

**OVERALL WORK PROGRAM**  
**Fiscal Year 2021**  
(July 1, 2020 – June 30, 2021)

**Endorsed by the OahuMPO Policy Board on  
November 24, 2020**

*Revision #1*



Prepared by

OAHU METROPOLITAN PLANNING ORGANIZATION

In Cooperation with Its Member Agencies

State of Hawaii Department of Transportation  
City and County of Honolulu Department of Transportation Services  
Honolulu Authority for Rapid Transportation

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

## Executive Summary

Revision #1 proposes an additional \$768,000 in federal funding and \$192,000 in non-federal match funding to add two subrecipient planning studies.

The additional federal funding is available for obligation upon authorization of the funds by Hawaii DOT. The non-federal match funding will be provided by the agency partners proposing the new studies.

This revision qualifies as an amendment because it is greater than a 10% difference in OahuMPO's overall OWP budget and changes the scope of OahuMPO tasks. Since it is an amendment, it requires public review and Policy Board approval.

**Table ES-1. Expended Funding Sources and Programmed Expenditures**

Expected Funding Sources	Total
FHWA-PL	\$1,638,079
FTA 5305(d)	\$317,364
OahuMPO Member Dues	\$375,000
Local match for subrecipient studies	\$527,000
Subtotal: FY2021 <b>New</b> Funding	\$2,857,443
FHWA-PL - Unobligated from prior years	\$7,927,357
TOTAL AVAILABLE FUNDING	\$10,784,800

  

Programmed Work Elements	Total
OWP FY2021 Total Request	\$4,510,000

## Introduction

This document presents Revision #1 to the FY 2020-2021 Overall Work Program (OWP) for the Oahu Metropolitan Planning Organization (OahuMPO). The OWP serves as the key management tool for coordinating and conducting the transportation planning activities of the OahuMPO, State of Hawaii (State), City and County of Honolulu Department of Transportation Services (DTS), and Honolulu Authority for Rapid Transportation (HART) on the island of Oahu. The OWP is a prerequisite for metropolitan transportation planning activities performed with Federal funds provided under 23 United States Code (U.S.C.) and 49 U.S.C. 53.<sup>1</sup>

### Types of OWP Revisions

According to the Overall Work Program (OWP) Process and Procedures (September 2015), the OWP may be revised in two ways.

An **Administrative Modification** is a revision that transfers funding between approved work elements provided, but:

- The amount of money to be transferred does not exceed \$100,000 per transfer and –cumulatively – changes do not exceed 10% of the total approved budget for that OWP year; and
- The tasks and/or objective of the work element are unchanged.

An Administrative Modification does not require Federal or Policy Board approval. Notification will be given to awarding agency or agencies (FTA, FHWA), the Policy Board, and the advisory committees; and the changes to the work element will appear in the next fiscal year's OWP. No public, CAC, intergovernmental, TAC, or Policy Board reviews are required.

An **Amendment** is a revision that

- Exceeds the limits of an Administrative Modifications as shown above,
- The objective and/or tasks of the work element have changed; and/or,
- A new work element is added; and/or
- A work element is deleted.

An amendment to the OWP must go out for review by the CAC, general public, interested parties, intergovernmental review, and TAC. It must be approved by the Policy Board. The approved amendment must be sent to the awarding agency or agencies for its acceptance prior to incorporation into the work program.

### Revision #1 Summary

Revision #1 is an amendment that adds two subrecipient studies to the OWP FY2021.

#### Proposed New Work Elements

- **Work Where You Live**  
The Department of Transportation Services and the State of Hawaii Office of Planning jointly propose a study to assess the telework experience of Oahu based State of Hawaii employees and the City and County of Honolulu employees during the COVID-19 pandemic with the intent of formulating and promoting updated telework policies that provide State and City employees with greater flexibility and options for working from home.

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<sup>1</sup> 23 CFR 450.308.

- **Congestion & Mobility Pricing Study**

The Congestion and Mobility Pricing Study will assess the technology and test site options for implementing a congestion pricing program in Honolulu. Through the study's technical assessment, stakeholder engagement process, and test site recommendations, the potential benefits and impacts of a congestion pricing program will be calculated and documented.

