



WAI'ANAE SUSTAINABLE COMMUNITIES PLAN



Department of Planning and Permitting
City & County of Honolulu



FEBRUARY 2012

EXHIBIT A, BILL 50 (2011), CD2

WAI'ANAE SUSTAINABLE COMMUNITIES PLAN

Prepared for:
Department of Planning and Permitting
City & County of Honolulu



Prepared by:
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TABLE OF CONTENTS

	<u>Page</u>
PREFACE	P-1
EXECUTIVE SUMMARY	ES-1
CHAPTER 1: WAI'ANAE'S ROLE IN O'AHU'S DEVELOPMENT PATTERN	1-1
CHAPTER 2: THE VISION FOR THE FUTURE OF THE WAI'ANAE DISTRICT	2-1
2.1 VISION STATEMENT.....	2-1
2.2 COMMUNITY PARTICIPATION PROCESS	2-4
2.3 VISION ELEMENTS.....	2-4
CHAPTER 3: LAND USE POLICIES AND GUIDELINES	3-1
3.1 OVERVIEW OF LAND USE, POPULATION, ECONOMICS, AND ENVIRONMENTAL CONDITIONS.....	3-2
3.2 OPEN SPACE AND IMPORTANT VIEWS.....	3-9
3.3 COASTAL LANDS	3-12
3.4 MOUNTAIN FOREST LANDS.....	3-15
3.5 STREAMS AND FLOODPLAINS	3-17
3.6 HISTORIC AND CULTURAL RESOURCES	3-20
3.7 AGRICULTURAL LANDS.....	3-26
3.8 RESIDENTIAL LAND USE	3-28
3.9 COMMERCIAL AND INDUSTRIAL USES	3-35
3.10 COUNTRY TOWNS, RURAL COMMUNITY COMMERCIAL CENTERS AND GATHERING PLACES.....	3-38
3.11 PARKS AND RECREATIONAL AREAS	3-43
3.12 MILITARY LAND USE	3-49

CHAPTER 4: PUBLIC FACILITIES AND INFRASTRUCTURE POLICIES AND GUIDELINES 4-1

4.1 TRANSPORTATION SYSTEMS 4-2

4.2 POTABLE AND NONPOTABLE WATER SYSTEMS 4-8

4.3 WASTEWATER COLLECTION AND TREATMENT SYSTEMS 4-11

4.4 ELECTRICAL POWER AND COMMUNICATIONS 4-12

4.5 DRAINAGE SYSTEMS 4-15

4.6 SOLID WASTE HANDLING AND DISPOSAL 4-17

4.7 CIVIC, PUBLIC SAFETY, AND EDUCATIONAL FACILITIES 4-18

4.8 HEALTH CARE FACILITIES 4-24

4.9 RELATION TO PUBLIC FACILITIES MAP 4-26

CHAPTER 5: IMPLEMENTATION 5-1

5.1 OVERVIEW OF PLANNING IMPLEMENTATION TOOLS 5-1

5.2 IMPLEMENTATION MATRIX 5-2

5.3 PUBLIC FACILITY INVESTMENT PRIORITIES 5-10

5.4 DEVELOPMENT PRIORITIES 5-11

5.5 SPECIAL AREA PLANS 5-11

5.6 FUNCTIONAL PLANNING 5-12

5.7 REVIEW OF ZONING AND OTHER DEVELOPMENT APPLICATIONS 5-12

5.8 FIVE-YEAR SUSTAINABLE COMMUNITIES PLAN REVIEW 5-13

5.9 RELATIONSHIP TO GENERAL PLAN & DEVELOPMENT CODES 5-14

APPENDIX: THE CONCEPTUAL MAPS A-1

A.1 LAND USE MAP A-5

A.2 OPEN SPACE MAP A-7

A.3 PUBLIC FACILITIES MAP A-9

LIST OF EXHIBITS

EXHIBIT 1-1: DEVELOPMENT PLAN AND SUSTAINABLE COMMUNITIES PLAN AREAS	1-2
EXHIBIT 2-1: AHUPUA'A MAP	2-8
EXHIBIT 3-1: WAI'ANAE'S RACIAL DISTRIBUTION	3-4
EXHIBIT 3-2: CULTURAL RESOURCES MAP	3-23
EXHIBIT 3-3: PARKS MAP	3-45
EXHIBIT 4-1: MAJOR & MINOR ROADWAYS MAP	4-6
EXHIBIT A-1: LAND USE MAP	A-10
EXHIBIT A-2: OPEN SPACE MAP	A-11
EXHIBIT A-3: PUBLIC FACILITIES MAP	A-12

LIST OF TABLES

TABLE 3-1: POPULATION TRENDS FOR WAI'ANAE	3-3
TABLE 3-2: LAND USE PERMITTED BY CURRENT CITY & COUNTY ZONING	3-6
TABLE 3-3: HOUSING TRENDS IN THE WAI'ANAE DISTRICT: 1980 TO 2000	3-29
TABLE 3-4: HOUSING DATA FOR 2000: O'AHU VS. WAI'ANAE	3-30
TABLE 3-5: PLANNED DEVELOPMENTS FOR THE WAI'ANAE DISTRICT	3-30
TABLE 3-6: CITY PARKS & PARK ACREAGE	3-46
TABLE 3-7: CITY PARK REQUIREMENTS PER CITY STANDARDS FOR 2009 WAI'ANAE POPULATION	3-47
TABLE 4-1: PUBLIC SCHOOL ENROLLMENT IN THE WAI'ANAE DISTRICT	4-21
TABLE 5-1: IMPLEMENTATION MATRIX	5-5

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WAI'ANAЕ SUSTAINABLE COMMUNITIES PLAN

PREFACE

The Wai'anae Sustainable Communities Plan has been prepared in accordance with the Charter-prescribed requirements for Development Plans and is to be accorded force and effect as such for all Charter- and ordinance-prescribed purposes. It is one of a set of eight community-oriented plans intended to help guide public policy, investment, and decision-making over the next 25 years. Each of the plans addresses one of eight planning regions of O'ahu, responding to specific conditions and community values of each region. The map in Chapter 1 illustrates these planning regions.

Of the eight documents, the plans for 'Ewa and the Primary Urban Center, to which growth and supporting facilities will be directed over the next 25 years, have been entitled "Development Plans" (DPs). They will be the policy guide to development decisions and actions needed to support that growth.

Plans for the remaining six areas, which are envisioned as relatively stable regions in which public programs will focus on supporting existing populations, have been entitled "Sustainable Communities Plans" (SCPs) in order to appropriately indicate their intent.

The Plan for the Wai'anae District is a Sustainable Communities Plan. This Plan's vision statement and supporting provisions are oriented to maintaining and enhancing the region's ability to sustain its unique character, current population, growing families, rural lifestyle, and economic livelihood, all of which contribute to the region's vitality and future potential.

There has been a recent surge in widespread community discussions, actions, and laws adopted to address sustainability. In 2005, the State Legislature convened a statewide group to draft a Hawai'i 2050 Plan, whose primary purpose is to provide policy recommendations for creating a sustainable Hawai'i. In 2007, greenhouse gas emissions goals for 2020 were enacted. Public service announcements dealing with conserving water and electricity abound. The concept of buildings that are designed, built, and occupied with environmental considerations at the forefront largely did not exist when the current Development Plans and Sustainable Communities Plans were adopted. This setting raises the question of the role of the Development Plans and Sustainable Communities Plans. Are they the City's version of a sustainability plan?

The answer is that they are the land development portion of a larger blueprint for sustainability. As discussed below, the General Plan sets long term goals for the City and County of Honolulu, across 11 major elements. Perhaps its most substantive chapter is the one that deals with population, and hence land development distribution. It sets the growth management strategy for O‘ahu. The Development Plans and Sustainable Communities Plans provide more detail on this land management strategy, assuring that how we use the land now, and in the future, responds to the three major elements of a Sustainable Place: economic health, social equity, and environmental protection.

The issues addressed either directly or indirectly by these regional plans certainly overlap with other planning responsibilities of other departments, such as water delivery and consumption, crime reduction, increasing public health, and developing responsive transportation systems. Collectively, these efforts comprise the strategy of developing a Sustainable Future for O‘ahu.

INTEGRATING PRINCIPLES OF SUSTAINABILITY INTO DECISION-MAKING PROCESSES

A community that can successfully manage change will flourish and prosper in the future. For this plan, this means ensuring that planned growth and development respects and adheres to the principles of sustainability.

These principles of sustainability are intended to promote the long-term health of the land and its people, and its community resources for current and future generations:

- Protect agricultural lands, physical and biological resources, and where appropriate, open spaces and view planes.
- Use resources so they are not depleted, permanently damaged, or destroyed.
- Encourage planning, development, and construction technologies that minimize negative environmental impacts.
- Respect the cultural, social, and physical resources that shape and reinforce residents’ sense of community and quality of life.
- Guide the process of change. Strive to make decisions based on an understanding of the effects such decision will have on the land and community resources.
- Strive for balance between economic prosperity, social and community well-being, and environmental stewardship.
- As an integral part of the planning process, consider the long-term impact of proposed actions and prepare plans that can accommodate the needs of future generations accordingly.

P.1 THE SUSTAINABLE COMMUNITIES PLAN PROCESS

This document is the culmination of a planning program led by the City and County of Honolulu's Department of Planning and Permitting. This planning process encouraged and enabled significant involvement from the region's neighborhood boards, community associations, business leaders, religious and cultural organizations, private landowners, institutions, and numerous individuals.

P.2 THE HONOLULU LAND USE PLANNING AND MANAGEMENT SYSTEM

The City and County of Honolulu guides and directs land use and growth through a three-tier system of goals, objectives, policies, guidelines, and regulations. The General Plan forms the first tier of this system. First adopted by City Council resolution in 1977, the General Plan is a relatively brief document, consisting primarily of one-sentence statements of goals, objectives, and policies. It has been amended several times, but the basic objectives and policies set forth in the 1977 plan remain intact.

The second tier of the system is formed by the Development Plans, which are adopted and revised by ordinance. These plans address eight geographic regions of the island, including the Primary Urban Center, East Honolulu, Central O'ahu, 'Ewa, Wai'anae, North Shore, Ko'olau Loa, and Ko'olau Poko. Under the current revision program, the Primary Urban Center and 'Ewa plans retain the title "Development Plan." The plans for the other regions are now referred to as "Sustainable Communities Plans" to reflect their policy intent.

