

III. STATEWIDE TRANSPORTATION PLANNING PROCESS

The State of Hawaii is responsible for the implementation of the continuing, comprehensive, inter-modal statewide transportation planning process. This process incorporates the requirements for both the metropolitan and non-metropolitan areas of the state to develop the statewide transportation plan and the statewide transportation improvement program. Among the most important purposes of such a planning process are the following:

- To satisfy federal requirements, as originally established by the Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA) and refined by the Transportation Equity Act for the 21st Century (TEA-21) as the necessary mechanism for cooperative transportation decision-making throughout the state.
- To coordinate statewide planning with planning activities in metropolitan and non-metropolitan areas.
- To ensure that public involvement can be provided throughout the planning process.
- To assure that fiscal constraint and public involvement are included in the development of the three-year Statewide Transportation Improvement Program.

A. FEDERAL REQUIREMENTS

To maintain conformity with the Federal Department of Transportation regulations, the statewide transportation planning process must satisfy the following federal requirements:

- The Transportation Equity Act of the 21st Century (TEA-21): TEA-21 was enacted on June 9, 1998 as Public Law 105-178. It authorizes the federal surface transportation programs for highways, highway safety, and transit for the 6-year period of 1998 to 2003. It continues many of the provisions of the Inter-modal Surface Transportation Efficiency Act (ISTEA), its predecessor.

- Title VI of the 1964 Civil Rights Act (42 U.S.C. 2000d-1) and related regulations, the President's Executive Order on Environmental Justice, the U.S. DOT Order, and the FHWA Order.

The basic elements required in the statewide transportation planning process by the Acts and Orders listed above are summarized briefly below and in more detail in the following sections.

- *The collection and analysis of data relevant to the development of the statewide transportation plan;*
- *The consideration of seven factors identifying the various issues that must be addressed during the course of the technical planning process;*
- *The coordination of all planning activities with relevant agencies, organizations, and individuals associated with the statewide plan;*
- *The use of a process carried out in coordination with the metropolitan planning process required for Oahu;*
- *The development of the Statewide Transportation Improvement Program (STIP) at least every two years, which programs the use of federal and state transportation funds over a three-year period;*
- *The development of a statewide transportation plan (STP) that considers a range of options designed for the movement of goods and people, including all modes and their inter-connections.*

Two issues discussed below in greater detail relate to the planning data requirements and the seven planning factors. Also discussed below are the Title VI and Environmental Justice requirements that must be satisfied by the planning process.

1. Data Requirements for Transportation Planning

The existing transportation planning process incorporates a database of socioeconomic, land use, and demographic forecasts created from a combination of sources including:

- The State of Hawaii Department of Business and Economic Development and Tourism (DBEDT),

- The State of Hawaii Office of Planning (OP),
- The City and County of Honolulu Department of Planning and Permitting (DPP),
- The City and County of Honolulu Department of Transportation Services (DTS),
- The Oahu Metropolitan Planning Organization (OMPO), and
- The Departments of Planning and Public Works for each of the neighbor island counties.

This data is used to develop travel demand forecasts, which are, in turn, used to project future travel demand requirements. Forecasts of future travel demand conditions are used to assess future transportation system needs, to identify and evaluate potential system improvements, and to prepare a proposed improvement plan.

Within the State of Hawaii, DBEDT provides statewide and countywide control totals of forecasts for various categories that describe socioeconomic and demographic conditions in future years. The transportation planning process requires travel demand forecasts for a minimum of 20 years and possibly for 25 years into the future. Once DBEDT prepares statewide forecasts, the Planning Department for each county develops the allocation within its respective county in accordance with land use and development policies articulated in the county's general plan and land use ordinances. The general plan for each county is designed to establish long-range objectives and policies expressed in terms of population, economic activity, housing, physical development and urban design, and the transportation system.

The three divisions within the State Department of Transportation, i.e., the Highways Division, the Airports Division, and the Harbors Division, each use this data to conduct their planning studies. The Airports and Harbors Divisions use the island-wide data to develop their forecasts for use in their planning activities. The Highways Division uses a disaggregated form of the data to develop travel demand forecasts as part of the land transportation planning process for each island. Each county takes responsibility

for the disaggregating of the island-wide data developed by the state into a smaller group of areas or zones for its respective county.

The data described above are primarily used in the development of the long-range transportation plans for each county, not in the development of the HSTP. However, the HSTP provides the policy guidelines and statutory requirements within which the countywide plans are prepared.

2. TEA-21 Planning Factors

The federal Transportation Equity Act of the 21st Century (TEA-21), which mandates the preparation of the Statewide Transportation Plan (STP) for each state, requires that the planning process explicitly consider and address seven planning factors in the development of the document. These factors are as follows:

1. *Support the economic vitality of the United States, the states, and metropolitan areas, especially by establishing global competitiveness, productivity, and efficiency;*
2. *Increase the safety and security of the transportation system for motorized and non-motorized users;*
3. *Increase the accessibility and mobility options available to people and for freight;*
4. *Protect and enhance the environment, promote energy conservation, and improve quality of life;*
5. *Enhance the integration and connectivity of the transportation system, across and between modes throughout the state, for people and freight;*
6. *Promote efficient system management and operation; and*
7. *Emphasize the preservation of the existing transportation system.*

Table III-1 provides a summary table that identifies each of the factors, identifies the agency responsible for each factor's application, and discusses how each factor would be integrated into the statewide transportation planning process.

**TABLE III-1
INTEGRATION OF PLANNING FACTORS INTO DEVELOPMENT OF HSTP**

PLANNING FACTOR	RESPONSIBLE AGENCY	HOW INTEGRATED INTO STATEWIDE TRANSPORTATION PLAN
Support economic vitality of U.S., State of Hawaii and metropolitan area in state.	STPO and local agencies	Integral part of Hawaii Statewide Transportation Planning Process Addressed in Goal IV: Support Hawaii economic vitality. Objective 1: Provide and operate transportation system to accommodate economic developments and opportunities. Objective 2: Develop transportation system that complements
Increase safety and security.	STPO and local agencies	Integral part of Hawaii Statewide Transportation Planning Process Addressed in Goal II: Ensure the safety and security of the air, land and water transportation systems. Objective 1: Enhance safety of transportation system. Objective 2: Ensure secure operation and use of transportation systems.
Increase accessibility and mobility.	Local agencies	Oahu: Included in ORTP and General Plan Neighbor Islands: Included in Long-Range Transportation Plans and General Plans Addressed in Goal I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods. Objective 1: Preserve, maintain and improve transportation system infrastructure and programs with regards to each community's unique characteristics. Objective 2: Increase efficiency of transportation systems' operations. Objective 3: Promote alternative transportation mode choices.
Protect and enhance environment, energy conservation, and quality of life	STPO and local agencies	Planning Process Addressed in Goal III: Protect and enhance Hawaii's unique environment and improve its quality of life. Objective 1: Provide a transportation system that is environmentally compatible and sensitive to cultural, historic and natural resources. Objective 2: Ensure that the statewide transportation system supports comprehensive land use policies and livability in urban and rural areas.
Enhance connectivity of transportation system.	STPO and local agencies	Integral part of transportation planning process for each division. Addressed in Goal I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods. Objective 2: Increase efficiency of transportation systems' operations.
Promote transportation system management.	STPO and local agencies	Integral part of planning process to develop Hawaii Statewide Transportation Plan. Addressed in Goal I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods. Objective 3: Promote alternative transportation mode choices.
Preservation of existing transportation system.	STPO and local agencies	Integral part of planning process to develop Hawaii Statewide Transportation Plan. Addressed in Goal I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods. Objective 1: Preserve, maintain and improve transportation system infrastructure and programs with regards to each community's unique characteristics.

