

Office of the City Auditor

City and County of Honolulu
State of Hawai`i

Audit of the Skyline Operations

Report to the Mayor
and the
City Council of Honolulu

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Report No. 25-02 (Revised)
February 2025

Audit of the Skyline Operations

A Report to the
Mayor
and the
City Council
of Honolulu

Submitted by

THE CITY AUDITOR CITY
AND COUNTY OF
HONOLULU STATE OF
HAWAI`I

Report No. 25-02 (Revised)
February 2025

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February 27, 2025

The Honorable Tommy Waters, Chair
and Members
Honolulu City Council
530 South King Street, Room 202
Honolulu, Hawai`i 96813

Dear Chair Waters and Councilmembers:

Attached is a copy of our audit report, *Audit of the Skyline Operations*. This audit was self-initiated pursuant to the authority of the Office of the City Auditor as provided by Section 3-502.1(c) in the Revised Charter of Honolulu.

The objectives of this audit were to:

1. Determine the effectiveness of the Department of Transportation Services' (DTS) efforts to promote and increase Skyline ridership;

2. Evaluate DTS's efforts to identify and implement improvements related to the reliability of multimodal transportation;

3. Assess the sustainability of Skyline's operations; and

4. Make recommendations, as appropriate.

Background

Skyline is an automated fixed-guideway rail system that runs along O`ahu's south shore, connecting East Kapolei and Hālawa and is planned to extend to the Civic Center near downtown Honolulu. The Department of Transportation Services (DTS is responsible for the oversight of the system's operations and maintenance. The Director of Rapid Transit, who reports to the DTS Director, is responsible for the operations and maintenance of all public transit, which includes Skyline.

Currently, only Segment 1 of Skyline is in operation. Operations began on June 30, 2023, and Segments 2 and 3 are scheduled to open for passenger service in 2025 and 2031, respectively. DTS has contracted with Hitachi Rail Honolulu JV for Skyline's operations and maintenance. To ride Skyline, the use of an active HOLO card is required for entry and exit at all stations. Currently, Skyline has 20 trains in its inventory with 5 trains running in daily operations.

Audit Results

We found that despite a favorable reliability rate of 99.2 percent, ridership on the Skyline rail system has fallen short of expectations, with a 44 percent decline from its opening in July 2023 to December 2023. This decline is attributed to several factors, including limited service area coverage, inadequate operating hours, and insufficient integration with other transportation modes. Additionally, public transportation

commuters face disproportionately longer travel times compared to solo drivers, diminishing Skyline's appeal as a commuting option. Lastly, marketing efforts, including social media campaigns, have been less effective compared to peer transit systems, resulting in missed opportunities for collaboration with local events and businesses. Despite generally positive rider feedback on the overall experience, concerns persist regarding limited payment options, insufficient station amenities, and the need for extended operating hours. These challenges highlight the need for strategic changes to improve ridership and enhance the system's overall performance.

We also found that Skyline stations provide accessible rail cars that meet design standards; however, the surrounding areas present safety and usability concerns that undermine the accessibility goals of the Americans with Disabilities Act (ADA) and local pedestrian access guidelines. Furthermore, DTS is responsible for the multimodal movement of people and goods on roadways which includes riders getting to and from surrounding areas including bus stops, pickup areas, and crosswalks. Observations conducted at Skyline stations revealed a variety of hazards, including trip hazards, poor sanitation, and insufficient infrastructure for individuals with disabilities. These issues not only pose safety risks but also increase potential liabilities for the city. To ensure equitable and safe transit access, the department should address the gaps in compliance and infrastructure surrounding these stations.

Lastly, we found that in its effort to create a multimodal system with Skyline, DTS did not include multi-language information when changes were made to existing bus routes that were used by people with Limited English Proficiency (LEP). As the agency overseeing Honolulu's multimodal transit system, DTS is obligated to ensure equitable access for LEP individuals. Despite this mandate, Skyline lags behind TheBus and TheHandi-Van in providing comprehensive multi-language resources. Barriers to riding Skyline increased as a result of not having multi-language resources and people with LEP may have difficulty using Skyline. Because other transit agencies such as TheBus and TheHandi-Van feature multi-language tools, Skyline should also include multi-language resources for people with LEP.

The audit report makes ten recommendations to DTS to improve current Skyline operations.

DTS provided general comments in response to the findings and recommendations. DTS will review and take into consideration all recommendations in the report and strive towards implementation and improvement of Skyline operations.

We would like to express our sincere appreciation for the cooperation and assistance provided to us by the Department of Transportation Services. We are available to meet with you and your staff to discuss this report and to provide more information. If you have any questions, please call me at 768-3134.

Sincerely,

Troy Shimasaki

Troy Shimasaki
Acting City Auditor

c: Rick Blangiardi, Mayor
Michael D. Formby, Managing Director
Krishna Jayaram, Deputy Managing Director
J. Roger Morton, Director, Director, Department of Transportation Services
Andrew Kawano, Director, Department of Budget and Fiscal Services

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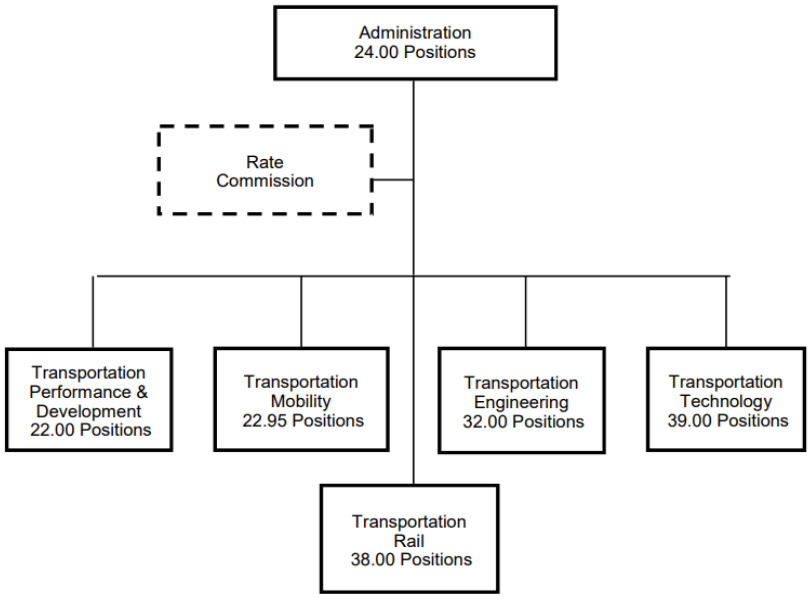
Chapter 1
Introduction

The audit was self-initiated pursuant to the authority of the Office of the City Auditor (OCA) as provided by Section 3-502(c) in the Revised Charter of Honolulu. The city auditor determined that this audit was warranted as the first operation segment of Skyline was placed into service by the Department of Transportation Services (DTS) on June 30, 2023. Audit fieldwork was conducted from January through December 2024, except that we examined operational data for the first six-months of rail service which included the period June 30, 2023 to December 31, 2023.

Department of Transportation Services Background

DTS facilitates the movement of people and goods in the City and County of Honolulu through planning, engineering, operations and maintenance for multimodal services, transportation technology, and initiatives such as Complete Streets Comprehensive multimodal planning integrates Skyline, TheBus, and TheHandi-Van with shared mobility, bicycle, and pedestrian facilities, allowing for various mobility options for city residents. This system is supported by traffic management facilities, traffic signal operations and maintenance, thoughtfully implemented public parking policies, and forward-thinking planning and engineering programs.

Exhibit 1.1
Organization Chart – Department of Transportation Services



Source: Department of Budget and Fiscal Services (BFS)

Administration – oversees and coordinates the activities of DTS and provides administrative service support such as managing staff, preparing budgets, and fiscal management. It is responsible for operation and maintenance for multimodal transportation, concession agreement management, and exploring new business partnerships as needed.

Transportation Performance and Development – manages business processes at the department level, oversees change management, and monitors key performance indicators. Provides transportation planning and coordinates federal funding resources. Supports O'ahu's data-driven regional multimodal transportation plans, which guide the city's selection of transportation improvement projects.

Transportation Mobility – manages the city's public transit system. Duties include establishing operations and maintenance policies for fixed-route and paratransit services, reviewing existing routes and making necessary adjustments, securing new revenue and service vehicles and equipment, and monitoring transit facilities' development and maintenance. Additionally, the division supervises the contractor responsible for conducting assessments to determine eligibility for paratransit services. The American with Disabilities Act of 1990 requires this assessment.

Transportation Engineering – oversees two key areas related to the city's roads and streets: (1) Ensures the safe and efficient operations of the city's roads and streets, which include the movement of people and goods through public or private vehicles, bicycles, or walking. (2) Manages, promotes, and implements, through the Capital Improvement Program, various traffic improvement, safety, and bikeway programs, collaborating with consultants, community organizations, contractors, and government officials.

Transportation Technology - responsible for managing, operating, developing, and implementing the city's traffic signal systems operations, traffic camera coverage, traveler information program, Intelligent Transportation Systems projects and transit applications, and permits related to street use.

Transportation Rail – oversees Skyline's operations and maintenance. The division consist of two branches:

1. **Rail Operations & Maintenance Branch** – responsible for overseeing contracted operations and maintenance of the Operations Control Center, train and station operations. The branch also maintains rolling stock, track and structure, track electrification, and telecommunications.

2. **Rail Facilities Management & Maintenance Branch** – tasked with managing and maintaining rail facilities and equipment. The branch also provides oversight of station elevators and escalators and is responsible for maintaining rail stations, parking facilities, transit centers, and the guideway system.

Exhibit 1.2
Staffing and Expenditures – Department of Transportation Services

Staffing

	Permanent FTE	Contract FTE	Total
2023	174	3	177
2022	146	4	150
2021	146	10	156
2020	134	12	146
2019	120	4	124

Source: Budget and Fiscal Services

Expenditures

	Salaries	Current Expenses	Equipment	Total
2023	$156,637,797	$176,976,661	$634,065	$334,248,523
2022	$149,759,550	$156,410,993	$655,805	$306,826,348
2021	$143,868,800	$152,016,628	$611,639	$296,497,067
2020	$154,069,116	$152,825,490	$847,173	$307,741,779
2019	$146,386,934	$134,650,555	$633,915	$281,671,404

Source: Budget and Fiscal Services

Skyline Background

Skyline is an automated fixed-guideway rail system that runs along O`ahu's south shore, connecting East Kapolei and Hālawa and is planned to extend to the Civic Center near downtown Honolulu. The Honolulu Authority for Rapid Transportation (HART), a semi-autonomous city agency, oversees the planning, design, and construction of the system.[1] DTS is responsible for the

[1] https://honolulutransit.org/about/

oversight of the system's operations and maintenance. The Director of Rapid Transit, who reports to the DTS Director, is responsible for the operations and maintenance of all public transit, which includes Skyline. On June 9, 2023, HART transferred 10.75 miles of guideway, 9 stations, the 43-acre Rail Operations Center and Maintenance Storage Facility, and 12 four-car trains to DTS.[2] Operations are currently planned to be conducted in three segments:

Segment 1 – East Kapolei to Aloha Stadium

Segment 2 – Joint Base Pearl Harbor-Hickam to Middle Street Transit Center

Segment 3 – Kalihi to Civic Center

Currently, only Segment 1 of Skyline is in operation. Operations began on June 30, 2023, with hours from 5:00 a.m. to 7:00 p.m. on weekdays and 8:00 a.m. to 7:00 p.m. on weekends. Segment 2 and 3 are scheduled to open for passenger service in 2025 and 2031, respectively.[3] DTS has contracted with Hitachi Rail Honolulu JV for Skyline's operations and maintenance.

To ride Skyline, the use of an active HOLO card is required for entry and exit at all stations. Adult HOLO cards are available for purchase at kiosks located at the stations and various retail stores throughout O`ahu such as (but not limited to) Times Supermarket and 7-Eleven. To obtain discounted HOLO cards for qualified disability, Medicare, and youth cards, riders must visit the Transit Pass Office at Middle Street. Senior and youth cards can also be purchased at several satellite city halls.[4]

As part of the city's intermodal public transportation system, riders can use HOLO cards seamlessly between Skyline, TheHandi-Van and TheBus. A single ride on Skyline is the same price a ride on TheBus ($3.00) and fare capping is in effect. With fare capping, riders will not spend more than the cost of a day pass.[5] The city has contracted with Ulu HI-Tech to manage the HOLO card program.

[2] https://honolulutransit.org/about/the-project/
[3] https://www8.honolulu.gov/dts/skyline/home/
[4] https://www.HOLOcard.net/where-to-buy-a-card/
[5] https://www8.honolulu.gov/dts/skyline/home/

Currently, Skyline has 20 trains in its inventory with 5 trains running in daily operations. The photo below is an aerial view of the rail yard with 11 trains.

Exhibit 1.3
Skyline Rail Yard



Source: Department of Transportation Services

Hitachi Rail Honolulu JV Background

Hitachi Rail Honolulu JV (Hitachi) is the contractor responsible for Skyline's day-to-day operations and maintenance (O&M). Along with running the trains, operation duties include the following:

- Providing O&M in accordance to HART approved plans developed by Hitachi
- Creating maintenance manuals and training plans
- System assurance monitoring
- Passenger services
- Asset management
- Readiness tests
- Providing DTS with monthly System Assurance Monitoring Reports and summaries of customer complaints and responses
- Staffing

Additionally, Hitachi is responsible for cleaning and janitorial services at station facilities, parking facilities, and vehicles (trains, support vehicles, and other commercial road-based vehicles). The city is responsible for providing training to Hitachi regarding proper cleaning and operation of ticket vending machines (TVM) and fare gates.

There are two intermediate O&M periods within the contract term:

- Interim Opening 1 commenced on June 30, 2023 between Kualaka'i East Kapolei Station and Hālawa Aloha Stadium Station.[6]
- Intermediate O&M period 2 commences when the segment between East Kapolei and Middle Street Transit Center is in operation (planned for Quarter 4 or by the end of Calendar Year 2025).

[6] For official purposes with the Federal Transit Administration, the system opened on June 30, 2023. July 1, 2023, was the second day of service.

The contract between the city and Hitachi is a firm fixed-price contract and is valued at $1,721,014,611 (per Amendment 8). There are no current plans to transfer Skyline operations and maintenance from Hitachi to DTS because of the specialized skillset needed and Skyline's technical operations.

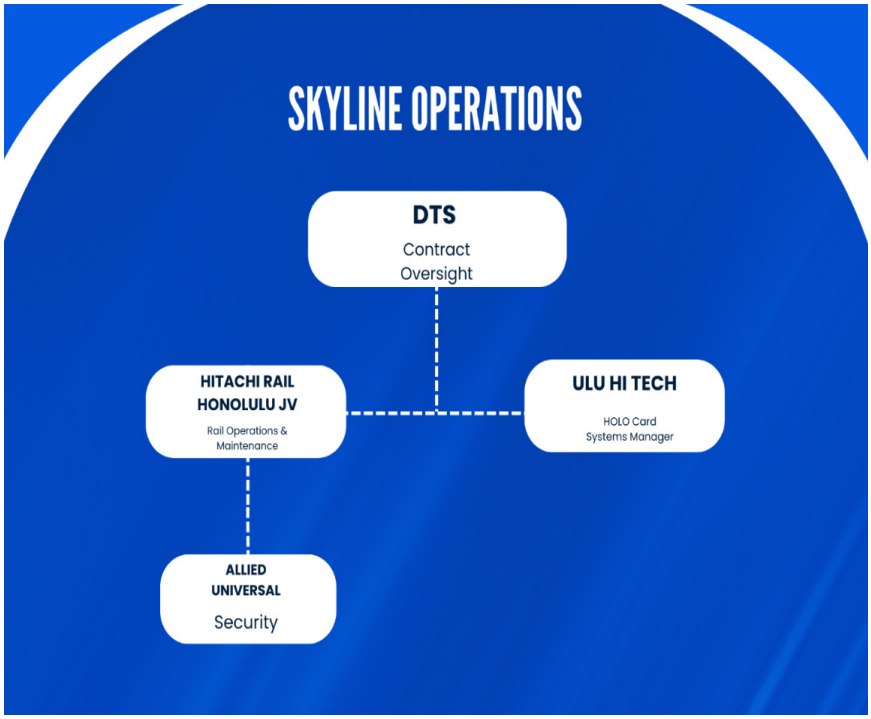
Background of Ulu HI-Tech

Ulu HI-Tech, Inc. (Ulu HI-Tech) manages the operation and maintenance of the HOLO electronic fare payment system. Ulu HI-Tech's scope of services consists of six primary tasks:

- Program administration
- Back-office system software and website operations and maintenance
- Agency test facility management and hardware maintenance
- HOLO call center services and field operations coordination
- Change management and project controls
- Field equipment operations and maintenance

The five-year contract between the city and Ulu HI-Tech, which began in July 2020, is valued at $22,105,791 and has a base term of sixty months. After this initial period, the city has the option to award additional sixty month extensions.

Exhibit 1.4
Skyline Operations Organization Chart



Source: Department of Transportation Services

In FY 2024, the cost per capita of Skyline was nearly $86.[7] In July 2023, the cost per rider was nearly $47. The cost per rider increased to nearly $83 in December 2023. The chart below shows the cost per rider from July to December 2023.

[7] Cost per capita $85.97 = FY 2024 Budget Appropriation for Rail Transit $85,063,012 / Honolulu County 2023 population 989,408 (Sources: Department of Transportation Services & US Census Bureau)

Exhibit 1.5
Skyline Cost per Rider from July to December 2023



Source: Department of Transportation Services

Audit Objectives, Scope, and Methodology

The objectives of this audit were to:

1. Determine the effectiveness of DTS's efforts to promote and increase Skyline ridership;

2. Evaluate DTS's efforts to identity and implement improvements related to the reliability of multimodal transportation;

3. Assess the sustainability of Skyline's operations; and

4. Make recommendations, as appropriate

For this audit, we conducted the following:

- Reviewed and analyzed organization charts for DTS and Skyline operations
- Reviewed Skyline policies and procedures
- Reviewed Skyline contracts
- Reviewed surveys given to Skyline users via DTS
- Interviewed DTS and contract staff involved with operations
- Reviewed and analyzed performance metrics including ridership data and scheduling
- Reviewed applicable laws, regulations, and policies
- Conducted surveys of 100 Skyline customers
- Conducted travel time analysis of 67 trips using Skyline, TheBus, and personal vehicles
- Reviewed past audits including FTA and state audits
- Conducted on-site visits and observation of Skyline stations
- Evaluated the accessibility of digital tools and information systems used by Skyline
- Reviewed Skyline plans for succession

- Identified best practices from other jurisdictions
- Evaluated public outreach efforts and engagement
- Identified the inventory of Skyline train cars
- Audit fieldwork was conducted from January through December 2024, except that we examined operational data for the first six-months of rail service which included the period June 30, 2023 to December 31, 2023

We were unable to conduct a thorough analysis of Skyline's long-term sustainability because of the short operating review period of six months and because only one of three operational segments of Skyline's operation is complete.

This performance audit was performed in accordance with generally accepted government auditing standards (GAGAS). GAGAS requires that auditors plan and perform the audit to obtain sufficient and appropriate evidence to provide a reasonable basis for findings and conclusions based on audit objectives. We believe that the evidence obtained in this audit provides a reasonable basis for our findings and conclusions based on our audit objectives.

