



Hawaii Department of Transportation Coordinated Public Transit – Human Services Transportation Plan (CSP)

Transportation for Elderly Persons and Persons with Disabilities

Jobs Access and Reverse Commute (JARC)

New Freedom



**Hawaii Department of Transportation
Statewide Transportation Planning Office
July 3, 2008**

**HAWAII DEPARTMENT OF TRANSPORTATION
COORDINATED PUBLIC TRANSIT – HUMAN SERVICES
TRANSPORTATION PLAN**

I. INTRODUCTION1
II. PURPOSE2
III. REQUIRED ELEMENTS OF THE COORDINATED PUBLIC TRANSIT – HUMAN SERVICES TRANSPORTATION PLAN3
IV. ASSESSMENT OF AVAILABLE SERVICES3
V. ASSESSMENT OF TRANSPORTATION NEEDS9
VI. STRATEGIES, ACTIVITIES AND/OR PROJECTS10
VII. PRIORITIES FOR IMPLEMENTATION12
VIII. FINDINGS AND CONCLUSION13
IX. NEXT STEPS/IMPLEMENTATION13

I. INTRODUCTION

Transportation providers for elderly, disabled, socially and economically disadvantaged individuals lack sufficient resources to meet their clients’ needs. This impedes or prevents their clients’ access to elderly nutrition, health care, welfare, job training, education, or simply getting around town. Many of those needing access to these and other services are mobility confined and have no or little access to transportation options specific to their needs or location.

Over the years, many private and non-profit human services providers developed their own transportation service to provide rides to those needing access to other services and resources that they provided. Some of these organizations were subsidized by the government. Both private and public agency sponsored vans and vehicles provide services solely to their own clientele, although they frequently served riders and destinations similar to, or even the same as, riders and destinations of other agencies. As a result of this, each agency ended up owning, operating, and maintaining separate vehicles. Despite this availability of transportation, these services were not able to address all of the transportation needs, costs of the trip continued to increase, and resources became constrained. In some cases, duplication of services and gaps in service inadvertently occurred.

The Federal Transit Administration (FTA) 5310 program: Transportation for Elderly Persons and Persons with Disabilities (49 USC 5310) authorizes formula assistance to the states to address the special needs of the elderly and individuals with disabilities since 1975. FTA’s Job Access and Reverse Commute (JARC) Program (49 USC 5316) and the New Freedom program (49 USC 5317) programs authorized under SAFETEA-LU in 2005 continue and expand on the success of the 5310 Program’s successes. The Job Access and Reverse Commute (JARC) program, revised under SAFETEA-LU, provides funds to the states for urbanized and non-urbanized areas to assist with the development and maintenance of transportation services designed to transport welfare recipients and other low income individuals to and from jobs and other job related activities, and to provide reverse-commute services between central cities and

suburban employment locations. The New Freedom program, a new program authorized under SAFETEA-LU, provides funds to the states and urbanized areas for new public transportation services and public transportation alternatives beyond those required by the Americans with Disabilities Act (42 USC 12101, et seq.) that assist individuals with disabilities with transportation. The avoidance of service overlap, duplication, service gaps, and lack of coordination is paramount in ensuring a safe, efficient and collaborative transportation program.

SAFETEA-LU [PL 109-59] requires the establishment of a locally developed, coordinated public transit-human services transportation plan (CSP) for FTA programs serving: the Elderly Individuals and Individuals with Disabilities program (Section 5310); the Job Access and Reverse Commute program (Section 5316); and the New Freedom program (Section 5317), beginning in 2007. The provisions aim to improve transportation services for persons with disabilities, older Americans, and individuals with lower incomes. The provisions ensure that communities coordinate transportation resources provided through multiple Federal programs. A coordinated plan for human services transportation enhances transportation access, minimizes duplication of Federal services, and encourages the most cost-effective transportation possible

In Hawaii, the Hawaii Department of Transportation (HDOT) CSP will serve to maximize the collective coverage of these programs by minimizing the duplication of public and private services, filling missing service gaps, and providing a collaborative and coordinated effort amongst representatives of the public, private, and non-profit human services transportation providers. Coordination is an important and key management strategy to address specialized transportation services. This is especially true when one considers that many of the human services, transportation, and related agencies have been dealing with special transportation services exclusively within the context of their individual programmatic and functional areas. For human services agencies, their primary function is to deliver a multitude of services related to human service needs. Transportation agencies on the other hand, are primarily focused on transporting people and goods. To better serve the target population, the coordination of private, non-profit human services transportation with those offered by public transit agencies will reap more benefits and reach out to those that need these specialized services. HDOT recognizes that “transportation” means different things to different agencies and individuals. To this end, the CSP will strive to ensure that the needs and interests of human services agencies, transportation agencies, and the public are met.

