

Safe Routes to School Advisory Committee
Annual Report to 33rd Hawai'i State
Legislature

Transmittal Letter from DOT

To be completed by DOT before submission

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Executive Summary

To be drafted after Committee review

Introduction

Gov. Josh Green, M.D. signed into law [HB600](#), HD1, SD2, CD2, relating to Safe Routes to School, in July 2023 as [Act 244 \(Session Laws of Hawai‘i of 2023\)](#). The purpose of the Act is “to prioritize the safety of keiki by fixing and simplifying the safe routes to schools (SRTS) program, re-engaging community stakeholders, and appropriating funds to move priority projects and save lives...”¹

Decades of automobile-centric planning and development have created formidable safety barriers for keiki and kūpuna on our roads. These barriers include a lack of complete, safe, and comfortable bicycle and pedestrian networks; burdensome and complicated funding mechanisms for safe routes to school programs and community engagement; a lack of a state safe routes to school plan that creates performance measures, goals, strategies, and accountability; and a lack of coordinated safe routes to school promotion among state and county agencies and community-based organizations.²

Prior to Act 244 (SLH 2023), much of the Safe Routes to Schools (SRTS) approach was complicated or burdensome and no longer needed because of updated federal regulations. Funding relied from surcharges on citations collected from traffic moving violations, which are deposited into the safe routes to school special fund — except for recent a one-time infusion made possible by Act 244 (SLH 2023).³ In addition, since 2021, the responsibility of allocating moneys to county safe routes to school programs shifted from the State of Hawai‘i Department of Transportation (HDOT) to the Legislature.⁴ It has not been practical for the Legislature to distribute these funds, as these safe routes to school program is a year-round program that requires regular collaboration between the State, counties, and community stakeholders to develop and implement programming and projects year-round. The lack of a regular process and procedure has led to safe routes to school program special fund monies inaccessible since 2020, disrupting a previously reliable source of funding for these important programs and projects.⁵

As a result, Act 244 (SLH 2023) addresses these issues by:

- (1) *Enhancing the safe routes to school program by developing strategies and facilitating transportation-related projects that will ensure that keiki are able to safely walk, bike, or roll to common destinations through the Vision Zero policy adopted by the department of transportation and county transportation departments pursuant to section 286-7.5, Hawaii Revised Statutes; the ground transportation facilities plans developed and implemented by the department of transportation and counties pursuant to section 264-142, Hawaii Revised Statutes; and the safe routes to school program under section 291C-3, Hawaii Revised Statutes;*

¹ https://www.capitol.hawaii.gov/slh/Years/SLH2023/SLH2023_Act244.pdf

² Paraphrased from https://www.capitol.hawaii.gov/slh/Years/SLH2023/SLH2023_Act244.pdf

³ \$10 million in FY 2023-2024 and \$10 million in FH 2024-2025

⁴ Act 9, Special Session Laws of Hawai‘i 2021

⁵ Paraphrased from https://www.capitol.hawaii.gov/slh/Years/SLH2023/SLH2023_Act244.pdf

- (2) *Establishing a safe routes to school advisory committee of government and community stakeholders to advise the State in carrying out the purposes of the safe to schools program;*
- (3) *Authorizing the safe routes to school advisory committee to develop an application process for projects under the safe routes to school program and determine awards for selected projects; and*
- (4) *Appropriating funds for priority projects that will improve safety and allow keiki and their families to safely walk, bike, or roll to school.*⁶

Administratively attached to the planning branch of the highways division of the department of transportation, the safe routes to school advisory committee will advise the State on strategies to ensure that each child in the State can safely bike, walk, or roll to school. Enacted into law, as of July 1, 2024, the Committee shall:

- (1) *Develop a comprehensive, statewide safe routes to school plan that shall include:*
 - a. *Goals, strategies, and performance metrics that ensure accountability for improving safety, active transportation mode share, community investment in supportive programming, and infrastructure quality, pursuant to sections 286-7.5 and 264-142;*
 - b. *Methods to ensure stability and consistency of the safe routes to school program special fund, which shall provide for infrastructure projects and continuity of existing programmatic (non-infrastructure) work;*
 - c. *Recommendations to streamline and facilitate efforts by communities to apply for and implement projects pursuant to sections 286-7.5, 264-142, and 291C-3; and*
 - d. *Identification of, and recommendations for, additional funding, planning, and programming that are inclusive and equitable pursuant to sections 286-7.5 and 264-142;*
- (2) *Beginning July 1, 2024, ensure distribution of monies accrued in the safe routes to school special fund, prioritizing continuity of existing programming;*
- (3) *Beginning July 1, 2024, review project proposals and select priority projects within one mile of any school or place of learning pursuant to sections 286-7.5, 264-142, and 291C-3 to be funded through the safe routes to school program or otherwise be prioritized and implemented by the department; (Noted in another section that Committee will develop a streamlined process for the safe routes to school program that meets federal and state requirements, simplifies the grant proposal application process, and expedites release of funding after completion of school-based and community-based projects for infrastructure and non-infrastructure.)*
- (4) *Submit annual reports on the activities and recommendations of the safe routes to school program to the governor and legislature no later than December 31 of each year; and*
- (5) *Meet no less than monthly.*⁷

⁶ https://www.capitol.hawaii.gov/slh/Years/SLH2023/SLH2023_Act244.pdf

⁷ Section paraphrased from Act 244 (SLH, 2023) unless otherwise cited directly.

2024 Safe Routes to Schools Advisory Committee Membership

- Kathleen Rooney, Director of Transportation Policy and Programs, Ulupono Initiative (Chair)
- Tara Lucas, SRTS Coordinator, Hawai‘i Department of Transportation
- Robin Shisido, Deputy Director, Highways Division, Hawai‘i Department of Transportation’s
- Heidi Hansen-Smith, Primary Prevention Branch Manager, Chronic Disease Prevention and Health Promotion Division, Hawai‘i State Department of Health,
- Audrey Hidano, Interim Assistant Superintendent, Office of Facilities and Operations (Superintendent’s designee)
- Russell Tsuji, State Lands Administrator, Department of Land and Natural Resources (Chairperson’s designee)
- Leah Laramee, Climate Change Coordinator, Hawai‘i Climate Change Mitigation and Adaptation Commission (Director’s designee)
- Chris Yunker, Hawai‘i State Energy Office
- Sierra Whiteside, Hawai‘i State Council on Developmental Disabilities
- Yamato Sasaki, SRTS Coordinator, City and County of Honolulu Department of Transportation Services
- Kurt Watanabe, County of Maui Department of Public Works
- Michael Moule, Chief of Engineering, County of Kaua‘i Department of Public Works
- Jesse Domian, Safe Routes to Schools Coordinator, County of Hawai‘i Department of Public Works,
- Tommy Noyes, Kaua‘i PATH (term 2024-2027)
- James Burke, AARP (term 2024-2027)
- Jessica Thompson, Hawai‘i Public Health Institute (term 2024-2027)
- Jeanne Torres, Guide Doges of Hawai‘i (term 2024-2027)
- Senator Chris, Lee, chair of the senate standing committee on transportation (non-voting, ex-officio members)
- Representative Chris Todd, chair of the house standing committee on transportation (non-voting, ex-officio members).

