

Statewide Mobility Management Report

Report to the Twenty-Eighth Legislature -2015
(Final)

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Executive Summary

Tasked by the 2013 Hawai'i State Legislature, the Department of Health's Executive Office on Aging convened the statewide task force to address the mobility needs of Hawai'i's kupuna and people with disabilities. The rising costs of the transit operations, increasing number of riders, and the need for timely and reliable travel services are challenging the State and counties to look at creative transportation solutions through the development of a mobility management program. Pursuant to Section 5 of Act 214 (Session Laws of Hawaii (SLH), 2013), this report addresses: 1) the development and establishment of a mobility management program and mobility center in a geographical area, 2) cost and qualifications of transportation/mobility coordinators, and logistics of developing a mobility center/program; and 3) development of a mobility management master plan for each county.

Mobility management is an integrated strategic approach in coordinating a full range of mobility services in communities and transcends beyond the fixed-route transit services (i.e. public bus system). The model employs mechanisms to manage demand, direct people to the appropriate transportation services, and uses resources in the most cost-effective manner. A mobility management program is built based on the community's existing resources, partnerships and needs. While no two mobility programs look alike, a robust program typically comprises a multiagency partnership which includes social service agencies, senior programs, non-emergency medical providers and taxi companies; use of information technology systems in real time, and a one-stop travel information and trip planning systems. Hawai'i's four counties have each been developing their mobility management program using the Coordinated Public Transit Human Services Transportation Plan as their master strategic planning tool. Each county's progress and development vary with different approaches and priorities. The counties are enhancing their programs by also including public education and awareness.

Hawai'i shares a common vision to establish a single or multiple mobility centers that can simplify access for riders and match their varied needs with the appropriate options. Maui, for example, is preparing to launch its one-call, one-click system in which the public can search their options online through a web-based directory of the different transit resources and backed up by a live-phone contact for people who prefer to call. Other counties are exploring different models that may include multiple focal centers sharing similar or complementary functions to screen, refer and schedule riders. At the core of these efforts is the county's leadership to build a cohesive system.

Within the framework of a mobility program, there are a number of innovative transportation concepts that have been very successful and implemented across the country. These initiatives are often community-driven such as timebanking, ride-share, and van-share which involve

volunteers donating their time as well as new business models (car-share) capitalizing on a growing niche.

The Statewide Mobility Management Task Force recommends that the State continues to support the counties' efforts in developing their respective mobility management program with the following suggested actions:

- Fund local mobility projects identified by the county as priority strategies
- Provide state leadership and coordination for the four counties to leverage federal funding
- Establish a statewide purchasing cooperative among the counties and human service providers to procure new vehicles, technologies and equipment
- Support a permanent funding source in any future state or local tax initiative for human service transportation

I. Introduction

Affordable and accessible transportation is among the top essential services for Hawai'i's older adults and people with disabilities. Having access to work, medical care, education and shopping allows people to remain independent and actively engaged in their communities. With the rapidly growing population of older adults age 65 years and older in Hawai'i, there is increasing demand for transportation especially for those without family members, living in rural communities, and with disabilities which make it difficult for them to access public transit. The current transportation system in each county has an array of public and private transportation services. However, navigating and understanding the different transit providers' operating hours, geographical service areas, and eligibility for specialized transportation services can be challenging especially for older consumers. In response to the growing need for a more cohesive system, the Department of Health's Executive Office on Aging (EOA) was assigned by the State Legislature to establish a task force on mobility management to make recommendations on a transportation framework to assist older adults and individuals with disabilities with transportation needs in each county. (Section 5 of Act 214, Session Laws of Hawai'i (SLH), 2013). This report addresses: 1) the development and establishment of a mobility management program and mobility center in a geographical area, 2) cost and qualifications of transportation/mobility coordinators, and logistics of developing a mobility center/program; and 3) development of a mobility management master plan for each county. This report is the follow up to the EOA's Interim Report To Establish a Task Force on Mobility Management submitted to the 2013 Twenty-Eighth Legislature.

II. Methodology

The Statewide Task Force was convened and presided by the Executive Office on Aging in 2014. The task force members included representatives from the State Departments of Health, Transportation, Public Utilities Commission, Disability and Communications Access Board, State Legislature-House and Senate, the four counties Area Agencies on Aging and Department of Transportation, health care and human service providers, business and consumers statewide. In addition, community group meetings and individual phone and in-person interviews with local stakeholders, private transportation service providers, and non-profit organizations were conducted in each county. In these local settings, groups and individuals were asked for their input and recommendations in improving 1) the coordination and public accessibility to the different transportation services; 2) public awareness and education; and 3) exploring innovative concepts including a mobility center that address the county's transit needs. A literature search also examined best practices in mobility management planning in other counties and states in the U.S. A project coordinator from the University of Hawai'i (UH), Public Administration Organizational Learning Institute was contracted to facilitate the research and meetings with the State Task Force members and county-level stakeholders. The culmination

of the literature search, interviews and community conversations formulate the analysis and recommendations in this report.

III. Definition of Mobility Management

Mobility management is an integrated strategic approach in coordinating a full range of mobility services in communities and transcends beyond the fixed-route transit services (i.e. public bus system). This concept is becoming a world-wide trend in the public transportation sector as transit agencies are recognizing the need to move people effectively, efficiently and inexpensively. Mobility management is a model that is customized for its surrounding community based on its transportation infrastructure, transit resources, demographics, and community needs. It employs mechanisms to manage demand, direct people to the appropriate transportation services, and uses resources in the most cost-effective manner. While no two mobility management programs are alike, there are a few common elements:

- There is multiagency partnership which includes social service agencies, senior programs, non-emergency medical providers and taxi companies
- A customer-driven, market-based approach to transportation delivery that offers a variety of individualized travel options
- Greater use of information technology systems in real time
- Development of one-stop travel information and trip planning systems
- Traffic management strategies and coordination of public transportation with infrastructure development and land use policies
(American Public Transportation Association)

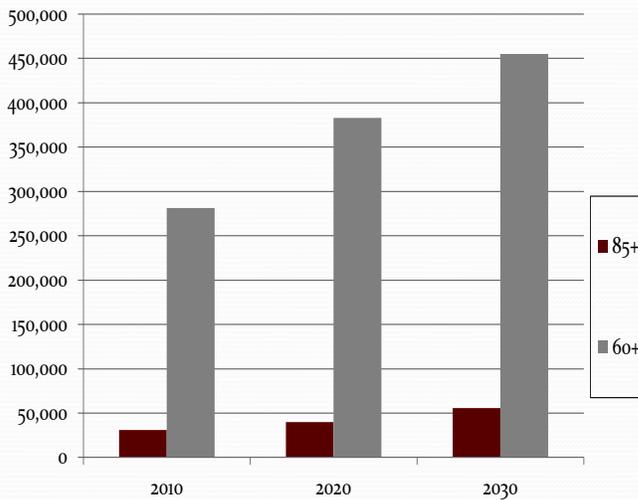
In Hawai`i, mobilizing people through public transit, human service transportation programs or private transporters is primarily driven by the respective four counties. Each county faces unique challenges- different geographical terrains, population density, public transit agency structure, funding, pool of private transit providers, and acquisition/maintenance of its fleet of vehicles. For these reasons, the development of a mobility management plan for each county needs to be individually designed to its specific needs and available resources.

