‘EWA DEVELOPMENT PLAN REVIEW REPORT

1997 TO 2011
EXECUTIVE SUMMARY

DEPARTMENT OF PLANNING AND PERMITTING
CITY AND COUNTY OF HONOLULU

May 2011
EXECUTIVE SUMMARY

This report describes:
1. The purpose of the Review of the ‘Ewa Development Plan;
2. The Review process;
3. Issues identified and analyzed in the Review; and
4. The findings of the Review, including:
   a. The updates and revisions proposed for the Plan;
   b. Proposed improvements in implementation of the Plan vision and policies; and
   c. Follow-up studies needed to improve implementation of the Plan vision and policies.

The report also includes three published appendices:
A. Draft Adopting Ordinance for the Final Proposed Revised ‘Ewa Development Plan;
B. Review of Proposed Amendment: Kapolei Movie Studio; and

and five online appendices:
D. Vision Scorecard;
E. Scenic View Inventory, 2009;
F. January 31, 2004 Orientation Workshop Documentation;
G. May 2-4, 2004 Smart Growth Workshops Documentation; and
THE PURPOSE OF THE FIVE YEAR REVIEW

Background. In 1992, the City Charter was amended to change the definition of Development Plans from "relatively detailed" plans to "conceptual schemes" for implementing General Plan development objectives and policies.

The amendments also established that the purpose of the Development Plans is to provide:
"priorities . . . [for the] coordination of major development activities", and
sufficient description of the "desired urban character and the
significant natural, scenic and cultural resources" to guide zoning
and "public and private sector investment decisions."

Revision Program. In response to the City Charter amendments, the City began comprehensive revisions of the eight Development Plans. The first plan to be revised was the ‘Ewa Development Plan (Plan) which was adopted as Ordinance 97-49 in 1997.

Review Requirement. As adopted in 1997, the Plan called for a review every three years, but in 2000, the Council amended the Plan (Ordinance 00-16), extending the review period to five years, making it the same as the review period for all the other plans. (It was felt that a three year period was too short for meaningful evaluation of a long range plan.)

The results of the five year review and any recommended revisions to the Plan are to be sent to the Planning Commission for review and recommendation, and to the City Council for review and appropriate action.

Findings. As specified in the adopting ordinance and in the Plan, we addressed three basic questions in the review. The questions and the conclusions we drew from our review are as follows:
1. Are the Plan vision, implementing land use and infrastructure policies, and implementation methods still appropriate?

   The Plan vision and policies enjoy wide spread support from the community, although there is frustration that key aspects of the vision have not been fully implemented. Implementation of the vision and the policies to provide adequate infrastructure, increase connectivity, and establish vibrant, pedestrian-friendly community centers needs to be improved.

2. Is the purpose of the Plan's phasing guidelines being achieved?

   The purpose of the phasing guidelines was to continue agricultural activities on areas inside the Community Growth Boundary for a limited period and to slow development of the area between the City of Kapolei and Waipahu. That was what did occur from 1997 to the present. However, the phasing guidelines probably had little to do with that result.

3. Should the phasing priorities in the Plan be revised?

   The existing Plan calls for delaying development of some areas in West Kapolei and East Kapolei until 2016. This phasing or partitioning of land use approvals makes financing regional infrastructure needed to serve West and East Kapolei more difficult and should be deleted from the revised Plan. Concerns about concurrency with key infrastructure capacity can be addressed by adopting conditions of zoning approval that require key infrastructure capacity be provided before residential development permits are issued.

Note: The ‘Ewa Development Plan adopted in 1997 is the only plan of the eight development plans and sustainable communities plans which has phasing of development. Areas were assigned to one of three phases:

   • Eligible for processing of zone changes starting in 1997;
   • Eligible for processing zone changes and other development applications far enough in advance so that housing construction could start in 2006; and
   • Eligible for processing zone changes and other development applications far enough in advance so that housing construction could start in 2016.
IMPLEMENTATION OF THE PLAN VISION

The 1997 ‘Ewa Development Plan vision has five major elements. The Department’s assessment of the success in implementing each of the vision elements is as follows:

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<th>Vision Element</th>
<th>Evaluation of Implementation</th>
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| Protect Agricultural Lands and Open Space | • Agricultural lands and open space have been protected by the Community Growth Boundary.  
• Lands between Waipahū and the City of Kapolei whose development was to be delayed until 2006 and 2016 have not been developed.  
• New parkland has been acquired and is under development. Transfer to the City of 421 acres at Kalaeloa for a Regional Park and Kalaeloa Neighborhood Park is expected in the near future.  
• The Pearl Harbor Historic Trail Plan calls for establishment of bikeways and historic train use on the OR&L corridor from Rainbow Marina to Nānākuli. Extension of the bikeway from Waipahū to ‘Ewa Plantation Villages is under design by the State. Train operations have been extended from ‘Ewa Plantation Villages closer to Nānākuli, but extension from ‘Ewa Plantation Villages to Waipahū or Rainbow Marina is not feasible due to the presence of energy pipelines buried in the railbed.  
• Use of drainageways and utility corridors as greenways has been difficult to implement due to questions of maintenance responsibilities, coordination, and diffusion of ownership. |
| Develop the Secondary Urban Center around the City of Kapolei | • Significant progress has been made in creating jobs in the City of Kapolei and surrounding resort and industrial areas. The rate of job growth has outpaced that of residential development.  
• Developing the UH West O‘ahu Campus is key to continuing the momentum for development of O‘ahu’s second city.  
• In 2002, responsibility for redevelopment of Kalaeloa was transferred to the Hawai‘i Community Development Authority (HCDA).  
  o Planning for Kalaeloa was delayed until the Navy decided that a carrier would not be stationed at Pearl Harbor.  
  o HCDA prepared a Kalaeloa Master Plan approved by the Governor in 2006.  
  o Development of Kalaeloa is inhibited by the need to bring infrastructure inherited from the Navy up to State and City standards and by the lack of profit making uses to help pay for needed improvements. |
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| Build Master Planned Communities that Support Walking, Biking, and Transit Use and Include Affordable Housing | • Residential development was slowed by economic conditions after 1997, but rebounded sharply, averaging 800 to 900 units/year until recently.  
• Affordable housing units have been required and built in all major developments.  
• Until recently, subdivision layouts have often not supported walking, biking, utility vehicle circulation, connectivity with adjacent areas, or transit use.  
• New Express Buses, a hub-and-spoke system of collector buses, and a temporary Kapolei Transit Center were established.  
• Major east-west and mauka-makai connections are being established with the development of areas on both side of Kualaka‘i Parkway in East Kapolei and in West Kapolei from Makaiwa Hills to Kalaeloa Barbers Point Harbor.  
• A proposed Bus Rapid Transit system between ‘Ewa and downtown Honolulu has been abandoned.  
• The final environmental impact study for a fixed guideway transit system to link Kapolei with downtown Honolulu has been approved by the Federal Transit Administration and by the Governor. The contract has been awarded to build the initial segment from East Kapolei to Pearl Highlands which is expected to be completed by 2013. Extension to Ala Moana Shopping Center is expected by 2019.  
• A rapid transit right-of-way has been retained along Kapolei Parkway, Kualaka‘i Parkway (North-South Road), and Farrington Highway.  
• Little progress has been made in establishing town centers and main street areas, often due to regulatory restrictions and lack of market interest.  
• Creating vital pedestrian-friendly, mixed-use, Transit Oriented Development around transit stations in ‘Ewa will be a significant challenge and opportunity in the next few years. The Public Review Draft of the [East Kapolei Neighborhood TOD Plan](https://example.com) was circulated for comments in April 2010. |
| Protect Natural, Historical and Cultural Resources                           | • Protection of natural, historical and cultural resources has been included as a condition of land use approvals.  
• Honouliuli Camp and ‘Ewa Field have been identified as significant historic resources which should be protected until they can be surveyed and appropriate protections / mitigations identified. |
### TABLE ES-1: VISION IMPLEMENTATION