The third tier of the system is composed of the implementing ordinances, including the Land Use Ordinance (Honolulu's zoning code) and the City's Capital Improvement Program. Mandated by the City Charter, these ordinances constitute the principle means for implementing the City's plans. These ordinances are required to be consistent with the General Plan, the Development Plans, and each other.

In addition to these three Charter-mandated tiers, the Development Plans are supplemented by two planning mechanisms that are not required by the Charter: the functional planning process and special area planning. Functional planning activities, some of which are mandated by state or federal regulations, provide long-range guidance for the development of public facilities such as the water system, wastewater disposal, and transportation. Special area plans are intended to give specific guidance for neighborhoods, communities, or specialized resources.

P.3 AUTHORITY OF THE DEVELOPMENT PLANS AND SUSTAINABLE COMMUNITIES PLANS

The authority for the Development Plans and Sustainable Communities Plans (hereinafter referred to as “Development Plans” for simplicity) is derived from the City Charter, which mandates preparation of a General Plan and Development Plans to guide “the development and improvement of the city.” Together with the General Plan, the Development Plans provide policy guidance for the land use and budgetary actions of the City.

The Charter provides that “public improvement projects and subdivision and zoning ordinances shall be consistent with the development plan for that area.” Although the Development Plans are not themselves regulatory and require implementing ordinances (the “third tier” discussed in Section P.2 above), they guide the regulators and decision-makers who are the implementers. They are policy tools and are to be used, in conjunction with the programs and budgets of the City, to accomplish the objectives of the City and as guides for decisions made by the private sector. Consistent with the Charter’s description of the Development Plans as “conceptual schemes” and “a policy guide,” the language, maps, and illustrations of the Development Plans should not be deemed to be regulatory.

P.4 WHY THE DEVELOPMENT PLANS HAVE BEEN REVISED

As amended in 2000, this Plan is to be reviewed every five years to:

1. Measure progress toward achieving the Vision, Policies, and Guidelines, and determine if they are still appropriate;
2. Identify land use development trends and potential new development proposals that have implications for this Plan and the General Plan;
3. Identify relevant, significant issues that the previous Plan did not adequately address;
4. Propose modified or new Policies and Guidelines for those on which satisfactory progress has not been achieved, and for emerging or new needs that require attention.

WAI'ANAE SUSTAINABLE COMMUNITIES PLAN

EXECUTIVE SUMMARY

The District of Wai'anae is characterized by rugged mountains and beautiful welcoming beaches. Its people have historically been as rugged as its mountains and as welcoming as its beaches. In times of old and into the present-day, the people of Wai'anae have been independent, but have also allowed their home to be a place of refuge. This Plan seeks to share the people of Wai'anae's desire to maintain their home's rural character, built upon a Hawaiian cultural foundation, added to by various immigrant cultures, while allowing minimal increases of housing, resort, and light industrial development. Future development in Wai'anae should encourage agriculture, renewable energy generation, green technology, ecosystem and cultural site restoration, and economic development, all for the benefit of future generations. If development does not meet these criteria, then it should not be approved.

This Plan is organized in five chapters and an appendix, as follows:

Chapter 1: Wai'anae's Role in O'ahu's Development Pattern defines the region's role and identity within the overall framework of islandwide planning and land management.

Chapter 2: The Vision for the Future of the Wai'anae District summarizes the community's vision for the future of the region, and describes important elements of that vision.

Chapter 3: Land Use Polices and Guidelines is the Plan's policy core. It provides policy guidance for the region's various land use elements.

Chapter 4: Public Facilities and Infrastructure Policies and Guidelines provides Policies and Guidelines needed to support the planned land uses.

Chapter 5: Implementation addresses needs for carrying out provisions outlined by the Plan.

Appendix: The Conceptual Maps illustrate the long-range Vision for the Wai'anae District and the major land use, open space, and public facility Policies that are articulated in the Plan.

Summarized below are the key recommendations contained in each of these chapters.

CHAPTER 1: WAI'ANAE'S ROLE IN O'AHU'S DEVELOPMENT PATTERN

Consistent with the directed growth policies of the City's General Plan, the Wai'anae District is targeted for very little growth over the 25-year timeline of this Plan. The focus of the Plan is thus preservation of the rural landscape and of the rural lifestyle of the Wai'anae District's people.

It is also noted in this chapter that land development and population trends in the Wai'anae District over the past 40 years are such that "keeping Wai'anae country" will be a difficult policy to implement. Since 1950, this District's population has increased from only 7,000 people to almost 50,000 people by 2010. Together with this population growth, there has been a tremendous growth in all forms of urban and suburban development, including residential, commercial, industrial, and public infrastructure and facilities.

Wai'anae is the most "developed" of O'ahu's rural districts. Without strong City policies and actions, this District may soon lose its remaining rural qualities.

CHAPTER 2: THE VISION FOR THE FUTURE OF THE WAI'ANAE DISTRICT

This chapter presents the overarching concepts and goals of the Wai'anae Sustainable Communities Plan. It includes the **VISION STATEMENT** for the long-range future of the Wai'anae District, a brief summary of the **COMMUNITY PARTICIPATION PROCESS** by which the Wai'anae Sustainable Communities Plan was updated from 2007 to 2010, and a description of the 10 **VISION ELEMENTS**.

The **VISION STATEMENT**:

THE VISION FOR THE FUTURE OF THE WAI'ANAE DISTRICT IS THAT ALL MEMBERS OF OUR COMMUNITY – FROM THE KŪPUNA (GRANDPARENTS/ ELDERS) TO THE MO'OMO'O (CHILDREN, INCLUDING THOSE YET UNBORN) HAVE THEIR ESSENTIAL NEEDS MET.

We envision our physical environment as rural and pristine, protected from degradation so that we can enjoy her elements: the kai (salt waters), wai (fresh waters), ea (air, sky and heavens), 'āina (land, soil), and all of the animate and inanimate aspects of nature which make up our home. We have access to our mountains, valleys, and sea. We have a variety of economic opportunities. Lastly and most importantly, our children are surrounded and guided by their strong, kind, and loving 'ohana (family).

The **Vision Elements** include the following:

1. Recognize the traditional *ahupua'a* of the Wai'anae District and adapt the *ahupua'a* concept as a framework for land use and open space planning
2. Delineate the four major land use types: Preservation Lands, Agricultural Lands, Rural Community Areas, and Coastal Lands
3. Restrict coastal urban, suburban, or resort development *makai* of Farrington Highway
4. Preserve all lands north of Kepuhi Point as open space lands
5. Preserve and restore streams and stream corridors
6. Preserve and protect cultural sites and cultural landscapes
7. Improve transportation systems within the District
8. Designate, plan, and develop Town Centers and Community Gathering Places for Wai'anae, Nānākuli, Lualualei, and Mākaha
9. Develop and support community-based businesses
10. Government agencies should partner with community-based organizations in order to better manage Wai'anae's natural and cultural resources

CHAPTER 3: LAND USE POLICIES AND GUIDELINES

This chapter of the Wai'anae Sustainable Communities Plan presents **Policies** and **Guidelines** for the principal types of land use that should be provided for in the District. The Vision for the future of the Wai'anae District described in Chapter 2 will be implemented through the application of these Policies and Guidelines.

The first section provides an overview of the existing conditions in the Wai'anae District – the land use, population, economics, and environment. The other 11 sections deal with each of the major types of land use within the District.

The principal land use Policies are summarized as follows:

3.2 Open Space and Important Views

- Do Not Allow Significant Negative Impacts on Large Open Spaces
- Address Project Impacts on Open Space
- Do Not Allow Significant Negative Impacts on Important Public Views
- Address Project Impacts on Important Public Views
- Limit Urban Development
- Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai‘anae’s Open Spaces
- Minimize Outdoor Lighting

3.3 Coastal Lands

- Do Not Allow New Coastal Development
- Incrementally Acquire Coastal Properties
- Discourage Shore Armoring
- Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai‘anae’s Coastal Lands
- Prohibit Projects that Negatively Impact Coastal Lands
- Prevent the Introduction of Alien Species
- Maintain Beaches/Sand

3.4 Mountain Forest Lands

- Protect Mountain Forest Lands
- Develop Forest Restoration Program
- Do Not Grant Permits that Negatively Impact Mountain Forest Lands
- Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai‘anae’s Mountain Forest Lands
- Protect Rare and Endangered Species
- Prevent the Introduction of Alien Species
- Allow Public Access to Hiking Trails
- Develop Wildfire Management Plan

3.5 Streams and Floodplains

- Establish Stream Conservation Corridors
- Restrict Uses Within the Stream Conservation Corridors
- Establish Minimum In-Stream Flow Standards
- Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai‘anae’s Streams and Stream Corridors

3.6 Historic and Cultural Resources

- Preserve Major Concentration of Cultural Sites and Allow Access for Cultural Practices
- Do Not Allow Development that Negatively Impacts Important Cultural Sites or Access to such Sites
- Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai‘anae’s Cultural Sites
- Create Signage for Cultural Sites
- Protect and Allow Access for Cultural Practices at Sites on City-Owned Lands
- Protect and Allow Access for Cultural Practices at Sites on Federal, State, or Private Lands
- Conduct a Thorough Cultural Survey of the Wai‘anae District

3.7 Agricultural Lands

- Maintain the Boundary for Agricultural Lands
- Support Agriculture through Zoning Regulations and Tax Assessments
- Limit the use of “Agriculture” Land to Agriculture and other Compatible Land Uses
- Prohibit Incompatible Land Uses of “Agriculture” Land
- Coordinate Farmer’s Markets and Other Low-Cost Marketing Outlets

3.8 Residential Land Use

- Do Not Increase Lands Designated “Residential”
- Coordinate with the Department of Hawaiian Home Lands (DHHL)
- Preserve Agricultural Lands
- Support Home-Based Businesses
- Although Allowed to be Exempt by State Law, 201 H Projects Should Meet Wai‘anae Sustainable Communities Plan Guidelines

3.9 Commercial and Industrial Uses

- Encourage the Continuation of Existing Commercial Establishments
- Encourage Establishment of Commercial Businesses that Serve the Community
- Support the Continued Viability of the Mākaha Resort
- Prohibit “Big Box” Stores
- Encourage Light Industrial Businesses
- Do Not Allow Heavy Industry

3.10 Country Towns, Rural Community Centers and Gathering Places

- Establish a Phased Development Program

3.11 Parks and Recreational Areas

- Develop Adequate Public Parks
- Prohibit More Golf Courses That Compete with Agriculture or Open Space Resources
- Plan for a System of Hawaiian Cultural and Educational Parks

3.12 Military Land Use

- Preserve and Transition Military Lands to Civilian Use
- Organize and Implement Cooperative Programs

CHAPTER 4: PUBLIC FACILITIES AND INFRASTRUCTURE POLICIES AND GUIDELINES

This chapter of the Wai‘anae Sustainable Communities Plan presents **Policies** and **Guidelines** for the principal infrastructure systems that the Wai‘anae Community would like to see provided for the District.

