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BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS ON OAHU

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FOREWORD

Traffic congestion is one of the major problems facing the residents of Oahu. Those who commute daily during the peak period are aware that commute times during the summer are noticeably shorter than during the winter. If the factors causing the additional commute time in the winter can be identified and modified, it is possible that the improved traffic conditions experienced during the summer months can be extended to the entire year.

The fact that schools are not in session is probably the most apparent difference between summer and winter travel patterns on Oahu. More than 118,000 students attend public schools on Oahu, and virtually all start classes at 8:00 a.m. Changing when, where, or how these students travel to and from school could be a key to reducing winter commute times to the levels experienced during the summer.

On April 22, 1987, the House of Representatives adopted House Resolution No. 96, H.D. 1, Requesting a Study of the Feasibility of Establishing a School Bus Program for Students Attending Schools in the Windward, Central, and Honolulu School Districts of Oahu.

The resolution expressed concerns about the adequacy of the present school bus program, the appropriateness of the program's current rules, the role of public school student transportation in Oahu's traffic congestion and traffic relief projects, and the potential costs and benefits of expanding the school bus program. To address these concerns, the resolution requested the Legislative Reference Bureau to conduct a study and report its findings to the 1988 session of the state legislature.

House Resolution No. 96, H.D. 1, specified that the study be limited to the transportation by school bus of public school students attending schools in the Windward, Central, and Honolulu school districts. The resolution specified that

...the scope of the study shall include but need not be limited to:

- (1) Existing projected patterns and practices in the transport of public school students to and from school in the Windward, Central, and Honolulu districts;
- (2) Continued efficacy of adhering to the current Department of Education one-mile standard within these districts in light of existing traffic problems on Oahu;
- (3) Potential contribution, if any, of a comprehensive school bus program toward the successful establishment and operation of a mass transit system, staggered beginning school and work hours, starting all schools [later in the] morning, Oahu park-and-ride programs, and other traffic-reducing transportation proposals;
- (4) Financial needs and implications of a comprehensive school bus program[.]

This report has been prepared in response to House Resolution No. 96, H.D. 1.

We wish to express our sincere appreciation to Mr. Mitsugi Nakatsuka, Student Transportation Branch, Department of Accounting and General Services; Mr. Vernon Honda, Facilities and Support Services Branch, Department of Education; and Ms. Nell Cammack, Planning Coordinator, Oahu Metropolitan Planning Organization for their assistance and guidance in preparing this report.

SAMUEL B. K. CHANG
Director

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Chapter 1

OVERVIEW

This report examines state school bus service in three of Oahu's four departmental school districts: the Honolulu, Central, and Windward districts. In response to House Resolution No. 96, H.D. 1, the report then evaluates an expanded state program as a way to reduce traffic congestion on the island.

The State of Hawaii provides bus service to and from school for public school students who live a mile or more from school or from the nearest public transportation stop serving their school. On the island of Oahu, nearly 17,000 regular students use the buses. The service requires 260 buses, which are provided by private bus operators under contract with the State. Currently these contracts total \$5.6 million annually for Oahu's school buses.

Students are not eligible for the service if they have requested and been granted permission to attend a school outside the attendance area or school district to which they have been assigned. These students are referred to as "district exceptions."

In the Honolulu district, the public bus service is so widely available that only two areas have been designated as eligible for state school bus service. Currently 53 students are served in the Honolulu district.

In the Central and Windward districts, 11,800 students ride the state buses. The remaining 41,000 students in these districts either have not requested service or do not meet the one-mile rule. Among the latter, those who are most likely to contribute to traffic congestion are the district exceptions who live outside Honolulu and must travel into the Honolulu district each day to attend school.

The present state school bus program could be expanded in several ways. The greatest expansion would occur if the one-mile rule were simply

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repealed. This would extend eligibility for school bus services to an additional 101,000 public school students on Oahu.¹ Actual demand for such service is estimated to be approximately 35,000 students, an increase of more than 18,000 over current service levels.

A less extensive alternative would be to eliminate only that portion of the rule which applies to access to the public bus system. This would primarily impact the Honolulu district where the only bus service for students is provided by TheBus (MTL, Inc.). Under this alternative, state service would be provided to any student who lives more than one mile from school. Demand for this level of service is estimated to be close to 30,000 students. This is 13,000 more than are currently served.

A third option is to offer state school bus service to those students attending school outside their normal school district.²

The impact of any of these changes on traffic congestion depends upon two factors. First, under the existing program, how many public school students are traveling to school in a way that adds to congestion? Second, how many of them would change to the school buses under each of the program expansion alternatives?

Separate consideration must be given to the cost of expanding the program. The additional costs, relative to the improvement in traffic congestion that can be expected, must be evaluated.

In order to answer these questions it is necessary to examine the student bus services presently provided, the current and projected public school enrollment patterns in the districts under review, and the extent to which public school student travel contributes to traffic congestion on Oahu today.

A detailed discussion of the state school bus program and related public bus service is presented in Chapter 2. Elements of the program that directly

OVERVIEW

relate to traffic congestion issues and school bus program alternatives are identified at the end of the chapter.

Chapter 3 provides the data and key findings on current and projected school enrollments in each district. The schools most likely to generate traffic are identified in this chapter.

In Chapter 4, student travel patterns and the impact of student transportation on traffic congestion are discussed.

Chapter 5 analyzes the alternative school bus programs in terms of cost, benefits, and impact on other traffic management programs.

The findings and recommendations of the report are presented and summarized in Chapter 6.

Studies and other traffic management projects related to the issue of student travel and traffic are identified and briefly discussed in the Addendum.

Chapter 2

STUDENT BUS SERVICE

State School Bus Program

Legal Authority for the Program

Hawaii Revised Statutes (HRS), section 296-45 (see Appendix D), establishes the legal authority for the Department of Education (DOE) to provide suitable transportation for public school students in kindergarten and grades 1-12 to and from school and on educational field trips. The wording of the statute is permissive, not mandatory. If service is provided, however, then DOE is required to develop a student transportation policy, procedure, and program taking into consideration such factors as the distance from school, the availability of public carriers, the student's grade level and any physical or mental disabilities of the student. The rules governing the supervision and administration must be adopted in accordance with the Administrative Procedure Act.¹

Chapter 8-27, Hawaii Administrative Rules (Department of Education), entitled "Transportation of Students" (see Appendix E) establishes the rules for the existing program. The rules, which are applicable statewide, provide that for a fare of 10 cents per ride (or 20 cents per day) eligible students may ride between a designated school bus stop and their school. The 10-cent fare may be waived for reasons of economic hardship.

The program is administered by the Department of Accounting and General Services, which contracts with private bus companies to provide the required services. Criteria for waiting and riding times have been established by the department and apply to both school bus service and public bus service (see Appendix F).

STUDENT BUS SERVICE

Description of the Program

Contracts for school bus routes are subject to the competitive bidding process and require the contractor to operate the service along a fixed route with established school bus stops. The contractor is required to cover the route once each school day morning and once after school. Routes may serve more than one school and may cross school district boundaries. The school bus program operates only during the regular school year (175 school days).²

Approximately 260 buses with seating capacities ranging from 40 to 60 passengers are required for the existing school bus program for Oahu students at an annual cost of \$5.6 million.³

Regular students are eligible for the service if they live one mile or more walking distance from their school or from the nearest public bus stop. In addition, eligible students must be daily riders of the school bus and must attend the school in their school attendance area.⁴

The superintendent of education may grant an exemption from the one-mile rule on a year-to-year basis for reasons of student health and safety. On Oahu, two areas have safety exemptions: McGrew Point and Halawa Valley, both of which are located in the Central district.

The Department of Accounting and General Services may allow exceptions to the one-mile restriction, attendance area exceptions, or district exceptions, on a space-available basis if no additional costs are incurred.⁵

Current Services

Honolulu District--In the Honolulu district, 36,031 students are enrolled in the public schools.⁶ The state school bus program for regular students provides service to 53 students who live in Kuliouou and on Mariner's Ridge.⁷ The service is provided by three buses.⁸ These students receive the service because they live more than one mile from school and the city buses do not

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stop within one mile of their homes.⁹ These students represent about one-tenth of 1% of the district's 36,031 total enrollment.

All other regular students attending public schools in the Honolulu district travel to and from school by other means of transportation.¹⁰

Currently, the annual contractual cost for the service is \$53,986.¹¹ The average cost per student per day, based on 175 school days per year, is \$5.82.

Central District--School buses serve 8,489 regular education students in the Central district.¹² This represents 25.1% of the 33,802 students enrolled in the district,¹³ and includes the two areas which receive service because of student safety considerations.¹⁴ To provide this level of service, 133 buses are needed.¹⁵

The current annual cost is \$2,742,953 for Central district service.¹⁶ The average cost per student per day is \$1.85.

Windward District--Of the 19,224 students enrolled in Windward district schools,¹⁷ 3,285 students, or 17.1% of the district enrollment, use state school buses.¹⁸ Fifty-six buses are required.¹⁹

The current annual cost for Windward service is \$1,322,312.²⁰ The cost per student per day is \$2.30.

Islandwide Oahu--Islandwide, a total of 16,922 public school regular education students receive state school bus service.²¹ This represents 14.3% of the 118,188 students enrolled in Oahu's public schools.²² With total program costs of \$5,609,129 for the regular education students, the average cost per student per day for the island is \$1.89.²³

The 10-cent per ride fare paid by most students is retained by the bus operator.²⁴ Although it is not a state cost, it is part of the gross cost of

STUDENT BUS SERVICE

the program and should be taken into consideration when comparing the state program with TheBus or with other transportation systems.

Public Transportation Services

TheBus is an islandwide public bus service provided by the City & County of Honolulu under contract with MTL, Inc., which is a private nonprofit corporation. The city owns the buses and maintenance facilities, and MTL provides the labor and management to operate the system.²⁵

The current fare structure, which is established by the Honolulu City Council, provides for a student cash fare of 25 cents per trip, including transfers; a student bus pass is available for \$7.50 per month.²⁶ The pass and student cash fare are valid on all city buses, including express routes, without restrictions as to time of day. These fares and passes apply throughout the year. Both public and private school students in grades 1-12 are eligible for the special student rates.²⁷

In fiscal year 1985-86, students accounted for an estimated 17%²⁸ of the bus system's 75 million annual passengers, or approximately 35,000 of the 205,000 daily ridership.²⁹ (These figures are annual averages. During the school year, student ridership probably exceeds 17% of daily bus riders. Some of the student ridership, however, is for reasons other than home-to-school or school-to-home travel.)

Operating costs per passenger per trip for TheBus were 79.9 cents.³⁰ On school days, some buses are temporarily re-routed in order to serve students at the close of schools. These modifications are based upon demand for service and the availability of buses.

Analysis and Findings

Public school students on Oahu are served by two bus systems. The State's \$5.6-million program is a low fare, limited service system, available only to students living more than one mile from school and without reasonable access to the public buses. The public system (TheBus) has no restrictions but is more expensive for the student rider.

Because virtually no state school bus service is offered in the Honolulu district, student use of TheBus in that district reflects student demand for unrestricted service. Were the service to be offered at the 10-cent fare charged on the state buses, demand for TheBus service would be somewhat greater.

Given the city's estimate that students (in both public and private schools) represent 17% of TheBus ridership, some 35,000 students ride TheBus each day. The student travel patterns to be developed in Chapter 4 will allow this figure to be refined to reflect home-to-school and school-to-home travel by public school students only.

In the non-urban Windward and Central districts, 17% and 25% (respectively) of the district enrollments are riders of the state school buses. These figures approximate the proportion of students who live more than one mile from school. The actual percentages, however, would be somewhat higher because some students have access to TheBus service and are therefore not eligible for the state program.

The operating costs per student and per passenger of the two systems reflect the economies of scale experienced by TheBus. Depending upon the number of additional students to be served, the cost per student for an expanded state program will be lower than the current islandwide average of \$1.04 per ride,³¹ but higher than the MTL cost per ride of \$0.80.

In the Honolulu district, a competing service at lower fares would attract students presently using the public buses. As a result, fewer students

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would ride TheBus for home-to-school and school-to-home trips. The effect, then, would be to shift these students from one bus system to the other, with a concomitant increase in the cost of student busing from \$0.80 to \$1.04 per ride. The expanded state school bus service would not serve non-school travel needs of students.

The impact of adding state school bus service for the district exception students is to be addressed by the Department of Education in its response to Senate Resolution No. 141 (1987). The per student costs of this service, however, would be significantly greater than the current islandwide average of \$1.89 per student per day, because these students are geographically dispersed and would have to be transported over greater distances.

Chapter 3

PUBLIC SCHOOLS AND ENROLLMENTS

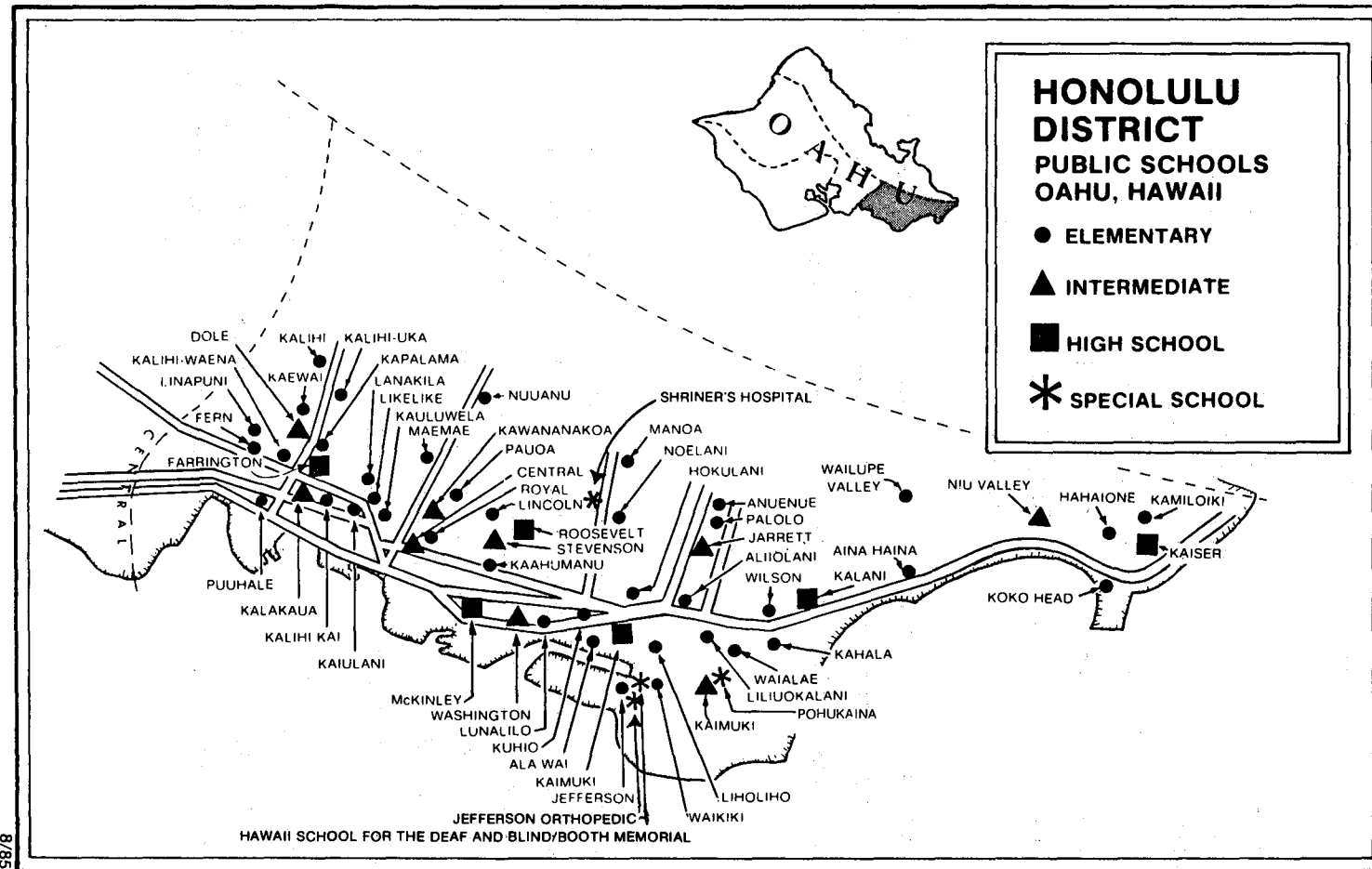
The island of Oahu is divided into four departmental school districts, three of which are the subject of this study: the Honolulu, Windward, and Central districts. These three districts include a total of 122 public schools¹ with 1986-87 enrollment totalling 89,057.² These districts serve 75% of the 118,188 public school students on Oahu.³

Honolulu District⁴

The Honolulu district runs along the southern shore of Oahu from Makapuu Point to Kalihi (see Map No. 1). The district includes 54 public schools.⁵ A total of 36,031 students attend the district's six high schools, nine intermediate schools, and thirty-nine elementary schools. (As a general rule, elementary schools serve grades K-6, intermediate schools grades 7-8, and high schools grades 9-12.) School enrollments in the district vary from a low of 158 at Wailupe Valley Elementary on Hind Iuka Drive, to 2,396 at Farrington High on North King Street.

The Honolulu district includes seven schools with enrollments that exceed 1,000 students each. Enrollment at these seven schools totals 11,922 (which is 33% of district enrollment of 36,031). The grades served, locations, and enrollments of the 1,000+ enrollment schools are:

Map 1



HONOLULU

Source: 1986-1987 Directory, Office of the Superintendent, Department of Education,
State of Hawaii, p. 35.

