



City and County of Honolulu

Human Services Transportation Coordination Plan

Update 2012

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City and County of Honolulu

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This report was funded in part through grants from the Federal Transit Administration, U.S. Department of Transportation. The views and opinions of the agency expressed herein do not necessarily state or reflect those of the U. S. Department of Transportation.

Contents

1 Introduction..... 3

2 Development of Human Services Coordination in Honolulu..... 16

3 2012 Planning Process Update 21

4 Outcomes of First Coordination Plan..... 24

5 2012 Update: Human Services Transportation Coordination Plan..... 37

6 Strategies and Recommendations 55

Appendix 1: Focus Group Participant Demographics 60

Appendix 2: CTSO, CAT, Executive Committee Members..... 62

1 Introduction

Human Service Transportation Setting

Human service transportation is one part of a complex matrix of transportation services in any urban area. The “public transportation system” is made up of a number of elements that interact and often overlap. The major components of a public transportation system are: Fixed route bus service for the general public, paratransit bus service for the disabled individuals in the community as described in the Americans with Disabilities Act (ADA), and human service transportation (transportation services provided by human service agencies) serving many of the very specialized transportation needs of the larger community. These three elements of the system have traditionally operated largely independently of each other.

In a coordinated transportation system, the three elements of public transportation work in a much more integrated fashion to serve certain targeted populations, specifically individuals with disabilities, the elderly, and persons of low income. This can result in service and cost efficiencies that yield benefits for the individual riders, for public agencies that invest in transportation services, and for the provider agencies whether they are the large public operators or much smaller human service transportation providers.

These transportation elements, which have long existed in the Honolulu community, consist of the following:

TheBus: TheBus is the fixed route element of the transit system in Honolulu. Recognized as one of the finest public transit systems in the nation, TheBus has been refined with many state-of-the-industry features that make it accessible to the special needs riding public. These include full ADA mobility device accessibility, voice enunciators to facilitate system use by the visually impaired, effective signage for the hearing impaired, a sensitive driver force that typically provides needed assistance to riders with special needs, and policy/management level sensitivity to the challenges of special population segments. This fixed route system is a key element of a coordinated transportation system.

TheHandi-Van: TheHandi-Van is another key element of Oahu’s coordinated system. This service is available to ADA eligible individuals. It operates on a curb-to-curb basis and is available to disabled individuals who are not able to use TheBus for some or all of their travel needs. TheHandi-Van is the major provider of service to disabled individuals for demand trips such as medical appointments and grocery shopping as well as recurring trips to work, for kidney dialysis, and to specialized day programs for the disabled. These day programs, which include adult day health care sites, are the focal points (destinations) for a

large portion of TheHandi-Van's resources. TheHandi-Van supplements its own services by assigning some trips to local taxi companies or private transportation operators.

Human Service Transportation Providers: Throughout Honolulu there are many agencies that provide services to individuals with a variety of disabilities or who are elderly and need specialized day programs. Most of these agencies receive the majority of their transportation service from TheHandi-Van. Most, if not all, of the individuals served by these programs are eligible for TheHandi-Van's paratransit service. Some human service agencies provide a limited amount of their own transportation as an alternative to TheHandi-Van. Agencies such as Special Education Center of Hawaii (SECOH) have long provided transportation service for a small portion of their own clients. More recently, as part of the City's Human Service Transportation Coordination Program, a demonstration of such service delivery was conducted through Goodwill Industries of Hawaii, Inc. This involved moving Goodwill subscription riders off of TheHandi-Van onto vehicles operated directly by Goodwill. This service has now been provided by Goodwill for over 18 months. This project has reduced demand for TheHandi-Van during the morning and afternoon peak traffic hours, making more TheHandi-Van capacity available for other disabled individuals. It has also demonstrated the cost effectiveness of this approach as well as the dramatic improvement in service quality experienced by Goodwill's riders. This is an excellent example of the role of the human service community as an element of the public transportation mix. Other elements may include specialized shuttles, volunteer driver programs, and other targeted programs provided through the human service community.

Coordination among these three transportation service elements can substantially improve overall service delivery to the special needs population that is the target of this Plan—older adults, persons with disabilities, and persons with low incomes. When these elements are “actively coordinated” by taking specific actions to integrate the various services, efficiencies can immediately result. The quantitative and qualitative impacts of these are captured in this Plan.

Background

In 2005 Congress included coordination provisions in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), PL 109-059. SAFETEA-LU added a coordination requirement to three Federal Transit Administration (FTA) formula grant programs serving the target population: Section 5310 – Elderly Individuals and Individuals with Disabilities, Section 5316 – Job Access and Reverse Commute (JARC), and Section 5317 - New Freedom. These coordination provisions require that projects selected under these programs be “derived from a locally developed, coordinated public transit-human services transportation plan” and that the plan be “developed through a process that includes representatives of public, private, and non-profit transportation and human services providers and participation by members of the public.”

A locally developed, coordinated, public transit-human service transportation plan identifies the transportation needs of individuals with disabilities, older adults, and people with low-incomes. This Plan provides strategies for meeting local needs and prioritizes transportation services for funding and implementation.

Required elements of the coordinated human services transportation plan include:

- An assessment of available transportation services
- Assessment of the transportation needs for individuals with disabilities, older adults, and people with low incomes
- Strategies, activities and/or projects to address the identified gaps between current services and needs, as well as opportunities to improve efficiencies in service delivery
- Priorities for implementation based on resources

Human Service Transportation Coordination in Oahu

Public transit-human service transportation coordination planning began in Honolulu in 2008. The initial effort culminated in the adoption by the Honolulu City Council in 2009 of the first City and County of Honolulu Human Services Transportation Coordination Plan.

The 2009 Plan was intended to implement coordinated transportation activities on the Island of Oahu and to improve transportation services for individuals with disabilities, persons with low incomes and older adults by better coordinating all publicly funded transportation on the island.

The 2008-2009 planning process developed an inventory of transportation providers and identified service gaps and unmet transportation needs on Oahu. The Plan's needs assessment was derived through a comprehensive outreach effort which included consultation with stakeholders, a series of town hall meetings, focus groups, and surveys. A strategic plan was developed to address the gaps and needs in transportation services, and a recommended action plan that detailed prioritized projects was completed. (Section 2 of the Plan Update provides a detailed look at the components of the 2009 Plan.)

The development of the Plan was followed by an issuance of a "Call for Project Concepts" for interested parties to submit specific project proposals to implement the various strategies and to move forward on the recommended action plan.

These projects were to be funded in part through the Federal funds described in SAFETEA-LU that were tied to the planning effort. The first round of projects funded through this process were intended to demonstrate the benefits of implementing the strategies described in the Plan.

Since the 2009 adoption of Honolulu's Human Services Transportation Coordination Plan, much has been done on Oahu to coordinate transportation services and implement the strategies outlined in the Plan. The 2012 Plan Update is being undertaken to review and revise the goals and objectives set forth in the original Plan and to refine the strategies that serve as the basis for project recommendations. Implementation of projects is based upon how well each project meets the strategies defined in the original Plan and in this Update.

This Plan update has been prepared in accordance with the general guidelines described in the following Federal Transit Administration (FTA) Circulars:

- 9070.1F, Section 5310 – Elderly Individuals and Individuals with Disabilities
- 9050.1, Section 5316 – Job Access and Reverse Commute (JARC)
- 9045.1, Section 5317 – New Freedom

These circulars pertain to the corresponding federal grants lists above to support transportation for target populations including but not limited to older adults, persons with disabilities and individuals of low-income.

FTA Section 5310 - Elderly Individuals and Individuals with Disabilities Program

Funds for this program are allocated by a population-based formula to each state for the capital costs of providing services to older adults and individuals with disabilities. Typically, vans, small buses, and equipment are available to support non-profit transportation providers. Section 5310 funds can also be used for operations if the service is contracted out. 5310 funds will pay for up to 88.53% of capital costs. The State of Hawaii, Department of Transportation (HDOT) is the designated recipient for all FTA Section 5310 funds apportioned to the State of Hawaii.

FTA Section 5316 - Job Access and Reverse Commute (JARC) Program

The purpose of the JARC program is to fund local projects that offer job access transportation to low-income individuals. JARC funds are distributed to states on a formula basis, depending on the state's rate of low-income population. JARC funds will pay for up to 50% of operating costs and 80% for capital or Mobility Management costs. The remaining funds are required to be provided through a local match.

FTA Section 5317 - New Freedom Program

The New Freedom Program seeks to reduce barriers to transportation services and expand the mobility options of person with disabilities beyond the requirements of the Americans with Disabilities Act (ADA).

New Freedom funds are available for capital and operating expenses that support new public transportation services and alternatives, beyond those required by the ADA. The same cost and match structure requirement for JARC apply to New Freedom projects.

Designated Recipients

Federal planning requirements specify that designated recipients of FTA Section 5310, Section 5316 (JARC), and Section 5317 (New Freedom) funds must certify that projects funded with these federal dollars are derived from a coordinated public transit/human services transportation plan.

As noted above, the State of Hawaii, Department of Transportation Services (HDOT) serves as the designated recipient for the FTA Section 5310 funds apportioned to the State of Hawaii. HDOT is also the designated recipient for JARC and New Freedom funds apportioned to the State of Hawaii for small urbanized (population of 50,000 – 199,999) and rural (population under 50,000) areas. The City and County of Honolulu is

the designated recipient for JARC New Freedom funds apportioned to the State of Hawaii for large urbanized areas (population of 200,000 or more).

Concept of Mobility Management

The concept of Mobility Management is a central element of the Human Service Transportation Coordination Plan. It is a collection of actions or programs that integrate transportation services to improve transportation for all population segments, particularly those with special needs. In Honolulu this broad concept has been implemented through an agreement with Innovative Paradigms through which new transportation services have been created (e.g. the Goodwill and H-5 demonstration projects), others will be improved (TheHandi-Van scheduling analysis), and still others have been broadened (travel training by new human service agency partners).

Mobility Management defines a broad strategy through which mechanisms are created to manage demand, direct people to the most appropriate transportation services, and use the lowest cost resources to implement projects. In some communities, dedicated agencies fulfill this role. In others, an existing agency takes on a new perspective to serve in this capacity. In Honolulu, the City and County has stepped up to take on this role.

The ADA and Coordinated Transportation

Compliance of the public transit system with the Americans with Disabilities Act (ADA) was a vital need identified in the 2009 Coordination Plan that was prioritized as Goal #3, “Get Compliant.” Inclusion of this goal as a high priority led to defining broad strategies that would move the City and County’s public transit system closer to full compliance with the ADA.

Three committees provide oversight of the City and County of Honolulu’s human services transportation coordination program. They are:

- The Coordinated Transportation Strategies and Operations (CTSO) committee. Established in 2008 as part of the original Coordination Plan process, the CTSO consists of agencies that directly operate transportation services and those that assist their clients in gaining access to these services, including funding agencies. It is a subcommittee of the Committee for Accessible Transportation (CAT, see next bullet) and its purpose is to advise the CAT and the Policy Committee regarding the Plan and related issues from the perspective of service providers and consumers.
- The Committee for Accessible Transportation (CAT) is a long-standing committee established to advise the City Director of Transportation Services on matters relating to transportation for the seniors and the disabled.
- The Policy Committee was also created in 2008 to provide the highest level of decision-making relating to the Human Service Transportation Coordination Planning process and related matters, including policy decisions and funding priorities.

As part of the current Plan update process, a workshop was held with the Coordinated Transportation Strategies and Operations (CTSO) committee in September, 2011. The purpose of this workshop was to revisit the goals and priorities from the original 2009 Plan. One critical outcome of that process was a reprioritization of the goals. As a result of the workshop, the Committee recommended that the goals included in the Plan Update be reprioritized as shown below:

- 1) Get Compliant (formerly Goal #3)
- 2) Get Coordinated (formerly Goal #1)
- 3) Get Connected (formerly Goal #2)

This reprioritization placed emphasis on the City’s need to be fully compliant with federal regulations. Lack of compliance could have consequences for human service transportation funding but also could impact the much larger transit funding picture for Honolulu.

In order to determine the relationship between the ADA regulations and the City’s current status, it is important to understand some of the federal regulations associated with providing service to persons with disabilities. This section of the Plan addresses the Federal Transit Administration

(FTA) Americans with Disabilities Act (ADA) Regulations, Guidance, and Procedures under Part 37 – Subpart F and the components that are most relevant to the transportation matrix on Oahu.

The sections of the FTA requirements shown on the following pages are meant to add clarity for the reader who may not be familiar with ADA Regulations. Additionally, where necessary, “Definitions or Clarifications” developed by the FTA have been inserted after the regulations to assist with understanding the intent of the guidance. These clarifications offer interpretations of some of the technical issues. For a complete list of ADA Regulations, Guidance, and Procedures please visit:

<http://www.fta.dot.gov/civilrights/12876.html>

FTA ADA REGULATIONS, GUIDANCE, AND PROCEDURES, SUBPART F- PARATRANSIT AS A COMPLEMENT TO FIXED ROUTE SERVICE

Section 37.121 Requirement for comparable complementary paratransit service.