See details of required membership as prescribed by Act 244 (2023) in Appendix A.



Photo Credit: Office of the Governor of Hawaii

Act 244 (SLH 2023) also outlines important components of the SRTS programs for different agencies:

Hawaii Department of Transportation	Counties
<ul style="list-style-type: none"> • Shall be responsible for developing and publishing goals and performance measures in coordination with the safe routes to school advisory committee and providing technical assistance to counties and community organizations in support of projects and programs that advance state and county goals. • The safe routes to school program coordinator shall provide a central point of contact for the safe routes to school program. 	<ul style="list-style-type: none"> • Will have a county designated office, through the county safe routes to school program coordinator, and in consultation with the department of education, department of health, and Hawai‘i Association of Independent Schools, which shall provide safe routes to school funds for school-based and community-based workshops and infrastructure and non-infrastructure projects that will reduce vehicular traffic and congestion, encourage walking and bicycling, and promote health and safety around Hawai‘i’s schools. • Implementation of the county safe routes to school program shall take into consideration the need to: <ul style="list-style-type: none"> ○ Fill a permanent, full-time position of safe routes to school coordinator. ○ Maximize the participation of school officials and stakeholder groups in the community; ○ Work in conjunction with county designated safe routes to school stakeholders and train volunteer facilitators for school-based work- shops and community-based projects, including flexible training schedules; ○ Train potential grant requestors and stakeholder groups in federal and state requirements necessary for procurement, contracts, design, and construction; and ○ Allocate not less than ten per cent and not more than thirty per cent of safe routes to school funds for non-infrastructure-related activities or activities to encourage walking and bicycling to school, public awareness campaigns, student sessions on bicycle and pedestrian safety, or other non-infrastructure activities.

Act 244 (SLH 2023) also appropriated \$10 million for fiscal year 2023-2024 and another \$10 million for fiscal year 2024-2025, to be expended by HDOT. The monies are to support and facilitate the safe routes to school program, projects, and advisory committee; and match any federal funds received by the State for costs related to sidewalk and other infrastructure planning, development, and construction. As of July 8th, 2024, the SRTS balance was at \$12,225,944. This reflects the \$10 million infusion for FY 2023-2024; the FY2024-2025 monies will be transferred at the end of the fiscal year (6/30/2025). Below shows the fund balance since FY 2020-2021 projected through the next fiscal year.

Table X – SRTS Special Fund Balances⁸

	FY 2019-2020	FY 2020-2021	FY 2021-2022	FY 2023-2024	FY 2024-2025	FY 2025-2026 (projected)
Ending Balance at 6/30/XX	\$247,533	\$856,050	\$1,373,132	\$1,814,826	\$12,225,944	~\$22,657,651 ⁹

Note that since the Committee was not constituted until July 1, 2024, the FY 2023-2024 monies remain in the special fund as of December 2024.¹⁰ The current SRTS special is

During the legislative process, several issues were raised that the Committee considers in its work:

- Importance of making school travel more inclusive, accessible, and understood — Transportation to and from school is a barrier for certain students (those in unstable housing or homeless), and SRTS can provide opportunities for students to fully participate in civic, academic, and community life. Of particular note, young children, independent age children, those living in low-income communities, and those with intellectual/developmental disabilities were specifically highlighted as key beneficiaries.
- Missing adequate transportation infrastructure — Several noted the larger missing walking, biking, and rolling networks and that significant investments in this larger active transportation and transit access network was needed. A few years ago, the Hawai'i Climate Change Mitigation and Adaptation Commission inventoried active transportation plans across the state to identify those high-priority pedestrian, bicycle, and multimodal projects that were generally unfunded (includes both state and county projects). Collectively they identified almost a \$1 billion in potential unfunded high-priority projects.¹¹ This list is by no means exhaustive and may not be the full amount needed to complete our walking, biking, and transit access networks, but does illustrate the magnitude of the need.
- Deadly nature of roads to our keiki — As the leading cause of death those aged 1 to 18 was unintentional injury, which includes motor vehicle traffic crashes. In many cases, the

⁸ Provided by HDOT via email on 11/4/2024

⁹ FY 2025-2026 projected numbers include the additional \$10M plus another year's accruals through the surcharge of \$450,000)

¹⁰ It is Committee's understanding along with HDOT that there are two requirements for expending the funds — first the Committee must recommend and then second HDOT must then obligate. In FY 2023-2024, the Committee wasn't established and so the \$10 million from that year wasn't able to be obligated within the fiscal year.

¹¹ <https://climate.hawaii.gov/grants-to-projects-bridge/transportation-projects/>

lack of protection from cars forces families to drive (potentially unnecessarily), thus adding to congestion.

- Lack of SRTS program goals – It was noted that it was important to establish a baseline and measure progress towards reaching those goals, which must be informed by community leaders representing healthy, equity and climate interests.
- Desire for increased funding to address these issues – one testifier recommended up to \$50 million to address these issues.
- Concern about the duplication of current efforts – As the State and counties had SRTS staff or programs currently, there was concern that this effort could be duplicative.¹²

These issues were also raised during the Committee’s deliberations and helped inform the key findings below.

Committee’s activities

Starting in July 2024, the SRTS Advisory Committee met more than monthly to fulfill its legislative mandate.

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| <p>2024-2025 Meetings and informational briefings at 10–11 a.m. (* indicates scheduled)</p> <ul style="list-style-type: none">• July 30, 2024 — Presentation Topics: Act 244 Summary and HDOT Presentation on the Special Fund and federal SRTS work• August 1^h, 2024 (Special) — Presentation Topic: Hawai‘i Public Health Institute Peer States Research• August 27, 2024 — Presentation Topic: County of Maui SRTS• September 24, 2024 — Presentation Topic: Hawai‘i County SRTS program• October 1, 2024 (Special) — Presentation Topic: City and County of Honolulu SRTS program• October 29, 2024 — Presentation Topic: None.• November 26, 2024 — Presentation Topic: Hawai‘i Department of Education SRTS• December 17, 2024 — Presentation Topic: University of North Caroline Safe Routes to School Research Center• January 28 ,2025* — Presentation Topic: Safe Routes to Schools Partnership• February 25, 2025* — Presentation Topic: County of Maui SRTS• March 25, 2025*• April 22, 2025*• May 20, 2025*• June 24, 2025* |
|--|

The Committee identified several key parameters that helped prioritize its work for 2024 and then through the remainder of the fiscal year. These include:

- Annual report to legislature due in December 2024 with Committee’s recommendations for current and future project funding and future legislative needs.