HONOLULU PUBLIC SCHOOLS WITH HIGH ENROLLMENTS

<u>School</u>	<u>Grades</u>	<u>Location</u>	<u>Enrollment</u>
Farrington High	10-12	N. King Street	2,396
Kaimuki High	9-12	Kaimuki Avenue	1,636
Kaiser High	9-12	Lunalilo Home Rd.	1,709
Kalakaua Inter.	7-9	Kalihi Street	1,337
Kalani High	9-12	Kalaniana'ole Hwy.	1,089
McKinley High	9-12	S. King Street	2,313
Roosevelt High	9-12	Nehoa Street	1,442

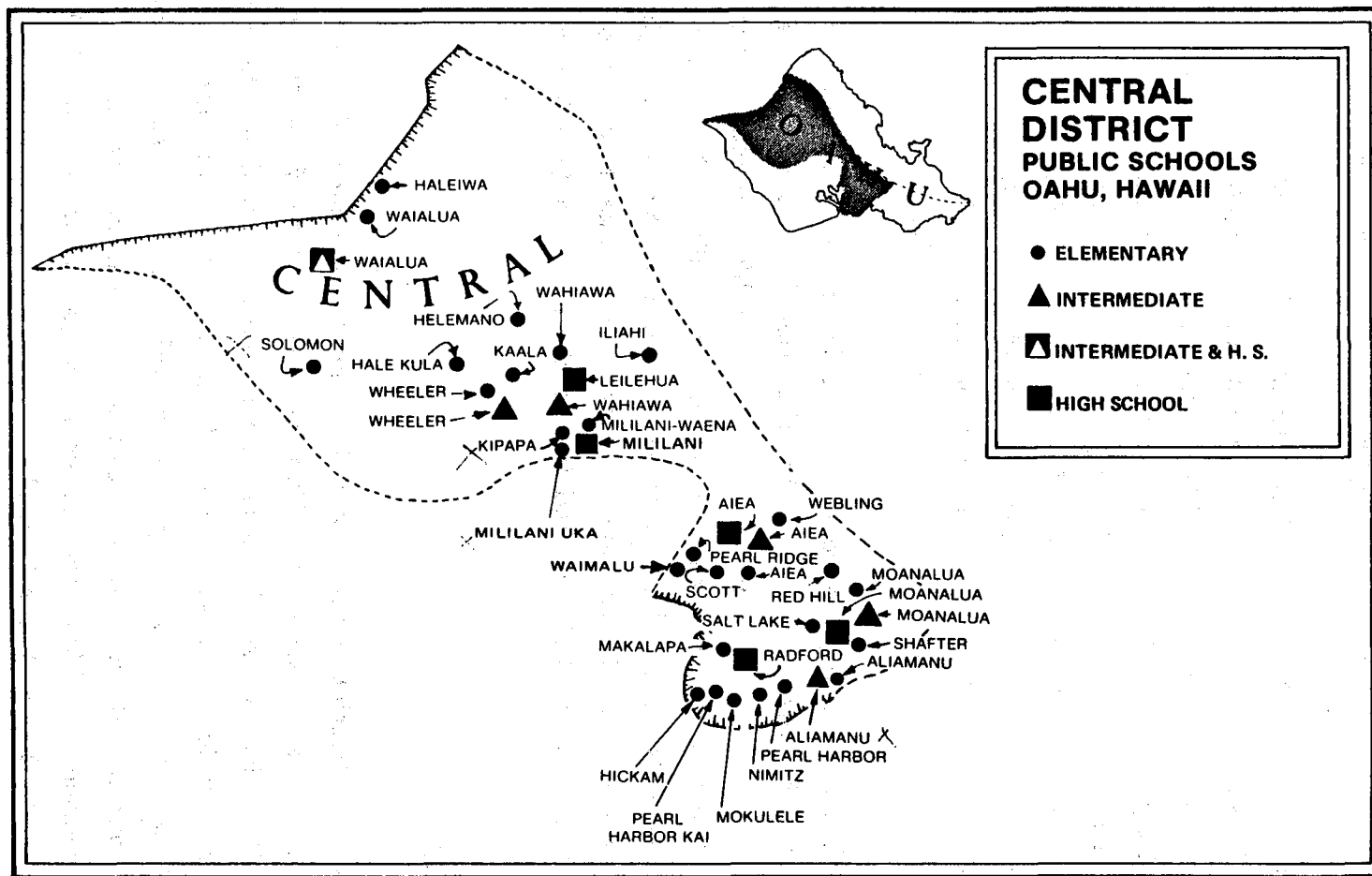
With the exception of Farrington and Kalakaua Intermediate, which are located within a few blocks of each other, the high enrollment schools are fairly evenly distributed within the district (see Map No. 1).

Central District⁶

The Central district runs from Kalihi through the agricultural plains to the North Shore and includes Salt Lake, Pearl Harbor, Mililani, Wahiawa and Haleiwa (see Map No. 2). The thirty-nine public schools in the district have a combined enrollment of 33,802 students. Five of the schools are high schools, one is a combined high and intermediate school, five are intermediate schools, and twenty-eight are elementary schools.

Enrollment at individual schools ranges from the low of 306 at Shafter Elementary to 1,916 at Moanalua High. The grades served, locations, and enrollments of the nine schools with enrollments of 1,000 or more are as follows:

Map 2



CENTRAL

Source: 1986 - 1987 Directory, Office of the Superintendent, Department of Education, State of Hawaii, p. 55.

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

CENTRAL PUBLIC SCHOOLS WITH HIGH ENROLLMENTS

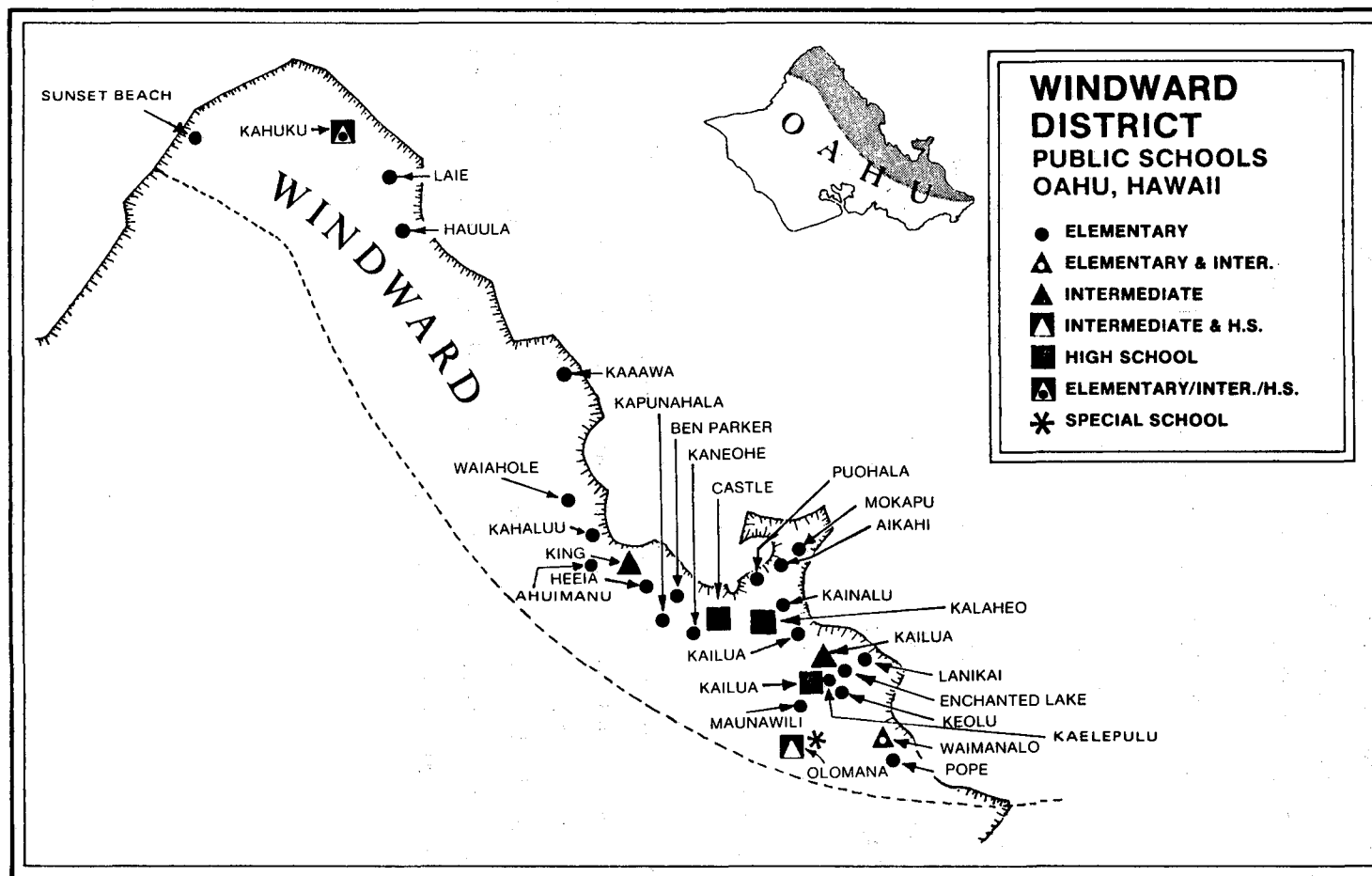
<u>School</u>	<u>Grades</u>	<u>Location</u>	<u>Enrollment</u>
Aiea High	9-12	Ulune Street	1,669
Aliamanu Inter.	7-8	Salt Lake Blvd.	1,046
Leilehua High	9-12	California Ave.	1,607
Mililani High	9-12	Meheula Parkway	1,816
Mililani-uka Elem.	K-6	Kuahelani Ave.	1,183
Moanalua High	9-12	Ala Ilima St.	1,916
Radford High	9-12	Salt Lake Blvd.	1,797
Solomon Elementary	K-6	Schofield Barracks	1,078
Waialua High/Inter.	7-12	Farrington Hwy.	1,118

The Central district's high enrollment schools serve 13,230 students, or 39% of total district enrollment. As in the Honolulu district, the high enrollment schools include all high schools, but, unlike Honolulu, there are two elementary schools with enrollment in excess of 1,000. There are three high enrollment schools in the Salt Lake area (Radford, Moanalua High, and Aliamanu Intermediate). Similarly, Mililani and Mililani-uka have enrollments of more than 1,000 and are both located in the Mililani area (see Map No. 2).

Windward District⁷

The Windward district runs along the northern shore of Oahu from Makapuu Point to Sunset Beach (see Map No. 3). Aside from the special school serving the Olomana youth correctional facility in Kailua, the district has twenty-nine public schools: three high schools, two intermediate, twenty-three elementary, one serving grades K-12, and one serving grades K-8. District enrollment is 19,224 (excluding Olomana which has 144 students). Enrollment at Windward schools ranges from a low of 148 at Kaaawa Elementary to 2,112 at Castle High.

Map 3



WINDWARD

Source: 1986 - 1987 Directory, Office of the Superintendent, Department of Education, State of Hawaii, p. 81.

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Enrollment at the four schools in the district serving at least 1,000 students totals 6,607 and accounts for 34% of district enrollment. Three of the four high enrollment schools are high schools located in the Kaneohe-Kailua urbanized area (see Map No. 3). The names, grades served, locations, and enrollments of these schools are as follows:

WINDWARD PUBLIC SCHOOLS WITH HIGH ENROLLMENTS

<u>School</u>	<u>Grades</u>	<u>Location</u>	<u>Enrollment</u>
Castle High	9-12	Kaneohe Bay Dr.	2,112
Kahuku High/Elem.	K-12	Kahuku	1,768
Kailua High	9-12	Ulumanu Drive	1,393
Kalaheo High	9-12	Iliaina Street	1,334

Enrollment Procedures

An attendance area is established for each public school, and students who live within the attendance area are assigned to that school. Exceptions may be granted to attend a school outside the designated attendance area or outside the district.⁸ District exceptions living outside the Honolulu district and attending schools located in the Honolulu district totalled 1,893 during the 1986-87 school year (see Tables 1-3).

PUBLIC SCHOOLS AND ENROLLMENTS

DISTRICT EXCEPTIONS ATTENDING HONOLULU SCHOOLS

<u>District of Residence</u>	<u>District Exceptions</u>
Windward	686
Central	545
Leeward	<u>662</u>
Total	1,893

The basis for granting these exceptions and the grade levels of the students, by district of residence are presented in Tables 1-3.

Most students (81.5%) who are granted district exceptions in order to attend a Honolulu district school have cited either of two reasons for their request: 57.3% cite the need for child care before or after school, and 24.2% cite convenience to parents.

The distribution of the district exceptions by grade attended is as follows: 67.1% of the district exceptions are attending an elementary school (K-6), 11.4% an intermediate school (7-8), and 21.5% a high school (9-12). Comparable enrollment figures for all Oahu public schools are 55.5% at elementary schools, 14.0% at intermediate schools, and 30.5% at high schools.⁹

Enrollment Projections

The Department of Education develops six-year enrollment projections for the State's public schools.¹⁰ These are the official projections used for program and capital improvement budgeting and planning for the department. The projections, which are developed for each school, use data from Department of Health birth records, historical trends, housing starts, changes in school boundaries and other demographic statistics.¹¹ Chart 1 shows the trends in actual enrollments since 1979-80 and the projected

Table 1

DISTRICT EXCEPTIONS FOR FY 1986-87: Windward District

GRADE LEVEL

District: Windward	Total	K	1	2	3	4	5	6	7	8	9	10	11	12
A Child Care (Before/After School Supervision)	392	50	42	63	45	60	47	34	13	12	10	11	2	3
B Emotional/Social Adjustment	46	1	3	4	4	4	1			5	8	4	8	4
C Medical Problem	7												6	1
D Curriculum Offering	12								1	2	2	3	3	1
E Relocation/Living Arrangement	24			1		1				2	4	5	6	.5
F Terminal Year	27							3		2				22
G Convenience to Parents	163	14	10	10	13	2	6	12	25	16	16	16	12	11
H Approved Through Appeal	2											2		
I Other	13	3	1			1		1			2	1	3	1
J After School Activities														
TOTALS	686	68	56	78	62	68	54	50	39	39	42	42	40	48

Source: Vernon Honda, Auxiliary Services Specialist III, Facilities and Support Services Branch, Department of Education, State of Hawaii.

Table 2

DISTRICT EXCEPTIONS FOR FY 1986-87: Leeward District

		GRADE LEVEL												
District: Leeward	Total	K	1	2	3	4	5	6	7	8	9	10	11	12
A Child Care (Before/After School Supervision)	355	39	58	47	50	37	38	38	13	16	6	6	6	1
B Emotional/Social Adjustment	28	1		2	1		2			4	2	2	13	1
C Medical Problem	3				1							1	1	
D Curriculum Offering	21					1		1	2	3	4	3	4	3
E Relocation/Living Arrangement	35	1	1	1	1		1		1	3	7	6	9	4
F Terminal Year	33							2		5	3		1	22
G Convenience to Parents	172	6	17	15	7	14	11	13	26	16	15	14	11	7
H Approved Through Appeal	3		1			1		1						
I Other	12			1			1		1	1	2	1	1	4
J After School Activities														
TOTALS	662	47	77	66	60	53	53	55	43	48	39	33	46	42

Source: Vernon Honda, Auxiliary Services Specialist III, Facilities and Support Services Branch, Department of Education, State of Hawaii.

Table 3

DISTRICT EXCEPTIONS FOR FY 1986-87: Central District

GRADE LEVEL

District:	Total	K	1	2	3	4	5	6	7	8	9	10	11	12
A Child Care (Before/After School Supervision)	337	48	66	42	51	48	35	30	10	2	1	2	2	
B Emotional/Social Adjustment	25			3		4	1	2	1	2	4	3	2	3
C Medical Problem	5		1	1			1				1		1	
D Curriculum Offering	6								1			1	3	1
E Relocation/Living Arrangement	15	2		1					1	1	5	4		1
F Terminal Year	18							5		1	2	1		9
G Convenience to Parents	123	9	13	8	8	13	12	11	11	14	6	8	6	4
H Approved Through Appeal	4			1	1	1							1	
I Other	12	1	2	1		1	1		2		2			2
J After School Activities														
	545	60	82	57	60	67	50	48	26	20	21	19	15	20

Source: Vernon Honda, Auxiliary Services Specialist III, Facilities and Support Services Branch, Department of Education, State of Hawaii.

PUBLIC SCHOOLS AND ENROLLMENTS

enrollments to 1992-93, by district for the island of Oahu. (See Appendix I for school-by-school projections.)