Except as provided in paragraph (c) of this section, each public entity operating a fixed route system shall provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed route system.

To be deemed comparable to fixed route service, a complementary paratransit system shall meet the requirements of Sec. 37.123-37.133 of this subpart. The requirement to comply with Sec. 37.131 may be modified in accordance with the provisions of this subpart relating to undue financial burden.

Requirements for complementary paratransit do not apply to commuter bus, commuter rail, or intercity rail systems.

Definition: Section 37.121 sets forth the basic requirement that all public entities who operate a fixed route system have to provide paratransit service that is both comparable and complementary to the fixed route service.

“Complementary” means service that acts as a “safety net” for individuals with disabilities who cannot use the fixed route system. “Comparable” means service criteria of this subpart.

Paratransit may be provided by a variety of modes. Publicly operated dial-a-ride vans, service contracted out to a private paratransit provider, user-side subsidy programs, or any combinations of these and other approaches is acceptable. Entities who feel it necessary to apply for an undue financial burden waiver should be aware that one of the factors FTA will examine in evaluating waiver requests is efficiencies the provider could realize in its paratransit service. Therefore, it is important for entities in this situation to use the most economical and efficient methods of providing paratransit they can devise.

Section 37.129 Types of Service.

Except as provided in this section, complementary paratransit service for ADA paratransit eligible persons shall be origin-to-destination service.

Complementary paratransit service for ADA paratransit eligible persons described in Sec. 37.123(e)(2) of this part may also be provided by on-call bus service or paratransit feeder service to an accessible fixed route, where such service enables the individual to use the fixed route bus system for his or her trip.

Complementary paratransit service for ADA eligible persons described in Sec. 37.123(e) (3) of this part also may be provided by paratransit feeder service to and/or from an accessible fixed route.

Definition: Section 137.29 states that the basic mode of service for complementary paratransit is demand responsive, origin-to-destination service.

Section 37.131 Service criteria for complementary paratransit.

The following service criteria apply to complementary paratransit required by Section. 37.121 of this part.

- (a) **Service Area--(1) Bus.** (i) The entity shall provide complementary paratransit service to origins and destinations within corridors with a width of three-fourths of a mile on each side of each fixed route. The corridor shall include an area with a three-fourths of a mile radius at the ends of each fixed route.
- (ii) Within the core service area, the entity also shall provide service to small areas not inside any of the corridors but which are surrounded by corridors.
- (iii) Outside the core service area, the entity may designate corridors with widths from three-fourths of a mile up to one and one half miles on each side of a fixed route, based on local circumstances.
- (iv) For purposes of this paragraph, the core service area is that area in which corridors with a width of three-fourths of a mile on each side of each fixed route merge together such that, with few and small exceptions, all origins and destinations within the area would be served.

Definition: The basic bus system service area is a corridor with a width of $\frac{3}{4}$ of a mile on each side of the fixed route. At the end of a route there is a semicircular “cap” on the corridor, consisting of a three-quarter mile radius from the end point of the route to the parallel sides of the corridor.

Complementary paratransit must provide service to any origin or destination point within a corridor fitting this description around any route in the bus system.

- (b) **Response time.** The entity shall schedule and provide paratransit service to any ADA paratransit eligible person at any requested time on a particular day in response to a request for service made the previous day. Reservations may be taken by reservation agents or by mechanical means
- (1) The entity shall make reservation service available during at least all normal business hours of the entity's administrative offices, as well as during times, comparable to normal business hours, on a day when the entity's offices are not open before a service day.
 - (2) The entity may negotiate pickup times with the individual, but the entity shall not require an ADA paratransit eligible individual to schedule a trip to begin more than one hour before or after the individual's desired departure time.
 - (3) The entity may use real-time scheduling in providing complementary paratransit service.
 - (4) The entity may permit advance reservations to be made up to 14 days in advance of an ADA paratransit eligible individual's desired trips. When an entity proposes to change its reservations system, it shall comply with the public participation requirements equivalent to those of Sec. 37.137 (b) and (c).

***Clarification for b, 2:** Though an entity may negotiate with a rider to adjust pick-up and return trip times to make scheduling more efficient, the entity cannot insist on scheduling a trip more than one hour earlier or later than the individual desires to travel.*

- (c) **Fares.** The fare for a trip charged to an ADA paratransit eligible user of the complementary paratransit service shall not exceed twice the fare that would be charged to an individual paying full fare (i.e., without regard to discounts) for a trip of similar length, at a similar time of day, on the entity's fixed route system.
- (1) In calculating the full fare that would be paid by an individual using the fixed route system, the entity may include transfer and premium charges applicable to a trip of similar length, at a similar time of day, on the fixed route system.
 - (2) The fares for individuals accompanying ADA paratransit eligible individuals, who are provided service under Sec. 37.123 (f) of this part, shall be the same as for the ADA paratransit eligible individuals they are accompanying.
 - (3) A personal care attendant shall not be charged for complementary paratransit service.
 - (4) The entity may charge a fare higher than otherwise permitted by this paragraph to a social service agency or other organization for agency trips (i.e., trips guaranteed to the organization).
- (d) **Trip purpose restrictions.** The entity shall not impose restrictions or priorities based on trip purpose.
- (e) **Hours and days of service.** The complementary paratransit service shall be available throughout the same hours and days as the entity's fixed route service.

(f) **Capacity constraints.** The entity shall not limit the availability of complementary paratransit service to ADA paratransit eligible individuals by any of the following:

- (1) Restrictions on the number of trips an individual will be provided;
- (2) Waiting lists for access to the service; or
- (3) Any operational pattern or practice that significantly limits the availability of service to ADA paratransit eligible persons.

(i) Such patterns or practices include, but are not limited to, the following:

- (A) Substantial numbers of significantly untimely pickups for initial or return trips;
- (B) Substantial numbers of trip denials or missed trips;
- (C) Substantial numbers of trips with excessive trip lengths.

(ii) Operational problems attributable to causes beyond the control of the entity (including, but not limited to, weather or traffic conditions affecting all vehicular traffic that were not anticipated at the time a trip was scheduled) shall not be a basis for determining that such a pattern or practice exists.

Additional service. Public entities may provide complementary paratransit service to ADA paratransit eligible individuals exceeding that provided for in this section. However, only the cost of service provided for in this section may be considered in a public entity's request for an undue financial burden waiver under Sec. Sec. 37.151-37.155 of this part.

Clarification for f, 3, C: *Since paratransit is a shared ride service, paratransit rides between Point A and Point B will usually take longer and involve more intermediate stops, than a taxi ride between the same two points. However, when the number of intermediate stops and the total trip time for a given passenger grows so large as to make use of the system prohibitively inconvenient, then this provision would be triggered.*

Section 37.133 Subscription service.

- (a) This part does not prohibit the use of subscription service by public entities as part of a complementary paratransit system, subject to the limitations in this section.
- (b) Subscription service may not absorb more than fifty percent of the number of trips available at a given time of day, unless there is non-subscription capacity.
- (c) Notwithstanding any other provision of this part, the entity may establish waiting lists or other capacity constraints and trip purpose restrictions or priorities for participation in the subscription service only.

Definition: *As part of its paratransit service, an entity may include a subscription service component. However, at any given time of day this component may not absorb more than 50 percent of available capacity on the total system. For example, if at 8 a.m., the system can provide 400 trips, no more than 200 of these trips can be subscription.*

2 Development of Human Services Coordination in Honolulu

Overview of the 2009 Plan

Section 2 will review the elements of the original, 2009 City and County of Honolulu Human Services Transportation Coordination Plan, which serves as the foundation for this Plan update.

Chapter 1 Project Overview

Chapter 1 Project Overview provided an overview of the project and federal planning requirements established under the Safe, Accountable, Flexible, and Efficient Transportation Equity Act (SAFETEA-LU): A Legacy for Users. Chapter 1 also presented information on federal and state roles in providing funding for public transit operators and human service transportation providers.

Chapter 2 Project Methodology

Chapter 2 summarized the steps taken and the methodology used to prepare the Coordination Plan. It described the process from initial contact through final planning, including:

- Oversight Committees
- Stakeholder and Public Involvement
- Demographic Profile
- Inventory of Transportation Services
- Service Gaps and Needs Assessment
- Technical Analysis
- Identification and Evaluation of Strategies
- Action Plan

Chapter 3 Demographic Profile

Chapter 3 presented information that provided a basis for understanding the current and future transportation needs of the targeted population groups which include:

- Older adults – individuals 65 years of age and older
- Individuals with disabilities – as defined by the U.S Census Bureau comprises individuals with sensory, physical, mental, self-care, going outside the home, and employment disabilities
- Persons with low incomes – individuals with incomes below the federal poverty line, which is based on the number of people in each household

Chapter 4 Existing Conditions Analysis and Inventory of Transportation Providers

Chapter 4 contained a summary of transportation providers in the City and County of Honolulu. This inventory of transportation providers was developed through transportation surveys and stakeholder interviews. The chapter included information on where transportation is provided as well as key origins and destinations for the target populations, and on where there are duplications or overlaps in transportation services.

Chapter 5 Service Gaps and Unmet Needs

Chapter 5 summarized the range of unmet transportation needs that were identified through planning process and outreach efforts. The chapter was divided into the following three sections:

- Rider Challenges
- Provider Challenges
- Priority Needs

Chapter 6 Strategies and Priorities

Identifying coordination strategies was the next step in the planning process. The strategies outlined in Chapter 6 chapter were developed from findings gathered through diverse methods including stakeholder meetings, town hall meetings, interviews with human service agency representatives, transit operators, and various government agencies, surveys, and technical input from the City's consulting team. The strategies were formulated to address specific transportation needs and service gaps for the target population in the City and County of Honolulu that were documented through the planning process.

The table on the following page shows the goals and strategies that were developed during the 2008-2009 planning process, which became the basis for the Program of Projects described in Chapter 7 of the City's adopted 2009 Human Services Transportation Coordination Plan.

Table 1
Priorities, Goals and Strategies from 2009

HUMAN SERVICES TRANSPORTATION COORDINATION PLAN Adopted by the Honolulu City Council in July, 2009		
Priority	Goal	Strategy
1	Get Coordinated	Reduce Duplication and Inefficiencies in the Transportation Delivery System
2	Get Connected	Increase Access to Transit/Other Mobility Options in Rural and Urban Fringe Areas
3	Get Compliant	Improve TheHandi-Van On-Time Performance and Trip Length
4	Get the Word Out	Increase Awareness of Transportation Options
5	Get Support	Provide Extra Assistance to Frail Older Adults and People with Disabilities
6	Get a Cab	Improve Accessible Transportation Provided by Private Companies
7	Get There Safely	Improve Safety and Security While Waiting for and Riding TheBus

Chapter 7 Recommended Action Plan

Chapter 7 provided a high-level overview of the time and money that would be required to implement the identified strategies and projects. The list of projects was developed and then prioritized by CTSO participants. The key criteria for prioritizing projects included:

- Addresses a critical need
- Feasibility
- Available funding
- Willing partners

Major Goals of the Plan

While the 2009 Plan contained seven goals, the Call for Project Concepts issued in 2010 focused on projects designed to address the most critical needs captured in Goals 1 through 3. The projects that were selected as a result of the initial Call for Projects are described below.

Goal #1: Get Coordinated – Mobility Management Project

The Mobility Management Project was designed to serve as the central coordinating body for state, local, non-profit and for-profit partners in transportation, with responsibilities for facilitating and managing coordinated projects, grant writing and management, providing transportation information, and evaluating the progress and performance of all City coordinated transportation projects. A transportation information and referral process was constructed as part of the planning process and though directed at Goal #4: Get the Word Out, was ultimately incorporated into the Mobility Management Project. This information element focused on disseminating information about travel options for seniors, individuals with disabilities, and persons of low income. Data was collected from transportation providers on Oahu that serve these three targeted populations. A searchable transportation directory was developed as part of the FindtheRightRide.org website. In addition, during 2010, a number of outreach events were conducted with human services agencies in the Honolulu area. During these “Travel Ambassador” workshops, case managers and other social service agency staff were informed of resources such as FindtheRightRide.org that could be used to connect their clients with the rides they need.

Goal #2: Get Connected – Hawaii Helping the Hungry Have Hope (H5) Kalaeloa Shuttle

The goal of the Kalaeloa Shuttle project, operated by Hawaii Helping the Hungry Have Hope (H5), was to connect low-income individuals with work opportunities and other basic needs. It was intended to serve Kalaeloa transitional shelter residents by complementing the City’s morning and afternoon peak hour bus service, providing transportation during the mid-day and evening hours, seven days a week, between the Kalaeloa shelters, the Kapolei Transit Center, and other key destinations in Kapolei. The Kalaeloa Shuttle was designed to be a cost-effective means of allowing shelter residents to connect to jobs, education, training, medical services, and shopping.

Goal #3: Get Complaint – Goodwill Agency-Provided Trips

Goodwill Industries of Hawaii became the first agency to implement a demonstration project in 2010. Goodwill developed a service that provided trips to its clients to, from, and during its programs for developmentally disabled individuals. Prior to the implementation of Goodwill’s agency-provided trips service, their clients primarily used The Handi-Van for these trips. The new service has been a major success. It has provided more convenient, timely service and resulted in greater satisfaction among Goodwill riders. In addition, it has demonstrated how the capacity of the City’s paratransit system can be increased through a very low-cost alternative.

