CENTRAL O‘AHU
SUSTAINABLE COMMUNITIES PLAN
REVIEW REPORT

2002 TO 2016
EXECUTIVE SUMMARY

DEPARTMENT OF PLANNING AND PERMITTING
CITY AND COUNTY OF HONOLULU

MAY 2017
EXECUTIVE SUMMARY

This report describes the purpose and documents the process used to review and prepare recommended revisions to the 2002 Central O‘ahu Sustainable Communities Plan (CO SCP or the Plan). The review covered major issues identified during the review process and resulted in recommendations for Plan revisions and implementation improvements based on analysis of the issues and comments and suggestions received during the review.

The report is prepared in two volumes.

Volume One:

Chapter 1 describes the review process and community outreach program.

Chapter 2 evaluates how the Plan vision and policies have been implemented, and discusses major issues identified during the review process.

Chapter 3 presents proposed revisions to the Plan and implementation changes.

Appendix A - Proposed Draft Ordinance


Volume Two
(Only available on-line or on CD)

Appendix C - COSCP Vision Scorecard

Appendix D - 2014 Scenic View Inventory

Appendix E - October 2007 Community Orientation Workshop

Appendix F - 2008 Discussion Groups Minutes
  o Discussions of Agriculture in Central Oahu, July and August 2008
  o Discussion of Transportation in Central Oahu, September and November 2008
  o Discussion of Wahiawā Revitalization, September 2008)

Appendix G - January 2013 Community Update Workshop

Appendix H - February 2015 Public Review Draft Workshop
CHAPTER 1: THE REVIEW PROCESS

The Central O'ahu SCP was adopted as Ordinance 02-62 in 2002. A comprehensive review of the Plan is required to begin five years after adoption of the ordinance. The purpose of the review is to update and assess the appropriateness of the Plan’s vision, policies, and implementing actions, and to report these findings and any recommended Plan changes to the City Council.

The Department’s review of the Central O'ahu SCP began in 2007 with research on land use, socio-economic trends, development proposals and issues and concerns in the region since the Plan’s adoption. It also included consultation with community leaders, land owners, developers, and other stakeholders in Central O‘ahu.

Community outreach was conducted between 2007 and 2015, and included interviews and a series of discussion groups with stakeholders, presentations at neighborhood board meetings, and three public workshops in Central O‘ahu; these are summarized in Volume Two: Appendices E to H.

The Public Review Draft was published in early 2015. Copies were distributed at Central O‘ahu Neighborhood Board meetings and sent to Federal, State, and City agencies for review and comment. Copies were also made available online, at regional libraries, and at the Department of Planning and Permitting.

Comments received on the Public Review Draft and DPP’s responses to those comments are included in Volume One: Appendix B.

CHAPTER 2: ISSUES IDENTIFICATION AND ANALYSIS

Required Scope of Review. Ordinance 02-62, which adopted the 2002 Central O'ahu Sustainable Communities Plan, requires the DPP’s evaluation of the Plan to answer four questions. The questions and the conclusions we drew from our outreach and analysis are as follows:

1. Are the Plan vision, policies, and implementing actions still appropriate?

   The vision, policies, and implementing actions of the Plan are still appropriate, but implementation, especially for the vision and policies to provide adequate infrastructure, needs to be improved.

2. Is the purpose of the Plan’s development priorities being achieved?

   The purpose of the Plan’s priorities to provide guidance for public facility investment and private development is being achieved.
3. Should the **Plan** priorities be revised?

   *The priorities need to be updated to reflect existing conditions and needs.*

4. Is the **Community Growth Boundary** achieving its purpose as envisioned in the 2002 Plan?

   *The Community Growth Boundary has protected open space and agricultural lands from urban development, achieving its purpose as envisioned in the 2002 Plan. Minor revisions to the boundary should be made to exclude lands shown as inside the boundary in the 2002 Plan, including the State’s Kunia Agricultural Park, Kipapa Stream from Kamehameha Highway to H-2 Freeway, and the East Range Military Training Area.*

**Implementation of the Vision.** The 2002 Central O‘ahu SCP has five major vision elements.

1. **Protect Agricultural Land, Open Space and Greenways**
2. **Protect Natural, Cultural, and Historic Resources**
3. **Support Economic Development and the Revitalization of Waipahū and Wahiawā**
4. **Create Master Planned Communities that Enhance Multi-modal Travel**
5. **Provide Adequate Infrastructure**