The 1992-93 enrollment projections for the island of Oahu show a 2% increase (2,322 students) over 1986-87.¹² The distribution of the additional students does not significantly alter the current pattern at the district level.¹³ The following table shows the actual and projected enrollments by district:

ACTUAL AND PROJECTED ENROLLMENTS BY DISTRICT¹⁴

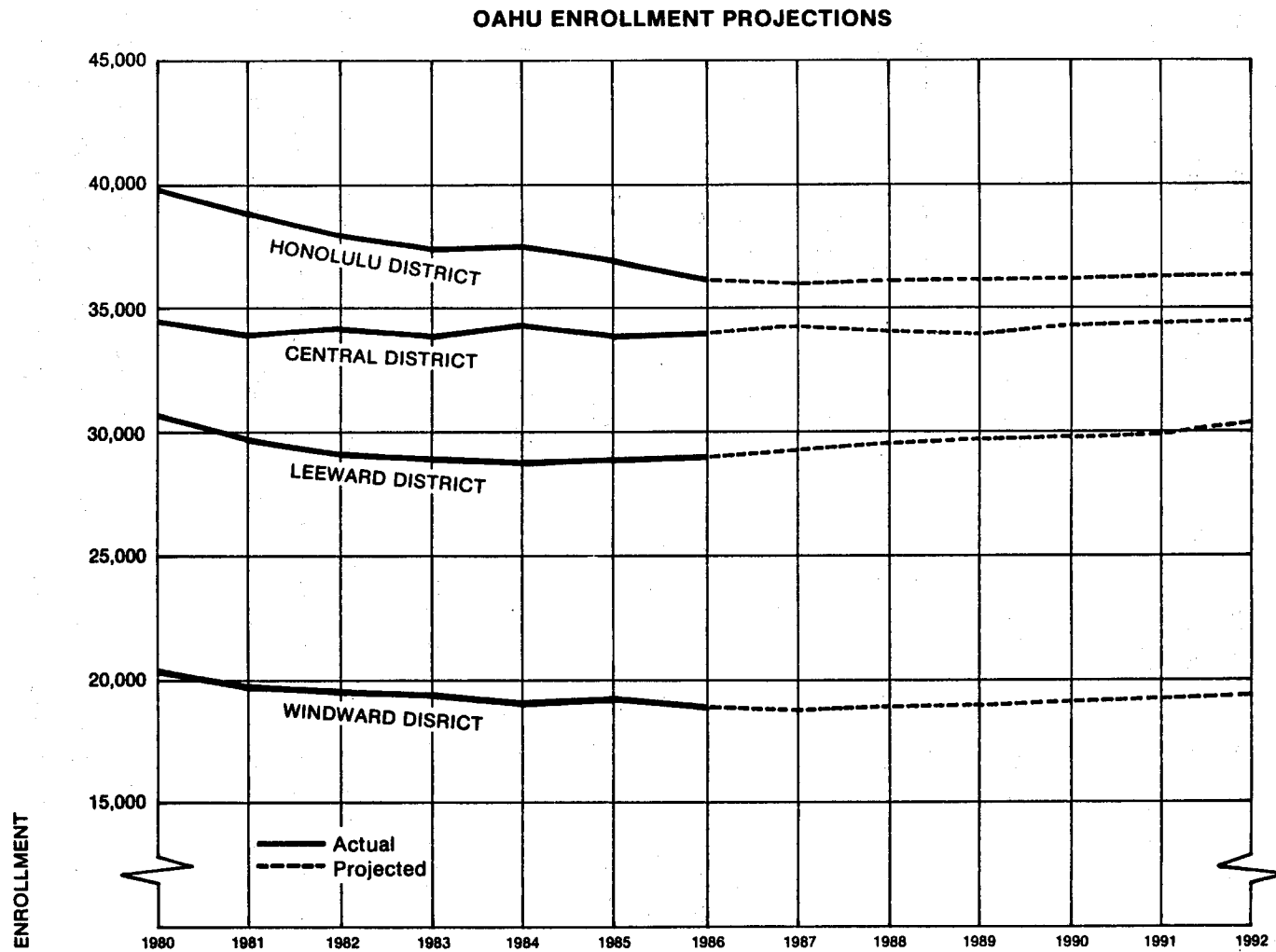
<u>District</u>	<u>Actual Enrolled 1986-87</u>	<u>Percent of Total</u>	<u>Projected 1992-93</u>	<u>Percent of Total</u>	<u>Percent Change 1986-1992</u>
Honolulu	36,031	30.5	36,195	30.0	+0.5
Central	33,802	28.6	34,461	28.6	+1.9
Windward	19,224	16.3	19,720	16.4	+2.6
Leeward	29,131	24.6	30,134	25.0	+3.4
	118,188	100.0	120,510	100.0	+2.0

Honolulu District Projections

The long-term trend in the Honolulu district has been a declining pattern of enrollments. The department's projections, however, indicate that this decline will stop and that enrollments will rise slightly over the next six years.¹⁵

District enrollment of 36,195 is projected for school year 1992-93, an increase of 164 students over 1986-87. Of the seven schools with projected enrollments of 1,000+, six are also 1986-87 high enrollment schools.¹⁶

Chart 1



Source: Enrollment Projections of the Public Schools in Hawaii 1987-1992,
Office of Business Services, Department of Education, State of Hawaii
April 1987, Chart 8, p. 21.

Central District Projections

The trend in Central district enrollments has been to hold steady with only minor fluctuations from year to year. This pattern is projected to hold true through the 1992-93 school year. A major reason for this stability is that Central district schools serve a significant number of military dependents. Military personnel experience frequent reassignment but tend to be replaced with others who have school-age children. "[T]he typical profile of [this population] remains young and does not age" in the way that permanent resident populations do, and the requirements for school services, therefore, remain relatively stable.¹⁷

In 1992-93, district enrollment is projected to reach 34,461, which is a 2% increase (659 students) over the 1986-87 enrollment. Schools with projected enrollment of 1,000 or more in 1992-93 include four elementary schools (Aliamanu, Hale Kula, Kipapa and Solomon), and two intermediate schools (Wheeler and Aliamanu). One school, Mililani-uka Elementary, is expected to drop out of the 1,000+ category by 1992-93. Waialua High/Intermediate will retain a 1,000+ enrollment.¹⁸

Windward District Projections

Windward district enrollments have declined since 1980, although not as sharply as in the Honolulu district. This is expected to reverse in 1988-89 and result in a 1992-93 enrollment of 19,720. New housing construction, including a 242-unit project of the Hawaii Housing Authority, is the major factor in the projected increase.¹⁹

The projected increase represents a 2.6% rise (496 students) over the 1986-87 enrollments. The 1992-93 1,000+ schools are the same as in 1986-87 with the addition of King Intermediate.²⁰

Projected New School Construction

The new schools included in the State's 1987-92 six-year capital improvements program reflect anticipated shifts in district enrollments. Five new schools are proposed for the Leeward district (Ewa Elementary/Secondary, Hoaeae Elementary, Waianae III Elementary, Waianae High and Waipahu High). In the Windward district one new high school and two elementary schools are planned (Sunset Beach Elementary, and Kahuku Elementary and High).²¹

In the Honolulu and Central districts, the six-year capital program shows no plans for new schools. However, major renovations or replacement are proposed for Roosevelt and McKinley High Schools and for Wheeler Elementary.²²

Findings

Current policy at the Department of Education requires students to attend a school which is geographically near their home. Under this policy, public school students are unlikely to use the primary commuter transportation corridors to an extent that would make them a significant factor in traffic congestion.

High enrollment schools are more likely to draw students from a larger geographic area. Sixteen of the twenty schools with 1000+ enrollments in 1986-87 were high schools. The same pattern generally holds true under the department's six-year projections. Thus, the travel patterns of high school students are a key indicator in determining the impact of student travel on traffic congestion.

Enrollment projections to school year 1992-93 show no major changes in the three districts under review. The school construction proposals conform to enrollment projections at the district level.

PUBLIC SCHOOLS AND ENROLLMENTS

Students who live outside the Honolulu district and attend schools in Honolulu are most likely to contribute to morning peak hour congestion in the inbound direction. There are 1,893 district exceptions (from all districts) attending Honolulu schools.

Of the students who reside in the Central, Windward, and Leeward districts and who are granted exemptions to attend Honolulu schools, over 80% cite either convenience to parents or the need for child care, before or after school, as the reason for requesting the exemption. School bus service would be unlikely to meet these needs if it were available for cross district travel.

Chapter 4

TRAFFIC CONDITIONS

The 1986 School Hour Change Study,¹ by Kaku Associates, analyzed traffic conditions on Oahu in fall, 1985, and focused on the travel behavior of commuters making regular school-related trips. The purpose of the study was to determine if a change in school starting times would relieve morning peak-period highway congestion. This chapter relies on the traffic analysis developed in the Kaku study.

Traffic Corridors and Volumes

A transportation corridor is defined as "a broad geographical band that follows a general directional flow connecting major origins and destinations of trips and that contains a number of streets and highways and transit route alignments."² On Oahu, three major corridors serve the primary urban center (PUC). The major corridors and the specific commuter arterial highways³ serving them are as follows:

TRAFFIC CONDITIONS

OAHU'S MAJOR TRAFFIC CORRIDORS SERVING THE URBAN CENTER AND THE COMPONENT ARTERIAL HIGHWAYS⁴

<u>Corridor</u>	<u>Arterial Highways</u>
East Honolulu	Kalaniana'ole Highway
Windward	Pali Highway Likelike Highway
Leeward/Central	Moanalua Road Interstate H-1 Freeway Kamehameha Highway

The Kaku study documented traffic volumes on the arterials, determined the morning peak-period on each, and identified the portion of morning peak-period automobile traffic attributable to school-related travel. Actual counts of inbound traffic were taken for several consecutive weekdays on each of the six arterials during October of 1985. Using the traffic counts, the Kaku study determined the peak morning hours of each arterial and the average weekday traffic volumes during those hours, as follows:

MORNING INBOUND PEAK-HOUR TRAFFIC, BY ARTERIAL⁵

<u>Arterial</u>	<u>AM Peak Hour</u>	<u>Inbound Traffic</u>
Kalaniana'ole	6:15-7:15	4,630
Pali	6:00-7:00	3,420
Likelike	6:00-7:00	3,510
Moanalua	6:15-7:15	1,520
H-1	6:30-7:30	7,290
Kamehameha	6:15-7:15	3,560

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

MORNING INBOUND PEAK-HOUR TRAFFIC, BY CORRIDOR⁶

<u>Corridor</u>	<u>Inbound Traffic</u>
East Honolulu	4,630
Windward	6,930
Leeward/Central	12,370

Map No. 4 shows the locations at which the traffic counts were taken.⁷ Charts 2-7 illustrate the magnitude and duration of peak period travel on each of the arterial highways.⁸

Student Travel Demand

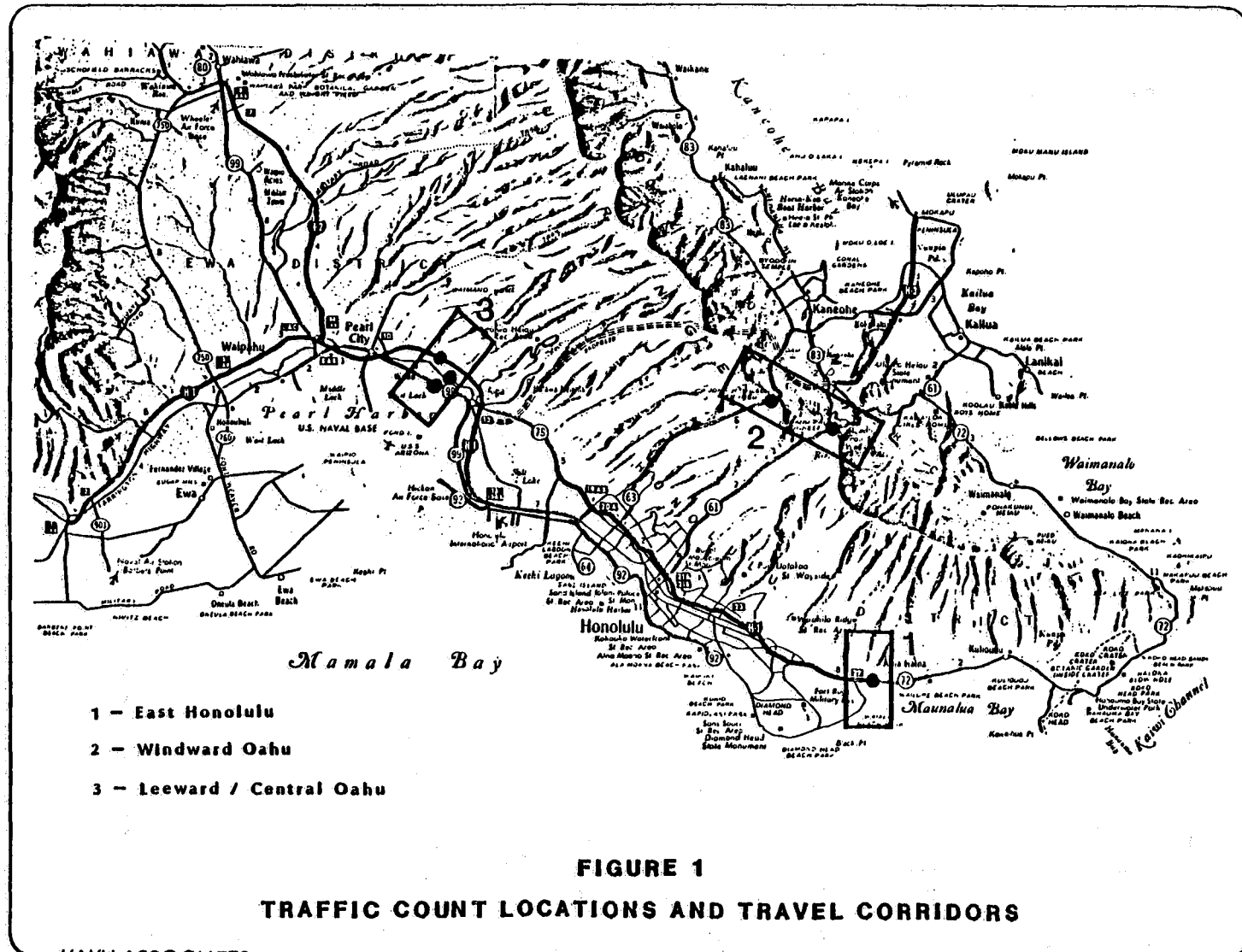
The student travel component of the weekday morning peak-hour traffic into the PUC by automobile on these corridors includes students who drive themselves and those who are dropped off at school by another driver. The distribution of student travel by type of school and by corridor is as follows:

STUDENT-RELATED VEHICLE TRIPS USING TRAVEL CORRIDORS INBOUND DURING MORNING PEAK HOUR⁹

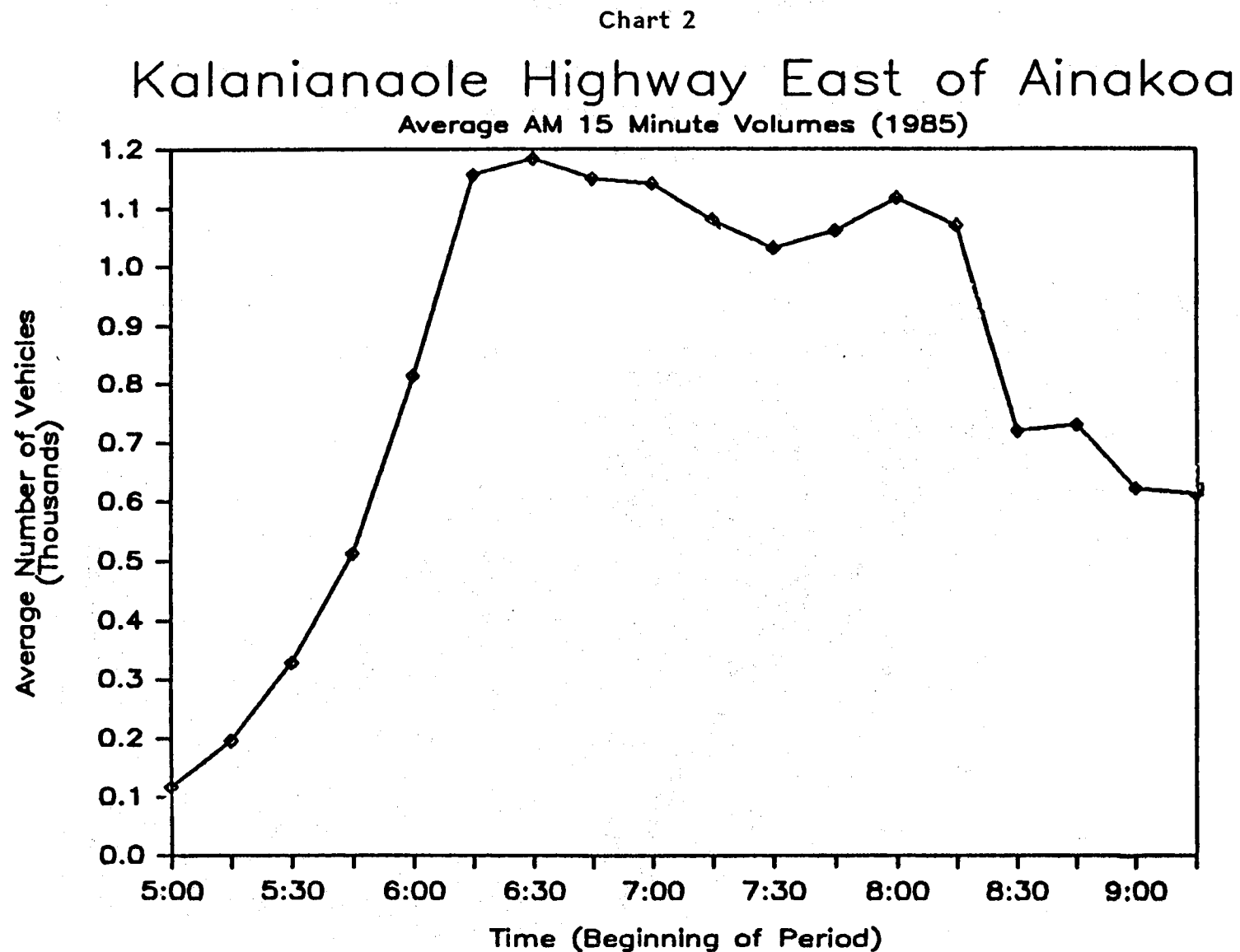
<u>Corridor</u>	<u>Public High Schools</u>	<u>Private Schools (K-12)</u>	<u>UH- Manoa</u>	<u>Other Colleges</u>	<u>All School Types</u>
East Honolulu	150	700	350	200	1,400
Windward	220	1,000	500	280	2,000
Leeward/Central	380	1,710	850	480	3,420

Student-related travel to all types of schools represents a significant portion of the morning peak-hour travel on the three corridors. Public high school students, however, account for a very minor percentage of the

