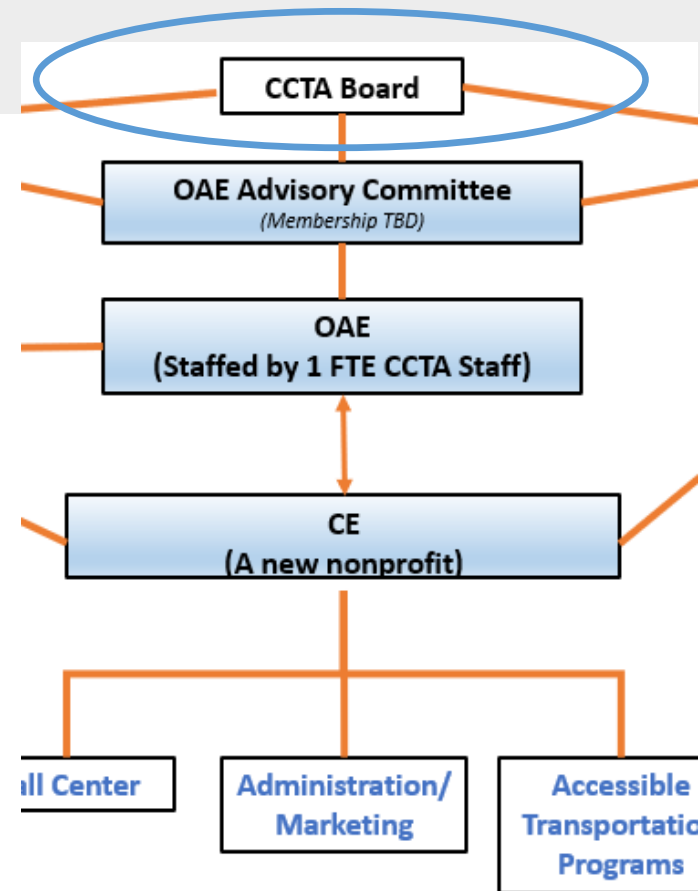
## ACRONYM DEFINITIONS

- **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:

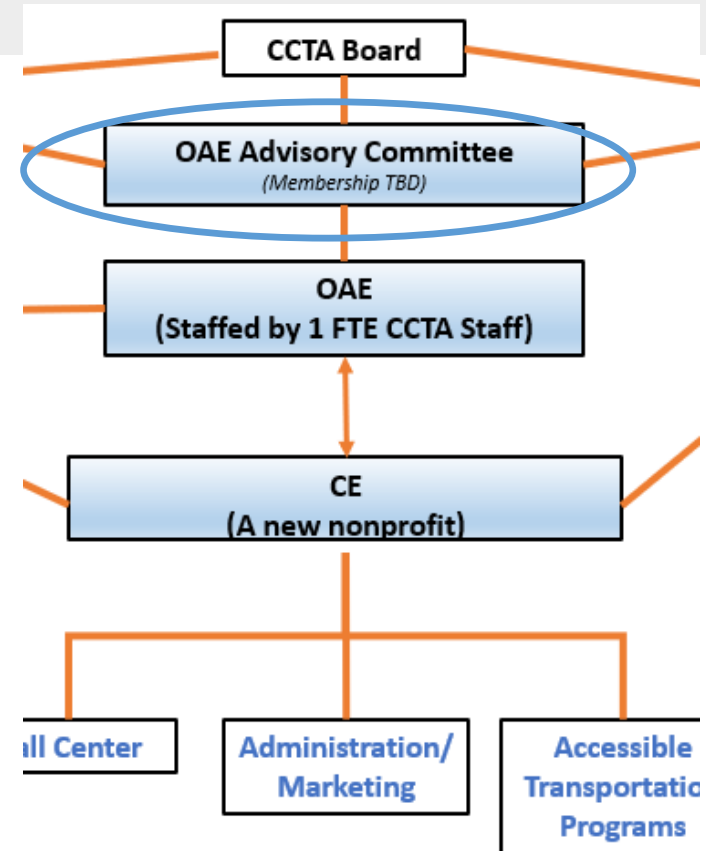
- Approves annual budget and work program of the OAE and CE
- Approves key performance indicators (KPIs) for the CE
- Receives reports and progress from the CE relative to meeting KPIs
- Approves the membership of the OAE Advisory Committee
- Seeks and designates CCTA as a CTSA
- Provides funding for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