3. Title VI and Environmental Justice Requirements

There are three fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent denial, reduction, or significant delay in the receipt of benefits by minority and low-income populations.

To satisfy Title VI and EJ requirements, a project must illustrate that concern for environmental justice is integrated into every transportation decision, from the first thought about a transportation plan to the post-construction operations and maintenance. The *U.S. DOT Order* applies to all policies, programs, and other activities that are undertaken, funded, or approved by the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), or other U.S. DOT components:

- Policy Decisions
- Systems Planning
- Metropolitan and Statewide Planning
- Project Development and Environmental Review under NEPA
- Preliminary Design
- Final Design Engineering
- Right-of-Way
- Construction
- Operations and Maintenance

State DOTs are at the heart of planning, design, construction, and operations and maintenance projects across all travel modes. They allocate resources from various federal-aid programs. State DOTs successfully integrate Title VI and environmental justice into their activities when they:

- Develop the technical capability to assess the benefits and adverse effects of transportation activities among different population groups and use that capability to develop appropriate procedures, goals, and performance measures in all aspects of their mission.
- Ensure that State Transportation Improvement Program (STIP) findings of statewide planning compliance and NEPA activities satisfy the letter and intent of Title VI requirements and environmental justice principles.
- Enhance their public-involvement activities to ensure the meaningful participation of minority and low-income populations.
- Work with federal, state, local, and transit planning partners to create and enhance inter-modal systems; support projects that can improve the natural and human environments for low-income and minority communities.

B. HAWAII STATEWIDE TRANSPORTATION PLANNING PROCESS

The Hawaii Statewide Transportation Planning Process consists of a series of interrelated activities. These activities address the preparation of a specific element in the state's overall program of transportation requirements. The process is integrated into a series of activities, including the statewide policy and land use planning activities, transportation planning activities, transportation funding activities, engineering and implementation activities, and management activities used to monitor and evaluate the performance of the transportation system. These are illustrated in Figure III-1. To describe how the transportation planning process functions, the overall flow of activities that occurs, resulting in the state's transportation improvements, must be discussed. The relationship of these activities to the plans and actions that must be completed as well as the organizational structure used to implement this process must also be discussed.

1. Flow of Activities Related to the Transportation Planning Process

Figure III-2 illustrates the overall flow of activities involved in the transportation planning process. The flow chart illustrates the relationship between policy and land use planning activities, the transportation planning activities, and the funding and management activities. It indicates that the policy and land use activities and the

Figure III - 1 Integrated Transportation Planning

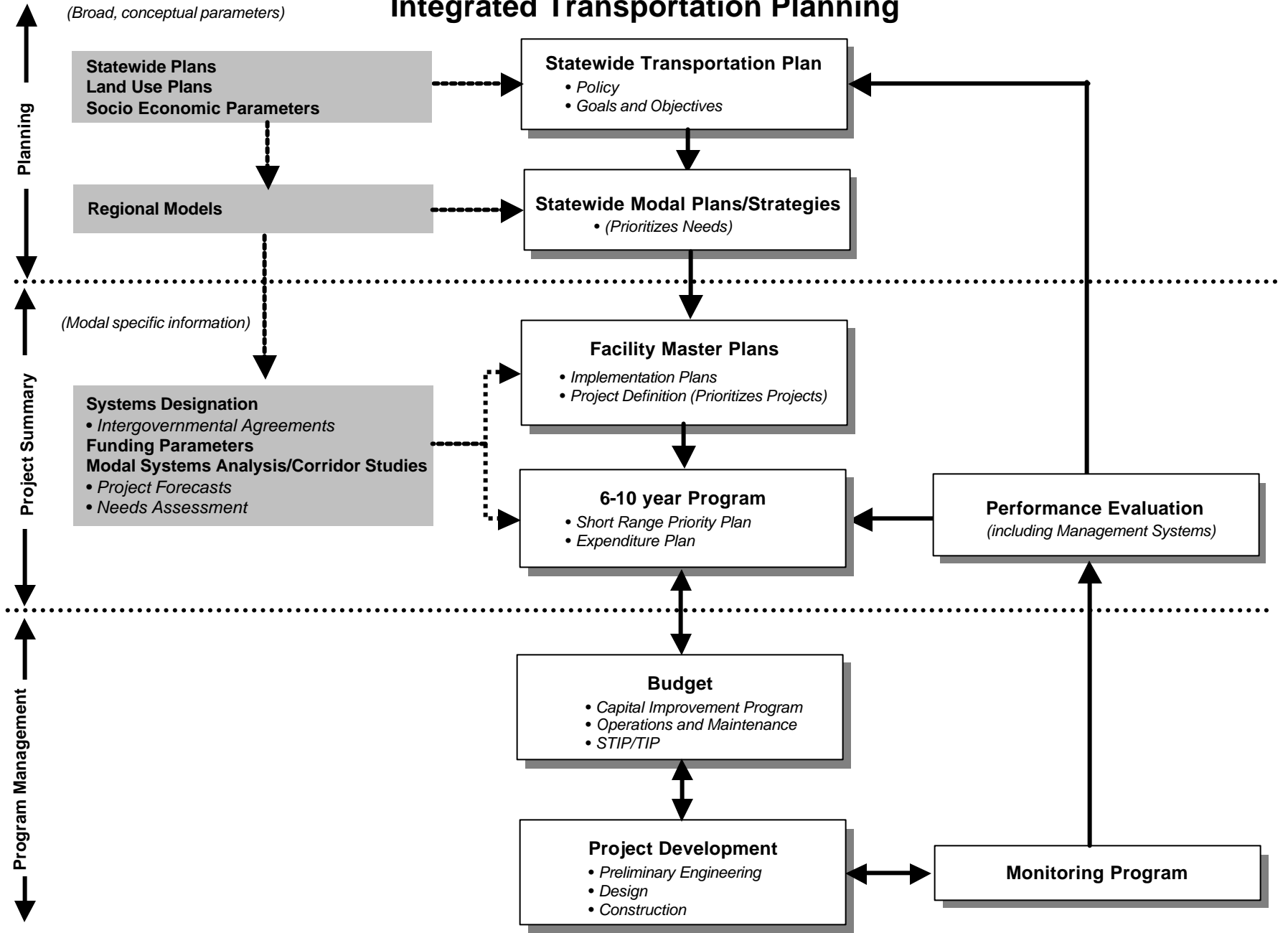
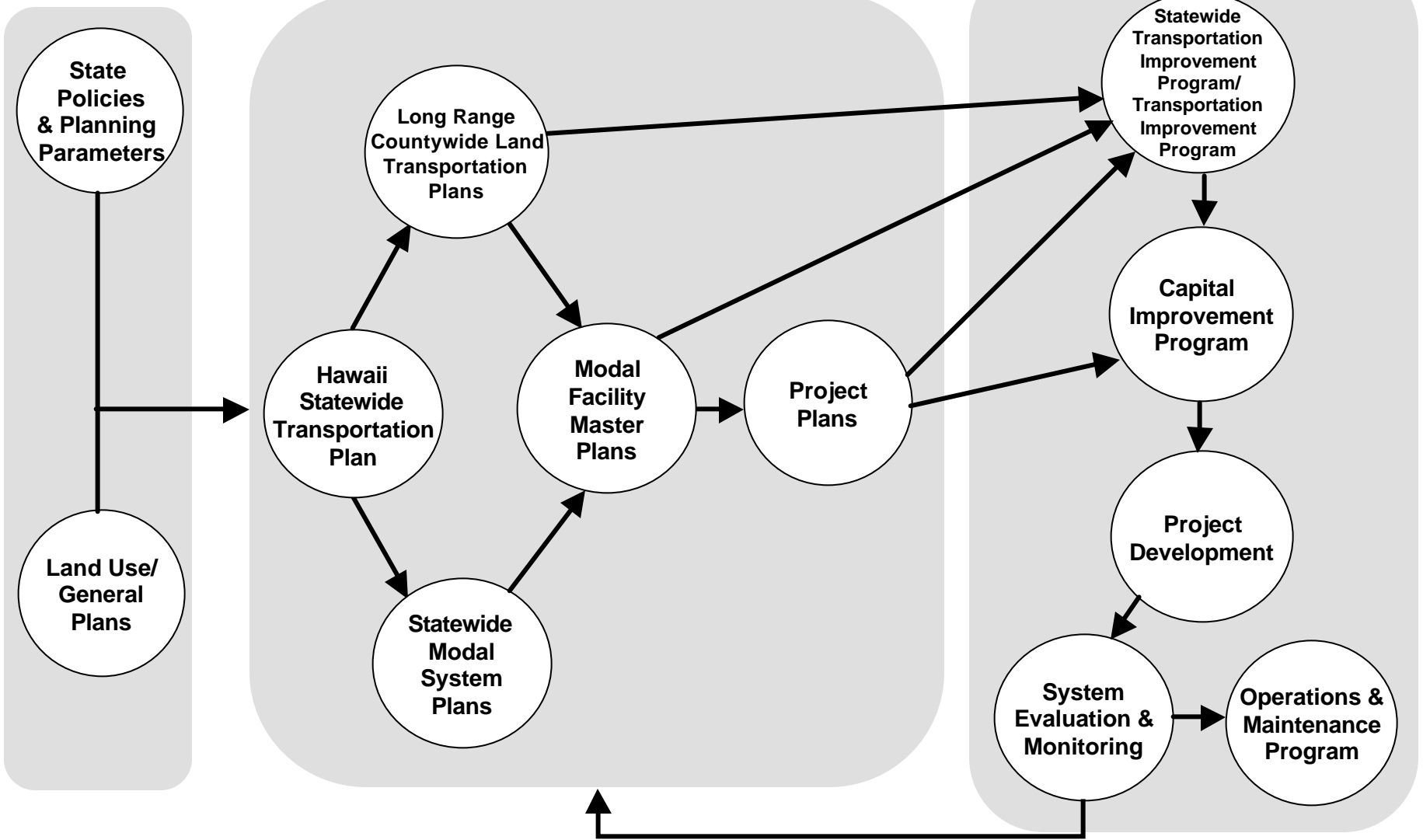