The following Policies are overarching to many of the infrastructure systems included in this chapter:

- The latest technology that allows the Wai‘anae Community to be as sustainable, or “green” as possible, should be implemented whenever possible (while remaining consistent with other community objectives).
- Rural Infrastructure Standards should be considered and, where possible, developed by the City. The goal of this recommendation is to allow the area to maintain its country feel, with features such as narrower roads, and still ensure that they would be safe and the City would maintain them.

The principal infrastructure Policies are as follows:

4.1 Transportation Systems

- Implement Farrington Highway Safety Improvements for Pedestrians and Motorists
- Beautify Farrington Highway
- Establish an Emergency Bypass Road
- Enhance Public Transportation
- Encourage Other Modes of Transportation

4.2 Potable and Nonpotable Water Systems

- Implement Watershed Protection Strategies to Improve Forest Health & Perennial Stream Flows
- Encourage Water Conservation
- Diversify Water Supply, Matching Quality with Use
- Support the Goals and Objectives of the Adopted Wai'anae Watershed Management Plan

4.3 Wastewater Collection and Treatment Systems

- Continue Phased Program for Replacement of Old Sewer Lines
- Improve the Wai'anae Wastewater Treatment Plant
- Coordinate with DHHL regarding Sewer Connections

4.4 Electrical Power and Communications

- Reduce the Visual Impact and Improve Safety of Utility Lines and Poles and Reliability of Service
- Encourage the Development of Alternative Energy Sources

4.5 Drainage Systems

- Develop Wai'anae District Local Drainage Improvements Plan and Program
- Establish a Sediment Control Program

4.6 Solid Waste Handling and Disposal

- Enforce Anti-Dumping Laws
- Encourage Green Waste Composting

4.7 Civic, Public Safety and Education Facilities

- Improve Quality of Facilities and Adequacy of Staffing
- Selection of Sites for New Schools should comply with the WSCP Criteria
- Consider Multi-Purpose Function of Schools
- Encourage Charter Schools
- Increase Ambulance Service
- Provide Adequate Emergency Shelters

4.8 Health Care Facilities

- Support Quality, Community Health Care Facilities
- Assess the Need for New Health Care Facilities and Services

CHAPTER 5: IMPLEMENTATION

This chapter discusses the various measures that support implementation of this Plan, including the regulatory mechanisms, physical improvements, and other actions that are needed to realize the Plan's vision. Section 5.2 presents an Implementation Matrix to help organize and facilitate plan implementation. The Implementation Matrix, which is based on the policies and guidelines presented in Chapters 3 and 4, identifies the specific actions, corresponding plans and/or codes, and public and private entities responsible for implementation.

APPENDIX: THE CONCEPTUAL MAPS

This appendix contains three colored maps that illustrate some of the Plan's Policies and Guidelines. These maps are intended to be illustrations of the text, and therefore should there be any conflicts between the maps and the text, the text shall govern.

1. WAI'ANAE'S ROLE IN O'AHU'S DEVELOPMENT PATTERN

The General Plan for the City and County of Honolulu sets forth broad policies for the future harmonious growth and development of the island of O'ahu. Revised in 2002, the General Plan's section on "Population" establishes several key growth management policies for the rural districts of O'ahu, including the Wai'anae District:

"Objective C

To establish a pattern of population distribution that will allow the people of Oahu to live and work in harmony.

Policy 1: Facilitate the full development of the primary urban center.

Policy 2: Encourage the development within the secondary urban center at Kapolei and the Ewa and Central Oahu urban-fringe areas to relieve development pressures in the remaining urban-fringe and rural areas and to meet housing needs not readily provided in the primary urban center.

Policy 3: Manage physical growth and development in the urban-fringe and rural areas so that:

- a. An undesirable spreading of development is prevented; and*
- b. Their population densities are consistent with the character of development and environmental qualities desired for such areas."*

The map on the following page demonstrates the General Plan's intended development pattern, as well as the boundaries of the eight Development Plan Areas for O'ahu.

General Plan Development Pattern

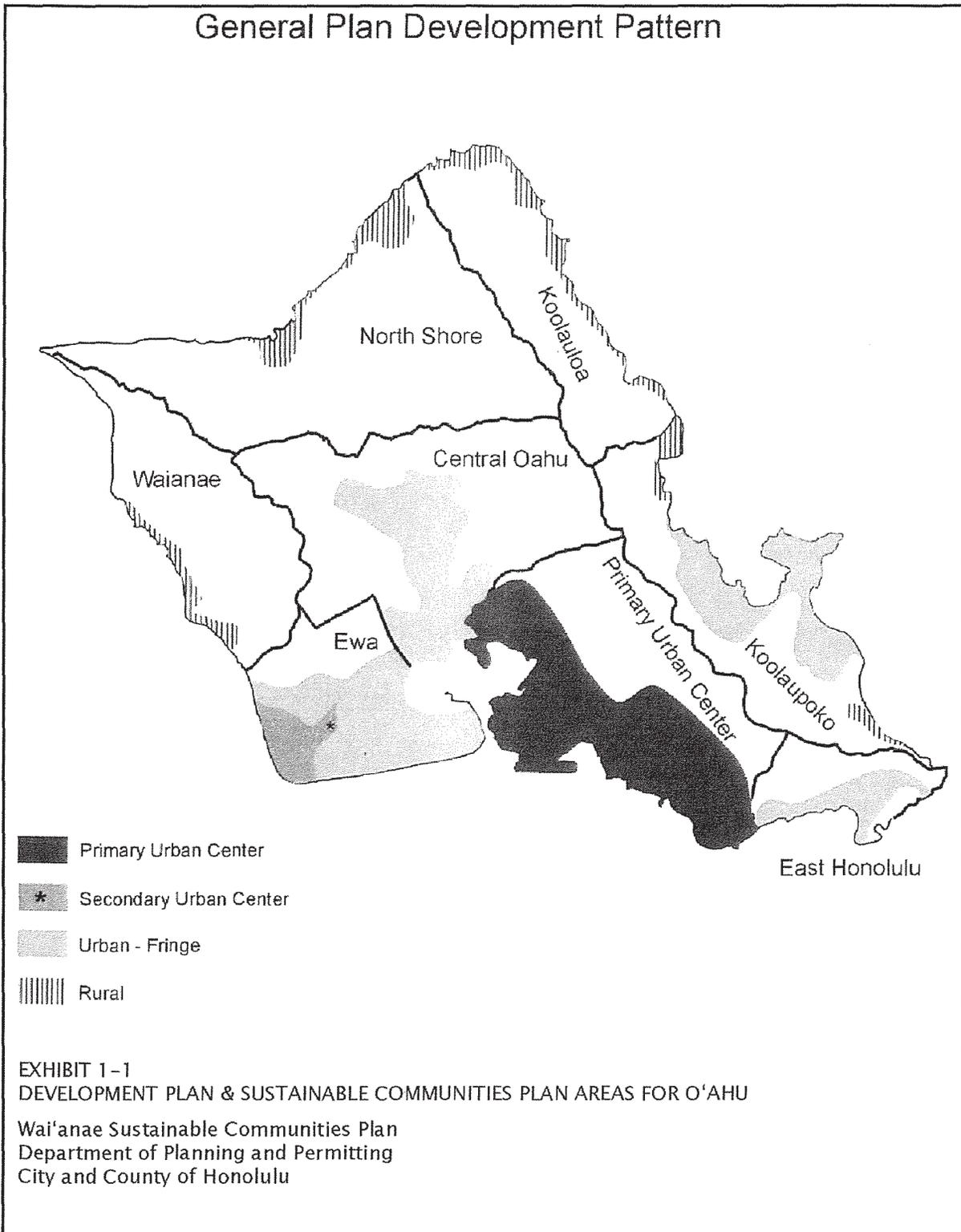


EXHIBIT 1-1
DEVELOPMENT PLAN & SUSTAINABLE COMMUNITIES PLAN AREAS FOR O'AHU

Wai'anae Sustainable Communities Plan
Department of Planning and Permitting
City and County of Honolulu

The 1989 Amendments to the General Plan included some important language on rural areas that applies to Wai'anae (Physical Development and Urban Design, Object D, Policy 4):

“Maintain rural areas which are intended to provide environments supportive of lifestyle choices which are dependent on the availability of land suitable for small to moderate size agricultural pursuits, a relatively open and scenic setting, and/or a small town, country atmosphere consisting of communities which are small in size, very low density and low rise in character, and may contain a mixture of uses.”

Or, more simply stated, “keep the country, country.”

Thus, the General Plan sets forth policies that emphasize the preservation of agriculture and rural land uses in Wai'anae, as well as in the other rural districts of the North Shore, Ko'olau Loa, and parts of Ko'olau Poko. The General Plan directs that Wai'anae's proportional share of O'ahu's 2010 population should be 4.0 percent in 2025. However, according to the 2000 U.S. Census, Wai'anae's population was 42,259, which represented 4.8% of O'ahu's total population of 876,156. The City and County of Honolulu's Department of Planning and Permitting now estimates that Wai'anae's proportion of O'ahu's population will be 4.9% in 2010, and will remain at 4.7% in 2035.

The community has expressed numerous concerns regarding population counts and projections for Wai'anae. To begin with, some believe that the most recent U.S. Census (2000) count for the District was low. This is primarily due to many homeless people not being counted. During the past five years, there has been a significant increase in the homeless population in Wai'anae, many of whom are from other areas of O'ahu. There is also a growing number of “hidden homeless” people – those who are living “doubled up” or “tripled up” with friends or family. This issue is discussed more in-depth in Chapter 3 (Section 3.1.2).

In addition, some residents have expressed concern with the General Plan's use of a distributive percentage for Wai'anae's population for two reasons. First, such population “quotas” have not been achieved and cannot be enforced. Second, if O'ahu's total population eventually reaches 1.5 million, then Wai'anae's “share” at 4% would be 60,000. The District's infrastructure cannot currently handle 60,000 people, and the rural character of the area would be lost. Thus, some community members believe that a maximum carrying capacity may need to be determined for the District. It would still be difficult to enforce a maximum capacity, but it could drastically limit new housing developments within the District.