IV. County Transit & Mobility Programs- Background and Current Status

A. Hawaii's Aging Population and Growing Transportation Demands

Adults over 60-years-old are the fastest growing population in Hawai`i. In 2010, this cohort comprised approximately 20.4% of the total population or 277,360 people (U.S. Census, 2010). As the baby boomer generation (people born between 1947 and 1963) reaches and surpasses their 60th birthday, the number is expected to jump to 28.4% of the total population or 455,039 older adults by 2030. Hawai`i's 60+ year old population will rise by 76% between 2010

Hawaii's Population Explosion



and 2030. Even more dramatic is the 81% increase in the over 85-year-old population. (Executive Office on Aging, EOA Strategic Plan, 2013)

Within the State, the County of Hawai'i projects that the older population will increase from 13.6% in 2007 to 24.6% in 2030. Kaua'i's population for their 60+ years old is from 14.7% in 2007 to 24.4% in 2030. Maui shows an increase from 11% in 2007 to 23.6% in 2030. Honolulu's older population comprised 17.9% in 2007 and expects to increase to 25%. (EOA Interim Report, 2013)

DBEDT 2012, (2040 Series)

According to the U.S. Census, the number of individuals with disabilities (all ages) in Hawaii went from 13,025 in the year 2008 to 13,916 in the year 2011. This number continues to increase as the proportion of persons 60 years and older with a disability increases with age. The projected aging population growth and demand for accessible and affordable transportation will severely impact Hawaii's transit system at this rapid rate. In Honolulu, TheBus already provides about 22,000 passengers boarding per day, or 69 million per year. (City and County of Honolulu, Department of Transportation Services, 2013). Meanwhile the Handi-Van and its contracted supplemental providers perform over 1 million trips for passengers with disabilities in one year. Maui's para transit services reported an increase of 23% within one year in which they had 75,129 boarding in FY 2013 in comparison to 60,947 boarding in FY 2012. (Maui Department of Transportation 2013 Annual Report)

B. Counties' Coordinated Public Transit Human Services Transportation Plan

Back in 2011, the counties of Hawai'i, Maui and Kaua'i produced the Coordinated Public Transit Human Services Transportation Plan which was sponsored by the Hawai'i Department of Transportation. This plan, required by federal law (the Safe, Accountable, Flexible, Efficient Transportation Act or SAFETEA-LU [PL 109-59]), provided direction to improve mobility for older adults, people with disabilities and low income individuals. The City and County of Honolulu developed their Oahu plan in 2009 with a 2012 update. The county plans served as a strategic planning tool to enhance coordination of existing transportation services. They included: 1) an

assessment of the local transportation providers; 2) an assessment of the target populations' transportation needs; 3) identification of the gaps in their respective county system and strategies to address these gaps; and 4) priorities of the proposed strategies for implementation. The Coordinated Public Transit plans are used by the counties as a foundation for their own mobility management program.

City and County of Honolulu The City and County of Honolulu has a complex, multi-layered transportation and mobility management system. Serving the most populated island in the State, the city's Department of Transportation Services Public Transit Division (PTD) oversees the contractor, Oahu Transit Services, Inc. which operates TheBus and TheHandi-Van. TheBus, TheHandi-Van, supplemental taxi service providers, and the human service transportation providers are the 4 major components of Honolulu's coordinated transportation plan.

1) TheBus: This is the fixed route system and a key element of the city's coordinated transportation system. Over the years, TheBus has enhanced its service and fleet to accommodate the special needs of the riders which include full Americans with Disability Act (ADA) mobility device accessibility, voice enunciators to facilitate the use of the system by the visually impaired, and effective signage. It has a fleet of 531 buses and runs 93 bus routes with 4000 bus stops throughout Oahu. The city vehicles travel more than 22 million miles per year. TheBus provides for about 22,000 passengers boarding per day, or 69 million per year (City and County of Honolulu, Department of Transportation Services, 2013).

2) TheHandi-Van: TheHandi-Van serves Oahu's ADA eligible riders and operates on an origin-to-destination basis. There are 166 Handi-Vans available to disabled individuals whose disabilities prevent them from using TheBus. They transport people for grocery shopping, medical appointments, work, school and other social and cultural activities and events. Sometimes, the Handi-Van supplements its services by assigning some trips to local taxi companies or private transportation operators to transport those who reside in narrow roadways or remote locations difficult for the larger vehicles to safely pick up at the curbside. According to the City, the Handi-Van and its contracted supplemental providers performed over 1 million trips in 2013. (City and County of Honolulu, Department of Transportation Services/Public Transit Division, 2013)

3) Human Service Transportation Providers: Oahu has many human service agencies that provide a vast array of services to seniors and people with disabilities. Many are private, nonprofit organizations as well as for-profit and public agencies. Some of these services are specialized day programs such as adult day care for seniors and younger adults with disabilities,

congregate meals sites, exercise classes, and social activities at senior or community centers. The Handi-vans are commonly used to transport those individuals who require para-transit services to these sites. Some of these human service providers, however, also offer limited transportation services for their clients to attend their day programs. Several of these providers operate significant numbers of trips under contracts with the City. Transportation provided by these private agency providers greatly help reduce the number of subscription riders traveling on the Handi-vans to attend their day programs. This in turn, allows the Handi-van to accommodate more individuals' demand trips for medical appointments, grocery shopping and other purposes.

Current Status: Since the inception of the 2009 Coordinated Public Transit Plan and its updated 2012 plan, DTS has taken on the role as the City's mobility manager and systematically been building its mobility management structure. With the help of Innovative Paradigms, a mobility management consultant, the prioritized projects and strategies in the City's plan have been moving forward since then. One of the most successful strategies has been the expansion of the agency provided services as described above, and demonstrated through the Goodwill Project. Goodwill Industries of Hawai'i, a local nonprofit agency which serves adults with developmental disabilities, has been working closely with the City DTS. With funding assistance from the Federal Transit Administration and the City, Goodwill transports its own clients daily to and from their day center programs. This project has demonstrated to be more cost effective by moving the number of trips off the Handi-Van and providing those same trips by Goodwill at a fraction of the cost. This not only makes additional capacity available to other riders, but also improves the ride times and on time performance for Goodwill clients. The City is looking to expand the agency-provided trips program by seeking more funding and human service providers as partners.