Figure III - 2
Integrated Transportation Activities

Policy/Land Use
Planning

Transportation Planning

Funding and Management



funding and management activities are not only related to but also are part of the transportation planning process.

a. Policy and Land Use Planning. These include the development of policy and planning parameters, land use, and general plans. Planning parameters include demographic and economic trends that tend to have the most significant affect on travel demands. These trends include:

- The magnitude and characteristics of the resident population
- The changes in the number and type of jobs that dominate the state's economy, especially in the visitor industry
- The changes in the military presence in the state
- The degree to which technology affects business and the need to travel

The planning parameters are used to update and modify the land use plans of each community and the counties. These updated land use plans ultimately result in updates to community plans and general plans for each county.

b. Transportation Planning. These are the activities that are part of the transportation planning process for the state. They include:

- The Hawaii Statewide Transportation Plan (HSTP)
- The long-range modal system plans for the statewide airports system and the statewide harbors system
- The long-range countywide land transportation plans for each county
- The modal facility plans
- The project plans used to implement transportation improvements

To implement the various elements of the master plan documents discussed above, it is necessary to develop project plans for the specific transportation facilities. These can range from relatively simple items such as a runway extension at an airport or street widening on a roadway to complex elements such as a transit system plan.

c. Funding and Management. The Statewide Transportation Improvement Program (STIP) is the three-year document prepared every two years by HDOT to program the use of federal transportation funds for Hawaii.

- The STIP programs the distribution of the funds to relevant jurisdictions including state and county transportation agencies.
- The Transportation Improvement Program (TIP) provides similar guidance for federal transportation funds for Oahu, and its projects are wholly incorporated into the STIP.
- The Capital Improvement Program (CIP) is the official funding program that the State Legislature uses to allocate transportation funds to specific projects.
- The Project Development describes the activities associated with the preparation of actual design and construction documents for the implementation of a specific facility.
- Performance monitoring activities include the ad hoc and permanent programs directed at the collection of data to monitor, evaluate, and assess the status of the transportation system for the state.

These activities are used to:

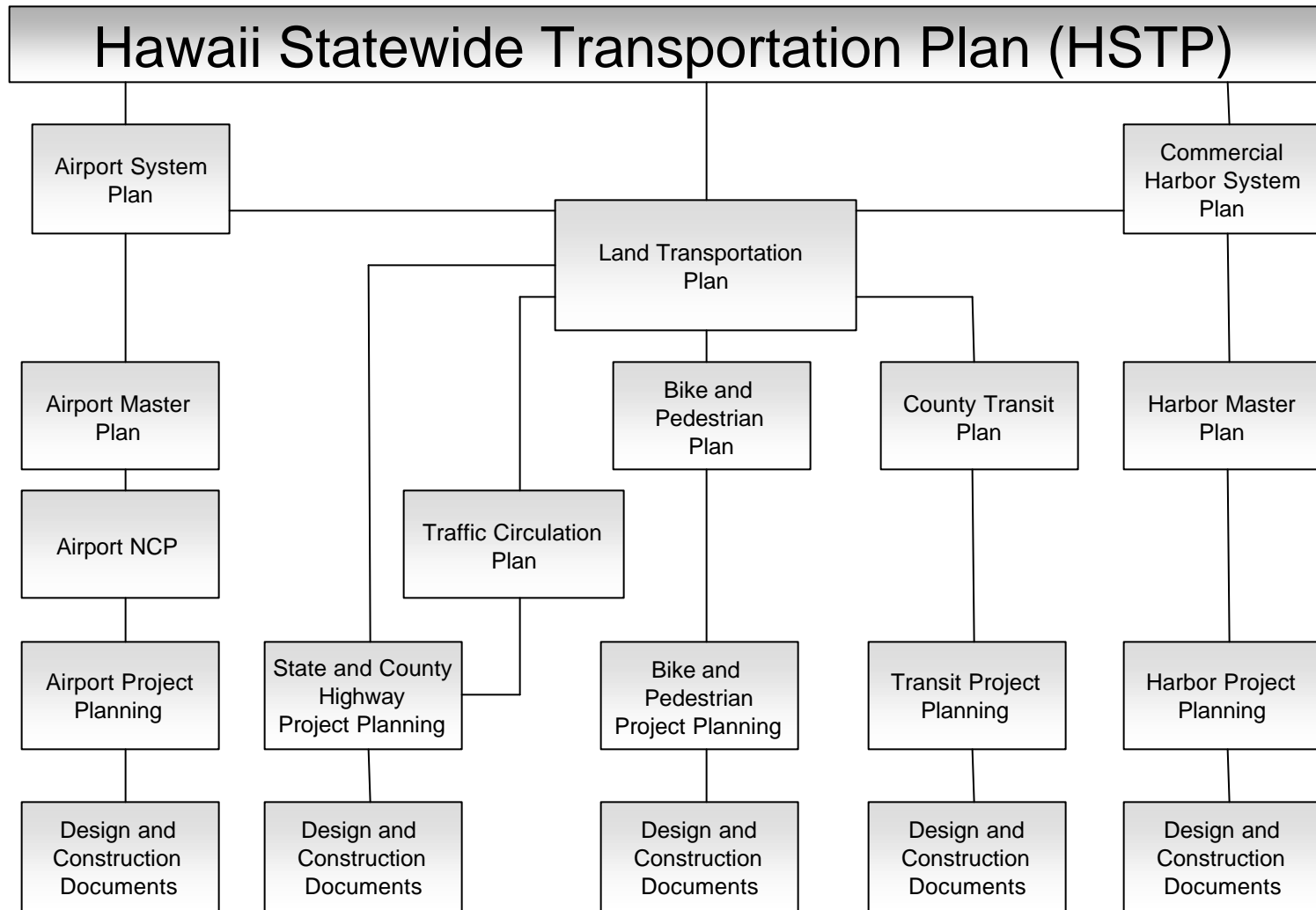
- Identify the funding for the implementation of the transportation improvements projects.
- Create the capital resources to enable the project to be constructed.
- Assess the effectiveness of the improvement program.

2. Transportation Planning Activities

The Hawaii Statewide Transportation Planning Process is used to prepare or implement various activities. The products resulting from the completion of these activities and their relationship to one another is illustrated in Figure III-3. The chart illustrates the general hierarchy of the various plans and their organizational relationship to one another. The following provides a description of key products in the chart.

a. Hawaii Statewide Transportation Plan. The Hawaii Statewide Transportation Plan (HSTP) is an umbrella document that guides future planning for air, harbor, and

**Figure III - 3
Hierarchy of Transportation Program Documents**



land transportation facilities and programs. It is prepared by the Hawaii Department of Transportation in collaboration with other county and federal agencies. The HSTP is developed within the context of a fully coordinated process that ensures consideration of all options, including modes (air, water, and land), in the preparation of the plan. The HSTP is used to provide the foundation for the preparation of the statewide system plan for each of the three modal elements. It provides the mechanism to satisfy the federal requirements for coordination as well as the means of ensuring that all options and modes are considered.

b. Statewide Modal Plans/Strategies. Statewide master plans are also part of the overall Hawaii Statewide Transportation Planning Process for each of the modes, i.e., air, water, and land transportation. The processes used to develop master plans for each of the modes of transportation within the comprehensive framework administered by the HDOT are described below.

- **Statewide Airports System Plan**

The Airports Division of HDOT is responsible for the statewide airports program. The specific duties and responsibilities of the Airports Division include the authority to plan, construct, enlarge, maintain, operate, regulate, and improve airports as a financially self-sustaining system. The Hawaii Statewide Airport System is unique in that the State of Hawaii owns and operates all publicly owned airports in the state. Publicly owned airports in other states are normally operated by local or regional government agencies.

As such, aviation needs for areas within these states must be addressed as part of a regional metropolitan airport system plan. These regional plans become one of a series of independent subsystems of a statewide airport system plan for the state.

The Hawaii Airports System Strategic Plan will provide guidance for decision-making on facility development, airport operations, and financial management. The Statewide Airport System Plan (SASP) and airport master plans should follow the direction of the Strategic Plan. The Statewide Airport System Plan for the State of Hawaii is one of a hierarchy of plans spanning the range from

national airport planning to individual airport master plans. Individual airport master plans have the most detailed focus in the planning hierarchy while the SASP provides the framework for the preparation of these master plans. The SASP addresses the development and maintenance of the system of airports that satisfies the needs of the State of Hawaii for a twenty (20) year timeframe. It is an integral element of the Hawaii Statewide Transportation Plan, and its preparation is coordinated with the long-range plans for the commercial harbor system and the land transportation system. Its primary purpose is to provide the basis for definitive and detailed airport planning, including the preparation of individual airport master plans. The SASP is a strategic plan for the development and operation of the airports system. It also includes an airport system capital improvement program.

- **Statewide Harbors System Plan**

The Harbors Division is responsible for the statewide commercial harbor system. The Harbors Division exercises control and management of commercial harbors, commercial harbor and waterfront improvements, docks, ports, wharves, quays, bulkheads, and landings belonging to or controlled by the State of Hawaii. This control of operations includes the authority to establish and enforce schedules of fees for use of state facilities.

The Commercial Harbor System Plan is developed at the statewide level using statewide planning parameters similar to those used by the Airports Division. Because the vast majority of cargo is brought into and is exported from the state through the Honolulu Harbor, the Commercial Harbor System Plan is first used to estimate harbor requirements for the Honolulu Harbor. Once the Honolulu Harbor requirements are defined, the harbor requirements for the other commercial harbors are estimated along with the requirements for Kalaeloa Barbers Point Harbor. Harbor master plans for each of the individual facilities are based on the requirements identified through this process.

As part of its continuing planning effort, the Harbors Division is also responsible for the development of twenty-year master plans for each of the state-owned and/or operated port facilities. Since the future plans for a specific port facility

will directly affect the users of the facility and the private businesses that depend on the shipping services provided by users, the Harbors Division pursues joint private sector/government efforts by coordinating the planning process with representatives from facilities users; the local business community; and federal, state, and county government agencies.