¹² Summarized from Act 244 (2023) testimonies
https://www.capitol.hawaii.gov/session/archives/measure_indiv_Archives.aspx?billtype=HB&billnumber=600&year=2023

- End of the fiscal year 2024-2025 — by which the ability to obligate money by HDOT from our Committee recommendations expires.
- Desire to support program launch over a longer period — given the fiscal year constraint, the Committee wanted to provide for future years’ activities with current year’s monies.
- Recognition of longer timeframes with procurement – leveraging the fastest existing mechanisms to ensure obligation of the current monies for current programs and projects.

Through these deliberations, the Committee also decided on key priorities for its work in 2024–2025:

- Develop recommendations for encumbering the \$10 million in FY2024–2025 (execute as much as timing within the procurement process is possible).
- Create and launch a process to solicit and evaluate new project grant concept ideas, expanding the Committee’s understanding of the full set of needs statewide.
- Provide any legislative policy recommendations for the 2025 legislative session.

The report remainder covers other additional findings on SRTS in Hawai‘i and the recommendations going forward for the program, project solicitation, and for the Legislature.

Key findings

As a result of the legislative process, our monthly and special meetings, additional research and analysis, the Committee identifies the following findings:

Benefits of SRTS are plentiful and numerous ¹³

Increased walking and bicycling to school — Studies have shown an increase in walking and biking to school through Safe Routes to School projects and programs anywhere from 18–37 percent depending on the context, programs, and projects implemented. For each year of SRTS programs, walking and bicycling increase by 5 percent.¹⁴

Safer students — Safe Routes to School addresses traffic dangers and improves safety for students, ranging from 44–75 percent decline in pedestrian injury in SRTS school zones.

Lower transportation costs for families and school districts — Safe Routes to school provides low-cost options for students to get to and from school, reducing the amount of money needed for personal vehicle use and busing. In Hawai‘i, if households can shed cars, they can save up to \$16,200 per year and help reduce the indirect public costs associated with vehicle ownership that amount to \$11.2 billion per year in Hawai‘i.¹⁵ In addition, housing can become more affordable if fewer land and financial resources to expensive and space-intensive car dependency. In Hawai‘i, 18 percent of our students use school bus services (special needs and regular education students), approximately 29,000 kids. Another 10 percent of students participate in the free county bus program (EXPRESS), supporting another 18,000 high school students.¹⁶ Conservatively, this costs more than \$6.3 million per year on just service provision and demand for bus service may be even higher.¹⁷ ¹⁸ There could be other ways that reduce these costs (as well as addressing bus driver shortages) that can be identified and explore through a comprehensive SRTS program.

Reduced student absences and tardiness — Lack of transportation can be a barrier to getting to school on time or at all, especially for students in disadvantaged communities; limited studies suggest improved attendance rates of up to 2 percent at participating schools.

Reduced traffic congestion — Neighborhoods are becoming increasingly clogged by traffic. By boosting the number of students walking and bicycling, SRTS projects and programs reduce

¹³ Paraphrased from <https://www.saferoutespartnership.org/safe-routes-school/101/benefits> unless otherwise cited.

¹⁴ https://www.saferoutespartnership.org/sites/default/files/resource_files/addressing_attendance_through_safe_routes_to_school.pdf

¹⁵ “The Costs of the Vehicle Economy in Hawai‘i,” <https://ulupono.com/news-listing/report-examines-hawaii-s-21-8-billion-vehicle-economy/>.

¹⁶ Based on numbers provided by Hawai‘i Department of Education on 10/30/24. Note the EXPRESS program is only available to high school students during the school year (along with other eligibility requirements) <https://www.hawaiipublicschools.org/ConnectWithUs/Organization/Offices/FacilitiesandOperations/Transportation/EXPRESS/Pages/default.aspx>

¹⁷ Based on numbers provided by Hawai‘i Department of Education on 10/30/24.

¹⁸ <https://www.civilbeat.org/2024/08/doe-abruptly-cancels-school-bus-routes-for-thousands-of-hawaii-students/>

traffic congestion. In urban Honolulu, up to 50 percent of all trips are 5 miles or less — many of which may be school or student related travel.¹⁹

Healthier students — SRTS supports increased physical activity, helps form healthy habits that can last a lifetime, and decreases the risk of chronic diseases. It helps children get their recommended sixty minutes of physical activity a day. SRTS programs can improve air quality by reducing vehicle trips and miles. Children exposed to traffic pollution are more likely to have asthma, permanent lung deficits, and a higher risk of heart and lung problems as adults.¹⁹ It also improves testing; after 20 minutes, children responded to test questions with greater accuracy, had more brain activity, and complete learning tasks better than children who had been sitting.

SRTS can benefits all members, all communities, and many community goals, but needs are high