Results of the Plan

Since 2010, the City's human services transportation coordination program has been extremely effective at achieving its primary goals since its inception in 2010. The development of the mobility management structure, with the City and County's Department of Transportation Services serving as the Mobility Manager, led to the implementation of demonstration projects that have proven the value of human services agencies as contributing members of the transportation delivery system on Oahu. The Mobility Management Project has proven to be a very successful approach to the coordination of a multitude of transportation projects or activities. As the planning and management element of the Plan, the Mobility Management Project is the broad umbrella under which much of the activity to oversee and direct implementation is carried out. This vital project serves as the grant management and technical assistance arm of the City and County's effort to coordinate transportation services. Using the skills and experience of City and County staff along with the consulting expertise of Innovative Paradigms, a broad array of technical support and planning projects have been carried out to coordinate human service transportation. Successful strategies were implemented to ensure grant program compliance, support agency partner performance and compliance, and to evaluate program successes in a manner that has contributed to a much broader dialogue regarding the role of human service transportation. The Mobility Management Project has always been the highest rated of implementation strategies in the selection of projects for federal funding.

Chapter 4, "Outcomes of First Coordination Plan," will provide greater detail on the successes of the Agency-Provided Trips and the Kalaeloa Shuttle projects.

3 2012 Planning Process Update

Background

As described previously in Section 2, an assessment of the unmet transportation needs of individuals with disabilities, older adults and residents with low incomes on Oahu was conducted in 2008-2009 through an analysis of existing documents, consultation and interviews with stakeholders, town hall meetings, surveys, and focus groups. A preliminary list of transportation barriers was developed through this process, and during a final town hall meeting in January 2009, stakeholders validated and prioritized the previously identified unmet transportation needs. With input from the CTSO and the CAT, the ten transportation barriers that were identified across all three target population groups became the basis for the City and County's Coordinated Transportation Plan in 2009.

Plan Update: Moving Forward

In August, 2011, work began on an update to the Coordinated Plan. Meetings with focus groups were held, citizen advisory committees shared their views, policy makers weighed in and a technical analysis was prepared in order to ensure that the Plan Update reflects the needs of the community and provides practical alternatives to respond to these identified needs. This process is described in more detail below.

Input from the various stakeholder groups, as described below, was used to develop or refine goals, priorities and strategies for the Coordinated Plan update. Goals are the very broad statements of future expectations (e.g. Get Compliant). The priorities are the rank order of the Goals (e.g. #1 now is Get Compliant). The strategies are the projects or actions to be taken to achieve a goal (e.g. moving agency trips off TheHandi-Van to Get Compliant)

Stakeholder Focus Groups

During the week of August 8, 2011, two focus groups were conducted – one with transportation and human service providers serving individuals with disabilities, older adults and low-income individuals and one with consumers of these services representing the same population groups. The purpose was to identify the community's current perspective on unmet transportation needs on Oahu. Participants for both groups were recruited with the assistance of members of the CTSO. Additional outreach was conducted to other organizations to ensure an appropriate representation of all three target population groups.

Focus group participants were asked to look beyond their own challenges to consider the most pressing transportation need of the community as a whole. They reviewed the list of top barriers

identified across all population groups in the 2009 Plan and revised the list by adding or removing transportation barriers.

While nearly all focus group participants said there has been some type of change in barriers to transportation since the last Plan was prepared, most of the transportation barriers discussed had been identified in the 2009 coordination Plan. However, ***the major barrier now, according to participants is a lack of sufficient financial resources to fund programs*** at a time when demand for services is rising. Focus groups stated that the gap between transportation needs and the money available to meet those needs has become more severe over the last several years as the elderly, the disabled, and the low-income populations continue to grow while budgets for programs are shrinking.

A list of the barriers identified by focus group members is shown below. Some of these barriers fall outside the limited range of a human services transportation coordination plan and would more appropriately be addressed in a short-range transit plan. Examples of these types of barriers include “Bus full at peak hours” and “Distance to Bus Stops and Inaccessible Bus Stops.”

- On-time performance and ride times
- Limited service in rural and urban fringe areas
- High cost of transportation
- Lack of information and awareness of transportation options
- Disruptive behavior on public transit vehicles
- Safety concerns at transit stops
- Technical issues, such as long telephone wait times, regarding the existing advance reservation process
- Bus full at peak hours
- Few resources available for assistance
- Long wait times for TheHandi-Van
- Inaccessible bus stops

Advisory and Policy Committee Meetings

In its technical advisory role, the CTSO met in September, 2011, and again in December, 2011, to review Plan priorities and strategies. These meetings resulted in a reprioritization of the goals of the Plan. The Committee recommended that goals be reprioritized as follows:

- Get Compliant (formerly Goal #3)
- Get Coordinated (formerly Goal #1)
- Get Connected (formerly Goal #2)

An important element of the discussion of Goal priorities was the point that non-compliance with federal regulations could place City funding in jeopardy for all federal transit projects funding, beyond the FTA Section 5310, JARC, and New Freedom funds available for human service transportation. Given this information, the CTSO agreed that compliance of the City's public transit system with the ADA should be made the Number One priority. The impact of this is to refocus the allocation of resources and technical effort toward achieving full compliance.

During the CTSO meetings there was also discussion of the findings from the focus group process. Many of the barriers reported above also relate in part to the compliance issue. On-time performance, limitations on advance reservations, and long phone wait times are also related to overall compliance with federal regulations.

The CTSO recommended consolidating the former "Get the Word Out" goal into the "Get Coordinated" goal, because it was decided that transportation information and referrals are important to coordination and have been part of the City's mobility management program.

The CAT and Policy Committees were then briefed regarding these recommended changes. The revised Goal priorities are reflected in this Plan update.

Technical Analysis

As a final step in the planning process for the Plan update, a technical analysis was conducted by the City's mobility management consultants and City staff to determine what additional factors need to be included in the revised plan in order to provide the best, most substantive information for policy makers. Data from the following sources was collected and analyzed:

- Goodwill Agency-Provided Trips demonstration project performance and cost data
- H5 Kalaeloa Shuttle demonstration project performance and cost data
- TheHandi-Van performance and financial reports

4 Outcomes of First Coordination Plan

Background

As described in Section 3 above, the specification of needs was derived from findings from a variety of sources during the planning process. These sources include:

- Input from stakeholders, including providers of transportation services and the users of those services
- Input from advisory committees
- Technical analysis of demonstration project results, transportation issues and services by the City's mobility management consultants and City staff.

All of this information was then used to formulate alternative transportation service delivery mechanisms to address these transportation needs.

The first source of input regarding the need for transportation services that can be provided in the context of human service coordination is the community itself. Community input from a variety of transportation providers and user agencies offered a view of the needs that are prevalent on Oahu and their perspective of the significance of those unmet needs. The unmet transportation needs expressed by individuals who use these transportation services also offers a perspective on the potential makeup of an improved service delivery package. These expressed needs are considered in the technical analysis to develop recommendations to provide as much service and meet as many needs as can be achieved with available resources.

A total of three projects resulted from the first round of project selection. The first of those was a Mobility Management Project awarded to Innovative Paradigms using a combination of JARC and New Freedom funds. This creative project included various planning and management tasks under the mobility management definition in the federal regulations. Among the tasks performed through this project were oversight of the operating projects that resulted from other grant awards, grant management activities including compliance monitoring, technical assistance to human service agencies entering the transportation operating arena, and other similar functions. The other two projects were demonstrations of unique methods for providing trips to segments of the target populations. These demonstration projects addressed specific needs of the low income population in Honolulu and the needs of the disabled who were affected by the overwhelming demand for the City and County's ADA paratransit service, TheHandi-Van.

Findings derived from the results of the two operating projects are explained in greater detail on the following pages. The data collected from the Agency-Provided Trips project over the course of a 12-month period was extensive and detailed. Statistical information as well as anecdotal

reports from users of the service was evaluated to determine the impact the project had on Goodwill operations, TheHandi-Van service, and the lives of Goodwill clients. Similarly, information regarding the operation of the Kalaeloa shuttle was examined to evaluate the efficacy of shuttle vehicles providing service to and from shelters.

Information and technical analysis was also provided by the Mobility Management project's staff. Its purpose is to advise regarding transportation coordination issues and to provide mobility management leadership and support. The expertise of team members in providing similar services in other communities has already proven useful in the development of such programs as the Agency Trips Program and community shuttles operated by human service agencies. This team analyzed conditions in Honolulu and synthesized results from the demonstration projects undertaken as an outcome of the first Human Services Transportation Coordination Plan. The analysis included review of the statistical results of the demonstration projects, operating data from TheHandi-Van paratransit system, and cost information from these sources as well as operating data from Goodwill and H5. These results serve as the basis for a number of specific recommendations contained in this update of the Plan.

Agency-Provided Trips: Contribution to Get Compliant, Get Coordinated, and Get Connected

The Agency-Provided Trips concept was demonstrated through the Goodwill project as a direct outcome of the 2009 Human Service Transportation Coordination Plan. The specific goal identified as being served through the agency trips concept was "Get Compliant." That meant that agency-provided trips was a method for reducing demand for TheHandi-Van especially during peak hours, while improving overall service quality to human service agency riders by having agencies provide their own transportation. The Goodwill demonstration was extraordinarily successful, achieving its objective of moving a significant number of trips off TheHandi-Van and providing those same trips through Goodwill at a fraction of the cost. In the process, the level of service quality for the individual riders and for the agency itself far exceeded anything possible by TheHandi-Van.

As shown on Section 2, Page 14 of this Plan update, the ADA limits subscription trips to no more than 50% of available capacity in a given time period. (**Section. 37.133 Subscription Service**). This is typically challenging for paratransit systems during the peak hours of the morning and afternoon when trip demand by human service agencies is at its highest. This peak hour capacity is particularly challenging for TheHandi-Van as has been documented in previous studies as well as through analysis by Oahu Transit Services, Inc. (OTS). In spite of the volume of trips removed from the system by Goodwill, peak hour demand by many other human service agencies continues presents great challenges to TheHandi-Van.

The list of agencies shown below was provided by OTS and represents the highest subscription trip generators in the human services community. Currently, subscription trips to and from these agencies account for approximately one-third of all weekday trips.

**Table 2
 Community Agency Weekday Trip Volumes¹**

Agency	Morning Trips	Afternoon Trips	Total Trips
Lanakila Pacific	97	90	187
SECOH	75	85	160
Goodwill	72	50	122
ARC	53	51	104
Home and Community Services	38	46	104
Easter Seals Hawaii	40	42	82
Family Services	28	27	55
Kokua Villa	29	26	55
Helemano Plantation	17	35	52
Manawa Lea	15	18	33
Hale Nui	15	14	29
Central Union Church	14	13	27
Hongwanji Mission – Waipahu Adult Day Care	16	8	24
RCH Kalaeloa Day Care	10	7	17
Total Trips per day			1,031
Trips per month			20,620
Trips per year			247,440

¹TheHandi-Van Service: A Review of Current Operations, Oahu Transit Services, 2011

Based on the results of the Goodwill demonstration and using the list of agencies above, the City’s mobility management consultants prepared projections of service levels and the investment necessary to expand the agency-provided trips concept to other human service agencies in Honolulu. This analysis, contained in Tables 3 – 5 on the following pages, includes a number of assumptions all of which were intentionally based on low trip volume estimates in order not to overstate the case. These projections are intended to illustrate how the use of agency provided trips can result in cost savings without creating unrealistic expectations. Thus, trip volumes are estimated low, while costs are estimated high in order to present conservative projections.

Investing in an expanded agency-provided trips program can help the City and County of Honolulu and the human service community to achieve a number of objectives. Among the

most important of these is for TheHandi-Van to move closer to full compliance with ADA regulations regarding resource allocation to subscription trips. By moving peak hour trips off of the demand response ADA service provided by TheHandi-Van to human service transportation providers, capacity is made available for use by riders needing trips for medical appointments, grocery shopping, and other more occasional trip types. It is to protect against the overuse of the ADA system by agencies to the exclusion of these demand response trips that the 50% restriction was included in the ADA regulations.

As the Goodwill demonstration also proved, the level of service quality for the agency riders and the agencies themselves goes up dramatically when social service organizations have the resources to manage more of their own transportation needs. Separating rider types – subscription from demand – allows for the focus of service delivery that is tailored to each rider's unique needs. The challenge of the current situation is that intermingling service types during peak hours results in diluting service quality to both subscription and demand riders. This has nothing to do with performance of the ADA service by OTS. Instead it is the obvious result of mixing subscription trips with the great variety of demand trips that occurs each day.

Agency-Provided Trips Analysis and Projections

The City's mobility management consultants based an analysis of potential agency trip expansion on the results of the Goodwill demonstration. The basis for the analysis is the current volume of trips provided to each of 14 human service agencies by TheHandi-Van, which is shown in Table 2 above. The total number of daily trips (typically 2 trips per individual per day) provided by TheHandi-Van is 1,031. From this total number, projections of the impact of moving trips to the agencies was separated into Low, Medium, and High volume projections.