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| Development and Provide Adequate Infrastructure | • State and County infrastructure development has continued, but providing transportation and schools capacity concurrently with residential development remains a critical challenge.  
• Key roadway connections within 'Ewa have been completed. The 2002 'Ewa Highway Master Plan identified 13 major projects needed to be completed by 2010 to meet expected growth. Work is either completed or under construction with completion expected in 2011 for eight of the projects. Three projects are partially complete and funding is being sought for completion, one project is under design, and one project is on hold until development of the Kapolei West project is begun.  
• The Master Plan has been updated to identify an additional eight priority 'Ewa roadway and interchange projects needed by 2020.  
• Since 1997, improved express bus service and the Zipper Lane have been added to provide alternatives for the commute to Honolulu, but the quality of the commute for most has not improved. The H-1 Contra-Flow project scheduled to begin in 2010 has been delayed by a law suit.  
• Operation of a high-speed commuter ferry, begun in 2007, was not continued due to lack of patronage and substantial cost.  
• The high-speed rapid transit system is expected to provide initial hourly capacity by 2020 sufficient to carry 90% of the number of peak hour drivers and passengers that were commuting from 'Ewa and Wai'anae in 2005.  
• The City has fully supported the DOE's efforts to provide capacity for existing and new developments through requirements on developers to provide their fair share of land and construction costs which if not met, result in denials of permits.  
• If permanent classrooms are to be built in time to meet expected demand and relieve existing crowding, State appropriations must be made now for three elementary schools, a middle school, and a high school.  
• Community Facility District financing for new developments and Tax Increment Financing (TIF) for redevelopment projects offer a way to finance development of roads and other needed infrastructure concurrently with residential and commercial development. SB693, which would have amended the State Constitution to resolve concerns about TIF constitutionality, was held in committee by the 2011 State Senate. |
MAJOR ISSUES AND CHANGES RESULTING FROM THE REVIEW

Major issues identified during the review, from research, interviews, and comments received, included:

- **Transportation Infrastructure Adequacy**
  - Connectivity and Mobility Within 'Ewa
  - Commuting Between 'Ewa and Downtown Honolulu

- **Schools Permanent Classroom Adequacy**

- **Protection of Open Space and Agricultural Lands**
  - Agricultural Lands Protection
  - Pedestrian and Bike Path Network on Drainage Channels and Utility Corridors

- **Development Process Management and Mitigation**
  - Housing Affordability
  - Infrastructure Concurrency
  - Place Making

- **Jobs and Economic Development Promotion**

- **Historic, Cultural, and Natural Resources Protection**
  - Historic and Cultural Resources
  - ‘Ewa Plantation Villages
  - Native Hawaiian Cultural and Archaeological Sites
  - World War II Historic Sites
  - OR&L Historic Train Operations
  - Light Pollution

- **Hazards Planning**
  - Coastal Erosion and Sea Level Rise
  - Hurricane Shelters

Each of these issues was analyzed to determine both if the Plan needed to be revised to better address the issue and if better implementation of the Plan vision and policies were needed. The recommendations based on that analysis are summarized in Table ES-2.
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| **Transportation Infrastructure**         | • Retain Plan vision and policies calling for adequate capacity and supporting transit use and transit oriented development.  
• Strengthen language regarding connectivity within ‘Ewa, place-making, and provision of alternatives to highway commuting to downtown Honolulu. | • Complete the rapid transit system linking the City of Kapolei with downtown Honolulu as soon as possible.  
• Improve the H-1 HOV lanes so that transit riders and high occupancy vehicles have clear travel time advantages over single occupant automobiles.  
• Use the ‘Ewa Roadway Connectivity Study as the basis for linking together adjacent subdivisions and providing greater connectivity within subdivisions.  
• Develop East Kapolei lands around transit stations because of higher likelihood of transit usage by residents. |
| **Schools Permanent Classroom Adequacy**  | • The adopted Plan vision and policies are valid, and adequate with minor revisions. (Problems are with implementation. State appropriations for permanent classroom capacity are not keeping up with residential development.) | • Continue to enforce Unilateral Agreement conditions that require developers to provide their fair share of land and construction costs for new school capacity.  
• Support increased State funding for permanent classroom capacity to limit the need for DOE to use temporary classrooms, busing, and multi-tracking to meet expected student increases. |
| **Protection of Open Space and Agricultural Lands** | • The adopted Plan vision and policies are valid, and adequate with minor revisions since over 50,000 acres of agricultural lands are protected from development island-wide as part of the "Keep the Country country" policy of the O'ahu General Plan.  
• Retain the existing Community Growth Boundary which protects 3,000 acres of agricultural land in ‘Ewa and policies and guidelines which call for creation of an open space network within ‘Ewa. | • Study how organizational, economic and regulatory issues could be resolved to realize the vision of using drainageways and utility corridors as greenways linking ‘Ewa together.  
• Design the elevated rapid transit right-of-way to include a public greenway running beneath the elevated transit line. |
### Table ES-2: Summary of Recommendations