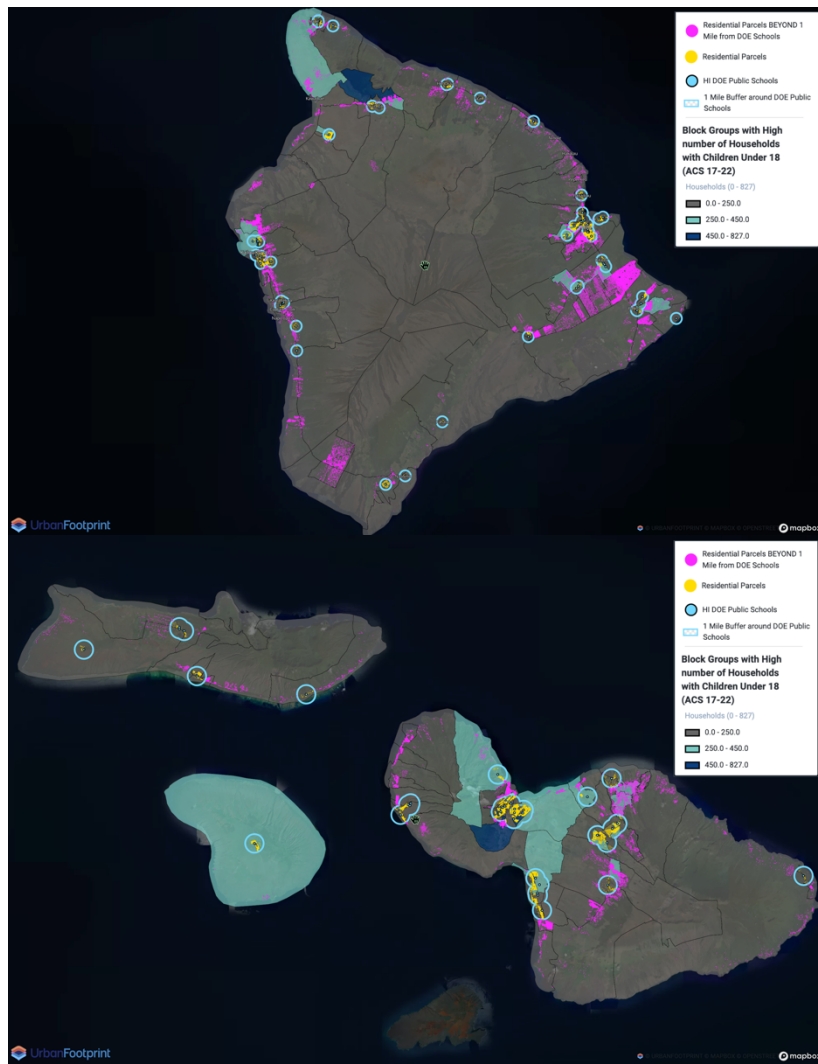
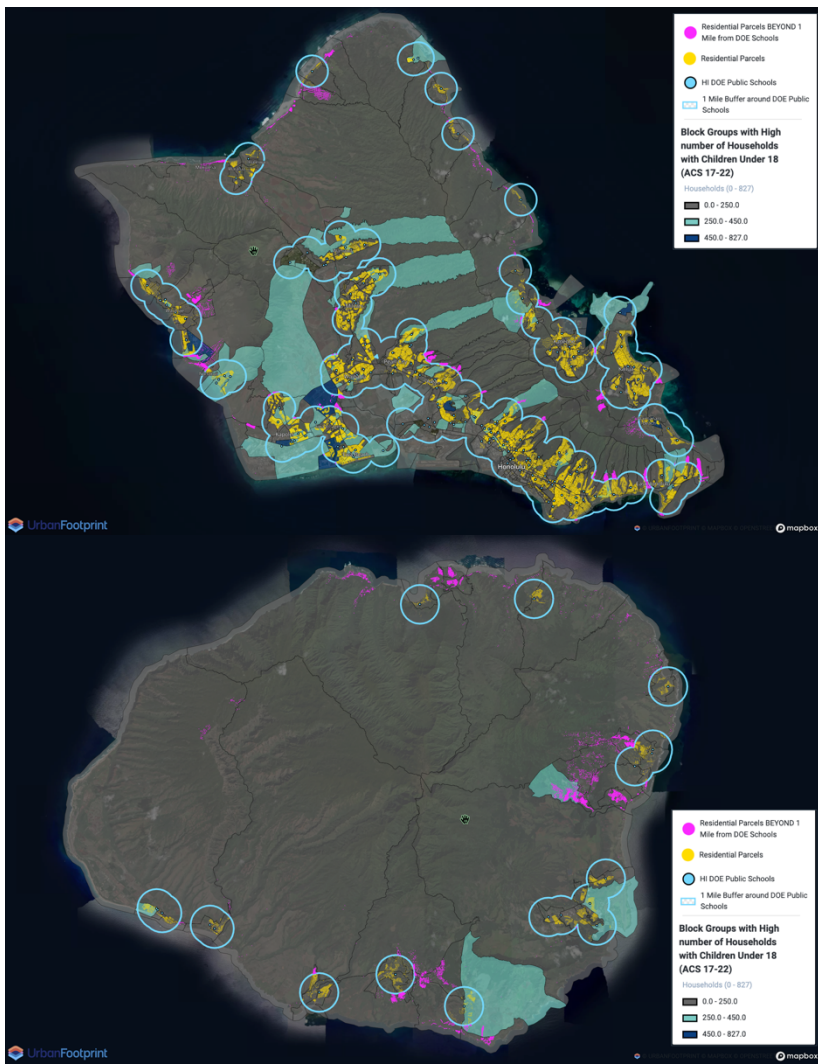
Although SRTS can feel very focused on a specific travel behavior (to school) by a specific population (keiki/families), rough estimates suggest that 77 percent of all Hawai‘i residents live within 1 mile of a school. Of particular note, 87 percent of O‘ahu residents live within that same 1-mile buffer.

Table 1– Percentage of children within .5, 1, and 1.5 mile of DOE schools²⁰

	O‘ahu	Hawai‘i	Maui	Kaua‘i	Lana‘i	Molokai	Statewide
Number of DOE Schools	182	56	27	20	1	6	292
Population	918,304	170,572	149,835	66,321	2,813	6,264	1,314,109
Residential Population within 0.5 Mile of a DOE School	616,994	39,924	51,093	20,767	1,856	1,614	732,248
% of Population within 0.5 Mile	67%	23%	34%	31%	66%	26%	56%
Residential Population within 1 Mile of a HIDEOE School	800,936	72,886	96,424	38,411	2,650	2,420	1,013,727
% of Population within 1 Mile	87%	43%	64%	58%	94%	39%	77%
Residential Population within 1.5 Mile of a HIDEOE School	831,488	87,756	113,026	45,608	2,613	3,262	1,083,753
% of Population within 1.5 Mile	91%	51%	75%	69%	93%	52%	82%

¹⁹ <https://inrix.com/learn/micromobility-study-2019/>

²⁰ Based on sketch analysis done in Urban Footprint; excludes charter and private schools. Uses 2022 5-year American Community Survey and Hawai‘i Department of Education Public School Locations (July 2023).



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So when there are larger analyses of need from county and state walking, biking, rolling, and transit access plans, many of them are serving our keiki, too. One great example is the O‘ahu Pedestrian Plan, which identified \$547 million in missing priority sidewalks around schools and major streets.²¹ From the Grants to Projects Bridge inventory of active transportation projects with no current funding source, another \$317 million in projects may also be eligible for SRTS funding.²² One of the largest constraints on implementing on these projects is funding; one great benefit of the current SRTS special fund is that Hawai‘i and its counties can use that money as the local match for these projects going forward, helping to leverage both federal formula funds and for discretionary grant programs.

Furthermore, the SRTS can be a mechanism for delivering on the development of this active network and creating a network of people and organizations dedicated to identifying important local transportation needs, rather than relying exclusively on incomplete datasets or limited county staff. Of particular note, SRTS as envisioned by Act 244 (SLH 2023) and by the Committee’s work here, could be an integral part of HDOT’s work towards the Navahine v. HDOT settlement. HDOT has committed to build out the active transportation and transit network within 5 years, much of which will serve school travel. Aligning HDOT’s work in Navahine and SRTS deliberately and explicitly would be mutually beneficial.