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Chapter 2

Despite Reliable Operations, The Department of Transportation Services is Not Currently Maximizing Opportunities to Incentivize Rail Ridership Leading to Extended Commuter Times, Limited Payment Options, Insufficient Station Amenities, and the Need For Extended Operation Hours

In the first six months of operation, Skyline achieved a 99.2 percent reliability rate. Despite this favorable rate, ridership on the Skyline rail system has fallen significantly short of expectations, with a 44 percent decline from its opening in July 2023 to December 2023.[1] This decline is attributed to several factors, including limited service area coverage, inadequate operating hours, and insufficient integration with other transportation modes. Additionally, public transportation commuters face disproportionately longer travel times compared to solo drivers, diminishing Skyline's appeal as a commuting option. Lastly, marketing efforts, including social media campaigns, have been less effective compared to peer transit systems, resulting in missed opportunities for collaboration with local events and businesses. Despite generally positive rider feedback on the overall experience, concerns persist regarding limited payment options, insufficient station amenities, and the need for extended operating hours. These challenges highlight the need for strategic changes to improve ridership and enhance the system's overall performance.

Skyline Achieved a 99.2 Percent Operational Reliability Rating

In its first six months of operation (July 2023 to December 2023), Skyline achieved a 99.2 operational performance rating. According to the city's contract with its operations contractor, Hitachi, the operational goal is a reliability rate of 99.5 percent. Although falling just short of this performance benchmark, the contractor is incentivized to maintain high operational standards. As a result, Skyline riders experienced on-time, reliable operations.

The city's five-year contract with Hitachi Corporation to operate Segment 1 of the Skyline system runs from December

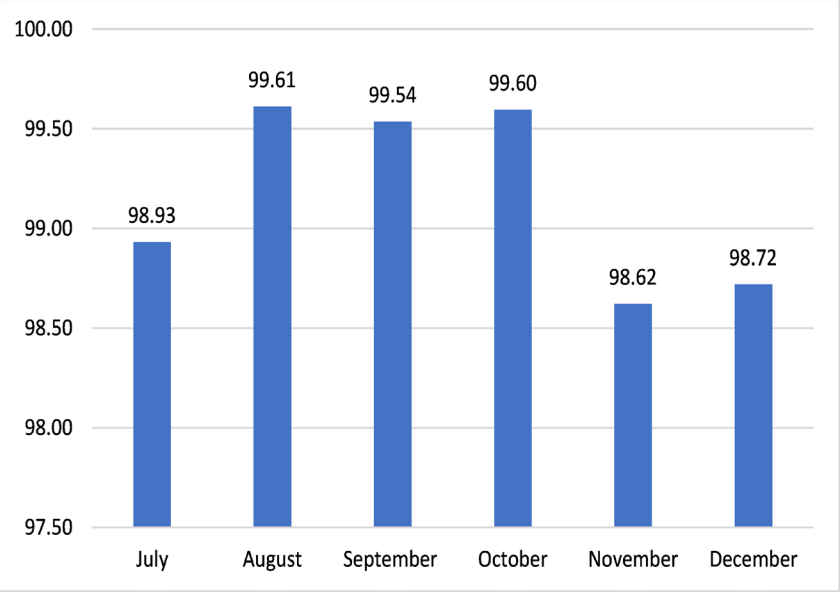
[1] Includes four-day fare free opening period where 62,789 passengers rode Skyline

31, 2020 through December 19, 2025. The contract is valued at $323,124,844. In addition to rail operations, the contractor is also responsible for cleaning and janitorial service, parking, and support vehicle services.

One of the favorable features of the city's contract with Hitachi is that the contractor is penalized for poor performance. According to contract terms, the contractor is allowed one event per month that causes a delay of 10 minutes or more. The contractor incurs a $200,000 penalty for exceeding more than one 10+ minute delay occurrence per month. This contract provision incentivizes the contractor to maintain reliable operations.

From July 2023 through December 2023, the contractor achieved an average of 99.2 monthly average daily system service availability percentage rating. For each month, there was an average of 9.8 days where the contractor did not meet the 99.5 percentage benchmark. As shown in Exhibit 2.1, while the contractor did not meet the performance benchmark for each of the first six months of service, Skyline operated effectively and efficiently in terms of system availability for three of the first six months of operation.

Exhibit 2.1
Skyline Average Daily System Service Availability (July 2023 - December 2023)[2]



Source: Department of Transportation Services & OCA Analysis

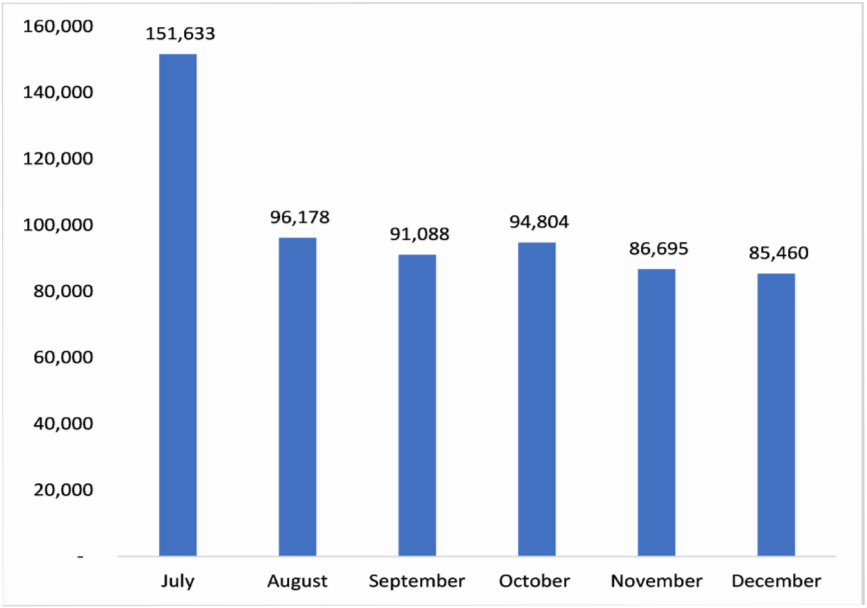
[2] Includes four-day fare free opening period where 62,789 passengers rode Skyline

Rail Ridership Has Decreased By 44 Percent From July 2023 to December 2023, Significantly Short of DTS's Expectations

DTS's goal for Skyline was to accommodate 8,000 riders per day after a full year of service. According to ridership statistics, the highest number of daily riders in December 2023 was 3,637, less than half of that goal. Since its opening in July 2023, ridership has decreased 44 percent from 151,633 monthly rides to 85,460 rides in December 2023.

The chart below shows the monthly ridership from July to December 2023. See Appendix A for more detailed ridership data.

Exhibit 2.2
Skyline Monthly Ridership from July 2023 to December 2023



Source: Department of Transportation Services

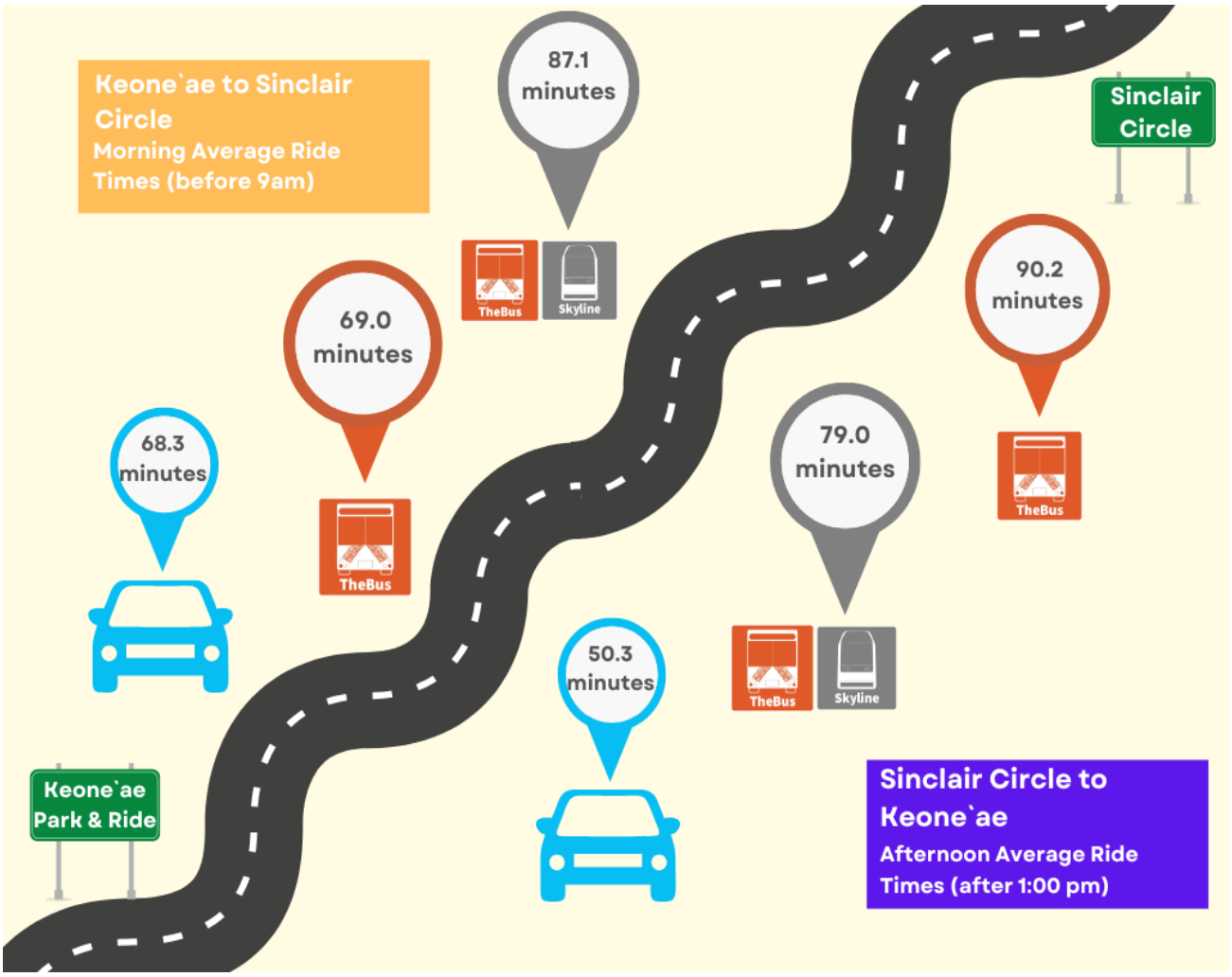
At its Current Service Level, Skyline's Multimodal Commute Times are Slightly Slower than Driving and Comparable to Thebus During Morning Peak Hours. In the Afternoon, Skyline is Faster than Thebus for UH Mānoa to UH West O'ahu Commuters, but Remains Significantly Slower than Driving.

For our analysis, OCA staff conducted 58 one-way trips to select destinations comparing car-only, bus-only, and bus/rail combination trip times. Our travel time analysis shows that drive, bus, and rail-bus commute times varied as shown below:

- Morning Peak Hours (average)
    - o Keone`ae Station (UH West O`ahu) to Sinclair Circle (to UH Mānoa): 68.3 minutes to 87.1 minutes
    - o Kapolei Hale to Fasi Municipal Building: 57.7 minutes to 76.1 minutes
- Afternoon Peak Hours (average)
    - o Sinclair Circle to Keone`ae Station (UH Mānoa to UH West O`ahu): 50.3 minutes to 79.0 minutes
    - o Fasi Municipal Building to Kapolei Hale: 50.3 minutes to 84.5 minutes

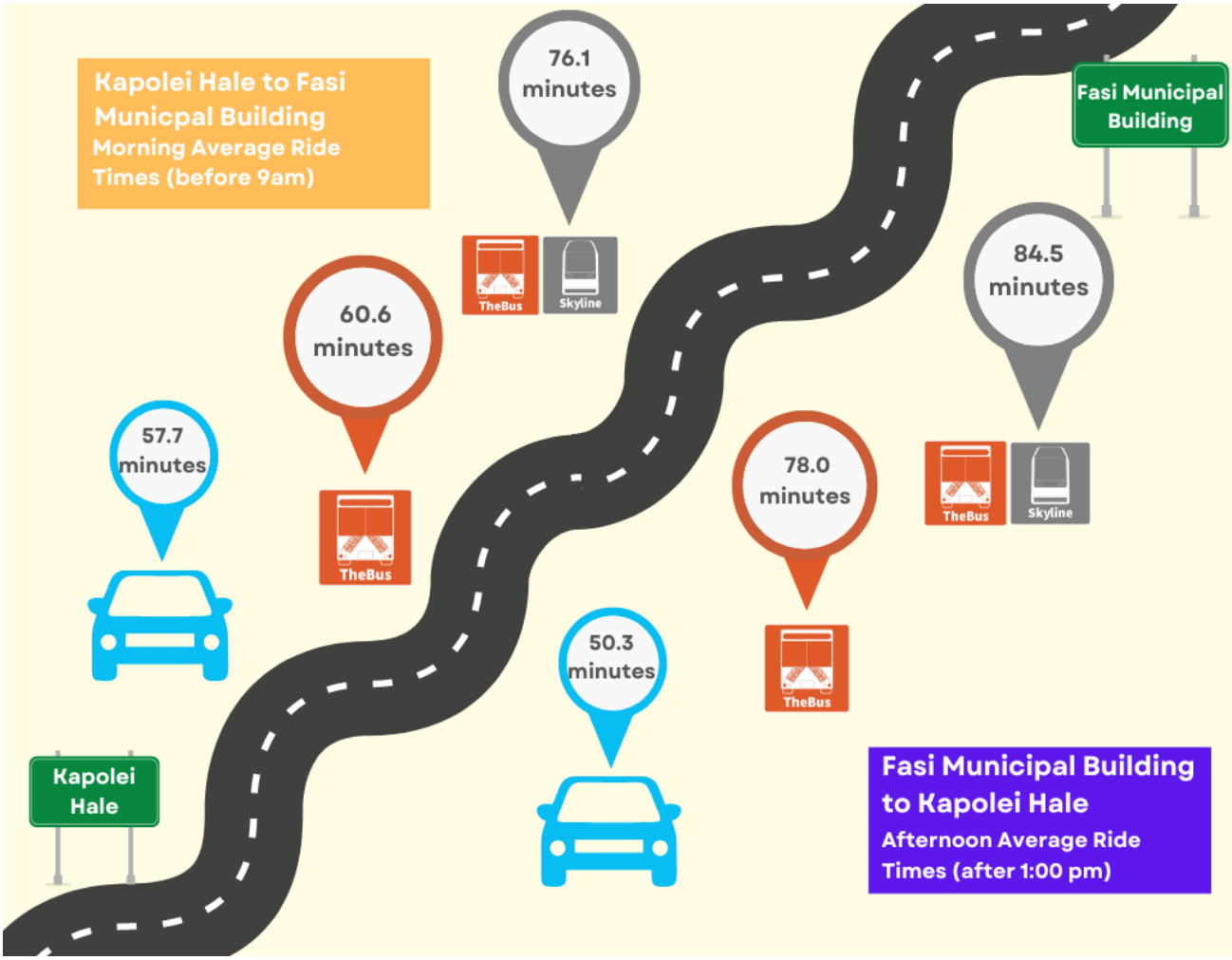
The infographics below shows the average travel times for each route during the morning and afternoon.

Exhibit 2.3
Average Travel Time-Keone`ae UH West O`ahu Station to the University of Hawai‘i (UH) Mānoa Sinclair Circle during Peak Morning and Afternoon Hours



Source: Office of the Cit Auditor

Exhibit 2.4
Average Travel Time- Kapolei Hale to Fasi Municipal Building during Peak Morning and Afternoon Hours



Source: Office of the Cit Auditor

For each route, driving was the fastest option based on average commute times. For all of the routes in our analysis with the exception of the commute from UH Mānoa to UH West O`ahu, TheBus averaged faster than TheBus and Skyline combination. Riding TheBus and Skyline averaged faster than TheBus for peak afternoon commute from UH Mānoa to UH West O`ahu. Our analysis from this scenario confirms the data from the Census Bureau that there is a clear trend that individuals driving experience significantly shorter travel times compared to those using public transportation including Skyline. While TheBus-Skyline provides a viable option for commuting, it tends to result in overall longer travel times, especially for those with commutes over 60 minutes, giving less of an incentive to use Skyline for commute and DTS's goal to increase ridership.

For commuters, the added time and complexity of multimodal travel reduce the incentive to choose public transportation, highlighting the need for service improvements that prioritize speed, efficiency, and convenience. Without these changes, Skyline may struggle to attract riders and achieve its ridership goals.

How Skyline's operations compare with other transit jurisdictions

We compared Skyline's operations with eight other rail transit systems using 10 key attributes. We found that no system implemented all ten attributes. The two systems that incorporated 7 key features were New York MTA and Washington DC metro. Comparatively, Honolulu's Skyline system incorporated 4 key attributes. Exhibit 2.5 below details operational features from various rail transit systems.

Exhibit 2.5
National Comparison of Rail Transit System Features

	Urban and Suburban Connectivity	Multimodal integration	Dedicated Tracks	Frequent Service	Real time tracking	Payment Via Phone	Access to Key Destinations*	Signage and Way finding maps	Safety	Rewards Program
New York City Subway (MTA) – One of the largest and most extensive subway systems in the world.	x	x	x	x	x	x	x	-	-	-
Chicago 'L' (CTA) – Famous for its elevated train lines and vast reach in the city.	x	x	x	x	-	x	-	-	-	-
San Francisco BART – Links urban San Francisco to the East Bay and the airport.	x	x	x	x	-	x	-	-	-	-
Washington Metro – Serves the D.C. metropolitan area, including suburban Maryland and Virginia.	x	x	x	-	-	x	x	x	x	-
Los Angeles Metro Rail – A growing light rail network that serves LA's vast urban area.	x	x	x	-	x	x	-	-	-	-
Boston's MBTA – Known for its commuter rail and subway services in Greater Boston.	x	-	x	-	-	x	-	-	-	-
Seattle Link Light Rail – Rapidly expanding system connecting various neighborhoods and suburbs.	x	x	x	-	-	x	-	-	-	x
Portland MAX Light Rail – A key transit option connecting downtown Portland with the suburbs.	x	x	x	x	x	x	-	-	-	-
Skyline Honolulu	x	x	x	x	-	-	-	-	-	-

Source: Department of Transportation and other jurisdiction websites

*Under current operations, Skyline does not have access to key destinations. It is limited to UH West O'ahu, Leeward Community College, and Aloha Stadium. Key destinations include the airport, Waikiki, UH Mānoa, and downtown Honolulu.

In addition, we found that:

- Every jurisdiction, including Skyline, has urban and suburban connectivity and dedicated tracks. Every jurisdiction, including Skyline, has multimodal integration and safety features.
- Every jurisdiction features frequent service and real time tracking.
- Eight out of the nine jurisdictions offers payment via phone; Skyline does not offer this as a payment option.
- All the other jurisdictions potentially provides access to key destinations
- Seattle's Link Light Rail offers a rewards program to its riders that was a mobile app launched by the county metro system for visitors and residents to use and earn points

The comparative analysis highlights that while Skyline shares several foundational features with other jurisdictions, such as safety, frequent service, urban and suburban connectivity, dedicated tracks, real time tracking, and multimodal integration, it lags in adopting innovative practices that enhance rider convenience and engagement. The absence of mobile payment options and other advanced features, such as rewards programs and wayfinding apps, places Skyline at a competitive disadvantage. Implementing these modern amenities could improve the rider experience, increase convenience, and help Skyline better align with industry best practices, ultimately supporting efforts to boost ridership and public satisfaction.