Land development and population trends in the Wai'anae District over the past 40 years suggest that "keeping Wai'anae country" will be a difficult policy to implement. The Farrington Highway corridor in the District, from Nānākuli to Mākaha, is already heavily developed. This developed coastal zone is about 8 miles long, and varies in width from about 1/4 mile to over 1 mile. Land uses on the *mauka* side of Farrington Highway are typically suburban types of use rather than rural uses: single-family residential small lot development, multi-family residential development, shopping centers, a scattering of small commercial and industrial establishments, and various institutional and public uses including schools, health centers, fire and police stations, and a regional wastewater treatment plant. The *makai* side of the highway is dominated by beaches and beach parks, with some small subdivisions and a few larger apartment buildings. Recently developed residential subdivisions are expanding this coastal development strip into the rural farm valleys of the District.

Overall, important parts of the District's infrastructure are being stressed and overloaded, especially Farrington Highway, the sewer system, the public school system, and police and fire protection services.

The Wai'anae Sustainable Communities Plan addresses these core issues of preservation, growth, development, population, housing, infrastructure, and public facilities.

2. THE VISION FOR THE FUTURE OF THE WAI‘ANAE DISTRICT

The purpose of Chapter 2 is to present the overarching concepts and goals of the Wai‘anae Sustainable Communities Plan. Chapters 3 and 4 then provide the specific **Policies** and **Guidelines** that are intended to implement these ideas. This Chapter includes the following:

- 2.1 VISION STATEMENT for the long-range future of the Wai‘anae District,
- 2.2 Summary of the COMMUNITY PARTICIPATION PROCESS by which the Wai‘anae Sustainable Communities Plan was updated, and
- 2.3 Description of the 10 VISION ELEMENTS.

2.1 VISION STATEMENT

THE VISION FOR THE FUTURE OF THE WAI‘ANAE DISTRICT IS THAT ALL MEMBERS OF OUR COMMUNITY – FROM THE KŪPUNA (GRANDPARENTS/ ELDERS) TO THE MO‘OMO‘O (CHILDREN, INCLUDING THOSE YET UNBORN) HAVE THEIR ESSENTIAL NEEDS MET. Our physical environment is rural and pristine, protected from degradation so that we can enjoy her elements: the kai (salt waters), wai (fresh waters), ea (air, sky and heavens), ‘āina (land, soil), and all of the animate and inanimate aspects of nature which make up our home. We have access to our mountains, valleys, and sea. We have a variety of economic opportunities. Lastly and most importantly, our children are surrounded and guided by their strong, kind, and loving ‘ohana (family).

2.1.1 Inside Our Vision

This Vision Statement comes from the longer passage below, which was developed by a group of Wai‘anae’s long-time community leaders who have been intimately involved in many of the community’s planning efforts. It explains the deeper meaning of the Vision Statement and how it relates to the physical planning Guidelines and Policies found in this Plan:

“THE VISION FOR THE FUTURE OF THE WAI‘ANAE DISTRICT IS THAT OUR MO‘OMO‘O (CHILDREN INCLUDING THOSE YET UNBORN) WILL BE ABLE TO HAVE THEIR ESSENTIAL NEEDS MET.

“To fulfill this vision, we are called upon to keep in the forefront of our planning, the children of our future. All decisions made which impact the Wai‘anae society, must be made with the children in the forefront of our minds, including:

“A child must have a safe and healthy physical environment in which to be raised; we must maintain our environment in as pristine condition as possible. It therefore behooves us to protect the physical environment from degradation which would deprive our children of the use and enjoyment of her elements: the *kai* (salt waters), *wai* (fresh waters), *ea* (air, sky and heavens), *‘āina* (land, soil), and all of the animate and inanimate aspects of nature which make up this physical environment. Our children must have access to our mountains, valleys, and sea. Activities that threaten our environmental conditions or interfere with such access must be treated with the greatest caution, and if approved due to special circumstances, must have deadlines for which the activities will be discontinued and reversed in order to return the environmental conditions and accessibility to its earlier state.

“Interlaced within a child’s physical environment is a social environment containing cultures, religions, history, family life, educational experiences, health, and healthy living conditions. Our children must be raised within a culture of caring which expresses respect for all peoples, encourages opportunities for love, compassion, kindness, and inclusiveness. Our children must be raised in environments of peace and righteousness - in *pono*. These environments include the child’s needs for healthy relationships within family, neighborhoods, and wider *ahupua‘a*.

“Opportunities for our children to have religious or spiritual guidance and the ability to identify their own chosen religious or spiritual followings (if any) without undue pressure from peers, institutions, or family members should be available to every child.

“Our children should be raised with a clear understanding of their history, and the legacy of the Native Hawaiian people and of the Hawaiian Nation. They must be given the opportunity to compare people’s histories, to explore their own visions of their futures, to challenge authority, and to question ‘conventional wisdom.’

“Our children must be raised in an environment of strong, kind, and loving families, and larger circles of support in an extended lei of guiding children by an extended *‘ohana*.

“Our children must be given educational opportunities compatible with their ways or styles of learning. Their educational experiences should include literacy and oracy. It must include science and art, poetry and politics, physical and mental development, character building, and responsibility. Every child’s educational challenge should be met with vigor and determination. Education must support a full lifetime of learning.

Education should be a community practice and not merely another bureaucratic function of a society.

“Our children should have immediate access to health and food resources: medicine and food from our environment to meet their physical as well as spiritual, emotional, and psychological needs. They should have knowledge of their own conditions, and have experience and opportunity in using a variety of medical and sustenance methods to meet their needs.

“All changes to the physical environment planned by the society must be done within this framework of the community vision.”

2.1.2 Native Hawaiian Connection to the Land

The above Vision Statement also demonstrates many Wai‘anae community members’ desire to incorporate Native Hawaiian values into the Wai‘anae Sustainable Communities Plan. The community contains a large percentage of people who identify themselves as at least partly Native Hawaiian or other Pacific Islander (62%), and many others who have lived in the area for a significant amount of time and have adapted to the local culture. The majority of community members involved in this Sustainable Communities Plan (SCP) review process strongly supported the idea of incorporating Native Hawaiian values into the Plan as much as possible. One long-time resident, who is of Native Hawaiian ancestry, wrote the following passage to describe the Native Hawaiian connection to the land and its suggested relation to this SCP:

“In the Native Hawaiian tradition, as shared by many indigenous peoples throughout the world, the earth is the foundation of life. It is the seat of spirituality, the source from which indigenous cultures and languages flourish. In ancient Hawai‘i, the natural resources of the land and the sea provided food, medicine, shelter, and clothing, and formed the foundation of social and cultural life. For example, the various landforms found throughout Wai‘anae have specific place names and *mo‘olelo* (stories/legends) associated with them that give meaning to their existence and to those who live here. Thus, in many ways, natural and cultural resources are one and the same to Native Hawaiians.

“Given the special significance that the land and sea have for the Native Hawaiian people, and the strong commitment of the Wai‘anae community to pay special regard to this significance in the planning for a sustainable Wai‘anae community, the Policies and Guidelines presented in this Plan are intended to not only protect these resources, but where possible, enhance them.”

2.2 COMMUNITY PARTICIPATION PROCESS

Both the original Wai'anae Sustainable Communities Plan (2000) and the updated Wai'anae Sustainable Communities Plan (2010) emerged through extensive and intensive **Community Participation Processes** led by the planning team. Development of the original Plan involved numerous meetings with various community groups and individuals. The SCP revision program continued this community involvement process.

The goal of both processes was to produce a Plan that is based on the community's Vision and is implementable, in that it presents realistic Policies and Guidelines that the various City agencies and private organizations can use to help make the Vision a reality.

The details of the Original Planning Process (1997 – 2000) and the Planning Process for the 5-Year Review (2007 – 2010) are included in the Technical Report (2010).

2.3 VISION ELEMENTS

1. Recognize the traditional *ahupua'a* of the Wai'anae District and adapt the *ahupua'a* concept as a framework for land use and open space planning
2. Delineate the four major land use types: Preservation Lands, Agricultural Lands, Rural Community Areas, and Coastal Lands
3. Restrict coastal urban, suburban, or resort development *makai* of Farrington Highway
4. Preserve all lands north of Kepuhi Point as open space lands
5. Preserve and restore streams and stream corridors
6. Preserve and protect cultural sites and cultural landscapes
7. Improve transportation systems within the District
8. Designate, plan, and develop Town Centers and Community Gathering Places for Wai'anae, Nānākuli, Lualualei/Mā'ili, and Mākaha
9. Develop and support community-based businesses
10. Government agencies should partner with community-based organizations in order to better manage Wai'anae's natural and cultural resources

These 10 **Vision Elements** emphasize some of the key goals of this Wai‘anae SCP. Each of these Vision Elements is explained in the following pages:

2.3.1 Recognize the traditional *ahupua‘a* of the Wai‘anae District and adapt the *ahupua‘a* concept as a framework for land use and open space planning

In traditional Hawaiian culture, the *ahupua‘a* – a division of land that usually stretched from the fishing and gathering waters of the sea to the top of the mountains – provided the principal physical and social structure for the society. Each *ahupua‘a* had its own name and carefully defined boundary lines. The *ahupua‘a* boundaries were important and were respected.

To many Wai‘anae residents, the *ahupua‘a* land division system is primarily about values, about man living in nature and taking care of the land and the natural resources within their *ahupua‘a*, also known as *mālama ‘āina*. Native Hawaiian communities fed and housed themselves with that which they harvested from the ocean, agricultural fields, and forests within their *ahupua‘a*. Thus, the *ahupua‘a* is the ideal model of sustainability and self-sufficiency. Wai‘anae residents want to make sure that the values and lessons of this ancient system and their ancestors are not lost, but are instead remembered and applied to their modern-day planning.