The City has also been investing in new technology to improve the Handivan's passenger scheduling and pick up performance. Real-time scheduling was recently launched in which TheHandi-Van ride reservations can now be more accurately scheduled during the requestor's call. Using the Trapeze scheduling software, the Handivan's goal is to improve the accuracy of the scheduled pick up time. Assigning trips as requests are called-in is expected to result in more efficient use of vehicles, and riders will no longer be tied to "on the hour" time schedule as they have been up to now.

Besides these two major initiatives, Honolulu has also launched other mobility projects which include travel training –a program that trains people individually to effectively use the fixed route bus system by familiarizing them with the routes and schedules, a limited shuttle service in West Oahu and other low cost programs.

Priority Needs: Honolulu continues to work toward improving the mobility of the local residents especially the older adults and persons with disabilities. Among their biggest challenges is a lack of sufficient resources to fund their human services mobility initiatives at a time when demand for services is rising. The agency-provided trip, for example, is a pilot project funded by limited federal grants. To continue and expand this successful cost effective program, however, will require funding from other sources besides the federal administration. In other states, some communities have created a dedicated funding such as local tax measures to support human services transportation on a permanent basis. This would be a relatively small proportion of the total revenue for the larger transit operations that include the fixed route buses and the ADA para transit services. Having a steady permanent source of funding would help build the City's mobility plans that include a wide array of transportation service providers, lower cost alternatives such as travel training programs, shuttle services and fund investments of new technology and vehicles to improve operations, capacity and performance. To support their efforts, the City has identified and summarized several key projects and needs:

- Expand the agency-provided trips program
- Obtain a permanent funding source in any future local tax initiative for human service transportation
- Establish a centralized vehicle maintenance and record keeping facility
- Explore the establishment of a purchasing cooperative among the counties and private providers to acquire new vehicles to expand and replace their respective fleets
- Implement additional technology enhancements to improve the efficiency and timeliness to the transit system

Hawai`i County Hawai`i, also known as the Big Island, covers over 4,028 square miles which can make travel difficult, time consuming and challenging especially for residents residing in rural communities or outside the urban core. Hawai`i's public transportation system is operated by the County's Mass Transit Agency (MTA).

1) The "Hele-On": This is the county's regular commuter bus services that generally runs Monday through Saturday from 3:30 a.m. to 1:00 a.m., with limited service on Sundays and county observed holidays. It has 14 regular routes throughout the island. Recently, the Mass Transit Agency implemented a new evening shuttle on Fridays and Saturdays to provide a circulator service around Central Hilo between the hours of 6:00 p.m. and midnight. Destinations include University of Hawai`i-Hilo, University of Hawai`i -Hawai`i Community College, Prince Kuhio Plaza and Mo'ohau Bus Terminal.

2) Para-Transit: While all of the Hele-On vehicles are equipped with ramps and lifts to transport people with disabilities, the county bus system is not subject to the federal complementary ADA para transit requirements. The county system is considered as commuter bus service and not fixed routes. However, to better serve the elderly residents and people with disabilities, the County has contracted the Hawai'i County Economic Opportunity Council, a private nonprofit group to provide a curb to curb para-transit service to serve the entire island of Hawai'i.

3) The Hele-On Shared Ride Taxi Program: While the Hele-On bus system provides an economical way for passengers to get around, the hours of operations are limited. As an alternative, the County's Shared Ride Taxi Program is available to all residents and visitors of the Hilo urbanized area up to a nine mile radius from the rider's point of origin within Hilo. Under the Shared Ride taxi program, participants may take a cab ride anywhere in the Hilo urbanized area through the purchase of taxi scrip. The average out of pocket cost for senior riders is \$4 per ride. Shared ride taxi service is available 24 hours a day, seven days a week, in the Hilo urbanized area on selected taxi providers. Unfortunately, this service is not available in Kona due to lack of interested taxi companies.

4) Human Service Transportation Providers: Similar to the City and County of Honolulu, the Big Island transportation system also includes other private transporters and human service providers that offer transportation services to island residents. The Hawai'i County Parks and Recreation Coordinated Services for the Elderly (CSE) is a major agency that provides information and assistance for seniors of community support services and transports seniors and people with disabilities as well. Their services include trips for medical appointments, essential shopping and access to other community resources such as nutrition sites and senior centers. This agency works closely with the Hawai'i County Office of Aging (HCOA) and Aging and Disability Resource Center (ADRC). The ADRC is a single access point for long term services and support information and resources. The physical ADRC site is located in Hilo but serves the entire island. The Hawai'i County Office of Aging is the area agency on aging and the designated ADRC for the County. Other nonprofit agencies that offer limited transit services are the Hawai'i Island Adult Day Care, Kona Adult Day Center, Arc of Kona, Alu Like, Hui Malama Ulana Oiwai, and the Brantley Center. The Veterans Administration also helps to coordinate transportation for veterans.

Current Status: Based on the Big Island's Coordinated Human Service Plan, the County has successfully worked on priority Initiatives such as the Bus Stop Improvement Plan which identifies critical locations of new bus stops that particularly benefit seniors and people with disabilities (i.e. Kaiser facility in Kona). The County also launched the circular shuttle service in Central Hilo during the evening hours, and looking to expand the shared taxi program to Kona.

The island is challenged by the vastness and diversity of its geographical areas, the financial constraints for transportation services, and limited number of private and nonprofit transporters to serve the growing population especially the older residents. The use of technology is still very limited on the island. Internet connections are slow and radio communication is spotty in certain areas. Many of the smaller agencies don't use automated scheduling programs. To address these issues, the County recognizes the need for better coordination and cooperation. Leading this effort, the County's Mass Transit Agency is committed to developing a comprehensive mobility plan that provides a cohesive framework for the transportation and human services community to work within. However, the agency is challenged by the lack of staff and financial resources to implement their priority strategies. They don't have a dedicated planner or coordinator who could perform the research, planning, coordination and community organizing activities that would be critical to mobilize the human service and transportation providers, and other private groups such as the taxi, hotels veterans, health centers, churches, and school buses to develop a comprehensive action plan.

In the August 2014 community meeting at the Hilo ADRC site, local providers and stakeholders identified priority areas and needs that the Big Island mobility plan should address. The areas are:

- **Public Awareness and Education**
 - Need for more public awareness of different modes of transportation and service eligibilities for all major transit service providers
 - Need to prioritize categories of ridership based on need and lack of alternative resources and not necessarily due to convenience or sense of entitlement.

