

SUMMARY OF MAJOR REVISIONS TO THE KO'OLAUA LOA SUSTAINABLE COMMUNITIES PLAN PUBLIC REVIEW DRAFT

The Public Review Draft addresses issues and concerns identified by residents who participated in the Community Meetings, members of the project's Planning Advisory Committee, and the City and County of Honolulu Department of Planning and Permitting (DPP). Given the extent of the revisions, this summary is not intended to be a comprehensive review of the proposed changes. Only the major revisions – accompanied by supporting justification – are presented as follows:

PREFACE

1. Added discussion explaining how the concept of “sustainability” relates to the City’s planning system and the Development Plans/Sustainable Communities Plans (DPs/SCPs).

Justification: This is in response to community concerns about the role of sustainability in the City’s planning system, largely in part to references to sustainability in the title of the SCPs and increased public awareness about sustainability generated by the recent State-sponsored *Hawai'i 2050 Sustainability Plan*, as well as a growing international focus on issues related to sustainability. The absence of a definition for sustainability and the objectives of “sustainability” as they relate to this “Sustainable” Communities Plan were noted by community members.

2. Reduced length of Preface.

Justification: The revised preface statement is consistent with the other SCPs.

EXECUTIVE SUMMARY

3. Condensed Executive Summary by replacing bulleted lists of policy statements with a written summary.

Justification: The revised Executive Summary is consistent with the other Rural SCPs.

CHAPTER 1 – KO'OLAUA LOA'S ROLE IN O'AHU'S DEVELOPMENT PATTERN

4. Expanded discussion of the *General Plan's* growth policies, including a summary of the regional population distribution policy for 2025.

Justification: The General Plan Population Objective C Policy 4 was revised in 2002. Incorporation of the revised General Plan residential population distribution ensures that the Ko'olau Loa SCP is consistent with the General Plan.

CHAPTER 2 – THE VISION FOR KO’OLAU LOA’S FUTURE

5. Extended planning horizon from 2020 to 2035.

Justification: This revision allows the Plan to maintain a 25-year planning horizon.

6. Added a description of Ko’olau Loa’s future population projections in relation to the region’s historical population growth rate, the *General Plan’s* regional population distribution for 2025, and DPP projections based on current population trends.

Justification: The General Plan, as part of the City’s directed growth policy, recognizes Ko’olau Loa as a rural area and seeks to maintain its rural character, i.e., to “keep the country country”. In recognizing Ko’olau Loa’s existing conditions as rural, the General Plan accepts Ko’olau Loa’s existing population density, which in 2000 was 1.7% of the island’s total population, as part of the area’s rural character. The General Plan further states, in Population Objective C, Policy 4, that Ko’olau Loa’s future would also be in accord with the directed growth policy if its population share were to decline to 1.4% by the year 2025. Thus, the General Plan’s population distribution policy for Ko’olau Loa can be summarized as seeking to reduce its population share in the future or at least maintain its current share of 1.7% of the island’s total population.

Taking into account growth trends in various parts of the island and the City’s existing land use policies, DPP projected that Ko’olau Loa’s population would increase from 14,546 in 2000 to about 15,500 in the year 2035, based on the latest county population total projected by the State Department of Business, Economic Development and Tourism (DBEDT). This translates in a decline in the area’s population share from 1.7% to 1.5%, which is consistent with the General Plan’s population distribution policy.

The proposed increase in housing units and student housing for Lā’ie is not expected to significantly increase Ko’olau Loa’s projected population share. This is because part of the increase is expected to be absorbed by latent demand amongst the area’s existing population. The remainder is expected to be absorbed by new demand arising from the planned expansion of Brigham Young University Hawai’i. Since this new demand is not reflected in the DBEDT projected total, its impact on Ko’olau Loa’s population share will be mitigated by the fact that the total population for the island will also be increased. Although much is unknown about the planned expansion, including its rate and timing, it is unlikely that Ko’olau Loa population will exceed its current share of 1.7% as a result of this proposal, which is an acceptable population density for Ko’olau Loa according to the General Plan.

7. Added language to define the *ahupua’a* and its importance to land use and natural resource management.

Justification: The Native Hawaiian culture is a key foundation of Ko‘olau Loa’s collective values and lifestyle, and is recognized as a primary contributing factor that has influenced development within Ko‘olau Loa.