- **Land Transportation Plan**

Unlike the state's airport and harbor systems, which are the responsibility of HDOT, the planning, implementation, operation, and maintenance of the state's land transportation systems are addressed through the concept of home-rule. Separate processes are used to develop the long-range master plans for the land transportation systems within the rural and urban portion of the state. The appropriate process for the state's urbanized areas is the responsibility of the Oahu Metropolitan Planning Organization (OMPO). The Countywide Transportation Planning Process (CTPP), which is used on the neighbor islands of Hawaii, Maui, and Kauai Counties, is administered by the HDOT in cooperation with each respective county.

- 1) Oahu Regional Transportation Plan**

The OMPO and its participating agencies are responsible for the preparation of the Oahu Regional Transportation Plan (ORTP), which serves as a guide for the development of the major surface transportation facilities and programs to be implemented on Oahu. The plan intends to identify short-range and long-range strategies and actions, which will lead to the development of an integrated inter-modal transportation system facilitating the efficient movement of people and goods. The ORTP is developed within the context of the comprehensive, cooperative, and continuing (3C) planning process established and carried out by the OMPO and its participating agencies. It must be reviewed and updated at least every five years to:

- Validate and ensure consistency with current and forecasted transportation and land use conditions and trends
- Ensure that a 20-year planning horizon is addressed

2) Countywide Land Transportation Plan

The Countywide Transportation Planning Process (CTPP) is established through an agreement between the State of Hawaii and the Counties of Hawaii, Maui, and Kauai to provide a mechanism that satisfies the 3C planning process requirements. The 3C process requires that the HDOT be an active participant in the planning activities and provide technical and financial assistance to counties to facilitate the completion of the planning activities. The countywide long-range land transportation plan includes the identification of short-range and long-range strategies and actions that will lead to an integrated inter-modal transportation system facilitating the efficient movement of people and goods. The plan also contains a financial element that identifies current and potential future sources of revenue that may be available for its implementation.

c. Modal Facility Master Plan. The statewide system master plan provides the strategic framework and the system facility inventory for each mode. The planning process also requires that a facility master plan be prepared for each modal facility in the system plan.

- **Statewide Airports System Plan**

Facility requirements for each primary airport identified in the Hawaii Statewide Airport System Plan (SASP) must be prepared. The Master Plan should detail the specific long-range plans of the individual airports by incorporating the strategic framework of the SASP with site specific development issues and alternatives, input from stakeholders, forecasts of future demand, and an analysis of revenue expansion opportunities.

- **Harbor Master Plan**

The long-range development plans of each commercial harbor included in the Hawaii Statewide Harbor System Plan have historically been developed with separate commercial harbor master plans for each facility. Beginning with the preparation of the Oahu Commercial Harbors 2020 Master Plan, the facility master plans now address each facility as dependent harbors whose activities are closely entwined. Because the Honolulu Harbor is the hub of the state's

commercial harbor operations, the master plans of Kewalo Basin and Kalaeloa Barbers Point Harbor have been combined with the planning for the Honolulu Harbor. In turn, the planning for the harbors on the neighbor islands is conducted while recognizing their interdependence on each other's operation.

- **Land Transportation Facility Master Plan**

Although the ORTP and the countywide land transportation master plans for the neighbor islands include a detailed highway plan for each county, it may be necessary to supplement the plan with a more comprehensive master plan for other modes. The most common of the other modal master plans are public transportation and bikeways.

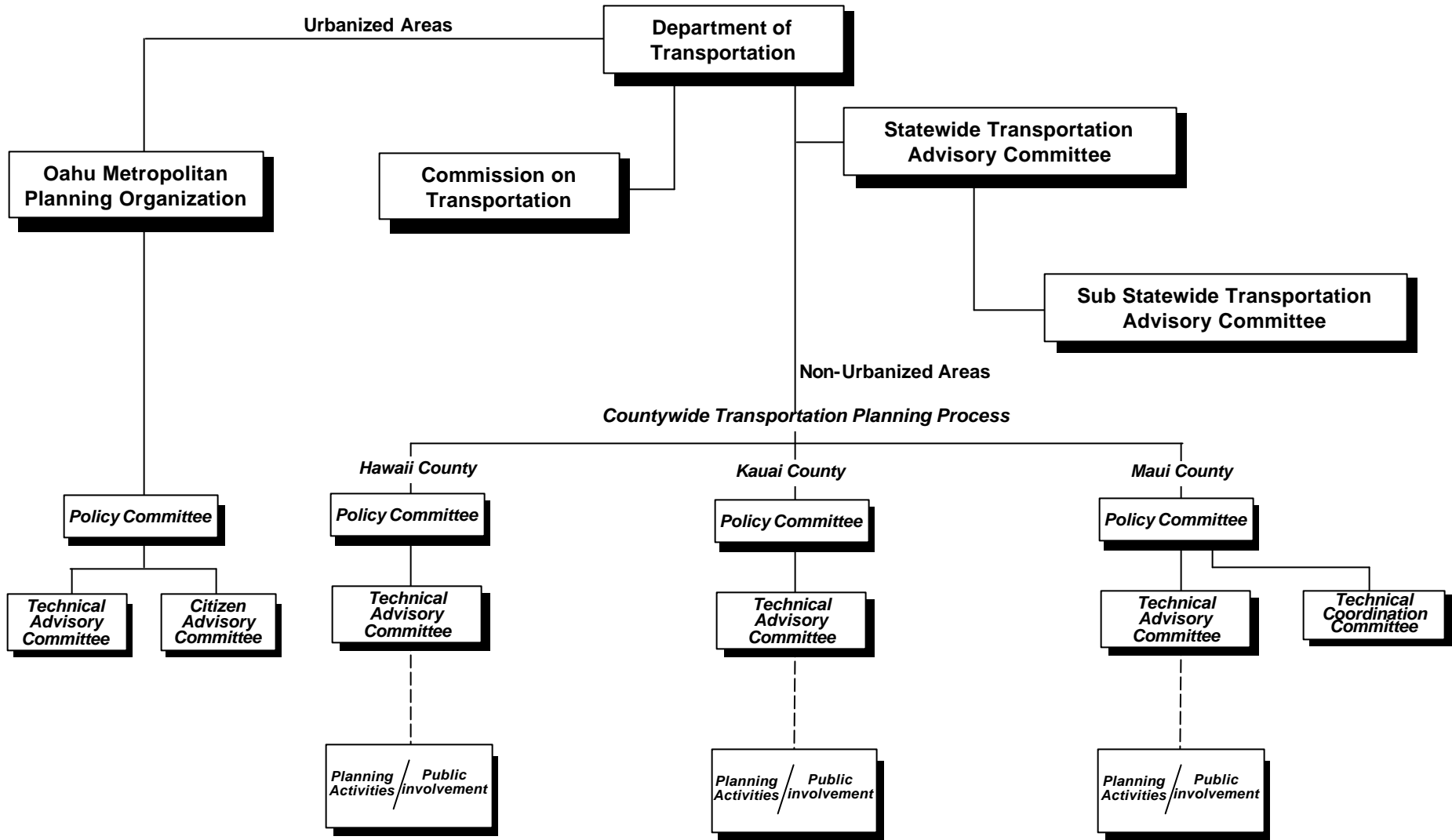
d. Project Plans. The final step in the overall statewide transportation planning process that leads to the implementation of transportation improvements is the project development element. This element results in project plans for individual transportation improvement. It is accomplished by the various divisions, i.e., airports, harbors or highways, or by the counties. Transportation projects that have been funded require the completion of preliminary engineering to assess the physical feasibility of the project and to satisfy local, state, and federal requirements for funding and environmental processing, preparation of design or construction drawings, detailed cost estimates, and actual construction.