- **Mobility Manager and Coordination among Transportation Service Providers**
 - Need for a mobility manager or coordinator to facilitate future planning, conduct resource inventory update and work with key providers to tackle transit challenges, and look for future opportunities for collaboration, seek funding and streamlining and maximizing network operations.
 - Need for a consolidated inventory of all public and private transportation providers which includes eligibility criteria, hours of operations, and routes. Having a printed transportation directory as a public resource is still very popular among consumers. However, it may not be as cost effective since they quickly become obsolete. An online directory may be cheaper and easier to update, but not accessible to non-internet-users.

- **Mobility Center - Single versus Shared**

The establishment of a single mobility center to screen, assess and schedule transportation rides is a goal to strive for but not immediately feasible at this time. The human services providers and private transporters operate on different scheduling systems in which some are not automated. While there is promising new technology that could access different providers' scheduling software system to coordinate trips for riders, this will require cooperation, planning and funding to acquire the necessary software to upgrade their current systems. In the meantime, another option would be to have several focal mobility centers whose functions can be shared by different groups. For example, some of the major focal centers can include but not limited to the County Mass Transit Agency, Hawai'i County Economic Opportunity Council (HCEOC), Hawai'i Office of Aging/ADRC, and Coordinated Services for the Elderly to direct people to the right mode of transportation to meet their needs. MTA, HCEOC, HCOA/ADRC, Coordinated Services already play prominent roles in helping people navigate the transportation options. Other case management service providers can also perform similar functions. Having trained staff who are knowledgeable and kept updated of the different transport service providers and operations could create a seamless system of information, referral and assistance. This is a no-wrong door approach – multiple entry points to centralized information. The Big Island will need further planning and discussion among its human service and transit network to identify and coordinate these focal mobility centers, and build towards a consolidated system.

- **Building Transportation Service Capacity**

- Need to develop a sustainable mobility plan – The County plans to develop a business model that will look at different revenue sources including ridership fees for those who can afford to pay, contract with health plans to expand coverage to nonmedical but essential destinations such as grocery stores, expand hours of operations, service areas and maintain/replace vehicles and seek other sources of funding. Potential sources would include private foundations and corporations (i.e. car dealers can donate new or used mini vans that accommodate para- transit passengers)

Kaua'i County The County Transportation Agency (CTA) is largely responsible for the general transportation services on Kaua'i. It operates the fixed route (The Kaua'i Bus) and para transit services, and also is contracted to transport some of human service providers' clients.

1) The Kaua`i Bus: The Kaua'i Bus operates from Hanalei to Kekaha daily. The fleet consists of various passenger size vehicles that operate daily, and all are lift equipped for wheel-chaired passengers.

2) ADA Para transit Service: The current ADA para transit eligibility process is paper base with a requirement for medical verification. In the past, people age 60 and older were eligible to use the para transit service regardless of a medically verified disability. But now these vehicles transport only those who meet the ADA criteria, and non-eligible seniors can opt to ride through the Kupuna Care program sponsored by the Kaua`i Agency on Elderly Affairs (KAEA).

3) Human Service Transportation Providers: The Kupuna Care (KC) para transit service is among the other options available for seniors. Kupuna Care Transportation provides door to door service and assists those who are frailer. Rides are free although donations are accepted. Many adult day care clients are being transported through the KC program while others are transported by families in private cars. Additional human service providers include Easter Seals and Kaua`i Adult Day Health. Unlike the Honolulu agency-provided transportation programs, these two nonprofit groups and KAEA contract with CTA who provides the actual drivers and vehicles and then is reimbursed. Catholic Charities provides short term transportation services either by providing free monthly bus passes or contracting with another private transport provider. They assist people getting discharged from hospitals, looking for housing or employment, and going for their medical appointments. Catholic Charities targets low income people of all ages. There is no charge for these services and funding comes from donations and grants.

Privately operated services such as the taxis, airport-based Speedishuttle, Yamaguchi Bus Services and Kaua`i Medical Transportation are additional island resources. The private companies are interested in expanding their services to serve the older adults and people with disabilities. However, one of the major obstacles facing these private entities is the lack of volume to sustain their businesses. There are many rural areas in the community where the population is sparse while the need for transit services is great. The long distance, low passenger volume and high cost of fuel do not make these routes cost effective. In addition, the specialized vehicles are expensive to acquire and maintain, thereby increasing the provider's operating costs.

Current Status: The increasing demand for transit services poses a challenge for the County Transportation Agency since it is the major direct service provider for all the fixed routes, para transit rides and some of the major human service providers on Kaua`i. One major step towards improving operational efficiency is the modernization of CTA's scheduling system for para transit and fixed routes. The County is currently in process of procuring the latest

software system to provide effective and timely services to riders. It is also systematically replacing their older vehicles with newer ones that are fuel efficient.

The Kaua`i Agency on Elderly Affairs is the County's area agency on aging and the designated aging and disability resource center. It has been developing its ADRC model over the past several years and is in position to complement CTA as a major focal center for transportation information, screening and referral. The CTA originally was part of the Kaua`i Elderly Affairs office before becoming its own separate agency.

Priority Needs: While CTA recognizes the urgency and need to develop a comprehensive mobility management system, it must work within the constraints of limited funding, staff and pool of other transit providers in the community. One of its current challenges is performing the screening and eligibility determination function for the para transit services. With the rising number of para transit users, CTA is exploring whether this function can be consolidated and conducted by another entity through a contract.

Kaua`i would benefit from having a mobility manager or coordinator to help expedite the county's mobility plan implementation. It currently lacks the staffing and financial resources to address the growing transportation needs of the local kupuna and people with disabilities. The mobility manager can conduct the planning and coordination of a more robust plan that will enhance its current infrastructure. Other priority needs are:

- More public awareness of the different transit options and eligibility so that the right mode of transportation is selected based on the individual's needs.
- Directing consumers and referring agencies to the different transit providers in the County, a consolidated resource directory needs to be maintained both online and in print for the general public to access if possible.
- Explore the One call, one click program as a possible mobility management center for the county or use multiple focal centers such as the Kaua`i Elderly Affairs/ADRC for people to call and inquire about transportation services.