This study will be led by the City and County of Honolulu Department of Planning & Permitting in coordination with the Department of Transportation Services.

The OahuMPO Citizen Advisory Committee proposed a Congestion Pricing Study in the OWP FY21. This study as proposed by DPP is being added in Revision #1 and not in the original work program because a lead agency for the study was not identified until after the public review draft was finalized.

Proposed changes are shown in **bold text** on the following pages. Proposed new text is shown underlined, while text to be deleted is shown as ~~strike through~~.

## Task 2: Data Development & Maintenance

### **Purpose**

To create, update, and maintain spatial information, demographic data, and analyses to support planning efforts.

### **New Work Element**

#### **Task 2.5: Work Where You Live**

##### **Description**

This project will assess the telework experience of Oahu-based State of Hawaii employees and City & County of Honolulu employees during the Stay-at-Home/Work-from-Home period of the COVID-19 pandemic with the intent of formulating and promoting updated telework policies that provide State and City employees with greater flexibility and options for working from home.

Telework or telecommuting has the benefits of reducing commute time and vehicle miles traveled, reducing traffic congestion, reducing office space needs, and improving the quality of life, especially for employees faced with long commutes. It could also provide an incentive for the recruitment and retention of State and City employees. Project benefits further include a reduction of carbon footprint and greenhouse gas emissions in support of the State's energy efficiency and State and City climate adaptation, resiliency, and sustainability goals.

##### **Project Justification**

The project involves a viable transportation demand management strategy as provided by 23 CFR Subpart C §450.322 Congestion management process in transportation management areas. With expanded use of a more widely-accepted telework program, eligible State and City employees are expected to commute less frequently and during off-peak hours, reducing roadway congestion and vehicle miles traveled.

The State and City's telework policies were developed 5 to 10 years ago and need to be updated in consideration of enhanced digital capabilities and the extensive recent telework experience from the Stay-at-Home/Work-from-Home order from March through September 2020.

##### **Work Products**

- Survey of State and City employees and managers on Oahu – methodology, questionnaire and analysis of survey results
- Documentation of research and review of best practices in telecommuting and telework from other governmental jurisdictions.
- Presentation of study findings and preliminary recommendations.
- Report of study findings and recommendations.
- Draft telework policies (City and State)
- Training materials.

##### **Responsible agency:**

- The Department of Transportation Services in coordination with
  - State Office of Planning
  - State Department of Human Resources Development

**Project schedule:** November 2020 – June 2024

<b>BUDGET SUMMARY - TASK 2</b>			Funding Request for OWP FY2021			OWP FY2021 Revision #1			Difference
Task	Title	Agency	FHWA-PL	Local Match	Total	FHWA-PL	Local Match	Total	
2.2	Computer Model Operations and Support - Staff time	OahuMPO	\$28,800	\$7,200	\$36,000	\$28,800	\$7,200	\$36,000	\$0
2.2a	Computer Model Operations and Support - Consultant	OahuMPO	\$160,000	\$40,000	\$200,000	\$160,000	\$40,000	\$200,000	\$0
2.2b	Computer Model Operations and Support - TDFM Data Purchase	OahuMPO	\$40,000	\$10,000	\$50,000	\$40,000	\$10,000	\$50,000	\$0
2.3	Title VI/EJ Monitoring	OahuMPO	\$5,200	\$1,300	\$6,500	\$5,200	\$1,300	\$6,500	\$0
2.4	Active Transportation Monitoring Data	DTS	\$160,000	\$40,000	\$200,000	\$160,000	\$40,000	\$200,000	\$0
<b>2.5</b>	<b>Work Where You Live</b>	<b>DTS/OP</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$80,000</b>	<b>\$20,000</b>	<b>\$100,000</b>	<b>\$100,000</b>
<b>TASK 2 TOTALS</b>			<b>\$394,000</b>	<b>\$98,500</b>	<b>\$492,500</b>	<b>\$474,000</b>	<b>\$118,500</b>	<b>\$592,500</b>	<b>\$100,000</b>

## Task 3: Short Range Planning

### **Purpose**

To perform the required short-range transportation planning activities which will assist in the development of long-range plans and on-going projects.

