

Chapter 2. Project Methodology

As was detailed in Chapter 1, the four elements of a coordinated plan required by the FTA are:

- an assessment of current transportation services;
- an assessment of transportation needs;
- strategies, activities and/or projects to address the identified transportation needs (as well as ways to improve efficiencies); and
- implementation priorities based on funding, feasibility, time, etc.

This chapter describes the steps that have been undertaken to develop these elements of NYMTC's Coordinated Public Transit-Human Services Transportation Plan.

Community Transportation Service Provider Workshops and Community Open Houses

This plan draws heavily on stakeholder involvement and public outreach, which guided the final outcome and ensured that it receives the support of those it most directly affects. At the project's outset, a regional Steering Committee as well as three subregional Stakeholder Advisory Committees (SACs), representing New York City, Long Island and the Lower Hudson Valley, were formed. The former guided the study, while the latter committees offered additional direction, facilitated access to stakeholders and provided a reality check for the Project Team's findings. The members of the Steering Committee and the NYC SAC are listed in Figures 2-1 and 2-2. These committees each met four times during the course of the project.

To get the "lay of the land" and to ensure a clear perspective on service delivery of community transportation services, funding availability and key issues of concern, interviews were conducted with regional stakeholders and NYC stakeholders representing transportation providers, human service agencies, and advocacy organizations reflecting each of the three target populations. A list of stakeholders interviewed and a summary of these conversations is included in Appendix B.

The project also involved two rounds of community transportation service provider workshops and community open houses in each of the five boroughs. The first round focused on verifying findings on services and needs and seeking input on preliminary sets of strategies based on the shortcomings identified. The second round occurred after the Draft Final Report was completed and reviewed by NYMTC, the Steering Committee, and the NYC SAC. The focus of this second round was to present and elicit feedback on the plan.

In addition, three focus groups were conducted for the three target populations in each of the five boroughs (15 focus groups total). Each of the groups focused on themes unveiled by the preceding outreach efforts and analysis. They were also used to determine which solutions and obstacles to coordination commonly cited in other studies around the country were germane to the NYMTC region and the New York City subregion in particular.

Figure 2-1 Project Steering Committee

Name	Organization
Linda Black	New York City (NYC) – Department for the Aging
Evelyn Carroll	NYC – Department of Transportation (NYCDOT)
Cathryn Flandina	Metropolitan Transportation Authority (MTA)
Patrick Gerdin	Rockland County Planning Department
David Glass	New York State Department of Transportation (NYSDOT)
James Goveia	Federal Transit Administration
Virginia Johnson	Westchester County Department of Transportation
Uchenna Madu	NYSDOT Transportation Coordinating Council (TCC)
John Murray	Suffolk County Department of Public Works (DPW)
John Pilner	Putnam County Planning Department
Denise Ramirez	Nassau County Planning Department
Ophelia Ray-Fenner	NYCDOT
Heather Richardson	NYCDOT
Jean Shanahan	NYSDOT (TCC)
Tom Vaughan	NYSDOT
Judy Walker	MTA
Lanny Wexler	NYSDOT

Figure 2-2 NYC Stakeholder Advisory Committee

Name	Title	Organization
Alton Treadwell	5310 NYC Coordinator	NYC TCC
Anne Marie McDonough	Associate VP for Rehabilitative Medicine	Staten Island University Hospital
Asma Quddus		Mayor's Office of People with Disabilities
Beverly Morris	Planning and Eligibility Officer	MTA - Paratransit
Bob Huffman	Director	United Cerebral Palsy of New York City
Carol Hunt	Executive Director	Jamaica Program for Older Adults
Carolyn Castro	Analyst for Constituent Affairs	Taxi and Limousine Commission
Cathryn Flandina	Planning Analyst	MTA
Charlene Densen	Deputy Director of General Services	Park Slope Geriatric Day Center
Christina Yang	Older Adult Services	Catholic Charities Neighborhood Services
Christofer Nadeau	Executive Director	Park Slope Geriatric Day Center
Fern Hertzberg	Executive Director	ARC XVI Fort Washington Inc
Glen Gordin		Interagency Transportation Solutions
Igal Jellineck	Executive Director	CSCS of NY Inc.
Illene Marcus	Chief of Staff	Metropolitan Council on Jewish Poverty
Josette Kernizan	Director of Medicaid Transportation	NYC - Human Resources
Terence J Moakley	Vice Chairman	United Spinal Association
Kathy Myers ¹		Brooklyn-wide Interagency Council of the Aging
Lawrence Carter Long	Director of Advocacy	Disability Network of NYC
Linda Black	Planning Specialist	NYC – Department for the Aging
Lise Dorestant	Planning Specialist	NYC - Planning
Nancy O'Connell	Project Manager	NYMTC
Ramona Bell	Secretary	Park Slope Geriatric Day Center
Steve Schwartz	Bronx Regional Interagency Council	Visiting Nurse Service of New York
Rosemary Ordenz-Jenkins	Assistant Executive Director	Phipps Community Development Corporation
Terrance Moakley	Vice-Chairman	United Spinal Association
Uchenna Madu	Staff Director	NYMTC
Julia Zakin	Transportation Coordinator	United Cerebral Palsy of New York City
Ophelia Ray Fenner	Director of Subregional Planning	NYC Department of Transportation
William Henderson	Executive Director	Permanent Citizens Advisory Committee to the MTA

¹ Ms. Myers served on the committee through September, 2008.