Holo Card Inventory is At-Risk of Running Out Despite Low Ridership; Other Payment Options Could Increase Convenience and Revenue

HOLO Card inventory is at risk of running out, highlighting the operational inefficiencies of relying solely on physical cards. While HOLO Cards generated substantial revenue, their physical nature presents barriers to spontaneous ridership, particularly for tourists and casual users who lack the time or awareness to obtain a card in advance.

During our audit period, we interviewed DTS management, reviewed HOLO Card monthly reports and found that HOLO Card supply was at risk of running out despite low ridership

performance.[3] In July 2023, Ulu, HI-Tech (UHT), the HOLO Card service manager, converted 120,000 blank cards to adult cards to avoid a lapse in inventory until the next bulk order was scheduled to arrive. From August to November 2023, the conversion was in process. According to UHT's Program Review Monthly Report for July 2023, the anticipated burn rate of HOLO Cards predicted that DTS would run out of cards in October 2023. The risk was due to a global chip shortage and the extended city procurement process. In November 2023, Ulu Hi-Tech processed 300,000 Adult HOLO cards to add to the physical card inventory and were in discussions with DTS to prioritize Open Payments. Through the Program Review Monthly Reports, UHT has given updates regarding the inventory levels for Adult, Youth, and Blank cards and the average card usage rates. The numbers for the Adult HOLO cards for October 2023 through December 2023 are as follows:

Exhibit 2.6
Adult HOLO Card Inventory from October 2023 to December 2023

Month	Warehouse Inventory	Average Burn Rate	Cards Exhausted
October 2023	109,300	27,535	January 2024
November 2023	379,000	27,500	January 2025
December 2023	373,800	27,100	February 2025

Source: Department of Transportation Services

As of May 2024, DTS is pursuing a master agreement for sourcing their next bulk order while simultaneously moving forward with several smaller purchases to ensure sufficient HOLO card inventory. In the master agreement, DTS is looking to procure cards from multiple vendors. However, barriers to expanding HOLO card procurement to multiple vendors include a six month system onboarding timeframe and the system being limited to only allowing on-boarding for one vendor at a time.

From July to December 2023, the number of HOLO Card taps varied and revenue ranged from $2.3 million at its lowest in November to $6.9 million at its highest in August. The charts below show HOLO Card usage and revenue from July to December 2023.

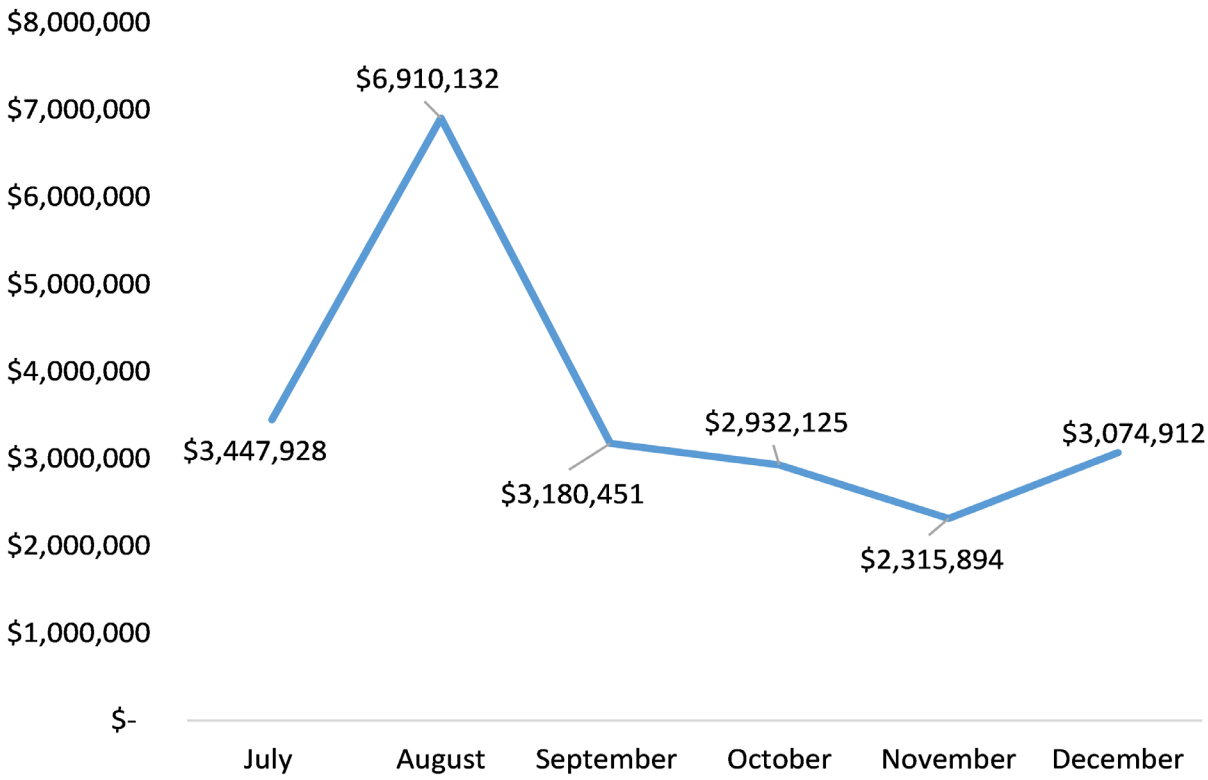
[3] HOLO Cards are used throughout the City's multimodal network, including TheBus and Handi-Van.

Exhibit 2.7
HOLO Card Taps from July to December 2023[4]

Month	Taps
July	181,474
August	109,569
September	102,101
October	106,960
November	92,436
December	94,943
Grand Total	**687,483**

Source: Department of Transportation Services

Exhibit 2.8
HOLO Card Revenue from July to December 2023



Source: Department of Transportation Services

[4] Taps are the sum of HOLO taps only. Taps do not include customers paying cash on the bus (no tap). Tap count includes transfers

Best and common practice from other rail transit agencies across the nation offers riders options to pay via mobile phone, either through an app or electronic wallet. Transit systems nationwide demonstrate the benefits of adopting mobile payment options, which simplify fare collection, reduce operational costs, and improve accessibility. For instance, systems like New York's MTA has seen increased ridership and revenue after implementing such solutions. If Skyline adopted mobile payments, it could unlock new revenue streams by removing barriers for infrequent riders and improving the overall user experience. While many other rails systems around the country offer mobile payment options, Honolulu's Skyline does not offer this option; payment is by physical payment and use of a HOLO card only. DTS should offer other methods including payments via mobile phone or HOLO card app. While TheBus and TheHandi-Van accepts HOLO cards and cash as payments, we note that Skyline only accepts HOLO cards as payment. The inventory of HOLO cards depleting would have a far greater impact on Skyline and puts this operation at higher risk. Offering these options would not only reduce the need for a physical HOLO card and decreasing the risk of inventory running out as forecasted, but it would likely save the city money by reducing production and manufacturing costs of the physical cards. By addressing these gaps, DTS can capitalize on missed revenue opportunities, attract more riders, and ensure the system sustainability.

More Collaboration is Needed with Venues and Events to Coordinate and Promote Skyline Ridership

Between July 2023 to December 2023, the Department of Transportation Services promoted eight community events by encouraging attendees to use Skyline instead of driving directly to the event. In some instances, Skyline extended operational hours to accommodate the event. We found, however, that Skyline did not partner or promote ridership for an additional five events. As a result, the city missed opportunities to increase ridership and up to $28,131 in additional revenue.[5] Table 2.9 below shows community and station events promoted by DTS through news release on its website or Facebook from July 2023 to December 2023. Some events extended hours for Skyline operations.

[5] Estimated additional revenue calculation: 50 percent of actual event attendees x Regular HOLO card fare

Exhibit 2.9
Community and Station Events Promoted by DTS through News Release or Facebook from July to December 2023

Event	Date(s)	Event Day Riders	Average Daily Riders	Percent Increase from Extending Hours
Free fare days	June 30 July 1-4	71,722 riders	-	-
Hawai'i Commute Challenge	August 5	-	-	-
Waipahu Street Fest-extended hours	August 19	3,486 riders	3,033	15%
Megabon at Aloha Stadium- extended hours	August 26	4,195 riders	3,055	37%
Pumpkin Patch promotion	October 20	-	-	-
Taste of Waipahu extended hours	November 4	2,892 riders	2,554	13%
Hālawa Station Classical Musical	December 17	-	-	-
Happy HOLO Days promotion	Entire month of December	-	-	-

Source: Department of Transportation Website and Facebook

We found one event that promoted Skyline, but DTS did not mention or promote it on their website or social media. We also found five events held at Aloha Stadium between July and December 2023 where DTS did not promote or extend Skyline hours. As a result, DTS missed opportunities to increase ridership and revenues. Table 2.10 below lists these events.

Exhibit 2.10
Aloha Stadium Events that DTS did not promote Skyline

Event	Date(s)
Swap Meet Ride Shop Dine	July 1-2, October*
TMR Birthday Bash	July 28-29 (SOLD OUT)
Rebel Souljahz	September 23 (SOLD OUT)
The Comeback MMA	November 4
Aloha Land 2023	November 30, December 1–3, December 7–10, and December 14–30

Source: Aloha Stadium Facebook and TMR Events
*Mentions Skyline, but DTS did not mention on website or social media

Two of the events were sold out and one event was a two day concert. DTS could have promoted carpooling and riding Skyline for those who were driving out from the leeward areas. By not coordinating and using the event as an opportunity to promote ridership, the city lost out on at least $3,714 of revenue per night or a total of at least $7,428. Additionally, we projected that revenues could have been as much as $28,131 per night or $14,016 per night if even 50 percent of the concert attendees were to use Skyline as transportation for the evening. While the amount of revenue may be a small amount for the city, DTS could have used this as an effort to show citizens the benefits of riding Skyline for future events and also as an incentive to use Skyline as a daily means of transportation as Skyline expands into its future segments.

Despite having a marketing strategy plan for increasing ridership, ridership from July to December 2023 decreased by 44 percent. Efforts to increase ridership were not as effective as planned. On a month to month basis, ridership decreased for each month except for October where ridership increased by 4 percent. The following table shows the percent increase and decrease from July to December 2023.

Exhibit 2.11
Skyline Monthly Ridership from July to December 2023 and Percent Increase/Decrease

Month	Riders	Percent Increase/Decrease from Previous Month	Percent Increase/Decrease from July to December
July	151,633	-	-
August	96,178	-37%	-
September	91,088	-5%	-
October	94,804	4%	-
November	86,695	-9%	-
December	85,460	-1%	-77%

Source: Department of Transportation Services

Social Media Presence Lags Behind Other Transportation Agencies Across the Nation

From June 2023 to July 2024, DTS spent $177,856 for multi-media services and media purchases. However, viewership ranked low compared with other jurisdictions. According to a Transportation Research Board report, effective social media is critical to increasing ridership. As a result, DTS' efforts are falling short in its social media potential to increase ridership.

A 2012 study done by the Transportation Research Board included a survey of transportation agencies across the United States. The study reviewed social media in the context of agency websites/ blogs, Facebook, X (formerly known as Twitter), YouTube, and LinkedIn. According to the study, 82 percent of respondents say increase in ridership is an important or very important social media goal and 89 percent reported that social media was slightly effective, effective, and very effective at increasing ridership.

As a part of their marketing strategy, DTS has engaged in a marketing campaign to promote an audience-driven marketing strategy to increase ridership on the multi-modal system. DTS spent $177,856 in media purchases from July to December 2023. Of the $177,856 spent, $126,435 was procured through its subcontractor for service management, Ulu HI-Tech. The plan included video campaigns, targeted videos, targeted emails, YouTube videos, and radio time. The table below shows the scheduled air dates of these media purchases and costs.

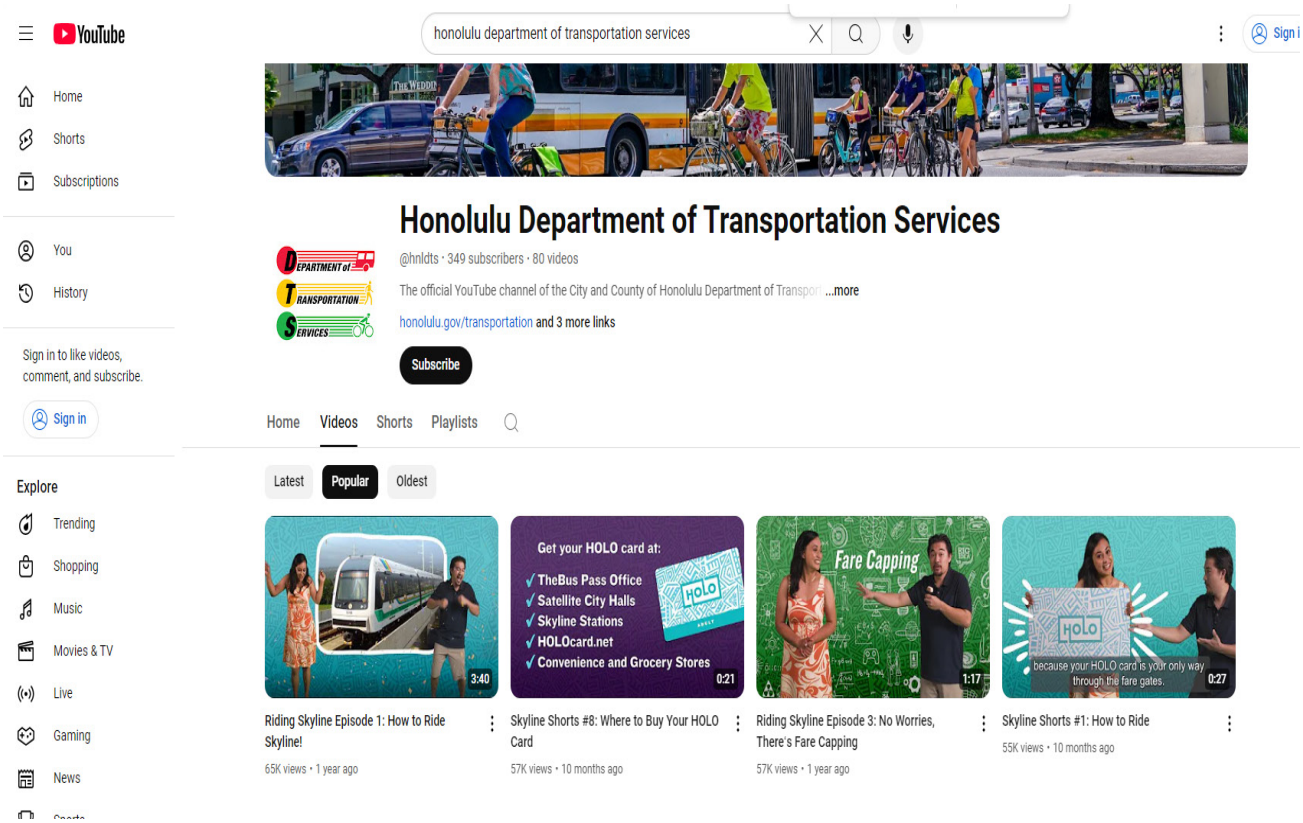
Exhibit 2.12
Skyline Media Expenses, June 2023 to July 2024

Type and Who Procured	Scheduled Air Dates	Cost
Skyline Grand Opening-DTS Procured	6/18/23-7/4/23	$51,421
Happy HOLO-days – Ulu HI-Tech procured	12/4/23-1/21/24	$6,020
Skyline Rail Media Production – Ulu HI-Tech procured	1/1/24-7/31/24	$120,415
	Total	**$177,856**

Source: Department of Transportation Services

We evaluated Skyline's media on YouTube and found that viewership ranked fairly low in comparison with videos made by the public on Skyline. Viewership also ranked low in comparison with other jurisdictions who utilize YouTube for marketing and educational purposes. The following screenshots were taken from Skyline's most viewed video.

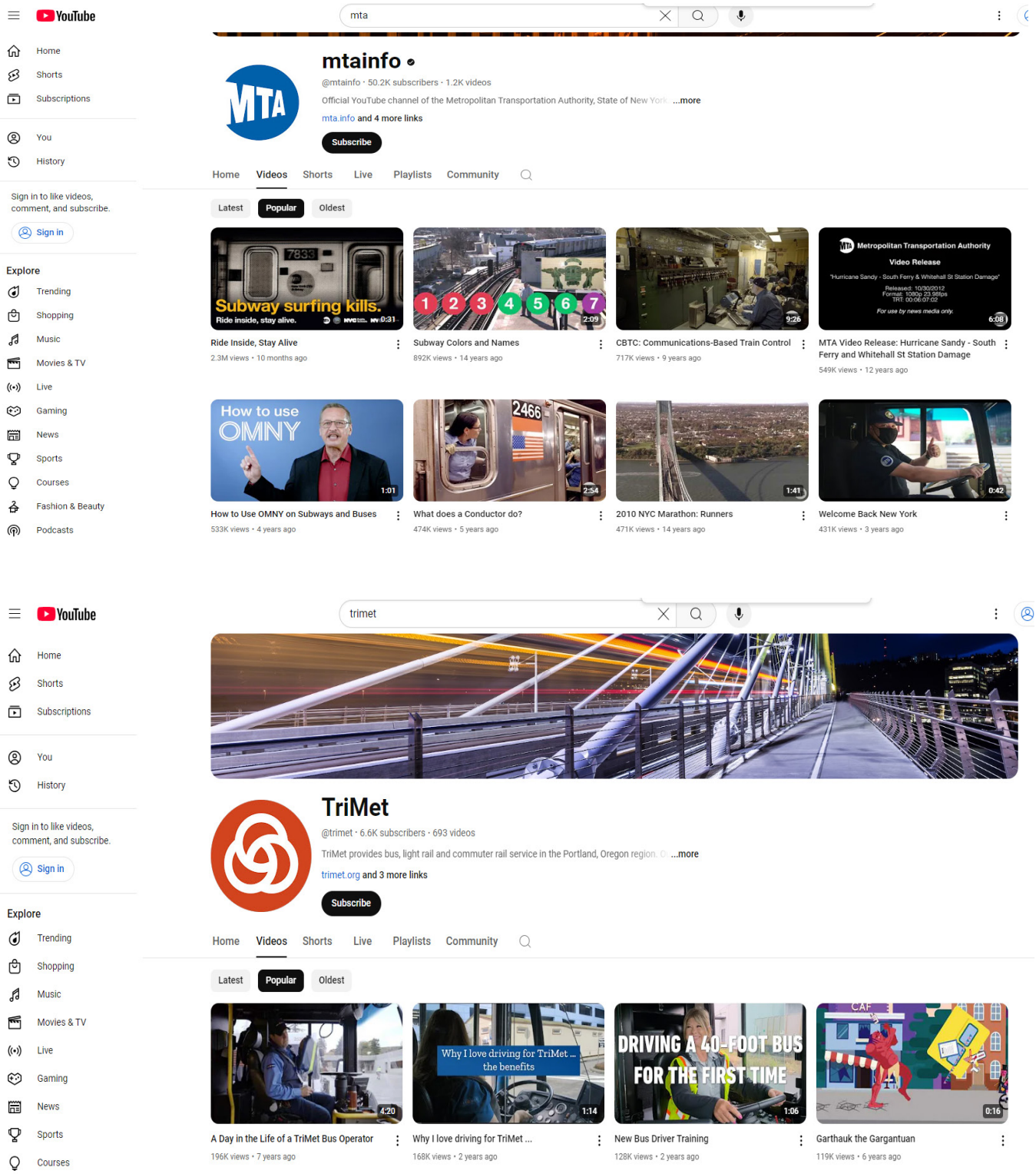
Exhibit 2.13
Skyline's Most Viewed YouTube Video



Source: Department of Transportation Services YouTube

The following screenshots were taken from the New York City Subway's (MTA) most viewed video and Portland's TriMet most viewed video on YouTube.