The three volume categories were based upon the levels or stages that the Goodwill program has gone through since its inception. At the outset, Goodwill provided trips to approximately 42% of its riders who would otherwise use TheHandi-Van, increasing to 51% and then finally to 61% through its expansion. TheHandi-Van continues to service the remaining 39% of Goodwill riders. Prior to the implementation of agency-provided trips, Goodwill clients accounted for approximately 119 TheHandi-Van riders per weekday. Using this figure as a baseline, the Low end estimate was derived from the volume that Goodwill first provided when its program began in May, 2010. The Medium volume level was that being operated by the agency in March, 2011. The High level is that operated by Goodwill in November, 2011.

These volume estimates were then applied to each of the 14 agencies that are the top TheHandi-Van trip generators. Table 3: Agency-Provided Trips Projections summarizes the projected impact of moving each level of agency-provided trips off of TheHandi-Van and onto a new transportation service provided by each agency for its own clients.

Table 3
Agency Provided Trips Projections

	Trips Provided by TheHandi-Van Actual	Trips Moved off TheHandi-Van Provided by Human Services Agencies Projected		
	Current	Low (42%)	Medium (51%)	High (61%)
Daily Weekday Trips Total	1,031	433	526	629
Monthly Weekday Trips Total	20,620	8,660	10,516	12,578
Annual Weekday Trips Total	247,440	103,925	126,194	150,938

Vehicle Costs

In order to expand the agency-provided trips program as projected in these figures, a fleet of vehicles must be provided to the agencies, and some general estimates of the investment in such a fleet have been made. In an effort not to overstate the potential savings, a high estimate of the fleet cost was used for this analysis and is shown in Table 4 on the following page.

Assuming that each agency vehicle would carry only 6 passengers each way, the Low estimate for the number of vehicles needed to operate the agency trips is 36. Using a conservative estimate of the mix of vehicles needed to provide for varying agency rider types, an investment in new vehicles would require \$3,337,556. This approach presumes that the City and County of Honolulu would issue bonds to cover the initial investment in the vehicles. An interest rate on the bonds was assumed to be 4%. The bond investment would then be recouped over the estimated 7-year life of the vehicles. Spread over that 7-year vehicle life, this means an investment of \$482,508 per year. This estimate is conservative in that the fleet mix would likely include some lower cost vehicles including vans costing substantially less than the cutaway buses required by some agencies. As with the Goodwill service, vehicles that are smaller and with much less expensive equipment would likely make up a significant part of the fleet mix among agencies, thus reducing this fleet investment substantially. This could be further mitigated by the use of former TheHandi-Van vehicles or continued use of the Vanpool Hawaii program as both Goodwill and H5 have done with their services.

Table 4
Vehicle Investment Requirements for Agencies with the Highest Use
of TheHandi-Van for Subscription Trips to instead Provide
Different Level of Trips for Their Own Clients

	Vehicle Investment Requirement to Implement Agency Provided Trips Program Projected		
	Low (42%)	Medium (51%)	High (61%)
Weekday Daily Trips Total	433	526	629
Vehicles Required to Provide Daily Service ¹	36	44	52
Cost per Vehicle ²	\$ 90,000	\$ 90,000	\$ 90,000
Required Capital Investment Year 1 ³	\$ 3,247,650	\$ 3,943,575	\$ 4,716,825
Interest (4%)	\$ 129,906	\$ 157,743	\$ 188,673
Total Vehicle Investment	\$ 3,377,556	\$ 4,101,318	\$ 4,905,498
Annual Capital Cost ⁴	\$ 482,508	\$ 585,903	\$ 700,785

¹Based on 6 passengers per vehicle, with 2 trips provided to each rider per day

²Average vehicle cost used for budgeting purposed

³Number of vehicles cost required to provide service x \$90,000 per vehicle

⁴Vehicle investment divided by average life of vehicle (7 years)

Cost Savings

Using figures from Year 2 of the Agency Provided Trips project, Goodwill's cost per trip was combined with the cost to provide technical support through the City's mobility management program to calculate the total cost per agency-provided trip. The combination of direct operating expense by Goodwill and the cost of oversight and management support by the mobility management program equaled \$4.85 per trip for Year Two of the project. This was used as the basis for estimating the operating cost to the agencies. Thus, as shown in Table 5, the Low estimate of cost for providing 42% of each agency's trips is \$504,035. This increases to a high of \$732,051 to carry 61% of the agency trips. While increased volume may result in a lower cost per trip, the cost per trip for this exercise was not adjusted in order to use highest possible cost estimate in presenting conservative projections.

The potential impact on TheHandi-Van is a corresponding savings of the funds it would have spent to provide those same trips. For analytical purposes, conservative estimates of this potential savings were made using a "marginal cost" model. This assumes that OTS would not experience any savings in such cost areas as vehicles, insurance, administration, etc., that are

incurred regardless of the number of trips that TheHandi-van provides. Only direct savings in labor, fuel, maintenance, and other direct expenses were used to calculate potential savings. Using this marginal cost approach to the savings calculation, it is projected that -- even when using low end estimates and including the cost to provide vehicles -- by investing \$986,543 in agency-provided trips, TheHandi-Van could realize an annual operating cost savings of approximately \$1,923,351. The conservatively estimated savings from this investment is compelling. With such savings through agency trips, the growth rate in expense for TheHandi-Van could be somewhat mitigated. The "savings" to the City would thus be a reduction in the rate of expense increase if not actual dollar savings.

**Table 5
 Cost Savings**

	Cost Savings of Agency Provided Trips Projected		
	Low (42%)	Medium (51%)	High (61%)
Annual Weekday Trips Total	103,925	126,194	150,938
Annual TheHandi-Van Marginal Cost @ \$28.00/trip ¹	\$ 2,909,894	\$ 3,533,443	\$ 4,226,275
Annual Agency Provided Trips Operating Cost @ \$4.85/trip ²	\$ 504,035	\$ 612,043	\$ 732,051
Annual Capital Cost	\$ 482,508	\$ 585,903	\$ 700,785
Annual Agency Operating and Capital Cost	\$ 986,543	\$ 1,197,945	\$ 1,432,837
<i>Projected Annual TheHandi-Van Savings</i>	<i>\$ 1,923,351</i>	<i>\$ 2,335,498</i>	<i>\$ 2,793,439</i>

¹ Marginal Cost of \$28.00 is an estimate based on experience in other similar operations

² Goodwill Cost per Trip based on most recent cost figures from Year 2 of the project

What does this mean for investment by the City and County of Honolulu? To date, the Coordination Plan demonstration projects (Goodwill and H5) have received 50% of their operating cost from JARC or New Freedom federal funds. This has reduced the required investment of City funds to the other 50%, and in each case this has been somewhat further reduced by the inclusion of other non-City funds as a portion of the local match. The available JARC and New Freedom funds have now been programmed out through 2015, meaning that any expansion of the agency trips program before 2015 would likely not have additional federal funds available. The result would be that the cost of expanding the program would fall mostly or entirely upon the City and County of Honolulu. However, as shown by the analysis discussed in this section, it is clear that an investment by Honolulu in human service transportation could be much more than offset by savings in TheHandi-Van.

Such a savings in the City and County’s investment in TheHandi-Van would be a very positive outcome of the expansion of the agency trips program. Yet in addition, the reported dramatic improvement in service quality experienced by Goodwill would further support this shift in investment.

Kalaeloa Shuttle: Contribution to Get Connected

The second demonstration project to be implemented was the Kalaeloa Shuttle, which was designed to serve Goal #2: Get Connected. Hawaii Helping the Hungry Have Hope (H5) began operation of the Kalaeloa Shuttle service in August, 2010, which complements the City’s weekday morning and afternoon peak hour bus service by connecting low-income individuals with work opportunities and other basic needs during the evening hours and on weekends. In particular, the service was intended to serve Kalaeloa transitional shelters residents who include recipients of benefits from the State Department of Human Services’ Benefits, Employment and Support Services Division (BESSD). The shuttle has run seven days a week between the Kalaeloa shelters, the Kapolei Transit Center, and other key destinations in Kapolei since the project began in August, 2010.

An unmet need that was identified in 2008-2009, was the lack of mid-day and evening public transit in the Kalaeloa area. Although TheBus provided service during morning and afternoon peak travel times, service at other hours was unavailable. Given the low ridership in the area, expanding TheBus service hours was not a feasible option.

Since its inception, the Kalaeloa Shuttle has proven to be a very cost-effective addition to regular transit provided by TheBus. As can be seen in the Table 6 below, the Kalaeloa Shuttle costs per trip, service mile and service hour are all substantially lower than service provided by TheBus.

Table 6
Cost Comparison: Kalaeloa Shuttle to TheBus

COST PER:	Kalaeloa Shuttle	TheBus	Percent Cost Differential
Trip	\$ 2.01	\$ 2.40	-16%
Service mile	\$ 5.59	\$ 7.83	-29%
Service hour	\$ 28.59	\$ 111.23	-74%

Cost Comparisons: Kalaeloa Shuttle and TheBus Average Costs May 2010 – May 2011

During its first year of operation (August 2010 – August 2011), the Kalaeloa Shuttle provided nearly 40,000 trips to shelter residents, connecting them to jobs, education, training, medical services and shopping. News reports in the *Honolulu Star Advertiser* and on KITV indicated that riders were extremely grateful for the new Shuttle, and a 2011 rider survey reported general satisfaction with the service. Prior to the Shuttle, shelter residents faced a two-mile walk to the Kapolei Transit Center, a trek that could be dangerous due to the lack of sidewalks and the absence of street lighting at night. As resident Evan Taetuna commented, "It's a struggle that we have to go through."

*During its first year,
the Shuttle provided
nearly 40,000 rides*

A key goal of the service has been to connect low-income individuals with employment opportunities. To assess the project's progress toward achieving this goal, an on-board rider survey was developed and distributed during the week of May 9, 2011.

The vast majority of survey respondents fell within the target group of riders for this service – low-income individuals who are in need of transportation to access work and/or job training opportunities:

- 90% reported a household income at or below 150% of the federal poverty line, which the FTA Job Access and Reverse Commute (JARC) program aims to support.
- 65% are employed, and 88% use the service to access employment or employment-related services.
- 80% cited transportation as a barrier to work prior to using the service.

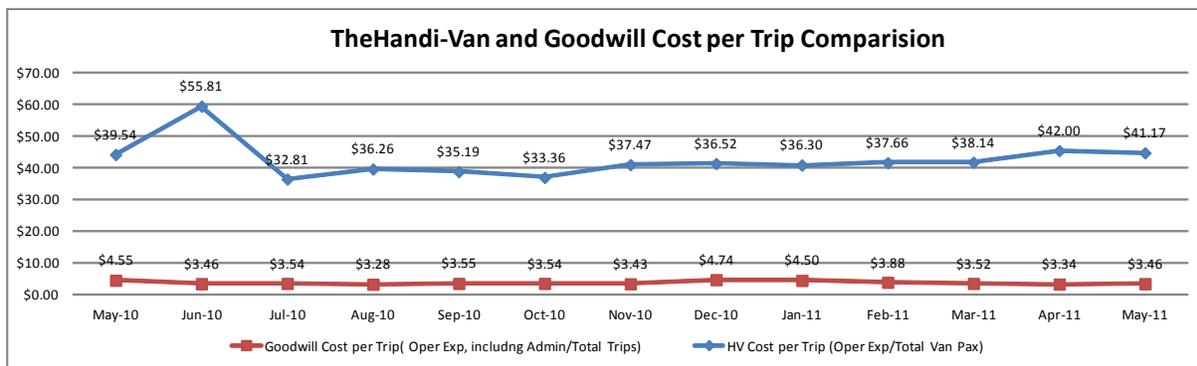
Technical Analysis

The City’s mobility management consultant and staff have become familiar with the human service community and with the public agencies serving Oahu. This familiarity has resulted in an awareness of transportation issues that may not be evident to the wide variety of agencies involved in the planning process. The insights and recommendations of the team are documented below.

Need for Financial Resources

The most critical observation resulting from technical analysis and work with the provider agencies relates to funding for the entire human services transportation coordination program, as required by the FTA SAFETEA-LU program adopted in 2005 in order for Honolulu to qualify for Section 5310, JARC, and New Freedom funding (see the section entitled “Background” on Page 5). Honolulu engaged Innovative Paradigms to oversee implementation of the demonstration projects that resulted from the initial planning effort.