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<td><strong>Development Process Management and Mitigation</strong></td>
<td><strong>Affordable Housing</strong></td>
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<td>• Amend the Plan to recognize City inclusionary zoning policy requiring affordable housing in all new residential developments and to support inclusion of granny flats and ohana units in residential developments as a way of increasing affordable rental housing.</td>
<td>• Amend the LUO to allow residential use as a permitted use on the second and higher floors for parcels zoned B-1 Neighborhood Business District or B-2 Community Business District.</td>
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<td><strong>Infrastructure Concurrency</strong></td>
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<td>• Plan vision and policies calling for infrastructure concurrency are valid and adequate with minor amendment.</td>
<td>• Support use of creative financing programs like Community Facility Districts and public-private partnerships as a way to provide infrastructure concurrently with development.</td>
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<td>• The problem is not with the Plan but with the challenges of implementation, particularly with financing, incentives, and development regulations and standards.</td>
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<td><strong>Placemaking</strong></td>
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<td>• Amend the Plan to support place making in the development of new residential areas and new shopping centers.</td>
<td>• Revise rules and regulations to promote place making and increased connectivity.</td>
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<td><strong>Jobs and Economic Development</strong></td>
<td><strong>The Plan vision and policies for job development in 'Ewa are valid and are being realized.</strong></td>
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<td>• Amend the Plan to remove references to the Olympic village and major ball field projects on City lands in Kalaeloa since those plans have been abandoned.</td>
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<td>• Amend the Plan to support plans for shopping centers in East Kapolei, and to note that DHHL has exempted itself from City planning and zoning and plans to develop a regional shopping center in East Kapolei.</td>
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<td><strong>Support full development of the UH West O’ahu campus.</strong></td>
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<td>• Extend the elevated rapid transit system through Kalaeloa to the City of Kapolei and Kapolei West which will support job development in Transit Oriented Development areas around transit stations in East Kapolei, in Kalaeloa, and in the City of Kapolei.</td>
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<td>• Use development of 16 acres of City land in the City of Kapolei to encourage desirable private sector Transit Oriented Development.</td>
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<td>• Use submittal of the HCDA's <a href="#">Kalaeloa Master Plan</a> to the Council for acceptance as the Special Area Plan as the basis for coordinating State and City infrastructure planning for Kalaeloa.</td>
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| Historic, Cultural, and Natural Resources | • Amend the Plan to clarify that new 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 the SHPD before development will be approved.  
• Amend the Plan to add ‘Ewa Field and Honouliuli Camp as significant historic resources which should be protected until surveys can be completed and a determination made of the appropriate treatment of the historic resources at the two sites.  
• Amend the Plan to recognize Pu‘u Makakilo and Pu‘u Kapolei as significant historic features and ‘Ewa Beach Midden Site and Ok‘okiolepe Pond as significant archaeological sites.  
• Amend the Plan to delete the policy calling for extension of historic train operations from the ‘Ewa Plantation Villages to the Waipahū Cultural Garden.  
• Amend the Plan to call for reduction of light pollution’s adverse impact on wildlife and human health and its unnecessary consumption of energy by using, where possible, fully shielded lighting fixtures using lower wattage. | • Update the ‘Ewa Villages Master Plan.  
• Study, as part of the ‘Ewa Villages Master Plan Update, how to better coordinate City operations, investments, and redevelopment activities for ‘Ewa Villages and to support economic opportunities and revitalization in the Villages.  
• Conduct surveys of the Honouliuli Internment Camp and the Ewa Marine Corp Air Field and make a determination of the appropriate treatment of historic resources at the sites.  
• Study, as part of the ‘Ewa Villages Master Plan Update, how historic train operations on the OR&L between ‘Ewa Villages, Ko Olina, and Nanakuli, and the development of a train station and railway museum might be coordinated with redevelopment of the historic core of ‘Ewa Villages and establishment of a mill museum.  
• Study light pollution plans and regulations for other jurisdictions and make recommendations for best practices and regulations to minimize light pollution on Oahu.  
• Continue participating in the advisory committee to prepare a proposed statewide intelligent lighting and light pollution law. |
### Table ES-2: Summary of Recommendations

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| Hazards Planning | • Amend the Plan to clarify that the existing policy calling for expansion of shoreline setbacks to 150 feet where possible should be based on historic or adopted projections of shoreline erosion.  
• Amend the Plan to require new public projects sited near the shoreline to include an assessment of the risks of sea level rise and potential mitigations in designing and operating the project.  
• Amend the Plan to include policies addressing the shortage of emergency shelters for hurricane conditions. | • Require an assessment of the risks and potential mitigations for sea level rise for all new public projects near the shoreline.  
• Do studies to model the likely impact of sea level rise on coastal erosion and flooding for O‘ahu and provide erosion and flooding hazard mappings and risk assessments.  
• Support State funding of retrofits to existing public shelters to make them capable of withstanding Category 3 hurricanes.  
• Study the feasibility and effectiveness of implementing property tax incentives for private organizations and individual homeowners to equip their homes with hurricane resistant “safe rooms.” |

A listing of specific changes proposed for the Plan and specific recommendations for improving implementation of the Plan is provided in Chapter 3.