3. Organizational Structure of Planning Process

Figure III-4 illustrates the organizational structure established to implement the various elements of the Hawaii statewide transportation planning process identified in Figure III-1 and described above. The structure has three primary components:

- The Department of Transportation and the commissions and committees that serve as advisors
- The Oahu Metropolitan Planning Process used for the urbanized area of the state

Figure III - 4
Transportation Planning Process
Organization Structure



- The Countywide Transportation Planning Process (CTPP) used in the non-urbanized areas of the state

a. Department of Transportation. The first component of the organizational structure identifies the Hawaii Department of Transportation as the focal point with three primary groups serving as advisory boards.

- **Commission on Transportation (COT)**

The State HRS provides for a Commission on Transportation (COT) to serve in an advisory capacity to the director. There are eleven members on the commission, the number of members approximately proportional to the population of the respective county.

- **Statewide Transportation Advisory Committee**

The Statewide Transportation Advisory Committee (STAC) is established to advise the Department of Transportation on transportation policies and administrative issues by providing local transportation officials a forum for coordinating discussions on and review of planning, programming, and project development activities.

The STAC membership shall consist of the directors from the following transportation agencies:

State of Hawaii

- Department of Transportation
- Department of Business, Economic Development & Tourism

City and County of Honolulu

- Department of Transportation Services
- Department Planning and Permitting

County of Hawaii

- Planning Department
- Department of Public Works

County of Kauai

- Planning Department
- Department of Public Works

County of Maui

- Planning Department
- Department of Public Works and Wastewater Management

Ex-officio members shall consist of:

Metropolitan Planning Organization

- The Executive Director of the Oahu Metropolitan Planning Organization

Federal Transportation Officials

- Federal Highways Administration Representative
- Federal Transit Administration Representative
- Federal Aviation Administration Representative

- **Sub-Statewide Transportation Advisory Committee**

The Sub-Statewide Technical Advisory Committee (SubSTAC) is established to serve as a technical liaison to the respective members on the Statewide Transportation Advisory Committee by providing technical support and advice and ensuring technical competence in the statewide transportation planning process through the meeting of senior transportation officials of state and county governments who discuss and review planning, programming, and project development activities.

The SubSTAC membership shall consist of the senior transportation managers from the following agencies:

State of Hawaii

- Department of Transportation
- Department of Business, Economic Development & Tourism

City and County of Honolulu

- Department of Transportation Services
- Department Planning and Permitting

Hawaii County

- Planning Department
- Department of Public Works

Kauai County

- Planning Department
- Department of Public Works

Maui County

- Planning Department
- Department of Public Works and Wastewater Management

Ex-officio members shall consist of:

Metropolitan Planning Organization

- The Executive Director of the Oahu Metropolitan Planning Organization

Federal Transportation Officials

- Federal Highways Administration Representative
- Federal Transit Administration Representative
- Federal Aviation Administration Representative

There are also two in-house planning committees created to advise the director of the Department of Transportation on a variety of statewide issues related to the planning of transportation services in the state. They include:

- **Rural Transportation Technical Advisory Committee**

Membership on this advisory committee includes representatives of the state department of transportation and the transit officials from the neighbor island counties. This committee exists primarily to provide guidance to the STAC on issues associated with the transit systems on the neighbor islands.

- **DOT Planning Committee**

The HDOT Planning Committee was formed to serve as an in-house advisory group to the HDOT director. Its members include the planning representatives of the Airports, Harbors Division, and Highways Division. The committee advises the director on all planning issues that are the responsibility of HDOT. These include issues associated with the airports system, the harbors system, and the state highways system.

b. Oahu Metropolitan Planning Organization (OMPO). The OMPO is an advisory organization responsible for coordinating transportation planning on Oahu. OMPO and its participating agencies are responsible for the preparation of the Oahu Regional Transportation Plan (ORTP), which serves as a guide for the development of the major surface transportation facilities and programs to be implemented on Oahu. The plan intends to identify short-range and long-range (20 to 25 years into the future) strategies and actions that will lead to the development of an integrated inter-modal transportation system. This system will facilitate the efficient movement of people and goods. The ORTP is developed within the context of the comprehensive, cooperative and continuing (3C) planning process established and carried out by the OMPO and its participating agencies. It must be reviewed and updated at least every five years to confirm its validity and consistency with current and forecasted transportation and land use conditions and trends.

Although OMPO functions as the lead agency, the development of the ORTP is a cooperative planning effort that includes the significant involvement of agencies from the State of Hawaii and the City and County of Honolulu. These agencies include:

State of Hawaii

- Department of Transportation (DOT)
- Department of Business, Economic Development & Tourism (DBEDT)

Oahu and City and County of Honolulu

- Department of Transportation Services (DTS)
- Department Planning and Permitting (DPP)

The organizational structure of the OMPO consists of three committees that establish policies, advise, and guide the development of the technical products prepared by the OMPO and its staff.

- **Policy Committee (PC)**

The PC determines the direction of the OMPO effort, considers and approves transportation planning issues, and makes final approval for OMPO matters. It is comprised of 13 members. Five members are from the Honolulu City Council, including the chair of the Council Transportation Committee; three members are state senators, including the chair of the Senate Transportation Committee; three members are state representatives, including the chair of the House Transportation Committee; one member is the director of the state DOT; and one member is the director of the city DTS.

- **Technical Advisory Committee (TAC)**

The TAC provides technical input to OMPO's planning process, acts as the technical liaison between the Policy Committee and the OMPO Executive director, provides advice to the Policy Committee and the OMPO Executive director on technical matters, and ensures the technical competence of the planning process. The TAC consists of two staff representatives each from the city planning and transportation departments, two staff representatives from the state DOT, two staff representatives from the state DBEDT of which one staff member is from the Office of Planning (OP), one staff representative each from the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and Federal Aviation Administration, the managing director of the Hawaii Transportation Association, and a faculty member of the University of Hawaii (with background in transportation or city planning).

- **Citizen Advisory Committee (CAC)**

The CAC is a volunteer group of non-governmental organizations interested in transportation planning on Oahu. It provides input to advise the Policy Committee and the OMPO Executive Director on public concerns and needs relating to transportation planning issues. The CAC is also a source of

valuable public input for OMPO-generated plans and programs. Additionally, the CAC reviews and develops recommendations to improve the OMPO public involvement program. The membership includes community organizations, professional associations, neighborhood boards, special interest groups, and transportation providers. Organizations seeking membership need to have their representatives attend at least four meetings of the CAC within a twelve-month period and submit, to the OMPO Policy Committee Chair, a written request for appointment to the CAC. The CAC currently consists of 49 member organizations.