Our assessment of the success of implementing each of these vision elements is shown in Table ES-1.
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<tr>
<th>Vision Element</th>
<th>Evaluation of Implementation</th>
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| Protect Agricultural Land, Open Space and Greenways | o Since adoption of the Plan in 2002, no agricultural or open space lands outside the Urban Community Boundary have been rezoned for urban use.  
  o 150 acres for an agricultural park located within the Urban Community Boundary at Royal Kunia was deeded to the State Department of Agriculture. Development is anticipated to start in 2017 or 2018, contingent on funding and permit approvals.  
  o 1,700 acres of agricultural lands north of Wahiawā formerly held by the Galbraith Trust were conveyed to the State agencies with the help of the Trust for Public Lands. Most of the land will be reserved for agriculture.  
  o Several properties in the Whitmore Village area were also purchased by the State to develop a food processing hub as support for diversified agricultural activities in Central O‘ahu.  
  o The U.S. Army acquired a 1,400-acre area south of Schofield Barracks for use as a training area, removing it from agricultural use.  
  o Island Palm Communities (formerly Army Hawai‘i Family Housing), acquired a 1,925 acre parcel to the south of Schofield Barracks and west of Kunia Road. It remains in agricultural use, but some of the land may eventually be needed to meet demand for family housing at Schofield Barracks  
  o Patsy T. Mink Central O‘ahu Regional Park opened in 2001, and provides a diverse range of active and passive recreation facilities. Gains have also been made in community-based park acreage.  
  o The potential for creating the proposed Open Space Network which would link together open space areas with a network of paths and bikeways running in ravines and greenways still exists, but the proposed linkages have not yet been accomplished.  
  o Connections necessary to create the Waipahū Shoreline Park, which would link Waipahū with the Pearl Harbor Historic Trail, Pouhala Marsh wildlife sanctuary, and the Waipio Peninsula Soccer Park, have not advanced.  
  o The Waipahū Neighborhood TOD Plan proposes the restoration of Kapakahii Stream and an adjacent stream walk for bikes and pedestrians. The Plan also calls for mini-parks between one and two acres in size throughout the Farrington / Mokuola Station area. |
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| Protect Natural, Cultural, and Historic Resources | o Protection of natural, historical and cultural resources has been included as a standard condition of land use approvals when significant resource impacts have been identified in environmental assessments.  
| | o The importance of protection of the Pearl Harbor aquifer is recognized in policy changes, programs, and projects proposed in the 2007 BWS Central O‘ahu Watershed Study.  
| | o The Board of Water Supply has begun community outreach to produce a Central O‘ahu Watershed Management Plan by 2017.  
| | o The City has completed improvements to the Wahiawā Wastewater Treatment Plant which make it capable of producing R-1 quality recycled water which could be used to irrigate parks and some agricultural lands pending State Department of Health certification.  
| | o Kūkaniloko is being maintained by members of the Wahiawā Hawaiian Civic Club and Friends of Kūkaniloko. The lands surrounding Kūkaniloko are held and managed by the Office of Hawaiian Affairs.  
| | o The landmark Waipahū Mill Stack was retained, and adaptive use made of the mill buildings as part of the Waipahū YMCA complex.  
| | o Historic plantation villages at Poamoho and Kunia continue with new ownership structures evolving to protect resident owners (Poamoho) and farm workers (Kunia). At Kunia, the Hawaii Agricultural Research Center is promoting new agricultural uses for existing structures.  
| | o Extension of the historic OR&L train operation from Ewa to the Waipahū Cultural Park and Plantation Village is not feasible due to the presence of energy pipelines buried in the rail bed.  
<p>| | o Most significant viewsheds identified in the 2002 Plan are still intact, although a couple of the views have been blocked by trees. |</p>
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| **Support Economic Development and the Revitalization of Waipahu and Wahiawa** | o Between 2000 and 2010, non-construction jobs in Central O'ahu increased by over 14,000, with 25 percent of the new jobs estimated to be in Waipahu and in Wahiawa.  
 o Redevelopment of the Waipahu Mill site with the adaptive use of the Mill Building for a full service YMCA (2007), and construction of the Filipino Community Center (2002), helped re-establish the Mill site as a center of Waipahu activity. The nearby Waipahu Festival Marketplace revitalized the old Big Way supermarket building (2007).  
 o Other new development in Waipahu has included two mid-rise affordable housing projects near the proposed Mokuola transit station and commercial/industrial development around the former Mill site.  
 o The **Waipahu Neighborhood TOD Plan** was approved by the City in 2014. The Plan calls for mixed-use, higher density transit oriented development areas around the proposed Waipahu and West Loch transit stations. Proposed zoning to implement the Plan is under review for action by the City Council.  
 o Much of Wahiawa town is designated as a Neighborhood Revitalization Strategy Area. A Community Strengthening Program and a Community Based Development Organization were formed to coordinate community-based revitalization projects.  
 o Far less new development has occurred in Wahiawa than in Waipahu or Mililani. |
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| Create Master Planned Communities that Enhance Multi-modal Travel | ○ More than 5,000 homes were added to Central O'ahu between 2000 and 2010, 24% of O'ahu's growth, most before 2008. Since then, housing development in major projects has slowed to around 25 units per year due to economic conditions, build-out of Mililani Mauka, and legal challenges to entitlements for new development.  
○ Affordable housing units have been required in all major Central O'ahu developments, resulting in the construction of over 8,000 affordable units since 1984.  
○ No new town centers/Main Street areas have been established since 2002. The Koa Ridge project proposes to establish such a town center.  
○ Since 2004, increased attention has been paid to ensuring that subdivision layouts support walking, biking, utility vehicle circulation, connectivity to adjacent areas, and transit usage. Policy support for these concerns was provided with the City Council adoption of a Complete Streets ordinance in 2012.  
○ New Express Buses and a hub-and-spoke system of collector buses have been established since 2002. Transit centers were established at Waipahū, Wahiawā and Mililani.  
○ The **Waipahū Neighborhood TOD Plan** calls for mixed use residential and commercial development within easy walking distance of two rail transit stations in Waipahū. |
### TABLE ES-1: IMPLEMENTATION (continued)