8. Rewrote key vision elements to be active statements from the perspective of the year 2035 looking back into the past (e.g., changed “Preserve agricultural lands” to “Agricultural Lands are Preserved for Agricultural Uses”). In addition, various vision elements were updated to reflect revisions made in Chapters 3 and 4:
 - Section 2.1: Replaced Rural Community, Preservation and Agricultural Boundaries with a Community Growth Boundary for consistent labeling with other DPs/SCPs
 - Section 2.5: Added proposed Mālaekahana residential community and continued growth of Brigham Young University-Hawai‘i.
 - Section 2.6: Added recognition of rural community commercial centers at Ka‘a‘awa (existing) and Mālaekahana (proposed).
 - Section 2.7: Section 2.2.10: Added new vision element to incorporate principles of sustainability.

Justification: A community’s vision is an expression of future aspirations. It articulates the desired “place” of the community at a specific time, and should be written to inspire and empower residents to act. The use of positive, present tense language that is easily understood is typical of a quality vision statement (National Civic League Press, Colorado: 2000. <http://www.ncl.org/publications/online/VSPHandbook.pdf>).

Use of the Community Growth Boundary in place of the Rural Community, Preservation and Agricultural Boundaries provides consistency between all the rural SCPs, and improves legibility when reading the Open Space, Land Use and Public Facilities Maps. Land uses will not be affected since the Preservation and Agricultural land use designations remain unchanged.

CHAPTER 3: LAND USE POLICIES AND GUIDELINES

9. For all land use categories - “General Policies, Principles and Guidelines” have been simplified into “Policies and Guidelines”. The resulting sections (Policies and Guidelines) have been reorganized to accommodate the simplified format.

Justification: This change was made to provide consistency between all the rural SCPs, and to avoid confusion about distinguishing these broad policies.

10. Section 3.1 Open Space Preservation: Updated the general description of open space resources, including (1) 2008 zoning acreages which show that the majority of Ko‘olau Loa’s land area is zoned for Agriculture or Preservation; and (2) a discussion of various policy

initiatives and economic incentives that support the preservation of open space resources. In addition, various policies and guidelines in this section were modified to strengthen/clarify the statement intent. Language was added/revised to address current community concerns, such as:

- a. provisions for outdoor lighting (see Section 3.1.1 and 3.1.2.3)
- b. enhancing public shoreline access (Section 3.1.2.2)
- c. additional protection for shoreline areas (Section 3.1.2.2), and natural gulches, streams and drainageways, including all segments of streams from the headwaters to the marine reef zone (see Section 3.1.2.4)
- d. acknowledgment of the *Ko'olau Loa Watershed Management Plan* (see Section 3.1.2.4)
- e. the future of the Kahuku municipal golf course, which is on a short-term lease agreement (Section 3.1.2.6).
- f. the Army's current use of the Kahuku Training Area (Section 3.1.2.7)
- g. provisions for telecommunications antennas (Section 4.9)

Justification: Revisions to the sections that describe the resource areas (i.e., the introductory paragraphs at the start of each section) are based on current information and existing conditions. DPP is adding language about outdoor lighting to all SCPs; the issue touches all rural areas. The *Ko'olau Loa Watershed Management Plan*, which was developed after the 1999 SCP was published, comprehensively addresses all watershed related issues in Ko'olau Loa and establishes guidance that supports the SCP policies and objectives. Other revisions were made in response to input received from the larger community and DPP.

11. Section 3.2 Agricultural Areas: Updated the description of the current agricultural industry, with statements to acknowledge ranching as an agricultural operation and the importance of maintaining a successful agricultural industry. Policies and guidelines that were revised/added include: (1) ensuring that agriculture is the primary use of agricultural lands; (2) initiatives such as affordable long-term leases and improvements to agricultural infrastructure networks; (3) allowing accessory uses and facilities that are compatible with the primary agricultural use; (4) allowing appropriate uses within buffer zones; (5) minimizing the environmental impacts of agricultural activities; and (6) identifying Important Agricultural Lands (IAL) as defined by Act 183 (2005).