Exhibit 2.14
MTA and TriMet's Most Viewed YouTube Videos



Source: New York City's MTA and Portland's TriMet YouTube Channels

Exhibit 2.15
National Comparison of Rail Transit Social Media Presence

	Facebook	YouTube	Instagram	TikTok	X	LinkedIn
New York City Subway (MTA) – One of the largest and most extensive subway systems in the world.	x 182K Followers	x 50,100 Subscribers	x 129K followers	x 56.9K followers 746.4K likes	x 1.3M followers	x
Chicago 'L' (CTA) – Famous for its elevated train lines and vast reach in the city.	x 63K Followers	x 29,400 Subscribers	x 42.5K followers	x 5,462 followers 63.9K likes	x 292.8K followers	x
San Francisco BART – Links urban San Francisco to the East Bay and the airport.	x 43K Followers	x 6,990 Subscribers	x 23.8K followers	x 33.3K followers 1.4m likes	x 331.9K followers	x
Washington Metro – Serves the D.C. metropolitan area, including suburban Maryland and Virginia.	x 33K Followers	x 9,520 Subscribers	x 49.9K followers	x 12.7k followers 261.9k likes	x 306.2K followers	x
Los Angeles Metro Rail – A growing light rail network that serves LA's vast urban area.	x 105K Followers	x 26,700 Subscribers	x 135K followers	x 11k followers 347.8k likes	x 145.1K followers	x
Boston's MBTA – Known for its commuter rail and subway services in Greater Boston.	x 25K Followers	x 5,940 Subscribers	x 33.7K followers	x 18.7k followers 163.8k likes	x 357.8K followers	x
Seattle Link Light Rail – Rapidly expanding system connecting various neighborhoods and suburbs.	x 36K Followers	x 4,840 Subscribers	x 21.4K followers	None	x 90.9K followers	x
Portland MAX Light Rail – A key transit option connecting downtown Portland with the suburbs.	x 60K Followers	x 6,420 Subscribers	x 25.5K followers	None	x 64.7K followers	x
Skyline Honolulu	x 2,400 Followers	x 349 Subscribers	x	None	x 2.2K followers	x

Source: Social media accounts from various jurisdictions

In comparison to other jurisdictions, DTS's social media presence is notably smaller, with fewer followers and significantly lower engagement levels. This limited digital reach hinders its ability to effectively promote Skyline, connect with potential riders, and build a strong community of regular users. To address this, DTS should prioritize expanding its social media efforts to increase ridership by focusing on its core demographic—working-age commuters who primarily use public transportation for daily travel.

Additionally, DTS should adapt its social media strategy to reach untapped demographics, including younger users, students, and tourists. This can be achieved through targeted campaigns on platforms like TikTok and Instagram, which appeal to younger audiences, as well as partnerships with local businesses and influencers to broaden engagement. Developing content that highlights Skyline's convenience, safety, and cost-effectiveness, along with leveraging user-generated content, can foster trust and interest. By enhancing its digital presence and tailoring strategies to diverse audiences, DTS can maximize the impact of its marketing efforts and drive higher ridership rates.

84 Percent of Riders Rated Skyline Favorably, But Would Like to See Operating Hours Extended and Improvements Made

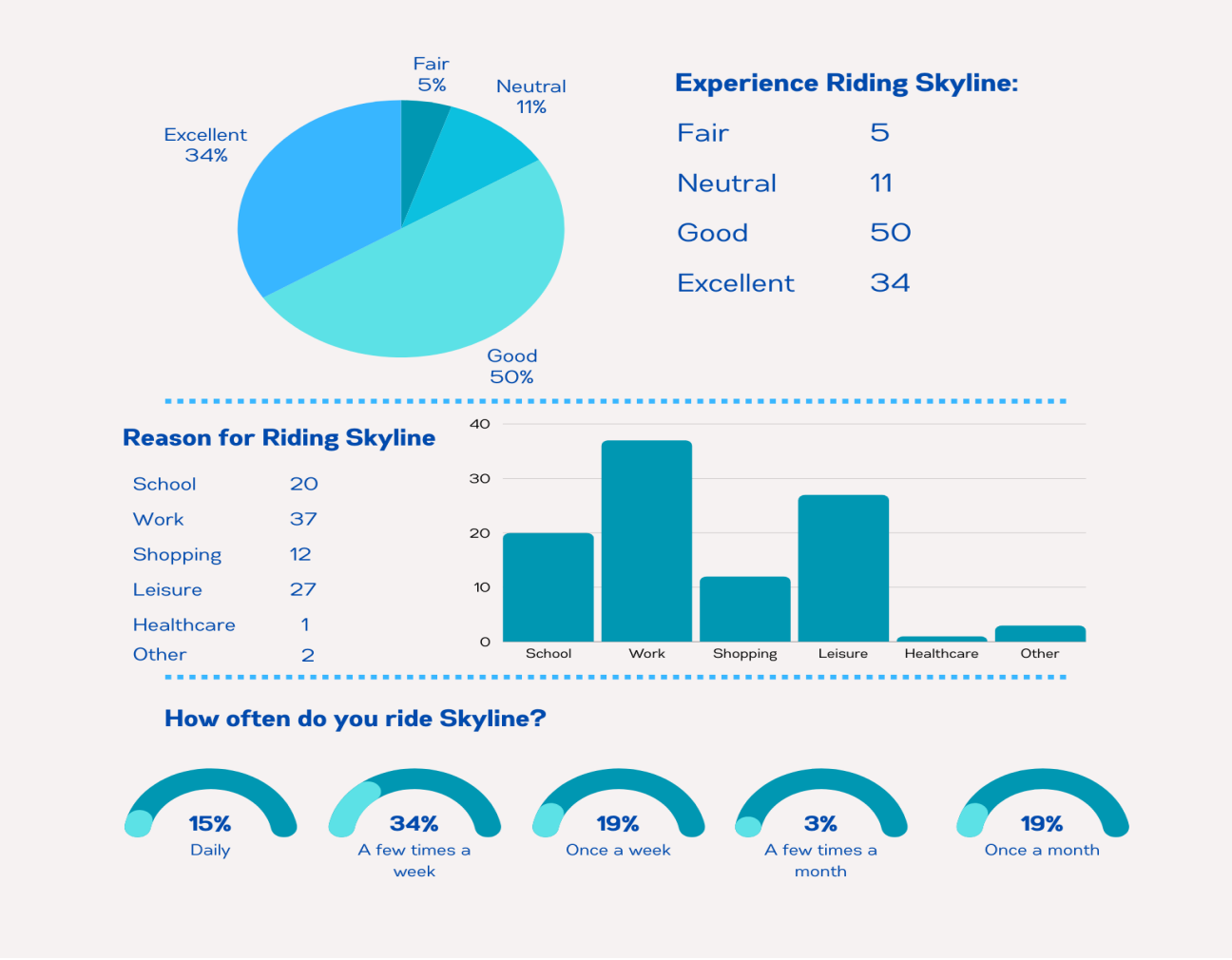
We surveyed 100 Skyline riders from June 2024 to October 2024 regarding their experience with riding Skyline.[6] This is a summary of the results:

- Of the 100 riders, 84 riders rated their ride experience as excellent or good
- 34 riders reported riding skyline a few times a week, while 15 riders reported that they ride skyline daily. 25 riders reported that they ride Skyline once a month.
- 89 riders rated the timeliness of skyline as good or excellent, while 1 rider rated it fair and 9 riders were neutral.
- Commuting to work (37 riders) was the largest primary reason for riding Skyline among survey respondents. Other purposes include leisure (27 riders), school (20 riders), shopping (12 riders), and healthcare appointments (1 rider).
- 100 riders agreed that they feel safe riding Skyline
- Of the 100 survey respondents, 28 were aware of Skyline's proposed system end point. 72 riders reported they did not know.

[6] Surveys made available online via QR code or in person at stations. While translation options were available, all respondents were able to communicate in English.

The following infographic below shows highlighted survey results.

Exhibit 2.16
Skyline Survey Results



Source: Office of the Cit Auditor Analysis

Of the 100 riders, 41 riders provided comments and suggestions for improving the Skyline experience. The top 3 suggestions are:

1. Extended hours (14 riders) – Suggests that some customers may work and come home later than current operating hours. This can also provide an alternative for travelling to large public events that end later at night. Attendees would not have to worry about having to find limited parking.

2. Better station security (8 riders) – Although stations are equipped with numerous cameras, there is usually only one employee at each station.

3. Concessions/vending machines at stations (6 riders) – Current Skyline rules prohibit food and drink in train cars but concession stands can provide a small business opportunity for vendors.

Other noteworthy suggestions were having alternative payment methods (4 riders) and shuttle services for students (ex: partnering with UH and other schools to have shuttles at the Hālawa Station) (3 riders).

A complete list of survey responses can be found in Appendix B.

Recommendations

DTS should:

1. Offer service amenities similar to other jurisdictions and best practices to increase ridership and public satisfaction.

2. Collaborate with events that can utilize Skyline and the city's multimodal system, and coordinate with those already promoting Skyline to enhance public awareness through shared communication channels.

3. Offer other methods of payment including payments via mobile phone or HOLO card app to address gaps in supply and demand of physical cards and increase rider experience.

4. Expand social media efforts to target core and untapped demographics through tailored campaigns across various platforms to increase engagement.

5. Conduct regular surveys to understand community needs, improve service equity, and demonstrate the value of public input.

Chapter 3
Accessibility and Safety Concerns Surrounding Skyline Stations

Skyline stations provide accessible rail cars that meet design standards; however, the surrounding areas present significant safety and usability concerns that undermine the accessibility goals of the Americans with Disabilities Act (ADA) and local pedestrian access guidelines. Furthermore, DTS is responsible for the multimodal movement of people and goods on roadways which includes riders getting to and from surrounding areas including bus stops, pickup areas, and crosswalks. Observations conducted at Skyline stations revealed a variety of hazards, including trip hazards, poor sanitation, and insufficient infrastructure for individuals with disabilities. These issues not only pose safety risks but also increase potential liabilities for the city. To ensure equitable and safe transit access, the department should address the gaps in compliance and infrastructure surrounding these stations.

Accessibility Challenges Around Skyline Stations

The areas surrounding Skyline stations exhibit several physical and sanitary hazards that endanger pedestrians and undermine accessibility. Trip hazards such as potholes, broken pipes, and uneven walkways were observed at five of the nine stations evaluated. These obstructions could potentially violate ADA standards, which mandate smooth, firm, and stable surfaces for individuals with mobility impairments. In addition to structural issues, sanitation concerns were also prevalent.

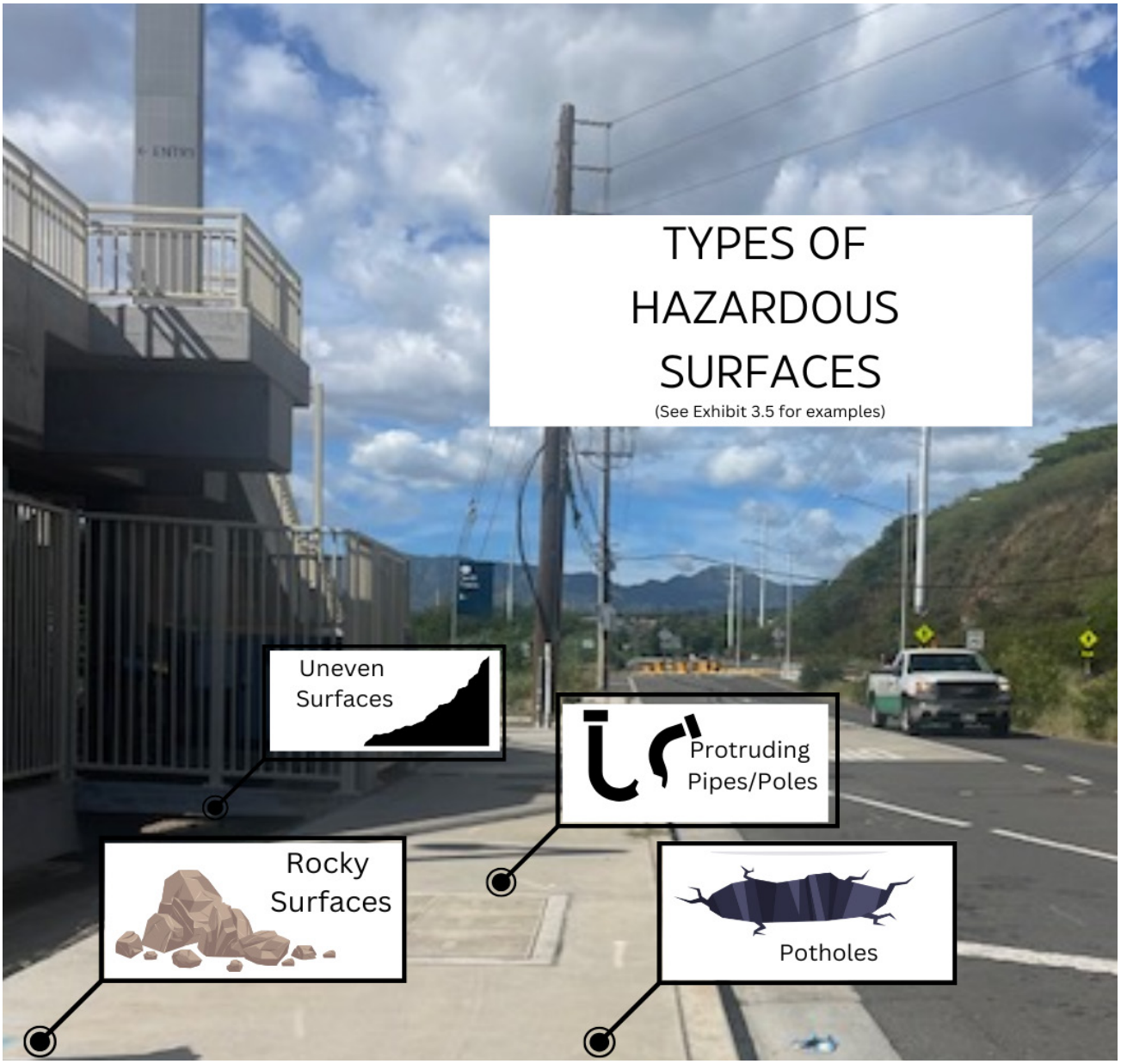
Skyline stations are required to be accessible to and usable by persons with disabilities. Federal and state laws require the rail stations to comply with the Americans with Disabilities Act Accessibility Guidelines (ADAAG).

The Americans with Disabilities Act (ADA) of 1990 (P.L. 101-336) prohibits discrimination against qualified individuals with disabilities in transportation services offered by public entities under Title II of the ADA and private entities under Title III of the ADA. This prohibition applies regardless of whether an entity receives Federal funding and it extends to “fixed-route” and “demand-responsive” transportation service. The ADA sets forth general requirements for transportation providers.

The ADA sets requirements for accessible public transportation systems and surrounding areas, which include clear, unobstructed walkways and smooth surfaces. These standards are aimed at ensuring accessibility for all, including people with mobility impairments.

The ADA mandates that sidewalks and other public paths must be accessible to individuals with disabilities, including those using wheelchairs, walkers, or other mobility devices. A pothole or protruding pipe can create obstacles, making it difficult or even dangerous for people with mobility impairments to navigate the sidewalk. This could be considered a violation of ADA requirements for accessible public spaces. The ADA Standards for Accessible Design require that sidewalks must have a smooth, firm, and stable surface. Uneven or hazardous surfaces (as shown below), like potholes or protruding objects, fail to meet these standards and would likely be deemed non-compliant.

Exhibit 3.1
Types of Hazardous Surfaces



Sources: Office of the Cit Auditor and ADA Guidelines

Honolulu rail stations are required to be accessible to and usable by persons with disabilities by the ADAAG.

The table below evaluates each station's compliance with ADA guidelines.

Exhibit 3.2
ADA Guideline Checklist for Skyline Stations

	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Accessible parking	n/a	√	√	√	n/a	n/a	n/a	n/a	√
Passenger Loading Zone	√	√	√	√	√	√	√	√	√
Bus Stop	√	√	n/a	√	√	√	√	√	√
Entrance	√	√	√	√	√	√	√	√	√
Emergency Exit	√	√	√	√	√	√	√	√	√
Accessible Routes	√	√	√	√	√	√	√	√	√
Elevator	√	√	√	√	√	√	√	√	√
Drinking Fountain	none	none	none	none	none	√	none	√	none
Toilet Room	Not allowed access	Not allowed access	No attendant	No attendant	No attendant	Not allowed access	No attendant	No attendant	No attendant
Automated Fare Vending System	√	√	√	√	√	√	√	√	√
Signage	√	√	√	√	√	√	√	√	√
Boarding Platform	√	√	√	√	√	√	√	√	√
Public Address System	√	√	√	√	√	√	√	√	√

Source: ADA and Office of the Cit Auditor

A detailed table can be found in Appendix C. Although we found that areas immediately surrounding the rail stations are problematic, the Skyline stations generally complied with ADA guidelines. According to DTS management, toilet rooms are available for use if a rider asks the station attendant. However, while conducting fieldwork at three stations, we asked the attendant for access to the toilet room but was told that it was not available. Furthermore, one attendant at a station stated that no restrooms were available for use at any of the Skyline stations. As a result, we were unable to evaluate ADA accessibility for toilet rooms at each station.

In addition, Skyline stations were designed with the following ADA accommodations:

- Concourse level that provides convenient access to boarding platforms and allows safe crossing over the streets below
- Braille signage with tactile raised letters in large-print
- Audio announcements
- Texture changes and tactile platform edges at gate openings
- Directional and informational signage
- Universal symbols and signs with text labels

Exhibit 3.3
ADA Signage and Accommodations at Skyline Stations and Railcars



Emergency pillar at rail platform with braille



Signage at station gates with braille



Priority seat signage for elderly & disabled



Signage at gates with tactile warning strips on ground

Source: Office of the Cit Auditor

Walking Hazards, Graffiti, and other Barriers Compromise Safety and Rider Experience

We found that 5 of 9 rail stations we reviewed featured trip hazards and potholes or graffiti. State guidelines on pedestrian access to transit stations and other federal agencies state that facilities should be free from such barriers. DTS has not addressed mitigating these barriers and has not sufficiently engaged the disabled community to identify public barriers. As a result, public safety is diminished and the city's liability risk is increased.

In addition to ADA requirements, the State of Hawai'i's guidelines on Pedestrian Access to Transit provides a summary of current best practices and design guidelines related to enhancing pedestrian access to transit**.** As a best practice, facilities within the right-of-way, such as sidewalks and pedestrian push buttons, should comply with the proposed Public Rights-of-Way Guidelines (PROWAG).

During observations, human feces were documented near a bus stop at one station, creating serious public health risks. Furthermore, graffiti was observed at three stations, contributing to an environment that feels unsafe and uninviting for users.