- **Executive Director and Staff**

The Executive Director and staff are responsible for all matters of administration, implementation of policy, project direction, and coordination as directed by the Policy Committee.

c. Countywide Transportation Planning Process. The Countywide Transportation Planning Process (CTPP) was established through an agreement between the State of Hawaii and the Counties of Hawaii, Maui, and Kauai to provide a mechanism that results in the fulfillment of the 3C process, i.e., Cooperative, Comprehensive, and Continuing, within each county. This process requires the State of Hawaii Department of Transportation to be an active participant in the development of these plans and provide technical and financial assistance to counties to facilitate the completion of the planning process. Although the primary impetus for the development of this organizational structure was the preparation of the Long-Range Countywide Land Transportation Plan for the Counties of Hawaii, Maui, and Kauai, this same organizational structure is used in the completion of all of the transportation activities identified in Figure III-2.

- **Participating Agencies**

The CTPP process is designed to function as a fully cooperative activity that requires the participation of the State of Hawaii Department of Transportation, the County Department of Public Works, and the County Department of Planning for each county.

- **Organizational Structure**

The process includes an organizational structure with two committees that result in efficiency and equity.

1) Policy Committee

Composed of the directors of the three participating agencies, i.e. the State Department of Transportation, the County Department of Public Works, and the County Department of Planning.

2) Technical Advisory Committee (TAC)

Composed of senior staff of each agency.

The process also provides for the appointment of Citizen Advisory Committees for specific planning activities. These are not standing committees and are not reflected in the organizational structure, but they are an integral element of the planning process as described below.

C. PUBLIC INVOLVEMENT

TEA-21 provides specific guidelines for the public involvement program that has been included in the Hawaii statewide transportation planning process, thus satisfying federal requirements. The Public Involvement Policy for the State of Hawaii Department of Transportation is summarized in Appendix G. Appendix H provides a detailed description of the Public Involvement Procedures that are recommended for use in the implementation of these policies. The public involvement program used in the Hawaii statewide transportation planning process was designed to adhere to the following statement:

"The public involvement processes are open and proactive providing complete information, timely public notice, full public access to key decisions, and opportunities for early and continuing involvement by its residents."

1. Public Involvement Methods and Activities

The objectives are accomplished through the incorporation of the following activities:

- Providing early and continuing public involvement opportunities throughout the transportation planning and programming process;
- Distributing timely information about transportation issues and processes to the public, affected public agencies, representatives of transportation agencies, private providers of transportation, freight shippers, users of public transportation, and other interested parties and segments of the community affected by transportation plan, programs, and projects;
- Providing reasonable public access to technical and policy information used in the development of plans;
- Giving adequate public notice of public involvement activities and giving adequate time for public review and comment at key decisions points, including, but not limited to, action on the plan;
- Giving explicit considerations and responses to public input during the planning and program development process, including responses to input received from persons with disabilities, minorities, the elderly, and low-income residents;
- Seeking out and considering the needs of those who are traditionally underserved by existing transportation systems, including, but not limited to low-income and minority populations that may face challenges accessing employment and other amenities; and
- Reviewing periodically the effectiveness of the public involvement process to ensure that the process provides full and open access to all and envisions any necessary modifications, with specific attention to the efforts to engage persons with disabilities, minority individuals, the elderly, and low-income residents.

The planning process must ensure that public involvement activities conducted on Oahu, the lone metropolitan area in the state, are carried out in response to the requirements as established by OMPO and in compliance with the objectives identified above.

The public involvement program must also ensure that the following objectives are satisfied during the initial development and when major revisions are made to plan documents and programs.

- The public, affected public agencies and jurisdictions, representatives of transportation agencies, private and public providers of transportation, users of transit services, freight shippers, and other interested parties must be provided with a reasonable opportunity to comment on the plan. To accomplish this, the plan must be published, with reasonable notification of its availability, or otherwise made available for public review and comment.
- The public, affected public agencies and jurisdictions, representatives of transportation agencies, private and public providers of transportation, users of transit services, freight shippers, and other interested parties must be provided with a reasonable amount of time to review and comment on the plans and programs.
- The process must provide an appropriate procedure for public involvement throughout the planning process, ensuring that the procedures are published and available for public review.

2. Elements of the Transportation Planning Process

Figure III-5 provides a graphic illustration of the generic flow of activities needed to satisfy the requirements of the Hawaii transportation planning process. The chart identifies the various activities that must be completed, the inter-relationship of these activities, and the sequence in which they must be conducted. The flow of activities illustrates the general relationship of the technical activities, provides for coordination between agencies to obtain citizen input, and provides data required to implement the approval process.

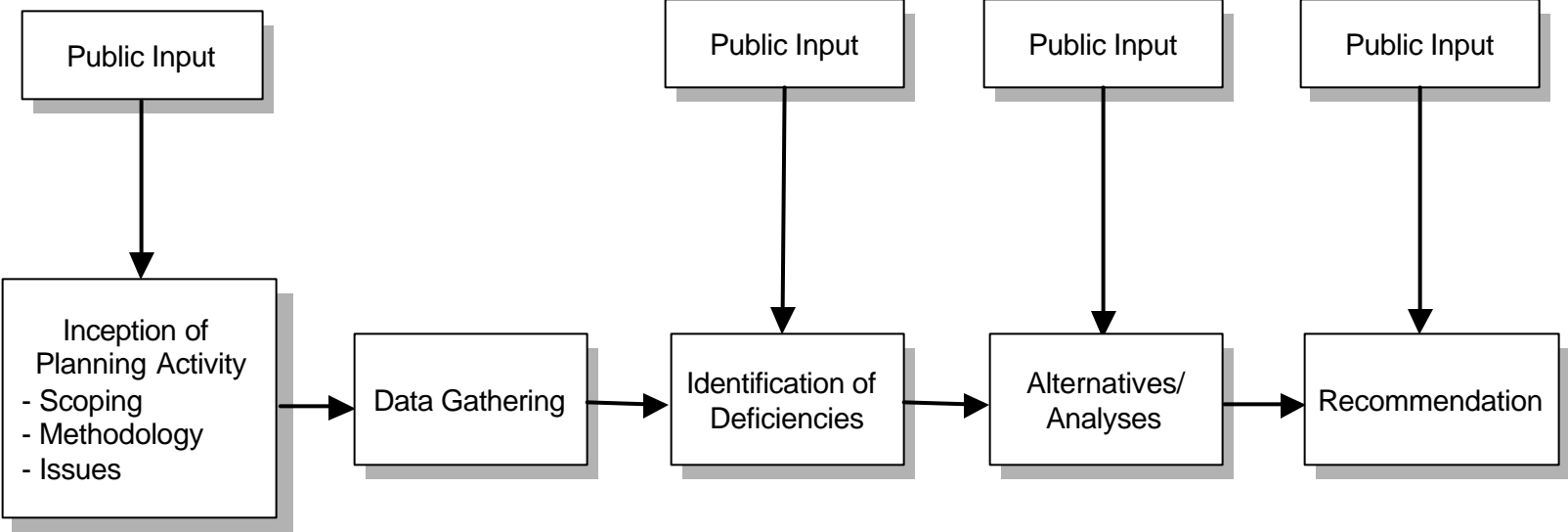
Technical activities include the following elements:

1. Preparation of Planning Document

These are the activities associated with the actual preparation of the planning documents. These include the identification of data collection and analysis, the identification of deficiencies, the development and evaluation of alternatives, the selection of recommended courses of action, and the preparation of the plan.