Navahine + HDOT

In June 2024, Governor Josh Green, M.D., joined youth plaintiffs in announcing the resolution of the Navahine v. Hawai‘i Department of Transportation constitutional climate case. The settlement agreement, which the court has approved, acknowledges the constitutional rights of Hawai‘i’s youth to a life-sustaining climate and confirms the commitment by HDOT to plan and implement transformative changes of Hawai‘i’s transportation system to achieve the state’s goal of net-negative emissions by 2045.²³

Benchmarking Hawai‘i provides additional opportunities for improved SRTS programs, policies, and projects²⁴

The [Safe Routes Partnership](#) is a national nonprofit organization working to advance safe walking and rolling to and from schools and in everyday life, improving the health and well-being of people of all races, income levels, and abilities, and building healthy, thriving communities for everyone. Safe Routes Partnership released its SRTS state report cards in September 2024, “providing a snapshot of how states are doing in their support of walking, bicycling, rolling, and active kids and communities.” The report called “Making Strides: 2024 State Report Cards” marks 10 years of tracking SRTS progress across America. Although the

²¹ https://www8.honolulu.gov/completestreets/wp-content/uploads/sites/37/2024/01/PedestrianPlan_presentation_CityCouncilTST_030122.pdf Note \$2.6 billion in total missing sidewalks across O‘ahu also could suggest that a total of \$2.2 billion may be within 1 mile of a school .
²² 77 percent of those projects identified on this website minus O‘ahu Pedestrian Plan

<https://climate.hawaii.gov/grants-to-projects-bridge/>
²³ <https://governor.hawaii.gov/newsroom/office-of-the-governor-news-release-historic-agreement-settles-navahine-climate-litigation/> and <https://earthjustice.org/wp-content/uploads/2024/06/495-2024-6-20-joint-stipulation-and-order-re-settlement.pdf>

²⁴ https://www.saferoutespartnership.org/sites/default/files/resource_files/090624-SR2S-Making-Strides-2024-FINAL.pdf

authors caution to not use the scorecards from year to year, as the metrics have changed, they do encourage looking at the assessed scores to see where states are doing well and where opportunities for improvement lie. In this spirit, a summary of Hawai‘i’s scored is presented across 26 indicators in 4 categories here:

- Overall Score — 132/200 points (66 percent), which places the state in the “making strides” category (101-150 pts). This is when the state has established multiple policies and initiatives that are moving the state in the right direction but may be still missing some key strategies, such as a publicly available HDOT agency Complete Streets policy.
- Category #1 Complete Streets and Active Transportation Policy and Planning — Hawai‘i captured 63 percent of the points. It was strong because we have an adopted pedestrian, bicycle, or active transportation plan and a state Complete Streets policy. However, the state’s complete streets policy wasn’t regarded as strong as it could be nor has the State adopted goals to increase walking and bicycling mode share.
- Category #2 Federal and State Active Transportation Funding — Hawai‘i captured 80 percent of the points, the strongest showing category. It was strong because the overall administration of the transportation alternatives program (TAP) funding and the dedication and total amount of the state funding for active transportation. Some areas of improvement include increased special consideration and matching funds for high need communities.
- Category #3 Safe Routes to School Funding and Supportive Practices — Hawai‘i captured 75 percent of the points. Overall, it was strong due to the dedicated SRTS funding and equitable access to SRTS programming as well as funding state SRTS staff. Some lower-scoring strategies include a lack of SRTS planning grants or mini-grants and no adopted SRTS plan or SRTS component in the state active transportation plan.
- Category #4 Active Neighborhoods and Schools — Hawai‘i’s lowest scoring category at 20%. Hawai‘i does have a state policy supporting shared use of school facilities and does support walking, bicycling, and physical activity in school design guidelines. However, one clear problematic policy is that there are minimum acreage guidelines for school siting – practically this means that the only new schools built are large schools, usually on greenfields and not necessarily that close to where kids actually live.

See the scorecard in its original form in Appendix B, but overall, there are some strong insights about where the Hawai‘i SRTS program and plan can go in the following years. In addition, the report outlines a whole set of specific way to increase one’s scores²⁵, including such possible options as:

- Confirm/explore the use the 2.5 percent of the state planning and research funds to improve existing Complete Streets policies, tools, and funding strategies; Confirm/update the HDOT Complete Streets policy.
- Adopt walking and biking mode share goals more formally or through the legislative process; ensure a full assessment of the active transportation network (existing, proposed, and missing).

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https://www.saferoutespartnership.org/sites/default/files/resource_files/BIL%20and%20State%20Report%20Cards%20-%20State%20DOTs%20v3.pdf and https://www.saferoutespartnership.org/sites/default/files/resource_files/BIL%20and%20State%20Report%20Cards%20-%20Champions%20v3.pdf

- Strategize about how to optimize other federal funding sources (such as transportation alternatives program, highway safety improvement program, etc.) in the context of our statewide SRTS approach, in particular as it pertains to low-income/high-need communities and larger support for planning.
- Explore removing the minimum site size requirements for schools and integrate SRTS into new school development and design. Note this policy could be influencing current new schools siting on Maui, but it is unclear.

Some of these can be explore in future work through plan development or explored by Committee members in their current capacities or some combination of both.

Strong state programs also provide a menu of recommendations for the Hawai'i State SRTS program

As part of the legislative process and the Committee's deliberations, several other statewide programs were explored and referenced. Hawai'i Public Health Institute presented at one of its August meetings on relevant takeaways from other programs, some of which are over a decade old now and strong success stories. Their research summarizes key insights from various state SRTS programs, highlighting the effective practices in grant processes, funding commitments, program effectiveness, and equity interventions. The SRTS grant application process in Colorado is characterized by its streamlined and user-friendly approach. The state provides ample support resources, which are readily accessible through its website and email communications. A transparent scoring matrix further enhances the clarity of the evaluation process for applicants. In terms of funding, Colorado commits \$2 million annually for SRTS infrastructure projects and an additional \$500,000 for non-infrastructure initiatives. Similarly, Oregon allocates \$15 million for SRTS infrastructure and \$2 million for educational programs, demonstrating a robust commitment to ongoing financial support for these initiatives.

The effectiveness of SRTS programs states like Colorado and Minnesota is strengthened by comprehensive communication strategies. These states emphasize outreach and support for SRTS grantees, ensuring access to ongoing evaluation mechanisms and user guides for continuous improvement. Minnesota's focus on centering equity within its SRTS plans and grants reflects an increasing awareness of the necessity for inclusive practices that address the diverse needs of communities. Overall, these insights reveal effective strategies that can enhance the sustainability and responsiveness of SRTS programs across states.