We conducted walkthroughs of all nine Skyline stations currently in operation. During our walkthroughs, we evaluated the surrounding areas (100 yards around the perimeter) of each station for trip hazards, graffiti, and vagrancy. We took photos to document potential violations and took note of any other issues we encountered. Exhibit 3.4 below summarizes our observations.

Exhibit 3.4
Skyline Station Surrounding Area Assessment

	Kualaka`i	Keone'ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Are walkways surrounding rail station even, free from trip hazards and potholes?	Yes	Yes	Yes	No	No	Yes	No	No	No
Are there vagrants or homeless individuals surrounding rail station?	No	No	No	No	No	No	No	No	No
Is there graffiti surrounding the rail station?	No	No	No	Yes	No	No	No	Yes	Yes

Source: Office of the Cit Auditor

At 5 of the 9 stations, we observed walkway hazards. The following table of photos documents these observations.

Exhibit 3.5
OCA Observation of Surrounding Areas of Skyline Stations: Walkway Hazards



Uneven surface levels sidewalk
(Hō'ae'ae, West Loch)



Broken pipes outside of station
(Hō'ae'ae, West Loch)



Uneven surface level on sidewalk
(Pouhala, Waipahu Transit Center)



Uneven surface level on sidewalk & broken pole
(Pouhala, Waipahu Transit Center)



Pothole and loose gravel on sidewalk outside station
(Kalauao Station)



Uneven cracked sidewalk (Kalauao Station)

Source: Office of the Cit Auditor

We did not observe any vagrancy or homelessness surrounding the stations on the day of our observation. However, we did observe human feces near one of the bus stops connected to the Skyline station.

Exhibit 3.6
Feces Near Bus Stop and Skyline Station



Human Feces on sidewalk under station (Hō'ae'ae, West Loch)
Source: Office of the Cit Auditor

Because safety is a top priority for Skyline, the department should address these hazards. The failure to address sidewalk hazards including potholes, broken pipes, and unsanitary conditions could have consequences for the city including legal liability, fines and penalties, and insurance claims. These hazards could violate a combination of ADA regulations, pedestrian safety codes, and right-of-way maintenance standards, all of which are aimed at ensuring the safety, accessibility, and usability of public spaces for everyone. To avoid any potential risks to the city should make improvements to areas around the stations and bus stops.

According to DTS, the department is only responsible for design, maintenance, and amenities for Skyline rail stations. Responsibility for areas surrounding the rail stations are under other city and state jurisdictions. While we acknowledge DTS' direct responsibility over rail stations, nevertheless, the department touts its multi-modal transportation system that requires riders to seamlessly, and safely, transfer between rail stations, bus stops, paratransit locations, and parking structures.

Lack of stakeholder engagement

A critical factor contributing to these deficiencies is the lack of ongoing input from the disability and mobility-impaired community. While stakeholders were consulted during Skyline's planning phase, advocacy groups have not been engaged for over two years. This absence of participation has limited opportunities to identify and address accessibility barriers during the post-design and construction phases. Without consistent stakeholder input, the city risks overlooking key considerations that would ensure the usability and safety of the station environments.

We interviewed representatives from two disability advocacy groups in Honolulu, Citizens for a Fair ADA Ride (CFADAR) and the Hawai'i Disability Rights Center, and found that the city did not include their participation or input for over two years. One group has not been able to participate or give input on behalf of the disability community since 2020. The other group has not been able to participate or give input since the planning phase of Skyline. Input from the disabled mobility-impaired community is important to ensure that public transportation is accessible, safe, and equitable for all users. It not only helps to identify and eliminate barriers, enhances safety, fosters inclusivity, and ensures compliance with legal standards, it also created an opportunity to include innovation and build trust with a key user group. Skyline should uphold a standard to provide transportation services that benefits everyone, regardless of their abilities.

Disparities between station design and surrounding areas

While the station interiors include essential ADA features—such as tactile Braille signage, audio announcements, and tactile platform edges—these accommodations are not extended to the surrounding areas. Sidewalks and pathways leading to the stations are often hazardous and non-compliant with ADA guidelines, creating accessibility gaps. This disparity between the accessible station design and unsafe surrounding infrastructure creates obstacles for users, particularly individuals with mobility impairments.

As Constructed, the Pearl Highland Waiawa Station Poses Pedestrian Risks

We interviewed disability advocacy groups to identify any risk areas of accessibility using Skyline. One of the groups we interviewed, CFADAR, partnered with a mobility travel group who took a group of visually impaired individuals to ride Skyline. The group experienced difficulties navigating around the Waiawa Station and documented their experience. The group also identified suggested improvements for the issues encountered, as shown and stated below:

Exhibit 3.7
Photos and Description of Issue Areas around Waiawa Pearl Highlands Station

Issue Areas around Waiawa Station	Description of Experience & Proposed Solution
	*On the way from the station toward Pearl Highlands Center, the walkway was not clear, even to the tactile warning strip at the ramp; we did have one member of our group fall at this point.*
	*There were shopping carts blocking the sidewalk as there was no other location move them to be out of the way.*
	*After the ramp, the pedestrian is supposed to locate a left turn to the raised crosswalk; there is no tactile indication to do so; this could easily lead a pedestrian who is blind or low vision to assume they should just continue straight and they would entirely miss the crossing and wind up in an area where pedestrians are not intended to travel.* *Tactile direction indicators (e.g. directional tiles) would be helpful here.*

Issue Areas around Waiawa Station	Description of Experience & Proposed Solution
	*Some may use auditory messages at the pole, but an Individual who is deaf and/or blind would have no access to the purely auditory information. A combination would be ideal, but the tactile does address both needs.* *After making the first crossing after the station, pedestrians are expected to discern that a right hand turn is needed and to travel along a painted walkway.* *A channelized area with boundaries on each side would be helpful.*
	*This is another perspective showing the first crossing (toward the middle left side of the photo, then the center segment with the white striped area on one side of the pedestrian walking area, then the crossing of the roadway of Kamehameha Highway).*
	*Just to give a broader perspective at this point, here is a Google Maps screenshot showing the zig-zag path that pedestrians must walk to get to the commercial center immediately across from the station.*

Issue Areas around Waiawa Station	Description of Experience & Proposed Solution
 	*Once they have reached Kuala Street, they still have two more crossings to make in order to reach the side of the block where Pearl Highlands Center is located.* *The safest option seems to be a pedestrian bridge, which was reported to be an initial part of the development plan but was removed from the plan, presumably due to costs; hoping that one will be built for greater safety for pedestrians. A permanent tactile map of the walking route would most certainly be helpful for the present time, along with accessible pedestrian signals (with auditory and vibro-tactile information) that include locator tones to aid the pedestrian who is accessing the information with low vision or non-visually.*
 	*One observed challenge was that those working at the station indicated that those who needed assistance could simply push the information buttons for assistance. These two boxes are very similar to a person who is blind; the emergency box could easily be mistaken for the information box.* *A document that is prepared with information about the station that could be distributed to consumer groups (e.g. local chapters of American Council of the Blind, National Federation of the Blind, etc.), organizations serving those who are blind and low vision (e.g. Guide Dogs of Hawai'i), and government agencies working with individuals who are blind and low vision (e.g. Ho'opono Services for the Blind, Department of Human Services (DHS) Division of Vocational Rehabilitation (DVR)) would be helpful. The document could explain the features of the station, where to find them, their intended use, etc.*

Source: Sensory Travel

On August 2, 2023, the O'ahu Metropolitan Planning Organization Citizens Advisory Committee passed and adopted a resolution urging the Honolulu Authority for Rapid Transportation, the State Department of Transportation, and the City and County of Honolulu Department of Transportation Services to prioritize and expedite the installation of comprehensive pedestrian infrastructure at the Waiawa Pearl Highlands station at Kamehameha Highway, including a fully protected pedestrian crossing, in an effort to:

- Prevent pedestrian fatalities and serious injuries
- Address community concerns for the safety of all, including the blind and/or disabled
- Encourage use of public transit by addressing the needs of pedestrians frequenting the rail station

During our own observation, we observed the following at the Pearl Highland Waiawa Station.

Exhibit 3.8
OCA Observation of Waiawa Pearl Highlands Station



Walking to the left, the sidewalk abruptly ends with no crosswalk.



Walking to the right, there is a protected walkway for about 30 feet which also ends at a dead end.

Source: Office of the Cit Auditor

As of March 2024, the city was awarded $19 million to build the Pearl Highland Waiawa Station Pedestrian Bridge. The project was not listed in Honolulu's Capital Improvement Program Budget for FY 2025. The city should urgently complete the bridge and walkway improvements to ensure that Skyline riders at the station are safe and to decrease the risks of any pedestrian accidents occurring around the station involving Skyline riders who are going to and from surrounding areas.

According to DTS, regular work performed by DTS includes cleaning and clearing of paths, vegetation, and landscape, and fixing and improving paths including stairways, walkways, and ramps. While Skyline stations generally include design features to accommodate individuals with disabilities, the surrounding areas fall short of providing safe and accessible transit environments. We encourage DTS to ameliorate their routine work and coordinate with the necessary agencies to ensure the safe multimodal movement of people throughout their multimodal network. Addressing these challenges requires a combination of infrastructure improvements, consistent stakeholder engagement, and adherence to compliance standards. Proactive measures will enhance the safety, equity, and usability of the Skyline system, fulfilling the city's commitment to accessible public transit for all.

Recommendations

DTS should:

1. Prioritize repairs to sidewalks, potholes, and pipes, and implement regular maintenance to address hazards and ensure ADA compliance.

2. Reestablish regular consultations with disability advocacy groups to ensure improvements meet mobility needs and enhance transit safety.

3. Periodically evaluate station surroundings for ADA and Hawai'i accessibility guidelines, using metrics to identify and address issues.

4. Expedite construction of the Pearl Highland Waiawa Station pedestrian bridge to eliminate critical accessibility barriers.

Chapter 4

The Lack of Multi-Language Signage and Information at Skyline Stations and on Trains Creates Significant Barriers for Individuals with Limited English Proficiency (LEP), Limiting their Access to Honolulu's Multimodal Public Transit System

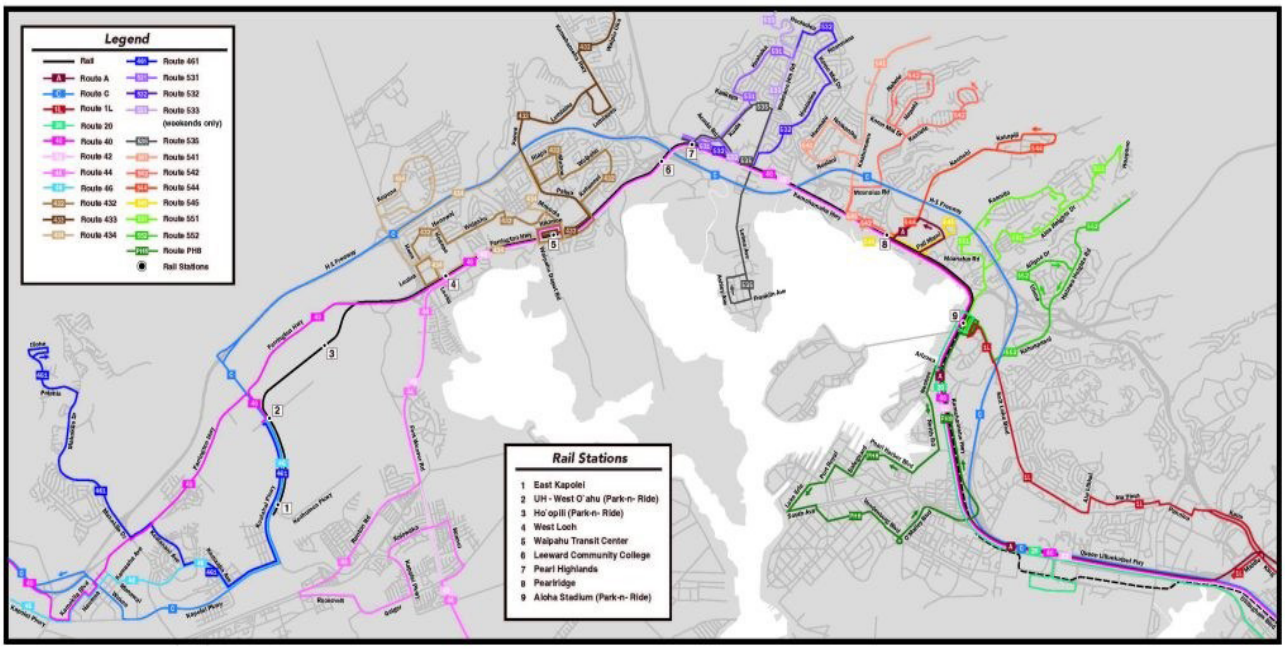
In its efforts to create a multimodal system with Skyline, DTS did not include multi-language information when changes were made to existing bus routes that were used by people with Limited English Proficiency (LEP). Barriers to riding Skyline increased as a result of not having multi-language resources and people with LEP may have difficulty using Skyline. Because other transit agencies such as TheBus and TheHandi-Van feature multi-language tools, Skyline should also include multi-language resources for people with LEP.

Title VI of the Civil Rights Act of 1964 prohibits discrimination based on national origin, including limited English proficiency, in any federally funded program. As the agency overseeing Honolulu's multimodal transit system, DTS is obligated to ensure equitable access for LEP individuals. Despite this mandate, Skyline lags behind TheBus and TheHandi-Van in providing comprehensive multi-language resources.

DTS' Multimodal Efforts to Incorporate Skyline in Phase 1 Did Not Prioritize LEP Needs

DTS is responsible for moving people through its multimodal transportation system. TheBus, TheHandi-Van and Skyline are part of Honolulu's public transit system. DTS' goal is to provide greater safety for all modes of transportation and increased quality of life for its residents.

Exhibit
4.1 2023 Bus-Skyline Network Phase 1: East Kapolei to Aloha Stadium



Source: Department of Transportation Services

On July 1, 2023, DTS implemented its Bus Rail Integration Plan (BRIP). For the first phase of the BRIP, bus routes were changed to improve the frequency and availability of service with slight changes to the route alignment. New bus routes were added to provide direct connections to Skyline. In addition, no Peak Express bus routes were affected in preparation for passenger service.

The biggest change was Route A, which terminated at Pearlridge rather than extending into Waipahu. Also, the route no longer served the Middle Street Intermodal Center and King Street. This shorter route created a direct, high-speed and high-frequency (every 10 minutes during peak hours/15 minutes during off-peak hours) connection between Skyline, downtown Honolulu, and the University of Hawai`i at Mānoa. Riders traveling from Waipahu would now take Skyline, then transfer for free to Route A at the Aloha Stadium Station. Riders destined for Middle Street Intermodal Center and King Street would take Route 1L starting at Aloha Stadium.[1]

[1] A complete list of TheBus changes as a result of the Bus Rail Integration Plan can be found in Appendix D.

The purpose of the BRIP was to encourage riders to use multi-modal transportation. However, there is insufficient multi-language information for Skyline riders. Based on survey results and census data, the majority of non-English speaking residents using TheBus reside in the areas affected the most by BRIP changes to bus routes. For example, for the Route A modifications, TheBus no longer serves the following areas:

- Waipahu – Alternatives: Skyline, Route 40, 42, 43
- Pearl City – Alternatives: Skyline, Route 40, 42, 51

Without multi-language information available on and for Skyline, those affected by these changes who are LEP might be more likely to ride the alternate bus routes instead of Skyline because of the language barrier.

DTS lacks consistency in multi-language accessibility for Skyline in comparison with TheBus and TheHandi-Van. Multi-language Skyline information is limited to holo card machines.

We evaluated all nine rail stations currently in operation and found insufficient multi-language information options. The city's Bus Rail Integration Plan (BRIP) encourages the public to use multi-modal transportation. Skyline's implementation of multi-language information and communication falls short in comparison to its multi-modal partners TheBus and TheHandi-Van. As a result, the department is not sufficiently complying with its BRIP requirements and reduces accessibility to riders that have limited English proficiency.

Federal Executive Order 13166 requires transportation agencies to examine the services they provide, identify any need for services to those with Limited English Proficiency (LEP) and develop and implement a system to provide those services so LEP persons can have meaningful access. A LEP person is defined as a person for whom English is not their primary language and who have a limited ability to read, write, speak, or understand English. It includes people who reported to the U.S, Census that they speak English less than very well, not well, or not at all. Hawai`i Revised Statutes Section 321-C-2 defines LEP person as "an individual who, on account of national origin, does not speak English as the person's primary language and who self identifies as having a limited ability to read, write, speak, or understand the English language."

Based on the U.S. Census Bureau demographics of non-English speaking residents in the geographical areas that the first phase of Skyline covers, 41.7 percent (35,226) of residents in the 'Ewa Census County Division and 52.6 percent (66,974) of residents in the Honolulu Census County Division speak English less than very well.

In 2018, DTS conducted TheBus Demographic and Fare Media Ridership Survey of 1,200 TheBus riders. The survey reported the following information:

- 155 of the 1,200 (15%) surveyed riders started their trip in Region 9 - Mililani, 'Ewa Beach, Waipahu
- 167 of the 1,200 ended their trip in Region 5 -Mānoa
- 273 of the 1,200 ended their trip in Region 6 - Downtown
- 96 of the 1,200 ended their trip in Region 7 Kalihi
- 353 of the 1,200 (33%) reported they spoke another language
- 102 of the 1,200 (19%) riders surveyed reported that they did not speak English well.