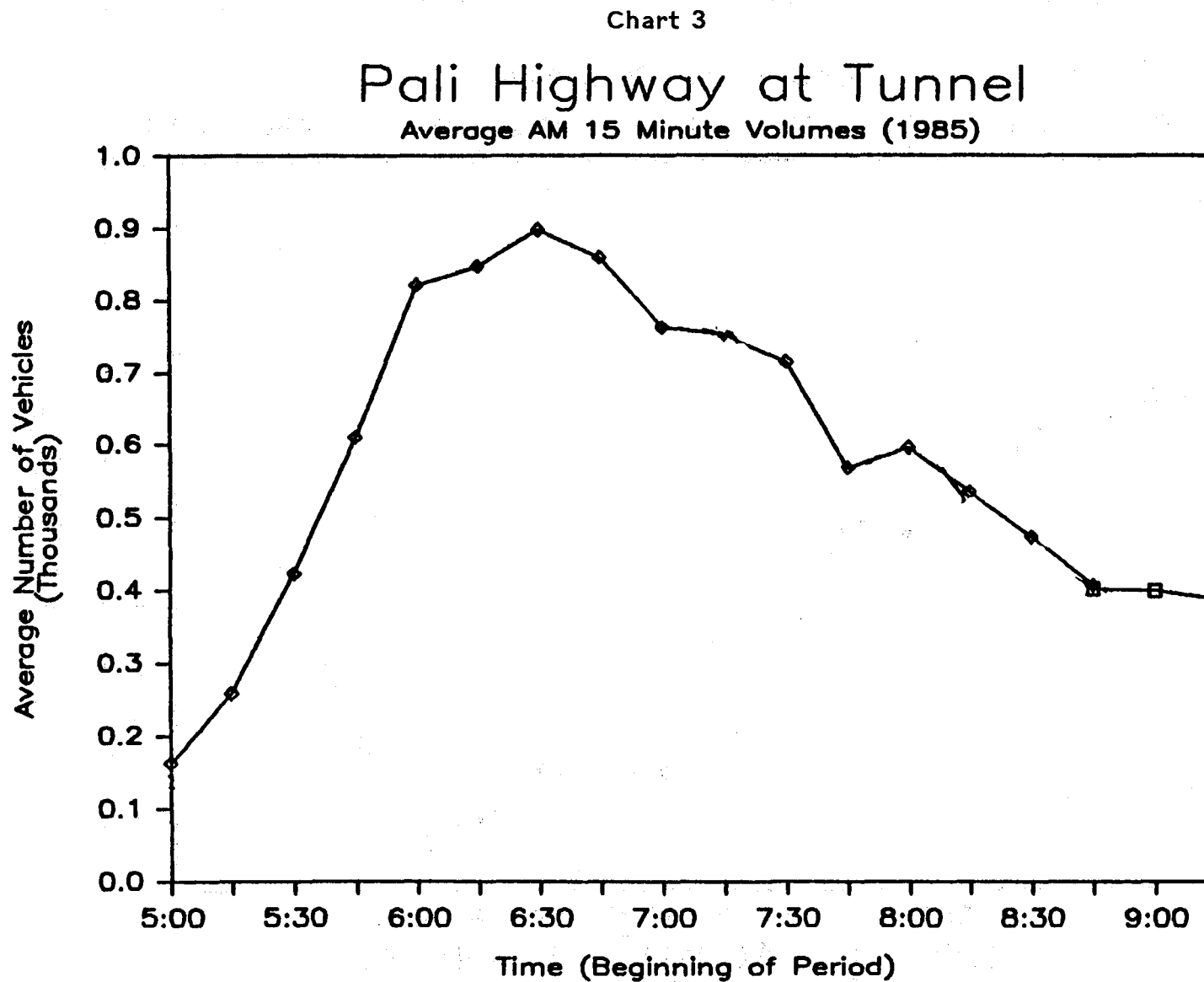
Map 4



Source: School Hour Change Study, Kaku Associates, February 1986, p. 10.



Source: Developed from Figure 2, p. 13, School Hour Change Study, Kaku Associates, February 1986.

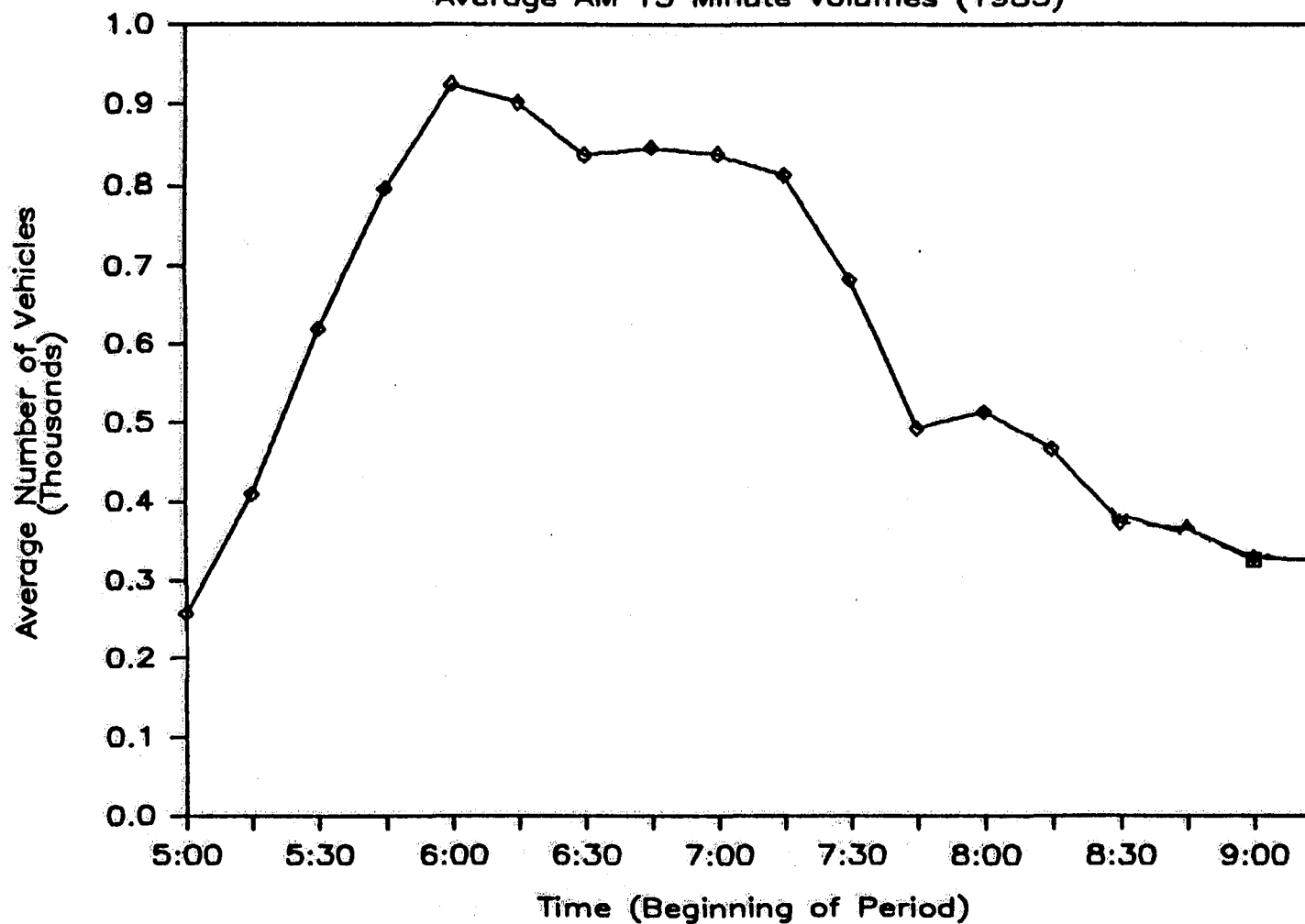


Source: Developed from Figure 3, p. 14, School Hour Change Study, Kaku Associates, February 1986.

Chart 4

Likelike Highway at Tunnel

Average AM 15 Minute Volumes (1985)

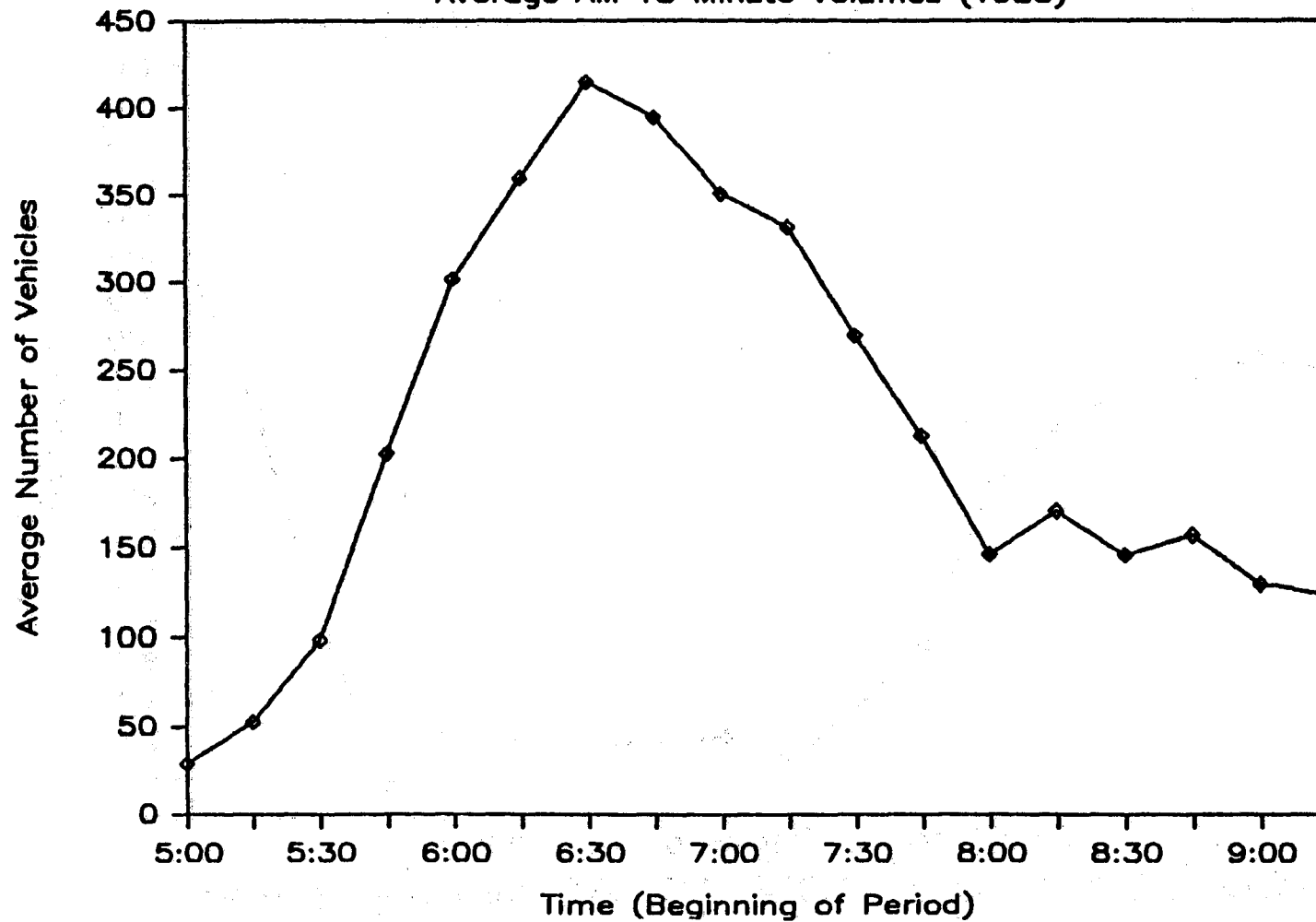


Source: Developed from Figure 4, p. 15, School Hour Change Study, Kaku Associates, February 1986.

Chart 5

Moanalua Road at Kalauao Bridge

Average AM 15 Minute Volumes (1985)

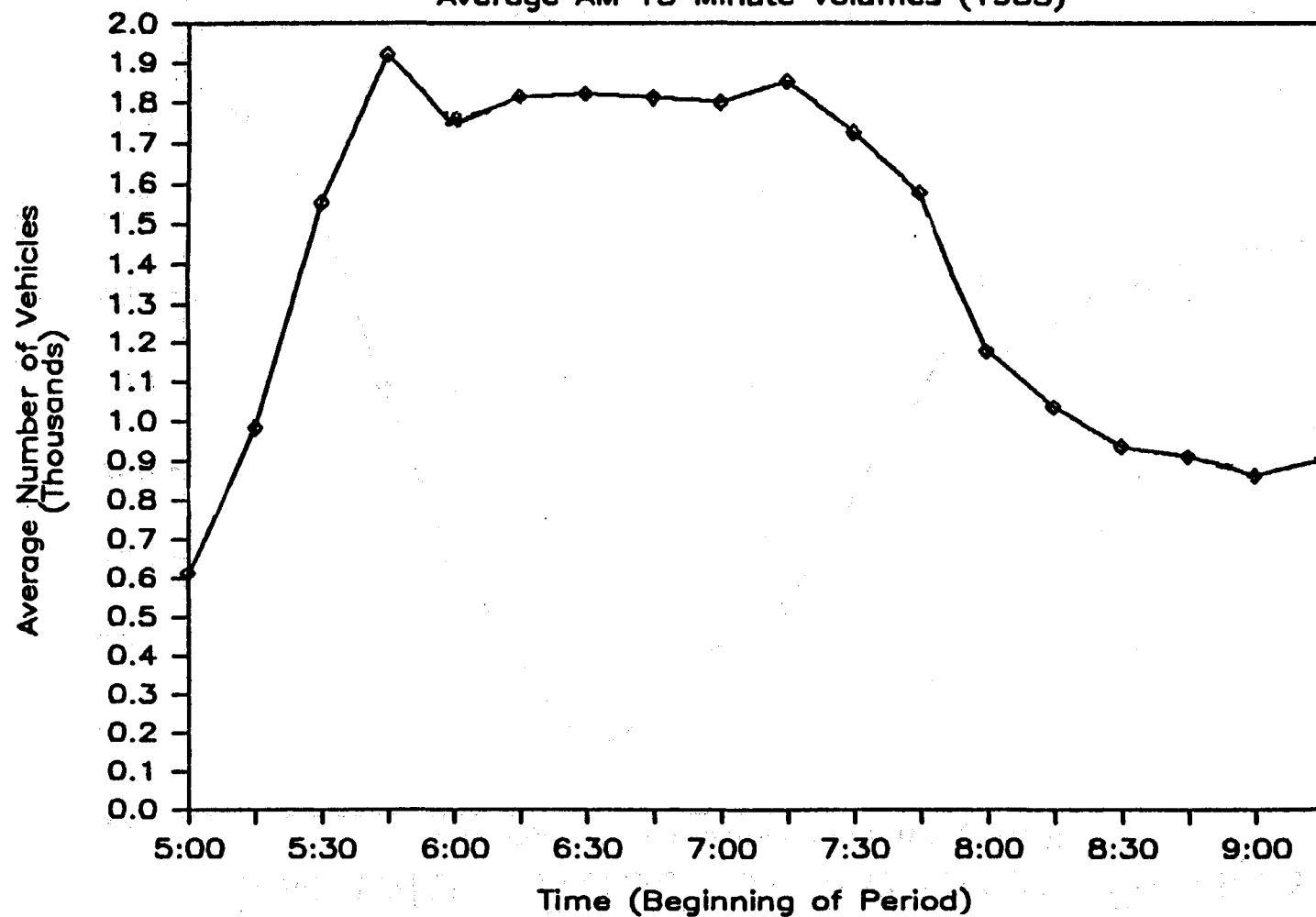


Source: Developed from Figure 5, p. 16, School Hour Change Study, Kaku Associates, February 1986.

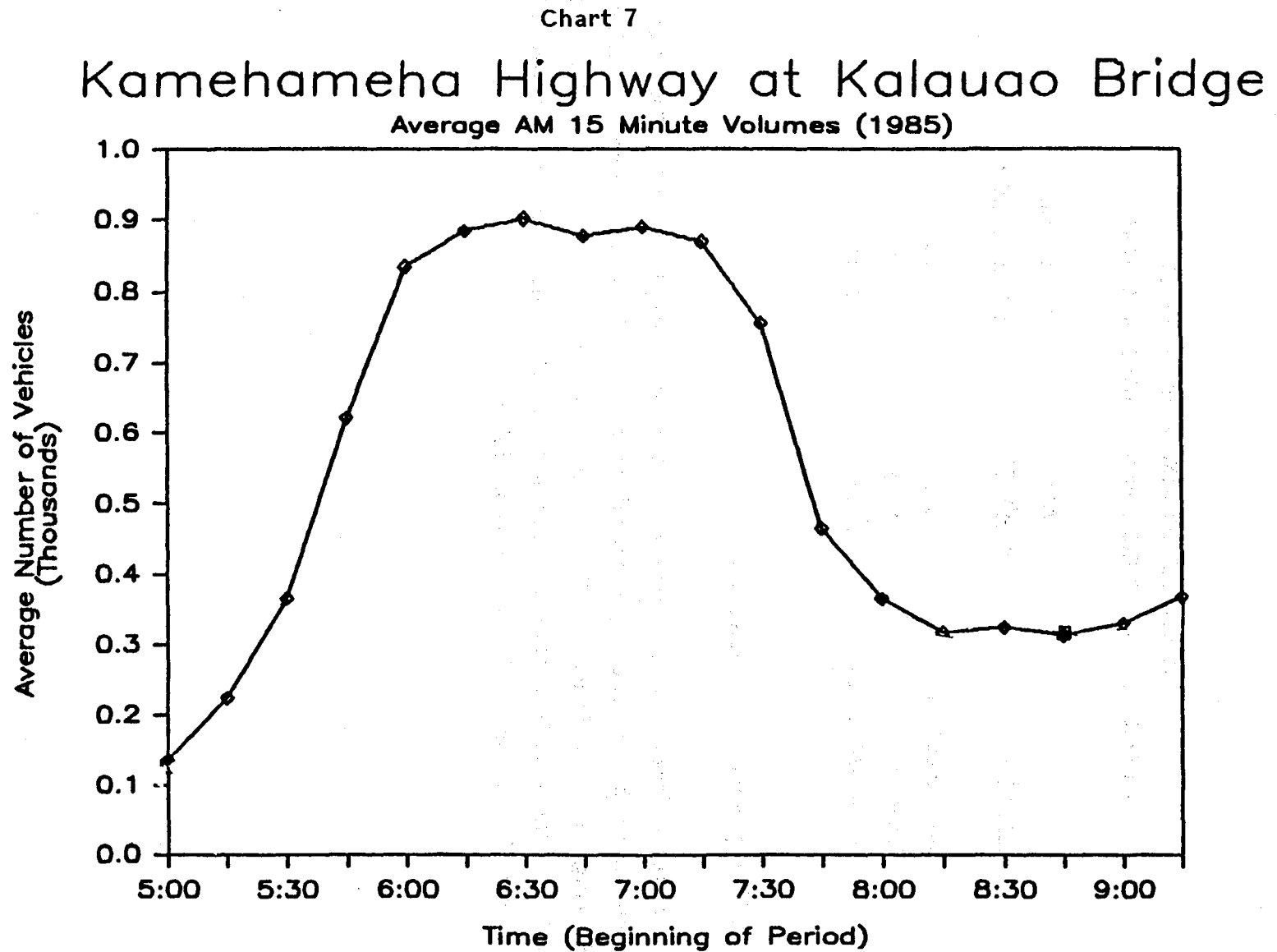
Chart 6

H-1 Freeway at Kaonohi Overpass

Average AM 15 Minute Volumes (1985)



Source: Developed from Figure 6, p. 17, School Hour Change Study, Kaku Associates, February 1986.