The Goodwill Industries of Hawaii’s Agency-Provided Trips project, discussed earlier, moved riders of TheHandi-Van to a new service operated by Goodwill and clearly demonstrated the financial and service quality benefits of the program. As shown below, the cost per trip during the first year of the Goodwill project was significantly lower than the cost of a comparable trip on TheHandi-Van



Source: TheHandi-Van: Paratransit Consolidated Report; Goodwill: NTD Data Report, Mobility Management Report

The response of Goodwill clients whose daily commute was changed from TheHandi-Van to Goodwill vehicles has been overwhelmingly positive. Riders have expressed their pleasure at the quality of service and family members are equally enthusiastic

The Goodwill demonstration project achieved a number of objectives. It was designed to respond specifically to the Plan goal called Get Compliant. This goal recognized issues relating to the operation of TheHandi-Van where the service was oversubscribed in the peak hours, greatly limiting general access to demand trips during those hours. Further, there were issues associated with on-time performance and ride time duration. The Goodwill project offered a solution to these problems by removing a significant number of trips from TheHandi-Van, increasing TheHandi-Van's capacity while providing passengers of those new Goodwill service with vastly improved on-time performance and with shorter ride times. As projected by the consulting team, the design of this program resulted in an average cost per trip of \$4.85 for Goodwill, as compared to \$38.63 for TheHandi-Van during the same period.

Goodwill operated 7% of the total ADA paratransit trips in Honolulu by the end of its first year of operation. With such financial efficiency, the allocation of financial resources to the Agency-Provided Trips project could eventually yield substantial savings in the overall cost of ADA paratransit service delivery while further increasing TheHandi-Van's capacity during peak hours.

To date, the investment in the Agency-Provided Trips project has been a combination of federal New Freedom funds and City and County of Honolulu operating funds. Funds have already been programmed through Year 5 (2015) for the continuation of the Goodwill service. However, as other projects have come on line to compete for limited federal funds, there are few dollars remaining to allocate to other potential Agency Trips providers. Years 4 and 5 (Grant Cycle 4) saw a recommended allocation to Salvation Army for service similar to Goodwill. But this, in addition to the other projects receiving continued funding, results in virtually full programming of the federal JARC and New Freedom funds available.

It is critical to understand that human service transportation coordination funding is not limited to the federal JARC and New Freedom sources. The City and County has already allocated sufficient funds to match the federal sources. In addition, some limited matching funds have been allocated by other non-City sources. These other non-transportation sources are limited. With the results demonstrated by the Goodwill project, it is worth the City and County considering allocating more of its funds to achieve similar results through other community agencies. Agencies that could also be brought into the program include SECOH, Lanakila Pacific, and Easter Seals Hawaii. To the extent that an expanded Agency Trips program diverts subscription trips from TheHandi-Van, the City and County is fulfilling its ADA paratransit obligation at a much lower cost. In so doing it can also achieve the dramatic improvements in service quality for riders of Agency Trips programs that Goodwill has demonstrated.

Need for Additional Vehicle Capacity

Among the results of the initial demonstration projects with both Goodwill and H5 is the identification of the need for additional vehicles to be available for human service transportation. This issue has been made very obvious in at least two ways. First, H5 has operated its first year of service with vehicles that break down frequently. Its primary vehicle, an MCI tour bus manufactured in 1985, was initially used for the service but proved to be very expensive to maintain and was not reliable. It was finally parked as a result of an air leak in the braking system that would cost thousands of dollars to fix. H5 determined that the bus was not worth repairing. Instead it operates the service with 15 passenger vans, sometimes having to make double runs to accommodate passenger loads.

Goodwill, on the other hand, has faced a different type of vehicle problem. Its service operates largely with vehicles obtained through Vanpool Hawaii. These minivans have proven to be a very appropriate vehicle for the program. However, near the end of Year 1 of the program, Goodwill was advised that the subsidized Vanpool program was facing cancellation. Following negotiations, the Vanpool program continued to operate but a greatly increased cost to the Vanpool lessees. The impact on Goodwill was an increase in monthly vehicle cost from approximately \$460 to \$800 per vehicle per month. Initially, Goodwill believed that it would have to drop one or two runs (vehicles) from the program in order to operate within its existing funds. Further analysis indicated that it would be able to barely maintain the existing number of vehicles within the budget. Had Goodwill determined that it could not continue with existing funding, Honolulu would have been faced with whether or not to increase funding to continue this highly cost-effective service, including the operational impact of adding a number of riders back onto TheHandi-Van service. Coming this close to such a critical decision raised the issue of priority in funding projects. This project has proven to be the most effective of all demonstration services. Had it needed additional funding and should additional funds not be available, what services would be cut to maintain it?

These two examples from the first demonstration projects reveal the need for additional vehicles to be available for human service transportation projects. But the issue is broader than just the requirement for one or two vehicles per agency. Strategic planning requires consideration of back-up vehicles for times when the primary van or coach is out of service and equally important a plan for backup drivers. Without back up procedures in place, the likelihood exists that, at some point, riders, most likely with relatively short notice, will be placed back on TheHandi-Van because the agency has no alternative mechanism for transporting its own clients. Not only is this a disruption for the agency riders but also an undue burden on TheHandi-Van to handle the “bubble” of ridership that this creates. As the Agency Trips program grows, such a shift of trips back to TheHandi-Van could become impossible to provide.

There are at least three sources of vehicles to be considered:

Vanpool Hawaii: The Vanpool Hawaii program has proven to be an excellent source of vehicles for Goodwill, H5, and soon the Salvation Army. Arrangements for Vanpool vehicles have been very flexible, easy to structure, include a full maintenance program, and also serve as a source of backup vehicles in case of breakdown.

New Vehicles: All three federal programs that are tied to the Human Services Coordination Plan (JARC, New Freedom, 5310) may be used to provide capital funding for vehicle purchases. In order to take advantage of this source of equipment, Honolulu must create the infrastructure to purchase vehicles for the participating agencies or set up a purchasing mechanism through its Mobility Management program. Such a program would either take advantage of existing programs such as the CalACT Cooperative in California or would manage the procurement process from beginning to end. This would require bid specification preparation and management of the procurement process. In order for a vehicle procurement to be federally compliant, a number of very specific criteria must be included. Achieving this can be a formidable task for a local nonprofit agency. In order to effectively accomplish this, either the Mobility Management staff would have to be heavily involved or the agency would have to enhance its management capacity to fulfill the federal requirements. Vehicle procurement in general is a complicated task but is further complicated by the various federal requirements.

Used Vehicles from the City and County's Fleet: Honolulu purchases fully accessible vehicles for use by TheHandi-Van. The typical retirement point of such vehicles from formal City service is approximately five years. Experience with similar programs in other cities suggests that such vehicles can have an extended "second life" through operation by the human service community. This is an excellent source of equipment for such programs as H5, possibly Goodwill, and other emerging human service operators.

5 2012 Update: Human Services Transportation Coordination Plan

Operational Refinements

The demonstration projects resulting from the 2009 Plan were not only effective but also raised a number of issues for consideration in the expansion of such projects in the future. Goodwill's operating model is based upon using existing employees who have other positions within the organization as the drivers. This is a relatively common approach to staffing by a human service agency. Among the benefits of such an approach is the ability of an agency to offer additional pay hours to employees who might otherwise have less than full time employment. The transportation project then pays wages for only the portion of employment that is transportation related. This has proven to be a very effective delivery model. Among its most notable benefits is the fact that personnel who work in day programs are very familiar with the client population and are much better trained to deal with issues relating to specific clientele. Further, since the drivers are not full time transportation employees, the overall transportation expense is limited to only direct transportation needs.

Yet in the first year of operation by Goodwill, several critical operational issues surfaced. Goodwill did on certain occasions redirect its drivers to other duties on selected days. This meant that they were unable to perform home-to-program transportation. The effect of this was that on those days, all Goodwill passengers were rescheduled to ride TheHandi-Van. Even with some days' notice, this placed a substantial burden on TheHandi-Van and also, on those days, defeated the purpose of moving clients to agency service. This phenomenon raised the importance of agencies providing their own backup drivers. As the agency trip program grows, the impact on TheHandi-Van of the temporary transfer of agency clients back to its service will be increasingly significant. This will be an undue burden on TheHandi-Van. On those selected days, passengers may experience service delays or other problems because of the temporary demand "bubble" being experienced by TheHandi-Van.

This development results in the recommendation that any agency participating in the agency trips program be required to provide its own backup drivers. This can be accomplished by cross-training other employees, arranging on-call volunteers such as caregivers, hiring a pool of part-time drivers who only work on such service redeployment days, etc. A recommendation of this Plan update is to include such a requirement in any agreement that is supported by City and County funds or federal funds.

The H5 demonstration revealed the importance of establishing operating projects with reliable and appropriately configured vehicles. This project began with the use of an aging tour bus as the primary vehicle. The backup was a 15 passenger van that was also old and in marginal mechanical condition. In addition to the age and condition of the original vehicles, neither vehicle was accessible to disabled passengers. This condition was allowed under the terms of the federal program because both vehicles were in the existing fleet and were not purchased for this project. This situation resulted in service that was occasionally interrupted as a result of mechanical failure, and early in the program the tour bus was removed from service permanently due to mechanical failure.

The H5 experience emphasizes the need for adequate equipment for the operation of these new programs. This is addressed elsewhere in the Plan update. Without adequate vehicles, the sustainability of new services is jeopardized. Thus, more rigorous requirements for adequate equipment needs to be included in future project concepts.

New Service Strategy Concepts

Through the analysis and the stakeholder dialogue involved in the Plan update, additional service strategies were considered. Among those receiving substantial consideration were various strategies for addressing the transportation needs of veterans, volunteer driver programs for frail seniors (most likely in a door-through-door mode), and various means of serving dialysis patients. This latter group is a large consumer of TheHandi-Van services. Yet dialysis clinics are scattered throughout Oahu making their trips difficult to serve in a productive manner.

A particular strategy that is considered a viable option for dialysis trips is the use of taxi services in some type of voucher program. The use of vouchers could transfer responsibility for trip scheduling from TheHandi-Van to the individual. Individuals would simply receive a trip-purpose-specific voucher for dialysis transportation and would schedule their own rides using that as the method of payment. OTS statistics indicate that there are over 380 dialysis patients using TheHandi-Van three days per week for service. Of these, approximately 300 are ambulatory and could use traditional taxi service. Such a strategy could alleviate substantial demand for TheHandi-Van service for a population whose transportation needs are difficult to serve through traditional paratransit transportation service.

Project Oversight and Management Element

Background

The process of preparing the original Human Services Transportation Coordination Plan began in Honolulu in 2008. As part of the original process, various committees were created to serve in an advisory role in the planning process. The concept at the time was to provide opportunity for input to the various planning steps at both a technical and a policy level. The approach that was created for this process was to use a combination of existing and new committees to advise the City and County regarding Plan issues.

The Committee for Accessible Transportation (CAT) is a long standing advisory group that is employed by the City Department of Transportation Services (DTS) to advise the DTS Director on issues relating to public transportation services for the disabled and elderly. This committee seemed like a logical component in the mix of advisory bodies. It is an official committee of the City and County with formal representation by various groups and adopted bylaws to govern its functions.

Two new committees were also created to advise on the planning process. One of these was the Coordinated Transportation Strategies and Operations (CTSO) committee, a subcommittee to the CAT. This newly created group consisted of transportation operators and representatives from agencies that were major recipients of transportation services or that represented major target groups that were addressed in the Coordination Plan. The Committee included staff from Oahu Transportation Services (OTS) representing both TheBus and TheHandi-Van, the State of Hawaii Department of Transportation (HDOT), major human services agencies such as the Center for Independent Living, State Disability and Communication Access Board (DCAB), Goodwill Industries of Hawaii, Easter Seals Hawaii, H5, and others. This Committee was a technical committee of staff professionals with knowledge of transportation services or concerns for the target population in Honolulu.

The other committee created was the Policy Committee, which consists of the Directors of the City Departments of Transportation Services and Community Services. These two key Department Directors provided the highest level link to the City Council, which would eventually adopt the Coordination Plan. Policy makers from some State agencies were also invited on occasion to participate in Policy Committee meetings.

Committee Performance and Evolving Roles

The three advisory committees met throughout the process of developing the original Plan. Since adoption of the Plan in 2009, City and County has continued to use the same committee structure to advise on other aspects of human service coordination. The adopted Plan called for establishment of a mobility management function within the City and County that, among other things, would oversee distribution of federal funds related to the Plan (these funding programs are discussed elsewhere in this Plan update). The committees served in an advisory role through a tiered approach. Matters including the federal grant process and actual grant applications were taken through the series of committees in a sequential manner. Beginning with the CTSO, each committee was asked to review and develop recommendations regarding the coordinated transportation program goals and priorities and the resulting coordinated transportation projects that were eventually implemented. Each committee's recommendation was then forwarded on to the next in the committee series. Finally, the Policy Committee would receive and evaluate the advisory recommendations of the CTSO and CAT and arrive at final decisions regarding such matters as specific grant approvals and funding amounts.

To reiterate, the committee sequence has been as follows:



Since the adoption of the 2009 Plan, the role of the CTSO has been limited to the review of grant applications, periodic updates on demonstration project status, and occasional requests for input regarding Plan update elements. Early in the original planning process, the CTSO was attended by senior officials of many of the community agencies. With the role of the Committee being to offer technical assistance to the planning process, attendance by these individuals was very valuable. Since adoption of the Plan, the role of the Committee has been largely informational. Through this gradual transition, senior officials largely stopped attending.

Agencies began sending other staff representatives. This has limited the level of commitment that representatives are able to make for their agencies in the advisory process.