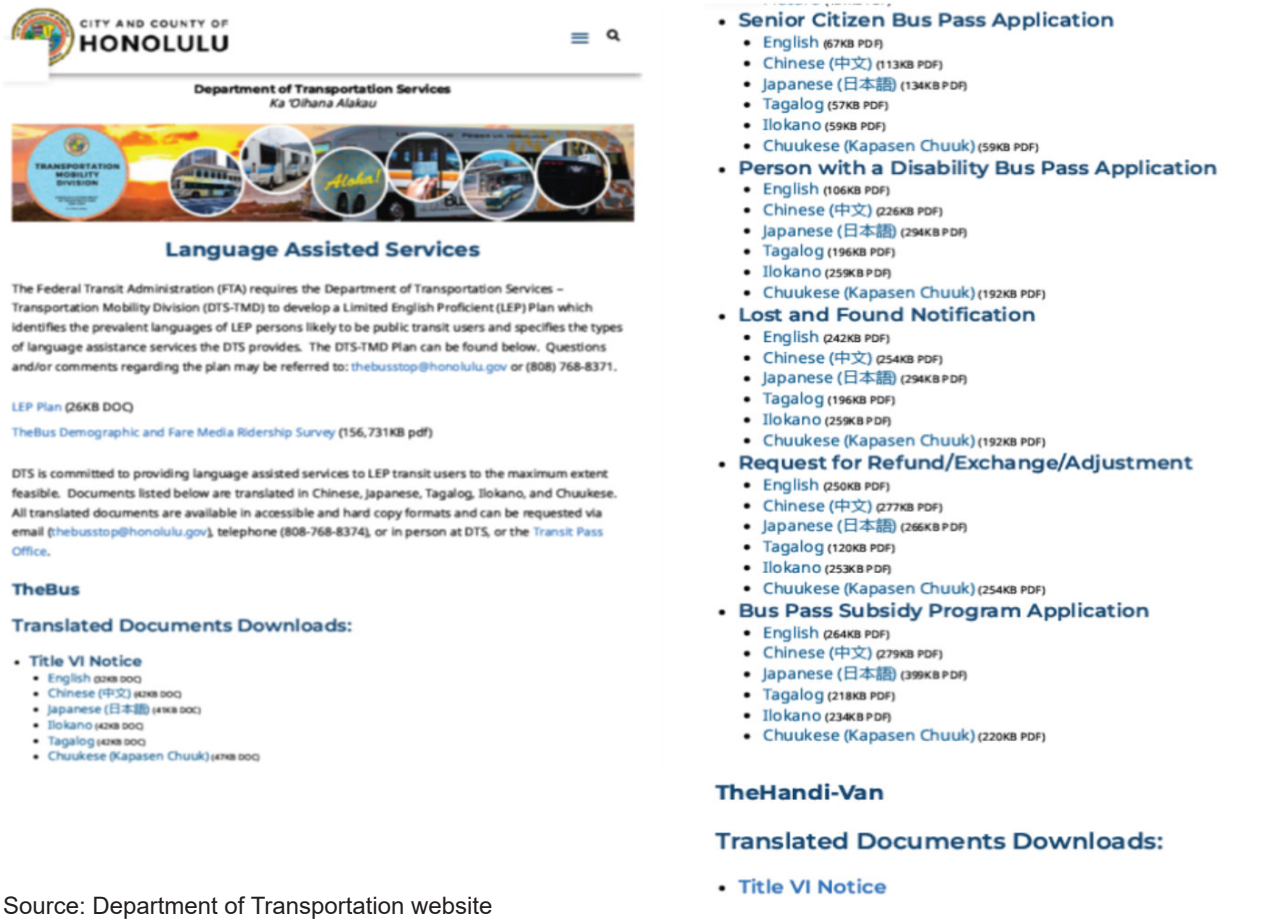
In its updated 2022 Limited English Proficient Plan, DTS affirmed its commitment to providing meaningful access to all patrons and users of Honolulu's public transit system who are LEP. In this plan, DTS highlights the resources available for LEP outreach, as well as the costs associated with that outreach. According to the plan, DTS' annual operating budget included funding for:

- Phone interpretation services: Professional phone interpretation services
- Translation services: Professional translation services
- Printing: Vital documents in identified languages
- Signage: In identified languages as applicable and necessary
- Advertisement: Notices in identified language publications as applicable and necessary
- Consultants: Professional services contracted as applicable and necessary to meet LEP requirements

- Other available resources:
    - Phone interpretation services: In-house staff, other government & non-profit agencies.
    - Partnering with other state, county, and non-profit agencies to provide transit information to the LEP community (i.e. State Office of Language Access).
    - Translation services: In-house staff, other government & non-profit agencies.

The screenshot below is from DTS' Transportation Mobility Division which offers multi-language information and documentation for TheBus and TheHandi-van. It does not include Skyline.

Exhibit 4.2
DTS Language Assisted Services



Source: Department of Transportation website

We evaluated Skyline for their multi-language information and found that while the HOLO Card machines located outside of stations feature various language options including English, `Ōlelo Hawai`i, Tagalog, Japanese, Ilokano, Samoan, Chinese, and Korean, those language options are not found in other key areas of Skyline's operations:

- Brochures are only in English
- Signage within stations are only in English with `Ōlelo Hawai`i place names
- Audio in railcar is in English and `Ōlelo Hawai`i only
- Skylines website does not offer information in any other languages nor does it have a Title VI statement [2](TheBus , TheHandi-van, and HOLO offers different languages)

[2] Title VI of the Civil Rights Act of 1964 protects people from discrimination based on race, color, and national origin in programs and activities receiving federal financial assistance. The Federal Transit Administration works to ensure nondiscriminatory transportation in support of our mission to enhance the social and economic quality of life for all Americans. FTA's revised circular provides guidance to grantees on how to comply with Title VI regulations, as well as to ensure grantees provide meaningful language access to persons who have limited English proficienc .

The photos below confirm our observations.

Exhibit 4.3
OCA Observations: Skyline signage and HOLO Card Languages

Signage Limitations: Signage within Skyline stations and trains is predominantly in English, with minimal `Ōlelo Hawai`i place names, leaving LEP riders without clear navigation assistance.



Station Signage (Symbols & English only



Signage on train (English only)



Emergency signs on railcar (English only)



HOLO Card scanner (English only)



Station Name (`Ōlelo Hawai`i & English only)



Station Name Inside station (`Ōlelo Hawai`i & English only)



Elevator Sign (English & Braille)



How to Sign inside of Station (English only)

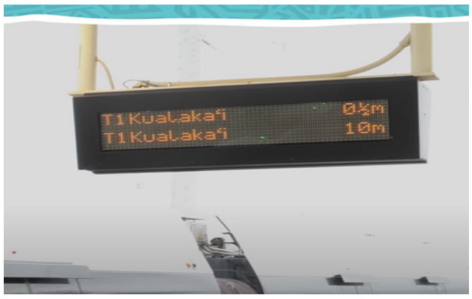


Code of Conduct Inside Train (English Only)

Audio Announcements: Train announcements are available only in English and `Ōlelo Hawai`i, limiting accessibility for riders fluent in other languages.



Digital Sign inside train with audio (`Ōlelo Hawai`i & English only)



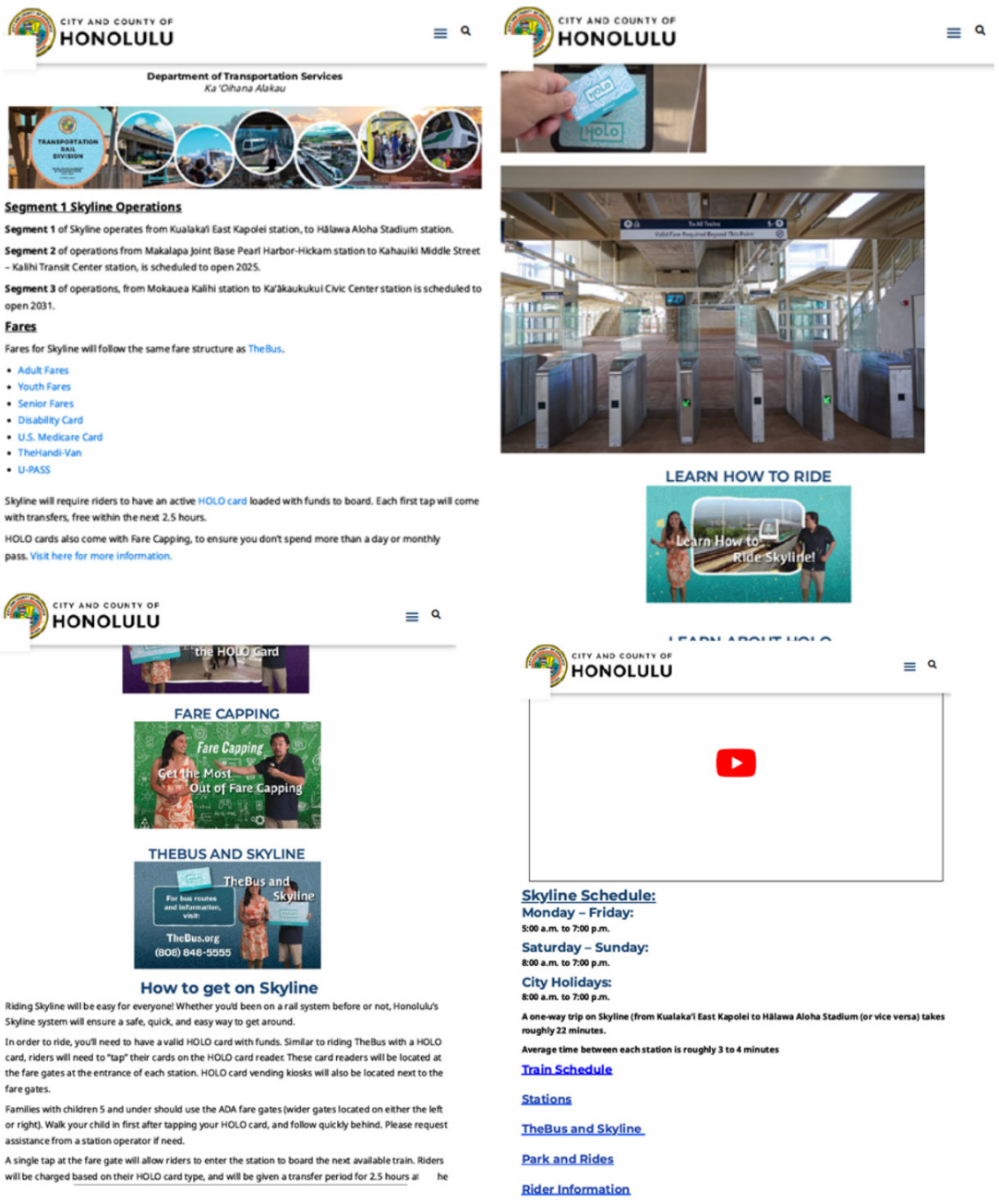
Digital Sign in Station with audio (`Ōlelo Hawai`i & English only)

Website and Brochure Gaps: Unlike TheBus and TheHandi-Van, Skyline's website and brochures lack multi-language options, further alienating LEP users.



Skyline Ride Guide Brochure (English only)

Website and Brochure Gaps: Unlike TheBus and TheHandi-Van, Skyline's website and brochures lack multi-language options, further alienating LEP users.



CITY AND COUNTY OF HONOLULU

Department of Transportation Services
Ka 'Oihana Alakau

Segment 1 Skyline Operations

Segment 1 of Skyline operates from Kualaka'i East Kapolei station, to Hālawa Aloha Stadium station.

Segment 2 of operations from Makalapa Joint Base Pearl Harbor-Hickam station to Kahauiki Middle Street – Kalihi Transit Center station, is scheduled to open 2025.

Segment 3 of operations, from Mokauea Kalihi station to Ka'ākaukukui Civic Center station is scheduled to open 2031.

Fares

Fares for Skyline will follow the same fare structure as TheBus.

- Adult Fares
- Youth Fares
- Senior Fares
- Disability Card
- U.S. Medicare Card
- TheHandi-Van
- U-PASS

Skyline will require riders to have an active HOLO card loaded with funds to board. Each first tap will come with transfers, free within the next 2.5 hours.

HOLO cards also come with Fare Capping, to ensure you don't spend more than a day or monthly pass. Visit here for more information.

LEARN HOW TO RIDE

Learn How to Ride Skyline!

FARE CAPPING

Fare Capping
Get the Most Out of Fare Capping

THEBUS AND SKYLINE

TheBus and Skyline
For bus routes and information, visit:
TheBus.org
(808) 848-5555

How to get on Skyline

Riding Skyline will be easy for everyone! Whether you'd been on a rail system before or not, Honolulu's Skyline system will ensure a safe, quick, and easy way to get around.

In order to ride, you'll need to have a valid HOLO card with funds. Similar to riding TheBus with a HOLO card, riders will need to "tap" their cards on the HOLO card reader. These card readers will be located at the fare gates at the entrance of each station. HOLO card vending kiosks will also be located next to the fare gates.

Families with children 5 and under should use the ADA fare gates (wider gates located on either the left or right). Walk your child in first after tapping your HOLO card, and follow quickly behind. Please request assistance from a station operator if need.

A single tap at the fare gate will allow riders to enter the station to board the next available train. Riders will be charged based on their HOLO card type, and will be given a transfer period for 2.5 hours at he

Skyline Schedule:

Monday – Friday:
5:00 a.m. to 7:00 p.m.

Saturday – Sunday:
8:00 a.m. to 7:00 p.m.

City Holidays:
8:00 a.m. to 7:00 p.m.

A one-way trip on Skyline (from Kualaka'i East Kapolei to Hālawa Aloha Stadium (or vice versa) takes roughly 22 minutes.

Average time between each station is roughly 3 to 4 minutes

Train Schedule

Stations

TheBus and Skyline

Park and Rides

Rider Information

Skyline Website (English Only)

Website and Brochure Gaps: Unlike TheBus and TheHandi-Van, Skyline's website and brochures lack multi-language options, further alienating LEP users.



Skyline Website (English Only)

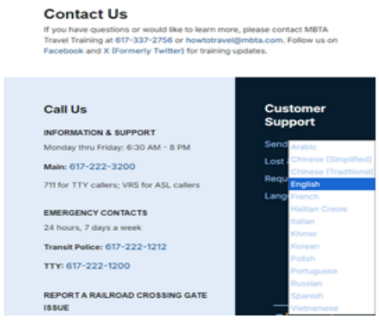
Source: Office of the Cit Auditor and Department of Transportation Services

While vending machines and the HOLO card website offer multi-language options, all other Skyline signage and information is limited to English and `Ōlelo Hawai`i. Riders who do not use English as their first language may have difficulty navigating Skyline. Also, those who are LEP residents may hesitate to use Skyline because of the lack of multi-language information.

Transit Agencies Offer Multi-Language Resources for People with Limited English Proficiency

We reviewed other transit agencies from across the United States and found that all of the agencies we reviewed offered multi-language resources for their riders. These resources ranged from multi-language signage, multi-language website translations, and a call center that offers multi-language assistance.

Exhibit 4.4
Examples of Multi-language at Other Jurisdictions

New York City Subway (MTA)	**Chicago 'L'** (CTA)	**Washington Metro**
 *Signage in multi-language*	 *Website in Tagalog*	 *Website in Spanish*
Boston's MBTA	**Seattle Link Light Rail**	**Portland MAX Light Rail**
 *Languages offered*	 *Call Center Language Card*	 *Transit info in Korean*

Source: Various transit websites

DTS should review these tools from the other agencies and extend its existing multi-language resources from TheBus and TheHandi-van to Skyline, especially as service expands to other segments.

Recommendations

DTS should:

1. Develop and implement a system that provides meaningful access to persons that have Limited English Proficiency on Skyline including, but not limited to:

    - Multi-language signage at stations and on trains
    - Multi-language accessibility on Skyline's webpages
    - Multi-language resources for Skyline and intermodal connectivity with TheBus and TheHandi-van

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Chapter 5
Conclusion and Recommendations

Conclusion

In the first six months of operation, Skyline achieved a 99.2 percent reliability rate. Despite this achievement, ridership has fallen short of expectations. Several factors, including limited service area coverage, inadequate operating hours, and insufficient integration with other transportation modes, attributed to a 44 percent decline in ridership from July 2023 to December 2023. Solo drivers have disproportionally shorter travel times than public transportation commuters. In our review of peer transit systems, Skyline's social media campaigns have been less effective. As a result, Skyline missed opportunities for collaboration with local events and businesses. In our survey of 100 Skyline riders, we found that although the system received positive overall feedback, concerns regarding the need for extended operating hours, limited payment options, and insufficient station amenities persists. As the system expands and more stations are brought online, these challenges highlight the need for strategic changes to improve ridership and enhance the system's overall performance.

While Skyline stations meet and exceed ADA guidelines and requirements, surrounding areas present significant concerns for safety and usability. We observed a variety of impediments including trip hazards, poor sanitation, and insufficient infrastructure for disabled individuals. The department's responsibilities are not limited to compliance on railcars and in stations, but also include the seamless multimodal movement of people and goods of surrounding areas including bus stops, pickup areas, and crosswalks. The hazards we identified in this report pose safety risks and increase potential liabilities for the city. Addressing the gaps in compliance and infrastructure is crucial to ensure equitable and safe transit access.

Title VI of the Civil Rights Act of 1964 prohibits discrimination based on national origin, including limited English proficiency, in any federally funded program. The department is obligated to ensure equitable access for all individuals, but falls short in providing comprehensive multi-language resources. Unlike TheBus and TheHandi-van, DTS did not include multi-language information on Skyline when changes were made to existing bus routes, which were used significantly by limited English proficiency individuals. As a result of not having multi-language information and resources, barriers to riding Skyline increased and those individuals may have difficulty utilizing Skyline.

Recommendations

DTS should:

1. Offer service amenities similar to other jurisdictions and best practices to increase ridership and public satisfaction.

2. Collaborate with events that can utilize Skyline and the city's multimodal system, and coordinate with those already promoting Skyline to enhance public awareness through shared communication channels.

3. Offer other methods of payment including payments via mobile phone or HOLO card app to address gaps in supply and demand of physical cards and increase rider experience.

4. Expand social media efforts to target core and untapped demographics through tailored campaigns across various platforms to increase engagement.

5. Conduct regular surveys to understand community needs, improve service equity, and demonstrate the value of public input.

6. Develop and implement a system that meaningful access to persons that have Limited English Proficiency on Skyline including but not limited to:

    - Multi-language signage at stations and on trains
    - Multi-language accessibility on Skyline's webpages
    - Multi-language resources for Skyline and intermodal connectivity with TheBus and TheHandi-van

7. Prioritize repairs to sidewalks, potholes, and pipes, and implement regular maintenance to address hazards and ensure ADA compliance.

8. Reestablish regular consultations with disability advocacy groups to ensure improvements meet mobility needs and enhance transit safety.

9. Periodically evaluate station surroundings for ADA and Hawai'i accessibility guidelines, using metrics to identify and address issues.

10. Expedite construction of the Pearl Highland Waiawa Station pedestrian bridge to eliminate critical accessibility barriers.

Management Response

The Department of Transportation (DTS) provided a written response to a draft of this audit report. In their letter, DTS provided general comments in response to the findings and recommendations. We are including the following response to two of the department's comments.

The department disagrees with our methodology that includes ridership from its four fare-free days in July 2023 when calculating ridership, stating that it is fundamentally different and cannot be meaningfully compared with ridership from December 2023. The department does not consider the 44 percent ridership decrease as a credible metric. We acknowledge the four fare-free days and notate it in the report accordingly. However, we maintain the inclusion of the four-fare free days in our ridership review is appropriate because our audit period was from July 2023 to December 2023 and withholding the four fare-free days from our review would not provide a complete and accurate picture. Furthermore, we acknowledge that the fare-free days were effective in increasing community interest and ridership, measures that we recommend the department continue to pursue in order to meet its operational goals.

The department disagrees that the site conditions depicted in the audit's accessibility finding are under DTS control or management. The department explains that they do not have control over all the surrounding areas around Skyline stations, but to the extent possible they strive to comply, meet, and exceed ADA standards and guidelines. While we understand that surrounding area jurisdiction may be in question, we stand by our finding as DTS is responsible for the multimodal movement of people and goods on roadways which includes riders getting to and from key access areas including bus stops, pickup areas, and crosswalks. The department should coordinate with other agencies, including the State, to ensure that Skyline and its stations, including surrounding areas, are fully accessible for all riders.

We also made technical, non-substantive amendments to the report for purposes of accuracy, clarity, and style. A copy of management's full response can be found on page 72.

DEPARTMENT OF TRANSPORTATION SERVICES
KA 'OIHANA LAWELAWE 'ŌHUA
CITY AND COUNTY OF HONOLULU

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JON Y. NOUCHI
DEPUTY DIRECTOR
HOPE POO

February 21, 2025

Troy Shimasaki, Acting City Auditor
Office of the City Auditor
1001 Kamokila Boulevard, Suite 216
Kapolei, Hawai'i 96707

Dear Mr. Shimasaki:

SUBJECT: Management Response to the Draft Report Audit of the Skyline Operations, Report No. 25-02, February 2025

On behalf of the Department of Transportation Services (DTS), I would like to thank you for the opportunity to provide departmental comments on the Audit of Skyline Operations, Report 25-02, from February 2025. DTS reviewed this draft, and provide the following general comments in response to the report:

1. Ridership

The report notes on pages 15, 17, 28, and 29 a decrease in ridership of 77 percent when comparing monthly ridership reports from the first month of the study (July 2023) to the last month of the study (December 2023). System opening, commencing with four days of free fares across Honolulu's transit system including Skyline, TheBus, and Handi-Van, was purposefully designed to attract first-time riders and successfully brought 62,789 riders to Skyline. DTS was pleased to welcome all passengers aboard Skyline on these high-ridership days to not only celebrate the opening of our rail system, but also to expose residents to Skyline. As such, we anticipated huge community interest in our opening of Skyline through four fare-free days and the result was as expected.