Maui County The County of Maui's transportation systems consists of fixed bus routes, para transit, commuter services, human service transportation program and an air ambulance program. Maui's Department of Transportation (MDOT) administers these services via contracts with private operators such as Roberts Hawai`i and Maui Economic Opportunity, Inc. (MEO)

1) The Maui Bus: Maui's public transit service consists of thirteen (13) bus routes, all operated by Roberts Hawai`i. These routes are funded by the County of Maui and provide service in and

between various Central, South, West, Haiku, Kula and Upcountry Maui communities. All of the routes are operated seven days a week, including all holidays. All vehicles on the routes are ADA accessible. In the MDOT's 2013 Annual Report, the Maui Bus Program accommodated over 2.5 million passengers in Fiscal Year 2013, and reported an on time performance rate of 98.3%.

2) Maui Bus-Commuter Service: The Maui Bus Commuter service is designed for early morning and evening commuters. This service consists of four commuter routes, and are also operated by Roberts Hawai'i. The routes are the Haiku-Wailea Commuter, Makawao-Kapalua Commuter, Wailuku-Kapalua Commuter, And the Kihei-Kapalua Commuter.

3) Para transit: The County of Maui Department of Transportation provides ADA para transit service through Maui Economic Opportunity, Inc. This nonprofit organization is a major transportation contractor for several human service providers as well as the county's para transit services. Para transit service is available within corridors whose boundaries extend three-fourths of a mile on each side of each fixed Maui Bus route. The Para transit program continues to grow. In FY 2013, MDOT reported the program had 75,129 boarding in comparison to 60,947 boarding in FY 2012, an increase of 23% within one year. (Maui Department of Transportation 2013 Annual Report)

4) Human Service Providers: MEO is also the contracted service provider for dialysis patients, clients attending Maui Adult Day Care Centers in Central Maui and Lahaina, Kalima- a program that serves adults with disabilities, Head Start and Youth programs after school. There are a few private providers such as Easter Seals, the Arc of Maui and Aloha House that offer limited transportation to their program clients only. Maui has the Ride Share Program in Hana— a shuttle service in which the county provides the local residents with transportation to/from Hana to Wailuku several times a week.

5) Transportation Services on Molokai and Lanai: Residents on the two outer islands of Maui County are transported by MEO who is contracted by the County. Lanai's seniors and people with disabilities take rides from their homes to program sites and back on MEO vehicles. MEO also operates a shopping shuttle by ferry to bring Lanai residents to Maui.

Molokai riders can travel on the island's rural shuttle and an expanded rural shuttle services that go out to both ends of the island. These services are also operated by MEO and available to the general public.

6. Air Ambulance Program: This program consists of a grant to the State Medivac Helicopter program for medivac services within the County.

Current Status: The County of Maui has been moving forward in addressing their priority transportation needs as originally identified in 2011 Coordinated Public Transit Human Services Transportation Plan. With the overall increase in total population, Maui DOT is now working to establish the metropolitan planning organization for the county. A metropolitan planning organization (MPO) is a federally mandated and federally funded transportation policy-making organization made up of representatives from local government and governmental transportation authorities, and different transportation modes. The United States Congress passed the Federal-Aid Highway Act of 1962, which required the formation of an MPO for any urbanized area (UZA) with a population greater than 50,000. Federal funding for transportation projects and programs are channeled through this planning process.

In cooperation and collaboration with Maui Economic Opportunity, Inc. and the Maui Office on Aging (MCOA), the County of Maui Department of Transportation serves as the lead agency for mobility management coordination. MDOT has been modernizing its system with new technology such as a GPS system for riders to check on bus's arrival time at bus stops. In addition, the County is now in progress to establish a one-call/one-click transportation center that will be integrated with MCOA's aging and disability resource center. The one-call/one-click system provides customers with a single point of contact to learn about available transportation resources. This customer-friendly tool empowers riders by providing information about, assistance with and access to available services. This web-based system will be overseen by MDOT and complemented with a live-phone contact provided by the Maui ADRC staff. The Maui ADRC already screens, assesses and assists individuals in need of long term support and services including transportation. It administers a bus buddy program to help train individuals use the fixed routes.

Priority Needs: Maui's transportation system continues to enhance the coordination and accessibility of the human service transit services especially for older adults and people with disabilities. The major initiatives in establishing a metropolitan planning organization and the one-call, one click system illustrate the county's commitment and leadership. Like the Big Island and Kauai, Maui could use the help of a dedicated mobility coordinator with some of the planning and implementation activities of their new one call, one click system. To further support their efforts, the county has identified other priority areas:

- Increase general public education and awareness of transit options with special focus on:
 - New para transit riders and newcomers to the island including visitors;
 - More information on coordinating inter-island para transit arrangements;
 - Health professionals especially physicians, rehabilitation therapists and medical facilities for appropriate referrals to the different transit resources
- Steady revenue stream to build transportation capacity

- Accessible para transit drop off/pick up on properties. There is a need for better designated loading and unloading passenger areas that are safe for both riders and vehicles.

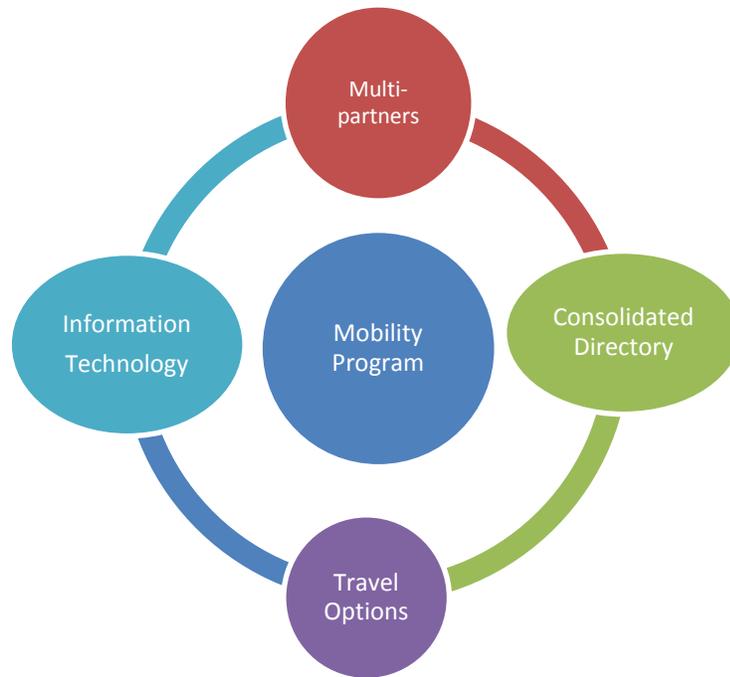
V. PROPOSED FRAMEWORK OF A MOBILITY MANAGEMENT PROGRAM

General Concept

Mobility management is emerging as a critical, strategic public responsibility that transit agencies are beginning to embrace in a broad variety of ways, tailored to local settings and circumstances. Rather than focusing on the use of a single agency's assets - such as vehicles, facilities, personnel, and funding streams - the concept of mobility management shifts the strategic mission and focus to ensuring the quality of the travel experience, regardless of whose assets are being used.