Source: Developed from Figure 7, p. 18, School Hour Change Study, Kaku Associates, February 1986.

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

morning peak-hour travel on the three corridors, as the following figures show:

STUDENT-RELATED MORNING PEAK TRIPS AS A PERCENTAGE OF TOTAL INBOUND CORRIDOR TRIPS¹⁰

<u>Corridor</u>	<u>All Students</u>	<u>Public High School Students</u>
East Honolulu	30.2%	3.4%
Windward	28.9%	3.2%
Leeward/Central	27.6%	3.1%

Student Travel Modes/Characteristics

The term "travel mode" refers to the way people travel. The Kaku study surveyed 575 public high school students¹¹ from two schools, Kalani and Farrington High Schools. One of the questions asked was: "How did you get to school today, that is, the method of transportation you used?" The distribution by mode of travel was as follows:

TRAFFIC CONDITIONS

STUDENT MODES OF TRAVEL¹²

City Bus	27.5%
Drive Self	11.7%
Other Driver	34.4%
School Bus	1.4%
Walk	23.0%*
Bicycle	1.0%
Other	1.0%
	100.0%

* At Farrington, 42.2% of the students walk to school; at Kalani, only 5% walk.

Other pertinent characteristics of public high school student travel identified in the Kaku study include the following:

66.4% of the students surveyed (at Kalani and Farrington High Schools) spend no more than 15 minutes traveling to school.¹³

43.3% of these students leave for school between 7:01 and 7:30 a.m.¹⁴

42.6% of these students leave for school between 7:31 and 8:00 a.m.¹⁵

71.4% of all Oahu households that drive a student to public school (including households with students who drive themselves) have no other destination for their trip.¹⁶

28.6% of these households have an additional, non-school destination for their trip.¹⁷

26.6% of these households have an additional, work destination for their trip.¹⁸

Findings

For the purposes of this report, the important findings of the Kaku study are the following:

- (1) Only 3.1% to 3.4% of morning peak-hour inbound traffic on the major commuter corridors is traffic attributable to public school student-related travel by private automobile.
- (2) Nearly two-thirds (66.4%) of the students surveyed (students at Kalani and Farrington High Schools) reported that it takes them no longer than 15 minutes to get to school. Such relatively short travel times indicate that most of these students are not using major commuter arterials.
- (3) Over 40% of those surveyed reported leaving for school between 7:31 and 8:00 a.m. These students are not traveling during the peak hours, which end at either 7:15 or 7:30 a.m. on each of the major arterials.
- (4) More than 25% of the students surveyed indicated that they ride the city bus to school. These students attended public high schools in the Honolulu district, where state school bus service is not currently provided.

Chapter 5

ALTERNATIVES ANALYSIS

The state school bus program, as presently defined, is available only to certain students. If the Hawaii State Legislature wishes to expand the school bus program, service could be extended to any or all of the students who are not currently served. This report has identified three ways in which the legislature might wish to extend the service:

Alternative I would completely eliminate the one-mile rule. All public school students would be eligible for bus service under this alternative.

Alternative II would apply the rule only with regard to a student's distance from home to school, thereby extending eligibility to students currently served by TheBus.

Alternative III would extend bus service to district exception students. These are the students who have been granted an exception to attend a school outside their attendance area or outside their district.

Costs of Expanding the State School Bus Program

The Department of Accounting and General Services has identified the additional cost of busing all Oahu public school students to be nearly \$33 million,¹ based on the following data:

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

ADDITIONAL COST OF BUSING ALL PUBLIC SCHOOL STUDENTS²

<u>District</u>	<u>Additional</u> <u>Students</u>	<u>Daily</u> <u>Cost per</u>	
		<u>Student</u>	<u>Annual Cost</u>
Honolulu	35,436		\$11,720,457
Central	24,877		8,228,068
Leeward	23,548		7,788,501
Windward	15,697		5,191,783
Total	99,558	\$1.89	\$32,928,809

These figures assume that all students who would be eligible would, in fact, ride the state buses. Actual demand for service, however, would not include all eligible students, because many students would still choose other means of transportation.

Costs of Alternative I

Under Alternative I, all public school students would be eligible to use the state school bus program. To estimate the cost of Alternative I, it is necessary to estimate the potential demand for the state program if it were offered to all students.

For the purposes of this analysis, it is assumed that the proportion of Honolulu public school students who use TheBus to get to and from school is a reasonable indication of the demand for student busing. The 10-cent fare per ride for students on the state buses is somewhat more attractive than the cost of riding TheBus, but the city public bus system offers more flexibility than the state program. Assuming these two factors are offsetting, the proportion of students in all districts who would choose to ride an unrestricted state bus system should approximate the current demand for TheBus by students attending public schools in the Honolulu district.

ALTERNATIVES ANALYSIS

The survey of public high school students conducted by the Kaku study indicates that 27.5% of Honolulu public high school students ride TheBus to school. After adjusting the survey data to account for the pre-high school students (who are too young to drive themselves), this percentage increases to 29.9%.³ Application of this factor to district enrollments results in the following estimated demand for service under Alternative I:

ESTIMATED DEMAND FOR STATE SCHOOL BUS SERVICE, ASSUMING ELIGIBILITY OF ALL PUBLIC SCHOOL STUDENTS

<u>District</u>	<u>Estimated Demand</u>	<u>Number Now Served</u>	<u>Net Increase</u>
Honolulu	10,773	53	10,720
Central	10,107	8,489	1,618
Windward	<u>5,748</u>	<u>3,285</u>	<u>2,463</u>
Oahu Total*	35,338	16,922	18,416

* Total figures in this table include the Leeward district, which is generally excluded from this study, at the legislature's request.

The additional cost of serving this demand in the three districts being studied (Honolulu, Central, and Windward) would be between \$4,144,290 and \$5,387,580. The low figure is based on TheBus per passenger cost of \$0.80, which is the lowest identified in this report. The high figure is the \$1.89 per student cost reported by the Department of Accounting and General Services, adjusted to account for direct student costs of 10 cents per ride and divided by 2 to reflect the cost per ride rather than the cost per student per day.

Islandwide (for the four districts), the additional cost would be between \$5.2 million and \$6.7 million. Because a large proportion of the new demand

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

would come from the Honolulu district, the expanded service under Alternative I would require the addition of completely new routes, in addition to the expansion of existing routes. For this reason, the actual program costs would probably be closer to the higher figure.

Costs of Alternative II

Under Alternative II, the one-mile rule would apply only with regard to a student's distance from home to school. Eligibility for the state bus program would thus be extended to students who are currently served by TheBus.

In order to estimate the cost of Alternative II, it is necessary to identify demand for service by students who live more than one mile from school and who would be likely to use a state school bus. Under the existing state program, the Central district has the highest percentage (25.1%) of public school students riding state school buses. Assuming that a comparable proportion of students in the Honolulu and Windward districts would choose to use the state system despite competing service offered by TheBus, demand for Alternative II service would be as follows:

ESTIMATED DEMAND FOR STATE BUS SERVICE, ASSUMING ELIGIBILITY FOR THOSE WHO LIVE MORE THAN 1 MILE FROM SCHOOL

<u>District</u>	<u>Estimated Demand</u>	<u>Number Now Served</u>	<u>Net Increase</u>
Honolulu	9,044	53	8,991
Central	8,489	8,489	-
Windward	4,825	3,285	1,540
Oahu Total*	29,665	16,922	12,743

ALTERNATIVES ANALYSIS

* Total figures in this table include the Leeward district, which is generally excluded from this study, at the legislature's request.

Using the same cost factors as in Alternative I, the additional cost for the three districts under review would fall between \$2,948,680 and \$3,833,284. The islandwide figures would be between \$3.6 million and \$4.6 million.

Costs of Alternative III

Alternative III would extend service to students who live outside the district of the school that they attend. The cost and feasibility of extending state school bus service to the "district exceptions" will be addressed by the Department of Education, which is preparing an evaluation of this option in response to Senate Resolution No. 141 (1987) (see Appendix I).

Benefits of an Expanded State Bus Program

The focus of this report is to evaluate the impact of an expanded school bus program on Oahu's traffic congestion. The basic question being addressed is whether peak-hour congestion would be relieved if more public school students were bused to and from school. The key factor in the equation is the extent to which public school students are currently contributing to congestion. The traffic analysis of the Kaku study indicates that only 3.1% to 3.4% of morning peak-hour inbound traffic is attributable to public school students.

Although the Kaku study surveyed high school students, school enrollment data indicate that high schools are the largest public schools. As such, they are more likely to draw students from a larger geographic area and, therefore, to use the major commuter corridors during peak hour. The

data show that comparatively few district-exception students travel into the Honolulu district and that most students attend their area schools. These findings lend support to the Kaku study's conclusion that public school students are not a significant part of commuter travel on Oahu's commuter corridors.

In summary, the data indicate that no direct benefit in terms of improved traffic congestion can be expected from expanding the state school bus program.

Impact on Other Programs

Impact on TheBus

Analysis of TheBus ridership indicates that public school students are a significant proportion of morning riders. As noted above, an estimated 29.9% of Honolulu district students ride TheBus to school. MTL, Inc. reports some 35,000 daily rides by public and private school students (see Chapter 2). These findings indicate that, at a minimum, some 21,500 of the daily rides by students are public school students traveling to or from school. If half of the estimated unmet demand for Alternative I state service is being met by TheBus in the Central, Windward, and Leeward districts, then this figure rises to 29,136 rides, or 14,568 students.

Shifting this many students from TheBus to the state school buses would increase the availability of TheBus seats for other passengers. As a result, TheBus would likely become a more attractive transportation alternative. If a significant number of commuters who presently use private cars begin to ride TheBus, then a noticeable improvement in traffic flow should result.

Disadvantages, however, would also accrue. Having additional school buses in the morning traffic could worsen traffic flow on urban streets because of the newly enacted law⁴ requiring all vehicles following school

buses and in lanes immediately adjacent to them to stop when the bus is loading or unloading students (see Appendix J).

The per passenger costs of the state program are consistently higher than the comparable costs of TheBus. A program that shifts the lower fare student riders to another system would allow more room for full-fare riders on TheBus. Increased revenues would accrue to the city, because adult fares are less subsidized than student fares.⁵ The cost to the State, however, would greatly exceed the revenue enhancement to the city.

Impact on the Honolulu Rail Project

Conceptual engineering for a rail transit system, including ridership projections and alignment alternatives analysis, is currently being conducted by the city. Because a majority of the potential users of an expanded school bus system live in and attend school within the district (Honolulu) that would be served by the rail system, the state program would create a strong potential for unnecessary and costly duplication of service. Although the state program could be revised once the rail system is operational, the alignment and capacity commitments for the rail system will be less flexible.

For this reason, any changes in the school bus program should be closely coordinated with the city's rail project.

Impact on Other Programs

The "magnet" school program (with specialized curricula being offered at selected schools) being considered by the Department of Education may have a significant impact on traffic. If high enrollment magnet schools are located in the Honolulu district, they will attract students from all areas of the island. The resulting traffic impact would be comparable to that of private schools and the university, and, depending upon enrollment, would contribute significantly to morning peak-hour congestion.

For this reason, care should be taken in locating the magnet schools, and staggered starting times should be considered. State-funded or subsidized student passes for TheBus should be tested before the more costly alternative of a separate state school bus service is provided for magnet school students.

Several other traffic management studies and projects are currently being evaluated or tested for their potential to relieve either commuter or regional congestion. If the state school bus program is expanded, then the general effects of expansion, as discussed above, would apply to these studies and projects as well. No additional, direct impact has been identified.

A brief summary of previous studies and those underway at this writing is provided as an addendum to this report.

Chapter 6

FINDINGS AND RECOMMENDATIONS

Facts and Findings

The school busing policy of the Department of Education (DOE) provides that no public school student is required to walk more than one mile to school or to a public transportation stop which serves the student's school. The DOE enrollment policy, which requires that students attend school in the same area in which they live, minimizes the number of students who must travel more than one mile to attend school. Enrollment exemptions are granted on a case-by-case basis for students to attend school outside their designated attendance area or departmental school district.

Of the 118,188 students enrolled in Oahu public schools, some 17,000 use the state school bus system and an estimated 14,600 use the city bus system (TheBus) to travel to and from school. In other words, an estimated 31,600 Oahu public school students ride buses to and from school. These students account for more than one-quarter (26.7%) of Oahu's public school enrollment.

Another one-quarter (an estimated 23%) of Oahu's public school students walk to school. Those who walk and those who ride the buses, therefore, account for approximately half of the students.

Finding No. 1: An estimated one-half of public school students on Oahu either walk to school or ride the state school buses or city buses to school. These students are not a factor in peak-hour traffic congestion.

Schools with high levels of enrollment are more likely to serve a larger geographic area and, therefore, are more likely to serve students who live more than one mile from school. Relatively few elementary and intermediate

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

schools have high levels of enrollment. The great majority of schools with current or projected high levels of enrollment schools are high schools.

Only 3.1% to 3.4% of morning inbound peak-hour traffic on Oahu's major commuter traffic corridors can be attributed to public school-related travel in private automobiles.

A substantial majority (66.4%) of students attending public high schools in the Honolulu district spend no more than 15 minutes traveling to school. These relatively short trips indicate that these students are not using the major commuter arterials to travel to school.

Nearly half (43%) of the students attending public high schools in Honolulu leave for school between 7:31 and 8:00 in the morning. But because the peak hour on the commuter arterials ends by 7:00 or 7:15 a.m., these students are not a significant factor in peak-hour traffic congestion.

Finding No. 2: Public high school students who drive or are driven to school would seem to be the most likely to contribute to traffic congestion. Other factors, however, appear to be determinative. The distance to school, the location of the school, and the number of drivers who drop a student off and continue to another destination are more significant factors in determining the contribution to traffic congestion. The data show that the proportion of inbound morning peak-hour commuter traffic attributable to public school student travel is 3.4% or less.

The cost per ride ranges from \$3 per student for the 53 students in the Honolulu district to slightly over \$1 per student for the 8,849 students in the Central district. The comparable average cost per passenger for TheBus is \$0.80 per ride.

Estimated demand for an expanded state school bus program that would be available to all public school students (under Alternative I, where the one-

FINDINGS AND RECOMMENDATIONS

mile rule would be rescinded) is 18,400 students in addition to the 17,000 currently served. The additional cost of such a program could approach \$6.7 million, given the average cost of the current state program.

A more restricted program expansion (under Alternative II, where the one-mile-from-home rule is retained but distance to the nearest public bus stop is not considered) would generate additional demand of nearly 13,000 students, at an additional cost of up to \$4.6 million islandwide, given the average cost of the current state program.

Finding No. 3: The state school bus program in all Oahu school districts is more costly and provides less service than the public bus system (TheBus).

Most of the potential users of an expanded system are students attending school in the Honolulu district where virtually no state service exists at the present time.

Finding No. 4: Expanding the state school bus system would shift student bus users from TheBus to the state service, but with little improvement in traffic flow on the major commuter arterials. A negative impact would be additional, periodic interruptions of traffic flow because of the new law requiring vehicles to stop when school buses are loading or unloading students.

The travel patterns of students attending "magnet" schools will be similar to those of private school and university students. If these schools are located in the Honolulu district, increased traffic congestion on commuter corridors can be expected.

Existing public bus service and the planned Honolulu rail transit system are programs that would be directly affected by a change in the state school bus program.

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

Finding No. 5: The programs most closely linked to the school bus program as it affects traffic congestion are the public bus service, the implementation of the "magnet" school concept, and the Honolulu rail transit project.

Recommendations

Because no noticeable benefits in terms of reduced traffic congestion can be anticipated from an expanded state school bus program, the program should not be altered solely for this purpose.

If objectives other than traffic relief are identified as justifying a higher level of school bus service, cost advantages indicate that first consideration should be given to providing the service through TheBus. Subsidized student passes or a contractual agreement with the city and MTL, Inc., would be appropriate mechanisms to consider.

Because public school students represent a significant number of daily commuters, programs that change their travel patterns need to be closely coordinated with the means of travel available to them. In particular,

- (1) MTL, Inc. and the City should be involved in decisions regarding the location and starting times of magnet schools, and
- (2) Long-range plans for student bus service on Oahu should be developed in coordination with the Honolulu rail transit project.

ADDENDUM

RELATED STUDIES AND PROGRAMS

Previous Studies

Since 1980, two major studies have been conducted that analyzed the contribution of school-related travel to peak-hour congestion on Oahu. Both focused on potential relief in peak-hour traffic if school starting times were to be changed.¹

- (1) Honolulu Work and School Hour Change Study, Alan M. Voorhees & Associates, March 1981 (prepared for the participating agencies of the Oahu Metropolitan Planning Organization).

The purpose of the Voorhees study was to estimate the impact of implementing variable starting times for schools and workplaces in order to reduce congestion that results from large numbers of people trying to get to and from work and school at the same time. The study also recommended an implementation and monitoring plan for variable work and school hours.

Six major commuter arterials were identified, and a series of surveys of commuters were conducted. The travel modes and trip purposes of those traveling the major arterials during the morning and afternoon peak periods were identified.