### **New Work Element**

#### **Task 3.22: Congestion & Mobility Pricing Study**

##### **Description**

The Congestion and Mobility Pricing Study will assess the technology and test site options for implementing a congestion pricing program in Honolulu. Through the study's technical assessment, stakeholder engagement process, and test site recommendations, the potential benefits and impacts of a congestion pricing program will be calculated and documented.

This study will examine the benefits and impacts of using congestion pricing to manage congestion and improve mobility, transportation equity and access, and environmental benefits in Honolulu. Honolulu's land use pattern is highly compact, and the potential for adding roadway capacity is extremely limited by geography and existing development. However, that geography makes decongestion zones feasible where limited roadway entrances and exits exist into candidate highly congested areas. While one likely pilot area might be Waikiki, the study will analyze the potential to implement a decongestion zone in all congested areas of Oahu including major peak period traffic corridors, peak event traffic conflicting time periods, Northshore area congestion caused by tourism activity and other urban area localized vehicle traffic problem areas.

The study will include a stakeholder engagement strategy, best practices research of active congestion pricing programs, and an initial analysis of baseline transportation challenges that a pricing strategy can help improve.

A main feature of the study will be developing a Proof of Concept (POC) program that matches technologies with test sites and pricing strategies. The technology options will include two groups: 1) proven technology applications and 2) prospective technology applications. The proven technology applications involve two types. One type is RFID and the other is LPR based. The study will demonstrate how these proven technologies can be used in candidate Oahu test sites.

The second group of prospective technology applications may include roadside Bluetooth readers, smartphone-based mobile applications with varying levels of roadside technology required, connected vehicle technology and global navigation satellite systems.

After review of technology options, the study will identify and evaluate several potential test sites based upon the size and location of the area, what kind of technology to use, what kind of fees to consider (modal specific, time based, real time congestion based, cordon area, corridor length, curb access, parking related or others). These options will then be narrowed down to a few candidate test sites and pricing strategies for more detailed evaluation.

Those selected candidate test sites will be more fully developed (including what, where, when, who, and how to charge), and fully evaluated to quantify impacts, benefits, potential costs (for both initial installation and ongoing operations) and revenue generated. The report will include recommendations for multiple test sites with corresponding technology applications and a procurement strategy to support implementation.

### **Project Justification**

The study is required to respond to the City and County of Honolulu charter revisions approved by the voters in 2016 that direct the Department of Transportation Services to develop enhanced revenue sources in partnership with the private sector to support the development and operation of the island's multi-modal transportation system.

The project is consistent with the regional goals and objectives of the ORTP. It is supported by Senate Concurrent Resolution 1 (2020) and House Concurrent Resolution 4 (2020) introduced at the request of the Hawaii Council of Mayors requesting that each county prepare a report on proposed applications of congestion pricing strategies. The project goals of improving multimodal access and equity are also supported by and consistent with Complete Streets Ordinance 12-15, the Honolulu Complete Streets Design Manual (2016), which specify that a multimodal approach must be considered in all planning documents for the development of all city transportation facilities and projects.

While increasing revenue is not a primary rationale, pricing can provide a source of revenue for improving roadway conditions, transit operations, and bicycle and pedestrian infrastructure. Other cities that have implemented congestion charges in their city center have seen improvements in their air quality. With rail expected to be fully operational in 2025, now is the perfect time to study cordon area congestion pricing as an option for managing congestion in Honolulu. The integrated rail and bus system will provide a reliable alternative to driving into the urban core of Honolulu, and thus provides an alternative to paying a congestion charge for those seeking to enter a controlled area.