Hawai'i's four counties are in different stages of developing a mobility management program for their respective communities. With the increasing demand of riders especially with the aging population, limited funding and accessible vehicles, and rising cost of transit operations at all scales, the counties recognize the necessity to build an integrated mobility system with multiagency partners and look at creative transportation solutions. As aforementioned earlier in this report, no two mobility management programs look alike. Each community, county and regional's program is customized for its surrounding community based on its transportation infrastructure, transit resources, demographics, and community needs. However, the basic framework of mobility management program Includes but not limited to:

- Multiagency partnership which includes social service agencies, senior programs, non-emergency medical providers and taxi companies
- A diverse menu of individualized travel options
- Use of information technology systems in real time
- Development of one-stop travel information and trip planning systems
- Traffic management strategies and coordination of public transportation with infrastructure development and land use policies



The counties are already taking steps to implement their key mobility strategies and pilot projects as illustrated by Honolulu and Kauaʻi’s Real-time scheduling systems; the One-call/One click system in Maui; and the bus stops improvements on the Big Island.

County’s Mobility Management Master Plan

Each county has a Coordinated Public Transit- Human Services Transportation Plan which was funded by the Federal Transit Administration in coordination with the State of Hawaiʻi Department of Transportation. This plan is updated every 3 to 5 years. This document serves as the mobility management plan in which the county transportation departments have been strategically building, expanding and coordinating the overall transportation system with their community partners. The counties’ progress in their mobility programs vary mostly due to available funding and staff.

The basic elements of the Coordinated Public Transit-Human Service Transportation Plan identify and address the growing demand for transportation services (target population), geographic distribution of transit need, and the gaps in the current system. However, the counties are incorporating additional components to make their mobility management programs more robust and comprehensive such as:

- Public Education and Outreach
- Assessment and Eligibility Determination
- Use of Technology in real time scheduling, communication and van/bus tracking

- Coordination of human service providers and community groups
- Performance Measure

Role of the Area Agency on Aging and the Aging and Disability Resource Center

One of the key partners emerging in the mobility management program is the four counties' area agencies on aging (AAA). They are the agency designated by the State Executive Office on Aging to develop and administer the area plan for a comprehensive and coordinated system of aging services. The AAAs provide information, referral and assistance, and administer federal state, and county aging services and programs including transportation. The AAAs are also in different stages of developing the Aging and Disability Resource Centers (ADRC) for their respective counties. The ADRC is a single access point that provides information and resources on long term care services and supports including transportation. The ADRC not only serves older adults, it also assists individuals with disabilities and others seeking information and resources about services and programs to meet their long term care needs. The ADRC core functions include intake and assessment, information and referral, options counseling and developing a support plan.

The AAAs and ADRCs can complement the county transportation departments' efforts. For example, they can assist in the areas of community outreach and marketing, performing assessments on older adults that may lead to specific transit services, and directing the public to the right mode of transportation. Their specific functions and role will vary from county to county and require further discussion and planning.

Mobility Center – One call, One-click system

Hawai'i shares a common vision to establish a single or multiple mobility centers that can simplify access for riders and match their varied needs with the appropriate options. While there are different mobility center structures and models, the one-call, one-click transportation system is one of the more prominent concepts that closely aligns with the State's vision. However, this system also has a wide variety of services that will look different from community to community, depending on the needs, the partnerships, and resources. According to the National Center for Mobility Management's Toolkit Guide for One-call, One-click services, it identifies some of the system's functions as follow:

- **Program Information:** Services characteristics, eligibility criteria, and referral to appropriate service provider;
- **Counseling Assistance:** Itinerary planning, eligibility determination, ombudsperson or advocacy services;

- **Access to Transportation Services:** Carpools, vanpools, commuter services, car-sharing or car loan programs, bus schedules;
- **Public transit call centers or web-based centers** that provide information on routes and schedules for bus and para transit;
- **Joint Scheduling and Dispatching** from one call center;
- **One call centers that support human service and other specialized transportation services through a brokerage entity** that matches riders with transportation riders.

In their basic form, the one call, one click service can allow customers to make one phone call or search one website to receive information about all the transportation services available in the community. In a more advance model, customers would be able to schedule, receive confirmation of and pay for rides. These functions are spread along a continuum, ranging from information available on a provider-by-provider basis to fully integrated and/or automated information. Each community may be at a different place along the continuum and the selected endpoint may not necessary be to have a fully integrated system. According to the One-call, One-click toolkit literature, the important guiding factor is to determine what fits the community best within all the components (partnerships, resources, and need) identified.

Other communities have developed customized models that enabled them to have one-call center for information, scheduling and dispatching for multiple transportation services. For example, Lane Transit District in Eugene, Springfield and surrounding rural communities in Oregon created a consortium with other human service transportation providers to pool resources and centralize operations. This partnership laid the foundation for the RideSource Center which included partnerships with 23 private transportation providers and receives calls for eight different programs including Medicaid patients for their non-emergent medical appointments. To support this center, Lane District Transit developed a sophisticated trip and cost tracking and allocation software program. It recently received a \$1.1 million Veterans Transportation and Community Living Initiative grant to upgrade its software system to provide an information exchange between the transporters and the assessment and eligibility determinant partners (“Transportation Coordination Enabled by Technology and Innovative Design”, National Center for Mobility Management, 2014)

There are a number of best practices in other cities and regions that Hawai`i can learn from and adapt to fit each county’s needs. County of Maui is in progress to implement the one-call, one click system while the other counties are assessing their own options or pursuing other models.

Logistics in Developing a Mobility Center/Program

Lead Agency: A successful management of a mobility center/program highly rests on a competent lead organization that has the partners' trust and willingness to take on the role as the lead mobility manager. Different types of organizations have assumed that role or in some cases, shared some of the major functions with key partner(s). As an example, the Maui County Department of Transportation is the lead agency and working in close collaboration with Maui Economic Opportunity, Inc. and the Maui County Office on Aging/ADRC.

Listed below are other examples in which different entities have been the lead agencies in other regions.