Justification: Since the Ko'olau Loa SCP was adopted in 1999, O'ahu's agricultural industry has been faced with numerous challenges that jeopardize the productivity and long-term viability of the industry. Industry proponents believe that the resolution of such challenges can help to secure the future of agriculture. In addition to briefly summarizing the recent challenges, the proposed revisions include specific implementing actions (guidelines) that are important to protecting agricultural lands and developing a successful agriculture industry. The primary objective of these revisions was to strengthen the language to support agriculture land use, and promote best practices and sustainability. Language regarding IAL reflects changes in State laws affecting agricultural lands.

12. Section 3.3 Parks and Recreation Areas: Updated information related to State and City parks and recreational areas to reflect current City park standards and existing conditions, including the addition of references to the privately-owned Hukilau Beach Park, City-owned beach/shoreline rights-of-ways (Table 3-3), the *Ko'olau Loa Region Park Master Plan* (2008), and Ahupua'a o Kahana State Park (formerly Kahana Valley State Park) and Kaluanui (Sacred Falls) State Park which was closed in 1999. Policies and guidelines were revised/introduced to encourage the expansion and enhancement of parks and recreational facilities.

Justification: Changes were based on current information and existing conditions, and also according to community input.

13. Section 3.4 Historic and Cultural Resources: Updated the description of historic and cultural resources, as well as the policies and guidelines to: (1) recognize *kuleana* lands as a cultural resource; and (2) clarify that the treatment of historic and cultural sites should vary according to site-specific characteristics. Deleted the policy calling for the revitalization of Hukilau Beach.

Justification: Revisions acknowledge the significance and sensitivity of *kuleana* lands and Native Hawaiian culture to the region. Revisions also emphasize the importance of Native Hawaiian customary and traditional rights established in the Hawai'i State Constitution (Article XII, section 7) and recognized by the 1995 Hawai'i Supreme Court decision in the case of *Nansay Hawaii Inc. v. Public Access Shoreline Hawai'i (PASH)*. Hukilau Beach is addressed under Parks and Recreation Areas Guidelines (Section 3.3.2).

14. Section 3.5 Residential Uses: Added a description of housing trends based on current available data to illustrate existing pent-up demand and the need for affordable housing. Also added recognition of new Mālaekahana residential community and *mauka* connector road between Lā'ie, Mālaekahana, and Kahuku as well as language supporting higher-density development forms such as attached/multi-family housing and the adoption of rural standards for residential subdivisions. Policies and guidelines updated to emphasize that new residential development should serve the housing needs of Ko'olau Loa residents and address the existing/future demand for both affordable rentals and for-sale housing, as well as employ rural standards. Also refined guidelines for the Rural category (Section 3.5.2.1) and Rural Residential category (Section 3.5.2.2) to clarify the intent and location of these areas, and added new Section 3.5.2.3 to establish guidelines for the Mālaekahana community.

Justification: Revisions reflect the general community sentiment that increased property values have affected the availability of housing that is affordable for the majority of existing residents. The revisions focus primarily on the community's desire to address the need for work force housing that is affordable to area residents and employees and to support the anticipated expansion of student enrollment and associated support services of the Brigham Young University at Lā'ie campus (BYU). In response to support housing and associated housing support services related to the expansion of BYU student enrollment, the new

community of Mālaekahana requires an expansion of the Community Growth Boundary on land owned by Hawai'i Reserves, Inc. within Mālaekahana Valley.

15. Section 3.6 Commercial Areas: Recognized the existing commercial cluster in Ka'a'awa as a Rural Community Commercial Center, and added proposed Mālaekahana commercial area as a Rural Community Commercial Center (Section 3.6.2.4). Introduced economic viability guidelines that encourage the use of existing commercial spaces in accommodating commercial demand (Section 3.6.2.1)

Justification: These changes are largely a response to current development proposals that include new commercial areas as part of large mixed-use projects. These changes are intended to ensure that lands and structures currently zoned for commercial use are utilized before other lands are developed.

16. Section 3.7 Business/Light Industrial and Technology Park Areas: Added Mālaekahana Industrial Area adjacent to the existing City Corporation Yard to provide for the development of industrial uses to support the needs of the immediate area. Deleted guidelines that allow retail establishments as accessory uses (Section 3.7.2.1 and Section 3.7.2.2).

Justification: The expansion of industrial designated land into Mālaekahana addresses the existing corporation yard and anticipated increase in demand for industrial services associated with new housing at Mālaekahana and increases in student enrollment and related support services for BYU. The deleted guidelines were removed at the request of the Planning Advisory Committee to minimize the likelihood that areas designated for industrial and high technology uses will be used for retail commercial activities. This revision is consistent with the Land Use Ordinance, which does not allow retail establishments as a permitted use in the I-1, I-2 or I-3 zoning districts.