### **Work Products/Outcomes**

- 1) Project Management Plan
- 2) Public and Partner Engagement Strategy
  - a) Project Steering Committee formation, support and presentations
  - b) Test Site Working Group(s) formation, support and presentations
- 3) Analysis of baseline transportation challenges, financial benefits and equity
- 4) Research case studies and best practices from active programs
- 5) Develop technology options for both proven and developing applications
- 6) Identify and evaluate potential test sites and pilot project approaches
  - a) Apply best practice technology options to alternative test sites
  - b) Consider area, zonal, corridor, curb access, loading, parking, or other fees
  - c) Identify options and conduct evaluation (consider legislative requirements, technical challenges, financial benefits, revenue forecasts, and revenue applications)
- 7) Develop test site options (what, where, when, who, and how to charge)
- 8) Conduct in-person, inter-active, ongoing stakeholder engagement
- 9) Prepare test site solicitation documentation and support as needed
- 10) Prepare draft and final report.



**Responsible agencies:**

- City and County of Honolulu Department of Planning and Permitting in coordination with the
  - Department of Transportation Services
  - Department of Customer Services
  - Department of Budget and Fiscal Services.

**Project schedule:** July 2021 – June 2025

<b>BUDGET SUMMARY - TASK 3<sup>2</sup></b>			Funding Request for OWP FY2021			OWP FY2021 Revision #1			Difference
Task	Title	Agency	FHWA-PL	Local Match	Total	FHWA-PL	Local Match	Total	
3.1	Transportation Improvement Program	OahuMPO	\$25,600	\$6,400	\$32,000	\$25,600	\$6,400	\$32,000	\$0
3.2	Transportation Alternatives Program Coordination	OahuMPO	\$12,000	\$3,000	\$15,000	\$12,000	\$3,000	\$15,000	\$0
3.17	Planning for Improved Resilience to Coastal Hazards through Green Infrastructure	DLNR	\$200,000	\$50,000	\$250,000	\$200,000	\$50,000	\$250,000	\$0
3.18	Multi-Modal Mobility Hub Planning for O'ahu	DLNR	\$100,000	\$25,000	\$125,000	\$100,000	\$25,000	\$125,000	\$0
3.19	Alternative Deployment of AV Technology Scenarios Planning	HART	\$40,000	\$10,000	\$50,000	\$40,000	\$10,000	\$50,000	\$0
3.20	Dillingham Corridor Mobility Data Planning Study	HART	\$80,000	\$20,000	\$100,000	\$80,000	\$20,000	\$100,000	\$0
3.21	Multi-Modal Transit Asset Management Plan - Phase 2	DTS	\$760,000	\$190,000	\$950,000	\$760,000	\$190,000	\$950,000	\$0
<b>3.22</b>	<b><u>Congestion and Mobility Pricing Study</u></b>	<b><u>DPP</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$0</u></b>	<b><u>\$688,000</u></b>	<b><u>\$172,000</u></b>	<b><u>\$860,000</u></b>	<b><u>\$860,000</u></b>
<b>TASK 3 TOTALS</b>			<b>\$1,217,600</b>	<b>\$304,400</b>	<b>\$1,522,000</b>	<b>\$1,905,600</b>	<b>\$476,400</b>	<b>\$2,382,000</b>	<b>\$860,000</b>

<sup>2</sup> This table does not include Task 3 studies programmed in prior OWP cycles.

## Budget Summary by Task

Tables 1 and 2 summarize programmed expenditures by task, with the breakdown of Federal and non-Federal funding sources. Amounts changing in Revision #1 are noted in **bold text** in Table 2.

**Table 1. OWP FY2021 Original Budget Summary by Task – For Reference**

Task	Title	FHWA-PL	FTA 5305(d)	Non-Federal Match Subrecipient Studies/Projects	Non-Federal Match Member Dues	Total
1	MPO Management & Program Administration	\$616,636	\$317,364		\$233,500	\$1,167,500
2	Data Development & Maintenance	\$394,000		\$40,000	\$58,500	\$492,500
3	Short Range Planning	\$1,217,600		\$295,000	\$9,400	\$1,522,000
4	Long Range Planning	\$294,400			\$73,600	\$368,000
TOTAL		\$2,522,636	\$317,364	\$335,000	\$375,000	\$3,550,000