# CCTA would establish an Accessibility and Equity Advisory Committee

## The OAE Advisory Committee:

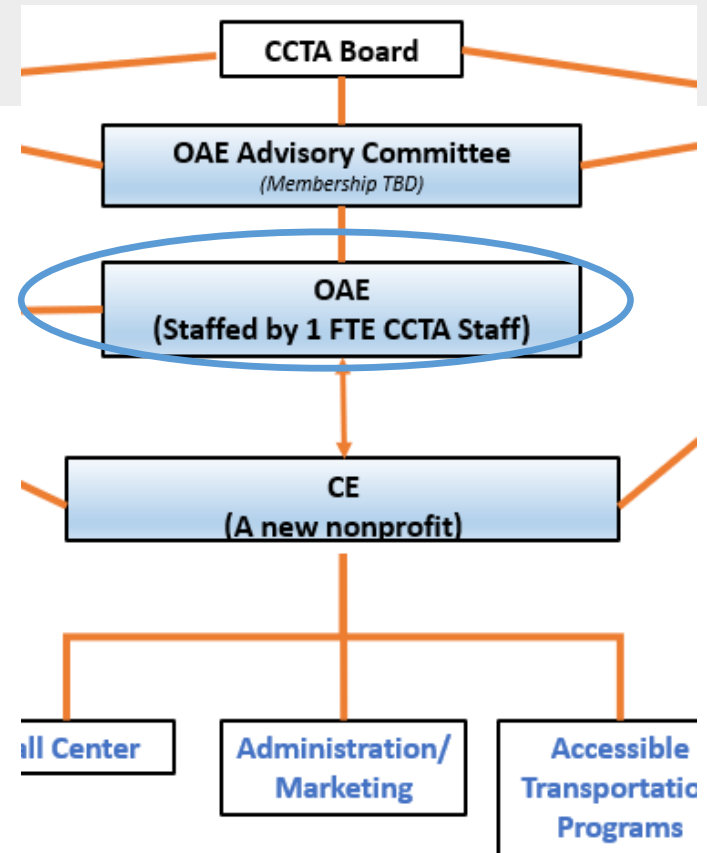
- Advises the CCTA Board on accessible transportation
- Makes recommendations to the CCTA Board
- Potential representation could be members from the Authority Board, Paratransit Coordinating Council, Bus Transit Coordinating Committee, and CE Board of Directors
- Provides guidance and input to the OAE 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:

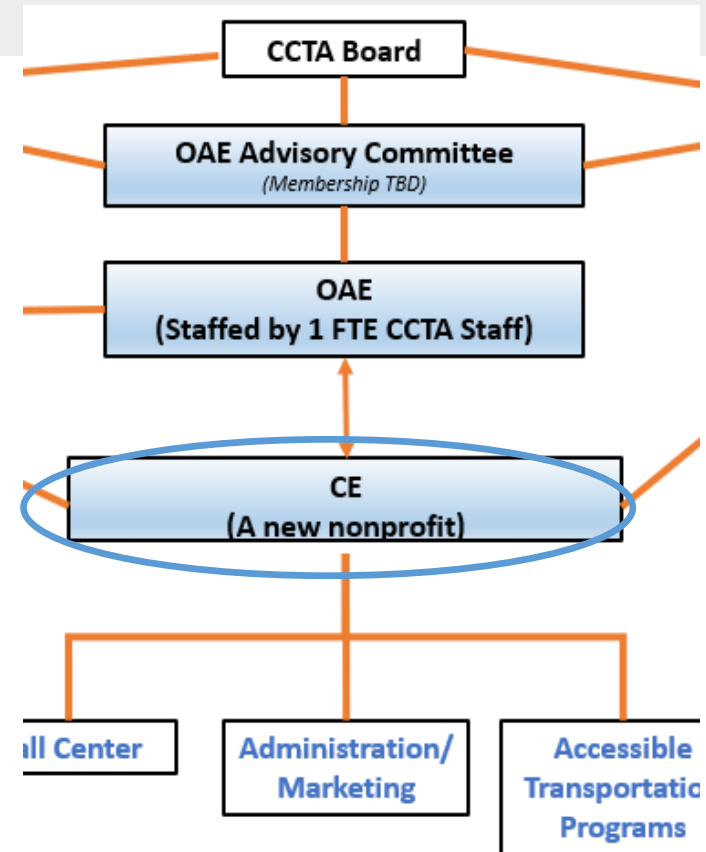
- Oversees Measure J funded transportation services for seniors and people with disabilities (Programs 15 and 20) in accordance with the voter-approved Expenditure Plan.
- Develops the accessible transportation work program and budget
- Makes recommendations to the OAE Advisory Committee
- Oversees the 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:

- Coordinate and strengthen the accessible transportation ecosystem
- 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 bylaws and master agreement
- Work with the OAE and OAE Advisory Committee to identify and receive sustainable funding



# Possible Accessible Transportation Programs and Services Coordinated by the Coordinating Entity (CE)

- Mobility management
- One-call/one-click program
- Travel training
- Means-based fare subsidy program
- ADA paratransit support
- Intercity Trip Program
- Volunteer Driver and Door through Door Programs
- Ongoing community outreach and engagement
- Governmental Liaison Activities
- 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*

## Federal Obligation to Provide Paratransit Service

- Under the American's with Disabilities Act (ADA) public transit operators that provide fixed route transit service must also provide complementary paratransit service.
- Unfunded mandate under the ADA.
- Regulations are both service and reservation based.
- Failure to comply exposes transit operator to civil rights violations.

It is vitally important that the transit operators maintain ultimate authority over their paratransit operations to control and limit exposure.



# Coordinating Entity Development Stages

## Stage 1: Development of the Office of Accessibility and Equity

*January – June 2023*

### Tasks:

- Establish OAE and recruit OAE Program Manager
- Development of OAE advisory committee roles, responsibilities and bylaws
- CCTA Board appointment of OAE advisory committee
- OAE develops budget and work program, seeks CCTA Board approval
- OAE continues ATSP near term implementation
- OAE Develops CE
- CCTA seeks CTSA designation

## ATSP Recommended the Formation of a CTSA

- Under the auspices of Social Service Transportation Development Act
- Designated by MTC in the Bay Area
- Eligible to receive FTA 5310, TDA, STA, Measure J, Measure X and private funds
- **Staff recommends not claiming TDA Article 4.5 and STA funds for the CE purpose**

# Coordinating Entity Development Stages

## Stage 2: Formation of the CE

*July 2023 – December 2024*

### Tasks:

- Formation of the CE Board: develop CE board roles, responsibilities, membership and bylaws
- Recruitment of CE Executive Director
- CE develops budget and work program
- CE continues and expands ATSP near term implementation
- CE enhances coordination and service programs

# Coordinating Entity Development Stages

## Stage 3: CCTA, CE and Partners Continue to Enhance Accessible Transportation

### *2025 and Beyond*

#### Tasks:

- CE seeks grant funds and/or other independent revenue sources
- Regular updates to OAE advisory committee and CCTA Board
- CCTA and CE continue to refine work program

# Potential Revenue Source: County Measure X

## Measure X Goal

ATSP falls under “Goal 4: Intergenerational Thriving” goal area established by the MXCAB

- CCTA received \$1.4 million in Measure X funding through July 31, 2023 to be used to support: 1) user-side subsidies for low-income seniors and people with disabilities; 2) One Seat Ride Pilot Program; 3) One-Call/One-Click Information and Referral Program; and 4) the establishment of a CE.
- BOS recommended for ongoing funding but it is subject to annual budgetary decisions.
- CCTA may apply for Measure X again in future years.

## Measure J Transportation Sales Tax Expenditure Plan

Transportation for Seniors & People with Disabilities funds shall be available for

- (a) Continuation of services provided under Measure C
- (b) Expansion of transportation services/programs of seniors and people with disabilities
- (c) managing the program,
- (d) retention of a mobility manager,
- (e) coordination with non-profit services,
- (f) establishment and/or maintenance of a comprehensive paratransit technology implementation plan, and
- (g) facilitation of countywide travel and integration with fixed route and BART specifically, as deemed feasible.

## Potential Revenue Source: Measure J

### Program 15

Transportation for Seniors & People With Disabilities.....5% (\$100 million)

*Paratransit funding will be increased from the current 2.97% to 3.5% of annual sales tax revenues for the first year of the new program, FY 2009–10.*

*Thereafter, the percentage of annual sales tax revenues will increase by 0.10% each year, to 5.9% in 2034 (based on a 25-year program). In 2003 dollars, this averages to 4.7% over the life of the program, which has been rounded to 5% to provide some flexibility and an opportunity to maintain a small reserve to offset the potential impact of economic cycles.*



## **December 2022 Authority Board Meeting Recommendation**

Staff seeks approval for the establishment of a framework and concept for the Countywide Coordinating Entity and input from the Authority Board to inform next steps.