Based on the survey results, five work and school hour change alternatives were identified and evaluated according to a series of measures of effectiveness. The impact of the alternatives on each of six arterials was analyzed. Alternative A involved shifting school starting times in the primary urban center forward by a minimum of one hour (8:00 a.m. to 9:00 a.m. or later) for public high schools and private schools with 500+ enrollment. The analysis showed, however,

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

...no change or minor change in peak hour V/C (volume to capacity) ratios² for each of the six study facilities. This implies that Plan A alone would have little impact on improving traffic operations.³

Alternative B2, which called for coordinating variable work hours for employees in the central business district (downtown) and the Kapiolani business district, was the preferred alternative of the Voorhees study. The implementation program called for establishing a special bureau to administer and manage a program that would concentrate on developing ride sharing, transit marketing to employers and a parking management system.⁴

- (2) School Hour Change Study, Kaku Associates in association with Barbara Sunderland and Associates, February, 1986 (prepared for the Oahu Metropolitan Planning Organization).

The Kaku study was conducted in order to:

- (a) document the actual impact of school-related traffic on peak-hour congestion on Oahu, and
- (b) identify the institutional steps necessary to implement a change in school hours.⁵

Analysis focused on the impact of school-related automobile travel on morning peak-hour traffic volumes on three major corridors serving the primary urban center (PUC). (A transportation corridor is defined as "a broad geographical band that follows a general directional flow connecting major origins and destinations of trips and that contains a number of streets and highways and transit route alignments.")⁶

Actual traffic counts on the six arterial highways into the PUC were taken during August, when most schools are closed, and in September and October, after schools have started. Five surveys were conducted to document travel patterns and attitudes of parents, students, and faculty of

public high schools, private K-12 schools in the urban area, and colleges and universities in the PUC.

Analysis of the data showed that significant differences in traffic volumes between August and September/October exist and are attributable to school-related traffic. The study concluded that shifting the starting times of private schools and the colleges and universities located in the PUC forward one hour would reduce morning peak-hour travel times on the commuter corridors by 15% to 20%.⁷ For the purposes of this report, the most significant finding of the Kaku study, was that

... changing only public high school hours in the PUC would have a minimal impact and not result in any improvements to traffic flow conditions on major arterial leading into the PUC.⁸

Studies Currently Underway

Four studies are currently being conducted that will review or analyze transportation services that are or could become available to students. Each is summarized below.

- (1) Senate Resolution No. 141, REQUESTING A STUDY OF THE SCHOOL BUS SYSTEM, adopted by the Senate, Fourteenth Legislature, 1987, State of Hawaii.

Senate Resolution No. 141 (1987) requests the Department of Education to study the feasibility and cost of providing direct school bus service from all geographic areas for all students attending public or private schools in the central Honolulu area. The constitutionality of providing the service to private school students is to be discussed in the study.⁹ The department is to report its findings to the 1988 session of the state legislature.

BUS TRANSPORTATION FOR PUBLIC SCHOOL STUDENTS

- (2) Comprehensive Bus System Study, Department of Transportation Services, City & County of Honolulu.

The city is conducting a comprehensive review of the existing public bus system. The study is scheduled to be completed by the end of calendar year 1987 and will include recommendations relating to fleet size, route changes/additions, supporting para-transit alternatives, and opportunities for the private sector to supplement bus service. The study anticipates continued use of the service by public and private school students.¹⁰

- (3) Promoting & Implementing Paratransit on Oahu, Arthur Young, for Department of Transportation, State of Hawaii, 1987.

This study is being conducted to identify strategies for relieving current traffic congestion (excluding construction or expansion of the highway system) and to prepare an implementation program. The report recommends informational and promotional efforts to encourage carpooling, vanpooling, and private subscription bus service. Target groups include commuters, larger employers, smaller employers, neighborhood associations, real estate developers, educational institutions (private schools and colleges/universities), and labor organizations.

Rather than assigning responsibility for the program to an existing state or city agency the report recommends that:

...either an authority or an independent, nonprofit corporation be established.¹¹

- (4) Honolulu Rail Transit Project, Department of Transportation Services, City & County of Honolulu.

The Honolulu rail transit project is in the conceptual engineering phase. Ridership projections are being developed and will be one of the factors used to develop routing and capacity recommendations for the system. At present,

the analysis assumes that the rail transit will be serving existing bus users, including students.¹²

FOOTNOTES

Chapter 1

1. Such a change in the rules could have a major impact on the busing program on the neighbor islands, where approximately 60% of the public school students are not currently served. Without the one-mile rule, an additional 25,000 neighbor island students would be eligible for state school bus service.
2. The Department of Education has been asked to study this alternative and report its findings to the 1988 State Legislature. Senate Resolution No. 141, Fourteenth Legislature, 1987. For text see Appendix C.

Chapter 2

1. Hawaii Rev. Stat., ch. 91.
2. Interview with Mitsugi Nakatsuka, Student Transportation Branch, Department of Accounting and General Services, August 31, 1987.
3. Letter from Russel Nagata, State Comptroller, to Gordon Lum, Executive Director of Oahu Metropolitan Planning Organization, September 4, 1987. See Appendix G.
4. Transportation for special education students is provided as required by federal law and is not addressed in this report.
5. Chapter 8-27, Hawaii Administrative Rules (Department of Education), entitled "Transportation of Students", sec. 8-27-5(b)(2). See Appendix E.
6. Department of Education, Public and Private School Enrollment, September 11, 1986 (November 1986) [hereinafter cited as Enrollments], p. 2. See Appendix H.
7. See footnote 2.
8. See footnote 3.
9. See footnote 2.
10. Ibid.
11. See footnote 3.
12. Ibid.
13. Enrollments, p. 2.
14. See footnote 2.
15. See footnote 3.
16. Ibid.
17. Enrollments, p. 2.
18. See footnote 3.

19. Ibid.
20. Ibid.
21. Ibid.
22. Enrollments, p. 2.
23. See footnote 3.
24. See footnote 2.
25. Department of Transportation Services, City and County of Honolulu, Short-Range Transit Plan Update (December 1986) [hereinafter cited as Transit Plan], pp. S-1 and 2-2.
26. Ibid., p. 2-4.
27. Department of Transportation Services, City and County of Honolulu, The Bus Route Map.
28. Transit Plan, p. 3-8.
29. Ibid., p. 3-5.
30. Ibid.
31. The \$1.04 per ride includes the 10-cent student fare, which is part of the cost of the program but is collected and retained by the bus operators. In other words, the state cost of \$1.89 per student per day, divided by 2, plus the 10-cent fare is \$1.04, which is comparable to the \$0.80 MTL cost per ride.

Chapter 3

1. This count excludes Anuenue Elementary School, which closed in June, 1987. Department of Education, State of Hawaii, Enrollment Projections of the Public Schools in Hawaii 1987-1992 (April 1987) [hereinafter cited as Enrollment Projections], p. 5. See Appendix I for selected pages of this report.
2. Enrollment Projections, p. 10.
3. Ibid. Enrollment data include special education students attending regular schools, but exclude those attending special education schools.
4. Data in this section are from Enrollment Projections, pp. 29-31.
5. Six other public schools are located in the Honolulu district. Five are special education schools operated by the Department of Education. The other is the University Laboratory School (in Manoa Valley), which is operated by the University of Hawaii at Manoa and which serves 328 students in grades K-12.
6. Data in this section are from Enrollment Projections, pp. 32-34.

7. Data in this section are from Enrollment Projections, pp. 38-39.
8. Interview with Vernon Honda, Auxiliary Services Specialist III, Facilities and Support Services Branch, Department of Education, State of Hawaii, September 1, 1987.
9. Department of Education, State of Hawaii, Public and Private School Enrollment, September 11, 1986 (November 1986), p. 2.
10. Enrollment Projections, p. 1.
11. Ibid., pp. 1-2.
12. Ibid., p. 10.
13. The city's development plans designate Ewa as the island's primary growth area. Proposed new subdivisions, if approved and constructed, would provide more than 40,000 new housing units. The resulting increase in Leeward district school age population (12,245) would require new schools costing an estimated \$128 million. The Honolulu Star-Bulletin, September 11, 1987, p. A-1, col. 3.
14. Enrollment Projections, p. 10.
15. Ibid., p. 5.
16. Ibid., p. 31.
17. Ibid., p. 5.
18. Ibid., p. 34.
19. Ibid., p. 7.
20. Ibid., p. 39.
21. The Multi-Year Program and Financial Plan and Executive Budget for the Period 1987-1993 (Budget Period 1987-89) (submitted to the Fourteenth State Legislature, December 1986), Vol. I.
22. The executive budget document reflects anticipated requests for the legislature to fund capital projects. Actual construction may not start on funded projects for several years following the appropriation of funds.

Chapter 4

1. Kaku Associates (in association with Barbara Sunderland and Associates), School Hour Change Study (prepared for the Oahu Metropolitan Planning Organization and its participating agencies) (February 1986).
2. Robert H. Watkins and William R. Wolfe, A UTPS Lexicon (Report UMTA-UPM20-81-1, U.S. Department of Transportation, Urban Mass Transportation Administration, Office of Planning Methods and Support (July 6, 1981), p. 32.
3. Kaku Associates, pp. 8-9.

4. Ibid.
5. Ibid., p. 11 (Table 2).
6. Ibid.
7. Ibid., p. 10.
8. Ibid., pp. 13-18.
9. Ibid., p. 38 (Table 7).
10. Computed from the figures presented in the two preceding tables.
11. The Kaku study found that school trips through the corridors by public school students in grades K-9 represent such a small per cent of the total that analysis was limited to public high school students.
12. Kaku Associates, Appendix A (OMPO Student Surveys).
13. Ibid.
14. Ibid.
15. Ibid., Appendix E (OMPO Student Survey).
16. Ibid., Appendix E (OMPO Student Survey). The survey was based on a random selection of phone numbers of residents on Oahu. Ibid., p. 23.
17. Ibid.
18. Ibid., Appendix E (OMPO Student Surveys).

Chapter 5

1. Letter from Russel Nagata, State Comptroller, to Gordon Lum, Executive Director of Oahu Metropolitan Planning Organization, September 4, 1987. See Appendix G.
2. Ibid.
3. Among the surveyed (high school) students, 11% drove themselves to school and 27.5% rode TheBus. Assuming that the pre-high school students' modes of travel are distributed in the same way as that of the non-driving high school students, an estimated 29.9% of all public school students would choose to ride TheBus.
4. 1987 Haw. Sess. Laws, Act 237.
5. Student riders are subsidized at 55 cents per ride under the cash fare and at approximately 60 cents per ride for pass holders. By way of comparison, adult riders are subsidized at only 20 cents per ride for cash fares and at approximately 42.5 cents per ride for pass holders. Department of Transportation Services, City and County of Honolulu, Short-Range Transit Plan Update (December 1986), p. 2-4 (bus fares) and p. 3-5 (costs of service).

Addendum

1. House Resolution No. 195, H.D. 1, 1984 Regular Session, which was adopted during the 1984 session of the state legislature, requested the Legislative Reference Bureau to examine (a) the practice of staggered work hours for state employees, and (b) the potential effects of staggering the hours of public schools. The second part of the request was not addressed in the report, because it would have duplicated a similar effort being conducted by the Oahu Metropolitan Planning Organization (School Hour Change Study).
2. Volume/capacity (V/C) ratios measure the amount of traffic on a facility for a given period of time, relative to the capacity of the facility. Interview with Nell Cammack, Planning Coordinator, Oahu Metropolitan Planning Organization, September 2, 1987.
3. Alan M. Voorhees & Associates, Executive Summary, Honolulu Work and School Hour Change Study (prepared for the Oahu Metropolitan Planning Organization and its participating agencies) (March 1981), p. 7.
4. Ibid., pp. 5, 8.
5. Kaku Associates (in association with Barbara Sunderland and Associates), School Hour Change Study (prepared for the Oahu Metropolitan Planning Organization and its participating agencies) (February 1986), p. ii.
6. Robert H. Watkins and William R. Wolfe, A UTPS Lexicon (Report UMTA-UPM20-81-1, U.S. Department of Transportation, Urban Mass Transportation Administration, Office of Planning Methods and Support) (July 6, 1981), p. 32.
7. Kaku Associates, p. 31.
8. Ibid., Executive Summary, p. v.

Private schools and colleges/universities serve students on an islandwide basis, while public schools (K-12) primarily serve students who live in the same area as their school. Thus, the proportion of private school and college/university students who must commute using the major corridors is significantly greater than the proportion of public school students using the corridors. If the Department of Education implements the "magnet" school concept, these schools will have a traffic impact comparable to private schools.

9. Article X, Section 1, of the State Constitution provides that no public funds "shall be appropriated for the support or benefit of any sectarian or private educational institution." The intended scope of this provision has been interpreted by the Hawaii Supreme Court to be far reaching.

In 1968, the use of \$42,000 in state funds to reimburse private carriers (in some cases the schools themselves) for bus transportation of students to private schools was unanimously overturned by the Hawaii Supreme Court. Spears

v. Honda, 51 Haw. 1, 449 P.2d 130 (1968). In the court's words, the state constitution "ties the hands of the Legislature and prohibits it from making any appropriation aiding a sectarian or private school." Id., at 15, 449 P.2d at 139. (Emphasis added.)

The court said that "the subsidy induce[d] attendance at nonpublic schools [and therefore provided] tangible 'support or benefit' to such schools." Id., at 13, 449 P.2d at 138. The constitutional history, however, made it clear that the framers of the state constitution were "vitally concerned with the need for better public education in Hawaii," and that they intended to prohibit any appropriation that aided private schools, even bus subsidies. Id., at 10, 15, 449 P.2d at 136, 139.

10. Interview with Nell Cammack, Planning Coordinator, Oahu Metropolitan Planning Organization, September 2, 1987.
11. Arthur Young, Promoting & Implementing Paratransit on Oahu, (prepared for Department of Transportation, State of Hawaii) (1987) p. 39.
12. Interview with Nell Cammack, Planning Coordinator, Oahu Metropolitan Planning Organization, September 2, 1987.

HOUSE RESOLUTION

REQUESTING A STUDY OF THE FEASIBILITY OF ESTABLISHING A SCHOOL BUS PROGRAM FOR STUDENTS ATTENDING SCHOOLS IN THE WINDWARD, CENTRAL, AND HONOLULU SCHOOL DISTRICTS OF OAHU.

WHEREAS, the safe, efficient, and timely transport of all children to and from school is a legitimate and important statewide concern today because heavy traffic congestion and near gridlock conditions during peak hour traffic flows have made the transport of school children increasingly unsafe and difficult; and

WHEREAS, within the Windward, Central, and Honolulu districts of Oahu there are one hundred twenty-four public schools, fifty-four per cent of the total number of schools under the Department of Education (Department); and

WHEREAS, there are approximately 89,057 public school students in the Windward, Central, and Honolulu school districts and a great number of them drive or are driven to and from school; and

WHEREAS, the current Department guideline for "adequate student transportation"--that students living more than one mile from school should have suitable transportation (i.e. school bus services) to and from school--ignores the many dangers to school children coming to or leaving school in the Windward, Central, and Honolulu districts that arise from gridlock traffic jams, exhaust fumes, frequent street crossings by students, dropoffs of students along busy roadways, traffic congestion problems; and

WHEREAS, a different Department school transportation standard which addresses urban traffic conditions is needed for the Windward, Central, and Honolulu districts to assure safe and adequate student transportation to and from public schools in those districts; and

WHEREAS, continued application of the one-mile department standard may actually contribute to peak hour traffic congestion in the Windward, Central, and Honolulu districts since many children must therefore drive or be driven to school in these districts and figures are not available to ascertain whether city MTL bus services provide adequate transportation to students who may need school bus services; and

WHEREAS, a school bus program for the Windward, Central, and Honolulu districts which is tightly coordinated with daily school schedules would eliminate the need for costly before- and after-school on-campus safety and security personnel and activities; and

WHEREAS, such a school bus program would provide many parents, who now drive their children to and from school because of concern for their safety, a safe and dependable means of transportation for their children; and

WHEREAS, such a program will not affect existing school bus services provided by the Department in rural areas but will, instead, bring about parity in Department transportation services to all students throughout the State; and

WHEREAS, such a school bus program would complement and enhance the prospects of success for current proposals to ease peak hour traffic congestion on Oahu, such as starting all schools at a later morning hour, staggered beginning school and work hours, park-and-ride programs, mass transit system services, major physical improvements to Oahu's key roadways, and other proposals; now, therefore,

BE IT RESOLVED by the House of Representatives of the Fourteenth Legislature of the State of Hawaii, Regular Session of 1987, that the Legislative Reference Bureau, in consultation with the Departments of Education and Transportation and other affected governmental agencies, is requested to study the requirements and feasibility of establishing a school bus program for students attending all public schools in the Windward, Central, and Honolulu school districts; and

BE IT FURTHER RESOLVED that the scope of the study shall include but need not be limited to:

- (1) Existing projected patterns and practices in the

transport of public school students to and from school in the Windward, Central, and Honolulu districts;

- (2) Continued efficacy of adhering to the current Department of Education one-mile standard within these districts in light of existing traffic problems on Oahu;
- (3) Potential contribution, if any, of a comprehensive school bus program toward the successful establishment and operation of a mass transit system, staggered beginning school and work hours, starting all schools at a later morning, Oahu park-and-ride programs, and other traffic-reducing transportation proposals;
- (4) Financial needs and implications of a comprehensive school bus program;

and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau report its findings and recommendations to the Legislature twenty days prior to the convening of the Regular Session of 1988; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be transmitted to the Director of the Office of the Legislative Reference Bureau, the Director of Transportation, the Board of Education, the Superintendent of Education, the City and County of Honolulu Director of Transportation Services, the Executive Director of the Oahu Metropolitan Planning Organization, and the Principals of all Public Schools within the Windward, Central, and Honolulu school districts.

Appendix B

STAND. COM. REP. NO. 1329

Honolulu, Hawaii

April 22, 1987

RE: H.R. No. 96

H.D. 1

Honorable Daniel J. Kihano
Speaker, House of Representatives
Fourteenth State Legislature
Regular Session of 1987
State of Hawaii

Sir:

Your Committees on Education and Legislative Management, to which was referred H.R. No. 96 entitled: "HOUSE RESOLUTION REQUESTING A STUDY OF THE FEASIBILITY OF ESTABLISHING A SCHOOL BUS PROGRAM FOR STUDENTS ATTENDING SCHOOLS IN THE LEEWARD AND HONOLULU SCHOOL DISTRICTS OF OAHU", beg leave to report as follows:

The purpose of this resolution is to study the feasibility of establishing a school bus program for students attending public and private schools in the Windward and Honolulu school districts.