Contemporary regional planning concepts and methods that could incorporate these lessons include: Watershed Planning, Ecosystem Planning, and Town Center Planning. As such, *ahupua‘a* planning could be a powerful tool for physical planning for areas such as Wai‘anae, where the *ahupua‘a* are strongly defined and still recognized by many of the residents. There are nine *ahupua‘a* in the Wai‘anae District, which are shown on the map on page 2-8:

- Nānākuli
- Lualualei
- Wai‘anae
- Mākaha
- Kea‘au
- ‘Ohikilolo
- Mākua
- Kahanahāiki
- Keawa‘ula

The *ahupua‘a* of the Wai‘anae Coast range in size from the great valley of Lualualei, which covers some 10,000 acres, to the relatively small *ahupua‘a* of ‘Ohikilolo, which is about 250

acres. It should also be noted that the Wai'anae "*moku*" extended across the Wahiawa plain and up to the ridgeline of the Ko'olau Mountains. During the 19th century ranching era and the early 20th century sugar plantation era in Wai'anae, the principal *ahupua'a* in terms of economic activity and population were Lualualei, Wai'anae, Mākaha, and Mākua. Archaeological research and oral histories indicate that all of the nine *ahupua'a* were settled by the early Hawaiians. Today, the four major populated *ahupua'a* include Nānākuli, Lualualei, Wai'anae, and Mākaha. It is interesting to consider the following:

- The major *ahupua'a* in the Wai'anae District are all physically distinct valleys with associated ridges and mountain areas, and are at the same time distinct and separate stream watersheds.
- Each of the major *ahupua'a* has a similar range of topographic/climatic zones that support similar ecosystems: a coastal/beach zone, a lower valley zone, an upper valley zone, dry valley walls, moister mountain slopes at the backs of the valleys.
- The major *ahupua'a* are to some degree identified with a particular subcommunity. This seems to be especially true of Nānākuli and is somewhat the case for Wai'anae, with its identifiable town center. The Lualualei *ahupua'a* has a diversity of development, including the village of Mā'ili, the farmlot communities along Hakimo Road and Lualualei Valley Road, and the two large U.S. Navy installations. Mākaha includes residential subdivisions near Farrington Highway, farmlots in the lower part of the valley, and the Mākaha Resort, Mākaha Towers, and Mākaha Estates developments in the central part of the valley.

The four major *ahupua'a* have different concerns and needs, and thus, the Wai'anae Sustainable Communities Plan must be flexible enough to take this into account. For example, the current land use and economic opportunities in Mākaha Valley are very different from the circumstances in the Lualualei and Nānākuli *ahupua'a*. As such, the land use policies and guidelines must allow for variance among the different *ahupua'a*.

The awareness and respect for boundaries continues to be an important part of the Wai'anae Coast culture even today. Many of the local people feel a strong identity with their *ahupua'a*, and its distinct community fabric. In 1994, the Wai'anae Coast Coalition, with the support of Queen Liliuokalani Children's Center Nānākuli Unit, began to organize "*Ahupua'a* Councils" for the four major populated valleys: Nānākuli, Lualualei, Wai'anae, and Mākaha. Throughout the initial years of formation, these Councils developed a way of working together through the "Wai'anae Coast Coalition," a community-based organization that consisted of representatives from many of the principal community groups and social service agencies in the District. However, since that time they have waned in membership and activities. It is recommended that these Councils be re-established and continue their important community connecting work.

Clearly then, the concept of the *ahupua'a* has great significance and importance in the Wai'anae District – in terms of natural landscape, historical patterns of land use, traditional social and cultural practices, contemporary customs, and recent community organization. It is thus important to adapt the *ahupua'a* concept into the land use planning process for the Wai'anae Coast. The primary way in which this concept could be implemented is through organizing residents of each *ahupua'a* by re-establishing the Ahupua'a Councils, and using their mana'o (knowledge, advice) for deciding the future of their community. Additionally, all land use, town center, and environmental planning should use the values of the Ahupua'a Concept as a guide or framework for planning.

2.3.2 Delineate the four major land use types: Preservation Lands, Agricultural Lands, Rural Communities Areas, and Coastal Lands

The Wai'anae Sustainable Communities Plan establishes the following four principal land use types:

- The **PRESERVATION LANDS** consist generally of the steeper lands, mountainous lands, coastal ridges, and pu'u, including such prominent coastal features as Pu'u Heleakalā, Pu'u o Hulu, Pu'u Mā'ili'i'ilii, Pu'u Pāhe'ehe'e, Pu'u Kamaile'unu, and Mauna Lahilahi. Land uses within these areas should be limited to those uses that are compatible with the preservation and conservation of natural ecosystems and traditional and cultural sites and resources. Access to preservation lands should be ensured for cultural practices.
- The **AGRICULTURAL LANDS** should encompass the farmlands and undeveloped valley lands in the ten *ahupua'a* of the Wai'anae Coast. Agricultural land uses within these areas, including commercial farms, family farms, and family gardens, should be preserved and encouraged. Land uses within these areas should be limited to agriculture and other uses that are compatible with a rural landscape and country lifestyle. These compatible uses include farm dwellings, small country stores, agricultural support facilities including storage and small-scale processing of farm products, and cultural places and preserves. Residential subdivisions, including large acreage "gentlemen estates," public or private schools, and golf courses are not compatible uses.
- **RURAL COMMUNITY AREAS** are defined by a line that generally follows the limits of the Community Growth Boundary, which consists of existing urban and suburban development along the Farrington Highway corridor. Within the Rural Community areas, there is some acreage for infill residential and commercial development. With the exception of a small number of isolated farm lots that are already surrounded by housing development, no other agricultural lands should be included within these development areas. Continued small-scale agricultural uses on these farm lots should be encouraged.
- **COASTAL LANDS** include the surf zone, the beaches, and lands just inland of the beaches, generally all lands *makai* of Farrington Highway. Coastal lands should be preserved and protected for open space, beach parks, and public access. New residential, commercial, or resort development should generally not be permitted *makai* of Farrington Highway. Over time, inappropriate coastal development, including mid-rise

condominium buildings, should be phased out and these sites should be restored to public use. Access to coastal lands should be ensured for cultural practices.

In addition to establishing and recognizing these four land and resource types, the Wai'anae community has been adamant in their desire to keep Wai'anae as RURAL as possible overall. Although their population has increased significantly in recent times (from approximately 7,000 in 1950, to almost 50,000 in 2010), they still believe their community has retained their **RURAL VALUES**, which are expressed and exemplified by:

- The small farms, many of them family-owned and operated that grow various crops. These farms are found primarily in Lualualei and Wai'anae Valleys;
- The extensive open spaces and special visual and cultural qualities of the principal valleys of the District: Nānākuli, Lualualei, Wai'anae, Mākaha, and Mākua;
- The rugged beauty of the Wai'anae Mountains that shape and define the District;
- The miles of shoreline, sandy beaches, and beach parks;
- The “small town values” of many of Wai'anae’s people, who are open, friendly, family-oriented, and strongly attached to the land and the sea.

Population growth and land development in the Wai'anae District over the past 50+ years have been more typical of a suburbanizing urban fringe community than that of a stable rural community. These growth and development trends are likely to continue unless the City implements a strong “growth control” plan for the District. Continued urban and suburban development will consume open agricultural lands and add more demand on Wai'anae’s roads, schools, parks, and other facilities, which are already overcrowded. The country values and lifestyle that are of such great importance to the Wai'anae community will be further eroded and undermined.

2.3.3 Restrict coastal urban, suburban, and resort development *makai* of Farrington Highway

Lands *makai* of Farrington Highway are at present mostly beach parks and undeveloped shore lands. There are also a number of small lot subdivisions, a few apartment buildings in Wai'anae and Mākaha, the former Nānāikapono Elementary School site in Nānākuli, some small commercial buildings in Wai'anae Town, Wai'anae High School, and the Wai'anae Small Boat Harbor.

Further development encroachment on these coastal lands should not be permitted, with the exception of some very limited redevelopment of small commercial properties in Wai'anae town. The long-range goal should be to return developed coastal lands to public use. Toward that

end, the City should act on opportunities to purchase coastal properties when such uses become nonviable due to economic conditions, storm damage, or other causes.

One other possible use of coastal lands is for a walking/jogging/biking path and Community Gathering Places. In Section 3.11 of this Wai'anae Sustainable Communities Plan, there is a program for such a path that would run along the coast, connecting the various *ahupua'a*. The program also calls for four Community Gathering Places to be located just off of the path in four of the District's beach parks, one in each of the major *ahupua'a*. The Wai'anae Sustainable Communities Plan supports this limited development *makai* of Farrington Highway since it would serve the community's daily needs.

2.3.4 Preserve all lands north of Kepuhi Point as open space lands

The Land Use Map demonstrates a general policy that there should be NO urban, suburban, resort, or golf course development, or any other type of commercial land development, or landfills, permitted or approved north of Kepuhi Point and north of Mākaha Valley. There is strong community consensus that no highway be built around Ka'ena Point due to its environmental sensitivity and cultural status. There is general consensus among State and City agencies that these lands should be preserved and protected for open space, environmental preservation, and cultural and religious practices.

The present use of Mākua Valley by the U.S. Army for live fire combat training is not in keeping with this general resource preservation policy. The Army's use of Mākua in recent years has been minimal, due to environmental and cultural concerns. Many in Wai'anae believe that the Army has demonstrated its ability to train at alternate locations, thus negating the need for Mākua Valley as a training area. The community is particularly concerned with the restrictions placed on access for cultural and religious practices at sites on these lands that the Army controls. Military land uses within the Wai'anae District are addressed in detail in Section 3.12.

2.3.5 Preserve and restore streams and stream corridors

The major streams and stream corridors of Wai'anae's valleys are very important elements of the landscape and the natural ecology of the region, as well as of the Native Hawaiian heritage. Some of these streams are perennial streams near their origins high in the Wai'anae Mountains, but all are intermittent, or "interrupted," streams as they flow down through the valleys. Hundreds of years ago, when the Hawaiian people first began to settle in the *ahupua'a* of the Wai'anae Coast, they located themselves near the streams with year-round flows and tapped these streams for water for extensive terraced *lo'i kalo* (taro patches), located in the upper

sections of the larger valleys: Nānākuli, Lualualei, Wai'anae, Mākaha, and Mākua. The streams were also essential as a source of drinking water, and for their natural plants and freshwater fish.

“Modern” development practices have severely impacted many of these streams. Impacts include alteration of stream channels through grading operations for roads and houses, siltation from eroding farm fields and residential subdivisions, trash and debris dumped into stream channels, and “improvement” of major stream channels near the coast by means of concrete-lined, engineered channels.

A coordinated City/State/Federal and Private landowners program is needed for the protection and restoration of Wai'anae's natural streams and stream corridors. The Wai'anae Sustainable Communities Plan designates all important perennial and intermittent streams and stream channels as special **STREAM CONSERVATION CORRIDORS**. The purpose of such a designation is to prompt appropriate State and City agencies to initiate a program that will enhance stream flow and protect the natural ecology of Wai'anae's streams, stream floodplains, and associated plants and animals. This program should include a “no dumping” rule within the Stream Conservation Corridor, requirements for siltation basins or other means of controlling urban and agricultural stormwater runoff, and a program for the restoration of natural vegetation within stream floodplain areas. A community-based “adopt-a-stream” program could be an important part of this overall stream conservation program. More details are included in Chapter 3, Section 3.5.