17. Section 3.8 Visitor Facilities: Updated general description of visitor facilities in the region to be consistent with current operations, including deletion of the statement about new bed and breakfast (B&B) establishments as alternative visitor accommodations.

Justification: The establishment of short-term vacation rentals (i.e., transient vacation rentals, B&Bs) in residential areas has been illegal since 1989, when the City banned any new units and grandfathered in the 141 rentals existing at that time. In 2009, the City Council considered and voted down a proposal to allow new vacation rental units.

18. Section 3.8.1 Turtle Bay Resort and Coastline: Changed title from "Kuilima Resort" to "Turtle Bay Resort and Coastline." Other revisions include (1) adding background information about the ongoing debate over future resort development; (2) deleting statements that refer to the area as a major resort destination; and (3) revising policies and guidelines to acknowledge and retain existing resort elements, while also limiting future resort facilities to within existing resort destination and encouraging the preservation of

undeveloped lands for open space, recreational, and agricultural uses. The Kuilima Resort Master Plan was deleted (Section 3.8.1.4 in the 1999 KL SCP).

Justification: Revisions are based on the overall desire to support existing resort and golf course operations. Although a large segment of residents oppose the resort's proposed expansion plans, the City has an obligation to uphold existing zoning approvals.

19. Section 3.8.2 Visitor Attractions: Added provisions to support a small expansion to Polynesian Cultural Center to allow its continued viability (Section 3.8.2.1). Also added guidelines specific to visitor accommodations in Lā'ie (new Section 3.8.2.3).

Justification: Revisions address the continued viability of a major visitor attraction in the region and community concerns about the potential expansion of the Lā'ie Inn.

20. Section 3.8.3 Eco- and Agricultural-Tourism Operations: Added language to allow for agricultural tourism, and to specify "farm tours/products" as an acceptable activity. This includes adding "Agricultural Tourism" to the section title.

Justification: Changes were made in response to community support for agricultural tourism operations as a means to support agricultural viability in the region.

21. Section 3.9.2 Brigham Young University-Hawai'i (BYU-H): Revised language for BYU-H long-term plans to double enrollment size to 5,000 students, in coordination with new student housing on campus and staff and faculty housing at Mālaekahana.

Justification: Revisions are consistent with BYU-H future plans. BYU-H has historically provided a significant number of jobs, and economic and cultural opportunities within the region. The proposed expansion would allow for the University's long-term viability.

CHAPTER 4: PUBLIC FACILITIES AND INFRASTRUCTURE POLICIES AND GUIDELINES

22. For all land use categories in Chapters 3 and 4 - "General Policies, Principles and Guidelines" have been reorganized into two sections, "Policies and Guidelines."

Justification: This change was made to provide consistency between all the rural SCPs, and to avoid confusion about distinguishing these broad statements.

23. Section 4.1 Transportation Systems: Added a reference to Act 54 (SLH 2009) relating to a requirement for the State and counties to adopt and implement a complete streets policy. Revised the descriptions of existing transportation systems, including updating the description of roadway systems, bus and bikeway systems, and adding new language to address residents' desire for highway safety improvements and secondary/alternative access routes and emergency evacuation routes to supplement Kamehameha Highway. Also added discussion of proposed *mauka* connector road to connect Lā'ie, Mālaekahana

and Kahuku. New guidelines intended to enhance mobility and connectivity call for bus stops, transportation demand management strategies, safety improvements along Kamehameha Highway, emergency/secondary access routes, and rural streetscape design and development standards within residential areas.

Justification: The addition of language on complete streets is in response to State legislation calling for policies to create a connected street system that provides for all users. The *mauka* connector road is a necessary component of the Mālaekahana residential community that supports regional circulation. Other revisions were largely in response to community recommendations related to relieving traffic congestion and increasing safety on Kamehameha Highway.

24. Section 4.2 Water Allocation and System Development: Incorporated reference to the *Ko'olau Loa Watershed Management Plan*, and updated the description of water resources.

Justification: The Ko'olau Loa Watershed Management Plan (Ordinance 10-18) was developed after the 1999 SCP was published. It was prepared in with consultation with members of the Ko'olau Loa community, and comprehensively addresses the domestic water supply in Ko'olau Loa and establishes guidance that supports the SCP policies and objectives.