Testimony in favor of this resolution was received from the Aliamanu-Salt Lake-Foster Village Neighborhood Board, the Oahu Metropolitan Planning Organization, Kaiser Development Company, the City and County of Honolulu Department of Transportation, the Department of Education (Department), and the Department of Transportation. The Department of Accounting and General Services opposed this resolution.

Department of Education testimony expressed concern regarding the inclusion of private schools in the requested study. Your Committees find that providing public funds for transportation of private school students would be a violation of Article X, Section 1 of the Hawaii State Constitution. The Department also indicated that transportation services are already provided for students in the Leeward District, but that Windward and Central district students do not presently receive school bus service.

The resolution has been amended to request a study of the feasibility of establishing a school bus program for public school students in the Windward, Central, and Honolulu districts.

Your Committees on Education and Legislative Management concur with the intent and purpose of H.R. 96, as amended herein, and recommend its adoption in the form attached hereto as H.R. No. 96, H.D. 1.

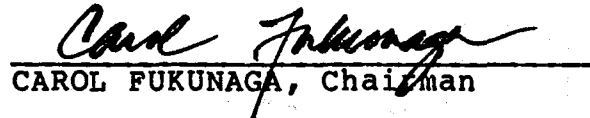
Respectfully submitted,

COMMITTEE ON EDUCATION

COMMITTEE ON LEGISLATIVE
MANAGEMENT



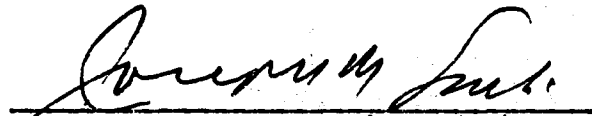
ROD TAM, Chairman,




CAROL FUKUNAGA, Chairman



SAMUEL S. H. LEE, Vice Chairman



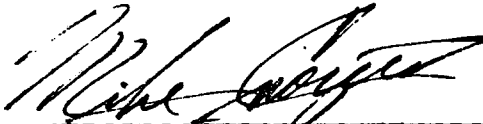
JOSEPH M. SOUKI, Vice Chairman



ROBERT BUNCH, Member



EMILIO S. ALCON, Member



MIKE CROZIER, Member



PETER K. APO, Member

Clarice Y. Hashimoto
CLARICE Y. HASHIMOTO, Member

Herbert J. Honda
HERBERT J. HONDA, Member

Andrew Levin
ANDREW LEVIN, Member

Paul T. Oshiro
PAUL T. OSHIRO, Member

Calvin K.Y. Say
CALVIN K.Y. SAY, Member

James Shon
JAMES SHON, Member

Brian Taniguchi
BRIAN TANIGUCHI, Member

Terrance Tom
TERRANCE TOM, Member


(EXCUSED)
DANIEL J. KIHANO, Member

Tom Okamura
TOM OKAMURA, Member

Whitney T. Anderson
WHITNEY T. ANDERSON, Member

Micheal Liu
MICHEAL LIU, Member


MIKE O'KEIFFE, Member


BILL PFEIL, Member


PATRICK RIBELLIA, Member

THE SENATE
FOURTEENTH LEGISLATURE, 1987
STATE OF HAWAII

APR 09 1987

S.R. NO. 141

SENATE RESOLUTION

REQUESTING A STUDY OF THE SCHOOL BUS SYSTEM.

WHEREAS, the education of our children is one of the most critical issues facing our state today; and

WHEREAS, school bus service or public bus service to many areas is often not readily available or does not deliver students directly to their schools or requires transfers or lengthy stops in the early morning hours; and

WHEREAS, as a consequence, many parents either drop their children off at school on their way to work or make a separate trip to drive their children to school, which leads to increased traffic, but more importantly, can leave students unsupervised on school premises for up to an hour or more; and

WHEREAS, the problem is especially critical for schools in the central Honolulu area due to the already high level of commuter traffic and the high concentration of schools in the area; and

WHEREAS, many parents who now drive their children to school would allow them to ride school buses directly to the schools if such a service were available; and

WHEREAS, this would alleviate the problem of unsupervised students and contribute to the safety of students while on school campuses, and also relieve parents of the responsibility of transporting children to school; now, therefore,

BE IT RESOLVED that the Senate of the Fourteenth Legislature, Regular Session of 1987, requests the Department of Education to conduct a study of the feasibility of providing direct school bus services from different areas on the island of Oahu to all schools in the central Honolulu area; and

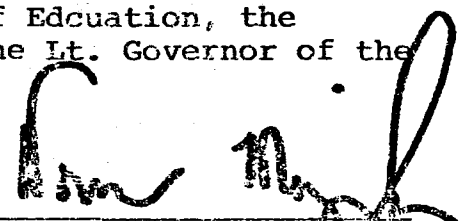
BE IT FURTHER RESOLVED, that the Department of Education shall include the following in their assessment:

- 1) the number of buses or vans that would be required to provide bus service from the different geographical areas of the island to each school in the central Honolulu area, based on the number of students enrolled in those schools and their concentrations in the different areas of the island;
- 2) the feasibility of utilizing existing State and City and County buses for this purpose;
- 3) the constitutionality of providing this service to private as well as public schools;
- 4) the average cost per student for providing these services for each geographical area and for the entire island, further broken down to show the cost of providing these services to a) the public schools and b) the public and private schools;
- 5) a cost benefit analysis of such a system; and

BE IT FURTHER RESOLVED that the Department of Education shall present its findings thirty days prior to the convening of the Regular Session of 1988; and

BE IT FURTHER RESOLVED that copies of this resolution be transmitted to the Superintendent of Education, the Governor of the State of Hawaii, and the Lt. Governor of the State of Hawaii.

OFFERED BY:


Dean R. DeLoe

Appendix D

DEPARTMENT

296-46.1

Attorney General Opinions

This section and §296-43 clearly imply that the department may impose and change prices for school lunches. Att. Gen. Op. 73-14.

§296-45 Transportation of school children. The department of education may provide suitable transportation to and from school and for educational field trips for all children in grades kindergarten to twelve and in special education classes. The department shall adopt such policy, procedure, and program as it deems necessary to provide suitable transportation. In formulating the policy, procedure, and program, the department shall consider the school district, the school attendance area in which a school child normally resides, the distance the school child lives from the school, the availability of public carriers or other means of transportation, the frequency, regularity, and availability of public transportation, and the grade level, physical handicap, or special learning disability of a school child, and it may also consider such conditions and circumstances unique or peculiar to a county or area.

The department shall, in the manner provided in chapter 91, promulgate rules and regulations governing the supervision and administration of the transportation of school children under this section. [L 1967, c 233, pt of §2; HRS §296-45; am L 1971, c 140, §1; am L 1980, c 42, §1]

Revision Note

"Section 296-45" changed to "this section".

Cross References

State function, see §27-11.

Validation of contracts for student bus transportation entered into before May 1, 1970, see L 1970, c 78.

Attorney General Opinions

Pursuant to rules promulgated under section, department may, in lieu of providing transportation, tender parents reimbursement, under unusual circumstances. Att. Gen. Op. 73-2.

Case Notes

"All school children" refers to all public school children; section is invalid to extent it authorizes appropriations for transportation of nonpublic school children. 51 H. 1, 449 P.2d 130.

§296-46 REPEALED. L 1980, c 42, §2.

§296-46.1 School bus contracts. Any law to the contrary notwithstanding, school bus contracts between the State and a private contractor may be extended for two years by mutual agreement; provided that the parties may agree to extend the contract for an additional two years thereafter. The compensation due to the contractor by the State for each extended year may be increased, but in an amount not to exceed five per cent of the previous year's compensation. In addition, the compensation due to the contractor by the State for any original or extended contract year may be increased by a reasonable amount for unanticipated inflationary increases in the cost of fuel. If the original contract between the State and a private contractor already includes an option to extend the contract period, the provision shall be applicable after the contract option is exercised.

In the renegotiation for the extension of any contract, the contractor shall

Appendix E

TITLE 8 DEPARTMENT OF EDUCATION

SUBTITLE 2 EDUCATION

PART 1 PUBLIC SCHOOLS

CHAPTER 27

TRANSPORTATION OF STUDENTS

§8-27-1	Statement of purpose
§8-27-2	Definitions
§8-27-3	Student fare
§8-27-4	Limitations
§8-27-5	Eligibility
§8-27-6	Application procedure
§8-27-7	Transportation procedures
§8-27-8	Exemption from the one-mile qualifying distance
§8-27-9	Transportation as "related service"
§8-27-10	Appeals

Historical Note: This chapter is based substantially upon Department of Education "Rule 1, Relating to the Transportation of Students." [Eff. 10/29/62, am 8/25/67; am 8/17/68; am 9/6/69; am 9/24/70; am 3/31/72; am 10/1/73; R MAR 03 1984]

§8-27-1 Statement of purpose. The purpose of providing transportation to students is to facilitate compliance with the State compulsory attendance law and to provide access to equal educational opportunity without undue transportation hardships. [Eff. MAR 03 1984] (Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-2 Definitions. As used in this chapter, unless the context indicates otherwise:

"A mile or more," or any other term of distance shall be measured by the shortest walking distance between the closest accessible area from the residence to the closest accessible area of the school, as measured by the department of accounting and general services;

"A student with physical or health problems or both" means a student with a temporary (ten or more school days) or permanent condition who, because of the condition is unable to utilize regular modes of transportation as determined by the district superintendent;

"Board" means the board of education;

"Department" means the department of education;

"Educational field trip" means a trip approved by the principal to provide pupils with experiences that will assist them in achieving educational objectives;

"Family" means a unit living together under one roof including the father, mother, brothers, or sisters, adopted siblings, either legally or by custom, and the grandparents of the student;

"Mileage transportation reimbursement" means payment by the department of accounting and general services to reimburse mileage costs of providing transportation at thirty cents per mile for vehicles other than motorcycles and fifteen cents per mile for motorcycles;

"Public school attendance area" means the area encompassed by boundaries established by the department within which the public school is situated, and is the designated school that students residing in that area must attend;

"Regular modes of transportation" means walking and riding unassisted in large (over 16 passengers) buses such as mass transit or school buses, to and from school;

"Student" means any student who is attending public school classes in grades kindergarten to twelve, operated by the department;

"Special education student" means a student who has been found eligible for special education by the department;

"Unusual transportation circumstance" includes circumstances as unsatisfactory roads or long distances of travel for a limited number of students, or any other circumstance which may be deemed to be out of the ordinary, by the department of accounting and general services, when the student's transportation requirements are compared with providing transportation to majority of students. [Eff. MAR 03 1984] (Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-3 Student fare. Student fare is the amount the fare rider pays to ride the bus each way to and from school. The fare is ten cents per ride. The State shall pay for any cost in excess of the student fare. [Eff. MAR 03 1984] (Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-4 Limitations. (a) This chapter is conditioned upon the amount of funds made available to the department of accounting and general services to provide transportation to students.

(b) Transportation shall be limited to transportation of students from the home to school and return, and for educational field trips. Transportation from home to school and return will be from a designated school bus stop unless curb-to-curb transportation services are provided. When transportation other than to and from school and a location other than a student's home is requested, it shall be referred to the department of accounting and general services. The department of accounting and general services may provide transportation if there are no additional costs involved.

(c) The transportation shall be provided to students during the school year from September to June, as determined by the department.

(d) Any student capable of walking may be required to walk or provide the student's own transportation to and from school or to and from a bus stop located not more than one mile from the student's residence.

(e) Students who are required by the department to attend a school out of their public school attendance area shall not be eligible for transportation if their school is less than a mile from their residence and provided that they are capable of walking.

[Eff. MAR 03 1984] (Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-5 Eligibility. (a) Fare free riders shall include:

- (1) Students with physical or health problems, or both, and
- (2) Students who reside a mile or more from school, ride the bus every day, attend the school in their public school attendance area, and are:
 - (A) A member of a family receiving welfare assistance; or
 - (B) A member of a family which meets current income poverty guidelines of the community services administration issued by the Hawaii office of economic opportunity; or
 - (C) The fourth or more student of a family and the first three students are paying the ten cents per ride to and from school; or
 - (D) Transferred to another school because of a grade transfer from one school to another, but the student shall receive transportation only for the time that the student would have been in the grade which was transferred; or

- (E) Transferred to another school because the school was consolidated, but the student shall receive transportation only for the remaining number of years that the student would have been in attendance at the school which was consolidated; or
 - (F) Required by the department to attend a school other than the school in the student's public school attendance area.
- (b) Fare riders shall include:
- (1) Students who reside a mile or more from school, ride the bus every school day, and attend the school in the student's public school attendance area; or
 - (2) Students not eligible for transportation because they reside less than a mile from school, do not ride the bus every school day, or are on district exception; provided there are unused seats on the bus and accommodation will not result in additional cost to the State as determined by the department of accounting and general services.
- (c) A mileage transportation reimbursement may be made available to students who are involved in an unusual transportation circumstance at the discretion of the department of accounting and general services.
[Eff. MAR 03 1984] (Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-6 Application procedures. Any parent, legal guardian, or adult person with whom the student resides, or any student eighteen years or older may apply for transportation in accordance with the following procedures:

- (1) Application forms for transportation shall be available from the bus company or the school the student attends. The application must be completed and returned to the student's school or the bus driver.
- (2) Students with physical or health problems may apply for transportation at the school the student attends.
- (3) Application for alternate drop offs and pick ups to or from locations other than the student's home under section 8-27-4(b) shall be made by submitting a written request to the school the student attends, and
- (4) Application for students who reside less than a mile from school, do not ride the bus every school day, or are on district

exception under section 8-27-5(b)(2) shall be made by submitting a written request to the school the student attends.
[Eff. MAR 03 1984] (Auth: HRS §296-12)
(Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-7 Transportation procedures. Students and parents who do not comply with the procedures in this section may be denied transportation. For students receiving curb-to-curb transportation parents shall:

- (1) Provide emergency information pertaining to the safety of the child prior to receiving transportation;
- (2) Provide supervision or designate an alternate to provide supervision during the time the bus arrives to pick up and drop off the child. Any exception to this requirement shall be made only with the written consent of the principal; and
- (3) Observe procedures relating to student absences, disasters, illness, and carrying of articles on the bus. [Eff. MAR 03 1984]
(Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-8 Exemption from the one-mile qualifying distance. (a) An exemption from the one-mile qualifying distance required under section 8-27-5 may be granted by the Superintendent on a year to year basis if an exemption is necessary for the health and safety of students.

(b) Applications for exemptions shall be submitted to the Superintendent and shall state the specific exemption requested, the reasons why the exemption should be granted, the duration of the exemption, and any other pertinent information.

(c) The Superintendent shall advise the applicant of the decision within thirty calendar days after receiving an application.

(d) Exemptions granted under this section shall terminate when the hazardous conditions are corrected or otherwise cease to exist. [Eff. MAR 03 1984]
(Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

§8-27-9 Transportation as "related service". Any transportation which a special education student may receive under this chapter shall not be considered a "related service", as that term is defined and used in Chapter 8-36, Administrative Rules. [Eff. MAR 03 1984]

(Auth: HRS §§296-12, 296-45) (Imp: 20 C.F.R. §§300.1(a), 300.4, 300.13(a), 300.13(b) (13), 300.550(b) (2), 300.522(d); HRS 296-45, 301-22, 301-25)

§8-27-10 Appeals. (a) Any person aggrieved by a decision made pursuant to this chapter may appeal that decision to the superintendent within thirty calendar days after that decision. The appeal shall be in writing and shall state the:

- (1) Pertinent facts of the case;
- (2) Decision of the department;
- (3) Reason or reasons why the person appealing feels that the decision was incorrect;
- (4) Reasons why the person is aggrieved; and
- (5) Remedy the person seeks.

(b) The written decision of the superintendent shall be mailed by certified mail, return receipt requested, to the person appealing not later than thirty calendar days after receipt of the appeal.

(c) Any person aggrieved by the decision of the superintendent may appeal that decision to the board of education within thirty calendar days after receipt of the decision. The appeal shall be in writing and shall include:

- (1) A copy of the appeal to the superintendent;
- (2) A copy of the written decision of the superintendent; and
- (3) The basis for the appeal.

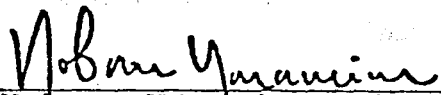
(d) The board may hold hearings on the appeal in accordance with chapter 91, HRS. [Eff. MAR 03 1984]

(Auth: HRS §296-12) (Imp: Hawaii Const. Art. X, §3; HRS §§296-2, 296-12, 296-45)

DEPARTMENT OF EDUCATION

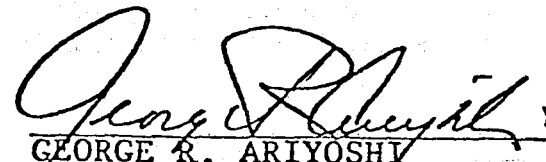
Chapter 27 of Title 8, Administrative Rules, on the Summary Page dated January 19, 1984 was adopted on January 19, 1984 following public hearings held on September 14, 1983 at Honolulu, Oahu, and Lanai City, Lanai, and Kaunakakai, Molokai; September 15, 1983 at Wailuku, Maui; September 19, 1983 at Pearl City, Oahu, and Kailua-Kona, Hawaii; September 20, 1983 at Hilo, Hawaii; September 26, 1983 at Kailua, Oahu; September 27, 1983 at Lihue, Kauai; September 28, 1983 at Aiea, Oahu; after public notice was given in The Garden Island on August 24, 1983 and September 9, 1983; Maui News, and Hawaii Tribune-Herald, Ltd., on August 24, 1983; and the Honolulu Advertiser on August 24, 1983.

This rule shall take effect ten days after filing with the Office of the Lieutenant Governor.