II. PURPOSE

The purpose of the Hawaii Department of Transportation CSP is to establish the foundation from which to coordinate and integrate transportation services on unmet transportation needs for elderly, disabled, socially and economically disadvantaged individuals.

The desired outcome of this effort is to ensure and provide a cooperative, coordinated partnership with State and County transit and human services agencies, non-profit organizations, other related agencies and the public in providing for the special transportation needs of the above mentioned groups.

The CSP will assist HDOT by providing the basis for identifying and funding eligible projects under FTA Section 5310, 5316 and 5317 programs that could potentially maximize the community's transportation's collective coverage and address the unmet transportation service needs of elderly, disabled, socially, economically disadvantaged and low-income, individuals.

The CSP will identify and assess available services, unmet needs, develop strategies and priorities, and be the implementation guide and framework for the prioritization and selection of eligible projects under FTA Section 5310, 5316, and 5317 programs. Where feasible, other federal human service programs operating in Hawaii will be coordinated with to ensure that those needing human service transportation get the most efficient and effective service possible.

- **FTA Section 5310 – Transportation for Elderly Persons and Persons with Disabilities**
Provide funding to meet the special transportation needs of elderly persons and individuals with disabilities. (For program guidance see FTA Circular C 9070.1F)
- **FTA Section 5316 – Jobs Access and Reverse Commute (JARC)**
Assist with the development and maintenance of transportation services designed to transport welfare recipients and other low income individuals to and from jobs and other job related activities, and to provide reverse-commute services between central cities and suburban employment locations. (For program guidance see FTA Circular C 9050.1)
- **FTA Section 5317 – New Freedom**
Provide new public transportation services and public transportation alternatives beyond those required by the Americans with Disabilities Act (42 USC 12101, et seq.) that assist individuals with disabilities with transportation.
(For program guidance see FTA Circular C 9045.1)

III. REQUIRED ELEMENTS OF THE COORDINATED PUBLIC TRANSIT – HUMAN SERVICES TRANSPORTATION PLAN

1. An **assessment of available services** identifying current transportation providers (public and private) and the services they provide;
2. An **assessment of transportation needs** for the elderly, individuals with disabilities, and people socially and economically disadvantaged.
3. **Strategies, activities and/or projects** that address the identified unmet needs and gaps between existing services and needs, as well as opportunities to improve efficiencies and effectiveness in service delivery; and
4. **Priorities for implementation** based on resources (from multiple program sources), time and feasibility for implementing specific strategies and/or activities identified

IV. ASSESSMENT OF AVAILABLE SERVICES

Hawaii is an island state comprised of 7 major islands which make up four counties, and is located 2,500 miles from the continental United States. A preliminary neighbor island county-by-

county assessment was conducted as each county has circumstances and services that are unique to the characteristics of each island.

The Statewide Transportation Planning Office (STP) visited Kauai, Maui, and Hawaii and held discussions with the three County transit agencies and major non-profit transportation providers. These meetings included:

- Kauai (March 3, 2008): Kauai Transportation Agency, and the non-profit organization the ARC of Kauai in Lihue.
- Maui (April 1, 2008): County of Maui Transportation Department, and the non-profit organization Maui Economic Opportunity in Wailuku.
- Hawaii (March 31, 2008): Hawaii County Mass Transit Agency, and the non-profit organization Hawaii County Economic Opportunity Council in Hilo.