Our current SRTS understanding ecosystem is incomplete but is in a building period

Although counties and the state have implemented many SRTS projects over the past decade, a larger more holistic program and ecosystem of partners hasn't been as consistent as desired. Part of this is due to the legacy of the federal SRTS program (which no longer exists as a specific funding source) as well as limited staffing at the county level. In some cases, counties haven't had the necessary SRTS staff consistently. Much of the counties' work has been focused on specific projects, but potentially less on programs and other SRTS approaches. Through the legislative process and the Committee deliberations, a strong desire for a much larger SRTS ecosystem has been made clear — this includes a more comprehensive holistic statewide program, more consistent support for county programs, and ongoing evaluation and progress. In addition, due to recent issues in student busing, it has also become clear that the Hawai'i SRTS

ecosystem/network needs to address the whole trip from origin to destinations (meaning public roads to the schools' sites) through a variety of modes (walking, biking, and busing). It also needs to expand the current work to also include strong practices from other states as well as the more foundational 6 E's of SRTS programs; these components have been shown to make for more successful program that increase safety and healthy living.

The 6 Es of Safe Routes to School²⁶

- Engagement — All Safe Routes to School initiatives should begin by listening to students, families, teachers, and school leaders and working with existing community organizations, and build intentional, ongoing engagement opportunities into the program structure.
- Equity — Ensuring that Safe Routes to School initiatives are benefiting all demographic groups, with particular attention to ensuring safe, healthy, and fair outcomes for low-income students, students of color, students of all genders, students with disabilities, and others.
- Engineering — Creating physical improvements to streets and neighborhoods that make walking and bicycling safer, more comfortable, and more convenient.
- Encouragement — Generating enthusiasm and increased walking and bicycling for students through events, activities, and programs.
- Education — Providing students and the community with the skills to walk and bicycle safely, educating them about benefits of walking and bicycling, and teaching them about the broad range of transportation choices.
- Evaluation — Assessing which approaches are successful, ensuring that programs and initiatives are supporting equitable outcomes, and identifying unintended consequences or opportunities to improve the effectiveness of each approach.

It also has been noted that county transportation agencies and to a certain degree, state transportation and education agencies, don't have the firmest understanding on student travel and needs across counties or educational districts/contexts. Many anecdotes arise on how bad traffic is during school and that it is due to a combination of many private school and/or geographic exception students, but more in-depth analyses are lacking. In its most recent planning efforts, O'ahu Metropolitan Planning Organization had wanted to include more emphasis on student travel but was unable to do so do to lack of data.

²⁶ <https://www.saferoutespartnership.org/safe-routes-school/101/6-Es>

Recommendations

Based on the law’s mandate, key findings, and Committee deliberation, the Committee focused on the following goals:

- Develop recommendations for encumbering the \$10 million in FY2024–2025 (and then execute as much as timing within the procurement process is possible)
- Create and launch a process to solicit and evaluate new project grant concept ideas, expanding the Committee’s understanding of the full set of needs statewide.
- Provide any legislative policy recommendations for the 2025 legislative session

The table below summarizes the Committee’s recommendations for funding specifically and further below outlines the specifics in each goal.

Develop recommendations for encumbering the \$10 million in FY2024–2025

Many of the outcomes desired in the law and parameters of the Committee’s available time are very difficult, if not impossible to execute fully within the first year. As a result, the Committee has noted several principles for the program through this fiscal year and beyond. These include:

- Developing and maintaining a strong Hawai‘i SRTS ecosystem — investing in people, plans, program development, evaluation, etc. for 5 years.
- Integrating principles from the key findings
 - Supporting a more expansive understanding of SRTS to be implemented by the Hawai‘i SRTS ecosystem.
 - Maximizing federal funding as much as possible, using SRTS funds as a local match whenever possible.
 - Elevating equity as a cornerstone and recognizing that supporting walking, biking, rolling, and busing are fundamentally equity strategies as they unlock the most sustainable and affordable modes to our keiki, especially when considering the disproportionate impacts on our Native Hawaiian communities and vulnerable users as a whole. The Committee is curious if new models of indigenous innovation can be explored within the transportation space and providing SRTS solutions to communities.
 - Taking a whole trip perspective — includes transit access, bus service issues, etc.
 - Making SRTS monies available to more applicants while minimizing administrative burdens, including new models of application, reimbursements, etc.
- Acting strategically given limited timeframes on budget authority and HDOT procurement timeframes, but also recognizing that additional work needs to occur in subsequent years. As a result, the Committee recommends using the current monies to fund potential tasks over multiple years.

This Committee’s work exists to improve the conditions for keiki walking and rolling to school on land that the United States seized from the Hawaiian monarchy. Given both the historical truths and current realities, SRTS funds and projects must, at minimum, uphold trust responsibilities and affirm and expand constitutional protections and entitlements. To the greatest extent possible by law, this committee believes SRTS funds and projects must support the thriving of Hawai‘i’s indigenous people.

The Committee has approved the following funding categories for the \$10 million in FY 2024-2025:

Task 1 — Develop a comprehensive statewide SRTS plan and Program	\$ 1,000,000.00
Task 2 — Invest in a strong network of SRTS staff	\$ 3,000,000.00
Task 3 — Fund existing county-based SRTS plans, programs, and projects	\$ 5,997,572.83
Total	\$ 9,997,572.83

Task 1 – Develop a comprehensive statewide SRTS Plan and program

This Committee focuses explicitly on developing goals, strategies, and performance metrics; identify methods to ensure stability and consistency of SRTS program special fund (which shall provide for infrastructure projects and continuity of existing programmatic work); recommend changes to streamline and facilitate efforts by communities to apply for and implement projects; and identify and recommend additional funding, planning, and programming. These are required by the law’s mandates.

However, the Committee also identified some additional needs to successfully implement this task. One is the desire for longer-term support. Therefore, the Committee recommends that this task cover both the development of an initial plan (\$500,000) plus additional annual support (up to \$100,000 per year for 5 years). This funding would provide the Committee with administrative support (monthly meetings, minute development, etc.) as well as technical, planning, or other support as needed to develop the larger Hawai‘i SRTS ecosystem; it will also include operationalizing the principles listed in the previous page. The Committee was not able to develop a mechanism to ensure that community-based organizations were able to access SRTS monies directly under current processes by the time this report was drafted. However, the Committee is also planning on including the fuller development of that process through this task. Based on recommendations from HDOT, the Committee believes this can be executed through an existing on-call, open-ended support contract with contract capacity. The Committee is also drafting the scope of work and will assist HDOT in this procurement process as needed and in line with the State’s Procurement Code.

Also during this process, the Committee identified some additional policies that may need to be addressed in the future:

- Harmonize distances across SRTS-related work. Act 244 (SLH 2023) focuses on 1 mile, but the Hawai‘i Department of Education (HIDOE) uses different distances for different types of schools and trips.
- Explore the development of direct funding to community-based organizations, which is currently only available through the counties.
- Strategize about how to optimize other federal funding sources (state planning funds for complete streets, transportation alternatives, etc.) in the context of our statewide SRTS approach, in particular as it pertains to low-income/high-need communities and larger support for planning.