Figure III - 5

**Integration of Public Involvement with
Typical Planning Activity Flow**



2. Approval of Master Plan

The approval process of the plan document depends upon the nature of the plan itself; the process for the Statewide Airport System Plan is conducted at a statewide level while the process for a countywide master plan of highways would be limited to the relevant county.

Coordination of activities include the following:

1. Coordination with Planning Process

It is important that all planning activities associated with the transportation system be brought to the attention of the appropriate agencies and organizations within the overall transportation planning process. The specific points of coordination and points of contact vary depending on the product that is being prepared.

2. Citizen Input

The most essential element of the process is to ensure that an appropriate level of public outreach is implemented at each step. It may be necessary to prepare a specific outreach program as part of the process for the preparation of each planning document.

Approval activities involve the following:

1. Decision makers

This category includes both the legislative branch office holders, i.e., county council members and state legislators, and the executive branch, i.e., mayors and governor.

2. Transportation Managers

These are the appointed cabinet members who serve as directors of the departments and are responsible for the transportation services, facilities, and programs. They include the director of HDOT, the directors of the Department of Transportation Services and Department of Planning and Permitting for the City and County of Honolulu, and the directors of Departments of Public Works and Planning for each neighbor island.

3. Transportation Technical Staff

These are the members of the technical staffs for each department responsible for the planning, administration, and implementation of transportation systems.

The Hawaii Statewide Transportation Planning Process does not expect that a rigid flow of activities be established but rather requires that each critical element be included in the process. The coordination and decision-making activities must be an integral part of the process during the completion of the technical activities and must occur at appropriate times during the process. For example, limiting the coordination with decision makers and/or conducting public outreach at the conclusion of the process are not sufficient. These must be included in each step of the process to satisfy the requirements of the transportation planning process.

D. FEDERAL PLANNING REQUIREMENTS

Recent federal legislation, including TEA-21, its predecessor ISTEA, and the Clean Air Act amendments, have numerous provisions that have changed how transportation policies, plans, and programs are developed and implemented by state and local agencies. With the passage of ISTEA and the subsequent passage of TEA-21, transportation planning and programming took dramatic, visionary steps forward. TEA-21 introduced many new mandates, yet strengthened previous requirements for planning and programming transportation improvements.

1. Basic Requirements

TEA-21 places new emphasis on transportation planning activities at both the state and local levels. Planning activities carried out by the state are to be conducted in consultation and in cooperation with the rural areas of the state with the counties and the urbanized areas through the metropolitan planning organization. The statewide transportation planning processes must be conducted within the guidelines of these basic minimum requirements:

1. Data collection and analysis;
2. Consideration of the seven planning factors as described below;
3. Coordination with activities as described below;

4. Development of a statewide transportation plan for all areas of the state that considers a range of options directed at satisfying the needs of all modes and their connections;
5. Development of a statewide transportation improvement program (STIP) for all areas of the state; and
6. Implementation of a process to ensure that no person on ground of race, color, sex, national origin, age, or physical handicap is excluded from participation in, denied benefits of, or subject to discrimination under any program or activity receiving federal assistance from the U.S. Department of Transportation.

2. Planning Factors

Federal regulations as promulgated in TEA-21 indicate that the statewide transportation planning process for each state must provide for consideration of projects and strategies that will:

1. Support the economic vitality of the United States, the states, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety and security of the transportation system for motorized and non-motorized users;
3. Increase the accessibility and mobility options available to people and for freight;
4. Protect and enhance the environment, promote energy conservation, and improve quality of life;
5. Enhance the integration and connectivity of the transportation system, across and between modes throughout the state, for people and freight;
6. Promote efficient system management and operation; and
7. Emphasize the preservation of the existing transportation system.

The following provides a discussion of the potential application of the TEA-21 planning factors into the development of the Hawaii Statewide Transportation Plan.

a. Economic Vitality. The long-range considerations relative to this factor, i.e., supporting the economic vitality of the metropolitan area, include developing and

enhancing inter-modal facilities, increasing access to airport and harbor facilities, and engaging in public/private partnerships that increase efficiency and productivity of the economy. Other long-range considerations relative to this factor include implementing transportation decisions that are consistent with land use policies, considering transportation improvements that are directly related to economic development programs, and creating programs that result in conservation in energy consumption. These policies must all be an integral element of the process. Consideration of these policies into the long-range transportation planning activities can be accomplished by incorporating project selection criteria that are consistent with these objectives. Potential criteria in this category include issues that promote community integration, measures that promote long-term meaningful employment opportunities, means of measuring increases in accessibility, measures to improve modal connectivity, and assurance that impacts on the infrastructure of the community are minimized.

b. Safety and Security. The ability of the HSTP to satisfy this factor requires the consideration of long-range issues such as community access, transit usage, social equity, and upgrades to systems to accommodate safety and security issues. To ensure that these factors are included in the development of the plan, the project selection should include criteria that benefits across modes, recognizes community integration and impacts on communities, and uses human safety as a means of measuring project effectiveness.

c. Accessibility and Mobility. Multi-modal considerations, transit accessibility, and level of service provided by public transportation are the key long-range considerations required to address this planning factor. Project selection criteria should include prevention of bottlenecks, prevention of segmentation in project continuity, inter-modal connectivity, and community-based economic development.

d. Protect Environment and Conserve Energy. Long-range considerations required to ensure that this planning factor is adequately addressed include air and water quality issues; energy consumption in the development of the plan; livability of communities, including social cohesion, physical connections, urban design, and the potential for growth and growth inducement. The identification of transportation projects to be included in plans should address issues related to environmental

impacts, emissions reduction, and preservation and conservation of valuable resources.

e. Connectivity of System Inter-modal transfer facilities, airport and harbor access roads, container policies, and freight policies/needs are the long-range considerations most relevant to this planning factor. Inter-modal connectivity, accessibility for people and freight, congestion relief and improved safety are the project selection criteria that would be most relevant to the process.

f. System Management The long-range considerations most appropriate for this planning factor are life cycle costs, development of inter-modal congestion strategies, and deferral of capacity increases in lieu of measures to better manage existing facilities. Project selection criteria that would best serve this factor include the effectiveness of improving the existing system, congestion impacts, community and natural impacts, and maintenance of existing facilities.

g. Preserve Existing System The long-range considerations that would most serve this factor are maintenance priorities in the preparation of transportation budgets, travel demand reduction strategies, growth assumptions that are less aggressive and more in line with community expectations, and alternative modes in the development of long-range plans. Project selection criteria that enhance this factor include maintenance versus new capacity considerations, reallocation of funds among modes, and consideration of alternatives that reflect planning strategies consistent with preservation as the primary goal.