ASSESSMENT BY ISLAND

A. Kauai

1. Service Providers:

- County of Kauai, Transportation Agency
- Easter Seals of Hawaii
- Hawaii Centers for Independent Living, Kauai
- The Arc of Kauai
- Alu Like, Inc
- Kauai Care Center

2. Service Characteristics

The Kauai Bus, operated by the Kauai Transportation Agency, operates both a public (fixed route) and a paratransit (door-to-door) bus service from Hanalei to Kekaha daily except on Sundays. The Kauai Bus now provides service to the Airport and limited service to Koloa and Poipu.

The Paratransit Service is available for qualified individuals who are registered with the County Transportation Department. The service days and hours are the same as the public transportation and reservations are required 24-hours in advance for door-to-door pickups.

Human Service Agencies also contract with the County Transportation Agency to provide transportation service for their program participants. For ADA (Americans with Disabilities Act) customers individuals must be certified and registered as ADA eligible for service.

Paratransit routes that extend beyond the ADA ¾ mile corridor will have seats open to the general public on a space available basis.

3. Organizational Structure

The County of Kauai's Transportation Agency operates "The Kauai BUS" which provides public transportation with paratransit services including senior assisted transportation, Agency contracts, and service for American with Disabilities (ADA) eligible customers.

The Kauai Bus is an umbrella under which many Human Services and non-profit agencies rely upon to service their customers.

4. Trends

According to the Kauai Transportation Agency, their elderly population continues to increase, as has the demand for transportation services. It appears that as their fixed-route system becomes more accessible, the senior citizens are utilizing fixed-route service.

The paratransit trips over the last five-years have actually decreased while the trips on their fixed-route doubled.

Many disabled adults now utilize the services of Personal Assistants (PA) whom also provide one-to-one transportation services for these individuals as part of their personalized service.

5. Quantitative Analysis

According to Kauai Transportation Agency satisfaction surveys are conducted with their senior customers as a target group and their response has been consistently positive.

B. Oahu

1. Service Providers:

- City and County of Honolulu, Department of Transportation Services
- Catholic Charities of the Diocese of Honolulu
- Coalition for Specialized Housing
- Easter Seals Hawaii
- Goodwill Industries of Hawaii
- Hawaii Centers For Independent Living
- Lanakila Rehabilitation Center, Inc.
- Ori Anuenue Hale, Inc.
- Rehabilitation Hospital of the Pacific
- Special Education Center of Hawaii

2. Service Characteristics

The City and County of Honolulu, Department of Transportation Services provides public transportation fixed-route service via The BUS with paratransit services via the Handi-Van for the entire island of Oahu. This includes the curb-to-curb services of the

Handi-Van for persons with disabilities. The Handi-Van is operated by the Oahu Transit Services, Inc. under contract to the City and County of Honolulu.

The Handi-Van is an ADA certified curb-to-curb service for certified ADA certified cardholders. An individual must meet eligibility criteria to participate in the Handi-Van program.

4. **Organizational Structure**

The City and County of Honolulu Department of Transportation Services, and the Oahu Transit Services, Inc. provide the public transportation and paratransit services for Oahu. Numerous private companies provide transportation services as well.

On March 10, 2008 the City and County of Honolulu Department of Transportation Services (DTS), acknowledged that discussions held between DTS and the Hawaii DOT (HDOT) assures that DTS will continue its Oahu-wide public bus and paratransit service in urban and non-urbanized areas. Therefore, DTS will develop its own Coordinated Public Transit – Human Services Transportation Plan (CSP).

Separately, the HDOT Coordinated Public Transit – Human Services Transportation Plan (CSP) will address eligible organizations on Oahu using or seeking FTA 5310, 5316 and 5317 funding under the jurisdiction of the HDOT.

C. Maui

1. **Service Providers:**

- Easter Seals of Hawaii
- Hale Makua
- Hawaii Centers for Independent Living, Maui
- Ka Lima O Maui, Ltd.
- Kaunoa Senior Services
- Malama Family Recovery Center, Inc.
- Maui Economic Opportunity, Inc.
- Maui Memorial Center Foundation
- The Arc of Maui
- Molokai Occupational Center
- Rehabilitation Hospital of the Pacific
- Alu Like, Inc
- Cameron Center
- County of Maui, Dept of Housing and Human Concerns, Kaunoa Senior Services
- County of Maui, Dept of Transportation
- Maui Adult Day Care Center
- Maui Youth & Family Service
- West Maui Adult Day Care Center

2. Service Characteristics.

The Maui Bus public transit service consist of eleven (11) bus routes, all contracted with Roberts Hawaii. These routes are funded by the County of Maui and provide service in and between various Central, South, West, Haiku, and Upcountry Maui communities. All of the routes are operated seven days a week, including all holidays. No transfers are given on any of the routes.