Similarly, since the outset of the Coordination planning process in 2008 and the adoption of the Plan in 2009, the Policy Committee has had limited representation. Only two City officials have made up the Committee. While this has served to ensure that the key City Departments with transportation interests are represented, it has not provided a broad policy forum for the consideration of the increasingly complex implications of human service coordination.

With the development of this Plan update, it is clear that major policy and technical questions may require consideration of additional City and agency officials. Given the significance of the evolving elevation of the Coordination element of the three part transportation delivery system, it is time to reevaluate the advisory committee structure and makeup.

Revised Advisory Structure

This Coordination Plan update poses major issues for consideration and action that have the potential to greatly affect the fabric of transportation service delivery in Honolulu. Recommendations include increasing the role of human service agencies, reallocating available funding, and establishing policies for financial participation by agencies, among others. These issues are so substantive that the advisory process relating to them should be enhanced. This Plan update proposes that the advisory process be adjusted to bring it to a level consistent with the significance of the pending decisions. With this perspective, a number of revisions to the advisory process are recommended. The following are offered relative to each Committee:

Create a new Coordinated Transportation Technical Committee (CTTC)

The CTSO was intended to be the principal technical advisory body to the Policy Committee during the initial phase of coordination efforts in Honolulu. This phase included the preparation of the original Human Services Transportation Coordination Plan and the implementation of demonstration projects. Given that, this Plan update recognizes that the CTSO has fulfilled its advisory role and thus recommends that the CTSO be disbanded and that a new committee be created: the Coordinated Transportation Technical Committee (CTTC). Such a title will help clarify the role of the committee to the committee participants and anyone involved in the local transportation structure.

The CTTC will focus on coordinated transportation efforts on Oahu. Because the new CTTC will deal with issues at a higher level than the CTSO, it should consist of directors or senior officials of human service or other agencies. Committee members should be able to state policy positions for their organizations. The makeup of the new CTTC should be carefully

considered to include officials representing any agency that is an active participant in the human service planning dialogue such as:

- all organizations receiving funding through the Coordination process
- organizations that are major recipients of transportation services for the target populations

In addition, DTS and DCS should be represented by individuals at a level that allows them to provide some policy guidance and advice if not final decision making authority. This should perhaps be at the Division Chief level and would reflect the level of representation in the committee process that was exercised in the early days of the CTSO. A DCS official routinely attended CTSO meetings. Similarly, DTS as the Mobility Manager should be a formal technical participant in the new CTTC process. Such stature can be very helpful at the next level in the decision process, the Policy Committee.

As stated above, participation in the CTTC at a very senior level should be a mandatory condition of any agreement using federal, City, or other funding for human service transportation. Other agencies that have the potential to participate in the future or that have tangential relationships should also be included on the Committee. Further, major human service agencies that are often consumers of transportation service should also be included.

The relationship of the new CTTC to the CAT should be refined. A suggested approach would be to include a member of the CAT on the CTTC in order to participate in its meetings. This representation could streamline the information flow and reporting processes between the two committees by eliminating lengthy and duplicative presentations of the same technical material that is presented to both groups. The CAT representative on the CTTC would provide a key communication link between the two committees. Support currently provided by the mobility management staff could still be provided for this reporting but it is presumed that the official reporting would be limited to a summary of the actions/information from the CTTC. Because the CTTC and the CAT bring different perspectives on transportation issues to the deliberation process, the chairs of both committees should then represent their respective committees at the Policy Committee.

The new CTTC should include the agencies that are participating in current projects, operating agencies such as TheBus and TheHandi-Van, prospective agency participants such as SECOH and Lanakila Pacific, and other major providers or users of transportation services. For example, in other communities agencies such as 211 have been included in similar processes with some success. As the information referral source regarding human services, the local 211 agency can serve as a source of transportation information in the community without duplicating its resources or purpose. The new CTTC committee should

operate with an increased level of structure including recording action items and the preparation of more formal recommendations to the Policy Committee.

Refine CAT relative to the coordination function of the City and County

By statute, the CAT has a formal structure for conducting its business and its mission is defined more broadly than that of the CTSO or the proposed CTTC:

The Committee for Accessible Transportation provides counsel and advice to the Director of the Department of Transportation Services concerning the transportation goals and objectives for the elderly and persons with disabilities.

This works well in the overall advisory committee structure. The Committee's functioning could be slightly improved through the clarification of its role relative to the coordination function of the City. Such clarification could take the form of a bylaw provision that states something such as the following:

The Committee on Accessible Transportation shall also advise the Policy Committee on matters relating to the coordination of human service transportation by reviewing plans and proposals from various entities and formulating recommendations regarding action.

Simply clarifying the role of the CAT to its members and to the other committees involved in the advisory process could result in more focused input by the committee to the decisions that are being made by the Policy Committee.

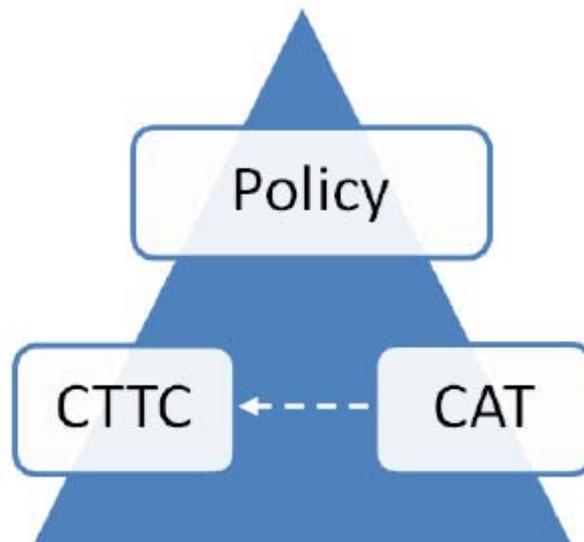
Add Policy Committee Participants

The Policy Committee presently consists of the Directors of the City Departments of Transportation Services and Community Services. While these two City and County departments have vital roles in providing human service transportation, there are other organizations with substantial influence in transportation in Honolulu that might be added to the Committee. In order to add participants, it would be important to define for additional agencies exactly what the role of the Committee is relative to funding, policy planning, and interagency relationships.

In order to create a stronger relationship between the other two advisory committees and the Policy Committee, representatives of those committees could appropriately be added to the Policy Committee. The inclusion of the chairs of the CAT and the new CTTC as members of the Policy Committee will ensure that the voices from these two advisory committees will be considered in the policy deliberations.

Expanding the Policy Committee to include the chairs of the two advisory committees should either be accompanied by addition of another representative of a City agency or the advisory committee chairs should be added in an ex officio non-voting capacity. Such a structure would give voting representation to the City in recognition of its funding responsibility.

Major organizations in the community might include Aloha United Way, the Hawaii Department of Transportation Director, perhaps interested private companies, etc. The final list of potential participants would have to be worked out with the current Policy Committee. But adding high level participants could help to strengthen connections with community and governmental agencies for purposes of the human service dialogue.



Funding Element

Federal Funds

The federal programs that required a Human Service Transportation Coordination Plan are discussed early in this Plan document. These are: 5310 – Senior and Disabled transportation capital funds; 5316 - Job Access and Reverse Commute (JARC) funding for transportation services directed at the low income population, and; 5317 – New Freedom funding for transportation services for the disabled. These three programs all require that services funded through them be directly related to the strategies outlined in the Coordination Plan. The implementation efforts to date in Honolulu have focused on these programs as the primary, though certainly not exclusive, funding sources for the projects resulting from the Plan. Funding available through these sources is quite limited. They are allocated to urbanized areas throughout the country on the basis of the proportion of the low income (JARC) or disabled (New Freedom) population of the state relative to all other states. Each large urbanized area, such as the City & County of Honolulu, receives an allocation of funds for expenditure on locally derived projects. There is a separate allocation managed by each state for projects in the small urbanized and rural portions of each state that, in Hawaii, is managed by the State Department of Transportation (HDOT).

The Table below illustrates the funding history of the City and County of Honolulu’s coordinated transportation program. It reflects all available large urbanized area JARC and New Freedom funds, as well as matching funds provided by the City and other sources. It is clear from the Table that funding through the FTA programs is limited, and all JARC and New Freedom funds available to the City and County have been programmed through 2014. Any additional programs that might be added during that period will have to be funded through other sources than JARC and New Freedom.

Table 7
Project Funding History

Revised February 13, 2012

Project	Cycle 1 (Program Year 1)				Cycle 2 (Program Year 2)				Cycle 3 (Program Year 3)				Cycle 4 (Program Years 4 & 5)			
	Total	JARC	NF	Match	Total	JARC	NF	Match	Total	JARC	NF	Match	Total	JARC	NF	Match
Agency-Provided Trips																
-Goodwill	\$ 200,000	\$ -	\$ 100,000	\$ 100,000	\$ 300,000	\$ -	\$ 150,000	\$ 150,000	\$ 230,000	\$ -	\$ 115,000	\$ 115,000	\$ 600,000	\$ -	\$ 300,000	\$ 300,000
-Salvation Army	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 247,698	\$ -	\$ 81,340	\$ 166,358
Total	\$ 200,000	\$ -	\$ 100,000	\$ 100,000	\$ 300,000	\$ -	\$ 150,000	\$ 150,000	\$ 230,000	\$ -	\$ 115,000	\$ 115,000	\$ 847,698	\$ -	\$ 381,340	\$ 466,358
Local Shuttle Service																
-Kalaeloa Shuttle	\$ 148,000	\$ 48,000	\$ -	\$ 100,000	\$ 172,000	\$ 86,000	\$ -	\$ 86,000	\$ -	\$ -	\$ -	\$ -	\$ 462,500	\$ 250,079	\$ 0	\$ 212,421
-Kalaeloa Shuttle-NF	\$ -	\$ -	\$ -	\$ -	\$ 116,000	\$ -	\$ 58,000	\$ 58,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total	\$ 148,000	\$ 48,000	\$ -	\$ 100,000	\$ 288,000	\$ 86,000	\$ 58,000	\$ 144,000	\$ -	\$ -	\$ -	\$ -	\$ 462,500	\$ 250,079	\$ -	\$ 212,421
Mobility Management																
-Innovative Paradigms	\$ 543,836	\$ 289,443	\$ 145,626	\$ 108,767	\$ 460,923	\$ 264,434	\$ 57,678	\$ 138,811	\$ 539,964	\$ 351,781	\$ 80,190	\$ 107,993	\$ 742,959	\$ 508,208	\$ 86,159	\$ 148,592
-Child & Family Service	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 56,295	\$ 45,036	\$ -	\$ 11,259	\$ -	\$ -	\$ -	\$ -
Total	\$ 543,836	\$ 289,443	\$ 145,626	\$ 108,767	\$ 460,923	\$ 264,434	\$ 57,678	\$ 138,811	\$ 596,259	\$ 396,817	\$ 80,190	\$ 119,252	\$ 742,959	\$ 508,208	\$ 86,159	\$ 148,592
Special Needs Transportation																
-Catholic Charities	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 145,302	\$ -	\$ 72,651	\$ 72,651	\$ -	\$ -	\$ -	\$ -
Other Projects	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Totals	\$ 891,836	\$ 337,443	\$ 245,626	\$ 308,767	\$ 1,048,923	\$ 350,434	\$ 265,678	\$ 432,811	\$ 971,561	\$ 396,817	\$ 267,841	\$ 306,903	\$ 2,053,157	\$ 758,287	\$ 467,499	\$ 827,371
Funding Year (FFY/City FY)		FFY'07	FFY'07	City FY'10		FFY'08	FFY'08	City FY'11		FFY'09	FFY'09/'10	City FY'12		FFY'10/'11	FFY'10/'11	City FY'12
Implementation Year (City FY)	City FY'10/'11				City FY'11/'12				City FY'12/'13				City FY'12-'14			
TIP Program Year	TIP FFY2009				TIP FFY2010				TIP FFY2011				TIP FFY2012 & FFY2013			

The federal funds are allocated for each program year. However, in administering the funding, the City, as the designated federal recipient for the large urbanized area, has the latitude to program funds into future years. This can be done on a year-to-year basis or through multi-year funding agreements. The City and County chose to allocate funds for federal Cycles (funding years) 1 through 3 on a one year-at-a-time basis. Cycle 4 allocated funds apportioned to Honolulu from two federal funding years. In each case, all available funds were programmed for the available years. The result of this process is that all JARC and New Freedom funds available to Honolulu have been programmed through 2014. The programming of funds was done in accordance with the priorities set in the initial Coordination Plan process, and these funds were allocated to the projects which best addressed the highest priority strategies in the adopted Coordination Plan.

The impact of this situation is that through 2014 there will be no other federal funds that are tied to the Coordination Plan available for programming. The only possible adjustment to this is the availability of a small amount of rural and small urban funds, should the State decide to transfer these funds for programming by the City. Otherwise, the JARC and New Freedom funds available to the City are fully allocated.