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<tr>
<th>Vision Element</th>
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| Provide Adequate Infrastructure | *State and County infrastructure development has continued, but providing transportation and schools capacity concurrently with residential development remains a challenge.*  
| | *Since 2003, improved express bus service and the Zipper Lane have provided alternatives for the commute to Honolulu, but the quality of travel to and from town has not improved for most commuters.*  
| | *The congestion-reducing H-1 Freeway PM Contraflow Project broke ground in 2012 and is still in progress. Pearl City and Waimalu Viaduct deck repairs were completed in 2014.*  
| | *The rail transit system is under construction between East Kapolei and Ala Moana Shopping Center, and will provide substantial capacity for commuting as an alternative to traveling by auto.*  
| | *A flyover to link H-2 and the Pearl Highlands rail station parking lot is planned, allowing easy bus and high-occupancy auto access to the Pearl Highlands train station.*  
| | *Renewable energy development is being explored at several sites, largely in the form of photovoltaic (PV) installations.*  
| | *With little new housing construction under way, demand for new schools and other public facilities has slowed for the moment.*  
| | *The City has supported the DOE’s efforts to provide capacity for existing and new developments by requiring developers to provide their fair share toward construction of new or expansion of existing schools, either under the terms of the impact district or the provisions of existing agreements required as a condition of zoning.*  
| | *Royal Kunia Phase I is within the area covered by the ‘Ewa Transportation Impact Fee Ordinance (since the Kunia Interchange project was eligible for funding under the ordinance).*  
| | *Community Facility District financing for infrastructure for new development received preliminary Council approval for Gentry Waiawa, but was never used.*  
| | *New rules regarding stormwater drainage standards went into effect in 2012.*  
| | *The Wahiawa Wastewater treatment plant was upgraded for peak wet-weather flows and the Mililani WWPTF received upgrades to pre-treatment facilities.* |
MAJOR ISSUES ANALYSED IN THE REVIEW

The major issues that emerged from research, interviews, and comments include:

- **Protecting Agricultural Land, Open Space and Greenways**
  - Agricultural Lands Protection
  - Farming Community Support
  - “Gentlemen’s Estates” On Agricultural Land

- **Protecting Natural, Cultural, and Historic Resources**
  - Light Pollution
  - Water Conservation, Water Quality, And Aquifer Recharge
  - Low-Impact Development (LID) And Xeriscaping
  - Non-Point Source Pollution, Sedimentation And Stream Erosion
  - Clean Energy and Energy Efficiency
  - Plantation Villages
  - OR&L Historic Train Operations

- **Economic Development and Revitalization**
  - Revitalization Of Waipahū and Wahiawā
  - Waipahū Transit-Oriented Development
  - Support For Diversified Agriculture And Associated Job Centers In Wahiawā, Whitmore Village, and Kunia Village

- **Building Master Planned Communities**
  - Place-making and Creation of Complete Communities
  - Age-Friendly Communities
  - Housing Affordability And Availability
  - Infrastructure Concurrency and Adequacy
    - Commuting Between Central O‘ahu And Downtown Honolulu
    - Connectivity And Mobility Within Central O‘ahu
  - Complete Streets and Safe Routes to School
  - Alternatives To Automobile Use

- **Adapting to Climate Change and Improving Hazards Resiliency**
  - Planning for climate change impacts
  - Improving hurricane shelter resilience and accessibility

Each of these issues was analyzed to determine:

1. If the **Plan** needs to be revised to better address the issue; or
2. If better implementation of the **Plan** vision, policies, and guidelines is needed.
CHAPTER 3: RECOMMENDED CHANGES.