However, comparing ridership during the four fare-free days in July 2023 with ridership in December 2023 is an "apples to oranges" metric, meaning a comparison between two things that are fundamentally different and cannot be meaningfully compared directly. O'ahu residents continued to experience Skyline for the first time throughout the summer of 2023. DTS, recognizing the scope of your study was only for the first six months of operations between July and December of 2023, notes an 18 percent year-over-year increase in ridership when comparing December of 2023 to December of 2024: 85,460 passengers in December of 2023 compared to 100,924 in December of 2024. This metric is far more indicative of the system's current performance excluding special fare-free service days. Simply put, the 77 percent ridership decrease in the audit is not a credible metric when including the fare-free component designed to stimulate initial public interest in the new Skyline system.

2. Service Span
On page 15 of the report, "limited service hours" is attributed to the report's suggested ridership decline and identifies a "need for extended operating hours." DTS agrees that increasing service span on Skyline will result in increased ridership and DTS has plans to extend service span from 4:00 am to 10:30 pm daily upon the opening of the second Skyline segment to Kalihi in 2025. The current scheduled closing time of Skyline at 7:00 pm daily is based on existing and historical data informed by our TheBus ridership. DTS analyzed data from TheBus parallel operating corridors between Kapolei and Hālawa and determined a significant drop in ridership density following the 7:00 pm hour on all services. Therefore, the current scheduled end time of Skyline at 7:00 pm is a proactive economic decision to utilize transit funding in the most efficient way possible. It is also a fiscally responsible position in the best interest of all taxpayers. After 7:00 pm, the corridor paralleling Skyline is still served by major TheBus Routes 32, 40, 42, 51, and 53; adding extra Skyline service to this existing bus corridor would increase costs extensively with little increase in growing potential ridership.

3. Service Quality
DTS appreciates the recognition of Skyline's 99.2 percent operational performance rating on page 15, and notes that Skyline performed to a higher standard and achieved a higher success rate than any of the eight (8) peer rail systems identified in the audit.

4. Skyline Compared to Industry Peers
In Exhibit 2.5, *National Comparison of Rail Transit System Features* on page 22, DTS notes that Skyline does provide access to key destinations including two University of Hawai'i campuses at West O'ahu and Leeward Community College as well as regional retail destinations such as Pearlridge Center. DTS questions whether the report's inclusion of specific key destinations specifically related to the "airport, Waikīkī, UH Mānoa, and downtown Honolulu" should be included in this report and audit of operations. The available guideway and destinations of the system are functions of planning, policy, construction timelines, and budget rather than tied to DTS operations and oversight of the system. To note, Skyline's second segment will serve key destinations such as Joint Base Pearl Harbor-Hickam and the Daniel K. Inouye International Airport, but this currently planned future segment should not be construed as a fault against DTS' operations: it is simply not constructed and commissioned at this time, and is not available to DTS as part of our current operations and maintenance purview.

5. Marketing and Promotions
On page 26, DTS appreciates the acknowledgment that DTS promoted eight community events with Skyline access to introduce riders to the system. To the extent possible, we will encourage Skyline use for as many events, as appropriate, along the alignment. For some of the events held, we were unable to provide an adequate service span during the audit period to make the system usable for specific events. With our second opening, we will be able to accommodate much later trips beyond the current 7:00 pm closure of Skyline. We welcome the opportunity to meet with the audit team to learn how we can avoid future "missed opportunities to increase ridership and up to $28,131 in additional revenue."

Troy Shimasaki, Acting City Auditor
February 21, 2025
Page 3

6. Social Media
   DTS acknowledges our social media presence is smaller than peers documented in this report on page 33. We will strive to increase social media following with promoted content, creative media, and thoughtful and insightful posts. We note that we are a Department of Transportation Services, as part of a City administration. Our rail peers operate their social media as a focused platform specifically for the mode of rail. DTS will investigate the impact of having alternate social media accounts for our transportation modes. Additionally, all of the metropolitan areas are more populated and have older, well-established rail services as their follower base. We anticipate growing our social media presence to a comparable level following our first six months of Skyline operations.

7. Accessibility
   DTS provides clarification that we do not have site control over all the "surrounding areas" around Skyline stations, but, to the extent possible, strive to comply, meet, and exceed ADA standards and guidelines on and around all of our transit services. On page 39 in Exhibit 3.1, *Types of Hazardous* Surfaces, DTS notes that the labels on the photos do not, for the most part, depict actual hazards. There are no "rocky surfaces," "protruding pipes/poles," or "potholes" in the pictures as labeled. The "uneven surface" indicated is also not part of the walking path, which appears to be broad, smooth, and accessible. On page 45, in Exhibit 3.5, *OCA Observation of Surrounding Areas of Skyline Stations: Walkway Hazards*, none of the site conditions depicted are under DTS control or management. Many are on State rights-of-way; additionally, the "Uneven cracked sidewalk" is erroneously attributed to Kalauao Pearlridge Station instead of the Hālawa Aloha Stadium Station.

8. Recommendations
   DTS will review all recommendations provided in this report from the Office of the City Auditor and strive towards implementation and improvement of our Skyline operations.

DTS appreciates and respects the City Auditor's collaborative approach throughout this audit process. Mahalo nui for providing your insights and this opportunity to respond to this Report. If you have any questions, please do not hesitate to call me at (808) 768-8303.

Very truly yours,

J. Roger Morton
Director Designate

APPROVED:

Michael D. Formby, Managing Director Designate
Office of the Managing Director

Appendix A

July to December 2023 Ridership Data [1]

Jul-23	
Date	Riders
7/1/2023	14,216
7/2/2023	17,516
7/3/2023	12,949
7/4/2023	18,108
7/5/2023	3,276
7/6/2023	3,203
7/7/2023	3,408
7/8/2023	4,141
7/9/2023	4,312
7/10/2023	2,971
7/11/2023	3,247
7/12/2023	3,909
7/13/2023	3,207
7/14/2023	3,191
7/15/2023	3,694
7/16/2023	3,973
7/17/2023	2,875
7/18/2023	2,938
7/19/2023	2,615
7/20/2023	2,974
7/21/2023	3,021
7/22/2023	3,462
7/23/2023	3,579
7/24/2023	2,945
7/25/2023	3,080
7/26/2023	3,479
7/27/2023	3,072
7/28/2023	2,985
7/29/2023	2,991
7/30/2023	3,285
7/31/2023	3,011
Total	151,633

Aug-23	
Date	Riders
8/1/2023	3,050
8/2/2023	3,419
8/3/2023	3,218
8/4/2023	3,139
8/5/2023	3,023
8/6/2023	3,107
8/7/2023	2,755
8/8/2023	2,733
8/9/2023	3,138
8/10/2023	2,823
8/11/2023	2,881
8/12/2023	3,086
8/13/2023	2,852
8/14/2023	2,747
8/15/2023	2,949
8/16/2023	2,955
8/17/2023	2,945
8/18/2023	2,787
8/19/2023	3,486
8/20/2023	2,929
8/21/2023	3,169
8/22/2023	3,372
8/23/2023	3,540
8/24/2023	3,281
8/25/2023	3,072
8/26/2023	4,195
8/27/2023	2,437
8/28/2023	3,177
8/29/2023	3,223
8/30/2023	3,409
8/31/2023	3,281
Total	96,178

[1] Includes four-day fare free opening period where 62,789 passengers rode Skyline

Sep-23	
Date	Riders
9/1/2023	2,831
9/2/2023	2,557
9/3/2023	2,725
9/4/2023	2,714
9/5/2023	3,128
9/6/2023	3,483
9/7/2023	3,230
9/8/2023	2,992
9/9/2023	2,435
9/10/2023	2,452
9/11/2023	3,284
9/12/2023	3,413
9/13/2023	3,409
9/14/2023	3,242
9/15/2023	2,960
9/16/2023	2,597
9/17/2023	2,533
9/18/2023	3,232
9/19/2023	3,377
9/20/2023	3,737
9/21/2023	3,416
9/22/2023	3,211
9/23/2023	2,653
9/24/2023	2,400
9/25/2023	3,317
9/26/2023	3,392
9/27/2023	3,520
9/28/2023	3,379
9/29/2023	3,036
9/30/2023	2,433
Total	**91,088**

Oct-23	
Date	Riders
10/1/2023	2,226
10/2/2023	3,285
10/3/2023	3,306
10/4/2023	3,490
10/5/2023	3,231
10/6/2023	3,003
10/7/2023	2,487
10/8/2023	2,345
10/9/2023	2,994
10/10/2023	3,432
10/11/2023	3,699
10/12/2023	3,557
10/13/2023	3,402
10/14/2023	2,495
10/15/2023	2,171
10/16/2023	3,145
10/17/2023	3,383
10/18/2023	3,421
10/19/2023	3,307
10/20/2023	3,115
10/21/2023	2,518
10/22/2023	2,272
10/23/2023	3,029
10/24/2023	3,655
10/25/2023	3,440
10/26/2023	3,388
10/27/2023	3,352
10/28/2023	2,619
10/29/2023	2,250
10/30/2023	3,302
10/31/2023	3,485
Total	**94,804**

Nov-23	
Date	Riders
11/1/2023	3,547
11/2/2023	3,301
11/3/2023	3,313
11/4/2023	2,892
11/5/2023	2,123
11/6/2023	3,205
11/7/2023	2,683
11/8/2023	3,411
11/9/2023	3,267
11/10/2023	2,518
11/11/2023	2,412
11/12/2023	2,237
11/13/2023	3,187
11/14/2023	3,243
11/15/2023	3,445
11/16/2023	3,479
11/17/2023	3,273
11/18/2023	2,289
11/19/2023	1,930
11/20/2023	3,103
11/21/2023	3,435
11/22/2023	3,513
11/23/2023	1,185
11/24/2023	2,760
11/25/2023	2,459
11/26/2023	2,083
11/27/2023	3,293
11/28/2023	3,165
11/29/2023	2,818
11/30/2023	3,126
Total	**86,695**

Dec-23	
Date	Riders
12/1/2023	2,796
12/2/2023	2,238
12/3/2023	1,946
12/4/2023	3,242
12/5/2023	3,260
12/6/2023	3,502
12/7/2023	3,637
12/8/2023	3,060
12/9/2023	2,203
12/10/2023	1,864
12/11/2023	3,061
12/12/2023	3,296
12/13/2023	3,271
12/14/2023	3,264
12/15/2023	3,368
12/16/2023	2,304
12/17/2023	2,190
12/18/2023	2,919
12/19/2023	3,048
12/20/2023	2,873
12/21/2023	3,003
12/22/2023	2,684
12/23/2023	2,357
12/24/2023	1,759
12/25/2023	1,141
12/26/2023	3,138
12/27/2023	3,261
12/28/2023	2,990
12/29/2023	3,105
12/30/2023	2,765
12/31/2023	1,915
Total	**85,460**

Nov-23	
Date	Riders
11/1/2023	3,547
11/2/2023	3,301
11/3/2023	3,313
11/4/2023	2,892
11/5/2023	2,123
11/6/2023	3,205
11/7/2023	2,683
11/8/2023	3,411
11/9/2023	3,267
11/10/2023	2,518
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11/13/2023	3,187
11/14/2023	3,243
11/15/2023	3,445
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11/19/2023	1,930
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11/26/2023	2,083
11/27/2023	3,293
11/28/2023	3,165
11/29/2023	2,818
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Total	**86,695**

Dec-23	
Date	Riders
12/1/2023	2,796
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12/27/2023	3,261
12/28/2023	2,990
12/29/2023	3,105
12/30/2023	2,765
12/31/2023	1,915
Total	**85,460**

Source: Department of Transportation Services

Appendix B
Skyline Rider Survey Responses

	How would you rate your overall experience riding Skyline?	How frequently do you ride Skyline?	What is your primary reason for riding Skyline?	How would you rate the timeliness of Skyline?	Overall, I feel safe riding Skyline.	Do you know where Skyline will ultimately provide service to?	Any comments or suggestions for improvement?
	poor/fair/neutral/ good/excellent	*daily/few times a week/ once a week/few times a month/once a month*	*school/work/ shopping/leisure/ healthcare/other*	*poor/fair/neutral/ good/excellent*	*agree/disagree*	*yes/no*	
Rider 1	excellent	daily	work	excellent	agree	no	"I would like to see it go to the airport"
Rider 2	excellent	once a week	shopping	excellent	agree	no	"I want to be able to ride it to Downtown"
Rider 3	neutral	once a week	leisure	neutral	agree	no	Could use more security at the stations
Rider 4	excellent	daily	school	excellent	agree	no	
Rider 5	excellent	few times a month	see family in Makakilo	excellent	agree	no	"stop spending money on it"
Rider 6	good	once a week	leisure	neutral	agree	no	
Rider 7	good	once a week	shopping	good	agree	no	
Rider 8	excellent	once a week	shopping	good	agree	no	
Rider 9	excellent	once a week	shopping	good	agree	no	
Rider 10	excellent	daily	work	excellent	agree	no	
Rider 11	excellent	once a month	healthcare	excellent	agree	no	
Rider 12	excellent	daily	work	excellent	agree	no	extend hours
Rider 13	excellent	daily	school	excellent	agree	no	
Rider 14	good	few times a month	other	excellent	agree	no	
Rider 15	excellent	few times a month	other	excellent	agree	no	more security at and around stations
Rider 16	excellent	once a week	shopping	excellent	agree	no	
Rider 17	excellent	once a week	shopping	excellent	agree	no	
Rider 18	good	once a month	leisure	excellent	agree	no	
Rider 19	neutral	once a month	leisure	good	agree	no	
Rider 20	good	once a month	leisure	excellent	agree	no	
Rider 21	good	daily	school	excellent	agree	no	
Rider 22	excellent	daily	school	excellent	agree	no	
Rider 23	neutral	daily	work	excellent	agree	no	extend hours
Rider 24	excellent	daily	work	good	agree	no	
Rider 25	excellent	daily	work	excellent	agree	no	better accessibility, tough for elderly to walk down or upstairs when escalators are going opposite way and elevators take a long time
Rider 26	excellent	once a week	work	excellent	agree	no	on the rail I feel safe, but better security around station by bus stop
Rider 27	excellent	once a week	work	neutral	agree	no	

	How would you rate your overall experience riding Skyline?	How frequently do you ride Skyline?	What is your primary reason for riding Skyline?	How would you rate the timeliness of Skyline?	Overall, I feel safe riding Skyline.	Do you know where Skyline will ultimately provide service to?	Any comments or suggestions for improvement?
Rider 28	good	few times a week	work	neutral	agree	no	Yes, leaving out the skyline start time at 5am does not help the weekend workers it's horrible the buses E and w1 full just barely making it to the 1: at the stadium is just as horrible please run the rail starting at 6am on the weekends us weekend workers are people too thus we are struggling too with weekend bus schedules now we gotta struggle with weekend rail times please don't discriminate against the weekend workers we are just as important as weekday workers thank you
Rider 29	good	n/a	leisure	good	agree	no	
Rider 30	excellent	once a month	work	excellent	agree	yes	Please extend the hours and allow Apple Wallet HOLO card like Japan's Succi card
Rider 31	good	once a month	leisure	excellent	agree	no	Consider event times as a factor for hours of operation to make rail a real option for people to use it (e.g. extending hours of operations during summer weekends past 7pm to make rail a better option for families wanting to attend the 50th State fair)
Rider 32	excellent	n/a	leisure	excellent	agree	yes	
Rider 33	good	once a month	leisure	good	agree	no	Are there shuttle buses to main areas?
Rider 34	good	once a month	leisure	neutral	agree	no	create an app or enable HOLO card to save in apple wallet so that riders can pay via phone
Rider 35	good	few times a week	work	good	agree	no	extend hours for those who work late
Rider 36	good	n/a	leisure	neutral	agree	no	
Rider 37	good	n/a	leisure	neutral	agree	no	
Rider 38	good	few times a week	work	excellent	agree	yes	
Rider 39	neutral	few times a week	work	excellent	agree	yes	more security at stations and extend hours
Rider 40	excellent	once a month	shopping	excellent	agree	yes	
Rider 41	good	few times a week	leisure	good	agree	no	
Rider 42	neutral	few times a week	work	good	agree	no	
Rider 43	excellent	once a week	leisure	good	agree	no	
Rider 44	excellent	once a month	leisure	good	agree	yes	Visiting from Japan for school and had a little trouble with buying my HOLO card because it does not give change.
Rider 45	excellent	few times a week	work	excellent	agree	yes	
Rider 46	excellent	few times a week	work	excellent	agree	yes	
Rider 47	good	once a week	shopping	excellent	agree	no	
Rider 48	excellent	once a month	leisure	excellent	agree	no	would be nice to have HOLO card electronically like on apple wallet

	How would you rate your overall experience riding Skyline?	How frequently do you ride Skyline?	What is your primary reason for riding Skyline?	How would you rate the timeliness of Skyline?	Overall, I feel safe riding Skyline.	Do you know where Skyline will ultimately provide service to?	Any comments or suggestions for improvement?
Rider 49	good	few times a week	work	good	agree	no	there's a lot of homeless and chronics around the station so would be good to have security
Rider 50	good	few times a week	work	good	agree	no	
Rider 51	good	few times a week	work	good	agree	no	
Rider 52	neutral	once a month	leisure	neutral	agree	no	
Rider 53	neutral	once a month	leisure	neutral	agree	no	
Rider 54	good	few times a week	work	good	agree	yes	extended hours
Rider 55	good	few times a week	work	good	agree	no	
Rider 56	good	few times a week	work	good	agree	no	
Rider 57	good	few times a week	work	excellent	agree	no	vending machines and extended hours
Rider 58	good	few times a week	work	good	agree	no	
Rider 59	good	few times a week	work	good	agree	no	security outside of stations
Rider 60	good	once a month	leisure	good	agree	yes	
Rider 61	fair	once a week	shopping	excellent	agree	yes	
Rider 62	neutral	once a month	leisure	good	agree	no	
Rider 63	neutral	once a month	leisure	good	agree	no	
Rider 64	fair	once a month	leisure	good	agree	no	It is not the most accessible if crowded and there should be more amenities and concessions
Rider 65	good	once a week	shopping	excellent	agree	yes	extended hours
Rider 66	good	few times a week	school	good	agree	no	
Rider 67	good	few times a week	school	good	agree	yes	promos with stores and restaurants
Rider 68	good	few times a week	school	good	agree	yes	shuttles
Rider 69	good	few times a week	school	excellent	agree	yes	more security
Rider 70	good	once a month	leisure	good	agree	yes	
Rider 71	good	few times a week	work	good	agree	no	
Rider 72	good	once a month	leisure	good	agree	no	Not a lot of people ride it, suggest having a coffee or sundries concession like other city facilities
Rider 73	good	once a week	school	good	agree	no	As a college student who is on the go, I would like enjoy having vending machines or even a coffee shop at some stations
Rider 74	fair	few times a week	work	good	agree	yes	Extended hours especially on weekends, I work early on weekends
Rider 75	excellent	few times a week	work	good	agree	yes	
Rider 76	excellent	few times a week	work	good	agree	yes	Extended hours for those who work early/late
Rider 77	good	once a week	school	good	agree	yes	
Rider 78	fair	once a week	school	good	agree	yes	vending machines with energy drinks or coffee
Rider 79	good	once a month	leisure	good	agree	no	
Rider 80	good	once a month	leisure	good	agree	no	
Rider 81	good	few times a week	school	good	agree	yes	
Rider 82	good	few times a week	school	good	agree	no	maybe a little more security at certain stations
Rider 83	good	few times a week	work	excellent	agree	no	