2.3.6 Preserve and protect cultural sites and cultural landscapes

The entire Wai'anae Coast is considered by many residents to be a “cultural landscape.” It is widely acknowledged that the District is filled with important cultural sites, such as house sites, *heiau* (temples/shrines), *ko'a* (fishing shrines), and agricultural terraces. To Native Hawaiians, natural resources are considered cultural resources as well, including the *pu'u* (hills), *pōhaku* (stones), *kai* (ocean), streams, coastline, and more. Considered all together, these cultural and natural features were the components of the community's original infrastructure. Today, they form one of the most intact cultural landscapes on the island of O'ahu.

Almost every valley in the District contains extensive cultural sites associated with the region's history. Many of these sites are important to local people as cultural sites and are frequently visited, where possible. The upper valleys, beyond the limits of today's housing developments and small farms, have numerous cultural sites. The coastal dunes contain sites and burials that are hidden beneath the surface of the ground. Some sites even survive under existing buildings. *Heiau* and *ko'a* are also scattered throughout the area.

The first step to protecting this cultural landscape is to do a complete archaeological survey of the area. The only fairly complete surveys that have been done were for upper Nānākuli, upper Lualualei, mid-to-upper Mākaha, and on the coastal flats of Kea'au. Many areas have had little or no surveying.

In addition, the community would like to see community-based groups eventually take over responsibility and management of important cultural sites. The end goal is to both preserve the sites and to allow appropriate levels of access. This is a difficult balance to achieve, since unlimited access can lead to more visitors going to a site, and can sometimes result in vandalism. More discussion on the responsibilities of such groups is included in Section 3.6.2.

2.3.7 Improve transportation systems within the District

One way in which the lives of Wai'anae residents could be greatly improved is through the enhancement and improvement of the District's transportation systems. Currently, Farrington Highway is the only public road that leads into and out of the Wai'anae District, as well as the main route for travel within the District. There have been several times over the years that the highway has been closed due to downed utility lines and poles, automobile accidents, and other situations. In each incident, residents have been unable to travel – meaning some could not get home to their children, others could not get to work, and other critical needs could not be met. To prevent this problem from re-occurring, the community would like to have a road that provides an alternative way in and out. Many would like to see a full-fledged second access highway. However, the cost of building such a road is estimated to be too high to be feasible for the foreseeable future. Thus, most residents agree that their first priority is to open an emergency bypass road, possibly through the Kolekole Pass, and to continue to plan for a second access highway.

In addition to improving access and traffic flow within the District for private vehicles, Wai'anae residents would also like to see the enhancement of alternative transportation modes, such as public transportation, including boats/ferries and rail, as well as paths for walking, jogging, and biking.

Lastly, residents support HECO's plans to under-ground the utility lines that run along Farrington Highway. The communication and power lines pose a significant threat to drivers, since they have the potential to blow over and block the highway, as has happened in the past (including in December 2007).

2.3.8 Designate, plan, and develop Town Centers and Community Gathering Places for Wai‘anae, Nānākuli, Lualualei, and Mākaha

Related to Vision Element #1, *ahupua‘a* planning, this Element recognizes the need for each of the principal *ahupua‘a* to have fully functioning Town Centers – to allow people to carry out their daily tasks largely within their *ahupua‘a*, and Community Gathering Places – to encourage community members to spend time together participating in cultural activities with their *‘ohana*.

Within the Rural Community areas of each of the principal developed *ahupua‘a* – Nānākuli, Lualualei, Wai‘anae, and Mākaha – there is the need for the development of more strongly defined commercial and service centers.

This concept includes the proposed designation of Wai‘anae town center as a “Country Town” commercial and service center. Historically, at least from the mid-19th century, Wai‘anae Town was the most important settlement in the District. Today, with Wai‘anae Mall and the mix of small older buildings and newer buildings in the vicinity of Pōka‘i Bay, Wai‘anae Town Center is the area of the District that is recognized as the largest concentration of commercial and services facilities. Smaller “Village Centers” are schematically shown on the Land Use Map for the communities of Nānākuli, Lualualei, and Mākaha. These smaller commercial centers would provide shops, stores, restaurants, and social service offices for the residents, as well as a stronger physical identity and an enhanced sense of community. Such developments would also reduce traffic in the District.

The Nānākuli Hawaiian Homestead Community Association (NHHCA) has taken the initiative to develop such a Center – the “Nānākuli Village Center”, which is currently under construction. When it is completed in 2012, it will include a multi-purpose cultural center, an affordable housing rental complex, commercial rental spaces, and the International Surfing Hall of Fame.

For both the Wai‘anae Country Town and the Village Centers of Mā‘ili and Mākaha, a phased action program for capital improvements and investment needs to be developed. More details on the Nānākuli Village Center and the needs of these other areas are included in Section 3.10.

Similarly, Community Gathering Places, of several acres each, are needed within each of the major *ahupua‘a* (Nānākuli, Lualualei, Wai‘anae, and Mākaha). These Gathering Places would be quite different from the Country Town and Village Centers. As envisioned by the community, the Gathering Places are open areas with perhaps a few small buildings where people can gather informally to visit and talk story; have celebrations; stage festivals and special events; teach and learn traditional crafts, music, and dance; buy, sell, and barter homegrown produce and homemade items; and generally renew contact with friends and neighbors.

One plan for these Gathering Places is to locate them in the beach parks of the four major *ahupua'a*, and connect them by a walking/jogging/biking path that extends along the entire Wai'anae Coast. The path would be wide enough for Police Cushmans to utilize for patrolling. It could also provide photovoltaic-powered lights, safety phones, and water fountains. The major benefits of this plan include: allowing people to utilize the beaches and feel safe doing so, providing a venue for exercise and possible sporting events, allowing people to get around the District by bike safely, among others. More details are included in Section 3.11.

2.3.9 Develop and support community-based businesses

In order to create a community that is more self-sufficient, members of the community have expressed a strong interest in developing more employment opportunities within their District, including fewer restrictions on working from home. Such a situation would also allow people to work closer to where they live, which would reduce commute time and increase their time at home with their families.

The sector with the most community support for expansion is agriculture, for several reasons. First, Wai'anae has a history rooted in agriculture, from ancient Hawaiians growing *kalo* (taro) and *'uala* (sweet potato), to more recent times, when the District was a leader in the state in production of many vegetable and animals food products, such as pork, chicken, eggs, milk, and various truck crops. In addition to historical reasons, the expansion of agriculture would allow the community to protect significant amounts of land from development.

There is also substantial interest in increasing cultural, educational, and healthcare facilities and job opportunities. Some possibilities include expanding the hands-on educational programs, such as those offered by Ka'ala Farm and MA'O Organic Farm (Mala Ai 'Opio Organic Farm). There is currently one charter school in the District, and more could be created. In addition, various community members brought up the idea of creating a place to train teachers, for which there is a huge demand. Also, the Wai'anae Coast Comprehensive Health Center is currently expanding its facilities in order to increase its training capabilities.

Other economic opportunities discussed include expansion of retail and commercial centers in the four major *ahupua'a* and the creation of a light industrial park in Lualualei. Similar to the other sectors, it is recommended that locally-owned businesses be given priority, and that they hire residents as much as possible.

Another employment possibility along these lines is the formation and development of the recommended community-based groups to help manage the District's natural and cultural resources (see Vision Element #10).

2.3.10 Government agencies should partner with community-based organizations in order to better manage Wai'anae's natural and cultural resources

There are a number of community-based organizations in Wai'anae that are actively engaged in caring for important cultural and natural resources, both *mauka* and *makai*. The number of these community organizations, and their range of interests and activities, is likely to continue to expand in the future. By partnering with these community entities, city, state, and federal agencies that have natural and cultural resources management responsibilities can benefit from local knowledge and community energies, and thus develop stronger and deeper resource management programs.

3. LAND USE POLICIES AND GUIDELINES

This chapter of the Wai'anae Sustainable Communities Plan presents **Policies** and **Guidelines** for the principal types of land use that should be provided for in the District. The Vision for the future of the Wai'anae District described in Chapter 2 will be implemented through the application of these Policies and Guidelines.

The first section provides an overview of the existing conditions in the Wai'anae District – the land use, population, economics, and environment. The other 11 sections deal with each of the major types of land use within the District. The Chapter includes the following sections:

- 3.1 Overview of Land Use, Population, Economics, and Environmental Conditions
- 3.2 Open Space and Important Views
- 3.3 Coastal Lands
- 3.4 Mountain Forest Land
- 3.5 Streams and Floodplains
- 3.6 Historical and Cultural Resources
- 3.7 Agricultural Lands
- 3.8 Residential Land Use
- 3.9 Commercial and Industrial Uses
- 3.10 Country Towns, Rural Community Commercial Centers and Gathering Places
- 3.11 Parks and Recreational Areas
- 3.12 Military Land Use

Each section contains **Policies**, which are statements that express the Wai'anae community's overall philosophy and the City's long-range planning intent with regard to particular land uses. The **Guidelines** are more specific statements that are meant to provide guidance to City agencies and other public and private entities in relation to how the planning, design, and implementation of various types of programs and projects should be achieved. Guidelines have been provided for those land uses with more detailed physical planning concepts (Sections 3.8 through 3.11).

For each major land use type, the presentation of Policies and Guidelines is preceded by an "Overview" section that provides a summary of important facts and trends relating to that land use type.

3.1 OVERVIEW OF LAND USE, POPULATION, ECONOMICS, AND ENVIRONMENTAL CONDITIONS

Before proceeding with detailed policies and guidelines for the Waiʻanae District, this section summarizes the key facts pertaining to existing land use, including State and City land use designations, population growth trends, and economic and environmental conditions.

3.1.1 General Physical Setting

Waiʻanae is an area of great physical beauty. The overall form of the landscape consists of white sand beaches along the coast, a narrow coastal plain, large valleys that extend from 3 to 5 miles inland, and the dramatically eroded, steep walls of the Waiʻanae Mountains. The major valleys – Nānākuli, Lualualei, Waiʻanae, Mākaha, and Mākua – are defined and separated from each other by steep-sided basalt ridges, the remnants of the flanks of the great volcano that emerged from the ocean some 3 million years ago. The waters of the Pacific Ocean here are a deep blue, and the offshore currents are strong and often treacherous.

The area included in the Waiʻanae Sustainable Communities Plan consists of 38,089 acres, which is about 59.5 square miles, slightly less than 10 percent of Oʻahu’s 602 square miles. Of the eight Development Plan/Sustainable Communities Plan Districts, Waiʻanae ranks 5th in size – between Koʻolau Poko (41,279 acres) and Koʻolau Loa (37,060 acres).