City and County of Honolulu Funds

This Plan update identifies substantial opportunities for additional human service participation in Honolulu's transportation service delivery mix. The human service community is becoming increasingly aware of and prepared for opportunities to play a role in the delivery of various transportation services, from agency-provided trips to travel training to local shuttles. Yet any significant expansion of their participation will have to be financed through funding sources other than JARC and New Freedom at least through 2014. The key question raised by this situation is, "Where will additional funds come from?"

To date, the City and County of Honolulu has allocated its local funds to match much of the federal grants. This commitment of funds has achieved a great deal in providing low-cost transportation through human service agencies that would cost substantially more if provided by the City through other sources, including Oahu Transit Services. The demonstration projects through Goodwill and H5 have proven the value of using the human service community as providers of direct transportation services. The cost structure of these organizations and their flexibility in service deployment has resulted in very low-cost service models.

In order to achieve expanded levels of service through programs such as these, additional non-federal funds will be necessary. In difficult financial times, there is not likely to be new money available for such programs. This Plan has made a case for the reallocation of existing funds from related programs to others with a higher return for the investment. In particular, the agency-provided trips concept has proven to be much more cost-effective than a comparable

investment in TheHandi-Van. Numbers have been provided that suggest reallocating City funds from TheHandi-Van to lower-cost programs operated by human service agencies. Given the difference in cost basis between TheHandi-Van and human service agencies, investment in the agency model would be at much less than a dollar-for-dollar reduction from TheHandi-Van. In other words, reallocating funds from TheHandi-Van would purchase much greater than an equivalent amount of service from the human service community.

There are other projects that are considered within the context of this Coordination Plan. These include shuttles, travel training, volunteer driver programs, and others. While they do not necessarily produce the same dramatic cost savings as the agency-provided trips concept, they have a role in the mix of human service transportation. These are generally low-cost programs, yet there is some cost associated with them. The same question applies to these programs: "Where does the money come from?" In the full spectrum of fund allocation, these smaller and lower-cost programs could also be funded in part through savings achieved by reallocating from existing programs.

Another area for possible coordination in fund allocation is between the Department of Transportation Services (DTS) and the Department of Community Services (DCS). Both departments are represented on the Policy Committee that is the highest level advisory and approval body regarding the planning process. DCS allocates a substantial amount of transportation funding each year, primarily for service to seniors. While there has been interaction with DCS throughout the planning process, an increased level of dialogue regarding the relationship of that program to the Agency-Provided Trips strategy may be worthwhile. There may be coordination opportunities between DCS' current provider, Catholic Charities Hawaii, and other human service agencies. This may fall into the category of integrated scheduling of trips that was proposed for consideration in the 2009 Plan. Rather than a specific program strategy, at this time a more thorough study of the potential benefits would be in order.

Given the estimated impact of reinvesting current funds in the Agency-Provided Trips program and the facts established here regarding the full commitment of federal funds, a reasonable approach would be to use City funds to pursue other program expansion. This is particularly true for the Agency-Provided Trips concept.

Human Service Agency Funds: Maintenance of Effort

Many human service agencies that are currently served by TheHandi-Van pay for the cost of transportation for their clients through the purchase of tickets or other media on the clients' behalf. This covers the fare on TheHandi-Van for the individual and results in a contribution to the overall cost of service equivalent to the fare paid by either the agency or the individual rider. Though this financial share paid by the agency or rider is not a large portion of the cost relative

to the overall cost of TheHandi-Van, it does constitute an important financing element in the mix of funding sources.

As services are transitioned from TheHandi-Van to the human service agencies, it is important that existing transportation funding commitments be maintained for those program participants who move from public transportation to agency-provided transportation. This is a concept called “maintenance of effort.” This means that the agency that is then operating its own service financed through some combination of City and perhaps federal funds should bear a continuing obligation to commit its same level of funding to the ongoing program operated in-house. TheHandi-Van fare is currently \$2.00. This fare level relative to the full cost of TheHandi-Van service is between approximately 4.5% and 6.5% of the total operating cost. While an important component of the total cost per passenger trip, it is a relatively small portion.

The Goodwill demonstration project established a full cost of service per passenger trip of \$4.85. Thus in relation to the total cost of service by a human service agency, the current \$2.00 fare is 41%. An important policy element of the funding program proposed in this Plan calls for requiring as a condition of funding service through a human service agency that the agency “maintain its effort” by committing its existing fare level to the cost of its own service.¹ Commitment of funding by the agency would strengthen each agency agreement both financially and structurally. It would also lessen the degree of City funding committed to the overall project no matter how large the program might eventually be.

Permanent Funding for Human Service Transportation

Some communities have created dedicated funding sources to support human service transportation on a relatively permanent basis. Having a dedicated funding source allows for the creation and operation of programs with a level of certainty that is lacking when relying on short-term grant financing. There are some noteworthy examples in California where local communities have enacted dedicated tax measures to support transportation programs. These can be totally dedicated to public transportation or some combination of highway programs and public transit. Often they have a major project as their primary purpose. Many jurisdictions in California and elsewhere have enacted such large financing measures. In at least two California communities, sales tax measures have been enacted for a broad range of transportation programs and have included a specified component of the resulting tax revenue for human service transportation. Typically the amount that is dedicated is a small proportion of the total revenue. However, since human service programs are often small relative to the larger transit operations (fixed route and ADA paratransit), a small amount of funding can accomplish a great deal.

¹ Goodwill was a demonstration project arranged at the request of the City and County. As such it was not required to allocate the fare equivalent to the project.

The two referenced California counties that have enacted such measures are Sacramento and San Bernardino. In both cases, the tax measure as proposed to local voters included a small portion of the total dedicated to human service transportation. In Sacramento, the 30 year tax measure includes an increasing percentage of funding for human service transportation over the life of the tax program. In the first 10 years of the tax, 3.5% of the revenue goes to the local agency that manages human service transportation. That percentage increases to 4.5% for the second 10 years and to 5.5% for the third 10 years. In San Bernardino County, the local tax measure dedicates 2% of the revenue for human service transportation. In both cases these relatively small funding percentages generate millions of dollars annually for this purpose.

A local tax was passed in Honolulu to support construction of the rail transit system in the community. It is just such a measure that in other communities might very well include a small percentage of funding for human service programs. The real impact of the resulting funding can be easily measured. However, a clear reason for including such a provision in the California versions of such measures is to attract the support of the senior and disabled community for the tax measure.

Should there ever be a new tax measure proposed in Honolulu, it may be worth considering including a small percentage of funds dedicated to human service transportation. The resulting steady funding stream could go a long way toward establishing such programs as a significant third element of the transit mix in the community (TheBus, TheHandi-Van, Human Service Transportation).

Governance Element

Introduction

In order for the mobility management function of the City and County to have the necessary guidance and direction into the future, decisions need to be made regarding the placement of this function in Honolulu's decision making structure. When the original Human Services Transportation Coordination Plan was adopted by the City and County in 2009, it included the identification of the Department of Transportation Services (DTS) as the "mobility manager" and the home for this management function. This decision was based in part upon the recognition that few if any other agencies in the community were prepared to take on such a complex task. Consideration was given to various nonprofit agencies that might manage this function. In some other communities, a nonprofit corporation has taken on this function. No particular nonprofit corporation in Honolulu seemed to be structured or technically prepared to take on this responsibility. The technical expertise in human service transportation and oversight in Honolulu is primarily concentrated within DTS.

The naming of DTS as the mobility manager was only part of the decision process at the time. The mobility manager was to be responsible for many technical functions relating to grant application and management, technical assistance to human service agency partners, creating and implementing new coordination projects, and general assistance to the City and County and other agencies to achieve/maintain compliance with various regulations. In order to accomplish these many tasks associated with the mobility manager designation, the City and County was faced with options to fulfill its role. One was to add staff to the DTS structure to perform these duties. This would have required the creation of new positions and the augmentation of the DTS budget to cover the cost of this activity. This could have been funded in part through the JARC and New Freedom funds that were available at the time. Another option was to obtain these services through an outside agency with oversight provided by DTS staff. This latter option was actually chosen and implemented.

The original Plan identified as its number one goal to "Get Coordinated." This meant the establishment of some mobility management function through the coordination planning process. As the number one goal of the Plan, it set the stage for proposals to accomplish this through the Call for Project Concepts for applying federal funds. Innovative Paradigms submitted a grant proposal to use a portion of the available JARC and New Freedom funds to perform the mobility management functions. The grant proposal was consistent with the strategies identified in the Plan, and Innovative Paradigms has fulfilled many of the project management functions of the Plan since 2010. This has allowed the City and County to obtain the necessary management services for this program through a federal subrecipient rather than through its own resources.

Mobility Management Structure Options

There are several options for the continued implementation of the mobility management function. Though this was considered in the original Plan, the update of the Plan provides another opportunity to visit structural options. A number of these are provided below.

City of Honolulu as Mobility Manager

The City and County of Honolulu is the current Mobility Manager. This function is being fulfilled by the DTS Public Transit Division. The current structure has one DTS staff member assigned most of the tasks associated with mobility management. In turn, the support and technical expertise for the function is provided to DTS through a subrecipient agreement with Innovative Paradigms. This arrangement has been approved through the federal grant process through Cycle 4 of available JARC and New Freedom funding through 2014.

Even with this current structure and its long-term programming, there are options within DTS to adjust the position of mobility management relative to other functional transit modes. This plan has outlined the three major components of the transportation mix for seniors, persons with disabilities, and those with low incomes. They are the fixed route system (TheBus), the ADA paratransit system (TheHandi-Van), and the human service transportation system, which is the mobility management function. In the DTS structure, oversight of TheBus and TheHandi-Van is accomplished at the Branch level within the Public Transit Division. The mobility management function is at a lower level in the structure. One potential revision to the current structure could be to elevate this function to a level comparable to the fixed route and ADA paratransit functions within DTS.

Whether or not the internal structure of DTS is modified, DTS could revisit its approach to providing mobility management technical services through its current subrecipient agreement approach or, as an alternative, add and develop in-house staff to assume this function. This may require other adjustments to staffing structures etc. that may be difficult under current conditions. Yet it would be an option.

Outside Agency Mobility Management

Innovative Paradigms, under the auspices of its parent corporation, Paratransit, Inc., has long fulfilled management functions for such services directly to other jurisdictions. It has also been instrumental in creating organizations to accomplish this in yet other communities. Specifically, the nonprofit (501c3) corporation has provided all of this type of transportation management in Sacramento, CA, since 1978. This includes managing all human service agency coordination, operating a large centralized maintenance program, and administering a variety of federal and state grants. More recently, Paratransit, Inc. has established such an office in Stanislaus County, CA. This coordination program, run by Paratransit

employees, provides all mobility management services in that county including a travel training program and a volunteer driver program. And the most recent mobility management structure model overseen by Paratransit, Inc. (Innovative Paradigms) was to guide the formation of a new, separate nonprofit corporation in San Bernardino County, CA, to fulfill all mobility management functions. This new corporation will perform all of the functions currently being provided in Honolulu through the combination of DTS and its subrecipient, Innovative Paradigms. The new corporation will oversee federal grants to implement agency trips programs, initiate a travel training program, and partner with another community agency to create a volunteer driver program.

The separate nonprofit agency model has not received great consideration to date in Honolulu. This is due in part to there being no obvious existing agency that could take on transportation specialty functions. Another factor is the acceptance of government agencies as the leaders in the provision of most community services. DTS has typically overseen most local transportation projects as a result of its funding responsibility or its technical capability. The Department of Community Services has also initiated some transportation programs directed at seniors using Department of Aging funds or Community Development Block Grant (CDBG) funds.

In spite of the lack of history with nonprofit agency leadership in transportation, the formation of such an agency to fulfill this function remains an option. Such a model had not been tested in any of the California communities where they now exist until local officials agreed to experiment with the model. Some of these have proven to be outstanding transportation agencies. If this model were to be pursued in Honolulu, it would mean that the City and County and other agencies would take the lead in structuring the organization and ensuring its proper implementation. The recent example in San Bernardino, CA, would be the best comparative model. In that case, three local agencies (the Association of Governments, the transit agency, and the County) each agreed to appoint Board Members to govern the agency. Funding for the operation of the organization is provided through the local sales tax for transportation. A comparable agency in Honolulu might have Board Members appointed by the City and County of Honolulu, OTS, and perhaps a local agency or two, with confirmation by the City Council.

Once established, such an agency could manage federal grants (though the City and County would continue to serve as the direct federal recipient); oversee operating agreements with human service agencies; create new programs with whatever grants could be compiled; and represent the human service community in the dialogue regarding transportation.

Oversight Function

Any of the structural models could implement a necessary oversight function for the coordination efforts. Currently, the City and County fulfills this function through its own staff resources and the use of Innovative Paradigms as its mobility management subrecipient. A similar arrangement could continue through a nonprofit model as well.

Oversight includes a combination of compliance monitoring and technical assistance. The existing agreements with local agencies require differing levels of oversight. The sophistication and history managing grants possessed by an agency such as Goodwill results in minimal oversight being required. Most oversight assistance provided to Goodwill has related to specific federal regulations related to the JARC and New Freedom programs that even an experienced agency would not be intimately familiar with. An agency such as H5 on the other had requires more oversight due to the small size of the agency and its lack of resources. Any oversight organization would be expected to tailor its attention to the unique circumstances of each agency.