- Explore removing the minimum site size requirements for schools in the Educational Specifications for High Schools, HIDOE (2006).²⁷

At this time, it isn't necessarily clear the what the specific opportunity or solution is, but rather a list for further exploration.

Task 2 — Invest in a strong network of SRTS staff

To have a successful, comprehensive Hawai'i SRTS ecosystem of plans, projects, and successes, the Committee finds that we need to establish and fund a network of county and state SRST dedicated staff; the Legislature also agreed in its requirements for Counties in the law's language. Historically funding for these positions has been inconsistent and some existing positions funding end at the end of FY 2024-2025. The Committee then recommends that up to 6 positions be funded for up to 5 years. These include the following:

- State Department of Education — 1 full-time staff
- Counties — 1 full-time staff for each county (up to 4 total)
- State Department of Transportation — 1 full-time staff

In some cases, the current SRTS staff are part-time or dedicated to just project implementation. This additional funding allows for more expansive programs, community engagement, project development, etc. At this time, it is not clear which administrative mechanisms will make funding these positions possible due to questions about the applicability of an intergovernmental transfer agreement and related human resources policies, but the Committee will continue to look for mechanisms during 2025.

Task 3 — Fund existing county-based SRTS plans, programs, and projects²⁸

Based on ability to obligate and procure within the fiscal year and desire to support continuity of programs, the Committee recommends the following distribution of funds for \$6 million, adapted from the previously used funding distribution in the Hawai'i Administrative Rules²⁹, updated to reflect Act 244 (SLH 2023) mandates:

- 50 percent split amongst counties evenly
- 50 percent divided by percentage of student population

As a result, the counties funding is as follows with the additional requirement for 10-30 percent for non-infrastructure projects. These monies would be transferred to the Counties via an intergovernmental agreement and likely can be executed in the current fiscal year.

County	Total distribution	Non-infrastructure minimum of 10%	Non-infrastructure minimum of 30%
City and County of Honolulu	\$ 2,769,764.99	\$ 276,976.50	\$ 830,929.50
County of Hawai'i County	\$ 1,188,540.16	\$ 118,854.02	\$ 356,562.05
County of Maui	\$ 1,121,944.71	\$ 112,194.47	\$ 336,583.41

²⁷ Chapter 2, § 201.2 -

³ <https://www.hawaiipublicschools.org/DOE%20Forms/Facilities/EDSPECSHIGHSCHOOLS.pdf>

²⁸ Could be as high as \$9M in FY 2024-2025 if funds aren't able to be expended in other tasks practically.

²⁹ HAR 19-109

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County of Kaua'i	\$ 917,322.97	\$ 91,732.30	\$ 275,196.89
Total	\$ 5,997,572.83		

Each county has also provided the following current and future project list:

County	Current projects (funding amount — \$6 million)	If additional funding is available (additional \$3 million)	Possible FY 2025-2026 funding (up to \$13 million)
City and County of Honolulu	TBD SRTS non-infrastructure - \$276,976	TBD SRTS non-infrastructure -	TBD SRTS non-infrastructure -
County of Hawai'i	Waiakea Schools SRTS Improvements – Part 2 (TAP Grant): \$20M SRTS outreach efforts and related data collection	Waiakea Schools SRTS Improvements – Part 3 (TAP Grant): \$20M Hilo Union SRTS Improvements (TAP Grant) \$8M Kawili Street Shoulder Improvements: \$20M total No cost estimate available at this time - Manono Street Shoulder Improvements, Paaui School SRTS Improvements, and DeSilva School SRTS Improvements SRTS non-infrastructure - \$435,799	
County of Maui	Kinipopo Street Sidewalks - \$400,000 Kaohu Street Sidewalks - \$500,000 RRFBs at Various Locations - \$48,800 SRTS non-infrastructure - \$112,194	Kamehameha Avenue Sidewalks - \$188,000 SRTS non-infrastructure -\$411,798	
County of Kaua'i	TBD SRTS non-infrastructure - \$91,732	TBD SRTS non-infrastructure -	TBD SRTS non-infrastructure -

Note that the Committee cannot provide a timeline for future grant awards past FY2024-2025 as HDOT doesn't have the authority to obligate monies for FY2025-2026 and beyond. However, the Committee has provided a fuller future pipeline of projects if such authority was provided during session.

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Create and launch a process to solicit and evaluate new project grant concept ideas, expanding the Committee’s understanding of the full set of needs statewide

The Committee recommends starting a process to understand the larger SRTS needs. Act 244 (SLH 2023) clearly outlines a larger desire for transparency but also a broader set of projects, partners, community needs, etc. Although it seemed not possible to develop such a larger call in the FY 2024-2025, the Committee did want to create a clear and transparent process committee to identify, evaluate, and recommend projects for funding that includes a streamlined process for the SRTS program that meets federal and state requirements, simplifies the grant proposal application process, and expedites release of funding after completion of school-based and community-based projects for infrastructure and non-infrastructure.

The process proposed by the Committee is only for short-term purposes and to be used until a stable, consistent, streamline process for using SRTS special funds can be developed as part of the SRTS plan (Task 1 above). The Committee anticipates modifying this process over the next year as learn more about what works and what does not work as well as well as realistic implementation through existing agencies and procurement rules. The Committee created a basic evaluation matrix (see below) to facilitate deliberations going forward, based on strong practices from other states. The criteria may also be used to prioritize county projects in the Task 3 above as well, as needed.

Criteria	Categories	Response	Weight	Notes
Location / Proximity	Within 1 mile of a school	Yes or No	Required	
	Within School Zone	Yes or No	High	Within 1,000 feet from school property line
	Within immediate watershed	Yes or No	Med	.5 mile
Social Equity / Transportation Disparities	Title 1	Yes or No	High	Title 1 schools are given priority
	Chronic Absenteeism	Yes or No	High	Schools with chronic absenteeism are given priority
	High-need	Yes or No	Med	If identified
Project / Applicant Readiness	Past experience as noted in application	Yes or No	High	
	Past community support as noted in application	Yes or No	Medium	Letters of support are given priority
	School support	Yes or No	Medium	Letter of support from school is given priority
	Identified in a published document	Yes or No	Low	Projects identified within a government document are given priority (i.e., Vision Zero plan)

Overall, the potential applicants could include: state agencies, county agencies, nonprofit organizations, neighborhood boards, religious organizations, for profit entities/individuals (sole proprietors), Metropolitan planning organizations, etc. The Committee has already created such an intake form available at this [site](#). Results from this call for project concepts may be available in early 2025. As funding is not necessarily available for these project concepts, it will be a helpful tool to identify larger community needs as the Hawai'i SRTS program and ecosystem is more established and flourishing.