The Upcountry Maui and Haiku Islander routes stop at Kahului Airport.

The Maui Bus service will expand its bus service designed for commuters. This commuter service will augment the existing Maui Bus (non-commuter) service, not replace it. This service will consist of eight (8) commuter routes, all operated by Roberts Hawaii. The routes are called the Haiku-Wailea Commuter, Makawao-Kapalua Commuter, Wailuku-Kapalua Commuter, Kihei-Kapalua Commuter, and Wailuku-Kahului Connector. Riders are required to call in advance to reserve seats for this commuter service. There is no need to call for reservations on the regular (non-commuter) Maui Bus routes.

ADA Paratransit Service provides service for individuals with disabilities that prevent usage of regular Maui Bus Service. The ADA paratransit service requires an advance reservation, and provides curb-to-curb service for persons with disabilities who are unable to use the regular fixed route public transit service.

The County of Maui Department of Transportation provides ADA complimentary paratransit service through Roberts Hawaii. Paratransit service is available within corridors whose boundaries extend three-fourths of a mile on each side of each fixed Maui Bus route.

Rural shuttles are available to the general public on Maui, Lanai and Moloka'i, with minimum service three times a week. They are funded by the County of Maui and are operated by MEO. These services are provided at no cost to the public.

3. Organizational Structure.

The County Maui Transportation Department provides public transportation, and paratransit services through a county grant with the MEO.

MEO historically has provided a wide spectrum of paratransit services for elderly, disabled, socially and economically disadvantaged individuals. Together with other non-profit organizations providing similar or supplemental services many of the transportation needs of Maui are being covered but customer demands require expansion and further growth.

The Maui Bus public transit service consists of bus routes all operated (contracted) by a privately owned company called Roberts Hawaii.

D. Hawaii

1. Service Providers:

- Arc of Hilo
- Brantley Center, Inc.
- Easter Seals of Hawaii
- Goodwill Industries of Hawaii, Inc.
- Hawaii Centers for Independent Living, Hilo
- Hawaii County - Coordinated Services for the Elderly
- Hawaii County Economic Opportunity Council
- Hawaii County Office of Aging
- Hawaii Island Adult Care, Inc.
- Keola Laulima O Leikula
- Kona Adult Day Center, Inc.
- Kona Krafts
- Rehabilitation Hospital of the Pacific
- Alu Like, Inc
- County of Hawaii, Mass Transit Agency
- Hale Lea Incorporated
- Ho'onani Place

2. Service Characteristics.

The Hawaii County Mass Transit Agency provides public transportation around the island of Hawaii on the Hele-On bus, five days a week (Monday – Friday). Service on island wide scheduled routes is provided at no cost to the public.

The majority of the Hele-On buses operate a reduced schedule on all State and Federal holidays. However, the bus routes from East Hawaii to South Kohala, North Kohala to South Kohala, and Kau/Ocean View to Kona and South Kohala operate daily on a regular schedule year round.

In addition, the Transit Agency offers a Shared Ride Taxi program which provides door to door transportation for \$2.00 within the urbanized area of Hilo.

Statewide Trends

The HDOT STP office randomly disseminated a questionnaire to representative groups, to query and determine if there were any significant statewide trends concerning transportation services to the elderly, disabled, low-income, socially and economically disadvantaged individuals.

While responses to the survey generally indicated increases in demand for services by many clients, the Hawaii Department of Health, Disability and Communication Access Board (DCAB) noticed an increase in private businesses offering wheelchair accessible van door-to-door, and curb-to-curb transportation. The adult residential care home operators with clients who receive state support for their care provide transportation utilizing their own personal vehicles or other sources. Hired caregivers often personally provide transportation for their clients who have

disabilities or medical conditions, or are elderly and utilize fee-for-service transportation for travel to and from doctor's appointments. Many caregivers are family members caring for their parents and relatives who live at home and these same family members provide transportation.