As the number of participants in the human service transportation community increases, the oversight function will become more complex. The mix of agencies will continue to include some with a high level of sophistication and others with less sophistication. The technical assistance required will thus continue to vary by agency. As more agencies participate, the management of the program will become more streamlined. New procedures and tools will be developed to meet both local and federal guidelines for project management.

Using an outside firm for much of the management function results in the City and County receiving current “best practices” support from an organization with broad participation in the human service transportation industry. Under any governance structure, the use of such services can result in a level of support that ensures both compliance and current management practices.

6 Strategies and Recommendations

This Update is designed to augment the Coordinated Transportation Plan adopted in 2009 by:

- Describing the changing transportation environment within the City and County of Honolulu
- Validating previously identified unmet transportation needs and identifying new ones
- Reexamining and reprioritizing the needs to ensure that current and future projects seeking grant funding under FTA Section 5316 and Section 5317 and other, non-federal funding sources are appropriately derived from this 2012 Coordinated Plan Update.

Federal planning requirements specify that designated recipients of certain sources of funds administered by the FTA must certify that projects funded with those federal dollars are derived from a coordinated human services transportation plan. As mentioned earlier in this Update, the City and County of Honolulu serves as the designated recipient for large urbanized area funds apportioned to Hawaii for two of the FTA programs subject to this Plan (Section 5316, Job Access and Reverse Commute, and Section 5317, New Freedom). The State of Hawaii is the designated recipient for small urbanized and rural area funds apportioned to the State of Hawaii for the Section JARC and New Freedom programs, and for all funds apportioned to the State of Hawaii for the FTA Section 5310, Formula Program for Elderly Individuals and Individuals with Disabilities.

The strategies and recommendations included in this section were developed from findings gathered through various methods including stakeholder meetings, committee meetings, staff analysis, and discussions with policy makers. They were formulated to address specific needs and service gaps in the City and County of Honolulu that were obtained through the planning process. Months of review and study, combined with input from stakeholders in the City and County of Honolulu, have resulted in the prioritized goals, strategies and project concepts that are presented in Table 8. Some rose to the top because of the urgency of meeting these critical needs. Concepts such as veterans transportation or human service agency maintenance have arisen through discussions by stakeholders and are meant as place holders for future consideration.

The presentation of these Goals and Strategies is consistent with Federal Transit Administration guidelines for a Coordination Plan and with the format established with the Plan adopted by the City in 2009. It is important to recognize that the purpose of establishing the Goals and Strategies summarized in Table 8 and discussed elsewhere in this Plan is to provide guidance in the evaluation of project concept submittals particularly for federal funds. This establishes a framework for future decision making and is not meant to constitute a commitment to any of the possible project concepts identified. These concepts are listed because they and others may fit the pattern of need identified in the planning process.

Projects that will potentially be financed by federal funds (Sections 5310, 5316, 5317) must be included in the City and County of Honolulu's Transportation Improvement Plan (TIP). Projects with secured match funding will be reviewed as needed as a part of the normal TIP revision process.

Table 8

2012 HUMAN SERVICES TRANSPORTATION COORDINATION PLAN UPDATE			
Priority	Goal	Strategy	Potential New Project Concepts
1	Get Compliant	Improve TheHandi-Van On-Time Performance and Trip Length	<ul style="list-style-type: none"> • Expansion of Agency-Provided Trips • Implementation of Trapeze Scheduling Improvements
2	Get Coordinated (including Get the Word Out)	Reduce Duplication and Inefficiencies in the Transportation Delivery System	<ul style="list-style-type: none"> • Increase awareness of connection between coordination transportation and public transportation, including possible use of print and web-based media • Maintenance programs • Specialized services for veterans
3	Get Connected	Increase Access to Transit/Other Mobility Options in throughout Oahu	<ul style="list-style-type: none"> • Door through Door service
4	Get Support	Provide Extra Assistance to Frail Older Adults and People with Disabilities	<ul style="list-style-type: none"> • Taxi Voucher demonstration project for dialysis trips
5	Get a Cab	Improve Accessible Transportation Provided by Private Companies	<ul style="list-style-type: none"> • Emergency Preparedness
6	Get There Safely	<p>Improve passenger safety while using public transit systems</p> <p>Improve use of public transit systems including human services agencies as tools in emergency preparedness planning</p>	<ul style="list-style-type: none"> • Emergency Preparedness

While the Number 1 Goal of the updated Coordination Plan is to achieve full ADA compliance by focusing on the expansion of agency-provided trips and improvements to TheHandi-Van scheduling process, there are other opportunities for human services transportation that also fall under this Plan.

Currently, there is a major national focus on Veterans Transportation. As military personnel return home, there will be a large demand to support our troops with transportation services. Honolulu, with such a substantial military presence, needs to recognize the demand for specialized transportation services directed at veterans. A project providing such services would be consistent with Goal Number 3: Get Connected.

Another identified need on Oahu is a higher level of transportation service for certain populations that cannot be supplied by TheHandi-Van or TheBus. Door through Door service is an example of this higher level service and fits within Goal Number 4: Get Support. Door through Door service can occur when a person is assisted by a caregiver. These programs are often performed by volunteers or as tangential elements of a larger human services transportation program. For example, in its upcoming New Freedom-funded agency-provided trips service, The Salvation Army intends to provide some level of Door through Door service to frail senior program participants during midday hours.

RECOMMENDATIONS

Mobility Manager Role

- In the near term, the City and County of Honolulu continue to serve in the Mobility Management role.
- Long-term, continue to evaluate alternative organizational structures that might offer greater flexibility in managing human service transportation.
- Continue to use contracted technical resources to support the mobility management program as a means of ensuring that “best practices” are applied to program management.

Agency Provided Trip Expansion

- Establish a level of agency-provided trips to replace a comparable level of TheHandi-Van service to assist in achieving ADA compliance.
- Program the funding in the appropriate City budget year, including the reduction of comparable funding to TheHandi-Van. Make this a long-term multi-year commitment.
- Prepare a detailed implementation plan in coordination with each agency providing transportation service for the redirection of the trips involved.

- Prepare a fleet plan to implement this proposal including a mix of retired TheHandi-Vans, newly acquired vehicles, and Vanpool of Hawaii resources.
- Adopt a City policy requiring that any agency receiving City funding for the agency-provided trips program dedicate no less than its existing level of financial commitment per passenger to its in-house transportation operation.
- Adopt a City policy requiring agency provided trips program participants to include plans for backup drivers in any application for funding.
- Adopt a City policy requiring agency trips program participants to include plans for backup vehicles in any application for funding.
- Adopt a City policy requiring agency trips program participants to participate in a City-approved maintenance program
- Adopt a City policy requiring agency trips program participants to participate in the Coordinated Transportation Technical Committee (CTTC) with director or senior level staff representation

Future Funding Scenarios

- Include human service transportation in any future local tax initiative for transportation

Appendix 1: Focus Group Participant Demographics

Figures A-1 and A-2 show the distribution of the population groups represented in the focus groups that met in August 2011.

Figure A-1: Service Providers Focus Group Participation by Population Served

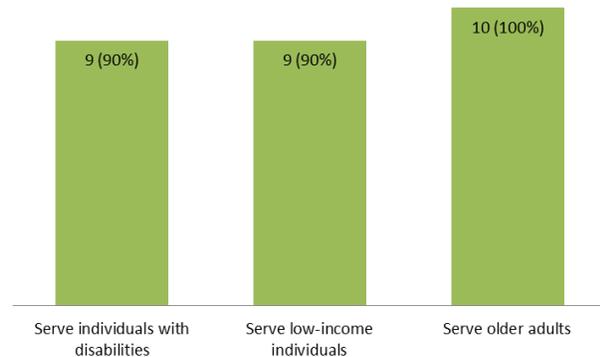
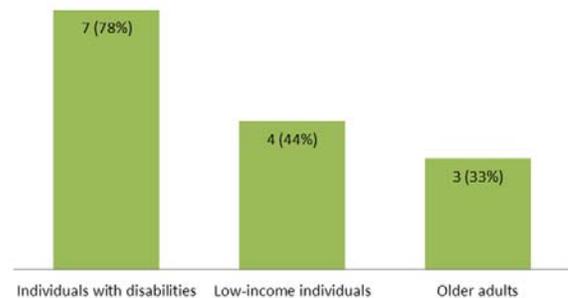


Figure A-2: Consumer Focus Group Participation by Population Represented



Disability categories represented include visual impairments with guide dog, visual impairments with other mobility devices, hearing impairments, developmental disabilities, wheelchair/scooter-bound physical disabilities, and physical disabilities with other mobility devices.

Geographic diversity among the focus group participants was also sought – in terms of where they or their clients live and to where they typically need to travel. Figures A-3 and A-4 on the following page show the distribution of geographic diversity among the participants and/or their clients. Following are some general references for identifying what is meant by each area:

- North Shore – Haleiwa, Waialua
- Leeward Oahu – Waipahu, Pearl City, Leeward Coast
- Central Oahu – Mililani, Wahiawa
- Windward Oahu – Kaneohe, Kailua
- Honolulu/Waikiki – Urban and downtown Honolulu, Waikiki, Hawaii Kai

Figure A-3: Origins and Destinations of Agency Clients

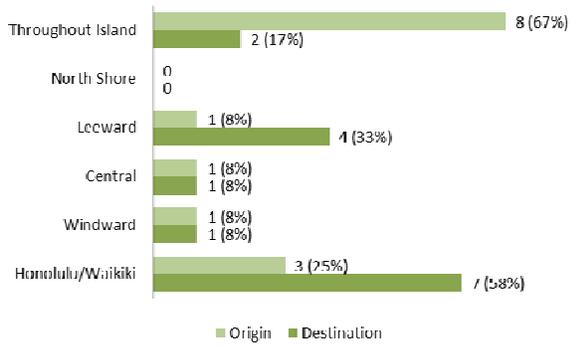
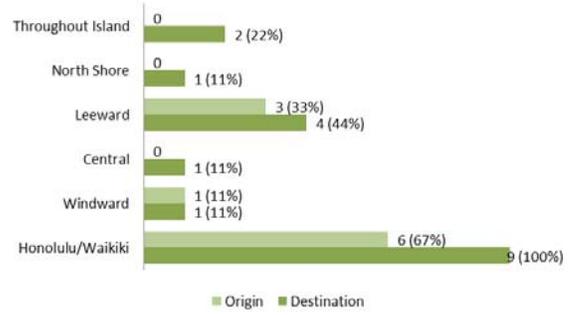


Figure A-4: Origins and Destinations of Participants



Appendix 2: CTSO, CAT, Executive Committee Members

CTSO Members

Name	Title	Organization	Division
John Black	Vice President, Operations	Oahu Transit Services, Inc.	TheHandi-Van
Ralph Faufata	Vice President of Operations	Oahu Transit Services, Inc.	TheBus
Ryan Fujii	Program Staff Manager	Hawaii Department of Transportation	Statewide Transportation Planning Office
Felicia Panoncialman	Assist Dir. of DDS	Goodwill Industries of Hawaii, Inc.	N/A
Scott Ishiyama	Planner VI	City and County of Honolulu	Dept. of Transportation Services
Craig Norton	HCBS Director	Easter Seals	Home and Community Based Services
Charlene Ota	Acting Exec. Director	Hawaii Centers for Independent Living	N/A
Cyndy Osajima	Project Administrator	Project Dana	N/A
Karen Mukai	President	Abilities Unlimited	N/A
Peter Reyes	Program Director	Catholic Charities Hawaii	N/A
Cynthia Sturdevant	Operations Manager	Kokua Kalihi Valley Comprehensive Family Services	N/A
Charlotte Townsend	Coordinator, Program and Policy Development Unit	Hawaii Department of Health	Disability and Communication Access Board
Sandy Yoro	Operations Manager	Special Education Center for Hawaii (SECOH)	N/A
Jessica Nichols	Program Coordinator	Hawaii Helping the Hungry Have Hope (H-5)	Kalaeloa Shuttle

CAT Members

Organization	Membership Type
Catholic Charities Hawaii	Regular/Voting
Easter Seals Hawaii, Inc.	Regular/Voting
Hawaii Centers for Independent Living	Regular/Voting
Ho'opono	Regular/Voting
Kokua, U of H, Manoa	Regular/Voting
Lanakila Pacific	Regular/Voting
Hawaii Disability Rights Center	Regular/Voting
Adult Day Services Hawaii, Inc.	Regular/Voting
At-Large Member	At-Large/Voting
Honolulu Committee on Aging	Ex-Officio/Non-voting
Oahu Metropolitan Planning Organization	Ex-Officio/Non-voting
State Department of Health	Ex-Officio/Non-voting
Fixed Route and Paratransit Services Contractor	Ex-Officio/Non-voting
Disability and Communication Access Board	Ex-Officio/Non-voting
Department of Transportation Services Staff	Ex-Officio/Non-voting

Policy Committee Members

Title	Company	Division
Director	City and County of Honolulu	Department of Transportation Services
Director	City and County of Honolulu	Department of Community Services

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