	How would you rate your overall experience riding Skyline?	How frequently do you ride Skyline?	What is your primary reason for riding Skyline?	How would you rate the timeliness of Skyline?	Overall, I feel safe riding Skyline.	Do you know where Skyline will ultimately provide service to?	Any comments or suggestions for improvement?
Rider 84	excellent	daily	school	excellent	agree	no	n/a
Rider 85	good	daily	work	good	agree	yes	extend hours on Fridays and Saturdays
Rider 86	good	once a week	work	N/A	agree	no	
Rider 87	excellent	once a month	shopping	excellent	agree	yes	
Rider 88	neutral	once a month	work	fair	agree	yes	The rail should expand the service times to service more of the public
Rider 89	good	once a month	leisure	excellent	agree	yes	Once the JBPHH station opens, I'm hoping a bus line would connect the station to all Pearl Harbor pier side/DLA/NAVSUP bus stops
Rider 90	good	few times a week	work	excellent	agree	no	
Rider 91	excellent	daily	school	excellent	agree	no	
Rider 92	excellent	few times a week	school	excellent	agree	no	
Rider 93	excellent	few times a week	school	excellent	agree	yes	
Rider 94	fair	once a week	work	good	agree	no	vending machines
Rider 95	excellent	few times a week	work	excellent	agree	no	extend hours
Rider 96	good	few times a week	school	good	agree	no	
Rider 97	good	daily	work	good	agree	yes	
Rider 98	good	daily	school	excellent	agree	no	
Rider 99	neutral	once a month	shopping	good	agree	no	I am a visually impaired rider and navigating around station is difficult. The Pearl City highlands station and crosswalk connected to the station has many hazards and is dangerous for our community. There should have been a connecting
Rider 100	good	few times a week	school	good	agree	no	Should offer shuttles for college students or partner with UH and other schools to have shuttles at Aloha Stadium

	How would you rate your overall experience riding Skyline?	How frequently do you ride Skyline?	What is your primary reason for riding Skyline?	How would you rate the timeliness of Skyline?	Overall, I feel safe riding Skyline.	Do you know where Skyline will ultimately provide service to?	Any comments or suggestions for improvement?
Rider 84	excellent	daily	school	excellent	agree	no	n/a
Rider 85	good	daily	work	good	agree	yes	extend hours on Fridays and Saturdays
Rider 86	good	once a week	work	N/A	agree	no	
Rider 87	excellent	once a month	shopping	excellent	agree	yes	
Rider 88	neutral	once a month	work	fair	agree	yes	The rail should expand the service times to service more of the public
Rider 89	good	once a month	leisure	excellent	agree	yes	Once the JBPHH station opens, I'm hoping a bus line would connect the station to all Pearl Harbor pier side/DLA/NAVSUP bus stops
Rider 90	good	few times a week	work	excellent	agree	no	
Rider 91	excellent	daily	school	excellent	agree	no	
Rider 92	excellent	few times a week	school	excellent	agree	no	
Rider 93	excellent	few times a week	school	excellent	agree	yes	
Rider 94	fair	once a week	work	good	agree	no	vending machines
Rider 95	excellent	few times a week	work	excellent	agree	no	extend hours
Rider 96	good	few times a week	school	good	agree	no	
Rider 97	good	daily	work	good	agree	yes	
Rider 98	good	daily	school	excellent	agree	no	
Rider 99	neutral	once a month	shopping	good	agree	no	I am a visually impaired rider and navigating around station is difficult. The Pearl City highlands station and crosswalk connected to the station has many hazards and is dangerous for our community. There should have been a connecting
Rider 100	good	few times a week	school	good	agree	no	Should offer shuttles for college students or partner with UH and other schools to have shuttles at Aloha Stadium

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Appendix C
ADA Guideline Checklist

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Accessible Parking: If the rail station has parking, then accessible parking must be provided, including van accessible parking. Key features of accessible parking include:									
•Access aisle alongside accessible parking. Wider access aisle at van accessible parking spaces.	n/a	√	√	√	n/a	n/a	n/a	n/a	√
•Accessible parking space must be the closest parking space to the accessible pedestrian entrance.									
•Signage with the international symbol of accessibility.									
•Firm, stable, slip resistant floor surface that is also level and clear.									
Passenger Loading Zone: If the rail station has a designated area where cars and vans drop-off or pick-up people who ride the rail, then at least one drop-off or pick-up area must be accessible. Key features of an accessible passenger loading zone include:									
•Access aisle alongside the vehicle pull-up space.	√	√	√	√	√	√	√	√	√
•Connected via an accessible route to an accessible rail station entrance.									
•Signage with the international symbol of accessibility.									
•Firm, stable, slip resistant floor surface that is also level and clear.									

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Bus Stop: If the rail station has a bus stop, then the bus stop must be accessible to persons with disabilities. Key features of an accessible bus stop include:									
•Firm and stable area where the bus deploys the lift or ramp. •If the bus stop has a shelter, then a wheelchair space must be provided within the shelter. •Bus route identification signs with a non-glare finish and light text on a dark background or dark text on a light background.	√	√	n/a	√	√	√	√	√	√
Entrance:									
At least one entrance must be accessible. Additional accessible entrances may be required if the rail station has multiple entrances, more than one emergency exit, or an enclosed parking garage with direct pedestrian access.	√	√	√	√	√	√	√	√	√
Emergency Exit:									
Accessible exits (egress) from the rail station during an emergency must equal the number of exits required by local building code.	√	√	√	√	√	√	√	√	√
Accessible Routes: At least one accessible route must connect the accessible rail station entrance to accessible parking and passenger loading zones, bus stops, and public streets or sidewalks. In addition, at least one accessible route must connect all accessible elements, such as public phones and drinking fountains, within the rail station site. Key features of an accessible route include:									
•Minimum width of 36 inches. •Floor surface that is firm, stable, and slip-resistant. •If an accessible route has a change in level, then a ramp, elevator, or lift must be provided. •Ramps must have handrails and level areas at the top and bottom of the ramp. •Turnstiles are not an accessible route.	√	√	√	√	√	√	√	√	√

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Elevator: At least one elevator is required in multi-story rail stations. If more than one elevator is provided, than all elevators must be accessible. Key features of an accessible elevator include: •Automatic operation by the passenger. •Call buttons within an accessible reach range. •Hall lanterns and in-cab position indicators that are mounted high with a visual and audible notification. •Signs on both sides of the elevator door with raised floor numbers or letter and Braille. •Door reopening devices that detect obstructions without contact. •Adequate size to accommodate people who use wheelchairs. •Interior elevator controls within accessible reach range, raised or flush buttons, and raised number or letter with Braille. •Emergency two-way communication within the elevator that is also accessible to people who are deaf, hard of hearing, and who have difficulty.	√	√	√	√	√	√	√	√	√
Public Phone If the rail station has public telephones (such as pay, security, or closed circuit), then accessible telephones must provide for people who use wheelchairs and people who are deaf, hard of hearing, or who have difficulty with speech/language. Key features of an accessible telephone include: •Clear space that allows a wheelchair to approach from the side or forward. •Operable parts, such as coin slot, within an accessible reach range. •Volume control with a sign depicting a telephone with radiating sound waves. •Text telephone (TTY).	none	none	none	none	none	none	none	none	none

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Drinking Fountain: If the rail station has drinking fountains, then half (50%) of the drinking fountains must be accessible to people who use wheelchairs. Key features of an accessible drinking fountain include: •Spout location that directs water flow parallel or nearly parallel to the face of the unit. •Controls located on the front or side of the drinking fountain that operable with one hand and do not require tight grasping, pinching, or twisting of the wrist. •Clear floor space that allows use when facing the drinking fountain from the front or side. •Knee and toe clearance at drinking fountains that allow approach from the front.	√	none	none	none	none	√	none	√	none
Toilet Room: If the rail station has a toilet room, then the toilet room must be accessible to persons with disabilities. Key features of an accessible toilet room include: •Door with adequate width, lever handles, and little to no threshold, maneuvering space on both sides that allows an accessible approach, enter, and exit. •Space that allows a half or full turn within the toilet room.									

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
•Toilet with clear and level wheelchair space to allow for transfer, accessible toilet seat height, grab bars on the back and side wall, accessible flush controls on the open side. •Urinal with an elongated rim located at an accessible height, clear and level wheelchair space that allows a front approach, and accessible flush controls. •Lavatory with clear and level wheelchair space that allows a front approach, knee and toe space under the fixture, insulated pipes under the fixture, and accessible faucet. •Toilet accessories, such as toilet paper dispensers and soap dispensers, that are within an accessible reach range and operable with one hand and does not require tight grasping, pinching, or twisting of the wrist.	Not allowed access	Not allowed access	No attendant	No attendant	No attendant	Not allowed access (asked attendant if any other stations have a restroom available and the response was none, closest would be at LCC from this station)	No attendant	No attendant	No attendant

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Signage: Accessible signage is required according to the type of sign provided. Key features of accessible signage include: •Where rail station identification signage is provided at the entrance, then at least one sign at each entrance must have raised and Braille characters and must be mounted at an accessible height on the latch side of the door. •Rail station identification signage must be provided at frequent intervals, clearly visible from within either side of the rail vehicle, and designed with appropriate character height based on viewing distance. •Signs that designate permanent rooms and spaces, such as toilet room, must have raised and Braille characters, non-glare finish, light text on dark background or dark text on light background, and must be mounted at an accessible height on the latch side of the door. •Signs that provide informational about or direction to a room or space, such as employees only, must have non-glare finish and light text on dark background or dark text on light background. •Illumination levels in areas with signage must be uniform and located to minimize glare.	√	√	√	√	√	√	√	√	√

ADA Guideline Checklist for Rail Stations	Kualaka`i	Keone`ae	Honouliuli	Hō`ae`ae	Pouhala	Hālaulani	Waiawa	Kalauao	Hālawa
Boarding Platform: The rail station boarding platform must be accessible to persons with disabilities. Key features of an accessible boarding platform include:									
•Detectable warnings (small domes on the floor surface) at platform edges with drop-offs that are not protected with a screen or guardrail.	√	√	√	√	√	√	√	√	√
•The horizontal gap between each rail vehicle door and the boarding platform must not be greater than 3 inches.									
•The vertical difference between each rail vehicle door and the boarding platform must not be greater than 5/8 inch.									
Public Address (PA) System:									
Where a public address system provides audible information to the public in the rail station, then a means of providing the same or equivalent information to persons with hearing loss or who are deaf must be provided.	√	√	√	√	√	√	√	√	√

Source: Office of the Cit Auditor

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Appendix D
TheBus Modifications Starting July 1, 2023

FOR IMMEDIATE RELEASE

Tuesday, June 27, 2023

City announces upcoming TheBus modifications starting July 1, 2023

HONOLULU – The City and County of Honolulu Department of Transportation Services announces upcoming TheBus route changes starting on Saturday July 1, 2023 to coincide with the opening of Skyline rail operations.

For Rider Alerts, see below:

Rider Alert A, 1L, 20

Rider Alert 40, 99

Rider Alert 71, 541, 542, 544, 545

Rider Alert, 73, 531, 532, 533, 535

Rider Alert, 74, 551, 552

Rider Alert C

The following routes are being modified:

"Modified" Route A CityExpress (Pearlridge/UH Mānoa via H-1) – see attached Rider Alert

Route restructured to provide faster direct service on the H-1 Freeway between Pearlridge/Aloha Stadium/Pearl Harbor and Downtown Honolulu.
No change to current routing between Downtown Honolulu and UH Mā
Service Areas: Pearlridge, Aloha Stadium, Pearl Harbor, Downtown Honolulu, Kapiolani, Ala Moana, UH Mā
Operates along Kamehemeha Highway, H-1 Freeway, Vineyard Boulevard, Liliha Street, King Street/Beretania Street, Kapiolani Boulevard, and University Avenue.
Provides a 10-minute frequency during peak hours; 15-minute frequency during off-peak hours; 20-minute frequency during weekends.
Discontinued service areas: Waipahu, Pearl City, Kalihi Transit Center, Kalihi (N. King Street).

Alternate Transit Options:

Waipahu Area: Routes 40, 42, 43 or Skyline

Pearl City Area: Routes 40, 42, 51 or Skyline

Kalihi Transit Center: Routes 1, 1L, 2, 2L, 43

Kalihi - N. King St: Routes 1, 1L

"Modified" Route C CountryExpress! (Makaha/Ala Moana Shopping Center) – see attached Rider Alert

Route restructured in Kapolei to serve the Kualaka'i East Kapolei and Keone'ae UH West O'ahu Skyline
New routing: Kualaka'i Parkway, Kapolei Parkway (between Kualaka'i Parkway & Wakea Street), Wakea Street.
Discontinued routing: Makakilo Drive, Fort Barrette Road, Kama'aha Avenue (between Fort Barrette Road & Manawai Street), Haumea Street, Kamokila Boulevard/Kapolei Parkway/Kalaeloa Boulevard.
No change to the remainder of the route.

"Modified" Route 1L (Aloha Stadium/Hawai'i Kai Limited Stop via Salt Lake) – see attached Rider Alert

Route extended to serve the Hālawa Aloha Stadium Skyline Station and the Salt Lake area.

No change to current routing between the Kalihi Transit Center and Hawai'i Kai.

Service Areas: Aloha Stadium, Aliamanu, Salt Lake, Mapunapuna, Kalihi Transit Center, Kalihi, Downtown Honolulu, Makiki, McCully, Mō'ili'ili, Kaimukī, Kahala Mall, 'Āina Haina, Kuli'ou'ou, Hawai'i Kai.
Operates along Salt Lake Boulevard, Ala Ilima Street, Pukoloa Street, Middle Street, King/Beretania Street, Waialae Avenue, Kalanianaole Highway, Kawaihae Street, Hawaii Kai Drive, Lunalilo Home Road.

"Modified" Route 20 (Waikiki-Aloha Stadium) – see attached Rider Alert

Discontinued service area: Pearlridge

Route 40 (Honolulu-Makaha) and

Route 99 (Wahiawa-Mililani-Waipahu-Kapolei Express) – see attached Rider Alert

Discontinued service area: UH West Oahu on-campus bus stop.
New service area: UH West Oahu Rail Station

"Modified" Route 44 (Waipahu-Ewa Beach)

Discontinued service areas: Leoku Street, Waipahu Street, Leolua Street,
New service area: Hōʻaeʻae West Loch Skyline Station

"New" Route 46 (Kapolei Commons-UH West Oʻahu)

Service areas: Kapolei Commons, Kapolei Civic Center District, Villages of Kapolei, Ka Makana Aliʻi, East Kapole Station, UH West Oʻahu Skyline Station

"New" Route 461 (Makakilo-Palahia-UH West Oʻahu)

Service areas: Makakilo, Villages of Kapolei, Ka Makana Aliʻi, East Kapolei Station, Keoneʻae UH West Oʻahu Skyline Station

"New" Route PH8 (Pearl Harbor-Aloha Stadium Express)

Provides weekday, peak-hour service between Hālawa Aloha Stadium Skyline Station and Joint Base Pearl Harb Hickam.

"New" Route 533 (Pacific Palisades Weekend Shuttle Service) – see attached Rider Alert

Replaces Route 53 Pacific Palisades Saturday/Sunday Kuala Street Shuttle.
No change to Route 53 regular weekday service.

Discontinued Route 71 (Pearlridge-Newtown)

Replaced by Kalauao Pearlridge Skyline Station Circulator Routes – see attached Rider Alert

"New" Route 541 (Wailuna-Pearlridge)

Provides all-day & weekend service to the following areas: Wailuna, Waiau, Waimalu Plaza, Waimalu Shopping Center.

"New" Route 542 (Newtown/Royal Summit/Pearlridge)

Provides all-day & weekend service to the following areas: Newtown, Royal Summit, Waimalu Plaza, Waimalu Shopping Center.

"New" Route 544 (Upper Pearlridge-Pearlridge)

Provides all-day & weekend service to the following areas: Kaonohi Street, Pearlridge Shopping Center.

"New" Route 545 (Pali Momi-Koauka-Pearlridge)

Provides all-day & weekend service to the following areas: Koauka Loop, Pali Momi Medical Center, Pearlridge Shopping/Office Centers.

Discontinued Route 73 (Leeward Community College-Pearl City)

Replaced by Waiawa Pearl Highlands Skyline Station Circulator Routes – see attached Rider Alert

"New" Route 531 Manana-Pearl Highlands

Provides all-day & weekend service to the following areas: Manana Community, Pearl City Gateway.

"New" Route 532 Manana-Pearl Highlands

Provides all-day & weekend service to the following areas: Momilani/Community Center, Pearl City High School (stops at Hoomoana Street + Hoolaulea Street), Highlands Intermediate School, Pearl City Shopping Center.

"New" Route 535 Pearl City Peninsula-Pearl Highlands

Provides all-day & weekend service to the following areas: Pearl City Peninsula, Pearl City Gateway.

Discontinued service areas: Leeward Community College & Pearl City Cultural Center.

Discontinued Route 74 (Aiea-Hālawa Heights)

Replaced by Hālawa Aloha Stadium Skyline Station Circulator Routes – see attached Rider Alert

"New" Route 551 (Aiea Heights-Aloha Stadium)

Provides all-day & weekend service to the following areas: Aiea Heights, Aiea Shopping Center, Aiea Town Squa Aiea High School.

"New" Route 552 (Halawa Heights-Aloha Stadium)

Provides all-day & weekend service to the following areas: Hālawa Heights, Camp H.M. Smith, Stadium Mall Shopping Center.

Skyline Stations TheBus Guide

These routes will connect to Skyline rail stations:

1. **Kualaka'i East Kapolei Station**

Routes C, 46, 95, 416, 461

2. **Keone'ae UH West Oahu Station**

Routes C, 40, 46, 95, 99, 461

3. **Honouliuli Ho'opili Station**

No Bus Service

4. **Hō'ae'ae West Loch Station**

Routes E, W1, 40, 42, 44, 99, 434

5. **Pouhala Waipahu Transit Center Station**

Routes E, W1, 40, 42, 43, 99, 432, 433, 434

6. **Halaulani Leeward Community College**

No Bus Service

7. **Waiawa Pearl Highlands Station**

Routes 531, 532, 535, 533 (Sat/Sun only)

8. **Kalauao Pearlridge Station**

Routes A, 11, 32, 40, 42, 51, 53, 88A, 541, 542, 544, 545

9. **Hālawa Aloha Stadium Station**

Routes A, PH8, 1L, 20, 32, 40, 42, 51, 551, 552, PH1/PH2/PH3/PH4/PH7 (AM only)

For videos on the upcoming TheBus route changes related to Skyline rail operations, please visit: //www.youtube.com/@hnldts">www.youtube.com/@hnldts

To view maps and more information regarding bus-rail integration, please visit: www.honolulu.gov/skyline.

For TheBus schedule and route information, please visit: www.thebus.org

—PAU—

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Source: Department of Transportation Servicves Website

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