Non-profit agencies, on Oahu such as Goodwill Industries, Salvation Army, Lanakila Center, Abilities Unlimited, etc. servicing adults with disabilities who have mental or emotional impairments use public paratransit Handi-Van for their clients to participate in job training programs and related activities.

Paratransit transportation often is satisfactory when transporting groups of these program participants on a set day-to-day schedule. However, when vocational and job training programs for these clients become more individualized, paratransit transportation is often unsatisfactory and unreliable in meeting individual's training and schedule needs. These clients who have emotional or mental impairments often lack the necessary skills to effectively manage their work and transportation schedule, especially when relying only on public paratransit transportation, which can adversely impact the outcome and success of their training and employment.

For people with disabilities, there is a need for additional transportation options other than paratransit services. Work related travel by employees with disabilities during the workday or by participants with disabilities in job training programs also continues to grow.

V. ASSESSMENT OF TRANSPORTATION NEEDS

The HDOT's preliminary assessment of each of the neighbor islands' transportation needs is based on feedback received from the respective county's transportation agencies and human services provider(s). The indication is that each county is providing a diverse range of services based on their rather unique situations and needs. As the result of the preliminary assessment, HDOT has determined there are two major types of needs that must be addressed: Needs that are organizationally-oriented, and needs that are consumer-oriented.

1. Organizationally-oriented (providers) based needs. These include the trip types needed, the importance of on-time performance, expanded hours and days of service, need for improved dissemination of information, transit pass and bus token issues, bus facilities and fleet operations and maintenance, driver education and training and bus stops and bus shelters.
2. Consumer-oriented (stakeholders/target population) based needs. These include the needs of clients that are frail and able bodied seniors, persons with a variety of disabilities, and socially and economically disadvantaged individuals, including families and homeless.

The two major type of needs can be addressed under these five areas:

1. Coordination/Communication
2. Improved Service
3. Educational/Training

4. Technological Assistance
5. Others

VI. STRATEGIES, ACTIVITIES AND/OR PROJECTS

HDOT's Coordinated Public Transit – Human Services Transportation Plan shares many of the goals, objectives and strategies of our *Hawaii Statewide Transportation Plan* (HSTP) and therefore integrates these statewide applicable elements into the CSP. The HSTP shall be used as a reference to provide the basic categories that delineate the strategies, activities and/or projects to be pursued under the CSP

Integral to the HSTP's development is an extensive public involvement and outreach effort that includes a broad and diverse range of participants. The plan is a product of collaboration with the modal divisions of the State of Hawaii Department of Transportation (HDOT) and its county partners. A detailed research effort was conducted to ensure that all technical issues associated with the plan were fully analyzed and considered, and that applicable federal and state regulations were satisfied.

The *Hawaii Statewide Transportation Plan* links broad policy goals with specific action items. It provides the foundation that connects these action items with the transportation planning done at the regional and county levels. The plan is a product of collaboration between the various county planning and transportation partners that included the county public transit agencies and used input from various sources including the users of the transportation system, stakeholders, and providers.

MISSION, GOALS AND STRATEGIES OF THE CSP

The *Hawaii Statewide Transportation Plan* provides the primary goals, objectives, strategies, and examples of implementing actions. Consistency with the HSTP must be maintained in order to best achieve the transportation system's overall mission.

The HSTP, with a planning horizon of over twenty years (to 2025), intends to provide policy-level direction to the activities of the Hawaii Department of Transportation and each of the county transportation agencies in the near-term, mid-term, and long-term. Each broad goal statement as it pertains to the CSP is followed by strategies to attain those objectives. While each strategy is unique, it is common for strategies to meet more than one goal. The examples of implementing actions that follow each strategy are not meant to be exhaustive but rather are intended to clarify the meaning and intent of the strategies. They present potential actions. The CSP is comprised of a mission statement, six goals and proposed action strategies.

MISSION: TO PROVIDE FOR THE SAFE, ECONOMIC, EFFICIENT, AND CONVENIENT MOVEMENT OF PEOPLE AND GOODS.