A summary of proposed recommendations for either improving the Plan or implementation of the Plan is shown in the tables below. Detailed discussion of the basis for the proposed changes is in Chapter 3 of this report.

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<th>TABLE ES-3: SUMMARY OF RECOMMENDATIONS</th>
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<tbody>
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<td><strong>Issue</strong></td>
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| Protect Agricultural Land, Open Space and Greenways | o The Public Review Draft integrates the Plan’s support for agriculture and open space into a broader commitment to sustainability and protection of resources.  
o Retain the Community Growth Boundary.  
o Recognize that pineapple is no longer cultivated in Central O’ahu. | o Implement regulations limiting development of non-productive estates on agricultural lands and explore ways to help farmers use agricultural land productively.  
o Assess feasibility of plans for gulch trails with a pilot study in Wahiwâ.  
o Assess the implications of public/private partnerships on U.S. Navy and Army land for implementation of City and County policies for Central O’ahu. Continue dialog with military agencies on appropriate uses of adjoining military and civilian lands. |
| Protect Natural, Cultural, and Historic Resources | o Recognize the importance to all of O’ahu of recharge for aquifers in Central O’ahu  
o Require developers to conduct surveys for endangered and threatened species before development.  
o Support reduction of light pollution that can affect wildlife or community quality of life.  
o Amend the Plan to clarify that developers are required under State law to conduct surveys of historic and cultural resources, and to get approval for historic and cultural mitigation plans from SHPD.  
o Delete the policy calling for extension of historic train operations in Central O’ahu. | o Assess the impact of watershed planning for land use and land use regulations, especially upon the release of the Central O’ahu Watershed Management Plan (anticipated in 2017).  
o Require that any development in upland high rainfall areas (>50 inches) does not lessen groundwater recharge.  
o Continue to participate in advisory committee for a possible statewide light pollution law. Identify best practices for O’ahu communities.  
o Support low impact development that will reduce the amount of runoff into the ocean. |
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<tr>
<th>Issue</th>
<th>Recommended Changes to the Plan</th>
<th>Recommended Improvements to Implementation</th>
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<tr>
<td><strong>Support Economic Development and the Revitalization of Waipahu and Wahiawa</strong></td>
<td>o Incorporate recommendations from the <a href="#">Waipahu Neighborhood TOD Plan</a>.</td>
<td>o Pass ordinance for Waipahu Neighborhood TOD areas.</td>
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<td>o Support private/public collaboration in TOD redevelopment.</td>
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<td>o Continue to support efforts to revitalize Wahiawa.</td>
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<td>o Conduct a circulation study to improve access and parking or Wahiawa business areas while supporting renovations in line with the town’s historic character.</td>
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<td><strong>Create Master Planned Communities that Enhance Multi-modal Travel</strong></td>
<td>o Strengthen support for the City and County’s inclusionary zoning policy.</td>
<td>o Continue to enforce Unilateral Agreement conditions that require developers to provide or fund infrastructure and public facilities and enforce UA provisions on affordable housing.</td>
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<td>o Support implementation of Compete Streets.</td>
<td>o Consider changes in land use law to encourage mixed use development, design of bike and walking routes for people of all ages, location of passive parks close to residential complexes, and other initiatives.</td>
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<td>o Support implementation of Age Friendly Communities guidelines and policies.</td>
<td>o Amend the LUO to allow mixed-use development including affordable housing on parcels in B-1 and B-2 districts.</td>
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<td>o Encourage connectivity wherever feasible throughout the region.</td>
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<td>o Encourage provision of space for pedestrian and bicycle travel in new developments.</td>
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| Provide Adequate Infrastructure | • The Plan calls for timely development of infrastructure. The challenge of concurrency lies with financing, collaboration of developers and agencies, and development regulations and standards.  
• Treat emergency shelters as public facilities that are in short supply. Incorporate policies supporting meeting the shortfall in public shelters and encouraging private provision of shelters and safe rooms.  
• Call for assessment of sea level rise risks before developing new public projects, and incorporating measures to reduce risk and improve resiliency. | • Complete the fixed guideway rapid transit system as soon as possible.  
• Build the flyover linking the H-2 with the Pearl Highlands transit station and lot.  
• Continue work to relieve congestion on H-1 through Zipper lanes and other means.  
• Support low impact development (LID) that will reduce runoff into the ocean.  
• Encourage DOE and DPR to renew discussions on co-location of schools and parks, coordination of public facilities for recreation and emergency shelters.  
• Study ways to provide incentives for development of both public emergency shelters and private “safe rooms.”  
• Require risk assessment and assess results before granting land use and building permits for new public projects. |

**WHAT’S NEXT**

**Transmittal.** The draft proposed revised Plan and the draft adopting Ordinance for a revised Plan, along with the Review Report, was transmitted to the Planning Commission and the City Council for official review and action on May 15, 2017.