Agency	Description
Two different government entities	Two public agencies agree to share the cost of mobility manager with one providing office space and serving as the employer of record
2-1-1 Agency	The 2-1-1 agency agrees to add transportation to its one-call center and provide technical support
Public Transit Agency	The public transit agency provides the one-call service
Aging Disability Resource Center (ADRC)	The ADRC serves as the one-call service by adding transportation programs and services to the information database, and conducts the screening and referral to transporters.
Brokerage Model	A non-profit entity is contracted by hospitals, Medicaid & private health plans and other service providers to screen and determine eligibility and refers clients to appropriate transporters for services

(Source: One call, One-Click Toolkit Guide)

Implementation Steps: There are many technical assistance resources and materials available to the states in developing a mobility center/program. The One-call, One-click Toolkit Guide produced by the Community Transportation Association of America, for example, provides an excellent step-by-step planning and implementation process for communities that are looking to build a one-call system. Strategic planning and research are the key first steps. Planning activities include an updated assessment of the geographical demographics, current and projected ridership demand by census tracts or districts, inventory of all transport providers' capacity and availability to augment the public transit system (i.e. school buses during their service downtime), and determining the cost/benefit analysis.

Technology: The use of technology has expanded the possibilities to improve access and coordination of the vast array of transit options. Newer software products that bridge different scheduling systems are now appearing on the market. However, there are still many software programs that are not compatible and require different information technology support. For example, the software for setting up rideshare programs is very different than the software for

coordinating specialized transportation services. There are limited vendors with technologies that can integrate these two. (One Call, One Click ToolKit, 2010) Therefore, the process of identifying and acquiring these products including the hardware and telephone systems require a very structured planning approach. There needs to be a clear vision of what is needed, what the system wants to accomplish and identify other information technology activities that may affect the plans. As a system is built, there must be planning foresight to accommodate future expansion of more programs, service providers and customers wishing to join the one-call system. Finally, it is important to note that there is a different standard for a one-call service oriented in a human service mobility management system than used by proprietary call centers such as private taxi services. In the latter system, the focus is on quick response to on-demand requests, and reducing the time each call requires for service efficiency. The mobility call center on the other hand, spends more time conducting a customer assessment to identify the appropriate type of transportation and any other health and social needs, determining eligibility to an array of specialized transit options and then scheduling the customers to the appropriate services. While much of the efficient management and service tools can be learned from the proprietary call centers, there are different cultural expectations and practices of the health and human services that must be reflected in the mobility system.

General Observations

Developing a mobility center and program whether it includes a one-call service system or multiple call centers, takes time. It can take several years from initial planning to full functionality. Partnership and consensus building are paramount to the success of this endeavor. As pointed out by the four Hawai`i counties, the speed and progress of their respective coordinated transit/mobility plans are often determined by the availability of funding and staff time. Mobility experts provide the following advice when building a system:

- Build upon the existing resources in your community
- Start with an assessment of resources and needs
- Have an updated central directory identifying all transportation services with basic information
- Establish a clear vision of what is needed
- Build partnership
- It takes time to establish a fully functioning mobility management system, and many services grow incrementally over years
- A foundation of working relationships, information and assistance programs or partnerships will provide a head start
- Marketing and outreach are important to success

(One Call-One Click Transportation Services Toolkit)

Mobility Manager/Coordinator Position and Qualifications

One of the key positions in a mobility program is the mobility manager. The mobility manager is responsible for the planning, conceptualization and developing the mobility management program for the county. The position can also be structured at an operational level as a mobility coordinator who interfaces directly with the customer and conducts assessment, service eligibility determination and referral to the appropriate provider. However, the counties will mostly likely benefit having a mobility manager initially to assist with the research, planning and organization of their respective mobility plans.

The following summarizes the position's scope of work. A more detailed job description is attached as Appendix A.

A. Mobility Manager

- Planning, developing and implementing projects to improve public transportation for seniors, individuals with disabilities through partnerships with government, private, and social service agencies.
- Conducting research and compiling a consolidated inventory of transportation services and resources with operational information, geographic service areas, eligibility and schedules.
- Organizing, coordinating and participating in community education and outreach activities which include developing a marketing plan, key messaging and building partnerships and alliances with the human service and private transportation network.
- Provides on-going training to key partners of transportation resources and eligibility; and facilitate periodic meeting for network to address transportation coordination issues and services.

General Qualifications:

A combination of education and experience substantially equivalent to graduation from an accredited college or university with a baccalaureate degree in urban or policy planning, business or public administration, or related field. Previous related transportation planning and/or community organizing experience is highly preferred.

Salary Ranges: Approximately \$47,000 - 55,000 annual salary and does not include fringe benefits.

See Appendix A – Mobility Manager Job Description.

VI. THINKING OUTSIDE THE BOX

Creative transportation solutions are the cornerstone of a robust mobility management program. There are a number of successful pilot projects, new trends, best practices and ideas of innovative transit options that address the growing need for safe and accessible transportation. The following are a few examples:

Ride-share - This is a grass-root, neighbor-to-neighbor concept which relies on individual volunteer drivers to transport passengers to a mutually desired destination free of charge. Ride-share programs rely on communications whether it's on a white board posted in common locations within a community, or through an online website. The communication board or website is a place for drivers to post available rides including the date, time and destination and for riders to post similar information about needed services. This becomes a fairly simple method of connecting people in a community with their neighbors. In smaller communities, the communication board is placed in the public library or a senior center.

Note: There is a new business model which is a spin-off from the volunteer-based ride-share concept. Instead of sharing a ride on a voluntary basis, independent drivers are picking up paying passengers who need a ride heading in the same direction. Using smart phone apps as the means of scheduling and paying for rides, passengers and drivers are matched using this real time scheduling technology. Ride-sharing companies such as Lyft and Uber recruit "hundreds" of independent drivers to be part of the driving pool. (Star Advertiser, "Ride-Sharing Firms Defend Business While Taxi Company Objects", August 29, 2014)

Rent-a-Van – The car rental industry has been venturing into a short –term rental program called "car-sharing" where customers can rent a car by the minute or hour using their smart phone or smartcards to reserve a car and pick up at designated locations. The average price is \$.41 per minute, \$14.99 per hour and \$84.99 daily with parking, fuel, insurance, maintenance and cleaning included. (Star Advertiser, "Car-Sharing Service Has Eyes on Hawai'i", October 17, 2014) Since 2012, Enterprise Rent-A-Car, for example, has been offering car-sharing to students at the University of Hawai'i, Hawai'i Pacific University and the Marine Corp in Kaneohe, and looking to expand this program. Using the same concept, rental car companies may want to add accessible vans to their fleet and offer similar short term rates for residents who could use a van for a doctor's appointment, shopping, or for a weekend getaway for out-of-town visitors. For families, this would be less expensive than to purchase a fully accessible van starting at \$45,000 or hire a private transporter if the public para transit service is not convenient.