Noboru Yonamine, Chairperson
Board of Education

APPROVED AS TO FORM:


Deputy Attorney General


GEORGE R. ARIYOSHI
GOVERNOR
STATE OF HAWAII

Dated: 2-22-84

Filed

REC'D. BY

1984 FEB 23 PM 1 54

LT. GOVERNOR'S OFFICE

Appendix F

CRITERIA TO DETERMINE ADEQUATE SERVICE BY A PUBLIC TRANSPORTATION SYSTEM

If one or more of the following conditions are met, the area shall be eligible to receive State-contracted school bus services.

1. BUS STOP

Distance from home to bus stop must be at least one mile.

Rationale: Students who reside less than one mile from school are not eligible for transportation. Also, students residing in rural areas away from the main highways may be required to walk a maximum of one mile to bus stops.

2. TIME IN TRANSIT

Not more than one hour within a 5-mile radius, or 1-1/2 hours beyond a 5-mile radius.

Rationale: Public buses, unlike school buses, take longer to travel from point to point because it services the general public and stops at more frequent intervals.

3. SPACE AVAILABLE

Students should be able to board a bus within 45 minutes after getting to the bus stops.

Rationale: 30 minutes is maximum time for contract carriers — more time needed for public carriers because service is provided for general public on all-day schedule

4. ARRIVAL AND DEPARTURE FROM SCHOOL

Students should be able to arrive at school not earlier than one hour before school begins and be picked up not later than one hour after it ends.

Rationale: Same as 3 above.

Areas that do not meet one or more of the conditions above shall not be provided State-contracted school bus services.

Source: Mitsugi Nakatsuka, Student Transportation Branch,
Department of Accounting and General Services.

JOHN WAIHEE
GOVERNOR



STATE OF HAWAII
DEPARTMENT OF ACCOUNTING
AND GENERAL SERVICES
CENTRAL SERVICES DIVISION
729B KAKOI STREET
HONOLULU, HAWAII 96819

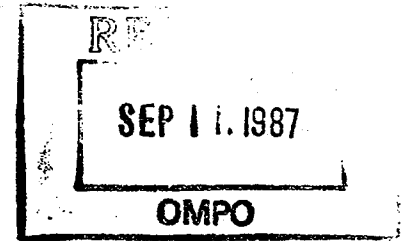
RUSSEL S. NAGATA
COMPTROLLER

KEN KIYABU
DEPUTY COMPTROLLER

DIVISIONS:
ACCOUNTING
ARCHIVES
AUDIT
AUTOMOTIVE
CENTRAL SERVICES
PUBLIC WORKS
PURCHASING
SURVEY

September 4, 1987

Mr. Gordon Lum
Executive Director
Oahu Metropolitan Planning Organization
Suite 1509
1164 Bishop Street
Honolulu, Hawaii 96813



Attention: Nell Cammack

Dear Mr. Lum:

Re: HR 96, HD1 Requesting a Study of the Feasibility of
Establishing a School Bus Program for Students
Attending Schools in the Windward, Central and
Honolulu School Districts of Oahu

The following is the information you requested during the August 31, 1987 meeting with my staff regarding the subject matter:

No. of Students Bussed by the Program

<u>District</u>	<u>Regular</u>	<u>Special Education</u>	<u>Total</u>
Honolulu	53	542	595
Central	8,489	436	8,925
Leeward	5,095	488	5,583
Windward	<u>3,285</u>	<u>242</u>	<u>3,527</u>
TOTAL	16,922	1,708	18,630

Contractual Cost for Bussing Students

<u>District</u>	<u>No. Busses</u>		<u>Cost</u>	
	<u>Reg. Ed</u>	<u>Spec. Ed</u>	<u>Reg. Ed</u>	<u>Spec. Ed</u>
Honolulu	3	68	53,986	2,116,074
Central	133	38	2,742,953	1,155,956
Leeward	68	47	1,489,878	1,402,288
Windward	<u>56</u>	<u>20</u>	<u>1,322,312</u>	<u>564,461</u>
TOTAL	260	173	5,609,129	5,238,779

Mr. Gordon Lum
OMPO
Page 2

Additional Cost to Bus Every Student (Public Schools)

<u>District</u>	<u>No. Additional Students</u>	<u>*Avg. Cost Per Day</u>	<u>Annual Cost</u>
Honolulu	35,436	\$ 1.89	\$11,720,457
Central	24,877	1.89	8,228,068
Leeward	23,548	1.89	7,788,501
Windward	15,697		5,191,783
TOTAL	99,558		32,928,809

* Contractual Cost of \$32,052 per day divided by 16,922 students being transported

Please call Mr. Steven Fernandes, Division Chief, Central Services Division if we can be of further assistance to you.

Sincerely,


RUSSEL NAGATA
State Comptroller

Appendix H

PUBLIC SCHOOL ENROLLMENT September 11, 1986

DISTRICT	No. of Schools	STUDENTS IN REGULAR CLASSES																	SPECIAL EDUCATION				GRAND TOTAL*	Pre-K Reg. Sp.
		K	1	2	3	4	5	6	7	8	9	10	11	12	K-6	7-12	TOTAL	K-6	7-8	9-12	TOTAL			
HONOLULU	55	2823	2849	2745	2562	2580	2512	2355	2266	2359	2707	3106	2855	2552	18426	15845	34271	828	369	563	1760	36031	48	
CENTRAL	39	2957	2967	2824	2726	2561	2381	2296	2199	2088	2371	2469	2269	1846	18712	13242	31954	828	383	637	1848	33802	60	
LEEWARD	34	2338	2403	2170	2080	2084	2101	1971	1990	2045	2301	2090	2099	1740	15147	12265	27412	709	382	628	1719	29131	39 31	
WINDWARD	29	1673	1709	1593	1433	1415	1344	1239	1139	1132	1261	1357	1358	1283	10406	7530	17936	555	250	483	1288	19224	26	
OAHU TOTAL	157	9791	9928	9332	8801	8640	8338	7861	7594	7624	8640	9022	8581	7421	62691	48882	111573	2920	1384	2311	6615	118188	39 165	
HAWAII	31	1822	1889	1782	1741	1720	1655	1464	1465	1382	1493	1445	1476	1311	12073	8572	20645	461	238	443	1142	21787	29	
MAUI	25	1299	1260	1257	1145	1177	1131	1093	1075	1043	1112	1131	1113	930	8362	6404	14766	304	130	238	672	15438	20 17	
KAUAI	13	730	702	721	668	609	620	576	531	562	638	637	655	589	4626	3612	8238	157	61	195	413	8651	22 12	
OUTER ISLE TOTAL	69	3851	3851	3760	3554	3506	3406	3133	3071	2987	3243	3213	3244	2830	25061	18588	43649	922	429	876	2227	45876	42 56	
TOTAL REG. SCHOOLS	226	13642	13779	13092	12355	12146	11744	10994	10665	10611	11883	12235	11825	10251	87752	67470	155222	3842	1813	3187	8842	164064	81 223	
SPECIAL SCHOOLS	6								2	7	13	23	33	30	-	108	108	73	7	84	164	272		
GRAND TOTALS	232	13642	13779	13092	12355	12146	11744	10994	10667	10618	11896	12258	11858	10281	87752	67578	155330	3915	1820	3271	9006	164336	81 223	
OTHER (Non-DOE: Univ. Lab School)	1	9	9	11	9	11	9	24	25	26	53	50	54	51			341					341	40	

* Excludes Pre-K

2

Source: Public and Private School Enrollment September 11, 1986, Office of Business Services, Department of Education, State of Hawaii November 1986, p. 2.

Appendix I

1986 - ACTUAL ENROLLMENT
1987-1992 - PROJECTED ENROLLMENT

HONOLULU DISTRICT	1986	1987	1988	1989	1990	1991	1992	HONOLULU DISTRICT	1986	1987	1988	1989	1990	1991	1992
Aina Haina	439	442	452	464	477	479	481	Koko Head	336	347	350	354	363	376	362
Ala Wai	778	804	824	845	857	839	842	Kuhio	464	484	485	489	502	503	508
Aliiolani	467	486	499	515	514	522	533	Lanakila	427	421	432	435	437	435	434
Central Inter.	425	450	443	460	450	465	476	Liholiho	335	339	350	359	367	373	383
Dole Inter.	922	930	951	967	970	954	935	Likelike	563	577	579	579	600	607	608
Farrington High	2396	2312	2314	2270	2263	2268	2236	Liliuokalani	242	240	252	267	275	279	274
Fern	572	566	583	593	599	595	593	Linapuni	237	243	250	253	253	247	253
Hahaione	451	465	470	498	510	514	527	Lincoln	612	620	630	652	657	656	647
Hokulani	373	383	385	386	384	389	387	Lunalilo	792	807	827	837	846	846	848
Jarrett Inter.	216	227	225	226	222	222	216	Maemae	850	848	843	840	843	835	835
Jefferson	565	569	579	581	592	582	581	Manoa	503	520	536	539	536	528	528
Kaahumanu	807	821	838	857	863	869	857	McKinley High	2313	2404	2384	2391	2354	2340	2306
Kaewai	428	414	437	434	437	439	425	Niu Valley Inter.	583	528	544	598	580	581	617
Kahala	501	521	536	538	537	539	532	Noelani	438	454	461	468	477	474	474
Kaimuki High	1636	1564	1506	1456	1463	1478	1473	Nuuanu	380	389	386	386	388	385	385
Kaimuki Inter.	486	455	473	536	492	482	519	Palolo	389	518	513	520	527	526	534
Kaiser High	1709	1500	1384	1184	1177	1153	1146	Pauoa	466	479	468	483	485	488	484
Kailani	403	439	487	496	507	498	497	Puuale	358	357	345	339	324	313	300
Kalakaua Inter.	1337	1316	1294	1284	1277	1291	1291	Roosevelt High	1442	1468	1458	1450	1432	1432	1435
Kalani High	1089	1012	964	914	931	959	963	Royal	396	399	429	432	441	455	462
Kalihi	437	428	439	444	447	443	443	Stevenson Inter.	449	418	433	458	453	465	500
Kalihi-kai	901	912	939	939	942	942	944	Waialae	419	431	436	443	459	458	450
Kalihi-uka	365	359	372	381	388	398	400	Waikiki	219	241	244	241	262	279	280
Kalihi-waena	594	593	606	610	616	609	604	Wailupe Valley	158	164	178	174	185	189	184
Kamiloiki	642	633	659	681	697	705	718	Washington Inter.	848	792	771	780	759	790	833
Kapalama	801	801	813	816	821	809	815	Wilson	433	471	482	498	506	496	496
Kauluwela	603	599	622	637	647	670	682	Anuenue	110	1/					
Kawananakoa Inter.	926	669	602	605	628	653	659	GRAND TOTAL	36031	35629	35762	35882	36019	36122	36195

1/ Anuenue School will be closed following the 1986-87 school year.

Source: Enrollment Projections of the Public Schools in Hawaii 1987-1992,
Office of Business Services, Department of Education, State of
Hawaii April 1987, p. 31.

1986 - ACTUAL ENROLLMENT
1987-1992 - PROJECTED ENROLLMENT

CENTRAL DISTRICT	1986	1987	1988	1989	1990	1991	1992	CENTRAL DISTRICT	1986	1987	1988	1989	1990	1991	1992
Aiea	389	378	378	367	371	374	371	Scott	795	812	827	828	834	833	832
Aiea High	1669	1617	1558	1450	1425	1428	1421	Shafter	306	306	306	298	300	314	313
Aiea Inter.	749	751	727	744	737	736	753	Solomon	1078	1107	1114	1120	1125	1130	1134
Aliamanu	918	908	941	961	975	992	1003	Wahiawa	636	648	660	676	683	680	681
Aliamanu Inter.	1046	1020	1022	1039	1056	1061	1086	Wahiawa Inter.	898	939	918	937	992	995	999
Hale Kula	983	993	989	995	990	1001	1010	Waialua	573	545	571	586	581	587	587
Haleiwa	555	576	572	561	564	561	572	Waialua High-Inter.	1118	1108	1101	1112	1135	1155	1222
Helemano	392	396	426	450	471	496	490	Waimalu	833	861	881	878	888	890	887
Hickam	811	774	786	782	783	783	781	Webling	465	461	473	468	469	472	476
Iliahi	326	338	343	345	335	338	338	Wheeler	909	922	939	946	951	968	975
Kaala	537	537	535	529	536	542	558	Wheeler Inter.	895	940	964	968	982	1003	1004
Kipapa 1/	977	992	1015	1017	1055	1069	1062	GRAND TOTAL	33802	34017	33945	33891	34054	34265	34461
Lanikai High	1607	1598	1557	1551	1557	1603	1628								
Makalapa	635	635	662	659	655	654	663								
Mililani High	1816	1823	1777	1750	1794	1844	1845								
Mililani-uka	1183	1156	1138	1191	1094	1010	943								
Mililani-waena	914	994	1020	1027	1012	999	974								
Moanalua	706	737	726	721	729	738	733								
Moanalua High	1916	1932	1892	1868	1904	1900	1925								
Moanalua Inter.	751	765	785	764	773	782	803								
Mokulele	585	600	596	604	596	594	596								
Nimitz	763	761	751	757	759	754	759								
Pearl Harbor	652	645	636	646	654	655	666								
Pearl Harbor Kai	678	678	679	680	696	690	697								
Pearl Ridge	449	470	485	486	490	485	484								
Radford High	1797	1798	1706	1629	1594	1610	1646								
Red Hill	786	770	757	758	750	763	757								
Salt Lake	706	726	732	743	759	776	787								

1/ Projections unadjusted for Mililani Town, Inc., plan to develop an additional 1,200 acre parcel presently in agriculture zone.

Source: Enrollment Projections of the Public Schools in Hawaii 1987-1992,
Office of Business Services, Department of Education, State of
Hawaii April 1987, p. 34.

1986 - ACTUAL ENROLLMENT
1987-1992 - PROJECTED ENROLLMENT

WINDWARD DISTRICT	1986	1987	1988	1989	1990	1991	1992	WINDWARD DISTRICT	1986	1987	1988	1989	1990	1991	1992
Ahuimanu	584	611	626	630	656	631	645	Waimanalo Elem.-Int.	703	707	726	718	711	705	698
Aikahi	494	500	517	520	516	528	525	GRAND TOTAL	19224	19131	19267	19393	19388	19529	19720
Castle High	2112	1991	1905	1835	1805	1842	1875								
Enchanted Lake	465	458	451	456	439	425	418								
Hauula	498	508	511	524	521	528	522								
Heeia	709	752	757	778	787	782	782								
Kaaawa	148	158	143	140	135	139	134								
Kaelepulu	231	225	224	223	219	213	217								
Kahaluu	333	329	328	327	326	321	324								
Kahuku High-Elem.	1768	1718	1879	1956	1967	2052	2140								
Kailua	560	563	567	566	554	569	578								
Kailua High	1393	1320	1247	1187	1210	1201	1207								
Kailua Inter.	930	886	871	922	921	929	983								
Kainalu	613	628	634	648	639	639	635								
Kalaheo High	1334	1241	1201	1144	1099	1105	1115								
Kaneohe	450	457	474	486	489	473	478								
Kapunahala	389	430	484	505	505	508	505								
Keolu	341	344	386	404	417	427	411								
King Inter.	879	913	871	907	946	969	1008								
Laie	902	938	955	960	974	964	947								
Lanikai	309	300	295	296	288	289	280								
Maunawili	358	375	377	379	347	354	360								
Mokapu	873	855	850	850	850	850	850								
Parker	593	622	625	630	635	649	647								
Pope	409	400	417	427	459	467	449								
Puohala	308	341	357	357	347	346	343								
Sunset Beach	372	401	436	469	487	481	504								
Waiahole	166	160	153	149	139	143	140								

Source: Enrollment Projections of the Public Schools in Hawaii 1987-1992,
Office of Business Services, Department of Education, State of
Hawaii April 1987, p. 39.

HOUSE OF REPRESENTATIVES
FOURTEENTH LEGISLATURE, 1987
STATE OF HAWAII

H.B. NO.

741
H.D. 1
S.D. 1
C.D. 1

A BILL FOR AN ACT

RELATING TO SCHOOL BUSES.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

1 SECTION 1. The purpose of this Act is to provide for
2 the safety of school children by amending Section 291C-95,
3 Hawaii Revised Statutes, to require each school bus driver
4 to activate the flashing red lights of the school bus when
5 child passengers embark and disembark.
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7 Existing law requires: (1) school bus drivers to
8 activate the flashing red lights when parked outside of
9 business and residential districts, or when required to do
10 so by county ordinances; and (2) motor vehicle operators
11 in the immediate vicinity to come to a complete stop until
12 the school bus resumes motion or the flashing red lights
13 are deactivated. However, the greatest exposure to danger
14 attributed to traffic occurs precisely in the business and
15 residential districts, where the heaviest traffic exists.

16 This Act extends the statutory provision by requiring
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1 the operators of school buses throughout the State to
2 uniformly activate the flashing red lights whenever child
3 passengers embark and disembark. Moreover, motor vehicle
4 operators in the immediate vicinity of the school bus must
5 simultaneously come to a complete stop to minimize traffic
6 hazards to the child passengers.

7 SECTION 2. Section 291C-95, Hawaii Revised Statutes,
8 is amended as follows:

9 (1) Subsection (a) is amended to read:

10 "(a) Whenever a school bus is stopped on a highway
11 with its visual signals as described in subsection (g) of
12 this section actuated, the driver of any motor vehicle on
13 the same highway in the lane occupied by the school bus
14 and the lane immediately adjacent to the lane occupied by
15 the school bus, regardless of the direction of traffic in
16 that lane, shall stop the driver's vehicle before reaching
17 the school bus and shall not proceed until the school bus
18 resumes motion or the visual signals are turned off."

19 (2) Subsection (c) is amended to read:

20 "(c) The driver of the school bus shall actuate the
21 visual signals described in subsection (g) only when the
22 school bus is stopped for the purpose of receiving or
23 discharging school children [:

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1 (1) On a highway outside of a business or residence
2 district; and

3 (2) At any other location where the use of such
4 visual signals is required by county ordinance]."

5 SECTION 3. Statutory material to be repealed is
6 bracketed. New statutory material is underscored.

7 SECTION 4. This Act shall take effect on September
8 1, 1987.
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