[Provide any legislative policy recommendations for the 2025 legislative session](#)

As a result of the last four months work, the Committee has been working incredibly hard to meet the Act 244 (SLH 2023) mandates within a very short time to meet the deadline for this report and the current fiscal year. However, the Committee remains very passionate about this work and implementing Legislature's vision. As a result, the Committee humbly requests the following from the Hawai'i State Legislature:

- Providing HDOT the budget authority to spend the current monies with the SRTS special fund (up to \$13 million) in FY25-26 in line with the Committee's recommendations as they develop.
- Providing HDOT the budget authority to spend the future accruals from surcharges within the SRTS special fund up to \$500,000 per year.
- Allocating more money to the SRTS special fund under the joint Committee-HDOT process created through Act 244 (SLH 2023). The Committee has preliminarily identified over \$800 million in potential SRTS funding needs and this is separate from a larger call for project concepts as well as any projects developed by state agencies such as the State Transit-Oriented Development Council, HDOT, or HIDOE.

The Committee thanks the Legislature for this opportunity to serve and help establish a strong and effective SRTS program and ecosystem across Hawai'i.

Appendix A — Committee Membership

Member requirement	Appointment detail(s)	Name
One member to be appointed by the speaker of the house of representatives	House of Representatives appointee, chair for 2024-2025	Kathleen Rooney
One member to be appointed by the president of the senate	Senate appointee	Pending
The department of transportation's safe routes to school program coordinator		Tara Lucas
The deputy director of the department of transportation's highways division		Robin Shishido
One member representing the physical activity and nutrition section of the department of health's chronic disease prevention and health promotion division		Heidi Hansen-Smith
The superintendent of education		Audrey Hidano, official designee
The co-chair of the Hawai'i climate change mitigation and adaptation commission	Chairperson, Department of Land and Natural Resources	Russell Tsuji, official designee
The co-chair of the Hawai'i climate change mitigation and adaptation commission	Director, Office of Planning and Sustainable Development	Leah Laramee, official designee
One member representing the Hawai'i state energy office		Christopher Yunker
One member representing the Hawai'i state council on developmental disabilities		Sierra Whiteside
One member representing each county agency with jurisdiction over transportation	City and County of Honolulu	Yamato Sasaki
	County of Hawai'i	Jesse Domian
	County of Kaua'i	Michael Moule
	County of Maui	Kurt Watanabe
One member representing an organization with a focus on bicycling	Appointed by the governor, pursuant to section 26-34, for a three-year term	Thomas Noyes
One member representing an organization with a focus on senior citizens and their families	Appointed by the governor, pursuant to section 26-34, for a three-year term	James Burke
One member representing an organization that understands the ways families with young	Appointed by the governor, pursuant to section 26-34, for a three-year term	Pending

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children navigate through the State		
One member representing an organization with a focus on public health and mobility	Appointed by the governor, pursuant to section 26-34, for a three-year term	Jessica Thompson
One member representing an organization with a focus on transportation equity and mobility	Appointed by the governor, pursuant to section 26-34, for a three-year term	Jeanne Torres
The chair of representatives standing committee with primary jurisdiction over transportation	Senate, serving as non-voting, ex-officio member	Senator Chris Lee
The chair of the senate standing committee with primary jurisdiction over transportation	House of Representatives, serving as non-voting, ex-officio member	Representative Chris Todd

Appendix B — Hawai'i SRTS Scorecard



COMPLETE STREETS AND ACTIVE TRANSPORTATION POLICY AND PLANNING

Complete Streets Policies	Adopted state Complete Streets policy(ies)	4 / 5
	Has strong state Complete Streets policy	11 / 20
Active Transportation Goals and Planning	Adopted goals to increase walking and bicycling mode share	0 / 5
	Adopted a state pedestrian, bicycle, or active transportation plan	10 / 10
		25 / 40

FEDERAL AND STATE ACTIVE TRANSPORTATION FUNDING

Use of Federal Funding for Active Transportation	Retained TAP funding without transfers	10 / 10
	Awarded TAP projects	10 / 10
	Obligated state-controlled TAP funds	8 / 10
	Provides special consideration for high-need communities in TAP awards	6 / 6
	Provides matching funds for high-need communities	0 / 7
	Provides support to TAP applicants	5 / 7
	Sets aside other federal (non-TAP) funding for active transportation	5 / 5
State Funding for Active Transportation	Dedicates state funding for active transportation	10 / 10
	Amount of state funding for active transportation	10 / 10
	Provides special consideration for high-need communities in state awards	0 / 5
		64 / 80

SAFE ROUTES TO SCHOOL FUNDING AND SUPPORTIVE PRACTICES

Safe Routes to School Funding	Provides special consideration for Safe Routes to School projects using TAP funds	5 / 7
	Dedicates state or other funding for Safe Routes to School	7 / 7
	Funds SRTS non-infrastructure projects	5 / 7
	Provides Safe Routes to School planning grants or minigrants	0 / 6
Safe Routes to School Supportive Practices	Staffs state Safe Routes to School program with state employees or consultants	8 / 6+
	Provides a resource center or technical assistance to Safe Routes to School initiatives	5 / 7
	Adopted a state SRTS plan or incorporated SRTS into a state active transportation plan	2 / 5
	Supports equitable access to Safe Routes to School programming	5 / 5
		37 / 50

ACTIVE NEIGHBORHOODS AND SCHOOLS

Shared Use of School Facilities	Adopted state policy supporting shared use of school facilities	10 / 10
	Provides funding/incentives in support of shared use of school facilities	0 / 5
School Siting and Design	Requires large school sites (minimum acreage guideline)	-10 / 0
	Supports walking, bicycling and physical activity in school design guidelines	6 / 15
		6 / 30

+ Exceeds 6 points because of 2 point bonus for having 2+ FTE staff or consultants focusing on SRTS (see pg. 19 for more information)

To review a quick summary of the report cards' scoring structure, click here: [Understanding the Scores and Grading](#)

Appendix C – Current and Future SRTS Funding Potentially Available for Projects

County	Current projects (funding amount) - \$6M	If additional funding is available (additional \$3M)	FY 2025-2026 funding
City and County of Honolulu	\$2,769,764.99	\$1,384,882.50	\$6,001,157.49
County of Hawaii	\$1,188,540.16	\$594,270.08	\$2,575,170.34
County of Maui	\$1,121,944.71	\$560,972.35	\$2,430,880.20
County of Kauai	\$917,322.97	\$458,661.49	\$1,987,533.10

Note that this table does not include the 10-30% set-aside required for non-infrastructure projects.