The general public was also invited to participate in the planning process. In addition to offering this opportunity at the combined stakeholder workshops and public meetings, NYMTC established a web page to inform the public about the combined workshops/meetings, disseminate information, and elicit feedback. Press releases advertising the workshops were provided to the local media, and NYMTC with newsletter articles were published to publicize the project.

Through the Steering and Stakeholder Advisory Committees and through local stakeholder meetings and interviews, workshops, open houses, focus groups, and general outreach efforts, the Project Team sought stakeholder opinions in the following areas:

- Transportation needs;
- Adequacy of existing resources to meet transit needs;
- Perceived benefits of coordination;
- Obstacles/barriers to the implementation of local coordination;
- Existing tools employed by local coordination initiatives;
- Additional tools required by local officials to increase coordination;
- Strengths, weaknesses and opportunities in current state transit policies and practices with respect to coordination;
- Strengths, weaknesses and opportunities in current Federal/state human services programs' policies and practices with respect to coordination; and
- Recommendations.

The contact sheets for the Steering and Stakeholder Advisory Committees, meeting minutes, the stakeholder interview guide and all other materials used in connection with the public input process are found in Appendix C.

Data Collection

Demographic Profiles

Demographic profiles of the NYMTC region, NYC and each of the five boroughs were prepared using data from the US Census data and NYMTC. This step established the framework for better understanding the local characteristics of the study area, with a focus on the three population groups subject to this plan. This information can also serve as a surrogate for trip origins. The demographic profile is incorporated in Chapters 3 and 5 of this report.

Chapter 3 presents an overview and profile of the subregion and chapter 5 presents more detailed data on each target population by block group. To summarize the data, demographic information was shown at a larger geographic level. NYC does not have official neighborhood boundaries, thus zip code boundaries were utilized. To compute target populations by zip code, zip code boundaries were overlaid onto block groups and a GIS script called "calculate demographic" was utilized to pull out population data by zip code. In cases where a zip code boundary crossed two or more block groups, the script split the population among the zip codes according to the proportion of the zip code within a block group. For example, if a block group contained 1,000 older adults and 50 percent of the geography fell within zip code #1 and 50

percent in zip code #2, the population would be split into 500 in each zip code, regardless of where those individuals actually live.

Literature Review

A literature review was conducted of recently completed—or currently underway—planning efforts relevant to this Coordinated Plan. This literature review familiarized team members with planning activities in the region and alerted them to issues that needed to be incorporated into the Coordinated Plan. Additionally, these plans were assessed to determine whether they addressed the requirements identified in the FTA’s guidelines on Coordinated Public Transit - Human Services Transportation Plans. Some 25 documents were identified and reviewed: The annotated list of each of these documents and a summary of pervading themes is included in Appendix A.

Inventory of Public Transit and Community Transportation Services

This step involved documenting the range of public transit and human service transportation services that currently exist in the NYMTC region. An inventory of available services and levels and sources of funding was developed through stakeholder interviews, and the literature review, as well as surveys of transportation organizations. The survey instrument and survey report are presented in Appendix D and Appendix E, respectively. NYSDOT provided lists of 5310 applicants and recipients for the region. Grant applications and other information from the Section 5310 grant recipients and applicants who elected not to participate in the survey were reviewed in Albany.

Current Transportation Patterns

To assess existing transportation needs, data on trip origins and destinations was collected and mapped. As described above, demographic data was used as a surrogate for trip origins. To identify destinations, employment information from the Census was accessed and mapped. Other major origins and destinations for the three subpopulations were identified using ADA paratransit trip data, survey data and internet searches.

Needs Assessment

The needs assessment provides the basis for recognizing where—and how—service for the three population groups needs to be improved. Using the data collected in the preceding steps, existing services and coordination efforts designed to improve the mobility of target population groups were compared with major travel patterns. Duplications, overlaps and gaps in service were pinpointed. Instances of service redundancy were ranked in terms of opportunity level, and service gaps were ranked in terms of severity of need. Rankings were then reviewed by stakeholders and the public via the stakeholder workshops, public informational meetings and focus groups.

Strategy Identification & Prioritization and Final Plan

A major goal of the study was to identify and prioritize coordination and other innovative mobility improvement strategies to enhance transportation services to older adults, persons with disabilities and persons with low income. From a nationwide inventory of best practice models, the project team developed a menu of locally-appropriate coordination options, or a “coordination continuum,” which included alternatives ranging from simple to complex:

- **Networking** – the simplest form of partnerships where participants share a common interest but with no significant action other than information exchange.
- **Cooperation** – involves low-level linkages, informal agreements, and some possible resource sharing.
- **Coordination** – more intense linkages that include resource sharing to pursue common goals.
- **Collaboration** – the most sophisticated partnership form with strong, formal linkages among partners and complex goals implemented over longer periods of time.
- **Consolidation** – one organization assumes responsibility for service delivery of other participant organizations.

For each coordination strategy recommended, the project team offered a description; a list of likely participants; an assessment of the benefits, obstacles and feasibility; an assessment of the length of time necessary; a cost estimate; and an analysis of funding constraints and opportunities.

Drawing on these specific recommendations, the team also recommended broad policies and strategies that can be applied throughout the region to eliminate or reduce duplication in services, fill service gaps, and otherwise provide more efficient utilization of transportation services and resources pertinent to the target populations.

A Draft Final Report was submitted to NYMTC, the Steering Committee and the NYC Stakeholder Advisory Committee for review and comment. A revised draft, based on a unified set of comments, was resubmitted to NYMTC for final review. From this document, the Final Report was created.