**WHAT'S NEXT**

A draft adopting ordinance with a "clean" version of the proposed revised ‘Ewa Development Plan as an attached exhibit has been transmitted to the Planning Commission for their review and decision making. (A marked up version in a modified Ramseyer format with shadings, strikeouts, and underlines identifying proposed changes has also been published to help reviewers understand exactly how the proposed Plan differs from the adopted Plan.)

This Review Report accompanies the transmittal of the adopting ordinance and proposed Plan to provide documentation of the process followed in the review and the background for the recommendations for revision of the Plan and for improvement of implementation of the Plan vision and policies.
Public Information and Outreach. The Department will present the findings of the Review and the recommended revisions to the Plan and proposed improvements to implementation to the public before the Planning Commission holds a public hearing on the proposed revised Plan and the Review Report recommendations.

The Department will ask to make short summary presentations to the ‘Ewa Neighborhood Board No. 23 and the Makakilo/Kapolei/Honokai Hale Neighborhood Board No. 34, and will hold a public information meeting in ‘Ewa to present the Review findings and recommendations, to answer questions, and to receive comments and suggestions.

Copies of this Review Report, the draft adopting ordinance and proposed revised Plan, and a modified Ramseyer version of the proposed revised Plan identifying changes from the adopted Plan will be posted on the Department of Planning and Permitting webpage (http://www.honoluludpp.org/Planning/), and circulated to Federal, State, and City agencies and key libraries, including the two State libraries in ‘Ewa.

Copies of the proposed Plan and the Review Report will also be available for pickup at the Department's office on the seventh floor of the Fasi Municipal Building, at the two Neighborhood Board presentations, and at the Department's public information meeting in ‘Ewa.

After the Department public information meeting, there will be time for the two Boards to meet and approve testimony before the Planning Commission holds its public hearing.

Planning Commission. The Planning Commission will hold one or more public hearings on the proposed Plan revision. Members of the public are welcome to provide written testimony to the Planning Commission and/or attend the public hearing and provide oral testimony.

After the public hearing or hearings are closed, the Planning Commission will determine what recommendations they want to make on the proposed revision, and then will transmit those recommendations by letter to the City Council along with the draft adopting ordinance with proposed revised Plan, and the Review Report for the Council's review and action.
City Council. After the Planning Commission recommendations, draft ordinance with proposed revised Plan, and the Review Report are received by the City Council, a bill to adopt the proposed revised Plan will be placed on the full Council agenda for the first of three votes that the bill must pass in order for the Plan revisions to be adopted. After the first vote (called First Reading), the bill will be assigned to a Council Committee which will hear testimony on the bill, consider any proposed amendments, and vote to determine if the bill should go to the full Council for a public hearing and a second vote.

If the bill passes the second vote by the full Council (Second Reading), it will go back to the Council Committee for a second review. The Committee will once again hear testimony, consider any amendments, and vote to decide if the bill should go back to the full Council for the final vote.

Mayor. If the Committee approves sending the bill back to the full Council and the Council approves the bill on the Third Reading, the bill goes to the Mayor who can sign it, return it to Council without signature, or veto the bill. If the Mayor signs the bill or returns it without signature, it is approved. If he vetoes it, it can still be adopted if six members of the Council vote to override the Mayor’s veto.

Role of the Public. Members of the public are encouraged to take advantage of the opportunity to provide written and/or oral testimony to both the Planning Commission and the City Council as they review the proposed Plan revisions and recommendations for implementation improvement.

• Contact the Planning Commission at 768-8007 for information regarding the public hearing. The Commission requests that an original and fifteen (15) copies of written testimony be filed at least forty-eight (48) hours before the public hearing. Persons can sign up at the public hearing to provide oral testimony.
• Contact the City Clerk at 768-3822 or visit the City Council website at http://www1.honolulu.gov/council/geninfo.htm for the status of bills and the Council and committee meetings agenda.
Members of the public can contact the Council members directly to express their views on the proposed Plan revisions and can provide written and/or oral testimony to the full Council or to the Council Committee whenever the bill is on the agenda. Written testimony may be submitted by e-mail or faxed. Persons wanting to provide oral testimony are asked to sign up after the agenda is posted, and can do so on-line, by fax, or prior to the meeting.