- GOAL I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods.** Proposed public and coordinated human service transport strategies to meet this goal are:
1. Acquiring more vehicles,
 2. Centralized operations and facilities,
 3. Expansion of fixed and paratransit services and routes,
 4. Acquiring additional accessible taxis,
 5. Expansion of services,
 6. Mobility center,
 7. Scheduler.
- GOAL II: Ensure the safety and security of the air, land, and water transportation systems.** Proposed public and coordinated human service transport strategies to meet this goal are:
1. Centralized operations and facilities,
 2. Training,
 3. Education and Marketing.
 4. Tracking system,
- GOAL III: Protect and enhance Hawaii’s unique environment and improve the quality of life.** Proposed public and coordinated human service transport strategies to meet this goal are:
1. Sustainable programmatic practices,
 2. Sustainable equipment and facilities.
- GOAL IV: Support Hawaii’s economic vitality.** Proposed public and coordinated human service transport strategies to meet this goal are:
1. Acquiring more vehicles,
 2. Centralized operations and facilities,
 3. Expansion of fixed and paratransit services and routes,
 4. More efficient funds collection,
 5. Expansion of services.
- GOAL V: Implement a statewide planning process that is comprehensive, cooperative, and continuing.** Proposed public and coordinated human service transport strategies to meet this goal are:
1. Continued Communication,
 2. Creation of a working group.

While there are potentially diverse strategies, activities and projects that can be realized under the umbrella of the Coordinated Public Transit – Human Services Transportation Plan, HDOT’s

outreach effort with transit providers statewide has identified common needs and ranked them according to importance. These are summarized by island:

A. Island of Kauai – County

- a. Tracking system - HIGH
- b. Scheduler – Medium
- c. Training – Medium
- d. More qualified drivers – HIGH
- e. Education and Marketing – Medium

Island of Kauai – Private Providers

- a. Tracking system – Medium
- b. More vehicles – Medium
- c. Communication – Medium

B. Island of Maui – County

- a. More efficient funds collection - HIGH
- b. Centralized operations and facilities (maintenance, administration, service) – Medium
- c. Expansion of fixed and paratransit service and routes – HIGH

Island of Maui – Private Providers

- a. Tracking system – Low
- b. More vehicles (and expansion of services) – Medium
- c. Centralized operations and facilities (maintenance, administration, service – Medium

C. Island of Hawaii – County

- a. Tracking System – HIGH
- b. More accessible Taxis – Medium
- c. Scheduler – Low
- d. More qualified drivers – Medium
- e. Expansion of services – HIGH

Island of Hawaii – Private Providers

- a. Tracking System – Medium
- b. More vehicles – HIGH
- c. Scheduler - Low

VII. PRIORITIES FOR IMPLEMENTATION

Prioritization categories for consideration are listed in no particular order:

1. Able to address unmet and underserved transportation needs of target population
2. Consistent with federal and state requirements
3. Financially sustainable/cost effective
4. Improve/increase system capacity and service quality
5. Promotes inter-agency and service coordination

6. Supports but does not duplicate existing service
7. Part of long-term strategy
8. Include measurable goals and objectives
9. Reasonably ready to go

VIII. FINDINGS AND CONCLUSION

The existing and growing service needs of our aging population, those with disabilities, and the socially and economically disadvantaged are assessed earlier herein. These needs fall within the following categories:

1. Functional coordination/integration,
2. Service capacity,
3. Individual needs,
4. Improving communication and training, and
5. Other.

However, it is the unique requirements of each county that differentiates the details of each need area.

The evolution of transportation requirements and user needs, force service providers to keep pace to avoid creating gaps in the services provided.

The vision for the CSP is to attain a seamless and coordinated transportation system for the special-needs population of Hawaii. The ever-growing demands for affordable, efficient, and accessible transportation for all users are what motivate us to pursue our vision.

IX. NEXT STEPS/IMPLEMENTATION

To meet the ever changing needs and demands of our transportation providers and customers, HDOT will retain the services of a professional consultant to further expand and refine this CSP. HDOT will continue its outreach efforts to coordinate and collaborate with the various stakeholders and providers to ensure that the transportation needs of elderly, disabled, socially and economically disadvantaged individuals are properly addressed.