**Distribution and Outreach.** Before the Planning Commission begins its review of the proposed revised Plan, the Department of Planning and Permitting will distribute copies of the proposed revised Plan and the Review Report, and meet with the Neighborhood Boards and the public to answer questions about what is proposed and how members of the public can participate in the official review and action.

Neighborhood Board presentations have been confirmed for
- Wahiawa at the Wahiawa Recreation Center on May 15 @ 7 pm
- Mililani Mauka/Launani Valley at Mililani Mauka Elementary on May 16 @ 7 pm; and
- Waipahu at the Fil-Com Center on May 25 @ 7 pm.
Information about how to get copies, when and where presentations and discussions will be held, and how to participate in the official review can be obtained on the Department’s Central Oahu Sustainable Communities Plan web page at http://www.honoluludpp.org/Planning/DevelopmentSustainableCommunitiesPlans/CentralOahuPlan.aspx, or by contacting Noelle Cole by phone at 768-8055, by fax at 768-6743, or by email at noelle.cole@honolulu.gov.

The draft revised Plan, draft Ordinance, and this Review Report will be posted on the DPP website, distributed to the public at Neighborhood Board meetings and public information meetings, and can be picked up at the Department of Planning and Permitting located on the seventh floor of the Fasi Municipal Building (650 South King Street).

**Planning Commission Public Hearing and Recommendation.** After the Planning Commission receives the proposed Plan from the Department, they will hold a public hearing on the proposed revisions. However, the hearing will be at least two months after the Department makes copies of the Plan and related information available to the public so that the public will have sufficient time to review the materials and prepare their testimony for the Planning Commission hearing.

At this time (May 15, 2017), the earliest scheduled date for the Planning Commission Hearing on the Plan is July 19. (It may be later.)

Members of the public are encouraged to take advantage of the opportunity to provide written and/or oral testimony on the draft revised Plan to the Planning Commission.

Contact the Planning Commission at 768-8007 or visit the Planning Commission website (http://honoluludpp.org/AboutDPP/AdministrativeServices.aspx) for information regarding the public hearing on the proposed Plan and procedures for submitting written and/or oral testimony to the Planning Commission.

After the public hearing is closed, the Commission will discuss the proposed revisions and make recommendations for what action the Council should take. Those recommendations, along with the proposed revised Plan and draft adopting ordinance, will be sent to the City Council.

**City Council Review and Action.** Once the Council receives the Planning Commission recommendations, a bill will be introduced to adopt the proposed revised Plan. For a revised Plan to be adopted, the bill will have to pass three votes by the full Council (called first, second, and third reading).
After the bill passes the first reading, it will be assigned to the Transportation and Planning Committee. The Committee may decide to hold the bill for further discussion, vote to amend the proposed revisions, or decide that the bill is ready to go to the full Council for a public hearing and the second reading vote.

After the second reading vote, the bill goes back again to the Transportation and Planning Committee for further discussion, possible amendments, and determination if the bill is ready to go back for the final vote.

When the Transportation and Planning Committee has agreement on the revisions to be made to the Plan, they will send the adopting bill to the Council for the third reading vote. To be adopted, five of the nine Councilmembers must vote on third reading to approve the revisions and send the bill to the Mayor for his review and action.

Members of the public are encouraged to take advantage of the opportunity to offer testimony to the Council on the proposed Plan revisions both at the meetings of the full Council and at the Transportation and Planning Committee meetings.

Contact the City Clerk at 768-3822 or visit the City Council website at http://www.honolulu.gov/council.html for status of bills, City Council meeting agendas, and procedures for submitting written or oral testimony.

**Mayoral Review and Action.** The Mayor has ten working days to review the bill and determine what action should be taken:

- He can sign the bill which will cause it to become law,
- He can return the bill to the Council without his signature which will allow the bill to become law but indicate that it is doing so without his support; or
- He can veto the bill.

If the Mayor vetoes the bill, the Council can overturn the veto if six of the nine Councilmembers vote to approve the bill.