The climate of Waiʻanae is generally hot and dry along the coastal areas and in the lower sections of the valleys. Cooler and wetter conditions prevail in the upper sections of the valleys and up into the Waiʻanae Mountains. Average annual rainfall ranges from less than 20 inches along the coast to more than 75 inches near the summit of Mount Kaʻala.

Mount Kaʻala, the highest peak on Oʻahu at 4,025 feet (USGS), is visible (clouds permitting) from much of the coastal area of Waiʻanae.

This landscape is one of unique grandeur and beauty. Many of Waiʻanae’s residents, especially the Native Hawaiian population, also have a much deeper appreciation of and connection to the land based on their culture.

3.1.2 Population

The table below shows the recent and projected trends in Wai‘anae’s population.

Table 3-1: Population Trends for Wai‘anae

Year	Population	Percentage of O‘ahu Total
1950	7,024	1.99%
1960	16,452	3.29%
1970	24,077	3.82%
1980	31,487	4.13%
1990	37,411	4.47%
2000	42,259	4.82%
2010	44,490	4.88%
2020	46,776	4.83%
2030	48,667	4.78%
2035	49,217	4.74%

Source: US Census, 2000 and DPP, 2009

(Note: Numbers for years 2010 through 2035 are projections from DPP, 2009)

The community has expressed concern regarding population counts and projections for Wai‘anae. To begin with, some believe that the most recent U.S. Census (2000) count for the District was low. This is due primarily to the recent increase in homelessness, since government population surveys usually do not count individuals without addresses. It is estimated that in 2008 there were over 6,000 homeless individuals in Wai‘anae. This figure includes the following estimates:

- **2,675** people living on the Leeward Coast beaches (Wai‘anae Community Outreach, 2008)
 - **3,230** “hidden homeless” – individuals who are currently living “doubled up” with friends or family members (SMS, 2006)
 - **594** living in transitional shelters located within the District (information gathered from various shelters)
- (Note: some of those counted as living on beaches could have transitioned into family homes or shelters. To account for this, the total of 6,500 was rounded down to 6,000)

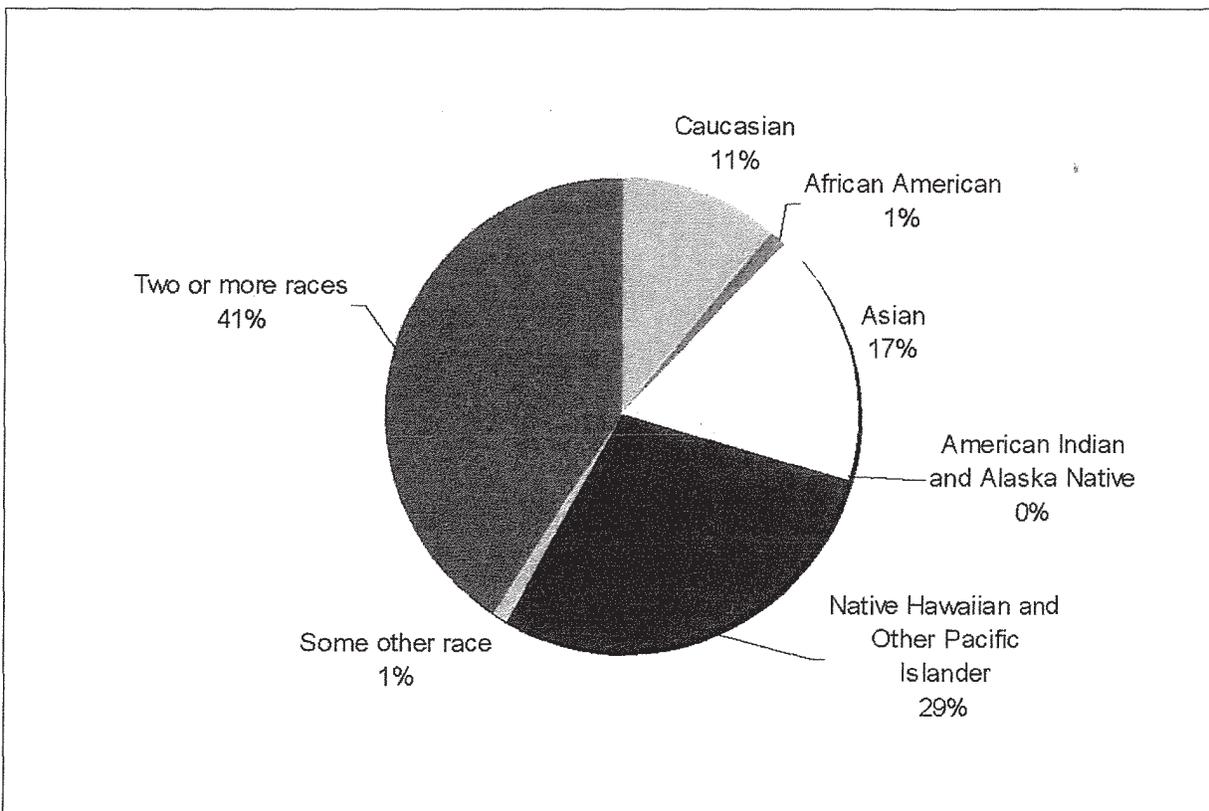
This total (6,000) added to the 2007 population estimate of 43,655 (DBEDT, 2007), brings the current population estimate for Wai‘anae up to well over 49,000 people.

Thus, the projections for the future population of Wai'anae may be low as well. DPP currently projects that the Wai'anae District will have 46,776 people living there by 2020, but the figures noted above indicate that the population may already have been over 49,000 in 2010.

Overall, these findings have serious implications for the Wai'anae District, especially when combined with the economic data in Section 3.1.3. Namely, the District's poverty and homelessness may continue to worsen. These social and economic trends indicate that there is a need for more social services, from both private/non-profit and public service providers.

The chart below shows the racial distribution within the Wai'anae District as of the 2000 Census. One key statistic to note is that the largest racial group was "Native Hawaiian and other Pacific Islanders" (28.7%). When residents were asked to indicate their race alone or in combination with other races, over 62% identified themselves as at least partly Native Hawaiian or other Pacific Islander, compared to 21.6% for all of O'ahu (US Census, 2000).

Exhibit 3-1: Wai'anae's Racial Distribution



Source: US Census, 2000

3.1.3 Economics

Overall, the Wai'anae community has 'lagged' behind the rest of O'ahu in terms of economic development and employment opportunities for its residents.

The following information is contained in the Draft Leeward Coast Initiative Inventory Report (August 31, 2007):

- In 2000, the per capita income of Wai'anae community residents was about 61% of the State average.
- In 2000, more Wai'anae community households were in low-income categories than the State average.
- In 2000, the percentage of Wai'anae community individuals below the poverty level was much higher than the State average.
- The average wage gap has been widening. In 2004, the Wai'anae community wages were 20% less than the State average wage.
- According to the U.S. Census Bureau, it was found that in 2000 most of the workers in the Leeward Coast work elsewhere and that Wai'anae community workers spend 16 more minutes traveling to work than the State average.
- The unemployment rate in the Wai'anae community has been much higher than the State average and the gap has widened over the past twenty years.

Also, economic data and reports from other sources, including the following, urge the need for immediate action to stimulate economic growth and to create new jobs directly within the Wai'anae community:

- The Wai'anae community has poverty levels near 20%, with some census tracts exceeding a 50% poverty level. Over 90% of households in the district earn less than \$50,000 per year. The median household income is \$25,638. Historically, all of the communities along the Wai'anae community have been economically depressed. Unemployment is estimated to be twice the national average (Mr. Michael Pecsok, Vice Chancellor for Academic Services, Leeward Community College, May 4, 2005).
- The Wai'anae community is ranked first in unemployment and poverty, with an average per capita income of \$13,348, compared to Honolulu County's per capita income of \$21,998. The Wai'anae community's unemployment rate is 8.6 percent, which is more than double that of Honolulu County's average of 3.8 percent. The poverty rate is 21.9 percent, compared to Honolulu County's average of 9.9 percent. (University of Hawai'i - West O'ahu, December 13, 2005).

In addition, the economic data and reports indicate that the economic gap between the Wai'anae community residents and the rest of O'ahu has been widening since 1980 (DBEDT, 2007).

Finally, the 2007 Annual Report on the Status of Land Use on O'ahu, prepared by the Department of Planning and Permitting, reveals that the Wai'anae community is projected to be the only area on O'ahu that will be experiencing a decrease in the total number of jobs from 2000 to 2030. This decline in jobs projected for this 30-year period is especially alarming when considered together with the existing economic conditions as reported in the studies cited above.

3.1.4 Existing Land Use

Most of the existing urban and suburban development in the Wai'anae District is clustered along the Farrington Highway corridor, in a developed strip that varies from about 1/4 mile to 1 mile in width. The valleys are largely agricultural or military lands, and the steeper ridges and mountains are generally undeveloped grasslands and forest lands.

Recent City data indicate the following land uses, as permitted by the current City and County Zoning:

Table 3-2: Land Use Permitted by Current City & County Zoning

Land Use	Acreage
Agriculture	8,578
Residential	2,260
Apartment	78
Industrial	79
Resort	97
Preservation	19,561
Military	7,148
*Other	288
TOTAL:	38,089

Source: DPP, 2008

(*Other acreage is primarily in Business and Country zoning)

3.1.5 Potential Developments

In 2008, approximately 20 transitional shelters and affordable housing projects were proposed for the Wai'anae District. Several of these project plans have since been terminated. However, the District has a significant amount of land currently permitted for such developments.

Residents have expressed concern that allowing such developments could increase the District population. Details of developments that are still planned for the District are included in Section 3.8.

3.1.6 Environmental Conditions and Implications for Planning

The overview of Wai'anae's environmental resources presented in the Wai'anae Sustainable Communities Plan Background Report (1999) provided some strong guidelines for land use and development planning for the District. These environmental conditions are still generally applicable today and may be summarized as follows:

- **Wai'anae's climate is very favorable for many types of agriculture.** The District also has large acreages of good soils, especially in Lualualei Valley, the largest valley of the *moku*. Much of the soil found in Lualualei is from the vertisol series, which is regarded as fertile soil that makes excellent agricultural land when it occurs in large, level tracts, such as in Lualualei (CTAHR, 2008). However, only a limited area of Lualualei is available for agricultural uses, since most of the valley is occupied by the U.S. military.
- **Expansive Soils are a constraint.** Some of the soils in the valleys, and most of the soils on the lower slopes of the ridges and mountains are highly expansive clay soils that are not good for construction of foundations for homes and other structures. These expansive soils can be built on – with special foundation construction techniques – on relatively level sites. However, steeper sites are subject to slumping and sliding, and should not be developed.
- **The District's aquifers have a very small sustainable yield.** The sustainable yield of the Wai'anae and Mākaha Aquifer System Areas, where active Board of Water Supply (BWS) wells are located, is only about 6 million gallons per day (mgd) combined. In the year 2000, the City pumped about 4.9 mgd from these wells. This volume of water was less than the CY2000 District demand of approximately 11.1 mgd. The balance of about 6.2 mgd was imported into the District from the much larger Pearl Harbor Aquifer Sector Area.