Time banking – This is a voluntary service exchange program that uses people’s time as currency. It is based on a concept that everyone has something valuable to contribute, and their service is quantified as “time dollar”. Time dollars can be used to purchase needed services from other members, saved for future needs, or donated to other members who cannot earn their own dollars. One of the most popular services is transportation using volunteer drivers. Volunteers transport riders in their own cars to doctor’s appointments, errands, shopping. They do not necessarily receive mileage reimbursement although practices vary among time banking groups. This also applies to liability coverage in which is not consistently provided to the individual volunteer or organizational members. However, many programs screen the drivers and their cars, check for insurance, driver’s criminal history and sometime test driving skills to minimize the risk to passengers.

Van-sharing (Hui or “Kumi Ai”) – Van-sharing is another community-based, grass root concept in which a local group, church or senior center procures an accessible van and shares its use among the community members. Similar to the ride-share concept, people can sign up to use the van and transport other riders to the same destination. The Hawai`ian concept of “hui” or the comparable Japanese “Kumi-ai” promotes a partnership or collective group of people that pool their resources to achieve a common good. In the case of van-sharing, the community shares in the van’s procurement, maintenance, liability coverage and fuel through donations, corporate sponsorships or private grants. A typical liability insurance coverage for a van is approximately \$3,000 per year. Drivers also carry their own insurance. The vans can be donated by private corporations or acquire refurbished vans retired by the para transit operators.

VII. Financing a Mobility Program

Developing and expanding a mobility program is a constant funding challenge. There are some federal funds that can cover partial capital costs such as technology software, on-line tools and apps, and hardware equipment. The Veterans Transportation and Community Living Initiative fund, for example, is supporting Maui County’s one-call/one-click project start up. The Federal Transit Administration’s (FTA) Urban, Rural, Job Access/Reverse Commute, New Freedom and the Elderly and Disabled Persons programs also allow mobility management as an eligible capital expense but requires a 20% local match which may be from other non-DOT federal funds.

Besides these federal funding programs, other potential sources that offer limited revenue to support the One-call, One Click Center operations are:

- Social Services Block Grant – www.acf.hhs.gov/programs/ocs/ssbg/grantees/Contact_08.html
- Refugee Resettlement Grants and Programs – www.acf.hhs.gov/programs/orr/.
- Developmental Disabilities Basic Support Grants – www.acf.hhs.gov/programs/add/states/ddcs.html
- Community Services Block Grants – www.acf.hhs.gov/programs/ocs/csb/index.html
- Supportive Services and Senior Centers – [www.aoa.gov/AoARoot/AoA+Programs/OAA/How To Find/Agencies/find_agencies.aspx](http://www.aoa.gov/AoARoot/AoA+Programs/OAA/How_To_Find/Agencies/find_agencies.aspx) (Zeilinger, Chris, “Financing the Operation of Transportation One-Call/One Click Centers”, National Resource Center of Human Service Transportation Coordination, Sept 2011)

More information about the federal funding programs can be found on the FTA website at http://www.fta.dot.gov/laws/leg.reg_circulars_guidance.html. In the meantime, three counties have identified their mobility management projects that could be supported by the State.

Counties	Project Description	Amount
Hawai'i County and Kaua'i	Establish a Mobility Manager/Specialist position to conduct a detailed inventory of all available transit resources in the County, explore how to best structure a coordinated system, and facilitate community meetings to build a community partnership. (Position to be established in the agency recommended by each county)	\$55,000 for each county
	Develop a public education and outreach plan to promote community awareness of transit options, mobility focal centers and foster collaboration. Build or enhance a web-based directory and search tool of transit options for agencies and the general public.	\$100,000 for each county
Maui	Establish a Mobility Coordinator position to assist with incoming phone calls and conduct the intake, screening/assessment and referring them to the appropriate transit providers. (Position likely established under MEO, Inc.)	\$55,000
	Develop a public education and outreach plan to promote community awareness of the one-call/one-click system and transit options.	\$50,000

IX. Recommendations and Summary

Hawai`i's four counties have been developing their mobility management programs for the past several years both formally and informally. With the advent of new technologies, smart phone apps and software, the overall transportation system is continuously improving its efficiency and provision of services. It is vital that the State continues to support the counties' efforts to address a rapidly aging population and all others who need accessible and affordable transportation. Specifically, the following priority actions are recommended for the State Legislature's consideration:

- Fund local mobility projects identified by the county as priority strategies.
 - 1) Establish a mobility manager position in the agency designated by the counties, to further develop the mobility plans for Hawai`i, Kaua`i and Maui;
 - 2) Support public education and outreach plans; and
 - 3) Build web-based directories and search tools.
- Support a permanent funding source in any future state or local tax initiative for human service transportation for each county.
- Establish a mobility planner/coordinator position for human service transportation at the state level with the appropriate funding and resources to a designated state agency.

The following priority actions are recommended for the State Administration's consideration:

- Provide state leadership and coordination for the four counties to leverage federal funding opportunities and other statewide mobility initiatives.
- Establish a statewide purchasing cooperative among the counties and human service providers to procure new vehicles, technologies and equipment. This type of procurement allows transit agencies to select vehicles from a menu of choices from different vendors and manufacturer that best suit their requirements.

Appendix A

MOBILITY MANAGER JOB DESCRIPTION

Scope of Work

The primary responsibilities of this position are to oversee, plan, develop, implement, coordinate and evaluate mobility and transportation programs. This position is also responsible to facilitate, coordinate and build business and community relationships that will support a coordinated transportation and human service system.

Essential Job Functions

- Planning, developing and implementing projects to improve public transportation for seniors, individuals with disabilities through partnerships with government, private, and social service agencies.
- Conducting research and compiling a consolidated inventory of transportation services and resources with operational information, geographic service areas, eligibility and schedules. Explore the establishment of web-based directory for the agencies and public.
- Organizing, coordinating and participating in community education and outreach activities which include developing a marketing plan, key messaging and building partnerships and alliances with the human service and private transportation network.
- Provides on-going training to key partners of transportation resources and eligibility; and facilitate periodic meeting for network to address transportation coordination issues and services.
- Conduct surveys to identify and better understand the unmet transportation needs of seniors and persons with disabilities.
- Examine the feasibility in establishing community ride-share, van leasing, car-sharing Or time banking projects
- Initiate the planning and mapping process to establish a centralized call center and incorporate technologies that will determine program eligibility, make referrals to different transit providers, and schedule rides and receive payments.

General Qualifications:

A combination of education and experience substantially equivalent to graduation from an accredited college or university with a baccalaureate degree in urban or policy planning, business or public administration, or related field. Previous related transportation planning and/or community organizing experience is highly preferred.

Salary Ranges: Approximately \$47,000 - 55,000 annual salary and does not include fringe benefits.

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