**Table 2. OWP FY2021 Revision #1 Budget Summary by Task**

Task	Title	FHWA-PL	FTA 5305(d)	Non-Federal Match Subrecipient Studies/Projects	Non-Federal Match Member Dues	Total
1	MPO Management & Program Administration	\$616,636	\$317,364		\$233,500	\$1,167,500
2	Data Development & Maintenance	<b>\$474,000</b>		<b>\$60,000</b>	\$58,500	<b>\$592,500</b>
3	Short Range Planning	<b>\$1,905,600</b>		<b>\$467,000</b>	\$9,400	<b>\$2,382,000</b>
4	Long Range Planning	\$294,400			\$73,600	\$368,000
TOTAL		<b>\$3,290,636</b>	\$317,364	<b>\$527,000</b>	\$375,000	<b>\$4,510,000</b>

## Summary of Revenues and Programmed Expenditures

Table 3 shows the total anticipated funding sources and programmed expenditures for FY 2021 OWP Revision #1. Expected funding sources includes the dues that OahuMPO participating agencies must contribute to leverage the Federal funds programmed in that year. OahuMPO's FY 2021 OWP Revision #1 totals ~\$4.5 million. While funding is available for the entire program, work elements programmed in this work program can only be obligated upon authorization by the Hawaii DOT.

**Table 3. Summary of Estimated FY 2021 Revision #1  
Revenues and Programmed Expenditures (SUBJECT TO CHANGE)**

Description	FHWA-PL	FTA 5305(d)	Member Agency Dues	Subrecipient Match	Total
<b>FY2021 Expected Funding Sources</b>	\$1,638,079	\$317,364	\$375,000	\$527,000	\$2,857,443
<b>Estimated Unobligated Balance</b>	\$7,927,357	\$0	\$0	\$0	\$7,927,357
<b>Total Available Funding</b>	\$9,565,435	\$317,364	\$375,000	\$527,000	\$10,784,800
<b>Programmed Obligations</b>	\$3,290,636	\$317,364	\$375,000	\$527,000	\$4,510,000
<b>Difference</b>	\$6,274,800	\$0	\$0	\$0	\$6,274,800

## Public & Intergovernmental Review

The public and intergovernmental review period for the FY 2021 Overall Work Program Revision #1 began on September 30, 2020 and concluded on October 23, 2020. The draft of the OWP FY2021 Revision #1 was e-mailed to fifty-four agencies and organizations for their review. No comments from the public were received. The City & County of Honolulu Department of Design and Construction responded with no comments. The Hawaii Climate Change Mitigation & Adaptation Commission and the City & County of Honolulu Department of Planning & Permitting submitted the comments below.

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### Comment #1

#### **Hawaii Climate Change Mitigation & Adaptation Commission Anu Hittle, Coordinator**

Thank you for allowing me, Coordinator of the Hawaii Climate Change Mitigation and Adaptation Commission, to provide comments on the *Work Where You Live* proposal. The Commission is co-chaired by DLNR and the Office of Planning. Reducing emissions from ground transportation is a priority for the Commission. In order to use funds wisely in a post-pandemic era, and make this information useful to as many parties as possible, I urge the project to consider incorporating regular updates to the Commission and its staff, and seek input and feedback from it on a regular basis. I also urge the proposers to form a “project advisory group” and incorporate early input from a larger community of subject matter experts to help shape the scope of work for the project, and provide resources and expert advice. Some of these experts would be valuable partners, as they work in the federal government and could provide resources for the study to consider in its design and recommendations.<sup>1</sup>

The main issue related to telework that I would urge the project to consider analyzing is that of emissions/VMT reduction, and related issues of equity.

The proposal states that project benefits include reduction of VMT and emissions. Unless telework is considered in concert with other active transportation strategies, and commute trip reduction strategies, it is not a given that telework reduces emissions and VMT. A pre-pandemic study done by the Victoria Transport Policy Institute showed that the results for emissions/VMT reduction are mixed.<sup>2</sup> During the pandemic, “COVID Transportation Trends: What You Need to Know About the New Normal” by Streetlight (2020), shows that VMT is trending back to pre-COVID levels for various reasons, including that essential (usually lower income) workers are just that—essential and must travel/commute.<sup>3</sup> In order for *Work Where You Live* to be a useful study for emissions/VMT reduction, inclusion of such context and associated metrics would be essential.