25. Section 4.4 Electrical Systems: Changed section title from “Electrical Power Development” to “Electrical Systems.” Updated the description of existing conditions to include Hawaiian Electric Company’s current initiatives and planned First Wind project (i.e., Kahuku Wind project to construct 12 wind turbines above Kahuku). Revised policies to encourage the development of renewable energy sources and undergrounding of utility lines.

Justification: Community support for renewable energy is consistent with the objectives of a plan supporting sustainable land use and development. Undergrounding utility lines would help to enhance scenic viewplanes and address highway safety concerns.

26. Section 4.5 Solid Waste Handling and Disposal: Added reference to City’s *Solid Waste Integrated Management Plan* (2004) and statement that Ko'olau Loa is not an appropriate location for a future landfill to meet island-wide needs.

Justification: Revisions reflect the general community sentiment for solid waste facilities.

27. Section 4.7 Educational Facilities: Changed section title from “School Facilities” to “Educational Facilities.” Updated the description of existing conditions to reflect recent (2007-2008) enrollment and capacity statistics, and 2013 projected enrollment (Table 4-1). Removed description of permanent vocation training facility in Kahuku proposed by Operating Engineers Local 3 Union.

Justification: Revisions were based on current information and existing conditions.

CHAPTER 5: IMPLEMENTATION

28. Deleted Section 5.7 Transition from the Current System, Section 5.7.2 Relation to General Plan Population Guidelines, and Section 5.7.3 Review and Revision of Development Codes that appeared in the 2000 *KL SCP*.

Justification: This was deleted per DPP instruction.

29. Section 5.7: Added an “Implementation Matrix”

Justification: The purpose of the matrix is to identify all the implementation actions suggested in the Guidelines found in Chapters 3 and 4. The matrix identifies: (1) the implementation actions as described in the guidelines, (2) the specific functional plans, regulatory codes or other actions related to implementation, and (3) the public/private entities responsible for implementing the action. In addition to prioritizing actions and agency responsibilities, the matrix can also be used as a tool to assess the effectiveness of SCP during the next five-year review.

SCP APPENDIX A: OPEN SPACE, LAND USE AND PUBLIC FACILITIES MAPS

30. Added discussion of Important Agricultural Lands/Act 183, 2005.

Justification: With the passing of Act 183 (2005), the State Legislature provided funding for the State Department of Agriculture and its stakeholders to identify incentives for IAL. The second step in the IAL process is for the Legislature to fund the Counties’ efforts to map potential IAL.

31. Updated boundary descriptions to reflect DPP’s decision to replace the Rural Community, Preservation and Agricultural Boundaries with a Community Growth Boundary for consistency with other DPs/SCPs.

Justification: This change is being made for all rural SCPs to standardize the Open Space, Land Use and Public Facilities Maps and make them easier to read. Land uses will not be affected since the Preservation and Agricultural land use designations remain unchanged.

32. Revisions to the Open Space, Land Use, and Public Facilities Maps are as follows:

- Corrected *ahupua’a* boundaries on all three maps
- Added *moku* boundary to all three maps
- Replaced Rural Community and Preservation Boundaries with a Community Growth Boundary on all three maps

- Updated areas designated as “Parks” on all three maps based on current available data
- Changed Agricultural designation at Mālaekahana *mauka* of Kamehameha Highway to Rural Residential and Business/Light Industrial on the Land Use Map to accommodate proposed Mālaekahana residential development (shown as Rural Communities on the Open Space and Public Facilities Maps). Community Growth Boundary adjusted accordingly on all three maps.
- Expanded existing Institutional designation at Lā‘ie on the Land Use Map; revision includes replacing Industrial, Rural Residential and Agricultural areas with an Institutional designation to accommodate future BYU-H expansion (shown as Rural Communities on the Open Space and Public Facilities Maps). Community Growth Boundary adjusted accordingly on all three maps.
- Added Rural Community Commercial Center symbol at Ka‘a‘awa and Mālaekahana on the Land Use Map.
- Added future *mauka* connector road between Mālaekahana, Kahuku, and Lā‘ie to the Public Facilities Map.
- Relocated Future Elementary School symbol from BYU campus expansion area to Mālaekahana.