The Wai'anae District's limited groundwater resources suggest that major water users like golf courses should not be developed here. Further, since all new development will increase the amount of potable water that will have to be imported, and since the long-

range prospect for potable water on O‘ahu is for a continued future increase in both demand and cost, significant growth of housing and commercial uses in Wai‘anae should not be encouraged. Non-potable water sources, including reclaimed water, will need to be further developed so that the limited local supply of potable water can be put to best use.

- **There are large natural and cultural resource areas in the Wai‘anae District that should be protected and managed so that the resources are preserved or enhanced.** These important areas include the higher elevations of the Wai‘anae Range, where there are important plant and animal ecosystems, and the undeveloped upper valley areas of Nānākuli, Luualalei, Wai‘anae, Mākaha, and Mākua, where there are extensive cultural sites.

Consideration is given to identifying areas that need special resource protection or resource management zones in this Wai‘anae Sustainable Communities Plan’s graphic plans and policy statements.

- **Special attention should be given to the protection and preservation of Wai‘anae’s coastal resources, including the District’s beaches, coral reefs, and estuaries.** There should be no further commercial or residential development on the *makai* side of Farrington Highway. The construction of “shore armoring” structures should be discouraged. There should be no coastal development at all beyond Mākaha. A long-range program for the control of non-point source pollution of nearshore waters needs to be developed.
- **A comprehensive plan needs to be developed for specific drainage and roadway improvements to alleviate local flooding problems.** An emergency roadway route needs to be created so that people have an alternate means of moving into and out of the district when Farrington Highway is blocked by storm flooding or other problems.

3.1.7 Wai‘anae Watershed Management Plan (BWS, 2010)

The Wai‘anae Watershed Management Plan (WWMP) provides a long-range plan for the preservation, restoration, and balanced management of ground water, surface water, and related watershed resources in the Wai‘anae District. The City and County of Honolulu Board of Water Supply (BWS) began developing the WWMP in collaboration with the City and County of Honolulu Department of Planning and Permitting, the State’s Commission on Water Resource Management, and the Wai‘anae community, in 2004. The Public Review Draft was submitted in June 2006, and the Plan was adopted by City Council in 2010.

Clearly, management of land and water is interrelated, since the majority of “developed” land uses, such as residential, commercial, industrial, and even agricultural, result in an increased

demand for water. Thus, BWS has made extensive efforts to ensure that the WWMP is in alignment with the Policies and Guidelines of the original Wai'anae Sustainable Communities Plan (2000). Likewise, the process of updating this SCP has included reviewing the WWMP and ensuring that the SCP is in alignment with the Watershed Plan's Goals and Objectives. Please refer to the WWMP (BWS, 2010) for details.

3.2 OPEN SPACE AND IMPORTANT VIEWS

3.2.1 Overview of Open Spaces and Important Views

Wai'anae is considered by many people, including both residents and visitors, to be one of the most scenic regions of the island of O'ahu.

The Wai'anae landscape is a large-scale, bold landscape. The major elements of this landscape are the deep blue of the ocean; the long ribbons of white sand beach; the green valleys; the rugged pu'u and ridges along the coast, including Pu'u Heleakalā, Pu'u O Hulu, Pu'u Mā'ili'ilī'i, and Pāhe'ehe'e Ridge; the steep, harsh side walls of the valleys, and the greener, softer walls at the backs of the valleys; the high peaks of the Wai'anae Range, including Pu'u Kaua at 3,127 feet, Pu'u Kalena at 3,504 feet, and Mount Ka'ala at 4,025 feet.

The large-scale open spaces of the region are not immediately apparent from Farrington Highway, the main coastal roadway. Along most of the highway, residential and commercial development blocks the driver's view of the great valleys of the region. Once people leave the highway and turn up into the valleys, they are greeted with dramatic views of open valley lands and the steep-walled ridges and mountains beyond.

The Coastal View Study commissioned by the City Department of Land Utilization and published in 1987 identifies a number of "Significant Stationary Views": from Mākaha Beach Park, Mauna Lahilahi Beach Park, Pōka'i Bay Beach Park, and Mā'ili Beach Park. The Study also lists "Significant Road Views." In addition, there are many dramatic *mauka* views, and special views from higher elevations looking toward the coast, including spectacular views from the scenic overlook near Kolekole Pass. The views from the Coastal View Study are documented with recent photographs in the Technical Report (2010).

Open space and views across open spaces are cultural resources, and should be protected as such. Various *mo'olelo* talk about specific place names, as well as the relation between, and views of, the places. **Thus, the views referenced above are significant to Wai'anae residents and should be protected. This means that no development should be allowed that negatively impacts these views.**

Lands north of Kepuhi Point, which marks the northern coastal limits of Mākaha Valley, are largely undeveloped lands. Land uses include beach parks, ranch lands, the Army's training area at Mākua Valley, and extensive areas of State-owned forest lands. The undeveloped, rugged beauty of this part of the Wai'anae coast still provides a sense of what most of the leeward coast once looked like. The *ahupua'a* of Kea'au, 'Ōhikilolo, Koiahi, Mākua, Kahanahaiki, and Keawaula are of great cultural importance to the Native Hawaiian community, as is open space in general.

In contrast to the dramatic natural beauty of the area, much of the residential and commercial development along Farrington Highway is run down and dilapidated. These man-made elements detract from the scenic qualities of this coastal highway.

Certain types of potential future development would also have an adverse impact on the visual quality of the district, including any further commercial or multifamily housing development on the *makai* side of Farrington Highway, residential subdivisions replacing valley farmlands, or large lot subdivisions being developed on the lower slopes of the Wai'anae Range.

Types of land uses and activities that are supported in these large open spaces include farming, ranching, gathering, and other cultural activities. In addition, Wai'anae residents have expressed their desire to have a cemetery in their District. This is another possible use of open space.

The open space character and the dramatic views of Wai'anae's shorelands, valleys, and mountains must be preserved and protected for the enjoyment of many generations to come.

3.2.2 Polices Pertaining to Open Spaces and Important Views

3.2.2.1 Do Not Allow Significant Negative Impacts on Large Open Spaces

The preservation of open space and scenic beauty should be a high priority consideration for all public and private programs and projects that may affect the coastal lands, valleys, and mountains of the Wai'anae District. Any proposed project that would have a significant negative impact on a large open space within the District should not be allowed.

3.2.2.2 Address Project Impacts on Open Space

The environmental impact analysis for any large proposed project, whether public or private, that may be planned for coastal, valley, or mountain sites within the Wai'anae

District shall include a detailed analysis of the project's potential impact on open space and scenic beauty.

3.2.2.3 Do Not Allow Significant Negative Impacts on Important Public Views

The preservation of all important public views shall be a high priority consideration for all public and private programs and projects. Any proposed project that may affect any significant view, including but not limited to the views noted in the "Coastal View Study," should not be allowed.

3.2.2.4 Address Project Impacts on Important Public Views

The environmental impact analysis for any large proposed project, whether public or private, that may be planned for coastal, valley, or mountain sites within the Wai'anae District shall include a detailed analysis of the project's potential impact on important public views, as described above.

3.2.2.5 Limit Urban Development

Future urban and suburban development in the Wai'anae District shall be limited to the Rural Residential areas, and shall not be allowed to intrude into the Agricultural area or the Preservation area (see Land Use Map in Appendix A), nor *makai* of Farrington Highway. The undeveloped open spaces north of Kepuhi Point shall be protected and preserved as open space lands in perpetuity. Uses of lands north of Kepuhi Point shall be limited to cultural and religious uses, conservation uses, beach parks, limited ranching and low-impact public recreational uses.

3.2.2.6 Government Agencies Should Partner with Community-based Organizations in order to Better Manage Wai'anae's Open Spaces

Government agencies should partner with community-based organizations to better manage open spaces and their natural and cultural resources, as described in Section 2.3.10. Specific to the management of open spaces, the groups should oversee the appropriate gathering of various natural resources – only certain resources should be allowed to be gathered at certain times. One of the greatest potential challenges for these groups will be dealing with property rights and working with land-owners.

3.2.2.7 Minimize Outdoor Lighting

Outdoor lighting should be the minimum necessary for public safety, home security, and community aesthetics, while maintaining consistency with the goals of energy conservation and environmental protection. Specifically, artificial lighting should not negatively impact wildlife, nor should it disrupt the large, unlit open spaces in the back of the District's valleys.

3.2.3 Guidelines Pertaining to Open Spaces and Important Views

3.2.3.1 Minimize Adverse Effects of Artificial Lighting

Minimize the adverse effects of artificial lighting on wildlife and human health by balancing the need of outdoor lighting for night utility, security, and desire for reasonable architectural expression with the need to conserve energy and protect the natural environment.

3.2.3.2 Adopt Outdoor Night Lighting Standards

Adopt outdoor night lighting standards that encourage efforts to minimize glare and stray light, as well as reinforce the differences between the urban and the rural areas.

3.2.4 Relation to Open Space Map

Areas shown as “Agricultural” and as “Preservation” on the Open Space Map generally include the District’s large-scale open space resources.

3.3 COASTAL LANDS

3.3.1 Overview of Coastal Lands

The Wai‘anae District has about 20 miles of coastline, measured from the beginning of the District about 1/2 mile south of Piliokahi Avenue in Nānākuli to the northern end of the District near Ka‘ena Point.

About 18 miles of the District’s 20-mile coastline are beaches, and most of the beaches are City beach parks with some facilities for beach users. The remaining 2 miles of coastline are rocky ledges and residential coastal development. From south to north, the beach parks and coastal access areas are:

- Nānākuli Beach Park
- Ulehawa Beach Park
- Mā‘ili Beach Park
- Lualualei Beach Park
- Pōka‘i Bay Beach Park
- Wai‘anae Kai Military Reservation Beach (U.S. Army)
- Wai‘anae Boat Harbor