The Streetlight report is a useful study of what metrics to include, especially for essential workers. The equity component is evident in this report—and with that, I raise the issue of how will this project measure who benefits, and how much, from telework, and how to make these benefits equitable across the board, rather than have them accrue only to those with certain jobs, in order to help shape policy going into a post-pandemic recovery? This ties into, among other things, a commute trip reduction options package, such as one that has been implemented in Washington and City of Seattle.<sup>4</sup>

Lastly, the project timeline seems puzzlingly long -- four years after the pandemic. Perhaps the proposers might consider a shortened timeline, in order to update the State's telework policies in a more timely fashion.

<sup>1</sup> For example, 2018 United States Office of Personnel Management Status of Telework in the Federal Government Report to Congress

<sup>2</sup> *Using Telecommunications to Substitute for Physical Travel*. TDM Encyclopedia. Victoria Transport Policy Institute. (Sept 6 2019).

<sup>3</sup> Available here: <https://learn.streetlightdata.com/covid-transportation-trends>

<sup>4</sup> Commute Trip Reduction can address equity issues. See these resources on Washington and city of Seattle's programs:

- [Transportation Options program, City of Seattle](#).
- [Commute Trip Reduction statute, Washington](#):
- Commute Trip Reduction ordinance, Seattle:
- Non-Government partner with City of Seattle's Transportation Options program: <https://commuteseattle.com>
- <https://commuteseattle.com/flexwork/>

**Comment #1 Response**  
**Department of Transportation Services**  
**Jon Y Nouchi, Deputy Director**

The Work Where You Live project and OahuMPO OWP 203.17-20 Transportation Demand Management (TDM) Plan will be complimentary. In September 2020, Department of Transportation Services (DTS) started work on developing the City and County of Honolulu's first TDM Plan, a comprehensive plan aimed at identifying and prioritizing TDM measures, such as telework, and developing program and policy recommendations for implementing a comprehensive TDM program. The TDM Plan will place teleworking within the broader TDM framework and TDM goals and objectives, including to reduce vehicle miles traveled and improve transportation equity. The TDM Plan will seek direction from a steering committee.

In regards specifically to stakeholder involvement in the Work Where You Live project, DTS and State of Hawaii project partners the Office of Planning and Department of Human Resource and Development are happy to include additional stakeholders in review of the survey instrument and recommendations.

The Work Where You Live project is intended to study and support teleworking by the City and County of Honolulu and State of Hawaii. As you note, it's important to consider vehicle miles traveled and equity carefully to ensure any resulting teleworking programs advance these objectives. The Work Where You Live project will consider factors such as existing commute mode that will assist with assessing vehicle miles traveled and emissions benefits.

In terms of the project schedule, four years is the standard period of performance for Federal Highway Administration funded planning projects and includes all the contracting and closeout work, which starts before the actual planning work and extends beyond it. DTS intends to advance the project relatively quickly and plans to coordinate the work with OahuMPO OWP 203.09-18 Transit Rider Survey project.

## **Comment #2**

**City and County of Honolulu Department of Planning & Permitting**  
**Kathy Sokugawa, Director**

In the planned survey of State and City employees, please ask what mode(s) of travel they used to commute to work before the work-from-home period, and the availability and cost of parking at their workplace. This would help inform future parking and land use policy. In updating telework policies, we suggest that the Department of Transportation Services also coordinate with the City Department of Human Resources and possibly with applicable labor unions.

**Comment #2 Response**  
**Department of Transportation Services**  
**Jon Y Nouchi, Deputy Director**

We appreciate the comments regarding the City and County of Honolulu Department of Planning and Permitting's request for inclusion of questions on commute mode and availability of parking in the Work Where You Live project survey. We will include questions on these issues in the survey.